



ELMWOOD PARK MASTER PLAN REEXAMINATION

BOROUGH OF ELMWOOD PARK, NEW JERSEY



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My Fellow Elmwood Park Residents:

It is with great pride we present the Borough's Master Plan Reexamination Report. This plan comes as the result of a proactive and community-centric planning process developed in partnership with the planning firm, Topology. As Mayor, I've been encouraged by the amount of feedback we received to inform this plan. Such guidance will prove invaluable in future efforts to improve our open spaces, foster thriving commercial districts, and provide quality housing for residents.

The Master Plan process complements many key initiatives already being undertaken by our community including downtown revitalization along Market Street and work to enhance our waterfront as a premier recreational asset. I'm confident that these efforts will support and encourage continued investment into our community for years to come that improves quality of life and stabilizes tax rates.

It bears mentioning that this Reexamination was developed in the midst of the unprecedented COVID-19 pandemic. Many of the virus' ramifications for planning remain unknown, particularly as it relates to the future of retail, commuting patterns, and working from home. While the Reexamination accounts for these factors where possible, the pandemic or other circumstances may require the Borough to revisit this document as those impacts become more clear.

Regardless of the challenges to come, we're confident that this Reexamination puts the Borough on strong footing to clear these hurdles and spring boldly into the future. With this Reexamination, our Borough takes charge of its destiny by creating a roadmap for right-sized development that incorporates the values of our community with well-informed analysis and data. We look forward to working together as a community to pursue its recommendations in the years to come in our collective pursuit of a better Elmwood Park.

Sincerely,
Mayor Robert Colletti





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1 INTRODUCTION

a. Purpose

This document (the “Reexamination”) constitutes a Master Plan Reexamination in accordance with Section 40:55D-89 of the Municipal Land Use Law (“MLUL”). Reexaminations are an opportunity for municipalities to both review recommendations included in previous planning documents in light of changing circumstances, and to consider potential new modifications to their land use policies stemming from these changing circumstances.

This Reexamination is the latest in a series of planning efforts undertaken by the Borough of Elmwood Park. This comprehensive planning process began with the adoption of the Borough’s first comprehensive Master Plan in 1978. Since then, the Borough adopted two new master plans, in 1986 and 2010, with several reexamination reports conducted in the interim. These previous documents, as required by statute, inform this Reexamination.

b. Requirements of a Master Plan Reexamination

Reexaminations reports are used to keep a municipality’s planning processes relevant with considerations for evolving conditions or best practices.

Section 40:55D-89 of the MLUL prescribes the requirements for reexamination reports.

First, the Borough’s Planning Board must review the Master Plan and applicable development regulations every ten years. As there has been no reexamination of the 2010 Master Plan, this Reexamination fulfills this requirement.

Second, a reexamination report must address the following five elements:

- 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 subsequent to such date.
- c) The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations 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,” P.L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality. Each of these five elements are addressed in the content of this report.



Image 1: Elmwood Park Diner

c. Document Overview

This Reexamination Report is organized into five sections:

- **Methodology** explains the research, interviews, and community engagement that molded the Reexamination.
- **Community Snapshot** reviews the demographic, socioeconomic, and physical characteristics of the Borough, with particular focus on changes that have occurred since the adoption of the 2010 Master Plan. This section contributes to the satisfaction of the reexamination requirement in Section 40:55D-89 (b, c).
- **Land Use Recommendations** both addresses previous land use problems, objectives and recommendations from the 2010 Master Plan and prior planning documents, with attention given to their continued relevance, and includes associated policy recommendations as applicable; and incorporates new recommendations not previously considered. This section satisfies the reexamination requirements in Section 40:55D-89 (a, c, d), and contributes to the satisfaction of the reexamination requirement in Section 40:55D-89 (b).
- **Redevelopment Recommendations** includes recommendations for how the Borough can most effectively use the Local Housing and Redevelopment Law ("LHRL") to effectively accomplish its land use and planning objectives. This section satisfies the reexamination requirement in Section 40:55D-89 (e).

- **Planning and Policy Context** considers these recommendations in the context of Borough, County, and State policies and objectives, particularly those that have been modified since the 2010 Master Plan and their implications for future Borough planning efforts. This section contributes to the satisfaction of the reexamination requirement in Section 40:55D-89 (b, c).

d. Vision

While this Reexamination is broad in its scope, it, like any policy document, cannot fully anticipate the future. As particularly evidenced by the COVID-19 pandemic ongoing at the time of this Reexamination, unforeseen challenges and opportunities will inevitably arise.

Because future conditions can be unclear, a cohesive vision is required to guide land development, particularly for scenarios when the Borough is making policy decisions in the face of unpredicted circumstances. This Reexamination sets forth the following land use vision for the Borough to help guide these future decisions:

Elmwood Park should be an accessible community for all.

Elmwood Park should provide the highest possible quality of life for all residents.

Elmwood Park residents should enjoy vibrant shopping districts, a network of open spaces, employment opportunities, reasonable taxes, a multi-modal transportation network safe for all users, multicultural and family-friendly residential neighborhoods, and a diverse housing stock.

Land use decisions in Elmwood Park should build upon and respect the community's existing strengths as a foundation for the Borough's future successes.

Land use policy should focus on enhancing inherent strengths and capitalizing on opportunities within the framework of existing land use patterns.

This vision informs the recommendations included herein and should be consulted to guide future land use and related policy decisions undertaken by the Borough.

e. Cornerstone Ideals

The vision above describes an idealized version of life and land use within Elmwood Park. Realizing this vision requires concrete policies that can be implemented and acted upon by the Borough. This Reexamination, in both assessing previous documents and proposing forward thinking recommendations, sets forth these policies.

Six cornerstone ideals underpin the policies contemplated in this Reexamination. These ideals are not only receptive to previous policy recommendations, but also recognize existing conditions and shortcomings. These cornerstone ideals are:

1. **Commercial Districts:** Elmwood Park has clearly identified commercial districts that should be proactively strengthened and improved by the Borough. Despite the Borough's long-stated intentions to improve these corridors, in many cases they continue to inadequately serve residents' needs. The Borough should take steps to ensure that these commercial districts are walkable, vibrant, and receptive to investment.

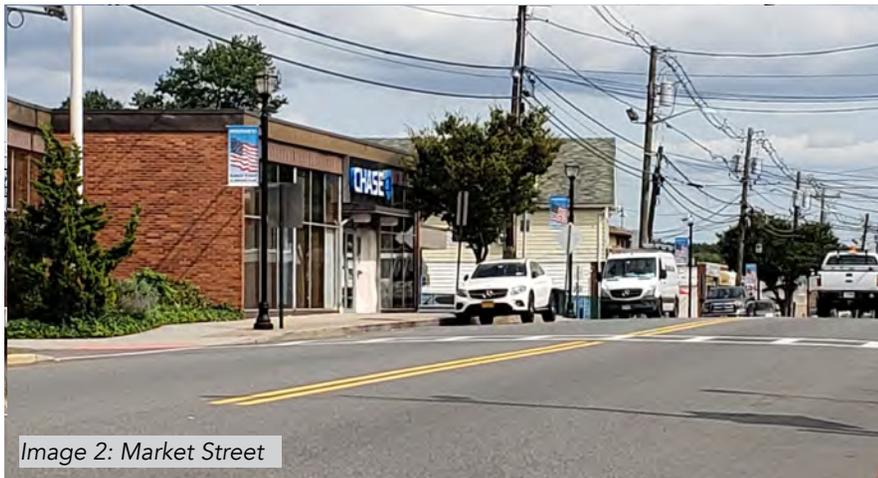


Image 2: Market Street



Image 3: Intersection of Mola Blvd. and Washington Ave.

2. **Residential Neighborhoods:** Elmwood Park's identity is defined by its residential neighborhoods. These neighborhoods provide its residents with their most basic need – a home. The Borough's policies should ensure that these areas are attractive and accessible to all.
3. **Open Space and the Environment:** Elmwood Park contains great natural assets, especially the Passaic River. Currently, access to the River is limited, a condition that prevents widespread enjoyment by residents. Land use decisions in the Borough should be oriented towards preserving and improving the quality and accessibility of the Passaic and other natural assets.



Image 4: Passaic River



Image 5: Market Street



Image 6: Industrial property along Slater

- 4. Mobility:** The Borough's ability to achieve its vision will be greatly affected by how people move around. Currently, the quality of infrastructure within the Borough for bicycle and pedestrian infrastructure varies, and there are several problem intersections for vehicular traffic. The Borough must be cognizant of how development decisions affect people's ability reach their chosen destinations and should pursue improvements that make travel easier and safer for all users, including pedestrians, drivers, and cyclists.
- 5. Industrial Areas:** Industrial areas are a part of the Borough's history and will continue to be a part of its future. Many existing industrial areas, however, are dated and in need of upgrading, and the community's most visible industrial site, the Marcal Paper Plant, experienced a devastating fire in 2019. In the future, industrial areas should be an economic engine for the Borough, and should be modern, resilient, and accessible.

- 6. Land Use Administration:** The ability of the Borough to achieve its vision is partially reliant on having a land use administration process that is easy to understand and apply. In many cases, existing land use regulations are antiquated and in need of updating. In order to attract new investment and continue to best serve its residents, Elmwood Park's land use ordinances need to be modernized to incorporate contemporary standards and best practices.

2 METHODOLOGY

This Reexamination was drafted using the input from a range of community stakeholders and research from a variety of sources. These efforts broadly fall into the following four categories:

a. Steering Committee:

The Planning Team met on several occasions with a Steering Committee, which consisted primarily of the Mayor Robert Colletti, Councilman Daniel Golabek, Planning Board Chair Jeffrey Freitag, Zoning Board Secretary James Golembiski, and Borough Business Administrator Michael Foligno. The Committee provided input on key land use policy questions, vetted alternatives for land use recommendations, and offered critical feedback on fundamental plan elements relating to the vision and cornerstone ideals.

b. Public Engagement:

Public engagement for this Reexamination was affected by restrictions associated with the COVID-19 pandemic. The primary source of engagement was an online survey distributed to Borough residents. The survey garnered 267 responses. A summary of survey responses is included as Appendix A. In addition to this survey, a public meeting to review a draft of this report was conducted at the Planning Board's work session on October 7, 2020.

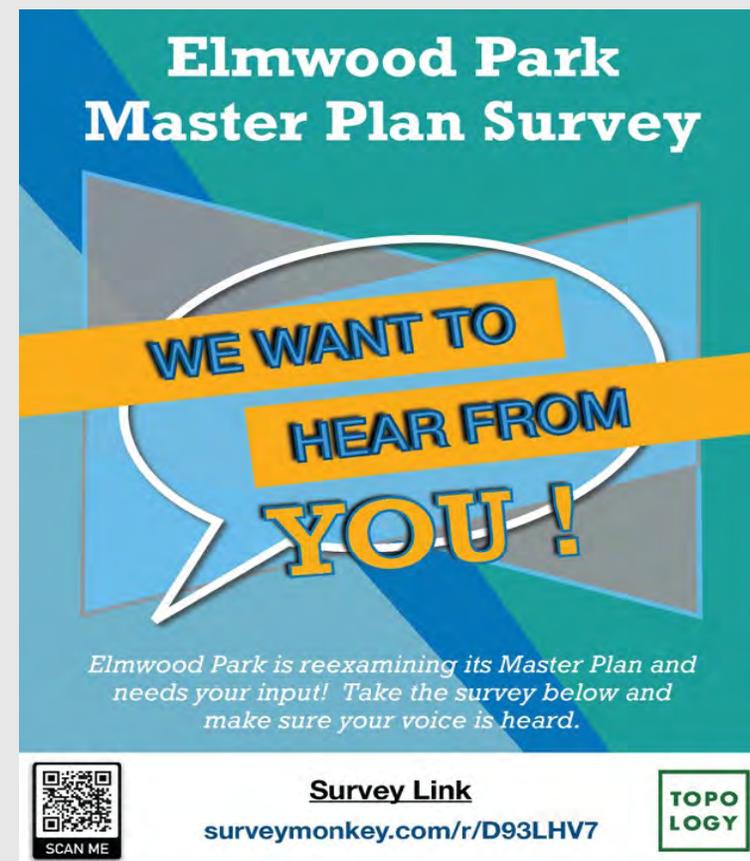


Image 7: Master Plan Survey flyer

c. Review of Existing Conditions and Prior Planning Documents:

As part of an exhaustive review of past and present conditions, policies, practices, and objectives, the Planning Team compiled community data and reviewed a wide range of planning documents. Data sources include the US Census, the American Community Survey, LEHD OnTheMap, the NJDCA Construction Reporter, and the Elmwood Park Board of Education. Documents reviewed include previous Borough Master Plans and Reexamination Reports, the Borough Zoning Ordinance, and prior land use applications. The Planning Team supplemented this data with several site visits throughout the drafting process to analyze development patterns and better understand existing conditions.

d. Interviews with Borough Officials and Staff:

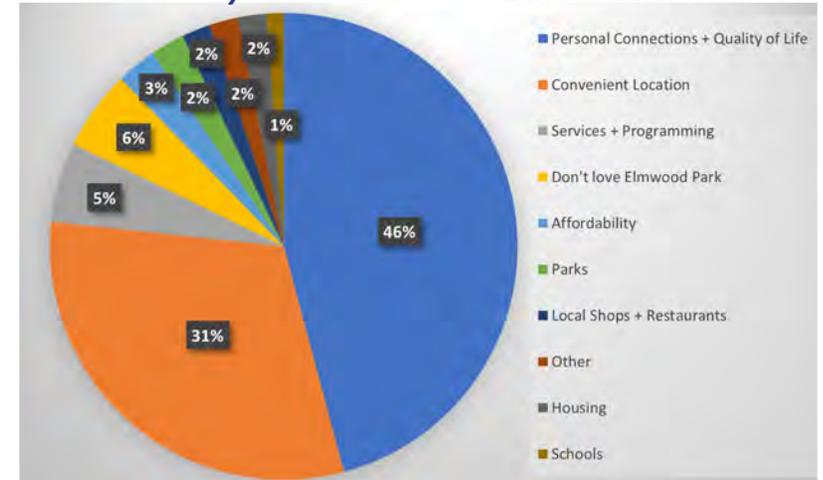
As representatives of the Borough and those most closely involved with Borough planning processes, input from Borough officials was crucial to the creation of an effective Reexamination Report. Meetings were conducted with Borough officials and consultants throughout the drafting process to hear their insights, feedback, and suggestions.



Image 8: Market Street

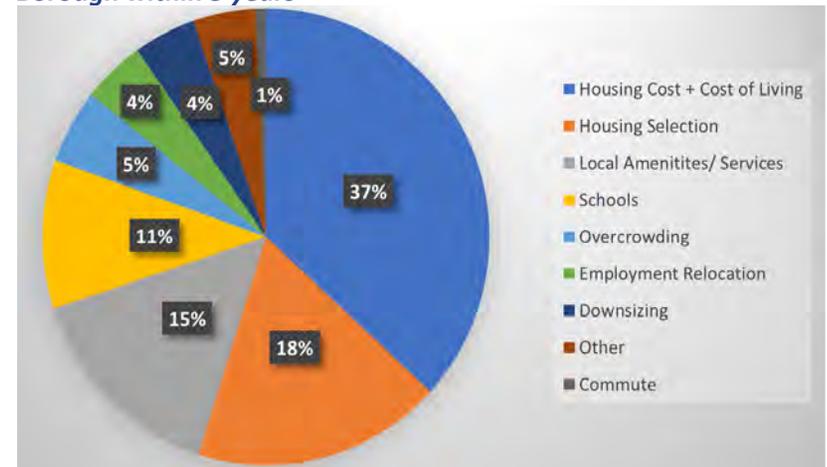
Master Plan Survey Highlights

What do you love most about Elmwood Park?



Residents highly value their personal ties to the Borough and its convenient location.

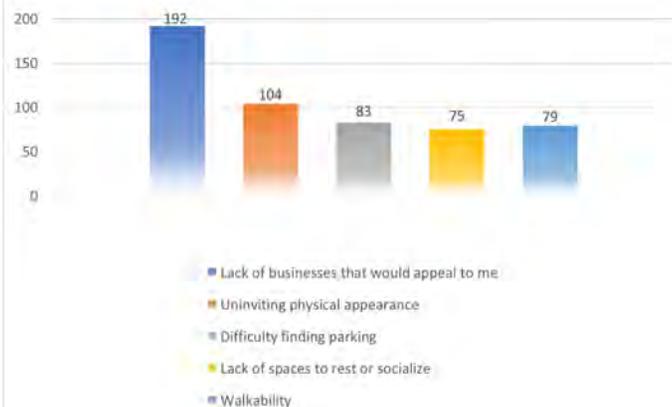
Primary reasons provided by residents intending to leave the Borough within 5 years



Among the approximately 35% of respondents that indicated that they planned to leave the Borough, issues associated with the cost of living were the most common.

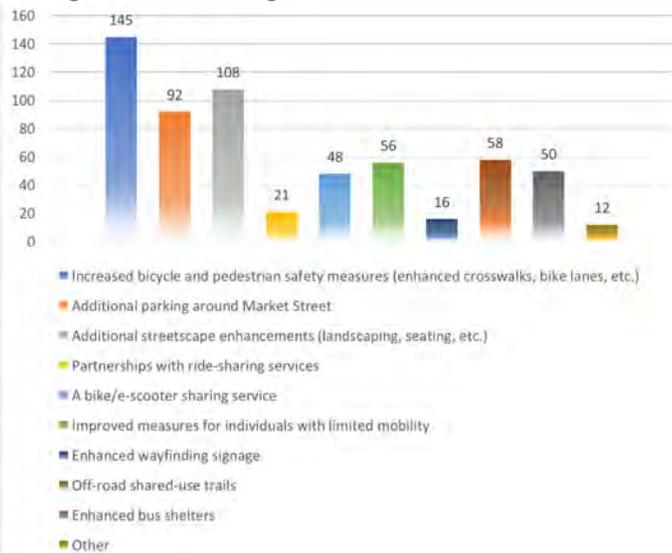
Master Plan Survey Highlights

What keeps you from patronizing the shops and services in Elmwood Park more frequently?



Respondents indicated that a lack of appealing businesses was the biggest reason for not patronizing the Borough's commercial district more frequently by a nearly 2:1 margin.

Which of the following would most help improve Mobility throughout the Borough?



Open space preferences (top rated response)



An improved pedestrian realm emerged as a high priority for survey respondents who expressed their desire for greater safety and for streetscape enhancements such as the outdoor seating area pictured above.

How significant are the following issues for Elmwood Park?

Issue	Weighted Average
Parking in the Market Street commercial area	3.44
Affordability of housing	3.54
Excessive development intensity on residential lots	3.91
Traffic congestion	3.66
Bicycle and pedestrian safety	4.33
Maintenance of parks and open spaces	4.55
Preservation of historic homes and districts	3.74
Lack of a passenger train station	3.13
Redevelopment of underutilized parts of the Borough	4.13
Availability of shopping and professional services	4.20
Quality of recreational/social programming	4.32
Protection of environmentally sensitive areas	4.12
Universal accessibility for people of all levels of physical ability	4.18

The maintenance of parks and opens spaces emerged as the most significant issue of concern facing the Borough. Bicycle and pedestrian safety, the availability of shopping and professional services, and the quality of recreational and social programming also rated as areas of significant concern among residents.”



Image 9: Gilbert Avenue School



Image 10: Artesian Fields County Park

3 COMMUNITY SNAPSHOT

Elmwood Park is a suburban community which has retained many small-town characteristics despite its location within the densely populated northern New Jersey region. Located in Bergen County, the Borough is bounded by Fair Lawn, Saddle Brook, Garfield and Paterson. It is a community defined by large residential neighborhoods of modestly sized homes, interspersed with industrial uses, office parks and retail centers.

Elmwood Park residents enjoy the blend of natural amenities, suburban conveniences, and urban proximity that define many communities in northern New Jersey. The Borough has a range of parks and views of the Passaic River, the waterway that defines the municipality's western border. Major highways such as Interstate 80 and the Garden State Parkway pass through the Borough and offer residents easy access to New York City and other economic centers. Two nearby NJ Transit stations which operate along the Bergen County rail line provide access to regional destinations, and bus service is available in locations throughout the Borough. With these existing assets, Elmwood Park is well positioned for growth in the changing landscape of the 21st century.

Despite its assets, the Borough faces numerous challenges. Commercial corridors are underinvested and have significant vacancies. The Passaic, while a significant natural asset, is isolated and underutilized. Development in industrial areas is increasingly dated and diminishing in utility. Assessed values, particularly for commercial and industrial properties, have lagged behind the broader County, negatively affecting the Borough’s tax base, and home values have fallen at a rate exceeding that of the County or State. These conditions, and others outlined in the analysis below, inform the recommendations included herein.

Population

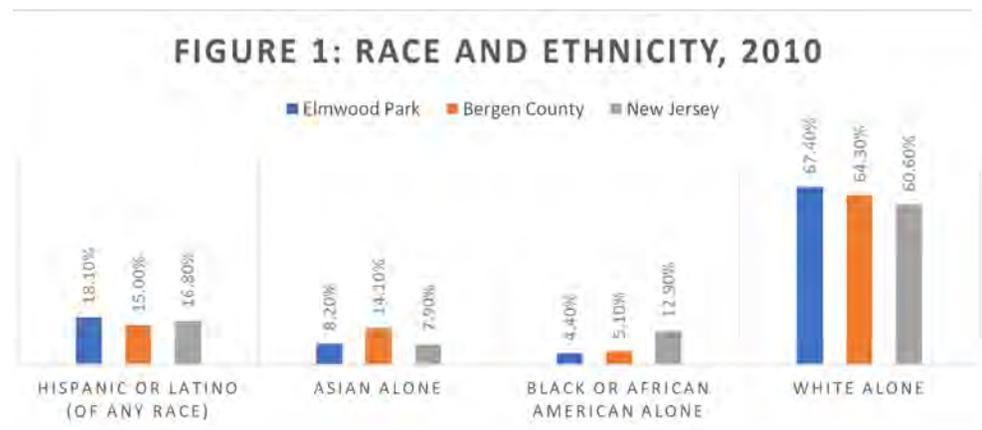
As of 2018, Elmwood Park is home to approximately 20,112 people within its 2.73 square miles. The Borough has grown roughly 4.6% from its 2010 population of 19,214.

Over that time, Elmwood Park has become more racially and ethnically diverse and is now more diverse than both Bergen County and New Jersey. Between 2010 and 2018, the Borough’s Latino and Black/African American populations grew significantly from 18.1% and 4.4% to 26.5% and 6.7%, respectively. This reflects and outpaces growth of the Latino communities in Bergen County and the State. For further details, see Figures 1 and 2.

The above demographic changes have made the Borough younger, with the median age decreasing from 40.7 years in 2010 to 38.5 years in 2018. This trend is contrary to those of the County (from 40.8 to 41.8 years) and the State (from 38.5 to 39.8 years). The younger population is as much a result of an increase in younger residents as it is the loss of older ones; all age groups over 55 years decreased as a share of the population and, with the exception of those between 65 and 74 years old, all groups decreased in absolute numbers.

In addition, almost half of Borough residents now speak a language other than English, increasing from 45.1% in 2010 to 49.5% in 2018. The most common non-English language is Spanish (21.3%), followed by other Indo-European languages (19.8%) and Asian and Pacific Island languages (5.7%).

Of these non-English speakers, significantly more of them spoke English very well in 2018 (64.4%) compared to 2010 (41.6%). These language trends coincide with increases in residents born in other states (from 13.7% to 16.1%) and outside of the U.S. (from 0.9% to 2.2%).



Source: American Community Survey 5-Year Estimates, Table DP05

Housing



Image 11: Residential properties along Birchwood Dr.

While Elmwood Park's population grew steadily over the last decade, the total number of housing units and households decreased by 190 and 189, respectively, over that time. Average household size in the Borough increased in this period, from 2.71 to 2.91 people per household. The homeowner vacancy rate increased from 0% to 2.4%, while the rental vacancy rate decreased from 9.8% to 4.8%. While owner-occupied housing remains the most common, it decreased from 61% to 56% of the Borough's occupied housing units, with rental-occupied units increasing from 39% to 44%.

Consistent with the trends from 2010, most households moved into their current unit within the last twenty years. Additional detail regarding the composition of housing in the Borough is reflected in Figure 3. While it is too early to draw conclusions, the ramifications of COVID-19 are likely to alter the Borough's housing market in coming years.

Figure 3: Housing Occupancy Characteristics

	2010		2018	
	Estimate	Percent	Estimate	Percent
Total Housing Units	7471		7281	
Total Households	7079		6890	
Average Household Size	2.71		2.91	
Vacant Housing Units	392	5.2	391	5.4
Homeowner Vacancy Rate		0.0		2.4
Rental Vacancy Rate		9.8		4.8
Owner-Occupied	4318	61.0	3858	56.0
Renter-Occupied	2761	39.0	3032	44.0
YEAR HOUSEHOLDER MOVED INTO UNIT				
Moved in 2017 or later			147	2.1
Moved in 2015 to 2016			883	12.8
Moved in 2010 to 2014			1,699	24.7
Moved in 2005 or later	1,719	24.3	2,135	31.0
Moved in 2000 to 2004	1,443	20.4		
Moved in 1990 to 1999	1,439	20.3	799	11.6
Moved in 1980 to 1989	679	9.6	1,227	17.8
Moved in 1970 to 1979	761	10.8		
Moved in 1969 or earlier	1,038	14.7		

Source: American Community Survey 5-Year Estimates, Table DP04

As presented in Figure 4, single-family-detached and 2-apartment housing remain the most common housing types in Elmwood Park. Over the last decade, there were increases in the single-family-attached and 3-to-9-apartment housing stock and a decrease in structures with 10 or more apartments. Approximately 205 new housing units were built since 2010, representing 2.8% of the Borough's housing stock. Most housing in the Borough still comes from before 1970.

Median home values in Elmwood Park decreased by \$48,600 or 12.1% from \$401,700 in 2010 to \$353,100 in 2018. This decrease is approximately twice that seen at across the County and State: the median home value decreased by \$23,100 or 4.8% in Bergen County (from \$482,300 to \$459,200) and \$29,100 or 8.2% across the State (from \$357,000 to \$327,900)

Figure 4: Physical Housing Characteristics

UNITS IN STRUCTURE	2010		2018	
	Estimate	Percent	Estimate	Percent
1, detached	3,409	45.6	3,327	45.7
1, attached	407	5.4	623	8.6
2 apartments	2,558	34.2	2,135	29.3
3 or 4 apartments	449	6.0	614	8.4
5 to 9 apartments	128	1.7	184	2.5
10 or more apartments	520	7.7	398	5.5
Mobile home or other type of housing	0	0.0	0	0.0
YEAR BUILT				
2014 or later			105	1.4
2010 to 2013			100	1.4
2000 to 2009	309	4.1	344	4.7
1990 to 1999	87	1.2	277	3.8
1980 to 1989	231	3.1	464	6.4
1970 to 1979	576	7.7	497	6.8
1960 to 1969	932	12.5	1,000	13.7

1950 to 1959	2,176	29.1	2,149	29.5
1940 to 1949	2,126	28.5	1,558	21.4
1939 or earlier	1,034	13.8	787	10.8
ROOMS				
1 room	28	0.4	87	1.3
2 or 3 rooms	481	6.8	333	4.8
4 or 5 rooms	2,704	38.2	3,013	43.7
6 or 7 rooms	2,931	41.4	2,601	37.8
8 or more rooms	934	13.2	856	12.4
BEDROOMS				
No bedroom	42	0.6	87	1.3
1 bedroom	552	7.8	620	9.0
2 or 3 bedrooms	5,097	72.0	5,132	74.5
4 or more bedrooms	1,387	19.6	1,051	15.3
VALUE				
Less than \$50,000	55	1.3	89	2.3
\$50,000 to \$99,999	17	0.4	28	0.7
\$100,000 to \$149,999	25	0.6	41	1.1
\$150,000 to \$199,999	79	1.8	63	1.6
\$200,000 to \$299,999	476	11.0	792	20.5
\$300,000 to \$499,999	2,903	67.2	2,485	64.4
\$500,000 to \$999,999	762	17.7	336	8.7
\$1,000,000 or more	0	0.0	24	0.6
Median (dollars)	401,700	(X)	353,100	(X)

Source: American Community Survey 5-Year Estimates, Table S2504



Image 12: Examples of housing types throughout the Borough

Education

The Elmwood Park School District educates the Borough’s children from Pre-K through 12th grade in five schools. The school district also offers Self-Contained Special Education (SCSE). Three primary schools – Gantner Avenue School, Gilbert Avenue School, and Sixteenth Avenue School channel students into the Memorial Middle School and Memorial High School. The Elmwood Park Board of Education projects continued growth of its student body into the 2022-2023 academic year (see Figure 5). School enrollment figures from the American Community Survey suggest that many Borough students are enrolled in private schools. For example, 1,157 Borough residents were enrolled in high school in 2018, more than the 741 students enrolled in the Memorial High School (See figure 6). Borough-wide, there were 4,827 residents enrolled in any school system in 2018, a decrease from 4,896 students in 2010.

Figure 5: Elmwood School District Enrollment

	2012-12	2017-18	2022-23
District	2,556	2,638	2,829
Gantner	341	330	361
Gilbert	383	431	455
Sixteenth	420	426	457
Middle School	545	590	591
High School	749	741	828
PK	25	40	43
SCSE	93	80	94

Source: Elmwood Park Board of Education

Figure 6: School Enrollment

	2010	2018
Total	4,896	4,827
Nursery school, preschool	349	270
Kindergarten	176	212
Grade 1 to grade 4	929	1,077
Grade 5 to grade 8	889	867
Grade 9 to grade 12	1,153	1,157
College, undergraduate years	1,215	1,008
Graduate or professional school	185	236

Source: American Community Survey 5-Year Estimates, Table S1401

High school, bachelor’s, and graduate/professional degree attainment in Elmwood Park have increased between 2010 and 2018 (by 3.7%, 18.2%, and 8.5%, respectively). High school attainment growth is consistent with that of the County (1.4%) and State (2.6%), Bachelor’s attainment growth exceeds County growth (8.5%) and is consistent with State growth (16.2%), and graduate/professional degree growth is consistent with the County (8.4%) but lags behind State levels(24.6%). Elmwood Park continues to have a smaller percentage of residents with undergraduate and graduate degrees than the County and the State.

Unlike the County and the State, a smaller proportion of women in Elmwood Park have a high school diploma compared to men. However, women in Elmwood Park are more likely than men to have a bachelor’s degree, while women are less likely to have a bachelor’s degree throughout the County and the State. For additional details, see figures 7 and 8.

Figure 7: Education Attainment, 2010

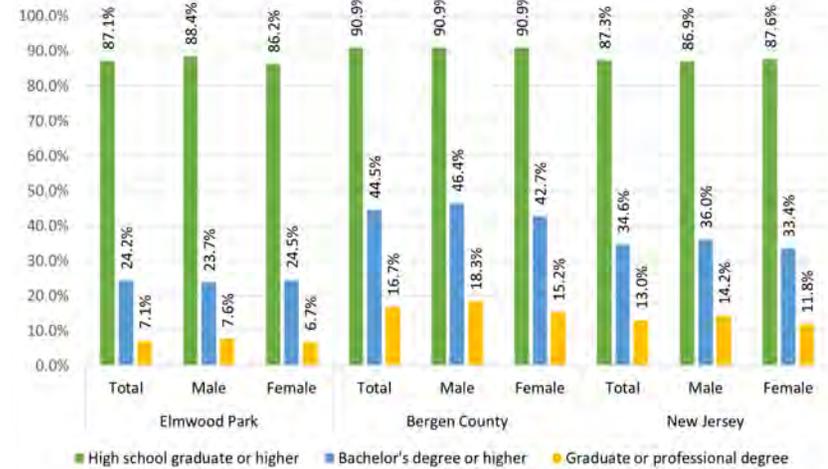
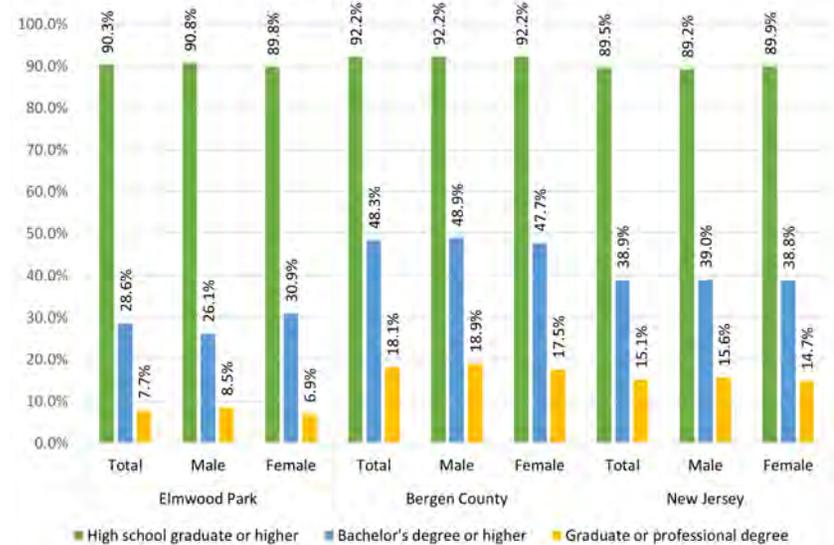


Figure 8: Education Attainment, 2018

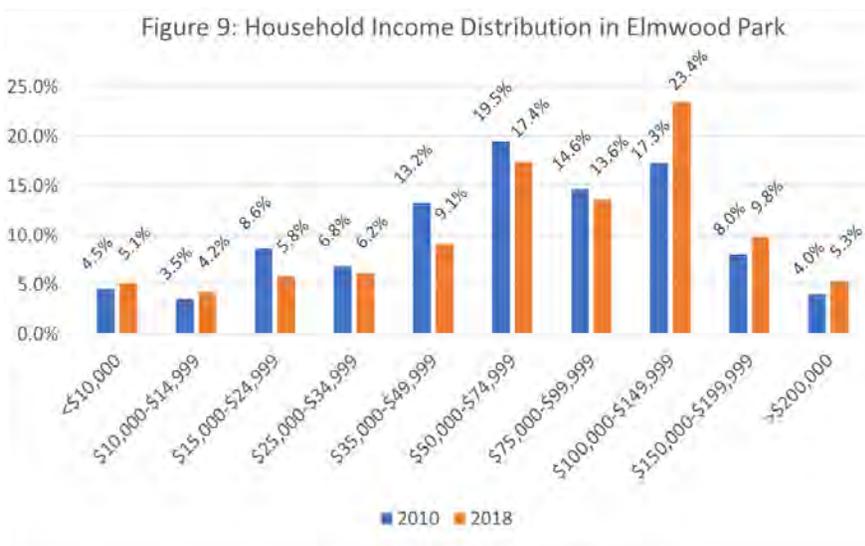


Source: American Community Survey 5-Year Estimates, Table S1501

Income and Employment

Consistent with national post-recession economic trends, Elmwood Park's unemployment rate fell from 5.8% in 2010 to 4.7% in 2018. Over this period, overall labor force participation increased slightly from 66.7% to 67.9% but varied significantly for each age group. It dropped by almost two-thirds among 16-19 year-olds (from 66.7% to 25.5%), increased among 20-24 year-olds (from 65.8% to 74.9%), increased for those 65-74 years old (from 33.1% to 35.1%), and increased eight-fold among those 75 years old and over (from 1.6% to 13.1%). In 2018, 51.2% of the Borough workforce was male, and 48.8% was female.

Between 2010 and 2018, the median household income in Elmwood Park increased 16.7% from \$66,719 to \$77,887, adjusted for inflation. This growth is consistent with Bergen County (17.3%) and exceeds that of the State (13.7%) over the same period. However, the Borough's median household income remains lower than those of the County and the State, which were \$95,837 and \$79,363, respectively, in 2018. Despite the Borough's median income growth, income inequality increased. The share of households making less than \$15,000 and more than \$100,000 increased, while the share of households earning between \$15,000 and \$100,000 decreased. For more information, see Figure 9.



Source: American Community Survey 5-Year Estimates, Table S1901

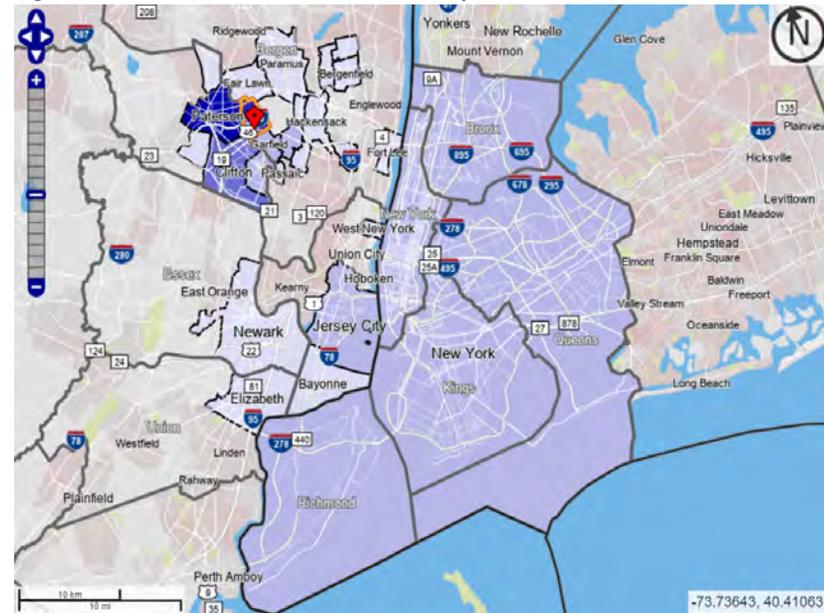
According to LEHD OntheMap, there were 9,870 jobs in Elmwood Park in 2017, an increase from 9,000 in 2010. The most common sectors for employment in Elmwood Park in 2017 were healthcare and social assistance (33.7%), manufacturing (15.1%), wholesale (8.4%), retail (6.7%), and educational services (6.0%). This distribution is similar to 2010 levels except for two sectors: healthcare and social assistance increased from 21.9% to 33.7% of total jobs, and administration and support, waste management, and remediation decreased from 11.1% to 1.9%. Notably, the percentage of jobs in the manufacturing sector significantly exceeds the State average. These workers predominately come from Elmwood Park itself and surrounding municipalities but also from Hudson County, New York City, and Newark, as portrayed in Figure 10.

The most common sectors Borough residents are employed in include healthcare and social assistance (17.3%); retail (12.6%); educational services (8.5%); professional, scientific, and technical services (7.3%); and manufacturing (6.9%). This distribution is similar to 2010 levels. Outside of Elmwood Park, Borough residents work in New York City, Paramus, Hackensack, and Paterson, other neighboring municipalities, Newark, and Hudson County. These employment patterns are reflected in Figure 11. In 2017, 10,572 workers lived in Elmwood Park, an increase from 10,123 in 2010.

The most common jobs in Elmwood Park and held by its residents are among the most common in New Jersey, but at a different distribution than at the State level. The most common employment sectors in 2017 in New Jersey were healthcare and social assistance (15.0%); retail (11.6%); educational services (10.1%); professional, scientific, and technical services (7.8%); accommodation and food services (7.6%); and administration and support, waste management, and remediation (6.9%).

WHERE WORKERS IN ELMWOOD PARK LIVE	Percent	Jobs
All Places (Cities, CDPs, etc.)	100.00%	9,870
Paterson city, NJ	9.00%	887
Elmwood Park borough, NJ	6.60%	654
Clifton city, NJ	4.70%	466
Garfield city, NJ	2.90%	288
Passaic city, NJ	2.50%	249
New York city, NY	2.40%	238
Lodi borough, NJ	2.00%	195
Jersey City city, NJ	2.00%	194
Hackensack city, NJ	1.50%	148
Newark city, NJ	1.50%	148
Wallington borough, NJ	1.20%	116
Bergenfield borough, NJ	1.10%	106
Hawthorne borough, NJ	1.00%	97

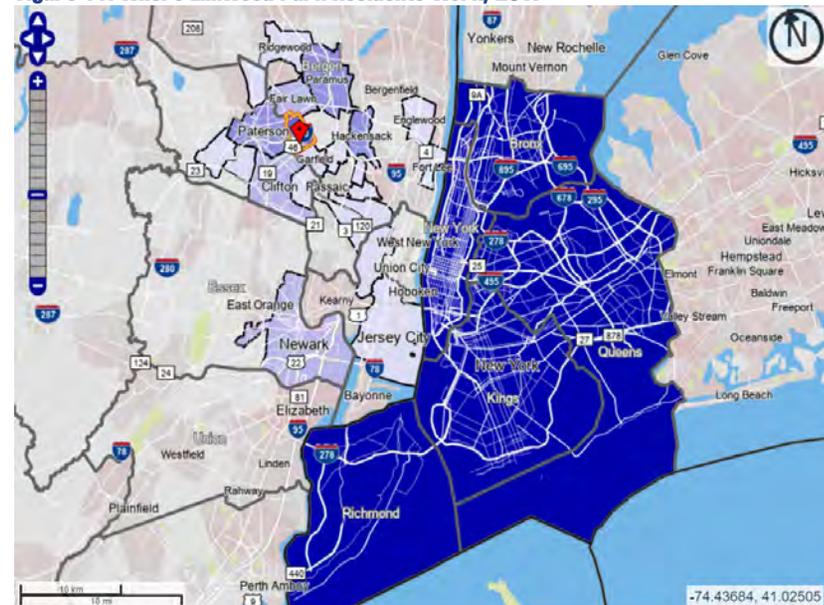
Figure 10: Where Elmwood Park Workers Live, 2017



Source: LEHD OnTheMap

WHERE RESIDENTS ARE EMPLOYED	Percent	Jobs
New York city, NY	11.40%	1,210
Elmwood Park borough, NJ	6.20%	654
Paramus borough, NJ	5.00%	525
Hackensack city, NJ	4.70%	499
Paterson city, NJ	4.10%	431
Fair Lawn borough, NJ	3.30%	348
Clifton city, NJ	2.90%	307
Newark city, NJ	2.20%	229
Garfield city, NJ	1.90%	196
Secaucus town, NJ	1.70%	182
Jersey City city, NJ	1.70%	181
Ridgewood village, NJ	1.30%	133
Passaic city, NJ	1.10%	120
Englewood city, NJ	1.00%	103
Totowa borough, NJ	1.00%	103

Figure 11: Where Elmwood Park Residents Work, 2017



Source: LEHD OnTheMap

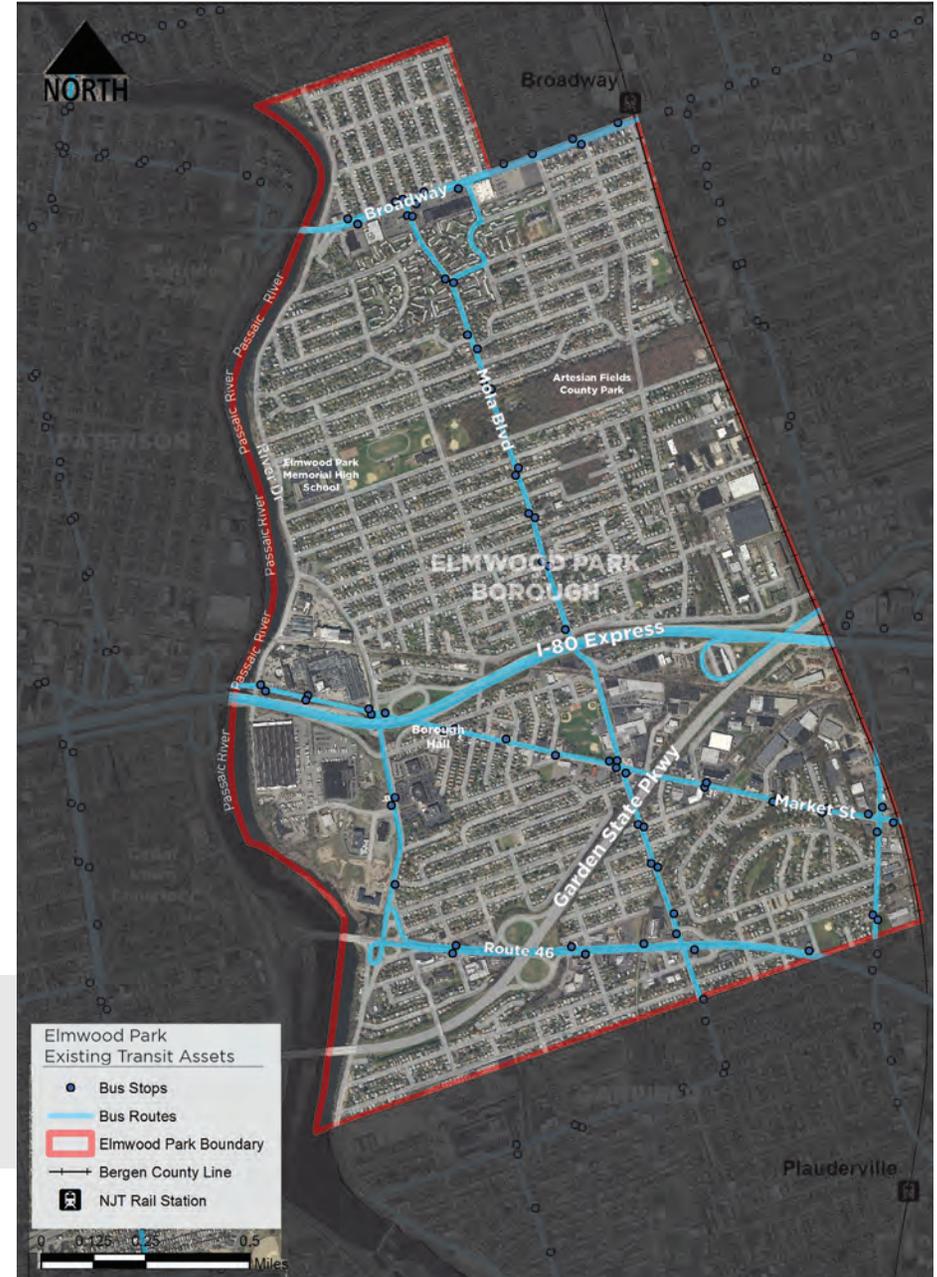
Transportation



Image 13: Broadway Fair Lawn Station

Most Borough residents commute alone by automobile. Driving alone to work increased from 80% of commutes in 2010 to 81.4% in 2018, with corresponding decreases in carpooling (from 7.9% to 7.6%) and public transportation use (from 6.9% to 6.7%). Women, as 48.8% of the workforce, are overrepresented among carpoolers (56.7%) but underrepresented among public transportation users (35.4%). White commuters are overrepresented among solo drivers, while Black, Asian, and Latino commuters are overrepresented on public transportation.

Elmwood Park is more dependent on personal vehicles to commute than the rest of the County and State. In Bergen County, driving alone to work decreased from 70.6% in 2010 to 68.7% in 2018, while carpooling decreased (from 7.7% to 7.3%) and public transportation use increased (from 13.1% to 15.2%). Across New Jersey, 71.6% of commuters in 2010 and 71.4% in 2018 drove alone to work. The State also saw increased rates of carpooling (9% in 2010 and 8% in 2018) and public transportation use (10.6% in 2010 and 11.5% in 2018).



Major roads that service Elmwood Park include Interstate 80, the Garden State Parkway, US Route 46, Broadway (NJ Route 4), Mola Boulevard, Market Street, and River Drive. NJ Transit provides bus service in Elmwood Park with lines 151, 160, 161, 702, 712, and 758. While there is no passenger train station in Elmwood Park, the Broadway Station is just northeast of the Borough with service along the Bergen County Line. According to Walk Score, a service used to evaluate communities based on how well they accommodate pedestrians and cyclists, as of July 2020 Elmwood Park had a Walk Score of 55, meaning that “some errands can be accomplished on foot,” and a Bike Score of 45, meaning it has “minimal bike infrastructure.”

Development

Based on data from the New Jersey Department of Community Affairs, the most notable construction in Elmwood Park between 2010 and 2018 was a multifamily housing development in 2013, which provided 108 housing units within 120,000 square feet. This development was a component of the Borough’s affordable housing obligation. There was consistent construction of 1-2 family residences over this period but little nonresidential construction. The only significant nonresidential development reported was 2,747 square feet of retail space in 2010 and 5,323 square feet of office space in 2013. Development trends in the Borough lag significantly behind County-wide development. On a per capita basis, there has been more development in the County across every construction category. See Figure 12 for further details.

Figure 12: Certificates of Occupancy

Commercial Uses	Square Feet										Borough Per Capita	County Per Capita
	2010	2011	2012	2013	2014	2015	2016	2017	2018	Total		
Office	0	0	0	5,323	0	0	0	0	48	5,371	0.267	2.854
Retail	2,474	0	0	0	0	0	0	0	0	2,474	0.123	1.978
Multifamily/ dormitories	0	0	0	120,000	0	0	0	0	0	120,000	5.967	21.950
Hotel/motel	0	0	0	0	0	0	0	0	0	0	0	0.572
Education	0	0	0	0	0	0	0	0	0	0	0	0.712
Industrial	0	0	0	0	0	0	0	0	0	0	0	0.222
Hazardous	0	0	0	0	0	0	0	0	0	0	0	0.000
Institutional	0	0	0	0	0	0	0	0	0	0	0	1.000
Storage	0	0	0	0	0	0	0	0	0	0	0	2.208
Signs, fences, utility & misc	414	0	0	0	0	0	0	0	0	414	0.021	0.941
RESIDENTIAL USE	Units										Borough Per Capita	County Per Capita
	2010	2011	2012	2013	2014	2015	2016	2017	2018			
Total	6	1	4	115	3	9	8	0	8	154	0.008	0.012
1-2 family	6	1	4	7	3	9	8	0	8	46	0.002	0.005
Multifamily	0	0	0	108	0	0	0	0	0	108	0.005	0.007
Mixed Use	0	0	0	0	0	0	0	0	0	0	0	0.000

Source: NJDCA Construction Reporter

Land Valuation

Figure 13: Land Valuation by Property Class

	Elmwood Park		Bergen County		Percent Change (Borough/ County)
	2010	2020	2010	2020	
Total Assessment Value	\$2,214,135,443.00	\$2,231,893,689.00	\$172,811,904,675.00	\$185,956,539,121.00	N/A
Inflation Rate	1.64%	1.31%	1.64%	1.31%	N/A
Total Inflation-Adjusted Value	\$2,177,823,621.73	\$2,202,655,881.67	\$169,977,789,438.33	\$183,520,508,458.52	1.14%/7.79%
1 Vacant Land	\$20,510,400.00	\$13,666,600.00	\$2,047,582,572.00	\$2,015,577,400.00	-33.7%/-1.56%
2 Residential	\$1,574,061,200.00	\$1,620,518,200.00	\$119,662,091,253.00	\$121,405,011,029.00	2.95%/1.46%
4A Commercial	\$288,186,500.00	\$247,144,200.00	\$21,519,196,410.00	\$23,721,351,688.00	-14.24%/10.23%
4B Industrial	\$119,348,700.00	\$117,300,000.00	\$6,593,839,788.00	\$8,275,860,100.00	-1.72%/25.51%
4C Apartment	\$63,267,700.00	\$80,915,300.00	\$5,956,860,648.00	\$7,536,774,950.00	27.89%/26.52%
15C Public Property	\$56,963,500.00	\$59,176,700.00	\$6,672,085,900.00	\$12,438,034,400.00	3.89%/86.42%
15F Other Exempt	\$15,583,000.00	\$14,962,900.00	\$4,136,266,720.00	\$4,161,378,850.00	-3.98%/0.61%
All Other Classes	\$60,183,100.00	\$78,209,789.00	\$6,232,547,284.00	\$7,060,548,704.00	29.95%/13.29%

Source: Bergen County Tax Records

Adjusted for inflation, land valuation throughout Bergen County has grown nearly seven-fold over the last decade compared to Elmwood Park. A significant portion of this discrepancy can be attributed to a dramatic increase in the assessed value of public property in the County. The balance of the discrepancy, however, is led by opposing trends for commercial and industrial properties. While valuation of commercial and industrial properties grew considerably throughout the County (10.23% and 25.51%, respectively), those sectors shrunk in Elmwood Park by 14.24% and 1.72% respectively. Cumulative assessed values of residential properties increased by 2.95% over this period, relative to 1.46% in Bergen County.

LAND USE RECOMMENDATIONS



Image 14: St. Leo's Church

As noted previously, the Municipal Land Use Law requires that periodic reexaminations of the Master Plan state:

1. the 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; and
3. the specific changes recommended for the master plan or development regulations, if any

Section a. reviews major problems, objectives, and recommendations detailed in the 2010 Master Plan and previous planning documents (including the last reexamination report). Problems, objectives, and recommendations are stated, and then reaffirmed or rejected. If items are rejected, the extent to which they have been reduced or increased to date is stated. Policy recommendations are then detailed for the affirmed recommendations.

Notably, many of the problems identified in the 2010 Master Plan, including some which date back as far as the Borough's 1986 Master Plan, remain unaddressed. The enduring nature of many planning issues suggest a need for the Borough to be proactive in targeting and addressing issues.

Section b. includes specific recommendations for modification of development regulations not addressed in previous Master Plans.

a. Problems, Objectives, and Policies Including in Previous Planning Documents

Problems Identified in 2010 Master Plan from the 1986 Master Plan

1. The need to maximize redevelopment opportunities . The 1986 plan noted that there was excess property that had been acquired by the New Jersey Department of Transportation for Route 21, but not utilized for that roadway. Related to this, the plan noted that river frontage should be developed and redeveloped in an attractive manner for private landowners and for the public.
2. The increasing traffic due to the several major roadways that traverse the Borough was identified as a major problem causing local congestion, particularly at the interchange for Interstate 80 at River Drive.
3. The lack of affordable and senior housing was identified as a concern due to the fact that the demographic trends showed that the population of the Borough was declining and aging.
4. A large amount of space is dedicated to highway circulation networks. These systems segregate neighborhoods and reduce the amount of developable land.
5. Bicycle and jogging lanes and paths should be created for recreational purposes as well as for energy conservation.

6. Site planning should be done in a manner that enhances energy conservation.

Status: Each of these problems are reaffirmed and remain relevant to planning in the Borough. Item 3 has been partially addressed at the time of this report via zoning for affordable and senior housing.

Problems Identified in 2010 Master Plan from 1998 Reexamination

1. The Borough's two primary shopping areas, located along Market Street and Broadway, could benefit from central business district plans addressing the streetscape and storefronts in order to improve the appearance and increase business.

Status: This problem is reaffirmed as relevant to planning in the Borough as of the time of this report. Recommendations associated with improving the appearance of Market Street and Broadway are detailed throughout the remainder of the Reexamination.



Image 15: Market Street

General Objectives from 2010 Master Plan

1. To encourage Borough actions to guide the appropriate use or development of all lands in Elmwood Park, in a manner which will promote the public health, safety, morals and general welfare;
2. To secure safety from fire, flood, panic and other natural and man-made disasters;
3. To provide adequate light, air and open space;
4. To ensure that the development within the Borough does not conflict with the development and general welfare of neighboring municipalities, Bergen County, and the State as a whole;
5. To promote the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions and preservation of the environment;
6. To encourage the appropriate and efficient expenditure of public funds by the coordination of public development with land use policies;
7. To provide sufficient space in appropriate locations for a variety of residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey Citizens;
8. To encourage the location and design of transportation routes which will promote the free flow of traffic while discouraging the location of such facilities and routes which would result in congestion, blight, or unsafe conditions;
9. To promote a desirable visual environment through creative development techniques and good civic design and arrangements;
10. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources, and to prevent suburban sprawl and degradation of the environment through improper use of land;
11. To encourage senior citizen housing;
12. To encourage coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and to the more efficient use of land;
13. To promote the maximum practicable recovery and recycling of recyclable materials from municipal solid waste through the use of planning practices designed to incorporate the State Recycling Plan goals and to compliment municipal recycling programs.

Status: These general objectives, which are derived from the principles outlined in the Municipal Land Use Law, are reaffirmed and remain relevant to planning in the Borough.

Goals and Policies from 2010 Master Plan



Image 16: Mola Blvd

1. **2010 Goal:** To maintain and enhance the existing areas of stability in the community; to encourage a land use pattern which establishes areas which have their own uniform development characteristics. A principal goal of this plan is to preserve and protect the residential character and existing density of the community and reinforce the Borough's established commercial and industrial areas.

Status: This goal is largely reaffirmed and is generally reflected in the Borough's existing zoning ordinance. The Borough remains committed to promoting the success of its commercial and industrial areas without negatively impacting the residential character of neighborhoods. Due to changing market conditions and a desire to improve commercial corridors, the Borough should allow residential development, particularly if it is included in mixed-use projects, to be interspersed in traditionally commercial corridors, including Market Street and Broadway.

Policy Recommendation: The Borough's zoning ordinance is organized to address this goal. It lays out a land use pattern that establishes distinct areas each with their own characteristic. The Borough will address this goal by enforcing its zoning ordinance, and making relevant modifications designed to address this, and other goals, as recommended throughout this section.

2. **2010 Goal:** To discourage the proliferation of conversions of single to two-family dwellings.

Status: This goal is reaffirmed. The Borough continues to seek to foster and protect single family dwellings within the community. In 2019, in furtherance of this goal, the Borough adopted a modification to its zoning ordinance increasing the minimum lot size and minimum lot width for two family and semi-detached dwellings. This recommendation should not be interpreted to prohibit the creation of Accessory Dwelling Units, conversion of attic or basement spaces to legal residential uses, or creation of two-family dwellings on lots where they can be practically accommodated.

Policy Recommendation: Through enforcing zoning standards, the Borough will continue to address this goal.

3. **2010 Goal:** To encourage and provide buffer zones to separate incompatible land uses.



Image 17: Multi-family housing along 14th Ave

Status: This goal is reaffirmed. In an effort to promote harmonious development, the Borough remains committed to promoting buffer areas sufficient to minimize negative externalities associated with incompatible land uses.

Policy Recommendation: Section 34-31.13 of the Borough's code, modified in 2015, recommends a 20' buffer between residential and commercial uses. While buffers of this nature should be implemented, a uniform 20' buffer may not be appropriate in all circumstances. In areas where geometry makes a 20' buffer not feasible, the Borough should consider using performance standards to ensure that buffers accomplish the objective of mitigating noise, sound, and other impacts.

4. **2010 Goal:** To permit the imposition of transitional uses within clearly defined areas which will serve to act as a buffer between two adjoining zone districts of distinctly different uses and intensities of use.

Status: The general objective of this policy, to provide a mechanism of buffering between areas that house distinctly different uses in order to minimize conflicts between these uses is reaffirmed.

Policy Recommendation: Where feasible, transitional uses should be permitted and pursued as a method of creating buffers. Because the Borough has been largely built out, however, these transitional use zones may not always be feasible. In cases where transitional uses are not feasible, buffers that mitigate the impacts of uses, as detailed above, can be similarly effective.



Image 18: Office uses located on River Drive

Office uses located on River Road between industrial uses to the west and residential uses to the east.

5. **2010 Goal:** To ensure that any prospective development is responsive to the Borough's environmental features and can be accommodated while preserving these physical characteristics.

Status: This goal is reaffirmed. The Borough remains committed to a balanced approach between accommodating development and being responsive to the environmental features.

Policy Recommendation: In order to balance the preservation of environmental features with new development, the Borough should consider conducting an Environmental Resource Inventory to comprehensively delineate its significant environmental features. Either in conjunction with, or independent of, the findings of the Environmental Resource Inventory, the Borough may address this goal by augmenting its existing zoning ordinance to address

permitted planting types, erosion maintenance, steep slope conditions, open space requirements for larger projects, and other contemporary best practices.

6. **2010 Goal:** To provide a variety of housing types, densities and a balanced housing supply, in appropriate locations, to serve the Borough and region.

Status: This goal is reaffirmed. Providing a diverse range of housing options has become increasingly relevant since the 2010 Master Plan. Since the 2010 Master Plan was approved, the Borough entered into a settlement agreement with the Fair Share Housing Center regarding provision of affordable housing. This settlement, while still being implemented, will help promote the creation of new mixed-income housing in the Borough.



Image 19: Varied housing typologies in the Borough

Policy Recommendation: This Reexamination recommends a broader interpretation of this goal than was included in the 2010 Master Plan. There are several policy modifications the Borough should explore to accomplish this goal and make the creation of a balanced housing supply more feasible. Collectively, these recommendations will reduce barriers to creating a diverse housing stock and create a greater variety of housing typologies than was envisioned in the 2010 Master Plan. First, the Borough should assess a potential modification of parking standards and their impacts on the potential development of new housing. Second, the Borough should assess the feasibility of accessory dwelling units, which may allow for minor increases in density without significantly impacting the character of residential neighborhoods. Third, the Borough should proactively implement the requirements of its Fair Share Housing Settlement Agreement. Fourth, the Borough should promote mixed-use development with a multi-family component along major corridors, and explore opportunities for the creation of additional multi-family housing provided it is sensitive to community impacts.

Accessory Dwelling Units

Even though a large portion of Elmwood Park is developed as single-family houses, the community is densely populated. The leafy and spacious character of the Borough is something to be preserved and balanced even as new opportunities for growth are sought. By creating overlay zones that allow Accessory Dwelling Units (ADUs), residential neighborhoods can accommodate growth without altering the existing pleasant character of the community. All new development under ADU overlays are intended to fill in spaces that are underutilized, but conveniently located. Such units are well-suited to seniors who no longer need the burden of a large home but still value independence or young people who are not able to purchase a home.

Diversity of quality housing options allows for a more dynamic, vibrant and resilient community. ADUs do not affect the look and feel of the neighborhood significantly. These new residences will add value to properties and provide a potential new source of income for homeowners, helping offset the cost of ownership, providing funding for property improvements, or increased disposable income. This expands the economic opportunities throughout a greater portion of the Borough where character can be preserved while accommodating growth.



7. **2010 Goal:** To promote the continued maintenance and rehabilitation of the Borough's housing stock.

Status: This goal is reaffirmed. The continued maintenance and rehabilitation of the Borough's existing housing stock remains central to the Borough's land use policies and the vision contained herein.

Policy Recommendation: The Borough should explore methods for incentivizing rehabilitation and maintenance of housing stock, including the creation of a short-term (five year) tax abatement program. A program of this nature should be tailored to owners making improvements to their one-to-three-family properties. The Borough should continue to enforce code requirements regarding property conditions, and pursue available funding sources at the County or State level to facilitate code enforcement or assist property owners in maintaining or rehabilitating their properties. Finally, the Borough should pursue modifications to its land use policies, as detailed herein, to make it easier for property owners to invest in and improve their residential properties.

8. **2010 Goal:** To preserve and enhance the Borough's commercial areas, located along Market Street, Broadway, and Route 46, by defining their functional role in the community.



Image 20: Route 46



Image 21: Broadway

Status: This goal is reaffirmed. The Borough believes strengthening its commercial areas to provide a high quality of services and shopping options for its residents is crucial to its long-term success. Changing retail dynamics since the passage of the 2010 Master Plan have exacerbated the need for successfully accomplishing this objective in order to ensure the long-term success of these key commercial areas. In furtherance of this goal, the Borough passed an ordinance amendment in June of 2015 creating a new Neighborhood Commercial (N-C) zone. This zone was intended to encourage private reinvestment, primarily along the Market Street corridor. The Borough took an additional step in late 2020 by adopting a Redevelopment Plan for the Market Street area.

Policy Recommendation: In order to preserve and enhance its commercial areas, the Borough should explore creating and/or amending Redevelopment Plans for key commercial areas including Market Street, Broadway, and Route 46. These Redevelopment Plans should help define the role of these respective corridors, include site and building design standards, promote multi-modal transportation, and encourage a mixture of uses, including residential projects and mixed-use projects with a residential component. The Borough should seek out funding from State, County, or other sources to implement streetscape or other public improvements, and facilitate façade improvements.



9. **2010 Goal:** Enhance the provision of parking serving the business areas.

Status: This goal is reaffirmed. The need for adequate parking remains a priority of the Borough and its stakeholders, particularly in commercial districts where a lack of parking is perceived to limit the viability of businesses. While the Borough desires the creation of a more walkable community, cars remain a central part of its transportation network. As a result, adequate parking is necessary to stimulate business areas.

The Borough has made some efforts to address this issue since the 2010 Master Plan. In 2012, an ordinance was adopted giving Borough Officials the authority to review parking demands for use changes within the C-L and C-G zones. Later, in 2015, the aforementioned zoning amendment to create a new Neighborhood Commercial (N-C) zone was partially pursued to create the dimensions needed to permit rear yard parking in the Market Street area. The Market Street Redevelopment Plan also includes provisions to allow for on and off-site shared parking arrangements. These provisions were included to allow redevelopers of property within the Redevelopment Plan Area to access potentially underutilized parking in nearby surface parking lots.

Policy Recommendation: While parking availability remains a commonly cited issue in the Borough, no report has ever been commissioned to assess the availability of parking in key areas and confirm that it is indeed deficient. In order to address this data deficiency, the Borough should pursue a parking demand analysis for key areas within the municipality. The findings of this analysis will be instrumental in crafting future parking policy.

In conjunction with this demand analysis, the Borough should conduct an analysis of current off-street parking requirements, particularly for commercial and multi-family uses, and assess the impacts existing standards have on potential development. The Borough should also evaluate the suitability of permitting on and off-site shared parking arrangements in mixed-use and commercial areas. Finally, the Borough should evaluate the feasibility of a parking structure to satisfy demand in these areas

10. **2010 Goal:** To promote the redevelopment and adaptive re-use of former industrial buildings and sites.



Image 22: Industrial uses on Wallace St

Status: This goal is reaffirmed. The Borough is home to a range of industrial buildings at varying stages of their lifespan. The Borough is committed to ensuring that buildings that house or previously housed industrial uses continue to support viable employment-generating activities. In pursuing re-use of these sites, the Borough should endeavor to ensure that re-use includes careful consideration of environmental impacts, pedestrian accessibility, aesthetic quality, and integration into surrounding neighborhoods

Policy Recommendation: The Borough should utilize available tools to encourage the redevelopment and re-use of industrial areas. Redevelopment and re-use of industrial areas should be done in a manner that supports the long-term viability of industrial and similar



employment and revenue generating uses in Elmwood Park. The Borough may consider pursuing Redevelopment Plans to facilitate the redevelopment of industrial areas in pursuit of this objective. Redevelopment Plans pursued to facilitate the re-use of industrial areas should incorporate sustainability measures, particularly related to stormwater management, architecture and site design standards, a mixture of uses, pedestrian and bicycle accessibility, modern infrastructure, and accessible public space. Redevelopment Plans may also permit shared spaces and other economic development tools to encourage business growth and entrepreneurial development.

Integrated Industrial Areas

Over the past 100 years, Euclidian zoning has been used to separate industrial areas from the general public. However, as industry has become cleaner, the need to isolate these uses has become less important. On the contrary, some industrial uses can be more attractive to potential tenants if they are well integrated into the surrounding community, are in proximity to a mixture of uses, and are accessible to pedestrians. To this end, most industrial uses can and should be part of the overall street network, include pedestrian access, and feature shared public spaces and green areas, provided the site is secured to protect the safety of the community and the interest of the operator, and care is taken to limit externalities that may otherwise affect surrounding communities. In some communities, like Indigo Block which is under construction in Boston, Massachusetts, the integration of industrial uses extends to the parcel level, with the integration of residential, commercial and light industrial uses on the same site.



Source: Lever Architecture



Image 23: Industrial use along Paul Kohner Place



Image 24: Westbound view along Market St.

11. **2010 Goal:** To promote, encourage and enhance retail character in the Market Street business district.

Status: This goal is reaffirmed. Since the adoption of the 2010 Master Plan, the continued growth of online shopping has severely damaged the retail market. This negative trend will likely be exacerbated from the fallout of the COVID-19 pandemic. In light of these market changes, proactive efforts on the part of the Borough to stimulate the Market Street business district are increasingly important. As previously noted, the Borough recently adopted a Redevelopment Plan for a portion of the Market Street business district. This Redevelopment Plan includes building and landscape design standards, and details about streetscapes and signage that are intended to promote, encourage, and enhance the retail character in the Market Street business district.

Policy Recommendation: The Borough should work proactively to implement the Market Street Redevelopment Plan. The Borough may consider expanding the Redevelopment Plan Area to include other portions of Market Street.

12. **2010 Goal:** To ensure that traffic and pedestrian circulation issues are affirmatively addressed on a local and regional scale.

Status: This goal is reaffirmed. Vehicular and pedestrian circulation remains a key concern for the Borough, particularly in light of continued development and population growth. The Borough has made efforts to improve circulation for pedestrians and automobiles since the passage of the last Master Plan, including making improvements to Mola Boulevard.

Policy Recommendation: The Borough should consider pursuing funding at the County, State, or federal level for design and/or construction of circulation improvements at key intersections. The Borough should also explore opportunities to require developers to provide funding for circulation improvements. Where possible, the Borough should work with adjacent municipalities to secure funding for regionally oriented solutions. Intersections that should be studied for potential improvements include, but are not limited to: Market Street and Mulberry Street; Molnar Drive and E 54th Street; entry and exit ramps to I-80; River Drive and Market Street; River Drive and River Road; and the Market Street Bridge.



The Borough should also continue its efforts to promote pedestrian safety. These efforts are particularly important on high-traffic commercial corridors, notably Broadway where there have been multiple pedestrian fatalities in recent years. The Borough should engage with Fair Lawn and the NJ DOT to pursue pedestrian improvements to Broadway. Pedestrian improvements should also be explored for improving connections between residential neighborhoods and commercial corridors, to ensure that walking is a viable and safe option. Where feasible, Complete Streets design strategies should be pursued.

Finally, infrastructure for bicycle and other non-motorized transportation should be considered in the context of this goal, and the Borough should pursue improvements to this infrastructure. Presently, bike infrastructure in Elmwood Park is limited, yet survey results revealed an unsatisfied demand for safe bicycle routes. In pursuing bicycle improvements, the Borough should emphasize opportunities to connect residential and commercial areas, safe bicycle routes in and around commercial areas, and opportunities to utilize existing or potential open spaces to develop its bike network. The Borough's efforts to implement bicycle infrastructure should be informed by the County's Central Bergen Bicycle and Pedestrian Plan, which called for improvements along several corridors including Mola Boulevard and River Drive.

Each of the mobility related improvements detailed above are items that are often addressed in the Circulation Element of a Master Plan. Presently, Elmwood Park's Master Plan does not include a Circulation Element. While no Circulation Element is recommended at this time, partially due to the uncertainty of mobility patterns during and after the COVID-19 pandemic, the Borough may elect to pursue a Circulation Element at a later date.

Retrofitting Suburbia (streetscape improvements)

Some major commercial corridors in Elmwood Park, including Broadway, function more as mechanisms for moving traffic than as community amenities that provide high-quality of commercial options and a safe and attractive visitor experience. Conditions of this type are found in communities like Elmwood Park across the country. They're often in communities that are reaching capacity or were originally only designed with car users in mind. Because many of these roads are under county, state or federal jurisdiction, communities have little control over the road conditions and their resulting negative impacts on the community-at-large.

Despite these limitations, some communities have successfully transformed these roads by integrating improved pedestrian infrastructure, landscaping, lighting, and similar interventions. Through this transformation, a safer, more attractive, and more vibrant area is possible.

BEFORE



AFTER



Shore Line, Washington (Source: ULI)

13. **2010 Goal:** To promote the use of mass transit for Borough residents and commuters.

Status: This goal is reaffirmed. In its efforts to create a more accessible community, Elmwood Park remains committed to increasing access to mass transit and ensuring that existing mass transit provides regular and reliable service.

Policy Recommendation: The 2010 Master Plan recommended the Borough pursue enhanced bus shelters and streetscape improvements along bus corridors. These recommendations remain relevant and should be pursued.

The Borough should also pursue other efforts to make transit more accessible to Borough residents and commuters. Generally, these improvements should take one of two forms—either expanding the range of transit options available to Borough residents, or making it easier for Borough residents to access existing transit options. Improvements may include: pursuing transit-oriented development around the Broadway NJ Transit station; pursuing shuttle or “jitney” service to nearby train stations; pursuing the creation of a new NJ Transit station within the Borough’s municipalities; pursuing “last-mile” service improvements such as expanded bike lanes to connect residents to transit; and identifying areas where additional bus service may be warranted and pursuing expanded service in these areas in conjunction with NJ Transit.



Image 25: Bus shelter and limited pedestrian amenities along Broadway



Image 26: Train platform at Broadway Station

14. **2010 Goal:** To adopt a stormwater management plan consistent with the regulations of the New Jersey Department of Environmental Protection and the New Jersey Municipal Land Use Law, in order to adequately address stormwater runoff impacts from development.

Status: This goal is reaffirmed. The Borough is committed to ensuring that stormwater management systems reflect best practices and modern regulations. To that end, the Borough adopted a Stormwater Pollution Prevention Plan and Stormwater Management Plan in 2016. The Borough is currently in the process of updating these documents to ensure compliance with applicable State standards.

Policy Recommendation: The Borough should monitor changes in polices and regulations passed by the State of New Jersey and act to ensure that local policies conform to all applicable guidance.

15. **2010 Goal:** To support the overall philosophy of the State Development and Redevelopment Plan (SDRP) as a means of providing growth management on a state-wide basis while retaining the principles of home-rule.

Status: The purpose of this goal, that planning in Elmwood Park should consider the context of broader regional and state planning initiatives while still retaining home rule, is affirmed. The SDRP identifies Elmwood

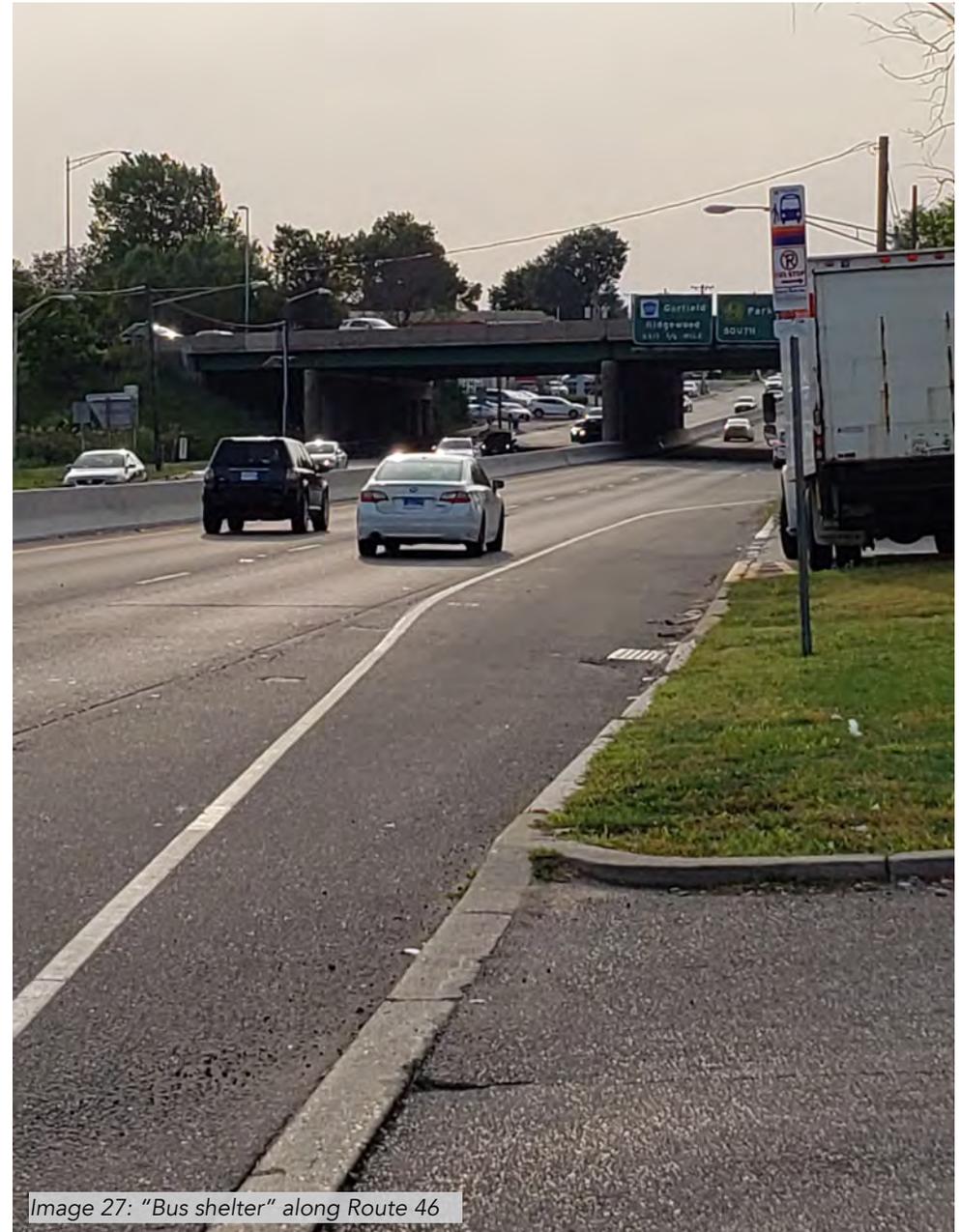


Image 27: "Bus shelter" along Route 46

Park as being located in the Metropolitan Planning Area (PA-1). The State's intention for PA-1 is to provide for much of the State's future redevelopment; revitalize cities and towns; promote growth in compact forms; stabilize older suburbs; redesign areas of sprawl; and protect the character of existing stable communities. The Borough's land use policies should be generally consistent with the stated aim of the SDRP for PA-1.

Since the adoption of the 2010 Master Plan, the New Jersey State Planning Commission released the State Strategic Plan ("SSP"). The SSP emphasizes an "approach that aligns clear goals with sound decision making and coordination among government entities [and] will better position New Jersey for growth opportunities and allow New Jersey to once again complete for and capitalize on growth opportunities." The SSP can provide guidance in informing the Borough's land use decisions.

Policy Recommendation: The Borough should consider the SDRP and other state planning documents in future modifications to its land use regulations.

16. **2010 Goal:** To ensure that the Borough's land use regulations are revised to implement the proposals set forth herein.

Status: This goal is reaffirmed.



Image 28: Municipal building along Market Street

Policy Recommendation: Land use regulations should be revised to implement or further explore the recommendations contained herein.

17. **2010 Goal:** To provide affordable housing consistent with the regulations set forth by the Council on Affordable Housing (COAH).

Status: This goal is reaffirmed, although COAH is no longer the driving actor in addressing affordable housing obligations in New Jersey. The Borough entered into a settlement agreement relating to its affordable housing obligations in 2018, and is in the process of implementing the provisions contained within that agreement. The Borough has also made several zoning modifications in accordance with the recommendations of the 2010 Master Plan to promote the development of affordable housing, including the creation of the AH-1 and AH-2, and AH-3 zones.

Policy Recommendation: The Borough should pursue implementation of its Fair Share Housing Settlement Agreement, including the adoption of a Housing Element and Fair Share Plan.

Land Use Recommendations from 2010 Master Plan

18. **2010 Land Use Recommendation:** Maintain the bulk standards of the R-9 zone, and retain the existing single-family development pattern therein.

Status: The description of the R-9 district and its intention are affirmed.

Policy Recommendation: The Borough should consider rezoning areas in the R-9 district that house non-conforming uses, like those on Washington Avenue, or are along major corridors like Market Street or River Drive, to accommodate alternative or more intensive uses. Any rezoning of this type should be considerate of the impacts on adjacent residential properties, particularly with respect to aesthetic impacts, noise impacts, and traffic impacts.

19. **2010 Land Use Recommendation:** Maintain the character of the R-18 zone, while allowing for townhouses to be continued as conditional uses

Status: The 2010 Plan recommended the Borough maintain the character of the R-18 zone. No modifications have been made to the R-18 zone since the adoption of the 2010 Plan.

Policy Recommendation: In order to promote a diversity of housing typologies within the community, the Borough should assess the suitability of making townhouses a permitted use, rather than a conditional use in the R-18 zone. A modification of this sort would allow for an increase in the available housing stock in the Borough, while not materially affecting the aesthetic of existing residential neighborhoods.

20. **2010 Land Use Recommendation:** Maintain the existing extent of multi-family development in the Borough, for the most part, located in the R-MF zone.

Status: This recommendation is partially affirmed. Since the adoption of the 2010 Master Plan, the Borough has permitted additional multi-family development in accordance with its affordable housing obligation, and adopted the Market Street Redevelopment Plan which permits multi-family housing.

Policy Recommendation: While the Borough is not anticipated to modify its zoning to permit widespread construction of new multi-family housing, in its pursuit of revitalization and strengthening major corridors the Borough should explore the creation of multi-family development, particularly those that are included as a component of mixed-use buildings. New multi-family development should be considerate of its impact on surrounding areas, particularly in terms of aesthetic impacts and traffic impacts.

21. **2010 Land Use Recommendation:** Introduce Affordable Housing #1 and Affordable Housing #2 land use categories in accordance with the court settlement reached in connection with the River Drive Development, LLC builder's remedy lawsuit and COAH obligations.



Image 29: Multi-family development along River Drive

Status: The Borough created Affordable Housing #1 (AH-1) and Affordable Housing #2 (AH-2) land use categories. Projects associated with these zones have since been constructed.

Recommendation: No further action is recommended on this item.

22. **2010 Land Use Recommendation** Ensure the C-L zone provides specific area and bulk regulations in order to provide a "Main Street" feeling along Market Street, which is oriented towards pedestrians

Status: This recommendation is reaffirmed. Creating attractive streetscapes is a key component of the Borough's planning aims. Since the adoption of the 2010 Master Plan, the C-L zone along Market Street has been rezoned as the N-C zone. The Market Street Redevelopment Plan adopted in October of 2020 will address this recommendation for portions of Market Street.

Policy Recommendation: In addition to adopting the Market Street Redevelopment Plan, setbacks in the C-L and/or N-C zone should be evaluated to ensure generous sidewalk space with ample opportunity for outdoor seating and dining can be provided. Front yard parking should be prohibited in this zone, and standards should be adopted mandating shade trees, seating, and trash

receptacles at regular intervals. Use and bulk regulations should be modified to permit mixed-use buildings that are oriented towards the street, promote active ground floor uses, and permit upper-floor residential uses.

- 23. 2010 Land Use Recommendation:** Add specific design guidelines addressing topics such as architecture, parking, streetscape, lighting, and circulation to the LDO as part of the Central Business District regulations and encourage mixed-use land uses.

Status: This recommendation is affirmed. As noted previously, the Borough adopted a Redevelopment Plan for the Market Street area that includes standards for architecture, parking, streetscape, lighting, and circulation standards. This area comprises a large portion of the Borough's Central Business District.

Policy Recommendation: The Borough should build on the Market Street Redevelopment Plan and consider incorporating design guidelines for architecture, parking, streetscape, lighting, and circulation in other areas of the Central Business District. These guidelines should establish a clear aesthetic for the area. These standards should be implemented via Redevelopment Plan or modification to the Zoning Ordinance. When implementing these or other recommendations related to the Central Business District, the Borough should take a broad perspective on the definition of the Central Business District, and consider incorporating adjacent areas if appropriate and necessary to effectuate the improvements contemplated in this Reexamination.



Image 30: Municipal boundary along Broadway (Fair Lawn on left)

- 24. 2010 Land Use Recommendation:** Encourage a consistent streetscape in the Central Business District with brick pavers and street trees.

Status: This recommendation is affirmed. As noted previously, the Borough adopted a Redevelopment Plan for the Market Street area that includes standards for architecture, parking, streetscape, lighting, and circulation standards. This area comprises a large portion of the Borough's Central Business District.

Policy Recommendation: The Borough should consider incorporating design guidelines for streetscapes in other areas of the community, including on Broadway. These should establish clear and consistent development standards, and should be implemented via Redevelopment Plan or modification to the Zoning Ordinance.

- 25. 2010 Land Use Recommendation:** Permit apartments as conditional uses in the General Commercial-Office land use areas primarily located along Route 4, provided that they are located above a permitted principal use.

Status: This recommendation is affirmed. Apartments (multi-family) are not presently permitted as conditional uses in the General Commercial-Office area.

Policy Recommendation: At a minimum, the Borough should explore amendments to its land use policy to make apartments a conditional use in the General Commercial-Office land use area. For primary corridors such as Route 4, the Borough should assess the benefits of making multi-family development a permitted principal use, provided buildings incorporate active ground floor uses.

26. **2010 Land Use Recommendation:** Discourage the sense of placelessness often associated with strip corridor development.

Status: This recommendation is affirmed. Existing building and site design along major commercial corridors lacks identity which detracts from the vitality of the shopping district.

Policy Recommendation: Bulk and design guidelines should be amended or created to ensure that new commercial development is feasible, creates a sense of place, and activates the streetscape. The Borough should explore the following zoning amendments related to strip corridor development: requiring infrastructure for non-motorized transportation including bike lanes and pedestrian connections to surrounding neighborhoods; permitting increased density for sites in close proximity to transit; prohibiting of front yard parking; plaza style seating or similar open spaces for projects with greater than 45,000 SF of gross area; active façade requirements; screened structured parking; flexible parking areas that can also accommodate outdoor dining; and architectural standards.



Image 31: Strip development on Market St.

Retrofitting Suburbia ("pink zoning")

Commercial corridors where land patterns and existing regulations impede investment, like Broadway, exist throughout every state within the US. These corridors are often marked by a lackluster pedestrian experience, intermittent vacancy, and underutilized properties. Over the past five decades a design movement began to find the easiest way to encourage reinvestment that creates a better street experience. These groups refer to their approach as "lean urbanism" or "pink zoning" because they seek to remove unnecessary barriers within local zoning codes to cut back on red tape (which is usually costly). This is becoming a popular approach for retrofitting suburban corridors for today's market demands. Instead they focus on creating the right built environment and improved public realm experience in zoning code language.

According to the Project for Lean Urbanism, "Lean Codes have compact formats, bare-bones standards, and lighter (pink) red tape, in contrast to the excessive controls, redundancies, contradictions, delays, and unintended consequences created by conventional codes (and some form-based codes, for that matter). Lean Development Codes are Transect-based, as it is Lean to connect disciplines and support local contexts." Infill projects like the Cullen Street Los Angeles example below from Modative, are attractive, service an important public need, and wouldn't be possible without lean regulations.



Source: Trulia.com

27. 2010 Land Use Recommendation: Design standards in the General Commercial-Office land use area that address factors like architecture, parking, streetscape, lighting and circulation should be considered. Such standards should also seek to contribute to traffic calming and accommodate several modes of transportation including bicycle traffic.

Status: This recommendation is affirmed as being applicable. No design standards have been introduced to achieve this recommendation.

Policy Recommendation: The Borough should consider incorporating design guidelines for factors like architecture, parking, streetscape, lighting, and circulation for General Commercial-Office land uses, particularly those that contribute to traffic calming and accommodate several modes of transportation.

28. 2010 Land Use Recommendation: Enable office development as an allowable use along Edward H. Ross Drive, designate area within the C-O Office zone.

Status: This recommendation has been implemented.

Policy Recommendation: No action is recommended.

29. 2010 Land Use Recommendation: Redevelop and rehabilitate Elmwood Park's riverfront to incorporate appropriate open space amenities, active recreation areas, and waterfront access

Status: This recommendation is affirmed. The Borough is committed to redeveloping and rehabilitating the riverfront while providing public access to the Passaic River. The Borough recently received funding for marina improvements adjacent to Elmwood Park High School, and a walkway is proposed along a major residential project on River Drive.

Policy Recommendation: The Borough should continue pursuing this recommendation by requiring public access or improvements from all projects pursued along the Passaic River.





Image 32: Passaic River near marina

30. **2010 Land Use Recommendation:** Impose an Age-Restricted Housing Overlay on certain portions of the Borough as established in 2003 that will provide for multi-family in an adult community setting

Status: This recommendation has been implemented.

Policy Recommendation: No immediate action is recommended.

Should a need for additional senior housing arise, the Borough should explore the opportunity to introduce new overlay zones to facilitate the creation of age-restricted housing to fulfill this need.

Recommended Zoning Amendments from 2010 Master Plan

31. **2010 Recommended Zoning Amendment:** Eliminate the R-3 Zone and replace with a "Public Zone" subject to regulations appropriate for the present character of the area.



Image 33: Elmwood Park Memorial High School

Status: The intent of this recommendation is affirmed. Properties in the R-3 zone, which is comprised entirely of the Artesian Fields County Park and Elmwood Park School District properties, should be maintained for public uses.

Policy Recommendation: Rather than rezone specific areas in the Borough which house Public Uses as a "Public Zone," the Borough should review the "Public, Recreational, and Institutional Use" category in its zoning ordinance. The Borough should review the zones where these uses are permitted, and assess whether or not the existing standards are appropriate, with particular consideration of where there are existing non-conforming uses. For example, schools are not presently listed as a permitted use in the R-3 zone, despite the fact that Elmwood Park High School is located in the R-3 zone.

32. **2010 Recommended Zoning Amendment:** Zone land along the Passaic River without a zoning designation in the "Public Zone", allowing parks that can accommodate waterfront bicycle and pedestrian trails

Status: This recommendation is affirmed. The Borough should take proactive steps to ensure that Public Uses are provided along the Passaic River.

Policy Recommendation: Any land along the Passaic River without a zoning designation should be given a zoning designation that allows for parks that can accommodate waterfront bicycle and pedestrian trails. The Borough may use the “Public, Recreational, and Institutional Use” category as described in the recommendation above to accomplish this recommendation.

33. **2010 Recommended Zoning Amendment:** Revise the C-G Zone to allow apartments as a Conditional Use.

Status: This recommendation is affirmed as relevant. No action has been taken to implement this recommendation.

Policy Recommendation: At a minimum the Borough should explore permitting apartments (multi-family uses) in the C-G zone as conditional uses. For primary corridors such as Route 4, the Borough should assess the benefits of making multi-family development a permitted principal use, provided buildings incorporate active ground floor uses.



Image 34: Office development along Riverfront Blvd

34. **2010 Recommended Zoning Amendment:** Amend the Planned Office Park (POP) Zone to require that any future development provide affordable housing to meet the Borough’s obligations. Residential development should be permitted as a conditional use such that any development provides a 20 percent set-aside for affordable housing.

Status: Portions of the POP zone have been rezoned to require affordable housing development in accordance with the Borough’s obligations.

Recommendation: The Borough should pursue implementation of its affordable housing settlement agreement with the Fair Share Housing Center.

35. **2010 Recommended Zoning Amendment:** Coverage Regulations and Definitions should be reviewed in conjunction with area and bulk regulations to ensure consistency throughout the LDO and a clear differentiation between lot coverage and building coverage. Additionally, impervious coverage regulations for all zones should be established.

Status: This recommendation is affirmed. No action has been taken to implement this recommendation.

Policy Recommendation: The zoning ordinance should be reviewed to ensure that coverage standards throughout the ordinance are consistent. Additionally, building and lot coverage requirements should be differentiated to more clearly define permitted development patterns. Generally, building and lot coverage should be higher in zones that permit denser development typologies.

36. **2010 Recommended Zoning Amendment:** Parking Regulations should be updated to reflect Residential Site Improvement Standards (“RSIS”) for all residential development. Additionally, the definition for a “parking space” should be reviewed to remove discrepancies regarding the permissibility of tandem spaces.

Status: This recommendation is partially affirmed. No action has been taken to implement this recommendation. While parking remains a key issue of concern for the Borough, application of RSIS to all residential development is anticipated to hinder redevelopment, particularly along commercial corridors that should incorporate mixed-use projects.

Policy Recommendation: RSIS should be required for the development of one, two, and three family homes, unless changing conditions (ie., dramatic change in commuting patterns, emergence of autonomous vehicles, unique site conditions) support a reduction in the standard.

RSIS should not be utilized to calculate parking standards for multi-family residential projects. Requirements for these projects should be informed

by market-based parking projections. Generally, parking in excess of the anticipated demand should not be provided, and shared parking is strongly encouraged. Tandem parking should be permitted in circumstances where valet services are employed, or for two-bedroom units.



Image 35: Residential and industrial uses in close proximity

37. **2010 Recommended Zoning Amendment:** The Borough should review regulations for screening of conflicting uses to establish a more detailed requirement calling for double staggered planted rows, or a similar arrangement that will ensure a sufficient buffer that is also aesthetically pleasing.

Status: This recommendation is affirmed. As a community that houses a mixture of uses, adequate screening is important. The Borough's zoning ordinance does include a chapter (34-29.1) describing recommended screening mechanisms, but the chapter has not been updated to incorporate the above, or similar, recommendations.

Policy Recommendation: Language in the zoning ordinance regarding screening conflicting uses should be reevaluated to ensure it is appropriately detailed and allows for flexibility depending on circumstances. Walls and fences, in addition to landscaping, should be permitted and required as acceptable screening techniques, provided design standards are put in place, to address situations where noise, or other negative externalities, are a concern.

38. **2010 Recommended Zoning Amendment:** The regulations regarding vehicle circulation aisle design should be amended to reflect current standards and be consistent with RSIS standards.

Status: This recommendation is affirmed.

Policy Recommendation: The applicability and suitability of RSIS standards for vehicle circulation aisle design should be reviewed. If these standards are found to be suitable, regulations regarding vehicle circulation aisle design should be amended to reflect current standards and be consistent with RSIS standards.



Image 36: Strip development along Market St

39. **2010 Recommended Zoning Amendment:** The current regulations for freestanding signs should be reviewed. Freestanding signs should be set back further and properly landscaped to not interfere with vehicular traffic.

Status: This recommendation is affirmed.

Policy Recommendation: In addition to the 2010 signage recommendation above, the Borough should consider conducting an overall review of allowable signage in particular areas of the community, particularly business districts.

40. **2010 Recommended Zoning Amendment:** It is recommended that the regulations regarding sign illumination be amended to include regulations prohibiting the spillage of light onto adjacent properties and establishing specific limits to the level of lighting based on IESNA standards.

Status: This recommendation is affirmed.

Policy Recommendation: The Borough should additionally consider conducting an overall review of allowable signage in particular areas of the community, particularly business districts. This analysis should consider sign illumination and potentially incorporate Illuminating Engineering Society of North America ("IESNA") standards.

41. **2010 Recommended Zoning Amendment:** A new zoning map should be adopted which is readable and based on the lot line base map located herein.

Status: A new zoning map was adopted and kept on file with the Borough.

Policy Recommendation: The Borough should continue to update the zoning map as changes to the zoning ordinance are implemented.

42. **2010 Recommended Zoning Amendment:** The ordinance should be amended to delete all provisions which conflict with the RSIS requirements.

Status: This recommendation is rejected. RSIS standards, while informative, should not replace all existing provisions in the zoning ordinance. Future amendments, while they may be informed by RSIS standards if appropriate, should not be limited to the recommendations of RSIS.

Policy Recommendation: Applicable RSIS standards should be considered on a case by case basis and incorporated as appropriate and if consistent with the overarching principles contained herein.

43. **2010 Recommended Zoning Amendment:** A number of definitions in the zoning ordinance are inconsistent with the definitions set forth in the Municipal Land Use Law.

Status: While minor updates to definitions in the zoning ordinance have been identified, no comprehensive review of definitions has been undertaken.

Policy Recommendation: The zoning ordinance should be reviewed to ensure that definitions are consistent, comprehensive, and appropriate.

44. **2010 Recommended Zoning Amendment:** Design Standards (move standards from definitions to a design standard section of the LDO)

Status: This goal is reaffirmed to the extent that the Borough desires to have a land development ordinance that is functional and user-friendly. The Borough has taken no steps to implement this recommendation.

Policy Recommendation: As recommended subsequently in this Reexamination, the Borough should conduct a review of use regulations including in its zoning ordinance. Should design standards be found to be inappropriately incorporated in definitions in a manner that is burdensome, these standards should be included as design standards.



Image 37: Residential property along Washington Ave. and Mola Blvd.

45. **2010 Recommended Zoning Amendment:** It is suggested that the Borough consider limiting the amount of rear yard area which may be covered by accessory structures, in order to ensure an element of light, air, and open space. Typically, this type of limitation provides that no more than 10 or 15 percent of a rear yard may be covered by such facilities.

Status: This recommendation is rejected. Based on conversations with Borough representatives, this issue is no longer relevant.

Policy Recommendation: No modifications are recommended at this time.

46. 2010 Recommended Zoning Amendment: The Borough's code does not impose specific conditions on items termed conditional uses. These include health clubs, marinas, hotels, personal service establishments, theaters, bowling alleys, car wash, various manufacturing uses, warehouses, printing establishments, and truck yards. It is recommended that the Borough delete these uses from the conditional use section of the code until such time as the Council reviews the code and adopts appropriate regulatory controls.

Status: This recommendation is affirmed. No identified action has been taken to address this deficiency.

Policy Recommendation: The zoning ordinance should be modified so that conditional use standards are in conformance with the requirements of the Municipal Land Use Law.

47. 2010 Recommended Zoning Amendment: There are several public and quasi-public uses, particularly schools and churches, which are located in zones making them nonconforming uses. These zones should be amended such that they become conforming conditional uses.

Status: This recommendation is affirmed. No action has been taken to address this issue.

Policy Recommendation: As noted previously, in order to rectify the issue relating to nonconforming public uses, it is recommended that the Borough review the Public, Recreational, and Institutional Use section of its zoning ordinance to ensure that uses of this type are permitted in appropriate districts.

b. New Recommendations

In addition to recommendations included in previous planning documents and assessed above, this Reexamination recommends the following steps be taken to ensure that the Borough's land use policies are sufficiently structured to meet its objectives. These policy recommendations, which will warrant further analysis in order to ensure implementation, are outlined below.

1. Policy Recommendation: Study and strategically apply Accessory Dwelling Unit ("ADU") overlay in residential areas near civic assets or commercial districts.

Rationale: ADUs can be used to increase the quantity and diversity of housing while not adversely affecting the visual appearance of neighborhoods. Based on Elmwood Park's existing built environment, ADUs could be effectively applied in specific areas, particularly those around commercial districts, and provide diverse housing choices, particularly to accommodate senior citizens and create intergenerational housing opportunities. The Borough should evaluate the potential for deploying ADUs via overlay zoning in specific areas.

2. Policy Recommendation: Make Elmwood Park "work from home friendly" by allowing home occupation and work/live studios in low intensity residential districts. Use performance standards to ensure these recommendations do not negatively affect the character of residential neighborhoods.

Rationale: In light of the COVID-19 pandemic, working from home has become increasingly desirable. The Borough should ensure that it is well-suited to capture demand from individuals desiring to run their businesses from home, by explicitly allowing home occupation and work/live studios in low intensity residential districts.

3. Policy Recommendation: Review and modernize commercial uses and the districts where they are permitted.

Rationale: Commercial uses as defined in the Zoning Ordinance are dated and do not reflect modern development types. The Borough should review and revise these uses to incorporate contemporary commercial land uses, like arcades, “sip and paints,” and other experiential uses. In the course of revising the list of permitted commercial uses, the Borough should evaluate the zones where these uses are permitted.

- Policy Recommendation:** Assess the suitability of permitting commercial uses on a limited basis in residential districts.

Rationale: While this Reexamination strongly encourages the protection of Elmwood Park’s residential neighborhoods, permitting some commercial uses on a limited basis is likely to reduce reliance on cars for convenience shopping. The Borough should consider permitting commercial uses on a limited basis in residential districts, provided performance standards are utilized to ensure that these uses do not create significant externalities in terms of noise, traffic, and similar factors. If commercial uses are permitted on a limited basis, these uses should be limited to corner properties.

- Policy Recommendation:** Review and modernize allowable uses within industrial districts.

Rationale: Industrial uses as defined in the Zoning Ordinance are dated and do not reflect modern development types. For example, the definition of warehouse in the ordinance does not incorporate all ancillary uses associated with modern warehousing and distribution facilities. The Borough should review and revise these uses to incorporate contemporary industrial land uses.

- Policy Recommendation:** Reduce minimum lot size requirements for commercial uses.

Rationale: Minimum lot size requirements for commercial uses exceeds existing lot sizes in a manner that makes reinvestment difficult. In order to ensure these standards do not negatively affect potential investment, the Borough should explore reducing these lot size requirements.

- Policy Recommendation:** Permit large scale retail uses in targeted locations.



Image 38: Large surface parking lot along Broadway

Rationale: The existing code does not permit retail establishments in excess of 5,000 SF. This can result in “zoning by variance” which yields inconsistent results. Uses of this scale should be considered in targeted locations, particularly along Broadway. Large scale retail uses should be required to adhere to design standards to promote an active pedestrian environment.

- Policy Recommendation:** Review frontage setback requirements as they relate to corridor, rather than use.

Rationale: As noted throughout the Reexamination, improving targeted commercial corridors is a central component of land use objectives. In order to facilitate effective and attractive corridor development, the Borough should assess the appropriateness of defining frontage setbacks based on a property’s context within a corridor, rather than use. This will allow for a more fine-tuned approach to the layout and visual appearance of corridors.

9. **Policy Recommendation:** Increase maximum coverage ratios for multi-family and townhouse/two-family building typologies.

Rationale: Coverage ratios in the existing zoning make development of multi-family and townhouse/two-building families extremely difficult without seeking variances. These coverage ratios should be modified to minimize the need for variances of this type and make this type of development more feasible as-of-right.

10. **Policy Recommendation:** Develop standards for mixed-use buildings and incorporate them into the zoning ordinance.

Rationale: The existing ordinance makes limited accommodations for mixed-use development. Creating strategically located mixed-use districts is essential to accomplishing many of the goals contained in this Reexamination. The Borough should create carefully considered mixed-use standards and permit this building type in specific districts, particularly along commercial corridors.

11. **Policy Recommendation:** Reevaluate parking requirements and consider alternative parking strategies.

Rationale: As noted previously, parking requirements may be discouraging investment in the Borough. Parking standards should be reevaluated and simplified. Strategies like on-site and off-site shared parking configurations should be pursued. Should the Borough pursue construction of a parking garage, a Payment in Lieu of Parking ordinance should be evaluated to potentially improve infill development opportunities.

12. **Policy Recommendation:** Assess a potential increase in the maximum height in selected areas of the R-MF zone.

Rationale: Maximum height in the R-MF zone is limited to 2 ½ stories. This height limitation may be impeding reinvestment. The Borough should explore potentially increasing this height limitation in the R-MF zone in order to stimulate reinvestment.

13. **Policy Recommendation:** Simplify side yard requirements.



Image 39: Residential properties along River Dr.

Rationale: Side yard requirements in the ordinance have unnecessary variability. These regulations should be reviewed, and an assessment should be made as to whether they are satisfying the Borough's objectives. Currently, regulations discuss one-side versus both sides, include calculations by percentage versus a definitive foot limit, and include additional regulations beyond what is included in the bulk table by use that create additional scenarios. The Borough should consider the objectives behind side yard set backs, seek to simplify the bulk table to achieve the objectives.

14. **Policy Recommendation:** Modernize bulk standards for multi-family and townhouse uses.

Rationale: Minimum lot widths and unit size minimums for multi-family and townhouse areas are not in line with modern standards. The Borough should consider removing or reducing minimum unit sizes and reducing minimum lot widths. For example, the minimum lot width and lot area for townhouses is 125 feet and

30,000 square feet, respectively. This would prevent infill or smaller scale townhouse developments, which provide an attractive accessible housing opportunity for first time homebuyers. This minimum would also deter developers of multi-family and townhouse housing from investing in Elmwood Park.

15. Policy Recommendation: Simplify multi-family zoning regulations.

Rationale: The existing code includes regulations regarding multi-family development in sections outside of the zoning chapter. These regulations should be reviewed and resolved. Irrelevant or inapplicable sections should be removed. There are additional chapters on housing, multiple dwellings and articles on age restricted housing and affordable housing. These should be simplified to make interpretation and implementation easier.

16. Policy Recommendation: Review the Alcohol Beverage Control section of the ordinance to assess the applicability and implications of its standards.

Rationale: The Zoning Ordinance includes a detailed section related to Alcohol Beverage Control. These standards should be reevaluated to determine their continued applicability.

17. Policy Recommendation: Review street and sidewalk requirements to allow businesses to bring goods to sidewalks and permit outdoor dining.

Rationale: The zoning ordinance should be reviewed and revised to permit sidewalk sales and outdoor dining in specific areas.



Image 40: Recreational facilities in Borough Park

18. Policy Recommendation: Explore the possibility to create townhouse overlay zones.

Rationale: Townhouses can add to the diversity of the Borough's housing stock while having a limited impact on the appearance of a community. The Borough should explore creating Townhouse overlays in portions of the R-18 and R-9 districts, particularly in close proximity to commercial areas or major corridors. Townhouse overlays should be sensitive to community impacts in terms of sound, stormwater, and other potential externalities.

19. Policy Recommendation: Revise front yard setback standards to exempt uninhabitable spaces, like porticos, on a limited basis.

Rationale: The standards in the existing zoning ordinance have created variances for homeowners seeking to cover existing entryways. The Borough should review the ordinance and explore modifications to exempt uninhabitable spaces, like porticos, from front yard setback standards, provided that these spaces count towards lot coverage ratios, that they are not enclosed, and that they do not encroach within the setback area by more than 5'.

20. **Policy Recommendation:** Incorporate an alternative height calculation to account for development on sloped properties.

Rationale: The existing method of calculating height in the zoning ordinance calculates height from the finished lot grade at the front of the building. This standard disadvantages properties that are sloped. The Borough should explore incorporating an alternative definition that calculates building height from the average grade of building corners.

21. **Policy Recommendation:** Modify maximum height requirements for residential districts to account for new building technologies.

Rationale: The existing zoning ordinance limits the maximum building height of most residential properties to 25'. This limitation may be inadequate to accommodate newly constructed buildings using modern building technologies. The Borough should explore a minor increase in the permitted height for these residential properties. Any modification to the zoning should be accompanied by a study of the impacts of this change on neighborhood appearance.

22. **Policy Recommendation:** Develop standards for patios.

Rationale: The existing zoning ordinance does not adequately address patios and where they are permitted. The Borough should explore a modification to the zoning ordinance that creates standards for patios. Generally, the ordinance should discourage or prohibit front yard patios, require that patios comply with side yard setbacks, create a rear yard setback for patios, and establish a buffering requirement between patios and neighboring properties.

23. **Policy Recommendation:** Develop and adopt additional Master Plan Elements if and as appropriate.

Rationale: Presently, of the Master Plan elements detailed in 40:55D-28, Elmwood Park's Master Plan only consists of a Land Use Plan Element. As noted previously, it is strongly recommended that the Borough adopt a Housing Plan Element in order to comply with statutory requirements.

The Municipal Land Use Law outlines other elements that may be included in a municipal Master Plan. These other elements include:

- Circulation plan Element
- Utility service plan element
- Community facilities plan element
- Recreation plan element
- Conservation plan element
- Economic plan element
- Historic preservation plan element
- Recycling plan element
- Development transfer plan element
- Educational facilities plan element
- Green buildings and environmental sustainability plan element
- Public access plan element

Presently, the Borough has no plans to pursue any of these additional elements. The Borough may, however, choose to pursue and adopt any of the above elements if a compelling policy rationale for doing so arises.

24. **Policy Recommendation:** Pursue opportunities to create new open spaces.

Rationale: While the Borough is densely populated, there may be opportunities to create new open spaces like pocket parks and small plazas. The Borough should explore the creation of new open spaces as a component of larger development projects or as a way to effectively reuse publicly controlled land. The Borough should pursue all available funding sources in pursuit of this recommendation.

25. **Policy Recommendation:** Pursue opportunities to improve maintenance and programming of existing open spaces.

Rationale: Efforts should be undertaken to ensure that existing public spaces are well-maintained and programmed to maximize their utility. The Borough should seek out funding sources to help support maintenance and programming of open space.

5 REDEVELOPMENT RECOMMENDATIONS

The Local Housing and Redevelopment Law (“LHRL”) is a powerful tool that can help communities achieve their objectives via the redevelopment process. Using the LHRL, the Borough declared a Borough-wide area in need of rehabilitation in late 2019. This designation allows the Borough to, among other things, create Redevelopment Plans throughout the municipality. This Reexamination recommends the Borough use the LRHL, including the existing area in need of rehabilitation designation, to advance development and attract investment throughout the municipality. Recommended strategies for deploying the LRHL are detailed below:

- **Market Street Redevelopment:** The Borough adopted a Redevelopment Plan for the area on and around Market Street. This Plan created an overlay zone allowing a range of development configurations designed to bring activity and vitality to the corridor. The Borough should take all steps permitted under the LRHL to implement this Plan.
- **Broadway Redevelopment:** The Borough has a long-standing desire to improve the commercial environment along Broadway. The Borough previously worked with Fair Lawn on a visioning study for the corridor and conducted an analysis to identify potential development opportunities. In order to achieve its objective of improving Broadway, the Borough should pursue the adoption of a Redevelopment Plan for the corridor that modifies the bulk standards to create a more active and vibrant streetscape, modifies the use

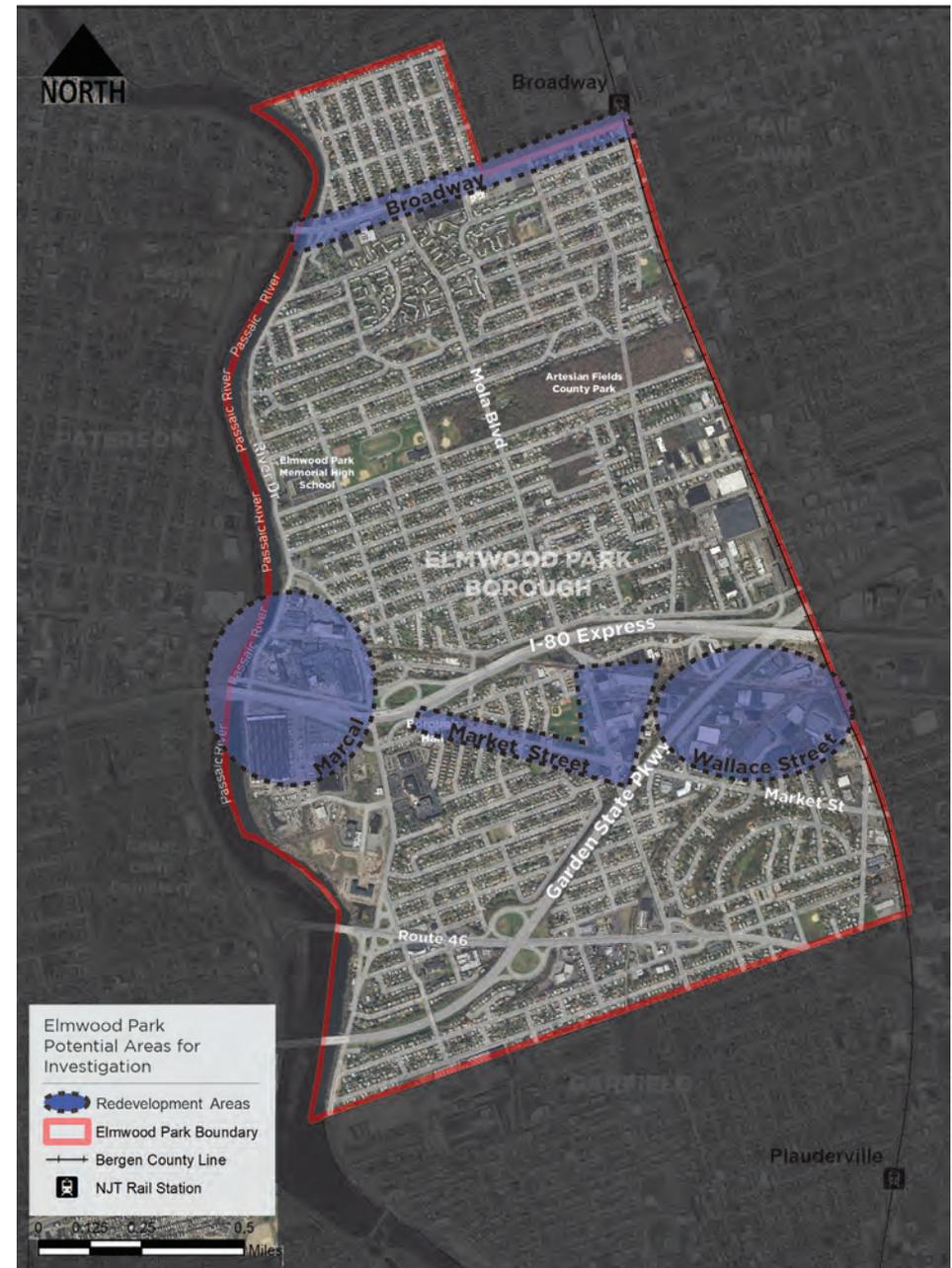
standards to incorporate, at minimum, mixed-use development with upper floor residential uses, and leverages the presence of the nearby Broadway train station. “Pink zoning,” as detailed previously, may be considered as an approach to redevelopment planning along Broadway. Concurrently, the Borough should vigorously pursue all avenues to improve the streetscape along Broadway to create a safer and more hospitable environment. A similar approach may be considered along Route 46.

- **Marcal Properties:** The Marcal properties have long been an iconic site in Elmwood Park. Following a tragic fire, these sites may be suitable for redevelopment. The Borough should work with the property owner to assess opportunities for effective reuse and redevelopment of the properties, including the LHRL.

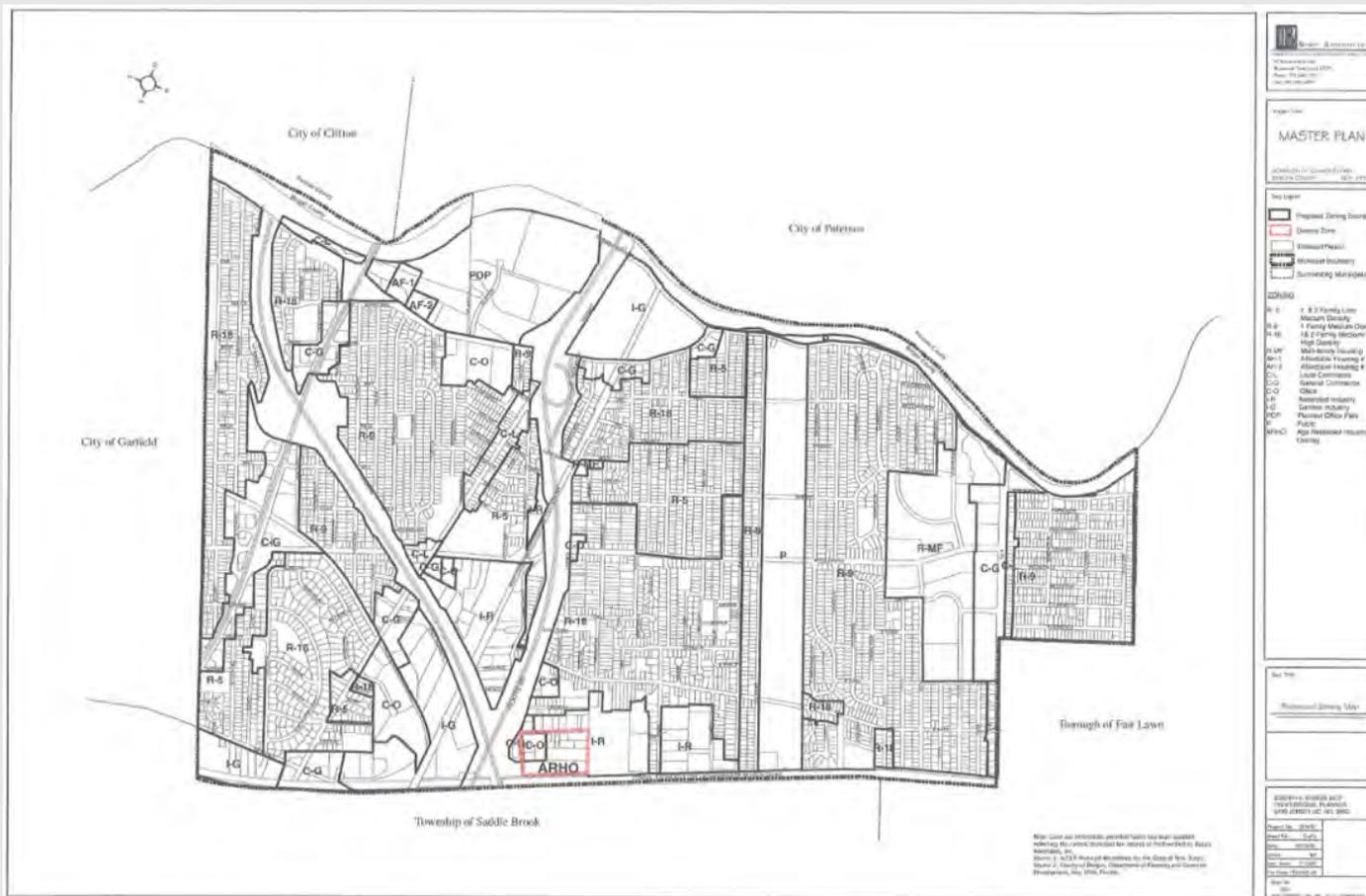


Image 41: Marcal properties

- **Wallace Street Industrial Area:** The industrial area north of Market Street and east of the Garden State Parkway is suitable for redevelopment as a modern industrial facility. The LRHL should be used to pursue this objective. This area may be effectively integrated with the Market Street Redevelopment Plan area to stimulate investment and activity in both districts.
- **Other Targeted Sites:** The purpose of this section of the Reexamination is not to provide an exhaustive list of sites where the LHRL may be suitably used to advance the Borough's interests. The Borough should assess the suitability of the LHRL on a case by case basis as projects come forward.
- **Short-Term Tax Abatement:** The existing area in need of rehabilitation designation can be utilized to pursue a five-year tax abatement program. The Borough should consider pursuing such a program in an effort to incentivize improvements. Potential eligible projects could include, but should not necessarily be limited to, improvements to homes in residential neighborhoods that are consistent with the recommendations contained herein.
- **Area in Need of Redevelopment Designations:** The Borough should consider evaluating target areas for potential designation as an area in need of redevelopment. In qualifying areas, the Borough should explore usage of Long-Term Tax Exemptions (i.e., PILOTs), to incentivize high quality development. Any PILOTs pursued should be evaluated to ensure they are necessary for project feasibility and/or yield greater returns to the Borough in public benefits than revenue that is forego.



6 PLANNING AND POLICY CONTEXT

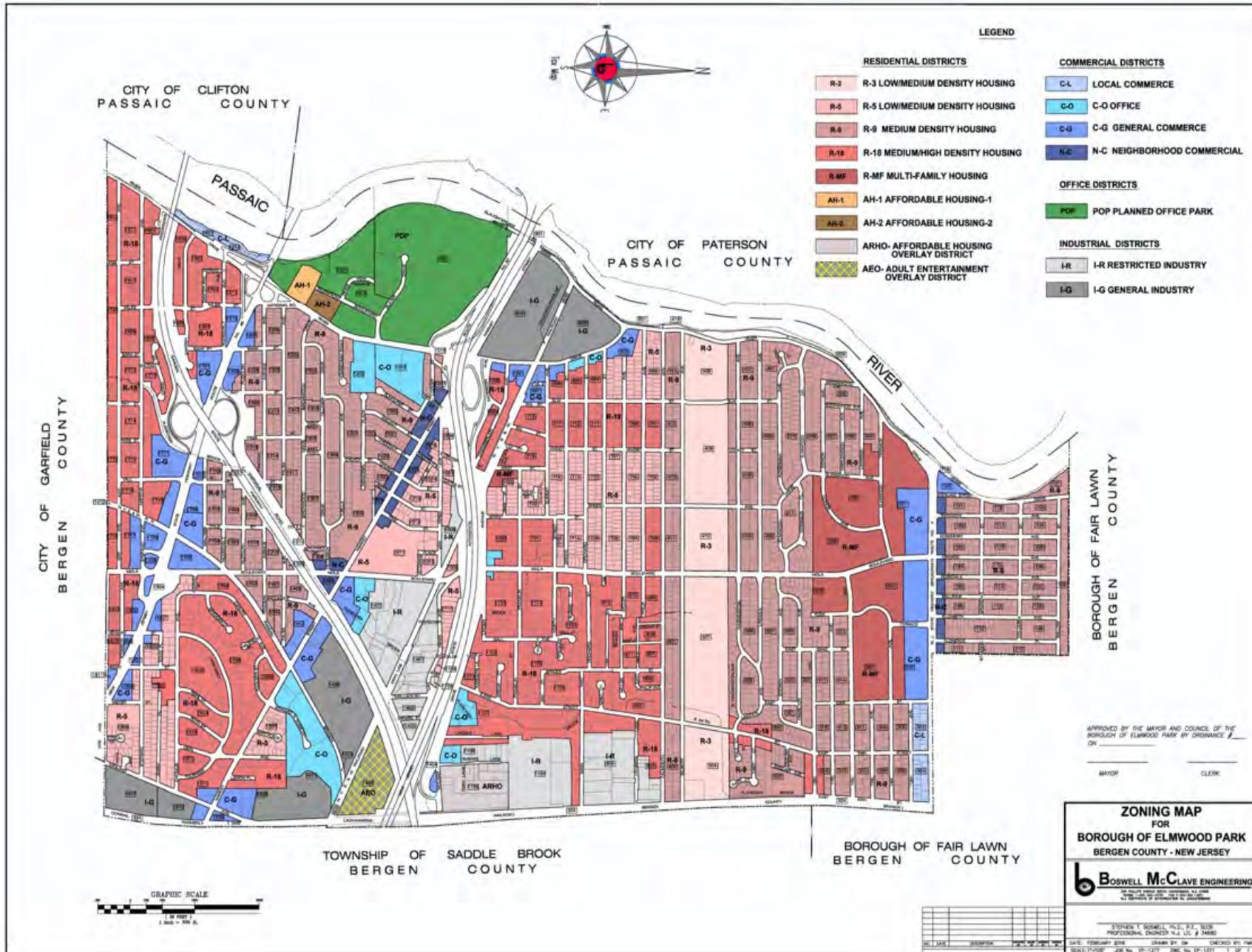


2010 zoning map included with Master Plan

a. Municipal Changes

a. 2012 Zoning Map

Based on a proposed zoning map recommended in the 2010 Master Plan, the Borough adopted a new zoning map in 2012. The map was updated in 2018. The 2010 map included in the Master Plan, and the 2018 map, are reflected to the left and on the next page, respectively.



2018 zoning map

b. Affordable Housing Policy

Affordable housing policy in the State and in the Borough has changed significantly since 2010, largely led by changing developments regarding the Council on Affordable Housing (COAH) and the State's methodology for determining and imposing affordable housing obligations.

In October 2010, the Appellate Division invalidated COAH's Third Round Growth methodology, ordered COAH to revise its rules, prohibited housing plans that are dependent on municipally sponsored affordable housing, required COAH to incentivize inclusionary development, and invalidated COAH's prior round obligation rental bonuses and compliance bonuses. In 2011, COAH was almost abolished through Governor Christie's Reorganization Plan No. 001-2011, but the Appellate Court invalidated this executive order in 2012 after a challenge by the Fair Share Housing Center. In 2013, the Appellate Court set a February 2014 deadline (later extended to November 2014) for COAH to draft new rules. COAH proposed new rules in June 2014, but the Board failed to adopt the rules.

Subsequently, the State Supreme Court declared COAH unable to fulfill its duties in 2015. Therefore, the courts now review municipalities' compliance with affordable housing obligations. In 2015, the Borough submitted for judicial review *In re: the Matter of the Determination of the Affordable Housing Obligation for the Borough of Elmwood Park, New Jersey Docket No. BER-L-6375-15*. River Drive Development, LLC ("RDD") intervened to seek reinstatement of its builder's remedy claim for its property in the Borough. The Fair Share Housing Center ("FSHC") was included in the case as an interested party.



Image 42: Multi-family housing along River Dr.

Ultimately, the Borough settled with RDD and the Fair Share Housing Center on February 21, 2018. The settlement set the Borough's Prior Round Obligation at 54 units, its present need at 69 units, and its Third Round Prospective Need at 328 units. The Borough's Third Round realistic development potential ("RDP") was determined to be 78 units, including 37 family rental units, 20 rental bonus units, and 7 age-restricted rental units all included in RDD's Riverfront Apartments, as well as 14 Prior Round surplus credits. The RDP of 78 units left the Borough's unmet need at 250 units. Of these, 15 units would be addressed through additional age-restricted rental units at the Riverfront Apartments.

The Settlement Agreement calls for the remaining need to be met by amending Ordinance 15-13 to require 15% of residential development in the Neighborhood Commercial (N-C) Zone be reserved as low and moderate-income housing (a provision included in the Market Street Redevelopment Plan) and adopting a community-wide ordinance, which would require any multi-family development to include 15% affordable housing for rental residential developments and 20% affordable housing for for-sale residential development. The Settlement Agreement further states that half of these affordable units would be for low-income households, and 13% of rental development affordable housing would be for very-low income households. At least a quarter of the Borough's Third Round Obligation would be met through rental units, half of these rental units being for families. A maximum of 25% of affordable units would be age-restricted. In addition to these ordinances, the Settlement Agreement also calls for the Borough to adopt a Housing Element and Fair Share Plan and Spending Plan.

c. Ordinances

The Borough has adopted several ordinances since 2010 that further modify the Borough Code. They are as follows:

- a. #10-10: Adopted on May 6, 2010, this ordinance amended Section 34-7.3 of the Borough Code to include "Day Spa or Salon that offers massage" as a prohibited in all zones.
- b. #10-14: From 2010, this ordinance amended various parts of the Borough Code to establish the R-5 Low/Medium Density Housing Zone.
- c. #10-15: Also from 2010, this ordinance amended several sections of the Borough Code to establish the AH-1 and AH-2 Affordable Housing Zones.
- d. #11-05: Adopted on March 24, 2011, the Borough amended Section 4-1.2 of the Borough Code to prohibit throughout the Borough rehabilitation centers, drug clinics, drug distribution centers, halfway houses, massage parlors, and "obscene material" with "patently offensive...sexual conduct." As well, Section 34-3.1 was amended to include definitions for these prohibited uses.
- e. #12-17: Adopted October 4, 2012, the ordinance gave the Zoning Administrator and/or Construction Official the power to review parking demands for use changes within the C-L and C-G zones and along Market Street and Broadway.
- f. #14-06: Adopted on March 20, 2014, this ordinance defined "Fast-Food Restaurant" in the Borough Code and incorporated it as a distinct use.
- g. #15-08: This ordinance, adopted April 2, 2015, provides the Zoning Enforcement Officer more power. Any commercial, industrial, or commercial building that has been vacated, sold, or has had a change of use or occupant requires a Certificate of Continuing Occupancy from the Zoning Officer. As well, the Zoning Officer received discretion to determine if a full Planning Board review should occur for applications.
- h. #15-12: Adopted May 12, 2015, this ordinance amended the definition of "deck."
- i. #15-13: Adopted June 18, 2015, the N-C Neighborhood Commercial Zone replaced the C-L Commercial Zone, except along Broadway between East 53rd Street and East 55th Street.
- j. #18-11: Adopted on June 21, 2018, this ordinance built upon Ordinance #10-15 and established the AH-3 Affordable Housing Zone.

- k. #19-17: This ordinance from 2019 increased minimum lot size and minimum lot width/frontage for two-family and semi-detached dwellings from 5,000 SF to 7,500 SF from 50' to 75', respectively.

d. Planning in Adjacent Municipalities

a. [Township of Saddle Brook](#)

Saddle Brook's Master Plan is from 2004 and was last reexamined in 2014. The Township's master plan has similar goals as Elmwood Park's. It, among other things, prioritizes business development along Market Street, compact land use in commercial areas, meeting its affordable housing needs, and maintaining the Township's residential character and the general uses present in its districts.

b. [City of Garfield](#)

Along with an extensive community profile, Garfield's 2002 Master Plan also includes the City's Land Use and Recreation Plans, where the City enumerates its goals. The City seeks to maintain and enhance its housing stock and revitalize its commercial corridors by defining their functional role in the City. In its 2014 Reexamination, the City restated its Land Use goals. It also recommended continuing its redevelopment efforts promptly, creating a "restaurant row" and providing streetscape enhancements along the River Road Corridor to stimulate growth and create a high-energy business district.



Image 43: Passaic River

c. [City of Paterson](#)

In its 2014 Master Plan, Paterson lays out a wide array of goals across various issues concerning the City. These goals enumerate the City's desire to reuse its underutilized and vacant properties, revitalize its downtown, coordinate transportation and land use planning, enhance the beauty of the City's buildings and streets, provide a diverse housing stock and increase its affordable housing supply, and promote mobility in the City through mass transit access and complete streets.

d. [City of Clifton](#)

The City last Reexamined its Master Plan in 2008, before Elmwood Park's 2010 Master Plan. The goals from the City's Reexamination include maintaining and enhancing its housing stock, affirmatively addressing its low- and moderate-income housing obligation, reusing and rehabilitating commercial and industrial uses, and revitalizing older business areas and its Main Avenue into pedestrian-friendly downtown business districts.

e. [Borough of Fair Lawn](#)

The Borough of Fair Lawn adopted a new Master Plan in 2014 and reexamined it in 2016. Like the above plans, the Borough seeks to enhance its commercial areas through effective design, promote sustainable land use, preserve the integrity and value of existing residential neighborhoods, and promote walkability, mass transit use, and safe circulation.

The Borough has also adopted two amendments to the Master Plan. The first, in 2019, amended the Land Use Plan Element. It rezoned three lots along Route 208 from R-1-3 single-family to the B-3 zone; allowed self-storage warehousing as conditional use in the B-3 district; allowed wholesale and retail as an accessory use in industrial districts along Broadway, Route 208, and River Road; and modified the conditional use sections of the B-4 and B-5 zones to clarify their intent, particularly regarding gas stations. These changes sought to adapt the Land Use Plan to modern economic and shopping trends and promote walkability and community vitality.

The second amendment, in 2020, incorporated the Borough's 2019 settlement regarding its Mount Laurel obligations as a Housing Element and Fair Share Plan into the Master Plan.

e. **Bergen County Planning**

a. [Master Plan](#)

The County's Office of Regional Planning & Transportation is currently developing a new Master Plan for the County. The previous Master Plan was adopted in 1962 and amended in 1969, making it sorely out of date.

As the County's first comprehensive planning document, the 1969 Master Plan is an inventory of the County's demographic and socioeconomic characteristics in 1960, and it does not provide goals or objectives for the County's planning efforts. It also reviews population trends from 1900 to 1960 and provides population projections until 2000.

b. [Visioning Component](#)

As part of its Master Plan development, the County completed its Visioning Component in 2011. It engaged residents and stakeholders throughout the County to hear their needs, concerns, and desires in order to best craft a vision for the County. The Visioning Component addressed natural systems, transportation and mobility, land use, housing, sewer and water infrastructure, and public services.

In order to guide its visioning efforts, the County divided its seventy municipalities into three sub-regions, placing Elmwood Park in the Southern Region. These regions are made up of municipalities that have similar populations, density of development, natural resources, and transportation systems, as well as political ties. This organizational arrangement indicates the County's support for intermunicipal cooperation. From its discussions, panels, and workshops, the County heard and addressed issues about sustainability, effective redevelopment and rehabilitation, walkability, and housing affordability and diversity, and access to transit.

c. [Bergen County Parks Master Plan](#)

After over three years of preparation, the County adopted a new Parks Master Plan in January 2020. The Borough contains one County park: the 44-acre Artesian Fields, which is classified as a Local Park by the County. The County identifies the Borough as very underserved by open space, along with much of southern Bergen County, and development of more parkland in this area is a priority for the County. Other objectives relevant to the Borough include multimodal park access, accessibility for all visitors, habitat protection, sustainable operations, and stormwater management strategies such as reducing impermeable surfaces and green infrastructure, public park restrooms, strategic programming to increase park visitation

d. [Central Bergen Bicycle and Pedestrian Plans](#)

In 2015, Bergen County drafted an intensive study of bicycle and pedestrian conditions in eight municipalities at the heart of the County, including Elmwood Park. The County acknowledged that road conditions, particularly from wide County and State roads with fast speed limits, created “high stress” environments for bicyclists and pedestrians. These conditions disincentivized bicycle and pedestrian travel and disrupted bicycle and pedestrian route connectivity throughout Central Bergen County.

The County prepared concept packages for each municipality in the study. For Elmwood Park, the County recommended protected bike lanes along Broadway, bike lanes along Molnar Drive, and shared lane marking along Market Street and Mola Boulevard. The County also proposed sidewalk construction and improvements along River Drive south of State Route 46 at the intersection with County Route 4, west of Interstate 80 along Market Street, and along South Midland Avenue, as well as various intersection improvements throughout the Borough.

e. [Bergen County District Solid Waste Management Plan](#)

The County’s District Solid Waste Management Plan was adopted in 1980 and has since been consistently updated through amendments. In 1983, the County designated the Bergen County Utilities Authority (BCUA) as the agency responsible for implementing the Plan, and the BCUA maintains this role.

Since the 2010 Borough Master Plan, the County adopted and the State Department of Environmental Protection certified two new amendments to the Plan, in 2012 and 2015. The 2012 amendment included a new Class D Recycling Center in the Borough of Fair Lawn in the Plan. The new center had a capacity of three tons per day (tpd) of consumer electronics. The 2015 amendment increased the capacity of a transfer station/material recovery facility in the Borough of Fairview by 450 tpd. Its new maximum capacity was 1,400 tpd of solid waste types 10, 13, 13C, 23, and 27, as well as Class A and B recyclables.

f. **State Planning and Policy**

a. [NJ State Development and Redevelopment Plan](#)

The State Development and Redevelopment Plan (SDRP) was adopted in 2001 and organized the state into several planning areas. Elmwood Park is located within the Metropolitan Planning Area, (PA-1) of the SDRP. The following intent was documented for PA-1:

- Provide for much of State’s future redevelopment;
- Revitalize cities and towns;
- Promote growth in compact forms;
- Stabilize older suburbs;
- Redesign areas of sprawl; and
- Protect the character of existing stable communities.

The SDRP also puts forth statewide goals, including:

- Revitalize the state’s cities and towns;
- Promote beneficial economic growth, development and renewal for all residents of New Jersey;
- Provide adequate housing at a reasonable cost; and
- Preserve and enhance areas with historic, cultural, scenic, open space and recreational value.

b. [State Strategic Plan](#)

The New Jersey State Planning Commission released its final draft of the State Strategic Plan (“SSP”) on November 14, 2011. Serving as a revised and readopted version of the SDRP, the SSP emphasizes a more “proactive, aggressive, and strategic approach to planning for the State’s future. An approach that aligns clear goals with sound decision making and coordination among government entities will better position New Jersey for growth opportunities and allow New Jersey to once again complete for and capitalize on growth opportunities.” The SSP seeks to target investment in existing centers to most efficiently use the State’s resources while also capitalizing on and protecting the State’s unique resources to spur new growth.

To this end, the SSP provides four interrelated goals:

1. Targeted Economic Growth;
2. Effective Planning for Vibrant Regions;
3. Preservation and Enhancement of Critical State Resources; and
4. Tactical Alignment of Government

As a guide for what types “of development and redevelopment the State will put resources behind,” the SSP created ten “Garden State Values” to advise “Priority Growth Investment Area” criteria. These are:

1. Concentrate Development and Mix Uses;
2. Prioritize Redevelopment, Infill, and Existing Infrastructure;
3. Increase Job and Business Opportunities in Priority Growth Investment Areas;
4. Create High-Quality, Livable Places;
5. Provide Transportation Choice + Efficient Mobility of Goods;
6. Advance Equity;
7. Diversify Housing Opportunities;
8. Provide for Healthy Communities through Environmental Protection and Enhancement;
9. Protect, Restore and Enhance Agricultural, Recreational and Heritage Lands; and
10. Make Decisions with Regional Framework.

c. [2019 New Jersey Energy Master Plan](#)

This Plan creates aggressive State targets for energy conservation and sustainability. By 2050, the State commits to achieve carbon-neutral energy production, reduce State greenhouse gas emissions by 80% below 2006 levels, and electrify transportation and construction operations as much as possible. To achieve these goals, the Plan provides seven main strategies:

1. Reduce Energy Consumption and Emissions from the Transportation Sector;
2. Accelerate Deployment of Renewable Energy and Distributed Energy Resources;
3. Maximize Energy Efficiency and Conservation and Reduce Peak Demand;
4. Reduce Energy Consumption and Emissions from the Building Sector;
5. Decarbonize and Modernize New Jersey’s Energy System;
6. Support Community Energy Planning and Action with an Emphasis on Encouraging and Supporting Participation by Low- and Moderate-Income and Environmental Justice Communities; and
7. Expand the Clean Energy Innovation Economy

d. [Amendments to the Municipal Land Use Law \(MLUL\)](#)

Several amendments have been made to the MLUL since the adoption of the 2010 Master Plan. These amendments include:

1. In 2010, N.J.S.A. 40:55D-10.5 was adopted and came into effect in 2011. Known as the “Time of Application” rule, this section stipulates that the development regulations in place for a property when a development application is filed govern the application, even if the municipality modifies the regulations governing the property prior to the application’s approval. This does not apply to ordinance provisions concerning health and public safety. In 2018, the NJ Supreme Court upheld this section in *Dunbar Homes, Inc. v. Zoning Board of Adjustment of Franklin Twp.*
2. In 2011, N.J.S.A 40:55D-89 was amended to extend the minimum time in between master plan reexaminations from six years to ten years.

3. In response to the 2012 Federal Collocation Act, N.J.S.A 40:55D-46.2 was adopted in 2012 to allow the collocation of wireless communication equipment on existing support structures without site plan review as long as the original wireless support structure was previously approved and that the collocation does not exacerbate the increase the dimensions of the support structure.
 4. In 2017, N.J.S.A 40:55D-28 was amended to require that all subsequent Land Use Elements includes a strategy statement concerning smart growth, storm resiliency, and environmental sustainability.
 5. On January 15, 2018, N.J.S.A 40:55D-53 was amended to clarify which improvements require performance bonds and also introduced safety and stabilization guarantees (SSG). The SSG in effect codified performance bonds already often required by municipalities.
- e. [Amendments to the Local Redevelopment and Housing Law \(LRHL\)](#)
1. In September 6, 2013, Chapter 159 was adopted, which requires municipalities to state from the beginning of the Preliminary Investigation process whether the area under investigation will be a condemnation or non-condemnation redevelopment area. Prior to this Chapter's adoption, all areas in need of redevelopment allowed for condemnation. Condemnation allows the municipality to use eminent domain in pursuit of the redevelopment plan, whereas eminent domain is not permitted in non-condemnation areas.
 2. On August 9, 2019, the LRHL was amended to expand criterion "b" for designating an areas as in need of redevelopment. The amendment to N.J.S.A 40A:12A-5b adds the allows municipalities to designate an area as in need of redevelopment if it has experienced "significant vacancies" over at least two years of a "building or buildings previously used for commercial, industrial, manufacturing, retail, shopping malls or plazas, office parks". What constitutes "significant vacancies" is at the discretion of municipalities.
- f. [Amendments to the Residential Site Improvement Standards \(RSIS\)](#)
- In 2011, five sections of the RSIS were amended. These changes were relatively minor in order update referenced standards, ensure consistency with the 2010 Asphalt Handbook published by the New Jersey Society of Municipal Engineers, and permit the use of corrugated polypropylene plastic pipe in sanitary sewers and storm drains.
- g. [Stormwater Regulations](#)
1. [NJDEP Stormwater Management Rules \(The "Rules"\)](#)

The Rules received several revisions through 2017, as well as in 2020. The Rules are organized in the Stormwater Management Practices Manual and operationalized through the RSIS. Updates through 2017 include standards for Blue Roof systems as well as updates to Chapter One and structural stormwater management measures. In 2020, the definition of a "major development," over which the Rules have jurisdiction, was expanded to include development that disturbs at least one acre of land or creates a quarter acre of "regulated impervious surface" and or "regulated motor vehicle surface." The 2020 amendments also now apply total suspended solids removal requirements to runoff from motor vehicle surfaces. Lastly, major developments must now employ green infrastructure instead of nonstructural stormwater management tools in order to meet groundwater recharge standards.
 2. [NJDEP Flood Management Regulations](#)

Since its adoption in 2007, the NJDEP regulations set forth by the Flood Hazard Area Control Act have been amended several times. Most recently on April 6, 2020, the NJDEP adopted a new rule that added 600 miles of new Category One waters. The riparian buffer around these waters are now 300 feet, which also applies to these waters' upstream tributaries within the same HUC-14 watershed. Other prior amendments include incorporating FEMA advisory and preliminary flood mapping, increased protections for riparian zones, new permit types, support for Superstorm Sandy recovery, aligning procedures with National Flood Insurance Program and Uniform Construction Code standards, and a cap on stormwater fees.

3. [Clean Stormwater and Flood Reduction Act](#)

Also known as the Flood Defense Act, this act was signed into law on March 18, 2019. The act allows municipalities, counties, and other authorities to create and manage stormwater utilities, joining 40 other states and the District of Columbia in permitting stormwater utilities. The goal of this act is to prevent flooding and manage runoff sources. The stormwater utilities bill property owners based on how much runoff their property generates, measured by a property's improved coverage. This approach seeks to charge property owners proportionally relative to how much runoff they generate.

g. **Other Regional Changes**

1. [Together North Jersey's "The Plan"](#)

Founded in 2011, Together North Jersey is a consortium of public and private stakeholders throughout the North Jersey Transportation Planning Authority planning area. The Plan is not just meant to be a planning document but also a guide for all organizations and individuals in the planning area, because "the decisions we make as individuals, as families and communities are all connected." Based on over two years of community outreach and visioning, the Plan launches from an analysis of existing conditions into a vision for the region's future. The Plan also includes an implementation plan that identifies 15 focus areas and 73 strategies to achieve this future vision.

2. [Regional Planning Association's Fourth Regional Plan](#)

The Fourth Regional Plan, published in 2017, is RPA's most recent comprehensive long-range plan for the Tri-State area in its nearly 100 years of research and advocacy in the region. Replacing its third plan from 1996, the Plan is grounded in five years of outreach and research, culminating in "61 specific recommendations to achieve greater equity, shared prosperity, better health, and sustainability." The Plan is organized into four "action areas" that are the most pressing issues and opportunities for the region: institutions, climate change, transportation, and affordability.



A APPENDIX A

SUMMARY OF SURVEY RESULTS



UNLOCKING POTENTIAL
IN PLACES YOU LOVE

60 Union Street, #1N, Newark NJ 07105

Memorandum

To: Borough of Elmwood Park
From: Topology
Date: October 10, 2020
SUBJECT: **Master Plan Reexamination Survey Results**

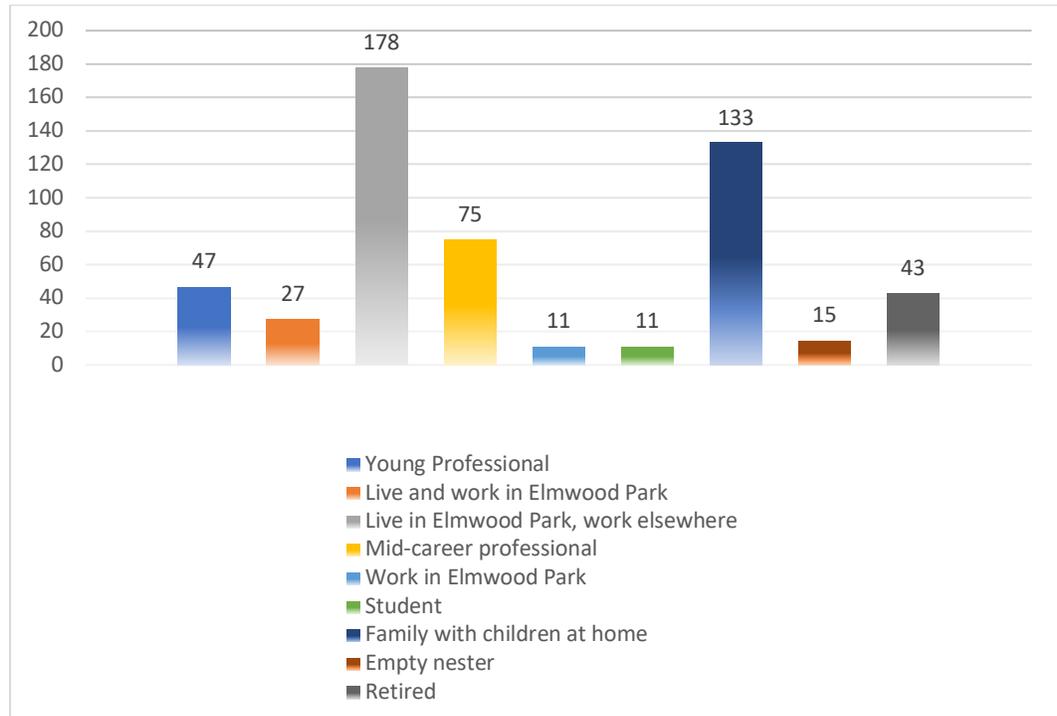
I. Introduction

The purpose of this memorandum is to summarize the findings from a survey conducted as part of the preparation and adoption of Elmwood Park's 2020 Master Plan Reexamination. This survey was designed to collect input on various land use planning concepts. The survey was open to the public from July 16, 2020 to September 21, 2020, during which time, 267 individuals participated. The 36 questions included a mix of multiple choice, ranking and open-ended response fields which explored the respondent's personal connections to Elmwood Park, perspectives on the Borough, and land use preferences. Advertisements for the survey were published on the Borough's website and social media accounts.

II. Respondent Demographics

Average Years of Elmwood Park Residence: 23

Respondent Profiles:

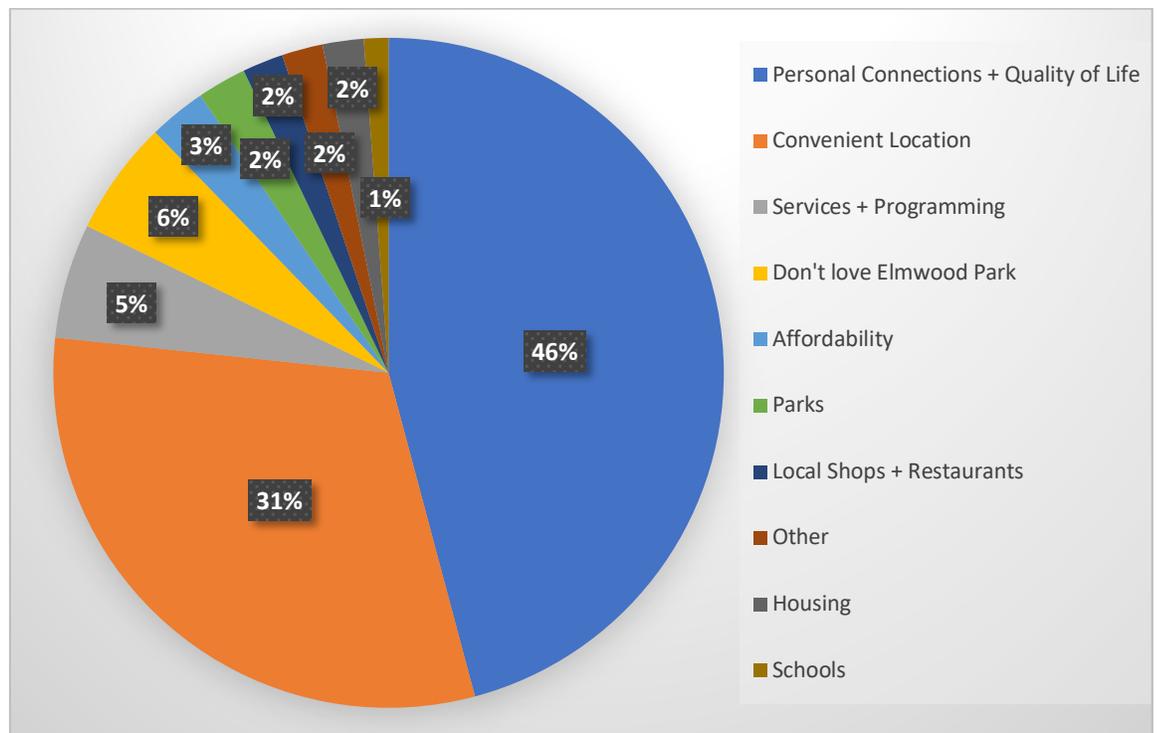


Respondents consisted nearly entirely Elmwood Park residents with some other stakeholders such as those employed in the Borough. The number of respondents reporting to be either young or mid-career professionals living within Elmwood Park appears to be significantly greater than the number of retirees, while those living with families at home substantially outnumbered empty nesters.

III. General Insights

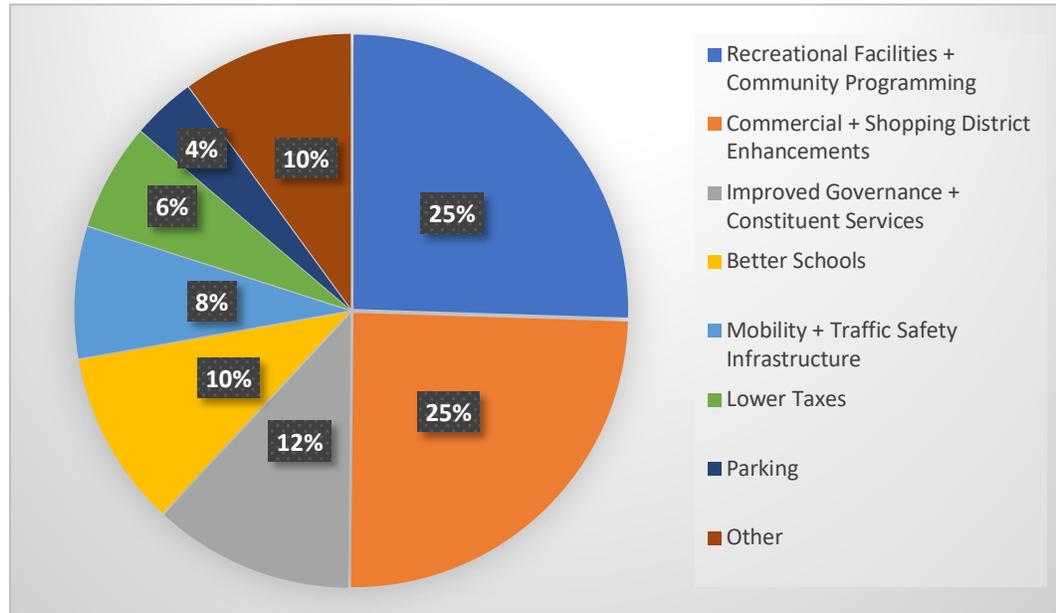
What do you love most about Elmwood Park?

When asked to name what they love most about the Borough, respondents most frequently cited factors related to their fellow residents and other intangible qualities of the community. Factors relating to the Borough’s convenient location was also a prominent reason offered for loving Elmwood Park. Other factors provided related to the quality of recreational programs, affordability, and local shops and restaurants. The percentages of respondents expressing appreciation for each of the various aspects of life in Elmwood Park are detailed in the chart below.



What does Elmwood Park need the most?

Roughly half of respondents identified recreational facilities and community programming or commercial and shopping district enhancements as Elmwood Park’s greatest need. Other responses garnering at least 10% of responses included better schools, and improved governance and constituent services.



How significant are the following issues for Elmwood Park?

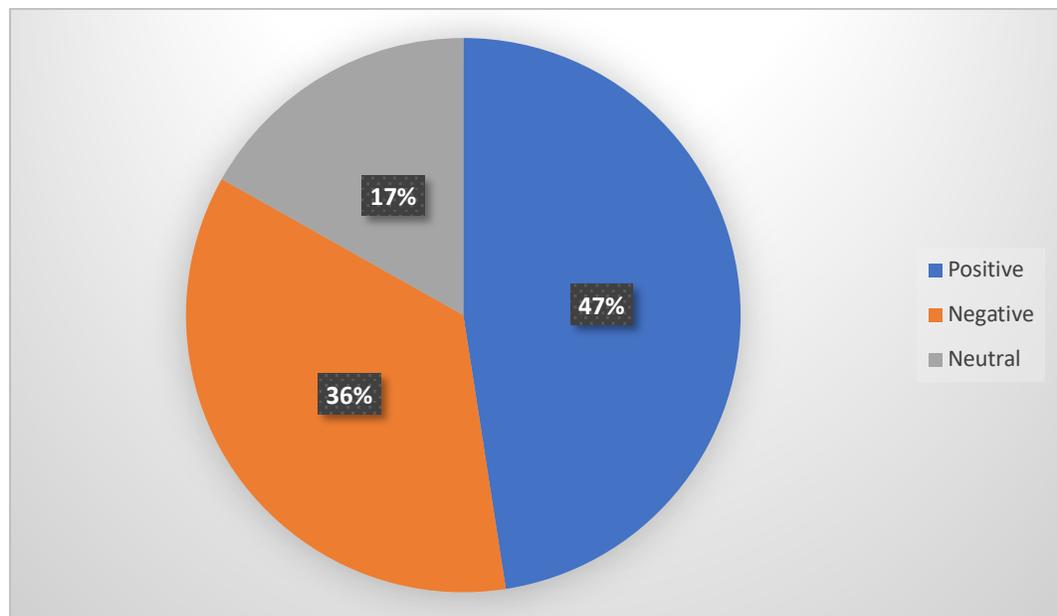
When asked about the significance of several issues facing Elmwood Park, the maintenance of parks and open spaces was most frequently cited as “very significant” among respondents. This was also the issue with the highest combined response rate (approximately 92%) for being either “very significant” or “fairly significant”. Bicycle and pedestrian safety, the availability of shopping and professional services, and the quality of recreational and social programming also rated as areas of significant concern. These issues received a response of “very significant” or “fairly significant” at rates of 85%, 83%, and 83% respectively. The Borough’s lack of a train station appeared to be the least concerning issue among respondents, with 32% of respondents stating that it is “not very significant” or “not at all significant”.

Issue	Weighted Average
Parking in the Market Street commercial area	3.44
Affordability of housing	3.54
Excessive development intensity on residential lots	3.91
Traffic congestion	3.66

Bicycle and pedestrian safety	4.33
Maintenance of parks and open spaces	4.55
Preservation of historic homes and districts	3.74
Lack of a passenger train station	3.13
Redevelopment of underutilized parts of the Borough	4.13
Availability of shopping and professional services	4.20
Quality of recreational/social programming	4.32
Protection of environmentally sensitive areas	4.12
Universal accessibility for people of all levels of physical ability	4.18

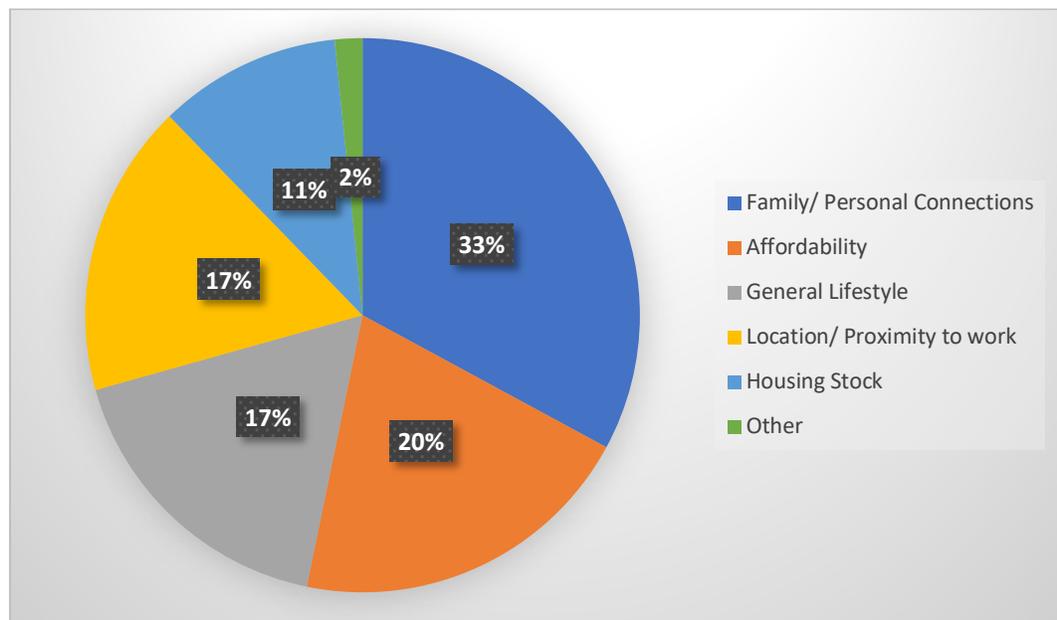
What are three words you would use to describe Elmwood Park?

When asked to name three words to describe Elmwood Park, respondents were generally positive in the sentiments they expressed. Phrases including “safe” and “friendly” were among the most frequent, while those who expressed negative sentiments frequently used phrases like “expensive” and “boring”. Respondents also provided neutral, matter-of-fact descriptions of the Borough such as “suburban”, which constituted approximately 17% of all responses.



Why did you move to Elmwood Park, and why do you stay?

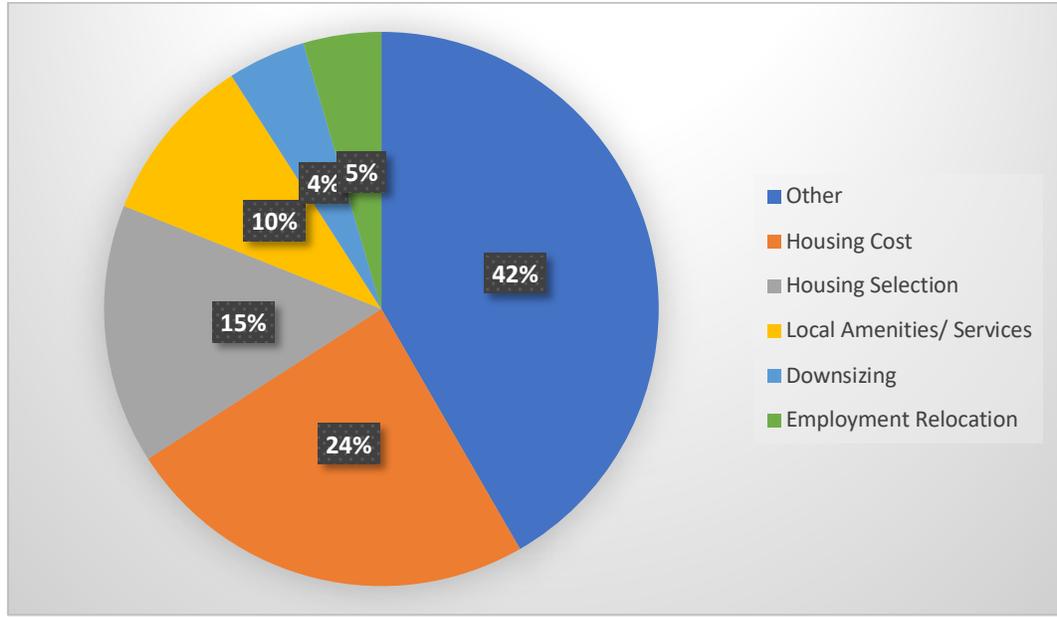
The most common response cited as a reason for moving to Elmwood Park and/or choosing to remain in the Borough related to family, whether by virtue of having been raised in the Borough or wanting to be closer to relatives. Affordability, especially compared to similar Bergen County communities was also a draw for many respondents, as well as general lifestyle factors such as the safety and convenience of their neighborhoods. Finally, the Borough's location near employment centers and transportation infrastructure was a deciding factor for a significant number of respondents.



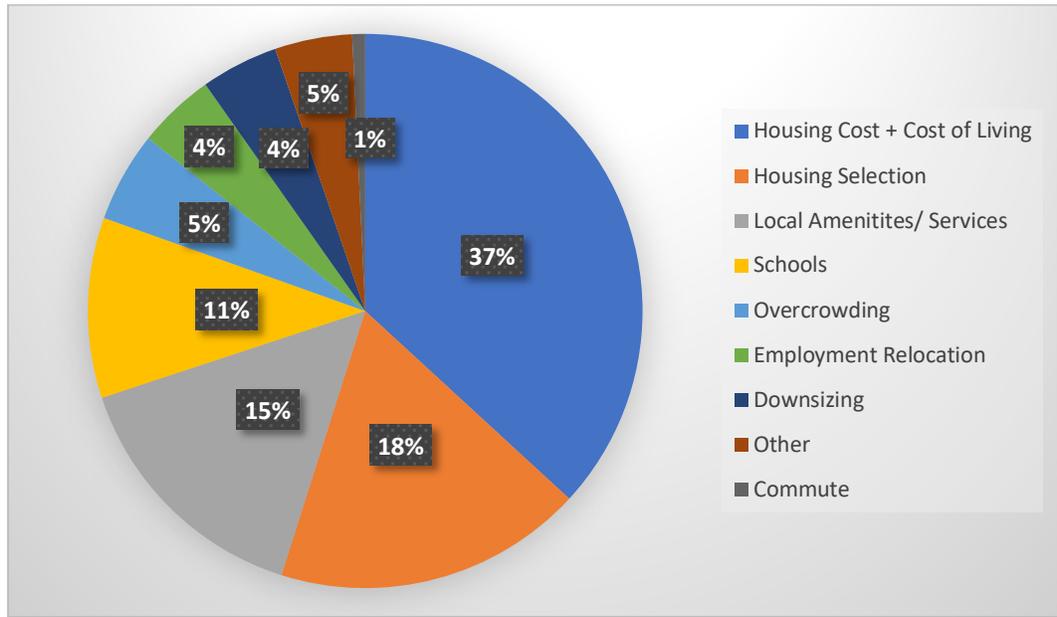
Reasons for Leaving the Borough

233 respondents (82 intend to leave within 5 years)

Among the reasons that the approximately 35% of Township residents who indicated they were likely to leave Elmwood Park within the next five years, those associated with cost of living were the most common. Other reasons included dissatisfaction with the school system, and overcrowding.



When the large number of respondents who selected “other” as their reason for staying in the Borough are parsed out, they underscore the influence of the cost of living in residents’ ability to stay.



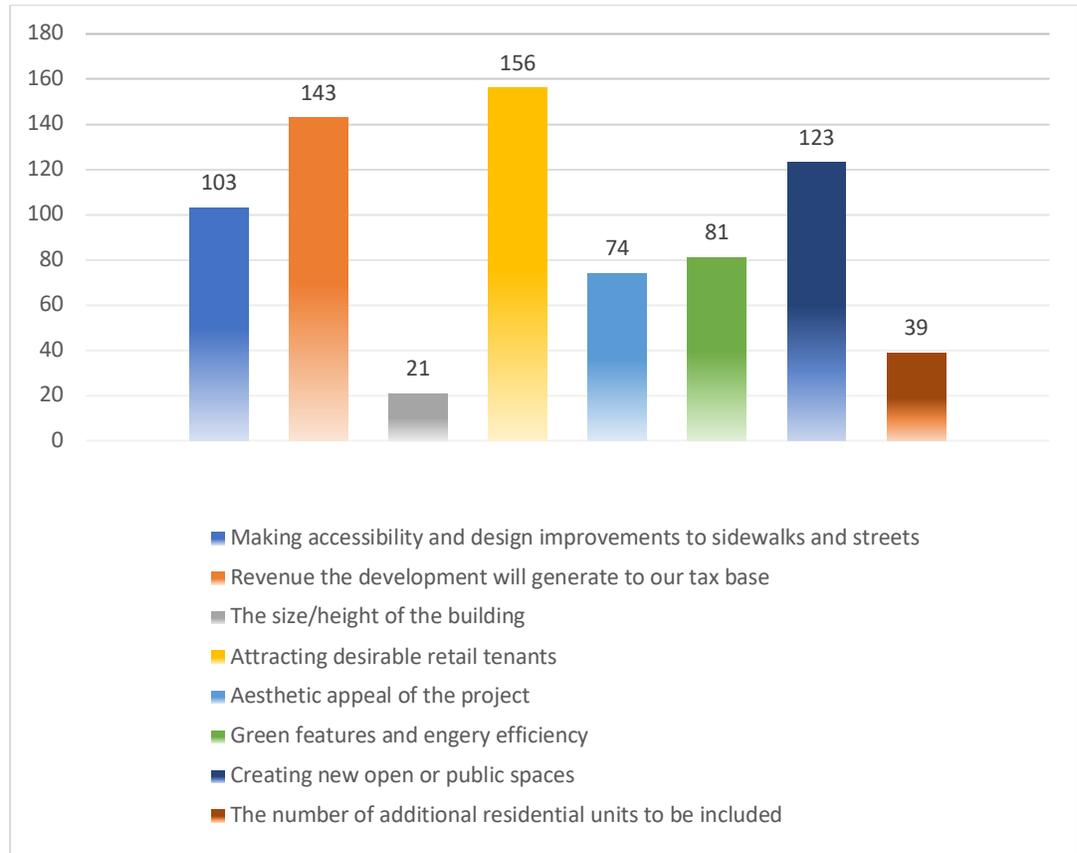
IV. Housing Preferences

Respondents appear to enjoy the single-family residential pattern that occupies much of the Borough. Approximately 73% of respondents indicated that they lived in a single-family residence, which is substantially higher percentage of Elmwood Park that live in this type of housing throughout the Borough (45.7% according to 2018 census data). This suggests a need to improve engagement with residents who reside in multi-family housing.

In accordance with these results, features associated with single-family residential patterns such as private outdoor spaces (patios, etc.) emerged as the most desirable housing features among respondents. Conversely, those associated with multi-family housing such as shared outdoor spaces was reported most frequently as a “deterrent” to choosing a home. Residing in a historic home received the highest combined number of respondents indicating that such a feature would be either “unimportant” or a “deterrent”.

V. Commercial Areas

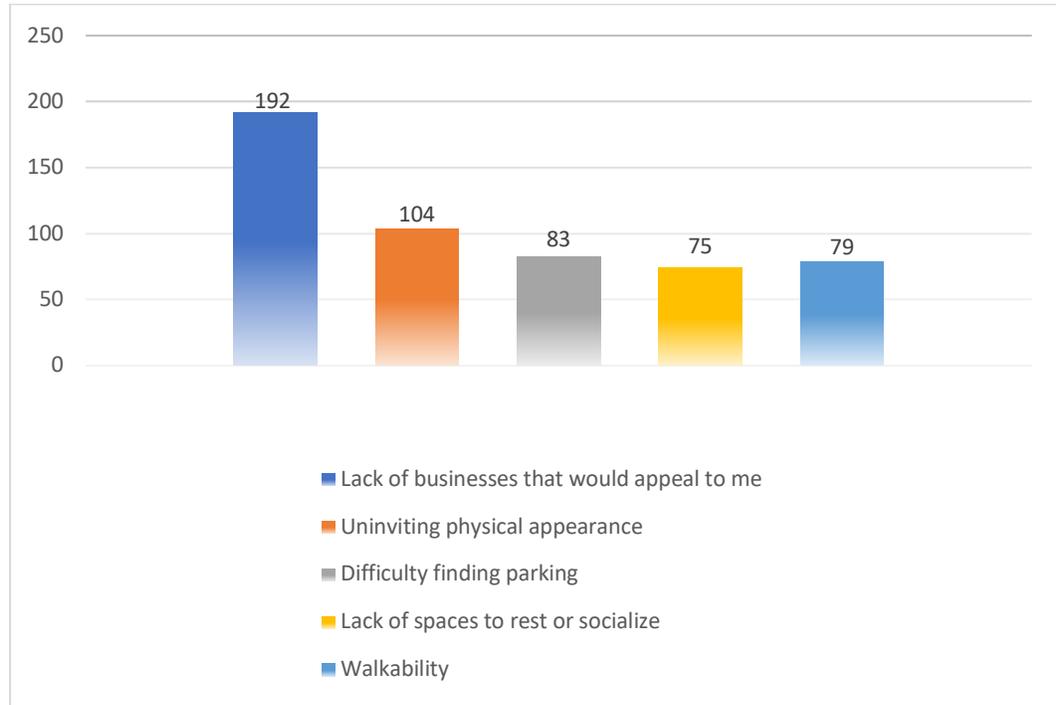
What is most important to you in consideration of potential development in the Borough? Pick your top three and explain why.



When asked to evaluate what benefits the Borough should prioritize in new development, the most common responses included the potential for attracting new retail tenants, potential new tax revenue, and the potential for new open spaces.

What keeps you from patronizing the shops and services in Elmwood Park more frequently? (Check all that apply)?

When asked to identify the factors which keep residents from utilizing the shops and services in the Borough, the lack of appealing businesses emerged as the most prevalent reason, nearly doubling the responses received for the second most popular reason. This was a sentiment frequently expressed throughout the survey and provides the Borough a clear mandate to try and attract such businesses.



Which of the following services would you like to see more of in Elmwood Park?

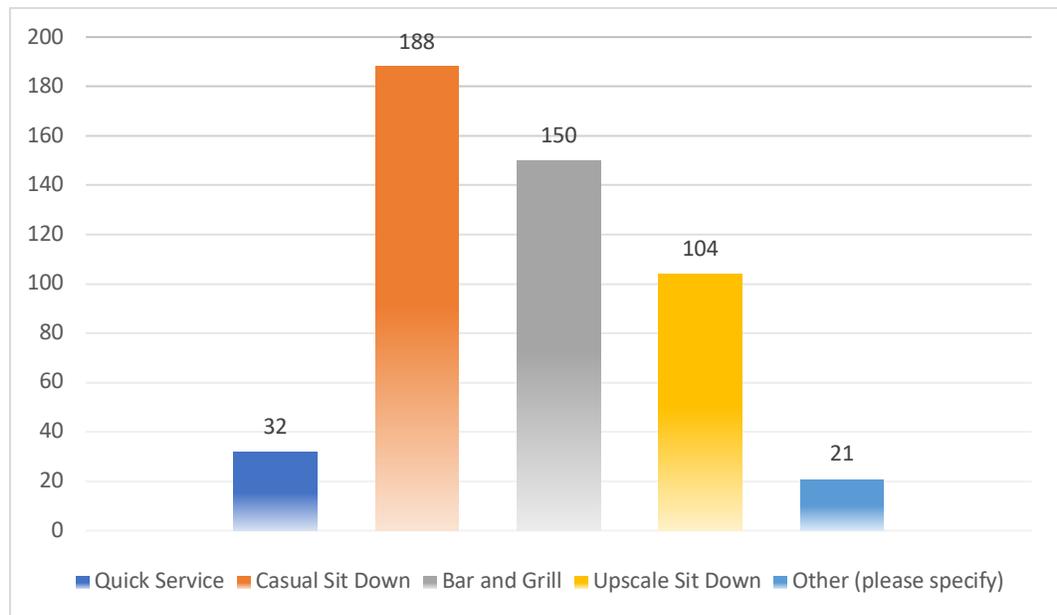
When asked about what kind of business the Borough needs more of, a grocery store emerged as the most desired. Following this in order of preference, were many socially oriented spaces such as restaurants and DIY classes.

Type of Establishment	Weighted Average
Grocery Store	1.22
Pub/ Restaurant	1.38
DIY Class (paint + sip, pottery making, etc.)	1.40
Fine Dining	1.41
Home Goods	1.44
Art, Music, Book Store	1.49
Arts/ Crafts	1.54

Coffee Shop	1.55
Clothing Store/ Shoe Store	1.61
Gift Store	1.63
Health/ Beauty	1.74
Electronics	1.85
Brewery	1.87
Salon/ Spa	2.04
Day Care Facility	2.05
Furniture/ Interior Design	2.09
Fitness Center	2.10
Dry Cleaning	2.30
Pharmacy	2.52
Liquor/ Wine Store	2.58

Dining Preferences

When asked about their favorite variety of dining establishments, respondents indicated a preference for casual sit-down establishments. Respondents also indicated that between the three meals of the day, dinner is the most likely to be the meal which they enjoy at an Elmwood Park restaurant.



VI. Lifestyles

When asked which activities they participated in the most, respondents indicated that they most frequently go out for shopping and dining. These results correspond with those received when respondents were asked what type of facilities, amenities, shopping or entertainment destinations that they would like to see most in the Borough. The most popular responses indicated the desire for more "3rd space" retail such as cafes, restaurants, and public plazas where adults can meet to socialize while dining and taking care of their shopping needs.

Activity	Weighted Average*
Entertainment (festivals, concerts, plays, etc.)	2.84
Dining	4.37
Nightlife (social events after 10pm)	2.52
Retail shopping (including Farmer's Market)	4.43
Business meetings and work obligations	2.60
Personal business (banking, medical, municipal, etc.)	4.23
Fitness Center/ Classes	2.75
Haircut, grooming/ nail salon	3.49
Home improvement	3.22
Other	2.36

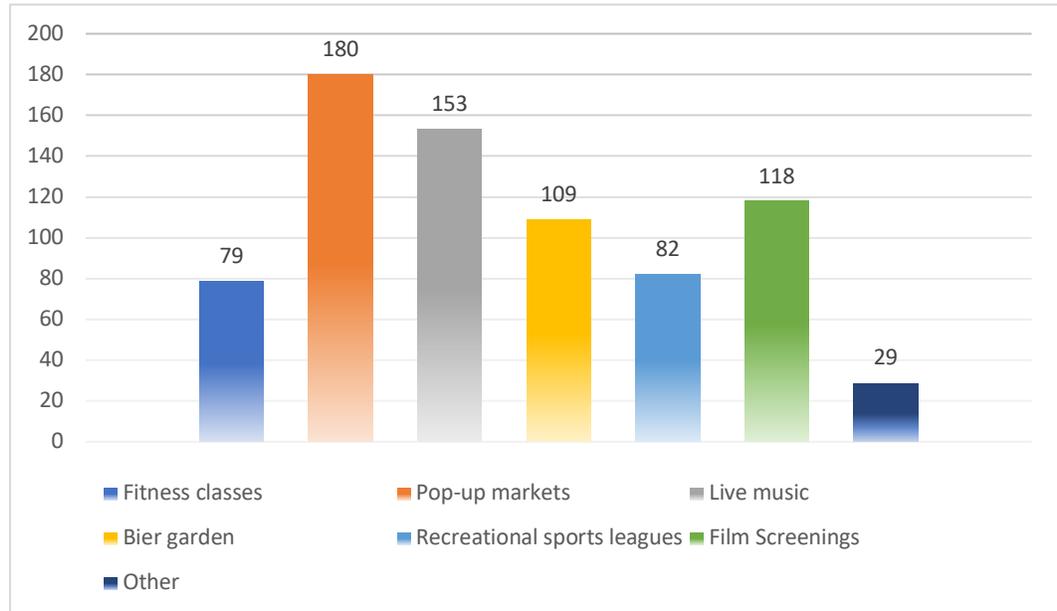
VII. Open Space

The most popular open space option among survey respondents was the public outdoor dining area pictured below. This result reinforces the responses from prior questions on the most desired facilities to bring to the Borough, and is a timely measure for the emerging needs for communities to adapt to public health guidelines related to COVID-19. Improved maintenance and cleanliness was the primary concern for respondents when asked what they would do to improve existing open spaces, and seating such as that featured below was the most frequently cited infrastructural improvement.



Recreational Programming

When asked what type of open space programming would be the most desirable for the Borough, respondents most frequently expressed their preference for seasonal "pop-up" markets such as a farmer's market and similar passive activities such as live music performances or film screenings.



VIII. Sustainability

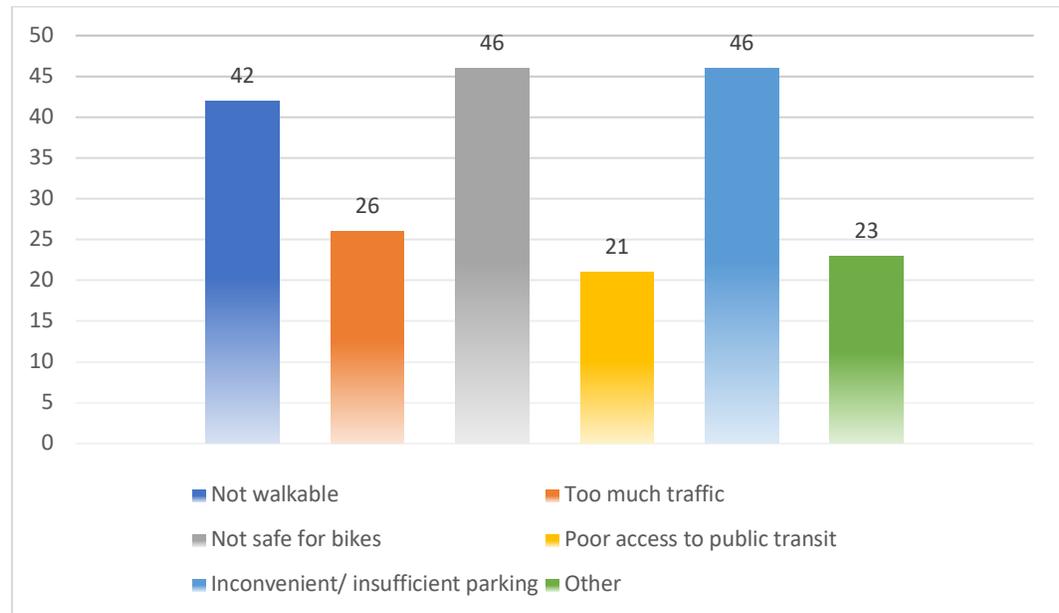
When asked about their level of support for various sustainability measures, respondents were highly supportive of strategies to establish vegetated buffers that would protect local waterways from run-off pollution and help alleviate localized flooding.

Strategy	Weighted Average
Environmental standards (EnergyStar, LEED, etc.) in new building and remodeling projects	3.94
Vegetated buffers and green infrastructure to protect local waterways from run-off pollution	4.17
Increase the availability of electric vehicle charging stations	2.83
Solar panels in areas unsuitable for development, over parking lots, or on rooftops	3.65
Expand the availability of recycling and composting facilities	3.90
Discourage the use of single-use plastic items such as shopping bags and water bottles	3.40

IX. Mobility

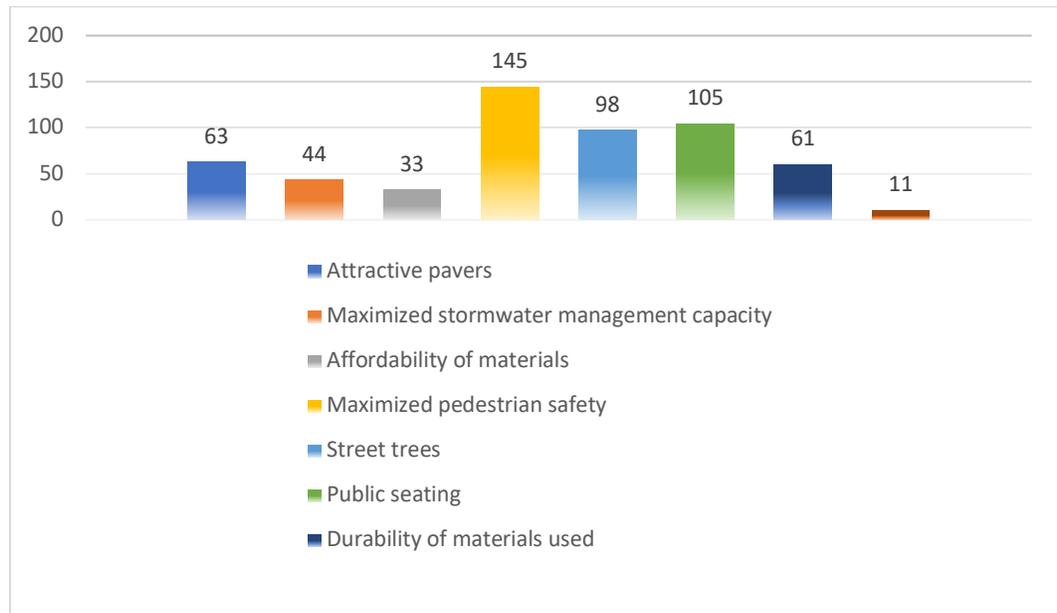
What is the greatest transportation related challenge facing Elmwood Park?

Respondents were fairly evenly split when asked what they believe to be the greatest transportation related challenge facing the Borough. A lack of parking and general bicycle/ pedestrian accessibility emerged as the primary concerns.



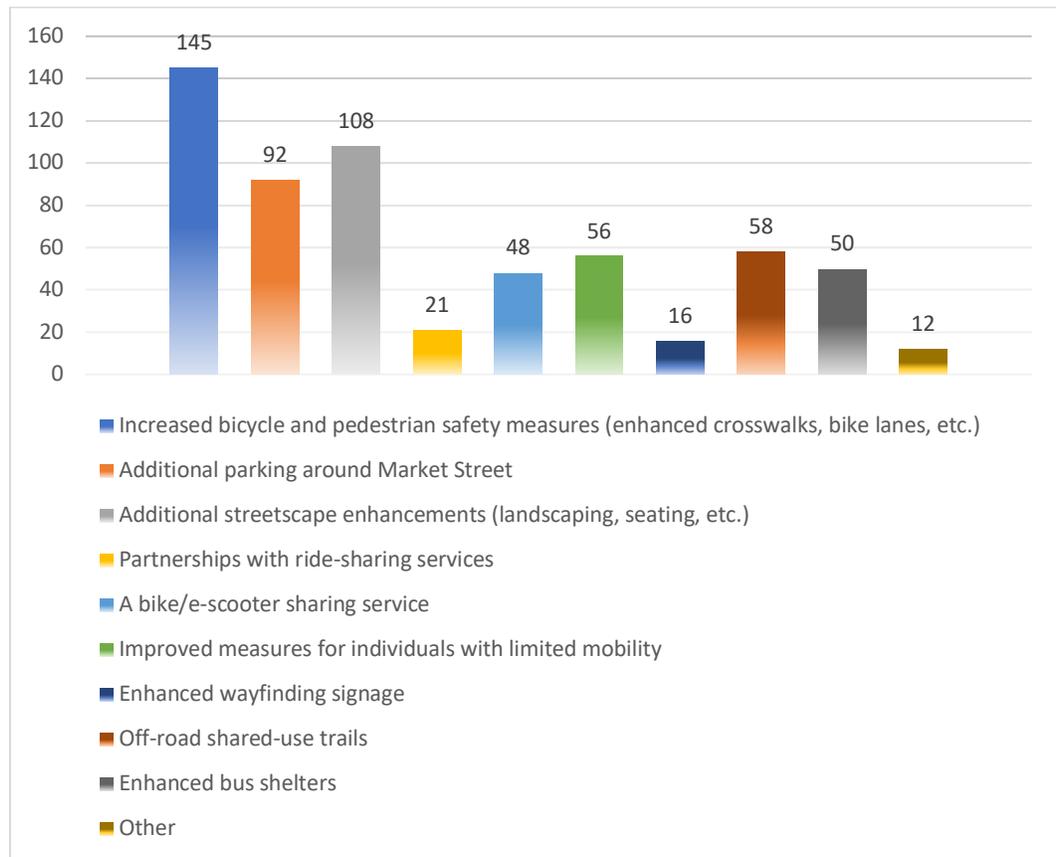
What are the most important considerations for the design of pedestrian oriented streets in the Borough?

Pedestrian safety emerged as the highest priority among design considerations for pedestrian oriented streets in the Borough, as this was selected by over 70% of respondents. Approximately 50% selected the next most popular choices, seating and shade trees.



Which of the following would most help improve Mobility throughout the Borough?

In accordance with the results received for the most important design consideration for pedestrian oriented streets, overall bicycle and pedestrian safety enjoyed the most support for what would most improve overall mobility throughout the Borough, followed by additional seating and landscaping improvements. With the exception of additional parking, no other response emerged with over 28% of support among respondents.



X. Architectural Preferences

Respondents expressed their preference for modestly sized buildings with pitched roofs in a colonial revival fashion, as pictured below.



The least favored architectural style, pictured below, reflects a more modern design.

