

Amendment to the Master Plan
TOWNSHIP OF HANOVER

Prepared pursuant to Article 3 (N.J.S.A. 40:55D-28)
of the New Jersey Municipal Land Use Law

Adopted by the Hanover Township Planning Board
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1.0 INTRODUCTION

This report examines the existing I-3 Industrial district and an adjacent parcel classified R-15 and recommends the zoning be changed to accommodate a variety of retail and professional office space, with the potential for a residential component. The new Town Center Zone District, hereinafter *Town Center*, comprises approximately 86 acres and is situated in the geographic core of Hanover Township. This new district is also intended to preserve vibrant open space and provide public access to the Whippany River.

2.0 THE STUDY AREA

The *Study Area* consists of the following parcels (Exhibit 1):

- Block 3801, Lots 1, 2 & 3
- Block 3802, Lot 1
- Block 4101, Lots 1 & 23
- Block 4301, Lot 8

The area in question is generally situated between Whippany Road and Parsippany Road to the east, South Jefferson Road to the west, Eden Lane to the south and the Morristown & Erie Railroad line and Legion Place to the north (Exhibit 2). The *Study Area* consists primarily of the former Whippany Paper Board Company site, which ceased operations in 1980. All but two buildings utilized for the former paper operations including the wastewater treatment plant have been razed. A water tower that served the mill facility still stands on Lot 23 north of the railroad tracks. There was extensive site contamination resulting from the prior industrial operation although remediation efforts have been initiated in recent years.



I-3 ZONE – FORMER WHIPPANY PAPER BOARD CO. SITE: VIEW SOUTH FROM LEGION PLACE

The terrain is generally flat throughout the *Study Area* except to the north where an increase in elevation by some 35 feet occurs from the base of Lot 23 to its highest point at Legion Place. The Whippany River traverses the southerly portion of the site in a southwest-to-northeast direction. The Eden Mill Dam was installed in the Whippany River during the days of the paper mill operation to create a pond, approximately 8 acres in area, to supply water for the paper mill's operations. The dam and pond still exist on Lot 2 as seen on the cover page of this Report.

Access to the *Study Area* is gained via Eden Lane, a two-lane road linking Whippany Road to South Jefferson Road. The area in question also has several hundred feet of frontage on South Jefferson Road however the presence of freshwater wetlands interspersed throughout the wooded portion of the westerly 10 acres reduces the viability of creating a new entry point at this location.



EDEN LANE: VIEW EAST FROM SOUTH JEFFERSON ROAD INTERSECTION

Lot 1 in Block 4101 has 47 feet of frontage on Parsippany Road where a paved access road is positioned between the Whippany River and the aforementioned railroad tracks.



ACCESS ROAD TO BLOCK 4101, LOT 1 – VIEW WEST FROM PARSIPPANY ROAD

A private street known as Rosin Road intersects with South Jefferson Road some 1,000 feet north of the *Study Area* providing access to the church and day care facilities and other businesses in this area. This Report recommends the Township explore the possibility of acquiring and widening this private road to provide another means of access to the new district. A railroad crossing would be necessary thus requiring further investigation as to the engineering and legal issues involved.



ROSIN ROAD: VIEW EAST FROM SOUTH JEFFERSON ROAD

3.0 THE SURROUNDING AREA

The new zone takes account of the development pattern of its environs. Over time the core area of the Township has shifted from one characterized by industrial uses to that which reflects residential development, parks and preserved open space.

The predominant land uses bordering the *Study Area* are residential and preserved open space. Central Park is in the PU-Public Uses zone. Adjoining the Park is preserved open space owned by the Township of Hanover through which runs the Joseph Morris Trail, part of the inter-county trail system known as Patriots Path. Further east along Eden Lane is a residential condominium development in the R-M zone, and single-family homes in the R-15 district.



CENTRAL PARK: EDEN LANE AND SOUTH JEFFERSON ROAD

Contiguous to the *Study Area* to the east is an adult assisted living facility known as Arden Court. A wooded parcel separates Arden Court from Our Lady of Mercy Catholic Church and elementary school, which occupies the corner of Eden Lane and Whippany Road.

To the northeast is a six acre undeveloped tract (Block 4301, Lot 6) zoned I-Industrial, however; this land, owned by the New Jersey Conservation Foundation, is preserved open space. Situated between Lot 6 and Whippany

Road is the Oak Ridge residential condominium development. The lands north of the *Study Area* zone consist of the DS-Shopping Center Zone District, which includes the mid-rise Metrowest community center and senior citizen residential complex and, further north, the Pine Plaza shopping center fronting upon Route 10. The adjacent R-15 Zone District along Legion Drive contains single-family homes, the American Legion post from which the street takes its name, and St. Mary's Cemetery.



METROWEST SENIOR HOUSING: VIEW EAST FROM APOLLO ROAD

To the west, along South Jefferson Road, is an I-Industrial zone that is characterized by a mixture of light industrial facilities, office buildings, a church and day care center within adjoining converted industrial buildings, the regional distribution center of the U.S. Post Office, and single-family dwellings. (Exhibit 3)

4.0 PURPOSE OF NEW ZONE

The Town Center Zone District is designed to achieve the following objectives:

- To phase out industrial zoning within the core area of the Township and to create a new multi-use zone providing a more compatible development pattern with surrounding residential neighborhoods.

- To integrate the Whippany River and open waters on the former paperboard mill site into the new district's site amenities and to incorporate these features into the Township's open space network and pedestrian corridors.
- To create the nucleus of a potentially larger Town Center District that may eventually expand to include the Township's municipal building and library and other areas appropriate to this purpose.

This new zone is recommended to be a Planned Commercial District thus enabling the tract to be designed and developed in a cohesive fashion, allowing for a range of retail and professional office space, restaurants, and public amenities. Inclusion of a residential component for age-restricted housing is recommended but will of course be subject to a conclusive determination with regard to the site remediation efforts related to the former industrial use. The Planned Commercial District allows for the type of flexibility in site layout this area requires with its distinctive blend of environmentally sensitive features and pockets of industrial contamination.

A Planned Commercial District is defined in N.J.S.A. 40:55D-6 as follows:

"...an area of a minimum contiguous or noncontiguous size as specified by ordinance to be developed according to a plan as a single entity containing one or more structures with appurtenant common areas to accommodate commercial or office uses or both and any residential and other uses incidental to the predominant use as may be permitted by ordinance."

Nonresidential development within the District should not exceed a maximum Floor Area Ratio (FAR) of 0.15. An FAR of 0.15 applied to this 86 acre District would yield some 562,000 square feet of commercial space, which, given the limitations imposed by the characteristics of the site including the presence of freshwater wetlands, the river corridor, the active rail line and in consideration of the relatively limited options for vehicular access to the Township's road network, is appropriate, particularly with a residential component as described below. To ensure the diversity desired for the Town Center, the general category of retail uses and those classified

under the category of office use should each not exceed sixty (60) percent of the total FAR for the entire District.

It is recommended that the residential portion be designed as townhouse units for an age-restricted population of 55 years of age and older and should not exceed forty (40) percent of the total land area of the District. A maximum density of 1.8 units per acre (gross acreage of the District) is recommended. As such this would permit approximately 155 dwelling units.

The development criteria established for the B-P and RM-2 zone districts in **Chapter 166, Hanover Township's Land Use and Development Ordinance** should be the point of reference in creating the basic parameters of the *Town Center* although deviations from the strict lot area and bulk standards would be permitted in accordance with the provisions of a Planned Commercial District. Maximum impervious coverage, including building coverage, should not exceed sixty-five (65%) percent of the gross acreage within the District. Maximum height of buildings, both residential and commercial, should be limited to the two-to-three story range.

Provisions should be included in the development regulations to permit passenger-related facilities associated with the rail line. This would allow for passenger platforms and similar structures that would support and strengthen the *Town Center* particularly with regard to the special event programs conducted by the railroad company.

4.1 THE NEED FOR CHANGE

The **2004 Master Plan Reexamination Report** identifies the central location of the former Whippany Paper Board Co. site as its positive feature and contrasts this to "...potential flex warehouse..." as the existing negative condition. Regarding its vision for this area, the **Reexamination Report** finds "...potential mixed-use town center; open space along Whippany River..." as its objective.¹

¹ **Master Plan Reexamination Report**, prepared by Blais L. Brancheau, PP, AICP, CLA, June 2004.

The *Town Center* district shall replace the existing I-3 industrial zoning affecting Block 3801, lots 1, 2 and 3; Block 3802, Lot 1; Block 4101, Lot 1; and Block 4301, Lot 8. The new district shall also include Lot 23 in Block 4101, presently in the R-15 Residential district because this property has been an integral part of the Whippany Paper Board site as the location of the water tower and will serve as a buffer to the residential neighborhood on Legion Place. While no development activity is expected on this location due to the severity of the slopes, it is anticipated that the land area may be utilized for purposes of calculating Floor Area Ratio (FAR) and residential density within the new zone. Lot 1 in Block 3801 is also included in the new zone although it is recognized that this property comprises the right-of-way for the Morristown & Erie Railroad line, which remains in active use for passenger and freight rail operations.

The purpose of the *Town Center* zone is to create a focal point in the geographic center of the Township. It is intended to replace the industrial zoning, which is not compatible with the surrounding residential neighborhoods and the network of preserved open space and parkland that has evolved along its boundaries. The new zone should be designed in accordance with a comprehensive plan for the entire district with regard to the location of buildings, parking, public open space – including public access to the Whippany River, vehicular and pedestrian circulation networks, utilities, stormwater management, and related site improvements.

The concept for establishing a Town Center has its origins in the work done by the Planning Board and its professionals in recent years, as reflected in the “Key Issues and Key Strategies” section of the **2004 Master Plan Reexamination Report**. Of particular relevance are the following:

- Enhance character of township: create central focal points within Hanover to serve as “Areas for Commerce”
- [B]e environmentally responsible to Hanover’s residents today and tomorrow – preserve and/or restore land for improved water quality and increased recreational use.
- [O]ptimize retail development in a township with limited infrastructure: Develop ordinances that support the growth of “traditional” retail establishments to complement the

Township's environment versus "modern trade" which may require major support infrastructure (roadways and land).

- Address housing needs for aging population: Expand opportunity for senior and age-restricted housing.
- Address potential further decline in industrial activity: Establish pathways to transition to more environmentally friendly and/or professional use²

4.2 THE NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN

The *Town Center* is a logical extension of the commercial node in place at the intersection of Parsippany Road and Mount Pleasant Avenue where there exists several eating establishments, a tavern, retail shops, a beauty salon and a local post office with residential homes forming the outer edge. This relatively small area has some of the basic ingredients of a traditional center. The new zone builds upon the qualities of this compact district by providing for the integration of uses at an appropriate scale and intensity in accordance with one of the key concepts of the **New Jersey State Development and Redevelopment Plan**, which states:

*Development and redevelopment – be it residential, commercial, industrial or institutional – should be planned, designed and constructed to contribute to the restoration and creation of healthy, diverse, environmentally integrated, compact, mixed-use, human-scale communities.*³

Further, the *Town Center* advances at least six of the eight "State Planning Goals"⁴ which are:

- Goal #1: Revitalize the State's Cities and Towns
- Goal #2: Conserve the State's Natural Resources and Systems
- Goal #3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey

² Ibid. pages 4-5.

³ **The New Jersey State Development and Redevelopment Plan**, March 1, 2001, page 6.

⁴ Ibid. Page 7.

- Goal #4: Protect the Environment, Prevent and Clean Up Pollution
- Goal #7: Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value
- Goal #8: Ensure Sound and Integrated Planning and Implementation Statewide

Hanover Township is designated as a Metropolitan Planning Area (PA-1) in the **New Jersey State Development and Redevelopment Plan**. Several key PA-1 Policy Objectives support the change to a mixed-use zone in the heart of the Township. These are:

LAND USE: Promote redevelopment and development in Cores and neighborhoods of Centers and in Nodes that have been identified through cooperative regional planning efforts. Promote diversification of land uses, including housing where appropriate, in single-use developments and enhance their linkages to the rest of the community. Ensure efficient and beneficial utilization of scarce land resources throughout the Planning Area to strengthen its existing diversified and compact nature.

ECONOMIC DEVELOPMENT: Promote economic development by encouraging strategic land assembly, site preparation and infill development, public/private partnerships and infrastructure improvements that support an identified role for the community within the regional marketplace. Encourage job training and other incentives to retain and attract businesses. Encourage private sector investment through supportive government regulations, policies and programs, including tax policies and expedited review of proposals that support appropriate redevelopment.

NATURAL RESOURCE CONSERVATION: Reclaim environmentally damaged sites and mitigate future negative impacts, particularly to waterfronts, scenic vistas, wildlife habitats and to Critical Environmental Sites, and Historic and Cultural Sites. Give special emphasis to improving air quality. Use open space to reinforce neighborhood and community identity, and protect

natural linear systems, including regional systems that link to other Planning Areas.

HISTORIC PRESERVATION: Encourage the preservation and adaptive reuse of historic or significant buildings, Historic and Cultural Sites, neighborhoods and districts in ways that will not compromise either the historic resource or the area's ability to redevelop. Coordinate historic preservation with tourism efforts.

⁵

4.3 THE WHIPPANY RIVER

The *Town Center* recognizes the importance of the Whippany River as a defining characteristic of Hanover Township. The river has been identified as a key component in the Township's open space plan network for many years. A 1953 study proposed much of the area now zoned I-3 to be part of the linear park encompassing the Whippany River.⁶ (Exhibit 4)

Ten years later this concept was still alive as evidenced in the following recommendation for a river park.

Also proposed is a park along either side of the Whippany River throughout its entire length in Hanover. It is becoming increasingly important to preserve the natural amenities of waterways and prevent their pollution. This becomes especially important in Hanover where considerable industrial development has located near the river and where soil conditions and land relief render construction immediately adjoining the riverbank undesirable. The proposed park will provide the necessary protection and permit the development of various types of recreational activities.⁷ (Exhibit 5)

A 1970 report entitled **Open Space Action Recommendation** prepared by the New York based Open Space Institute took note of the earlier

⁵ Ibid. Pages 191-192.

⁶ **Township Of Hanover – A Comprehensive Guide For Development**, by Bagby, Scott and Weaver Pangburn, 1953.

⁷ **A Comprehensive Guide For Development, Township Of Hanover, Morris County, N.J.**, prepared by Robert Catlin and Associates 1963, pages 86-87.

recommendations as it recognized the central role of the river in the overall open space plan.⁸ (Exhibit 6)

Reclaiming public access to the Whippany River and protection of this vital natural resource from the adverse affects of development continue to be an essential element of the Township's planning objectives. The **January 2001 Open Space And Recreation Plan** includes the following policy:

*The Whippany River provides enjoyment for local residents for passive recreation. Management of the watershed leads to a natural resource that would provide environmental, economic and aesthetic benefits. These benefits include diverse fish communities, habitat for wildlife, clean water supplies and recreational opportunities. THE WHIPPANY RIVER WATERSHED ACTION NOW STRATEGY identified six tasks for the Whippany River watershed: public health, public education and outreach, research and evaluation, maintenance of the watershed, improvement of the watershed; and watershed management planning and implementation. Protection of a riparian corridor around the River will provide a buffer habitat and runoff from surrounding development. Hanover Township is currently trying to protect the land surrounding the River near Central Park, but more of its corridor needs conservation.*⁹

This Master Plan Amendment recommends any development scheme for the new district incorporate a public walkway along the Whippany River protected by an easement or secured through dedication. A "greenway" will not only invite people into the *Town Center*, it is consistent with the "Action Program and Recommendations" of the aforementioned **Open Space And Recreation Plan**¹⁰. Greenways, in the words of the **New Jersey State Development and Redevelopment Plan** are "...corridors of protected open space managed for conservation and recreation purposes. They often follow

⁸ **Open Space Action Recommendation, Prepared for the Conservation Commission Hanover Township, New Jersey**, by William G. Baranyay, Open Space Institute, January 1970.

⁹ **Open Space And Recreation Plan For Township of Hanover "The Valley of the Whippanong"**, by Morris Land Conservancy and the Hanover Township Open Space Committee, January 2001, page 21.

¹⁰ *Ibid.* Pages 29-31.

natural land and water features and link nature reserves, parks, cultural features and historic sites with each other and with populated areas.”¹¹

The importance of creating and preserving such corridors is eloquently expressed in the Township’s **Open Space And Recreation Plan** as follows:

The population in Hanover continues to increase. Vacant lands are being replaced with commercial and high-density residential development. Lack of access to the natural world by people leads to indifference and apathy.

Greenways that connect these sanctuaries of nature have human benefits as well. These natural pathways link people to the “great outdoors.” “Green sidewalks” invite people to explore the natural world and bring natural resources closer to their homes. This feature becomes increasingly important as a community becomes more urban. To continue to devote public tax dollars to acquire and manage natural sites, citizens must realize some benefit. The more experience and understanding of the natural world people gain, the more likely they will continue to support the protection of natural recreation areas. People will develop an “outdoor ethic” of respect and appreciation for natural areas and will begin to adopt voluntarily stewardship functions that will sustain these areas into the future. Access to “wilderness” areas is important to increase public support. This support will be necessary to maintain the integrity of these areas into the future.

Important ecosystems are fragmented, limiting the integrity of these areas as wildlife habitat. The Township’s primary wildlife habitats include the Whippany River, Troy Meadows, Passaic Meadows, Lee Meadows and Black Meadows. All of these natural features are distinct areas surrounded by development or threatened by development. The River suffers from dense development, often right up to the water’s edges. Riparian buffers along water corridors are needed to protect the water quality. Greenways, or natural corridors that link larger ecosystems, promote the health of living resources. Plants and

¹¹ **The New Jersey State Development and Redevelopment Plan**, March 1, 2001, page 87.

*wildlife need to migrate to build stronger resistance to disease. If other organisms are inaccessible, wildlife will breed with family members and produce less diverse, more vulnerable offspring.*¹²
(Emphasis added.)

5.0 INDUSTRIAL ZONING IN HANOVER

5.1 INVENTORY

Hanover Township has an abundance of land zoned for industrial use. As seen in Table 1 there are nine separate industrial zones established in **Chapter 166**, the Township's **Land Use And Development Ordinance**. Combined, the total acreage zoned for industrial-related land use activities equal 1,938 acres, or 28 percent of the total land area in Hanover Township. The I-3 zone constitutes only four percent of the total industrial zoning in the Township, consequently the shift of 82 acres (excluding Lot 23) from industrial to mixed use does not adversely affect the balance of land use districts established in the Township's overall zone plan.

¹² **Open Space And Recreation Plan For Township of Hanover "The Valley of the Whippanong"**, by Morris Land Conservancy and the Hanover Township Open Space Committee, January 2001, pages 23-24.

TABLE 1
HANOVER TOWNSHIP: INDUSTRIAL ZONE DISTRICTS

ZONE DESIGNATION	PERMITTED USES	ACRES (APPROX.)
I	All uses in OB-RL zone; Planned Industrial Developments	503
I-2	All uses in OB-RL zone; Planned Industrial Developments	14
I-3	Professional, executive or administrative offices, limited industry, warehousing or wholesale distribution, research laboratories. All uses permitted in the OB-RL zone also permitted.	82
I-4	Light industrial, flex buildings (for light industrial, offices, and research labs), warehouses and distribution facilities, administrative, business and professional offices, research labs, child-care centers, public and quasi-public uses.	39
I-5	Industrial uses, administrative, business and professional offices, research laboratories, hospitals and nursing homes, indoor physical fitness facilities, child-care centers.	751
I-B: Industrial-Business	Sales and service establishments; business and professional offices, hospitals and state-licensed nursing homes, research laboratories, industrial operations, indoor physical fitness facilities, recreational and open-air uses.	145
I-B2: Industrial Business	Uses permitted in I-B district, self-service storage facility, furniture stores, child-care centers	6
I-P: Industrial Park	Professional, executive or administrative office purposes, hospitals, state-licensed nursing homes, indoor fitness facilities, Planned Industrial Developments	254
I-P2: Industrial Park	Industrial and manufacturing, administrative, business and professional offices, research labs, hospitals and nursing homes, indoor physical fitness facilities, child-care centers	144
TOTAL		1,938

5.2 CHANGING CHARACTER OF INDUSTRIAL AREAS

The **2004 Master Plan Reexamination Report** has determined that the nature of development in the industrial districts of the Township is changing. It states:

Industrial development has been fairly limited in the industrial districts since 1997, although two applications were filed recently for flex office-warehouse developments in the Township. Instead, development activity in the industrial districts has largely been for office buildings and a variety of other non-industrial uses, including cellular telecommunications, houses of worship, indoor physical fitness facilities, child care centers, adult day care centers, banks, etc. Several former industrial properties have fallen into or remain in a state of disrepair, have been abandoned or have been demolished.¹³

Indeed a number of the above-referenced conditions are found in the I-Industrial district on South Jefferson Road in proximity to the *Study Area*.

5.3 ORIGIN AND EVOLUTION OF INDUSTRY IN THE TOWNSHIP

The early industrial operations in the Township were located along the river. This was certainly true of the mills that manufactured paper, which is reported to have commenced as early as 1791. One local historian describes the prominent role played by the area in question.

Downstream [on the Whippany River] was Phoenix Mill. Later it became known as Eden Paper Works. Then it came to be called Diamond Paper Mills. Eventually it became Eden Mill.

In 1844 Phoenix Mill was owned by partners Gaunt and Derrickson. In 1853 it was rebuilt and renamed Eden Paper Works. In 1861 Daniel Coghlan became owner of the Eden Mill. In 1884 it was taken over by Andrew B. Coghlan and became known as Diamond Paper Mills. In 1890 it was purchased by

¹³ **Master Plan Reexamination Report**, prepared by Blais L. Brancheau, PP, AICP, CLA June 2004, page 6.

Robert McEwan and again came to be called Eden Mill. In 1904 ownership passed to five of his sons doing business as McEwan Brothers, Inc. (Robert McEwan and his wife, Sarah had eight sons and a daughter. Five of their sons ran the paper mills in Whippany and two other sons started another paper mill in Newark, called the Newark Paper Box Company.) Eventually the mill was passed on to the McEwan brothers' children who ultimately sold it. In 1947 it was purchased by seven Desiderio brothers doing business as Whippany Paper Board company, Inc., the last owners of the paper mills in Whippany. In 1980 it closed forever.

Eden Mill constantly expanded throughout its existence and eventually grew to be the biggest mill in Whippany. The last building erected at Eden Mill was completed in 1957 to house two huge, modern paper-making machines. In 1959 a state-of-the-art waste water treatment plant was built on-site. Eden Mill was accessed from Thomas Street, which eventually became Parsippany Road, by railroad, and via Eden Mill Lane. Eden Mill Lane used to connect Whippany Road and Mt. Pleasant Avenue. It went over a river bridge, through the mill property, and over a railroad bridge. One end of what used to be called Eden Mill Lane is now known as Eden Lane and the other end came to be called Legion Place. Both the Eden Mill river bridge and the railroad bridge have long since been razed and removed.¹⁴

One can still see the remnants of the bridge embankment just below Legion Place in the photograph, below. The water tower, on Lot 23, is visible in the background. This **Amendment to the Master Plan** recommends serious consideration and study be devoted to reestablishing this connection, however; in its modern version, it would take the form of a pedestrian bridge over the railroad tracks linking the *Town Center* with the land area to the north.

¹⁴ **A Place Called Whippany**, by Fariello, Leonardo Anthony, 1998, pages 26-27.



BRIDGE EMBANKMENT ON LOT 23: VIEW NORTHEAST

Industry continued to be essential in the Township but moved from dependence upon the river for power and transportation to the highways. The **1963 Comprehensive Plan** offered the following view:

Some 976 acres or 14 per cent of the total Township area is in industrial use. Originally, the Township's industrial development was located principally in a broad belt along the Whippany River and the freight railroad. Considerable development has now spread to other areas including Route 10 and Hanover Avenue. Some of the more recent industrial growth has been of the research laboratory type.¹⁵

Subsequent to the closing of the Whippany Paper Board Company operations, the *Study Area* was rezoned to a Planned Unit Development Zone District in accordance with the recommendations of the September 22, 1988 amendment to the Township's Master Plan. In calling for a change from the Planned Industrial District (PID), to a PUD where a mix of residential and commercial space was envisioned, the Master Plan amendment stated:

This is a 65 acre area located in the geographic center of Hanover Township and was formerly owned and operated by the Whippany Paper Board Company. This use has been abandoned

¹⁵ **A Comprehensive Guide For Development, Township Of Hanover, Morris County, N.J.**, prepared by Robert Catlin and Associates 1963, page 15.

which offers an opportunity to plan and zone this Hanover Center for a Planned Unit Development. (PUD).

It is proposed that PUD be created which will require that this property be developed as a single entity according to a plan which shall contain, among other things, multi-family structures including single-family attached housing, office building development, retail stores and shops primarily designed to serve the area and preservation of environmentally sensitive areas through open space.¹⁶

The Report went on to describe the nature of a PUD and offered quite specific recommendations regarding residential density (8 dwelling units per acre for that portion of the tract delineated for residential use), FAR of 0.35 for the office building component, and a FAR for retail stores related to the scale of the residential development. The PUD Zone District was adopted in August 1990 in Township Ordinance No. 35-90. In 1993 the PUD district was replaced by a new I-3 Industrial Zone District.

In 1997, the **Report On The Reexamination Of The Master Plan And Development Regulations** offered a cursory explanation for this reversal. The Report stated, in part:

The site of the abandoned Whippany Paper Board Company facility on Eden Lane and the Whippany River was proposed to be changed from an I-Industrial zone to a new planned unit development (PUD) zone. The PUD zone was designed to allow a mixture of uses, including various residential uses, offices, retail shops and open space areas to protect environmentally sensitive areas. The non-residential uses were to be generally located in the western portion of the tract, and the residential uses were to be located in the eastern portion.

A PUD zone designation was subsequently adopted for this property. Further analysis of the site and market constraints,

¹⁶ **Amendment to The Township Of Hanover Master Plan**, dated September 22, 1988, page 4.

however, has resulted in a change to an I-3 Industrial designation for the property.¹⁷

The Master Plan did not offer specific details as to what the site analysis determined and what market constraints argued against the mixed-use zone in place. The **Master Plan Update** that accompanied the 1997 **Reexamination Report** was equally brief in addressing this change although it did continue to call for the redevelopment of certain underutilized sites, including the tract containing the former Whippany Paper Board Company.¹⁸

Following the rezoning to I-3, site plan approval for 750,000 square feet of office space was secured for the former Whippany Paper Board Co. site in 1999, however; the office complex was never built.

6.0 CONCLUSION AND RECOMMENDATIONS

This amendment to the Hanover Township Master Plan significantly advances the recommendation of the **2004 Master Plan Reexamination Report** with respect to the need to bring a more diverse and compatible planning concept to the geographic core of the Township. It advances the goals of the **New Jersey State Development and Redevelopment Plan** and the long-held planning objectives to end the isolation of the general public from the Whippany River in this historically significant location of the Township.

It is the recommendation of this Amendment to the Land Use Plan Element of the Master Plan for Hanover Township that a new zone be created and identified as the Town Center Zone District. The new zone (Exhibit 7) shall replace the I-3 Zone District in order to effectuate the planning purposes set forth herein and as summarized below.

¹⁷ **Report On The Reexamination Of The Master Plan And Development Regulations**, adopted October 1996; revised June 1997, prepared by Blais L. Brancheau, PP, AICP, CLA, page 7.

¹⁸ **Master Plan Update**, June 1997, prepared by Blais L. Brancheau, PP, AICP, CLA, page 28.

1. Replace the industrial district known as the I-3 zone with a new Town Center Zone District with FAR and density standards appropriate to the area in question.
2. Utilize the flexibility afforded by the Planned Commercial District approach to concentrate development away from the District's natural resources i.e. the woods, the freshwater wetlands, the open waters and the Whippany River.
3. Incorporate a "greenway" along the Whippany River as part of the comprehensive plan for the District.
4. Explore new opportunities for pedestrian and vehicular access to the District including a pedestrian bridge over the railroad tracks to link the Town Center Zone District to the Metrowest complex and points north and the acquisition of Rosin Road to become part of the Township's road network in order to connect the Town Center with South Jefferson Road.

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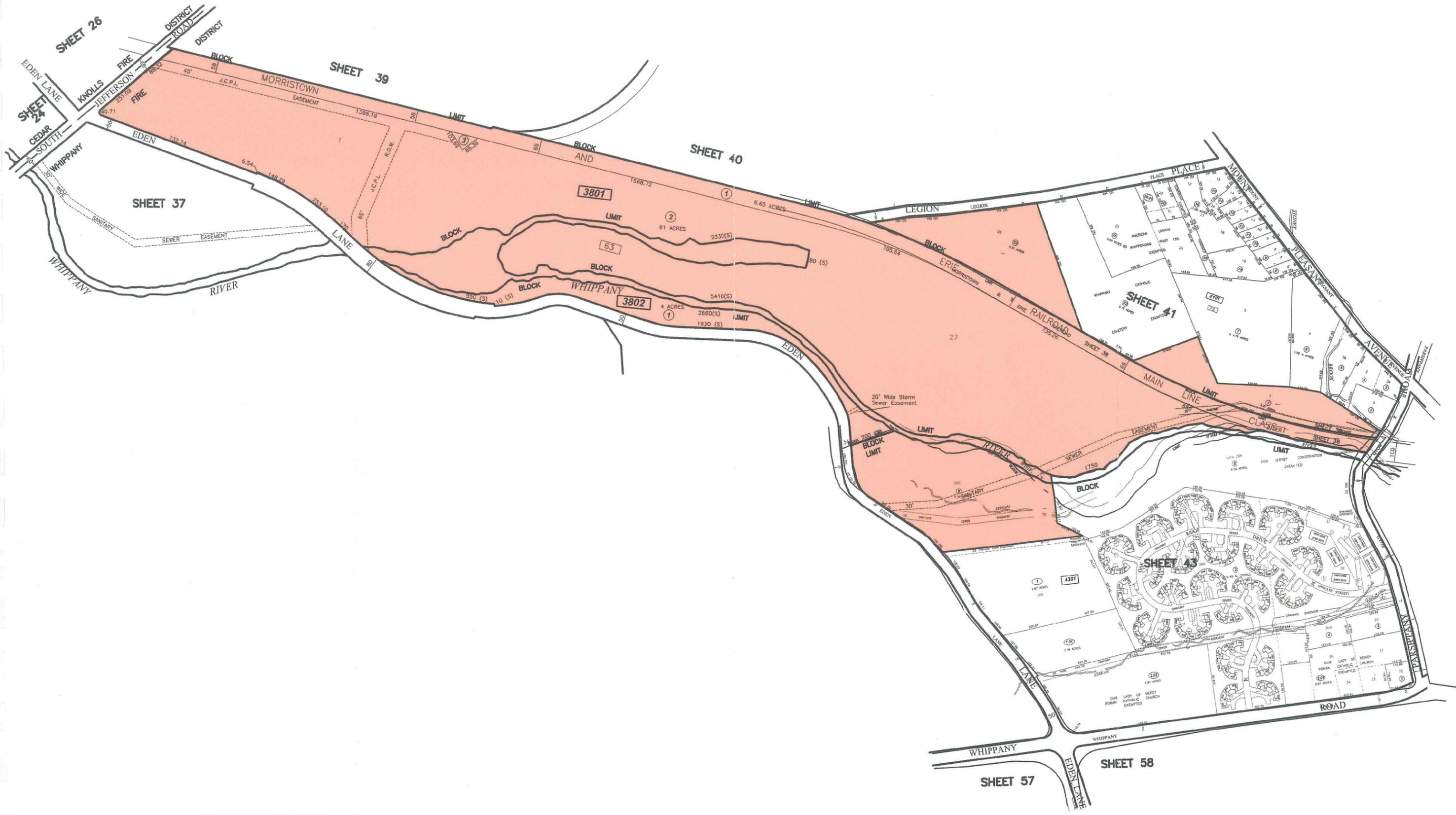


Exhibit 1 - Study Area
 Lanover Township
 Morris County, NJ
 June 22, 2004

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Exhibit 2 - Proposed Town Center Zone
Hanover Township
Morris County, NJ
June 22, 2004

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Aerial Photo Source: State of New Jersey, Office of Information Technology
New Jersey 2002 High Resolution Orthophotography captured during February-April, 2002

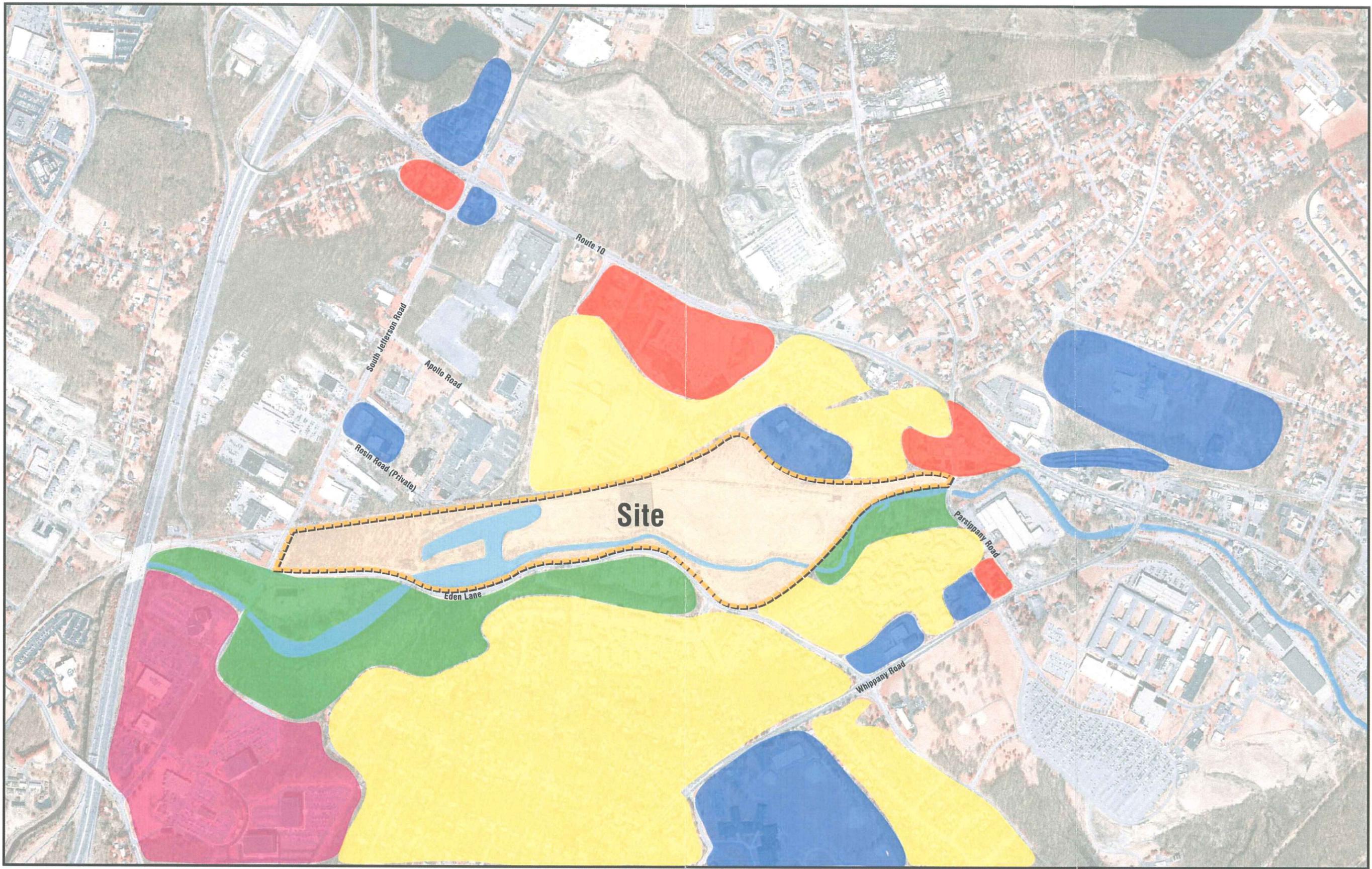
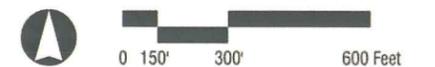


Exhibit 3 - Existing Land Use Pattern
Hanover Township
 Morris County, NJ
 June 22, 2004

- | | |
|---|--|
| Residential | Open Space |
| Office | Public / Quasi-Public |
| Commercial / Retail | Whippany River |

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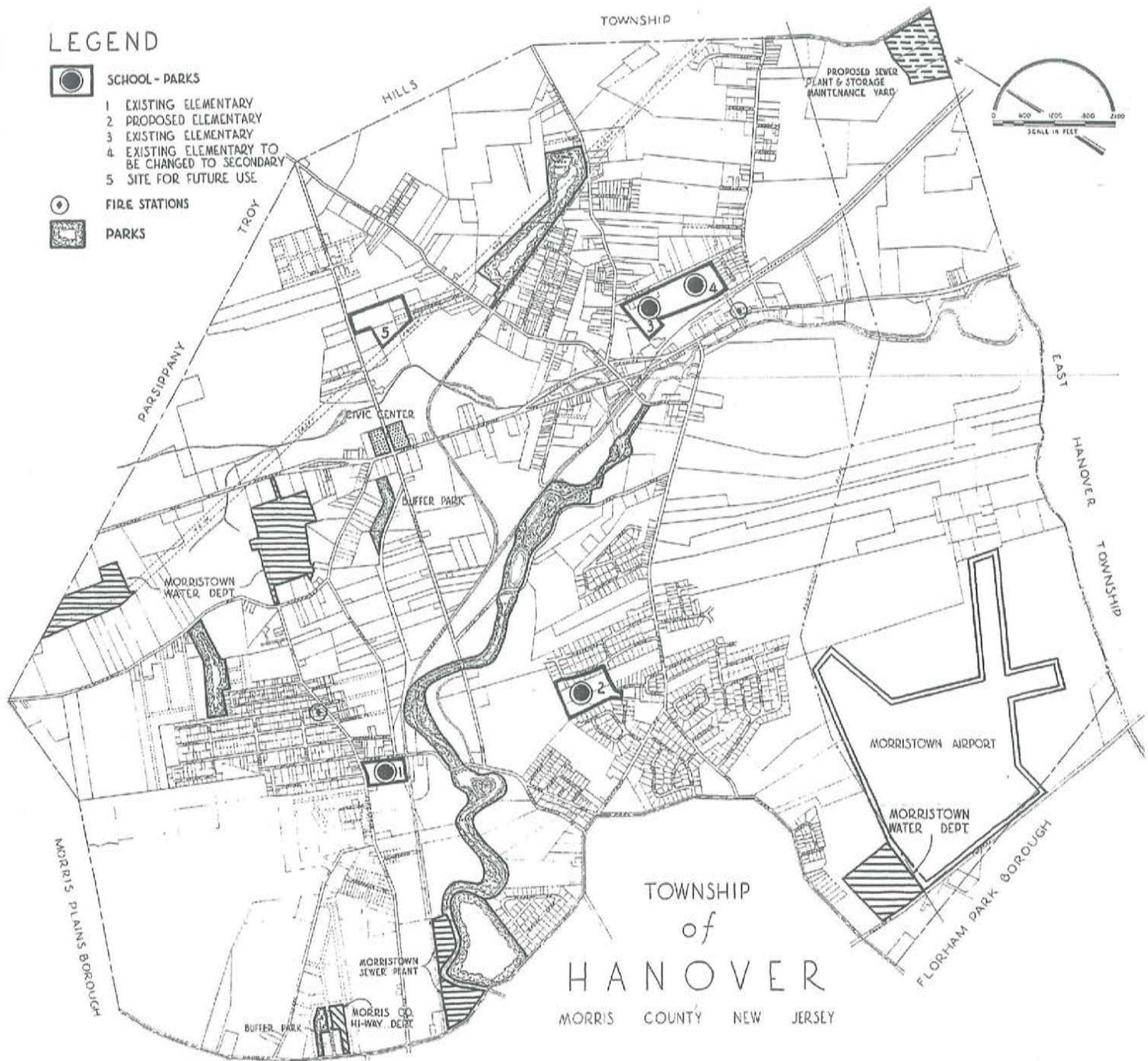


Aerial Photo Source: State of New Jersey, Office of Information Technology
 New Jersey 2002 High Resolution Orthophotography captured during February-April, 2002

SCHOOLS PARKS AND PUBLIC LANDS

LEGEND

-  SCHOOL - PARKS
 - 1 EXISTING ELEMENTARY
 - 2 PROPOSED ELEMENTARY
 - 3 EXISTING ELEMENTARY
 - 4 EXISTING ELEMENTARY TO BE CHANGED TO SECONDARY
 - 5 SITE FOR FUTURE USE
-  FIRE STATIONS
-  PARKS



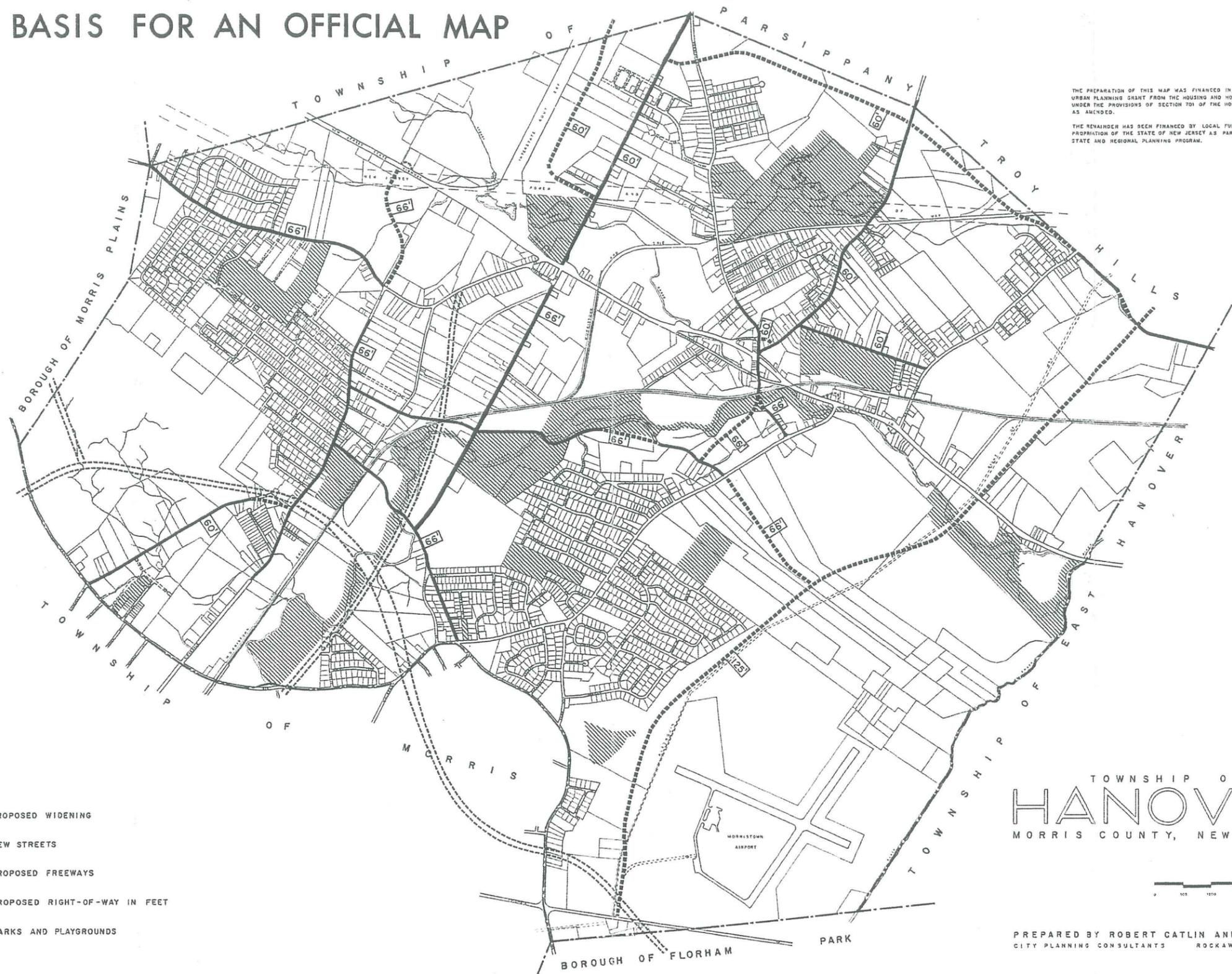
PREPARED by SCOTT BAGBY and WEAVER PANGBURN, PLANNING CONSULTANTS — UPPER MONTCLAIR, N.J.

Exhibit 4 - 1953 Planning Study
Hanover Township
 Morris County, NJ
 June 22, 2004

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BASIS FOR AN OFFICIAL MAP



THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

THE REMAINDER HAS BEEN FINANCED BY LOCAL FUNDS AND BY AN APPROPRIATION OF THE STATE OF NEW JERSEY AS PART OF THE EXPANDED STATE AND REGIONAL PLANNING PROGRAM.

- PROPOSED WIDENING
- - - - - NEW STREETS
- · · · · PROPOSED FREEWAYS
- 66' PROPOSED RIGHT-OF-WAY IN FEET
- ▨ PARKS AND PLAYGROUNDS

TOWNSHIP OF
HANOVER
 MORRIS COUNTY, NEW JERSEY



PREPARED BY ROBERT CATLIN AND ASSOCIATES,
 CITY PLANNING CONSULTANTS ROCKAWAY, NEW JERSEY

BASED UPON A MAP PREPARED BY TOWNSHIP ENGINEER SCOTT C. STEFANICK

Exhibit 5 - 1963 Planning Study
Hanover Township
 Morris County, NJ
 June 22, 2004

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LEGEND

SUGGESTED ACQUISITION PRIORITIES

-  **A** - CENTRAL PARK
-  **B** - WHIPPANY RIVER
-  **C** - BLACK MEADOWS
- D** - OTHER AREAS - SEE TEXT

TOWNSHIP OF
HANOVER
 MORRIS COUNTY, NEW JERSEY



Exhibit 6 - 1970 Planning Study
Hanover Township
 Morris County, NJ
 June 22, 2004

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ZONING MAP

TOWNSHIP OF
HANOVER
MORRIS COUNTY, NEW JERSEY
FEBRUARY, 2004

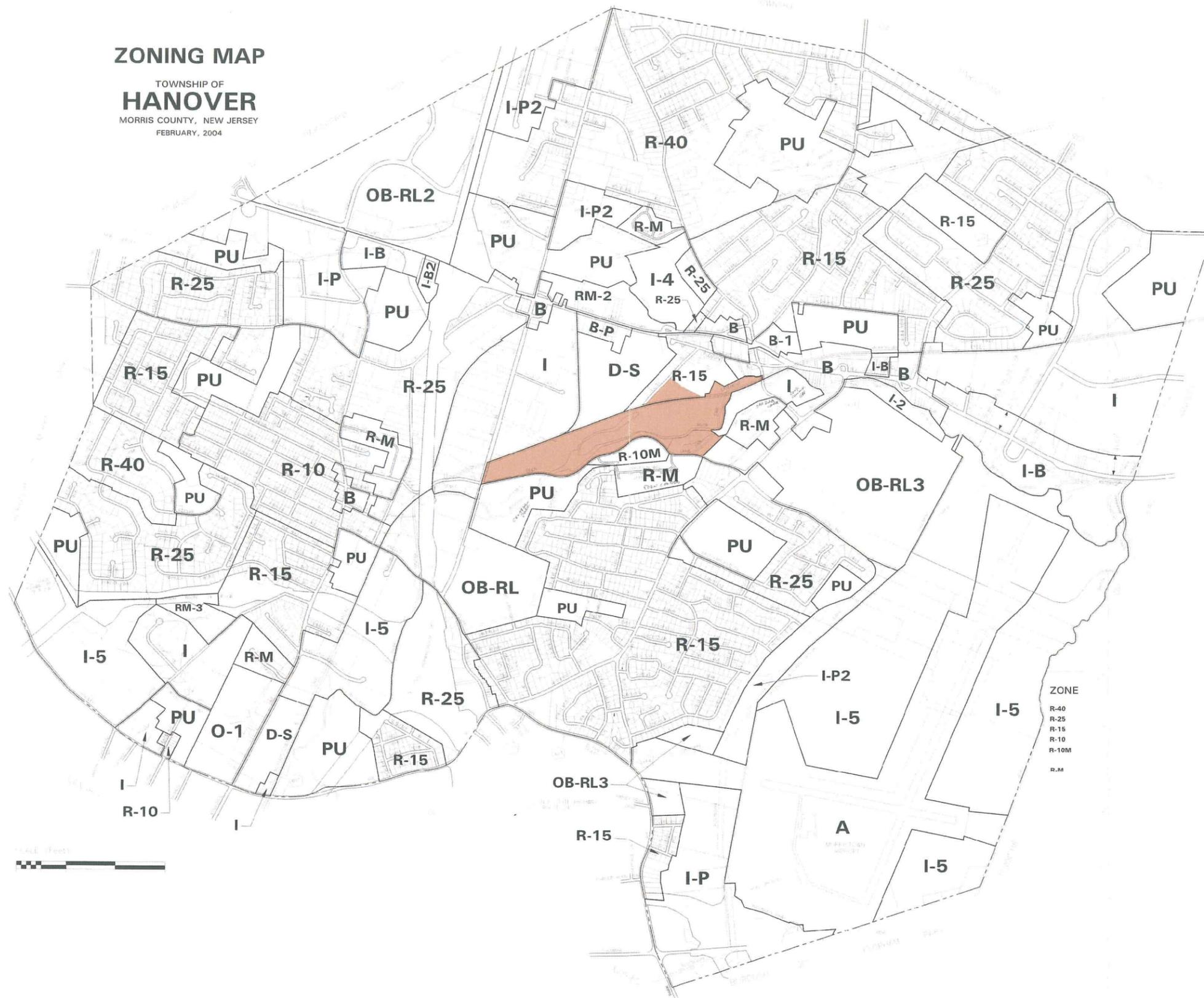


Exhibit 7 - Proposed Land Use Plan
Hanover Township
Morris County, NJ
June 22, 2004

 **Town Center Zone**

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