



A-1 Pallet Site Redevelopment Plan

Township of Lumberton
Burlington County, NJ
April 20, 2007



Redevelopment Plan for the A-1 Pallet Site

Developed In accordance with N.J.S.A. 40A:12A-1 et seq.

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Introduction

The A-1 Pallet site, as its name suggests, was a former manufacturing facility for wooden pallets used in the shipping industry. This facility has been closed for approximately two years. The closing of the plant, because of its size and prominent location, provides the opportunity to start a transformative process of the upper Main Street corridor in Lumberton. The Township Committee has determined that the best means of seizing this opportunity lies in the redevelopment process where a foundation for change on Main Street can be set.

Main Street in Lumberton is the historic route between Mt. Holly and Medford and for most of its length is County Route 541. The historic Village of Lumberton is located on this route where the road meets the South Branch of Rancocas Creek. The construction of Rt. 38 in 1934 roughly on the boundary between Mt. Holly and Lumberton made for considerably easier access to the employment centers in western Burlington County. Housing development occurred from this new access as well as organic growth from Mt. Holly, which accelerated after World War II. Commercial uses generally followed the establishment of neighborhoods. Gradually this process led to the

development of nearly all of the land between Mt. Holly and the Village by the 1960's.

County road plans led to the construction of the Mt. Holly Bypass extending southward from Rt. 38 and curving east to intersect with Main Street. With the opening of the road in 1988, Rt. 541 shifted to this new alignment and Main Street in front of the subject site became Route 691. This had the effect of shifting a substantial amount of through traffic away from Main Street and consequently aids in the Township's long range goal for redevelopment of the corridor for better pedestrian access.

The A-1 Pallet Site Redevelopment Plan forms an amendment to the second part of the two-part planning process for redevelopment areas. The first part of the process, analyzing whether an Area is in Need of Redevelopment or Rehabilitation, has been previously determined. This amendment creates a more specific plan for 691 Main Street, otherwise known as Block 16, Lot 1.02.

The site is privately owned by William Hordis of Limekiln, Pennsylvania and is presently developed with a one-story industrial building of 44,440 sf. on a site of 7.87 acres, with a floor area ratio of about 0.13. At least 80% of the site is impervious coverage, with the majority consisting of compacted gravel and asphalt. The site is presently zoned Industrial 2. This site is adjacent to the Whitesell business park tied to the Mt. Holly Bypass to the west, a professional office use which is primarily medical offices to the north, small scale commercial uses to the east and another

business park use to the south. Also across the street is open space associated with Bobby's Run that is consequently undeveloped.

The existing industrial building is located in the center of the site surrounded by impervious surfaces. Since the relationship of the street to buildings is a prime consideration in the redevelopment, it is expected that this building will be demolished rather than refurbished.

Redevelopment Plan Process

The initial redevelopment plan process started on June 16, 1997 with the Township Committee's charge to the Planning Board¹ to conduct a preliminary study of the proposed redevelopment area. This preliminary investigation, dated October 13, 1997, and subsequent public hearing held on November 13, 1997, determined that the land in question constituted an Area in Need of Redevelopment. Based on the Planning Board's Resolution No. 1997-54, and a supplemental planning report dated December 11, 1997, the Township Committee adopted Ordinance No. 1998-14 on April 6, 1998. An expansion of the district was investigated by directive of the Township Committee to the Planning Board on August 3, 1998 (Resolution No. 1998-119). The Planning Board conducted the required public hearing on November 5, 1998 and memorialized its conclusions in Resolution No. 1998-91.

¹ - Resolution 1997-110. The Planning Board is now a combined board known as the Land Development Board.

Based on the report, the subject parcel was included in the expansion of the redevelopment area that the Committee adopted on January 19, 1999 (Ordinance No. 1999-1).

The adoption of this Plan by the Lumberton Township Committee is intended to give the property owner an alternate means of redeveloping the land to create higher value for both him or her and the municipality. It would also provide the means of selling it to a different redevelopment entity for those same purposes.

The Township Committee may facilitate the process of implementing the Plan through a Request for Qualifications or a Request for Proposal process to potential developers should the landowner elect not to proceed on his own account.

Redevelopment Objectives

Between Rt. 38 and the Village, Main Street reflects its post-World War II development with substantial setbacks and wide separations between buildings. The standards that led to this pattern were designed for automobile access to residences and buildings. The Township has an historic opportunity to encourage the evolution of Main Street from its present form to a traditional "Main Street" that would be a destination place and focal point for Lumberton. It is intended to complement the Village, which retains its historic fabric, but is largely residential in character. This part of Main Street has much more of a mixed character with some residential uses, commercial and institutional

uses, and even the industrial use of the A-1 Pallet site. This makes it better suited for redevelopment – existing buildings are not historic, the lots tend to be larger, and there has been a turnover of uses that lends itself to the creation of new uses. The core strategy for this amendment to the Redevelopment Plan is:

To use the redevelopment of the A-1 Pallet site as the catalyst for the transformation over time of Main Street to a new destination place for the community of Lumberton Township.

Other Redevelopment Plan Objectives

The original Redevelopment Plan objectives were intended primarily as a set of goals for the revitalization of the Rt. 38 corridor. However, specific objectives from the existing Redevelopment Plan are also appropriate for the A-1 Pallet site that is not located on the corridor. These include the following, from §230-3.B of the Township's codified ordinances:

- (c) Aesthetic improvements throughout the redevelopment area should result in an architecturally attractive, physically and visually uncluttered, clean and landscaped environment.
- (f) The core of business establishments offering basic goods and services should be improved and expanded. Residents' needs for such items as groceries, apparel, household supplies, personal

- and medical services should be provided in an attractive environment that is clean and safe. [...]
- (g) A unifying architectural theme should be developed to improve the appearance of buildings and surroundings. Facade improvements to existing buildings and the construction of new structures should follow the architectural theme to the greatest extent achievable.
- (h) Standards should provide for attractive signage, consistent with aesthetic and architectural themes. [...]
- (j) A series of pedestrian linkages should be developed which promote safe pedestrian access along roadway corridors and connect with residential, commercial, public and recreational opportunities around the Route 38 commercial corridor. [...]

A discussion examining the relationship between these redevelopment objectives and the goals and objectives of the Township's Master Plan and the policies of other levels of government is found in a following section.

Criteria of the Determination of Need

The basis for the delineation of the original redevelopment area and its expansion in 1999² was the finding by the

² - A third expansion was adopted by Township Committee on December 6, 1999 (Ord. No. 1999-25) but is not germane to this amendment.

Planning Board that the area investigated met the statutory criteria for an Area in Need of Redevelopment under *N.J.S.A. 40A-12A-5.c* and *-e*, namely:

- 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.
- 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.

In this instance, criterion 'e' continues to apply to the subject property.

Land Uses

Land use together with building form and placement on the site are the means by which the redevelopment objectives can be met. The industrial zoning on the site is incompatible with the desire to recreate Main Street as a

destination place for Lumberton residents and others within the county. Truck traffic associated with industrial uses, for example, will affect the potential improvements to the pedestrian environment contemplated in this document.

Lumberton has already experienced market interest in the development of medical offices for practitioners with privileges at Virtua Memorial Hospital in Mt. Holly. The hospital is on the same street³, though separated by Rt. 38. Land to expand medical services in Mt. Holly is limited and parking often difficult to find. What land is available will likely be used by the hospital as it looks to increase its services. Medical groups would naturally look to sites in Lumberton for their own expansion needs because of its proximate location to the hospital. Central Burlington County is a growing region and is the natural market area for Virtua Memorial. This geography and the continuing aging of the population suggest the need for future medical services.

Medical services have been converging with two other land uses: residential and physical fitness. Residential uses with certain medical services began with homes for the elderly that eventually evolved into skilled nursing centers and more recently, branched off to assisted living facilities. As prevention of illness or infirmity advanced in society, new forms of physical fitness and wellness facilities have come into being. Hospital and fitness chains have been creating fitness centers with medical attributes such as physical and occupational therapy and wellness programs. The Virtua

³ - The street is named Madison Avenue north of Rt. 38.

Health system, for example, operates the affiliated Rohrer Center for Fitness next to its West Jersey Hospital facility in Voorhees. Specialized facilities for rehabilitation ('subacute care') are also being constructed that are intended for persons that need additional intensive care to regain being able to live independently. For example, rehabilitation facilities would provide intensive therapy after a stroke or debilitating accident. Facilities of this type would complement the medical office uses located directly to the north of the A-1 Pallet site.

While these uses represent the most logical redevelopment of the A-1 Pallet site, there are also other suitable uses to create the form and interest needed to meet the objectives of the Plan. A list of all allowed uses follows:

Principal Uses and Definitions

Ambulatory Surgery Facility – An establishment for outpatient surgery licensed by the NJ Department of Health and Senior Services for same day procedures.

Assisted Living Facility – An establishment licensed by the NJ Department of Health and Senior Services to provide a coordinated array of supportive personal and health services, available 24 hours per day, to residents who have been assessed to need help with the activities of daily life, including residents who require formal long-term care.

Health Center – A building or portion of a building designed and equipped for the conduct of sports, exercise,

leisure time activities, or other customary and usual recreational activities, operated by profit or not-for-profit organizations, open to bona fide members or guests. Also encompasses the term *Fitness Center*.

Live/Work Units – A single habitable space used for both residential and commercial purposes by the inhabitants and no more than two non-resident employees. Permitted commercial uses include: workshop with an aggregate machinery power of no more than twenty (20) horsepower, office, clothing and apparel store, gallery, studio, performing arts studio, gift and antique shops, and other uses consistent with these.

Long Term Care Facility - An establishment or distinct part of an establishment licensed by the NJ Department of Health and Senior Services as a long-term care facility, for those persons requiring continuous nursing and medical attention.

Medical Laboratory – A support service to medical practitioners for the testing and diagnosis of diseases and conditions, including the collection of samples from patients; the fabrication of medical and dental prostheses.

Office Park - A non-residential land use developed as a single entity combining general, business, professional, and medical offices which may contain ancillary personal services primarily for employees, such as concierge and dining services.

Professional Offices – Offices of a recognized profession including, but not limited to, medical, dental, architecture, engineering, law, planning, psychology, social work, and similar services.

Rehabilitation Center - An establishment providing subacute care for persons transitioning from an in-patient hospital status to independent living or recovery from surgery, debilitation or serious illness.

Restaurant, Luncheonette and Café – Any such use excepting those with drive-in or drive-thru facilities.

Specialty Food Stores – A grocery primarily engaged in selling one food commodity, such as a bakery, fish market, gourmet shop, charcuterie, chocolate shop and the like; or shop primarily engaged in selling food associated with a particular nationality or religious order.

Specialty Retail Trade - Retail sales and incidental services characterized by single purpose stores, excepting. Examples include art gallery, book store, camera store, hobby shop, and apparel stores with a specific line of merchandise, such as a maternity shop.

Accessory Uses and Structures

Off-Street Parking and Loading – As required by the Development Regulations Ordinance.

Signage – As permitted by the Development Regulations

Ordinance.

Fencing – As permitted by the Development Regulations Ordinance.

Grounds Maintenance Building – Not exceeding 1,000 sf. in floor area.

Accessory uses and structures customarily incidental to a principal use.

Prohibited Uses

Though uses not permitted in this document are hereby prohibited, the following uses are specifically prohibited:

Adult Uses - including but not limited to, adult cabaret, adult media store, adult motion picture theater, or adult shop with a prevalence of sexually-oriented toys, novelties and/or lingerie.

Drive-in or drive-thru facilities.

Motorized vehicle sales, repair, fueling and customizing.

Retail banking or other similar financial services.

Terms not specifically defined here shall be as defined in Chapter 130 of the Township of Lumberton Code.

In a following section, land development rules that describe the standards for the redevelopment of the A-1 Pallet site are included. These regulations and standards will replace in part and supplement in other parts the existing zoning regulations established by the Township Committee in the Development Regulations Ordinance (Chapter 130 of the Township Code). Because of this regulatory framework, in the event the Redevelopment Plan regulations conflict with the provisions of the Township's Development Regulations Ordinance, the standards of the Redevelopment Plan shall govern.

Public Improvements

General Policy

The redeveloper is expected to install necessary public improvements on the property it controls as well as abutting rights-of-way at its sole cost and expense. The redeveloper is expected to construct any off-tract improvements necessitated by its redevelopment in the same manner.

Streetscape

The public view of the redevelopment area from Main Street constitutes one of the most important aesthetic needs of the municipality. To promote a better and more desirable visual environment, significant improvements to the edge of the redevelopment plan are required. This includes establishing a street edge, pedestrian access across the front of the property for the traveling public, plaza space in between the public access sidewalk and buildings as appropriate, street

trees, architecturally compatible lighting, and sufficient landscaping to supplement the architectural style of the building(s) and to screen parking lots that would be built as part of the redevelopment plan implementation. Signs designed to a common style will be required.

Parking

Parking for the redevelopment area is intended to be privately owned. Since the redevelopment area is expected to have a similar demographic profile as other suburban areas and to attract a car driving customer base, the parking number requirements of the Township's zoning ordinance will apply to parking within the redevelopment area.

Pedestrian and Cycling Circulation

The redeveloper will be required to implement the bicycle master plan across the front of this redevelopment site, which will require an improved shoulder and striping.

Affordable Housing

The redeveloper shall be responsible for its fair share of the impact of affordable housing created by the redevelopment project. Affordable housing shall mean the same as defined in *N.J.A.C. 5:80-26.2*, as it may be amended or superseded. The redeveloper may pay a contribution in lieu of construction as established by ordinance or negotiation with the Township Committee or through any of the affordable housing compliance mechanisms permitted by the NJ

Council on Affordable Housing as allowed by the Township Committee.

Relationship of Redevelopment Plan Regulations and Lumberton's Development Regulations Ordinance

The Redevelopment Plan regulations supersede the Township of Lumberton's Development Regulations Ordinance (Chapter 130) with regard to uses and the area, yard, height and building coverage standards in the Redevelopment Area. Unless otherwise covered in this document, the additional standards in Chapter 130 shall apply to the uses in the Redevelopment Plan. Where the design and performance standards in the Redevelopment Plan and the Township's other land development regulations conflict, the standards contained herein shall apply to the subject property.

Development Regulations

Basic Limitations and Requirements:

1. All land within Block 16, Lot 1.02 shall be encompassed with any proposed redevelopment.
2. Maximum gross floor area ratio shall be 0.40.
3. Maximum impervious surface coverage shall be 80% of total site coverage.
4. Maximum height limit shall be 35 feet and three

stories. Height shall be measured to the top of the parapet wall or mid-point of a sloped roof. Architectural elements comprising no more than 15% of the building footprint may rise to 45 feet, provided they are not habitable space.

5. A minimum of 80% of the lot frontage on Main Street shall be developed with a building or buildings.
6. Any building fronting Main Street shall be set back no further than 20 feet from the right-of-way line.
7. Any building fronting Main Street shall be a minimum of two stories or have a two-story appearance.
8. Minimum lot size for phasing purposes only shall be 60,000 sf.
9. Minimum perimeter building setback shall be zero feet within 120 feet of Main Street and 20 feet in other locations.
10. No parking shall be located between a building and the right-of-way line of Main Street. Parking may be continuous across property boundaries provided the parking lot shall be integrated with existing or proposed parking on an adjacent lot. Parking lots shall otherwise be setback 20 feet from a property line.

Design Guidelines

1. Unless the redeveloper proposes a specific use that requires a unique building, buildings should be designed with base, middle and top architectural elements as the primary means of relating buildings to each other. The base shall be considered at a minimum the water course line and below. In addition to the base, the exterior design shall include a middle field section and a cap differentiating the top. The middle of the building shall be differentiated from the base by a horizontal transition line. The transition line's specific location shall be determined primarily by the overall height of the building and that of any adjacent building(s). A second horizontal transition line shall be established between the middle field and the top cap.
2. Buildings shall be designed with the same architectural elements on all sides.
3. Buildings shall create the necessary backdrop for the creation of the streetscape. The streetscape should be continuous and varied through the use of street furniture, plazas, landscaping, building articulation, entrance placement, and changes in sidewalk types and textures. Long buildings shall be divided either physically or visually at a scale comparable to other building on Main Street. Driveway intersections with the public street should be minimized to avoid interruption in the street wall.
4. The front façade of building(s) facing Main Street

shall be considered the primary contributor to maintaining pedestrians' and motorists' interest in the redevelopment. Primary entrances to building(s) on Main Street shall face the public street. The front façade of other buildings on the site are those facing either associated parking or plazas.

Relationship of Redevelopment Plan Objectives to Other Municipal Policies

The Township's planning documents, aside from the reports previously noted, do not directly address the redevelopment of Main Street except in the Village. In the Village, redevelopment is intended to emulate the existing pattern of buildings and include infill development that utilizes existing architectural styles and building scale as a template for new construction. This goal has been addressed through the creation of the Historic Preservation Commission and the review of building plans in the Village. For the part of Main Street north of the Village that encompasses the subject site, Goals 2 and 8 of the 1994 Master Plan Elements (p.1) provide the clearest connection to this Plan:

2. Formulation of the Land Use Plan to guide and direct development into desirable forms and patterns. [...]
8. Provision of upgraded design standards for residential and commercial development in order to promote quality design and to encourage construction that will maintain the present character of Lumberton.

Land Use Policy of Other Jurisdictions

Municipal

The amendment to the Redevelopment Plan will have no material effect on the land use policies of other municipalities, the county or the state. The Plan does not contemplate any significant changes in population or number of employees that would create regional problems. The redevelopment area is fully surrounded by the municipality and will have no immediate effects on the municipalities of Mt. Laurel, Hainesport, Mt. Holly, Easthampton, Southampton or Medford. The redevelopment is relatively modest in scope and would replace an existing manufacturing building.

Burlington County Policies

Burlington County's Cross-Acceptance Report (April 2005) identifies regional planning concepts for Lumberton that were established through coordination with the Township. In addition to the Cross-Acceptance Report, the County has also embarked on a planning process to look at regional issues for six municipalities, including Lumberton, which occupy Rt. 38 in its eastern half. This latter planning process is in its beginning stages.

The Cross-Acceptance Report identified the following concepts that are relevant to the Redevelopment Plan:

- Lumberton is ... envisioning accommodating future growth within redevelopment areas along Route 38 in mixed use centers.
- Lumberton is ... interested in visually improving the appearance of the Township and increasing pedestrian accessibility throughout the community. To do so, the Township proposed establishing an historic overlay district within Eayrestown and Fostertown areas, while maintaining and improving the historic character of the existing Village Center along Main Street.
- Sidewalk and bicycle lane construction to improve pedestrian and bicycle mobility throughout the Township but particularly to the downtown business area in the Village neighborhood.
- Traffic calming improvements to Main Street (CR 541) and Bobbys Run Boulevard.

State Plan Policies

The State Development and Redevelopment Plan was adopted by the State Planning Commission on March 1, 2001. Within the State Plan, the municipality is located within the Suburban and Rural Planning Areas (PA2 and PA4). The historic Village is also identified as Proposed Village, a type of center. The subject site is located within the PA2 mapping district. The State Plan contains the following objectives that are related to redevelopment and this Plan.

Economic Development: Guide opportunities for economic development into Centers or existing pedestrian- and transit-supportive single-use areas and target new jobs to these locations.

Redevelopment: Encourage redevelopment efforts in existing Centers and single-use areas which can be redeveloped into mixed-use areas and areas within walking distance of train stations or other major public transit facilities. Redevelop at transit-supportive densities, while creating pedestrian-oriented environments. Take full advantage of the opportunities available under the state's redevelopment statutes to promote new Centers and retrofit existing areas with mixed-use and high densities.⁴

The State Planning Commission recommends that the response to these policy objectives lies with:

Capitaliz[ing] on the opportunities for redevelopment in Centers afforded by redevelopment laws and brownfield redevelopment programs. Establish and maintain a publicly accessible inventory of sites recommended for redevelopment.⁵

Mt. Holly is a proposed Regional Center that includes the adjacent fringes of Easthampton, Hainesport, Lumberton

⁴ - NJ State Development and Redevelopment Plan, pp. 198.

⁵ - NJ State Development and Redevelopment Plan, p. 194.

and Westhampton Townships. The subject site is in between the Planned Regional Center at Mt. Holly and the Village Center at Lumberton Village. It represents an area supportive of redevelopment at higher densities. Public transit operates along the Rt. 38 corridor, just to the north of the redevelopment site.

This amendment to the Redevelopment Plan is entirely consistent with the objectives and responses recommended by the Township's Master Plan, the County land use policy statement and the State Plan. In particular, it meets the need for redevelopment by focusing on vacant, obsolete and underutilized properties.

Financial Objectives

The main financial goal of the Redevelopment Plan is to achieve a self-financing project over its anticipated implementation period of no more than five years. After construction, the Township anticipates higher tax revenue through assessments on new construction.

It is not the intention of the Township Committee to offer tax abatements under either the Five-Year Exemption and Abatement Law (*N.J.S.A. 40A:21-1 et seq.*) or the Long Term Tax Exemption Law (*N.J.S.A. 40A:20-1 et seq.*). Notwithstanding this policy, the Township Committee may contemplate a specific request under the statutes from a redeveloper if the municipality's analysis indicates that either of these approaches merits consideration.

It is also not the intention of Township Committee to consider tax increment financing pursuant to the Revenue Allocation District Financing Act (*N.J.S.A.* 52:27D-459, et seq.) as a means to install critical infrastructure or other public improvements, unless sufficient credible evidence and pro forma information makes consideration of the use of this statute desirable.

Property to Be Acquired

No property is proposed to be acquired by public entities in the Redevelopment Area, unless no material progress is made within three years of the adoption of the Plan. In that event, the Township Committee may acquire the subject property in accordance with *N.J.S.A.* 20:3-1.

Relocation

There would be no displacement of either residents or businesses that requires a Workable Relocation Assistance Program under state law (*N.J.A.C.* 5:11-1 et seq.). The property is currently vacant.