



**The Borough of Madison
Morris County
Round 4: Housing Element and Fair Share Plan**

Prepared For:



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I. Introduction

This Housing Element and Fair Share Plan will exhibit the Borough of Madison’s (herein the “Borough” or “Madison”) commitment to providing affordable housing within the municipality. This document seeks to frame Madison’s efforts based on the current best knowledge of the affordable housing framework created by the State, applicable past rules established by the Council on Affordable Housing (COAH), and the requirements of P.L.2024, c.2¹ (the “Law” or “Amended Law”) which governs municipal responsibilities concerning provisions of affordable housing in the Fourth Round.

This Plan has three sections. The first section (“Introduction”) includes a brief history of New Jersey Housing Policy. The second section (“Housing Element”) includes a Demographic Analysis, Housing Inventory, Employment Analysis, and review of land uses and policies, as required by statute. The third section (Fair Share Plan) summarizes the Borough’s affordable housing obligations for 2025-2035 and its plan for complying with these obligations.

A. History of New Jersey Affordable Housing Policy

1975 – 1985 | Mount Laurel Doctrine and the Fair Housing Act

In 1975 the New Jersey Supreme Court decided *Southern Burlington County NAACP v. the Township of Mount Laurel*, more commonly referred to as “Mount Laurel I,” wherein it interpreted the New Jersey Constitution to create an affirmative obligation for developing municipalities to provide a “realistic opportunity for the construction of low- and moderate-income housing in their communities.” In 1983, the New Jersey Supreme Court expanded the obligation from only developing municipalities to all municipalities in a decision commonly referred to as “Mount Laurel II”. In addition, the Supreme Court required the establishment of each municipality’s fair share obligation and required each municipality, through its zoning, to provide a realistic opportunity for the construction of that established fair share obligation. Subject to several prerequisites, conditions and requirements, Mount Laurel II also created the “builder’s remedy” as a mechanism to enforce the doctrine in instances where a developer successfully demonstrated a municipality’s zoning failed to create the requisite realistic opportunity. Under such circumstances, a plaintiff may be entitled to have its site rezoned for an inclusionary development with an affordable set aside if the site is available, developable, approvable, and suitable for the proposed project and all other requirements for a successful builder’s remedy are met and all defenses defeated.

In 1985, in response to Mount Laurel II and the flood of litigation stemming from it, the Legislature adopted the Fair Housing Act (“FHA”) to discourage litigation and incentivize voluntary compliance (see N.J.S.A. 52-27D-303). The FHA established, among other things, the Council on Affordable Housing (“COAH”) as an administrative alternative to litigation and

¹ https://pub.njleg.state.nj.us/Bills/2024/PL24/2_.PDF

judicial intervention. COAH was charged with establishing various housing regions in the state, estimating regional affordable housing obligations, and adopting criteria and guidelines for the municipal determination of housing need as well as guidelines for satisfying those obligations. The FHA also linked municipal planning and zoning powers to the satisfaction of affordable housing obligations. Under the FHA, a municipal zoning ordinance is presumptively invalid if a municipality fails to adopt a housing element as part of its master plan or enacts zoning regulations that are inconsistent with their housing plan.

1987 – 2004 | Establishment and Administration of First Round and Second Round COAH Rules

After the adoption of the Fair Housing Act, COAH adopted procedural and substantive rules to effectuate the FHA's legislative intent in both the First Round (1987-1993) (N.J.A.C 5:91 and 5:92) and Second Round (1993-1999) (N.J.A.C. 5:93). The Second Round substantive regulations (Chapter 93) superseded the First Round substantive regulations (Chapter 92) and recalculated the First Round obligations. Under COAH's regulations, low-income households were defined as those with incomes no greater than 50 percent of the area median income (AMI), adjusted for household size, and moderate-income households were those with incomes no greater than 80 percent and no less than 50 percent of the median household income. AMI limits were calculated based upon housing regions as established by COAH.

2004 – 2010 | Third Round Litigation and Revisions

In December 2004, COAH promulgated its Third Round "Growth Share" methodology, which adjusted prior round obligations and devised a new system for projecting future municipal housing obligations. Growth Share obligations were based upon municipal growth and the Third Round was defined as the period of 1999-2014. The initial Growth Share methodology required municipalities to provide one affordable housing unit for every eight market rate units and one affordable unit for every 25 jobs created. In January 2007, the Appellate Division invalidated the Growth Share Methodology and required COAH to revise its rules, which it did in May 2008 via the Third Round substantive regulations of Chapter 97.

The FHA was subsequently amended in July 2008. This round of amendments, among other things, eliminated Regional Contribution Agreements and reduced non-residential development fees. In September 2008, Executive Order #114 was which amended the COAH rules to ensure consistency with the Highlands Regional Master Plan.

2010 – 2023 | COAH's Noncompliance and Resumption of Court Responsibility

During this period, there was inaction and increased uncertainty in the realm of affordable housing.

After taking office Governor Chris Christie signed Executive Order No. 12, establishing the Housing Opportunity Task Force and charging them with a full review of the Fair Housing Act, COAH, and COAH's regulatory structure. Ultimately, the task force recommended a model which included adjusted definitions of present and prospective need, a benchmark of 10 percent

growth predicted by the State Planning Commission to guide obligations, and transferring of procedural responsibility from COAH to the Home Mortgage Finance Agency (HMFA).

Further complicating matters, in October 2010, the Appellate Division invalidated a substantial portion of COAH's rules. Most notably, the Court invalidated the Third Round Growth Share methodology and ordered COAH to revise its rules in accordance with the decision. In addition, the Court prohibited certification of housing plans that rely upon municipally sponsored affordable housing projects without specified funding and required COAH to create an incentive structure for inclusionary developments.

In January 2011, the legislature passed S-1 / A-3447, which was subsequently vetoed. Then, in June Governor Christie issued a reorganization plan which transferred the administration of the State's affordable housing program from COAH to the New Jersey Department of Community Affairs. Upon challenge by the Fair Share Housing Center, the Appellate Court invalidated Governor Christie's Reorganization Plan in March 2012. The Supreme Court upheld this decision in July 2013.

In September 2013, the Supreme Court confirmed the invalidation of the previously adopted Third Round regulations, upholding that the methodology used for projecting housing needs in these rules was unconstitutional. In that ruling, the court established a February 2014 deadline for development and adoption of new COAH rules, which was eventually extended to November 2014. Significantly, no rules were adopted.

In March 2015, in the case entitled *In re: Adoption of N.J.A.C. 5:96 & 5:97*, 221 N.J. 1 (2015), more commonly referred to as "Mount Laurel IV" the State Supreme Court determined that COAH was "moribund" and unable to carry out its duties as intended by the Fair Housing Act. The Court further held "that the courts may resume their role as the forum of first instance for evaluating municipal compliance with Mount Laurel obligations."

Thus, the Court designed a transitional process whereby municipalities could seek judicial approval of their HEFSPs. Those transitional procedures gave municipalities the choice whether to seek compliance voluntarily via a Declaratory Judgment (DJ) Action or to not file a DJ Action and risk being sued. During this period, and in the absence of COAH, many municipalities entered into court-mediated Settlement Agreements involving the Fair Share Housing Center.

2024 – Present | Adoption of P.L.2024, c.2 and Fourth Round Methodology Changes and Department of Community Affairs

With the impending end of the Third Round in 2025, there was a push at the State level to implement new legislation that would reorganize the affordable housing process and end the transitional and court-oriented process initiated by Mount Laurel IV. The result of this effort was A-4 / S-50, which was signed into law by Governor Phil Murphy on March 20, 2024. This legislation created a framework to be used for the Fourth Round and beyond. In summary, the Law:

1. Abolishes the Council on Affordable Housing ("COAH") and transfers its duties to the DCA and the Administrative Office of the Courts ("AOC");
2. Enables the DCA to implement the judicial methodology provided by Judge Mary C. Jacobson, A.J.S.C. in her March 8, 2018 decision, *In re Application of Municipality of Princeton* (the "Princeton Case"), to calculate every municipality's affordable housing obligation for the Fourth Round;
3. Creates the Affordable Housing Dispute Resolution Program (the "Program") to oversee disputes and provide for mediation; and
4. Expands the availability of bonus credits, while eliminating the previously offered "rental bonus credit." Bonus credits are further described in this Housing Element and Fair Share Plan.
5. Modifies applicable data and calculations underlying the methodology for calculation of affordable housing obligations, eliminating the prior dependence of Courts and court-appointed Special Masters to deploy accepted methodologies to determine each municipality's affordable housing obligation.
6. Sets timeframes under which municipalities must act to preserve immunity from exclusionary zoning litigation.

Critically, the Amended Law requires that municipalities adopt a housing element and fair share plan no later than March 15, 2026 to maintain immunity from exclusionary zoning litigation.

B. Housing Element and Fair Share Plan Requirements

Municipal Land Use Law ("MLUL") + Fair Housing Act ("FHA")

The MLUL, through incorporation of the New Jersey FHA, requires municipalities to include a housing element in their master plans as a prerequisite to the zoning power. The principal purpose is to enumerate and provide the data, policies, and methods by which municipalities will meet housing needs, with particular attention to low- and moderate-income households.

Pursuant to Section 10 of P.L.1985, c.222 (C.52:27D-310) and as amended per Bill P.L.2024, c.2², as amended, the required contents of the housing element shall contain at least:

- a. *An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low- and moderate-income households and substandard housing capable of being rehabilitated, and in conducting this inventory the municipality shall have access, on a confidential basis for the sole purpose of conducting*

² https://pub.njleg.state.nj.us/Bills/2024/PL24/2_.PDF

the inventory, to all necessary property tax assessment records and information in the assessor's office, including but not limited to the property record cards;

- b. A projection of the municipality's housing stock, including the probable future construction of low- and moderate-income housing, for the next ten years, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands;*
- c. An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level and age;*
- d. An analysis of the existing and probable future employment characteristics of the municipality;*
- e. A determination of the municipality's present and prospective fair share for low- and moderate-income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low- and moderate-income housing, as established pursuant to section 3 of P.L.2024, c.2 (C.52:27D-304.1);*
- f. A consideration of the lands that are most appropriate for construction of low- and moderate-income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low- and moderate-income housing, including a consideration of lands of developers who have expressed a commitment to provide low- and moderate-income housing; and*
- g. An analysis of the extent to which municipal ordinances and other local factors advance or detract from the goal of preserving multigenerational family continuity as expressed in the recommendations of the Multigenerational Family Housing Continuity Commission, adopted pursuant to paragraph (1) of subsection f. of section 1 of P.L.2021, c.273 (C.52:27D-329.20).*
- h. For a municipality located within the jurisdiction of the Highlands Water Protection and Planning Council, established pursuant to section 4 of P.L.2004, c.120 (C.13:20-4), an analysis of compliance of the housing element with the Highlands Regional Master Plan of lands in the Highlands Preservation Area, and lands in the Highlands Planning Area for Highlands-conforming municipalities. This analysis shall include consideration of the municipality's most recent Highlands Municipal Build Out Report, consideration of opportunities for redevelopment of existing developed lands into inclusionary or 100 percent affordable housing, or both, and opportunities for 100 percent affordable housing in both the Highlands Planning Area and Highlands Preservation Area that are consistent with the Highlands regional master plan; and*
- i. An analysis of consistency with the State Development and Redevelopment Plan, including water, wastewater, stormwater, and multi-modal transportation based on guidance and technical assistance from the State Planning Commission.*

In addition to the statutory components of the Housing Element and Fair Share Plan detailed in 52:27D-310, [Administrative Directive #14-24](#)³; which promulgated the procedures and guidelines for implementing the Affordable Housing Dispute Resolution Program; contains a section entitled “Required Elements of Housing Element and Fair Share Plan.” In summary, the Directive requires four additional elements of the HEFSP to be included:

1. A site suitability analysis for any inclusionary zone and/or 100% affordable site
2. A concept plan for site development of any proposed inclusionary zone.
3. A detailed review of the credit worthiness of all existing units in the municipality
4. All ordinances and resolutions required to implement the plan attached as an Appendix to the HEFSP.

However, it should be noted that the requirement to adopt all implementing ordinances to effectuate the HEFSP as set forth in the Fair Housing Act is March 15, 2026. Given this discrepancy of the dates, the statutory necessity of implementing ordinances to be reviewed by the Planning Board and deemed consistent with this adopted HEFSP, and the potential for challenges to the HEFSP as adopted, such ordinance amendments will be prepared following adoption of this plan element.

II. Housing Element: Municipal Summary

The Borough of Madison is roughly 4.33 square miles in area and is in Morris County. For regional and planning purposes, Madison is located in Housing Region 2, a region that consists of Essex, Morris, Union and Warren counties.

In compiling the analysis for the Housing Element, this report utilizes the following data:

1. American Community Survey (“ACS”): The most up to date information is the ACS estimates, which are generated between the decennial censuses. ACS figures are based on data collected over a 5-year time period. The estimates represent the average characteristics of population and housing between 2018-2023 and DO NOT represent a single point in time. Comparisons will be made with the 2018-2023 ACS to show change over time. See URL link⁴ utilized in this HEFSP.
2. Decennial Census: Every ten years, the Census conducts detailed data collection to create an image that is as accurate as possible of the conditions throughout the country in that year.

³ https://www.njcourts.gov/sites/default/files/administrative-directives/2024/12/dir_14_24.pdf

⁴ <https://data.census.gov/table>

Data from the decennial census is used for comparison when equivalent ACS information is unavailable, as well as for longitudinal analysis. See URL link⁵ utilized in this HEFSP.

3. **Comprehensive Housing Affordability Strategy (“CHAS”)**: The U.S. Department of Housing and Urban Development (HUD) utilizes both the ACS and Census to create the “CHAS” data, which demonstrates the extent of housing problems and housing needs, particularly for low income households. See URL link⁶ utilized in this HEFSP.
4. **North Jersey Transportation Planning Authority (“NJTPA”)**: Every four years, the NJTPA updates its regional forecasts for population, households and employment as part of updating its long range transportation plan (LRTP), the region’s blueprint for transportation investment. See URL link⁷ utilized in this HEFSP.
5. **State or Other Agency Sources**: for select data types, State sources are used instead of the Census Bureau when equivalent Census data does not exist or the State data provides a more complete picture.

A. Housing Conditions

The analysis in this section shall satisfy Part A of P.L.1985, c.222 (C.52:27D-310), which requires:

- A) *“Inventory of housing stock by age, condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low- and moderate-income households and substandard housing capable of being rehabilitated, and in conducting this inventory the municipality shall have access, on a confidential basis for the sole purpose of conducting the inventory, to all necessary property tax assessment records and information in the assessor's office, including but not limited to the property record cards”*

Housing Stock by Age and Condition

According to the 2023 ACS, there are an estimated 5,721 housing units in the Borough of Madison which represented a 0.5% increase from 2020.

51.8% of Madison’s housing structures were built prior to 1960, suggesting that 2 out of 4 units are older than 65 years.

⁵<https://data.census.gov/table?d=DEC%20Demographic%20Profile>

⁶<https://www.huduser.gov/portal/datasets/cp.html>

⁷<https://www.njtpa.org/NJTPA/media/Documents/Planning/Plans-Guidance/Planning%20for%202050/draft%20final/E-2050-Demographic-Forecasts.pdf>

Table 1: Year Structure Built

	UNITS	PERCENT
Total housing units	5,721	
Built 2020 or later	30	0.5
Built 2010 to 2019	543	9.5
Built 2000 to 2009	270	4.7
Built 1990 to 1999	328	5.7
Built 1980 to 1989	411	7.2
Built 1970 to 1979	326	5.7
Built 1960 to 1969	855	14.9
Built 1950 to 1959	1,131	19.8
Built 1940 to 1949	451	7.9
Built 1939 or earlier	1,376	24.1

Source: American Community Survey [2023](#)

The table below details the condition of housing within the Borough of Madison based on heating fuel, plumbing facilities, and kitchen facilities. These factors help determine the number of inadequate housing units within the Borough. According to the current ACS estimate, 39 housing units in Madison lacked either heating fuel, plumbing or kitchen facilities, which is greater than 2018.

Table 2: Housing Condition

	2023	PERCENT	2018	PERCENT	PERCENT CHANGE
Total	39	0.9	9	0.2	0.7
Lacking heating fuel	22	0.4	0	0.0	0.4
Lacking complete plumbing facilities	10	0.2	0	0.0	0.2
Lacking complete kitchen facilities	17	0.3	9	0.2	0.1

Source: American Community Survey [2023](#) and [2018](#)

Housing Values and Costs

Since 2018, home values in the Borough have increased by \$170,400 (23.9%). This change is accompanied by an increase in homes worth more than \$1,000,000 and a decrease in homes worth between \$500,000 and \$999,999.

Table 3: Value for Owner-Occupied Housing Units

	2023	PERCENT	2018	PERCENT	PERCENT CHANGE
Total Owner-occupied units	3,563	-	3,722	-	-4.27
Less than \$50,000	16	0.4	45	1.2	-0.8
\$50,000 to \$99,999	74	2.1	29	0.8	1.3
\$100,000 to \$149,999	25	0.7	0	0.0	0.7
\$150,000 to \$199,999	0	0.0	3	0.1	-0.1
\$200,000 to \$299,999	22	0.6	34	0.9	-0.3
\$300,000 to \$499,999	225	6.3	503	13.5	-7.2
\$500,000 to \$999,999	1,812	50.9	2,310	62.1	-11.2
\$1,000,000 or more	1,389	39.0	798	21.4	17.6
Median (dollars)	882,900	(X)	712,500	(X)	23.91

Source: American Community Survey [2023](#) and [2018](#)

The table below shows the housing expenditures for those who own and rent in Madison. The general affordability standard is that no more than 30% of gross income should be allocated for housing costs.

A cost burden is the ratio of housing costs to household income. For renters, housing cost is the gross rent (lease rent plus utilities). For owners, housing cost is the monthly owner costs, which may include mortgage, utilities, association fees, insurance, and real estate taxes.

Table 4: Housing Cost Burden Overview Exceeding 30% Gross Income

RANGE	OWNER	RENTER	TOTAL	PERCENT
Cost Burden <=30%	2,860	1,195	4,055	71.1
Cost Burden >30% to <=50%	360	490	850	14.9
Cost Burden >50%	390	335	725	12.7
Cost Burden Not Available	45	25	70	1.2
Total	3,655	2,045	5,700	100.0

Source: [CHAS 2017-2021 ACS](#)

Occupancy Characteristics and Type of Housing

As of 2023, the Borough is predominately comprised of owner-occupied households, which comprise 64.2% of the Borough's households. A total of 35.8% of households are renters, and

2.9% of the Borough's housing units are vacant. Since 2018, the Borough has seen a shift away from owner-occupied households, coming from a 4% increase in renters and a 0.4% decrease in the Borough's vacancy rate.

Table 5: Housing Tenure and Occupancy

	2023	PERCENT	2018	PERCENT	PERCENT CHANGE
Total	5,721		5,643		
Owner Occupied	3,563	64.2	3,722	68.2	-4
Renter Occupied	1,991	35.8	1,734	31.8	4
Vacant Units	167	2.9	187	3.3	-0.4

Source: American Community Survey [2023](#) and [2018](#)

Housing units with more than one occupant per room are considered overcrowded. Overcrowded households in the Borough fell 0.4%.

Table 6: Occupants Per Room + Inadequate Units in Occupied Housing Units

OCCUPANTS PER ROOM	2023	PERCENT	2018	PERCENT
Total	5,554		5,456	
1.00 or less	5,518	99.4	5,395	98.9
1.01 to 1.50	26	0.5	31	0.6
1.51 or more	10	0.2	30	0.5

Source: American Community Survey [2023](#) and [2018](#)

Since 2018, the share of Borough's housing stock has increased from 5,643 units to 5,721 units.

Table 7: Housing Type and Size

HOUSING UNITS	2023	PERCENT	2018	PERCENT	PERCENT CHANGE
Total housing units	5,721		5,643		
1-unit, detached	3,595	62.8	3,649	64.7	-1.9
1-unit, attached	388	6.8	424	7.5	-0.7
2 units	614	10.7	500	8.9	1.8
3 or 4 units	264	4.6	269	4.8	-0.2
5 to 9 units	211	3.7	361	6.4	-2.7
10 to 19 units	237	4.1	189	3.3	0.8
20 or more units	412	7.2	251	4.4	2.8

Mobile home	0	0.0	0	0.0	0
Boat, RV, van, etc.	0	0.0	0	0.0	0
<i>Source: American Community Survey 2023 and 2018</i>					

Since 2018, the bedroom typology of Borough has decreased in “family” sized 3+ bedroom type from 67.2% to 66% in 2023.

Table 8: Number of Bedrooms Per Unit

ROOMS	2023 TOTAL	PERCENT	2018 TOTAL	PERCENT	PERCENT CHANGE
Total	5,721		5,643		
No Bedroom	69	1.2	73	1.3	-0.1
1 Bedroom	708	12.4	729	12.9	-0.5
2 Bedrooms	1,168	20.4	1,048	18.6	1.8
3 Bedrooms	1,499	26.2	1,714	30.4	-4.2
4 Bedrooms	1,552	27.1	1,424	25.2	1.9
5 or more Bedrooms	725	12.7	655	11.6	1.1
<i>Source: American Community Survey 2023 and 2018</i>					

Existing Low- and Moderate-Income Housing Units

Madison reviewed all property tax assessment records and information in the assessor's office, including but not limited to the property record cards, to determine the number of existing low- and moderate-income housing units. Based on this review, there are 221 LMI units in the Madison. The municipality is following the applicable requirements regarding unit monitoring and reporting.

Substandard Housing

The table below utilizes data from the ACS and CHAS to analyze the “4 housing problems” in a consolidated format for consideration of overall substandard housing. The four housing problems as defined by HUD are:

1. Incomplete kitchen facilities;
2. Incomplete plumbing facilities;
3. Overcrowding (i.e. 1.01 or more persons per room); and
4. High housing costs (i.e. cost burden).

The following table shows data for indicators of substandard housing for the Borough of Madison.

Table 9: Substandard Housing Indicators

	OWNER	RENTER
Household has 1 of 4 Housing Problems	750	880
Household has none of 4 Housing Problems	2,905	1,170
Cost Burden not available	45	25

Source: [CHAS 2017-2021 ACS](#)

B. Housing Projections

The analysis in this section shall satisfy Part B of P.L.1985, c.222 (C.52:27D-310), which requires:

- B) *“A projection of the municipality's housing stock, including the probable future construction of low- and moderate-income housing, for the next ten years, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands.”*

Projection of Housing Stock

Below is a general prediction by NJTPA of the Borough of Madison's household population growth to 6,063 households in 2050. This 0.2% increase in households would require available units to accommodate and may be a prediction indicator of new projected housing stock.

Table 10: Housing Unit Projection

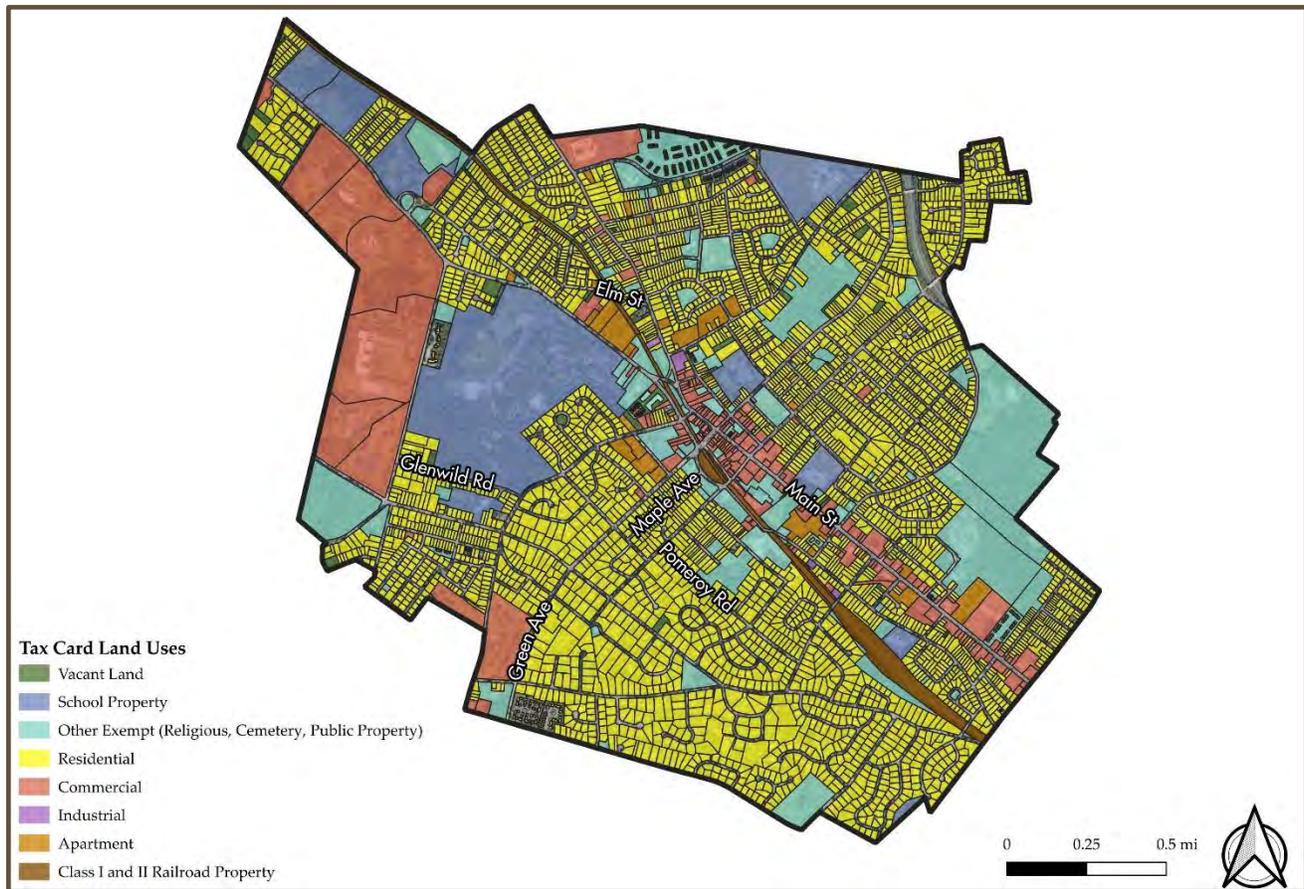
YEAR	POPULATION	ANNUALIZED % CHANGE
2015	5,617	
2050 (Predicted)	6,063	0.2%

Source: [U.S. Census, NJTPA](#)

Zoning regulations and existing capital infrastructure may help determine where growth is expected and where new housing units are likely to be developed in the future.

The Borough of Madison expects new developments to bear the cost that such development puts upon the existing infrastructure, including its sewer and water systems, road infrastructure, school facilities, and emergency services. This includes the addition of capacity necessitated by the new development, as well as associated maintenance costs. New development should not be a burden on the Borough's infrastructure.

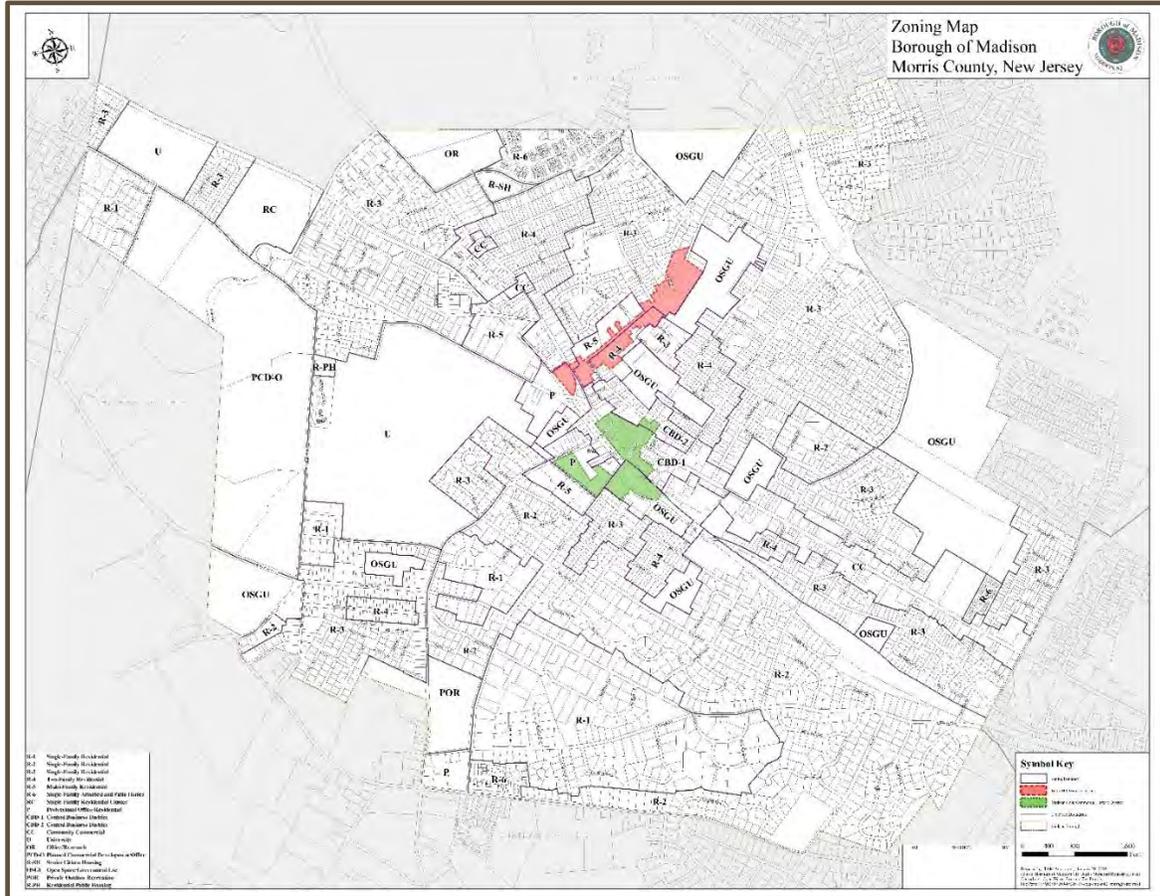
Figure 1: Existing Land Use Map



Borough of Madison Land Use Map⁸

⁸ Map Note: Classifications are based on assessor records. "Vacant land" as depicted on this map should not be construed to limit or supersede any conclusions made in the Vacant Land Adjustments.

Figure 2: Existing Zoning Map



Borough of Madison Zoning Map

C. Demographic Characteristics

The analysis in this section shall satisfy Part C of P.L.1985, c.222 (C.52:27D-310), which requires:

- C) "An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level and age."

Population General

The population estimate for Madison in 2023 was ~~1642~~ which represents a decrease of 505 from the 2020 Census (-3.0%).

Table 11: Historic Population Growth

YEAR	POPULATION	CHANGE	% CHANGE
1940	7,944	N/A	6.2%
1950	10,417	2,473	31.1%

YEAR	POPULATION	CHANGE	% CHANGE
1960	15,122	4,705	45.2%
1970	16,710	1,588	10.5%
1980	15,357	-1,353	-8.1%
1990	15,850	493	3.2%
2000	16,530	680	4.3%
2010	15,845	-685	-4.1%
2020	16,937	1,092	6.9%
2023	16,432	-505	-3.0%
2050 (Predicted)	17,160	728	4.4%

Source: [NJ State Data Center, New Jersey Population Trends 1790 to 2000, US Census Bureau; NJTPA, "Appendix E - 2050 Demographic Forecasts"](#)

Population Composition by Age

The estimated current median age in the Borough of Madison is 39, compared to 42.7 for Morris County and 40.1 for New Jersey.

Table 12: Population by Age

AGE RANGE	BOROUGH OF MADISON	PERCENT	MORRIS COUNTY	PERCENT
Under 5 years	875	5.3	25,471	5.0
5 to 9 years	1,178	7.2	28,352	5.6
10 to 14 years	1,079	6.6	31,448	6.2
15 to 19 years	1,461	8.9	33,164	6.5
20 to 24 years	1,423	8.6	29,593	5.8
25 to 34 years	1,588	9.6	57,194	11.2
35 to 44 years	1,989	12.1	65,510	12.8
45 to 54 years	2,334	14.2	72,196	14.1
55 to 59 years	1,394	8.5	39,717	7.8
60 to 64 years	936	5.7	36,971	7.2
65 to 74 years	1,138	6.9	50,990	10.0
75 to 84 years	746	4.5	27,021	5.3
85 years and over	323	2.0	12,748	2.5

AGE RANGE	BOROUGH OF MADISON	PERCENT	MORRIS COUNTY	PERCENT
Median Age	39.0	(X)	42.7	(X)

Source: American Community Survey https://data.census.gov/table/ACSDP5Y2023.DP05?t=Age and Sex:Populations and People&g=050XX00US34027_060XX00US3402706610&y=2023&d=ACS 5-Year Estimates Data Profiles&moe=false 2023

Households

According to the US Census Bureau's classification system, people either live in a household, housing unit, or in "group quarters." Two types of "households" exist: family and non-family. A "household" consists of one or more persons living and eating together separately from other persons who may be in the same building. A "family" is a household with two or more related persons living together in the same housing unit.

Table 13: Population by Housing Type

	THE BOROUGH OF MADISON			MORRIS COUNTY		
	2015-2019	2019-2023	% CHANGE	2015-2019	2019-2023	% CHANGE
Total Households	5,579	5,554	-0.5%	181,884	191,840	-5.2%
Total Families	4,003	3,820	-4.5%	116,225	118,788	-2.1%
Average Household Size	2.69	2.68	-0.3%	2.66	2.61	-1.8%
Average Family Size	3.28	3.24	-1.2%	3.19	3.17	-0.6%
Households with 1 person	1,415	1,321	-6.6%	43,233	47,475	-8.9%

Source: American Community Survey DP02 5-Year Estimates 2015-2023

Immigration

Foreign born residents make up 15.4% percent of Madison's population, which is lower than County (19.6%) and State (23.5%) levels. Half of Madison's foreign-born residents are not U.S. citizens, comprising 42.1% of the overall Borough population, a larger share than that of Morris County (39.2%) and a smaller share than that of the State (43.1%).

Table 14: Residents Place of Birth

	BOROUGH OF MADISON		MORRIS COUNTY		NEW JERSEY	
	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT
Total	16,464		510,375		9,267,014	
Born in United States	13,633	82.8	401,982	78.8	6,849,548	73.9
Foreign Born	2,530	15.4	100,222	19.6	2,181,755	23.5
Naturalized Citizen	1,466	57.9	60,952	60.8	1,241,100	56.9
Not a Citizen	1,064	42.1	39,270	39.2	940,655	43.1

Source: American Community Survey [2023](#)

Income and Poverty Status

The median household income for the Borough of Madison grew from 2018 to 2023, growing 26.5% and outpacing the County (21.2%) and the State (22.1%).

Table 15: Household Median Income

	2023	2018	CHANGE	% CHANGE
Borough of Madison	168,469	133,125	35,344	26.5
Morris County	134,929	111,316	23,613	21.2
New Jersey	99,781	81,740	18,041	22.1

Source: American Community Survey [2023](#) and [2018](#)

In the Borough of Madison, 420 residents (2.8%) live below the poverty line, a decrease from 6% in 2018. In this regard, the Borough had a different trajectory than Morris County, which experienced an increase from 4.5% to 4.6% over the same period.

Table 16: Poverty Status

BOROUGH OF MADISON	2023	PERCENT	2018	PERCENT	CHANGE
Total Persons	14,891		14,689		202
Total Below Poverty	420	2.8	884	6	-3.2
MORRIS COUNTY	2023	PERCENT	2018	PERCENT	CHANGE
Total Persons	507,823		485,909		21,914
Total Below Poverty	23,392	4.6	21,856	4.5	0.1

Source: American Community Survey [2023](#) and [2018](#); [ACS Morris County Data](#)

D. Multigenerational Housing Continuity

The analysis in this section shall satisfy Part G of P.L.1985, c.222 (C.52:27D-310), which requires:

- G) *“An analysis of the extent to which municipal ordinances and other local factors advance or detract from the goal of preserving multigenerational family continuity as expressed in the recommendations of the Multigenerational Family Housing Continuity Commission, adopted pursuant to paragraph (1) of subsection f. of section 1 of P.L.2021, c.273 (C.52:27D-329.20).”*

On November 8, 2021, the Senate and General Assembly of the State of New Jersey adopted C.52:27D-329.20⁹, which establishes the “Multigenerational Family Housing Continuity Commission” for the purpose of conducting research, obtaining public input, and adopting recommendations on how to most effectively advance the goal of enhancing multigenerational family housing continuity, which can be defined broadly as the degree to which senior citizens are able to reside at the homes of their extended families.

In short, the bill requires a municipal housing plan element to provide an analysis of the extent to which municipal ordinances and other local factors advance or detract from the goal of preserving multigenerational family continuity, as expressed in the recommendations of the commission.

The municipality is committed to promoting intergenerational harmony through the provision of diverse housing options in a manner consistent with the regulation. As demonstrated in this plan, the municipality is employing a variety of approaches to accomplish this task. Strategies proposed or already implemented include the creation of age-restricted housing and family housing. The municipality, in setting forth its compliance plan, is abiding by the limitations included in the statute.

E. Employment Data

The analysis in this section shall satisfy Part D of P.L.1985, c.222 (C.52:27D-310), which requires:

- C) *“An analysis of the existing and probable future employment characteristics of the municipality.”*

Below is a general prediction by NJTPA of Madison’s employment forecast, which is a growth to 9,151 in 2050.

⁹ <https://pub.njleg.gov/Bills/2020/AL21/273 .HTM>

Table 17: Employment Projection

YEAR	LABOR FORCE	CHANGE	ANNUALIZED % CHANGE
2015	8,071		
2050 (Predicted)	9,151	1,080	0.4

Source: NJTPA

III. Fair Share Plan: Obligations and Compliance Plan

A. Introduction and Fourth Round Changes

As stated in the History of New Jersey Affordable Housing section of this Plan, New Jersey's Fourth Round methodology of calculating and fulfilling municipal obligations is set forth in the Law under a new system. The housing need obligations discussed herein consist of the following components: Prior Round Compliance; Present Need or "Rehabilitation Obligation;" and the "Prospective Need". Collectively, the Present ("Gap") Need and the Prospective Need are referred to as the Round 4 obligation.

The figures that are presented in the fair share obligations below have been derived from and were adopted by the Borough via Resolution #54-2025 on January 27, 2025 (See Appendix A). Under the Resolution, the Borough Present Need or "Rehabilitation Obligation" is 0 credits, and the "Prospective Need" is 206 credits.

The purpose of this section of the Plan is to set forth Madison's proposed approach to satisfying its Round 4 obligation.

Importantly, the Law sets forth opportunities for bonus credits. These credits include:

- a. One (1) bonus credit for special needs or permanent supportive housing;
- b. One (1) bonus credit for 100% affordable housing projects for which the host municipality has contributed towards the cost of the project, subject to certain minimum contribution requirements;
- c. One (1) bonus credit for market rate units that are converted to affordable units;
- d. One-half (0.5) bonus credit for ownership units created in a partnership sponsorship with a non-profit housing developer;
- e. One-half (0.5) bonus credit for units located within a one-half mile radius (or a one-mile radius for projects located in a Garden State Growth Zone) of NJ Transit or Port Authority rail, bus, or ferry stations, including all light rail stations;
- f. One-half (0.5) bonus credit for age-restricted units, subject to certain caps;
- g. One-half (0.5) bonus credit for each three-bedroom unit in excess of the three-bedroom requirements set forth in the Uniform Housing Affordability Controls;

- h. One-half (0.5) bonus credit for housing units constructed on previously developed land that was utilized for retail, office, or commercial space; and
- i. One-half (0.5) bonus credit for units whose affordability controls are extended for a new term of affordability;

Municipalities will also be restricted to only claim one type of bonus credit per affordable unit. Such bonus credits may only satisfy 25% of their Fourth Round obligation.

B. Prior Round Need Compliance “Look Back” (2015-2025)

Madison has a history of fulfilling its affordable housing obligation. Most recently, on August 16, 2021, the Borough received an Order of Fairness and Conditional Judgment of Compliance and Repose (“Conditional JOR”) relating to its Third-Round obligation, a copy is attached in Appendix C. The JCR was issued after a period of negotiation and settlement, primarily between the Borough and Fair Share Housing Center (“FSHC”). During this period of negotiation, the Borough adopted a HEFSP on May 26, 2021. Correspondingly, the Borough and FSHC entered into a settlement agreement on August 10, 2020. The HEFSP and settlement agreements set forth the Borough’s Third Round obligation and identified the actions required by the Borough to fulfill these obligations. The Borough’s commitments, and the corresponding status of these commitments, is reflected in the tables below:

Projects cited to satisfy Third Round Realistic Development Potential:

PROJECT	CREDITS IDENTIFIED IN HEFSP / SETTLEMENT REQUIREMENT	STATUS
Community Place 1 & 2	3 (3 Units, 3 Bonus Credits)	Complete
John Avenue	3	Complete
44 Cook Avenue/Robert T. Burroughs Apartments	12	Complete
80 Park Avenue	8	Complete
Rexford Tucker Apartments	18	Complete
30 Loantaka Way	2 (1 Unit, 1 Bonus Credit)	Complete
27 Elm Street	5	Complete
24 Central Avenue/Firehouse Apartments	3	Complete

PROJECT	CREDITS IDENTIFIED IN HEFSP / SETTLEMENT REQUIREMENT	STATUS
Strickland Place	1	Complete
34 Walnut Street	1	Complete
Millennium	2	Complete
Madison Mall Apartments	12 (8 Units, 4 Bonus Credits)	Complete
30 Central Avenue	4	Complete
7 Elm Street	2	Complete
Municipally Sponsored – Community Place Site and Civic Center Site	68 (40 Units, 28 Bonus Credits)	Complete
Drew University Lots B & C	61 (46 Units, 15 Bonus Credits)	Proposed

Zoning actions to satisfy Third Round Unmet Need requirements:

PROJECT	CREDITS IDENTIFIED IN HEFSP / SETTLEMENT AGREEMENT	STATUS
CC Overlay Zone - Park Avenue / Loveland Street	6.8	Adopted 9-14-2020 by Ord. No. 26-2020
CBD-2 Overlay Zone - Park Avenue / Ridgedale Avenue	6.0	Adopted 9-14-2020 by Ord. No. 26-2020
CBD-1 Overlay Zone - Alexander Avenue / Main Street	3.6	Adopted 9-14-2020 by Ord. No. 26-2020
CC Overlay Zone – Rosedale Avenue / Main Street	13.5	Adopted 9-14-2020 by Ord. No. 26-2020
CC Overlay Zone – Main Street / Samson Avenue	11.5	Adopted 9-14-2020 by Ord. No. 26-2020
CC Overlay Zone – Main Street / Seaman Street	23	Adopted 9-14-2020 by Ord. No. 26-2020
Gateway II District	12.9+	Adopted 9-14-2020 by Ord. No. 26-2020

PROJECT	CREDITS IDENTIFIED IN HEFSP SETTLEMENT AGREEMENT /	STATUS
Gateway I District	12.6+	Adopted 9-14-2020 by Ord. No. 26-2020
Townhouse Overlay – Madison Baptist Church	11.8	Adopted 9-14-2020 by Ord. No. 26-2020
CBD-2 Overlay Zone – Cook Avenue and Elmer Street	6.0	Adopted 9-14-2020 by Ord. No. 26-2020
CC Overlay Zone – Staples Plaza Shopping Center	27.2 – 30.1	Adopted 9-14-2020 by Ord. No. 26-2020
R4 Multi-family Overlay Zone – Park Avenue & Elm Street	12.6	Adopted 9-14-2020 by Ord. No. 26-2020

As demonstrated in the tables above and supported by the issuance of the August 16, 2021 JCR, the Borough fully satisfied its obligations under the Third Round as articulated in its settlement with the FSHC. As such, no obligation is carried forward to the Fourth Round.

In January 2026, the Borough of Madison and Drew University executed a settlement agreement in the Borough's Third Round declaratory judgment action to resolve issues associated with Drew's "Surplus Lands," update the Borough's compliance framework, and support entry of an amended judgment of compliance following a fairness hearing. The agreement follows years of litigation and court proceedings addressing the Borough's Third Round compliance efforts, including earlier settlement activity, court orders approving a conditional judgment of compliance, and subsequent trial and appellate proceedings related to Drew's property and its potential role in satisfying part of the Borough's realistic development potential and Third Round obligations.

Under the 2026 settlement, the parties agreed to a revised compliance approach centered on specific property transactions and redevelopment actions involving Drew-owned parcels (generally identified as Parcels A–F). The framework includes: (1) the Borough's acquisition of certain Drew parcels (including Parcels A and D pursuant to a purchase and sale agreement, and the conveyance of Parcel F—commonly known as "Madison House"—to the Borough), and (2) redevelopment of Drew Parcels B and C through Borough redevelopment designation, adoption of redevelopment plan(s) and ordinance(s), designation of a redeveloper, and execution of redevelopment and related agreements. The redevelopment concept contemplates a mixed-income program totaling 305 units across the Parcel B and Parcel C redevelopment projects, with a 15% affordable set-aside (46 affordable units), integrated with the market-rate development.

The settlement also establishes key implementation obligations and procedural steps intended to support Third Round compliance and court approval. On the Borough side, these include timely pursuit of planning and governing body actions needed to effectuate the redevelopment framework (e.g., redevelopment investigations, redevelopment designation, redevelopment plan adoption, and approvals/agreements), coordination on permitting and utility/service capacity, and related land use actions. On the University/redeveloper side, the settlement includes obligations to convey specified parcels, submit surveys and pursue subdivision/land use approvals as required, and implement the affordable housing set-aside consistent with applicable New Jersey affordable housing controls and deed restriction requirements. The agreement is expressly structured to be presented for court review at an amended fairness hearing, and—upon approval—to provide the basis for an amended affordable housing plan and updated Third Round compliance posture for the Borough.

C. Present and Prospective Need Obligation (2025-2035)

The analysis in this section shall satisfy Part E of P.L.1985, c.222 (C.52:27D-310), which requires:

- E) *“A determination of the municipality's present and prospective fair share for low- and moderate-income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing, as established pursuant to section 3 P.L.2024, c.2 (C.52:27D-304.1)”*

Present Need (Rehabilitation Share)

The Rehabilitation Share is described as “deficient housing units occupied by low- and moderate-income households within a municipality and is a component of “present need” under N.J.A.C. 5:93-1.3. In Madison, the rehabilitation obligation through the end of the Fourth Round (i.e. July 2035) has been determined to be zero (0) affordable housing units.

Prospective Need Obligation

The Borough has a Fourth Round prospective need of 206 credits.

However, as demonstrated in Appendix B, the Borough does not have enough suitable land to address the obligation. Therefore, the Borough seeks a vacant land adjustment (“VLA”) under the COAH Second Round Rules (N.J.A.C. 5:93-4.2) and an adjustment of its Fourth Round new construction obligation to reflect the available and developable land area within its municipal boundaries. It is the conclusion of this analysis that the Realistic Development Potential (“RDP”) is 101 units.

In addition to vacant properties that have a realistic development potential, the Borough must also consider known projects in its RDP assessment likely to be redeveloped in the 2025-2035 Fourth Round obligation. N.J.S.A. 52:27D-310.1 includes the following language (emphasis added):

Any municipality that receives an adjustment of its prospective need obligations for the fourth round or subsequent rounds based on a lack of vacant land shall as part of the process of adopting and implementing its housing element and fair share plan identify sufficient parcels likely to redevelop during the current round of obligations to address at least 25 percent of the prospective need obligation that has been adjusted, and adopt realistic zoning that allows for such adjusted obligation, or demonstrate why the municipality is unable to do so.

The Borough of Madison has a Fourth Round prospective need obligation of 206 credits and an adjusted obligation Realistic Development Potential of 101 units, and an unmet need of 106 units. In accordance with the above provision, twenty-five percent of the obligation that has been adjusted (or the unmet need) is 27 units. As detailed below, the Borough will address this 27-unit portion of the unmet need with the mechanisms described below.

In addition, it is noted that the proposed mechanisms detailed below are consistent with the requirements for Realistic Opportunity as defined in N.J.A.C. 5:97-1.4. Each mechanism will be implemented through rezoning with realistic zoning standards, and each mechanism has been assessed for statutory suitability criteria as required under N.J.A.C. 5:97-3.13.

Realistic Development Potential

The Borough will satisfy the Realistic Development Potential (RDP) obligation through the following to satisfy the RDP of 101 units with a total of 115 credits as detailed in the table below:

MECHANISM	TYPE	UNITS	BONUS	TENURE	STATUS
1 Giralda Farms	Family Units	7*		Rental	In Progress
1 Giralda Farms	Supportive Housing (Bedrooms) & Family Units	40*	26	Rental	In Progress
3 Giralda Farms	Family	28		For Sale	In Progress
28 Walnut Street/Community Place	Family	3		Rental	Completed
Madison Mall Apartments	Family	2		Rental	Completed
22-24 Belmont Avenue	Family	4		Rental	Approved
30 Central Avenue – Expansion	Family	2		Rental	Approved
Community Hope	Supportive Housing	3		Rental	Completed
TOTAL (115)		89	26		
Credits to Round 5		14			

*In total, 1 Giralda shall provide 59 affordable units in the form of either family rental units or supportive housing bedrooms. At minimum 7 affordable units shall be family rental units.

Prospective Need Projects Description and Suitability Analysis

Municipalities shall designate sites that are available, suitable, developable and approvable, as defined in N.J.A.C. 5:93-1. As such, the criteria for crediting units must meet the following:

1. "Available site" – a site with clear title, free of encumbrances which preclude development for low- and moderate-income housing.
2. "Suitable site" – a site that is adjacent to compatible land uses, has access to appropriate streets and is consistent with the environmental policies delineated in N.J.A.C. 5:93-4.
3. "Developable site" – a site that has access to appropriate water and sewer infrastructure, and is consistent with the applicable area wide water quality management plan (including the wastewater management plan) or is included in an amendment to the area wide water quality management plan submitted to and under review by DEP.
4. "Approvable site" – a site that may be developed for low- and moderate-income housing in a manner consistent with the rules or regulations of all agencies with jurisdiction over the site. A site may be approvable although not currently zoned for low- and moderate-income housing.

The Borough will satisfy this obligation through the following projects:

Table 18: Projects Description and Suitability Analysis

PROJECT	DESCRIPTION
1 Giralda (Block 3303, Lot 2)	Total Units: 52 Units Round Four LMI Units: 40 (RDP) and 12 (Likely to Redevelop) This site planned for family rental and supportive housing redevelopment is located on a portion of lot 2 in Block 3303 at 1 Giralda. The site has a total area of 24.2 acres and is presently developed with an office building. There are no environmental constraints associated with the site.
<i>Description of Availability</i>	The site has a clear title and is free of encumbrance which precludes the development of affordable housing.
<i>Description of Suitable</i>	The site is adjacent to compatible land uses and has access to appropriate streets. The site is adjacent to existing commercial, institutional and residential uses in the immediate vicinity.
<i>Description of Developable</i>	Adequate sewer processing and water capacity and infrastructure is available from the Molitor WPCF Madison Chatham Joint Meeting and the Madison Water Utility.

PROJECT	DESCRIPTION
<i>Description of Approvable</i>	The site has already been designated as an area in need of redevelopment and a Redevelopment Plan has been adopted for the site – See Appendix D. An application for subdivision and site plan has been approved by the Borough’s Planning Board for the site on which the development will be located. The site can be developed in accordance with R.S.I.S. Development of the site will be consistent with the Residential Site Improvement Standards, N.J.A.C. 5:21-1 et seq. There are no environmental constraints associated with the site.
9-17 Bruns Street (Block 2401, Lots 6, 7, 8, 9 & 10)	<p style="text-align: center;">Total Units: 29 Units <u>Round Four LMI Units: 6 Units, plus 3 Bonus Credits (TOD)</u></p> <p>This site proposed for inclusionary redevelopment is located on the western side of Bruns Street, between Main Street to the north and Kings Road to the south. The site is about 200 feet from NJ Transit Bus Stop #25673 and #25676 with service on Route 873. The site has a total area of 1.62 acres and is presently developed with a surface parking area and office building as well as three single family residential dwellings. The lots are in common ownership and the lots all maintain a land value that exceeds the improvement value, signaling opportunity for a higher use on the lots. There are no environmental constraints associated with the site.</p>
<i>Description of Availability</i>	The site has a clear title and is free of encumbrance which precludes the development of affordable housing.
<i>Description of Suitable</i>	The site is adjacent to compatible land uses and has access to appropriate streets. The site has about 350 feet of frontage along Bruns Street. The site is adjacent to existing commercial and residential uses in the immediate vicinity.
<i>Description of Developable</i>	Adequate sewer processing and water capacity and infrastructure is available from the Molitor WPCF Madison Chatham Joint Meeting and the Madison Water Utility.
<i>Description of Approvable</i>	Pursuant to this plan, the site will be rezoned to accommodate multifamily residential development at a maximum density of 18 units per acre, consistent with the density of other overlay densities in the Borough. The site can be developed in accordance with R.S.I.S. Development of the site will be consistent with the Residential Site Improvement Standards, N.J.A.C. 5:21-1 et seq. There are no environmental constraints associated with the site.

PROJECT	DESCRIPTION
2 & 8 Shunpike (Block 4501, Lots 8 & 9)	<p style="text-align: center;">Total Units: 29 Units <u>Round Four LMI Units: 6 Units, plus 3 Bonus Credits (Nonresidential Conversion)</u></p> <p>This site proposed for inclusionary redevelopment is located on the north side of Shunpike, between Green Village Road to the west and Green Avenue to the east. The site has a total area of 1.65 acres in total and each lot is presently developed an office building. Each lot maintains a land value that exceeds the improvement value, signaling the opportunity for higher use on the lots. There are no environmental constraints associated with the site.</p>
<i>Description of Availability</i>	<p>The site has a clear title and is free of encumbrance which precludes the development of affordable housing.</p>
<i>Description of Suitable</i>	<p>The site is adjacent to compatible land uses and has access to appropriate streets. The site has about 150 feet of frontage along Green Village Road and 365 feet of frontage along Shunpike. The site is adjacent to existing commercial, institutional and residential uses in the immediate vicinity.</p>
<i>Description of Developable</i>	<p>Adequate sewer processing and water capacity and infrastructure is available from the Molitor WPCF Madison Chatham Joint Meeting and the Madison Water Utility.</p>
<i>Description of Approvable</i>	<p>Pursuant to this plan, the site will be rezoned to accommodate multifamily residential development at a maximum density of 18 units per acre, consistent with the density of other overlay densities in the Borough. The site can be developed in accordance with R.S.I.S. Development of the site will be consistent with the Residential Site Improvement Standards, N.J.A.C. 5:21-1 et seq. There are no environmental constraints associated with the site.</p>
31-33 Kings Road (Block 2801, Lots 1 & 2)	<p style="text-align: center;">Total Units: 13 Units <u>Round Four LMI Units: 3 Units, plus 1.5 Bonus Credits (TOD)</u></p> <p>This site proposed for inclusionary redevelopment is located on the western side of Kings Road, between Green Village Road to the north and Green Avenue to the south. The site is 750 feet from the Madison NJ Transit station on the Morris-Essex Rail Line. The site has a total area of 0.77 acres and is presently developed with a motor vehicle service station on Lot 1 and a vacant lot on Lot 2. The lots all maintain a land value that exceeds the improvement value, signaling opportunity for a higher value use on the site. There are no environmental constraints associated with the site.</p>
<i>Description of Availability</i>	<p>The site has a clear title and is free of encumbrance which precludes the development of affordable housing.</p>

PROJECT	DESCRIPTION
<i>Description of Suitable</i>	The site is adjacent to compatible land uses and has access to appropriate streets. The site has about 150 feet of frontage along Green Village Road and about 220 feet of frontage along Kings Road. The site is adjacent to existing commercial and residential uses in the immediate vicinity.
<i>Description of Developable</i>	Adequate sewer processing and water capacity and infrastructure is available from the Molitor WPCF Madison Chatham Joint Meeting and the Madison Water Utility.
<i>Description of Approvable</i>	Pursuant to this plan, the site will be rezoned to accommodate multifamily residential development at a maximum density of 18 units per acre, consistent with the density of other overlay densities in the Borough. The site can be developed in accordance with R.S.I.S. Development of the site will be consistent with the Residential Site Improvement Standards, N.J.A.C. 5:21-1 et seq. There are no environmental constraints associated with the site.

Figure 3: Prospective Need Projects Map – 9-17 Bruns Street

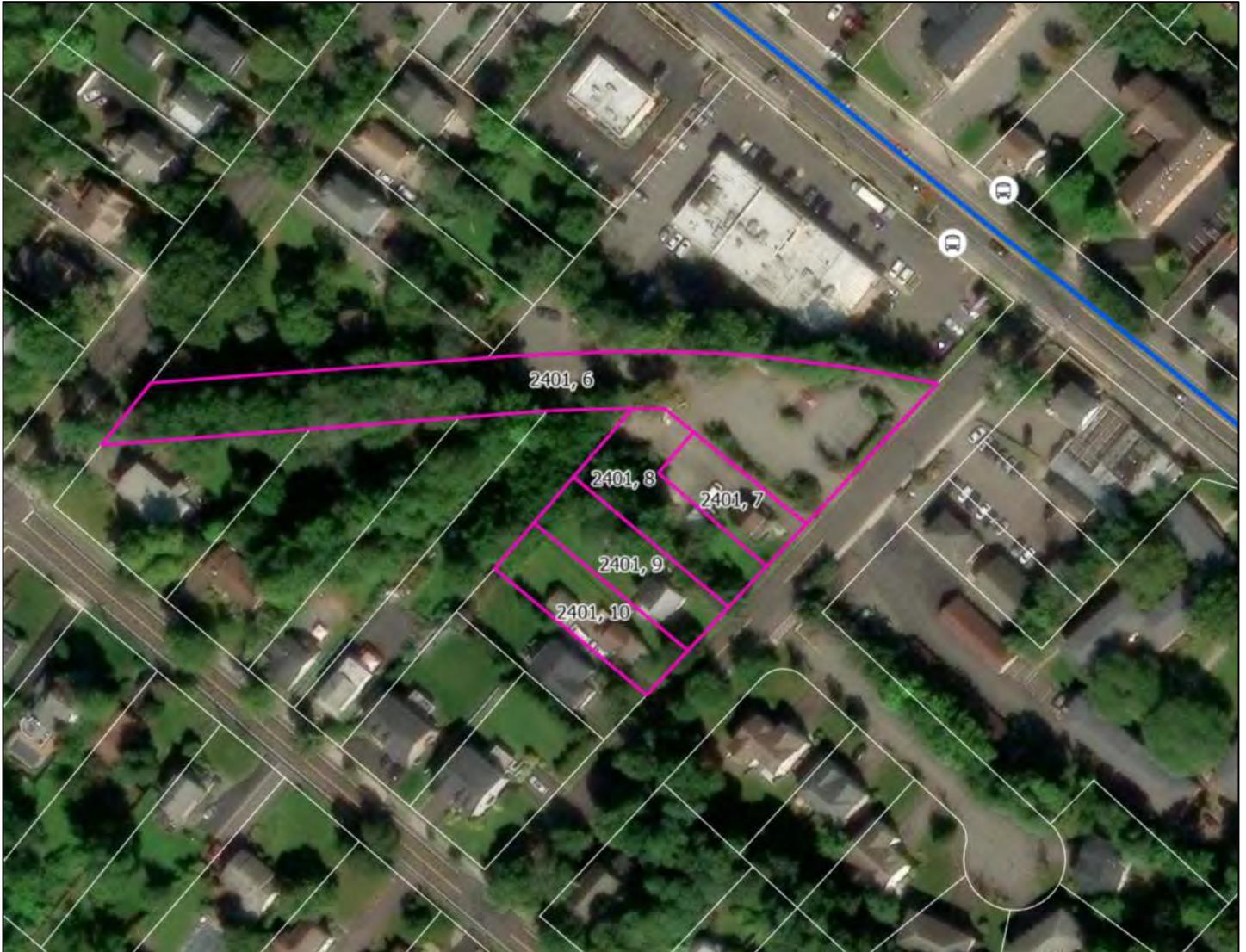
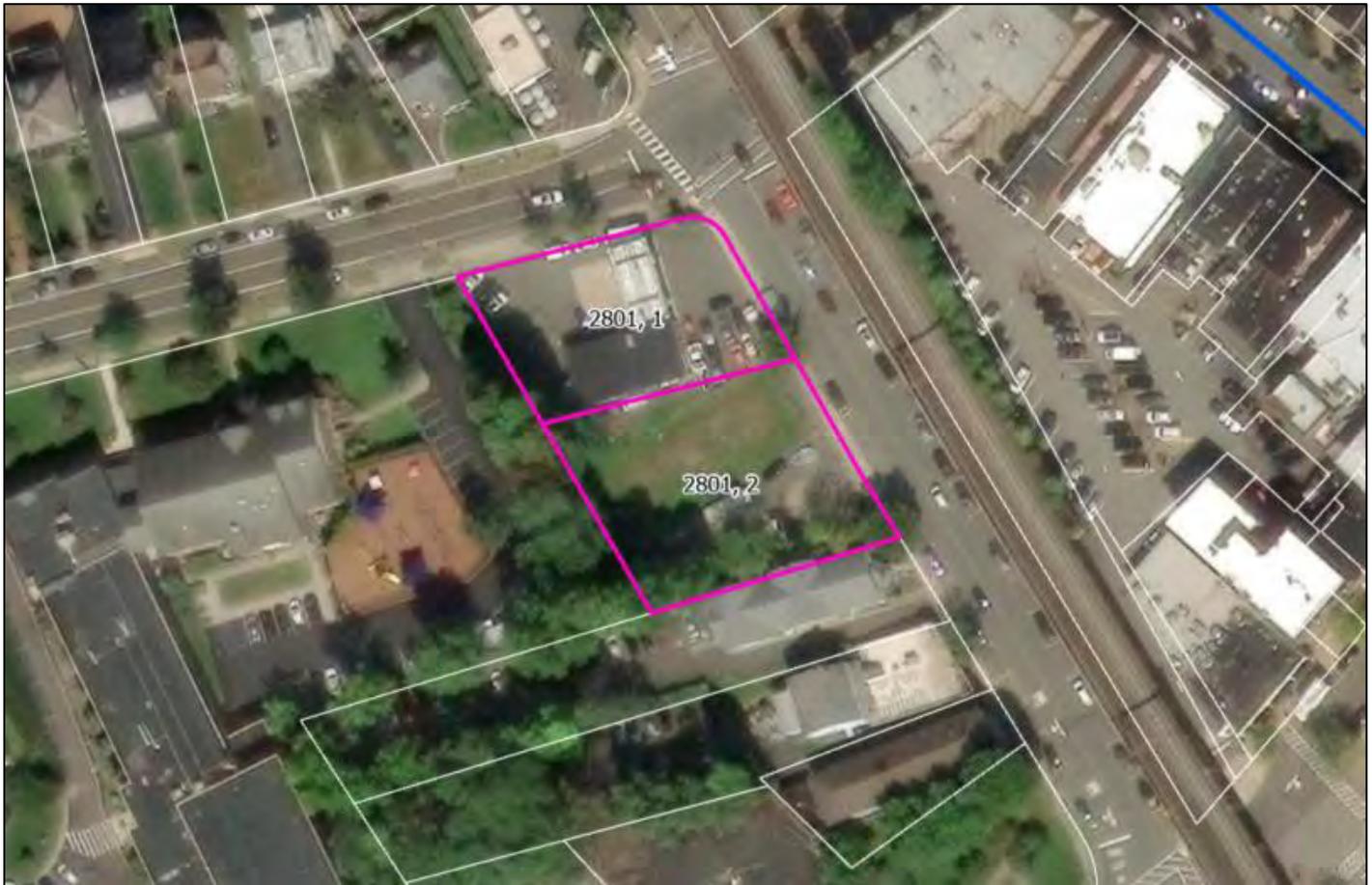


Figure 4: Prospective Need Projects Map – 2-8 Shunpike



Figure 5: Prospective Need Projects Map – 31-33 Kings Road

Land Most Appropriate for Affordable Housing

The analysis in this section satisfies Part F of P.L. 1985, c.222 (C.52:27D-310), which requires consideration of lands appropriate for low- and moderate-income housing, including lands of developers/owners who have expressed a commitment to provide such housing. As part of this Fair Share Plan, the Borough considered sites brought forward by interested parties.

In particular, the Borough received submissions and expressions of interest from Drew University regarding portions of its campus property (Block 3001, Lot 1) for potential housing development. Those campus areas were evaluated through the Borough's Third Round planning process and were the subject of extensive court proceedings. Ultimately, the Borough's review of Drew's submitted sites and their potential role in Third Round compliance was resolved through the January 2026 Settlement Agreement described in the preceding section. Accordingly, the Borough demonstrates that it considered and evaluated the sites submitted by Drew University in satisfaction of the statutory requirement.

Table 19: Summary of Fourth Round Compliance Mechanisms, RDP & Likely to Redevelop

PROJECT/ZONE	TYPE	AFFORDABLE UNITS	BONUS CREDITS	TOTAL CREDITS
1 Giralda Farms	RDP	7		7
1 Giralda Farms	RDP	40	26	66
3 Giralda Farms	RDP	28		28
28 Walnut Street/Community Place	RDP	3		3
Madison Mall Apartments	RDP	2		2
22-24 Belmont Avenue	RDP	4		4
30 Central Avenue – Expansion	RDP	2		2
Community Hope	RDP	3		3
1 Giralda Farms	Likely to Redevelop	12		12
9-17 Bruns Street (Block 2401, Lots 6-10)	Likely to Redevelop	6		6
2 & 8 Shunpike (Block 4501, Lots 8 & 9)	Likely to Redevelop	6		6
31-33 Kings Road (Block 2801, Lots 1 & 2)	Likely to Redevelop	3		3
TOTAL		116	26	142

Mandatory Obligation Subsets

Below is a table reviewing additional obligation requirement thresholds.

MANDATORY OBLIGATIONS	CITATION	# REQUIRED OF ACTUAL UNITS*
Very Low-Income Units (13% Minimum) <i>Shall count towards the minimum 50 percent of the housing units required to be made available for occupancy by low-income households to address a municipality's prospective need obligation.</i>	52:27D-329.1	14
Family VLI Units (50% Minimum of VLI Units)	52:27D-329.1	7
Low-Income Units (50% Minimum) <i>Conversely, the maximum of Moderate-Income Units shall not exceed 50%.</i>	52:27D-329.1	51
Family Units (50% Minimum)	52:27D-311.l	51
Rental Units (25% Minimum)	52:27D-311.l	26
Family Rental Units (50% Minimum of Rental Units)	52:27D-311.k.5	13
Age-restricted units (30% Maximum)	52:27D-302.q	30
Transitional Housing (10% Maximum of Total Credits)	52:27D-311.e	10
Age-Restricted Housing Bonus Credit (10% Maximum of Age-Restricted Units)	52:27D-311.k.4	3
<p><i>*Except where otherwise noted, actual units do not count bonus credits. In other words, actual units are the RDP Units of 101 Units.</i></p> <p><i>Note: Maximum bonus credits shall not exceed 25% of Prospective Need per 52:27D-311.k.</i></p> <p><i>Note: Proposed values in italics are targets based on required units and will be enforced throughout the Fourth Round as part of site plan review and approval.</i></p>		

IV. Appendices

- A. Regulatory Resolutions (Adopting Obligation Number)
 - B. Vacant Land Adjustment
 - C. Third Round Settlement Agreement/Judgement of Compliance
 - D. Borough of Madison / Drew University Settlement Agreement
- Mandatory Requirements:*
- E. Zoning Amendments and/or Redevelopment Plans
 - F. Affordable Housing Ordinance
 - G. Development Fee Ordinance
 - H. Affirmative Marketing Plan
 - I. Spending Plan
 - J. Resolution appointing the Municipal Affordable Housing Liaison and Resolution appointing an Administrative Agent
 - K. Resolution on Extension of Affordability Controls Funding
 - L. Borough of Madison / Fair Share Housing Center Settlement Agreement, February 11, 2026