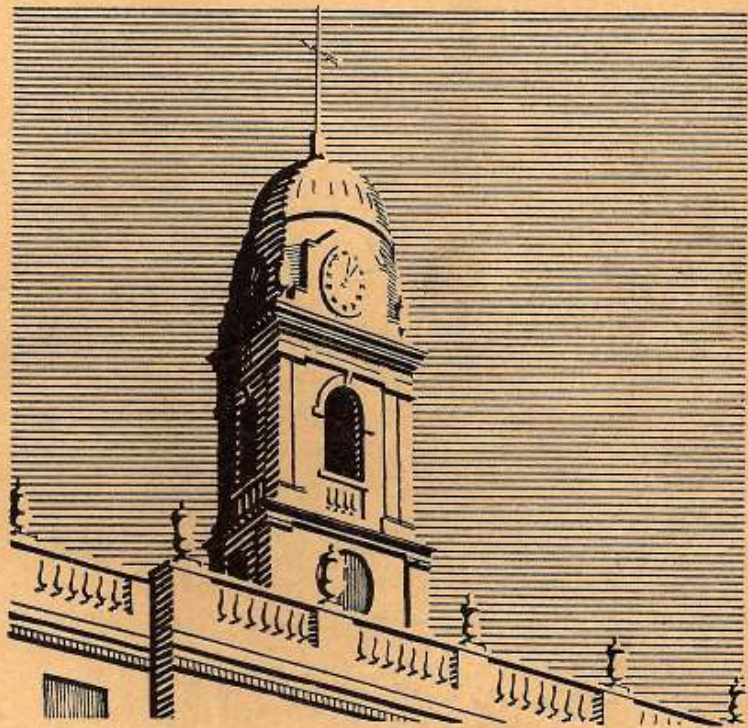




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EAST ORANGE

NEW JERSEY



FIFTH OF A SERIES OF REPORTS

BY THE

CITY PLANNING BOARD

HARLAND BARTHOLOMEW AND ASSOCIATES

CITY PLANNERS - CIVIL ENGINEERS - LANDSCAPE ARCHITECTS

317 NORTH ELEVENTH STREET

SAINT LOUIS 1, MISSOURI

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ELDRIDGE LOVELACE

E. O. PEARSON

2800 RAYMOND-COMMERCE BUILDING
NEWARK 2, NEW JERSEY

December 1945

THE CITY PLANNING BOARD,
EAST ORANGE, NEW JERSEY.

Gentlemen:

The provision of the municipal facilities which comprise the park, recreation and school services for a community represent large outlays for sites and buildings as well as a substantial portion of the annual budget for their operation and maintenance.

One of the most important functions of a planning program is to provide complete urban facilities to all portions of the city. The proper location of parks, playfields and schools can be major factors in maintaining and improving the livability of a city.

We wish to thank the Board of Education and the Board of Recreation Commissioners for their cooperation and assistance during the preparation of this report.

Respectfully submitted,

HARLAND BARTHOLOMEW AND ASSOCIATES

By



SCHOOLS AND RECREATION

FIFTH OF A SERIES OF REPORTS
BY THE
CITY PLANNING BOARD

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WILLIAM D. WILLIGEROD

December 9, 1946.

To the Honorable Mayor & Council,
City of East Orange, N. J.

Dear Sirs:

The Report on Schools and Recreation, which is herewith submitted, contains much that should be of very personal interest to each of our citizens, for the subject matter touches closely all of our people.

The studies of our engineers and Board members involved an examination of the past development of our educational and recreational facilities and proposals for their progressive improvement. We have kept in mind ultimate objectives correlated with the general long-range plans embodied in our other reports. It is hoped that our recommendations will be viewed and weighed with this forward-looking attitude by our fellow citizens.

We are glad to acknowledge the sympathetic and whole-hearted cooperation of those in the city government engaged in the departments of education and recreation, whose advice and suggestions have proved most helpful.

This Report, which constitutes No. 5 of the planning studies, is closely related to the earlier Reports of this Board. Together with subsequent findings they will become integral parts of the Master Plan of the City of East Orange.

Respectfully,

Chairman

INTRODUCTION

The length of the workweek of the American people has been rapidly changing since the turn of the century. Whereas it was formerly customary to work ten or twelve hours daily six days a week, now the forty hour week is generally in effect. Except during the war the average citizen has enjoyed a great deal more leisure time in recent years.

The importance of supervised recreational facilities is now so widely recognized that every city of consequence maintains full or part-time departmental staffs with sufficient budgets to operate efficiently. East Orange has taken a leading position in the recreational field and, in doing so, has helped in gaining national recognition of the fact that recreation is a public obligation as well as a public benefit.

There is also a changing concept of the place of the public school in modern living. Schools must be much more than modified factories for grinding out book knowledge. Their influence on family life has been found to be so great that they are the most logical agencies to take on additional responsibility as centers of community living for all age groups. It is generally recognized that the educational standards maintained in East Orange are unusually high.

The city, like most similar cities, has grown up compactly without preserving enough land area for school, park and play space. Acquisition of sufficient area at any time will be expensive; delay in acquisition will be more costly, because inadequate open space is one of the factors contributing to neighborhood decline and decay.

An important part of the community responsibility of the School System is the provision of recreational facilities. Any plan proposing adequate school play areas for nine month's use and adequate separate playfields for summer use inevitably would fail as no city is financially able to provide such a duplicated system. The result of this situation is that there can be no adequate planning on that basis.

A workable program of providing adequate park and play facilities should be predicated upon the use of all recreational space the entire twelve months of each year. For this reason the school and recreation program should be so integrated that both school buildings and school grounds can be utilized by every citizen in the neighborhood.

The location of parks, playfields and schools must be coordinated with all other plans for the future of the city. It has been pointed out in previous reports that every physical facility of the city must be used in a concerted program to help solve the vexatious problems of urban decentralization.

This report is concerned primarily with the location and area of sites rather than administrative policy. It is presented in three parts, as follows:

1. An examination of accepted principles and standards for the development of an ideal system of school and recreational facilities.
2. An appraisal of existing facilities in the light of these standards.
3. A plan for coordinated facilities which will best serve all city needs based on gradual development over a period of years.

PRINCIPLES TO BE FOLLOWED IN DEVELOPING A COMPREHENSIVE SCHOOL AND RECREATION SYSTEM

The future school and recreation system for East Orange should be diversified and comprehensive enough to serve the needs of all sections and all citizens of the city. The types of facilities needed will be related to modern standards which govern location and area. When the responsibility for provision and maintenance of these facilities is determined, a workable or practical approach to the ideal system can be evolved. Plate 1 shows the relationship of population groups to a complete system of recreational facilities. No age group will be limited to any single type of facility, but the general needs of each group are analyzed.

PRE-SCHOOL CHILDREN

Adequate play areas near the home are needed for pre-school children. In this age group, the parents must assume the responsibility for supervision. Home neighborhoods do not need much more to fulfill this need, than adequate yard spaces as provided in modern subdivision design and up-to-date zoning ordinances but apartment house areas need play space provided by the owner or the City.

ELEMENTARY SCHOOL CHILDREN

The active youngsters of this age group need adequate play space and supervision of their play. These children, under authority a good deal of the day during the




CLASSIFICATION OF POPULATION	FACILITIES WHICH SHOULD BE AVAILABLE
 <p>SMALL CHILDREN</p>	<p>LARGER HOME GROUNDS NEARBY CHILDREN'S PLAYGROUNDS & NURSERIES</p>
 <p>SCHOOL CHILDREN</p>	<p>PLAY AREAS IN PARKS SWIMMING POOLS HOME GROUNDS ZOOS BOY & GIRL SCOUT CAMPS SCHOOL PLAYGROUNDS PLAYFIELDS FOR ATHLETICS COMMUNITY CENTERS OUTLYING NATURALISTIC PARKS MUSEUMS</p>
 <p>YOUTH</p>	<p>SCENIC DRIVES PLAYFIELDS SWIMMING POOLS NEIGHBORHOOD PARKS COMMUNITY CENTERS LARGE PARKS RESERVATIONS - FOREST PRESERVES MUSEUMS & ZOOS FISHING & BOATING BRIDLE & NATURE TRAILS</p>
 <p>ADULTS</p>	
<p>RELATIONSHIP OF POPULATION GROUPS TO A SYSTEM OF RECREATION FACILITIES</p>	
<p>CITY PLANNING BOARD EAST ORANGE, NEW JERSEY</p> <p>HIGHLAND BARTHOLOMEW & ASSOCIATES CITY PLANNING CONSULTANTS SAINT LOUIS MISSOURI</p>	

PLATE 1

1945-46 Schools & Recreation Report

school year, are provided with supervised recreation as a standard part of the school program during school hours. Supervised play after school and during the summer vacation is equally necessary, and can be furnished most economically by utilizing expanded school play spaces the full year. From a theoretical standpoint, all children of this age should live within a half mile of such facilities.

YOUTHS OF HIGH SCHOOL AGE

The recreational needs of this age group demand larger area for active and competitive sports. These facilities can well be provided in public parks and neighborhood playfields. The dual service to both youth and active adults is sound and reasonable,

and distance from homes of participants is not so important. However, the most logical location of these areas for their full utilization is adjacent to High Schools.

ADULTS

Even though out of school, the adult population still requires both active and passive recreational facilities. The adult is generally more interested in passive recreation and can be served by providing neighborhood parks, ornamental areas and indoor community centers. The active adults can use the playfields along with younger groups. Large park areas for relaxation and picnic dinners, used by all age groups, are necessary in urban areas.

STANDARDS

LARGE PARKS

East Orange is part of a larger urban area which is served by the Essex County Park System, but since only portions of the parks are within the city, the proposed system of neighborhood parks and playgrounds should furnish more park features in conjunction with playground services than would otherwise be necessary.

NEIGHBORHOOD PARKS AND PLAYGROUNDS

Accessibility is a prime requisite of neighborhood parks and playgrounds. The area of service corresponds to that of the elementary school. Each neighborhood park and playground should be compact and serviceable and should offer maximum advantages to all age groups. There should be open areas and informal planting as well as places for active sports. The playground should be located for the maximum convenience of its users. In our crowded cities there is a great need for public open spaces. These not only enhance the appearance of the neighborhood but offer opportunities for passive recreation and enjoyment of nature.

SMALL ORNAMENTAL PARKS

Small open green areas are needed wherever possible as neighborhood breathing spots. Every opportunity to acquire such sites should be seized. They are usually planted formally and should be well maintained to beautify the city and provide passive recreation areas.

COMMUNITY CENTERS

Each neighborhood should eventually have a convenient, attractive community center. This is needed for both social and recreational activity. Among other things, it should provide a gymnasium, auditorium and a library for both adults and children. It was pointed out in the Housing Report that increasingly stronger neighborhood cooperation will be needed if property values are to be stabilized. Adequate community centers within walking distance of all citizens will greatly encourage neighborhood cooperation.

SCHOOLS

In the theoretically perfect school system, no *elementary school pupil* will walk more than half a mile from home to school. This service area of approximately one square mile usually means that the school's enrollment will be between 700 and 900 pupils, which is an economical and desirable size. The elementary school should be centrally located in a reasonably homogeneous neighborhood, bounded by major streets on its outer edges and protected from traffic in the interior so that none of its pupils is subjected to unusual traffic hazards. In addition to being protected from heavy traffic, the school should not be too near railroad lines or industrial properties. In a closely built up community like East Orange, it is not always practical to adhere strictly to these standards.

Junior and Senior High School pupils need not be within the half mile walking distance advocated above. It has been found that a desirable standard for Junior High School students is a service radius of a mile and that High Schools adequately serve all pupils within a mile and a half where adequate transportation is available.

According to the same theoretical school system above referred to, the accepted standard size areas for the proper fulfillment of school functions are: For

an elementary school, a minimum of 5 acres, of which at least 3 should be available as play area; for Junior High Schools, 10 to 15 acres; for Senior High Schools, 15 to 25 acres. It is generally becoming recognized that the upper grade schools represent too great an investment for their maximum utility to be impaired by inadequate sites.

SUMMARY

The generally accepted standard for total park and recreational area to be provided in a community is ten percent of its area.

A review of the above standards makes it very apparent that the requirements for recreation for a majority of the age groups, the requirements of logical neighborhood formations and the requirements for elementary school service all coincide. The elementary school, properly located on an adequate site, can best and most economically meet these combined needs where separate provision for each would be a wasteful duplication.

Since the responsibility for providing recreational opportunities in East Orange is divided among the Board of Recreation Commissioners, the Board of Education and the Essex County Park Commission, obviously the closest cooperation must be maintained to insure efficient operation.



EXISTING RECREATIONAL FACILITIES

Large parks within the City of East Orange are practically non-existent. A small portion of Orange Park, an undeveloped portion of Watsessing Park, a strip of planting in the center of Park Avenue, and Oraton Parkway are the only county park areas in the city. While there are only 10.1 acres of county park property in East Orange, it should be remembered that large county park facilities are enjoyed by the people of East Orange within a radius of a few miles from the city.

There is one playground in each of the five wards plus a two acre undeveloped recreation area behind Scott High School.

These playgrounds occupy 32.42 acres and when added to the county acreage result in a total of 42.52 acres to serve a population of more than 70,000 people.

This is 1.7 percent of the city area, which may be compared with the generally accepted standard of 10 percent. This latter standard is based on the community furnishing its own park and recreational needs and must be adjusted to the relative amount of county park service available in the county at large.

Table 1 lists the present parks and playgrounds within the city limits, and their location is shown on Plate 2.

Table 1
Present Park and Playfield Facilities

<i>Agency</i>	<i>Name</i>	<i>Acreage</i>	
City	Columbian Playground	4.18	
"	East Orange Oval	5.69	
"	Memorial Field	5.17	
"	Elmwood Park	7.87	
"	Soverel Field	7.44	
"	Renshaw Playground	2.07	
	City Total	32.42	
County	Orange Park	0.85	East Orange Portion of Larger Park
County	Watsessing Park	9.25	East Orange Portion of Larger Park
	Grand Total	42.52	1.7% of City Area of 2501 Acres

Each community is served with county parks to a varying degree, and for the purposes of this report it is assumed that the cities in which these parks are located are the chief beneficiaries. The two large county reservations, South Mountain and Eagle Rock may, on the other hand, be considered in a quite different light. They are for the use of all Essex County residents and their acreage is probably more utilized by suburban population than by Newark residents.

Table 2
County Reservations

South Mountain	2,053.33 Acres
Eagle Rock	408.54 "
Total	2,461.87 Acres
East Orange Proportion of County Population	8.23 percent
East Orange Share of Reservations	202.61 Acres

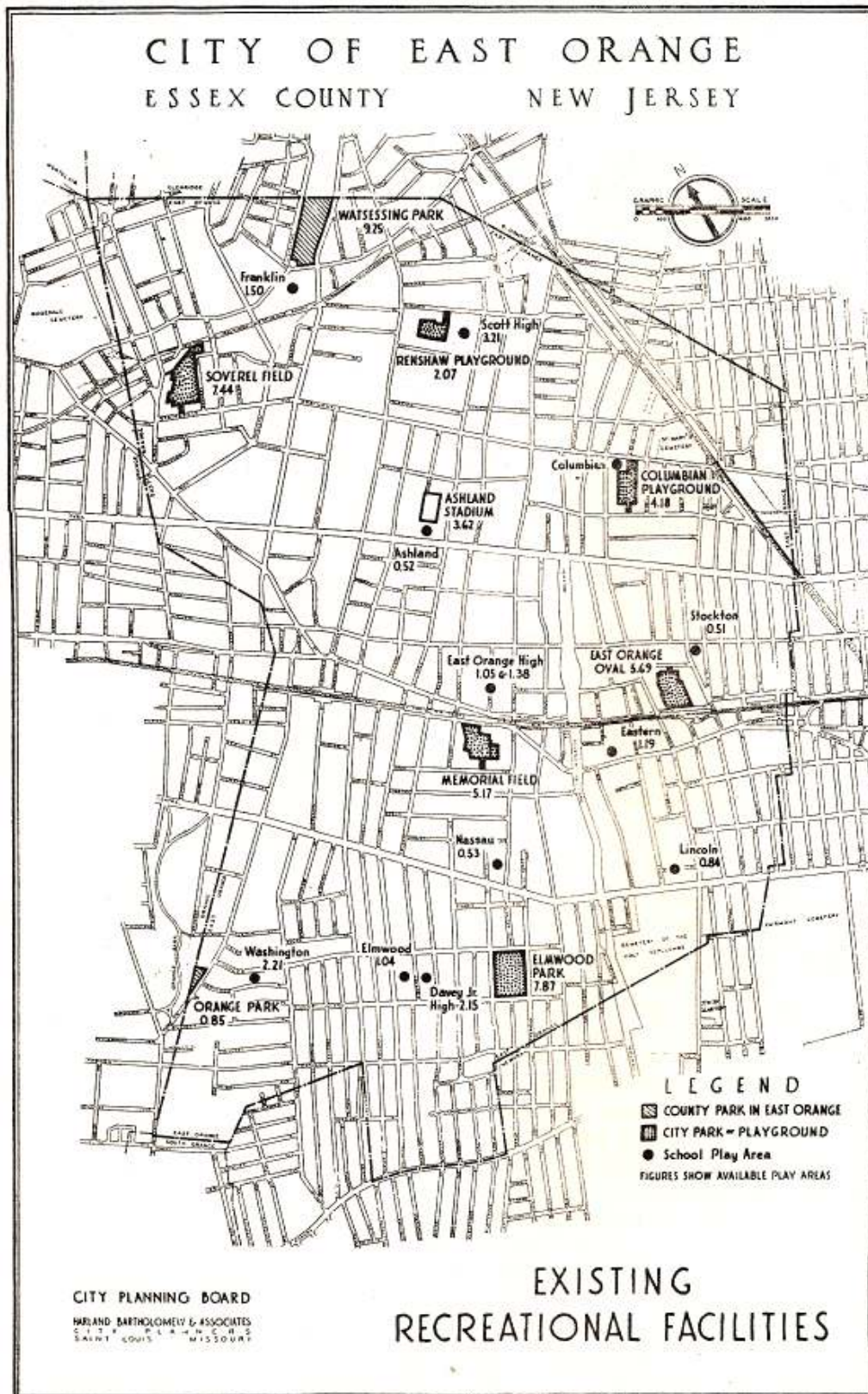


PLATE 2

1945-46 Schools & Recreation Report

Adding the area of city-owned parks and East Orange's proportionate area of County Parks results in a total of 245.13 acres of public recreational facilities, or 9.8 percent of the total city area. This closely approaches the generally accepted standard of ten percent of the city area to be devoted to parks and playgrounds.

The existing public areas within the city must be appraised with a view toward providing many facilities ordinarily available in parks. The possibility must be kept in mind that these areas may function as neighborhood parks as well as playgrounds in order to meet the dual need of both active and passive recreation.

COLUMBIAN PLAYGROUND

Closely adjoining Columbian School, this playfield of slightly more than four acres is actually about the area needed for an adequate site for the school. It has one asphalt and three clay tennis courts and space for general play. However, its entrances are inadequate, and it has no community building. Surrounded by houses on three sides, it suffers from lack of setting and offers relatively few facilities for passive recreation.

SOVEREL FIELD

Offering its facilities to many age groups and many types of recreational use, Soverel Field is a fine example of a neighborhood park. While it is not closely related to Franklin School, its service radius is approximately the same. It has a modern grandstand and community building, seven clay tennis courts, excellent planting and provisions for both active and passive recreation and is only slightly hampered by its isolation caused by lack of street frontage which if present, would add to the appearance of the city.

MEMORIAL FIELD

Almost in the geographical center of the city, the five acre tract known as Memorial Field has served a rather limited

purpose as a nursery playground for the neighboring apartment buildings and as a passive recreation spot. The excellent children's facilities and lawn bowling are the only active recreational aspects at present, but the relocation of the bowling green and projected construction of basketball and tennis courts will increase the usefulness of the park.

ELMWOOD PARK

The largest playground in the city is Elmwood Park, containing almost eight acres. It utilizes the full block bounded by Oak Street; Freeman Avenue, Elmwood Avenue and Rhode Island Avenue. A full sized baseball diamond, seven tennis courts and a community center building with facilities for amateur theatricals and dancing are its outstanding features. The open appearance of this park has a stabilizing effect on adjacent property.

EAST ORANGE OVAL

The 5.69 acres of the Oval provide space for small children's play, a full sized baseball diamond with a modern grandstand and dressing room facilities, a shelter building, softball diamonds, a running track and six tennis courts. This playground is surrounded on three sides by houses and apartments facing on North Grove Street, Grove Place and Greenwood Avenue. The baseball diamond provides the home grounds for a semi-professional baseball team whose games are attended to the full capacity of the grandstand during the summer months.

SCHOOL PLAYGROUNDS

Table 3 lists the school acreage available for play space. As has been stated previously, the minimum standard for school play space for an elementary school is generally considered to be three acres and it is apparent that Washington School is the only one which approaches this standard. The next largest area, Franklin, is far below the standard. Four of the

1945-46 Schools & Recreation Report

nine elementary schools have less than one acre each of play space. In addition to their limited size, these school play areas are not available to the children of the neighborhood after school hours. Ashland has a considerably larger land area than is shown but the additional area is occupied by the High School football stadium which is used exclusively for the High School competitive sports program.

Table 3
School Playground Area

<i>Name</i>	<i>Acres</i>
East Orange High	2.43
Scott High	3.21
Ashland Stadium	3.62
Davey Jr. High	2.15
Ashland	0.52
Eastern	1.19
Franklin	1.50
Elmwood	1.04
Columbian	—
Nassau	0.53
Stockton	0.51
Lincoln	0.84
Washington	2.21
Total	19.75

PARKWAYS

Park Avenue and Oraton Parkway are parts of the County Park System. Park Avenue is primarily a major traffic thoroughfare and adds nothing to the recreational facilities of East Orange. Oraton Parkway lends an attractiveness and openness to the city which is a real asset. If the State Highway Department decides to construct Route 4 as a State

Parkway through East Orange, it should follow the present location of Oraton Parkway as recommended in the Major Street Plan.

APPRAISAL OF PRESENT SYSTEM

It has been pointed out that the large area park needs of East Orange are fairly adequately met by the County reservations. As these reservations are some distance from the city, the local playgrounds will need to provide some of the openness and attractiveness of large parks in addition to their playground function. Elmwood Park is the only city area which is so situated that it adds to the overall attractiveness of the city. The remaining play areas are tucked away in the center of large blocks and are almost invisible to the passerby.

The provision of one play area in each of the five wards is not sufficient for adequate service to each neighborhood. The Housing Report outlined nine neighborhoods and emphasized the fact that each neighborhood should be provided with an adequate neighborhood park as one of the principal tools for helping to make the city a more desirable, attractive place in which to live.

The school play areas are entirely inadequate, and insofar as possible, should be combined with neighborhood parks to provide a maximum of utility at a minimum loss of city ratables. Acquisition of developed property to provide a convenient, attractive park and playground system in a congested area such as East Orange will be expensive; but the cost will be justified as such a system will be a major factor in stopping the trends which are depreciating all property in the city.

EXISTING SCHOOL FACILITIES

Two High Schools, one Junior High School and nine elementary schools are provided by the East Orange Board of Education for public school education. The Catholic Church provides four elementary parochial schools. The public school system, supported by city and state revenue, is presently operating on a mixed 6 - 3 - 3 and 8 - 4 school system. These terms are commonly accepted as descriptive of elementary schools through the 6th grade, Junior High Schools for the seventh, eighth and ninth grades and High School for the final three years; or for a straight eight year elementary and four year High School system. Three elementary schools normally contain kindergarten and the first six grades, six teach from kindergarten through the eighth grade; there is one Junior High School with seventh, eighth and ninth grades; and both High Schools teach from the ninth grade to graduation. Scott High School was originally intended as a Junior High School but has never been used as such.

Plate 3 shows the location of all school facilities in East Orange. The relation of the elementary schools to the commonly accepted standard of a service radius of one half-mile is shown by the circles centering on each public elementary school. It will be noted that most of the city area is within these circles, the exceptions being principally in the westerly part of the city along Harrison Street, Evergreen Place and Halsted Street, and along State Street, Washington Street, Schuyler Terrace, Long Street and a small section north of Walnut Street and Renshaw Avenue. A great deal of duplication is shown in the eastern portion of the city with Eastern School being less than half a mile from three other schools. Three areas in the city are within a half a mile of four schools.

Table 4 lists the various schools, the year they were built, their facilities, their

site area and the enrollment for the 1944-1945 school year.

The average enrollment in the elementary schools for the 1944-1945 year was 515 pupils, a decrease from the peak of 672 during the year 1935-1936. Since this enrollment includes eighth grade pupils in six of the schools, it is apparent that at the generally accepted standard of 700 to 900 pupils per school, six schools could, theoretically, serve the entire city, and could be so spaced that a greater proportion of the school population than at present would be within one half a mile of the schools. This illustrates one of the many economies which could have been effected if a modern plan had been in effect and had been followed while the city was being developed.

The intermixed Junior and Senior High School system is a result of problems arising from the location and capacities of the elementary schools. Both Franklin and Columbian Schools have normal capacities of about 900 pupils each and need their seventh and eighth grades to keep enrollments somewhat in line with capacity. Davey Junior High School does not approach the desirable minimum standard for site area but is well located and performs a valuable function in the school system.

East Orange High School is located on a site slightly more than three and one half acres in size plus a little more than one acre separated from the buildings by Winans Street. Even though the ideal standard of fifteen to twenty-five acres for an adequate High School site included an athletic field for organized complete sports and this is provided elsewhere, it is apparent that the site size is quite inadequate. The original building, built in 1890, is now used principally for school administrative offices and most of the school program is carried on in the Walnut Street portion.

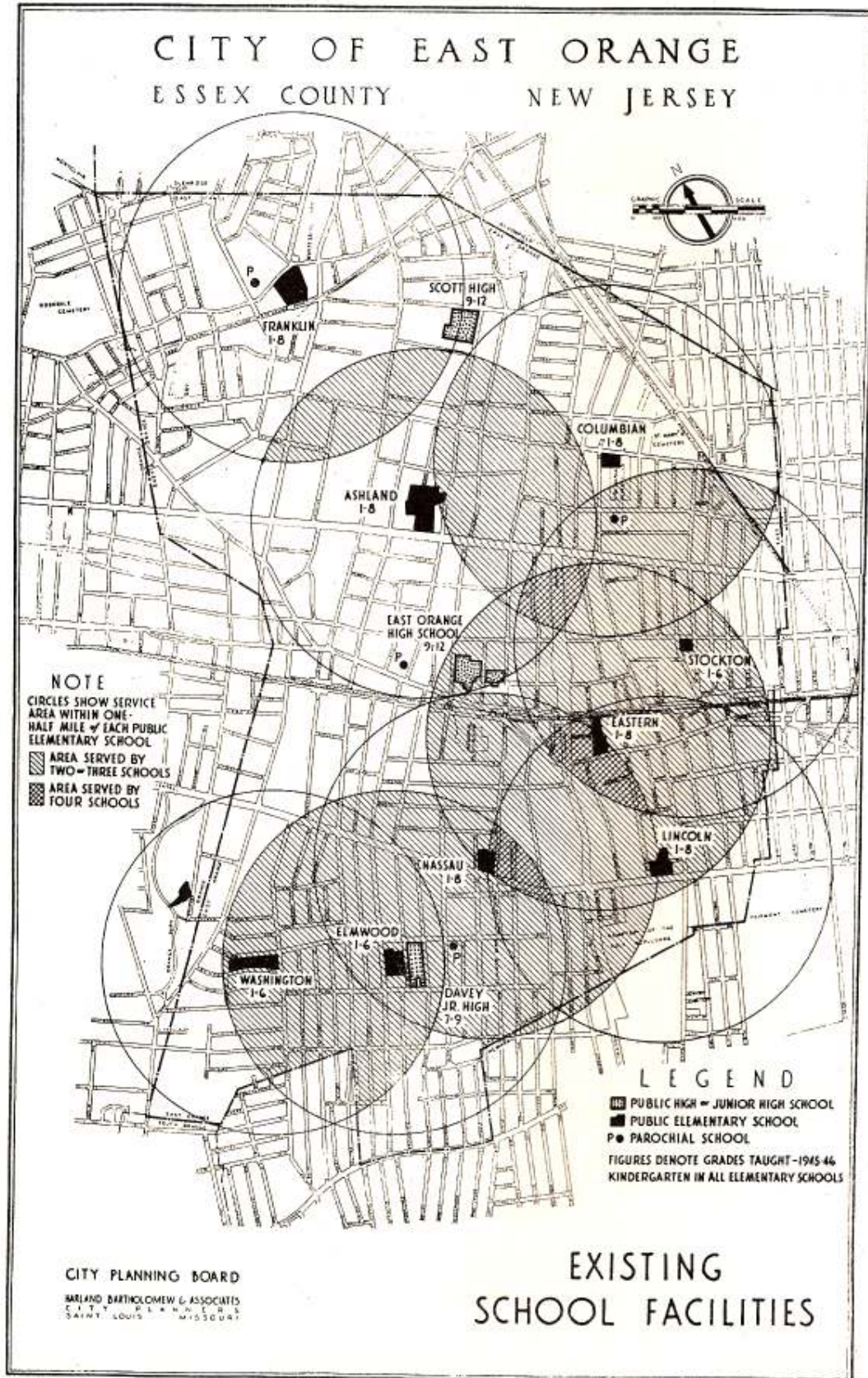


PLATE 3

1945-46 Schools & Recreation Report

This was erected in 1911 and in 1921 gymnasiums and more classrooms were added. The location is excellent, being central and near transportation lines, but surrounding development and traffic needs preclude the acquisition of an adequate site for a continued large enrollment.

ENROLLMENT TRENDS

The problems of a nearly stabilized population and a changing age composition reflect themselves in the school enrollment trends shown on Plate 4. There has been a steady decline in total enrollment in the public schools since the peak of the school years ending in 1935 and 1936.

Private and parochial school enrollments have increased and provision of

excellent day vocational schools has influenced enrollments, but not as greatly as other factors.

Decreasing enrollments follow the national, state and county trends in that the high birth rates of the 1920-1930 period were reflected in increasing enrollments until 1936. The sharp decrease in the birth rate during the early part of the 1930 decade is reflected in the decreasing elementary enrollment, and the total enrollment decreased in spite of the fact that High School totals kept rising until they reached a peak figure in 1939. Total births in the State and in Essex County have been shown ten years after their occurrence, and the close relationship between variations in births and school enrollment is apparent.

Table 4
The Existing School System

School	Year Built	Additions Built	Grades Inc.	Number Class-Rooms	Aud.	Gym.	Area of Property Sq. Ft.	Area of Play Space Sq. Ft.	Pupils 1944-1945
East Orange High	1890	1911—Walnut St. 1921—Gyms, C.R.	9-12	62	1	2	159,300	45,900 (60,000 in next block)	1,540
Scott High	1937		9-12	34	1	2	236,700	139,700	685
Davey Jr. High	1930		7-9	28	1	2	165,600	93,600	535
Ashland	1906	1921—Gyms, C.R.	1-8	18	1	1	99,600	22,739	605
Eastern	1870	1896 1938 Alter.	1-8	16	1	Aud. Gym. Comb'n.	174,648	52,039	254
Franklin	1873	1897,1914,1926	1-8	26	1	1	122,091	65,492	644
Elmwood	1880	1896 1912 1902 1916	1-6	31	1	1	97,500	45,250	565
Columbian	1892	1900 1920 1912 1929	1-8	26	1	1	54,500	Adjoining City Play-ground	791
Nassau	1898	1909 1926	1-8	16	1	1	72,474	22,936	473
Stockton	1904		1-6	14	1	0	33,600	21,984	446
Lincoln	1908	1913 1926	1-8	16	1	1	84,955	36,471	389
Washington	1911	1920 1926	1-6	21	1	1	155,731	96,431	430
Ungraded*									34

All elementary schools have kindergarten classes.

Stockton School pupils go to Columbian School for seventh and eighth grade work.

Pupils from Elmwood and Washington Schools go to Vernon L. Davey Junior High School for seventh and eighth grade work.

* In Eastern School.

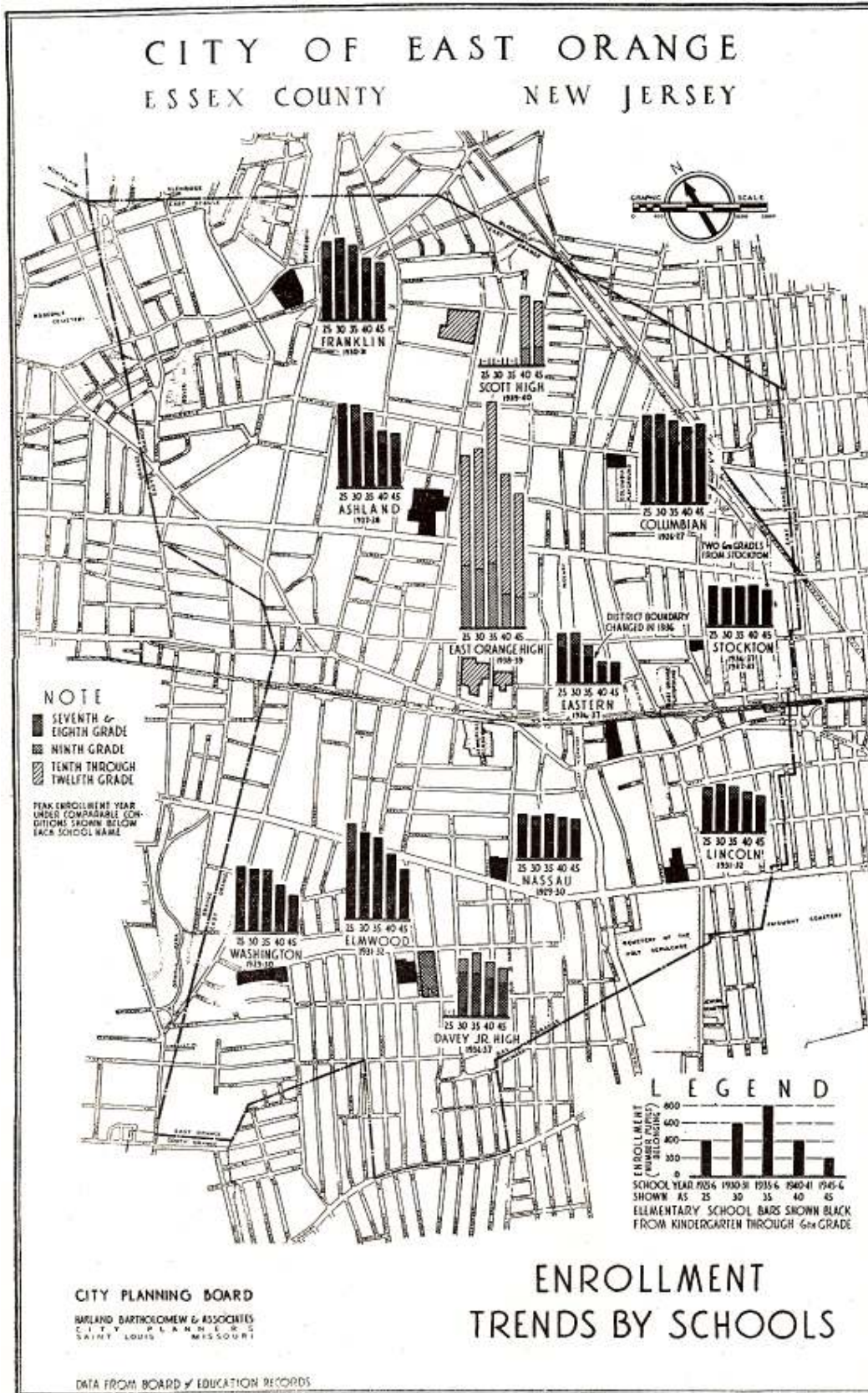


PLATE 4

Table 5
Enrollment by Schools 1925-1946

School	1925 1926	1926 1927	1927 1928	1928 1929	1929 1930	1930 1931	1931 1932	1932 1933	1933 1934	1934 1935
East Orange High	1930	1937	2023	2069	2061	2053	2125	2258	2376	2412
Davey Jr. High						646	640	662	692	717
Ashland	926	892	935	912	934	910	851	806	816	815
Eastern	558	553	534	522	536	560	541	494	455	430
Franklin	865	869	858	866	866	904	877	826	807	837
Elmwood	1062	1148	1119	1187	1203	966	985	935	911	961
Columbian	969	1082	1054	981	953	982	935	927	912	897
Nassau	483	485	575	596	635	467	467	430	455	502
Stockton	438	418	422	390	389	416	426	412	410	439
Lincoln	493	495	514	533	527	536	565	543	555	543
Washington	734	739	777	768	794	708	722	710	705	715
Ungraded	54	52	44	46	46	29	29	25	35	26
Total	8512	8670	8855	8870	8944	9177	9163	9028	9129	9294

School	1935 1936	1936 1937	1937 1938	1938 1939	1939 1940	1940 1941	1941 1942	1942 1943	1943 1944	1944 1945	1945 1946
East Orange High	2531	2492	2042	1863	1690	1725	1658	1583	1505	1540	1503
Scott High			515	703	782	768	761	752	692	685	704
Davey Jr. High	715	725	691	648	631	612	642	578	575	535	547
Ashland	826	769	705	690	683	619	621	625	624	605	589
Eastern	414	278	237	275	262	237	252	264	261	254	231
Franklin	826	811	679	666	736	683	641	644	644	644	631
Elmwood	909	900	880	841	771	734	681	622	593	565	562
Columbian	908	972	*1050	*1013	*1000	837	848	881	862	791	**873
Nassau	487	457	459	453	424	455	472	478	487	473	436
Stockton	431	447	445	423	411	447	443	452	416	446	398
Lincoln	511	528	498	493	470	447	441	435	414	389	408
Washington	703	650	652	614	596	530	458	462	446	430	421
Ungraded	34	28	27	30	36	35	40	35	30	34	27
Total	9295	9057	8880	8712	8492	8129	7958	7811	7547	7391	7330

* Columbian School included kindergarten and grades 1-9.

** At the present time, Columbian School includes two sixth grades which were moved there temporarily from Stockton School because of lack of room.
Eastern School boundary changed in September, 1936.

The recent war period resulted in another sharp increase in birth rates which will result in increased elementary enrollments from 1948 to 1954 and increased High School enrollments from 1955 to 1961, but this will be counter-balanced to some extent by a continuation of the exodus of young families to more suburban areas unless the provisions of the Comprehensive Plan are put into effect; even so, it is doubtful that the total enrollment will again approach the figures of 1935 and 1936. Table 5 shows the enrollment by schools for the past twenty years.

ENROLLMENT TRENDS BY SCHOOLS

The enrollment trends of each school by five-year periods are shown on Plate 5. For the purpose of comparison and study, all grades from kindergarten through sixth grade are shown as a solid bar. Seventh and eighth grade pupils in both elementary and Junior High Schools are shown in a separate symbol, as are ninth grade pupils in both Junior and Senior High Schools.

In this manner, comparative studies may be made of existing conditions as related to either a 6-3-3 or an 8-4 school system. The distribution of seventh,

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eighth and ninth grade pupils is seen to be quite uniform throughout the city.

It is significant that every school but Columbian, which took two sixth grades from Stockton, shows less enrollment in 1945-1946 than in the 1940-1941 year, and that every school but Scott High School and Stockton show less pupils in both 1940 and 1945 than in the 1935-1936 year. A majority of the elementary schools have lost in school population since the 1930-1931 school year.

RATIO OF SCHOOL POPULATION TO TOTAL POPULATION

The Population Report showed that the school age group, consisting of those from 5 to 20 years of age, formerly constituted over 23% of the total city population. This percentage has steadily declined until, according to the 1940 census, it amounted to only seventeen and four-tenths percent. There has been a decline in numbers from 13,574 to 11,972 during the ten year period from 1930 to 1940. During the same period, there was a decrease of almost one thousand children in the age group under five years old, which is now attending school.

This shows that the percent of the age group attending public schools has been reasonably static, and that changing age distribution is the major factor in the decreasing totals. Of these totals, Table

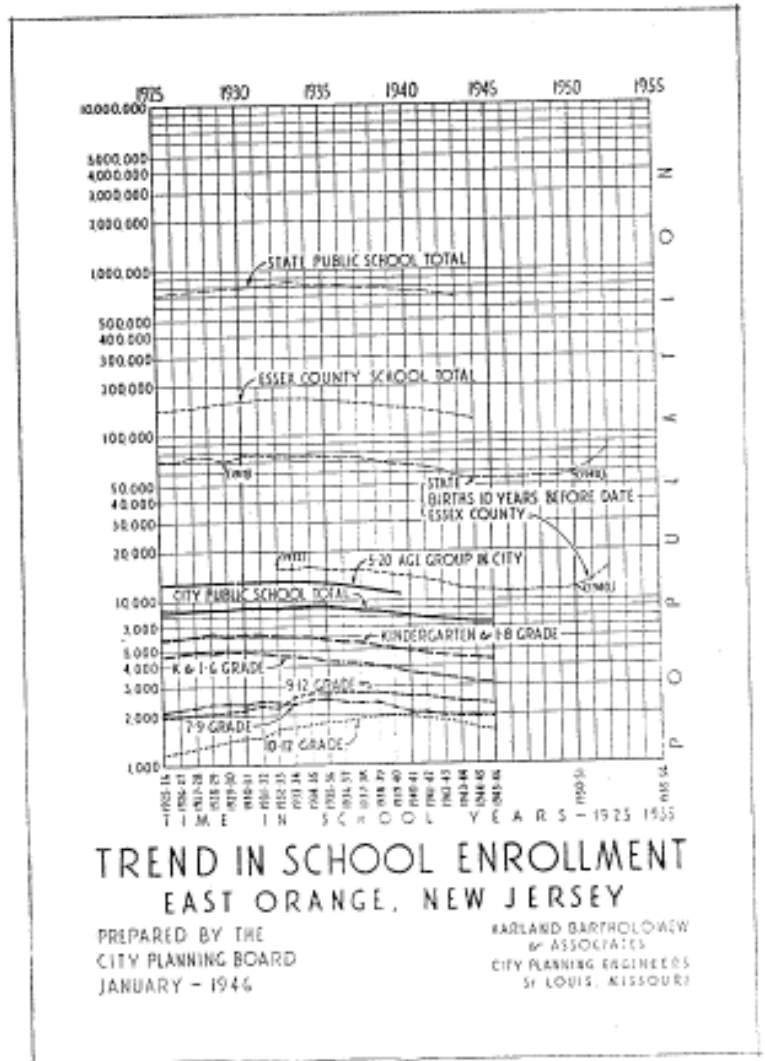


Table 6 shows the ratio between total population and school population by census periods from 1910 to 1940.

7 shows enrollments corresponding to both a 6-3-3 and a 8-4 system.

Table 6

Ratio of Total Population to School Enrollment

Year	Total Population	Total in 5-20 Year Age Group	Percent	School Enrollment	Percent	Percent of Age Group
1910	34,371	8,068	23.4	5,157	15.0	63.9
1920	50,710	11,160	22.0	7,889	15.5	70.7
1930	68,020	13,574	19.9	9,177	13.5	67.6
1940	68,945	11,972	17.4	8,129	11.8	67.9

Table 7
Distribution of School Population by Grades

	1925 1926	Per- cent	1930 1931	Per- cent	1935 1936	Per- cent	1940 1941	Per- cent	1945 1946	Per- cent
Grades 10 to 12	1,222	14.3	1,407	15.3	1,822	19.6	1,945	23.8	1,675	22.9
Grades 7 to 9	2,038	23.9	2,313	25.2	2,519	27.1	2,029	24.9	1,971	26.9
Grades 1 to 6	4,527	53.0	4,827	52.6	4,330	46.5	3,664	44.9	3,121	42.6
Kindergarten and Special	753	8.8	636	6.9	636	6.8	525	6.4	560	7.6
Total	8,540	100.0	9,183	100.0	9,037	100.0	8,163	100.0	7,327	100.0
Grades 9 to 12	1,915	22.4	2,241	24.4	2,780	29.9	2,688	32.9	2,377	32.5
Grades 1 to 8	5,872	68.8	6,306	68.7	5,891	63.3	4,950	60.7	4,390	59.9
Kindergarten and Special	753	8.8	636	6.9	636	6.8	525	6.4	560	7.6
Total	8,540	100.0	9,183	100.0	9,307	100.0	8,163	100.0	7,327	100.0

BASIC FIGURES OF FUTURE ENROLLMENT

Table 7 shows that it is reasonable to expect approximately 55 percent of future total enrollment to be in the lower grades from Kindergarten through the 6th grade, about 25 percent in the Junior High School and 20 percent in the High School ranges.

Expressed in a different way, if an 8-4 school system is eventually established throughout, probably 70 to 75 percent of the pupils will be enrolled in the first eight grades while 25 to 30 percent will be in the High Schools. The Population Report estimated that a future population expectancy ranging from 80,000 to 95,000 by 1970 was a reasonable basis on which to plan for the future. If present trends result in a future population of 80,000, the ratio of school enrollment to population will continue to decrease and a total enrollment of 7,200 by 1970 might be somewhat over-optimistic. If certain downward trends are halted and East Orange begins to stabilize its property values and becomes a more desirable place in which to live, the 95,000 total may well be achieved and this total will contain a larger percentage of young people. The maximum expectancy would in that event be about a 9,500 school enrollment. This means that in a future 6-3-3 school system the following enrollments might be anticipated: From 3,960

to 5,225 in the lower grades including the 6th; from 1800 to 2,375 Junior High School pupils; and from 1,440 to 1,900 High School pupils. In an 8-4 system there would be from 5,040 to 6,650 in the first eight grades and from 2,160 to 2,850 in grades 9 to 12.

DESIRABLE STANDARDS FOR THE FUTURE SCHOOL SYSTEM

The theoretically perfect elementary school service, which might be possible by using six schools with enrollments of 800 pupils each, would afford maximum operating economy but would create serious financial problems incidental to abandoning existing facilities and building new schools, and would not be of great benefit in solving the urgent problem of stabilizing property values in East Orange.

The Housing Report showed that the creation of livable and attractive neighborhood units was essential to the preservation of the character of the city, and that all resources under city control should be used as tools to carve out the desired results. It is very important that the schools adequately serve as focal centers for the activities of each neighborhood, and it is necessary to make maximum use of every existing physical facility. It is practical and desirable ultimately to divide the city into nine

neighborhood units, each containing a school of five or six hundred pupils, to serve as the community center, rather than to attempt to redistribute schools so each one will have the ideal quota of eight or nine hundred pupils. It would

be more costly to provide these large school units than to provide combined play and school areas in each neighborhood. The stabilization of property values resulting from such a policy will be a further financial gain to the city.

PROPOSED ELEMENTARY SCHOOLS AND NEIGHBORHOOD PARKS

Plate 6 shows proposed locations for elementary schools and neighborhood parks in relation to the neighborhood units outlined in the Housing Report. The elementary school needs will be approximately the same as far as location and site area are concerned, whether a 6-3-3 or an 8-4 school system is adopted. It should be emphasized that many years must elapse before the school plan can be completely carried out and that the proposed abandonment of Ashland and Eastern as elementary schools will not take place until some of the suggested housing developments are under way. The eventual use of land at Walnut and Rutledge, and on North Burnet Street for elementary pupils is dependent upon the abandonment of Ashland in the future. The plan shown on the plate makes fullest utilization of a minimum area of land for both school and recreational needs. Additional park and playfield area is shown in the vicinity of each school except Washington and Scott High, and two new neighborhood parks are suggested south of Central Avenue for the optimum development of one of the largest of the neighborhood units.

A long-range program of acquiring property adjacent to present playgrounds will eventually add street frontage to enclosed parks and help them become neighborhood beauty spots, which will lend a general air of openness to the city. In the future this will become increasingly important to retard obsolescence.

RECOMMENDATIONS BY NEIGHBORHOODS

The following specific recommendations represent a practical approach

toward provision of a complete system of necessary neighborhood services. The neighborhoods, which should eventually become the school district boundaries, are numbered and the recommendations for each are outlined.

1. Additional area for both Soverel Park and Franklin School will serve the space requirements for this neighborhood. Franklin School should be remodeled to provide facilities for intensive use as a community center. Soverel should be developed for additional park rather than playground use.

2. A neighborhood park should be acquired at the time Springdale A venue is connected with Rutledge as recommended in the Major Street Plan. This can also serve as a future school and community center site when the Scott School is fully utilized for upper grade use, as proposed in the chapter of the report devoted to the future High School system.

3. Columbian Playground in connection with Columbian School should be enlarged and used as a combined neighborhood park and school playground. This will require additional property and a more park-like treatment than at present. It is recommended that property fronting on the east side of North Grove Street from the present school property to the rear of the property facing Fourth A venue be acquired. This might be done in conjunction with the widening of Grove Street as recommended in the Major Street Plan.

A small beauty spot and relaxation area between the Lackawanna Railroad and Hoffman Boulevard north of Rutledge Avenue should be acquired to serve the isolated northeast sector of the city.

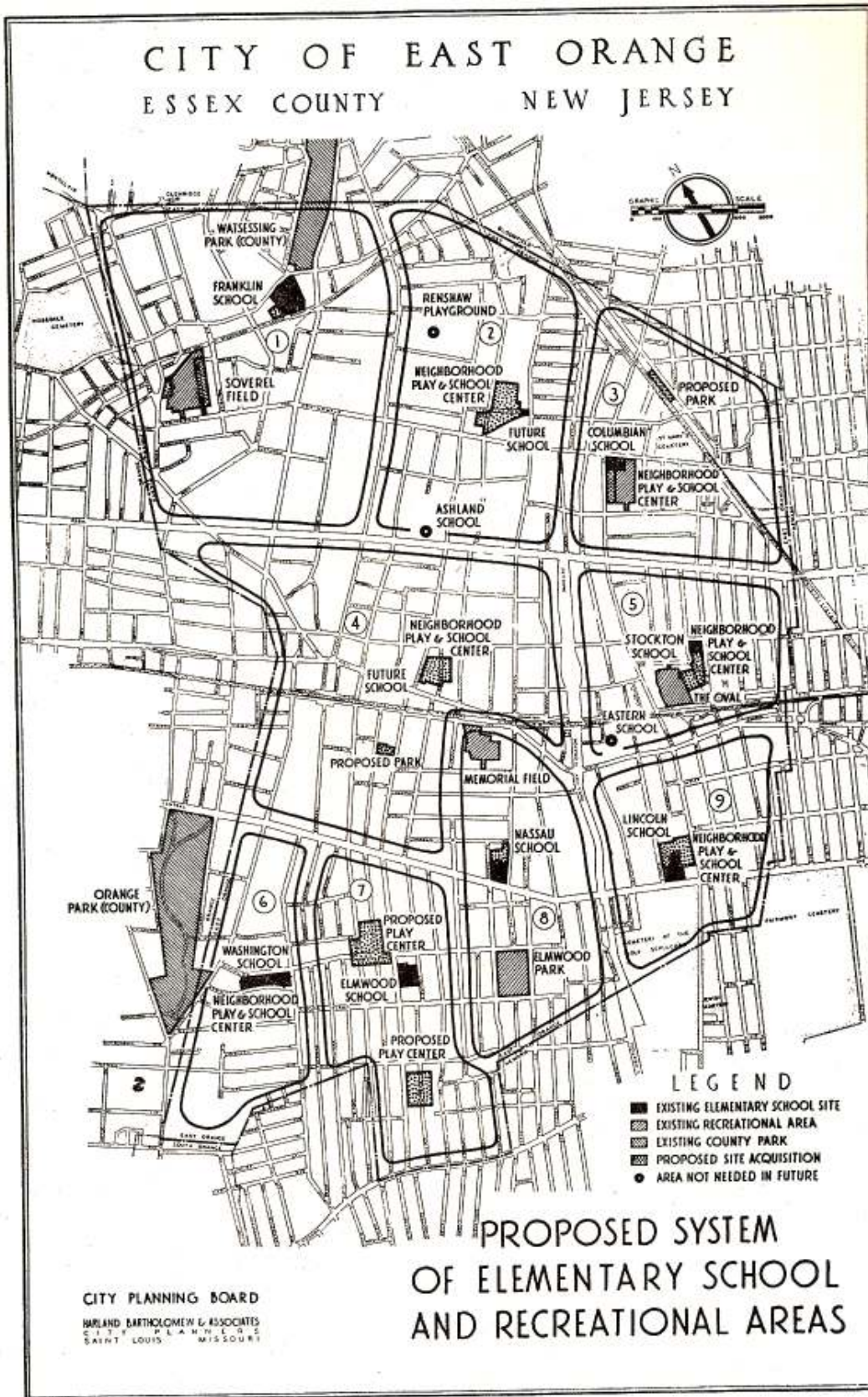


PLATE 6

4. Upon the abandonment of Ashland School, a new school to serve the central portion of the city is suggested north of Main Street between North Clinton and the rear line of properties facing on Walnut. This will require the closing of North Burnet Street to obtain an adequate site. The new building should be designed to accommodate community center and branch library facilities. A small children's park in conjunction with the apartment house neighborhood is suggested near Amherst Street and University Place. This area can be acquired in connection with the taking of land for the proposed freeway.

5. Stockton School is crowded. It is sending two of its sixth grades to Columbian School. It needs more ground to make additions possible. The East Orange Oval, which provides play space for the neighborhood, needs additional street frontage. Both needs will be met by closing Greenwood Avenue from Grove Place to 19th Street and acquiring properties on both sides of Greenwood Avenue to form a combined school site and neighborhood park and playground. The addition to Stockton School should provide a complete community center and a branch library. Its expense can be justified because of the great need for attractive open spaces in that part of the city.

6. Washington School and its playfield can be utilized without site changes as an adequate center for this neighborhood. It would be desirable to plan to provide community center and library space in the present building.

7. Because of the density of population in the Elmwood School neighborhood, two community park and play centers are recommended there, one of which is in connection with the proposed Amherst High School as shown in Plan A of the proposed system of Junior and Senior High Schools.

8. Elmwood Park and Nassau School should adequately serve their neighborhood with the acquisition of additional school play area.

9. A combined school and neighborhood park in connection with Lincoln School will require a considerable amount of additional land. This land north of the school should be acquired as soon as possible.

SUMMARY

Due to the vision of the departments of the city having charge of education and recreation, the needs of East Orange in parks, playfields and elementary schools are much less than the average of other cities. Consequently, the foregoing proposals for serving each neighborhood adequately are comparatively reasonable and their fulfillment comparatively economical.

Each existing or proposed school should be carefully studied for its adaptation to community center and library needs.

The most pressing school need will be the acquisition of land and erection of an addition at Stockton School as soon as plans are under way for the redevelopment of the Jones Street Area, which will entail the abandonment of Eastern School. No school presently is located on an adequate sized site and a program of expansion of area should be adopted immediately. The entire school program should be synchronized with the development of the neighborhood improvement program in the Housing Report, but before any of the above plans can be carried out some plans for the upper grades must be developed.

JUNIOR AND SENIOR HIGH SCHOOLS

One of the best school surveys made is the "Regents Inquiry into the Character and Cost of Education in New York." This report endorses a smaller elementary school with a maximum of 600 pupils and suggests that cities "make all High Schools large enough, but not too large (300 to 1200 capacity if possible) so that there can be electives without small classes and so that pupils may really experience student government, intramural sports, group music and clubs, activities which should be greatly expanded as part of the school program."

The East Orange High School site is hopelessly small and there seems little chance of expanding it to adequate size. The buildings are of various ages, and while some of the facilities are excellent, others are completely outmoded. Its enrollment is far above maximum standards.

The Clifford Scott High School barely has sufficient enrollment for maximum efficiency, and its site is far below the area standards for a high school.

The Vernon L. Davey Junior High does not have a sufficient site area but is well located in relation to its pupils.

It has been mentioned previously that the most reasonable future enrollment prediction indicates the following: 3,960 to 5,225 for the lower grades from Kindergarten through sixth grade; 1,800 to 2,375 for the seventh to ninth grades; 1,440 to 1,900 for the tenth to twelfth grades.

It was also stated that an enrollment range of from 5,040 to 6,650 Kindergarten through eighth grade, and 2,160 to 2,850 ninth through twelfth grades might be anticipated if no Junior High Schools are used.

It is apparent that a 6-3-3 system would logically consist of one High

School with a capacity of about 2,000 pupils or two high schools of an approximate enrollment of 1,000 each; three Junior High Schools with average enrollments of about 700 each; and nine elementary schools with from 500 to 600 pupils per school.

An 8 -4 system would require additional capacity in some of the elementary grade schools and either two high schools of a capacity of 1,300 students each, or three smaller High Schools.

Standards for upper grade schools are not as generally accepted as for elementary schools. Neither the 6-3-3 nor the 8-4 school plan nor combination of both is inherently the best. Results obtained from any system depend upon administration.

The present combined system operates satisfactorily under existing conditions but assuming that the redevelopment plans proposed in the Housing Report are adopted, either the 6-3-3 or the 8-4 system should be decided upon.

Two alternate plans for upper grade schools are presented. Either plan may be carried out without affecting the recommendations for the elementary school system.

PLAN "A" FOR JUNIOR AND SENIOR HIGH SCHOOLS

In connection with other features of the planning program, it is highly desirable that school changes fit into the timing schedule if they are to perform their maximum usefulness in maintaining property values in East Orange.

A long range plan for the eventual development of a 6-3-3 school system can be accomplished in three stages.

FIRST PHASE

Under the proposed plan the present upper grade facilities of East Orange High School, Scott High School and Davey Junior High School are to be utilized without change until some of the suggested elementary school improvements are carried out. During this period

land should be acquired adjacent to the present football stadium at Ashland School for a practice field and to provide additional play space for Ashland School, and additional land should be acquired adjacent to Davey Junior High and north of East Orange High School.

SECOND PHASE

A new high school and athletic field, designed for one thousand students, should be built between Central Avenue and Elmwood Avenue and between South Clinton Street and Halsted Street. Upon its completion East Orange High School could be converted to a combined Junior High School and a medium enrollment Senior High School with Scott High

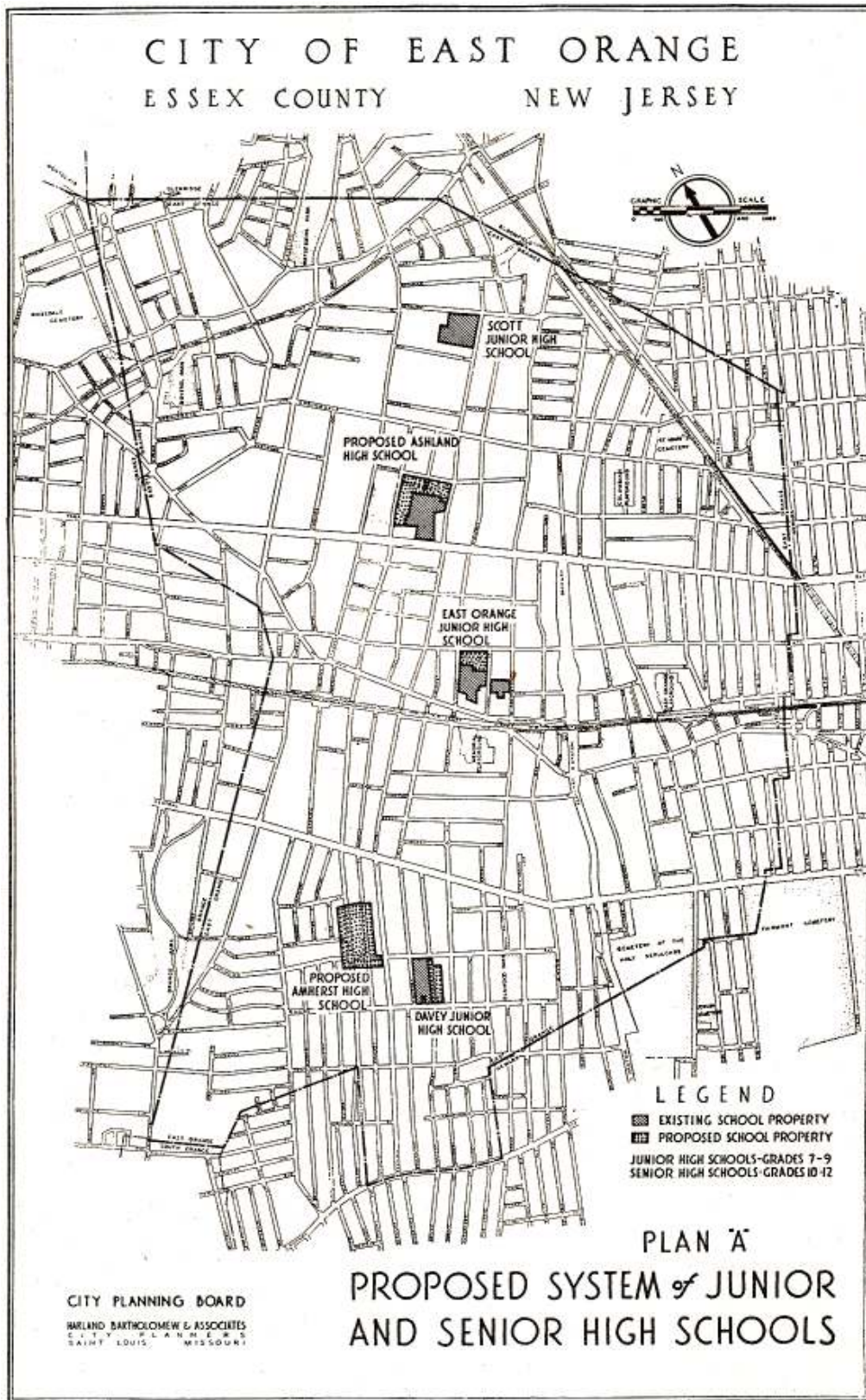


PLATE 7

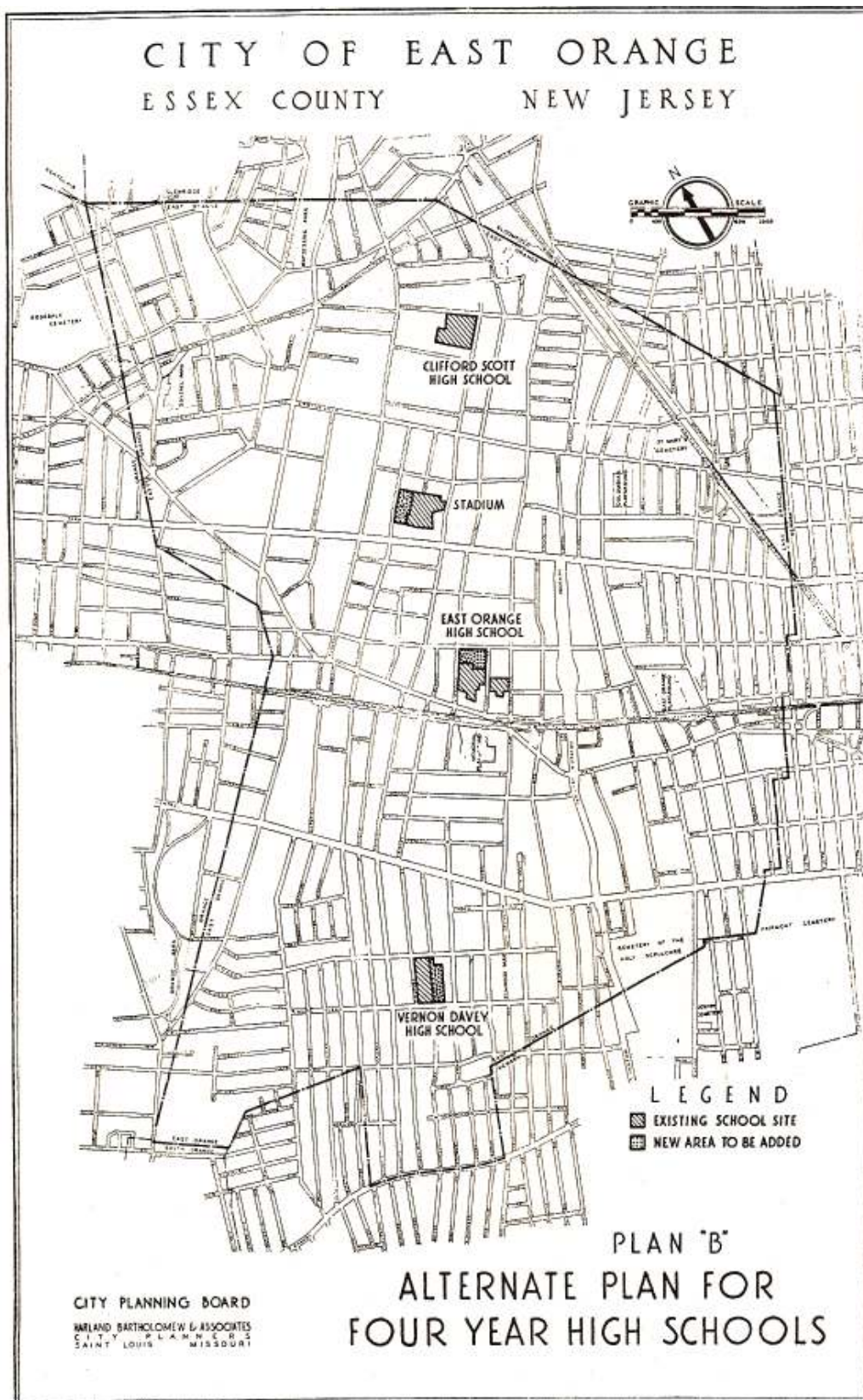


PLATE 8

still serving the northern portion of the city.

THIRD PHASE

A new high school should be built in conjunction with the athletic field in the vicinity of Ashland School when that

school is no longer needed for elementary school purposes. At that time East Orange and Scott High Schools should become Junior High Schools and a complete, adequate 6-3-3 system will have been achieved. Plate 7 shows Plan A for the upper grade schools.

PLAN "B" FOR AN EIGHT-FOUR SCHOOL PROGRAM

In the event that administration of an 8-4 school system should be deemed more desirable for East Orange, Plan B is suggested as the soundest approach to meeting accepted standards. It is also a long range program.

FIRST PHASE

The same first phase is recommended in Plan B as in Plan A.

SECOND PHASE

A full 8-4 school system can be adopted by changing Davey Junior High to a High School, and making East Orange High School a smaller enrollment High School and utilizing Scott High School. A second high school athletic field in the proposed park near Halsted and Amherst Streets would be needed.

Since the maximum high school enrollment for the final four grades should range from 2,160 to 2,850, the present East Orange High School building could

be remodeled slightly, and a desirable maximum enrollment of about 1,200 could be achieved there, leaving Davey and Scott High Schools with about 700 pupils each.

Plate 8 shows Plan B for the upper grade schools. Two six-to-eight-hundred pupil High Schools at Davey and Scott and a twelve-hundred-pupil school at East Orange High, additional area at two locations and a new athletic field and stadium would be required under this plan.

Either Plan A or Plan B can be financed if East Orange succeeds in stabilizing its property values and rebuilds itself soundly. Their timing is such that the beneficial results of reversing present trends will begin to appear before large outlays are necessary. Under either Plan A or B it is assumed that so long as existing school buildings are utilized they will be maintained and improved to keep pace with current standards, during the development of the plan.

A CENTRAL COMMUNITY CENTER BUILDING

It has been pointed out that East Orange cannot afford a single duplication of facilities. One of the most important steps in the necessary program of conservation of values is the provision of adequate recreational and community center facilities in each of the neighborhoods in the city. When these facilities have been provided, East Orange can then judge whether it requires and can afford a central community center building.

Until such time it is suggested that the auditorium, gymnasium and other facilities of East Orange High School be utilized for a central city-wide recreational and community center program. If city property values have been retained, the city can then afford to build a new community center building adjoining the present high school building to the south and extending toward Main Street or on the land between Winans Street and North Arlington Avenue, now used by East Orange High School for play space. Both areas are already owned by the City.

PARKWAYS

Park Avenue and Oraton Parkway are parts of the County Parkway system. Park Avenue will most probably continue to become more and more a city thoroughfare, and is needed for general traffic purposes throughout its entire length.

Oraton Parkway lends distinction to the city in addition to performing a valuable traffic function.

The 1921 plan for East Orange showed a continuous parkway belt connecting city parks. This was a common recommendation in the early days of planning and was based on the popular conception of recreation consisting of taking a Sunday pleasure drive to visit the beauty spots of the city. This kind of parkway system has been successfully consummated in some large centers of urban population, but East Orange is only a small part of a larger urban area and as such does not need a complete parkway system within the city.

Furthermore, where families formerly drove three or four miles in their carriages or early model automobiles, modern roadways and modern vehicles make longer pleasure jaunts the rule rather than the exception.

State Route 4 as proposed by the State Highway Department will be the ultimate

development of a modern parkway connecting the north portion of the state with the seashore. In the Major Street Plan it is recommended that if this parkway is to pass through East Orange, it should follow the route of Oraton Parkway.

SUMMARY OF SCHOOL AND RECREATIONAL PROBLEMS

There are bound to be administrative problems arising from the joint use of facilities for maximum city benefits. These problems are not insurmountable. Many cities have worked out joint administration and maintenance policies which operate most efficiently. In some cities the Park or Recreation departments maintain all play areas and school grounds, and provisions are made in the budgets of the School Boards to pay their share of

such maintenance. Conservation of property values can be greatly aided by a complete program of joint neighborhood use of all facilities, and utilization of all school buildings as neighborhood community centers. This planning should be done jointly by school, recreational and library officials since the needs and interests of the citizens of East Orange are paramount.



DEVELOPMENT OF A NEIGHBORHOOD PARK AND SCHOOL

Plate 9 shows an example of the type of treatment which has been outlined as the most economical and most serviceable solution of the problem of providing adequate elementary school, park and playground space to a neighborhood.

The Stockton School site is hopelessly inadequate in play space, but the building is in excellent shape and should not be abandoned. The East Orange Oval is in the immediate neighborhood of the school, and both are well located in the center of a homogeneous neighborhood of a high population density.

The suggested treatment would join the two areas and provide enough space for an active sports program, a satisfactory school play area and a small park in which benches and out-door grills and picnic tables would be available.

It is suggested that the Stockton School addition be designed to include a branch library and adequate community center facilities.

Planning all such neighborhood facilities and their smooth operation and maintenance is a joint responsibility of all the municipal boards involved.

It will not be possible to serve every neighborhood as completely in a single unified area. but

the plate illustrates the advantages of combining all functions so there will be

a minimum of duplication. It further illustrates the principle of discouraging through traffic in residential areas. It will be noted that various other proposals in these reports contemplate closing streets.

Unified treatments should be possible in all but three of the nine neighborhood units. The Franklin School area will have to be served by a separate school and playfield; the Elmwood district will need two playfield areas; and the Nassau neighbor-

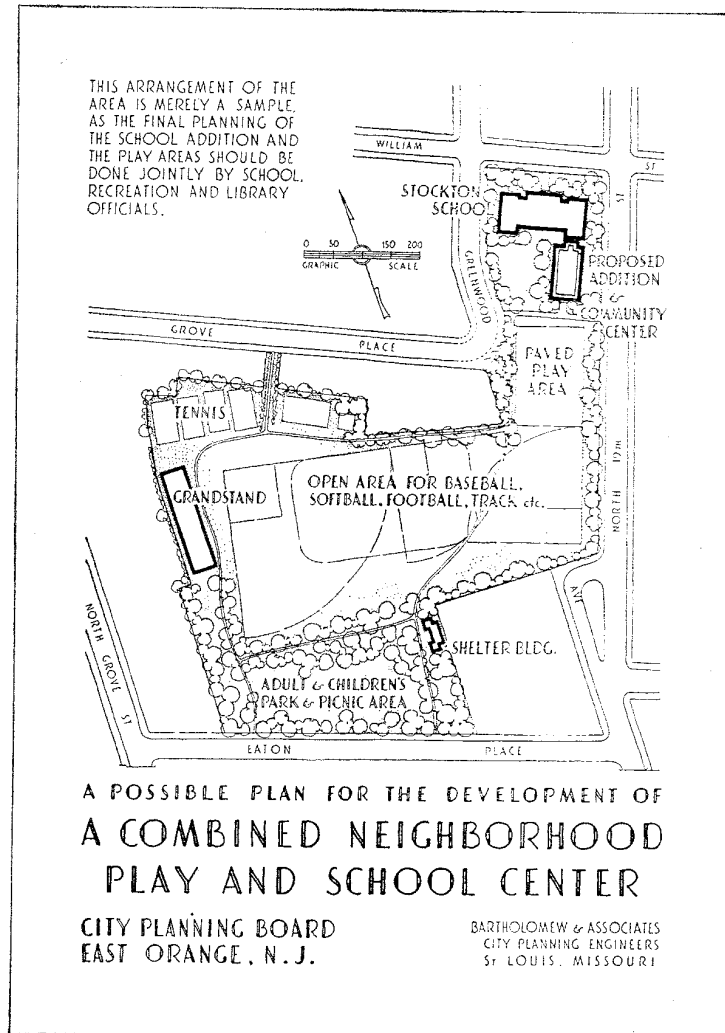


PLATE 9

hood will utilize Elmwood Park for the most of its play-space needs.

CONCLUSION

This is the fifth of a series of reports which will form the comprehensive plan for the City of East Orange. It has been previously emphasized that each part of the plan is closely integrated with all other parts. This report demonstrates the way in which the schools and play areas can be planned so they not only serve their normal function, but become valuable aids in solving the major municipal problem of restoring the desirability

and livability of the city. Nothing adds more to the attractiveness of a community than well placed and landscaped open areas. These plans, like the others, are long-range plans and their execution can be so timed that they can be readily financed. The completion of each project proposed can be a major forward step in the conservation and enhancement of all property values in East Orange.



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