

2016 OLD TAPPAN MASTER PLAN REEXAMINATION REPORT AND REVIEW OF DEVELOPMENT REGULATIONS

BOROUGH OF OLD TAPPAN
BERGEN COUNTY, NEW JERSEY



COMMUNITY PLANNING
LAND DEVELOPMENT AND DESIGN
LANDSCAPE ARCHITECTURE

B U R G I S
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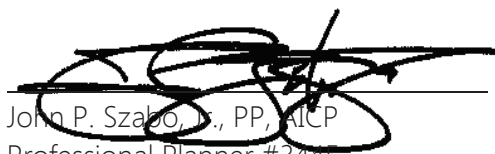
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Borough of Old Tappan
Bergen County, New Jersey

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CONTENTS

I. Introduction	3
II. Legal Requirements for Planning	4
III. Major Problems and Objectives Relating to Land Development in the Municipality at the Time of the Adoption of the Last Reexamination Report.....	6
IV. Extent to Which Problems and Objectives Have Been Reduced or Have Increased Subsequent to the Last Reexamination	28
V. 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 Specific Planning Issues and Government Policy	30
VI. 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 Regulation Should be Prepared	45
VII. Recommendations Concerning the Incorporation of Redevelopment Plans Into the Land Use Plan Element and Recommended Changes in the Local Redevelopment Regulations Necessary to Effectuate the Redevelopment Plans of the Municipality	50

LIST OF TABLES

Table 1 Existing Land Use (2015)	31
Table 2 Dwelling Units (1980-2015)	31
Table 3 Housing Units by Tenure and Occupancy (2000-2010)	32
Table 4 Units by Structure (2000-2015)	32
Table 5 Year Structure Built	33
Table 6 Occupants by Room	34
Table 7 Equipment and Plumbing Facilities (2000-2015)	34
Table 8 Gross Rent of Renter-Occupied Units (2000-2015)	35
Table 9 Value of Owner-Occupied Units (2000-2015)	35
Table 10 Population Growth	36
Table 11 Age Characteristics	37
Table 12 Average Household Size	37
Table 13 Household Income	38
Table 14 Housing Cost as a Percentage Of Income	39
Table 15 Covered Employment Trends (2004-2014)	40
Table 16 Employment Status Population 16 and Over (1990-2012)	41
Table 17 Employed Residents Age 16 and Over by Occupation (1990-2012)	41

Table 18	Employed Residents Age 16 and Over by Industry (1990-2012)	42
Table 19	Trends In Residential Development (2000-2014)	43

<i>APPENDIX</i>	47
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Existing Land Use Map

Land Use Plan

I. INTRODUCTION

Community Overview

The Borough of Old Tappan is a small community located in northeastern Bergen County with a land area of approximately 3.9 square miles. Neighboring communities include the Borough of Northvale and Norwood to the east, the Borough of Harrington Park to the south, and the Township of River Vale to the south and west. Rockland County, New York borders the Borough along its northern boundary.

The Borough of Old Tappan is best characterized as primarily a suburban residential community that is predominantly developed. Commercial development accounts for only about two percent of the Borough's land area. The second largest land use category, after residential, consists of lands owned by the water utility, United Water Company. These lands occupy just over one third of the Borough's land area, consisting of Lake Tappan and its associated watershed area. An analysis of undeveloped land within the Borough indicates that there is only 3.58 acres of vacant property available for development due to environmental constraints related to the presence of Category 1 streams and their associated 100-year flood plain, wetlands, and steep slopes. Due to the presence of these constraints, a significant portion of the Borough's land area is restricted from development due to rules adopted by the New Jersey Department of Environmental Protection.

In prior years, the Borough enjoyed a period of consistent growth in residential population as a result of single family subdivisions and townhouse development, partly driven by the Borough's compliance with Mount Laurel obligations, but has now reached a stage where growth has plateaued as the availability of developable land has been virtually exhausted. The challenges that face the Borough in the future relate to the infill subdivision of remaining oversized residential properties as they impact existing neighborhood patterns, the demolition of older, smaller single family residential structures and their replacement by significantly larger homes, and the need to preserve environmentally sensitive areas and historic structures that compose the character of the community. The additional challenge of satisfying the Borough's affordable housing obligation under the New Jersey Supreme Court's Mount Laurel mandate, given the developed character of the Borough, adds further pressure upon the community to change.

In order to protect the desirable characteristics of this primarily single family community, it is important to carefully evaluate the changes occurring within the Borough and to moderate the impacts of these in order to achieve the necessary balance between the Borough's existing residential character and the potential influences of changing development patterns.

II. LEGAL REQUIREMENTS FOR PLANNING

The New Jersey Municipal Land Use Law (MLUL), under section N.J.S.A. 40:55D-89, requires municipalities to periodically reexamine their master plan and development regulations at a minimum of at least every ten (10) years. Failure to conduct this review “shall constitute a rebuttable presumption that the municipal development regulations are no longer reasonable.”¹ It is therefore, an extremely important function of a Planning Board to conduct this review in a timely manner. A master plan reexamination is also a major component to any municipal planning program as the process ensures that a municipality’s planning policies and development regulations are relevant to current community needs.

Aside from the statutory requirement however, a reexamination of a municipality’s planning documents and development regulations offers an excellent opportunity to assess where a community was, what has occurred in the intervening time and to establish a pathway to the future. The reexamination process provides the necessary framework needed to address community planning issues that have evolved over time and to adjust planning policies accordingly.

A common public misconception is that a reexamination of a master plan automatically results in the preparation of an entirely new master plan. In practice, however, a Board’s analysis could result in findings that range from re-affirming the policies of the past with no recommended changes to recommending that an entirely new master plan be prepared. Very often, modification to present policies, without the need for an entirely new master plan document, is the most common result of a typical master plan reexamination.

The MLUL provides specific guidelines for conducting a master plan reexamination which must include the following elements:

- 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 use, housing conditions, circulation, conservation of natural features, energy conservation, collection, disposition and recycling of designated recyclable materials, and changes in State, County and municipal policies and objectives;

¹ N.J.S.A. 40:55D-89.1

- 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 regulation should be prepared; and
- e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local Redevelopment and Housing Law”, 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 Borough of Old Tappan’s last master plan and the subject of this reexamination was prepared by Hakim Associates, in association with Stuart Turner & Associates, in a report dated October 27, 2006 and adopted by the Planning Board on November 15, 2006.

The 2006 document included not only a reexamination of the Borough’s 2000 master plan, but provided for a new Land Use Element as well as eight other plan elements that included Housing, Conservation, Utility Services, Economic Development, Circulation, Community Facilities, Historic Preservation and Recreation. Each element contains its own series of goals and recommendations. The document also revised the goals and objectives of the 2000 Master Plan.

This document is intended to comply with the statutory requirements of the MLUL by providing an assessment of the Borough of Old Tappan’s planning policies and land use regulations, as embodied in the 2006 Master Plan document, and provide specific recommendations in response to emerging challenges being faced by the community today and into the near future.

III. THE MAJOR PROBLEMS AND OBJECTIVES RELATING TO LAND DEVELOPMENT IN THE MUNICIPALITY AT THE TIME OF THE ADOPTION OF THE LAST REEXAMINATION REPORT

The 2006 Reexamination document provided for a new Land Use Element as well as eight other plan elements that included Housing, Conservation, Utility Services, Economic Development, Circulation, Community Facilities, Historic Preservation and Recreation. Each element contained its own related set of goals and objectives. Each element is discussed separately below. The major problems or issues outlined in the 2006 Master Plan related to: managing infill development of the few remaining properties in the community to minimize the intrusion of incompatible development; preserving the natural environment; and examining the Borough's zoning ordinance for potential amendments to address concerns that were expressed regarding residential infill development and updating design standards.

2006 Master Plan Goals and Objectives

The 2006 Master Plan provided for the following general goals and objectives:

- 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 anti-degradation 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.

Land Use Element

The 2006 Reexamination Report resulted in a new Land Use Element that identified land use patterns and assessed changes in the community. The general conclusion of the Land Use Element was that development patterns within the Borough were well defined with limited land use conflicts. An issue identified by the element referred to the loss of "desirable" land uses previously enjoyed by the community as a result of development that created "deficiencies" that needed to be replaced (primarily agricultural uses and the loss of open space).

Consequently, the Land Use Element stated:

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.

Consistent with this purpose, the Land Use Element provided for the following fifteen (15) general policy type statements:

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 underutilized sites into contemporary land uses that generate community benefits.

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 1-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. 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.

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.

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.

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 facade 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.

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.

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.

9. Now that it 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.

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.

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.
- e. 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.

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.

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.

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.

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.

In addition to the general land use policies outlined above, the Land Use Element analyzed the various zones and offered land use recommendations specific to certain zones.

Residential Districts

General Comments:

1. 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.

2. 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.

3. 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.

4. 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.

5. 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.

6. 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.

7. 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.

8. 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.

9. 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.

Specific Residential District Recommendations:

- 1. 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.*
- 2. 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. 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.

Commercial District Recommendations

The Land Use Element addressed each non-residential land use category and made references to recommendations and items to be investigated as follows:

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.*
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. 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.

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.

Community Service Land Uses

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.

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.

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.

Housing Plan Element

Housing issues related to compliance with the Borough's affordable housing obligation were generally deferred to the adopted 2005 Housing Element and Fair Share Plan. Consequently, other than as a reference item, there was no real discussion of this element in the 2006 Plan.

Conservation Plan Element

The 2006 Master Plan discussed conservation goals and objectives in the context of both the prior 2000 Master Plan and the 2006 document as follows:

- 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.

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.

3. With respect to the Green Acres funding program, the plan recommended that 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.

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.

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.

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.

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

8. The Borough should continue to participate in the Cross Acceptance processes of future N.J. State Development and Redevelopment Plan updates.

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.

10. The Borough should consider embarking upon a Community Forestry Management Plan.

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

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.

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.

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.

Utility Services Plan Element

The 2006 Utility Services Plan discussed four aspects concerning the Borough's infrastructure as follows.

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.

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 C I anti-degradation classified lands, and the proper and legal on-site pre-treatment of stormwater runoff from site development and site disturbance activities.

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.

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.

Economic Development Element

The Economic Development Element contained in the 2006 Plan document was mostly a recitation of statistical information. Following are comments or recommendations gleaned from this section of the plan.

1. 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.

2. The New Jersey Transportation Planning Authority reported the existence of 1,800 local jobs 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.

Circulation Plan Element

No significant changes were proposed to the Borough's circulation system. Because of the developed nature of the Borough the plan determined that new roads or major realignments were neither possible nor desirable. However, the following recommendations were offered:

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:

- 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*
- 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.*

Community Facilities Plan

The Community Facilities Plan addressed community-wide needs and offered the following recommendations:

- 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.

Historic Plan Element

The Historic Plan Element identified historic structures within the community and noted whether the structure was on the national register or was locally significant. The following recommendations were offered:

1. 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, antique 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.

2. 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.

Recreation Plan Element

The Recreation Plan Element recommendations contained in the 2006 Plan was divided into two sections, Improve Existing Facilities and to add new facilities.

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 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. 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.

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.).

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:

Recreation Wish List Properties

<i>Location and Ownership</i>	<i>Block/Lot</i>	<i>Acreage (acres)</i>	<i>Purpose</i>	<i>Comment</i>
<i>Central Avenue (Borough owned)</i>	<i>1303/1</i>	<i>17.72</i>	<i>Active Recreation</i>	<i>Currently used for compost operations. Recreation</i>

				<i>should be considered a secondary use.</i>
<i>Chestnut Street (Borough owned)</i>	<i>1203/1 & 2</i>	<i>6.77</i>	<i>Active Recreation</i>	<i>Currently used for wood chip storage. Recreation should be considered a secondary use.</i>
<i>Westwood Avenue south of Stone Point Park. (Privately owned)</i>	<i>2001/2</i>	<i>6.31</i>	<i>Active Recreation</i>	<i>Currently used as a private nursery, and partially wooded</i>
<i>Haring Drive (Borough owned)</i>	<i>1104/4</i>	<i>1.22</i>	<i>Passive Recreation</i>	<i>Wooded with Dorotockeys Run stream corridor</i>

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(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.

IV. EXTENT TO WHICH PROBLEMS AND OBJECTIVES HAVE BEEN REDUCED OR HAVE INCREASED SUBSEQUENT TO THE LAST REEXAMINATION

Pursuant to the MLUL, this section of the Reexamination Report examines the extent to which problems and objectives have been addressed. A number of the Borough's goals and objectives as well as the planning challenges highlighted in recent reexamination documents have been satisfactorily addressed while others remain relatively static or persist as community issues. The static nature of some of these problems and planning objectives is a function of the type of long range planning concerns that they represent, the general nature of most of these problems and objectives and the extent and type of development that Old Tappan has experienced. The general planning concerns regarding land use compatibility and protection of the desirable residential neighborhoods comprising the Borough, all represent long-term issues that focus on the inherent character of the community, and consequently necessitate continual assessment and reassessment on the part of the Borough. It is noteworthy that some of these issues have been partially addressed, while others continue to remain a critical concern. Concerns relating to the potential community wide impacts relating to the Borough's compliance with its affordable housing obligation under the New Jersey Supreme Court Mount Laurel doctrine as well as moderating the impacts of infill residential development of the remaining oversized lots within the Borough remain as areas of concern for the Borough. Likewise, the construction of what could be oversized residential structures through the redevelopment of existing residential properties remains as a constant concern requiring continuing vigilance and monitoring on the part of the Borough. Otherwise, the Borough has evolved into a mature community, with well-established and defined development patterns, and given the lack of vacant and developable land, expects minimal changes that would otherwise serve to disrupt the community's existing single family residential character. Consequently, the Borough has experienced little change in its assumptions since the 2006 Master Plan.

Extent to Which Problems Have Been Addressed

1. In response to the recommendations contained in the Land Use Element, the Borough has implemented its desire to carefully assess development applications to slow growth principally by not expanding the boundaries of zoning or to adopt changes to zoning that would otherwise increase the density of residential or non-residential development beyond what currently exists. Some of the recommendations contained within the Land Use Element were not implemented primarily because the principal objective of maintaining existing land use patterns and intensity of uses have been deemed appropriate thereby not precipitating the need to make drastic changes to existing land use policies.
2. Since the early 1970's municipalities in New Jersey have had a constitutional obligation to provide a realistic opportunity to provide a fair share of the region's affordable housing. This concept has proven most difficult to implement, especially since 1999 and the end of COAH's Second Round. In March of 2015, the Supreme Court ruled that municipalities were to no longer wait for COAH to adopt affordable housing regulations. The Supreme Court ruled that Superior Court judges would determine

if participating municipalities were constitutionally compliant or not. The Supreme Court created a process whereby municipalities could file a Declaratory Judgement action with selected judges. Those municipalities that were found to be constitutionally compliant would be granted Substantive Certification through the judiciary. This continues to present challenges for the Borough as it seeks to balance its affordable housing obligation with the lack of land resources at its disposal and the overriding concern to protect the community's residential character. This issue is further exasperated by the fact that there is presently no definitive obligation yet established for the Borough making planning efforts extremely difficult. It is noteworthy that the Borough has always fulfilled its affordable housing obligation under prior rounds and has filed its petition for certification of its third round obligation which is presently ongoing. This issue remains as a critical concern for the Borough due the potential it poses to greatly expand the residential base of the community beyond its capacity to grow.

3. The Borough has implemented many of the recommendations contained in the Recreation and Conservation Elements through the continued maintenance of existing parkland, the development of new park facilities and the preservation of critical and environmentally sensitive lands. This will continue as an ongoing goal of the community.
4. The Borough has completed the community facilities projects identified in the 2006 Master Plan.
5. Circulation improvements identified in the 2006 Master Plan have been completed and existing circulation systems appear to be functioning without issues.

Extent to Which Problems Have Increased or New Problems Have Emerged

For the most part and as described in this analysis, the problems or concerns described in the 2006 Master Plan remain constant. This is due primarily to the general nature of the concerns expressed in the document but also due to the ongoing nature of the types of issues the plan described.

A recent phenomenon that has emerged that poses a problem and potential risk to its residential neighborhoods is the expansion of telecommunication facilities to supplement wireless services to large telecommunications companies regulated by the Board of Public Utilities (BPU). Third party vendors are seeking municipal approvals to supplement telecommunications equipment to expand internet capacity on existing or new poles within the public right-of-way. This entails either co-locating on existing poles or providing new poles. Since such expansions occur within the public-right-of way, such requests require municipal approval and municipalities retain the right to regulate such activity by regulation. The potential negative impacts associated with the placement of additional equipment on poles or constructing additional poles in residential locations is an emerging issue that requires a response from the Borough in order to ensure that residential neighborhoods are protected from a proliferation of these improvements that may otherwise undermine the visual quality of the Borough's residential areas.

V. THE EXTENT TO WHICH THERE HAVE BEEN SIGNIFICANT CHANGES IN THE ASSUMPTIONS, POLICIES AND OBJECTIVES FORMING THE BASIS FOR THE MASTER PLAN OR DEVELOPMENTAL REGULATIONS AS LAST REVISED, WITH PARTICULAR REGARD TO SPECIFIC PLANNING ISSUES AND GOVERNMENT POLICY

An analysis of demographic and development statistics demonstrates that the rate of population growth and development has slowed substantially over the past decade primarily due to the lack of developable land. The fact that the Borough was reaching its limits of developable land was discussed in the 2006 Master Plan. An analysis of available land indicates that only 59 vacant parcels remain in the Borough. Most of these parcels are severely constrained by environmental constraints that limit their ability to develop based upon current state environmental regulations. Although the "Great recession of 2008" contributed to the slowdown of development and resulted in massive depreciation of residential market value as a result of the bursting of the "real estate bubble," it can be anticipated that the Borough has plateaued in its ability to develop further. This finding is consistent with the observations outlined in the 2006 Master Plan. Consequently, many of the assumptions of the 2006 Master Plan anticipating slowing growth have been realized and are confirmed by the statistical analysis presented in the ensuing section. Given the static nature of the community, many of the assumptions, policies and objectives expressed in the 2006 Master Plan remain valid.

It can be observed that the Borough is also primarily a residential community. Residential values contribute over 92 percent of the total assessed value in the community. There are 49 commercial parcels and no industrial parcels, for a total 49 non-residential properties as indicated in Table 1 below.

TABLE 1
EXISTING LAND USE, 2015
OLD TAPPAN, NEW JERSEY

Use	# of Parcels	Value
Vacant Land	59	\$43,312,500
Residential	1,948	\$1,599,653,900
Commercial	49	\$80,399,200
Industrial	0	0
Apartment	1	\$698,100
Farm	1	\$2,500
Farm Homestead Parcel	2	\$371,300
Total	2,060	\$1,724,437,500

Source: NJDCA Division of Local Government Services, 2015 figures and values.

INVENTORY OF MUNICIPAL HOUSING STOCK

This section of the Reexamination Report provides an inventory of the Borough's housing stock. The inventory details changes in housing characteristics such as age, condition, purchase/rental value, and occupancy that occurred between census periods to today.

1. Number of Dwelling Units. According to the most current census data, the Borough's housing stock grew by more than 12 percent between 2000 and 2010. However, the rate of growth has been almost nonexistent since 2010. Construction Reporter data from 2011 through 2014 show that Old Tappan's housing stock has grown by less than one percent since 2010.

TABLE 2
Dwelling Units (1980 to 2015)
Borough of Old Tappan, New Jersey

Year	Total Dwelling Units	# Change	% Change
1980	1,177	190	19.3
1990	1,303	126	10.7
2000	1,778	475	36.5
2010	1,995	217	12.2
2015**	2,020	6	0.3

Sources: U.S. Census data; American Community Survey 5-Year Estimates; N.J. Department of Community Affairs, N.J. Construction Reporter (** data 2011 through 2015)

The following table provides additional detail regarding the tenure and occupancy of the Borough's housing stock. As shown below, 83.7 percent of the Borough's housing stock was estimated to be

owner-occupied in 2012, down from 92.1 percent in 2000. The number of rental units increased from 116 units in 2000 to 261 units in 2010, representing an increase in terms of the total housing stock from 6.4 percent to 13.1 percent.

Table 3
Housing Units by Tenure and Occupancy Status (2000 - 2010)
Borough of Old Tappan, New Jersey

Category	2000		2010	
	# Units	Percent	# Units	Percent
Owner-Occupied Units	1,662	92.1	1,670	83.7
Renter-Occupied Units	116	6.4	261	13.1
Vacant Units	26	1.4	64	3.2
Total Units	1,804	100.0	1,995	100.0

Sources: U.S. Census 2000 & 2010.

2. Housing Characteristics. The following tables provide additional information on the characteristics of the Borough's housing stock, including data on the number of units in structures and the number of bedrooms. The American Community Survey (ACS) data estimates that there has been a net gain of 100 units in the Borough since 2010. However, New Jersey Construction Reporter data shows that the actual increase has been a net gain of only 25 units up to 2015. The housing stock is predominantly single-family detached units.

Table 4
Units in Structure (2000 to 2015)
Borough of Old Tappan, New Jersey

Units in Structure	2000		2014	
	Number	Percent	Number	Percent
1-unit, detached	1,433	79.4	1,649	81.6
1-unit, attached	234	13.0	234	11.6
2 units	22	1.2	22	1.1
3 or 4 units	39	2.2	39	1.9
5 to 9 units	20	1.1	20	1.0
10 to 19 units	17	0.9	17	0.8
20 or more units	39	2.2	39	1.9
Other	0	0.0	0	0.0
Total	1,804	100.0	2,020	100.0

Sources: U.S. Census 2000; American Community Survey 5-Year Estimates;
N.J. Department of Community Affairs, N.J. Construction Reporter (** data 2011 through 2014)

3. Housing Age. The Table 5 details the age of the Borough's housing stock. As indicated, almost half of the Borough's housing units were constructed after 1980 which is consistent with the Borough's

greatest period of residential housing growth and further indicating that the Borough's housing stock is relatively young. However, as indicated previously, the rate of growth has slowed substantially to almost little to no development from 2010 to the present.

4. Housing Conditions. An inventory of the Borough's housing conditions is presented in the following tables, Table 6 and 7. Table 6 identifies the extent of overcrowding in the Borough, defined as housing units with more than one occupant per room. The data indicates that the number of occupied housing units considered overcrowded is negligible at 1.5 percent.

Table 7 presents other key characteristics of housing conditions, including the presence of complete plumbing and kitchen facilities and the type of heating equipment used. As shown, 99 percent of units have complete kitchen and plumbing facilities. The statistic for lacking standard heating facilities has also been eliminated, so that all units utilize standard heating facilities.

Table 5
Year Structure Built
Borough of Old Tappan, New Jersey

Year Built	Number of Units	Percent
2010 or later	25	0.1
2000 to 2009	217	10.8
1990 to 1999	534	26.5
1980 to 1989	204	10.1
1970 to 1979	211	10.5
1960 to 1969	426	21.2
1950 to 1959	259	12.8
1940 to 1949	30	2.4
1939 or earlier	114	5.6
Total	2,020	100.0

Source: American Community Survey 5-Year Estimates.

Both Tables 6 and 7 confirm that the Borough's housing stock is well maintained and that substandard housing within the community is clearly not an issue.

Table 6
Occupants Per Room (1990 to 2014)
Borough of Old Tappan, New Jersey

Occupants Per Room	2000		2013	
	Number	Percent	Number	Percent
1.00 or less	1,758	98.9	1,920	98.5
1.01 to 1.50	20	1.1	29	1.5
1.51 or more	0	0.0	0	0.0
Total	1,778	100.0	1,949	100.0

Sources: U.S. Census 2010, American Community Survey 5-Year Estimates.

Table 7
Equipment and Plumbing Facilities (2000 to 2015)
Borough of Old Tappan, New Jersey

Facilities	2000		2013	
	Number	Percent	Number	Percent
<u>Kitchen:</u> With Complete Facilities	1,789	99.2	1,930	99.0
Lacking Complete Facilities	15	0.8	19	1.0
<u>Plumbing:</u> With Complete Facilities	1,794	99.4	1,949	99.0
Lacking Complete Facilities	10	0.6	0	0
<u>Heating Equipment:</u> Standard Heating Facilities	1,768	99.4	1,940	99.5
Other Means, No Fuel Used	10	0.6	9	0.5

Sources: U.S. Census 2010, American Community Survey 5-Year Estimates.

5. Purchase and Rental Values. As shown in the following table, almost 40 percent of Old Tappan's rental housing stock had monthly rents greater than \$1,000 in 2000. By 2014, 66.1 percent of rents are greater than \$1,000. The Borough's median rent is actually slightly lower than the median monthly rent of Bergen County as a whole (\$1,295).

Table 8
Gross Rent of Renter-Occupied Housing Units (2000 to 2015)
Borough of Old Tappan, New Jersey

Gross Rent	2000		2013	
	Number	Percent	Number	Percent
Less than \$250	6	5.7	0	0.0
\$250 to \$499	21	19.8	17	15.2
\$500 to \$749	17	16.0	11	9.8
\$750 to \$999	10	9.4	10	8.9
\$1,000 or more	42	39.6	74	66.1
Total	79	100.0	112	100.0
No Cash Rent	7		27	
Median Gross Rent	\$940		\$1,167	
Bergen County Median Gross Rent	\$872		\$1,295	

Sources: U.S. Census 2010, American Community Survey 5-Year Estimates.

Table 8 indicates that approximately 80.2 percent of Old Tappan's owner-occupied units had a value of \$500,000 or more in 2014, whereas in the previous decade approximately 36 percent of Old Tappan's owner-occupied units had a value of \$500,000 or more. This substantial increase is in part a function of the increase in values that occurred throughout the region prior to the recession in 2008. The Borough's median value was nearly 1.8 times the County's median value in 2000, and this ratio remains consistent in 2014.

Table 9
Value of Owner-Occupied Housing Units (2000 to 2014)
Borough of Old Tappan, New Jersey

Value Range	2000		2014	
	Number	Percent	Number	Percent
Less than \$100,000	14	0.9	38	2.1
\$100,000 to \$199,999	26	1.7	20	1.1
\$200,000 to \$299,999	233	15.1	37	2.0
\$300,000 to \$499,999	717	46.5	262	14.5
\$500,000 to \$999,999	426	27.6	1,054	58.2
\$1,000,000 or More	125	8.2	399	22.0
Total	1,541	100.0	1,810	100.0
Median Value	\$436,900		\$751,000	
Bergen County Median Value	\$250,300		\$433,000	

Sources: U.S. Census 2010, American Community Survey 5-Year Estimates

6. Number of Units Affordable to Low- and Moderate-Income Households. Old Tappan is placed in COAH Housing Region 1, which is comprised of Bergen, Passaic, Hudson and Sussex counties. Based on the most current COAH regional income limits, the median household income for a three-person household is \$75,980. A three-person moderate-income household, defined as 80 percent of the median income, would have an income not exceeding \$60,784.

An affordable sales price for a three-person moderate-income household earning 80 percent of the median income is estimated at approximately \$150,000. This estimate is based on the UHAC affordability controls outlined in N.J.A.C. 5:80-26.3. In 2014 the percentage of housing units in the Borough valued at less than \$150,000 was 2.1 percent. For renter-occupied housing, an affordable monthly rent for a three-person household is estimated at approximately \$1,890.

Population Analysis

An analysis of the community's socio-economic characteristics, including an assessment of population size, rate of population growth, age and sex characteristics, income levels, and household size is important to plan for demographic changes that might be impacting the Borough. Each of these items is described in this section of the report.

1. Population Size. As seen in the table below, the Borough experienced its greatest population growth in the 1960s and 1970s. The 2010 Census data indicates the Borough had 5,750 residents, representing an almost five percent increase over the 2000 Census figure, while the available data estimates reveal this figure increased to 6,016 people in 2015. This represents a 4.6 percent increase over a five-year period or less than 1 percent increase in population per year.

Table 10
Population Growth (1920 to 2013)
Borough of Old Tappan, New Jersey

Year	Population	Population Change	Percent Change
1920	404	-	-
1930	600	196	48.5
1940	609	9	1.5
1950	828	219	36.0
1960	2,330	1,502	181.4
1970	3,917	1,587	68.1
1980	4,168	251	6.4
1990	4,254	86	2.0
2000	5,482	1,228	28.9
2010	5,750	268	4.9
2015 (est.)	6,016	266	4.6

2. Age Characteristics. The Borough's age characteristics are outlined in the table below. As shown, the Borough's population is growing older, consistent with suburban national trends. Old Tappan's median age has increased since from 41 years of age in 2000 to 44.2 years of age in 2010.

Table 11
Age Characteristics (2000 to 2010)
Borough of Old Tappan, New Jersey

Age	2000		2010	
	Number	Percent	Number	Percent
Under 5 years	346	6.3	216	3.8
5 to 19 years	1,254	22.9	1,472	25.6
20 to 24 years	200	3.6	231	4.0
25 to 34 years	413	7.6	301	5.3
35 to 44 years	917	16.7	733	12.7
45 to 54 years	918	16.8	1,118	19.5
55 to 64 years	636	11.6	751	13.0
65 to 74 years	455	8.3	466	8.1
75 to 84 years	233	4.3	330	5.5
85 years and over	110	2.0	132	2.3
Total	5,482		5,750	
Median Age	41.0		44.2	

Source: U.S. Census –2000, 2010

3. Average Household Size. The average household size for the Borough has been declining since the 1980s, with the 2010 average household size of 2.98 persons.

Table 12
Average Household Size (1980 to 2010)
Borough of Old Tappan, New Jersey

Year	Total Population	Number of Households	Average Household Size
1980	4,168	1,177	3.51
1990	4,254	1,303	3.23
2000	5,482	1,778	3.02
2010	5,750	1,931	2.98

Sources: U.S. Census data

4. Household Income. Detailed household income figures are shown in the table below. As shown, 80 percent of the Borough's households had an income of \$100,000 or more in 2012 which is an increase from 63 percent of 1999 incomes. The Borough's median household income in 2012 was slightly more than double the median household income of Bergen County as a whole.

Table 13
Household Income (1989 to 2012)
Borough of Old Tappan, New Jersey

Income Category	1989		1999		2012	
	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	60	2.6%	23	0.9%	14	0.6%
\$10,000 to \$14,999	34	1.5%	51	2.0%	36	1.4%
\$15,000 to \$24,999	91	3.9%	70	2.8%	41	1.6%
\$25,000 to \$34,999	160	6.9%	107	4.3%	37	1.5%
\$35,000 to \$49,999	247	10.6%	105	4.2%	130	5.1%
\$50,000 to \$74,999	333	14.3%	260	10.4%	50	2.0%
\$75,000 to \$99,999	294	12.6%	313	12.5%	174	6.9%
\$100,000 to \$149,999	1,108	47.6%	523	20.8%	593	23.4%
\$150,000 to \$199,999	---	0.0%	275	11.0%	322	12.7%
\$200,000 or more	---	0.0%	783	31.2%	1,138	44.9%
Total	2,327	100.0%	2,510	100.0%	2,535	100.0%
Median Household Income	\$94,200		\$127,635		\$174,957	
Bergen County Median	\$57,640		\$78,079		\$84,255	

Sources: U.S. Census 2000, 2010, American Community Survey 5-Year Estimates.

5. Housing Cost Burden. Households that pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care. Despite Old Tappan's median household income, the data from the 2010 Census reveals that approximately 40 percent of owner-occupied households and 15 percent of rental households had housing costs of 30 percent or more.

Table 14
Housing Cost as Percentage of Income (2000 to 2010)
Borough of Old Tappan, New Jersey

Percentage of Income	2000				2010			
	Owner-occupied		Renter		Owner-occupied		Renter	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than 20 percent	1,045	45.10%	14	17.07%	896	39.32%	77	34.84%
20 to 29 percent	568	24.51%	38	46.34%	466	20.45%	70	31.67%
30 percent or more	687	29.65%	30	36.59%	917	40.24%	34	15.38%
Occupied Units	2,317	100.00%	82	100.00%	2,279	100.00%	221	100.00%

Sources: U.S. Census – 2000, American Community Survey 5-Year Estimates.

Employment Characteristics and Trends

An analysis of the existing and probable future employment characteristics of the community, including the current employment in the municipality and historic trends from 1990 to the most current reported year, employment characteristics and occupational patterns of residents of the community is important in understanding the relative wealth of a community. It is useful to understand the number of subdivisions and/or site plans approved for non-residential types of development potentially impacting upon the community, other community or regional factors which may impact upon municipal employment, and the probable future employment characteristics in the community. These items are addressed below.

1. Historic Employment Trends. Covered employment are jobs that qualify for unemployment benefits and is a standard barometer for job gains and losses. Employment within the Borough has generally declined in the last 10 years. Assuming the current economic climate continues, and recognizing the limited availability of vacant land for new non-residential development, only minor changes in employment characteristics are anticipated. Table 15 indicates the employment trend declining since 2009 with the exception of 2012 which saw a modest gain of 0.6 percent.

Table 15
Covered Employment Trends 2004-2014
Borough of Old Tappan, New Jersey

Year	Number of Jobs	Change in Number of Jobs	Percent Change
2004	1,696	--	--
2005	1,837	141	8.3
2006	1,748	-89	-4.8
2007	1,801	53	3.0
2008	Incomplete data		
2009	1,786	-15	-0.8
2010	1,781	-5	-0.3
2011	1,685	-96	-5.4
2012	1,696	11	0.6
2013	1,654	-42	-2.5
2014	1,595	-59	-3.6

Source: NJ Department of Labor and Workforce Development

2. Employment Status. Table 16 provides information on the employment status of Borough residents age 16 and over. Of those in the labor force in 2012, 3.9 percent were unemployed. This is substantially lower than Bergen County's and the State of New Jersey's 2012 unemployment rate, which was 7.7 percent and 9.5 percent respectively.
3. Employment Characteristics of Employed Residents. The following two tables detail information on the employment characteristics of employed Old Tappan residents. Table 17 details occupation characteristics, while Table 18 details industry characteristics. These tables indicate that the Borough is primarily engaged in management and professionally related occupations (57.9%) followed by sales and office operations (30.8%). Together, these two categories comprise 88.7% of the workforce.

A further breakdown in employment indicates that the majority of residents are employed in the Finance, Insurance and Real Estate, Professional/Scientific and Manufacturing fields followed by Education, Health and Social Service. These four fields combine to categorize over 60% of the workforce (66.9%).

Table 16
Employment Status, Population 16 and Over (1990 to 2012)
Borough of Old Tappan, New Jersey

Employment Status	1990		2000		2012	
	Number	Percent	Number	Percent	Number	Percent
In labor force	3,679	64.5%	3,523	62.7%	3,799	64.5%
Civilian labor force	3,668	64.3%	3,523	62.7%	3,799	64.5%
Employed	3,568	62.5%	3,376	60.1%	3,571	60.6%
Unemployed	100	1.8%	147	2.6%	228	3.9%
% of civilian labor force	2.7%		4.2%		6.0%	
Armed Forces	11	0.2%	0	0.0%	0	0.0%
Not in labor force	2,029	35.5%	2,096	37.3%	2,094	35.5%
Total Population 16 and Over	5,708		5,619		5,893	

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates.

Table 17
Employed Residents Age 16 and Over, By Occupation (1990 to 2012)
Borough of Old Tappan, New Jersey

Occupation	1990		2000		2012	
	Number	Percent	Number	Percent	Number	Percent
Management, Professional and related occupations	1,886	52.9%	2,057	60.9%	2,067	57.9%
Service Occupation	249	7.0%	123	3.6%	189	5.3%
Sales and Office Occupations	1,125	31.5%	986	29.2%	1,101	30.8%
Farming, fishing and forestry occupations	56	1.6%	0	0.0%	16	0.4%
Construction, extraction and maintenance	152	4.3%	127	3.8%	123	3.4%
Production, transportation and material moving occupations	100	2.8%	83	2.5%	75	2.1%
Total	3,568	100.0%	3,376	100.0%	3,571	100.0%

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates.

Table 18
Employed Residents Age 16 and Over, By Industry (1990 to 2012)
Borough of Old Tappan, New Jersey

Industry	1990		2000		2012	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing, hunting and mining	56	1.6%	0	0.0%	16	0.4%
Construction	123	3.4%	156	4.6%	153	4.3%
Manufacturing	182	5.1%	318	9.4%	556	15.6%
Wholesale trade	118	3.3%	314	9.3%	271	7.6%
Retail trade	194	5.4%	295	8.7%	319	8.9%
Transportation and warehousing, and utilities	87	2.4%	51	1.5%	14	0.4%
Information	0	0.0%	162	4.8%	69	1.9%
Finance, insurance, real estate and rental and leasing	324	9.1%	588	17.4%	728	20.4%
Professional, scientific, management, administrative and waste management services	1,220	34.2%	564	16.7%	609	17.1%
Educational, health and social services	484	13.6%	654	19.4%	492	13.8%
Arts, entertainment, recreation, accommodation and food services	83	2.3%	113	3.3%	178	5.0%
Other services	683	19.1%	91	2.7%	87	2.4%
Public administration	14	0.4%	70	2.1%	79	2.2%
Total	3,568	100.0%	3,376	100.0%	3,571	100.0%

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates.

Projection of Potential Residential Growth

With limited acreage remaining in the municipality that may be developed for residential use, it is anticipated that the Borough's residential growth will remain very modest, as reflected in the recent annual data presented below. The past fifteen (15) year average of dwelling units (units built less demolitions) constructed per year is only three (3) units per year.

Table 19
Trend in Residential Development
Analysis of Certificates of Occupancy and Demolition Permits, 2000-2014
Old Tappan, New Jersey

Year	COs Issued	Demo Permits Issued	Net Growth
2000	11	6	5
2001	8	4	4
2002	20	6	14
2003	0	6	-6
2004	6	18	-12
2005	37	33	4
2006	20	25	-5
2007	19	11	8
2008	10	8	2
2009	11	1	10
2010	13	11	2
2011	11	4	7
2012	6	2	4
2013	11	3	8
2014	4	4	0
15 YR Total	187	142	45
15 YR Average	12.5	9.5	-
Yearly Average			3.0

The only factor that will impact potential residential growth at this point will be the Borough's submission of its third round compliance plan that will define how the Borough will address its affordable housing obligation under the Mount Laurel Doctrine and recent New Jersey Supreme Court decision. While this will be detailed later in the adoption of a new housing plan, based upon the complete lack of available and developable land, it is anticipated that any growth resulting from the Borough's housing plan will result in any significant growth.

Projection of Non-Residential Growth

Given the lack of developable land and the Borough's desire to maintain existing non-residential areas within existing limits, it is anticipated that there will be little expansion of non-residential land uses within the Borough. It is anticipated that commercial growth in particular, will be characterized by the turnover and improvement in existing commercial properties.

VI. 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 REGULATION SHOULD BE PREPARED

Based upon its analysis of the 2006 Master Plan and various elements that were included within the document, the Planning Board concludes that there is no need for the preparation of a new master plan. The lack of community-wide change since the last document was prepared, implementation of good portion of the 2006 Master Plan's recommendations and the ongoing relevance and long term nature of most of the goals and objectives contained in the plan continues to render the plan document still viable and relevant. The Board therefore, finds and hereby reaffirms, the policies, goals and objectives embodied in the 2006 Master Plan document. The attached Land Use Plan reflects current zoning patterns that are to be retained as a result of the Board's analysis and conclusion to reinforce existing land use patterns without change and to reaffirm the policies of the 2006 Master Plan document.

The Board does however, desire to supplement the plan with the following goals that are further clarified by policy statements intended to help guide future community planning decision-making. These goals and policy statements embody the principles of the 2006 Master Plan and are intended to provide further clarification as to the intent and purposes behind the recommendation and policies expressed in that document as follows:

- a. **Goal 1:** To maintain and enhance existing areas of stability in the community.

Policy Statement: It is the Borough's policy to encourage a proper distribution of land uses by designating areas which have their own uniform development characteristics. The plan's land use recommendations are designed to protect and reinforce the prevailing detached single-family residential development patterns in the Borough. Incompatible land uses should continue to be restricted from established residential areas and residential uses should be discouraged from extending to inappropriate locations in the community. Residential densities should be compatible with the recommended levels prescribed within this plan.

- b. **Goal 2:** To ensure future activities within the community can be accommodated within the Borough's existing infrastructure systems.

Policy Statement: All future development and redevelopment activity will be expected to insure a sufficient level of service is provided to meet the needs of residents of the development. The

Borough seeks to encourage development that preserves Old Tappan's sensitive environmental features including floodway and floodplains, groundwater recharge areas, wetlands and their associated buffers, well-head protection areas, steep slopes (15% and up) and environments supporting rare, threatened or endangered species. Old Tappan recognizes there are numerous sites within the Borough that are typified by extensive environmentally sensitive features and therefore will not be able to accommodate their full zoned development potential.

- c. **Goal 3:** To encourage and provide for adequately sized buffer zones to separate incompatible land uses.

Policy Statement: An effective way to provide stability and protection to developed portions of the community is to ensure that any future development proposals provide sufficient buffers to shield existing uses from incompatible land use activities.

- d. **Goal 4:** Provide a variety of housing types and densities and ensure a balanced housing supply. As one component of this goal, Old Tappan Borough recognizes the particular housing needs of its citizens with special needs. This goal statement should be interpreted broadly to specifically include encouraging the delivery of special needs affordable housing within the Borough.

Policy Statement: Old Tappan seeks to provide a realistic opportunity for the construction of affordable housing. Affordable housing sites shall be in appropriate locations as defined by the Borough's Housing Element and Fair Share Plan and provide for its fair share of affordable units utilizing a balanced approach that recognizes the developed character of the community and is sensitive to existing neighborhood development patterns.

- e. **Goal 5:** Create opportunities to encourage the creation of both market rate and affordable senior housing.

Policy Statement: The baby boom generation continues to age. Old Tappan has witnessed an aging of its population. There is a general lack of housing designed to service the unique housing needs of older residents. While senior housing has been developed in the Borough to meet this need, Old Tappan should continue to encourage developers or the public sector to provide such housing, especially to meet the needs of older Old Tappan residents who seek housing designed specifically for their needs.

- f. **Goal 6:** To preserve the historic features of the Borough.

Policy Statement: Old Tappan recognizes its historic features continue to be an integral part of the community's unique character. Old Tappan seeks to maintain and protect its historically significant structures and sites from adverse impacts created by development proposals, whether they be public or private.

- g. **Goal 7:** To promote and encourage the revitalization and enhancement of the Bi-State Shopping Center and adjoining commercial corridor as opportunities present themselves.

Policy Statement: The Borough will support efforts to update and modernize its commercial core as opportunities present themselves in order to upgrade its commercial base.

- h. **Goal 8:** Old Tappan seeks to pursue opportunities to achieve a greater balance of nonresidential to residential land use in appropriate locations and at appropriate intensities but within existing commercial areas.

Policy Statement: Nonresidential development will provide growth in local employment and reduce the tax burden on residential property owners but commercial development will only be encouraged within existing commercial areas. The expansion of commercial areas into residential areas will not be encouraged since such intrusions are incompatible with the single family character of the Borough and invite land use conflicts that are detrimental to residential neighborhoods.

- i. **Goal 9:** To discourage the creation of flag lots or subdivisions of property that create new or disruptive development patterns contrary and to the detriment of existing residential development patterns in the Borough.

Policy Statement: The Borough maintains that flag lots and lots that are re-subdivided from preexisting larger lots in a manner that does not reflect or respect existing lot configurations within an existing residential neighborhood represent an improper land use arrangement which results in arrangement of lots that are inconsistent with the community's established development pattern and should be discouraged.

- j. **Goal 10:** To discourage the construction of residential homes that are out of character or otherwise may overwhelm existing residential neighborhoods by virtue of their size or design.

Policy Statement: Old Tappan recognizes that infill development characterized by the demolition of older and smaller homes in favor of larger residential structures has been an ongoing land use trend within the past decade which is likely to continue as new homeowners seek to remodel or reconstruct newer homes from the Borough's older housing stock. While it is desirable to encourage investment to modernize the Borough's housing stock, such development must be sensitive to the character of existing residential neighborhoods. Therefore, the Borough intends to protect existing residential neighborhoods from development that is intrusive or otherwise inconsistent with existing neighborhood development patterns

- k. Goal 11: Old Tappan should continue to pursue the preservation of open space and the conservation of environmentally sensitive land and to maintain the proper and beneficial function of natural systems.

Policy Statement: Old Tappan has an established record of preserving open space as reflected by its Recreation Open Space Inventory. This is an important policy as the Borough's remaining undeveloped areas are characterized by extreme environmental constraints and also embody critical watershed areas that is relied upon for water supply. Consequently, the Borough will continue to take advantage of opportunities to preserve its undeveloped areas that are environmentally constrained and significantly contribute to the character and welfare of the community.

Review of Borough's Zoning Ordinance

The Planning Board finds the Borough's land use regulations are functioning and appropriate for the community in addressing land development issues. However, in order to make the code even more responsive to community needs, the following recommendations are made:

1. The Borough should consider consolidating its land development regulations into one comprehensive land use ordinance. Old Tappan's land use regulations are contained in various, separate chapters of the Borough's Code which, if not properly managed, are prone to inconsistencies as amendments to individual sections are adopted. Land use regulations that are spread out through different sections of code are also more difficult to administer since regulations organized in this manner require constant cross referencing. It is further noted that Chapter 218 referencing subdivision regulations also includes site plan design standards which is not referenced in the chapter title.

Specifically, regulations relating to land use regulations are contained in the following separate chapters of the Borough Code:

- Chapter 45 – Land Use Procedures
- Chapter 213 – Stormwater Control
- Chapter 218 – Subdivision of Land
- Chapter 255 – Zoning

A new land use chapter that consolidates all of the Borough's land use regulations would render the code more efficient, easier to manage and more user friendly to the public.

2. The Borough should re-analyze the development regulations relating to the bulk and mass of residential structures to identify needed amendments to existing bulk and FAR regulations in

order to ensure better compatibility between existing residential neighborhoods and new residential construction whether new or additions.

3. The Borough should consider incorporating commercial design standards into its design guidelines in order to promote high quality commercial development in the event existing commercial businesses seek to modernize or otherwise redevelop their existing commercial properties.
4. The Borough should consider amending its land use regulations to address the recent phenomenon of third party wireless services seeking to supplement existing telephone poles or to install new poles within the Borough's right-of-way in order to add telecommunications equipment that provides increased internet bandwidth capacity for resale to first party commercial telecommunications companies regulated by the BPU. The intent of this regulation would be to limit the installation of such facilities and to discourage new telephone poles that would otherwise intrude into the residential character of the community.

VII. RECOMMENDATIONS CONCERNING THE INCORPORATION OF REDEVELOPMENT PLANS INTO THE LAND USE PLAN ELEMENT AND RECOMMENDED CHANGES IN THE LOCAL DEVELOPMENT REGULATIONS NECESSARY TO EFFECTUATE THE REDEVELOPMENT PLANS OF THE MUNICIPALITY

At the present time, the Planning Board does not foresee the need to designate any areas within the Borough for redevelopment.

