

CITY OF GLOUCESTER CITY
REDEVELOPMENT AREA STUDY
AND
REDEVELOPMENT PLAN
OUR FILE #04-14-T-189

Coast Guard Redevelopment Area
~~GLOUCESTER POINT~~
(RAGEN BUILDING AND FORMER
U. S. COAST GUARD BASE)

MARCH, 1996

REMINGTON & VERNICK ENGINEERS
HADDONFIELD, NEW JERSEY


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REDEVELOPMENT AREA STUDY

GLOUCESTER POINT PROJECT AREA

A. Purpose of the Study

This study of the Gloucester Point Project Area was undertaken by the City of Gloucester City, Camden County, New Jersey in order to determine the feasibility of creating an area in need of redevelopment and whether those standards are present pertaining to said area as they affect the safety, health, morals, and general welfare of the community. This information is intended to aid the municipality in determining whether the Gloucester Point Project Area, as presently constituted, qualifies as a redevelopment area as defined in New Jersey Statute (N.J.S.A. 40A:12A-1 et seq).

B. Description of the Gloucester Point Project Area

The Gloucester Point Project Area is located along the Delaware River waterfront on the western end of the Gloucester City mainland. It is generally bounded on the west by the Delaware River and on the east by King Street, a municipal street and major north-south collector for the western half of the City. The northern boundary is roughly the rear property line of neighboring privately-held properties setback about 170 feet from Monmouth Street, except for the westernmost lot on which the Ragen Building now stands. The southern boundary is the Senior Citizen High Rise on Market Street. The boundaries of the project area are shown on the map herein included. The Gloucester Point project property is also known as Block 48, Lots 2 and 4 on the Gloucester City tax maps.

Significant neighboring uses include the southern port and cargo terminals in Philadelphia to the west, port and cargo facilities to the north, an older residential neighborhood and historic district to the east, and a senior citizen apartment complex and County park to the south.

The Gloucester Point Project Area contains approximately 8.40 acres of land area on two lots. The larger lot contains the former U. S. Coast Guard Station and several minor frame outbuildings on 7.95 acres. The second lot is developed with a small brick industrial building that fronts on Monmouth Street.

C. Description of the Redevelopment Program for the Gloucester Point Project Area

A redevelopment project is proposed to be undertaken for the Gloucester Point Project Area under the terms of applicable municipal, State and Federal laws. Under these laws, the component activities of a redevelopment project may include the acquisition of land, the rehabilitation of buildings, construction or reconstruction of utilities and other site improvements essential to the preparation of the site for uses in accordance with the redevelopment plan.

The project will consist of the redevelopment of these properties over a three to five year period. The redevelopment program may include rehabilitation of the former U. S. Coast Guard Station and the Ragen Building, depending upon the financial feasibility of such rehabilitations, in accordance with a Memorandum of Agreement (MoA) with the New Jersey Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation (ACHP).

D. Definition of the Term "Area in Need of Redevelopment"

The New Jersey Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-5) sets forth seven standards for evaluating a delineated area. When the conditions in an area of a municipality conform to any of the seven qualifications, that area can be properly designated as an Area in Need of Redevelopment by the Planning Board and the City Council. The seven statutory qualifications are quoted below from the Statute:

"A delineated area may be determined to be in need of redevelopment if after investigation, notice and hearing as provided . . . the governing body of the municipality by resolution concludes that within the delineated area any of the following conditions is found":

- (a) The generality of buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions;*
- (b) The discontinuance of the use of buildings previously used for commercial, manufacturing or industrial purposes, the abandonment of such buildings or the same being allowed to fall into so great a state of disrepair as to be untenable;*
- (c) Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land, which has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital;*

- (d) *Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community;*
- (e) *A growing or total lack of proper utilization of areas caused by the condition of the title, diverse ownership or the real property therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare.*
- (f) *Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.*
- (g) *In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zones Act" . . . the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment . . . for the purpose of granting tax exemptions within the enterprise zone district . . . or the adoption of a tax abatement and exemption ordinance The municipality shall not utilize any other redevelopment powers within the urban enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992, c. 79 (C. 40A) for determining that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.*

E. Applicability of State Statute to Area

The information gathered for this report is intended to assist the Planning Board to determine whether the Gloucester Point Project Area is described by at least one of the qualifications "(a)" through "(g)" mentioned in the previous section and is therefore an Area in Need of Redevelopment as the term is defined by the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-5). Standard "g" is not applicable to Gloucester City because the City does not include a State-designated Urban Enterprise Zone.

Based on review of the project area and the site and structures contained within this project area, it appears that the definition outlined in subparagraph (b) of the Statute is applicable for the former U. S. Coast Guard Base and subparagraph (d) of the Statute is applicable for the Ragen Building.

Specifically, the project area qualifies as an Area in Need of Redevelopment based upon the discontinuance and abandonment of the former U. S. Coast Guard Base in 1986 and its being allowed to fall into so great a state of disrepair as to render the property untenable. In addition, the Ragen Building is a dilapidated, obsolete, poorly lighted and ventilated, empty industrial structure and is detrimental to the safety, health, and welfare of the community.

The Base was abandoned in 1986 when the U. S. Coast Guard consolidated its Delaware River operations in Philadelphia. The building, which was originally constructed as a U. S. Immigration Station, is structurally sound. However, the building's antiquated plumbing, electrical, life-safety, and mechanical systems are obsolete and would need to be substantially reconditioned to bring it in compliance with existing building codes. In addition, the building has a substantial amount of hazardous lead paint and asbestos insulation which will need to be removed if the

building is to be re-used. Similar conditions exist, to a lesser degree, for the Ragen Building. The large majority of the former base property is vacant and underutilized. The Ragen Building is currently leased by the City from the Holt Cargo Storage Company and is vacant and underutilized. Both properties are also likely to contain underground storage tanks which will need to be removed by 1997 in compliance to State environmental clean-up laws.

Previous studies have indicated that the expenses needed to rehabilitate the former base could not be recaptured given the limited lease income for the Gloucester City real estate market. The base is listed on the National Register of Historic Places for its architectural significance and its historic significance associated with the development of U. S. immigration policy. The property is also significant archaeologically as the site of Native-American occupation and as one of the earlier European settlements in the region. The City has developed a Memorandum of Agreement with State and Federal historic preservation agencies which would permit demolition of the base and redevelopment of the land after thorough documentation of the building's features and proper archaeological exploration in the area to be developed. The Ragen Building has no documented historical or architectural significance.

The City's 1995 Master Plan indicated that the former base and the Ragen Building would be demolished so that new facilities for active watersport recreation, commercial-retail development, and restaurant uses would be redeveloped on the site. The Master Plan describes one alternative development scenario for the site, a rack storage marina facility and a waterfront restaurant. Demolition of the base building and the Ragen building are not critical to the redevelopment of the Gloucester Point Project Area, only a possible development scenario.

Redevelopment of the project area would permit the City to undertake the proposed redevelopment project as featured in the Economic/Strategic Plan Element in the adopted Master Plan. It would also allow the City to acquire the Ragen Building lot; to clear the area, construct streets, and install the necessary utilities and site improvements required for the planned redevelopment; to retain professional consultants, such as architects, engineers, and planners, to carry out the redevelopment project; to contract with public agencies or redevelopers to undertake this development; to lease or convey the property or improvements on this site, according to law; and to undertake other measures necessary or convenient to carry out the permitted powers of the designated redevelopment agency. The City Council shall be the designated redevelopment agency for the Gloucester Point Project Area.

REDEVELOPMENT PLAN

GLOUCESTER POINT REDEVELOPMENT AREA

The redevelopment plan for the Gloucester Point Project Area includes the following elements:

A. Planning and Implementation

1. Establish the City Council as the designated Redevelopment Agency for the project area.
2. Retain professional services, as required, to plan, develop, and approve the redevelopment plan, such as professional planners, engineers, architects, historic preservation specialists, archaeologists, financial consultants, and legal counsel.
3. Acquisition of the Ragen Building site.
4. Resubdivision of the project area, as may be required to undertake the proposed development.
5. Lease or sale of the property to a qualified redeveloper, according to law.

B. Infrastructure

1. Replacement of the combined sewer system with separate storm and sanitary sewers.
2. Replacement of the existing water supply mains and installation of new extensions, as required.
3. Street, traffic control, and drainage improvement of the accesses to King Street and Monmouth Street.

4. *Laying and opening of streets and pedestrian corridors for internal circulation on the project area site and associated drainage improvements.*
5. *Provision of electric and communication utilities to and within the project area site.*
6. *Improvement of frontages along and access to the Delaware River, including repair and replacement of the bulkhead, as required.*
7. *Extend a conservation easement for a recreational river walk and heritage trail, as identified in the Master Plan.*
8. *Removal and clean-up of any hazardous wastes or materials on the property including the removal of underground storage tanks, contaminated soil, and other wastes either on-site or within the buildings thereon.*

C. Redevelopment

1. *Construction of a mixed use commercial/recreational waterfront-related facility or facilities to include, but not limited to, office, commercial-retail, restaurant, water-related recreation, active community-oriented recreation, riverwalk and heritage trail, and other accessory uses related to those facilities, as part of an approved site redevelopment plan.*
2. *Rehabilitation or demolition of the U. S. Coast Guard facility, based upon the economic feasibility findings of experienced professional consultants and contractors in a manner acceptable to the Redevelopment Agency and the Memorandum of Agreement (MoA) with the New Jersey Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation (ACHP).*

3. *Rehabilitation or demolition of the Ragen Building, based upon the economic feasibility findings of experienced professional consultants and contractors in a manner acceptable to the Redevelopment Agency and the New Jersey Historic Preservation Office (SHPO), if the building is determine a significant historic resource by that office.*

Relationship to Local Objectives

The Redevelopment Plan is consistent with the Master Plan of Gloucester City in terms of land uses and density. The project will have a positive impact on adjoining uses by reinforcing efforts made by Gloucester City to improve the Gloucester Point Waterfront Area. The project compliments the existing recreational opportunities in the adjacent Proprietors Park and is in conformance with the Memorandum of Agreement (MoA) for the U. S. Coast Guard base.

Proposed Land Uses and Building Requirements in the Project Area

Land uses to be permitted in the redevelopment area should be limited or commercial-retail facilities, offices, restaurants, water-related recreation and support facilities, active community-oriented recreation, and a passive riverwalk/heritage trail and/or other accessory uses that would be an amenity to the community as specified in the Master Plan. Building requirements would be similar to those as stated in the current requirements for the Commercial-Residential-Office (Mixed Use) zoning district. The Zoning Ordinance is currently under review for conformance with the Master Plan, which was recently adopted January 24, 1996.

Relocation Efforts

The former U. S. Coast Guard Base is currently owned by the City and is vacant. The Ragen Building, which is owned by the Holt Cargo Storage Company, is on a 99 year lease to the City and is also vacant. No relocation measures are necessary to implement the Redevelopment Plan.

Property to be Acquired

In order to carry out and effectuate the terms of the redevelopment plan, the City of Gloucester City will acquire the land and buildings now known as the Ragen Building site (Block 48, Lot 4 on the Gloucester City tax maps). It is anticipated that the City of Gloucester City will enter into a contract with a redeveloper for undertaking of the redevelopment project pursuant to this redevelopment plan.

Relationship of Redevelopment Plan to Other Plans

The property-in-question is across the Delaware River from the City of Philadelphia, Pennsylvania. There is no significant relationship of this redevelopment plan to the master plans of contiguous municipalities. The project is also consistent with the land use plan of Camden County. The project is also consistent with the State Development and Redevelopment Plan policy objectives, particularly land use, housing, economic development, and intergovernmental coordination.

Relationship of Redevelopment Plan to Gloucester Zoning Ordinance and Master Plan

The Redevelopment Plan is consistent with the existing zoning ordinance uses and requirements for permitted and conditional uses in the Commercial-Residential-Office (CRO) district. Although water-related recreation and support facilities are not permitted or conditional uses in the CRO district, the Zoning Board of Appeals did grant a use ordinance for a marina and rack storage facility September 14, 1995. No revisions to the existing area and bulk requirements of the zoning ordinance are envisioned to implement the Redevelopment Plan.

Likewise, the Redevelopment Plan is consistent with the Gloucester City Master Plan regarding the overall statement of goals and objectives, land use element, economic/strategic plan element, utilities plan element, and conservation plan element.

APPENDICES

GLOUCESTER CITY

MASTER PLAN

DECEMBER 1995

Peter P. Karabashian Associates, Inc.

Professional Planners

GLOUCESTER CITY MASTER PLAN STATEMENT OF GOALS AND OBJECTIVES

Goal 1

To chart a course for Gloucester City to develop fiscal independence by carefully allocating its land resources and managing their development for the enhancement of the entire community.

Objective 1

Implement strategic plans at key locations designed to ensure that the limited land areas of the city are used to reestablish an economic base.

Objective 2

Identify the steps needed to implement specific strategic plan elements.

Objective 3

Demonstrate to state, regional and federal agencies how Gloucester City is maximizing its opportunities by following a defined pattern of rehabilitation and redevelopment in a process that is mutually inter related and self reinforcing thus making Gloucester City a proto-typical community worthy of being taken seriously by federal, state and private agencies that allocate financial resources.

Goal 2

Preserve and improve the local housing stock.

Objective 1

Promote home ownership.

Objective 2

Reduce densities west of Broadway:

Objective 3

Utilize Code Enforcement Officials to improve/maintain the quality of housing stock in the City.

Objective 4

Implement other techniques/programs to improve the quality of life in neighborhoods.

Goal 3

Maintain and assure the quality of the circulation system in Gloucester City.

Objective 1

Modify the existing one-way circulation system.

Objective 2

Increase on-street parking west of Broadway.

Objective 3

Provide neighborhood parking in the area west of Broadway to relieve congestion on narrow streets.

Objective 4

Implement a Broadway Corridor commercial parking program.

Objective 5

Implement truck routes to remove large vehicles from narrow streets that were not designed to serve a commercial function.

Goal 4

Improve the quantity and quality of recreational facilities in the City.

Objective 1

Provide additional recreation areas to serve neighborhood needs.

Objective 2

Expand the Newton Creek Recreation Complex.

Objective 3

Restore the Jersey Avenue recreation area.

Objective 4

Improve waterfront access in the Riverfront Recreation Development area.

Objective 5

Undertake improvements to the existing recreational facilities.

Goal 5

Provide for the preservation, conservation and utilization of natural resources in the City.

Objective 1

Promote access to the Delaware River for both passive and active recreational utilization.

Objective 2

Promote the preservation and utilization of open space corridors on Newton Creek and Little Timber Creek.

Objective 3

Create wetlands to mitigate the filling of areas in the Gloucester Point Redevelopment Area.

Objective 4

Promote enhancement of natural urban environment.

Objective 5

Reduce non-point source pollution.

Goal 6

Utilize community facilities as a focal point for improvements throughout the City.

Objective 1

Consider options for expanding the municipal building to accommodate employees displaced by the restoration of the train station.

Objective 2

Reuse "abandoned" schools for commercial or public/quasi-public uses supportive of the surrounding neighborhoods.

Objective 3

Relocate the public works facilities from the Gloucester Point Redevelopment area.

Goal 7

Undertake improvements as necessary to the existing utility systems.

Objective 1

Undertake improvements required to the combined sewer system so that discharges meet water quality standards.

Objective 2

Undertake utility improvements as needed throughout the City.

Goal 8

Identify, evaluate and implement measures to conserve, reuse, rehabilitate and protect the physical legacy of Gloucester City's past.

Objective 1

Protect historic resources.

Goal 9

Meet or exceed statewide recycling goals and expand the local scope of recycling.

Objective 1

To affirm the intent of the municipality to meet and exceed statewide goals and to expand the local scope of recycling.

Objective 1

Require recycling plans for new, larger developments.

Objective 2

Promote the recycling of food waste.

Objective 3

Expand or create public/private partnerships for recycling facilities.

Objective 4

Include recycled materials in road paving projects.

Objective 5

Establish a policy for the City requiring all departments and agencies to utilize materials manufactured from post consumer recycled products.

Goal 10

Adopt the goals and objectives of the Municipal Land Use Law.

GLOUCESTER CITY MASTER PLAN
LAND USE PLAN ELEMENT

Peter P. Karabashian Associates, Inc., Professional Planners
December 1995
Revised January 1996

LAND USE PLAN ELEMENT

I. INTRODUCTION

The land use plan is a tool used by the decision makers of the community to establish land use policies which are ultimately reflected in a map or plan that allocates land areas for a variety of uses permitted in the community.

Fundamentally, the Land Use Plan is a document governing the development in the community and should be referred to by both the Planning Board and the Zoning Board of Adjustment in their respective review of development proposals. In addition, the Land Use Plan serves as the basis for formulating the zoning districts in Gloucester City. Thus, the zoning map is a refinement of the Land Use Plan, translated into precise zoning districts. This document enables the Planning Board, Zoning Board of Adjustment and the City Council to comprehensively understand the allocation of land for residential, commercial, industrial and open space uses within the community.

II. RELATIONSHIP TO THE GOALS AND OBJECTIVES AND OTHER ELEMENTS OF THE MASTER PLAN

The Land Use Plan is one of the tools used by the Planning Board to implement the Statement of Goals and Objectives of the Master Plan. The uses and intensities incorporated on the Land Use Plan directly relate to the applicable land use policy recommendations set forth in the Goals and Objectives. Once adopted, the Land Use Plan serves as the basis for the Zoning Map, which translates the broad based recommendations of the Land Use Plan into precise districts and uses.

The Statement of Goals and Objectives summarizes the land use, financial and administrative recommendations of all the other elements of this Master Plan. These elements include:

- Historic Preservation Plan
- Economic/Strategic Plan
- Housing Plan
- Circulation Plan
- Community Facilities Plan
- Recreation Plan
- Utilities Plan
- Conservation Plan
- Recycling Plan

Thus, the adoption of the Land Use Plan not only implements the Statement of Goals and Objectives but it also serves to implement the recommendations of the

III. PROPOSED FUTURE LAND USES

As noted previously, the Land Use Plan serves as the basis for formulating specific zoning district and land use regulations. In 1995, Gloucester City's Land Use Plan establishes the general categories of uses identified on Figure LU-1, entitled "Strategic Plan - Land Use Plan"¹. Many of the land use categories are compatible with the existing uses allowed in the Gloucester City Land Use Regulations. The Plan does depart from the existing pattern of uses in key areas that are essential to the revitalization of Gloucester City. The Land Use categories recommended on the Strategic Plan - Land Use Plan consist of:

- Port / Industrial - this designation focuses on the area around the existing Holt facilities. Port, industrial, and compatible commercial uses are recommended;
- Riverfront Recreation Area - focuses on the core of the Delaware River waterfront and include the former Coast Guard Station Property, the Gloucestertowne apartments (senior citizens complex) Proprietors Park and adjacent land on the east side of King Street. Public/private recreation and commercial development are recommended in this area;
- Port/Industrial Redevelopment Area - this designation encompasses the Gloucester Point area (bounded by Proprietors Park, Jersey Avenue and Little Timber Creek). This area is proposed for redevelopment as port, industrial, and compatible commercial use;
- Highway Commercial - Located along US Route 130, this area is propose for traditional highway oriented commercial uses;
- Retail Commercial - This category includes the Broadway Corridor Redevelopment Area which is the heart of the traditional downtown commercial district. Retail commercial uses compatible with the existing character of the area are recommended;
- Starlight Theater Redevelopment Area - This is a subarea of the Highway Commercial designation that focused around a former drive in theater. The redevelopment options for this area include highway commercial, lifecare and public use;

¹ Figure LU-1 is a 300ft. scale aerial photograph of Gloucester City on which the Land Use Plan recommendations are superimposed.

- Residential Moderate Density - this area encompasses the West Broadway neighborhood and recommends a general reduction in density to achieve a moderate intensity of residential development (8-15 du/ac);
- Hunter Street Redevelopment Area - A subarea of the Residential Moderate Intensity area that is currently proposed to be developed as a 55 unit intergenerational housing development. Recommended as a moderate-high density residential area (8-24 du/ac);
- Historic District - This area, which is designated by ordinance, is a subarea of the Residential Moderate Intensity area and is recommended for a moderate intensity of residential development (8-15 du/ac);
- Low Density Residential - This area encompasses the balance of the residential area East Broadway to the eastern boundary of the City and recommends maintaining a pattern of low density residential development(4-8 du/ac);
- Newton Creek Greenbelt/ Recreation Complex - This area encompasses the existing park and recreation facilities long the south shore of Newton Creek. An increase in the recreation opportunities;
- Newton Creek Greenbelt Expansion - Expands the public open space to the area on the north shore of Newton Creek as an natural area with interpretive trails;
- Educational Facilities - Existing public and private elementary and high schools;
- Public Land To Be Evaluated for Future Public-Private Use - This area consists of unused school lands located on Little Timber Creek. The future use of this area is to be determined based on surrounding land uses and future school needs.

IV. STATEMENT OF THE STANDARDS OF POPULATION DENSITY AND DEVELOPMENT INTENSITY

As is pointed out throughout this Master Plan, Gloucester City is a community with a long history. The Historic Preservation Plan points out that much of the West Broadway area could qualify for inclusion on the National/State Historic Registers with a "theme" of Late 19th Century Industrial City. Unfortunately this development pattern now results in cars, trucks and busses using a street system designed for horse and buggy and pedestrian traffic resulting in a state of congestion.

A consistent theme throughout this document is the need to take appropriate steps to reduce congestion. The Housing Plan specifically identifies the need to reduce densities in the area west of Broadway and to improve the quality of housing stock throughout the city. Accordingly, the densities recommended in the Land Use Plan for the West Broadway area (8-15 du/ac) have been established to advance the objective of reducing density and congestion while maintaining the character of the area.

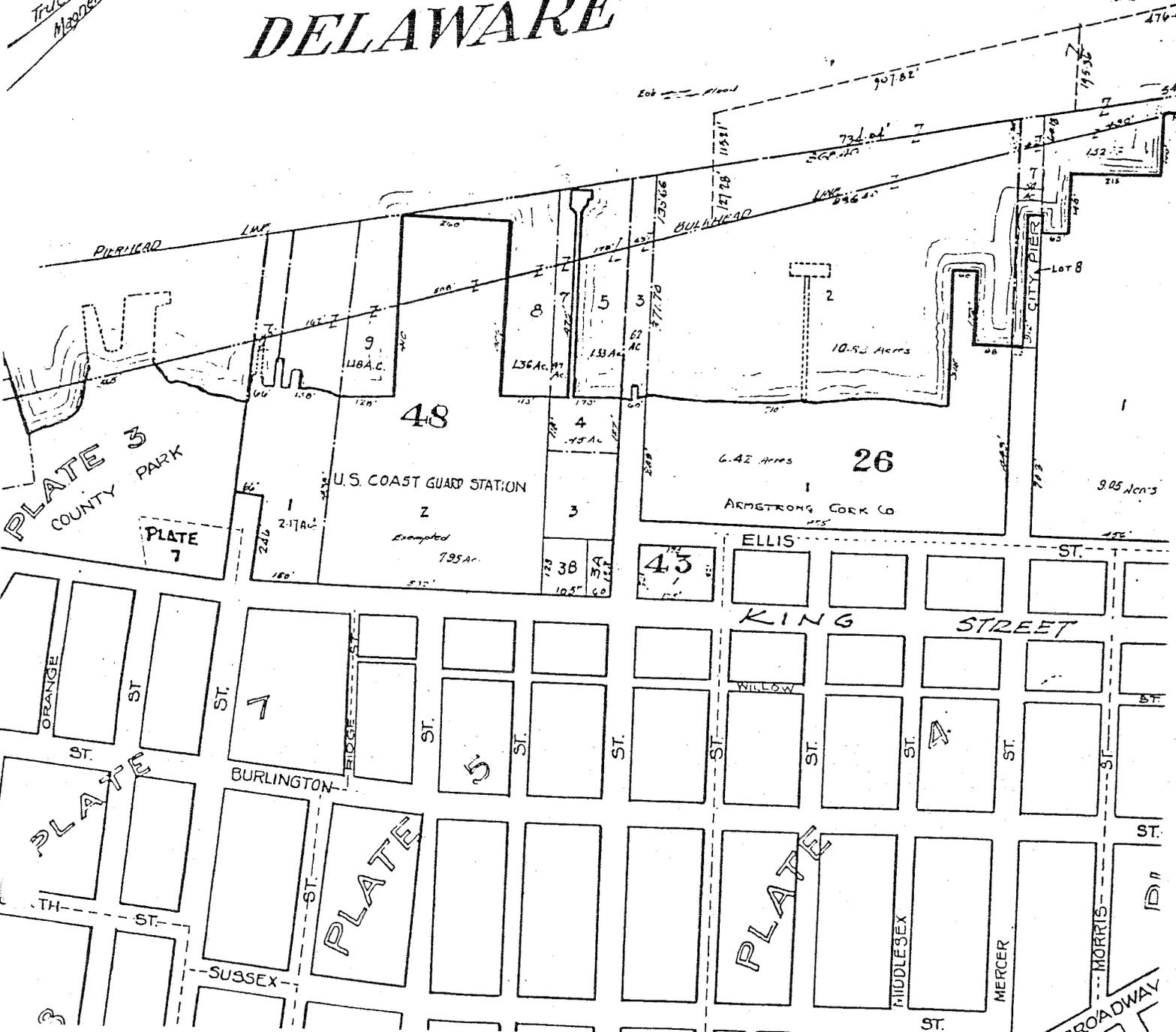
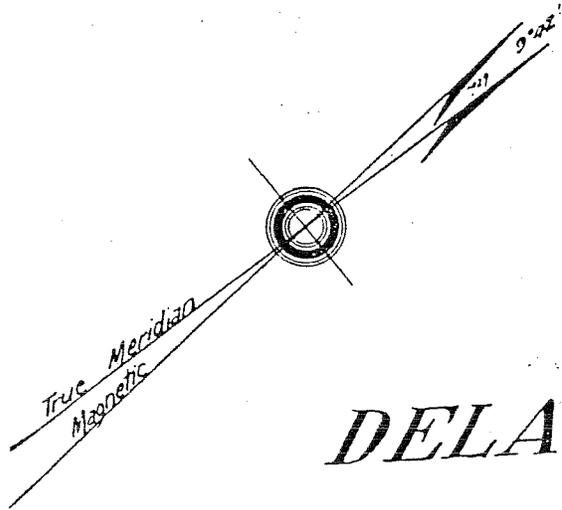
Much of the East Broadway area was developed at lower densities than West Broadway. Accordingly, the densities recommended in this area are lower (4-8 du/ac).

MAP OF REDEVELOPMENT AREA

APPENDIX C
MAP OF REDEVELOPMENT AREA

Gloucester Point Project Area
Block 48, Lots 2 and 4
Gloucester City, New Jersey

DELAWARE



MEMORANDUM OF AGREEMENT (MoA)
BETWEEN
CITY OF GLOUCESTER CITY, NEW JERSEY (CITY),
NEW JERSEY HISTORIC PRESERVATION OFFICE (SHPO),
AND THE
ADVISORY COUNCIL ON HISTORIC PRESERVATION (ACHP)

APPENDIX D

MEMORANDUM OF UNDERSTANDING
SUBMITTED TO THE ADVISORY COUNCIL ON
HISTORIC PRESERVATION
REGARDING THE DEMOLITION OF THE
FORMER U. S. IMMIGRATION STATION DETENTION CENTER AND
FUTURE TREATMENT OF ARCHEOLOGICAL
RESOURCES ON THE SITE
GLOUCESTER CITY, NEW JERSEY

WHEREAS, Gloucester City has requested approval of its plans for the development of the City-owned former Immigration Station Detention Center Site (also the former Coast Guard Station) by Gloucester Point, Inc.; and

WHEREAS, The City's request is pursuant to a Historic Preservation Covenant which was included in the deed when the Coast Guard transferred the property to the City in March of 1991. The covenant calls for preservation and maintenance of "the structures and archeological resources" on the site "in accordance with plans approved in writing by the State .. Historic Preservation Officer;" and

WHEREAS, the proposed development plans call for the demolition of the 1912 Immigration Station Detention Center Building and construction of a marina, parking lot, and boat storage facility, and anticipates future construction of shops and a restaurant on the pier; and

WHEREAS, The Deputy State Historic Preservation Officer in consultation with the Coast Guard, and the City, and based on documentation submitted by the Coast Guard and further research by the Historic Preservation Office, found that both the archeological remains of the site are eligible for listing on the National Register of Historic Places. Details as follows:

The two archeological site components, the eighteenth century Ellis Property and the multi-component prehistoric site as demarcated in the Cultural Resource Report (prepared by Louis Berger, Inc. and dated July 1994) in figure 9.1 are eligible for inclusion in the National Register for Historic Places under Criteria "A" and "D."

The building which was designed and built in response to an extremely important aspect of American as well as regional history - immigration - and used as an internment center for national security during wartime is significant and eligible for listing on the National Register under Criterion "A."

WHEREAS, the desired demolition is in contradiction to the terms of the covenant;
and

WHEREAS, the City has consulted with the Historic Preservation Office (HPO) to change the terms of the covenant and is hereby seeking the concurrence of the Advisory Council on Historic Preservation per Stipulation four of the covenant; and

WHEREAS, based on the information submitted to the HPO (received 4/5/95) by M. James Maley, Jr. on behalf of the City, it is clear that since the time of the site's transfer to the City, the City made a considerable effort to re-develop its waterfront and in particular the centerpiece property at the former Coast Guard Station. Documentation indicates a municipal commitment to and investment in market and design studies that anticipated re-use and rehabilitation of the former Coast Guard building as well as revitalization of the surrounding waterfront with new functions and amenities.

WHEREAS, according to the City Attorney, the City's requests for redevelopment proposals that include the rehabilitation of the building have yielded no viable proposals to date and the most likely and viable re-use option - the rehabilitation into City Offices - has proved infeasible; and

WHEREAS, the present proposal represents a realistic opportunity for a development that would provide economic stability and community benefit to the City's waterfront, and it is reasonable for the City to allow the demolition of the building in order to take advantage of this opportunity; and

NOW, THEREFORE, the City and the HPO in an effort to avoid the possibility of losing the historic resource prematurely, to protect the archeological remains and to mitigate the potential loss of significant resources to City, regional, and National history have agreed to the following stipulations:

STIPULATIONS

1. The HPO hereby grants its permission for the demolition of the existing buildings upon the occurrence of the following specific conditions:

- a. A fully executed lease agreement for the development of the site is delivered to the HPO; and
- b. A certified copy of a Resolution granting Preliminary Site Plan approval for the development of the area on the site now occupied by existing structures is delivered to the HPO; and
- c. A letter of financing commitment for the new development proposed in the Preliminary Site Plan approval Resolution is delivered to the HPO; and

- d. a Demolition Plan, which outlines how archeologically sensitive areas will be avoided during demolition, is approved by the HPO. (If portions of the site cannot be avoided, the Plan shall address archeological data recovery.)
 - e. a Construction Plan, which outlines how archaeologically sensitive areas will be avoided during construction activity, is approved by the HPO (if portions of the site cannot be avoided, the Plan shall address archeological data recovery); and
 - f. a copy of the Performance Bond for the construction of the development is delivered to the HPO.
2. Upon satisfaction of the conditions set forth in Stipulation #1, the existing deed restrictions shall be deemed expired and replaced with the following restrictions and the HPO shall execute and transmit to the City a revised covenant containing the following deed restrictions only:
- a. The Grantee shall preserve and maintain archeological Sites, as shown on the attached map, in order to preserve and enhance those characteristics that make the sites eligible for the National Register of Historic Places.
 - b. No disturbance of the ground surface, new construction or construction related activity shall be undertaken or permitted to be undertaken on or adjacent to Archeological Sites without the express prior written permission of the New Jersey SHPO, signed by a fully authorized representative thereof.
 - c. Should the New Jersey SHPO require, as a condition of granting permission of disturbance of archeological areas, that the Grantee conduct archeological data recovery operations or other activities designed to mitigate any adverse effects of such disturbance, the Grantee shall, at its own expense, conduct such activities in accordance with the Secretary of the Interior's Standards and Guidelines for Archeological Documentation and such other standards and guidelines as the New Jersey SHPO may specify. Such standards and guidelines may address research design, field work, analysis, preparation and dissemination of reports, and disposition of artifacts and other materials.
 - d. A plan shall be developed with professional archeological input which will establish an agreed upon procedure for human burial discoveries outside the two areas identified as National Register eligible in the cultural resource survey report (figure #9.1), for use during all subsequent ground disturbing activity at the site.

The plan shall provide for: 1) identification of the chain of command to provide the authority to stop work in the discovery area; 2) appropriate legal and cultural group notification and consultation; and 3) in the case of prehistoric burials (as determined appropriate by the HPO after consultation with the HPO and the appropriate cultural group(s) - archeological excavation, analysis, reporting, and reburial.

e. The terms of the covenant may be amended for good cause by the HPO with the consultation and concurrence of the ACHP.

3. Within two years of the completion of construction for development of the site:

a. The City shall collect all written research materials and conditions assessments, historic and current photographs, and copies of original architectural plans and drawings available to date regarding the Immigration Station Detention Center. The City shall make four copies of the collection on archivally stable paper.

b. The City shall develop a written history of the underdocumented use of the building during both World Wars as an internment center for "enemy aliens." This history shall include additional research on the context of internment of enemy aliens in the Northeast and Mid-Atlantic coastal region and provide a list of known sites and how they were used. The history should provide a clear picture of how the Gloucester City Immigration Station Detention Center was used (i.e., who was interned there, why, and for how long) and what impact the internment center had on Japanese, German, and Italian families in the Delaware Valley. The history shall include any appropriate historic and current photographs or maps as well as a bibliography for the history of wartime internment on the east coast. The City shall make four copies of the history report on archivally stable paper.

c. The City shall place each copy of the collection (per Stipulation #3) and the report of internment history (per Stipulation #4) in the archivally stable container and submit one copy each to: the Balch Institute for Ethnic Studies in Philadelphia, the State Library, the HPO, and a local repository to be chosen by the City in consultation with its Historic Preservation Commission.

d. The City shall design and prepare an interpretive exhibit presenting the history of the site using the collected materials from Stipulation #3, the internment history developed pursuant to Stipulation #4 as well as other available sources of information regarding the earlier history of the site and its archeological significance. The interpretive exhibit of a design approved

by the SHPO and the local Historic Preservation Commission shall be prepared for permanent public display in the newly created development or in the nearby Proprietor's Park.

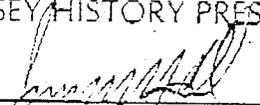
e. The exhibit shall be put in place and all the required research completed within two years of the completion of construction for development of the site.

f. The City shall ensure that all historic research and interpretive exhibit planning carried out pursuant to this agreement is carried out by or under the direct supervision of a person or persons meeting at the minimum the Secretary of the Interior's Professional Qualification Standards for History (copy attached).

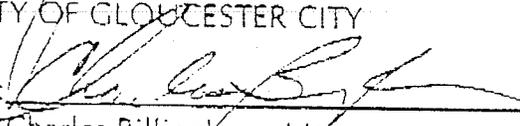
4. At any time during implementation of the measures stipulated in this agreement, should an objection to any such measure be raised by a member of the public or if unforeseen problems arise in carrying out the terms of the agreement, the City shall take the objection or problem into account and consult as necessary with the objecting party if applicable, the SHPO, others as needed, and the Council if necessary to resolve the objection or problem.

Execution of this Memorandum of Understanding by the City and the SHPO, its subsequent acceptance by the Council, and implementation of its terms, shall provide authorization for amending the covenant as stipulated above.

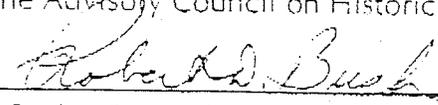
NEW JERSEY HISTORY PRESERVATION OFFICE (SHPO)

By:  Date: 7/14/95
James F. Hall, Deputy State History Preservation Officer

CITY OF GLOUCESTER CITY

By:  Date: 8/30/95
Charles Billingham, Mayor

ACCEPTED for the Advisory Council on Historic Preservation

By:  Date: 2-1-96
Robert D. Bush Executive Director