

CA - Cranbury

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Report on responsiveness of Cranbury
Twp to mandates of Mt Laurel II
decision

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INCORPORATED

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PLANNING REPORT

Township of Cranbury, Middlesex County, NJ

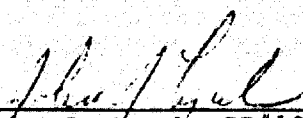
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January, 1984

A report on the responsiveness of Cranbury Township to the mandates of the Mount Laurel II decision, including a description of a proposed mixed use development designed to provide for a portion of the low and moderate income housing need which should be met by the township.

Prepared by:

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PLANNING REPORT

Township of Cranbury, Middlesex County, NJ

January, 1984

INTRODUCTION

This firm was retained in November, 1983, to provide professional planning advice on the prospective development of about 2,000 acres of land in the Township of Cranbury. The land lies generally west of Main Street and the historic village of Cranbury in an area which is predominantly zoned A-100.

This report has several parts. Initially, it provides an analysis of the characteristics of the region in which Cranbury is located for the purpose of establishing a fair share of the region's need for low and moderate income housing which should be built in Cranbury. The second section provides a review of the Master Plan and Land Development Ordinance to determine the extent to which they carry out the principles for land use control set forth in the Mount Laurel II decision. The final section describes the general plan for the 2,000 acres and the way it is responsive not only to the Mount Laurel II decision, but to the general planning framework of the township.

Included as an attachment to this report is a copy of pertinent information on the background and experience of the firm of Queale & Lynch, Inc. as taken from the firm brochure.

LOW AND MODERATE INCOME HOUSING: FAIR SHARE ANALYSIS

The purpose of this analysis is to provide a preliminary estimate of the need for low and moderate income housing in Cranbury Township in accordance with the Mount Laurel II decision of the New Jersey Supreme Court.

There are three types of need figures identified by the Supreme Court. One is the indigenous, or resident need of the population living within the municipality; another is the present need for low and moderate income housing in the region; and the third is the prospective need for such housing. Only the present and prospective needs are to be distributed among the municipalities lying in Growth Areas as defined in the State Development Guide Plan. The indigenous need, on the other hand, is an obligation which must be met by all municipalities in the State, regardless of their status in the State Development Guide Plan.

Defining Low and Moderate Income

The Supreme Court defined low income households as those whose incomes were less than 50 percent of the median income for the region in which they were located. Moderate income, on the other hand, covers households lying between 50 and 80 percent of the regional median income.

The Court provides some guidance on the identification of a region, drawing to a large extent on the functional relationship between the place of work and the desire to live within a reasonable distance of the workplace.

For the purpose of identifying a region, several approaches were considered. One was to use a very large region encompassing virtually the entire northerly part of the State. This was dismissed because of the significant travel distances involved from one end of the region to the other. Even though much of the northern part of the State has an orientation to the urban core represented by Essex, Union and Hudson Counties, the use of all the counties in the Newark region would assume that there was essentially equal interest among low and moderate income households to live in Bergen and Passaic Counties, for example, as there would be to live in Middlesex County.

The use of full counties or multiples of counties is a sound principle to follow in establishing a region, if for no other reason than the ease with which data can be handled. Growth projections are available by county, as published by the New Jersey Department of Labor, and there are no similar projections available statewide for sub-county or municipal areas. Census data, covered employment, HUD income limits which correspond with the Court definition of low and moderate income households, and acreage in State Development Guide Plan Growth Areas are additional types of information readily available at the county level.

For the purposes of the report, the region used for Mount Laurel II purposes is the same as that used in the report entitled "Mount Laurel II, Challenge & Delivery of Low-Cost Housing" prepared by the Rutgers Center for Urban Policy Research. The region is one of six identified for the State and is called West Central. It includes Middlesex, Somerset, Hunterdon and Warren Counties. While none of these counties include an older, large urban center, such as Newark or Elizabeth, they share a common characteristic in that they are all growing in response to an increasing employment base, with a relatively large supply of land on which to place both new jobs and new housing. With stable or declining population projections shown for the core counties of Essex, Union and Hudson, their inclusion in the region would unduly reduce the prospective need for housing unless adequate consideration were given to the sub-county population projections. Including them, on the other hand, would increase the present need for housing in the region because of the poor physical condition of much of the urban housing stock, and the corresponding need for other parts of the region to share in the replacement of this housing and the accommodation of low and moderate income households desiring to move to be closer to new job opportunities.

The following table shows the number of households and the median household income for the region and each of the counties in the region.

Table 1

HOUSEHOLD INCOME

West Central Region - 1979

<u>County</u>	<u>Median Income</u>	<u>Households</u>
Middlesex	\$22,826	196,708
Somerset	26,325	67,368
Hunterdon	24,115	28,515
Warren	<u>18,969</u>	<u>29,406</u>
West Central Region	\$23,300	321,997

Source: 1980 U.S. Census

Calculation of regional median by Queale & Lynch, Inc.

Based on the above regional median income, the low income group includes all those households with incomes below \$11,650, and moderate income includes those from \$11,650 to \$18,640.

Indigenous Need

As used herein, indigenous need is related to those low and moderate income households living in housing which is in poor physical condition. All municipalities in the State are required to address the need of their resident poor living in substandard housing or in overcrowded conditions. The U.S. Census is the general source for data on the characteristics of the housing stock, but the Census has not included any information on the condition of housing since the 1960 Census, except that which is related to deficiencies in facilities. Therefore, in order to provide an estimate of the indigenous need which is related to the existing physical condition of the housing stock, those units in Cranbury which are identified as having no bathroom facilities or only a half-bath are included, as are those which are overcrowded, which means 1.01 or more persons per room. Only 28 units in Cranbury have these characteristics, according to the 1980 U.S. Census.

Present Need

Many fair share analyses consider present need to be the same as indigenous need, i.e. the number of housing units requiring replacement due to physical condition or overcrowding. If this is the only measure of present need, then the many low and moderate income households who are occupying housing units whose costs amount to more than 25 percent of their income are not given adequate consideration. Since each municipality is required to take care of its resident poor living in dilapidated housing, unless that municipality has a disproportionate share of low and moderate income households as compared to the region, the components of present need include two factors related to affordability:

1. The extent to which the number of low and moderate income households in the region exceeds the supply of housing affordable to them
2. The redistribution of some low and moderate income households to other parts of the region from those municipalities which lie in the

Growth Area, have no land available for development, and have more than 40% of the total households in the municipality falling in the low and moderate income category

The method of determining each of the above characteristics and the redistribution formula will be explained in more detail below.

Table 2 shows the number of low and moderate income households for the region, for each of the counties in the region, and for Cranbury Township.

Table 2

LOW AND MODERATE INCOME HOUSEHOLDS

<u>County</u>	<u>Low Income</u>		<u>Moderate Income</u>		<u>L/M Total</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Middlesex	41,592	21.1	33,347	17.0	74,939	38.1
Somerset	11,020	16.4	9,885	14.7	20,905	31.0
Hunterdon	5,226	18.3	4,679	16.4	9,905	34.7
Warren	8,183	27.8	6,240	21.2	14,423	49.0
West Central Region	66,021	20.5	54,151	16.8	120,172	37.3
Cranbury Township	122	17.7	100	14.5	222	32.1

Source: 1980 U.S. Census
Calculations by Queale & Lynch, Inc.

For the region, 37.3 percent of all households are low and moderate income. The majority of these are living in Middlesex County, while Warren County has the highest proportion of its households in the low/moderate category.

The measure of affordability for low and moderate income households is 25 percent of income for rent. The rough equivalent for sales housing to the 25 percent figure is two times income for sales value. Table 3 shows the breakdown of units by county which are affordable to low and moderate income households.

Table 3

HOUSING AFFORDABILITYLOW INCOME

<u>County</u>	<u>No</u> <u>Cash Rent</u>	<u>Rent</u> <u>< \$243</u>	<u>Sales</u> <u>< \$23,300</u>	<u>Low Income</u> <u>Units</u>	<u>Total</u> <u>Units</u>
Middlesex	1,926	22,248	2,084	26,258	203,377
Somerset	840	5,308	312	6,460	69,695
Hunterdon	423	1,845	237	2,505	29,881
Warren	451	4,577	1,257	6,285	31,143
West Central Region	3,640	33,978	3,890	41,508	334,096
Cranbury Township	18	33	3	54	738

MODERATE INCOME

<u>County</u>	<u>Rent</u> <u>\$243-\$388</u>	<u>Sales</u> <u>\$23,300-\$37,280</u>	<u>Mod. Income</u> <u>Units</u>
Middlesex	34,005	9,637	43,642
Somerset	8,936	1,348	10,284
Hunterdon	2,749	808	3,557
Warren	3,030	3,079	6,109
West Central Region	48,720	14,872	63,592
Cranbury Township	51	24	75

Source: 1980 U.S. Census
Calculations by Queale & Lynch, Inc.

As shown on Table 2, in 1980, there were 66,021 households in the region earning less than \$11,650, and there were 41,508 units with rents or sales values affordable to them, for a deficit of 24,513 units. The region had a total of 54,151 moderate income households, and the supply of housing affordable to them was 63,592. This leaves a deficit, all attributable to low income households, of 24,513. However, this does not mean that all moderate income households are living in housing which they can afford, but rather it is a reflection of the occupancy of many of those units by low income households paying more than they can afford for housing.

The second component of present need is the redistribution or reallocation of fair share from those municipalities in the Growth Area which are both fully developed, and have more than 40 percent of their households in the low and moderate income category. The selection of municipalities meeting both criteria is based on the interpretation of the Mount Laurel II decision that the obligation to provide lower income housing falls not only to developing communities, but to developed as well. The exclusion of those with more than 40 percent low and moderate income is in recognition of the fact that those communities already have more than their fair share, and therefore the excess

over a fair share should be redistributed among the other municipalities in the Growth Areas in the region. The ratio of 40 percent is used to provide a small cushion over the regional percentage of 37.3 percent. Since the thrust of the fair share analysis is to establish an order of magnitude of low and moderate income housing, this percentage serves that purpose.

Within the four county West Central Region, only 6 municipalities are both fully developed and have more than 40 percent of their households in the low and moderate income category. The determination of those which are fully developed was based on the information contained in the Department of Community Affairs report entitled "A Revised Statewide Housing Allocation Report for New Jersey". In Appendix A of that report there is a series of tables setting forth allocations by municipality. Since the report was rescinded by executive order of the Governor, it is inappropriate to use the specific allocations. However, in Column 6 in that appendix, a conclusion is drawn on the capacity of the municipality to accommodate additional development. It is headed "Development Limit". Where the Development Limit is shown as 0, the municipality was considered fully developed for the purposes of this analysis. The following 6 municipalities, all of which are in Middlesex County, are the only municipalities in the Growth Area of the West Central Region which are fully developed and have more than 40 percent of their households in the low and moderate income category:

Table 4

REALLOCATION MUNICIPALITIES

<u>Municipality</u>	<u>Sq. Mi.</u>	<u>% L/M</u>	<u>Households</u>		<u>Reallocation</u>
			<u>L/M</u>	<u>Total</u>	
Carteret	4.30	42.9	2,969	6,919	201
Dunellen	1.04	44.2	1,067	2,414	101
Helmetta	.80	44.1	138	313	13
Highland Park	1.80	49.2	2,756	5,605	514
New Brunswick	5.50	65.0	8,603	13,244	3,305
Perth Amboy	4.55	61.1	8,318	13,617	2,871
Totals	17.99	-	-	-	7,005

Calculations by Queale & Lynch, Inc.

For purposes of regional fair share, the important information from Table 4 is the land area of the 6 municipalities and the reallocation total. These will be considered in the part of this report on fair share allocation.

Prospective Need

The other measurement of regional need for fair share calculation purposes is the prospective need. This consists of an estimate of the total number of households which would be created in response to growth anticipated for the region, and an estimate of the number of those new households which would be low and moderate income. The source of population estimates is the New Jersey

Department of Labor, which provides several different projections for each of the counties in the State at 5 year intervals through the year 2000.

Prospective need is generally being calculated through 1990 in other fair share studies. In my opinion, this is too short a time frame for evaluating and zoning for fair share. Admittedly, municipalities are required to update their master plans on a 6 year cycle, but if the total regional projection is based on only a 6 or 7 year projection, those municipalities which have different update cycles will consistently find themselves with short projection periods or outdated information. If, on the other hand, projections are made through the year 2000, or on a 15 to 20 year projection, and municipalities provide sufficient zoning to accommodate that level of projection, they will automatically be providing the kind of "overzoning" called for in the Mount Laurel II decision. If this is used in conjunction with a trigger mechanism for stopping the production of low and moderate income housing if a municipality is inundated to the point that it is changing its character (e.g. over 40 percent of the total housing stock in low and moderate income housing), then municipalities need not fear the consequences of the longer range projection. It offers the corollary benefit of providing sufficient zoning capacity for the housing marketplace to effectively provide housing in a number of locations, reducing the cost-inflating effects of a short supply.

Since there has been direction given in this case to consider the prospective need through 1990, this report will include both a 1990 and 2000 projection. Since the Department of Labor has two preferred projections, the job-related projection has been chosen for the purposes of this analysis over the projection based on recent trends in births, deaths and migration. The two basic reasons for making this choice is that there has been a continuing recognition by the courts and planners alike about the relationships between jobs and housing. A second consideration is that the model based on recent trends will result in rewarding those counties where exclusionary practices have resulted in slow population growth, in spite of what may be happening in the job market.

The New Jersey Department of Labor projects a job-related population level for the four county region of 1,124,900 for 1990, and 1,247,700 for 2000, compared with a 1980 population of 970,812. This is a projected gain of 154,088 through 1990, and 276,888 over the 20 year period. Assuming there will be no significant change in the group quarters population in the region, this population increase, and the continuing decline in household size, will generate many new households. On the conservative assumption that household sizes will decrease in the region from 2.93 in 1980 to 2.8 in both 1990 and 2000, there will be a total of about 392,000 households in 1990 and 436,000 in the year 2000. In 1980, there were almost 322,000 households in the West Central Region, so there would be a gain of 70,000 by 1990 and 114,000 by 2000.

On the basis of the 1980 percentages of low and moderate income households, the gain in low income households through 1990 would be 14,350, and through 2000 it would be 23,370. Moderate income households would increase by 11,760 through 1990 and 19,152 through 2000. This results in a total prospective need for low and moderate income housing for the region of 26,110 for 1990 and 42,522 for 2000.

Fair Share Allocation to Cranbury Township

Combining the present need in the West Central Region of 24,513 units based on affordability, and 7,005 based on reallocation (Table 4), the total present need in the region as of 1980 is 31,518. If this is combined with the prospective need of 26,110 for 1990, a total need of 57,628 units is generated. If the projection is carried to the year 2000, a total need of 74,040 units is generated.

One method of allocating this need, which would apply to the period through the year 2000 in order to provide sufficient time for solving the present need problems and providing sufficient capacity for "overzoning", would be to relate it to the land area of the municipality which lies in the Growth Area compared to the land area of the region which lies in the Growth Area. In calculating this regional land area, the 18 square miles shown on Table 4 would be subtracted from the regional Growth Area since those municipalities would not be sharing in the allocation. A second method could be job-related, taking the number of jobs in Cranbury as a percent of jobs in the region as of 1980. It is felt that total jobs is a more effective test of housing need than recent trends in job growth, especially with the use of the trigger mechanism described in the section on reallocation, which would come into play as a way of stopping additional low/moderate housing production when the municipality exceeds 40 percent low/moderate.

On the land area test, the region has 476 square miles in Growth Area, according to the calculations included in the State Development Guide Plan. Subtracting the 18 square miles included in the reallocation municipalities, the resulting Growth Area measures about 458 square miles. Cranbury has about 80 percent of its 13.4 square mile land area designated as a Growth Area in the State Development Guide Plan, which is about 10.7 square miles, or 2.34% of the net regional Growth Area.

On the job-related test, Cranbury had 3,273 covered jobs in 1980, compared with a regional total of 359,661, or 0.91% of the covered employment in the region.

Applying both percentages to the year 2000 combined present and prospective need of 74,040 units for the region, the fair share calculation for the township would be 1,732 units based on land area and 674 units based on jobs. If these are averaged, they result in a need through 2000 of 1,203 units, which when added to the indigenous need of 28 units, yields a total of 1,231 units.

If the same approach is used through 1990, the fair share based on land area would be 1,348 units, and based on jobs it would be 524 units. Averaging them results in a 1990 need of 936 units, which when added to the indigenous need of 28 units results in a total of 964 units.

REVIEW OF MASTER PLAN AND LAND DEVELOPMENT ORDINANCE

The Master Plan, particularly the Land Use Plan, provides the basis for zoning. The Housing Plan plays an increasingly important role in recent years because of the importance of considering the needs of low and moderate households in land development regulations.

The Cranbury Township Master Plan was recently amended through the adoption on September 9, 1982, of the Land Use Plan. This action by the Planning Board established many land use policies, the most critical of which was the establishment of agricultural zoning in the westerly part of the township.

Concerns were expressed in several parts of the Land Use Plan about preserving the integrity of the Historic District encompassing the village of Cranbury. It also noted the fact that the westerly part of the township has most of its land in agriculture, and that it is suitable for farming based on the type of soil.

One of the foundations used for agricultural preservation was the conclusion that the State Development Guide Plan shows everything west of the village in Agricultural. Based on the published State Development Guide Plan released in May, 1980, Cranbury Township is located only in the Growth and Limited Growth areas, not in an Agricultural area. Based on area calculations from the SDGP, it is estimated that 80 percent of the township lies in the Growth Area, with only the far westerly portion abutting Plainsboro lying in the Limited Growth Area. It should be noted that the adjoining section of Plainsboro served by Plainsboro-Cranbury Road is being extensively developed in residential and nonresidential uses by Linpro, and the southern portion of the Limited Growth Area is in the alignment of proposed Route 92, both of which cast some doubt on the validity of a continuing designation of the area as Limited Growth. However, for the purposes of this analysis, the State Development Guide Plan is relied upon as authoritative until it is updated, or its effective date of 1985 passes without an update.

The Land Development Ordinance has several features which result in significantly restricting the ability of builders to respond to the Mount Laurel II decision, as follows:

1. Large parts of the township, many of which are located in the Growth Area, are zoned for large lot agricultural preservation districts. The foundation for this zoning is weak, is not properly related to the State Development Guide Plan, and offers property owners in the area little or no opportunity to develop their lands.
2. The inclusion of a transfer of development credits feature is an attempt to provide the property owners with some possible return on their lands without subjecting them to development. However, the very low densities used for transfer purposes make it virtually impossible to construct low and moderate income housing. In order for a property owner in the PD-HD District to develop up to the full capacity of 4 units per acre, credits must be acquired at the rate of about 40 units for every 100 acres of land. This means a person who owns 100 acres of land, and desires to build to the maximum allowed of 4 units per acre, would have to acquire credits to build 350 units over and above the 50 units given by right to the property in the ordinance. At the rate of 40 units per 100 acres, credits would have to be acquired from 875 acres of land in the A-100 District. This means negotiating with many different property owners, which is a difficult proposition in itself. Low and moderate income housing

cannot sustain a high land acquisition cost per unit. Typically, Federally subsidized low and moderate income housing is built on land which is purchased at \$1,500 to \$2,000 per unit. If raw land costs in the PD-HD District are to be \$5,000 per unit, for the sake of illustration, the 100 acres of land would have to be acquired at \$250,000, which is only \$2,500 per acre. This is based on the 50 units which can be built on the property as a matter of right, without acquiring any credits. The purchase of credits, using the same \$5,000 per unit assumption, means that owners of land in the A-100 District could expect to receive only about \$2,000 per acre for acquisition of development credits. These numbers appear to be very low, and present little in the way of incentive for owners of land in the agricultural areas to sell development credits. Even if the assumption is made that \$10,000 per unit is a reasonable number for market rate housing, it only results in a doubling of the money available to acquire credits or land, which means \$5,000 per acre for acquisition of land and \$4,000 per acre for acquisition of credits.

3. Development of low and moderate income housing is only provided for in the PD-HD District. It offers a density bonus of one unit per acre if low and moderate income housing is provided. However, it does not have a required ratio of low and moderate, except to point out that if the density exceeds 4 units per acre, at least 15 percent of the units should be low/moderate. Theoretically, therefore, a property owner who was unsuccessful in acquiring credits up to the maximum allowed, could develop at, say, 2 units per acre, provide a few low/moderate units, and receive a bonus of 1 unit per acre.
4. The ordinance does not provide for mobile homes, which are considered by the Court as a viable low/moderate income housing type.
5. Requiring a conditional use procedure for a planned development unnecessarily complicates the development review process. Sufficient protection is provided for the township through normal subdivision and site plan reviews.
6. The net densities called for in the PD-HD District for the various housing types may be reasonable for conventional housing, but seem to be too restrictive for the production of low and moderate income housing.
7. The forced housing mix in PD-HD creates problems of scale for the smaller developer. With a 25 acre parcel, and acquisition of sufficient development credits to have a gross density of 3 units per acre, there would only be 75 units allowed. Assuming the maximum development of 40% each for townhouses and garden apartments, the developer would be allowed 30 townhouses and 30 garden apartments, with the remaining 15 units either one or two family dwellings. The ordinance does not allow the development of a single housing type in a planned development, forcing a mix of at least three types of units. This is needlessly cost-generating and inefficient, and yields no general benefit to the community. It restricts developers

from reading the needs of the marketplace and reacting through the delivery of a housing product.

8. The restriction on impervious coverage in the PD-HD District is not particularly clear. It says 40% of the lot, which is sufficient if the lot is considered to be the entire tract, but insufficient if it is related to a single townhouse lot. This needs clarification in the ordinance.
9. The common open space requirement relates well to the low overall gross density allowed in the PD-HD zone, but it should be pointed out that this provision provides a measure of protection from over-development, minimizing the need for net density controls over the individual housing types.
10. In Article XVI, standards are set forth for landscaping. It requires that the entire lot, except that portion used for parking, buildings, service or recreation area shall be seeded, sodded, or planted with ground cover, and suitably landscaped in accordance with an overall landscape plan. If this approach is followed on very large lots developed in stages, farming activities would have to be stopped prematurely, increasing the carrying cost of the land, thereby increasing the delivery cost of housing to the consumer.
11. The landscaping requirement of 8 trees per acre, and 6 foot plant materials in buffer areas are excessive and cost-generating.
12. The standards for large parking lots set forth in §150-60B are unduly restrictive and cost-generating, particularly as related to the production of low and moderate income housing.
13. The soil protection requirements set forth in §150-69 are duplicative of similar requirements set forth as part of the review of Soil Erosion and Sediment Control Plans, and they are unnecessary controls in a municipal ordinance.
14. The energy standards set forth in §150-76 are overly restrictive. Performance standards could be included in the ordinance to encourage energy conservation, without the overly restrictive language on orientation, which may impact on the development capacity of certain sites.
15. The site design principles set forth in §150-78 are cost-generating by not allowing for the development of larger structures, and by requiring designs which are relatively expensive to build based on architectural standards.
16. The requirement for improved recreation facilities in §150-79 is cost-generating and imposes standards for development which make it difficult to produce lower cost housing. The ordinance is unclear as to the improvements required, except to point out that at least 15% of the land area must be improved in active recreation facilities.

17. The environmental impact assessment called for in Article XVIII is not sufficiently clear to enable a developer to prepare the document without first consulting with the Planning Board. The lead paragraph in the section governing the preparation of these documents is too vague to serve as a basis for document preparation, and seems to contradict later sections of the ordinance which indicate that an environmental assessment must cover all areas cited by the ordinance.
18. The requirement for a community impact statement is not clear. The purpose of the statement is apparently to alert various public agencies of potential service or facility requirements. However, the type of information called for is costly to provide, and should be prepared by the township as a part of its continuing review of developments. Relying on estimates from a variety of applicants using a variety of techniques may result in submissions of questionable value, and documents which are subject to time consuming scrutiny and review at the municipal level, in spite of their lack of relevance in the development review process.

The above represent a sampling of problems with the Land Development Ordinance, and are not intended to be all-inclusive. The broad conclusion drawn from a review of the ordinance is that the development of low and moderate income housing could not reasonably be expected given the nature of the land use controls in effect in the township.

DESCRIPTION OF PLAINTIFF'S PLAN

Plaintiff controls approximately 2,000 acres of land lying west of the village of Cranbury. The proposal for development of that land features several novel approaches for the construction of low and moderate income housing, and the recognition of many of the planning objectives set forth by Cranbury in its Master Plan.

The proposal calls for the development of a total of 2,000 housing units, most of which would be developed in the portion of the township served by Plainsboro-Cranbury Road. The balance of the tract would be developed in office-research uses and open space, at a campus-like density of development.

Low and moderate income housing will be developed as a part of the residential component, accounting for 400 of the 2,000 units. The developer proposes to use an internal subsidy method to reduce the costs of the housing so that 200 units would be affordable to low income households, and 200 additional units affordable to moderate income households. The unique aspect to this proposal is that the internal subsidy would come from the office-research development rather than from artificially inflating the cost of the other residential units. The development of lower cost housing would therefore be tied directly to nonresidential development.

In order to accomplish this overall planning objective, several concerns of the township are addressed in the development plan. It was noted in several places in the Master Plan that an objective of the plan is the preservation of the quality of life in the Historic District. Both the setting of the village of Cranbury, and increasing traffic flows must therefore be appropriately considered in any development plans west of the village.

Traffic

To insure proper traffic circulation for the overall development, an evaluation was made by a traffic expert, Henry Ney, P.E., of the firm of Abington-Ney, of existing traffic flows and the projected distribution patterns for the proposed development.

These analyses resulted in the finding that existing north-south roadways currently planned within Cranbury have insufficient capacity to accommodate site traffic. To alleviate this situation, a new multi-lane boulevard-type roadway with a center divider is proposed. This roadway would begin at Ancil Davison Road, at its intersection with Old Trenton Road, and extend in a northeasterly direction through the subject properties. The roadway would terminate at Dey Road. From that point, access could be gained through Dey Road to County route 535, which is the extension of Old Trenton Road. This would provide excellent access to the N.J. Turnpike and points north of Cranbury.

In addition to servicing site traffic, this roadway could be utilized as a bypass of the historic district of Cranbury. To truly implement the bypass and insure that only local traffic would traverse Main Street, Cranbury, in conjunction with the improvement to Dey Road, could call for the signal located at U.S. Route 130 and County Route 535 to be relocated to Dey Road and that the median opening on Route 130 at County Route 535 be closed. Dey Road should be improved by the County from the proposed bypass road easterly to its intersection with County Route 535. This will provide a convenient and safe loop around the historic district. This roadway would also service traffic flows southbound from Cranbury by providing access to Old Trenton Road and U.S. Route 130 through the the proposed interchange with Route 92.

In addition to the boulevard-type roadway, it would be necessary to upgrade Plainsboro-Cranbury Road to provide for 4 moving lanes of traffic from the new roadway, westerly to the Cranbury line. At this point, other developers are in the process of upgrading Plainsboro-Cranbury Road to provide for 4 moving lanes of traffic in Plainsboro. It is also recommended that the two legs of Plainsboro-Cranbury Road be channelized to discourage through traffic movements into the historic district.

The construction of the by-pass would be carried out by the developer as a part of the overall development plan.

Other Planning Considerations

The proposed development would provide for a buffer of several hundred feet between new residential development and the historic district as a way of protecting the setting of the village. This would be established in areas where the plaintiff's property abuts the historic district.

Provision of sewer and water to service this large development would also be carried out by the developer. This cost, in conjunction with the costs for building the by-pass and internally subsidizing the low and moderate income housing component requires a large investment, thereby justifying the scale of development proposed. It would represent a logical extension of development from the Plainsboro area, would relate well to proposed Route 92, and would

provide for additional nonresidential and residential development in the actively developing Route 1 and Route 130 corridor.

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 Tinton Falls, Monmouth Co., N.J.
 Upper Freehold, Monmouth Co., N.J.
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GENERAL

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 N.J. Div. on Aging
 N.J. Div. of Planning
 N.J. Div. of Housing
 N.J. Dept. of Environmental Protection
 Franklin Township Board of Adjustment
 Wayne Township Urban Renewal
 Hoffmann-LaRoche, Inc.
 Johnson & Johnson
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 Acme Markets and Shop-Rite
 Princeton Pike Park
 Cross Country Cable TV
 National Video Systems, Inc.
 Storer Cable Communications
 1st Federal Savings and Loan, Hammonton
 Broad Street National Bank, Trenton
 The Bank of New Jersey
 Various citizens organizations

HOUSING

Architects Housing, Trenton, N.J.
 Bethany Towers, Hazlet, N.J.
 Bridgewater Community Services
 Grove Street, East Orange, N.J.
 First Baptist Church, Piscataway, N.J.
 Galloway Village, Galloway, N.J.
 Luther Arms, Trenton, N.J.
 Parsippany-Troy Hills, N.J.
 Pequannock, N.J.
 Presbyterian Home of Plainfield
 Ramsey, N.J.
 Ridgewood, N.J.
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 Sencit, Cumru Township, Pa.
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