

2014 Master Plan Reexamination

Borough of Dumont

April 2014

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2014 Master Plan Reexamination

Borough of Dumont

Bergen County, New Jersey

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Borough of Dumont

2014

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1) Introduction

The Borough of Dumont is located in Bergen County and encompasses roughly two square miles. Dumont is suburban in character and has a small town feel. The Borough's "downtown" is centered at the intersection of Madison Avenue and Washington Avenue. The municipality is divided in half north to south by the CSX rail line, which is an active freight railroad. New Jersey Transit bus service connects the Borough to surrounding municipalities as well as New York City. Dumont is surrounded by Haworth Borough, Demarest Borough, Cresskill Borough, Bergenfield Borough, New Milford Borough and Oradell Borough.

The New Jersey Municipal Land Use Law, N.J.S.A. 40:55 D-1 et seq. stipulates that each municipality in the State of New Jersey shall reexamine its Master Plan and development regulations at least every ten years. Specifically, N.J.S.A. 40:55D-89 states:

"The governing body shall, at least every ten years, provide for a general reexamination of its Master Plan and development regulations by the Planning Board, which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which report and resolution shall be sent to the County Planning Board and the municipal clerk of each adjoining municipality."

This reexamination of the Borough of Dumont Master Plan conforms to the requirements of the Municipal Land Use Law and addresses the requirements of N.J.S.A. 40:55D-89 by including the following:

- A. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.
- B. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
- C. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for such plan or regulations as last revised, with particular regard to the density and distribution of population and land resources, energy conservation, collection, disposition and recycling of designated recyclable materials, and changes in State, County and municipal policies and objectives.
- D. The specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
- E. The recommendations of the Planning Board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law", P.L. 1992, c.79 (C.40A:12A-1 et seq.) into the land use plan element of the municipal Master Plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

While the Municipal Land Use Law requires a general reexamination of the Master Plan and development regulations every ten years, reexaminations can be more frequent than once every ten years. It can be as frequent as an individual municipality feels it to be warranted.

It is important that a Master Plan be kept up to date and flexible so that it can respond to changing conditions and reflect the best current thinking on land use issues. The Master Plan should be a document that is easily amended so that it can respond to both concerns and opportunities. A review once every ten years is adequate in some communities, while for other municipalities more frequent review is called for.

The aforementioned requirements of the Municipal Land Use Law are addressed in the sections of this report that follow. This reexamination report considers the Master Plan Reexamination Report adopted by the Joint Land Use Board on October 1, 2007.

2) Problems & Objectives Related to the 2007 Master Plan Reexamination Report

This section of the 2014 Master Plan Reexamination report examines the major problems and objectives relating to land development in Dumont Borough that were included in the last reexamination report. Problems and objectives included in the 2007 Master Plan Reexamination related to the Master Plan are as follows:

1. **West Shore Avenue.** The Master Plan should be amended by reviewing the existing uses in the LI Zone District along West Shore Avenue and confirming that re-designation as a B Business District is consistent with existing uses and potential future uses in this area.
2. **Townhomes.** The Master Plan should be amended to prohibit townhomes in all zoning districts in the Borough of Dumont.
3. **Two-Family.** The Master Plan should be amended to prohibit two-family dwellings in the RA Residential District.
4. **Mixed-uses.** The Master Plan should be amended so as to encourage apartments over commercial uses in the B2 Business District.
5. **D'Angelo Farms.** Potential future uses for the D'Angelo Farms tract should be investigated and recommendations made for the most appropriate use.
6. **Public parking.** The issues of availability of public parking in the downtown area, particularly near the Bergenfield border, should be investigated. A parking study should be conducted and recommendations made, if appropriate, for additional parking areas.
7. **Park Plan.** A park and recreation master plan should be funded and prepared.

Problems and objectives included in the 2007 Master Plan Reexamination related to development regulations are as follows:

8. The communications tower ordinance must be amended to reflect recent court decisions that make the current ordinance unenforceable.
9. The conversion of basements and garages into additional bedrooms or kitchen areas should be prohibited in the zoning ordinance.
10. Regulations concerning the establishment of sight triangles at intersections should be reviewed, updated and enforced.
11. The development regulations should be amended to provide additional standards for single-family residential construction so as to control the size and impact of so-called McMansions. The types of controls that should be investigated include use of Floor Area Ratios (FAR) and increased side yard and front yard setbacks.

12. The development regulations should also be amended to introduce design and architectural standards for dwellings. A "look-alike" ordinance should be considered.
13. Regulations which control signs, awnings and facades in the Business District should be reviewed and recommendations made.
14. The development regulations should be amended so as to require a Master Development Plan for the entire parcel when any site plan is submitted for development of any portion of a parcel which parcel exceeds ½ acre in its entirety.

3) Extent That Problems & Objectives Have Changed Since 2007

This section of the report looks at the extent to which problems and objectives have been reduced or increased since 2007. The 14 issues listed in Section 2 are summarized below, along with a 2014 status evaluation.

1. **West Shore Avenue.** The Master Plan should be amended by reviewing the existing uses in the LI Zone District along West Shore Avenue and confirming that re-designation as a B Business District is consistent with existing uses and potential future uses in this area.

2014 Review: On March 18, 2014 the Borough Council conducted the first reading of an ordinance to amend Chapter 445-9 to rezone Block 904, West Shore Avenue. The ordinance proposes to rezone Block 904 to B2 Business and Commercial District. The Joint Land Use Board reviewed the ordinance at their March 2014 meeting and found it to be consistent with the Master Plan. The ordinance is scheduled for second reading on April 15, 2014. If the ordinance is adopted, this issue will be resolved.

2. **Townhomes.** The Master Plan should be amended to prohibit townhomes in all zoning districts in the Borough of Dumont.

2014 Review: A review of the Borough's ordinance finds that it does not permit townhomes in the RA or RB District.

3. **Two-Family.** The Master Plan should be amended to prohibit two-family dwellings in the RA Residential District.

2014 Review: The 2007 Master Plan Land Use Element Update, adopted with the 2007 Reexamination Report, states "the RA District should no longer allow the construction of new two-family dwellings. Existing two-family dwellings should be made a conditional uses in the zone as a grandfathered use". The zoning ordinance was amended in December of 2007 to make pre-existing two-family dwellings a conditional use in the RA District. Therefore, this issue has been resolved.

4. **Mixed-uses.** The Master Plan should be amended so as to encourage apartments over commercial uses in the B2 Business District.

2014 Review: The 2007 Master Plan Land Use Element Update, adopted with the 2007 Reexamination Report, states that second story apartments should be encouraged in the B2 Business District above commercial uses. Furthermore, the current zoning permits multi-family dwellings in the B2 District on

the upper floors of a building that is being used with a commercial use on the first floor. This policy objective has been completed.

5. **D'Angelo Farms.** Potential future uses for the D'Angelo Farms tract should be investigated and recommendations made for the most appropriate use.

2014 Review: After 91 years of business, D'Angelo Farms closed in October of 2013. The 2007 Master Plan Land Use Element Update indicated that if the property no longer operated as a farm, the RA District and its permitted uses and bulk standards would apply. Consistent with recommendation of residential as a use, in 2013 the Borough adopted a Housing Element and Fair Share Plan that recommended the site be utilized for an inclusionary affordable housing development.

During the closure of the business, the property owners entered into an agreement with Landmark Developers, who are the contract purchasers of the former farm. This agreement eliminated the possibility that one day the farm would become a park and/or open space for the Borough.

6. **Public parking.** The issues of availability of public parking in the downtown area, particularly near the Bergenfield border, should be investigated. A parking study should be conducted and recommendations made, if appropriate, for additional parking areas.

2014 Review: No progress has been made on this recommendation to date.

7. **Park Plan.** A park and recreation master plan should be funded and prepared.

2014 Review: Maser Consulting was retained in 2007 to prepare an Open Space and Recreation Plan Element. A 48-page report was prepared and submitted to the Borough in May of 2008.

8. The communications tower ordinance must be amended to reflect recent court decisions that make the current ordinance unenforceable.

2014 Review: In 2008, §455-43 Location Priorities, §455-45 Monitoring and Maintenance and §455-46 Abandonment or Discontinuation of Use were amended via Ordinance #1362.

9. The conversion of basements and garages into additional bedrooms or kitchen areas should be prohibited in the zoning ordinance.

2014 Review: Chapter §455-21 was amended to prohibit accessory dwelling units in a cellar or garage. This ordinance amendment eliminates this issue.

10. Regulations concerning the establishment of sight triangles at intersections should be reviewed, updated and enforced.

2014 Review: No progress has been made on this recommendation to date.

11. The development regulations should be amended to provide additional standards for single-family residential construction so as to control the size and impact of so-called McMansions. The types of controls that should be investigated include use of Floor Area Ratios (FAR) and increased side yard and front yard setbacks.

2014 Review: Floor Area Ratios (FAR) were added to the RA District in December of 2007, which vary with lot size. The front and side yard setbacks were also amended for the RA District. Therefore, this issue has been resolved.

12. The development regulations should also be amended to introduce design and architectural standards for dwellings. A "look-alike" ordinance should be considered.

2014 Review: In December of 2007 the ordinance was amended to add parameters for residential dwelling appearance for the RA District. Dwellings are not permitted to be substantially alike in exterior design and appearance. New dwellings must meet at least three of five parameters prescribed by the zoning ordinance. As a result of the new ordinance, this problem has been resolved.

13. Regulations which control signs, awnings and facades in the Business District should be reviewed and recommendations made.

2014 Review: No progress has been made on this recommendation to date.

14. The development regulations should be amended so as to require a Master Development Plan for the entire parcel when any site plan is submitted for development of any portion of a parcel which parcel exceeds ½ acre in its entirety.

2014 Review: No progress has been made on this recommendation to date.

4) Extent of Changes in Policies & Objectives Forming the Basis of the 2007 Report

The third step in the reexamination process, known as Section "C", reviews the extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the Master Plan or changes in State, County and municipal policies and objectives. Since the 2007 Master Plan Reexamination report, three key State and Municipal planning policies have either been updated or significantly changed. These include the State Development and Redevelopment Plan, the Council on Affordable Housing and the adoption of the Borough's Housing Element and Fair Share Plan.

Demographic Changes

Since the 2007 Reexamination Report was adopted the U.S. Census data for 2010 has been released. The population of Dumont increased between 1950 and 1970, but since that time has been decreasing. In 2000, the population was 17,503, which then decreased by 24 residents to 17,479 in 2010. The Borough's peak population was in 1970, when the municipality contained 20,155 residents.

The table below shows the population growth of the Borough between 1950 and 2010. The Census shows a loss of 24 persons between 2000 and 2010.

POPULATION GROWTH			
Year	Population	Population Change	Percent Change
1950	13,013	-	-
1960	18,882	5,869	45.1%
1970	20,155	1,273	6.7%
1980	18,334	-1,821	-9.0%
1990	17,187	-1,147	-6.3%
2000	17,503	316	1.8%
2010	17,479	-24	-0.1%

Source:

<http://lwd.dol.state.nj.us/labor/lpa/census/2kpub/njsdcp3.pdf>

The NJTPA projects that the Borough will grow to 19,440 residents by the year 2035.¹ In order for that to occur, Dumont would need to gain 1,961 residents over the next 25 years, which translates to 78 new residents annually. A population of 19,440 residents is within reason; in fact it is 715 less residents than the Borough's 1970 peak population of 20,155. However, based on the Census data from 1960 through 2010, it is more likely that the municipality's population will be roughly 18,250 persons in 2035, which is the average of the six prior Censuses.

Age Distribution of Population

In 2010, 24.7 % of Dumont's population was under 20 years of age, while 15.5% of the population was 65 years or older. This represents a slight increase in the senior population from 2000 when persons 65 years or older composed 15.4% of the total population. Moreover, the percentage of the population aged 19 or younger has decreased since 2000, when the age group comprised 25.2% of the Borough's total population.

Dumont's median age was 41.8 in 2010. Since the 2000 Census, the Borough's median age has increased from 38.4. The table to the right shows the 2010 age distribution of Dumont's population.

AGE DISTRIBUTION (2010)		
Age (Years)	Number of Residents	Percentage of Residents
Under 5 years	846	4.8%
5 to 9 years	1,071	6.1%
10 to 14 years	1,232	7.0%
15 to 19 years	1,191	6.8%
20 to 24 years	925	5.3%
25 to 29 years	844	4.8%
30 to 34 years	971	5.6%
35 to 39 years	1,180	6.8%
40 to 44 years	1,382	7.9%
45 to 49 years	1,555	8.9%
50 to 54 years	1,461	8.4%
55 to 59 years	1,117	6.4%
60 to 64 years	999	5.7%
65 to 69 years	707	4.0%
70 to 74 years	619	3.5%
75 to 79 years	545	3.1%
80 to 84 years	455	2.6%
85 years and over	379	2.2%
Total	17,479	100.0%

Land Use

The Borough of Dumont has a variety of land uses and buildings that give the community its distinct character. Over 5,100 parcels make up Dumont. The chart on the following page summarizes the broad land use categories and displays the number of parcels and land value for each category. In 2013, a total of 96.2% of the parcels in

Dumont were residential and had a total value of \$1,527,693,640. Residential property values were 90.4% of the total property value within the Borough. Commercial properties comprised 5.6% of the Borough's total value, but only 2.8% of all parcels. There were 11 industrial properties (0.2%) in 2013, which had a value of more than \$5.8 million (0.3%). Finally, apartment properties comprised 0.5% of all lots and 3.6% of all parcel value. The Land Use table below illustrates all the land uses within the Borough and their related total value in 2013.

LAND USE				
Land Use Class	# of Parcels	Percentage	Total Value	Percentage
Vacant	15	0.3%	\$896,500	0.1%
Residential	4,973	96.2%	\$1,527,693,640	90.4%
Farm Homestead	0	0.0%	\$0	0.0%
Farmland	1	0.0%	\$1,100	0.0%
Commercial	147	2.8%	\$93,990,100	5.6%
Industrial	11	0.2%	\$5,877,600	0.3%
Apartment	25	0.5%	\$61,131,600	3.6%
Total	5,172	100.0%	\$1,689,590,540	100.0%

Source: http://www.nj.gov/dca/divisions/dlgs/resources/property_tax.html

State Changes

State Development and Redevelopment Plan

In March of 2001 the New Jersey State Development and Redevelopment Plan (SDRP) was adopted, which amended the previous plan adopted in 1992. In 2010, the State released a new draft State Plan, which has been going through public comment and hearing. The *Draft Final State Strategic Plan: State Development and Redevelopment Plan* was approved in November of 2011 and is awaiting final adoption. As this is the most recent SDRP, it has been reviewed for the purposes of this report. The document contains only four goals, which are:

- Goal #1: Targeted Economic Growth – Enhance opportunities for attraction and growth of industries of statewide and regional importance.
- Goal #2: Effective Planning for Vibrant Regions – Guide and inform regional planning so that each region of the State can experience appropriate growth according to the desires and assets of that region.
- Goal #3: Preservation and Enhancement of Critical State Resources - Ensure that strategies for growth include preservation of the State's critical natural, agricultural, scenic, recreation, and historic resources, recognizing the roles they play in sustaining and improving the quality of life for New Jersey residents and attracting economic growth.
- Goal #4: Tactical Alignment of Government – Enable effective resource allocation, coordination, cooperation and communication among those who play a role in meeting the mission of this Plan.²

It should be noted that this new plan does not include a map, nor does it include planning area designations as the 2001 plan did.

Council on Affordable Housing (COAH)

In October of 2008, COAH adopted numerous amendments to its substantive and procedural regulations to address the Third Round fair housing requirements in New Jersey. The Third Round methodology adopted in September 2008 requires that a municipality's fair share consist of three elements, the rehabilitation share, any remaining Prior Round obligation that was not provided for and the Growth Share or Third Round, which is based

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upon one affordable housing unit for every four market-rate units built and one affordable unit for every 16 new jobs created. In addition to these new rules, COAH has given new rehabilitation, Prior Round and Third Round obligation numbers to each municipality.

Additionally, the State legislature passed Assembly Bill A-500 (now P.L. 2008) that made significant changes to COAH's rules. The major changes included:

- Establishment of a statewide 2.5% non-residential development fee
- Elimination of Regional Contribution Agreements
- Requirement for 13% of a municipal fair share obligation, and 13% of all units funded by Balanced Housing and the statewide Affordable Housing Trust Fund, to be restricted to very-low income households (30% or less of median income)

Based upon the adopted amended rules, the Borough of Dumont had an affordable housing obligation of:

- 31 rehabilitation units
- 34 Prior Round (1987-1999) units
- 35 Third Round (2004-2018) units

Then, in 2009 appeals were filed regarding the new rules' methodology. The case worked its way through the Appellate Division and finally went before the Supreme Court. Oral argument occurred in November of 2012 and an order was finally issued by the Supreme Court on September 26, 2013. The Supreme Court ruled that the key set of rules establishing the growth share methodology as the mechanism for calculating "fair shares" was inconsistent with the Fair Housing Act and the Mount Laurel doctrine. The inconsistency was that the methodology did not require firm numbers, since municipalities could generate their own numbers in spite of specific numbers COAH published. In order to eliminate the "limbo" municipalities were in, the Court affirmed the Appellate Division remedy requiring adoption of new COAH rules within five months, which would be similar to the methodology used during the First and Second Rounds.

The five month deadline occurred on February 26, 2014, on which, Richard Constable, the Commissioner of the Department of Community Affairs filed a motion asking the Supreme Court to extend the deadline to May 1, 2014. The deadline has been extended to May 1, 2014 to create new rules, which would be published in the June 2, 2014 New Jersey Register.³

County Changes

The most recent Bergen County Master Plan is over forty years old and thoroughly outdated. The County has been working on a new County-wide Master Plan since 2009, but the document has yet to be completed.⁴ Therefore, there have been no major County changes in policies or objectives that impact the Borough of Dumont.

Municipal Changes

Since the 2007 Master Plan Reexamination was adopted, only one Master Plan document was reviewed and adopted:

2013 Housing Element & Fair Share Plan

In 2013, the Borough of Dumont retained Maser Consulting to prepare a Housing Element and Fair Share Plan for the municipality. The consultants worked closely with a subcommittee of Joint Land Use Board and Council

members to craft a plan that balanced Borough interests and State requirements. COAH had issued Dumont the following three-part obligation:

- Rehabilitation - 31
- Prior Round - 34
- Third Round – 35

Therefore, the Borough was obligated to provide a total of 100 COAH credits. Extensive research revealed that the Borough contained 200 potential COAH credits. The following sites are eligible for COAH credits:

- David F. Roche Apartments – 99 credits
- Bethesda Lutheran Group Home – 4 credits
- Community Options Group Home – 3 credits
- ARC Group Home – 5 credits
- Saint Mary's Senior Residence – 49 credits
- Schraalenburgh Senior housing – 40 credits

The credits were then allocated to the applicable rounds as allowed under COAH's rules. Despite the overabundance of eligible credits, COAH's rules limit the number of age-restricted units that can be applied to the Third Round to 50% of the obligation. Therefore, the Borough was able to satisfy its Prior Round obligation and 13 of the required 35 credits for the Third Round obligation with existing credits.

To satisfy the remaining 22 credits for the Third Round obligation the subcommittee and consultants reviewed six different options. After much review and discussion, Option #3 was selected, which proposed the creation of a Market to Affordable Program and the adoption of an inclusionary housing zone at D'Angelo Farms.

The Market to Affordable Program would provide one COAH credit, while the inclusionary housing zone would provide 17 credits and multiple bonus credits. Page 42 of the Housing Element and Fair Share Plan states:

"This document proposes to rezone D'Angelo Farm to permit an inclusionary multi-family development. The properties have access to public water and sewer and are also walkable to transit. There are three New Jersey Transit bus lines that stop at the intersection of Essex Place and Washington Avenue – 167 (connects to Port Authority Bus Terminal in New York), 177X (express bus that connects to the Port Authority Bus Terminal) and the 186 (connects to George Washington Bridge Bus Station).

The Borough proposes to create a new zone that would permit an inclusionary development at a density of 12 units to the acre, but require a 20% set-aside for affordable family units. COAH's rules, specifically N.J.A.C. 5:97- 6.4, requires a municipality to provide a presumptive minimum density of 12 units per acre and a presumptive maximum affordable housing set-aside of 20% of the total number of units in the development. This new zone would allow for approximately 84 total units to be constructed, of which, 17 would have to be affordable units. This mechanism could produce up to 17 credits and multiple bonus credits."

The Housing Element and Fair Share Plan was adopted by the Joint Land Use Board on December 17, 2013 and endorsed by the Borough Council on the same night. The document and its supporting information were subsequently sent to COAH, petitioning for substantive certification. COAH has received the Borough's petition and is presently reviewing the document for completeness.

While the 2007 Master Plan Reexamination and Master Plan Land Use Element Update discussed the potential use of D'Angelo Farms as a park or open space, the Borough's assumptions were changed when it became aware that the property owners entered into a contract purchase agreement with Landmark Developers. Additionally, the Housing Element and Fair Share Plan process changed municipal assumptions and objectives regarding the D'Angelo Farms properties. Due to the fact that it is the largest, vacant piece of land in the Borough, the property is walkable to New Jersey Transit bus lines and is located on Washington Avenue made it a logical location for an inclusionary housing development.

5) Changes Recommended for the Master Plan or Development Regulations

This section of the 2014 Master Plan Reexamination looks at specific changes that are recommended for the Master Plan or existing development standards, which can include the underlying objectives, policies and standards. The following recommendations are made.

As noted in the prior sections the assumptions, policies, goals and objectives which formed the basis for the 2007 Master Plan Reexamination have changed with respect to D'Angelo Farms. After much consideration and review it is recommended that the Residential A District be removed from Block 212, Lot 20 and Block 215, Lot 1 and replaced with a new zone that permits inclusionary housing in accordance with the rules and regulations of the Council on Affordable Housing (COAH). More specifically, the properties should allow for:

- 12 units to the acre for a rental project with a minimum 20% set-aside for affordable family units, or
- 8 units to the acre for a for-sale project with a minimum 25% set-aside for affordable family units.

The ordinance should provide a variety of housing typologies (i.e. duplexes, townhomes, multi-family, etc.) to ensure the project meets COAH's definition of "realistic opportunity". The ordinance should take into consideration the existing surrounding residential homes and include landscaping requirements to minimize any visual impacts, design requirements to limit the scale of buildings and lighting limitations to prevent sky glow and glare onto adjacent single-family homes.

6) Recommendations Concerning the Incorporation of Redevelopment Plans

There are no recommendations at this time to incorporate redevelopment plans into the Borough of Dumont's Land Use Plan.

Endnotes:

¹ <http://www.njtpa.org/DataMap/Demog/Forecast/documents/2035DemographicForecastsbyMunicipality--FinalApprovedforWebsite20090824.pdf>

² <http://nj.gov/state/planning/publications/192-draft-final-ssp.pdf>, page 20.

³ <http://njslom.org/letters/2014-0314-COAH.html>

⁴ <http://www.co.bergen.nj.us/index.aspx?nid=211>

