

**GLOUCESTER CITY MASTER PLAN**

***ECONOMIC/STRATEGIC  
PLAN ELEMENT***

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## GLOUCESTER CITY MASTER PLAN ECONOMIC/STRATEGIC PLAN ELEMENT

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### I. INTRODUCTION

The purpose of the Economic/Strategic Plan Element of the Master Plan is to chart a course for the community to develop fiscal independence by carefully allocating its land resources and managing their development for the enhancement of the entire community.

Although there are several components to this element, the essential portions are in two parts:

- An inventory and analysis of all pertinent current economic indices that define Gloucester City's economic profile;
- Recommendations for stimulating and improving the local economy, detailed in a series of Strategic Plans for the development of riverfront and non-riverfront locations throughout the City.

This element will also point out the importance of linking the local economy with that of Camden County, recognizing that Gloucester City is one of the hub communities in southern New Jersey tied directly into the Camden-Philadelphia Port.

The Strategic Plans contained in this element are designed to ensure that the limited land areas in the City are used to reestablish an economic base for the community. The locations selected for Strategic Plans are:

- Gloucester Point Redevelopment Area -- A 180-acre area designated for port, industrial, and manufacturing activities that will form the cornerstone of the City's economic plan.
- Holt Port Facilities -- Existing port facilities along the Delaware River and extending to the undeveloped area situated north of the Walt Whitman Bridge and east of Broadway, which is recommended for development.
- Riverfront Recreational Redevelopment -- The redevelopment of the riverfront is addressed in two parts of the Master Plan, as it carries both economic and recreational considerations. As for the economic component, the enhancement of the Riverfront Recreational District, with improved open space, river walks, marina restaurants, and shops, will have a positive economic benefit on surrounding real estate, while also improving the quality of life in the West Broadway residential sector.

- Starlight Redevelopment Area -- A variety of development alternatives are proposed for this area, which lies east of Route 130 and south of Newton Creek, ranging public facilities, commercial facilities, or senior citizen life care accommodations. The Starlight Redevelopment Area is considered an initial component of the Route 130 corridor upgrade, which will be initiated through such actions as improved signage and landscaping controls that can be achieved through zoning and site plan changes.
- Broadway Commercial Corridor -- The length of Broadway, with phased elements focusing on specific key locations emphasizing the redevelopment and enhancement of the City's existing retail-commercial core.
- Hunter Street Development -- Includes 55 townhouse units with accommodating public facilities designated for senior citizens and disabled residents plus a community facility component to serve portions of the West Broadway residential district.

Following the presentation of the Strategic Plans is an implementation guide that includes information on various tools that can be utilized, such as Special Improvement Districts and the designation of land for redevelopment and rehabilitation.

The final section of this Economic/Strategic Element discusses the necessity of a comprehensive grants management program to assure that all revenues in the form of grants and loans are specifically targeted to implement and reinforce the Strategic Plans.

Gloucester City is a key community in Camden County. Like the County, it is located midway between New York and Washington and has direct access via its regional road system to major arterial highways such as I-95 and I-295. In addition, it is directly linked by I-76 and I-676 to two of the four bridge connections to Philadelphia. One of these connectors is the Walt Whitman Bridge that is directly within the community.

Gloucester City is also part of the Camden-Philadelphia Port, the second largest deep-water port system in the United States. As such, its strategic location and the availability of waterfront land in the Gloucester Point area of the City present an exciting opportunity to capitalize on the activity of the regional unified port. The renaissance of the Delaware River Waterfront in Camden County, where \$140 million in new construction will augment the existing New Jersey State Aquarium and where a 25,000-seat entertainment center was recently opened, are bringing a new focus on riverfront land throughout the region.

Currently, other studies are being conducted to evaluate the potential of other river waterfront areas. In particular, the Coopers Ferry Organization has undertaken a regional study to evaluate other potential sites for riverfront development along the Delaware River.

In light of such contiguous activity, Gloucester City has an excellent opportunity to capitalize on its riverfront land resources. Figure E-1 shows the availability of major tracts of land along the water's edge, specifically the Gloucester Point area, which accounts for 45% or approximately 5,250 l.f. of shoreline along the river. This area, a site of approximately 180 acres, is a composite of urban waterfront land that has experienced a cycle of deterioration and neglect resulting from uncoordinated interaction of economic factors, changes in technology, social forces, and political decisions that have endured almost forty years.

From an economic perspective, the Gloucester Point Redevelopment area offers an excellent opportunity to capitalize on the current interest in land along the Delaware River. Of particular economic importance is the strategic location of the Gloucester Point Redevelopment area to international markets. For these reasons, this report regards redevelopment of Gloucester Point as the cornerstone of the City's revitalization planning.

Although the Gloucester Point Redevelopment area offers the greatest opportunity for linkage with the market activity of the Camden-Philadelphia Port, the other Strategic Plans contained in this Element must also be viewed as viable projects necessary for the balanced redevelopment of the entire City. Therefore, to assume a balanced redevelopment and economic effort, Strategic Plans have also been identified for the retail business community, the residential community, and highway corridors at the City's edges. Collectively, these projects are the core of the City's economic revitalization and should be implemented as part of a comprehensive strategy using public and private initiatives.

The economic information subsequently presented here, coupled with the outline of the individual Strategic Plans, provide the foundation for the City's economic strategy that would be coordinated with the City's comprehensive planning process and implemented through a series of planned public and private initiatives.

FIG' E-1  
LAND USES ALONG THE DELAWARE RIVER  
GLOUCESTER CITY, NJ

USE	PROPERTY OWNER	ACREAGE	LINEAR FOOTAGE ALONG SHORELINE	% OF TOTAL SHORE LINE	LINEAR FOOTAGE ALONG PIER LINE	% OF TOTAL PIER LINE
Industrial (Holt)	Holt (Blk 2, Lot 3)		782		782	
	DRPA (Blk 2, Lot 2)		132		132	
	Gloucester Refrigerator Warehouse (Blk 2, Lot 1)		441		441	
	Holt (Blk 26, Lot 1, Blk 48, Lot 4)		<u>1110</u>		<u>1110</u>	
	TOTAL		2,465	21.5%	2,465	28.2%
Coast Guard	City of Gloucester City		1,198	10.4%	459	5.2%
Senior Citizens	Gloucester City Housing Authority		260	2.3%	166	1.9%
Park (Recreation)	City of Gloucester City		566	4.9%	681	7.8%
Industrial	Koch Fuels		1,727	15.1%	1,525	17.4%
	Vanguard Vinyl c/o Kerm. Invest.		312	2.7%	-0-	0%
Gloucester Point	GAF Bldg. Materials Corporaton		2,270	19.8%	665	7.6%
	AMSPEC Chemical Corporation		1,299	11.3%	639	7.3%
	GLO Titanium c/o Paramount Communications		1,375	12.0%	2,156	24.6%
	TOTAL		11,472	100.0%	8,756	100.0%

SOURCE: MUNICIPAL TAX RECORDS AND MAPS  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (AUGUST 1995)

*The shaded areas identify the vast area of the river's edge in the Gloucester Point Redevelopment Area, which is critical to the City's revitalization. In an interview with Anthony Graziano, principal of the Atlantic Coast Realty Appraisers Group of Toms River, N.J., it was indicated that distribution centers, warehousing districts, and areas for the assembly of imported components continue to be absorbed by the industrial markets. Given the strategic location of the port and its linkages with NAFTA and European markets, Gloucester City has an excellent opportunity to market this land as part of a comprehensive development for port assembly and distribution users.*

<sup>1</sup> Atlantic Coast Realty Appraisals Group is recognized throughout the Northeast region. We take this opportunity to thank them for their cooperation in providing input regarding market conditions in the Philadelphia/Camden region.

## **ii. INVENTORY AND ANALYSIS OF ECONOMIC INDICES**

Following is a compilation of economic indices and other information that define Gloucester City's economic profile. This data, which sets the background for the Strategic Plans that will be discussed later in this Element, has been obtained from various state and federal sources and includes:

- Employment by Occupation, 1990, Gloucester City, NJ;
- Comparison of 1990 Employment by Sector, Gloucester City and Camden County, NJ;
- County and State Locations of Civilian Labor Force, Gloucester City, NJ;
- Educational Levels of Gloucester City Labor Force;
- Comparison of Retail Trade Employment, Gloucester City, NJ, 1987 and 1992;
- Changes in Private-Sector Establishment Employment, Gloucester City and Camden County, NJ, 1980-1992;
- Forecasted Employment Countywide by Sector;
- Forecasted Employment in Gloucester City.

### **A. Employment by Occupation**

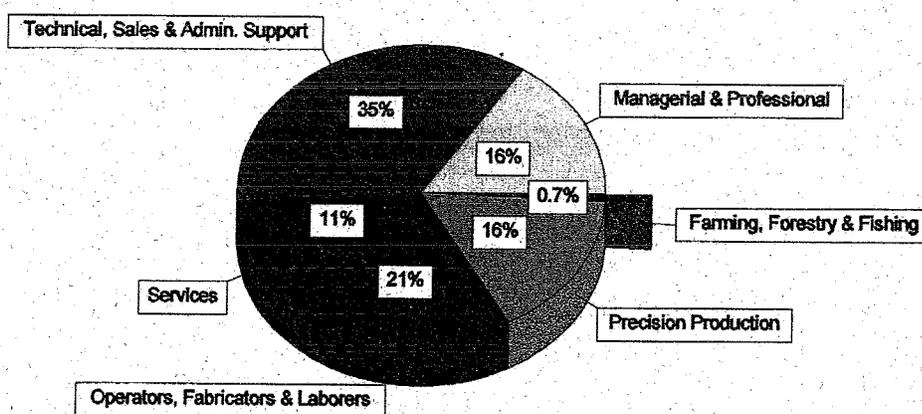
The 1990 Population Census reported that Gloucester City had a civilian labor pool of 6,157 persons (3,397 male and 2,760 female). The Census also reported that in April of 1990, 365 persons (221 males, 144 females) or 5.9% of the civilian labor pool was unemployed. Figure E-2 identifies the employment of Gloucester City residents by occupation, as reported in the 1990 Census. This Figure shows that over one-third of the local labor force (34.8%) was employed in technical, sales, or administrative support functions. An additional 21%, or one-fifth of the labor force, were employed as operators, fabricators, or laborers. Generally, the occupation classifications are very broad-based and consistent with an urban-based labor pool.<sup>2</sup>

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<sup>2</sup>The only exceptions are farming, forestry, and fishing, which make up less than one percent (0.7 percent) of the local occupations.

FIGURE E-2

1990 EMPLOYMENT BY OCCUPATION  
GLOUCESTER CITY, NJ



SOURCE: 1990 CENSUS OF POPULATION  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (APRIL 1995)

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*Employment by occupation in Gloucester City indicates that the City has a balanced labor pool capable of supporting any industrial redevelopment effort.*

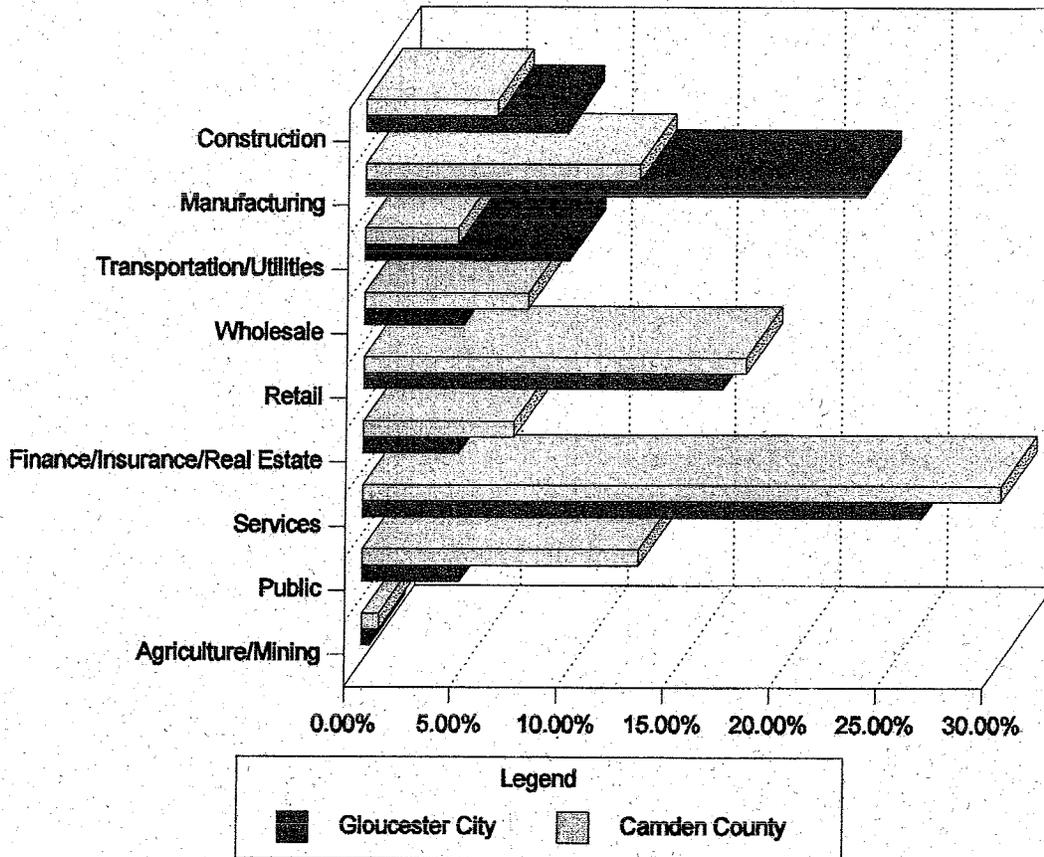
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## **B. Comparison of Employment by Sector**

Figure E-3 compares 1990 employment by sector in Gloucester City and Camden County. This Figure shows that in comparison to the County, Gloucester City has a higher proportion of employment in the construction (9.45% versus 6.2%), manufacturing (23.5% versus 12.9%), and transportation/utilities (9.6% versus 4.4%) sectors. The Figure also shows that the local workforce is below the county proportions for employees in the sectors of wholesale business (4.7% local vs. 7.7% County), finance, insurance, and real estate (4.5% vs. 7.1%), services (26.3% vs. 30%), and public sector employment (4.6% vs. 13%).

It is important to recognize that Gloucester City's labor force consists predominately of the construction, manufacturing, and transportation/utilities categories (42.55% Gloucester City versus 23.5% in Camden County), which are more related to the type of land use activity being proposed in the City. Thus, the existing local workforce can be considered complementary to the job opportunities that would be produced as part of the City's waterfront redevelopment plans.

**FIGURE E-3  
COMPARISON OF 1990 EMPLOYMENT BY SECTOR  
GLOUCESTER CITY AND CAMDEN COUNTY, NJ**



SOURCE: 1990 CENSUS OF POPULATION  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (APRIL 1995)

*Forty-two percent of the workforce locally (42.55%) versus twenty-three percent (23%) in the County is employed in the construction, manufacturing, and transportation/utilities sectors. Collectively, this is indicative of a labor force that is compatible with the types of land uses that would be generated by the port redevelopment plans.*

### **C. County and State Locations of Civilian Labor Force**

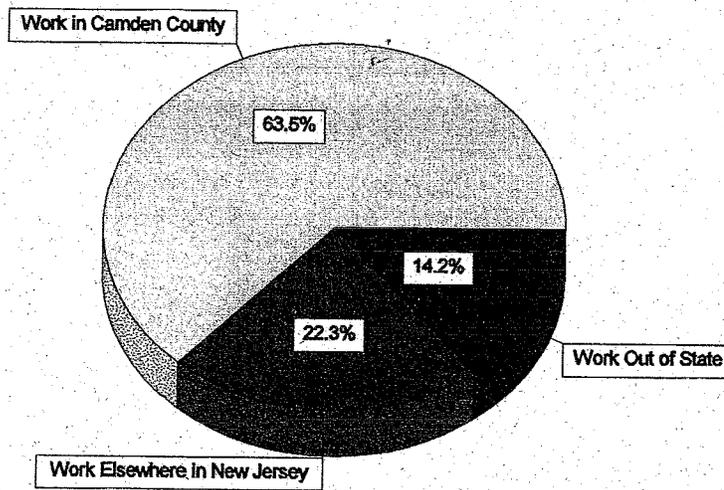
Figure E-4 shows the place of employment for the civilian labor force based on county and state locations. For Gloucester City, 63.5% or almost two-thirds of the local labor force work within the boundaries of Camden County, 22.3% works elsewhere in New Jersey, and approximately 14.2% work out of state. The percentage of out-of-county/state workers from Gloucester City (36.5%) is significantly lower than the 44.3% of the Camden County labor force reported as employed out of the county or out of state.

This propensity by Gloucester City residents to work close to home is unique and can be translated into benefits for employers, such as low commuting times, employee loyalty to local businesses, and community pride in the City's employers.

In addition, the central location of Gloucester City and its ease of access, as well as the advent of the PATCO Line, offer employers an unlimited pool of labor from the regional labor pool.

FIGURE E-4

COUNTY AND STATE LOCATIONS OF CIVILIAN LABOR FORCE  
GLOUCESTER CITY, NJ



SOURCE: "ECONOMIC DATA FOR SOUTHERN NEW JERSEY," 29TH ED.,  
THOMAS P. HAMER, PH.D., DIRECTOR, ROWAN COLLEGE, SEPTEMBER 1994.

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*Gloucester City's labor force is unique. A large percentage of residents work close to home, resulting in low commuting times and closer community ties with the City's employers.*

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#### **D. Educational Levels of Gloucester City Labor Force**

For the Gloucester City labor force to be employable in the future, it is vital that the youth of the City remain in school and that education continues beyond a traditional high school diploma. According to a 1994 study,<sup>3</sup> the local high school reported a 20% drop-out rate for the class graduating in June 1993 -- the fourth highest rate in Camden County, behind only (in order) Woodrow Wilson H.S., Camden H.S., and Overbrook H.S. This study also reported that less than 60% of the graduating class was planning to continue with a college education, 33.6% planned to attend a two-year college, and 26.2% planned to attend a four-year institution. The 1990 Census reports that in Gloucester City only 4% of the adult population over age 25 (364 persons) has a college degree. Given the increasing growth of technology-based employment, even in the traditional skilled labor industries (e.g., manufacturing and construction), an advanced level of education at a vocational school, community college, or four-year college is vital to remain competitive in the job market.

Consideration should be given toward specific job-training programs that would address the direct needs of employers seeking to locate in Gloucester City. Such job training programs should be developed to coincide with requirements stipulated by the private sector.

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<sup>3</sup>"Economic Data for Eight Southern New Jersey Counties," The Management Institute Rowan College School of Business, September 1994.

### E. Comparison of Retail Trade Employment

According to the 1987 Census of Manufacturing,<sup>4</sup> there are 35 manufacturing establishments in Gloucester City, 10 of which employ more than 20 persons. The total employment is reported to be 700 persons, an average of 20 employees per business, of which 500 are reported as production employees (average of 14 per establishment). The total reported payroll was \$16.2 million, for an average salary of slightly over \$23,140.00 per person.

More recent census information is available for retail trades. Figure E-5 compares employment information reported in the 1987 and 1992 Census of Retail Trades. As reflected in this Figure, there was an approximate 9% loss of retail units during this period, with a reduction of 24% of total employees and a concurrent reduction in the average sales per establishment. More important, there was a 15% reduction in the number of employees per establishment, while at the same time annual payroll increased by over 9%, with the average employee's pay increasing by almost 43% from \$9,961.00 to \$14,218.00. While an estimated 25%-30% of this salary increase can be attributable to an increase in the minimum wage, other factors also contribute to the extent of increase. Presumably, the additional salary increase is the result of an increase in the number of hours worked by employees, which follows the current trend of businesses doing more with less.

Figure E-5 also presents information on county-wide changes in retail employment between 1987 and 1992. County-wide, there were reductions in total establishments and employees, although not as severe as the changes that occurred in Gloucester City. Most significant are the increases registered county-wide for sales, while sales in Gloucester decreased.

Although further information on the number of hours worked by employees is not included in the U.S. Census of Retail Trades, one can conclude that the reduction in the number of employees in Gloucester City is consistent with the decline in the vitality of the City's retail activity. This underscores the need for upgrading the facades of businesses, developing an overall parking strategy for the downtown area, and undertaking and initiating a public-private partnership that would enhance the image of the retail establishments throughout the City, and particularly "Main Street" along the Broadway Commercial Corridor.

Simultaneously, consideration should also be given to implementing the Route 130 corridor plan, which would upgrade and redevelop the Starlight Theater district and enhance the surrounding corridor by improving signage and facades, consolidating access and egress, and generally providing a better "highway image" for the facilities along this vital regional highway.

Care should be taken, however, that the redevelopment of each area be mutually reinforcing and not competing.

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<sup>4</sup>The 1987 Census of Manufacturing is the most recent data available. The findings of the subsequent census conducted in 1992 are not yet available.

**FIGURE E-5**

**COMPARISON OF RETAIL TRADE EMPLOYMENT  
GLOUCESTER CITY AND CAMDEN COUNTY, 1987 AND 1992**

	1987 GLOUCESTER CITY	1992 GLOUCESTER CITY	% CHANGE GLOUCESTER CITY	1987 CAMDEN COUNTY	1992 CAMDEN COUNTY	% CHANGE CAMDEN COUNTY
# ESTABLISHMENTS	54	49	-9.3	2,950	2,810	-4.8
TOTAL SALES (in thousands)	\$38,849	\$35,138	-9.6	\$3,273,362	\$3,525,340	+7.7
AVG. SALES/ ESTABLISHMENT	\$719,426	\$717,102	-0.3	\$1,109,614	\$1,254,569	+13.1
# EMPLOYEES	467	357	-23.6	37,402	34,030	-9.0
AVG. # EMPLOYEES/ ESTABLISHMENT	8.6	7.3	-15.2	12.7	12.1	-4.7
ANNUAL PAYROLL (in thousands)	\$4,652	\$5,076	+9.1	\$392,887	\$450,529	+14.7
AVG. PAYROLL/ ESTABLISHMENT	\$86,148	\$103,592	+20.2	\$133,182	\$160,330	+20.4
AVG. PAY/EMPLOYEE	\$9,961	\$14,218	+42.7	\$10,487	\$13,226	+26.1

SOURCES: U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS,  
1987 CENSUS OF RETAIL TRADE, JULY 1989 AND 1992 CENSUS OF RETAIL TRADE, SEPTEMBER 1994  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (APRIL 1995)

*The reduction in the number of employees in Gloucester City from 1987 to 1992 is consistent with the decline in the vitality of the City's retail activity.*

## F. Changes in Private-Sector Establishment Employment

Figure E-6 measures the changes in private-sector employment in Gloucester City and Camden County in 1980 and from 1990 to 1992. This Figure shows that there was a slight increase (2.12%) in employment in Gloucester City from 1980 to 1990, compared to a sizable 23% increase in the County. Since then, there has been a steady decline in employment in both geographic areas. Although the percentage of employment loss is similar between the City and the County, the impact on the municipality is much more significant since the extent of job growth in the 1980s was not as great as the County's. The level of employment reported in Gloucester City in 1992 of 2,020 persons is less than the local employment reported in 1980 of 2,166. In comparing the total private-sector employment with Census figures on the types of employment, it is indicated that 35% of Gloucester City's employment is in the manufacturing sector and 18% is in the retail sector.

Increasing the level of employment in the manufacturing and retail sectors in Gloucester City will only be accomplished by aggressive proactive public-private ventures that will put inactive land back into the economic marketplace. This can be accomplished by the recommendations of the Strategic Plans proposed herein.

**FIGURE E-6**

### CHANGES IN PRIVATE SECTOR ESTABLISHMENT EMPLOYMENT<sup>5</sup> GLOUCESTER CITY AND CAMDEN COUNTY, NJ

YEAR	TOTAL PRIVATE EMPLOYMENT		CHANGE FROM PREVIOUS PERIOD	
	Gloucester City	Camden County	Gloucester City	Camden County
1980	2,166	139,365	--	--
1990	2,212	171,499	+2.12%	+23.1%
1991	2,078	158,829	-6.06%	-7.4%
1992	2,020	154,650	-2.80%	-2.6%

SOURCE: "ECONOMIC DATA FOR SOUTHERN NEW JERSEY," 29TH ED.,  
THOMAS P. HAMER, PH.D., DIRECTOR, ROWAN COLLEGE, SEPTEMBER 1994.

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*The continuous decline in private-sector establishment employment in Gloucester City since 1990 underscores the need for aggressive proactive public-private ventures that will put inactive land back into the economic marketplace.*

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<sup>5</sup>Private-sector employment covered by unemployment insurance.

### G. Forecasted Employment County-Wide by Sector

The New Jersey Department of Labor, Division of Labor, Market and Demographic Research projects that 83% of the jobs created in Camden County between the years 1992 and 2005 will be in the trade and services sectors.<sup>6</sup> The Department of Labor's outlook indicates that the professional/paraprofessional/technical occupations are expected to increase the fastest and have the greatest numeric advances during this period.

Comparable forecasts have been made by the Delaware Valley Regional Planning Commission (DVRPC). Figure E-7 displays the employment by sector county-wide forecasted by the DVRPC in its report entitled, *"Year 2020 County and Municipal Interim Population and Employment Forecast."* As reflected in this Figure, the employment sectors projected to grow through the first part of the 21st Century are the services, retail, wholesale, and finance, insurance, and real estate sectors. All other sectors are expected to remain relatively stable or decline through the year 2020.

Although not all sectors show growth as a proportion of county-wide employment, there will be an increase in the number of jobs in all sectors except agriculture and mining. This growth will occur because of the increase in the total number of persons employed in the county, with total employment forecasted to grow 16% by the year 2020, increasing to 264,584 persons. The overall employment growth is particularly important to the residents of Gloucester City since, as previously noted, much of the labor force is employed in the construction, manufacturing, and transportation/utilities sectors.

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<sup>6</sup>Southern Region Labor Market Review, New Jersey Department of Labor, Division of Labor, Market and Demographic Research, July 1994.

FIGURE E-7

**FORECASTED EMPLOYMENT BY SECTOR  
AS A PERCENT OF COUNTY-WIDE EMPLOYMENT, 1990-2020  
CAMDEN COUNTY, NJ**

SECTOR	1990	2000	2010	2020
Agriculture/Mining	.8%	.7%	.6%	0.5%
Construction	6.2%	5.9%	6.0%	5.9%
Manufacturing	12.9%	11.8%	11.5%	11.2%
Transportation/Utilities	4.4%	4.1%	4.1%	4.1%
Wholesale	7.7%	7.9%	8.1%	8.3%
Retail	18.0%	18.2%	18.3%	18.5%
Finance/Insurance/Real Estate	7.1%	7.0%	7.1%	7.3%
Services	30.0%	31.8%	31.8%	31.9%
Government: Federal/Military	2.1%	2.0%	1.9%	1.8%
Government: State/Local	10.9%	10.6%	10.6%	10.5%
<b>TOTAL EMPLOYMENT</b>	<b>227,933</b>	<b>241,861</b>	<b>253,866</b>	<b>254,584</b>

SOURCE: "YEAR 2020 COUNTY AND MUNICIPAL INTERIM POPULATION AND EMPLOYMENT FORECASTS,"  
DIRECTION 2020 REPORT #8, DELAWARE VALLEY REGIONAL PLANNING COMMISSION, JUNE 1993.  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (APRIL 1995)

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*Although all sectors do not show growth as a proportion of County-wide employment, there will be increases in the number of jobs in each sector (except agriculture and mining) based on growth of the number of employed persons.*

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### H. Forecasted Employment in Gloucester City

At a local level, the DVRPC forecasts some employment growth in Gloucester City to the year 2020. However, the forecasted employment increase of 9.8% is 40% less than that forecasted on a county-wide basis (16.3%). Figure E-8 displays the forecasted employment locally from the period 1990 through 2020. As shown in this Figure, local jobs are anticipated to grow between 2.5% and 4% per decade over this time period. It is important to note that the total employment reported from the 1990 Census (2,942 persons) is approximately one-third greater than the local employment reported previously on Figure E-5 (2,212 persons in 1990). This discrepancy can be attributed to the fact that the information from Figure E-6 deals only with private sector jobs where unemployment was paid, and does not include public or quasi-public jobs or employment where the employer was not covered by unemployment insurance.

**FIGURE E-8**

**FORECASTED EMPLOYMENT IN GLOUCESTER CITY, 1990-2020  
GLOUCESTER CITY, NJ**

YEAR	EMPLOYMENT	CHANGE FROM PREVIOUS PERIOD	CUMULATIVE CHANGE
1990	2,942	--	--
2000	3,058	+3.9%	+3.9%
2010	3,153	+3.1%	+7.2%
2020	3,231	+2.5%	+9.8%

SOURCE: "YEAR 2020 COUNTY AND MUNICIPAL INTERIM POPULATION AND EMPLOYMENT FORECASTS,"  
DIRECTION 2020 REPORT #8, DELAWARE VALLEY REGIONAL PLANNING COMMISSION, JUNE 1993.  
COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (APRIL 1995)

### III. STRATEGIC PLANS FOR DEVELOPMENT OF LAND IN GLOUCESTER CITY

As reflected in all the "official" projections and forecasts in the preceding section, the future growth and economic vitality of Gloucester City appears very limited if the City does nothing and remains the same. However, the initiation of pro-active, public-private ventures to develop sites in key locations of the City can result in a much brighter future for Gloucester City. This section of the Economic/Strategic Plan Element provides Strategic Plans for specific areas of land, both along the Delaware River shoreline and inland, as follows:

#### Shoreline Areas

- The Gloucester Point area -- An existing industrial area with access to the Delaware River and regional highways and a substantial amount of land suitable for redevelopment;
- The Holt Properties -- Both the existing port facilities on the Delaware River, which has over 300,000 s.f. of perishable storage and is the second largest facility in the Ports of Philadelphia and Camden, and the Holt property east of Broadway, which is either vacant or minimally utilized for the storage of trailers;
- The Riverfront Recreational District -- with active recreational facilities and upgrades to existing parks and open spaces;

#### Inland Areas

- The Starlight Theater Tract -- Approximately 19 acres of vacant land with frontage on Route 130 that was formerly occupied as a drive-in theater and is suitable for various redevelopment scenarios;
- The Broadway Commercial Corridor
- The Hunter Street Development -- A housing development located in the West Broadway section of the City.

Assessment of the City's land resources is a fundamental component of any economic plan, critical to determining their potential as part of a comprehensive redevelopment process.

Gloucester City is an older, built-up city whose industrial base was principally linked with the land uses along the Delaware River. As such, there is a limited amount of vacant land available suitable for economic development activities. Accordingly, any land that is available must be carefully evaluated and allocated for the appropriate uses consistent with market opportunities.

The land along the Delaware River is the key to the City's economic future. Over 82% of the linear footage along the river is dedicated for industrial use.<sup>7</sup> Of that amount, approximately 21.5% consists of the Holt properties which account for approximately 2,400 feet of the river's frontage. Another 1,700 feet is occupied by the Koch Fuel Company (15%) and the balance of 5,256 feet is occupied by Vanguard Vinyl, GAF Building Materials Corporation, AMSPEC Chemical Corporation, and GLO Titanium. These are the industrial owners of land currently along the water's edge, and of those, only AMSPEC is operational.

The balance of the shoreline, approximately 2,024 l.f. or 18%, consists of the site of the former Coast Guard Station (recently approved by the Zoning Board of Adjustment as a marina/restaurant complex), the Senior Citizens Complex, and Proprietor's Park. Collectively, these uses represent the only recreational and housing uses along the Delaware River.

The most important Strategic Plan presented here is for the Gloucester Point area. The other strategic areas, along the shoreline and inland, will follow directly after the Gloucester Point plan.

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<sup>7</sup>See Figure E-1, page ECON-4.

### **A. Gloucester Point Redevelopment Area Strategic Plan**

Gloucester Point is an approximately 190-acre area in the southwest corner of the City, generally bounded by Proprietor's Park, Jersey Avenue, Broadway, Little Timber Creek, Big Timber Creek, and the Delaware River. This area is characteristic of river-front industrial sites, which, like other urban waterfront land, has suffered from:

- Neglect and deterioration resulting from abandonment by major corporate entities;
- Changes in technology and port management;
- Environmental pollution and conditions resulting from manufacturing processes outlawed under current federal Environmental Protection Agency regulations;
- Obsolete configuration of lot layouts resulting in fragmented parcels;
- Obsolete pier configurations, and irregularly shaped lots not conducive to efficient allocation of land for modern port or manufacturing operations;
- Inadequate utility infrastructure to support the needs of new port and industrial development;
- Inadequate access by direct truck routes to and from the site.

These conditions have not prevented the City from effectively competing with other jurisdictions that offer more up-to-date facilities with easy access and compatible environmental conditions. To reverse this trend, the City must adopt an aggressive strategic plan and through various public actions, redevelop the area to a planned development that eliminates typical developer concerns of assemblage, adequate site size, availability of infrastructure, tax incentives, financing packages, a fast-track approval system, and site cleanup.

Figure E-9 identifies vacant land in Gloucester Point by tax block. The area listed in this table is based upon data obtained from the tax records of the City and an inspection of the proposed redevelopment site. It is estimated that approximately 75 acres of vacant land can be assembled in this area. Besides the vacant parcels, there are several properties in the Gloucester Point area currently occupied by vacant or outdated buildings that are suitable for inclusion into the redevelopment area. An example of properties that fall into this category is land owned by GAF Building Corporation which occupies a combined area of approximately 17 acres on Block 110 (6.7 acres) and Block 116.01 (10.3 acres).

Figure E-10 presents graphic examples of the building and land use conditions in Gloucester Point.

FIGURE E-9

**VACANT LAND AREA<sup>8</sup> BY TAX BLOCK IN THE GLOUCESTER POINT AREA  
GLOUCESTER CITY, NJ**

BLOCK #	VACANT LAND (IN ACRES)
101	0
100.01	0.17
102	0.85
104	1.38
105	0.73
107	1.24
110	21.92 <sup>9</sup>
111	1.80
112.01	0.0
113	0.0
114	0.50
115	0.03
116.01	0.41
119	0
120	40.80
120.01	0.0
120.02	0.0
120.03	0.76
121	0
122	0.31
0126	2.58
126.01	1.48
127	0.0
<b>TOTAL VACANT LAND</b>	<b>74.96</b>

COMPILED BY: PETER P. KARABASHIAN ASSOCIATES, INC. (JUNE 1995)

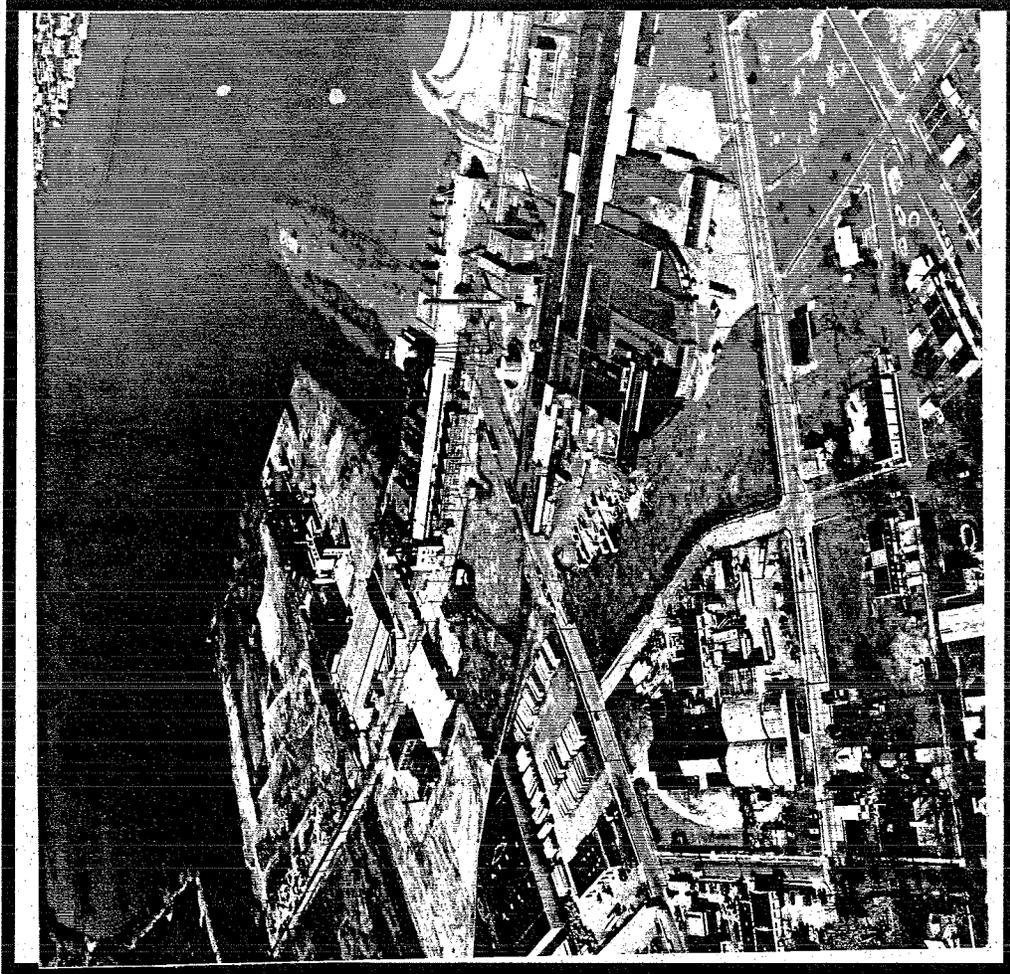
<sup>8</sup>Unless otherwise noted, the acreage identified for each block is based on the vacant parcels identified in the tax records of Gloucester City.

<sup>9</sup>The Paramount Communications (a.k.a. GLO-Titanium) property is recorded on the Tax List as a developed parcel, but all buildings have been demolished.

FIGURE E-10  
EXAMPLES OF EXISTING LAND USE CONFIGURATIONS IN THE GLOUCESTER POINT AREA  
GLOUCESTER, NJ



At left: Examples of existing irregular lot and building configurations



At right: Example of vacant land in Gloucester Point. Note the obsolete pier configuration at right center.

PHOTO BY: PETER P. KARABASHIAN ASSOCIATES, INC.

As noted, there are potentially 75 acres of vacant and reusable land in the Gloucester Point area. Figure E-11 shows the distribution of land resources in this immediate area. Environmental regulations governing wetlands and other conditions may lower the net developable area. Although at this time it is felt that most clean-up situations would allow continued industrial use of the land, further consideration must be given as to whether or not the fresh water wetlands within that area can be disturbed.

Figure E-12 is a copy of the New Jersey DEP Freshwater Wetlands Map of this area that shows the location of wetlands throughout the Gloucester Point District. Both NJDEP and federal regulations require development either to avoid these areas, or if there are no alternate sites or design options available, the impact of development must be mitigated through the creation of new wetlands or restoration of degraded areas. Fortunately, the city has several alternatives for the mitigation sites, therefore, the mitigation of these sites can be a consideration of the redevelopment plan.<sup>10</sup>

It is significant to note that of the total potential area of 179.3 acres of the Gloucester Point area, only 41 acres or 23% is currently occupied. The remaining balance of 138 acres can be redeveloped to produce an economic return for the City.

The mitigation of wetlands is not the only option for increasing land in the Gloucester Point area. Gloucester City is in the unique position of being able to increase the land area available for development by filling in portions of the Delaware River up to the pierhead line.

Figure E-13 reflects the tax map delineation, which shows that there is a significant amount of riparian area between existing land and the US pierhead line. The filling of this area would increase the land area of Gloucester City by over 28.5 acres and up to a maximum of approximately 42.75 acres if the riparian area of the Koch Oil property is also filled.

Although this is a major undertaking, it is consistent with the pattern of river-front expansion along the Delaware River by those communities that are part of the Camden-Philadelphia Port economy. The filling of riparian areas would create approximately 2,000 l.f. of pierhead edge to accommodate a variety of waterfront uses, principally cargo facilities and dockage facilities.

Expansion to the pierhead line has been achieved by the private sector in Gloucester City at the Holt property, which was filled to the pierhead line in the 1980s, allowing Holt to carry out a port operation consistent with the current technology of using ship-to-truck cargo containers lifted by giant cranes along the pierhead line.

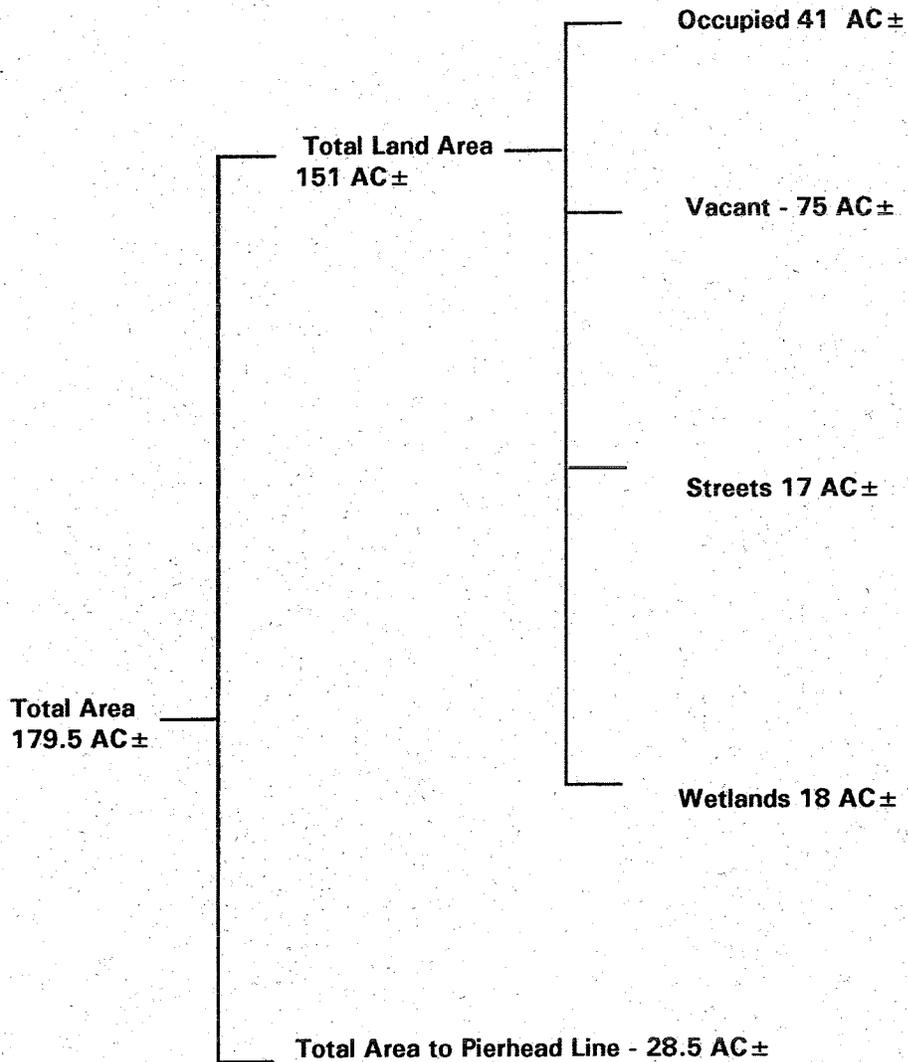
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The corridors along the south branch of Newton Creek and Little Timber Creek offer pockets of opportunity to create mitigation sites integrated into the open space along the banks of both streams. Not only would this increase the "green belt" characteristics of each of the stream corridors but also would provide an opportunity for the city to capitalize on relocating wetlands in critical industrial areas to locations as part of the city's green belt system.

FIGURE E-11

DISTRIBUTION OF LAND RESOURCES  
GLOUCESTER POINT AREA, GLOUCESTER CITY, NJ



SOURCE: PETER P. KARABASHIAN ASSOCIATES, INC.

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*Environmental regulations governing wetlands and other conditions may lower the net developable area.*

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FIGURE E-12

NEW JERSEY FRESHWATER WETLANDS MAP  
GLOUCESTER POINT, GLOUCESTER CITY, NJ

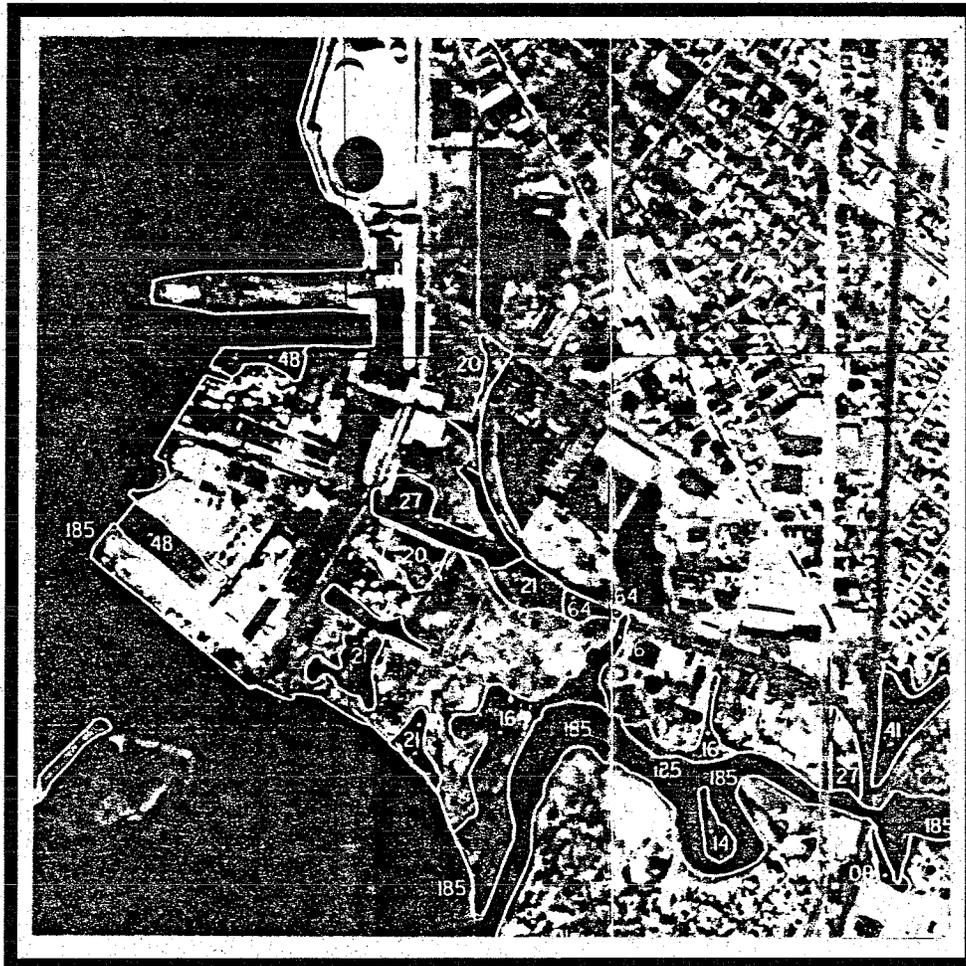


Photo by: Peter P. Karabashian Associates, Inc.

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*The wetland areas scattered throughout Gloucester City represent natural areas that require consideration. Use of these areas is prohibited by state and federal law except in special circumstances where wetlands may be used if they are replaced elsewhere.*

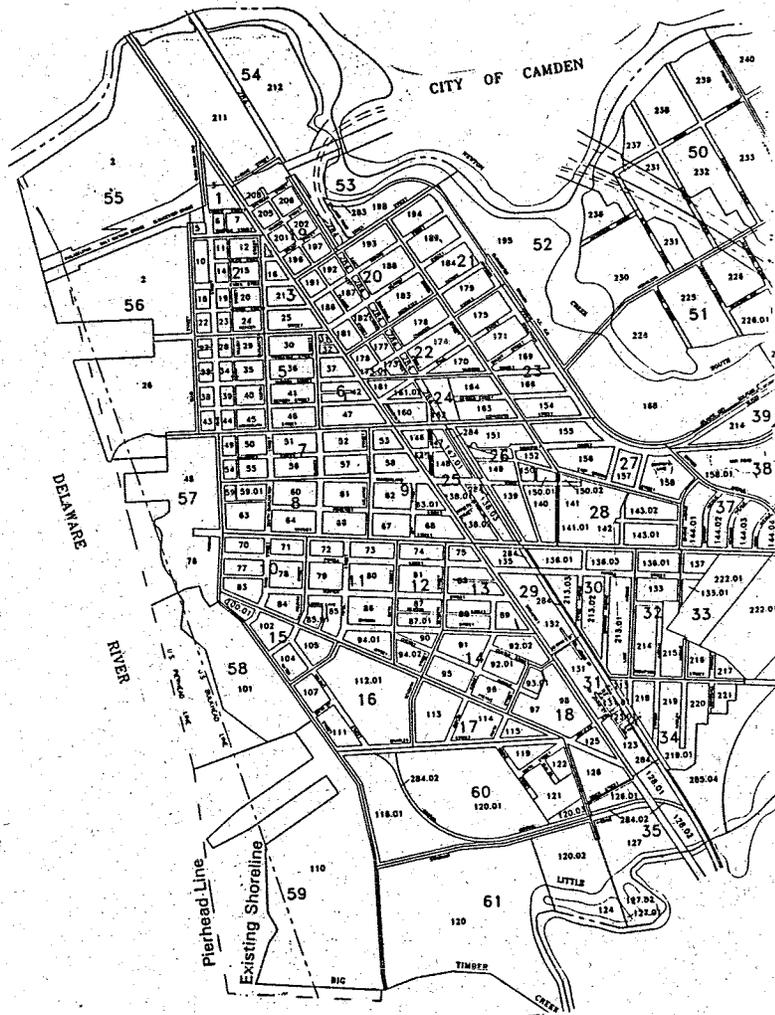
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The filling of the river to expand the land area in Gloucester Point to the pierhead line would be subject to extensive permitting requirements of both the state and federal governments. The process is permitted providing that any development of the area must be limited to water dependant uses. Water dependent uses are defined by NJDEP as that portion of the proposed use that cannot physically function without direct access to the body of water on which it is located. Applied to Gloucester City, these regulations would allow port activities for loading and unloading of vessels in the water and other similar water dependent uses. Warehouses associated with port development would have to be located behind the existing waters edge. Accordingly, the development plan can locate the warehouses on the existing land mass east of the existing pierhead line, allowing a dual function of both port facilities, warehousing, or assembly/manufacturing processes related to port activity.

The option of filling to the pierhead line in the Gloucester Point Redevelopment area is a major undertaking and should only be considered as a potential joint venture with private owners, the Delaware River Port Authority, the Camden County Economic Development Authority, and Gloucester City. The City, using its redevelopment powers, should strongly consider being the catalyst to launch the effort to create a multi-purpose port industrial commercial complex along the river within the designated redevelopment area.

FIGURE E-13

**RIPARIAN AREAS IN GLOUCESTER POINT  
GLOUCESTER CITY, NJ**




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*Riparian areas along the water's edge represent a form of ownership that will impact waterfront development. Knowing where they are is a crucial part of the planning process.*

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