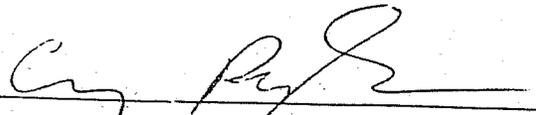


CITY OF GLOUCESTER CITY
REDEVELOPMENT AREA STUDY
AND
REDEVELOPMENT PLAN
OUR FILE #04-14-T-194

SIXTH STREET PROJECT AREA
(BETWEEN JERSEY AND POWELL STREETS)

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REDEVELOPMENT AREA STUDY

SIXTH STREET PROJECT AREA

A. Purpose of the Study

This study of the Sixth Street 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 Sixth Street 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 Sixth Street Project Area

The Sixth Street Project Area is situated in the south central section of the West Broadway District of Gloucester City. It is generally bounded on the north, east, and west by older residential neighborhoods and to the south by an industrial district. The boundaries of the project area are shown on the map herein included. The Sixth Street Project Area property is also known as Block 80, Lots 1-12, 22-28, 39, and 45-46, Block 86, Lots 1-26, 42, and 43, and Block 94.01, Lots 1 and 7-22 on the Gloucester City tax maps. There are no major significant residential or non-residential uses in the immediate vicinity.

The Sixth Street Project Area contains approximately four and one-half acres on portions of three city blocks defined by Sixth Street to the west, Powell Street to the north, and Jersey Avenue to the south, including all of the City owned property west of Sixth Street to Fifth Street. Division and Hunter Streets are also included within the project area. The project area is also known as the Jersey Avenue Courts, between Jersey Avenue and Division Street, and the Hunter Street Development Area, between Division and Powell Streets. The lots are currently vacant and owned by the City. One abandoned garage structure sits on Block 86. Block 94.01 is currently undergoing hazardous materials abatement by Public Service Electric and Gas (P.S.E.&G.). It formerly included tennis courts and an outdoor hockey rink.

C. Description of the Redevelopment Program for the Sixth Street Project Area

A redevelopment project is proposed to be undertaken for the Sixth Street 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 construction of approximately 55 residential housing units for senior citizens and intergenerational residents with off-street parking spaces and the development of a community center containing management offices and community support services.

In the event that the City is unable to obtain all the required funding for the development of this project, it is recommended that the City consider selling this land to private developers for the construction of single-family, detached or duplex units as currently permitted under the Zoning Ordinance. Based on the minimum lot dimensions of the Ordinance, it is estimated that between 18 to 24 dwelling units could be constructed on this parcel.

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;

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).

LOCATION MAP

SIXTH STREET REDEVELOPMENT AREA

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.

- (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 Sixth Street 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.

Specifically, the project area qualifies as an Area in Need of Redevelopment based upon the discontinuance and abandonment of several manufacturing and utility facilities. These factories and plants had been abandoned for several years and were allowed to fall into so great a state of disrepair as to render them untenable. The abandoned buildings were the object of numerous acts of vandalism and fires. After a series of fires in 1994 and 1995, most of the structures were demolished and removed in the summer of 1995 to protect the public health and safety. The properties have been acquired by the City. The clearing of these portions of Blocks 80, 86, and 94.01 does not disqualify the project area from being found an area in need of redevelopment as this work was done to remove the building ruins and to prevent future fires from occurring.

The City's 1996 Master Plan has indicated that the properties on Blocks 80 and 86 should be redeveloped for residential housing, compatible with the surrounding neighborhood, and that the properties on Block 94.01 be redeveloped as a community center with management offices and community support services. The housing would be developed for senior citizens and intergenerational residents, as part of the Master Plan's Housing Element.

Redevelopment of the project area would permit the City to undertake the proposed redevelopment project as featured in the Land Use, Housing, Recreation, and Economic/Strategic Plan Elements in the adopted Master Plan. It would also allow the City to clear the area, improve streets and construct off-street parking areas, and install the necessary utilities and site improvements required for the planned redevelopment; to retain professional consultants, such as legal, financial, and environmental consultants, architects, engineers, planners, and landscape architects, 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 Sixth Street Project Area.

REDEVELOPMENT PLAN

SIXTH STREET REDEVELOPMENT AREA

The redevelopment plan for the Sixth Street 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, landscape architects, environmental consultants, financial consultants, legal counsel, etc.*
- 3. Resubdivision of the project area, as may be required, to undertake the proposed development.*
- 4. 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 improvements along Jersey Avenue and Sixth, Powell, Hunter, and Division Streets, as required.*

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. *Streetscape improvement of the Jersey Avenue frontage in concert with the redevelopment of the industrial park south of Jersey Avenue.*
7. *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 approximately 55 residential units for senior citizen and intergenerational residents of the City with off-street parking, landscaping and interior pedestrian walkways, and a community center with a management office and community support services, in accordance with the Master Plan.*
2. *In the event that the City is unable to obtain all the required funding for the development of this project, it is recommended that the City consider selling this land to private developers for the construction of single-family, detached or duplex units as currently permitted under the Zoning Ordinance. Based on the minimum lot dimensions of the Ordinance, it is estimated that between 18 to 24 dwelling units could be constructed on this parcel.*

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 West Broadway neighborhood district.

Proposed Land Uses and Building Requirements in the Project Area

Land uses to be permitted in the redevelopment area should be limited to housing for senior citizen and intergenerational residents, off-street parking, landscaping, and a community center with management and support offices, as specified in the Master Plan. Building requirements would be similar to those as stated in the current requirements for the R-Medium Residential zoning district. The Zoning Ordinance is currently under review for conformance with the Master Plan, which was recently adopted January 24, 1996.

In the event that the City is unable to obtain all the required funding for the development of this project, it is recommended that the City consider selling this land to private developers for the construction of single-family, detached or duplex units as currently permitted under the Zoning Ordinance. Based on the minimum lot dimensions of the Ordinance, it is estimated that between 18 to 24 dwelling units could be constructed on this parcel.

Property to be Acquired

All of the property proposed to be redeveloped under this plan is owned by the City of Gloucester City. Therefore, no additional property is to be acquired.

Relocation Efforts

All of the property proposed to be redeveloped under this plan is unoccupied and owned by the City of Gloucester City. Therefore, no relocation of residents, businesses, or property owners is necessary.

Relationship of Redevelopment Plan to Other Plans

The property-in-question is in the south central portion of the West Broadway residential neighborhood of Gloucester City. There is no significant relationship of this redevelopment plan to the master plans of contiguous municipalities. The redevelopment of this property is included as a key objective in the Land Use, Housing, Recreation, and Economic/Strategic Plan Elements of the City's adopted 1996 Master Plan. The project is also consistent with the land use plan of Camden County. The project is consistent with the State Development and Redevelopment Plan policy objectives, particularly land use, housing, recreation, and economic development.

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 R-Medium Residential (R-MED) district. A conceptual design plan, prepared in February, 1996 by Kitchen & Associates, of Westmont, New Jersey, indicated that proposed townhouses, community center, and off-street parking could be provided in general conformance with the Zoning Ordinance. Due to the compact nature of the site and the nature of the development for senior citizens and intergenerational residents, a variance from the off-street vehicular parking requirement may be necessary to achieve the proposed density. 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

SIXTH STREET REDEVELOPMENT AREA

GLOUCESTER CITY MASTER PLAN
STATEMENT OF GOALS AND OBJECTIVES

Peter P. Karabashian Associates, Inc., Professional Planners

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