



BOROUGH OF ROCKLEIGH

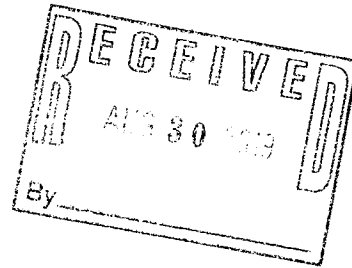
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William J. McGuire, RMC, CMR
Borough Administrator

Marcella Giampiccolo, RMC, CMR
Borough Clerk

August 27, 2019

VIA CERTIFIED MAIL
RETURN RECEIPT REQUESTED



County of Bergen
Department of Planning & Engineering
One Bergen County Plaza, 4th Floor
Hackensack, New Jersey 07601-7076

Re: **Borough of Rockleigh 2019 Master Plan Reexamination Report**

Dear Sirs:

Enclosed please find the above captioned report along with a copy of the Borough of Rockleigh Planning Board's Notice of Public Hearing which is scheduled to take place on Monday, September 23, 2019 at 8:00 p.m.

Should you have any questions please contact me. Thank you.

Very truly yours,

Marcella Giampiccolo, RMC
Borough Clerk

Enclosures

55-041

BOROUGH OF ROCKLEIGH, NEW JERSEY
PLANNING BOARD OF THE BOROUGH OF ROCKLEIGH
NOTICE OF PUBLIC HEARING

PLEASE TAKE NOTICE that the Planning Board of the Borough of Rockleigh will hold a Public Hearing on a Master Plan Re-Examination Report of the Borough of Rockleigh, which is scheduled for Monday, September 23, 2019, at 8:00 o'clock P.M., at the Rockleigh Municipal Building located at 26 Rockleigh Road, Rockleigh, New Jersey.

The proposed 2019 Master Plan Re-Examination Report of the Borough of Rockleigh is required by the Municipal Land Use Law of the State of New Jersey.

Comments will be elicited from the public prior to the Planning Board taking any action on whether to adopt the 2019 Master Plan Re-Examination Report of the Borough of Rockleigh.

A copy of the proposed 2019 Master Plan Re-Examination Report of the Borough of Rockleigh is available at the Municipal Clerk's office/office of the Clerk of the Planning Board, both located in the Rockleigh Municipal Building, 26 Rockleigh Road, Rockleigh, New Jersey 07647, during normal business hours, 9:00 a.m. to 5:00 p.m., Monday through Friday.

MARCELLA GIAMPICCOLO,
Borough Clerk
Borough of Rockleigh

Prepared For:

Borough of Rockleigh

26 Rockleigh Road

Rockleigh, New Jersey 07647

2019

**2019 MASTER PLAN
REEXAMINATION REPORT
BOROUGH OF ROCKLEIGH
BERGEN COUNTY, NEW JERSEY**

Prepared By:

Neglia Engineering Associates

34 Park Avenue, Lyndhurst NJ 07071

2019 Master Plan Reexamination Report


Borough of Rockleigh, Bergen County, NJ

Prepared for:
Borough of Rockleigh Planning Board

Adopted - September 23, 2019

Prepared by
Neglia Engineering Associates
34 Park Avenue, Lyndhurst, NJ 07071

The original of this report was signed and sealed in accordance with Chapter 41 of Title 13 of the
State Board of Professional Planners



Gregory J. Polyniak, P.E., P.P., C.M.E., C.P.W.M.
NJ Planning License No. 5883

INSERT RESOLUTION ADOPTING MASTER PLAN RE-EXAM HERE

Acknowledgements

Planning Board

Chairman Peter Layne
Mayor Robert R. Schaffer
Theodore Brack
David Hansen
Stephen Crevani
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Christine Medvedev

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Borough Clerk

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Borough Administrator

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Borough Attorney

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INTRODUCTION

This document, in accordance with N.J.S.A. 40:55D-89 represents a reexamination of the Borough of Rockleigh Master Plan. The purpose of a Master Plan Reexamination Report is to review and evaluate the local master plan and development regulations on a periodic basis in order to determine the need for updates and revisions. The Borough of Rockleigh Master Plan was adopted in 1991 with an amendment of the Housing Element in 2008. The Borough also adopted a Housing Element and Fair Share Plan in 2016 to address the State of New Jersey's affordable housing requirements. In addition, a reexamination report on the Master Plan and Land Use Element was completed by the Planning Board in 2009.

N.J.S.A. 40:55D-89 requires that the governing body shall, at least every ten years, provide for a general reexamination of its Master Plan and development regulations by the Planning Board, which shall prepare and adopt, by resolution, a report on the findings of such reexamination. The Reexamination Report must include the following five key elements as per 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 Reexamination Report.
- b) The extent to which such problems and objectives have been reduced or have increased since 2009.
- 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 as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in 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.
- e) 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.

This Master Plan Reexamination report has been prepared to meet the statutory requirements of the Municipal Land Use Law (M.L.U.L.) (N.J.S.A. 40-55D-89).

MAJOR PROBLEMS AND OBJECTIVES FROM THE 2009 MASTER PLAN REEXAMINATION AND THE EXTENT TO WHICH THEY HAVE INCREASED OR DECREASED

The Borough of Rockleigh's 1991 Master Plan established goals and objectives that provided guiding principles upon which the proposals for land use and development were based. This report shall be considered a review of problems and objectives that existed at the time of the adoption of the 2009 Master Plan Reexamination Report and the analysis of the extent to which conditions have changed over the past ten years. Based on the results of the required analysis, recommendations for future master plan and zoning ordinance revisions and/or additions will be provided as appropriate.

The major goals and problems regarding land development in the Borough in 1991 were the ability to maintain the unique qualities of the Borough through conservation and preservation. Borough representatives and officials were specifically concerned with maintaining the existing development pattern of two acre lots, preserving large areas of open space, and establishing and continuing a historic district. In addition, the Borough needs to balance conservation and preservation with affordable housing requirements.

Since the 2009 re-examination report was adopted, Borough representatives and officials have worked diligently in an effort to meet the goals and objectives provided in the 2003 reexamination report and 2006 update of the reexamination report and this said report. In addition, in 2016, the Borough adopted a Housing Element and Fair Share Plan which emphasized the goal of providing a realistic opportunity for affordable housing.

On September 15, 2015, Honorable Menelaos W. Toskos, J.S.C. directed the Borough's Special Master, Shirley M. Bishop, P.P., LLC to review the housing element and fair share plan of the Borough of Rockleigh and identify any concerns the Special Master may have, and provide the Borough an opportunity to address the said concerns. Thereafter as directed in the November 12, 2015 Case Management Order, the Borough submitted a Summary of Plan prior to the December 10, 2015 deadline.

The Special Master reviewed the submitted Summary Plan as well as the documents granting substantive certification by the COAH to the Borough on November 12, 2009. In addition, the previously prepared May 18, 2015 Housing Element and Fair Share Plan was reviewed. The Borough revisited its approach to compliance accordingly.

A recurring theme occurs within each of the aforementioned documents, which is to preserve the historic character of the Borough of Rockleigh. The following issues were originally identified as goals and objectives within the 1991 Master Plan Update and the 2003 Master Plan Reexamination Report, and 2009 Master Plan Reexamination Report as a response to the land development concerns identified at that time.

In addition to providing the problems / issues, this part of the report also focuses on the current situation and whether the identified land development objectives have been instituted, are pending official action or require future attention.

Previous Land Use Objectives

- a. Maintain the Borough's basic development of two-acre residential lots and five acre commercial (primarily office) and light industrial development. This goal continues to be a significant land use focus. There are several properties that require attention to ensure the goal is realized.
- b. To preserve and enhance the Historic District. This goal continues to be important and additional design guidelines are pending official action.
- c. To project the environmental characteristics of the Rockleigh Conservation Area, particularly with respect to the adjoining Boy Scout Tract in Alpine, presently proposed by the Borough of preservation under Green Acres. This objective was realized.
- d. Having Rockleigh's classification under the State Development Plan reflect this Master Plan, not calling for more intensive development in the community. Official action was taken but future attention to coordination with the State is required.

- e. Maintaining the independence of the Borough with respect to planning and zoning, consistent with this Master Plan.

SIGNIFICANT CHANGES IN ASSUMPTIONS, POLICIES, AND OBJECTIVES

1. YEAR 2010 CENSUS DATA

Population Analysis

The COAH regulations call for an analysis of the community’s socio-economic characteristics, including an assessment of population size, rate of population growth, age and gender characteristics, income levels and household size. Each of these items is described in this section of the report.

Population Size

The total population in Rockleigh reported as five hundred thirty-one persons in the 2010 Census. The population increased by 35.8 percent from the three hundred ninety-one persons recorded in 2000.

Rate of Population Growth

The population growth rate from 1950 to 2010 is summarized in Table No. 10. The Borough’s population fluctuates from 1970 through 2010. Rockleigh experienced a sharp decline in population from 1960 to 1980 and a sharp increase between 1980 to 1990. The population increase from 1990 to 2000 is mainly attributed to the construction of The Jewish Home of Rockleigh which included one hundred eighty beds.

**RATE OF POPULATION GROWTH
BOROUGH OF ROCKLEIGH, NEW JERSEY**

YEAR	POPULATION	CHANGE (NO.)	CHANGE (%)
1950	110	-	-
1960	430	320	+290.9
1970	308	-122	-28.4
1980	192	-116	-37.7
1990	270	+78	+40.6
2000	391	+121	+44.8
2010	531	+140	+35.8

Note: (-) denotes zero or rounds to zero

Source: U.S. Census Bureau, 1990, 2000 & 2010; Summary File 1 - 2003 Master Plan Reexamination Report

Age, Gender and Race Characteristics

The following tables provide age and gender characteristics in the Borough of Rockleigh.

**YEAR 2000 AGE AND GENDER CHARACTERISTICS
BOROUGH OF ROCKLEIGH, NEW JERSEY**

AGE GROUP	MALE	FEMALE	TOTAL	PERCENT (%)
Under 5	9	9	18	4.6
5-9	5	6	11	2.8
10-14	15	8	23	5.9
15-19	48	8	56	14.3
20-24	7	6	13	3.4
25-34	15	10	25	6.3
35-44	17	19	36	9.2
45-54	18	24	42	10.8
55-59	14	11	25	6.4
60-64	10	7	17	4.3
65-74	13	12	25	6.4
75+	20	80	100	25.6
Total	191	200	391	100
Median Age	33.2	59.5	49.1	

Source: U.S. Census Bureau, 2000; Summary File 1

**YEAR 2010 AGE AND GENDER CHARACTERISTICS
BOROUGH OF ROCKLEIGH, NEW JERSEY**

AGE GROUP	MALE	FEMALE	TOTAL	PERCENT (%)
Under 5	5	5	10	1.9
5-9	8	12	20	3.8
10-14	11	12	23	4.3
15-19	33	5	38	7.2
20-24	5	5	10	1.9
25-34	14	12	26	4.8
35-44	10	11	21	3.9
45-54	25	26	51	9.6
55-59	7	8	15	2.8
60-64	4	10	14	2.6
65-74	16	26	42	7.9
75+	58	203	261	49.2
Total	196	335	531	99.9*
Median Age	49.7	82.5	73.8	

*U.S. Census Bureau Percentage Sums to 99.9%

Source: U.S. Census Bureau, 2010; Summary File 1

Household Size

The Borough's average household size is 2.92 persons per household according to the 2010 census. The household size has experienced a steady increase from 1990 to 2000 in household size which might have been attributed to an influx of younger families moving into the Borough. The household size has experienced a slight decrease from 2000 to 2010 in household size. Rockleigh's average household size is summarized in the table below.

AVERAGE HOUSEHOLD SIZE BOROUGH OF ROCKLEIGH, NEW JERSEY

YEAR	TOTAL POPULATION	NUMBER OF HOUSEHOLDS	OF HOUSEHOLD SIZE
1990	270	62	2.66
2000	391	74	3.04
2010	531	75	2.92

Source: U.S. Census Bureau, 1999, 2000 & 2010; Summary File 1

Employment Characteristics and Occupation of the Community's Residents

These tables summarize employment status of persons at the age of sixteen and over by gender. Approximately 47.7 percent of the residents in Rockleigh are participating in the civilian labor force of which 8.4 percent are unemployed.

YEAR 2000 EMPLOYMENT STATUS OF PERSONS 16 AND OVER BY GENDER BOROUGH OF ROCKLEIGH, NEW JERSEY

EMPLOYMENT STATUS	MALE	FEMALE	TOTAL
Armed Forces	-	-	-
Civilian Labor Force	72	42	114
Employed	72	42	114
Unemployed	-	-	0
(Unemployment Rate: %)	-	-	-
Not in Labor Force	94	118	212
Total	166	160	326
(Participation Rate: %)	43.4	26.3	35.0

Note: 1. (-) denotes zero or rounds to zero

2. (*) denotes information not provided

Source: U.S. Census Bureau; 2000; Summary File 3

**YEAR 2010 EMPLOYMENT STATUS
OF PERSONS 16 AND OVER BY GENDER
BOROUGH OF ROCKLEIGH, NEW JERSEY**

EMPLOYMENT STATUS	MALE	FEMALE	TOTAL
Armed Forces	*	*	*
Civilian Labor Force	83	58	141
Employed	83	53	136
Unemployed	-	8	8
(Unemployment Rate: %)	-	-	-
Not in Labor Force	4	33	37
Total	87	94	181
(Participation Rate: %)	95.4	61.7	75.1

- Note: 1. (-) denotes zero or rounds to zero
 2. (*) denotes information not provided
 3. The Census Data contains a margin of error.

Source: U.S. Census Bureau, 2006-2010 American Community Survey

The tables outline resident employment by occupation for employed persons at the age of sixteen and over. In 2000, the majority of resident employment is classified as management, professional, and related occupations. The trend of majority resident employment in the management, professional, and related occupations industry has remained consistent from 2000 throughout 2010.

2. HOUSING ELEMENT AND FAIR SHARE PLAN

Since the Planning Board adopted and the Borough endorsed a new Housing Element and Fair Share Plan in 2008, there have been a number of significant events:

- (1) On November 13, 2009, the Borough was granted Substantive Certification with respect to the COAH Second Round
- (2) On March 10, 2015, the Supreme Court held that the Court would dissolve exhaustion-of-administrative remedies requirement of the Fair Housing Act of 1985 (FHA), as relief for failure of COAH to adopt the third-round substantive rules for calculation of affordable housing needs and criteria for satisfaction of needs.

As a result of the events described above, the framework for the Housing Element and Fair Share Plan has changed. The March 10, 2015 Supreme Court decision found that municipalities that received substantial certification under the Third Round Rules would be required to evaluate its Plan since its approval was based upon rules that have been partially invalidated. If a Plan placed reliance on the growth share formula, presumptive incentives, or rental bonus credits that were contained within the Third Round Rules but were rejected by the Supreme Court, the plan would need to be addressed.

On September 15, 2015, Honorable Menelaos W. Toskos, J.S.C. directed the Borough's Special Master, Shirley M. Bishop, P.P., LLC to review the housing element and fair share plan of the Borough of Rockleigh and identify any concerns the Special Master may have, and provide the Borough an opportunity to address the said concerns. Thereafter as directed in the

November 12, 2015 Case Management Order, the Borough submitted a Summary of Plan prior to the December 10, 2015 deadline.

The Special Master reviewed the submitted Summary Plan as well as the documents granting substantive certification by the COAH to the Borough on November 12, 2009. In addition, the previously prepared May 18, 2015 Housing Element and Fair Share Plan was reviewed. The Borough has revisited its approach to compliance accordingly and developed the Year 2016 Fair Share Plan which was approved by the Court in a Final Summary Judgement of Compliance and Repose dated December 20, 2016 and which stipulated the following:

Present Need

The Fair Share Housing Center provided the Borough of Rockleigh with a zero Present Need Obligation.

Prior Round Obligation

The second round obligation (1987-1999) consisted of eighty-four units according to the Fair Share Housing Center. The Borough requested and received a reduction in the Fair Share obligation pursuant to N.J.A.C. 5:93-2.16. The calculated need of twelve new construction units was based on 20 percent of the Borough's housing stock in 1999. The recalculated second round obligation remains at a need of twelve affordable housing units when the 20 percent cap rule is applied.

Given the fact that circumstances had not changed, the Borough formally requested that COAH apply the 20 percent cap rule on the recalculated obligation. The second round certified plan provided a total of sixteen new construction credits including an RCA with Jersey City and an alternate living arrangement facility built by Spectrum for Living, Inc. and three rental bonus credit. Spectrum for Living Group Homes Inc. provided verification of the construction of the sixteen bedroom home. As a result, there was a twelve unit surplus to be credited towards the Third Round Obligation.

Third Round Obligation

The Fair Share Housing Center provided the Borough of Rockleigh with a thirteen unit Prospective Need Obligation. With a thirteen-unit Prospective Need Obligation, the Borough has a three unit rental obligation, a three unit age-restricted cap and would receive up to three bonus rental credits.

The Borough intended to address this obligation with five surplus group home bedrooms at the Spectrum for Living, three rental bonus credits, and five accessory apartment units for family housing. A surplus of seven units remains. These units would be carried to satisfy any future Fourth Round Obligation.

All ten group home bedrooms including the five bedrooms utilized to satisfy this obligation qualify as very low income units. This satisfied the thirteen percent requirement for very low income units. Therefore, four of the accessory apartments will be moderate income units while one unit will be a very low income unit.

The planning funding source would be funds received from development through the development fee ordinance. If there was a funding shortfall from the development fee ordinance, the Borough of Rockleigh would utilize bonded funds.

Consideration of Sites Proposed for Inclusionary Development

There are no sites proposed for inclusionary development.

STATUTORY PROVISIONS REGARDING THE LOCAL REDEVELOPMENT AND HOUSING LAW

A reexamination report is required to consider whether any areas of the municipality are suitable for incorporation as redevelopment areas under the Local Redevelopment and Housing Law (LRHL). There have been no areas designated as an “Area in Need of Redevelopment” since the adoption of the 2009 Master Plan Re-examination Report.

SPECIFIC CHANGES RECOMMENDED FOR THE MASTER PLAN OR DEVELOPMENT REGULATIONS

As per our review and evaluation, it is our opinion that there are no significant or substantial changes in the assumptions, policies, and objectives forming the basis of the 2009 Master Plan Reexamination Report for the Borough of Rockleigh, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives. It is our recommendation that the Master Plan be left unchanged at this time and that this 2019 Master Plan Reexamination Report be adopted by the Planning Board. No significant changes are recommended for the Master Plan and its underlying objectives, policies and standards at this time which is typical for a community such as the Borough of Rockleigh that is fully developed with an established development pattern.

However, we recommend that the Borough consider modifications to development regulations where warranted as new issues arise that are not addressed by the existing development regulations. While there has been progress made in the effort to revitalize existing light industrial properties within the Borough, there could still be a need to further this effort. As noted in the 2009 reexamination report, changes in zoning with respect to permitted uses within the light industrial areas should be evaluated to encourage redevelopment and adaptive reuse of underutilized areas.

CONCLUSIONS

This document represents the required reexamination of the Borough of Rockleigh’s Master Plan. As a result of preparing the reexamination report, we concluded that the Master Plan does not require updating and revisions.