

ML - Franklin Township ~~Planning~~

~~000804~~
May 1984

Housing Allocation Study and Conformance Report

pg. 13

ML 000804 E

Note: Double-sided pages
Fair Share ~~Plan~~ Report

FRANKLIN TOWNSHIP
HOUSING ALLOCATION STUDY AND CONFORMANCE REPORT

Prepared for the
FRANKLIN TOWNSHIP MAYOR AND COUNCIL

by

JOHN T. CHADWICK, P.P.
E. EUGENE CROSS ASSOCIATES

PROFESSIONAL PLANNING,
ENVIRONMENTAL CONSULTANTS

and

LANDSCAPE ARCHITECTS

MAY 1984

DT-13 end
10/1/84
EDS

INTRODUCTION

This report presents a general description of Franklin Township, Somerset County and traces in a brief manner the land use policies and regulations of the community. Further, the report sets forth the methodology and calculation of the Township's fair share housing obligation of present and prospective low and moderate income households. Finally, the report sets forth an analysis of the existing zoning policy of the community in context with the Mt. Laurel II fair share housing allocation.

The calculation of the Township's fair share housing obligation relies to some extent upon research and computation prepared by others. Specifically, this report has utilized statistical data prepared for the Court of the Honorable Judge Serpentelli in the matter of Urban League of Greater New Brunswick vs. Carteret et als. Said report was prepared by Carla L. Lerman. Additional sources of data include the New Jersey Department of Labor and Industry, U.S. Census of Population and Housing, U.S. Department of Housing and Urban Development (Newark Area Office), New Jersey Department of Community Affairs and Franklin Township Planning Board records and reports.

FRANKLIN TOWNSHIP-PROFILE

Franklin Township is located in Somerset County. The New Jersey State Development Guide Plan shows that the northerly portion of the Township, as well as a narrow area coinciding with the Route 27 right-of-way are located within a designated growth area. All other land areas of the Township are designated as limited growth area in the state SDGP.

The Township has continuously monitored and studied development patterns within the Township as well as within its region. The original master plan of the Township was adopted in 1959. The most recent master plan was adopted in 1982.

The current zoning ordinance is under review and major revision. Notwithstanding, all statements of fact and conclusions set forth in this report are based upon the ordinance currently in effect. If and when ordinance revision occurs, findings and conclusions of this report shall be reviewed and adjusted as warranted.

The Township of Franklin has a land mass of approximately 47 square miles. This community extends from the Raritan River south to the Borough of Princeton.

Route 287 crosses the most northerly area of the community in the vicinity of South Bound Brook. This area of the Township has featured considerable economic development over the past several decades.

No other major highways exist within the municipality. The only other state highway in the Township is Route 27 which generally describes the easterly boundary of the municipality and generally coincides with the boundary line of Middlesex and Somerset counties. This highway is a four-lane roadway along the Franklin-City of New Brunswick boundary. The roadway south of New Brunswick is a two-lane highway which passes through the villages of Franklin Park, Kendall Park and Kingston.

The Township's land mass is bounded on the north and westerly sides by rivers. The Raritan River generally defines the northerly boundary of the Township. The Delaware and Raritan Canal-Millstone River, a designated national historic site, define the westerly and southerly boundaries of Franklin Township.

The Six-Mile Run reservoir (land acquired by the state of New Jersey, but not yet constructed) is located at the approximate center of the Township when measured on a north-south axis. This reservoir facility extends from Route 27 west to the Delaware and Raritan Canal.

The Township's 1980 population is estimated by the US Census at 33,172 persons. The latest population projection prepared by the Somerset County Planning Board (preliminary) for the year 1990 is 45,724 persons. "The 1990 population projection (Somerset County) equates to total new housing production of 3800 to 4400 new dwelling units depending on family size."

Currently, two major developments known as the Bonner PUD and the Franklin Fields planned unit development have approvals (preliminary and various sections final). The total approved housing development within just these two developments exceeds the projected housing development within the Township over the 10 year projection period as estimated by Somerset County.

The Township's land use and zoning policies have been subject to intense review and debate, as well as review and decision by courts over the past 12 to 15 years. During this course of time, the Township has continuously examined changing conditions and adjusted land development policy accordingly.

The Township of Franklin in the early 1970's adopted a zoning ordinance providing for planned development in various zone districts of the community. This development option specified a requirement to provide housing for low and moderate income families. This original provision established in 1973 remains in the current zoning ordinance of the Township (Section 1212).

The Township has further amended its zoning code to specifically address the requirements of the Mt. Laurel II Supreme Court decision relevant to procedures for maintenance of housing affordable to low and moderate income households over time as well as other issues and considerations flowing from the aforesaid decision. This ordinance is known as Ordinance No. 1158 (zoning ordinance amendment).

In brief, the Township of Franklin land use and zoning policy has long encouraged and provided for development of large,

comprehensively planned development areas designed to produce a variety of housing and with the specific requirement that a portion of such housing be affordable to low and moderate income households. Clearly, the Township's policies have been progressive and comprehensive.

FRANKLIN TOWNSHIP FAIR SHARE HOUSING OBLIGATION

This section of the report sets forth a calculation of the fair share housing obligation of Franklin Township. The terms such as "region, low income household, moderate income household, affordable housing, etc.," are as described at length in the report entitled "Fair Share-Urban League of Greater New Brunswick vs. Carteret et als.," prepared by Carla Lerman (April 1984). This report is on file with the Honorable Judge Serpentelli.

In context with the foregoing, the dual region concept and income levels determinant of housing affordability are accepted without qualification by this consultant.

The specific methodology of fair share housing calculation and ultimate municipal obligation is described hereinafter as well as the extent departure from the aforesaid report exist.

Indigenous Housing Need

Indigenous housing need includes dwelling units occupied within Franklin Township lacking complete plumbing, having inadequate heating facilities and overcrowded units. Utilizing the Lerman report data filed with the Court, a total of 344 dwelling units are classified as such. The breakdown of units constituting this total is as follows:

1. Overcrowded units: 265.
2. Lacking plumbing: 60
3. Lacking adequate heating: 95.

The above three components of substandard housing yield a total of 420 units. Based upon studies by others (Tri-State Regional Planning Commission, people, dwellings, neighborhoods-1978) 82 percent of housing units exhibiting physical deficiencies were occupied by low and moderate income households. Multiplication of the figure 420 by the factor of 82 percent yields 344 units.

The indigenous housing need in the opinion of this consultant is not a component of the fair share housing obligation to be addressed totally through zoning plan. Specifically, the number of units that are physically deficient (lacking adequate plumbing and adequate heating) should be addressed by the Code Enforcement and Housing Rehabilitation Programs developed through the Urban County Block Grant Program. Franklin Township is a member of Somerset County's Block Grant Program.

The number of overcrowded units (units having an occupancy of more than 1.01 persons per room) has been examined in some detail utilizing detailed census publication (STF files). Based upon this examination, it is concluded that a maximum of 50 percent of the total number of overcrowded units are occupied by low and moderate income households. This conclusion is based upon a preliminary printout of overcrowded housing by tenure and income.

In context with the foregoing, the indigenous housing obligation to be addressed by zoning policies pursuant to Mt. Laurel II Supreme Court Decision is 133 units.

Reallocated Present Need

The reallocated present need of Franklin Township is generated from an 11-county region as described within the Lerman report cited herein. The Lerman report computed that the total reallocated existing housing need for the 11-county region was 35,014 units. That total number of units is based upon the U.S. Census of Housing Publication. The total is not verifiable for table II of the Lerman report (4/84).

This consultant has investigated numerous sources to determine whether or not this figure is appropriate. It is the conclusion of this consultant that the dynamics of the 11-county region has resulted in significant improvement of the physical condition of housing within the 11-county region over the past four year period. This opinion is based upon the following:

1. 93 percent of the region's reallocate need is generated by 12 municipalities. From 1980 through December 1982, 13,379 units were demolished within these same 12 communities.

2. Hudson County contributes 31 percent of the total housing pool. There exists a clear and undeniable revitalization process underway within the county. For instance, based upon investigation of the housing rehabilitation progress within Jersey City, in excess of 4600 units have been rehabilitated for low and moderate income households from May of 1980 through May of 1983. In addition, all communities of Hudson County are recipients of Community Development Block Grant entitlement or Urban

County Block Grant funds. Without exception, a considerable portion of the annual grant to each municipality is utilized for rehabilitation of dwellings occupied by low and moderate income persons. A precise accounting of the success of programs within Hudson County has not been made as of this date owing to the scope of such research and the available information.

In context with the foregoing, it is the position of this consultant that the rate of rehabilitation of housing substantially exceeds the rate of deterioration. In this context, preliminarily, an adjusted total reallocation for the 11-county region of 29,000 units is utilized for purposes of the following calculation.

Existing 11 County Regional Need Reallocation

The data base for following calculations is included in the appendix tables. The formula for allocation is as follows:

$$\frac{\text{twp. empl.} + (\text{Land area} + \text{economic factor})}{2} = \text{allocation factor}$$

$$\frac{(\text{allocation factor})(\text{regional need})(\text{percent vacancy})}{3} = \text{allocation (redistribution)}$$

The formula set forth above departs from the Lerman study referenced herein in terms of proportionality of the individual components. This consultant proposes that the employment factor be given a 50 percent weight in the allocation factor for redistribution of present need. It is my opinion that employment must be given a major position within the formula pursuant to Mt. Laurel II Supreme Court decision.

The calculations set forth hereinafter conform to that opinion as shown.

Data and Sources

	<u>Franklin Township</u>	<u>11 County Region</u>
1. Employment	11,653	11,244,632
2. Land area	12,800	699,163
3. Median income	25,912	24,177

regional need adjusted - 29,000 units (preliminary estimate)

- Date source:
1. NJ Department of Labor and Industry & Lerman Report 4/84; table 4.
 2. EEOA and Lerman Report 4/83; table 5.
 3. US Census of Population and Lerman Report 4/83; table 6.

Factor calculation

A. Employment $\frac{11,653}{1,244,632} = .0093$

B. g.a. $\frac{12,800}{699,163} = .0183$

C. EC. $\frac{25,912}{24,177} = 1.0776 \left(\frac{.0093 + .0183}{2} \right) = 1.0776(.0138) = .0149$

$\frac{.0093 + (.0183 + .0149)}{2}$ allocation factor
 $\frac{2}{2} = .01295$

Fair Share Allocation Calculation

$\frac{(\text{factor})(\text{vac} + \text{re-distribution \%})\text{regional need}}{3} =$

$\frac{(.01295)(123\%)(29,000)}{3} = 154 \text{ units}$

Prospective Housing Need

The prospective housing need for Franklin Township is based upon a 7-county commutershed. The methodology of delineation of this region is set forth in the Lerman report referenced herein. Delineation of the regional boundaries was made by measurement of County base maps in accordance with the methodology referenced above.

The data base relevant to employment, growth area within the commutershed and income has been developed from data source tables set forth in the Lerman report on file with the court.

The philosophy of the commutershed region is endorsed by this consultant. However, the methodology of prospective housing allocation computation proposed by this consultant departs from

the Lerman report. Employment and employment growth of the Township as a percent of the region is given a two-thirds weighting factor in the allocation formula. The growth factor has been computed as an annual average and not in accordance with a regression formula as described in the Lerman report. Further, a computation of absolute job growth contrasted to net job growth it utilized.

In addition to the above adjustments, the prospective housing need is calculated on a average six-year projected housing production (1984 to 1990). The base data again is contained within the Lerman report, although it is the opinion of this consultant that the projection of housing resulting from the averaging of two projection models made by the New Jersey Department of Labor and Industry substantially exceeds the trends of housing production in the state. This consultant intends to further examine housing production trends by County and for the state. In this context, the calculated projected fair share housing allocation set forth hereinafter is offered as a preliminary estimate.

Calculation of prospective need

formula

The formula utilized to estimate the Franklin Township "fair share" prospective need is as follows:

step 1

$$\frac{\left(\frac{\text{job growth.twp.}}{\text{job growth region}} + \frac{\text{jobs twp. (82)}}{\text{jobs reg (82)}} + \frac{\text{gr. ar. twp.}}{\text{gr. ar. reg. + econ. fac.}} \right)}{3} = \text{alloc. fact.}$$

step 2

$$(\text{A.F.})(.6)(123\%) \times \text{projected low and moderate income households} = \text{fair share allocation}$$

data sources:

job growth: N.J. Department of Labor and Industry annual reports

total jobs: ibid

growth area twp: E. Eugene Cross Associates

growth area region: Lerman report 4/7/84 table 5

data:

job growth Franklin Township - 8,052 jobs

job growth 7 County region - 270,363 235

growth area Franklin - 12,800 acres

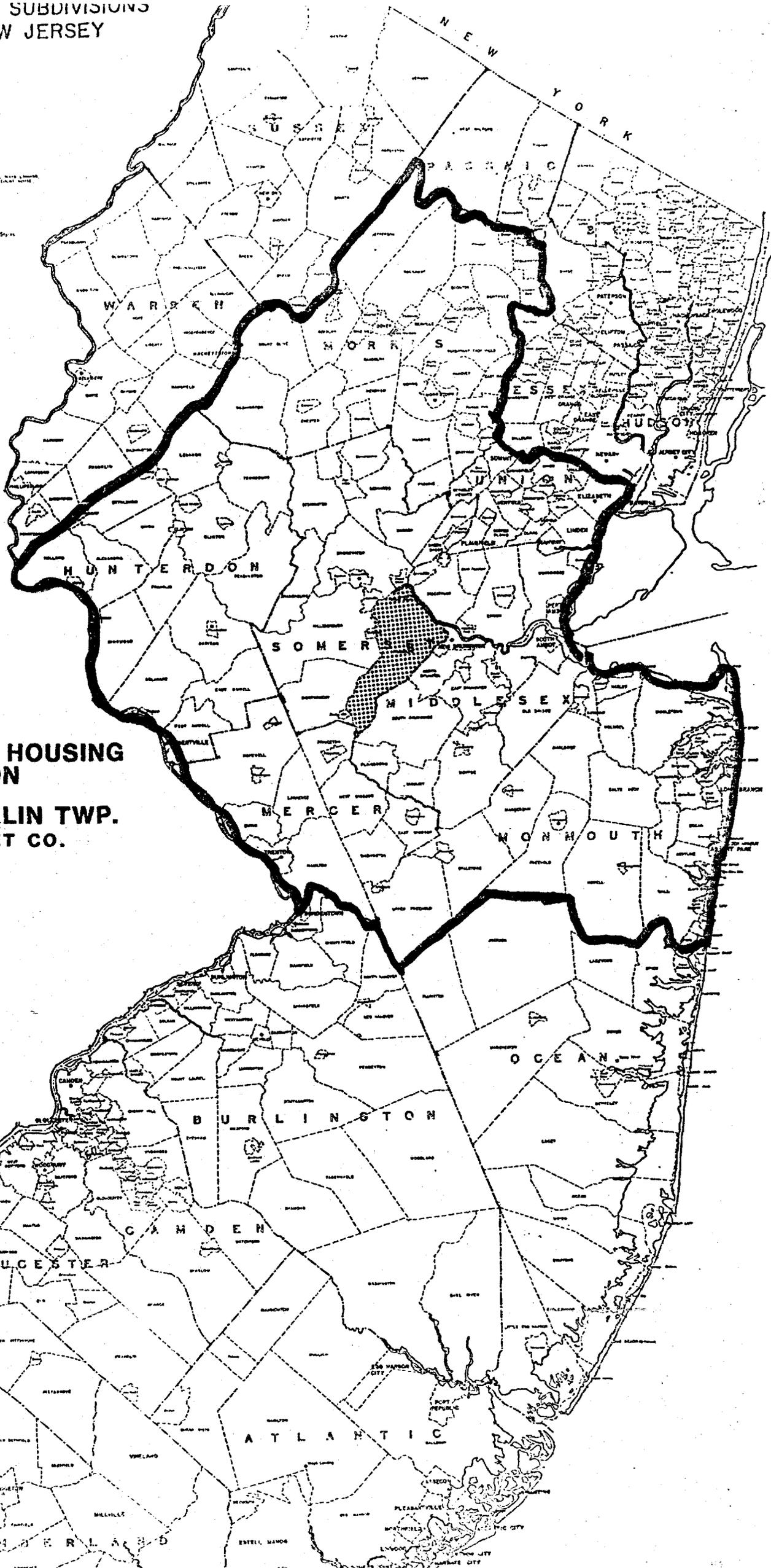
growth area 7 County region - 696,564 jobs

median income for Franklin Township - \$25,912

**POLITICAL SUBDIVISIONS
OF NEW JERSEY**

LEGEND

- COUNTIES ...
- TOTAL NUMBER-21
- COUNTY SEATS •
- UNINCORPORATED COUNTY SEATS ...
- MUNICIPALITIES ...
- TOTAL NUMBER-567
- Types And Number Indicated By Following Signs
- CITIES ... 81
- TOWNSHIP SEATS ... 21
- PRESBYTERIAN ... 214



**PROSPECTIVE HOUSING
REGION
FOR FRANKLIN TWP.
SOMERSET CO.**

PENNSYLVANIA
DELAWARE

FRANKLIN NEW JERSEY

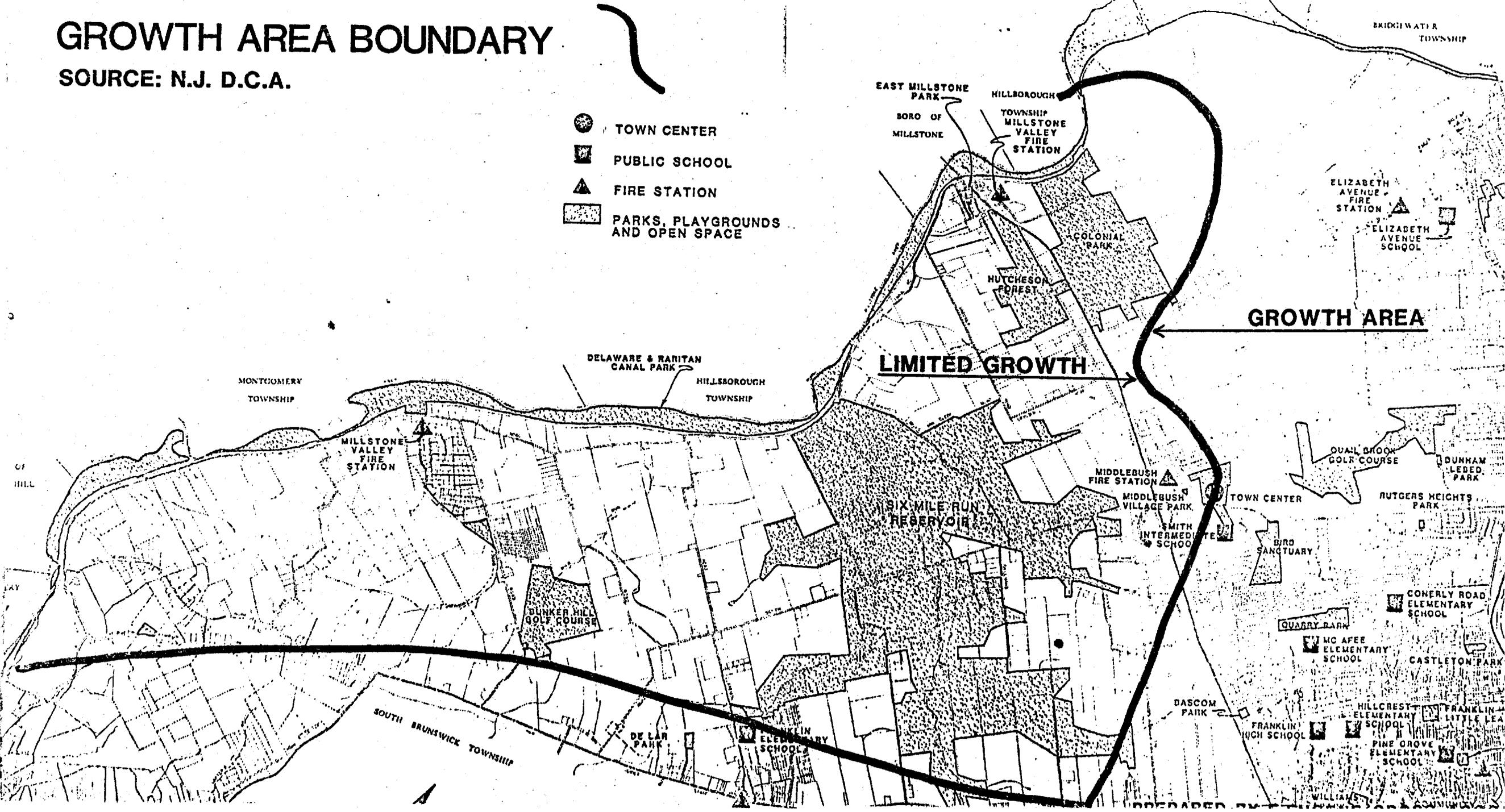
COMMUNITY FACILITIES PLAN

BORO OF MANHATTAN

GROWTH AREA BOUNDARY

SOURCE: N.J. D.C.A.

-  TOWN CENTER
-  PUBLIC SCHOOL
-  FIRE STATION
-  PARKS, PLAYGROUNDS AND OPEN SPACE



Median income for 7 County region - \$26,210

7 County low and moderate income

household projection - 76,798 (table 8 of Lerman report)

calculation factors:

job growth component: .0298

job component: .0119

growth area component: .0184

economic factor component: .0200

Applying the factors above to the data base also indicated above, the calculated prospective fair share housing obligation for Franklin Township is 1151 units. The calculation is an estimate of fair share housing obligation. As stated, this consultant is conducting study of projected housing demand. With completion of this study, the above estimate will be adjusted accordingly.

Preliminary Estimate of Total Fair Share Housing Obligation
for Franklin Township

The preliminary estimate of the total fair share housing obligation for Franklin Township is 1438 units. This estimate includes indigenous, redistribution of regional need and prospective housing need. The basis for the preliminary estimate has been detailed above. The appendix tables of this report supplement data base provided above.

FRANKLIN TOWNSHIP ZONING PLAN-PROVISION FOR LOW AND MODERATE INCOME HOUSEHOLDS

The Franklin Township Zoning Plan does require provision for low and moderate income households for all development applications within the community. Further, the Township's ordinance has for the past 11-year period required provision for low and moderate income households as part of a planned unit development application.

The zone districts of the Township wherein planned unit development is permitted are the R-40 and HD/R-40 (1) zones. The allowed density is 3.5 dwelling units per acre.

Utilizing available planning documents on file with the Franklin Township Planning Board (Master Plan background studies and other reports) it is estimated that a total of 2500 vacant acres of land are zoned for planned unit development.

Applying the allowed density (3.5 units per acre x this amount of acreage) results in a total potential housing of 8,750 units within just the PUD areas. Applying the minimum requirements for low and moderate income households as set forth in the PUD standards results in a total amount of required housing available for low and moderate income households of 1,313 units. Applying standards set forth in ordinance no. 1158 (zoning ordinance amendment mandating provision for low and moderate income households) would produce 1,750 dwelling units within just the planned unit development districts.

In addition to the above, the Township's zoning ordinance permits multi-family housing within the B-1 and B-2 zoning districts. Limited land area exists within the B-2 zone for further development. A substantial tract of land exists within the B-1 district.

In context with the above, it is clearly apparent that the Township Zoning Plan does provide for an amount low and moderate units which meets the estimated total fair share housing obligation of the Township.

Prospectus: Low and Moderate Housing Development

The Township of Franklin has a long-standing policy for the requirement of low and moderate income households as a component of major (planned unit) development. Cited hereafter are projects which clearly contribute to and are accountable toward the estimated total fair share housing obligation of the community:

1. Jewish Home for the Aged.

A six-story one hundred unit apartment project received approval December 17, 1982. The project is a subsidized project and having a 100 percent rental assistance program (section 8).

In addition to the above, the Board of Adjustment of Franklin Township has received an additional application by the Jewish Home for the Aged to construct 120 additional apartment units as part of the complex. No information as to subsidy or funding mechanisms is yet available.

2. Queens Square Development.

This development consists of 100 small apartment units located in the Franklin Park section of the Township. Projects are nearing completion. The advertised for-sale price is less than \$40,000. The units are not restricted as to the percent of low and moderate income households to be resident therein. Notwithstanding, because of the market offering, the units clearly fall within the price affordable to lower income households.

3. Edgemere Apartment Complex.

This project is located in the Somerset section of the Township. The project consists of 396 two and three units. The project has a long and varied history. The development was originally marketed as a co-op apartment project. The project subsequently was owned by the Department of Housing and Urban Development. Its most recent status is one of substantial rehabilitation. The rent cost (approximately \$300 for a two-bedroom apartment and \$380 for a three-bedroom apartment) are well within the affordable rental housing cost for lower income households. (based upon HUD 3/83 existing section 8 income schedule). It is estimated that 100 units have been vacant and in the process of rehabilitation at the above rent charges in the most recent year. In conclusion, the project will provide for 100 rehabilitated units which are available to low and moderate income households.

4. Ukrainian Village.

This project was granted approval for the development of 60 senior citizen apartments. The project is a subsidized housing project having a 100 percent rental assistance program.

5. Franklin Township Housing Authority.

The Township received a grant of 20 additional Section 8 certificates in 1984.

The above projects provide at minimum 380 new dwelling units affordable to low and moderate income households. Of this total, 260 are subsidized new housing units. The remainder are: (1) market affordable units (Queens Square) and (2) new available rental assistance certificates to lower income households.

In addition to the above projects, the Township Planning Board has granted approval to a major planned unit development known as the Franklin Fields PUD. The project is located south of the Franklin Park section of the Township. The Planning Board resolution of approval requires a total of 400 new dwelling units to be affordable to low and moderate income households. The applicant has recently submitted a "plan" for provision of a portion of such units as part of the first phase of site development.

Finally, the Franklin Township Housing Authority has made the following applications to the U.S. Department of Housing and Urban Development:

- a. Application for 100 units of new housing.
- b. Application for acquisition and substantial rehabilitation of 100 units.
- c. Application for 350 additional Section 8 housing certificates.

The cumulative efforts of the Township discounting the Housing Authority pending applications will produce at minimum 780 new and substantially rehabilitated units which are affordable to low and moderate income households. Clearly, the efforts of the Township show substantial progress in providing for its fair share housing obligation as presented and described hereinabove.

The cumulative efforts of the Township described herein (zoning plan and approved development) will produce conservatively 2,093 to 2,530 dwelling units affordable and restricted to occupancy with the exception of the Queens Square project) by low and moderate income persons. Again, and without question the Township's zoning plan meets the mandates and obligations set forth in the Mount Laurel II Supreme Court decision.