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Land Use Planning · Landscape Architecture

2025 Housing Element and Fair Share Plan

Prepared For

Town of Dover

Morris County, NJ

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Housing Element

A. Introduction

The Town of Dover consists of a land area of 2.73 square miles, or approximately 1,747 acres, within Morris County, New Jersey. The town is bordered by Rockaway Town to the north, Borough of Wharton to the northwest, Mine Hill Town to the west, Randolph Town to the south, and the Borough of Victory Gardens to the east.[1]

The New Jersey Municipal Land Use Law, N.J.S.A, 40:55D-1 to 136 ("MLUL") and the New Jersey Fair Housing Act, N.J.S.A 52:27D-301 to -329 ("FHA") require every municipal planning board to adopt a Housing Plan Element to its Master Plan and further require the governing body of each municipality to adopt a Fair Share Plan. More specifically, the FHA and MLUL require municipalities to adopt a Housing Element that addresses the municipal present and prospective housing needs, "with particular attention to low- and moderate-income housing." In accordance with the Fair Housing Act at N.J.S.A, 52:27D-301, a Housing Element shall contain at least the following:

1. 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 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;

2. 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;

3. An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level and age;

[1] New Jersey Department of Transportation (NJDOT). (2022). *New Jersey Municipal Boundaries* [Review of *New Jersey Municipal Boundaries*]. NJDOT. https://www.nj.gov/transportation/refdata/gis/maps/pol_subdiv_NO_Roads.pdf

4. An analysis of the existing and probable future employment characteristics of the municipality;

5. 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; and

6. 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 reserved for developers who have expressed a commitment to provide low- and moderate-income housing.

The preparation and submission of a Housing Element of a Municipality's Master Plan, and a Fair Share Plan, is the first major step in the process for petitioning the New Jersey Courts for substantive certification.

Affordable Housing regulations define "Fair Share Plan" as follows:

> *"Fair Share Plan" means the plan that describes the mechanisms and the funding sources, if applicable, by which a municipality proposes to address its affordable housing obligation as established in the housing element, includes the draft ordinances necessary to implement that plan, and addresses the requirements of N.J.A.C. 5:93-3."*

This Housing Element and Fair Share Plan ("Plan") satisfies all the applicable requirements set forth within the MLUL and FHA. Additionally, this Plan has been prepared in accordance with the requirements set forth within the Affordable Housing Reform Statute, P.L. 2024, c.2, which became effective on March 20, 2024.

History of Town of Dover's Affordable Housing Obligation and Fair Share Plan

The Town of Dover has a substantial history of providing its fair share of affordable housing for DCA Region 2. The Town of Dover began its Mount Laurel and Fair Share Housing Act compliance on July 24, 1996, when the Town adopted a Second Round Housing Element, which was followed by a petition to the then-Council on Affordable Housing (COAH) for substantive certification for the 1987-1999 period and receiving substantive certification on December 4, 1996 (Resolution No. 64-99). The Town was given a 6-unit Present Need or Rehabilitation obligation by COAH for the 1987-1999 period. The Town's Third Round obligation for the 1999-2025 period required an agreement with a Supreme Court-designated interest party, the Fair Share Housing Center (FSHC), following their report published on May 17, 2016. The FSHC report calculated a Present Need or Rehabilitation obligation of 312 units, Prior Round (1987-1999) obligation of 6 units, Third Round Gap Period (1999-2015) obligation of 105 units, and a Third Round obligation of 150 units. Following the submission of a settlement agreement

with the FSHC to the Court on June 16, 2016, a Third Round obligation of 178 units was established for the 1999-2025 period.[2]

On March 20, 2024, Governor Phil Murph signed the A-4/S-50 Bill, which required the Department of Community Affairs (DCA) to calculate and publish each municipality's Third Round present need (i.e. the number of housing units lacking complete kitchen facilities, the number of units lacking complete plumbing facilities, and the number of overcrowded units) and Fourth Round obligation (i.e. prospective need from 2025 to 2035).[3] On October 18, 2024, the DCA published non-binding calculations for each municipality. The Town of Dover, according to the DCA's analysis, was calculated to have a Third Round present need of 349 units and the Fourth Round obligation of 113 units.[4]

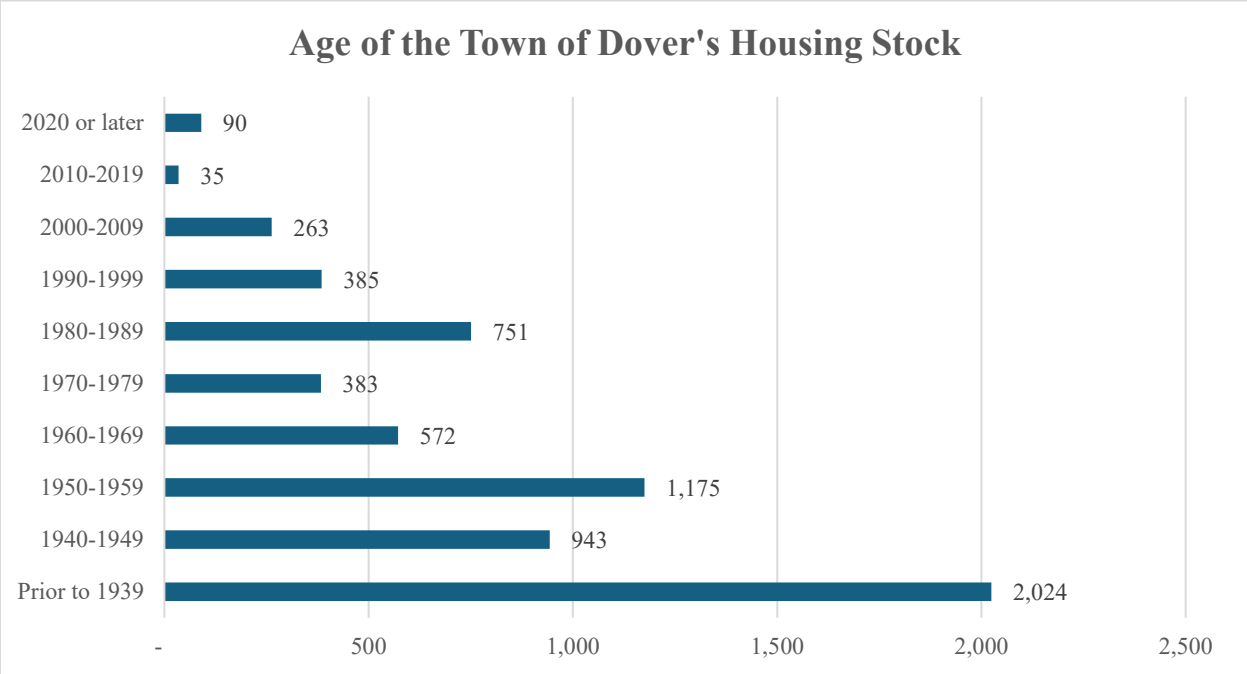
B. Analysis of Housing Stock

Age of Housing Stock

The age of a community's housing stock is considered a means of determining its overall condition and identifying the number of housing units in need of rehabilitation, especially those units constructed 50 or more years ago. The chart below provides data on the age of the housing stock in Dover, beginning with the number of homes constructed prior to 1939, which is an aggregate figure and only provides an initial data point from which to build upon. Overall, the Town of Dover's housing stock has seen a general decline despite two decades of strong construction rates in the 1950s (1,175 units) and the 1980s (751 units) when the number of homes constructed exceeded rates during the prior decades of 1940s (943 units) and 1970s (383 units). In the decades after the construction spikes in the 1950s and 1980s, there were sharp declines in the number of homes constructed during the 1960s and 1990s when the number of homes produced was approximately half of those produced in the prior decade. Since 1989, Dover has constructed 773 new homes over three and a half decades (i.e. 22 more homes produced during the 1980s). Looking closer at the construction rates in recent years, Dover saw a sharp decline in the number of homes built between 2010 and 2020 when the number of homes constructed fell by approximately 87% (totaling 35 units). This decline in home construction coincides with the nation's recovery following the 2008 financial crisis. Since 2020, home

[2] Kienz, Glenn C. "In the Matter of the Town of Dover Complaint for Declaratory Judgment Demonstrating Municipal Compliance with Constitutional Mount Laurel Obligation Docket No. MRS-L-001696-15." Received by Kevin D. Walsh, Esq., *Town of Dover*, 16 Aug. 2016, https://www.dover.nj.us/documents/2016%20Settlement%20Agreement.PDF. Accessed 15 May 2025.
[3] Department of Community Affairs. (2024b, October 18). New Jersey Department of Community Affairs Releases Affordable Housing Calculations. *State of New Jersey*. Retrieved from https://www.nj.gov/dca/news/news/2024/approved/20241018.shtml.
[4] "Affordable Housing Obligations for 2025-2035 (Fourth Round) Methodology and Background ." *State of New Jersey*, Department of Community Affairs, 18 Oct. 2024, www.nj.gov/dca/dlps/4th_Round_Numbers.shtml.

construction in the town has recovered slightly to an estimated 90 units of housing, which represents an increase of 55 homes or a 157% increase from the prior decade.



Condition of Housing Stock

In addition to the age, other factors are taken into consideration to determine the quality and condition of a municipality's housing stock and whether units are substandard. The U.S. Census' 2023 American Community Survey ("ACS") 5-Year Estimate data is used to estimate the number of substandard housing units using the following factors:

1. Persons per room is an index of overcrowding. If 1.01 or more persons occupy one room than the unit is considered substandard.

2. The adequacy of plumbing facilities is used to determine if a unit is substandard. Inadequate plumbing facilities are indicated by either a lack of exclusive use of plumbing facilities or incomplete plumbing facilities.

3. The adequacy of kitchen facilities is also used to determine the quality of a unit and determine if it is substandard. Inadequate kitchen facilities are marked by shared use of a kitchen or the lack of a sink with piped water, a stove, or a refrigerator.

The 2023 ACS indicators presented above were utilized to estimate the presence of substandard housing within the Town of Dover. Table 2 presents the findings of this analysis.

Table 1: Housing Characteristics		
Criteria	**Total**	**Percentage**
Number of Persons per Room		
1.01 or more	361	5.5%
Plumbing Facilities		
Complete Plumbing Facilities in All Units	6,621[5]	100.0%
Occupied Units with Complete Plumbing Facilities	6,455[6]	97.5%
Units Lacking Complete Plumbing Facilities	-	0.0%
Kitchen Equipment		
Complete Kitchen Facilities in All Units	6,584[7]	99.4%
Occupied Units with Kitchen Facilities	6,418[8]	97.5%
Units Lacking Complete Kitchen Facilities	37	0.6%
Telephone Services[9]		
Occupied Units with Telephone Service	6,455	97.3%
Units Lacking Telephone Service	10	0.2%
Internet Services[10]		
Households with an Internet Subscription	6,032	91.1%
Total	6,621	100.0%

[5] U.S. Census Bureau, U.S. Department of Commerce. "Plumbing Facilities for All Housing Units." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25047, 2023, https://data.census.gov/table/ACSDT5Y2023.B25047?q=Dover+town,+New+Jersey&t=Water,+Sewage,+and+Plumbing+Facilities&y=2023.

[6] U.S. Census Bureau, U.S. Department of Commerce. "Plumbing Facilities for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25048, 2023, https://data.census.gov/table/ACSDT5Y2023.B25048?q=Dover+town,+New+Jersey&t=Water,+Sewage,+and+Plumbing+Facilities&y=2023.

[7] U.S. Census Bureau, U.S. Department of Commerce. "Kitchen Facilities for All Housing Units." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25051, 2023, https://data.census.gov/table/ACSDT5Y2023.B25051?q=Dover+town,+New+Jersey&t=Physical+Characteristics&y=2023.

[8] U.S. Census Bureau, U.S. Department of Commerce. "Tenure by Kitchen Facilities." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25053, 2023, https://data.census.gov/table/ACSDT5Y2023.B25053?q=Dover+town,+New+Jersey&t=Physical+Characteristics&y=2023.

[9] U.S. Census Bureau, U.S. Department of Commerce. "Tenure by Telephone Service Available by Age of Householder." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25043, 2023, https://data.census.gov/table/ACSDT5Y2023.B25043?q=Dover+town,+New+Jersey&t=Telephone,+Computer,+and+Internet+Access&y=2023.

[10] U.S. Census Bureau, U.S. Department of Commerce. "Types of Computers and Internet Subscriptions." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2801, 2023, https://data.census.gov/table/ACSST5Y2023.S2801?q=Dover+town,+New+Jersey&t=Telephone,+Computer,+and+Internet+Access&y=2023.

Table 2: Housing Units by Heating Fuel Type in the Town of Dover, 2023 (est.)		
Type of Fuel	**Number of Units[11]**	**Percentage**
Utility gas	4,619	71.56%
Bottled, tank, or LP gas	349	5.41%
Electricity	827	12.81%
Fuel oil, kerosene, etc.	644	9.98%
Coal or coke	-	0.00%
Wood	-	0.00%
Solar energy	16	0.25%
Other fuel	-	0.00%
No fuel used	-	0.00%
Total	**6,455**	**100.00%**

Most of the Census indicators available at the municipal level indicate a sound housing stock. Less than six percent of the units are occupied by more than one (1) person per room, and 100% of the entire housing stock has complete plumbing facilities. Approximately 99.4% of the housing units contain complete kitchen facilities while 97.3% contain telephone services and 91.1% contain internet service. As shown in Table 3, most (86.95%) of the units are heated with standard heating fuels such utility gas, fuel oil, kerosene, bottled, tank, or liquified petroleum (LP) gas. Much of the remaining housing units (12.81%) are heated by electricity.

Purchase or Rental Value of Housing Stock

According to 2023 ACS estimates, the majority (i.e. 63.4%) of the owner-occupied housing stock were valued between $300,000 and $499,999, which was more than twice the estimated proportion of homes in that value range across Morris County of 30.6%. The number of owner-occupied housing units with values at or above $500,000 in the Town of Dover represents a much smaller proportion of the town's owner-occupied housing stock. The number of owner-occupied homes with values between $500,000 and $749,999 represents 5.9% of the owner-occupied housing stock, which is approximately six times smaller than the proportion of homes with values in that range across the rest of Morris County (i.e. 36.1%). The number of owner-occupied homes with values at or above $750,000 in the Town of Dover represents a very small proportion of the overall stock of owner-occupied housing units relative to the rest of Morris County, which is half of the proportion of units in the next lower home value range or 2.8%. As shown in Table 3 below, the median value of an owner-occupied home in the Town of Dover was

[11] U.S. Census Bureau, U.S. Department of Commerce. "House Heating Fuel." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25040, 2023, https://data.census.gov/table/ACSDT5Y2023.B25040?q=Dover+town,+New+Jersey&t=Heating+and+Air+Conditioning+(HVAC):Physical+Characteristics.

$354,900, which was $218,200 less than the estimated median value across the rest of Morris County (i.e. $573,100).

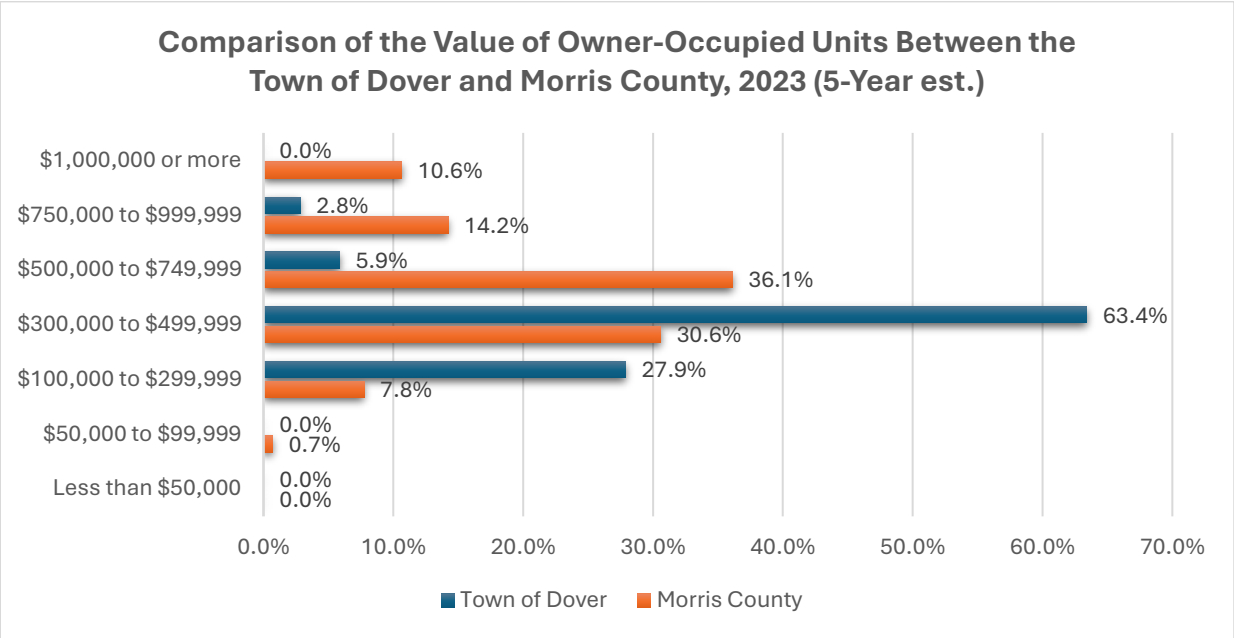


Table 3: Value of Owner-Occupied Units in the Town of Dover and Morris County, 2023 (est.)				
	Town of Dover[12]		Morris County[13]	
Value	**No. of Units**	**Percentage**	**No. of Units**	**Percentage**
Less than $50,000	-	0.0%	-	0.0%
$50,000 to $99,999	-	0.0%	642	0.7%
$100,000 to $299,999	519	27.9%	7,139	7.8%
$300,000 to $499,999	1,180	63.4%	28,164	30.6%
$500,000 to $749,999	109	5.9%	33,254	36.1%
$750,000 to $999,999	53	2.8%	13,096	14.2%
$1,000,000 or more	-	0.0%	9,799	10.6%
Total	**1,861**	**100%**	**92,094**	**100%**
Median Value	**$354,900**		**$573,100**	
Source: 2023 ACS 5-Year Estimate				

For rental units, the estimated median gross rent in the Town of Dover in 2023 was $1,533 per month, which was $266 less than the estimated median gross rent across Morris County for the

[12] U.S. Census Bureau, U.S. Department of Commerce. "Financial Characteristics for Housing Units With a Mortgage." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2506, 2023, https://data.census.gov/table/ACSST5Y2023.S2506?q=Dover+town,+New+Jersey&t=Housing+Value+and+Purchase+Price&y=2023.

[13] U.S. Census Bureau, U.S. Department of Commerce. "Financial Characteristics for Housing Units With a Mortgage." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2506, 2023, https://data.census.gov/table/ACSST5Y2023.S2506?q=Morris+County,+New+Jersey&t=Housing+Value+and+Purchase+Price.

same period ($1,759). Most of the rental units (34.1%) in the Town of Dover, according to 2023 estimates, had rents between $1,000 and $1,499, which was 11.4% more than the number rental units across Morris County (22.7%) with rents in the same range and during the same period. While the number of rental units in the Town of Dover with estimated rents between $1,500 and $1,999 as well as between $2,000 and $2,499 represents roughly the same proportion as seen across Morris County, the more striking data points are seen for the proportion of rental units with rents between $2,500 and $2,999 or more in the Town of Dover relative to the proportion of such rental units across Morris County. As depicted in the chart below, the proportion of rental units with rents between $2,500 and $2,999 is four times smaller (2.2%) than across Morris County (8.8%) and the proportion of rental units with rents of $3,000 or more in the Town of Dover is approximately eleven and a half times smaller (0.8%) than the proportion of such units across Morris County (9.3%).

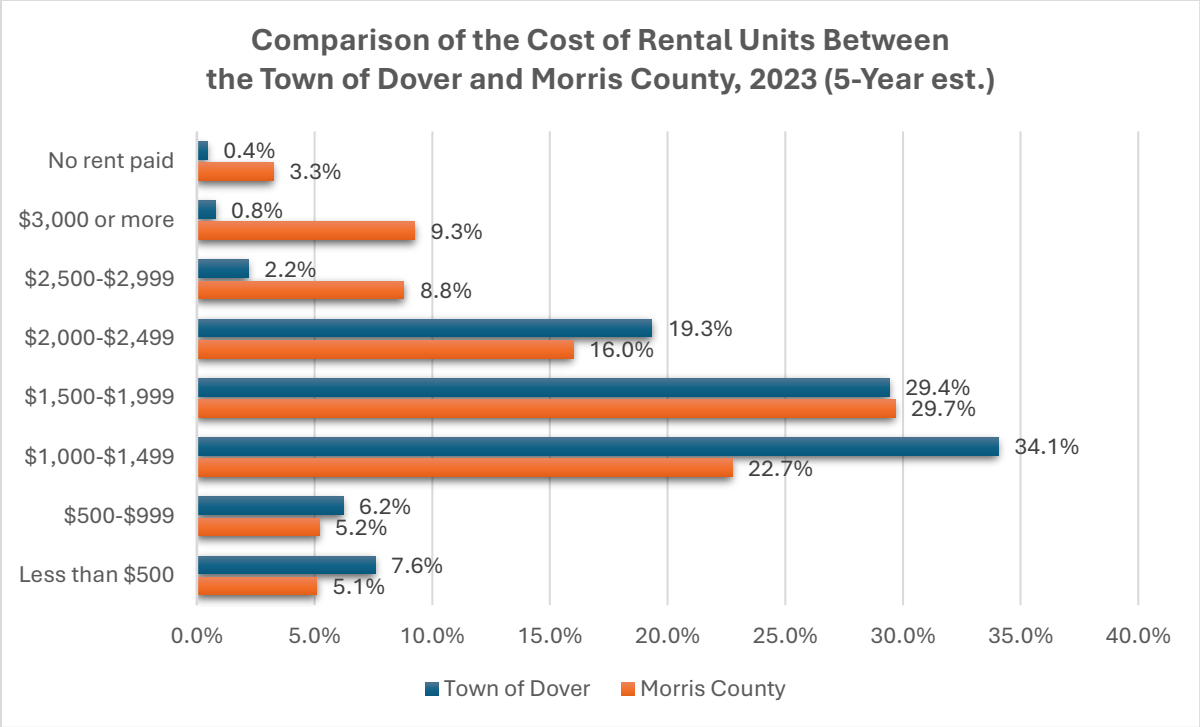


Table 4: Comparison of the Cost of Rental Units Between the Town of Dover and Morris County				
Contract Rent Range	**Town of Dover[14]**		**Morris County[15]**	
	Number of Units	**Percentage**	**Number of Units**	**Percentage**
Less than $500	273	7.6%	2,553	5.1%
$500-$999	224	6.2%	2,602	5.2%
$1,000-$1,499	1,228	34.1%	11,385	22.7%
$1,500-$1,999	1,061	29.4%	14,853	29.7%
$2,000-$2,499	697	19.3%	8,004	16.0%
$2,500-$2,999	79	2.2%	4,406	8.8%
$3,000 or more	28	0.8%	4,637	9.3%
No rent paid	16	0.4%	1,629	3.3%
Total	**3,606**	**100%**	**50,069**	**100%**
Median (dollars)	**$1,533[16]**		**$1,759[17]**	

Occupancy Characteristics and Type of Housing Units

According to 2023 ACS estimates, there were 6,621 housing units in the Town of Dover, as shown below in Table 5, Housing Units. A total of 79.6 percent were 1-unit detached homes. Of the 18,458 housing units in the Town, only 1,853 (10.0 percent) were 1-unit attached and 636 (3.4 percent) were mobile homes. The housing stock consists primarily of single-family detached housing.

[14] U.S. Census Bureau, U.S. Department of Commerce. "Contract Rent." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25056, 2023, https://data.census.gov/table/ACSDT5Y2023.B25056?q=Dover+town,+New+Jersey&t=Renter+Costs&y=2023.

[15] U.S. Census Bureau, U.S. Department of Commerce. "Contract Rent." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25056, 2023, https://data.census.gov/table/ACSDT5Y2023.B25056?q=Morris+County,+New+Jersey&t=Renter+Costs&d=ACS+5-Year+Estimates+Detailed+Tables.

[16] U.S. Census Bureau, U.S. Department of Commerce. "Median Contract Rent (Dollars)." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25058, 2023, https://data.census.gov/table/ACSDT5Y2023.B25058?q=Dover+town,+New+Jersey&t=Renter+Costs&y=2023.

[17] U.S. Census Bureau, U.S. Department of Commerce. "Median Contract Rent (Dollars)." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B25058, 2023, https://data.census.gov/table/ACSDT5Y2023.B25058?q=Morris+County,+New+Jersey&t=Renter+Costs&d=ACS+5-Year+Estimates+Detailed+Tables.

Table 5: Housing Units[18]		
Units in Structure	**Number**	**Percent of Total Units**
1-Unit Detached	3,005	45.4%
1-Unit Attached	719	10.9%
2 Units	1,235	18.7%
3 or 4 Units	532	8.0%
5 to 9 Units	415	6.3%
10 to 19 Units	90	1.4%
20 Units or more	625	9.4%
Mobile Home	-	0.0%
Boat, RV, van, etc.	-	0.0%
Total	**6,621**	**100.0%**

Units Affordable to Low- and Moderate-Income Households

Low-income households are defined as those earning more than 30 percent of the regional median income, but less than or equal to 50 percent of regional median income. Moderate income households earn more than 50 percent of regional median income, but less than 80 percent of regional median income. Following the adoption of the Fair Housing Act (NJFHA) in 1985 and the Unform Housing Affordability Controls (UHAC), the State of New Jersey (the "State") developed a sliding scale for income limits, which defines low-and moderate-income limits based on household size. The State, currently through the New Jersey Housing and Mortgage Finance Agency (NJHMFA) following the formal abolishment of COAH on March 20, 2024, has been determining separate incomes for households from one (1) up to eight (8) persons per household. Similarly, housing units are to be priced to be affordable to households who could reasonably be expected to live within the housing units. For example, the current qualifying income for a household of one (1) that is seeking to qualify for an affordable efficiency or studio unit must be at or below $75,840, as shown below within Table 6.

Table 6: 2025 Income Limits for UHAC Region 2[19]					
	1 Person	**2 Person**	**3 Person**	**4 Person**	**5 Person**
Median	$94,800	$108,300	$121,800	$135,300	$146,200
Moderate	$75,840	$86,640	$97,440	$108,240	$116,960
Low	$47,400	$54,150	$60,900	$67,650	$73,100
Very-Low	$28,440	$32,490	$35,540	$40,590	$43,860

[18] U.S. Census Bureau, U.S. Department of Commerce. "Selected Housing Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP04, 2023, https://data.census.gov/table/ACSDP5Y2023.DP04?q=Dover+town,+New+Jersey&t=Renter+Costs:Units+and+Stories+in+Structure&y=2023.

[19] New Jersey Housing Mortgage and Finance Agency, UHAC 2025 Affordable Housing Regional Income Limits by Household Size (2025). State of New Jersey. Retrieved from https://www.nj.gov/dca/hmfa/about/regulations/docs/UHAC_Income%20Limits.pdf.

To be affordable, a household should not be paying more than 28 percent of its gross income on principal, interest, taxes and insurance, subsequent to a minimum down payment of 5 percent. A rental unit is affordable if the household is paying no more than 30 percent of its income on rent and utilities. The following tables display the percentage of household income that is used for housing cost payments.

Table 7: Monthly Owner Cost as a Percentage of Household Income, 2023 (5-Year est.)[20]			
Income Ranges	**Percentage of Income**	**Number of Households**	**Percentage of Total Number of Households**
Less than $20,000	Less than 20%	-	0.0%
	20% to 29%	-	0.0%
	30% or more	100	5.4%
	Total	**100**	**5.4%**
$20,000 to $34,999	Less than 20%	-	0.0%
	20% to 29%	-	0.0%
	30% or more	59	3.2%
	Total	**59**	**3.2%**
$35,000 to $49,999	Less than 20%	-	0.0%
	20% to 29%	-	0.0%
	30% or more	63	3.4%
	Total	**63**	**3.4%**
$50,000 to $74,999	Less than 20%	12	0.6%
	20% to 29%	-	0.0%
	30% or more	189	10.2%
	Total	**201**	**10.8%**
$75,000 or more	Less than 20%	478	25.7%
	20% to 29%	558	30.0%
	30% or more	402	21.6%
	Total	**1,438**	**77.3%**
Total Number of Households		**1,861**	**100%**

[20] U.S. Census Bureau, U.S. Department of Commerce. "Financial Characteristics for Housing Units With a Mortgage." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2506, 2023, https://data.census.gov/table/ACSST5Y2023.S2506?q=Dover+town,+New+Jersey&t=Housing+Value+and+Purchase+Price&y=2023.

Table 8: Gross Rent as a Percentage of Household Income, 2023 (5-Year est.)[21]			
Income Ranges	**Percentage of Income**	**Number of Households**	**Percentage of Total Number of Households**
Less than $20,000	Less than 20%	0	0.0%
	20% to 29%	0	0.0%
	30% or more	31	3.1%
	Total	31	3.1%
$20,000 to $34,999	Less than 20%	15	1.5%
	20% to 29%	25	2.5%
	30% or more	11	1.1%
	Total	51	5.2%
$35,000 to $49,999	Less than 20%	96	9.7%
	20% to 29%	27	2.7%
	30% or more	67	6.8%
	Total	190	19.2%
$50,000 to $74,999	Less than 20%	155	15.7%
	20% to 29%	42	4.3%
	30% or more	12	1.2%
	Total	209	21.2%
$75,000 or more	Less than 20%	493	49.9%
	20% to 29%	14	1.4%
	30% or more	0	0.0%
	Total	507	51.3%
Total Number of Households		**988**	**100%**

[21] U.S. Census Bureau, U.S. Department of Commerce. "Financial Characteristics for Housing Units Without a Mortgage." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2507, 2023, https://data.census.gov/table/ACSST5Y2023.S2507?q=Dover+town,+New+Jersey&t=Mortgage+Costs&y=2023.

C. Projected Housing Stock

According to the New Jersey Department of Community Affairs, the Town of Dover has issued building permits for a total of 313 single family housing units, multifamily housing units, and mixed-use housing units between 2013 and 2023.[22]

Using New Jersey Department of Community Affairs (NJDCA) demolition data for the same period, the Town of Dover approved 25 demolition permits. This brings the net number of housing units added between the year 2013 and 2023 to 292. The building and demolition permit information is depicted within Table 9 below.[23]

Table 9: Dwelling Units Authorized

Year	Residential Building Permits Issued for New Construction				Residential Demolitions				Total Added
	1 & 2 Family	Multifamily	Mixed-Use	Total No. of Units	1 & 2 Family	Multifamily	Mixed-Use	Total No. of Units	
2013	4	0	0	4	1	0	0	1	3
2014	0	0	0	0	0	0	0	0	0
2015	7	0	1	8	0	0	0	0	8
2016	5	0	0	5	6	0	0	6	-1
2017	2	0	0	2	5	0	0	5	-3
2018	2	214	0	216	0	0	0	0	216
2019	4	0	0	4	0	4	0	4	4
2020	2	68	0	70	1	0	0	1	69
2021	2	0	0	2	7	0	0	7	-5
2022	0	0	0	0	0	0	0	0	0
2023	2	0	0	2	1	0	0	1	1
Total	**30**	**282**	**1**	**313**	**21**	**4**	**0**	**25**	**292**

[22] NJ Department of Community Affairs. (n.d.). Housing Units Authorized by Building Permits for New Construction. Building Permits: Yearly Summary Data. https://www.nj.gov/dca/codes/reporter/building_permits.shtml#2

[23] New Jersey Department of Community Affairs. (n.d.). Demolition Permits Yearly Summary Data. https://www.nj.gov/dca/codes/reporter/demo_permits.shtml

D. Municipal Demographic Characteristics

As depicted in the chart below, the population of the Town of Dover has experienced steady population growth throughout the 20th Century, which included an almost doubling in population from 5,938 in 1900 to 11,174 in1950. From 1950 to 2000, the Town of Dover saw a population increase of 7,014 residents to 18,188, which represents an increase of approximately 63%. Since 2000, population growth has slowed substantially to a current estimated count of 18,420, which represents an increase of only 232 residents, which represents an increase of approximately 13%. The North Jersey Transportation Planning Authority (NJTPA) conducted population projections for its jurisdiction which included the Town of Dover. The projections were calculated and estimated in January 2012. The projections show that the Town will keep growing through 2035. NJTPA's projections show a population increase of approximately 37% over the next ten years or until the end of the state's Fourth Round period.

Population density is a measure of the number of people residing within a given land area. As the table shows, Howell is of relatively low density given the amount of land area the Towns occupies. The table below displays Howell Town's population characteristics and projections.

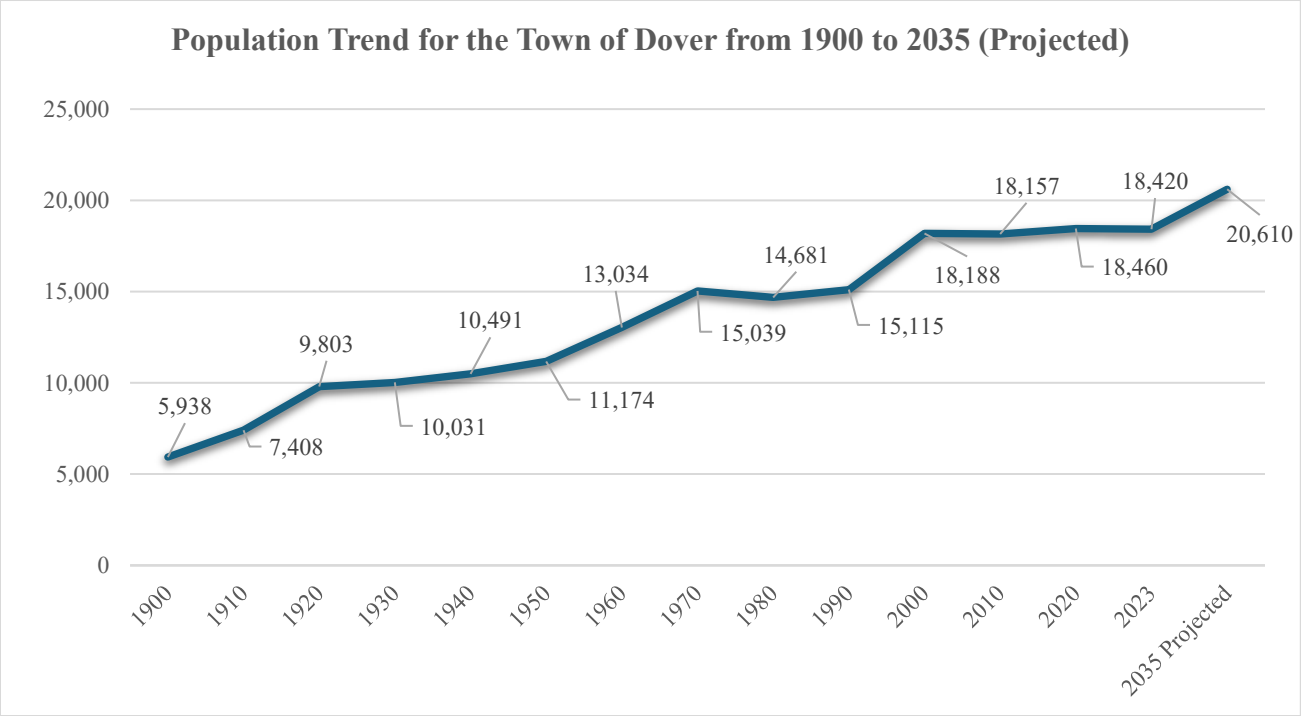
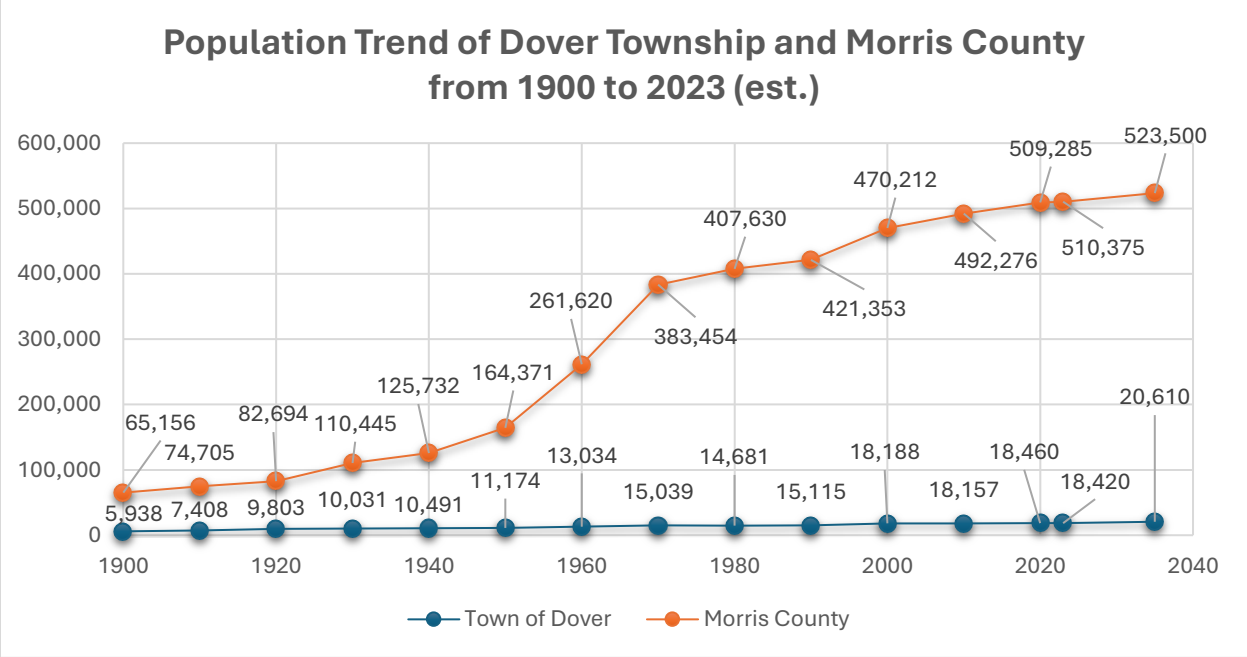


Table 10: Town of Dover Population Trend from 1900 to 2035			
Year	**Population**	**Population Change**	**Percentage Change**
1900	5,938	-	-
1910	7,408	+1,470	24.76%
1920	9,803	+2,395	40.33%
1930	10,031	+228	3.84%
1940	10,491	+460	7.75%
1950	11,174	+683	11.50%
1960	13,034	+1,860	31.32%
1970	15,039	+2,005	33.77%
1980	14,681	-358	-6.03%
1990	15,115	+434	7.31%
2000	18,188	+3,073	51.75%
2010	18,157	-31	-0.52%
2020	18,460	+303	5.10%
2023	18,420	-40	-0.67%
2035	20,610	+2,190	36.88%



As illustrated within Table 11, the age cohort breakdown of the Town of Dover is quite similar to that of the rest of Morris County. In addition, the residents of the Town of Dover and the residents of Morris County are close in the estimated median age. A breakdown of population by age for the town and the county is provided below:

Table 11: Population Comparison by Age				
Age Cohort	**Town of Dover [24]**		**Morris County [25]**	
Under 5 Years	735	3.99%	25,471	4.99%
5 to 14	2,171	11.79%	59,800	11.72%
15 to 24	2,437	13.23%	62,757	12.30%
25 to 34	2,344	12.73%	57,194	11.21%
35 to 44	2,523	13.70%	65,510	12.84%
45 to 54	2,626	14.26%	72,196	14.15%
55 to 64	2,893	15.71%	76,688	15.03%
Over 65	2,691	14.61%	90,759	17.78%
Total	**18,420**	**100%**	**510,375**	**100%**
Median Age	**41**		**42.7**	

As race is an important indicator of the equity and economic opportunity for all residents of a community, an analysis was performed on the change in the racial composition of the Town of Dover. As indicated below in Table 12, there were some significant changes in the population of residents who identified as white and residents who identified with another race. From 2010 to 2023, there was a sharp decline of approximately 57.8% (or 6,989 residents) in the number of white residents from 12,083 to 5,094. However, the opposite was observed during the aforementioned period for residents who identified with another race and those who identified with two or more races. For those who identified with some other race, there was an increase of approximately 113.3% (or 4,091 residents) from 2010 and 2023. For those who identified with two or more races, there was an increase of approximately 430.4% (or 3,323 residents). There were no significant population changes among other racial groups in the town. Overall, there was a net population increase of 263 residents from 2010 to 2023.

[24] U.S. Census Bureau, U.S. Department of Commerce. "ACS Demographic and Housing Estimates." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP05, 2023, https://data.census.gov/table/ACSDP5Y2023.DP05?q=Dover+town,+New+Jersey&y=2023. Accessed on April 21, 2025.

[25] U.S. Census Bureau, U.S. Department of Commerce. "ACS Demographic and Housing Estimates." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP05, 2023, https://data.census.gov/table/ACSDP5Y2023.DP05?q=Morris+County,+New+Jersey&y=2023&d=ACS+5-Year+Estimates+Data+Profiles. Accessed on April 22, 2025.

Table 12: Race						
Dover, 2010 Census and 2023 Census Estimates						
	2010 Census		2023 Census (est.)		Change, 2010 to 2023 (est.)	
	Number	Percent	Number	Percent	Number	Percent
Total Population	18,157	100%	18,420	100%	+263	1.4%
White	12,083	66.5%	5,094	27.7%	-6,989	-57.8%
Black or African American	1,108	6.1%	1,086	5.9%	-22	-2.0%
American Indian and Alaska Native	114	0.6%	42	0.2%	-72	-63.2%
Asian	461	2.5%	402	2.2%	-59	-12.8%
Native Hawaiian and Other Pacific Islander	9	0.0%	0	0.0%	-09	-100%
Some Other Race	3,610	19.9%	7,701	41.8%	+4,091	113.3%
Two or More Races	772	4.3%	4,095	22.2%	+3,323	430.4%

As shown in Table 13 below, the Town of Dover has become predominantly comprised of residents who identify as Hispanic or Latino. From 2010 to 2023, the population of Hispanic or Latino residents grew from an already significant proportion of approximately 67.5% in 2010 to approximately three-quarters (or 75%) of the town's population in 2023.

Table 13: Hispanic or Latino Population						
Dover, 2010 Census and 2023 Estimates						
Population Groups	2010 Census		2023 Census		Change, 2010 to 2023 (est.)	
	Number	Percentage	Number	Percentage	Number	Percentage
Total Population	18,222	100%	18,420	100%	+198	1.1%
Hispanic or Latino (of any race)	12,300	67.5%	13,807	75.0%	+1,507	12.3%
Mexican	2,239	12.3%	3,380	18.3%	+1,141	51.0%
Puerto Rican	2,193	12.0%	1,834	10.0%	-359	-16.4%
Cuban	28	0.2%	21	0.1%	-07	-25.0%
Other Hispanic or Latino	747	4.1%	8,572	46.5%	+7,825	1047.5%
Not Hispanic or Latino	5,922	32.5%	4,613	25.0%	-1,309	-22.1%

According to 2023 ACS estimates, the median household income in the Town of Dover was $70,519. This was a little less than half of the median income for Morris County, which was $134,579. A distribution of households by income for the Town of Dover and Morris County is presented within Table 12, Households by Income ($) in 2023, below.

Table 14: Number of Households by Income 2023 (est.)		
Income	**Dover**	**Morris County**
Less than $10,000	268	4,493
$10,000 to $14,999	134	2,859
$15,000 to $24,999	436	6,191
$25,000 to $34,999	550	7,005
$35,000 to $49,999	722	9,839
$50,000 to $74,999	1,499	19,569
$75,000 to $99,999	839	19,609
$100,000 to $149,999	1,118	35,673
$150,000 or more	889	87,954
Median Household Income	**$70,519**	**$134,579**

The average household size in the Town of Dover in 2023, according to 2023 estimates, was 2.95 persons per household. The town had a total of 6,455 households. Of which, 57.2% or 3,697 were a part of family households, and 42.7% or 2,758 households were a part of non-family households. The distribution of household types is illustrated within Table 15, Household by Types in 2023, below.

Table 15: Households by Type from 2023 (est.)		
Household Type	**Number**	**Percent**
Total households	**6,455**	**100%**
Married-couple household:	**3,023**	**46.8%**
With children of the householder under 18 years	1,556	24.1%
With no children of the householder under 18 years	1467	22.7%
Cohabiting couple household:	**674**	**10.4%**
With children of the householder under 18 years	348	5.4%
With no children of the householder under 18 years	326	5.1%
Female householder, no spouse or partner present:	**1,751**	**27.1%**
Living alone	1,003	15.5%
With children of the householder under 18 years	194	3.0%
With relatives, no children of the householder under 18 years	505	7.8%
With only nonrelatives present	49	0.8%
Male householder, no spouse or partner present:	**1,007**	**15.6%**
Living alone	465	7.2%
With children of the householder under 18 years	61	0.9%
With relatives, no children of the householder under 18 years	425	6.6%
With only nonrelatives present	56	0.9%
Source: 2023 ACS 5-Year Estimate, Households by Type		

E. Employment Characteristics

A major factor determining the affordability of housing in a community is the composition of the workforce. As shown below in Table 16, 2023 ACS estimates indicated that there was a total of 10,391 residents who were 16 years and older, of which 9,107 (or 87.6%) work in the private sector and 740 were government employees.[26]

Table 16: Classification of Workers		
	Number	**Percentage of Total**
Private for-profit wage and salary workers	9,107	87.6%
Government workers	740	7.1%
Self-employed in own not incorporated business workers	530	5.1%
Unpaid family workers	14	0.1%
Total	**10,391**	**100.0%**

An analysis of the employees (over the age of 16) indicates that workers residing in the Town of Dover were involved in a broad array of economic sectors. As depicted in Table 17 below, the highest concentration of workers at 15.7% (or 1,636 employees) of the total workforce was in professional, scientific, and management, and administrative, and waste management services. The next largest sector of employment in the town was educational services, and health care and social assistance, which constituted 15% (or 1,562 employees) of the workforce. When compared with the rest of Morris County, the first and second largest employment sectors in the town are in the reverse with respect to the rest of the county in which the educational services, and health care and social assistance represents 22.7% (of 61,498 workers) and professional, scientific, and management, and administrative, and waste management services represents 17.2% (or 46,480 workers) of the overall workforce.[27]

[26] U.S. Census Bureau, U.S. Department of Commerce. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03, 2023, https://data.census.gov/table/ACSDP5Y2023.DP03?q=Dover+town,+New+Jersey&t=Class+of+Worker:Employment:Industry&y=2023.

[27] Ibid.

Table 17: Workforce by Sector				
	Dover		Morris County	
Sector	No. of Employees	Percentage of Workforce	No. of Employees	Percentage of Workforce
Agriculture, forestry, fishing and hunting, and mining	23	0.2%	622	0.2%
Construction	1,000	9.6%	14,225	5.3%
Manufacturing	1,515	14.6%	31,219	11.5%
Wholesale trade	205	2.0%	7,288	2.7%
Retail trade	1,119	10.8%	25,976	9.6%
Transportation and warehousing, and utilities	790	7.6%	11,299	4.2%
Information	178	1.7%	7,879	2.9%
Finance and insurance, and real estate, and rental and leasing	426	4.1%	27,313	10.1%
Professional, scientific, and management, and administrative, and waste management services	1,636	15.7%	46,480	17.2%
Educational services, and health care and social assistance	1,562	15.0%	61,498	22.7%
Arts, entertainment, and recreation, and accommodation and food services	1,198	11.5%	17,628	6.5%
Other services, except public administration	568	5.5%	10,296	3.8%
Public administration	171	1.6%	9,214	3.4%
Total	**10,391**	**100%**	**270,937**	**100%**

In addition, in order to understand what implications this employment data has for the Town and to understand what the employment field and area trends are for Town of Dover and Morris County, the New Jersey Department of Labor ("NJDOL") has prepared projections, which analyze the expected increase or decrease in a particular employment sector by the year 2032. This data has been summarized and is illustrated within Table 18.

Table 18: Morris County Projected Employment				
Industry	**2022 Estimated Employment**	**2032 Projected Employment**	**Numeric Change**	**Outlook**
Utilities	524	525	+1	Stable
Construction	12,493	12,677	+184	Stable
Manufacturing	19,734	20,102	+368	Stable
Wholesale Trade	16,402	17,724	+1,322	Growing
Retail Trade	27,834	27,060	-774	Declining
Transportation and Warehousing	8,559	8,960	+401	Stabe
Information	4,384	3,978	-406	Declining
Finance and Insurance	20,848	21,084	+236	Stable
Real Estate and Rental and Leasing	4,707	4,475	-232	Declining
Professional, Scientific, and Technical Services	48,227	52,569	+4,342	Growing
Management of Companies and Enterprises	12,250	12,218	-32	Declining
Administrative and Support and Waste Management and Remediation	28,405	29,089	+684	Stable
Educational Services	24,442	25,302	+860	Stable
Health Care and Social Assistance	41,298	45,497	+4,199	Growing
Arts, Entertainment, and Recreation	4,667	6,157	+1,490	Growing
Accommodation and Food Services	19,794	21,530	+1,736	Growing
Other Services	13,073	14,216	+1,143	Growing
Government	13,901	13,808	-93	Declining
Total (All Industries)	**342,405**	**358,579**	**+16,174**	**Stable**
Source: New Jersey Department of Labor and Workforce Development, Industry Projections 2022-2032 (Industry Sector Information)				

As indicated above in Table 18, it is projected that by 2032 employment will increase in many industries and overall the economy is expected to grow by 16,174 jobs in Morris County. Professional, scientific, and technical services are anticipated to realize the largest growth increase during the 2022-2032 time period.

Fair Share Plan

A. Introduction

The Mt. Laurel decisions established that every municipality is responsible for its "fair share" of a regional affordable housing need. COAH, pursuant to the Fair Housing Act, was responsible for defining regions and developing criteria for establishing each municipality's share of the regional need. The Town of Dover is located within Affordable Housing Region 2, consisting of Essex, Morris, Union, and Warren Counties.

As previously mentioned, on December 20, 2004, COAH's third round substantive and procedural rules became effective. On January 25, 2007, the Appellate Division of the Superior Court of New Jersey delivered an opinion which sustained, and invalidated certain sections of N.J.A.C. 5:94. In particular, this opinion affected all municipalities' ability to precisely determine their Cycle III affordable housing fair share, and also called into question certain compliance techniques used since December 20, 2004 to address "growth share" obligations. COAH subsequently adopted revised third round regulations resulting from the Appellate Division decision, which became effective on September 22, 2008. The third round rules employ a significantly different methodology than the first and second round rules. COAH adopted a "growth share" methodology, in which the need for affordable housing is based upon projected growth by a municipality, instead of the municipality being assigned a specific number of new construction affordable units to be provided independent of actual growth.

In 2013 the Supreme Court affirmed the Appellate Division's decision and directed COAH to adopt new rules, based on the Prior Round methodology; however, the COAH board reached an impasse at its October 2014 meeting and failed to adopt any Third Round rules. To establish an orderly compliance review and approval process by trial courts, the Supreme Court provided a 90 day period before its decision would take effect, on June 8, 2015. The Court also established a 30 day deadline, July 8, 2015, for municipalities that had been in the COAH process to file a declaratory judgment and seek judicial review of their fair share housing plans by trial courts. On and after July 9, 2015 interested parties were able to file noncompliance action against a municipality.

Following the July 8, 2015 deadline to file a declaratory judgment, accepted municipalities were given five (5) months to complete a Third Round Housing Element and Fair Share Plan. The Supreme Court stated that Third Round housing obligations are to be determined based on the First and Second Round rules.

The Town of Dover's Fair Share Plan is broken up into a Present Need or Rehabilitation Obligation and Prospective Need Obligation. The Town's fair share obligations were calculated by the Department of Community Affairs that was published on October 18, 2024. The table in Section F outlines the Town's affordable housing obligation.

B. Content of Fair Share Plan

The Fair Share Plan contains the following information:

- Description of existing credits intended to satisfy the obligation;
- Description of mechanisms that will be used to meet any outstanding obligation; and
- An implementation schedule that sets forth a detailed timeline for units to be provided.

In adopting its housing element, a municipality may provide for its fair share of low- and moderate-income housing by means of any technique or combination of techniques that provide a realistic opportunity for the provision of the fair share. As per N.J.A.C. 5:93, these potential techniques include but are not limited to:

- Rehabilitation of existing substandard housing units;
- ECHO units (as a Rehabilitation credit):
- Municipally-sponsored and 100% affordable developments;
- Zoning for inclusionary development;
- Alternative living arrangements;
- Accessory apartment program;
- Purchase of existing homes;
- Write-down/buy-down programs; and
- Assisted living residences

C. Regional Income Limits

Dwelling units are affordable to low- and moderate-income households if the maximum sales price or rental cost is within their ability to pay such costs, based on a specific formula. The State provides income limits based upon the median gross household income of the affordable housing region in which the household is located. A moderate-income household is one with a gross household income equal to or more than 50%, but less than 80%, of the median gross regional household income. A low-income household is one with a gross household income equal to 50% or less than the median gross regional household income. Very low-income households are those with a gross household income equal to 30% or less of the median gross household income.

As noted in Table 6 of the Housing Element and again in Table 1 below, New Jersey's Department of Community Affairs' (DCA) 2025 regional income limits establishes that a four-person moderate-income household has a cap of $108,240 in Region 2. Single-person households could make up to $75,840 and be considered a moderate-income household or earn up to $47,400 and be considered a low-income household.

Table 1: 2025 Income Limits for UHAC Region 2[28]					
	1 Person	**2 Person**	**3 Person**	**4 Person**	**5 Person**
Median	$94,800	$108,300	$121,800	$135,300	$146,200
Moderate	$75,840	$86,640	$97,440	$108,240	$116,960
Low	$47,400	$54,150	$60,900	$67,650	$73,100
Very-Low	$28,440	$32,490	$35,540	$40,590	$43,860

D. First and Second Round Obligation

As noted above, The Town of Dover began its Mount Laurel and Fair Share Housing Act compliance on July 24, 1996, when the Town adopted a Second Round Housing Element, which was followed by a petition to the then-Council on Affordable Housing (COAH) for substantive certification for the 1987-1999 period and receiving substantive certification on December 4, 1996 (Resolution No. 64-99). The Town was given a 6-unit Present Need or Rehabilitation obligation by COAH for the 1987-1999 period. The Town addressed this entire obligation at that time.

E. Third Round Obligation

As noted above, The Town's Third Round obligation for the 1999-2025 period required an agreement with a Supreme Court-designated interest party, the Fair Share Housing Center (FSHC), following their report published on May 17, 2016. The FSHC report calculated a Present Need or Rehabilitation obligation of 312 units, Prior Round (1987-1999) obligation of 6 units, Third Round Gap Period (1999-2015) obligation of 105 units, and a Third-Round obligation of 150 units. Following the submission of a settlement agreement with the FSHC to the Court on June 16, 2016, a Third-Round obligation of 178 units was established. The Town addressed its Third-Round obligation with a Housing Element and Fair Share Plan adopted on August 24, 2016. The 2016 Housing Element and Fair Share Element included three 100% affordable housing projects, all of which have been constructed, along with carryover surplus family housing credits and carryover senior housing credits from the Prior Round. The table below indicates the status of these projects above.

Site	**Credit Type**	**Credits**	**Status**
Habit for Humanity, Harding Avenue	100% affordable	4	Completed
Habitat for Humanity, Monmouth St.	100% affordable	1	Completed
Pennrose Properties Veterans Housing	100% affordable	114	Completed
Carry-over Credits from Prior Round		59	Completed
Totals		**178**	

[28] New Jersey Housing Mortgage and Finance Agency, UHAC 2025 Affordable Housing Regional Income Limits by Household Size (2025). State of New Jersey. Retrieved from https://www.nj.gov/dca/hmfa/about/regulations/docs/UHAC_Income%20Limits.pdf.

F. Fourth Round Obligation

The total cumulative affordable housing obligation consists of two components: the Present Need (Rehabilitation) and Prospective Need (New Construction). The Town of Dover's prospective need of 113 units represents 0.55% of the Region 2's total prospective need of 20,506 units.

Fourth Round Obligation	
Present Need (Rehabilitation) Obligation	349
Prospective Need (New Construction) Obligation	113
Total Fourth Round Obligation	**462**

G. Present Need (Rehabilitation) Obligation

As indicated above, Dover has a Present Need (Rehabilitation) obligation for the Fourth Round of 349 units. The Town will address this obligation by continuing to administer the Town's municipal Home Improvement Program, which is available to both owners and renters. In addition, the Town will continue to participate in the Morris County Housing Rehabilitation Program, which is established through an interlocal agreement and utilizes Community Development Block Grant (CDBG) funds. The Town will utilize funds from the Town's affordable housing trust fund to fund this program.

Pursuant to COAH's rules that allow municipalities to utilize money collected from development fees for this purpose, the Town shall set aside monies from its affordable housing trust fund account to be made available to income-qualified households to participate in the program. A copy of the Town's Fourth Round Spending Plan is appended to this Fair Share Plan.

H. Prospective Need (New Construction) Obligation

As established in Section F above, Dover has a Fourth Round Prospective Need obligation of 113 units. The Town will satisfy the entirety of this 113-unit obligation through six (6) redevelopment sites, as listed below.

Site	**Affordable Units** (1)	**Bonus Credits** (2)	**Total Credits**
Block 1902 Lots 22-28 (QOZB)	26	↓	↓
Habitat for Humanity (W. Munson)	4	↓	↓
Block 1201 Lot 6 (Bassett Site)	17	↓	↓
Block 1803 Lot 11 (Lot "B")	13	↓	↓

Block 1219 Lot 4 (Lot “C”)	13	↓	↓
Block 510 Lot 6 (NJ Transit Yard)	12	↓	↓
Totals	**85**	**28**	**113**

Footnotes:

(1) Affordable unit count based on location and ownership (private vs public)
(2) Bonus credits are applied for redevelopment, transit-oriented development (TOD), and age-restricted housing, up to 25% of the municipality's Prospective Need (see below).

In New Jersey's Fourth Round of affordable housing mandates, municipalities can earn bonus credits to reduce their overall affordable housing obligation. These bonuses are capped at 25% of the municipality's prospective need. Several types of projects can qualify for bonus credits, including those with special needs housing, those developed by non-profit organizations, and those located near transit options, among others. Types of bonus credits include the following:

- Special Needs Housing: One full bonus credit is available for units in special needs housing.
- Non-Profit Developer Housing: Half a bonus credit is awarded for units developed by a non-profit developer.
- Transit-Oriented Affordable Housing: Half a bonus credit is given for affordable housing units located within a half-mile of transit (rail or bus).
- Age-Restricted Housing: Half a bonus credit is available for age-restricted units, but only up to 15% of the total age-restricted housing provided.
- Three-Bedroom Family Housing: Half a bonus credit is granted for three-bedroom family units exceeding the minimum requirements set by the Uniform Housing Affordability Controls (UHAC).
- Redevelopment: Half a bonus credit is awarded for affordable housing units developed on land previously used for commercial, retail, or office space.
- Rental Affordability Controls: Half a bonus credit is given for extending rental affordability controls on existing units.
- 100% Affordable Development: Half a bonus credit is granted for developments where the municipality provides land or funding for at least 10% of the project cost, and the development is 100% affordable.
- Very Low-Income Units: Half a bonus credit is awarded for each very low-income unit exceeding the minimum required number.
- Market to Affordable Units: Half a bonus credit is given for units that are converted from market-rate to affordable, and the municipality has site control or an agreement with the landowner.
- Supportive and Special Needs Bedrooms: One full bonus credit is given for supportive and special needs bedrooms.

A description of the sites to satisfy the Fourth Round Prospective Need Obligation follows:

Block 1201 Lot 6 (Bassett Highway Site)

The property comprises approximately 9.36 acres adjacent to the Rockaway River and within short walking distance of the NJ Transit Train Station. It is developed with an old commercial/industrial building along the property's Bassett Highway frontage. The site is dominated by a large surface parking lot behind the building that extends to the river. Maps and photographs are provided below.The entire site has been declared an area in need of redevelopment. The Town recently adopted a redevelopment plan that permits multilevel multifamily or mixed-use development and requires 17 affordable units.

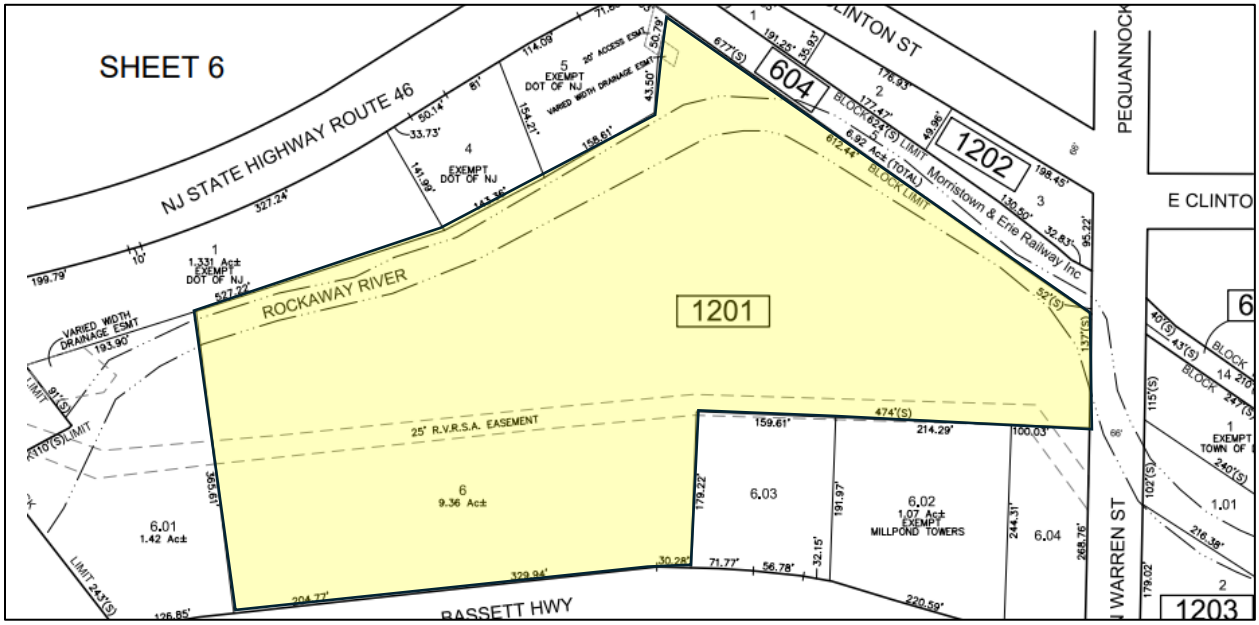


Figure 1 – Tax Map of Subject Site



Figure 2 – Aerial satellite image of subject site

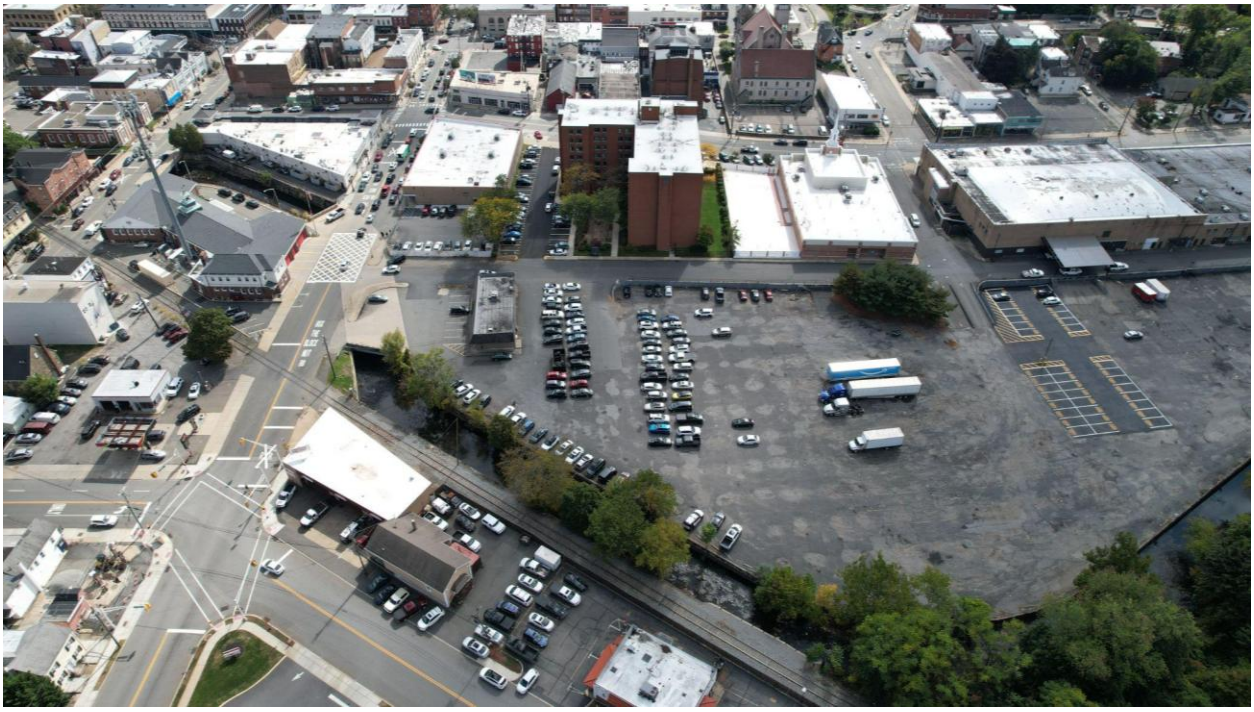


Figure 3 – Aerial drone photograph of subject site



Figure 4 – Ground photograph of subject site

The Bassett Highway site (Block 1201 Lot 6) satisfies the regulatory criteria of N.J.A.C. 5:93-1 that sites designated to produce affordable housing shall be available, approvable, developable and suitable, as follows:

- **"Available site" shall mean a site with clear title, free of encumbrances which preclude development for low- and moderate-income housing.**

  The site satisfies this criterion because it has clear title and is free of encumbrances which preclude development of affordable housing. The site is controlled by parties with ongoing and approved residential development projects and is available to help the municipality meet its Prospective Need obligation. The site is predominately paved over. The site is in a flood zone but based on preliminary analysis it can be developed in accordance with NJDEP regulations and in accordance with the rules and regulations of all agencies with jurisdiction over the site. The site is within walking distance of the train station.

- **"Suitable site" shall mean 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.**

  The site satisfies this criterion because it is adjacent to compatible land uses and has access to appropriate streets and is consistent with the environmental policies delineated in N.J.A.C. 5:93-4. The site is well suited for inclusionary development because it has excellent accessibility and connectivity to mass transit, downtown amenities, a future river walk, and regional and local road networks; and because inclusionary housing is compatible with the variety of uses in the area. The site is also well suited for inclusionary

housing by virtue of its sheer size, which offers excellent spatial capacity to accommodate the scale of development proposed.

- **"Developable site" shall mean 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.**

  The site satisfies this criterion because adequate sewer and water, as defined under N.J.A.C. are available to the site. Based on cursory analysis, there are no evident water capacity or sewer capacity issues that would interfere with the proposed development. The site is in a Sewer Service Area, a water service area, and is covered by electric, gas, and broadband utility services.

- **"Approvable site" shall mean 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.**

  This criterion is met because the site can be developed consistent with NJDEP regulations and in accordance with the Residential Site Improvement Standards (RSIS), N.J.A.C. 5:21, where applicable, and/or deviations from those standards can be done in accordance with N.J.A.C. 5:21-3, based on conceptual plans that have been presented to the Town. The Town is adopting a redevelopment plan that permits the above densities and set-asides such that a compliant project would be approvable.

  The site can produce affordable housing consistent with the State Development and Redevelopment Plan (SDRP). The site is located within Planning Area 1 of the SDRP, which is the highest targeted growth zone in the state plan. Pursuant to N.J.A.C. 5:97-3.13.(b), sites that are located in Planning Areas 1 or 2 or located within a designated center or located in an existing sewer service area are the preferred location for municipalities to address their fair share obligation.

Block 1803 Lot 11 ("Lot B" Dover Parking Authority)

The property comprises approximately 3.88 acres within short walking distance of the NJ Transit Train Station. It is developed as a surface parking lot for commuters known as "Lot B". Maps and photographs of the site are provided below.

The entire site has been declared an area in need of redevelopment. The Town is adopting a redevelopment plan that permits multilevel multifamily or mixed-use development and requires 13 affordable units.



Figure 5 ~ Aerial satellite imagery of subject site and surroundings(njpropertyrecords.com)



Figure 6 ~ Views of subject site and surroundings (taken by John McDonough on February 21, 2025)

The "Lot B" Dover Parking Authority site (Block 1803 Lot 11) satisfies the regulatory criteria of N.J.A.C. 5:93-1 that sites designated to produce affordable housing shall be available, approvable, developable and suitable, as follows:

- **"Available site" shall mean a site with clear title, free of encumbrances which preclude development for low- and moderate-income housing.**

  The site satisfies this criterion because it has clear title and is free of encumbrances which preclude development of affordable housing. The site is controlled by the Dover Parking Authority and is available to help the municipality meet its Prospective Need obligation. The site is predominately paved over. The site is in a flood zone but based on preliminary analysis it can be developed in accordance with NJDEP regulations and in accordance with the rules and regulations of all agencies with jurisdiction over the site. The site is within walking distance of the train station.

- **"Suitable site" shall mean 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.**

  The site satisfies this criterion because it is adjacent to compatible land uses and has access to appropriate streets and is consistent with the environmental policies delineated in N.J.A.C. 5:93-4. The site is well suited for inclusionary development because it has excellent accessibility and connectivity to mass transit, downtown amenities, a future river walk, and regional and local road networks; and because inclusionary housing is compatible with the variety of uses in the area. The site is also well suited for inclusionary housing by virtue of its sheer size, which offers excellent spatial capacity to accommodate the scale of development proposed.

- **"Developable site" shall mean 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.**

  The site satisfies this criterion because adequate sewer and water, as defined under N.J.A.C. are available to the site. Based on cursory analysis, there are no evident water capacity or sewer capacity issues that would interfere with the proposed development. The site is in a Sewer Service Area, a water service area, and is covered by electric, gas, and broadband utility services.

- **"Approvable site" shall mean 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.**

This criterion is met because the site can be developed consistent with NJDEP regulations and in accordance with the Residential Site Improvement Standards (RSIS), N.J.A.C. 5:21, where applicable, and/or deviations from those standards can be done in accordance with N.J.A.C. 5:21-3. The Town is adopting a redevelopment plan that permits the above densities and set-asides such that a substantially compliant project would be approvable.

The site can produce affordable housing consistent with the State Development and Redevelopment Plan (SDRP). The site is located within Planning Area 1 of the SDRP, which is the highest targeted growth zone in the state plan. Pursuant to N.J.A.C. 5:97-3.13.(b), sites that are located in Planning Areas 1 or 2 or located within a designated center or located in an existing sewer service area are the preferred location for municipalities to address their fair share obligation.

Block 1219 Lot 4 ("Lot C" Dover Parking Authority)

The property comprises approximately 39,250 square feet within short walking distance of the NJ Transit Train Station. It is developed as a surface parking lot for commuters known as "Lot C". Maps and photographs of the site are provided below.

The entire site has been declared an area in need of redevelopment. The Town is adopting a redevelopment plan that permits multilevel multifamily or mixed-use development and requires 13 affordable units.

The "Lot C" Dover Parking Authority site (Block 1219 Lot 4) satisfies the regulatory criteria of N.J.A.C. 5:93-1 that sites designated to produce affordable housing shall be available, approvable, developable and suitable, for the same reasons set forth for "Lot B" above. "Lot C" is adjacent to "Lot B" and is effectively a continuation of same, therefore the same suitability criteria would apply.



Figure 7 ~ Aerial satellite imagery of subject site and surroundings(njpropertyrecords.com)



Figure 8 ~ Views of subject site and surroundings (taken by John McDonough on February 21, 2025)

Block 510 Lot 6 (NJ Transit Maintenance Yard)

The property comprises approximately 1.94 acres within short walking distance of the NJ Transit Train Station. It is developed as is developed as a NJ Transit maintenance yard and contains a brick maintenance building and various rail cars and storage containers Maps and photographs of the site are provided below.

The entire site has been declared an area in need of redevelopment. The Town is adopting a redevelopment plan that permits multilevel multifamily or mixed-use development and requires 12 affordable units.

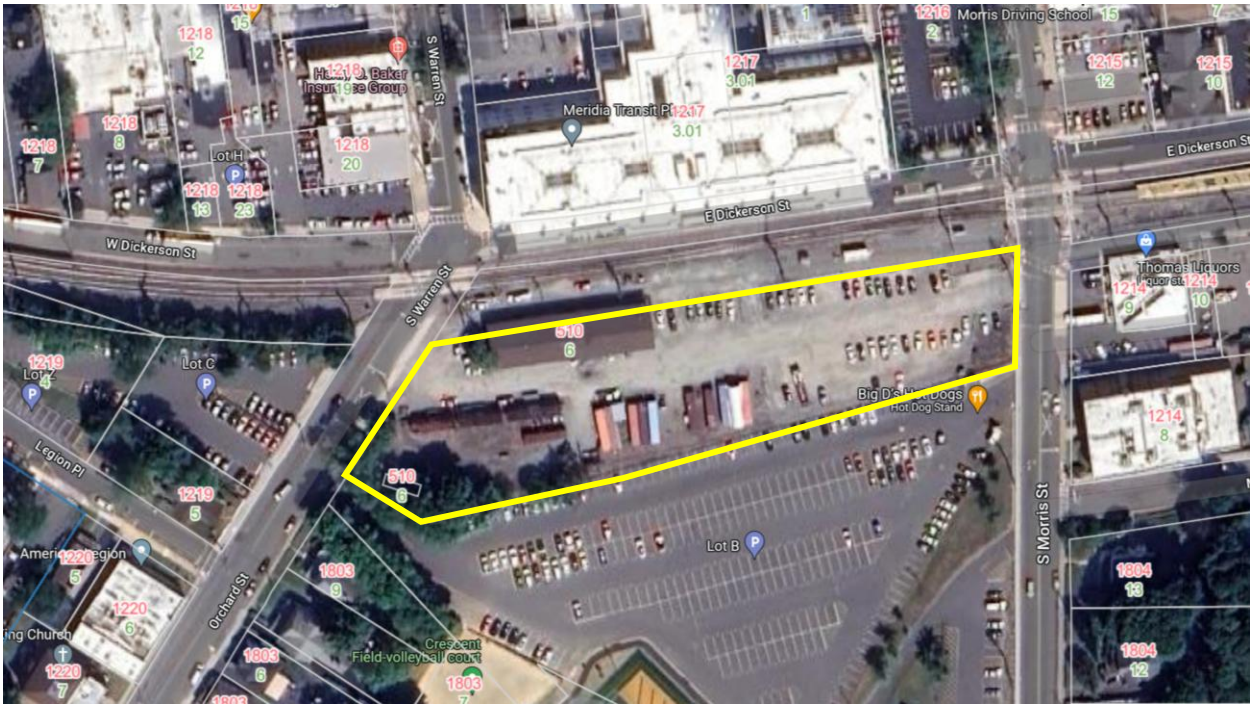


Figure 9 ~ Aerial satellite imagery of subject site and surroundings(njpropertyrecords.com)



Figure 10 ~ Views of subject site and surroundings (taken by John McDonough on February 21, 2025)

The NJ Transit Maintenance Yard (Block 510 Lot 6) satisfies the regulatory criteria of N.J.A.C. 5:93-1 that sites designated to produce affordable housing shall be available, approvable, developable and suitable, as follows:

- **"Available site" shall mean a site with clear title, free of encumbrances which preclude development for low- and moderate-income housing.**

  The site satisfies this criterion because it has clear title and is free of encumbrances which preclude development of affordable housing. The site is controlled by NJ Transit and the Town is working with NJ Transit to relocate the facility to make this site available to help the municipality meet its Prospective Need obligation. The site is predominately paved over. The site is in a flood zone but based on preliminary analysis it can be developed in accordance with NJDEP regulations and in accordance with the rules and regulations of all agencies with jurisdiction over the site. The site is within walking distance of the train station.

- **"Suitable site" shall mean 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.**

  The site satisfies this criterion because it is adjacent to compatible land uses and has access to appropriate streets and is consistent with the environmental policies delineated in N.J.A.C. 5:93-4. The site is well suited for inclusionary development because it has excellent accessibility and connectivity to mass transit, downtown amenities, a future river walk, and regional and local road networks; and because inclusionary housing is

compatible with the variety of uses in the area. The site is also well suited for inclusionary housing by virtue of its sheer size, which offers excellent spatial capacity to accommodate the scale of development proposed.

- **"Developable site" shall mean 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.**

  The site satisfies this criterion because adequate sewer and water, as defined under N.J.A.C. are available to the site. Based on cursory analysis, there are no evident water capacity or sewer capacity issues that would interfere with the proposed development. The site is in a Sewer Service Area, a water service area, and is covered by electric, gas, and broadband utility services.

- **"Approvable site" shall mean 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.**

  This criterion is met because the site can be developed consistent with NJDEP regulations and in accordance with the Residential Site Improvement Standards (RSIS), N.J.A.C. 5:21, where applicable, and/or deviations from those standards can be done in accordance with N.J.A.C. 5:21-3. The Town is adopting a redevelopment plan that permits the above densities and set-asides such that a substantially compliant project would be approvable.

  The site can produce affordable housing consistent with the State Development and Redevelopment Plan (SDRP). The site is located within Planning Area 1 of the SDRP, which is the highest targeted growth zone in the state plan. Pursuant to N.J.A.C. 5:97-3.13.(b), sites that are located in Planning Areas 1 or 2 or located within a designated center or located in an existing sewer service area are the preferred location for municipalities to address their fair share obligation.

Block 1902 Lots 22-28 (QOZB site)

The Planning Board granted approval for this project on July 18, 2024, under application P23-17. The property is identified as Block 1902 Lots 22-28; also known as 218-220 & 228 E Blackwell St., located in the SSRP (Scattered Site Redevelopment Plan) Zone. Applicant IOPD Dover QOZB Urban Renewal LLC received Amended Preliminary Approval and Final Site Plan to demolish existing commercial buildings and construct two five-story multi-family residential buildings with a connection on the second floor, each consisting of 130 units for a total of 260 units. Per redevelopment agreement, 26 units are set aside for senior affordable housing.

I. Commentary on Realistic Development Potential and Unmet Need

The Town of Dover is a fully developed community and is therefore entitled to adjust its Prospective Need obligation in accordance with a procedure set forth in the FHA. Specifically, N.J.S.A. 52:27D-310.1 permits municipalities to perform a realistic development potential (RDP) analysis by seeking a vacant land adjustment (VLA).

An RDP analysis requires an identification of vacant sites and underutilized sites in a municipality. Municipalities are required to consider all privately- and municipally-owned vacant parcels, as well as underutilized sites such as driving ranges, farms in SDRP Planning Areas 1 and 2, nurseries, golf courses not owned by their members, and non-conforming uses.

However, municipalities are also permitted to eliminate a site or a portion of a site based on a variety of factors, including: lands dedicated for public uses other than housing since 1997; park lands or open space; vacant contiguous parcels in private ownership of a size which would accommodate fewer than five housing units; historic and architecturally important sites listed on the State Register of Historic Places or the National Register of Historic Places; preserved architectural lands; sites designated for active recreation; and environmentally sensitive lands.

The Town's Third Round Prospective Need obligation was adjusted by a Vacant Land Adjustment (VLA), which included an RDP analysis and concluded that the Town's RDP obligation was one (1) unit. Dover continues to lack vacant, developable land and is entitled to rely on its previous Vacant Land Adjustment which established its RDP. This is determined by COAH's rules regarding same at N.J.A.C. 5:97-5.1(c) and (d), which state that:

> *A vacant land adjustment that was granted as part of a (previous) round certification or judgment of compliance shall continue to be valid provided the municipality has implemented all of the terms of the substantive certification or judgment of compliance. If the municipality failed to implement the terms of the substantive certification or judgment of compliance, the Council may reevaluate the vacant land adjustment.*

Further, a municipal RDP obligation is considered "fixed" and shall not be revisited absent a changed circumstance. FSHC vs Twp. of Cherry Hill, 173 NJ 303 (2002) is the leading case that required a possible recalibration of an RDP based upon "changed circumstances." Based on a review of all development applications in Dover since 2018 and a review of all vacant lots in private and public ownership (Class 1 and Class 15), as well as all farm qualified (Class 3B) properties within Planning Areas 1 and 2 in the Town, there are no changed circumstances that warrant a recalibration of the RDP. Thus, Dover's RDP remains at one (1) unit.

The difference between the Township's Prospective Need obligations and its RDP obligations is what is known as Unmet Need. Whereas the RDP obligations must be affirmatively addressed by the Town, addressing Unmet Need involves a lower standard as the entire Unmet Need obligation does not have to be fully satisfied by 2035. Dover has addressed its Unmet Need of 112 units on the sites that were described above.

J. Development Fees

Dover will continue to collect residential and non-residential development fees as permitted under the State-wide Non-Residential Fee Act and the Town's Development Fee Ordinance was adopted in November 2005 and approved by COAH in December 2005. These funds will be utilized to satisfy the Town's obligation, provide affordability assistance, to pay for administrative costs as permitted by law and to utilize funds to rehabilitate affordable housing units through the on-going Town Rehabilitation Program. The Development Fee Ordinance may be updated to address changes in the current development fee regulations.

K. Summary of Mechanisms & Credit

The table in Section H above provided a summary of the mechanisms, credits and bonuses this HEFSP proposes. It should be noted that N.J.A.C. 5:93-5.1 permits the Rehabilitation Obligation to be satisfied through new construction credits. As the Fourth Round progresses, the Town may decide to instead utilize surplus Fourth Round credits towards the Rehabilitation Obligation. Dover preserves this right to shift surplus Third Round credits to satisfy the Rehabilitation Obligation at some point in the future.

L. Implementation Schedule

The Town has designated all five sites that are identified in this HEFSP as areas in need of redevelopment pursuant to the Local Housing and Redevelopment Law, N.J.S.A 40A 12A. and authorized the preparation of redevelopment plans which are appended to this HEFSP. All the redevelopment plans appended herein are to be scheduled for hearing before the Planning Board in July/August 2025 and for adoption by Council thereafter. The Town's rehabilitation program will continue for the next 10 years utilizing available funding.

M. Spending Plan

The Town of Dover has prepared a Spending Plan to address its planned disbursement of funds collected through the Town's adopted development fee ordinance. A development fee ordinance creating a dedicated revenue source for affordable housing was adopted by the Town on November 7, 2005 and approved by the COAH on December 19, 2005. A copy of this Ordinance and the COAH certification is included in the Appendix. The ordinance establishes the Town of Dover's affordable housing trust fund for which the Town's Spending Plan has been prepared. The Development Fee Ordinance is planned to be updated to reflect current State regulations.

The Town will address its Fourth-Round obligation of 349 rehabilitation units by continuing to administer the Town's municipal Home Improvement Program, which is available to both owners and renters. In addition, the Town will continue to participate in the Morris County Housing

Rehabilitation Program, which is established through an interlocal agreement and utilizes Community Development Block Grant (CDBG) funds. The Town will also utilize funds from the Town's affordable housing trust fund to fund this program. A copy of the Town's Fourth Round Spending Plan is appended to this Fair Share Plan.

Appendices

A. Planning Board Resolution adopting Housing Element and Fair Share Plan

B. Board of Alderman Resolution approving Housing Element and Fair Share Plan

C. Map of Planned Affordable Housing Sites

D. Town of Dover Vacant Land Inventory

E. Affordable Housing Spending Plan

F. Town of Dover Housing Rehabilitation Program

G. Bassett Highway Redevelopment Plan - Public Realm

H. Bassett Highway Redevelopment Plan - Subdistrict C - Meridia

I. NJ Transit/Lot B/Lot C Redevelopment Plan

J. Pennrose Properties Veterans Housing - Deed Restrictions

K. Habitat for Humanity, Harding Avenue - Deed Restrictions

L. Habitat for Humanity, Monmouth Street - Deed Restrictions