
**PRELIMINARY INVESTIGATION
&
REDEVELOPMENT PLAN**

**GLOUCESTER CITY
CAMDEN COUNTY, NEW JERSEY**

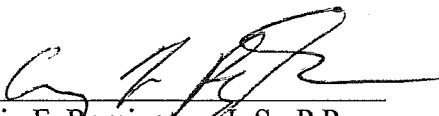
SOUTHPORT RE-EVALUATION

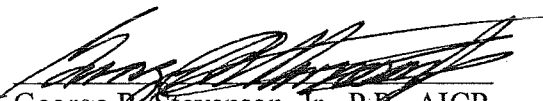
Blocks 110, 111, 116.01, 120, 120.02, 120.03, 124, 126, 126.01, 127



Remington & Vernick Engineers, Inc.
232 Kings Highway East
Haddonfield, New Jersey 08033

August 2004


Craig F. Remington, L.S., P.P.,
Vice President
License #1877


George R. Stevenson, Jr., P.P., AICP
License #5487

Mayor

Thomas J. Kilcourse

Members of Council

William R. Hagan, Sr.

Anthony Kormann

Raymond F. Coxe

Elsie Loebell

Patrick J. Keating

Jean L. Kaye

Planning Board

Raymond W. Coxe

Jean Kaye

Edward Gorman

John Bisconti

Robert Dewechter

Tracy Walters

Walter W. Jost

Ralph Randolph

Jess Torres

Ronald Pollander

Chris Kusmanick

Daniel O'Brien

Michael Smollock

City Administrator

Debra A. Fourre

City Clerk

Paul J. Kain

City Solicitor

M. James Maley, Jr.

Planning Board Solicitor

Barry Beran

Planning Board Secretary

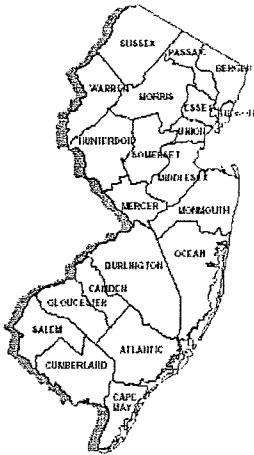
Paul J. Kain

EXECUTIVE SUMMARY

As an initiative to redevelop the Southport area, the City of Gloucester through adoption of resolution #R 114-2004 authorized the City's Planning Board to conduct a re-evaluation and investigation for a portion of the previously established Southport redevelopment area. The Planning Board subsequently commissioned Remington and Vernick Engineers, licensed professional planners in the State of New Jersey, to undertake the re-evaluation and investigation on its behalf. The study area is located within three different zoning classifications, including the Port Planned Industrial Zone, the Business Industrial Zone, and the Retail, Commercial, and Services Zone. The study area is located along the Delaware River and includes within its area both piers and riparian areas. It also lies within the City's Urban Enterprise Zone and is classified by the New Jersey State Development and Redevelopment Plan as part of the Metropolitan Planning Area (PA-1) and as a Designated Center. A number of buildings that were once located within the study area have been demolished and a portion of its developed area is currently undergoing environmental remediation related to contamination of various types.

The Preliminary Investigation detailed herein revealed that the existing conditions of the site qualify it for redevelopment designation eligibility under criteria 'a,' 'b,' 'c,' 'd,' 'e,' 'g,' and 'h.'

The study and plan were prepared in consultation with City Officials, and references their goals for waterfront development, which include ensuring public access to the Delaware River, the development of a mix of uses in the study area, and the design of buildings and facilities that create a smooth transition to adjacent neighborhoods.



Part I: Preliminary Investigation

- I. INTRODUCTION
- II. REDEVELOPMENT PROCESS
- III. OVERVIEW
- IV. POPULATION & EMPLOYMENT TRENDS
- V. STUDY AREA
- VI. MAPS OF STUDY AREA
- VII. STATUTORY CRITERIA
- VIII. APPLICABILITY OF STATUTORY CRITERIA
- IX. CONCLUSION
- X. APPENDIX: Known Contaminated Sites Information

I. INTRODUCTION

The Gloucester City Southport Redevelopment Area was declared an Area in Need of Redevelopment, and a plan adopted, as memorialized by Resolution #11-97, passed by the Gloucester City Council and Mayor. Since that declaration and adoption of a plan, the city has not yet achieved its development objectives for the area. Therefore, the City expressed a desire to re-evaluate a portion of that original study area in order to determine if it has maintained its redevelopment eligibility, and further to re-define the types of development envisioned by the redevelopment plan for the area.

As an initiative to re-evaluate a portion of the original Southport Planning Area, the Gloucester City Council, through the adoption of resolution #R 114-2004, authorized the City's Planning Board to conduct a Preliminary Redevelopment Investigation to determine whether the area of the City designated as the study area –

Block 110 Lots 1, 2, 2.01, 3, 3.01, 3.02, 4, 5, 6, 7, 7.01, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20;

Block 111 Lot 1;

Block 116.01 Lots 14, 14.01, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 61, 62, 63, 64, 65, 66, 67;

Block 120 Lots 1, 2, 4, 5, 6;

Block 120.02 Lots 1, 1.01;

Block 120.03 Lot 2;

Block 124 Lots 2, 3;

Block 126 Lots 1, 2, 3, 4;

Block 126.01 Lots 1, 1.01, 2, 3, 4, 5, 5.01, 6, 7;

Block 127 Lots 1, 2

– qualifies under the statutory criteria to continue to be a redevelopment area. The Planning Board commissioned Remington and Vernick Engineers, licensed professional planners in the State of New Jersey, to undertake the Preliminary Redevelopment Investigation on its behalf.

The study was conducted in accordance with the Local Redevelopment and Housing Law. Enacted in 1992, the *Local Redevelopment and Housing Law* P.L. 1992, c.79 (C40A:12A-1 et seq.) provides municipalities with a means to address conditions of deterioration and lack of proper land use for lands and/or buildings which are abandoned, decayed, undeveloped/under-developed, or non-productive/under-productive and to actively redevelop such areas into productive assets for the community.

Additionally, the redevelopment statute gives municipalities the power to acquire private property for the purposes of redevelopment (through negotiation or condemnation); to clear and reprogram said lands; to install infrastructure and/or other site improvements; and to negotiate

and enter into partnerships with public and private entities in order to accomplish a municipality's redevelopment goals and objectives.

An area may be deemed in need of redevelopment given the applicability of certain criteria and undertaking of appropriate procedures outlined in the Local Redevelopment and Housing Law. If the study area is deemed to be an area in need of redevelopment, this will then permit the preparation and execution of a Redevelopment Plan, the acquisition of buildings and land through condemnation, the leasing or selling of property without public bidding, and allow the area to qualify for financial incentives.

II. REDEVELOPMENT PROCESS

The redevelopment statute requires a multi-step process that must be adhered to in order for the municipal governing body and planning board to exercise those powers lawfully. This process is outlined below.

- (1) The governing body must authorize the planning board, by resolution, to undertake an investigation of the delineated area to determine whether it meets the criteria set forth in section 5 of P.L.1992, c.79 (C.40A:12A-5).
- (2) The planning board must then prepare and post a map showing the boundaries of the area and the location of the various parcels therein. The map must also include a statement setting forth the basis for the investigation.
- (3) The planning board must conduct a preliminary investigation and hold a duly noticed public hearing in order to discuss the findings of the investigation and to hear persons who are interested in or would be affected by the contemplated action. The results and recommendations of the hearing are then referred to the governing body in the form of a planning board resolution for formal action.
- (4) Upon receipt of the recommendation from the planning board, the governing body may act to adopt a resolution designating the area in question, or any part thereof, as an area in need of redevelopment.
- (5) Upon designation, the planning board or redevelopment entity is then required to prepare a redevelopment plan, which establishes the goals and objectives of the municipality and outlines the actions to be taken to accomplish these goals and objectives.
- (6) The redevelopment plan, after review by the planning board, is referred to the governing body.
- (7) Upon receipt of the redevelopment plan from the planning board, the governing body may act to adopt the plan by ordinance. The adopted redevelopment plan may become an amendment to the municipality's zoning district map and zoning ordinance or may be treated as an overlay to existing zoning.

Only after completion of this public process is a municipality able to exercise the powers granted under the Redevelopment Statute.

III. OVERVIEW

History of the City

Gloucester City has its roots in 1623 when the Dutch built Fort Nassau on land that is now part of the City. The present city was settled in 1682 by Irish Quakers, and was formally incorporated nearly 200 years later, in 1868.

Like many towns and cities on both banks of the Delaware, Gloucester City's river access allowed it to develop a healthy manufacturing and industrial sector. As that sector was weakened by the general shift in the regional and national economies from manufacturing-based to service-based, Gloucester City experienced a prolonged economic downturn. The river and waterfront that was such a key to the City's growth in the past, however, now presents an opportunity for future growth and revitalization.¹

Location

The City is bordered to the east by the Mount Ephraim, to the west by the Delaware River, to the south by Brooklawn Borough, and to the north by the City of Camden. The City is also conveniently situated in an area with connections to regional access routes and in close proximity to the City of Philadelphia.

Population

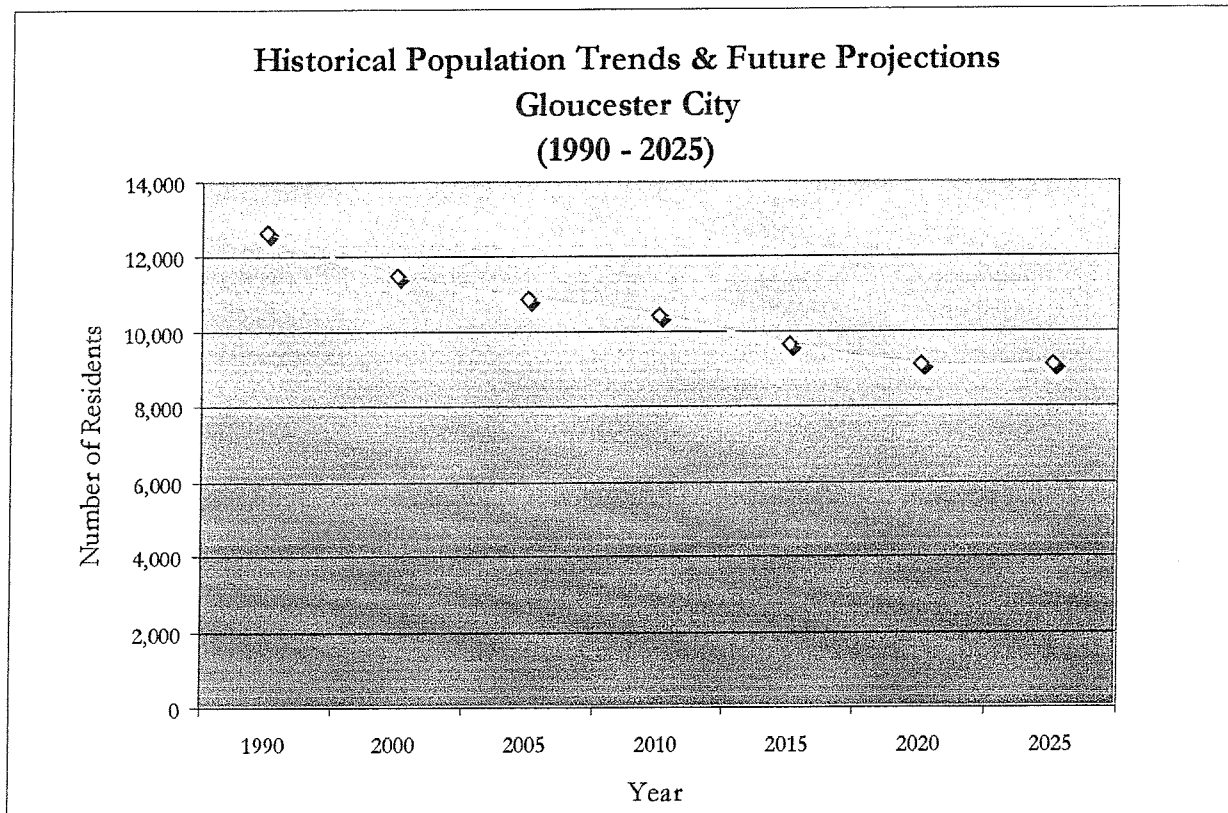
The population of Gloucester City, recorded by the 2000 Census, is 11,484 persons. This is a decrease of 1,165 persons from the population recorded by the 1990 Census. In the previous two decades, the city has experienced declines both in employment and population. In addition, population and employment forecasts published by the Delaware Valley Regional Planning Commission (DVRPC) project a steady decline for the city between 2000 and 2025.

The "New Jersey State Development and Redevelopment Plan" categorizes the entirety of the City as PA-1 Metropolitan Planning Area. The entirety of the City is a Designated Town Center, which is defined as a center of commerce or government, with diverse residential neighborhoods served by a mixed-use core offering locally oriented goods and services.

¹ www.encyclopedia.com accessed on July 8, 2004

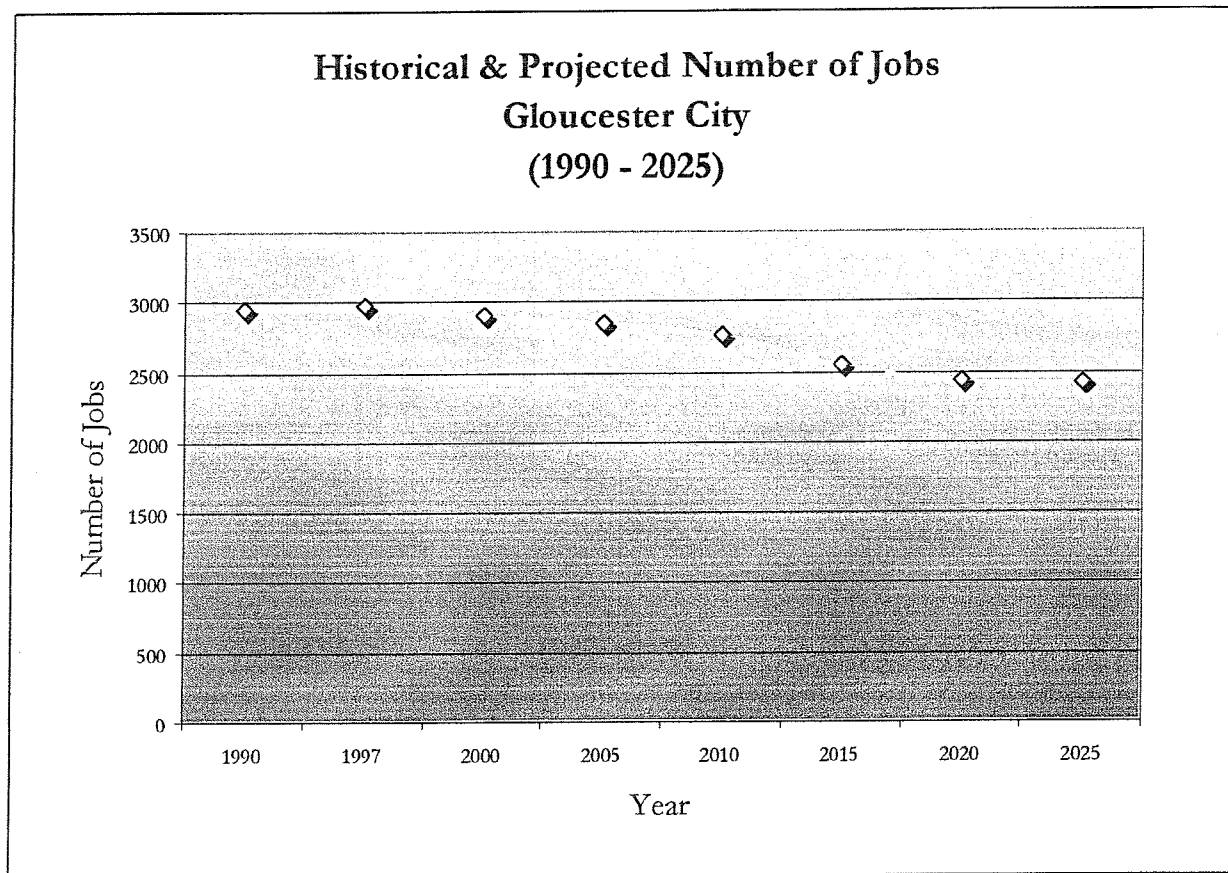
IV. POPULATION & EMPLOYMENT TRENDS

Population



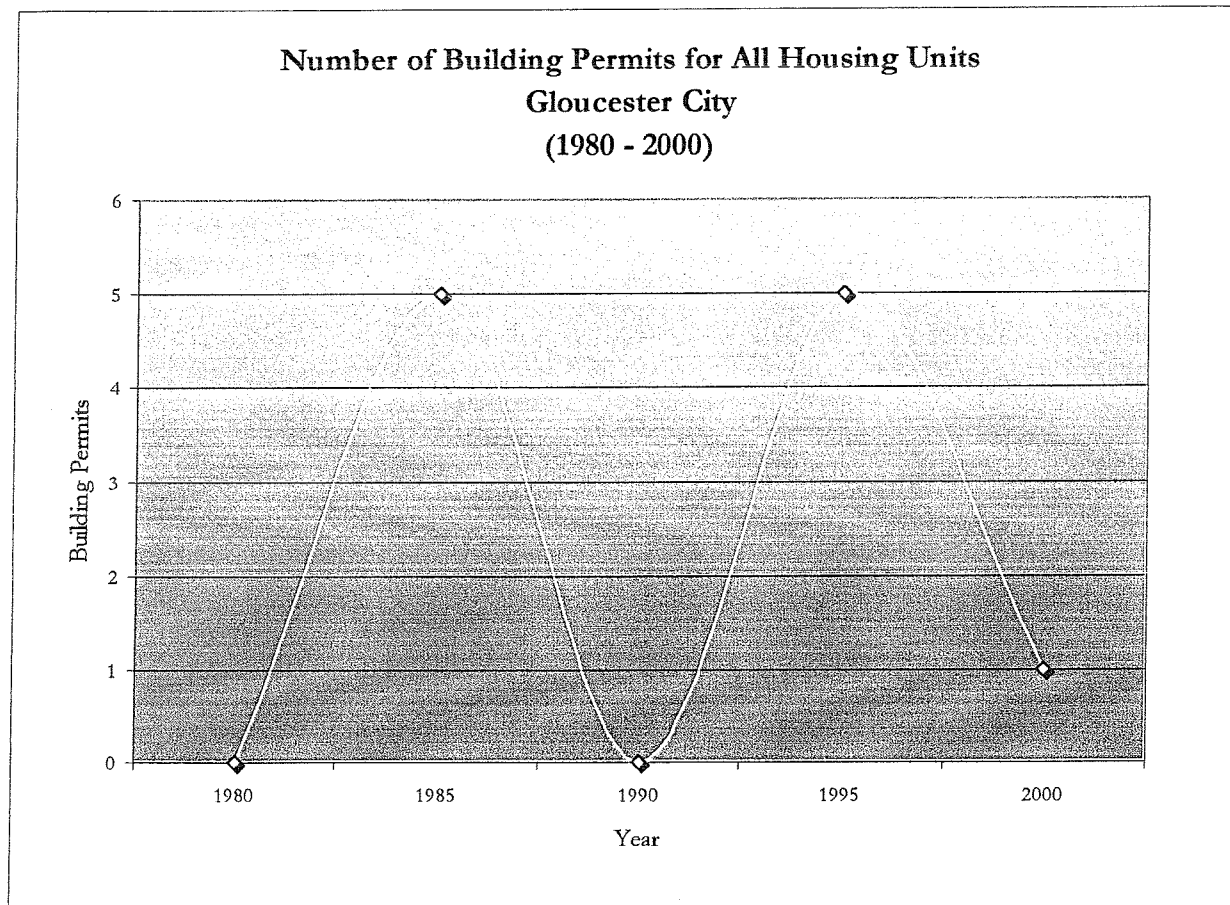
Source: Bureau of the US Census; DVRPC data bulletin, No. 73 (March 2002)

Employment



Source: Bureau of the US Census; DVRPC data bulletin, No. 73 (March 2002)

Building Permits



Source: <http://www.wnjp.net/OneStopCareerCenter/LaborMarketInformation/lmi18/>

V. STUDY AREA & BASIS FOR INVESTIGATION

Study Area Delineation

Blocks 110, 111, 116.01, 120, 120.02, 120.03, 124, 126, 126.01, 127 (various lots) are included within the study area. These blocks are a subset of the blocks studied and declared in need of redevelopment for the Southport Plan, prepared by Peter A. Karabashian Associates, Inc., of Atlantic City, New Jersey.

Description & Background

The study area encompasses land that contains a variety of uses. Several parcels are currently undergoing environmental remediation. Delineation of groundwater, soil, surface water, and sediment contamination is ongoing. The study area also contains vacant land, active commercial areas, and city owned land. The parcels are located in the Port Planned Industrial District, the Business Industrial zone, and the Retail, Commercial, and Services zone on the Gloucester City zoning map and the Metropolitan Planning Area (PA-1) of the State Development and Redevelopment Plan (SDRP).

The land was declared to be in Need of Redevelopment, and a Redevelopment Plan adopted, in a resolution dated November, 1997. The city wishes to re-evaluate that redevelopment determination and plan.

Intent of Zoning Classifications

The purpose of the **Port Planned Industrial Zone** is to establish sites for the development of comprehensively designed port facilities and related water oriented or water related manufacturing facilities. Uses permitted include:

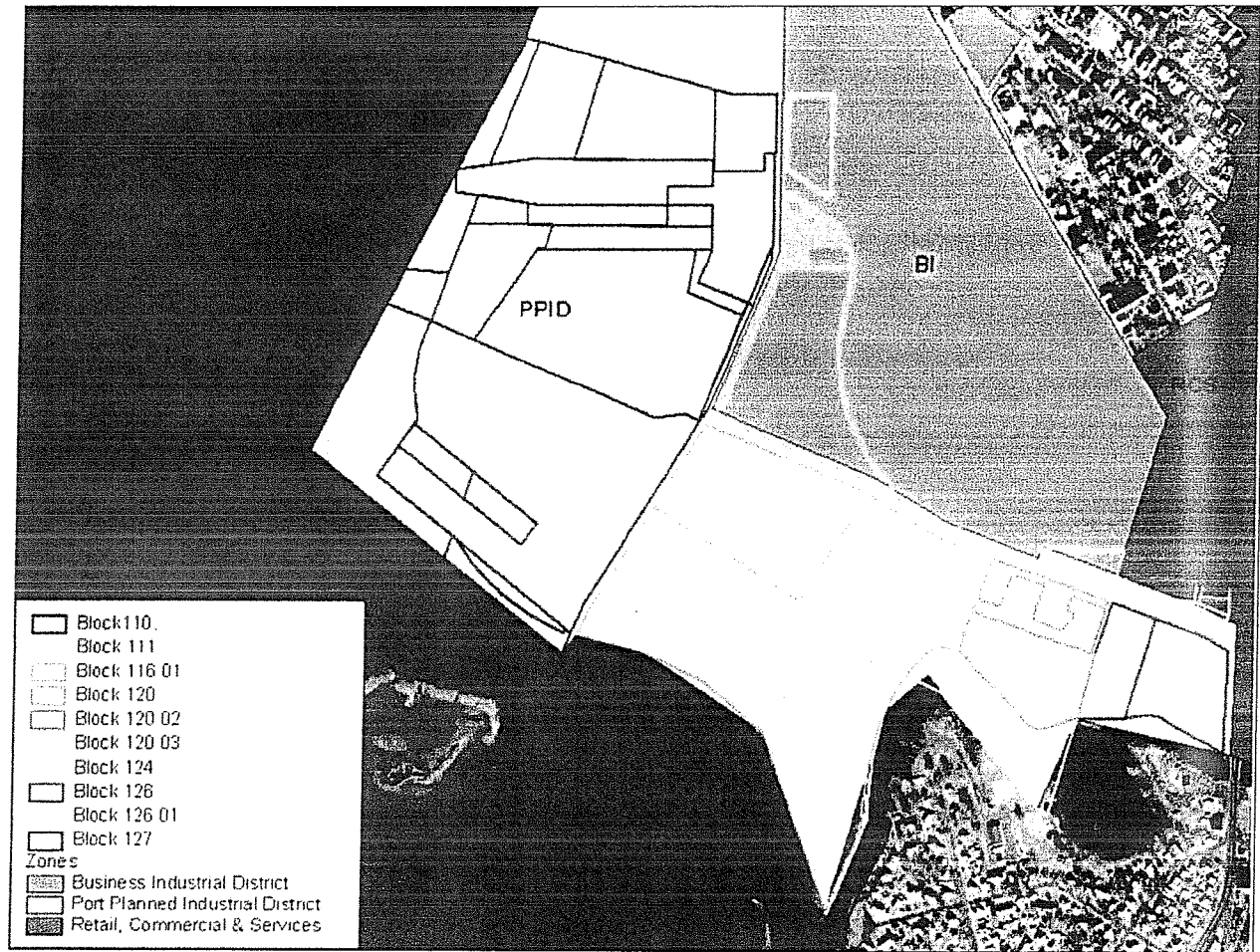
- Piers for the mooring of ships and waterborne cargo vessels for the purpose of loading and unloading of cargo;
- Warehouses for the storage of cargo in transit; outdoor cargo and container storage yards;
- Administrative and auxiliary office uses solely intended for occupancy by the port operator and shippers using the port facility;
- Cranes for the lifting and movement of cargo and containers to and from ships;
- Electric substations;
- Maintenance facilities for motorized land based equipment.

The purpose of the **Business Industrial Zone** is to encourage the concentration of administrative offices and light industrial uses in the area of existing comparable uses while minimizing adverse impacts on adjacent residential areas. Uses permitted include

- Administrative offices;
- Fully enclosed warehouses;
- Light manufacturing facilities;
- Fully enclosed wholesale business establishments;
- General business establishments;
- Research and design laboratories;
- Uses permitted under the Port Planned Industrial Development zone as accessory uses.

The purpose of the **Retail, Commercial, and Services Zone** is to encourage business, office, service and professional uses that serve the city and its environs. The uses are intended to be business uses which benefit from locations along major streets and which provide goods and services needed by the local community. Uses permitted include retail and services for the daily needs of residents.

Study Area Zoning Classifications



Existing Land Use

Block 110

This block is located along the Delaware River and is bounded to the east by Water Street. The property has historically been used for industrial purposes; several structures have been demolished in order to undertake currently ongoing environmental remediation.

Lot 1 is comprised of entirely vacant, unimproved land. Discussions with an official from the New Jersey Department of Environmental Protection (NJDEP) Bureau of Northern Case Management indicated that this site contains radiological contamination and that one-half of these lots' total area was capped approximately seven years ago. Currently, there is maintenance and monitoring on the cap in order to ensure that there is no additional contamination. The capped portion of the site (mostly between Water Street and the Delaware River) likely cannot be developed (according to NJDEP).

Lot 2, the Amspec Chemical Company site, contains a building that is underutilized and dilapidated. Lot 2 is also indicated as a Known Contaminated Site by the NJDEP, and because of its adjacency to the Gulf and Western Natural Resources site, likely contains similar environmental conditions. The NJDEP Bureau of Northern Case Management official noted above indicated that antimony contamination from the Amspec stack had affected the Gulf and Western site (Lot 1), indicating that the Amspec site itself is likely affected by antimony contamination.

Lot 2.01 is vacant and currently utilized for truck parking. It contains an unimproved roadway / parking area.

Lot 3.01 is comprised of a vacant pier. The remainder of the lot is vacant, unimproved land upon which there is evidence of illegal dumping.

Lots 3 and 3.02 contain dilapidated structures that were used as industrial facilities and warehouses. They appear to be vacant. The existing buildings exhibit exterior damage such as broken and boarded windows, rusted and collapsed piping, and rusted fencing.

Lots 4, 5, 6, 7, 7.01, 8, 11, 16, 17, 18, 19, 20 are riparian areas.

Block 111

This block is located within the B-1 zone and is bounded by Water, Charles, and Walnut Streets. It contains a steam generating structure that once functioned as an accessory use to the industrial properties on Block 110. It has not been used for 15 years and is currently dilapidated. The structure has elevated steam lines that connect with the structures on Block 110 running over

Water Street. These steam lines are no longer in use and have fallen into a state of disrepair. This block, along with Block 116.01, are part of the GAF / Vanguard Vinyl Siding NJDEP Known Contaminated Sites. Portions of the GAF property are affected by a deed notice related to asbestos contamination. According to a Gloucester City official, the asbestos contamination has been remediated to a degree sufficient to meet federal standards, but not yet sufficient to meet more stringent state standards. In addition, a 1993 NJDEP soil sampling yielded higher than acceptable levels of arsenic, lead, antimony, and TPHC. The affected lots (on either Block 111 or 116.01) are not specifically delineated.

Block 116.01

This block contains vacant land, an inactive Conrail line, and several small, dilapidated buildings. It is bounded by Water Street, Stinsman Avenue, and Charles Street.

Lot 16 contains a small masonry shed with boarded windows. It has been vandalized with graffiti and the windows have been boarded up. In addition, the lot contains dilapidated fencing and sidewalk.

Lot 14.01 is bounded by the inactive Conrail line. The lot contains two buildings, both of which are dilapidated. In addition, trucks are using unimproved lands within the block as parking. The fencing surrounding these uses is broken and rusted in areas.

The remainder of the parcels within this lot are vacant.

Block 120

Block 120 contains two separate parcels for a total land area of 41 acres. The Conrail line, Water Street, the Big Timber Creek, and the Brooklawn Borough municipal boundary bound the site. Existing structures on the site have been demolished.

Block 120.02 and Block 124

These blocks contain lands owned by Gloucester City. On site is the Gloucester City Sewage Treatment Plant, as well as other publicly owned structures. In total, there are five buildings on the two blocks, all of which are surrounded by a chain link fence. This site is an NJDEP Known Contaminated Site. According to a Gloucester City official, some portions of the area are affected by thorium contamination. In addition, the site is affected by extensive soil contamination, potential groundwater contamination, and wetland-related issues. One of the structures on-site contains hazardous ash waste and is in need of decontamination and/or demolition. Finally, the site is affected by possible violations related to the filling of wetlands.

Block 120.03

This block contains a new warehouse structure that does not exhibit any exterior dilapidation.

Block 126 and 126.01

Blocks 126 and 126.01 are under common ownership. Block 126 contains 3 structures: warehouse uses and a flea market / resale store use. The remainder of the block contains vacant, unimproved land upon which trucks and other vehicles are parked. Several loading ramps have fallen into disrepair.

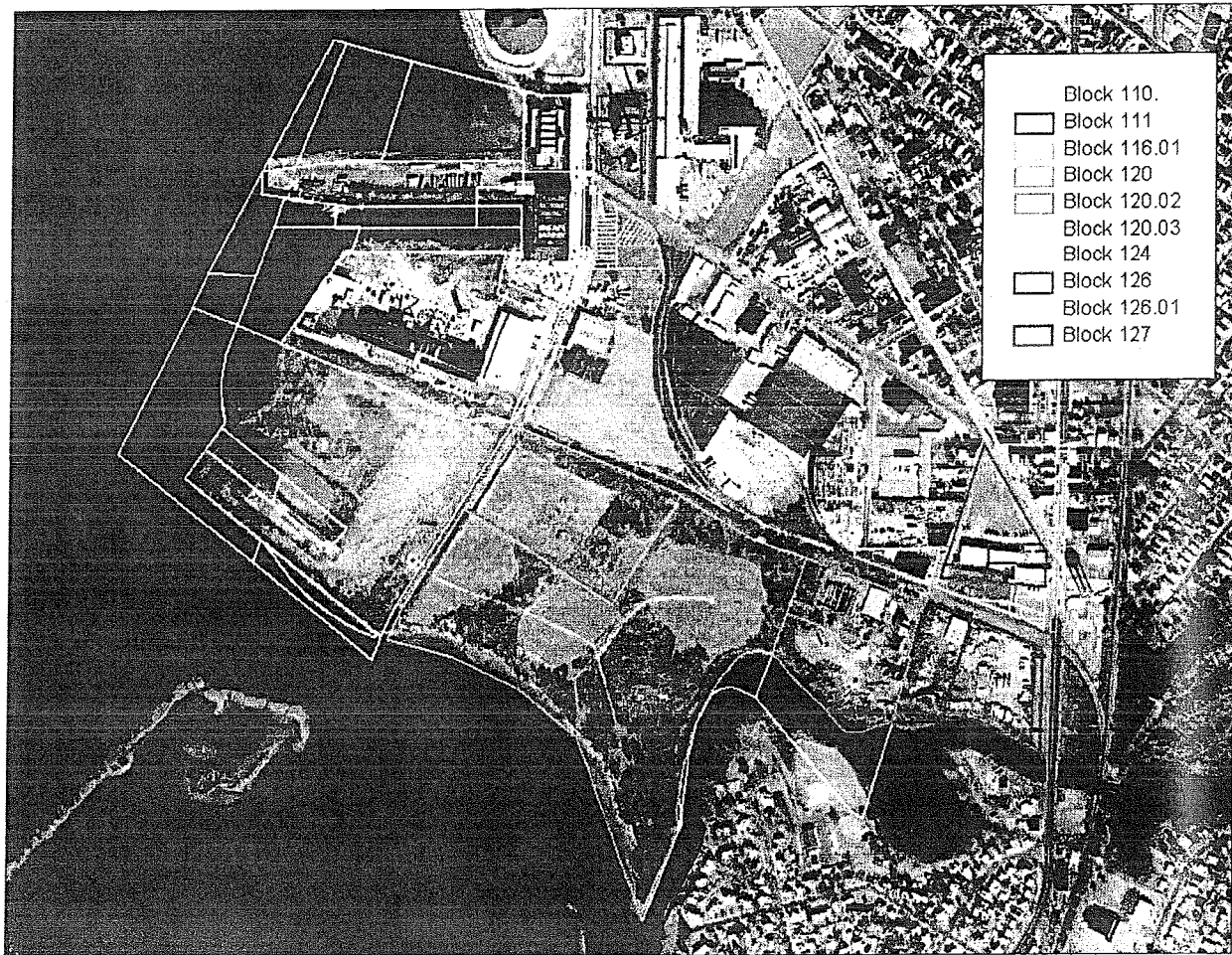
Block 126.01 is primarily used for truck parking, and contains an improved surface parking lot on which there has been a fair amount of dumping. In addition, the fence surrounding the property is dilapidated and rusty.

Block 127

Block 127, Lots 1 and 2 contain two buildings that appear to be used for warehousing and storage. There is also truck and boxcar parking in unimproved parking areas.

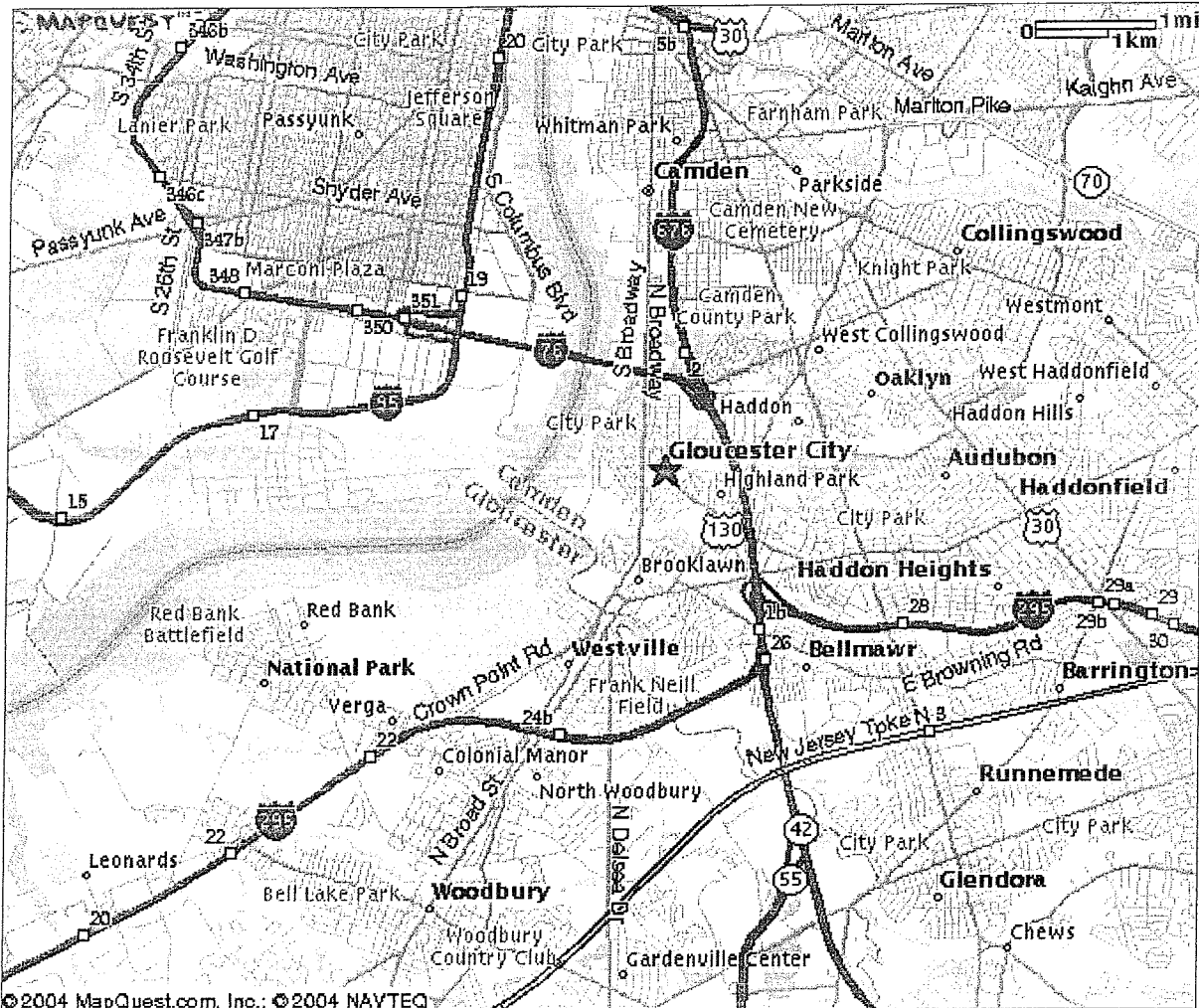
VI. MAPS OF STUDY AREA

Aerial Map of Study Area



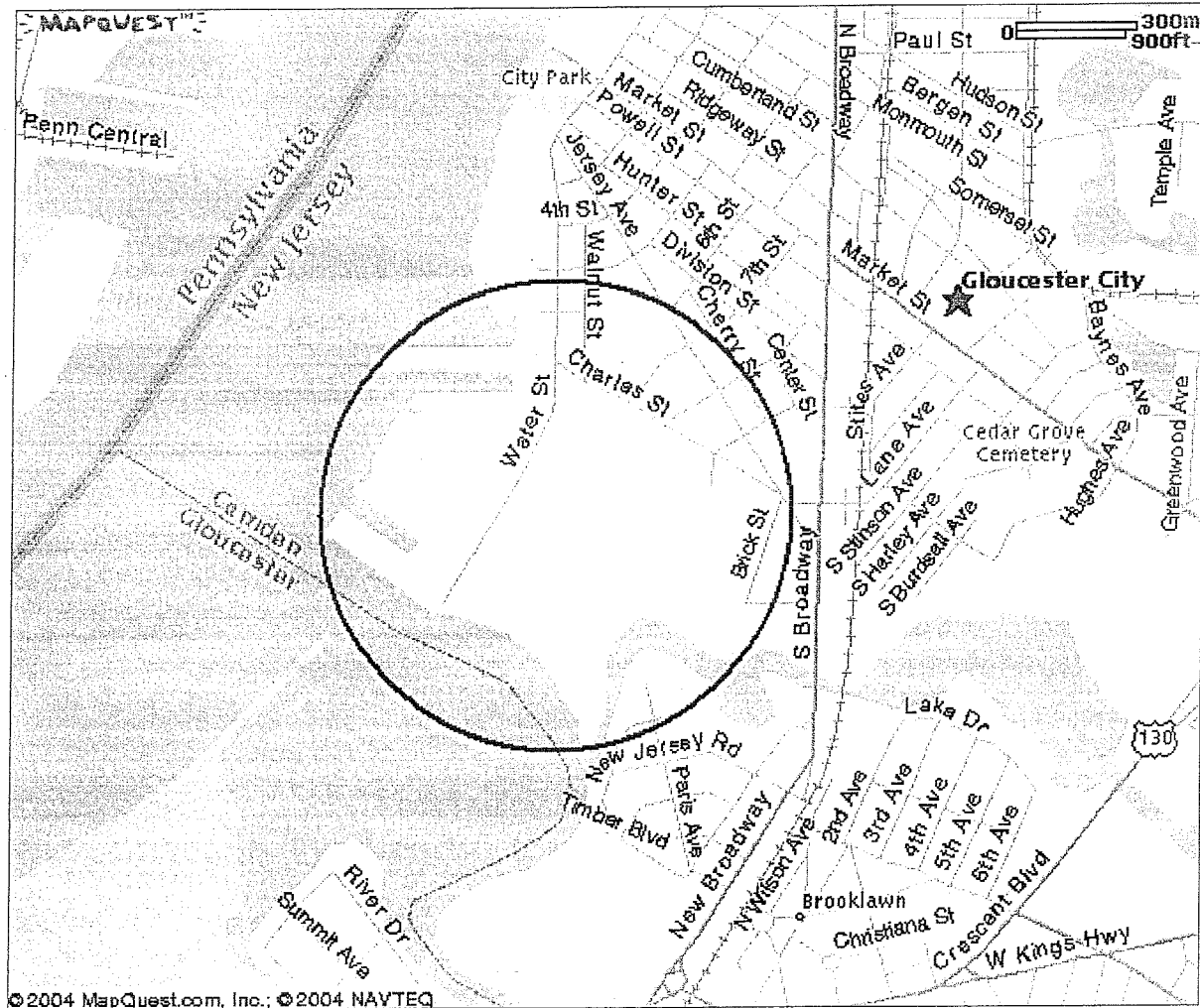
Access Routes

Regional Access Routes



Access Routes

Local Access Routes



VII. STATUTORY CRITERIA

Under 40A:12A-5, a delineated area may be declared in need of redevelopment if, after investigation, notice and hearing, 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 that 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 lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of 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 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, P.L. c. 303 9C52:27H-60 et. seq.), said designation and prescribed related action are, in and of themselves, sufficient basis for the determination that an area is in need of redevelopment for the purpose of granting tax exemption within the enterprise zone or the adoption of a tax abatement and exemption ordinance.
- h. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

In addition to the criteria, the Redevelopment Statute states:

“A redevelopment area may include lands, buildings, or improvements, which of themselves are not detrimental to the public health, safety, or welfare, but the inclusion of which is found necessary, with or without change in their condition, for the effective redevelopment of the area of which they are a part.”²

² N.J.S.A. 40A:12A-3

VIII. APPLICABILITY OF STATUTORY CRITERIA

The deeming of an area to be in need of redevelopment is an area wide determination. As such, the statutory charge for a positive determination of redevelopment eligibility requires a demonstration, on an area wide basis versus an individual lot basis, that existing conditions give evidence of economic deterioration in terms of an underutilization or less than fully productive condition of land, or physical deterioration by the presence of improvements which are dilapidated, obsolete, faulty in terms of arrangement, or in any way deleterious to the welfare of the community. An area is also eligible for declaration where it can be demonstrated that said declaration would advance smart growth planning through consistency with the intent and policy objectives enumerated under the New Jersey State Development and Redevelopment Plan (SDRP) for the planning area within which the study area is situated.

With respect to the advancement of smart growth planning, the State Plan (SDRP) classifies the entirety of the study area as Metropolitan Planning Area (PA-1), an area for which it is envisioned that much of the State's future development and redevelopment activity will occur. The entirety of the City is also a Designated Town Center under the SDRP, these being defined as centers of commerce or government, with diverse residential neighborhoods served by a mixed-use core offering locally oriented goods and services. The Town Center designation is intended to qualify the area to receive priority assistance from the State.

Declaring the study area to be in need of redevelopment would advance the overarching themes of the Town Center and Planning Area designations by enhancing the potential for development activity and growth within the core of Gloucester City. **Therefore, this report concludes that the principles of smart growth are advanced such that the threshold for satisfaction of criteria 'h' is reached for the entirety of the study area.**

The entirety of the study area is within the Gloucester City Enterprise Zone. **Therefore, this report concludes that criteria 'g' is applicable to the study area.**

Localized conditions supporting an area in need of redevelopment declaration are found throughout the study area in various concentrations. These conditions are noted below with regard to specific blocks and lots.

Block 110

Criteria 'a': The generality of the buildings exhibit unsanitary conditions with two separate areas in Block 110 containing on-site contamination of various kinds. Lot 1 (along with Lots 10, 11-13, 18, and 19) is vacant, contains radiological contamination and one-half of the total area was capped approximately seven years ago. Currently, there is maintenance and monitoring on

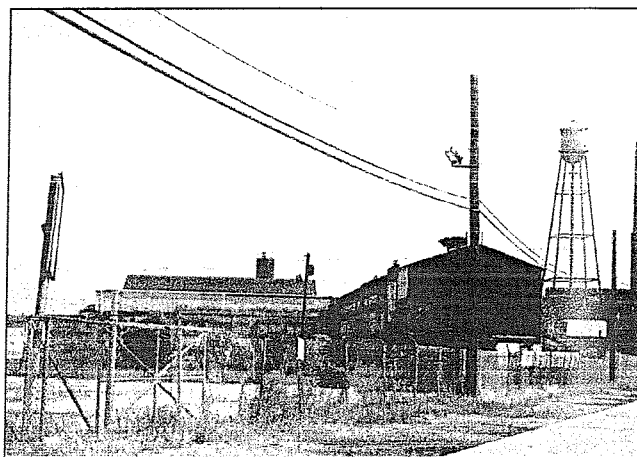
the cap in order to ensure that no additional contamination occurs. Lot 2 is also indicated as being a Known Contaminated Site by the NJDEP, and because of its adjacency to the Gulf and Western Natural Resources Group site, likely contains similar environmental conditions, leading to unsanitary conditions.

In addition, there is evidence of dumping and / or storage of oil drum canisters on the site, posing health and safety risks.

Criteria 'b': Buildings on this block that were once used for industrial purposes are no longer in use, have been abandoned, and have fallen into a state of disrepair. These buildings exhibit broken and/or boarded windows, dilapidated and crumbling walls, overgrown vegetation, dilapidated fencing, and other signs of disrepair owing to their abandonment.



An abandoned industrial building in a state of disrepair with broken and boarded windows and overgrown vegetation.



An abandoned industrial building missing a side wall.

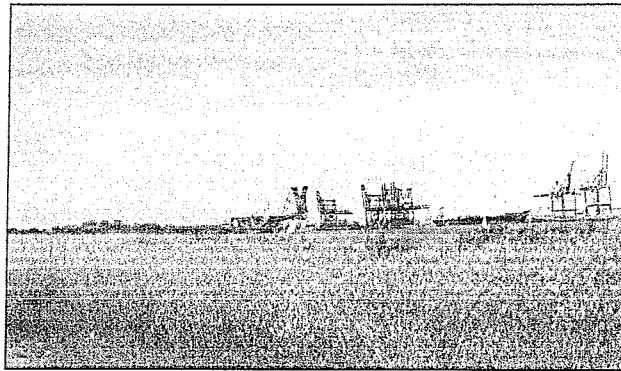


An industrial building with broken and boarded windows, overgrown vegetation and dumping owing to its discontinuance of use.



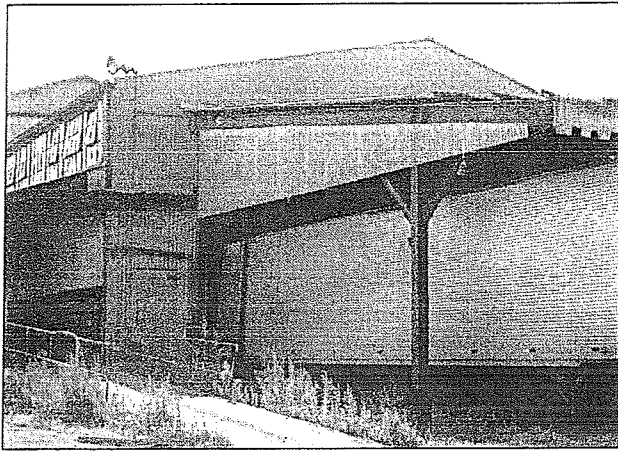
Dumping and storage of oil drum canisters on Block 110.

Criteria 'c': This criteria applies to several lots that exhibit unimproved vacant land that 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. This criteria applies to Lot 3.01 (which is a vacant pier), and Lots 4, 5, 6, 7, 7.01, 8, 11, 16, 17, 18, 19, 20 (which are riparian areas). The riparian areas have remained vacant for a period of over ten years due to a lack of access as well as the designation of Lots 11, 18, and 19 within a Known Contaminated Site (the Gulf and Western Natural Resources Group KCS).

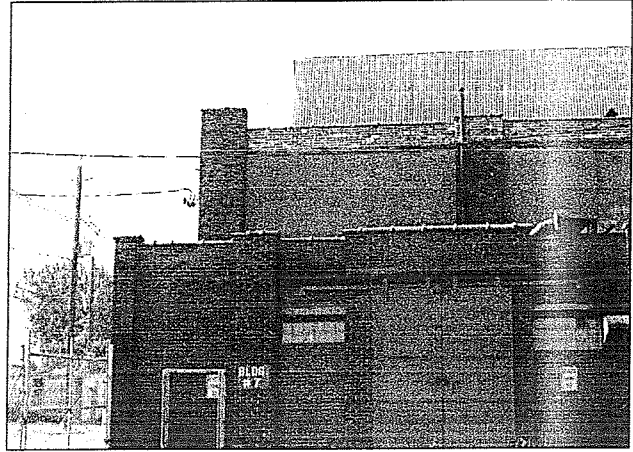


Lot 3.01: Vacant pier

Criteria 'd': Areas with buildings or improvements, which, due to faulty arrangement or design and/or obsolete layout are detrimental to the community, are present in Block 110, qualifying it under criteria 'd.' In order to gain vehicular access to Lot 3.01, one must travel on a dilapidated private access drive between the principal structures on Lots 3 and 3.02. This faulty arrangement / obsolete layout creates safety hazards.



Access to Block 110 is gained by driving between Lots 3.02 (above) and 3 (right).

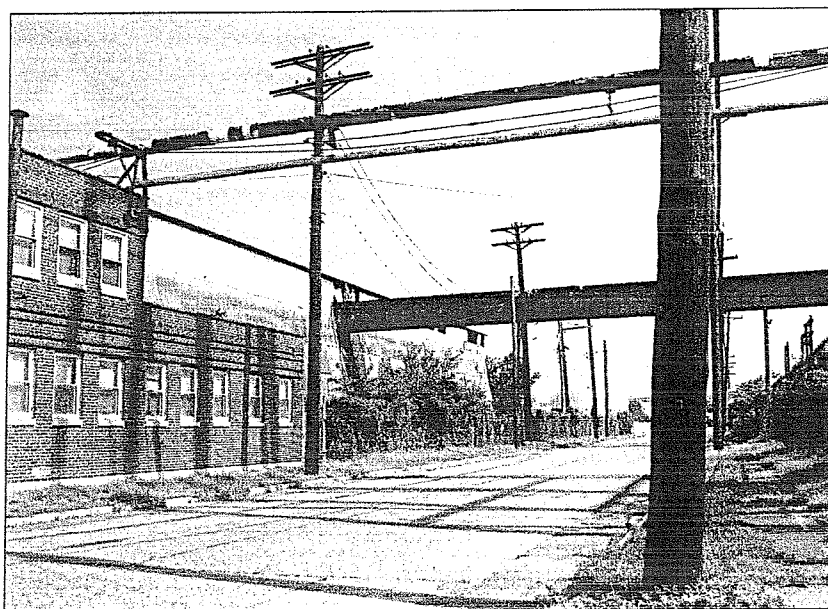


Lot 3

Block 111

Criteria 'a': This block qualifies under criteria 'a' because of the presence of unsanitary conditions. This block, along with Block 116.01, is part of the GAF / Vanguard Vinyl Siding NJDEP Known Contaminated Sites. Portions of the GAF property are affected by a deed notice related to asbestos contamination.

Criteria 'b': Buildings that were once used for industrial purposes have been inactive for over 15 years, have been abandoned, and have fallen into a state of disrepair as evidenced by inactive elevated steam lines that are connected with the building on Lot 1 and the inactive building on Block 110 Lot 3.02.



Inactive elevated steam lines are abandoned, dilapidated, and pose safety risks

Block 116.01

Criteria ‘a’: This block qualifies under criteria ‘a’ because of unsanitary conditions. This block, along with Block 111, is part of the GAF / Vanguard Vinyl Siding NJDEP Known Contaminated Sites. Portions of the GAF property are affected by a deed notice related to asbestos contamination.

Criteria ‘b’: The shed on Lot 16 appears to have been an accessory use within the larger multi-parcel GAF industrial site. As it is presently abandoned and dilapidated, its present state represents the discontinuance of a previous commercial/industrial use in presently untenable condition.

Criteria ‘d’: Lot 8 includes not-fully-improved areas with haphazard circulation patterns that are presently used for tractor-trailer parking. In addition, this block is affected by a dilapidated shed (Lot 16), dilapidated fencing, and dilapidated sidewalks.

Criteria ‘e’: A narrow parcel running along the eastern boundary of this block is owned by Conrail and contains an abandoned rail extension. The location and ownership of this parcel, as well as the necessity of removing the abandoned rail infrastructure, represent a challenge to private development and are conditions leading to the present underutilization of the block’s parcels.

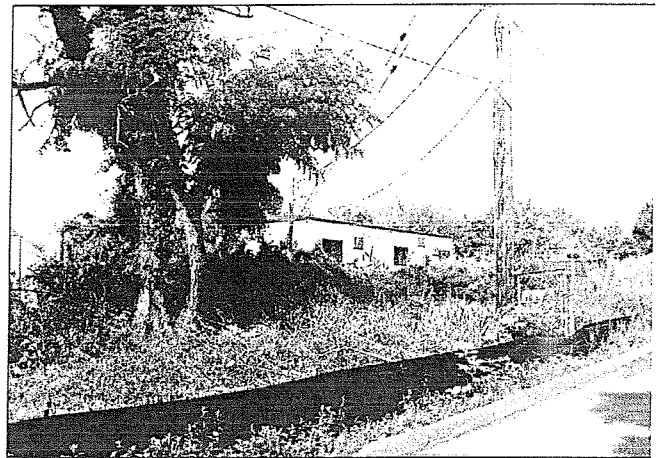
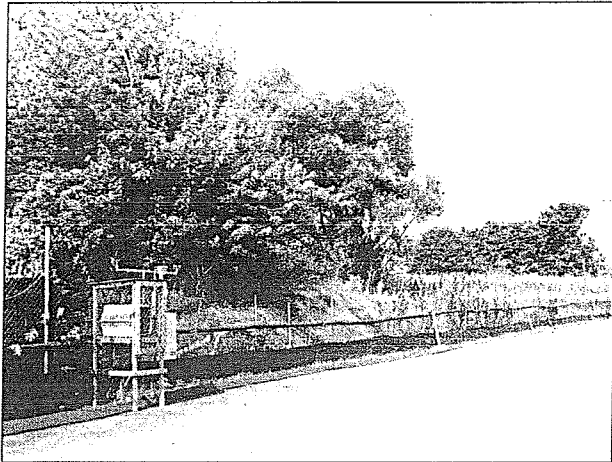


Dilapidated accessory structure (Lot 16), dilapidated fencing, and dilapidated sidewalks

Block 120

Criteria ‘c’: This block has been vacant for at least ten years and is subject to several impediments to private development. The roadway providing access to the block, Stinsman Avenue, does not provide access to the entirety of the block. In addition, this block is bounded on three sides by the Delaware River and Big Timber Creek, and portions of the block contain both emergent and forested wetlands, as indicated by GIS data from NJDEP. These environmental constraints combine to restrict development.

Criteria ‘e’: The constraints noted above under criteria ‘c’ have led to an economic underutilization for the block.



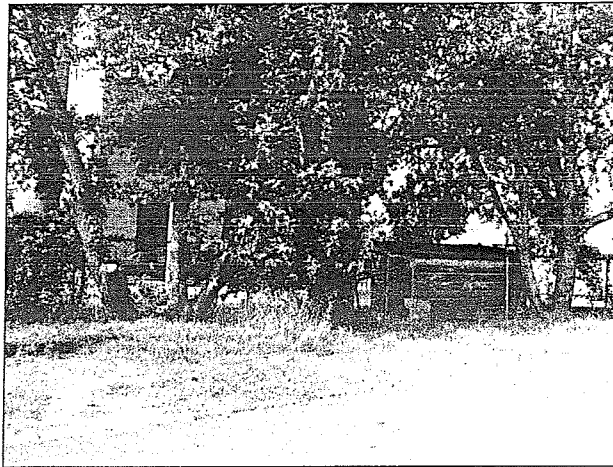
Block 120: Erosion control activities are ongoing due to the presence of sensitive environmental conditions.

Blocks 120.02 and 124

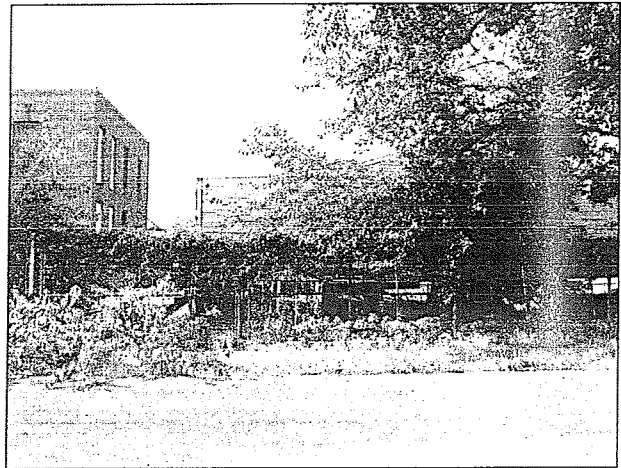
Criteria 'a': These blocks each contain a portion of the Gloucester City Sewage Treatment Plant site, which is an NJDEP Known Contaminated Site (KCS) and represents an unsafe condition. One accessory structure in particular contains hazardous waste (ash), and is in need of decontamination and demolition. In addition, the site is affected by extensive soil contamination and possible groundwater contamination.

Criteria 'b': The Sewage Treatment Plant is no longer active, and therefore represents the discontinuance of an industrial use. The facility's present condition renders it untenable.

Criteria 'c': The Sewage Treatment Plant is no longer active, and therefore represents vacant/abandoned municipal property that is subject to severe impediments to private development, as evidenced by the contamination described above as well as the presence of wetland soils, as indicated by GIS data from NJDEP.



Block 120.02 contains the inactive sewage treatment plant



Block 120.02

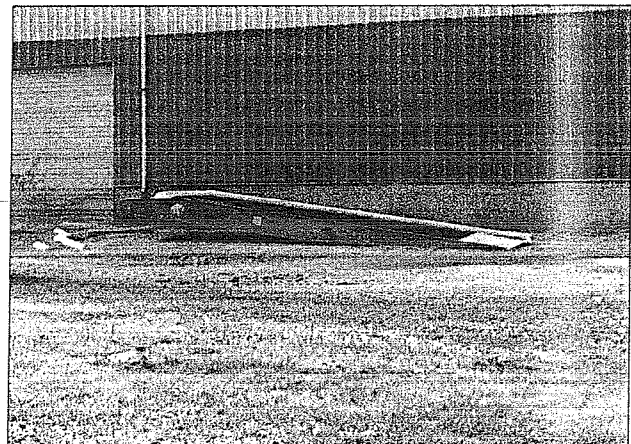
Blocks 126 and 126.01

Criteria 'd': Dilapidated improvements: These blocks contain instances of dilapidated fencing, driveways and parking areas that are either unimproved or not fully improved, dilapidated and inadequate sidewalks, and a dilapidated loading ramp. Faulty arrangement: circulation patterns within parking areas are haphazard and ill-defined.

Criteria 'e': Several small vacant parcels are present, and likely remain underutilized due to an inefficient lot configuration. Several lots either have no road frontage or have frontage on dilapidated roadways. This configuration represents a potential impediment to lot assembly as may be necessary for the development of more intense land uses.



Dilapidated fencing



Dilapidated parking area and ramp



Faulty off-street parking arrangement



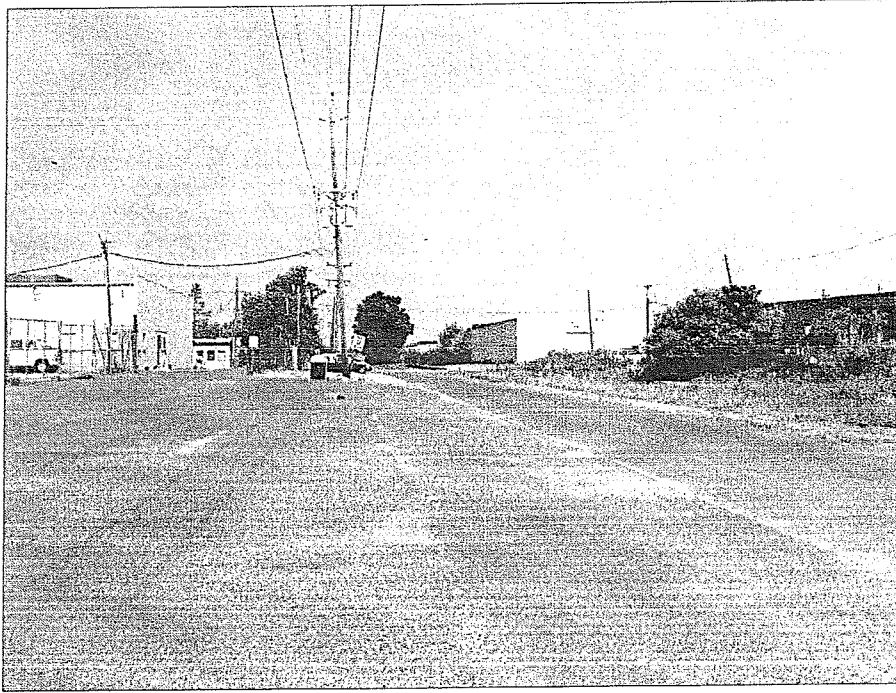
Dilapidated / inadequate sidewalk

Block 127

Criteria 'd': These blocks contain instances of dilapidated fencing, poorly defined circulation patterns, and the external storage of building materials with a lack of screening from the roadway.



Dilapidated fencing, external storage / dumping of materials



Faulty arrangement: parking area / accessway has no visible separation from the roadway

IX. CONCLUSION

Given instances of physical deterioration, the presence of development impediments not likely to be overcome solely through private initiative, as well as a not fully productive utilization of land potentially useful and valuable for contributing to and serving the public health, safety, and welfare, it is submitted that the parcels comprising the study area meet the statutory definition for an 'Area in Need of Redevelopment' based on criteria 'a,' 'b,' 'c,' 'd,' 'e,' 'g,' and 'h.' Therefore, it is recommended that the City of Gloucester Mayor and Committee and the Planning Board take action necessary, after public notice and hearing, to make that determination according to law.

X. APPENDIX :

NJDEP KNOWN CONTAMINATED SITES INFORMATION

Note: NJDEP designates Known Contaminated Sites by address rather than parcel. Where a site is indicated to be comprised of multiple parcels, the noted contamination may be present on one, multiple, or all parcels.

1. **Name:** Amspec Chemical Co.
Address: 751 Water St.
Parcels: Block 110, Lot 2. Also Lots 7, 7.01-9, 14, 16, 17
Site ID: NJD000312371
NJDEP Contact Bureau: BCM
2. **Name:** Vanguard Vinyl Siding Inc. (Was part of the GAF site; see below)
Address: Charles and Water St.
Site ID: NJD982530073
NJDEP Contact Bureau: EMSA
Notes: 1993 site investigation by DEP – Soil samples yielded higher than acceptable levels of arsenic, lead, antimony, and TPHC.
3. **Name:** GAF Inc.
Address: Charles and Water St.
Parcels: Block 111, Lot 1; Block 116.01, Lots 14.01, 14, 15, 61-67; Block 116.01, Lots 16 and 17; Block 116.01, Lots 19, 20-28; Block 120.01, Lot 3; Block 120.01, Lot 3
Site ID: NJD043292606
NJDEP Contact Bureau: BEECRA
NJDEP Contact: Steve Meyers: 609-633-1392
Notes: No groundwater contamination. Deed notice in place: asbestos contamination. Gloucester City Official (Conversation of 7/20/04): Asbestos remediation has occurred to a degree; numerous drums were removed. Cleaned up to Federal standards; does not yet satisfy state standards.
4. **Name:** Gulf & Western Natural Resources Group
Address: 851 Water St.
Parcels: Block 110, Lots 1, 10, 11-13, 18,19
Site ID: NJD002347664
NJDEP Contact Bureau: BEECRA
NJDEP Contact: Murdo Morrison, Bureau of Northern Case Management:
609-984-1886
Notes (per conversation with Mr. Morrison): This site is also known as Gloucester Titanium. The case was closed. Radiological contamination; was capped roughly 7 years

ago. There has been on-going maintenance and monitoring on the cap. Roughly half of site is capped; Mr. Morrison understands this portion cannot be developed. As he recalls, most of the contamination is between Water Street and the River. Also there is some capping on the other side of Water Street. Near the boundary with the Amspec site, some antimony contamination related to the stack at Amspec was also capped.

5. **Name:** Gloucester City Sewage Treatment Plant

Address: 605 Brick Street

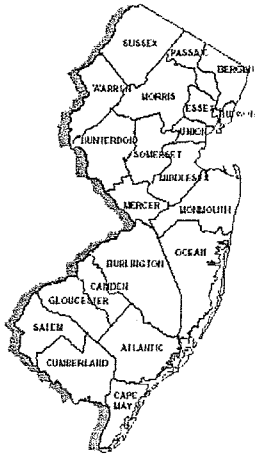
Parcels: Block 124, Lot 1

Site ID: NJL800153405

NJDEP Contact Bureau: BFO-S

Notes:

- Soil contamination exists throughout the property, which will have addressed prior to redevelopment.
- Groundwater contamination may or may not be an issue: Additional effort is required to complete the groundwater investigation in order to determine if said contamination must also be addressed.
- The United States Environmental Protection Agency (EPA) is handling cleanup of this site.
- An on-site building contains hazardous waste (ash) and must be decontaminated and/or demolished.
- The on-site landfill must be addressed with the NJDEP Division of Solid Waste.



Part II: Redevelopment Plan

- I. REDEVELOPMENT PLAN
- II. PLAN IMPLEMENTATION
- III. APPENDIX

Appendix A: New Jersey Finance and
Incentive Programs

I. REDEVELOPMENT PLAN

From a strategic standpoint, this Redevelopment Plan for the Southport area envisions a massing of economic opportunity to be realized through the establishment of new uses, including retail-commercial mixed-use development, residential uses, and open space creation and enhancement. Said uses should take proper advantage of unique waterfront opportunities as well as be effectively integrated with the surrounding community.

The Gloucester City Council will serve as the redevelopment entity responsible for the execution of the Redevelopment Plan.

The Redevelopment Plan includes an outline for the planning, development, redevelopment, or rehabilitation of the project area in accordance with section 6 of P.L. 1992, c. 79 (C.40A:12A-7).

1. LOCAL GOALS

The City of Gloucester has identified several goals that have guided this Redevelopment Plan, and these are as follows:

- A. Establish new mixtures of diverse land uses that creatively accommodate new housing, business, and recreational activities in areas for which industrial development no longer represents the highest and best use.
- B. Achieve public access to the Delaware River waterfront in order to allow its value as an amenity to permeate and positively affect the entire community.
- C. Create a smooth transition in building scale and form from adjacent neighborhoods to waterfront blocks in order to reconnect the waterfront study area with the whole of Gloucester City.
- D. Promote context sensitive development that addresses the scale and typology of existing neighborhoods, while encouraging new forms of development near the water's edge.
- E. Create a pedestrian-friendly streetscape.

2. LAND USE

In order to allow for flexibility in potential development patterns, the following land uses shall be permitted throughout the entirety of the study area:

- 1. Residential development to include town homes, multi-family condominiums, and/or single-family development.
- 2. Mixed-use development, provided said uses are compatible with and have a positive effect on one-another.

3. Active and passive recreation areas and facilities.
4. Commercial uses including retail.

3. BULK AND AREA REQUIREMENTS

This plan adopts for the entirety of the study area the prevailing bulk and area requirements as set forth for the R-L Residential Low Density Zoning District within the Gloucester City Ordinance.

These bulk and area standards may be deviated from as found to be necessary without the need for a formal Redevelopment Plan amendment provided a determination is made that such deviation is consistent with the intent of the Redevelopment Plan and will not result in a detrimental impact to adjoining properties.

4. PUBLIC ACCESS TO THE WATERFRONT

The plan encourages, to the greatest extent practicable, the provision of public access to the Delaware River for recreational purposes.

5. ADDITIONAL RECOMMENDATIONS

In order to spur economic development, consolidation and/or subdivision of land for flexible accommodation of various uses is recommended under this plan.

Land Acquisition

As authorized by the Local Redevelopment and Housing Law, lands and/or buildings not owned by the City of Gloucester, necessary for the effective execution of the redevelopment plan, may be acquired by condemnation in accordance with the provisions of the Eminent domain Act of 1971.

Relocation Assistance

The Redevelopment Agency shall undertake all appropriate relocation measures as required by law pursuant to the Relocation Assistance Law of 1967, P.L. 1967, C. 79 (c. 52:31B-1 et. seq.) and the Relocation Assistance Act, P.L. 1971, C. 362 (c. 20:4-1 et. seq.) in the event of displacement of any resident from the redevelopment area.

State Plan Conformance

This Redevelopment Plan compliments the goals of the State Planning Act (N.J.S.A. 52: 18A-196 et. seq.) relating to the revitalization of the State's cities and towns as well as promotion of

beneficial economic growth and development. The plan is also in concert with strategies and policies of the New Jersey State Development and Redevelopment Plan relating to infrastructure investment and economic development. The “New Jersey State Development and Redevelopment Plan” (2001) categorizes the township as PA1—Metropolitan Planning Area.

Pertinent goals of the State Plan with regard to Metropolitan Planning Areas are:

- I. Provide for much of the state’s future redevelopment
- II. Revitalize cities and towns
- III. Promote growth in compact forms
- IV. Stabilize older suburbs
- V. Protect the character of existing stable communities

II. IMPLEMENTATION OF REDEVELOPMENT PLAN

Upon the adoption of a redevelopment plan pursuant to section 7 of P.L. 1992, c. 79 (C.40A:12A-7), the municipality or redevelopment entity designated by the governing body may proceed with the clearance, replanning, development and redevelopment of the area designated in that plan. In order to carry out and effectuate the purposes of this act and the terms of the redevelopment plan, the municipality or designated redevelopment entity may:

- 1) Undertake redevelopment projects, and for this purpose issue bonds in accordance with the provisions of section 29 of P.L. 1992, c. 79 (C.40A:12A-29) and issue bonds.
- 2) Acquire, by condemnation, any land or building which is necessary for the redevelopment project, pursuant to subsection i. of section 22 of P.L. 1992, c. 79 (C.40A-12-22).
- 3) Acquire, by condemnation, any land or building which is necessary for the redevelopment project, pursuant to the provisions of the "Eminent Domain Act of 1971," P.L. 1971, c. 361 (C. 20:3-1 et. seq.).
- 4) Clear any area owned or acquired and install or reconstruct infrastructure
- 5) Prepare or arrange by contract for the provision of professional services and the preparation of plans by licensed professionals and/or other consultants for the carrying out of redevelopment projects.
- 6) Arrange or contract with public agencies or redevelopers.
- 7) Lease or convey property or improvements without public bidding.
- 8) Enter upon buildings or property for conduct of investigations or surveys.
- 9) Provide for relocation assistance
- 10) Carry out a voluntary rehabilitation program and develop plans for the enforcement of codes and regulations relating to use and occupancy, rehabilitation, demolition, and removal of buildings or improvements.
- 11) Request the designation of particular areas as areas in need off redevelopment or rehabilitation.

SITE PLAN AND SUBDIVISION APPLICATIONS

In the execution of this Redevelopment Plan, it should be noted that development and subdivision within the area shall be governed by the requirements set forth under the applicable development regulations of the City of Gloucester. Redevelopment activities shall be in conformance with the adopted redevelopment plan which may be amended in accordance with law. Site plan review, as may be required, shall be conducted by the Planning Board of the City of Gloucester, pursuant to the provision of the Municipal Land Use Law N.J.S.A. 40:55D-1 et. seq.

All leases, agreements, deeds, and other instruments from, or between, the Redevelopment Agency, and to, or with a redeveloper, shall comply with the applicable provisions of Title 40, Chapter 37A.

AGREEMENTS WITH (RE-)DEVELOPER

Agreements with developers shall note that only those uses established in the redevelopment plan shall be constructed, and prohibit, without approval of the redevelopment entity, the sale, leasing, or transferring of the redevelopment project, or portion thereof, without written consent.

EQUAL OPPORTUNITY

The land within the project area shall not be restricted on the basis of race, creed, color, or national origin in the sale, use, lease, or occupancy thereof.

PERIOD OF APPLICABILITY

The provisions of this plan, specifying the redevelopment plan for the project area and requirements and restrictions with respect thereto, shall be in effect for a period yet unspecified until such time as the purpose of the plan has been satisfied and the designated district's need for redevelopment has been substantially alleviated.

Appendix A: New Jersey Financing and Incentive Programs

Business Employment Incentive Fund:

Under the BEIP program, incentive grants are offered to companies that create new jobs in New Jersey. Qualified businesses can apply for periods as long as 10 years for incentive grants up to 80% of the New Jersey personal income tax withholdings from new jobs created when they relocate to New Jersey, or expand their businesses in the state. In the base year, the company must create at least 25 new jobs in a targeted urban community or at least 75 jobs in a suburban area.

Bond Financing:

Bond financing can be an attractive form of lower cost, long-term borrowing for qualifying businesses needing at least \$1 million in capital. Tax-exempt bond financing, which can provide capital at interest rates substantially below the prime rate, is authorized under the Internal Revenue Code for use by manufacturers needing to finance buildings and equipment. The New Jersey Economic Development Authority may issue a bond of up to \$10 million to enable a manufacturer to finance real estate acquisitions, equipment, machinery, building construction, and renovations. Certain other specified businesses also may qualify for this type of financing, such as commercial and industrial projects located in federal Empowerment or Enterprise Zone Communities. Taxable bonds, which also can provide favorable interest rates, are not subject to the same federal restrictions. They may be used on a wider range of businesses without dollar limitations and for such purposes as debt refinancing or working capital.

Statewide Loan Pool for Business:

Through an arrangement between the New Jersey Economic Development Authority and New Jersey banks, loans from \$50,000 up to \$3 million for fixed assets and up to \$500,000 for working capital are available. The New Jersey Economic Development Authority provides up to 25% of the financing subordinate to 75% bank participation. Also, the New Jersey Economic Development Authority will provide up to \$250,000 of the loan at a below-market interest rate and also may guarantee up to 30% of the bank portion.

Local Development Financing Fund:

The New Jersey Economic Development Authority's Local Development Financing Fund is aimed at stimulating commercial and industrial projects in Urban Aid communities through matched fixed-asset loans. Low-interest local development loans can range from \$50,000 to \$2 million. The host municipality must sponsor the request for financial assistance.

Fund for Community Economic Development:

Loans and loan guarantees are made to urban-based community organizations that in turn make loans to microenterprises and small businesses which may not qualify for traditional bank financing. Affordable capital is provided to fill financing gaps in the development of community facilities and other real estate-based economic development projects. Funds are available to local groups to finance feasibility studies and other predevelopment costs to determine if a real estate project is viable. Technical assistance is also available to support the long-term growth and viability of individual organizations.

Real Estate Development

The New Jersey Economic Development Authority supports the creation of jobs and ratables principally in the urban centers of the state by providing assistance for projects that are consistent with state and local economic development objectives. The NJEDA's main development focus targets urban-aid municipalities. In pursuing that goal, the NJEDA has engaged in a large number of projects in the development of centers identified in the State Plan. Examples include the New Jersey Performing Arts Center in Newark, the Blockbuster-Sony Music Entertainment Center in Camden and the Jersey City Medical Center. It also supports the growth of important industry sectors such as the Technology Center in New Brunswick.

Sustainable Loan Fund:

The Sustainable Loan Fund, that provides low-interest loans of up to \$250,000, is targeted to assist companies wishing to improve the environmental quality of their operations. Preference for loans is given to firms that locate in urban and town centers near existing infrastructure and mass transit.

Brownfields Incentive for Industrial Cleanup

The New Jersey Commerce & Economic Growth Commission provides significant incentive program to developers who remediate and redevelop contaminated sites. A developer may enter into a redevelopment agreement with the Secretary of Commerce that allows for recovery of up to 75% of the cost of remediation once the redevelopment project has begun to realize the new tax revenues in an amount sufficient to cover the cost of remediation. The developer must be a nonresponsible party, who agrees to undertake and complete the cleanup to the satisfaction of the New Jersey Department of Environmental Protection.

Hazardous Discharge Site Remediation Loan & Grant Program:

Businesses may qualify for loans up to \$1 million for up to 10 years for site investigation and cleanup. The interest rate is the Federal Discount Rate at approval or closing of contaminated sites, whichever is lower, with a minimum of 5%. Loan guarantees are also available.

Customized Training Program:

The New Jersey Department of Labor's Customized Training Program promotes the creation and retention of high-skill, high-wage jobs through comprehensive workforce training. Financial

Redevelopment Plan

City of Gloucester, Camden County, New Jersey
Southport Redevelopment Area

assistance in the form of matching grants may be available to qualified businesses to offset some of the costs of occupational training in the workplace. Training plans are largely designed by the employer. Training may be classroom based or on the job. Applicants may select a third party training vendor such as New Jersey community colleges, four-year colleges/universities, county vocational schools, or private training organizations.

Urban Enterprise Zone Program

The New Jersey Urban Enterprise Zone Program was created to stimulate economic development and job creation in the State's designated zones. Participating businesses located in these zones are eligible to receive incentives, including sales tax exemptions for building materials, equipment and supplies invested or used at the certified site, corporation tax benefits, and unemployment insurance rebates. Retailers charge only half the current sales tax on most "in person" purchases. Receipts from retail sales are deposited into a Zone Assistance Fund to which zone municipalities may apply for funding for projects within the urban enterprise zones. Over \$315 million has been approved from the Zone Assistance Fund for more than 1,000 zone projects. The Program's over 6,500 participating businesses have created over 50,000 full-time jobs and 5,000 part-time jobs since the program's inception in 1984. These companies employ 150,000 full-time employees and project hiring nearly 25,000 employees this coming program year. Companies have invested over \$9.9 billion to date in their businesses. They will invest another \$1.9 billion in the upcoming program year.

Benefits to Qualified Businesses Include:

- Reduced Sales tax (3% vs. 6% outside the UEZ)
- Sales tax exemptions
- Corporate tax credit for the hiring of certain designated employee groups
- Subsidized unemployment insurance costs
- Priority assistance for the Local Development Fund Program

NJ Redevelopment Authority:

The New Jersey Urban Redevelopment Act created the New Jersey Redevelopment Authority (NJRA) in 1996 to spearhead the economic development efforts in New Jersey's urban communities. The NJRA became operational in April 1997 and began focusing on investing in neighborhood-based redevelopment projects. Through the New Jersey Redevelopment Act, the NJRA has also assumed the assets and liabilities of the former Urban Development Corporation.

The Authority offers:

- Low and no interest loans
- Equity investments loan guarantees
- Technical assistance

The NJRA partners with community-based organizations, developers and businesses to leverage its resources to formulate and develop redevelopment projects to increase economic opportunities in 67 eligible communities. The NJRA's primary interest is to ensure that projects developed are urban-focused, neighborhood-based and investment-driven. The NJRA's commitment to projects goes well beyond financing. The NJRA is taking a comprehensive approach to economic development opportunities that are "Creative Community Investments."

Technology Certification Program:

This Innovative program allows new or expanding technology and biotechnology businesses to turn their tax losses and credits into cash to grow their businesses. Approved businesses may sell their unused net-operating-loss carry forwards and unused research and development tax-credit carry forwards to any corporate taxpayer in the state for at least 75% of the value of the tax benefits. They can then use the money raised for working capital to buy equipment or facilities or for other business expenses. To qualify, the technology or biotechnology business must have 225 employees or less of which at least 75% must be based in New Jersey, and meet certain other criteria.

Technology Transfer & Commercialization Program:

This competitive investment program administered by the Commission on Science & Technology is a funding source for small, for-profit technology companies, to conduct product or process development projects with a near-term commercial outcome. Loans range from \$50,000 to \$250,000 and companies are required to repay only the principal amount of the loan. Companies eligible for this funding must be New Jersey based or plan to relocate to New Jersey.

Early Stage Enterprise (ESE) Seed Investment Fund:

Very young technology enterprises may be eligible to receive investments ranging from \$50,000 to \$1.5 million.

SBIR Bridge Loan Program:

Applicants for federal Small Business Innovation Research grants may receive loans which help bridge the time and financial gap between the awarding of Phase I and Phase II of the federal SBIR grants.

Edison Venture Finance Fund:

To increase the availability of venture capital to New Jersey businesses, the Edison Venture Fund makes investments in emerging technology businesses in the mid-Atlantic region, including New Jersey. The Edison Venture Fund has committed to target one-third of its capital to New Jersey-based businesses. The New Jersey Economic Development Authority has invested in this fund, and refers qualified high-tech companies to the fund for financing.

R & D Tax Credit Carry Forward Extension:

This law allows Research & Development Tax Credits to be carried forward for a period of 15 years. These credits must be incurred during period on or after 7/1/98, but no later than 6/30/01. Current law allows Research and Development Tax Credits to be Carried forward for a period of seven years. New Jersey corporate business taxpayers are eligible if they have incurred qualified research expenses (pursuant to IRC 41 as of 6/30/92) in the following areas: advanced computing, advanced materials, biotechnology, electronic device technology, environmental technology, and medical device technology.

NJ Manufacturing Extension Program:

This innovative program allows new or expanding technology and biotechnology businesses to turn their tax losses and credits into cash to grow their businesses. Approved businesses may sell their unused net-operating-loss carry forwards and unused research and development tax-credit carry forwards to any corporate taxpayer in the state for at least 75% of the value of the tax benefits. They can then use the money raised for working capital to buy equipment or facilities or for other business expenses. To qualify, the technology or biotechnology business must have 225 employees or less of which at least 75% must be based in New Jersey, and meet certain other criteria.

R & D Excellence Program:

This program is intended to create and/or mature new scientific and technology areas, which have potential for products, services, or processes important to New Jersey's future economic development. This multi-year grant program is available to academic research centers to work in collaboration with industrial partners.

Advanced Technology Centers:

Research Centers of excellence are located at New Jersey's major academic institutions, serving industry by offering and enhancing academic/industrial technology collaboration opportunities in a variety of disciplines. Advanced Technology Centers are designed to focus on strong industrial/academic R& D partnerships for continuous innovation to increase productivity, global competitiveness and profits

Technology Business Incubators:

Seven incubator facilities provide start-up and small firms with low-cost office, light manufacturing and/or laboratory space, shared central facilities, and business training and assistance. The Commission on Science & Technology expects to develop an additional five new incubators in New Jersey within the next two years. This expansion will allow New Jersey and its businesses to enjoy the economic benefits that can be derived from the incubation model.

Technology Centre of New Jersey:

Designed by the New Jersey Economic Development Authority, the Technology Centre of New Jersey, conveniently located in Central Jersey, is a collaborative effort by the State of New Jersey, private corporations, and academia featuring state-of-the-art, affordable laboratory, office, and production facilities for emerging and established technology companies.

Washington Technical Liaison:

The Technical Liaison Consultant provides New Jersey business with assistance in identifying available funding opportunities from the federal Small Business Innovation Research Program and other federal funding sources.