

MASTER PLAN UPDATE

BACKGROUND STUDIES

MASTER PLAN ELEMENTS

Township of Millburn
Essex County, New Jersey

Adopted February 27, 1991
Housing Element Updated December 1997
by the
Township of Millburn Planning Board

This is a reprinting of the Master Plan adopted by the Planning Board in 1991. It includes the Housing Element adopted in December 1997 and a copy of the Existing Land Use Map printed in color as updated through 1985 as referenced in the 1991 Master Plan. A copy of the May 1994 Reexamination Report is also included for reference purposes.

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TABLE OF CONTENTS

BACKGROUND STUDIES

Introduction	1
Regional Analysis	1
Existing Land Use	3
Recreation and Conservation	6
Community Facilities	7
Downtown Parking Needs Analysis	8
Historic Background	9

MASTER PLAN ELEMENTS

Land Use Plan	11
Historic Preservation Plan	14
Recreation and Conservation Plan	16
Traffic Circulation Plan	17
Recycling Plan	18

LIST OF PLATES

<u>Plate No.</u>		<u>Following</u>
1	Adjoining Zoning	1
2	Major Development Activity	3
3	Vacant Land Inventory (map)	4
4	Vacant Land Inventory (table)	4
5	Public Land Inventory (map)	5
6	Public Land Inventory (table)	5
7	Census Tracts (map)	6
8	Recreation Inventory & Needs Assesment: CT 200, 201	6
9	Recreation Inventory & Needs Assesment: CT 202, 203	6
10	Land Area Adjustments (map)	6
11	Recreation & Open Space Inventory (map)	7
12	School Enrollment Trends and Projections	7
13	Summary of Parking Supply vs. Need	8
14	Land Use Plan	11
15	Historic Districts and Sites (map)	15
16	Historic Buildings (table)	15
17	Recreation and Conservation Plan	16
18	Recreation & Open Space Inventory & Proposals (table)	16

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INTRODUCTION

The Township of Millburn Planning Board last updated its Master Plan in June, 1985, with an amendment in early 1987 to adopt the Housing Element, as required under the Fair Housing Act and the Municipal Land Use Law.

The Planning Board is undertaking a periodic review and reexamination of certain elements of its Master Plan in accordance with the requirements of the Municipal Land Use Law. The background studies in this Master Plan update include a regional analysis, a review of recent construction activity in the township, an identification of vacant lands in private ownership, an inventory of public lands, a review of recreation and conservation lands, an update on school facilities and enrollment trends, a downtown parking needs analysis, and background on historic districts, buildings and sites. The Master Plan Elements which are updated include the Land Use Plan, Historic Preservation Plan, Recreation and Conservation Plan, Traffic Circulation Plan, and Recycling Plan. Following completion of the update of these aspects of the Master Plan, a reexamination report will be prepared for adoption by the Planning Board, in accordance with statutory criteria.

This document should be read along with the published 1985 Master since not all aspects of that Master Plan are in need of update at the present time.

REGIONAL ANALYSIS

The Municipal Land Use Law requires municipalities to consider the plans of adjoining municipalities, the county and the state when undertaking long range planning.

Adjoining Municipalities: Master plans and zoning ordinances were reviewed from all adjoining municipalities. The results are shown in mapped form on the accompanying map, Plate 1, entitled Adjoining Zoning. The following sections describe the relationship between zoning in Millburn Township and that which is found in the adjoining municipalities:

1. West Orange: The zoning in West Orange is for garden apartments at a density of 8 units per acre adjoining a developed section of R-4 single family in Millburn. There are no road interconnections directly between the single family homes and the adjoining

apartments, with three cul-de-sac streets extending to the municipal boundary line in West Orange from Millburn. This zoning incompatibility is a reflection of existing development patterns.

2. Maplewood: Maplewood has an extensive border with Millburn, but much of it is in the South Mountain Reservation. While there are some zoning differences along the boundary, they are minor in nature and do not represent incompatibilities. The R-0 Residential Office zone in Millburn adjoins a single family zone in Maplewood, but the restrictions on development in the Millburn zone assure compatibility with nearby residences in both Maplewood and Millburn.
3. Union: Union Township is separated from Millburn by the East Branch of the Rahway River. There are no road interconnections between the two municipalities, thereby minimizing any potential adverse land use relationships. There is a business zone in Union adjoining residential zoning in Millburn in the vicinity of 1-78, but this does not present a major problem as long as stream corridor vegetation is protected as a means of buffering the different land use districts. All other zoning districts along this boundary are compatible.
4. Springfield: The Springfield boundary includes a variety of different zoning districts. At the easterly end near the Union Township boundary, Springfield has an industrial zone along 1-78 to Main Street, essentially conforming to the 1-1 zone in Millburn. West of Main Street is found a small lot single family zone adjoining the R-8 and R-7 districts in Millburn, a compatible arrangement. A multifamily district in Springfield adjoins the stream behind the high school extending to Short Hills Avenue, and the separation provided by the stream and the relatively high intensity use of the school site confirm the compatibility of these land uses. West of Short Hills Avenue and extending to the businesses along Millburn Avenue are two small-lot single family residential districts which, because of their separation by the stream and their clear orientation to Short Hills Avenue for access do not present a compatibility problem with the business zone in Millburn, although in the review of any development applications in that area of Millburn, care should be exercised to assure appropriate consideration is given to buffering and landscaping to protect the residences. The remaining Springfield Avenue border area is zoned commercial and conforms to the commercial zoning in Millburn not only along Millburn Avenue but on the Morris and Essex Turnpike as well.
5. Summit: From the Springfield line extending west along the Morris and Essex Turnpike, the land lying between Route 24 and the township is zoned for business use. On the other side of Route 24 the land adjoining Springfield is zone for Research Office on 60,000 square foot lots, and the remaining lands to the railroad are zoned for small-lot single family residential. This use pattern is compatible with the business zoning in Millburn. Between the railroad crossing and the Chatham Borough line. Summit and Millburn are separated by the significant combined rights-of-way of the Morris and Essex Turnpike and Route 24, effectively minimizing any potential for adverse land use relationships. However, in spite of this separation of districts, they remain compatible with most of the areas adjoining the highway corridor zoned for single family

residences, with the nonresidential uses found at Kennedy Parkway in both Summit and Millburn.

6. Chatham Borough: Chatham and Millburn are separated from each other by the Passaic River corridor. No road interconnections occur along the common boundary, although Route 24 enters Summit near the Kennedy Parkway interchange in Millburn. The land use and zoning pattern at the Kennedy Parkway interchange with Route 24 includes a large shopping mall, a hotel and office use, and other nearby offices along Kennedy Parkway. Some of the remaining common border with Chatham includes lands and a reservoir of the New Jersey - American Water Company. Due to the significant traffic separations and major natural features which form the boundary between Chatham and Millburn, no compatibility problem is found in the boundary area of these two municipalities, except for the potential traffic impacts on Passaic Avenue associated with the industrial zoning in the portion of Chatham which adjoins similar zoning in Florham Park.
7. Florham Park: Florham Park provides office and manufacturing zoning on large lots along Passaic Avenue. All the adjoining lands in Millburn are zoned for Conservation because of their use as a part of the water supply systems of the New Jersey - American Water Company and the City of East Orange. Significant care should be exercised in developing lands in Florham Park for the zoned purpose to assure that the buried valley aquifer system is not compromised.
8. Livingston: The Livingston boundary extending westerly from White Oak Ridge Road is zoned R-1 for 35,250 square foot single family homes. This low density residential configuration is reasonably consistent and compatible with the watershed lands in Millburn. At South Orange Avenue and White Oak Ridge Road, Livingston has a small business zone to reflect an existing use pattern, and the remaining border area extending to West Orange is zoned R-1, a compatible zoning category with the R-4 and R-5 areas in Millburn.

Essex County: No recent planning documents have been issued by Essex County which requires coordination with local planning efforts, with the exception of the county role in the cross-acceptance process involving the Preliminary State Development and Redevelopment Plan, as covered in the following section of this report.

State Plans: The State Planning Commission, created by the legislature in 1985, is in the process of considering the adoption of a State Development and Redevelopment Plan. While this process has been underway for some time, efforts by the State Planning Commission to involve the county and local governments in the preparation of the plan have resulted in a more protracted time period for adoption of the first plan than was originally anticipated. At the present time, the State Planning Commission anticipates adoption of the plan toward the latter part of 1991, well after the anticipated completion of the Millburn Master Plan update. However, Millburn has been participating with the County Planning Board in the cross-acceptance process, and it will continue to monitor the progress being made by the State Planning Commission as it progresses through the negotiation phase of cross-acceptance. In general terms, the Preliminary State Plan as released

by the State is compatible with local planning and zoning, reflecting protection of the environmentally sensitive areas associated with the water reserves along Kennedy Parkway, Various suggestions were made to the County Planning Board to include some local parklands and additional water reserve protection areas, and these along with other matters are under consideration at the present time.

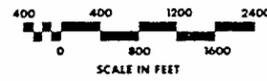
EXISTING LAND USE

The purpose of this section of the update is to identify two major features of the land use pattern in the township. First is the nature of development which has occurred since the last major update of the existing land use information and the second is to provide an inventory of vacant lands.

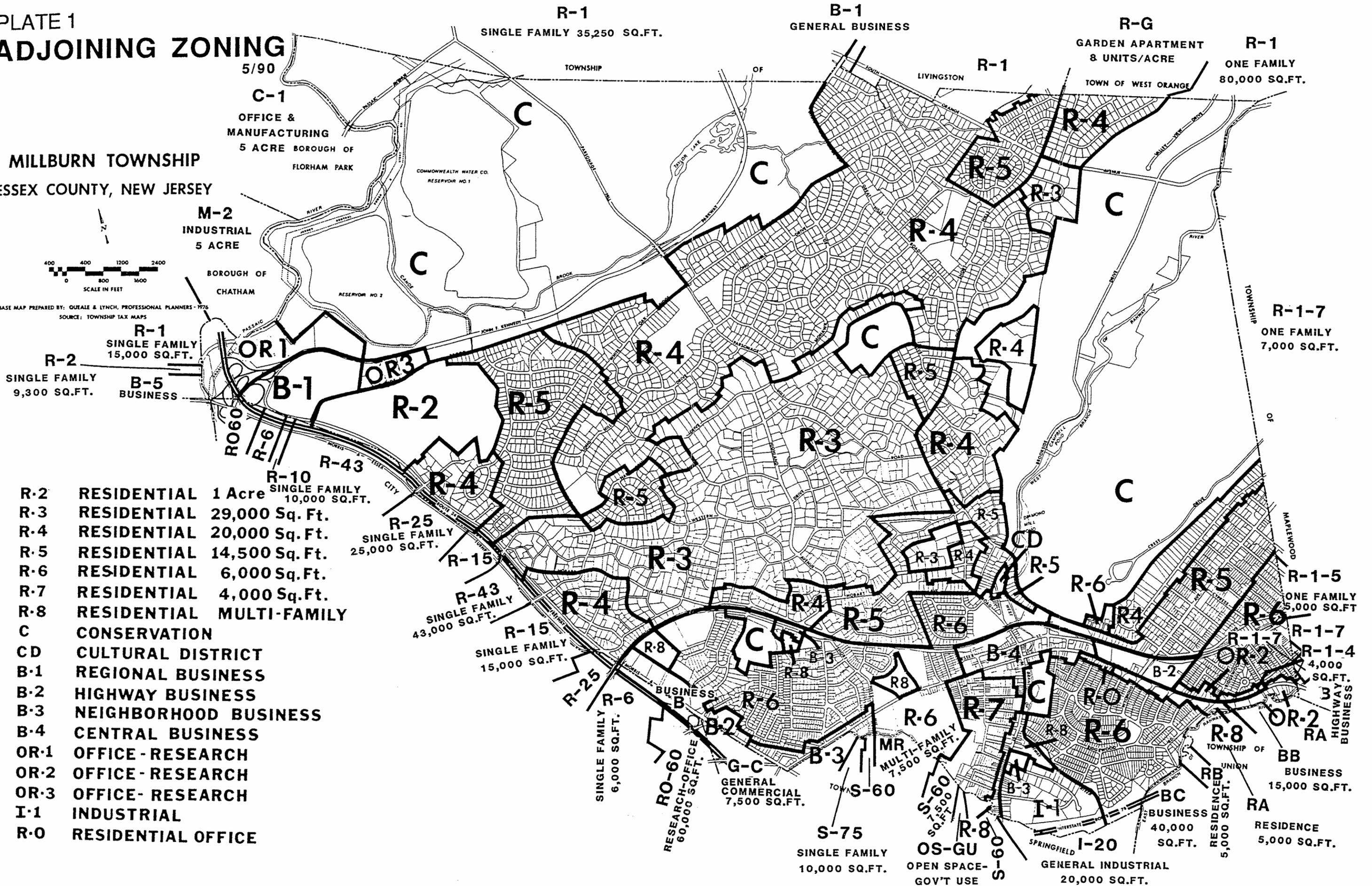
Major Development Activity: Plate 2 accompanying this report is a map which identifies major new developments in the township over the last decade or so. The intent of the map is to provide supplementary information and analysis to that contained in the 1985 Master Plan.

PLATE 1 ADJOINING ZONING

MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY



BASE MAP PREPARED BY: GUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
SOURCE: TOWNSHIP TAX MAPS



- R-2 RESIDENTIAL 1 Acre
- R-3 RESIDENTIAL 29,000 Sq. Ft.
- R-4 RESIDENTIAL 20,000 Sq. Ft.
- R-5 RESIDENTIAL 14,500 Sq. Ft.
- R-6 RESIDENTIAL 6,000 Sq. Ft.
- R-7 RESIDENTIAL 4,000 Sq. Ft.
- R-8 RESIDENTIAL MULTI-FAMILY
- C CONSERVATION
- CD CULTURAL DISTRICT
- B-1 REGIONAL BUSINESS
- B-2 HIGHWAY BUSINESS
- B-3 NEIGHBORHOOD BUSINESS
- B-4 CENTRAL BUSINESS
- OR-1 OFFICE - RESEARCH
- OR-2 OFFICE - RESEARCH
- OR-3 OFFICE - RESEARCH
- I-1 INDUSTRIAL
- R-0 RESIDENTIAL OFFICE

R-10 SINGLE FAMILY 10,000 SQ.FT.

R-25 SINGLE FAMILY 25,000 SQ.FT.

R-43 SINGLE FAMILY 43,000 SQ.FT.

R-15 SINGLE FAMILY 15,000 SQ.FT.

RO-60 RESEARCH-OFFICE 60,000 SQ.FT.

G-C GENERAL COMMERCIAL 7,500 SQ.FT.

S-75 SINGLE FAMILY 10,000 SQ.FT.

MR MULTI-FAMILY 7,500 SQ.FT.

OS-GU OPEN SPACE-GOV'T USE

I-20 GENERAL INDUSTRIAL 20,000 SQ.FT.

RB RESIDENCE 5,000 SQ.FT.

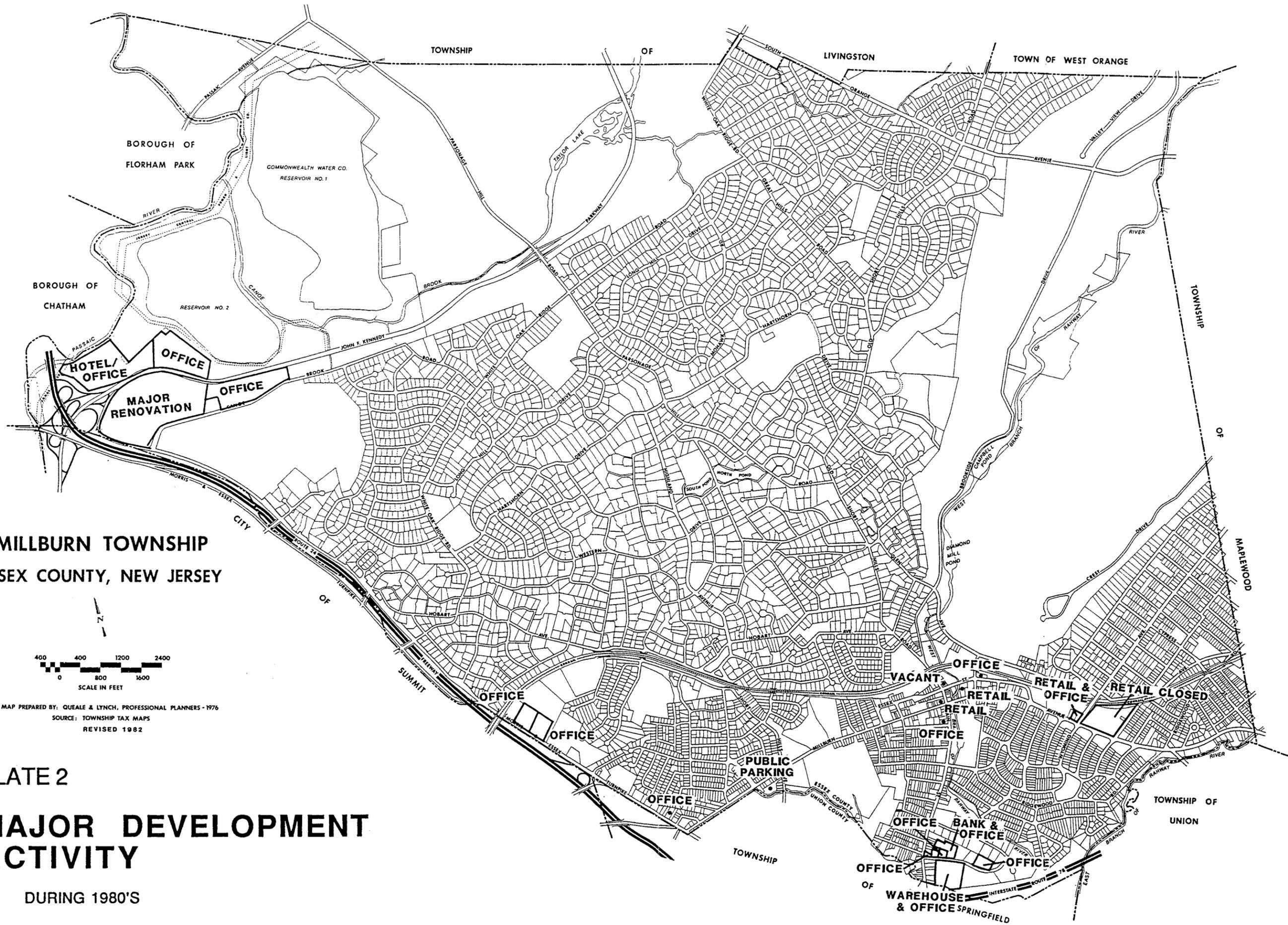
RA RESIDENCE 5,000 SQ.FT.

R-1-5 ONE FAMILY 5,000 SQ.FT.

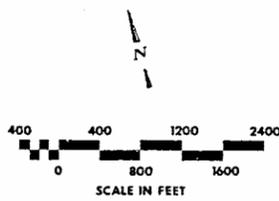
R-1-7 4,000 SQ.FT.

OR-2 HIGHWAY BUSINESS

BB BUSINESS 15,000 SQ.FT.



**MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY**



BASE MAP PREPARED BY: QUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
SOURCE: TOWNSHIP TAX MAPS
REVISED 1982

PLATE 2

**MAJOR DEVELOPMENT
ACTIVITY**

DURING 1980'S

The last complete land use inventory in the township was undertaken in August, 1976, and the information on that map was updated in 1985 through a general review of recent development activity. As was the case in 1985, this Master Plan update provides information on major recent development activity which has occurred during the 1980. This mapping of development activity is based partially on personal knowledge and to supplement that source of information, the Engineering Department provided information on recent site plan and subdivision applications to assist in identifying other major projects.

Plate 2 provides the results of this review of development activity. The following paragraphs describe the nature of major activities, which fall into a few general areas of the township:

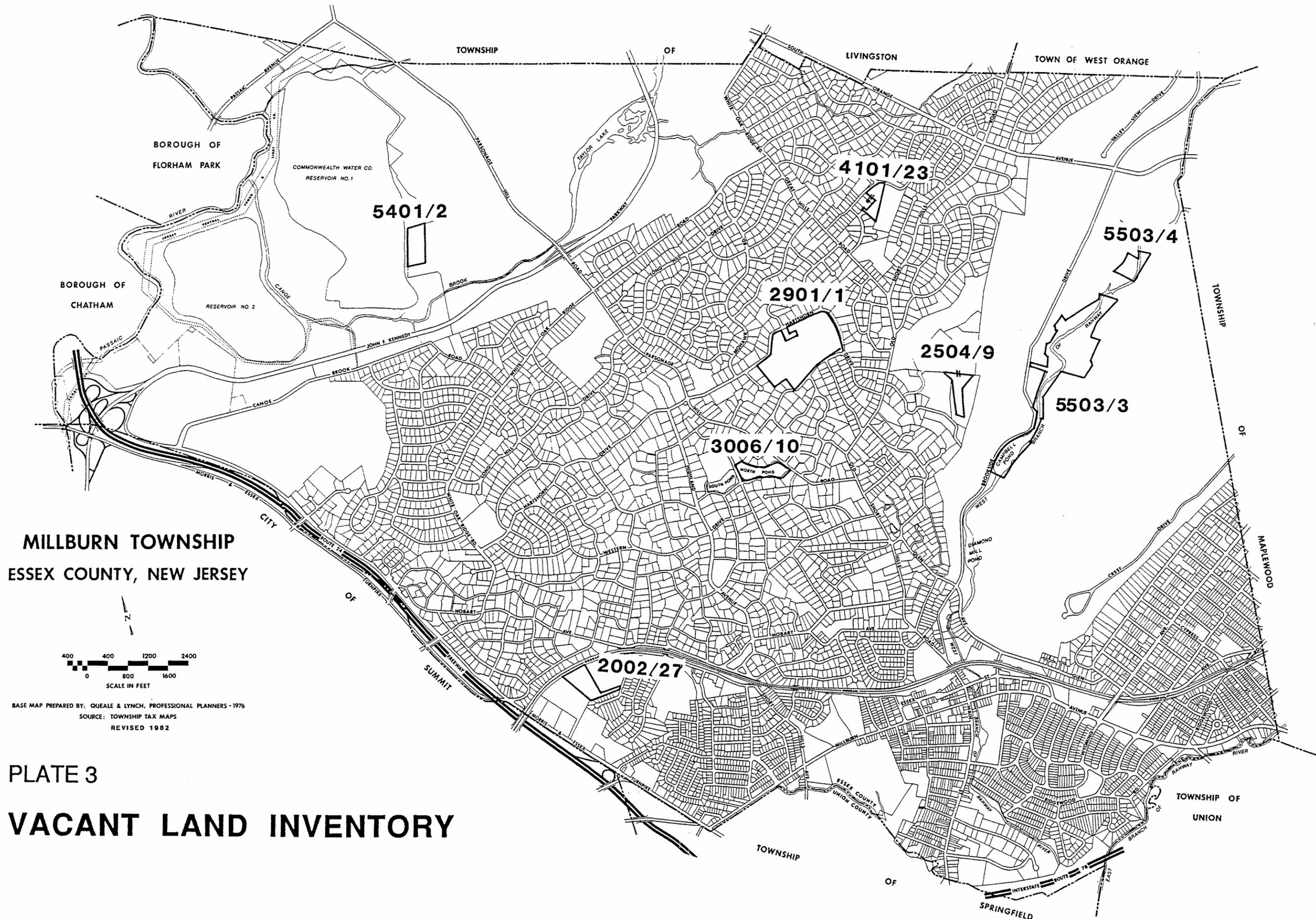
1. Kennedy Parkway and Route 24: Two office developments, the Hilton Hotel and office complex, and the renovation of the Short Hills Mall all occurred since the completion of the last land use inventory in 1976.
2. Morris and Essex Turnpike: Major new development activity in this area consisted of office buildings, which are shown in three locations on the map.
3. Bleeker Street: The American Heart Association, two office buildings, a bank/office, and a distribution/warehouse facility have been added.
4. Central Business District: Within the downtown area, office buildings were erected at Taylor and Main, and at Essex and Lackawanna. The Esplanade and another retail use were also added in the locations shown on the map. A service station was removed at the corner of Old Short Hills Road and Essex Street.
5. Other Locations: At Wyoming and Millburn Avenues, a property which was destroyed has been rebuilt with a combination of retail and office uses. Also in that area, the Lord & Taylor Department Store has closed and the Planning Board has approved a retail complex within the existing building. Another change in use involves the addition of public parking in the Glenwood business district serviced by Short Hills Avenue.

Vacant Lands: Included with this report is Plate 3, a map showing the location of parcels which are listed in the tax assessment records as vacant and over two acres in size. Also included is Plate 4, a table providing a listing of the vacant parcels along with their block/lot identification, street address, the name of the owner, the size of each parcel in acres, and the features of the site.

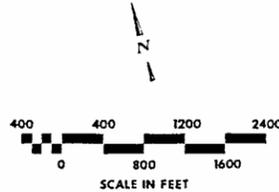
The importance of this inventory is to identify any significant vacant lands so they can be appropriately considered in the development of the Master Plan. For the purposes of this analysis, all vacant properties of more than two acres are specifically covered in the text in this vacant land inventory.

The following tax lots are greater than two acres in size. Their characteristics are described in the text as they relate to suitability for development:

1. Block 4101, Lot 23: This parcel is located at Great Hills Road and Troy Lane. It is 3.0 acres in size and is in common ownership with adjoining lots 24 and 25. The property is odd-shaped and adjoins an elementary school. One portion of the lot has potential access from a stub street off Tall Pine Lane. It appears to lend itself to the development of three single family homes based on R-4 zoning, although due to the odd shape of the parcel it may be necessary to consider some minor bulk variances. The Natural Resources Inventory does not indicate any serious environmental constraints for this parcel. Consideration can also be given to acquisition and addition to the adjoining school site.



MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY



BASE MAP PREPARED BY: QUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
 SOURCE: TOWNSHIP TAX MAPS
 REVISED 1982

PLATE 3
VACANT LAND INVENTORY

Plate 4
VACANT LAND INVENTORY
 Lots Greater than Two Acres

Township of Millburn
 June 1990

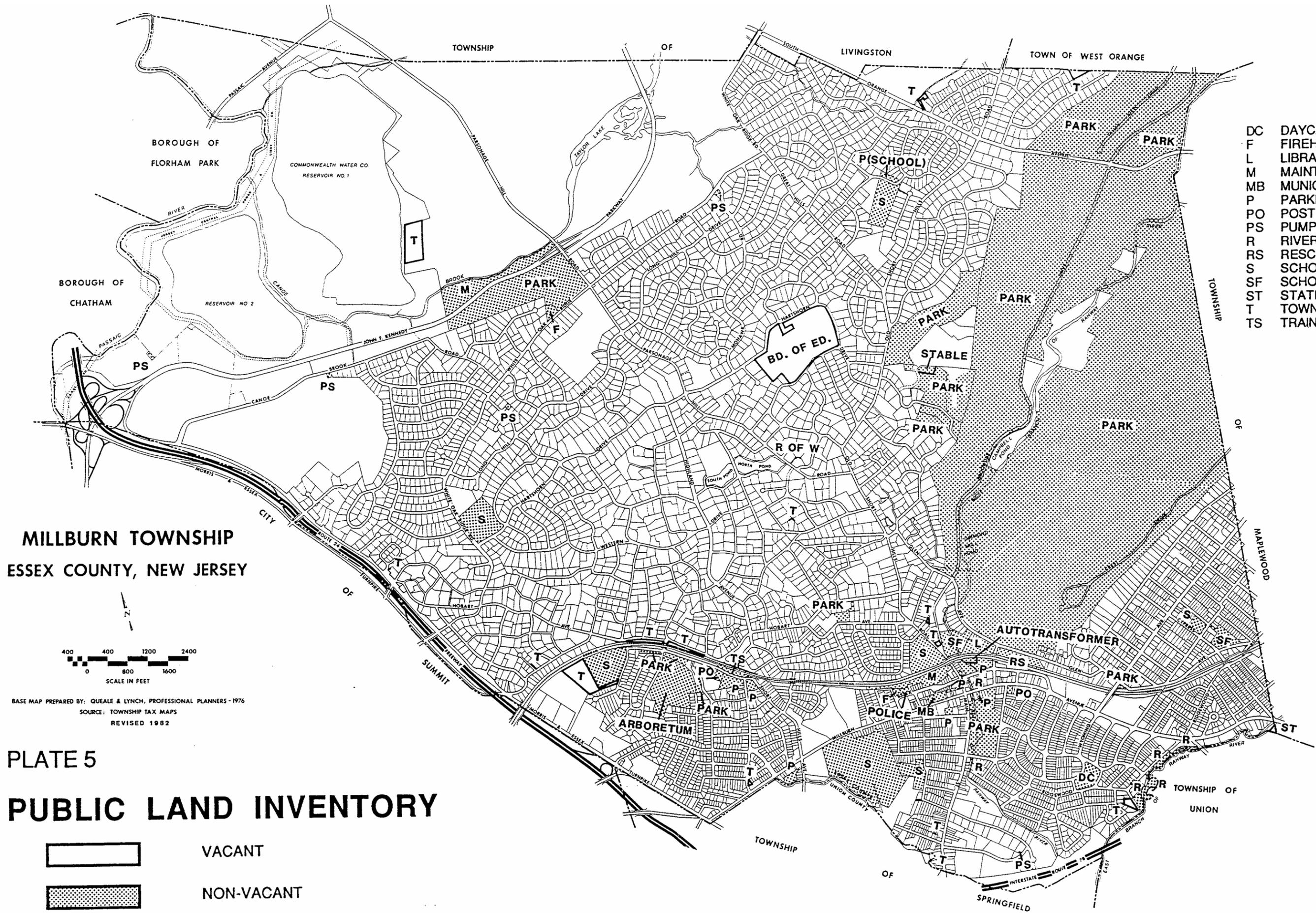
BLOCK	LOT	ADDRESS	OWNER	SIZE (ACRES)	SITE FEATURES
4101	23	44 Great Hills Terrace	Monroe	3.00	Adjoins Bd. of Ed. school parcel; odd-shaped lot; most suitable for addition to school site
2504	9	52 Old Hollow Road R.	Blanchard	4.46	Adjoined by Twp. open space, and by Blanchard home; landlocked; not suitable for development
5503	4	280 Brookside Drive	City of Orange- Water Department	5.17	Flood plain; landlocked; in South Mountain Reservation; water reserve; not suitable for development
2002	27	806 Morris Turnpike R	Township	5.97	Adjoins elementary school; environmentally constrained; restricted access; not suitable for development
5401	2	440 Parsonage Hill Rd.R	Township	6.10	Landlocked; adjoins golf course and water reserve lands; not suitable for development
3006	10	60 Parsonage Hill Road	North Pond Assoc.,	10.52	Open water; not suitable for development
2901	1	101 Hartshorn Drive	Board of Education	32.00	Wooded; some wetlands; may be needed for open space
5503	3	266 Brookside Drive	City of Orange- Water Department	40.73	Flood plain; in South Mountain Reservation; water reserve; not suitable for development

Source: Township of Millburn Tax Assessments Records, 1989

2. Block 2504. Lot 9: This 4.46 acre parcel is in common ownership with Block 2702, Lots 17 and 15 owned by Peter Blanchard. Much of the original Blanchard Tract has been dedicated to the township for park and open space purposes. This Lot 9 is adjoined by lands in township ownership and it is shown in the 1985 Master Plan as township parkland. It is landlocked and not suitable for development
3. Block 5503. Lots 3 & 4: These two parcels are owned by the City of Orange Water Department Lot 4 is 5.17 acres in size and Lot 3 is 40.73 acres. Both parcels are unsuitable for development because of their shape, their location in the stream corridor of the West Branch of the Rahway River, and their location within the confines of the South Mountain Reservation.
4. Block 2002. Lot 27: This is a virtually landlocked parcel of 5.97 acres owned by the township and adjoining an elementary school. It has environmental constraints and a restricted access through a narrow portion of the lot which extends to Taylor Road. It is not suitable for development but may lend itself to use as a passive recreation area.
5. Block 5401. Lot 2: This 6.10 acre landlocked parcel is owned by the township. It lies next to the East Orange Golf Course and lands owned by New Jersey - American Water Company. It is functionally a part of the water reserve area and is not suitable for development
6. Block 3006. Lot 10: This 10.52 acre parcel is located on Parsonage Hill Road, and it is owned by the North Pond Association. It is unsuitable for development since virtually the entire lot consists of North Pond, an open body of water.
7. Block 2901. Lot 1: This parcel is 32.00 acres in size and is known locally as the Fox Hill Reserve or the Oakey Tract It is owned by the Board of Education. The site is wooded and has some wetlands, and it provides an attractive open space area in this residential neighborhood. It may be needed to meet the township's requirements for passive open space if it is not used for school purposes.

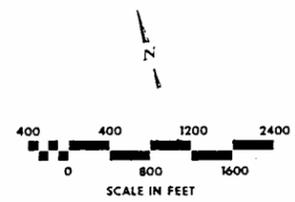
Public Land Inventory: Enclosed with this report is Plate 5, a map showing the location of land in public ownership, including the identification of the public entity owning the land. Also included is Plate 6, a table entitled "Public Land Inventory" which shows the block and lot, address, owner, use, and parcel size.

This inventory of public land will be specifically considered in the Recreation and Conservation Plan as a basis for determining the appropriate quantity and location of land which should be provided for recreation and open space based on the population and land area of the township.



- DC DAYCARE CENTER
- F FIREHOUSE
- L LIBRARY
- M MAINTENANCE
- MB MUNICIPAL BUILDING
- P PARKING AREA
- PO POST OFFICE
- PS PUMPING STATION
- R RIVER
- RS RESCUE SQUAD
- S SCHOOL
- SF SCHOOL FIELD
- ST STATE
- T TOWNSHIP
- TS TRAIN STATION

MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY



BASE MAP PREPARED BY: QUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
 SOURCE: TOWNSHIP TAX MAPS
 REVISED 1982

PLATE 5
PUBLIC LAND INVENTORY

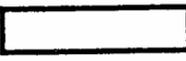
-  VACANT
-  NON-VACANT

Plate 6
PUBLIC LAND INVENTORY
 Township of Millburn
 June, 1990

BLOCK	LOT	ADDRESS	OWNER	USE	SIZE (acres)
207	7	51 Myrtle Avenue	Bd. of Education	Elem. school	1.60
212	4	50 Myrtle Avenue	Bd. of Education	School field	3.34
609	1E	2 S. Slope Drive	Bd. of Education	Day care center	3.57
1101	41	Millburn Avenue	Bd. of Education	High school	35.47
1207	20	25 Old Short Hills Road	Bd. of Education	Jr. high school	8.00
1304	1	2 Brookside Drive	Bd. of Education	School field	4.21
2002	28	325 Taylor Road South	Bd. of Education	Elem. school	9.60
2901	1	101 Hartshorn Drive	Bd. of Education	Vacant	32.00
3202	1	400 Hartshorn Drive	Bd. of Education	Elem. school	11.27
4101	22	26 Troy Lane	Bd. of Education	Elem. school	7.12
4506	3	25 Troy Lane	Bd. of Education	School parking	.80
5501	1	500 Brookside Drive	Co.Park Comm.	Park	22.58
5502	1	501 Brookside Drive	Co.Park Comm.	Park	52.29
5504	1	281 Brookside Drive	Co.Park Comm.	Park	212.99
5503	1	280 Brookside Drive	Co.Park Comm.	Park	646.58
1101	44	70 Spring Street	State /Bergen City School District	School	4.45
701	8	101 Essex Street R	State/DOT	Autotransformer	.43
409	14	70 Millburn Avenue R	State/NJ Transit	Vacant	.23
1207	1	459 Essex Street	Township	Fire House	.46
5402	2	315 White Oak Ridge Rd.	Township	Fire House	1.17
1304	16	200 Glen Avenue	Township	Library	3.65
1207	9	345 Essex Street	Township	Maintenance	4.30
5401	1	JFK Parkway	Township	Maintenance	12.64
1212	4	256 Essex Street	Township	Municipal Bldg.	1.50
305	5	462 Wyoming Avenue	Township	Park, passive	.23
804	10	100 Main Street	Township	Park, Taylor	15.00
1506	5	55 Hobart Avenue	Township	Park, active	1.48
1902	1	90 Chatham Road	Township	Park, passive	.50
1904	76	70 Chatham Road	Township	Park, passive	1.28
1904	77	324 Forest Drive South	Township	Park, Arboretum	15.90
1904	107	75 Woodland Road	Township	Park, passive	.57
2502	6	27 Dowd Drive	Township	Park, passive	.51
2503	1&	51 Old Hollow Road	Township	Park, passive	5.24
2504	1	28 Dowd Drive	Township	Park, Stable	1.11
2504	2	24 Dowd Drive	Township	Park, passive	.81
2504	3	20 Dowd Drive	Township	Park, passive	.49
2504	4	12 Dowd Drive	Township	Park, passive	.59
2504	11	60 Old Hollow Road	Township	Park, passive	5.93
2504	12	40 Old Hollow Road	Township	Park, passive	2.97
2504	13	52 Old Hollow Road R	Township	Park, passive	3.00
2504	14	52 Old Hollow Road	Township	Park, passive	.51
2504	15	52 Old Hollow Road R	Township	Park, passive	1.06
2702	19	274 Old Short Hills Road	Township	Park, passive	25.61
5402	1	335 White Oak Ridge Rd.	Township	Park, Gero	36.00
804	14	326 Millburn Avenue	Township	Parking Area	.17

BLOCK	LOT	ADDRESS	OWNER	USE	SIZE (acres)
701	6	26 Main Street	Township	Parking Area	.23
1212	28	41 Main Street R	Township	Parking Area	.34
801	11	11 Taylor Street	Township	Parking Area	.52
1701	8	119 Short Hills Avenue	Township	Parking Area	.63
1708	5	19 Short Hills Avenue	Township	Parking Area	1.17
1812	8	20 Chatham Road	Township	Parking Area	2.37
701	7	101 Essex Street	Township	Parking Area	3.40
1212	14	256 Essex Street	Township	Parking Area	.09
1207	2	435 Essex Street	Township	Police Headqtrs.	.53
1812	9	30 Chatham Road	Township	Post Office	.63
1004	23	60 E. Willow Street R	Township	Pumping Station	.06
3608	17	242 White Oak Ridge Rd.	Township	Pumping Station	.23
5101	26	148 Canoe Brook Road	Township	Pumping Station	.23
5302	2	55 JFK Parkway	Township	Pumping Station	.26
4801	4	480 White Oak Ridge Rd.	Township	Pumping Station	.34
705	24	170 Glen Avenue	Township	Rescue Squad	3.37
2404	5	51 Parsonage Hill Road	Township	Right of Way	.06
702	7	337 Millburn Avenue	Township	River	.12
904	7	960 Ridgewood Road	Township	River	.12
612	9	144 Millburn Avenue R	Township	River	.60
612	6	10 Gilbert Place	Township	River	1.00
612	7	810 Ridgewood Road R	Township	River	2.04
612	8	800 Ridgewood Road	Township	River	1.27
1602	3	Station Plaza	Township	Tram Station	.37
1602	2	15 Chatham Road	Township	Train Station	.51
507	1	9 Gilbert Place	Township	Vacant	.56
1002	23	17 Mechanic Street R	Township	Vacant	.01
1003	27	291 Main Street R	Township	Vacant	.01
1303	1	10 Old Short Hills Road	Township	Vacant	.19
1303	40	23 Brookside Drive R	Township	Vacant	.07
1706	15	10 Baltusrol Way	Township	Vacant	.10
2002	27	806 Morris Turnpike R	Township	Vacant	5.97
2106	1	91 Chatham Road	Township	Vacant	1.31
2107	1	69 Chatham Road	Township	Vacant	1.12
2301	12	67 Jefferson Avenue R	Township	Vacant	.04
3407	24	2 Tulip Lane	Township	Vacant	.02
3503	66	10 Colonial Way	Township	Vacant	.02
4301	5	15 Hamilton Road	Township	Vacant	.07
4306	9	80 Winthrop Road R	Township	Vacant	.72
4407	20	42 Exeter Road R	Township	Vacant	.40
5401	2	440 Parsonage Hill Rd. R	Township	Vacant	6.10
805	4	300 Millburn Avenue	U.S.A.	Post Office	.37

RECREATION AND CONSERVATION

The Recreation and Conservation study includes consideration of active and passive recreation needs; it identifies regional park facilities, and addresses areas which warrant designation as conservation areas.

The items covered include a needs assessment by sections of the township, an inventory of township active and passive recreation facilities, and together they serve as the basis for a Recreation and Conservation Plan which identifies lands which should be reserved or retained for active and passive recreation, conservation, and regional park facilities.

Needs Assessment

Active and passive recreation needs are often evaluated on the basis of the land area to be served or the population to be served. The assessment provided herein is based on both considerations, with the land area basis related to three percent of an adjusted land area while the population basis is 10 acres per 1,000 population. In each approach, active recreation is based on one-third of the total need and passive recreation is two-thirds.

Population is based on census tract counts from 1980. Plate 7 on the following page is a map showing the location of census tract lines. Millburn has four tracts, but for the purposes of this report the township has been divided into two sections, with Tracts 200 and 201 merged, and 202 and 203 also merged. The reason for merging the tracts is that the two major active recreation facilities in the township, Taylor Park and Gero Park, are located on the boundary separating two tracts, but obviously in a location which can serve both tracts.

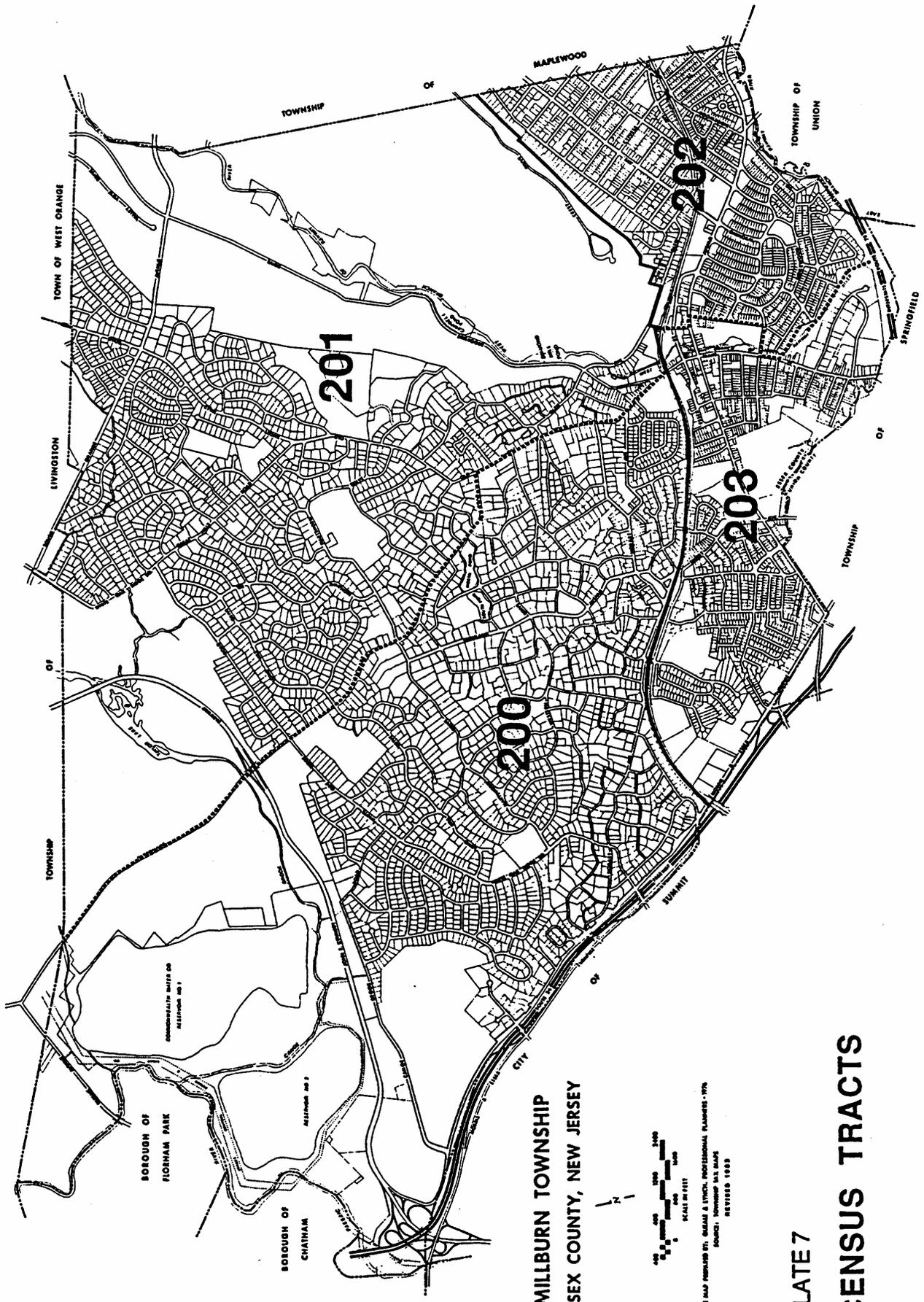
Land area adjustments have been made to remove from the land based needs assessment to remove those parcels which either serves a regional recreation need (South Mountain Reservation), or which have a regional function as a part of a water reserve.

The adjustments for water reserves and regional park facilities are specifically set forth on Plates 8 and 9, the two tables which show the inventory and needs assessment by tract breakdown. In addition, Plate 10 shows in mapped form the parcels which are removed from the land area calculations based on the land area adjustments.

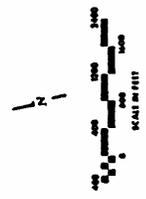
Census Tracts 200 & 201. Short Hills Area: The total land area of these two tracts is 5,275 acres, with a downward adjustment of 2,125 acres to account for the significant amount of land which lies in the water reserves and South Mountain Reservation. The table sets forth the specific lots included in the land area adjustment. The resulting net land area of 3,150 acres generates a land-based need of 94.5 acres, of which 31.5 acres would be active and 63 acres passive.

The population-based need at 10 acres per 1,000 population shows an active recreation standard of 35.6 acres, and passive recreation at 71.3 acres for a total acreage requirement of 106.9 acres, slightly higher than the land-based number.

With 37.5 acres of active recreation facilities located at both Gero Park and the park at the site of the Old Short Hills School, these tracts have an adequate supply of active recreation facilities. The passive recreation standard of 71.3 acres based on the population formula is not met, however, with a shortfall of 23.6 acres reflected in the accompanying table.



MILLBURN TOWNSHIP
 ESSEX COUNTY, NEW JERSEY



DATE MAP REVISED BY: BRADLEY & LUTCH, PROFESSIONAL PLANNERS - 1976
 SOURCE: 1970 CENSUS DATA
 REVISED 1983

PLATE 7
 CENSUS TRACTS

Plate 8
Census Tracts 200 & 201
Township of Millburn

RECREATION AND OPEN SPACE INVENTORY & NEEDS ASSESSMENT
June, 1990

Total Land Area 5,275 acres
Total Population 10,692

Land Area Adjustments for Water Reserves and Regional Park Facilities

a.	Commonwealth Water Company Bl. 5302, Lot 5; Bl. 5303, Lot 2	543 acres
b.	East Orange Water Company Bl. 5301, Lot 1; Bl. 5302, Lots 6&7; Bl. 5401, Lot 3; Bl. 5403, Lot 1; Bl. 5404, Lot 4	596 acres
c.	City of Orange Water Department Bl. 5503, Lots 3&4	46 acres
d.	South Mountain Reservation Bl. 5501, Lot 1; Bl. 5502, Lot 1 Bl. 5503, Lot 1; Bl. 5504, Lot 1	934 acres
e.	Township of Millburn Bl. 5401, Lot 2	6 acres
	Total Adjustment	2,125 acres
	Net Land Area	3,150 acres

Local Recreation and Open Space Requirements

		<u>Acres</u>
a.	3% of Land Area	94.5
	1/3 Active	31.5
	2/3 Passive	63.0
b.	10 acres/1,000 population	106.9
	1/3 Active	35.6
	2/3 Passive	71.3

Local Recreation and Open Space Inventory

		<u>Acres</u>
a.	<u>Active</u>	
	1. Gero Park	36.0
	2. Old Short Hills School Park	<u>1.5</u>
	Total Active	37.5
b.	<u>Passive</u>	
	1. Old Short Hills Park	25.6
	2. Others in Vicinity	<u>22.1</u>
	Total Passive	47.7

Needs Assessment:

Active recreation is adequate based on both the population and land area standards. Passive recreation is below acceptable standards by 15.3 acres based on land area and 23.6 acres based on population, with the population standard applying because it is higher.

Plate 9
 Census Tracts 202 & 203
 Township of Millburn

RECREATION AND OPEN SPACE INVENTORY & NEEDS ASSESSMENT

June, 1990

Total Land Area	1,125 acres
Total Population	8,851
<u>Land Area Adjustments for Water Reserves and Regional Park Facilities</u>	
a. Commonwealth Water Company	8 acres
Bl. 1101, Lot 45	
Total Adjustment	8 acres
Net Land Area	1,117 acres

Local Recreation and Open Space Requirements

	<u>Acres</u>
a. 3% of Land Area	33.5
1/3 Active	11.2
2/3 Passive	22.3
b. 10 acres/1,000 population	88.5
1/3 Active	29.5
2/3 Passive	59.0

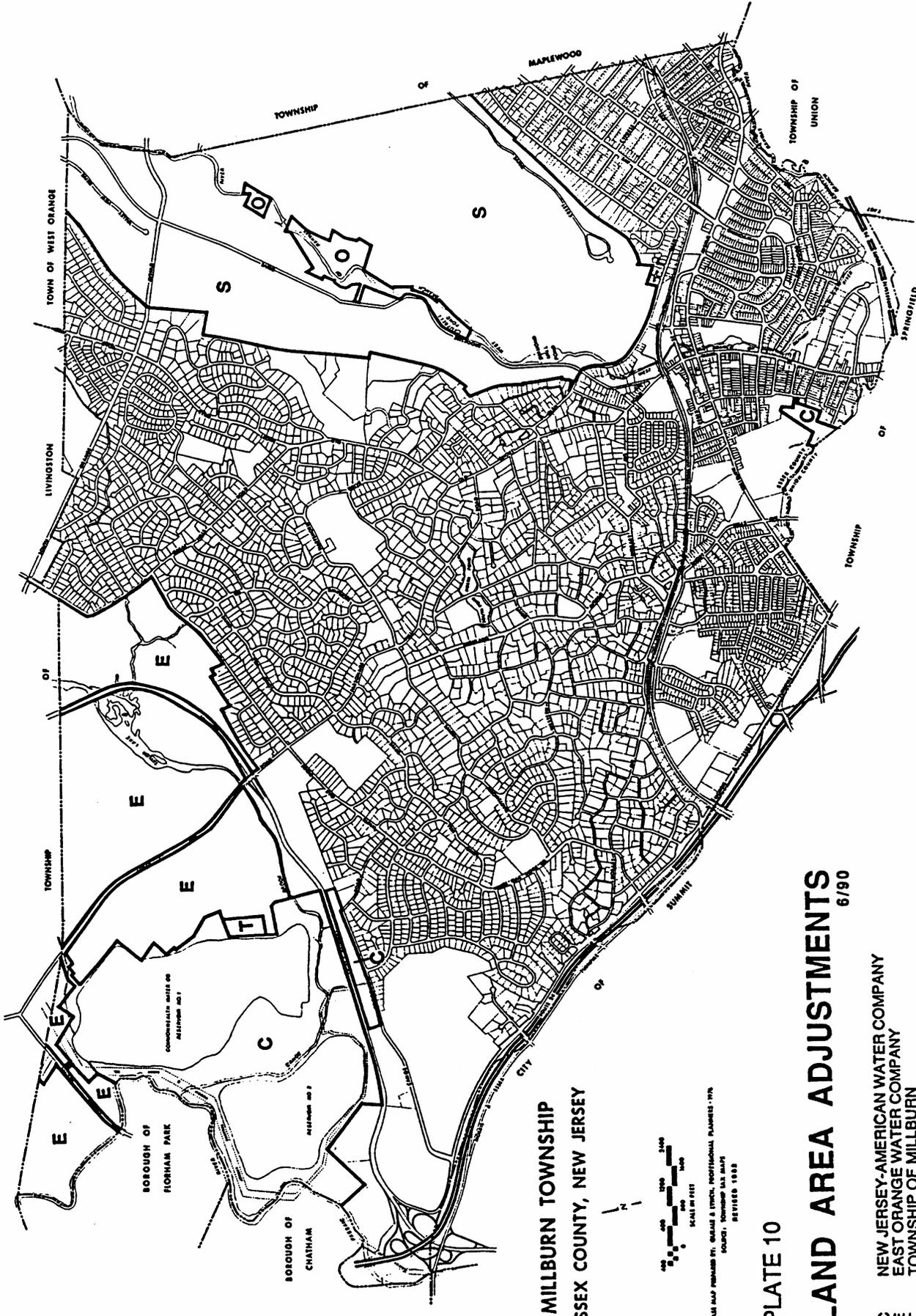
Local Recreation and Open Space Inventory

	<u>Acres</u>
a. <u>Active</u>	
1. TaylorPark	<u>15.0</u>
Total Active	15.0
b. <u>Passive</u>	
1. Arboretum	15.9
2. Others in Vicinity of Arboretum	2.4
3. Wyoming & Glen Avenues	<u>.2</u>
Total Passive	18.5

Needs Assessment:

Active recreation is adequate based on the land area standard, but deficient by 14.5 acres based on population. Passive recreation is below acceptable standards by 3.8 acres based on land area and 40.5 acres based on population. For both active and passive needs, the population-based shortfall is used because it reflects the higher density of existing development and the need to identify areas which can be reserved for future public recreation purposes.

Prepared by: John J. Lynch, PP #19, AICP; Queale & Lynch, Inc.



**MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY**

BASE MAP PROVIDED BY GEORGE A. SMITH, PROFESSIONAL PLANNER, 1978
SOURCE: TOWNSHIP MAP MADE
REVISED 1988



PLATE 10

LAND AREA ADJUSTMENTS
6/90

- C** NEW JERSEY-AMERICAN WATER COMPANY
- E** EAST ORANGE WATER COMPANY
- T** TOWNSHIP OF MILLBURN
- O** CITY OF ORANGE WATER DEPARTMENT
- S** SOUTH MOUNTAIN RESERVATION

Census Tracts 202 & 203. Millburn Area: The second table in this report provides information on the land area, population and open space characteristics of these combined census tracts. The total land area of 1,125 acres is much lower than the combined area of the other two census tracts. The land area adjustment is only 8 acres, which is the land of the New Jersey - American Water Company located near the high school, leaving a net land area of 1,117 acres.

Due to the higher concentration of population in this part of the township, the land-based standard for open space generates relatively low acreage, while the need based on population indicates a total need of 88.5 acres, of which 29.5 acres would be in active recreation and the remaining 59 acres in passive recreation.

Active and passive recreation facilities are in rather short supply in this section of the township, with Taylor Park constituting the only active recreation area, and the arboretum representing the major passive recreation facility.

Recreation and Open Space Inventory: The location of existing park lands is shown on Plate 11 and is set forth on Plates 8 and 9 identifying the locations by name and acreage.

COMMUNITY FACILITIES

Schools

School enrollment, grades K-12, peaked at 4,261 in 1971. Since then there has been a continual decline to the current low of 2,312 in 1990.

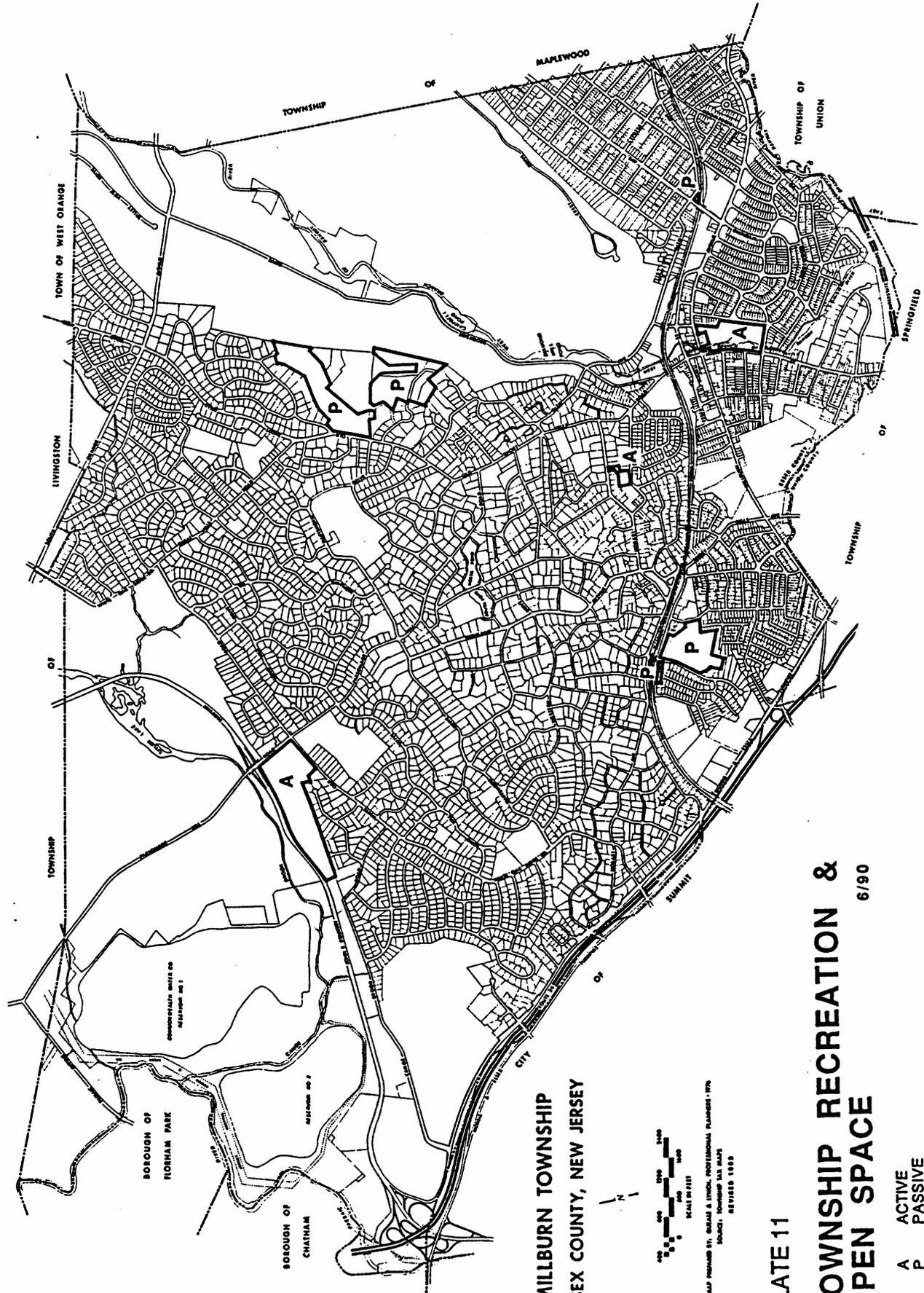
The following page shows Plate 12, a table of school enrollment trends and projections for the years 1980 through 1995, as supplied by the Board of Education. The figures shown are for enrollments as of September 30 of each year. The table provides a breakdown between kindergarten through fifth grade enrollment (to correspond to the elementary schools in the township) with two other subtotals run for the Middle School and the High School. Special education classes for the handicapped are also included.

The rate of decline in enrollment has continued to work its way through the various grades over the last several years. The decline was more pronounced in the lower grades in the early 1980's, but they began to rise in 1989 and are projected to increase over the next several years. The Middle School shows fairly stable enrollment projections over the next five years. High School grade levels show higher rates of decline, with enrollments projected to decline and then stabilize over the projection period. Over the ten year period 1980 to 1990, the enrollment in grades kindergarten through five dropped 18.8% while over the same period the Middle School grades six through eight dropped by 32.4% and the High School grades nine through twelve dropped 35.8%.

One of the more critical aspects of projection techniques in school enrollment is to attempt to estimate the kindergarten enrollment from year to year. The fluctuations in kindergarten enrollment are evident in the table on school enrollment trends. In order to draw a relationship between kindergarten enrollment and other demographic events, a comparison was drawn between the births which occurred in the township between 1980 and 1985 and the enrollments shown for 1985 through 1990. Using a cohort survival ratio analysis based on recent enrollment trends, and based further on the change in the kindergarten program from half-day to full-day, an

enrollment projection was compiled by the Board of Education for the years 1991 through 1995, as shown on the accompanying table, Plate 12.

In September, 1990, the Board of Education increased its kindergarten program from a half-day to all day. This change resulted in an increase in kindergarten enrollments. Total enrollment grades kindergarten through twelve for the period 1991 through 1995 shows a projected increase of 170 students or 7.4%. The K-5 grade level shows an increase of 239 students, 23.9%. Grades 6-8 show a minor increase of 4 students or 0.8% while the High School grades 9-12 indicate a decrease of 75 students (10.0%). The decline in the High School is the result of earlier low enrollments in the elementary grades.



MILLBURN TOWNSHIP
 ESSEX COUNTY, NEW JERSEY

MAP MADE BY THE TOWNSHIP ENGINEER, PROFESSIONAL PLANNERS - 1976
 SOURCE: TOWNSHIP DATA
 REVISED 1988

PLATE 11

**TOWNSHIP RECREATION &
 OPEN SPACE** 6/90

A ACTIVE
 P PASSIVE

Plate 12
 SCHOOL ENROLLMENT TRENDS AND PROJECTIONS
 Township of Millburn, Essex County, NJ
 1980-1995

TRENDS*****																					PROJECTIONS*****						
Grade	80-81	SR	81-82	SR	82-83	SR	83-84	SR	84-85	SR	85-86	SR	86-87	SR	87-88	SR	88-89	SR	89-90	SR	90-91	SRAvg	91-92	92-93	93-94	94-95	95-96
Births*											134		133		127		154		154		177		183	168	204	220	212
SR											.93		.82		.79		.73		.71		.99		.994				
K	141		134		156		116		124		124		109		100		112		109		176		182	167	203	219	211
SR		1.08		1.10		1.10		1.16		1.33		1.27		1.36		1.38		1.48		1.53		1.03					
1	185		152		148		172		134		165		157		148		138		166		167		182	188	173	210	226
SR		1.03		1.01		1.05		1.05		.99		1.01		1.01		1.03		1.04		1.04		1.03					
2	222		191		153		155		181		133		167		159		153		143		172		173	189	195	179	218
SR		.98		1.03		.99		1.08		1.07		1.01		1.00		1.03		1.07		1.02		1.02					
3	189		218		197		152		167		193		134		167		163		164		146		176	177	194	200	183
SR		1.02		.98		.99		1.05		1.03		.97		1.07		1.00		1.01		1.01		1.01					
4	219		192		213		195		159		172		187		143		167		165		166		148	178	179	196	202
SR		1.05		1.03		.96		1.06		1.01		.99		1.04		.97		1.02		1.05		1.03					
5	276		231		197		204		206		160		170		194		138		170		174		169	151	181	182	200
SR		1.02		1.03		1.01		1.06		.98		1.04		1.01		1.01		1.09		1.04		1.01					
6	253		282		239		199		217		202		166		171		196		150		176		180	175	156	187	188
SR		.99		1.01		1.02		1.02		1.06		1.00		1.02		1.02		1.01		1.01		.994					
7	256		250		284		243		202		229		201		170		174		197		152		178	182	177	158	189
SR		1.00		1.04		.99		1.05		.99		1.00		1.00		.99		.99		1.03		.985					
8	275		255		261		281		255		199		229		200		169		173		202		151	177	181	176	157
SR		1.01		1.00		1.02		.96		1.00		1.01		.98		.99		.99		.95		1.00					
9	263		279		255		266		270		254		201		224		197		167		164		199	149	174	178	173
SR		1.05		.97		.96		.97		.96		.98		.95		1.00		1.00		1.01		.995					
10	293		277		272		244		258		260		248		191		223		197		168		164	199	149	174	178
SR		.99		1.06		.99		1.05		.99		1.01		.95		.97		1.00		.99		1.03					
11	308		289		293		269		256		256		263		235		185		223		196		167	163	198	148	173
SR		.98		.98		1.00		1.05		1.01		1.01		.99		1.04		1.03		1.00		1.01					
12	307		303		284		294		283		258		259		260		245		191		224		202	172	168	204	153
K - 5	1232		1118		1064		994		971		947		924		911		871		917		1001		1030	105	1125	1186	1240
6 - 6	784		787		784		723		674		630		596		541		539		520		530		509	534	514	521	534
9 - 12	1171		1148		1104		1073		1067		1028		971		910		850		778		752		732	683	689	704	677
Sp.Ed	20		21		21		15		13		14		11		12		26		24		29		29	29	30	31	31
Total	3207		3074		2973		2805		2725		2619		2502		2374		2286		2239		2312		2300	229	2358	2442	2482

* Births five years earlier (projection years 1994 and after are based on estimated births using estimates by Dr. Ramsay)

SR = Survival Ratio, e.g. the student count in fifth grade compared with the previous year's fourth grade count

Sources: Enrollment trends and projections supplied by Dr. William W. Ramsay, consultant to the Millburn Board of Education.

In June, 1983, the Short Hills and South Mountain Schools were closed. The Short Hills School was demolished and a major portion of the property sold for residential development. A portion of the site is a neighborhood play area with ownership by the township. The South Mountain School is rented by the Board of Education to groups conducting child care and pre-school instruction programs.

All of the schools are operating at enrollments below functional capacity, as defined by the New Jersey Department of Education. Likewise, all schools are operating below desirable capacities established by the public schools administration. Even with the increase in projected enrollments, no significant capacity problems are anticipated over the next several years.

None of the schools in the township meets the recommended site size standards as established by the New Jersey Department of Education. Those standards are as follows:

Elementary School - 10 acres plus 1 acre for each 100 students; Middle School - 20 acres plus 1 acre for each 100 students; High School - 30 acres plus 1 acre for each 100 students.

Among the elementary schools, the site which is the most undersized is that of the Wyoming School, which is operating under its desirable capacity. The closest to meeting the standards are the Hartshorn and Glenwood Schools, both of which are also operating well within their desirable capacities. The Middle School site is considerably undersized, while the High School site is only a few acres short of the recommended minimum size.

Virtually no opportunities exist for expanding any of the school sites because of surrounding development, with the exception of the Glenwood School, which has a township-owned parcel adjoining the site. However, this adjoining parcel is environmentally sensitive and would be inappropriate for any development, including expansion of the school site.

The overall conclusions which can be drawn based on the enrollment projections are that enrollments will stabilize with a slight increase, but depending on the rate of turnover in the existing housing stock, the rate of increase may vary. A higher turnover in existing housing will result in a faster rate of increase, while less turnover would slow the rate of increase. Sufficient capacity exists throughout the system to accommodate future enrollment levels.

DOWNTOWN PARKING NEEDS ANALYSTS

The 1985 Master Plan contained an analysis of parking needs and supply in the downtown area. Plates 13 and 14 of the 1985 Plan show the area covered by the study and the results of the analysis.

As a part of this update of the Master Plan, a review was made of the characteristics of the downtown area and the assumptions which were incorporated in the 1985 Plan. On the following page, Plate 13 is a modified Summary of Parking Supply vs. Need. Some of the assumptions which served as the basis for the 1985 analysis were changed, including increasing the retail parking ratio from one space per 200 square feet to one per 250 square feet. This increase is based on Urban Land Institute findings released subsequent to the last update which indicate that retail centers of the size represented by the Millburn downtown area would call for a parking ratio of

about four cars per 1,000 square feet. The other assumptions built into the table are shown in the footnotes on Plate 13.

Plate 13, Summary of Parking Supply vs. Need, Millburn CBD, 2/91

USE AND NEED	B701	B702	B703	B704	B705	B801	B 804, 805	B1212	TOTALS
STORES									
Square Feet	7,196	85,018	11,961	15,950	2,525	35,235	37,625	21,147	216,657
Parking Need	29	340	48	64	10	141	151	85	867
OFFICES									
Square Feet	2,400	23,310	5,615	6,115	15,961	80,643	11,880	24,129	170,053
Parking Need	4	25	13	12	62	294	17	80	507
RESIDENTIAL									
Housing Units	1	10	44	0	0	1	4	24	84
Square Feet	882	12,013	43,593	0	0	1,214	8,835	20,566	87,103
Parking Need	2	18	68	0	0	2	6	32	128
OTHER									
Square Feet	0	9,151	10,597	11,141	2,525	9,247*	14,824	8,989	57,227
Parking Need	0	18	62	40	10	0	39	73	242
TOTAL NEED(+)	36	401	191	116	82	437	213	269	1,745
TOTAL SUPPLY(-)	282	76	101	156	67	377	98	197	1,354
NET	246	-325	-90	41	-15	-60	-115	-72	-391
Draft Update of Plate 14,1985 Millburn									
1. Retail need based on 1 space/250 sq. ft									
2. Office need based on 1 space/250 sq. ft. In excess of 20% of GFA of retail									
3. Residential need based on 1 space/unit under 700 sq. ft.; 1.5/unlt 700-1,000 sq. ft.; 2/unlt									
4. "Other" Includes special purpose uses with different parking requirements, e.g. bank,									
* Movie theater Is off-peak and therefore square footage and total demand of about 290 spaces are not									
R12/90									

Prepared by Queale Lynch, Inc. based on data from Township Engineering Department

An attempt was made to update the land use inventory which served as the basis for the analysis in order to provide a reasonable basis for projecting needs. In spite of these efforts, there appears to be a continuing concern expressed by local merchants that the application of published parking ratios to the occupancy pattern in the downtown area may not be realistic, and that the parking deficit may be greater than the 391 space shortfall shown on the modified table. Also, there are issues related to meter timing, employee parking, commuter parking and shopper parking, as well as the demands for parking related to the movie theater in town, which suggest that a more detailed analysis by a qualified traffic engineer would be called for. Such an analysis would be able to identify specific land uses in the downtown area, aggregate parking requirements for all the uses in the business district, turnover ratios in parking lots, meter feeding practices, vacancy ratios, long-term and short-term parking requirements, and it could offer suggestions on dealing with parking management and administration (i.e. meter timing and enforcement), as well as ways in which parking supply could be supplemented most effectively.

With the broad analysis represented in the accompanying table of supply versus need, it is clear that the downtown area is supplying parking at less than an acceptable ratio. If the shortfall is in the order of magnitude represented on the table, then the area needs to have its parking supply increased by about one-third. This magnitude of increase could not easily be accomplished at grade, and would appear to require consideration of a parking structure. Such an approach raises policy issues about the size and scale of downtown development, issues related to financing such a facility, practical location considerations, and the general receptivity of shoppers, employees or commuters to using such a facility.

HISTORIC BACKGROUND

What is now Millburn Township was originally part of the Springfield Ward of Elizabethtown, settled in 1664. This area was known as "the Short Hills above Springfield." Springfield became a township in 1793. On March 20, 1857, Union County was separated from Essex County and Millburn Township was formed from the portion of Springfield remaining in Essex,

Within Millburn Township there are many good examples of the built environment dating from its colonial, agricultural beginnings through 19th century mill town industrialization to the Victorian era and 20th century suburban development. The periods of local development parallel and occasionally predate the evolution and growth of other eastern towns. It has long been obvious that this environment should be specifically recognized, designated and preserved, and restoration encouraged.

Beginning in 1977, the Millburn-Short Hills Historical Society ("Society") conducted a survey ("Society's Survey") of the architectural and historical resources of the township. The cost was mainly covered by a grant from the U.S. Heritage Conservation and Recreation Service via the Office of Historic Preservation of the New Jersey Department of Environmental Protection. The grant was matched with volunteer time and donations to a value of about three to one.

The Society hired David Gibson Associates an architectural firm with an established background in historic preservation and at that time associated with The New Jersey Institute of Technology. The Society's Survey began with a visual overview of the township. Several hundred sites and

two districts, which met the criteria in effect at the time, were identified as worthy of nomination to the State and National Registers because of their architectural and historical importance,

The two districts so identified include most of the original acreage of the two planned 19th-century communities in Millburn Township: Short Hills Park and Wyoming. Dating of structures was done by studying maps dated 1859, 1879, 1881, 1890, 1907, 1922 and 1928. Except for the two districts and the Brantwood section, no structures built after the early 1920s were included in the Society's Survey. Historical and architectural information was gathered from sources that included local and county records; Columbia University's Avery Architectural Library; local, regional and other university libraries; survey and engineering firms; and interviews with local residents.

Documentation of all sites surveyed and detailed histories of the township and the districts were included in an eight-volume report entitled Historic Structures Survey. Township of Millburn (Society's Survey), prepared by the Millburn-Short Hills Historic Society and David Gibson Associates, June, 1979. This publication includes all evaluation forms, maps and other material essential to the process of identifying and classifying the township's historical and architectural resources in the two designated historic districts and with regard to individual historic sites predating the early 1920s. All sites are listed by block and lot number. Other parts of the township and many sites that merit consideration for inclusion in a preservation ordinance are identified in the report.

In early 1980, both districts were listed in the State Register of Historic Places. In 1980, Short Hills Park was entered in the National Register of Historic Places. That year, the Planning Board listed both districts in the Master Plan and 76 sites, one hundred years or older, that were not included in the two districts.

The Historic Preservation Commission: The New Jersey Municipal Land Use Law was amended in 1986 to integrate historic preservation into the planning and regulatory fabric of state law. Recognizing the benefits of historic preservation, on May 26, 1987, the Millburn Township Committee implemented the authority prescribed by the law by passing an ordinance establishing the Historic Preservation Commission. Appointment of the Historic Preservation Commission was made shortly thereafter. In 1989, the Township Committee adopted ordinances amending the Development Regulations and Zoning Ordinance to provide additional standards for historic preservation.

MASTER PLAN UPDATE
MASTER PLAN ELEMENTS

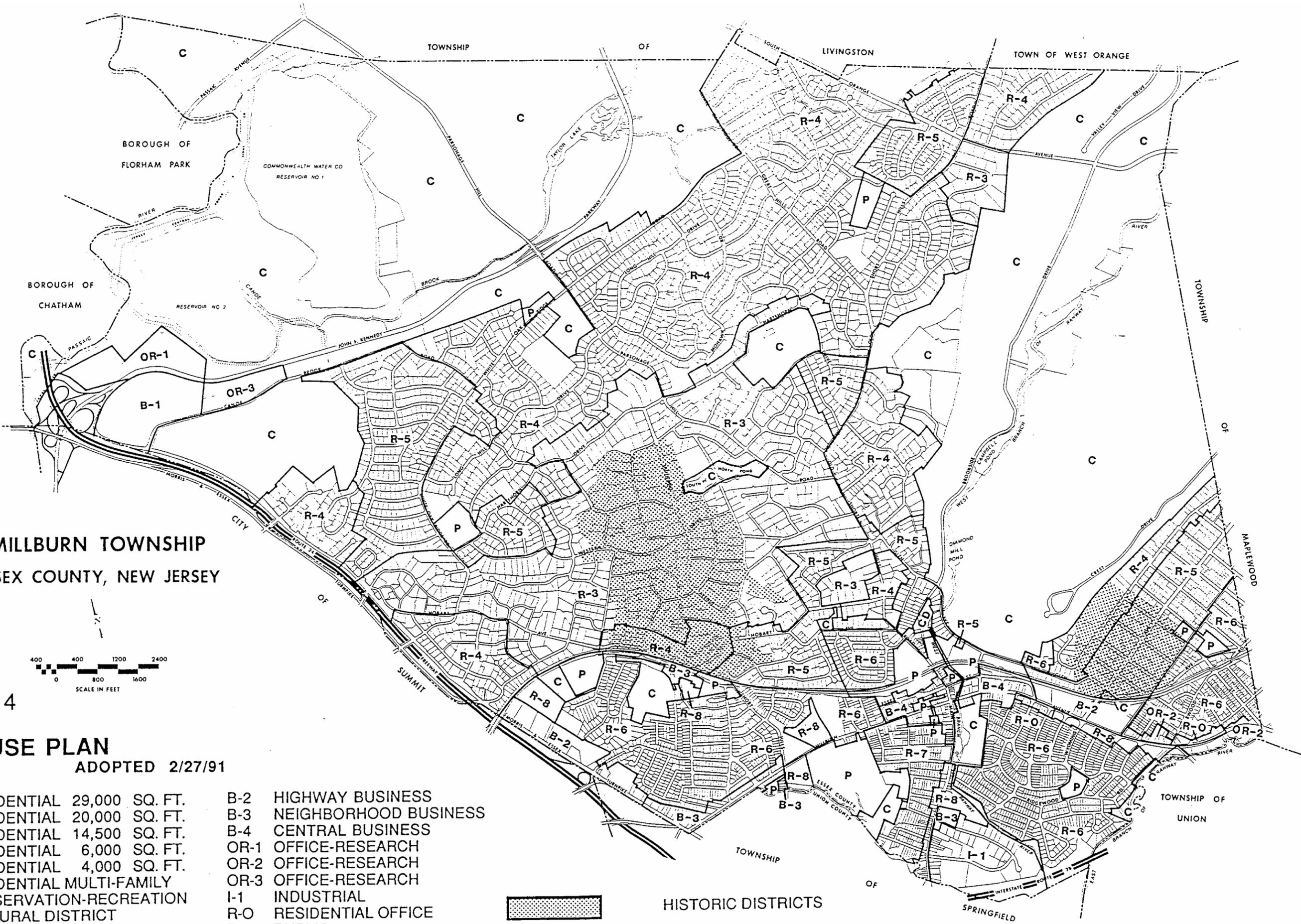
LAND USE PLAN

The goals and objectives of this plan are:

- a. To coordinate and integrate appropriate land uses that will promote the character of the township as a small suburb of the highest quality and that will preserve the quality of life that makes this community desirable.
- b. To protect the character of established neighborhoods.
- c. To promote opportunities for higher quality retail commercial activity in the central business district and the Glenwood business area.
- d. To maintain a pedestrian scale in the central business district and the Glenwood business area.
- e. To provide for park and recreation areas in adequate amounts to meet the needs of township residents.
- f. To prohibit development of areas inappropriate for development, such as flood plains, water reserves, wetlands and other environmentally sensitive areas.
- g. To provide for the continuing educational and cultural needs of the community, including recognition of the role of the Paper Mill Playhouse.
- h. To recognize and encourage the preservation of areas and sites of historic interest.

The Land Use Plan map, Plate 14, is shown on the following page. The residential aspects of the plan are divided into six categories ranging in density from large lot single family residential to multifamily housing. The designations of land use categories on the Land Use Plan correspond to the district designations in the Development Regulations and Zoning Ordinance.

The areas of R-3 and R-4 Residential include those sections of the township in which the maximum gross density would be less than two units per acre. In other words, after considering the effects of streets and lot layout inefficiency, the total number of units generated on a tract of land would be less than two units per acre. In the existing zoning ordinance, the R-3 area calls for a minimum lot size of 29,000 square feet and the R-4 area calls for 20,000 square feet. These lot size standards should be continued. One of the key objectives in this area is to minimize the subdivision of new lots out of existing single family lots. Most of this area is hilly, much of it with poor natural drainage, and the street pattern is curvilinear, and these features have the combined effect of creating a significant variation in lot area from one part of the district to another. Since the area is essentially fully developed and the character of the neighborhood is well-established, continued resubdivision of the larger lots could have a substantial downgrading effect on this area. One technique to be encouraged in the administration of development regulations for this area is strict adherence to minimum lot frontage requirements. Flag lots, with only minimal lot frontage, should not be allowed.



MILLBURN TOWNSHIP
ESSEX COUNTY, NEW JERSEY

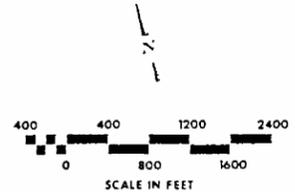


PLATE 14

LAND USE PLAN

ADOPTED 2/27/91

R-3	RESIDENTIAL	29,000	SQ. FT.	B-2	HIGHWAY BUSINESS
R-4	RESIDENTIAL	20,000	SQ. FT.	B-3	NEIGHBORHOOD BUSINESS
R-5	RESIDENTIAL	14,500	SQ. FT.	B-4	CENTRAL BUSINESS
R-6	RESIDENTIAL	6,000	SQ. FT.	OR-1	OFFICE-RESEARCH
R-7	RESIDENTIAL	4,000	SQ. FT.	OR-2	OFFICE-RESEARCH
R-8	RESIDENTIAL MULTI-FAMILY			OR-3	OFFICE-RESEARCH
C	CONSERVATION-RECREATION			I-1	INDUSTRIAL
CD	CULTURAL DISTRICT			R-O	RESIDENTIAL OFFICE
B-1	REGIONAL BUSINESS			P	PUBLIC



HISTORIC DISTRICTS

The R-5 Residential use includes those areas with a minimum lot size of 14,500, as set forth in the existing zoning ordinance. Most of the land in this area is developed, so the major goal is to prevent the intrusion of adverse uses or smaller lots. The same goal applies to the R-6 Residential use, which includes areas where the minimum lot size is 6,000 square feet

The single family detached character of the R-3 through R-6 areas should be preserved and protected to avoid the intrusion of incompatible uses in these areas. To the extent possible and reasonable, new streets should be discouraged in these areas unless it can be clearly shown that they will not create adverse relationships with existing developments, including insufficient front yard setbacks between existing buildings and the new streets.

The category of R-7 Residential lies in a developed area west of Main Street consisting primarily of one and two family residences on small lots. The existing zoning controls should be continued in this area.

The R-8 Residential Multifamily use includes those areas where multifamily development exists plus a continuation of development opportunities along Main Street for new two story multifamily housing. A new R-8 area is proposed as a part of this Land Use Plan for land located at the intersection of Millburn Avenue and Short Hills Avenue, adjoining the high school. This property is currently used as a nonconforming catering restaurant in an R-6 zone. In the event the use is discontinued, the site would be appropriate for multifamily housing, including a setaside of affordable units for low and moderate income households. Allowable development density in the R-8 district should not exceed 8 units per acre for townhouses and 14 units per acre for apartments.

Office-Research uses are shown in two areas and carry three different designations. On John F. Kennedy Parkway near the Short Hills Mall the area is designated as OR-1, which allows for intensive office and hotel uses in multistory buildings up to 10 stories in height. Also in that area is the OR-3 district which would permit office uses, but at a lower floor area ratio and height than is found in the OR-1. The height limits in OR-3 are five stories. The OR-2 district is the most restrictive of the office and research zones because of its location and proximity to residential uses. It is located on the eastern end of Millburn Avenue. Buildings in the OR-2 district should be limited to 32 feet in height.

The lots shown in the R-O Residential-Office use lie along Millburn Avenue in two locations, one at the intersection of Essex Street and the other at Reeve Circle. The objective of this use is to allow medical-professional offices in buildings which are also used for residential purposes, with the design of the uses geared to the protection of the character of the adjoining residential areas.

The B-1, B-2 and B-3 Business uses shown include regional, highway and neighborhood commercial retail settings. They reflect the pattern of existing land uses in the township, with only limited new areas shown for commercial. The B-1 Regional Business district is located at a major intersection of highways in an area of the township where its activities have a minimal effect on established residential neighborhoods. There has been a request made for expansion of the mail in the B-1 district by about 20 percent. This request would require rezoning, and that should only be

considered if the added floor area is devoted to retail use, and if it is clearly shown that the expansion can occur without substantial adverse effects on existing development in the township.

The B-2 Highway Business area is located along the Morris and Essex Turnpike as well as east of the central business district on Millburn Avenue. These districts, while providing fairly large scale retail centers, are not of the same scale as the regional mall in the B-1 district, and they are characterized as having self-sufficient parking supplies and direct or nearby access to the regional road system. In considering any zoning or development proposals in this district which would intensify commercial development, care should be exercised because of potential adverse impacts on adjoining residential neighborhoods.

The B-3 Neighborhood Business use is found in three locations and is characterized by small lot development occasionally providing some on-site parking, but with the general characteristic of serving local shopping needs. Some parking shortfall appears to exist in some of these districts, and the scale of development should be carefully limited to avoid overbuilding and exacerbating a parking problem.

The primary emphasis on commercial development in the B-4 Central Business District is on pedestrian scale retail business. The increasing development of office uses in the central business district is recognized. However, in areas of high pedestrian activity, office uses should not be allowed to break into predominantly retail first floor areas since that would have the effect of interrupting the supportive relationships among the retail stores. While the map shows a fairly extensive B-4 business district, the area of high pedestrian activity in which the office limitation should apply lies along Millburn Avenue between the Municipal Building and Lackawanna Place; along Essex Street between Main Street and Lackawanna Place; and along Main Street from the railroad to Taylor Street.

The core area of the B-4 district should have zoning controls which discourage on-site parking in favor of well-located perimeter parking areas. This will reduce the number of breaks in the sequence of retail stores, and will minimize the number of curb cuts, which can have the effect of interfering with pedestrian flows. Land use controls along Essex Street west of Main Street should continue to be monitored in future Master Plan updates to assure that the restrictions on land use are reasonably related to the overall development of the central business district.

Commercial activity in the heart of the B-4 central business district and Glenwood business area should be given assistance by the township in the form of public parking areas and a system of shopping courts as recommended in the Millburn Townscape Survey prepared by Zion & Breen in July, 1977, which is hereby made a part of this Land Use Plan by reference. In addition, the encouragement of attractive design for store fronts and signs will provide a draw for shoppers and will increase the potential for substantial new merchants in the area. To the extent landscaping can serve as an enhancement of the shopping area, it should be provided. Strict adherence to a two story height limit is recommended.

A special CD Cultural District is shown for the Paper Mill Playhouse, with the objective of relating it to the commercial center of town and retaining it as a focal point for cultural activities. The West Branch of the Rahway River should be recognized as an effective link between Taylor

Park and the Playhouse. Efforts should be made to upgrade the overall appearance of the river and to create pedestrian access to the central business district and the library.

The Industrial category includes the only area of the township which has light industrial activity. The area is located off Main Street and is substantially developed. No additional industrial areas are anticipated in the township.

The Public use designation identifies those lots which are in public uses other than parks and playgrounds. The public uses shown include the municipal building, police department, fire department, rescue squad, municipal garage, schools and their playfields, former schools converted to other uses but still in public ownership, and public parking lots.

The Conservation-Recreation category includes lands in both public and private ownership which are in public park or open space use, are planned for such use, or which have sufficient environmental sensitivities as privately-owned parcels to warrant being placed in this use category. An important zoning distinction is drawn as it relates to this use category. Privately-owned parcels, other than water reserves, which are shown in this use should not be zoned for Conservation purposes but should continue as they are now zoned.

The benefit of showing these lots in the Conservation-Recreation use category is that in the event any of the parcels is proposed for development, steps could be taken through provisions of the Municipal Land Use Law to acquire the land for public purposes if it is desired by the township. In the event such an acquisition or dedication of land for this purpose is not forthcoming, then development could occur in accordance with the underlying zoning.

Zoning Changes Based on the Land Use Plan: The following zoning map changes are needed to carry out the land use concepts set forth in this Land Use Plan:

1. In the vicinity of Old Short Hills Park, an area of R-4 zoning is surrounded by the C Conservation district, and that R-4 area should have its boundaries modified slightly to enlarge the C district and reduce the R-4 district to reflect a larger area of public ownership.
2. Land lying between the high school and Short Hills Avenue should be changed from R-6 to R-8 to provide some additional opportunities for multifamily development and affordable housing.

Regional Considerations Based on the Land Use Plan: The background Regional Analysis report sets forth the regional land use considerations. The analysis contained in the background report applies for all areas under the Land Use Plan except for the change to multifamily zoning recommended at Short Hills Avenue and Millburn Avenue adjoining the High School. This redesignated area would adjoin a multifamily zoning district in Springfield Township, although the area is separated from Millburn Township by a stream corridor.

HISTORIC PRESERVATION PLAN

The designation of historic districts, sites and landmarks is vital for the preservation of groups of structures, individual buildings, sites, objects, and landscapes that are of significant historical, architectural, archeological or cultural importance. Judicious application of federal, state and local preservation law has enhanced communities where it has been applied, and enriched environments where people live and work.

Historic Preservation Objectives

The goals and objectives of this plan are:

- a. To encourage the preservation and restoration of structures of historic and/or architectural significance.
- b. To guide homeowners in maintaining property values by encouraging appropriate alterations, additions and new construction which is compatible with the original building and to the neighborhood and district.
- c. To recommend to the Township Committee amendments to the Millburn Township Development Regulations and Zoning Ordinance setting forth standards and guidelines for restoration, renovation, additions and new construction within the designated Historic Districts of Short Hills Park and Wyoming. The purpose of these standards will be the enhancement and preservation of architectural and historic sites. The features that distinguish the sites can include, but not be limited to: massing, materials (color and texture), landscaping (lot size, coverage, and siting), fenestration and streetscapes.
- d. To list historic sites and districts in the Master Plan.
- e. To study and document recommended historic sites and districts listed in the Master Plan for possible designation in the zoning code and for inclusion in the official map, if adopted.
- f. To encourage the Millburn Township Historic Preservation Commission to have prepared, assist in preparing, or prepare applications of recommended historic sites and districts for listing in the New Jersey State Register of Historic Places and the National Register of Historic Places.
- g. To increase public awareness of the benefits of preservation and of historic preservation zoning that enrich the quality of life, in the township.
- h. To have the Millburn Township Historic Preservation Commission exercise its statutory authority to assure compliance with the Development Regulations and Zoning Ordinance.

Criteria for Historical Designation

Since its inception, the Historic Preservation Commission has been reviewing the results of the Society's Survey to determine which of the sites identified and those additional sites and districts within the community are worthy of historic designation by the Commission and therefore merit preservation through appropriate zoning and land use measures. The Commission has adopted the following criteria for determining historic designation:

1. Character, interest, or value as part of the development, heritage, or cultural characteristics of the community, county, state or country;
2. Identification with a person or persons who significantly enriched community, county, state or country;
3. Embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction, or use of indigenous materials;
4. Identification of the work of a master builder, designer, architect or landscape architect whose individual work has influenced the development of the community, county, state or country;
5. Embodiment of elements of design, detailing, materials or craftsmanship that render a structure architecturally significant;
6. Embodiment of design elements that make a site structurally or architecturally innovative;
7. Unique location of singular physical characteristics that make a site an established or familiar visual feature;
8. Suitability for preservation or restoration
["Preparing a Historic Preservation Ordinance," by Richard J. Roddewig, American Planning Association, Planning Report Number 374, 1983, p. 41, was used as a major reference for these criteria.]

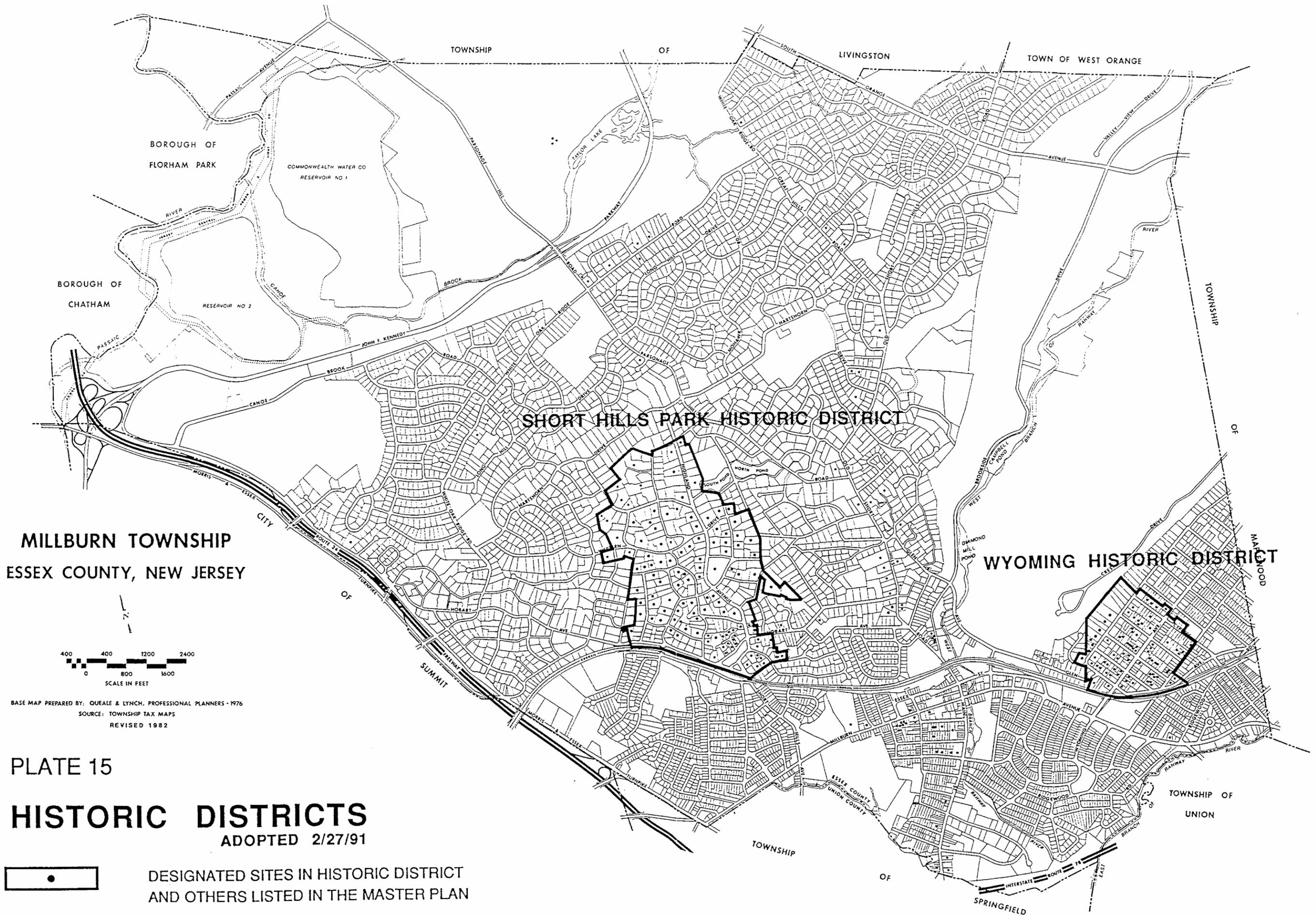
The Commission has decided that listing in the State and/or National Register of Historic Places shall be sufficient but not a requirement for historic and/or architectural designation by the Commission.

Presently Designated Historic Districts

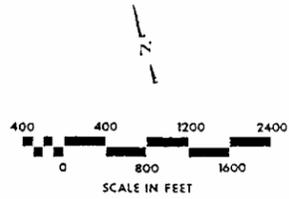
On January 4, 1988, the Commission adopted Resolution 1-88 stating that the two districts identified in the Society's Survey meet the Commission's criteria for historic designation and should be protected by appropriate land use measures. The Township Committee specifically designated these two districts in Ordinance 10/89 which provides for specific standards for historic preservation. The two districts consist primarily of single family residences and are interesting contrasts in community planning. They are shown on Plate 15.

Short Hills Park was conceived by Stewart Hartshorn, a wealthy entrepreneur who supervised every facet of his "ideal" community, from houses, to sewers, to stables, to a church, to a clubhouse, to a railroad station. He was deeply committed to the most progressive artistic and intellectual trends of his time. The topographic configuration of roads and home sites together with the distinctive and diverse architectural styles are unique. His was probably the first secular planned community in the United States.

Wyoming was a speculative venture of the Wyoming Land and Development Company, associated with the railroad that then served the township. The 100-acre purchase was near the intersection of the existing, and a proposed railroad line. The development was laid out in a grid pattern with lots 50 feet wide. Houses are of modest proportion, but are important as examples of 19th century community planning.



MILLBURN TOWNSHIP
 ESSEX COUNTY, NEW JERSEY



BASE MAP PREPARED BY: OUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
 SOURCE: TOWNSHIP TAX MAPS
 REVISED 1982

PLATE 15

HISTORIC DISTRICTS
 ADOPTED 2/27/91



DESIGNATED SITES IN HISTORIC DISTRICT
 AND OTHERS LISTED IN THE MASTER PLAN

Plate 16

HISTORIC BUILDINGS IN MILLBURN TOWNSHIP

Predating 1900 and not Located in Presently Designated Historic Districts

February, 1991

<u>Location</u>	<u>Block/Lot</u>	<u>Date</u>	<u>Name of Structure</u>
Downtown and Main Street			
25 Church Street	802/20	1860-1872	
119 Main Street	803/01	1857	St. Stephen's Church
135 Main Street	803/01	1869	St. Stephen's Rectory
215 Main Street	903/23	1800-1830	
253 Main Street	1001/16	1800-1830	
298 Main Street	1005/05	1800-1830	
307 Main Street	1003/03	1800-1830	
318 Main Street	1005/07	1860-1872	
155 Millburn Avenue	401/05	c. 1730	Hessian House
380 Millburn Avenue	801/07	1800-1830	
393 Millburn Avenue	1211/02	1873-1881	
400 Millburn Avenue	1102/10	1860-1872	
402 Millburn Avenue	1102/11	1860-1872	
404 Millburn Avenue	1102/12	1860-1872	
406 Millburn Avenue	1102/13	1860-1872	
408 Millburn Avenue	1102/14	1860-1872	
412 Millburn Avenue	1102/15	1860-1872	
431 Millburn Avenue	1208/02	1800-1830	Bodwell House
451 Millburn Avenue	1712/25	1873	St. Stephen's Cemetery House
17 Rector Street	803/24	1860-1872	
31 Rector Street	803/20	1860-1872	
39 Rector Street	803/18	1860-1872	
130 Spring Street	1102/07	1860-1872	
132 Spring Street	1102/08	1860	First Baptist Church
12 Taylor Street	802/04	c. 1859	Neighborhood House
18 Taylor Street	802/06	1860-1872	
26 Taylor Street	802/08	c. 1859	
28 Taylor Street	802/09	1860-1872	
Old Short Hills Road & Vicinity, South of Parsonage Hill Road			
33 Brooklawn Drive	1401/24	1873-1881	
5 Brookside Drive	1303/03	1882-1890	
9 Brookside Drive	1303/05	1873-1881	
11 Brookside Drive	1303/06	c. 1859	
13 Brookside Drive	1303/07	c. 1859	
26 Crescent Place	1605/20	1882-1890	Carriage House, Hartshorn Estate
4 Farley Road	1402/12	c. 1750	Farley Farm House
285 Glen Avenue	1403/17	c. 1750	

<u>Location</u>	<u>Block/Lot</u>	<u>Date</u>	<u>Name of Structure</u>
Old Short Hills Road & Vicinity, South of Parsonage Hill Road, (cont.)			
5 Hillside Avenue	1505/07	c. 1875	
72 Hillside Avenue	1506/32	c. 1890	
115 Hobart Avenue	1502/04	c. 1881	
51 Old Short Hills Road	1506/17	1834	
54 Old Short Hills Road	1302/09	1873-1881	
58 Old Short Hills Road	1302/08	1882-1890	
59 Old Short Hills Road	1506/18	c. 1810	
74 Old Short Hills Road	1301/19	1700's	
83 Old Short Hills Road	1505/10	c. 1859	
93 Old Short Hills Road	1505/12	1873-1881	
94 Old Short Hills Road	1301/15	1882-1890	
105 Old Short Hills Road	1505/13	c. 1859	
140 Old Short Hills Road	1401/12	1874	
149 Old Short Hills Road	2306/10	1882-1890	
Northeast Short Hills, North of Parsonage Hill Road			
12 East Hartshorn Drive	2501/08	1872	Hack Estate
18 Fox Hill Lane	2805/06	1873-1881	Carriage House, Hack Estate
20 Fox Hill Lane	2805/07	1873-1881	Gardener's Cottage, Hack Estate
60 Great Hills Road	4102/11	c. 1859	
72 Great Hills Road	4102/07	c. 1859	
285 Old Short Hills Road	2804/02	1831-1859	
7 Parsonage Hills Road	2405/04	1873-1881	
White Oak Ridge Road and Parsonage Hill Road, West of Hartshorn Drive			
1040 Morris Turnpike	5201/20	c. 1730	Spruce Knoll
200 Parsonage Hill Road	3802/08	1831-1859	
289 Parsonage Hill Road	4901/02	1871	White Oak Ridge Chapel
431 Parsonage Hill Road	5403/01	1700's	Morehouse House
451 Parsonage Hill Road	5403/01	1831-1859	
461 Parsonage Hill Road	5403/01	1700's	
210 White Oak Ridge Road	3603/27	c. 1750	
363 White Oak Ridge Road	4901/03	1800-1830	Nicholas Parsil House
379 White Oak Ridge Road	4902/11	c. 1709	Thomas Parsil House
402 White Oak Ridge Road	4903/20	1860-1872	
409 White Oak Ridge Road	4901/17	c. 1870	
423 White Oak Ridge Road	4901/19	c. 1700	Parsil-Ross House
562 White Oak Ridge Road	4603/01	c. 1859	

Other Possible Future District and Possible Future Sites

The Millburn-Short Hills Historical Society identified in the Society's Survey numerous structures built before the early 1920s which are of potential historic significance. Since completion of the Society's Survey, it has become evident that other areas of the township contain potential sites and potential districts that could in the future qualify for historic designation. Possible future districts include Nottingham, Brantwood, Taylor Road, Knollwood, Cross Gates, Fairfield Road (Day Estates), Grosvenor Road, South Mountain Estates, and portions of Glenwood. Numerous additional possible future sites throughout the community include the Parsil Cemetery and other cemeteries and houses of worship. The duties of the Historic Preservation Commission include a continuing review of any districts or sites which may warrant historic designation and preservation. Based upon these considerations, the Historic Preservation Commission has concluded that extensive updating of the Society's Survey would be appropriate if sources of funding and volunteer assistance can be secured.

Historic Buildings in Millburn Township predating 1900 not Located in Presently Designated Historic Districts

The sites are grouped by neighborhoods as follows, and are shown on the accompanying map, Plate 15, and are listed on Plate 16:

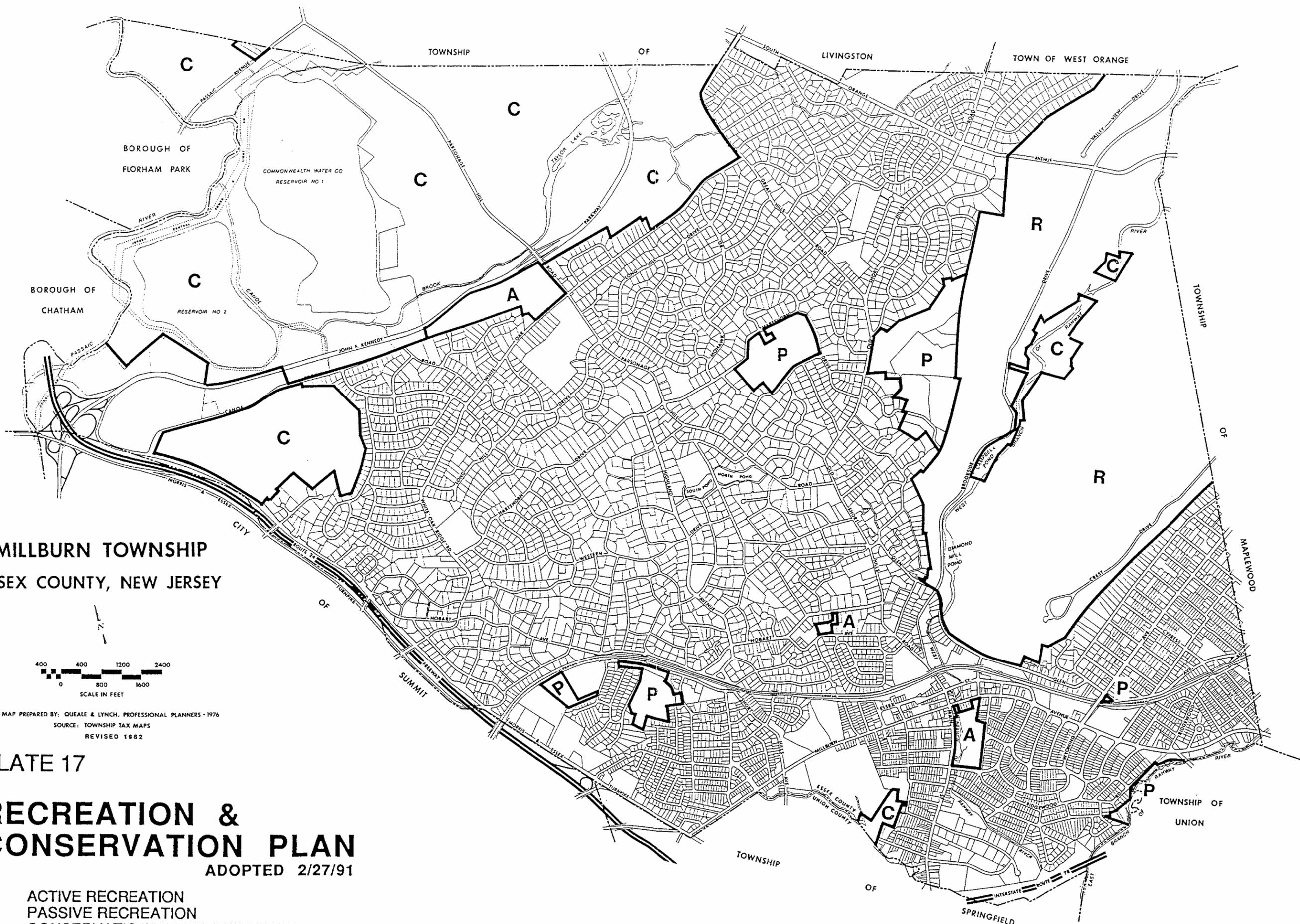
1. Downtown and Main Street south of the railroad tracks.
2. Old Short Hills Road and vicinity south of Parsonage Hill Road.
3. Northeast Short Hills north of Parsonage Hill Road.
4. White Oak Ridge Road and Parsonage Hill Road west of Hartshorn Drive.

RECREATION AND CONSERVATION PLAN

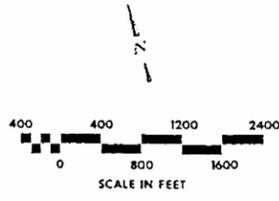
The goals and objectives of the Recreation and Conservation Plan are as follows:

- a. To provide adequate areas for recreation to serve the needs of all age groups, including indoor and outdoor facilities as well as active and passive recreation facilities.
- b. To encourage the retention of private recreation facilities for the preservation of open space and to serve as part of the total recreational opportunities available in the township.
- c. To encourage the conservation of areas inappropriate for development.
- d. To prohibit development of areas inappropriate for development, such as flood plains, water reserves, wetlands and other environmentally sensitive areas.
- e. To protect the quality and supply of surface and ground water.

The Recreation and Conservation Plan is shown in mapped form on Plate 17, and is summarized on Plate 18 in table form for the township as a whole.



MILLBURN TOWNSHIP
 ESSEX COUNTY, NEW JERSEY



BASE MAP PREPARED BY: QUEALE & LYNCH, PROFESSIONAL PLANNERS - 1976
 SOURCE: TOWNSHIP TAX MAPS
 REVISED 1982

PLATE 17

RECREATION & CONSERVATION PLAN

ADOPTED 2/27/91

- A ACTIVE RECREATION
- P PASSIVE RECREATION
- C CONSERVATION/WATER RESERVES
- R REGIONAL PARKS

The conservation areas include the lands of the New Jersey - American Water Company, East Orange Water Company, the City of Orange Water Department, and the Canoe Brook Country Club. They are shown as conservation lands in order to provide for protection of the ground water reserves.

The South Mountain Reservation is shown as a regional park and it is expected to continue to function as a regional facility indefinitely.

The table entitled Recreation & Open Space Inventory & Proposals Plate 18, provides a summary of the needs assessment for the township, the existing active and passive recreation inventory, and the additional passive recreation sites proposed to meet the shortfall. No new active recreation sites are proposed, partially because of a lack of vacant land and also due to a proposal to provide some additional active recreation facilities at the site of the Old Short Hills Park. Most of the efforts toward meeting the open space shortfall should be directed toward providing passive recreation facilities, with most of the 64.1 acre deficit made up through the use of three public holdings, namely the Oakey Tract, the tract behind the Glenwood School, the the flood plain properties lying near Ridgewood Avenue. In addition, further passive recreation supply is anticipated through further dedications from the Blanchard Tract, which could total as much as 28.5 additional acres, which in combination would satisfy the passive recreation need.

TRAFFIC CIRCULATION PLAN

The goals and objectives of this plan are:

- a. To discourage through traffic from using local streets.
- b. To accommodate regional and intermunicipal traffic flows on the streets designated as Primary and Secondary Roadways.
- c. To make only those concessions to the flow of traffic which will not have a negative effect on merchants and the convenience of township residents.
- d. To encourage improved pedestrian circulation in the central business district and the Glenwood business area.
- e. To provide conveniently located public parking in the central business district, the Glenwood business area and along Chatham Road.
- f. To improve visibility and sight distance at all intersections in the township, as needed.
- g. To encourage more bus service in the township, and the retention and proper maintenance of two railroad passenger stations providing the opportunity for greater use of public transportation.

The Circulation Plan is shown on Plate 20 of the 1985 Master Plan, and the map is to be unchanged as a part of this update of the Master Plan. The system of Primary Roadways shown on the plan is to handle the regional flows of traffic. Included in this system are Routes 78 and 24, John F. Kennedy Parkway, Morris and Essex Turnpike, and South Orange Avenue. Since the Morris and Essex Turnpike serves not only as an important parallel access road to Route 24, but provides direct access to commercial activities, every effort should be made to reduce the number of access points by encouraging fewer driveway openings to the Turnpike.

The Secondary Roadway system functions primarily to service local properties while providing for intermunicipal or subregional travel. This system includes Millburn Avenue, Essex Street, Main Street, Old Short Hills Road, Parsonage Hill Road, Glen Avenue,

Brookside Drive, Wyoming Avenue and Lackawanna Place. In order to discourage increased use of these roads as a pan of the regional network, which would have a detrimental effect on the many high quality single-family dwellings located along their length, no widening of these roads to provide additional traffic lanes, turning lanes, or paved shoulder is recommended. They should continue to be residential in appearance with the exception, of course, of those sections of Millburn Avenue, Essex Street, Main Street and Lackawanna Place which are nonresidential in character.

The system of Collector Roadways is identified to show those roads distributing local traffic to the Secondary and Primary Roadways.

Parking should continue to be directed to perimeter locations in the pedestrian-oriented business areas of the township. Consideration can be given in the development regulations ordinance to a requirement for off-site parking in these business areas to reduce any adverse impacts which may arise from either too much construction or too little parking. Within the Central Business District, continued attention should be given to the size and scale of permissible development and the appropriate methods to be used to address what appears to be a shortfall in the supply of parking. It is recommended that a detailed parking study be undertaken by a qualified traffic engineer to evaluate the parking needs and parking supply within the Central Business District, including any recommendations for reorganizing existing lots, administrative changes, appropriate locations for new lots, structured parking, parking meter timing, and the accommodation of competing parking demands for shoppers, employees, and residents living in the District, as well as rail and bus commuters.

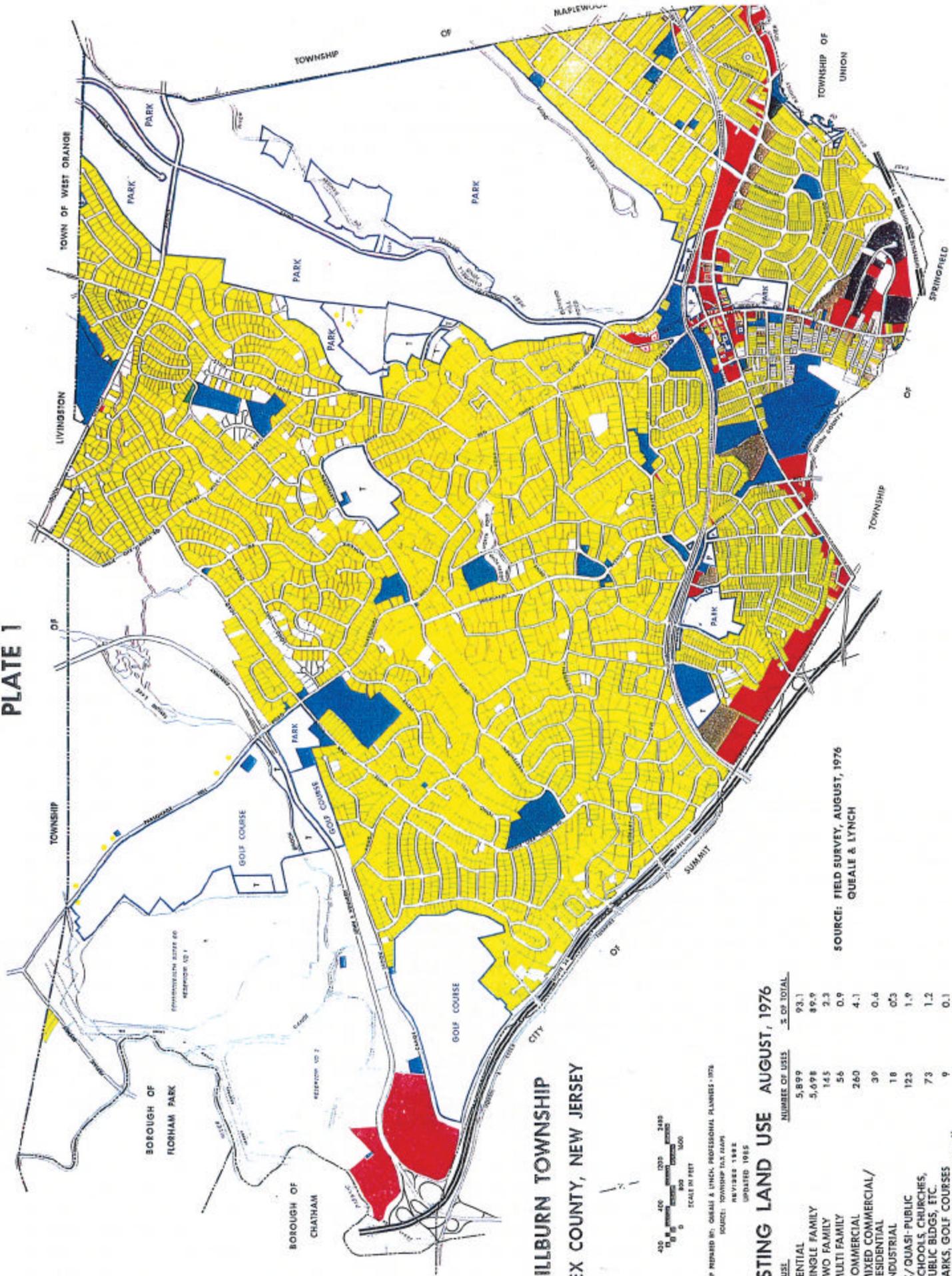
RECYCLING PLAN

In accordance with State Recycling Plan goals, Millburn Township has participated in resource recovery programs, including the recycling of aluminum cans, glass (color separated), grass clippings, leaves, brush and herbaceous waste, appliances, batteries, used motor oil, newspapers, magazines, and paper. In 1991, receptacles suitable for the deposit of litter and recyclables will be placed at various public locations, including pedestrian walkways, shopping malls, retail commercial areas, and at municipal facilities.

Development applications shall include plans for the handling of recyclable materials. The Municipal Land Use Law requires this information for all single family developments consisting of 50 units or more, multifamily developments of 25 or more units, and any commercial or industrial development proposal utilizing at least 1,000 square feet of land.

* * *

PLATE 1



MILBURN TOWNSHIP ESSEX COUNTY, NEW JERSEY

THIS MAP PREPARED BY: OUELAL & LYNCH, PROFESSIONAL PLANNERS - 1976
SOURCE: TOWNSHIP TAX MAPS
REVISED 1982
UPDATED 1985



EXISTING LAND USE AUGUST, 1976

USE	NUMBER OF USES	% OF TOTAL
RESIDENTIAL	5,899	93.1
SINGLE FAMILY	5,098	80.9
TWO FAMILY	145	2.3
MULTI FAMILY	56	0.9
COMMERCIAL	260	4.1
MIXED COMMERCIAL/ RESIDENTIAL	39	0.6
INDUSTRIAL	18	0.3
PUBLIC/QUASI-PUBLIC SCHOOLS, CHURCHES, PUBLIC BLDGS, ETC.	123	1.9
PARKS, GOLF COURSES	73	1.2
PARKS	9	0.1
PARKING LOTS (twp. owned)	8	0.1

SOURCE: FIELD SURVEY, AUGUST, 1976
OUELAL & LYNCH

HOUSING ELEMENT

Township of Millburn
Essex County, New Jersey

Adopted December 1986
Update Adopted December 1997

by the

Township of Millburn Planning Board

Prepared by:
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2210 Yardley Road
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John J. Lynch P.P.#19, AICP

TABLE OF CONTENTS

Introduction	1
Inventory of the Housing Stock	1
Projection of the Housing Stock	2
Demographic Characteristics	3
Employment	3
Fair Share Determination and Capacity Analysis	4
Consideration of Potential Sites	5
Conclusions	5

LIST OF PLATES

	<u>Following</u>
Plate 1 Housing Conditions	1
Plate 2 Housing Values	1
Plate 3 Occupancy Characteristics & Types	1
Plate 4 Age and Household Size Characteristics	3
Plate 5 1989 Income Levels	3
Plate 6 Employment Characteristics	3

HOUSING ELEMENT

Township of Millburn
Essex County, New Jersey

Adopted December 1986
Update Adopted December 1997
by the
Township of Millburn Planning Board

INTRODUCTION

This document is prepared and submitted to comply with the requirements of the Fair Housing Act as well as the regulations of the Council on Affordable Housing (COAH).

In summary, it is the intent of this plan to identify any obligations for the provision of low and moderate income housing and, where such obligations exist, to outline a program for addressing the need. As a fully developed community, Millburn Township is constrained from being able to address its fair share obligations due to a lack of available vacant and developable land. Full documentation on the characteristics of development within the township is contained in this housing element.

INVENTORY OF THE HOUSING STOCK

Age: Of the total housing units reflected in the 1990 Census, over two-fifths were built before 1940. Over the next three decades the township saw another half of its housing stock added, while in recent years very little housing construction has occurred because of a lack of available vacant land. The first part of Plate 1 shows the age of the housing stock and a net gain of only four units since the 1990 Census, most of which was in-fill development

Condition: The condition of the housing stock has been estimated from a collection of data prepared by COAH. All told, COAH has indicated the township has 13 deteriorated units. Since the percentage of deteriorated units in the township is below the regional percentage, this unit count also represents the township's base Indigenous Need. According to guidelines of the COAH, the base Indigenous Need number is to be reduced by the number of units anticipated to be spontaneously rehabilitated according to the COAH. Spontaneous rehabilitation is projected at 13 units as well, which means the entire Indigenous Need will be offset by rehabilitation occurring through activities in the private marketplace.

Plate 1 shows several characteristics of housing condition based on information available at the township level.

Housing Value: Plate 2 shows housing values for owner and renter occupied units, as reported in the 1990 Census. The median value of owner occupied units was \$381,600 and the median gross rent was \$849 per month. As shown on Plate 2, over 30 percent of the owner occupied housing stock was valued at over \$500,000 in 1990 while only 10.5 percent of the stock had a value of under \$200,000. Among the rental units, 17.7 percent had contract rents below \$600.

HOUSING CONDITIONS
Millburn Township

<u>Year Structure Built</u>	<u>Number</u>	<u>%</u>
1939 or Earlier	2,792	39.3
1940 – 1949	1,167	16.4
1950 – 1959	1,565	22.0
1960 – 1969	1,114	15.7
1970 – 1979	336	4.7
1980 – 3/90	134	1.9
New Units Authorized		
By Building Permits		
less Demolitions Auth		
1990	1	
1991	0	
1992	-3	
1993	2	
1994	4	
1995 Estimated Units	7,112	
Year-Round Housing Units by Plumbing Facilities		
Complete Plumbing for Exclusive Use	7,091	99.8
Lacking Complete Plumbing for Exclusive Use	19	.2
Sewage Disposal		
Public Sewers	7,073	99.5
Septic, Cesspool, Other	35	.5
Source of Water:		
Public System	7,090	99.7
Well, Other	18	.3
Units Lacking Complete Plumbing::		
1939 or earlier:		
Less than 1.01 persons	6	.1
1.01 or more persons	0	-
1940 – 1990:		
Less than 1.01 persons	11	.2
1.01 or more persons	0	-
Year-Round Housing Units		
<u>By Kitchen Facilities</u>		
Complete Kitchen	7,100	99.9
Lacking Complete Kitchen	8	.1

Sources: 1990 Census
Post 1990 Data from N.J. Dept of Labor
Totals may not add due to rounding

Plate 2

HOUSING VALUES

Millburn Township
1989

Owner-Occupied		
<u>Non-Condominium Units</u>	<u>Number</u>	<u>%</u>
Less than \$25,000	19	.4
\$25,000 - \$49,999	10	.2
\$50,000 - \$74,999	33	.6
\$75,000 - \$99,999	51	1.0
\$100,000 - \$124,999	47	.9
\$125,000 - \$149,999	51	1.0
\$150,000 - \$174,999	151	2.9
\$175,000 - \$199,999	186	3.5
\$200,000 - \$249,999	658	12.5
\$250,000 - \$299,999	648	12.3
\$300,000 - \$399,999	944	18.0
\$400,000 - \$499,999	832	15.9
\$500,000 or more	1,618	30.8
Totals	5,248	100.0
Median Value	\$381,600	
Gross Rent		
<u>Renter Occupied Units</u>		
No cash rent	64	5.1
\$0 - \$399	24	1.9
\$400 - \$499	90	7.2
\$500 - \$599	44	3.5
\$600 - \$749	238	19.1
\$750 - \$999	491	39.4
\$1,000 or more	295	23.7
Totals	1,246	99.9
Median Gross Rent	\$849	

Source: 1990 Census
Totals may not add due to rounding

OCCUPANCY CHARACTERISTICS & TYPES

Millburn Township
1990

	<u>Number</u>	<u>%</u>
<u>Year-Round Housing Units:</u>		
Total	7,108	100.0
Occupied	6,909	97.2
Owner-Occupied	5,649	79.5
Renter-Occupied	1,260	17.7
Vacant		
for sale	78	
vacancy rate-rents		1.4%
for rent	63	
vacancy rate-rents		4.8%
for occasional use	13	
other	45	
 <u>Year-Round Units:</u>		
<u>Number of Rooms</u>		
# Units w/ 1 Room	19	.3
# Units w/ 2 Room	82	1.2
# Units w/ 3 Room	349	4.9
# Units w/ 4 Room	526	7.4
# Units w/ 5 Room	366	5.1
# Units w/ 6+ Room	5,766	81.1
 <u>Year-Round Units</u>		
<u>Numbers of Bedrooms</u>		
# Units w/ 0 Bedroom	19	.3
# Units w/ 1 Bedroom	607	8.5
# Units w/ 2 Bedrooms	806	11.3
# Units w/ 3 Bedrooms	2,242	31.5
# Units w/ 4 Bedrooms	2,120	29.8
# Units w/ 5+ Bedrooms	1,314	18.5
 <u>Year-Round Housing Units</u>		
1 Detached	5,791	81.5
1 Attached	70	1.0
2	367	5.2
3 and 4	192	2.7
5 or more	636	8.9
Mobile Home	6	.1
Other	46	.6

Source: 1990 Census

Occupancy Characteristics: Plate 3 shows occupancy characteristics. Less than three percent of the units in the township in 1990 were unoccupied. About four out of every five units in the township were owner-occupied while the remainders were renter-occupied. Within the category of sales housing, the vacancy rate was 1.4% which compares favorably with an optimum rate, for market flexibility purposes, of about 1% to 1.5%. Similarly, the rental vacancy rate was 4.8% which falls in the optimum range of about 4% to 5%. The remaining vacant units in the township were not identified as being either for sale or rent, which means that they were either held for occasional use (13 units) or may have been sold or rented and were awaiting occupancy (45 units).

Of all the units in the township, over four-fifths were detached single family dwellings. Further reflecting this large house characteristic of the township is the fact that the vast majority of the housing units are three bedrooms or larger in size.

Units Affordable to Lower Income Households: In order to estimate the number of units which were affordable to lower income households in 1990, a comparison was made between housing values and household incomes using the 1990 income limits for low and moderate income households as published by COAH. For purposes of this analysis, a three person household was used since the average household size in Millburn in 1990 was 2.7 persons. The maximum income for a low income household, defined as 50 percent of median, was \$19,650 in 1990 and a moderate income household, defined at 50 to 80 percent of median, would range up to \$31,464.

For sales housing, assuming the sale price of a home would be three times the household income to be affordable, then homes selling for less than \$58,950 would be affordable to low income households and those selling for \$58,950 to \$94,392 would be affordable to moderate income households.

For rental housing, assuming the rent level can be 30% of the household income to be affordable, a monthly gross rent under \$491 would be affordable to a low income household while those of moderate income could afford rents ranging from \$491 to \$787 per month.

Relating these sale and rent level calculations to Housing Values on Plate 2, the following units were considered to be affordable in 1990:

<u>Low Income</u>	
Sales housing	46 units
Rental housing	<u>167</u> units
Total	213

<u>Moderate Income</u>	
Sales housing	56 units
Rental housing	<u>367</u> units
Total	423

Based on the above calculations, a total of 636 housing units were affordable to low and moderate income households in the township in 1990, most of which were rental units. This amounted to 42.9% of the occupied rental housing stock and less than two percent of the occupied sales housing stock. All totaled the 636 units affordable to low and moderate income households represented 9.8% of the township's housing stock, or about one out of every ten units.

PROJECTION OF THE HOUSING STOCK

Plate 1 shows the very low volume of housing production in the township in recent years. This is a direct result of an absence of available vacant and developable land. During the 1970's, the number of housing units in the township increased by an average of 37 units per year, in the 1980's the average dropped to about 13 units per year, and since 1990 there has been a net gain of only about one unit per year after accounting for demolitions.

It is improbable that any low or moderate income housing will be built in the township over the next six years because of a lack of available vacant and developable land. There are no pending requests for the development of such housing and there have been no sites identified where such housing could be built.

Over the next six years, it is anticipated that the remaining few scattered, vacant residential building lots will be developed. These lots will accommodate perhaps 20 additional houses in total. Virtually all of the remaining building lots are much less than one acre in size.

DEMOGRAPHIC CHARACTERISTICS

Household Size: Plate 4 shows household size characteristics for 1990. In spite of the high percentage of the housing stock represented by detached single family dwellings, the distribution of household sizes indicates that over half of all the households in the township are one or two persons in size. The average household size is 2.7 persons per household. The household size distribution further shows that the larger families of five or six persons account for less than ten percent of all households.

Household Income: Plate 5 shows the household income levels for the township. It indicates that the median household income in 1990 was \$83,275 compared to a regional median for three person households of \$39,300.

Within the township, approximately 535 households fell in the moderate income category of \$19,650 to \$31,464. This represented about 7.7% of the total households in the township. Low income households, those falling below \$19,650 in annual income in 1990, accounted for a total of about 558 households, or 8.0% of the households.

Age: Plate 4 shows the age group distribution within the township for the last three Census counts. It indicates that in both 1980 and 1990 about one-sixth of the population fell in the 65 and over age group and that median age had stabilized. Also shown is a sizable increase in the population under five years of age, an indicator that the housing stock was

turning over and younger families were beginning to move into the single family dwellings, foretelling increases in public school enrollments.

Plate 4 further shows a decline in the population under 18, which is largely a result of the general trend during the late 1960's and throughout the 1970's of declining birth rates. However, as noted in the preceding paragraph, it is evident that there has been some turnover in the housing stock resulting in a significant gain in the younger portion of this age group.

EMPLOYMENT

Plate 6 shows trends in covered employment within the township, and the published characteristics of the resident labor force within the township. The labor force characteristics are taken from the 1990 Census and reflect a profile of the residents of the township while the covered employment information simply shows the number of jobs which are located within the boundaries of the township regardless of where the employees reside.

Trends in covered employment from 1977 to 1984 indicate that there had been a steady increase in the number of jobs within the township. The rate of increase averaged 372 jobs per year using a linear regression analysis. Job counts are shown for the years 1985 through 1994 and over that period of time, again using linear regression analysis, the count dropped an average of 174 jobs per year. Looking at the entire range of years shown from 1977 through 1994, the covered employment levels in the township averaged an increase of 306 jobs per year.

It is expected that the labor force profile in the township in future years would be similar to that which is shown in the 1990 Census,

FAIR SHARE DETERMINATION AND CAPACITY ANALYSIS

According to the published fair share figures by COAH, Millburn has an indigenous need of 13 units which is offset by an anticipated 13 units of spontaneous rehabilitation. The reallocated present and prospective need for the period 1987-1999 is 261 units, a lower allocation than the 488 units published for the 1987-1993 period.

The township is not entitled to any credits against the fair share number based on COAH guidelines. However, a calculation of realistic development potential is in order since Acre is no vacant and developable land available to provide for additional housing. Realistic development potential is used to determine how much affirmative zoning is to be provided in a municipality in order to respond to its affordable housing allocation. It is also the basis for evaluating areas of a municipality which may be developed at the present time but which may lend themselves to redevelopment, and as a part of that process may offer some potential for providing affordable housing opportunities.

As a part of the 1977 Master Plan analysis a field survey was undertaken of the land uses within the township. Consideration was given in the subsequent updates of the Master Plan to development activity which has taken place since the detailed land use survey was completed. In the most recent Master Plan update, adopted by the Planning Board in

Plate 4

AGE AND HOUSEHOLD SIZE CHARACTERISTICS

Millburn Township
1970-1990

<u>AGE</u>	<u>1970</u>		<u>1980</u>		<u>1990</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Under 5	1,139	5.3	845	4.3	1,152	6.2
5 - 14	4,061	19.1	2,821	14.4	2,145	11.5
15 - 24	2,816	13.2	2,575	13.2	2,032	10.9
25 - 34	1,652	7.8	2,000	10.2	2,341	12.6
35 - 44	2,807	13.2	2,612	13.4	2,991	16.1
45 - 54	3,281	15.4	2,844	14.6	2,698	14.5
55 - 64	2,947	13.8	2,638	13.5	2,138	11.5
65 and over	2,604	12.2	3,208	16.4	3,133	16.8
Total	21,307	100.0	19,543	100.0	18,630	100.1
Median Age	38.9		40.9		40.9	
Under 18	6,604	31.0	4,793	24.5	4,119	22.1
Over 65	2,604	12.2	3,208	16.4	3,133	16.8

1990		<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6+</u>
<u>PERSONS/UNIT</u>	# People						
Average = 2.7	# units	1,337	2,394	1,244	1,251	543	140
	% of Units	19.4	34.7	18.0	18.1	7.9	2.0

Source: 1970, 1980 and 1990 Census
Totals may not add due to rounding

Plate 5

1989 INCOME LEVELS

Millburn Township

<u>Household Income Levels</u>	<u>Number</u>	<u>%</u>
\$0 - \$9,999	257	3.7
\$10,000 - \$19,999	311	4.5
\$20,000 - \$29,999	462	6.6
\$30,000 - \$39,999	406	5.8
\$40,000 - \$49,999	437	6.3
\$50,000 - \$59,999	498	7.2
\$60,000 - \$74,999	799	11.5
\$75,000 - \$99,999	796	11.4
\$100,000 - \$124,999	671	9.6
\$125,000 - \$149,999	420	6.0
\$150,000 or more	1,906	27.4
Totals	6,963	100.0
Median	\$83,275	

Poverty Status of Persons

Income:

below 50% of Poverty Level	161	.9
betwn 50% -75%	157	.8
betwn 75% -100%	41	.2
betwn 100% -125%	59	.3
betwn 125% -150%	154	.8
betwn 150% -175%	240	1.3
betwn 175% - 200%	138	.7
200% or more	17,602	94.9
Total	18,552	99.9

Source: 1990 Census

Totals may not add due to rounding

Plate 6
EMPLOYMENT CHARACTERISTICS
(Persons Age 16+)

Millburn Township

<u>Covered Employment</u>	<u>Number</u>	
1977	8,810	
1978	8,665	
1979	8,845	
1980	9,152	
1981	10,040	
1982	10,653	
1983	10,643	
1984	10,955	
1985	12,625	
1986	12,930	
1987	14,089	
1988	15,153	
1989	15,891	
1990	14,132	
1991	12,670	
1992	12,069	
1993	12,379	
1994	12,005	
Avg. Annual Change '77 - '84	+372	
Avg. Annual Change '85 - '94	-174	
Avg. Annual Change '77 - '94	+306	
<u>Employed Persons by Industry</u>	<u>Number</u>	<u>%</u>
Agriculture, Mining & Construction	346	3.7
Manufacturing	824	8.7
Transportation & Communications	444	4.7
Wholesale & Retail Trade	1,605	17.0
Finance/Insurance/Real Estate	2,070	21.9
Business & Repair Services	402	4.3
Personal/Entertain't/Recreation	389	4.1
Professional Services:		
Health & Education	1,831	19.4
Other	1,375	14.6
Public Administration	<u>163</u>	<u>1.7</u>
Total Employed	9,449	100.1
<u>Employed Persons by Class</u>		
Private for profit Wage & Salary	6,872	72.7
Private not-for-profit Wage & Salary	726	7.7
Government	821	8.7
Self-Employed	1,021	10.8
Unpaid Family Worker	9	.1

Sources: N.J. Department of Labor
1990 Census

Totals may not add due to rounding

February 1991, there is an inventory of vacant lands which are two acres or larger. Based on a review of the tax records, it is clear that there few if any vacant sites which are less than two acres in size and which would provide suitable sites for affordable housing.

Plates 3 and 4 in the 1991 Master Plan identify parcels which are vacant and which may have sufficient size to have the potential to serve as affordable housing sites. Under an analysis of realistic development potential, it is not necessary to consider land in public ownership unless it is declared to be surplus land. The following privately owned parcels were identified:

1. Block 4101, Lot 23. 44 Great Hills Terrace. This is a privately owned and odd-shaped three acre lot which adjoins an existing school. Based on its unusual shape and location, it is unsuitable for affordable housing and would appear to be most suited to either single family residential use or as an addition to the school site. The Natural Resources Inventory does not indicate any serious environmental constraints for this parcel. The conclusion drawn in the Master Plan is that the parcel would lend itself to the development of three single family dwellings.
2. Block 2504. Lot 9 near Old Short Hills Park. This is a 4.46 acre landlocked parcel adjoining lands which are in parks and open space use. Due to its location and environmental relationship to the adjoining park lands, it is unsuitable for consideration as a potential affordable housing site.

In summary, Millburn has insufficient capacity to accommodate any new units toward its COAH-identified pre-credited need due to a lack of available and developable vacant land. The indigenous need number is offset entirely by spontaneous rehabilitation.

CONSIDERATION OF POTENTIAL SITES

As indicated in the preceding review of the lack of available vacant land for development, there are no identifiable sites which could be considered suitable for the development of low or moderate income housing. In addition, no developers have expressed either an interest in or a commitment to build low or moderate income housing.

The township does not have any areas which lend themselves to redevelopment for the purpose of meeting or addressing its affordable housing requirements. It may be appropriate to place a provision in the zoning ordinance which would indicate that where development takes place at a density of six units per acre or greater, that an affordable housing component be required in these developments at a rate of 20 percent of the number of units provided. This would provide guidance to the Zoning Board of Adjustment if it received a request for a zoning variance for multiple dwellings and in granting such a request it would impose this ordinance requirement. Similarly, if the Planning Board and Township Committee reached a conclusion that a portion of the township should be rezoned to permit the development of higher density housing, it should be understood that such a rezoning would carry with it an obligation to provide affordable housing.

CONCLUSIONS

Based on the foregoing, the township has no obligation to prepare a fair share plan through the enactment of ordinance provisions except for those related to the affordable housing requirement in higher density new developments. This housing element identifies the problem and indicates that a solution which calls for housing rehabilitation or new construction is not practical and falls outside the guidelines established by COAH

* * *

REEXAMINATION REPORT

Township of Millburn
Essex County, New Jersey

May 1994

Prepared By:
Queale & Lynch, Inc.

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INTRODUCTION

The Municipal Land Use Law (MLUL) requires municipalities to reexamine their master plans at least every six years. The purpose of this requirement is to have regular reviews of current information and changing conditions in the interest of keeping long-range planning as up to date as possible.

In C. 40:55D-89 of the MLUL, the following language is set forth:

"The governing body shall, at least every 6 years, provide for a general reexamination of its master plan and development regulations by the planning board which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which shall be sent to the county planning board and the municipal clerics of each adjoining municipality. The first such reexamination shall have been completed by August 1, 1982. The next reexamination shall be completed by August 1, 1988. Thereafter, a reexamination shall be completed at least once every six years from the previous reexamination."

Millburn prepared a comprehensive Master Plan which was adopted by the Planning Board on September 28, 1977. Subsequent to that date, and based on the concepts set forth in the Master Plan, the Township Committee adopted a zoning ordinance on January 30, 1979, effectuating the Land Use element of the Master Plan. On December 18, 1984, a comprehensive Development Regulations and Zoning Ordinance was adopted by the Township Committee, also related to the Land Use element of the Master Plan, and it has been periodically updated and amended since its adoption. Another update of the Master Plan took place in June, 1985, with an amendment in early 1987 to adopt the Housing Element, as required under the Fair Housing Act and the Municipal Land Use Law. The Master Plan was further amended with the adoption of an Historic Preservation Plan Element reflecting the provisions of amendments to the Municipal Land Use Law. The most recent comprehensive update to the Master Plan was adopted by the Planning Board on February 27, 1991. This reexamination report is prepared in order to meet the periodic reexamination requirements of the Municipal Land Use Law.

The Planning Board is not required to hold a hearing on the reexamination report. It must simply prepare the report, adopt it by resolution, and submit it to the County Planning Board and the municipal clerks of adjoining municipalities.

The statute requires consideration of five topics within the reexamination report. Those areas are identified as follows along with the response statements.

C.40:55D-89a.

This provision of the MLUL reads as follows:

- "a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report."

Detailed information on the problems and objectives facing the township at the time of the adoption of the Master Plan is available in the published 1991 Master Plan, not only in the summarized background reports but in the plan elements as well.

C.40:55D-89b.

This provision of the MLUL reads as follows:

- "b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date."

Many of the problems and objectives continue as stated in the 1991 Master Plan.

Traffic continues to be a major local concern, particularly the parking problems in the central business district. In that area, there is an apparent shortage of parking spaces and there is a need to accommodate shoppers, employees, and rail commuters.

Mass transit, both rail and bus, are increasing in importance because of the general increase in automobile traffic apparently occurring in the area.

Efforts are continuing to coordinate local environmental protection efforts with the goals and objectives of the State Development and Redevelopment Plan.

In all other respects, the problems and objectives outlined in the 1991 Master Plan continue as identified both in the Plan and in the explanation provided herein in the response to paragraph 89a.

C.40:55D-89c.

This provision of the MLUL reads as follows:

- "c. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy

conservation, collection, disposition and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives."

Since the adoption of the Master Plan in 1991, The New Jersey Council on Affordable Housing has adopted updated rules and regulations which provide affordable housing allocations to municipalities which cover the period 1987-1999. Since the Housing Plan element of the Master Plan is one of the required elements and is to serve as a foundation for zoning, consideration will be given to updating the Housing Plan element along with a possible filing of the Plan with the Council on Affordable Housing for substantive certification

C.40:55 D-89d.

This provision of the MLUL reads as follows:

- "d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared."

With a recently completed update of the Master Plan, little is needed in order to keep the plan and development regulations up to date. The following specific actions are recommended to be taken at this time:

1. Update the Housing Plan element of the Master Plan in order to respond to the recently adopted housing allocations released by the Council on Affordable Housing.
2. Continue to work on ordinance amendments not only to implement changes recommended in the 1991 Master Plan, but to improve ordinance standards and to reflect any changes in the Municipal Land Use Law.

C.40:55D-89e.

This provision of the MLUL reads as follows:

- "e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L. 1992, c.79 (C.40A:12A-1 et seq.) into the land use pain element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality."

This provision does not apply since there are no redevelopment areas in the Millburn and none are proposed in the recently adopted Master Plan.

* * *