City of Passaic Master Plan

2013



Mayor
Dr. Alex D. Blanco
Business Administrator
Ricardo Fernandez
Council President
Gary S. Schaer

Council Members
Jose Garcia
Terrance Love
Thania Melo
Chaim Munk
Zaida Polanco
Daniel Scwartz

Planning Board Member
Joshua White, Chairman
Efraim Z. Kieffer, Vicwe Chairman
German Burgos Acosta
Ponce DeLeon Tidwell
Damian Gil
Moshe Gottesman
Martin Lovy
Joseph Nierman
Rafael Nunez
Daniel Schwartz

_____

Ricardo Fernandez, PP/AICP
Professional Planner
N.J. License # 33LI00606200

Table of Contents

I Executive Summary ----------pages i-vii
1. Introduction----------pages 1-2
2. Statements of Assumptions, Policy Goals, and Objectives----------pages 3-7
3. Recreational Uses/Open Space/Natural Capital----------pages 8-13
4. Cultural Assets----------pages 14-15
5. Human Capital----------pages 16-17
6. Social Capital----------pages 18-19
7. Built Capital----------pages 20-28
7.1 Roads/Sewers
7.2 Parking
7.2a Parking R-1 single family residential
7.2b Parking R-2 one and two family residential
7.2c Parking R-3 multi-family residential, C-R commercial/residential, C-R HD commercial/residential high density, and O-R office residential
7.2d Parking C commercial
7.3 Schools
8. Existing Land Uses----------pages 29-31
8.1 Existing Land Use Map
8.2 Description of Existing Land Use Zones
9. Vacant Land Analysis----------pages 32-36
10. Recent Development Patterns----------pages 37-39
11. Synopsis of Census Information----------pages 40-49
11.1 Median Age 2010
11.2 Senior Citizen Population – 2010
11.3 Racial Characteristics
11.4 Housing Trends
11.5 2010 Family Income
11.6 Educational Attainment
11.7 Occupations & Commuting Patterns
12. Land Use Plan----------pages 50-57
12.1 Residential
12.1a R-1- single-family residential zone
12.1b R-2- Single-family and two-family residential zone
12.1c R-1A- Single-family, garden apartment dwelling groups, and townhouse dwelling groups
12.1d R-3- Multi-family Residential Zone
12.1e PD-1 Chestnut Street Urban Renewal Area, PD-2 Eastside Area, PD-3 Broadway - Van Houten Area, PD-4 Eighth Street
12.2 Mixed-use Designations
12.2a O-R- Office/Residential
12.2b O-R1A- Office/Residential Zone
12.2c C-R- Commercial/Residential Zone
12.2d C-R HD- Mixed Commercial/Residential Higher Density
12.3 Commercial

12.4 Industrial Zones

13. Redevelopment----------pages 58-63
13.1 Scattered Site Redevelopment Plan
13.1a 663 Main Avenue
13.1b 585 Main Avenue
13.1c Former St. Mary's Hospital, Pennington Avenue
13.1d Old Clay Tennis Courts, Van Houten Avenue
13.1e Former Beth Israel Site, Parker Avenue
13.1f 147-151 Broadway, 247-255 Gregory
13.2 River Drive Redevelopment area
13.3 Eastside Redevelopment Plan

14. Highlands TDR----------pages 64-65
15. Affordable Housing----------pages 66-68
15.1a Home funds
15.1b Neighborhood Stabilization Program (NSP)
16. Summary of Recommendations and Objectives----------pages 69-73
17. Implementation----------pages 74-79
18. References----------pages 80-81

Maps

1. Existing Zoning
2. Existing Land Uses
3. Proposed Zoning
4. Vacant Land
5. Parkland
6. Existing Urban Enterprise Zone District.
7. Existing and Proposed School Sites and Governmental Sites

Executive Summary of the Master Plan for the City of Passaic



Introduction

The City of Passaic is adopting a new Master Plan and Land Use Element. The Land Use Element has not been revised since 1995. During this time there has been a significant change within the municipality's development patterns and economic opportunities. The City has gone through the height of the housing market, which created considerable impacts to the development patterns within the municipality. Now that the City finds itself in a period of refocusing and rebuilding after the market collapse, this plan can be the foundation for the City's growth for the twenty-first century.

New residential and commercial developments are continuing the growth of the City's diverse population and cultural markets. New and proposed commercial developments are helping to restore the City's employment and tax base. Redevelopment strategies and efforts are helping to shape and solidify

many of the City's neighborhoods. The growth that has occurred during this time happened without a comprehensive structure guiding the City's Land Use. This document is meant to provide that structure.

The area of modern day Passaic was originally settled in 1678 by Dutch pioneers. Passaic was incorporated as a city in 1873. Passaic has always been a city of immigrants. Many Eastern Europeans settled here during the late 1800's and early 1900's. After World War II, Passaic saw an influx of Puerto Ricans, the first Hispanic group to come to the city. Since the 1970's, many Hispanic immigrants from Central America, South America, Mexico, and the Caribbean have chosen Passaic as the place to make a new start and share in the "American Dream." Cultural and ethnic diversity attracts new residents, businesses, and consumers every year. As of the 2010 census, the City of Passaic has a population of 69,781 residents of which 71% identify themselves as Hispanic.

Passaic's advantageous location in the heart of the New York metro market, its multiethnic diversity, its solid infrastructure, and its abundant manufacturing labor force are all assets of the city's current and future success. It is located in commuting distance from New York City and Newark, New Jersey's largest city (thirteen.org/newark/history.html). Being in close proximity to a growing metropolitan area, Passaic was consumed into today's New York-Northern New Jersey-Long Island, NY-NJ-CT-PA Consolidated Metropolitan Statistical Area.

Known for its manufacturing heritage, Passaic has a workforce of nearly 30,000. The majority of the population takes public transit, carpools, and/or walks to work in this compact city. Census data confirms the City of Passaic as having one of the lowest car ownership rates within the State, with over 50% of the City's renter-occupied housing units not owning a vehicle (table 1.1).

Among its major attributes are:

- *Designation as an Urban Enterprise Zone, offering certain sales tax and other incentives*
- *Low cost leases for industrial and office space*
- *Four major industrial centers: Passaic Industrial Center, Big Apple West, Willett Street Complex, and Brook Avenue Complex*
- *Competitive utilities- gas, electric, and water rates are among the most reasonable in the tri-sate region*
- *Availability and affordability of local labor*
- *Access to comprehensive training programs*
- *HUD entitlement community*

Table 1.1

Subject	*Passaic*	*City*	*New Jersey*
Tenure by Vehicles Available	*Number*	*Percent*	*Percent*
Owner Occupied Housing Units	*5,599*	*100.0*	---
No Vehicle Available	*366*	*6.5*	*3.7*
1 Vehicle Available	*2,528*	*45.1*	*28.5*
2Vehicles Available	*2,064*	*36.8*	*43.8*
3 Vehicles Available	*483*	*8.6*	*16.8*
4 Vehicles Available	*136*	*2.4*	*5.4*
5 Vehicles or More Available	*22*	*0.3*	*1.6*
Vehicles Per Household	*0.93*	---	*1.9*
Renter-Occupied Housing Units	*14,795*	*100.0*	---
No Vehicle Available	*8,081*	*54.6*	*27.0*
1 Vehicle Available	*5,398*	*36.4*	*48.5*
2Vehicles Available	*1,145*	*7.7*	*19.7*
3Vehicles Available	*90*	*0.6*	*3.2*
4Vehicles Available	*56*	*0.3*	*0.9*
5Vehicles or More Available	*25*	*0.1*	*0.4*
Vehicles Per Household	*0.45*	---	*1.1*

Source: U.S. Census Bureau, 2011 American Community Survey

Passaic has invested significantly in its physical infrastructure. It has public water and sewer systems throughout the entire city. There has also been a large investment in its public parks, sewer and street improvements. Out of the City's 3.25 square miles, approximately 1.25 square miles is parkland. There are multiple parks spread throughout the city, ranging in size from less than one acre to over 20 acres. Many of them contain regulation ball fields, basketball courts and tennis courts. These amenities have helped Passaic attract younger families and provide man

Legislative Criteria

The only element which is mandated under the New Jersey Municipal Land Use Law (MLUL) is the land use element. Even though we recognize that the Economic Element of the City of Passaic's Master Plan needs to be updated and that the creation of other elements may be recommended, the number of years that have elapsed since the last time the Land Use Element was addressed has led us to the completion of this element in advance of the others. The Land Use Element will be used as the basis to guide the creation of the other elements.

Under section 40:55D-28(2) of the MLUL, the Land Use Element needs to take into account and have a relationship with the statement of goals and objectives found in the City's Master Plan. There also has to be a relationship and consistency between the Land Use Element and the other elements within the Master Plan. The fact that this document will provide the guiding principles for land development within the City of Passaic is an acknowledgement that there must be a relationship between these principles and any existing or proposed zone plan or zoning ordinance. The following section, 40:55D28(2)(b), requires a showing of the existing and proposed location, extent, and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational, and other public and private purposes or a combination of purposes. Section 40:55D28(2)(b) will require that the Land Use Element show any existing or proposed locations of any airports and the boundaries of any airport safety zones, pursuant to the "Air Safety Act of 1983." The Land Use Element will also contain a statement of the standards of population density and development intensity recommended for the municipality.

Planning Process

The long period of time that has elapsed since the last comprehensive review of the City's land use designations and zoning regulations has required the need for a significant data collection process that will be used to compare information that was collected in the previous Land Use Element to the City's current status. There was an exhaustive research process implemented for the collection of data from a wide range of sources. Close attention was paid to the type of information collected to assure that the data gathered would be adequate to further the intent and specificity of the Plan.

The specificity of the Plan is a crucial part of the process. Significant efforts were made to assure that this Plan would be clear with its goals and intent to provide clear guidance to the City's decision makers and stake holders. This Plan is the basis for any zoning ordinance amendments and land use decisions. Furthermore, this level of detail is meant to provide clear direction to the Planning and Zoning Board of Adjustment and any other entity charged with land use decisions during their deliberation process.

This Land Use Plan uses a "community capitals" framework to analyze the City's social, cultural, financial, human, and physical capital. This method is used to ascertain the City's strengths and weaknesses and provides a focus in which this Plan uses as the basis to guide community change. During this process, the existing redevelopment plans, the HUD Five Year Consolidated Plan, the Economic Development Plan, the Housing Plan, and other existing plans were reviewed for consistency with this plan and to provide appropriate recommendations to which these plans could be amended. This Plan further reviews and incorporates the multiple Redevelopment Plans that were created since 2001. Recommendations are made to amend these plans to create a consistent comprehensive approach to land development within the City of Passaic.

A review and analysis of neighboring municipalities and the State Development and Redevelopment Plan was conducted. The State Plan places the City of Passaic in a Planning Area 1, a metropolitan planning area. This designation gives the City of Passaic a unique opportunity because this Planning Area is designed as the area that will provide for much of the State's future redevelopment. The State Plan also carries recommendations on how development should take place. This Plan will be consistent with those recommendations and current "smart growth" and "sustainable development" principles.

A significant number of discussions with community stakeholders and municipal officials were undertaken prior to the submittal of a draft copy to the Planning Board. Initially, a public officials

committee was formed, which included the Director of Community Development, Director of Public Works, City Engineer, City Historian, Urban Enterprise Zone Coordinator, and Zoning Official, to review the draft Master Plan prior to submittal to the City Council. Following their review and recommendation, the Plan was submitted to the City Council for same. Subsequent to the City Council introducing the Plan, it is transmitted to the Planning Board for their review and recommendations.

The acceptance of the Land Use Plan by the Planning Board, in draft form, triggers the hearing process and the ability for all interested parties to take part in the planning process. This will be done through a series of public hearings and workshops. The overall goal is to give all stakeholders an opportunity to be heard for the purpose of preparing a plan that will guide the use of lands within the municipality in a manner that protects public health and safety and promotes the general welfare. In being consistent with involving all stakeholders, many of the objectives within the Land Use Plan mirror the overall strategies of the City's comprehensive five year Consolidated Plan.

Plan Goals

Generally, this Plan is intended to modernize and update the City's land use and zoning regulations in a manner that is consistent with current planning principles. It also seeks to reflect the previous and current growth patterns that are naturally occurring within the municipality. The Plan seeks to bring together the multitude of plans that have been created for the City in a way that will provide consistency and a structure for, not only future planning processes, as well as future provisions for open space and community facilities. Its intent is to reinforce and capitalize on the City's assets and strengths. This includes major new developments, such as the redevelopment of the 663 Main Avenue commercial complex and the adaptive reuse of 2 Market Street (Big Apple West), the revitalization of the numerous city parks, the Passaic River waterfront, and other physical assets, paying close attention to its aging infrastructure, which provides the best means for accommodating the City's transportation and development needs. In addition, it intends to reinforce and leverage the Federal Community Development Block Grant (CDBG) and Home Investment Partnership Program (HOME) funds to assist low-to- moderate income families with a variety of affordable housing opportunities, projects and programs. The Land Use Plan also seeks to capitalize on other assets, such as its cultural diversity.

MASTER PLAN



1. INTRODUCTION

The City of Passaic is 3.25 square miles located in Passaic County, NJ. Passaic has always been a city of immigrants. Cultural and ethnic diversity attracts new residents, businesses, and consumers every year. This diversity has contributed to the City's unique land use characteristics. The City of Passaic can be characterized as a mature urban community. This requires a planning approach that takes into account the built environment. It also must evaluate and take advantage of the municipality's existing assets. These assets have been created throughout many years of development and are the catalyst for any future growth. This land use plan is grounded in the multi-disciplinary nature of community development. It takes into account sociological, economic, political, social, and cultural aspects within the city to plan its future growth. This plan does not only take into account the City's physical attributes but also looks at all the municipal resources that can be used to grow and develop all the community capitals. This becomes a significant endeavor, due to the many years that have elapsed since the last update of the Plan.

The last Master Plan reexamination report was approved in June of 2007 and the Land Use Plan for the City of Passaic was last approved in May, 1995. The Plan listed multiple issues that were to be addressed. These issues were the scarcity of vacant land, mixed land uses, future uses of obsolete buildings, and the need to attract rate-ables. These concerns were the same ones discussed in the Land Use Plan of 1983. In 2013, we continue to face similar issues. However, much has been done in recent years to lay the ground work to address these issues and recommendations are made within this Plan to address them in a comprehensive manner.

Other concerns that will be addressed throughout this report are the ageing infrastructure and community facilities. The City parks consume one third of the entire municipality and are the social and recreational gathering places for the City's 69,781 residents. The wear and tear of these facilities requires that special attention be paid to their maintenance and plans be prepared for their revitalization. The City's ageing sewer system is another area of concern, in addition to the City roads and sidewalks.

These issues are not uncommon for older urban municipalities. The unique characteristics of the City of Passaic lend themselves to a multitude of planning options. Passaic, with only 3.25 square miles, contains land uses that range the entire spectrum of development potential and uses. For this reason, addressing the scarcity of vacant land requires a targeted approach for consistency with the numerous land use zones. As the Land Use Plan is the basis for any zoning ordinance, development and redevelopment plan, and land use document amendments, there must be a substantial consistency between them and the Land Use Element.

The "community capitals" approach allows us to review the City's resources and assets to analyze how these assets can be invested to create new resources. These investments and creation of new resources become the capital (Flora and Flora, 2008). This document will discuss and analyze natural capital, cultural capital, human capital, social capital, and built capital within the City of Passaic to establish an understanding of the development patterns of the past and the potential for creating new resources for future growth.

2. STATEMENTS OF ASSUMPTIONS, POLICY GOALS, AND OBJECTIVES



The Municipal Land Use Law requires in 40:55D – 28 that the Master Plan include "a statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic, and social development of the municipality are based…"

The following are a list of pertinent assumptions from the 2007 reexamination report with current amendments and are being made part of this Master Plan:

1. That Passaic's population will continue to increase at approximately 1% per year.
2. That Passaic will continue to be a destination for various immigrant communities, particularly immigrants of Mexican and other Latino origins.
3. That manufacturing employment will continue to decline on a national, regional, and city level.
4. That industrial users will continue to prefer a single story facility with high ceilings and loading docks.
5. That current economic conditions will continue without monumental change (significant expansion or recession).
6. That the region's and City's transportation networks do not undergo significant change.
7. That State and Federal regulations, in particular those concerning brownfields, asbestos, and flood zones, remain relatively static.
8. That technology and in particular the internet will continue to grow in importance to the economy.

9. That funding levels of various State and Federal grants will continue to decline.
10. That real estate values and lease rates will continue along recent trend lines or moderate slightly.

This Plan incorporates the intent of the following Reexamination Report's goals and objectives dated June 2007, for those objectives that remained relevant:

1. Pertaining to Recreation

a. To catalogue public recreational facilities within the City.
b. To compare existing facilities to recreational standards and identify inadequacies.
c. To plan for new facilities within existing municipal property.
d. To encourage private and non-profit recreational facilities and programs.

2. Pertaining to Housing and related issues:

a. To rehabilitate where practical or demolish and rebuild all currently vacant dwellings.
b. To encourage private rehabilitation of units.
c. To utilize available public funds to rehabilitate substandard units.
d. To encourage home ownership.
e. To encourage new middle and upper income housing.
f. To use redevelopment powers to demolish substandard housing and construct new housing.
g. To increase the number of housing units to at least match the increase in population.
h. To allow and encourage significantly higher density housing in the immediate area around the train station.

3. Pertaining to Economic Development:

a. To increase the number of jobs within the city so that the number of jobs more closely matches the number of residents employed.
b. To strategically replace or reuse obsolete industrial buildings (i.e. Big Apple West) with other uses.
c. To rehabilitate 663 Main Avenue.
d. To infill all vacant lots in the commercial corridors with in line stores.
e. To rehabilitate 585 Main Avenue.
f. To improve the appearance of the business districts through streetscape improvements, façade improvement, and enforcement of property maintenance standards.
g. To finish redeveloping the 8th Street fire site.

h. To encourage occupancy of upper story commercial space in the C-Commercial district.
i. To aid in industrial relocation by marketing the city, focusing on attracting businesses in growing industries.
j. To continue to upgrade infrastructure to accommodate existing and proposed businesses.
k. To assess areas for large scale commercial redevelopment and be opportunistic if private parties are found to implement larger scale redevelopment plans.
l. To attempt to have government better understand business issues through techniques such as surveys, participation in business events, (i.e. Chamber of Commerce), and public/private partnerships.
m. To assess the feasibility of creating ethnic & culturally based shopping districts that would be a destination point drawing customers from afar.
n. To assess utilizing the Passaic River frontage as an attraction rather than a nuisance

4. Pertaining to Land Use

a. To change and/or alter the zoning around the train station to allow and encourage high-density residential or mixed use development.
b. To work with the property owners regarding the redevelopment of the former St. Mary's Hospital site on Pennington Avenue.
c. To change the requirements of the C-commercial and C-R (commercial/residential) district so that only in line retailing is allowed along the major commercial corridors.
d. To provide for an efficient development approval process.
e. To review standards for houses of worship to ensure such uses do not negatively impact surrounding properties.

5. Other Issues

a. To recognize that significant portions of Passaic's population utilize mass transit (bus and rail) and to seek improvements in the convenience, frequency, safety, speed, and aesthetics of mass transit systems.
b. To upgrade the pedestrian system through the systematic replacement, and where needed, widening of sidewalks.
c. To continue to upgrade the city's sanitary sewer and roadway infrastructure.
d. To work with Passaic County on ways to upgrade the County Roads including the curbs and sidewalks.
e. To realize that with population growth will come additional vehicular traffic and to pro-actively plan for this increased traffic with capacity upgrades at key sites such as Monroe Street and Main Ave.
f. To determine the feasibility of development at the Van Houten Avenue tennis courts through the designation of a similar sized recreation area to the Green Acres Program.

This Plan also includes the following goals and objectives from the City's Five Year Consolidated Plan dated July, 2010:

1. To retain housing and preserve neighborhoods by increasing the supply of standard housing affordable to lower income households;
2. Increase the supply of affordable housing through new construction;
3. Assist interested renters in becoming first-time homebuyers;
4. Help low-income families avoid becoming homeless;
5. Develop a resource inventory regarding existing supportive housing services, to include persons who are not homeless but require supportive housing;
6. Complete a needs assessment regarding supportive housing for residents of the City of Passaic;
7. Improve the safety and livability of neighborhoods;
8. Increase access to quality public facilities and services;
9. Restore and preserve properties of special historic, architectural, or aesthetic value;
10. Conserve energy resources;
11. Expand economic opportunities through job creation and retention;
12. Establish, stabilize and expand businesses and neighborhoods.

2.1 MASTER PLAN RELATIONSHIP WITH OTHER PLANS

It is the intent of this Master Plan to be consistent with the State of New Jersey Development and Redevelopment Plan, the Passaic County Master Plan, and the master plans of contiguous municipalities according to N.J.S.A. 40:55D-28d. In addition, the HUD Five Year Consolidated Plan, and the existing City Redevelopment Plans were reviewed. The table below indicates the findings of these reviews.

Table 2.1 Plans Reviewed In Preparation of City of Passaic Master Plan

Plans Reviewed	Goals Carried Forward into City Master Plan	New Goals Requiring Amendment To Reviewed Plan	Type of Plan Amendment(s)
HUD 5 Year Consolidated Plan	Yes	No	No
NJ State Development & Redevelopment Plan	Yes	No	No
Passaic County Master Plan	Yes	No	No

Transportation/Land Use Element			
Eastside Redevelopment Plan	Yes	Yes	Density, Use
Scattered Site Redevelopment Plan	Yes	Yes	Use
River Road Redevelopment Plan	Yes	Yes	Density, Use
Master Plans of Adjacent Municipalities: Clifton, Rutherford, Garfield, Wallington	N/A	No	No

3. RECREATIONAL USES/OPEN SPACE/NATURAL CAPITAL



The American development patterns have left many communities struggling with ways of rehabilitating their natural resources. The Smart Growth Manual describes these development patterns as,

> *"One of the worst outcomes of sprawl has been the gradual distancing of large scale open space from urbanized areas. Most American cities that did not establish park systems by the early twentieth century now find their residents deprived of the benefits and pleasures of nature. Access to nature is a basic right, especially for those without means to drive. Parks can be justified on an economic basis alone. Studies show that creative-class workers--- those young, educated innovators who can live wherever they please, and whom every city wants to attract---consistently list ready access to nature as a dominant factoring their choice of place to live… Cities that wish to be competitive will establish and maintain a thorough network of parks."*

This makes one of the City's greatest assets the numerous acres of parkland. Of the City's 3.2 square miles, approximately 1.25 square miles has been reserved for open space. These parks have helped Passaic attract younger families and provide many activities for the City's youth. The parks are not only used for recreational activities but also a place for social gatherings and cultural events. This natural capital can be used as the foundation for the growth of other community capitals. The growth of Passaic's cultural and social capital can be obtained partly to the importance of these parks. The Parks are the place where the air is fresh and the landscape is green. At Hughes Lake you can see residents feeding the ducks or fishing. Many runners and walkers frequent this area in the early morning hours and throughout the day as it measures exactly one mile around the lake area. These parks are the venue for most of the resident activities.

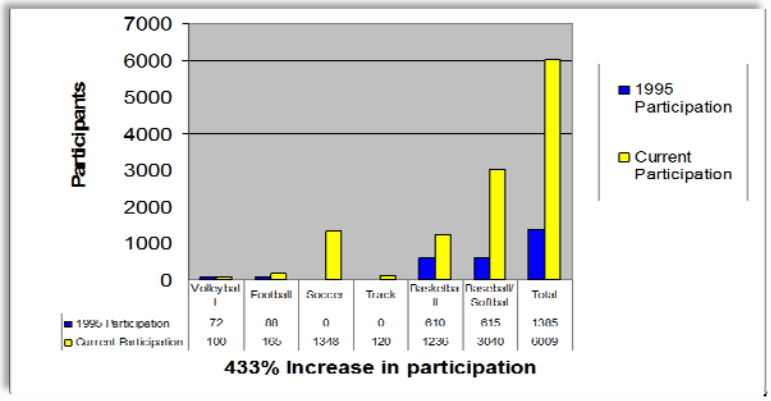
The following is an inventory of the City's parks and the correlating map:

KEY	NAME	LOCATION	BLOCK	LOT	AREA
1	Rt 21 at Monroe St.	Monroe St.	4073	____	
			4057	____	0.27
2	North Pulaski	Monroe St.	1001F	12, 15	
			1011	18	3.03
3	Casimir Pulaski (First Ward)	Fourth St.	1001	17, 25, 27	12.76
				1001A	3
				1001B	6
				1002	18
				1004	1, 19
				1012	2
4	Msgr. Francis Kowalczyk				
	(Dundee Island) Veterans' Ct.		1001A	4	
			1001b	2	6.73
5	Wall St. Pocket	Wall St.	1016	1	0.04
6	Columbia Ave.	Columbia Ave.	4090	42, 43	0.17
7	Armory	Main Ave.	2137	6	2.59
8	Schevchenko	Main Ave.	1233	2	
			1259	2	1.91
9	Col. Johnson	Harrison St.	4063	44	0.79
10	Carney Bragg	Main Ave	---	---	0.04
11	Latona Griffin	Harrison St.	2185	---	0.32
12	Christopher Columbus				

	(Second ward)	Paulison Ave.	2163	17	
			2198	6	8.42
13	Veterans' Memorial				
	(Third ward)	Passaic Ave.	3268	30	55.16
			3281B	11	
			3282	19, 27	
			3283	19	
			3284	19	
			3285	19	
			3285A	1, 37, 75	
			3286	35, 50	
			3298	29, 70	
			3299	1	
			3300	1	
			3303A 12		
			3308	1	_____
				TOTAL	92.23

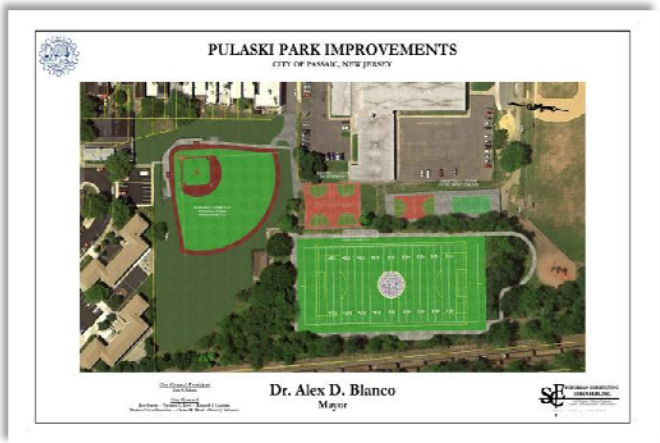
The preservation of most of the City's parkland can be attributed to Robert Dix Benson. He was a successful entrepreneur who became President of the Passaic Board of Education. The City honors his memory with the Street Benson Ave., named after him and located at the entrance to Veteran's Park. It is fitting for the man who was responsible for the parks of Passaic to have a street named after him at the entrance to the City's largest and most popular park. Veteran's Memorial Park is located in the City's third ward and encompasses 55.15 acres of the municipality's 92.23 acres of parkland.

These parks are an amenity which can attract multiple investments from within and outside the community. The significance of these parks cannot be underestimated. The majority of the City's recreational, social, and cultural programs are conducted in the parks. The growth of the municipality's population and increased recreational programming has made it increasingly harder to maintain these large expanses of open space. A comparison between recreational participation offered during the time of the previous Land Use Plan and today reveals a 433% increase. The Parks are also home to over 20 annual events, such as the Halloween "trick or trunk" and the summer concert series. These parks not only provide a place where residents can be challenged athletically, but also creatively, culturally, educationally, and instructionally. By using creative financing and leveraging funds from multiple sources the City can accomplish the objective of rehabilitating this wonderful resource.



A review of the City's park project records revealed that in the past the City was able to perform park rehabilitation projects with a single source of funding. As funding sources became scarce, the City fell into an era where fewer projects were being undertaken and this caused many of the facilities to fall into disrepair. Beginning around 2010, a review of unexpended park grant funds was conducted revealing that many of these funds were in jeopardy of being recaptured from the original source. It appeared that many of the departments charged with the City's parkland were acting independently and addressing their individual concerns.

Today, the focus has been to collaboratively prepare park projects and develop a stronger line of communication between the City's multiple departments. The Pulaski Park renovation is the first project undertaken in this manner. It combined funding from Federal, State, and County agencies to create a project that revitalized a large portion of the park. Not only did it rehabilitate existing facilities, but it also constructed a much needed regulation soccer/football field. At the current stage, plans must be developed to complete that portion of the park before moving into other recreational areas. The true completion of the project would need to include the rehabilitation of the existing basketball courts and the construction of a new concession stand. Currently, plans are being developed to make the completion of this project a reality. The creation of a green infrastructure plan as part of the overall comprehensive plan is recommended. This plan can highlight the areas of concern



and of success within the City's natural assets and catalogue public recreational facilities within the City, as recommended in the Master Plan Reexamination Report. The Reexamination also indicated that comparison of existing facilities to recreational standards should be conducted to identify inadequacies. The City has currently implemented a quarterly inspection of the City's recreational facilities to address this concern. Additionally, a restructuring of the Division of Parks within the Department of Public Works is also advised. This division is charged with the maintenance and upkeep of these amenities. The maintenance of these facilities is the critical component in preserving these vital assets.

As modern food production and distribution becomes ever more complex and globalized, a "buy local" food movement has arisen. This movement argues that locally produced food is not only fresher and better tasting, but it is also better for the environment. Because locally produced food does not travel far to reach your table, the production and transport of the food expend less energy overall. The local food movement has even coined a term "food miles" to denote the distance food has traveled from production to consumption and uses the food miles concept as a major way to determine the environmental impact of a food.

Promoting a "buy local" movement in the City of Passaic is strongly recommended. Economically disadvantaged, racial, and minority populations statistically have environmental challenges that make it difficult to become physically active and obtain a healthy diet. The growth of the urban farm concept and the buy local movement can help the City of Passaic move toward a more equitable arrangement. These movements help in a multitude of ways. They can create a stronger economic base for the local merchants. They can cut the costs of products by reducing the overhead costs of transportation and they give a sense of pride and achievement to the poorer community.

An important aspect of these movements is that they also facilitate the availability of nutrients that may have been lacking within the city. Dana Hordyszynski, the Director of W.I.C., stated that there is only a 50% redemption rate from the checks she gives towards the purchase of fruits and vegetables. The biggest complaint W.I.C. recipients have is they have to travel to Clifton or Paterson. She thinks more clients would purchase more fruits and vegetables if there was a "Farmer's Market" in Passaic. Passaic has started this movement with the creation of its first farmer's market ordinance and has provided fresh produce to it residents at a smaller scale within its senior center. The City should continue reviewing available open space to determine which areas can be utilized for the urban farm, community garden, and farmer's market concepts to be implemented.

Additional environmental challenges can be found with the development of the riverfront. As concerns grow throughout the State for maintaining clean potable water, finding ways to stop its exploitation could be extremely difficult. In the City of Passaic, the Passaic River was the heart of its existence. It was used for transportation, recreation, and it was the fuel of its industrial growth. The many years of exploitation by industries has left it contaminated and it has lost its ability to provide many of the community capitals it once did (Flora & Flora, 2008).

The primary growth of Passaic was during the industrial revolution. Passaic was rich with factories that were established along the Passaic River and Dundee Canal. Many of the most popular and successful factories dealt with contaminants. Some companies of note were: The Okonite Company (insulated and varnished wire), The Pantasote Company (artificial leather), U.S. Rubber Company, and Manhattan Rubber Company. The many years of use has created significant land and water

contamination. Chemicals have leached into the ground, resulting in expensive environmental cleanup costs. Today many of the sites are large empty lots with small remnants of what they once were.

The characteristics of these sites have profound negative impacts on the City such as negative aesthetic impacts on the surrounding environs, increased chance of fire hazard, and negative health effects from the unmitigated environmental issues. It is crucial that the City continues to address the redevelopment and revitalization of these sites. Redevelopment plans have been created via the Local Redevelopment and Housing Law of the State of New Jersey. The City hopes many of these sites can be cleaned and become viable once again. A review of the impacts of these redevelopment plans is discussed later in this document.

The focus of the City on new development should begin in these contaminated areas. The City of Passaic has very little land to develop. Its future rests in its ability to rehabilitate and redevelop these areas. To truly make a plan that would work and create a positive impact for the community's economic viability, one would have to take into account the City's diversity by incorporating into the plan its cultural assets and social strengths.

4. CULTURAL ASSETS



Passaic is a city of immigrants; as such, it has representations of these immigrant cultures throughout the City. Dutch settlers originally populated the City. As time went on, many immigrants began to arrive from Eastern and Western Europe. Southern Blacks started to arrive after World War I. After World War II, Passaic saw its first arrival of Puerto Ricans. Puerto Ricans were the first Hispanic group to settle in Passaic. Since that time many different Hispanic groups have come to Passaic. Today, the City of Passaic is 71% Hispanic, with the largest group originating from Mexico.

The Mexican population has also had a significant impact on the local economy. Three of the largest distributors of Mexican products on the east coast are located in the City of Passaic. The Mexican culture also has a strong presence in the City's commercial area. Many Mexican entrepreneurs have opened businesses ranging from restaurants to nightclubs and retail establishments. The strong Latin American culture has created significant changes to the community.

The parks also reflect the City's rich and diverse cultural history. The Third Ward Memorial Park is home to many different monuments that include representations from the Ukraine, Poland, the Philippines and several others. The park is home to a statue honoring the memory of the Hungarian Freedom Fight of 1956. The Hungarian Americans erected this statue in 1987; many of them were one-time residents of the City.

The parks do allow a venue for the cultural heritage festivals held throughout the year. These festivals, which are sponsored by a multitude of nonprofit organizations, allow interested tourists to get a feel for the cultural heritage of the specific country or tribe. The City is blessed with multiple nonprofit organizations that sponsor the different festivals. There is the Mexican Chamber of Commerce, the Hispanic Chamber of Commerce, the Peruvian Council, and the United Puerto Rican Council to name a few. The festivals they arrange showcase authentic garments, dances, and rituals of their specific culture.

The most significant festivals are for Peruvians, Dominicans, Puerto Ricans, and most of all, Mexican. Many of these festivals contain floats depicting scenes from their homeland and have historical references. These festivals have been embraced by the City and the residents and are welcoming to the visitors as well. These festivals have also helped shape the City's current commercial base.

The City of Passaic has also had a strong religious culture. It leads back to its first denomination, the Protestant Reformed, brought here by the City's original Dutch settlers. There are a multitude of religious denominations that have shaped the culture of Passaic. None is more prominent than the large Jewish community that is found in the third ward of the City. The third ward has been developing throughout the years as a beacon for people of the Jewish faith. There is a cultural infrastructure that attracts adherents from all over the country. There are numerous temples, schools, and commercial facilities catering directly to this portion of the population.

The Christian population of Passaic is also prominent. When each ethnic group settled in Passaic, they established a church affiliated with their nationality. As such Passaic has 12 catholic churches, Polish (St. Joseph, Holy Rosary, St. Peter and Paul), Italian (Mt. Carmel, and St. Anthony), Irish (St Nicholas), German (Holy Trinity), Hungarian (St. Stephens), Slovak (St. Mary's), Ukrainian (St. Nicholas), Ruthenian (St. Michael), Puerto Rican (Our Lady of Fatima) and several Christian orthodox churches (St. Johns and St. Peter and Paul Russian Orthodox Cathedral). Some of these continue to serve primarily their original ethnic group while others have transitioned and are now serving Passaic's growing Hispanic population.



There is no marker more representative of the melting pot of cultures that are within the City of Passaic than the mural painted on School #9, located in the eastside of town. It is entitled "Heroes of Our Hemisphere." It contains images of significant people from all over the world, such as: Diego Rivera, a well-known Mexican painter who painted famous murals in Mexico and the United States, Rigoberta Menchu-Tum, a Nobel Peace Prize winner from Guatemala, James Chaney, a civil rights worker murdered in Mississippi in 1964, Yuri Kochiyama, a Japanese American human rights activist, Craig Kielburg, a Canadian activist for rights of children, Ita Ford, a missionary murdered in El Salvador, and Albizu Campos, a leader in the Puerto Rican independence movement. These are all people that stood for a greater cause and represent many of the different cultures of Passaic.

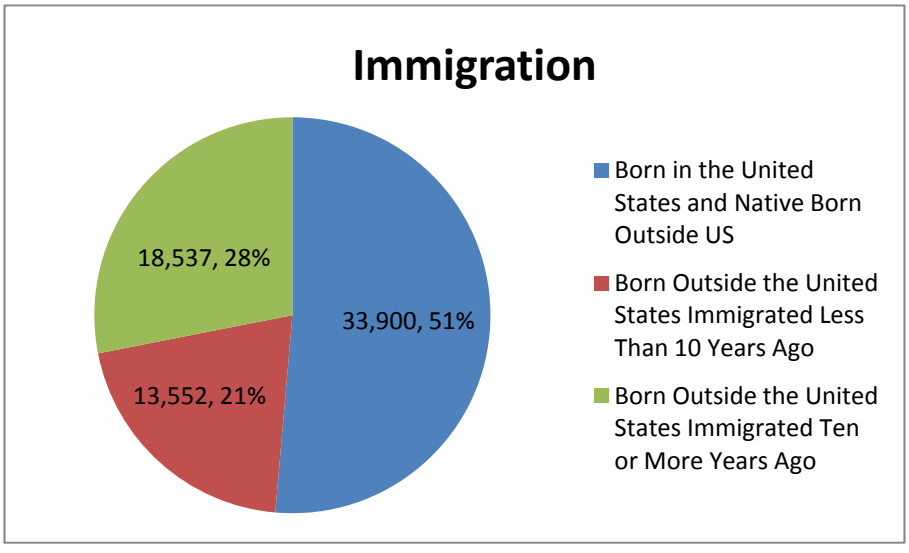
A key component of the City's future growth is social and cultural integration. Finding a way to integrate the multiple cultures to create one community voice is necessary for developing a community identity. Creating a single identity may entice residents to stay within the community and raise the City's human capital.

5. HUMAN CAPITAL



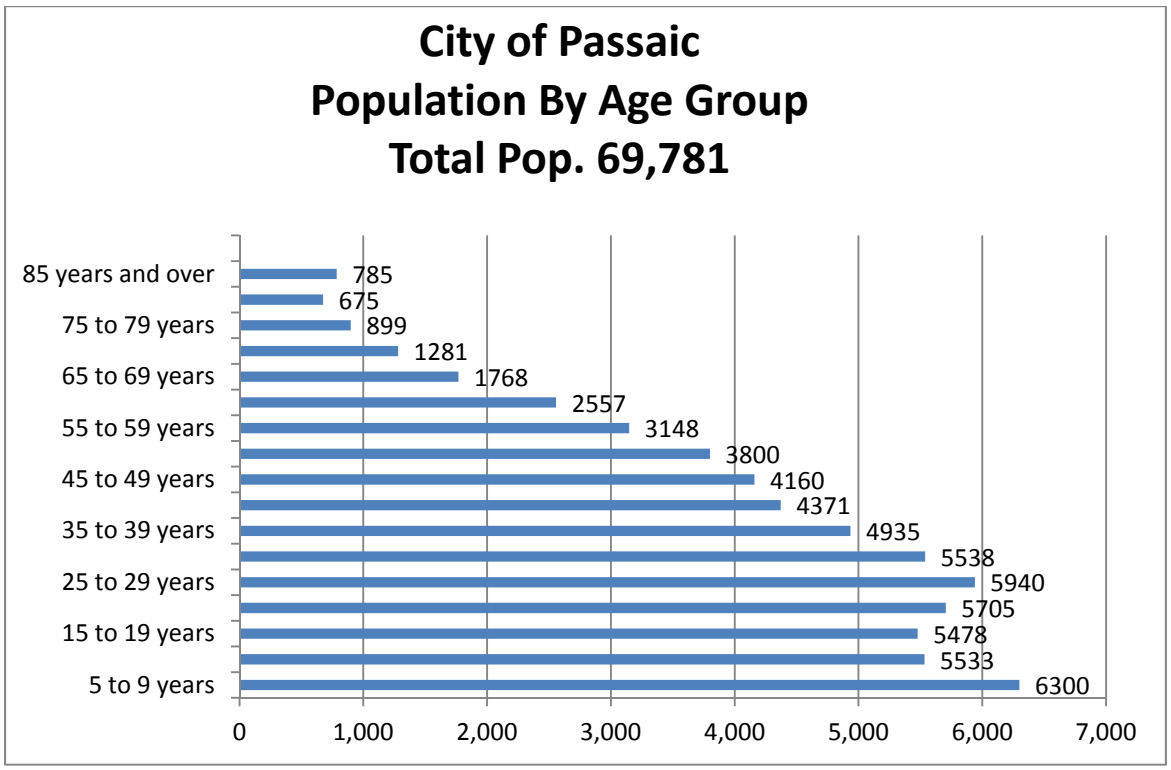
The City's total population is 69,816, with a makeup of 50.2% male and 49.8% female. Approximately 57% of the population is between the ages of 15 and 54 years of age. The largest of the working age groups is 25 to 29, with 8.5 percent, and 20 to 44, with 8.2 percent. 71.7% percent of the population is 16 years of age and over (Census 2010 Demographic Profile data). 60.8% of the City's working age population is in the labor force. Of this labor force, 18.9% worked in a manufacturing field, 17.3% worked in educational services, and health care and social assistance, 11.4% were involved in the retail trades, and 10.7% in a professional, scientific, and management, and administrative and waste management services (Census 2007-2011 American Community Survey). This information becomes important as one develops economic development approaches and a City evaluates their commercial land use patterns.

The Hispanic population has grown and currently makes up 71% of the City's population, 30.3% of which are Mexican. Current census data shows 32,126 residents, or 46% of the City's population, is foreign born. It also shows more than 73.9% of the City's population speaks a language other than English at home. It is clear that Passaic is a city of immigrants, with 46% of the City population, 32,089, having been born outside the United States. Fully one-third, 13,552, of those residents are relatively recent immigrants, having come to the United States after 2000 (Census 2007-2011 American Community Survey).



Over 34.6% of the City's Population is between the ages of 0-19, making child-care and children's education a primary concern. Passaic has a stable, pro-active City Government and school system. They are committed to making all members of the community come together in a cooperative and supportive partnership to educate and encourage each other and the City's youth. Passaic is one of New Jersey's largest Abbott school districts, located approximately 12 miles west of New York City. More than 13,000 students attend Passaic's 14 elementary schools, middle school, and high school. Currently, School 6 has implemented a variety of programs with American Recovery and Reinvestment Act funds. In addition to before-school and after-school programs designed to assist students with skills needed in literacy and math, they are also providing classes for parents in ESL, computers, and citizenship.

The Chart below details the population by age group. With a median age of 29.2, Passaic is a young city. In fact over 25% of the population is under the age of 15.



The City has many organizations that also assist in the development of human capital. These organizations provide information on health issues, job training, and job placement. There are also organizations that help residents with nutrition and mental illness. By using these programs to educate the community, one can entice individuals from within the community to stay and give back, to help them understand the investment the City has made to grow its human capital. These groups and organizations add to the City's social capital.

6. SOCIAL CAPITAL



Social capital, or the capacity to mobilize resources based on the recognition of shared group affiliations, can be a critical component for many of the minority groups. Accumulation of social capital generates economic and noneconomic resources and support that may compensate for social inequality. The cultural enclaves are necessary to provide a system for adaptation in a society where immigrants could use ethnic networks to find jobs. An interesting observation is that some entrepreneurs stay in these locations even when they could assimilate in another location. Social capital can also be an equalizing factor for the market uncertainties experienced by disadvantaged groups. The strength of the social capital can determine the success of the enterprise. Without its presence a would-be business owner can struggle to find enough financial capital to commence the business. This is compounded by the fact that many minority business owners fail to apply for government and non-governmental loans. Among minority entrepreneurs one finds that success is not only measured by economic income, but also by gaining control of the hours worked and being their own boss. The latter plays a significant role in the level of satisfaction. These issues tend to outweigh the economic concerns. It becomes a better quality of life even though they may not be better off economically (Valdez, 2009).

The City of Passaic has numerous social organizations. There are several nationally recognized organizations such as the Mason's, the Police Athletic League (P.A.L.), the Boy Scouts of America, the Rotary, Optimist and Lions Clubs. These organizations are made up of a mix of individuals that are City residents and out-of-towners. Within these organizations there are many examples of social bonding and bridging. A prime example can be found in the Passaic P.A.L.

Its programs bring children and young adults from similar social backgrounds together in athletics and education. This program has helped raise the confidence and discipline levels of many boys and girls in the community. Several of the most dedicated participants have been able to travel the world through the P.A.L boxing program. One great example of P.A.L. bridging social capital is their relationship with Pound 4 Pound, a boxing managerial company, and Bob Aaron's promotional company. These two organizations are established worldwide. Many famous boxers, such as Oscar De La Hoya, have been part

of these organizations. Their involvement is not exclusively with boxing; they help the P.A.L. with funding and assistance in making many of the programs and events work.

Since 1949, The Passaic Optimist Club has supported youth activities in Passaic. This all volunteer effort provides financial support to organizations providing youth services and directly to students through providing scholarships to graduating seniors at Passaic High School.

The City of Passaic also has several nonprofit corporations, governed by volunteer boards, which provide important support to residents. Begun in 1905, the Passaic Boys Club was one of the original 52 clubs nation-wide that began Boys Clubs of America in 1906. Now part of the Boys and Girls Club of Paterson and Passaic, the organization provides services to youth ages 5 through 18. The club partners with corporations, foundations and public sector sources to support activities in character and leadership development, education, career counseling , sports, arts and fitness. The club is located adjacent to Pulaski Park and includes a games room, gymnasium and pool. It operates after-school programs at #1 and # 3 Schools. Over the summer months it operates a day camp program.

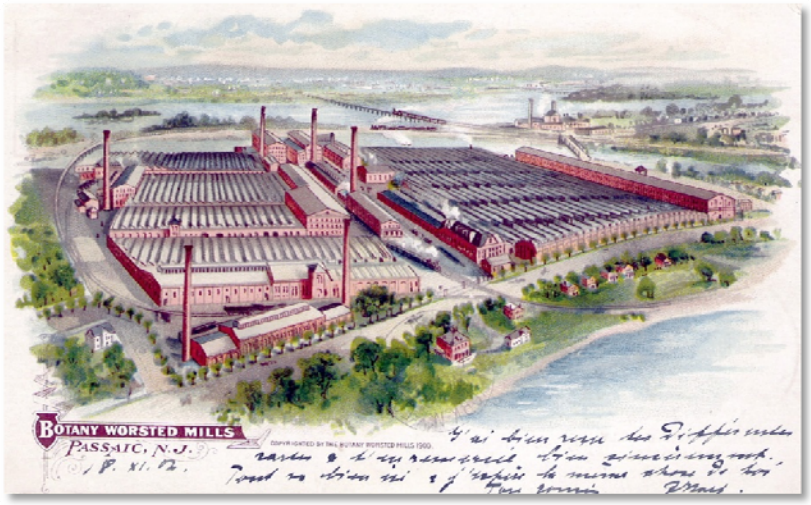
The Hispanic Information Center of Passaic was established in 1972 to identify study and articulate the human service needs of the Hispanic community in the City of Passaic. Today through its different programs, the agency reaches out to the most at risk populations. It contributes to economic and social stability by means of job placement and support to families through crisis intervention. It offers assistance to families, youth, seniors, the disabled, people suffering from addiction and the homeless. Services include: General Social Service & Information, Social Adjustment Job Placement, Emergency Shelter, Food Referral, Advocacy, Translations, Referrals, Youth Counseling, Foster and Parents Program. Services are rendered without regard to race, color or national origin. With the dramatic increase in Hispanic population, the center has become a very important resource to families in Passaic.

Begun in 1981, the United Passaic Organization (UPO) serves as the city's Community Action Program providing services to low and moderate income families. Among the programs operated by UPO are: communities in schools which focus on students in grades k-3, a weatherization program which funds energy efficiency improvements to homes of low income residents; Even Start literacy program, home energy and utility assistance programs, and homelessness assistance.

In 2012, the Mexican State of Puebla and the University Autónama of Puebla created Mi Casa es Puebla in Passaic. Located in a former City Firehouse on Third Street, this effort provides educational support and guidance to Passaic residents of Mexican heritage.

Building social capital is vital in making a community succeed. It is imperative that all segments of the community are included. When all groups feel they have a part in social capital, it allows the community to grow its social infrastructure (Flora & Flora, 2008). There has to be a balance between bonding and bridging social capital. If there is too much outside influence one can alienate the local capital. Conversely, if you alienate the outside resources it becomes difficult to mobilize internal assets. The City of Passaic can create numerous opportunities by working with these resources. Forging a greater bond with these organizations can give the local government the ability to mobilize large segments of the population for a common cause.

7. BUILT CAPITAL



Built capital is the infrastructure that supports other community capitals. This includes roads, sewer, water, factories, schools and other similar structures. The City of Passaic's built capital is one of its greatest strengths. As an old industrial City, one can find a fully developed infrastructure system that can withstand growth. This asset was recognized by the State of New Jersey by their placement of Passaic in a Planning Area 1 within the State Development Redevelopment Plan. The State Plan indicates the following:

Metropolitan Planning Area: PA1

Provide for much of the State's future redevelopment; revitalize cities and towns; promote growth in compact forms; stabilize older suburbs; redesign areas of sprawl; and protect the character of existing stable communities…

Most of these communities are fully developed, or almost fully developed, with little vacant land available for new development. Much of the change in land uses, therefore, will take the form of redevelopment…

The City of Passaic consistently meets these criteria. It is an old industrial city that provides its built capital to all its residents. It has complete water, sewer, gas, electric, and other utility services throughout the City. The current administration is conscious of the importance of providing equal services to all segments of the community.

A significant amount of development occurred in the areas where the City had rehabilitated its infrastructure. The term rehabilitated is used because the City of Passaic is an old industrial municipality that has an extensive amount of older infrastructure. Areas where the City has repaved roads, and especially upgraded the sewer system, have seen the bulk of development.

The City of Passaic has public infrastructure throughout the entire municipality. It is accessible and provided to everyone. The train station is the one area that is not centrally located or accessible by other forms of mass transit. A resident would need to walk from their home or nearest bus stop or drive their

own car to the train station. This is not a major obstacle because the City is only 3.25 square miles and can be easily traversed and because the bus service takes you to the same destinations.

The main funding sources for infrastructure projects are through federal and state grants. These grants are based on an infrastructure priority list. This list is the key to the entire process. The City Engineer, in collaboration with the Community Development Director, and the Director of Public Works, develop it through their assessments and analysis.

Inclusive access is provided through all the city roads, public parks, and other amenities that are available to anyone who wants to use them (Flora &Flora, 2010). Exclusive access is provided through the utility companies and the usage fees they charge. Nonetheless, the City provides access to their entire infrastructure for those who are able and wish to use them.

The presence of infrastructure can be as detrimental as it is positive. The City of Passaic is an old urban municipality that has the built capital necessary to maintain its high population. Unfortunately, many of the utilities are run down and failing to maintain the growing needs of the population. The State of New Jersey realizes that they need to maintain and preserve its natural capital. They have created a State Master Plan that promotes all development to the older urban areas that have an established infrastructure. The availability of this infrastructure gives the City a strong inventory of built capital. It has enticed investors and people to move into the city, thus creating the multicultural influences that have affected its economy.

The elements of built capital include, but are not limited to the following:

7.1. ROADS/SEWERS

The connectivity of a road network is critical in the growth and sustainability of a community. The City of Passaic has a long-standing well-developed road system that is consistent with “smart growth” principles. The design of the road network includes sidewalks throughout the entire system. It is an equitable design, which incorporates pedestrians and automobiles. As the design of roads throughout growing municipalities has been for the purpose of moving automobiles, the City of Passaic continues with its original turn of the century design. The road network is mostly pedestrian friendly and encourages walking traffic, due to the availability of sidewalks throughout the road network. One assumption for the low car ownership rates within the City can be attributed to this sidewalk network. The speed limit in the grand majority of streets within the municipality is 25 miles per hour or below. These reduced speeds are critical to pedestrian safety and in keeping with a walkable street design (Duany, Speck, Lydon, 2010). Another advantage of the City’s road network is the limited number of dead-end streets. With the exception of a handful of dead-end streets, all other streets are connected to main thoroughfares. This is due to the grid design of the City’s road system. The grid design is the most commonly used type of road system of the 20th century in America. It is easily understood and has a clearly observable organizing structure. Residential areas can be approached from multiple directions and it is easy to layout. These advantages, however, don’t outweigh the disadvantages (Anderson, 2000).

Grid designed streets are monotonous and the numerous four-way intersections of this design are typically accident-prone. Dependent on the overall street design, the streets within this system have the potential of becoming a high volume traffic roadway. The City has been able to overcome many of these disadvantages through pedestrian friendly street design. The majority of the City’s roadways offer on-

street parking. This is a traffic calming method because it forces drivers to be watchful of other vehicles parking or entering the street. The parked vehicles also act as a protective buffer for pedestrians. Several of the Avenues and Boulevards are designed with planted medians and on-street parking, which also slows down traffic.

The City's sewer system is one of the most important aspects of the municipality's built capital. Every structure within the City is tied into the sewer network. The sewers are combined with the public water supply system and road network inducing the urban growth the City has incurred. Sewer systems promote higher density designs and are more desirable locations for development. The City's sewer system was designed as a full gravity flow system not requiring the need for pumps and thus attributing to the system's longevity. This asset is another reason for the City's designation as a Planning Area 1 within the "New Jersey State Development and Redevelopment Plan."

Passaic's sanitary sewer collection system consists of approximately sixty-two miles of gravity flow piping. Over ninety percent of the system consists of eight-inch collector piping that is predominantly two-foot sections of vitrified clay pipe sealed with oakum. Oakum consists of loose hemp or jute that is treated with tar or creosote. Over the course of years, much of the oakum has deteriorated, thereby permitting root intrusion and water infiltration. During the past twenty years, as part of street reconstruction projects and emergency sewer repairs, some of this clay pipe was replaced with PVC pipe. However, it is estimated that over eighty percent of the collection network still consists of vitrified clay pipe that is subject to tree root intrusion and ground water infiltration. The aged, impaired capacity of this system is being further taxed now by flows that are multiples of the design criteria used when the system was originally installed. It must be acknowledged that household water consumption and discharge into the sewer system in the early 1900's was a fraction of today's usage. This is a result of improvements in lifestyle and conveniences such as daily showers/baths, dishwashers, laundromats, home washing machines, and various other modern water intensive norms.

The City has been very creative and successful in utilizing Community Development Block Grant (CDBG) funding together with New Jersey Department of Transportation (NJ DOT) funding to upgrade streets and sewers throughout the City of Passaic.

Over the last decade the City of Passaic has made improvements to over 90% of its streets and a significant amount of improvements to its severely aged sewer system. The types of improvements that the city has made have included the total reconstruction or resurfacing of streets and the replacement of deteriorated sewer lines in specific areas. Historically, the majority of road projects consisted of road resurfacing, which includes milling and paving. Sidewalks and sewers were not typically included. The concern with this emphasis is that the aged sewer system is left unattended and many times the freshly resurfaced road would have to be opened to address sewer issues.

Over the past several years the City has seen the importance of addressing the underlying problems and has shifted its focus towards the total reconstruction of city streets as opposed to merely resurfacing. The benefits to total reconstruction is that the City can simultaneously upgrade the sewer system, replace aged and dangerous sidewalks and curbs, and replace deteriorated handicap accessible sidewalk ramps. These repairs have a direct correlation to residents' quality of life by providing safer roads, less wear and tear on their vehicles, and improved sewer service to their homes and residences.

Specific areas are chosen from a list that is created by the Engineering Department after careful evaluation of usage and levels of disrepair. This evaluation is conducted on a citywide basis to ensure that

all sectors within the municipality are addressed. This has led to the allocation of approximately $5.4 million in CDBG funding and hundreds of thousands of dollars in road aide assistance by the New Jersey Department of Transportation (NJ DOT).

A current investigation by the City Engineer revealed a list of twenty-two sanitary sewer manholes and sanitary sewer pipes in various degrees of disrepair and deterioration. These conditions are understandable in an old, formerly industrial, turn of the century town such as Passaic. In addition, this investigation revealed a priority list of approximately ten streets needing total reconstruction.

Today, and in the future, the City should continue with its focus on the necessary street and sewer repairs. In addition, through the Office of the City Engineer, it should develop a priority list of sanitary sewer lines to be replaced, sanitary sewer manholes in need of repair and city streets to be resurfaced. The City should continue to implement pedestrian friendly designs in the reconstruction of its streets. It is also recommended that a road circulation plan be created to supplement the recommendations of this section.

For the ageing sewer system, as a minimum pro-active action, it is strongly recommended that the City of Passaic require all applicants for development of properties that result in high effluent discharge to provide an impacted capacity analysis for the sanitary collection system to the point where it connects to uncompromised collector piping. This analysis would be reviewed for approval by the City Engineer prior to consideration and approval by the Planning Board or the Board of Adjustment. Residences that contain upwards of 6 units having multiple bedrooms, restaurants, and other high water usage commercial or industrial properties should be considered as high effluent dischargers. Approval should be granted if there is sufficient capacity in the system. If not, then approval should be granted only if the developer makes the necessary off-site improvements to the sewer collection system based upon their impact. This can be accomplished with the creation and implementation of developer impact fees.

With a cooperative effort between the City Administration, Office of Community Development, Department of Public Works and the NJ Department of Transportation, the City can develop a long-term solution to its infrastructure.

7.2 PARKING

Parking is a critical component to any established and growing municipality. Parking shortages can be seen as a detriment and a burden. This occurs because of the overwhelming mind set of suburban level parking requirements over the urban environment. This way of thinking promotes more parking to address the problem and this mind set fails to acknowledge the different parking needs of mixed-use areas. Only two of the City's fourteen zones can be considered as part of a suburban context. The R-1 single family residential and the R-2 one and two family residential zones are consistent with suburban level parking requirements. In addressing this need, land development boards within the City should recognize that parking spaces per dwelling unit calculations create a situation, which discourages walking. The less walkable the neighborhood, the greater the need for parking.

In the case of Passaic's mixed-use and commercial zones, a parking problem could be viewed as a positive attribute. A thriving municipality can be measured by the parking need. This can translate into more people within the business districts shopping and utilizing the municipal parking areas. The "Smart Growth Manual" states the following:

"An emergent tourist or day-tripper parking problem is a symptom of success and should not be the catalyst for more parking"

In the City of Passaic, parking has historically been added to solve the parking problem. Stringent parking requirements for developers has led to a greater dependency on the automobile and created a greater stress on the number of parking spaces.

In 2006 under Ordinance #1669-05, the City of Passaic Parking Authority was ordained. The Authority is tasked with evaluating the parking needs of the City. Through the issuance of a bond, the Parking Authority was able to purchase seven metered parcels of land from the City and through a shared service agreement, granted permission to manage all City owned parking areas. This has allowed the City to streamline the management of its parking areas with greater efficiency. Review of the management practices of prior years revealed that separate departments controlled the City's parking management: Public Works for maintenance and meter repairs, Finance for revenue, and the Traffic Division of the Police Department for ticketing and meter collections. Today, under the Shared Services Agreement, the structure has changed so that there is greater control over the advancement of parking within the business district and the community.

The Parking Authority was able to secure Urban Enterprise Zone funds to resurface and stripe the lots. It also received a grant from the State of New Jersey Administration Office of the Courts to install a Parking Authority Ticketing System (PATS), which is currently used by the Parking Enforcement Officers and greatly improves the municipal court system process. "Pay Station" type meters were purchased for the seven (7) Main Avenue parking lots, to improve the efficiency of our Parking Meter System. These lots are located in the heart of the central business district and the addition of the pay stations has increased revenues to the existing 382 parking spaces within these locations by approximately 50%. This increase can be attributed to the Pay Stations not allowing for carry over time per space, thereby producing an increased revenue stream for the Authority.

The meter infrastructure that was in place prior to the formation of the Authority was antiquated and obsolete. Today, the majority of the existing 840 metered on-street parking spaces are equipped with meter clocks that are digital with no moving parts and are battery operated. Wherever possible, on street parking spaces should incorporate these digital meters and specifically multi-space pay stations. Multi-space pay stations allow for a greater number of parking spaces at a significantly lower cost. The following areas should be the primary targets for the upgrades:

- Third Street and Monroe Street Business Area
- Above Monroe Street on Main Avenue at various shopping locations
- Above Main Avenue on Monroe Street to Tulip Street
- Portions of Myrtle Avenue between Madison Street and Oak Street
- Main Avenue and Westervelt Avenue adjacent to the business locations
- Passaic Street from Market Street to Wall Street
- Parts of Hope Avenue with the largest concentration of businesses
- Paulison Avenue and Howe Avenue Business Area
- Broadway and Liberty Street Business Area
- Main Avenue and Lafayette Avenue Business Area

Metered parking areas surrounding the schools and City employee parking lots should also be analyzed for expansion. A permit parking program can be another alternative for these areas. It is extremely important that there be a reasonable charge for the use of all the spaces listed above. One of the issues with free parking is that individuals won't realize its true value and the spaces then tend to get overused, thus creating shortages. The Passaic Parking Authority should accurately monitor space valuation to ensure spaces are available. An analysis of the downtown business district meter count revealed a 10% vacancy rate, which is consistent with industry standards.

The following items are proposed for consideration:

7.2.A PARKING R-1 SINGLE FAMILY RESIDENTIAL

This zone can be characterized as a suburban style area with the largest building lot requirements per unit. The grand majority of the homes contain driveways that accommodate the parking needs of the area. This allows the on-street parking spaces to be used for complimentary uses at different times. This is significant within this particular zone of the City because it is where the only train station is housed, making this area a strong candidate for commuter meter or permit parking. The on-street parking adjacent to the Train Station from Passaic Avenue, Lackawanna Avenue and an area inside the Veteran's Memorial Park is currently being used by commuters at no cost. A simple analysis was conducted by the Passaic Police Department indicating more than 60% percent of the vehicles parked along Passaic Avenue were registered to out-of-town commuters. The difficulty of implementing a fee for this area is the impact it may have on the residents who live in and around the Train Station. This must be analyzed very carefully as to not negatively impact those residents. One of the tools available is the implementation of residential parking permits. Although a contentious issue, it can be a viable option.

The most apparent solution to the commuter parking issue is limiting the parking hours within the residential zone during specific times. Limiting the parking within the residential zone is a method that has been used successfully by surrounding municipalities. It is recommended that this solution be analyzed and a parking strategy for the area be formed as soon as possible.

7.2.B PARKING R-2 ONE AND TWO FAMILY RESIDENTIAL

This zone can be characterized as a transitional zone from a suburban to an urban design and is the smallest residential zone in the City. The per unit lot size requirements are less stringent, allowing for greater densities within the zone. Many of the lots, however, contain on-site parking areas and driveways to accommodate the parking need of the specific lot. After an analysis of this zone was conducted, one main concern arose. In this area there is limited permission to on-site parking areas granted to tenants. This is most commonly found with the two family homes. Many homeowners restrict parking access to their tenants, resulting in overcrowding the on-street parking. This gives one the impression that there is an exacerbating parking shortage where a low to moderate one exists. There is no perfect solution for this issue, but one has to believe that the rental market has a way of working itself out.

7.2.C PARKING R-3 MULTI-FAMILY RESIDENTIAL, C-R COMMERCIAL/RESIDENTIAL, C-R HD COMMERCIAL/RESIDENTIAL HIGH DENSITY, AND O-R OFFICE RESIDENTIAL

These zones encompass the greater part of the municipality. They can be attributed with giving the City of Passaic its urban identity. They are the most diverse in terms of uses and contain the majority of the population and are the City's mixed-use neighborhoods. The mixed-use nature of these areas is an important distinction to be taken into consideration when discussing parking requirements. These types of neighborhoods typically require less parking than single-use areas. This is especially true in a city such as Passaic. The advent of the sidewalk system and the availability of public transportation allow some residents to live without an automobile. This is reflected in the 0.45 vehicles per household percentage within the City's renter occupied housing units.

It is recommended that an analysis of the parking requirements for these areas be undertaken and that the parking requirements be lowered from its current suburban parking ratio requirements. These areas are clearly inconsistent with a suburban neighborhood and should not be held to the same standard. In addressing parking concerns in these areas, one must look towards the development standards along with road and sidewalk design. Highlighting the areas public transportation system with aesthetically pleasing sidewalks and clearly posted safe bus stops will encourage the use of this community asset.

7.2.D PARKING C COMMERCIAL

This area is the City's downtown business district. This area is where 5 of the 7 City of Passaic Parking Authority owned metered lots are located. There are five lots, each approximately 54' in width, spanning the length of Main Avenue from Monroe Street to Prospect Street. There are two lanes of one-way traffic on either side of these lots. The center location of these parcels was due to the removal of the Main Train line, which ran through the center of Main Avenue. This created a significant number of parking spaces in the area but left a pedestrian unfriendly design. Pedestrians are required to cross 150' of roadway to get to the business establishments on the other side of Main Avenue.

A redesign of the parking layout for Main Avenue is recommended. Removal of the center parking areas and the creation of head-in angled parking spaces along the sidewalk would bring the consumer to the storefronts and create a greater pedestrian appeal. This change coupled with a sidewalk width expansion in the area would allow the City to take full advantage of its dining "al fresco" and sidewalk sale ordinances.

It must be noted that on-site parking requirements can be detrimental to the vitality of commercial centers. When individuals can park on-site and enter buildings directly, sidewalks will not be used and it discourages consumers from visiting nearby shops. In general, parking standards and design should be developed to encourage pedestrian traffic.

7.3 SCHOOLS

Built Capital can be defined as the supporting foundation that facilitates human activity. There is an assumption that resident's lives will improve once new facilities are in place. One of the most important components in this assumption is the school system. The school system can improve a city's social and human capitals or detract from it.

In the City of Passaic, the school district is comprised of fourteen elementary schools, one middle school and one high school. The fourteen elementary schools are distributed throughout the entire municipality, providing easy access to all its residents. The middle school and high school are centrally located; most students are within a 1 to 1.5 mile radius. There is minimal need for school buses; many students walk to school. The Passaic School District's stated mission is to work in partnership with the community, and to create a welcoming and supportive multi-cultural educational environment for students.

The District not only looks to make improvements in education and learning inside the classroom but, understanding the high demands of their facilities, has taken the initiative to develop a Long-Range Facilities Plan. As part of the plan, the district submitted the following to the New Jersey Department of Education for its approval:

- District-Wide – Toilet Facility Rehabilitation
- High School – Greenhouse Rehabilitation
- School No. 11 – Chimney Reconfiguration
- Stadium – Rehabilitation Phase II
- Schools 1,3,6,7,8,9,11 – Multi-Purpose Room Renovations
- Middle School – Multi-Purpose Renovations
- High School – Multi-Purpose Room Renovation
- Schools 1,3,6,7 – Façade and entryway upgrades
- Schools 1& 10 – Installation of Playground/Recreational area.
- District-Wide Installation of LED Message Boards.

In addition, the School District has planned the following new initiatives, some of which are in various stages of construction.

- New Stadium- $5,400.000
- Grandstand- $500,000
- Playground Renovations- $250,000
- Career and College Readiness- $906,300
- Gifted and Talented $700,000- (start-up expenses)
- Community School- $200,000
- ROTC Academy- $1,000.000
- Summer Music- $188,500
- Athletics (Middle School)- $100,000
- Laptops for Students- $3,600,000
- Ipads- $90,000
- Academic Audit- $250,000

For schools to be an integral part of the growth of the City's built capital, they have to provide opportunities for all the segments of the population. The Passaic Public School System has incorporated this ideal with the addition of a "community schools" component. Several schools are designated as a community school and they are intended to increase parent participation. The following is the stated goal for a community school:

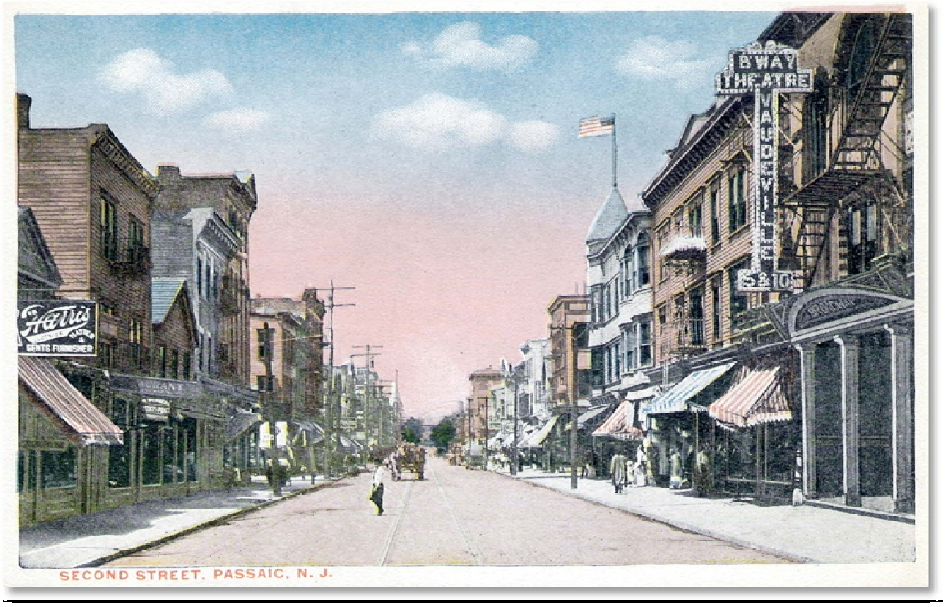
The goal of the Passaic Community School is to increase parent involvement in our schools and to empower parents to raise children who are successful in school and in life. Effective involvement occurs when parents have access to information and resources to ease any barriers to success (i.e. unemployment, or access to healthy foods and nutrition education, etc…)

The idea is to provide programs that can help parents become more successful and in turn raise children that are successful. These programs range from improving reading and writing skills and computer literacy to how to eat healthy and be a better parent. The library class that is provided exposes parents to the books that their children should read at home and during the summer. Classes are also held in both English and Spanish to reach a greater audience.

This program also provides a class that is setup to help prepare parents to find a job. Parents will learn how to look for a job, fill out applications, learn how to survive the interview process, and learn about work ethic. They invite employers to the class to inform parents of job availabilities in the surrounding communities. The employers will notify parents about what they look for and expect from their prospective hires. A parent who is gainfully employed can provide a more stable environment for their children and be a more involved member of society. The Passaic Board of Education, the School Administrators, Staff, and Students, and the community-at-large, are all stakeholders in making long overdue improvements throughout the district both inside and outside of the classrooms.

The type of career training that is offered to the City's youth is also a critical component of a city's future. Thirty-five percent (35%) of the City's 18 and older population is without a high school diploma, with only 14.8% of those 25 and older receiving a bachelor's degree or higher. These numbers indicate a need for promoting the technical trades and apprenticeship programs for the City's youth and young adults. It is recommended that the City of Passaic investigate the possibility of a public/private partnership between the City, School Board, and private technical trade companies to forward this goal.

8. EXISTING LAND USE



8.1 EXISTING LAND USE MAP

A review of the City's existing land use map was conducted to verify consistency with current uses to which each parcel of land is devoted. This process revealed no significant changes in uses. The City of Passaic is a completely developed community. There are very few vacant parcels, making redevelopment a primary concern. A vacant parcel analysis and redevelopment strategies are discussed later in this plan.

The existing land use map reveals the following facts of current uses:

1. The most notable fact is that there are many areas within the municipality that contain mixed residential/commercial uses. This is extremely important when preparing a strategy for the City's future development. A mixed use and mixed income approach is the most viable strategy when dealing with a fully developed urban environment. Higher density, mixed uses help with the conservation of land and provide a captive clientele for economic security. Mixed income developments integrate multiple demographics and allow for the dissolution of concentrated poverty. The concentration of poverty has been proven to be a detrimental development pattern that has served to alienate segments of the population.
2. The map shows how the City's parks network has a seamless integration into the residential neighborhoods. The proximity to these homes makes them an integral part of the community's daily life. They would be at the center of any quality of life initiatives.
3. There are also several locations where there are pockets of industrial uses within residential neighborhoods. These locations have limited access to major thoroughfares and require larger commercial vehicles to traverse the city streets that were not designed for this type of usage.
4. There are several minor changes required, including the identification of new public educational facilities and the removal of vacant land designations from the parcels that have been developed.

This map can be very useful to land development boards in their deliberation of development applications. The map's color scheme depicts residential properties, one-family through multi-family, in yellows and oranges. Rooming houses are shown in brown. The color scheme is completed with commercial/office in red, mixed uses in purple, industrial in grey, public in light green with properties containing an "H" representing public housing properties, and green for semi-public uses. Those properties containing a "V" delineate properties that were vacant at the time the map was prepared. Since there are no significant changes to the City's land uses, only the following minor recommendations are made:

1. The vacant land designations are amended to reflect the current vacant land analysis
2. The public housing parcels receive their own color for better clarity
3. The public schools receive their own color to differentiate Board of Education properties from City-owned parcels.
4. The color green to be used exclusively for open space/parkland
5. Lastly, amend the title block to include the date of completion for reference.

8.2 DESCRIPTION OF EXISTING LAND USE ZONES

The City of Passaic has designated the following fifteen (15) different zoning districts:

1. R-1- Single-family residential
2. R-2- Single-family and two-family residential
3. R-1A- Single-family, garden apartment dwelling groups, and townhouse dwelling groups
4. R-3- Multi-family Residential, which includes single family, two-family, multi-family, garden apartment dwelling groups, and townhouse dwelling groups, and townhouses
5. PD-1 Chestnut Street Urban Renewal Area, which includes garden apartments, townhouses, multipurpose rooms for residents, recreation facilities, off-street parking and houses of worship
6. PD-2 Eastside Area, which includes all uses permitted in the R-3 and C-R Zones, excluding storefront conversions, nursing homes, clubs, used car sales, advertising signs, rooftop business signs and bowling alleys
7. PD-3 Broadway - Van Houten Area, which includes all uses permitted in the R-3, C-R, and M-1 Zones, excluding storage warehouses, storage yards, storefront conversions, nursing homes, clubs, used car sales, advertising signs and rooftop business signs, bowling alleys, gas stations, auto and truck rental, car washes, repair garages, truck terminals and transfer stations and kennels
8. PD-4 Eighth Street, which includes townhouse dwelling groups, multifamily condominium buildings not to exceed four stories (maximum height, 50 feet), including parking, retail and service establishments, banks, outdoor recreation facilities, off-street parking facilities for uses within the PD area, parking garages for uses within the PD area
9. O-R- Office/Residential, which includes all the uses permitted in the R-3, mixed office residential structures, business, professional and governmental offices, and banks
10. O-R1A- Office/Residential, which includes all the uses permitted in the R-1A, mixed office residential structures, business, professional and governmental offices, and banks

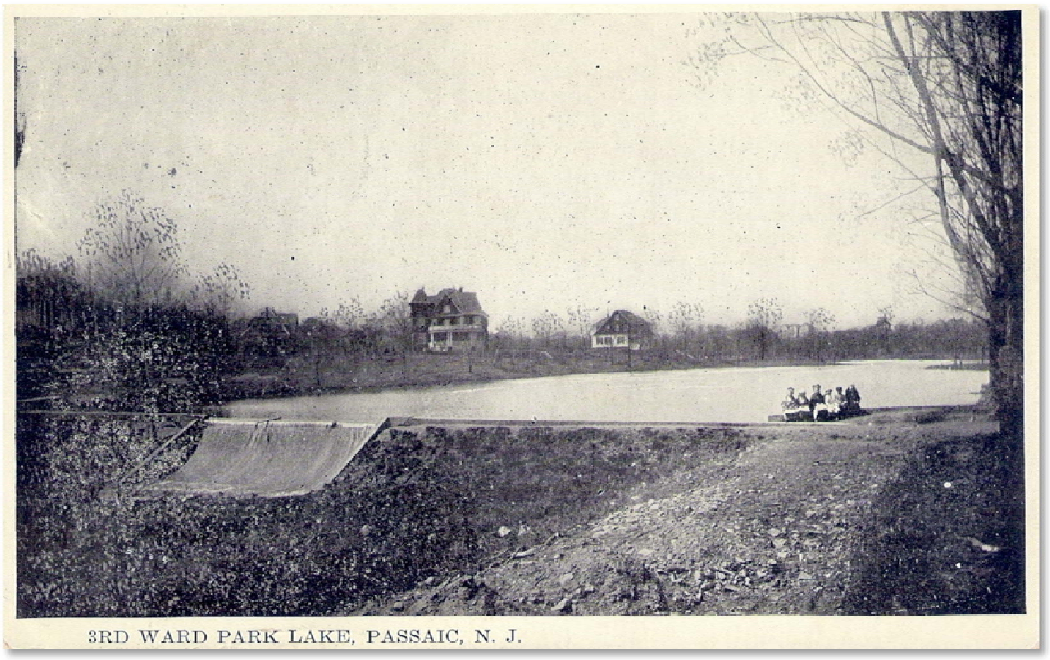
11. C-R- Commercial/Residential, which includes all R-3 uses, retail and service establishments, banks, business, professional and governmental offices, eating and drinking establishments, parking garages, studios galleries and museums, mixed commercial/residential structures, places of public assembly, and parking lots
12. C-R HD- Mixed Commercial/Residential Higher Density, which includes all R-3 uses, all C uses, and mixed commercial/residential structures
13. C- Commercial, which includes retail and service establishments, banks, business professional and governmental offices, eating and drinking establishments, undertaking establishments, theaters, printing and publishing establishments, places of public assembly, parking lots and parking garages, studios, galleries and museums
14. M-1- Light Industrial, which includes all C uses, offices and research laboratories, light manufacturing, light processing, assembly or wholesale uses, storage warehouses and storage yards, but not including junk yards, factory retail outlets
15. M-2- General Industrial, which includes all M-1 uses, any process of manufacturing assembly, alteration, conversion or treatment, but not including junkyards.

The division of zones in this manner is commonly referred to as "Euclidean Zoning." This term was coined after the case Village of Euclid v. Amber Realty, 272 U.S. 365 (1926). This case established zoning as a valid exercise of police power by local government. It also was centered in the separation of uses and is the most widely used format for zoning ordinances throughout the State of New Jersey. This conventional zoning concentrates on the land uses within a specific district. The zoning map is used to indicate areas that are generally alike because of the common land use, similar to the City's current zoning regulations.

An alternative to this conventional zoning method would be to integrate a form- based code. Form-based zoning concentrates on the built environment and is not as concerned with the segregation of uses. A form-based zoning map would focus more on street types or an existing building form. For example, a conventional code will designate a residential without accounting for the different residential land uses within the zone. A form-based plan may group homes that have similar characteristics, such as how they are situated in a particular lot or the building shape. It also pays greater attention to public spaces and streetscapes, which are typically ignored in a conventional zoning plan.

The current development patterns within the City of Passaic can benefit from integrating some sort of form based codes. This is especially true when the goal is to integrate multiple types of uses within areas without losing its overall appeal and design. The form-based code can help to maintain neighborhood character by regulating elements of building facades and how those buildings will interact with the public street. It allows for a quicker review process because most of the work is done by the code, thus saving governmental resources. An analysis should be conducted to evaluate the feasibility of a form-based code within the City of Passaic and to highlight specific areas that may benefit from this type of approach.

9. VACANT LAND ANALYSIS



In the preparation for a Land Use Element of a fully developed urban city such as Passaic, it is necessary to conduct a vacant land analysis. Due to the limited amount of developable areas within the City, the decisions that are made with regard to vacant land become increasingly more important. These sites need to be reviewed with the overall character of the zone to guide decisions that will provide the greatest benefit to the City.

A similar data collection methodology as the 1995 plan was used in obtaining the tax records. Field surveys were also conducted to assure consistency with the information retrieved from the Tax Assessor. This analysis differs from the previous plan in that the parcel sizes in this analysis were considered developable. Since the last Land Use Element was created, Planning and Zoning Board approvals for one and two family homes on 25X100 lots increased significantly, specifically in the R-3 multifamily zone. Therefore, this analysis was based on lots that are 2,500 square feet or larger.

This analysis discusses 38 vacant lots scattered throughout the City. They range in size from 25X100 up to 100X250. The much larger parcels that are not listed in this section are discussed in detail in the Redevelopment chapter of this document.

BLOCK	LOT	ADDRESS	LOT SIZE	ZONE
2172	35	48-52 MARTHA PL	58X115	R-3
2172	40	45 MARTHA PL	25X100	R-3

2172	63	277 OAK ST	40X160	
2172.A	31	31 LUCILLE PL	37.5X100	R-3
2172.A	33	396 MONROE ST	25X100	C-R
2172.A	68	295 OAK ST	40X160	
2173	21	258 OAK ST	40X100	
2173	22	260 OAK ST	35X160	
2152	14	95 GROVE ST.	24X114	
4055	5	70 DAYTON AVE	24X100	
1003	15	112 THIRD STREET	25X100	R-3
1045	26	133 THIRD STREET	25X100	R-3
1045	28	131 THIRD STREET	25X100	R-3
1034	27	4 THIRD STREET	25X100	R-3
1034	29	2 THIRD STREET	25X100	R-3
1034	25	6 THIRD STREET	25X100	R-3

1044	20	107 THIRD STREET	25X100	R-3
1009	8	240 FOURTH STREET	25X201	R-3
1042	30	65 MARKET STREET	25X100	C-R HD
1041	31	64 MARKET STREET	25X100	C-R HD
1046	30	127 MARKET STREET	25X100	C-R HD
1019.A	2	60 PASSAIC STREET	25X100	R-3
1079	41	247-249 PASSAIC STREET	48X150	
1086	29	86-88 WASHINGTON PLACE	50X130	M-2
1076	35	8 HOPE AVENUE	25X106	ESRDA
1322	30	243 PARK AVENUE	25X103	R-1
1321.A	11	167 MARIETTA AVENUE		R-2

2175.A	79	8 BOWES PLACE	25X100	R-3
2175.C	8	9 STEYN PLACE	25X100	R-3
2175.C	17	555 MCKINLEY	25X100	R-3
2195.C	13	70 HAMMOND AVENUE	25X100	R-3
2195	25	68 KRUGAR PLACE		R-3
3242	15	80-82 LINDEN STREET	50X100	R-3
3246	1.A	137 LINDEN STREET	23X100	R-3
3272.B	1.A	2-18 DELAWARE AVENUE	255X100	M-2, PD3
3274.A	5	47 LIBERTY STREET	100X105	
3273	25	434 VAN HOUTEN AVENUE	25X113	M-2, PD3
3304	20	118 ELMWOOD AVENUE		R-1

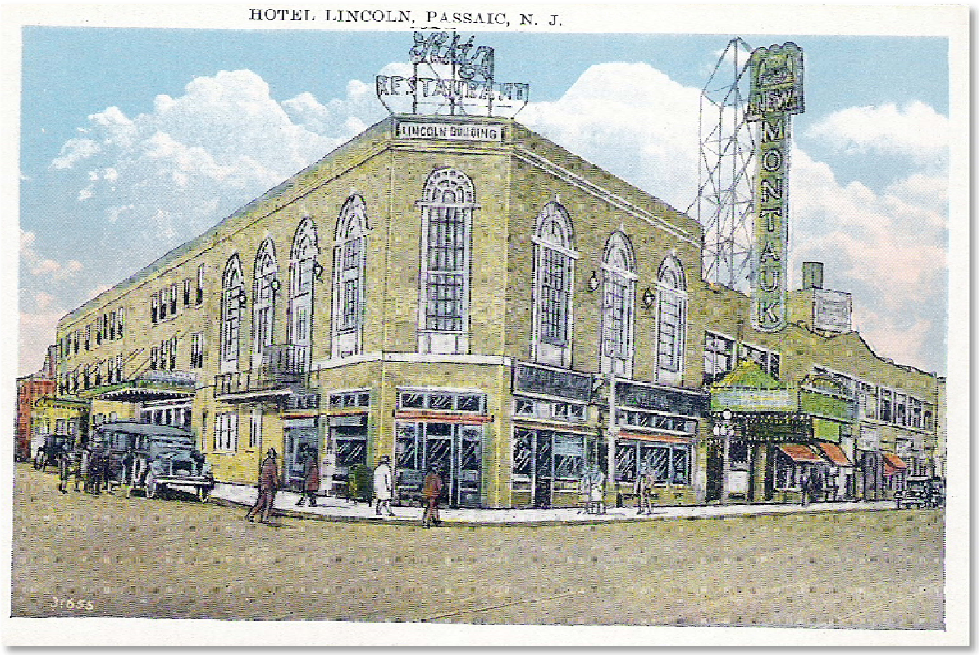
3257	52	27 ORCHARD STREET		R-1A
3230	1	167 PASSAIC AVENUE		
3232	1	95 HIGH STREET		
4067	10	84-86 HOPE AVENUE		R-3
4090	11	35 VREELAND AVENUE		R-3

In comparison to the last vacant land analysis, the current list of developable parcels decreased significantly. This can be attributed to the housing market boom of the early 2000's, where the City experienced a surge of two family developments in many of the smaller lots. It also saw the subdivision of several 50X100 lots into two 25X100 lots each with one or two family developments.

Currently, the remaining parcels have already been designated for redevelopment or are scatted small sites that can accommodate a one or two family home. Many of these areas will be discussed throughout the remaining chapters of this report.

It is recommended that the majority of the sites listed above be designated as areas in need of rehabilitation and incorporated in the City's Scattered Site Redevelopment Plan. This would allow the municipality to provide a greater development potential for these specific sites without affecting the overall land use regulations for the zones.

10. RECENT DEVELOPMENT PATTERNS



The City of Passaic had a moderate level of growth from 1995 to today. This section will review and discuss the development trends during this period. There will be a general table indicating the fluctuation in land use between five major categories. The categories have been divided into residential developments of four families or less, commercial uses, industrial uses, apartments (residential five families or more), and vacant land. There will also be a development approval analysis beginning in 2001. The table 10.1.1 compares the fluctuation of the number of parcels and their relation to the percentage of the City's tax base between 1995 and 2013. It is important to note that the City's last tax reevaluation was conducted in 1992 and implemented around 1995. This gives the data a greater degree of accuracy.

Table 10.1.1 City of Passaic Land Use/Parcel Analysis

	1995		2013		Change
Land Use	Parcels	Percent	Parcels	Percent	Parcels
Residential (4 families or less)	6107	74.7	6294	76.7	187
Commercial	1262	15.44	1140	13.89	-122
Industrial	131	1.6	116	1.41	-15
Apartment (5 families or more)	391	4.78	404	4.92	13

Vacant Land	285	3.48	250	3.08	-35
Total Parcels	8176	100	8204	100	28

Data retrieved from City tax records

This analysis reveals a decline in vacant land, industrial uses, and commercial uses. It must be noted that the percentage of vacant land can be misleading. In the calculation of vacant land, the Tax Assessor must take into account all approved condominium and townhouse units individually. As an example, the 36 units currently being constructed at 435 Van Houten Avenue would be counted as vacant parcels until the units have been completed. This would inflate the vacant land calculation by 36 units, which is not actually the case. Even with the inflated calculation, the number of vacant land parcels has declined. The table also indicates 76.7% of the City's taxable properties are four units or less. It is quite clear that these residential parcels are the backbone of the City's tax base. The decline of commercial and industrial parcels has added to this category. Future development planning should include a multitude of uses to alleviate some of the burden from these residential uses.

The decline in industrial parcels has been a common occurrence for many of the older urban municipalities. The land values in these municipalities cannot compete with rural areas that can offer large expanses of land at a lesser cost. The international competition has also led many of these industrial facilities to move overseas or to close. In the City of Passaic, the focus should be to maintain the thriving wholesale distribution centers concentrated on the City's eastside and evaluate the possible redevelopment for the underutilized multi-story industrial buildings.

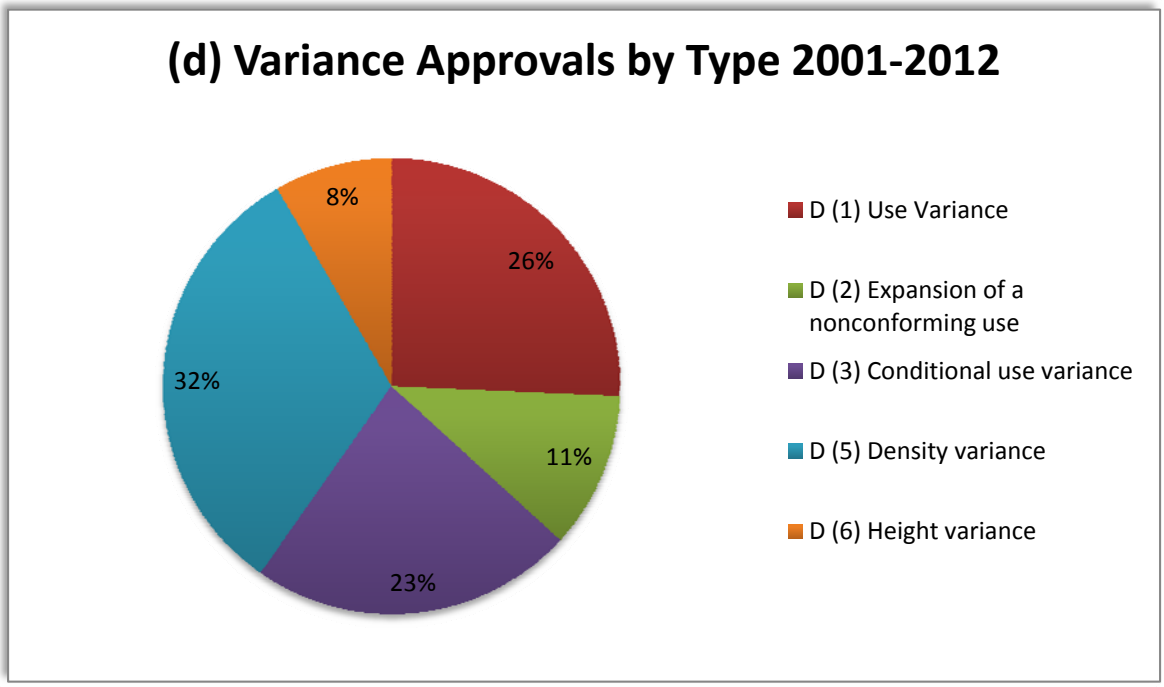
The decline in commercial uses can be attributed to the economic malaise of the past several years and the focus by developers in the City of Passaic on residential properties during the housing market boom. It must also be noted that obtaining financing for commercial ventures has been increasingly more difficult in recent years. The newly reinstated small business loan program created through the City of Passaic Enterprise Zone Development Corporation is a tool that the City can use to increase commercial development or at minimum retain existing commercial uses. Promoting mixed-use developments through City redevelopment plans and zoning regulations is another tool that can assist in the creation of new commercial establishments while providing the residential consumer for the business's sustainability.

The City of Passaic saw a moderate increase in residential development during the height of the housing market. The residential growth totaled 200 residential parcels over an eighteen-year period. This equates to 11 new residential developments per year, 93% of which were four units or less. An analysis of the annual zoning board report beginning in 2002 revealed that 18.1% of all approvals granted by the land use boards was for two family homes. Out of the 46 approved two family homes, the grand majority were on lots of 25x100. This is an important distinction to make when discussing development potential and future residential densities within the City, specifically when analyzing vacant parcels and a scattered site redevelopment plan.

City records indicate that 62% of the 231 approvals granted by the City of Passaic contained a (d) variance as described in the New Jersey Municipal Land Use Law. It is important to look at where and which types of (d) variances were granted to analyze the consistency of the City's current zoning ordinance with actual development approvals. The greatest percentage of approvals came from (d) 5

density variances. This occurs when an applicant is requesting an approval for more units than is permitted by the zoning ordinance. This would leave one to believe that the areas were these approvals were given should be evaluated for a possible amendment to the density requirements of that specific zone. Recommendations for some of these areas are discussed in the following chapters.

The next (d) variance type of note is the (d) 1 use variance. The frequency in one specific area of this type of approval would be an evident sign of a need for an ordinance change. Many of the applications for this type of variance were for mixed commercial/residential structures. This fact signifies the need for an expansion of the mixed-use zones, which will be discussed in greater detail in the following chapters. It also signifies that the City has been recognizing this need and granting approvals to accommodate this demand. It must also be noted that the majority of these approvals were consistent with the areas in which the projects were being proposed. There were numerous denials that were given due to inconsistency with the overall character of the zone.



The 1995 Land Use Element discussed several development parcels that were areas for future development. The most notable parcel discussed as a top priority in that report was described as the Passaic County Incinerator Site. This site is located on the Southside of President Street between Parker Avenue and Dayton Avenue. It was made up of 7 sub-parcels totaling 15.49 acres. Since that time the site has been redeveloped and is now occupied by the Home Depot, a hardware supply superstore, and Walgreen's, a neighborhood pharmacy. The site continues to be zoned M-1 industrial, which accommodates the existing uses on the parcel.

11. SYNOPSIS OF CENSUS



The previous Land Use Plan Element incorporated highlights of the 1990 census. It is important to compare the population trends from the 1990 census and the 2000 and 2010 census respectively. This analysis is intended to provide a greater understanding of population and demographic patterns to assist in the planning of the City's future.

Population

Number of Persons	2000	67858
	2010	69781

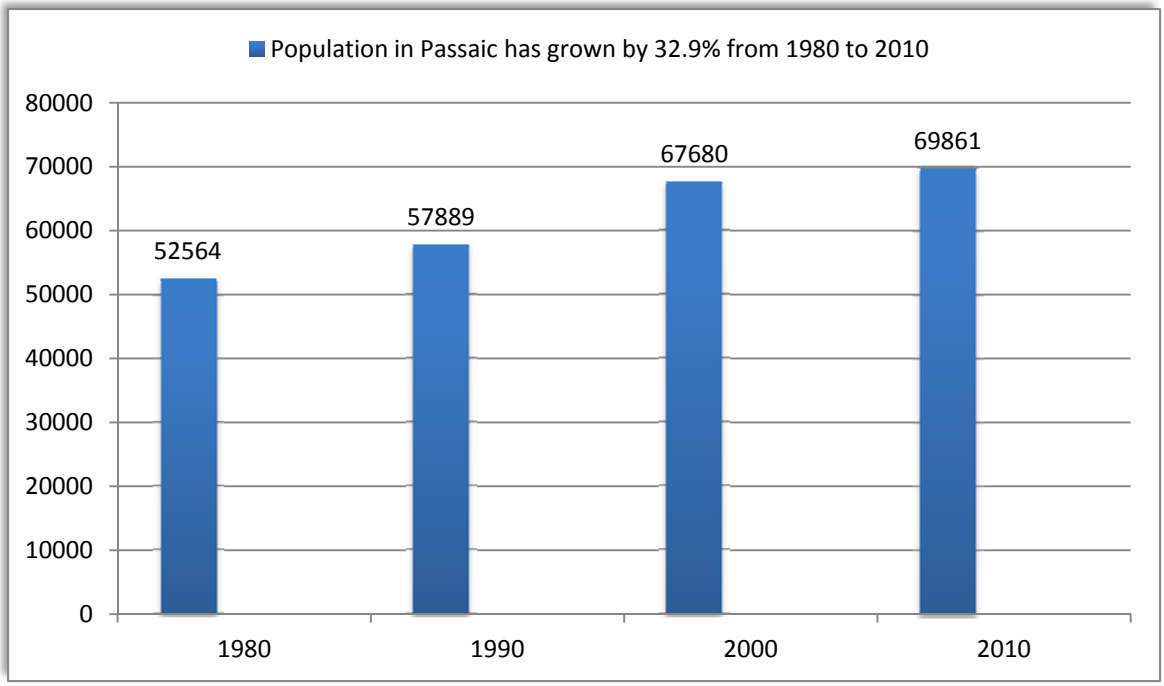
Increase of 3.22 %

Population Trends- Passaic County, Passaic, Paterson & Clifton

		All Persons		Change	Percent
	Municipal Area	2010	2000	"+ or -"	Change
Passaic County		501,226	489,049	12,177	2.49
Passaic City	3.2	69,861	67,680	2,181	3.22
Clifton	11.3	84,136	79,062	5,074	6.42
Paterson	8.7	146,199	149,222	(3,023)	-2.03

Population trends between 2000 and 2010 show that the City of Passaic had an increase in population of 3.2%. This surpassed Passaic County, which grew by 2.49% and the City of Paterson, which lost 2.03 percent of its population. Since 1980, the City of Passaic has experienced a population growth of 32.9% or 17,297 residents. Between 2000 and 2010, however, there was only a slight increase. The City of Passaic experienced a 3.22% increase during this period, which equates to an additional 2,181 residents.

It should be noted that many believe that areas with a significant Hispanic population are undercounted by the US Census. The Census itself states that language poses a significant barrier in its work. Additionally, some expert's state there is a greater reluctance among immigrants to provide information to census workers. Both of these factors are likely to contribute to an undercount in Passaic.



11.1 MEDIAN AGE 2010

Passaic County	37.6	years
Passaic City	29.2	years
Clifton	38.4	years
Paterson	30.8	years

With a median age of 29.2 years, Passaic has the lowest median age in the County. It is more than eight years less than the Passaic County median age of 37.6 years. This is down from the 30.3 median age in 1990. The City of Passaic now has the youngest population in Passaic County compared to the second youngest during the 1990 census. As the younger age groups have increased, the City must contend with providing proper and sufficient educational facilities.

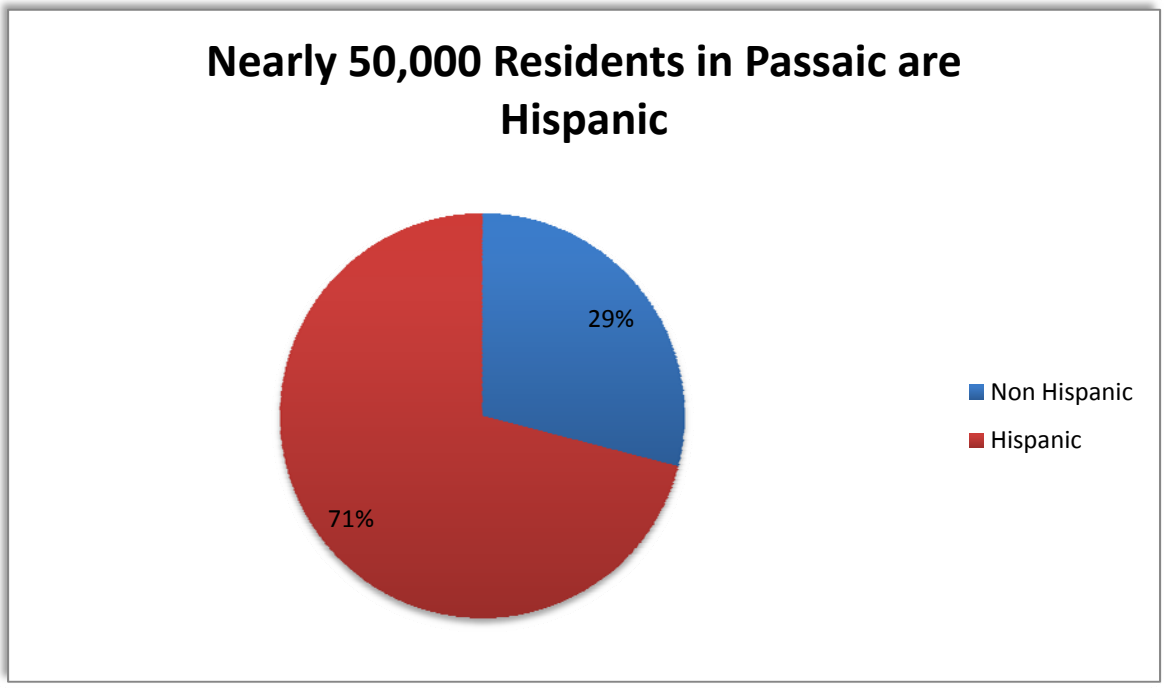
11.2 SENIOR CITIZEN POPULATION - 2010

	Total	65 yrs	75 yrs	85 yrs	Total 65	Percent

	Population	to 74 yrs.	to 84 yrs	& over	& over	65 & over
Passaic County	501,226	31,850	19,463	6,252	57,565	11.48
Passaic City	69,781	3,049	1,574	785	5,408	7.75
Clifton	84,136	5,587	3,934	2,191	11,712	13.92
Paterson	146,199	7,934	3,776	1,309	13,019	8.90

The Senior Citizen population, ages 65 and over, represents only 7.75% of Passaic's population contrasted with the County Senior Citizens percentage of 11.48%. This is down from the 16% senior citizen population of 1990. This does not mean that there is adequate health care or housing for this segment of the population. The City of Passaic does have several senior facilities scattered throughout the municipality. The most notable are the three senior sites managed by the Passaic Housing Authority. In planning for the City's future, this segment of the population cannot be overlooked. The declining percentage lends itself to addressing their needs through mixed use and income projects. Addressing the need for assisted living can be reviewed and provided through an integrated planning process that would include the incorporation of the City's multiple healthcare providers.

11.3 RACIAL CHARACTERISTICS



Between 2000 and 2010 the percentage of the Latino population in Passaic increased from 62.5% to 71%. This is up from the 49.03% in 1990. During the same period the Black population decreased from 13.8% to 10.6%.

The Hispanic or Latino population has a wide variety of national origins spanning Central and South America and the Caribbean. In an unplanned way, Passaic has become a regional center for Latino food, music, and culture. Countless Latino eateries, food distributors, clubs, music stores, and retailers exist focusing on the Latino client. While no known statistics are kept on the types of consumers that visit these establishments, it is believed that the clients of these businesses are largely Latinos from the City or from nearby towns such as Clifton, Garfield, and Wallington. Many of these nearby towns have significant Latino populations but often not in numbers or concentrations to support a large number of businesses aimed at the Latino market. These existing businesses in Passaic aimed at Latinos are not attracting large numbers of non-Latino clients or Latino clients from outside the general area. Herein lies the potential for expansion of this market.

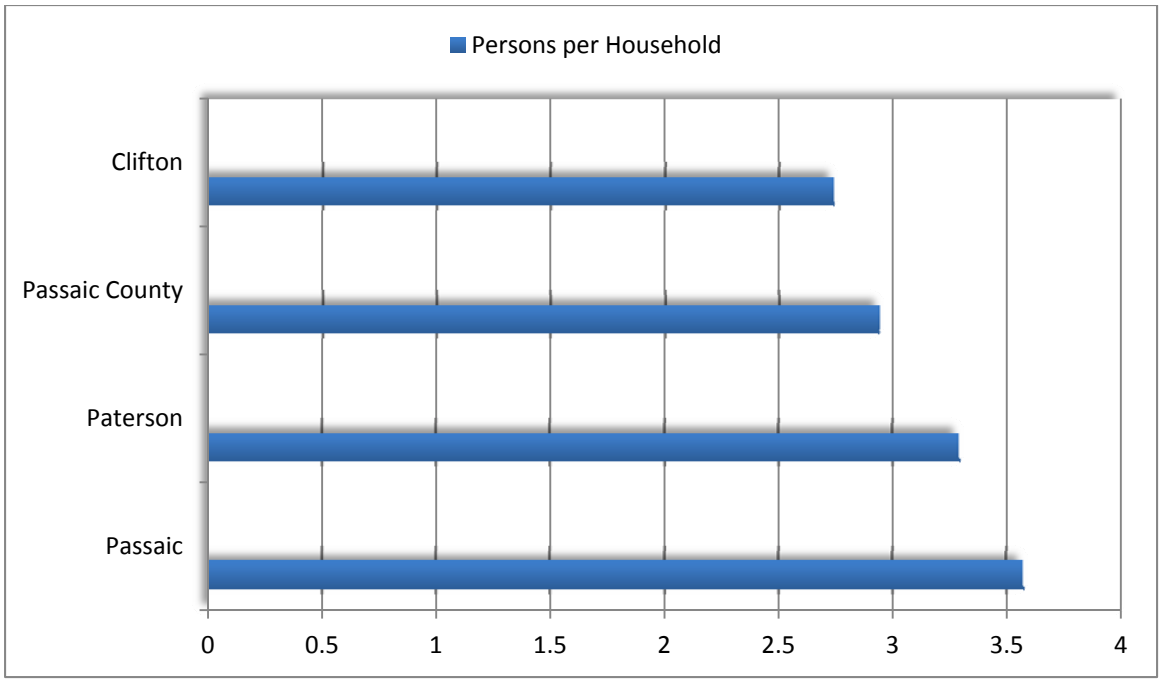
There are several ways to capitalize on this asset. Foremost is marketing. It does not appear that many Latino establishments, particularly restaurants, market themselves to a wider geographic area or population (obtained from the Passaic Enterprise Zone records). Almost all cities market themselves to attract new business and visitors. Marketing plays a vital role in providing economic development services. It helps to promote the positive attributes of the city to both prospective visitors and residents. It often helps attract smaller businesses that are the mainstay of Passaic's economy. The City marketing itself as a Hispanic cultural center can build upon its existing cultural diversity. Passaic should continue into the future with the practice of preparing, updating, and distributing of marketing material to the targeted tourism market and expand to include "foodie" tourists.

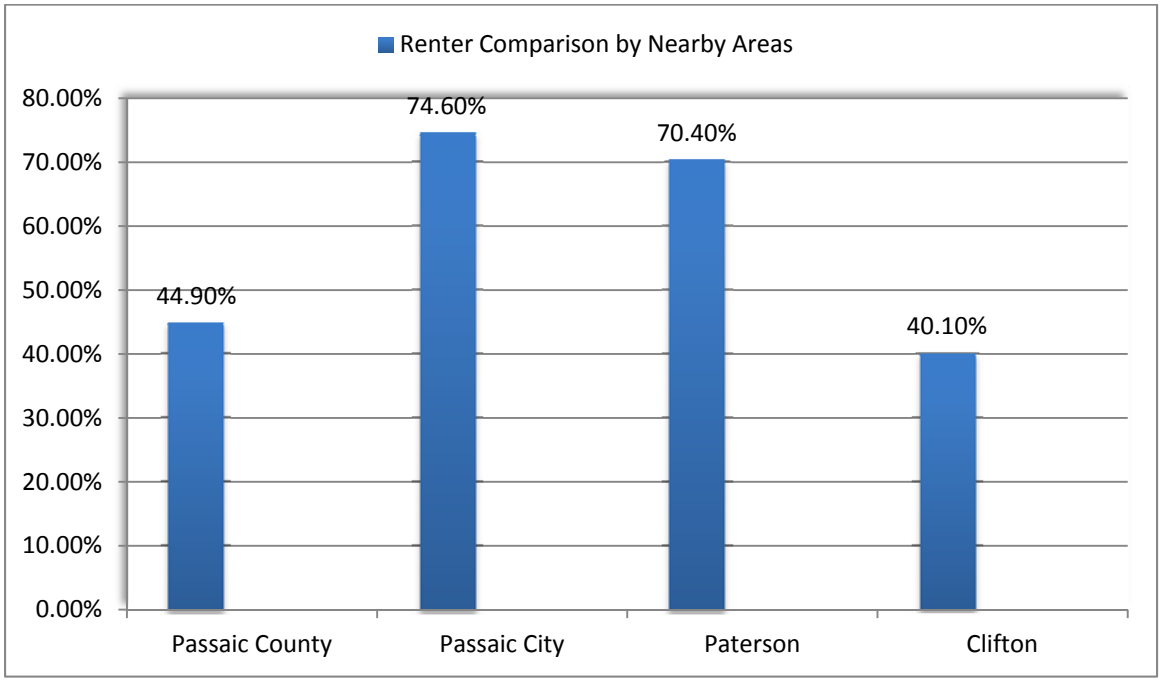
The "foodie" tourism market has been growing in the U.S. during the last couple of years. The current phenomenon in the market is walking food tours. In New York City there is a company called Foods of New York Tours, Inc., which offers tours that alternate walking, talking, and tasting (USA Today 2007). Many companies and municipalities have seen the potential in this field and have developed their own food tours. Hoboken, New Jersey has recently developed their walking food tours using the bakery from a local television show "The Cake Boss" as the main attraction. Hoboken is approximately 15 miles from the City of Passaic. The City can use its diverse culinary flavors to develop a similar attraction.

Another way to capitalize is to hold ethnic events that would cater to both the local population and a wider one. Also needed is an environment conducive to attracting a wider clientele—cleanliness, parking, and security in particular.

11.4 HOUSING TRENDS

The City of Passaic leads nearby areas in the number of persons per household at 3.57. It is also important to note that 75% of the City's residents are renters (i.e. every 3 in 4 residents are in rental units). This becomes increasingly important when one is planning for different types of residential projects. Even though one of the City's Five Year Consolidated Plan objectives is to assist renters to become first-time homebuyers, the need for rental housing cannot be denied. Historically, the City of Passaic has significantly been a renters market. Accommodating this demand must be addressed in any future plans.


Persons per Household
Clifton
Passaic County
Paterson
Passaic
0
0.5
1
1.5
2
2.5
3
3.5
4


Renter Comparison by Nearby Areas
80.00%
70.00%
60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
0.00%
44.90%
74.60%
70.40%
40.10%
Passaic County
Passaic City
Paterson
Clifton

Housing Units, City of Passaic 2010 and 2000

	2010	%	2000	%	Change	% Change
Total Units	20,432	100%	20,194	100%	238	1.18
Occupied	19,411	95.00	19,458	96.36	(47)	-0.24
Vacant	1,021	5.26	736	3.64	285	38.72
Owner Occupied	4,925	25.37	5,250	26.98	(325)	-6.19
Renter Occupied	14,486	74.63	14,208	73.02	278	1.96

11.5 2010 FAMILY INCOME

The median family income in Passaic decreased from $34,935 in the 2000 census to $32,384 in the 2010 census. In comparison, Passaic County had a median family income of $56,054 in 2000 increasing to $67,534 in 2010.

According to the 2010 census, 27.1 % of Passaic families had incomes below the poverty level. This contrasts with the 2000 census poverty level of 18.4% for Passaic families. The percentage of families below poverty in the County of Passaic according to 2010 census data was 12.5%, an increase from the 2000 level of 9.4%.

11.6 EDUCATIONAL ATTAINMENT

With the advent of the Passaic County Community College (PCCC) satellite facility, located on River Drive, the City of Passaic has an opportunity to develop programs and partnerships between the College, Public School District, and the City that can assist the residents with obtaining an Associate's Degree. This can also serve as a springboard for a Bachelor's or higher education degrees.

The satellite PCCC Campus in the City of Passaic offers a variety of courses which include: a Nursing Program, English as a Second Language, Developmental Math and English, and General Education in the Liberal Arts. Overall, there are more than 1,000 students enrolled at the college. The nursing program has a student enrollment of approximately 250 students. Students enrolled in the Nursing Program have a very high achievement level which correlates into approximately 80 students earning a

Nursing Degree each year. Overall, once enrolled in the Nursing Program, nearly 100% of the students complete the Program and earn their Nursing Degree.

The chart below indicates that Passaic currently has the highest percentage, within the region, of individuals without a High School diploma. Providing programming, which expands vocational education, training, and opportunities, can also be beneficial to a municipality such as Passaic. It allows individuals alternatives from your typical college experience while still providing them with the skills to find employment.

Municipality	Less Than 9th Grade	9th to 12th Grade No Diploma	High School	Associate's	Bachelor's	Graduate
Passaic City	23.4%	11.7%	35.1%	4.7%	9.8%	5.0%
Paterson	15.1%	13.2%	41.9%	5.1%	7.7%	2.2%
Clifton	6.6%	6.2%	34.0%	5.9%	21.1%	9.7%
New Jersey	5.5%	6.8%	29.6%	6.2%	21.8%	13.1%

The City of Passaic School District has recently invested millions of dollars into the classroom by providing $700,000.00 in funding to upstart a Gifted and Talented Program, $1,000,000.00 to fund its ROTC Program and, nearly $1,000,000.00 invested in new technologies. The investment in new technologies provides all sixth graders with laptops, the installation of Smart Boards throughout the district, upgrades to science labs and the rehabilitation of two green houses. In addition, tens of millions of dollars are being invested in making upgrades and improvements to school facilities.

The impact of these investments and the expansion of core curriculum subjects will ultimately translate into greater student achievement, a reduction in the dropout rate, improved test scores, higher graduation rates and increased attainment of post high school degrees by Passaic High School graduates. The investment in the Passaic ROTC program has paid significant dividends resulting in greater than 95% of student participants continuing on to four year Colleges and Universities or careers in the military.

11.7 OCCUPATIONS & COMMUNTING PATTERNS

In a discussion of economic development and job creation, it is important to understand the types of occupations and commuting patterns of Passaic residents. U.S. census data reveals a significant number of Passaic residents are employed in the production, transportation, and material moving occupations. This can be attributed to the City's educational levels. It should be noted that the "service occupation" category also covers the employment of individuals through employment service agencies. In many cases these employees work in the area of construction but are categorized as part of the service industry. Facilitating training for City residents through the Public School system and taking advantage of the nursing program through the Passaic County Community College (PCCC) may change the percentages, not only in educational levels but types of occupations as well.

Occupations

Management, business, science, and arts occupations 19.3%

Service occupations	20.6%
Sales and office occupations	20.9%
Natural resources, construction, and maintenance occupations	9.6%
Production, transportation, and material moving occupations	29.6%

Class of Workers

Private wage and salary workers	90.9%
Government workers	5.8%
Self-employed in own not incorporated business workers	3.3%

Commuting Patterns

Car, truck, or van -- drove alone	44.7%
Car, truck, or van – carpooled	8.3%
Public transportation (excluding taxicab)	18.3%
Walked	9.1%
Other Means	18.5%
Worked from home	1.0%

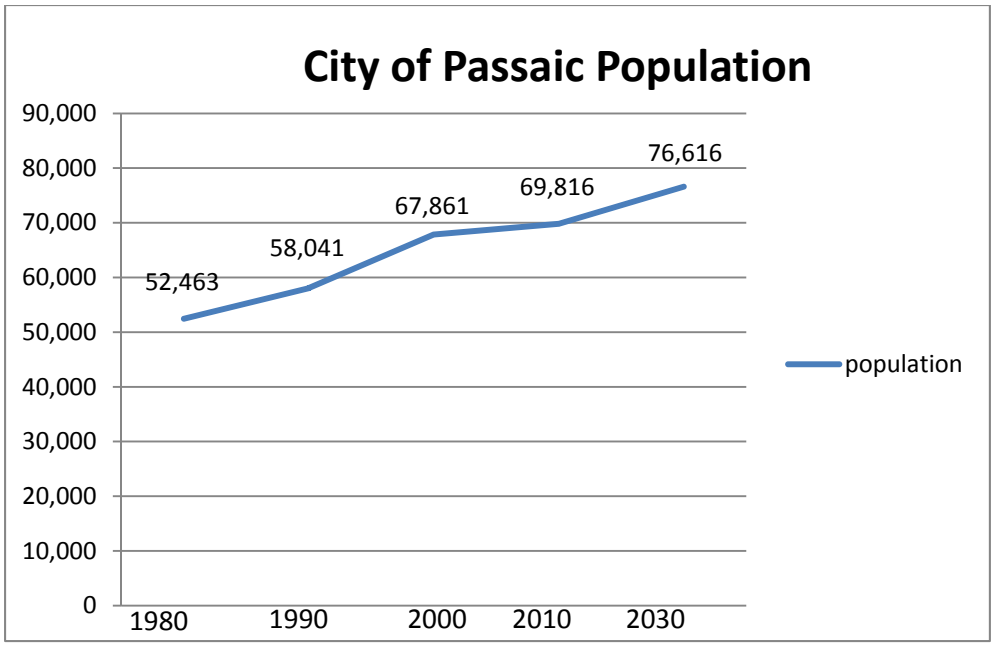
Vehicles per Household

Owner occupied housing units	0.93
Renter occupied housing units	0.45

Close to 30% of City residents reported walking or using public transportation, which does not include the numerous others, that may have used taxicabs. This is a significant indicator for the need of thoughtful transportation planning and additional public transportation infrastructure. One avenue of accommodating this need is to incorporate public transportation and pedestrian infrastructure in future developments and planning efforts. Currently, inclusion of this infrastructure into the City's Eastside Redevelopment Plan and in the redesign of the Main Avenue Central Business District is recommended.

11.8 POPULATION PROJECTIONS

The City of Passaic continues to gain population. From 1980 through 2010, the City has gained 17,353 residents. Various estimates predict a continued growth for cities such as Passaic. New Jersey Future, a nonprofit planning organization, points out that developed areas such as Passaic are accounting for more growth than suburbs since the 2010 census. The NJ Department of Labor, using its Economic-Demographic model is projecting a 9.73% rate of growth from 2010 through 2030. The application of that rate to Passaic would have the city's population increase to 76,616 persons by 2030.



Sources: US Census; NJ Dept of Labor Economic Demographic Model, 2012

12. LAND USE PLAN



12.1 RESIDENTIAL

Housing is one of the most important aspects of any land development plan. It impacts the design and the demand of other land uses within a municipality. The types of jobs and commercial establishments are predicated based on the needs of the residents who live in these homes. The settlement patterns were developed through the placement of the homes and the natural environment. Housing can have a significant impact on the physical and social environment. The design of roadways, sidewalks, mass transit, and open space are to cater to the pedestrians, most of which are city residents.

This section will review all the residential districts within the City of Passaic and discuss their individual characteristics and recommended deletions or additions to strengthen the specific zones future development.

12.1A R-1- SINGLE-FAMILY RESIDENTIAL ZONE

This zone is the lowest density area within the City of Passaic. It is intended for detached single-family housing. It also contains the largest per unit lot requirement of any of the zones. It can be characterized as a suburban residential neighborhood in the midst of an old industrial urban city. This zone surrounds Veteran's Memorial Park, also commonly referred to as Third Ward Park. This park is the largest within the municipality, providing numerous amenities for the residents in the area. The existing design of the zone has maximized the availability of open space and is currently one of the most pedestrian friendly areas in the City.

It is the largest residential area in the western portion of the municipal boundary. There are very few mixed-use parcels in the zone. It appears to be the area of the municipality that has stayed true to the zone designation. The majority of the properties are in compliance with the lot size requirements. The one bulk regulation that has been tested since the last review of the land use plan has been the lot

coverage requirements. City records indicate that lot coverage variances are the most commonly sought after relief within this zone. The sizes of the homes have gradually increased, creating strain on the 25% lot coverage requirement. This translates into a maximum building envelope of 1,250 square feet on a 5,000 square foot lot. According to the National Association of Home Builders (NAHB), the average size of a home was approximately 2,500 square feet, making the City's lot coverage regulation consistent with the NAHB for a two-story single-family home with 1,250 square feet per floor. (www.nahb.org/news_details.aspx?newsID=15834&fromGSA=1, March 20, 2013, retrieved April 1, 2013)

This consistency, however, does not explain the numerous lot coverage variance requests from residents in this zone. The need for larger homes can be attributed to the larger household size of homes in this area. To accommodate this demographic, it is recommended that the lot coverage requirements of this zone be increased to 30%, which is the typical lot coverage requirement in all other zones. This would allow for an additional 250 square feet. One must keep in mind that the absence of this proposed change makes the approval of lot coverage variances on conforming lots extremely difficult. The New Jersey Municipal Land Use Law, under section 40:55D-70c requires a showing of the following proofs before an approval can be granted:

1. *Peculiar and exceptional practical difficulties to or,*
2. *Exceptional and undue hardship upon, the applicant arising out of:*

    (a) the exceptional narrowness, shallowness or shape of a specific piece of property, or

    (b) by reason of exceptional topographic conditions or physical features uniquely affecting specific piece of property, or by reason of extraordinary and exceptional situation uniquely affecting a specific piece of property or the structures lawfully existing thereon.

These proofs are significant for this area because the majority of the lots are in compliance with the lot size requirements. Providing these proofs becomes ever more difficult on a rectangular and relatively flat parcel of land that meets the zone's lot size requirements. This recommendation is made under the reality that the land use boards approved many of the lot coverage variances and that this change would not create an inconsistency within the zone.

12.1B R-2- SINGLE-FAMILY AND TWO-FAMILY RESIDENTIAL ZONE

The R-2 zone is the smallest of the City's residential districts. It is segmented throughout the westerly portion of the municipality with the largest concentration in the southwesterly section. It has slightly higher density because it permits two-family dwellings with the same requirements as the single-family home. A review of the Existing Land Use Map reveals numerous single-family dwellings within this zone with the strongest concentration of two-families found in the northwesterly section of the City.

Upon further review of the Existing Land Use Map, this zone designation should be expanded to encompass a larger portion of the municipality. One of the major concerns expressed by residents and elected officials is the high residential density found in the City of Passaic. This can be attributed to the large expanses of R-3, multifamily zone designations, a good portion of which have been developed strictly with two-family homes.

It is recommended that an R-2 SL (smaller lot) zoning designation be created to expand the R-2 zone designation with the smaller lot requirement of the R-3 zoning district to include the following areas:

1. From Sixth Avenue to Oak Street, between Linden Street and Lafayette.
2. From Myrtle Avenue to the City line, between Highland Avenue and Sherman Street.
3. From Oak Street to the City line, between Hammond Avenue and Sherman Street.
4. From Randolph Street to Lafayette Avenue, between Meade Avenue and Broadway.

This would allow the City to redirect residential density where it is most needed, specifically in and around designated redevelopment areas. It will also represent a more accurate designation for what has developed naturally throughout the years.

12.1C R-1A- SINGLE-FAMILY, GARDEN APARTMENT DWELLING GROUPS, AND TOWNHOUSE DWELLING GROUPS

This zone is located toward the southerly section of the City bordered by Meade Avenue to the north and Main Avenue to the south. It permits single-family homes, garden apartment dwelling groups, and townhouse dwelling groups. For the most part, this zone has developed according to these uses. There are three major exceptions to this statement. This zone is the home to the three high-rise residential buildings in the entire City. This was due to the conditional uses permitted within the zoning regulations. Multifamily apartments of four stories or more are permitted within this zone if they apply for site plan approval to the City's Planning Board, if all the conditions in the regulations are satisfied, or to the Zoning Board of Adjustment for a conditional use variance if the conditions are not satisfied.

An analysis of the area revealed a stable well-developed zone that should be preserved in its current form. It is recommended that the conditional use requirement for multifamily apartments of four stories or more be deleted from this section and that any parcels large enough to accommodate a large multifamily complex be reviewed and analyzed for inclusion in a scattered site redevelopment plan. This will allow the City to control the development in this area to assure consistency with the current design.

12.1D R-3- MULTI-FAMILY RESIDENTIAL ZONE

The R-3 zone is the largest residential zone in the City. It encompasses the majority of the municipality beginning from Liberty Street and ending at the Passaic River. It is also the zone that contains the widest ranges of residential uses. The R-3 zone also has many of the attributes described in smart growth development. It has the smaller lot sizes, access to mass transit, pocket parks, community schools, and neighborhood shopping establishments scattered throughout. It is in the diversity of uses where this zone has thrived. There are areas that are mostly two-family with a few scattered multifamily structures and there are areas where the reverse is true.

The latter will be the focus. This area of multi family structures with a few two family properties is contained in the easterly part of the municipality beginning on Third Street and ending at the Passaic River. This area is also where the greatest potential for growth exists. The City has designated over one third of this area as an area in need of redevelopment. This makes the planning of this area an integral component for the development of these other sites. It is here where we believe the density growth should occur.

Currently, there exists a large portion of this section of the R-3 zone where the densities exceed the current ordinance requirements. City records indicate numerous approvals for higher density construction throughout this area. It is recommended that a new R-3 zone be created to increase the density requirement to the same level as the C-R HD. This newly created R-3 HD will create consistency with what has developed naturally throughout the years and provide greater support for the Eastside Redevelopment area, which encompasses one third of this section of the City. One must remember that this area of the R-3 zone is nearly fully developed with higher densities and that this change is intended to spark interest from developers and property owners to infuse development in underdeveloped or undeveloped parcels.

12.1E PD-1 CHESTNUT STREET URBAN RENEWAL AREA, PD-2 EASTSIDE AREA, PD-3 BROADWAY - VAN HOUTEN AREA, PD-4 EIGHTH STREET

The Planned Development (PD) options were created for the similar purpose as the City's current redevelopment plans. The PD overlay zoning is inconsistent with the current requirements of the New Jersey Housing and Redevelopment Law thus making these options unviable for redevelopment. It is our opinion that none of these areas would be eligible for "an area in need" designation under the current law. It is with this in mind that the following recommendations are offered:

1. The PD-1 Chestnut Street Urban Renewal Area has already been developed and is currently being managed by the Passaic Housing Authority. There is no need to continue this designation and it should be eliminated
2. The PD-2 Eastside Area overlay zone would require developers to acquire multiple parcels to create five acre lots. This is not believed to be in the best interest of the overall design of the area and can create difficulties in the development of the designated redevelopment sites. This designation is also inconsistent with the New Jersey Housing and Redevelopment Law for an "area in need." With the changes recommended for the new R-3 HD, there would not be a need for this overlay and it can be eliminated.
3. The PD-3 Broadway-Van Houten Area has the ability to be designated as a redevelopment area and most likely an area in need of rehabilitation. It is recommended that the PD-3 option be eliminated and that an "area in need" study be conducted and plans prepared for the redevelopment of this area. This would create consistency with the law and allow the City to use all the tools available for redevelopment.
4. The PD-4 Eighth Street Area has been redeveloped with the Eighth Street Shop-Rite center and a new Verizon facility constructed across the Street. This designation is no longer needed and any of the remaining parcels can be incorporated into the Eastside Redevelopment Plan.

In summary, there is no legal authority that can make these options viable and it should be eliminated. All parcels that will be part of the City's future growth must be zoned and regulated accordingly or be designated according to the requirement of the New Jersey Housing and Redevelopment Law.

12.2 MIXED-USE DESIGNATIONS

Mixed-use areas are the cornerstones for the City's future growth. The expansions of these types of areas have proven to be fundamental to a municipality's stability. Many nearby municipalities have proven this through the development of mixed-use areas. Municipalities such as Hoboken and Newark's Iron Bound section are prime examples of the importance of these types of designations. These types of developments are a true urban form.

In the City of Passaic, these areas have naturally developed through the years. Continual development in this form should be encouraged. The first story space carries most of the burden for the land, allowing a lower construction cost for the other stories. On-street parking spaces are typically underutilized in the evenings, as can be observed in the City's downtown business district, making the spaces available for the residential units above. Another key component is that these units provide essential protection to the street. It is this 24-hour concept that has been attributed with the success of these areas. The commercial establishments have consumers in close vicinity and the residents have the amenities of retail food establishments, shopping areas, and professional offices providing essential services without the need for a vehicle.

12.2A O-R- OFFICE/RESIDENTIAL

The O-R zone is located on Lexington Avenue between Highland Avenue and Quincy Street. This zone was historically established as a type of home occupation. The doctor or other professional would have their office located within the home. Through the years, as many of them left their residences they maintained their office and rented the other portion of the home. Today, this zone continues to maintain the office/residential uses but has now included strictly professional offices without residences. The other properties that are not mixed use on the zone are mainly one and two family homes. This is a stable zone and it is recommended to continue as is.

12.2B O-R1A- OFFICE/RESIDENTIAL ZONE

The O-R1A zone is similar to the O-R zone and is located on Passaic Avenue and Paulison Avenue between Gregory Avenue and Aycrigg Avenue and between Broadway and Passaic Avenue. This is another stable mixed-use area and should remain unaltered.

12.2C C-R- COMMERCIAL/RESIDENTIAL ZONE

This is the largest mixed-use zone within the City of Passaic. This zone is most concentrated as an offshoot to the downtown business district. The multiple tentacles of this zone have been created through the commercial growth from the stable and well-established downtown business area along Main Ave.

The other well-established section of the C-R zone can be found on Main Avenue between Westervelt Place and Brook Avenue. This area contains a more suburban style commercial district with smaller establishments and buildings. This is unlike the other sections of the C-R zone, where the commercial establishments are housed in larger structures with a higher density of residential units.

With the exception of this section of the C-R zone, it is recommended that the remainder of the zone be changed to C-R HD. A review of the City records indicates these properties are more in line with the requirements of the C-R HD zone than with the current C-R zone designation. There also have been

numerous variance approvals that maintain consistency with this request. This change can also entice property owners to develop their underutilized properties. Developers are more inclined to present an application for approval when the proposed development has a closer relationship with the underlying zone requirements.

12.2D C-R HD- MIXED COMMERCIAL/RESIDENTIAL HIGHER DENSITY

The C-R HD zone is a recent addition to the City's zoning regulations. It was created to provide an incentive to property owners to develop their properties to their full potential and provide support to the adjoining Eastside Redevelopment Area. This addition has proven beneficial as several property owners have submitted applications and been approved for development in this zone. The most notable projects include 133 Market Street, which is a mixed commercial/residential four-story structure. The other is located on the corner of Market Street and Morris and is a four-story residential structure. There have also been continual inquiries from developers for properties in this area. In a time of economic uncertainty, this zone has demonstrated the need of these types of developments.

It is recommended that the C-R HD be expanded to include the areas from President Street and Highland Avenue, between Barbour Avenue and Parker Avenue. This area is currently designate in the R-3 residential zone, which does not permit commercial establishments. This area has naturally developed as a commercial/residential area with very few strictly residential structures. This change would provide consistency with what actually has developed.

12.3 COMMERCIAL

With the exception of two small pockets of commercial, the C zone is the downtown business district. This zone continues to thrive through difficult economic times. Currently, there are very few vacancies found on the ground floor level of these buildings. Since the last review of the Land Use Plan, this area has seen the resurgence of retail establishments that have fled to suburban malls. Establishments such as Footlocker and Children's Place are now located in downtown Passaic. This area is the anchor to the City's economic base.

One mechanism used to support this area is the Urban Enterprise Zone designation. The five main programs offered to the business owners from this program are: the yearly marketing campaign, the graffiti eradication program, the clean sweep program, loan program, and the security patrol program. The marketing campaign has two goals. It is set up to attract more shoppers into the local businesses and to attract new businesses into the program. The advertisement media utilized ranges from seasonal newsletters and TV commercials to print ads and email blasts. The graffiti eradication program was designed to eliminate graffiti throughout the City's business district by the use of paint and/or a power washer. It is difficult to find any graffiti when driving around the business district.

The clean sweep program was established to keep the commercial district free from garbage and debris on and between garbage pick-up days. The program operates seven days a week from 8am to 4pm. The Security Patrol program also works seven days a week. The UEZ hires several City Police Officers to patrol the commercial district during normal business hours. The program was established to deter criminal activity and to provide a sense of security for local merchants and shoppers.

The final program is the Business Loan Program. The business loan program provides grants of between $25,000 and $250,000 for either the acquisition of business property, the owner's improvements to a property or the purchase of machinery or equipment. In addition the UEZ manages a business signage program which will provide up to a $3,500 matching grant to a business for signage that meets a standard developed by the UEZ.

In 2010 funding for local UEZ projects from the State was eliminated. Many other programs continued to receive a smaller portion of funding whereas the UEZ was completely eliminated. The UEZ program remains active because the City is using the funds that were accumulated from their income producing endeavors, specifically, the loan programs.

A tool that can be used to provide additional support to the C zone can be the addition of loft apartments. In the last several years the City has adopted ordinances permitting the usage of the vacant upper floor space within the C zone for artist and working loft apartments. The requirements placed on the renter have proven too difficult to overcome and many of the upper levels of these facilities remain vacant. It is recommended that the ordinance be amended to include loft apartments without the added restrictions placed on renters by the current regulations. City records show several open permits for construction that were never fully completed due to the owner's inability to find quality residents that could comply with the regulations. Zoning Board records reveal an approval for the conversion of the City's only artist loft building, located on the corner of Monroe Street and Central Avenue, for 50% of the apartments to regular loft apartments.

This amendment can help strengthen the downtown business district on multiple levels. It will allow for the stability of the area by providing a captive consumer base. It assists the building owners in the sustainability of the investment. This change can also entice investors to come into the City. It provides the 24-hour protection that was previously discussed and is in line with the mixed income and usage approach that is the basis for the land use changes found in this document.

12.4 INDUSTRIAL ZONES

The industrial zones were once the driving force of the growth of the City of Passaic. The development of many of the current land use patterns can be attributed to needs of the City's industrial sites. As most urban industrial cities have experienced, the City of Passaic has seen a significant decline in its industrial centers. Many of the current structures are obsolete and cannot meet the demands of modern industrial tenants. Their turn of the century multi-story design is not conducive to the requirements of today's industries. This has left the majority of these complexes underutilized with a significant number of vacancies, specifically in the upper floors. These areas are also where the future growth of the City rests.

The largest parcels of land are found in these areas. The current Eastside Redevelopment Plan covers the better part of the City's southwestern quadrant. This area was originally designated M-2, general industrial. The current shift has been towards single story warehousing and distribution centers. These uses are anchored by a thriving import distribution system. There are three major Mexican goods distributors located in the area of the Eastside redevelopment Plan.

The City benefits from the employment and income that these industrial sites generate. It is likely, however, that industrial activities will continue to decline due to the relocation of manufacturing activities

overseas and the erosion of these activities at the state and regional levels. There should be a clear direction with regard to industrial uses as part of its overall economic development strategy. The majority of these industrial structures are multi-story, creating possible hazardous and unsafe conditions if left vacant for extended periods of time.

It is recommended that the M-1 and M-2 zones be condensed and incorporated into a single zone. Larger parcels with greater development potential should be identified and considered for "an area in need designation." Some of these sites will be discussed in further detail in this document's redevelopment chapter.

13. REDEVELOPMENT



The first goal in the 2001 State Development and Redevelopment Plan is to revitalize the State's cities and towns. The goal acknowledges the decline of our older urban areas. With this goal in mind, many municipalities have created redevelopment agencies. In many other municipalities, the governing bodies have decided to administer local efforts to curtail the decline of downtown business districts and address

the needs of an aging housing stock. The City of Passaic is one of the cities that have created a redevelopment agency to address these issues. The Passaic Redevelopment Agency truly began its work in 2001. Around that time several redevelopment areas were designated and plans were prepared for their rehabilitation. The three major plans created as a result of this effort were: the Eastside Redevelopment Plan, which incorporates over 99 acres of the City's eastside, primarily in the M-2 zoning district; the River Drive Redevelopment Plan, which is located along Route 21 over the Clifton border; and the Scattered Site Redevelopment Plan. This plan is compiled of many different lots throughout the City.

The designation of the areas within these plans gives the City of Passaic some very powerful tools. The tools available to accomplish redevelopment are found within N.J.S.A. 40A:12A-1 et seq., the Local Redevelopment and Housing Law. The Legislature granted municipalities the authority to issue bonds, acquire property through eminent domain, and provide tax incentives for developers. These powers are granted in an effort to promote the physical development that will ultimately improve the social and economic status of the State and its municipalities. With the designation of "an area in need," the City of Passaic recognized that the redevelopment of these areas would not occur without intervention by the public sector.

Since 2005, there has been limited activity in these designated sites. When the initial designations occurred there was significant interest. After several developer designations and an era plagued with over extension of developers and unreasonable municipal requests, compounded at the end with the "Great Recession," these plans were not fully realized. The most successful of the plans was the Scattered Site Redevelopment Plan. These sites were smaller and more manageable for smaller to mid-sized developers. The City was able to redevelop many of its smaller one and two family parcels by providing developers with regulations that were reasonable with an efficient and streamlined approval process.

13.1 SCATTERED SITE REDEVELOPMENT

The Scattered Site Redevelopment Plan is one of the most important tools in promoting the development of its scattered undersized and underutilized parcels. It is a method in which the City of Passaic can meet the Master Plan objective of providing an efficient development approval process. Many smaller developers are unsettled by the notion of requesting approvals from a board without being able to get a clear sense of their project's viability. Developers are also concerned with the idea of spending large sums of money for professionals for projects that ultimately do not get approved. Through the direction of this document and through the creation of an amended scattered site redevelopment plan, the City will be able to neutralize some of these concerns.

In municipalities that are almost completely developed, such as the City of Passaic, a scattered site redevelopment plan is one of the most crucial elements to promote redevelopment. A scattered redevelopment plan allows the municipality to review each individual site and determine the type of development that will be permitted. These sites are typically undersized or irregular and are part of a significantly developed area. It gives the developer the comfort of knowing that the City has in essence pre approved the specific parcel for development. The developer does not have to incur the added expense for a board approval and the City is able to address the rehabilitation of the parcel.

Even though the City obtained a significant amount of success through this process there are several sites that remain a concern. The following sections will describe these sites in detail and their potential for redevelopment.

13.1A 663 MAIN AVENUE

663 Main Avenue, also known as the People's Bank Tower, is an 11 story commercial building in the heart of the City's downtown business district. By 1931 the building opened its door to business professionals and city residents. This 88,150 square foot stone and brick building was the home to numerous professionals, mostly occupied by doctors and lawyers. A bank took up the 7,070 square foot second floor and mezzanine levels with supplemental offices above. With the declining office market in urban settings, this structure has been vacant for several decades.

The City, recognizing the importance of revitalizing this iconic structure, has designated 663 Main Avenue as "an area in need" through its scattered site redevelopment plan. With the assistance of the Passaic Enterprise Zone Development Corporation (PEZDC) and the tools granted through the Local Redevelopment and Housing Law, the City of Passaic was able to acquire the building through eminent domain. Through the use of funds from the New Jersey Enterprise Zone, the building has been cleared of all contaminants and is ready for redevelopment.

In 2011 the City was able to obtain a viable developer through a request for proposals and has successfully negotiated a developer's agreement. As of the time of the publication of this document, the developer has begun repairing the building and is on its way to becoming fully operational within the next several years. It is important to note that the City may need to entertain some tax incentives, as provided by law, to assist this project in moving forward. It is in the City's best interest to provide these incentives for its future stability and its Master Plan objective of rehabilitation of this parcel.

13.1B 585 MAIN AVENUE

The objective of the redevelopment of 585 Main Avenue, also known as the People's Bank Building, was discussed in the last Master Plan Reexamination Report and Economic Element. Since that time the site was added to the City's Scattered Site Redevelopment Plan and has begun to redevelop. The Passaic Redevelopment Agency designated Passaic 585 LLC, as a developer and by March 2008 they applied to the Planning Board for preliminary and final site plan approval to construct 6,000 square feet of commercial space on the first floor of the seven story structure and 30 residential units on the upper levels. The applicant also provided 38 parking spaces on a lot located to the rear of the structure on Exchange Place. After several months the board approved the project in June 2008.

The years that followed did not lead to the full redevelopment of the site. Work was being done at a much slower pace than the municipality had anticipated. The financial difficulties experienced by the developer made it hard to complete the project. As of the date of this report, the City of Passaic was able to infuse federal HOME dollars for the development of several affordable housing units on the site and the Passaic Enterprise Zone Development Corporation is in the process of reviewing a $250,000 business loan for the construction of the commercial space. The creative and collaborative efforts of the City and the developer have allowed them the opportunity to secure the private financing necessary to complete the project.

13.1C FORMER ST. MARY'S HOSPITAL, PENNINGTON AVENUE

The former St. Mary's Hospital site, located on Pennington Avenue, is 4.77 acres in the R-1A one and multi-family residential zone. The Hospital building remains and is vacant due to the relocation of the

hospital to the former Passaic General Hospital on Lafayette Avenue. The property has changed ownership three times in the last four years. At the time of this report, the current owners have not approached the City with an explanation of their intent with the parcel.

The property is located in the heart of the R-1A zone, which has a specific character and form. The development of this site in a way that is inconsistent with the zone's character could be detrimental to the area. The sheer size of the parcel area is significant enough to create an impact. For these reasons, it is recommended that this parcel be investigated for inclusion in the City's Scattered Site Redevelopment Plan.

13.1D OLD CLAY TENNIS COURTS, VAN HOUTEN AVENUE

The old clay courts are located along Van Houten Avenue, approximately 400 feet from the train station, elevated numerous feet from the road. The site has been included in the roster of Green Acres parcels for the City of Passaic and incorporated into the Third Ward Memorial Park. The designation as a Green Acres Parcel prohibits the City from creating any development other than for park uses. This has created an inability to develop this site in a manner that can accommodate the needs of the train station, nearby residents, and City. The inability to provide adequate commuter parking for the train station is one example of the detriment of this designation.

The City, however, does have the ability to swap undesignated parcels to allow the municipality the ability to develop a park in an area that otherwise would not have a park and permit the appropriate development of the clay court site. It is recommended that the City investigate the possibilities of this swap and include this parcel in the Scattered Redevelopment Plan to assure adequate development of the site.

13.1E FORMER BETH ISRAEL SITE, PARKER AVENUE

Over the last decade the City has experienced the closing of two of its three hospitals. This parcel was the home of the Passaic Beth Israel Hospital for many years. It is located on the east side of Parker Avenue through the west side of Dayton Avenue. After the Hospital closed its doors the former New Jersey Schools Construction Corporation, now the New Jersey Schools Development Authority (SDA) purchased the property for an educational complex, which was approved for a new middle school, elementary school, and early childhood education school. The NJDOE demolished the existing structures and the site is currently 15.49 acres of flat land. It has been in this condition for the last several years.

The parcels location is in close proximity to the on and off ramps to Route 21, making it a prime site for redevelopment. The City has received numerous requests from interested developers for the purchase of the property. Notwithstanding the proposed SDA development, the City should include this parcel as part of its Scattered Site Redevelopment Plan. This allows the City to be prepared in case the SDA plan of an educational complex does not come to fruition.

13.1F 147-151 BROADWAY, 247-255 GREGORY

This area is comprised of 5 parcels totaling 45,134 square feet or 1.03 acres. These parcels contained four rooming houses and sixteen garage bays. In 2006 the City of Passaic Board of Adjustment granted an

approval for a five story forty-eight unit building fronting on Gregory Avenue and a three story mixed commercial/residential building with one ground floor commercial space and twelve residential units.

After this approval the owners of the property demolished the structures on Gregory Avenue and the garage structures. The two rooming houses along Broadway remain vacant and unimproved. It is recommended that these parcels be consolidated and included in the Scattered Site Redevelopment Plan in accordance with the land configuration as approved in the 2006 Board of Adjustment hearing.

13.2 RIVER DRIVE REDEVELOPMENT AREA

The River Drive Redevelopment Area is approximately six acres in the southeastern portion of the City. It is unique, in that one would have to cross through the City of Clifton to access this area. The area is separated from the remainder of the City by NJ Route 21 to the west and north and the Passaic River to the east. It is essentially an island bordered by the highway and the river.

The redevelopment objectives for this area were the following:

- Revitalizing and providing access to the waterfront,
- Providing economic development opportunities,
- Providing a variety of housing opportunities,
- Providing a pedestrian oriented environment, and
- Utilizing high quality design standards.

The plan was meant to enable a range of residential, commercial and recreational uses. The diversity of this plan is according to many of the concepts contained within this element. The greatest difficulty in moving forward to make this plan a reality is parcel assembly and acquisition. This six acre area is owned by five different entities, which includes a State agency.

The recommendation that is offered for this plan is to develop an amendment that would allow for greater flexibility within the bulk standards. These standards were designed as a typical zoning ordinance with definite bulk standards. If a developer wishes to alter the standard slightly, it would require a full amendment and ordinance change by both the Planning Board and City Council. This process can significantly delay a project and deter viable developers. With more of a form based code, both the developer and the City have the flexibility to negotiate a plan that is acceptable to all parties.

13.3 EASTSIDE REDEVELOPMENT PLAN

It has been determined that the eastside of the City of Passaic is the area for the future growth and development within the City. As has been discussed throughout this document, the City of Passaic is a municipality that is significantly built-out with minimal vacant land available for development. The City is currently in a position where the majority of the developable parcels are located on the City's eastside. This makes the zoning requirements and redevelopment plans for this area the most important in affecting the City's future. The Eastside Redevelopment Plan was developed under the auspices of the NJ Redevelopment and Housing Law and will stand as the anchor for the redevelopment of the City's eastside. It comprises a tract of industrial properties totaling approximately 99 acres located in the eastern portion of the City of Passaic adjoining of the Passaic River.

Notwithstanding the designation of these 99 acres, the concentration of this redevelopment should include the entire eastside, comprising all the lands between the eastside of NJ Route 21 and the Passaic River.

The following are major sites within the Eastside Redevelopment Plan area:

- Pantasote Site – This six acre site is privately owned and was previously operated by a manufacturer of imitation leather. The Pantasote Company vacated the site in the 1980's and no significant economic activity has been associated with the site since that time. The current owners are engaged in the demolition of existing structures and plan to remediate environmental problems at the site. The redevelopment plan designates the area for commercial development. Several proposals, including an entertainment venue and a bulk purchase retail facility similar to Costco or a Sam's Club, have been in discussion with the owner to acquire the property.
- Okonite/Sharut Site- This ten acre site is privately owned has been operating as a furniture manufacturing and distribution site since 1992. Prior to that time it was owned and operated by the Okonite Company, producing copper cable at the site since the 1880's. The current owners have developed plans to convert the site to retail uses comprising over 200,000 square feet of retail space and surface parking.
- Big Apple West - This six acre site is privately owned and subleases properties for firms involved in light manufacturing and warehousing activities. The site was previously home to Uniroyal, successor to US Rubber. A private entity, Pennrose Properties, LLC, was designated developer of the site by the Redevelopment Agency in 2013. Pennrose proposes a 550 unit housing project with 60,000 square feet of first and mezzanine level retail space in this adaptive reuse project.

The Pantasote, Okonite/Sharut, and Big Apple West sites are contiguous and the development of any single site will likely improve prospects for the development of the other sites. The mix of residential and commercial uses is viewed as appropriate as more residents will support new commercial activities and the proposed commercial establishments will provide an attractive amenity to the new residents and the residents of the entire Eastside.

- 8th Street Fire Site- A 10.5 acre property which was part of the 1985 Labor Day Fire remains undeveloped on 8th Street. Privately owned, the site faces certain challenges including certain environmental contamination and its location in a flood plain. The site is immediately adjacent to a vibrant retail plaza with a major supermarket and several smaller retail stores. The redevelopment plan designates the property for industrial use.

These four major properties, all privately owned, represent over 30% of the redevelopment area. Positive developments on these sites will have a tremendous impact on the entire Eastside neighborhood, invigorating a well established shopping district on Market and Passaic Streets and creating new opportunities for jobs and economic development. This private investment will compliment the multi-million dollar investments made by the City in Pulaski Park, infrastructure improvements on Market Street, and focus UEZ signage grants in the Market Street corridor.

14. HIGHLANDS TDR



As governmental funding sources are being reduced and becoming more competitive, a municipality must find creative and collaborative ways to incentivize the development of its most needed areas. Recently, the State of New Jersey, through the Highlands Council, has developed a transfer of development rights program that the City of Passaic may use as another tool in its efforts for redevelopment.

Transfer of Development Rights (TDR) is a land use tool that permits the transfer of development potential from areas identified for preservation, called sending zones, to areas that are appropriate to accommodate increased growth, called receiving zones. Landowners in the sending zones receive compensation for the transferable development potential of their property once it has been restricted for preservation. Payment is provided through purchasers who buy credits representing the transferred development potential of parcels in the sending zones. The credits entitle the purchaser to build in a receiving zone at a density or intensity greater than that permitted under existing zoning.

The Highlands Council has established “Highlands Development Credits” (HDCs) representative of these transferable development rights, and a Highlands Development Credit Bank through which such credits may be bought and sold. The City of Passaic has applied for, and received; grant funding and technical assistance from the Highlands Council under their TDR Receiving Area Feasibility Grant program. Under this grant program, the City will review the potential benefits to the establishment of a TDR receiving area. The TDR Receiving Area Feasibility Grant will include a review of the existing infrastructure, identify improvements needed to existing infrastructure, assess the need for additional infrastructure necessary to support any increased development, review site specific issues related to any potential development, and provide a summary of the fiscal and economic impacts of a TDR receiving area designation.

Based on the results of the TDR Receiving Area Feasibility Grant program the City will consider establishing a TDR Receiving Area. Such an area may encompass the existing East Side Redevelopment Area. If the City moves forward to establish such a receiving area, it would necessitate additional master plan and redevelopment planning work. Under the Highlands Act, the City would apply for an "enhanced planning grant" from the Highlands Council as outlined in the Highlands Water Protection and Planning Act (N.J.S.A. 13:20-1 et seq.). The Highlands Council's grant funding through this "enhanced planning grant" would provide for the updates necessary to City regulations and plans to allow the implementation of any TDR receiving area.

15. AFFORDABLE HOUSING


HIGH ST. EAST FROM VAN HOUTEN AVE., PASSAIC, N. J.

The City of Passaic is an entitlement city under the Federal Department of Housing and Urban Development. Throughout the years the City has provided residences for its low to moderate-income families through the Passaic Housing Authority and their multiple complexes and the use of Federal and State programs. In recent years, there has been a change in the way that these types of accommodations are planned. The concentration of any single income category has been determined, through multiple nationwide studies, to be detrimental to the segment of the population within the specific category. This is especially true when discussing the low to moderate-income segment of the population.

Through this plan, the City can develop policies and regulations that will assist in the integration of its diverse population. Developing plans that encourage the mixture of uses and housing types can assist with this integration. The diversity of its housing stock is critical in accommodating the wonderful diversity of the City's population. Through the usage of the following programs, the City has been able to begin this focus:

15.1A HOME FUNDS

The City of Passaic is a Housing and Urban Development (HUD) entitlement city and receives Home Investment Partnerships or HOME funds. As a recipient of these funds, the City is required to prepare a five-year strategic plan that identifies housing and community needs, prioritizes these needs, identify resources to address needs, and establish annual goals and objectives to meet the identified needs. The primary objectives of the plan are:

- The creation, preservation and maintenance of housing which is affordable to extremely low-, low-, and moderate-income individuals and families.

- The creation of or support for new and existing emergency and support services to homeless, at risk, and special needs populations that foster self-sufficiency and economic independence.
- The creation and support for an environment that fosters economic opportunity for extremely low-, low, and moderate-income residents.

To that end, the City operates in-house or has outside agencies administering several affordable housing programs. These programs are as follows:

- **Housing Rehabilitation Program:** The City's Housing Rehabilitation Program is administered by an outside firm, Community Grants Planning & Housing. The Rehab program provides an opportunity for income eligible Passaic homeowners to receive up to $40,000.00 in financial assistance directly from the City for an owner occupied single family home. A two-to-four multi-family property can receive up to $20,000.00 for each additional eligible unit. The funding is provided in the form of a zero percent, ten year forgivable loan. There are no monthly payments and no interest charged. The loan is fully forgiven if the homeowner maintains title and occupancy for a ten-year period. Through this program, eligible Passaic residents are able to replace major home systems such as roofing, heating, electric, plumbing, foundation and/or windows in need of replacement or substantial repair. Wheelchair accessible and remodeling and weatherization energy savings are also eligible.
- **First-Time Homebuyers Program:** The City of Passaic Community Development Department office has developed the First-time Homebuyer Program to assist low-income families with funds for down payment and/or closing costs associated with purchasing their first home. A loan will be held against the property in the form of a deferred loan not to exceed 10% of the cost of the property, plus closing costs up to a maximum of $39,500. Eligible homebuyers must attend pre-purchase counseling, must be a City of Passaic resident for one year at the time of qualification and homes purchased must pass the minimum inspection, also known as the (Section 8) inspections or Housing Quality Standards at the time of closing.
- **Community Housing Development Organizations (CHDO's):** As required by HUD, entitlement Cities must set-aside HOME funds in the amounts of 15% for CHDO activity and no more than 5% for CHDO operating expenses. A CHDO is a private, nonprofit, community-based service organization that has obtained HOME funds and other sources of funding with the intent to develop affordable housing for the community it serves. The City of Passaic has a long history of working with CHDO's, which has resulted in the creation of multiple affordable for-sale units and rental units for Passaic residents. Recent HOME funds allocated to a local CHDO provided for the acquisition of seven affordable for-sale units and additional funding for plans to create multi-family rental project.

15.1B NEIGHBORHOOD STABILIZATION PROGRAM (NSP)

The Neighborhood Stabilization Program (NSP) is a component of the federal housing and Economic Recovery Act of 2008. In 2009, the DCA secured $51,470,620 from the U.S. Department of Housing and Urban Development and awarded the City of Passaic $2,437,775. The NSP program provides funds to municipalities and for-profit/non-profit developers to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight in targeted areas. The City of Passaic NSP Program includes 11 desirable homes being made available for sale to qualified homebuyers. In addition, five rental units will also be available to qualified applicants in the program's five two-family houses. According to the DCA, the City of Passaic has been one of the top performing municipalities regarding successful completion of its NSP properties. Contractors used for the rehabilitation and construction work included both local residents and sub-contractors in the community. During renovations, measures also were taken to make the home energy efficient by installing thermal insulation, energy-efficient windows, and energy star-rated appliances in an effort to reduce utility costs for the home buyer and tenants. Improving the quality of life for residents of Passaic continues to be an important goal for the Community Development Department and the City of Passaic. These NSP renovated homes have had a major positive impact in the targeted areas where they exist prompting many neighboring homeowners to make new renovations to their own homes.

16. SUMMARY OF RECOMMENDATIONS AND OBJECTIVES



The following section highlights certain recommendations that were discussed in detail and are made part of this Master Plan and Land Use Element:

1) Pertaining to Policies and Objectives

(a) To realize continued maintenance and rehabilitation of the existing parkland.
(b) To utilize the city's last remaining hospital to attract hospital support uses such as physician offices, hospital suppliers, and hospital service businesses.
(c) To lobby for the extension of the UEZ program.
(d) To grow a "buy local" movement.
(e) To encourage a mixed use and income development approach.
(f) To restructure the Parks Department for appropriate park maintenance.
(g) To encourage a walking-friendly city concept.
(h) To Highlight the public transportation system with aesthetically pleasing sidewalks and clearly posted bus stops to encourage their use
(i) To grow an urban farm and farmer's market concepts.

2) Pertaining to Parks and Recreation

(a) To construct an indoor athletic facility to house the City's multiple programs during the winter months.

(b) To complete the rehabilitation of Christopher Columbus (2nd ward) Park.
(c) To complete the rehabilitation of Veteran's Memorial (3rd ward) Park lighting and bathrooms.

3) Pertaining to the Existing Land Use Map

a) The vacant land designations are amended to reflect the current vacant land analysis.
b) The public housing parcels receive their own color for greater clarity.
c) The public schools receive their own color to differentiate Board of Education properties from City owned parcels.
d) The color green to be used exclusively for open space/parkland.
e) The amendment of the title block to include the date of completion for reference.

4) Pertaining to Re-Zoning

a) expand the R-2 zone designation to include the following areas:

i) From Sixth Avenue to Oak Street, between Linden Street and Lafayette.
ii) From Oak Street to the City line, between Hammond Avenue and Poplar Street.

b) With the exception of Main Avenue between Westervelt Place and Brook Avenue, it is recommended that the remainder of the C-R zone be changed to C-R HD.
c) Creation of a new R-3 HD zone to increase the density requirement to the same level as the C-R HD to replace the R-3 zone between Virginia Street and South Street and between Eleventh Street and First Street.
d) That the C-R HD be expanded to include the areas from President Street and Highland Avenue, between Barbour Avenue and Parker Avenue.
e) Convert the PD-3 zone between Blaine Street and Broadway and Between Delaware and Van Houten to the R-3 zone
f) Convert the PD-3 zone between Van Houten and Delaware and between Brighton Avenue and Blaine Street into an M-2 zone
g) Convert the O-R zone on Lexington Avenue between Jackson Street and Quincy Street into the C-R zone
h) Convert the R-3 zone along Wall Street between the Passaic River and Passaic Street and between South Street and Seventh Street into the C-R HD zone
i) Convert the R-3 zone along Monroe Street between Columbia Avenue and Parker Avenue into the C-R zone.
j) Convert the PD-1 zone from Myrtle Avenue to Main Avenue and Oak Street to Sherman Street into the C-R zone

5) Pertaining to the Zoning Ordinance

a) The lot coverage requirement of the R-1 single family zoning district be increased to 30%.
b) The conditional use requirement for multifamily apartments of four stories or more in the R-3 zone be deleted from this section and that any parcels large enough to accommodate a large

multifamily complex be reviewed and analyzed for inclusion in a scattered site redevelopment plan.

c) The C zone is amended to permit residential lofts in the upper stories of the commercial space, consistent with the requirements of "working lofts" without the commercial component.

6) Pertaining to Redevelopment

a) The following sites are proposed as additional parcels within the Scattered Site Redevelopment Plan:

i) All vacant parcels of 25'X100' or greater
ii) Former St. Mary's Hospital on Pennington Ave
iii) Clay Tennis Courts along Van Houten Avenue
iv) Former Beth Israel Hospital on Parker Avenue
v) 147-151 Broadway, 247-255 Gregory Avenue

b) River Drive Redevelopment Plan be amended to allow for greater flexibility within the bulk standards.

c) Create a redevelopment plan for the City's Downtown Business District.

7) Pertaining to Additional Master Plan Element (minimally)

a) An Economic Element
b) A Circulation Element
c) A Recreation Element
d) A Conservation Element

8) Pertaining to Parking

a) Develop a parking strategy for the area around the train station.
b) Analyze the parking requirements for the R-3, C-R, and C-R HD for deviation from the current suburban parking ratio requirements.
c) Redesign of the parking layout for Main Avenue between Monroe Street and Pennington Avenue.
d) Analyze the possibility of parking deck construction on municipality or Parking Authority owned parcels.
e) The creation and implementation of developer impact fees.

9) Pertaining to Roads, Sewers, and Sidewalks

a) Total reconstruction of city streets as opposed to merely resurfacing, when possible.
b) Develop a priority list of sanitary sewer lines to be replaced, sanitary sewer manholes in need of repair, and city streets to be resurfaced.
c) Continue to implement pedestrian friendly designs in the reconstruction of its streets.
d) The creation and implementation of developer impact fees.

16.1 SUMMARY OF COMMUNITY CAPITALS

Throughout this Master Plan, the strengths and weaknesses of the City's individual capitals were discussed. Recommendations were made to further the City's ability to continue to strengthen these capitals. The growth of these capitals leads to greater economic development, political empowerment, job-related programs, and many other valuable programs and projects.

The City of Passaic's cultural capital is believed to dictate the direction in which the other capitals should be focused. The City's broad diversity is one of its greatest strengths. This is evident by the many examples of ethnic and cultural representations found within its parks, commercial establishments, and social organizations. This cultural diversity has led to the attraction of investors and businesses. This diversity, however, can easily divide a community that does not learn to accept it.

The City must continue to educate the residents in the strength of their cultural capital and begin to highlight the positive differences, but most of all their similarities. For example, the city has a large Hispanic/Latino population, which is erroneously looked upon as one large grouping. This unfairly diminishes the true diversity of the municipality. This lumping together also creates confusion and discord between the multiple ethnic groups. There are clear distinctions between the individuals that come from South America, Central America, and the Caribbean. There are also clear differences between individuals found within the different countries in these areas. This can lead to a separation within a community as these groups try to differentiate themselves from one another by focusing on their differences.

The City can use its vast natural capital to showcase its cultural strengths and to educate its citizenry for greater acceptance within groups as well as showcasing similarities. This can be done with multicultural events that can be held within the numerous parks. Incorporating these multicultural events coupled with the events held by the individual ethnic groups helps move this vision forward. Usage of the parks for these events requires continual maintenance of this natural resource.

The City of Passaic is heavily urbanized with limited ability to expand its natural capital. However, it is not too critical since approximately 92.23 acres are devoted to its parks. The numerous parks allow the majority of the residents from the City to have access to this natural capital. The advent of these parks permits for gathering places where residents can interact, provides better quality of life, and also assists with strengthening of the City's human capital.

The strength of the City's human capital is in the number of residents that are within the working age group. Seventy-one percent of the population in Passaic is sixteen years of age and over, giving the City a large workforce pool. Due to the large number of residents that have not obtained a high school diploma, the labor force is primarily limited to unskilled jobs. To address this issue, the City has been collaborating with the local school district and the county community college.

The collaboration includes the development of programs and partnerships between the college, public school district, and the City that can assist the residents with obtaining high school diplomas and Associate's Degrees. This can also serve as a springboard for a Bachelor's degrees or higher education degrees. Focusing on career training opportunities and promoting the technical trades and apprenticeship programs for the City's youth and young adults is a critical component to growing human

capital. This collaboration can begin to establish work force networks that can provide a bridge between employers, workers, and institutions. Passaic can reach more of its residents by linking the City's multiple social organizations with this endeavor.

The numerous social organizations found within the City are the cornerstone of its social capital. These organizations are as diverse as the city where they are located. Passaic has various organizations, some which help the entire community and others that target specific ethnic and racial groups. Uniting these organizations can further strengthen the City's human capital. Many of them are running independently without much regard to each other. They provide duplicative services, straining the City's limited financial resources. The unification of these various social organizations can have many benefits, including the reduction of redundant services. Greater communication between these organizations and the local government can contribute to the goal of growing the City's human capital by creating a stronger and more educated work force.

In conclusion, the City of Passaic has a strong base of community capitals with numerous opportunities for their growth with proper guidance and communication. The City's built capital allows for easy access and connectivity between all segments of the community with multiple facilities that encourage a healthy learning environment. With the implementation of the recommendations found within this Master Plan, we are confident that the City of Passaic will have a stronger and more prosperous future.

17. IMPLEMENTATION

In chapter two, Statements of Assumptions, Policy Goals, and Objectives, a review of the previous Master Plan Reexamination Report and the Five Year Consolidated Plan was conducted and the result was the list of policies and objectives delineated in that section. These policies and objectives were chosen for their relevance and applicability to the current state of the municipality and this plan. The policies and objectives recommendations in chapter sixteen are newly proposed as part of this Master Plan. The list of policies and objectives found in chapter two and sixteen are meant to assist land use board members and other governmental decision makers in their deliberations and legislative procedures. These individuals are charged with forwarding these policies and objectives through their actions. They are also meant as a guide to private citizens, developers, and land use professionals with their development proposals. Taking these policies and objectives into account during land use decisions will help forward the overall vision of this Master Plan.

The remaining recommendations in chapter sixteen require legislative action from the governing body. They require amendments to the municipal zoning code and map, which require the drafting of ordinance amendments. As part of the finalization of this Master Plan, a series of ordinance amendments will be drafted from these recommendations. Once completed, the documents will be forwarded to the Passaic City Council for introduction and first reading. Once introduced, these ordinances will be reviewed and discussed and will be presented during a public hearing for second and final reading and approval. These documents will be opened to the public for their comments prior to final adoption. Additionally, any recommendations that propose a rezoning of a specific area will also require notices to be sent out informing affected property owners of the proposed changes. The list of property owners is obtained from the municipal tax office and disseminated through the City Clerks Office to the affected properties.

This Master Plan is a long range plan, which requires a reexamination at least every six years from the date of adoption under N.J.S.A. 40:55D-89. This statute states the following:

> *"The governing body shall, at least every six years, provide a general reexamination of its master plan and development regulations by the planning board, which shall prepare and adopt by resolution a report on findings of such reexamination…."*

Below is an implementation matrix that indicates which recommendations need to be addressed in the short, medium, and long-term horizons. Several of the medium and long-term recommendations can be reviewed during the reexamination period.

Implementation Matrix

	Lead Implementer	Other Implementer(s)	Time Horizon
Pertaining to Policies and Objectives			
Continued maintenance and rehabilitation of existing parkland	CA	PW	L

Utilize the last remaining hospital in the city to attract hospital support uses	PPP	PS	M
Lobby for the extension of the UEZ program	CA	CC, ST	L
Grow a “buy local” movement	CA	PPP	S
Encourage mixed use and income development approach	PB, BOA	CA, PS	L
Restructure parks department for appropriate park maintenance	CA	CC	S
Encourage a walking-friendly city concept	CA,PB,BOA	PS	M
Highlight public transportation with aesthetically pleasing sidewalks and clearly posted bus stops	PC, S	CA	L
To grow an urban farm and farmers market concept	PPP	CA, CC	L
Pertaining to Parks and Recreation			
Construct indoor athletic field	CA	PC, ST	S
Complete rehabilitation of Christopher Columbus Park	CA	PC, ST	S
Complete Rehabilitation of Veterans Memorial Park	CA	PC, ST	S
Pertaining To Existing Land Use Maps			
Amend vacant land, public housing, schools, green space, title block	CA	CC	S
Pertaining to Re-Zoning	CC	CA	S

Expansion of R-2 zones (Sixth and Oak; Oak to City Line)	CC	CA	S
Pertaining to Re-Zoning			
Expand R-2 zone From 6th Ave to Oak St. Between Linden and Lafayette From Oak St. to City Line between Hammond and Poplar	CC	CA, PB	S
Change C-R zone to C-R HD except Main between Westervelt and Brook	CC	CA, PB	S
Create new R-3-HD between Virginia and South between First St. and Eleventh St.	CC	CA, PB	S
Expand C-R-HD from President to Highland between Barbour and Parker	CC	CA, PB	S
Concert PD-3 to R-3 zone between Blaine and Broadway and Delaware and Van Houten	CC	CA, PB	S
Concert PD-3 to M-2 zone between Van Houten and Delaware and Brighton and Blaine	CC	CA, PB	S
Convert O-R into C-R zone on Lexington between Jackson and Quincy	CC	CA, PB	S
Convert R-3 zone into CR-HD zone along Wall between Passaic River and Passaic Street and between South and Seventh Street	CC	CA, PB	S
Convert R-3 zone to C-R zone along Monroe between Columbia and Parker	CC	CA, PB	S
Convert the PD-1 zone to a C-R zone from Myrtle Avenue to Main Avenue and Oak to Sherman Street	CC	CA, PB	S

Pertaining To Zoning Ordinance			
Lot coverage of R-1 increased to 30%	CC	CA, PB	S
Delete conditional use requirements for multifamily apartments up to 4 stories in R-3 zone	CC	CA, PB	S
Analyze any parcels large enough for multifamily complex to be included in scattered site redevelopment plan	CC	CA, PB	S
Amend C zone to permit residential lofts in upper stories of commercial space	CC	CA, PB	S
Pertaining to Redevelopment			
Add proposed parcels to Scattered Site Redevelopment • Former St. Mary's, Pennington Avenue • Clay Tennis Courts, Van Houten • Former Beth Israel Hospital, Parker Avenue • 1447-151 Broadway, 247-255 Gregory Avenue	CC, PB	CA	M
Amend River Drive Redevelopment Plan	CC	PB	M
Create Redevelopment Plan for City's Downtown Business District	CC	PB	M
Pertaining to Additional Master Plan Elements			
Economic Element	CC	PB	S

Circulation Element	CC	PB	M
Recreation Element	CC	PB	M
Conservation Element	CC	PB	M
Pertaining to Parking			
Strategy for Area Around Train Station	PA	ST	M
Analyze parking requirements for R-3, C-R, and C-R HD for changes from current suburban ration requirements	PB	CA	M
Redesign of parking layout for Main between Monroe Street and Pennington Avenue	CA	PC	L
Analyze the possibility of parking deck construction on municipality or Parking Authority owned parcels	PA	CA, PPP	L
Creation and Implementation of developer impact fees	CC	CA	S
Total Reconstruction of city streets when possible	CA	PW	S
Priority List of sanitary sewers lines to be replaced and manhole repairs and city streets to be resurfaced	CA	PW	S
Implementation of pedestrian friendly designs in reconstruction of streets	CA	PB, BOA	L
Implementers CA- City Administration CC- City Council		**Time Horizon** S- Short Term 1-2 years M- Medium	

PA- Parking Authority PB- Planning Board BOA- Board of Adjustment ST- State PS- Private Sector PPP- Public Private Partnership PW- Public Works PC- Passaic County		Term 3-5 years L- Long term > than 5 years	

Reference:

Anderson, Larz. (2000). *Planning the Built Environment.* Chicago, Il: Planners Press, American Planning Association

Archer, Sarah Ellen, Carole D. Kelly, and Sally Ann Bisch. 1984. "Planning and Change Processes." Chapter 2 (pp. 21-50) in Implementing Change in Communities: A Collaborative Process. St. Louis: The C.V. Mosby Company.

Ayres, Janet. 1996. "Essential Elements of Strategic Visioning." Chapter 2 (pp. 21-36) in Norman Walzer, ed. Community Strategic Visioning Programs. Westport, CT: Praeger Publishers.

Barajas, Manuel. (2009). *The Xaripu Community Across Borders: Labor Migration, Community, and Family.* Notre Dame, IN: University of Notre Dame Press

Blakely, E. J., and Green Leigh, N. (2010). *Planning Local Economic Development, Theory and Practice* Thousand Oaks, CA: Sage Publications Inc.

Cox, W., & Koenig, S., (2011). *New Jersey Zoning & Land Use Administration*, Newark, NJ: Gann Law Books

D.K. Shifflet & Associates Ltd (DKS&A). (2005) *New Jersey Image Study,* New Jersey Office of Travel and Tourism retrieved *April 28, 2013*

Duany, Andres, Speck, Jeff, and Lydon, Mike (2010). *The Smart Growth Manual.* New York, NY: The McGraw-Hill Companies Inc.

Eells, S. (2010). *Department of Community Affairs Urban Enterprise Zone Audit*. Trenton, NJ: New Jersey State Legislature, Office of Legislative Services, Office of the State Auditor

Emil E. Malizia and Edward J. Fesser. 2000. *Understanding Local Economic Development*, New Brunswick, New Jersey: Rutgers University Center for Urban Policy Research

Flora, C. B., & Flora, J. L. (2008). *Rural Communities: Legacy and Change. Third Edition*. Boulder, CO: Westview Press

Green, G. P., & Goetting, A. (Ed.). (2010). *Mobilizing Communities: Asset Building as a Community Development Strategy*. Philadelphia, PA: Temple University Press

Green, Gary Paul and Anna Haines. (2008). *Asset Building and Community Development*. *Second Edition.* Thousand Oaks, CA: Sage Publications Inc.

Levy, John. (2003). *Contemporary Urban Planning,* Sixth Edition. Upper Saddle River, NJ: Pearson Education Inc.

Lucy, William, and Phillips, David. (2006). *Tomorrow's Cities, Tomorrow's Suburbs.* Chicago, IL: Planners Press, American Planning Association

Palen, John. (2002). *The Urban World, Sixth Edition.* New York, NY: The McGraw-Hill Companies Inc.

Roseland, Mark. (1997). *Eco-City Dimensions: Healthy Communities, Healthy Planets.* Gabriola Island B.C., Canada: New Society Publishers

Valdez, Zulema. (2011). *The New Entrepreneurs: How Race, Class, and Gender Shape American Enterprises.* Stanford, Ca: Stanford University Press

Zorn, Jennifer. (2004). *Complete Guide to Planning In New Jersey: A Compendium of Planning Law, Regulation and Policy.* Newark, NJ: Trenton Printing ,LLC.

http://quickfacts.census.gov/qfd/states/34/3456550.html, City of Passaic, Passaic County, New Jersey, *March 23, 2013*

http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk SELECTED HOUSING CHARACTERISTICS, 2007-2011 American Community Survey 5-Year Estimates, City of Passaic, Passaic County, New Jersey, *March, 2013*

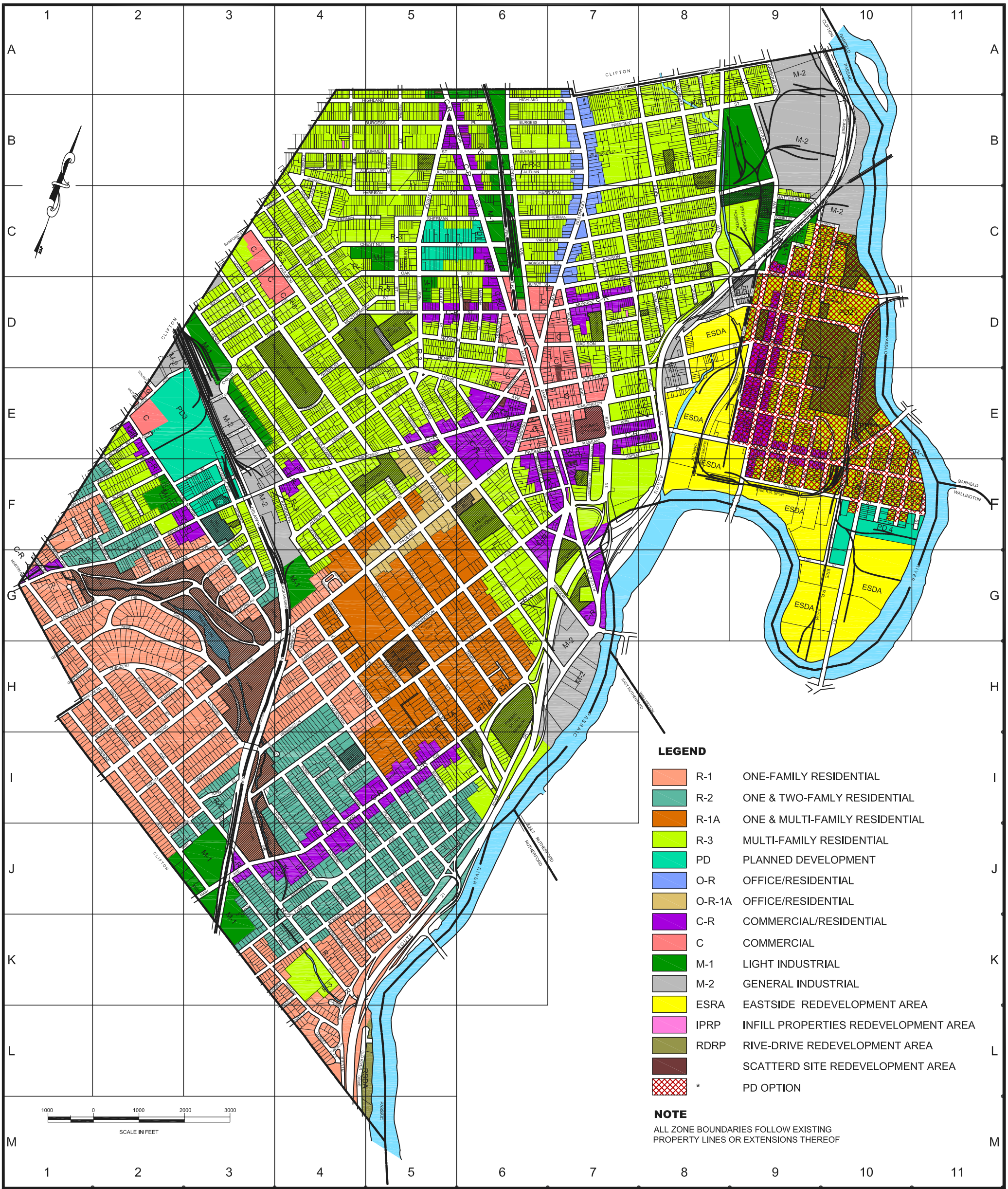
http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk SELECTED SOCIAL CHARACTERISTICS IN THE UNITED STATES, 2007-2011 American Community Survey 5-Year Estimates, City of Passaic, Passaic County, New Jersey, *March 23, 2013*

http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk SELECTED ECONOMIC CHARACTERISTICS, 2007-2011 American Community Survey 5-Year Estimates, City of Passaic, Passaic County, New Jersey, *March 23, 2013*

http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk ACS DEMOGRAPHIC AND HOUSING ESTIMATES, 2007-2011 American Community Survey 5-Year Estimates, City of Passaic, Passaic County, New Jersey, *March 23, 2013*

Maps

Existing Zoning



DATE:	NO.	DESCRIPTION	BY
REVISIONS			

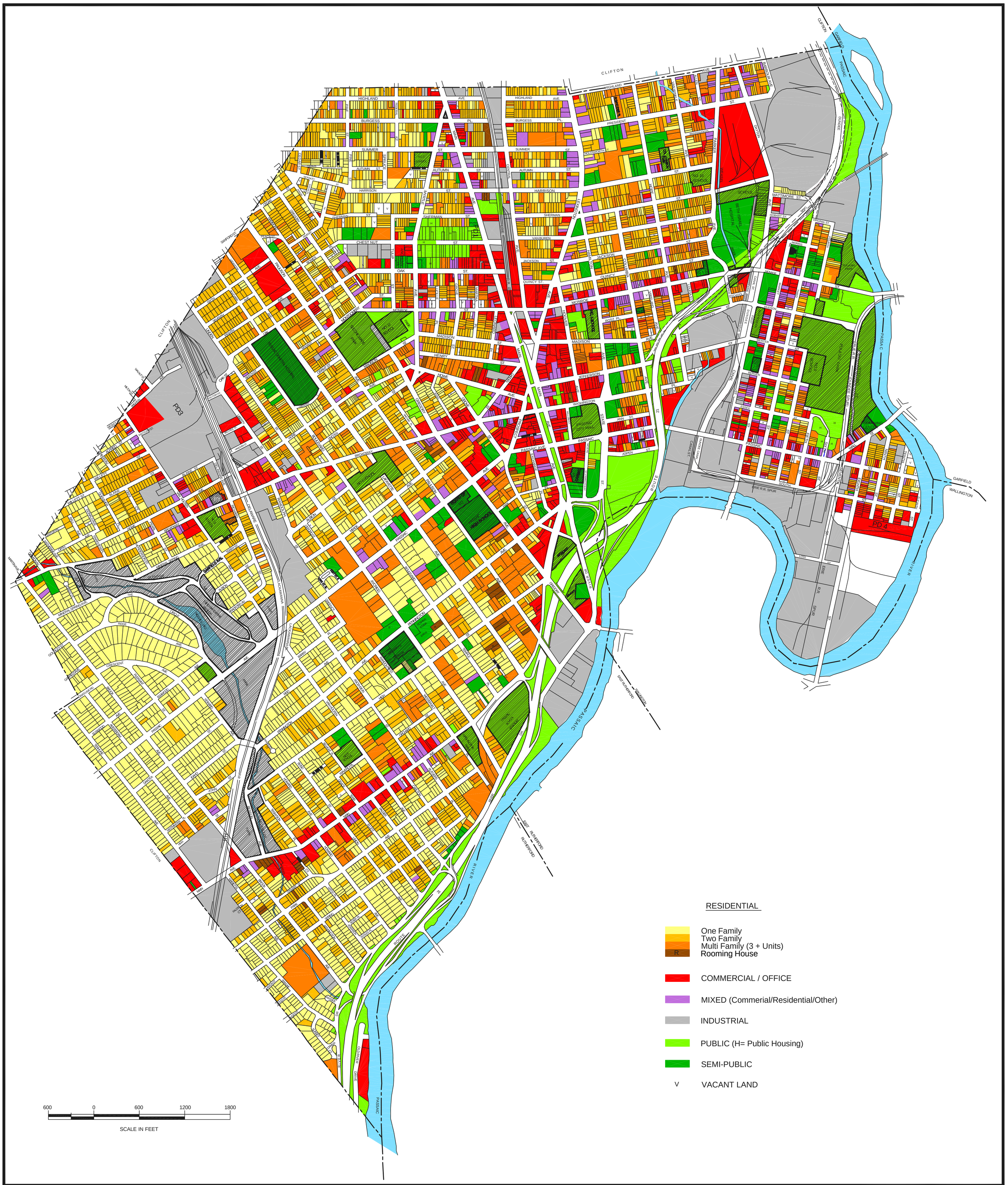
DATE: JULY,2003	SCALE: 1"=600'	DSGN BY:	DRAWN BY:
DWG. NO.: PZM-03	SHEET: 1 OF 1	CHCK BY:	APPROVED BY:

TORMAC CONSULTING INC.
129 Prospect Street, Passaic, NJ 07055
Tel:(973)3402040 Fax:(973)3401215 WWW.TORMACINC.COM
N.J. CERTIFICATED OF AUTHORIZATION No. 24GA28066900
• ENGINEERING • SURVEYING • BUILDING • DESIGN • CONSTRUCTION

CITY OF PASSAIC
PASSAIC COUNTY - NEW JERSEY
MAYOR: Samuel "Sammy" RIvera

ZONING MAP

Existing Land Use



DATE:	NO.	DESCRIPTION	BY

REVISIONS

DATE: JULY,2003	SCALE: 1"=600'	DSGN BY:	DRAWN BY:
DWG. NO.: ELUM-03	SHEET: 1 OF 1	CHCK BY:	APPROVED BY:

TORMAC CONSULTING INC.

129 Prospect Street, Passaic, NJ 07055
Tel:(973)3402040 Fax:(973)3401215 WWW.TORMACINC.COM
N.J. CERTIFICATED OF AUTHORIZATION No. 24GA28066900

▸ ENGINEERING ▸ SURVEYING ▸ BUILDING ▸ DESIGN ▸ CONSTRUCTION

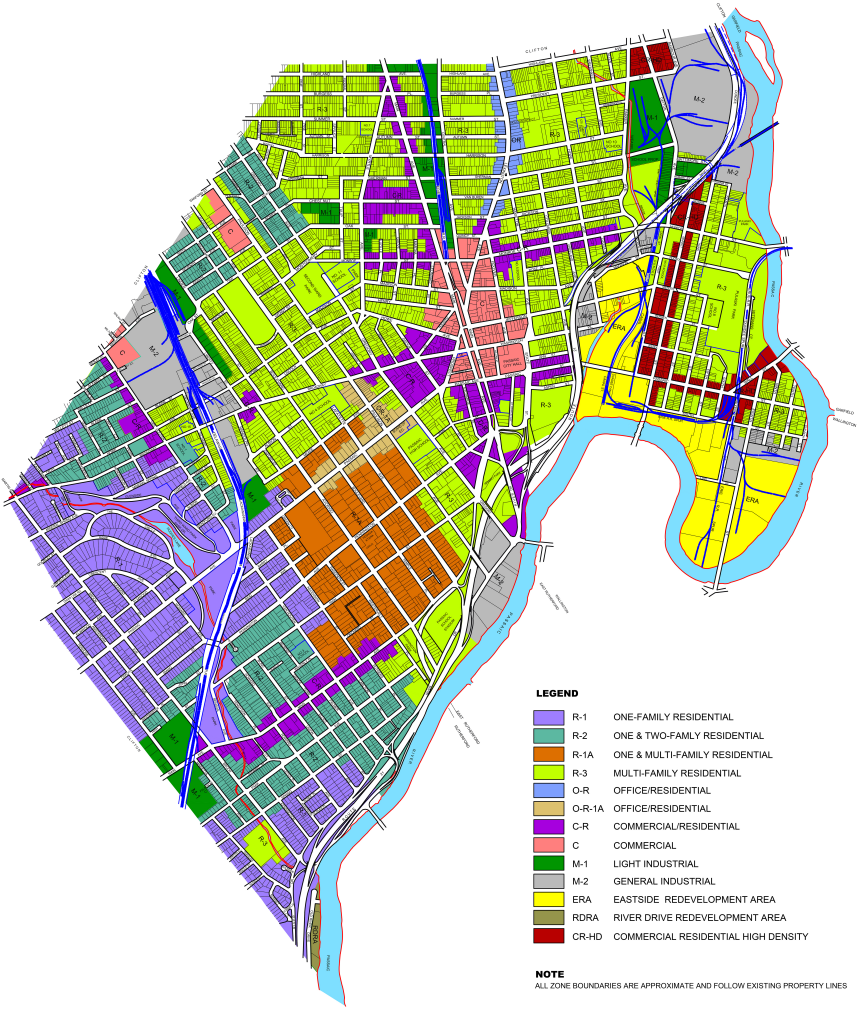
CITY OF PASSAIC

PASSAIC COUNTY - NEW JERSEY

MAYOR: Samuel "Sammy" Rivera

EXISTING LAND USE MAP

Proposed Zoning


CLIFTON
CLIFTON
CLIFTON

Vacant Land



CITY OF PASSAIC

VACANT LAND

PASSAIC COUNTY • NEW JERSEY

CITY OF PASSAIC	
PREPARED BY: RICARDO FERNANDEZ, PP/AICP LIZ BERMEK, PE/CME	DATE: JULY 2013

Park Land



KEY	NAME	LOCATION
1	Rt. 21 & Monroe Street	Monroe Street & Dayton Street
2	North Pulaski	Monroe Street
3	Casimir Pulaski (First Ward)	Fourth Street & Mercer Street
4	Monsignor Kowalczyk (Dundee Island)	Veterans Court
5	Wall Street Pocket	Wall Street & Passaic Street
6	Columbia Park	Columbia Avenue
7	Armory Park	Main Avenue & Prospect Street
8	Schevchenko Park	Main Avenue & Aycrigg Avenue
9	Col. Johnson Memorial	Harrison Street
10	Carnie Gragg	Main Avenue & Burgess Place
11	Latona Griffin Memorial	Harrison Street & Spruce Street
12	Christopher Colombus (Second Ward)	Paulison Avenue, Montgomery St. & Madison St.
13	Veteran's Memorial (Third Ward)	Passaic Avenue, Van Houten Avenue, Main Avenue & Brook Avenue

CITY OF PASSAIC

MUNICIPAL PARKS

PASSAIC COUNTY • NEW JERSEY

CITY OF PASSAIC

PREPARED BY:

RICARDO FERNANDEZ, PP/AICP

LIZ BERMEK, PE/CME

DATE:

JULY 2013

Existing Urban Enterprise Zone District



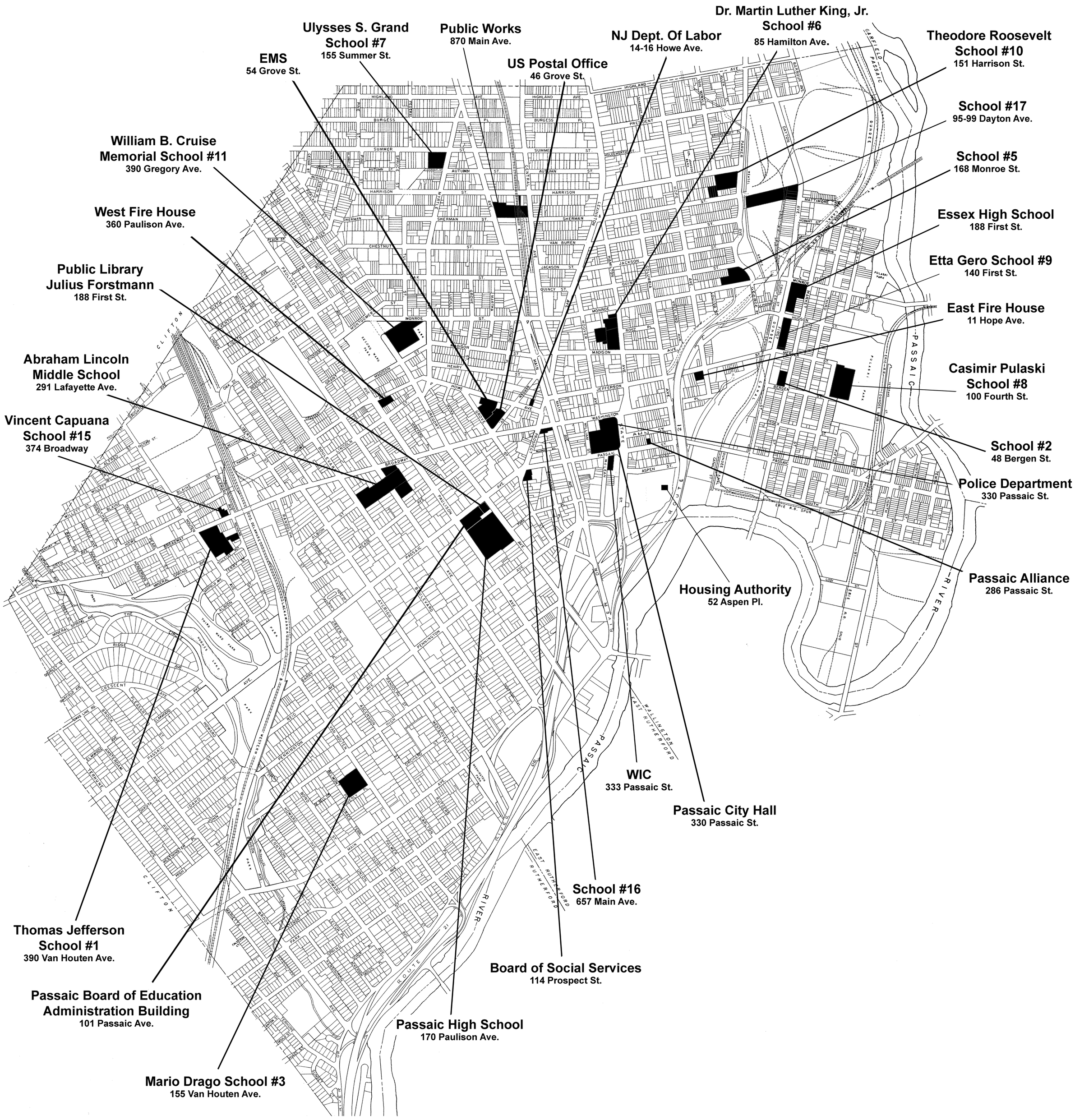
CITY OF PASSAIC

UEZ MAP

PASSAIC COUNTY • NEW JERSEY

CITY OF PASSAIC	
PREPARED BY:	DATE:
RICARDO FERNANDEZ, PP/AICP LIZ BERMEK, PE/CME	JULY 2013

Existing and Proposed School Sites and Governmental Sites



CITY OF PASSAIC

PUBLIC SCHOOLS & GOVERNMENT SITES

PASSAIC COUNTY • NEW JERSEY

CITY OF PASSAIC

PREPARED BY:	DATE:
RICARDO FERNANDEZ, PP/AICP LIZ BERMEK, PE/CME	JULY 2013