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Colts Neck

Feb 1984

An analysis of Colts Neck

removing the growth area of the  
SDGP from Colts Neck.

+  
providing Alternate housing  
choices.

pgs 22

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Qu eate & Lynch, Inc.

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AN ANALYSIS OF COLTS NECK

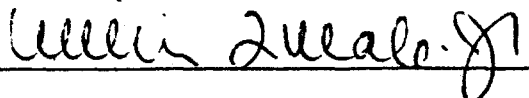
REMOVING THE GROWTH AREA OF THE SDGP FROM COLTS NECK  
(State Development Guide Plan)

AND PROVIDING ALTERNATE HOUSING CHOICES

February, 1984

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AN ANALYSIS FOR COLTS NECK TOWNSHIP

REMOVING THE GROWTH AREA OF THE SDGP FROM COLTS NECK  
(State Development Guide Plan)

AND PROVIDING ALTERNATE HOUSING CHOICES

January, 1984

I. REGIONAL JUSTIFICATION FOR THE "NO GROWTH AREA" DESIGNATION

Introduction:

Plate 1, SDGP Designations, identifies Colts Neck in the 2-county region of Monmouth and Ocean Counties. A 3-county region was originally developed in a March, 1983 memorandum based on a 30-minute travel time. The 2-county region was devised by Rutgers in its report Mount Laurel II Challenge and Delivery of Low-Cost Housing. That portion of New Jersey's "Growth Area" influencing the 2-county region follows the Parkway/Rt. 35 corridor along the east coast and the Rt. 9 corridor from New Brunswick, through Freehold, and into Lakewood. Both "Growth Areas" split apart in Marlboro then merge again in the Lakewood/Brick Township area. The inbetween area is a "Limited Growth Area".

The township is in this "Limited Growth Area". It is the only town that is virtually entirely within the limited growth area. It is concluded by the following analysis that the township's 262 acres are an inappropriate "Growth Area" classification by the SDGP and that the Monmouth County Growth Management Guide (GMG) as shown on Plate 1A more appropriately selects boundaries to guide future development. It channels growth more closely to the Rt. 9 corridor, plus its boundary between the growth area to the west and the agriculture/conservation area east into Colts Neck largely follows the ridge line creating the drainage divide of the Swimming River Reservoir. These are valid planning criteria that allow the corridor concept of the SDGP to be maintained, yet adjust the boundary based on more detailed, local information. As such, the county's GMG is an appropriate substitution in light of the SDGP's statements:

"Regional and County plans and the local concerns they reflect are also important influences on land use. These planning activities have the potential to provide greater levels of detail to the Concept Map as well as to reinforce State policies. Regional and particularly county planning activities work in greater detail with smaller areas than does State planning, and so are able to do more refined mapping with respect to growth and conservation areas. In addition, counties are more aware of local concerns, municipal regulations and private market activities and so manage to achieve in their plans a necessary blend between the ideal and actual."

Plate 1  
SDGP DESIGNATIONS

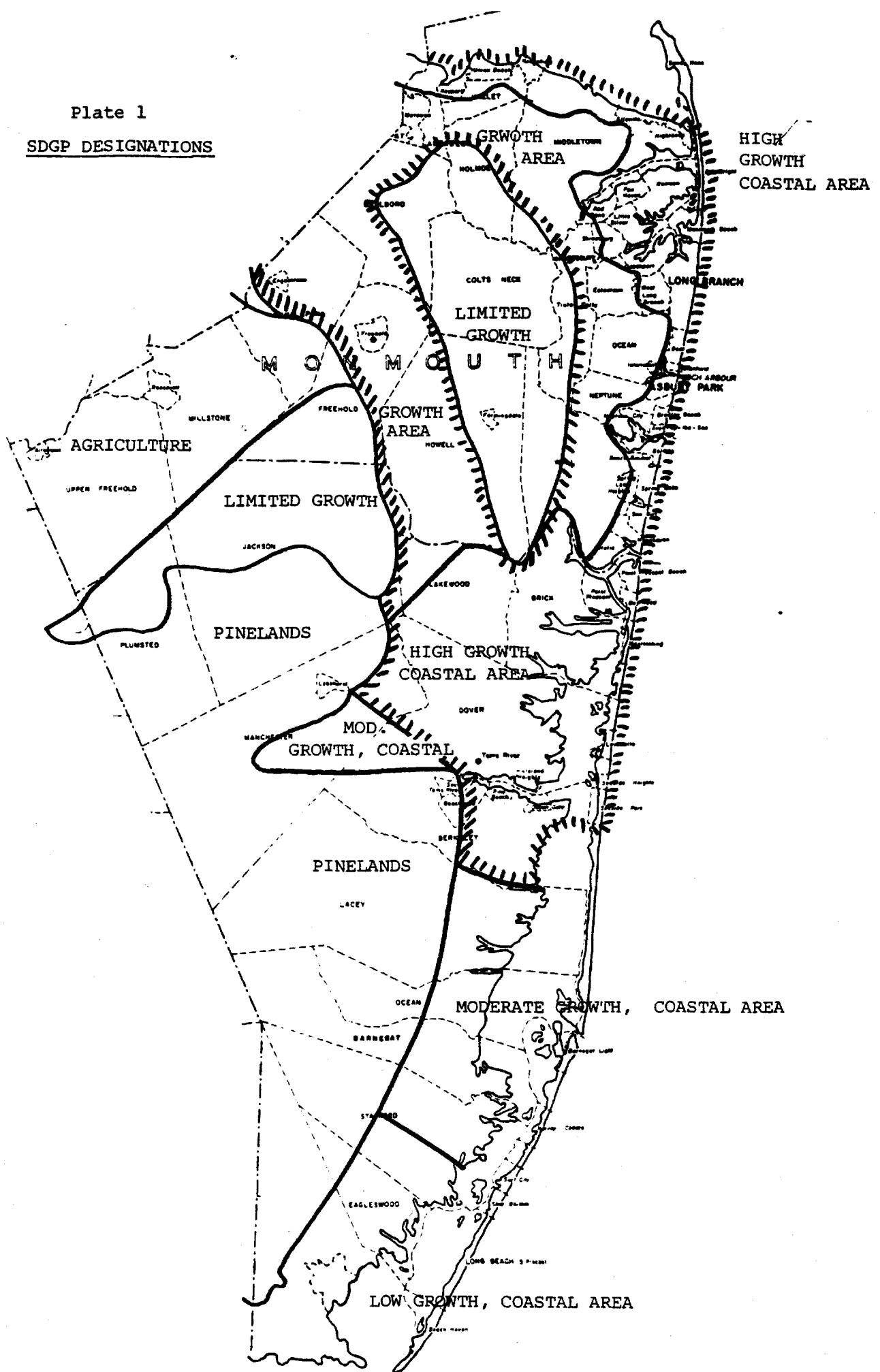
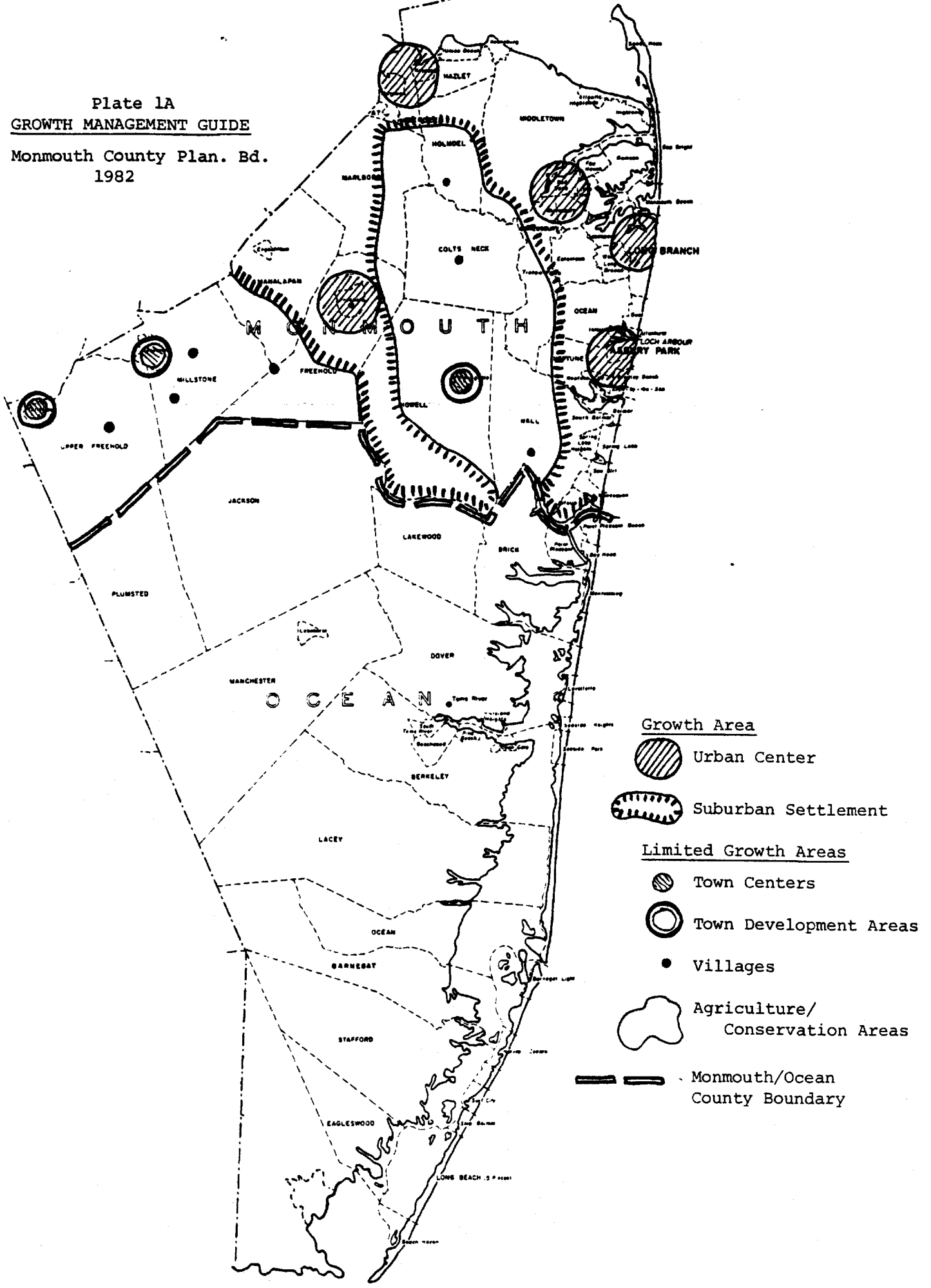









Plate 1A  
GROWTH MANAGEMENT GUIDE  
 Monmouth County Plan. Bd.  
 1982



- Growth Area
-  Urban Center
  -  Suburban Settlement
- Limited Growth Areas
-  Town Centers
  -  Town Development Areas
  -  Villages
  -  Agriculture/  
Conservation Areas
-  Monmouth/Ocean  
County Boundary

"Both in preparing the preliminary draft of the Guide Plan and since its publication, regional and county planning agencies provided information and many useful suggestions which are reflected in this draft. Efforts have been undertaken, and are continuing, to examine the Guide Plan in relation to regional and county plans. Where substantial agreement is found among the plans prepared, those plans are considered appropriate refinements of the Guide Plan." (SDGP pp.108-109) (Emphasis added)

### Demographics

Two summary sheets attached to this report show the Population, Dwelling Unit, Employment and Farmland Assessment data for all municipalities in the 2-county region.

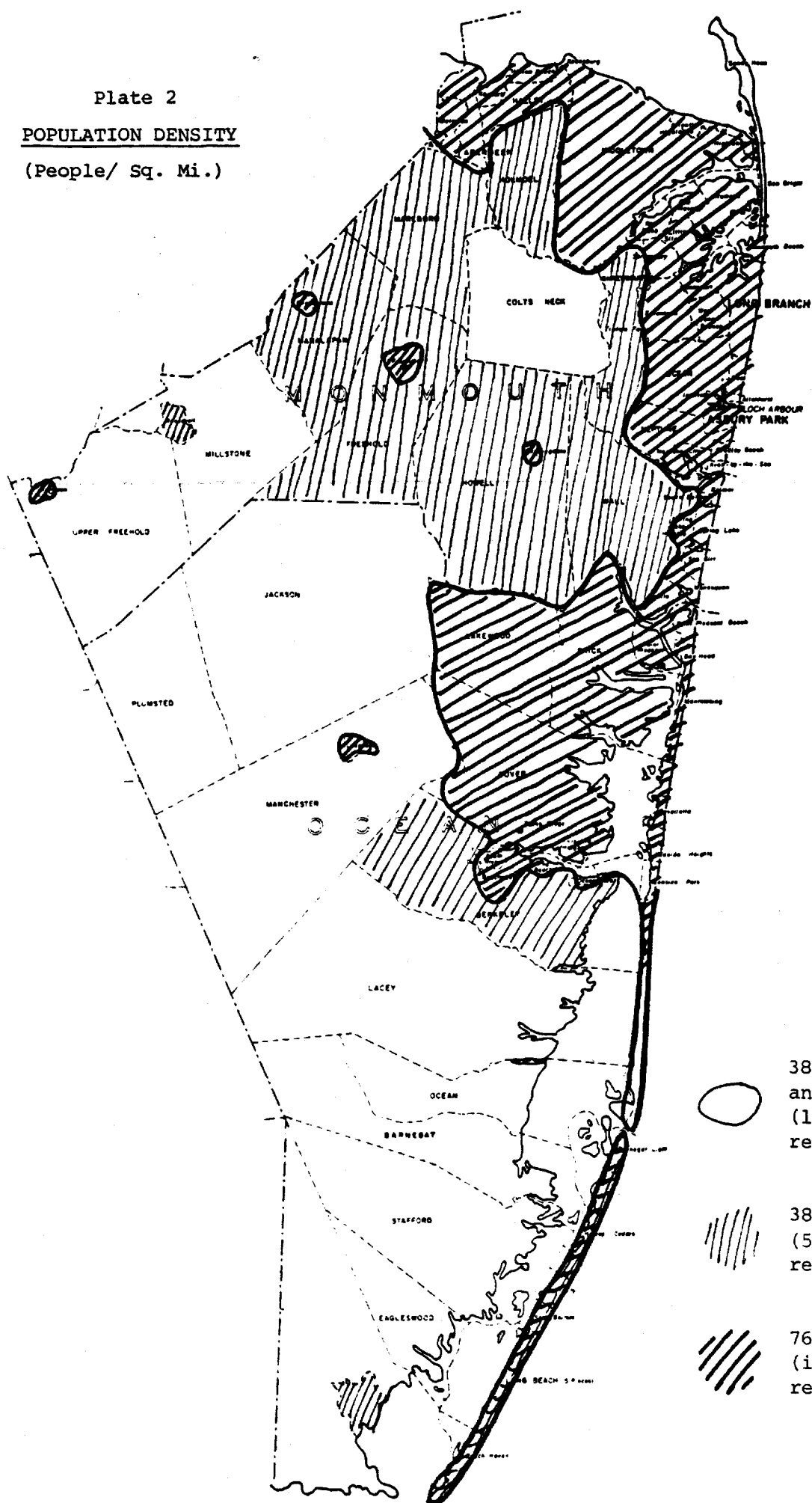
Colts Neck has an area of 31.6 square miles. Its population rose from 5,819 in 1970 to 7,888 in 1980. This increase of over 2,000 people resulted in a 1980 population density of only 250 people/square mile. (NOTE: for simplicity in comparing each town in the region to all others, each town's total acreage was included.) The population densities within the region are shown on Plate 2, 1980 Population Densities. The overall density within the 2-county region was 760 people per square mile. The higher densities of 761+ people per square mile follow the more densely developed coastal corridor. The medium densities of 381-760 people per square mile (50-100% of the regional density) are on the perimeter of the coastal corridor and along the northern portion of the Rt. 9 corridor. Colts Neck's density of 250 people per square mile appears in the lowest category consistent with "Limited Growth" or "Agriculture" designations in the more outlying, rural portions of the region.

In 1980, the township had 2,220 year-round housing units for a density of only 0.11 dwelling unit/acre. (NOTE: The total acreage of each town was again used in order to achieve comparable numbers.) The regional pattern is shown on Plate 3, 1980 Dwelling Unit Density, showing municipal densities less than 50 percent of the region's density of 0.45/acre, those with densities of 50-100 percent of the regional density, and those in excess of the region's density. The highest density again follows the coastal corridor consistent with the SDGP "Growth Area". The medium densities are modest expansions outward from the coastal corridor, with other patterns following the lesser Rt. 9 corridor. The lowest densities of under 0.22 unit/acre fall on the more rural towns like Colts Neck, as well as remote communities.

Of the eighty-six towns in the region, only six had lower densities of both dwelling units and population than Colts Neck. Two others had lower population densities with only slightly higher dwelling unit densities.

The N.J. Department of Labor & Industry's data on Covered Employment also shows the township and other areas away from the two growth corridors to have lower employment opportunities compared to the growth areas. Of the eighty-six towns in the region, Colts Neck was 46th in the number of jobs (743), 59th in the

Plate 2  
POPULATION DENSITY  
 (People/ Sq. Mi.)






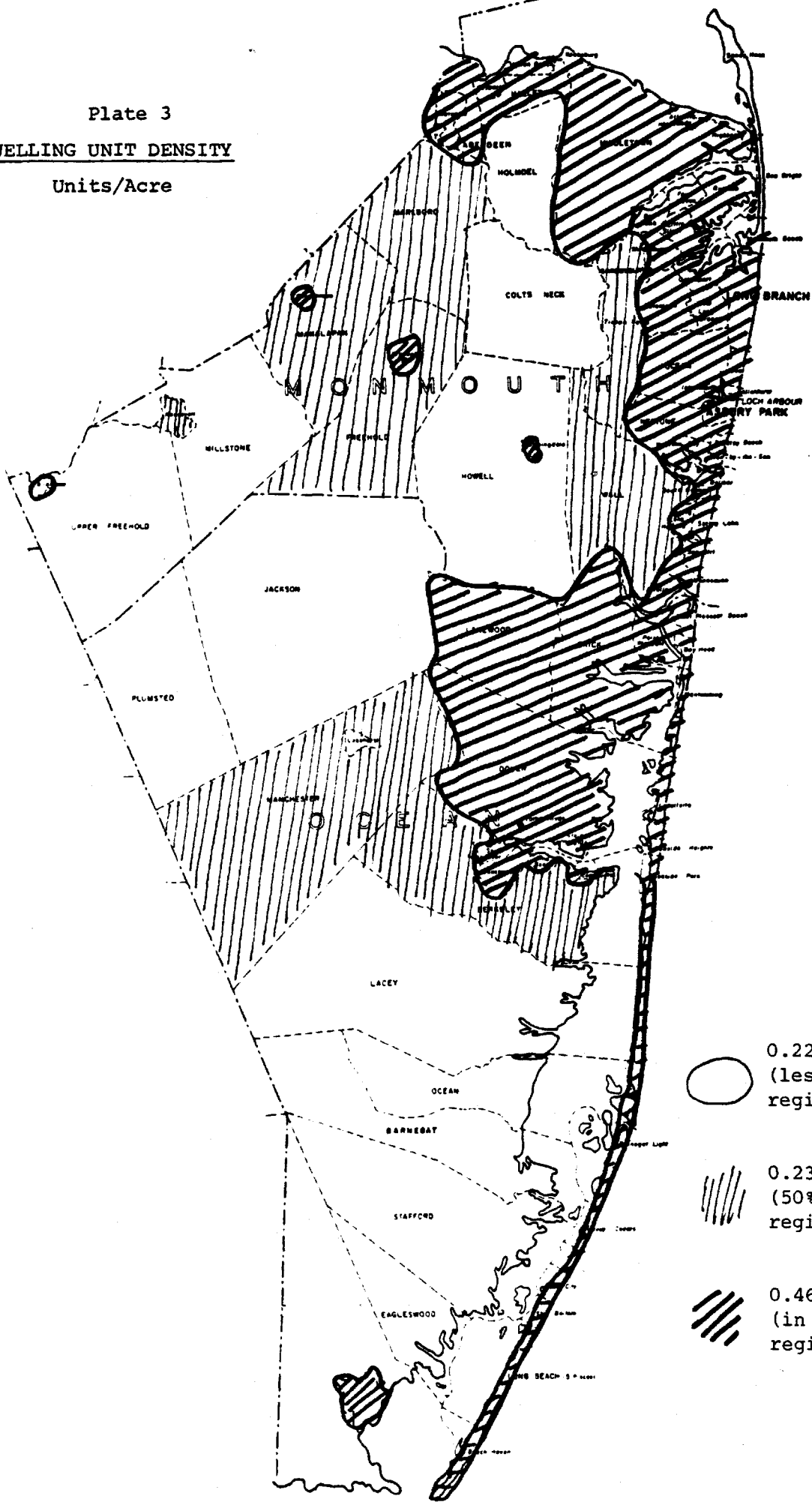



-  380 people/sq.mi. and less (less than 50% of regional density)
-  381 - 760 people/sq.mi. (50%-100% of regional density)
-  761+ people/sq.mi. (in excess of regional density)

Plate 3  
DWELLING UNIT DENSITY  
 Units/Acre



-  0.22/acre and less  
(less than 50% of regional density)
-  0.23 - 0.45/acre  
(50%-100% of the regional density)
-  0.46/acre +  
(in excess of regional density)



ratio of jobs to dwelling units (only 1 job for every 3 dwelling units), and 75th with an employment density at only 24 jobs per square mile.

Plate 4, 1981 Covered Employment (Number of Jobs), shows the highest concentration of jobs, i.e 1,600+ jobs per town, has expanded outward from the two major highway corridors essentially surrounding Colts Neck. The job concentrations have also avoided many of the smaller shore communities. Colts Neck is a clear exception to the pattern around it. The only other towns having less than a third of the regional average are the perimeter towns in the rural areas and along the shore.

Plate 5, 1981 Covered Employment (Ratio of Jobs to Dwellings), shows the highest ratio of jobs to dwelling units (those with more than the regional average of 0.61 job/dwelling) spotted along the two highway growth corridors. It also shows that throughout the region there is still more housing than jobs as shown by the number of towns with less than 0.6 job/dwelling unit.

Plate 6, 1981 Covered Jobs (Jobs/Square Mile), illustrates how the job pattern follows the coastal corridor with more modest trends in the Freehold area. Colts Neck is again in the lowest category (less than 50% of the regional pattern) similar to other limited growth and agricultural areas.

#### Transportation Considerations

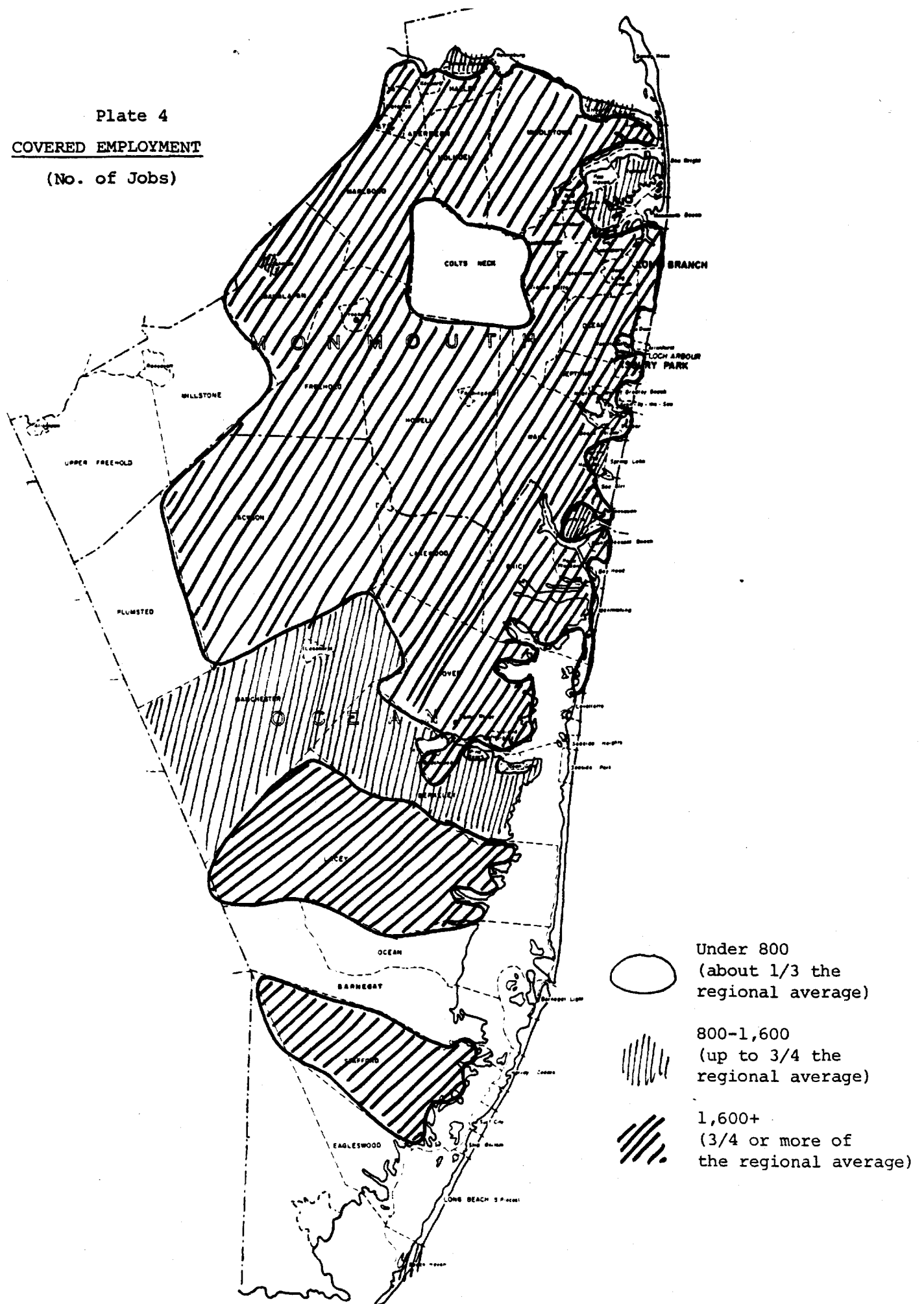
Plate 7, Major Highways, shows the "Growth Area" following the Parkway/Rt. 35 corridor in the north and along the coast, with the Rt. 9 corridor through the center of the region. The "Growth Areas" do not follow Rts. 34, 537, or 18.

1982 Average Annual Daily Traffic (AADT) from the N.J. Department of Transportation contains no current data for the Garden State Parkway, but earlier (1980) data showed almost 67,400 vehicles at the Tinton Falls toll booth, or 5 times the 1982 Route 34 volume. Volume on the Parkway drops to the south, reaching 17,600 near I-195 and 14,800 at the Ocean County boundary.

By comparison, Rt. 34 has a much lower volume, and does not show a consistent decrease in volume as one proceeds south. Aberdeen and Matawan, for example, had between 11,300 and 13,500 vehicles a day in 1982. The volume dropped to a low of 9,500 at the Colts Neck/Holmdel boundary, then increased to 15,400 north of Rt. 537, dropped again to 10,400 south of Rt. 537, then increased to 14,700 south of Rt. 18. The pattern indicates an absence of regional traffic and a more general use of the highway for local traffic. These increases in volume toward the intersections with Rts. 537 and 18 indicate an orientation of local traffic to those highways, and to the shopping facilities on Rt. 34 north of Rt. 537. South of N.A.D. Earle, Rt. 34 had its highest volume at 16,500 near Rt. 33 in Howell. The role of Rt. 34 is limited to the immediate area it serves and, in the context of the SDGP, is not a major regional highway as reflected by Rt. 34 not being included on the "Transportation" map in the SDGP. (SDGP, p.37)

Rt. 537 is also not a major road in the larger state-wide pattern, even though it is an important east/west highway in Colts Neck and between Eatontown and Freehold. This is indicated by the State's 1983 "Official Ten Year Edition Map

Plate 4  
COVERED EMPLOYMENT  
 (No. of Jobs)





COVERED EMPLOYMENT

(Jobs/ Sq. Mi.)

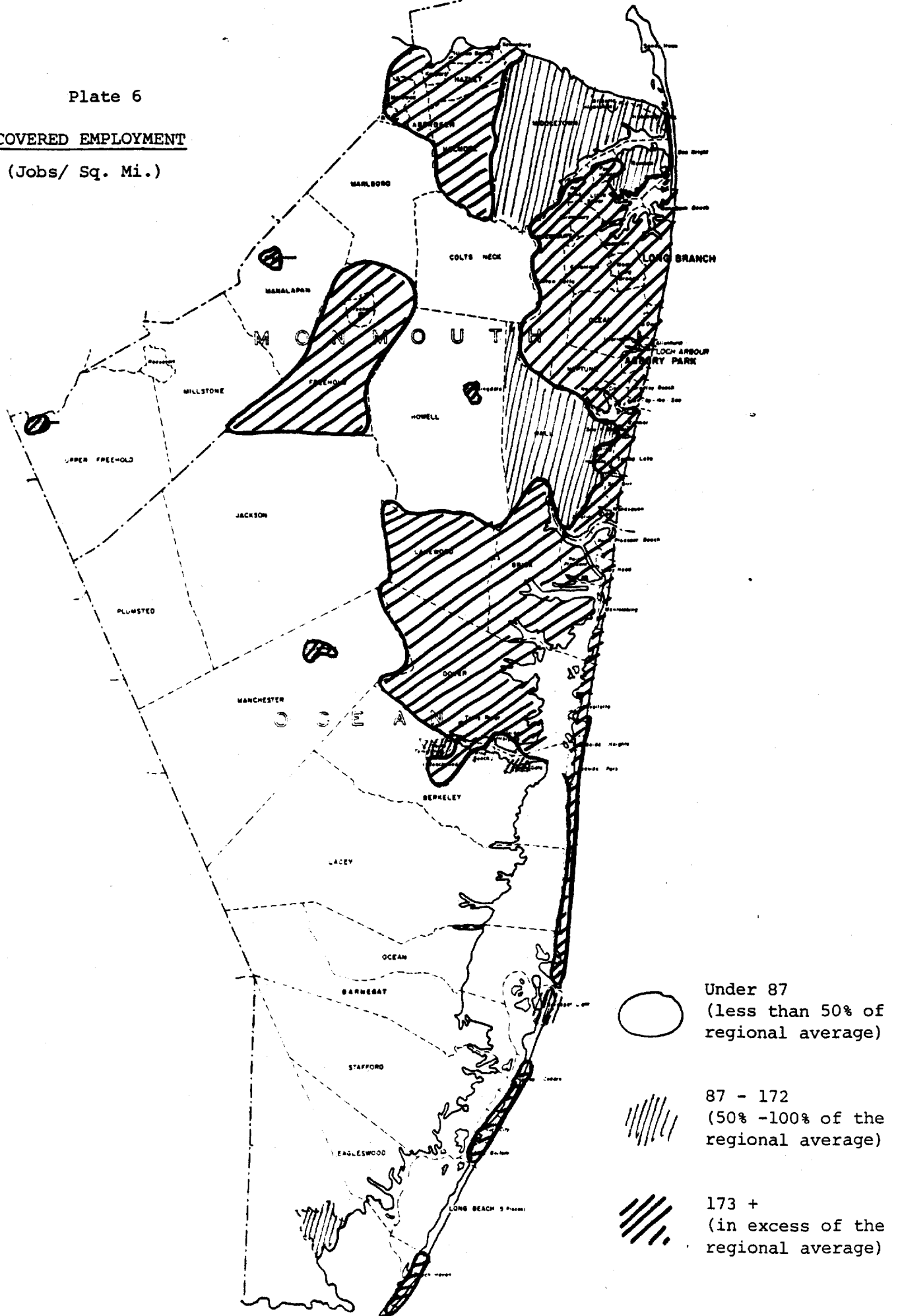
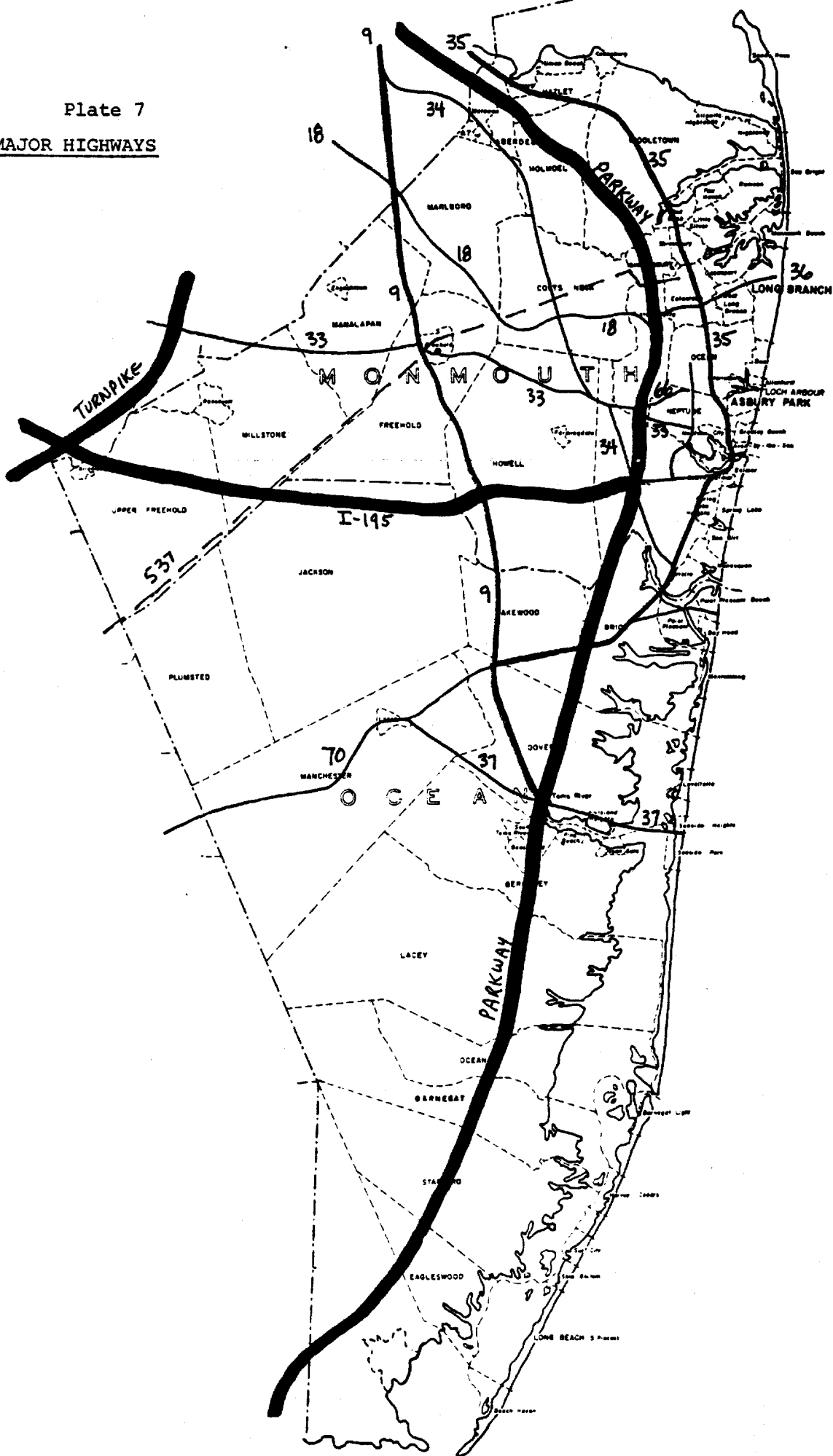


Plate 7  
MAJOR HIGHWAYS



and Guide" identifying it as a secondary road and the fact it was not indicated on the SDGP's "Transportation" map. (SDGP, p.37) Its volume just east of Rt. 18 was 11,200 in 1982.

The other Freeway, Route 18, dropped to under 9,000 east of Rt. 34. West of Rt. 34 and into the south end of Marlboro, the volume was around 13,000 in 1982. Rt. 18's highest volume in Monmouth County was at the north end with a volume of 17,300 between Rt. 9 and Rt. 520. It was shown on the SDGP's "Transportation" map, but, along with Rts. 34 and 537, was not recognized as a highway warranting a growth area designation.

Other, more important highways in the region had volumes that contrasted significantly with the 9,000-15,000 range on Rts. 34 and 18, and the 11,000+ volume on Rt. 537. Essentially, the state highways in the growth corridors were between two and four times these volumes. The Parkway and Turnpike were four to seven times these volumes at 67,000+ for the Parkway and almost 64,000 for the Turnpike.

Another major highway is Rt. 35 which parallels the coast line east of the Parkway. It was the original highway to the shore before the Parkway was built. In Middletown and Holmdel, its volume was almost 27,000 in 1982. It surged to 43,000 at the Fort Monmouth entrance in Eatontown, but dropped steadily through the 30,000s in Ocean Township, then to 19,000 south of its intersection with Rt. 66 in Asbury Park.

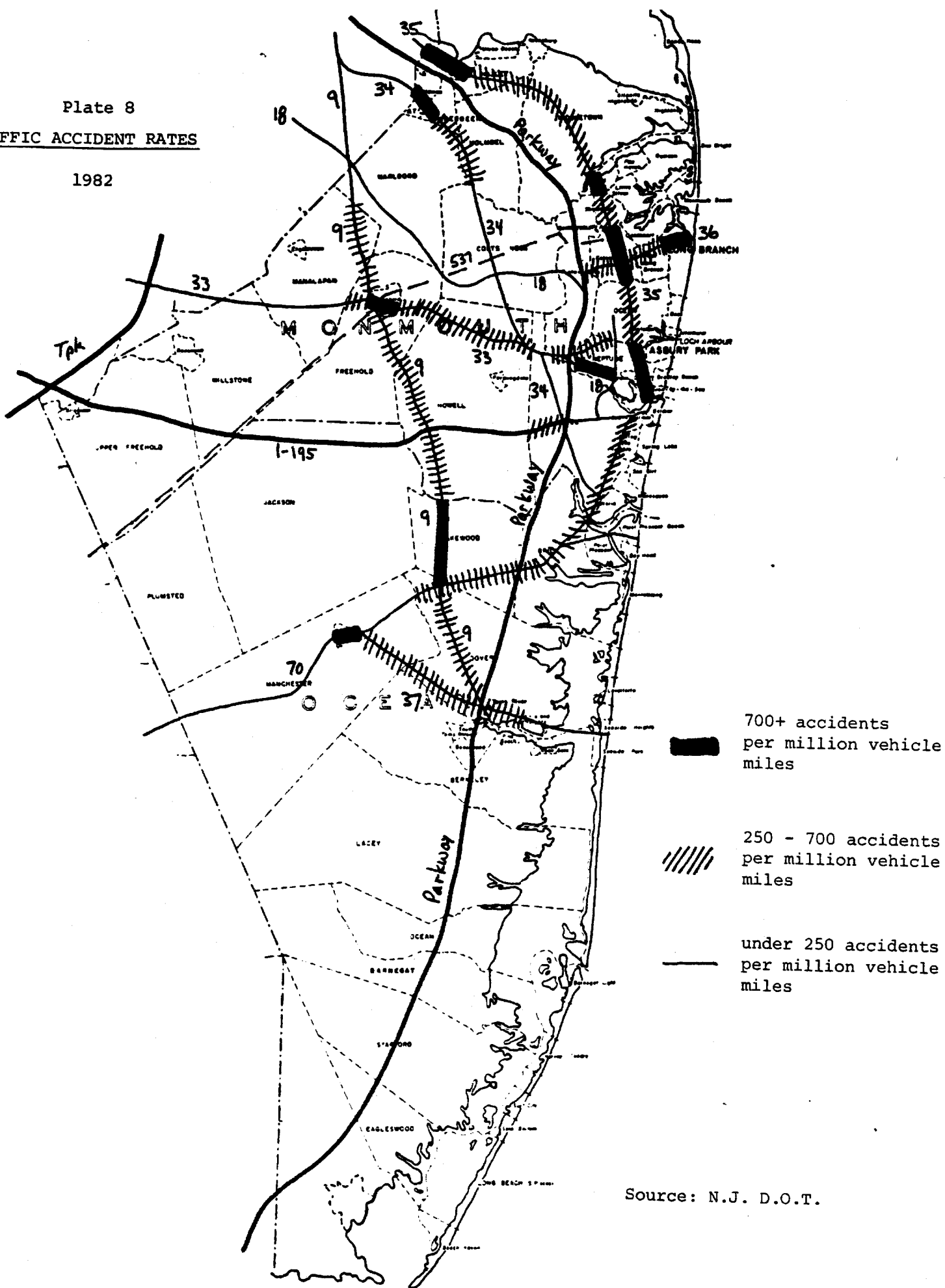
Rt. 9 is the remaining major corridor in the immediate region. It approached a volume of 40,000 north of Freehold, but dropped to 22,000-28,000 south of Freehold through Howell Township.

The overall pattern in Monmouth County is the north/south, rather than east/west orientation of traffic. For example, while Rt. 9 and Rt. 35 volumes were in the 20,000-40,000 range, and the Parkway exceeded 67,000, the east/west highways of Rt. 33 and I-195 west of Rt. 9 were around 12,000 on Rt. 33 and 10,000 on I-195. Both increased further west toward the Turnpike. East of Rt. 9, Rt. 33 peaked at 16,000 before it intersected Rt. 34 while I-195 dropped to 8,800 near the Parkway, but then increased to 15,300 when it becomes Rt. 38 leading to the coastal communities after picking up traffic from the Parkway.

Plate 8, Traffic Accident Rates, shows higher accident rates on major highways in the more densely developed growth corridors where adjacent uses have a general pattern of access to the highways. The pattern is one of higher accident rates on those highways with highest volumes and intense development patterns. The highest accident rates (700+ accidents per million vehicle miles) occur on Rts. 35, the north end of Rt. 34, the Freehold and Neptune portions of Rt. 33, Rt. 36 in Long Branch, and Rt. 70 in Lakehurst. The intermediate level of accident rates (250-700 accidents/million vehicle miles) tends to complete the remainder of Rts. 36, 35, 33, 9, 70 and 37. The interstate system as well as those portions of the major highways in less developed sections of the region have the lowest accident rates. For example, On the west ends of Rts. 33 and 70, as the intensity of development diminishes going through the agricultural areas of Manalapan and Millstone, or into the Pinelands portion of Manchester, the accident rate dropped to the lowest level.

Plate 8  
TRAFFIC ACCIDENT RATES

1982



Another illustration is that Rt. 34 had its highest accident rate through the built up areas at the north end. As the intensity of development diminishes through Holmdel and into Colts Neck, the accident rate declined. Rt. 34, for example, from Matawan and Aberdeen south to Rt. 33, had 220 accidents in 1982. About half these accidents took place in Matawan and Aberdeen (about one-fifth the highway's length), where the intensity of development is the highest.

The road network in the township had some of the lowest volumes in the area indicating the highway network is not used for extensive regional purposes, but rather a series of important local functions that are not part of the larger, statewide scheme of things. The combination of lower volumes and accident rates are consistent with the other low intensity characteristics found in population, housing, job and agriculture data in Colts Neck. The compatibility of all this data is supportive of the Township being appropriately excluded from any portion of the region's growth area.

Plate 9, Area of Farmland Concentration, together with the accompanying summary of Farmland Assessment data, show Colts Neck is one of nine towns in Monmouth County, and one of eleven in the 2-county region, having over 3,850 acres under Farmland Assessment and at least one-fifth their land area under Farmland Assessment. The nine towns in Monmouth County totalled 88,500 acres under Farmland Assessment in 1982 and represented 94 percent of the county's Farmland Assessment properties. When the two Ocean County towns are added (Plumsted and Jackson), another 10,200 acres of farmland are added. These two towns abut Monmouth County's western end make up the larger region's agricultural belt.

All told, the Monmouth/Ocean region had 108,400 acres under Farmland Assessment in 1982. Of that, 87 percent was in Monmouth County. The location of this agricultural belt is essentially the northwest portion of the 2-county region. The areas identified in both the SDGP and the County's GMG for agriculture or limited growth correspond with these twelve towns shown on Plate 9.

Plate 10, Township Farmland Concentrations and Adjacent Utility Service, indicates the SDGP's 262 acre "growth area" in relation to the township's major blocks of farmland, the reservoir, and the closest water and sewer service. Generally, utilities are not convenient to Colts Neck's piece of the "growth area". The adjoining area of Freehold Township does not have sewer service. The development that exists there at this time was installed with septic systems. In anticipation that sewers may some day be required, the developer was required to install "dry" sewer lines which, if activated, would drain toward Colts Neck. Should sewer service be required in the future, it is anticipated that a pumping station would be installed near the Colts Neck boundary to pump the effluent back toward Freehold Borough for treatment in another watershed. Extending service to Colts Neck is not anticipated.

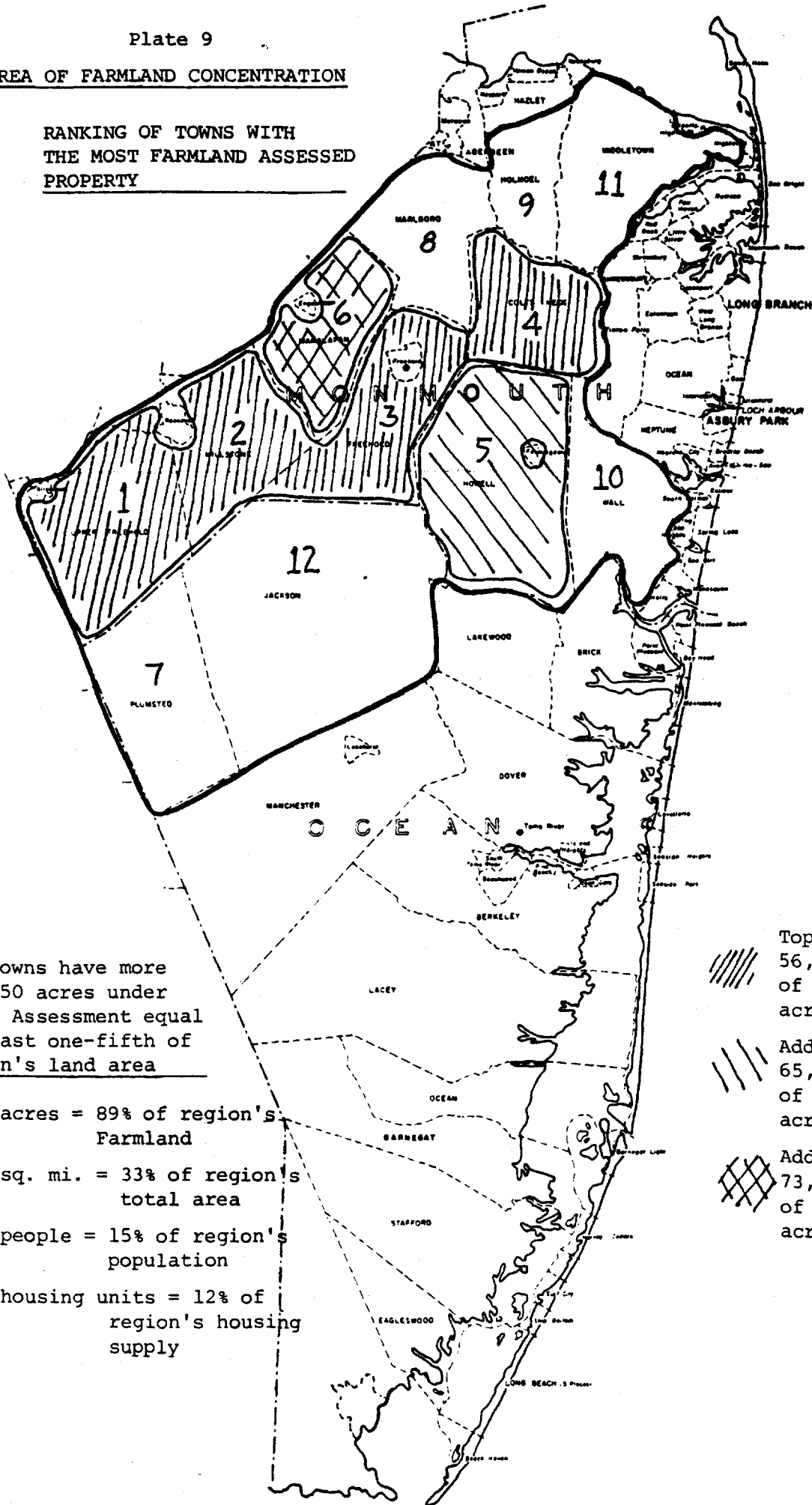
In 1982, about 8,831 acres (43%) of the township were qualified under the Farmland Assessment Act consisting of "3b" properties, 8,195 acres, plus acreage for the farm house, woodland and other land not devoted to agricultural use totalling 636 acres. With 317 line items representing 8,195 acres of qualified farmland, the average tract size was almost 26 acres. The average horse farm was larger at 54 acres in 1979. The ability of the township to support agriculture is also indicated by the fact that 38% of the township has Class I and II agricultural soils with another 25% being Class III soils. See attached Plate 10A, Agricultural Soils.

As of 1982, 62 percent of the township's agricultural land (3b) was devoted to harvested cropland, consistent with the support requirements for the horse



AREA OF FARMLAND CONCENTRATION

RANKING OF TOWNS WITH THE MOST FARMLAND ASSESSED PROPERTY






Top 10 towns have more than 3,850 acres under Farmland Assessment equal to at least one-fifth of each town's land area

96,632 acres = 89% of region's Farmland

369.47 sq. mi. = 33% of region's total area

127,378 people = 15% of region's population

39,898 housing units = 12% of region's housing supply

-  Top four towns  
56,518 acres = 52% of region's farmland acreage
-  Addition of 5th town =  
65,062 acres or 61% of region's farmland acreage
-  Addition of 6th town =  
73,315 acres = 67% of region's farmland acreage

COLTS NECK TOWNSHIP

Trends in Agricultural Land  
1973 - 1982

<u>Year</u>	<u>No. of Line Items</u>	<u>Total Acres Devoted to Agricultural &amp; Horticultural Use</u>	<u>Total Acres Not Devoted to Agri &amp; Horticultural Use<sup>1</sup></u>	<u>Total Farm Acres</u>	<u>% of Total Twsp<sup>2</sup></u>	<u>% of County's Farmland<sup>3</sup></u>
1972	246	8,373	784	9,157	45	9
1973	239	7,851	887	8,738	43	9
1974	241	8,504	977	9,481	47	10
1975	240	8,143	981	9,124	45	10
1976	250	8,210	995	9,205	46	9
1977	252	8,175	935	9,110	45	9
1978	258	8,500	1,140	9,640	48	10
1979	260	8,092	982	9,074	45	9
1980	271	7,821	665	8,486	42	9
1981	277	8,547	684	9,231	46	10
1982	317	8,195	636	8,831	44	9

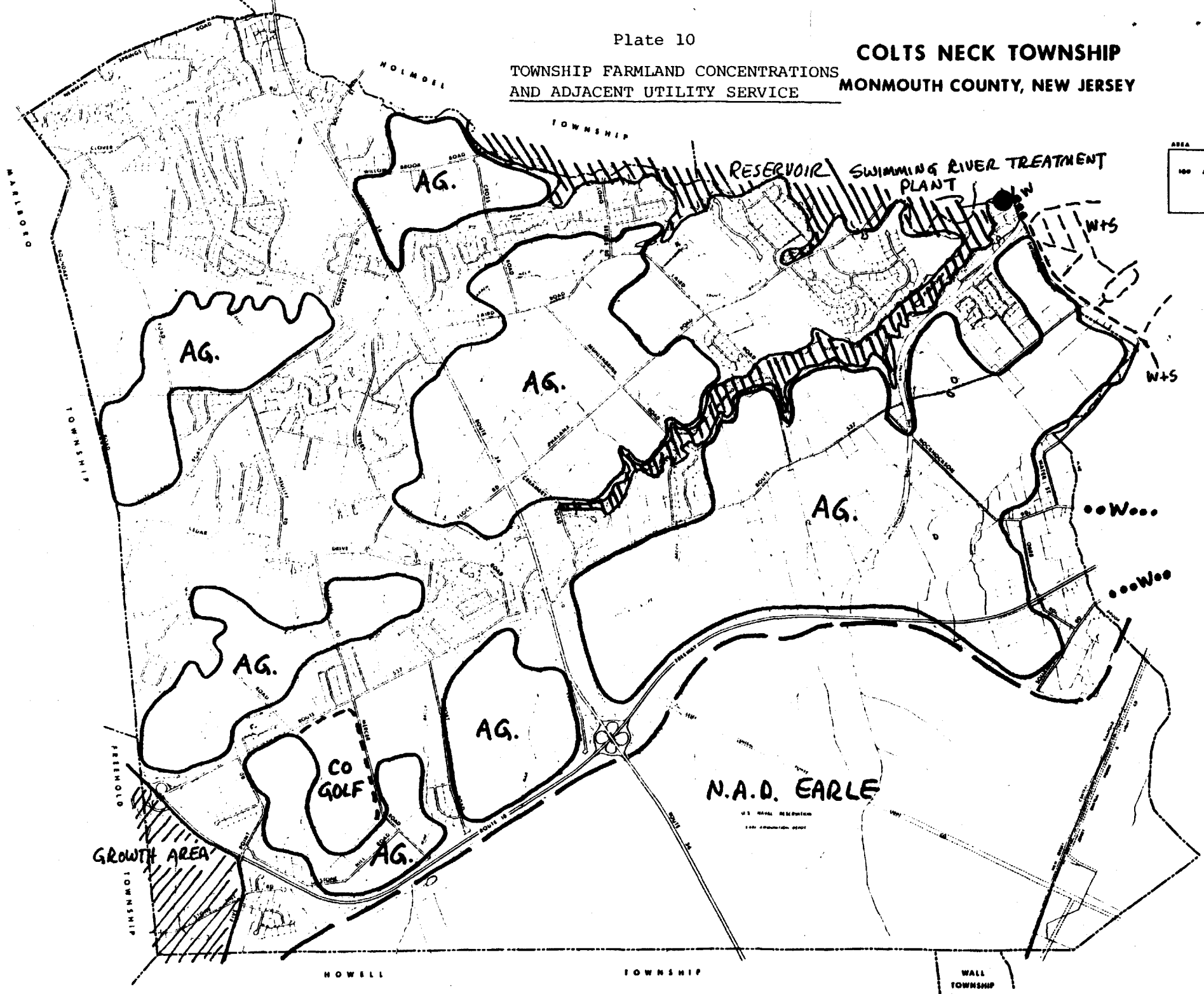
1. Land with farmhouse, woodland not devoted to agriculture and horticulture and all other land not devoted to agriculture and horticultural use.
2. 20,224 acres in Township = 6.6% of total county area.
3. Total farm acreage from Approved FA-1 Forms, Div. of Taxation

Source: State of New Jersey Farmland Assessment Act of 1964  
Data From FA-1 Forms for the tax years shown

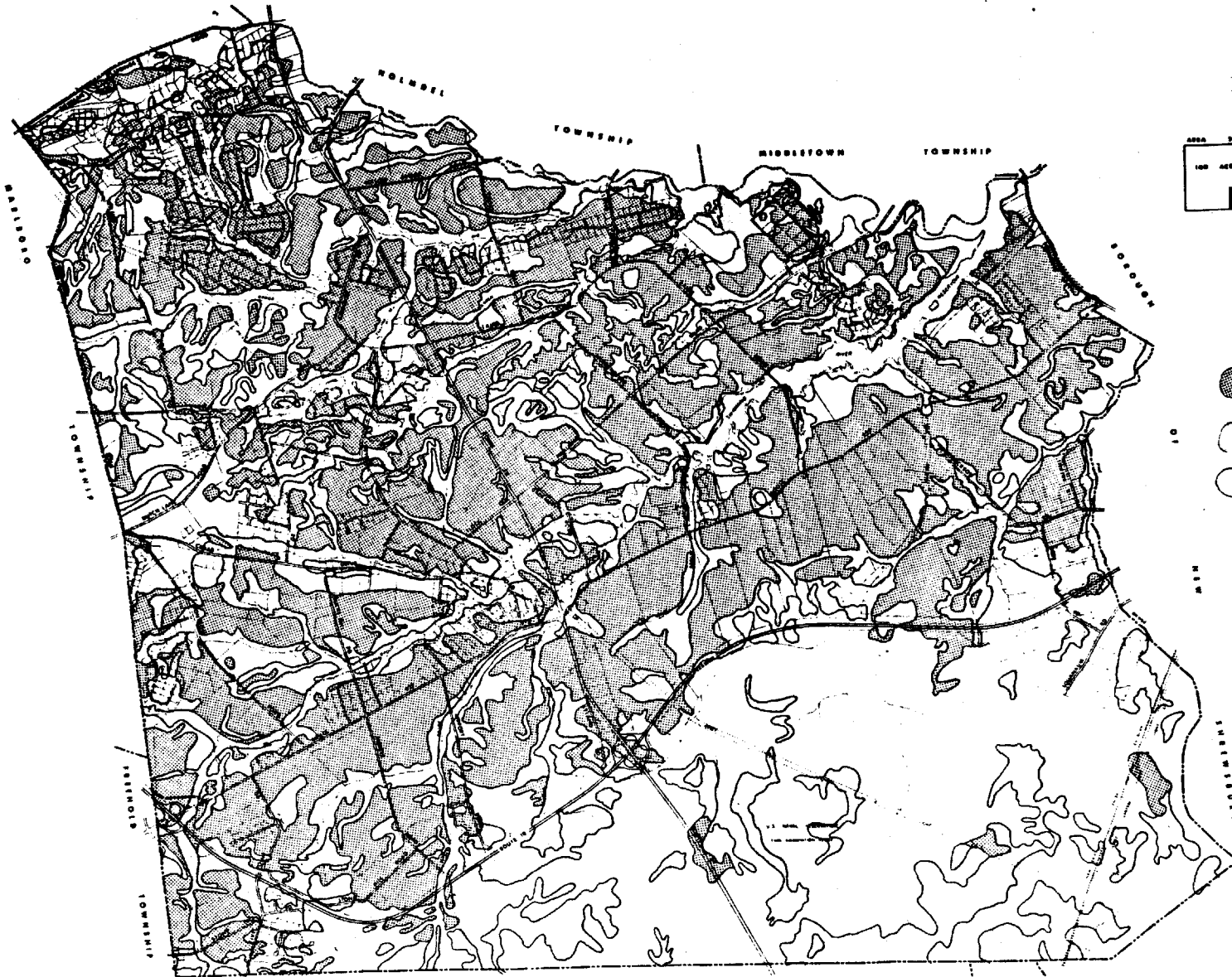
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


TOWNSHIP FARMLAND CONCENTRATIONS  
AND ADJACENT UTILITY SERVICE

COLTS NECK TOWNSHIP  
MONMOUTH COUNTY, NEW JERSEY



**PLATE 10A**  
**AGRICULTURAL SOILS**  
**COLTS NECK TOWNSHIP**  
**MONMOUTH COUNTY, NEW JERSEY**



-  CLASS I & II
-  CLASS III
-  CLASS IV & BELOW

SOURCE: SOIL CONSERVATION SERVICE

industry as well as the Township's past history for orchards. An additional 18% was permanent pasture, while 14% was woodland and 6% cropland, pastured.

The trend in the horse industry in Colts Neck is one of growth. Data from previous surveys show that in 1970 there was an estimated horse population in Colts Neck of 649-812 horses. (The range is necessary due to the constant shipping and receiving of horses for racing, training, and breeding purposes.) A survey conducted in 1979 showed the number of horses had increased to 1,283 - 1,537; an increase of 76 - 91 percent. This was an average of 11 - 13 more horses per farm or about 1 - 1.5 horses added to each farm per year. Because several horse farms have been added and others enlarged, a continuing increase in the horse population is expected to have occurred.

Thoroughbreds dominated the horse industry at 58% of the horse population in 1979. Standardbreds were increasing, but were still at 29% of the population. Horses for pleasure, show, 4H projects, etc. represented the remaining 13%.

Other trends were available from the survey. For example, 33% of the horse farms were not limited to the small family operation, but had employees, and 41% of the horse farms increased the number of horses from 1970 to 1979. In addition, 41% of the farm owners had either acquired more land, moved to larger farms, or were looking for more land at the time of the survey. Another implication of the horse breeding industry in Colts Neck was that one-quarter of the farms had tracks. However, this tended to be a facility available only on the larger farms. Finally, the viability of horse farming is indicated by the fact that over two-thirds of the farms had made major capital investments in the last three or four years including barns, paddocks, electrical systems, watering systems, wells, silos, indoor rings and arenas, roadways, horse pool, roofing, and heating systems. While the following chart breaks down the farm sizes and horse population, it should be pointed out that many of the larger farms also raise crops in addition to breeding and training horses.

	<u># Farms</u>	<u>Avg. Acres</u>	<u>% All Acres</u>	<u>Avg. # Horses</u>	<u>% All Horses</u>
Under 10 ac.	14	6 ac.	3%	7	7%
10-19 ac.	8	12	3	10	5
20-49 ac.	16	29	15	32	36
50-99 ac.	11	74	26	31	24
100 or more ac.	9	182	53	44	28
Totals	58	54 ac.*	100%	20-25	100%
		3,103 ac.			

\* Average of 57 farms.

The 1983 existing land use pattern is dominated by agriculture and public land (combined they represented 78% of the township). Agriculture represented 41% of the entire township, but when the public and quasi-public uses are deleted, agricultural uses occupied two-thirds of the remaining land in the township.

Much of the agricultural land can reasonably be expected to continue in that capacity because of the expanding horse industry.

### Conclusions

Based on the characteristics of the township when compared to the criteria in the SDGP for establishing "growth", "limited growth" and "agriculture" areas, it is concluded Colts Neck inappropriately has a small portion located in part of the SDGP's "growth area". The township is more appropriately classified as either all "limited growth", or partially "limited growth" and partially "agriculture".

Encouraging higher density housing and the accompanying highway improvements, new water and sewer service areas, and other support services should be directed to those portions of the "growth area" with existing facilities and services before concentrating on the fringe areas such as Colts Neck. Coming closer to saturation development within the "growth areas" should certainly occur before leap frogging into the center of an agriculture area such represented by the Orgo tract. To concentrate new development in areas such as Colts Neck bypasses more appropriate and available land in favor of perpetuating the suburban sprawl that the SDGP and County GMG sought to stop.

#### 1. The Township does not meet "Growth Area" considerations (SDGP, p.47)

a. Colts Neck Township is not in or adjacent to major population and/or employment centers. It is consistently in that portion of the 2-county region's north/central area having the least population density as well as the lower ratio of jobs to dwelling units, or jobs per square mile. It is inbetween the major highway, employment, utility and housing corridors of the region and appropriately classified outside the "Growth Area". Within the region, the Township is consistently in the lowest categories with respect to development-oriented considerations, yet it is one of eleven towns with an identified concentration of farmland. As one proceeds from Colts Neck toward either "growth area", farmland diminishes and the population, housing and jobs increase.

b. Colts Neck Township is not within or in proximity to water or sewer service, and none are contemplated. Although adjacent communities have both services, extensions into Colts Neck are not expected. Although water service exists along the township's eastern boundary, this is outside both the SDGP and County GMG areas proposed for development.

c. The Township neither has nor is it convenient to major highway or commuter rail service. Rts. 34 and 537 are important to the Township, but are not major highways within the region. Both roads as well as Rt. 18 have limited volumes compared to major traffic volumes on other highways in the region. All three highways were avoided in establishing the county and state "growth" corridors. On the other hand, accident rates on the major highways serving the more intense development also reflect higher accident rates. The need is to direct available resources to improve their conditions before embarking on an expansion of the "growth areas" and the highway system that will be needed to serve it. An expanded "growth area", in turn, will

generate the need for more highway improvements and the financial resources to do it. An attempt to get control over that type of cycle, fueled by sprawl development, was the most basic reason for developing the SDGP in the first place.

d. The Township has no absence of large concentrations of agricultural land. In fact, the Township has maintained over 40 percent of its land area under Farmland Assessment in recent history (two-thirds of the Township if the major public tracts are excluded from consideration). The Township can boast a thriving horse industry which is the central reason for its 8,831 farmland acres. There has been growth in that industry in terms of the horse population as well as significant investments. The strength of the horse industry is a reflection of the Township's location, soil characteristics, and history as a major horse breeding/training center. It also reflects the State's investment in racing as a major industry, and sport, in the State. The State's commitment is also reflected in its sire stakes program offering purses in an effort to encourage breeders and training facilities to locate in the state. Colts Neck has been one of the focal points of investors in the industry as a result of the State's efforts to support the horse industry. High density development around horse facilities is inconsistent with the best interests of that industry. It would increase potential nuisances and threats to the animals. It would reduce the ability to provide the space and freedom needed to exercise and produce feed and pasture areas. Horse farms have unique characteristics deserving zoning protection much like traditional protection afforded both housing and industry through the separation of conflicting uses via different zoning districts.

e. There is also no absence of large blocks of public open space or environmentally-sensitive land. The Township has the Swimming River Reservoir, the County's Hominy Hill Golf Course (purchased with State Green Acres money), several Township tracts purchased with State Green Acres money, and numerous "greenways" preserved through cluster zoning designs. The result is over 1,800 acres (9%) in the Township. When the 5,150 acres of N.A.D. Earle are added, one-third the Township is in public lands. Larger blocks of farmland of over 8,800 acres adds another 43%. Further, the reservoir is the recipient of surface water drainage from all Colts Neck except the N.A.D. Earle property and an area south of Rt. 537 at the eastern third of the Township. The reservoir holds 2.6 billion gallons of water serving as the resource for the treatment plant on Swimming River Road that processes 36 million gallons of water a day.

2. Colts Neck Township Adequately Satisfies the "Limited Growth Area" Criteria (SDGP, p. 71)

a. As indicated above, the Township has relatively poor accessibility to existing commuter rail facilities. Reliance on motor vehicles is so dominant that only 268 workers (8%) used "public transportation" according to the 1980 Census. Because only limited bus service exists between Red Bank and Freehold (Boro Busses Co., Rt #10) it is assumed this was the form of public transportation the bulk of those workers used. Route #10 has limited service from Red Bank to the CERCOM building in Tinton Falls, then to Freehold.

b. The Township has a low-density of development and has no water and sewer service. The density is a low 250 people per square mile. The overall dwelling unit density is 0.11 unit/acre (increasing to 0.16/acre if the acreage for the reservoir and N.A.D. Earle is removed). While the SDGP indicates "Limited Growth Areas" may have "limited" water and sewer service, the township has none. Even if one assumed service might become available, it would be "limited" in both the area and portions of the population served and in no way be sufficient to change its SDGP designation to a "growth area". In light of the very low density of population and housing, and the large areas of farmland, extensions of any future service area are unlikely.

c. The SDGP indicates "Limited Growth Areas" generally have an absence of large concentrations of agricultural land, i.e. they are not sufficiently agricultural to warrant an "Agriculture" classification. The Township has not only a concentration of 8,800 agricultural acres, it has an intensifying horse breeding and training industry with state and national reputation, and lies within a farmland belt in the Monmouth/Ocean Region, the western portion of which is recognized in the SDGP. Together with its low density of housing and population, few jobs, and no utility services, an "Agriculture" designation would be appropriate in the farmland corridor of the Township with the remainder classified as "Limited Growth". Certainly there are no "Growth Area" characteristics. The Township is almost equal distant from those conditions in the region's two corridors which qualify them as a "Growth Area", namely, major highways, population and housing density, jobs, and utility services.

d. "Limited Growth Areas" were also characterized as having an "absence of concentrations of public open space and environmentally-sensitive land of statewide significance" (emphasis added). This would imply that there were insufficient blocks of land of this type in the "limited growth" areas having statewide significance to warrant a lesser classification such as a conservation or agriculture area. On the other hand, the absence of open space, etc. in the "Growth Area" criteria made no mention of its statewide significance, suggesting that the absence of such land in these more developed areas would direct the remaining areas to infilling in a manner consistent with the Growth Area goals and the intensity of development that exists.

In Colts Neck, 44 percent of its land area is devoted to on-going agricultural use, it has an expanding horse industry, and a major portion of the Township drains into a major reservoir suggesting the inappropriateness of any "Growth Area" designation. At most, a "Limited Growth" classification is appropriate, but identifying the major farmland areas for "Agriculture" would be even more appropriate.

3. The "Growth Area" Designation in the Southwest Corner is an Error  
(Mt. Laurel II, 92 NJ 240-243)

The Mt. Laurel II decision presents three bases for challenging the designation of a specific area of the SDGP. In their simplest form:

- a. if there was an error on the part of the state in preparing the SDGP;



- b. if there has been a substantial change in conditions;
- c. if there has been a lack of State action in keeping the SDGP current. (This is not considered further since 1985 is not here yet)

a. It is Contended There is an Error

The Township is part of a larger region where it, and portions of surrounding towns, are located inbetween two "Growth Areas". These "Growth Areas" are related to major highway corridors, higher population and dwelling unit densities, concentrations of jobs, and water and sewer service.

The Township, in general, is removed from these conditions and conforms to the "Limited Growth" and "Agriculture" classifications with impacts on a major reservoir an added consideration.

In particular, the designated "Growth Area" in the southwest corner is specifically in error. It is not related to possible utility service. It is not convenient to the Rt. 9 corridor with which it is identified. There are no jobs or commercial services convenient to these 262 acres to serve any low/moderate income people who might move there. The character of the area is very low density with a horse farm in the area consistent with the character of most of the south side of the township and the horse industry's characteristics in the Township in general. This corner is also outside the growth area proposed in the more specific County Growth Management Guide. The county proposes the southwest corner along with the rest of the Township for conservation and agriculture. Its dividing line between its designated growth area and the agriculture/conservation area runs along the ridge line that begins the drainage basin for the Swimming River Reservoir. It is concluded from the above that the county's classification would be "...an appropriate refinement of the Guide Plan." (SDGP, p.109)

It is also contended that the absence of any "Agriculture" designation is an error. The Township's reputation and functioning as a horse breeding and training center is well known. The industry has continued to grow consistent with its past history and more recent state-wide policies fostering horse racing and horse breeding/training. The Township is convenient to all tracks in New Jersey, Eastern Pennsylvania, and Delaware. The sire stakes program adds an economic incentive to encourage breeders to locate within the state. The Township's horse farms enjoy a good reputation and there are significant acres devoted to horse farms. Many farms have expanded in acreage, horse population, and facilities. The Township has unique soil characteristics for horses with the proper balance of sand and clay. The strength of the industry has resulted in a network of trained employees and various support services in the area.

Finally, the following three major policies concentrate development away from Colts Neck in general, and the southwest corner of the Township in particular. They also steer concentrations of development away from the historic village area to avoid leap-frogging into the central part of the "limited growth area". Instead, the SDGP and County GMG give priority for development in those portions

of the growth areas having support services (highways, rail service, utilities, jobs, etc.) suggesting the logic of infilling in the closer-in areas before concentrating growth toward the fringes of the "Growth Area".

It is the intent of the SDGP to accommodate development in Monmouth County's portion of the region along "...the coastal area, the Route 9 corridor and western Allentown." (SDGP, p.126, ¶1).

These corridors were identified and the Rt. 18 corridor avoided notwithstanding knowledge of Rt. 18's penetration into the region (SDGP, Map VIII, p.37) and the existence of older villages and developed areas. "Older districts should be maintained, but future growth is not seen as reinforcing the classic concept of concentrated centers." (SDGP, p.126, ¶1).

Further, "The general policy adopted as a standard for reviewing development proposals in this region is to promote growth through infill and some expansion." (SDGP, p.126, ¶5).

b. It is Contended There have been Changes in Conditions

The changes have been in two categories that support the concept that the "growth area" should be removed from the Township.

1. The County adopted its Growth Management Guide in 1982 after the publication of the SDGP. It follows the general principles of the SDGP, but with greater refinement based on more detailed local information. The County's GMG proposes all of Colts Neck for "Agriculture/Conservation" with the boundary delineation following the reservoir's drainage basin.
2. The horse industry has intensified in recent years and the dedicated farmland acreage has remained relatively stable at 40-44 percent of the Township (two-thirds of the acreage outside N.A.D. Earle and the reservoir).

Those items which would otherwise suggest changes tilting the issue toward an enlargement of the "growth area" into the Township have not taken place.

1. No major water system expansion;
2. No new sewer service;
3. No major loss of farmland or decline in the industry of agriculture;
4. The major blocks of public land still remain;
5. No new job growth;
6. No new mass transit facilities;
7. No new highway proposals;
8. All important highways to the Township existed when the SDGP was prepared, i.e. Rts. 34, 537 and 18.

Municipality	Area in Square Miles	1980 Population Density		1980 Total Year-Round Dwelling Units Density		1981 Covered Employment			1982 Agricultural Area		
		Number	/ Sq.Mi	Number	/ Acre	# Jobs	Jobs/DU	Jobs/Sq.Mi	Acres	% of Mpl	% of County
MONMOUTH COUNTY											
Aberdeen	0.45	17,235	3,162	5,417	1.6	3,156	0.06	579	94	3	0
Allenhurst	0.3	912	3,040	360	1.9	462	1.3	1,540	0	0	0
Allentown	0.9	1,962	2,180	687	1.2	336	0.5	373	33	6	0
Asbury Park	1.5	17,015	11,343	8,102	8.4	5,316	0.7	3,544	0	0	0
Atlantic Highlands	1.2	4,950	4,125	1,853	2.4	1,208	0.7	1,007	12	0	0
Avon-by-the-Sea	0.4	2,337	5,843	1,222	4.8	533	0.4	1,333	0	0	0
Belmar	0.9	6,771	7,523	3,676	6.4	2,001	0.5	2,223	0	0	0
Bradley Beach	0.7	4,772	6,817	2,284	5.1	431	0.2	616	0	0	0
Brielle	1.5	4,068	2,260	1,599	1.4	1,145	0.7	636	0	0	0
Colts Neck	31.6	7,868	250	2220	0.11	743	0.33	24	8,831	44	9
Deal	1.2	1,952	1,627	767	1.0	341	0.4	284	0	0	0
Datontown	5.9	12,703	2,153	5,130	1.4	7,301	1.4	1,237	19	0	0
Englishtown	0.6	976	1,627	348	0.9	1,230	3.5	2,050	71	19	0
Fair Haven	1.6	5,679	3,549	1,930	1.9	395	0.2	247	0	0	0
Farmingdale	0.5	1,368	2,695	544	1.7	2,691	4.9	5,382	32	10	0
Freehold Boro	1.7	10,020	5,894	3,732	3.4	5,195	1.4	3,056	36	3	0
Freehold Twp	38.3	19,202	501	5,847	0.24	6,840	1.2	179	9,809	40	10
Hazlet	5.58	23,013	4,124	6,708	1.9	2,989	0.4	536	104	3	0
Highlands	1.1	3,187	4,715	2,366	3.4	706	0.30	642	0	0	0
Holmdel	17.9	8,447	472	2,300	0.20	11,139	4.8	622	4,507	39	5
Bowling	63.2	25,065	397	8,264	0.20	3,581	0.4	57	8,544	21	9
Interlaken	0.3	1,037	3,457	396	2.1	17	0.04	57	0	0	0
Keansburg	1.02	10,613	10,405	3,723	5.7	500	0.2	588	0	0	0
Keyport	1.4	7,413	5,295	3,060	3.4	1,908	0.62	1,363	0	0	0
Little Silver	2.6	5,548	1,981	1,869	1.0	922	0.5	329	109	6	0
Loch Arbour	0.07	369	5,271	141	3.1	35	0.2	500	0	0	0
Long Branch	5.1	29,819	5,547	12,936	4.0	8,137	0.63	1,595	7	0	0
Manalapan	32.1	18,914	589	5,864	0.3	1,644	0.28	51	8,253	40	9
Manasquan	1.7	3,354	3,149	2,281	2.1	2,367	1.0	1,404	0	0	0
Marlboro	39.2	17,560	581	4,786	0.25	2,306	0.5	76	6,878	36	7
Matawan	2.26	8,837	3,910	3,232	2.2	2,164	0.7	958	0	0	0
Middletown	38.2	62,574	1,638	19,400	0.8	5,934	0.31	155	3,031	12	3
Millstone	37.36	3,926	105	1,190	0.05	455	0.4	12	13,916	58	15
Monmouth Beach	1.1	3,313	3,016	1,557	2.2	366	0.2	335	0	0	0
Neptune Twp	8.0	28,366	3,546	10,577	2.1	7,731	0.7	966	53	1	0
Neptune City Boro	0.9	5,276	5,862	2,281	4.0	1,825	0.8	2,028	0	0	0
Ocean Twp	11.03	23,570	2,137	8,867	1.3	6,581	0.7	597	332	17	0
Oceanport	3.1	5,888	1,899	1,814	0.9	1,727	1.0	557	10	0	0
Red Bank	1.8	12,031	6,684	5,217	4.5	8,344	1.6	4,636	0	0	0
Roosevelt	1.94	835	430	286	0.23	61	0.2	31	595	48	1
Rumson	0.3	7,623	1,438	2,575	0.8	834	0.32	157	0	0	0
Sea Bright	0.6	1,812	3,020	1,009	2.6	742	0.7	1,237	0	0	0
Sea Girt	1.29	2,650	2,054	1,178	1.4	636	0.5	493	0	0	0
Shrewsbury Boro	2.3	2,962	1,268	1,007	0.7	2,321	2.3	1,009	149	10	0
Shrewsbury Twp	0.09	995	11,055	422	7.3	276	0.7	3,067	0	0	0
South Belmar	0.3	1,566	5,220	757	3.9	171	0.2	570	0	0	0
Spring Lake	1.3	4,215	3,242	1,704	2.0	696	0.4	535	0	0	0
Spring Lake Bgts	1.4	5,424	3,874	2,446	2.7	832	0.34	594	0	0	0
Tinton Falls	15.21	7,740	477	2,412	0.21	3,394	1.4	209	787	8	1
Union Beach	1.8	6,354	3,530	2,044	1.8	819	0.4	455	0	0	0
Upper Freehold	47.1	2,750	58	957	0.03	496	0.5	11	23,962	79	25
Wall	31.01	18,952	611	6,822	0.3	3,771	0.55	122	3,865	19	4
West Long Branch	2.9	7,380	2,545	2,292	1.2	3,543	1.5	1,222	102	5	0
<b>MONMOUTH COUNTY TOTAL</b>	<b>477.01</b>	<b>503,173</b>	<b>1,055</b>	<b>180,428</b>	<b>0.6</b>	<b>129,416</b>	<b>0.7</b>	<b>271</b>	<b>94,142</b>	<b>n.a.</b>	<b>100</b>
<b>Monmouth &amp; Ocean Co. Total</b>	<b>1,118</b>	<b>849,211</b>	<b>760</b>	<b>320,407</b>	<b>0.45</b>	<b>191,768</b>	<b>0.6</b>	<b>172</b>	<b>108,403</b>	<b>n.a.</b>	<b>154</b>

1980

Municipality	Area in Square Miles	1980 Population		1980 Total Year-Round Dwelling Units		1981 Covered Employment			1982 Agricultural Area		
		Number	Density / Sq.Mi	Number	Density / Acre	# Jobs	Jobs/100	Jobs/Sq.Mi	Acres	% of Mpl	% of County
<b>OCEAN COUNTY</b>											
Barneet Twp	36.3	8,702	240	3,302	0.10	313	0.1	9	638	3	4
Barneet Twp	0.52	619	998	338	0.9	243	0.7	392	0	0	0
Bay Head	0.65	1,340	2,062	565	1.4	261	0.5	402	0	0	0
Beach Haven	1.0	1,714	1,714	914	1.4	1,114	1.2	1,114	0	0	0
Beachwood	2.8	7,667	2,745	2,565	1.4	463	0.2	173	0	0	0
Berkeley	37.56	23,151	616	13,119	0.42	1,441	0.1	38	242	1	2
Brick	26.4	53,629	2,03	20,753	1.3	6,241	0.30	236	115	0	0
Bever	42.933	64,455	1,464	23,898	0.8	18,185	0.8	413	673	2	5
Beleswood	17.1	1,009	59	195	0.04	156	0.4	9	0	0	0
Barney Cedars	0.79	361	459	260	0.5	107	0.4	135	0	0	0
Island Heights	0.63	1,575	2,500	615	1.5	19	0.02	16	0	0	0
Jackson	100.8	25,644	254	5,087	0.13	3,919	0.5	39	2,102	3	15
Lacey	66.47	14,161	164	5,303	0.10	1,576	0.4	22	950	2	7
Lakehurst	1.16	2,906	2,507	1,044	1.4	823	0.8	709	0	0	0
Lakewood	29.7	38,066	1,491	13,776	0.9	13,850	0.7	421	366	2	3
Lavallette	0.57	2,072	3,635	1,119	3.1	695	0.62	1,219	0	0	0
Little Egg Harbr	46.2	8,483	176	3,782	0.12	179	0.05	4	18	0	0
Long Beach	3.2	3,468	340	2,598	1.0	706	0.27	168	0	0	0
Manchester	82.1	27,987	340	14,539	0.1	1,308	0.1	16	366	0	3
Mantoloking	0.44	433	964	415	1.5	210	0.5	477	0	0	0
Ocean Twp	19.97	3,731	187	1,794	0.14	468	0.26	23	0	0	0
Ocean Gate	0.5	1,385	2,779	580	1.8	50	0.1	100	0	0	0
Pine Beach	0.75	1,796	2,395	696	1.4	226	0.33	301	0	0	0
Plumstead	49.7	4,674	115	1,648	0.06	272	0.2	7	8,067	31	57
Polat Pleasant	3.6	17,747	4,930	7,013	3.0	3,457	0.5	960	0	0	0
Pt. Pleasant Bea	1.5	5,415	3,619	2,301	2.4	2,274	1.0	1,516	0	0	0
Seaside Heights	0.25	1,862	7,208	950	5.9	1,759	1.9	7,036	0	0	0
Seaside Park	0.6	1,795	2,992	1,125	2.9	704	0.63	1,173	0	0	0
Ship Bottom	0.71	1,427	2,019	701	1.5	660	0.9	930	0	0	0
St. Ives River	1.4	3,554	2,824	1,090	1.2	238	0.2	170	0	0	0
Stairford	45.9	19,385	226	4,201	0.14	2,208	0.5	48	723	2	5
Surf City	0.9	1,571	1,746	896	1.4	274	0.34	304	0	0	0
Tuckerton	3.8	2,472	651	1,169	0.5	582	0.5	153	0	0	0
<b>Ocean County</b>	<b>641.0</b>	<b>346,838</b>	<b>546</b>	<b>139,979</b>	<b>0.3</b>	<b>62,352</b>	<b>0.4</b>	<b>97</b>	<b>14,261</b>	<b>n.a.</b>	<b>100</b>
<b>Monmouth &amp; Ocean County Total</b>	<b>1,115</b>	<b>849,211</b>	<b>760</b>	<b>320,407</b>	<b>0.45</b>	<b>191,768</b>	<b>0.6</b>	<b>172</b>	<b>108,403</b>	<b>n.a.</b>	<b>154</b>

## II THE ALTERNATIVE, INCLUDING ESTIMATING THE TOWNSHIP'S FAIR SHARE

### Queale & Lynch, Inc. Calculations

If no relief is granted on the issue of removing the "Growth Area" from Colts Neck, there is a need to identify the region in which the township is located and the Township's fair share of the region's low/moderate income housing need. This was done in some detail in Memo 2-83, March, 1983. We selected projections to the year 2000 in order to provide maximum flexibility in phasing the fair share and to respond to future court decisions and/or new population information that might alter these numbers.

In defining the region, we recommended the use of a 30 minute travel-time from the township, then extended that boundary to the limits of each county that was penetrated. This allowed for better statistical work and also partly accommodates those who feel a 45 minute travel-time is more appropriate. The 30 minute commute, however, is consistent with the 31 minute travel time to work by 78 percent of the township's work force in 1980 and similar to the almost 28 minutes in the region. The region therefore included Middlesex, Monmouth and Ocean Counties.

The income limit for low income households (50 percent of the median income for the region) and moderate income limits (50-80 percent of median category) resulted in the maximum income for low income households at \$10,250 based on a median household income for the region of \$20,510. The region's median income was computed by multiplying each county's median household income by the number of occupied housing units, adding the three county totals, and dividing that sum by the total number of occupied housing units in the region. Moderate income households had incomes up to \$16,400. Approximately 23 percent of the households in the region fell into the low income category and 16 percent in the moderate income group in the 1980 U.S. Census.

Relating these regional income characteristics to Colts Neck, the township had a total of 2,220 housing units of which 161, or 7 percent, were occupied by persons earning less than the region's low income, and 176, or 8 percent, were occupied by persons earning moderate incomes. These are based on a family being able to afford 25 percent of its income for housing and being able to afford a home with a value twice that of the family income. Using regional median family incomes, this converts to a maximum housing value of \$20,500 for low income and \$32,800 for moderate income. Rents would be under \$214/month for low income and between \$214 and \$342/month for moderate income. The total of 337 lower income households now living in the township is about 15 percent of all households in the township.

The actual value of sales housing and actual monthly rental costs in the township show there were 46 low and 62 moderate income units available. Compared to the 337 lower income households noted above, about 115 low income households plus 114 moderate income households are living in the township in housing they could no longer afford if they were to move into the township today. These 229 units were presumably purchased at lower prices in earlier years and/or are families spending more than 25 percent of their income for housing.

The prospective needs of the region were based on population projections made by the N.J. Department of Labor and Industry in February, 1982. The projections used were those developed under a formula giving consideration to jobs as well as past growth trends. This approach is considered particularly appropriate because of the relationships drawn between housing and jobs in the Mount Laurel II decision.

The total population for the year 2000 as developed by L&I for the 3-county region was 1,861,400 compared to 1,445,104 in 1980. Also in 1980, 31,386 people, or about 2 percent of the region's population lived in group quarters. Assuming this ratio will continue to the year 2000, an estimated 1,824,200 people will be living in households. Based on the average household size in the region in 1980 of 2.85 people, there will be a need for 653,100 households by the year 2000. With 39 percent of all households in the region falling into the lower income category in 1980, and assuming that ratio will continue to the year 2000, about 254,700 lower income units will be needed. This compares to a supply of 150,112 units in 1980 serving lower income households. As a result, the difference of about 104,600 is the total number of lower income units needed in the 3-county region by the year 2000 to support these population projections.

Distributing this household growth throughout the region was done based on Colts Neck's portion of the region's "Growth Areas" in the State Development Guide Plan as well as employment opportunities. The 3-county region has a land area of 1,427 square miles, of which 670 are in the Growth Areas. Colts Neck has about 262 acres in the Growth Area, or about 0.4 square mile, or 0.0006 of the region's Growth Area.

In 1981, the township had 0.002 of the region's employment as reported by L&I in their covered employment data.

If these two categories of the region are applied to the total need for lower income housing through the year 2000, Colts Neck's fair share would be 63 units based on land area and 209 based on employment. Averaging these two numbers produces the township's fair share at 136, both present and prospective need.

Since this Memo in March, 1983, more recent projections have been generated by the Department of Labor and Industry. The Year-2000 population for the 3-county area was dropped from almost 1.9 million, to 1,792,600. Using the same process and assumptions outlined above, the Township's present and prospective need would be reduced to 117.

It is felt the above approach accommodates any reallocation within the region since it deals with total population and works backwards from the larger number rather than being cumulative from a series of smaller numbers. Total population divided by family size produces a gross housing need. (The result can be increased by reducing family size assuming, as most people do, that family size will continue to decrease. However, generating a lower family size number can be just as arbitrary. I have opted to wait until the 1990 Census is available and use those numbers which will reflect household size considering aging, jobs, dwelling unit sizes, etc. The 1990 Census will be available before all the housing identified as being needed from 1980 data can be produced anyway.)

In addition I used the Township's portion of the "growth area" and its current number of jobs. Reliable numbers on developable land do not exist for the whole region and should not be used because comparisons with the region cannot be developed. Further, the use of total land area within a town is a distortion of the concept of the "growth area" in those towns having more than one designation.

In using the number of jobs, I feel it is a more accurate reflection of actual conditions. Annual numbers are available to update conditions if needed. By using the absolute number of jobs, there is consistency with the use of the absolute number of acres, rather than assuming a trend toward or away from the size of the "growth area". To use job growth (particularly using only two points in time) can be manipulated depending on the years selected. But more important, if a town had 30% of a region's job growth, but had reached only 10% of the number of jobs in the region, it is more appropriate to conclude its obligation, based on jobs alone, is closer to 10% than 30%.

I did not use "affordability" because I consider it inappropriate. The wealth of a town has no bearing on whether low/moderate units should be there. At most, measures of per capita income, equalized value, etc. might refine a number, but should not be a primary measure of fair share. And if used at all, it should consider other costs balanced against that wealth -- debt for example.

I have also given credit for all units that served lower income levels. While Rutgers and others have suggested credit be given only to subsidized units, I disagree. The issue is whether affordable housing is available, not who paid for it. If competition can keep prices in line, why shouldn't it count? On the other hand, if there are units meeting the income levels in 1980 that grow out of those income ranges by the 1990 Census, then at that time, a reexamination of fair share would exclude those units, tempered by any new housing production in the meantime.

In addition to this fair share, each town has a responsibility to "...provide a realistic opportunity for decent housing for at least some part of its resident poor who now occupy dilapidated housing..." (Mt. Laurel II, 92 NJ 214). The U.S. Census does not provide data on "dilapidated" housing in 1980 as it did in 1970. However, looking at categories for incomplete baths or kitchens, or units with plumbing but no central heat, and units with 1.1 or more persons per room, the township had 13, 6, 7, and 13 units, respectively.

The indigenous need therefore appears to be between 6 and 13 units. It was suggested with this low a number that the township plan to identify the specific units occupied by poor people and what problems exist with these units. Various financial assistance programs would be appropriate such as the use of Community Development Block Grants, Township loans or grants, or Township participation with local banks where the Township would guarantee the loan and pay the interest. The program should be directed at making funds available to low and moderate income families meeting the HUD Section 8 income limits. The purpose of the money would be to correct basic housing deficiencies rather than cosmetic or aesthetic items, e.g. roofs, heating plants, insulation, foundations, sanitary facilities, etc.

The latest published HUD income limits had an effective date of 3/1/83. Colts Neck is in the Long Branch-Asbury Park region. The following levels of disposable income are available for housing using the noted assumptions.

<u>Persons/ Unit</u>	<u>HUD Income Limits</u>		<u>Est. Unit Size</u>	<u>Income Available for Housing Expenses</u>			
	<u>Low</u>	<u>Moderate</u>		<u>Low Income</u>		<u>Moderate Income</u>	
				<u>Rent(1)</u>	<u>Sales(2)</u>	<u>Rent(1)</u>	<u>Sales(2)</u>
1	\$11,050	\$17,700	0BR	\$276	\$258	\$443	\$413
2	12,650	20,200	1BR	316	295	505	471
3	14,200	22,750	2BR	355	331	569	531
4	15,800	25,300	2BR	395	369	632	590
5	17,050	26,850	3BR	426	398	671	626
6	18,350	28,450	3BR	459	428	711	664
7	19,600	30,000	4BR	490	457	750	700
8+	20,850	31,600	4BR+	521	486	790	737

NOTE 1: Rent and utilities

NOTE 2: Principal, interest, taxes, insurance and condo fees



Alternative Based on Rutgers' Report

In late 1983, Rutgers' Center for Urban Policy Research produced a study entitled Mt. Laurel II, Challenge & Delivery of Low-Cost Housing.

The primary differences in my earlier approach and what results from their study are the assumptions on region and population projections, and the resulting allocations of low/moderate income housing. Our firm's approach was to define a region for the Township using commutation time to work, enlarged to encompass all of any county penetrated. This placed the Township in the context of Monmouth, Middlesex and Ocean Counties. Rutgers developed a state-wide basis for setting six fixed regions, concluding that housing allocations should be determined within the region in which the town is located. Colts Neck is in the East Central region consisting of Monmouth and Ocean Counties. As noted in our summary of the Rutgers' study, it made other assumptions that caused their population projections, and hence the housing allocations, to favor areas away from the urban centers.

In general, the delineation of the six regions is documented. Use of those regions would simplify statistical work. Their selection of OEDA Model 2 population projections is not recommended because it favors recent past trends which tend to reflect past sprawl development patterns. Likewise, use of some of their recommended approaches for estimating local fair shares is criticized as noted above, e.g. job trends rather than absolute numbers of jobs; "affordability"; developable land when reliable data doesn't exist; or use of land outside a "growth area". In the case of Colts Neck, the total numbers are small enough that the differences are less important. However, even with these small numbers Rutgers is 26-65 percent higher depending on whether one uses the whole 2-county region, or just the Monmouth County portion.

	<u>Regional Year 2000 Household Population</u>	<u>Regional Lower Income Housing Need</u>	<u>Township Portion</u>
Queale & Lynch 3-County Region	1,824,200	254,700	136
Rutgers 2-County Region	1,035,500	79,954	195
Rutgers Monmouth County Portion of 2- County Region	580,800	46,374	172

The Township's "growth area" is only 262 acres, or 0.00096 of the Monmouth/Ocean region's "growth area". Its 743 jobs represented 0.0039 of the region's jobs. Applying these percentages to Rutgers' regional housing needs results in a Colts Neck share of 175-225 units.

Assuming the low/moderate income housing would be 20 percent of the total units built, and assuming a need for about 140 units (200 at most), a total housing production of 700-1,000 units would be needed. This is equal to about one-third to one-half all units now in the Township. If located within the "growth area's" 262 acres, the density of 2.7 to 3.8 units/acre. While this is not a high density by itself, or high in contrast to other developed areas, it is 17-24 times the present density of 0.16 unit/acre for those areas outside N.A.D. Earle and the reservoir.

This is out of character from the Township's agricultural and limited development characteristics. It is a significant deviation from development in this portion of the region. It is a density requiring sewer service where service seems improbable. It violates the county's proposal in their 1982 Growth Management Guide that areas within the "Agriculture/ Conservation Area" are those consisting "...primarily of farmlands and woodlands and are important for wildlife as well as agriculture." The report suggest that these areas "...could be protected by innovative land conservation techniques such as agricultural clustering and/or districting, density transfers, and purchase of development easements." It also states that "...In order to preserve substantial farming districts, development pressures must be minimized. To this end, major farming regions must be delineated for limited growth." (p.53) "Extensive areas in ... portions of ... Colts Neck ... are prospective candidates for agricultural districts." (p.54)

	<u>Present Demand</u>	<u>Prospective Need 1980s</u>	<u>Prospective Need 1990s</u>	<u>Total to Year 2000</u>
<u>East Central</u>				
Low Income	3,880	25,212	21,860	47,072
Moderate Income	<u>1,080</u>	<u>17,874</u>	<u>15,008</u>	<u>32,882</u>
Total	4,960	43,086	+ 36,868	= 79,954
<u>Monmouth County Portion<sup>1</sup></u>				
Low Income	2,250	14,623	12,679	27,302
Moderate Income	626	10,367	8,705	19,072
Total	2,876	24,990	+ 21,384	= 46,374
<u>Colts Neck</u>				
Portion of East Central Region:				
Job-Related <sup>2</sup>		168	144	312
Growth Area <sup>3</sup>		41	35	77
Average		105	90	195
Portion of Monmouth County:				
Job-Related <sup>4</sup>		142	122	264
Growth Area <sup>5</sup>		43	36	79
Average		93	79	172

1. Numbers estimated based on Monmouth County having 49% of the East Central Region's Year 2000 population; 67% of the region's jobs in 1981; and 57% of its growth area. The average of the three = 58%.
  2. Twsp has 0.0039 of the region's covered jobs (1981)  
743 out of Monmouth Co.'s 129,416 and Ocean Co.'s 62,352.
  3. Twsp has 0.00096 of the region's growth area of 426.2 sq. mi.:  
262 acres out of Monmouth Co.'s 156,624 ac and Ocean Co.'s  
116,187 ac.
  4. Twsp has 0.0057 of the Monmouth County's jobs.
  5. Twsp has 0.0017 of the Monmouth County's growth area.
- 

One conclusion drawn from the magnitude of the low/moderate allocation of about 80,000 units to the Monmouth and Ocean County region in the Rutgers study is that there has been an overstatement of dispersal away from the cities. This in large part is a reflection of their selection of a population projection using recent past trends. Because Monmouth and Ocean Counties had significant growth over the past couple decades, selecting a method that is based on past growth will tend to direct policies that perpetuate an accelerated growth rate, and continued sprawl, in this region. No matter what Colts Neck or neighboring towns do, it is unlikely they will be able to produce the number of low/moderate units suggested. If one assumes the low/moderate units would represent 20 percent of all units, the 2-county region would have to produce 5 times 80,000 units, or 400,000 units in twenty years. From 1960 to 1980, a period of significant growth in the region, the U.S. Census reported an addition of about 133,000 units, or one-third the number suggested by the Rutgers Report.

It is therefore concluded that, assuming a regional obligation, the Township embark on a program to provide 130-140 low and moderate income housing units. If more is determined to be needed later, it can be planned as part of another 6-year reexamination of the master plan and development ordinances using the more current Census data available at that time.

### Solutions

#### Indigenous Need

It has been our recommendation that all communities provide alternate solutions to meeting their Mt. Laurel II obligations.

In Colts Neck, the indigenous need is a small number. The Township has conducted its own survey and found the number of units to be less than 15, more likely no more than 10. This is consistent with the 1980 U.S. Census numbers ranging from 6 to 13 units, with no relationship to family income or tenancy.

The Township's estimates are that about two-thirds of these units are renter occupied. The Township plans to approach the owners to make improvements. If that fails to produce results, a property maintenance code can be considered. For owner-occupied units, the Township has initiated appropriations to assist poor people in financing major improvements.

With funds available to improve existing housing supply, it is submitted that the indigenous need is adequately met and that no solution need be undertaken to meet the indigenous need through the construction of new housing.

### Regional Fair Share

The Township's fair share of the regional need is initially offered to be zero in view of the issue raised by the County and the Township that Colts Neck should have no growth area. Earlier data supports that position.

However, realizing there is an issue to be resolved, and therefore the decision can either support that position or not, the estimated Township portion of the regional need is 117-136 units by the year 2000 using my methods, and around 200 adopting the Rutgers' numbers.

The solutions are directed at the character of the Township as well as the limited area involved. To artificially introduce higher densities and bring in water and sewer service to implement the decision would foster long-term changes that would require road improvements, additional police, fire, etc., and a foundation of public services that would provide a basis for other development applications and further rounds of sprawl development. The consequences would be counter to good planning in the region, conflict with the horse industry, and violate the premise of the SDGP and County Growth Management Guide.

With a relatively small number to implement, and with the major industry being horse breeding and training, the opportunity for workers' family living quarters on farms has been adopted. This relates low cost housing to an employment base, scatters the units on large tracts where individual wells and septic systems could provide the utility services, and it avoids a concentration of housing in one area that might cause a negative identification for those families. At this writing, such an ordinance is in the process of adoption after deliberation based on suggestions in Memo 7-83, dated December 11, 1983.

The earlier data showed 33 horse farms larger than 20 acres (1979 survey). With one employee unit for every 8 horse stalls (a maximum of 4 units on farms less than 100 acres, not more than 6 on farms of 100+ acres), and not more than one unit for each 20 acres, a maximum potential exists for 103 units (16 from the 16 farms of 20-49 acres; 33 from the eleven farms of 50-99 acres; and 54 on the 9 farms of 100+ acres). This is not expected to occur since not every farm will participate, and of those that do add housing, they may not provide it to the saturation level. In other cases, the limit of the number of horse stalls may be the controlling factor. It is therefore arbitrarily suggested this approach might produce 40-50 units through the year 2000, or maybe one-third the Township's obligation.

This leaves approximately 100 more units with which to deal. Because the "growth area" is largely impacted by a horse farm and some recent development of expensive homes on large tracts, the best choice is the undeveloped tract along the Freehold Township boundary and/or other land along the Howell boundary. The site next to Freehold Township is about 77 acres. It has some limitations due to drainage courses, but with cluster zoning and options for small lots and/or townhouses, the units should be able to be accommodated. The drainage course also separates the tract from the horse farm. The present density allows 0.5 unit/acre. Adding the 100 low/moderate units results in 139 units. Assuming a ratio of 20% of the total project for the low/moderate units, a total of 500 units would result (100 low/moderate + 39 permitted under present zoning + the balance of 361 units for internal subsidy purposes). The overall density would then be 6.5/acre.

The draft ordinance, proposed as a result of the on-going analyses of the Mt. Laurel II decision, would permit this type development to proceed notwithstanding the fundamental conclusion that the growth area is incorrect.

If conditions change in the future and if higher allocations result, other solutions will have to be devised.

Finally, the Draft Master Plan (Revised October 1983) suggests establishing agricultural districts and an overall density of 0.5 unit/acre throughout the Township consistent with the earlier Orgo decision. It identifies the SDGP "Growth Area" and suggests compliance by allocating a higher density in that area.

The draft Master Plan also suggests flexibility through the cluster, transfer, and other provisions so development can be directed to areas representing logical extensions of both regional and local development patterns, not "leap-frogging" at random throughout the township. (Master Plan Draft, p. 28)

A variety of design options are suggested to help preserve the agricultural industry including cluster design, flag lots on larger lots that may be smaller if designated farmland dedication is made elsewhere on the farm, and a sliding scale of densities for development on a farm, i.e. the least density if single family homes are developed over the entire farm, a little higher density if cluster design is implemented to result in some dedicated farmland, then a higher density when townhouses are included. The highest density would be credited when development is transferred out of the agricultural district entirely. (Master Plan Draft, p.29)

As indicated above and in the Draft Master Plan, the contiguous land masses in the agricultural areas are logical areas and represent places where the agricultural industry has been a continuing operation. The intent of the Master Plan is to preserve the agricultural districts by offering several development guidelines to protect agriculture and provide a wider choice of housing at the same time:

- 1) If development is on the farm, the homes should be tightly clustered on non-prime soils. The remaining, largest portion would then be dedicated for agricultural use.

- 2) In order to minimize the farmland consumed by development, townhouses are suggested as an option. Properly designed and scattered, they could appear as isolated clusters of farm buildings, yet contain 4-6 townhouse units, clustered on non-prime soils away from the farming activities.
- 3) Finally, encouraging the transfer of units out of the agricultural districts via a township-wide clustering concept is proposed. The result would be capacity development on less land with fewer roads and utilities, a wider range of housing types, and retention of major agricultural areas.

#### There Should be No Builders Remedy Granted to Orgo Farms

To grant a builders remedy on this matter would be a major deviation from the trial court's earlier decision that the Township maintain an overall density of 0.5 unit/acre.

It would violate the concept of the SDGP that the area be preserved as a future land bank and that "Older districts should be maintained, but future growth is not seen as reinforcing the classic concept of concentrated centers." (p.126)

Orgo's proposal to develop its tract as an expansion of the Village of Colts Neck is taking a reasonable planning concept, then expanding the concept beyond reasonable bounds. This project would not only inundate the village, it would create an urban setting and impact the entire town. It would set in motion the basis for overturning both the SDGP and the County's GMG at the same time by leapfrogging almost to the mid-point between both growth corridors shown in the regional plans.

The proposed density of 6/acre is 12 times that anticipated by the trial court. It would produce over 1,100 units in a town whose entire history has produced 2,200 units. It would place a dense development in the largest agricultural block in the Township where the density was only 0.02 unit/acre in 1979 and has not changed measurably since. Orgo's proposal for 6 units/acre is therefore 300 times that which exists in the southeast quadrant of town.

The project previously offered the production of over 500 "least cost" units, or 3.6-4.3 times the number of low/moderate units calculated as the Township's current fair share assuming the retention of the 262 acres in the "growth area".

It would place 1,100 units in a town with under 750 jobs (one-third of the jobs in 1979 were part-time) and add about as many "least cost" dwelling units as there were full-time jobs in 1982. With this small a job base, the new residents would largely have to commute out-of-town for work.

The Orgo site is also almost equal distant between the two "growth areas" located to the east and west of the Township. It is the most removed from any other tract reasonably considered as a response to Mt. Laurel II.

It is in the midst of a prime agricultural area that, if developed as proposed, would foster the greatest impact on the future of that industry in the Township.

Other sites on the fringe of the Township are in less significant agricultural areas both in terms of existing operations as well as the concentration of prime soils.

It is a site most directly impacting the reservoir whereas the designated "growth area" is essentially in one of the headwater areas.