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Housing and Population Studies

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HOUSING AND POPULATION STUDIES

Prepared for the

BOROUGH OF SAYREVILLE PLANNING BOARD

by

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PROFESSIONAL PLANNING

and

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BOROUGH OF SAYREVILLE

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INTRODUCTION

This study addresses numerous basic planning issues associated with population growth and the housing needs of the existing and future resident population of the Borough. The report provides a detailed and factual updating of the existing Population Analysis (Master Plan Study No. 4; dated August 1968) prepared as part of the overall Master Plan program funded under the urban planning assistance program authorized by Section 701 of the Housing Act of 1954, as amended.

The findings of fact and conclusions set forth in this report have been coordinated with other studies conducted by this Consultant prepared since the adoption of the Master Plan of the Borough of Sayreville on January 11, 1971. The study is also coordinated with the Natural Resource Inventory study prepared by this Consultant for the Mayor and Council of the Borough of Sayreville, the Housing Assistance Plan set forth in the Community Development Block Grant program, housing studies prepared by the Middlesex County Planning Board, and housing and population studies prepared by the New Jersey Departments of Community Affairs and Labor and Industry.

Finally, the study and analysis presented herein does address specifically the issues raised by the Urban League of Greater New Brunswick versus the Borough of Carteret, et als. More specifically, this report sets forth a detailed analysis of the historical and existing population and housing characteristics existing within the community, the expected future population growth and housing needs and a comparison of same to the existing residential policies as set forth in the adopted Master Plan, amendments thereto, and the zoning ordinance of the Borough of Sayreville.

The report is divided into five (5) chapters. Chapter I provides an updated population analysis of the Borough of Sayreville. Chapter II

CHAPTER I

The most recent complete population analysis of the Borough of Sayreville was prepared as part of the Comprehensive Master Plan Program. Master Plan Study No. 4, entitled Population Analysis, dated August 1968, sets forth a detailed analysis of the historical population growth characteristics of the community, as well as the population characteristics of the Borough based upon available data as of August 1968. The August 1968 study also sets forth estimates of population growth.

Utilizing U. S. Census of Population data and population studies prepared by the Middlesex County Planning Board, New Jersey Department of Community Affairs and other studies prepared by this Consultant for the Borough of Sayreville Planning Board since 1968, an updated analysis and estimate of the population characteristics and total resident population of the Borough of Sayreville has been prepared.

The Table I-1 entitled Historical Population Growth of the Borough of Sayreville shows the population growth trends of the Borough.

TABLE I-1
HISTORICAL POPULATION GROWTH
BOROUGH OF SAYREVILLE
1930 to 1970

<u>Year</u>	<u>Population</u>	<u>Numerical Increase</u>	<u>Percent Increase By Decade</u>
1930	8,658	----	----
1940	8,186	472	5.7
1950	10,338	2,152	20.8
1960	22,553	12,215	54.1
1970	32,705	10,152	31.0

SOURCE: U. S. Census of Population.

Obviously, a substantial reduction of population growth is estimated. The updated forecast is accountable to known residential development occurring in the Borough since 1970, as well as outstanding housing development plans on file with the community. More specifically, a senior citizen non-profit housing development project consisting of 182 units, the Sheffield Mews townhouse development consisting of 215 units, a garden apartment development having both Board of Adjustment and site plan approval consisting of 220 units, and the River End planned unit development having tentative plan approval consisting of 342 units, are housing development projects considered eminent in terms of construction and occupancy within the Borough of Sayreville. The combined total number of dwelling units of the aforesaid project amounts to 959 dwelling units. Adding the potential population residing in such housing, the estimated 1980 population is 36,810.

The estimated 1985 population of 40,360 persons is based upon anticipated residential development within the planned unit development districts. The revised population forecasts for the next ten (10) year period is also accountable to known limitations and conditions as follows:

- a. Declining family size.
- b. Continued high cost of construction financing.
- c. Substantial site improvement costs associated with remaining vacant lands suitable for residential development, particularly within the planned unit development districts of the Borough of Sayreville.
- d. The recognized national migration trends of population to the south and southwest sections of the United States, as opposed to trends existing in the 1960's (migration to the northwest and west coast of the United States).

The decline in the percent of school age and under 5 years of age population may be expected to result from the long term trend of declining family size. The increase of resident population 20 to 44 years of age may be expected to increase due to residential development within the P. U. D. zoning districts, as well as current multi-family housing now under construction (Sheffield Mews); and the increase of population 65 years and over as a result of increased longevity (average life expectancy) and the general maturation trend of resident population cited above.

Table I-4 illustrates the trends of public school enrollment in the Borough of Sayreville from 1960 to 1976. Despite the fact of substantial population growth occurring between 1960 and 1976, the percent of total population attending public schools in the Borough has remained relatively constant. Furthermore, based upon updated population projections for the Borough (Table I-2) no significant change of the percent of total population attending public schools is anticipated.

CHAPTER II

This chapter focuses upon housing costs and resident population income characteristics. The purpose of this chapter is to set forth factual information to determine housing needs for the existing and future populations of the Borough of Sayreville.

The Bureau of Census publishes detailed information for municipalities which characterizes the condition, type, value and amounts of housing existing within the community. Based upon U.S. Census survey data, an estimated 149 dwelling units existed in the Borough as of 1970 lacking some or all plumbing. The census also estimated that 134 owner occupied dwellings had a value of less than \$10,000 in 1970.

The estimated total number of dwelling units existing in the Borough as of January 1976, is 9600 units. Of this total, 7470 are owner occupied dwellings and 2130 are renter occupied dwellings. Utilizing this data, one may readily conclude that the vast majority of all dwelling units existing in the Borough of Sayreville are in sound and well maintained condition. Notwithstanding the above, the New Jersey Department of Community Affairs prepared estimates of the condition of housing by municipality based upon 1970 census data. D. C. A. estimated a total of 580 dwelling units were deteriorated, 226 were dilapidated and 178 units lacked some or all plumbing. D. C. A. did not define terms "deteriorated and dilapidated".

Because the Bureau of Census population and housing statistics for 1970 are the most complete and detailed data source available, the estimate of substandard housing (housing lacking some or all plumbing) as set forth by the Bureau of Census, is accepted as the best estimate of occupied substandard housing existing within the Borough.

possessed one or more levels of local approval prior to construction. This number of dwelling units does represent a substantial new housing source for low and moderate income households in the Borough of Sayreville. Furthermore, this total number of dwelling units exceeds the prescribed need as set forth in Judge Furman's decision pertaining to the Borough of Sayreville pursuant to the Urban League of Greater New Brunswick versus the Borough of Carteret et als.

Prior discussions focused upon future housing need for low and moderate income families within the Borough of Sayreville. In addition, an estimate of the housing assistance need of current resident families has been prepared. The term housing assistance need describes a relationship of the cost of housing to total gross family income. Put another way, analysis has been made to determine the following:

1. The number of renter households paying an excessive amount of gross family income for housing.
2. The number of homeowners existing within the Borough of Sayreville having insufficient income to make basic improvements to properties.

Estimate of Existing Renter Household Housing Assistance Need

Renter housing assistance need is based upon analysis of statistical calculation of the number of renter households paying in excess of 25 percent of gross family income for rent and having a gross income of less than \$10,000.

Table II-1 entitled "Renter Occupied Housing by Monthly Rent and Family Income" shows the estimated renter housing assistance

need calculated in accordance with the above designed parameters. The estimated need is 369 households.

A housing assistance plan is contained within the Borough's 1976 application for Community Development Block Grant funds. That application was prepared prior to detailed analysis of housing assistance needs of the Borough of Sayreville. The application indicates a total renter housing assistance need of 446 families. That feature of the housing assistance plan, as well as other aspects, are currently under review and an amended housing assistance plan will be presented to the Borough Council and thereafter submitted to the Department of Housing and Urban Development for approval.

Owner Occupied Housing Assistance Need

Table II-2 entitled "Owner Occupied Housing by Value and Family Income" was prepared based upon a specialized computer printout commissioned by this Consultant from the joint Rutgers-Princeton computer project. Utilizing this data, as well as the definition for owner occupied housing assistance need cited above, a total of 335 homeowners warrant some form of housing assistance.

In the case of owner occupied dwelling units and in conjunction with the estimate of housing assistance need, this analysis is not intended to suggest cash payments to homeowners for purposes of payment of taxes, interest and amortization or utility costs. The analysis is intended to provide insight as to the number of low and moderate income families (families having income of less than \$10,000 per year) and residing in a home having a value of less than \$15,000 and considering these factors collectively, represent households hard pressed to afford normal maintenance and most probably unable to afford extraordinary improvement costs.

Normal maintenance costs would include house painting, roof repairs, landscaping and general maintenance needs. Extraordinary costs would include plumbing replacement, wiring, new roofing and heating system replacement.

The estimate of owner occupied housing assistance need is consistent with the housing assistance plan of the Borough of Sayreville's application for Community Development Block Grant funds. No adjustment of this facet of the plan appears warranted.

The owner occupied housing assistance need is considered a comprehensive estimate. The estimate would include substandard dwellings (dwellings having a value of less than \$10,000), homes of 30 years of age and over and having a value of less than \$10,000 and lower cost homes occupied by lower income families. Specifically, the estimate of owner occupied need is accountable to family income as well as condition and age of dwelling units.

Examination of the above table shows that nearly 3/4 of the total number of households in the Borough of Sayreville, as of 1970 had gross family incomes of less than \$15,000. Examination further shows that in excess of 1/3 of the total households had an income of less than \$10,000.

In 1969, the median income for the Borough of Sayreville was slightly less than \$12,000. Pursuant to definitions promulgated by the U. S. Department of Housing and Urban Development, a household having a gross income of less than 80 percent of the median income of the community is classified as a moderate income household. A household having a gross income of less than 50 percent of the median of the community is classified as a low income household.

In context with the above, the resident population of the Borough is classified as a middle and moderate income residential community. The median income of the Borough of Sayreville is nearly identical to that of Middlesex County.

Table III-2 shows lower income households by census tract for the Borough of Sayreville.

Examination of Table III-2 shows that there is no significant concentration of lower income households by census tract within the Borough. The highest concentration of lower income households is located east of the Garden State Parkway. The lowest concentration of lower income families is located in census tract 73.01.

Occupational Characteristics

The Bureau of Census published data describing the occupation and earning characteristics by municipality. Table III-3 shows the occupation and earnings characteristics of the 1970 resident population of the Borough of Sayreville.

TABLE III-3
OCCUPATION AND EARNING CHARACTERISTICS
RESIDENT LABOR FORCE
BOROUGH OF SAYREVILLE, 1970

Total Employed (16 years old and over)	13,246	
<u>Occupation</u>		
Professional	1,616	
Managers and Administrators	814	
Sales	936	
Clerical	2,701	
Craftsmen	2,476	
Operatives	2,465	
Transport	577	
Laborers	513	
Service	1,148	
<u>Median Earnings</u>	<u>Male</u>	<u>Female</u>
Professional	10,990	-
Craftsmen	9,919	-
Operatives	8,926	4,117
Laborers	8,033	-

Source: U.S. Census of Population, 1970.

TABLE III-4
INDUSTRY OF EMPLOYMENT
BOROUGH OF SAYREVILLE, 1970

INDUSTRY	
Total employed, 16 years old and over	13,246
Agriculture, forestry, and fisheries	44
Mining	11
Construction	624
Manufacturing	5,556
Furniture and lumber and wood products	10
Metal industries	406
Machinery, except electrical	263
Electrical machinery, equipment and supplies	451
Transportation equipment	175
Other durable goods	978
Food and kindred products	388
Textiles and fabricated textile products	541
Printing, publishing, and allied products	188
Chemicals and allied products	1,561
Other nondurable goods (incl. not specified mfg. indus.)	595
Railroads and railway express service	117
Trucking service and warehousing	350
Other transportation	264
Communications	262
Utilities and sanitary services	374
Wholesale trade	507
Food, bakery, and dairy stores	414
Eating and drinking places	391
General merchandise retailing	349
Motor vehicle retailing and service stations	305
Other retail trade	477
Banking and credit agencies	210
Insurance, real estate, and other finance	403
Business and repair shops	429
Private households	23
Other personal services	221
Entertainment and recreation services	59
Hospitals	161
Health services, except hospitals	159
Elementary, secondary schools, and colleges- government	607
Elementary, secondary schools, and colleges- private	128
Other education and kindred services	15
Welfare, religious, and nonprofit membership organizations	146
Legal engineering, and miscellaneous professional services	250
Public administration	390

Source: U.S. Census of Population.

TABLE III-5
 COMPARISON OF BOROUGH OF SAYREVILLE LABOR FORCE
 BY INDUSTRY OF EMPLOYMENT
 AND TRENDS OF MANUFACTURING IN NEW JERSEY

	Borough of Sayreville/1970		NJ 1974	Percent
	Employment	% of Total	Employment (1,000's)	Change 1950 to 1974
Furniture, lumber and wood products	10	-	14.8	-6.5
Metal industries	406	7.3	31.8	-21.2
Machinery (except electrical)	263	4.7	74.9	50.1
Electrical	451	8.1	108.3	11.4
Transportation	197	3.5	21.4	-46.6
Other durable goods	978	17.5	25.2	-28.6
Food and kindred products	388	7.0	57.4	1.6
Textiles	541	9.7	91.2	-40.0
Printing and publishing	188	3.4	46.3	103.1
Chemicals	1,561	28.1	127.7	73.3
Other non-durable goods	595	10.7	-	-
TOTAL	5,556	100.0	584.2	NA

Source: U.S. Census of Population.
 1974 N. J. Department of Labor and Industry Annual Report.

3. Total employment within the municipality has declined by 978 jobs in the past five year period. This estimate is based upon New Jersey Department of Labor and Industry's surveys of covered employment by municipality. In this same five year period, population growth has also declined substantially in comparison to the rate of population growth characteristic of the 1960's in the Borough of Sayreville (see Chapter I).

The Tri-State Regional Planning Commission has published data describing the income characteristics for both workers commuting to the Borough of Sayreville to work, as well as for residents commuting to places outside the Borough to their job. The Tri-State Regional Planning Commission data is based upon 1970 census information. Review of Tri-State Regional Planning Commission shows the following:

1. Approximately 2,000 persons commute to the Borough for purposes of employment.

2. Of the total commuters working in the Borough, approximately 65 percent earned more than \$10,000 per year in 1970.

3. Nearly one-third of the total work force resident in the Borough of Sayreville commuted to places of work outside Middlesex County in 1970. U.S. Census data indicates that 85 percent of all Borough residents commuting to places of work outside the County earned more than \$10,000 per year.

Assessment of Existing and Future Housing Supply

Analysis of the rates of population growth, housing assistance need for owner and renter occupied dwellings and the employment income characteristics of the resident population of the Borough of Sayreville, all of which is presented in considerable detail heretofore

Chapters I and II presented detailed analysis of the existing as well as imminent housing resources of the Borough. The analysis showed that development applications having various levels of local approval will result in construction of 959 new multi-family units. This total number of new units accounts for slightly more than 50 percent of total new housing forecast over the next 10 years. This type of housing also is considered potentially available to lower income households.

TABLE IV-1
 VACANT DEVELOPABLE LAND
 ZONED FOR RESIDENTIAL USE
 BOROUGH OF SAYREVILLE, 1976

R-7 Residential District	77 acres
R-10 Residential District	72 acres
R-20 Residential District	0 acres
M-1 P. U. D. (Sayre and Fisher Tract)	280 acres
M-1 P. U. D. (Kaplan and Transcontinental Pipeline Area)	250 acres
M-2 P. U. D. District	382 acres
B-3 P. U. D. District	128 acres
B-4 P. U. D. District	100 acres
TOTAL	<u>1289 acres</u>

Source: E. Eugene Oross Associates based upon March 1976 updated existing land use plan.

TABLE IV-2
 POTENTIAL HOUSING AND TOTAL POPULATION
 AT COMPLETE LAND DEVELOPMENT
 (based upon current zoning ordinance
 of Borough of Sayreville - 1976)

Residential Zone ⁽¹⁾	Developable ⁽²⁾ Vacant Land	Potential Total Housing ⁽⁴⁾				Maximum Potential Population
		Single Family	Town- house	Apts.	Total	
R-7	77	195	252	0	447	1565
R-10	72	313	0	0	313	1096
R-20	0	0	0	0	0	0
M-1 (PUD)	530	119	1073	1193	2385	8348
M-2 (PUD)	382	77	689	766	1532	5362
B-3 (PUD)	128	26	230	256	512	1792
B-4 (PUD)	100 ⁽³⁾	0	160	250	410	1435
TOTAL	1289	730	2404	2465	5599	19,598

- (1) Includes P. U. D. districts which permit residential development.
- (2) Does not include flood hazard areas, vacant, publically owned land or land within P. U. D. districts currently in sand and gravel operation. The acreage shown for P. U. D. districts does include areas formerly mined.
- (3) This acreage includes the River End P. U. D. which has tentative plan approval for 342 dwelling units. The projected development of the Borough of Sayreville (P. U. D.) district is based upon the River End P. U. D. density.
- (4) The allocation of housing assumes the maximum allowed percent of multi-family housing as per Ordinance 1078A, as amended.

As repeatedly stated, the vast majority of all future residential development will occur within planned unit development districts. P. U. D. regulations require commercial and industrial development concurrent with residential development. Research and analysis shown in Chapter III indicates a general decline of total employment within the Borough.

The fact of declining employment does not mean, nor should it be concluded that, the industrial base of the municipality is shrinking. On the contrary, major industrial uses have located in recent years within the Borough of Sayreville. The fact of declining employment is a result of automation and/or reduced employment within several of the major labor intensive industries within the community.

in the Borough of Sayreville. Any adjustment or revision of local land use policy should be based upon the analysis and research presented herein.

4. The estimated need for new housing in the Borough for the next 10 year period (1976-1985) is 1871 dwelling units. The existing zoning ordinance of the Borough of Sayreville fully allows for that total number of units to be developed.

5. The vast majority of all future housing within the Borough of Sayreville will be multi-family (townhouse and garden apartment) housing. Adding the potential new housing construction (see Table IV-2) to the total existing housing supply will produce a wide variety of housing types suited to the needs of lower, middle and upper middle income families, as well as small and large households.

The estimated total number of dwelling units existing in the Borough as of January 1976, is 9600 units. Of this total, 7,470 are owner occupied and 2,130 are renter occupied units.

Based upon the projected potential housing development permitted under current zoning regulations, the total number of dwelling units potential at complete land development, is 15,199 units. Of this total, it is estimated that 10,604 would be owner occupied and 4,595 would be renter occupied. The estimate of owner and renter occupied housing assumes that all future apartment development will be renter units and that all future townhouse development would be owner occupied dwellings.

6. The rate of population growth within the Borough is predicated upon and will be controlled by the rate of commercial and industrial development within the community. More specifically, the vast majority of all future residential development will occur within the