Master Plan for the Township of Maplewood, New Jersey

Phillips Preiss Shapiro Associates, Inc.
Planning & Real Estate Consultants

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Proposed Master Plan for the Township of Maplewood, New Jersey

Prepared by

Phillips Preiss Shapiro Associates, Inc.

Planning & Real Estate Consultants

54 Shrewsbury Avenue, Red Bank, New Jersey 07701

434 Sixth Avenue, New York, NY 10011

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Maplewood Master Plan
March 2004

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Chapter 1
Introduction

1.1 OVERVIEW

The Township of Maplewood, with a population of nearly 24,000, is centrally located in Essex County just 15 miles from New York City and a fifteen-minute drive from Newark International Airport. The train station offers easy access to New York City and the three interstate highways that pass close by provide access to surrounding towns as well as the larger region, which includes several major employment centers—New York City, Newark and Princeton—as well as the Port of Elizabeth, the largest import-export facility in the world.

The township itself is comprised of approximately 3.85 square miles. The primary land use is residential, comprising strong and varied neighborhoods that offer a range of housing prices and styles. The residential community is complemented by several non-residential districts, including retail, office and industrial uses, which provide a tax base as well as employment and shopping opportunities for local residents.

The Township of Maplewood offers its residents many advantages, from an excellent school system to a rich architectural stock and a convenient location close to major transportation hubs and metropolitan centers. In recent years, Maplewood has seen an unprecedented increase in real estate property values, particularly in the residential sector. Maplewood has been recognized as a community which attracts new residents by virtue of the diversity of its population, and what is considered to be a truly integrated school system and community. The township has been cited in national publications, such as Money Magazine and New York Magazine, as one of the best places to live in the country and as one of the most desirable communities in the state.

Yet the township is also subject to a number of conditions which threaten to undermine its tax base and quality of life. There are marginal uses in some of the retail areas, and the qual-

ity of shopping opportunities does not match the demographics of the township. The commercial areas along Springfield Avenue lack character, identity and appeal, and create no sense of place. The Hilton neighborhood requires improvements on a number of fronts to establish its rightful place among the township's more desirable neighborhoods. The potential spillover from industrial areas and other mixed commercial areas could impact nearby residents' quality of life. Parking is in short supply in all of the township's commercial areas. East-west vehicular access is difficult and pedestrian crossings of busy streets and around schools are felt to be unsafe. The township's housing stock, varied and interesting as well as at times historic, is vulnerable to demolitions or expansions which may not be in character with the existing neighborhood. Conversions of single-family homes to two-family homes or offices have the potential to undercut the community's character. Indoor recreational facilities are in short supply and outdoor facilities are overused. Many of the township's infrastructure and community facilities are aging and are in need of rehabilitation or improvement.

Throughout the preparation of the Master Plan, from attendance at community workshops and public meetings, to interviews and meetings with stakeholders, civic organizations and community groups, a very strong sense of community and pride in the township's achievements came through. A strong network of community associations and the involvement of an unusually large proportion of citizens of the community was evident. While cognizant of Maplewood's many fine qualities was also a willingness to realistically evaluate and recognize the community's weaknesses coupled with a strong commitment to address such issues in a practical and realistic manner.

The township's Master Plan has not been fully revised or updated, merely re-examined since 1984. While individual committees and studies have attempted to address the township's problems on an ad hoc basis, no single body and no single study has addressed these problems in an integrated and comprehensive manner. The township's fair share housing obligation has been dealt with, but in a separate study divorced from the rest of the Master Plan. Economic development has been studied and recommendations for improvements have been made, but this study stands alone, and has not been subjected to township-wide scrutiny. The foundations of historic preservation regulation have been put in place, but the areas which are targeted for preservation have not been identified. Facade and streetscape improvements for commercial areas have been suggested, but are not part of the township's Master Plan.

All of these factors pointed to the need for a comprehensive revision of the township's Master Plan, and in March 2002 the process of preparing the new plan commenced. The focus of the master plan is to determine the appropriate strategy for guiding growth and development in a coordinated and comprehensive way.

1.2 PURPOSE AND STATUTORY AUTHORITY

In accordance with the Municipal Land Use Law of New Jersey (NJSA 40:55D-28), this master plan serves to replace the previous Master Plan of the Township of Maplewood last

adopted in 1984 and reexamined in 1991 and 1997. This plan provides an inventory and update of the technical information of the various elements of which the Plan is comprised, and sets forth the policies for guiding growth and development in the community in the future, as well as a basis for amending and supplementing the township's zoning and development regulations that protect the public health, welfare and safety.

1.3 HISTORY OF MASTER PLANNING AND ZONING IN MAPLEWOOD

Growth and development occurred in the Township of Maplewood without the benefit of either a master plan or zoning regulations until 1921, when the first zoning ordinance was adopted. The Maplewood Planning Committee was appointed in 1931. It was purely an advisory body and no attempt was made to prepare a comprehensive plan for the community. In 1934 the zoning ordinance of the township was substantially revised without the benefit of such a plan.

In December 1947, an ordinance was adopted by the Township Committee establishing an official Planning Board and endowing it with the powers granted to such boards by the State's Municipal Planning Act. Shortly thereafter, in February 1948, the Planning Board embarked upon the preparation of comprehensive studies and plans for the future development of the township. On June 14, 1949, Maplewood's first master plan, entitled "A Comprehensive Planning Survey for the Township of Maplewood," was adopted. According to the Plan, it was "designed as a guide for both a normal public works program and the private development or redevelopment of the township's residential, business and industrial areas" (at page 1). The plan covered land use, transportation, housing, demographics, parks and recreation, with a particular focus on parking, and development in the township's commercial areas (Springfield Avenue, Millburn Avenue and Valley Street), the proposed locations for park facilities and public buildings, and the "prevention of deterioration in older residential districts." The plan recommended revisions to the zoning map and text, and calculated the cost of implementing the capital improvements proposed in the plan.

The 1949 plan served the township for almost twenty years. In June 1967 and April 1968, the Planning Board adopted a new master plan which served as a guide to zoning and other development regulations over the next fifteen years. Following a comprehensive revision to the State's legislation enabling municipal planning in 1975 (known as the Municipal Land Use Law, Chapter 291) which mandated the reexamination of master plans at least every six years, the Planning Board adopted a Reexamination Report on July 13, 1982. This reexamination did not serve Maplewood for very long; two years later, on July 10, 1984, the Planning Board adopted a new Master Plan.

The 1984 Master Plan substantially expanded the scope of study compared to the previous master plans. Divided into two sections—Summary and Background Studies and Master Plan Elements—the plan covered land use, housing, traffic circulation, community facilities, open space and recreation, utility services, and energy. The plan utilized the purposes of the MLUL as its goals and objectives, and discussed the Plan's relationship to other plans.

Two reexaminations of the 1984 Master Plan have occurred since that time: one in 1991 and another in 1997. Each followed the format and requirements as set forth for reexamination reports in the MLUL—essentially reflecting back on the extent to which problems and issues raised in the prior plans had been addressed, and making recommendations for adjustments in both master plan policy and in the township's zoning requirements.

The master plan set forth in this document represents both a continuation of policy and intent that were laid out by the prior master plans, and covers much of the same territory as those which came before it. Many of the elements which were dealt with on a partial basis in the 1984 plan, such as the goals and objectives and the utility services plan, have been substantially expanded, and three new elements have been added: the economic plan element, the historic preservation element, and the recycling element. The energy plan, which provided little in the way of recommendations for adding to or altering the township's land use policies or zoning regulations, has not been included in this document.

1.4 PROCESS BY WHICH THE MASTER PLAN WAS PREPARED

The preparation of the Maplewood Master Plan has been the result of a somewhat unique collaborative effort between not only the consultant and the Township Planning Board—the board whose official duty it is to prepare the Master Plan—but also two committees set up to assist in the preparation of the plan, numerous public officials, members of various organizations in Maplewood, and the community at large. The two committees set up specifically to assist in this effort were the Master Plan Subcommittee consisting of three members of the Planning Board, and a Steering Committee comprised of eleven persons, each of whom represents important organizations and/or constituents in Maplewood. These two committees have conducted numerous meetings and have remained an active participant throughout the preparation of the Master Plan.

The preparation of the Master Plan started in March 2002 with an initial meeting of the consultant with the Master Plan Subcommittee, followed closely by two community workshops, which took place on April 17 and April 30, 2002. Various community stakeholders, representatives of local boards and organizations, and citizens who had expressed an interest in being involved were invited to the workshop by special invitation. The workshops were also noticed in the local press and media, and widely advertised. Both community meetings were conducted through initial break-out sessions, where small groups were given various Master Plan-related topics to discuss, with a report back to the full workshop at the conclusion of the session. The first workshop was organized around seven general topics, where all participants were asked to identify community strengths and weaknesses and to prioritize problems that had been identified by the group.[1] A synopsis of the session was prepared and the six major issues which emerged from the first community meeting became the basis for discussion in the second workshop.[2] Discussion centered around a series of questions related to identifying key issues to be addressed, examples of solutions used in other communities, and how such solutions could be implemented.

The results of the two community workshops were utilized to frame the issues to be

1. The seven topics were: retail districts; tax base/economic development/industrial use; traffic and parking; housing stock/neighborhood character/historic preservation; community facilities and services; recreation/open space/conservation; and other community strengths and weaknesses.

2. The six topics at the second workshop were: Springfield Avenue; housing and preservation; park, recreation and community facilities; economic development and tax base; transportation; and community capital.

researched and addressed in the Master Plan, as well as the basis for drafting the Master Plan's Goals and Objectives (see Chapter 2). The consultant then embarked upon a data collection phase—involving conducting land use surveys, reviews of relevant studies and documents, and a series of meetings and interviews with township staff, officials, various boards, agencies and organizations.

At the end of July 2002, a preliminary draft of the Master Plan, including a description and evaluation of all issues, and a preliminary set of recommendations, were forwarded to the Township. At this point, the Steering Committee kicked into high gear, and following a number of meetings with the consultant, conducted several meetings independently to review the draft and recommendations. The result of their efforts was a draft report of the Steering Committee to the Maplewood Planning Board, which was publicly distributed and the subject of a third community workshop, conducted on September 29, 2003. The report was then amended to incorporate feedback from the workshop, and then itself was incorporated into the draft Master Plan report. The draft was then forwarded to the township and was the subject of a Master Plan hearing before the Maplewood Planning Board on December 4, 2003. Changes, additions and corrections raised at the hearing were then made to the Proposed Master Plan, and presented to the Planning Board for adoption.

1.5. SIGNIFICANT CHANGES IN MAPLEWOOD SINCE THE 1997 REEXAMINATION REPORT

The following section compiles a list of significant events, municipal actions, developments, and initiatives that have taken place in the years between the 1997 Master Plan Reexamination Report and the drafting of this full update to the Master Plan.

- *Introduction of the jitney service (1997).* As an alternative to expanding parking at the Maplewood train station, the township introduced its own jitney service providing a new transit link between neighborhoods and the station. The service has expanded since its introduction by adding both new routes and additional riders. Its success has spawned similar services in other municipalities. The township is now considering the potential for the jitney to serve transit needs beyond those of rail commuters.

- *Creation of the Community Coalition on Race (1998).* The Community Coalition on Race, which includes South Orange in addition to Maplewood, was formed in 1996 and incorporated as a 501(c)-3 non-for-profit corporation in 1997. The Coalition is governed by a Board of Trustees with 28 members (including liaisons), and has over 200 volunteers on committees addressing topics including schools, ordinances and marketing/promotions. The Coalition was originally formed in response to a growing sense that the two towns were in a downward spiral, fueled by stagnant property values, perceived white flight and declines in school system quality. The Coalition has the following mission:
  - Developing and implementing a strategy to promote strong and sustained demand by all racial groups for housing in every area of our community;
  - Developing and implementing strategies to replace racially separate and unequal markets for

community living and balanced and robust markets in Maplewood and South Orange's area of influence within and beyond the community; and by

- Developing and pursuing intentional efforts to involve more fully underrepresented groups in the civic life of the community.

- *Implementation of facade design guidelines for Village (1998).* The Village has a detailed set of design guidelines, implemented by regulating the amount and type of signage permitted, as well as guidelines for the color, lettering, and design of awnings and signs. Proposed changes to the facade and/or signage of a building are reviewed by the Village Alliance's Design Committee, which makes suggestions for modifications. While some of the suggestions are advisory only, the Alliance has two "carrots" which encourage compliance: the offer of design assistance from one of the several design professionals which sit on the committee; and a grant program for facade improvements which carries with it the strong presumption that any improvements undertaken with grant monies will abide by the guidelines.

- *Maplewood Economic Development Plan (1999).* In 1998, the township commissioned an economic development report, which was delivered in 1999. The report addressed opportunities to expand economic activity throughout the township, but with a particular focus on Springfield Avenue. The plan recommended a program of streetscape upgrades for the Avenue in the form of a "boulevard" and "node" strategy, which is still in the process of being implemented.

- *Designation of the Springfield Avenue Partnership as a Special Improvement District (2001).* Begun as a volunteer organization in 1995 and incorporated as a non-profit in 1996, the Springfield Avenue Partnership was designated as a Special Improvement District in 2001. With this move, the Partnership secured the resources necessary to retain a full-time director and better implement its marketing and promotional activities.

- *Commencement of the Streetscape Improvement Project on Springfield Avenue (2001).* A program of streetscape improvements, implementing the recommendations of the 1999 Economic Development Plan (with modifications), began in 2001 and is still ongoing. As part of this project, the configuration of Springfield Avenue was changed from four travel lanes to two, with the addition of on-street parking along the north side of the Avenue, textured and colored pavement in the median and in crosswalks, and turning lanes at major intersections.

- *Township-wide property revaluation (2001).* Begun in 1999 and completed in 2001, the township revalued all property in Maplewood. A revaluation had not been performed in Maplewood since the early 1980s. The revaluation led to dramatic increases in the assessed values for many residential properties, but did not lead to a radical redistribution of the township's tax base with regard to the balance between residential and non-residential development.

- *Creation of the 1978 Arts Center (2001).* In 2001, a local sculptor donated a building on Springfield Avenue to the township on the condition that it be used for purposes related to promoting and educating the public in the visual arts. The township agreed, and the building, located at 1978 Springfield Avenue, is currently known as the Maplewood 1978 Arts Center. The Center offers gallery space, a kiln for firing ceramics, and a variety of art classes.

- *Commencement of the Neighborhood Preservation Program in the East Hilton neighborhood (2001).* The Neighborhood Preservation Program is a State program offering cash assistance to viable yet threatened neighborhoods. Money is available for physical improvements, grants to aid in the rehabilitation of private homes, and community programs. The township applied for and received a grant for the East Hilton neighborhood in July of 2001. A survey was conducted of neighborhood residents, and programs and projects were developed in response to identified neighborhood needs. Initiatives to date include a youth basketball programs, block parties, re-striping of roadways and improvements to homes. The neighborhood is also a recent recipient of HOME monies for housing rehabilitation.

- *Creation of an Historic Preservation Commission (2001).* On July 3, 2001, the township of Maplewood adopted an Historic Preservation Ordinance, the first of its kind in the township. The Ordinance established an Historic Preservation Commission, and endowed it with the powers and duties necessary to carry out its mandate. The ordinance also provides for historic sites, buildings and districts in Maplewood to be identified and designated, and for the development of such sites and in such districts to be reviewed to ensure that inappropriately designed or scaled development would not harm this historic character.

- *Change of jurisdiction of Springfield Avenue (2002).* Related to the Streetscape Improvement Project described above, the township was granted jurisdiction of Springfield Avenue by the state in 2002. This change granted the township a greater level of control the roadway's geometry, paving, and on-street parking, while also charging it with the roadway's maintenance. Maintenance of traffic lights is still the county's responsibility.

- *Economic Development Advisory Committee Report to the Township Committee (2002).* The EDAC issued a report in 2002 which recommended, among other things, that the township assess the potential to designate an area in need of redevelopment for a particular block along Springfield Avenue. The township subsequently took up the recommendation, deciding that redevelopment was a realistic option, and has recently contracted with a consulting firm to prepare a Redevelopment Area Study for the block.

- *Cantor Property Lawsuit (2002-03).* A religious congregation who sought to establish a house of worship on Springfield Avenue in the township's Highway Business District brought suit against the township. The township settled the litigation out of

court, and at the same time amended the zoning regulations to restrict the establishment of public uses in the township.

- *Implementation of facade design guidelines for Springfield Avenue* Partnership SID (2003). The Springfield Avenue Partnership began working on facade guidelines in 2002, which were adopted as Ordinance 2205-03 in January 2003. These standards apply only to buildings within the SID boundaries. The ordinance addresses materials, colors, standards for building additions and new construction, and detailed sign regulations. These standards were based upon those adopted for the Village, but with modifications to account for Springfield Avenue's unique character. All proposed exterior work for buildings in the SID is reviewed by the Springfield Avenue Partnership for compliance with the design standards.

- *Wireless Communications Antennas and Tower Regulations (2003).* The township adopted legislation to control the location and dimensions of wireless communications facilities that could be established in the township. As per the federal Telecommunications Act of 1996, and several landmark court decisions nationally and locally, communities have the power to regulate their location and dimensions, but cannot prohibit their establishment, if they are proven necessary to close gaps in wireless communication service provision. The ordinance seeks to limit the number of cell towers in the community, encourages co-location of wireless antennas or their location on existing buildings or structures in Maplewood, and to the extent new cell towers are to be erected, directs them to nonresidential zones where they would have the least impact on residential neighborhoods.

- *Plans to relocate the Police Department headquarters (2003).* In 2003, the township committee unanimously determined that the Police Department needed a new headquarters building to accommodate its current needs since an appropriate building could not be accommodated on the site of the existing police headquarters. The committee also determined that a site along Springfield Avenue would be a logical location for a new headquarters. A site selection process has begun, and is ongoing.

1.6 CHANGES IN MASTER PLAN ASSUMPTIONS

Recent trends, changes identified in Section 1.5, and the availability of new data (specifically the 2000 Census) have precipitated changes in the assumptions underlying the Master Plan. These changes are outlined below:

- *Economic Growth Projections.* Within Maplewood, the employment base is small relative to its population, one that is dominated by small businesses. Maplewood has a workforce that is highly educated, with many residents holding professional and managerial positions. Most of Maplewood's businesses are concentrated in the retail, service, and light fabrication industries. Accordingly, the vast majority of Maplewood's employed population works outside of the township, and most workers in Maplewood's businesses commute in from other municipalities. Maplewood is

currently home to slightly fewer than 5,200 jobs, while the labor force numbers over 12,800.

Although there are significant economic development initiatives underway in the township, particularly along Springfield Avenue, these initiatives are concerned as much or more with the quality and value-added aspects of business activity within Maplewood, as the sheer number of jobs. Therefore, even if the initiatives are successful, a dramatic increase in employment within the township is not anticipated. Rather, the success of the township's economic development activities will be measured primarily by increases in the value of commercial property (hence the ratable base), as well as the extent to which retail and service business reflect the value and demographics of the community. Given the lack of land for commercial expansion, Maplewood would be fortunate if employment increased by 10 percent over the next 10 years.

- *Population & Housing Data.* The release of the 2000 Decennial Census of Population and Housing has allowed for a thorough update of the township's demographic profile, and an analysis of trends since the 1990 census (see Section 4.2 of Housing Plan for a more detailed analysis). These trends show that the 1990s were a period of growth and change for Maplewood. Population in the township increased by 10 percent over the period of 1990 to 2000, from 21,652 to 23,868. Households also increased in number, but more slowly, due to an increase in the average household size. There were 534 more households in 2000 than there were in 1990.

  Three hundred and twenty-one (321) housing units were constructed between 1990 and 2000. Only 15 single-family and 9 multifamily building permits were issued between 1990 and 2001. The increase in units is attributable to a large extent to the construction of one large housing development, the Winchester Gardens Continuing Care Retirement Community. The vast majority of Maplewood's housing units, about 90 percent, were constructed prior to 1990, with the majority of those constructed prior to 1940. Over three-quarters of Maplewood's occupied housing units are owner-occupied, with a median unit value of over $222,000 in 2000. Median contract rent for rental units was $950, well above the Essex County median of $675. Nearly seventy percent of residential units in Maplewood are single-family homes.

- *Fair Share Housing Responsibilities.* A 1990 order of the New Jersey Superior Court established Maplewood's fair share obligation to be 166 units, based on a reduction of the township's fair share obligation in light of the lack of vacant and developable land and the granting of prior cycle credits for a 114-unit HUD Section 8 senior citizen housing project constructed in the late 1970's. The township subsequently prepared a Fair Share Compliance Plan and rezoned several properties. The township received a final judgment of compliance and order of repose in 1993, and its subsequent Housing Element and Fair Share Plan obtained substantive certification in 2001.

The resolution granting substantive certification by COAH to Maplewood on June 6, 2001 indicated a pre-credited fair share need of 236 units, recognition of 160 units of credit for housing built and rehabilitated in the community, leaving the township with a 76-unit rehabilitation obligation.

- *Commuter Rail Usage and Midtown Direct Service.* The late 1990s saw public transit ridership in the U.S. grow for the first time in decades (although its relative share of commuting trips has not increased). These salutary trends have been even more pronounced in the New York metropolitan area generally, and northern New Jersey specifically. According to data compiled by the North Jersey Transit Planning Authority, the 13-county Northern New Jersey metropolitan region increased its public transit ridership by more riders than any other any other large metropolitan area in the country from 1990 to 2000, with an increase of more than 31,600 daily riders. Growth in transit ridership has been driven both by economic growth, and investments in the region's transit infrastructure that have improved both service and facilities after decades of neglect.

  Both ridership growth and improved service have been evident in Maplewood, following the introduction of Midtown Direct service on the Morris and Essex line that serves Maplewood. This new service provides direct access to Manhattan via Penn Station, eliminating the need to transfer to the PATH rapid transit service in Hoboken, and has been largely responsible for a four percent increase in ridership on the NJ Transit system since 1996. While increases in ridership at the station would typically increase demand for station-area parking, Maplewood has been able to mitigate this growth in parking demand through the introduction of its innovative and successful jitney service.

- *Road Maintenance* (since 1994) and Storm Sewer Repair (since 1997). Maplewood has been very successful in addressing its road improvement needs over the past ten years through its Full Road Reconstruction Program, the Road Overlay Program and the Road Maintenance Program. The township is also pressing the County to undertake a series of road intersection improvements which are under the County's, not the township's, jurisdiction.

  Since 1997 a series of significant improvements have been made to address the township's most serious storm sewer system deficiencies. The remaining drainage problems are anticipated to be addressed in the near future, such that budgetary allocations for capital improvements in the intermediate- to long-term future can be diverted to address more pressing and long-neglected problems in the community's sanitary sewer system.

- *Sanitary Sewer Services (1998).* The Joint Meeting of Essex and Union Counties, the regional utility authority which provides sanitary sewer service in Maplewood, updated its Wastewater Management Plan in 1998. Sufficient capacity to treat all projected flows from Maplewood through 2016 is available. All mains other than the

major trunk lines owned and operated by the Joint Meeting are the township's responsibility. In the last five to ten years the township itself has embarked upon a program of repairing and maintaining the sewer mains which it owns. Local budgetary constraints have prevented the township from undertaking a comprehensive evaluation of its sanitary sewer lines. This, as well as a systematic program for repair, is much needed, if disruption of service and other problems are to be avoided in the future.

- *Commencement of a formal Redevelopment Area Study of a tract on Springfield Avenue.* Based on recommendations of the Economic Development Advisory Committee, the Township Committee commissioned Phillips Preiss Shapiro Associates to perform a Redevelopment Area Study for a particular area on Springfield Avenue. The study has been prompted by the desire to go beyond the improvements now underway on Springfield Avenue, by identifying and assembling a large enough site to accommodate commercial users which would otherwise be unable to locate on the Avenue. The contract was approved in November 2003, and the study should be concluded early in 2004.

- *Potential relocation of the Police Department facilities.* Shortage of space has been a chronic problem facing the Police Department. There are not enough offices, the storage area is full, and there is no conference room, nor are there female locker/shower rooms in the building. At the same time, the Department is in need of more staff. In response to these conditions, the Township Committee has determined that the Police Department's needs cannot be met within its current building, and that a new building on a new site is needed. Further, the Committee has decided that Springfield Avenue is a preferred location for the Police Department headquarters. A site selection process is currently underway, and is being undertaken mindful of the township's economic development and redevelopment objectives for Springfield Avenue.

- *Recent and Pending State Land Use Legislation*

I. State Development and Redevelopment Plan

The State Development and Redevelopment Plan (SDRP) was initially adopted in 1992. A revised version was adopted by the State Planning Commission in 2001. Under the SDRP, the area of the township comprised of the South Mountain Reservation is classified as "Parks and Recreation Area." The remainder of the township is located in the Metropolitan Planning Area (Planning Area 1). The township's goals and objectives remain consistent with the statewide goals and objectives of the SDRP and the policy objectives for the Planning Areas in which the township's lands are located.

2. Proposed State Legislation

The following is proposed legislation, in the form of bills before the State government, on various aspects of land use development with a potential bearing on munic-

ipalities in New Jersey.

a. Timed Growth Ordinance
Authorizes a municipality to adopt a timed growth ordinance if it has adopted a master plan and a capital improvement plan. This would allow municipalities to divide their land into special districts in which development would be staggered as capital improvements are structured. The Department of Community Affairs would develop standards and guidelines for such ordinances. Single- and two-dwelling-unit development would be exempt.

b. Transfer of Development Rights Ordinance
This legislation would authorize all municipalities in the State of New Jersey (not just those in Burlington County, where it has been a pilot program since 1976), to adopt transfer of development rights ordinances. This would allow municipalities to designate areas of the community which they proposed to preserve as "sending zones" and areas of the community in which additional development was appropriate as "receiving zones," with the ability to transfer development rights from the sending zones to the receiving zones.

c. Impact Fee Ordinance
Municipalities would be authorized to assess an impact fee on development projects to reflect the cost of development on various sectors, including but not limited to schools, wastewater treatment, water supply, storm water management, transportation and parks and recreation. This would enable municipalities to fund the costs of capital improvements or facilities expansions necessitated by development. The fee would have to correlate to the needs created by the new development.

d. One-Year Moratorium Ordinance
The legislation would authorize municipalities to adopt a moratorium on development for a period of up to one year to enable it to adopt an impact fee ordinance, a timed growth ordinance or to update a master plan.

e. Mediation Board
The legislation would create a mediation board for the purpose of resolving inter-municipal disputes, otherwise known as "border wars." The legislation is aimed to find regional solutions to regional problems, and for municipalities to consider impacts their development decisions have outside their borders. It is also aimed at avoiding litigation between municipalities, by helping to resolve such problems before they reach the courts.

f. Municipal Land Use Law Changes for Smart Growth
This legislation would amend various portions of the MLUL to strengthen the authority of municipalities and counties decisions that are more in keeping with Smart Growth principles and provide additional tasks in reviewing applications for development. Proposed amendments include: changes to definitions (such as to exclude environmentally-sensitive areas from density calculations); changes in notification requirements on development applications (notifying adjacent municipalities within 1,000 feet of a development application); increasing the educational requirements of Planning and Zoning Boards; making certain elements of a mas-

ter plan mandatory instead of optional, which is presently the case (e.g., historic preservation, circulation, farmland preservation, and conservation); making both a "vision statement" and a buildout analysis a mandatory element of a master plan; and the ability to review off-tract impacts (e.g., traffic, parking, recreation) not just on-site impacts, as part of development reviews.

g. County Planning Act Amendments
This legislation would not impose an additional layer of county decision-making authority over municipalities, but would define how counties should be involved in planning, and would encourage cooperation between municipalities, counties and the state in planning-related matters. Such items as mandatory contents of a county master plan, educational requirements for a county planning board, and assessing off-tract improvements, are proposed in this bill.

The township should monitor the progress of these proposed bills and be in a position to comply with any new mandates that are forthcoming if and when such legislation is adopted.

Chapter 2
Goals and Objectives

This Master Plan of the Township of Maplewood incorporates and endorses the purposes of the Municipal Land Use Law set forth at NJSA 40:55D-2, as its overall goals and objectives. These are to be supplemented by more community-specific goals and objectives, identified through the community participation process of preparing this Master Plan as "key objectives and challenges." These key objectives and challenges are set forth below but are not listed in any particular order of priority. Equal weight should be given to these objectives in regard to guiding decisions regarding land use and development in the community.

- Promote and support stable racial integration throughout the township.

- Preserve and enhance the general sense of community for all residents.

- Strive to remove physical and psychological barriers that divide the township in ways that are unconstructive or promote stigmatization and stereotyping.

- Preserve the physical housing stock and the architectural and landscaping character of residential neighborhoods, with emphasis on:
  - Property maintenance enforcement.
  - Residential occupancy enforcement.
  - Architectural standards and historic preservation.

- Support the objectives of historic preservation, both for formally designated landmarks and for the general character of the township.

- Improve the quality of commercial ratables, especially along Springfield Avenue, without harming the character and vitality of adjoining residential neighborhoods.

- Facilitate affordable housing to benefit young families; elderly homeowners wishing to downsize but stay in the community; middle-class professionals, such as teachers and municipal employees, who find it difficult to live locally.

- Promote market-rate residential development, especially in mixed-use development in commercial areas, in such a manner that is not likely to pose an additional burden on the school system.

- Achieve optimum usage of and benefit from our public areas and community facilities.

- Proactively monitor the health of the public utility infrastructure, so as to help prevent unexpected problems and to support planning for economic development.

- Support strong cultural affairs programming sponsored by the township, particularly the Burgdorf Cultural Center and the 1978 Arts Center.

- Support policies, programs and regulations which protect and preserve Maplewood's natural physical environment, and in particular recycling of solid waste materials.

- Support policies, programs and plans which promote wellness by encouraging walking, bicycling, outdoor recreation and all forms of physical exercise.

- Encourage the development and implementation of transportation modes which are alternatives to the use of private passenger motor vehicles, including consideration of extending the township's jitney service beyond serving the community's railway commuters.

- Support and encourage the retention, renewal and development of supermarkets and other food stores in appropriate locations and at an appropriate scale, to serve the needs of the community.

- Explore the possibility of sharing additional community and municipal services with adjacent communities, where such opportunities would strengthen their provision, lower their cost and provide better and more accessible services to Maplewood residents.

- To further explore and investigate ways in which Maplewood could enhance the extent to which future development could incorporate sustainability in both building and site design.

Chapter 3
Land Use Plan

3.1 INTRODUCTION

As per the Municipal Land Use Law (NJSA: 40:55D-28), the land use element of the master plan is required to not only identify and describe existing land uses as well as the future land use plan for the community, but must also provide an inventory of natural conditions, including topography, soil conditions, drainage, floodplain areas, and other features. In addition, the plan must include policy statements indicating the relationship to the State Development and Redevelopment Plan, the master plan and solid waste management plan of the county in which it is located, and the relationship to the plans of adjoining municipalities. This information is provided in the sections which follow.

3.2 NATURAL CONDITIONS IN THE TOWNSHIP OF MAPLEWOOD

As noted in prior Master Plans of Maplewood Township, the natural conditions or physical characteristics did play an important role in shaping the development of the community. However, to the extent that the community is now almost completely built up, few areas remain in their natural state, or close to their original form. Nevertheless, the overall topography of the community, the soil type and depth, drainage and flooding characteristics and wetlands will continue to have an impact on the location and form of development in the township. A brief description of physical characteristics is therefore included below.

A. GEOLOGY, SOILS AND DRAINAGE

In the westerly part of the township, comprising the South Mountain Reservation, the underlying bedrock is comprised of igneous basalt, otherwise known as traprock. This geological formation is overlain by glacial soil and stone materials deposited during the ice age (i.e., during the Wisconsin Period). The steepest slopes in the township are found on the southeast side on this portion of the Watchung Mountains which is oriented to developed

parts of Maplewood in the vicinity of Wyoming Avenue.

Between the South Mountain Reservation and the lowlands along the East Branch of the Rahway River, the land is gently sloped, and soils in this area are derived from glacial deposits known as glacial morainic till. In this part of the township, these glacial deposits are relatively shallow overlying a sandstone bedrock generally encountered at less than 10 feet below the surface. The soils are quite heavy, with poor internal drainage. High water tables are encountered in areas where the landform is relatively flat. The heavy texture of the soils impedes internal drainage, causing a higher rate of surface runoff during storms.

Land lying to the east of the East Branch of the Rahway River has similar glacial morainic till characteristics as those described in the preceding paragraph, except that bedrock is generally encountered at depths of greater than 10 feet.

Along the East Branch of the Rahway River, soils made up of deposits from flooding called alluvial soils, are found. During floods, when stream water overflows their banks, small soil particles suspended in the water are deposited. As a result, alluvial soils are very fine-grained soils, either silty or clayey and with a high incidence of organic materials. Such soils are somewhat impervious and drainage is poor.

B. TOPOGRAPHY

The topography of Maplewood is somewhat varied. The highest elevations are found in the South Mountain Reservation, which rise to over 540 feet above mean sea level. Slopes in this area of the Township can be characterized as being moderately steep to steep.

The lowest elevation of the township is found along the East Branch of the Rahway River where it crosses into Millburn and Union Townships. In this area, the elevation drops to less than 100 feet above mean sea level.

The westerly part of the township shows a more level landform, generally sloping eastward toward the East Branch of the Rahway River. The easterly part of the township is somewhat more complex, rising to an elevation of 260 to 280 feet along a ridge extending from Courter Avenue east to Norfolk, and northeasterly to Highland Avenue near Parker Avenue. Beyond that ridge toward Irvington, the land again drops off in elevation to as low as 120 feet above mean sea level at Stuyvesant Avenue near the Union Township border.

C. WETLANDS AND FLOODPLAINS

According to wetlands maps prepared by the New Jersey Department of Environmental Protection (NJDEP), there are five areas of the township where freshwater wetlands are present. The first and most extensive areas are located along the Rahway River in the South Mountain Reservation. The second are associated with the East Branch of the Rahway River in Memorial Park. The third is in the vicinity of the Clinton Elementary School, located at the boundary of the Village of South Orange. The fourth is an isolated area within Maplecrest Park, and the fifth is within the Winchester Gardens Continuing Care Retirement Community. With the exception of the wetlands located in the South

Mountain Reservation, all of the wetland areas in Maplewood have undergone some degree of disturbance and are not in pristine condition. However, to the extent that such areas undergo redevelopment or are to be disturbed, an analysis of areas which exhibit vegetative, soil or hydrological conditions characteristic of freshwater wetlands should be examined to see if they meet the NJDEP's criteria for delineation.

There are two major areas of the township subject to periodic flooding: one located along the banks of the East Branch of the Rahway River all the way from the Village of South Orange border adjacent to the New Jersey Transit Morris and Essex Line, to the Township of Union border in the vicinity of Millburn Avenue. The second area is located along the boundary of the township with the Town of Irvington, stretching from Elmwood Avenue in the north to Berkley Street in the south.

The width of the flood hazard areas along the East Branch of the Rahway River varies from approximately 800 feet in the vicinity of the Maplewood Country Club and Park Avenue, to under 200 feet in the Parker Avenue area. Fortunately, most of the area subject to flooding is located in parks, or the Maplewood Country Club or in the railroad right-of-way, although some developed areas adjacent to Valley Street comprising commercial, school, multifamily and two-family uses are included at the northern end. Some areas of commercial use and multifamily use adjacent to Millburn Avenue in the south are also located within flood hazard areas.

A smaller flood hazard area is located along a tributary of the East Branch of the Rahway River extending generally along Brookside Road and Inwood Road. Development in this flood hazard area are single-family dwellings, and retail stores located within Maplewood Village.

The flood hazard area along the Irvington border is generally narrow, although most of the larger industrial properties located on the Camptown Road cul-de-sac are within this flood hazard area. The remainder of the flood hazard area traverses mostly commercial and multifamily residential properties.

Two other isolated flood hazard areas are found in Maplewood. The first is located in a low-lying area along Boyden Avenue from just south of Woodside Road to midway between Midland Boulevard and Elmwood Avenue. The second is located on Parker Avenue just to the east of Boyden Avenue. Development in both areas is comprised of single-family dwellings.

With respect to flooding, the New Jersey Department of Environmental Protection assumes much of the burden for regulating land use through its stream encroachment permitting procedures. Furthermore, the township in 1987 enacted a comprehensive Flood Damage Prevention Ordinance in accordance with State law, which regulates alterations as well as new construction in designated flood hazard areas.

3.3 EXISTING LAND USE

In the spring of 2002, a field survey was undertaken to determine the land uses in the township. These are shown in Figure 3.1, and are described below.

A. RESIDENTIAL USES

Nearly ninety five percent (95%) of all the properties in Maplewood listed on the property tax files are classified as having a residential use. In Maplewood, residential uses consist predominantly of single–family dwellings. However, there are also a number of two- and three-family houses, a few four-family houses, as well as multifamily residential projects, including townhouses and apartment buildings, and three large senior projects: the Ward Homes, Winchester Gardens residential health care complex for the elderly, and a senior housing facility at 564 Irvington Avenue. The housing stock in Maplewood is relatively old—-most of the dwellings in the community were constructed prior to 1960.

The predominant styles of the older single-family houses are Victorian or Arts & Crafts style. Many of these homes exhibit fine and attractive exterior details. Fortunately, many of these houses have been preserved intact or have undergone little change to the exterior, creating a charming neighborhood character. Other single-family homes in the community built after World War I exhibit architectural styles representative of the styles popular in the era in which they were built.

Single-family houses in the areas west of the railroad track are located predominantly on larger lots. Houses in the areas south of Springfield Avenue and near the borders with the City of Newark and the Townships of Irvington and Union tend to be located on smaller lots and are built at higher densities. Overall, the houses in Maplewood are in good to excellent condition, and the lots are well maintained. Few houses in Maplewood are in poor or even fair condition.

Two-family housing units are also mostly concentrated in the southeast part of the township near the borders of the Townships of Irvington and Union, and the City of Newark. In addition, there is a greater proportion of such housing in Hilton neighborhood near Maplewood's industrial areas. Three- and four-family housing units, which are fewer in number, are also scattered in these neighborhoods. Maplewood has a few multifamily housing developments, including six townhouse developments, five apartment complexes, and one senior residential health care complex.

Generally, the townhouse and apartment projects are in good condition, and are well designed and maintained. The Winchester Gardens Continuing Care Retirement Community is a fairly recent addition to the community's housing stock and is in excellent condition. Despite the predominance of single-family homes, Maplewood's housing stock can also be characterized as diverse for a community of its size and its relatively suburban orientation.

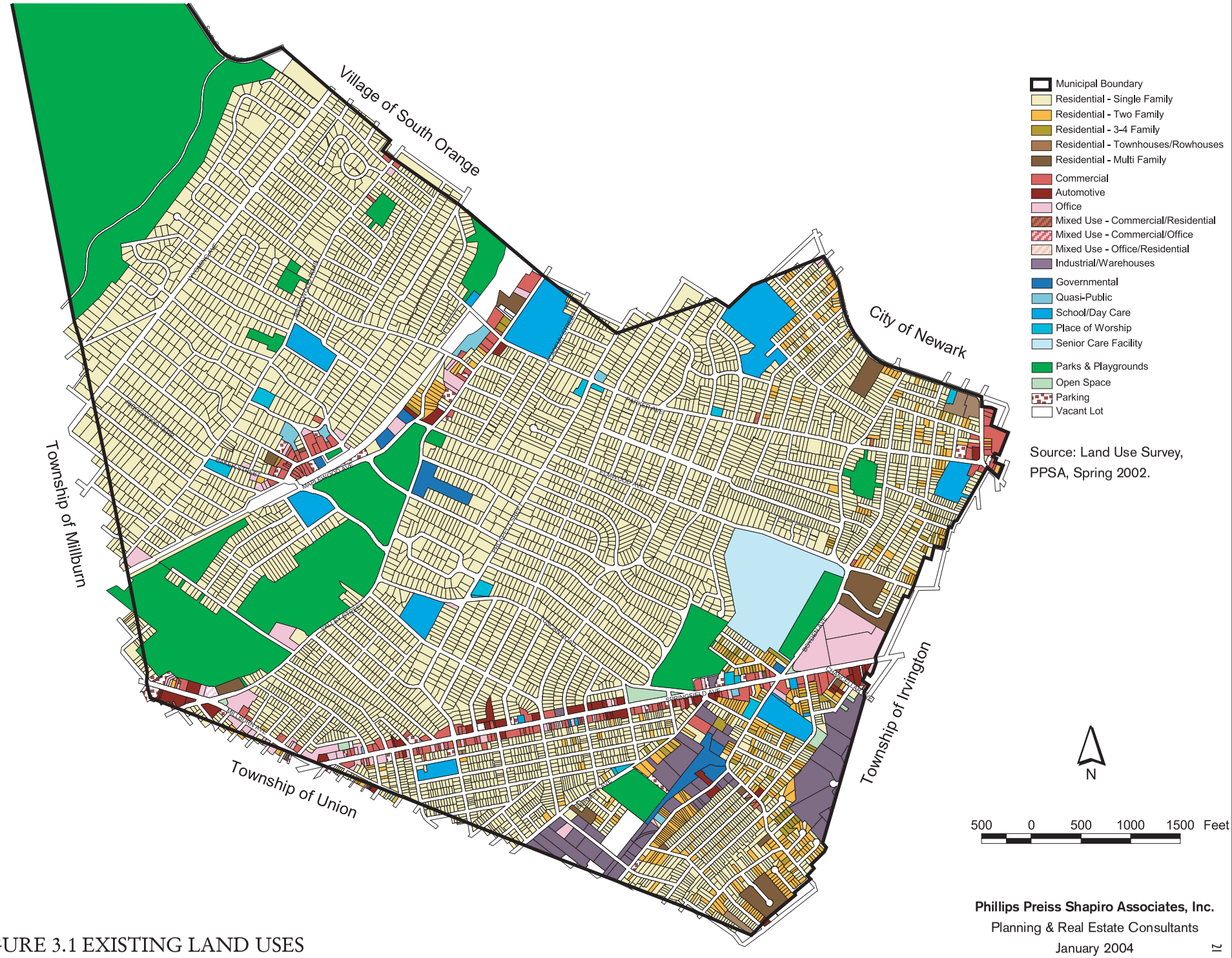

FIGURE 3.1 EXISTING LAND USES

Phillips Preiss Shapiro Associates, Inc.
Planning & Real Estate Consultants
January 2004

B. COMMERCIAL LAND USES

There are several areas of Maplewood in which commercial or retail uses are found. (These are described in greater detail in Chapter 9, Economic Plan.) There are two major commercial areas—the downtown, better known as Maplewood Village or simply the "Village," and Springfield Avenue. The Village is located primarily along Maplewood Avenue near the train station. It is highly pedestrian-oriented, with a variety of retail uses such as restaurants, coffee shops, a small supermarket, two liquor stores, a stationary store, a pharmacy, beauty salons, a cinema, and gift shops. There are also three banks and a post office in the Village. Some of the buildings contain a mix of uses with apartments or offices on the upper floors. There are virtually no vacant buildings or stores in the Village, and, in general, the condition of the buildings is excellent. Some municipal off-street parking lots are provided for shoppers, but much of the parking located in and around the train station is devoted to long-term commuter parking. The downtown is a destination shopping area for many of Maplewood's residents.

Springfield Avenue, a major thoroughfare and gateway into the township, is comprised of a mix of auto-oriented and pedestrian-oriented shops. At this particular point in time, the auto-oriented uses are dominant, and pedestrian activity is not particularly strong. There are a number of automotive-related businesses along Springfield Avenue, including three car dealerships, three gas stations, two large tire stores, several used car dealerships and car repair services. Some of these uses are not particularly attractive and undermine the overall aesthetics and the character of the corridor. Some stores are in mixed-use buildings with apartment units or offices on the second floor. Few retail stores that serve as anchors or as destination stores that draw shoppers from Maplewood or the adjacent communities are present on Springfield Avenue. Efforts to revitalize Springfield Avenue have been ongoing for several years and are more fully discussed in the Economic Plan Element of this Master Plan (see Chapter 9).

Other smaller commercial areas can be found on Millburn Avenue (predominantly office); on Valley Street (a mix of office and convenience retail); on Irvington Avenue (convenience retail) and on Parker Avenue. The types of establishments found in these areas include convenience stores, drug stores, delis, gas stations and other similar uses. There are also three tiny commercial corners located in otherwise residential neighborhoods, with one to three establishments. These are found on Parker Avenue near Boyden Avenue; Boyden and Elmwood Avenues; and Ridgewood Road and Cedar Lane.

C. INDUSTRIAL AND OFFICE USES

Maplewood's industrial areas are located in the southeast part of the Township. On the Irvington border, the former Olympic Park, which was developed in the 1960's under a more modern set of zoning regulations, provides more contemporary buildings and more off-street parking and loading. This area has a mix of storage, office and light manufacturing uses.

Smaller industries are concentrated in the township's largest industrially-developed area which is located between Burnett Avenue and Newark Way, south of Springfield Avenue.

This area is generally comprised of older industrial buildings, many of which have been subdivided into smaller spaces for multiple tenancy. Despite their outward appearance of being old and somewhat less well-maintained, most are occupied and support successful enterprises. A few two- and three-family houses are located at the edges of this industrial area. Office uses can be found mainly along Springfield Avenue and along Millburn Avenue near its intersection with Valley Street, on Valley Street itself, and in the Village. Uses are predominantly general business offices, although professional offices are ubiquitous. A limited number of home professional offices can also be found along Springfield Avenue as well as in Maplewood's residential areas.

D. PARKS AND OPEN SPACE

Maplewood has a number of parks and open space, which are more fully described in Chapter 8 (Open Space and Recreation Plan). A portion of a large County park, South Mountain Reservation, is located on the westerly border of the township. Memorial Park, located near downtown, is the largest township park in Maplewood. The park consists of two parcels located on both sides of Oakview Avenue. The Park, approximately 24 acres in size, contains a baseball field, a playground, three lit tennis courts, two basketball courts, two softball fields and three additional smaller fields for tee-ball. Maplewood Memorial Library (the main branch) is also located in the park, along Baker Street.

There are several small pocket parks and playgrounds in the residential neighborhoods that residents use for active recreation, for day-to-day activities, exercising, or going for a stroll. These include Maplecrest Park on Oakland Road, DeHart Recreation Center on Burnett Avenue, the Milo S. Borden playground on Borden Avenue, W.M. Orchard Playground on DeHart Road, Grasmere Park on Ridgewood Road, and the Richard C. Walter Park on Valley Street. Additionally, there is a community pool facility located on Boyden Avenue just north of Springfield Avenue which consists of four pools.

Maplewood Country Club, a private recreational facility, includes a 90-acre golf course and a swimming pool. Located in the center of the township, the well-maintained County Club is a great asset to Maplewood, providing attractive vistas as well as recreational areas in the center of the township.

E. VACANT PROPERTY

As of the date of the land use survey conducted for this Master Plan (May 2002), there were only twenty-three (23) vacant or abandoned lots listed on the township's tax files. Most of these vacant properties were small and undevelopable, although a few are located along Springfield Avenue. One such property was located on Rutgers Street in the township's industrial area. This property has since been sold to DCH Auto and is now being used as an ancillary car sales storage facility.

3.4 RELATIONSHIP OF EXISTING USES TO THE TOWNSHIP'S ZONE PLAN

A. INTRODUCTION

The existing land uses in the Township of Maplewood, with a few exceptions, are remarkably consistent with the township's zoning map and zoning regulations. Naturally in a community whose pattern and usage were established prior to the advent of zoning (in 1921), and where most land had been fully developed by the 1960's, a greater number of inconsistencies with respect to the bulk or other zoning requirements (such as parking requirements), do exist. However, even in these instances, there is a strong relationship between existing building form (e.g., lot size) and zoning requirements.

B. OVERVIEW OF TOWNSHIP'S ZONE PLAN

The zoning regulations of the township provide for thirteen different zoning designations, six of which are purely residential, three of which permit retail and office use only, three of which permit only industrial or office type uses, and two of which permit primarily retail or office use, but also allow residential uses to be developed. A summary of the zones, the uses they permit, and the minimum lot sizes required in the zone, are shown in Table 3.1.

Of the residential zones, three districts, the R-1-7, the R-1-5 and the R-1-4, permit single-family dwellings only, differentiated by lot size only as indicated in Table 3.1. The R-2-4 District permits single-family dwellings on 4,000 square foot lots and two-family dwellings on 5,000 square foot lots. The RGA Garden Apartment Residential District permits attached units (e.g., townhouses) or multiple dwellings (e.g., apartments) on lots of 44,000 square feet (approximately 1 acre). The CCRC Continuing Care Retirement Community zone permits single and multi-family residential and residential health care and nursing beds for persons over the age of 60 on lots of 25 acres or more.

Three districts permit primarily retail and office type uses: the RB Retail Business District and the HB Highway Business District permit only retail and office on lots of 2,500 and 5,000 square feet respectively; the NB Neighborhood Business District, which permits retail and office uses on lots of 5,000 square feet, also permits multiple dwellings.

Two districts permit office use. The OB Office District permits office use primarily (but not retail) on lots of 10,000 square feet, but also permits multiple and attached dwellings. The RO Research Office district permits research and office uses on lots of 80,000 square feet.

Two districts permit industrial uses, but are differentiated by other uses permitted in addition to industrial uses, and by lot size. The CI Commercial and Industrial District permits office, warehouse and industrial uses on lots of 40,000 square feet. The SLI Special Light Industrial district permits light industrial uses only on lots of 35,000 square feet.

TABLE 3.1
SUMMARY OF ZONING REGULATIONS OF TOWNSHIP OF MAPLEWOOD

Zone Symbol	Name	Primary Permitted Uses	Secondary Permitted Uses	Minimum Lot Size (square feet)
R-1-7	Single-family residential	• Single-family dwellings	--	7,000
R-1-5	Single-family residential	• Single-family dwellings	--	5,000
R-1-4	Single-family residential	• Single-family dwellings	--	4,000
R-2-4	Single- and two-family residential	• Single- and two-family dwellings	--	4,000*
R-GA	Garden apartment residential	• Multiple dwellings and attached dwellings	--	44,000
NB	Neighborhood business	• Retail and office uses	Multiple dwellings	5,000
RB	Retail business	• Retail and office uses**	--	2,500
HB	Highway business	• Retail and office uses	--	5,000
OB	Office	• Office	Multiple and attached dwellings	10,000
CI	Commercial and Industrial	• Office, warehouse and industrial uses	--	40,000
RO	Research and Office	• Office and research uses	--	80,000
SLI	Special Light Industrial	• Light industrial uses	--	35,000
CCRC	Continuing Care Retirement Community	• Residential and residential health care uses	--	25 acres

* Two-family dwellings require 5,000 s.f. lots.
** Office permitted above street-level only.

C. INCONSISTENCIES BETWEEN EXISTING LAND USES AND ZONING DISTRICTS

As indicated, existing land uses in the Township of Maplewood are remarkably consistent with the zoning map and regulations, especially given the age of the township and the extent to which it was developed prior to the advent of zoning in 1921. Moreover, where found, the inconsistencies tend to be very small—confined mostly to single lots at the edge of zone boundaries separating residential from non-residential uses, or scattered on single lots throughout a particular neighborhood. The main inconsistencies are summarized in Table 3.2, and are shown in Figure 3.2, which is an overlay of the existing zone map over the map of existing land uses in the township.[3]

There are six instances of non-residential uses intruding into residential zones, confined mostly to single lots. In one instance (actually #1 and #2 in Table 3.2, which are on opposite sides of the street), a series of small retail stores have established themselves at the northwest and northeast corners of Ridgewood Road and Cedar Lane, which on the west side of the street is in the R-1-7 district, and on the east side of the street is in the R-1-5 district. As

3. Aside from those listed in Table 3.2, there may be a number of other minor inconsistencies. The occasional 2- or 3-family home in a single-family-only zone is not noted. Also, for example, a lot which is bisected by the boundary between Maplewood and Union Township and which lines in Union Township and is utilized for retail use may be located in a residential district on the Maplewood side. Such inconsistencies are considered minor.

TABLE 3.2
INCONSISTENCIES BETWEEN EXISTING LAND USES AND ZONING IN THE TOWNSHIP OF MAPLEWOOD (as of May 2002)

	Uses	Zone	Approximate Location	Type of Inconsistency
(1)	Retail (Antique, café, hairdresser)	R-1-7	Northwest corner Ridgewood Road/Cedar Lane	• Retail uses in single-family zone
(2)	Retail (Cleaners, gifts, pizza, children's clothing)	R-1-5	Northeast corner Ridgewood Road/East Cedar Lane	• Retail uses in single-family zone
(3)	Retail (Realtor's office)	R-1-7	Southwest corner Maplewood Avenue/Durand Road	• Retail/office use in single-family zone
(4)	Commercial	R-1-5	Baker Street opposite Everitt Place	• Commercial use in single-family zone
(5)	Townhouse/office	R-1-5	East side of Ridgewood Road opposite Berkley Road	• Townhouse and office in single-family zone
(6)	Retail (Garden supply, furniture, office)	R-1-5	Northwest corner of Pierson Road and Valley Street	• Retail and office use in single-family zone
(7)	Retail (electrical supply/ retail store)	O-B	Southwest corner of Parker Avenue and Valley Street	• Retail use in office-only zone
(8)	Retail (Automotive body shop)	O-B	Southwest corner of Valley Street and Millburn Avenue	• Retail use in office-only zone
(9)	Retail (Automotive service)	O-B	Northwest corner of Millburn Avenue and Overlook Road	• Retail use in office-only zone
(10)	Retail (automobile service)	O-B	Southwest corner of Millburn Avenue and Oregon Road	• Retail use in office-only zone
(11)	Retail	CI	South side of Burnett Avenue between Springfield Avenue and Vermont Avenue	• Retail use in an industrial zone
(12)	Residential (2- and 3-family dwellings)	CI	South side of Burnett Avenue between Vermont Avenue and Tuscan Road	• Residential uses in industrial zone
(13)	Two-family dwellings	R-1-4	Both sides of Union between Garfield and South 4th Streets	• Two-family dwellings in a single-family district
(14)	Two-family dwellings	R-1-4	East side of Fernwood between Hillcrest Road and Parker Avenue	• Two-family dwellings in a single-family district
(15)	Two- and three-family dwellings	R-1-4	Midblock on west side of Boyden Avenue between Elmwood and Midland	• Two- and three-family dwellings in a single-family district
(16)	Two-family dwellings	R-2-4	Both sides of Nelson north of Boyden Avenue	• Four-family dwellings in two-family zone
(17)	Townhouse dwellings	R-2-4	Center block parcel bounded by Berkeley, Van Ness and Ostwood, with access from Ostwood	• Townhouses in a two-family zone

such, it has become a neighborhood type of convenience/specialty retail cluster in this predominantly large-lot single-family residential neighborhood. Two other somewhat significant inconsistencies exist, probably as a result of variances. The first is a townhouse development with a small office at the streetfront located close to the Millburn Township border on Ridgewood Road. This development is located in the R-1-5 District. The second is the Pierson's Mill development located at the corner of Pierson's Road and Valley Street in the R-1-5 District. In addition to the historic single-family home, it contains a retail store with offices above it on Valley Street, with a garden/landscaping supply business to the rear. The retail/office building was subdivided from the garden/landscaping business, a longstanding nonconforming use.

There are four instances of retail uses intruding into the OB District, where only office use is permitted. Three of these are automotive uses located in the OB district on Millburn Avenue, and one is located on Valley Street. None of these are particularly significant from a land use/zoning viewpoint.

There is one instance of a retail use in the midst of an industrial zone—one which is located on the south side of Burnett Avenue between Springfield and Vermont Avenue. In reality, in the field, this use is virtually indistinguishable from the adjacent industrial use, and blends in with the adjacent uses. This is not true with respect to a series of two- and three-family dwellings located on a number of smaller lots further south along Burnett Avenue. As residential uses, they are much less compatible and much less consistent with the existing CI zoning, although residential uses do exist on the opposite side of the street. Most of these homes are in somewhat poor condition, and are likely to have been made nonconforming when the boundary line for the industrial zone was moved to the centerline of Burnett Avenue.

In various neighborhoods in Maplewood, particularly on the east side of the township, a scattering of 2- or 3-family uses can be found in single-family zones. In most instances these are isolated, and no distinct pattern or clustering has occurred. In a few instances, as noted in Table 3.2 (#s 14-17), a more definitive pattern exists. The existence of more than a few two-family homes (sometimes with three-family homes too) are found in three areas where the zoning permits single-family uses only: Union Avenue, Fernwood Road and Boyden Avenue in the locations noted in Table 3.2. The remaining major inconsistency is the existence of twelve four-family homes located on Nelson Place behind the two single-family homes which front on Boyden Avenue. These are located in the R-1-4 District, which permits single-family dwellings only.

The final inconsistency, also likely the result of a recent variance, is the existence of a small townhouse complex in the center of a block bounded by Berkley, Van Ness and Ostwood Terrace, with access from Ostwood Terrace, in the R-2-4 District, which permits single- and two-family dwellings only.

3.5 MAPLEWOOD LAND USE PLAN

The Land Use Plan for the Township of Maplewood is illustrated in Figure 3.3. This Land

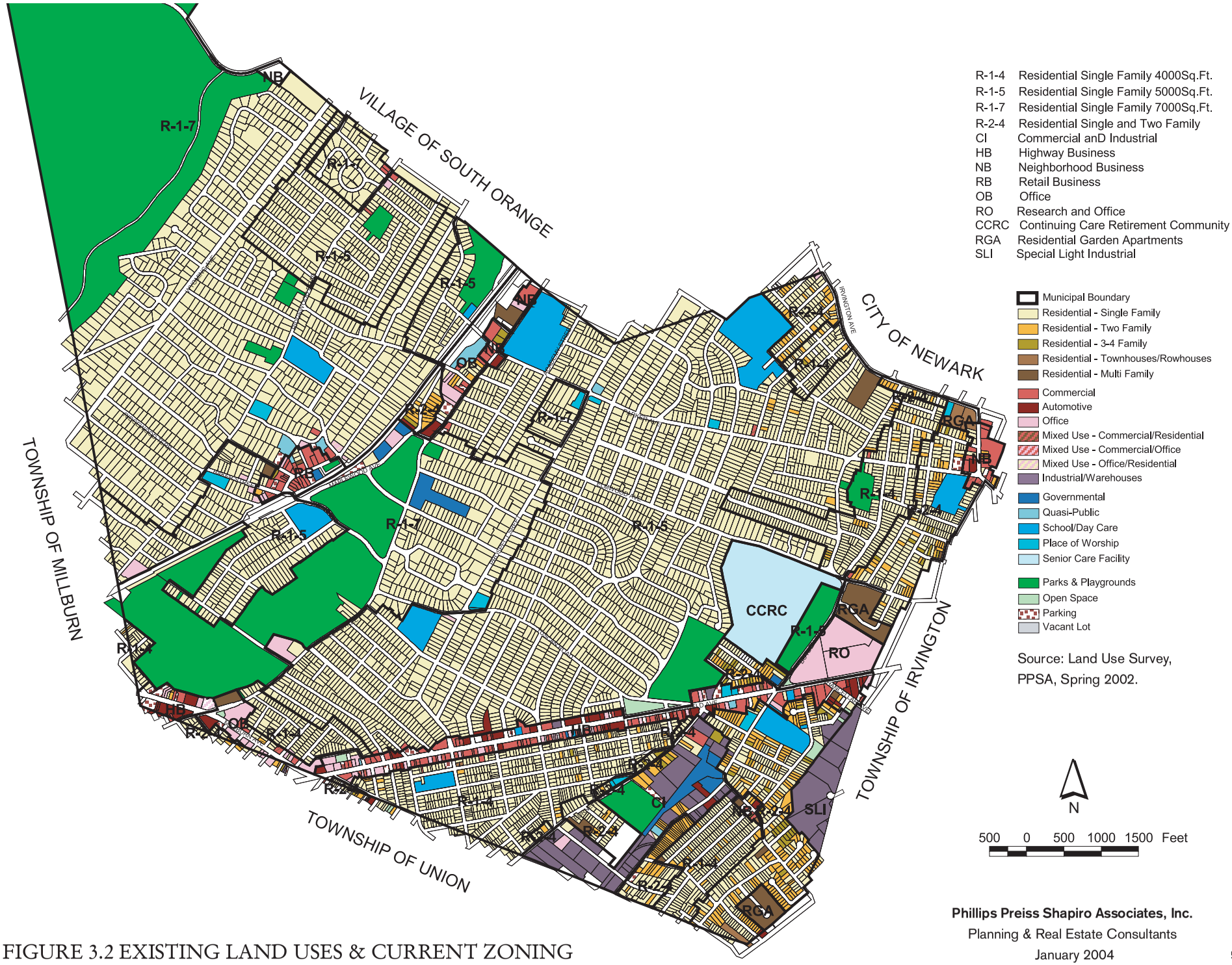

FIGURE 3.2 EXISTING LAND USES & CURRENT ZONING

Phillips Preiss Shapiro Associates, Inc.
Planning & Real Estate Consultants
January 2004

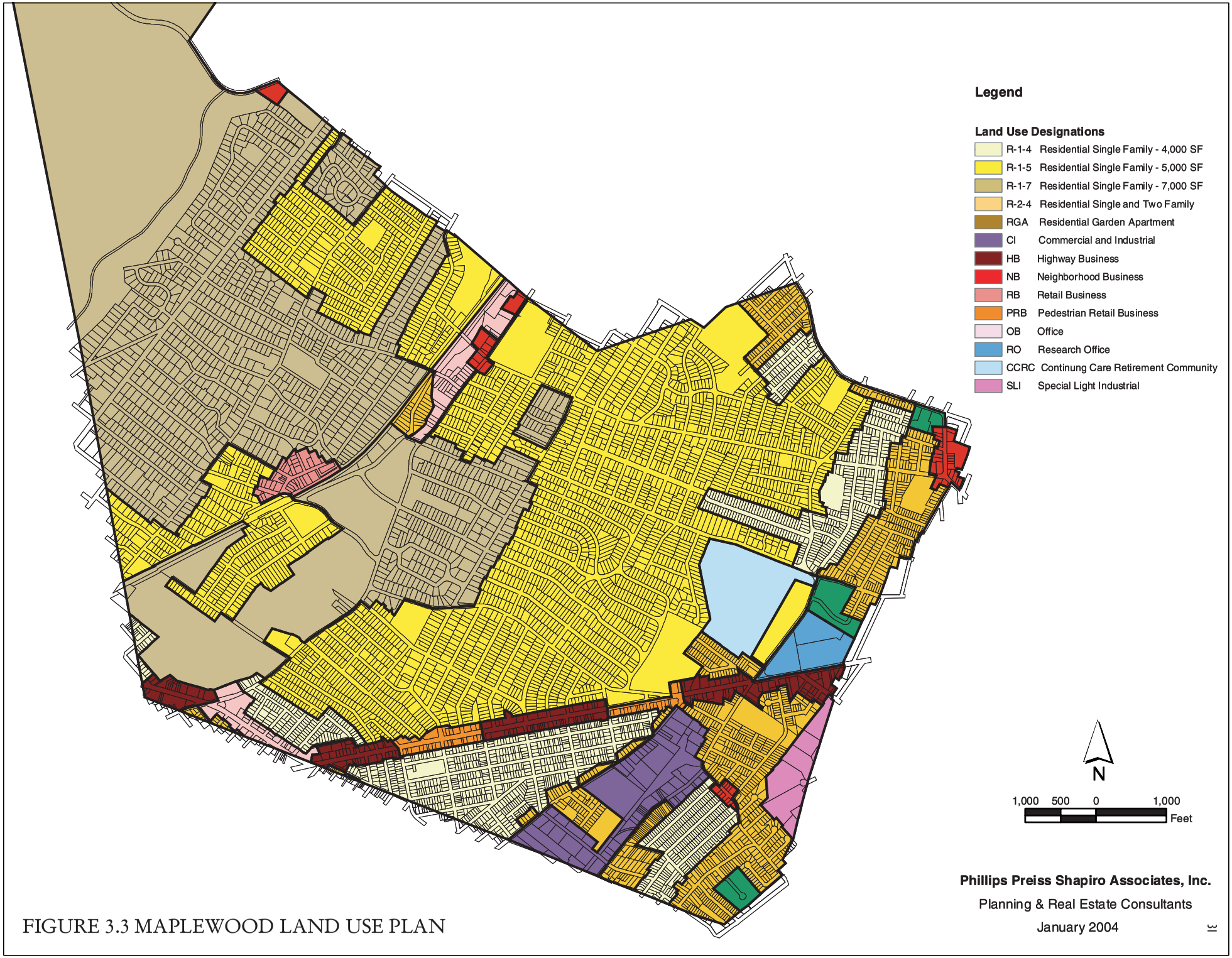

FIGURE 3.3 MAPLEWOOD LAND USE PLAN

Use Plan will serve as a guide to future land use development and growth in the township. Notably, because the current zoning ordinance and map are largely consistent with existing land uses in each district, the Land Use Plan does not represent a significant change with respect to what is contemplated in the zoning ordinance and map that are currently in effect.

Only one major change in land use designation is contemplated, as is described in the next paragraph. Of significance in the Maplewood Land Use Plan, is the decision not to re-designate, and not to rezone a number of nonconforming land uses found in various locations in Maplewood, as identified in Table 3.2 of this Master Plan. Such a decision is based upon a conscious decision to retain them as nonconforming uses, thereby discouraging their expansion or alteration, and encouraging their gradual transformation to conforming uses in the underlying zone. There is one exception to this. There is a row of nonconforming two- and three-family dwellings located on the south side of Burnett Avenue between Vermont Avenue and Tuscan Road, which are currently in the CI-Commercial-Industrial zone. The Master Plan supports a redesignation of this area to some more productive non-residential use, but no determination has been made as to whether this will be accomplished by a zone change (and furthermore, to which designation), or through redevelopment pursuant to the Local Housing and Redevelopment Law of New Jersey.

The most significant change in the designation of land use in the Maplewood Land Use Plan is a new land use designation to encourage development or redevelopment that may be desirable but somewhat different from what is presently contemplated or allowed. This set of changes includes the redesignation of two areas situated along Springfield Avenue from the current automotive-oriented "highway business" designation to a new pedestrian-oriented retail business district ("pedestrian retail business") similar to the existing RB retail business district. The two recommended districts are as follows:

(1) A district located in the Prospect Street area, bounded on the west in the vicinity of Indiana Street and on the east in the vicinity of Princeton Street. In this area, the designation was selected to reinforce the existing pedestrian-oriented retail character exemplified by a number of existing buildings that are two stories or more in height and located at the sidewalk line. This area also has a concentration of existing uses that could be enhanced to create a cohesive, walkable center.

(2) A district located generally opposite Maplecrest Park and the Hilton Branch Library between Tuscan Street to the west and the Tuscan Road/Burnett Avenue intersection with Springfield Avenue to the east. Currently this area has more of an automobile, business highway orientation, both in terms of the uses existing in the area and by virtue of the pattern of development which has most buildings set back from the front and/or side property lines, and interspersed with parking areas and driveways. The redesignation of this area is not to reinforce the existing uses, but rather to encourage redevelopment and reuse of more pedestrian-oriented retail uses. This would be accomplished by allowing for the open areas devoted to setbacks or parking or driveways to be filled in with buildings, thus providing a solid, continuous

retail frontage along Springfield Avenue. The decision to locate the second pedestrian-oriented retail district here relates specifically to taking advantage of its location opposite the Park and library, its accessibility via Tuscan Road, an important collector road, and accessibility to the wider residential neighborhood which is in need of a more pedestrian-friendly, convenience-related retail district.

The Maplewood Land Use Plan does not illustrate nor indicate the location of two overlay districts, which are also recommended in this Master Plan. The first would be an Historic Preservation Overlay zone, encompassing all historic sites, buildings and districts. Such a designation would be based upon the recommendations by the Township's Historic Commission (see Chapter 10). The second is an overlay zone over those parts of Springfield Avenue which the community is desirous of promoting redevelopment by allowing for more intensive development (taller buildings and a higher floor area ratio), and by allowing somewhat different uses, such as residential apartments above retail ground floor uses and hotels and entertainment uses. This Master Plan endorses the concept, but must await further detailed investigation and studies, some of which are currently underway, to determine which areas of Springfield Avenue are to be designated for redevelopment.

Aside from these recommended changes in zoning district boundaries and designations, are a series of recommendations related to changes in the zoning text, to address a series of land use-related issues. These recommendations are detailed in the next section.

3.6 LAND USE AND ZONING RECOMMENDATIONS

A. HOUSING STOCK PROTECTION

1. ***Make creative use of zoning tools to protect the built character of Maplewood's neighborhoods, including areas and structures that do not qualify for "historic" designation.***

This Master Plan includes an Historic Preservation Element which provides the basis and support for the adoption of Maplewood's Historic Preservation Ordinance, the purpose of which is to preserve and protect Maplewood's designated historic sites, buildings and districts. However, pursuant to the local ordinance, and State Law, only buildings which qualify for such historic designation are subject to such protection in the form of "certificates of appropriateness."

Implementation and enforcement of these regulations will go a long way to protect Maplewood's rich historic architecture. However, there are many residential areas in Maplewood, and to a lesser extent, nonresidential areas, which although not capable of being defined as or qualifying for protection as "historic" buildings or areas, nevertheless exhibit a unifying architectural character based upon their scale, their design style, the era in which they were built, and the fact that they have not been so significantly altered or expanded, to provide a distinct architectural character. Often referred to as "neighborhood character" or "residential scale," they are a valuable community asset, and often cited as one

of the major factors that attract new residents to the community.

In the past decade, because of the dearth of opportunities in the New York metropolitan area to develop new residential subdivisions and developments, and further driven by demands in the real estate marketplace in which new homes and existing homes are expanded to encompass new rooms and amenities, and larger ones at that, the phenomenon of "McMansions" and "teardowns" have become commonplace in older desirable suburbs like Maplewood. The township itself has been relatively fortunate in that most expansions have been of a modest nature, and more often than not, undertaken in a style that is compatible with the existing style of the home and the neighborhood in which it is located. However, as this trend continues, and as Maplewood is increasingly seen as a desirable community and an alternative to moving far away to open lands further from established locations of employment, the probability that homes in the community will be subject to teardowns, or rebuilds and significant expansions which are at a scale and design which are incompatible with existing architectural character, will increase.

Since neither architectural review boards nor site plan review for single-family homes are legally permissible under New Jersey law, more innovative and creative means of regulating this phenomenon are required. Amongst the lexicon of weapons that can be utilized in this endeavor are the introduction of stricter bulk controls for single-family homes—floor area ratio, building and lot coverage in particular—and design regulations, expressed in the form of dimensional requirements (e.g., prohibiting a wall along a side yard setback to have an uninterrupted façade along its entire length and height). These regulations discourage the demolition of existing homes, or the rebuilding or significant expansion of such homes to a point where they would be out-of-scale with the character of the community. They would also reduce the extent to which oversize lots could be subdivided to achieve significant increases in bulk and intensity or significant increases in lot and building coverage.

In addition to the adoption of such new regulations, upholding existing regulations—for example, not granting variances which allow detached single-family homes to be subdivided into two or more units or redeveloped for other housing types—is also extremely important. Moreover, vigilance by all Township officials and boards entrusted to enforce the zoning and building codes is necessary to prevent unwanted or illegal additions and conversions. Lastly, existing regulations related to occupancy and maintenance should also be rigorously enforced.

B. AFFORDABLE AND SENIOR HOUSING

2. ***Additional low-cost housing for seniors or for low- and moderate-income families should be encouraged when and if the opportunity presents itself as part of other development projects.***

As a fully built-out community, Maplewood has few options for adding to its existing stock of housing addressing the needs of seniors and low- and moderate-income households. Yet, the need for these types of housing exceeds the current supply. There is the possibility that future redevelopments will include a residential component, and where appropriate, these

redevelopments should be programmed to include an affordable and/or senior housing component.

C. SPECIFIC PARCELS AND PROPERTIES

3. ***Carefully consider any future changes to the zoning to the Maplewood County Club so as to not affect COAH calculations nor encourage the transformation (sale) of the golf club operation.***

The current zoning of the County Club is based in part on meeting the township's affordable housing obligations as certified by the Council on Affordable Housing (COAH) requirements. However, it is the preferred policy of the township to maintain this green space in the middle of the town. Should modifications to the existing zoning be necessary, the township will have to be mindful of both policy imperatives.

4. ***In addition to the redevelopment area already under investigation on Springfield Avenue, the following three areas should be studies for the potential as development areas, or for alternate usage:***

- Comparatively large parcels of land, such as any of the automobile dealerships on Springfield Avenue, should they become available for sale. Such a recommendation should not be misinterpreted as an explicit policy of the township to eliminate existing automotive dealerships on Springfield Avenue, but rather encouraging alternative uses of these larger tracts should any of these businesses choose to close or relocate.
- Burnett Avenue, from Springfield Avenue to DeHart Park, including the former Verizon and Universal Chain properties. This area includes a small number of two- and three-family houses in the industrial zone.
- The area in and around Marie Place, including the north sides of Springfield and Millburn Avenue near their mutual intersection. This has the potential to create a large parcel for commercial development.

It should be noted that at this time, this recommendation does not constitute an endorsement for taking any property, relocating any residents or businesses, or changing any usage.

D. ZONING RECOMMENDATIONS

Implementation of the recommendations in this Master Plan will take many forms; some involve the institution of special programs or services, require further study or pursuing funding from outside sources, or reallocating and prioritizing funding from the township's coffers itself. However, the primary means of implementing the Master Plan, in particular the Land Use Element, is in the form of amendments to the zoning ordinance.

Since it has been some years since the zoning ordinance of Maplewood was comprehensively evaluated and revised to reflect changes in State and case law, and to regulate new uses, designs and forms of land use, an overall review and "updating" may be appropriate. In such an effort, the amendments may be of a minor nature, such as adding or deleting a land use to the list of uses permitted in a particular zone, or adding it to the list of defini-

tions. However, where there have been major shifts in land use policy or initiatives, the implementation will involve the introduction of whole new sections, or amendments across a spectrum of zoning districts. The following list represents a series of major amendments to the zoning ordinance of Maplewood in order to implement significant, key land use recommendations from the Master Plan.

- Revised Zones for Springfield Avenue

Two new zones are proposed for Springfield Avenue: a "PRB" Pedestrian Retail Business zone to be mapped over two designated "pedestrian nodes;" and a new "redevelopment" overlay zone to be mapped over appropriate locations along Springfield Avenue:

The "PRB" district features: (1) high permitted site coverage; (2) "build-to" lines to encourage a continuous streetwall; and (3) low minimum parking standards, with parking waivers for permitted uses in existing buildings. The district is proposed for two specific areas of Springfield Avenue (shown on Figure 3.3 of the Land Use Element), consistent with the 1999 Economic Development Plan:

1. The first area is encompasses properties fronting on Springfield Avenue between Indiana and Princeton Streets. This area currently has a concentration of existing uses that have the makings of a cohesive, walkable center. The PRB designation is intended to reinforce this character by ensuring that any new development fills in the gaps.

2. The second area is located opposite Maplecrest Park and the Hilton Branch Library. This district currently has more of a highway business character, yet the park and the library point the way to a more community-oriented development pattern. Unlike the first area, the PRB district here is intended not to reinforce the existing uses, but rather to encourage through redevelopment and reuse, a more pedestrian-friendly character. The PRB regulations allow and encourage new buildings and expansion to occupy front and side yards, eventually resulting in a solid, continuous retail frontage along Springfield Avenue.

The "redevelopment" overlay zone is to be adopted over areas (yet to be specifically identified) along Springfield Avenue where redevelopment is desired, but where condition have not reached a point where the area would meet the statutory criteria for designation as an "area in need of redevelopment." In areas where this overlay is mapped, existing bulk and use regulations would remain intact. However, for projects crossing a defined threshold for scale, different uses and greater bulk (floor area and height) would be permitted. This added density and flexibility would come with stringent requirements for design and aesthetic improvements, parking, and on- and off-site improvements to mitigate impacts. Uses and densities in the overlay zone would be permitted on a conditional use basis only, and would require the submission of a comprehensive plan for development of sites of a larger scale.

- Preservation of Housing Stock

Specific zoning provisions should be added to protect the scale and character of the existing housing stock in conjunction with historic preservation goals. These include prevention of

so-called tear-downs, constraining subdivision, limiting footprint and/or density on residential lots, and preserving quantifiable architectural characteristics, e.g., slope of roof lines. Expert advice will be needed to ensure that any such guidelines are in accord with state statutes regarding design guidelines and aesthetics.

The above goal calls for the addition or amendment of current regulations which relate to two aspects of residential development: the size or bulk of a home, and its design. The regulations should be aimed to ensure that additions to homes or the rebuilding of homes is accomplished in a manner which is in keeping with the scale and the aesthetics of the neighborhood in which it is located.

One approach to this issue would be the introduction of a floor area ratio for all single- and two-family homes in the township. Typically, a series of case studies would be undertaken to establish the prevailing floor area ratio (FAR) of homes in the township across a range of lot sizes and geographic areas of the community to determine what the median FAR is. Regulations would then be drafted to allow some expansion or additions which are above the median, but not to a point where this substantially exceeds the prevailing standard the community. Such regulations have been adopted with success in communities in the region—Chatham Borough, Scarsdale, Roslyn Harbor, to name a few—although they are complex to draw up and administer. The FAR approach only works well where case studies indicate fairly uniform sizes of homes within neighborhoods of like-sized lots. It does not work well where there is an eclectic mix of home sizes or designs.

Alternatively, a combination of restrictions in the form of bulk controls could be adopted which have a similar effect in restricting scale and in preventing monotonous, inappropriate design. This include: revisiting and tightening lot and building coverage regulations; measurement of height and definitions of story, half-story, cellars and basements; restricting the height, setback and location of attached and detached garages; restricting projections into yards; redefining definitions and setbacks, especially for corner lots; controlling the location and dimensions of dormers; and introducing a height/setback ratio or skyplane exposure regulation to prevent box-like structures and flat roofed homes. If carefully drafted, such regulations, in combination, can substantially restrict unwanted additions or rebuilds which are out of scale with established residential neighborhoods.

- Restaurant and/or Fast Food Establishments

The current provisions for a whole range of eating and drinking establishments, especially for fast food restaurants, are outdated and awkwardly worded. The different types of eating and drinking establishments should be differentiated by definition, and their establishment within different commercial zones must be based upon their operational and physical characteristics. Such characteristics call for establishment of supplementary bulk, operational and design requirements such as traffic circulation and parking, lighting, signage, façade design and realistic measures related to their operation (e.g., percentage of eat-in versus takeout customers).

In particular, fast food restaurants, particularly those which have drive-thru operations,

must be carefully regulated—both in terms of which zones they should be permitted and in their design and operation—so as to control potential negative impacts on the retail establishments in the commercial area in which they are located, and on residential uses to which they may be adjacent.

- Hotels and Bed-and-Breakfasts

Overnight lodging establishments—hotels, motels, bed and breakfasts (B&Bs)—are not currently permitted in any existing zone within Maplewood. Given the fact that there may be a latent demand for lodging—for members of family or friends visiting residents of Maplewood, for those conducting business in the area or passing through—consideration should be given to permitting hotels and/or B&Bs as a conditional use (i.e., subject to a set of additional standards), and only in specific, appropriate locations.

B&Bs are more likely to result from the conversion or the adaptive reuse of a large existing single-family home, rather than to be built anew. As such, careful selection of which residential areas are appropriate for such conversions must be undertaken to ensure that they do not have a negative impact on their neighbors.

Hotels, while permitting overnight stays, are clearly more commercial in nature, and as such belong in business zones. At the same time, only the larger hotels provide higher-quality establishments in terms of their aesthetics, their operations, the availability of parking and on-site amenities. In order not to have a deleterious impact on adjacent business establishments, only larger-type hotels should be permitted, which in turn implies their establishment on a larger-sized parcel. As such, hotels may warrant inclusion in the overlay zone which would encourage the assembly and redevelopment of larger parcels on Springfield Avenue.

- Public Uses

Public and quasi-public uses, which include governmental uses (municipal, county, state and federal) as well as a range of publicly- and quasi-publicly-owned institutional uses are not currently permitted in any zone in Maplewood due to recent zoning changes related to the RLUIPA lawsuit in the township. The wide range of public and quasi-public uses that are currently established in Maplewood, and new ones that potentially could be established, require such uses to be listed and defined, and for specific zones to be identified where they should be permitted as-of-right or as a conditional use. In addition, appropriate dimensional and design regulations should also be adopted along with them. The regulations also need to take into account the terms of the RLUIPA lawsuit settlement.

- Parking Requirements in Business Zones

A two-pronged policy is recommended, one targeting Maplewood Village and the pedestrian nodes on Springfield Avenue; and a more conventional policy for other commercial zones such as the HB district.

For the Village and pedestrian-oriented uses on Springfield Avenue, the following regulations would be in implemented:

- Parking requirements throughout the district would be set at a low level, consistent with the multi-modal and pedestrian orientation of the districts.

- Permitted uses occupying existing buildings would be exempt from all parking requirements. This provides an incentive for businesses to reuse existing structures; it also allows them to do so without costly and time-consuming variance applications. On Springfield Avenue, it also provides an extra incentive for businesses to locate in one of the pedestrian node areas.

- For existing buildings with parking on-site, expansions or modifications would be permitted which would reduce the amount of parking on-site to a level that meets, but does not go below, the ordinance requirements. This would allow redevelopment and infill on sites with large parking lots, but would prevent the loss of small lots in built-up areas.

- New construction would be required to provide on-site parking consistent with the ordinance. However, this parking could only be located in the rear or the side yard. No front-yard parking would be permitted.

All other commercial districts would have more conventional parking standards based on formulas relating to the type of use (square feet for retail and office, seats for restaurants, etc.). However, the township should review all of its parking standards in these districts to make sure they reflect the latest research on parking generation, and do not mandate more parking than necessary.

- Residential Conversions

Because of the rising costs of housing in desirable suburban communities like Maplewood, larger, older single-family homes often become the target of conversions to two- and sometimes three-family homes. This is because the costs of maintaining, heating and paying property taxes often increase to a level beyond which the residents can afford or desire to pay, especially if the occupants are older empty-nesters whose children have left the home. The lack of affordable or moderately-priced housing alternatives often lead speculators to buy the older homes and convert them into two or three "apartments" by adding kitchens and bathrooms in the basement or on the upper floors, and by adding internal partitions which allow two or three households to live independently but in the same dwelling with one another.

Maplewood has permitted such conversions to occur within the two-family residential zone (the R-2-4 District), which is mapped primarily adjacent to the business and industrially-developed areas of the Township, in proximity to Irvington Avenue, Burnett Avenue and Springfield Avenue. In this district, such conversions to two-family homes are sanctioned provided the appropriate building and health codes are adhered to.

Such conversions have also occurred on occasion in the past in other parts of Maplewood. Some were sanctioned by variance, but others have occurred illegally where they are not permissible. As indicated in Table 3.2, there are clusters of examples of two-family dwellings in the R-1-4 District on both sides of Union Avenue between Garfield and South

4th Street and on the east side of Fernwood between Hillcrest and Parker Avenue. Midblock on the west side of Boyden Avenue, on both sides of Nelson, are four-family dwellings in a two-family zone (the R-2-4 zone). Other more scattered and isolated examples are found in Maplewood (see Map 3.2, Existing Land Uses and Current Zoning).

Where such conversions have been undertaken illegally, they can undermine the character of the neighborhood of which they are part, and put strains on the community's infrastructure and municipal services, particularly in light of the fact that they do not pay the requisite property taxes. Building and health codes are often ignored and unsafe or hazardous conditions may exist. Parking capacities on the lots themselves are sometimes insufficient. Additional water and sewer capacity is utilized for the added population, and the additional community services and costs like schools, police and fire services are necessary.

For all of these reasons, in the past as well as at present, the township has discouraged such conversions, especially where undertaken illegally, but also where applications for variances have been made. Based upon the updated survey of land uses in the community which have identified these two-family or three-family homes, and recommendations in this Master Plan to rid the community of these inconsistencies by changing the zoning to recognize and sanction them where appropriate, future conversions which are not permitted by the underlying zoning are to be strongly discouraged. Moreover, vigilant enforcement of the provisions of the zoning code is encouraged so as to discourage landowners and speculators from attempting illegal conversions.

- Tree Preservation Ordinance

To a large degree the visual character of Maplewood is enhanced by the presence of larger, older trees, not only placed within the public rights-of-way, but those found on private property. Increasingly recognized for not only their aesthetic value, but their value in moderating temperature and protecting homes from the effects of high winds, as well as their environmental benefits, many communities in New Jersey have enacted tree protection ordinances to preserve these trees, and to ensure that if they die or must be removed for development, that they will be replaced.

The passage of a tree preservation ordinance in Maplewood is recommended. The provisions should ensure that in particular mature trees are only removed when no reasonable alternative to saving them can be found. Where such removal is necessary, one or more replacement trees to compensate for such a loss should be mandated.

- Sustainable Development

Strategies such as making Maplewood a more walkable and pedestrian- and bike-friendly community, and the introduction of the jitney service to encourage mass transit use, are aimed towards making Maplewood a more energy-efficient, environmentally-friendly, sustainable community. In the future Maplewood should explore enacting additional zoning and development requirements which enhance its sustainability. These might include: encouraging rehabilitation and reuse versus wholesale demolition and rebuilding; encouraging building and site designs which maximize energy conservation and passive design

measures; reducing stormwater runoff and the reuse and recycling of water on-site, where feasible; utilizing "environmentally preferable" building materials, i.e., those whose production and use reduce impacts on global warming, resource depletion and human toxicity; orienting and designing buildings to maximize daylight, with appropriate ventilation and moisture control and avoid the use of materials with high VOC emissions; designing sites and buildings which take into account the energy and environmental impact of operation and maintenance (i.e., reduce need for maintenance, require less water, energy and toxic chemicals and cleaners to maintain); choosing native species in the landscaping design to reduce the need for irrigation and eliminate the need for fertilizers and pesticides; and utilizing permeable surfaces for paved areas to increase groundwater recharge.

- General Update of the Zoning Ordinance

As mentioned at the outset of this section, Maplewood's zoning code should be reviewed, edited and modernized to correct certain inconsistencies and discrepancies, to replace inaccurate or confusing definitions, and to update certain features which are outmoded. Such an effort will require the services of a professional planner, but should be guided and supplemented by an ad hoc citizen task force comprised of residents with substantial local experience in zoning matters.

3.7 RELATIONSHIP TO OTHER PLANS

A. THE STATE DEVELOPMENT AND REDEVELOPMENT PLAN

On March 1, 2001, the legislature of the State of New Jersey adopted the State Development and Redevelopment Plan (SDRP). The Plan is divided into several sections, including: an overview of the State planning act; key concepts; State planning goals, Statewide planning policies, the State plan policy map, and role of the SDRP and Plan endorsement. As indicated in the document, the SDRP is not a regulation but a policy guide. For local municipalities, master plans should be evaluated, and if necessary modified, to reflect policies of the State Plan. The SDRP is also important when the State makes infrastructural and other investment decisions, i.e. in determining where available State funds should be expended.

Spatially, the SDRP utilizes planning areas, centers and environs as a framework for implementing Statewide goals and policies. Maplewood is not designated as a "center" (i.e. central place within planning areas where growth should be attracted or contained) nor an "environs" (i.e. areas outside of centers in the fringe, and rural and environmentally-sensitive planning areas). With the exception of the portion of Maplewood which falls within the South Mountain Reservation, Maplewood falls within Planning Area 1 (PA-1), the Metropolitan Planning Area. The SDRP indicates that this area will provide for much of the State's redevelopment. Maplewood within this context is an "older suburb," whose existing stable character the State Plan seeks to protect, and where growth or redevelopment in compact form is to be promoted.

The South Mountain Reservation is designated as a "Park or Natural Area"—a tract of land that is dedicated for public benefit. The State Plan's goal is to preserve and protect its open space and recreational value.

The land use policy objectives of Metropolitan Planning Areas are to:

(1) Promote redevelopment and development in cores (i.e. downtowns) and neighborhoods through cooperative regional efforts.
(2) Promote diversification of land use, including housing, where appropriate, in single-use developments and enhance their linkages to the rest of the community.
(3) Ensure efficient and beneficial utilization of scarce land resources to strengthen its diversification and compact nature.

B. ESSEX COUNTY MASTER PLAN

The Land Use Element of the Essex County Master Plan has not been updated since 1970, and land use conditions in the County have changed so much in the intervening 33 years that goals and policies are very much outdated. Nevertheless, the Park, Recreation and Open Space Master Plan of Essex County was updated in April 2003. Insofar as its impact and relevance on Maplewood are concerned, the County Plan includes a number of recommendations for improvements within South Mountain Reservation, a portion of which lies within Maplewood. The township is supportive of these recommendations, which would help to provide additional recreational opportunities to residents within Maplewood and in the region.

C. ESSEX COUNTY SOLID WASTE MANAGEMENT PLAN

The Essex County Solid Waste Management Plan was last updated in 1987. In Essex County, municipalities are responsible for solid waste collection, and the County is responsible for disposal. In the late 1970s the utilization of landfills for disposing of waste were being phased out, to be replaced by energy recovery facilities and recycling centers. The Hackensack Meadowlands Landfill was closed and early in the 1990s, a new Energy Recovery Facility was completed and opened in the City of Newark. The facility is expected to serve the County's need well into the future. Since the population and level of economic activity are not anticipated to increase significantly in Maplewood, the amount of solid waste generated is not expected to increase significantly.

The Essex County Solid Waste Management Plan also established a recycling goal of 25 percent of the total municipal waste stream. As discussed in greater detail in Chapter 11, the Recycling Plan element of the master plan, Maplewood currently recycles 40% of its solid waste, more than meeting the County's goal.

D. ADJOINING MUNICIPALITIES

Maplewood Township shares its boundaries with five other municipalities: the Village of South Orange and City of Newark to the north, the Township of Irvington to the east, the Township of Union to the south, and the Township of Millburn to the west. The zoning/master plan designations of these adjoining municipalities are shown on Figure 3.4.

Village of South Orange

Zoning/master plan designations in the Village of South Orange are compatible with Maplewood. Starting at the westerly end of the boundary between the two municipalities

is the South Mountain Reservation, which is located on both sides of the boundary. Between South Mountain Reservation and Walton Avenue, South Orange's designation is single-family residential, with single-family residential on the Maplewood side. From Walton Avenue to the rail line, South Orange's designation is Planned Residential Development, which is compatible with the park and public usage of Old Water Lands on the Maplewood side. Designation on both sides of Valley Street in South Orange are for business use; in Maplewood business use is located on the west side, the Columbia High School is on the east side. The remainder of the boundary from this point eastward to the City of Newark boundary is designated for single- and two-family residential on the South Orange side, which is what is found on the Maplewood side. An exception is the new NB-neighborhood business district mapped over two properties on Ridgewood Avenue on the South Orange border. However, these commercial uses are established and do not detract from the character of the neighborhood in which they are located.

City of Newark

Maplewood shares a small portion of its northern boundary with the Vailsburg section of the City of Newark. Irvington Avenue serves as the boundary between the two municipalities. Generally land uses are inconsistent on both sides of Irvington Avenue, with some exceptions. On the Maplewood side of Irvington Avenue are mostly one- and two-family residences with an apartment complex midblock between Coolidge Road and Boyden Avenue. On the west side of Irvington Avenue are retail uses between Parker and Irvington Avenues.

On the Newark side, between Eden Terrace and Manor Drive, the designation is for multifamily residential (R-4) and business (B-1). The development in the R-4 district is a parking lot and the development in the B-1 district is a shopping center—opposite mostly single-family uses on the Maplewood side. From Manor Drive east, the designations in Newark are residential, with mostly single- and two-family uses, although a parking lot and vacant land are present just to the east of Manor Drive. Development in Maplewood is single- and two-family residential, with multifamily and retail uses on the west and east sides of Irvington Avenue respectively.

Township of Irvington

Land uses in Maplewood are substantially consistent with its neighbor to the east, the Township of Irvington. Starting at Parker Avenue on the northerly end going all the way down to Springfield Avenue, the designation in Irvington is one- and two-family residential. On the Maplewood side, land uses are for the most part the same with the exception of retail uses on Irvington Avenue at the north end, and a garden apartment complex and offices at the south end just north of Springfield Avenue.

The southern side of Springfield Avenue is designated for general business in Irvington, opposite a similar designation and business uses in Maplewood. Between Chancellor Avenue and Center Place is designated industrial in Irvington. On both sides of the municipal boundary, the Olympic Park industrial park is located. Garden apartment is the designation from the industrial park to Mill Road (the extension of Borden Avenue in

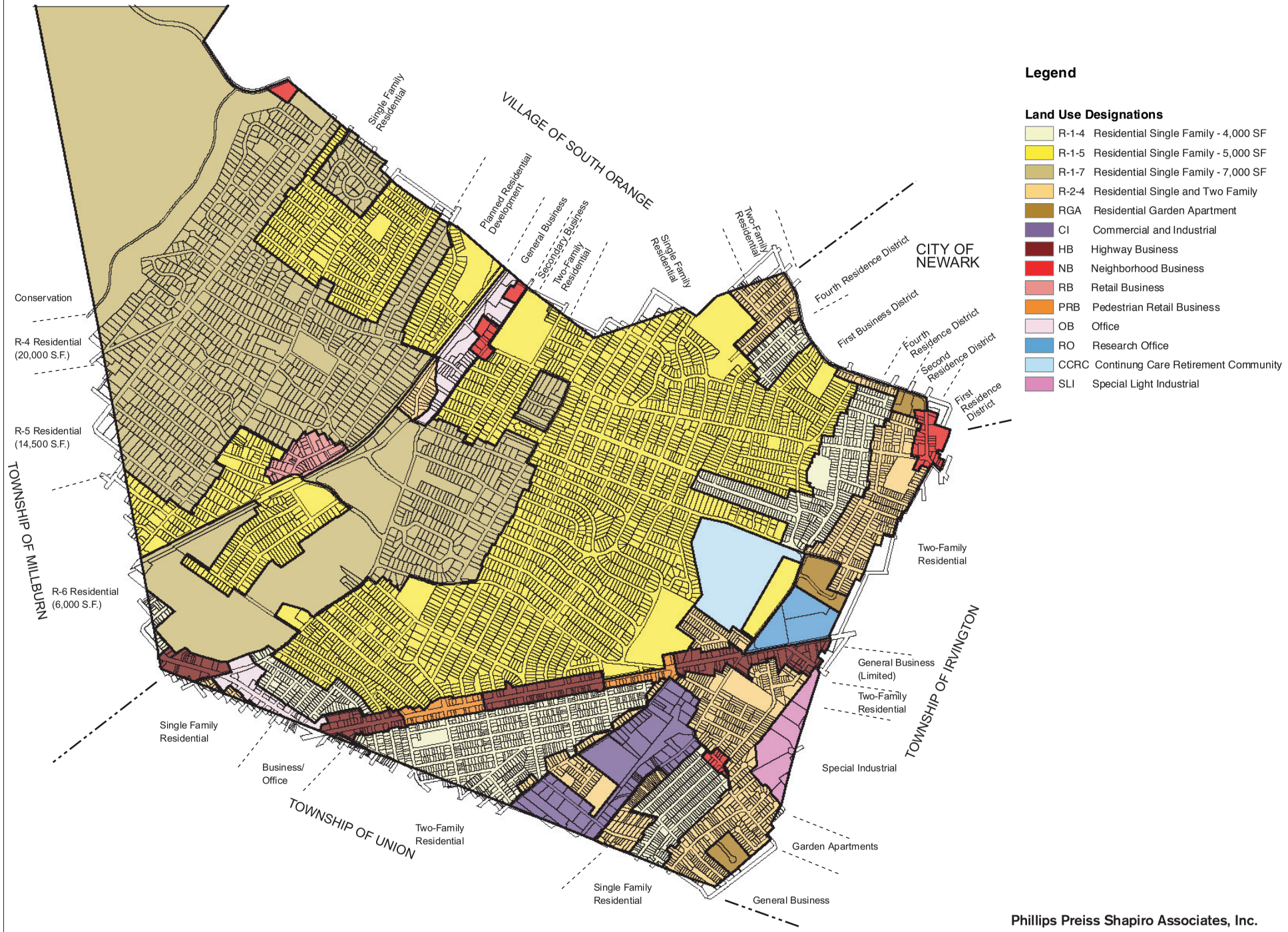

FIGURE 3.4 MASTER PLAN IN RELATION TO ADJACENTCOMMUNITIES

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Irvington). On the Maplewood side, uses are one- and two-family residential. Along Stuyvesant Avenue, which constitutes the remainder of the boundary, land uses in both Irvington and Maplewood are retail in nature, with a general business designation on the Irvington side.

Township of Union

Land uses in Maplewood are substantially consistent with those in Union. From the Irvington border westward to Newark Way uses in Maplewood are predominantly single-family with a few two-family uses; the designation in Union is for single-family use. Between Newark Way and Burnett Avenue, the use and designation on both sides are industrial. From Burnett Avenue to a point just east of Springfield Avenue, single-family uses predominate in Maplewood, while Union Township's designation is for one- and two-family residential. In Union, between Hilton Avenue and Roslyn Road (i.e. essentially along Springfield and Millburn Avenues), the designation is Business Office, while such retail and office uses are found on the Maplewood side. From Roslyn to the Millburn Township border, Union has a single-family designation; in Maplewood, single-family uses are found, except at the intersection of Valley Street and Millburn Avenue, which has retail and automotive uses.

Township of Millburn

Land uses on the Maplewood side from Millburn Avenue northward to the South Mountain Reservation are consistently single-family use, except for a portion of Maplewood Country Club which crosses over the Maplewood border into Millburn. On the Maplewood side, the area is designated for single-family residential. The Millburn portion of the South Mountain Reservation is designated for Conservation. As such, land uses and zoning designations are consistent and compatible along the Maplewood/Millburn boundary.

Chapter 4
Housing Plan[4]

4.1 INTRODUCTION

The Mount Laurel II decision[5], handed down by the New Jersey Supreme Court in January 1983, requires all municipalities to provide a realistic opportunity for the construction of housing affordable to those households of lower income. In response to the Mt. Laurel II decision, the Fair Housing Act was adopted in 1985 and signed by the Governor (Chapter 222, Laws of New Jersey, 1985). The Act established a Council on Affordable Housing (COAH) to insure that the mandate of Mt. Laurel II would be implemented by all New Jersey municipalities.

A. AFFORDABLE HOUSING ACTIVITIES IN MAPLEWOOD

Maplewood Township has made significant strides in meeting its Mt. Laurel mandate to provide a realistic opportunity for affordable housing. On December 20, 1990 the New Jersey Superior Court issued an order granting approval of a settlement of Mount Laurel litigation for Maplewood Township (550 Prospect Hill Corp. v. Township of Maplewood, et al, Docket Number W-33260-88 (Law Division, Essex County)). The Court order established Maplewood's fair share obligation to be 166 units, based on a reduction of the township's fair share obligation in light of the lack of vacant and developable land and the granting of prior cycle credits for a 114-unit HUD Section 8 senior citizen housing project which was constructed in the township in the late 1970's. As part of the Court order, the township prepared a Fair Share Compliance Plan and subsequently rezoned several properties, as follows:

- The Marcus L. Ward Homestead at 125 Boyden Avenue was rezoned to expand its current use in return for a financial contribution to be used for the rehabilitation of substandard housing.
- The 550 Prospect Street site was rezoned in return for a financial contribution to be

4. Section 4.1 of this Master Plan is largely derived from the Housing Element and Fair Share Plan prepared by Janice E. Tally, Community Planning Consultant, September 1999. Maplewood received Substantive Certification from the Council on Affordable Housing on June 1, 2001. Section 4.2, Demographic, Housing and Employment Analysis, has been updated utilizing the year 2000 U.S. Census, and Section 4.3 has been revised to reflect COAH's resolution granting certification to the township in 2001.

5. South Burlington County NAACP v. Mt. Laurel Township, 92 NJ 158, 456 A.2d 390 (1983).

used to rehabilitate substandard housing.

- Finally, the Maplewood Country Club site was rezoned to offer an alternate R-1-7(TH) Townhouse Overlay Zone as part of its Fair Share Compliance Plan.

The township received a final judgment of compliance and order of repose on July 9th, 1993 that stated that the township had complied with the 1990 settlement order. The township subsequently approved the redevelopment of the Ward Homestead site as a continuing care retirement community called Winchester Gardens, although the project was modified from its initial approval and generated fewer funds than anticipated. The 550 Prospect Avenue project was also approved and development contributions were collected as indicated in the Compliance Report.

As a result of these activities, the township has collected a total of $432,000 to finance a housing rehabilitation program. In 1999, the township established the Maplewood Affordable Housing Committee (MAHC) and contracted with a private housing consultant, Community Grants & Planning, P.A., to prepare and administer Maplewood Affordable Housing Program (MAHP).

The township's order of repose expired on July 8th, 1999. As a result, the township has prepared a new Housing Element and Fair Share Plan to address its fair share obligation.

B. REQUIREMENTS FOR A HOUSING ELEMENT

The Fair Housing Act requires municipalities in the state to include an adopted housing element in all master plans. The principal purpose of the housing element is to provide for methods of achieving the goal of access to affordable housing to meet the municipality's present and prospective low and moderate income housing needs. Low income households are defined as those with an income no greater than 50 percent of the median household income adjusted for household size of the housing region in which the municipality is based. Moderate income households are those households with incomes no greater than 80 percent of the median household income, adjusted for household size of the housing region.

Maplewood Township is located in the southern part of Essex County and in the Northwest Housing Region (Region 2) which consists of Essex, Morris, Union and Warren counties. The median household income in the region for a family of four is $67,900. The Municipal Land Use Law and the COAH regulations require that the housing element include the municipality's strategies for addressing its present and prospective housing needs and shall at least contain the following:

1. An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low and moderate income household and substandard housing capable of being rehabilitated;

2. A projection of the municipality's housing stock, including the probable future construction of low and moderate income housing, for the next six years subsequent to

the adoption of a housing element, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands;

3. An analysis of the municipality's demographic characteristics, including but not limited to household size, income level and age.

4. An analysis of the existing and probable future employment characteristics of the municipality;

5. A determination of the township's present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low- and moderate-income housing;

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

7. A map of all sites designated by the township for the production of low and moderate income housing and a listing of each site that includes its owner, acreage, lot and block;

8. The location and capacities of existing and proposed water and sewer lines and facilities relevant to the designated sites;

9. Copies of necessary applications for sewer service and proposed water quality management plans submitted pursuant to Sections 201 and 208 of the Federal Clean Water Act, 33 U.S.C. S1251, et seq.;

10. A copy of the most recently adopted Township Master Plan and, where required, the immediately preceding, adopted Master Plan;

11. For each designated site, a copy of the New Jersey Freshwater Wetlands maps where available.

12. A copy of appropriate United States Geological Survey Topographic Quadrangles for designated sites; and

13. Any other documentation pertaining to the review of the Township Housing Element as may be required by COAH.

Table 4.1
Population, Households and Household Size, Township of Maplewood, New Jersey, 1990-2000

	Population		Change 1990-2000	
	1990	2000	Number	Percent
Total Population	21,652	23,868	2,216	10.2
Number of Households	7,918	8,452	534	6.7
Average Household Size	2.7	2.8		

SOURCE: 1990 and 2000 U.S. Census

Table 4.2
Age Distribution of the Population, Township of Maplewood, New Jersey, 1990-2000

	1990		2000		Change 1990-2000
Age Cohort	Number	Percent	Number	Percent	Percent
Under 5	1,637	7.6	1,882	7.9	0.3
5 to 14	2,462	11.4	3,807	15.9	4.5
15 to 24	2,484	11.1	2,349	9.8	-1.3
25 to 44	72,70	33.6	7,210	30.2-3.4	
45 to 64	4,501	20.8	5,730	24.0	3.2
65 to 84	2,879	13.2	2,385	10.0	-3.2
85 and older	419	1.9	505	2.1	0.2
Total	21,652	100.0	23,868	100.0	

SOURCE: 1990 and 2000 U.S. Census

4.2 DEMOGRAPHIC, HOUSING AND EMPLOYMENT ANALYSIS

A. POPULATION

The population of Maplewood Township increased nearly ten percent (10%) between 1990 and 2000, from 21,652 to 23,868. There was a slightly lower increase in the number of households in the Township between 1990 and 2000. The average household size increased minimally as well from 2.7 to 2.8 (see Table 4.1).

The population cohorts with increased between 1990 and 2000 are under five (5), five (5) to fourteen (14), forty-five (45) to sixty-four (64) year-olds and eighty-five (85) and older. The largest percentage increase was in the cohort of ages five (5) to fourteen (14), which increased by nearly five (5) percent, while the largest percentage decrease was in the cohort of twenty-five (25) to forty-four (44) (see Table 4.2).

B. INCOME

The median household income in Maplewood was $79,637 in 1999. More than half of the township's households had incomes in excess of $75,000. As shown in Table 8, Maplewood has a significantly higher household income compared with that of Essex County as a whole. However, eleven percent (11%) of households had incomes of less than $25,000, indicating that there is some economic diversity in Maplewood (see Table 4.3).

C. HOUSING

The Township of Maplewood is an established suburban community with an older hous-

Table 4.3
Distribution of Household Income and Per Capita Income, Township of Maplewood and New Jersey State, 1999

	Maplewood		New Jersey
Household Income	**Number**	**Percent**	**Percent**
Less than $10,000	284	3.4	7.0
$10,000 to $14,999	228	2.7	4.7
$15,000 to $24,999	405	4.8	9.4
$25,000 to $34,999	615	7.3	10.0
$35,000 to $49,999	968	11.5	14.3
$50,000 to $74,999	1,458	17.3	19.8
$75,000 to $99,999	1,300	15.4	13.5
$100,000 to $149,999	1,582	18.7	12.8
$150,000 to $199,999	741	8.8	4.3
$200,000 and over	866	10.3	4.3
Median Household Income	$79,637		$55,146
Per Capita Income	$36,794		$27,006

SOURCE: 2000 U.S. Census

Table 4.4
Age of Housing Stock, Township of Maplewood, New Jersey, 2000

Year Unit Constructed	**Number of Units**	**Percent**
1990 – March 2000	321	3.7%
1980-1989	199	2.3%
1970-1979	318	3.7%
1960-1969	594	6.9%
1940-1959	2,375	27.6%
1939 or earlier	4,808	55.8%
Total	8,615	100.0%

SOURCE: 2000 U.S. Census

ing stock. According to the 2000 Census, ninety percent (90%) of all the housing units in the township were constructed before 1960 (see Table 4.4). From 1990 to 1999, only twenty-four (24) residential construction permits were issued in the township (see Table 4.5). Of this total, fifteen (15) units, or sixty percent (60%), were classified as single-family units.

Maplewood's housing stock is comprised of a somewhat varied mix of dwelling types. According to the 2000 Census, seventy percent (70%) of the housing units in Maplewood are single-family detached dwellings, while thirteen percent (13%) are two-family homes. Of the remaining housing units, two percent (2%) are single-family attached dwellings (i.e. townhouse or row house type units), sixteen percent (16%) are in buildings with three or more units. There are no mobile homes or other types of housing units in Maplewood (see Table 4.6). Just over three-quarters of the dwelling units are owner-occupied according to the 2000 Census. This percentage dropped slightly from 1990 to 2000 (see Table 4.7).

The median dwelling unit value, $222,700, and median contract rent, $950, in the township are both much higher than those in Essex County as a whole (see Table 4.8).

Table 4.5
Building Permits Issued,
Township of Maplewood, New Jersey, 1990-2001

Year	Single-Family	Multi-Family	Total
1990	2	0	2
1991	1	0	1
1992	6	0	6
1993	0	0	0
1994	1	0	1
1995	0	0	0
1996	0	0	0
1997	0	2	2
1998	0	2	2
1999	0	0	0
2000	4	4	8
2001	1	1	2
Total	**15**	**9**	**24**

SOURCE: New Jersey Department of Labor,
Office of Labor Planning and Analysis

Table 4.6
Distribution of Housing Units by Type,
Township of Maplewood, New Jersey, 2000

Units in Structure	Number	Percent
1 unit - detached	5,908	68.6
1 unit - attached	209	2.4
2 units	1,109	12.9
3 to 4 units	513	6.0
5 to 9 units	123	1.4
10 to 19 units	94	1.1
20 or more units	659	7.6
Other	0	0.0
Total	**8,615**	**100.0**

SOURCE: 2000 U.S. Census

Table 4.7
Housing Characteristics, Township of Maplewood, New Jersey, 1990-2000

	1990		2000	
	Number	Percent	Number	Percent
Occupied Housing	7,918	97.4	8,452	98.1
Owner-Occupied	6,317	77.7	6,598	76.6
Renter-Occupied	1,601	19.7	1,854	21.5
Vacant Housing Units	214	2.6	163	1.9
Total Housing Units	**8,132**	**100.0**	**8,615**	**100.0**

SOURCE: 1990 and 2000 U.S. Census

Table 4.8
Median Unit Value and Median Contract Rent, Township of Maplewood and Essex County, New Jersey, 2000

Maplewood	
Median Unit Value	$222,700
Median Contract Rent	$950
Essex County	
Median Unit Value	$208,400
Median Contract Rent	$675

SOURCE: 2000 U.S. Census

Insofar as a projection of future housing is concerned, it should be noted that Maplewood has virtually no vacant land available for new residential development. A significant amount of the township's residential development over the past few decades has been the result of infill development and the demolition/replacement of existing houses. Future building activity will be limited to this type of redevelopment as well. As shown in Table 4.4, the number of units constructed has dropped significantly every decade since the 1940s, with the exception of the 1990s.[6] There are, however, limited opportunities for new residential construction, and the Township's housing stock is unlikely to undergo any significant changes in the coming years.

D. EMPLOYMENT CHARACTERISTICS

Over seventy percent (70%) of Maplewood's residents over the age of sixteen are in the labor force according to the 2000 Census, while the Township's unemployment rate is just under three percent (3%). Over fifty percent (50%) of residents are in managerial or professional occupations and twenty-six percent (26%) are in technical, sales and administrative services.

4.3 FAIR SHARE OBLIGATION AND PLAN

A. MAPLEWOOD'S FAIR SHARE OBLIGATION

As indicated in Table 4.9, the township's pre-credited fair share is 236 units, comprised of 51 units of new construction and 185 units of indigenous need or rehabilitation units. COAH, at the time of substantive certification, also recognized that Maplewood was entitled to credits for housing built or rehabilitated in the community. This included 114 units of age-restricted rental units, 20 units provided through seven group homes (alternative living arrangements) in the community and the rehabilitation of 26 existing low- and moderate-income homes in Maplewood. Added together, these amount to a total of 160 units of credit.

As a result of these projects, Maplewood has not only met its fair share of new unit construction (51 units), but under COAH rules can apply the excess new units, both the age-restricted rental units and group home units, against its rehabilitation component. Including the 26-unit credit for homes rehabilitated in Maplewood, the remaining obligation in the township is a 76-unit rehabilitation obligation.

Table 4.9
Maplewood's Fair Share Obligation: 1987-1999, Maplewood Township, Essex County, New Jersey

COAH Fair Share Obligation	
• New construction	51 units
• Rehabilitation	185 units
Pre-credited Need	236 units
COAH Recognized Credits	
Prior Cycle Credits	114 units
Credits for Group Homes	20 units
Credits for Rehabilitated Units at Certification	26 units
Total	**160 units**
Net Fair Share	
(Rehabilitation only)	76 units

B. MAPLEWOOD'S FAIR SHARE PLAN

The Township's Fair Share Plan is to continue to implement is housing rehabilitation program as well as to partici-

6. The increase in the 1990s was attributable to one large housing development, the Winchester Gardens Continuing Care Retirement Community.

pate in the Essex County Housing Rehabilitation Program. In addition, the Maplewood Country Club site will continue to be zoned for affordable housing should it become available in the future for development.

Chapter 5
Circulation Plan

5.1 INTRODUCTION

This chapter examines Maplewood's transportation network and facilities, both vehicular and transit. Like most suburban communities, most of Maplewood's transportation needs are met by the private automobile. Although the street network in Maplewood predates the high level of automobile usage prevalent today, it has for the most part adapted gracefully to modern demands, and in fact possesses a few key features that contemporary suburban street systems generally lack. First, the loose curvilinear grid that characterizes much of the street network diffuses traffic, generally preventing excessive volumes from concentrating on any one street. Second, the east-west/north-south orientation of the grid makes the township relatively easy to navigate, yet the curvilinear street pattern prevents the monotony produced by more rectilinear street grids. Finally, the combination of frequent "T" intersections and relatively narrow street widths helps to naturally "calm" traffic as it moves through the township, enhancing neighborhood quality of life and safety for both vehicles and pedestrians.

Unlike most suburban communities, transit, walking and bicycling make important contributions to overall travel in Maplewood. As an example, according to the 2000 Census, over 24 percent of Maplewood's workers commuted to work via transit, many of them utilizing New Jersey Transit rail service. In addition to rail, Maplewood is also served by several NJ Transit bus lines, as well as its own homegrown jitney service that carries commuters to the rail station. While no statistics on walking and bike use are available, it is likely that Maplewood's parks, schools and the village center all see substantial numbers of people arriving on foot or bicycle, since these resources are located within a short walk or bike of many of many of Maplewood's residents. The emphasis placed on bicycle and pedestrian facilities by participants in the Master Plan community workshops underlines their importance.

This chapter addresses the roadway network first, and then discusses transit, pedestrian, and bicycle issues in that order.

5.2 VEHICULAR CIRCULATION

A. FUNCTIONAL CLASSIFICATION OF ROADWAYS

The New Jersey Department of Transportation has created a classification system for roadways based on the standards promulgated by the Federal Highway Administration. This system is based on a combination of roadway function (i.e. what type of traffic—through or local—uses the roadway), and the physical characteristics of the roadway (number of lanes, limitations on access, right-of-way widths, etc.). In Maplewood, the classification has relied more on the former criteria than the latter; Maplewood's roadways were designed long before the advent of modern roadway standards, and therefore often function in a manner other than what their physical characteristics would suggest. The following classifications have been determined by the New Jersey Department of Transportation in consultation with the local Metropolitan Planning Organization. Figure 5.1 shows the location of the major roads in the township.

1. Freeways

A freeway is a high-speed, high-capacity limited-access highway devoted entirely to the movement of motor vehicles and which provide no direct access to abutting properties. Examples include interstate highways, parkways, and major state highways like Route 24.

There are no freeways located within Maplewood. However, there are several located within close proximity. The first and closest is Interstate 78, a major east-west freeway serving northern New Jersey. I-78 connects Maplewood with major destinations to the east such as the City of Newark and its airport, via the Holland Tunnel to Manhattan, and via the Garden State Parkway and the New Jersey Turnpike to other communities in southern and northern New Jersey. To the west, I-78 connects with other suburban communities like Summit and Somerville, and further west, it eventually crosses into Pennsylvania, becoming the Pennsylvania Turnpike. Among the roadways that connect Maplewood to I-78 are Springfield Avenue and Valley Street (which serve the same interchange) and Burnett Avenue, which connects with a west-bound-only interchange.

The second nearby freeway is the Garden State Parkway. This roadway prohibits truck traffic. The Garden State Parkway runs generally north-south. Southwards it connects Maplewood to New Jersey's shore communities, and northward it eventually connects Maplewood with highways in lower New York State on both sides of the Hudson River via Interstates 87 and 287 and the Tappan Zee Bridge. Access to the Garden State Parkway is provided either by I-78, or by taking Springfield Avenue into downtown Irvington.

State Route 24 provides freeway access to Morristown. It can be accessed both from I-78 westbound, as well as Millburn Avenue. The remaining major highway near Maplewood is Interstate 280. Located to the north of the township, it links Route 80 with Newark, the

Garden State Parkway, and the New Jersey Turnpike. It can be accessed from the Garden State Parkway or by following Wyoming Avenue north out of Maplewood.

2. Principal Arterials

Principal arterial roadways serve as major feeder roads to and from the freeway systems and carry major movements of traffic between the principal traffic generators in a region. In Essex County, they are also act as carriers of major regional traffic. Principal arterials typically have at least four travel lanes, and carry between 10,000 and 24,000 vehicles a day.

In Maplewood, there are only three principal arterials. The most important is Springfield Avenue, the township's major commercial street. It has a right-of-way of approximately 70 feet in width. Although this roadway is the longest and most heavily used traffic artery in Maplewood, it has recently been reconfigured from four travel lanes to two, to allow for both an extra lane of on-street parking as well as a decorative median with dedicated turning lanes at all intersections. While this change has likely reduced the ease with which traffic passes through Maplewood to some degree, the new configuration is less prone to backups caused by turning vehicles than the previous configuration, and therefore helps compensate for the lost capacity with greater predictability.

Maplewood has two other principal arterials. South Orange Avenue, which only runs through a small portion of Maplewood, only provides access to a single property in Maplewood (the South Mountain Reservation), and does not actually intersect with any street in Maplewood itself. The other, Millburn Avenue, runs for a short distance near the southern edge of the township. It serves as an important local connection to Springfield Avenue, and also serves as a location for a variety of office and commercial uses. Millburn Avenue's configuration varies; in some locations it has one lane of travel in either direction with on-street parking on either side; at other times it has two lanes of travel in either direction with no on-street parking. Its right-of-way is about 70 feet in width.

3. Minor Arterials

Minor arterial roads generally connect collector street with principal arterial roads and freeways, and often act as alternate routes for principal arterial roads. Like principal arterials, they serve abutting properties, and utilize signalized intersections, but carry less traffic and often have only one travel lane in each direction. Minor arterial roads are anticipated to carry traffic volumes ranging from 3,000 to 10,000 vehicles per day.

There are five streets in Maplewood classified as minor arterials. Wyoming Avenue is the widest, with a right-of-way width of about 80 feet. This roadway is an important local north-south connector, connecting Millburn Avenue in Millburn to the south with South Orange Avenue in South Orange to the north. In spite of being the widest street in Maplewood, it has only one travel lane in each direction, with on-street parking. This configuration is appropriate, since the road runs through a residential neighborhood, and the very wide travel lanes help give the street the feel of a grand residential boulevard.

Valley Street is the other primary north-south connector road, running from an interchange

with Interstate 78 in the south to downtown South Orange to the north. In spite of its importance in carrying heavy volumes of traffic through Maplewood, this roadway has a right-of-way of only 50 feet, narrower than many of Maplewood's more minor residential streets. Much of Valley Street adjoins the open space of the Maplewood Country Club and Memorial Park, but the northern extension of this roadway is the locus for a concentration of commercial development. Valley Street also provides access to the Township Hall and Columbia High School. Valley Street is a county roadway, designated as County Route 638.

Burnett Avenue is a minor arterial located in the Hilton neighborhood originating at Springfield Avenue at its northern terminus, then running south to a partial interchange with I-78, and then terminating further south at Vauxhall Road. One of Maplewood's primary community and recreational centers, the DeHart Recreation Center, is located on Burnett Avenue. Burnett Avenue also is one of the primary roadways serving Maplewood's industrial areas. However, one of the problems with Burnett Avenue is that it suffers from an inconsistent right-of-way width, which varies from as little as 37 feet in some locations to 60 feet in others.

Irvington Avenue, also a county road (designated as County Route 665), runs along the border between Maplewood and the Vailsburg section of the City of Newark. It originates in downtown South Orange and terminates at a five-way intersection on the Maplewood/Irvington border, with Parker Avenue and Franklin Terrace in Maplewood, and with Clinton Avenue and Florence Avenue in Irvington. A small commercial area that straddles the Maplewood/Irvington/Newark border is located at this terminus. Irvington Avenue is not a particularly important carrier of traffic for Maplewood, but it has been a source of concern due to the extent to which it generates through-traffic through some of Maplewood's quieter minor residential streets which terminate at Irvington Avenue. Several years ago, at the request of residents living on these streets in Maplewood, the Township erected gates across several intersecting residential streets, cutting off direct access from Irvington Avenue. This action has created some tension between Newark and Maplewood.

The remaining minor arterial in Maplewood is Chancellor Avenue. While an important street in Irvington, Chancellor Avenue traverses only a small section of Maplewood. It provides access to the Olympic Industrial Park, a small portion of which is located in Maplewood. Chancellor Avenue is designated as County Route 601.

4. Urban Collectors

Collector streets provide access between local streets and primary and secondary arterial roads. They provide access to abutting properties and allow traffic from residential neighborhoods to access arterial roads. According to recognized industry standards, collector streets should generally have a right-of-way width of 60 feet. They typically carry between 1,500 to 3,000 vehicle trips per day.

A number of residential streets in Maplewood, by virtue of their physical configuration, provide for cross-town and north-south movement in Maplewood. This is the primary cri-

FIGURE 5.1 ROAD CLASSIFICATION

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terion for their classification as collector streets in the township. North-south streets designated as collectors are Ridgewood Road, Maplewood Avenue, Prospect Street, and Boyden Avenue. East-west or cross-town collectors include Ridgewood Terrace/Baker Street, Tuscan Road, Elmwood Avenue, and Parker Avenue. These roadways typically have rights-of-way of 60 feet (sometimes less), and may have traffic signals at particularly busy intersections—such as those found at the intersection of Prospect Street and Parker Avenue, or at Boyden and Parker Avenues.

While Maplewood's street pattern in general provides for an aesthetically pleasing, practical and efficient suburban form, one of its quirks, and perhaps its single most limiting characteristics from a traffic flow point of view, is its lack of direct cross-town or east-west roadways. At the same time, this characteristic has also allowed for the creation of one of Maplewood's greatest attributes: the linear open space spine created by the combination of Memorial Park, the Maplewood Country Club, and the New Jersey Transit rail line. However, this open space spine creates a barrier in the middle of Maplewood which only two streets traverse. These two streets are Parker Avenue to the north and Baker Street to the south. While Parker Avenue cuts directly across town, it ends at Maplewood Avenue, forcing traffic bound for points further west onto other local streets. The more southerly cross-town route is formed by the combination of Ridgewood Terrace, Baker Street, and Tuscan Road. While this connection runs all the way from Wyoming Avenue to Springfield Avenue, Tuscan Road and Baker Street do not line up at Valley Street, requiring cars to execute a jog on Valley Street to continue across town.

The major north-south collectors include Ridgewood Road, which runs the length of the township parallel to Wyoming Avenue; Maplewood Avenue, which runs from the village center north into South Orange; Prospect Street, which runs from Springfield Avenue north to Parker Street and then into South Orange; and Boyden Avenue, which runs from Irvington through residential neighborhoods adjacent to Irvington, then through an industrial area, and north to Irvington Avenue, passing the municipal pool and NJ Transit offices along the way.

5. Minor Roads

The remainder of the street system of Maplewood consists of minor roads which generally have street right-of-way widths of 50 feet, and allowing one lane of travel in each direction. On-street parking is generally permitted on these roads during the day, but is prohibited overnight.

B. ROAD IMPROVEMENTS

Maplewood has three municipal road improvement programs:

(1) The full road reconstruction program
(2) The road overlay program
(3) The road maintenance program.

In addition, the township has an intersection improvement program. Each is described below.

1. Full Road Reconstruction Program

Certain of the township's roads are targeted for full reconstruction each year. There are two funding sources for this program: Community Development Block Grant (CDBG) monies, which can only be spent in certain eligible areas of the township defined by socioeconomic characteristics obtained from Census data; and New Jersey Department of Transportation local aid. Each source provides approximately $250,000 annually. Full reconstruction of all roads which fall within the CDBG-eligible areas as defined by the 1990 Census have been completed. Such reconstruction includes not only repaving but also improvements to curbing, drainage, sanitary sewer lines, sidewalks, driveway aprons and even shade trees. On side streets adjacent to Springfield Avenue which fall within the CDBG-eligible areas, full road reconstruction has been completed. The township has also utilized DOT funding for the full reconstruction of Ridgewood Road, Maplewood Avenue, Tuscan Road, Parker Avenue, Prospect Street and Elmwood Avenue. Full road reconstruction in the immediate future is targeted for Burnett Avenue and Boyden Avenue, which, given their length, will have to be undertaken in two or three phases.

2. Road Overlay Program

The second local road improvement program is the road overlay program. Started in 1994, the program undertakes improvements of between one and two miles of roadway in the township every year. While virtually all of the roads in the township targeted for this program have been undertaken, budgetary constraints have held up completion. Road overlay improvements involve curb-to-curb improvements, which ameliorate such subsurface problems such as buckling, potholes and cracking. Collector roads in the township which are subject to higher volumes of traffic are targeted under this program.

3. Road Maintenance Program

This program targets local roads throughout the township. The aim of the program is to undertake the type of maintenance that would preclude the need for more expensive repairs or reconstruction at a future time. The program was started in 1991, and has accomplished the maintenance of between three and five miles of local roads per year since that time. In the twelve years since the program started, all of the local roads within the community that have not required or which have not been reconstructed have either been chipsealed or overlaid. Chipsealing involves the application of asphalt and stone over the existing surface to prevent the formation of potholes. Micro-paving is the application of a layer on top of the existing surface to smooth out road surface and to prevent stones which are present in the existing asphalt paving from loosening and being displaced. This is an ongoing preventive road maintenance program, and many of the roads which received maintenance early on in the program are now due for and are being targeted for a second application of chipsealing or micro-paving.

4. Intersection Improvements

Four signalized intersection and beacon lights fall under the jurisdiction of the township; the remainder fall under the jurisdiction of the County. The township does not have an ongoing preventive or maintenance program, but does undertake improvements on an as-needed basis. For example, full replacement of all fixtures at the intersection of Parker and

Prospect Avenues was undertaken in 1997 and 1998. In addition to fixture replacement, minor road reconfigurations, such as designating right-hand-only turn lanes, are undertaken. The remainder of the intersection improvements are undertaken by the County. The township has made substantial efforts to have the County undertake improvements in front of the firehouse, as well as to undertake a progression analysis on Valley Street. The latter analysis would allow the timing of signals to be altered so as to provide gaps in traffic flow to allow vehicles to turn onto Valley Street from side streets. In the recent past the County has undertaken improvements at the intersection of Irvington and Boyden Avenues in connection with the adjacent Winchester Gardens continuing care retirement community development.

The township recently took control of Springfield Avenue from the state. However, the county will continue to maintain the traffic lights along the Avenue.

5.3 TRANSIT

One of Maplewood's distinguishing characteristics is its excellent transit service. Three kinds of transit service are available to Maplewood residents: commuter rail, regional bus, and a township-run jitney service. Figure 5.2 shows the routes of major transit lines in the township.

A. NEW JERSEY TRANSIT COMMUTER RAIL

The New Jersey Transit rail station in downtown Maplewood is one of the community's most important and defining assets. The commuter rail service is primarily used by commuters traveling to Manhattan, although it also serves other employment centers such as downtown Newark and the Hoboken/Jersey City waterfront. Additional transit connections available at the Hoboken terminal include PATH trains and ferries to Manhattan, and now the Hudson-Bergen Light Rail. However, the sheer size of the Manhattan job market makes it the dominant destination for commuters. The connection to Manhattan, which used to require a change to the PATH system or ferry in Hoboken, has been greatly improved since the introduction of the Mid-town Direct service to Penn Station in 1996. As has been widely reported, this new service helped create a spike in both homebuyer interest and home sale prices in the towns it serves, including Maplewood, South Orange, and Summit.

Between three and five eastbound trains each hour depart from Maplewood during the morning peak between 6 AM and 9 AM. Hoboken-bound trains arrive in Hoboken in about 30 to 40 minutes; however, the ride into New York on the PATH system adds another 15 or so minutes to the trip. The Midtown Direct trains take anywhere from just over a half-hour to nearly 45 minutes to reach Penn Station. There are two Midtown Direct trains running each hour between 6 AM and 9 AM. Two Hoboken trains run between 6 to 7 AM, one between 7 and 8 AM, and two between 8 and 9 AM. Homebound trains running in the opposite direction during the evening commute run with similar frequency, and take about the same amount of travel time.

B. NEW JERSEY TRANSIT BUS ROUTES

Maplewood is served by four bus routes: the number 25, the number 37, the number 70, and the number 107. In general, these routes bypass most of Maplewood's neighborhoods. They run either on Springfield Avenue or Irvington Avenue, and do not provide connections to the Maplewood train station. Even so, these routes provide an additional travel option for nearby residents going to destinations not served by the rail line, such as Newark Airport.

Bus routes are typically classified as either mobility services, which provide service at reasonable frequencies throughout the day; and commuter services, which are primarily oriented towards people riding to and from work during the morning and evening rush. Commuter services can also run "local," providing frequent stops along their route; or "express," bypassing certain areas or stopping less frequently to provide more rapid service to more distant destinations. Of the four bus routes serving Maplewood, three are essentially local mobility routes, while the fourth is an express route primarily oriented to commuters, but also serving airport travelers.

The two routes that traverse Springfield Avenue are numbered 25 and 70. The number 25 bus begins at Millburn Avenue and Cypress Street and then runs on Springfield Avenue through Irvington and Newark to Penn Station and eventually ends in Newark near the port. The number 70 bus runs from the Livingston Mall to Newark Penn Station. All three buses provide local mobility service, making relatively frequent stops and providing service throughout the day.

Of the two routes that use Irvington Avenue, the number 37 bus is a local mobility service, while the number 107 bus is an express commuter service serving New York City. Both buses also make stops at Newark Airport. The number 37 bus runs from Ivy Hill Park in Newark, down Irvington Avenue to Clinton Avenue, and then up Springfield Avenue into Newark. The bus eventually terminates at Newark Airport's North Terminal. The number 107 bus runs from the South Orange train station, down Irvington Avenue, and then follows the 37 route to Newark Airport. However, about half of these buses divert from this route in Irvington, connecting directly with Interstate 280 and from this point run on an express basis to the Port Authority Bus Terminal in Manhattan. The remaining buses connect from Newark Airport to the Port Authority Bus Terminal via the New Jersey Turnpike. The number 107 bus runs throughout the day, but with greater frequency of service during the morning and evening peaks.

C. MAPLEWOOD JITNEY SERVICE

Faced with mounting pressure from New Jersey Transit and commuters to provide additional parking at the township's train station, possibly through the construction of a structured parking garage, Maplewood instead embarked on a more innovative solution. The township decided a jitney service could be used to reduce parking demand, thereby removing the need for an intrusive parking garage in the downtown. The idea has turned out to be a remarkable success, and has served as a model for several other communities.

FIGURE 5.2 TRANSIT & SERVICES ROUTES

Phillips Preiss Shapiro Associates, Inc.
Planning & Real Estate Consultants
January 2004

A further advantage of the jitney is that it allows many two-person working households, where at least one person commutes on the train, to live comfortably with one less automobile. This represents a cost savings for a household in excess of $6,000 per year, according to automotive cost-of-ownership statistics published by the American Automobile Association. This money is available to be put towards a mortgage or home improvements instead of being spent on transportation. Since many of Maplewood's new arrivals are former urban dwellers accustomed to mass transit use, the jitney service makes Maplewood a more attractive and affordable option than other towns that lack such a service.

Currently, the fare on the Jitney is subsidized by parking fees generated elsewhere in Maplewood. The current fare structure was adopted by the township in 2001, and is as follows. Individual rides are one dollar. Ten tickets can be bought for five dollars, of fifty cents per ride. A yearly pass, however, can be bought for $60, or exactly one-half of the yearly fee for on-street parking at the Maplewood train station. Assuming a commuter uses the system 48 weeks out of the year, on average, the yearly pass provides quite a bargain: each ride costs only 12.5 cents.

There are good reasons for subsidizing the jitney service to encourage its use. First, providing a garage to handle parking for all the people now riding the jitney might cost as much as $5 million or more. Second, the jitney removes parked cars from the downtown, reduces congestion, and prevents parking overflow into adjacent neighborhoods.

5.4 PEDESTRIAN FACILITIES

Like most good walking towns, pedestrian movement in Maplewood is facilitated by a network of gridded streets featuring a nearly complete system of sidewalks. This system is supplemented by the walkways that thread through Maplewood's larger parks such as Memorial Park. The major impediments to pedestrian movements tend to be at locations along busy streets where there are no crosswalk signals, such as several intersections along Valley Street; and in areas where a high volume of pedestrians sometimes conflict with vehicular movements, such as in the village center.

While most of the township is acknowledged to be pedestrian-friendly, Springfield Avenue has long been seen as a poor walking street, and one which moreover forms a barrier between the neighborhoods on either side. Several improvements that address this issue are either completed, underway, or planned. The reduction in the number of travel lanes and the addition of parking on the north side of Springfield Avenue have had a noticeable effect on slowing down through-traffic, and have somewhat buffered pedestrians on the sidewalk from the direct impacts of fast-moving traffic on the street. Landscaping improvements, storefront beautification, and further economic revitalization efforts are aimed to make Springfield Avenue more appealing for pedestrians. Finally, curb bump-outs are planned for several intersections. Not only will this shorten the distance necessary for pedestrians to cross the street, but as has been shown in studies where similar improvements have been implemented, may also slow down cars making turning movements at intersections.

One of the major concerns related to these so-called "traffic-calming" measures is the extent to which traffic which is passing through Maplewood will be delayed, and the propensity for travelers to then use alternative bypass routes through Maplewood—arterials and collectors and minor roads which pass through residential neighborhoods—to get to their destination. It is too early to ascertain if this problem is real or one of perception.

In general, future improvements to the pedestrian network in Maplewood will be incremental, and will consist of identifying and removing specific barriers. Such improvements might include the introduction of traffic signals where none exist, changing the timing of lights to provide pedestrians in the downtown or along Valley Street with more gaps in traffic or more green time, filling in a missing piece of sidewalk, and improving connections to open spaces such as South Mountain Reservation.

5.5 BICYCLE CIRCULATION AND FACILITIES

When the street network of Maplewood was originally laid out, cars were fewer and traveled at generally low speeds, walking was prevalent, and bicycling was generally a leisure activity. Today, cars travel at higher speeds and in higher volumes, resulting in increased congestion and declining air quality. While still seen predominantly as a leisure activity, in light of the problems inherent in sole dependency on the automobile for all of our transportation needs, cycling is being looked to as a potential alternative for purposeful travel. Maplewood, by virtue of its compact size, pedestrian-oriented shopping areas, and diffuse street grid, is well suited for policies which encourage cycling, provided that due attention is given to cyclist safety and the avoidance of bicycle-automobile conflicts.

The Township of Maplewood, through its governing body and its Transportation Committee, has stated its commitment to increasing the use of non-motorized modes for both transportation and recreation, so as to improve the quality of life in Maplewood by increasing transportation options and fostering healthy lifestyles. Bicycle use confers multiple benefits. Bicycles are non-polluting, low cost, require no fossil fuels to be productive, and their manufacture is generally modest in terms of its environmental impacts. Bicycles take up little roadway space, and they can be parked in tight quarters—a bike rack suitable for 10 bikes occupies less area than a single parking space. Moreover, bicycling is a healthy form of exercise. With research into the causes of the nation's current obesity epidemic focusing partly on increasingly sedentary lifestyles, policies to encourage cycling and walking are an important component of a "general wellness" strategy for Maplewood.

With these benefits in mind, Maplewood commissioned the RBA Group, a transportation and planning consulting firm, to prepare a comprehensive report, The Maplewood Bicycle Master Plan, with detailed recommendations for implementation strategies. Key topics from that report are included here, as relevant to the Circulation Element of the Township Master Plan.

The Township of Maplewood has developed this Bicycle Master Plan as part of the Circulation Plan Element. The township is desirous of increasing the use of the non-motor-

ized modes for both transportation and recreation to improve the quality of life in Maplewood by increasing transportation options, and fostering healthy life styles by enabling transportation to play a significant role in the health and well being of its citizens.

The preparation of the Maplewood Bicycle Master Plan was funded by the Robert Wood Johnson Foundation through its "New Jersey Walks & Bikes!" initiative. The aim of the program is to identify replicable best practices for community design that encourage active living. Appropriate community design can foster bicycling as a means of exercise, transportation, and recreation and can be an important component in advancing community health through active living.

Maplewood's roadways are typically between 28 feet and 36 feet in width and most neighborhood streets are lined with mature trees. In addition, many neighborhood streets do not have a centerline stripe and typically allow parking on both sides with some restrictions. Street lighting does exist, but sporadically, and with limited illumination. Maplewood contains two major thoroughfares, Springfield Avenue and Maplewood Avenue, along which are active and growing commercial centers. There are several smaller parks located in the community, but the major recreational facilities are the South Mountain Reservation, Maplecrest Park and Memorial Park.

Maplewood does not currently have any designated on-road bicycle facilities.

There are several parks in Maplewood that have off-road paths. They are generally 6-feet wide—too narrow for comfortable shared use of pedestrian and bicycle traffic. Maplewood's Traffic Code Ordinance #193-1.F, restricts bicycle use along these paths.

Traffic volumes impact the type of bikeway facility that can be provided on roadways. Traffic volume counts were not available at time of publication.

A. RECOMMENDED IMPLEMENTATION STRATEGIES

The following is a very concise summary of the approach recommended in the Maplewood Bicycle Master Plan report.

1. Bikeway Network

The Bicycle Circulation Map, Fig. 5.3, presents the key bicycling corridors in Maplewood. Such corridors provide access to key bicycle origins and destinations in the township such as parks; schools; commercial districts; commuter railway station; municipal facilities, especially those with significant community public traffic; and other community facilities and places of worship, especially those with schools and other outreach programs. These origins, destinations and corridors were developed by the Transportation Committee and refined via an open process that included a public workshop.

These are intended to guide the location and development of a bikeway network throughout Maplewood. Within these corridors, specific roadways and facility types should be selected and implemented through a phased implementation plan. These projects can be

implemented by the township as incidental features of general roadway improvements and maintenance activities. They may also be implemented as independent projects.

Full realization of the bikeway network will involve substantial engineering effort and capital investment over many years. The overriding goals should be:

- Develop and maintain an integrated system of bicycle accommodations throughout Maplewood that links origins and key attractions.
- Ensure that bicycle considerations are an integral part of street design so that lanes and pathways form an integrated network.
- Coordinate and cooperate with surrounding jurisdictions, especially South Orange and Millburn, to create a continuous and interconnected bikeway network.

2. Administrative and Programmatic Efforts

To fully achieve the benefits, a successful bicycle plan must be comprehensive in scope, addressing a broad range of issues and concerns relating to the use of the bicycle for transportation and recreation. The township should consider pursuing the following administrative and programmatic activities in support of bicycling in Maplewood.

- Staff Position for Bicycle/Pedestrian Coordination
  The township should consider the allocation of staff resources to work toward the implementation of all facets of the plan. While this function could be carried out by the Transportation Committee and/or other volunteers with official status, there will be greater likelihood of success if a municipal staff person is assigned as the Maplewood Bicycle (and Pedestrian) Coordinator.

- Bicycle Safety and Effective Cycling Education Program
  Educating residents so as to be able to bicycle safely and with a sense of security will be greatly enhanced by appropriate safety education and effective cycling programs. This program must include elements that are directed to children and adults, bicyclists and motorists. A successful program will involve coordination and cooperation with the schools and other community organizations that can reach the public and offer viable opportunities for training and building awareness.

- Bicycling Encouragement Program
  In addition to formal training, a variety of marketing and outreach activities will enhance long-term implementation efforts. People do not generally become avid bicyclists overnight. Those who have ridden infrequently need to be introduced to bicycling by being given opportunities to ride with companions in a supportive environment, such as group excursions within the township.

3. Enforcement and Public Safety Efforts

Various municipal efforts related to public safety, security and zoning and development regulations impact the implementation of a comprehensive bicycling program. The township

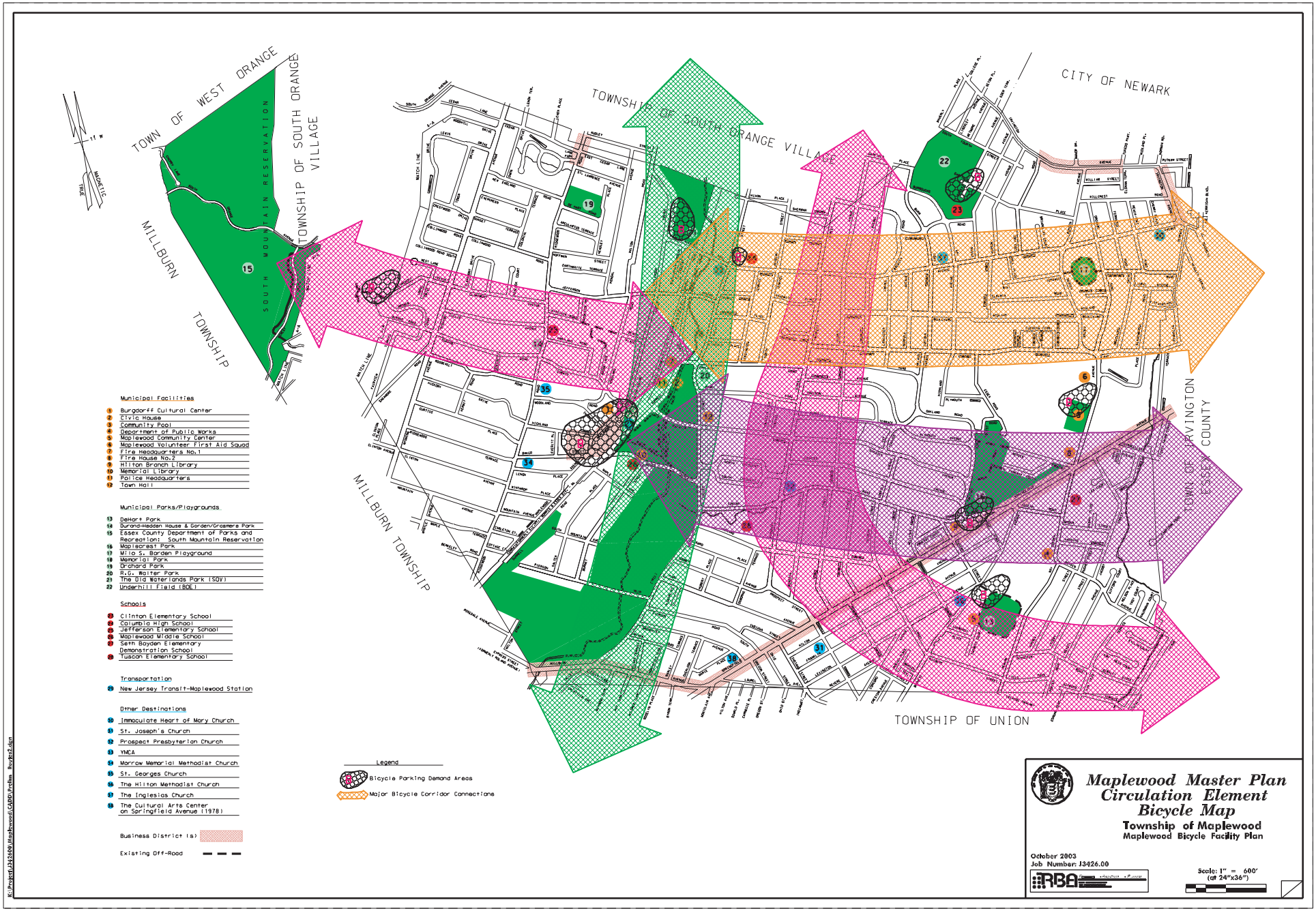

FIGURE 5.3 BICYCLE MAP

should consider the following initiatives in pursuit of a fully developed bicycle program.

- Develop a bicycle parking ordinance that includes a bicycle parking plan and establishes guidelines for bicycle parking devices.
- Install secure bicycle parking facilities at appropriate locations throughout the township
- Providing training to law enforcement staff on bicycle issues and laws related to bicycle enforcement.
- Monitor and analyze patterns of bicycle accidents (bike/auto accidents and those not involving motor vehicles), and develop a focused enforcement effort with the goal of reducing accidents, as well as providing information that it may be used in engineering design to mitigate problems and reduce accident rates.
- Develop an education program targeted for bicyclists who repeatedly violate the law and motorists who transgress bicyclists' rights.
- Develop a bicycle theft prevention program.
- Establish guidelines/requirements for bicycle parking for new development, and incorporate it into the site plan approval process.
- Examine municipal ordinances, rules and regulations with regard to the regulation of bicycle use, and propose revisions where such regulations are outdated and/or bicycle use is unnecessarily restricted.

Chapter 6
Utility Plan

6.1 STORM SEWER

The collection and disposition of stormwater runoff in the Township of Maplewood is provided for through a municipally-owned system of storm sewers. (This system is separate and apart from sanitary sewers, which collect sewage effluent and transmit it to a regional sewage treatment plant.) The storm sewer system consists of a series of storm drains, pipes and mains which run predominantly under streets or within the public rights-of-way, with inlets and catch basins provided at various points at the curbline of Maplewood's streets. Precipitation in the form of rain or melted snow runs by sheetflow into the streets, along the curbs into the inlets and basins, through the underground pipes and mains, and is discharged into streams such as the East Branch of the Rahway River.

In the mid-1970s, the Maplewood Township Committee, recognizing that the storm sewer system was aging and badly in need of repair, commissioned a townwide evaluation. Completed in 1975 by Killam Engineering, Inc., the study identified four areas within the Township that required remediation: Beach Street, Kensington Terrace, Lewis Drive and Park Road. The study's recommendations remained on the bookshelf for two decades until a series of severe storms and local flooding in 1997 prompted a reevaluation of the Killam study, as well as examination of other areas in the township which suffered damage from the storms.

Storm drainage improvements on Kensington Terrace were the first to be undertaken, and were completed in 1997. Located under single-family homes with scoured inverts, separated joints, tree root collapses and breaks, such piping was repaired. Along Beach Street, some minor repairs along a 200-foot section of piping has ameliorated drainage problems in the area. Increased maintenance along Lewis Drive appears to have solved the drainage problems in this area of the township, as is the case on Park Road.

One area which was not included in the Killam Engineering study was the Wyoming/Jefferson Avenue area. Problems which had surfaced in 1997 reoccurred in 2001, prompting a more thorough investigation and planning of improvements. Many of the pipes in this area run under accessory buildings on single-family lots (such as detached garages), and have become scoured and separated, and no longer adequately connected due to failed wall sections and broken culverts. Approximately 3,500 linear feet of piping is being evaluated. Locations for constructing a new piping system parallel to the existing system and/or retrofitting the existing system, is being undertaken by the engineering firm of Schoor DePalma. The cost to implement these improvements is also being determined. A portion of the capital improvements budget for starting these improvements was set aside by the township in 2003.

An in-house evaluation of the storm sewers on upper Ridgewood Road is being undertaken. Storm drainage is provided in the form of outdated facilities such as open channels and earthen banks. Clearance of vegetation within the stream and along the banks in Washington Park is being undertaken. In some areas the unstabilized banks have slopes of 2 on 1 (i.e. 45% slopes), with homes located close by. The stabilization of such slopes and banks with hard structures may be required to prevent erosion and subsidence.

Another problem receiving attention is the presence of "bubblers"—inlet structures at the leading edge of intersections that are not connected to the stormwater system, but rather connected by a pipe to a storm grate located on a lower corner of the intersection. In a storm situation, water flows into the uphill grate and "bubbles out" of the downhill grate. Approximately seven to ten intersections in the township were identified as being subject to such problems. Improvements have begun; for example, the bubbler on Princeton Street has been remediated. Further work, at a rate of approximately one per year, is planned.

County funding is being sought to study and make improvements to the drainage structures along the East Branch of the Rahway River. Complicating this effort is the fact that approximately three-quarters of the land traversed by the River is on privately-owned land. Nevertheless, vegetated embankments and masonry walls built by the Works Progress Administration in the 1930s which are in poor shape, and undersized culverts which are settling, are in dire need of repair.

In general, however, many of the township's major drainage problems have been addressed or are scheduled to be addressed in the immediate future. This would allow the budgetary allocation for capital improvements in the township to be diverted to address more pressing and long-neglected problems in the sanitary sewer system.

6.2 SANITARY SEWER

Sanitary sewer service is provided to the Township of Maplewood by the Joint Meeting of Essex and Union Counties. All sanitary sewer effluent generated in the township is collected through a system of interconnected municipal mains which flow into the interceptor pipes operated by the Joint Meeting, and is transported to the Decher Secondary

Table 6.1
Wastewater Flows from Municipalities
Served by the Joint Meeting of Essex and Union Counties
(in millions of gallons per day (MGD))

	1996	2016 (projection)
Members of Joint Meeting		
East Orange	2.45	2.42
Hillside	2.56	2.62
Irvington	8.66	8.62
Maplewood	3.38	3.37
Millburn	2.90	2.89
Newark (part)	4.90	4.85
Roselle Park (part)	1.54	1.57
South Orange	2.20	2.19
Summit	3.43	3.48
Union	9.85	9.99
West Orange	6.00	5.97
Subtotal	47.87	47.97
Customers of Joint Meeting		
Berkeley Heights (part)	0.23	0.23
Elizabeth	17.70	18.00
Linden (part)	0.01	0.01
Livingston (part)	0.12	0.12
Orange (part)	0.32	0.32
New Providence	0.93	0.97
Subtotal	19.31	19.65
Total	**67.18**	**67.62**

Wastewater Treatment Facility in Elizabeth, where the wastewater is treated and ultimately discharged into the Arthur Kill. The municipalities served by the Joint Meeting and the flow levels—current and projected—are shown in Table 6.1. As can be seen from Table 6.1, while overall projected flows are anticipated to increase marginally, projected flows from Maplewood are actually projected to decrease slightly from 3.38 million gallons per day (MGD) to 3.37 MGD.

In the 1998 update of the Wastewater Management Plan, the Joint Meeting concluded that the plant has more than enough capacity to serve the member municipalities through 2016. Taking into account residential projections and the expected effluent from commercial and industrial sources, the Plan estimates that the total wastewater flow will remain at approximately 67 million gallons per day (MGD) in 2016. At 67 MGD, the anticipated flows are and will remain well below the treatment plant's capacity of 85 MGD. As a result, no treatment plant expansion would be necessary for many years to come, even if the projections underestimate flows in the future. According to the Joint Meeting, the focus of their activities in future years will be capital maintenance of the facility.

The major trunk sewer lines in the township, which are owned and operated by the Joint Meeting, run parallel to the East Branch of the Rahway River. Due to backflow problems in these lines, the engineering firm of PS&S is currently undertaking a study of the localized impacts of infiltration and backflow along the trunk sewers. The study is anticipated to recommend steps to remediate this problem in the future.

The Township of Maplewood owns and maintains the remaining sewer mains in the township. Due to the age of most of the lines, a series of problems have been detected which undermine the efficacy of the collection system. These problems include breakages by tree roots, separated joints, settlement of connectors, cracks and separations in the connections between the main lines and homes, and infiltration of groundwater and stormwater runoff in the system.
Over the last five to ten years, the township has undertaken a program of repairing and maintaining lines where problems have been detected. In addition, all storm and sanitary

sewer lines are examined by televising the pipes and repaired if necessary, whenever major road reconstruction is undertaken. Even so, the township has not undertaken a comprehensive evaluation or program of repair. Grants received from State agencies, such as the Department of Transportation, cannot be used for sanitary sewer repair or replacement, and local budget constraints have limited the extent to which a coordinated public works project can be launched to address these problems.

If such monies were to become available, the first order of business would be to evaluate the system by televising the pipes (running a remote controlled television camera through the lines). Thereafter, a better estimate of the work needed and budget appropriation required could be made. With the long-term major capital improvements of the township's storm drainage sewers almost complete, the township may be able to channel capital improvement funds into a long-term sanitary sewer improvement program. The areas of the township in greatest need of attention in the immediate future are Fairview Terrace, where pipe failure has been experienced; the lower Elmwood Avenue area, which approximately 6 years ago experienced problems that received minor repairs; and on Boyden Avenue.

6.3 WATER SUPPLY

Potable water is supplied to Maplewood by the New Jersey-American Water (NJAW). Maplewood is served by its Short Hills System which provides water to thirty municipalities in Essex, Morris, Passaic, Somerset and Union Counties. The sources of water provided to these areas include groundwater from the Brunswick Shales, Buried Valley Aquifer and Gneiss Rock Formation and treated filtered surface water from the Canoe Brook reservoir, the Passaic River and the Wanaque Reservoir.

The quality of the water provided to Maplewood is very good. According to the 2002 Annual Water Quality Report, all of the test results conducted for 200 contaminants were well below state and federal maximum allowable levels. However, the distribution system of water mains is aging and may become problematic in the future.

In addition to the public supply of potable water in Maplewood, there are some privately-owned wells in the township. A private well is used by the Maplewood Country Club for watering their golf course, although the club's swimming pool is filled with water from the public supply system. Originally Maplewood's community swimming pool utilized well water. However, concerns about the quality of the water from this source prompted its disconnection, and public water is now being utilized.

6.4 GAS

Natural gas is supplied to the Township via underground piping by Public Service Electric & Gas Company (PSE&G) of New Jersey. PSE&G owns the lines and is responsible for their operation and maintenance. In the past few years, sections of pipes have been known to leak, and even after repair by PSE&G, problems of leakage persist.

A series of pipes in Springfield Avenue that were leaking were repaired, including service studs and joints, and mains and trenches were replaced. Despite this, gas leakages are still detected in this section. In addition, the township is experiencing pressure problems in the gas mains in sections of Boyden Avenue close to the township boundary line.

On many occasions excavation for road or other types of construction expose gas pipes which are found to be leaking, but are not properly repaired. PSE&G has no systematic or comprehensive program for the replacement or repair of its aging system, with the exceptions of the gas main which runs under Springfield Avenue, and the replacement of pipes on Durand Road from Wyoming Avenue to Ridgewood Avenue. As a result, in the foreseeable future, the township will have to rely upon spot repair of leaks that are detected. Without such a more comprehensive evaluation and repair and maintenance program, however, the problems of leakage can be anticipated to persist and possibly worsen.
According to PSE&G the demand for gas is not anticipated to increase significantly in Maplewood in the future.

6.5 ELECTRICAL SERVICE

Electrical power is also provided to Maplewood by PSE&G. The company also owns and is responsible for operating and repairing street lights in the township. PSE&G also owns its own utility poles (not Verizon, who owns the telephone lines), and therefore is also responsible for line clearing of trees and vegetation. Generally problems brought to PSE&G's attention are dealt with efficiently and in a timely manner. The relocation of utility poles or replacement of broken poles is also handled in a fairly expeditious manner. The township also works with PSE&G on retrofitting aged facilities and removing tree branches which impede electrical lines. The only problems experienced recently have been a series of power outages during extremely hot weather, when electrical demands are at their peak.

According to PSE&G the demand for electricity is expected to remain relatively constant in the future.

6.6 TELEPHONE, CABLE TELEVISION

Telephone lines in the township are owned, operated and maintained by Verizon. While lines have generally operated well and are promptly repaired, AT&T has been preparing to put a new regional fiber optic cable through the township along Springfield Avenue. The fiber optic line will originate in Arlington, Virginia and end in Newark, New Jersey, a distance of 338 miles. Easements for the line have been obtained along its route. The First South Utility Construction Company hired by AT&T to install the line all the way through to the City of Newark was set to begin tunneling in December 2001, but is now considering an alternative routing plan. No final determination of the routing plan has been made, and the schedule for construction of this project is not known at this time.

A cellular tower was erected by the Nextel Company on the Department of Public Works site off Boyden Avenue approximately 12 to 15 years ago. Cellular antennas from a num-

ber of wireless communications service providers are arrayed on the tower. Additional cellular antennas providing wireless telephone service are provided within Maplewood. At 180 Borden Avenue, cellular antennas are located on top of the New Jersey Transit office building. It is currently 65 feet high, and is to be extended to 80 feet in the near future. Other cellular antenna locations in Maplewood include: 467 Valley Street (on top of a multifamily residential building); 1640 Springfield Avenue (near Tuscan Road, on top of an office building); 2040 Millburn Avenue (atop an office building); and on top of the Maplewood Theater (the cinema building) in the Village. While cellular service is regarded as reasonable, there are reputed to be service gaps in certain locations in the Township, notably in certain parts of Maplewood Village, and on Springfield Avenue in the vicinity of Yale Street.

Comcast is the cable television provider of service to the entire township. By virtue of the paucity of complaints from residents in the township, service is thought to be satisfactory. Local community groups are permitted to broadcast on the local access cable channel. One such organization, SOMACOM TV, produces community programming with volunteers from the community. They utilize a studio located in Columbia High School. They broadcast on Channel 35, which is also used to broadcast township meetings, as well as high school student programming.

6.7 SOLID WASTE

According to the Essex County Solid Waste Management Plan of 1987, municipalities are responsible for waste collection, and the County is responsible for disposal. In Maplewood, solid waste is collected in the form of "rear yard pick-up." Household trash is not collected by the township. Instead, solid waste from each household is collected by the waste management company chosen by the household. Currently, approximately eighty percent (80%) of the residents contract with Waste Management, a national waste management service provider. Maplewood's solid waste is delivered to the Essex County Recovery Facility in Newark. In the 1980s, the Hackensack Meadowlands Landfill was closed and replaced with the recovery facility.

The Department of Public Works provides curbside pickup of recyclables, tree branches and debris. Once or twice per year there is bulk pickup of large items such as appliances and furniture. Recyclables can also be taken directly to the Department of Public Works.

6.8. MUNICIPALLY-OWNED FACILITIES AND BUILDINGS

The Township of Maplewood owns several facilities and buildings in Maplewood, including: Town Hall; Civic House (which provides after-school and recreation programs); the Maplewood Recreation Center; the Police Department and Fire Department buildings; the main Department of Public Works buildings; the greenhouses behind Town Hall (of which one-third is a nursery for the parks and two-thirds are a community garden with plots leased out to residents for gardening); the Burgdorf Cultural Center; the 1978 Maplewood Arts Center (also known as the "Cater Building," a building housing arts programs); the main

and branch libraries; the First Aid Squad building; the Community Pool and three shelters in township Parks—one each in Memorial, Maplecrest and Orchard Parks.

Municipal buildings are eligible to be repaired or improved with Community Development Block Grant (CDBG) funding. For example, barrier-free ADA (Americans with Disabilities Act) improvements are currently being made to the bathrooms and the exterior entrances into Town Hall with CDBG funds. The same funding source is being used to install elevators in the library. Other improvements that are being undertaken are municipal building roof replacements at a rate of approximately one per year. Removal of underground oil tanks at all municipal facilities, including the cleanup of contamination associated with many of the tanks, and asbestos removal and disposal, has been completed.

6.9 RECOMMENDATIONS

1. ***Implement an ongoing program to monitor and report on the state of the physical infrastructure and public utilities serving Maplewood.***

In the past decade, the township's engineering department has taken the lead in promoting and implementing improvements in the township's roadway infrastructure and in the storm sewer system. However, two broad areas of improvement have fallen behind. The first is the sanitary sewer system, which has not received the attention, maintenance and repair it needs, primarily due to the limits of the township's annual capital improvement budget. (The focus has been on roads and storm sewer.) The second broad area of improvement needed are for utilities which are provided by agencies and authorities outside of the township's jurisdiction—such as the major trunk sanitary sewer lines of the Joint Meeting of Essex and Union Counties, and gas pipelines of PSE&G.

The township should implement an ongoing program to monitor and report on the state of the physical infrastructure and public utilities serving Maplewood. This would be done by the Engineering Department in conjunction with the various public utility providers. The utilities fall into two broad categories:

- Those for which the town is responsible, e.g., roads and storm sewers.
- Those provided by other entities, e.g., power, water, telephone.

Such knowledge will enhance planning for future economic development, and help prevent problems due to breakdown or deterioration of facilities.

Chapter 7
Community Facilities Plan

The township's community facilities—schools, police, fire, first aid squad, Town Hall, libraries and the Department of Public Works—are described below. Their location is shown in Figure 7.1.

7.1 SCHOOLS

A. INTRODUCTION

A school system is one of the cornerstones of any community. Studies have shown that the quality of the schools is the number one consideration influencing where people decide to purchase a home. This holds true even for individuals and couples who are not planning to have children, simply because a quality school system is so closely linked with stable or appreciating property values.

In many suburban communities, the schools sit apart from neighborhoods on large parcels of land. In Maplewood, by contrast, the schools are highly integrated with their surrounding neighborhoods. Many of the schools are located in historic buildings with architecture that would befit a college campus. The schools provide the township with facilities for community meetings (in fact, the workshops for the Master Plan were held at Columbia High School). The schools in Maplewood host many activities sponsored by the township's Department of Recreation and Cultural Affairs in return for use of the some of the township's sports fields. The schools in Maplewood are therefore more than educational facilities, although that is their most important purpose—they are also gathering places and anchors for the community.

The public school system in Maplewood is administered by the Board of Education of the School District of South Orange and Maplewood. It covers kindergarten through the twelfth grade, and includes special education classes. Depending on how the Board of

Education is allocating classroom space in any given year, some students from Maplewood may attend schools in South Orange and vice versa. The high school for the school system is located in Maplewood, although a small facility for high school level special education classes is located in South Orange.

The Board of Education is responsible for its own enrollment projections, as well as short- and long-term facilities planning. To the extent that any future school expansion in Maplewood would occur on existing Board of Education lands, and would be initiated, planned and implemented by the quasi-autonomous Board of Education rather than the Township Committee or Planning Board, in reality there is not much likelihood of any significant impact on the township's land use plan or Master Plan as a result of such an occurrence. Nevertheless, the importance of schools as a central focus of education, recreation and a community's image of itself cannot be understated. The focus of schools in this section of the chapter is primarily to provide an inventory of the existing facilities, and to provide coordination with other planning activities undertaken at the township level.

B. OVERVIEW OF BOARD OF EDUCATION FACILITIES

The Maplewood and South Orange School District has a total of 11 school buildings, six of which are in Maplewood, with the remainder located in South Orange. These facilities are generally old. Of the 11 total school buildings, five were built in 1920 or before, another four were built between 1921 and 1931, and two were built in the 1950's. The most recent school was built in 1954. Most of the school buildings have been added onto over the years. Six schools had additions built during the 1990s. An inventory of Board of Education facilities is provided in Table 7.1.

Although the exact apportionment of grade levels between different school facilities varies based on enrollments in each grade, the school system has six elementary schools in several buildings serving grades K through five, two middle schools (one in each township), and one high school. The elementary schools are smaller, typically 80,000 square feet or less. The middle schools are larger, at 145,000 and 157,000 square feet respectively, while Columbia High School is the largest of all, at over 340,000 square feet.

In addition to school buildings, the Board of Education owns and operates four other facilities. Its administration building is located adjacent to Columbia High School at 525 Academy Street. This building houses the board's administrative offices. School maintenance is housed in a building dating from 1902 adjoining the Old Water Lands at West Parker Avenue. This latter piece of property, while located in Maplewood, is owned by the Township of South Orange. The Board of Education held a 30-year lease on the property that expired in 1999, although it still uses a portion of the Old Water Lands for bus storage. Underhill Field is a complex of sports fields with a quarter-mile track located adjacent to Clinton elementary school, which is used both by the school's intramural sports teams as well as the Seton Hall track team. Associated with Underhill Field is the New Field House on Berkshire Road, which was built in 2000.

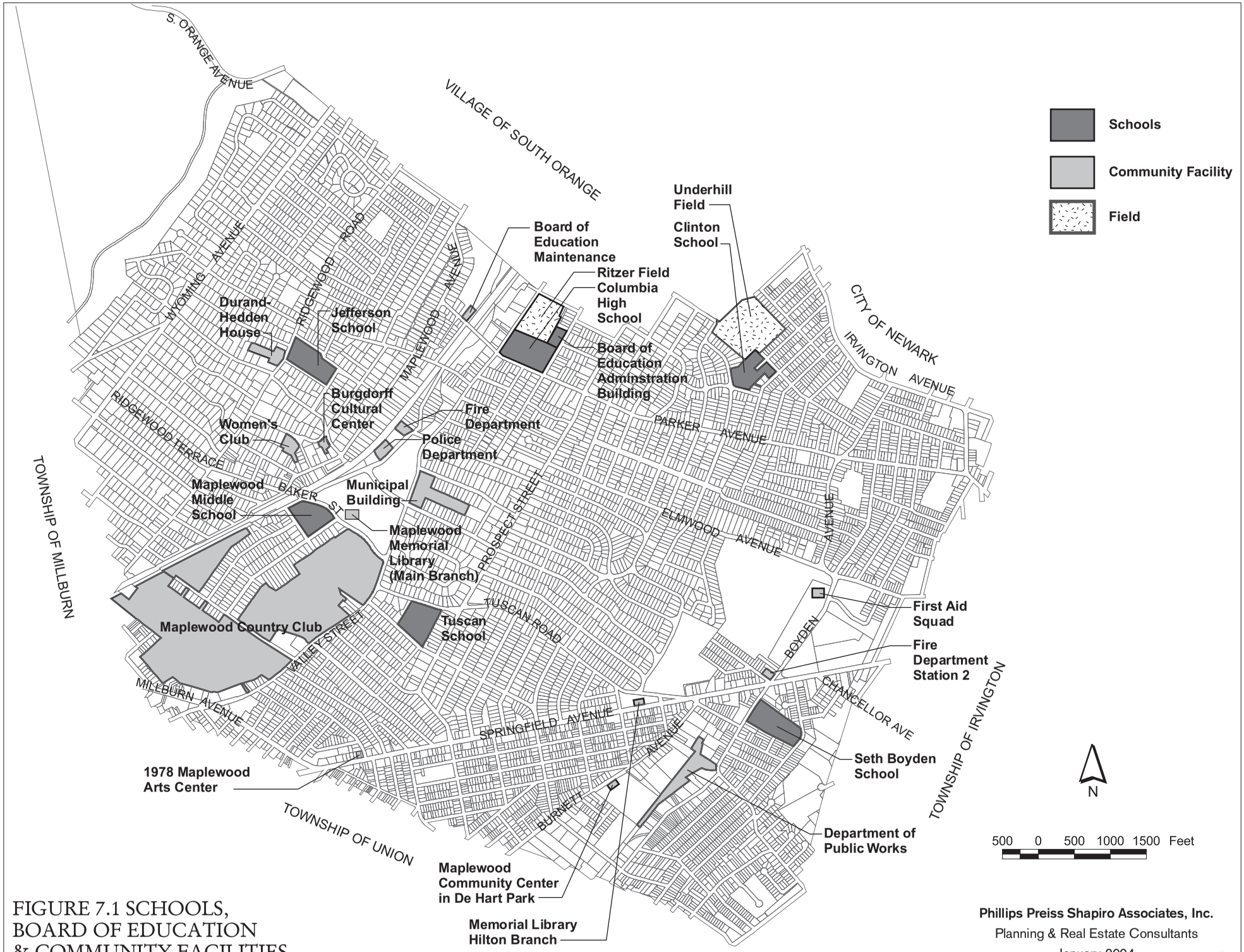

FIGURE 7.1 SCHOOLS, BOARD OF EDUCATION & COMMUNITY FACILITIES

Phillips Preiss Shapiro Associates, Inc.
Planning & Real Estate Consultants
January 2004

Table 7.1
Inventory of Board of Education Facilities

School/Name	Grade Level	Address	Year Built	Most Recent	Portable Buildings	Portable Classrooms Addition	Gross Square Footage
Maplewood School Buildings							
Clinton	K – 5	27 Berkshire Road	1923	1995	2	4	63,071
Seth Boyden	K – 5	274 Boyden Avenue	1920	1992	4	6	80,116
Tuscan	K – 5	25 Harvard Avenue	1921	1996	2	4	67,235
Jefferson	3 – 5	518 Ridgewood Road	1920	1998	0	0	71,293
Maplewood Middle	6 – 8	7 Burnett Street	1902	1967	0	0	144,980
Columbia High	9 – 12	17 Parker Avenue	1926	1968	0	0	341,209
South Orange School Buildings							
South Mountain Annex	K – 1	112 Glenview Road	1952	—	2	0	19,930
Marshall	K – 2	262 Grove Road	1920	1996	2	3	45,286
South Mountain	2 – 5	444 South Orange Avenue	1931	1998	0	0	56,414
South Orange Middle	6 – 8	70 North Ridgewood Road	1954	—	0	0	157,112
Montrose	9 – 12	356 Clark Street	1920	1920	0	0	32,117
Other Board of Education Facilities in Maplewood							
Administration	—	525 Academy Street	1920	—	1	1	27,989
Underhill Field	—	27 Berkshire Road	1920	—	—	—	4,314
Maintenance	—	17 West Parker Avenue	1905	—	—	—	6,596
New Field House	—	27 Berkshire Road	2000	—	—	—	3,156

Source: Board of Education of Maplewood and South Orange

Table 7.2
School Capacity and Projected 2002 – 2003 Enrollments

School Name	Grade Level	Building Capacity	Functional Capacity	Enrollment 2002 – 2003	Percent of Functional Capacity	Excess Students
Maplewood School Buildings						
Clinton	K – 5	483	435	478	110%	43
Seth Borden	K – 5	440	396	541	137%	145
Tuscan	K – 5	575	518	596	115%	78
Jefferson	3 – 5	498	448	429	96%	—
Maplewood Middle	6 – 8	899	670	786	117%	116
Columbia High	9 – 12	2,161	1,663	1,923	116%	260
South Orange School Buildings						
South Mountain Annex	K – 1	154	139	165	119%	26
Marshall	K – 2	476	428	420	98%	—
South Mountain	2 – 5	419	377	372	99%	—
South Orange Middle	6 – 8	943	728	815	112%	87
Montrose	9 – 12	60	48	35	73%	—
TOTAL			**5,850**	**6,560**	**112%**	**710**

Source: Board of Education of Maplewood and South Orange

C. CURRENT AND PROJECTED ENROLLMENT

The Board of Education has a theoretical maximum capacity for each school building. This figure is based on the number of students who could be accommodated given 100 percent utilization of classroom space at all times. The Board of Education has a second set of figures, referred to as "functional capacity," which is a more realistic estimate of school capacity, given each school's scheduling and other constraints. The ratio between the two is approximately 90 percent for the elementary schools, and 75 percent of middle and high schools. The theoretical and functional capacities of each school building are summarized in Table 7.2, along with the anticipated enrollments for the 2002 to 2003 school year.

As the table shows, seven of the school district's eleven schools are operating beyond their functional capacity. Moreover, the school system as a whole is at about 112 percent of its functional capacity. The school with the most severe problem is Seth Boyden Elementary, which will be at 137 percent of its capacity in the 2002/2003 school year. In total, the school system has nearly 700 students above its calculated functional capacity.

In order to meet this need, several of the school buildings are currently supplemented by classrooms located within temporary buildings (or trailers). Seth Boyden, for example, has six classrooms located within portable buildings, as shown in Table 7.1. Other schools with temporary classrooms include Clinton, Tuscan, South Mountain Annex, and Marshall.

Table 7.3 shows the projected enrollments for the next six years, i.e. until the 2006/7 school year, by grade cohort. The K through five cohort is expected to grow modestly, adding 37 students over the time period. By contrast, middle school enrollments are expected to shrink by about 48 students, as the current crop of grade six through eight students move into high school. The high school enrollment shows the biggest increase, adding 170 students over the next six years, with the biggest increases occurring in the next two years. Overall, it is anticipated that the school district will be accommodating 264 more students in the years 2006 to 2007 than it did in the most recent school year.

Increases in school enrollments tend come in bubbles or waves. As the projections detailed above show, the last major bubble of schoolchildren is just now beginning to pass through middle school and into high school. At the same time, a new wave is now beginning to enter kindergarten and the early grades. As this latest wave moves through the school system, it

Table 7.3
Projected School Enrollments (without Special Education)

	K – 5		6 – 8		9 – 12		K – 12	
Year	Number	% Change	Number	% Change	Number	% Change	Number	% Change
2001 – 2	2,874	—	1,522	—	1,852	—	6,248	—
2002 – 3	2,879	0.17%	1,540	1.18%	1,930	4.21%	6,349	1.62%
2003 – 4	2,923	1.53%	1,518	-1.43%	2,034	5.39%	6,475	1.98%
2004 – 5	2,922	-0.03%	1,497	-1.38%	2,055	1.03%	6,474	-0.02%
2005 – 6	2,956	1.16%	1,466	-2.07%	2,099	2.14%	6,521	0.73%
2006 – 7	2,916	-1.35%	1,498	2.18%	2,100	0.05%	6,514	-0.11%

Source: Board of Education of Maplewood and South Orange

can be anticipated that the Board of Education will have to make future modifications to the allocation of grade levels in its buildings in order to adequately accommodate the added school population.

D. FUTURE CAPITAL NEEDS

The foregoing analysis shows that the Maplewood Schools are currently operating above their functional capacity, and that this situation is expected to worsen with increasing enrollments if additional space is not added to the schools. Columbia High School in particular will be particularly cramped if such steps are not taken soon, as is the case in the elementary schools.

As a result of these projections, the Board of Education is planning a number of capital improvements. They will include additions and renovations to several buildings, including Columbia High School, and to Ritzer Field, a sports field located behind Columbia High School. This field is badly deteriorated and a comprehensive refurbishment, including soil supplementation, re-seeding and the installation of a new irrigation system is planned. The Board is also examining other school-related concerns, including improving the drop-off areas around the schools.

Finally, Board of Education policy recognizes that its buildings, particularly the older and more architecturally imposing ones, are important community assets that add value to the neighborhoods in which they are located. The Board of Education has made it clear that their intention is to maintain and enhance the historic and aesthetic value when undertaking renovations of the school buildings and facilities.

E. SHARED RECREATION AND COMMUNITY FACILITIES

As noted in Chapter 8, Recreation and Open Space, the Board of Education and the Maplewood Department of Recreation and Community Affairs have an ongoing agreement to share facilities. The school Athletic Director works closely with the head of Maplewood's Recreation Department to work out arrangements for allowing organized school sports activities to be accommodated on township parks, while at the same time residents of the community and community groups are provided the opportunity to use the school fields and facilities for their activities. The relationship is symbiotic: the school system has the buildings, meeting rooms and indoor gymnasiums that the Recreation Department lacks, and the recreation department has the athletic fields for which the school system does not have sufficient land.

Several school varsity sports, including the women's soccer team, play in various parks in Maplewood. In return, the township uses school facilities for all manner of indoor activities, including concerts, indoor sports such as basketball, wrestling, and volleyball, and other activities such as lifeguard training and a camp for kids. Such activities do place additional demands on the school system's resources, since after-hours activities in the school buildings require overtime for maintenance and security personnel.

While the current situation may not be completely ideal from the perspective of either the

school district or the recreation department, it does have certain advantages for the community as a whole. Specifically, in a town with little undeveloped land, it makes very efficient use of existing resources. Moreover, it is cost effective, since the township does not have to expend scarce capital improvement monies to construct and maintain its own community meeting facilities and indoor gyms, while the school district does not have to acquire additional land nor pay for improvements for additional athletic fields.

7.2 POLICE DEPARTMENT

The headquarters of the Maplewood Police Department is located on Dunnell Road near the train station. The existing building was built in 1930, with an expansion made in 1985. The department currently owns thirty (30) vehicles including trucks and vans, as well as two (2) traffic radar trailers and eight (8) bicycles.

The department currently has 62 sworn officers. In addition, there are sixteen (16) part-time crossing guards, eight (8) civilian dispatchers, two (2) parking enforcement officers, two (2) community service officers and four (4) clerical personnel serving the department.

The Police Department's general responsibilities include providing the community with general safety/security; crime prevention; investigation; enforcement of laws including motor vehicle laws; licensing; traffic patrol; youth counsel service; record dissemination; and traffic evaluation. The department received approximately 38,000 calls in 2002 of which 700 were indexed crimes, which are the more serious crimes. The remainder, 31,000, was non-indexed crimes which consist of simple assaults, accidents and many others.

Crime rates in Maplewood are generally low. However, there is a growing concern for increase in youth gang activities in the township in the last three to five years. The number of loosely organized youth groups as well as organized youth gangs has increased dramatically in Newark and Irvington, and such activities have been evidenced in Maplewood as well. The department is taking active measures in collaboration with other local leaders and police departments to combat gang violence. Auto theft, especially auto headlight theft is another problem that has increased significantly in the last few years.

While the Police Department building located on Dunnell Road is generally in good condition, shortage of space is one of the major existing problems of the department. There are not enough offices to provide for each unit, the storage area is full, and there is no conference room, nor are there female locker/shower rooms in the building. At the same time, the Department is in need of more staff. However, in order to accommodate any additional staff, building would have to be enlarged and updated with modern technology for a more efficient operation. It appears that this would not be possible, and a new headquarters will have to be found or constructed. The Department's future plan includes computerization of its reporting system with wireless connection, introduction of electronic mapping systems, and acquisition of a mobile command post, among others.

The incidence of crime in Maplewood is low compared to a number of communities to

Table 7.4:
Incidences of Crime per 1,000 Residents

	1998	1999	2000
Township of Maplewood	37.9	35.3	25.8
Township of Irvington	96.8	100.6	84.5
City of Newark	91.3	83.8	75.7
Township of Millburn	58.8	53.5	43.6
Village of South Orange	46.2	48.3	45.4
Township of Union	48.6	45.8	41.4
Essex County	66.2	62.6	55.6
New Jersey	37.1	34.2	31.6

which the township is adjacent (see Table 7.4).

In regard to these deficiencies, the Township Committee has decided that the Police Department's needs cannot be met within its current building, and that a new building on a new site is needed. The Committee has also determined that the new building would not only include law enforcement, but criminal justice facilities, including a new municipal court. Further, the Committee has decided that Springfield Avenue is the preferred location for this new Criminal Justice complex. Springfield Avenue, as a focus for revitalization and redevelopment, is a logical choice for a new municipal facility. Moreover, it is a primary thoroughfare and mixed commercial street which would not be negatively impacted by the establishment of a public use such as the Criminal Justice complex.

With plans for the revitalization of Springfield Avenue well underway, and with the Committee's recent decision to investigate the potential of pursuing redevelopment for the Springfield Avenue frontage of a block located between Boyden, Tuscan and Burnett Avenues, the site selection process for a new Criminal Justice building should remain cognizant of the larger economic strategy for the Avenue and the area under consideration for economic development. In this regard, there are two locational criteria which the township should consider in selecting a location for the new building.

- The overall vision for Springfield Avenue is a series of pedestrian shopping nodes interspersed by a more automobile-oriented boulevard environment. Because a Criminal Justice building would not contribute to or foster pedestrian retail opportunities or retail continuity, it should be located outside of those areas identified as pedestrian shopping nodes along Springfield Avenue.
- The purpose of the redevelopment study is to produce a site of sufficient size to accommodate a new, or a series of new commercial uses which could not otherwise be located on Springfield Avenue. Placing the Criminal Justice facility within the redevelopment area may be unnecessary since the acquisition of private property for a public facility does not necessitate a finding of "an area in need of redevelopment" pursuant to New Jersey's Local Housing and Redevelopment Law. In fact, it may undermine the purpose of the redevelopment study by occupying a large portion of the site.

If property sited, a new Criminal Justice complex should have a beneficial land use and economic impact on Springfield Avenue. By enhancing the feeling of security along the avenue, and creating a handsome new public edifice along this highly visible street, the presence of such a new institution may act as a stimulus for other new uses.

7.3 FIRE DEPARTMENT

The headquarters of the Maplewood Fire Department is located on Dunnell Avenue, two buildings to the north of the Police Department building. Built in 1925, the building has gone through some cosmetic renovations since it was built, but never expanded. All of the department's administrative, fire inspection, training, communication, and fire-fighting command operations are conducted in the Headquarters Building.

In addition to the headquarters, there is one substation in Maplewood. Known as Station 2, it is located at the corner of Boyden Avenue and Springfield Avenue. It is a 6-bay facility that was built in 1957. The two stations enable the Fire Department to respond to calls from any part of the Township in less than three minutes.

The Department currently has thirty-nine full time uniformed personnel and two civilians (one secretary and one inspector). From Monday through Friday, a Captain, a Chief, an Inspector, a part-time inspector and a secretary are on duty at the headquarters. All others work on a 24-72 hour workshift, with a minimum of eight men on duty at any time. The eight men include two for the ambulance and two for the truck at the headquarters, and three for the engine at Station 2.

Table 7.5 provides a full listing of all the firefighting apparatus in the department.

Communication appears to be the single greatest deficiency in the Department currently. At present, the Emergency Operating Center (EOC), the backup communication center in case of severe emergencies, is located in the basement of the Town Hall. However, the outdated and poor communication system has resulted in the Department failing the emergency management test two years in a row. The Fire Department strongly suggests that the EOC be relocated to Station 2 for more efficiency, where there is also sufficient space to accommodate an upgraded communication system.

The Maplewood Fire Department has an automatic mutual aid [7]agreement with the Village of South Orange, and a mutual aid agreement[8] with the Township of Irvington. A recent study prepared by Intertech, Inc. points out that the Central Dispatch, which comes out of the Police Department, lacks manpower, and recommends a regionalization of the communication system among the Cities of Orange and East Orange, the Townships of Irvington and Maplewood, with East Orange being in charge of handling dispatching.

7.4 FIRST AID SQUAD

The First Aid Squad's facility is located on Boyden Avenue on the same lot as the Maplewood Community Pool. The building was built in the 1970s and it has not been improved, renovated or expanded since it was built. Structurally it is in fair condition, yet it needs some minor improvements with respect to occasional leaks and electrical problems.

The first floor of the two-story building has an office room, a meeting room and a full kitchen. On the second floor are an office and a bathroom, and two large rooms which are

7. An "automatic mutual aid" agreement is an agreement to respond to <u>any</u> fire regardless of its size.
8. A "mutual aid" agreement is an agreement to respond in case of <u>any large</u> fire.

Table 7.5:
Firefighting Apparatus in Maplewood

	Headquarters	Station 2	Total
Engines	1	1	2
Reserve Engines	0	1	1
Ladder Trucks	1	0	1
Ambulance	1	0	1
Reserve Ambulance	1	0	1
Fire Prevention Vehicles	2	0	2
Utility Vehicle	1	0	1
Staff Vehicle	1	0	1
Total	**8**	**2**	**10**

Source: Maplewood Fire Department, June, 2002

used for the staff to rest. The Squad has two ambulances, two defibrillators and some oxygen tanks, which are accommodated in the garage. The two ambulances are ten to twelve years old and are in need of replacement.

Maplewood's First Aid Squad is run by all volunteer members. The Squad currently has twenty active members, four probational members who are not allowed to drive by themselves, and three emergency members. Of twenty-seven members, twelve are women. Due to the limited crew members, the First Aid Squad is on duty only on weekday evenings, usually from 6 PM to noon or earlier the next day, depending on the day of the week. The Fire Department covers for the First Aid Squad on weekends and afternoons when no crews are on duty.

The dispatcher for the First Aid Squad is the Cencom Division for Emergency Medical Dispatch Services, which is located at Overlook Hospital in Summit, New Jersey. The Squad has mutual aid agreements with the Townships of Millburn and South Orange. In the case neither is available, the First Aid Squad of the Township of West Orange or other paid emergency servers are contacted.

7.5 TOWN HALL (MUNICIPAL BUILDING)

The Maplewood Town Hall is located on a 4.1 acre site on Valley Street overlooking Memorial Park. Town Hall is a handsome two-story building built in 1932 with a total floor area of 11,900 square feet. No major renovations have been done since it was built. A parking lot with 41 parking spaces is located to the rear of the building which is accessible from Park Road; there are nine additional on-street parking spaces on Valley Street.

The first floor of Town Hall contains the offices of the Township Clerk, the Assessor, Board of Health, Finance Department, Tax Collection, Welfare and the Administrator. There is also a small conference room and a large committee room on the first floor. The latter is used for public hearings and large meetings. The sound system in the large committee room is in need of improvement as poor acoustics are currently causing communication problems when meetings are held. The Engineering Department and the Building Department occupy the second floor of Town Hall. The basement of the building is mainly used as storage space.

At present, there are three major deficiencies with respect to this building: a shortage of parking space, a shortage of space for storing records and files, and the poor efficiency of the current heating, ventilating and air conditioning (HVAC) system. Due to the high ceiling of the building, the energy efficiency of the HVAC is relatively low. The township is currently exploring a number of options with respect to improving this situation. The

building is also in need of additional parking spaces. Sometimes when public meetings are held, the off-street parking spaces to the rear of Town Hall and the designated spaces in front of Town Hall also fill up, occasionally causing illegal or double-parking on Valley Street and on the side streets. To the rear of Town Hall, adjacent to the 41 existing designated spaces, is a level area of lawn and open space. The parking lot could potentially be expanded into this lawn area adjacent to the parking lot. With respect to the lack of storage space, one potential solution is to rent off-site storage space for older records and files. This might also free up additional space for staff offices and functions which are currently somewhat cramped and overcrowded.

7.6 LIBRARY

Maplewood Memorial Library system consists of the Main Library and the Hilton Branch Library. The Main Library is located on Baker Street, across from the Maplewood Middle School at the southwesterly end of Memorial Park. The Hilton Branch Library is located on Springfield Avenue, between Vermont Street and Tuscan Street near Maplecrest Park.

The Main Library is a two story building originally built in 1955 and expanded in 1968. It is located on a 1.2 acre site with approximately 21,000 square feet of floor area. Its facilities include stack areas for both adults and children and 4 meeting rooms, which are open to public, and non-public areas including staff offices and a storage room. The entire library was computerized in 2001, and has installed 40 computers with internet access available to the public. The library offers a variety of programs; story hours, children's crafts, films and lectures to community groups, art and craft exhibits, and musical presentations. Twenty-five to thirty percent of all the programs are intended for children of all ages.

Twenty-two parking spaces are available to the users of the Main Library and are located to the side of the building. On-street parking in front of the library is restricted to 30 minutes per visit. A shortage of parking has become a major issue for this library.

The Hilton branch of the library was built in 1958. A one-story building is located on this 2.5 acre site. The building has 7,000 square feet of floor area. Its facilities include stack areas for both adults and children, and 2 meeting rooms. It is equipped with 14 computers. The building is partially used as a clinic by the Health Department for its senior citizen clinic and well-baby clinic programs, as well as a police substation. In addition to the programs that are offered at the main library, the Hilton Branch also has a Chess Club for children and an English as a Second Language (ESL) program, both popular programs. The ESL program is run by the South Orange Maplewood Adult School, the oldest adult school in New Jersey.

There are 85,000 volumes in the Main Library's collection and 35,000 volumes at the Hilton Branch, for a total of 120,000 volumes combined. The average annual circulation for both library facilities combined is 225,000.

7.7 DEPARTMENT OF PUBLIC WORKS

The responsibilities of the Maplewood Department of Public Works (DPW) include the maintenance of roads, sewers, sidewalks, shade trees, public buildings and township-owned vehicles. Its facility, built in 1979, is located at 359 Boyden Avenue. The main garage is approximately 13,000 square feet in size and is used for office space, storage of equipment and a shop for mechanical and electrical repairs. While the building is in relatively good condition, a shortage of space is a major issue at present. An expansion plan of the facility to accommodate seven Jitney buses and the recycling collection center, which were not part of the DPW's responsibilities when the facility was originally built, is currently being drawn up.

Table 7.6:
Inventory of DPW Equipment

Type of Vehicle	Number
5-yard dump	7
2-yard dump	5
Aerial bucket truck	2
Van	2-3
Pick-up truck	5
Wheel loader	1
MAC roller	1
Sweeper	1

Source: Township of Maplewood, Department of Public Works

An inventory of the equipment utilized by the DPW is listed in Table 7.6. Some of the trucks in the inventory are fairly old with high mileage, and will need to be replaced in the near future.

Maplewood prides itself on its extensive road repair program. About 100 tons of asphalt waste is being disposed of every day, compared with 6 to 10 tons on average that a town the size of Maplewood typically generates.

7.8 OTHER COMMUNITY FACILITIES

In addition to those community facilities provided directly by the township to its residents discussed in the chapter above, there are five additional facilities which serve the residents of Maplewood, which are described below.

A. BURGDORF CULTURAL CENTER

Conveniently located at the corner of Durand Road and Woodland Road close to the Village, the Burgdorf Cultural Center is the center of performing arts in Maplewood. The building was donated to the township in 1988. The Center offers a variety of cultural activities and performances each season which runs from September through June. While providing an invaluable service to the township's cultural life, the heating system and bathrooms are old, and need upgrading. The building also needs to improve accessibility for the handicapped.

B. DURAND-HEDDEN HOUSE

The Durand-Hedden House, an historic house museum representing the early history and architecture of Maplewood, is located at 523 Ridgewood Road. It is located on two acres of the original plantation that was part of a 72-acre tract of land acquired by Ebenezer Hedden before 1740. Around 1790, his son, Obadiah Hedden, built a modest side-hall farmhouse, now the southern half of the present house. In 1812, the house was sold to watchmaker

Henry Durand, who was part of the large Durand family born and raised in a neighboring house to the south. Among his
siblings was Hudson River School artist Asher Brown Durand, whose paintings are in most of the major American museums. The northern half of the house was built in the mid-19th century.

The Township of Maplewood purchased the house and grounds in 1977. The Durand-Hedden House and Garden Association was established in 1979 to manage the house and grounds, and has spent the ensuing 25 years restoring the property and offering multifaceted historical and educational programs to schools and the community. The House is located within Grasmere Park, named after Robert Grasmere, Maplewood's mayor at that time, whose efforts helped to save the House and property.

C. 1978 MAPLEWOOD ARTS CENTER

A small building at 1978 Springfield Avenue was recently donated to the township, and now serves as an art center offering classes, display space, meeting rooms, and other programs.

D. MAPLEWOOD WOMEN'S CLUB

Maplewood women's club is a volunteer service organization whose mission is to "bring women together for mutual health, fellowship and service to the community and to consider and support charitable, educational, health and scientific organizations." The Maplewood Women's Club activities support the arts, promote the preservation of natural resources, promote education, and encourage healthy lifestyles and civic involvement. The Club was established in 1916. The building which houses the club was built in 1930, and is located in a quiet setting in the Village at 60 Woodland Road, surrounded by tall trees. The building is rented out for church services on Wednesdays and Sundays, and is occasionally used for weddings and concerts. The Club benefits from its membership of over 200, including an evening club for women who work and a junior club for women under 40. The club also hosts fundraising events throughout the year.

E. YMCA

The South Mountain YMCA was established in 1970 through the efforts of a group of parents in the area. This indoor recreational and community center facility is located in the center of the Township on Jefferson and Parker Avenues. Its programs include: youth sports (in-line skating, in-line hockey, basketball, soccer, tennis, karate, preschool sports), gymnastics, enrichment programs (music, dance, art, science, cooking and drama), summer camps, and adult recreation. A 20,000 square feet child care center was recently added.

7.9 RECOMMENDATIONS

1. *Develop a comprehensive vision and plan for community facilities, irrespective of jurisdiction or ownership, and separate from any subsequent plans for implementation.*

Public facilities are under the jurisdiction of multiple Township Departments, including Recreation and Cultural Affairs, Public Works, and the Police and Fire Departments. Extra-municipal government entities such as the Board of Education, the Township of South Orange and Essex County also own and/or manage community facilities and public lands within Maplewood. There are also quasi-public and private entities that operate community facilities, such as the YMCA. A coordinated strategy for addressing the future disposition and use of public facilities is clearly needed.

Such a strategy would accomplish two key objectives. First, it would facilitate operational planning among municipal departments, including improvements and maintenance to parks and municipal buildings. Second it would promote partnerships and joint ventures with other governmental bodies and organizations, including the Board of Education, Village of South Orange, South Mountain YMCA, and the Women's Club.

2. ***Form an ad hoc task force to review the disposition of the existing police station site on Dunnell Road.***

It is very likely that the township will build a new police station at a location other than the existing site on Dunnell Road. This will leave the Dunnell Road site available to either satisfy a municipal purpose, or to be sold to create a new economic development opportunity. An ad hoc taskforce—consisting of public officials, township staff, and citizens—should be formed to thoroughly review the disposition of this property, recognizing that it represents a rare opportunity to either enhance municipal facilities or attract new development. At the same time, the task force should seriously consider the historic preservation aspects of the existing police station building and its site near Memorial Park. Amongst the options to be considered would be the possible preservation of the building and the feasibility of an adaptive reuse. The task force's work may be supplemented by professional planning and engineering expertise as needed.

Chapter 8
Open Space and Recreation Plan

8.1 INTRODUCTION

Maplewood is fortunate to possess an open space network that, while modest in size, is of high-quality and offers a variety of recreational activities. The township's recreational facilities include three large parks featuring a sports field, tennis and basketball courts; several smaller community parks and playgrounds; and an outdoor swimming pool. Maplewood's parks and recreation facilities are generally well-integrated into the fabric of the surrounding neighborhoods, and are reachable both by car and on foot from adjacent residential areas.

Maplewood's parks are popular and are used not only by residents, but also by organized sporting groups as well as the Board of Education. As a result, the parks and their sports fields suffer somewhat from overuse. Moreover, park expansion is constrained by a lack of available, undeveloped land. For the foreseeable future, the township's emphasis will necessarily remain on enhancing the programming and management of existing resources.

Maplewood's parks and recreation programs are managed by the township's Department of Recreation and Cultural Affairs. The department is headquartered in the Civic House in Memorial Park, which also contains a small community meeting room and a larger room used for the kindergarten component of the after-school program.

8.2 EXISTING OPEN SPACE AND RECREATIONAL FACILITIES IN MAPLEWOOD

Maplewood has three large municipal parks (over five acres each), and four smaller parks and playgrounds. These facilities offer a wide variety of outdoor recreational facilities, from tennis courts and ball fields to playground equipment. Maplewood also has a municipal pool, a cultural center, and other assorted community and recreational buildings. Aside from these township facilities, Maplewood also has within its municipal boundaries a por-

tion of a large regional county park, South Mountain Reservation. The Department of Recreation and Cultural Affairs also oversees two cultural facilities—the Burgdorf Cultural Center and the 1978 Maplewood Arts Center. An inventory of Maplewood's park and recreation resources is provided in Table 8.1 and discussed below. Their location is shown in Figure 8.1

1. *South Mountain Reservation* is the largest of Essex County's parks, at 2,047 acres. Of these, about 480 acres are located within the municipal boundaries of Maplewood. Primary access to the park for Maplewood residents is via Crest Drive, with an entrance located at the intersection of South Orange Avenue and Crest Drive. Drivers must travel through South Orange to access the park—there is no other vehicular access points within Maplewood itself, although there is a pedestrian access point located at the end of Claremont Avenue. South Mountain Reservation offers 19 miles of hiking trails, 10 picnic areas, and 27 miles of carriage roads for running, horseback riding and cross-country skiing. It also includes within its boundaries South Mountain Arena, which includes two indoor ice rinks, and the Turtleback Zoo, a small zoo focusing on New Jersey wildlife.

2. *Memorial Park* is the largest of the township's parks, and one of its most recognizable features. It comprises 24 acres and is centrally located within the community between Dunnell and Valley Streets and adjacent to the village center. The park has three lit tennis courts, two basketball courts, a playground, a regulation 90-foot baseball field, two 60-foot softball fields, and three additional smaller fields for tee-ball batting practice. Recreational activities include baseball, softball, tennis, lacrosse, ice-skating, and basketball. Memorial Park is also home to an amphitheater, located near the train station, where outdoor concerts are held in the summer. Memorial Park is more than a recreational resource—it is a community focal point and a visual amenity for the occupants of the many vehicles that traverse Valley Street each day. The Park, along with the Maplewood Country Club, the village center and many historic homes, helps give Maplewood its unique ambience and character.

3. *Maplecrest Park,* at 14.5 acres, is the second largest municipal park in Maplewood. It is located between Oakland Road and Boyden Avenue just north of Springfield Avenue. The park has three tennis courts, three 60-foot children's baseball and adult softball fields, a volleyball court, a playground, and a shelter house with restrooms.

4. *DeHart Recreation Center* is the primary park facility serving the neighborhoods south of Springfield Avenue, including the Hilton neighborhood. The park is located on Burnett Avenue near the intersection of Wellesley Street, and is 7.1 acres in size. The park has two lit combination 90-foot/60-foot baseball/softball fields, one 60-foot softball-only field, two lit tennis courts, a playground, and a walking and jogging path with an exercise course (a par course). The park also has an 8,200 square foot neighborhood center building that includes meeting rooms, craft rooms, administrative offices, and restrooms.

Table 8.1:
Parks and Recreational Facilities in Maplewood

Name	Size (acres)	Location	Facilities
South Mountain Reservation	2,047	South Orange Avenue	19 miles of hiking trails 10 picnic areas 27 miles of carriage roads South Mountain Arena Turtleback Zoo
Memorial Park	24.4	Valley Street	3 lit tennis courts 2 basketball courts 1 playground 1 regulation 90' baseball field 2 60' softball fields 3 smaller fields for tee-ball
Maplecrest Park	15.1	Oakland Road	3 tennis courts 3 60' baseball/softball fields Playground equip Volleyball court Shelter house with restrooms
DeHart Recreational Center	7.1	Burnett Avenue	2 lit combination (90 or 60') baseball/ softball fields 1 60' softball field 2 lit tennis courts Playground equipment Walking & jogging path with par course 2 shuffleboard courts Community building with meeting rooms, kitchen & restrooms
Milo S. Boyden Playground	4.1	Boyden Avenue	1 tennis court 1 60' baseball/softball field Playground equipment Shelter house with restrooms Walking & jogging path
W. M. Orchard Playground	2.5	DeHart Road	Playground equip Shelter house with restrooms 2 tennis courts One basketball half-court
Grasmere Park	2.0	Ridgewood Road	Historic house Herb and flower garden Walking paths, benches
Richard G. Walter Park	1.0	Valley Street	2 tennis courts Small playground Bocci court 2 lit paddle tennis courts
Maplewood Community Pool	—	Boyden Avenue	1 Olympic pool 1 training pool 1 wading pool 1 diving pool with 3 boards and a 3-tiered platform
1978 Maplewood Arts Center	—	Springfield Avenue	1 meeting room

In addition to these larger parks, Maplewood also offers a number of smaller parks and playgrounds. These are surrounded by residential lots, and unlike the major parks, are accessible primarily on foot.

5. The *Milo S. Borden Playground* is located south of Parker Avenue between Boyden Avenue and Orchard Road. This playground is 3.6 acres in size, and has one tennis court, one 60-foot children's baseball/adult softball field, a playground, a shelter house with restrooms, and a walking and jogging path.
6. The *William J. Orchard Playground* is located off of DeHart Road between Ridgewood Road and Headley Place. It is 2.0 acres in size and offers a playground, two tennis courts, and a basketball half-court.
7. *Grasmere Park* is located on Ridgewood Road opposite Jefferson School. It is a 2-acre passive park surrounding the Durand-Hedden House. The park offers walking paths, benches, a meadow, an award-winning herb garden maintained by the Maplewood Garden Club, and flower and vegetable gardens.
8. *Richard Walter Park* is located at the corner of Valley Street and Oakland Road, across the street from Memorial Park. This park is 1.0 acres in size and offers two tennis courts, two aluminum paddle tennis courts, a bocce court and a small children's play area.

In addition to the facilities listed above, there are two other important recreational facilities located within the township. The first is the Maplewood Community Pool, which is located on Boyden Avenue just north of Springfield Avenue. This facility is actually four separate pools: an Olympic pool which is seven feet in depth, at its deepest point, a smaller training pool, a wading pool for young children, and a 16-foot deep diving pool. The diving pool has a one-half meter, a one meter and a three-meter diving board, and a diving platforms at three, six and ten meters in height. The pool also has a bathhouse and a snack bar. As a township-wide attraction, this pool has a large parking lot that fills to near capacity on the busiest days. The volunteer rescue squad is located at the north end of this parking lot. The pool parking lot is also the temporary home of a skate park (for skateboarders and rollerbladers). A location for a more permanent facility in the Township is currently being sought.

The second important recreational facility in the township is a parcel of land in the northern end of the township owned by the Village of South Orange, known either as the Old Water Lands or Chyzowych Field. Until 1999, this parcel was under a thirty-year lease to the Maplewood/South Orange Board of Education. Since the expiration of this lease, no new lease has been executed and the ultimate utilization or disposition of the property is a matter of debate between the two townships and the Board of Education. The parcel is currently used for school bus parking, and contains a soccer field managed by South Orange. Both the Board of Education and the Recreation Department feel that the parcel could be better utilized. It represents one of the last available opportunities for expanding Maplewood's open space and recreation offerings.

The Recreation Department has a close working relationship with Maplewood/South

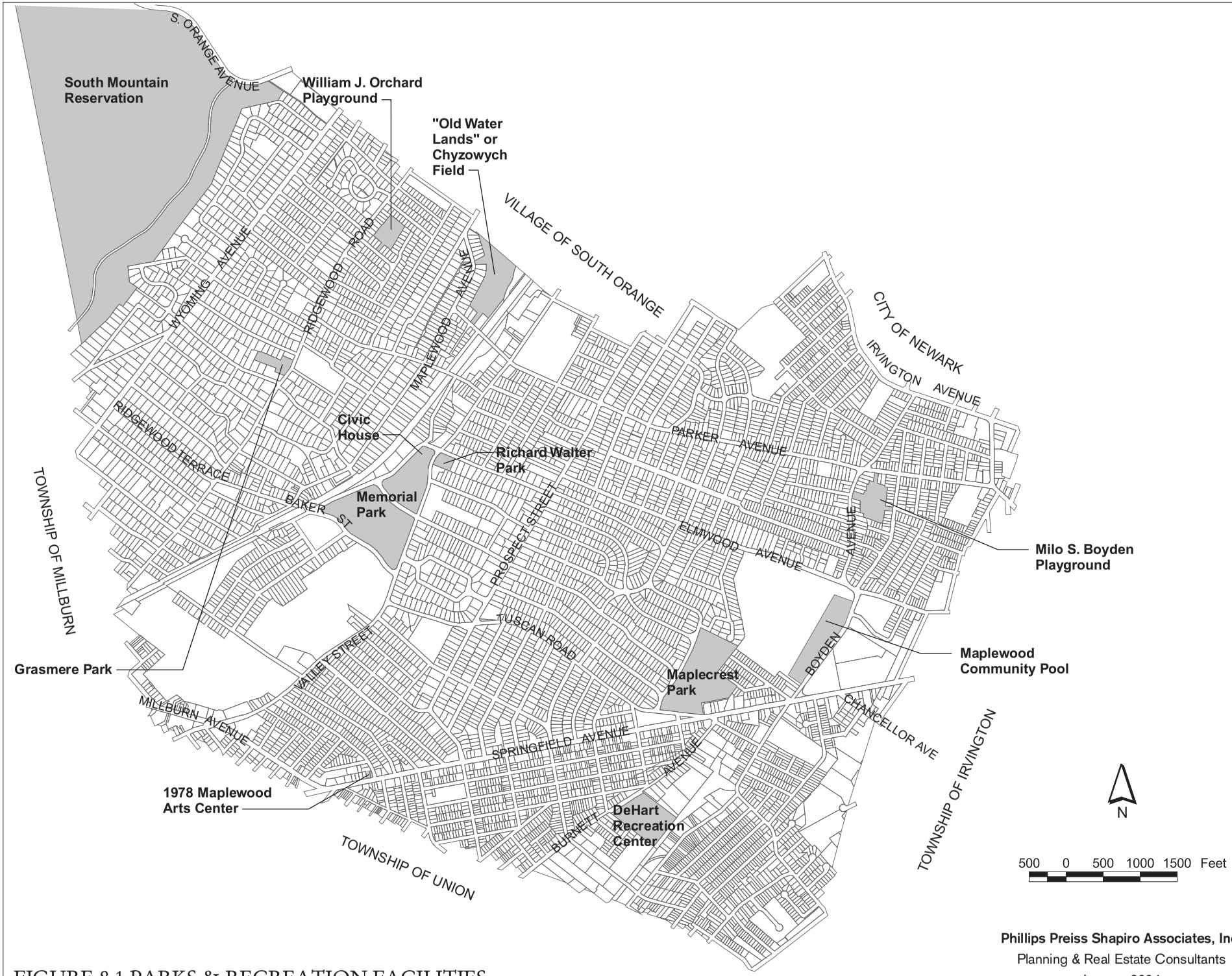

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FIGURE 8.1 PARKS & RECREATION FACILITIES

Orange Board of Education in sharing recreational facilities. The Board of Education makes use of some of the fields in the municipal parks for sports, including varsity woman's field hockey, boy's freshman baseball, and girl's lacrosse. In turn, the Recreation Department uses school facilities for many activities that require the indoor facilities that the township lacks, including basketball, concerts, volleyball, and open gym. The Recreation Department also uses outdoor fields at the schools for certain sports, including lacrosse and softball.

In addition to parks, the Department of Recreation and Cultural Affairs also manages two other community facilities in Maplewood. Cultural affairs programming in Maplewood is centered in the Burgdorf Cultural Center, located on Durand Road. The Burgdorf Center is located in an historic home adjacent to the village center that was donated to the township in 1988. The Cultural Center is home to the Strollers, New Jersey's oldest community theater group, and ArtsMaplewood, which programs a variety of events, concerts and exhibits in the space, including a youth theater workshop. An equity theatrical group, The What Exit? Theater Company, is also based out of the cultural center.

Finally, a small building located at 1978 Springfield Avenue was recently donated to the township. Known as the *1978 Maplewood Arts Center (or Cater House),* this building contains one big meeting room that is used for art shows and art classes.

8.3 EVALUATION OF MAPLEWOOD'S OPEN SPACE AND RECREATIONAL FACILITIES

A. CONDITION OF OPEN SPACE AND FACILITIES

Several buildings and park facilities are in need of repair and improvements. At the DeHart Recreation Center, the community center building needs a new roof. The air conditioning units in this building are also experiencing problems, and may require replacement in the future. The playground at DeHart is scheduled to be replaced and made conforming with the relevant standards for accessibility and safety. Finally, the tennis courts at DeHart need resurfacing, which most likely will occur in 2004 when sufficient funding becomes available.

Several ball fields suffer from drainage problems. In particular, the main ball field in Memorial Park needs attention. The tennis courts in Richard Walter Park need to be reconstructed. In Maplecrest Park, a plan exists to convert the heating system in the shelter house to natural gas. The roof on this building has been recently repaired, but the bathroom facilities need improvement.

In Civic House, where the Department of Recreation and Cultural Affairs is located, asbestos abatement has been completed. This building would also benefit substantially from the installation of a central air conditioning unit. The bathrooms are in need of upgrading, and the building does not meet ADA standards for handicapped accessibility.

The Burgdorf Cultural Center is in need of extensive rehabilitation and improvements to

better accommodate uses which draw large numbers of people. The center is currently un-air-conditioned, limiting its use in the summer. The existing bathrooms are inadequate to handle the theater crowds. There are also fire egress issues behind the theater stage area, and boiler and ventilation issues in the basement.

Finally, the 1978 Maplewood Arts Center, the small cultural arts building located at 1978 Springfield Avenue, needs a new roof.

B. QUANTITY OF OPEN SPACE PROVIDED

Since municipalities and communities differ substantially by location (urban versus suburban versus rural) as well as by size and population density, any industry standard which determines whether the amount of open space provided to a community is sufficient must be utilized cautiously. No one standard really provides a complete and accurate evaluation. There may be vast open spaces in one community which are inaccessible and unimproved; because of its quantity, the community may receive high marks. In another community, the amount of open space may be smaller but very well designed, programmed and utilized. By the same standard of measurement, this community might receive low marks. Nevertheless, it is important to measure the quantity of open space against some nationally-accepted standard as a means of evaluating present conditions and as a gauge for open space planning in the future.

The most widely-utilized national standard is one which was developed by the National Recreation and Park Association (NRPA), which established a standard for park space of 10 acres per 1,000 of population. It is not a hard and fast number, and even the NRPA has begun to move away from fixed standards to a more locally-based approach. Even so, as discussed above, it serves as a useful benchmark for park planning.

Maplewood either greatly exceeds this standard or falls far short, depending on whether the land area of South Mountain Reservation within the municipal borders is included as part of the township's inventory of park space. (The NRPA standard does allow for the inclusion of open space provided on a regional as well as a local level, and undeveloped passive open space is permitted to be included.) With a population of 23,868 people, Maplewood should theoretically have about 239 acres of park space. Adding in the 480 acres in South Mountain Reservation brings the total to 542 acres, well over twice the suggested amount. However, much of South Mountain Reservation is simply woodland with no recreation facilities beyond hiking trails, and thus it may be argued that this area be excluded from the evaluation. Without South Mountain Reservation, there is a total of 64.3 acres in Maplewood, not including the golf course (which is not open to all residents), but including the Old Water Lands, which, while not officially a park, is available for soccer. This is only 27 percent of the amount suggested by the standard. In reality, the overall amount of open space provided in the community is probably sufficient but the amount of land and facilities devoted to active pursuits—sports, playfields, children's playgrounds—is probably insufficient. This is confirmed to a large degree by interviews with township officials and staff, where overutilization is regarded as the single largest impediment to meeting Maplewood's recreational demands.

8.4 RECOMMENDATIONS

1. *Partner with the Village of South Orange to plan for the enhancement and usage of the Old Water Lands Park.*

The Old Water Lands is one of the last opportunities for recreational and park expansion in Maplewood. Owned by the Township of South Orange, the parcel is currently located within a floodplain, and is only partially improved with a soccer field that is subject to flooding. Both Maplewood and South Orange have expressed interest in gaining better recreational usage from it. Discussions should be undertaken to see if a joint venture to improve this recreational resource is feasible and desirable.

Chapter 9
Economic Development

9.1 INTRODUCTION

While the Land Use chapter of the Maplewood Master Plan (Chapter 3) contains the overall land use policy for the township, this chapter is primarily focused on policies that can help support and foster economic activity and growth within the township. The basic inputs into economic activity include land, labor, and capital. While many aspects of economic development—including the regional labor force, the availability of private-sector financing, and market demand—are clearly beyond the control of the municipality, other aspects are under the township's jurisdiction, most notably the zoning regulations which control how much land is available for commercial use, and at what intensity. The township also provides, influences and directs spending for roadway and other physical infrastructure to support business. Moreover, the township can leverage public funding sources to provide assistance with certain capital investments. An example common to many communities is a grant or loan program for facade improvements. Finally, the township can help partner with non-profit organizations that engage in business development, including the Village Alliance, the Springfield Avenue Partnership, and the Chamber of Commerce.

The following chapter begins with an overview of the local economy in Maplewood, focusing on the number of establishments and the number of employees working in the major sectors of the economy. It then provides an overview of the local labor force, which has implications for business site location decisions. It then examines in some detail the corridors and geographic areas where economic activity in Maplewood is located, with a particular emphasis on the four most important areas: Springfield Avenue, the industrial districts, Valley Street, and the village center. Figure 9.1 shows the areas of the township covered in this chapter.

9.2 THE ECONOMIC BASE IN MAPLEWOOD

Maplewood possesses a modest local economy dominated by service and retail businesses.

As of 1999, the latest year from which data are available from the New Jersey Department of Labor, there were 667 business establishments in Maplewood. These only include businesses registered with the Unemployment Security Commission, and therefore do not include many one-person establishments or home-based businesses. Of these business, over half were in the service industry, which includes everything from business services to healthcare to auto repair. Another 16 percent were in the retail sector (see Table 9.1).

These establishments are mostly small in size. Overall, businesses in Maplewood average about 8 employees per establishment. Firms in the transportation, communications and utilities industry tend to be the largest in Maplewood, but even those firms only average twelve employees. With few exceptions, most businesses in Maplewood are small.

There are a total of 5,184 people employed in Maplewood. Of these, about a quarter are employed by local, state or federal government, including New Jersey Transit, which has a large office and operations center in the township. Nearly another third are employed in the service sector, and about 15 percent are employed in retail.

In sum, Maplewood has a rather small employment base relative to its population. This is because the township lacks any large-scale business centers. Its downtown, while successful, is small. Springfield Avenue is dominated by small businesses. The industrial areas offer lim-

Table 9.1
Business Activity in Maplewood, 1999

Sector	Establishments	Percent	Average Annual Employment	Percent	Average Employees per Establishment	Average Annual Wages
Agriculture, forestry, fishing, mining	18	2.7%	43	0.8%	2	$24,154
Construction	48	7.2%	430	8.3%	9	$49,394
Manufacturing	31	4.6%	184	3.5%	6	$36,662
Transportation, communication and utilities	26	3.9%	303	5.8%	12	$57,532
Wholesale trade	52	7.8%	309	6.0%	6	$52,729
Retail trade	107	16.0%	781	15.1%	7	$23,346
Finance, insurance and real estate	40	6.0%	189	3.6%	5	$29,446
Services	345	51.7%	1,689	32.6%	5	$30,951
Government	--	--	1,256	24.2%		$43,629
TOTAL	**667**	**100.0%**	**5,184**	**100.0%**	**8**	

SOURCE: New Jersey Department of Labor

FIGURE 9.1 COMMERCIAL AREAS WITHIN MAPLEWOOD

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ited space. In general Maplewood lacks vacant or underdeveloped sites for any sort of large-scale retail or office development or redevelopment; therefore its employment base is likely to remain small compared with its population, i.e., a predominantly "bedroom community," for the foreseeable future.

9.3 LABOR FORCE AND COMMUTATION

The labor force is defined as the number of people at or over the age of 16 who are either employed, or unemployed and actively looking for work. In Maplewood, there were 12,850 people in the civilian labor force as of the 2000 U.S. Census. This represents 72 percent of the total number of people aged 16 or older, giving Maplewood a Labor Force Participation Rate that exceeds the state average of 64 percent. Of those in the civilian labor force, only 2.8 percent were unemployed in 2000. In sum, a high percentage of Maplewood's working-age population is choosing to work, and most of those seeking work have been successful in finding it.

These figures would suggest that (1) Maplewood should have a higher percentage of two wage-earner households, and (2) Maplewood's households should have higher than average incomes. In fact, Maplewood's median household income, at $79,637, is 44 percent higher than the state median, and 64 percent of the female work-age population is in the labor force, compared with the state figure of 58 percent. As another positive economic side effect, Maplewood's poverty rate is significantly lower than the state's, at 4.4 percent for individuals in Maplewood compared with the state average of 8.7 percent.

Maplewood's labor force is also highly educated. Of people aged 25 years or older, nearly a quarter, or 22 percent, have a graduate or professional degree. Another 29 percent have a bachelor's degree, meaning that well over half of the labor force is college-educated. Only a little over nine percent lack at least a high school diploma. This compares favorably with state averages, where nearly 18 percent of the 25 and over population lacks a high school degree, and only 30 percent have a college degree.

As would be suggested by Maplewood's high incomes and educational attainment rates, most workers in Maplewood are employed in professional and office occupations. According to the 2000 Census, over 50 percent of Maplewood workers were employed in management, professional and related occupations, and over 26 percent were employed in sales and administrative occupations.

Since Maplewood's employed labor force numbers 12,350, and the total employment in Maplewood is 5,184, this suggests that at least 7,166 of Maplewood's workers, or 58 percent, must commute outside of the township to work. Actually, the level of out-commutation is certainly much higher. Although data from the 2000 Census is not yet available, in 1990, 87 percent of workers living in Maplewood worked somewhere else. If the same figure held true today, approximately 1,600 of Maplewood's workers would be working in the township, meaning that about 3,600 people would be commuting into Maplewood to hold the remainder of its jobs.

The fact that over 21 percent of Maplewood's workers commuted via public transportation in 2000 suggests that a significant number work in transit-accessible locations, primarily Manhattan, but possibly including local centers such as Newark and MetroPark. Meanwhile, only 1.7 percent of people walked to work, although 5.7 percent worked out of their homes. Mean commuting times for Maplewood workers, at about 35 minutes, are slightly longer than the state averages.

The data has several implications for economic development in Maplewood:

- The high incomes in Maplewood create strong demand for retail goods and services. Total income in Maplewood was close to $880 million in 2000. Since approximately one-third of income is typically spent on retail, and the average retailer does about $300 per square foot in sales per year, Maplewood's residents can support about one million square feet of retail space.
- The significant number of professionals in Maplewood creates the potential demand for professional office space, particularly for those who would like to work closer to home, either full- or part-time.
- A large percentage of Maplewood's wage-earners are highly educated and business-savvy. They represent an important resource for all manner of economic development initiatives, including small business counseling and technical assistance to new entrepreneurs.

9.4 ECONOMIC DEVELOPMENT CAPACITY

In Maplewood, there are a variety of entities involved in economic development beyond the municipal government. There are two Special Improvement Districts in Maplewood, one for Springfield Avenue, another for Maplewood Village. Each is responsible for promoting and enhancing their respective target areas. Maplewood also has an active Chamber of Commerce. Finally, there is a Economic Development Advisory Committee that studies economic development issues in the township and makes recommendations for policy changes. This committee was created by a township ordinance. Its volunteer members are appointed by the Township Council, and contains representation from various groups, including the two SIDs, the Chamber, and the planning board.

As is typical in local government in New Jersey, the township has no official economic development department or staff position. Yet, the township remains a key player in economic development, since the municipal government has unique powers with regard to shaping and encouraging development. For example, the township's planning board has the ability to prepare (or have prepared on its behalf) a master plan, including an economic plan element, which can then form the policy basis whereby the Township Committee can revise and amend the township's zoning ordinance. The municipal government also controls important sources of funding, and has the ability to solicit grant funds for transportation improvements, business development loans and grant programs, and other economic development-related programs. If considered necessary or desirable, the township could utilize other powers that it heretofore has chosen not to exercise, such as the ability to grant

tax abatements and other incentives to attract business. Naturally, since these would come at a cost to the taxpayer, such measures are resorted to only in times of perceived distress or to redress a particular circumstance which is having an acute impact on the community's economic health.

There are also two non-profit organizations that manage the township's two Special Improvement Districts, or SIDs. A SID typically involves a special assessment on commercial property (over and above normal property taxes), which is used to fund additional services beyond those typically provided by local government and targeted towards the assessment area. Typical services covered by a SID include extra sanitation and security; organizing special events; promotion and marketing; and business development and recruitment.

The SID covering Maplewood Village is managed by the Village Alliance. The Village Alliance has been instrumental in helping the downtown capitalize on its historic charm, and enhancing its appeal as a place to shop, dine out, and socialize. The Alliance is an advocate for the downtown merchants on issues that affect them, and also helps promote businesses through special events, promotional activities, and on its web site. The Alliance's various committees—the Clean & Safe, Parking, Marketing, Promotions and Design Committees—meet regularly to discuss problems that need attention, formulate possible solutions and implement changes.

The Springfield Avenue SID is managed by the Springfield Avenue Partnership. Originally formed as a grass roots organization in 1995, the Partnership became an official non-profit organization in 1996. From 1997 to 1999, the major focus was on cleanup and beautification, as well as building facades and parking. In 2000, a steady stream of funding for the Partnership was secured by designating Springfield Avenue a Special Improvement District (SID). Since then, the extra assessment on commercial property has been used to fund the Partnership's activities. The executive director of the Partnership is a full-time employee.

The Springfield Avenue Partnership has expanded its role to a variety of promotional and economic development activities. As an advocate for the Avenue, the Partnership attends planning board and board of adjustment hearings to provide input on issues that effect the Avenue. The Partnership administers facade improvement grants funded from a special Maplewood credit card (funds from this card also go to the Village). The Partnership also organizes special events, including a farmers market, and is in charge of decorating the Avenue for the holidays. The Partnership has also begun to get actively involved in business recruitment, consulting with business owners about expansion or improvement plans, recruitment of tenants for available vacant space, and fielding calls from interested businesses and developers.

The Maplewood Chamber of Commerce has a membership of 150. Most of these members are located within Maplewood, although some businesses located in neighboring communities that nonetheless have strong ties to Maplewood are also members. Most of the membership is composed of small businesses, although most of the major banks with branches in Maplewood are also members. The Chamber provides services to its members, including

negotiating special discounts from suppliers and long-distance carriers; publishing a monthly newsletter; and sponsoring monthly meetings with featured speakers. The Chamber also helps sponsor, in conjunction with the Village Alliance, special events that bring people to Maplewood Village, ranging from the Halloween Parade, to the Christmas Carol-themed Dickens Village, to a bicycle criterion that attracts international competitors.

The Maplewood Economic Development Advisory Committee is a volunteer-based advisory body convened by the Township to study and address economic development issues. To this end, the committee has compiled a database of commercial property in the township to serve as a starting point to placing economic development on a more data-driven foundation. For example, the research conducted by the committee has shown that about half of Maplewood's businesses own their own space, meaning that strategies which help business owners upgrade their building facades might be particularly effective in Maplewood. The Committee is also investigating conditions in Maplewood's industrial areas, and has worked closely with the Master Plan subcommittee with respect to formulating recommendations for the Master Plan.

9.5 ECONOMIC DEVELOPMENT CORRIDORS AND GEOGRAPHIC AREAS

The vast majority of economic activity in Maplewood is located in three key geographic areas. The largest commercial corridor is Springfield Avenue, which was the primary focus of the township's last economic development plan (completed in 1999). The second largest commercial area, in terms of land area, is the township's industrial area located between Burnett Avenue and Newark Way, combined with the portions of Olympic Industrial Park located within Maplewood. The third largest is the village center.

Beyond these three major areas, there are a number of smaller yet still significant commercial nodes. One is located along Millburn Avenue, especially at the intersection with Valley Street. While Millburn Avenue functions as an extension of Springfield Avenue, it tends to be more oriented toward office use. Another commercial concentration is located along Valley Street north of Oakland Avenue. This area is home to a variety of small retail and office uses. Finally, there is a neighborhood commercial node located at the intersection of Irvington and Parker Avenues. This modest node actually spills across three municipalities, specifically Newark and Irvington, in addition to Maplewood.

A discussion of each of these commercial areas in perceived order of importance follows. The discussion focuses on the specific physical characteristics of each area, and the relevant market issues. The analysis relies on the prior 1999 Economic Development Study for much of the data, particularly for Springfield Avenue, but supplements that data with the more recent land use surveys undertaken for this Master Plan.

A. SPRINGFIELD AVENUE

Any business that relies on visibility to make its presence known to customers—particularly retail and service-oriented establishments—benefits from a location along a busy traffic artery. As the most heavily used roadway in Maplewood, Springfield Avenue should there-

fore be the highest-value retail street. However, for a number of reasons, this is simply not the case. Springfield Avenue is instead struggling with a number of issues. While conditions vary along the corridor, these issues in general include poor image, a lack of visual appeal and amenity, an aging building stock, a shortage of parking, and a property base composed mainly of small and shallow lots that make assembling land for new development or redevelopment very difficult.

This section examines the current issues on Springfield Avenue, and the basis for a strategy to address those issues. A basic conclusion is that although serious issues face Springfield Avenue, there is much cause for optimism. Looking strictly at the bottom line, Maplewood is a community with substantial buying power, most of which unfortunately is expended outside of the Township. There is more than enough potential market support for a thriving retail sector on Springfield Avenue, if the image, appearance and physical issues can be addressed.

1. Existing Conditions

Springfield Avenue is a long commercial corridor with a mix of auto-related, retail, service, and other commercial uses. The Avenue itself is a major traffic artery connecting Maplewood with Millburn and Interstate 78 to the southwest, and Irvington and Newark to the northeast. Although not particularly wide by traffic artery standards, Springfield Avenue is the busiest and the second widest street in Maplewood, and has therefore been perceived as a physical and psychological barrier between the neighborhoods on either side. Springfield Avenue runs in a nearly straight line all the way from the Township of Springfield to downtown Newark. At one time a trolley line ran the length of the street. People walked from the surrounding neighborhood to take the streetcar, and when they returned, they patronized the shops along Springfield Avenue before heading home. Moreover, people would also walk from the adjacent neighborhoods to shop on the Avenue. Like many streetcar streets, Springfield Avenue was developed with stores lining almost its entire length, from Newark to Springfield. These stores were located at the front lot line of their properties, both so that their wares and window displays would be clearly visible to passing pedestrians and trolley riders, and so that people could move easily from store to store on the street's sidewalks. In order to generate extra income, upper floors consisting of either office space or residential apartments often were built above the retail space. During its heyday, Springfield Avenue was bustling and thriving.

The post-World War II period saw the demise of the streetcars and a rapid rise in automotive ownership and use. It also gave rise to a new form of retailing, originally called the drive-in market, but now referred to as either a strip mall (if small), or a shopping center (if big). The first innovation of the new retailing form was the presence of an on-site parking lot. Moreover, as retailing began to be dominated by chains carrying a standardized array of goods, it was no longer necessary to lure customers with window and merchandise displays. Instead, the store's name and sign became the major draw. Having visible available parking became more important than the visibility of the storefront. This allowed the stores to be set back away from the street, with a parking court in front for the convenience of motorists. This trend coincided with the rise of larger-format retail stores, such as the

modern supermarket. The end result was that new retail development became much more land intensive, typically requiring as much as an acre of land for each 10,000 square feet of retail use.

On Springfield Avenue, auto-oriented retailing uses began to erode the original main street character of the street. However, the development of larger shopping centers and retail uses was hampered by the small lot sizes and inadequate lot depths on Springfield Avenue. Some larger assemblages of property were created, such as for the automobile dealerships, but most of the new uses tended to be gas stations, repair garages, or freestanding restaurants. As a result, Springfield Avenue today has isolated areas of traditional main street fragmented by auto-related uses and post-war retail developments.

Development along Springfield Avenue lacks cohesion, and dates from two time periods, as discussed in more detail later: the pre-war period, when streetcars dominated the street; and the post-war period, when auto-oriented development became the norm. As a result, Springfield Avenue is not functioning particularly well as a pedestrian-oriented shopping street or as an auto-strip. It has clusters of traditional retail buildings, both one-story and multistory, many of which are architecturally pleasing. However, these nodes are broken up by stretches of gas stations, car dealers, auto-repair shops, and other pedestrian-unfriendly uses.

Whereas Maplewood Village functions as a center where people tend to park once and circulate on foot from store to store, people coming to Springfield Avenue people are generally there to visit one particular businesses. This creates additional pressures for parking, and makes it difficult for certain types of retail uses that rely on the presence of an anchor to thrive. As a result, the business mix on Springfield Avenue has tended towards either convenience-oriented uses geared towards impulse shopping by pass-by traffic, or destination uses that provide a particular good or service that people typically seek out by consulting their local yellow pages.

The business mix along Springfield Avenue includes several auto-related uses including three car dealers, two repair garages and three gas stations. Dining options tend towards readily prepared, takeout food (not just chains, but also local hot dog stands, delis, and pizza) and diners, although two more upscale restaurants have opened on the street during the past few years, and more restaurants are planned or underway. There are some light, quasi-industrial uses, as well as home improvement stores and service businesses providing paint, carpeting, cabinetry, and hardware. There are also several professional offices, including doctors, veterinarians, accountants, and attorneys. Low-margin service uses are also found, including hair and nail salons. Springfield Avenue has one free-standing drug store and one chain convenience store. The large New Jersey Transit office complex dominates the northeast portion of Springfield Avenue, and is the area's largest employer.

There are also several civic uses on Springfield Avenue. The 1978 Maplewood Arts Center at 1978 Springfield Avenue hosts arts exhibits and classes. The Hilton Branch of the public library is located near the intersection of Tuscan Road. Maplecrest Park also borders

Springfield Avenue near Tuscan Road. There is a post office between Rutgers and Wellesley Streets. These uses provide additional, non-commercial anchors for the Avenue.

Springfield Avenue has long suffered from an image problem. This is partly related to the lack of visual appeal and cohesion along the street. Many of the old buildings are in poor repair. Building facades have not been maintained, and much of the business signage is poorly designed and unappealing. The sidewalks lack street trees, lighting fixtures, and street furniture. According to the Springfield Avenue Partnership, many potential developers are currently driven away by the Avenue's appearance.

In the past year and a half, however, a number of somewhat small incremental improvements to Springfield Avenue have occurred, resulting in a turnover of some marginal uses to higher-quality and stronger retail uses, as well as aesthetic improvements in both building facades and streetscapes. In particular, the area of the Springfield Avenue/Prospect Street intersection has been dramatically improved. An existing pharmacy, a longstanding neighborhood retail anchor that had become somewhat physically tired and outdated, undertook a wholesale renovation. Upper-floor residential apartments have also been renovated and re-tenanted. Other weak and somewhat marginal retail tenants have turned over to stronger retail stores, increasing the quality of shopping and providing for more dynamic activity.

A five-story apartment development has been proposed across the street from the Hilton branch of the Maplewood Library—in the "Orange Mattress" building. The ground floor retail space will be renovated for a new retail tenant. At the Union Township end of Springfield Avenue, a mixed ground floor retail/upper-floor residential development has been approved which will replace an older, solely commercial use. Real estate brokers are reporting increases in rents all along the Avenue and visible signs of store and streetscape renovations can be found throughout. There is a renewed sense of optimism that Springfield Avenue can indeed to be transformed into a vital commercial corridor through both redevelopment efforts by the community and through incremental improvements by existing landowners and tenants.

Over the past two years the Township has commenced a significant effort to improve the public infrastructure along Springfield Avenue. This has focused on streetscape improvements and upgrades to signalized intersections. The streetscape improvements include new sidewalks and curbing, decorative street lighting, landscaping, and stamped pedestrian crossings, as well as drainage improvements and new striping of travel and parking lanes. The work completed to date, known as Phase I, entailed streetscape improvements at the West Gate, to Laurel Avenue; at the East Gate, to Chancellor Avenue; and in the vicinity of the Prospect Street pedestrian node, from Indiana Street to Yale Street. Phase I also included upgrades to the traffic signals at Prospect Street and Yale Street. The cost of Phase I was $3.1 million, and represents approximately one-third of the estimated total for needed completion of such improvements along the full length of Springfield Avenue.

Over 70% of Phase I funding was from outside sources. Primary among these was the

NJDOT Municipal Aid Program, a grant program that utilizes a portion of the New Jersey Transportation Trust Fund to support local governmental improvement projects. Others include the Essex County Community Development Block Grants, whose source is the United States Department of Housing and Urban Development, and the NJDOT Transportation Enhancement Grants, which uses federal funds administered through NJDOT.

When all of these improvements are completed in the next few years, Springfield Avenue and its intersections with cross-streets will have undergone significant physical, functional and aesthetic improvement.

2. Overall Strategies for Springfield Avenue

The most recent economic development study prepared for Maplewood was completed in 1999, and focused on Springfield Avenue. The major thrust of that study was that Springfield Avenue should be converted back to a more pedestrian-oriented, "main street"-style shopping street. This conclusion has been met with both support and skepticism, although many of its recommendations are moving forward. A review of the historical development of Springfield Avenue, however, convincingly argues that the current efforts are on the right track.

To continue to revitalize Springfield Avenue, there are basically two policy choices beyond accepting the status quo. These are as follows:

a. Promote new buildings, and new development along the Avenue, as has been pursued in Union, and as is being undertaken in Newark through a "redevelopment strategy." Redevelopment can be undertaken in two ways: (1) by utilizing New Jersey's Local Housing and Redevelopment Law to declare "an area in need of redevelopment," assemble properties in the area under the control of a single developer and then undertake wholesale redevelopment pursuant to a municipally-adopted Redevelopment Plan; (2) by incentive or overlay zoning, in which the zoning for a particular area allows for a significant increase in intensity so as to provide the private market with sufficient incentive to acquire properties, demolish existing uses and redevelop them with larger scale and more intensive uses. Redevelopment typically involves the assembly of development sites of sufficient size and depth to accommodate new buildings—often accommodating contemporary retail uses such as drugstores, supermarkets, and regional or national chain stores. In Maplewood, such developments would be enhanced by the acquisition and demolition and clearance of residential properties directly behind the existing retail stores, and the encroachment of commercial uses into existing neighborhoods so as to increase the depth necessary to accommodate new uses. However, the community is opposed to significant encroachment of commercial uses into the residential neighborhoods behind them. Revitalization of Springfield Avenue via this strategy will be termed the "redevelopment strategy."

b. Promote rehabilitation and retenanting of existing buildings and sites to more pro-

ductive retail uses so as to the extent practical, return Springfield Avenue to something more closely resembling its pre-war main street character. The improvements necessary would be small and incremental, and would include utilizing on-street parking wherever possible, managing traffic to make the street more pedestrian-friendly, and improving the image and aesthetics of the streetscape. This strategy also implies the need to market individual storefronts to both entrepreneurs and chains, and to work with local property owners to upgrade the appearance of their building facades. Other incremental improvements could include the provision of public parking lots in areas where property is available and at a reasonable cost. Under such a strategy, the street would upgrade slowly yet steadily over time, rather than initially in the short term and then thereafter at intermittent intervals, as a wholesale redevelopment strategy is implemented. This second alternative will be termed the "incremental improvement" strategy.

Utilization of both strategies will be necessary for Springfield Avenue to be revitalized.

3. Physical Strategies for Springfield Avenue

The "main street" approach for Springfield Avenue is not without its difficulties. First, much of the original main street character has been lost, although some concentrations remain. Second, the goal of a "pedestrian-friendly" street has to be balanced against the demands of regional traffic flows, especially since Springfield Avenue is the township's most heavily-used traffic corridor. Lastly, market demand for new development on the Avenue will likely continue to include automobile-centric uses such as takeout eating establishments, automotive gas and service, and other "highway-oriented" uses that cluster on arterial roadways. Thus, this "main street" approach does require a rethinking of both the function and the appearance of the Avenue. Coming out of the 1999 Economic Development Study were a number of recommendations for making Springfield Avenue a more pleasing place to walk and shop. This section revisits those recommendations, many of which are already moving forward under the auspices of the Springfield Avenue Partnership and the township government.

- Traffic Calming: The 1999 Economic Development Plan called for a number of traffic calming modifications to Springfield Avenue including a planted median, curb bump-outs, reduced speed limits, and reduced lane width. The township, in concert with the Springfield Avenue Partnership, has settled on a more modest yet still significant set of roadway modifications. To prevent double-parked vehicles from blocking traffic, the planted median has been replaced with a pavement texture and color which differentiate it from the paved vehicular travelway. This still allows vehicles to maneuver around obstacles if necessary. Likewise, the crosswalks are also being installed in textured and painted pavement rather than pavers, to save on both installation and maintenance costs. Curb bump-outs are being installed at a few select intersections along Springfield Avenue. Additional bumpouts are to be installed at Boyden Avenue and possibly Indiana Avenue in the next year. Future installation of bumpouts will be dependent on road design for the remainder of Springfield Avenue, which has yet to be completed. Such design will take into account the development

that can be attracted from the curb back.

- Landscaping: The 1999 study also divided Springfield Avenue into two types of zones: "nodes" and "boulevard." Each is to receive its own type of urban design treatment as well as zoning (which will be discussed later). The nodes refer to those areas typified by (1) a significant concentration of traditional buildings, (2) existing concentrations of pedestrian activity, and/or (3) areas with a pedestrian-generating use such as the library. The nodes will have the most elaborate landscaping the curb bump-outs, and the location of well-designed and attractive street furniture. The boulevard areas will also be landscaped, but will have fewer pedestrian improvements. Planting and streetscape treatment is already being undertaken along Springfield Avenue in accordance with these recommendations.

- Parking: Adequate parking is particularly important to businesses on Springfield Avenue. Unlike Maplewood Village, which is a destination that people are willing to suffer some degree of inconvenience to access, Springfield Avenue is mostly a convenience-oriented retail street, and is therefore much more sensitive to annoyances like parking difficulties. Although physical constraints are such that there might never be fully sufficient parking on Springfield Avenue to serve all of the commercial development, there are a number of steps that can be taken to improve this situation. One benefit of the new street configuration on Springfield Avenue is that on-street parking has been added to the north side of the street, resulting in nearly twice as much on-street parking as before. It is also possible that some additional shopper parking could be provided on some side streets. In the future, there may be more opportunities for the township to acquire land and provide municipal parking lots, although these will likely be limited. One low-cost improvement would be simply to have better signage and markings directing people to the existing municipal lots, which often have available spaces. Another low-cost alternative is to provide incentives for adjacent uses which now have separate, duplicative access and parking lots, to provide more efficiently laid-out, shared access and shared parking lots.

  With regard to parking policies, a balance must be struck between encouraging increases in the parking supply while not unduly burdening development. One possible zoning solution would employ a three-pronged approach. First, businesses below a certain size threshold occupying an existing building with no parking would be exempt from having to provide on-site parking for future changes of tenancy or redevelopment. Second, businesses in buildings with some on-site parking would likewise be exempt from providing additional parking to meet mandated off-street parking ratios, but also would be prohibited from eliminating or reducing the existing off-street parking spaces which might be provided on-site. Third, new construction would be subject to parking requirements, but these requirements would not be consistent with the typical suburban standards, such as five spaces per thousand square feet of retail space, that predominates in such areas of the State.

- Building facades: Springfield Avenue has a number of appealing buildings that have

fallen into a state of disrepair, or have been modified with inappropriate materials and signage. The Springfield Avenue Partnership is already administering a program to provide financial assistance for facade improvements. The township has been able to secure approximately $20,000 of federal matching grants from Essex County to make façade improvements. Often these improvements can be carried out at modest cost, using awnings, paint, and other inexpensive materials. New businesses should be encouraged to utilize signs that fit in with the new image of the Avenue. Another approach would be to more strongly regulate signage in the township's zoning ordinance. Upgrading the appearance of the building facades and signage is one of the quickest and most cost-effective ways of improving the appearance of the entire street.

- Gateways: The east and west entrances to Maplewood at each end of Springfield Avenue offer opportunities to welcome motorists to the Township through landscaping, signage treatments and improvements in building facades. Distinctive plantings of trees and vegetated islands could help to herald the gateway at the eastern end. Further enhancements, such as a planted median at the western gateway, could go a long way to improving the first visual impression of this corridor.

4. Development Strategies for Springfield Avenue

It is widely recognized that these physical improvements, while helpful, are not in themselves sufficient to revitalize Springfield Avenue. There must also be private investment in the form of new business openings, building rehabilitation, and new development or redevelopment. A balanced strategy for Springfield Avenue should include both the retenanting and upgrading of existing buildings, along with pursuing opportunities for new development. Retenanting and upgrading of existing building would be overseen by the Springfield Avenue Partnership, which is already active in tenant recruitment. Redevelopment would be pursued by the Township government, given that its powers under the Local Housing and Redevelopment Law, and via zoning, are necessary for redevelopment to be possible. The Township has commenced the investigation of one potential redevelopment area on Springfield Avenue, and if successful, may look for other opportunities in the future. Such redevelopment will be focused on commercial sites with a goal of preserving the residential neighborhoods upon which they border.

Not all new business activity on Springfield Avenue will occur through redevelopment, however. A substantial amount is expected to occur in existing buildings, as has been seen in the past year and a half. Much of the new business activity will be driven more by small entrepreneurs rather than regional and national chains, and this is likely to occur incrementally, and in areas which are to be designated as "pedestrian retail nodes." These small businesses require affordable space, which is more easily provided in existing buildings than in new construction. Once the area is on the rebound, it is possible that the major chains will begin to show interest, helping to spur redevelopment.

If the history of other similar shopping streets is any guide, the first pioneers will likely be restaurants, followed by specialty retail, other eating and drinking establishments, and other

locally-owned businesses. Restaurants often pioneer areas because they can be successfully located in a variety of differently sized and configured spaces. A good restaurant also gets much of its business through word of mouth, and therefore can locate in a lower-visibility area. People will travel to a less-well known area to have a unique dining experience. Finally, restaurants do most of their business at night, when on-street and municipal parking is typically much more readily available.

In order to attract and nurture pioneering uses such as restaurants, the township recently adopted an outdoor café ordinance allowing outdoor seating for restaurants. Sidewalk seating areas constitute a revenue producing yet rent-free space (although over time some of this value might be capitalized into retail rents). Moreover, the presence of outdoor dining can be a powerful lure to passersby.

In addition to restaurants, an increasing source of demand for space on Springfield Avenue is from small office users. This trend was first identified in the 1999 Economic Development Plan, and has been recently confirmed in interviews with the Springfield Avenue Partnership. Demand seems to be driven by the number of professionals wanting to either expand a home-based business or to establish an office closer to where they live. One factor inhibiting a large-scale trend of this type on the Avenue is that these users are unable to pay high rents; however, as Springfield Avenue improves its image, space on the upper floors in existing buildings could attract such users. With a higher income stream from the upper floors, owners can begin to afford to make improvements to space on the street level—where exterior appearance is far more important—and where better retail tenants can be attracted.

In terms of new buildings, because of the difficulties associated with property assemblage on Springfield Avenue, the only redevelopment or new development likely to go forward will be uses that are both highly profitable and sufficiently well-capitalized to absorb the substantial up-front site acquisition costs. However, there are probably a series of retail uses that would be able to reestablish themselves in a redevelopment context: drugstores, specialty food stores, clothing and shoes, and home furnishing stores, in addition to convenience stores and takeout restaurants. (However, there has been significant opposition by the community to the establishment of new fast food restaurants.) Drugstores will typically require a larger site than can be easily found on Springfield Avenue, so redevelopment would allow them to assemble larger sites. The number of additional drugstores will not be substantial—two such drugstores, Topfs and Rite Aid, already exist. The convenience store market is already partially served by the existing Quick-Chek and Maple Check on South Pierson Road.

Residential uses have both benefits and costs. Since the small lot sizes make it difficult to build larger one-story buildings, one solution is to expand upwards. Multi-story space implies either offices or residential apartments on upper floors. At the current time, office rents in Maplewood are likely too low to justify new construction. However, there is high demand for residential apartments, and a well-designed residential project could therefore command handsome rents, even on Springfield Avenue. New residential buildings would

upgrade the image and appearance of Springfield Avenue. However, too many residential apartments might have a negative impact on the township's finances (although this is not necessarily the case, and would vary from project to project). In general, apartments should only be encouraged as part of a mixed-use building that also produces pedestrian-oriented commercial use along the Springfield Avenue street frontage and a commercial ratable.

Aside from seeking areas on Springfield Avenue which meet the criteria to be designated "areas in need of redevelopment," the township should employ zoning techniques to foster redevelopment and renewal. The zoning strategy for Springfield Avenue should employ a two-pronged approach, as recommended in the 1999 Economic Development Plan. Instead of a single zoning district, there should be at least two districts covering Springfield Avenue. The district for the pedestrian nodes should encourage traditional, zero-lot line building types, with upper-floor residential and offices, and ground floor retail. The use categories should prohibit ground-floor offices and more automotive-oriented uses such as auto repair, gas stations, and light manufacturing. The remainder of Springfield Avenue would be covered by a district offering greater development flexibility, including the ability to develop auto-oriented retail uses, and possibly even light manufacturing and wholesaling. Both districts would include design guidelines and would limit curb cuts. Parking regulations would be similar to those described earlier, with greater flexibility provided for the pedestrian nodes. In addition, overlay zoning districts, which would permit larger-scale developments of underutilized areas along Springfield Avenue, should be used where such areas do not meet the criteria to be redeveloped per the Local Housing and Redevelopment Law of New Jersey.

B. INDUSTRIAL AREAS

Maplewood has a small concentration of industrially-zoned land in the southeastern corner of the township, south of Springfield Avenue. This area is concentrated mostly between Burnett Avenue, Newark Way/Boyden Avenue, Rutgers Street, and Tuscan Road, and is zoned CI-Commercial Industrial. The area between Rutgers Street and the municipal border is also industrially zoned, as is some additional property on the east side of Newark Way. There is also an SLI Special Industrial District mapped over the Olympic Industrial Park, most of which is located in Irvington, but a portion of which extends into Maplewood (although no access to this area is available from within Maplewood). The industrial zones are mostly occupied by industrial uses, although there are some residential homes located within the CI zone district. The industrial areas abut the Hilton neighborhood.

Access to the industrial area is via local streets, many of which pass through residential areas. From the north, vehicles would typically use either Burnett or Boyden Avenue, both of which intersect Springfield Avenue. From the south, vehicles would either use Burnett Avenue, which has a partial interchange with I-78, or the combination of Springfield Avenue and Rutgers Street, as Springfield has a full interchange with I-78. Whatever the route, access to major highways is poor. The closest interstate highway, I-78, is only reachable via congested Springfield Avenue or Burnett Avenue, which allow only westbound access and have narrow rights-of-way. The Garden State Parkway doesn't permit trucks

(commercial vehicles) at all, and Interstate 280 is far to the north and only accessible via local streets.

The industrial areas also lack visibility, since they are located away from the major traffic corridors. In fact, some residents of Maplewood may be surprised to learn that the township even has an industrial area. As a result, these areas are unable to attract businesses that require visibility to passing motorists, such as most retailers or office uses. Even uses such as self-storage would be unlikely to consider moving into Maplewood's industrial areas.

Perhaps because of these conditions, and because it is often difficult to tell from casual observation how active an industrial building truly is, there is a widespread perception that Maplewood's industrial areas are underutilized, beset by vacancies, and generally inhabited by marginal uses. In fact, this is far from the truth. Maplewood's industrial areas may not be economic powerhouses, but they are by and large successful and healthy.

According to the 1999 Economic Development Study, there were approximately 26 manufacturing establishments located within Maplewood, of which exactly half were located within the industrial areas. According to the business survey conducted as part of that study, these establishments were most small, with an average of 11 employees. In spite of their small size and appearance, these businesses were considered to be healthy. Most surveyed were planning to stay in Maplewood, and some were planning to expand.

Since that time, little has changed. According to observers knowledgeable about the property in the industrial areas, current occupancy rates approach 100 percent. Most of the companies located in the industrial properties are small businesses that employ 15 or fewer people, but require larger amounts of space for vehicle or material storage. These include a tow truck business, auto and auto body repair shops, electrical and plumbing supply, garden supply, carpenters and contractors, security systems, printing, and so on. Most of these uses are stable, and turnover in the industrial areas is low. When tenants do leave, the space is typically filled within two to three weeks, and space rarely sits vacant for over a month. Rents in the industrial areas are modest, sufficient to cover property taxes and produce a small profit. This means that while existing properties are making money, rents are likely not sufficient to support the development or redevelopment of speculative industrial space.

Some participants in the community workshops have suggested that the zoning in the industrial areas be reconsidered to allow other uses, including retail, senior housing, or even multi-family housing. However, given the ongoing health of the industrial areas, major changes to the zoning may not be well-advised. First, there is little market justification for encouraging retail or office in the industrial areas, with their lack of access and visibility. Second, while housing might be a more profitable use for land in the industrial areas, the existing conditions very likely produce a much better fiscal impact, since industrial uses demand little in the way of municipal services. Third, a change of zoning may encourage speculation and rent increases that would drive businesses out of the industrial areas, undermining their viability. Finally, retail development and upper-floor residential development should be directed towards underutilized portions of Springfield Avenue rather

than replacing successful industrial enterprises in this area.

C. MAPLEWOOD VILLAGE

Maplewood Village has been described in the community workshops as a "gem." It would be difficult to disagree. The village center is a charming collection of historic buildings nestled in a compact and walkable setting, and surrounded by green spaces and residential neighborhoods. It is home to a diverse array of businesses, including sit-down and take-out restaurants; bakeries; cafés and ice cream shops; and a variety of specialty boutiques. It has offices for attorneys, architects, accountants and financial planners; service businesses including hair salons and photographers; chiropractors and massage therapists. Moreover, it has two important and popular uses now rarely found in a downtown setting—a supermarket and a movie theater. While the village center, with 200,000 square feet of retail, may not fulfill every shopping need, it certainly provides a wide variety of both specialized and day-to-day retail goods.

Accordingly, the village is a popular destination with Maplewood residents. According to surveys administered as part of the 1999 Economic Development Plan, about two-thirds of Maplewood residents shop in the village center at least once a week, with another 20 percent shopping there at least three times a month. According to the same surveys, about a quarter of those visitors walk to the downtown. That is a high percentage for a suburban downtown, and shows the both the close integration of the village with its surrounding neighborhoods, as well as Maplewood's overall walkability.

According to the community workshops, only a few issues face Maplewood Village. Like most historic commercial centers, a lack of parking is an ongoing problem for which there is no complete solution. To some extent this is a problem of the Village's success: the fact that the Village is such a desirable place to shop means that shoppers must compete with others—employees, merchants, commuters, residents, etc.—for parking spaces. The problem in meeting this demand is that there are not many viable options. Vacant, available land is virtually nonexistent; at best small areas of vacant rear yards could be cobbled together to increase the supply, but this would be difficult and add very little to the overall inventory. Parking garages are expensive to build—between a $15,000 and $20,000 per space in a multi-level structure. Also they often create "dead spaces" in a pedestrian setting, one difficult to make visually attractive and integral to a traditional Village downtown environment, and are sometimes considered unsafe by shoppers in the evenings or before or after the close of business, especially in winter months. As a result, the village's strategy must be to preserve existing parking resources, and encourage creative solutions—shared arrangements, reorganizing inefficient lots on individual properties—to gain a few extra spaces, etc.—so as to meet continued parking demands.

The other issue identified is the presence of the postal service distribution facility in the downtown. While this use is not optimal from a land use perspective, and it consumes land that could be used for either commercial development or parking, it is unlikely that the U.S. Postal Service would go through the expense and trouble of relocating its facility unless there was a pressing need to do so. Ideally the post office would keep its customer service

facilities in the Village, while moving its vehicle park and distribution facilities elsewhere. This is unlikely to happen, and it would be the Village's loss to have the whole post office facility leave. The township is supportive of maintaining both retail postal facilities in Maplewood. Should the post office plan to move its downtown facility outside the Village in the future, the township should insist that a branch to serve customers remain in the Village. The township should then look at ways to facilitate a move of the remainder of the facilities to either Springfield Avenue or the industrial areas of the township. Until then, the visual impact of the vehicular parking facilities can best be mitigated through landscaping.

D. OTHER COMMERCIAL AREAS

The other commercial areas in Maplewood include locations on Valley Street, Irvington Avenue, Millburn Avenue, and very small nodes at Boyden Avenue and Ridgewood Road.

Millburn Avenue is in many ways similar to Springfield Avenue, although it is much shorter. Unlike Springfield Avenue, it tends to have a greater office orientation and more modern buildings. These uses probably located on Millburn Avenue instead of Springfield Avenue due in part to the better image of Millburn Avenue, and the somewhat larger prevailing lot sizes. There are no significant issues facing Millburn Avenue, and it was not a topic of conversation in the community workshops.

Valley Street is one of Maplewood's most important streets. It is a major north-south connection, and provides many of the township's most scenic views. It is somewhat narrow for a commercial street, and the commercial area to its north is constrained both by small lot sizes and a lack of on- and off-street parking. Valley Street is currently home to a mix of office and convenience retail uses. There are also several vacancies along Valley Street.

Irvington Avenue at Parker Avenue has a small, neighborhood-oriented commercial node offering a mix of convenience retail and service uses. This node actually straddles the borders with Newark and Irvington, and many residents might not even know it was in Maplewood. It suffers from some poorly maintained buildings and a generally run-down appearance, as well as an unappealing retail mix. This node has some on-street parking, but also services a walking and transit-based trade, as two bus routes run through it.

Along a limited stretch of Boyden Avenue—in the vicinity of Jacoby Street—are a few small retail establishments, most of which are in fair to poor condition. Included is a T-shirt store, a TV repair store and an Amoco gas station.

Ridgewood Road has a very small neighborhood commercial node at Cedar Lane with a some small cafes, restaurants, and boutiques. This node is a charming neighborhood amenity that appears to need little in the way of improvement. The existing establishments are attractive and fit in well with the surrounding residences. It is likely that many (if not most) patrons walk, and any demand for parking is easily satisfied by the availability of on-street parking spaces. Cooperative advertising and marketing for this area could serve as a model for other small retail areas in Maplewood.

None of these commercial areas are large enough to support their own SID, like Maplewood Village or Springfield Avenue, but all are nevertheless important in providing retail goods and services to the neighborhoods in which they are located. As such, while none have garnered a vocal, township-wide constituency, they should not be neglected. While two of the nodes are doing well, Valley Street, Boyden Avenue and Irvington Avenue could benefit from attention. Irvington Avenue and Boyden Avenue in particular would benefit from the same sort of facade improvements, beautification, and business recruitment strategies that are being carried out on Springfield Avenue. Since the Irvington Avenue commercial node straddles the borders of the City of Newark and Township of Irvington, joint efforts on the part of the three municipalities to revitalize, market and promote this shopping area would seem a logical course of action. As such, this area would benefit from the joint development of all three communities rather than incremental unrelated singular efforts. An issue will be how to fund these activities in the absence of an SID.

9.6 RECOMMENDATIONS

A. COMMERCIAL DEVELOPMENT ON SPRINGFIELD AVENUE

1. ***New business development should continue to be guided by the 1999 Maplewood Economic Development Plan, and the subsequent streetscape project, which have envisioned pedestrian nodes near designated intersections.***

The 1999 Economic Development Plan recognized that Springfield Avenue has a split personality: while portions of the street retain the pedestrian character, other areas have been eroded into a (poorly functioning) auto-oriented strip corridor. Complicating matters is a general lack of lot depth that would allow Springfield Avenue to be fully reconfigured as an auto-oriented business corridor. Therefore, a strategy was proposed to (1) slow traffic along the avenue, without necessarily greatly reducing its volume; (2) add on-street parking; and (3) use a variety of techniques to reinforce the pedestrian-scaled nodes as the preferred location for retail and infill development.

The township has endorsed and begun to implement these recommendations. The policy of the township (expressed through its zoning) and the policies of the Springfield Avenue Partnership (expressed through its ongoing recruitment and promotion activities) should continue to encourage businesses to locate in the node areas, so as to create areas of continuous retail frontage, with the diversity of stores and services necessary to increase the market draw of the node. The particular zoning tools which can help achieve this goal are discussed below, and are detailed in Chapter 3, section 3.7.

2. ***Use zoning as a tool to encourage redevelopment in areas that do not meet the criteria for "areas in need of redevelopment."***

The township should consider the adoption of an overlay district, to be adopted over appropriate locations along Springfield Avenue, where redevelopment is to be encouraged, but where conditions have not reached a point which would merit their designation of "an area

in need of redevelopment" pursuant to the Local Housing and Redevelopment Law of New Jersey.[9] Essentially, existing zones, or zones which closely resemble those currently in place, with respect to the types of uses and their intensity, would be left in place in the form of "underlying zoning districts." Thus, uses which currently exist could continue to do so, as legal, conforming uses, or even be improved, rehabilitated and slightly expanded in keeping with the character and scale of existing uses in the area. The overlay zone would provide a list of uses which might be the same or could be different from the underlying zone, but would permit an intensification in the form of additional bulk—floor area and height primarily—if undertaken on a sufficiently wide scale, to constitute a "redevelopment" of the area. In exchange for the added density would be fairly stringent requirements for design and aesthetic improvements, safeguards for surrounding uses (such as increased setbacks and buffers), the provision of on-site parking, and other on- and off-site improvements (such as lighting, sidewalks, street furniture, landscaping and open space). In this manner, landowners and developers would be given the incentive to assemble a number of marginal or non-productive properties, and redevelop them for larger-scale uses which would increase tax ratables, employment, service, aesthetics and added housing opportunities, along areas of Springfield Avenue that are unlikely to change under the underlying district's zoning regulations.

Amongst the possible uses to be considered are hotels, apartments above retail stores, movie theaters, other larger-scale entertainment uses, and even shopping centers (the latter only in the non-pedestrian retail nodes). Uses and densities in the overlay zone would be permitted on a conditional use basis only, and would require the submission of a comprehensive plan for redevelopment of sites at a larger scale.

3. ***Redevelopment pursuant to the Local Housing and Redevelopment Law should be pursued by the Township, in concert with the Springfield Avenue Partnership in areas that have a likelihood of meeting the statutory criteria for an "area in need of redevelopment."***

The Local Housing and Redevelopment Law vests a municipality with broad powers to carry out redevelopment in designated areas, including the ability to acquire property through eminent domain, issue requests for proposals from developers, enter into contracts with a designated redeveloper, and promulgate detailed regulations governing development in the area, including design standards and review. These powers are particularly useful in areas where small lots and diverse ownership would typically make site assembly cost-prohibitive, or at least difficult, for private developers.

The township has identified one such area and has recently contracted for a study to determine whether the area meets the statutory criteria for an "area in need of redevelopment." If successful, redevelopment area designation will provide the township with the ability to attract developers for larger-footprint uses that would otherwise be unable to locate on Springfield Avenue. Such an undertaking is appropriate because Springfield Avenue has the traffic volumes that other commercial thoroughfares in the township lack, and therefore is being limited in its development potential by physical constraints.

9. In order for a municipality to exercise its powers of eminent domain or to designate an area to be assembled and redeveloped per a municipally-adopted "Redevelopment Plan," such area must meet the criteria under the Local Housing and Redevelopment Law to be designated an "area in need of redevelopment." Absent these conditions, but still pursuant to the community's desire to encourage, redevelopment and renewal, incentive zoning or overlay zoning is recognized as a legitimate, appropriate and feasible mechanism to achieve such goals. In such cases the municipality relies upon incentives for the private market, rather than governmental intervention, or a private/public partnership, to undertake redevelopment.

B. COMMERCIAL DEVELOPMENT IN MAPLEWOOD VILLAGE

1. *Continue to encourage, through zoning and other policy, a diverse mix of retail, office and residential use in Maplewood Village.*

Maplewood Village is the symbolic, social and commercial heart of the township. Its continued health has town-wide benefits. It depends upon a lively mix of uses generating activity throughout the day and into the evening. For example, when many Maplewood residents are away at work, the occupants of the upper floor offices help generate lunch-time business. The return of commuters in the evening helps support the restaurants, and the downtown residents keep the Village from feeling depopulated after the businesses close.

For these reasons, zoning and development policy in the Village should continue to nurture and encourage this fine-grain mixing of uses. In truth, while the built form of the Village is unlikely to change much over its current condition, market trends and economic circumstances are ever-evolving. The township should periodically review its zoning and building codes to ensure that the Village's stock of mixed-use buildings continues to support a viable and diverse mix of uses.

2. *Undertake all future planning, regulatory and development activities in the Village mindful of the desirability of preserving and protecting three key anchors: the Post Office, the grocery store, and the movie theater.*

Maplewood is highly fortunate to have bucked industry and institutional trends with regard to supermarkets, movie theaters, and the U.S. Postal Service. Small supermarkets or grocery stores are an endangered species in the era of the 70,000 square feet hypermarket. The movie theater industry is increasingly favoring the new megaplex format, with 20 or more screens, finding the old multiplex format too small, to say nothing of the small downtown two- and three-screen theater. The Postal Service has a history of abandoning its older downtown facilities for larger sites that offer more truck storage and easier access. The persistence of all three uses in the Village allows Maplewood residents to conveniently satisfy both their day-to-day and entertainment needs in the company of their neighbors and friends without having to travel to distant and impersonal malls; yet, at its own peril would the township take for granted this happy circumstance.

Therefore, both the township and the Village Alliance should take all necessary efforts to make sure that these businesses remain profitable, and their operators happy with their location. Periodic meetings or contacts with representatives of each anchor to ascertain any concerns would be useful, as would prompt action to address those concerns. Moreover, should the current operators ever depart, a concerted effort should be made to find new operators for the same use. For example, the township should work closely with the owner of the King's space to find another grocery store operator, should King's vacate the space, instead of leasing the space for a drugstore or other use. Should the Postal Service ever express a desire to move their sorting facility, the township should work closely with the Postal Service to keep a retail post office in the Village, even if it does not remain in the same location.

C. PARKING IN BUSINESS DISTRICTS

1. Develop plans for enhancing and optimizing the parking supply in all business districts.

Adequate parking is necessary to support business districts as well as to minimize impacts from people parking in adjacent residential areas. While 100 percent of the theoretical parking demand will likely never be satisfied in most of Maplewood's commercial areas, as much parking should be provided as is possible given physical, fiscal, and other constraints.
Each district demands a different approach. For example, the Village probably has as much parking as it is feasible to provide today without the use of parking structures. However, should the opportunity arise to provide an additional small off-street lot as part of some redevelopment, the township should capitalize upon the opportunity. On Springfield Avenue there may be opportunities to provide additional private or municipal off-street lots or shared parking lots as part of redevelopment projects, with the preferred approach depending on the surrounding context. The same holds true for Irvington Avenue.

Regardless of the nature of the plans, they should be coordinated among all the relevant stakeholders, including the township, business and property owners, the SIDs, and other interested parties such as the Chamber of Commerce.

2. Protect and preserve existing parking resources through zoning and whenever economic development activities are undertaken.

Existing parking areas are an important resource meriting protection. Any future zoning changes should be mindful of their impact on the existing parking supply (in fact, a specific regulation is proposed for the Village and the nodes on Springfield Avenue, and is detailed below). Likewise, any new development should be undertaken in a manner such that it does not worsen existing parking deficiencies, and rather improves parking availability wherever feasible.

3. Encourage the use of shared parking between commercial (and residential) uses.

Private parking facilities can often effectively serve more than one constituency when neighboring uses experience their peak parking demands at different times of the day (such as offices, which need parking during the day; and restaurants, which need parking at night). The zoning ordinance should encourage private business operators to seek out and implement shared parking plans where it would be to their mutual benefit.

4. Implement parking policies in the Village and on Springfield Avenue that promote and encourage the reuse of existing buildings, as well as pedestrian-friendly development patterns, while preventing the loss of existing parking areas.

When Maplewood Village and parts of Springfield Avenue were built out, relatively few people drove to such shops, and on-street parking was sufficient to satisfy the demand. Stores were placed at the sidewalk line, so as to better display their wares to passing pedes-

trians; and buildings covered a high percentage of their lot, so as to maximize their return on investment. While these characteristics still make for a satisfying shopping and urban design experience, the resulting lack of off-street parking has been a bedeviling problem for older commercial areas everywhere. While successful downtown and "main street" areas may never provide sufficient convenient parking to rival their suburban counterparts, public policy should seek to balance parking needs against the preservation of these traditional built forms.

A four-point zoning strategy is recommended to achieve this balance in Maplewood Village and in the two pedestrian nodes on Springfield Avenue:

- Baseline parking requirements are reduced to a low level, consistent with the multimodal and pedestrian orientation of the districts.
- Any permitted use reoccupying an existing building is not required to provide any additional parking.
- Expansions, modifications and new construction on a site with on-site parking cannot reduce the amount of on-site parking below the level stipulated in the baseline requirements.
- Any new parking areas must be located in the rear or side yard, never in the front yard.

Note that this scheme has several desirable attributes. First, it allows businesses to locate in existing buildings with no variances required. Second, it prevents the loss of existing small on-site parking areas. Third, it provides an incentive to reuse existing buildings over new construction, which would have to provide on-site parking. However, if new construction is the best option, it keeps parking requirement modest while ensuring design compatibility.

Chapter 10
Historic Preservation Plan

10.1 INTRODUCTION

The origin of organized municipal efforts to preserve historic buildings, sites and districts in the Township of Maplewood began in the fall of 1999, when two adjacent historic properties—Pierson Mill and Vaux Hall (located at the corner of Valley Street and Pierson Road) were put up for sale. The township recognized that these structures, along with many others in the community, might be vulnerable to alteration in a manner which would threaten their historic character, or worse yet, to demolition, due to the lack of a local preservation ordinance. Following a presentation by a historic preservationist from Morris County at a Township Committee meeting on November 23, 1999, the Mayor of the township, Gerard Ryan, invited members of the audience to serve on an ad hoc Historic Preservation Committee, whose charge was to study the issue. Thus was the Working Group to Study Historic Preservation born.

The Working Group conducted a lengthy study on a variety of issues related to historic preservation, and issued a report in June 2000 recommending the creation of an Historic Preservation Commission. The report included a list of criteria to be utilized for the designation of historic sites and districts in Maplewood, and provided other recommendations related to zoning, education and funding in support of historic preservation. Two of the group's members also identified structures in Maplewood that had been constructed prior to 1860.

The Working Group's report formed the basis for the enactment of Ordinance #2166-01, the Historic Preservation Ordinance of the Township of Maplewood, on July 3, 2001. Whilst the ordinance implemented many of the recommendations of the Working Committee, including the creation of an Historic Preservation Commission—which has since been appointed and is meeting regularly—the community has yet to complete a survey of historic buildings, sites and districts, a necessary step in designating those resources

in the community which would be protected by the enacted legislation. Moreover, a necessary requisite of this legislation (and the actual designation of historic buildings and districts) is the Historic Preservation Plan Element of the Master Plan. While this element does not incorporate or provide the requisite survey, it provides a brief history of the development of the township; it summarizes the goals of historic preservation as set forth in the local legislation; it describes the mechanisms, regulatory and otherwise, by which preservation is to be accomplished in the community; and it sets forth a recommendation for encouraging the preservation of structures built before 1860 in the community, as an interim step until such time that a comprehensive survey of historic buildings and districts in the community can be completed.

10.2 HISTORY OF THE TOWNSHIP OF MAPLEWOOD

The built environment of the Township of Maplewood looks today much as it did in the 1920s when most of its development took place. Maplewood's historic buildings and sites contribute greatly to the beauty of its tree-lined streets, unique neighborhoods and vibrant commercial areas. Equally important are Maplewood's parks and civic buildings, which add to the cohesive quality of the town. It is fortunate that many physical reminders of Maplewood's history still exist. These historic resources illustrate important historical themes such as settlement, early agrarian life, early industry and manufacturing, the coming of the railroad, and the 'City Beautiful' movement.

Maplewood's earliest history is represented by a number of old farmhouses remaining from the18th century. A mill and former tavern/school represent the next stage of development. With the coming of the railroad, the local population gradually increased, and during the late nineteenth century, the area began to attract the wealthy, who were looking for a retreat from city life and a beautiful location for their summer residences. Large homes with porches in picturesque late nineteenth century styles remain throughout the township. With the improvement of the railroad, following the turn of the twentieth century, Maplewood grew into a true railroad suburb. Commuters were able to travel easily to and from work every day. This was the period of greatest growth for the township. Developers created whole neighborhoods of comfortable houses using the historical revival styles that were popular throughout the country. As Maplewood flourished, civic, governmental and educational structures were added, creating a community with a distinctive sense of place.

The first known inhabitants in the area were the Lenape Indians. Since there have been limited archeological excavations within the township, physical evidence of these early local inhabitants remains to be discovered. What is now Maplewood was originally a portion of larger tracts of land purchased by the founders of Newark from the Lenape in 1667 and in 1678. Settlement of small farms near the slope of the First Watchung Mountain began after 1681. Old Indian trails were surveyed and eventually became "highways" such as South Orange and Clinton Avenues. Over the next century, one of the small outlying settlements developed into what is now the western half of Maplewood. By the end of the 18th century this small settlement became known as Jefferson Village—named for Thomas Jefferson. During this early period, the settlers built their houses close to the roads and paths that con-

nected the settlements of Newark, Orange, Connecticut Farms (now Union), Springfield and Morristown. Several of Maplewood's earliest buildings survive on the town's first principal roads: Elmwood, Boyden, and Parker Avenues, Valley Street, and Ridgewood and Tuscan Roads.

During the Revolutionary war, many local men served in the Continental army and/or the militia and a number saw action at the Battle of Springfield which took place nearby. Throughout the decades following the war, Jefferson Village remained a sleepy settlement with approximately thirty families, but no center of commerce. The same could be said for the valley and hills to the east that would become the eastern part of Maplewood. Just a few decades later however, the effects of the Industrial Revolution were beginning to be felt in the community. In 1831 Lewis Pierson constructed a gristmill in the valley along the East Branch of the Rahway River. Pierson attained such prominence that in 1843 he was able to build Vaux Hall—a temple-front house in the Greek Revival style. Both the mill and Vaux Hall survive and have been determined eligible for listing in the National Register of Historic Places. By 1837 a paper mill (no longer extant) was located along the Rahway River on Dunnell Road—the site of the present Fire Department headquarters. During this same period, the Crowell family established and ran three key businesses along Valley Street: a cider mill, the area's first general store (built in 1841 and called the Clinton Valley Store) and a "shoe manufactory" that operated out of the store's second floor.

The coming of the railroad was a turning point for the township, eventually leading to the gradual conversion of the area into a residential community. In 1838, the Morris and Essex Railway was constructed and passed through the center of what would become Maplewood Village. In 1860 Maplewood Station was constructed at the foot of Lenox Place near the intersection of Baker Street and Maplewood Avenue. In 1902, the tracks were elevated and the present station was constructed on Dunnell Road. This station and its train line are listed as part of a thematic nomination in the National Register of Historic Places. Initially, the coal-fired trains allowed city dwellers access to the more rural landscape of the First Mountain. Wealthy families, exemplified by Cornelius Roosevelt, the uncle of future president Theodore Roosevelt, constructed large homes which served as country retreats. The area now known as Roosevelt Park was developed in 1905 from the Roosevelt's "Hickories" estate.

The Hilton section, originally called "North Farms" or "Middleville," was developed after the opening of the Newark-Springfield Turnpike (now Springfield Avenue) in 1806. The Hilton section became a flourishing village in its own right in the 1800s and served as a stagecoach stop between Morristown and Newark. There were several hotels and many small shops were established for manufacturing nails, barrel hoops, shoes and men's clothing to meet the needs of the villagers and to trade in the Newark and New York markets. Well-known inventor Seth Boyden retired from Newark to this area in the 1860s. His home on Boyden Avenue, where he hybridized the large "Hilton Strawberry," still exists adjacent to Seth Boyden School.

During the nineteenth and early twentieth centuries, the Township of Maplewood had

many changes in name and boundaries. Maplewood retained its rural quality through the early 1900s—there were many farms and woods and only a few main streets. But change was beginning to occur as a few entrepreneurs realized the town's potential as an attractive suburb along the train line. By the mid-1920s, Maplewood was experiencing dramatic, community-wide growth. Local building codes decreed that no neighboring houses should be identical to each other. Therefore, developers working in large areas of town built houses in a wide variety of popular styles, including numerous revival styles, such as Classical, Spanish, and Tudor, as well as bungalows and "colonials." These homes, primarily constructed during the 1920s and 30s, make up the majority of buildings within the township today. As neighborhoods grew, local schools were built to accommodate the growing numbers of children. Three of the four elementary schools, and the high school, were also constructed during the 1920s and display the same Tudor and classical revival styling as seen on many houses.

Shortly after the incorporation of the Township of Maplewood in 1922, the Olmstead Brothers firm was hired to create a plan for a park in the center of town. The plan for Memorial Park included naturalized plantings with open spaces and designated play areas, an amphitheater and a small lake. Maplewood's government buildings, sited around Memorial Park, which continue in their original functions, display a solid, classically oriented design, and are integral to the cohesive, civic beauty of the township.

While most of Maplewood consists of single-family homes, several other institutions contribute to the life of the local residents. In 1927, the Marcus L. Ward Homestead was constructed as a free residence for elderly bachelors and widowers on a large tract in the Hilton area. Prominent architect John Russell Pope designed this impressive structure. In 1966, Maplewood acquired land from the Ward Homestead and constructed the award-winning Olympic size community swimming pool. The Maplewood Free Public library existed in various locations within the Township until the construction of the current Main library building, adjacent to Memorial Park, on Baker Street in 1956. The Hilton Branch of the library, located on Springfield Avenue, was built in 1959. Little building occurred in the years following. Exceptions are the 1970 South Mountain YMCA building and the1984 Maplewood Community Center in DeHart Park.

"Adaptive re-use" has become a trend of recent decades as historic buildings are renovated to accommodate new uses, such as the Burgdorf Cultural Center, formerly a church, and the 1978 Building, now an art gallery.

In 1978, the historic Durand-Hedden House was purchased with the assistance of State Green Acres funds. Its 2.0 acre grounds were set aside as a passive park, known as "Grasmere Park."

10.3 GOALS AND OBJECTIVES OF HISTORIC PRESERVATION IN MAPLEWOOD

The overall goal of the Historic Preservation Element of the Maplewood Master Plan is to provide the basis for the Historic Preservation Ordinance of the Township of Maplewood

(Ordinance #2166-01, adopted July 3, 2001). Through the implementation of the Ordinance, Maplewood's historic resources will be identified, protected and enhanced, and township officials, staff and the public at large will become knowledgeable of, and sensitive to, issues related to the preservation of Maplewood's heritage. A township-wide survey and inventory will facilitate the identification of buildings, sites, structures, objects and districts within the township eligible for designation as local landmarks, thus aiding in their preservation.

Section 3 of Maplewood's Historic Preservation Ordinance describes the goals and objectives of Historic Preservation in Maplewood:

(1) Safeguard the heritage of Maplewood by preserving resources within the township that reflect elements of its cultural, social, economic, and architectural history;
(2) Recognize and promote an appreciation of historic landmarks within the township for the education, economic benefit and pleasure of the local population;
(3) Maintain and develop an appropriate and harmonious context for the historic and architecturally significant buildings, structures, sites, objects, and districts located within the Township;
(4) Encourage appropriate alterations of landmarks and improvements within historic districts in order to maintain the sense of cohesive neighborhoods which exist in Maplewood and to prevent new construction on these sites and districts which is not in keeping with the character of these neighborhoods;
(5) Regulate appropriate alterations of historic sites as well as alterations or new construction within an historic district to insure compatibility with the existing built environment and to discourage unnecessary demolition or other destruction of historic resources.

10.4 HISTORIC PRESERVATION COMMISSION

The Historic Preservation Commission, established by the Historic Preservation Ordinance, consists of seven members and two alternates appointed by the Maplewood Township Committee. The Commission is composed of persons who are knowledgeable in building design, construction, architectural history, and of Maplewood history, and other interested citizens of the Township. Meetings are scheduled at least once a month or as often as required to fulfill the Commission's role as advisor to the Township Committee, the Planning Board and the Zoning Board of Adjustment.

The powers and duties of the Historic Preservation Commission are stated fully in Section 6 of the Historic Preservation Ordinance and include:

(1) to prepare a survey and thereafter maintain and/or expand the survey of buildings, sites and districts which are of historic significance to Maplewood;
(2) to propose those of significance to receive landmark designation from the Township Committee;
(3) to apply for grants or other financial aid and to seek benefits granted under the

National Historic Preservation Act in furtherance of the purposes of historic preservation;

(4) to make recommendations in the preparation or updating of the township's Historic Preservation Element of the Master Plan and its implications on zoning and development ordinances of the township;

(5) to advise government agencies on matters which impact historic preservation at the local level in the township;

(6) to review, approve or disapprove applications for certificates of appropriateness or permits for minor work (required for actions affecting the exterior architectural appearance of historic landmarks or districts);

(7) to draft or recommend ordinances or amendments to resolve conflicts between the Historic Preservation Ordinance and the zoning regulations of the township;

(8) to advise, secure funds from, and cooperate with agencies from all levels of government, and to prepare long-range plans or proposals involving the use of public funds for historic preservation activities;

(9) to increase public awareness of historic preservation and to make information regarding guidelines for rehabilitating historic buildings or developing historic districts available to residents of such historic buildings or districts;

(10) to review all nominations of properties in the township for listing in the National Register of Historic Places;

(11) to advise the Planning Board and Zoning Board on applications for development within historic districts or sites.

The Historic Preservation Commission advises the Township Committee, the Planning Board and the Zoning Board of Adjustment on applications related to designated landmarks or districts and other matters related to Historic Preservation. The Historic Preservation Commission also designates as landmarks qualified buildings, sites, structures, objects and districts, subject to approval by the Township Committee. For consideration as landmarks these resources must meet the following criteria found in Section 7 of the Historic Preservation Ordinance:

(1) Of particular historic significance to the Township of Maplewood by reflecting or exemplifying the broad cultural, political, economic, or social history of the nation, state, or community; or

(2) Associated with an historic personage(s) important in national, state or local history; or

(3) The site of an historical event which had a significant effect on the development of the Nation, state or community; or

(4) An embodiment of the distinctive characteristics of a type, period, or method of architecture or engineering; or

(5) Representative of the work of an important builder, designer, artist or architect; or

(6) Significant for containing elements of design, detail, materials, or craftsmanship which represent a significant innovation; or

(7) Able or likely to yield information important in prehistory or history.

The Township of Maplewood is a Certified Local Government (CLG), so designated by the New Jersey State Historic Preservation Office (SHPO) in Trenton, New Jersey. As a CLG, the Township may apply for federal Historic Preservation Fund grants and receive priority technical assistance from the SHPO. The Historic Preservation Commission has a mandate to review and comment on all local nominations to the State and National Register of Historic Places; review and comment on Section 106 Review (of the National Historic Preservation Act, as amended) reports; and review and comment on other local cultural resources reports submitted to the SHPO for environmental review.

The Historic Preservation Commission acts in a regulatory capacity for cultural resources designated as local landmarks by reviewing applications for Certificates of Appropriateness (CA). A CA is required for actions that affect the exterior of designated landmarks or buildings, sites, structures or objects located within landmark districts. In addition, the Commission reviews and comments on proposed locations for wireless communications facilities in or adjacent to designated local landmarks or landmark districts as per Ordinance No. 2220-03. The Commission also reviews and comments on any federally- or state-funded or licensed projects that may affect historic resources.

Section 7 of the Historic Preservation Ordinance sets forth a formal procedure for designation of local landmarks that involves public hearings by the Historic Preservation Commission and the Township Committee. When a building, structure, site, object or district is designated as a local landmark, the Historic Preservation Plan Element is amended. Once designated, development applications (with the exception of emergency work, changes to the interior of a structure, and ordinary repairs and maintenance) which affect a landmark building or site, or an improvement in an historic district, are required to be referred by the reviewing agency (i.e., the Planning Board or the Zoning Board of Adjustment) to the Historic Preservation Commission for an advisory opinion. This opinion is then used by the reviewing board in making their decision on whether to grant or deny the development application, or whether to attach conditions for the approval that may help to safeguard the historic characteristics of the landmark or district. An additional tool for preservation is the enforcement of violations to the township code, which in particular target buildings or improvements in an historic district. This program of "preventive maintenance" ensures the continued life of such historic buildings and sites, and prevents deterioration and neglect.

10.5 PUBLIC EDUCATION

Educating the public about historic preservation is an important role of the Historic Preservation Commission. This may be done through literature, public events such as workshops and lectures, and celebrations of local preservation efforts during national Preservation Week, which is held annually, during the month of May.

10.6 CULTURAL RESOURCE INVENTORY

A complete survey of the township will take place incrementally. This inventory, like the township's Master Plan, should be viewed as a "living document" that will expand and be amended over time. In the meantime, the community's historic resources may be vulnerable to changes, additions, alterations, or even demolition. In an effort to provide for some level of increased awareness and consideration with respect to those buildings which are potentially of the greatest historic value to Maplewood, a list of all structures in Maplewood that were constructed prior to 1860 has been compiled. Because of their age and characteristics, these buildings may also be the most vulnerable to development. While all of the properties on this list of resources may not be locally designated, some may be considered for initial designation by the township, prior to the completion of the survey.

Table 10.1
Maplewood Structures Built Before 1860

Date	Address	Building Name
c.1840*	592 Valley	Hezekiah Dare House
c.1730*	634 Valley	Moses Hand House
	647 Valley	
	649 Valley	
1843	693 Valley	Vaux Hall
1831*	697 Valley	Pierson's Mill
1831	18 Tuscan	Brick School House
1818*	20 Tuscan	Red House
1820	27 Tuscan	
c.1750*	88 Tuscan	Jonas Ball House
	91 Tuscan	Wm. Courter Homestead
c.1750	35 Parker	Widow Tichenor's House
	49 Parker	
1840*	64 Parker	
1805*	81 Parker	Aaron Brown Homestead
c.1775*	103 Parker	Smith-Taylor House
1848*	172 Parker	Philander Ball House
c.1700	250 Elmwood	Ezekiel Ball Homestead
c.1840	304 Elmwood	Fleming Manor
	54 Maple	
	2122 Millburn	
1841?	1 Park Road	Henry Smith House
	30 Dunnell	
1855	302 Boyden	Seth Boyden House
	321 Boyden	
	449 Boyden	
	6 Van Ness	Peter/Caleb Van Ness House
	10 45th Edward	Arcularius Barn
	1597 Springfield	
1774	22 Jefferson	Old Stone House
	29 Jefferson	
c.1765*	57 Jefferson	Neighbor Jos. Gildersleeve Hse.
c.1790*	91 Jefferson	David Terrell/Chas. Ball House
1743*	425 Ridgewood	Timothy Ball House
	452 Ridgewood	
c.1800	455 Ridgewood	Noah Littell House
1767*	491 Ridgewood	Caleb Durand House
c.1784*	509 Ridgewood	
1787	523 Ridgewood	Durand-Hedden House
c.1776	589 Ridgewood	Isaac Smith House
c.1776*	590 Ridgewood	Necessity Corner
1840	629 Ridgewood	
	645 Ridgewood	David Headley House
	653 Ridgewood	Chief Aaron Baker House
c.1785	658 Ridgewood	Gardner-Stone House
	3 Cedar Lane	
	30 Washington Pk.	

* Date shown at building site

Chapter 11
Recycling

Recycling is the responsibility of the Department of Public Works (DPW). Twice a month, DPW contractors pick up newspapers, mixed paper, aluminum, tin/bimetal cans, certain types of plastics, grass clippings and garden debris. Recyclables can also be dropped off at the DPW facility on Boyden Avenue. Used motor oil, automotive batteries, glass bottles/jars, usable clothing and telephone books are items that are not collected but may be dropped off. Essex County has established a recycling goal of twenty-five percent (25%) of the total municipal solid waste stream. In Maplewood, about forty percent (40%) of the total solid waste stream is being recycled, which is far above the County goal.

Household hazardous waste such as pesticide, oil-based paint, household chemicals, antifreeze and herbicides are collected twice a year on Household Hazardous Waste Days held by the County.

During the holiday season, a separate collection is scheduled for Christmas trees, and during the fall, the DPW contractor directly picks up leaves as part of their municipal leaf collection program.

Chapter 12
Master Plan Recommendations

The foregoing chapters have included specific recommendations within each element of the Master Plan. These recommendations are brought together in one place and are organized into three sections in this chapter:

- *Key Master Plan Recommendations.* These are general recommendations for improving the township's quality of life, opportunities for business development, provision of public services and facilities, and preservation of the township's character.
- *Specific Parcels and Properties.* During the course of the Master Plan update, recommendations were identified that affected specific parcels and tracts of land within the township.
- *Zoning Recommendations.* The Land Use and Economic Development Elements have identified the need to revise and update the township's zoning ordinance and map. Recommendations include new provisions for specific uses (such as Bed and Breakfast establishments) as well as modifications to existing zone districts (such as revised parking regulations for the Village Business zone).

Note that all of these recommendations have appeared elsewhere in this report, typically as the final section of the relevant chapter. The purpose of this chapter is to bring together in one place, and in summary form, all of the Master Plan recommendations.

12.1 GENERAL RECOMMENDATIONS

A. COMMERCIAL DEVELOPMENT ON SPRINGFIELD AVENUE

1. ***New business development should continue to be guided by the 1999 Maplewood Economic Development Plan, and the subsequent streetscape project, which have envisioned pedestrian nodes near designated intersections.***

The 1999 Economic Development Plan recognized that Springfield Avenue has a split personality: while portions of the street retain a pedestrian character, other areas have been eroded into a (poorly functioning) auto-oriented strip corridor. Complicating matters is a general lack of lot depth that would allow Springfield Avenue to be fully reconfigured as an auto-oriented business corridor, a strategy was proposed to use a variety of techniques to reinforce the pedestrian-scaled nodes as the preferred location for retail and infill development. The township has endorsed and has begun to implement these recommendations. The township's policy (expressed through its zoning) and the Springfield Avenue Partnership's policies (expressed through its ongoing recruitment and promotion activities) should continue to encourage businesses to locate in the node areas, so as to create areas of continuous retail frontage, with the diversity of stores and services necessary to increase the market draw of the node. The particular zoning tools which can help achieve this goal are discussed below, and are detailed in section 12.3.

2. ***Use zoning as a tool to encourage redevelopment in areas that do not meet the criteria for "areas in need of redevelopment."***

The township should consider the adoption of an overlay district, to be adopted over appropriate locations along Springfield Avenue, where redevelopment is to be encouraged, but where conditions have not reached a point which would merit their designation of "an area in need of redevelopment" pursuant to the Local Housing and Redevelopment Law of New Jersey.[10] Existing zones, or zones which closely resemble those currently in place, would be left in place in the form of "underlying zoning districts." Thus, uses which currently exist could continue to do so, as legal, conforming uses, or even be improved, rehabilitated and slightly expanded in keeping with the character and scale of existing uses in the area. The overlay zone would provide a list of uses which could be the same or different from the underlying zone, but would permit an intensification in the form of additional bulk—floor area and height primarily—if undertaken on a sufficiently wide scale, to constitute a "redevelopment" of the area. In exchange for the added density would be fairly stringent requirements for design and aesthetic improvements, safeguards for surrounding uses, the provision of on-site parking, and other on- and off-site improvements. In this manner, landowners and developers would be given the incentive to assemble a number of marginal or nonproductive properties, and redevelop them for larger-scale uses.

3. ***Redevelopment pursuant to the Local Housing and Redevelopment Law should be pursued by the township in concert with the Springfield Avenue Partnership in areas that have a likelihood meeting the statutory criteria for an "area in need of redevelopment."***

The Local Housing and Redevelopment Law vests a municipality with broad powers to carry out redevelopment in designated areas, including the ability to acquire property through eminent domain, issue requests for proposals from developers, enter into contracts with a designated redeveloper, and promulgate detailed regulations governing development in the area, including design standards and review. The township has identified one such area and has recently contracted for a study to determine whether the area meets the statu-

10. In order for a municipality to exercise its powers of eminent domain or to designate an area to be assembled and redeveloped per a municipally-adopted "Redevelopment Plan," such area must meet the criteria under the Local Housing and Redevelopment Law to be designated an "area in need of redevelopment." Absent these conditions, but still pursuant to the community's desire to encourage redevelopment and renewal, incentive zoning or overlay zoning is recognized as a legitimate, appropriate and feasible mechanism to achieve such goals. In such cases, the municipality relies upon incentives for the private market, rather than governmental intervention, or a private/public partnership, to undertake redevelopment.

tory criteria for an "area in need of redevelopment." If successful, redevelopment area designation will provide the township with the ability to attract developers for larger-footprint uses that would otherwise be unable to locate on Springfield Avenue. Such redevelopment will be focused on commercial sites with a goal of preserving the residential neighborhoods upon which they border.

B. COMMERCIAL DEVELOPMENT IN MAPLEWOOD VILLAGE

4. ***Continue to encourage, through zoning and other policy, a diverse mix of retail, office and residential use in Maplewood Village.***

Maplewood Village is the symbolic, social and commercial heart of the township. Its continued health has town-wide benefits. It depends upon a lively mix of uses generating activity throughout the day and into the evening. For these reasons, zoning and development policy in the Village should continue to nurture and encourage this fine-grain mixing of uses. While the built form of the Village is unlikely to change much over its current condition, market trends and economic circumstances are ever-evolving. The township should periodically review its zoning and building codes to ensure that the Village's stock of mixed-use buildings continues to support a viable and diverse mix of uses.

5. ***Undertake all future planning, regulatory and development activities in the Village mindful of the desirability to preserving and protecting three key anchors: the Post Office, the grocery store, and the movie theater.***

Maplewood is highly fortunate to have bucked industry and institutional trends with regards to supermarkets, movie theaters, and the U.S. Postal Service. The persistence of all three uses in the Village allows Maplewood residents to conveniently satisfy both their day-to-day and entertainment needs in the company of their neighbors and friends without having to travel to distant and impersonal malls; yet, at its own peril would the township take for granted this happy circumstance. Therefore, both the township and the Village Alliance should continue to take all necessary efforts to make sure that these businesses remain profitable, and their operators happy with their location. Periodic meetings or contacts with representatives of each anchor to ascertain any concerns would be useful, as would prompt action to address those concerns. Moreover, should the current operators ever depart, a concerted effort should be made to find new operators for the same use.

C. PARKING IN BUSINESS DISTRICTS

6. ***Develop plans for enhancing and optimizing the parking supply in all business districts.***

Adequate parking is necessary to support business districts as well as to minimize impacts from people parking in adjacent residential areas. While 100 percent of the theoretical parking demand will probably never be satisfied in most of Maplewood's commercial areas, as much parking should be provided as is possible given physical, fiscal, and other constraints. Each district will demand a different approach. Regardless of the nature of the plans, they should be coordinated among all the relevant stakeholders, including the township, business

and property owners, the SIDs, and other interested parties such as the Chamber of Commerce.

7. ***Protect and preserve existing parking resources through zoning and whenever economic development activities are undertaken.***

Existing parking areas are an important resource meriting protection. Any future zoning changes should be mindful of their impact on the existing parking supply (in fact, a specific regulation is proposed for the Village and the nodes on Springfield Avenue, and is detailed below). Likewise, any new development should be undertaken in a manner such that it does not worsen existing parking deficiencies, and rather improves parking availability wherever feasible.

8. ***Encourage the use of shared parking between commercial (and residential) uses.***

Private parking facilities can often effectively serve more than one constituency when neighboring uses experience their peak parking demand at different times of the day (such as offices, which need parking during the day; and restaurants, which need parking at night). The zoning ordinance should encourage private business operators to seek out and implement shared parking plans where it would be to their mutual benefit.

9. ***Implement parking policies in the Village and on Springfield Avenue that promote and encourage the reuse of existing buildings, as well as pedestrian-friendly development patterns, while preventing the loss of existing parking areas.***

When Maplewood Village and parts of Springfield Avenue were built out, relatively few people drove to such shops, and on-street parking was sufficient to satisfy the demand. With increased auto use, the resulting lack of off-street parking has been a bedeviling problem for older commercial areas everywhere. While successful downtown and "main street" areas may never be able to provide sufficiently convenient parking to rival their suburban counterparts, public policy should seek to balance parking needs against the preservation of these traditional built forms. A four-point zoning strategy is recommended to achieve this balance in Maplewood Village and in the two pedestrian nodes on Springfield Avenue:

- Baseline parking requirements are reduced to a low level, consistent with the multimodal and pedestrian orientation of the districts.
- Any permitted use reoccupying an existing building is not required to provide any additional parking.
- Expansions, modifications and new construction on a site with on-site parking cannot reduce the amount of on-site parking below the level stipulated in the baseline requirements.
- All new parking would be required to be located in the rear or side yards, never in front of the building.

Note that this scheme has several desirable attributes. First, it allows businesses to locate in

existing buildings with no variances required. Second, it prevents the loss of all existing parking spaces in these areas. Third, it provides an incentive to reuse existing buildings over new construction, which would have to provide on-site parking. However, if new construction is the best option, it keeps parking requirement modest while ensuring design compatibility.

D. HOUSING STOCK PROTECTION

10. Make creative use of zoning tools to protect the built character of Maplewood's neighborhoods, including areas and structures that do not qualify for "historic" designation.

This Master Plan includes an Historic Preservation Element which provides the basis and support for the adoption of Maplewood's Historic Preservation Ordinance, the purpose of which is to preserve and protect Maplewood's designated historic sites, buildings and districts. However, pursuant to the local ordinance, and State Law, only buildings which qualify for such historic designation are subject to such protection in the form of "certificates of appropriateness." Implementation and enforcement of these regulations will go a long way to protect Maplewood's rich historic architecture. However, there are many areas in Maplewood which although not capable of being defined as or qualifying for protection as "historic" buildings or areas, nevertheless exhibit a distinct architectural character.

In the past decade, the phenomenon of "McMansions" and "teardowns" have become commonplace in older desirable suburbs like Maplewood. Since neither architectural review boards nor site plan review for single-family homes are legally permissible under New Jersey law, more innovative and creative means of regulating this phenomenon are required. Amongst the lexicon of weapons that can be utilized in this endeavor are the introduction of stricter bulk controls for single-family homes—floor area ratio, building and lot coverage in particular—and design regulations, expressed in the form of dimensional requirements (e.g., prohibiting a wall along a side yard setback to have an uninterrupted façade along its entire length and height). In addition to the adoption of such new regulations, upholding existing regulations is also extremely important.

E. AFFORDABLE AND SENIOR HOUSING

11. Additional low-cost housing for seniors or for low- and moderate-income families should be encouraged when and if the opportunity presents itself as part of other development projects.

As a fully built-out community, Maplewood has few options for adding to its existing stock of housing addressing the needs of seniors and low- to moderate-income households. Yet, the need for these types of housing exceeds the current supply. There is the possibility that future redevelopments will include a residential component, and where appropriate, these redevelopments should be programmed to include an affordable and/or senior housing component.

F. PUBLIC FACILITIES

12. Develop a comprehensive vision and plan for community facilities, irrespective of jurisdiction of ownership and separate from any subsequent plans for implementation.

The proposed strategy would accomplish two key objectives. First, it would facilitate operational planning among municipal departments, including improvements and maintenance to parks and municipal buildings. Second it would promote partnerships and joint ventures with other governmental bodies and organizations, such as the Board of Education, Village of South Orange, South Mountain YMCA, and the Women's Club.

G. BICYCLE CIRCULATION AND FACILITIES

13. Establish a long-range plan for developing a bikeway network in Maplewood

Full realization of the bikeway network will involve substantial engineering effort and capital investment over many years. The overriding goals should be:

- Develop and maintain an integrated system of bicycle accommodations throughout Maplewood that links origins and key attractions.
- Ensure that bicycle considerations are an integral part of street design and so that lanes and pathways form an integrated network.
- Coordinate and cooperate with surrounding jurisdictions, especially South Orange and Millburn, to create a continuous and interconnected bikeway network.

14. Implement administrative and programmatic efforts in support of bicycling in Maplewood

To fully achieve the benefits, a successful bicycle plan must be comprehensive in scope, addressing a broad range of issues and concerns relating to the use of the bicycle for transportation and recreation. The township should consider pursuing the following administrative and programmatic activities in support of bicycling in Maplewood.

- Staff Position for Bicycle/Pedestrian Coordination
- Bicycle Safety and Effective Cycling Education Program
- Bicycling Encouragement Program

15. Pursue Enforcement and Public Safety Efforts

Various municipal efforts related to public safety, security and zoning and development regulations impact the implementation of a comprehensive bicycling program. The township should consider the following initiatives in pursuit of a fully developed bicycle program. Those that directly impact zoning and development include:

- Establish guidelines/requirements for bicycle parking for new development, and incorporate into it the site plan approval process.

- Examine municipal ordinances, rules and regulations with regard to regulation of bicycle use, and propose revisions where such regulations are outdated and/or bicycle use is unnecessarily restricted.

H. UTILITIES

16. Implement an ongoing program to monitor and report on the state of the physical infrastructure and public utilities serving Maplewood.

The township should implement an ongoing program to monitor and report on the state of the physical infrastructure and public utilities serving Maplewood. This would be undertaken by the Engineering Department in conjunction with the various public utility providers. The utilities fall into two broad categories:

- Those for which the town is responsible, e.g., roads and storm sewers.
- Those provided by other entities, e.g., power, water, telephone.

Such knowledge will enhance planning for future economic development, and help prevent problems due to breakdown or deterioration of facilities.

12.2 SPECIFIC PARCELS AND PROPERTIES

Most of the Master Plan recommendations are at the policy level rather than site-specific. However, during the course of the Master Plan process, several recommendations affecting either specific tax lots or existing property assemblages were identified. These recommendations are as follows:

17. Form an ad hoc task force to review the disposition of the existing police station site on Dunnell Road.

It is very likely that the township will build a new Criminal Justice complex at a location other than the existing site on Dunnell Road. This will leave the Dunnell Road site available to either satisfy a municipal purpose, or to be sold to create a new economic development opportunity. An ad hoc taskforce—consisting of public officials, township staff, and citizens—should be formed to thoroughly review the disposition of this property, recognizing that it represents a rare opportunity to either enhance municipal facilities or attract new development. At the same time, the task force should seriously consider the historic preservation aspects of the existing police station building and its site near Memorial Park. Amongst the options to be considered would be the possible preservation of the building and the feasibility of an adaptive reuse. The task force's work may be supplemented by professional planning and engineering expertise as needed.

18. Partner with the Village of South Orange to plan for the enhancement and usage of the Old Water Lands Park.

The Old Water Lands is one of the last opportunities for recreational and park expansion

in Maplewood. Owned by the Township of South Orange, the parcel is currently located within a flood plain, and is only partially improved with a soccer field that is subject to flooding. Both Maplewood and South Orange have expressed interest in gaining better recreational usage from it. Discussions should be undertaken to see if a joint venture to improve this recreational resource is feasible and desirable.

19. ***Carefully consider any future changes to the zoning to the Maplewood Country Club so as to not affect COAH calculations nor encourage the transformation (sale of the golf club operation.***

The current zoning of the Country Club is based in part on meeting the township's affordable housing obligations as certified by the Council on Affordable Housing (COAH) requirements. However, it is the preferred policy of the township to maintain this green space in the middle of the town. Should modifications to the existing zoning be necessary, the township will have be mindful of both policy imperatives.

20. ***In addition to the redevelopment area already under investigation, the following three areas should be studies for the potential as development areas, or for alternate usage:***

- Comparatively large parcels of land, such as any of the automobile dealerships on Springfield Avenue, should they become available for sale. Such a recommendation should not be interpreted as an explicit policy of the township to eliminate existing automobile dealerships on Springfield Avenue, but rather encouraging alternative uses of these larger tracts should any of these businesses chose to close or relocate.
- Burnett Avenue, from Springfield Avenue to DeHart Park, including the former Verizon and Universal Chain properties. This area includes a small number of two- and three-family houses in the industrial zone.
- The area in and around Marie Place, including the north sides of Springfield and Millburn Avenue near their mutual intersection. This has the potential to create a large parcel for commercial development.

At this time, this recommendation does not constitute an endorsement for taking any property, relocated any residents or businesses, or changing any usage.

12.3 ZONING RECOMMENDATIONS

Implementation of the recommendations in this Master Plan will take many forms; some involve institution of special programs or services, require further study or pursuing funding from outside sources, or reallocating and prioritizing funding from the township's coffers itself. However, the primary means of implementing the Master Plan, in particular the Land Use Element, is in the form of amendments to the zoning code.

Since it has been some years since the zoning ordinance of Maplewood was comprehensively evaluated and revised to reflect changes in State and case law, to regulate new uses,

designs and forms of land use, an overall review and "updating" may be appropriate. The following list represents a series of major amendments to the zoning code of Maplewood in order to implement significant, key land use recommendations from the Master Plan.

- Revised Zones for Springfield Avenue

Two new zones are proposed for Springfield Avenue: a "PRB" Pedestrian Retail Business zone to be mapped over two designated "pedestrian nodes;" and a new "redevelopment" overlay zone to be mapped over appropriate locations along Springfield Avenue:

The "PRB" district features (1) high permitted site coverage; (2) "build-to" lines to encourage a continuous streetwall; and (3) low minimum parking standards, with parking waivers for permitted uses in existing buildings. The district is proposed for two specific areas of Springfield Avenue (shown on Figure 3.3 of the Land Use Element), consistent with the 1999 Economic Development Plan:

1. The area encompassing properties fronting on Springfield Avenue between Indiana and Princeton Streets.

2. The area located opposite Maplecrest Park and the Hilton Branch Library.

In addition, a "redevelopment" overlay zone is to be adopted over areas (yet to be identified) along Springfield Avenue where redevelopment is desired, but where conditions have not reached a point where the area would meet the statutory criteria to declare an "area in need of redevelopment." In areas where this overlay is mapped, existing bulk and use regulations would remain intact. However, for projects crossing a defined threshold for scale, different uses and greater bulk (floor area and height) would be permitted, subject to stringent requirements for design and aesthetic improvements, parking, and on- and off-site improvements to mitigate impacts.

- Preservation of Housing Stock

Specific zoning provisions should be added to retain the scale and character of Maplewood's existing housing stock in conjunction with historic preservation goals. These include prevention of so-called tear-downs, constraining subdivision, limiting footprint and/or density on residential lots, and preserving quantifiable architectural characteristics, such as the slope of roof lines. Expert advice will be needed to ensure that any such guidelines are in accord with state statutes regarding design guidelines and aesthetics.

The above goal calls for the addition or amendment of current regulations which relate to two aspects of residential development: the size or bulk of a home, and its design. The regulations should be aimed to ensure that additions to homes or the rebuilding of homes is accomplished in a manner which is in keeping with the scale and the aesthetics of the neighborhood in which it is located. One approach to this issue is the introduction of a floor area ratio for all single- and two-family homes in the township. Alternatively, a combination of restrictions in the form of bulk controls could be adopted which have a similar effect in restricting scale and in preventing monotonous, inappropriate design. If carefully draft-

ed, such regulations, in combination, can substantially restrict unwanted and out-of-scale additions or rebuilds to be constructed in established residential neighborhoods.

- Restaurant and/or Fast Food Establishments

The current provisions for a whole range of eating and drinking establishments, especially as they relate to takeout establishments and drive-thru restaurants, are outdated and awkwardly worded. The different types of eating and drinking establishments should be differentiated by definition, and their establishment within different commercial zones must be based upon their operational and physical characteristics. In particular, fast food restaurants, particularly those which have drive-thru operations, must be carefully regulated—both in terms of which zones they should be permitted and in their design and operation—so as to control potential negative impacts on the retail establishments in the commercial area in which they are located, and on residential uses to which they may be adjacent.

- Hotels and Bed-and-Breakfasts

Overnight lodging establishments—hotels, motels, bed and breakfasts (B&Bs)—are not currently permitted in any existing zone within Maplewood. Given the fact that there may be a latent demand for lodging, consideration should be given to permitting hotels and/or B&Bs as a conditional use, and only in specific, appropriate locations.

B&Bs are more likely to result from the conversion or the adaptive reuse of a large existing single-family home, rather than to be built anew. As such, careful selection of which residential areas are appropriate for such conversions must be undertaken to ensure that they do not have a negative impact on their neighbors. Hotels, while permitting overnight stays, are clearly more commercial in nature, and as such belong in business zones. To ensure higher-quality development, only larger-type hotels should be permitted, which in turn implies their establishment on a larger-sized parcel. As such, hotels may warrant inclusion in the overlay zone which would encourage the assembly and redevelopment of larger parcels on Springfield Avenue.

- Public Uses

Public and quasi-public uses are not currently permitted in any zone in Maplewood due to recent zoning changes related to the RLUIPA lawsuit in the township. The wide range of public and quasi-public uses that are currently established in Maplewood, and new ones that potentially could be established, require such uses to be listed and defined, and for specific zones to be identified where they should be permitted as-of-right or as a conditional use. In addition, appropriate dimensional and design regulations should also be adopted along with them. The regulations also need to take into account the terms of the RLUIPP lawsuit settlement.

- Parking Requirements in Business Zones

A two-pronged policy is recommended, one targeting Maplewood Village and the pedestrian nodes on Springfield Avenue; and a more conventional policy for other commercial zones such as the HB district.

For the Village and pedestrian-oriented uses on Springfield Avenue, the following regulations would be in implemented:

- Baseline parking requirements would be reduced to a level significantly lower than typical commercial district regulations.
- Permitted uses occupying existing buildings would be exempt from all parking requirements.
- For existing buildings with parking on-site, expansions or modifications could only reduce the amount of on-site parking to the extent that it still met ordinance requirements.
- New construction would be required to provide on-site parking consistent with the ordinance, but only in the rear or the side yard. No front-yard parking would be permitted.

Other commercial districts would have more conventional parking standards based on formulas relating to the type of use (square feet for retail and office, seats for restaurants, etc.). However, the township should review all of its parking standards in these districts to make sure they reflect the latest research on parking generation, and do not mandate more parking than necessary.

- Residential Conversions

Because of the rising costs of housing in desirable suburban communities like Maplewood, larger, older single-family homes often become the target of conversions to two- and sometimes three-family homes. The lack of affordable or moderately-priced housing alternatives often lead speculators to buy the older homes and convert them into two or three "apartments" by adding kitchens and bathrooms in the basement or on the upper floors, and by adding internal partitions which allow two or three households to live independently but in the same dwelling with one another.

Maplewood has permitted such conversions to occur within the two-family residential zone (the R-2-4 District), provided the appropriate building and health codes are adhered to. Such conversions have also occurred on occasion in the past in other parts of Maplewood. Some were sanctioned by variance, but others have occurred illegally where they are not permissible. Where such conversions have been undertaken illegally, they can undermine the character of the neighborhood of which they are part, and put strains on the community's infrastructure and municipal services, particularly in light of the fact that they do not pay the requisite property taxes.

For all of these reasons, in the past as well as at present, the Township has discouraged such conversions, especially where undertaken illegally, but also where applications for variances have been made. Based upon the updated survey of land uses in the community which have identified these two-family or three-family homes, future conversions which are not permitted by the underlying zoning are to be strongly discouraged. Moreover, vigilant enforcement of the provisions of the zoning code is encouraged so as to discourage landowners and speculators from attempting illegal conversions.

- Tree Preservation Ordinance

To a large degree the visual character of Maplewood is enhanced by the presence of larger, older trees, not only placed within the public rights-of-way, but those found on private property. Increasingly recognized for not only their aesthetic value, but their value in moderating temperature and protecting homes from the effects of high winds, as well as their environmental benefits, many communities in New Jersey have enacted tree protection ordinances to preserve these trees, and to ensure that if they die or must be removed for development, that they will be replaced.

The passage of a tree preservation ordinance in Maplewood is recommended. The provisions should ensure that in particular mature trees are only removed when no reasonable alternative to saving them can be found. Where such removal is necessary, one or more replacement trees to compensate for such a loss should be mandated.

- General Update of the Zoning Ordinance

As mentioned at the outset of this section, Maplewood's zoning code should be reviewed, edited and modernized to correct certain inconsistencies and discrepancies, to replace inaccurate or confusing definitions, and to update certain features which are outmoded. Such an effort will require the services of a professional planner, but should be guided and supplemented by an ad hoc citizen task force comprised of residents with substantial local experience in zoning matters.