

LAND USE PLANNING AND DECISIONS COMMITTEE

Charles W. Deaney

Arthur Haas

Land Committee Report

I OBJECTIVE OF THE COMMITTEE

At the regular Council meeting on October 14, 1969, Mayor Matarazzo made the following remarks:

"In reviewing the tax rate for the last three years I find that as of January 1, 1969, our assessed valuations were \$48,500,000 with a total number of homes on January 1, 1969 of 1,364, which gave us an average assessment of \$35,500.00 and an average tax of \$1,740.00.

1966 tax rate was \$3.57 per \$100.00 - 3 years later the 1969 tax rate is \$4.85 - up 128 points or over 42 points per year.

PROPERTY TAX

BREAKDOWN	1966 Tax Rate	1969 Tax Rate	+ or -
Borough	.19	.16	- .03
Local School	1.18	1.43	+ .25
			(1.02)
Regional School	1.20	1.97	+ .77
County	.95	1.24	+ .29
Veterans & Senior Citizens	.05	.05	-
Total	3.57	4.85	+1.28

Since the greater part of this increase is in school taxes and because we have only a little over 300 acres of vacant land remaining to develop under our present zoning, which is 99% residential I am convinced that to continue building homes will see our taxes double within the next ten years.

Therefore I strongly urge that this Council and our Local Planning Board consider re-zoning some of our vacant land for other than single family homes so that it will produce ratables without increasing our school population.

To help this Council and our Planning Board in making a decision I am appointing a four-man Committee of Councilman Robert Vostal as Chairman, Charles Deaney as a member of the Planning Board and A. Haas from Hamilton Drive South and A. Zall of 11 Maple Drive."

Thus, the Land Committee was charged with the responsibility to investigate possible re-zoning of some of the vacant land in the Borough of North Caldwell in order to perhaps alleviate the property tax burden by producing more ratables than would be gained by broad residential development.

II INITIAL EFFORTS

The committee gathered all available information - existing zoning ordinances and maps, tax maps, aerial and topographical maps, school population figures, building permit and certificate of occupancy totals, and assessed valuation figures. All this data was updated as much as possible in our preliminary work.

An existing large-scale zoning map was revised to indicate all lots, existing homes and building permits granted as of May 1, 1970. On this date, 1,429 homes, 27 building permits for new homes and 7 apartments existed in the Borough. This map is referred to as Exhibit A and became the basis for our study as a total residential saturation plan.

III GENERAL INFORMATION

North Caldwell is predominately an owner occupied, residential community having evolved from Caldwell Township. The Borough was incorporated in 1898 and has an area of 2.9 square miles, or 1,856 acres. According to 1970 census figures, Borough

ZONING MAP OF THE BOROUGH OF NORTH CALDWELL

ESSEX COUNTY, NEW JERSEY

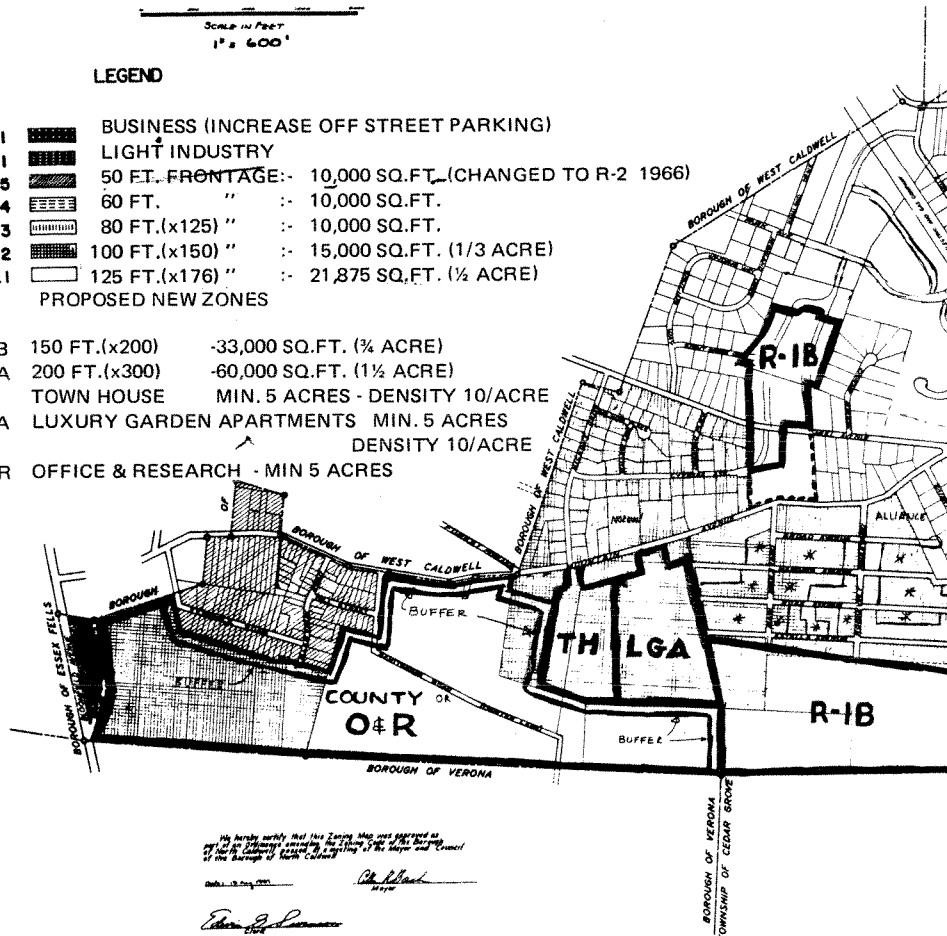
SCALE IN FEET
1" = 600'

LEGEND

B.1	BUSINESS (INCREASE OFF STREET PARKING)
M.1	LIGHT INDUSTRY
R.5	50 FT. FRONTAGE: 10,000 SQ. FT. (CHANGED TO R-2 1966)
R.4	60 FT. " 10,000 SQ. FT.
R.3	80 FT. (x125) " 10,000 SQ. FT.
R.2	100 FT. (x150) " 15,000 SQ. FT. (1/3 ACRE)
R.1	125 FT. (x176) " 21,875 SQ. FT. (1/2 ACRE)

PROPOSED NEW ZONES

R-1B	150 FT. (x200)	33,000 SQ. FT. (1/2 ACRE)
R-1A	200 FT. (x300)	60,000 SQ. FT. (1 1/2 ACRE)
TH	TOWN HOUSE	MIN. 5 ACRES - DENSITY 10/ACRE
LGA	LUXURY GARDEN APARTMENTS	MIN. 5 ACRES - DENSITY 10/ACRE
O&R	OFFICE & RESEARCH	MIN 5 ACRES



foot frontage - 15,000 square feet) in Mountain Avenue area and northernmost area adjacent to Tall Timbers.

- 1957 light industrial area eliminated after study and at request of citizens and changed to residential R-1 along with northernmost area adjacent to Tall Timbers. Farming area near Mountain Avenue remained R-2.
- 1966 - entire farm area became R-1 highest residential zone.

2. County Land

- 1947 - small central portion near Glenview Road zoned for light industry and remainder zoned for residential R-2.
- 1957 - light industrial area eliminated and attached to southernmost Penitentiary Area already zoned residential R-2; Sanatorium Area upgraded from residential R-2 to R-1.
- 1966 - entire County Land became R-1 highest residential zone.

V CONSULTATIONS WITH EXPERTS AND ADVISORS

The committee invited and consulted with several people from outside the Borough in

newer homes would possibly increase the valuation more than by an ordinary straight line comparison, but the newer, larger homes usually bring in more children to educate. Of course, he pointed out that there is considerable shifting in the child population in older existing homes too, and North Caldwell is a "commuters' community".

E. David Parsons, representative from the Division of State Regional Planning (Department of Community Affairs)

Mr. Parsons thought that our residential trend has advanced too far to materially change it, but he mentioned other types of housing as possibilities: clusters of dwellings or luxury town houses which should be individually owned with a corporation held responsible for the maintenance. Possibly senior citizens housing could be considered. Mr. Parsons thought that high rise apartments would be incongruent with the rest of North Caldwell and would be inaccessible unless thoroughfares were improved.

During a "housing crunch", he stated, new home buyers are out of the market, tend to stay in apartments and have more children. If overcrowding occurs the most useful thing is

County Penitentiary. The Borough contains 14.5 miles of paved municipal roads, and 6.37 miles of paved County roads.

The land area in North Caldwell can be broken down as follows using present zoning requirements:

	Acres	
Business	3.7	20%
Industrial	19.0	1.02%
Residential	1,833.3	98.78%
	1,856.0	100.0 %

Several large vacant tracts of land exist within the Borough.

	Acres	
Greenbrook Country Club	102	5.5%
Matarazzo Farm	101	5.5%
7 Other Large Tracts	184	9.9%
Essex County Land	142	7.6%
	529	28.5%

Land already developed or committed to residential use amounts to 71.5% of the total Borough area. There are some remaining vacant parcels which have steep slopes or difficult access and therefore may not be easily developed.

If Essex County Land and Greenbrook Country Club Land remains under present status and control and is omitted from the totals, we find the following:

1,856 Acres Total Borough Area
- 244 County Land & Greenbrook Country Club Land

1,612 Acres Balance under consideration.

Using this premise, the remaining vacant tracts are:

	Acres	
Matarazzo Farm	101	6.3%
7 Other Large Tracts	184	11.4%

Taking a reciprocal percentage, we find that 82.3% of the land in the Borough is already developed or committed to residential use. These figures indicate that the destiny of North Caldwell has generally been committed.

IV TRACTS OF VACANT LAND AND DESCRIPTION

Preliminary meetings of the committee involved examining each of the ten major tracts of vacant land as to their characteristics, location, size, accessibility and present zoning regulation with particular regard to possible change in use. Tracts under consideration with approximate acreage:

	Acres
1. Greenbrook Country Club	102
2. Matarazzo Farm	101
3. Lindsley Road Area	28
4. Brookside North Area	31
5. Dugan Estate	33
6. Mueller Property	30
7. McDonough Property	20
8. Walker's Pond Area	18
9. Former Schumann-Heink Area	24
10. County Land	142
Sanitorium 94 Acres	
Penitentiary 48	
Total	529

Examination included field trips taken by members of the committee to all these tracts for familiarization.

In studying zoning maps back as far as 1947, it was revealed that these ten major vacant tracts were zoned residential R-1 (125 foot frontage - 21,875 sq. ft. or 1/2 acre) at that time with the following exceptions:

1. Matarazzo Farm
 - a. 1947 zoned for light industry in central area and residential R-2 (100

acquired by the Borough and the vacant land tracts under discussion, each was taken on a brief field trip by the committee members for familiarization.

A. Arthur Bray, Essex County Planning Officer.

Mr. Bray claimed that there was a 2-year phase out program for the Sanitorium, which would in time be the site of Essex County Community College. Later reports indicated that the downtown Newark campus was considerably behind in its development, and therefore would hold up expansion elsewhere for the time being. There were no plans to discontinue the Penitentiary operation. Another possible use mentioned was a Police Academy requiring roughly 5 to 10 acres with a one-story building and ample parking facilities. Total county land in the ridge area amounts to 240 acres in three municipalities, North Caldwell, Verona and Cedar Grove. Mr. Bray stated that there was no thought of acquiring more land adjacent to that already held by the County, nor was there any thought of selling land by the County.

The committee noted that there is no buffer zone presently required between possible County facilities and other land in the Borough of North Caldwell. Furthermore, it seemed logical to the committee that County Land should possibly be zoned for usage other than residential in a concurrent manner when considering adjacent vacant land such as the Matarazzo Farm. In short, the land could be zoned for more than one use - R-1 or office and research in order to blend in with possible uses of bordering vacant land.

B. C. Matarazzo, Jr., Mayor of North Caldwell

Mayor Matarazzo pointed out that a one-acre deed restriction exists near the Farmstead Drive area and along East Greenbrook Road. This restriction dates back to the time of the Armitage Estate and includes some vacant land in the area, namely: The Mueller property and Walker's Pond. One acre deed restriction also applies to former Schumann-Heink area. The committee thought that zoning more consistent with the deed restriction would be advisable to delineate and plan for the development of these areas.

C. Frank H. Taylor, President, Frank H. Taylor & Son, Inc. (large real estate development organization) Panther Valley developers

Mr. Taylor emphasized that North Caldwell is an owner-occupied residential community and that any zoning deviating from this concept should be planned with extreme care and thought. He mentioned the town-house concept and luxury 2-story apartments with rigid building restrictions as possible alternatives to one-family residences. Mr. Taylor estimated a rental of \$240.00 per month for a one-bedroom apartment, plus an additional \$75.00 per month for an additional bedroom. A size limitation recommended was 850 square feet for a one-bedroom apartment. Concerning the possibility of attracting a corporate headquarters or research facility, Mr. Taylor pointed out that adequate traffic arteries are required and the Borough has predominately two-lane roads. In addition the aesthetic characteristics and the consideration of "being seen" is also important to a company when re-locating.

D. Nathan Honig, CPA and partner in A. M. Hart & Co., Municipal Auditors.

Mr. Honig claimed that school costs are the chief variable in considering re-zoning and planning for the future. Other municipal requirements such as police protection can be treated as a negligible change and can be adequately handled by the tax dollars gained from the additional ratables. Concerning residential development, Mr. Honig agreed that

that can be done. With housing existing as a critical social problem, a mix in economic levels of development is desirable to state officials. However, in exclusion accusations, the burden of proof lies on the contestor, Mr. Parsons stated.

Any industrial site requires good road facilities, and Mr. Parsons did not seem to think our roads were adequate enough to handle a large volume of traffic which would emanate from a research center, for example. He also pointed out the value of the corporate image - "to sell and be seen".

When the committee inquired about hiring consultants and planners, Mr. Parsons mentioned that there were state aid programs available to larger towns with urban problems and rapidly growing suburban areas. However, Mr. Parsons thought that our problems did not warrant application for state aid and federal programs because of stringent regulations and restrictions with regard to housing opportunities for all economic income groups within the community and the county.

Individual members of the committee also consulted with the following people and brought back their thoughts to the whole committee:

William H. Clark - Essex County Freeholder

Raymond Tublitz - Luxury garden apartment developer

Henry Nycz - Town Planner Livingston, N. J.

Mahlon Apgar - Vice President, Alexander Summer Co. Corporate Site Division

Stephen B. Palmer - Vice President, Alexander Summer Co., Industrial Division

VI TOTAL RESIDENTIAL SATURATION

Based upon present zoning, the committee projected total residential saturation of all major tracts of vacant land (except 142 acres of County Land) plus all other vacant land which could be subdivided under present zoning and all buildable lots. County Land was excluded from total residential saturation because of the County's plan to utilize this land for County purposes. Penitentiary operations are expected to remain and the Sanitorium property may be used for educational and other County use. In any event, the sale of County Land is not contemplated now or in the near future.

Total residential saturation projects that the number of homes will rise from 1,441* to 2,158 for an increase of 717 homes - an approximate 50% gain. This is indicated on Exhibit B - Total Saturation Map, which is filed as an original master copy.

*This figure is arrived at as follows:

1,416 homes as of 12/31/69

13 additional homes constructed to 5/1/70

27 permits issued to 5/1/70

1,456

- 15 homes (2 in industrial area)
(13 in business area)

1,441

VII ALTERNATES TO TOTAL SINGLE FAMILY RESIDENTIAL SATURATION

The committee has arrived at several alternates to total single family residential saturation as based on the present zoning ordinance. The alternate proposals are shown on a new zoning map called EXHIBIT C and are further described below:

1. Greenbrook Country Club - 101.8 acres

(a) Change zoning from R-1 (1/2 acre - 147 homes) to Country Club, Golf Course or Office and Research with a 100 foot natural buffer around the entire tract.

2. Matarazzo Farm - 101.1 acres



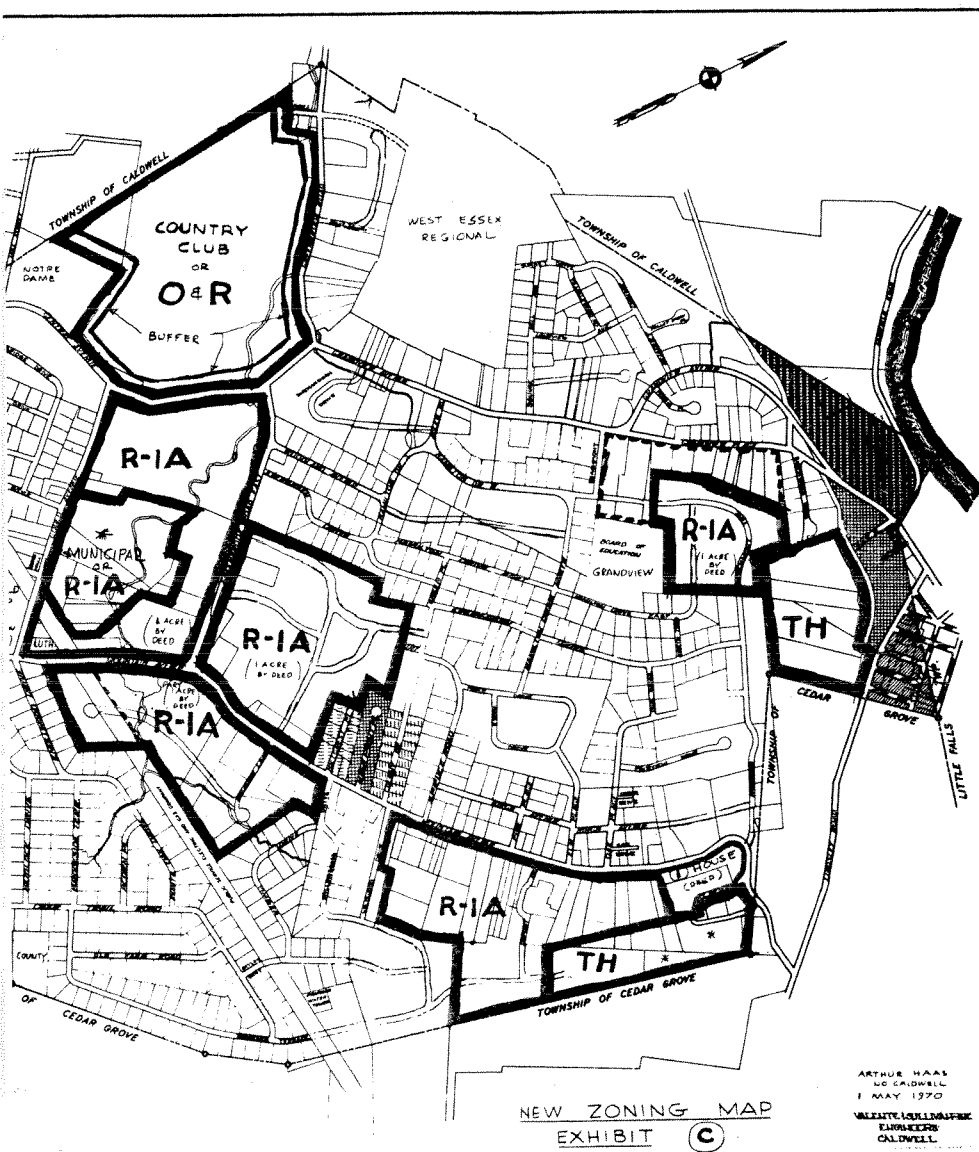
DEVELOPMENT REPORT

1970

TEE:

Alex Zall

Robert T. Vostal



it is desirable to:

3. Include money in the annual budget to carry out the objectives of the Master Plan.
4. Adopt an Official Map indicating future streets, drainage rights of way, park lands and public lands. This requires a public hearing and has a one year time limit in which the Borough can take steps to acquire the designated lands).

As described earlier in this report, taxes have increased quite extensively in the past few years, due mainly to increased School and County costs. Because of this, the Mayor appointed this Committee to look for acceptable and feasible alternates and changes in the present land use.

All members of the Committee agree that we would like to have North Caldwell continue as a one-family residential community and we are sure that the great majority of our citizens feel the same way. However, this is not feasible unless we are prepared to face a continuously increasing tax burden.

For example, a home assessed at \$45,000 pays \$1,647 in taxes toward School costs. (Current school tax rate is \$3.66). We have 1-3/4 pupils per new home - 7/8 in North Caldwell School @ \$970 per student and 7/8 in West Essex High School @ \$1,350 per student, for a total cost of \$2,030, a loss of \$383.00 for each home at this assessed value.

If Alternates 1 through 11 are adopted and become part of a revised Master Plan and Zoning Ordinance, total use of all land would result in the following:

1. The number of one-family homes could rise from 1,441 to 1,768, an increase of 327 homes, a 23% gain.
2. The Borough would have 220 Luxury Garden apartments (units, not buildings), 590 Town House Units and 2 Office and Research tracts.

These are summarized in the box in lower right corner following table:

If no changes are adopted, it will be noted that even excluding the County lands, we could have an increase of 717 homes for a total of 2,158 homes - a 49.8% gain.

The committee realizes that there would be certain advantages and disadvantages in adopting the alternates outlined.

1. OFFICE AND RESEARCH

(a) Would create traffic problems due to large number of employees going to and from work within short given periods of time.

(b) Zoning doesn't automatically produce the desired development. Competition is keen and "better locations" are available. Corporations wish to locate where they can be seen and where they have easy access to major highways. (This is one reason we are recommending areas in this category adjacent to major county roads).

(c) Would change character of Borough.

(d) Would be aesthetically pleasing with adequate open spaces, buffers and off-street parking.

(e) Would produce good ratables requiring less Borough service than one family residences and thus help to stabilize taxes.

2. TOWN HOUSES AND LUXURY APARTMENTS

(a) Change zoning from R-1 (1/2 acre - 157 homes) to 15.1 acres at south end to town houses (density 10 units per acre - 130 units maximum).

(b) 25 Acres immediately to the north of the proposed town house site to luxury garden apartments (density 10 apartments per acre - 220 apartments Maximum).

(c) Remaining 61 acres from Tall Timbers south to be zoned R-1B (3/4 acres - 70 homes).

3. Lindsley Road - 27.9 acres.

(a) Change zoning from R-1 (1/2 acre - 36 homes) to town houses (density 10 units per acre - 250 units maximum).

4. Brookside Terrace North - 31.1 acres.

(a) Change zoning from R-1 (1/2 acre) to town houses (density 10 units per acre - 210 units maximum).

5. Dugan Estate - 32.8 acres

(a) Change zoning from R-1 (1/2 acre - 36 homes) to R-1A (1 1/2 acres - 16 homes).

Some upgrading more in conformance with deed restriction

(g) 2-1/4 parking spaces for each unit, 1 of which must be a garage.

(h) Consider deed restriction to guarantee maximum protection.

IX EFFECT OF SOME VARIOUS ALTERNATIVES ON TAX PICTURE

The following facts and figures are based on the assumption that the recommended facilities existed as of May 1, 1970 and we used the present tax rate. The tax rate has been used as a constant factor projected into the future and our alternates to residential zoning show decreases from this constant rate. However, in reality, due to increasing salaries, welfare costs, inflation, etc. this constant would actually be increasing each year, rather than remaining constant. Therefore, our alternates would, in effect, lessen the rate of increase rather than decrease the present tax rate. The average home is assessed as of October 1, 1969 at \$33,905 and pays a current tax of \$1,810.00.

(A) If 717 homes are built according to present zoning regulations

Estimated tax INCREASE \$118.00

(B) If 327 homes are built according to proposed one-family zoning based upon

- (a) Change zoning from R-1 (1/2 acre). (Presently has 1 acre deed restriction - 24 homes) to R-1A (1 1/2 acres - 18 homes).
7. McDonough Property - 19.6 acres.
(a) Change zoning from R-1 (1/2 acre - 28 homes) to R-1B (3/4 acre - 24 homes).
8. Walker's Pond area - 17.8 acres.
(a) Change zoning from R-1 (1/2 acre). (Presently has 1 acre deed restriction for area along Mountain Avenue - 22 homes) to R-1A (1 1/2 acres - 16 homes).
9. Former Schumann-Heink property - 24. acres and some adjacent land.
(a) Change zoning from R-1 (1/2 acre). (Presently has 1 acre deed restriction - 23 homes) to R-1A (1 1/2 acres - 16 homes).
10. County Lands - 142 acres
(a) Change zoning from R-1 (1/2 acre - 213 homes) to County Institutions or office and research with a 100 foot natural buffer.
11. Miscellaneous parcels of land.
(a) Sunset Parkway - 6 acres. Change zoning from R-1 (1/2 acre) to 1 house as presently deeded.
(b) Hilltop Greenhouses area. Change zoning from R-1 (1/2 acre - 53 homes) to R-1A (1 1/2 acres - 20 homes).
(c) Municipal land (Opposite Borough Hall). Change zoning from R-1 (1/2 acre) to municipal or R-1A (1 1/2 acres).
(d) Remainder of area between Greenbrook Road East and Gould Avenue. Change zoning from R-1 (1/2 acre). (Presently has 1 acre deed restriction - 3 homes) to R-1A (1 1/2 acres - 1 home).
12. Purchase of land by the Borough for natural woodlands. As an example, if the Borough purchased a 100-acre tract at a price of \$2,000,000, it would cost the average homeowner approximately \$1,400 cash. If this \$2,000,000 sum were bonded for 40 years at an estimated interest rate of 6 1/2%, the Borough would be forced to raise \$141,000 each year, which could be translated into \$98 per average home until final maturity of the bond issue.
The State would probably not allow the Borough to incur this indebtedness for such a purpose since our debt limit is presently exceeded.

VIII MINIMUM REQUIREMENTS FOR SPECIAL ZONING AREAS

1. Business Zone (B1)
(a) Increase required off-street parking area.
2. Light Industry (M1)
(a) Review restrictions with view toward making them even more stringent.
3. Office and Research
(a) Minimum 5 acre sites
(b) Maximum 33% coverage
(c) Parking - 1 car space for each 100 square feet of building area.
4. Town Houses and Luxury Garden Apartments
(a) 80% maximum, 1 bedroom 20% minimum, efficiency apartments No apartment or unit 2 bedrooms or more
(b) 2-Story limit
(c) 20% maximum land coverage
(d) Each building to have no less than six units and no more than 10 units
(e) Front and rear access for each unit.
(f) Minimum area 750 square feet for each efficiency apartment and 850 square feet for each one bedroom apartment

(C) If 4 areas designated for possible town houses and luxury garden apartments are developed along with 327 homes

Estimated tax DECREASE \$150.00

(D) If 4 areas designated for possible town houses and luxury garden apartments are developed

Estimated tax DECREASE \$247.00

Matarazzo Farm Town House Area

DECREASE \$39.00

Matarazzo Farm Luxury Garden Apartment area

DECREASE \$67.00

Lindsley Road Town House Area

DECREASE \$77.00

Brookside Terrace North Town House Area

DECREASE \$64.00

(E) If Greenbrook Country Club area is developed for office and research along with 4 areas designated for possible town houses and luxury garden apartments and 327 homes

Estimated tax DECREASE \$380.00

These increases or decreases cannot be added to or subtracted from each other. Each alternate or combination of alternates and their respective added assessments must be computed separately and related to the total required tax levy and total projected assessed valuation to reach a correct tax increase or decrease.

X CONCLUSION

The Borough has been operating under a Master Plan originated in December 1962 and revised in December 1963, December 1964 and March 1965. This Master Plan shows utilities, streets, proposed streets, future park areas and future school sites.

The Master Plan was based on having a residential community which was the desire of the citizens. This Plan was not formally adopted, but has been followed by the Planning Board.

A Master Plan indicates the direction that a community wishes to follow. To implement any Master Plan, requires that the community adopt:

1. A Zoning Ordinance in conformance with the Master Plan.
2. Subdivision Ordinances.

These two things have been done. In addition,

(c) Would be aesthetically pleasing with adequate open space, off-street parking and garages.

(d) Would produce good ratables requiring less services than one-family residences (practically no school costs), thus helping to stabilize taxes.

(e) Would provide a place to reside for our citizens, both young and old, who do not wish to maintain a one-family residence.

(f) Town houses would be owned individually by the occupants.

3. ONE-FAMILY HOMES

(a) School population will continue to increase requiring more facilities, teachers, administrators, etc. with a resultant increase in the tax levy.

(b) Would maintain present character of Borough.

During our study some items not necessarily included under zoning came to our attention. We suggest:

1. That the Borough consider purchasing Walker's Pond or, as an alternate, create a new pond on Borough property.

2. That the Borough develop a lighted bicycle and walking path between East Greenbrook Road (near Evergreen Drive) and Gould Avenue (near Park Avenue).

3. That the School Board consider acquiring any needed land adjacent to present school sites.

4. That the Mayor and Council, and North Caldwell School Board work toward providing sidewalks and/or paths in critical areas so that "bussing" can be reduced to a minimum.

The committee recommends that a consultant be employed to prepare all final maps and ordinances needed to implement any changes finally adopted.

In closing, the committee hereby presents Exhibit C as one possible concept in planning for the future of North Caldwell. The committee feels that this concept will not markedly change the residential character of the Borough. It is hoped that this study will be valuable to the Mayor and Council and the Planning Board in their deliberations in leading North Caldwell towards her future.

LOCATION	AS ZONED NOW (Inc. Deed Restriction EXHIBIT B)	PROPOSED ZONING EXHIBIT C
1. Greenbrook Country Club 101.8 Acres	147	0 - (Office)
2. Matarazzo Farm 101.1 Acres	157	70 Homes (3/4 Acres) 130 Town House Units 220 Luxury Garden Apts
3. Lindsley Road area 27.9 Acres	36	250 Town House Units
4. Brookside Terrace North 26.8 Acres	-	210 Town House Units
5. Dugan Estate 32.8 Acres	36	16 Homes (1 1/2 Acres)
6. Mueller Property 30.3 Acres	24 (1 Acre Deed restriction)	18 Homes (1 1/2 Acres)
7. McDonough Property 19.6 Acres	28	24 Homes (3/4 Acres)
8. Walker's Pond Area 17.8 Acres	22 (1 Acre deed re- striction part)	16 Homes (1 1/2 Acres)
9. Former Schumann-Heink property 24.0 Acres	23 (1 Acre deed restriction)	16 Homes (1 1/2 Acres)
10. County Lands 142 Acres	No homes were ever considered for this land.	0 - Office
11. Remainder of Borough	244	147 Homes (Generally 1/2 Acre)
TOTAL HOMES	717 Homes	327 Homes