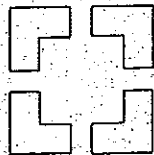


2000 MASTER PLAN
BOROUGH OF OAKLAND, NEW JERSEY

Prepared for

The Borough of Oakland Planning Board

Prepared by



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July 20, 2000

MASTER PLAN REEXAMINATION REPORT BOROUGH OF OAKLAND, NEW JERSEY

ADOPTED

_____, 2000

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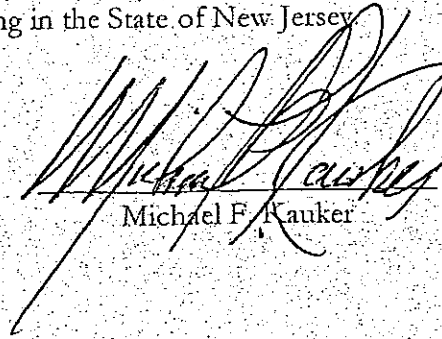
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Michael F. Kauker

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REEXAMINATION REPORT**

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INTRODUCTION

The New Jersey *Municipal Land Use Law (M.L.U.L.)* grants substantial power to local planning boards to regulate land use and development. The foundation of this power is the ability to adopt a master plan, as is stated at *N.J.S.A. 40:55D-28*:

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 the general welfare.

The master plan documents the current conditions of the municipality and addresses those issues that may have an impact on the community. According to the *M.L.U.L.*, the plan must include "a statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based."

A master plan also must include land use and housing plan elements and may include a number of other plan elements addressing topics such as circulation and community facilities. These elements may be divided into subplan elements and may be prepared and adopted in sequences. Other required components of a master plan are policy statements indicating the master plan's relationship to the master plans of contiguous municipalities, to the county master plan, to the *State Development and Redevelopment Plan* and to the county's district solid waste management plan.

The *M.L.U.L.* requires a master plan be revised periodically. *N.J.S.A. § 40:55D-89* states that at least once every six years a general reexamination of a municipality's master plan and development regulations shall be prepared by the planning board. Oakland's most recent Master Plan was adopted in 1994. The 2000 Oakland Master Plan Reexamination Report includes the following five sections in accordance with *N.J.S.A. § 40:55D-89 a through e*:

1. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.
2. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
3. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition and recycling of designated recyclable materials, and changes in the state, county, and municipal policies and objectives.
4. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives and standards or whether a new plan or regulations should be prepared.
5. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c. 79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

The remainder of this report is comprised of these five elements. Additionally, there is a section describing certain changes that have occurred in the Borough during the past few years.

MAJOR PROBLEMS AND OBJECTIVES RELATING TO LAND DEVELOPMENT IN OAKLAND AT THE TIME OF THE LAST MASTER PLAN

At the time the most recent Oakland Master Plan was completed, the Borough was a substantially developed community, with the exception of vast undeveloped environmentally sensitive lands located on the west side of the Ramapo River. The predominant land use in the Borough was residential, with 95 percent of dwelling units located in single-family structures.

Like most communities in the region, Oakland's population declined between 1980 and 1990, as did Bergen County's population.

At the time of the last master plan reexamination there were a number of problems relating to development in the Borough. The following is a list of six (1-6) development issues and considerations that were cited in the 1994 Master Plan Reexamination report as well as two (7-8) new issues that have arisen since 1994.

1. The lack of land suitable for residential development and the lack of available infrastructure to accommodate areas zoned for additional housing.
2. Limited additional large-scale office development as a result of the existing economic climate and lack of available infrastructure.
3. Between 1980 and 1990, there was a 40% or 1,393 student decrease in the school age population. This trend could have serious impacts on the structure of the educational system within the Borough.
4. The substandard housing and adverse environmental conditions in the Colony, Pleasureland and Tanglewood neighborhoods.
5. The low topography in the valley of the Ramapo River area is subject to periodic flooding.
6. The completion of Interstate 287 has resulted in additional traffic congestion on the roads within the Borough.
7. The need for the preparation of a balanced comprehensive Central Business District Plan.
8. The need for an updated Housing Element to be submitted to COAH before June 6, 2000.

EXTENT TO WHICH SUCH PROBLEMS AND OBJECTIVES HAVE BEEN REDUCED OR HAVE INCREASED SINCE 1994

The six particular emerging development considerations from the 1994 Master Plan Reexamination report are listed below followed by a discussion of any changes to these problems and objectives.

1. The lack of easily developable land for residential use due to the lack of available infrastructure.

The problem relating to the lack of developable land because of the lack of available infrastructure still remains and has had no change since the previous reexamination. The problem lies mostly in the lands zoned for multiple family development. Currently there is no sewerage infrastructure in place for these developments, which makes it difficult to develop these lands for these purposes.

The availability of sewerage infrastructure to these lands is a very important development consideration because these lands were identified in the Housing Element for the purposes of developing Mount Laurel housing and are a part of the Borough's Mount Laurel settlement agreement. Without the necessary infrastructure there is the possibility that these lands may not be developed for this purpose. They include the two Mount Laurel housing sites of Heritage Hills (Baker Residential) and Bi-County (Pinnacle), which have not yet been developed. If this remains to be the case at the time of the next Master Plan Reexamination a different use or possibly a residential use at a lower density, may need to be considered for these lands. Lower density single-family housing units may be a more suitable choice for developing these lands because they would not need to be served by a central sewerage system. Single-family dwelling units could be developed with on-site storm and wastewater disposal systems.

2. Limited additional large-scale office development as a result of the existing economic climate and lack of available infrastructure.

Even though the Borough had rezoned new areas for office development in the 1988 Master Plan there was no additional large-scale office development in the Borough at the time of the 1994 reexamination report. Since the 1994 reexamination report these lands have not been developed.

3. Between 1980 and 1990, there was a 40% or 1,393 student decrease in the school age population.

Examination of the student population in the 1990's shows that this trend is reversing and that school-aged population has stabilized and even increased slightly towards the end of the decade. The 1999-2000 school year population was 2,251, according to figures from the Oakland School Board, the highest it has been in over a decade. Future trends appear to be positive for the school-aged population mainly due to the residential construction in the Borough in the later part of the 1990's.

4. The Colony, Pleasureland and Tanglewood neighborhoods consist of older converted summer residences located in the Ramapo River flood plain, which are in need of rehabilitation.

The 1994 reexamination report indicated that the three above-mentioned neighborhoods had housing conditions that were somewhat substandard and in need of rehabilitation. The homes in these neighborhoods were intended for seasonal use but are now year round residences. They were built on small lots, in the flood plain zone and have little road frontage. In addition to the poor physical condition of the homes there are also septic problems. The 1994 reexamination report noted that since 1988 there were improvements made to these neighborhoods in the form of rehabilitation by the owners and infrastructure improvements with help from the Borough. It was also indicated that attempts to take advantage of the New Jersey Neighborhood Preservation Program have not been successful. Since the 1994 reexamination report, the Army Corps of Engineers channelization project has moved toward implementation in the year 2000-2001. While this may have some positive effect on mitigating future flooding, other environmental and infrastructure problems still remain in these neighborhoods.

5. The low topography in the valley of the river is subject to periodic flooding.

Any low lying area near a river will always be subject to some degree of flood related problems. Steps are being taken to minimize the problems associated with flooding. Of note is the project by the Corps of Army Engineers, which will alleviate flooding in the river corridor portion of the Borough. The Borough is also actively seeking to acquire linear parkland along the river for preservation and conservation purposes.

6. The completion of Interstate 287 has put additional traffic congestion pressures on the roads in the Borough.

The 1994 reexamination report recommended that an improved circulation pattern throughout the Borough be provided and is a priority. Since the 1994 reexamination report a comprehensive CBD Circulation Improvement Plan has been drafted and is currently under review but not implemented. The Doty Road Bridge reconstruction project has moved forward and will be built this year.

EXTENT TO WHICH THERE HAVE BEEN SIGNIFICANT CHANGES IN THE ASSUMPTIONS, POLICIES AND OBJECTIVES FORMING THE BASIS OF THE MASTER PLAN

The 1994 Master Plan Reexamination listed thirteen major objectives that form the basis of the Master Plan document. The thirteen objectives listed in the 1994 Master Plan Reexamination are listed below followed by a discussion of any changes to these objectives.

Objective 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.

Response:

The Borough has addressed this objective through the completion of its updated Housing Element and by identifying certain appropriate lands for the development of a variety of housing types including low and moderate income housing units. At the time of the last reexamination report the Borough had consolidated the six residential zones into three more compatible zones. Since the 1994 reexamination report two Mount Laurel sites have been approved for development: Heritage Hills and Ramapo River Reserve.

Objective 2:

To preserve the environmentally sensitive areas within the Borough by discouraging development of steep sloped areas, floodplain areas and wetland areas by encouraging landform preservation through the use of special zoning provisions allowed in the Borough ordinances.

Response:

Through the provision of its slope ordinance the Borough has enabled the protection of some of the environmentally sensitive lands adjacent to the Ramapo River. The Army Corps of Engineers river channel widening project, when completed, will also help to preserve the lands located along the river. There is also a need for the formulation and approval of a comprehensive Environmental Constraints Ordinance to complement the existing Slope Ordinance.

Objective 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.

Response:

The Borough has ongoing efforts to try and secure funds for the purchase of linear parkland along the Ramapo River for preservation of those environmentally sensitive lands. The Open Space and Recreation Plan Element made part of the revised master plan addresses these issues.

Objective 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.

Response:

Over the last several years the Borough of Oakland has been in contact with the Borough of Wayne to try and come to an agreement for the Borough of Oakland to send sewerage to Wayne.

Objective 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.

Response:

Both the current master plan and zoning ordinance provide space for additional growth in the corporate office, industrial and retail service sectors.

Objective 6:

To identify historic sites existing within the Borough and to provide a plan for the preservation of those sites.

Response:

The 1994 Master Plan Reexamination report lists the inventory of historic properties located within the Borough. A review of the land use designations along the Route 202 corridor should include the possibility of establishing a Historic District along that corridor.

Objective 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.

Response:

The Borough had a Recreation Plan Element included within the 1994 reexamination report. In addition a new Open Space and Recreation Plan is being prepared. This plan is being prepared in accordance with the Open Space and Recreation guidelines set by the Green Acres program. The new OSRP will be appended to this reexamination report.

Objective 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.

Response:

The 1994 Master Plan Map included the location of current well fields. This portion of the master plan should be amended to include the three proposed locations for additional well sites. The Borough is currently considering three sites for additional wells, which they have a permit for that expires on June 30, 2003. The three sites currently under consideration for the location of these wells are; the southern portion of the Ramapo River Reserve tract, the Heritage Hills tract, and the Fanale tract. In addition, significant future development should be guided so that they do not overload the capacity of the existing and future well sites.

Objective 9:

To develop an efficient, cost effective recycling program that at minimum meets the state requirements.

Response:

The Borough's current recycling plan to be included in this master plan reexamination report is a current state of the art program, which is in full compliance with state requirements.

Objective 10:

To develop a master plan that is consistent with the proposed New Jersey State Master Plan.

Response:

In 1996, the Borough participated in the Cross-Acceptance review coordinated by the Bergen County Department of Planning. The final recommendations reflecting the Borough's compliance with the State Development and Redevelopment Plan review process are reflected in correspondence between the Borough of Oakland and the State.

Objective 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.

Response:

The revised master plan will contain specific recommendations regarding funding for future facilities.

Objective 12:

To design a reasonable development plan for the remaining vacant land that considers capacity for development and physical characteristics of the land.

Response:

The proposed revised comprehensive master plan map will include recommendations for amendments to the 1994 Master Plan map.

Objective 13:

To provide for the Borough's Fair Share obligation as mandated by the Council on Affordable Housing.

Response:

This will be addressed through the Borough's updated Fair Share Housing Plan, which will

provide a realistic opportunity for the construction of affordable housing by zoning three sites in the Borough as Mt. Laurel sites.

SPECIFIC CHANGES RECOMMENDED FOR THE MASTER PLAN OR DEVELOPMENT REGULATIONS

The following section will address the substantive changes that are to be recommended for implementation, which will guide the future development of the Borough. There are a total of 12 recommendations to be included within this Master Plan revision project. The following are the specific recommendations for the plan.

Master Plan Recommendation # 1:

The 1994 Land Use Plan Element and Comprehensive Master Plan Map recommended the designation of two parcels for life care facilities. The first parcel is 50.47 acres in area and is located in the southerly corner of the Borough bordered by the Borough of Wayne to the west and the Borough of Franklin Lakes to the east. The second parcel known as the Brotherhood tract is 55.15 acres in area and is located in the southwest section of the Borough between Ramapo Valley Road and the Borough of Wayne. These recommendations were made to accommodate housing for senior citizens in the borough and surrounding region. In 1996, the Borough Council chose to accept the recommendation and rezoned the second site as a Life Care Facility overlay zone called RA-1A. It is not necessary to have both sites designated for this purpose. Therefore, it is recommended that the Master Plan delete option 1 for the first parcel and retain its current zoning as RA-1.

Master Plan Recommendation # 2:

The Tanglewood tract as it is currently known is designated for high-density multiple-family residential use on the 1994 Master Plan Map. This development is located at the end of Bailey Avenue near the Ramapo River. Immediately adjacent to this parcel to the northeast is the Borough owned recreation field. This development consists of approximately 22 homes of which two-thirds are located in the floodplain. As a result of this development being located

within the floodplain, there are major problems with the septic systems for these homes. It is recommended that this designation be deleted from the Master Plan and that the Borough consider a plan to purchase the homes that are located within the flood plain and use the environmentally sensitive lands for open space/recreation purposes. It is also recommended that the tract be designated for open space recreation use.

Master Plan Recommendation # 3:

This residential neighborhood known as the Colony consists of approximately 17 acres and is located between the railroad to the north the Ramapo River to the southeast and Potash Lake to the southwest. This neighborhood consists of single family homes located in the flood plain. It is recommended that an engineering study be performed to determine the critical environmentally sensitive areas that are most susceptible to flooding and that state and federal funds be applied for to purchase these homes, and the areas be designated for open space/flood retention purposes. Accordingly we recommend the current high-density residential designation should also be amended to an open space conservation designation.

Master Plan Recommendation # 4:

This site currently known as the Korean Presbyterian Church property is a 25.2-acre site located along the easterly side of Ramapo Valley Road between Dogwood Drive to the north and Grove Street to the south. The property is currently designated for medium density residential use. There is a large main building and some smaller accessory buildings located on the site that are utilized by the church (the owners the property) for related religious type uses. The buildings are set back far from the road. The front portion of the site is open land used for flea markets and other related uses. It is recommended that it be designated for quasi-public use to reflect the current use of the site and that the residential designation be deleted.

Master Plan Recommendation # 5:

The 68.2-acre parcel of property commonly known as the Hovan Tract now owned by the McBride family is the subject of this two-fold recommendation for an amendment to the Land

Use Map. The bulk of this property is currently designated for low-density single-family development on the 1994 Master Plan Map. The remaining easterly-most parcel is designated Light Industrial Office and is located at the end of Thornton Road. It is also proposed that this 9.7 acres remain in the Light Industrial Office designation. It is proposed that the easterly-most 48.5 acres be redesignated to RC Residential Cluster in order to bring it into conformance with the Borough Council's amendment to the Zoning Ordinance in the mid-1990's. Furthermore, it is proposed that the westerly-most 10 acre-portion of this property be redesignated to high-density multiple-family development to bring this into compliance with the Borough's Housing Element as currently proposed. This portion of the property has access to Ramapo Valley Road and is bordered on the east by several ponds that provide an appropriate physical separation between the RC Residential Cluster use and the intended multiple-family housing designation.

Master Plan Recommendation # 6:

This parcel currently referred to as Block 2316; Lots 1 through 10.02 is located in the central portion of the Borough along West Oakland Road. The Susquehanna Western railroad runs along the southerly length of the property. This site is currently designated for high-density, single-family residential use. It is recommended that the Master Plan Map be revised to designate this property for multiple-family housing use. In addition, the park and ride designation for the easterly portion of the site should be deleted.

Master Plan Recommendation # 7:

This 40-acre tract of land is located in the eastern portion of the Borough along the border of Franklin Lakes. The railroad and Route 287 run the length of the northerly property line and Yawpo Avenue is located just to the south of the property. Located on the southwestern portion of the property closest to Yawpo Avenue is Indian Hills High School. The northeastern portion of the property is substantially vacant with the exception of a few homes being located on that portion of the property. Both properties are currently designated for corporate office use. It is

recommended that the northeasterly portion of this area along the railroad be designated RC Residential Cluster and the portion where the High School is located be designated for Educational use under the Community Facilities portion of the Master Plan.

Master Plan Recommendation # 8:

This approximate 80-acre property known as the Dewey tract is located in the extreme western portion of the Borough in the Ramapo Mountain chain. To the west is the Borough of Wanaque and Route 287 is located to the south and east. To the north the property is surrounded by an Open Space Conservation designation. The parcel is currently designated for Light Industry/Office use. This parcel has been impacted both functionally and visually as a result of the construction of Route 287. It is recommended that the current designation be deleted and that it be designated as an Open Space Conservation area consistent with the surrounding land use designation to the north. It is also recommended that this property, due to its steep slopes, be considered for purchase and inclusion in the Ramapo Mountain open space inventory. Should this property be purchased for open space it could be reclaimed and revegetated. We also recommend the joint formulation of an active "Nature Center" complex concept to be located on the plateau.

Master Plan Recommendation # 9:

This 16.64-acre parcel consisting of Block 3208, Lot 12 is located in the southerly portion of the Borough. Long Hill Road borders the parcel to the south, Thornton Road to the north, Bauer Drive to the east and Wright Way to the west. There is a small lake located in the middle of the site. The property is currently designated for Light Industrial/Office use. It is recommended that the Borough purchase this site with Green Acres funds and designate the property for park and recreation purposes.

Master Plan Recommendation # 10:

This 159.13-acre property is located adjacent to a portion of Post Road that is undeveloped. It is located directly above the existing shopping center to the east. The steep topography of this

property and its orientation toward a solid single-family residential neighborhood to the northwest supports the recommended redesignation. It is recommended that a property designated as Block 2102, Lot 1.01 on the Borough of Oakland Tax Maps now designated as Corporate Office be redesignated under the revised Master Plan as Low-Density Single-Family Residential. It is also proposed that the northerly most segment of Stone Fence Road connected to Post Road, which is not connected to the southerly most segment, be renamed.

Master Plan Recommendation #11

There are three parcels of privately owned lands located immediately to the south of the I-287 exit located on West Oakland Avenue known as Block 482, Lots 14, 16, and 17. These lands are currently designated Professional Office on the 1994 Master Plan Map. It is recommended that they be redesignated to the adjacent Light Industry/Office designation to bring them into consistency with the light industrial/office park located to the south.

Master Plan Recommendation #12

The 1994 Master Plan designated the area to the east of West Oakland Avenue bounded on the north by the West Oakland Avenue Ramapo River Bridge and on the south by the railroad right-of-way as Professional Office. Since that time, no additional professional use activities have developed in this area and it has remained predominantly residential. Accordingly, it is recommended that the revised Master Plan redesignate this area from Professional Office to High-Density Residential.

RECOMMENDATIONS CONCERNING THE INCORPORATION OF REDEVELOPMENT PLANS INTO THE MASTER PLAN AND DEVELOPMENT REGULATIONS

The *Local Redevelopment and Housing Law* was enacted in 1992 to provide municipalities with a mechanism to designate redevelopment areas, prepare and adopt redevelopment plans and implement redevelopment projects.

It is our opinion that there are no areas within the Borough that should be designated as a redevelopment area at this time.

RECOMMENDATIONS CONCERNING SPECIFIC ZONING ORDINANCE AMENDMENTS

The Planning Board recognizes a long-standing need to revise the Borough's height regulations. This issue should be jointly addressed by the Planning Board and the Borough Council. In addition, there is a need for the preparation of a Cell Tower Ordinance that would provide for such uses limited to Borough-owned properties.

**SECTION II:
BASIC STUDIES ELEMENT**

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BASIC STUDIES

Existing Land Use

A review of existing land use characteristics shows that the Borough remains a predominantly single-family residential community. A summary of existing acreage, which was zoned for a particular land use, was included in the 1994 Master Plan Reexamination report. There have been no changes in zoning classification since 1994. In addition, a comparison of real property valuation is included in this section to show the extent to which each land use classification is valued in the Borough. Table 1 summarizes the acreage zoned for each use as compared to actual existing uses.

TABLE 1: SUMMARY OF ZONING BY LAND USE
 BOROUGH OF OAKLAND - 1988

Use	Zoned (Acres)	Percent
Residential	3,359	57.7
Commercial	207	3.5
Industrial/Office	624	10.7
Park/Public/Conservation/Cemetery	1,634	28.1
Total:	5,824	100.0

Source: 1991 Planner's Data Book, Bergen County

Table 2 compares the number of parcels and the real property valuation for lands located within the Borough for the years 1994 and 1999.

TABLE 2: REAL PROPERTY VALUATIONS 1994 AND 1999

Class	1994		1999	
	No. of Parcels	% Valuation	No. of Parcels	% Valuation
Vacant	229	3.9	367	4.0
Residential	3,957	75.2	4,091	75.7
Farm	14	0.28	20	0.3
Commercial	137	9.5	140	9.3
Industrial	53	11.1	57	10.6
Total	4,390		4,675	

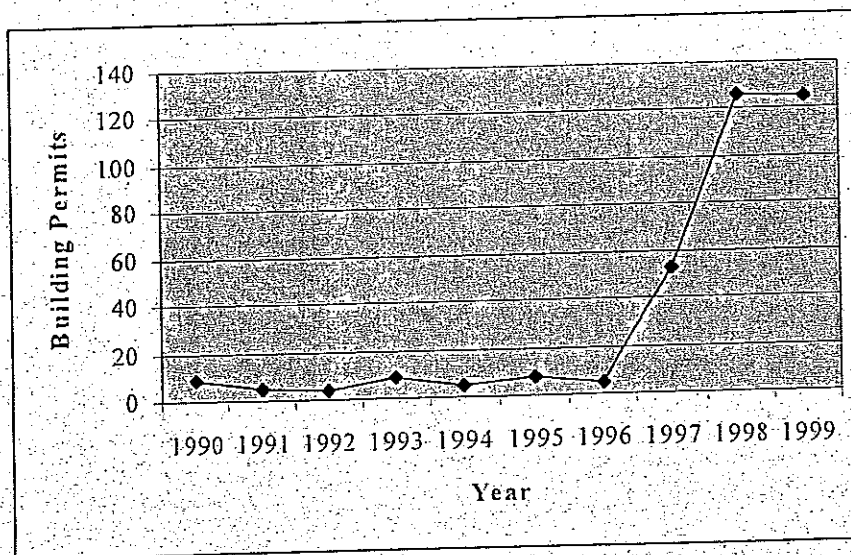
Source: Oakland Tax Sheets 1994 and 1999

The real property valuation analysis shown in Table 2 confirms that the Borough is still predominantly a residential community, with 4,091 parcels being used for residential purposes with a valuation of 75.7 percent. Not only does the Borough have the largest amount of land zoned for residential use, it also has the most parcels and the highest valuation of any land use in the Borough.

Residential Development

A significant level of single-family development activity occurred in the Borough during the late 1950s through the 1960s. Residential development continued at a somewhat slower rate during the 1970s and drastically dropped in the 1980s with an average of ten residential building permits per year issued in the 1980s. A review of building permits issued in the 1990s shows an increase in the later part of the 1990s, especially in 1997, 1998, and 1999 due principally to ongoing construction of the Ramapo River Reserve project. During the years from 1990 to 1999 an average of 34.9 residential building permits per year were issued. The following chart shows the number of residential building permits issued from 1990 to 1999.

CHART 1: RESIDENTIAL BUILDING PERMITS, 1990-1999



Source: NJ Residential Building Permit Summaries, New Jersey Department of Labor

Another reason for the increase in residential dwelling units was the settlement of three builder remedy Mount Laurel housing cases that have resulted in the zoning of over 890 multi-family housing units. Table 3, entitled "Zoning and Approved Residential Developments" lists the major Mount Laurel related projects and other residential developments since the last Master Plan Reexamination. A large portion of this development was precipitated by the need to address the Borough's Mount Laurel Affordable Housing obligation.

TABLE 3: RESIDENTIAL DEVELOPMENT ACTIVITY SINCE 1994

Name	Type	Site Area	No. of Units	Status
Hovan Tract	Single-Family Cluster	68.20	40	Zoned
Ramapo Ridge	Single-Family	33.49	20	Built
Walton Ave	Single-Family	5.18	6	Built
Butternut Court	Single-Family	3.66	6	Built
Ramapo River Reserve	Multi-Family, Single-Family	298.00	400	Under Construction
Bi-County/Pinnacle	Multi-Family	73.00	370	Zoned
Heritage Hills	Multi-Family	39.17	226	Site-Plan Approved

Source: Borough of Oakland Planning Board Records

The Hovan tract is a 68.20-acre site located in the southeast portion of the Borough with minimal frontage on Long Hill Road. The site has been zoned for single-family cluster development and if developed would produce an additional 40 units.

Ramapo Ridge is a 33.49-acre site located in the northern portion of the Borough on Ramapo Valley Road. The development was approved and built consisting of 20 single-family homes.

Two other minor developments were the six single-family homes that were developed on Walton Avenue and the six single-family homes that were developed on Butternut Court.

Ramapo River Reserve is a 298-acre site located in the northern part of the Borough on the westerly side of the Ramapo River. It is an ongoing project with phased development. There are

a total of five phases and three of them are completed to date. The remaining two phases have been approved for development by the Planning Board. The units that have been completed to date are predominantly multiple family dwelling units with some single-family cluster homes mixed into the development. At completion the total units constructed will be approximately 400 units.

The Bi-County/Pinnacle parcel is a 73-acre site located in the northeast portion of the Borough along the border of Wayne. The site has been zoned multi-family and if developed would produce 370 units.

The Baker Company has a 39.17-acre site located in the southern portion of the Borough east of Ramapo Valley Road. The Planning Board approved a site plan for the construction of 226 total dwelling units. Of the 226 units 24 units will be set aside for Mount Laurel age-restricted inclusionary housing. In addition, there will be 28 RCA units that will be transferred to another municipality.

The Ramapo River Reserve, Bi-County and Heritage Hills sites are all an integral part of the Boroughs proposed Mount Laurel Housing Plan.

The recent increase in residential development activity is also a result of the thriving construction market and the subsequent healthy economy. There remains additional development of Mount Laurel housing which is dependent on the availability of sewerage facilities.

There are a significant number of parcels located within the Borough that have been zoned for multiple-family dwelling units in order to meet the Borough's fair share of low and moderate income housing. These lands have yet to be developed for this purpose. One important factor why these lands have not been developed is the absence of sewers to serve a development of the magnitude of a multiple family development. If these developments were to be developed for

these purposes it would have a significant impact on the Borough's demographic makeup and have an affect on the services the Borough provides its residents.

An analysis was undertaken by our office, which compares two development scenarios. This analysis includes eleven sites that have the potential for development. The first scenario (no-build) assumes that no sewers will be provided and that the lands will not be developed. The second scenario (build) assumes sewers will be provided and that the lands will be developed according to their current zoning classification. The purpose of this analysis is to identify and document the location, nature, and extent of existing and future residential development potential that would be generated from projects implemented under the current Zoning Ordinance. This documentation and analysis, in addition to other projections for in-fill development, will comprise the foundation upon which future population projections and projections for public facilities will be made within the framework of the revised Master Plan. The following analysis, shown in Table 4, compares the two development scenarios.

TABLE 4. NO BUILD/BUILD DEVELOPMENT ANALYSIS

Project	Acres	No Build			Build		
		Units	Population	School Children	Units	Population	School Children
Ramapo River Reserve	298.00	400	960	101	400	960	101
Bi-County/ Pinnacle	73.09	0	0	0	370	902	94
Heritage Hills	39.17	0	0	0	226	362	0
Brotherhood	94.00	0	0	0	360	432	0
Ridgewood Associates	7.00	0	0	0	40	97	10
GAJE	4.36	0	0	0	60	146	15
Boy Scouts of Amer.	4.60	0	0	0	0	0	0
Hovan Tract:							
RC Parcel	48.50	40	132	28	40	132	28
Multi-fam. Hsg. Parcel	10.00	0	0	0	100	244	26
I-P Parcel	9.70	0	0	0	0	0	0
Ramapo Ridge	33.49	20	66	14	20	66	14
Walton Ave	5.18	6	20	4	6	20	4
Butternut Court	3.66	6	20	4	6	20	4
Total:	630.75	472	1,198	151	1,528	3,137	270

Source: Based on a study prepared by Michael F. Kauker Associates

Table 4 indicates that there is a significant amount of future residential development that will take the form of multiple-family housing, virtually all of which has been generated as a result of court decisions attendant to our Mount Laurel housing obligations. A significant aspect of this analysis results from analysis of Table 4, the comparison of the limited amount of future residential development that would occur if sewerage facility infrastructure is not provided to serve the multiple-family development sites identified in Table 4. If these sewerage infrastructure facilities were provided to serve the potential developments, it is our view that their construction would occur between a five- and ten-year period after the millennium.

If all of the developments identified in Table 4 are implemented over a ten-year period, they would result in an increased documentable change in the nature of the demographics affecting Oakland residents. These developments will also create a need for additional community facilities to be responsive to the varying needs of the new residents, inclusive of education facilities. In the alternative development scenario, should critical sewerage infrastructure not be provided to serve these developments, the Planning Board should consider viable alternatives to development that could occur on these lands absent the provision of sewerage infrastructure.

Commercial Development

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 Tree Mall forms the northern commercial "anchor center" around which several commercial uses have developed. During the mid-1980s, the Mall underwent extensive improvements and in the 1990's it was expanded. 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 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. The development of a nursing home was also approved in the area.

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.

Light Industrial/Corporate Office Development

Light 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 centrally located 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.

Light 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 over the years and forms a very significant part of the Boroughs Light Industrial/Corporate Office tax base. Since 1994 the Planning Board has approved twelve applications for additions to or reuse of Light Industrial/Corporate Office buildings. These developments are listed below in Table 5 entitled Light Industrial/Corporate Office Development.

TABLE 5: LIGHT INDUSTRIAL/CORPORATE OFFICE DEVELOPMENT

Name	Year Approved	Site Area, Acres	Address	Zone
Guggenheim Metals	1994	2.007	133 Bauer Drive	I-P
Bask Inc.	1994	1.274	25 Iron Horse Road	I-1
Robertet	1995	2.131	125 Bauer Drive	I-P
DRS Military Systems	1995	3.0	138 Bauer Drive	I-P
Royal Master Grinders	1996	3.0	143 Bauer Drive	I-P
Herrs Food Inc.	1996	3.52	12 Van Vooren Drive	I-P
McLachlan	1997	2.191	21 Raritan Road	I-2
Estee Lauder	1997	8.07	5 Thornton Road	I-P
Meadox Medicals	1997	6.0	112 Bauer Drive	I-P
Gornall	1998	2.296	115 W. Oakland Ave.	B-2
Sybren Properties	1998	2.955	Muller Road	I-1
Valbruna Corp.	1998	1.515	31 Iron Horse Road	I-1
Kanebridge Corp.	1999	4.023	153 Bauer Drive	I-P
James Construction	1999	1.334	Edison Avenue	I-1

Source: Oakland Borough Tax Records and Planning Board Records.

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 has resulted in the construction of one light industrial warehouse facility. 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 two vacant lots. Similarly, the industrial park off Spruce Street continues to have a few vacant parcels and one vacant building. In this industrial area, the Board of Adjustment approved the creation of a secular school for a vacant building along Spruce Street.

The 1994 Master Plan indicated that office development had been slow to develop within Oakland. In the mid-1980s, 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 interspersed 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. The 1994 Master Plan proposed no significant changes regarding office development.

Conservation/Recreation

Along with single-family residential development, the largest land use category within the Borough is conservation/recreation. This land use constitutes approximately 1,450 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. The Borough also owns a large portion of the northern section of the Ramapo Mountain. An in depth analysis of the conservation/recreation lands can be found in the Recreation Element as appended to this Reexamination Report.

Demographic and Housing Analyses

Population

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 US 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.

Table 6 illustrates the historical population trends that Oakland and surrounding communities have experienced.

TABLE 6: HISTORICAL POPULATION TRENDS

Year	Oakland	Mahwah	Franklin Lakes	Wyckoff
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: US Census Bureau

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.

According to the US Census Bureau, the Borough's population in 1990 was 11,997. Table 7, shown on the following page, lists the estimated population of Oakland from 1991 to 1998.

TABLE 7: ESTIMATED POPULATION, 1991 TO 1998

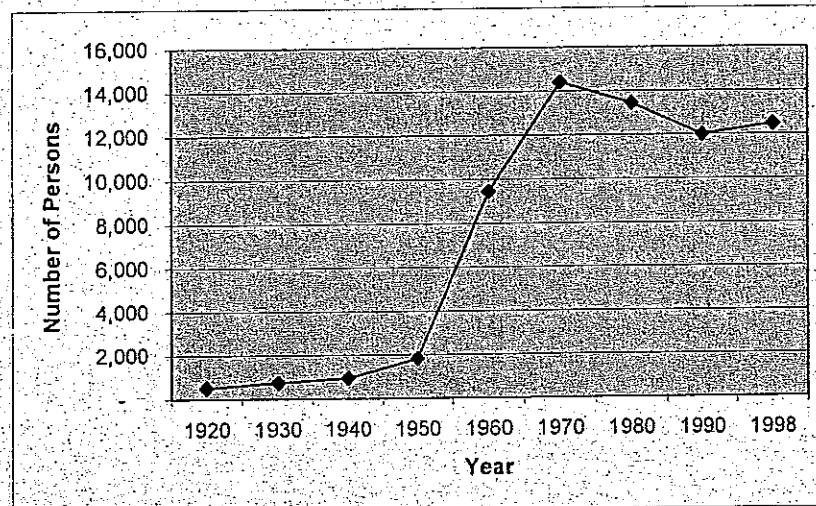
Year	Population	Change	
		Number	Percent
1991	11,982	-15	-0.13%
1992	12,055	73	0.61%
1993	12,113	58	0.48%
1994	12,153	40	0.33%
1995	12,202	49	0.40%
1996	12,265	63	0.52%
1997	12,321	56	0.46%
1998	12,478	157	1.27%

Source: US Census Bureau, Population Estimates Branch

It is therefore estimated that the community's population increased by 496 residents or 4.1% over these eight years. By comparison, Bergen County's population increased by an estimated 3.9% during the same period.

The Borough's population from 1990 to 1998 has leveled off increasing slightly according to estimates provided by the US Census Bureau. The following two charts show the population from 1920 to 1998 (Chart 2) and the population estimates from 1990 to 1998 (Chart 3).

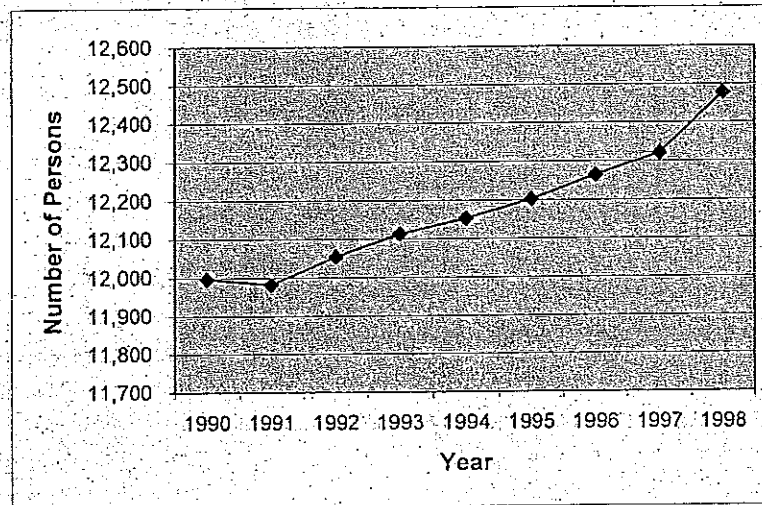
CHART 2: POPULATION 1920 - 1998



Source: US Census Bureau

Of significance in Chart 2 is the peak population in 1970 of 14,420 persons. This figure exceeds both the population in 1990 as well as the projected population for 1998. Projected population under full development without sewers may not exceed the peak total of 14,420.

CHART 3: POPULATION ESTIMATES 1990 - 1998



Source: US Census Bureau, Population Estimates Branch

As can be seen from Chart 3 the estimated population increased during the later half of the 1990's. This is most likely due to the increase in residential dwelling units that occurred at about the same time.

The population of the Borough was also projected out to the year 2010. The projections were calculated assuming the proper infrastructure would be in place and not in place or the "no-build" and "build" scenarios. Under the first scenario with no sewers available, using the straight-line population projection method, it is projected that the Borough's population in the year 2010 will be 13,486. The second scenario which assumed the sewers would be made available, taking the total population if all the land were to be developed and distributing it evenly over 10 years, the Borough's population would be projected to be 15,420.

The age group characteristic based upon the 1980 and 1990 US Census are shown in Table 7. 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 8: POPULATION AGE CHARACTERISTICS, 1980-1990

Age Group	1980		1990	
	Total	% of Total	Total	% of Total
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+)	1,203	9.0	1,810	15.0
Total:	13,443	100.0	11,997	100.0

Source: 1980, 1990 US Census Bureau

First, preschool-age children remain static without any increase. Between 1980 and 1990, there was a 40% or 1,393 decrease in the school-age category or individuals 5 to 18 years of age. 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. Since 1990, there has been an increase in the actual school age population of 216 students or 10.6 percent.

Housing

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 95% or 3,831 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 4.6% or 188 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 9 shows the breakdown of housing values.

TABLE 9: SPECIFIED OWNER-OCCUPIED HOUSING UNIT BY VALUE

Value	No. of Housing Units	Percent
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 - \$ 99,000	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	431	12.9
Total:	3,344	100.0

Source: 1990 US Census Bureau.

A summary of the age of structure indicated by year built is presented on the following page in Table 10.

TABLE 10: AGE OF ALL HOUSING UNITS BY YEAR BUILT

Year Built	Number of Units	Percentage
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	79	2.0
Total:	4,019	100.0

Source: 1990 US Census Bureau

Approximately 8% or 349 housing units were built by 1939 and 48% or 1,939 housing 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.

The 1994 Master Plan Reexamination noted that within Oakland there were a few neighborhoods remaining where housing conditions are to some degrees substandard. They are the Colony, Pleasureland, and Tanglewood neighborhoods. These neighborhoods are characterized by small single-family homes located on small lots. The owners are constantly upgrading their homes in these neighborhoods. These three neighborhoods will be described in greater detail below.

The Pleasureland neighborhood includes the area bounded by Route 202, the New York Susquehanna and Western Railroad, and the Pompton Lakes border. Most of the homes in this neighborhood were built over sixty 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 floodwaters 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 and is located west of the Ramapo River. It is bounded by the New York Susequehanna and Western Railroad on its northwesterly side and Potash Lake on the south. 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 the Pleasureland and 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 separate entity. 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 need of rehabilitation. Chronic septic system malfunction is a major problem here as with the other floodplain neighborhoods.

The 1994 Master Plan Reexamination described the substantial positive change that 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.

The density within the Borough has increased as the number of housing units has increased. In 1990, the density was 459 units per square mile. The densities for the surrounding communities are shown in Table 11.

TABLE 11: DENSITY OF HOUSING UNITS

Municipality	Number of Housing Units per Square Mile
Oakland	459
Mahwah	277
Franklin Lakes	322
Wyckoff	799

Source: 1990 US Census Bureau

The number of housing units in the Borough has increased due to the significant amount of development in the Borough over the recent years. A total of 224 residential building permits have been issued from 1990 to 1998. If all of the remaining approved residential units are built Oakland's density of housing units would increase to approximately 493 housing units per square mile. It is important to note that there are applications for residential development in front of the Planning Board at this time. If these applications are approved and developments are built the density of housing units would be even greater.

Income Characteristics

The average Oakland household income in 1989 was \$63,384. Per capita income was \$23,557.

Table 12 shows the Borough's income distribution.

TABLE 12: HOUSEHOLD INCOME DISTRIBUTION - 1989

Income	Number of Households
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	1,514
Total:	3,935

Source: 1990 US Census Bureau

Employment

A general analysis of the Borough's adult labor pool from 1990 to 1998 is included in Table 13.

TABLE 13: EMPLOYMENT CHARACTERISTICS

Year	Labor Force	Employed	Unemployed	Rate
1990	6,856	6,677	179	2.6%
1991	6,726	6,482	244	3.6%
1992	6,540	6,217	323	4.9%
1993	6,501	6,205	296	4.6%
1994	6,524	6,249	275	4.2%
1995	6,590	6,332	258	3.9%
1996	6,701	6,461	240	3.6%
1997	6,814	6,614	200	2.9%
1998	6,788	6,622	166	2.4%

Source: New Jersey Department of Labor

The data contained in these tables seem to show that Oakland generally has followed the larger economic trends of New Jersey and the Northeast. For example, the higher unemployment rate and slow or nonexistent residential construction in the early 1990s in the Borough were typical of the region as a whole.

COMMUNITY FACILITIES ANALYSIS

This section of the report entitled community facilities analysis is an update of the conditions in the Borough since the 1994 Master Plan Reexamination. The purpose of this section is to analyze the existing municipal services that the Borough provides. First it will document the existing level of service provided as well as the total capacity of these services. The next section will compare the existing level of municipal services to the planning standard/service level provided in the *Development Impact Assessment Handbook* a commonly used planning reference book. Finally we will analyze the future capacity of these services and their ability to accommodate future growth within the Borough. The implications for planning will address the affect the future growth will have on the municipal services and what measures the Borough can take to accommodate for this growth. This section analyzes the following municipal services including police, fire, schools, water and sewer services.

Police

The latest figures, provided in the New Jersey Municipal Data Book, had 31 police officers employed in the Borough as of 1997. This means the Borough provides approximately one police officer for every 387 residents or 2.58 officers per 1,000 residents. This is more than the planning standard/service level, which is 2 officers per 1,000 residents. In the analysis of the future development potential of the Borough prepared by our office there are two scenarios. The first is the "no build" scenario that assumes sewer systems will not be provided and certain lands will not be developed. The second is the "build" scenario, which assumes sewer systems will be connected to these lands and they will be built to their full development potential. Under the first scenario the population would increase by 1,198 persons. Therefore the ratio of police officers to residents would be approximately one police officer for every 425 residents or 2.35 police officers per 1,000 residents. Under the second scenario the population would increase by 3,137 persons. Therefore the ratio of police officers to residents would be approximately one police officer for every 488 residents or 2.04 police officers per 1,000 residents. Under both of the scenarios the Borough would not need to hire additional police officers to accommodate the future growth, according to the planning standard/service levels.

Fire

The Borough of Oakland has 60 volunteer fire personnel. This means that the Borough provides approximately one fireman for every 200 residents or 5 firemen per 1,000 residents. This is more than the planning standard/service level of 1.65 per 1,000 population. It is important to note that the fire personnel are on a volunteer basis.

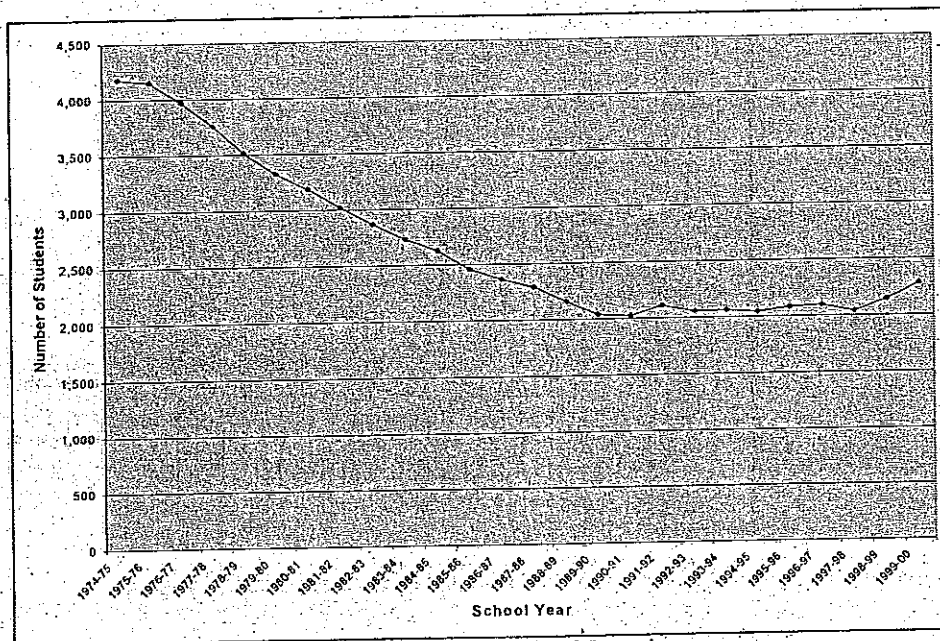
Schools

The purpose of documenting primary and secondary historical school population is to gain an understanding of the relationship between school population and physical development patterns over time. Studying the historical school population and development patterns will better help us to understand how future development may affect the Borough's school population and the school related services the Borough will have to provide. The relationship between actual

facilities provided and its school populations can also be evaluated. In evaluating the relationship between the actual facilities provided and the school population we use planning standards from the *Development Impact Assessment Handbook*.

The following Chart shows the enrollment history in the Borough from the 1974-75 to 1999-2000 school years.

CHART 4: ENROLLMENT HISTORY 1975-76 TO 1999-2000



Source: Oakland School Board

The chart above shows a decline in school population over the last 25 years, although over the past decade this population has stabilized. The school population has even increased during the later part of the 1990's. The increase in school population coincides with the increase in residential development as seen in the increase in the number of residential building permits in 1997 and 1998. The school population will probably continue to increase slightly in the future, especially if the vacant sites zoned for multiple family dwelling units are developed.

The Borough of Oakland has three grammar schools for grades K-5 and one Junior High School for grades 6-8. The High School aged students go to Indian Hills a regional High School located within the Borough. The three grammar schools are Dogwood Hill, Heights and Manito, which have an enrollment of 993 pupils for the 1999-2000 school year. The Junior High School is the Valley Middle School, which has an enrollment of 468 pupils for the 1999-2000 school year. The High School aged students attend Indian Hills High School, which has an enrollment of 773 pupils for the 1999-2000 school year. The total number of school-age children who are enrolled in a public school in Oakland is 2,234.

Water and Sewer

Of the 4,019 housing units located in the Borough, 3,840 use the public water system and 179 units use wells and other water systems. Only 253 dwelling units are connected to a public sewer system compared to 3,766 dwelling units that use septic and other sewer systems. This data was provided by the 1990 US Census.

PHYSICAL CHARACTERISTICS

Introduction

A study of the physical features of Oakland is important when we consider that the nature of the soils and 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 that 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 that 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, the Ramapo River divides Oakland into two general regions. 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. The Army Corps of Engineers is currently improving the floodway through a channelization project. An examination of these conditions is an extremely vital element for proper planning in Oakland together with an analysis of the topography that indicates the best location of such facilities as sewer lines, water storage tanks, and roads. Lands that are excessively steep, for example, hinder development and often prevent certain types of uses completely. The low-lying areas, on the other hand, that are subject to periodic flooding also deter certain uses because both 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 wetland 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 six types of wetland soils in Oakland. These are classified as follows:

1. Palustrine Open Water
2. Palustrine Scrub/Scrub Broad Leaf - Deciduous
3. Palustrine Forested Broad Leaf - Deciduous
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. The floodway project should help to alleviate some of these problems.

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 currently 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 outlines 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 the 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.

There have been many demographic changes in the Borough in the last decade and specifically since 1994. Between 1980 and 1990 the population declined due to a decrease in family size. Since 1990, the trend has been reversed as younger childbearing families have moved into the

Borough. This has also had an impact on school enrollment. One trend that seems indicative of the County, State, and the nation is the increase in the senior citizen resident population over the last decade. In order to provide essential services to residents it is important to address these changes. The provision of these services is a primary function of any municipality. The service needs of the residents of the community 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.

One very important development consideration is whether or not sewers will be made available to the lands that were identified in the Housing Element for the purposes of developing with Mount Laurel housing. This is important because without the necessary infrastructure there is the possibility that these lands may not be developed for this purpose. If this is still the case at the time of the next Master Plan Reexamination a different use or possibly a residential use at a lower density should be considered for these lands. Lower density single-family housing units may be a more suitable choice for developing these lands because they would not need to be hooked up with the public sewerage system. Single-family dwelling units could be developed with on-site storm and wastewater disposal systems.

**SECTION III:
OPEN SPACE AND RECREATION PLAN**

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EXECUTIVE SUMMARY

Michael F. Kauker Associates has been retained to prepare an Open Space and Recreation Plan (OSRP) for the Borough of Oakland. This Open Space and Recreation Plan shall become a part of the Borough's Master Plan Recreation Element. The purpose of this report is to develop a plan that will guide the appropriate allocation of resources to be used for open space and recreation purposes. Through the implementation of this plan, it is the Borough's goal to provide the existing and growing population with ample open space and active and passive recreation opportunities.

There remains a significant amount of vacant land located within the Borough. There are approximately 250 acres, excluding lands owned for open space and recreation purposes, located within the Borough that are undeveloped. Measures should be taken to preserve this open space and prevent the development of those sites where significant environmental constraints are present. The preservation of open space furthers the intent and purpose of the Municipal Land Use Law. It specifically addresses the following from Section 40:55D-2 of the act:

- a. To encourage municipal action to guide the appropriate use or development of all lands in this State, in a manner which will promote the public health, safety, morals, and general welfare.
- b. To secure safety from fire, flood, panic and other natural and manmade disasters.
- c. To provide adequate light, air and open space.
- g. To provide sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens.
- j. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land.

The preparation of an OSRP is one of the necessary steps the Borough needs to take in order for it to become eligible for and participate in the Green Trust Planning Incentive (PI) funding category. In addition to preparing an Open Space and Recreation Plan, the Borough must also have established and be collecting an open space tax.

This report consists of five major sections. The format of the report follows the open space and recreation plan guidelines provided by Green Acres. The first section describes the Borough's goals and policies as well as their overall philosophy towards providing open space and recreation opportunities. The second section documents the existing public and private resources that provide open space and recreation opportunities for residents of the Borough. The third section analyzes the adequacy of the existing open space and recreation system in terms of its ability to meet the needs of the local residents. The fourth section identifies and assesses the potential public and private land and water resources that have the potential for providing open space and recreation opportunities. The final section proposes the steps that will need to be taken in order to implement the Open Space and Recreation Plan.

GOALS AND POLICIES

Goals are the outcomes desired by the program, while objectives are the concrete steps taken to realize the outcomes. In the 1994 Master Plan Reexamination, there were a number of basic objectives listed of the Recreation Plan that were taken from the 1988 Master Plan Recreation Element. The majority of those goals and objectives are still relevant and are listed below with some changes and additions.

Goals

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 preserve and protect existing open spaces within the Borough that have significant environmental characteristics and prevent further development of these lands.

4. To preserve the riverfront for the enjoyment of the Borough's residents and give residents access to Potash Lake for passive recreational purposes.

Objectives

1. Acquire lands west of the Ramapo River currently owned by the Boy Scouts for preservation as passive recreational/open space.
2. Acquire lands adjacent to the Borough wells in the northern section of the Borough along the Ramapo River.
3. Acquire linear parkland located within the Borough along the Ramapo River.

The Borough's philosophy regarding open space and recreation is to provide every citizen the opportunity to enjoy the open space and recreation opportunities that are available in the Borough. The Borough should make every effort to provide for these opportunities through the preservation and creation of open space and recreation opportunities.

INVENTORY

This section documents the existing public and private resources that provide open space and recreation opportunities for the community. Open space and recreation land in Oakland totals approximately 1,361 acres or 24.32 percent. The majority of open space and recreation lands are located in the Ramapo Mountain range in the northwestern portion of the Borough, west of the Ramapo River. Table 1 shows the amount of existing open space and recreation areas owned by the Borough, County and State.

TABLE 1: EXISTING OPEN SPACE AND RECREATION AREAS

Owner	Acres	Percent
Oakland	289.88	21.3
Bergen County	336.38	24.7
New Jersey	735.36	54.0
Total:	1,361.62	100.0

Source: The Borough of Oakland Tax Maps

As seen in Table 1 above, State-owned lands account for more than 50 percent of the total open space and recreation lands within the Borough. The State is followed by the County, which owns 336.38 acres or 24.7 percent, and the Borough with 289.88 acres or 21.3 percent. The most significant holding the Borough has is the Ramapo Mountain parcels, which account for almost 70 percent of the total open space and recreation land owned by Oakland.

The following is a detailed listing and description of the existing inventory of open space and recreation resources.

Borough Owned Lands

Oakland Athletic Complex

The Oakland Athletic Complex is owned by the Borough and 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 nine baseball/softball fields. One football field and two soccer fields are overlaid on the baseball field. There are also six lighted tennis courts, two playgrounds, and one roller hockey rink.

Veterans Park

This Borough-owned site 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 is a 16-acre Borough-owned site located off Truman Boulevard. It currently consists of one soccer field.

Soons Soccer Field

This 6 plus-acre Borough-owned site is located off of Route 202 north of Patriots Way and west of Andrews Avenue. It currently consists of one soccer field.

Ramapo Mountain Parcels

These Borough-owned lands are approximately 205 acres and are by far the largest open space and recreation resource located within the Borough of Oakland. These lands are located in the Ramapo Mountains west of the Ramapo River. This land is heavily wooded and is currently preserved as passive recreation for hiking.

Ramapo Terrace Parcel

This Borough-owned site is 1.94 acres and is located in the southwest portion of the Borough off of Ramapo Terrace. The site is currently used for passive recreation purposes.

Camp Tamarack (Oakland)

This Borough-owned 21.6-acre site is located in the northwest section of the Borough in the Ramapo Mountain area west of the Ramapo River. It is proposed for passive open space.

County-Owned Land

Camp Tamarack (Bergen County)

This County-owned 169.68-acre site was purchased from the Boy Scouts in 1998. It is located in the northwest section of the Borough in the Ramapo Mountain area west of the Ramapo River. It is currently proposed for passive open space.

Campgaw Mountain County Reservation

Bergen County owns this 176.7-acre site. This environmentally sensitive land along the Borough's boundary with Mahwah is located in the far northeastern corner of the Borough. It is currently utilized for passive recreational purposes and is part of a much larger park, which spans both Oakland and Mahwah.

State-Owned Land

State Recreational Area

There are a total of 765.638 acres of State-owned parkland in the Borough. These environmentally sensitive lands are located west of the Ramapo River and are utilized for passive recreational purposes such as hiking, fishing, etc. This land area is part of the park system known as the Skyland State Park, which traverses a number of communities.

The following table includes a detailed listing of the existing open space and recreation facilities located within the Borough.

TABLE 2: EXISTING OPEN SPACE AND RECREATION AREAS

Name	Owner	Status	Acres	Type
Oakland Athletic Complex	Oakland	Existing	26.64	Active
Veterans Park	Oakland	Existing	2.70	Passive
Truman Boulevard	Oakland	Existing	16.00	Active
Soons Soccer Field	Oakland	Existing	6.00+	Active
Ramapo Mountain	Oakland	Existing	205.00	Passive
Ramapo Terrace	Oakland	Existing	1.94	Passive
Camp Tamarack	Oakland	Existing	21.60	Passive
Camp Tamarack	Bergen County	Existing	159.68	Passive
Campgaw Mountain County Reservation	Bergen County	Existing	176.70	Passive
State Recreation Area	State of NJ	Existing	735.36	Passive

Source: The Borough of Oakland 1994 Master Plan Reexamination

Semi-Public Recreational Areas

In addition to the open space and recreation areas owned by the Borough, County and State, school sites also offer playing fields and other forms of recreation in the Borough. 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 have athletic fields and Valley Middle School has a basketball court. Indian Hills High School has regulation-sized athletic fields and 5 tennis courts.

NEEDS ANALYSIS

This section of the report analyzes the adequacy of the existing open space and recreation system in the Borough in terms of its ability to satisfy present and projected public recreation demands and desires for open space as established by the local government through the planning process. One important aspect of the planning process in the preparation of the OSRP is public participation to help determine the needs of the community. Public participation through meetings and a task force set up by the mayor will help to determine the open space and recreation needs of the local residents.

This section also compares the existing open space and recreation system to accepted state and national standards. It will also determine the open space and recreation needs of local residents.

With the rapid increase in the development of land, open space and recreation are becoming increasingly important services within the Borough. The open space and recreation areas: regional parks and reservations, district, community and neighborhood facilities differ from one another in many respects, including size, area served and types and numbers of facilities available.

Regional parks and reservations are the largest of the facilities provided for in Oakland. Typically, these facilities range in size from 500 to 1,000 acres and are managed by State or Federal agencies. They typically serve an area with a radius of 10 miles. The space requirement for these facilities is 15 acres per 1,000 population. The types of recreational activities located within these facilities are generally informal, consisting of passive recreational uses, such as hiking, camping, horseback riding, nature study, etc.

District parks vary in size from 100 to 200 acres. County agencies are normally responsible for these parks. They typically serve an area with a radius of 3 miles. The space requirement for these facilities is 2 acres per 1,000 population. Recreational

activities generally range from picnicking, playground areas and water sports to baseball, football, soccer and other organized sports.

Community parks range in size from 40 to 100 acres and are usually managed by the municipality. They typically serve an area with a radius of 2 miles. The space requirement for these facilities is 3.5 acres per 1,000 population. Recreational activities range from informal uses such as picnicking to formal uses such as baseball, football, tennis, and soccer and also can include play areas for young children.

Neighborhood parks are the smallest of the facilities and range in size from 5 to 10 acres. The municipality manages these parks. They typically serve an area with a radius of one-half mile. The space requirement for these parks is 1.5 acres per 1,000 population. These parks include playgrounds and play lots for young children. Many times, these neighborhood parks are combined with local schools.

To determine if a community has sufficient parkland to serve the needs of its residents, we have utilized the national standard for total Borough parkland to residents and compared that standard to the existing conditions in the Borough. The national standard of total Borough parkland to residents is 10 acres of land per 1,000 residents. Within the Borough of Oakland, there currently exists in the form of Borough-owned parkland 289.8 acres, well in excess of the 10 acres per 1,000 residents.

RESOURCE ASSESSMENT

The purpose of the resource assessment is to provide an assessment of the public and private land and water resources that have the potential for providing open space and recreation opportunities. The remainder of this section analyzes these resources.

Heritage Hills

The developer of the Heritage Hills property has agreed to give the Borough a portion of land along the Ramapo River. The property has the potential to be developed as a passive recreation area such as a park. If the Borough obtains linear parkland along the Ramapo River, this park area can be connected to the municipal recreation fields. The linear parkland along the river would create a linkage between the two. The Borough should take advantage of this opportunity by creating a parks/trail system along the Ramapo River for the enjoyment of its residents. This property may have certain environmental constraints that should be taken into consideration when determining an open space or recreation use for the land.

Ramapo River Parcels

Land along the Ramapo River, if acquired by the Borough, would have many positive results for the Borough. It would help to maintain the views provided by the Ramapo River and to preserve the trout-stocked river. In addition, the linear parkland would also create a linkage with the two parks as described in the paragraph above.

McBride Industrial Park

This property is 16.64 acres and is located in the southeastern portion of the Borough north of Franklin Lakes/Long Hill Road and west of the Borough's border with Franklin Lakes. It is currently zoned IP-Industrial Park.

Camp Glen Grey

This 82.4-acre site is located in the extreme northwestern portion of the Borough along the borders of Mahwah and Wanaque. It is currently used as a camp by the Boy Scouts.

Potash Lake

The purchase of this 36.06-acre site was one of the Basic Objectives of the 1988 Recreation Plan Element, which stated "To acquire linear parkland along the Ramapo River that will preserve the riverfront and give residents access to Potash Lake for

passive recreational purposes.” This site is located in the southwest portion of the Borough.

ACTION PLAN

The purpose of the Action Plan is to provide direction for the orderly and coordinated execution of the OSRP. It will list the recommended projects and give a time frame for their implementation. It will state what needs to be done in order to realize these plans. This section of the report documents what can be done to fill the gaps between resources and needs. After studying the existing open space and park resources and comparing them to the needs of the Borough, we recommend that the Borough obtain more land for open space and recreation purposes. The following are some specific recommendations on how to accomplish this goal.

One aspect that we feel should be a priority in this plan is to acquire additional lands along the Ramapo River to protect the river and the views it has as well as to link the municipal athletic fields to the Heritage Hills property off of Doty Road. The following is one of the recommendations for the 1988 Recreation Plan, which addresses this issue.

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 acquire approximately 20 acres of riverfront property from this northern point starting at the recreation fields to Doty Road to the south. This acquisition will preserve over 4,000 feet of riverbank, while creating a bike/jogging trail linking the Athletic Complex with Doty Road.

In addition, it appears from the existing facilities and needs analysis that there is more than a sufficient amount of parkland within the Borough. Therefore, it may not be necessary for the Borough to acquire lands for the purposes of providing open space and recreation lands to its residents. The Borough however should make all efforts to protect

and preserve potential lands with significant environmental characteristics and may therefore wish to acquire lands for those purposes. The acquisition of additional linear lands located along the Ramapo River is one example of lands acquired to protect and preserve their environmental characteristics.

In addition to acquiring land for its protection and preservation, the Borough should also use its resources to maintain and to upgrade the existing open space and recreational facilities.

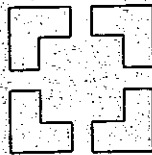
**SECTION IV:
BOROUGH OF OAKLAND HOUSING ELEMENT**

HOUSING PLAN ELEMENT
MASTER PLAN
BOROUGH OF OAKLAND

Prepared for

Borough of Oakland
Municipal Plaza
Oakland, NJ 07436

Prepared by



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June 1, 2000

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INTRODUCTION

This Housing Element and Fair share Plan is an amendment to the 1994 Master Plan of the Borough of Oakland. The Housing Element presented in this report fulfills the requirements of the *Municipal Land Use Law* (N.J.S.A. 40:55D-1 et seq.) and of Section 10 of the *Fair Housing Act* (N.J.S.A. 52-27D-301 et seq.). The *Fair Housing Act* provides a framework for New Jersey's municipalities to address their constitutional obligation to provide a reasonable opportunity for the construction of affordable housing meeting the needs of citizens in the region of which the community is located. The Council on Affordable Housing (COAH) is the State agency responsible for the administration of the *Fair Housing Act*.

This report includes the information contained in COAH's *Substantive Rules* effective June 6, 1994, as amended on September 5, 1995, December 6, 1995, and May 20, 1996. The particular requirements of these rules, as outlined in N.J.A.C. 5:93-5, "Preparing a Housing Element," are listed below:

1. An inventory of the Borough's housing stock by age, condition, purchase or rental value, occupancy characteristics 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 six years subsequent to the adoption of the housing element, taking into account, but not 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. A consideration of the lands that are most appropriate for construction of low- and moderate-income housing and of the existing structures most 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.
7. A map of all sites designated by the municipality for the production of low- and moderate-income housing and a listing of each site that includes its owner, acreage, lot and block.
8. The location and capacities of existing and proposed water and sewer lines and facilities relevant to the designated sites.
9. Copies of the necessary applications for water quality management plans.
10. A copy of the most recently adopted municipal Master Plan and, where required, the immediately preceding, adopted Master Plan.
11. For each designated site, a copy of the New Jersey Freshwater Wetlands maps, where available. When such maps are not available, municipalities shall provide appropriate

copies of the National Wetlands Inventory maps provided by the US Fish and Wildlife Service.

12. A copy of the appropriate United States Geological Survey Topographic Quadrangles for designated sites.
13. Any other documentation pertaining to the review of the municipal housing element as may be required by the Council on Affordable Housing.

Each of these requirements is addressed in the remainder of this report.

HOUSING ELEMENT COMPONENTS

1. An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics and type, including the number of units affordable to low- and moderate- income households and substandard housing capable of being rehabilitated.

The Borough of Oakland has an area of approximately 9.10 square miles and is located in the northwestern section of Bergen County, New Jersey. Bergen County is part of the housing region established by COAH consisting of Bergen, Hudson, Passaic and Sussex Counties. The Borough has been characterized by a low- to medium-density residential development pattern. The majority of remaining vacant lands in the Borough are dedicated to open space and parkland owned by the Borough, County, and State.

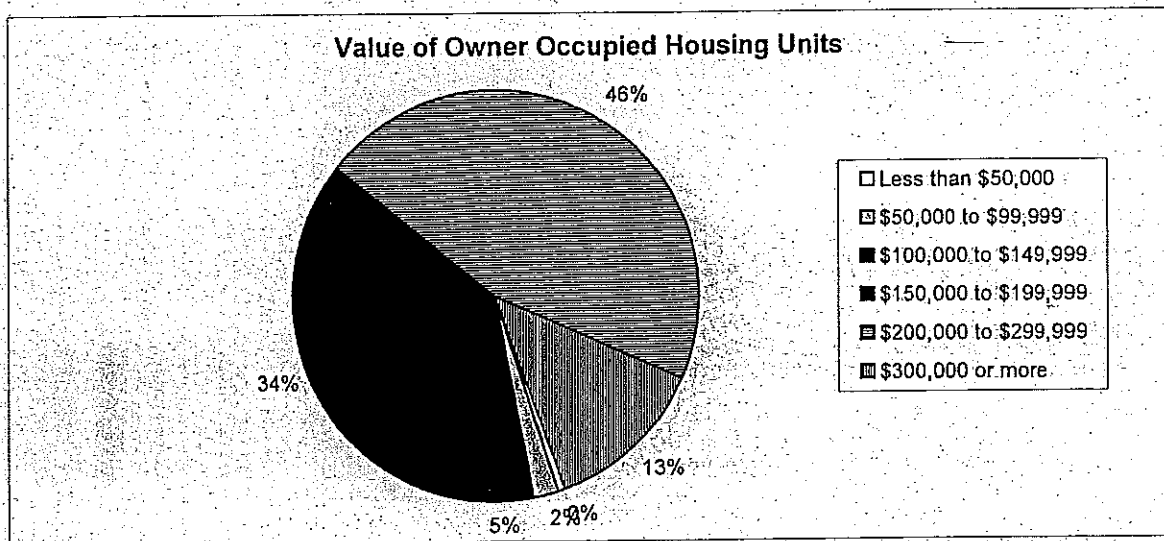
The Borough of Oakland is primarily a bedroom residential community. Oakland's housing stock is comprised primarily of single-family units. In 1990, the number of housing units in Oakland was 4,019, of which 95.3% or 3,831 units were found in single-family structures. Most of the housing in the Borough in 1990 was owner-occupied, accounting for 3,586 units or 89.2%, while only 321 units or 8% were renter-occupied. The remaining 112 units or 2.8% were classified as vacant at the time of the 1990 Census. The number of persons per owner-occupied housing unit in 1990 was 3.0 as compared to 2.8 persons per renter-occupied housing unit.

The median value of owner-occupied housing units according to the 1990 Census was \$214,300 with most of the residences valued between \$200,000 and \$299,999. Table 1 illustrates the breakdown of housing values for 1990.

TABLE 1
SPECIFIED OWNER-OCCUPIED HOUSING UNITS BY VALUE

Value	Number of Housing Units	Percent
Less than \$50,000	14	0.42%
\$50,000 to \$99,999	70	2.09%
\$100,000 to \$149,999	176	5.26%
\$150,000 to \$199,999	1,121	33.52%
\$200,000 to \$299,999	1,532	45.81%
\$300,000 or more	431	12.89%
Total	3,344	100.00%

Median Value: \$214,300.

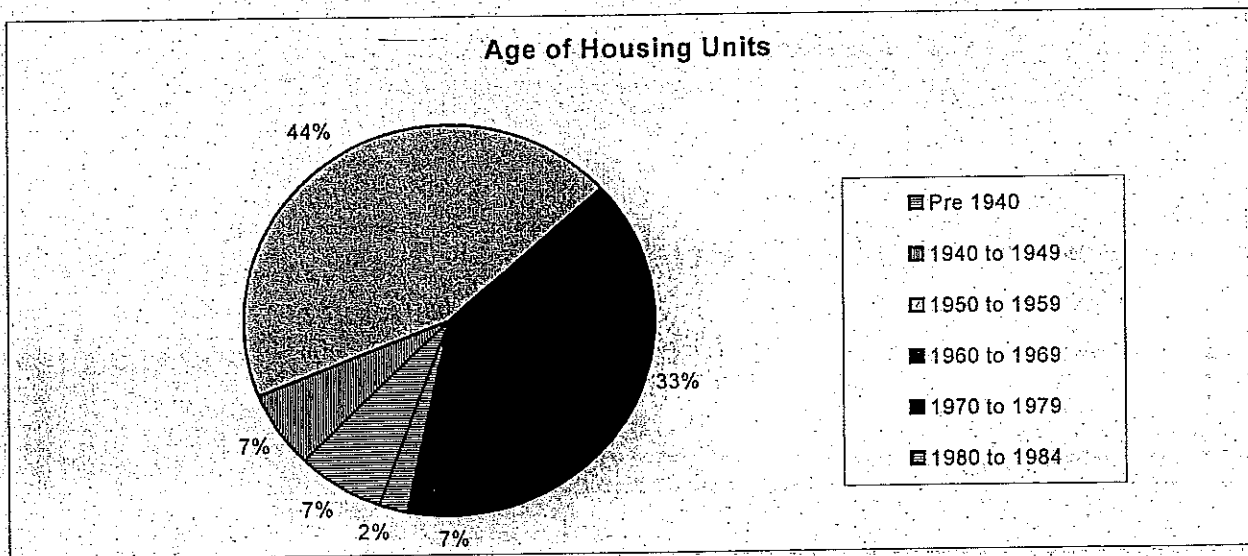


Source: New Jersey State Data Center, New Jersey Department of Labor.

Approximately 13% or 531 housing units were built prior to 1950 and approximately 75% or 3,043 housing units were built between 1950 and 1969. A summary of the age of structure indicated by year built is presented in Table 2.

TABLE 2
AGE OF HOUSING UNIT BY YEAR BUILT

Age of Housing	No. Units	Percent
Pre 1940	273	7%
1940 to 1949	258	6%
1950 to 1959	1,746	43%
1960 to 1969	1,297	32%
1970 to 1979	283	7%
1980 to 1984	88	2%
1985 to 1988	52	6%
1989 to March 1990	22	1%
Total:	4,019	100%



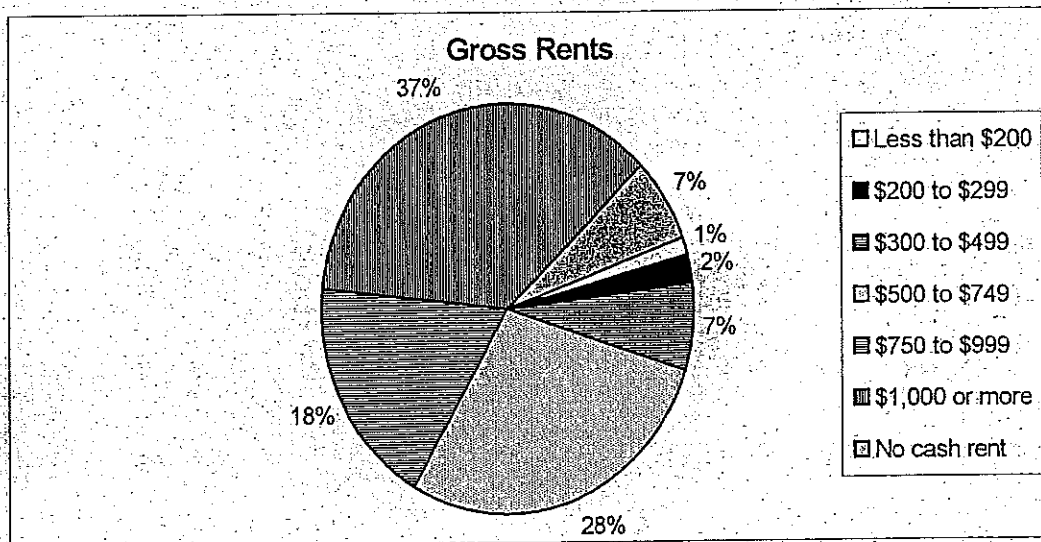
Source: US Census Bureau, 1990 US Census Data, STF3A.

A total of 10 of these units have been identified by COAH as deficient due to lack of complete plumbing facilities for exclusive unit use, deficient heating, and/or overcrowding. These 10 units comprise the Borough's indigenous need.

According to the 1990 Census, in 1989 the median monthly owner costs were \$1,369 with a mortgage and \$401 not mortgaged. The median gross rent was \$855 per month. Gross rents per unit in the Borough of Oakland are illustrated in Table 3.

TABLE 3
GROSS RENT PER UNIT

Gross Rent	No. Units	Percent
Less than \$200	4	1%
\$200 to \$299	7	2%
\$300 to \$499	21	7%
\$500 to \$749	85	28%
\$750 to \$999	55	18%
\$1,000 or more	108	36%
No cash rent	20	7%
Total	300	100%



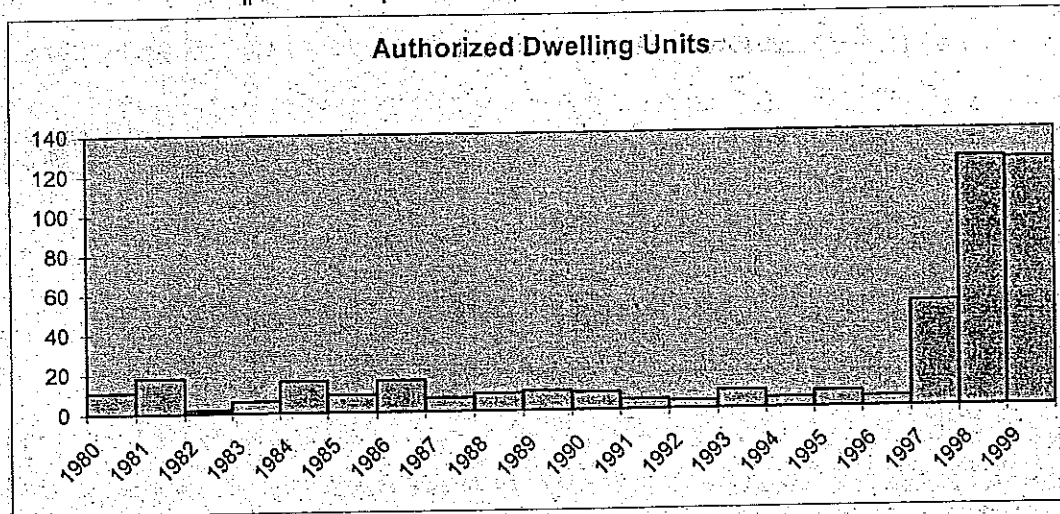
Source: *New Jersey State Data Center, New Jersey Department of Labor*

2. A projection of the municipality's housing stock including the probable future construction of low and moderate-income housing for the six years subsequent to the adoption of the housing element, taking into account, but not limited to, construction permits issued, approvals of applications for development and probable residential development of lands.

The municipality's housing stock has entered an increasing cycle where more new construction is occurring yearly. Between the years 1980 and 1989, a total of 104 housing units were added an average of approximately 10 units per year. The years 1990 to 1999 illustrate an increase in building activity, where an average of 34.9 units were added per year. Table 4 illustrates the number of building permits issued between the years 1980 to 1998.

TABLE 4
BUILDING PERMITS - 1980 TO 1999

Year	Total	Single Family	2 to 4 Family	5 or More Family	Demolitions
1980	11	11	0	0	4
1981	18	18	0	0	0
1982	2	2	0	0	1
1983	6	6	0	0	0
1984	16	16	0	0	0
1985	9	9	0	0	0
1986	16	16	0	0	7
1987	7	7	2	0	7
1988	9	9	0	0	3
1989	10	10	0	0	5
1990	9	9	0	0	3
1991	5	5	0	0	3
1992	4	4	0	0	2
1993	9	9	0	0	1
1994	5	5	0	0	1
1995	8	8	0	0	0
1996	5	5	0	0	n/a
1997	53	53	0	0	n/a
1998	126	126	0	0	n/a
1999	125	125	0	0	n/a



Source: *NJ Residential Building Permit Summaries, New Jersey Department of Labor*

3. An analysis of the municipality's demographic characteristics including, but not limited to, household size, income level and age.

The Borough's population has steadily declined over the past twenty years. The 1990 population of 11,997 persons shows slightly less than an 11% decrease from the 1980 population of 13,443 persons, which also decreased from the 1970 count of 14,420 persons. The racial composition of Oakland's population is predominately white,

accounting for slightly over 96% of Borough residents. The racial characteristics of Oakland' residents are identified in Table 6.

TABLE 6
1990 RACIAL CHARACTERISTICS

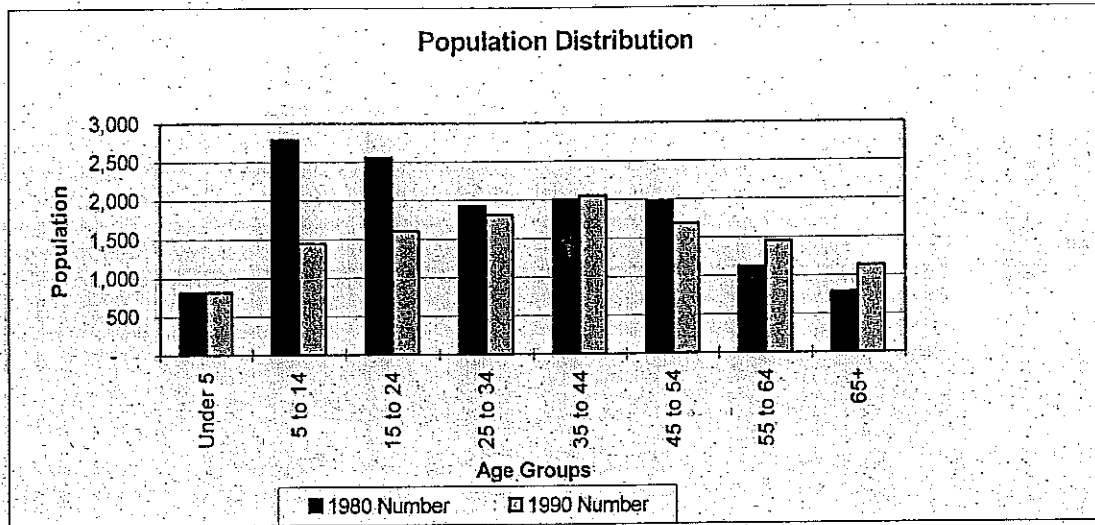
Race	Number	Percent
White	11,541	96.2%
Black	130	1.1%
American Indian	12	0.1%
Asian/Pacific Islander	278	2.3%
Other	36	0.3%
Total:	11,997	100.0%
Hispanic origin (of any race)	326	2.7%

Source: US Census Bureau, 1990 US Census Data.

The Borough's population shows a small degree of change in its age groups. The most significant difference between the 1980 and 1990 population is the change in the 5 to 14 and 15 to 24 age groups, which decreased by 1,348 persons or 48.3% and 959 persons or 37.4%, respectively. The decrease in the 5 to 14 age group may have an impact on the Borough's future school-age population. The largest increases in population were in the 55 to 64 and 65+ age groups, which increased by 29.5% and 43.5%, respectively. The increase in the 65+ age group is consistent with the increase at the county level as life expectancy rates are increasing. During the same time period, Bergen County showed a 20% increase in the 65+ age group. The age group characteristics based upon the 1980 and 1990 US Censuses are shown in Table 7.

TABLE 7
POPULATION CHANGE - 1980 TO 1990

Age Group	1980		1990		Number Change	Percent Change
	Number	Percent	Number	Percent		
Under 5	818	6.1%	818	6.8%	-	0.0%
5 to 14	2,790	20.8%	1,442	12.0%	(1,348)	-48.3%
15 to 24	2,561	19.1%	1,602	13.4%	(959)	-37.4%
25 to 34	1,925	14.3%	1,808	15.1%	(117)	-6.1%
35 to 44	2,003	14.9%	2,051	17.1%	48	2.4%
45 to 54	1,978	14.7%	1,687	14.1%	(291)	-14.7%
55 to 64	1,125	8.4%	1,457	12.1%	332	29.5%
65+	789	5.9%	1,132	9.4%	343	43.5%
Totals	13,443	100.0%	11,997	100.0%	(1,446)	-10.8%

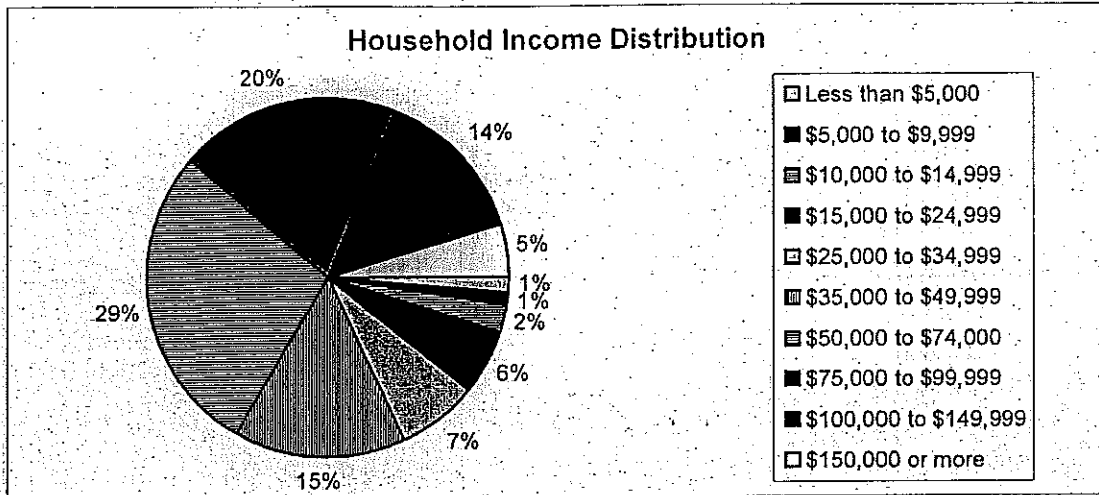


Source: US Census Bureau, 1980 and 1990 US Census Data, STF3A.

In 1990, the average persons per household for the Borough's 3,907 households was 3.00, which is a 12.3% decrease compared to the 3.42 persons per household in 1980. The 1989 median income per household in Oakland was \$63,384. The 1989 breakdown of income categories is shown in Table 8.

TABLE 8
HOUSEHOLD INCOMES - 1989

Income	Households	
	Total	Percent
Less than \$5,000	55	1.40%
\$5,000 to \$9,999	40	1.02%
\$10,000 to \$14,999	98	2.49%
\$15,000 to \$24,999	234	5.95%
\$25,000 to \$34,999	285	7.24%
\$35,000 to \$49,999	601	15.27%
\$50,000 to \$74,000	1,108	28.16%
\$75,000 to \$99,999	776	19.72%
\$100,000 to \$149,999	553	14.05%
\$150,000 or more	185	4.70%
Total:	3935	100.00%
Median, Oakland	\$63,384	
Median, Bergen Cty.	\$49,249	



Source: US Census Bureau, 1990 US Census Data, STF3A.

4. An analysis of the existing and probable future employment characteristics of the municipality.

Of the 7,013 persons in the labor force in the Borough, only 210 or approximately 3% were unemployed at the time of the 1990 Census. Approximately 74% of all persons employed have traditional white-collar jobs, while 26% of the labor force is employed in traditional blue-collar occupations. Table 9 indicates the number of employed persons by profession for the Borough of Oakland.

TABLE 9
EMPLOYED PERSONS BY PROFESSION - 1990

Occupation	Number of Persons Employed
Managerial/Professional	2,640
Technicians	284
Sales	955
Administrative	1,223
Service	471
Farming, Forestry, Fishing	28
Precision Production, Craft, Repair	721
Machine Operators	174
Transportation	187
Laborers	120
Total	6,803

Source: US Census Bureau, 1990 US Census Data, STF3A.

5. A determination of the municipality'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;

The Council on Affordable Housing determined that Oakland's fair share allocation for the period 1987 to 1993 was 345 units as illustrated below:

=	Indigenous Need:	39
+	<u>Reallocated Present Need:</u>	<u>245</u>
=	Present Need:	284
+	<u>Prospective Need:</u>	<u>86</u>
=	Total Need 1987-1993:	370
+	Demolitions:	0
-	Filtering:	5
-	Conversions:	4
-	<u>Rehabilitation:</u>	<u>16</u>
=	Total Pre-credited Need:	345

In its current fair share allocation, COAH has recalculated the affordable housing need from 1987-1993 and combined it with the need projected for 1993-1999 to arrive at a cumulative fair share allocation for each municipality, which covers the entire 1987-1999 period. The net pre-credited need for which each municipality is responsible is termed "Calculated Need." The Calculated Need for the Borough for 1987-1999 is 219 units, as outlined below:

	Indigenous Need:	10
+	<u>Reallocated Present Need:</u>	<u>101</u>
=	Present Need:	111
+	<u>Prospective Need:</u>	<u>68</u>
=	Total Need:	179
+	Prior Cycle Prospective Need:	48
+	Demolitions:	5
-	Filtering:	2
-	Residential Conversion:	1
-	<u>Spontaneous Rehabilitation:</u>	<u>7</u>
	Pre-credited Need	222
-	1987-1993 New Build Requirement:	222
-	Prior Cycle Credits	3
-	<u>20% Cap</u>	<u>0</u>
=	Calculated Need:	219

6. A consideration of the lands that are most appropriate for construction of low- and moderate-income housing and of the existing structures most 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.

PROPOSED FAIR SHARE PLAN

The Borough of Oakland proposes to address its 1993-1999 New Build requirement through the addition of inclusionary aspects to its Zoning Ordinance. This particular portion of the Ordinance will address the Borough's fair share obligation, which will cover all of the sites mentioned in the housing plan. The proposed districts will incorporate the current COAH substantive regulations. Also included in this document will be a development fee ordinance to fund the rehabilitation and RCA components.

Previous Plan

Through a number of court-administered settlement agreements in the late 1980's and early 1990's, the Borough of Oakland's original housing plan was developed. The Borough's original housing plan was based on the three prior court-administered settlement agreements and the rezoning of additional properties for inclusionary development in order to meet its remaining fair share obligation. The original housing plan pursuant to the court-administered settlement agreements has been changed in cooperation with the Borough and the developers. It is important to note that the number of units provided for in the settlement agreements has not changed; only the method in meeting that number has been changed. The additional properties that were specified in the Housing Plan for inclusionary development to meet its remaining obligation have been changed due to the realistic development potential of those sites. The Borough is now presenting a new plan including the components of the original court-administered settlement agreements as well as new additional methods in order to meet its fair share obligation and receive certification from COAH. The following section of this report will present the changes to the original court-administered plan and will also address the Borough's plan to meet its remaining fair share obligation.

The Borough of Oakland has a pre-credited need of 222 units. The Borough's calculated need is 219 units, which reflects a 3-unit prior cycle credit. The Borough has developer settlement agreements to meet 149 of the calculated need of 219 units through a number of different methods. The first method is zoning for the inclusionary development, which will be met through the settlement agreements where low- and moderate-income units will be built on-site. The Borough currently has an agreement for the construction of 50 new low- and moderate-income units. The next method is through the rehabilitation of substandard units. The Borough's indigenous need of 10 units is the total number of units for which the Borough can receive credit, for the rehabilitation of substandard units. The Borough had a credit of 3 units during the previous cycle and plans to rehab 4 units through funding secured from a developer and 3 additional units will be funded by a proposed development fee ordinance. The Borough

can also meet its obligation through an RCA, which permits a municipality to transfer a portion of its fair share obligation to another municipality. The Borough is allowed to transfer 50% of their total obligation for a total of 109 units and currently has 71 units set aside for RCA. The next method that may be used to address a municipality's obligation is the provision of age-restricted housing for which a municipality is generally allowed to receive credit up to 25% of its fair share obligation. The Borough is allowed credit for 24 of these units and 24 are currently proposed in the plan. The following section describes the separate developer agreements.

TABLE 10
EXISTING DEVELOPER AGREEMENTS

Site	Non-Age-Restricted Inclusionary Units	Rehab	RCA	Age-restricted	Total Credits
Baker Company			28	24	52
Bi-County/Pinnacle	50		20		70
Ramapo River Reserve		4	23		27
Totals:	50	4	71	24	149

The Borough plans to meet a substantial portion of its obligation through several court administered settlement agreements with developers of certain properties within the Borough. The properties for which the Borough currently has agreements with developers to provide low- and moderate-income housing are listed in the Table 10 above. The Borough has approved the Baker Residential plan to develop a site that will produce a total credit of 52 units, of which 28 will be through an RCA and 24 will be age-restricted units built on-site. An agreement with Bi-County (now Pinnacle) will provide for a total credit of 70 units, of which 50 will be low- and moderate-income units built on-site and 20 will be through an RCA. The Ramapo River Reserve is another project that will provide \$500,000, of which \$40,000 will go to the rehabilitation of 4 units and the remaining \$460,000 will fund 23 RCA units. In addition to these units, the Borough also received credit for 3 rehab units from the previous cycle. The total number of units that the Borough is receiving credit for is 149, which means that an additional 70 units must be addressed in the plan in order to meet their calculated need of 219 units.¹ The following section addresses how the Borough will meet its remaining obligation.

¹ The calculated need of 219 units reflects the 3 unit prior cycle credit, which was deducted from the pre-credited need of 222 units.

Remaining New Build Obligation

The following table summarizes how Oakland plans to meet its obligation to provide for the remaining 70 low- and moderate-income dwelling units:

TABLE 11
INCLUSIONARY HOUSING PLAN

Property	Market units	Low/Mod	Acreage	Density	Setaside	Credits
Hovan	85	15	10.00	10	15%	30 ¹
RCA						37 ²
Totals:	85	15	10.00			67 ³

¹ The 15 low- and moderate-income units will be rental units available to the general public. Therefore those units will receive a 2 for 1 credit, which equates to a 30-unit credit.

² The remaining 37 units will be funded by a Development Fee Ordinance.

³ The addition of 3 rehab credits to 67 credits equals 70 credits. The 3 rehab units are to be funded by a Development Fee Ordinance to meet the calculated need of 219 units.

The combined area of the site included in Table 11 above is 10 acres. A total of 100 units will be added to the Borough, of which 15 units will be provided for low- and moderate-income individuals. The Borough plans to meet its remaining obligation of 37 units through the creation of a Development Fee Ordinance that will fund RCA's:

Rehabilitation Obligation

The Borough of Oakland can rehabilitate a total of 10 substandard units and has received credit for 3 substandard housing units from its prior cycle, an additional 4 substandard units will be funded through the housing plan. The Borough intends to fund the remaining 3 substandard housing units with a Development Fee Ordinance. This will be accomplished by the incorporation of a development fee section into the Zoning Ordinance. The proposed ordinance will be consistent with the substantive rules and regulations set forth by COAH.

Property Descriptions

Hovan

It is recommended that this 10-acre site be developed with multiple-family non-age-restricted dwelling units at a density of 10 units per acre that would yield a total of 100 units, of which 15 units would be provided for low- and moderate-income households. Since these units are rental

units and are available to the general public the Borough would receive a 2-for-1 bonus and receive a credit of 30 units for this development.

Regional Contribution Agreement (RCA)

The Borough plans to meet its remaining obligation of 37 units through an RCA. The Borough proposes to fund the RCA through a Development Fee Ordinance. The fees charged to the developers will be broken down into residential and non-residential developments. For residential developments, the Development Fee Ordinance will charge developers a maximum fee of one-half of one percent of the equalized assessed value of each unit when no increase in site density is involved. When an increase in density is involved, a maximum fee of six percent of the equalized assessed value of each additional unit plus one-half of one percent for each originally permitted unit will be charged to the developer. For non-residential developments, a maximum fee of one percent of the equalized assessed value of the development will be charged to the developer. The funds collected by this ordinance will be used to fund the 37 RCA's and the rehabilitation of 3 substandard housing units.

7. A map of all sites designated by the municipality for the production of low- and moderate-income housing and a listing of each site that includes its owner, acreage, lot and block.

Appended to this document.

8. The location and capacities of existing and proposed water and sewer lines and facilities relevant to the designated sites.

9. Copies of the necessary applications for water quality management plans.

Not applicable.

10. A copy of the most recently adopted municipal Master Plan and, where required, the immediately preceding, adopted Master Plan.

One copy of the Borough of Oakland's 1979 Master Plan is being submitted herewith.

11. For each designated site, a copy of the New Jersey Freshwater Wetlands maps, where available. When such maps are not available, municipalities shall provide appropriate copies of the National Wetlands Inventory maps provided by the US Fish and Wildlife Service.

National Wetlands Inventory map appended to this document.

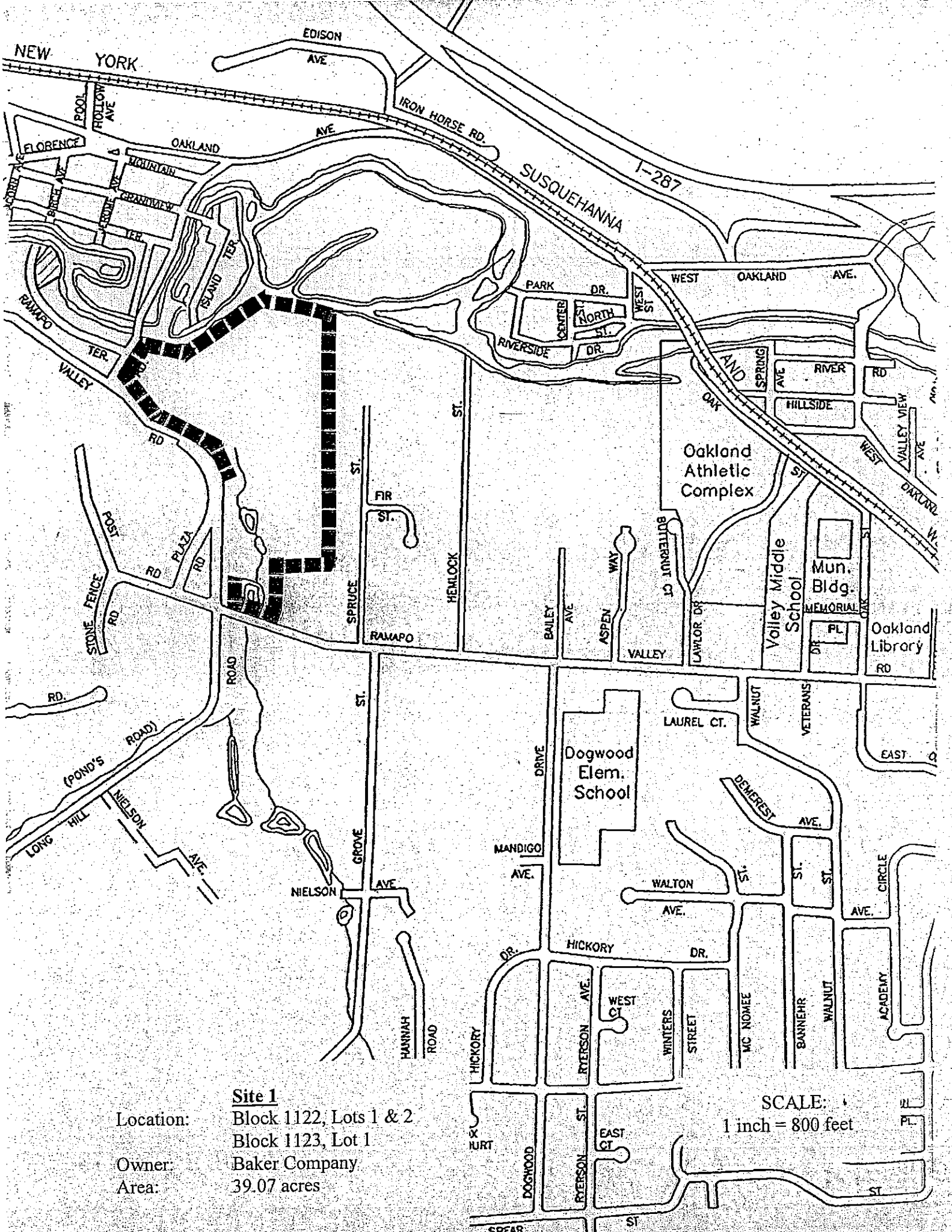
12. A copy of the appropriate United States Geological Survey Topographic Quadrangles for designated sites.

Appended to this document.

13. Any other documentation pertaining to the review of the municipal housing element as may be required by the Council on Affordable Housing.

APPENDICES

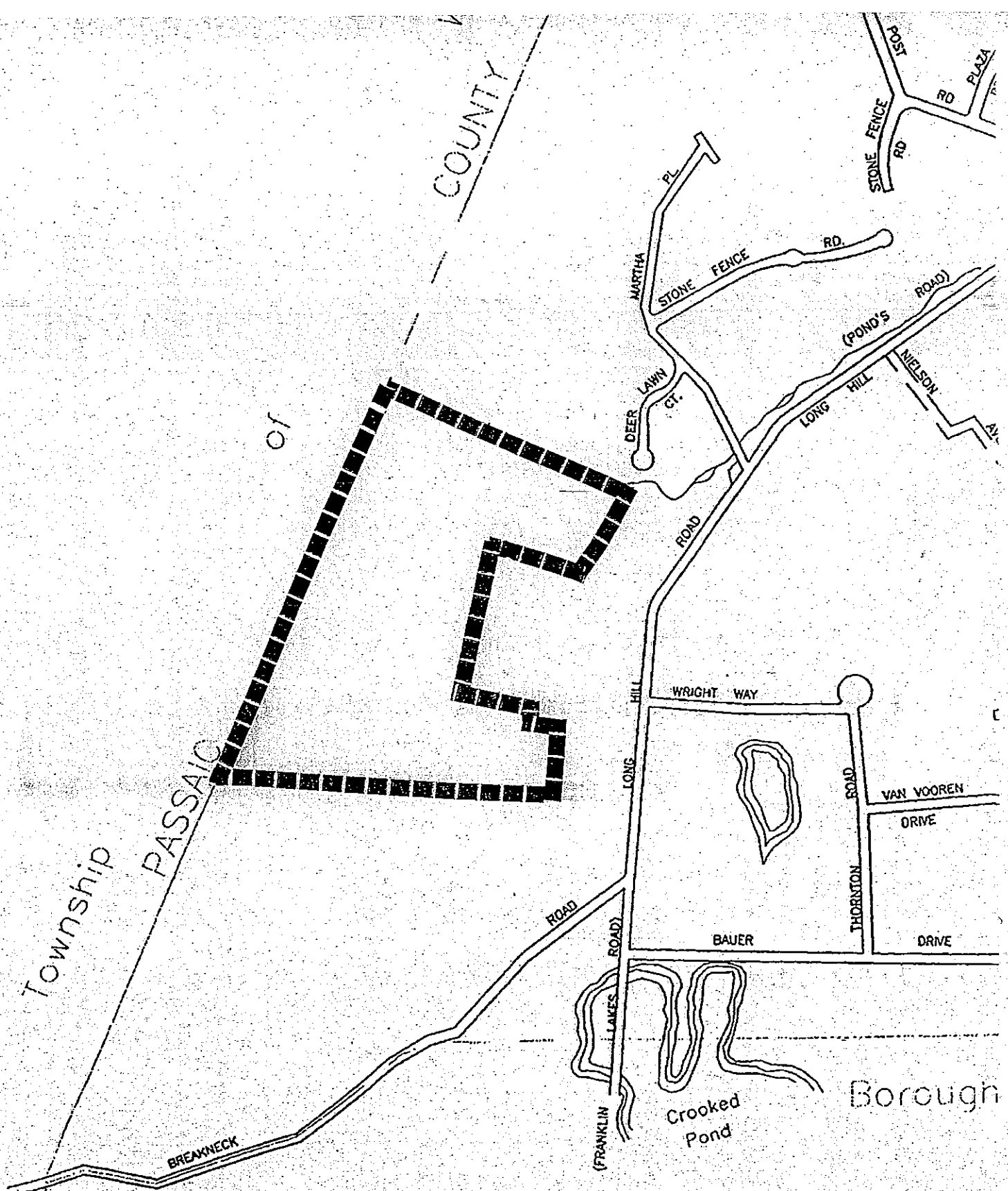
1. Map of inclusionary housing sites
2. National Wetlands Inventory map
3. USGS Quadrangle map



Site 1

Location: Block 1122, Lots 1 & 2
 Block 1123, Lot 1
 Owner: Baker Company
 Area: 39.07 acres

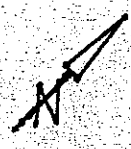
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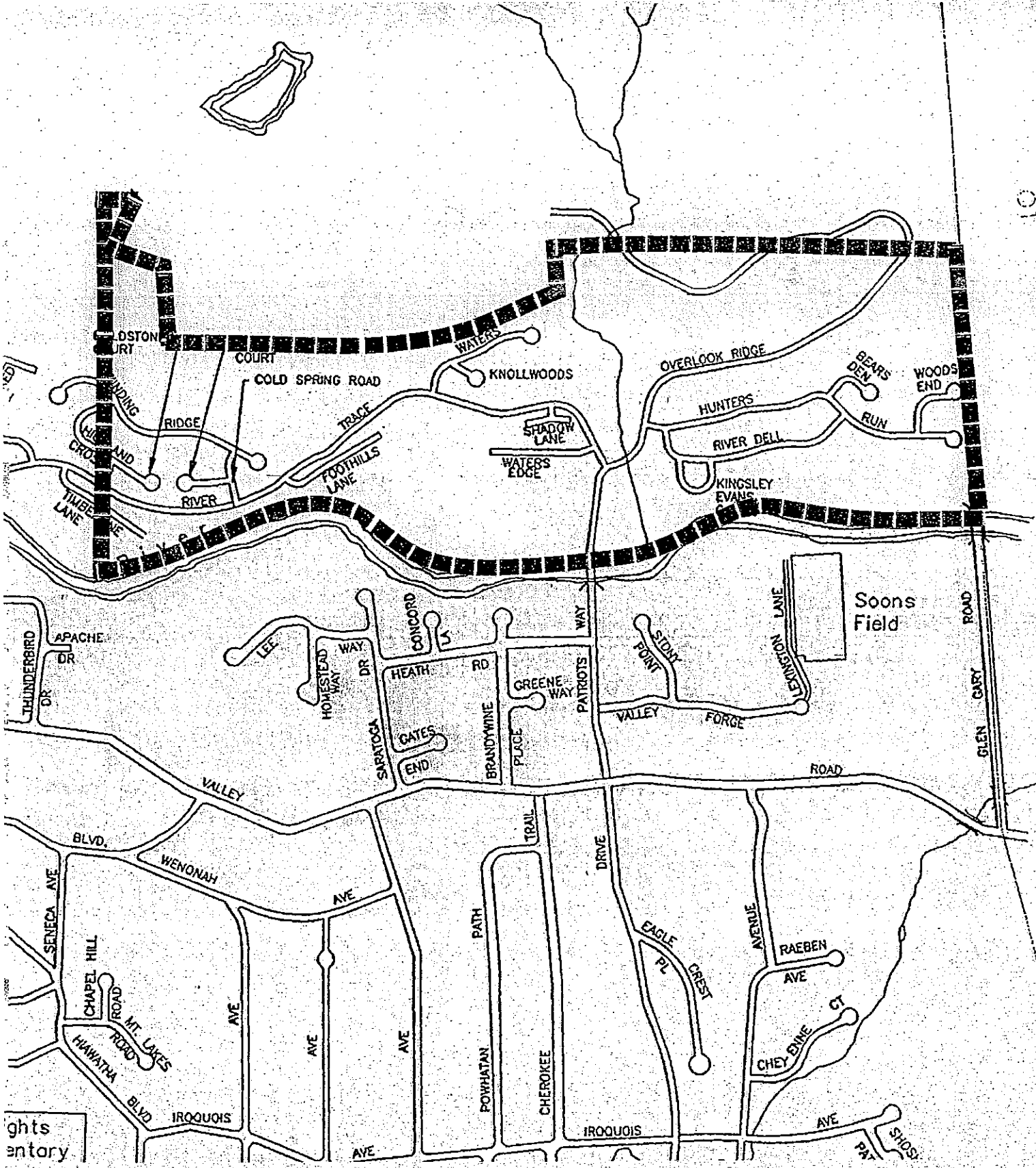
Township of PASSAIC COUNTY

Borough

Location: **Site 2**
 Block 3102, Lot 1
 Block 3103, Lot 1
 Owner: Bi-County Development Inc.
 Area: 73.085 acres



SCALE:
 1 inch = 800 feet

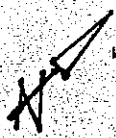


Site 3

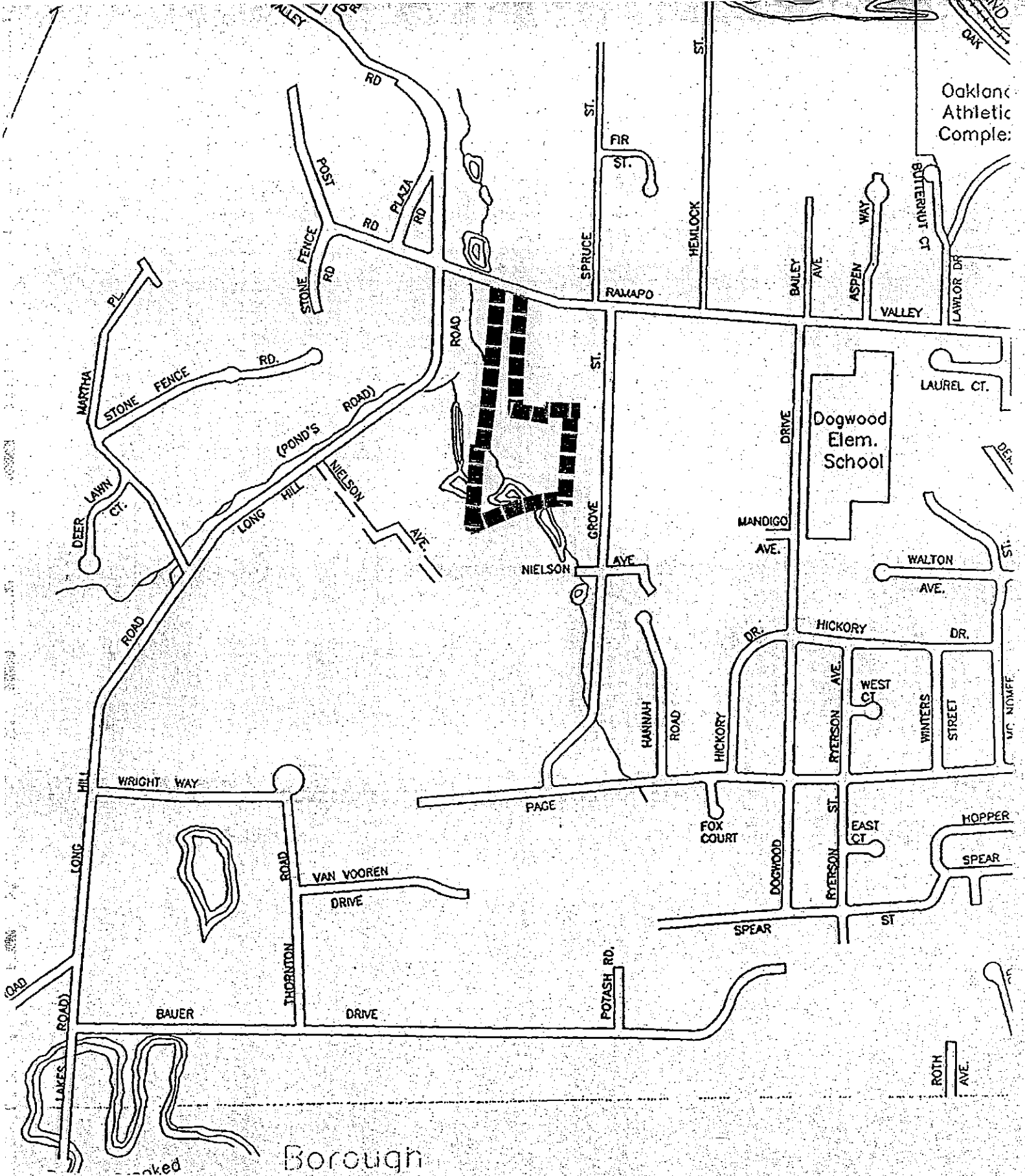
Location: Block 2501, Lot 1
 Block 2601, Lot 1, 2 and 3
 Block 2602, Lot 1
 Block 2604, Lot 1, 9, 9A, 10, 11, 12 and 13

Owner: Baker Company

Area: 179.08



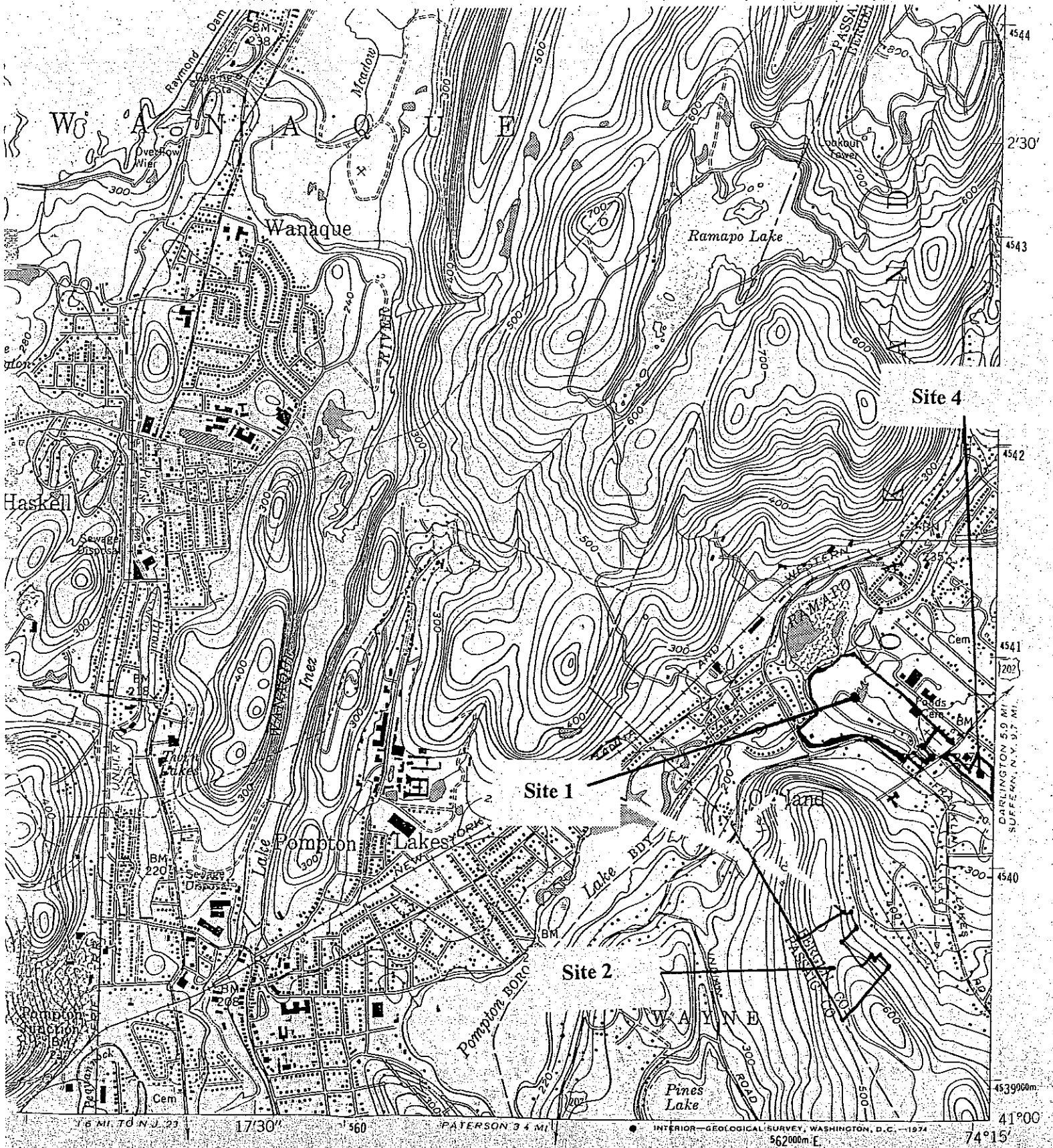
SCALE:
 1 inch = 800 feet



Site 4
 Location: Block Portion of Block
 Owner: Hovan
 Area: 10.0 acres

SCALE:
 1 inch = 800 feet

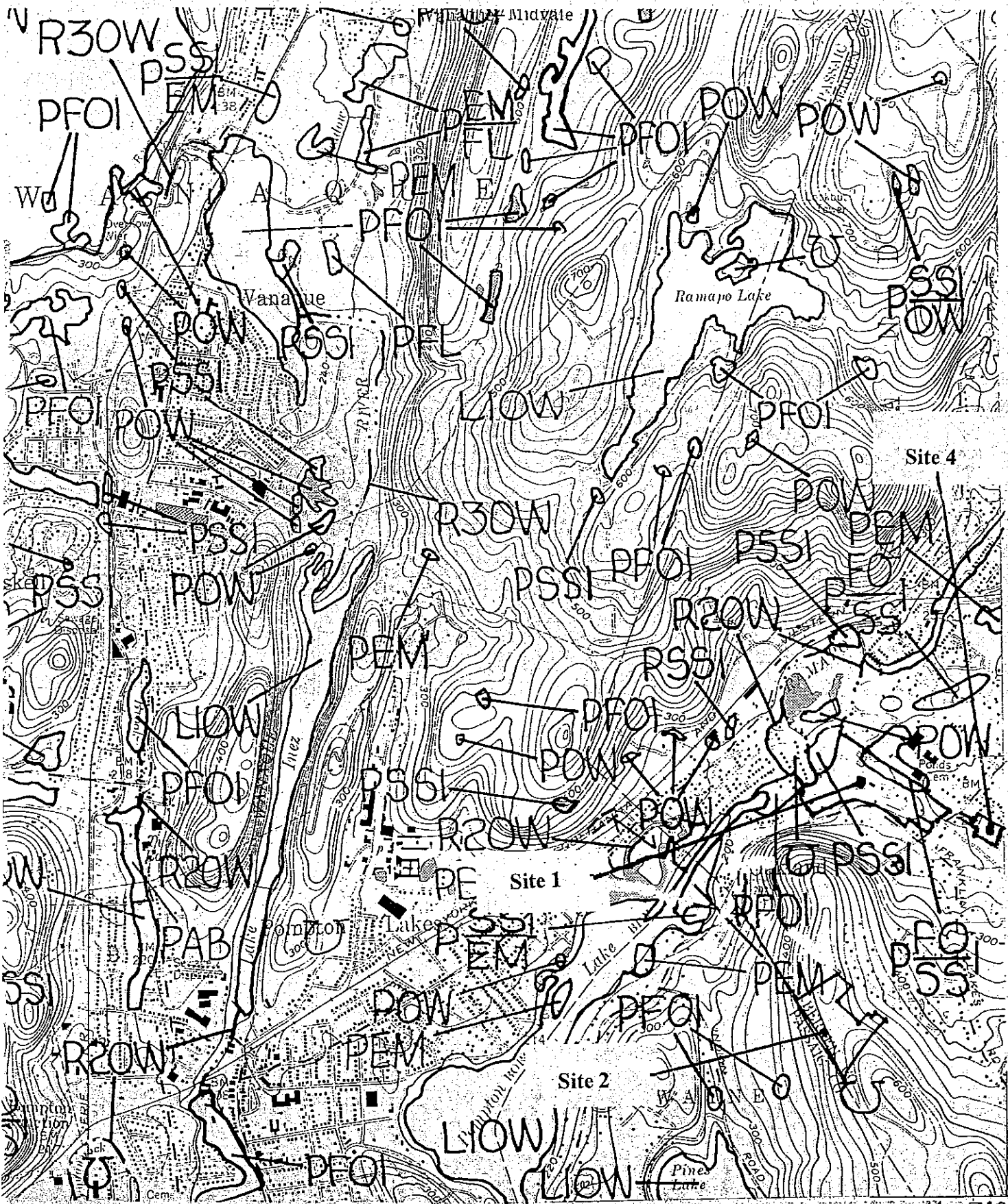
USGS QUADRANGLES MAP
(Wanaque, New Jersey Quad)



USGS QUADRANGLES MAP
(Ramsey, New Jersey Quad)



NATIONAL WETLANDS INVENTORY MAP
(Wanaque, New Jersey Quad)



NATIONAL WETLANDS INVENTORY MAP
(Ramsey, New Jersey Quad)

