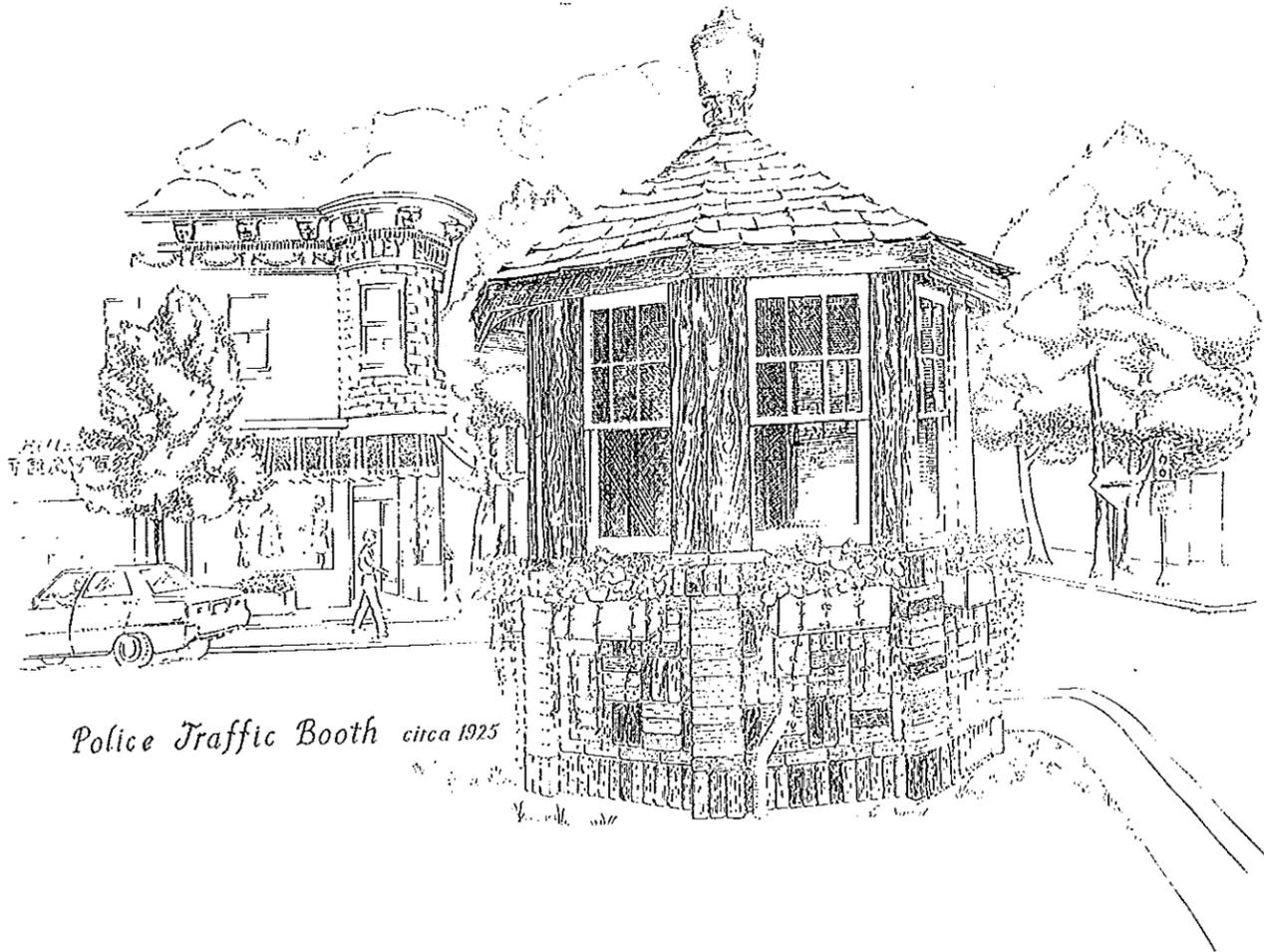


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Borough of Hillsdale

**MASTER PLAN
RE-EXAMINATION
1990**



Police Traffic Booth circa 1925

CHRISTOPHER P. STATILE, P.A.
MAHWAH, N. J.

Borough Clerk

**PLANNING BOARD
OF THE
BOROUGH OF HILLSDALE**

MUNICIPAL BUILDING



380 HILLSDALE AVENUE
HILLSDALE, NEW JERSEY 07642

May 2, 1990

MEMORANDUM

TO: Borough Clerks - Westwood, Park Ridge,
Saddle River, Hohokus,
Washington Twp., River
Vale, Woodcliff Lake

Bergen County Planning Board

Hillsdale -Mayor & Council, Borough Clerk,
Library, Zoning Board, Zoning
Committee (Groner, Bogle, Tedona)

FROM: Patricia N. Morrissey
Deputy Secretary, Hillsdale Planning Board

RE: Hillsdale Master Plan Re-Examination

In accordance with N.J.S.A. 40:55D-89, I am enclosing a copy of the Master Plan Re-examination approved by the Hillsdale Planning Board March 20, 1990 and a copy of the Resolution of Approval.

Patricia Morrissey

cc: C. Silverstein
Enclosures 2

Master Plan

RESOLUTION

WHEREAS, the provisions of N.J.S.A. 40:55D-28 of the Municipal Land Use Law provides that a 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, and

WHEREAS, previously the Planning Board of the Borough of Hillsdale studied, examined and surveyed the existing Borough Master Plan and Development Regulations and reviewed the past policies and objectives relating to land development in the Borough and conducted this examination and review in light of the objectives, requirements and planning principles established by the Municipal Land Use Law and,

WHEREAS, the Planning Board conducted a Public Hearing concerning the adoption of an updated Master Plan and enacted a resolution on March 21, 1978 adopting a report on the findings of such examination, and,

WHEREAS, the provisions of N.J.S.A.40:55D-89 of the Municipal Land Use Law provides that at least every six years a municipality shall conduct a general re-examination of its Master Plan and development regulations, the same to be conducted by the Planning Board who shall prepare and adopt by resolution a report on the findings of such re-examination, and

WHEREAS, the Planning Board conducted a further re-examination of its Master Plan and Development Regulations and following Public Hearing thereon, adopted by resolution, dated March 20, 1984, a report on the findings of such further re-examination and, further supplemented said Master Plan to include therein a housing plan element and a recycling plan element by resolution adopted, after Public Hearing, dated July 28, 1988, and,

WHEREAS, the Planning Board conducted a further re-examination of its Master Plan and Development Regulations in accordance with the provisions of N.J.S.A. 40:55D-89 and held Public Hearings on February 20, 1990 and March 20, 1990 concerning the adoption of a report on the findings of such further re-examination, said hearings being held after notice given in accordance with the law;

NOW, THEREFORE, BE IT RESOLVED, that the Planning Board of the Borough of Hillsdale, hereby adopts the report attached hereto and prepared by Charles Silverstein, P.P. dated March 20, 1990 and entitled "1990 Periodic Re-examination of Master Plan" as the Master Plan for this municipality, effective as of the date of passage of this resolution;

BE IT FURTHER RESOLVED that a Brief Notice of this Resolution be published in a newspaper of general circulation in the Borough of Hillsdale and that copies be forwarded to the Mayor and Council, all persons or agencies listed in Section

5.102 of the Hillsdale Land Use Ordinance, Bergen County Planning Board and the Borough Clerks of all adjoining municipalities.

PLANNING BOARD OF THE BOROUGH
OF HILLSDALE

BY John Hayde
JOHN HAYDE, CHAIRMAN

Introduced by: Alfred G. Volek Alfred G. Volek

Seconded by: William Henderson William Henderson

Dated: March 20, 1990

Ayes: Charles H. Landesman, Ronald W. Crawford, Alfred G. Volek, John G. Schumm,
Robert T. Elder, George E. Lucia, Gregory Smith, William Henderson, John J. Hayde

Nays: None

Abstained: None

Absent: David J. Clark, Douglas A. Groner

BOROUGH OF HILLSDALE

**1990 PERIODIC RE-EXAMINATION OF
MASTER PLAN**

March 20, 1990

Prepared For The

**BOROUGH OF HILLSDALE PLANNING
BOARD**

Prepared By

Charles Silverstein, P.P.

Statile Associates, P.A.
Mahwah, N.J.

1990 Hillsdale Planning Board:

John J. Hayde, Chairman
Charles H. Landesman, Vice Chairman
Ronald W. Crawford, Secretary
Robert T. Elder, Mayor
Douglas A. Groner, Councilman
David J. Clark
Alfred G. Volek
George Lucia
John G. Schumm

- - -

Patricia Morrissey, Deputy Secretary
Robert J. Maloof, Esq., Board Attorney
Christopher P. Statile, P.E., Board Engineer
Charles Silverstein, P.P., Planner

- - -

Master Plan Committee:

John J. Hayde
Mayor Robert T. Elder
David J. Clark

We gratefully acknowledge the assistance of the members of the Planning Board and Borough Staff in the preparation of this re-examination report.

Charles S. Silverstein, P.P.
LI04358

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I . I N T R O D U C T I O N

The Municipal Land Use Law requires that the Master Plan of a municipality be re-examined at least every six years. The last re-examination was formally adopted on March 20, 1984 based on the 1978 Master Plan.

Hillsdale, as with other Pascack Valley communities, had its major residential development take place in the 1950's and 1960's. Residential development over the past six years has consisted primarily of single lot infilling, minor subdivisions, and a few major subdivisions generally with less than six dwelling units. 100 units of senior citizen housing became part of the Borough's housing stock in 1986, along with a 52 unit condominium development.

Commercial and professional office development became active in recent years, while the industrial area has seen more use changes in existing properties than new construction. Expansion of the outdoor recycling operation and transfer station in the industrial zone poses new concerns due to its greater intensity and lack of local regulation or control.

The downtown shopping district is continuing to renovate its retail and service establishments at a slower pace. Expansion and renovation of the County's major shopping malls is making competition more difficult, but also create the need for more customer-service oriented businesses which are found in the Pascack Valley. These are the foundation of the American "Main Street"

I I . R E P O R T O B J E C T I V E S

This periodic re-examination of the Hillsdale Master Plan further discusses the observations made in the introduction, and reviews the following aspects of land use, as required by N.J.S.A. 40:55D-89:

- A. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last re-examination report.
- B. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
- C. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the master plan or development regulations. Particular regard should be given to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition and recycling of designated recyclable materials, and changes in State, county, and municipal policies and objectives.
- D. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.

Each section contains information which is used to help generate the following section, ultimately leading to Section D, the recommendations for amendments to the Hillsdale Zoning Map and development regulations.

I I I . M A J O R P R O B L E M S A N D
O B J E C T I V E S I N 1 9 8 4

What Problems and Objectives relating to Land Development did Hillsdale face in March, 1984?

PROBLEMS

1. Flooding adjacent to Pascack Brook.
2. Aging infrastructure.
3. Traffic congestion on major County roads.

OBJECTIVES

1. Preserve the predominantly residential character of the Borough.
2. Continue to encourage a compact grouping of stores and shops and business services in the Borough to serve the day-to-day needs of the residents.
3. Provide adequate park and recreational facilities, recognizing that upon reaching saturation development, land for further park and recreational facilities will no longer be available.
4. Continue to provide within the Borough adequate supporting community facilities (schools, library, utilities, and fire and police protection) to serve residential, business, industrial and other uses.
5. Promote a desirable visual and physical environment.
6. Promote the conservation of open space.
7. Provide a street system which is safe and convenient; and provide a system of land uses in the Borough which relates to the function and capacity of the street system.

(The preceding objectives were stated in the 1978 Master Plan, and reaffirmed in the 1984 update)

I V . C H A N G E S I N P R O B L E M S A N D
O B J E C T I V E S

PROBLEMS

To what extent have the problems facing Hillsdale been reduced or increased subsequent to the adoption of the Master Plan update in 1984?

1. *Flooding adjacent to Pascack Brook*

Flooding is still a problem adjacent to the Pascack Brook, primarily due to the damages and inconveniences caused to existing and new residential housing in the Glenbrook Park section of the Borough. The replacement of the Hillsdale Avenue Bridge in 1985 has increased the tailwater elevations at both the Patterson Street bridge, and New Jersey Transit bridge near Broadway. The following efforts have been made to lessen the effects of the frequent, heavy rainstorms:

- Drainage improvements installed in 1988 and 1989 on Center Drive, Riverside Drive, Lafayette Avenue, Glendale Avenue, and Hazelwood Avenue, aid in removing stormwater runoff from the streets more quickly during frequent, less severe storms.
- The County has begun preliminary design studies for the replacement of the Broadway and New Jersey Transit bridges over the Pascack Brook. These bridges are a major constriction in the channel, causing a 1.5 foot rise in the flood profile of the Brook.
- In 1989, after meetings with Borough officials, the Hackensack Water Company agreed to alter the operation of the Woodcliff Lake Dam and consider the effect on downstream properties. While water supply is the Company's sole business, this concession to flood attenuation may help those residents living near the Pascack Brook.

- The Freshwater Wetlands Protection Act, effective July 1, 1988, severely limits development in and around wetlands areas. While wetlands are identified using a three parameter approach (Hydrology, Soils, and Vegetation), they often occur in floodplain areas. Along with other New Jersey Department of Environmental Protection regulations, development in floodplain areas will be limited in the future.
- If a developer/builder follows all the NJDEP regulations, it is still possible to build houses in the flood hazard area of the Pascack Brook. The Borough Engineer's office, in cooperation with the Building Inspector's office, has been reviewing plot plans for individual dwellings that are not part of a larger subdivision or site plan. Close attention is being paid to grading around the dwelling, to minimize, if not eliminate, any adverse effects of stormwater runoff on adjacent properties.
- In 1989, the Bergen County Mosquito Control Commission completed a desnagging project of the Pascack Brook in Hillsdale, Westwood, and River Vale. Increased flow capacity in the channel without obstructions will decrease the severity of flooding incidents.

2. *Aging infrastructure*

This problem exists in all communities which have provided needed public improvements such as sewers, streets and water supply systems. Hillsdale's Road Improvement Program (discussed in more detail on page 17) developed in 1985, is helping to alleviate this problem. Other infrastructure improvements made since 1984 include:

- In 1986, a new storm drain was installed in Magnolia Avenue, varying up to 5 feet in diameter. This pipe replaced an older, smaller pipe which had been overburdened. The new system is designed to handle current runoff, as well as runoff generated by future development of all upstream vacant lots.

- Developers are being required to improve curbs, sidewalks, roads, and drainage facilities, where necessary, adjacent to new development or renovation projects.

Future infrastructure improvement projects currently proposed include:

- Continuing the Road Improvement Program.
- Intersection improvements at:
 - Wierimus Rd/Hillsdale Ave/Melville Rd
 - Hillsdale Ave/Broadway
 - Patterson St/Hillsdale Ave
- Replacement of sidewalks and barrier-free curb ramps near community facilities such as schools, the library, and Borough Hall. Community Development funds may be used for this project.
- Replacement of sidewalks throughout the Borough, to be funded by the property owners adjacent to the deficient areas.

3. *Traffic congestion on major County roads*

The following traffic volume tables illustrate the sharp increases in traffic on selected County roads in Hillsdale:

8:00 A.M. - 9:00 A.M.	1981	1988	% Change
NB Wierimus Rd north of Hillsdale Ave	362	445	+23
NB Wierimus Rd south of Hillsdale Ave	373	485	+30
SB Wierimus Rd north of Hillsdale Ave	502	577	+15
SB Wierimus Rd south of Hillsdale Ave	608	713	+17
WB Hillsdale Ave at Wierimus Road	260	346	+33
EB Hillsdale Ave at Wierimus Road	165	264	+60
		<u>1987</u>	
EB Piermont Ave east of Ruckman Ave	206	264	+28
WB Piermont Ave east of Ruckman Ave	188	248	+32
24 Hour Count:	<u>1983</u>	<u>1989</u>	
Kinderkamack Rd north of Washington Ave	11,557	14,516	+26
Washington Ave west of Kinderkamack Rd	2,390	2,102	-12

The most striking increase in traffic shown above is the 60% increase in inbound (eastbound) volume along Hillsdale Avenue from the Wierimus Road intersection.

The traffic volume figures above also indicate that the increases for northbound Wierimus Road are 66% higher than the increases for southbound traffic. This reflects the regional trend towards suburb-to-suburb commuting, and is clearly seen locally in the large number of office complexes built in the 1980's north of Hillsdale, such as those in Montvale and Woodcliff Lake.

The 26% increase in volume on Kinderkamack Road, a major County arterial, is a typical number experienced elsewhere in the Pascack Valley. The 12% decrease on Washington Avenue is a direct result from the increase on Kinderkamack Road. Since

this is an unsignalized intersection, drivers on the minor street (Washington Ave) will avoid the time consuming crossing at the stop sign, and cross at the signalized intersection at Hillsdale Avenue. Trinity Place and Stockton Street are the adjacent North-South routes which are used to reach Hillsdale Avenue.

As a general trend, the increase in traffic volumes in the 1980's may not continue, for the following reasons (Charles Lave, Transportation Research Board, 1989):

- The entry of the baby boom generation into the ranks of licensed drivers ended in the early to mid 1980's.
- The increased number of women in the workforce has raised the percentage of woman drivers from 30% in 1971, to 47% in 1988. This percentage is not expected to increase any further.
- Recent economic data, especially sales figures and layoffs in the automobile industry, do not forecast an increase in traffic.
- Traffic on the New Jersey Turnpike and at the Port Authority crossings have decreased slightly in the late 1980's.
- Bergen County is rethinking its policy of requiring developers of projects on all County roads to widen the roadway to an ultimate width decided upon in the mid 1970's. The County has realized that traffic growth projections done in the past may have been too high and that more emphasis should be placed on intersection capacity improvements in lieu of arterial widening.

V . O B J E C T I V E S

To what extent have the Objectives facing Hillsdale been reduced or increased subsequent to the adoption of the Master Plan update in 1984?

1. *Preservation of residential character*

This objective is still appropriate.

An increase in non-residentially zoned land can be consistent with the goal to preserve Hillsdale as a predominantly residential community, if it is done carefully, with consideration given to adjacent residential land.

2. *Continue to encourage a compact grouping of stores and shops and business services in the Borough to serve the day-to-day needs of the residents*

This objective is still appropriate.

During the first few months of 1990, six requests have been made by owners of property in the R-4 Residential zone on Broadway, which separates the two Commercial zones, to rezone this area to Commercial. This is not a new issue; applications for use variances in this area have been made to the Zoning Board and requests for a rezoning have been received before.

The Planning Board does not wish to recommend this rezoning, since it is inconsistent with objective nos. 1 and 2 above. To further emphasize this point, it is recommended that Objective No. 2 be restated as follows:

Continue to encourage compact groupings of stores, shops, and business services in the Borough to serve the day-to-day needs of the residents. Continue to discourage commercial development which would result in a long, continuous strip of stores and businesses.

However, due to the increased need that Hillsdale and most Bergen County municipalities experienced in the last six years to attract ratables, slight adjustments in the Commercial zone are proposed (See page 25). These changes still encourage compact commercial development in compact groups along the major County arterial highways, to enable Hillsdale to remain competitive in the Pascack Valley.

The revitalization of the Hillsdale Central Business District (See Page 16) will also increase tax revenues without having to increase the area of the Commercial zone, based on the expected increase in sales for the businesses in the CBD.

3. *Provision of adequate park and recreational facilities*

This objective is still appropriate.

The proposed sale of seven acres from the Stonybrook Swim Club was a controversial issue, since that transaction could be criticized for the loss of recreational space that would result. However, due to the improvements that are anticipated at the club in 1990 using the funds from the sale, and the complete retirement of the debt incurred from the purchase of the facility, the net result will be a safer, more efficient, and more attractive swim club. It is possible that without the sale, the entire facility would have had to be sold, with an even greater loss of recreational land.

The 1978 Master Plan presented a long range proposal to establish a park strip along the Pascack Brook, with walkway and bicycle path. Its feasibility was to be reviewed with each master plan re-examination.

At this time, environmental constraints limit the possibility that this proposal will be carried out. Freshwater wetlands laws enacted in 1988 prohibit filling wetlands and adjacent buffer areas, except for certain situations (recreational walkways are not one of the exceptions). A wetlands delineation would have to be done along the Brook to better evaluate the effects of the new law. In addition, three pedestrian/bikeway bridges would have to be constructed to provide a continuous path, a desirable goal. Due to floodplain restrictions, the cost of these bridges (construction and administrative) may be prohibitive.

Three possibilities for additional park facilities are being considered:

- On the site of the Stonybrook Swim Club, along Piermont Avenue, is a 2± acre area which could be suitable for development as a park/playground facility. A wetlands determination will be necessary before any planning can begin.
- The Borough Landfill, closed for dumping since 1986, is being considered as part of a land exchange with Bergen County for 2.2 acres adjacent to Lafayette Avenue that was to be used for the Forest Ave. Extension.

The Landfill, after it is capped and sealed in an environmentally safe manner, could be a valuable addition to the County park system, which it abuts.

- The 2.2 acres in Glenbrook Park, as discussed in Section 6, could be a suitable passive recreation area and be used for flood attenuation.

4. *Provision of adequate community facilities*

This objective is still appropriate.

The community facilities most often discussed for possible rearrangement are the schools. The following table illustrates the decline in Hillsdale school enrollments (K-8, including special education students):

<u>Year (Sept.)</u>	<u>Enrollment</u>	<u>Hillsdale Births</u>
1965		173 (Peak)
1966		146
1967		118
1968		119
1969		135
1970	1,746 (Peak)	113
1971	1,674	100
1972	1,671	93
1973	1,572	95
1974	1,571	102
1975	1,500	99
1976	1,377	115
1977	1,319	93
1978	1,219	102
1979	1,148	90
1980	1,098	85
1981	1,064	111
1982	1,023	113
1983	978	100
1984	946	125
1985	915	123
1986	939	117
1987	904	106
1988	845	107
1989	893	96

(Administrative Office, Hillsdale Board of Education)

The above data illustrate the relationship between births and school enrollment. The functional capacity of the three elementary schools in Hillsdale (Meadowbrook and Ann Blanche Smith: K-6, and George White: K-8) as of 1985 was 1,180 students (Raymond Babineau, University Associates).

In 1970, public school enrollment in Hillsdale reached its peak. Since then, enrollment has declined by nearly half. However, the increase in the birth rate in the 1980's, along with a population growth projection for Hillsdale of 855 residents (8.4%) by 2010, demonstrates that the present number of elementary schools in Hillsdale should be maintained.

5. *Promotion of desirable visual and physical environment*

This objective is still appropriate.

Beginning in 1988, the Borough has undertaken a program to revitalize its Central Business District. Major aspects of this plan are:

- Loans from local banks at below prime rate to local businesses for physical improvements.
- Coordination of storefront improvements to provide a pleasing, uniform appearance.
- Installation of Victorian-style ornamental lampposts, and brick paving along sidewalks.
- Broadway/Hillsdale Avenue Intersection improvements (est. cost \$750,000, funded by Bergen County).

The Planning Board is currently discussing the formation of a Design Review Board. Duties would include reviewing proposed development projects to make aesthetic recommendations to the Planning or Zoning Board.

6. *Conservation of open space*

This objective is still appropriate.

Open space issues that the Borough has faced since 1984 are as follows:

- Bergen County owns approximately 2.2 acres parallel to Lafayette Avenue in the Glenbrook Park section of the Borough, originally set aside for the proposed Forest Avenue extension. After being informed by County officials that the Forest Avenue extension is no

longer under consideration, the Borough has had informal talks with the County regarding the purchase of this land. Under Hillsdale's ownership, this land would be dedicated to open space, possibly as passive recreation, while also serving as a flood control area.

- The Borough landfill, located on a 10.8 acre tract off of Lincoln Avenue, was closed to dumping in 1986. To best preserve this tract as open space, the Borough is considering selling this parcel to the County, where it could be developed as part of adjacent County parkland after being closed in an environmentally safe manner.
- The Borough had been considering selling various sized parcels of vacant municipally owned land to adjacent homeowners. After more carefully analyzing the expected proceeds from this sale, and weighing this against the need for open space, it was decided to retain most of these lots.
- In 1988, the Borough Planning Board approved the construction of a farmstand on property owned by the Demarest family. It is hoped that the operation of this business will retain the use of as much agricultural land as possible within the Borough.

7. *Provision of a safe and convenient street system*

This goal is still appropriate.

In 1985, the Borough developed a seven-year capital improvement program to reconstruct unimproved streets, and repave improved streets which had approached the end of their usable service life. Until then, resurfacing was done sporadically, and reconstruction done only when State grants were obtained. From 1987 through 1990 (1990 program will be completed in the summer), approximately \$1.5 million was spent improving the following streets:

1987

Oak Street
Oakland Street
Knickerbocker Avenue
Trinity Place
Bedford Road
Standish Road
Orchard Lane
Cherry Place
Ell Road
Clinton Avenue
Meadow Drive
Bergen Avenue
Midland Avenue

1988

Center Drive
Lafayette Avenue
Ralph Avenue
Brookview Terrace
Oak Trail Road
Riverside Drive
Borough Parking Lot

1989

Dwight Avenue
Hazelwood Avenue
Chestnut Street
Stony Ridge Dr
St. Nicholas Av
St. Mary Street
Lawrence Street
Stockton Street
D.P.W. Driveway

1990

Evergreen St
Beech Street
Windham Road

The current schedule enables all unimproved and older streets to be completed by 1994, assuming annual funding remains available. After completion of the Street Improvement Program, regular resurfacing and maintenance of streets will continue.

To further provide for a safe, convenient street system in the Borough, the Mayor and Council, through the Borough and County Engineers' offices, have initiated intersection improvements at two locations: Hillsdale Avenue/Wierimus Road/Melville Road, and Broadway/Hillsdale Avenue. In addition, Hillsdale Avenue bridge over Pascack Brook was reconstructed in 1986. Future bridge replacements being considered by the County include Patterson Street over Pascack Brook, and Broadway/New Jersey Transit over Pascack Brook.

V . S I G N I F I C A N T C H A N G E S I N
A S S U M P T I O N S , P O L I C I E S , A N D
O B J E C T I V E S

This section of the report considers the significant changes in the assumptions, policies, and objectives which have occurred in Hillsdale which formed the basis for the 1978 Master Plan, the 1984 re-examination report, and the Development Regulations.

Significant changes since 1984 are as follows:

1. Solid Waste

As landfills around the State began to close, municipalities found it more difficult and expensive to dispose of their solid waste. Source separation of recyclable materials was required beginning in 1988. Hillsdale has complied with the law by providing the necessary equipment and labor.

Both a solid waste transfer and recycling facility are located within Hillsdale's industrial zone, handling waste from municipalities around Bergen County as well as from Hillsdale. Their intensity of use has increased substantially.

2. Traffic and Circulation

With Bergen County's abandonment of the Forest Avenue Extension, more emphasis will be placed on upgrading the north-south corridors through the Borough, specifically for increased traffic capacity. These routes would include Broadway, Pascack Road, Wierimus Road, and Kinderkamack Road. Intersection improvements, including turning lanes and upgraded traffic signals, are the most cost-effective means of increasing traffic capacity.

With the more recent renovation of many commercial properties and the creation of new retail businesses, adequate parking within the Borough will become difficult to achieve in the future. Parking affects competition between communities. If all commercially zoned properties were to become fully developed, approximately 1,440 parking spaces would be required to support this development, based on the present zoning code. Therefore, a Community Parking Program is necessary to allow all merchants and developers the opportunity to financially

participate at the time of site plan approval when parking variances are necessary. The Borough can then collectively provide relief on a more widespread basis.

3. Services to Condominium/Co-op Developments

State Legislation approved in January, 1990 requires municipalities, starting in 1991, to provide the following services to condominium and co-op developments:

- Street maintenance, including snow plowing
- Trash pickup
- Electricity for street lighting
- Maintenance of storm and sanitary sewers, water lines, and stormwater detention basins

The required municipal participation, which can be in the form of a cash reimbursement to the private community, is scheduled to be phased in in 20% increments over a five year period.

This is a significant change from the policies in place at the time the Townhouse Complex ordinance was written and adopted in Hillsdale. Amendments to that ordinance should be made, requiring that all private roads in these developments be built to Borough standards, should the Association wish to take advantage of the Borough services mandated by law.

4. Draft State Plan

On January 2, 1986, Governor Kean signed into law the State Planning Act. The Draft State Plan is a direct result of the Act. The Plan calls for a coordinated investment into statewide infrastructure as guidance for new growth and to sustain that which has already occurred through a growth management approach. The Cross Acceptance process provides for County (and local) participation in the proposed Preliminary Plan to determine where growth should occur throughout the State using the "Tier System". All municipalities are classified under one or more of the seven development tiers; Hillsdale is designated as Tier 2, "Stable Cities and Suburbs." Under this designation, the State

Preliminary Plan recommends that the Borough Master Plan establish:

- A Redevelopment/Infill Plan Element
- A Community Design Element
- A Transportation Master Plan

Once the Draft State Plan is adopted, these elements can be added to the Hillsdale Master Plan.

5. Population

The population of Hillsdale continues to experience a decline since 1970 when it had reached its peak. The County Cross Acceptance report projects very modest growth in the next 20 years in both housing stock and employment. The population of Park Ridge, Washington Township, and Westwood have similarly declined, while River Vale and Woodcliff Lake have had very small increases in the 1980's.

Since 1970, after the post World War II boom, Bergen County has lost population into the 1980's. The County Cross Acceptance Report projects that the County's population will increase moderately over the next two decades based on consultations with local officials, on vacant land assessments with respective zoning, and on redevelopment estimates.

Hillsdale population follows that same trend:

<u>Year</u>	<u>Hillsdale Population</u>
1950	4,127
1960	8,734
1970	11,768
1980	10,495
1987	10,220
1990	--- (awaiting 1990 census)
2000	--- (to be projected after census)
2010	11,075 Projected (1989 Bergen County Cross Acceptance Report)

6. Zoning

Several zoning changes were made over the past few years in Hillsdale either by adoption or land use variances:

- Multifamily housing (TC Zone) is now permitted in the westernmost portion of the REC Recreation Zone at six units per acre.
- Additional multifamily housing was granted through a use variance for 52 units in the Commercial and R-4 Residential Zones immediately south of Parkview Drive.
- Houses of Worship are now conditionally permitted in all residential zones. Previously, they were only permitted in the Semi-Public Zones and Commercial zones.
- Maximum building height for all zones is now 30 feet. 25 feet had been previously permitted for principal structures.

7. Review of Zoning Board Resolutions

For the years 1987, 1988, and 1989, the Hillsdale Zoning Board heard 37 cases, consisting of 4 use variances and 33 bulk variances. The small percentage (11%) of use variances indicates the overall suitability of the zoning plan, since no contrary trends are present.

8. Municipal Costs

In the last six years, the municipal budget for Hillsdale has increased significantly, as shown below:

<u>Year</u>	<u>Amount</u>
1984	\$4,268,191
1985	\$4,536,975
1986	\$4,546,440
1987	\$5,249,444
1988	\$5,993,359
1989	\$6,402,585

Since 1986, the rate of budget increase was more than 2½ times the rate of inflation (41% vs. 16%). Two major factors causing this increase are rising solid waste disposal costs, insurance costs, and sewer treatment user fees. The need for increased revenue is apparent.

V I . R E C O M M E N D E D C H A N G E S T O T H E
M A S T E R P L A N

Based on the findings in this re-examination report, through discussions with the Hillsdale Planning Board, and comments made at the public hearings, the following are recommended changes to the Master Plan:

1. *Eliminate R-4 (Residential) Zone adjacent to New Street*

A land survey indicates that there are 14 single family residential dwellings located in this zone along New and Orchard Streets. Two are rental units.

Residents of this area had originally requested the change to a residential zone, so that they could improve their homes without the need for use variances. However, these properties, surrounded by the industrial, commercial, and the semi-public zones, are without the benefit of natural or man-made buffers, or transitional zoning. A new mixed-use zone, R/C, Residential or Commercial, should be considered for this area. This allows existing residences to be improved, but would encourage commercial uses, which are more appropriate for this area. The Board feels that this area is not suitable for residential development, and is therefore proposing this zone change to encourage commercial development.

While the Board recognizes that it is usually not desirable to mix uses, if an R/C zone were enacted for a transitional period, it would maximize the utility of the existing uses while maintaining the flexibility of the overall zoning scheme.

2. *Convert entire Industrial Zone to Commercial*

The industrial zone was originally established in an area once used for the manufacture of ready-mixed concrete. The rail siding, which in part still exists, was used to serve this purpose.

The zone's present use for industrial purposes requires transportation along local streets past residential zones to the north, and a house of worship/school to the south. Since the Forest Avenue Extension, which would have passed through the Industrial zone, is no longer under consideration, this limited access will remain.

In addition, a residential zone is adjacent to the east, across the railroad tracks. A survey of the industrial zone indicates that there is just one heavy industrial use remaining in this zone, the others having relocated over the years. It is not desirable to promote such use in close proximity to residential areas.

3. *Eliminate O-R Office Research Zone in Glenbrook Park*

This zone designation was originally implemented to spur the development of large office complexes in this flood-prone area. This would have been a more desirable use than residential, since it would be only occupied during business hours, and be built on raised structures. The proposed Forest Avenue extension would have provided convenient access to this zone. However, since the extension is no longer planned, and moderate infill (almost to capacity) of residential housing has taken place in the 1980's, the removal of the O-R zone appears to be justified, replaced by R-4.

Development in this zone over the past six years has been solely for single family homes. The only denial of development in this area by the State has been due to its location within the Pascack Brook floodway. All other permit requests appear to receive approval.

A land survey of remaining properties indicate that of the lots remaining, most are undersized, contain freshwater wetlands, or are either owned by the County or Borough.

4. *Eliminate the consideration of an additional Pascack Brook crossing at Queen Court*

With the abandonment of the Forest Avenue extension, reconstruction of both the Hillsdale Avenue and Woodcliff Lake Dam Bridges (Church Road), and the upgrading of the street system in Glenbrook Park, adequate access over the Pascack Brook exists. The right-of-way should be retained.

5. *Eliminate the SP (Semi-Public) Zone*

To provide a more uniform zoning scheme, it is proposed to eliminate the two existing SP zones:

- On the south side of Hillsdale Avenue, west of Magnolia Avenue. This area should be changed back to R-4, which would still permit places of worship.

- On the north side of Hillsdale Avenue, adjacent to and east of the Pascack Brook (current site of St. John's Church). This area should be changed to R/C, to become compatible with the proposed R/C to the north. Places of worship are conditionally permitted in residential and commercial zones.

The permitted principal uses of the SP zone, which are also permitted in the Commercial zone by reference, should be stated as permitted uses in the Commercial zone. The conditional uses listed for the SP zone should now be listed under the Commercial zone.

6. *Miscellaneous Changes to the Commercial Zone*

The following lots are proposed to be included in the Commercial zone, due to existing land use and infrastructure:

<u>Block</u>	<u>Lots</u>
1201	11
1407	10,11,12,13,14
1409	1,2,3,4,8,9

V I I . R E C O M M E N D E D C H A N G E S T O T H E
D E V E L O P M E N T R E G U L A T I O N S

1. *Enact the Community Parking Program*

As discussed on page 19 under "Traffic and Circulation", a Community Parking Program would allow merchants and developers who require parking space variances the opportunity to financially participate in the creation of additional parking space construction.

2. *Enact a Plot Plan Review Ordinance*

Under the present Hillsdale Land Use Law, the developer of a single lot which meets the bulk zoning requirements does not have to apply to either the Planning or Zoning Board for review. The cumulative effect of many such developments can be detrimental to the Borough. It is proposed to enact an ordinance which would require single-lot developers to submit a plot plan of the proposed construction to the Borough Engineer for approval.

Important items of the plan to be considered during the review are:

- Surface and subsurface drainage
- Preservation of trees and landscaping
- Suitability of proposed utility connections

3. *Enact a Tree Removal Ordinance*

There have been cases in Hillsdale in which a developer has removed trees which were not originally scheduled for removal on the approved site plan. The usual reason for this is that not enough care was taken when the tree removals were designated, since developers know that, within reason, they will be able to remove additional trees to allow a house to be built.

It is proposed to enact an ordinance to require developers to make restitution to the Borough in the form of shade trees, if trees are removed from their site which were not originally scheduled as part of their site plan approval. The intent of this ordinance would be to encourage developers to accurately depict tree removals during the review process, so a project in concert with its surrounding landscape could be designed.

4. *Enact an ordinance creating the Design Review Board*

As discussed on page 16, the Hillsdale Planning Board is considering the formation of a Design Review Board to make aesthetic recommendations on development projects.

5. Change the building height definition, to prevent a developer from building an embankment up against a building to "mask" the true height of the building, since the measurement is taken from finished grade to top of roof.
6. Minimum number of barrier-free spaces required should be stated in the ordinances.
7. "1961" should be changed to "1989" for the New Jersey Department of Transportation Specifications.
8. Private parking lot construction specifications should be standardized.
9. Section 5.412 should be deleted, since it is outdated.

V I I I . C O M P A R I S O N O F O T H E R
M A S T E R P L A N S

A review of the present Master Plans of abutting communities reveals the following:

1. The Borough of Saddle River

Saddle River shares a 2/3 mile boundary with the western border of Hillsdale. The Master Plan of Saddle River proposes residential development in this area on two-acre lots. This is compatible with Hillsdale's lowest density R-1 zone, approximately ½ acre.

2. The Borough of Woodcliff Lake

Woodcliff Lake shares a 3-1/2 mile boundary with the north border of Hillsdale. The master Plan of Woodcliff Lake proposes residential development of lower density along this border than that of Hillsdale. A slight discrepancy exists on Columbus Avenue; both Hillsdale and Woodcliff Lake have Commercial/Business District zones, but Woodcliff Lake's extends further to the east into the residential area than Hillsdale by approximately 200 feet, facing two residential homes on Columbus Avenue. Should the commercial lot in Woodcliff Lake become developed, the provision of buffers to Hillsdale's residential zone should be included.

3. The Borough of Park Ridge

Park Ridge shares a 4/10 mile boundary with Hillsdale at the northeast corner of Hillsdale. The Master Plan of Park Ridge proposes residential development on approximately 20,000 S.F. lots, which is compatible with the 15,000 S.F. R-2 zone in Hillsdale.

4. The Township of River Vale

River Vale shares a 1.8 mile boundary with Hillsdale along the eastern border of Hillsdale. The Master Plan of River Vale proposes that the majority of land be zoned for 18,000 S.F. and 10,000 S.F. residential lots, compatible with Hillsdale's 15,000 S.F. and 10,000 S.F. lots.

A small parcel at the southeast corner of Piermont Avenue and Cedar Lane is zoned for Professional Offices, which is not in agreement with the abutting REC (Recreation) and SC (Senior Citizen) zones in Hillsdale. The uses, however, do not appear to conflict.

5. The Borough of Westwood

Westwood shares a 1½ mile border with Hillsdale along the southeast boundary of Hillsdale. All Westwood zones along this border are compatible with Hillsdale's Master Plan including residential, shopping center, garden apartments, and public-semi public.

6. The Township of Washington

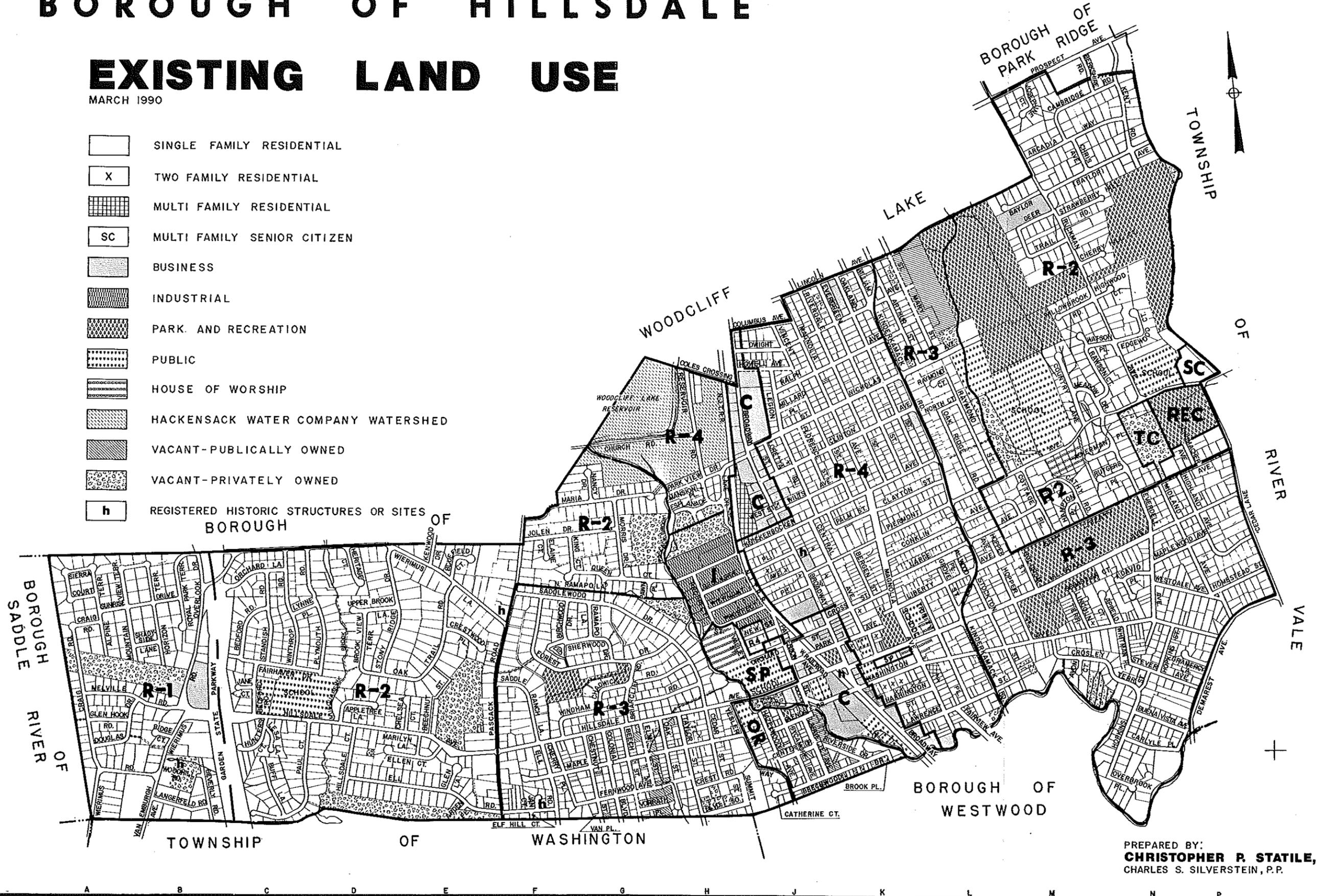
Washington Township shares a 1 3/4 mile border with the south boundary of Hillsdale. The Master Plan of Washington Township proposes residential housing of varying densities along its border, which is compatible with Hillsdale's Master Plan.

BOROUGH OF HILLSDALE

EXISTING LAND USE

MARCH 1990

-  SINGLE FAMILY RESIDENTIAL
-  TWO FAMILY RESIDENTIAL
-  MULTI FAMILY RESIDENTIAL
-  MULTI FAMILY SENIOR CITIZEN
-  BUSINESS
-  INDUSTRIAL
-  PARK AND RECREATION
-  PUBLIC
-  HOUSE OF WORSHIP
-  HACKENSACK WATER COMPANY WATERSHED
-  VACANT-PUBLICALLY OWNED
-  VACANT-PRIVATELY OWNED
-  REGISTERED HISTORIC STRUCTURES OR SITES OF BOROUGH



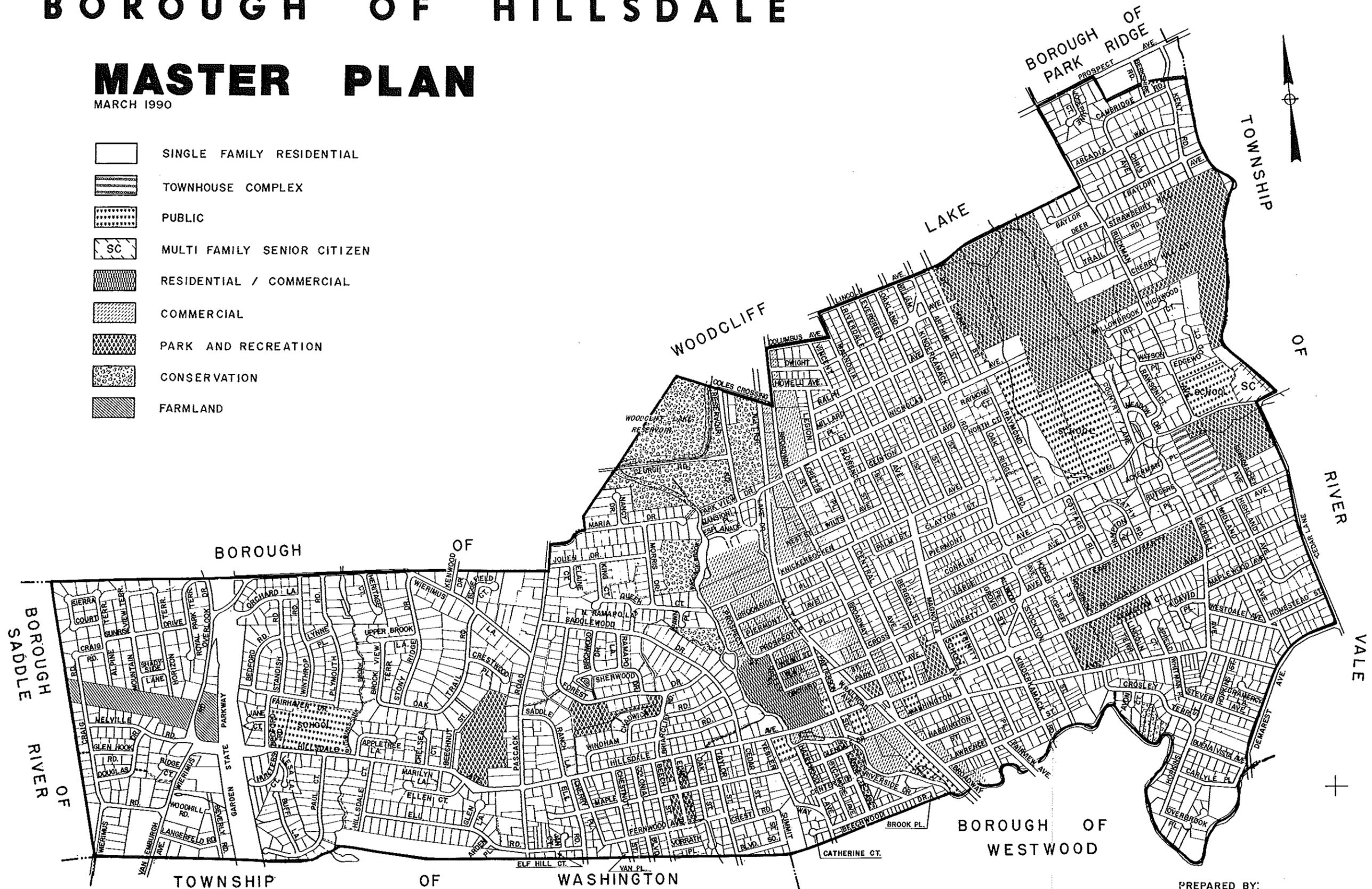
PREPARED BY:
CHRISTOPHER P. STATILE, P.A.
 CHARLES S. SILVERSTEIN, P.P.

BOROUGH OF HILLSDALE

MASTER PLAN

MARCH 1990

-  SINGLE FAMILY RESIDENTIAL
-  TOWNHOUSE COMPLEX
-  PUBLIC
-  MULTI FAMILY SENIOR CITIZEN
-  RESIDENTIAL / COMMERCIAL
-  COMMERCIAL
-  PARK AND RECREATION
-  CONSERVATION
-  FARMLAND



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 CHARLES S. SILVERSTEIN, P.P.