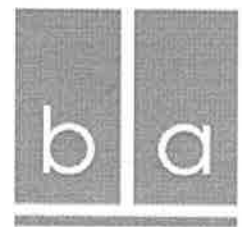


# 2019 PERIODIC REEXAMINATION OF THE MASTER PLAN

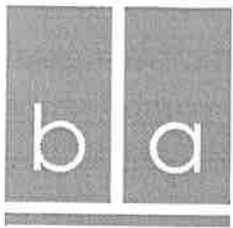
---

**Borough of North Caldwell, New Jersey**

April 10, 2019



**B U R G I S**  
A S S O C I A T E S , I N C



B U R G I S  
A S S O C I A T E S , I N C .

COMMUNITY PLANNING  
LAND DEVELOPMENT AND DESIGN  
LANDSCAPE ARCHITECTURE

PRINCIPALS:  
*Joseph H. Burgess PP, AICP*  
*Edward Snieckus, Jr. PP, LLA, ASLA*

# 2019 PERIODIC REEXAMINATION OF THE MASTER PLAN

**Borough of North Caldwell**  
**Essex County, New Jersey**

**Prepared for:**

**Borough of North Caldwell Planning Board**

**BA # 3167.01**

The original document was appropriately signed and sealed on April 10, 2019 in accordance with the State Board of Professional Planners.

  
\_\_\_\_\_  
Joseph H. Burgess, PP, AICP  
Professional Planner #2450

  
\_\_\_\_\_  
Thomas Behrens, Jr., PP, AICP  
Professional Planner #6323

## **MEMBERS OF THE BOROUGH OF NORTH CALDWELL PLANNING BOARD**

Joseph Brower, Chairman  
James Campbell, Vice-Chairman  
Mayor Joseph Alessi  
Councilman Arthur Rees  
Scott Fishbone  
Dr. Carl Spinelli  
Frank Zichelli, Board Secretary  
Joseph Barba, 1<sup>st</sup> Alternate  
Sandra Nathans, 2<sup>nd</sup> Alternate

### **PLANNING BOARD ATTORNEY**

John Dusingberre, Esq.

### **BOROUGH ENGINEER**

Frank Zichelli, PE

### **PLANNING CONSULTANT**

Joseph H. Burgis, PP, AICP  
Burgis Associates, Inc.

## Table of Contents

---

I.	Introduction .....	1
1.1	Overview.....	1
1.2	Legal Requirements for Planning .....	1
1.3	Legal Requirements for Master Plan Reexamination Report .....	2
1.4	Previous Master Plan Efforts Undertaken by the Borough.....	3
II.	Major Problems and Objectives Relating to Development at the Time of the Last Master Plan Reexamination .....	5
III.	Extent to Which Problems & Objectives Have Increased or Decreased Since the Last Master Plan Reexamination .....	7
IV.	Significant Changes in Assumptions, Policies & Objectives Forming the Basis for the Last Master Plan Reexamination .....	9
4.1	Changes at the Local Level .....	9
4.2	Changes at the State Level .....	17
V.	Specific Changes Recommended for the Master Plan or Development Regulations, Including Objectives, Policies & Standards.....	20
5.1	Goals & Objectives.....	20
5.2	Housing Element and Fair Share Plan.....	21
VI.	Recommendations Concerning Redevelopment Plans.....	22

## **I. INTRODUCTION**

---

### **1.1 OVERVIEW**

The 2019 Borough of North Caldwell Master Plan Reexamination Report is part of a continuing comprehensive planning tradition initiated by the Borough over 40 years ago, when in 1975 the Borough adopted its first comprehensive Master Plan. Since then, the Master Plan has been updated on a regular basis to address on-going development pressures, an evolving development pattern, and various judicial, legislative, and administrative actions affecting the Borough's land use arrangement. The Planning Board adopted its most recent Master Plan Reexamination Report and Land Use Element in 2005, with amendments in 2013 to accommodate for redevelopment of the area known as Hilltop.

This report represents a continuing effort to ensure that the Borough's planning policies and land use goals and objectives remain up-to-date. This document does not radically depart from the policies and land use goals set forth in the previous studies, although it does update the goals, objectives and policy statements guiding the Borough's future growth and development, and recommends modifications to the Borough's land use plan and zoning ordinance where conditions warrant. The report also provides updated demographic and related background information for the Borough.

In addition, the following Reexamination Report recognizes North Caldwell's primary character as an upscale, fully-developed suburb of New York City predominantly consisting of single-family homes. Exceptions to the Borough's prevailing single-family land use include several townhouse developments, limited areas of non-residential uses, as well as open space and public uses located throughout the Borough's 2.9 square mile area. The community has strived to preserve its small-town appeal with good schools and tree lined streets, continually acknowledged as one of New Jersey's and the nation's best places to live.

Each municipality is required to periodically reexamine its master plan in accordance with statutory requirements. This reexamination of the master plan is necessary to confirm that the master plan and zoning ordinance are consistent with the applicable provisions of the New Jersey Municipal Land Use Law (MLUL), which mandates that all local zoning regulations be substantially consistent with a regularly revised and updated land use plan element. This Report is to be used by the Planning Board and Governing Body in making land use planning and policy decisions that will enhance and protect the character of the community.

### **1.2 LEGAL REQUIREMENTS FOR PLANNING**

The MLUL establishes the legal requirement and criteria for the preparation of a master plan and reexamination report. The Planning Board is responsible for the preparation of these documents, which may be adopted and/or amended by the Board only after a public hearing. The MLUL was amended in May 2011 to require planning boards to prepare a review of the master plan at least once every ten years. Previously, boards were required to prepare such a review at least once every six years.

The MLUL also identifies the required contents of a master plan and reexamination report. The statute requires that the master plan include the following:

1. A statement of objectives, principals, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based.
2. A land use plan element that takes into account physical features, identifying the existing and proposed location, extent and intensity of development for residential and non-residential purposes, and states the relationship of the plan to any proposed zone plan and zoning ordinance.
3. A housing plan and recycling plan prepared by the municipality.

In addition, the MLUL identifies a number of other plan elements that may be incorporated into a comprehensive master plan document, such as: circulation, open space, recreation, community facilities, and historic preservation plan elements. These elements are not obligatory.

The master plan gives the community the legal basis to control development in the municipality. This is accomplished through the adoption of development ordinances that are designed to implement the plan's recommendations.

### 1.3 LEGAL REQUIREMENTS FOR MASTER PLAN REEXAMINATION REPORT

The following section details the statutory requirements of a master plan periodic reexamination report, as prescribed in Section 40:55D-89 of the MLUL. This section of the statute mandates that the report must identify, at a minimum, the following:

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 use, housing conditions, circulation, conservation of natural features, energy conservation, collection, disposition and recycling of designated recyclable materials, and changes in State, County and municipal policies and objectives;
4. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulation should be prepared;
5. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," into the land use plan element of the municipal Master Plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

## 1.4 PREVIOUS MASTER PLAN EFFORTS UNDERTAKEN BY THE BOROUGH

The Borough of North Caldwell prepared a Land Use Planning and Development Report in 1970 followed by the adoption of a comprehensive master plan in 1975, presumably to meet the requirements of the State's new Municipal Land Use Law legislation adopted by the State in the same year, superseding the preceding legislation enacted in 1954. Since then, the Borough has prepared and adopted several Master Plan Reexamination Reports in 1983, 1995, and most recently in 2005.

The following is a list of the Borough's adopted Master Plan documents since 1975:

1. 1975 Master Plan
2. 1983 Master Plan Revision (Reexamination Report)
3. 1995 Master Plan Reexamination Report
4. 2005 Master Plan Reexamination Report
5. 2008 Housing Element and Fair Share Plan
6. 2013 Land Use Plan Element Amendment
7. 2013 Housing Element Amendment

The Borough's Existing Land Use Map is shown on the following page illustrating North Caldwell's current land use distribution including its residential, commercial, vacant, and publicly-owned property, among other land use categories.





## ***II. MAJOR PROBLEMS AND OBJECTIVES RELATING TO DEVELOPMENT AT THE TIME OF THE LAST MASTER PLAN REEXAMINATION***

---

As part of the overall reexamination analysis, the Municipal Land Use Law (MLUL) requires an identification of the major land use problems and objectives that were outlined in the most recently adopted master plan or reexamination report. The major problems and objectives that were identified in the Borough's 2005 Master Plan Reexamination Report are summarized as follows:

1. The Reexamination Report states that a combination of factors had resulted in increased demand for residential development in the Borough of North Caldwell as well as surrounding municipalities. These factors were said to include the continued attractiveness of North Caldwell's residential areas, lower mortgage interest rates, and the placement of new development restrictions in rural portions of New Jersey imposed both by state regulation and municipal zoning. The increased demand for single-family development was reflected in the Borough's high real estate values.
2. The Office Zone between Bloomfield Avenue and Elm Road was identified as being characterized by a high proportion of nonconforming uses. Despite the 1983 Master Plan's recommendation for commercial zoning and the 1995 Reexamination Report's encouragement of low traffic generating commercial uses, the area had not been rezoned nor had land uses changed. The Reexamination Report recommended that a new planning study be considered which evaluates alternate techniques to encourage redevelopment of this commercial area.
3. The Reexamination Report recommended that consideration be given to adding a historic preservation element to the North Caldwell Master Plan.
4. The Reexamination Report indicates that additional traffic had been generated by new land uses in the surrounding municipalities. This was said to have resulted in vehicle speeding and commuter through-traffic on Mountain Avenue, Green Brook Road as well as Bloomfield Avenue. The Reexamination Report recommended that the Borough study whether installation of traffic-calming devices would be effective in mitigating excessive vehicular speeds on selected streets in the Borough.
5. The Reexamination Report recommended that the lot coverage and other regulations for single-family homes be revisited to better assure that new or replacement homes blend in with established development patterns. More particularly, the definition of building height, which limits measurement to the front façade, was recommended for review to determine if modifications are necessary to discourage extensive wall exposures in the rear of dwellings.
6. The January 2001 Hilltop Redevelopment Plan created new zoning controls, including a Senior Housing designation for a parcel on Elm Road. At the time of the Reexamination Report, development plans were not finalized on the type of senior housing anticipated on this parcel, although it was anticipated that age-restricted housing would replace an earlier proposal for assisted living.

7. Discussions were said to be ongoing with respect to the potential acquisition of the Walker Pond property on Mountain Avenue as open space. In the past, Walker Pond has been used by the public for ice skating.

### ***III. EXTENT TO WHICH PROBLEMS & OBJECTIVES HAVE INCREASED OR DECREASED SINCE THE LAST MASTER PLAN REEXAMINATION***

---

The Borough continues to strive to address the major problems and objectives highlighted in the 2005 Master Plan Reexamination Report. While some of these problems and objectives have been addressed, others remain relatively static. The following analysis reviews the status of the previously identified planning issues and objectives.

1. Demand for residential development in the Borough of North Caldwell as well as surrounding municipalities, and the reflection of same in the Borough's high real estate values, remains an ongoing issue.
2. The Office Zone located at the Borough's southern boundary between Bloomfield Avenue and Elm Road is still characterized by a significant area of nonconforming uses, including several residential properties and a gas station. Similarly, there have been no major land uses changes in this zone since the adoption of the 2005 Master Plan Reexamination Report. A planning study was performed in 2011 by Burgis Associates to update the regulations of the zone, including an analysis of the zone's redevelopment potential. Borough Ordinance No. 02-13 adopted two of the recommendations from this study. Permitted uses within the zone were amended to include retail uses and eating and drinking establishments. Further study of the area is recommended. It is also recommended to encourage an appropriate pattern of development along the Bloomfield Avenue corridor.
3. The Borough has not prepared a historic preservation element of its master plan since the adoption of the 2005 Reexamination Report. This remains an ongoing recommendation.
4. With exception of a traffic signal constructed at the intersection of West Green Brook Road and Jay L. Hand Drive, there have been no other significant traffic-calming improvements since the adoption of the 2005 Reexamination Report to improve safety along the Borough's primary roadways which provide regional access. Regional traffic and speeding on Mountain Avenue, Grandview Avenue, Green Brook Road and Bloomfield Avenue remain an issue warranting further study and improvements.
5. Ensuring that new and infill single-family development in North Caldwell is complementary to the existing development pattern remains an ongoing concern. The Borough adopted its latest Zoning Ordinance and development standards in 2016. Modifications to the regulations for single-family zones included an increase in maximum lot coverage requirements in zones R-1, R1-E and R-2 from 25% to 30%. However, there appears to have been no change in the definition of building height and no amendment to the building height regulations in zones R-1, R-1E, and R-2 which was recommended for review to determine if modifications were necessary to discourage extensive wall exposures in the rear of dwellings.
6. Fifty percent of the 62 market rate single family dwellings at Hilltop parcel 3 designated for senior housing (Block 101 Lot 2) has been developed as a 55 and over age-restricted community known as Four Seasons at North Caldwell, which was completed in 2015 as the result of a June 2013 settlement agreement with the

developer K. Hovnanian. The development features 108 condominium units offering a variety of two bedroom models and community facilities.

In addition, through the settlement agreement, the Borough was allotted 5 acres of the Hilltop tract for the development of 50 units of affordable housing. It is anticipated that a 100 percent affordable development containing 50 units will be constructed by RPM Development, LLC, on 5 acres of the 36-acre property identified as Block 101 Lot 3 (Parcel 3 of the Hilltop Redevelopment Area), while the remaining 31 acres on this property will be developed with 62 market rate single-family dwellings. The 50 affordable housing units to be created will be applied to North Caldwell's combined Prior Round and Third Round affordable housing obligation.

7. The 17.5-acre Walker Pond property on Mountain Avenue (Block 606 Lot 1) was purchased by the Borough of North Caldwell in December 2016. Approximately 11 acres of the property, which are environmentally constrained, were purchased/preserved with Green Acres funding. The remaining acreage has been subdivided and deed-restricted into five separate single-family dwellings on 1.0-acre lots as a condition of purchase.

## IV. SIGNIFICANT CHANGES IN ASSUMPTIONS, POLICIES & OBJECTIVES FORMING THE BASIS FOR THE LAST MASTER PLAN REEXAMINATION

As part of the overall reexamination analysis, the MLUL requires an assessment of the changes that have taken place in the community since the adoption of the last master plan or reexamination. There are a number of substantive changes at the state and local level that were not contemplated at the time of the preparation and adoption of the 2005 Periodic Reexamination Report, which require the Borough's attention and action. The following is noted:

### 4.1 CHANGES AT THE LOCAL LEVEL

This section of the 2018 Reexamination Report provides a description of the community's population characteristics, employment trends and housing stock based on the U.S. Decennial Census and latest American Community Survey 5-Year Estimates (2013-2017). Housing characteristics such as age, condition, purchase/rental value and occupancy are detailed. Information is also provided on the number of housing units in the Borough considered overcrowded or substandard. This analysis of the Borough's demographic characteristics is an integral component of the community's master plan, as it illustrates past trends experienced by the Borough and provides an indication of future growth patterns.

**Population Growth.** As seen in the table below, the Borough's population saw tremendous growth between 1950 and 1980, particularly during the 1950s and 60s. After reaching its census peak in 2000, the population decreased into 2010 with only a slight increase (approximately 7%) to 2017. Explanations for the population decline likely includes families having less children on average, migration of certain segments of the population to urban environments and downsizing of homes by older age cohorts. The Borough will likely see its population stabilize with modest growth based on the community's lack of developable land and observed population trends.

**Table 1: Population Growth (1930 to 2017\*)**  
**Borough of North Caldwell, New Jersey**

Year	Population	Population Change	Percent Change
1930	1,492	-	-
1940	1,572	80	5.4%
1950	1,781	209	13.3%
1960	4,163	2,382	133.7%
1970	6,425	2,262	54.3%
1980	5,832	-593	-9.2%
1990	6,706	874	15.0%
2000	7,375	669	10.0%
2010	6,183	-1,192	-16.2%
2017*	6,637	454	7.3%

\* 2017 data is the average between January 2013 and December 2017.

Source: U.S. Census Bureau; 2017 American Community Survey 5-Year Estimates.

1. Age Characteristics. The Borough's age characteristics are depicted below in Table 2. As shown, the largest population decline since 2000 occurred in the age cohort from 20 to 34 years. The Borough's largest increases occurred in the 55-74 age cohort. The median age of the Borough increased from 36.4 in 1990 to 45.7 in 2017, which could also be an indication of residents aging in place.

**Table 2: Age Characteristics (1990 to 2017)**  
Borough of North Caldwell, New Jersey

Age	1990		2000		2010		2017	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5 years	370	5.5%	431	5.8%	350	5.7%	156	2.4%
5 to 19 years	1,298	19.4%	1,395	18.9%	1,453	23.5%	1,634	24.6%
20 to 24 years	600	8.9%	515	7.0%	202	3.3%	195	2.9%
25 to 34 years	945	14.1%	1,092	14.8%	353	5.7%	214	3.2%
35 to 44 years	1,259	18.8%	1,196	16.2%	856	13.8%	989	14.9%
45 to 54 years	896	13.4%	1,223	16.6%	1,094	17.7%	1,304	19.6%
55 to 64 years	687	10.2%	722	9.8%	1,005	16.3%	900	13.5%
65 to 74 years	488	7.3%	458	6.2%	487	7.9%	851	12.8%
75 to 84 years	129	1.9%	295	4.0%	268	4.3%	318	4.8%
85 years +	34	0.5%	48	0.7%	115	1.9%	76	1.1%
<b>Total</b>	<b>6,706</b>		<b>7,375</b>		<b>6,183</b>		<b>6,637</b>	
<b>Median Age</b>	<b>36.4</b>		<b>34.7</b>		<b>43.8</b>		<b>45.7</b>	

Source: U.S. Bureau of the Census – 1990, 2000, 2010. American Community Survey 5-Year Estimates 2013-2017.

3. Average Household Size. The average household size of has decreased every decade since 1980 except between 1990 and 2000. At 2.86 persons per households in 2017, this figure is historically low for the Borough.

**Table 3: Average Household Size (1960 to 2017)**  
Borough of North Caldwell, New Jersey

Year	Total Population	Number of Households	Average Household Size
1960	4,163	1,013	4.11
1970	6,733	1,540	4.37
1980	5,832	1,589	3.67
1990	6,706	1,936	3.47
2000	7,375	2,070	3.56
2010	6,183	2,092	2.96
2017	6,637	2,317	2.86

Source: U.S. Bureau of the Census – 1960-2010. American Community Survey 5-Year Estimates 2013-2017

4. Household Income. Details of the Borough's household income figures are shown in Table 4 below. The median household income for North Caldwell households increased by approximately 60 percent between 1999 and 2017, rising from \$117,395 to \$187,470. Detailed household income figures are shown in the table below. In that time, the Borough's number of households with incomes of \$200,000 or more increased from 0 to 1,018, and characterizes nearly half the community's households as indicated in the latest American Community Survey Estimates.

**Table 4: Household Income (1989 to 2017)**

Borough of North Caldwell, New Jersey						
Income Category	1989		1999		2017	
	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	17	0.9%	7	4.1%	37	1.6
\$10,000 to \$14,999	47	2.4%	25	2.7%	25	1.1
\$15,000 to \$24,999	63	3.2%	70	5.2%	60	2.6
\$25,000 to \$34,999	98	5.0%	63	7.1%	37	1.6
\$35,000 to \$49,999	173	8.9%	91	14.4%	88	3.8
\$50,000 to \$74,999	308	15.8%	264	21.5%	96	4.1
\$75,000 to \$99,999	357	18.3%	315	16.6%	134	5.8
\$100,000 to \$149,999	371	19.1%	416	17.7%	399	17.2
\$150,000 to \$199,999	*512	26.3%	834	10.7%	423	18.3
\$200,000 or more	0	0.0%	0	-	1,018	43.9
<b>Total</b>	<b>1,946</b>	<b>100.0%</b>	<b>2,085</b>	<b>100.0%</b>	<b>2,317</b>	<b>100.0%</b>
<b>Median Household Income</b>	<b>\$92,106</b>		<b>\$117,395</b>		<b>\$187,470</b>	
<b>Essex County Median</b>	<b>\$34,518</b>		<b>\$44,944</b>		<b>\$57,365</b>	

Sources: U.S. Census – 1990 & 2000. American Community Survey 5-Year Estimates 2013-2017 (adjusted for inflation).

\*Note: 1990 Census Survey did not include categories for "\$150,000 to \$199,999" or "\$200,000 or more".

5. **Number of Dwelling Units.** As shown in Table 5, within the observed time frame, North Caldwell experienced its greatest rate of residential growth between 1960 to 1970, with its number of dwelling units increasing 52.9%. the rate of growth of the Borough's housing stock has increased for several decades. The housing stock grew by almost one quarter in the 1980s and then by almost a third during the following decade. The growth slowed significantly in the 2000s. Since 2010, the Borough's housing stock has grown by approximately 5 percent to a high of 2,378 dwelling units.

**Table 5: Dwelling Units (1960 to 2017)**  
Borough of North Caldwell, New Jersey

Year	Total Dwelling Units	Numerical Change	Percentage Change
1960	1,013	-	-
1970	1,549	536	52.9%
1980	1,608	59	3.8%
1990	1,996	388	24.1%
2000	2,108	500	31.1%
2010	2,252	144	6.8%
2017	2,378	126	5.6%

Sources: U.S. Decennial Census. American Community Survey 5-Year Estimates 2013-2017.

6. **Housing Tenure and Occupancy.** Table 6 presents information pertaining to the tenure and occupancy of North Caldwell's housing stock. As shown, 96% of the Borough's housing stock was owner occupied in 2017. Since 2000, there has been a slight decrease in rental occupancy, a slight increase in owner occupancy, and an increase in the number of vacant units.

**Table 6: Housing Units by Tenure and Occupancy Status (1990 to 2017)**  
Borough of North Caldwell, New Jersey

Category	1990		2000		2010		2017	
	No. Units	Percent	No. Units	Percent	No. Units	Percent	No. Units	Percent
Owner-Occupied Units	1,851	92.7%	1,994	94.6%	2,025	94.9%	2,289	96.3%
Renter-Occupied Units	83	4.2%	76	3.6%	67	3.1%	28	1.1%
Vacant Units	62	3.1%	38	1.8%	42	2.0%	61	2.6%
<b>Total Units</b>	<b>1,996</b>	<b>100.0%</b>	<b>2,108</b>	<b>100.0%</b>	<b>2,134</b>	<b>100.0%</b>	<b>2,378</b>	<b>100.0%</b>

Sources: U.S. Census – 1990, 2000 & 2010. American Community Survey 5-Year Estimates 2013-2017.

7. Housing Units in Structure. In 2017, the American Community Survey estimated that 91.0% of the Borough's housing stock consisted of detached single-family homes. This figure has remained relatively consistent since at least 1990 and underscores the municipality's homogenous distribution of housing. The second most prevalent type of housing consists of single family attached dwellings followed by a small number of multifamily units, the exact presence of which is unclear given the disparity between 2010 and 2017 census figures.

**Table 7: Units in Structure (1990 to 2017)**  
Borough of North Caldwell, New Jersey

Units in Structure	Number	1990		2000		2010		2017	
		Percent	Number	Percent	Number	Percent	Number	Percent	
1-unit, detached	1,830	91.7%	1,957	92.8%	2,003	88.9%	2,163	91.0%	
1-unit, attached	114	5.7%	116	5.5%	106	4.7%	198	8.3%	
2 units	7	0.4%	18	0.9%	27	1.2%	0	0.0%	
3 or 4 units	40	2.0%	9	0.4%	54	2.4%	0	0.0%	
5 to 9 units	5	0.3%	0	0.0%	24	1.1%	0	0.0%	
10 to 19 units	0	0.0%	8	0.4%	38	1.7%			
20 or more units	0	0.0%	0	0.0%	0	0.0%	17	0.7%	
Mobile home	0	0.0%	0	0.0%	0	0.0%			
Boat, RV, van, etc. Other	0	0.0%	0	0.0%	0	0.0%	0	0.0%	
Total	1,996	100.0%	2,108	100.0%	2,252	100.0%	2,378	100.0%	

Sources: U.S. Census – 1990, 2000 & 2010. American Community Survey 5-Year Estimates 2013-2017.

8. Housing Stock Age. Table 8 identifies the age of North Caldwell's housing stock. In accordance with the most recent American Community Survey estimates, more than two-thirds of the Borough's occupied housing units were built prior to 1980 and approximately 94 percent were built prior to 2000. Since 2000, 148 units (6.4 percent of all housing units) have been built.

**Table 8: Year Structure Built**  
Borough of North Caldwell, New Jersey  
Year Units

Built	# of Units	Percent
2014 or later	36	1.6%
2010 to 2013	0	0.0%
2000 to 2009	112	4.8%
1980 to 1999	604	26.1%
1960 to 1979	634	27.4%
1940 to 1959	638	27.5%



Year Units Built	# of Units	Percent
1939 or earlier	239	12.6%
<b>Total</b>	<b>2,317</b>	<b>100.0%</b>

Source: American Community Survey 5-Year Estimates 2013-2017.

9. **Housing Conditions.** An inventory of the Borough's housing conditions is presented in the following tables. Table 9 identifies the history and extent of overcrowding in the Borough, defined as housing units with more than one occupant per room. The data indicates that none of the housing units in North Caldwell are considered overcrowded as of 2017.

**Table 9: Occupants Per Room (2000 to 2017)**

**Borough of North Caldwell, New Jersey**

Occupants Per Room	2000		2010		2017	
	Number	Percent	Number	Percent	Number	Percent
1.00 or less	2,059	99.5%	2,168	94.9%	2,317	100.0%
1.01 to 1.50	11	0.5%	0	0.0%	0	0.0%
1.51 or more	0	0.0%	0	0.0%	0	0.0%
<b>Total</b>	<b>2,070</b>	<b>100%</b>	<b>2,168</b>	<b>100.0%</b>	<b>2,317</b>	<b>100.0%</b>

Sources: U.S. Census – 2000 & 2010. American Community Survey 5-Year Estimates 2013-2017.

The table below presents other key characteristics of housing conditions, including the presence of complete plumbing and kitchen facilities and the type of heating equipment used. According to Table 10, 100% of the Borough's housing stock had complete kitchen and plumbing facilities in 2017. All units use standard means of heating.

**Table 10: Equipment and Plumbing Facilities (1990 to 2017)**

**Borough of North Caldwell, New Jersey**

Facilities	1990		2000		2017	
	Number	Percent	Number	Percent	Number	Percent
<b>Kitchen:</b>						
With Complete Facilities	1,991	99.7%	2,108	100%	2,317	100.0%
Lacking Complete Facilities	5	0.3%	0	0.0%	0	0.0%
<b>Plumbing:</b>						
With Complete Facilities	1,996	100%	2,108	100%	2,317	100.0%
Lacking Complete Facilities	0	0.0%	0	0.0%	0	0.0%
<b>Heating Equipment:</b>						
Standard Heating Facilities	1,988	99.6%	2,108	100%	2,317	100.0%
Other Means, No Fuel Used	8	0.4%	0	0.0%	0	0.0%

Sources: U.S. Census – 1990 & 2000. American Community Survey 5-Year Estimates 2013-2017.

10. **Purchase and Rental Values.** As depicted in Table 11, 59.7% of North Caldwell's rental housing stock had monthly rents under \$1,000 in 2014, a 65% increase since 2000. Conversely, in 2014, 16.7% of the Borough's rental housing stock had rents of \$1,500 or more, while previously there were no units in this category. Historically, North Caldwell's median gross rents have remained more than 2 times that of Essex County's median gross rents, though in 2014, the data was inconclusive.

**Table 11: Gross Rent of Renter-Occupied Housing Units (1990 to 2014)**  
**Borough of North Caldwell, New Jersey**

Rent	1990		2000		2014	
	Number	Percent	Number	Percent	Number	Percent
Less than \$200	0	0.0%	0	0.0%	0	0.0%
\$200 to \$299	0	0.0%	0	0.0%	0	0.0%
\$300 to \$499	0	0.0%	0	0.0%	0	0.0%
\$500 to \$749	7	9.3%	0	0.0%	0	0.0%
\$750 to \$999	24	32.2%	26	34.2%	43	59.7%
\$1,000 to \$1,499	*36	48.0%	50	65.8%	0	0.0%
\$1,500 or More	0	0.0%	0	0.0%	12	16.7%
No Cash Rent	8	10.7%	0	0.0%	17	23.6%
<b>Total</b>	<b>75</b>	<b>100.0%</b>	<b>76</b>	<b>100.0%</b>	<b>72</b>	<b>100.0%</b>
<b>Median Gross Rent</b>	<b>\$984</b>		<b>\$1,759</b>		<b>Not Available</b>	
<b>Essex County</b>	<b>\$460</b>		<b>\$675</b>		<b>\$1,069</b>	
<b>Median Gross Rent</b>						

Sources: U.S. Census – 1990 & 2000. American Community Survey 5-Year Estimates 2010-2014.

\*Note: 1990 US Census did not include a "\$1,500 or More" gross rent category. 2014 ACS data was the latest 5-year estimate showing Gross Rent figures for Renter-Occupied Housing Units which may present a statistical anomaly in the data for 2015-2017 estimates.

Table 12 below shows The median value of owner-occupied units increased 83 percent between 2000 and 2017, from \$399,000 in 2000 to \$730,900 to 2017.

**Table 12: Value of Owner-Occupied Housing Units (1990 to 2017)**  
**Borough of North Caldwell, New Jersey**

Value Range	1990		2000		2017	
	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	8	0.5%	0	0.0%	0	0.0%
\$50,000 to \$99,999	14	0.8%	0	0.0%	0	0.0%
\$100,000 to \$149,999	33	1.9%	58	3.0%	0	0.0%
\$150,000 to \$199,999	95	5.5%	72	3.7%	0	0.0%
\$200,000 to \$299,999	400	23.1%	372	19.2%	43	1.9%
\$300,000 to \$499,999	782	45.1%	825	42.6%	359	15.7%
\$500,000 to \$999,999	401	23.1%	610	31.5%	1,361	59.5%
\$1,000,000 or More	0	0%	0	0.0%	526	23.0%
<b>Total</b>	<b>1,733</b>	<b>100.0%</b>	<b>1,937</b>	<b>100.0%</b>	<b>2,289</b>	<b>100.0%</b>
<b>Median Value</b>	<b>\$368,800</b>		<b>\$399,000</b>		<b>\$730,900</b>	

Sources: U.S. Census – 1990 & 2000. American Community Survey 5-Year Estimates 2013-2017.

Note: 1990 US Census did not include a "\$1,000,000 or More" value range.

11. Historical Trends in Residential Development. As noted previously, the Borough is fully developed with limited vacant land. Therefore, residential growth should remain modest as indicated in Table 13. The majority of new housing accounted for in this table applies to the age restricted Four Seasons development. Other than the Hilltop Redevelopment Area, there are few large parcels of land which can accommodate any significant residential development.

**Table 13: Residential Certificates of Occupancy and Demolition Permits, 2004-2017**  
**Borough of North Caldwell, New Jersey**

<b>Year</b>	<b>COs Issued</b>	<b>Demo Permits Issued</b>	<b>Net Growth</b>
2004	0	0	-
2005	6	0	6
2006	5	0	5
2007	9	4	5
2008	11	3	8
2009	21	3	18
2010	4	5	-1
2011	8	2	6
2012	34	1	33
2013	53	1	52
2014	45	2	43
2015	19	4	15
2016	2	4	-2
2017	5	4	1
<b>14 YR Total</b>	<b>222</b>	<b>33</b>	<b>189</b>
<b>14 YR Avg.</b>	<b>15.9</b>	<b>2.36</b>	<b>13.5</b>

Source: NJDCA, Division of Codes & Standards, Construction Reporter.

Historical Trends in Non-Residential Development. The potential for future nonresidential development is limited based on past trends and the amount of existing land and facilities zoned and dedicated for such types of uses. Table 14 below depicts the minimal non-residential development with permits issued between 2007 and 2017 according to the Borough Office of the Construction Official. The total number of permits during this time period was 15. The only Certificates of Occupancy issued during this time was for the construction of a convenience store at an existing gas station and the conversion of a clothing store to a restaurant.

**Table 14: Non-Residential Permits, 2007-2017**  
**Borough of North Caldwell, New Jersey**

<b>Year</b>	<b>Number of Permits</b>
2007	0
2008	0
2009	0
2010	4
2011	1
2012	1
2013	0
2014	3
2015	1
2016	1
2017	4
<b>Total</b>	<b>15</b>

Source: Borough of North Caldwell, New Jersey.

12. Employment Status. The following table provides information on North Caldwell's employment status for the segment of the population 16 and over. Approximately 72 percent of the Borough's working age population was in the labor force in 2017, which is an increase from 55 percent in 2000. Between 2000 and 2017, the proportion of the Borough's population that was unemployed increased slightly from 1.3% to 2.7%.

**Table 15: Employment Status, Population 16 and Over (1990 to 2017)**  
Borough of North Caldwell, New Jersey

Employment Status	1990		2000		2017	
	Number	Percent	Number	Percent	Number	Percent
In labor force	3,193	59.3%	3,196	54.6%	3,718	72.2%
Civilian labor force	3,193	59.3%	3,196	54.6%	3,718	72.2%
Employed	2,442	45.3%	3,118	53.3%	3,580	69.5%
Unemployed	70	1.3%	78	1.3%	138	2.7%
Armed Forces	0	0.0%	0	0.0%	0	0.0%
Not in labor force	2,195	40.7%	2,653	45.4%	1,434	27.8%
Total Population 16 and Over		5,338		5,849		5,152

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates 2013-2017.

13. Employment Characteristics of Employed Residents.

The following two tables detail information on the employment characteristics of employed North Caldwell residents. Table 16 details occupation characteristics and Table 17 details industry characteristics. The majority of residents in the Borough are employed in management, professional and related occupations. The representation within this occupation category increased between 2000 and 2017 along with the sales and office industries. Representation decreased among the service occupation as well as the natural resources, construction, and maintenance occupations and the production, transportation, and material moving occupations. The largest percentage of residents are employed in the education, health and social services industry as well as the professional and related services industries. The largest decrease was in the manufacturing industry.

**Table 16: Employed Residents Age 16 and Over, By Occupation (1990 to 2017)**  
Borough of North Caldwell, New Jersey

Occupation	1990		2000		2017	
	Number	Percent	Number	Percent	Number	Percent
Management, Professional and related occupations	1,580	50.6%	1,967	47.1%	2,011	56.2%
Service Occupations	677	21.7%	482	9.0%	217	6.1%
Sales and Office Occupations	617	19.8%	513	28.6%	1,120	31.3%
Farming, fishing and forestry occupations	7	0.2%	0	0.0%		
Construction, extraction and maintenance occupations	71	2.3%	79	6.1%	65	1.8%
Production, transportation and material moving occupations	171	5.5%	77	9.2%	168	4.7%
Total	3,123	100.0%	3,118	100.0%	3,580	100%

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates 2013-2017.

**Table 17: Employed Residents Age 16 and Over, By Industry (1990 to 2017)**  
**Borough of North Caldwell, New Jersey**

Industry	1990		2000		2017	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing, hunting and mining	7	0.2%	15	0.1%	0	0.0%
Construction	188	6.0%	85	4.0%	101	2.8%
Manufacturing	509	16.3%	235	17.0%	308	8.6%
Wholesale trade	245	7.8%	214	5.2%	258	7.2%
Retail trade	300	9.6%	296	11.5%	255	7.1%
Transportation and warehousing, and utilities	82	2.6%	51	4.6%	45	1.3%
Information	268	8.6%	0	5.6%	148	4.1%
Finance, insurance, real estate and rental and leasing	460	14.7%	503	10.0%	435	12.2%
Professional, scientific, management, administrative and waste management services	198	6.3%	548	15.1%	771	21.5%
Educational, health and social services	362	11.6%	715	15.2%	961	26.8%
Arts, entertainment, recreation, accommodation and food services	*451	14.4%	129	5.5%	168	4.7%
Other services	0	0.0%	214	3.5%	70	2.0%
Public administration	53	1.7%	113	2.7%	60	1.7%
<b>Total</b>	<b>3,123</b>	<b>100.0%</b>	<b>3,118</b>	<b>100.0%</b>	<b>3,580</b>	<b>100.0%</b>

Sources: U.S. Census – 1990 & 2000, American Community Survey 5-Year Estimates 2013-2017.

## 4.2 CHANGES AT THE STATE LEVEL

This following section provides a description of the many changes that have occurred at the State level since the 2005 Master Plan Reexamination.

1. Water Quality Management Planning (WQMP) Rules. These rules became effective in July 2008 and establish County planning offices as the water management planning coordinating agencies throughout the State. Municipalities are required to submit information for wastewater management and sewer service area planning for 20 year periods. The Appellate Division has upheld the statutory authority of NJDEP and the WQMP process. The Court ruled that NJDEP balanced property owners' interests in land development and the State's interest in protecting habitat and water quality.
2. Municipal Land Use Law Amendments. The Municipal Land Use Law (MLUL) was amended to define 'inherently beneficial use' as one that is "universally considered of value to the community" because it "fundamentally serves the public good and promotes the general welfare." The amendment also expanded the inherently beneficial use list to include wind, solar and photovoltaic energy facilities, in addition to hospitals, schools, child care centers and group homes. The MLUL was also amended to exempt solar panels from any calculation of impervious coverage. The MLUL was also amended to require the land use element of a municipal master plan to include "a statement of strategy" concerning: smart growth, including consideration of potential locations for the installation of electric vehicle charging stations; storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure; and environmental sustainability.

3. New Jersey Council on Affordable Housing (COAH). In May 2008, COAH adopted revised Third Round regulations that were published on June 2, 2008 with amendments to those rules put in effect in October 2008. COAH's 2008 rules and regulations based on a growth share methodology were then challenged and invalidated by the New Jersey Appellate Division in 2010. The Appellate Division in its decision instructed COAH to adopt new regulations in accordance with the fair share methodology utilized in Rounds One and Two. In September 2013, the New Jersey Supreme Court affirmed the Appellate Division's decision invalidating the third iteration of COAH's Third Round regulations, and similarly invalidated the growth share methodology. COAH was again directed to adopt new regulations pursuant to the methodology of Rounds One and Two.

COAH prepared new regulations pursuant to the Supreme Court's directive, but failed to adopt the regulations in October 2014 when the COAH board deadlocked in a 3-3 vote. Fair Share Housing Center (FSHC), a non-profit affordable housing advocate, responded by filing a motion in aid of litigant's rights with the New Jersey Supreme Court. The motion was heard by the Supreme Court in January 2015, and a decision was issued on March 10, 2015. In its decision, commonly referred to as Mount Laurel IV, the Supreme Court (1) found that COAH had violated its March 14, 2014 Order by failing to adopt new Round 3 regulations by October 22, 2014, (2) held that, without new Round 3 regulations, COAH could not process petitions for substantive certification for the 314 municipalities under COAH's jurisdiction, (3) directed trial courts to assume COAH's functions, (4) authorized municipalities under COAH's jurisdiction to file a Declaratory Judgment Action along with a motion for Temporary Immunity by July 8, 2015, or risk exposure to exclusionary zoning lawsuits and (5) ruled that municipalities would have a certain period of time to prepare and file a Housing Element and Fair Share Plan with a trial court for review.

In response to Mount Laurel IV, the Borough filed a Declaratory Judgment action on July 2, 2015, along with a simultaneous motion for temporary immunity from all Mount Laurel lawsuits, including builders remedy lawsuits. The Court granted the immunity motion, and has extended that immunity via a series of subsequent orders, and said immunity is still in full force and effect today. The Court also held a series of Case Management Conferences and encouraged municipalities to try to settle globally with Fair Share Housing Center. Under the supervision of the Court appointed Special Master, Borough representatives and FSHC reached a global settlement, which was memorialized in a Settlement Agreement, which was executed by both FSHC and the Borough in September of 2017 (the "FSHC Settlement Agreement").

Before the Fairness Hearing was held regarding the FSHC Settlement Agreement, the Borough was approached by the new contract purchaser of the Green Brook Golf Course regarding a possible proposed project on the golf course, and the Fairness Hearing was adjourned so that the Borough and the developer could negotiate some type of project for the site in the event that a Golf Course use was no longer viable a few years from now. The Borough and the Developer have subsequently reached an agreement regarding a possible proposed project on the site and the FSHC Settlement Agreement from 2017 has now been amended to incorporate the Green Brook Golf Course project. The Amended Settlement Agreement with FSHC was executed in December of 2018.

Under the terms of the Amended Settlement Agreement, the Borough has agreed to a Rehabilitation Obligation of 20 units, a Prior Round Obligation of 63 units, and an allocation of the Round 3 regional need of 360 units. The Borough will address its combined Prior Round and Third Round "unmet need" through: the adoption of a mandatory affordable housing set-aside ordinance; two family rental affordable units from the RPM one hundred percent (100%) affordable family rental housing project; and the creation of new overlay zoning at the Green Brook Golf Course as well as along Bloomfield Avenue and Fairfield Road. The Borough will prepare

a revised Housing Element and Fair Share Plan incorporating these plan mechanisms in compliance with requirements of the final approved FSHC Settlement Agreement.

4. Local Redevelopment and Housing Law (LRHL). In 2013, an amendment to the Local Redevelopment Housing Law was approved by the State Legislature which permits for the option of designating a redevelopment area with or without condemnation powers. Specifically, the amendment notes the following (amended section is underlined):

*"The governing body of a municipality shall assign the conduct of the investigation and hearing to the planning board of the municipality. The resolution authorizing the planning board to undertake a preliminary investigation shall state whether the redevelopment area determination shall authorize the municipality to use all those powers provided by the Legislature for use in a redevelopment area other than the use of eminent domain (hereinafter referred to as a "Non-Condemnation Redevelopment Area") or whether the redevelopment area determination shall authorize the municipality to use all those powers provided by the Legislature for use in a redevelopment area, including the power of eminent domain (hereinafter referred to as a "Condemnation Redevelopment Area").*

The LRHL amendment also establishes additional notice requirements when designating an area in need of redevelopment, provide guidelines regarding challenges to condemnation redevelopment designations, and allows for additional options for designating an area in need of rehabilitation.

## V. *SPECIFIC CHANGES RECOMMENDED FOR THE MASTER PLAN OR DEVELOPMENT REGULATIONS, INCLUDING OBJECTIVES, POLICIES & STANDARDS*

---

The MLUL requires the identification of specific changes recommended for the master plan or development regulations, if any, including changes to the underlying objectives, policies and standards, or whether an entirely new master plan or development regulations should be prepared. The 2018 Master Plan Reexamination Report identifies a number of recommended changes, as set forth below. In addition to these recommended policies and objectives, it is also recommended that the municipal stormwater management plan be reexamined in accordance with the latest adopted state stormwater management regulation (NJAC 7:8-4).

### 5.1 GOALS & OBJECTIVES

In general, North Caldwell's existing master plan policies and planning objectives are still relevant and are therefore reaffirmed in its 2018 Master Plan Reexamination Report. Previous master plan documents do not, however, provide a clear statement of goals and objectives guiding the Borough's future growth and development. As such, it is recommended that the master plan incorporate the following goals and objectives:

1. To maintain and improve upon the Borough's predominant single-family residential character by restricting incompatible land uses from established residential areas, and ensuring new or infill residential development is consistent and compatible with the existing intensity and pattern of development.
2. To minimize the environmental impact resulting from development, particularly in areas of wetlands, flood hazard areas, and steep slopes.
3. To provide adequate municipal open space for a variety of active and passive recreational uses.
4. To encourage redevelopment of the Office Zone area located between Bloomfield Avenue and Elm Road with conforming nonresidential uses with low traffic generation potential.
5. To affirmatively address the Borough's low- and moderate-income housing obligation, as defined by the trial courts, the New Jersey Council on Affordable Housing, or any successor entity, through the plan components established in the Borough's Housing Element and Fair Share Housing Plan.
6. To minimize excess traffic congestion and vehicle speeding and improve safety through intersection and roadway improvements, as well as traffic-calming devices.
7. To provide and maintain a superior system of community facilities and services, including schools, water and sanitary sewer utilities, fire, police, and other public safety services, and public works facilities.
8. To promote the conservation of energy and the use of renewable energy sources and sustainable building practices whenever possible.



9. To support the overall philosophy of the State Development and Redevelopment Plan (SDRP) as a means of providing growth management on a statewide basis while retaining the principles of home-rule.

## 5.2 HOUSING ELEMENT AND FAIR SHARE PLAN

Under the terms of the Settlement Agreement with Fair Share Housing Center, the Borough will prepare a revised Housing Element and Fair Share Plan. The Fair Share Plan components designed to address the Borough's combined Prior Round and Third Round affordable housing obligation will include the 50-unit 100 percent affordable RPM development, a Borough-wide mandatory affordable housing set-aside ordinance, and two overlay zones. While the RPM project has already received site plan approval and funding by the State, the set-aside ordinance and overlay zoning will require implementation based on the following:

### Mandatory Set-Aside Ordinance

North Caldwell will adopt a Borough-wide Mandatory Set-Aside Ordinance ("MSO"), which will require that any site that benefits from a rezoning, variance or redevelopment plan approved by the Borough that results in multi-family residential development of five (5) dwelling units or more shall produce affordable housing at a set-aside rate of 20% for for-sale affordable units and at a set-aside rate of 15% for rental affordable units. The adoption of the MSO will not give any developer the right to any such rezoning, variance, redevelopment designation or other relief, or establish any obligation on the part of North Caldwell to grant such rezoning, variance, redevelopment designation or other relief.

### Bloomfield Avenue Overlay Zone

The Borough will adopt an ordinance creating a Bloomfield Avenue Overlay Zone, which will encompass an area of approximately 4.3 acres to include all lots in Block 100. The Overlay Zone will permit a maximum density of 10 units per acre, and will require affordable housing set-asides of 15% for rental projects and 20% of for sale units. This Overlay Zone will be designed with the potential to create 43 total units, including either 9 for sale units or 7 rental units for low- and moderate-income households.

### Fairfield Road Overlay Zone

The Borough will also adopt an ordinance creating a Fairfield Road Overlay Zone, which will encompass an area of approximately 4.7 acres to include Block 2200 Lots 3-6 and Block 2201 Lots 1 and 2. Similar to the Bloomfield Avenue Overlay Zone, the Fairfield Road Overlay Zone will permit a maximum density of 10 units per acre and will require affordable housing set-asides of 15% for rental units and 20% of for sale units. It is anticipated that this Overlay Zone can create up to 47 units, including 10 for sale units or 7 rental units for low- and moderate-income households.

## *VI. RECOMMENDATIONS CONCERNING REDEVELOPMENT PLANS*

---

At present, the Planning Board does not anticipate the need to designate any areas within the Borough as Areas in Need of Redevelopment.