

MASTER PLAN REEXAMINATION

BOROUGH OF OAKLAND

COUNTY OF BERGEN

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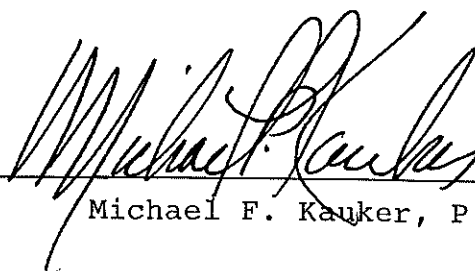
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INTRODUCTION

The Municipal Land Use Law of the State of New Jersey empowers the local planning boards with substantial power in the planning and regulation of land use.

"The planning board may prepare and after public hearing adopt or amend a master plan, or component parts thereof, to guide the use of lands within the municipality in a manner which protects public health and safety and promotes welfare."

Laws of NJ-1975 Chapter 291C, 40:55D-28

MASTER PLAN REEXAMINATION

INTRODUCTION

Following the adoption of a Master Plan, the governing body of every community must provide for a re-examination of the master plan at least every six years. The Borough's current Master Plan is embodied in the Comprehensive Master Plan prepared by Michael F. Kauker Associates dated August 1988.

The reexamination report shall state the following:

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

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

The extent to which there have been significant changes in assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with

particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition and recycling or designated recyclable materials, and changes in State, county and municipal policies and objectives.

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

In accordance with State law, the plan presented in this text comprises the Re-Examination of the current Master Plan. This Revised Master Plan, once adopted by the Planning Board will provide the Borough with a planning framework on which to base future planning decisions and plans.

MAJOR PROBLEMS ADDRESSED AND OBJECTIVES OF 1988 MASTER PLAN

1. To preserve the existing residential character of the Borough while permitting and encouraging the development of a variety of housing types for households of all ages and socioeconomic stations, including the provision of present and prospective need of low and moderate income households as mandated by the Council on Affordable Housing.
2. To preserve the environmentally sensitive areas within the Borough by discouraging development of steep sloped areas, floodplain areas and wetland areas by encouraging land form preservation through the use of special zoning provisions allowed in the Borough ordinances.
3. To encourage the dedication of environmentally sensitive areas, namely those lands adjacent to

the Ramapo River and the mountains, for open space in order to preserve them.

4. To encourage growth that will minimize impacts on water quality through the development of an approved 208 Water Quality Management Plan which will provide the basis upon which future sewer service, to those areas lacking such service, can be provided.
5. To provide for economic development that will result in a fully diverse economic base by encouraging commercial and high quality office/research development patterns which will optimize the cost/benefit and cost/revenue impacts to the Borough while recognizing the need to encourage this development in strategic areas along the existing and proposed highway system of Interstate 287 and New Jersey Route 208.
6. To identify historic sites existing within the Borough and to provide a plan for the preservation of those sites.
7. To identify the active and passive recreational areas within the Borough and to determine needed improvements and/or necessary expansion for the present and future population.
8. To analyze, develop and maintain a safe and adequate supply of potable water and a transmission system which will adequately supply the present and future needs of the Borough. In addition, the utility service plan should include a stormwater management plan and ordinance.
9. To develop an efficient, cost effective recycling program that minimally meets the state requirements.
10. To develop a master plan that is consistent with the proposed New Jersey State Master Plan.
11. To identify key capital improvements consistent with the State Master Plan with an eye toward future funding of a park and ride facility and waste water quality facilities and other municipal facilities.

12. To design a reasonable development plan for the remaining vacant land that considers capacity for development and physical characteristics of the land.
13. To provide for the Borough's Fair Share obligation as mandated by the Council on Affordable Housing.

EXTENT OF CHANGE AS A RESULT OF STATED PROBLEMS AND OBJECTIVES OF THE 1988 MASTER PLAN

1. Through a series of legal cases, the Borough has provided low and moderate income housing in the form of the rezoning of three large tracts of land.
2. Through the reevaluation of the Borough's land use regulations, the Borough has consolidated the six residential zones into three more compatible zones effectively increasing lot size requirements.
3. Environmentally sensitive lands adjacent to the Ramapo River are partially protected by the Borough's Slope Ordinance. They are also protected by State and Federal wetland laws and floodplain laws.
4. With the completion of Interstate 287, the provision of an improved circulation pattern throughout the Borough remains a priority. A plan to improve the West Oakland Avenue and Yawpo Road intersection at Route 202 has been prepared, and given preliminary approval.
5. A proposed park and ride facility remains outstanding.
6. While a circulation improvement plan had been prepared in the last Master Plan, to date, only one of the recommended improvements have been undertaken by the Borough or the County that of the Breakneck Road intersection.
7. The Borough continues to discuss the construction of a trunk sewer, the Ramapo Interceptor connecting to the Wayne Township treatment plant with Wayne Township officials. In addition, the Borough has submitted and secured the approval of its 208 Wastewater Management Plan to Department of Environmental Protection and Energy.

8. The County of Bergen has purchased the development rights to the 181 acre tract and is currently negotiating to purchase additional development rights from Camp Glen Gray which covers an additional 82 acres.
9. Linear lands along the Ramapo River has not been dedicated for parkland/preservation.

The Master Plan Reexamination recognizes that much has changed both within the Borough and outside of it. New and improved State environmental regulations exert firm control on land development in environmentally sensitive areas. Downward economic trends have impacted Borough residents, and the Borough's financial condition. General demographic changes have begun to change the types of services the Borough must offer its residents. The opening of a major transportation artery and other changes are resulting in the continued evolution of the Borough of Oakland.

The Borough of Oakland's Master Plan Reexamination will discuss its specific goals and objectives and the methods of their achievement in the following elements:

- Land Use Plan;
- Housing Plan;
- Circulation Plan;
- Economic Plan;

Utilities Service Plan;
Conservation Plan;
Historic Preservation Plan;
Recreation Plan; and
Recycling Plan.

The accumulation and an analysis of all relevant physical, demographic and economic data provides the foundation upon which this reexamination will be built. Comparing the 1980 data with similar data from 1990 and updated data, wherever practical, will produce insight into community trends over the last decade. When reviewing the comparative data the primary task is to identify the problems and planning challenges created by the changing activity patterns and community attitudes and to discuss their significance with respect to future planning considerations.

BASIC STUDIES

EXISTING LAND USE

A review of existing land use characteristics shows that the Borough remains a predominantly single family residential community. Additionally, an updated land use survey has been conducted for the major commercial and industrial corridors throughout the Borough. These maps are maintained in the Planning Board office. Table 1 summarizes the acreage devoted (zoned) for each use and its percentage of the whole.

TABLE 1

SUMMARY OF EXISTING LAND USE
BOROUGH OF OAKLAND -1988

<u>Use</u>	<u>Acres</u>	<u>Percent</u>
Residential	3,359	57.7
Commercial	207	3.5
Industrial/Office	624	10.7
Park/Public/Conservation/ Cemetery	<u>1,634</u>	<u>28.1</u>
TOTAL	5,824	100.0

Source: 1991 Planner's Data Book, Bergen County

A significant level of single family development activity occurred in the Borough during the late 1950's through the 1960's. Residential development has continued at a somewhat slower rate during the 1970's and has drastically dropped in the 1980's with an average of 7 residential building permits per year

issued in the 1980's. The settlement of three builder remedy Mt. Laurel housing cases has resulted in zoning for over 1,000 multi-family housing units. To date none of these units have been constructed because of market conditions and the lack of available infrastructure.

The minimal growth pattern exhibited in Oakland over the last 6 years has been due in part to the lack of easily developable land, the lack of available infrastructure and in part to the recession and subsequent flat economy.

Commercial development since the last Master Plan examination has not changed significantly. Commercial development remains concentrated in two distinct pockets centered around Route 202, where intercommunity arterials connect with Route 202. The presence of I-287 and proposals for key circulation improvements warrants an in-depth review and analysis of existing conditions within the Borough's two major commercial areas.

Copper Beach Mall forms the northern commercial "anchor center" around which several commercial uses have

developed. During the mid-1980's the Mall underwent extensive aesthetic improvements. Presently, there are plans before the Borough for an expansion of this mall. Located near the intersection of Route 202 and I-287/Route 208, this area contains many small neighborhood commercial uses, as well, as several larger chain stores.

Development along the length of Route 202 from the northern commercial center to the southern commercial center is predominantly residential with some commercial, professional office development. These nonresidential uses are typically located in very small commercial buildings or residential structures that have been renovated to accommodate the commercial use.

The southern "anchor center" is located on Post Road adjacent to the Route 202/Long Hill Road intersection. This center contains a large food store, movie theater and small satellite stores. It is surrounded by a professional office complex east of Post Road and by a fast food restaurant to its north. Commercial/office development continues north along both sides of Route 202 until the intersections of Spruce Street and Grove Street.

Small satellite commercial areas have developed over the years along West Oakland Avenue between Route 202 and the Ramapo River; along Route 202 north of Navajo Way and south of Thunderbird Drive; and along Route 202 just north of the Wayne Township boundary. These uses remain viable, but have not resulted in any expansion into the adjoining residential neighborhoods, which is precluded by the current zoning ordinance.

Commercial uses within the Borough continue to remain in the minority.

Industrial development is concentrated in four areas of the Borough. The McBride Industrial Park is located in the southeastern corner of the Borough off Long Hill Road and adjacent to the Franklin Lakes boundary. A second industrial park is located centrally north of Yawpo Road and south of I-287 along Raritan Road. A third industrial park is located west of West Oakland Avenue and bisected by I-287; and the fourth well developed industrial park is located on both sides of Spruce Street.

Industrial development in the form of McBride's industrial park is the largest contributor to this land

use category. This park has been growing and expanding slowly for several years and forms a very stable industrial base.

Construction of I-287 has resulted in the filling of a large tract of land located west of West Oakland Avenue in the existing industrial park. Development of this parcel, commonly known as the Dewey tract, is possible with this fill project completed. Several parcels of land remain undeveloped. Easy access to I-287 makes future continued development of this park very likely.

The industrial park along Raritan Road continues to have several vacant lots. Similarly, the industrial park off Spruce Street continues to have a few vacant parcels and a number of vacant buildings. In this industrial area, the Board of Adjustment recently approved the creation of a secular school for a vacant building along Spruce Street.

Office development has been slow to develop within Oakland. In the mid-1980's three new office buildings were constructed in the southern end of the Borough near the Long Hill Road and Route 202 intersection. Small offices are interdispersed among commercial and

residential uses located along Route 202.

The enactment of the 1988 Master Plan resulted in the rezoning of new areas for office development. Due to the existing economic climate and lack of available infrastructures additional large scale office development has not occurred in Oakland.

Along with single family residential development the largest land use category within the Borough is conservation/recreation. This land use constitutes over 1,600 acres of the total Borough land use. Both the State of New Jersey and the County of Bergen own large tracts of land in Oakland. Also, the Borough owns a large amount of the northern section of the Ramapo mountain.

DEMOGRAPHIC AND HOUSING ANALYSES

Demographic Analysis

Population analysis provides information for the planning of schools, community and recreational facilities, commercial needs and residential locations. In order to plan for the future needs of the Borough, existing characteristics of Oakland should be determined. The source of much of the data for this

section comes from the 1980 and 1990 U.S. Census. The primary purpose of this analysis is to determine the Borough's housing needs, especially in light of the low and moderate income requirements established by the Council on Affordable Housing, classroom needs of the educational system and social service needs of Borough residents.

Historically, Oakland's population growth has been slow, but steady. Table 2 illustrates the historical population trends that Oakland and surrounding communities have experienced.

TABLE 2
HISTORICAL POPULATION TRENDS

<u>Year</u>	<u>Oakland</u>	<u>Mahwah</u>	<u>Franklin Lakes</u>	<u>Wyckoff</u>
1920	497	2,081	383	1,288
1930	735	3,536	893	3,001
1940	932	3,827	1,203	3,924
1950	1,817	4,880	2,021	5,590
1960	9,446	7,376	3,316	11,205
1970	14,420	10,800	7,550	16,039
1980	13,443	12,127	8,769	15,500
1990	11,997	17,905	9,873	15,372

Source: 1990 U.S. Census

The period between 1950-1960 saw the greatest growth in Oakland's population. Reasons for this growth include

the area's predominantly rural nature in preceding decades; its location in a growing automobile-dominated environment and the growing suburban region served by Route 208 and Route 202. As business and industrial activity spread from the New York-Newark urban region, the demand for housing increased dramatically in this area.

The decade between 1960-1970 saw a continued population growth within the municipality, but at a much slower rate. By 1980 the Borough population had become more uniform and its growth began to decline. This was due to a decline in the Borough birth rate, and an out migration of residents in the form of reduced household size. By 1990 the Borough had experienced a total decline of 2,423 persons from its high set in 1970.

The age group characteristics based upon the 1980 and 1990 U.S. Census are shown in Table 3. Contrasting the 1980 population characteristics with the 1990 population characteristics enables us to discern general age shifts and trends within the Borough.

Demographic composition of Oakland's 1990 population shows significant shifts from those of 1980.

TABLE 3

POPULATION AGE CHARACTERISTICS 1980-1990

<u>Age Group</u>	<u>1980</u>		<u>1990</u>	
	<u>Total</u>	<u>%of Total</u>	<u>Total</u>	<u>%of Total</u>
Pre-School (0-4)	818	6.1	818	6.8
Grammar School (5-13)	1,962	14.6	1,303	10.9
High School (14-18)	1,526	11.3	792	6.6
Young Adult (19-34)	3,242	24.1	2,757	23.0
Adults (35-59)	4,692	34.9	4,517	37.7
Seniors (60+)	<u>1,203</u>	<u>9.0</u>	<u>1,810</u>	<u>15.0</u>
TOTAL	13,443	100.0	11,997	100.0

Source: 1980, 1990 U.S. Census

First, preschool age children remain static without any increase. Between 1980 and 1990, there was a 40% or 1,393 student decrease in the school age category. These trends could have serious impacts on the structure of the educational system within the Borough. Secondly, the young adult population decreased slightly, but remained constant as a percentage.

Thirdly, the adult population declined in a similar manner and lost a total of 175 persons. Finally, the senior citizen population experienced the only rise in population with 607 individuals added to the group.

Housing Analysis

The most dominant housing type in the Borough is that of the single family home. In 1990, the number of housing units in Oakland was 4,019; of which, 97% or 3,891 were single family residences. This is a very small increase of 40 units from the 3,979 unit count established by the 1980 Census. The remaining 3% or 128 units were found in multiple family structures.

Most housing in the Borough is owner-occupied with 3,586 units owner-occupied and 321 renter-occupied.

The median occupancy of persons per housing unit in 1990 was 3.0 persons as compared to 3.4 persons in 1980.

In 1990, the median value of a single family residence was \$214,300 with most houses valued at between \$150,000 - \$300,000. Table 4 shows the breakdown of housing values.

TABLE 4

SPECIFIED OWNER-OCCUPIED HOUSING UNIT BY VALUE

<u>Value</u>	<u># of Housing Units</u>	<u>Percent</u>
Less than \$ 15,000	3	0.1
\$15,000 - \$ 24,999	4	0.1
\$25,000 - \$ 39,999	5	0.1
\$40,000 - \$ 49,999	2	0.1
\$50,000 - \$ 74,999	17	0.5
\$75,000 - \$ 99,999	153	1.6
\$100,000 - \$149,999	176	5.3
\$150,000 - \$199,999	1,212	33.5
\$200,000 - \$299,999	1,532	45.8
\$300,000 \$ Greater	<u>431</u>	<u>12.9</u>
TOTAL	<u>3,344</u>	<u>100.0</u>

Source: 1990 U.S. Census

A summary of the age of structure indicated by year built is presented in Table 5.

TABLE 5

AGE OF HOUSING UNIT BY YEAR BUILT

<u>Year Built</u>	<u>Number of Units</u>	<u>Percentage</u>
Pre 1939	349	8.7
1940-1949	333	8.3
1950-1959	1,604	39.9
1960-1969	1,456	36.2
1970-1979	198	4.9
1980-1989	<u>79</u>	<u>2.0</u>
TOTAL	<u>4,019</u>	<u>100.0</u>

Source: 1990 U.S. Census

Approximately 8% or 349 housing units were built by 1939 and 48% or 1,937 housing units were built between 1940 and 1959. Only 7% of the Borough's housing stock was built over the 1970-1990 decades.

Although a majority of the Borough homes in 1990 were older, with the exception of a few isolated neighborhoods they were in good condition.

Within Oakland there are a few neighborhoods remain where housing conditions are to some degree substandard. Specifically, three neighborhoods within the Borough are continually being upgraded by these owners. They are the Colony, Pleasureland and Tanglewood.

The Pleasureland neighborhood includes the area bounded by Route 202, the New York Susquehanna and Western Railroad and the Wayne Township border. Most of the homes in this neighborhood were built over thirty years ago and were intended for use as seasonal summer cottages. Today, the occupants are year round residents. These largely one and two bedroom homes were constructed on small plots, in the flood plain with little road frontage. These homes experience chronic septic system problems and are inundated with flood waters every time the Ramapo River overflows. Many homes here are in poor physical condition requiring varying degrees of rehabilitation.

With the escalation of housing prices, rehabilitation of many of these units has taken place. Additionally, neighborhood involvement has helped direct Borough improvements to projects most needed by neighborhood residents.

The Colony, like Pleasureland, consists of homes that, when constructed, were intended for seasonal summer use. Located east of the Ramapo River and is bounded on the north and the south by Barbara Lane and the New York Susquehanna and Western Railroad, respectively. Most of the Colony is in the floodplain and is inundated whenever the Ramapo River floods. Constructed on small plots, many of the homes in this neighborhood require rehabilitation. A major problem in this neighborhood is chronic septic malfunction.

Again, with the escalation of housing prices, rehabilitation of many of these units has taken place. Additionally, neighborhood involvement has helped direct Borough improvements to projects most needed by neighborhood residents.

Both Pleasureland and the Colony neighborhoods, as a result of the above mentioned neighborhood involvement,

have been the recipients of Borough improvements including drainage improvements, paving, curbing and park improvements.

Finally, the Tanglewood Association located at the end of Bailey Court consists of approximately 22 homes. Although the residents own the home in which they live, ownership of the land is retained by a homeowners association. This site was originally established as a summer community. Located largely in the floodplain, these small one and two bedroom homes are constructed on small plots and are in dire need of rehabilitation. Chronic septic system malfunction is a major problem here as with the other floodplain neighborhoods.

To date, substantial positive change has occurred within these communities since the 1988 Master Plan revision; as a result of pride of ownership and Borough involvement in drainage and street improvements. Attempts to take advantage of the New Jersey Neighborhood Preservation Program have not yet been successful; in spite of the Borough's documented commitment to improve these neighborhoods. The Bergen County Community Development Program runs a rehabilitation program that funds the rehabilitation of

low and moderate income homes. To date few households in these neighborhoods have availed themselves of this program.

The density within the Borough has increased as the number of housing units have increased. In 1990, the density was 459 units per square mile. The densities for the surrounding communities are shown in Table 6.

TABLE 6
DENSITY OF HOUSING UNITS

<u>Municipality</u>	<u>Number of Housing Units Per Square Mile</u>
OAKLAND	459
Mahwah	277
Franklin Lakes	322
Wyckoff	799

Source: 1990 U.S. Census

Income Characteristics

The average Oakland household income in 1989 was \$63,384. Per capita income was \$23,557. Table 7 shows the Borough's income distribution.

Table 7

HOUSEHOLD INCOME DISTRIBUTION - 1989

<u>Income</u>	<u>Number Households</u>
Less Than \$10,000	95
\$10,000-\$14,999	98
\$15,000-\$24,999	234
\$25,000-\$49,999	886
\$50,000-\$74,999	1,108
\$75,000 or More	<u>1,514</u>
TOTAL	3,935

Source: 1990 U.S. Census

PHYSICAL CHARACTERISTICS

Introduction

A study of the physical features of Oakland is important when we consider that the nature of the soils and the topography dictate to a considerable degree the extent to which development is possible in the future. The capacities of the different soils, the drainage characteristics of these soils and the topography of the Borough aid in determining the type and density of land use that is advisable in the future in the various sections of the Borough. An understanding of these items in conjunction with the analysis of other reports helps guide the planning of Oakland's future.

Bergen County is located in the northeastern corner of New Jersey. It is a County of some 246 square miles

which lies almost entirely in the Piedmont Plateau. Only a small area in the northwest portion of the County, which includes that part of Oakland west of the Ramapo River, is situated in the Highland division of the Appalachian geographic province. This western one-third of Oakland is a rather rugged area of massive hills oriented roughly in a north-south direction. The valley of the Ramapo River defines the western edge of a broad plain running through the center of Bergen County. On the east, the Ramapo Valley is bordered by a relatively low, broad ridge which develops into gently rolling hills and intertwining flat valleys. Oakland occupies 9.10 square miles in total. The Borough lies in the western section of Bergen County and is bisected by the Ramapo River Valley in a north-south direction.

Topography

As indicated above, Oakland is divided into two general regions by the Ramapo River. The area to the west of the river is generally rugged with massive hills. The area to the east of the river is generally rolling and hilly. The valley of the Ramapo River is relatively flat and subject to periodic flooding. An examination of these conditions is an extremely vital element for

proper planning in Oakland together with an analysis of the topography which indicates the best location of such facilities as sewer lines, water storage tanks and roads. Lands which are excessively steep, for example, hinder development and often prevent certain types of uses completely. The low lying areas, on the other hand, which are subject to periodic flooding also deter certain uses because both of the general soil and poor drainage conditions as well as the danger of flooding. Almost the entire portion of Oakland located west of the Ramapo River has ground slopes in excess of 10% while close to one-half of this same area is in excess of 20%. On the other hand, although about one-third of the Borough's land area east of the river is in slopes in excess of 10%, only a few spotted areas have slopes over 20%. These isolated areas can be found mainly in the southeastern section of the Borough situated along the Borough's border with the Township of Wayne.

With this general picture of the physical features that affect the overall development of the Borough, it is not difficult from the point of view of topography alone, to envision the difficulties and hence the slowness with which the western portion of the Borough has developed. Conversely, the more subdued and less

hostile topographic conditions east of the river have attracted and encouraged the bulk of the Borough's development.

Wetland Areas

The National Wetlands Inventory, prepared by the United States Department of the Interior, Fish and Wildlife Service, provides the most comprehensive inventory of wetland areas for all the municipalities in the State of New Jersey. The wetland data was prepared using remote sensing techniques and field investigations for wetlands identification and mapping. Once suitable high-altitude photography was obtained, the following steps were used in preparing the wetland maps: 1) field investigations, 2) photo interpretation, 3) review of existing wetland information, 4) quality assurance, 5) draft map production, 6) interagency review of draft map production, and 7) final map production.

The Service specifically defines wetlands as follows:

"Wetlands are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this classification wetlands must have one or more of the following three attributes: 1) at least periodically, the land supports predominantly hydrophytes; 2) the substrate is predominantly

undrained hydric soil; and 3) the substrate is nonsoil and is saturated with water or covered by shallow water at some time during the growing season."

Generally, wetlands lie between the well drained, rarely flooded uplands and the permanently flooded deep waters of lakes, rivers and coastal embayments. Wetlands generally include the variety of marshes, bogs, swamps and bottomland forests that occur throughout the country. They usually lie in upland depressions or along rivers, lakes and coastal waters where they are subject to periodic flooding. Some wetlands, however, occur on slopes where they are associated with ground-water seeps.

In general, there are 6 types of wetland soils in Oakland. These are classified as follows:

1. Palustrine Open Water
2. Palustrine Scrub/Shrub Broad Leaf-Decidious
3. Palustrine Forested Broad Leaf-Decidious
4. Palustrine Emergent
5. Riverine Lower Perennial Open Water
6. Lacustrine Limnetic Open Water

The Palustrine System consists of freshwater marshes, bogs, swamps and bottomland forests. The majority of New Jersey wetlands are classified as belonging to this system. They represent the most floristically diverse

group of wetlands in the State. This collection of wetlands is subject to a wider range of water regimes than wetlands of other systems. The more common water regimes include permanently flooded, semipermanently flooded, seasonally flooded and temporarily flooded.

The Riverine System encompasses all of New Jersey's freshwater rivers and their tributaries, including the freshwater tidal segment of the Delaware River and other large coastal rivers where salinity is less than 0.5 ppt. This system is dominated by deepwater habitats, with wetlands occurring between the river bank and deep water. These wetlands are restricted to nonpersistent emergent wetlands, aquatic beds and unvegetated shallow water or exposed areas.

The Lacustrine System is principally a deepwater habitat system of lakes, reservoirs and deep ponds. Wetlands are generally limited to shallow waters and exposed shorelines.

Flood Hazard Areas

Water bodies cover approximately 0.15 square miles of area and present obvious limitations for development within their boundaries. The areas subjected to

flooding are delineated on the FEMA maps prepared by the United States Department of Housing and Urban Development. The flood hazard map, based on the 100 year flood, shows the limits of flooding for the Ramapo River and a number of its tributaries.

Surface Water Classification

Surface Water Quality Standards (N.J.S.A. 13:D-1 et seq.) constitutes the rules of the Department of Environmental Protection and Energy with respect to the protection and enhancement of surface water resources, class definitions and quality criteria. The Ramapo River and many of its tributaries including Little Pond Brook are presently classified as FW2-TP which means these water bodies are Trout Production water bodies.

IMPLICATIONS FOR PLANNING

The basic studies element of the master plan outline historical and existing land use and demographic conditions in the Borough of Oakland. Planning for future development within the Borough must rely on the analysis of basic studies information in order to make informed and rational planning decisions.

The physical land use pattern of the Borough has been

established for many years, and any proposed land use plan must recognize this and look toward subtle changes in zoning requirements to foster redevelopment and/or in-fill development.

The physical characteristics of Oakland show substantial areas of environmental sensitivity. Flood plains, wetlands, steep topography, etc. today play an important part in development capacity of the land. Any land use plan must recognize these limitations on development capacity and suggest development strategies that will respect and protect these sensitive areas.

As the Borough's population has declined over the last decade, so has school enrollment. Senior citizen resident population has climbed over the last decade. Providing essential services to residents is a primary function of any municipality. These service needs change as the demographic profile of a municipality changes. The analysis of detailed demographic information, provided herein, enables the Borough to make proper planning decisions.

HOUSING PLAN ELEMENT

INTRODUCTION

The Supreme Court of New Jersey in its Mount Laurel II decision of January, 1983, mandated that every municipality must provide a realistic opportunity for the construction of housing units affordable to lower income households. Lower income households are defined as households whose annual income are 80 percent or less than the average income for the region.

The enactment of the Fair Housing Act on July 2, 1985 established the Council on Affordable Housing which has primary jurisdiction for the administration of the housing obligations throughout the State. The nine member Council's mandate, as set forth by the Fair Housing Act, is to determine housing regions of the State, estimate present and prospective need for low and moderate income housing in the State and at the regional levels, provide population and housing projections for the State and housing regions and adopt criteria and guidelines for municipal determination of its present and prospective fair share of the housing need in a given region, including adjustment factors.

According to the Act, a municipality desiring to

participate must adopt a resolution of participation which endorses the housing element and fair share plan and requests participation in the Council's administrative process. The housing element, as part of the Borough's Master Plan, shall be prepared pursuant to the Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.), N.J.S.A. 52:27D-310 and N.J.S.A. 5:92-1.4. The components of the Borough's responsibility in preparing its housing element are as follows:

1. An inventory of the Borough's housing stock by age, condition purchase/rental value, occupancy and type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated.
2. A projection of the Borough's housing stock, including the probable future construction of low and moderate income housing, for the next six years, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands.

3. An analysis of the Borough's demographic characteristics, including, but not limited to, household size, income level and age.
4. An analysis of the existing and probable future employment characteristics of the Borough.
5. A determination of the Borough's present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing.
6. If a development fee is imposed pursuant to N.J.A.C. 5:93-8, a copy of the spending plan shall be included.

Additional information, as set forth below, may be required by the Council on Affordable Housing.

1. A consideration of the lands that are most appropriate for construction of low and moderate income housing and of the existing structures appropriate for conversion to, or rehabilitation

for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

2. A map of all sites designated by the Borough for the production of low and moderate income housing and a listing of each site that includes its owner, acreage, lot and block.
3. The location and capacity of existing and proposed water and sewer lines and facilities relevant to the designated sites.
4. Copies of necessary applications for sewer service and water quality management plans submitted pursuant to Section 201 and 208 of the Federal Clean Water Act, 33 U.S.C. Article 1251, et.seq.
5. A copy of the most recently adopted Borough Master Plan and the immediately preceding, adopted Master Plan.
6. A copy of appropriate New Jersey Freshwater Wetlands maps where available. Where not

available, appropriate copies of the National Wetlands Inventory maps provided by U.S. Fish and Wildlife Service for designated sites.

7. A copy of appropriate USGS Topographic Quadrangles for designated site.
8. Any other documentation as may be required by the Council.

POPULATION

Population Characteristics

Historically, the Borough of Oakland's population has grown slowly, but steadily with the exception of a spurt of growth between 1950-1960. Table 8 illustrates the historical population trends of Oakland and the surrounding Bergen County communities.

TABLE 8

HISTORICAL POPULATION TRENDS

<u>Year</u>	<u>Oakland</u>	<u>Mahwah</u>	<u>Franklin Lakes</u>	<u>Wyckoff</u>
1920	497	2,081	383	1,288
1930	735	3,536	893	3,001
1940	932	3,827	1,203	3,924
1950	1,817	4,880	2,021	5,590
1960	9,446	7,376	3,316	11,205
1970	14,420	10,800	7,550	16,039
1980	13,443	12,127	8,769	15,500
1990	11,997	17,905	9,873	15,372

Source: 1980, 1990 U.S. Census

Reasons for the Borough's rapid growth between 1950-1960 include the area's changing characteristics from rural to suburban, reasonable housing costs and its strategic location in an automobile-oriented and growing suburban region served by Routes 208 and 202. Since 1970, the Borough's population has in fact declined by 2,423 persons.

The age group characteristics based upon the 1980 and 1990 U.S. Census are shown in Table 9. Contrasting 1980 characteristics with 1990 characteristics enables the reader to discern the general shifts and trends within the Borough.

TABLE 9
POPULATION AGE CHARACTERISTICS 1980-1990

<u>Age</u>	<u>Total</u>	<u>1980</u> <u>% of Total</u>	<u>1990</u> <u>Total</u>	<u>% of Total</u>
Pre School (0-4)	818	6.1	818	6.8
Grammar School (5-13)	1,962	14.6	1,303	10.9
High School (14-18)	1,526	11.3	792	6.6
Young Adult (19-34)	3,242	24.1	2,757	23.0
Adults (35-59)	4,692	34.9	4,517	37.7
Seniors (60+)	<u>1,203</u>	<u>8.9</u>	<u>1,810</u>	<u>15.1</u>
TOTAL	13,443	100.0	11,997	100.0

Source: 1980, 1990 U.S. Census

Demographic composition of Oakland's 1990 population shows subtle shifts from those of 1980; with the exception of the senior population. First, preschool age children remained static, while school age children decreased from 3,488 to 2,095, a 40% or 1,393 person

loss. Secondly, the young adult population decreased slightly, but remained constant as a percentage related group. Thirdly, the adult population declined minimally and lost a total of 175 persons, but increased as a percentage. Finally, the senior citizen population experienced the only rise in population with 607 individuals added to that group.

Projection of Population

The average household size in Oakland in 1990 was 3.0 persons per household. As a result of two settlements with builders, the Borough of Oakland has rezoned two sites to permit higher density single family attached housing and multi-family housing. These approved settlements, if built, would greatly affect the existing population and housing balance. In addition to these higher density developments, it is anticipated that the development of single family residential homes will continue consistent with the last several years.

Based upon the Bergen County Department of Planning and Economic Development, an increase in the Borough's population to approximately 17,000 is anticipated by the year 2010.

It is our opinion that the County's projection is an extremely high projection as it represents an increase of 5,013 or 42% over the 1990 Census population of 11,997. Based upon the number of Mount Laurel settlement housing units now enabled by Ordinance and a projected growth rate of single family homes consistent with that of the 1980-1990 decade, we realistically calculate and project that the population increase between now (1994) and 2010 will not exceed 3,000 persons, for a projected 2010 total population of approximately 15,000 residents.

HOUSING

Housing Characteristics

The dominant housing type within the Borough is that of the single family residence. In 1990, the number of housing units in Oakland was 4,019, of which 97% or 3,891 were single family attached or detached units. The remaining 3% or 128 units were found in multifamily structures.

Most housing in the Borough is owner-occupied with 3,586 units owner-occupied and 321 renter-occupied.

In 1990 the median value of an owner-occupied

residence was \$214,300, with most residences valued at between \$150,000 - \$300,000. Table 10 shows the value breakdown of these units.

TABLE 10

SPECIFIED OWNER-OCCUPIED HOUSING UNIT BY VALUE

<u>Value</u>	<u># of Housing Units</u>	<u>Percent</u>
Less Than \$15,000	3	0.1
\$15,000-\$24,999	4	0.1
\$25,000-\$39,999	5	0.1
\$40,000-\$49,999	2	0.1
\$50,000-\$74,999	17	0.5
\$75,000-\$99,999	153	1.6
\$100,000-\$149,999	176	5.3
\$150,000-\$199,999	1,121	33.5
\$200,000-\$299,999	1,532	45.8
\$300,000 & Greater	<u>431</u>	<u>12.9</u>
TOTAL	3,344	100.0

Source: 1990 U.S. Census

A summary of the age of residential structure indicated by year built is presented in Table 11.

TABLE 11

AGE OF HOUSING UNIT BY YEAR BUILT

<u>Year Built</u>	<u>Number of Units</u>	<u>Percent</u>
Pre 1940	349	8.7
1940-1949	333	8.3
1950-1959	1,604	39.9
1960-1969	1,456	36.2
1970-1979	198	4.9
1980-1989	<u>79</u>	<u>2.0</u>
TOTAL	4,019	100.00

Source: 1990 U.S. Census

Approximately 8% or 349 housing units were built by 1939 and over 50% of all housing units were built prior to 1960. Only 7% of the Borough's housing stock was constructed over the last twenty years.

Housing Projections

As an integral part of the municipal housing element, the Fair Housing Act requires a projection of the Borough's housing stock to be made. This projection includes the probable future construction of low and moderate income housing for the next six years taking into account, but not limited to, construction permits issued, approvals for development and probable development of lands.

Expansion of Oakland's housing stock, over the next six years, will be governed by market conditions and will likely include single family residential development and multi-family residential development. The pace of single family residential construction within the Borough over the last decade was slow; as only 79 single family housing units were built. Economic and market conditions, coupled with the lack of infrastructure and lack of developable land makes

forecasting future development a difficult task.

If the Borough develops single family residential units at the same pace as the previous decade, a total of 88 single family units will be constructed in the next ten years. Coupled with the three builder remedy settlement projects of Riverbend, Bi-County and FRG/Pagano for 1016 multi-family units, the Borough has the practical potential to add an additional 1104 units to its housing stock by the year 2010.

INCOME CHARACTERISTICS

The average Oakland household income in 1989 was \$63,384. Of the 3,935 households in the Borough, 759 or 19% were classified as low/moderate (193 as low and 566 as moderate). Table 12 shows the Borough's income distribution by poverty status. Status is established for a household of three.

Table 12

HOUSEHOLD INCOME DISTRIBUTION - 1990

<u>Income</u>	<u>Status</u>	<u># of Households</u>
Less than \$10,000	Low	95
\$10,000-\$24,999	Low	98
\$25,000-\$39,999	Moderate	566
\$40,000 or More	Upper	3,176
TOTAL		3,935

Source: 1990 U.S. Census

The low and moderate income household limits, as set forth by the U.S. Department of Housing and Urban Development (HUD), are presently used by COAH for the administration of the housing program. Low and moderate income households are defined as those households whose income falls below 50% and 80%, respectively, of the area's median income.

The most recent HUD income limits for Bergen County are indicated in Table 13. The affordability criteria currently used is 30% gross income for renter-occupied units and 28% gross income for owner-occupied units.

Table 13

INCOME LIMITS FOR LOW/MODERATE INCOME HOUSEHOLDS - 1992

<u>Household Size</u>	<u>Low Income Level</u>	<u>Moderate Income Level</u>
1	\$18,865	\$30,184
2	21,560	34,496
3	24,255	38,808
4	26,950	43,120
5	29,106	46,570
6	31,262	50,019
7	33,418	53,469
8	35,574	56,918

Source: 1992 HUD Eligible Income by County, adopted by COAH 7/1/92

EMPLOYMENT

Employment Characteristics

Of a total labor force in the borough of 7,013 only 210 or 3% were unemployed in 1989. As indicated in Table 14, approximately 82% of all persons employed have traditional white collar jobs, while a minority of the labor force, 8%, is employed in traditional blue occupations.

Table 14

EMPLOYED PERSONS BY OCCUPATION - 1989

<u>Occupation</u>	<u># of Persons Employed</u>
Managerial/Professional	2,640
Technicians	284
Sales	955
Administrative	1,223
Service	471
Farming	28
Precision Production	721
Machine Operators	174
Transportation	187
Laborers	<u>120</u>
TOTAL	6,803

Source: 1990 U.S. Census

Jobs have continued to increase at a steady rate over the last ten years. Table 15 shows the detailed employment growth of Oakland.

Table 15

PRIVATE SECTOR EMPLOYMENT 1980-1989

<u>Year</u>	<u>Total Employment</u>
1980	3,333
1981	3,432
1982	3,475
1983	3,982
1984	4,555
1985	4,591
1986	5,245
1987	5,614
1990	6,803

Source: New Jersey Department of Labor

Employment Projections

Continued development of large scale commercial/office/industrial development is dependent upon the economy and the availability of vacant developable lands. As provided in the Economic Development Plan section of this Master Plan, employment growth over the next decade is projected to be 2,958.

DETERMINATION OF OAKLAND'S PRESENT AND PROSPECTIVE FAIR SHARE FOR LOW AND MODERATE INCOME HOUSEHOLDS

Introduction

The Council on Affordable Housing has issued its second six year fair share numbers for the period from 1993-1999. The new projections by the Council take into

consideration the relationship between the previous and future estimates of need. With the advantage of being almost through the 1987-1993 projection period, the Council has adjusted the 1987-1993 prospective need based on the best estimates of growth that actually occurred.

Under the approach considered by the Council, the 1987-1993 prospective housing need has been reduced. As a result, the Council's methodology results in 1987-1999 estimates of housing needs. The resulting individual municipal obligation (precredited need) may be reduced based on the realistic opportunity created by the municipality in addressing its 1987-1993 fair share obligation and any eligible new construction credits awarded for activity between April 1, 1980 and December 15, 1986.

Housing regions have been reorganized. Sussex County has been added to the housing region that also includes Bergen, Passaic and Hudson Counties. Warren County has been added to Morris, Essex and Union County housing region; and Mercer County has been added to the Monmouth and Ocean County housing region. These changes are consistent with the Fair Housing Act in

that they consist of no less than two and no more than four contiguous counties and they conform to a great extent to the primary metropolitan statistical areas.

The Council has allocated regional need to municipalities based upon regional shares of equalized assessed value on non-residential ratables, undeveloped land and median income. The equalized factor replaces covered employment.

Before arriving at the calculated need, the municipal obligation may be limited in two ways. The municipal obligation may be limited by the Council's estimate of undeveloped residential land in the municipality. This limit or cap is used to develop a closer relationship between the calculated need and the municipality's capacity to address the need. The is limit or cap is not a substitute for the adjustment process.

A municipality shall utilize the adjustment process whenever it believes it lacks the capacity to address the calculated need.

Municipal need for new construction shall not exceed 20 percent of the 1993 housing stock. The 20 percent

limitation prevents a municipality's housing stock from increasing by more than 100 percent as a result of inclusionary development that results in 20 percent set aside for low and moderate income housing.

Borough of Oakland's Fair Share Obligation

The Borough of Oakland's fair share obligation has been summarized in Table 16.

TABLE 16

SUMMARY OF THE BOROUGH OF OAKLAND'S
FAIR SHARE OBLIGATION
1993-1999

1993	Indigenous Need	10
1993	Reallocated Present Need	<u>101</u>
	TOTAL	111
1993	PRESENT NEED	111
1993-1999	PROSPECTIVE NEED	<u>68</u>
	TOTAL	179
TOTAL 1993-1996 PRESENT AND PROSPECTIVE NEED AS ESTABLISHED BY COAH ROUNDS TO		180
PRIOR CYCLE (1987-1993) PROSPECTIVE NEED OUTSTANDING		<u>48</u>
TOTAL OUTSTANDING 1987-1999		228
PRESENT AND PROSPECTIVE NEED FORMULA ADJUSTMENTS		
	Total Outstanding Need 1987-1999	228
	Demolitions	+ 5
	Filtering	- 2
	Conversions	- 1
	Spontaneous Rehabilitation	- 7
	Reductions	- <u>222</u>
	TOTAL	1
COAH'S 1993-1999 CALCULATED NEED		0

The formula reductions of 222 units takes into consideration the Borough of Oakland's legal settlements with three developers and the Council's best estimate on the growth that actually occurred in Oakland during the 1987-1993 period. As a result, the Council on Affordable Housing has established the Borough of Oakland's fair share obligation as 0 for this second allocation period.

LAND USE PLAN ELEMENT

INTRODUCTION

As Oakland is a substantially developed community, with the exception of vast undeveloped environmentally sensitive lands on the west side of the Ramapo River, the following reexamination of the 1988 land use plan of the Borough's Master Plan will consist of an in-depth documentation and analysis of existing land use patterns in several selected Planning Areas.

The objective of this approach is to provide a comprehensive understanding of existing land use patterns in order to reaffirm, question and revise, if necessary, the Master Plan Land Use designations contained within the current 1988 Master Plan.

The Land Use Plan element developed herein will analyze and utilize the updated information and land use data collected during the Basic Studies phase of the Master Plan reexamination process. Within the framework of the geographic areas within the Borough selected for detailed study, existing land uses have been identified and documented in the field on a lot by lot basis. A detailed comprehensive lot and block base map, entitled Planning Area Analysis Map has been prepared to serve

as the basis for the detailed study.

The Land Use Plan will project future full or optimized development in several selected Planning Areas. These projections can be quantified in terms of acreage, square feet of commercial or industrial development or number of persons generated by residential development.

Eight planning areas have been identified and delineated on the Planning Area Analysis Map and Supplemental Planning Area Analysis Map. The boundaries of these planning areas have been selected to coincide with separate identifiable sections of the Borough as they relate to land use character, circulation characteristics, topography and other natural features, such as, the Ramapo River and current land use and zoning classifications.

Both land use patterns and existing land use conditions will be evaluated within each planning area. Vacant and potentially redevelopable parcels of land will be analyzed in order to formulate and identify alternative future land use recommendations to be presented to the Planning Board review, discussion and final recommendation.

The eight study areas selected, total 2,919 acres of land area, comprising 50% of the Borough's total land area of 5,824 acres. The areas not selected for detailed study are the fully developed single family residential neighborhoods. These areas have been discussed at length in the 1988 Master Plan and no changes are contemplated.

A total of 599 separate parcels of land have been reviewed, documented and categorized. Table 17 summarizes the land area for each planning area.

TABLE 17

SUMMARY OF PLANNING AREA CHARACTERISTICS

<u>Planning Area</u>	<u>Number of Parcels</u>	<u>Total Area</u>	<u>Vacant (Private)</u>
1	39	419.38	84.86
2	180	617.85	390.94
3	33	167.23	142.23
4	53	191.38	55.10
5	177	211.51	27.17
6	57	63.46	
7	7	101.43	29.84
8	53	1,358.05	394.12
TOTAL	599	2,918.78	1,124.26

PLANNING AREA #1 - PA-1

Land Use and Locational Characteristics

PA-1 is located in the southwestern quadrant of the Borough, west of the Ramapo River. It is bounded by West Oakland Avenue on the east; the Borough of Pompton Lakes to the south; the Borough of Wanaque to the west; and State of New Jersey parkland to the north.

PA-1 land uses are summarized below in Table 18.

TABLE 18

PLANNING AREA 1 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Industry	32.60/ 8	18
Single Family Dwelling	5.64/ 1	9
Vacant	84.86/ 20	8
Public/Quasi-Public	214.39/ 51	3
Partially Dev. (Industry)	81.89/ 20	<u>1</u>
TOTAL	419.38/100	39

PA-1 consists primarily of a light industrial developed area located in the southwestern corner of the Borough. It is 419.38 acres in area. More than half of its total area, 214 acres, are vacant and owned by the State of New Jersey. These State owned lands are located at the north and south ends of the Planning Area and are an integral part of the State parkland system.

Current light industrial activities are located on 18 separate parcels, totaling 32.60 acres in area. Vacant industrially zone parcels of land total 84.86 acres. Prior to construction of I-287, these lands were characterized by extremely steep topography and had limited development potential. As part of the I-287 construction process, most of a 81.89 acres site known as the Dewey Tract was substantially cleared and regraded to create three potential development pads arranged in a tiered fashion as the topography slopes up from I-287. This area is accessed by the improved relocated extension of Mueller Road.

Zoning

The lands within PA-1 are divided into three zone districts. The C-Conservation District, covering the State owned lands, permits single family residential development on 5 acre lots. The CO Corporate Office District, covering the aforementioned Dewey Tract, permits professional, administrative and medical offices, research laboratories, and hotels. The I-1 Industrial District, covering the active industrial uses and vacant parcels that make up the remaining 20% of the planning area, permits open storage yards, research laboratories, truck terminals, refrigerating

plants, warehouses, and dry cleaning facilities.

Current Master Plan Designation

The present zoning of PA-1 is consistent with the current Master Plan. Specifically, the Corporate Office district was created as a result of the adopted 1988 Master Plan.

Land Use Plan and Future Development Options

The physical presence of I-287 has separated this industrial area into two distinct parts, the developed I-1 Light Industrial portion on the east side of I-287 and the undeveloped tiered sites on the westerly side of I-287. This physical and visual separation raises the question of whether or not the corporate office zoned site should remain as such. Several impediments exist to the successful development of this site for corporate office use. These impediments are as follows:

1. Access to the sites through a heavy/light industrial park complete with above ground storage tanks and outdoor storage facilities creates a less than attractive entrance environment for corporate office headquarters.
2. Lack of infrastructure facilities makes corporate office development highly unlikely for many years to come.

3. The newly created access to the largest of the corporate office sites is steep. Large number of employees using such an access drive would be difficult and possibly hazardous. Additionally, Mueller Road itself may not be able to handle the increased traffic resulting from large scale office development.

As a result, options for this site are limited. The site can either remain zoned for corporate office use or be redesignated for light industrial use.

State owned land is presently zoned Conservation and should remain as such. The industrial park with its few remaining vacant lots should remain zoned for light industrial use.

Recommended Amendments to the Land Use Plan Element and Comprehensive Master Plan Map

A 7.35 acre parcel located in the extreme southwestern section of PA-1 has been effectively separated from the parent Corporate Office/Industrial site by the completion of I-287. The Land Use Plan recognizing this site's proximity to the existing industrial development recommends retaining this site for light industrial use. It is presently occupied with a structure and is compatible with the surrounding industrial development.

In order to provide flexibility and enhance chances for future development, it is recommended the Dewey Tract be zoned for a combination of light industrial/office use.

The Plan further recommends that the Borough's zoning ordinance for the I-1 be reviewed with the objective of encouraging industrial development and redevelopment of significantly higher quality uses in this district.

The Land Use Plan has also reviewed the Professional Office district located on the fringe of the PA-1 along West Oakland Avenue. With the completion of I-287, the western side of West Oakland Avenue and approximately one third of the district was absorbed by I-287. The Master Plan recommends retaining the existing professional office designation as it presently exists in the zoning ordinance.

This zone would begin from the north at the junction of West Oakland Avenue and Skyline Drive and end at the intersection of the railroad crossing and West Oakland Avenue. The area to the south along West Oakland Avenue that is presently designated for professional office should be absorbed into the surrounding

industrial zone.

PLANNING AREA #2 - PA-2

Land Use and Locational Characteristics

PA-2 is located east of the Ramapo River; north of the Township of Wayne boundary; and south of Spruce Street encompassing both sides of Ramapo Valley Road and a short distance east along both sides of Long Hill Road.

A breakdown of land uses in PA-2 is summarized below in Table 19.

TABLE 19

PLANNING AREA 2 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Single Family Dwelling	139.21/23.0	99
Multi-family Res.	4.92/ 0.8	1
Commercial	30.40/ 4.9	21
Office	11.69/ 1.8	6
Public/Quasi-Public	40.69/65.0	12
Vacant	<u>390.94/63.0</u>	<u>16</u>
TOTAL	617.85/100.0	180

PA-2 possesses a mixed land use pattern characterized by a retail and service commercial office environment and several peripheral residential uses located on the southerly portion of the planning area. This area serves as the Borough's southern commercial core area consisting of the Long Hill Mall and surrounding

supportive smaller commercial and somewhat larger scale office uses.

This planning area comprises 210 total acres. The largest use category are vacant parcels which total 16 in number. Commercial and office activities total slightly more than 32 acres.

The vacant parcels of land fall into two major physical categories; the steep area located to the south of the Long Hill Mall and the F.R.G. tracts of land located across Route 202 to the north of the Long Hill Mall. These lands are low lying and area dominated by the Ramapo River floodplain.

Zoning

PA-2 is divided into several zoning districts, a B-2 Zone on Ramapo Valley Road, an AH Zone on the F.R.G./Pleasureland site, and the Bi-County site which is zoned AH-2. A CO Corporate Office Zone remains to the south of Stone Fence Post Road and an RA-1 Single Family Residence Zone west of Stonefence Road and south Post Road.

The AH Zone permits high density multi-family

residential development with a 20% set aside for low and moderate income households. This site has an approved site plan for 252 housing units including 50 low and moderate income units. The AH-2 Zone permits high density multi-family residential development which shall not exceed 370 housing units, of which 50 shall be available for low and moderate income families.

The B-2 zone permits office development, retail sales, gas stations, printing shops and nurseries. No residential uses of any kind are permitted in this district. As a result, several non-conforming residences are interdispersed throughout this zone in the PA-2.

The Corporate Office district permits professional offices, administrative offices, research and development and laboratories, and hotels.

Current Master Plan Designation

Generally, the zoning and existing land use is consistent with the 1988 Master Plan. However, several small individual sites remain non-conforming with the zoning ordinance and inconsistent with the 1988 Master Plan.

Land Use Plan and Future Development Options

Options for PA-2 remain limited by the existing development pattern of the area. Long Hill Mall and the adjacent commercial and office uses form the non-residential anchor of southern Oakland. However, several key sites remain vacant.

Potential options for the FRG/Pleasureland site consist of leaving the zoning intact and thus continuing the status quo for the site or entertaining the notion of rezoning the site for commercial or office development. It should be noted that any land use recommendation for rezoning would also include the 50 low and moderate income housing units as part of this site's Mt. Laurel obligation.

Additionally, the Board may wish to review the existing situation along the southernmost terminus of Ramapo Valley Road. While zoned B-2, the land area south of the "diner" consists almost exclusively of vacant steep sloped land and single family homes. An option for this isolated area might be designating it for single family residential development.

Recommended Amendments to the Land Use Plan Element and
the Comprehensive Master Plan Map

Located within the PA-2 are two large vacant parcels of land totalling, 40 acres and 98 acres, respectively. Constrained by moderate to severe topography, the Land Use Plan recommends designation of both sites for low density single family residential development on one acre lots, which is consistent with current Master Plan and Zoning Ordinance. Additionally, the Plan recommends, as a conditional use, the designation of these parcels for life care facilities.

A life care facility is any residential development providing efficiency or one-bedroom dwelling units with common dining, recreation, and medical or nursing home facilities for persons in excess of 60 years of age. If implemented by Borough Council, it is recommended that this use be treated and controlled as a Conditional Use in the Zoning Ordinance. Any Conditional Use Zoning Ordinance would provide for specific criteria that would protect the environmental sensitivity of these parcels while providing a needed service and alternative living arrangement for senior citizens.

PLANNING AREA #3 - PA-3

Land Use and Locational Characteristics

PA-3 is located in the southern section of the Borough east of Ramapo Valley Road; north of Long Hill Road; south of Grove Street and west of the McBride Industrial Park.

A summary of the land uses in PA-3 are listed in Table 20 below.

TABLE 20

PLANNING AREA 3 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Single Family Dwelling	25.00/ 15	19
Vacant	142.23/ 85	14
TOTAL	167.23/100	33

The major land use in PA-3 consists of vacant land. Most of this land mass is commonly known as the Hovan Tract. It encompasses virtually all of the interior of PA-3. The remaining land use in this planning area consist of single family residences located along Long Hill Road.

Zoning

Presently, the entire planning area is zoned RA-1 permitting single family residential development on one

acre sites.

Current Master Plan Designation

The 1988 Master Plan designated the interior of PA-3 for industrial development anticipating the continuation of McBride Industrial Park into this area. Additionally, the residential sites adjacent to Long Hill Road and peripheral to the interior were designated for low density single family residential development.

Land Use Plan and Future Development Options

The residential zoning of the existing and vacant land along Long Hill Road is consistent with the established nature of the developed single family residences. The developed status of this neighborhood does not warrant any proposals for changing the existing development pattern.

The interior of PA-3 is presently zoned RA-1 and the 1988 Master Plan recommended the area be rezoned for industrial use. While environmental constraints, in the form of moderate slopes and localized wetlands, exist on the vacant site, it should also be noted that man-made impacts are exhibited here in the form of soil

mining which occurred some years ago. The site is surrounded by residential neighborhoods, an industrial park and a commercial district. Development of this site will impact all these neighborhoods. Careful review of the land forms, the previous Master Plan and the surrounding uses results in the following options for this site:

1. Retain the existing RA-1 zoning permitting only single family residential development on one acre lots.
2. Retain a modified single family residential zone recommendation for the site, but recognizing the environmental constraints attendant to the site and the surrounding non-residential land uses, permit single family cluster development. Cluster development can take several forms, for example, without increasing the overall density for the site, lots could be reduced in size to 30,000 square feet, thus reducing the overall disturbance and development of the area.
3. Retain the industrial use recommendation of the 1988 Master Plan recognizing the size of the site, its ability to be developed for industrial use, its isolation from surrounding neighborhoods and its ease of access through the McBride Industrial Park.

Recommended Amendments to the Land Use Plan Element and the Comprehensive Master Plan Map

Considering the environmental sensitivity of much of the lower portion of this planning area, the Land Use Plan recommends that all but approximately 10 acres of

it be designated for low density single family residential development with a cluster option to encourage development in appropriate locations at appropriate densities throughout the area. The remaining ten acre portion of the area is located at the end of Thorton Road adjacent to McBride Industrial Park. The topography and existing site conditions are similar to the existing industrial park. This site can be easily assimilated into the park to provide for a moderate expansion of McBride Industrial Park without impacting the surrounding environment or established single family residential neighborhoods. Transition slopes will be included in the required buffers.

It is also recommended that the 8 acre area designated for senior housing in the 1988 Master Plan be retained as a preliminary land use concept, subject to future detailed alternative site studies now being considered by the Borough Council.

PLANNING AREA #4 - PA-4

Land Use and Locational Characteristics

PA-4 is located in the southeastern corner of the Borough. It is commonly known as McBride Industrial Park and is north of Long Hill Road and west of the

Borough of Franklin Lakes boundary.

A summary of land uses in PA-4 is listed in Table 21 below.

TABLE 21

PLANNING AREA 4 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Industry	125.49/ 66	30
Single Family Dwelling	7.80/ 4	11
Public/Quasi-Public	2.99/ 2	2
Vacant	<u>55.10/ 29</u>	<u>10</u>
TOTAL	191.38/100	53

The land uses along Long Hill Road are established single family residences, with the exception of a parcel owned by the Borough of Oakland. The uses within the park are consistent with a growing and developing industrial park. Additionally, a Borough fire department substation is located in the park, consistent with the needs of a large industrial park.

Zoning

The lots directly adjacent to Long Hill Road are zoned RA-1 single family residential, which permits single family residential development on one acre lots. The entire industrial park is zoned IP industrial park,

permitting professional offices, commercial printing shops, research laboratories and warehouses.

Current Master Plan Designation

The 1988 Master Plan designated the lots adjacent to Long Hill Road for low density residential development and McBride Industrial Park for industry.

Land Use Plan and Future Development Options

The general health and continued development of the industrial park limits reasonable future development options to the continuation of the existing industrial designation and zoning. Similarly, the residential development along Long Hill Road is virtually complete and forms a cohesive neighborhood.

Recommended Amendments to the Land Use Plan Element and Comprehensive Master Plan Map

The Land Use Plan does not recommend any changes to this planning area.

PLANNING AREA #5 - PA-5

Land Use and Locational Characteristics

PA-5 is located along both sides of Ramapo Valley Road, generally south of Oak Street and north of Fir Court.

A summary of land uses is listed below in Table 22.

TABLE 22

PLANNING AREA 5 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Single Family Dwelling	65.75/ 30	132
Multi-Family Res.	0.58/ 1	2
Industry	16.38/ 8	7
Commercial	13.15/ 6	3
Commercial/Residential	4.39/ 2	3
Office/Residential	1.36/ 1	1
Public/Quasi-Public	82.73/ 39	22
Vacant	<u>27.17/ 13</u>	<u>7</u>
TOTAL	211.51/100	177

PA-5 is part of "historic" Oakland, with several pre-colonial and colonial homes located along Ramapo Valley Road. Ramapo Valley Road itself has great historic significance and served the colonial army during the Revolutionary War, when armies marched back and forth between West Point and Suffern. This core area of the Borough retains a strong single family residential character with public/quasi-public support facilities in the form of a church, the municipal recreation and municipal complex and schools.

Zoning

Generally, PA-5 is zoned for single family residential development in the form of RA-2 and RA-3. A large R/PP

Recreation/Public Purpose exists in the center of the Borough in this planning area and a small TH townhouse district is also located along Ramapo Valley Road.

Current Master Plan Designation

The Master Plan presently recognizes the existing zoning of the various components of PA-5.

Land Use Plan and Future Development Options

Land use options for future development include by definition only redevelopment proposals. With the exception of the townhouse zoned site, virtually all sites located in this planning area are developed. There does however, remain two sites that should be reviewed for possible rezoning and future development and/or redevelopment.

The PIME Missionary site is a 16 acre site that contains several old and no longer utilized structures. It is presently zoned RA-2 and RA-3. This site is large enough to permit either some form of office development; some form of single family cluster development with a density bonus for clustering; the retention of existing split zoning; or the creation of a straight RA-2 or RA-3 zone.

The 6.63 acre Ridgewood Associates site has an approved plan for 40 townhouses. Without the necessary infrastructure timely development of this site for multi-family housing is questionable. Similarly, the availability of townhouse units in recent years has improved greatly. The Board should review the designation of this site to determine if its designation should remain TH or be rezoned for single family residential development consistent with surrounding neighborhoods.

Finally, Ramapo Valley Road exerts a tremendous influence on the adjacent single family residences. With the completion and opening of I-287 traffic along this roadway has been alleviated to a great extent. There does, however, remain the option of rezoning this area for professional office conversion and/or creating a office/residential use zone.

Recommended Amendments to the Land Use Plan Element and the Comprehensive Master Plan Map

The Land Use Plan recommends that the entire PIME Missionary site be designated for moderate density single family residential development consistent with the surrounding residential neighborhood.

Presently a 6.63 acre site located along the eastern side of Ramapo Valley Road south of Walnut Street has an approved plan for 40 townhouses. Given present market conditions and the lack of necessary infrastructure, development of this site for multi-family housing in the future is questionable. Therefore, it is the Land Use Plan's recommendation to designate this site for high density single family residential development consistent with the surrounding neighborhood.

PLANNING AREA #6 - PA-6

Land Use and Locational Characteristics

PA-6 generally consists of a combination of commercial and office land uses on either side of Ramapo Valley Road north of Oak Street and south of Franklin Avenue. This tightly contained area encompassing 64 acres serves as Oakland's main central business district. It also contains the industrial park off Yawpo Avenue and the area of West Oakland Avenue in the vicinity of the I-287 access ramp.

A summary of land uses in PA-6 is listed below in Table 23.

TABLE 23

PLANNING AREA 6 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Single Family Dwelling	2.10/ 2	4
Commercial	28.67/ 37	25
Commercial/Residential	0.46/ 1	2
Office	6.55/ 8	8
Industry	19.95/ 26	7
Public/Quasi-Public	2.89/ 4	6
Vacant	<u>16.74/ 22</u>	<u>7</u>
TOTAL	77.36/100	59

Copper Beach Mall forms the northern commercial anchor for the Borough. Uses in this planning area consists predominantly of commercial retail and a peripheral industrial park. Scattered throughout the area are a few single family homes, offices and public/quasi-public uses.

Zoning

The area within PA-6 located off Raritan Road is zoned I-3 permitting professional offices, administrative offices, research laboratories, and industrial manufacturing, assembling and fabricating facilities. The area along Ramapo Valley Road from East Oak Street to Franklin Avenue is zoned for business use with the districts B-1 and B-2, respectively. This zone permits commercial retail sales, offices, restaurants, personal service establishments, etc. A RA-MD zone exists on a

vacant 4.36 acre site located off Terhune Avenue and Elm Street, behind the small strip mall. This zone permits multi-family housing.

Current Master Plan Designation

The 1988 Master Plan land use recommendations and designations is consistent with existing zoning for PA-6.

Land Use and Future Development Options

PA-6 is a viable growing commercial center of the Borough of Oakland. It forms one of two anchor commercial areas within the Borough. While some degree of aesthetic improvement should occur over the next few years, continued upkeep and improvements have been taking place over the last several years. The existing industrial zoned area off Raritan Road is approximately two-thirds built and occupied.

The RA-MD site is bounded by a strip mall to east and the railroad right-of way to the west. The Borough is presently reviewing the intersection of West Oakland Avenue and Yawpo Avenue in an attempt to find a solution to an existing traffic problem. The most recent plans show a loop road running along the western

boundary of this multi-family site. Given the creation of street face to this site and a back face to a strip mall, the Board should consider the possibility of an alternative to the RA-MD designation. Non-residential options for this site include a park-and-ride facility or a B-1/B-2 zone designation.

Recommended Amendments to the Land Use Plan Element and the Comprehensive Master Plan Map

The Land Use Plan recommends two refinements to the existing neighborhood commercial area of PA-6. A group of office/commercial uses located at the southwestern corner area of Oak Street and Ramapo Valley Road should be incorporated into the neighborhood commercial zone. The present uses are consistent with those permitted in this district.

Similarly, the Plan recognizes that the office/commercial uses located along the north side of Yawpo Road just north of the fire station are consistent with the uses permitted in the district that makes up this neighborhood commercial district and should be incorporated into the district.

The plan recommends that the entire CBD (Central

Business District) area be designated as neighborhood commercial and that the two business zones, i.e., B-1 and B-2, be merged into one zone with common design and use requirements.

It is recommended that downtown design and improvement objectives be incorporated into a future central business design study effort which will be prepared and monitored by the Borough's Planning Board.

Associated with this concept of Central Business District design and civic improvement is the further recommendation that these design concepts be implemented through the creation of an architectural review board, which will serve as an adjunct to the Planning Board.

PLANNING AREA #7 - PA-7

Land Use and Locational Characteristics

PA-7 consists of the large acre sites south of I-287/Rt.208 commonly known as the McCoy tract, the Leone Farm and Indian Hills High School.

PA-7 land uses are summarized below in Table 24.

TABLE 24

PLANNING AREA 7 LAND USE SUMMARY

<u>Land Use</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Indian Hills High School	50.12/ 49	1
McCoy Tract	40.30/ 40	3
Leone Farm	<u>10.99/ 11</u>	<u>3</u>
TOTAL	101.41/100	7

PA-7 consists of three large tracts of property that are presently utilized to varying degrees and for very different purposes. The McCoy tract is vacant and wooded; the Leone tract is utilized as a working horse farm and residence complete with stables, riding areas and paddocks; and Indian Hills High School is actively utilized for education.

Zoning

The entire PA-7 is presently zoned Corporate Office permitting professional, administrative and medical offices, research laboratories and hotels.

Current Master Plan Designation

The 1988 Master Plan recommendation and designation for this site is consistent with its present zoning.

Land Use Plan and Future Development Options

Approximately 50% of PA-7 is limited to some form of future redevelopment be the presence of Indian Hill High School. Whether the existing structures and appurtenances are removed or refurbished, future redevelopment of this site will be extremely costly. Therefore, any redevelopment options for the high school must realistically take this into consideration.

The remaining 50 acres or 50% of PA-7 has different development constraints. The McCoy tract and the Leone tract are both moderately sloped, adjacent to Route 208/I-287 and are relatively undeveloped. Access to these site is via McCoy Road. The area is on the periphery of the Borough, has high visibility from Route 208/I-287, and easy access to these highways. Infrastructure development in the form of sanitary sewers is still, however, unavailable. Options for this portion of PA-7 include low density single family residential development, moderate/high density multi-family residential development and retaining the corporate office designation presently provided through the master plan and zoning ordinance.

Recommended Amendments to the Land Use Plan Element and
the Comprehensive Master Plan Map

The Land Use Plan Element does not recommend any changes to this planning area.

PLANNING AREA #8 - PA-8

Land Use and Locational Characteristics

PA-8 is located in the northwestern quadrant of the Borough west of the Ramapo River; south of the Mahwah municipal boundary east of the Ringwood and Wanaque municipal boundaries; and north of the confines of PA-1.

PA-8 land uses are summarized in Table 25 below.

TABLE 25

PLANNING AREA 8 LAND USE SUMMARY

<u>Land Use/Ownership</u>	<u>Acreage/Percent</u>	<u>Parcels</u>
Vacant/NJDEPE	494.64/ 36	11
Vacant/Oakland	205.61/ 15	10
Vacant-Camp/Boy Scouts	263.68/ 19	12
Vacant/Private	378.23/ 28	16
Single Family Res./Private	<u>15.89/ 2</u>	<u>4</u>
TOTAL	1,358.05/100	53

PA-8 consists primarily of large tracts of undeveloped parkland owned by the State of New Jersey, the Borough of Oakland and the Boys Scouts of America. Development

rights to Camp Tamarack, a 181 acre tract, have recently been purchased by Bergen County. As a result, approximately 70% or 964 acres of this 1,358 acre planning area are owned by public or quasi-public entities and will remain undeveloped. The remaining 30% or 394 acres of land are privately owned. Four homes on approximately 16 acres have been built on these lands leaving 16 parcels totaling 378 acres undeveloped. The remaining 378 acres of privately owned lands are owned by Riverbend Associates now under contract with Baker Firestone. These lands are located on the bottom of the Ramapo Mountains Ridge which dominates this planning area. The parcel is zoned RA-C, with the exception of two parcels which total 74.52 acres at the top of the ridge which are zoned C-Conservation.

At the time, the Riverbend/Baker Firestone sites have a zoned capacity to accommodate 394 housing units.

The open space land forms contained within PA-8 are an important integral part of the New Jersey Highlands which stretches from the New York State Line on the north, to well into Warren County on the south. The area also forms a part of the Skylands State Park

system which is principally located in the northwestern part of New Jersey.

Zoning

The majority of PA-8 is located in the C-Conservation District of the Borough. This district permits single family residential development on lots of 5 acres or more. Block 1505, Lot 1 and Block 1604, Lot 2 permit single family residential development on lots of two acres or more with lot size modifications if specific criteria are met.

As noted above, the remaining area of PA-8 located adjacent to the Ramapo River is zoned RA-C Cluster Single-Family Residential Zone. The RA-C permits single-family dwelling units in detached, semidetached or attached groups of attached or clustered structures on a minimum lot area of 40 acres and a density of one unit per acre.

Current Master Plan Designation

The current master plan designates this entire area for open space conservation. The present zoning, while permitting single family residential development on five acre sites, is generally compatible with the

intent of the master plan.

Land Use Plan and Future Development Options

Development in the PA-8 is severely restricted because approximately 70% of PA-8 is publicly and quasi-publicly owned. Several of the privately owned vacant parcels are isolated and surrounded by parkland. Generally, two alternatives for these properties exist. The first would be to continue to permit single family residential development on five acre lots. The development option on Block 1505, Lot 1 and Block 1604, Lot 1 should be examined by the Board to determine its continued relevance. The second alternative is to designate this area for parkland and actively pursue a program to purchase the remaining undeveloped privately owned parcels.

Recommended Amendments to the Land Use Plan Element and the Comprehensive Master Plan Map

The Land Use Plan Element recognizes that over 70% of the PA-8 is owned by either the State, County or Borough as conservation and parkland. Additional land is owned by the Boy Scouts of America and only a small portion of the mountain area west of the Ramapo River is privately owned. While this privately owned land is

protected by the zoning designation of C-Conservation with a minimum lot size of 5 acres, the Plan is cognizant of the desirability of protecting all undeveloped lands west of the Ramapo River from development. Therefore, this Plan recommends retaining the present C-Conservation designation for these privately owned, vacant parcels, and encourages the Borough to seek financing to purchase these properties for conservation and preservation purposes.

SUMMARY OF SIGNIFICANT RESIDENTIAL DEVELOPMENTS

Table 26 lists currently approved multi-family residential development sites and their potential populations that have received Planning Board or Board of Adjustment approvals, with the exception of Bi-County, but have not begun construction or applied for any building permits. The Revised Land Use Plan includes all of these sites with the exception of the Ridgewood Associates site.

TABLE 26

Approved Multi-Family Residential Sites

<u>Project</u>	<u>Site (Acres)</u>	<u>Planning Area</u>	<u>Number of Unit</u>		<u>Density Per Acre)</u>	<u>Potential Population</u>
			<u>Total</u>	<u>L/M</u>		
Riverbend	298.00	8	394	--	1.32	1,024
Bi-County	73.00	2	370	50	5.07	1,110
Pagano/FRG	39.00	2	252	52	6.46	660
Ridgewood Assoc.	6.36	2	40	--	6.03	104
GAJE	4.36	6	60	--	13.76	150
Sun Dial	<u>4.60</u>	2	<u>16</u>	<u>--</u>	3.48	<u>42</u>
TOTAL	425.59		1,278			3,090

Source: Oakland Planning Board, Site Plans
The New Practitioners Guide to Fiscal Impact Analysis

Table 27 summarizes salient vacant parcels and their master plan designations.

TABLE 27

Prominent Vacant Parcels within Oakland

<u>Site</u>	<u>Area</u> (acres)	<u>Planning</u> <u>Area</u>	<u>Current</u> <u>Zoning</u>	<u>Current Master Plan</u> <u>Designation</u>
Dewey	89.00	1	CO	Corporate Office
Post Road (3 lots)	18.54	2	CO	Corporate Office
Pagano/FRG	30.81	2	AH	High Density Multi- Family Residential
Brotherhood	51.00	2	RA-1	Low Density Single Family Residential; Neighborhood Commercial
Hovan	68.59	3	RA-1/B-2	High Density Multi- Family; Industrial
McBride	55.00	4	IP	Industrial
Pime Mission	16.00	5	RA-3	Medium Density Single Family Residential
Ridgewood Associates	6.63	2	TH	High Density Multi- Family Residential
Fanale	3.09	6	B-2	Neighborhood Business
McCoy	40.30	7	CO	Corporate Office
Leone	10.99	7	CO	Corporate Office
Riverbend	298.00	8	RA-C	Residential Cluster

Source: Borough of Oakland Tax Maps
Borough of Oakland Master Plan, 1988

RECREATION PLAN

1988 PLAN ELEMENT

BASIC OBJECTIVES OF THE RECREATION PLAN

1. To maintain a high level of recreational services for Borough residents.
2. To provide a complete range of recreational facilities and services.
3. To acquire lands west of the Ramapo River presently owned by the Boy Scouts for preservation as passive recreational/open space.
4. To acquire lands adjacent to the Borough wells in the northern section of the Borough along the Ramapo River.
5. To acquire linear parkland along the Ramapo River that will preserve the riverfront and give residents access to Potash Lake for passive recreational purposes.

INTRODUCTION

Public recreation has become an increasingly important community service within the Borough. The recreational

needs of Oakland are met by four categories of recreational facilities: regional, district, community and neighborhood. These types of facilities differ from one another in many respects, including size, area served and types and numbers of facilities available.

Regional parks are usually large, over 500 acres and are managed by the State or Federal government agencies. Recreational activities are generally informal consisting of passive recreational uses, namely, hiking, camping, etc.

District parks vary in size with 200 acres being considered the ideal size. County agencies are normally responsible for these parks. Activities within a county park are generally more formal than the regional parks. Recreational activities generally range from picnicking, playground areas, water sports, to baseball, football, soccer and other organized sports.

Community parks have a recommended minimum size of 35 acres and serve all the residents within the municipality. The municipality manages these parks and activities range from informal uses such as picnicking

to formal uses, such as baseball, football, tennis, soccer, etc. Many times community parks are combined with educational facilities for economical and practical reasons, provided that conflict between school functions and recreational functions do not arise.

Neighborhood parks come in two forms: playgrounds and play lots. These parks are managed by the municipality. Playgrounds have a recommended minimum size of five acres and include elements of both passive and active recreation. Play lots have a minimum recommended size of one half acre. Many times these neighborhood parks are combined with local schools.

To determine if a community has enough parkland for its residents, the national standard of total Borough parkland to residents is 10 acres of land per 1,000 residents. Within the Borough of Oakland there presently exists in the form of Borough owned parkland 261 acres of land well in excess of the 10 acres per 1,000 residents standard.

EXISTING RECREATIONAL FACILITIES

Oakland Athletic Complex

The Oakland Athletic Complex is located on 27 acres adjacent to the Middle School and the Borough Municipal Complex. It is the primary athletic facility in the Borough containing 9 baseball/softball fields, 1 soccer field, 1 football field, 6 tennis courts (all 6 are lighted) and 2 playgrounds.

Veterans Park

This is a 2.7 acre passive open space park adjacent to the Borough Municipal Complex. It consists of a memorial with benches and ornamental plantings.

Truman Boulevard

This 20.68 acre open space located off Truman Boulevard presently consists of one developed soccer field. A portion of the site, approximately 4.60 acres, was condemned by NJ Department of Transportation (NJDOT) for I-287 Right-of-Way, leaving a current site area of approximately 16 acres.

Soons Soccer Field

This 6 acre site, located off Route 202 north of Patriots Way and west of Andrews Avenue, consists of

one fully developed soccer field.

Open Space

The Borough owns 205+ acres in the Ramapo Mountain area west of the Ramapo River. This land is heavily wooded and is presently preserved as passive recreation for hiking.

State Recreational Area

Approximately 765 acres of environmentally sensitive land west of the Ramapo River are owned by the State and utilized for passive recreational purposes of hiking, fishing, etc. This land area is only part of the park known as Skyland State Park which traverses a number of communities.

Bergen County Recreational Area

A total of 177 acres of environmentally sensitive land along the Borough's boundary with Mahwah, located in the extreme northeastern corner of the Borough, is utilized for passive recreational purposes. This land area is part of a much larger park which spans both Mahwah and Oakland, and is known as Campgaw Mountain County Recreation.

Semi-Public Recreational Areas

The elementary schools within the Borough serve as neighborhood park areas as well as community park areas. Dogwood Hill, the Heights, Manito, and Valley Middle School all have regulation athletic field and playgrounds. In addition, the Indian Hill High School has football, baseball and soccer fields and 4 tennis courts.

RECREATIONAL PLAN RECOMMENDATIONS OF 1988 PLAN ELEMENT

The 1988 Recreational Plan proposes the continued improvement of the Oakland Athletic Complex. Recently, the Borough was the recipient of a Green Acres loan to make major renovations to the existing complex. As a result, redevelopment of a number of backstops and sodding and repair of a number of fields will take place. The addition of lights at the baseball and football fields for evening play, will increase the utility of the core fields of this facility. Redevelopment of this complex also calls for the construction of a new field house which will be able to provide proper facilities for those participating in scheduled sports activities.

The plan also recommends enlarging the existing soccer

field located in the northern end of the Borough adjacent to the municipal well fields. As the Borough population in this area grows, particularly with the development of Riverbend, the deficiency of active recreational fields will become burdensome. The development of a second field in this area will help alleviate this problem.

The Borough has long recognized the importance of preserving the Ramapo River for its beauty and recreational benefits. To augment the 210 feet of riverfront property the Borough owns adjacent to the Ramapo River, the Borough proposes to purchase approximately 20 acres of riverfront property from this northern point to Doty Road to the south. This acquisition will preserve over 4,000 feet of river bank, while creating a bike/jogging trail linking the Athletic Complex with Doty Road.

Finally, in conjunction with the proposed Conservation Plan, the Borough has received a Green Acres loan for the purchase of approximately 338 acres of the Ramapo Mountain. Although the primary reason for the Borough's acquisition of this site is conservation, the acquisition will provide the Borough with a passive

recreational area preserved for all time.

**1994 REEXAMINATION OF 1988 PLAN AND IMPLICATIONS FOR
PLANNING**

The recreational facilities in the Borough have generally been maintained in excellent condition. Since the 1988 master plan, the Borough has constructed a recreation building located at the Oakland Athletic Complex. This building houses the snack bar, meeting rooms and bathroom facilities.

With Green Acres financing, the Borough completed a comprehensive redevelopment of the Oakland Athletic Complex. The project included the addition of lights for evening use of the complex, several new back stops for the baseball fields, the creation of a new soccer/football field and other incidental improvements.

Additionally, Bergen County, with the use of the original Green Acres Loan to the Borough and coupled with County funds, is purchasing the development rights from the Boys Scouts of America's Camp Tamarack site. Thus, even more land will be preserved for passive recreation. Additionally, the County continues to

discuss the purchase of the development rights of Glen Gray Camp with the Boys Scouts of America. The acquisition of these development rights would protect this large area of the mountain and retain it for both active and passive recreation.

The expansion of facilities recommended in 1988 continues to be a priority. The Borough should look for means to achieve the expansion of its active recreational facilities. One example of this effort is the Borough Council's and Planning Board's current request to extend the Soons Park field to the southwest along the riverbank in connection with the Spy Hill Major Subdivision.

The proposed additional land is located in the floodplain along the Ramapo River and totals approximately 12.9 acres.

CONSERVATION PLAN

BASIC OBJECTIVES OF THE CONSERVATION PLAN

1. To preserve ecologically sensitive areas from development through appropriate measures.
2. To limit development in the floodplain.
3. To protect and preserve stream corridors.
4. To preserve the remaining large expanses of forested open space along the Ramapo Mountains and Ramapo River; and to preserve the ridgeline.
5. To preserve trees and woodland areas through the adoption of a tree conservation ordinance which provides protection to publicly owned street trees and large specimen trees, as well as, protection for smaller trees and tracts of woodlands.
6. To provide the framework for functional land use design and control mechanisms which will augment the basic land use controls of the zoning ordinance and administrative implementing devices contained within the Borough's site plan and subdivision ordinances.

7. To provide for wetland protection through the use of an Environmental Impact Statement and development applications.

8. To provide for the creation of a septic management and well head protection plan that would meet all State requirements.

INTRODUCTION

The Conservation Plan is concerned with providing the framework from which measures aimed at preserving environmentally sensitive areas and natural resources found in the borough can be adopted. The plan proposes methods that limit and guide development in order to preserve these areas. The Conservation Plan Map prepared for this report distinguishes between wetlands, watercourses and floodplains.

Site plan and subdivision controls regarding stream corridors, floodplains, wetlands, specimen trees and woodlands, as well as, ridgelines and mountain areas would provide guidelines for development in these environmentally sensitive and significant areas of the Borough.

THE CONSERVATION PLAN

Flood Hazard Areas

The areas subject to flooding, based on the 100 year floodplain delineated on the FEMA maps, generally encompasses the Ramapo River and its main tributaries. Its limits are generally determined using watershed areas, topography, the impact of physical improvements such as bridges and culverts, and in some cases previously known flood levels. The determination of these flood hazard areas is mandated as part of a federal program to provide flood insurance to property owners in areas subject to flooding.

Floodplain and flood hazard information is important for planning purposes because it identifies areas where development should be restricted because of direct threats to property and life and because of potential degradation to adjacent water courses from the introduction of development related pollutants.

Not all flood hazard areas are delineated on the flood hazard maps. In areas where the flood hazard has not been delineated, development may still be subject to restrictions due to the potential of flooding. On a case-by case basis, the determination of the stream

encroachment line may be required resulting in development constraints similar to those imposed in flood hazard areas. This is done in connection with active development proposals.

The stream encroachment lines are certified by the New Jersey Department of Environmental Protection and Energy. State regulations apply to any proposed development within these delineated areas. Therefore, all areas abutting water courses in Oakland should be addressed in the drafting of an environmental constraints ordinance and should be added to the site plan review requirements for development proposals.

Limiting development in flood hazard areas can be accomplished through a variety of techniques. First, the land use plan can designate flood hazard areas as open space. Periodically, as these areas become available for purchase, the Borough can opt to take them and increase the protection of these sensitive areas. Second, the preparation and adoption of a Stream Corridor Maintenance Ordinance would further provide protection for Borough water courses by requiring buffer areas along the streams and Ramapo River. Finally, the resulting open space from any

cluster development could also be used to protect flood hazard areas. A priority consideration for choosing the location of open space in cluster developments should be the flooding potential of the property.

Presently, the Borough's Flood Management Ordinance (55-83 thru 95) provides the framework for development and jurisdictional review for a project located in the 100 year floodplain. This ordinance should be review and augmented where necessary.

Wetlands

Wetlands are defined by the U.S. Department of the Interior as follows:

"In general terms, wetlands are lands where saturation with water is the dominant factor determining the nature of the soil development and the type of plant and animal communities living in the soil and on its surface. The single feature that most wetlands share is soil or substrate that is at least periodically saturated with it covered by water. The water creates severe physiological problems for all plants and animals except those that are adapted for life in water or in saturated soil."

"Wetlands are lands transitional between terrestrial and aquatic systems whereby the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this classification, wetlands must have one or more of the following attributes: (1) at least periodically, the land supports predominantly hydrophytes; (2) the substrate is predominantly

undrained hydric soil; and (3) the substrate is nonsoil and is saturated with water at sometime during the growing season of each year."

Wetland areas in the Borough of Oakland are delineated on the National Wetland Inventory maps. Freshwater wetlands are regulated under the New Jersey Wetland Act of 1988. Transitional buffer areas are required for wetlands classified as having exceptional resource value and intermediate resource value. These buffer areas are 150 feet for exceptional wetlands and 50 feet for intermediate wetlands respectively.

While wetlands and their development are regulated by the State, an Environmental Constraints Ordinance requiring their delineation would provide the municipal framework for ensuring these environmentally sensitive areas are delineated.

Steep Slopes

The Borough's Steep Slope Ordinance Chapter (55-66.3) of the Borough's Code, provides development controls in recognition of the potentially negative impacts of construction in steep slope areas in the form of erosion, siltation, excessive removal of vegetation and soil, flooding, soil slippage, water runoff and destruction of unique land forms and predominant views.

Its purpose is to encourage good land use planning and design and to maximize the best use of the natural terrain and mountain ridge lines and skylines.

Soil Removing

The purpose of the Borough of Oakland's Soil Moving Ordinance (Section 59-67 thru 75) is as follows:

"to prevent the unregulated and uncontrolled relocation, filling, excavation and removal of soil by property owners, developers and excavators, which may result in conditions detrimental to the public safety, health and general welfare substantially hampering and deterring the efforts of the borough to effectuate the general purpose of municipal planning."

Such an ordinance promotes conservation of local resources and enhances the Borough's ability to assess the impact of any proposed development.

Other Conservation Measures

Soil erosion and sediment control is presently regulated by the Bergen County Soil Conservation District only. The District, after reviewing proposed soil erosion and sediment control plans, issues permits that enforce adequate methods of preventing erosion during the construction of a project. This process adequately aids in preventing the loss of topsoil during construction and protects against sedimentation

runoff into streams and riverbeds.

A Storm Water Management Ordinance should be considered by the Borough. A drainage system protects the public welfare by controlling runoff to prevent or mitigate physical injury, property loss and disruption of activity which may occur after a storm. Given these critical functions, it is important that a drainage system be carefully planned. Also, today storm water management serves not only the traditional protective role against storm related damage, but the system is additionally viewed as an important element in water quality.

IMPLICATIONS FOR PLANNING

The existence of numerous environmentally sensitive areas and elements throughout the Borough supports the need for the preparation of the Conservation Plan Map. Additional information necessary for Borough reviewing authorities to determine the environmental impact of any development proposal should be included on such a map. The type of potential additional information for inclusion on the map include steep slopes, flood plain, critical habitat for endangered species of plants and animals, and historical sites or structures.

An Environmental Constraints Ordinance, coupled with or added to the Steep Slope Ordinance, would have the ability to limit development capacity to that which a project site could reasonably sustain.

The preparation and adoption of a comprehensive Environmental Impact Statement Ordinance requiring a developer to prepare such a report would assess the impact of a proposed development. This would give any reviewing board sufficient information necessary to grant or deny an application based upon environmental considerations and in accordance with sound ecological and planning practices.

The Municipal Land Use Law (40:55D-93-99) requires every municipality prepare a Storm Water Management Plan and storm water control ordinances. Consistent with the intent of the Conservation Plan, a storm water control ordinance would be designed to reduce flood damage; to minimize storm water runoff from any new development; to reduce soil erosion from any new development or construction project; to assure the adequacy of existing and proposed culverts and bridges; to induce water recharge into the ground where practical; to prevent an increase in nonpoint

pollution; to maintain the integrity of stream channels; and to minimize public safety hazards at any storm detention facility.

A Tree Conservation Ordinance would further guard against the indiscriminate removal of both large specimen trees and areas of woodlands.

With regard to Wellhead Protection mechanisms, land use planning in the Ramapo River Corridor as reflected in this Revised Master Plan, underlines and emphasizes the importance of regulating development in areas defined as Wellhead Protection areas as delineated in the Preliminary Report prepared by Laura A. Brinckerhoff Inc. for the Oakland Environmental Commission. The Master Plan also recognizes the importance of septic management within and surrounding the Ramapo River corridor.

CIRCULATION PLAN

1988 PLAN ELEMENTS

BASIC OBJECTIVES OF THE CIRCULATION PLAN

1. Develop a circulation plan which encourages the efficient and safe movement of traffic through the Borough.

2. Develop a circulation improvement plan consisting of major intersection and roadway improvements to achieve an efficient and safe movement of traffic through the Borough.

3. Develop a park and ride facility to promote the use of mass transportation.

INTRODUCTION

In 1988, the principal arterial streets within the Borough were heavily congested during peak hours. Relief to a certain extent, was expected with the completion of I-287. At the present time with I-287 only 6 months old, the effect of its function and impact upon the Borough is still being evaluated.

Garmen Associates had been retained by the Borough to undertake a study of existing and future traffic

conditions within the Borough and to develop an immediate and long range improvement program for the street system of Oakland. The Circulation Plan reflects those recommendations made by Garmen Associates, and the past and current Borough Engineer. Phase One of the circulation study has been completed and incorporated into the Master Plan. Phase Two of the study will be undertaken as funds become available to the Borough.

The following are the recommendations made by Garmen Associates in its report entitled, "Phase I (Immediate Action), Traffic Circulation Report," and dated March 26, 1987.

STREET IMPROVEMENT RECOMMENDATIONS

The area of critical traffic flow on Route 202 through Oakland occurs between the Wayne border and Franklin Avenue. There are eight specific intersections which will be discussed here in a northbound order. These are:

1. Doty Road;
2. Long Hill Road;
3. Spruce Street;
4. Oak Street;
5. Maple Street-Terhune Street;
6. Yawpo Avenue;
7. West Oakland Avenue; and

8. Franklin Avenue.

As a general statement, the present perceived traffic congestion in Oakland is the result of major north/south traffic volumes on Route 202. Particular nodes - Oak Street and Spruce Street - have limited capacity, and the backup of traffic from those intersections in turn impacts otherwise less congested intersections and driveways in the corridor. Therefore, top priority should be given to improving these key locations.

New Jersey Department of Transportation demand studies estimate that I-287 will divert between 30 and 40 percent of the future traffic on Route 202. While this may be optimistic, it is certainly clear that a very significant traffic volume reduction will occur when I-287 is opened and that those key congested intersections will further benefit with reduced congestion.

Doty Road - Route 202 Intersection

Because of narrow two lane operation of Route 202 in this area, left turns into Doty Road and into businesses cause delays to the following Route 202

traffic. It is recommended that Route 202 be widened to three lanes in the vicinity of the future Doty Road intersection as a part of the Doty Road bridge project. The new center lane could serve as an opposing left turn lane. The resulting 36 foot wide pavement can be accommodated within the existing 50 foot right-of-way.

Long Hill Road - Route 202 Intersection

This intersection has been fully improved to Bergen County standards and appears not to be a source of congestion in and of itself. As previously mentioned, the only recommended improvements at this time are a lengthening of the yellow clearance intervals in the traffic signal timing sequence. This adjustment will not significantly affect the level of service of the intersection.

Spruce Street - Route 202 Intersection

Spruce Street serves as the only access to a sizable industrial employment area to the west of Route 202, and its intersection with Route 202 is a major source of congestion during the evening peak hour. Currently, Spruce Street is 30 feet wide (curb to curb) and functions basically as one 15 foot wide lane in each direction. The officer who directs evening peak hour

traffic at that intersection must stop north/south Route 202 traffic for an extended period to allow Spruce Street traffic to emerge onto Route 202 in single file.

The Garmen plan proposed that the Spruce Street approach to Route 202 be widened slightly, tapering from the 30 foot existing pavement width to a 36 foot width at the intersection. This will permit Spruce Street to be striped for two eastbound ten foot lanes and one westbound ten foot lane between Fir Court and Route 202. The widening is needed to maintain turning path space at the intersection for vehicles turning into Spruce Street. In conjunction with this physical improvement, parking must be prohibited on the north side of Spruce Street between Route 202 and Fir Court at all times; and on the south side of Spruce Street from Fir Court to Rt. 202, a No Stopping or Standing regulation should be instituted from 3 P.M. to 7 P.M. on weekdays.

Traffic counts have shown that the majority of traffic coming from Spruce Street turns right to go south on Route 202. By providing two lanes, this right turning traffic need not be delayed by traffic waiting to make

left turns. Further, the more difficult left turn will be better able to take advantage of left turn gaps in Route 202 traffic when they occur and not have the gap "wasted" on right turning vehicles which only need a gap in the southbound traffic lane. This lane operation should enable the officer directing traffic to reduce the stopping time to Route 202 significantly.

Oak Street - Route 202 Intersection

The Oak Street intersection is the most significant source of the most congestion on Route 202 in Oakland. To remedy this, the intersection's capacity can be increased in two steps. Calculations have shown that if the signal cycle were increased from 60 seconds to 90 seconds, but the same side street Oak Street phasing times were retained, an extra 15 percent flow capacity on Route 202 can be achieved without affecting Oak Street levels of service.

Garmen recommended that the Borough work with the County toward widening Route 202 to four lanes between Veterans Drive and Elm Street. This would provide a 46 foot pavement where 30 feet are provided today. While this is slightly narrower than the adjoining 50 foot pavement width north of Elm Street, the proposed

pavement nonetheless will adequately support four moving lanes of traffic, and yet will fit between the trees which line Route 202. The plan anticipates that the trees will be preserved by relocating the existing sidewalk outside of them onto the new right-of-way, and by widening the street into the area presently occupied by the sidewalk.

This action will double the capacity of Route 202 through the intersection while still serving Oak Street vehicular and pedestrian needs satisfactorily.

Maple Street - Terhune Street - Route 202 Intersection

Consideration has been given toward a future implementation of what has been known as the Oakland Connector. In full development, this could connect Terhune Street adjacent to the railroad with all east west streets west of Route 202. It would turn southward from Terhune Street and eventually connect into Route 202 in the vicinity of Doty Road. The implementation of this future connector would vastly increase the flexibility of traffic circulation in this entire portion of Oakland.

Yawpo Avenue - Route 202 Intersection

Garmen observed that unless the community can acquire financing and support for the excellently conceived realignment of West Oakland Avenue to form a proper four way signalized intersection at Yawpo Avenue, it is recommended that this Yawpo Avenue intersection not be signalized as is. The current prohibition of left turns from Yawpo Avenue along with assistance by an officer during peak periods appears to provide reasonably satisfactory operation.

West Oakland Avenue - Route 202 Intersection

As previously mentioned, as long as West Oakland Avenue cannot be realigned to a proper intersection with Yawpo Avenue, a traffic signal at this intersection with Route 202 appears inevitable. The safety problems at this location will likely continue, even after the I-287 implementation and since parking is already prohibited on this intersection's approaches, a traffic signal here would have less impact on midtown businesses. It is recommended that the Borough look forward in its planning toward the eventual signalization of this intersection assuming the preferred realignment of West Oakland Avenue into Yawpo Avenue not be forthcoming.

Both the Yawpo Avenue and West Oakland Avenue circulation problems have been under constant review and evaluation since 1988. A physical plan for the most cost effective solution to this problem is presented in this Master Plan.

Franklin Avenue - Route 202 Intersection

This intersection is operating reasonably satisfactorily and will continue to serve reasonably well in the future.

Independent of the Garmen Associates report, the Planning Board further recommends the ultimate development of a by-pass loop road paralleling Long Hill Road between Long Hill Road and the Wayne Township border. This loop road would provide a two-way road from Post Road to Breakneck and Long Hill Roads, thus, avoiding and alleviating the congestion of the Long Hill Road/Route 202 intersection.

It has long been felt that to truly alleviate traffic congestion along the length of Route 202 a parallel by-pass road must be provided. The 1988 Plan provided for such a roadway. Beginning at Doty Road on the eastern side of the Ramapo River, a by-pass road, which runs

along the river and then follows the railroad right-of-way to West Oakland Avenue, is proposed.

PARK AND RIDE FACILITY

Oakland currently has a "park and ride" facility located in the Copper Tree Shopping Plaza parking lot on Route 202. Approximately 15 buses per day leave this facility in the morning. Presently 75 cars use this lot. However, the owners of the Mall have expressed a need for this area to serve customers visiting the Mall. If the Mall refuses to allow these cars to park in its parking lot during the day, the Borough will have no place to put these public transportation riders' vehicles.

In addition to the Borough's current park and ride users, it is anticipated that an increasing number of residents will use mass transportation as the proposed developments reach fruition. Further, it is anticipated that a park and ride facility would serve the railroad once the commuter line is reinstated.

The Borough of Oakland has been designated by New Jersey Transit as a subregional Park and Ride focal point and as such has been programmed for the

construction of a park and ride facility. Unfortunately, no funds are available for the construction of such facilities from the Department of Transportation. Moreover, the recent decision of the State Legislature not to enact legislation to establish a stable funding source for transportation improvements has made future State funding of park and ride facilities questionable. In the event a stable source of funding is made available to the Department of Transportation, considering the various transportation needs competing for limited funds, the amount of funds available for park and ride facilities will be greatly limited. Thus, a very important factor that enters into the Department of Transportation's evaluation of a local proposal for park and ride development is the degree of local support demonstrated; particularly with regard to provision of the land needed for the facility, the design of the facility and the willingness to operate and maintain the facility, once constructed.

The Borough recognizing a need for a park and ride facility, has designated a site, located along the railroad right-of-way and in the CBD, for the development of a park and ride facility (Figure 1).

1994 REEXAMINATION OF 1988 PLAN ELEMENT

1. To date only Phase I of the traffic circulation report has been prepared by Garmen Associates. A further report and proposed design has been undertaken by the Borough's Engineers Yurasek Associates in 1992-93 and currently Boswell McClave.
2. Improvements suggested in the Phase I report prepared by Garmen Associates have not been undertaken.
3. Bergen County, through its transportation planners and designers has prepared design improvements for the following rights-of-way:
 - a. Doty Road/Bridge
 - b. Oak Street/Route 202
4. The Doty Road/Bridge improvement project is funded by the County and proposes to construct a new bridge that meet contemporary standards for a two land bridge. In addition, the improvements will include straightening the paved roadway up to Route 202 to eliminate the hazardous intersection created by the existing roadway.

5. The Oak Street/Route 202 intersection improvement project is funded by the County and proposes to include the widening of Route 202 with a left turn lane onto East Oak Street. This is designed to alleviate traffic congestion into/out of this commercial area.

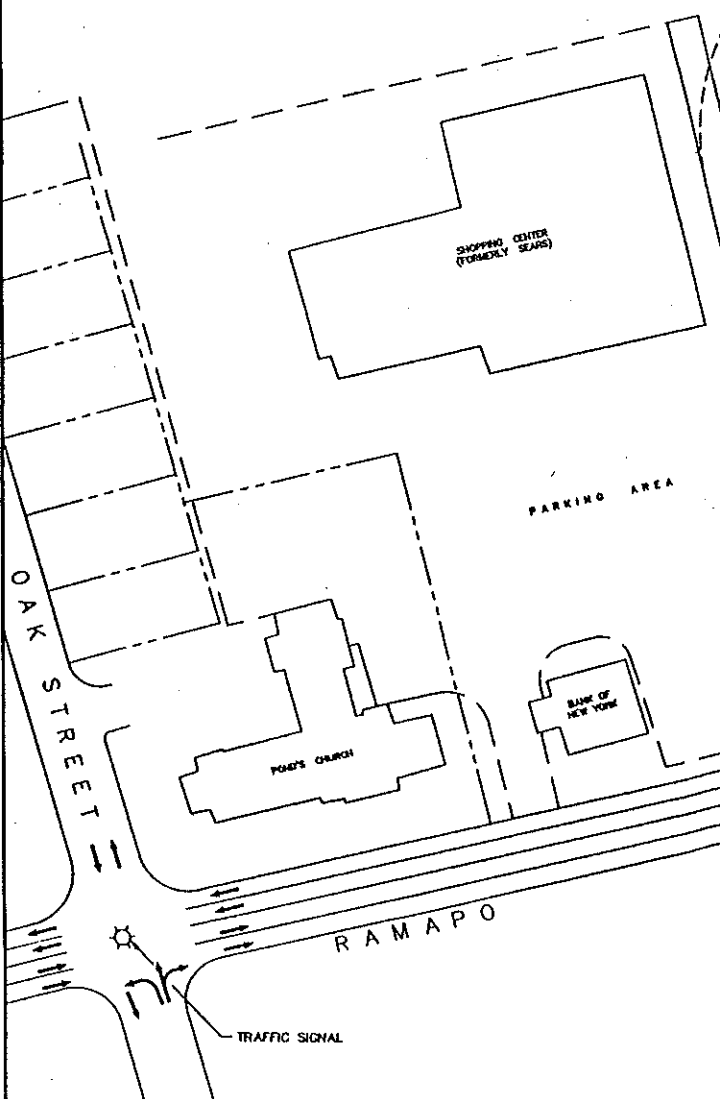
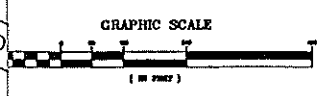
6. The Borough of Oakland has continued its efforts to provide for the realignment of West Oakland Avenue and Yawpo Avenue so that these two roadways meet to form a traditional four-way intersection with Route 202. Preliminary designs have been prepared by the Borough's engineer and in concept accepted by the Borough Council, subject to final design.

1994 REEXAMINATION OF 1988 PLAN AND IMPLICATIONS FOR PLANNING

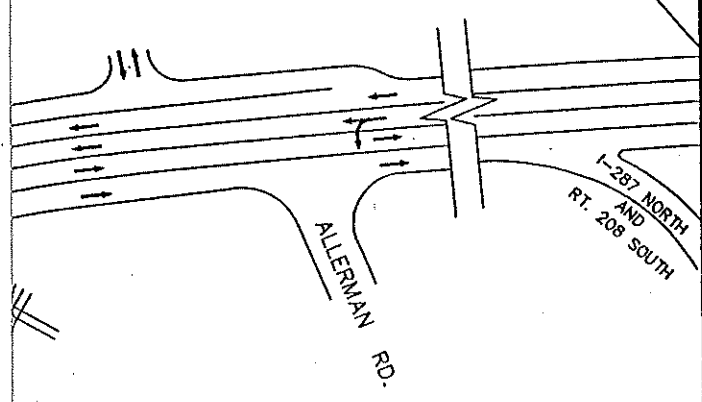
The objectives and recommended improvements espoused in the 1988 plan continue to remain valid in this 1994 master plan reexamination. While few improvements have actually been constructed, substantial progress has been made in the design and procurement of funding; particularly, the Doty Road Bridge and Yawpo/West



FUTURE BYPASS ROAD



INTERSTATE I-287



MOVEMENTS TO RAMAPO VALLEY ROAD / PO AVENUE / WEST OAKLAND AVENUE

PREPARED BY:

 BOSWELL McCLAVE ENGINEERING

MAY 18, 1994

Oakland/202 project. While the completion and opening of I-287 has alleviated some intercommunity traffic at peak hours, circulation throughout the Borough continues to remain difficult during peak hours of traffic.

The Borough should continue to actively pursue the design, funding and installation of all improvements specified in the 1988 plan and in subsequent studies.

The recommended Improvements to Ramapo Valley Road/Yawpo Avenue/West Oakland Avenue map, prepared by Boswell McClave contained within and is made part of this Master Plan, subject to final design.

UTILITY SERVICE PLAN

1988 PLAN ELEMENT

BASIC OBJECTIVES OF THE UTILITY SERVICE PLAN

1. To create a sewer service area consisting of localized septic system problem areas, existing treatment plant service areas, some dry sewer areas and proposed multifamily dwelling project areas.
2. To construct a trunk sewer, the Ramapo River

Interceptor, within the service area.

3. To construct a connection to Wayne Township or a treatment plant to provide treatment for the service area.
4. To immediately upgrade existing treatment plants to satisfy final effluent limits and to abandon these plants when service becomes available.
5. To have a treatment plant constructed to serve the Riverbend service area in fulfillment of obligations stated as part of a judicial consent order.
6. To implement a septic management program in the unsewered portions of the sewer service area.

INTRODUCTION

The Borough of Oakland's Utility Service Plan focuses on the proposed Wastewater Management Plan as prepared by Malcolm Pirnie and dated February 1988. Pursuant to the New Jersey Water Quality Planning Act (N.J.S.A. 58:11A-1 et seq.) and the Water Quality Management Planning and Implementation Process Regulations

(N.J.A.C. 7:15-3.4 et seq.), this plan represents the anticipated wastewater management needs of the Borough through the year 2010 (Figure 2 depicts the wastewater service areas). The plan is based upon current Borough sewer policies, existing wastewater treatment facilities and their service areas and proposed developments pending before the Borough land use boards.

The Borough has been considering constructing sewers for approximately 30 years. The Borough 201 Facilities Plan recommended a borough-wide collection and treatment system. The plan was never implemented because the estimated cost was considered too high for the Borough. Financial aid was unavailable at the time, and the Borough recognized that not all areas needed sewerage.

The majority of the Borough's residents are served by individual septic systems. Six separate sewerage systems, with package treatment plants, exist within the Borough. Three of these serve residential developments, two serve schools and one serves a privately owned nursing home. All of the existing plants discharge to tributaries of the Ramapo River,

either directly to or via storm drains.

UTILITY PLAN RECOMMENDATIONS

Based on the current situation and the Borough's objectives, Malcolm Pirnie's Wastewater Management Plan recommends the following:

1. To connect as many new developments as practical to a new Borough interceptor, known as the Ramapo River Interceptor. The interceptor will be financed by the developers, through agreements with the Borough. Its alignment will roughly parallel the river and U.S. Route 202 from Riverbend south to the Borough's boundary with Wayne.
2. To negotiate an agreement with Wayne Township for wastewater disposal. Wayne has indicated that the Sheffield treatment plan currently can accept up to 500,000 gallons per day of additional flow. It would be adequate for Oakland's immediate needs. Should negotiations with Wayne fail, the Borough would construct a centralized treatment plant on a site to be determined.
3. To institute a septic system management program to

include regular inspections; pumpout program; system repairs; and financial assistance to owners for upgrades, if feasible.

4. To construct sewers for existing septic service problem areas within the proposed service area, subject to community acceptance. These sewers would be financed under the New Jersey Wastewater Treatment Financing Program.
5. To abandon treatment plants in the vicinity of the sewered areas when the sewers are constructed.
6. To allow Riverbend to construct a wastewater treatment plant which will operate until the interceptor is constructed.
7. To create a municipal authority to plan, construct, finance and administer the Borough's wastewater management programs.
8. With the specific regard to water facilities, a Hardy Cross Study is now being completed to assess the long-term total projected water needs of the Borough. Environmental Resource Elements of the

Comprehensive Master Plan are geared to compliment and enhance this objective.

DEVELOPMENT RESTRICTIONS OF THE UTILITY SERVICE PLAN

Development requiring sewer or septic shall not be permitted in freshwater wetlands. This exclusion also applies to all infrastructure associated with the proposed development including sewers, roads, stormwater, recreational and other structural facilities, with the exception of those facilities determined by the Department to be unavoidable. Development in other environmentally constrained areas is permitted in accordance with the appropriate laws and regulations.

1994 REEXAMINATION OF 1988 PLAN AND IMPLICATIONS FOR PLANNING

To date the Borough has not undertaken any of the improvements proposed in the wastewater management plan prepared by Malcolm Pirnie in 1988. Additionally, the Riverbend project has run into permitting problems and has not yet begun construction. The property has been recently purchased by Baker Firestone.

The recommendations of the 1988 plan remain valid and

should be investigated further. The Borough should continue to explore all potential avenues of funding to provide the necessary fiscal backing to undertake the numerous objectives of the utility service plan.

HISTORIC PRESERVATION PLAN

1988 PLAN ELEMENT

INTRODUCTION

The inclusion of historic sites within the Municipal Land Use Law is an indication of the importance these sites/districts have in the planned land use of New Jersey.

The MLUL defines a historic site as any real property, man-made structure, natural object or configuration or any portion or group of the foregoing which have been formally designated in the master plan as being of historical, archaeological, cultural, scenic or architectural significance. The word landmark may be substituted, in any ordinance, resolution, determination or official action for historic, historic preservation and historic site.

The Law further provides at the Planning Board level for the inclusion of a historic preservation plan in the Master Plan. The historic preservation plan element of the Master Plan should indicate the location, significance, proposed utilization and means for preservation of historic sites and historic districts and should identify the standards used to

assess worthiness of historic site or district designation.

The Historic Preservation Plan should recommend that the Mayor and Council create a historic preservation commission and special provisions in the Zoning Ordinance. This commission would have the task of identifying historic or landmark sites and recommending to the Mayor and Council that those sites be so designated. The commission would also be in the position to advise property owners of historic buildings on the special requirements of the Zoning Ordinance.

EXISTING HISTORIC SITES WITHIN THE BOROUGH OF OAKLAND

Historic sites within the Borough of Oakland have been identified in the publication entitled, "Bergen County Historic Sites Survey, Borough of Oakland," dated 1982-1983. The following is a list of the registered sites. Locational information, as well as, lot and block information are listed in the survey. Finally, the Bergen County Survey should be consulted whenever a possible historic site is planned for development so as to determine what, if any, impact on the site will result from the proposed development.

National Register of Historic Sites

State Register of Historic Places

Bergen County Historic Society Marker

1. Demarest-Hopper House (Block 3104, Lot 1A)
2. Abraham Demarest House (Block 2212, Lot 2)
3. Jacobus Demarest House (Block 3306A, Lot 1)
4. Henry Van Allen House and Accessory Building
(Block 3424, Lot 13)
5. Van Winkle/Fox House (Block 2503, Lot 3)

State Historic Preservation Determination

1. Caille Lake Dam and Pond Marsh
2. Mill Dam Remains

Oakland Historical Society Additional Sites

1. M. Jenkins and John Post Mill Site
2. Spear House
3. Fox/Kingsley House
4. Van Slyke Castle and Servants Quarters/Foxcraft
5. Ludo Wilken's House
6. Mandigo House
7. Clifford McEvoy House and Tower
8. Truman Boulevard/Incline Railroad
9. Anglo-American Gunpowder Co. Building and Site
10. Muller's Pond

Oakland Historic Society Additional Sites (Continued)

11. Pond's Cemetery
12. A.D. Bogert House
13. Demarest Family Cemetery
14. M. Ryerson House
15. Winters House
16. Ramapo River; Fish Wier
17. J.P. Ramsey Barn
18. Ackerman House
19. Ackerman Cemetery
20. A.J. Hopper House/Wm. P. Van Blarcom House
21. Wilkens Brush Factory Complex
22. N.Y. Susquehanna and Western Railroad Bridge
23. Kanouse Water Co.

1994 REEXAMINATION OF 1988 PLAN AND IMPLICATIONS FOR
PLANNING

The need to protect the achitectural characteristics of the historic structures throughout the Borough remains. The fulfillment of the 1988 plan's proposal for a historic preservation commission remains valid. The preservation of the Borough's historic past is highly desirable and should be encouraged by whatever means are considered appropriate.

The 1994 plan continues to support the creation of zoning that would protect historic sites and provide design criteria and guidelines for their maintenance.

The purpose of such an Historic Preservation Ordinance would be to require Planning Board review of all alterations or additions to historic buildings, to maintain the historic character and value of the property and to establish a waiting period before the historic buildings involved could be demolished so that the Borough could explore methods for assistance to preserve buildings in their present location or have them moved to other suitable locations.

ECONOMIC DEVELOPMENT PLAN

INTRODUCTION

There remains within the Oakland's several commercial and industrial zones, vacant and developable properties which have the potential within the next 5-10 years to be productively developed in accordance with the land use and zoning recommendations contained within this Revised Comprehensive Master Plan.

Based upon the updated land use survey contained within the Basic Studies section of this Master Plan, we are able to quantify and project the type and amount of future development which will occur and its effect on the general tax structure and economy of the Borough of Oakland.

FUTURE COMMERCIAL DEVELOPMENT

As provided for on the Land Use Map and Land Use Element of the Master Plan, future commercial development within the Borough is planned to take place in the Borough's northerly most Central Business District as provided in the current B-1 and B-2 Business zones which are proposed to be combined. This area is also described on the Comprehensive Master Plan Map as Planning Area #6.

Based upon the current Zoning Ordinance, future retail and service commercial activities could be achieved on vacant lands exceeding 5 acres in area and support approximately 68,000 square feet of additional commercial space, generating an additional 68 employees within the Central Business District.

The projected approximate taxable value of such additional commercial space is shown on Table 28 entitled, Future Commercial and Industrial Development. Based upon an estimated square foot value of \$80 per square foot, the 68,000 square feet of additional commercial space projected would have a total taxable value of \$5,440,000.

It is also expected that commercial in-fill development within the current business areas will occur over the next 6 to 10 years. For example, the current plans to expand the Copper Tree Shopping Plaza are scheduled to accommodate an additional 18,500 square feet on this site. This proposed project, along with other expected in-fill development, will provide additional tax ratables to the Borough.

Future light industrial office development is planned

to occur in Planning Area #1, a small portion of Planning Area #3, the McBride industrial park in the I-P Zone in Planning Area #4, and the Raritan Road industrial area in Planning Area #6. The vacant developable lands on these combined light industrially zoned areas, based upon current zoning requirements, will support an additional 1.853 million square feet of light industrial office space. At a projected total value of \$60 per square foot at full development, these combined light industrial tracts would generate an additional 111.2 million dollars in additional tax ratables.

Future corporate office development is proposed to be planned and zoned on two separate sites, the first being located in Planning Area #2 behind the Long Hill Mall Shopping Center. The second corporate zone designated on the Master Plan and currently zoned for corporate office use is the 40 acre McCoy tract. As presented on Table 29, the total projected value of this future development is 50.7 million dollars.

The last nonresidential development element designated to remain within the proposed Master Plan relates to the future light care facility alternative sites shown

on the Comprehensive Master Plan Map located in Planning Area #2. At a projected square foot value of \$80 per square foot, utilizing average square foot yield generated from site development projects contained within the Master Plan, would generate a projected value for a single light care facility project of 26.8 million dollars.

The four major commercial industrial development categories shown on Table 28 would have a projected total taxable value of 194.1 million dollars. It should be noted that these estimates are based upon the square foot value assumptions contained within this report, and that the future final values of such development are dependent upon many market related and land development variables which cannot be fully assessed at this time. It also should be noted that this total value is a total value projection under full development which will not occur within the 6 year life of this Master Plan, but which could reasonably be expected to occur within a 10 to 20 year period from the date of this Master Plan.

The projected additional tax ratables at full development as discussed above would result in an 18%

increase over the current total 1,057,900,050, the total value of ratables present within the Borough as of year end 1993.

This Economic Development Element presents the basic building blocks within the framework of the master planning and zoning process. It should serve as a foundation upon which the Borough can work toward its successful realization.

The full involvement and participation of other key interest groups and proactive bodies, such as an Economic Development Commission, would enable the Borough to make positive strides toward the future goal of maximizing commercial and industrial ratables to create a better fiscal balance within the community and a healthier tax climate.

TABLE 28

FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT
Project Tax Ratables

	<u>Total Projected Value</u>
Future Commercial Development	\$ 5,440,000
Future Light Industrial Office Development	\$ 111,212,900
Future Corporate Office Development	\$ 50,700,000
Future Life Care Facility Alternative (Based upon average of Brotherhood and Fiorello Projection)	\$ <u>26,800,000</u>
TOTAL PROJECTED VALUE	\$ 194,152,900

TABLE 29

VACANT DEVELOPABLE LANDS BY PLANNING AREA
For Commercial, Industrial and Professional
and Corporate Office Uses

<u>PLANNING AREA</u>	<u>LAND USE</u>	<u>ACREAGE</u>		<u>POTENTIAL Sq. Ft.</u>	<u>DEVELOPMENT Projected Employment</u>
		<u>Total</u>	<u>Net Developable</u>		
1	Light Industrial	84.86	30.0	392,000	392
	Professional Office	5.00	2.5	20,000	80
2	Corporate Office	18.00	6.0	157,000	300
	Fiorello Life Care Alternative	50.00	6.0	235,000	
	Brotherhood	98.00	10.0	435,000	
3	Hovan Tract	10.00	5.0	217,800	217
4	McBride Industrial Park (I-P)	80.00	63.0	1,097,712	1,097
5	N O T A P P L I C A B L E				
6	Business Zone Property (B-1, B-2)	5.19	5.19	67,953	68
	I-3 Zoned Property (Raritan Rd.)	11.55	11.55 ¹	151,153	151
7	McCoy Tract Corporate Office Zone	40.00	30.00	326,700	653
	TOTAL	402.60	169.24	3,100,318	2,958

1.

Reduced building coverage from 50% to 30% due to topographic condition.

RECYCLING PLAN

1988 PLAN ELEMENT

BASIC OBJECTIVES OF THE RECYCLING PLAN

1. To develop a mandatory municipal recycling ordinance that is consistent with the State recycling law entitled, "Mandatory Statewide Recycling Program," that provides the framework for the collection, deposition and recycling of paper, glass, aluminum, plastic and/or yard waste.
2. To establish a recycling center for centralized deposition of recyclable materials.
3. To develop and expand industrial and commercial recycling.
4. To develop public education programs explaining and encouraging the recycling program.

INTRODUCTION

The State of New Jersey has recently adopted a statewide mandatory recycling law entitled, "Mandatory Statewide Recycling Program." This statute requires all municipalities within the State of New Jersey to

include in any master plan revisions a recycling plan. The statute makes mandatory that all municipalities adopt a recycling ordinance which requires persons generating municipal solid waste to source separate from the municipal solid waste stream, in addition to leaves, specified recyclable materials which markets have been secured. These recyclable materials include glass, paper and metal containers.

THE RECYCLING PLAN

The institution of a mandatory recycling ordinance within the Borough will require that each household separate all or part of the recyclable materials from mixed waste. This ordinance should be directed to the recycling of paper, glass, metal containers and yard waste. Through the implementation of an anti-scavenger ordinance, the Borough would be the only authorized collector of recyclable materials. The Borough would be in the position of either picking up the recyclable materials itself or contracting the job out to an independent contractor. A private contractor in turn would pay the Borough for the right to collect the material and sell it.

Curbside pick up of recyclable material will make

recycling easier for the Borough and its residents. The Borough will be able to recoup a percentage of the cost of this curbside pick up from the sale of these recyclable materials. State tonnage grants and the reduced land fill fees that comes with less weight.

Finally, a promotion and advertising campaign must be instituted prior to the introduction of a mandatory recycling program. Awareness of the program, its requirements and the environmental and economic benefits is essential to the success of Oakland's Recycling Program. The State Recycling Act provides specific funds to support promotion campaigns to advance Oakland's recycling activities. Such a publicity and public education program would include newsletters, poster programs, hand delivered mail and speakers at the various schools.

Presently, the Borough has a leaf mulching and composting site located on the Ramapo Mountain. A recycling facility providing for newspapers, glass and aluminum, is proposed for the area behind the Borough Hall. This location would result in a centralize recycling site. Necessary bins and equipment must be purchased and set up to insure the safe and easy

deposit of the mandatory recycled materials.

**1994 REEXAMINATION OF 1988 PLAN AND IMPLICATIONS FOR
PLANNING**

Since the 1988 Master Plan, the Borough has adopted an ordinance entitled "Recycling." This ordinance defines terms related to recycling, set out the purpose of recycling, designates what items are considered recyclable materials under Oakland's Mandatory Program, provides for methods of disposal and collection and mandates what recyclables must be separated.

The Oakland Mandatory Program provides curbside pick-up of glass, aluminum, tin cans, plastic, newspaper, corrugated cardboard and ferrous metal including white goods such as washing machines, refrigerators, stoves, etc. Curb side pick-up of grass clippings, twigs and leaves occurs from April-December. Additionally, residents can hand deliver all but the white goods to the Borough Recycling Center.

The Borough Mandatory Program is on target with the State requirements and should be periodically updated as State policy mandates it.

**MASTER PLAN AND PLANNING COMPATIBILITY WITH SURROUNDING
COMMUNITIES**

In conformance with the applicable requirements of the New Jersey Municipal Land Use Law, the following discussion deals with the compatibility of the proposed plan to the planning and zoning policies of the five communities that abut and surround the Borough of Oakland and the County of Bergen.

The Master Plan has been discussed with County officials. The policies and recommendations of the Borough of Oakland's Master Plan are consistent with those of the County of Bergen.

To the north, the Township of Mahwah's Master Plan and zoning policy calls for low density residential development. This is consistent with the current and proposed low density residential designation in the Oakland Master Plan.

To the east, the Borough of Franklin Lakes Master Plan and Zoning Ordinance calls for low density residential development. The recommendation of the Oakland Master Plan for this area adjacent to Franklin Lakes is for Corporate Office development. This development is

admittedly different from Franklin Lakes residential policy, but it is justified by unique topography and geographic location, immediately above and adjacent to Route 208 and I-287 corridors. This pattern is also consistent with the established Oakland/McBride Office Park along the Franklin Lakes border.

To the south, the Township of Wayne's planning and zoning policy specifies low density cluster residential development. Oakland's current and proposed low density residential policy is therefore consistent with Wayne Township.

In the southwest corner of the Borough, the low and high density residential designation is compatible with similar land use zoning policies in the Borough of Pompton Lakes.

On the Borough's westerly border, the low density residential and State Park designations are the same as the low density and park designations in the adjacent community of Ringwood.

CROSS ACCEPTANCE OF THE BOROUGH OF OAKLAND'S MASTER
PLAN WITH THE STATE OF NEW JERSEY MASTER PLAN

The New Jersey State Development and Redevelopment Plan prepared by the New Jersey State Planning Commission, dated June 12, 1993 was formulated in response to the mandates of the New Jersey Legislature contained in the New Jersey State Planning Act. The Act was signed into law on January 2, 1986 and created the New Jersey State Planning Commission and required the Commission prepare and adopt the State Development and Redevelopment Plan.

The Plan gives an overview of the desired future and recommended pattern of growth public investment in New Jersey. Included in this Plan are details of strategies, policies and standards that can balance New Jersey's future needs for development, redevelopment and conservation.

The Plan generally corresponds to the Borough's Master Plan in the following manner:

1. It recognizes the areas west of the Ramapo River as environmentally sensitive having very limited development potential and identifies it as a PA5-Environmentally Sensitive Planning Area.
2. It recognizes the State, County and local government open space areas by designating these large land masses as Parks and