MUNICIPAL MASTER PLAN AND PERIODIC REEXAMINATION REPORT

BOROUGH OF OLD TAPPAN
BERGEN COUNTY, NEW JERSEY

Prepared For:

The Borough of Old Tappan Planning Board

Prepared By:

Hakim Associates

Landscape Architecture, Professional Planning, & Natural Resource Consulting

68 Dean Street, Harrington Park, New Jersey 07640

in association with:

Stuart Turner & Associates

Planning and Development Consultants

2 Executive Blvd., Suite 401, Suffern, New York 10901

October 27, 2006

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October 27, 2006

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The original document was appropriately signed and sealed on November 17, 2006 in accordance with Chapter 41 of Title 13 of the State Board of Professional Planners.

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1. INTRODUCTION AND PERIODIC REEXAMINATION

1.1 Introduction

The Borough of Old Tappan is located in Bergen County, New Jersey (see Figure 1), in the state's northeastern corner. Within Bergen County, Old Tappan is located towards the east along its northern extremity, in the County's northeastern quadrant (see Figure 2).

The Municipal Land Use Law (Chapter 291, Laws of New Jersey, 1975, as amended, hereinafter known as "MLUL") establishes the legal framework for municipal planning, land development and zoning functions throughout the State and provides that local zoning regulations be consistent with an adopted land use element. This statute recognizes the importance of planning as an ongoing, continuing function of local government by mandating the periodic reexamination of municipal master plans and development regulations. Specifically, Section 89 of the Law, as most recently amended, states as follows:

> *"89. Periodic Reexamination. The governing body shall, at least every six years, provide for a general reexamination of its master plan and development regulations by the Planning Board which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which report and resolution shall be sent to the County Planning Board and the municipal clerk of each adjoining municipality. The first such reexamination shall have been completed by August 1, 1982. The next reexamination shall be completed by August 1, 1988. Thereafter, a reexamination shall be completed at least once every six years from the previous reexamination."*
>
> *"The reexamination report shall state:*
>
> *a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.*
>
> *b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.*
>
> *c. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.*
>
> *d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.*
>
> *e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c. 79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality."*

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Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared June 2006 by ST&A

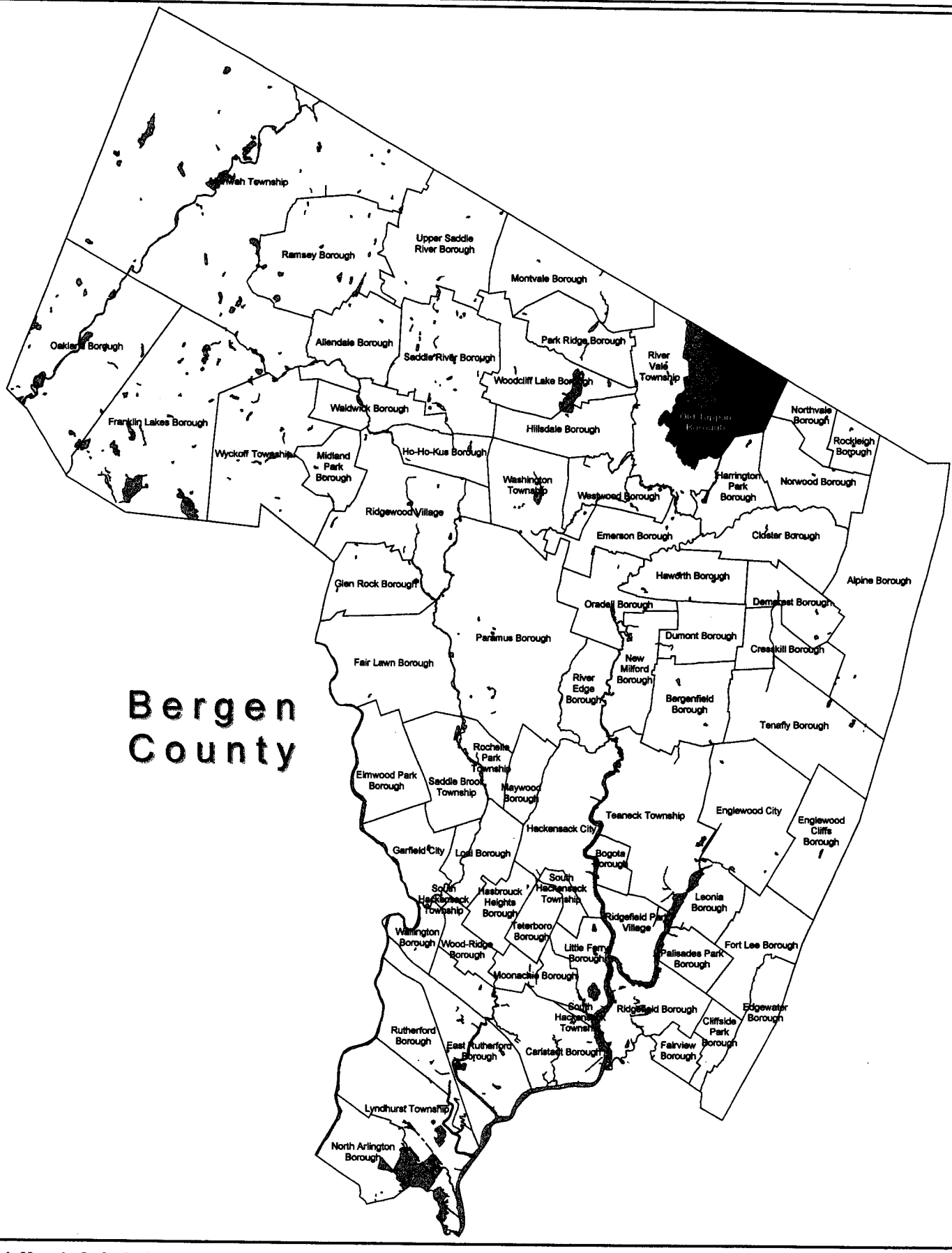
15 0 15 Miles
1 inch = 15 miles

NJ County Boundaries
Bergen County

Figure 1 - Location Map

Old Tappan Master Plan

Borough of Old Tappan, NJ



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Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared June 2006 by ST&A

2 0 2 Miles
1 inch = 2 miles

Municipal Boundaries
Waterbodies
Borough of Old Tappan

Figure 2 - Vicinity Map

Old Tappan Master Plan

Borough of Old Tappan, NJ

To the best of our knowledge, Old Tappan originally developed a Master Plan in 1978. This plan only consisted of a Land Use Plan Element. In 1979 and 1980, two additional plan elements were added to supplement the Land Use Plan Element. These included a Circulation Element and a Community Facilities Plan Element. Since that time, an array of Updates, additional plan elements and modifications were prepared as individual documents, but until the preparation of the 2000 Old Tappan Master Plan these were never consolidated into a comprehensive document that expresses the varying land use objectives of the Borough. Including the original, these documents include such items as:

1. 1978 to 1980 Land Use Plan, Circulation, and Community Facilities Plan Elements
2. July 1982 Update and Periodic Re-Examination
3. January 1989 Re-Examination, Evaluation of Adjacent Municipalities, County Master Plan, State Development and Redevelopment Plan (SDRP), and District Solid Waste Management Plan
4. May 1991 Historic Sites
5. July 1991 Existing Land Use
6. August 1991 Utility Services
7. September 1991 Environmental Features
8. December 1991 Planning Analysis and Conclusions
9. January 1992 Goals and Objectives
10. March 1992 Periodic Reexamination, Relationship to Adjoining Communities, Recycling Plan Element
11. December 1992 Fair Share Housing Plan
12. December 1994 Master Plan and Periodic Reexamination Report
13. November 2000 Municipal Master Plan and Periodic Reexamination Report

In addition, there have also been SDRP Cross Examination reports, Fair Share Housing Plan modifications, and various environmental protection reports, among others. These documents together presented an evaluation of existing conditions and related factors affecting land use and development, and they established the framework for later planning efforts. Many of their basic features remain intact. This current effort attempts to continue along the path taken by the 2000 Master Plan that created one contemporary and comprehensive document that fully expresses the Borough's Land Use positions at the present time in a variety of arenas. As was the case in 2000, other Elements are possible, however, and the Borough has considered them in the past and may pursue these again at some future date.

The primary objectives in preparing this document include:

1. A reexamination of the development factors and pressures that have changed since 2000, recognizing that Old Tappan's growth has stabilized in the past six years after previously having the distinction of being one of the fastest growing municipalities in Bergen County;

2. An assessment of current planning policies in terms of these changes;

3. A reaffirmation, expansion, and (in a few cases) a redirection of the Borough's planning and development objectives; and

4. The substantiation of actions taken by the Borough over the past decade or more to protect its natural resources and environmentally sensitive lands.

This report is also intended to satisfy the Borough's legislative mandate under the Municipal Land Use Law.

1.2 Periodic Reexamination

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

In 2000, the Old Tappan Planning Board prepared its most recent Master Plan and Periodic Reexamination[1]. In all, twenty-two Goals and Objectives were recommended. They were:

1. To Preserve the Natural Environment including the preservation of wetlands and their transition areas, river and stream corridors, flood plains, surface waters including reservoirs, steep slopes, sensitive soils, natural areas, remaining open spaces, forested lands, and vistas. For the purpose of this goal, "to preserve" shall mean to protect against both the actual disturbance of sites that contain these features, and activities on nearby sites that could adversely affect their natural quality.
2. To Stabilize the Borough's Housing Development, recognizing that Old Tappan has provided for extensive variety of housing opportunities in the recent past, including the fulfillment of its affordable housing obligations, and now desires to reinforce the single family residential character of the community as a whole.
3. To Provide Facilities for Senior Citizens and Youth, to the extent they are or become deficient. These may include provisions of facilities for recreation and congregation, transportation, and their health and welfare.
4. To Promote the Protection of Residential Neighborhoods, by establishing and enforcing sufficient buffer areas between residential and non-residential land uses, by encouraging the maintenance and care of the residences, environment and properties, and by discouraging traffic through residential neighborhoods.
5. To Support the N.J. State Development and Redevelopment Plan, by participating in the Cross Acceptance process and striving to bring land use policies and local ordinances into consistency with the State Plan.
6. To Promote Historic Conservation, Preservation and Adaptive Reuse Where Appropriate.
7. To Provide for the Quantity, Quality and Availability of Parks and Open Space, to include adding, improving, and assuring proper distribution and accessibility for active and passive recreational facilities, neighborhood parks, and open space to protect environmentally sensitive areas. This also includes making better use of all parks, designating a site for a municipal swimming pool, and making the Old Tappan golf course more accessible and available to all Borough residents.
8. To Provide Community Services, adequate in their nature and extent, and equitably available throughout the Borough, to include the addition of new services where a clear deficiency becomes identified.
9. To Provide for Appropriate Collection, Retention and Disposal of Surface Runoff, in a manner that will minimize the hazards of flooding, erosion, and water quality degradation.
10. To Promote the Compatibility of Land Development, so that new development and redevelopment is located in areas, and configured in fashions, that serve to lessen the cost of servicing development and encourage the efficient expenditure of public funds.
11. To Encourage Quality of Design in the Landscape, to protect established neighborhoods, instill quality into new land uses, encourage the establishment and continuation of a

[1] Hakim Associates

recognizable Borough design vernacular, and pleasantly and invitingly announce prominent "gateways" into the municipality.

12. To Encourage Public Utilities, providing for their efficient utilization, and expanding the provision of public utilities into all areas not currently serviced, including sanitary sewerage.
13. To Promote the Continued Maintenance and Rehabilitation of the Borough's housing stock, support facilities and utilities. This includes the Borough's desire to place limits on the ever-increasing size of structures on lots, both in new development and re-development.
14. To Recognize and Protect the Watershed Lands, and the drainage basins of the reservoir lands within the Borough. In cooperation with neighboring towns, recognize (a) their status as the region's primary source of potable water, and (b) their strategic regional location within one of the last remaining contiguous blocks of open space, providing locally rare high quality wildlife habitat.
15. To Promote Ease and Convenience of Non-Motorized Transportation, including the expanded provisions of sidewalks, walking paths, bicycle paths, lanes and routes, to meet the needs of Borough residents.
16. To Provide, Monitor and Enforce the Borough's Land Use Regulations, in order to promote compatibility with and implement Old Tappan's land use plan element.
17. To Provide Support and Reinforcement for the Central Business District, to encourage its continued viability and full occupancy, to continue to attract high quality retail and office establishments, to promote its patronage by local area shoppers, while at the same time confining its geographic boundaries to their current limits.
18. To Establish a Town Center which contributes to Old Tappan's sense of place, to be physically defined by design features so that it is apparent to the general public, which incorporates public municipal facilities such as Borough Hall, public facility buildings (e.g. police, fire, ambulance, library), and a possible new town square plaza and post office, among others. This also includes the development of a uniform signage program for public uses.
19. To Promote Safety within Roadway Rights-of-Way, by identifying deficiencies in the local roadway network, its connections to the regional road and transit systems, and by controlling vehicular speeds and movements through the implementation of contemporary traffic calming techniques.
20. To Encourage the Sharing of Services, promoting the regionalization of services with other towns when they provide benefits to Old Tappan.
21. To Maintain the Borough's Infrastructure so it continues to provide the services and capabilities intended for each of them including the facilities and structures, roadways, parks, recreation facilities, sewer system, sidewalks, walkways and paths, and bridges.
22. To Encourage the Implementation and Use of a Central Electronic Database for the Borough's files and records using Geographic Information Systems (GIS) where applicable. The many Departments, Commissions, Boards and Committees are to be encouraged to avail themselves of the same common services and systems.

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

1. To Preserve the Natural Environment… The problems have both increased and decreased in this area. The increase is due to repetitious pressure to develop the remaining vacant lands by private interests. The Borough had responded by enacting several land use preservation ordinance revisions, including the earlier introduction of the Environmentally Sensitive District. Other preservation activities have also been initiated, including fee simple land purchases. Preservation of the natural environment continues to be an ongoing concern for the Borough, but due to actions by the State on behalf of its municipalities, the

concern has lessened. The decrease is due to an action by the State of New Jersey to certify the Oradell Reservoir as a C-1 waterway in 2001, and the Lake Tappan Reservoir as C-1 in 2004. This state designation protects these water bodies from additional land development on properties for a distance of 300 feet from the waterbody (a minimum of 150 feet in some cases). Additionally, the Borough of Old Tappan and the N.J. Board of Public Utilities, in conjunction with the Environmental Defense Fund and United Water Resources, has restrictions on the usage of some of these lands. More detail can be obtained in the Conservation Element of this Master Plan.

2. To Stabilize the Borough's Housing Development ... The Borough again, for the second round of COAH as well as the first round that was reported in the 2000 Master Plan, has successfully provided for its fair share of the local and regional needs in this area, and has completed its legal obligations. This assessment goes beyond the second round and into the projections for the third round. The Borough, therefore, has reaffirmed the legitimacy of its ordinances that scaled back such development beyond those developments already in place. More detail can be obtained in the Land Use Element of this Master Plan, and the Housing Element and Fair Share Plan that is attached hereto by reference. As a result, the Borough has made significant progress towards this objective.
3. To Provide Facilities for Senior Citizens and Youth ... This continues to be a concern of the Borough. A small amount of progress has been made in the areas of provisions of age restricted housing, senior and youth recreation, and community services. However, the Borough's sole Nursing Home was razed and has not been replaced, and no new age restricted housing has been implemented in the past six years despite the growing demand. More detail can be obtained in the Land Use and Community Facilities Elements of this Master Plan, and the Housing Element and Fair Share Plan that is attached hereto by reference. As a result, the Borough has had mixed results towards this objective.
4. To Promote the Protection of Residential Neighborhoods ... The Borough has made much progress in this area, but it remains an on-going concern. The Borough has had to address private development applications that, if approved, would have exacerbated the problem of incompatible adjacent land uses. Conversely, private investments into upgrading residences and neighborhoods have been prevalent. More detail can be obtained in the Land Use Element of this Master Plan.
5. To Support the N.J. State Development and Redevelopment Plan ... The Borough remains committed to this goal, and has participated in all three of the Cross Acceptance processes of the State Planning Commission. More detail can be obtained in the Regional Planning Context Element of this Master Plan.
6. To Promote Historic Conservation, Preservation and Adaptive Reuse Where Appropriate... The Borough has a historian but has made little tangible progress. The Borough continues to authorize the updating of a Historic Plan Element for this Master Plan, where more detail can be obtained. Yet efforts to protect the Historical sites in town have met with mixed success.
7. To Promote the Quantity, Quality and Availability of Parks and Open Space ... The Borough has made progress in this area, by obtaining new park lands, improving existing parks, and promoting environmental quality in all remaining open spaces. This progress has been made with the assistance of the Open Space Advisory Committee. The Borough also recognizes that more should be accomplished. More detail can be obtained in the Recreation, Conservation and Land Use Elements of this Master Plan.
8. To Provide Community Services ... The Borough has made progress in this area, promoting the adequacy of community services throughout the Borough. The high school has been expanded and improved, and the library is about to enjoy the same. The Police Department facility is in need of extensive improvements, and plans for this are underway.

Other service areas have also been improved. More detail can be obtained in the Community Services Element of this Master Plan.

9. To Provide for Appropriate Collection, Retention and Disposal of Surface Runoff… The Borough continues to make improvements in storm water management, striving for consistency with the 2004 N.J. Stormwater Regulations. They adopted a municipal stormwater management ordinance in 2005. The Borough has repaired the damage left from the 1999 hurricane Floyd, including rebuilding the bridge culvert that washed out beneath Orangeburg Road. An inventory of Borough storm drains has been created. The Borough makes other improvements on an as-needed basis. More detail can be obtained in the Utility Services Element of this Master Plan.
10. To Promote the Compatibility of Land Development … The Borough has made progress in this area by striving to consolidate like and compatible land uses, minimize non-conforming uses, steer new development as infill into already developed areas, support the enhancement and strengthening of existing districts, and minimizing the outward expansion of existing districts. These policies also serve to help preserve the remaining undeveloped lands. More detail can be obtained in the Land Use and Conservation Elements of this Master Plan.
11. To Encourage Quality of Design in the Landscape … The distinction of this goal, in contrast to its predecessor, is that it promotes quality of design within *established built* landscapes rather than promoting well designed *new* neighborhoods. The protection aspect of this goal has been furthered (see the Land Use Element of this Master Plan for more information). The Borough still envisions the development of a Community Design Plan Element, consistent with the recommendations of the NJSDRP and the New Jersey Planning Officials, but has not yet taken that step.
12. To Encourage Public Utilities … The Borough continues to make progress in this area on an on-going basis, as evidenced by the completion of its public sanitary sewerage system. Access to high speed internet service (private utilities) is being installed. More detail can be obtained in the Utility Services Element of this Master Plan.
13. To Promote the Continued Maintenance and Rehabilitation of the Borough's housing stock, support facilities and utilities … The Borough has made progress in this area, although it continues to be an ongoing concern. The Borough enacted and refined a Floor Area Ratio (FAR) ordinance in an effort to maintain some control over the mass of buildings on lots. More information can be obtained in the Land Use Element of this Master Plan.
14. To Recognize and Protect the Watershed Lands … The Borough previously made progress in this area by introducing an Environmentally Sensitive District, and by adopting a Watershed Natural Resource Inventory. The Borough continues to enforce the ESD. The Borough has also purchased some of this property for open space with the assistance of a N.J. Green Acres Planning Incentive grant. These activities on the part of Old Tappan are consistent with its neighboring N.J. communities of River Vale, Harrington Park, Closter and Haworth. More detail can be obtained in the Conservation Element of this Master Plan.
15. To Promote Ease and Convenience of Non-Motorized Transportation … The Borough continues to make progress in this area, having adopted a Hike and Bike program for the expansion of its on and off road pedestrian and bicycle paths and routes. Sidewalks are being developed on the Borough's six major streets. More detail can be obtained in the Circulation and Recreation Elements of this Master Plan.
16. To Provide, Monitor and Enforce the Borough's Land Use Regulations … The Borough has diligently and continuously pursued this objective, and will continue to do so in the execution of their land use responsibilities. The Borough's land use decisions have consistently been rendered with the protection of the integrity of existing neighborhoods in mind. More detail can be obtained in the Land Use Element of this Master Plan.
17. To Provide Support and Reinforcement for the Central Business District… The Borough has continued its support for the central business district by resisting intruding non-business

land uses (thereby maintaining the district's integrity), and by being flexible in permitting diverse business enterprises. The benefits of this policy have been full occupancy of the available space, ongoing demand for any spaces that become available, higher rents that attract high quality establishments, variety of the business types to better serve the resident and business communities, and private investment into business appearances.

18. To Establish a Town Center... This represents a longer-range goal that has not yet been accomplished. Some town center aesthetic improvements have been made, and the new Oakes Park serves some of the functions, but the Borough has not made any progress towards establishing a town center or town square.
19. To Promote Safety within Roadway Rights-of-Way... This also represents a longer-range goal that has not yet been accomplished. The Hike and Bike program should serve to alleviate some of the pedestrian/vehicular points of conflict, but the Borough has not made any progress towards introducing contemporary traffic calming techniques.
20. To Encourage the Sharing of Services... A moderate level of progress has been made in this area. Old Tappan maintains several inter-municipal agreements. One such agreement between Old Tappan and River Vale recently expired, wherein Old Tappan composted two thousand cubic yards of neighboring River Vale's collected leaves.
21. To Maintain the Borough's Infrastructure... Old Tappan has an aggressive maintenance program for its facilities and equipment, and as a result this goal is being regularly realized.
22. To Encourage the Implementation and Use of a Central Electronic Database... The Borough is making progress in this area. To our knowledge, Old Tappan has become the first area municipality to require land development and subdivision plans to be submitted electronically. The Borough has installed its own GIS hardware and software. Additionally, the Borough has retained the services of a computer company to maintain its database and files in an electronic document management system.

1.2.3 The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.

Chapter 2 "Goals and Objectives" of this Master Plan fully expresses the current vision of the Borough in a manner that amends the Goals and Objectives as expressed in the 2000 Periodic Reexamination Report. A summary of the most significant changes is as follows:

1. As a more general objective, the Borough desires to slow the pace of land development down using tools that either slow, limit or restrict the development process;
2. While the Borough continues to strive to reinforce the single family residential character of the community, just as it did in 2000 by discouraging further expansion of its numerous multi-family housing developments, the Borough wishes to emphasize its desire to provide a variety of single family housing opportunities. This would mean that single family housing that is targeted towards young adults and empty nesters should be provided, in addition to the large family and luxury housing that currently prevails in Old Tappan. It would also mean that updating smaller existing homes would be encouraged, in contrast to their demolition and reconstruction of significantly larger structures;
3. The Borough no longer expresses a strong desire to designate a site for a municipal swimming pool;

4. The Borough wishes to extend its desire to expand the provision of public utilities to also include such private utilities as high-speed internet, cable, and fiberoptics into all areas not currently serviced;
5. The Borough wishes to continue to reinforce its support for its Central Business District; however the Borough now believes that minor expansions beyond its existing boundaries could be acceptable compliments to infill development;
6. With regard to the above, the Borough desires to explore methods of increasing its ratables without causing increased demand on municipal services;
7. The Borough also desires to make its Central Business District more pedestrian friendly;
8. The Borough continues to pursue a centrally located Town Center; however they now express that desire in terms of "further development that incorporates many existing public municipal facilities" as opposed to "establishing a Town Center";
9. The Borough continues to pursue the sharing of services and regionalizing services with other communities when they provide benefits to Old Tappan, but now adds that they should not infringe upon the Borough's home rule;
10. The Borough supports higher levels of public participation and awareness by supporting the use and expansion of the Borough's website; and
11. The Borough promotes public participation on Borough boards, commissions and committees, and in Borough affairs.

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

The specific changes recommended for the master plan are embodied in Chapters 1 and 2 of this master plan, and within the "planning" sections of each master plan element. Larger scale development regulation changes have been implemented and refined on an ongoing basis for at least the past ten years (e.g. Environmentally Sensitive District, Tree Preservation and Removal, Floor Area Ratio). This document serves to support those efforts by verifying their consistency with Borough goals and objectives, which have remained overwhelmingly consistent over the past two decades. While specific goals, policies and standards have been refined over this period of time, their underlying philosophy towards land use has not changed.

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

The satisfaction of this periodic reexamination requirement can be found in section 12.5 Redevelopment Plan of this Master Plan.

2. GOALS AND OBJECTIVES

The Municipal Land Use Law for the State of New Jersey (MLUL) provides that one of the required components of a municipal Master Plan shall be "A statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based" (hereinafter the "Statement").

Old Tappan's Planning Objectives that were defined in the 1982 Master Plan (and possibly even earlier than that) were based on various background studies and investigations relating to the physical, social and economic characteristics of the Borough at that time. These included regional development trends, community desires and aspirations, and statutory requirements. Subsequent to that time, the next three Old Tappan Master Plan Updates (1989, 1992 and 1994) reiterated the same goals and objectives without modification. In 2000, however, a wholly new statement of Goals and Objectives were prepared that reflected the contemporary Old Tappan in 2000.

Now, for the year 2006 reexamination, the Statement of goals and objectives of the 2000 Old Tappan Master Plan was reviewed, and some of its components were modified to bring them up to the most contemporary standards. These revised goals and objectives that should be affirmed are as follows:

1. To Preserve the Natural Environment including the preservation of wetlands and their transition areas, river and stream corridors, flood plains, surface waters including reservoirs, steep slopes, sensitive soils, natural areas, remaining open spaces, forested lands, vistas, and lands that fall within the N.J. Stormwater Regulations C-1 antidegradation areas. For the purpose of this goal, "to preserve" shall mean to protect against both the actual disturbance of sites that contain these features, and activities on nearby sites that could adversely affect their natural quality.

2. To Recognize and Protect the Watershed Lands, and the drainage basins of the reservoir lands within the Borough. In cooperation with neighboring towns, recognize (a) their status as the region's primary source of potable water, (b) their strategic regional location within one of the last remaining contiguous blocks of open space, providing locally rare high quality wildlife habitat, and (c) the Borough's responsibility for stewardship of this regional resource.

3. To Provide for the Quantity, Quality and Availability of Parks and Open Space, to include adding, improving, and assuring proper distribution and accessibility for active and passive recreational facilities, neighborhood parks, and open space to protect environmentally sensitive areas. This includes making better use of all parks, especially underutilized ones, and to continue to make the Old Tappan golf course accessible and available to all Borough residents.

4. To Provide for Appropriate Collection, Retention, and Proper Disposal of Surface Runoff, in a manner that will minimize the hazards of flooding, erosion, and water quality degradation, and is consistent with the 2004 N.J. Stormwater Regulations.

5. To Continue to Support the N.J. State Development and Redevelopment Plan, by continuing Old Tappan's uninterrupted participation in the Cross Acceptance process, and by striving to bring land use policies and local ordinances into consistency with the State Plan (SDRP).

6. To Provide, Monitor and Enforce the Borough's Land Use Regulations, in order to promote compatibility with and implement Old Tappan's land use plan element.

7. To Stabilize the Borough's Housing Development, recognizing that Old Tappan has provided for extensive variety of housing opportunities in the recent past, including the fulfillment of its first two rounds of affordable housing (COAH) obligations, and desires to reinforce the single family residential character of the community as a whole.

8. To Promote the Protection of Residential Neighborhoods, by establishing and enforcing sufficient buffer areas between residential and incompatible non-residential land uses, by encouraging maintenance and care of the residences, environment and properties, and by discouraging traffic through residential neighborhoods.

9. To Promote the Compatibility of Land Development, so that new development and redevelopment is located in areas, and configured in fashions, that serve to lessen the cost of servicing development and encourage the efficient expenditure of public funds.

10. To Encourage the Maintenance of Established Community Character, to protect established neighborhoods, and preserve existing trees and other natural features by discouraging their removal.

11. To Promote the Continued Maintenance and Rehabilitation of the Borough's housing stock, support facilities and utilities. This includes the Borough's desire to place limits on the ever-increasing size of structures on lots, both in new development and re-development, thereby protecting the character and scale of established neighborhoods. Emphasize the benefits of rehabilitating homes instead of removing them, and encourage development of a variety of housing types targeted to residents of all ages.

12. To Promote Historic Conservation, Preservation and Adaptive Reuse Where Appropriate.

13. To Discourage the Re-subdivision of Oversized Already Developed Lots.

14. To Encourage Quality of Design in the Landscape, instill quality into new land uses, preserve existing trees and other natural features by incorporating them into new land uses, encourage the establishment and continuation of a recognizable Borough design vernacular, and pleasantly and invitingly announce prominent "gateways" into the municipality.

15. To Provide Community Services, adequate in their nature and extent, and equitably available throughout the Borough, to include the addition of new services where a clear deficiency becomes identified.

16. To Provide Facilities for Senior Citizens and Youth, to the extent they are or become deficient. These may include provisions of facilities for recreation and congregation, transportation, and their health and welfare.

17. To Encourage Public and Private Utilities, providing for their efficient utilization, and expanding the provision of public utilities into all areas not currently serviced. This includes encouraging residents to take advantage of the Borough's newly expanded sanitary sewerage system in favor of their older septic systems, and supporting efforts to expand technologically current communications availability throughout town.

18. To Promote Ease and Convenience of Non-Motorized Transportation, including the expanded provisions of sidewalks, walking paths, bicycle paths, lanes and routes, to meet the needs of Borough residents. This item would include the reinforcement and expansion of the Borough's Hike and Bike program.

19. To Provide Support and Reinforcement for the Central Business District, to encourage its continued viability and full occupancy by an extensive variety of business establishments to serve the community, to continue to attract high quality retail and office establishments and other related non-industrial businesses, to promote its patronage by local area shoppers, to make it more pedestrian friendly, to encourage the infill redevelopment of older and less desirable facility sites, and to permit the expansion of its geographic boundaries to the immediately adjoining contiguous areas if adverse impacts can be avoided.

20. Further develop the town center, which contributes to Old Tappan's sense of place, to be physically defined by design features so that it is apparent to the general public, and incorporates public municipal facilities such as Borough Hall, public facility buildings (e.g. police, fire, ambulance, library), a possible new post office. This also includes the continuation of a uniform signage program for public uses.

21. To Promote Safety within Roadway Rights-of-Way, by identifying deficiencies in the local roadway network, its connections to the regional road and transit systems, and by controlling vehicular speeds and movements through the implementation of contemporary traffic calming techniques.

22. To Encourage the Sharing of Services, promoting the regionalization of services with other towns when they provide benefits to Old Tappan, while still honoring the tradition of home rule.

23. To Maintain the Borough's Infrastructure so it continues to provide the services and capabilities intended for each of them including the facilities and structures, roadways, parks, recreation facilities, sewer system, sidewalks, walkways and paths, and bridges, among others.

24. To Encourage the Implementation and Use of a Central Electronic Database for the Borough's files and records using Geographic Information Systems (GIS) where applicable. The many Departments, Commissions, Boards and Committees are to be encouraged to avail themselves of the same common services and systems, and to share information.

25. To Support Higher Levels of Public Participation and Awareness, by supporting the use and expansion of the Borough's website, and to promote public participation on Borough boards, commissions and committees, and in Borough affairs.

3. LAND USE PLAN ELEMENT

3.1. Background

3.1.1 Existing Land Use

Based upon several field reconnaissances, and discussions with Planning Board members and other Borough officials, it has been confirmed that a few land use changes have occurred since the adoption of the 2000 Master Plan. While the number of land use changes has been relatively small, a few of those that have occurred have been significant. While they have not altered the land use pattern of Old Tappan, they have altered specific long-standing Borough land uses. Again, despite these few developments of significance, the general pattern of land use has not appreciably changed. Existing land uses and patterns can be discerned by a review of the Aerial Photography shown as Figure 3. The following is a description of land use as it currently exists within the Borough.

3.1.1.1 **Residential** – Old Tappan has been, and remains today, a residential community dominated by single-family lots, most of which range in size from 10,000 to 40,000 square feet. Most of the newer single-family development in the Borough is located north of Old Tappan Road, and to a lesser extent south of Old Tappan Road East and east of Orangeburg Road South. Large houses on large lots (one acre and larger each) characterize these newer homes. A few more have recently been developed south of Cripplebush Road and east of Westwood Avenue. These represent a continuation of the large lot low density trend of single-family residential development within the Borough that was started approximately two-and-one half decades ago, and exist primarily within the RA-40 Residential and RA-40-CC Residential-Conditional Cluster building zones. Very little new residential development has taken place within the low to moderate density RA-25 Residential building zone situated south of Old Tappan Road, either west of Washington Avenue or east of Central Avenue. The oldest residential neighborhoods are located in the southeastern quadrant of the Borough, south of Old Tappan Road, east of Washington Avenue, and west of Orangeburg Road. Other oldest residential neighborhoods exist east of Orangeburg Road South and south of White Avenue, and north of Old Tappan Road West in the vicinity of Lindy Place, Amelia Drive and Leoson Parkway. These older neighborhoods are generally characterized by modest sized houses on low to moderate and moderate density lots (10,000 to 25,000 square feet each), and exist primarily within the RA-25, RA-25-CC, RA-15 and RA-10 Residential building zones. All of these observations have been substantiated by data from the most recent 2000 U.S. Census and information gathered during the recent N.J. State Development and Redevelopment Plan (SDRP) update.

A few single-family residential developments were completed in the recent past. Within this category, the most significant subdivisions include: (a) the former site of the Longview Tennis and Swim Club that now consists of 24 single family homes on lots averaging at least 30,000 square feet each; (b) along Stonegate Road (an improved cul-de-sac street) northeast of Orangeburg Road and south of Hillcrest Court that now consists of approximately nine single family homes; (c) the former site of the St. Pius X Roman Catholic Church on Cripplebush Road that now consists of ten single family homes on lots of at least 15,000 square feet each; (d) the former site of an older home on an oversized lot in the southeast quadrant of Old Tappan Road East and Moeser Place that now consists of three single family homes on lots of at least 27,000 square feet each; (e) along Susan Court (a new cul-de-sac street on formerly vacant land) south of Old Tappan Road East and east of Heritage Road that now consists of seven single family homes on lots of at least 1.2 acres each; (f) along Snow Crest Court (a new cul-de-sac street) north of Old Tappan Road East and east of

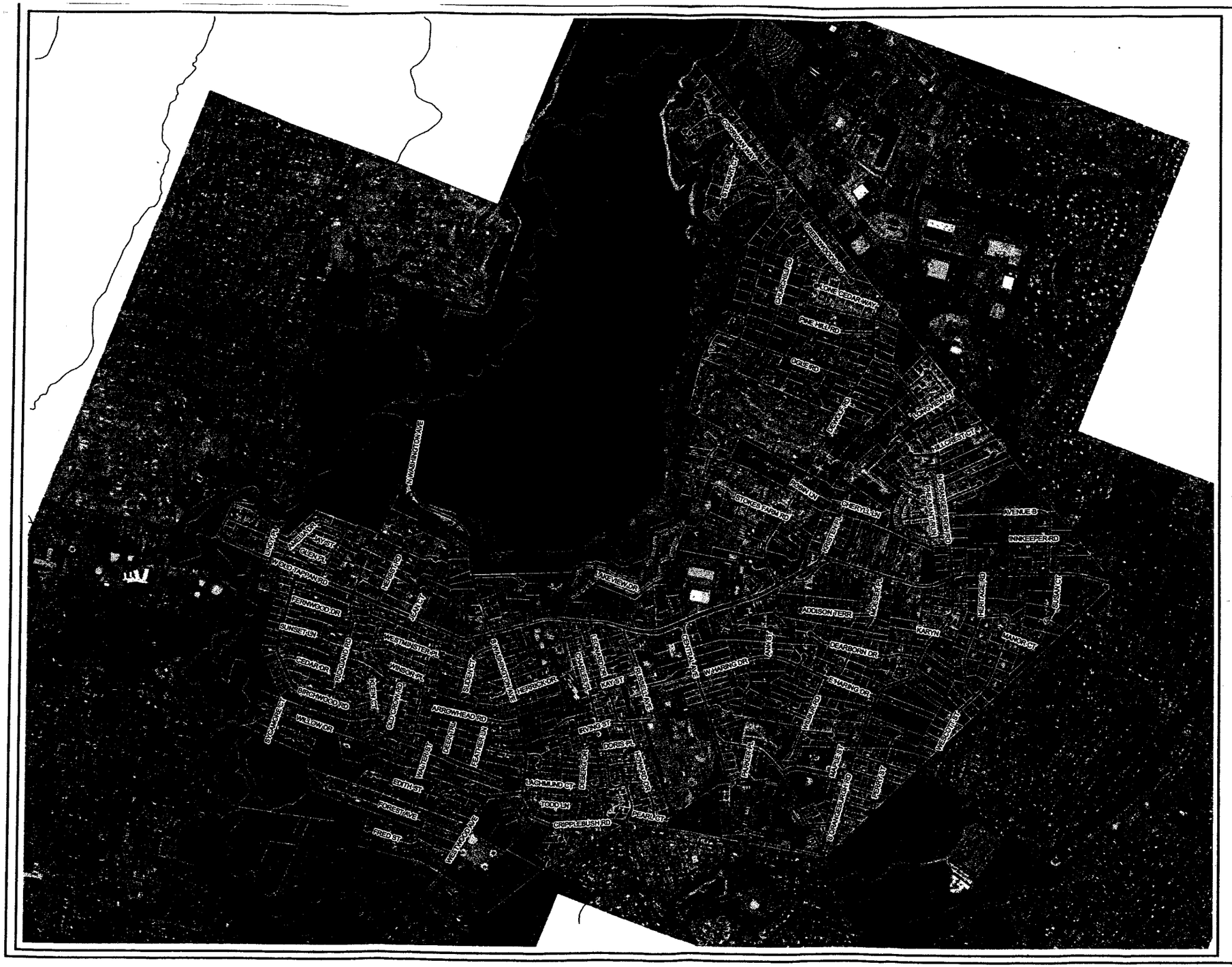

FIGURE 3 - AERIAL PHOTOGRAPHY

Old Tappan Market Plan

Borough of Old Tappan, New Jersey

Moeser Place that now consists of four single-family homes on lots of at least 0.9 acres each; and (g) two new single family houses along Veterans Way, across Orangeburg Road from Longview.

A few other single-family residential developments are currently under construction. The most significant residential subdivisions in this category include: (a) Woodland Green, on the property along the south side of the Borough Golf Course west of DeWolf Road, that will consist of fifteen single-family homes on lots of at least 25,000 square feet each on a cul-de-sac named Ampssler Way; (b) Avignon Square, on property along the east side of Westwood Avenue and north of Stone Point Park, that will consist of four single family homes on lots of at least 43,000 square feet; (c) a new subdivision on a cul-de-sac named McKittrick Court along the south side of Cripplebush Road and west of Hampton Ridge Court that will consist of four single-family homes; and (d) Ingleside Estates on the former site of the Ingleside Nursing Home along the east side of Washington Avenue and south of Herrick Drive that will consist of eleven single family homes.

Additionally, at least one other single-family residential development was recently approved with construction having not yet commenced. This subdivision is on two former lots along the north side of Old Tappan Road East and across from Heritage Road that will consist of six single-family homes.

According to the 2000 U.S. Census, approximately 79% of the dwelling units in Old Tappan are detached single-family homes on individual lots. Another 14% are comprised of attached single-family homes (primarily townhouses). The remaining 7% of Old Tappan's dwelling units are made up of a variety of 2 to 20 or more family structures (see "Housing Element and Fair Share Plan", Borough of Old Tappan, Bergen County, N.J., adopted November 30, 2005, hereinafter referred to as "HEFSP")[2]. The most significant land use change since the 2000 U.S. Census in residential patterns within the Borough is that the multi-family development proposals that were common in the 1990's have about ceased, and new residential development and redevelopment since 2000 has taken the form of single-family detached dwellings on individual lots.

Today, five non-age-restricted multi-family residential developments exist within the Borough. At the time of the 2000 Master Plan Update, two of these developments were under construction, and one had just been approved by the Planning Board, and therefore these three did not exist in their entirety at that time. All three have now been completed and are occupied. The first is known as "The Village" (formerly known as "Woods Edge"), which is situated along the west side of Orangeburg Road North and consists of 137 dwelling units. The second is known as Winding Creek (formerly known as Le Chateau, XLA and Linn Associates), which is situated along the north side of Central Avenue and consists of 62 dwelling units. The approved development whose construction had not yet commenced in 2000 is known as "Dorotockey's Run", and it consists of 41 dwelling units on a site north of The Village with frontage on DeWolf Road. The other two multi-family developments had been completed at the time of the 2000 Master Plan Update. The first is known as Lakeview at Old Tappan, and it is comprised of 120 dwelling units along the southeastern shore of Lake Tappan, and is accessed from Old Tappan Road West. The second is known as Foxwood Estates (formerly known as "Knickerbocker Village"), and it includes 65 dwelling units south of Central Avenue and adjacent to the Borough of Harrington Park. These five multifamily developments support the entirety of Old Tappan's affordable housing obligation as prescribed by the N.J. Council on Affordable Housing (COAH), and as a result COAH granted Second Round Substantive Certification status to Old Tappan. COAH is currently reviewing Old Tappan's petition for Third (current) Round Substantive Certification (see HEFSP).

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[2] Burgis Associates

Home Businesses (occupations). One significant change that has been occurring within Old Tappan, as it has in many other area communities, has been the proliferation of home offices. This phenomenon was precipitated by a number of factors. For example, during the recession that occurred in the early 1990's, and again in year 2000, many white-collar office workers lost their jobs with few prospects for new employment opportunities. These skilled individuals soon discovered that small home-based businesses were a viable method of earning an income. The availability and advanced state of personal computers, the Internet, fax machines and other technological improvements supported such ventures. Neither Old Tappan residents nor its officials have expressed opposition to these businesses, provided that the residential character of the neighborhoods within which they are situated are not altered or adversely impacted. To this end, Old Tappan has recognized and permitted these businesses to exist within residential zones, with local controls to ensure compatibility. These controls govern the limiting of employees, lighting, signage, nature of business, deliveries and noise. They also prohibit outdoor storage, exterior display, smoke, dust, odors, heat, and glare. The State of New Jersey also has legislation addressing home-based businesses, which supports their existence with reasonable controls.

3.1.1.2 **Senior Citizens Residential and Healthcare** – There are two facilities remaining within Old Tappan that fall into this category that are specifically targeted towards addressing the various needs of senior citizens. The oldest is the 29 unit senior citizens housing complex on Russell Avenue, constructed in conjunction with the Lakeview at Old Tappan development and with assistance from the Bergen County Housing Authority. This facility offers independent living in an age-restricted environment. The newest facility is the Sunrise Assisted Living Center on Old Tappan Road East, just east of Central Avenue. This Center offers a level of care for seniors who can no longer live independently. Local senior citizens, therefore, now have only two different age-restricted options for their residential needs. At the time of the 2000 Master Plan, a third option was available in the Borough that offered the highest level full-time nursing and medical care to the most needy senior citizens. Unfortunately, the former Ingleside nursing home on Washington Avenue South was razed in 2005 in favor of a single-family residential subdivision. Both the 1994 and 2000 Master Plans supported the continuation of the Nursing Home, but the underlying zoning remained as RA-15 residential.

3.1.1.3 **Commercial (Retail)** - Commercial retail development is located primarily in the central area of the Borough, principally within the B-1 Business building zone. The dominant retail facility is the Bi-State Plaza shopping center along the north side of Old Tappan Road West. Additional retail uses exist intermittently along Old Tappan Road between Dorotockey's Run and Charles Place (e.g. gas station, restaurants, cycle shop, banks). One isolated commercial use exists along the west side of Orangeburg Road South (catering/banquet hall), and another exists at the intersection of Central Avenue and Orangeburg Road South (gas station). A nursery school is located along the north side of Old Tappan Road East, west of DeWolf Road. The Bi-State Plaza was expanded and upgraded and supports several upscale retail establishments. As a result of this high quality commercial development, and other upgrading and commercial redevelopment that extends along Old Tappan Road, Old Tappan's downtown central business district has an attractive and inviting appearance. All of these facilities have contributed to the revitalization of the central business district. Parking needs have been adequately addressed with each retail establishment providing parking provisions.

What is lacking is ease of pedestrian movement through the downtown. Old Tappan Road is very wide, and many of the retail establishments feature front yard parking facilities. In addition, few crosswalks exist across Old Tappan Road. These three factors together serve to inhibit pedestrian movements, and most users of the central business district tend to drive from one stop to the next.

3.1.1.4 **Commercial (Office)** - Office development occurs almost exclusively along Old Tappan Road from Holbrook Court (formerly Vandervoot Place) to DeWolf Road. It also extends for a distance of almost 600 feet south onto Central Avenue from Old Tappan Road. The district has two new office buildings. One is situated on the northwest corner of Old Tappan Road East and DeWolf Road. The other is a new real estate office situated along the southern side of Old Tappan Road West, just west of Russell Avenue. All Borough office development occurs within the B-1 Business and B-2 Office building zones. The governing body enacted a rezoning from residential to B-1 in the fall of 2003 along Old Tappan Road West to complete this consistency. Most of these facilities are well established, and all contribute to the quality of life within the Borough. It has been determined that they cause little in the way of adverse impacts.

3.1.1.5 **Industrial** – Industrial land use conventionally refers to manufacturing (heavy and light) and warehousing (or storage of materials). There are no conventional industrial land uses occurring within Old Tappan. The B-1 Local Business District does permit storage facilities that are integral to the office use of the same building, provided they do not exceed 50% of the building's floor area. Two such facilities are known to exist within the Borough. The first is on the west side of Central Avenue, just to the south of the businesses that front on Old Tappan Road West. The second is the Pearson Education facility on the north side of Old Tappan Road East, just east of the Bi-State Plaza.

3.1.1.6 **Churches and Cemeteries** – Four religious facilities exist within Old Tappan. They are the Trinity Reformed Church at Old Tappan Road West and Washington Avenue North, the Prince of Peace Lutheran Church on Orangeburg Road South across from Haring Drive East, the Korean Presbyterian Church of the Palisades on Old Tappan Road West across from Russell Avenue, and St. Pius X Roman Catholic Church on Old Tappan Road West across from the grade schools. St. Pius X is the newest of these four, having relocated to this site in the late 1990's.

Cemetery uses have not changed. Two very small cemeteries exist east of DeWolf Road, and a one-acre cemetery is situated along Washington Avenue North. According to historical records, one unreported cemetery might exist east of Orangeburg Road North. The combined area of churches and cemeteries within the Borough amounts to approximately 17.5 acres.

3.1.1.7 **Historic Sites** – These are discussed in the Historic Plan Element of this Master Plan.

3.1.1.8 **Lake Tappan Reservoir and Watershed Lands** – (See also "Conservation Plan Element"). Since almost all lands within Old Tappan Borough drain into waterways that feed the Lake Tappan Reservoir and/or the Oradell Reservoir, almost the entire Borough could be considered "watershed" since it is all technically within the lands scientifically defined as watershed. Watershed lands include all properties owned long-term by the water company for the purpose of watershed protection that were not a part of the lawsuit described herein. In contemporary terminology, "watershed lands" also include those lands that fall within the second two of the three categories of land resulting from the settlement agreement of a lawsuit brought by the Environmental Defense Fund (EDF) and Bergen Save the Watershed Action Network (SWAN) against the Hackensack Water Company. The first (or predominantly excluded from the watershed) category includes those lands that were made available for development as a result of the settlement agreement, that could be transferred and/or sold, and that were no longer considered crucial for water quality protection. Except for the areas of these latter sites that fall within the C-1 water quality anti-degradation setbacks of the NJDEP 2004 Stormwater Regulations, these lands are no longer considered to be watershed lands in contemporary terminology. In total, according to the 1983 Havens and Emerson "Report on Watershed Management" prepared for the Hackensack

Water Company, they amounted to 147 acres. As a result of the 1993 settlement agreement referred to above, the Borough subsequently acquired 53.4 of those acres for open space purposes. The other 93.6 acres were sold to private interests and were subsequently developed.

The second (and included as watershed) category includes those lands that surround the Lake Tappan Reservoir and its Borough tributaries, including the Hackensack River below the reservoir. These lands are considered crucial for water quality protection, and were ordered returned to the water company (now United Water Resources) to hold as "forever green", protected by deed restrictions that run with the land against any use other than watershed use. The third (and included as watershed) and final category of land was the golf courses on land owned by the water company. It was determined that these properties should remain forever golf course, never to be developed and also protected by deed restrictions, and as such are rightfully considered watershed lands. No such golf course lands are present within Old Tappan.

The aerial extent of the reservoir water surface within the Borough is approximately 527 acres or about 21 percent of Old Tappan's land area, making it the single largest land use within the Borough. Its overall impact on the Borough is significant. The unsubmerged watershed lands as defined above amount to another 312 acres (12%), so that between them they comprise fully one-third (33 percent) of Old Tappan's land area. The watershed drainage basin for the Lake Tappan Reservoir (the land area that ultimately drains into Lake Tappan) encompasses approximately 67 square miles. The 1994 Master Plan adopted a three zone buffer system proposed by the NJDEP in their 1989 study entitled "Evaluation and Recommendations Concerning Buffer Zones Around Public Water Supply Reservoirs". That Master Plan recommendation spurred the Mayor and Council to enact a new land use zone known as the Environmentally Sensitive District in February 1998. The C-1 waters provision of the N.J. Stormwater Regulations adopted in February 2004 currently protect the Borough's watershed lands for distances up to 300 feet from NJDEP C-1 designated surface waters. In addition, the N.J. Watershed Protection Act prohibits further transfers and diversions of Water Company lands for uses other than watershed protection. The Watershed Review Board administers these provisions.

The Lake Tappan Reservoir is a part of a larger water supply system associated with the Hackensack River. United Water Resources (UWR) of Harrington Park, a water supply company currently owned by a French water company, wholly owns all of the following reservoirs:

- The Oradell Reservoir (the terminal reservoir of the system)
- The Lake Tappan Reservoir
- The Woodcliff Lake Reservoir, and
- The Lake Deforest Reservoir

The Oradell Reservoir (into which all of the other reservoirs drain and is, therefore, the terminal reservoir) has a watershed drainage basin that encompasses approximately 113 square miles, and extends as far south as the headwaters of the Tenakill Brook in Tenafly, as far north as the headwaters of the Hackensack River in Haverstraw, as far east as the Palisades ridge from Alpine to Upper Nyack, and as far west as a ridge which runs from Paramus to Pomona and Mt. Ivy. The water from this system serves 60 communities in most of Bergen County and parts of Hudson County, New Jersey. The population of this service area exceeds 750,000 people. Another 250,000 people are served within Rockland County, New York. In addition to these resident customers, business and industry also depend on a clean and stable supply of potable water. The average demand is in excess of 100 million gallons per day, with the peak daily demand exceeding 160 million gallons.

For more detailed information on this topic, see the June 1995 "Natural Resource Inventory"[3], Borough of Old Tappan, Chapter C. Reservoir and Tributaries.

3.1.1.9 **Public Facilities** – Public facilities (including parks, the golf course, Borough facilities and schools) comprise approximately 144 acres or slightly less than six percent of the land area within Old Tappan. This represents an increase of about seven acres over that which was reported in 2000. The additions were both as parklands. Approximately four acres were added along the east side of Central Avenue as Twin Oaks Park; and approximately three acres were dedicated to the Borough to the north end of Stone Point Park as part of a subdivision application of the parcel formerly known as the "Tractman parcel". The parks and golf course are discussed in the Recreation Element of this Master Plan Update, and Borough facilities and schools are discussed in the Community Facilities Element.

3.1.1.10 **Utility Properties** – Lands dedicated strictly for utility purposes (Gas and Electric Companies, and sanitary sewerage facilities) amount to only 1.5 acres. While other lands support regional utility facilities (e.g. Tenneco Gas Transmission sites), they have not been included in this category of land use because these sites have the potential to support other land uses as well.

3.1.1.11 **Agricultural Lands** – Only two agricultural sites remain within the Borough, which is one less than was reported in 2000. They include the Stokes Farm on the west side of DeWolf Road, and the Sunden property on the east side of Westwood Avenue. The agricultural land loss was the two-acre Sunden property on the northwest corner of Old Tappan Road and Washington Avenue, which was subdivided for residential development. Together these agricultural lands amount to approximately 20 acres, or less than one percent of the Borough's land area.

3.1.1.12 **Vacant Lands** – There are several vacant parcels remaining in Old Tappan that are larger than a couple of single family lots. Some are not likely to be developed due to environmental constraints. We can expect others to be developed in the foreseeable future. Still others are either Borough-owned or Utility Company-owned with no known plans for their development. The potential for the development of Old Tappan's remaining undeveloped lands were first studied in a report entitled "Open Space Preservation Strategies", Borough of Old Tappan, dated June 1995[4]. They were then the subjects of further updated study in "Open Space Advisory Committee Presentation" dated November 21, 2005. The following is a brief synopsis of these lands, which are located on Figure 4:

1. Parcels not likely to be developed due to environmental constraints (total approximately 45.5 acres):

    a. Northeast of Orangeburg Road North, and northwest of the former Longwood site. This parcel is approximately seven acres in size, and is constrained by wetlands, open waters and a flood plain. This site is owned by the Borough.
    b. South of the High School, on the Harrington Park border. This parcel is approximately ten acres in size, and is constrained by wetlands and open water, and has been identified as a Critical Environmental Site by NJSDRP.
    c. South of Cripplebush Road and northeast of Stone Point Park. This parcel is approximately six acres in size, and is constrained by wetlands and open water.

[3] Hakim Associates
[4] Hakim Associates

d. South of Willow Drive and west of Edith Street. This parcel is approximately twelve acres in size, and is constrained by wetlands and open water.
e. South of Old Tappan Road West adjacent to the Hackensack River. This parcel is approximately three acres in size, and is constrained by wetlands. This site is in the process of being purchased by the Borough.
f. Sunden Farms on Westwood Avenue. Although this 6.3-acre site is not vacant, it is quite open and undeveloped. This site is not likely to be further developed due to its C-1 classification by NJDEP, its wetlands and its floodplain.
g. South of Orangeburg Road North across from the western leg of Longview Court. This 1.2 acre site is not expected to be developed due to its wetlands and flood plain.

2. Parcels that the Borough should expect to be developed in the foreseeable future (total approximately 10.5 acres):

   a. North of Old Tappan Road East, south of Avenue "B" and west of Innkeeper Road. This parcel measures approximately 8.5 acres and has been approved for a single-family residential subdivision of six lots.
   b. The northwest corner of Old Tappan Road West and Washington Avenue North. This 1.9-acre parcel was recently approved for a two lot residential subdivision.

3. Borough or Utility Co. owned vacant lands with no known plans for development (total approximately 48 acres):

   a. North and west of Avenue "B" and east of Orangeburg Road North. This parcel is approximately 21 acres in size, and supports several utility corridors.
   b. South of Chestnut Avenue and east of Central Avenue. This parcel is approximately seven acres in size, and currently is partially wooded and partially used by the Borough to store wood chips.
   c. West of Central Avenue on the Harrington Park border. This parcel is approximately 19 acres in size, and currently is used by the Borough to compost leaves.
   d. East end of Grace Avenue on the Norwood border. This parcel measures 1.13 acres, is undeveloped, and is replete with natural resources.

3.1.1.13 **High Potential Redevelopment Sites**

In the almost fully developed portions of Bergen County, of which Old Tappan and its Northern Valley region are a part, the potential for the redevelopment of under-developed or under-utilized properties represents the next frontier of economic development and more intensive land uses. Most of our communities resist overbuilding because of the pressure it places on community services. In some cases, however, redevelopment generates more benefits than the adverse impacts it causes. Some of these benefits include job creation, tax generation, increased diversity of housing options including affordable housing and age-restricted housing, preservation of historic resources through adaptive reuse, increased vitality and vibrancy in a community through the introduction of new and contemporary land uses, and overall aesthetic improvements of derelict and/or deteriorating sites. Unfortunately, these beneficial impacts of redevelopment are often offset by such adverse impacts as traffic generation, degradation of natural resources, increased school populations, and increased demand for such community services as police, sanitation, fire protection, ambulance, and recreation services. It is important, therefore, to properly plan for this phenomenon that is reaching into all of our area suburbs, to permit and encourage the beneficial redevelopments and to prohibit and/or discourage the others.

Parcels

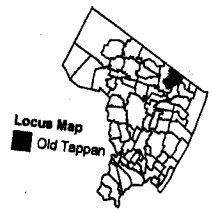
Borough or utility company owned - development potential unknown

Not likely to be developed due to environmental constraints

Waterbodies

Streets

Streams



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Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared August 2006 by ST&A

1,500 0 1,500 Feet
1 inch = 1,500 feet

FIGURE 4 - SIGNIFICANT VACANT LANDS

Old Tappan Master Plan

Borough of Old Tappan, New Jersey

The first step in this planning is to identify those sites that possess reasonable redevelopment potential. While any site can be theoretically redeveloped, cost-effective considerations will generally preclude the redevelopment of well-developed, efficient and productive sites. Prime candidates for redevelopment are sites and blocks that are either oversized for their present land use(s), or where the structures they support become expendable. In Professional Planning terminology, structures generally become expendable when their value is exceeded by the value of the lot on which they sit. New and more extensive environmental regulations at the state level will serve to inhibit some properties from being redeveloped. On the other hand, the redevelopment of obsolete, derelict, and abandoned land uses is encouraged by the State through the N.J. State Development and Redevelopment Plan (SDRP) for Planning Area 1 of which the majority of Old Tappan is a part.

In Old Tappan, most of the redevelopment opportunities occur in residential building zones. Excluding those oversized lots that could be subdivided into one or two additional lots only, the general locations that support prime redevelopment candidate sites of significance include:

1. North side of Old Tappan Road East, east of Kristin Place.
2. South side of Old Tappan Road East, east of Kristin Place.
3. South side of Old Tappan Road East near the NYS border.
4. East side of Orangeburg Road South, south of Karyn Court.
5. North side of Old Tappan Road West, west of Bi-State Plaza.
6. North side of Old Tappan Road West, both east and west of Washington Avenue North.
7. Stokes Farm on DeWolf Road. This site is currently put to productive use, and there is no indication that the owner intends to sell it or have it further developed. The only partial encumbrance to its development, however, is a small wetland in its northwest corner. This farm does not enjoy Farmland Protection status.

3.1.1.14 **New Developments Since 2000** – The most significant new developments since the 2000 Master Plan Update include the completion of the multi-family residential developments described above, a real estate office building along Old Tappan Road West, and several new single family residential subdivisions. These subdivisions are situated in several different locations: Ingleside Estates on the site of the former Nursing Home on Washington Avenue South, Woodland Green on the property south of the Borough Golf Course, Avignon Square on the north side of Stone Point Park, and McKittrick Court along the south side of Cripplebush Road.

3.1.2 Existing Zoning

3.1.2.1 **Conflicts with Land Use** – Old Tappan is fortunate in that its zoning pattern is relatively uniform with consolidated districts, and there exist few non-conforming uses. Incompatible intrusions are infrequent, and district boundaries have been long established, which has led to a scarcity of zoning conflicts. Those that do exist generally predate Old Tappan's zoning ordinance. To mitigate such conflicts, landscaped buffer strips of from 25 to 50 feet are required on lots within the B-1 or B-2 Zones whenever they abut a residential zone or use. Similarly, buffer strips of from 35 to 70 feet are required on nonconforming use sites whenever they abut a residential zone or use or a house of worship.

3.1.2.2 **Zoning Districts** - There are thirteen (13) Zoning Districts within Old Tappan, each of which is sizeable enough with enough range of land use activity and planning objectives to be warranted and justifiable. Their permitted uses, and significant dimensional limitations and geographic boundaries, will be discussed in the Proposed Land Use Plan section of this document.

The following is a summary of the districts' locations, their basic regulations, and the recommendations from 2000 that have not yet been acted upon:

3.1.2.2.1 RA 40 and RA 40-CC Residential Zones. With several notable excep zones encompass the northern half of the Borough, principally north of Old Tap as well as south of Old Tappan Road East and east of Orangeburg Road South. somewhat fragmented district is situated along Fred Street, at the ends of Forest and Edith Street, and sandwiched between Westwood Avenue and Cripplebush These represent the largest residential zoning category within the Borough. The require a minimum residential lot size of 40,000 square feet, unless the "Conditi Cluster" (CC) designation applies. In an irregular corridor surrounding DeWolf residential clustering is permitted at the discretion of the Planning Board, to be u means of achieving open space and protection of sensitive environmental areas. cluster provisions, densities are not to exceed those that could be achieved under conventional zoning, with the resultant open space to be consolidated into comm The 2000 Master Plan Update recommended retaining the residential cluster pro an effort to establish small neighborhood recreation areas. This was in contrast t recommendation to delete them. The Borough has followed the 2000 recommen This zoning provision will be revisited again during the forward planning process Master Plan, but it may now be moot due to past zoning changes that placed most available land previously in this category within the "Environmentally Sensitive I (ESD). No 2000 recommendations remain outstanding.

3.1.2.2.2 RA 30-LA. This building zone is limited to an area northeast of Orangeb Road North. It is a building zone that permits Lot Averaging, which is the averaging of the lot sizes to meet the density achievable within a minimum 30,000 square foot residential development. Other significant restrictions include a maximum of 25 total lots, a 12,500 square foot minimum lot size, maximums on building sizes, and a site must be reserved for common open space. No specific recommendations were made for this zone in 2000.

3.1.2.2.3 RA 25 and RA 25-CC Residential Zones. These zones encompass two large blocks of land, and two smaller extensions. The first block is located south of Old Tappan Road East and the business districts, west of Orangeburg Road South and from the High School east, extending south to near the border of Harrington Park. The largest block is located south of Old Tappan Road West and west of Washington Avenue South, and extends to the watershed lands surrounding the Hackensack River and the fragmented RA-40 properties. The two small extensions are situated south of Cripplebush Road, and north of Old Tappan Road West at its westernmost extremity. These are the second largest residential zoning categories within the Borough. A minimum residential lot size of 25,000 square feet is required within this district, unless the "CC" designation applies as described above. The 2000 Master Plan Update recommended that the two-lot four-acre former greenhouse property along Central Avenue that became Twin Oakes Park, half of which was in this district, should have its zoning changed (presumably to RB-130 akin to other Borough owned parks) so that it could be added into the Borough's open space and recreation inventory, and this was accomplished.

3.1.2.2.4 RA 25-NL Residential Narrow Lot Zone. This building zone that was created in 1998 is limited to the former Lot 1 in Block 502 before it was subdivided, and is the result of the settlement of a lawsuit brought by its owner. It permits single family residential lots at the density permitted in a 25,000 square foot building zone, yet allows lots as narrow as 100

feet in width. Because of the nature of the property, other special conditions were created. This includes permitting a cul-de-sac to be 1200 feet long with only one access point, and also exempts the development from the street jog provisions. The 2000 Master Plan recommended that the Borough state definitively that this building zone shall not be extended into any other Borough properties in the future. By virtue of including it in the Master Plan, this position was adopted as Borough policy.

3.1.2.2.5 RA 15 Residential Zone. This zone is confined to one area of the Borough, and is situated south of Old Tappan Road West, west of the High School, north of Cripplebush Road, and east of Washington Avenue South. This is the third largest residential zoning category within the Borough. A minimum residential lot size of 15,000 square feet is required within this district. No changes were recommended in the 2000 Plan.

3.1.2.2.6 RA 10 Residential Zone. This zone is the smallest residential zone within the Borough, and can be found in two locations. One location is situated south of White Avenue at the southern end of Orangeburg Road South, principally on its eastern side extending to the Norwood boundary. The second area carrying this zoning designation is located north of Old Tappan Road West, incorporating the neighborhood from Lindy Place to Leoson Parkway. In 2000, the second area only included Lindy Place, but the Borough expanded it easterly to Leoson Parkway because that neighborhood has characteristics more similar to RA 10 than it does to its former RA 15 Residential Zone. A minimum residential lot size of 10,000 square feet is required within this district. The one change that was recommended in the 2000 Plan has not yet been incorporated into the Zoning Code. That was for the Borough to reconsider the restriction of only permitting 100' by 100' lot sizes in the RA 10 zone. If the Borough relaxed the minimum lot width restriction to 80 feet while still maintaining the 10,000 square foot minimum lot area, some flexibility in lot configuration would be permitted. This would promote a desirable diversity in residential development, but would only be utilized in the event of large scale redevelopment since there is no available undeveloped land within this zone.

3.1.2.2.7 RB 130 Residential District. This is a mixed-use district that emphasizes residential uses, but the residential designation is somewhat of a misnomer. The RB 130 Residential District is restricted to municipal uses, and includes such properties as the golf course, Borough Parks, the municipal sites utilized for composting and woodchip storage, the Senior Citizens Residences, the Library, the Police Station, the First Aid Building, Borough Hall, the Department of Public Works, and the Fire Department. All of these uses are permitted within this zone, which also permits any uses permitted within any other residential district, low and moderate income housing, and public utilities as essential services. A few recommendations were made in 2000. The most important was to extend the zone to incorporate the remaining residential properties along Russell Avenue, because it was the desire of the Borough to establish a consolidated Town Center along this corridor. To date, the Borough has only incorporated the Senior Citizens complex into the zone. The second recommendation was for the Borough to enact a "Town Center Overlay Zone" for Russell Avenue to establish the Borough's long range objective for this property, but this has not yet been accomplished. The final recommendation from 2000 was for the Borough to identify the most valuable use(s) for the Borough-owned 6.78 acre site across from Chestnut Field, and this remains an open question.

3.1.2.2.8 B-1 Local Business District. Old Tappan's Local Business District encompasses three of the four corners of the central business district. On the north side of Old Tappan Road it includes the Bi-State Plaza. On the south side of Old Tappan Road, it includes the

businesses across from Bi-State Plaza, and those extending from Central Avenue east to Dorotockey's Run. Permissible land uses have included the designed shopping center that is the Bi-State Plaza, retail establishments, restaurants, a gas station, an assisted living center, and small professional offices. The minimum lot size permitted within this zone is 30,000 square feet. The 2000 Master Plan reiterated the 1994 recommendations for this zone that included limiting uses to those that will be compatible with the adjoining residential properties, exercising care in site design to avoid the establishment of a strip commercial center form of development, and protecting neighboring residents by requiring an intervening buffer. The 2000 Plan further recommend that a strip of land be reserved along Old Tappan Road in the fronts of these establishments for a future designed "streetscape". Buffer regulations have been strengthened, but it does not appear that the other recommendations have yet been implemented.

3.1.2.2.9 B-2 Office District. This zoning district occupies the fourth (northeast) quadrant of the central business district, on the north side of Old Tappan Road East. Its land uses include office buildings and a nursery school. Building lots a minimum of 40,000 square feet in size each are permitted within this zone. The 1994 recommendation to expand this zone into the southwest central business district quadrant has not been implemented. In 2000, the benefits of intermixing office and other commercial uses were espoused, with the conclusion that there is no apparent benefit to segregate office and retail from one another. So, by not acting upon the 1994 recommendation, the Borough may have tacitly and partially implemented the 2000 recommendation.

3.1.2.2.10 PRD Planned Residential Developments. Once Old Tappan complied with the requirements of the N.J. Council on Affordable Housing (COAH) and achieved Substantive Certification status (see "Housing Element and Fair Share Plan" annexed by reference to this document), the Borough eliminated the prior "Overlay" or "Conditional Use" zoning designations in favor of permanent PRD building zones for the five original Borough sites. They are located in three areas of the Borough: behind Bi-State Plaza adjacent to the reservoir, spanning between Orangeburg Road North and DeWolf Road, and east of the High School. No changes were recommended in 2000.

3.1.2.2.11 ES Environmentally Sensitive District. In general, this zone encompasses the Lake Tappan Reservoir and its boundary lands, and the Hackensack River and its boundary lands. It extends northward and eastward from the Hackensack River to the lands surrounding Stone Point Park and the edges of the residential neighborhoods southwest of Washington Avenue and Old Tappan Road West; and also includes the wetland-dominated site south of the High School. Through its permitted land uses and dimensional limitations, the Environmentally Sensitive District (ESD) conserves natural resources. The ESD permits one family dwellings, reservoirs, open space and recreation uses, and arboreta. The ESD limits buildings to 10% maximum coverage. It also limits improved lot coverage to 25% of the lot area. The 2000 Master Plan recommended that the rear portion of the Tractman parcel on the east side of Westwood Avenue, and the 7.6 acre open space parcel along Washington Avenue North, be re-included within the ESD as originally intended. While the former was accomplished, the latter was not.

3.2 Proposed Land Use Plan

3.2.1 Introduction

The land use plan element is the most tangible and visible element of the Master Plan. This element cannot stand alone, however, as it relies on each of the other Master Plan components ("elements") to form a cohesive, complimentary and complete guide for future development within the Borough. The land use plan element is the element that provides the basis for changes to the municipal zoning, subdivision and other land use regulations, and that can have the most far-reaching impacts upon the residents of the community. In view of this importance, and the fact that Old Tappan is an almost fully developed community, recommended changes to the Land Use Plan Element are few, and each is very carefully thought out (see Fig. 5).

Past land use policies within Old Tappan have served the community well. Old Tappan has a desirable mix of land uses, and for the most part they are located in consolidated districts, thereby minimizing incidents of incompatibility and conflicts between adjoining land uses. This is not exclusively so, however, as land use conflicts occasionally arise from legally existing non-conforming uses. That notwithstanding, Old Tappan's past land use policies have helped to shape an extremely desirable and attractive community, while at the same time satisfying the Borough's legally required statutory requirements. Among the most recognizable results of these policies are that Old Tappan's property values have risen rapidly, demand is high, and until recently Old Tappan held the distinction as one of the fastest growing communities within Bergen County. The rapid growth of the recent past caused deficiencies in certain land use categories that serve to support and sustain the high quality of life that Borough's residents have come to enjoy. In some cases, these deficiencies are caused simply by the increase in population's strain on finite resources. In other cases, desirable land uses that once met community needs have disappeared through redevelopment in favor of more economically profitable land uses, and some of these former uses need to be replaced. Finally, deficiencies often emerge as new and contemporary land uses become desired by a community that were previously considered to be unimportant. Therefore:

The primary purpose in preparing this new Master Plan is to recognize these deficiencies and newly emerging community desires, and plan for satisfying them while opportunities still exist, before candidate properties become otherwise developed or committed. Nowhere is this purpose more apparent than in the Proposed Land Use Plan.

3.2.2 Old Tappan Land Use in General

3.2.2.1 The Borough has a general desire to slow down the pace of new development, thereby preserving its remaining open spaces. In lieu of new development, therefore, and in order to avoid stagnation and encourage new infusions of private investment in the community, Old Tappan will encourage the redevelopment of obsolete, derelict, and under utilized sites into contemporary land uses that generate community benefits.

3.2.2.2 In order to be proactive in anticipating future land use issues, the Borough should pay close attention to two areas that are addressed in the Background section of this Land Use Plan Element. The first is the Significant Vacant Lands. While there are reasons why these lands should continue to remain vacant, in at least one case that is not Borough-owned, the potential for future development is real. This reference is to the 21-acre site north and west of Avenue "B" and east of Orangeburg Road North that is utility company owned. The second area of concern is the High Potential Redevelopment Sites. The Borough should anticipate more intensive future development proposals on these sites, and then take steps

to ensure that zoning controls are in place that would result in developments that would be beneficial to the community.

3.2.2.3 The Borough has a general desire to increase its ratables without causing an increased demand on municipal services. The Borough recognizes this objective as having a very delicate balance. To this end, the Plan endorses infill redevelopment with higher value commercial land uses to take place within the outer limits of the existing business districts, with some consideration given to its slight expansion.

3.2.2.4 An examination of the recent variance requests reviewed by the Old Tappan combined Planning Board/zoning Board of Adjustment reveals no discernable patterns having been developed. Patterns in variance requests may indicate a weakness in a zoning provision. Most recently, variance requests have been mainly for undersized lots and front yard setback encroachments. Since there were no clear patterns, and since there is no sentiment for adjusting these two zoning provisions, the Plan recommends no changes to the Borough's zoning as a result of their recent experiences. The joint land use review board is expecting applications for FAR variances, but so far only a few have been received.

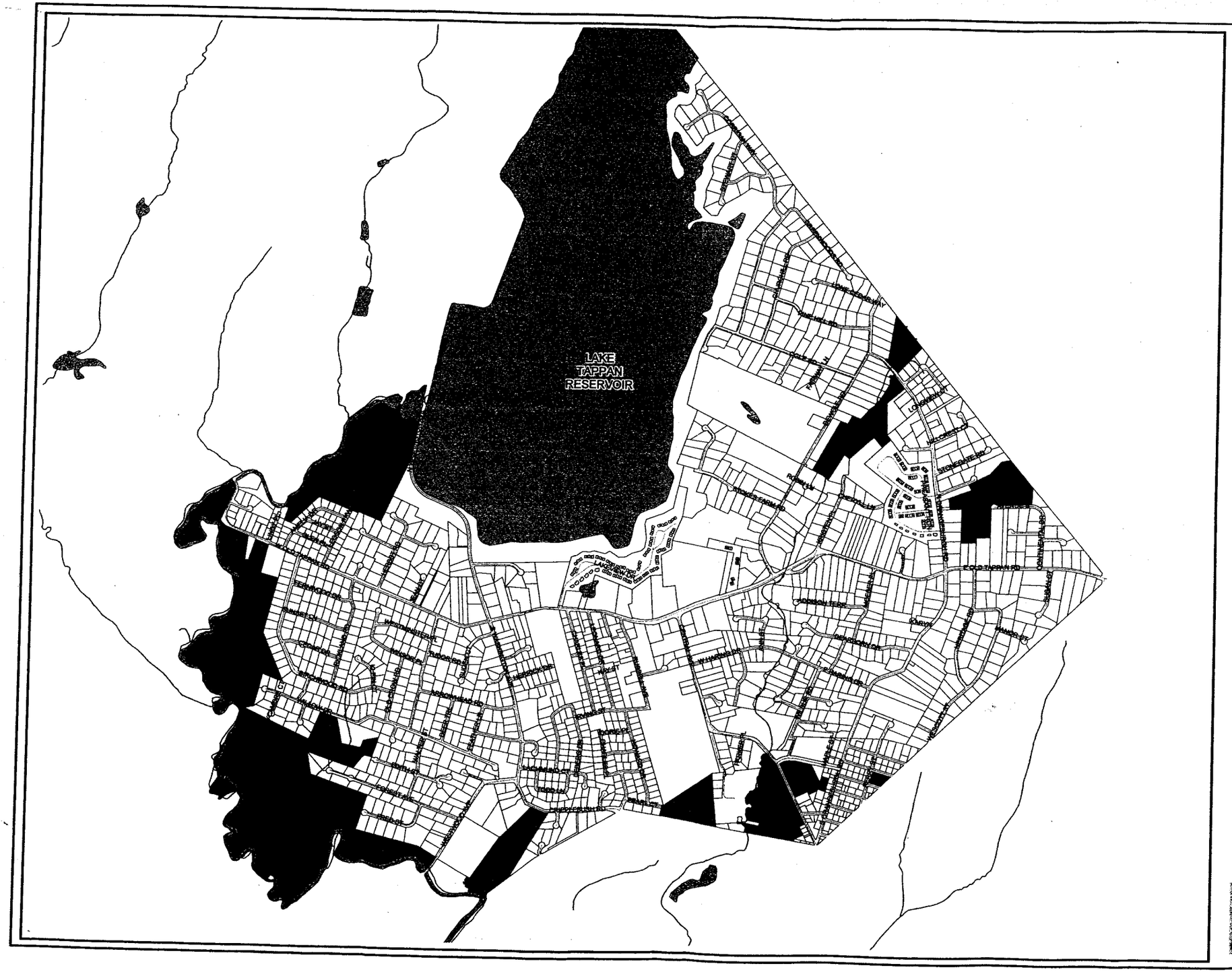
3.2.2.5 With respect to religious land uses, they are currently located within and adjacent to both residential and commercial districts. Due to their generally accepted compatibility with land uses of all types, it is recommended that they continue to be permitted in all districts. In keeping with the 2000 Master Plan recommendation that itself was a departure from the Borough's earlier position, no separate land use category has been provided.

3.2.2.6 It is the desire of the Borough to upgrade their property maintenance code that currently requires property owners to maintain their properties in accordance with accepted and reasonable community standards. These standards include items such as landscape maintenance and building façade maintenance, among other items. One issue that has recently arisen is the proliferation and size of statuary on residential properties. The Borough desires to limit these, and the Plan endorses this desire. A provision to the Borough's zoning code to this effect should be pursued.

3.2.2.7 In order to comply with the most contemporary requirements of the N.J. Green Acres Administration, and continue to qualify for open space and recreation lands acquisition funding, the Borough should adopt its 2000 Open Space and Recreation Plan (OSRP) as a Master Plan Element. Since the Planning Board hasn't reviewed this document in several years, it is recommended that the Planning Board do so and then take the separate action of adopting it by reference in the coming months.

3.2.2.8 In the event it becomes enabled by the N.J. legislature, the Borough should consider the merits of adopting a local Impact Fee Ordinance. Such an ordinance would place the burden of paying their fair share of municipal services fees on the sponsors of developments that use these services. MLUL already provides for such sharing in the costs of improvements to utilities and streets, and is considering expanding it to also include schools, parks and the like.

3.2.2.9 Now that is has been enabled by the N.J. legislature, the Borough should consider the merits of adopting a local Transfer of Development Rights ordinance. Such an ordinance might provide assistance in preserving land in and around the watershed that is not already protected. Higher densities would be permitted elsewhere within the community in exchange for preserving the more environmentally sensitive lands.



Parcels

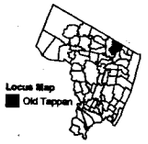
Borough or utility company owned - development potential unknown

Not likely to be developed due to environmental constraints

Waterbodies

Streets

Streams



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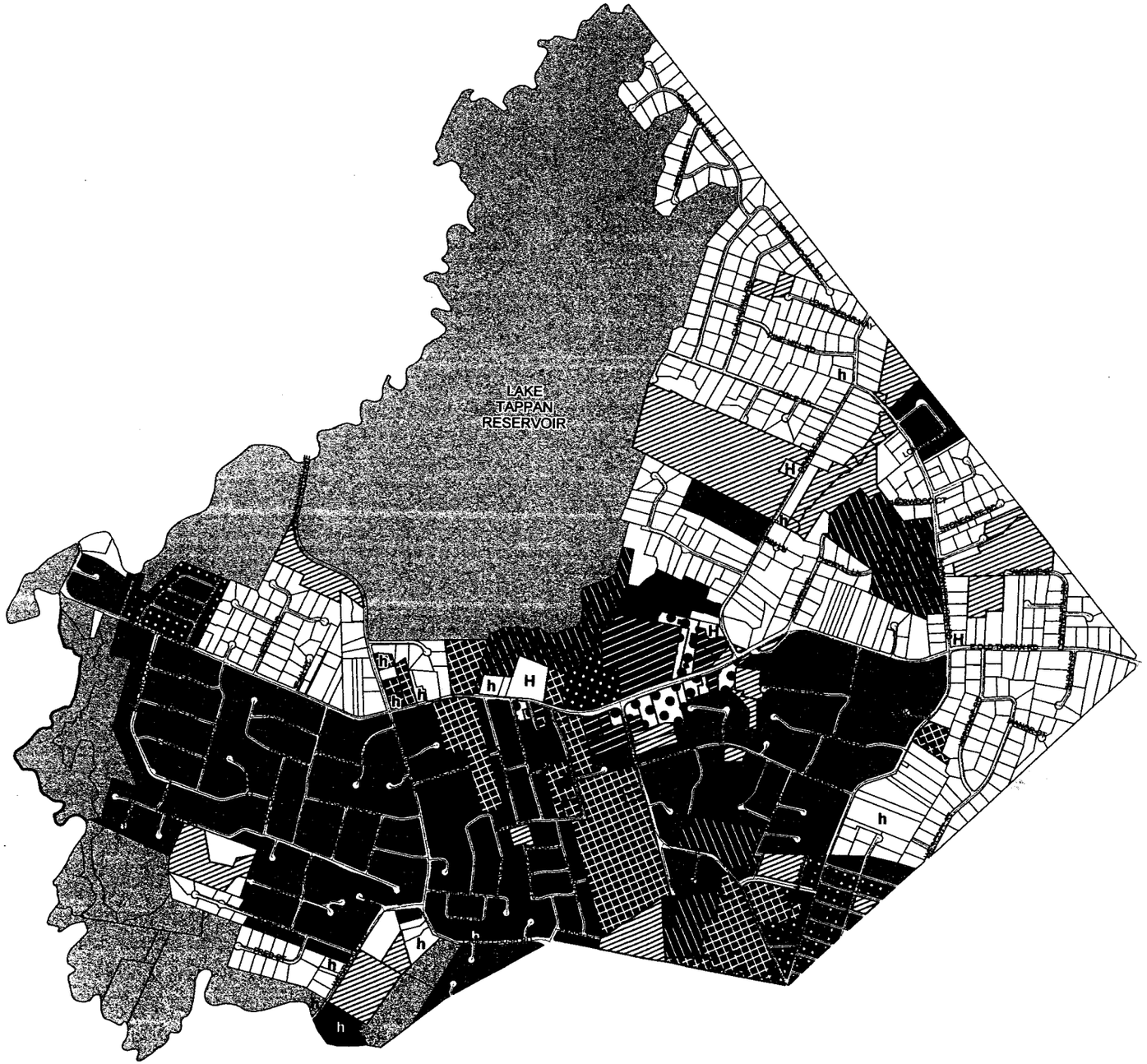
Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared August 2006 by ST&A

1,500 0 1,500 Feet

1 inch = 1,500 feet

FIGURE 4: SIGNIFICANT VACANT LANDS
Old Tappan
Borough of Old Tappan, New Jersey



Proposed Land Use Plan

- Low Density Single-Family Residential
- Low/Moderate Density Single-Family Residential
- Moderate Density Single-Family Residential
- Medium-Density Single Family Residential
- Townhouse, Multi-Family Residential
- Office
- Community Shopping
- General Commercial
- Park, Recreation, Open Space
- Public and Semi-Public Use
- Agricultural
- Reservoir & Watershed Protection
- Streets

h Sites of Historical Significance

H National and State Registers of Historic Places

(Note: Several Histoic Sites that appeared on the 1994 Land Use Map have been destroyed)

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Map Prepared August 2006 by ST&A

1,500 0 1,500 Feet

1 inch = 1,500 feet

FIGURE 5 - PROPOSED LAND USE PLAN
Borough of Old Tappan, New Jersey

3.2.2.10 In order to play a more important role in shaping land use alteration proposals at their earliest stage, the Borough should consider amendments to strengthen local ordinance 45-35 regarding informal and conceptual reviews.

3.2.2.11 Several specific land use issues should be addressed, and zoning provisions should be formulated so that established community standards can be maintained. Among them:

a. Revisit permissible heights for fences and berms.
b. Review land use definitions for consistency, conflicts, and comprehensiveness. For example, a definition of flag lots should be added. Secondly, all definitions should be reviewed to remove any regulations that may currently exist within the definition. Wherever this occurs in present definitions, the regulations information should be relocated into the appropriate zoning code section. Most importantly, there are benefits to be derived from having one set of definitions for the entire land use code. Old Tappan's code has definitions that appear in various sections of its code, and this can lead to confusion and conflicts.
c. Add provisions regulating valet parking that have some reasonable relationship to the nature of vehicular patterns that utilize the facility.
d. Enforce the Borough ordinance requiring parked vehicles to be on paved surfaces.
e. Revisit the regulations governing the quantity and sizes of accessory structures.
f. While the excessive lengths of cul-de-sacs has long been a safety issue worthy of control and limitation, their diminutive length and extent of service are also causes for concern. The Borough should consider placing limitations on their minimum lengths and the minimum number of homes to which they provide access. The theory is that below those thresholds whatever they become, more creative solutions such as enhanced driveways can be found.

3.2.2.12 The Borough should periodically revisit its decision to combine its Planning Board and Board of Adjustment. One concern should be the burden this places on these dedicated by few community volunteers. In concert with this review, the procedural rules of the board(s) should be reviewed.

3.2.2.13 The Borough's zoning map should be updated to reflect the several changes that have occurred since it was last revised in 2003. Any discrepancies should be eliminated.

3.2.2.14 To some degree it is a longer range and lower priority desire of the Borough to establish standards for elements of design within the Borough's non-residential landscape. If the Borough decides to pursue this further, it could be initiated through the preparation of a Community Design Element to be added to the Master Plan, in accordance with the guidelines of MLUL. However, the Borough has already demonstrated its belief that quality design in the current (rather than long range) public landscape is important with the establishment of an active Design Review Committee. The Borough should revisit this Committee's charge and reconsider its validity. Currently, their input is required by the Borough's land use ordinance.

3.2.2.15 Many of the above studies can become costly to conduct. For this reason, and in order to encourage N.J. municipalities to invest in forward planning, a few organizations are offering Smart Growth grants to help offset these costs and enable these studies. Among these organizations are the N.J. Department of Community Affairs, and the Association of

N.J. Environmental Commissions (ANJEC). The availability and applicability of these grants should be investigated.

The following more detailed land use plan discussions refer to the existing zoning district map and its subsequent modifications by governing body resolutions for general geographic locations of each of the proposed land uses. The locations of these zoning districts are more fully described in the Existing Zoning discussion of the Background Section of this Land Use Plan Element. The locations of existing land use patterns are more fully described in the Existing Land Use discussion of the Background Section of this Land Use Plan Element. For more specific geographic delineations of these proposed land uses, refer to Figure 5 Proposed Land Use Plan.

In several cases, the proposed land use designations do not coincide with their current zoning category, and this was done for one of two reasons. In certain of the cases, the pattern of existing development does not reflect the zoning provisions within the zoning district. In these cases, the recommended change of land use category is intended to minimize the number of non-conforming uses, thereby bringing those districts into land use harmony with the zoning code. Examples of such cases include the central business district (with mixed retail and office uses), and other municipal and recreational locations. In other cases, the existing pattern of development does not reflect the Borough's land use vision for its future, and the proposed designations reflect the Borough's long range objective for land use in those locations.

3.2.3 Residential Development

3.2.3.1 New Jersey Residential Site Improvement Standards (RSIS)

On December 5, 1996 these rules were adopted by the State of N.J. Department of Community Affairs, and became operative on June 3, 1997. The RSIS was last revised December 16, 2002. The RSIS rules were promulgated by the Commissioner of the Department of Community Affairs pursuant to the authority of P.L.1993, c. 32 (N.J.S.A.40:55D-40.1 et seq.). They apply only to residential development, and their intent and purpose as set forth in 1996 and reaffirmed in 2002 are paraphrased as follows:

A. To standardize public improvements within residential developments, so that an economy of housing costs can be realized;
B. To avoid unnecessary construction costs;
C. To ensure predictability in site improvement standards;
D. To encourage development reviews based on sound objective site improvement standards, avoiding discretionary design standards;
E. To streamline the development approval process and improve the efficiency of the application process;
F. To provide design freedom and promote diversity through performance oriented standards; and
G. To separate the policy-making aspects of development review from technical determinations.

These rules attempt to standardize public right-of-way site improvements in the areas of streets, parking facilities, water supply, sanitary sewers, and stormwater management. At the same time, however, the rules reaffirm local jurisdiction over the application and review procedures as set forth in the Municipal Land Use Law (MLUL) N.J.S.A. 40:55D-1 et seq. and in municipal ordinances adopted pursuant to the MLUL. They also set forth a series of exceptions, waivers, and special area standards. Old Tappan should consider whether or not these standards have an impact on some of

the Borough's residential zoning standards. In order for Old Tappan to achieve consistency (should the Borough choose to do so), they should be addressed in a zoning code review of residential limiting standards that could follow the Update of this Master Plan, and amendments could be made where necessary.

3.2.3.2 General Comments and Recommendations for all Residential Districts

a. This Proposed Land Use Plan includes a range of residential development types and densities. Each of the residential development types is included in the Old Tappan Zoning Code. As is indicated on the Proposed Land Use Plan map (Fig. 5), these include single-family houses on lots ranging from one to three-and-one-half dwelling units per acre (10,000 to 40,000 square foot minimum lot sizes), to multifamily housing (townhouses at a maximum of six units per acre). Within these districts, adequate provisions for affordable housing have been constructed, and the Borough has received second round Substantive Certification status from the N.J. Council on Affordable Housing. A petition for third round Substantive Certification is pending.

b. As previously discussed, most of Old Tappan's redevelopment opportunities occur in residential building zones. The Borough's attention should be focused primarily on those locations where oversized lots could be legally subdivided into more than just one or two additional lots. Projections should then be formulated as to the impacts that full build-out in accordance with existing zoning would generate. If these are projected to be overly burdensome on the community as a whole, then changes to zoning should be considered.

c. The expressed desire to limit the minimum length of culs-de-sac is particularly relevant in residential neighborhoods. The Borough should consider formulating an ordinance that discourages or controls the development of new short roadways, particularly short culs-de-sac that are designed in order to meet current zoning requirements yet provide access to very few properties.

d. As discussed in the Background section of this Element, the State of New Jersey has legislation addressing home-based businesses that supports their existence with reasonable controls. Old Tappan should review whether or not the Borough's requirements are consistent with state law. The Borough should also consider adopting State provisions not included in the Borough's ordinance. The guiding principle for these provisions should be that adverse impacts are not being generated, and that the residential characters of the neighborhoods within which they are situated are not being altered or adversely impacted. Old Tappan's regulations applicable to home occupations should be revisited and updated to ensure limitations are placed on vehicle parking, deliveries and noise; and prohibitions are placed on emissions, and the use of hazardous materials.

e. The Borough's limitation on the parking of commercial vehicles on residential properties continues to be appropriate in contemporary Old Tappan, and it should be periodically revisited.

f. Given the shortage of recreation and open space lands within the Borough, the Plan continues to recommend that the residential cluster (CC) provisions be retained. Such an approach to single family residential development, even with the small amount of remaining developable land, could result in the establishment of small neighborhood recreation areas and vest pocket parks, partially offsetting the demand identified in the Recreation Element of this Master Plan.

g. Old Tappan's regulations limiting the quantity-per-lot and size of accessory buildings (including garages) within residential districts should be periodically revisited for their contemporary appropriateness.

h. The Borough should monitor its twice revised Floor Area Ratio (FAR) ordinance provisions for their appropriateness. This type of ordinance is by its nature a work in progress. It has significant value in that in conjunction with other dimensional limitations, such provisions serve to avert the undesirable area-wide phenomenon of houses being constructed that are too large for their lots and out of scale with their neighborhoods.

i. As previously discussed, housing values in the Borough have reached historical highs, and there is no reason to believe that trend will diminish. Old Tappan is a very desirable Borough within which to live, and the demand for housing should exceed the supply in all but the very worst of economic conditions. As a result and as a rule, those who can afford market rate housing in Old Tappan are on the upper end of the economic spectrum. On the other end of the economic spectrum, Old Tappan has always provided its fair share of affordable housing in compliance with the requirements of COAH. This level of housing is intended for low and moderate income people as defined by COAH. What is scarce within the Borough, however, is housing for those on the lower end of the group in between these two extremes. The most viable community housing market is one that provides opportunities across the entire range of economic levels. Old Tappan has a very small inventory of smaller homes that are available as starter houses for young professionals, and/or as permanent houses for working class families that don't qualify for assistance. Smaller houses on smaller lots also serve another important purpose in a community in that they provide manageable houses for empty nesters to downsize to when they sell their expensive multi-bedroom home too. The Borough should initiate an examination of this concern.

3.2.3.3 Low Density Single-Family Residential. With a few exceptions, this category applies to the RA 40 and RA 40-CC Residential Zones only, which require a minimum lot size of 40,000 square feet. When the required roadway frontages are considered, this corresponds to single-family detached dwellings at a density of approximately one per acre. The 21-acre utility company owned site north and west of Avenue "B" and east of Orangeburg Road North is the largest and most substantial site of potential future development of this type. It supports several utility corridors, however, which could inhibit its future development. Other than that site, however, only a few scattered and over-sized lots that could be subdivided still exist in a few locations within these zones. No specific changes are recommended for these districts.

3.2.3.4 Low Moderate Density Single-Family Residential. With a few exceptions, this category applies to the RA 30-LA, RA 25, RA 25-CC, and RA 25-NL Residential Zones only, which require minimum lot sizes of from 25,000 to 30,000 square feet (these are averages within the RA 30-LA district). This corresponds to single-family detached dwellings at densities ranging from approximately 1.3 to 1.5 per acre. As above, other than a very few scattered over-sized lots that could be subdivided to some small degree, no developable land of any significance is available for future development. Only one specific recommendation is made for this district. Since the RA 25-NL was only put in place to settle a lawsuit on one of the few remaining developable parcels, the Borough should reaffirm that this building zone shall not be extended into any other Borough properties in the future.

3.2.3.5 Moderate Density Single-Family Residential. With a few exceptions, this category applies to the RA 15 Residential Zone only, which requires a minimum lot size of 15,000 square feet. This corresponds to single-family detached dwellings at a density of approximately 2.5 per acre. This district is fully developed, having no vacant land available for future development. No specific changes are recommended for this district.

3.2.3.6 Medium Density Single-Family Residential. With a few exceptions, this category applies to the RA 10 Residential Zone only, which requires a minimum lot size of 10,000 square feet. This corresponds to single-family detached dwellings at a density of approximately 3.5 per acre. This district is fully developed, having no vacant land available for future development. Nevertheless, for the benefit of current and future owners of existing lots, one revision to the dimensional limitations of this zone is recommended. In the unlikely event of large scale redevelopment of blocks within this zone, the Borough should reconsider the restriction of only permitting 100' by 100' lot sizes in the RA-10 zone. If the Borough relaxed the minimum lot width restriction to approximately 80 to 85 feet while still maintaining the 10,000 square foot minimum lot area, some flexibility in lot configuration would be permitted. This would promote a desirable diversity in residential development.

3.2.3.7 Townhouse Multi-Family Residential. This category applies to the PRD Residential Zones only, all of which have now been developed. This district was effectively sunsetted when the Borough's second round COAH obligation was met, and the Borough has no desire to make any further changes with regard to this development type. This district permitted attached and detached residential dwellings at a density not to exceed 6.0 per acre.

3.2.3.8 Senior Citizen Residential. The Plan supports the existing zoning condition that has each of the two facilities that were previously identified as being in this category (Sunrise Assisted Living, and the Russell Avenue Senior Housing) situated within the building zone that surrounds them. That is the reason they do not have a separate land use designation on the Proposed Land Use Plan. The Plan recommends that senior citizen residential land uses of all types and levels of care be added as conditional land uses within their surrounding zoning districts, with specific controls. In this manner, these facilities would be treated as substantial and desirable land uses that would be encouraged within the Borough. Such an approach should be perceived as recognition and acknowledgement that, despite the demise of Old Tappan's long-standing Ingleside Nursing Home, as our population ages due to the aging of the large "Baby Boom" generation, demand for these facilities will only increase. Therefore, the Borough encourages age-restricted housing with varying levels of care, within reason and with the specific controls that accompany conditional land uses. In the alternative, and if so desired, these facilities could be provided with their own land use and zoning designation.

3.2.4 Commercial Development

3.2.4.1 Office Use. This category applies to office facilities within the B-1 Business and B-2 Office building zones only. The past business area development patterns within Old Tappan have resulted in the intermixing of office uses with other commercial uses, and this has been beneficial to both development types since they are somewhat dependent on one another. With the exception of sites adjacent to residences, there is no apparent benefit to attempt to segregate these facilities from each other. The existing office uses should be supported in their present locations, and infill redevelopment encouraged, but expansion of these uses into other areas of the Borough or beyond their present limits of actual development would not be beneficial to the Borough.

3.2.4.2 Community Shopping. This land use category applies to Bi-State Plaza only, which facility is situated within the B-1 Local Business District. This facility meets most of the retail shopping needs of the community's residents, and is well-buffered from any incompatible adjoining land use. As such, this is the only Borough location recommended for this land

use designation at the present time. The one recommendation for this location is to improve pedestrian circulation both on-site and adjacent to the site, to make it more pedestrian-friendly. The hope is that this would discourage patrons' dependency on the automobile. Improvements would have to include more frequent and safe crosswalks for Old Tappan Road. Additionally, an expansion of the Bi-State Plaza would be considered beneficial in serving the Borough's growing population.

3.2.4.3 General Commercial. This land use category applies to the remaining retail uses that envelop the intersection of Old Tappan Road and Central Avenue, and those that continue along Old Tappan Road eastward to Dorotockey's Run. These facilities differ from the community shopping facility in two ways. First, they have been developed as individual lots with separate parking facilities, as opposed to the Bi-State Plaza which was developed as a coordinated multi-business shopping center. Second, in most cases these lots abut established incompatible land uses (i.e. residential). The Plan reaffirms the 2000 Master Plan recommendations for this zone which included limiting uses to those that will be compatible with the adjoining residential properties, exercising care in site design to avoid the establishment of a strip commercial center form of development, and protecting neighboring residents by requiring an intervening buffer. The Plan further recommend that a strip of land be reserved along Old Tappan Road in the fronts of these establishments for a future designed "streetscape", in keeping with the design consciousness of the Borough as expressed in Section 3.2.2 of this Master Plan. Additionally, the Borough has expressed a willingness to consider and an interest in carefully expanding the commercial district into contiguous properties as they become available. One new property will become available for commercial use once the Police Department has been relocated.

In addition to the small infill redevelopment opportunities within the central business district, one unique redevelopment opportunity is present on Block 1605 Lot 7. This is a 3.35 acre site within the central business district along the west side of Central Avenue that the Borough should take advantage of. The site currently supports an office building with storage facilities that is underutilized and inefficient. This site is sizable enough to accommodate a future new or relocated commercial development from a non-conforming neighborhood condition that could further the Borough's ratables objective.

3.2.4.4 While retail and office facilities are generally dependent on one another, and since both are commercial facilities that are compatible, it would not be desirable to combine them into one district thereby eliminating the distinction between the B1 and B2 districts. The only difference between the two districts is that retail uses are not permitted in the office district. This distinction was apparently intended to buffer residential uses from retail uses, using office uses as the transition zone since offices generate fewer adverse impacts on residential neighborhoods. It has not worked out entirely as intended, since the plan was never implemented in its entirety. As a result, several retail businesses abut residential properties, and adverse impacts are addressed through buffers. Fortunately, some of the transitional properties that could have become either retail or office currently support office structures. The Borough should examine this question, and some rearrangement of the two districts within the central business district may be in order.

3.2.5 Community Service Land Uses

3.2.5.1 Reservoir and Watershed Protection. This land use category applies to the Lake Tappan Reservoir specifically, and the land areas of the Environmentally Sensitive district (ES) in general, with a few exceptions. While the northern extension of Stone Point Park, the 7.6

acre open space parcel along Washington Avenue North, and the Sunden Farm on Westwood Avenue are included within the ES building zone, their land use categories will reflect their current and desired land uses. The ES district requires a minimum lot size of 100,000 square feet. No changes are recommended for this land use category.

3.2.5.2 Park, Recreation, Open Space. These lands are present within several building zones in the Borough, and we believe this is appropriate. Due to their generally accepted compatibility with land uses of all types, parks, playgrounds and other public outdoor recreation facilities should not be limited to the RB 130 zone alone as is currently the case. These are desirable facilities that have a legitimate and compatible place almost anywhere in the community. It is therefore recommended that such uses be permitted in all building zones of the Borough. An additional rationale for this recommendation would be any situation wherein a property owner offers to dedicate property to the Borough for park purposes. Under the Borough's current zoning requirements, a change of building zone would be required to legally effectuate such a plan, because (except for properties within the Environmentally Sensitive District zone) other Borough building zones prohibit them from being used for recreation purposes. All of the existing Borough-owned lands dedicated for this use have been included within this land use category. Also included are several of those privately owned properties that have been identified as "wish list" properties in the Open Space and Recreation Plan, and several others that have little likelihood for future development as identified in the "Vacant Lands" discussion of the Existing Land Use section of this Master Plan that are desired for future recreation or open space use.

3.2.5.3 Agriculture Use. Only the two remaining agricultural properties identified in the Existing Land Use section of this Master Plan are proposed to continue to carry an agricultural use designation. This recommendation is offered despite the fact that it should not be a surprise if new land use proposals are submitted for these properties. Land values within Old Tappan are generally too high to support agriculture, and owners of these properties are frequently attracted to purchase offers from land developers.

Nevertheless, agricultural land uses are valuable to a community for several reasons, not the least of which are the distinct character they add to the community and the unique sense of place they help to sustain in today's ever homogenizing suburban environment. For these reasons, it is recommended that the Borough pursue some form of protection for these properties in order to continue their agricultural designations. Exhibiting the highest level of the qualities described above, the Stokes Farm along DeWolf Road is an operating farm that sells its produce grown on the premises to the public. It is recommended that an application for a farmland preservation grant be submitted to the appropriate agency. The other farm located at the southern end of Westwood Avenue sells plants primarily grown elsewhere. This property should ideally be preserved as the farm property it currently is. Failing that, this farm should be preserved as open space or recreation land, since it forms part of a coordinated open space system in a strategic location for both active and passive recreation and conservation.

3.2.5.4 Public and Semi-Public Use. This land use category replaces the category formerly known as the "Municipal Use" land use category, however it is quite different in more than one respect. The former land use designation applied primarily to non-recreational lands situated within the RB 130 zoning district (all publicly owned), and included a town center that formerly was envisioned along Russell Avenue utilizing some private property. Since that latter vision has become a longer-range one, it has been excluded from this category for the time being. Additionally, since many quasi- or semi-public land uses are open for the

public benefit and serve similar public service uses, they have been newly included into this category. Examples of such new additions include houses of worship and schools.

Existing public land uses within this category include the Government Center (Borough Hall), the First Aid Squad, the Fire Department, the Library, the Senior Citizens Housing Development, the Department of Public Works (DPW), the leaf compost site, and the wood chip storage site. An important land use for this category includes the future home of the relocated Police Headquarters. The Board of Education properties that support the two Borough schools and the regional high school are also included. The semi-public land uses that are included are all of the houses of worship and cemeteries. All of these lands appear to be satisfactory to meet current and future needs.

It is important to note that the leaf compost site and the wood chip storage site are designated as the primary contemporary land uses for these two sites. As noted in the Recreation Plan Element, there may come a time in the not-too-distant future when recreational demands supersede these two uses in importance. In that case, it might be possible to combine these two more utilitarian uses onto one of these sites, thereby freeing up the other for what the Borough's Recreation Commission considers to be a much-needed additional recreation field. Therefore, while the Proposed Land Use graphic (Fig. 5) designates both sites for public and semi-public use as their primary uses, recreation should be considered as their secondary uses.

The Board of Education properties include the Northern Valley Regional High School at Old Tappan on Central Avenue, and the property on the south side of Old Tappan Road West that supports the Borough's two grade schools. The High School campus was large enough to support the recent large expansion that should be satisfactory for both current and foreseeable future needs. The Borough's two grade schools were also recently expanded and upgraded, and they fit well within the confines of their property. The Old Tappan Board of Education's demographic study indicates that there will be a need for another expansion in the not-too-distant future. It is anticipated that such an expansion will not need to extend beyond their present property limits.

4. HOUSING PLAN ELEMENT

The Borough of Old Tappan adopted a new Housing Element and Fair Share Plan[5] on November 30, 2005 via Planning Board resolution. The Borough's Mayor and Council subsequent resolution to that effect was adopted on December 5, 2005. This document addressed the Borough's Third Round Fair Share housing obligation in accordance with the requirements of the N.J. Council on Affordable Housing (COAH). It was submitted to COAH on December 15, 2005 as a Petition of Substantive Certification.

This 2006 Borough of Old Tappan Master Plan Update adopts that document by reference as though attached herewith.

[5] Burgis Associates

5. CONSERVATION PLAN ELEMENT

5.1 Background

The information included in this element was gathered from local, county and state sources, and from extensive environmental planning experience within Old Tappan Borough. The Plan coordinated this information through both the Borough's Environmental Commission and its citizens Open Space Advisory Committee. Old Tappan's environmentally sensitive lands can be seen on Figure 6 Conservation Plan.

Master Planning. Old Tappan's municipal Master Plan efforts since 1978 have espoused the desirability of preserving open space and protecting natural resources within Old Tappan. Specific objectives were adopted at that time, but they lacked references to specific properties or locations. The 1982 Master Plan Update reinforced the earlier recommendations without modification. In the 1988 Update, the municipality again reinforced these earlier objectives, but went one step further by recommending that watershed lands within the Borough be designated as "Environmentally Sensitive" in the newly enacted N.J. State Development and Redevelopment Plan (SDRP). The document correctly stated that this could be accomplished through the Borough's participation in the SDRP Cross Acceptance process.

In 1991 an Update[6] was prepared that mapped some of the Borough's natural resources for the first time. These delineations were taken from more general planning information, and included steep slopes, wetlands, flood hazard areas, and surface water quality. They did not include sensitive soils or vegetation, nor did they address locations that exhibit the most severe examples of each resource. On a site specific basis, therefore, they were rather inaccurate. More importantly though, they served to illustrate the complexity of Old Tappan's natural resource regimes, and demonstrated their general locations and interrelationships. This document also urged the municipality to establish "proactive planning techniques" to supplement regulatory controls, and opined that these would be necessary to be successful in this endeavor. The Goals and Objectives of the 1992 Update listed "To Preserve the Environment…" as the number one municipal goal, and listed two or three other related goals. It went on further to describe and support a multi-layered buffer zone for reservoirs being contemplated by NJDEP, and recommended a conservation designation for these properties in the Master Plan. This Update also recommended the establishment of stream buffers for the first time.

The next Master Plan iteration was an update that was prepared in 1994[7]. This document repeated much of the environmental information contained in earlier Updates, including preservation recommendations and goals and objectives. It did not include the more accurate and contemporary wetlands mapping from NJDEP (prepared from 1988 through 1992) to replace the earlier National Wetland Inventory maps that had been roughly prepared by the U.S. Fish and Wildlife Service, Department of the Interior.

The Planning Board prepared the most recent Master Plan in 2000[8]. This document made several recommendations for improvements within Old Tappan's conservation arena. The Borough has successfully addressed several of these recommendations and taken the appropriate steps to enable others, but still others remain unachieved and await the attention of Borough officials. To the

[6] Kasler Associates

[7] Kasler Associates

[8] Hakim Associates, with Stuart Turner Associates

extent those latter items remain as Borough objectives (and most do), they appear once again in this Master Plan under section 5.2 Proposed Conservation Plan. Those recommendations that were successfully addressed and/or enabled included:

1. The Borough sought and was awarded a Planning Incentive Grant from N.J.Green Acres in 2001, and had it renewed with additional funding in 2002. This grant program provides Old Tappan with matching funds to help fund the purchase of any of the properties included within their approved Open Space and Recreation Plan from the same funding source, without the need to return to the Green Acres Administration on a site-by-site basis;

2. The Borough has improved and made beneficial use of its Tree Preservation and Removal ordinance (TPR) and its Tree Bank Provisions; and

3. The Borough has successfully defended its Environmentally Sensitive District (ESD) against intrusions, however it has not yet improved the ordinance provisions that were recommended.

The Borough also considered enacting a soil disturbance ordinance that would have given jurisdiction to the Planning Board. This effort was rejected due to the overabundance of responsibility already within the purview of Old Tappan's joint Planning and Zoning Board.

County Assistance. The need to preserve open space within Old Tappan was recognized by the Bergen County Department of Planning and Economic Development in 1991. In November of 1991 the Bergen County Municipal Technical Assistance Program published the "Borough of Old Tappan Open Space Program". This document described open space values in general, and spoke in general terms about Old Tappan's open spaces. It set forth a framework for establishing open space preservation objectives, and offered model open space ordinances.

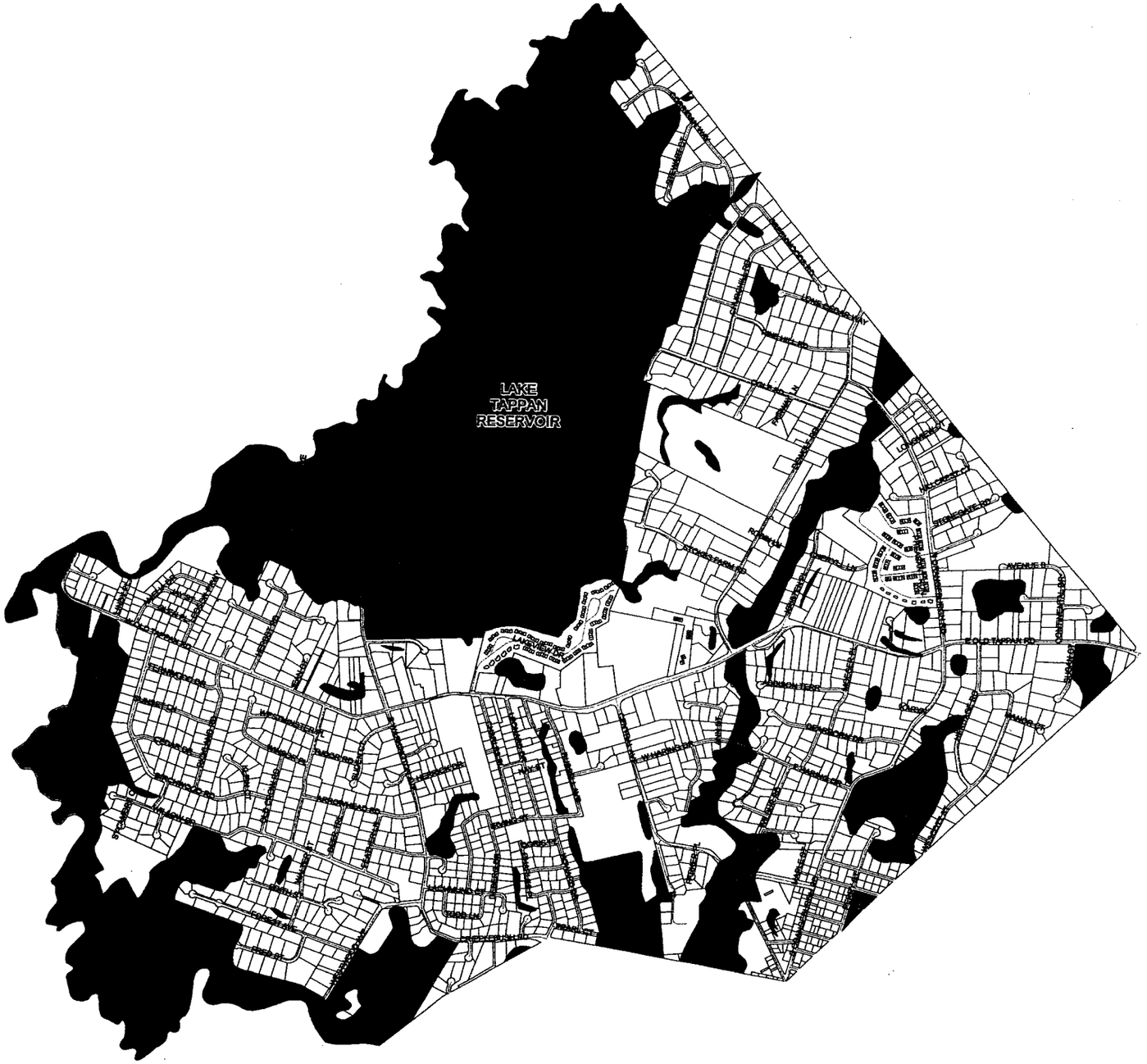
Environmental Commission. The Borough's Environmental Commission (OTEC) prepared three important documents for the purpose of natural resource protection, open space preservation, and public environmental awareness.

1. In July 1993 OTEC published "Watershed Natural Resource Inventory" (WNRI), Borough of Old Tappan[9]. This document was intended to be factual and free from opinion. It served to inventory and identify the presence of natural resources within the Borough's watershed lands, and to delineate and classify them where appropriate. The 1994 municipal Master Plan Update adopted this Inventory as part of the Master Plan, by reference.

2. In June of 1995 OTEC published "Natural Resource Inventory" (NRI), Borough of Old Tappan[10]. This document finished the task begun in 1993 by completing the Inventory of natural resources for the remaining lands of the Borough.

3. Also in June 1995, OTEC published a document entitled "Open Space Preservation Strategies" (OSPS)[11]. This document differed from the two other documents in that its purpose was to assist Old Tappan in planning the protection of its open space and natural

[9] Hakim Associates
[10] Hakim Associates
[11] Hakim Associates



Parcels

Conservation Areas

Streets

* Conservation areas include 100 yr. flood plains, slopes 15% & greater, wetlands and transition areas, hydric soils, undeveloped flood prone soils, lands within NJDEP C-1 waters protected areas, and surface waters

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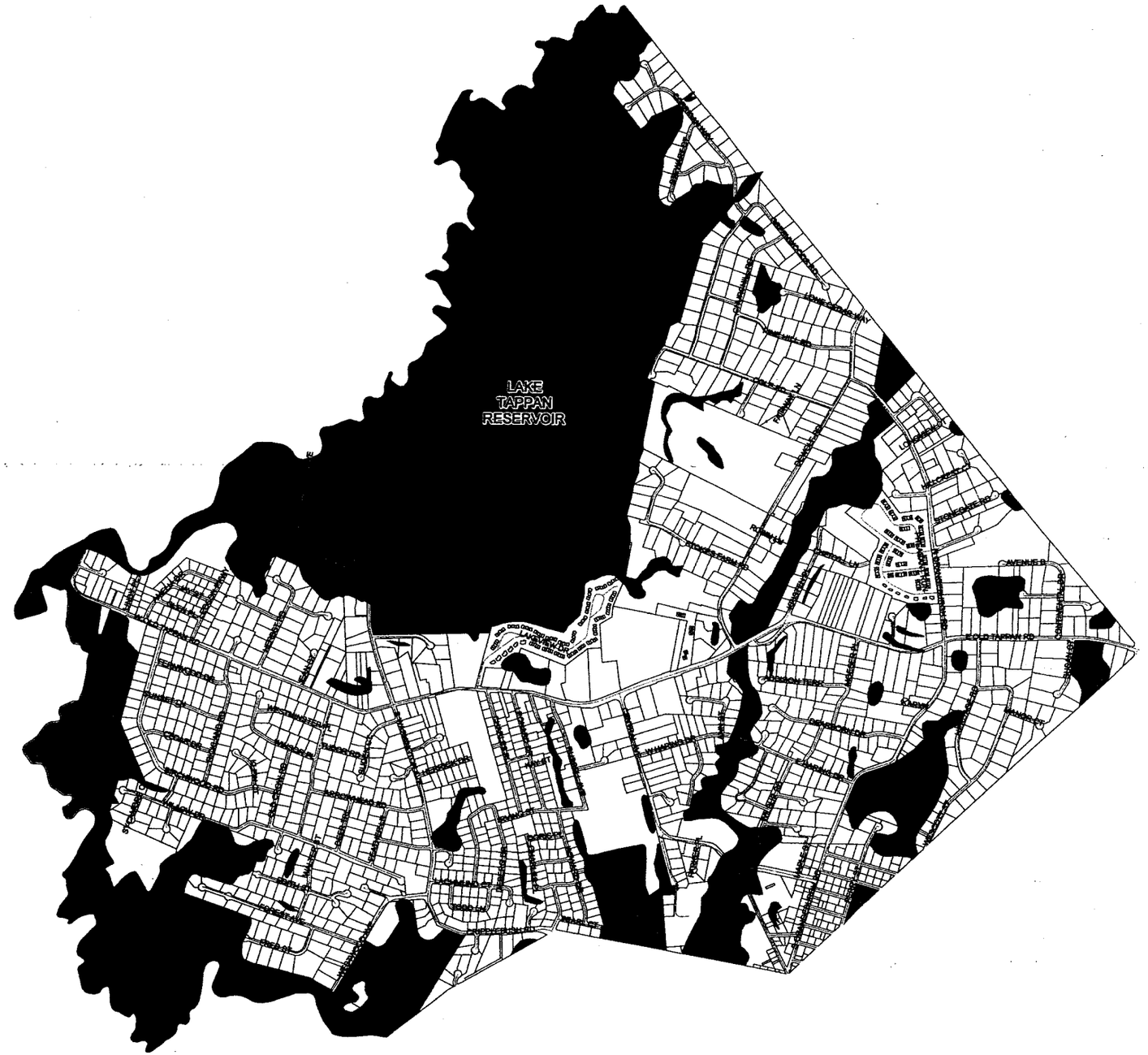
Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared August 2006 by ST&A

1,500 0 1,500 Feet

1 inch = 1,500 feet

FIGURE 6: CONSERVATION PLAN



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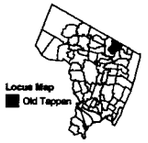

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1,500 0 1,500 Feet

1 inch = 1,500 feet

FIGURE 6: CONSERVATION PLAN

resources. It did this by suggesting reasonable proactive steps which can be taken by a municipal government to achieve this goal, and which stand a good chance for success.

Both the WNRI and the NRI made use of the N.J. Dept. of Environmental Protection's Freshwater Wetlands Maps for the first time within the Borough, thereby updating the wetlands information previously obtained from the less reliable National Wetlands Inventory maps.

Over the past few years the Environmental Commission considered two local ordinance regulations, neither of which has received support from the governing body. The first was the resurrection of stream corridor ordinance that was repealed in 1999 (see Governing Body #3 below). The second was the proposed extension of the tree preservation ordinance to include private single-family lots. The pros and cons of this latter proposal are still being debated.

Governing Body. Beginning in 1997, the Borough's governing body began to take independent initiatives towards the preservation of Old Tappan's environment:

1. In 1997 the Borough's governing body enacted local ordinance #609-97 for the Preservation and Removal of Trees. The purpose of this ordinance is to discourage and prevent the indiscriminate removal of trees on both public and private properties. The Borough later expanded this ordinance to include a "tree bank". Applicants can contribute the value of their required replacement trees to this "bank" when on-site replacements are either impossible or undesirable. After having had experience with the ordinance, it was amended in 2000, 2004, and twice in 2005.

2. In 1998 the Borough's governing body enacted local ordinance #620-98 for the Establishment of an Environmentally Sensitive District. The purpose of this ordinance is to protect the most environmentally sensitive remaining undeveloped lands within the Borough from over-development.

3. Also in 1998 the Borough's governing body enacted a local ordinance to protect Stream Corridors. The purpose of this ordinance was to preserve stream corridors and their variety of values and functions by limiting activities within their boundaries. Although this objective is still strongly supported by the Borough, for technical reasons the ordinance was repealed on February 8, 1999. Its objectives, however, were embodied in the 2004 N.J. Stormwater Regulations, thereby providing these critical areas with the necessary protection at the State rather than local level. The State regulations also serve to protect waterbodies and reservoirs.

4. Further demonstrating the Borough's resolve to protect its remaining open spaces, several conservation easements were established within the Borough that have been now mapped by the Planning Board Engineer.

5. On February 22, 1999 the Borough's governing body passed a resolution supporting the President's Lands Legacy Initiative within the Land and Water Conservation Fund, whose purpose is to protect and acquire land (Clinton administration).

6. The Borough authorized the formation of a seven member citizens Open Space Advisory Committee in 2000, charged with the responsibility of advising the Borough as to how the Borough's open space money should be spent. In November of 2005 they presented the findings of their open space study. In it they identified seven sites that they recommended to be the highest priority properties for open space preservation through Borough acquisition.

Their work was based on information obtained from the Borough's NRI, and was strongly influenced by information obtained from the Borough's OSPS. The sites include Block 304 Lot 9, Block 401 Lot 8.04, Block 401 Lot 11, Block 701 Lot 11, Block 1406 Lot 5, Block 2001 Lot 2, and Block 2802 Lot 2, and these have been illustrated on Fig. 4.

7. In 2005 the Borough adopted by reference the September 30, 2005 Flood Insurance Study of Bergen County, prepared by the Federal Insurance Administration, as a part of the Borough's Flood Damage Protection ordinance #892-05.

Planning/Zoning Board. In a few development application instances, the joint Planning Board and Zoning Board of Adjustment moved to further these same objectives by working with Applicants to dedicate a portion of their development sites to the Borough as permanent open space. The Borough also applied for and received almost a half million dollars from NJ Green Acres for the purchase of a 7.5 acre parcel along Westwood Avenue. When this site became one of the parcels proposed for development with an open space dedication, NJ Green Acres allowed the funding to be transferred to another potential development parcel along Washington Avenue, adjacent to the Lake Tappan Reservoir.

Electorate. In the elections of November 1999, the voters of Old Tappan imposed an Open Space Preservation tax upon themselves by means of an impressive 72% affirmative vote, for the purpose of acquiring some of the remaining undeveloped lands within the Borough. The Borough began collecting this tax in the second half of the year 2000. It is collected at the rate of one cent per $100 of assessed value per year for a period not to exceed five years. This tax was expected to generate approximately $70,000 per year for open space acquisition for its first five years. The tax was then extended for an additional five years by referendum in 2004 by another affirmative vote of 72%.

A review of the environmental conditions and natural features of Old Tappan reveals several significant elements which should have profound effects on the potential for development of many of the remaining and available undeveloped open spaces within the Borough. These natural elements include relatively steep slopes, the documented presence in some locations and likely presence in others of NJDEP regulated freshwater wetlands, the documented presence of a one hundred year flood plain and associated flood hazard area, sensitive soils with shallow depths to seasonally high water tables, proximity to surface waters, and proximity to the Lake Tappan public water supply Reservoir. These latter two features are now protected to a much greater degree than ever before by the C-1 provisions of the N.J. Stormwater Regulations. The scarcity and dwindling amount of publicly accessible open space is also of concern, and this item will be addressed within the Recreation Element of this Update.

5.2 Proposed Conservation Plan

Collectively, the quantity and quality of natural resources throughout the region are being stressed and challenged, and steps for their protection, preservation and enhancement are warranted. Many of these steps have been ongoing in Old Tappan over the last decade, during which several official bodies within the community have taken action within their own arenas towards both protecting the quality of natural resources and increasing the quantity and quality of open space. Old Tappan currently owns about thirty-seven acres of undisturbed and unused open space within the entire Borough. The natural resources that remain within Old Tappan are situated on these lands, as well as on other publicly and privately owned properties (see Fig. 6). Natural resources play an important role in defining the character of a community, and an overly stressed natural environment can be indicative of a lower quality of life within the community.

To achieve Old Tappan's conservation objectives, several recommendations are included in the Plan. Some of these were recommended in the 2000 Master Plan but have not yet been acted upon.

5.2.1 Just as was recommended in the 2000 Master Plan, the Planning Board should adopt the Environmental Commission's full Natural Resource Inventory (NRI) as the background information upon which this Conservation Element is based, just as it did the Watershed NRI in 1994. Then, the large scale NRI exhibits currently on display in the Council Chambers should continue to be used on a regular basis in the evaluation and review of land development and subdivision proposals. Applicants should be required to address the presence of and proposed disturbance to any natural resources identified as present on their subject sites. Applicants should also be required to address development alternatives that serve to minimize adverse impacts upon natural resources, and to propose mitigation measures commensurate with the disturbance expected to result from their proposals.

5.2.2 The 2000 Master Plan recommended that the Planning Board adopt the Environmental Commission's Open Space Preservation Strategies (OSPS) report as the basis for (or a framework for) preserving the Borough's remaining open spaces. This Master Plan rescinds that recommendation for several reasons. First, the document is out of date. The OSPS document was prepared in 1995 prior to many recent land use alterations, and also prior to new regulations at the State level that serve to protect environmentally sensitive lands. Second, very site-specific recommendations were offered at that time which should be revisited, now that it is eleven years later. Therefore, the current Plan now recommends that the document be updated to bring it up to current standards, just as was recommended by the Borough's Open Space Advisory Committee in their November 21, 2005 report. Once it has been updated, the Planning Board could adopt the OSPS in its entirety. It would then serve as a framework of approaches and policies for open space preservation, and an action plan for pursuing the properties that were identified.

The original 1995 OSPS delineated the existing open spaces within the Borough, and recognized the Greenway patterns that had emerged over time. Each open space property within each Greenway corridor was assigned an existing level of protection, and these may be quite different in 2006. The discussion then included an evaluation of highest and best use, the value of open space, the compatibility of recreation and conservation, the value of Greenways and contiguous open space, the impending Regional Greenway, ways in which Greenways can change, and methods for their conservation and preservation. Finally, the study then evaluated a series of reasonable acquisition and municipal regulatory techniques available to the Borough in 1995 to accomplish this task. The OSPS report stressed that the Borough must not rely on property acquisition alone to preserve all of the desired property, and that other more innovative methods must be found. Property management techniques were also discussed, to improve the quality of the Greenway where the land is already committed. Among others, the N.J. Green Acres program was also recommended to Old Tappan in OSPS as a viable program for open space preservation.

5.2.3 TheBorough prepared an Open Space and Recreation Plan (OSRP)[12] in 2000. It was prepared for the purpose of securing a Planning Incentive Grant from the N.J. Green Acres Administration. The application was successful, and Old Tappan received successive grants in 2000 and 2001 under this program for the acquisition of open space and recreation lands. This was a new and innovative program at the time, and it has since provided New Jersey municipalities with significant matching grants. The program provides successful applicants

[12] Hakim Associates

with the ability to partially fund the purchase of any of the properties included within their approved OSRP inventory from the same funding source, without the need to return to the Green Acres Administration on a site-by-site basis. The latter had been the traditional and painstaking method of seeking State open space acquisition funding. One significant benefit of the program is that municipalities can legitimately and fairly negotiate with potential land sellers in an open market environment, since they are not bound to a singular property. The Borough should continue its annual requests for additional funding under this program. To meet current State requirements, the Planning Board should adopt the OSRP as another element of this Master Plan.

5.2.4 Continue to enforce the regulations of the Tree Preservation and Removal ordinance (TPR), and make use of the Tree Bank provisions to the greatest advantage of the Borough. In addition, periodically revisit the ordinance to ensure that it meets the Borough's needs. For example, this ordinance should be examined to determine whether ordinance revisions might yield beneficial improvements. For example, the benefits and detriments of extending the TPR ordinance to include individual lots should continue to be discussed and monitored. Furthermore, its prime objective should be to prevent the indiscriminate removal of trees, as opposed to requiring the massive replanting of development sites. To accomplish this objective, the current ordinance permits the reviewing body to reward sincere efforts to preserve existing trees by granting waivers, with low replacement requirements, while conversely permitting the reviewing body to require set replacements in cases where applications disregard this prime objective. The TPR does not prohibit tree removal. Rather, it requires that a permit be obtained after review whose purpose is clearly to preserve large quantities of trees where possible.

There are different methods of accomplishing these objectives, however, and it might be desirable to incorporate some of these methods. For example, many municipalities have adopted ordinances with a sliding scale for replacement that is inversely proportional to the overall percentage of existing trees to be removed from the site. This provision strongly emphasizes the reward/penalization aspect described above. Each approach has advantages and disadvantages. Due to the nature of tree preservation as a subject matter, under any approach there must necessarily be qualitative review by the reviewing body in accordance with established ordinance criteria. Because of the subject matter and the unique characteristics of each tract of land that may be the subject of an application, flexibility in the application of the ordinance is necessary.

5.2.5 Revisit the provisions and geographic extent of the Environmentally Sensitive District (ESD) to ensure that it still reflects the conservation objectives of the Borough. If it does, continue to enforce its regulations, and resist attempts to rezone lands within its current boundaries. The prime objective of this ordinance should always be to promote the most environmentally sensitive land uses utilizing the most contemporary standards, without unduly minimizing individual private property rights. The Borough should consider enacting a limitation on disturbed area for lots within the ESD, even though no such limitations exist within any other Borough building zones. This limitation goes beyond the Improved Lot Coverage limitation, and is warranted within the ESD given the sensitivity of its environment. Since formal lawns and ornamental landscaping contribute little to environmental quality, and in many cases are detrimental and inconsistent with the District's objectives, limitations on building coverage and improved lot coverage are not sufficient to ensure the preservation of enough natural lands within the zone.

5.2.6 The two checklists for attachment to land development applications should be consolidated into one, and then updated to require more detailed natural resources and environmental impact information. The objective is to provide for full disclosure of potential impacts from development proposals, and to identify reasonable alternatives to the proposal that might serve to lessen adverse impacts. The current checklists are out-of-date.

5.2.7 The Borough should monitor the effectiveness of its 2005 Stormwater Management Plan, and make adjustments as proves necessary and desirable.

5.2.8 The Borough should continue to participate in the Cross Acceptance processes of future N.J. State Development and Redevelopment Plan updates. Old Tappan has actively participated in all three rounds of the Cross Acceptance process of the New Jersey State Development and Redevelopment Plan (SDRP). The N.J. State Planning Commission should make the revisions petitioned for by Old Tappan, based upon the Borough's documentation and on support in negotiating these changes from the Bergen County Department of Planning and Economic Development (BCDPED). The Borough hopes their active involvement and accurate documentation will result in the acceptance of their petition, which is now due (after numerous delays) in the fall of 2006.

5.2.9 Once the new SDRP is published in its adopted form, for consistency purposes the Borough should expand its documentation (maps and text) of environmentally sensitive areas in both its NRI and its Master Plan Conservation Element to conform to the limits identified by NJSDRP.

5.2.10 The Borough should consider embarking upon a Community Forestry Management Plan. Such a Plan inventories trees within the public rights-of-way. It identifies tree species, locations, sizes, health and vacancies, and creates a plan that manages their maintenance, replacements, and new plantings. It can also be extended to other publicly owned properties that are not within rights-of-ways. Many communities take on a project such as this over several years. One reason is its cost, which communities wish to amortize. But as importantly, this is an effort whose costs can be reduced by volunteer efforts, provided the volunteers are properly trained. Since volunteers aren't generally plentiful, and since Old Tappan has many streets to inventory, a plan that divides the Borough into districts and addresses them systematically can be feasible and cost effective.

5.2.11 The Borough should practice Best Management Practices on its municipal golf course.

5.2.12 The Borough worked with the Water Company with the result that portions of its watershed and reservoir property are now open to the public for passive recreation, as they previously were prior to their closing. The Borough would support their re-closing in the future if this action is determined to compromise security.

5.2.13 First and foremost among its regional responsibilities, the Borough of Old Tappan should continue its historic high-level of stewardship of the Lake Tappan Reservoir, its watershed, and the many tributaries of the Hackensack River, Dorotockey's Run, and the public water supply.

5.2.14 The Borough should continue to monitor the evolving environmental regulations at the State and Federal levels that could have an impact on Old Tappan lands, most notably on the properties within and adjacent to the ES Zone. Of particular concern would be the areas of Zone B that are not already protected from future development by deed restrictions.

6. UTILITY SERVICES PLAN

6.1 Background

It is important for every municipality to regularly report on the status and upgrade of their utility services because of the direct relationship between utility service and quality of life within the Borough. Utilities can be either publicly or privately run. Typically public utilities include electricity, natural gas, water supply, storm drainage and sanitary sewer facilities. Private utilities include landline telephone service, cellular telephone service, and cable and satellite television.

Electric service continues to be provided by both Rockland Electric Company (REC) and the Public Service Electric and Gas Company (PSE&G). Natural gas is also provided by PSE&G, and potable water is supplied to the Borough by United Water Resources. Recently the private utility market has grown and several companies now compete in providing local service within the Borough. Residents can now choose from a number of landline telephone service and cable television providers to ensure a level of service that fits their individual needs.

This element will focus more on the Borough's efforts over the last few years to update its infrastructure in order to provide the highest level of public utility services to its residents.

6.1.1 Sanitary Sewer System - Over the course of a number of stages and almost ten years the sanitary sewer system has been completed and is now optionally available to all Borough residents. The sanitary sewers carry wastewater from local homes and businesses into a system consisting of 32 miles of pipelines and six sewage pumping stations, according to the Department of Public Works who is responsible for maintaining the system. Once the wastewater is treated it is re-released back into the local watershed. The map entitled "Master Plan Sanitary Sewers" prepared by the Borough Engineer guided the new sewer system expansion. As of the 2000 Master Plan the Borough had just started the process of extending the public sanitary sewer system to its residents, and while 90% of the system had been approved, most major sections of the system had not yet been constructed.

In December of 2004 the Borough passed an ordinance prohibiting stormwater and ground water discharges into the sanitary sewer and a Right of Inspection Ordinance. This Ordinance was in response to reported abuses of the new system, both by residents and contractors such as illegal hookups and illegal dumping of substances into the system it was not equipped to handle. An original Sewer System Ordinance prohibited a number of harmful substances such as chemicals or items that may cause a back up such as gravel, sawdust or glass, but it was determined that additional regulations were needed.

6.1.2 Storm drainage - The majority of storm drainage within Old Tappan leaves the Borough via either the Lake Tappan Reservoir / Hackensack River system along the Borough's western and southwestern boundaries, or via Dorotockey's Run which runs north to south in the east central portion of the Borough. Smaller portions of the Borough drain via less prominent routes into the neighboring Boroughs of Northvale, Norwood and Harrington Park.

The Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps indicate that 100-year flood plains within Old Tappan exist around the Lake Tappan Reservoir, and along the Hackensack River and Dorotockey's Run. They also illustrate such flood plains in very limited areas at the western end of Old Tappan Road West, and behind Stone Point Park. These flood plains and the drainage patterns described above are clearly illustrated in the Borough's June 1995 Natural Resource Inventory (NRI).

When water moves across and through the ground it can pick up both natural and man-made pollutants and deposit them into local lakes, streams, and wetlands. According to the New Jersey Department of Environmental Protection stormwater runoff is the most common way that non-point source pollution reaches the state's precious water resources. Therefore, the State goes to great lengths to encourage comprehensive stormwater management. According to the new Stormwater Management Rules, *N.J.A.C. 7:8-2.2*, that went into affect February 5th, 2004, the State's goals of stormwater management planning include:

- Reducing flood damage
- Minimizing any increases in stormwater runoff from new development
- Reducing soil erosion from development or construction projects
- Maintaining groundwater recharge
- Preventing to the greatest extent possible an increase in non-point pollution, and
- Protecting public safety through proper design and operation of stormwater management basins.

In accordance with these regulations, the Borough of Old Tappan has an entire chapter of its Borough Code designated to Flood Damage Prevention that requires the following improvements from Utilities that service the Borough:

- All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of floodwaters into the system;
- New and replacement sanitary storm drainage systems shall be designed to minimize or eliminate infiltration of floodwaters into the systems and discharge from the systems into floodwaters;
- On-site waste disposal systems shall be located to avoid impairment to them or contamination from them during flooding; and
- Electrical, heating, ventilation, plumbing and air-conditioning equipment and other service facilities shall be designed and/or located so as to prevent water from entering or accumulating within the components during conditions of flooding.

To promote further compliance with state regulations, the Borough passed legislation prohibiting improper disposal of waste into the municipal storm drainage system to protect the health, safety and welfare of its residents in September of 2005. Then, in compliance with the 2004 N.J. Stormwater Management Rules, the Borough of Old Tappan had prepared and then (on December 19, 2005) adopted their Stormwater Management Plan.

6.1.3 Cellular Telephone Service - Cellular telephone service requires the presence of an antenna tower to send receive and/or boost and re-transmit signals. In 1998 the New Jersey State Supreme Court reaffirmed that municipalities can not ban the construction of cellular communication towers because of their benefit to society as a whole (i.e. "inherently beneficial" doctrine), with certain provisions. The provisions include that the sites must be reasonably selected. The burden of proof is on the Applicant to show that a specific site is particularly suitable given the reliance on line-of-sight technology, and that usually requires an alternative sites analysis. One important aspect of this ruling is that the N.J. Supreme Court stopped short of endorsing the lower courts' numerous "inherently beneficial" determinations. In accordance with this ruling, Old Tappan adopted § 255-30 of their Borough Code stating that mobile cellular communication towers are permitted as a conditional use on the Borough-owned property known as Lot 1 in Block 1303 of the Borough Tax Map or on other properties within the Borough as long as it meets the following requirements: it is constructed within the RB 130 Zoning District, at least 50 feet from any property line, it does not exceed 150 feet in height, and the site on which the tower is situated is completely enclosed with a minimum four feet high fence with a locking gate. The construction of cellular towers within the Borough is strictly limited to specific sites due to the height and obtrusive nature of the towers.

A tower was recently erected in the Borough located approx 250 feet southwest of Central Avenue and 800 feet north of the Harrington Park Borough boundary in an area reserved for municipal uses. In accordance with the Borough's Mobile Cellular Communication Tower Ordinance applicants that wish to construct towers in the future would have to fully investigate the possibility of locating an antenna on an existing building or cellular communication tower. The tower is 150 feet high, is capable of supporting five antennas, and is adjacent to the municipal leaf composting site. Therefore, the Borough has provided fair opportunity to meet their municipal obligation.

6.1.4 Natural Gas - Natural Gas is used in homes daily for many functions such as cooking, heating and hot water. The entire Borough has access to natural gas service, which is provided by the Public Service Electric and Gas Company (PSE&G). Gas lines in the Borough have recently been replaced on Old Tappan Road from Amelia Drive to the intersection of Rivervale Road in River Vale Township. There are currently no plans to replace other sections of the system.

6.1.5 Water Supply - Public Water supply within the Borough is provided by United Water Resources (UWR) of Harrington Park. Water is collected in Lake Tappan Reservoir among other reservoirs in the UWR system, then flows downstream via the Hackensack River into the Oradell Reservoir (the terminal reservoir of the system). It is then treated in UWR's Haworth Treatment Plant and pumped back to Old Tappan where it is distributed through a series of public water mains to local residences and businesses. A dam on the Old Tappan - River Vale Township border controls the outflow of water from the Lake Tappan Reservoir. In order to ensure adequate local service the dam can be adjusted to allow for higher or lower quantities of water flow out of the reservoir. While the outflow decisions are partially determined by license agreement with the N.J. Board of Regulatory Commissioners (BRC), UWR has significant flexibility in that determination in order that they may insure the availability of sufficient water supply. At certain times of the year, that decision may be to permit either excessively high or excessively low quantities of water to escape the reservoir. When this happens, the flow of water in the downstream Hackensack River may be altered, and this may have an impact on the river's ecology.

UWR also maintains one well in the Borough located on Old Tappan Road West. Although, it is not frequently activated, it serves as insurance during times of drought. UWR has reported that its level of service and backup is adequate to service the needs of Old Tappan's businesses and residents, and there are no plans for any expansion to their system. A small number of private homes within the Borough are also serviced by wells, as is the Old Tappan Golf Course on DeWolf Road which is serviced by two on-site wells.

6.2 Proposed Utility Services Plan

6.2.1 Sanitary Sewers

As described in the background section of this plan, the sanitary sewer system has been fully completed and is available to all properties in the Borough. The Borough should continue to closely monitor illegal discharges and other misuse (whether deliberate or accidental) of the system. Old Tappan should also encourage residents and businesses to invest in their future by connecting into the system and abandoning their individual sewage disposal systems. While this involves the payment of fees, in return participants would receive a reliable public utility service and relieve themselves of private maintenance requirements, and would also promote better stewardship of the environment.

6.2.2 Stormwater Management Plan

The Municipal Stormwater Management Plan adopted on December 19, 2005 set forth specific stormwater design and performance standards for new development as well as controls to address impacts from existing development in order to ensure the long term effectiveness of Borough facilities. As stated in the background section, the plan is required by 2004 New Jersey State Municipal Stormwater Regulations and meets the criteria set forth therein. The Borough should continue to support any measures necessary to protect its natural resources, minimize pollutants and protect public safety. Borough officials charged with the review of land use proposals should also be mindful of these regulations, particularly as they pertain to the protection of NJDEP C1 anti-degradation classified lands, and the proper and legal on-site pre-treatment of stormwater runoff from site development and site disturbance activities.

6.2.3 Water Supply

Although United Water has reported that its supply and distribution system is adequate to supply the needs of the businesses and residents of Old Tappan, users of this finite resource should acknowledge and accept their stewardship responsibility to the region as a whole when contemplating changes in land use within and adjacent to the reservoir watershed. This includes the use of water quantity conservation and water quality preservation technologies.

6.2.4 Communications Infrastructure

The Borough's Technology Committee recommends that the Borough stay informed about, evaluate and, where appropriate, implement new methods of communication with emphasis on emergency communications capabilities. They recommend establishing or expanding a dedicated wireless communication network for internal Borough operations which would allow all departments and locations to integrate their operations to the extent desirable. However, the Committee does not believe it is in the best interest of the Borough to become a utility operator and strongly discourages the concept of Borough provided wireless connectivity as a service to the public, for both cost and

security reasons. The Technology Committee's report should be taken into consideration in future related matters. One other communications suggestion is for the Borough to consider setting up an e-mail communications system for notices to Borough residents who choose to participate. The major obstacle to overcome in this regard would be to ensure that there is some redundancy of notification so that those who don't choose to participate will still receive the same notifications.

7. ECONOMIC PLAN ELEMENT

7.1 Background

Although the most recent Master Plan was prepared just over five years ago in 2000, it necessarily relied largely on census data from 1990. Now that the updated 2000 census information is available, we have the ability to use the new data to compare and contrast trends over the last decade both within the Borough of Old Tappan and throughout Bergen County.

7.1.1 Population

Over the last 50 years, Old Tappan has grown from a small rural community of under 1000 residents to a fully developed bedroom community with a population of approximately 5,700. Growth over that period mirrored that of the surrounding Northern Valley Region consisting of Alpine, Bergenfield, Closter, Cresskill, Demarest, Dumont, Englewood, Englewood Cliffs, Harrington Park, Haworth, Northvale, Norwood, Old Tappan, Rockleigh, and Tenafly. In 2000, Old Tappan was identified as one of the fastest growing communities in Bergen County, but that growth rate has leveled off significantly to be more in line with other municipalities in the Northern Valley Region.

Table 7-1

Historic Population with Future Projections: 1940-2020

Year	Old Tappan Population	% Change	Northern Valley Population	% Change	Bergen Co. Population	% Change
1940	609	-	57,905	-	409,646	-
1950	828	36.0%	81,193	40%	539,129	31.6%
1960	2,330	181.4%	124,828	54%	780,255	44.7%
1970	3,917	68.1%	140,685	13%	897,148	15.0%
1980	4,168	6.4%	130,998	-7%	845,385	-5.8%
1990	4,254	2.1%	129,575	-1%	825,380	-2.4%
2000	5,480	28.8%	136,452	5%	884,100	7.1%
2010	5,770	5.3%	139,840	2%	912,600	3.2%
2020	5,940	2.9%	144,640	3%	941,000	3.1%

Source: Bergen County Department of Planning and Economic Development with projections from NJTPA, 2005

According to the 2000 census, population in Old Tappan during the 1990's took its largest jump since the 1960's, increasing from 4,254 in 1990 to 5,480 in 2000. Both the Northern Valley Region and Bergen County experienced population growth, but at a considerably slower rate than did the Borough. Since the 2000 census, the Borough's population has risen to 5,750 and projections from the North Jersey Transportation Planning Association (NJTPA) indicate the population will continue to climb in the future, but at a much slower rate than occurred between 1990 and 2000. Unlike surrounding areas in the region, Old Tappan has never experienced population loss, such as the County and the Northern Valley did between 1970 and 1990, but rather only experienced a decreased rate of growth. Old Tappan represents less than 1% of Bergen County's total population.

Table 7-2

Population by Age, 1990-2000

Age Group	1990 Population	%	2000 Population	%	Percent Change
0 – 4	219	5.1%	346	6.3%	58.0%
5 – 9	305	7.2%	422	7.7%	38.4%
10 – 14	329	7.7%	445	8.1%	35.3%
15 – 19	326	7.7%	387	7.1%	18.7%
20 – 24	294	6.9%	200	3.6%	-32.0%
25 – 34	441	10.4%	413	7.5%	-6.3%
35 – 44	675	15.9%	917	16.7%	35.9%
45 – 54	695	16.3%	918	16.8%	32.1%
55 – 64	545	12.8%	636	11.6%	16.7%
65 – 74	242	5.7%	455	8.3%	88.0%
75 – 84	134	3.1%	233	4.3%	73.9%
85 and up	49	1.2%	110	2.0%	124.5%
Total Population:	4,254		5,480		28.8%

Source: U.S. Census Bureau

Table 7-2 shows the population breakdown by age for 1990 and 2000. Over those ten years the Borough's population increased by 28.8%. As was projected in the 2000 Master Plan the number of seniors over age 65 drastically increased over the last 10 years from 425 in 1990 to 798 in 2000 due in part to the construction of senior housing and affordable town homes in the Borough. The median age in Old Tappan is 41 years of age. The Borough is home to two times as many individuals between the ages of 35 and 54 compared to those contained in other age groups. The second largest group is school aged children between ages 5 and 19.

This age related data is helpful for the Borough to understand its future needs for community services and housing. It can be presumed from Table 7-2 that the Borough will not have an increased need for senior housing or services within the next decade but will experience increased needs shortly thereafter. It is also unlikely that the Borough will have any increased needs for school aged children from natural growth because of the small numbers of children under 4 years of age. There is an increased number of young professionals in the Borough aged 25-34, and while the population of this age group may slightly decrease over the next ten years, the Borough should continue to encourage the availability of moderately priced starter homes.

7.1.2 Employment

Table 7-3

Employment by Industry, 2000

	Old Tappan		Northern Valley	
Total 16 and over population	4,172		105,419	
Total civilian population in Workforce	2,530		65,424	
Industry Description	**# of Employees**	**%**	**# of Employees**	**%**
Agriculture, Forestry, Fishing & Mining	9	0.4%	121	0.2%
Construction	95	3.8%	3,024	4%
Manufacturing	233	9.2%	6,424	10%
Transportation, Communication & Public service	233	9.2%	3,891	6%
Wholesale Trade	290	11.5%	7,023	11%
Retail Trade	119	4.7%	3,221	5%
Information Publishing & Processing	154	6.1%	3,304	5%
Finance, Insurance, Real Estate	259	10.2%	6,329	10%
Business	338	13.4%	7,837	12%
Personal Services	539	21.3%	15,334	23%
Entertainment & Recreation	133	5.3%	3,744	6%
Professional/ Technical Services	80	3.2%	3,214	5%
Public Administration	48	1.9%	1,958	3%
Unemployed	77	1.85%	2,524	2.4%

Source: Bergen County Department of Planning and Economic Development, Data Book, 2003

The above chart shows employment by industry in the Borough as reported by Bergen County. As opposed to using U.S. Census data that is slightly different, data made available by Bergen County was used in this chart in order to make a more accurate and direct comparison with the Northern Valley Region who's data was not available in the U.S. Census. In 2000, the Personal Service Industry accounted for most of the jobs located in both Old Tappan and in the Northern Valley Region. The remainder of the workforce is spread relatively evenly over a number of other industries that coincide with the local zoning. While the majority of land in the Borough is zoned for residential development, a minimal amount of land is zoned for commercial (office or retail), and there is currently no active or planned industrial land. The extremely low number of workers in the Agriculture, Forestry, Fishing and Mining industry is due in part to environmental regulations whose objectives are to preserve open space and wetlands in the region. According to projections made by the North Jersey Transportation Planning Authority the number of jobs in the Borough is projected to remain relatively steady over the next ten years. This is mainly due to the lack of land in the Borough that is suitable for increased commercial development.

The occupations of Borough residents are distributed much differently than local employees. According to the 2000 U.S. Census, 55% of Borough residents are employed in management, professional, or other related occupations, and 30% of Borough residents reported working in sales and office occupations. Only 7.4 % reported working in service related jobs, and close to 3% worked in construction or maintenance fields.

According to the New Jersey Department of Labor and Workforce Development, unemployment in the Borough has increased slightly to 1.8% as of 2004 since the 1998 figure of 1.6% was reported in the previous Master Plan. As the previous plan also points out, due to the relatively small number of

jobs in the Borough, relatively small jobs changes tend to cause relatively large fluctuations in the unemployment rate.

7.1.3 Income Characteristics

Table 7-4

Household Income, 1999

Income level	Old Tappan		Bergen County	
	#	%	#	%
Under $10,000	36	2.0%	16,418	5.0%
$10,000 –14,999	39	2.2%	12,028	3.6%
$15,000 - $24,999	32	1.8%	25,022	7.6%
$25,000 - $34,999	62	3.5%	27,776	8.4%
$35,000 - $49,999	141	7.9%	43,546	13.2%
$50,000 - $74,999	264	14.8%	62,841	19.0%
$75,000 - $99,999	292	16.4%	48,612	14.7%
$100,000 - $149,999	405	22.7%	51,224	15.5%
$150,000 - $199,999	195	10.9%	19,403	5.9%
$200,000 or more	317	17.8%	24,021	7.3%
Median Household Income:	$102,127		$65,241	

Source: U.S. Census Bureau, 2000

Table 7-4 shows the number of households contained in various income levels in the Borough of Old Tappan and in Bergen County. The median income level in the Borough is considerably higher than the County level. This is true throughout the affluent Northern Valley Region. Income levels in Bergen County have increased overall during the last decade. However, in Old Tappan they have increased at a much higher rate with median income increasing from $75,372 in 1989 to $101,127 in 1999. This trend was not entirely expected since it had been projected in the 2000 Master Plan that the median income level could potentially decrease due to the addition of a number of affordable housing units required by COAH. As the table shows there are a very low number of individuals below the poverty level in the Borough. The census reports only 1.8% of residents have incomes below the poverty line.

7.2 Forecasts

7.2.1 Population

As stated in the Background section of this Element, Old Tappan's population is projected to increase by approximately 5.3% by 2010, and another 2.9% growth is expected by 2020. Growth within the Borough is occurring at a slightly higher rate than it is in the remainder of Bergen County.

This relatively slow population growth is due to the fact that the Borough of Old Tappan is almost entirely built out. The Borough's most recent Housing Element and Fair Share Plan reports that Old Tappan produced 101 units of affordable housing during its second round certification process. Twenty-one of these dwelling units were part of a Regional Contribution Agreement (RCA) and were constructed outside of the Borough. Twenty-two dwelling units will carry over to COAH's third round (2005-2014), thus exceeding the Borough's calculated growth share obligation and fulfilling the State's affordable housing requirements as administered by the Council on Affordable Housing. Therefore it is anticipated that no additional affordable housing units will be constructed in

the Borough. Also, as land becomes scarcer, housing costs will continue to rise as is the case throughout the Northern Valley Region and Bergen County. Since 1990 the median cost of a home in Old Tappan has risen from $353,400 to approximately $440,000, and they will most likely continue to rise, thereby continuing the current trend over the long term.

The Borough should monitor the State government's attempts to overhaul the property tax system in New Jersey. It could have a significant impact on the local tax structure, which would then impact the cost of living. In order to help reduce the local tax burden, the Borough should continue to explore the State government's recommendations to increase regionalization of services between towns, as it has in the past. However, the magnitude of expected growth and the limited availability of land will limit the impact of new development. From this point forward, significant increases in Old Tappan's population can only be triggered by redevelopment that produces higher densities of residences than is currently permitted.

7.2.2 Employment

The New Jersey Transportation Planning Authority reported the existence of 1,800 local jobs[13] within the Borough of Old Tappan. This total is projected to rise only slightly by 2010 to 1,820, and then reach 1,890 by 2020. Although many businesses within the Borough are successful, private employment has been historically unstable and growth is currently limited due to existing zoning regulations and a lack of developable land for commercial purposes. With few jobs projected, the need for more land devoted to economic expansion is limited. However, maintenance of a viable fiscal base is important for limiting the impact of the rising cost of public services on residents. Unemployment rates are likely to remain steady due to the relative strength of the regional economy, but the majority of regional economic growth will most likely take place outside of the Borough.

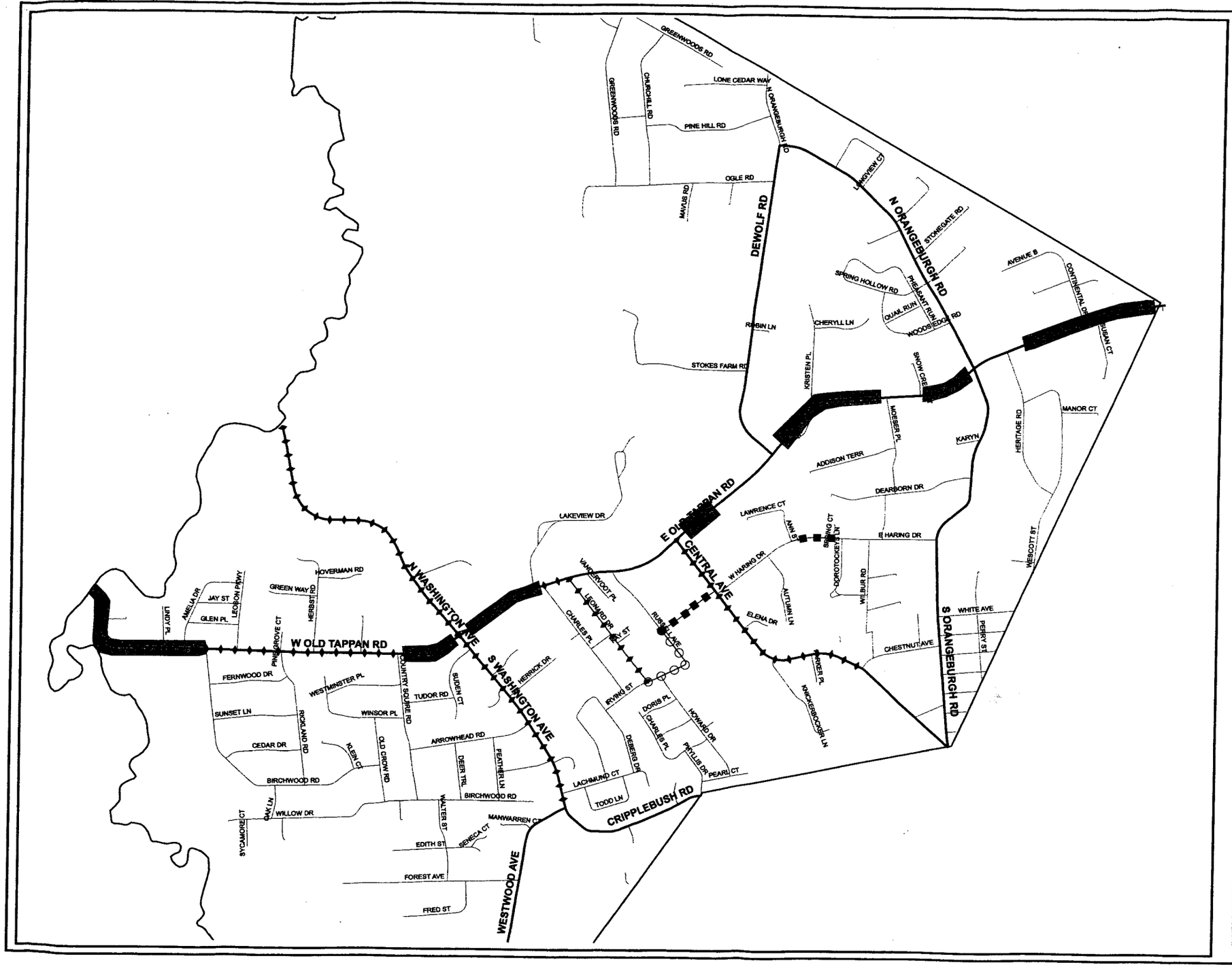
8. CIRCULATION PLAN ELEMENT

8.1 Background

8.1.1 Street System

There are 26 miles of Borough owned roads in Old Tappan plus seven miles of County roads that are maintained by the Borough (see Figure 7 Circulation Plan). There are no state highways within the Borough. All roads provide one moving lane in each direction, with additional turning lanes at some intersections. The posted speed limit on major roads is 35 miles per hour, unless indicated otherwise below, with lower speed limits posted at school zones ("When children are present"). On residential side streets the speed limit is 25 miles per hour. Lower advisory speed signs (diagrams on diamond signs and black on yellow speed signs) are posted in advance of some curve sections.

[13] NJTPA "Employment" is defined as payroll employment. Payroll employment includes both "covered" employment (those jobs covered by the NJ Unemployment Insurance system), as well as some non-covered employment which includes self-employed workers, unpaid family workers, members of the Armed Forces, in addition to some workers employed by railroads, state and local governments, and nonprofits.



Hike & Bike Program

- Proposed Sidewalk Improvements
- Bike Path
- Paver Path
- Shared Lane within Existing Roadway
- Major Roads
- Streets

*Hike & Bike Program reprinted courtesy of Thomas W. Skrable, P.E.

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Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared August 2006 by ST&A

1,200 0 1,200 Feet

1 inch = 1,200 feet

FIGURE 7 - CIRCULATION PLAN

Old Tappan Master Plan

Borough of Old Tappan, New Jersey

8.1.1.1 **Old Tappan Road** is the major arterial through the Borough, running generally east-west from the New York State line to the Township of River Vale at the Hackensack River. Old Tappan Road is designated as County Route 110 from the State line to Washington Avenue, and County Route 116 from Washington Avenue west. The intersections with Central Avenue and Washington Avenue are signalized, with additional turning lanes. Additional turning lanes also are provided west of Central Avenue to serve a shopping center, the firehouse and the Borough's municipal building. Some sidewalks exist along Old Tappan Road, mainly around intersections, with a number of gaps that the Borough plans to address.

8.1.1.2 **Washington Avenue** extends south and east from River Vale at the southern end of Lake Tappan to Harrington Park. Washington Avenue is designated as County Route 110 south of Old Tappan Road. A continuous sidewalk extends on the west side of Washington Avenue South from Old Tappan Road to Lachmund Court, with a sidewalk continuing further to the south on the east side of the street. There are currently no sidewalks on Washington Avenue north of Old Tappan Road.

The intersection of Washington Avenue with Old Tappan Road is signalized. All approaches have exclusive left turn lanes, and there is a delayed signal operation on the eastbound and northbound approaches to provide advanced unopposed left turn movements from the westbound and southbound approaches. The intersection also provides a pedestrian signal for crossing Old Tappan Road. The northbound and westbound approaches are signed for "No Turn on Red."

The posted speed limit is 35 MPH on Washington Avenue South. The speed for northbound traffic is posted at 35 MPH immediately north of Old Tappan Road. A "Reduced Speed Ahead" sign is located by Lake Tappan on the approach to the Township of River Vale, but the posted speed limit in River Vale is also 35 MPH. Southbound from River Vale the speed limit is posted at 40 MPH, but followed by an advisory curve warning sign with a 35 MPH speed sign on the same signpost.[14] Approaching Old Tappan Road there is a standard regulatory 35 MPH speed limit sign, followed by a 35 MPH advisory sign, which is redundant.

In the evening peak hour queuing was observed on the northbound Washington Avenue approach to Old Tappan Road. This approach has a delayed green signal phasing, and may not be allowing for sufficient green signal time.

8.1.1.3 **Central Avenue**, County Route 106, extends south and east from Old Tappan Road to the Borough of Norwood. The intersection of Central Avenue with Old Tappan Road is signalized. A driveway serving the Bi State Shopping Plaza forms the fourth leg of the intersection. All approaches have exclusive left turn lanes, and right turn lanes also are provided on the Old Tappan Road approaches. The left turn lanes on Old Tappan Road are vehicle-actuated, and advance protected left turn signal phases are provided for these movements.

A driveway providing entry to an office complex is located on the northeast corner of the intersection. It is one-way in only; vehicles do not exit into the intersection. It is not well signed, and drivers, especially those coming from the east, can experience some confusion between this driveway and the driveway into the shopping plaza.

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[14] This speed limit sign has black lettering on white, which indicates a regulatory speed limit. If it is intended as an advisory sign it should be black on yellow. This present arrangement is not in conformity with the Manual of Uniform Traffic Control Devices published in 2003 by the U.S. Department of Transportation's Federal Highway Administration.

Sidewalks on Central Avenue are sporadic, existing mainly between Old Tappan Road and the high school with a number of gaps that the Borough plans to address in the near future.

8.1.1.4 **Orangeburg Road**, designated as County Road 106, extends east and south from DeWolf Road near the New York State line to its intersection with Central Avenue near the Norwood Borough line. Orangeburg Road South intersects Central Avenue at a sharp angle, and the left turn from eastbound Central Avenue to northbound Orangeburg Road South and the right turn from southbound Orangeburg Road South into westbound Central Avenue are difficult to accomplish. A local street, Newark Street, provides a better route for these movements.

The intersection of Orangeburg Road with Old Tappan Road is controlled by a single-lens flashing signal, flashing yellow on the Old Tappan Road approaches and red on the Orangeburg Road approaches, supplemented by Stop signs on the Orangeburg Road approaches. There are significant sight line restrictions caused by trees and other vegetation in both directions on the Orangeburg Road northbound approach and to the right (west) on the southbound approach.

It was reported in the 2000 Master Plan Update that The Bergen County Department of Public Works had identified this intersection as warranting a full traffic signal device. This intersection should be monitored to ascertain whether it meets the guidelines of the Manual of Uniform Traffic Control Devices for either the traffic volume or accident frequency to justify the implementation of a full signal. Turning movement counts made on July 27, 1995, showed peak hour volumes for all movements at the intersection of 971 vehicles /hr from 8:00 to 9:00 A.M. and 964 vehicles /hr from 5:00 to 6:00 P.M. (A count made on Saturday, March 13, 2004, showed a P.M. peak hour volume of 623 vehicles /hr.) Unless there has been a substantial increase in traffic since these counts were made it is very doubtful that a traffic volume warrant could be met. Based on the number of accidents reported by the Borough Police Department over the past three years, however, the accident warrant could be met (see Section 8.1.3 below).

Limited sidewalks exist on Orangeburg Road, extending intermittently from Old Tappan Road. They are primarily to the south into the more densely populated residential sections of the street.

8.1.1.5 **Westwood Avenue**, designated as County Road 110, extends north and east from the southern border of Old Tappan with River Vale to the intersection of Washington Avenue and Cripplebush Road. Westwood Avenue is the access road to Stone Point Park, the Borough's primary recreation facility. Sidewalks exist on the north side of the street from Washington Avenue extending just past the park, and an extension has been proposed that will extend it further west to Forest Avenue.

The three-way intersection of Washington Avenue, Westwood Avenue and Cripplebush Road is not signalized. Drivers traveling south on Washington Avenue may proceed southwest on Westwood Avenue or east on Cripplebush Road without yielding. Drivers traveling west on Cripplebush Road may continue north on Washington Avenue without yielding. The Westwood Avenue approach to Washington Avenue is channelized, with separate lanes provided for the left and right turn movements, both controlled by stop signs. Due to restricted sight lines, the stop sign for the right turn movement is located considerably in advance of the stop line.

8.1.1.6 **DeWolf Road** extends north from Old Tappan Road (approximately 1700 feet east of the Central Avenue/Old Tappan Road intersection) into the Town of Orangetown in Rockland County, New York. The DeWolf Road approach to Old Tappan Road has separate left and right turn lanes, and is controlled by a Stop sign. Few and intermittent sidewalks exist on DeWolf Road.

8.1.1.7 **Local Roads.** Some of the local street approaches to Old Tappan Road and the other major streets do not have stop sign control. Also, some of the existing stop signs and stop lines are set too far back from the main road, so that the driver does not have a clear sight line along the main road. Few if any sidewalks exist on local roads.

8.1.2 Traffic Volumes

The previous master plan showed that the Bergen County Traffic Department took traffic volume counts at two points along Old Tappan Road. The counts showed traffic volumes that were well below the capacity of the road at that time. According to recent conversations with the Bergen County DPW, the agency now responsible for construction and maintenance of all County roads, no changes in infrastructure on county roads have been made within the Borough and therefore no additional traffic counts have been made.

8.1.3 Accident Data

The Old Tappan Police Department provided the following information regarding accidents at intersections along Old Tappan Road within the Borough. The tables show that the numbers of total accidents at individual intersections were down in 2005 from the previous years. However, the average numbers of accidents at the Orangeburg Road and Central Avenue intersections have increased since the previous Master Plan, while accidents at the Washington Avenue intersection have remained relatively constant. DeWolf Road was not included in the previous plan's analysis.

Table 8-1

Intersection of Old Tappan Road and Orangeburg Road

YEAR	# of Accidents	# of Injuries	Total Vehicles Involved
2003	8	3	14
2004	7	2	14
2005	6	0	13

Table 8-2

Intersection of Old Tappan Road and Central Avenue

YEAR	# of Accidents	# of Injuries	Total Vehicles Involved
2003	6	0	12
2004	5	1	9
2005	4	3	8

Table 8-3

Intersection of Old Tappan Road and Washington Avenue

YEAR	# of Accidents	# of Injuries	Total Vehicles Involved
2003	1	0	1
2004	4	0	8
2005	2	0	6

Table 8-4
Intersection of Old Tappan Road and DeWolf Road

YEAR	# of Accidents	# of Injuries	Total Vehicles Involved
2003	4	3	7
2004	4	1	6
2005	1	0	2

8.1.4 Street System Conclusions

The Borough is virtually built out. New roads or major realignments are not likely and may not be possible or desirable. Recommendations, including traffic operations improvements will be considered as part of the proposed plan.

8.1.5 Mass Transit

The Red and Tan Lines run by Rockland Coaches Inc., a subsidiary of Coach USA Company, provides bus service in the Borough. Four outbound buses stop at the corner of Washington Avenue and Old Tappan Road between 6:00 AM and 8:00 AM and six inbound buses stop between 6:00 PM and 9:00 PM at the same intersection. The Red and Tan Lines provide service from a number of stops in Rockland and Bergen Counties to the Port Authority Bus Terminal in New York City Monday through Friday. There are no other designated local stops within the Borough; however the buses will stop upon request at any corner. No service is provided on the weekends.

New Jersey Transit provides train service in Bergen County. There is no rail line in Old Tappan, but the Pascack Valley Line regularly stops in nearby Hillsdale, Woodcliff Lake, and Westwood. The Borough recently experimented with providing bus service to the Hillsdale train station for continued transport to New York City. The program was subsequently discontinued due to lack of ridership.

The Borough also runs a van service which transports senior citizens and disabled residents to medical appointments, recreational and shopping facilities three days a week. The van is free of charge and is available by scheduled appointment. A County-wide assisted transportation program for seniors and disabled adults is also available for use by Old Tappan residents run by the Bergen County Division of Senior Services. This broader program is available for transportation four days a week to a number of health care and recreational facilities in the County.

8.1.6 Pedestrian Circulation

8.1.6.1 **Hike and Bike Plan.** Currently within the Borough there are a few unlinked off-road pedestrian paths located along the periphery of Lake Tappan, in Stone Point Park on Westwood Avenue, in Stanaland Park, along the northern border of the high school's property, across Dorotockey's Run on Haring Drive, and connecting Wilbur Road with Chestnut Field in the southeastern section of the Borough. Due to the lack of surrounding sidewalks and linkages these paths are not used to their full potential. There are currently no official bike paths in the Borough. The new Hike and Bike Plan has addressed this concern with a full and comprehensive system of footpaths, bikeways and sidewalks to ensure access, availability, connectivity and efficiency (see Fig. 7).

The Hike and Bike Program, which is sponsored by the Borough, consists of 0.4 miles of new pedestrian off-road pathways, 13.25 miles of bikeway routes, and a number of sidewalk improvements and extensions. The new routes will provide pedestrian access to Northern Valley Regional High School, local recreational areas, the Old Tappan Library, and public transportation. In addition to the construction of foot and bike paths, the proposal also calls for benches, landscaping, signage, and a kiosk to ensure user safety and improve visual aesthetics throughout the entire system. Where necessary, pathways will also be equipped with ramps and railings to ensure access to the paths by disabled residents. In certain areas of Old Tappan Road, Central Avenue, and Washington Avenue North where no sidewalks are proposed to be constructed, provisions will be made for cars and cyclists to share the roadway. No on street parking will be permitted in these areas at any time, and lower speed limits will be in effect. Bikeways and shared bike lanes on local roads will all be 14 feet wide and equipped with appropriate pavement markings, signage, and bicycle safe catch basins to protect cyclists. Work on the Hike and Bike Plan is scheduled to begin this winter.

According to the Hike and Bike Program maps, created by the Borough's engineer, the Borough plans to extend the bikeway westerly on Irving Street to the Elementary Schools as part of a future phase of the plan.

8.1.6.2 **Sidewalk Improvements.** It is important for a community to maintain its sidewalks in order to sustain a vibrant pedestrian friendly environment, especially in downtown commercial districts. A viable sidewalk system can decrease traffic and thereby decrease air and noise pollution in a community as well. Recently the Borough repaired a number of sidewalks that were deteriorating. In May of 2005, funds were set aside for an extension of the sidewalk on DeWolf Road up to Dorotockey's Run, and to fill in gaps on Central Avenue, in order to provide easier and safer trips to the Borough's central business district and to the high school. Also, as part of the Hike and Bike Plan the Borough intends to extend sidewalks on Westwood Avenue, and fill in a number of gaps along Old Tappan Road. The Borough's sidewalks consist of two feet of grass between the curb and sidewalk and four feet of paved walkway. Sidewalks are also proposed for repair or replacement for over 8,000 feet of Old Tappan Road.

8.1.6.3 **Pedestrian Circulation: Off-Road.** As mentioned in the Hike and Bike section above, there are a few unlinked off-road pedestrian paths located along the periphery of Lake Tappan, in Stone Point Park on Westwood Avenue, in Stanaland Park, along the northern border of the high school's property, across Dorotockey's Run on Haring Drive, connecting Wilbur Road with Chestnut Field in the southeastern section of the Borough, in Oakes Park, and in Borough Hall Park. Again, these are not used to their fullest potential because they are fragmented and disconnected.

The 2000 Master Plan contained excerpts from the Open Space Preservation Strategies Report of 1995 that was prepared for the Borough. The report identified a number of benefits to the maintenance of greenways and the improvement to the local sidewalk and trail system. The document has not been updated since 1995. However, there is some sentiment in the Borough to do just that.

A number of the benefits mentioned in the Open Space Preservation Report were taken into consideration in the creation of the Hike and Bike Plan. The report made recommendations such as increasing bicycle circulation and the linking of greenways and pedestrian walkways in order to provide safer more efficient means of reaching local destinations such as recreational sites, schools, and the central business district. All of these have been accomplished with the Hike and Bike Program. The report clearly illustrates how these types of projects have a positive impact on local residents.

The visual environment also becomes enhanced by the provision of greenways along riverfronts, roadways, highways, and railroads. Furthermore, greenways offer a vast opportunity to enhance recreational opportunities by linking larger recreational facilities, and accommodating the more mobile and traveling aspects of recreation popular today. Greenways can include passive waterfront parks, and can feature hard and soft surface trails for strolling, hiking, bicycling, jogging, roller-skating and cross-country skiing. In most cases, greenways serve to enhance conservation values, the visual environment, and recreational opportunities at the same time.

The report also discusses the ecological benefits to greenways and the importance of preservation of the natural environment.

General conservation values become enhanced within greenways, because the consolidation of open space serves to protect the quality of flood plains and their buffers, waterbodies, waterways, wetlands and their transition areas, steep embankments and slopes, ridge lines, and animal habitats. Consolidated, linked, connected and contiguous blocks of open space also promote greater levels of biodiversity, which is necessary for the sustainability of species diversity. Species diversity is itself an ingredient of paramount importance in the balance of nature, without which our natural system of checks and balances can be irreparably altered. Several studies have shown that fragmentation of open space leads to ecosystem decay, which to its extreme includes the extinction of species. When open spaces become too thoroughly insularized, such as is the case with island biology, they tend to spontaneously lose species. In order to maintain species diversity, prevailing scientific thought is that opportunities for the immigration of outside species must be present. With linked open spaces, dispersing flora seeds and wandering fauna may travel more readily, and scientists believe this accomplishes a greater measure of ecological benefit.[15]

In the future the values and stated goals found in the Plan should be used as a guide for extensions to the Hike and Bike system or other efforts within the Borough for conservation of the natural environment. Due to the considerable amount of changes the Borough has gone through and has planned for the near future, it would be beneficial to update its Open Space Preservation Plan so that it can identify areas that still may need improvement.

8.2 Proposed Circulation Plan

In contrast to the Proposed Circulation Plan in the 2000 Master Plan that recommended improvements to the Borough's bicycle circulation and pedestrian circulation systems in addition to the vehicular circulation system, this plan recognizes the beneficial improvements that are being effectuated by the Borough's new Hike and Bike Plan. As such, the proposals included herein are limited to vehicular and/or traffic related improvements (see Fig. 7).

No significant changes are being proposed to the Borough's circulation system. The Borough is virtually built out so that new roads or major realignments are neither possible nor desirable. The Borough should consider the following traffic operations improvements, however, that could serve to relieve specific points of congestion and/or improve sight lines for better visibility:

[15] Hakim Associates, Open Space Strategies, 1995.

1. Improved signage at the intersection of Central Avenue and Old Tappan Road, to reduce the confusion related to the existing entry drive into the adjoining property. This measure was recommended in the 2000 Master Plan Update.

2. Develop measures to improve the turning movements at the intersection of Orangeburg Road and Central Avenue. This measure was also recommended in the 2000 Master Plan Update.

3. Consider measures to improve safety at the intersection of Old Tappan Road and Orangeburg Road. Sight lines could be improved by lowering the grade of Old Tappan Road to the west of Orangeburg Road. Traffic volumes and accident records for the intersection should be analyzed to determine if they meet the necessary warrants for full signalization as stipulated in the Manual of Uniform Traffic Control Devices. Installation of turning lanes and/or four-way stop controls also should be considered. These measures were recommended in the 2000 Master Plan Update too.

4. Update the speed limit signing on Washington Avenue North to clearly define the legal speed limits and to conform with the requirements of the Manual of Uniform Traffic Control Devices.

5. Review the signal timing at the intersection of Old Tappan Road and Washington Avenue in relation to the traffic volumes. Consider upgrading the signal installation to provide vehicle actuation on the left turn lanes and possibly on the Washington Avenue through and left turn lanes.

9. COMMUNITY FACILITIES PLAN ELEMENT

9.1 Existing Conditions

Community facilities help to promote a better quality of life for a community's residents. Such facilities provide both the necessary and complementary services that the public relies on. A strong and highly developed system of public facilities and services often will help a community to develop its own unique character through which residents can interact and define their sense of place. The major features of Old Tappan's municipal facilities are summarized below (see Fig. 8).

9.1.1 Educational Facilities

The Old Tappan School District comprises two schools, located adjacent to each other on the south side of Old Tappan Road West between Washington Avenue and Charles Place. The T. Baldwin Demarest School and Charles DeWolf Middle School provide education for kindergarten through grade eight.

The Old Tappan School District has completed improvements to the Demarest and DeWolf schools funded by an 11.4 million dollar bond issue. The T. Baldwin Demarest School accommodates students in kindergarten through grade four. The Charles DeWolf Middle School accommodates students in grades five through eight. The improvements included an addition of 47,000 square feet between the two buildings, and are comprised of additional classrooms, a gymnasium in each school, a science room, a technology room, computer labs, and the renovation of both libraries. The adjoining sites for the two Old Tappan Schools total approximately 18 acres. The site also contains the School District and Board of Education offices, a soccer field, baseball fields, a basketball area, and a playground.

The Old Tappan School District had a Demographic Study (DS) prepared dated September 9, 2005, and then revised its five-year Long Range Facility Plan (LRFP) and adopted it in October 2005. The LRFP contains pre and post construction facility capacities, as well as enrollment projections based on the DS. At this time through 2006 it appears that the school district can accommodate some additional students in grades K-8, based upon the existing capacity versus existing enrollment reported in the LRFP. It appears that the two schools will begin to experience slight deficits in capacity beginning in 2007, and therefore would not be able to accommodate additional students in grades K-8. The recent improvements were designed to satisfy the enrollment need that was previously projected for the year 2008 of an estimated 838 students, which appears to have been an under estimate. The following chart culled from the LRFP and DS illustrates this discussion:

Table 9-1
School District Capacity vs. Enrollment Projections

Year	2004	2005	2006	2007	2008	2009
Capacity	891	891	891	891	891	891
Enrollment	809	852	879	900	911	944
Surplus (deficit)	83	39	12	(9)	(20)	(53)

Secondary school children (grades 9-12) attend Northern Valley Regional High School located on Central Avenue. In addition to Old Tappan, this school serves students from Harrington Park, Norwood, and Northvale. The Northern Valley Regional High School District prepared a five-year Long Range Facility Plan (LRFP) that was approved in September 2005. Currently (i.e. in N.J. State terminology meaning both "existing" and "proposed" since an expansion was just completed), the Northern Valley Regional High School at Old Tappan (NVOT) campus facilities can accommodate 1,591 students. The 2005 enrollment was 1,243 students, and the proposed enrollment is expected to be 1,499 students. Therefore, the school can accommodate additional students.

The newly completed expansion was warranted by the need for additional functional education capacity in the form of specialized classrooms such as science labs, computer labs, home economic labs, etc. These labs were converted from older classrooms, with the addition providing replacement multi-use classrooms. A new gymnasium, including a necessary expansion of boys and girls locker facilities, was also constructed. The addition also includes a student lounge to accommodate students during unoccupied schedule blocks, and accommodate spillover from the cafeteria during currently crowded school lunches. Office space for the Child Study Team was also added. In addition to Child Study Team administrative space, the proposed addition includes two new classrooms for special education students.

The Northern Valley Regional High School District includes two school campuses: NVOT and a regional high school in Demarest Borough (NVD). NVD has also just completed its own major expansion that was funded by the same bond issue. The additions to both the Old

Parcels
Community Facilities
Streets

1 Charles DeWolf Middle School
2 T. Baldwin Demarest School
3 Northern Valley Reg. H.S. Old Tappan
4 OT Public Library
5 Borough Hall
6 Fire House
7 First Aid Squad
8 Existing Police Station
9 Proposed Police Station
10 Department of Public Works
11 Leaf Compost Site
12 Woodchip Storage Site & Future Municipal Use Site
13 Communications Tower Site

HAKIM ASSOCIATES
Professional Planning / Landscape Architecture
66 Dean Street, Harrington Park, NJ 07640

In Association With

STUART TURNER & ASSOCIATES
Planning and Development Consultants
2 Executive Blvd., Suite 401, Suffern, NY 10901

Source:
Bergen County Geographic Information Systems
New Jersey Department of Environmental Protection

Map Prepared August 2006 by ST&A

500 0 500 Feet
1 inch = 500 feet

FIGURE 8: COMMUNITY FACILITIES
Old Tappan Master Plan
Old Tappan, New Jersey

Tappan facility and the Demarest facility are nearly identical. The Demarest facility serves students from the Boroughs of Closter, Demarest, and Haworth. These added facilities at both campuses are expected to satisfy the special needs of the surrounding communities over the next five years. Given the size of the Old Tappan campus site, additional land will most likely not be required for future expansions.

The NVOT high school campus is located on a parcel of approximately 48 acres. In addition to the school building, the site also contains numerous amenities including baseball fields, softball fields, soccer/multi-purpose fields, a football field, tennis courts, a track, outdoor basketball courts, and parking lots. A naturally vegetated drainage ravine is on the site, which also serves as a case study area for the natural sciences in that it exhibits wetland, transitional, and upland vegetation. Directly adjacent to the High School site is a privately owned almost ten acre site that is used for the same purposes. Known locally as the Spanish American Institute site, it has been officially identified as a Critical Environmental Site by the N.J. State Development and Redevelopment Plan (SDRP) and supports vast freshwater wetlands, hydric soils, and deciduous dominated woodland with numerous hardwood trees in excess of 100 years old.

9.1.2 Library

Old Tappan's Free Library was constructed in 1975. It is a non-profit association library and thus operates independently of the municipality, and is not governed by laws governing municipal libraries. They are a privately incorporated entity. As an association library, employees of the library are not considered employees of the Borough, and are governed by different laws than Borough employees.

The Old Tappan Public Library is a member of the Bergen County Cooperative Library System, which pools the resources of over 72 regional libraries. Membership in BCCLS allows the library to have access to a larger reading selection than can be accommodated within each member building. Through membership in BCCLS, the Old Tappan Library has access to over six million items. Currently, the Old Tappan library houses a total of about 48,000 books, compact disks, DVD's, videotapes, audio books, and other pieces of media.

The Old Tappan Public Library is open seven days a week and provides regularly scheduled programs as well as special presentations. Some regularly scheduled programs are Mommy and Me, a program for mothers with children between 18 and 36 months old, Story Hour for 3- and 4-year old children, First Friends Playgroups, book discussion groups, and ESL classes. Some special presentations recently held at the library include cooking demonstrations and special guest speakers. Additionally, Internet access is offered to library patrons. The library building also houses a community room for the meeting of many community groups including the local Boy Scout and Girl Scout troops.

The library employs one professional librarian, six assistant librarians, and three library pages. Susan Meeske, head librarian, believes that the level of staffing is currently adequate to serve the over 3,300 cardholders. The Borough approved a 5,200 sq. ft. addition to the library building in 2005. Once completed, the addition would provide a conference/meeting room, and additional seating, shelving, storage space, parking stalls, and staff offices. It is hoped that the addition would house the children's room with areas for children's and young adult books, as well as program areas. This addition will not require additional land acquisition. Fundraising is ongoing to raise the $1.3 million required for this project. Once operational, Ms. Meese believes it would be desirable to hire a children's librarian and other needed staff.

Standards for municipal libraries are available from the American Library Association. Though these standards are from 1962, the New Jersey State Library Laws still use them as a guide for new municipal libraries. When these standards are applied to the Old Tappan Public Library, it seems at first as though the Old Tappan Library would only require an addition of 32 square feet. The Borough of Old Tappan library, however, has an extremely high rate of circulation.

In 2004, the total circulation from the Old Tappan Public Library exceeded 108,000, which is double what it was five years prior. This rate is more comparable to other Bergen County communities with populations of 13,000 to 18,000 -- communities that are three to four times the size of Old Tappan. Juvenile circulation, which accounts for the majority of Old Tappan's borrowing, is also more comparable to Bergen County Communities of 13,000 to 18,000. The libraries of Northvale and Norwood which have a population and demographics very similar to Old Tappan's and which share a High School with Old Tappan, by comparison have circulation rates about half of Old Tappan's. This extremely high circulation rate of Old Tappan appears to justify the additional library space, especially if it increases children's reading areas, areas which tend to remain busy all day.

Despite technological advances with the Internet and the wide availability of data and information available via the Internet, Old Tappan's borrowing rates have increased yearly. The Old Tappan Public Library provides four computers for Internet access and one computer for word processing. Despite the availability of these resources, circulation has increased. Most recently earlier in 2006, the Old Tappan Free Public Library was cited as one of the nation's best by Hennen's American Public Library ratings. It was ranked 6th out of the 1,445 libraries in communities with a population range of from 5,000 to 9,999.

9.1.3 Borough Hall

The Borough Hall is located near the corner of Old Tappan Road and Russell Avenue, and was originally built in 1989. It currently provides necessary offices, meeting rooms, and an assembly hall/Council Chambers for employees and residents of the Borough. Expansion of the building may be necessary in the future to satisfy storage needs, which are currently inadequate. According to the Borough Administrator, the original building was not designed with sufficient storage capacity, and the issue has now become acute. These storage needs can most likely be met through on-site expansion, and therefore an additional site will most likely not be needed. Or, they may be met through more contemporary electronic methods of information storage. Should the electronic means prove to be insufficient, the Borough may want to consider leasing off-site storage space when examining the feasibility of on-site storage expansion.

There are other problems as well. They include the building's telephone system, which needs replacement. It is the original system that was installed at the time the building was constructed. The heating system is also problematic, reportedly as a result of its initial design. There are substantial temperature disparities between rooms that cannot be adjusted, and the Borough believes that the system needs to be overhauled.

Building security is also an issue, and it has been found to be inadequate by official means. There is no alarm system or surveillance system. According to a February 28, 2006 letter from the Superior Court of New Jersey to Hon. Warren F. Clark of the Old Tappan municipal court, a Court Security Survey and risk assessment was conducted in October 2005 that uncovered several deficiencies. They included the absence of weapons screening, not regularly locking the courtroom when not in use, failure to inspect the room prior to entry by the public, absence of ballistic shielding and bulletproof glass at the payment window, and the absence of an emergency response plan.

9.1.4 Police Protection

The headquarters for the Old Tappan Police Department is located at the corner of Old Tappan Road and Leonard Drive. The Old Tappan Police Department includes a force of 13 officers and one non-police employee. The Township of River Vale Police Department performs dispatch duties for Old Tappan Borough. Patrolling duties in Old Tappan operate in three eight-hour shifts throughout each day. The overnight and morning shifts consist of two officers, one to patrol the eastern portion of the Borough, and the other to patrol the western portion. For the majority of the year there are three patrolling officers during evening hours, although occasionally the number of officers is reduced to two to allow for mandatory time off. During the daytime, tour-scheduling efforts are made so that the normal compliment of officers during this time period is at its peak, usually 3 - 4 police officers.

Old Tappan has the uncommon responsibility of hosting a regional high school. The Old Tappan Police Force, therefore, has the added responsibility of providing services to the 1500 students and staff from the surrounding communities that are in addition to the 900 children within its own school system. Several officers within the department are trained in both the D.A.R.E. (Drug and Alcohol Resistance Education) curriculum and G.R.E.A.T. (Gang Resistance Education and Training) program that run through the school year. Furthermore, in this post 9/11 era the Old Tappan Police Department has had to upgrade training and methodology in dealing with terrorism threats and security procedures within its borders. The Lake Tappan Reservoir dam system is classified as a Tier I target and thus requires additional local patrolling.

Joseph R. Fasulo, Chief of the Old Tappan Police Department, believes that the police force is currently two officers below its optimum number, and foresees a need for additional officers in the future to maintain proper coverage during all tours. Businesses and residences have both increased over the past several years. The Chief reports that the Bi-State shopping Plaza and the surrounding professional buildings increase the daytime population to the extent that they require more frequent patrols and services. Additionally, traffic through the borough has increased as more corporate parks have been developed in the surrounding areas increasing traffic flows through the community.

The Old Tappan Police Department personnel are generally the first on the scene at any medical or fire call within the Borough, and are required to maintain a level of certification for both CPR and Defibrillator use. The department works together with the Old Tappan Volunteer First Aid Corps and the Old Tappan Volunteer Fire Department. Their experience is that the officers' CPR and Defibrillator training combined with an average two-minute response time to any location in the Borough complements the service of the First Aid Corps and provides a higher level of protection to the residents of Old Tappan.

Chief Fasulo sees the need for the Department to keep pace with technology in the fields of communications and computer technology. These areas change and evolve frequently. The Department has been careful to purchase equipment that that can be upgraded and updated in future years to avoid obsolescence. Chief Fasulo believes that the present Police Station has outlived its usefulness and the Department sought and recently received approval for a new building that will have contemporary communications equipment, storage facilities, and office and locker space. The present facility has no cell or garages for use by the department. Cells, a sally-port (private jail booking entrance), a two car garage, office space and storage will be included in the proposed new structure/station that will be constructed on Russell Avenue behind Borough Hall.

9.1.5 Fire Protection

The Borough of Old Tappan's Fire Department currently has one firehouse located adjacent to the Borough Hall at the corner of Old Tappan Road and Russell Ave. The Old Tappan Fire Department currently maintains a roster of over 55 volunteer firefighters. These volunteers respond to an average of 15 to 20 calls a month. Chief Mark Fiedler believes that currently the department has an adequate number of firefighters to satisfy the needs of the Borough. As was the case in 2000, the Chief is concerned about future staffing, however, because the high cost of housing in the Borough may prevent young adults from moving into Old Tappan who could become valuable volunteers.

The Old Tappan's firehouse was constructed in 1932, but many additions were added over the years. The most recent addition was a communications/conference center that was completed around year 2000. Prior to that, the last addition was over 36 years ago. The firehouse encompasses bays for the parking and storage of equipment, office space, recreation space, and a community room used by community organizations. The average response time to any point in the Borough, from the time the engine leaves the fire station, is usually less than four minutes. The responses to commercial properties, mostly located in the Central Business District, are usually less than two minutes.

Chief Fiedler reports that there is no need for additional space at this time. Second story office space was recently completed that helps to facilitate the additional paperwork requirements that have been issued by the Public Employees Occupational Safety and Health Act (PEOSHA), the National Fire Protection Agency (NFPA), and the Office of Emergency Management (OEM) for which the firehouse serves as a secondary command post. OEM's primary command post is located at the Police Station. Emergency showers for decontamination were recently installed due to a mandate issued by POESHA. An additional facility not required at the present time, but being seriously considered for the near future, are exhaust blowers for the engine bays.

Chief Fiedler believes that at this time, the department possesses adequate equipment for the protection of the Borough for the next six years. He has indicated that some of the equipment is aging and will need to be replaced over the next few years. The Department purchased a new 750-gallon pumper truck in 2003. The Department also recently purchased an ice rescue raft for rescues on the reservoir. Plans are being developed for the replacement of a 22-year old aerial ladder truck, which is likely to occur in the next few years. In addition to the 750-gallon pumper and the aerial ladder truck, the department also maintains a 500-gallon pumper, a rescue truck, a fireboat, a chief's car, and an emergency generator. Their equipment should be maintained and replaced when needed. The current building facility should be of adequate size to accommodate the replacement pieces for the near future.

The Borough of Old Tappan has a mutual aid agreement with all surrounding municipalities, which provides for reciprocal access and use of equipment and manpower. Specialty equipment and teams may also be utilized on a contract basis from other municipalities. Such specialties include confined space, hazardous materials, air truck, and SCUBA team. Chief Fiedler states that although the short term needs of the community are satisfied, it is uncertain what additional equipment might be required as many of the newly developed townhouse communities age. He stresses, however, that he is not overly concerned about this at the present time, just looking ahead. This concern should be periodically reviewed, but it is unlikely that a new or expanded site will be necessary.

9.1.6 First Aid Squad

Old Tappan's First Aid Squad (also known as the Ambulance Corps.) is located in a small building at 4 Russell Avenue, across from the Fire Department. This is a volunteer organization that provides

emergency services to the residents of Old Tappan. It has been in existence since the 1930's, and currently includes 34 members. Its vehicular equipment includes two fully equipped ambulances and one specialty vehicle.

The First Aid Corps members are well-trained and selfless individuals who receive continuous training. Their certifications are renewed every three years. They operate in 3 to 4-person crews with one crew chief, and they answer calls between 7 pm and 6 am. Most calls come in during the day and are treated as general alarms. The First Aid Corps respond to approximately 40 calls per month, the majority of which service the elderly residents of town. Calls to the Old Tappan First Aid Corps are dispatched through a computer-coordinated system through the River Vale Township Police Department and the Pascack Valley Mutual Aid organization, which offers reciprocal services to Old Tappan's neighboring towns.

The future of the First Aid Corps is dependent on a continued influx of volunteers, many of who begin as Junior members. The building currently offers a facility where EMT re-certification is conducted, CPR is taught, drills are performed, business meetings are held, and training sessions are conducted. It also contains a gathering place for the dedicated volunteers. An addition was constructed just prior to the turn of the 21st century to house their second ambulance and add administrative space. At about the same time, the driveway apron of the building was improved, and the bathroom was upgraded to be handicap accessible.

9.1.7 Senior Center

Mr. Robert Colwell served as the recent Chair of the Old Tappan Senior Citizens Advisory Committee. He reported to us that, after his consultation with them, the senior citizens offered no revisions to their status, problems, objectives, and/or aspirations from the 2000 Borough Master Plan.

The Borough of Old Tappan does not currently maintain a senior center. The Borough does have a Senior Citizens Advisory Committee. The Advisory Committee is responsible for advising the Borough of the needs of the community's senior population. The Advisory Committee sponsors a program called 55 Alive, a driver's education class for seniors. There is a sentiment among the Advisory Committee that additional programs should be added. The addition of programs would most likely require additional hours for the Recreation Director who is currently responsible for coordinating youth recreation programs.

The Borough of Northvale's Senior Center is available to residents of Old Tappan. The Northvale Senior Center sponsors educational courses for a fee. Only a few Old Tappan seniors attend the classes, due to the fee and the travel required to get to Northvale's Senior Center. Some Old Tappan seniors would otherwise be interested in continuing education if such courses were available to them at a facility that was more nearby.

In the absence of a senior center, the current Advisory Committee and interested seniors meet in the Borough Hall, and at times in the community room of the Fire Department. There is also a membership organization in which many Borough seniors actively participate known as the Golden Age Club. The Golden Age Club holds Bingo games and other programs on a fee basis. This club also meets at the Fire Department.

The Borough received help from Bergen County in 1999 to purchase a van for use by senior citizens and disabled persons, and it is still used today. The Borough of Old Tappan's Department of Public Works maintains the van and provides its fuel. Currently, the van service is available three days a week, and is operated by volunteers. The van service is available to all senior citizens in the

Borough, and the seniors often use it for shopping, doctor's visits, and transportation to recreation events and facilities. Some of the assisted living residences within the Borough also provide their own van service for their residents. Van service is usually included in the fees residents pay to reside in these residences. The Borough completed improvements to Stone Point Park about five years ago to accommodate senior citizens recreation. Stone Point Park is located on the southern end of Town, east of Westwood Avenue. The improvements include a roofed pavilion, benches and tables, pathways, bocce and horseshoe courts. This park is accessible to neighborhood pedestrians, as well as to all residents by bicycle, van, car, etc. Improvements have also been made to Stanaland Park, situated on the eastern edge of the Central Business District. These improvements at Stanaland Park make it more attractive to seniors, and include a walking path, benches, and landscaping. Oakes Park features many of the same facilities as Stanaland Park, and therefore is attractive to seniors.

The Senior Citizen's Advisory Committee's earlier indication that an additional park on the unused portion of the Borough Hall's lot would benefit a great portion of the senior residents in the Borough was instrumental in the establishment of Borough Hall Park. This park is about to be replaced by a new Police Station. The introduction of the park on the land behind Borough Hall is central to the Borough, and is within walking distance of the Sunrise Facility, the County owned senior housing, and the townhomes behind the Bi-State Plaza, which apparently houses a number of senior citizens. The Borough hopes that the new Oakes Park will replace those functions for the Borough's seniors.

The Senior Citizens Advisory Committee has also expressed a desire for an exercise walk at one or more of the parks mentioned above. They believe such a facility would be a nice addition to the current facilities available to Old Tappan seniors. Such a walking path, with exercise stations often consisting of bar and wood arrangements with instructions, would help to promote better health and longevity to Old Tappan's aging population.

As the Baby Boom generation continues to enter and approach retirement age, an increased senior citizens population and an increased demand on Senior Citizen facilities in Old Tappan can be expected. It may be prudent to reserve a centrally located site near the central business district for a Senior Citizen Center.

9.1.8 Post Office

Currently, the Borough of Old Tappan does not have its own Post Office. Instead, there is a Mailboxes, Etc. located in the Old Tappan Plaza near the CVS/Pharmacy. Mailboxes, Etc. provides all the services of a post office except for local delivery. Services include Post Office Box rental, money order purchasing, sale of postal service supplies, acceptance of outgoing mail, and shipping of packages through their affiliation with United Parcel Service.

Delivery to Old Tappan is handled by the United States Postal Service facility in Westwood. The facility in Westwood also expedites delivery to Westwood and River Vale. In the past six years, the Westwood facility ceased their prior service to both Washington Township and Woodcliff Lake.

At this time, there is no proposal for a Post Office facility exclusively for Old Tappan. However, future needs of the Borough may warrant a Post Office, and a municipally owned lot close to the Central Business District could be considered. One concern that would have to be addressed would be the additional truck traffic it would generate. It should be stressed that a new post office would only be provided if the US Postal Service believes one to be necessary. In the hopes of garnering their support, the Old Tappan Mayor and Council are currently submitting an application to the US Postal Service for a zip code specific to the Borough. The Borough has attempted this at least twice in the past without success, and now the governing body is launching another effort. A lot within

the Town Center area, or elsewhere within the business district, would be most appropriate for a post office use.

9.2 Proposed Community Facilities Plan

The following proposals are included as part of the Borough Plan (see Fig. 8):

1. Encourage the Board of Education to address what appears could be an expected deficit in capacity at the Borough's grade school and middle school, beginning in 2007 for students in grades K-8.

2. Support the library as it embarks upon its Borough-approved expansion on its existing site. Encourage the library to use the new space to accommodate other community groups and their activities, provided they are compatible with a library environment. This would provide the Borough with additional space for community groups located in the heart of the Borough, thus enhancing the Borough Center's sense of place.

3. Encourage the electronic storage of information in Borough Hall, thereby minimizing the need to expand the storage facilities within Borough Hall. Further to this end, convert existing storage spaces within Borough Hall to more productive uses, once the electronic storage system is up and running and reliable.

4. Consider upgrading a few of Borough Hall's systems that have proved to be deficient, including security, telephone, and the heating system.

5. Support the relocation of the police facilities into a new facility behind Borough Hall. A new Police facility is required to meet the Police Department's programmatic needs (see "Background" section of this Master Plan), and this location would improve coordination between Borough authorities. The relocation would also partially offset the concerns expressed in the Court Security Survey discussed in the Background section of this Element. In concert with accomplishing this objective, however, place a high priority on replacing the passive recreation value of the Borough Hall Park that would be sacrificed. Additionally, carefully examine and consider what type of land use would be the most appropriate and valuable future use for the existing Police Station site, with full understanding that this type of forward planning opportunity is rare.

6. The Borough should consider the Fire Department's expressed desire for exhaust blowers for the engine bays. Additionally, begin to plan for the replacement of aging equipment such as their 22-year old aerial ladder truck. Consider the Fire Department's wish list, which includes a storage shed about 20 feet square in size for old hoses, and providing coats for junior members.

7. More attention should be paid to the senior citizens' need for a center for senior citizen non-residential activities, preferably in or near the geographic center of the Borough. They currently rely on the Fire Department for space, and this room may not always be available. Periodically making other rooms available to them for their indoor activities might suffice, and those rooms could include the new library expansion, and possibly a space within Borough Hall.

8. Consider utilizing the Oakes property homestead for some needed community purpose if it can be rehabilitated and renovated.

10. HISTORIC PLAN ELEMENT

10.1 Background

The Preservation of historic buildings and sites has been increasing in importance and popularity as an element of interest and concern in the local planning process. Each municipality is unique in its heritage and architectural characteristics and these contribute greatly to the community character, desirability, and sense of place. The preservation of historic sites, neighborhoods, landmarks and buildings of architectural significance are important not only to maintaining community pride, but also because these features constitute a basis for learning.

The 1994 Master Plan included a rather comprehensive recitation of Old Tappan's history. For a detailed history of Old Tappan, the reader may refer to the 1994 Master Plan, or to the Bergen County Historic Sites Survey prepared by the Bergen County Historic Sites Advisory Board under the auspices of the Bergen County Office of Cultural and Historic Affairs. The Advisory Board just completed an update to the Historic Sites Survey in 1999 and the updated information has been used in this section.

Table 10-1 is a listing of historic sites identified, and represents Old Tappan's 25 historic sites as of July 2000 identified in the Bergen County Historic Sites Survey. These are illustrated on Figure 5 Proposed Land Use Plan.

Table 10-1
Historic Sites in the Borough of Old Tappan

Historic Name	Date of Construction	Street Address	Other Agencies Acknowledging Historic Significance
Frederick Haring House	1753	11 DeWolf Road	NRHP; NJRHP; BCSHS; HABS
Haring-DeWolf House	1704-1705	95 DeWolf Road	NRHP; NJRHP; BCSHS; HABS
Gerrit Haring House	1751	244 Old Tappan Road East	NRHP; NJRHP; BCSHS; HABS
Barn at Gerrit Haring House			None
Theunis-Haring House	c. 1810	70 Old Tappan Road	NRHP; NJRHP; BCSHS; HABS
Jacobus Eckerson House	c. 1830	280 Old Tappan Road East	None
John Haring Jr. House	c. 1825	392 Old Tappan Road West	None
Blauvelt House	c. 1810	321 Orangeburg Road North	None
P.T. Haring House	c. 1830	86 Orangeburg Road South	None

Albert Todd House	c. 1895	1016 Washington Avenue South	None
Eckerson-Todd House	Early 1800s	1025 Washington Avenue South	None
Grist/Saw Mill and Chair Factory		West and east sides of Westwood Avenue	None
Claudius O. Collignon House	Early 1800s	1019 Westwood Avenue	None
G.A. Eckerson House and Barn	Pre-1861	48 Cripplebush Road	None
David Blauvelt House and Barn	Pre-1840	35 Cripplebush Road	None
DeWolf Farm Cemetery	Pre-1900	East side of DeWolf Road	None
Phelps House	Late 1800s	236 Old Tappan Road East n	None
Schoolhouse (Police Department)	1925	247 Old Tappan Road East	None
G. Schaus House	c. 1911	256 Old Tappan Road East	None
Old Tappan Sunday School	1883	292 Old Tappan Road East	None
G.T. Haring or John H. Mence House	c. 1830	356 Old Tappan Road West	None
Barn at G.T. Haring or John H. Mence House			None
J.H. Mence House	Mid-1800s	415 Old Tappan Road West	None
Lake Idlewild Bathing Beach	1932	233 Orangeburg Road North	None
Northern Valley Bathing Beach	c. 1940	302 Orangeburg Road North	None
Eckerson Farm Cemetery	1702	East side of Washington Avenue North	None
Caretakers of C.J. Post Estate	c.1900	1004 Westwood Avenue	None

NRHP- National Register of Historic Places
NJRHP- New Jersey Register of Historic Places
BCSHS- Bergen County Stone House Survey
HABS- Historic American Buildings Survey

Since the 1994 Master Plan, there have been three subtractions and two additions to the Bergen County Historic Sites Survey. Both bathing beaches, Lake Idlewild and Northern Valley, have been destroyed and developed for residential use. The David R. Haring House has also been demolished during a recent subdivision. Two barns have been added to the survey, both as accessories to residences previously included in the survey. One of the barns is accessory to the Gerrit Haring House, the other to the G.T. Haring or John H. Mence House.

10.2 Proposed Historic Plan

The rich history of Old Tappan, like Bergen County and all of New Jersey, is reflected in the number of documented historic sites, buildings and areas. Yet, as the background discussion reflects, these sites are being lost to other forms of development. If the Borough wishes to curtail the loss of culturally and architecturally significant buildings it should take the necessary steps to celebrate its

heritage. The can be done by expanding educational programs in order to illustrate how these structures are connected to the history of the Borough. These programs could also illustrate how their preservation would enhance the unique and historic nature of the Borough, would enhance the Borough's sense of place, and would foster local pride.

In 1999 the Borough took a small step towards promoting preservation efforts by allowing the Open Space Advisory Committee to recommend using Open Space Trust Funds for historic preservation in the event that there is no open space available for purchase. Open Space Funds are collected through local property taxes in the amount of $0.01 per $100 of assessed home value. Since the referendum was passed and reauthorized for a second five-year period, funds have been used to ensure that a number of important green spaces within the Borough will remain in their natural states such as: Washington Woods, the Vandervoot Avenue property adjacent to the Police Station, Oakes Park on Central Avenue, and the wooded area adjacent to the Haring Drive footpath. The funds have not yet been used for historic preservation.

The Borough has also sought to help bring attention to already preserved sites by identifying them on the Borough Zoning Map and the Land Use Plan of this Master Plan, and by adorning the walls of the Borough Hall with eight maps of all the homes in the Borough dating back to 1721. However, other than through persuasion, the Borough does not now have the means to protect these sites from either demolition or non-sympathetic alteration if they are privately owned. The incorporation of sites and structures on Historic Register lists provides very little actual protection, although such listing does help to generate resources for preserving and enhancing such sites.

One formal step the Borough could take is to establish criteria for voluntary historic preservation through the maintenance and restoration of historic building facades. This could be accomplished by its inclusion in a Community Design Element (see Land Use Plan Element of this Master Plan). From a regulatory perspective, the Borough could promote historic preservation by modifying its land use code to encourage the adaptive reuse of historic properties. Frequently, historic properties fall into disrepair and ultimately are demolished because their historic use has become obsolete. Some of them could be preserved, however, if the Borough's land use code permitted some flexibility with non-conforming land uses as a means to protect historic resources. For example, professional offices, antiques stores, restaurants, and boutiques are all viable reuse possibilities for historic buildings. The Borough would have to consider the acceptability of these uses for those historic structures that are situated within residential districts.

One relatively simple way the Borough could better sensitize its residents to the benefits of local historic preservation is to create a brochure that highlights local and nationally significant sites in Old Tappan. the Borough's website currently includes a link to the entire Historic Sites survey, photos of each of the historic sites, a link to the Borough's Centennial book, and a historical timeline of the Borough. This information could also include steps that residents can take to list a property on the local register of historic places. The benefits of such listing should also be carefully explained.

At this point in time there are no plans within the Borough to draft an ordinance or form a commission to specifically address Historic Preservation, although the Plan recommends that serious consideration be given to both of these steps. One of the benefits of creating such a commission and drafting such an ordinance would be to pursue designation as a Certified Local Government (CLG). Participation in the Certified Local Government Program requires that a municipality have a historic preservation ordinance and a historic preservation commission conforming to the requirements of the New Jersey enabling legislation, the Municipal Land Use Law (MLUL), and the National Park Service approved New Jersey Certified Local Government guidelines. Governments requesting certification are required to submit an application and demonstrate that they meet the basic CLG

program guidelines. Achieving this designation and participating in this program would allow the Borough the opportunity to access the Federal Historic Preservation Fund. Historic Preservation Funds are 60% federal / 40% local matching grants that can be used to sponsor a wide variety of projects including: historic resource surveys, historic district or historic preservation plans, technical assistance to municipal historic preservation commissions, historic property studies, public education programs, and National Register of Historic Places nominations. It would also permit the pursuit of other locally proposed innovative projects or programs. For example, the Commission could address historic trees on private property, search for other grants, promote and publicize the historic properties thereby validating them, and perhaps initiate and coordinate a museum that could be located in the Oakes Park homestead, as one possibility.

11. RECREATION PLAN ELEMENT

11.1 Background

11.1.1 Existing Provisions and their Adequacy

According to the 2000 municipal Master Plan, Old Tappan had a total of 80.6 acres of municipal parklands[16] (see Fig. 9), and an estimated population of 5,912 persons (Bergen County estimate) at that time. With reference to population, we now know that the Old Tappan Borough population in 2000 was 5,480[17]. An extrapolation of the U.S. Census data allows us to estimate Old Tappan's 2006 population at 5,654. With reference to parkland acreage, since 2000 Old Tappan added two new properties (a and b below) to its public open space and recreation land holdings. We also added the acreage of Memorial Park into the town's park area for the first time (c below). The Borough also put small portions of one existing property to open space and recreation use (d below):

a. Oakes Park, approximately 4.1 acres along the east side of Central Avenue, between Old Tappan Road East and Haring Drive West. This park features walking paths, a fountain, gazebo, sitting areas, landscaping, and a small parking area;
b. An approximate 3.0-acre addition to Stone Point Park for passive recreation in a natural woodland setting, along the east side of Westwood Avenue, extending north from the existing park and behind the new residences along Westwood Avenue. Future plans may include soft surface trails;
c. An approximate 0.5-acre Memorial Park behind the current Police Station, along the east side of Leonard Drive. War memorials are situated on this site; and
d. An approximate 0.5-acre Borough Hall Park behind the Borough Hall, south of Old Tappan Road West and east of Russell Avenue. This park includes a loop walking path and benches within a mature woodland setting.

[16] Includes the 7.6 acres along Washington Avenue North that had just been acquired at that time
[17] 2000 U.S. Census and NJ Transportation Planning Authority

This means that there are 88.7 acres of open space and recreation lands in Old Tappan at the present time to service a population of 5,654, for a ratio of 0.0157 Ac./person. This is down from its 2000 ratio of 0.0172. No county, state, regional or Federal open spaces exist within Old Tappan. In 2000, when the gross numbers were examined, Old Tappan's ratio appeared to compare favorably with the State's desired ratio for Bergen County of 0.0158 Ac./person. In 2006 the Borough's ratio has shrunk to the State standard. Both of these are extremely deceiving comparisons and the minimum local standard is much higher, however, due to the skewing of the numbers by the dominance of the acreage set aside for the municipal golf course. Of the Borough's 88.7 acres, 48.9 acres support a nine-hole golf course, and this facility appeals to only a limited sector of the general population. Of Old Tappan's population, including all age and user categories, there currently are only 409 golf course users. This represents just over seven percent of Old Tappan residents, which is a smaller percentage than in 2000. If this facility were to be excluded from the calculation, due to its lack of widespread appeal, the remaining 39.8 acres of active and passive parkland would yield an-acreage-per-person ratio of only 0.0070. This is only about 45% of the desirable State ratio for Bergen County towns of 0.0158.

Furthermore, due to an inadequacy of space in some other Borough facilities, the Borough is about to have to convert both the 0.5-acre Memorial Park and the 0.5-acre Borough Hall Park to alternate land uses, thereby removing one acre from the Borough's open space and recreation holdings. The Borough has a plan to replace their functions within other Borough parks. This would reduce the remaining acreage to 38.8 acres, as well as the acreage per person ratio to 0.0069. This would then be only about 43% of the desirable County ratio. In addition to the properties identified above, these 39.8 acres are comprised of the 1.8-acre Gallagher Field (formerly the Old Tappan Little League Memorial field) on Irving Street, the 4.5-acre Chestnut Street Park, the 13.3-acre Stone Point Park on Westwood Avenue, and the 3.0-acre Lewe B. Stanaland Memorial Park along Old Tappan Road.

A closer examination of the undeveloped open space that is currently available for passive recreation only is even more revealing. The only lands in this category are 8.1 acres of Stone Point Park, and the 3.0 acre Lewe B. Stanaland Memorial Park, yielding a ratio of only 11.1 : 5,654 or 0.0020 Ac./person. This ratio amounts to only 13% of the desirable County ratio for all categories of open space. While no accepted standards could be found against which to contrast this number, it seems rather evident and clear that when only 0.44% (less than one-half of one percent) of a municipality's land has been preserved as publicly accessible natural land, too much development has taken place in that municipality. Far too little passive recreation opportunities are also available as a result. Not included in these calculations of passive recreation availability is a walking trail that is owned by United Water Resources along the southeastern portion of the Lake Tappan Reservoir. This trail has been opened and closed at different times, and it is currently open with a small annual fee required for access.

On a municipal basis, the 2003 - 2007 New Jersey Statewide Comprehensive Outdoor Recreation Plan (SCORP) recommends that recreation lands (apart from open space lands) comprise a *minimum* of 3% of the developed and developable area of the municipality, without regard to population. Old Tappan's total area is 2,508 acres. Of that area, according to information culled from the Planners Data Book for Bergen County and the Borough's Natural Resource Inventory, approximately 810 acres are either protected as open space and watershed, open water, and/or environmentally constrained, which are considered undevelopable. Therefore, 2,508 minus 810 equals 1,698 remaining acres, which represents Old Tappan's developed and developable area. Three percent of this figure equals about 51 acres. The parks in Old Tappan that are used for active recreation amount to approximately 72 acres, exceeding that land-area-based only standard. This comparison is again somewhat misleading, due to the 48.9 acres that are allocated to the municipal golf course alone.

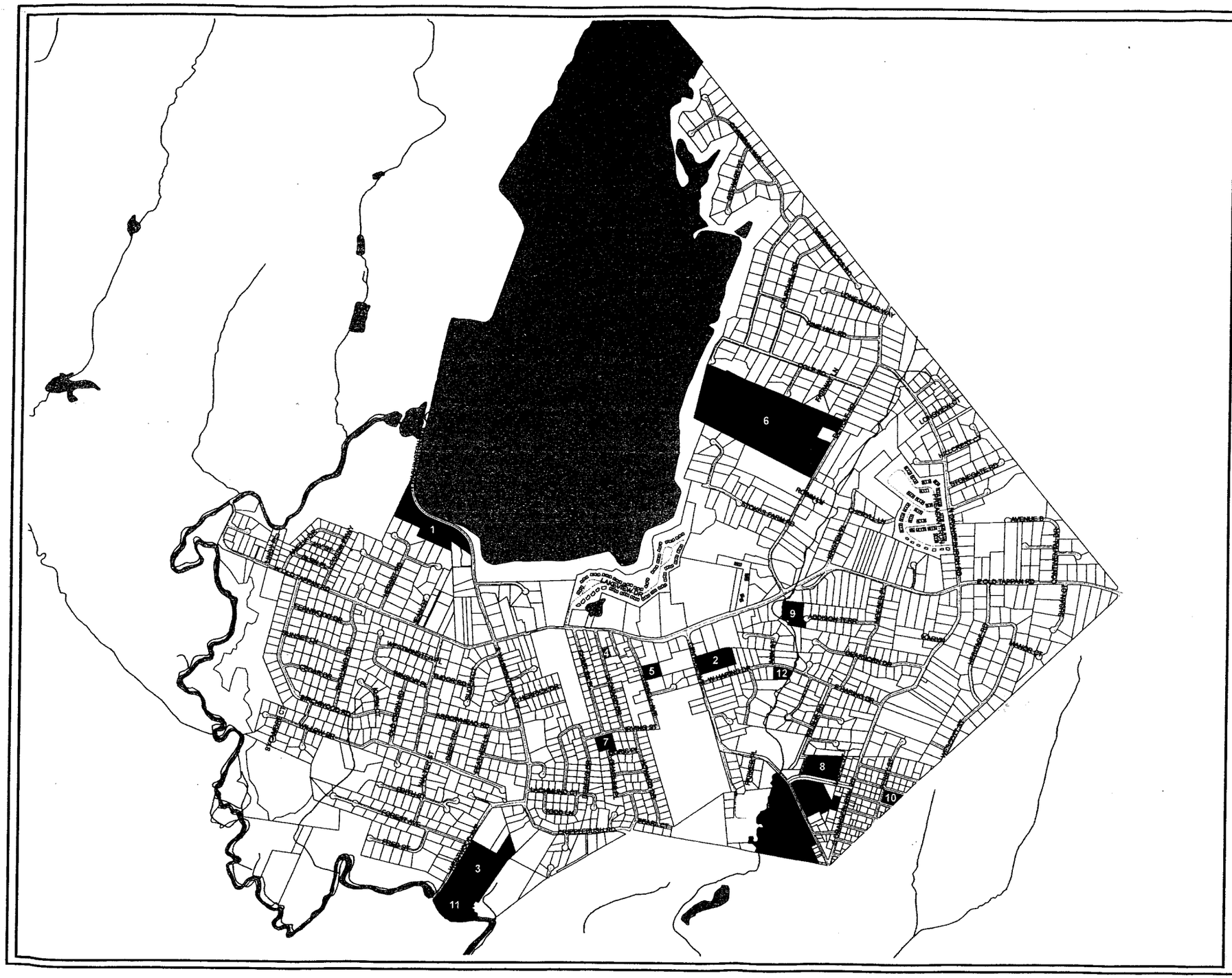

FIGURE 9 - RECREATION PLAN

Old Tappan Master Plan

Borough of Old Tappan, New Jersey

The National Parks and Recreation Association (NPRA) has developed an appropriate municipal basis standard. The NPRA promulgated national recreational developed acreage standards that are population based. The NPRA recommends that 6.25 to 10.00 acres of developed open space land be provided for every 1,000 persons. With a 2006 population estimated to be 5,654, by this standard the Borough of Old Tappan should have between 33 and 57 acres of developed open space. Presently, the Borough has only approximately 23 acres of dedicated developed open space excluding the golf course, and exclusive of the Board of Education developed open space. Based on these standards, Old Tappan Borough could be a community of well below average standards for active recreation facilities.

The Borough's Recreation Commission attempts to satisfy the requests and meet the needs of all of Old Tappan's residents. Included among the Borough-sponsored team sports that receive support from the Recreation Commission are basketball, soccer, football, and baseball, and participation in all of these programs has been growing each year. Space is at a premium. Baseball now overlaps onto the Elementary School field, but that use is limited by School activities which take priority over Recreation activities. The High School fields are not available to local recreation sports teams, but do open to the general public when their facilities are not being used by the High School teams. In addition, there are a few private organizations that support club sports that also require the use of these fields. Beyond that, when High School and Elementary School sports run short of fields, they request the use of the Stone Point fields. In these cases, the Recreation Commission generally accommodates the requests, thereby reducing recreation time. During the past year lacrosse was introduced to Old Tappan on a limited "Club Sport" basis. It has proved extremely popular, and it is expected in the near future to be adopted as one of the Recreation offerings if field time can be provided. The conclusion drawn is that the demand for recreational fields exceeds the supply, and programs are being trimmed back in order to provide a full opportunity to as many town residents as possible.

An attempt was made in 2005 to persuade the Mayor and Council to permit the installation of sports lighting on the Stone Point Park fields that would have increased the useful capacity of those fields. For reasons other than increasing its useful capacity, this proposal was turned down. Nevertheless, the Recreation Commission continues to support the installation of sports lighting at Stone Point Park and at any new facility that might be approved by the Mayor and Council in the future.

11.1.2 Prior Recommendations

The 1994 Municipal Master Plan contains recommendations for open space preservation and dedication for recreation purposes. Those recommendations were based on the recognition of both Old Tappan's deficit and the high ecological quality of the remaining open space. That Plan calculated that only 73.0 acres were parks or golf course in 1994. Included among the Master Plan's Goals and Objectives were (similar language was and is included in the 2000 and this 2006 Master Plans) "To Promote the Quantity, Quality and Availability of Parks and Open Space including active and passive recreational facilities, neighborhood parks and open space for environmentally sensitive areas." The 1994 Plan specifically recommended the preservation of a privately owned 9.62 acre site south of the High School and east of Pearl Court as open space, due to its unusual size and environmental sensitivity. The Plan also recommended the classification of the Borough owned 1.17-acre parcel between Grace and Clark Avenues and Perry Street as a proposed park facility. The 2000 Master Plan did not specifically support the former recommendation, but did support the latter recommendation.

As reported in 2000, similar observations to those of the 1994 Master Plan were made in the "Borough of Old Tappan Open Space Program", Bergen County Municipal Technical Assistance

Program (Siemon, Larsen & Marsh, 1991). This document was prepared under the direction of the Bergen County Department of Planning and Economic Development. Among its proposed goals for Old Tappan are "Preserve local spots of natural beauty.", "Provide space for active and passive recreation.", "Maintain existing public parks, green spaces and major private recreation areas.", and "Conserve and enhance significant natural, cultural, historical and aesthetically significant areas and resources."

The Borough Environmental Commission's planning study entitled "Open Space Preservation Strategies"[18] delineated the existing open spaces within the Borough at that time, and recognized the Greenway patterns that had emerged over time. This document supported the compatibility of passive recreation and conservation within Old Tappan's Greenway, noted its location within the impending Regional Greenway, and offered recommendations that proactive steps be taken to preserve those Greenway segments not currently protected from development. Those recommendations were all reinforced in 2000. Since that time, the Borough's Open Space Committee attempted to have that planning study updated to contemporary standards, but this effort did not receive governing body support.

11.1.3 Recent Borough Actions

It is important to understand that agency-generated planning numbers and generally accepted recreation ratios are only one part of recreation planning. Local desires, conventions and specific needs can alter and refine those numbers to be more community specific. For example, since 1990 Old Tappan's only two publicly accessible swimming pools were demolished in favor of new land uses. Some in the community believe these actions have generated an apparent need for a public swimming facility within the community, although it has not been identified as a priority item. In addition, the population of Old Tappan continues to increase. Recognizing this, the Borough has been making improvements to the Borough's existing recreation facilities on an on-going basis. These improvements have included the rehabilitation of existing soccer fields, baseball fields, softball fields, and playgrounds. They have also included the introduction of new facilities to respond to the increasing needs and demands of Old Tappan's growing resident population. Within Stone Point Park, these have included a new pavilion, field house, paved loop path, basketball courts, ice skating/roller hockey rink, picnic area, bocce courts, horseshoe pits, a batting cage, benches, landscaping, and an expanded parking facility. The newly installed facilities in Stanaland Park have included a walking path, landscaping, and a refurbished pedestrian bridge. Still contemplated for Stanaland are a playground, benches, gardens, and a possible skating pond and fire pit. Improved landscaping has been installed in various parks. And, as previously mentioned, the Borough recently added the 4.1 acre Oakes Park.

In terms of those facilities currently in the planning stages, an organized movement by a contingency of the community's youth petitioned and lobbied for a skateboard park, and one is under active consideration for construction within Stone Point Park. Bergen County Open Space grant funding has been allocated to a skateboard facility. Furthermore, bicycle lanes, routes and paths throughout the Borough are part of a major effort known as Hike and Bike, and this project is nearing completion.

Lastly, the Borough maintains an understanding with its Board of Education that the Borough's youth teams can use the soccer field located by the grade schools. Additionally, recreational facilities at the Northern Valley Regional High School (in Old Tappan) are available for use by all

[18] Hakim Associates, 1995

residents of the seven member towns. Facilities commonly used for this purpose are the tennis courts, softball field, running track and basketball courts.

11.2 Proposed Recreation Plan

In consideration of the Borough's recreational shortfalls, the following proposals are included as part of the Borough Plan (See Fig. 9):

11.2.1 Improve Existing Facilities

Highest Priority

1. Continue to make improvements to existing parks, incorporating contemporary recreation facilities where appropriate. More specifically:

2. Continue to implement the Stone Point Park Master Plan[19], since this is the Borough's primary recreation facility. This is an illustrative master plan that was prepared for the Borough in 1999.

3. Continue improvements to Gallagher Field on Irving Street, including providing the buffers necessary to protect surrounding neighbors.

4. Initiate programs at the golf course that invite new Borough participants. Typical programs could include novice days, youth days, senior citizen days, women's days, and affordable lessons.

Second Tier Priority

5. Continue to implement the Lewe B. Stanaland Park Master Plan[20]. This is an illustrative master plan that was prepared for the Borough in 1999. Pursue a new playground, paths, and other planned improvements. Appeal to NJDEP to permit the Borough to restore the skating pond that silted in over time and inadvertently reverted into a small freshwater wetland.

6. Continue improvements to Chestnut Street Park, including such planned items as reinforcing pedestrian connections to the surrounding residential neighborhoods, improving the parking provisions, and improving the safety measures. With respect to the latter, the Borough plans to install fencing to prevent children from running onto Maple Street which is going to be widened and paved with a designated pick-up area.

7. Adaptively reuse the Oakes property homestead for recreation purposes if it can reasonably be rehabilitated and renovated.

8. Encourage residents to take advantage of the Borough's passive recreational opportunities, for nature walks, hiking, bird and leaf watching, etc.

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[19] Hakim Associates, 1999
[20] Hakim Associates, 1999

11.2.2 Add New Facilities

Highest Priority

1. Review the existing inventory of Borough-owned undeveloped land for suitability as recreational facilities. Then, in general and where appropriate, convert unutilized Borough lands into recreational use, both active and passive.

2. Attempt to provide facilities that have been identified in the Background section of this Element, such as a skateboard park, ice skating and bicycle lanes, routes and paths. Bicycle routes should be well-signed, and interconnected with other recreation and greenway facilities. This latter effort should be coordinated with the new Borough Hike and Bike Plan.

3. Once again, in coordination with the new Borough Hike and Bike Plan, attempt to link all forms of linear recreational facilities in the form of an interconnected greenway, and encourage their interconnections with other active and passive recreational facilities, cultural resources, and other places of public congregation. Consider establishing environmental education stations along natural portions of the greenway, possibly including benign improvements such as botanical labeling, an outdoor "classroom", and descriptive displays of the micro-environments (e.g. flood plains, wetlands of varying types, transition slopes, deciduous and evergreen uplands, etc.). This latter type of recreational facility encourages the schools to incorporate environmental education into their programs, and also promotes a greater level of appreciation for the natural environment on the part of Borough residents, thereby promoting a higher level of stewardship.

4. Since most of the Borough's recreation lands are not centrally located, explore and pursue any opportunities that arise to obtain property suitable for recreation near the Borough's central core. One example of a recent success story is the Oakes property on Central Avenue north of Haring Drive. One other such pursued property that has not as yet been as successful is the historic Gerrit Haring House property adjacent to the west side of the Korean Presbyterian Church of the Palisades on Old Tappan Road West across from Russell Avenue.

5. The inventory of "wish list properties" assembled by the Borough Recreation Commission and as modified by the Planning Board includes the following:

Table 11-1
Recreation Wish List Properties

Location and Ownership	Block/Lot	Acreage	Purpose	Comment
Central Avenue Borough owned	1303/1	17.72	Active recreation	Currently used for compost operations. Recreation should be considered a secondary use.
Chestnut Street Borough owned	1203/1 & 2	6.77	Active recreation	Currently used for wood chip storage. Recreation should be considered a secondary use.
Westwood Avenue south of Stone Point Park. Privately owned	2001/2	6.31	Active recreation	Currently used as a private nursery, and partially wooded.
Haring Drive Borough owned	1104/4	1.22	Passive recreation	Wooded with Dorotockeys Run stream corridor

Second Tier Priority

6. Given Old Tappan's increasing population, pursue additional lands that become available for recreational use. This can be accomplished as a part of the development review process, through bequeaths and donations, and through purchase. With regard to the latter, reactivate the Borough's 2001 N.J. Green Trust Planning Incentive Grant from the NJDEP Green Acres Administration. The Open Space and Recreation Plan[21] (OSRP) that formed the basis for this grant remains valid, and Green Acres approved the entire document. The OSRP must be revised and resubmitted to Green Acres for re-approval only in the event the Borough chooses to add new properties to the OSRP at this time (five years later). Otherwise, the existing OSRP will suffice for reactivation of the Planning Incentive Grant. Currently, the Borough is in the final stages of negotiating an agreement to purchase a parcel of approximately three acres along the south side of Old Tappan Road West near the border with River Vale Township that is intended for passive recreational use. With regard to the development review process, new lands were added in recent years to the north of Stone Point Park, and adjacent to the Dorotockey's Run multi-family development at the north end of the Borough.

12. REGIONAL PLANNING CONTEXT

A meaningful analysis of the various physical, social and economic characteristics of a community cannot be accomplished without the consideration of regional trends and forces acting on that community. Although a municipality is a separate and distinct political entity, it is influenced by factors beyond the immediate local area. For this reason, regional considerations, as they apply to Old Tappan, are being given attention in this section and where appropriate, elsewhere in this report.

[21] Hakim Associates, 11-30-00

Regional analysis involves determination of the impacts of State, County and municipal planning activities on the development and development policies of the jurisdiction under study. As part of the current Master Plan, attention was given to the zoning policies in areas immediately bordering the Borough. State and County Plans were examined briefly.

12.1 State Planning

12.1.1 **General** - The State Planning Act of 1985 (N.J.S.A. 52:18A-196 et seq.) declared that the "State of New Jersey needs sound and integrated statewide planning...". The Act created the State Planning Commission and the Office of State Planning, and their primary responsibility was to prepare the New Jersey State Development and Redevelopment Plan (hereinafter either "SDRP" or "State Plan"). The Office of Smart Growth, whose objectives are similar to the office it replaced, has since replaced the Office of State Planning. The Act also requires the SDRP to be reviewed and revised on a three-year cycle. On June 12, 1992, the New Jersey State Planning Commission and the New Jersey State Legislature approved the original SDRP. On June 25, 1997, the State Planning Commission approved the 1997 Reexamination Report and Preliminary State Plan, which was adopted by the State Planning Commission in 2001.

In general, the revisions to the SDRP that pertain to Old Tappan include modifications to Policy Objectives acknowledging the significance of redevelopment, the significance of planning on a regional scale, the significance of agriculture in all planning areas, the significance of promoting greenways under the open space policy, the importance of designating cores and nodes in Planning Area 1, and the introduction of a new section on the importance of high quality site design within public rights-of-ways. This latter item emphasizes the revitalization of central business districts. The State Planning Commission commenced the most recent round of Cross-Acceptance on April 28, 2004 when it released the Preliminary State Development and Redevelopment Plan for 2004. This signaled the beginning of the third round of Cross-Acceptance that was completed in March 2005, except that the negotiation phase has been delayed until Fall 2006. Once that has been completed, the next step will be for the Borough to seek Plan Endorsement status from the N.J. Office of Smart Growth. Such status would place the Borough in a favorable position for receiving State-funded grants for public programs.

A significant amount of work from a broad-based coalition of public and private interests went into the original SDRP. A new Cross-Acceptance process was conducted for this latest third version that allows, provides and encourages input, critique and refinement from bottom up as well as top down. The active participants include representatives from such divergent interests as the State Planning Commission, other related State agencies, County Departments of Planning and Economic Development, local and regional Planning Commissions and Agencies, environmental advocacy groups, builders institutes, the NJ Alliance for Action, local planning boards and environmental commissions, and interested citizens. The Borough appointed a Cross Acceptance Representative who participated on the Borough's behalf. This representative worked with the Bergen County Department of Planning and Economic Development in this effort, since the County's role is to serve as the lead agency for this process, and as the liaison between the State and its municipalities.

The objectives of the State Plan are, in general, to delineate where future development within the State should take place; and conversely, where environmental, agricultural and other conditions are present to the extent that extensive future development should be discouraged. The State was divided into five (5) "Planning Areas", each of which exhibits enough common characteristics to receive common treatment by the State Plan. This treatment ranges from strong discouragement of development for the higher Planning Area numbers, to overt encouragement of development to the

extent that the State would be willing to commit funds and technical assistance to development proposals for areas falling within the lower Planning Area numbers.

Since the SDRP is a Master Plan, it is a guide plan and is not intended or empowered to usurp local zoning powers. Implementation occurs by prioritizing State funding and assistance in the form of State grants towards those locales falling within the lower numbered Planning Areas. More specifically, the Act which authorized the preparation of the State Plan mandates that local plans be ". . . consistent with State plans and programs" (N.J.S.A.52:18A-196(f)). It has also become apparent that, in order to encourage local participation, State funding in the form of financial grants for local improvements are being targeted towards those communities that participate in the process and seek consistency with SDRP and compliance for their communities.

The SDRP expounds the benefits of linear tracts of open space including regional ones that traverse through different Planning Areas. The Hackensack River watershed forms a significant regional greenway. Upstream from Old Tappan, the watershed lands are protected through a variety of methods. The source of the Hackensack River is protected by NYSDEC in High Tor State Park from which it flows into the Town of Clarkstown, New York. Near the end of the 1990's, Clarkstown upzoned parcels contiguous to the river to conservation density residential, permitting only single-family homes on 160,000 sq. ft. lots to be developed near the river and within its watershed. In addition, Clarkstown is undergoing an Open Space Initiative. This program has the potential to result in a bond issuance for the purpose of securing funds for the town's acquisition of watershed lands for perpetual conservation and open space uses. Also in the late 1990's, the neighboring Town of Orangetown (into which the Hackensack River flows from Clarkstown) also upzoned many parcels contiguous to the Hackensack River. The conservation residential zone in Orangetown allows for only single-family homes on 80,000 sq. ft. lots to be located near the river or watershed lands. Other Orangetown lands of the watershed support open space owned by the public and/or United Water Resources, a golf course, the old Rockland Psychiatric Center that will become various open space and recreation uses, and the Manhattan Woods – Kaufman Campgrounds Area. Various methods of protecting the watershed lands and maintaining them as open space are employed downstream of Old Tappan as well, especially within the Meadowlands Estuary. The Borough of Old Tappan should continue to do its part for the sake of regional consistency, and to fulfill its resource stewardship responsibility, by preserving lands designated as PA 5 as permanent open space. Open space advocates envision the benefits of a 34-mile long continuous greenway protecting the Hackensack River in its entirety as both a potable water source and a recreational amenity.

12.1.2 **Planning Area 1** - The Borough of Old Tappan has been designated as Planning Area 1 with certain exceptions. The SDRP identifies this area as the Metropolitan Planning Area, and is the area most targeted for development by the SDRP. Below the SDRP Goals and Policies for PA 1 are paraphrased and their applicability to Old Tappan is addressed:

> ***Land Use*** *- Guide development and redevelopment into centers, cores and nodes, to promote diversification of land uses while ensuring efficient and beneficial utilization of scarce land and resources to strengthen its existing diversified and compact nature;*

The Borough of Old Tappan has prepared Cross Acceptance Reports detailing the consistency of local planning policies, statutes, and initiatives with the policies of the SDRP. It does not appear that centers or nodes would be appropriate for Old Tappan. The Borough might want to consider designating its central business district as a core. Designation of a core could discourage excessive outward expansion of the CBD and promote downtown improvements such as streetlights, street trees, decorative paving, street furniture, etc. The risk of non-compatible land uses locating among

the existing residential neighborhoods would be reduced as well, since the Borough would have defined policies directing new non-residential uses to locate inside the core. It should be understood that the SDRP makes no policies directing regional development into the core of a municipality, but rather encourages local municipalities to define those areas that serve as a core in order that they may better establish their own policies regarding their downtown areas.

> ***Housing*** *- Provide diversity of housing choices by means of conventional and innovative techniques, including the introduction of housing into appropriate nonresidential settings, and preserve existing housing;*

Old Tappan has received substantive certification from the NJ Council on Affordable Housing for the first and second rounds, and has applied for third round certification. For details, see "Housing Element and Fair Share Plan". The Borough located the senior housing adjacent to the central business district in order to facilitate pedestrian access from the new housing stock to stores and community services, including a Borough Senior Center.

> ***Economic Development*** *- Promote economic development by encouraging conditions, public/private partnerships, and private sector investment to retain and attract businesses, by adopting supportive local government policies that support appropriate redevelopment;*

Old Tappan promotes economic development along the northern extremity of Central Avenue and the central area of Old Tappan Road, in business zones which comprise Old Tappan's central business district (CBD). The Borough encourages infill CBD redevelopment of underutilized sites, and sites with older incompatible land uses that are remnants from Old Tappan's past. The Borough may also entertain slight expansions of its CBD.

> ***Transportation*** *- Encourage public transit systems; walking and alternative modes of transportation to reduce auto dependency, and encourage mass-transit-friendly nodal redevelopment;*

Old Tappan is served by Red and Tan Lines bus service to New York City. New Jersey Transit provides bus service from the nearby community of Harrington Park. New Jersey Transit-MTA-Metro North Railroad provides train service along the Pascack Valley line. The nearest rail stations are in Westwood, Hillsdale, and Woodcliff Lake. Old Tappan provides senior van service to its senior residents. Finally, the Borough has initiated a Hike 'n Bike program to encourage non-motorized modes of transportation.

> ***Natural Resource Conservation*** *- Reclaim environmentally damaged sites, emphasize air quality concerns, and provide open space and recreation amenities, particularly those which either reinforce neighborhood and community identity or provide linearly oriented opportunities to connect with other open space resources;*

Old Tappan has no known environmentally damaged sites. The watershed lands of the Oradell Reservoir and Hackensack River including Lake Tappan provide scenic vistas and wildlife habitats. One wetland along Dorotockey's Run was designated a Critical Environmental Site. The SDRP credits the state's arboreal resources as important filtering agents for air and water. The watershed lands in their natural state contain a vast wealth of arboreal, grass, and brush vegetation. The scenic vistas available around Lake Tappan provide residents with an identifiable landmark contributing to their sense of community. The watershed lands, especially those of the Hackensack River form a long linear open space originating in High Tor State Park 11 miles to the north in Haverstraw, New York and continuing 23 miles south through the Meadowlands Estuary to the Newark Bay.

***Agriculture** - Use appropriate and economically feasible opportunities to promote agriculturally oriented land uses (primarily support services), also including farmers markets, greenhouses and community gardens;*

The SDRP identifies preservation of agriculture as a priority in every planning area including PA 1. The SDRP directs all levels of government to promote agriculture, locate new development away from agriculture, and preserve agriculture through such tools as equity insurance and density transfers, purchase or donation of development rights, and the provision of self-contained community wastewater treatment systems that maintain the viability of agricultural lands. The SDRP considers a policy to preserve agriculture through the expenditure of public funds as an investment in a public capital asset (i.e. farmland as infrastructure). There are only two remaining agricultural operations currently existing in Old Tappan. Preservation of these two remaining sites, especially the Stokes Farm (Binaghi) site of over 11 acres, would be beneficial to the Borough. The Stokes Farm site is a priority not only for its inherent benefit to the community, but also for its location adjacent to Lake Tappan. The Borough may want to initiate a study in order to establish methods, and discover sources of funding for acquisition of one or both of Old Tappan's remaining agricultural lands.

***Recreation** - Maximize recreational opportunities through maintenance and rehabilitation at existing facilities, and expand and link the system as practicable;*

Recreation improvements and expansions are ongoing and are being actively pursued by the Borough. For more details, see Recreation Plan Element of this Master Plan.

***Redevelopment** - Encourage redevelopment at intensities sufficient to support transit, broad ranging land uses, and efficient use of infrastructure, and encourage safety oriented and pedestrian friendly site design;*

The Borough of Old Tappan does not contain any deteriorating housing stock, nor is it currently experiencing socioeconomic distress. Redevelopment is not currently an issue for the Borough and it probably will not become an issue provided the Borough continues to actively maintain its current infrastructure, CBD vitality, housing variety and fiscal health.

***Historic Preservation** -Integrate historic preservation with redevelopment efforts by innovative and adaptive means which allow for both to take place;*

The Borough of Old Tappan currently has a Borough Historian. The previous Master Plan identifies sites of local historic significance, and there are currently five sites listed on The National Register of Historic Places, four of which have been designated as CHS. The Borough should consider the preparation of a local historic preservation ordinance to protect local sites that are not included on The National Register, along with some zoning flexibility to promote adaptive reuse that could preserve some of these buildings. This is explored further in the Historic Plan Element of this Plan.

***Public Facilities and Services** - Upgrade public facilities and services, including infrastructure, to provide for sustainable development and concentrated public facilities;*

The Borough's current planning is consistent with the guidelines of this Goal and Policy of SDRP. The concept of sustainable development is furthered by the enactment of an Environmentally Sensitive District. The concentration of public facilities is supported by the Borough's desire to create a Town Center, with the intent of relocating and concentrating public facilities within this core area. The upgrade of infrastructure is discussed within the Plan's Utility Plan Element, with specific reference made to the Borough's completed sanitary sewerage program. The upgrades of other public facilities are documented within the Land Use Plan Element, the Circulation Plan Element

(roadway improvements, bicycle routes, pedestrian paths and sidewalks), the Community Facilities Plan Element, and the Recreation Plan Element.

> ***Intergovernmental Coordination*** *- Regionalize as many public services as feasible, and establish multi-jurisdictional entities to guide governments towards compatible & coordinated redevelopment.*

The Borough of Old Tappan includes support for the State Development and Redevelopment Plan (SDRP) and its policies and recommendations as a goal and objective of this and previous Master Plans. The Borough supports Bergen County's efforts to prepare a new Master Plan that will replace its obsolete Growth Management Plan of 1966, and provide regional guidance to its constituent municipalities. The Borough has cooperative agreements with some of its neighboring communities, and continues to explore these possibilities whenever opportunities present themselves.

The final revision of the SDRP includes provisions for endorsed plans. The state will ask municipalities to submit their master plans so that the state may holistically examine the planning facilities of each municipality, and endorse the plan if such facilities are in harmony with the goals, policies, and methods of the final version of the SDRP. Old Tappan intends to participate.

Our examination of the Borough's goals and objectives indicates that they remain consistent with the statewide goals and objectives of the SDRP and the policy objectives for Planning Area 1. To the extent that the term "appropriate redevelopment" in the Economic Development Policy Objective excludes the development of the Borough's few remaining undeveloped sites, there are no inconsistencies between the two documents.

12.1.3 **Planning Area 5** - The SDRP targets environmental resources as worthy of protection, regardless of which Planning Area they are located within. On a broad basis this is accomplished by designating them as Planning Area (PA 5): Environmentally Sensitive.

PA 5 areas have been designated by the NJ State Planning Commission through the NJ Office of Smart Growth to correspond with the Lake Tappan Reservoir, Dorotockey's Run, several tributaries to the Oradell Reservoir system, as well as the Hackensack River and its own tributaries. In response to PA 5 designation the Borough has prepared two natural resource inventories, one for the entire Borough, and one for watershed lands located in the Borough. The elements of the NRIs have been incorporated into the previous Master Plan as well as into this document. A local stream corridor protection ordinance that was previously adopted to protect potable water sources from point and non-point pollution was rescinded for technical reasons. The Borough believes, however, that its objectives have been embodied in the 2004 N.J. Stormwater Regulations by virtue of their C1 antidegradation classifications assigned to many of Old Tappan's waterways and waterbodies. Old Tappan has acquired parcels of undeveloped watershed land utilizing Green Acres funding. It is the stated goal of the Borough of Old Tappan to acquire and preserve watershed land in order to protect the potable water supply of the region, and provide a passive recreation area in the form of bikeways, greenways, and hiking trails. A local tree protection ordinance, an environmentally sensitive district ordinance, and an open space tax, were all adopted to help protect potable water sources from point and non-point pollution. All of these actions are (and can be) consistent with the goals of PA 5.

Old Tappan has completed the installation of their sanitary sewer system that provides public sewer availability to all sections of the Borough not previously served by the sanitary sewers of neighboring communities. The installation of the sewer system and the elimination and/or minimization of private individual septic systems will reduce the risk of contamination of potable groundwater from non-point sources, consistent with the policies of the PA 5 district of the SDRP.

12.1.4 **CES and CHS** – The State Plan goes on further to target environmental resources as worthy of protection, regardless of which Planning Area they are located within. On a larger scale basis, this is accomplished by designating them as Planning Area 5 (PA 5) Environmentally Sensitive, as described above. On a smaller scale, and within the context of local communities, in earlier versions of the State Plan Critical Environmental/Historic Sites (CEHS's) were established to provide these smaller sites with the same level of protection as is afforded PA 5 properties. Following the last round of Cross-Acceptance, the CEHS designation was divided into two designations – CES for critical environmental sites, and CHS for cultural and historic sites. These designations are used today. Detailed sets of criteria were established for qualification under these provisions, one of which is that the site must be nominated for inclusion by the local municipality.

One site in Old Tappan was mapped as CES in the 1992 SDRP and continues today with that designation. This site constitutes a wetland along Dorotockey's Run, south of the High School. It is uncertain whether any new CES sites resulted from the most recent cross acceptance process. In future cross acceptance processes, it is recommended that the Borough nominate all smaller isolated and non-contiguous parcels along the Borough's C-1 waterways that drain into the Hackensack River system as CES's. Most are encumbered by various natural resources.

Four sites were nominated for CEHS (then "CES" and now "CHS") designation during cross-acceptance of the last plan. The four sites correspond to Old Tappan's four national register historic sites. Since cross acceptance, one additional site was added to the National Register of Historic Places and many additional sites have been designated as local sites of historical significance by the Borough. It is recommended that the Borough petition to have CHS status extend to all significant historic sites within its boundaries.

12.1.5 **Planning Area 9** - For ease of computerized mapping, Lake Tappan has been designated as Planning Area 9. PA 9 is reserved for areas of open water. The SDRP properly makes no policies or recommendations for areas included in Planning Area 9 since they are not subject to development or redevelopment pressures, except to the extent that surrounding development may impact them. This Planning Area does not appear in the most recently revised plan, and was created when cartographers needed to designate open water as some type of Planning Area.

12.1.6 **Cross Acceptance** - As mentioned above, the Borough of Old Tappan has participated in the three Cross Acceptance processes to date. On a regional basis, therefore, inconsistencies were avoided regarding watershed protection as a result of Old Tappan's participation. It is important that this level of participation continue into the future, since it has become evident that it is the desire of the residents of Old Tappan to preserve as much of this watershed as is possible.

Except for the negotiation phase, the third round Cross Acceptance process of the SDRP (2004) is now complete. The preliminary State-generated recommendations for Planning Areas, Critical Environmental Sites, Cultural and Historic Sites, and changes from Cross Acceptance II, can be viewed on the State Planning Commission's website. Sometimes the Preliminary State Plan proposes to change the Planning Area designations of properties. Other times the Plan identifies areas for potential designation as CES's. For three important reasons, the Borough should resolve to fully participate in each process and remain actively involved. The first reason is to offer local input into the State's planning recommendations for Old Tappan. The second is to be better able to achieve consistency with the State Plan, a status that will place the Borough in a more favorable position to be awarded State grants. The final very important reason is the recognition that as of 2005 N.J. State environmental permits are, for the first time, directly tied to SDRP consistency.

The proposed designations in the Preliminary State Plan are informed by numerous new layers of data generated by various state departments, the bulk of which have been created by the Department of Environmental Protection. One of the intentions of the State in creating detailed and accurate data for the next version of the State Plan is to use the Plan in the future as much more of a regulatory tool in permit decisions, both to speed up the permit process in appropriate areas and to slow it down in areas with significant environmental resources. The Bergen County Department of Planning and Economic Development is pleased that so many municipalities within the County participated fully in the Cross-Acceptance process. This participation will assist in ensuring that the designations in the next State Plan are accurate and conform to each municipality's planning objectives.

12.1.7 **New Jersey Residential Site Improvement Standards** - On December 5, 1996 these rules (RSIS) were adopted by the State of N.J. Department of Community Affairs, and became operative on June 3, 1997. RSIS was last revised December 16, 2002. The RSIS rules were promulgated by the Commissioner of the Department of Community Affairs pursuant to the authority of P.L.1993, c. 32 (N.J.S.A.40:55D-40.1 et seq.). They apply only to residential development, and their intent and purpose as set forth in 1996 and reaffirmed in 2002 are paraphrased as follows:

(1) To standardize public improvements within residential developments, so that an economy of housing costs can be realized;
(2) To avoid unnecessary construction costs;
(3) To ensure predictability in site improvement standards;
(4) To encourage development reviews based on sound objective site improvement standards, avoiding discretionary design standards;
(5) To streamline the development approval process and improve the efficiency of the application process;
(6) To provide design freedom and promote diversity through performance oriented standards; and
(7) To separate the policy-making aspects of development review from technical determinations.

These rules attempt to standardize public right-of-way site improvements in the areas of streets, parking facilities, water supply, sanitary sewers, and stormwater management. The rules reaffirm local jurisdiction over the application and review procedures, however, as set forth in the Municipal Land Use Law (MLUL) N.J.S.A. 40:55D-1 et seq. and in municipal ordinances adopted pursuant to the MLUL. They also set forth a series of exceptions, waivers, and special area standards. The impacts of these standards should have an effect on some of Old Tappan's residential zoning standards. If Old Tappan is interested in achieving consistency, the Borough should be conduct a zoning code review of its residential limiting standards after the preparation of this Master Plan, and then amendments can be made where necessary.

12.1.8 **Group Homes Within Established Residential Neighborhoods** - Without the need to obtain a zoning variance or conditional use permit, New Jersey permits group homes in residential neighborhoods and zoning districts for people with head injuries, developmental disabilities, battered women, and Alzheimer's Disease. This list was expanded to include Hospices, or homes for the terminally ill. It was determined that such group homes are allowed under the federal Fair Housing Act, which prohibits discrimination based on age, sex, race, or disability. As a result of these rulings, N.J. municipalities are required to treat group homes no differently than any other residence. Since the overall size, floor area, height, lot coverage, building footprint, and property line setbacks can be governed on residential lots, these dimensional limitations can also be used to govern group homes. In New Jersey, proper licensing is required. The group home types described above are licensed as boarding homes under the State Department of Community Affairs' Bureau of

Rooming and Boarding. Any involvement by other agencies such as the New Jersey Board of Health have to do only with their operations, and not their appropriate location within a community. There are no publicly known group homes within Old Tappan.

12.1.9 **Transfer of Development Rights Ordinance** – Enacted at the end of 2005, this legislation authorizes all municipalities within New Jersey to adopt transfer of development rights ordinances. Previously, TDR was only permitted in Burlington County where it had been a pilot program since 1976. This ordinance permits municipalities to designate areas of the community they propose to preserve with little or no new development as "sending zones", and other areas of the community in which additional development could be appropriate as "receiving zones". The municipality would then have the authority to transfer the development rights from the sending zones to the receiving zones, with negotiated levels of compensation going from the receiving zone property owners to the sending zone property owners.

12.1.10 **Proposed State Planning** - The following bills before the State government are proposed legislation on various aspects of land use development that would have a potential bearing on municipalities in New Jersey. In order to protect the integrity and maintain local control of its land use ordinances, the Borough should monitor the progress of these proposed bills and be positioned to proactively comply with any new mandates that would be forthcoming if and when any of these pieces of legislation is adopted.

(1) Timed Growth Ordinance. This would authorize municipalities to adopt a timed growth ordinance, provided it has adopted a master plan and a capital improvement plan. This ordinance would permit municipalities to segregate their land into special districts within which development could be staggered over time as capital improvements become available. The Department of Community Affairs would develop the standards and guidelines for these ordinances that would exempt single and two-family dwellings.

(2) Impact Fee Ordinance. If enacted, municipalities would be authorized to assess impact fees on development projects to reflect the proportional cost of those developments on various sectors of the community; including but not limited to schools, wastewater treatment, water supply, stormwater management, transportation facilities, and parks and recreation. This would enable municipalities to fund the costs of capital improvements or facilities expansions that are caused and necessitated by specific developments. The fee would have to be directly related to the needs created by the new development, or meet the "Rational Nexus" test.

(3) One-Year Moratorium Ordinance. This legislation would authorize municipalities to place a temporary moratorium on land development for a period of up to one year, to enable the municipality to adopt an impact fee ordinance, a timed growth ordinance or to update its master plan.

(4) Mediation Board. This legislation would create a mediation board for the purpose of resolving inter-municipal land use disputes, commonly known as "border wars." Its objective is to formulate regional solutions for regional problems, as opposed to the piecemeal procedures often followed today. It is also hoping to encourage municipalities to consider the regional impacts of their development decisions, beyond the limits of their borders. An ancillary benefit should be to avert litigation between municipalities by helping to resolve bordering land use disputes outside of the court system.

(5) Municipal Land Use Law Changes for Smart Growth. This sweeping legislation would amend various portions of the MLUL to increase the authority municipalities and counties have in reaching decisions that are more consistent with the principles of Smart Growth. They would provide additional tasks in reviewing applications for development. Proposed amendments include changes to certain definitions (such as excluding

environmentally-sensitive lands from density calculations); changes in notification requirements for land development applications (i.e. notifying adjacent municipalities within 1,000 feet of the site of a development application); requiring additional elements of a master plan to be mandatory rather than optional as they are today (e.g., historic preservation, circulation, farmland preservation, and conservation); requiring that both a "vision statement" and a "buildout analysis" become mandatory elements of municipal master plans; the authority to consider off-tract impacts (e.g., traffic, parking, recreation) in addition to on-site impacts as a part of development reviews; and increasing the educational requirements of Planning and Zoning Board members.

(6) Smart Growth Act. This Act was signed into law on July 9, 2004. Former Governor McGreevey, however signed an executive order on November 5, 2004 prohibiting State agencies from accepting any Smart Growth Act applications until State agencies promulgate rules that implement the statute's provisions. If this act becomes authorized, it will streamline the permit review process and expedite reviews of development applications in designated Smart Growth Areas. Old Tappan is in one of those designated areas. It also provides for a Smart Growth Ombudsman within the NJ Department of Community Affairs who will be responsible for coordinating the review process between DCA, DEP and DOT. The environmental community sees this Act as subverting complete and thorough reviews, and as a fast track methodology for development that would cause nothing but harm. Municipalities have seen this Act as usurping their local land use review authority. Developers on the other hand, see this act as providing a degree of certainty to a process that currently is unpredictable. In July of 2005, Governor Cody put this act on hold until such time as the contradictions with federal law are removed, and new Governor Corzine has maintained that position.

(7) County Planning Act Amendments. This legislation would define the role counties should play in municipal planning, and would encourage cooperation between municipalities, counties and the state in planning related matters. It would not impose additional layers of county decision-making authority over municipalities. As proposed it would address items such as the mandatory contents of county master plans, educational requirements of county planning board members, and assessing off-tract improvements by municipalities.

(8) The Big Map. Although subsequently withdrawn for further evaluation, the NJDEP proposed the adoption of the "Blueprint for Intelligent Growth" or BIG map. This map depicted the entire state in three colors, each of which indicates the State's policy towards encouraging or discouraging future land development. The State would do this through the approval or denial of State permits, or through the provision of State funding for infrastructure improvements or extensions. The "Green" area indicates a policy of supporting growth; "red" indicates a policy of discouraging growth; and "yellow" indicates a policy of cautiously analyzing growth proposals to assess their impacts prior to determining support or opposition. The Borough of Old Tappan is designated green, as is virtually all of Bergen County. The Big Map may reemerge, and if it does the Borough should be prepared for impacts it may induce.

12.2 County Planning

For the most part, Bergen County is a fully developed County, with only a few isolated pockets of remaining developable open space. The two exceptions to this characterization are in the County's northwestern most reaches in Mahwah, and in the northeastern most reaches in Alpine. As a result, countywide master planning has traditionally focused on reporting on existing development patterns, the plans of local municipalities, and most recently on transportation planning and open space acquisition.

The Bergen County Master Plan now in effect is dated 1966, and is acknowledged as obsolete by County Planners. As it regarded Old Tappan, it identified the Hackensack River corridor, the Lake Tappan Reservoir, and the surrounding properties of each of these, as "Recommended Conservation Areas". It made specific reference to "lands bordering the new Hackensack Reservoir (Dam Three) in the Borough of Old Tappan and in the Township of River Vale" as Additional areas for open spaces and stream protection…". Later, in 1978, Bergen County prepared Existing Land Use Plans for the entire county. Almost the entire Borough of Old Tappan was included in the "Low Density Residential" category, with lesser amounts in the "Open Space" category.

According to the County's website:

> *"Department records showed that there have been 26 reports published from 1969 (Report 1, Physical Characteristics) to 1975 (Report 26, Open Space and Recreation Inventory). However, since 1975 the only documents that are somewhat related to county master planning, have been several Cross Acceptance reports to the State Planning Commission written in 1989 and 1998. These reports were required as part of the New Jersey State Development and Redevelopment Plan."*

Bergen County's Department of Planning and Economic Development has been responsible for the two most recent Bergen County Master Planning efforts. Under the direction of Bergen County's last Planning Director, up through 2002 the effort was known as the Bergen County Growth Management Plan. Its intent was to replace the 1966 Plan, but this plan was never completed or adopted. The major components of that plan were to include: (1) Transportation and Land Use Model; (2) Fusing Land and Transportation Planning; (3) Influencing the Planning and Spending of Others: The Transportation Executive Council; (4) Open Space; and (5) Municipal Assistance Program: A Key Growth Management Initiative. Transportation Planning was a major thrust of the County's efforts, however it did not focus on the Old Tappan area. Economic efficiency through regionalization of community services was another thrust. As it regards Old Tappan in general (without specific reference), County Planning has encouraged regionalization as a viable method of reducing municipal costs.

While not taking issue with this direction of the recent past, the latest Bergen County Planning Director has abandoned that plan for a newly focused effort for the County Master Plan. This project is in its early stages. When completed (estimated 2009/2010), the new Bergen County Master Plan is intended to adopt the following outline (from the County's website):

"Mission Statement:

> *The purpose of the Division of Master Planning is to plan comprehensively all aspects of land, environment, economy, and transportation affecting the future character, composition, and viability of Bergen County. The objective of Master Planning is to effectively and comprehensively think and plan in a matter that is consistent with sound regional planning principals.*

"Duties and Responsibilities:

"1) Development and Creation of the County Master Plan

> *"The primary intent of the Division of Master Planning is to develop and create a new Master Plan for the County of Bergen. The division will pursue intergovernmental coordination with all 70 municipalities to ensure that the County Master Plan as well as each municipality's master plan is*

generally consistent with each other. Moreover, the County Master Plan will provide municipalities with a regional framework for their local planning process. The development of the County Master Plan will also include an extensive public outreach component (for example, public meetings and hearings) to ensure that there is sufficient public discussion and feedback. Lastly, the County Master Plan will be fully in accordance with the New Jersey Municipal Land Use Law as well as consistent with the goals and objectives of the New Jersey State Development and Redevelopment Plan. The Master Plan will be comprised of nine (9) elements or sub-plans as shown below:

A) Land Use Plan
B) Transportation Plan
C) Environmental Plan
D) Open Space, Recreation, Farmland and Historic Preservation Plan
E) Housing Plan
F) Utilities Plan
G) Economic Redevelopment Plan
H) Community Facilities Plan
I) Demographic and Data Profile

*Along with preparing and developing a new Master Plan, the County will develop of a new **Official County Map**, which will show and delineate all Municipal and County Boundaries, County Streets and Roads, Right-of-Way, Viaducts, Culverts, Bridges, Waterways and Waterbodies, Forest Areas, Parks and Open Space Areas and other public ways or facilities within the County."*

Other County planning activities include the preparation of an Open Space Plan. A June 2000 draft is posted on the County website and is currently being advanced. When completed, this document will become an element of the Bergen County Master Plan. The plan identifies six broad areas in the County as "Open Space Acquisition and Preservation Opportunities." One area that relates specifically to Old Tappan is the Hackensack River Corridor, including its tributaries. Open Space preservation is a major thrust of the County, with recent major purchases having taken place in River Vale, Mahwah, Alpine, Rockleigh, Norwood and Hackensack. Additionally, the Bergen County Open Space Trust Fund has resulted in numerous smaller purchases throughout all reaches of the county. Additional open space at the site of the long abandoned water filtration and pump facility in Oradell and New Milford was donated to the County by United Water Resources.

The County Division of Open Space is encouraging county municipalities to become proactive in their quests to preserve open space and recreation lands. The County has an Open Space Trust Fund paid for through our taxes that assists communities with the acquisition and improvement of lands for these purposes. They would like the county's communities to seek other assistance as well, including N.J. State Green Acres funding, and they have been taking steps to stimulate activity on the local level.

Bergen County is still actively involved with transportation planning, and was an active supporter of the Frank Lautenberg Secaucus Transfer Station in Hudson County that provides multiple benefits to Bergen County residents.

Bergen County has also resurrecting its Hackensack River Greenway project, hoping to provide a regional recreation amenity that will begin in the City of Hackensack.

12.3 Solid Waste Management including Recycling

The Bergen County Utilities Authority (BCUA) reports on several items regarding both the disposal and recycling of solid waste. Solid waste disposal must be in compliance with the Bergen County

Long Term (District) Solid Waste Management Plan, and the State Solid Waste Management Act. The most significant recent change that has occurred since 1994 in that Plan is that the waste flow disposal regulations are no longer valid, and municipalities may now send their solid waste disposal wherever they wish, in consultation with their hauling company. Old Tappan residents contract with private carters for residential solid waste collection and disposal. The commercial sector arranges their own private contracts with private carters.

Municipal recycling must be in compliance with the Bergen County (District) Recycling Plan, and the N.J. Statewide Recycling Plan. These plans mandate the materials to be recycled, and require that a minimum of 60% of solid waste be recycled. Municipalities are required to report annually to the State of New Jersey and the BCUA, however reporting on compliance is voluntary. In addition, each municipality is required to enact a local recycling ordinance, and is responsible for self-enforcement. As of May 28, 1994 (there have not been more recent revisions) municipalities are required to include the following materials for recycling within their ordinance: Residential Sector (newspaper, glass beverage containers, aluminum cans, ferrous scrap, leaves, white goods, tin cans, and grass); Commercial Sector (corrugated cardboard, high grade paper, glass beverage containers, ferrous scrap, white goods, aluminum cans, mixed paper, and construction and demolition debris).

According to Mssrs. Arthur Lake (Old Tappan's current DPW Superintendent) and Paul Vossler (Old Tappan's current Recycling Coordinator), Old Tappan's recyclable tonnage has increased each year since 1994, thereby meeting their goals and responsibilities. Old Tappan sponsors commingled curbside pickup for most materials, accomplished by an outside contractor. The Borough maintains a recyclable materials staging center along Russell Avenue, with provisions for resident drop-off of cardboard, tires, clothes, and waste oil. Private contractors pick up the materials and do the sorting themselves. The public schools have also been recycling for about ten years. Old Tappan also recently expanded its recycling program to include electronics and ink jet cartridges.

Outside contractors also pick up vegetative waste and grass clippings for disposal outside of town. Leaves are picked up by the DPW by vacuum truck for composting that takes place in the compost site along the west side of Central Avenue near the border with Harrington Park. Directly across Central Avenue from the leaf compost site is a Borough owned site where the DPW stores woodchips. Woodchips and decomposed leaf mulch are made available to the public for their properties, and are also used within the Borough parks.

The Borough maintains a shared services agreement for a street sweeper, and fueling equipment with River Vale. The Borough's agreement that accepted some of River Vale's leaves at its composting facility recently expired.

12.4 Compatibility with Plans for Adjoining Municipalities

Very often existing conditions and planned changes in one community can have considerable impact on the bordering community, particularly near the common municipal boundary line. Therefore, it is important to consider the planning and zoning policies in surrounding municipalities before suggesting land use policies for the Old Tappan Master Plan. Five municipalities adjoin the Borough of Old Tappan. In New Jersey, they include the Borough of Northvale, the Borough of Norwood, the Borough of Harrington Park, and the Township of River Vale. The Town of Orangetown in New York State also borders the Borough of Old Tappan.

12.4.1 Northvale - The Borough of Northvale shares the northern part of Old Tappan's eastern boundary. The Borough of Northvale's Planning Board adopted the latest Master Plan in May of 1999, and there have not been any updates or Periodic Reexaminations since that time. The plan

proposes single-family housing on 12,500 sq.ft. lots along Northvale's western border. This is consistent with Old Tappan's current land use, which also favors low-density single-family housing near the Northvale border. The Borough of Northvale adopted its most recent COAH Housing Element and Fair Share Plan in December 2005. Northvale's Fair Share plan does not provide for affordable housing specifically adjoining Old Tappan; but rather will permit five such units to be constructed in the redevelopment of their bowling alley property (not near Old Tappan), and enable five such units to be constructed as mother daughter/Accessory Living Units within any residential neighborhood.

12.4.2 Norwood - The Borough of Norwood shares the southern part of Old Tappan's eastern boundary. The Borough of Norwood adopted its most recent Master Plan in June of 1988, and its most recent reexamination reports were adopted in 1995 and then in April of 2002. Master Plan Amendments were adopted in January of 2002. Initially, the 1988 plan proposed office and research uses along the boundary with Old Tappan but a 1995 update changed its proposal to senior citizen and affordable housing uses surrounded and separated from Old Tappan by an expansive area of open space conservation land. Much of this has been developed. These uses are compatible with the medium-density housing that is present near the boundary in Old Tappan. The Borough of Norwood adopted its most recent COAH Housing Element and Fair Share Plan in November 2005. This plan calls for the location of one additional affordable dwelling unit to be located in the Spectrum for Living facility for the developmentally disabled on the southwest corner of Broadway and High Street (not in the vicinity of Old Tappan).

12.4.3 Harrington Park - The Borough of Harrington Park shares Old Tappan's southeastern boundary. The Borough of Harrington Park adopted its Master Plan in June of 1975, and has updated and/or reexamined it in 1978, 1982, 1988, 1992,1997 and most recently in 2003. The 2003 plan does not call for any changes in the land use patterns that coincide with the Old Tappan municipal boundary. Medium-density housing currently exists at the northeastern end of its shared boundary. In the central area of the shared boundary, Harrington Park's plan recommends no change in the low-density residential uses. At the southwestern limit of the mutual boundary, Harrington Park's Master Plan recommends watershed lands. Citing trends in other Bergen County communities, Harrington Park's Master Plan forecasted that United Water Resources might want to sell some of its watershed protection lands. In order to maintain protection of its potable water source, Harrington Park's Master Plan calls for protective measures that would insure that the watershed lands remain undeveloped. Harrington Park's proposed land use mirrors Old Tappan's existing land use along the shared boundary. Harrington Park last adopted its Housing Element and Fair Share Plan in 2000. The Fair Share plan proposes no new affordable/senior housing in the vicinity of Old Tappan, however it does permit up to four Accessory Living Units within any residential neighborhood.

12.4.4 River Vale - The Township of River Vale shares the longest boundary with the Borough of Old Tappan. The Township of River Vale constitutes the entire southern and western boundary of Old Tappan. The Township of River Vale last adopted its Master Plan in 2005. Its first Master Plan was prepared in 1964 and the second in 1975. Reexaminations and/or updates were performed in 1978, 1982, 1988, 1992, 1994, and 2000. The Hackensack River and Lake Tappan Reservoir comprise the boundary between River Vale and Old Tappan. Therefore, the majority of the proposed land use along the boundary is for watershed/conservation and open space/recreation. There are a few areas of intermittent single-family residential uses located adjacent to the boundary, but in general these areas are not significant. Old Tappan's current land use along the River Vale border is exclusively watershed conservation with the exception of two low-density single-family parcels, and one agricultural parcel. River Vale last adopted a Fair Share Plan in 2005. The sites included in the plan are no longer near or adjacent to the Borough of Old Tappan along Poplar Road (which

becomes Washington Avenue in Old Tappan) as they previously were. Expansive areas of conservation/open-space lands in River Vale form and dominate the border with Old Tappan. Some smaller areas of low to medium density single family residential comprise the remaining bordering lands.

12.4.5 Orangetown - The Town of Orangetown, New York shares Old Tappan's northern border. Not contiguous but to the northwest of their common boundary is the Blue Hill Plaza, a high rise office complex south of Veterans Memorial Drive (VMD), as well as the Pearl River Hilton along the north side of VMD. Both of these facilities generate some level of traffic impact on Old Tappan. Even closer, between VMD on the north, the River Vale border on the south, and Lake Tappan on the east, is a large area of vacant land that is zoned Office Park. The Town of Orangetown adopted their Comprehensive (Master) Plan in 2003 that recommends maintaining this area as an Office Park zone, permitting such uses such as manufacturing, offices, warehouses, hotels and conference centers. If developed in accordance with these recommendations, Old Tappan could experience adverse impacts. Closer to home, abutting Old Tappan's northern boundary and east of Lake Tappan is a large area zoned for and developed as Light Industrial – Office, and is proposed as research-office in the Town's Master Plan. The commercial uses that are proposed and currently existing in Orangetown are typically not compatible with the contiguous low-density residential uses in Old Tappan. The partial mitigating factor, however, is that the existing research-office (LIO) lands tend to be well buffered from the residential uses. The 2003 Master Plan for the Town of Orangetown proposed a change from their previous Master Plan recommendation. Previously, the recommendation was to rezone some of the LIO land adjacent to Lake Tappan, the Hackensack River, and other United Water Resources lands to R-80. This zoning would have been reasonably compatible to the watershed protection land use in Old Tappan. The new recommendation is for open space and recreation, which is compatible.

Orangetown's land use code also has a floating residential zone for adult/senior citizen housing that, if approved by the governing body, would permit these types of age-restricted residential uses within the areas identified above. Two such proposals are now being considered. In the land area now vacant south of VMD and west of Lake Tappan, an Applicant has applied for a change of zone for the eastern portion of the site to PAC, or Planned Adult Communities, to permit 143 senior citizens dwellings. The proposal would also include some office uses and a hotel at the western end of the site. The second site is directly east of the Hilton Hotel, on the north side of VMD and west of Blue Hill Golf Course. There is a conceptual proposal for 120 senior citizens dwellings. These land uses would be far less objectionable to Old Tappan in that they would create fewer adverse impacts.

The Town-owned Blue Hills Golf Course is also located on the north side of VMD. This public facility is considered to be a stable land use with little chance for change in the future. This area is zoned Rural Residential, which is consistent with the nearby low density residential zoning in Old Tappan. East of the area zoned as Office Park there is a narrow area along Blue Hill Road West that is also zoned compatibly with Old Tappan as rural residential. Further to the east, and generally north of VMD is the Rockland Psychiatric Center, a N.Y. State-run psychiatric facility. On January 23, 2003, the Town of Orangetown acquired 348 acres of this 555-acre area that had been declared surplus by the State of New York. The contract of sale requires Orangetown to devote a minimum of 216 acres to recreation. Plans for a municipal swimming pool and commercial indoor recreation are in the final stages of approval on part on this site. Orangetown also is seeking interest from private firms in developing 130 acres of this site for senior citizen housing and/or research and development facilities. This plan has the potential to cause adverse impacts to Old Tappan.

The combined impacts of all the proposed and potential uses along VMD in Orangetown could have an adverse impact on traffic on the roads connecting with Old Tappan. Other adverse impacts could

also be anticipated, including impacts on water and air quality, storm drainage control, loss of open space and habitat, and visual impacts. The office park uses that are existing and proposed in Orangetown are not compatible with the low-density residential uses that are contiguous in Old Tappan. The existing office park uses are well buffered from the residential areas in Old Tappan, however, and any additional uses are likely to have ample buffers as well. It is recommended that the Borough continue to monitor the progress of these proposals in Orangetown, attending public meetings, establishing official interested party status under the NYS Environmental Conservation Law, and establishing a rapport with Orangetown officials.

The Master Plan recommendations for the remaining shared boundary call for either medium-density or medium-to-low-density residential uses. These residential uses in Orangetown are compatible with the contiguous low-density residential uses that exist in Old Tappan.

12.5 Redevelopment Plan

Redevelopment has become an effective planning strategy in the State of New Jersey, but it is not applicable to all communities. The State Development and Redevelopment Plan touts the benefits of redevelopment on the environment and on the economic viability of blighted neighborhoods. The redevelopment process replaces or rehabilitates and reuses previously developed substandard properties for new more appropriate uses. Redevelopment benefits the region in many ways;

1. Redevelopment allows affordable development within already established population centers thereby slowing the spread of sprawl development in less populated areas. This has the added benefit of creating jobs in locations where there is an established labor force, thereby reducing dependency on commuting to work. Appropriate locations for redevelopment most often are served by public transportation as well, furthering the public benefits.
2. Redevelopment improves the fiscal health of municipalities by providing viable taxable uses where none existed previously, and where they are most needed.
3. Redevelopment improves neighborhoods aesthetically by eliminating dilapidated structures that often are contagious to their surroundings. This has an added safety benefit, by removing abandoned structures that become attractive nuisances.
4. Redevelopment locates new uses in locations that have adequate existing infrastructure thereby eliminating the need for the public expenditure of funds. An added benefit of this factor is the elimination of the growth inducing pressure of expanded infrastructure.

On August 5, 1992 the General Assembly of the State of New Jersey approved the Local Redevelopment and Housing Law, in order to establish a legal mechanism through which municipalities could take advantage of the benefits of local redevelopment. The law cited, "the existence of deteriorated housing, commercial and industrial installations, and public service facilities, or the lack of proper development, that without action by the responsible public bodies would not be corrected,"[22] as a reason for enactment of the law.

The law allows municipalities to redevelop land, only after an investigation has been performed and a Redevelopment Plan has been enacted. The local governing body must initiate such an investigation after due public process and review by the Planning Board. It is unlikely that Old Tappan would need to avail itself of this planning implementation tool, but the Master Plan incorporates this discussion for information purposes, because there may come a time when the Borough could benefit from this law.

[22] State of New Jersey, P.L.1992, Chapter 79. Enacted August 5, 1992.

Once a redevelopment area has been delineated, and a Redevelopment Plan enacted, the municipality is then given certain rights with respect to the redevelopment parcel(s). Rights include issuance of bonds for public improvements, condemnation, demolition, contracting of professional services, contracting of construction services, and relocation of residents, commerce or industry.[23]

According to the State Redevelopment and Housing Law, an investigation of possible blighted areas would seek the presence of one or more of the following conditions in determining if an area qualifies as a redevelopment area:

1. *[Generally,] buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.*
2. *The discontinuance of the use of buildings previously used for commercial, manufacturing, or industrial purposes; the abandonment of such buildings; or the same being allowed to fall into so great a state of disrepair as to [present an inability to find tenants].*
3. *Land that is owned by the municipality... or unimproved vacant land that has remained so for a period of ten years prior to adoption of this resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.*
4. *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.*
5. *A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real property therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contributing to and serving the public health, safety, and welfare.*
6. *Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished, or altered by the action of storm, fire, cyclone, tornado, earthquake, or other casualty in such a way that the aggregate assessed value of the areas has been materially depreciated.*
7. *In any municipality in which an enterprise zone has been designated....*[24]

Under provisions of the Local Redevelopment and Housing Law (LRHL), (N.J.S.A. 40A:12A-1 et seq.) the Borough, as the redevelopment entity...."may undertake a broad range of activities after an area has been designated a redevelopment area and a redevelopment plan has been adopted. These include, but are not limited to, the following:

1. Acquire property by negotiation or condemnation.
2. Contract with public agencies or redevelopers for the undertaking of the project.
3. Negotiate and collect revenue from a redeveloper to defray costs of the redevelopment entity, including costs incurred in conjunction with bonds, notes or other obligations issued by the redevelopment entity.
4. Lease or convey property to any other party without public bidding and at such prices and terms as it deems reasonably consistent with a redevelopment plan."

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[23] Ibid.

[24] Ibid.

The next step in the redevelopment process is the preparation of a redevelopment plan that is ultimately adopted by ordinance by Mayor and Council. The plan includes an outline for the planning, development, redevelopment or rehabilitation of the project area sufficient to indicate:

1. Its relationship to local objectives regarding land uses, density of population and improved traffic and public transportation, public utilities, recreational and community facilities and other public improvements.
2. Proposed land uses and building requirements.
3. Adequate provision for temporary and permanent residential relocation if necessary.
4. An identification of any property within the redevelopment area that is proposed for acquisition in accordance with the redevelopment plan.
5. Any significant relationship of the redevelopment plan to (a) the master plans of contiguous municipalities, (b) the master plan of the county in which the municipality is located and (c) the State Development and Redevelopment Plan adopted pursuant to the "State Planning Act,"P.L. 1985, c.398 (52:18A-196 et al.).

Further, a redevelopment plan may include the provision of affordable housing in accordance with the "Fair Housing Act" and the housing element of the municipality. The plan may supersede applicable provisions of the Zoning regulations or constitute an overlay zoning district. Providing for affordable housing within the context of redevelopment gives the Borough greater control than traditional zoning and also provides the Borough with more implementation powers to assure the construction of the inclusionary development as proposed.

There are at least two large parcels in Old Tappan (the Colonial Manor Inn property along Orangeburg Road South, and the office building/gym property along Central Avenue) that have the potential for large-scale redevelopment. The statute's criteria, however, may not be met on either of these two sites, nor are they likely to be met anywhere else in the Borough. Therefore, if the Planning Board were to apply these criteria to the Borough or any part thereof, it may find that there are currently no parcels or areas that qualify for redevelopment under the State Redevelopment and Housing Law. Nevertheless, redevelopment remains as a viable instrument for implementing plans, and subsequent reexaminations of the Borough Master Plan should continue to examine the applicability of redevelopment in Old Tappan.

13. SUMMARY AND CONCLUSION

This new Master Plan and reexamination report, which includes an updated Land Use Plan Element, represents the Borough's on-going, long-range planning efforts intended to provide the best possible environment for Old Tappan's residents. The Plan should be considered a general guide as opposed to a hard and fast rule for development activity. It should be used with flexibility so that those changing circumstances that cannot be predicted can be used to local advantage as a means of achieving Borough goals. These conditions emphasize that planning, if it is to be effective, must be a dynamic and continuous process. Such an approach will insure that each new development and redevelopment, and each land use change that takes place, will result in the greatest possible benefit to the Borough.

Finally, this new Master Plan and reexamination report has been drafted with due consideration to master plans of contiguous municipalities, plans of the County having an impact on the Borough, the latest update of the N.J. State Development and Redevelopment Plan, and the Borough's Council on Affordable Housing obligation. Where pertinent, these plans have been reviewed and evaluated and are consistent with Borough planning policies. As a result, the Borough can look to the future with the confidence that its planning program follows statewide legal guidelines as well as meeting realistic, local planning objectives, and expresses the land use vision desired by the Borough. If used properly, this Master Plan can provide a framework for consistent land use decisions on the part of Borough officials, and can serve to avoid piecemeal decision making.

In summary, a synopsis of the most significant revisions to the 2000 Master Plan and the recommendations for revisions to the current zoning are as follows. Complete descriptions of all of the recommendations are embodied in the main document, with their primary section references identified in parentheses. First and foremost, the Borough should always strive to ensure that its land use decisions are consistent with its overall Goals and Objectives:

1. Encourage redevelopment, and discourage new development of undeveloped property (3.2.2.1, 3.2.2.3, 3.2.4.1).
2. Consider zoning amendments that could serve to preserve the remaining undeveloped sites within the Borough, as well as preventing the resubdivisions of those sites that are considered high potential redevelopment sites (3.2.2.2).
3. Strengthen the Borough's property maintenance ordinance (3.2.2.6).
4. Encourage infill redevelopment of the central business district with higher value commercial land uses, and consider minor expansions to the district (3.2.4.1, 3.2.4.3).
5. Adopt the Borough's N.J. Green Acres 2000 Open Space and Recreation Plan as a Master Plan Element (3.2.2.7, 5.2.3).
6. Consider the merits of adopting a local Transfer of Development Rights ordinance (3.2.2.10, 12.1.9).
7. Consider limiting the minimum length of culs-de-sac (3.2.3.2.c).
8. Retain the Borough's residential cluster provisions (3.2.3.2.f).
9. Establish controls on quantity-per-lot of accessory buildings (including garages) within residential districts (3.2.3.2.g).
10. Limit the outdoor storage of commercial vehicles within residential districts (3.2.3.2.e).
11. Continue to refine Floor Area Ratio (FAR) ordinance provisions (3.2.3.2.h).
12. Enact Improved Lot Coverage limitations into residential zones (5.2.5).
13. Study how moderately priced housing can be provided to supplement Old Tappan's high end housing on one end of the spectrum, and its affordable housing on the other (3.2.3.2.i).
14. Within the RA-10 building zone, relax the minimum lot width restriction while still maintaining the 10,000 square foot minimum lot area (3.2.3.6).
15. Senior citizen residential land uses of all types and levels of care should be added as conditional land uses with design controls within their surrounding zoning districts (3.2.3.8).
16. Reserve a strip of land along Old Tappan Road in the fronts of business properties and establishments for a future designed "streetscape" (3.2.4.3).
17. Study improving pedestrian safety provisions within the central business district (3.2.4.2).
18. Revisit the distinction between the two Borough business zones (3.2.4.1, 3.2.4.3, 3.2.4.4).
19. Consider consolidating the leaf compost and wood chip storage sites onto one site, so that the other site can be put to productive recreational use (3.2.5.4, 11.2.2).
20. Consider embarking upon a Community Forestry Management Plan (5.2.10).
21. Add parks, recreation areas and open space as permitted uses within all building zones of the Borough (3.2.5.2).
22. Institute Best Management Practices on the municipal golf course (5.2.11).

23. Pursue some form of protection for the Borough's remaining farm properties in order to continue these valued agricultural land uses (3.2.5.3).
24. Review the Borough's residential land use regulations for conformity with the New Jersey Residential Site Improvement Standards, and enact revisions if they meet the Borough's needs (3.2.3.1).
25. Prepare zoning controls that would permit (with restrictions) and acknowledge the legitimacy of home businesses that cause no perceivable adverse impacts (3.2.3.2.d).
26. Encourage residents and businesses to connect into the public sewerage system (6.2.1).
27. Establish a dedicated wireless communication network for internal Borough operations (6.2.4).
28. Encourage electronic storage of information by all Borough departments (9.2.3).
29. Address the security deficiencies at Borough Hall (9.1.3, 9.2.4).
30. Adopt the Environmental Commission's Natural Resource Inventory by reference (5.2.1).
31. Revisit and amend as necessary the Borough's Open Space Preservation Strategies report, and once completed use it as a framework of approaches and policies for open space preservation (5.2.2, 8.1.6.3, 11.1.2).
32. Resurrect the Borough's Planning Incentive Grant it received from the N.J. Green Acres Administration's Green Trust Program (5.2.3, 11.2.2.6).
33. Revisit the Tree Preservation and Removal ordinance and its tree bank provision to ensure that the primary objective is the preservation of existing trees, and that its provisions for new plantings in lieu are used only when preservation is impracticable (5.2.4).
34. Revisit the Environmentally Sensitive District ordinance to determine if revisions are desirable (5.2.5).
35. Update and consolidate the checklists for attachment to land development applications to include more environmental information and to be more organized (5.2.6).
36. Address the few vehicular transportation improvements identified in the Circulation Plan Element (8.2).
37. Monitor the needs of the Borough's senior citizens, and be prepared to provide for their needs (3.2.3.8, 9.1.7, 9.2.7).
38. Adopt a Historic Preservation Ordinance and Create a Historic Preservation Commission within the Borough (10.2).
39. Take the steps outlined in the Proposed Historic Plan that serve to alert residents to their Borough's historic resources, and that encourage their preservation and the nomination of other potential resources (10.2).
40. Pursue Federal designation as a "Certified Local Government" for the purpose of historic preservation (10.2).
41. Continue to make improvements to existing parks, including those with and without improvement master plans (11.2.1).
42. Initiate programs at the golf course to invite more participation by Borough residents (11.2.1.4).
43. Review the existing inventory of Borough-owned undeveloped land for their suitability to support recreational facilities (11.2.2).
44. Pursue new lands that become available for the Borough's recreational use (11.2.2).
45. Link all forms of linear recreational facilities into an interconnected greenway, and encourage their interconnections with active and passive recreational facilities, cultural resources, and places of public congregation (5.2.2, 11.2.2).
46. Consider undertaking the preparation of a Community Design Element (3.2.2.15, 10.2).

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