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Roxbury

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An analysis of the present +  
future housing needs of  
Roxbury Twp., MS

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AN ANALYSIS OF  
THE PRESENT AND FUTURE  
HOUSING NEEDS  
OF  
ROXBURY TOWNSHIP  
NEW JERSEY

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## INTRODUCTION

This report is an analysis of the numerical responsibility of the Township of Roxbury ( Morris County, New Jersey ) toward the creation of a realistic opportunity for the housing of families of low and moderate income as defined by the Mount Laurel II doctrine.

For the purposes of this analysis, the County of Morris was chosen as the relevant region from which data was derived. The Supreme Court stated that any determination of "fair share" must address three separate issues, the first of which is "identifying the relevant region." The remaining two issues are a determination of the municipality's present and prospective housing needs and the "allocation of those needs to the municipality or municipalities involved."

## IDENTIFICATION OF A RELEVANT REGION

Since planning is not a physical or exact science the process of designation of a relevant region for the determination of a municipality's Mount Laurel Obligation ( MLO ) is currently open to many theories and methodologies. The following is a discussion of the reasons for the selection of Morris County as the relevant region of which the subject, Roxbury Township, is a part.

### I. Housing Market Area

The Court in Mount Laurel II defined a region as a "general area which constitutes...the housing market area of which the subject area is a part and from which the prospective population of the municipality would be drawn...

"The Court furthermore said that it would be "clearly inappropriate" to utilize the housing allocation regions

created by the New Jersey Division of State and Regional Planning and contained in the document A Revised Statewide Housing Allocation Report for New Jersey ( 1978 ), since this document was rescinded by Executive Order of the Governor on May 4, 1982.

Relying on the guidance of the Court in the determination of a region based upon a housing market, and because housing and employment are closely related, an analysis of the 1980 United States Census data for Place of Work statistics was performed. According to the 1980 Census, Morris County had a labor force of 201,247. Of those reporting, 55.6% of those individuals said that they both lived and worked in the county of residence, i.e., Morris County. This county residency factor was above average ( 53.4% ) for a seven county area surrounding Morris.<sup>1</sup> Since this figure represents a strong jobs/housing ratio the county is relevant as a housing region.

## II. Journey To Work

Individuals reporting to the U.S. Census indicated that the mean travel time to work is 25.5 minutes. Due to the varied conditions of Federal, state, and local roads, including speed limits on those roads, a speed of 40 miles per hour was used in determining the journey to work in Morris County.

This method produced a one way journey to work distance of 17 miles. All municipalities within Morris County can be

reached from Roxbury Township by driving this distance from its borders. A seventeen mile commute makes the county a relevant region of which Roxbury is a part.

### III. Use of the State Development Guide Plan ( SDGP )

Morris County not only contains the "growth area" designation of the SDGP, but also contains all other designations that can be applied, i.e., limited growth, agriculture, and conservation. These facts make the county a microcosm of the state itself. Since the county exemplifies those conditions that exist in the state as a whole, it is relevant as a region.

### IV. The Nature of County Government

Morris County is a chartered political entity which has the ability to raise money through taxation, pass and enforce its laws and plan for its own future and welfare. Through its Planning Board the county it is able to gather and analyze relevant data, without which allocation programs could not be designed.

Furthermore, the Municipal Land Use Law ( 40:55D-1 et seq ), recommends that local master plans consider county and regional plans. The only regional planning agency that encompassed the Township of Roxbury was the Tri-State Regional Planning Agency. That agency is no longer in existence, thereby leaving local coordination to the county.

For these reasons Morris County is relevant as a region for Roxbury Township.

## DETERMINATION OF HOUSING NEEDS

The second issue the Court said must be addressed in calculating fair share, is the determination of present and future housing needs.

### I. Present Housing Needs of Roxbury Township

Two factors were considered in developing a figure for the present need of the Township. The first was the additional number of units necessary to replace those that are considered overcrowded based upon 1980 Census data.

The second factor was an allocation based upon the calculation of vacancy rates.

a. Overcrowding. Overcrowding is defined as the number of housing units with 1.01 or more persons per room. Roxbury Township has an average of 3.24 persons per dwelling unit as compared to the Morris County figure of 2.99 persons. The Township had a total number of 630 persons living in dwelling units that had overcrowded conditions. To provide these individuals with dwelling units that are not overcrowded, a total of 194 units would be necessary.<sup>2</sup> Since the Township currently has a housing stock comprised of 10.6% rental units, a breakdown would be 173 sale and 21 rental units.

b. Vacancy. A number of vacant units on the market are always necessary to promote mobility and choice in the housing market. The State of New Jersey had 5.1% of its total dwelling units vacant in the 1980 Census. Morris County had a vacancy rate of 3.1%.

This percentage demonstrates a strong housing demand in the county.

Experts have indicated that a vacancy rate of 5% for rental units and 1.5% for sale units is necessary to maintain mobility in the market.<sup>3</sup> The total number of rental units in Roxbury Township is 615. Of this number, 80 units were vacant and for rent at the time of the census. This represented a vacancy rate in the rental market of 13.0%, well above the state and county average rates. The number of "for sale" units in the Township is 5,203 of which 72 or 1.3% were vacant.

Roxbury Township's vacancy rate for rental units was well above established norms and the state rate indicating a potential for mobility in the rental market. Within the county the mean rent asked for vacant units was less than the mean contract rent indicating an element of choice for renters. The vacancy rate for "sale" units was approximately two-tenths of one percent below established norms for this type of unit. The Township therefore, would not have to add any rental units to its stock because of its high vacancy rate and only 10 "sale" units to fill the vacancy gap.

c. Recapitulation of Present Need for Total Additional Housing

	<u>Total</u>	<u>Sale</u>	<u>Rent</u>
Overcrowded	194	173	21
Vacancy Need	10	10	0
Total Units	204	183	21

d. Analysis of Present Low and Moderate Income Family Housing Need

The total number of dwelling units necessary to satisfy the Township's present housing shortfall is 204 units. Since this figure represents a total need for all income levels within Roxbury, a calculation must be made to determine the need for low and moderate income families. According to the Court, low income families are those whose incomes do not exceed 50% of the median income of the area, while moderate income families have incomes between 50% and 80% of the median family income for the area.<sup>4</sup>

The median family income for Morris County was \$29,283, therefore, low and moderate family incomes are \$14,642 and \$23,427 respectively. Roxbury Township had 636 families with incomes below \$14,999, and 1,214 families between the 50% and 80% levels. As a percent of the total families they represented 12.7% and 24.2% respectively. The calculation for the present allocation of need produced these results.

	<u>Units</u>	<u>Percent</u>
Total Need	204	100.0
Low Income Need	26	12.7
Moderate Income	49	24.2
Balance	129	63.1

Roxbury Township's present housing need is 26 low income units and 49 moderate income units.

II. Future Housing Needs of Roxbury Township

The crude component projection methodology was utilized to



determine the 1990 population for Morris County. This model assumes that crude birth, death, and net migration rates will remain at estimated levels. The migration rate for the period 1970-1980 was used. Although the use of this migration rate produces a smaller population increase than some other methodologies it is utilized since New Jersey's growth rate has declined in the last decade as evidenced in the following table.

<u>Percent Population Increase</u>		
<u>Period</u>	<u>U.S.</u>	<u>N.J.</u>
1940-1950	14.5	16.2
1950-1960	18.5	25.5
1960-1970	13.4	18.2
1970-1980	11.4	2.7

Based upon this model the New Jersey Department of Labor performed a county by county analysis ( February, 1982 ) and projected a 1990 population for Morris County of 430,000, an increase of 21,800 persons over 1980. The 1980 Census data indicated that Roxbury Township contained 18,878 persons, or 4.6% of the county total of 407,630. This 4.6% figure will be assumed constant to 1990, therefore, Roxbury Township will be allocated 4.6% of the projected 1990 population of Morris County or 1,003 persons. The previous analysis indicated that there were 3.24 persons per dwelling unit in the Township, therefore, 310 total units will be needed for the 1990 population. Assuming the same low to moderate split, the resulting computation produces the following allocations:

	<u>Units</u>	<u>Percent</u>
Total Need	310	100.0
Low Income Need	39	12.7
Moderate Income	75	24.2
Balance	196	63.1

Roxbury Township's future housing need is 39 low income units and 75 moderate income units.

ALLOCATION OF A REGIONAL HOUSING NEED

In Mount Laurel II, the Court determined that the locus of the MLO would be the "growth area" designated by the SDGP.<sup>5</sup> The Court also determined that fully developed municipalities, i.e., those that theoretically have little or no vacant land, have the same MLO as all other municipalities in the designated growth area. This rationale makes the historic use of vacant developable land as a significant factor in the creation of allocation formulas, inoperative.

The Court, at the same time, said that it would favor allocation formulas that "accord substantial weight to employment opportunities in the municipality, especially new employment accompanied by substantial ratables."<sup>6</sup>

This section of the report will develop the figures for the present and future housing need of Morris County as the relevant region and then apply the suggestions of the Court in the development of an allocation methodology for the region.

a. Morris County's Housing Need

Present Need. As indicated previously in this report, the present need is determined by using the overcrowding/vacancy rate analysis. The 1980 census data indicated 1.2% of the county's "sale" units were vacant, while 2.8% of the rental units were also vacant. In order to meet the mobility

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<sup>5</sup> Mt. Laurel II Discussion pages 65-79. The existence of a municipal obligation to provide a realistic opportunity for a fair share of the region's present and prospective low and moderate income housing need will no longer be determined by whether or not a municipality is "developing." The obligation extends, instead, to every municipality, any portion of which is designated by the State, through the SDGP as a "growth area." This obligation...does not extend to areas where the SDGP discourages growth..."

goals for the housing market, the "sale" stock would have to be increased by 0.3% and the rental stock by 2.2%. This translates into increasing the sale stock of 101,370 current units by 304 and the current rental stock of 34,932 by 769 units. In order to break out the number of units for low and moderate families the Census data was applied. Morris County had 13.9% of its families with incomes below \$14,999 ( 14,836 ) and 23.9% of its families with incomes above \$14,999, but below \$24,999. The number of families in this group was 25,539. The balance of the county's families ( 66,116 ) fell into income categories above \$24,999. The assignment of present need based upon vacancy is therefore: Low income for sale 42;  
for rent 107. Moderate income for sale 73; for rent 184.

The second factor in the determination of present housing need is the overcrowding data. Morris County had a total of 12,867 living in dwelling units that had 1.01 or more persons per room. As stated previously, the average number of persons per dwelling unit for the county was 2.99 persons per dwelling unit. A simple calculation ( 12,867/2.99 ) produces a current need of 4,303 units. Again, the application of low and moderate income family percentages indicates that the number of low income units needed to relieve overcrowded conditions is 598 and the number of moderate income units is 1,028.

Future Need. The future need of the Morris County region is determined by dividing the projected county population increase for 1990 by the current average number of persons per dwelling unit in the county. This calculation produces a

need for 7,291 additional dwelling units by 1990.

The application of the low income family breakdown of 13.9% and the moderate income figure of 23.9% produces a need of 1,013 units and 1,743 units respectively.

	<u>Recapitulation for the Region</u>	
	<u>Present Need</u>	<u>Future Need</u>
Low Income Units	747	1,013
Moderate Income Units	1,285	1,743
Total Need	2,032	2,756

- b. Allocation of the Regional Housing Need. The most difficult portion of this analysis is the determination of a municipality's fair share of a wider geographic need. The Court, however, indicated an approach which will be utilized here. Three factors are alluded to in the earlier part of this section. They are: 1) Is the municipality in a growth area of the SDGP? 2) What is the employment situation? And finally, 3) What is the extent of ratable growth.

A study was made for the Morris County region for the period 1978-1981 on data relevant to these suggestions of the Court. Two key elements in the study were the change in the employment picture during this period and the increase in ratables. Employment was shown as an absolute increase or decrease,<sup>7</sup> while the ratable picture was calculated as the percent increase in total equalized valuation for each municipality in Morris County.

The calculations, presented in the MORRIS COUNTY PROFILE 1978-1981, take into consideration the wishes of the Court to exclude those municipalities in the region which are not

included in the SDGP growth area. Towns in the region which exhibited a decrease in employment over the period were deleted from a regional obligation, as well as, those which demonstrated a below regional average in ratable increase. As a result of this analysis only 11 of the 39 constituent municipalities of Morris County were considered statistically eligible for allocations using the Court suggested approach. Roxbury Township was not one of these.

Several other studies were made for the region for the period 1978-1981. The first was a ratio of dwelling units created to new employment opportunities. The second was a survey of new and proposed office space in the area.

If one argues that the ideal situation is the creation of one dwelling unit for every job, or a ratio of 1.0000, then it would not be unreasonable to use a ratio of 0.5568, the actual ratio of those who live in Morris who also work in Morris. The " PROFILE " table exhibits a housing/jobs ratio for all municipalities in the region which had an increase in employment. During the 1978-1981 period, the Township of Roxbury had a housing/jobs ratio of 0.8333, or nearly one dwelling unit for every new job, thereby indicating a serious attempt to match housing with employment.

The obvious question that this analysis promotes is, " Do the costs of these new dwelling units match up exactly with the ability of the new wage earners to afford them? " Probably not exactly, and an intensive investigation beyond the scope of this report would be necessary for absolute determinations. However, some assumptions can be drawn from the 1980 Census data.

The following table shows that data:

	<u>Household Income</u>		<u>What Can They Pay</u>	<u>What Do They Pay</u>
Owner	\$29,753 @25%	=	\$620 per/mo	\$509 per/mo w/mtg \$226 per/mo wo/mtg
Renter	\$19,177 @25%	=	\$400 per/mo	\$362 per/mo gross

Of course, it is impossible to tell from the census data and the other information available from the New Jersey Department of Labor whether all of the new employed live in the Township, however, in light of the fact that it can be used consistently for the region it can be used for illustrative purposes. Generally the mean data indicates that monthly housing expenses were covered in the accepted range by the householder's income. It is assumed that new houses and jobs are included in these figures.

Another indicator of growth in employment and ratables in the region is the amount of square feet of office space built or proposed from 1978 to the present. Black's Guide for the Fall of 1983 was used as a basis for the following chart.

Office Space Constructed or Proposed  
1978 to Present  
1,000 sq. ft.

Denville Township	70
East Hanover Township	903
Florham Park	643
Hanover Township	1,230
Harding Township	120
Montville	90
Morris Township	1,291
Morris Plains	364
Morristown Town	340
Mountain Lakes	138
Parsippany-Troy Hills	3,002
Rockaway Township	150

An interview with the Research Director of Black's Guide indicated that they had no listings for Roxbury and that there was limited

office development west of Morris Plains at this time.

CONCLUSION OF THE REPORT

Although Roxbury Township is designated by the SDGP as being in a "growth area" it does not meet the criteria of both substantial new employment and substantial ratable increase recommended by the Court in the design of an allocation formula. Furthermore, the Township has demonstrated a significant attempt to match the new employment it has received since 1978 with an almost like number of housing units. Also being considered is the lack of ratable growth since 1978 and lack of projected growth evidenced in the office space chart and compared to its neighbors.

It is therefore the conclusion of this report that Roxbury Township should provide only for its indigenous present and future housing needs of low and moderate income families, but not be subject to an allocation of housing demands from the remainder of the region.

HOUSING NEEDS OF ROXBURY

	<u>Present</u>	<u>Future</u>	<u>Total</u>
Low Income Families	26	39	65
Moderate Income Families	49	75	124
Remaining Families	129	196	325
Total Dwelling Units	204	310	514

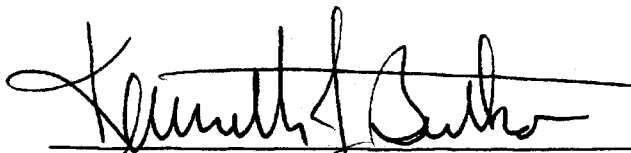
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TABLE I

County	Employed Labor Force	Reside/Work in County	Percent
Bergen	421,081	273,948	56.5
Essex	358,757	195,510	54.5
Hudson	239,761	128,875	53.8
Middlesex	290,566	165,927	57.1
Morris	201,247	112,057	55.6
Passaic	199,564	103,024	51.6
Somerset	102,313	46,331	45.2
Union	242,073	129,012	53.3

Avg. 53.45

Source: 1980 U.S. Census



TABLE II  
(OVERCROWDING)

Municipality	Avg. No. Persons Per D/U	No. Persons in Overcrowded Conditions	D/U Needed
Boonton Town	2.75	517	188
Boonton Township	3.00	80	27
Butler Boro	2.89	349	121
Chatham Boro	2.65	91	34
Chatham Twp	2.91	41	14
Chester Boro	2.91	31	11
Chester Twp	3.28	69	21
Denville Twp	3.08	385	125
Dover Town	2.87	1686	587
East Hanover	3.56	147	41
Florham Park	3.90	29	7
Hanover	3.28	189	58
Harding	2.84	30	11
Jefferson	2.93	799	273
Kinnelon	3.29	128	39
Lincoln Park	3.30	303	92
Madison	3.07	439	143
Mendham Boro	3.08	45	15
Mendham Twp	3.09	16	5
Mine Hill Twp	2.95	129	44
Montville	3.46	296	86
Morris Twp	3.01	290	96
Morris Plains	2.87	108	38
Morristown	2.45	1246	509
Mountain Lakes	3.46	18	5
Mt. Arlington	2.88	186	65
Mt. Olive	2.76	499	181
Netcong	2.61	190	73
Parsippany-Troy Hills	2.82	1476	523
Passaic Twp	3.04	138	45
Pequanmock	3.26	270	83
Randolph	2.89	434	150
Riverdale	2.94	76	26
Rockaway Boro	2.86	263	92
Rockaway Twp	3.07	502	163
Roxbury Twp	3.24	630	194
Victory Gardens	2.52	189	75
Washington Twp	3.21	232	72
Wharton Boro	2.72	321	118
	2.99	12,867	4,303

Source: 1980 U.S.Census

TABLE III  
(COVERED EMPLOYMENT)

<u>Municipality</u>	<u>1978</u>	<u>1981</u>	<u>Change</u>
Boonton Town	3,294	3,098	(205)
Boonton Twp	2,101	1,795	(306)
Butler Boro	2,028	1,787	(241)
Chatham Boro	2,627	2,765	138
Chatham Twp	855	1,084	229
Chester Boro	916	1,042	126
Chester Twp	789	942	153
Denville Twp	3,977	5,468	1,491
Dover Town	7,638	7,715	77
East Hanover Twp	7,678	8,298	620
Florham Park Boro	8,103	12,071	3,968
Hanover Twp	12,458	13,266	808
Harding	375	793	418
Jefferson Twp	928	799	(129)
Kinnelon Boro	714	895	181
Lincoln Park Boro	1,873	2,166	293
Madison	3,535	4,070	535
Mendham Boro	628	776	148
Mendham Twp	230	233	3
Mine Hill Twp	82	139	57
Montville	4,186	5,111	925
Morris Twp	5,472	4,708	(764)
Morris Plains Boro	6,496	8,837	2,341
Morristown	18,695	21,864	3,169
Mt. Lakes Boro	818	802	(16)
Mt. Arlington Boro	93	115	22
Mt. Olive	1,544	1,933	389
Netcong	1,007	835	(172)
Parsippany-Troy Hills	15,209	21,774	6,535
Passaic Twp	1,458	1,522	64
Pequannock Twp	3,208	3,344	136
Randolph	2,666	3,580	914
Riverdale Boro	1,085	1,041	(44)
Rockaway Boro	2,153	2,588	435
Rockaway Twp	4,963	5,678	715
Roxbury Twp	4,514	4,892	378
Victory Gardens	14	14	----
Washington Twp	1,179	938	(241)
Wharton Boro	2,175	2,420	245

Source: New Jersey Department of Labor

MORRIS COUNTY PROFILE 1978 - 1981

	I	II	III	IV	V
Boonton Town	X	(205)	45.9	24	
Boonton Twp.	X	(306)	50.9	58	
Butler Boro	X	(241)	43.4	24	
Chatham Boro	X	138	45.4	26	0.1884
Chatham Twp.	X	229	53.5	80	0.3493
Chester Boro		126	63.3	7	0.0555
Chester Twp.		153	62.2	142	0.9281
Denville Twp. ✓	X	1,491	53.0	123	0.0824
Dover	X	77	31.6	184	2.3896
E. Hanover Twp. ✓	X	✓620	24.5	182	0.2935
Florham Park	X	3,968	42.5	465	0.1171
Hanover	X	808	29.5	150	0.1856
Harding	X	418	57.7	161	0.3851
*Jefferson	X	(129)	40.8	118	
*Kinnelon	X	181	53.6	145	0.8011
Lincoln Park	X	293	27.3	33	0.1126
Madison	X	535	44.0	136	0.2542
Mendham Boro		148	66.0	206	1.3918
Mendham Twp.		3	61.0	67	22.3333
Mine Hill Twp.	X	57	46.9	42	0.7368
Montville	X	925	46.6	273	0.2951
Morris Twp.	X	(764)	47.2	580	
Morris Plains	X	2,341	79.9	269	0.1149
Morristown	X	3,169	33.0	87	0.0274
Mt. Lakes	X	(16)	56.8	24	
Mt. Arlington	X	22	45.3	31	1.4090
Mt. Olive	X	389	55.3	337	0.8663
Netcong	X	(172)	56.6	3	
Par-Troy Hills	X	6,535	55.1	876	0.1340
Passaic Twp.	X	64	54.7	156	2.4375
Pequannock	X	136	45.5	230	1.6911
Randolph	X	914	48.7	341	0.3730
Riverdale	X	(44)	34.5	16	
Rockaway Boro	X	435	42.7	82	0.1885
Rockaway Twp.	X	715 <del>21</del>	48.6	300	<del>14.2857</del> 0.4194
Roxbury Twp.	X	378	43.9	315	0.8333
Victory Gardens	X	--	54.3	80	
*Washington Twp.	X	(241)	81.6	827	
Wharton Boro	X	245	59.9	102	0.4163
County		23,395	47.7	7,262	

Key

- I - "Growth Area" - requires MLO
- II - 1978 - 1981 Covered Employment Change - gain or loss
- III - 1978 - 1981 Equalized Valuation Change - total value - Percent
- IV - 1978 - 1981 Dwelling Units Authorized by Building Permits
- V - Housing/Jobs Ratio 1.0 = 1 house for 1 job