Harrison Township, New Jersey
PRELIMINARY INVESTIGATION

BLOCK: 64

 lots: 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22

Redevelopment Preliminary Investigation Report pursuant to Harrison Township Committee Resolution No. 062-2013

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1.0 Introduction

Harrison Township through Resolution No. 062-2013 has requested that Group Melvin Design evaluate the following Block and Lots to ascertain whether this area qualifies under N.J.S.A. 40A:12A-5 as an “Area in Need of Redevelopment”:

Block: 64
Lots: 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22

Specifically, it was resolved by the Mayor and Committee of the Township of Harrison, that:

A  The Land Use Board of the Township of Harrison be directed to conduct a preliminary investigation to determine whether the area known as Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22 identified on the Township Tax Map in Harrison Township, is an area in need of redevelopment according to the criterion in N.J.S.A. 40A:12A-1, et. seq; the staff of the Land Use Board and its consultants be directed to assist the Land Use Board in conducting the blight and/or area in need of redevelopment investigation; and

B  The Township Clerk would forward a copy of the Resolution to the Secretary of the Land Use Board for immediate action, and

C  The preliminary investigation, once completed, would be submitted to the Governing Body for review and approval in accordance with the provisions of the Redevelopment and Housing Law, N.J.S.A. 40A:12A-1, et. seq.

The analysis presented within this document serves as the basis for our recommendation that Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22, which is located along Main Street (Route 45) in Harrison Township, Gloucester County, New Jersey, is in need of a redevelopment designation and warrants accompanying guidelines that will ensure that the entire area is developed in a manner that adheres to local and state plans, incorporates sound principles of urban planning and design, promotes the public welfare, and contributes to the sustainable economic development of the Township. The lands in question equal a total of 68.4 acres.
The area being reviewed falls under the Township’s VB Village Business District and MSD Main Street District ordinances. The VB Village Business District permits a mix of low-intensity commercial and retail uses within planned developments. The MSD Main Street District permits buildings that may serve a single-use or mixed-use, and includes single-family dwellings, general retail uses, institutional uses, shops specializing in personal or business services, eating and drinking establishments, studios, utility offices and facilities, amusements, professional offices, and consignment markets.

The area being reviewed also falls partially within the Mullica Hill Historic District, which is intended to preserve the historic nature and unique character of the Village of Mullica Hill, the traditional center of the Township.

Figure 1 contains a Zoning map of the site and its surroundings and shows the location of the four lots in question.

2.0 The Redevelopment Act

New Jersey’s Local Redevelopment and Housing Law (LRHL), empowers municipalities and local governments with the ability to initiate a process that transforms underutilized or poorly designed properties into healthier, more vibrant, or economically productive land areas. The process has been used successfully across the state to creatively improve properties meeting statutory redevelopment criteria. Projects approved for redevelopment are often eligible for certain types of technical and financial assistance from the state.

Harrison Township has identified the parcels at Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22 as an opportunity for redevelopment in accordance with the provisions of the LRHL.

3.0 Redevelopment Procedure

The LRHL requires municipalities to perform a number of steps before it may exercise its Redevelopment powers. This process is meant, in part, to ensure that the Governing Body acts in concert with the goals and objectives of the Township’s Master Plan. Recognizing the Land Use Board’s role as the steward of the Master Plan, these steps require the Land Use Board to make recommendations to the Township Committee. The required steps are as follows:

A  The Governing Body must adopt a resolution directing the Land Use Board to perform a preliminary investigation to determine whether a specified area is in need of redevelopment according to criteria set forth in the LRHL (N.J.S.A. 40A:12A-5). The Township Committee has adopted Resolution No. 173-2011.
Figure 1: Zoning Map
B  The Land Use Board must prepare and make available a map delineating the boundaries of the proposed redevelopment area, specifying the parcels to be included in it. This map should be accompanied by a statement setting forth the basis of the investigation.

C  The Land Use Board must then conduct the investigation and produce a report presenting the findings. The Board must also hold a duly noticed hearing to present the results of the investigation and to allow interested parties to give testimony. The Land Use Board then may adopt a resolution recommending a course of action to the Governing Body.

D  The Governing Body may act on this recommendation by adopting a resolution designating the area an “Area in Need of Redevelopment”. The Governing Body must make the final determination as to the Redevelopment Area boundaries, although these are typically accepted as recommended by the Land Use Board.

E  A Redevelopment Plan must be prepared establishing the goals, objectives, and specific actions to be taken with regard to the “Area in Need of Redevelopment.”

F  The Governing Body may then act on the Plan by passing an ordinance adopting the Plan as an amendment to Township’s Zoning Ordinance.

Only after completion of this process is the Township able to exercise the powers granted to it under the State Redevelopment Statute.

4.0  Current Progress

The Harrison Township Committee adopted a resolution on February 4, 2013 (Resolution No. 062-2013) instructing the Land Use Board to initiate an investigation in accordance with Part “a” above. Together with its accompanying maps, this report is meant to satisfy parts “b”, and “c” above.

This analysis concerns an area that totals 70.75 acres comprised on twenty-three (23) lots. This analysis will determine if this entire area warrants redevelopment based upon the statutory criteria of the LRHL. This report will conclude by recommending if these lots should be included in any redevelopment designation in order to produce an effective and comprehensive redevelopment plan for the area. Specific information regarding zoning classification, property class, location, and ownership can be found in the following table.
<table>
<thead>
<tr>
<th>Block</th>
<th>Lot</th>
<th>Zoning</th>
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<th>Location</th>
<th>Owner</th>
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Figure 2: Aerial Map
Figure 2 contains an Aerial Photo of the site. Analysis is being presented on the following pages in accordance with the Township Committee’s resolution concerning Block 64 Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22.

5.0 Existing Conditions

The site area is bounded by Route 322 to the north, two existing single-family detached residential developments to the west, Woodland Avenue to the south, and North Main Street to the east. The Village of Mullica Hill is located at the eastern edge of the study area. According to property tax records, the site is composed primarily of two large farm parcels, lots 2 and 21, which front onto Route 322 and Woodland Avenue respectively. The rest of the site is characterized by a mix of primarily residential and some commercial properties fronting on North Main Street, and to a lesser degree, onto Route 322 and Woodland Avenue.

The Village of Mullica Hill is Harrison Township’s historic center, and sits at the confluence of several major roadways that run through the Township. The study area is also bisected by the Raccoon Creek, an important waterway that served the first inhabitants of the Village. As suburbanization of the surrounding farmland in the community took hold in the past several decades, several steps were taken to reinforce the Village of Mullica Hill as a traditional town center and walkable community. Notably, this included the designation of the Mullica Hill Historic District on the National Register of Historic Places, as well as the construction of the Route 322 Bypass, pedestrian-oriented streetscape improvements, and ordinance requirements that ensure that the community develops in concert with the existing walkable, mixed-use nature that the Village has long been known for.

The site is bisected at lot 2 by a wooded section of the Raccoon Creek, and is partially covered by wetlands. Figure 3 shows existing Environmental Constraints on site.
Figure 3: Environmental Constraints
6.0 Statutory Criteria for Redevelopment

An area qualifies as being in Need of Redevelopment if it meets at least one of the eight statutory criteria listed in Section 5 of the Land Redevelopment and Housing Law (N.J.S.A. 40A:12A-5). These criteria are as follows:

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 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,” P.L.1983, c.303 (C.52:27H-60 et seq.) 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 pursuant to sections 5 and 6 of P.L.1992, c.79 (C.40A:12A-5 and 40A:12A-6) for the purpose of granting tax exemptions within the enterprise.
zone district pursuant to the provisions of P.L.1991, c.431 (C.40A:20-1 et seq.) or the adoption of a tax abatement and exemption ordinance pursuant to the provisions of P.L.1991, c.441 (C.40A:21-1 et seq.). 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:12A-1 et al.) 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.

The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

7.0 Applicability of Statutory Criteria to the Redevelopment Area

Under the Local Redevelopment and Housing Law, an area may be deemed in need of redevelopment if it meets any one of the statutory criteria. Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22 meet Criteria A, D, and H as follows:

Criteria “A” applies to Block 64, Lot 5 because the state of the principal structure is in disrepair, and because of its proximity to the intersections of N Main Street/Route 45 and Route 322, it would be difficult to provide access to the site via necessary curb cuts, due to the volume of traffic at that intersection, and because of queuing at the intersection.

Criteria “D” applies to Block 64, Lots 2, 4, 6, 7, 9, 12, 13, 14, 16, 17, 18, and 21. The lots in question, if left to develop on their own, do not meet the intent or standards of the two applicable zoning districts, the Main Street Business District and the Village Business District. Each lot identified within this examination is affected by either regulatory or physical constraints which make development of the lots consistent with the intent of the Mullica Hill section of the community infeasible. These lots exhibit conditions of obsolete layout and design consistent with the “D” Criteria designation. The following detail the regulatory and physical constraints identified for each lot within this examination:

- Block 64, Lot 2 falls within the Village Business District. This lot fronts on Route 322, but does not have access or frontage on Main Street. Lot 2 is additionally constrained by the presence of the Raccoon Creek which bisects the lot, separating the
larger, back portion of the lot with no street frontage from the slightly smaller portion of the lot with frontage on Route 322. The area of the stream is heavily wooded, and includes the presence of wetlands at both ends of the lot. Additionally, the Township’s riparian buffer ordinance applies to this stream corridor, which requires an extension of “75 feet from each defined edge of an identified watercourse or surface water body at bankfull flow or level”. This limits the types of uses permitted within this portion of the lot to open space and agricultural uses, and does not permit roadways which could connect potential site development on lot 2 except for under certain circumstances and requiring municipal review and approval.

- Block 64, Lots 3.01 and 3.02 fall within the Village Business District. These lots are not conducive to development due to the lack of necessary area for parking, loading, and buffers for any development other than residential. Additionally, Lot 3.02 is partially intersected by the Raccoon Creek at its northwestern corner, which may present an additional constraint to any future development of the site, given necessary buffer requirements.

- Block 64, Lot 4 falls within the Village Business District. This lot is irregularly shaped, and contains a varied width road easement along its frontage with Route 322. The irregular triangular shape of this lot, coupled with the easement, does not make this lot conducive to development. At its greatest depth, the lot is only 103.95 feet from the Route 322 R.O.W. When required setbacks are subtracted, such as the minimum rear yard setback requirement of 50 feet, the developable portion of the lot becomes severely limited.

- Blocks 6, 7, 12, 13, 16, 17, and 18 fall within the Main Street District. These lots do not meet the minimum lot width requirement of 100 feet, and in many cases, would not meet the minimum street frontage requirement of 80 feet, as many of the lots are deep, but narrow. This constrains development opportunity on these sites as there is not sufficient width to accommodate both a principal structure (existing or proposed) and the necessary parking and circulation. The lots are sufficiently narrow that rear parking lots are difficult to attain given the location of existing structures and the narrowness of the lots. Further, should parking be achieved on a lot by lot basis, it would be long, narrow and dead-end
parking in an unsafe, obsolete configuration. As a result, the lots will remain underutilized. Further, because of their narrow nature, should the lots develop commercial as permitted, it will necessitate closely spaced curb cuts. This is counter to good circulation design based on safety and the promotion of a high-quality pedestrian environment. Therefore, the lots exhibit obsolete layout and design. Additionally, these lots, with the exception of lot 12, do not meet the minimum lot area of 21,780 square feet as required for this zone.

- Block 64, Lot 8 falls within the Main Street District. The irregular shape of this lot, specifically the lot's narrow frontage, results in an undefined driveway entrance that is shared with Lot 9. Additionally, the abutment that sits just inside of the property line at this site creates safety concerns for ingress and egress.
  
- Block 64, Lot 9 falls partially within the Village Business District (the portion of the lot which is setback approximately 312.12 feet from Main Street) and partially within the Main Street District (the portion of the lot which fronts on Main Street). This lot does not meet the minimum frontage requirements of 80 feet (actual lot frontage is 58.74 feet). While the lot meets the minimum lot area requirements for both districts, the shape of the lot is overly narrow (approximately 148.61 feet at its widest point), and does not lend itself to any development types which maximize the use of the lot. Further, the vision for the development of Mullica Hill is to foster a walkable community with buildings fronting on the street. It is not possible to accommodate this goal and accommodate necessary parking and circulation with only 58.75 feet of street frontage. Therefore the lot layout is obsolete and leads to under-utilization.

- Block 64, Lot 14 falls within the Village Business District. This lot fronts on Main Street, but the most economically valuable or “buildable” portion of the lot is set back approximately 315 feet from this street frontage, adding to the potential cost of necessary access drives to reach the developable portion of the site, and severely limiting visibility of the development from the roadway. This lot, from the frontage, also shows evidence of needed maintenance.
- Block 64, Lot 15 falls within the Main Street District. While this lot meets the minimum lot width and lot dimension requirements, the narrow and deep nature of the lot would make it difficult to provide adequate parking and loading as stipulated by the Township’s ordinance requirements, and for adhering to side and rear yard buffer requirements.

- Block 64, Lot 19 falls within the Main Street District. This site is owned by the Chabad Jewish Center and is a synagogue. This property was the subject of a Bulk Variance Application in January 2012 for a former residence to be converted to use as “an office and two classrooms for the provision of religious education”. It was found that because of the size and layout of the site that the property had severe restrictions for full utilization of the existing structure. It was also found, at that time, that pedestrian circulation along the street frontage was not optimal.

- Block 64, Lot 20 falls within the Main Street District. This lot’s irregular “L” shaped layout presents a constraint to any future development type other than residential. Specifically, the back portion of the lot, of an average width of 64 feet, presents challenges to viably incorporating adequate parking and loading as stipulated by the Township’s ordinance requirements, and for adhering to side and rear yard buffer requirements.

- Block 64, Lot 21 falls within the Village Business District. This lot fronts on Woodland Avenue, but does not have access or frontage on Main Street. Woodland Avenue is primarily a residential arterial roadway, and is not conducive to the types of walkable, mixed-use development envisioned under the VB Village Business District Zone.

- Block 64, Lot 22 falls within the Main Street District. While it appears to be technically possible to meet parking, loading, and buffer requirements should the site develop as a use other than residential, the size and dimensions of the lot would restrict actual site layout to a compromise solution at best, which would not be optimal, and which would not meet the highest and best use of the site.

- Section 225-16.1.D.8 states that “Each development proposal is to incorporate, as an integral component of development, the provision of easements as may be found necessary to facilitate pedestrian access to Main Street.” This is not possible to achieve on lots 2 or 21.
The “H” criterion, Smart Growth Consistency, applies Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22. The State Planning Act (N.J.S.A. 52:18A-196 et seq.), adopted in 1985, establishes the framework, for State policies and regulations related to smart growth principles. Among the stated objectives in the Act that serve as this framework are the following:

A Protect the natural resources and qualities of the state, including, but not limited to: agricultural development areas, fresh and saltwater wetlands, flood plains, stream corridors, aquifer recharge areas, steep slopes, areas of unique flora and fauna, and areas with scenic, historic, cultural, and recreational values;

B Promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditures of public funds. This should not be construed to give preferential treatment to new construction;

C Identify areas for growth, limited growth, agriculture, open space conservation and other appropriate designations that the commission may deem necessary;

D Coordinate planning activities and establish statewide planning objectives in the following areas: land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination.

The New Jersey State Development and Redevelopment Plan, adopted pursuant to the State Planning Act, contains a series of smart growth goals and policies and a map which reflects desired growth patterns. The parcel in question is located in Planning Area 3, Fringe Planning Area, where growth is directed at centers in these areas in order to preserve environmentally sensitive lands and open space.

Figure 4 contains a map of State Planning Areas and Sewer Service Areas.

The policy objectives of State Planning Area 3 include the following:

A Focus development and redevelopment in appropriately located and designed Centers to accommodate growth that would otherwise occur in the Environs.

B Provide for a full range of housing choices primarily in Centers at appropriate densities to accommodate projected growth.

C Encourage appropriate redevelopment in existing Centers and existing developed areas that have the potential to become Centers, or in ways that support Center-based development, to accommodate growth that would otherwise occur in the environs.

Figure 4: State Planning Areas & Sewer Service Areas

- Sewer Service Area
- Block & Lots in Question
- Major Roads
- State Planning Areas
  - 3
  - 4
  - 5
  - 8
The Block & Lots in question are both adjacent to and within the Village of Mullica Hill, Harrison Township’s historic commercial center. Redevelopment of these parcels supports smart growth principles, by directing redevelopment close to an established village area and directing development away from farmland, open space, and sensitive environmental areas. With respect to good Smart Growth, center based practices, and locating development near community amenities and walkable environments, the site or area is an extension of Mullica Hill with walkability into the historic downtown.

Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, and 5 have frontage along Route 322. Lots 19, 20, 21, and 22 have frontage along Woodland Avenue. These lots do not provide adequate access for pedestrians, as they do not have sidewalks and do not support pedestrian movement either on the site or connecting to the Village of Mullica Hill.

Additionally, all lots within the study area, because of their proximity to the Village of Mullica Hill, do not achieve the highest and best use for the area. Development on this site should align itself with the goals of the State Plan by supporting a walkable community and environmental protection and preservation.

**8.0 Conclusion**

Based on the above analysis and findings, it is concluded that the conditions on Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22 qualify as an “Area in Need of Redevelopment” as defined in N.J.S.A. 40A:12A-5). As described above, the Block & Lots in Question meet several of the following statutory criteria listed in the Local Redevelopment Housing Law (N.J.S.A. 40A:12A-1):

**A - Deterioration**

**D - Obsolete Layout and Design**

**H - Smart Growth Consistency**

The Planning Board, upon adoption of a resolution, hereby recommends to the Governing Body that the Block 64, Lots 1, 2, 3, 3.01, 3.02, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, and 22 study area be found to be an “Area in Need of Redevelopment” in accordance with N.J.S.A 40A:12A-5 pursuant to the findings of this report.
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