

ML-Rockaway

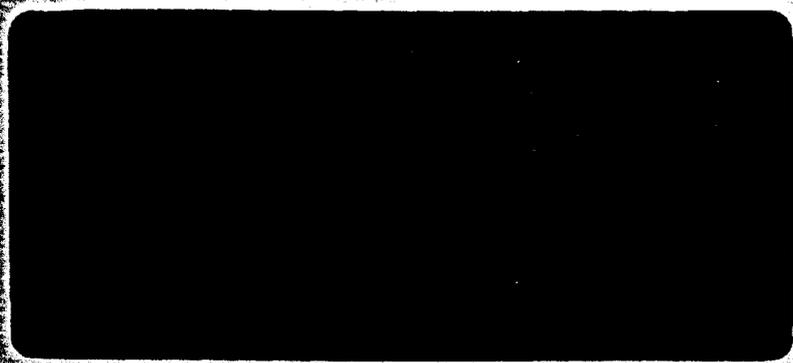
Oct. 10, 1983

Rockaway Township Housing Allocation Study

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note: Fair Share Report

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**ROCKAWAY TOWNSHIP**  
**HOUSING ALLOCATION STUDY**

**PREPARED BY: JOHN J. RAKOS, P.P., AICP**  
**ROBERT CATLIN AND ASSOCIATES, PLANNING CONSULTANTS**

**SEPTEMBER 14, 1983**  
**REVISED OCTOBER 10, 1983**

## INTRODUCTION

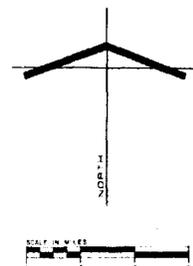
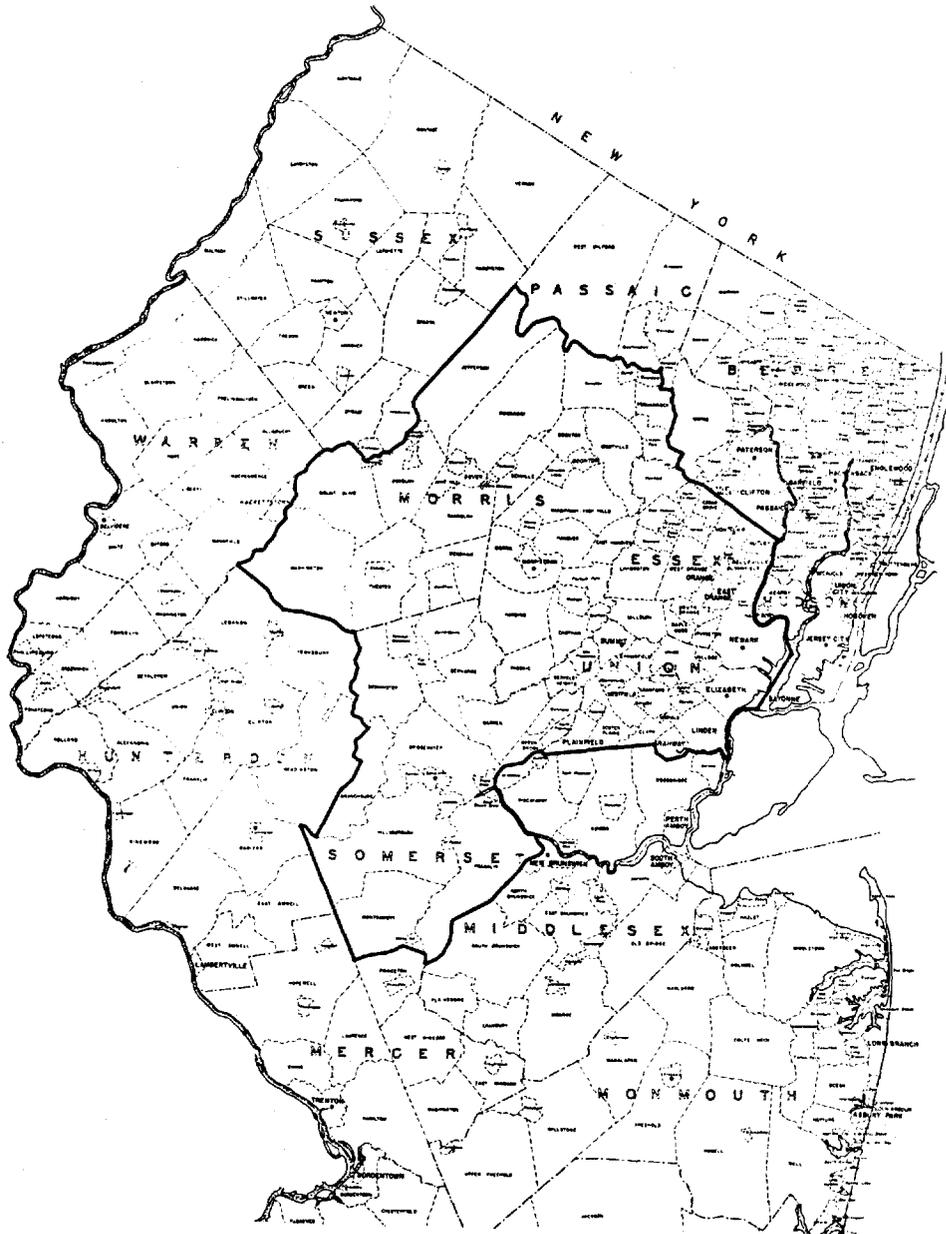
The Study outlined on the following pages is designed to establish a reasonable housing allocation for Rockaway Township. It is based on straight forward, objective methodology involving evaluation of available data. The Allocation Study is comprised of three sections:

- \* Section I delineates the region within which Rockaway is situated and determines the Township's share to satisfy low-and moderate-income housing needs within that region
- \* Section II establishes the number of dwelling units required for low-and moderate-income households indigenous to Rockaway Township
- \* Section III summarizes the Township's total aggregate housing obligation to provide suitable shelter for low-and moderate-income households to the year 1990 based on regional share and indigenous need.

The availability of the methodologies employed is not limited to Rockaway Township. They constitute an attempt for universal approach to the problem of housing allocations which avoids subjective judgments and its inherent pitfalls.

Since the allocations are based on projections of trends in previous years and statistical data, periodic review is important. Preferably, such reviews should be performed annually.

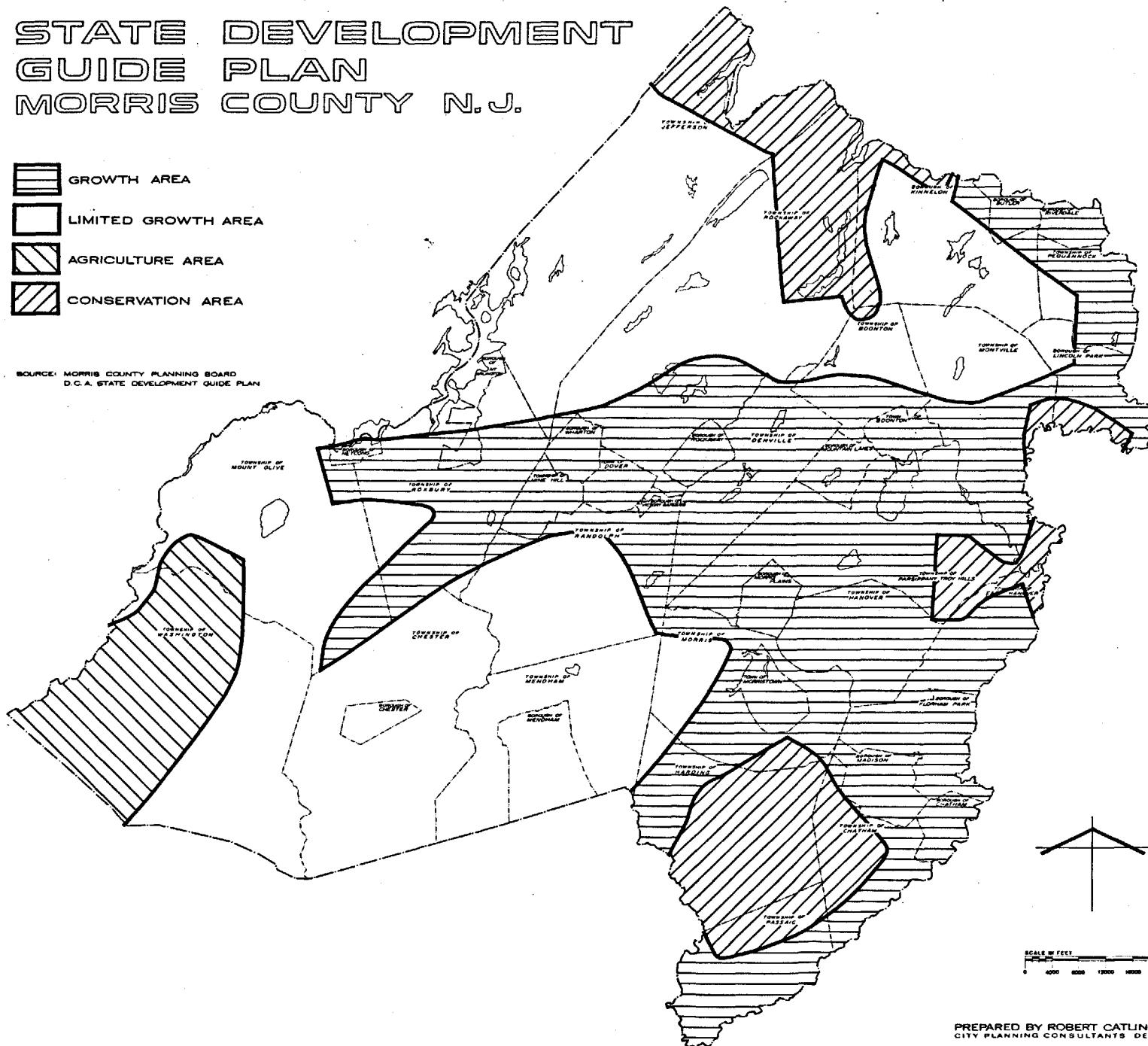
1980 NEWARK STANDARD METROPOLITAN STATISTICAL AREA



# STATE DEVELOPMENT GUIDE PLAN MORRIS COUNTY N.J.

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA

SOURCE: MORRIS COUNTY PLANNING BOARD  
D.C.A. STATE DEVELOPMENT GUIDE PLAN



PREPARED BY ROBERT CATLIN AND ASSOCIATES  
CITY PLANNING CONSULTANTS DENVER, NEW JERSEY

## **SECTION I - THE REGIONAL SHARE**

### **A. ESTABLISHMENT OF THE HOUSING REGION**

The defendant municipalities in the Public Advocate's pending litigation have jointly retained P. David Zimmerman, a professional planner, to establish rational parameters of a logical housing region that may be reasonably applicable to each municipality in Morris County. Mr. Zimmerman was also charged with the responsibility of determining an estimated number of Morris County's fair share of the prospective low and moderate income housing need of that region to meet the mandate of the Mt. Laurel II Supreme Court decision.

Without benefit of studying Mr. Zimmerman's report, which as of this writing has not been completed, this office has been informed that Mr. Zimmerman intends to submit written documentation and testimony which will substantiate the reasonableness of using the Newark SMSA (Standard Metropolitan Statistical Area) as set forth in the 1980 United States Census as the housing region of which Morris County is a part. This SMSA consists of all of the counties of Morris, Essex, Somerset and Union as indicated on the accompanying map.

### **B. THE PROSPECTIVE REGIONAL HOUSING NEED**

Once the four-county housing region was established, Mr. Zimmerman has estimated the regional housing need on the basis of United States Census and other statistical data. It was calculated that the prospective housing need for low and moderate income households in the region calls for the establishment of 18,554 housing units by 1990.

### **C. THE MORRIS COUNTY SHARE OF THE PROSPECTIVE REGIONAL HOUSING NEED**

It was determined on the basis of the respective proportions of the open and developable growth areas within each of the four counties of the housing region, as established by the State Development Guide Plan, that Morris County's share of the region's prospective housing need of 18,554 units is 46.37 percent or 8,604 housing units for limited income households to be apportioned in the following manner:

**TABLE 1  
PROSPECTIVE HOUSING NEED  
MORRIS COUNTY, 1990**

Low Income Housing Need @ 49.6%	4,268 Units
Moderate Income Housing Need @ 50.4%	4,336 Units
Total 1990 Housing Need	8,604 Units

**D. ROCKAWAY TOWNSHIP SHARE OF THE MORRIS COUNTY HOUSING NEED**

In order to determine the fair distribution of the Morris County housing need consistent with mandates of Mt. Laurel II, the various land use designations by the State Development Guide Plan were tabulated for each of the 39 Morris County municipalities as shown on Table 2. This table reflects that, of the 182.943 sq. mi. "growth area" of the County, 9.326 sq. mi. or 5.1 percent falls in Rockaway Township. Applying this proportion to the County housing need, Rockaway Township's share is shown in Table 3.

**TABLE 3  
ROCKAWAY TOWNSHIP PROSPECTIVE HOUSING NEED, 1990**

	Prospective Housing Need, 1990	
	Morris County	Rockaway Township
Low Income Need	4,336 Units	218 Units
Moderate Income Need	4,336 Units	221 Units
Total 1990 Housing Need	8,604 Units	439 Units

**TABLE 2**  
**MORRIS COUNTY LAND USE BY MUNICIPALITY**  
**AS DESIGNATED BY THE STATE DEVELOPMENT GUIDE PLAN**

	Growth Area in Sq. Mi.	Limited Growth Area Sq. Mi.	Conserv. Area Sq. Mi.	Agricu. Area Sq. Mi.	Total Area Sq. Mi.
BOONTON	2.700	-	-	-	2.70
BOONTON TWP.	3.776	3.495	0.229	-	7.50
BUTLER	1.725	.075	-	-	1.80
CHATHAM BORO.	2.300	-	-	-	2.30
CHATHAM TWP.	4.603	-	4.397	-	9.00
CHESTER BORO.	-	1.620	-	-	1.62
CHESTER TWP.	-	28.680	-	-	28.68
DENVILLE	12.542	.258	-	-	12.80
DOVER	2.300	-	-	-	2.30
E. HANOVER	6.988	1.412	-	-	8.40
FLORHAM PARK	7.600	-	-	-	7.60
HANOVER TWP.	10.800	-	-	-	10.80
HARDING	4.528	.970	11.202	-	16.70
JEFFERSON	.149	35.870	8.281	-	44.30
KINNELON	1.481	15.074	3.145	-	19.70
LINCOLN PARK	4.039	1.532	1.429	-	7.00
MADISON	4.000	-	-	-	4.00
MENDHAM BORO.	-	6.700	-	-	6.70
MENDHAM TWP.	-	17.600	-	-	17.60
MINE HILL	2.800	-	-	-	2.80
MONTVILLE	8.039	8.384	1.877	-	18.30
MORRIS TWP.	12.365	2.241	1.194	-	15.80
MORRIS PLAINS	2.500	-	-	-	2.50
MORRISTOWN	2.000	-	-	-	2.00
MT. LAKES	3.000	-	-	-	3.00
MT. ARLINGTON	.838	1.862	-	-	2.70
MOUNT OLIVE	3.575	25.867	-	2.158	31.60
NETCONG	.800	-	-	-	.80
PARSIPPANY	21.931	-	3.369	-	25.30
PASSAIC	12.770	-	3.730	-	16.50
PEQUANNOCK	5.620	1.280	-	-	6.90
RANDOLPH	6.462	14.598	-	-	21.06
RIVERDALE	1.800	-	-	-	1.80
ROCKAWAY	2.020	-	-	-	2.02
ROCKAWAY TWP.	9.326	24.145	11.409	-	44.88
ROXBURY	15.426	5.574	-	-	21.00
VICTORY GARDENS	.140	-	-	-	0.14
WASHINGTON	-	20.308	-	24.792	45.10
WHARTON	2.000	-	-	-	2.00
<b>TOTAL</b>	<b>182.943</b>	<b>217.545</b>	<b>50.262</b>	<b>26.950</b>	<b>477.70</b>

Source: Municipal Land Areas are taken from a publication prepared by the N.J. Dept. of Conservation and Economic Development. Breakdown by Municipality Prepared by Robert Catlin & Associates

## SECTION II - INDIGENOUS HOUSING NEED

In addition to accommodating in growth areas a fair share of the regional housing need, each municipality, according to the Mount Laurel II decision, is obligated to provide a realistic opportunity for housing its resident poor. The number of housing units necessary for such existing, indigenous low- and moderate-income households is established by the composite of physical and financial need on the basis of the characteristics of the existing housing stock and the population. The methodology for the establishment of this need is implied by and modeled after that used by the Revised Statewide Housing Allocation Report for New Jersey, prepared in 1978 by the N. J. Division of State and Regional Planning. Since this Report remains the only statewide plan allocating housing need on a municipal basis, it is assumed that its methodology is one which will be deemed appropriate by the Court.

### A. PHYSICAL NEED

The physical housing need is predicated on three characteristics of the housing stock in Rockaway Township:

- \* Housing Vacancy Rates;
- \* Overcrowded Housing and
- \* Dilapidated Housing.

Overcrowded housing is defined as housing with more than one person per room, while the criteria used for minimum vacancy rates necessary to permit normal operation of the housing market are 1.5 percent for owner housing and 5.0 percent for rental housing. Information with respect to housing vacancy rates and overcrowded housing conditions is being furnished by the 1980 Census. In regard to the condition of housing, the most recent reliable source is, "An Analysis Of Low-And Moderate-Income Housing Need In New Jersey," prepared in 1975 by the State Department of Community Affairs, since the 1980 Census did not record such housing data.

#### 1. HOUSING VACANCY RATES

The first component considered for the determination of the physical need is the examination of vacancy rates in the Township. Table 4 shows the vacancy rates for owner and renter housing as recorded by the 1980 Census. The rate for owner housing at 1.49 percent meets the required minimum for

that category and the Township's vacant rental housing stock produces a rate well above the required minimum of 5.0 percent.

**TABLE 4  
HOUSING VACANCY RATE**

	<u>Owner Housing</u>	<u>Rental Housing</u>
Occupied	5,163	1,088
Vacant*	78	81
Total	5,241	1,169
Vacancy Rate	1.49%	6.93%

\*Vacant For-Sale and vacant For-Rent units only

Source: U. S. Census of Population & Housing, 1980

## 2. OVERCROWDED HOUSING

Overcrowded housing constitutes an other element of the physical need. The 1980 Census enumerates occupied housing units by number of persons occupying rooms. As shown by Table 5, 6,169 of the Township's 6,251 occupied housing units had one person or less per room, 71 units had between 1.01 and 1.50 persons per room and 11 units were occupied by more than 1.51 persons per room. Those units occupied by more than 1 person per room are termed "overcrowded" and generate a need for 82 housing units.

**TABLE 5  
OVERCROWDED HOUSING UNITS, 1980**

<u>Persons Per Room</u>	<u>Occupied Housing Units</u>
1.00 or Less	6,169
1.01 - 1.50	71
1.51 or More	11
Total	6,251

Source: U. S. Census of Population & Housing, 1980

## 3. DILAPIDATED HOUSING

The presence of substandard housing conditions represents the third factor in determining the present

physical need. Units with critical defects requiring extensive repairs or demolition are termed dilapidated and comprise this category. Table 6 shows classes of deficient housing in the Township and indicates that 156 housing units were classified as dilapidated in the Township by the State Department of Community Affairs in 1975. Inasmuch as the 1980 Census did not survey physical housing conditions this, somewhat outdated, information must be used.

**TABLE 6  
CONDITION OF HOUSING**

Deteriorated*	259 Units
Dilapidated*	156 Units
Lacking Plumbing**	1231 Units

1 Incomplete kitchen and/or bathroom facilities

Sources: \*An Analysis Of Low- And Moderate Income Housing Need In New Jersey - N. J. Dept. of Community Affairs May 7, 1975

\*\*U. S. Census of Population and Housing, 1980

#### 4. THE TOTAL PRESENT PHYSICAL NEED

As reflected by the preceding Tables 4, 5 and 6, the indigenous housing need attributed to physical reasons totals 238 as follows:

**TABLE 7  
TOTAL PHYSICAL NEED**

Insufficient Vacancy Rates	0 Units
Overcrowded Units	82 Units
Dilapidated Units	156 Units
Physical Need	238 Units

#### B. FINANCIAL NEED

A predominant component comprising the indigenous (present) housing need is generated by financial housing inadequacies consisting of low- and moderate-income renter households paying 25 percent or more of their incomes for rent. In order to establish the number of such households,

levels of "low" and "moderate" household incomes must be determined. Low income households are defined as having incomes of not more than 50 percent of the median income prevailing in the area, while moderate incomes fall between 50 percent and 80 percent of the median income for the area. For the purpose of this analysis, the income levels for the Rockaway Township area were deemed representative by that of the Newark SMSA and suited for the fixing of the criteria for low and moderate income limits. As shown on Table 8, the median household income in the four-county region on the basis of 1980 U. S. Census information is \$20,643.

**TABLE 8**  
**MEDIAN HOUSEHOLD INCOME IN THE NEWARK SMSA**

County	Number of Households	Median Income (\$)
Essex	300,782	16,186
Morris	131,820	26,626
Somerset	67,386	26,237
Union	177,973	21,625
Total	677,943	

Weighted SMSA Median Household Income \$20,643

On the basis of criteria used, annual household incomes of up to \$10,322 are classified as low, while annual household incomes between \$10,323 and \$16,514 are classified as moderate.

**TABLE 9**  
**MEDIAN, LOW AND MODERATE INCOMES**  
**IN THE FOUR-COUNTY REGION**

1980 Median Household Income	\$20,643
Maximum "Low" Income @ 50% of Median	\$10,322
Maximum "Moderate" Income @ 80% of Median	\$16,514

Source: U. S. Census of Population and Housing.

The 1980 Census tabulates housing expenses of renter households as percentages of incomes in five categories as shown in Table 10. The rental housing expenses of low- and moderate-income households were computed on the basis of this tabulation. As shown in Table 11, in 1979 there were 146 low

income households and 124 moderate income households in the Township paying more than 25 percent of their incomes for rent. The total of these households produce the indigenous financial housing need of 270 housing units.

**TABLE 10**  
**HOUSING EXPENSES AS PERCENTAGE OF INCOME OF**  
**RENTER HOUSEHOLDS, 1979\***

	Under \$5,000	\$5,000 To \$9,999	\$10,000 To \$14,999	\$15,000 To \$19,999	Over \$20,000
Under 25%	0	6	32	47	478
25% - 34%	0	6	52	57	51
35% or More	31	103	53	26	0
Total	31	115	137	130	529

\*Exclusive of Category "Not Computed"

Source: U. S. Census of Population and Housing, 1980

**TABLE 11**  
**RENTAL HOUSING EXPENSES OF**  
**LOW- AND MODERATE INCOME HOUSEHOLDS**

Household Income	% Of Income Paid For Rent			
	25% - 34%	35% or More	Total	Households
Under \$10,322 (Low Income)	9	137	146	54%
\$10,323-\$16,514 (Moderate Income)	66	58	124	46%
Financial Need	75	195	270	100%

### C. TOTAL INDIGENOUS (PRESENT) HOUSING NEED

The total indigenous (present) housing obligation of Rockaway Township is the sum of the physical need and the financial need as discussed above. The physical need of 238 units and the financial need of 270 units produce a total of 508 housing units. Obviously, however, there exists an overlap between overcrowded and dilapidated units as well as between both these and the housing need generated by financial need. This overlap was estimated at 25 percent of the combined physical and financial need resulting in a total indigenous housing need of 381 housing units in Rockaway Township as shown by Table 12.

**TABLE 12**  
**AGGREGATE INDIGENOUS NEED**

Physical Need (A)	238 Units
Financial Need (B)	270 Units
Total	508 Units
Overlap @ 25%	127 Units
Units Required For Present Need	381 Units

On the basis of financial conditions in the Township, the total indigenous (present) housing need of 381 units is apportioned as follows:

**TABLE 13**  
**ALLOCATION OF PRESENT NEED**  
**BY INCOME**

Low Income Need 54%	206 Units
Moderate Income Need 46%	175 Units
Total Indigenous Need	381 Units

#### D. SCHEDULING

Although it is recognized that the demand for housing by the Township's resident poor is an existing, present need, it must also be acknowledged that provisions for such considerable outstanding need cannot, for practical reasons, be satisfied overnight. Due to these practical constraints, it is felt reasonable to assume that the indigenous housing need may be provided for in Rockaway Township by 1990.

**SECTION III - DISTRIBUTION OF THE AGGREGATE HOUSING  
ALLOCATION**

**A. TOTAL HOUSING NEED**

The aggregate housing obligation of Rockaway Township is the product of its regional share of 439 housing units as reviewed in Section I and its indigenous need of 381 units discussed in Section II of this Study amounting to 820 units as shown by Table 14.

**TABLE 14  
AGGREGATE HOUSING ALLOCATION 1990  
ROCKAWAY TOWNSHIP**

	Low Income	Moderate Income	Total
Regional Need	218	221	439
Indigenous Need	206	175	381
Aggregate 1990 Housing Need	424	396	820

**B. DISTRIBUTION OF HOUSING NEED**

An important consideration in satisfying the housing needs of low- and moderate-income households is household size, in order that provisions can be made for appropriately-sized housing units. It is possible to roughly estimate the size of low- and moderate-income households by utilizing the breakdown of the entire population involved, as reported by the 1980 U. S. Census. In determining the distribution of housing needs by household size for the Township's regional share, the breakdown of family size for all counties, any part of which is in the housing region, was used. This regional distribution is shown on Table 15. In determining the distribution of the Township's indigenous housing need, the breakdown of family size given by the 1980 Census for Rockaway Township was applied as shown by Table 16.

The aggregate housing allocation for Rockaway Township providing for its regional share as well as the resident poor by breakdown of household sizes to the year 1990 is shown on Table 17.

**TABLE 15**  
**REGIONAL LOW & MODERATE INCOME**  
**DISTRIBUTION OF HOUSING NEEDS**  
**BY HOUSEHOLD SIZE**  
**TOWNSHIP OF ROCKAWAY**

Household Size	1990
<hr/>	
Low Income	
1 Person	47
2 Persons	63
3 Persons	39
4 Persons	36
5 Persons	19
6 or More Persons	14
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Sub Total	218
Moderate Income	
1 Person	47
2 Persons	64
3 Persons	40
4 Persons	37
5 Persons	19
6 or More Persons	14
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Sub Total	221
Combined Low & Mod. Income	
1 Person	94
2 Persons	127
3 Persons	79
4 Persons	73
5 Persons	38
6 or More Persons	28
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TOTAL	439

**TABLE 16**  
**INDIGENOUS LOW & MODERATE INCOME**  
**DISTRIBUTION OF HOUSING NEEDS BY HOUSEHOLD SIZE**  
**TOWNSHIP OF ROCKAWAY**

Household Size	1990
<b>Low Income</b>	
1 Person	22
2 Persons	58
3 Persons	41
4 Persons	51
5 Persons	22
6 or More Persons	12
Sub Total	206
<b>Moderate Income</b>	
1 Person	19
2 Persons	49
3 Persons	35
4 Persons	44
5 Persons	18
6 or More Persons	10
Sub Total	175
<b>Combined Low &amp; Mod. Income</b>	
1 Person	41
2 Persons	107
3 Persons	76
4 Persons	95
5 Persons	40
6 or More Persons	22
TOTAL	381

**TABLE 17**  
**AGGREGATE LOW & MODERATE INCOME**  
**DISTRIBUTION OF HOUSING NEEDS BY HOUSEHOLD SIZE**  
**TOWNSHIP OF ROCKAWAY**

Household Size	1990
<b>Low Income</b>	
1 Person	69
2 Persons	121
3 Persons	80
4 Persons	87
5 Persons	41
6 or More Persons	26
Sub Total	424
<b>Moderate Income</b>	
1 Person	66
2 Persons	113
3 Persons	75
4 Persons	81
5 Persons	37
6 or More Persons	24
Sub Total	396
<b>Combined Low &amp; Mod. Income</b>	
1 Person	135
2 Persons	234
3 Persons	155
4 Persons	168
5 Persons	78
6 or More Persons	50
<b>TOTAL</b>	<b>820</b>

**SUMMARY AND CONCLUSIONS**

The methodology used in establishing a reasonable housing allocation for Rockaway Township considers two factors as mandated by the Mt. Laurel II decision. The first is to establish a fair share of low and moderate income housing units for the region. The second is to establish adequate housing for the indigenous poor.

It has been determined that Rockaway Township is part of the Newark SMSA region as established in the 1980 Federal Census. This SMSA region is made up of four counties, namely, Essex, Union, Morris and Somerset. David Zimmerman, a professional planner, has been retained by the defendant municipalities to quantify Morris County's fair share of low and moderate income housing units as part of the SMSA region. He has determined that 8,604 housing units will be needed for Morris County's share.

There are 9.326 square miles of land in Rockaway Township classified as "growth area" by the State Development Guide Plan. There are 182.943 square miles of land in Morris County that are located in the "growth area" as set forth in the State Development Guide Plan. Rockaway Township's growth area represents 5.1 percent of Morris County's growth area. Using this same proportion, Rockaway Township's fair share of the region's obligation is 439 units.

It has also been computed that Rockaway Township should provide for 381 additional low and moderate income housing units for its indigenous poor. The Township's total allocation, therefore, is 820 housing units by 1990. Since long range projections are always subject to debate and are necessarily predicated upon certain basic assumptions, it is suggested that zoning measures in the Township be designed to accommodate the total need for 1990 then reexamine this need periodically to see if the need will increase or decrease.

This report deals only with determining the magnitude of Rockaway Township's obligation of providing low and moderate income housing within the Township. Once this number has been determined, a zoning policy will have to be developed that will hopefully accommodate this number.

As of this writing, the Planning Board of the Township of Rockaway is nearing the completion of a reexamination and updating of the municipal master plan. A very important integral part of this master plan update is to map the existing development and zoning pattern as well as all environmental constraints, including:

- . Excessive Slopes
- . Wetlands
- . Septic Limitations
- . Hydrologic Soil Groups
- . Flood Plains
- . Abandoned Mines
- . Seasonal High Water Table
- . Primary Aquifers

Several of these constraints were mapped at the time the Public Advocate instituted the Fair Housing Litigation in 1979. Each of these constraints will be considered in the establishment of a zoning policy, in the master plan, to accommodate the Township's fair share obligation. It is possible that, if the only way to provide for Rockaway Township's housing allocation is to zone for five times this allocation just so a 20% "set aside" can be obtained, the vacant, developable land available in the Township and suitable for higher intensity use without serious environmental impact may not be adequate for the purpose.

Rockaway Township has the obligation, as mandated by the Supreme Court in the Mt. Laurel II decision, to provide for 820 low and moderate income housing units. The Master Plan recognizes this obligation and will include land use proposals to satisfy the obligation within the limits of its ability.