

***City of Linden  
 Union County, New Jersey  
 Redevelopment Plan for the  
 City of Linden Social Justice Complex***



*Prepared by  
 Local Planning Services  
 Department of Community Affairs  
 101 South Broad Street  
 Trenton, NJ 08625  
 Phone: 609-292-3000*

*Prepared for  
 Mayor Richard J.  
 Gerbounka  
 and the City of Linden,  
 New Jersey*



**Mayor, City of Linden**

Richard J. Gerbounka, Mayor

**Linden City Council**

Council President James Moore

1st Ward Councilman Christopher Kolibas

2nd Ward Councilman Donald Beyer

3rd Ward Councilman Peter Brown Jr.

4th Ward Councilman Derek Armstead

5th Ward Councilwoman Rhashonna Cosby-Hurling

6th Ward Councilman Robert J. Sadowski

7th Ward Councilman Michael Minarchenko

8th Ward Councilwoman Michele Yamakaitis

9th Ward Councilman Armando Medina

10th Ward Councilman Adam Kuczynski

**City of Linden Planning Board**

Chairman Joe LaPlaca

Mayor Richard J. Gerbounka

Councilman Don Beyer Marilyn Coplan Secretary

George Doney Jacqueline Williams

Armand Fiorletti Al Volpe

George Vircik Dolce Lopes

Mike Aneson Nikolaos Vitoroulis Jr.

Anthony Rinaldo Jr. Paul Ricci

**NJ Institute of Technology School of Architecture**

Faculty:

Nick McDermott

Students:

Zainab Alaithian	Phil Ferrantello
Michael Filmomeno	Sean Gulbin
Naftoli Gut	Steve Martinex
Adebayo Oyeniya	Taryn Wefer

**NJ Department of Community Affairs, Local Planning Services**

**City of Linden Project Team**

Sean Thompson, Director Local Planning Services

Robert Tessier, PP, AICP, Team Leader

Maria Connolly, PP, AICP

James Requa, Ed. D.

Tom Stanuikynas, PP, AICP

---

***Robert J. Tessier, PP License Number 00225800***

**The original document is on file in the City of Linden Planning Board office and has been appropriately signed and sealed in accordance with the provisions of N.J.S.A. 45:14A-12 by Robert J. Tessier PP, AICP, the Local Planning Services team leader for the preparation of this report.**

**Table of Contents – Redevelopment Plan**

EXECUTIVE SUMMARY ..... 1

INTRODUCTION ..... 2

    Background..... 2

    Project Design Concept..... 3

REGIONAL CONTEXT ..... 4

    Census Tract Analysis..... 6

PROJECT SITE DESCRIPTION ..... 12

    Site Ownership & Property Information ..... 14

COMMUNITY NEED ..... 15

    Existing Facilities..... 15

REDEVELOPMENT GOALS AND PROJECT DESIGN PRINCIPLES ..... 20

    Redevelopment Goals ..... 20

    Design Principles ..... 20

    User Zones ..... 21

PROJECT DESIGN COMPONENTS ..... 22

PROJECT DESIGN ELEMENTS ..... 23

    Building Program..... 23

SHARED SERVICES..... 30

    Municipal Courts ..... 30

    Office of Emergency Management ..... 31

    Further Consideration ..... 32

POTENTIAL PARTNERSHIPS..... 35

PROJECT PRO FORMA AND FINANCING OPTIONS ..... 36

    Estimate of Building Construction..... 36

    Projected Project Financing ..... 37

    Linden and Roselle Municipal Bond Financing..... 38

    Calculation of proportional obligations of Roselle and Linden ..... 39

RELATIONSHIP OF REDEVELOPMENT PLAN TO OTHER PLANS..... 40

RELATIONSHIP OF THE REDEVELOPMENT PLAN TO MUNICIPAL DEVELOPMENT REGULATIONS..... 41

PROPOSED REDEVELOPMENT AREA LAND USES AND BUILDING REQUIREMENTS ..... 41

DEFINITIONS..... 44

PROPOSED LAND ACQUISITION, RELOCATION AND BUILDING DEMOLITION ..... 45

PROPOSED REDEVELOPMENT ACTIONS ..... 45

PROJECT IMPLEMENTATION STRATEGY ..... 47

## **Appendices**

### Appendix 1

Family Success – Licensed Child care Center Project

### Appendix 2

Construction Estimates for a Police Station, in Linden NJ

Construction Estimates for a Fire Station, 2 Story, in Linden NJ

Construction Estimates for a Courthouse 2-3 Story, in Linden NJ

Construction Estimates for a Community Center, in Linden NJ

Construction Estimates for an Outpatient Surgery Center, in Linden NJ

Construction Estimates for a Parking Garage, in Linden NJ

### Appendix 3

City of Linden St. Georges Avenue Redevelopment Area – Phase II

## **Maps**

Map 1 – City of Linden Regional Map

Map 2 – Total Housing Units by Census Tract 2011

Map 3 – Population by Race by Census Tract 2011

Map 4 – Median Household Income by Census Tract 2011

Map 5 – Median Home Value by Census Tract 2011

Map 6 – Gross Rent by Census Tract 2011

Map 7 – Percent Unemployment by Census Tract 2011

Map 8 – Percent of Families below Poverty Level by Census Tract 2011

Map 9 – Linden Redevelopment Study Area

Map 10 – Linden Study Area Utilities

Map 11 – Emergency Facilities in the City of Linden and Roselle Borough

## **Tables**

Table 1 – Demographic Summary

Table 2 – Population Characteristics

Table 3 – Facility Cost Estimate



## EXECUTIVE SUMMARY

This Redevelopment Plan is focused on property currently owned or controlled by the City of Linden or the Union County Development Authority. The surrounding neighborhoods are a transition area between areas of high unemployment and crime and more stable areas with lower crime and unemployment. The property is located on St. George's Avenue (NJ State Route 27), which is a commercial arterial roadway with high visibility and high vacancy rates.



The City of Linden and the Borough of Roselle have worked cooperatively on this Social Justice Complex project to establish a partnership that will bring mutually beneficial shared services and shared facilities for their respective Municipal Courts and Offices of Emergency Managements (OEMs). In addition, the United Way of Greater Union County has endorsed and is supporting the development of a Family Success and Job Center on the site. There is also a proposed urgent care facility sponsored by a regional medical center included in this plan. Finally, the City of Linden will relocate its Police Department and Emergency Dispatch to the site.

The current municipal courts are in improvised facilities and require significant upgrades to meet current security and operational standards. The current OEM facilities for both municipalities are also in improvised space with inadequate storage and operational centers. The Linden Police Department is in overcrowded space that does not meet current security or operational standards.



The intent of locating the police, emergency management and municipal courts with health care facilities, job placement services and a family support center is to connect justice courts, police and emergency management to the community they serve, giving the community and public agencies opportunity for restorative interventions. The hope for the new Social Justice Complex is that it will act as a catalyst to transform the surrounding community and the lives of individuals and families that utilize the services provided.

## INTRODUCTION

The purpose of this Redevelopment Plan for the City of Linden's Social Justice Complex is to provide guidance and visioning to Linden for the development of a new public facility on a currently vacant and underutilized property along St. George's Avenue on the Roselle Borough/City of Linden municipal boundary. The proposed Social Justice Complex Redevelopment Plan accommodates the following program elements:

- Linden Police Department
- Shared Roselle and Linden Municipal Courts
- Shared Roselle and Linden Offices of Emergency Management
- Roselle and Linden Family Support Center and Job Opportunities Office
- Urgent Health Care
- Family Success and Employment Center
- Outdoor Design and Identity

## Background

The Mayor of the City of Linden submitted a General Planning Services Request to Local Planning Services (LPS) requesting assistance with the preparation of a Redevelopment Plan for properties along St. George's Avenue in the City of Linden. LPS, which is part of the New Jersey Department of Community Affairs (DCA), develops cost-effective strategies and solutions by partnering with municipalities for the successful achievement of local land use and administrative goals. In the summer of 2013, LPS formed a project team to prepare this Redevelopment Plan.

In preparing this Redevelopment Plan, LPS worked cooperatively with the City of Linden and Roselle Borough administrations as well as with the New Jersey Institute of Technology (NJIT) School of Architecture. In addition, the DCA Division of Local Government Services provided guidance and consultation on shared services to both communities. The New Jersey Department of Labor and Workforce Development and Communities in Cooperation, Inc. also provided support and visioning for the project. Finally, Trinitas Regional Medical Center provided background for the development of an urgent care facility, and the Union County United Way provided input on the development of a family success center.

## Project Design Concept

This conceptual design of the proposed Social Justice Complex is based upon examples from the Yale School of Architecture Design Studio for the New Haven Community Court and the Red Hook Community Justice Center in Brooklyn. These two design programs propose reconnecting the justice system with the communities they serve. The Brooklyn design developed what is now referred to as the “Red Hook Principles,” which have been applied to the Linden Social Justice Complex visioning and this Redevelopment Plan. They are:

- Restoring the community – Community restoration will be facilitated by the increased police presence in the community, attracting new development into the neighborhood and the colocation of medical and family support services in the Justice Complex.
- Bridging the gap between the community and the courts and police – The justice center design will be a visible community center very accessible to the public and surrounding community and be a proactive sign that the neighborhood and its families are positively linked to the courts and police.
- Knitting together a criminal justice system with alternatives – By providing job counseling, child care, urgent care and social services on the site as well as a youth recreation center, the Social Justice Complex will help tie the courts, police and emergency management operations to the community they serve. Linking Roselle Courts and Linden Courts will help pull both sides of St. George Avenue together.
- Helping offenders and families deal with the problems that lead to crime – Child care facilities, health care, counseling, job skills and training are incorporated into the design of this complex to help offenders and their families
- Providing better information to residents, employees and clients of the Complex – The complex will have information kiosks, job counseling staff, new signage and indexing and offer training to the community and staff to provide better information to both users and employees of the complex.
- Design of the Courthouse to link to the surrounding neighborhood – The design visioning prepared by NJIT provides physical expression to community revitalization and offers multiple services under one roof and integrates the social justice complex with the community that it servers.

## REGIONAL CONTEXT

The City of Linden and Roselle Borough are located in northeastern New Jersey in Union County (see Map 1). The two municipalities are surrounded by Roselle Park Borough to the North, Elizabeth to the Northeast, Staten Island, New York to the East, Woodbridge Township and Carteret Borough to the South, the City of Rahway to the Southwest and Clark, Winfield and Cranford Townships to the West. Linden has a total area of 11.4 square miles and Roselle has a total area of 2.67 square miles. According to the U.S. Census Bureau’s 2007-2011 American Community Survey 5-Year Estimates, the population of Linden was 40,173 and Roselle was 21,016. Compared to the State of New Jersey as a whole, the two municipalities are densely populated (see Table 1). Both municipalities have experienced steady growth in the second half of the 20<sup>th</sup> century. Linden and Roselle are mostly residential with commercial land uses along the major arterial highways, such as U.S. 1 & 9 and NJ Route 27. Heavy industrial land uses can be found in the eastern portion of Linden along the New Jersey Turnpike and the deep seaports.

**Table 1 – Demographic Summary**

Municipality	Population	Area (square miles)	Density (pop/sq. mi.)
Linden City	40,173	11.06	3,632
Roselle Borough	21,016	2.64	7,960
New Jersey	8,821,155	7,762.86	1,136

The two municipalities are surrounded by an excellent multi-modal transportation system. Linden and Roselle are approximately located within a 20-mile drive from downtown Manhattan. Additionally, the Goethals Bridge links the City of Linden with Staten Island, New York. Several regional highways such as the New Jersey Turnpike (Interstate 95), the Garden State Parkway, Interstates 78, 278 and 287, U. S. Routes 1 and 9 and State Routes 27 and 28 either run through or are in close proximity to Linden and Roselle. NJTRANSIT provides direct rail service from Linden to Manhattan via the Northeast Corridor Line and the North Jersey Coast Line. Linden also has local bus transportation provided by NJTRANSIT to Elizabeth, Perth Amboy and Newark. Linden has a municipally owned airport, which serves as a general aviation facility and as a reliever airport. The Newark International Airport is located within a few miles and is easily accessible by both highway and transit.

# Map 1

## City of Linden Regional Map



## Census Tract Analysis

In order to compare demographic data with the surrounding area, this Redevelopment Plan will focus on Census Tract 344 in Roselle Borough and Census Tract 346 in the City of Linden, which roughly encompasses a mile-wide neighborhood around the study area. According to the 2007-2011 American Community Survey 5-Year Estimates, these two census tracts had a combined population of 8,556 (4,101 for Tract 344 and 4,455 for Tract 346). When compared to the averages for Union County and the State of New Jersey, these two census tracts appear to be younger, more racially diverse and less affluent (see Table 2). Tract 346 was especially younger with a median age of just 31.2. Although, both census tracts are similar to the County and State averages for the percent of high school graduates, these census tracts exhibit far less college graduates. Additionally, both census tracts have higher unemployment rates than the County and State averages. Tract 344 exhibited higher monthly gross rents (\$1,288) than the State and County averages. Tract 346 demonstrated much higher average household size with 3.45 people per household than the State and County averages. Finally, Tract 346 had a much higher poverty level (12.0%) than the State and County averages.

When compared to surrounding census tracts in the area, Tracts 344 and 346 seem to be a transition area between the more urban census tracts in the City of Elizabeth (to the east) and the more suburban census tracts in Clark and Cranford Townships (to the west). For example, Map 2 depicts occupancy data by housing units by census tract. From this map, one can clearly see a higher percentage of home-owners in the west in contrast to higher percentages of rental units and vacant homes in the east. In the center of the map, tracts 344 and 346 show a more even mix of owner-occupied and renter-occupied. Map 3 shows population by race by census tract. When compared to the surrounding tracts, Tracts 344 and 346 have a much higher Black or African-American population than the surrounding area. From this map, it is also evident that there is a higher concentration (greater than 25%) of Hispanic and Latino people in the north and east (i.e., Elizabeth City). Tracts 344 and 346 are on the cusp of the 25% line. The communities to the west have very low minority populations. Map 4 shows median household income by census tract and again the transition line appears evident. Higher incomes are seen in the suburban areas to the west and lower values are prevalent in the urban areas in the east. However, in this case,

Tract 344 has a significantly lower median household income (\$49,583) than Tract 346 (\$61,156), which is also below the average median income for the County and the State.

**Table 2 – Population Characteristics**

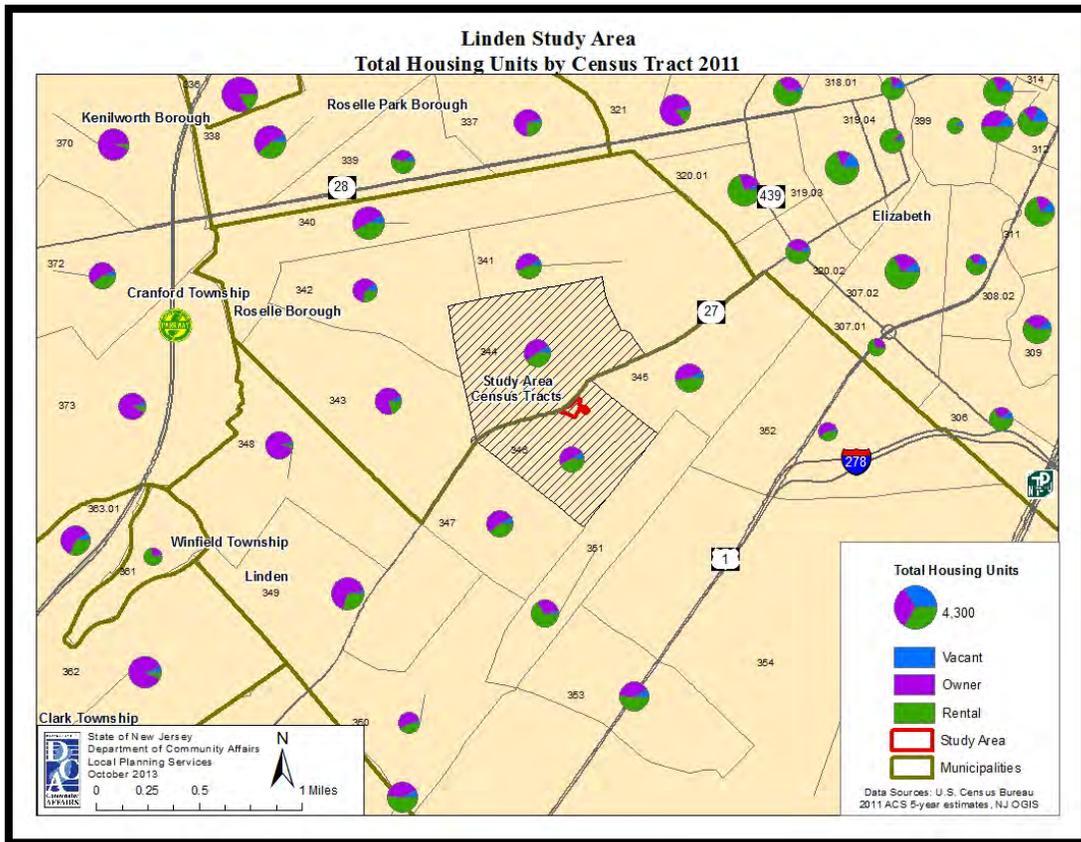
<b>Characteristics</b>	<b>Tract 344 Roselle</b>	<b>Tract 346 Linden</b>	<b>Union County</b>	<b>New Jersey</b>
<b>Population and Race</b>				
Total Population	4,101	4,455	539,494	8,821,155
Median Age (years)	36.3	31.2	38.0	39.2
65 years and over	11.9%	7.3%	12.7%	13.7%
White	14.5%	10.8%	56.7%	69.2%
Black or African American	78.9%	77.6%	21.4%	13.4%
American Indian and Alaska Native	0.0%	0.0%	0.2%	0.2%
Asian	0.0%	0.0%	4.6%	8.5%
Native Hawaiian/Pacific Islander	0.0%	0.0%	0.1%	0.0%
Other Race	6.6%	9.2%	15.4%	6.2%
Two or more Races	0.0%	2.4%	1.7%	2.5%
Hispanic or Latino (of any race)	17.3%	15.3%	28.1%	18.1%
<b>Households</b>				
Total Households	1,454	1,292	184,598	3,167,629
Family Households	66.2%	79.6%	70.4%	69.2%
Non-Family Households	33.8%	20.4%	29.6%	31.7%
Average Household Size	2.82	3.45	2.89	2.73
<b>Educational Attainment</b>				
Percent high school or higher	88.5%	88.4%	85.7%	88.1%
Percent bachelor's degree or higher	16.3%	9.8%	31.1%	35.3%
<b>Housing Units</b>				
Total Housing Units	1,606	1,441	199,702	3,562,720
Occupied Housing Units	90.5%	89.7%	92.4%	88.9%
Vacant Housing Units	9.5%	10.3%	7.6%	11.1%
Owner-Occupied	55.1%	51.2%	60.5%	65.0%
Renter-Occupied	44.9%	48.8%	39.5%	35.0%
Median Value Owner-Occupied Units	\$256,100	\$286,700	\$354,200	\$324,900
Median Gross Rent	\$1,288	\$1,002	\$1,133	\$1,135
<b>Employment</b>				
Civilian Labor Force	2,120	2,365	292,759	4,662,195
Percent Unemployment	12.6%	15.3%	12.0%	10.9%
Median Household Income	\$49,583	\$61,156	\$66,398	\$67,458
Percent of Families below Poverty Level	8.5%	12.0%	8.2%	7.8%

Map 5 shows median home values and Map 6 shows monthly gross rent by census tract. Median home values for Tracts 344 and 346 are mostly lower than the surrounding areas,

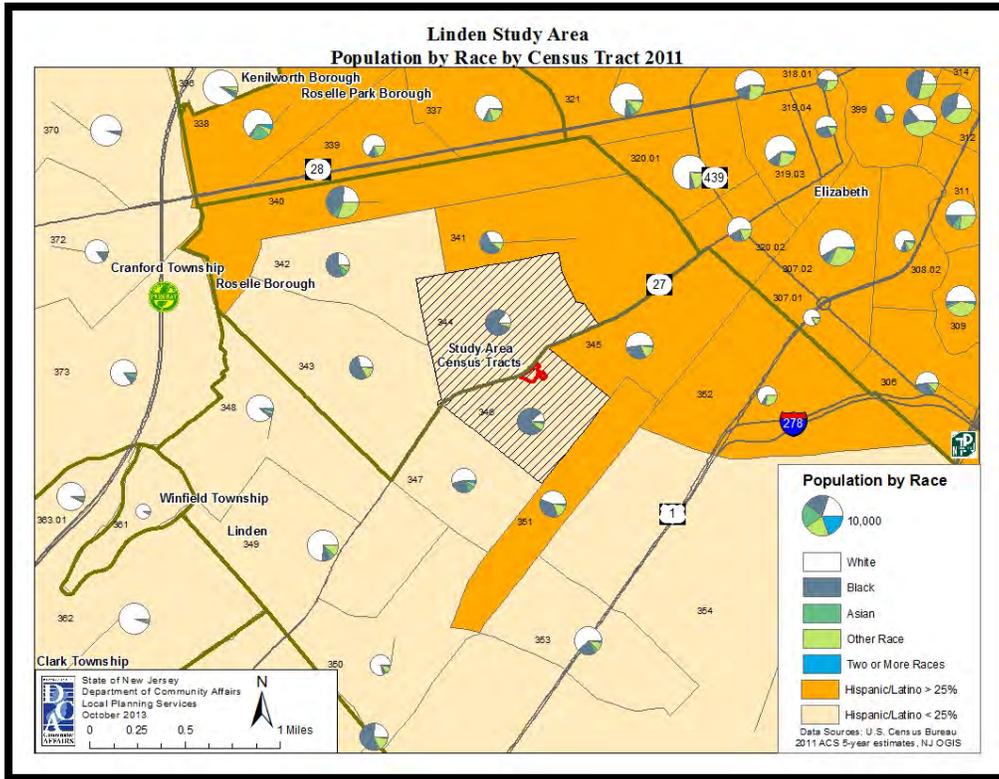
particularly in Tract 344 (\$256,100), which is much lower than Tract 346 (\$286,700). Gross rents appear significantly higher in Tract 344 (\$1,288) than the surrounding tracts in the area while Tract 346 (\$1,002) exhibits much lower gross rents. Map 7 shows unemployment and Map 8 depicts the poverty level by census tract. Unemployment tends to be higher in Tract 344 (12.6%) and especially in Tract 346 (15.3%), when compared to the surrounding tracts. Poverty levels are higher in Elizabeth City than in the surrounding municipalities in the north and west of the map, which are under 5%. Tract 344 (8.5%) and Tract 346 (12.0%) can be found in the middle ranges.

In conclusion, when compared to census tracts in the surrounding region, the neighborhoods adjacent to the study area (Tracts 344 and 346) tend to exhibit characteristics of an economic transitional area between the urban and suburban areas. With the influx of more civic and commercial land uses along St. George’s Avenue, this area has the potential to show increases in income, employment and housing values. However, without new economic opportunity, negative indicators could prevail.

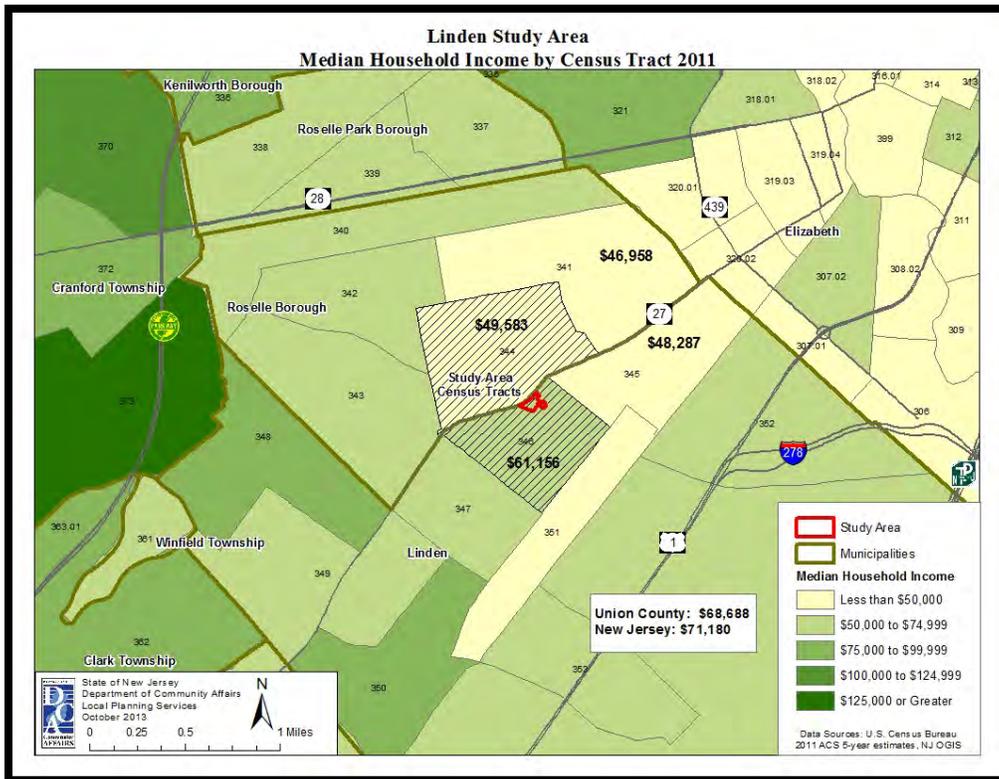
**Map 2**



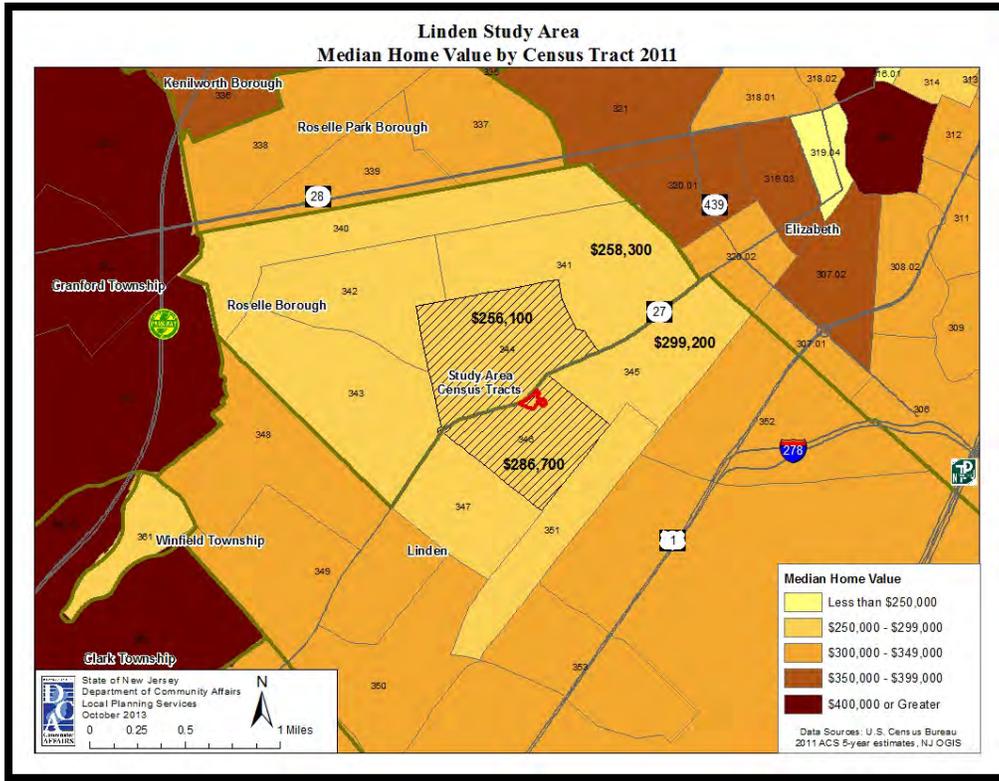
### Map 3



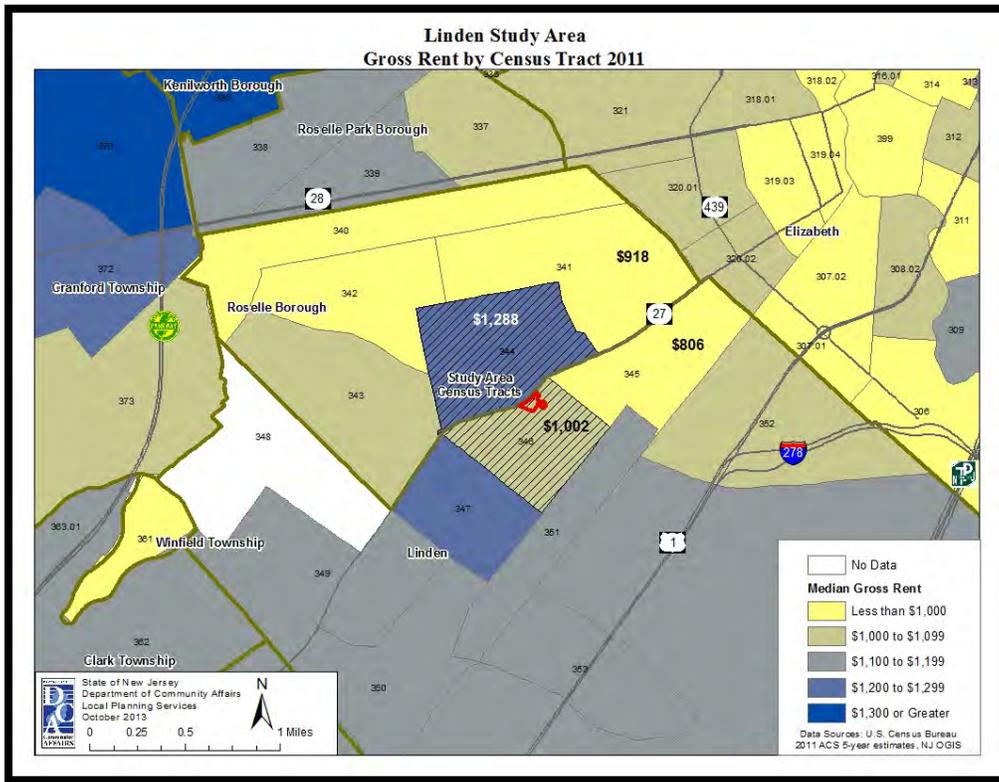
### Map 4



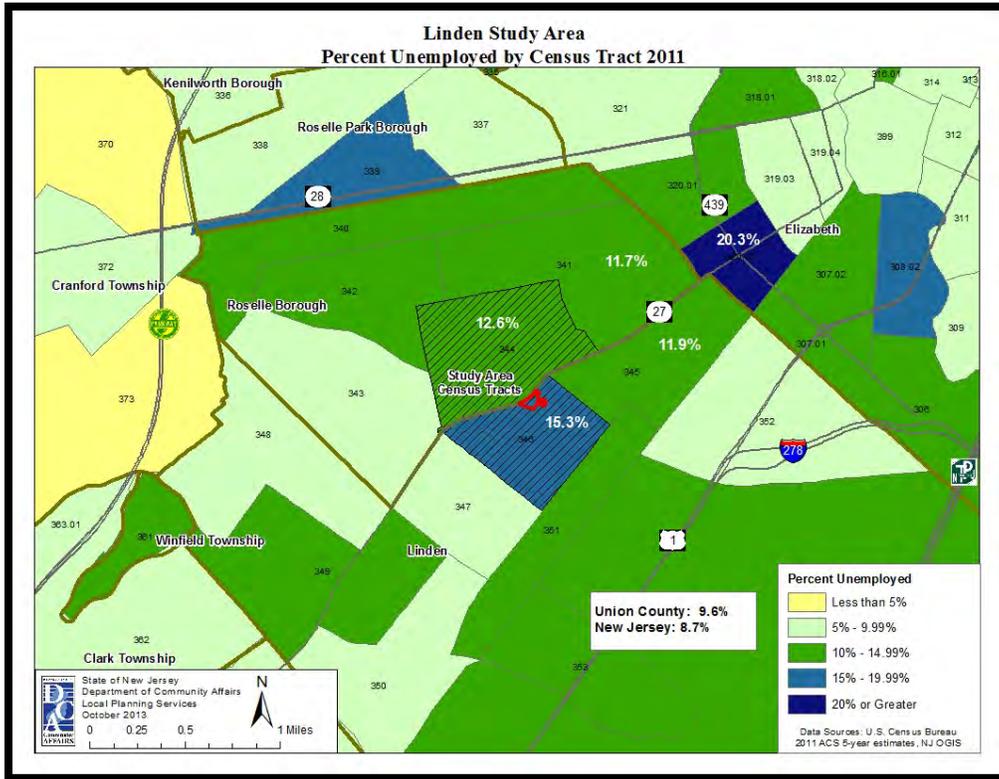
# Map 5



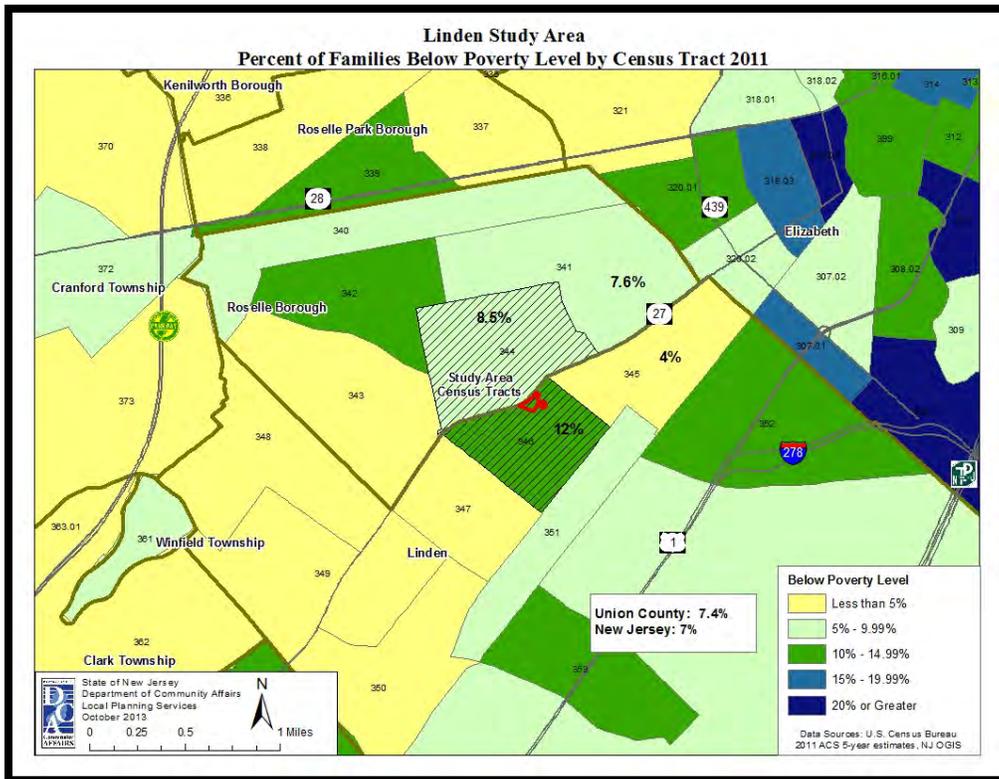
# Map 6



### Map 7



### Map 8



# PROJECT SITE DESCRIPTION

The focus of this Redevelopment Plan is the proposed St. George Avenue Social Justice Complex study area, which is located within the City of Linden, along its northern boundary with the Borough of Roselle. The study area is bounded by St. George Avenue, East Baltimore Avenue, Union Street, and Charles Street. It is approximately 2.85 acres and currently consists mostly of vacant, undeveloped land. There are few remaining buildings, which will eventually be demolished. It is comprised of Block 84, Lots 1 and 4-7; and Block 91, Lots 1-12 and a portion of John Street (see Map 9). The study is commonly known as the St. Georges Avenue Redevelopment Area – Phase II. It was originally designated as an area in need of redevelopment by the City of Linden in 2003 and along St. George Avenue (between Baltimore and Chandler Avenues).

**Map 9**





## Site Ownership & Property Information

The following is a description of the configuration of lots for the proposed facility.

### Block 84, Lots 1 and 4-7:

- The Union County Improvement Authority (City of Linden) owns all of the lots.
- These lots are completely vacant.

### Block 85, Lots 12-14: (Not part of Designated Area in Need of Redevelopment)

- The City of Linden owns all of the lots.
- The lots contain a parking lot for the recreation center across the street.

### Block 91, Lots 1-12:

- Block 91, Lot 3, 5, 6, 7, 8, 10, 11, 12: Union County Improvement Authority owns these lots. Lots 3, 5, & 10-12 are vacant and the other lots contain buildings and parking areas.
- Block 91, Lots 1, 2, 4, 9: These lots were recently in private ownership, but the City has purchased these lots during the development of this report.

### John Street:

- The City is considering vacating the portion of John Street between Block 84 and 91.



## Community Need

In January 2013, Mayor Gerbounka, of the City of Linden, met with the Commissioner of the DCA seeking DCA's support of the planning and construction of a Social Justice Complex on St. George's Avenue, as a means of bringing economic development and revitalization to a large part of Linden and Roselle. Once a thriving residential and business district, the area has seen an increase in crime and a reduction in commerce and quality of life for its residents over the past 20 years. The population of the area has declined drastically within the last 15 years, which has resulted in a marked decrease in the tax base in both Linden and Roselle. The area once housed a movie theatre, bank, and many retail stores. It is now characterized by empty lots and buildings and has a vacancy rate of approximately 80 percent. As indicated above in the demographic analysis, the area is exhibiting characteristics of an economic transitional area between the urban area to the east and the suburban area to the west. A new Social Justice Complex is the catalyst that will trigger a change to the area, bringing an increase in development, population, income, employment, housing values and level of safety.

## Existing Facilities

### The Linden Police Station

The Linden Police Station is currently located in the existing City Hall at 301 North Wood Avenue. It appears that the existing space at City Hall for the Police Department has become inadequate. For example, electrical power issues occurred during Hurricane Sandy and space is limited. The Police Department is in need of its own dedicated workspace, separate from the area that provides the general functions of the City. There are currently 135 officers in the Linden Police Department that work out of the police station, but the Department is planning to expand up to 150 officers in the future. The Police Department is in need of additional parking that could accommodate spaces for at least 70 parking spaces for Department vehicles, employees, visitors, and tactical vehicles.

The Police Department is required by current standards to have the Juvenile Bureau with its own separate entrance and holding area and have the record room and



violations room as separate spaces. The evidence room needs direct access to a secure vault, providing a separation from the rest of the police activity. A sally port is needed to handle decontamination along with drop-offs of people who are arrested. The current number of holding cells and domestic violence areas is inadequate. Ideally, the new facility must be large enough to accommodate the following uses: an overnight sleeping facility for officers during emergencies, file and supply storage rooms, separate offices, a gym and weight room, a traffic bureau (with eight desks for administrators and 45 part-time crossing guards), a booking area and fingerprint room, and a staff meeting area with audio/visual capabilities.

Locating the Police Department in a separate location would have the added benefit of freeing up space in the existing City Hall building, which will allow the Recreation and Welfare Departments to relocate into the vacated space. This would allow Linden to sell the old city hall, which is where the Recreation and Welfare Departments are currently located.

### **Linden Emergency 911 Dispatch**

The Linden Emergency 911 Dispatch is currently located within the Police Department at City Hall. The service currently employs 16 dispatchers, working four at a time. To meet current needs, the 911 Dispatch needs to increase its staff to five working simultaneously at the new Social Justice Complex. The Dispatch received almost 70,000 calls in 2012 (65,000 for police and 5,000 for fire/OEM). The Dispatch space and shift commander should be adjacent to each other.

### **Shared Municipal Court**

Linden and Roselle would like to combine their current court systems into one facility at the new Social Justice Complex. Linden's Municipal Court is located at 301 North Wood Avenue and Roselle's Municipal Court is located at 210 Chestnut Street. Both facilities currently lack enough additional space for expansion or consolidation at their present location. There is currently no secure access for the public to enter the court room, and there are no bathrooms inside the security space. Linden's court includes 13 staff members (eight full-time clerks, two part-time clerks, two Deputy Court Administrators and one Court Administrator). However, Linden intends to expand its court staff sometime in the future. Linden's court takes in \$10,000 per day at two pay windows. The existing court building doesn't have a secure place to store funds. Roselle's court facility has no separation of secure and public areas. Roselle's

court facilities must be upgraded to meet Administrative Office of the Courts (AOC) court security approval process. The current court schedule (Linden holds court three days per week and Roselle holds court two days per week) appears to be well suited for a shared services arrangement.

### **Shared Office of Emergency Management (OEM)**

Linden and Roselle are interested in locating the OEMs at the new Social Justice Complex. The current Roselle OEM building has a floor area of approximately 2,800 square feet and is located 1201 Franklin Street, which is only a few blocks from the proposed Social Justice Complex (see Map 11). The current building is two stories and has a three bay garage, two trailers, a meeting room and a small training room. The building lacks storage space for fuel, generator equipment, protective clothing, cots, food, etc. Supplies such as cots, MREs, lights, etc. are stored in trailers outside of the building. During emergencies, the Borough utilizes the Almalfe Community Center and Harrison School as shelters. Roselle has indicated that it could benefit from a larger facility with at least a four bay garage and sleeping quarters for responders.

The Linden OEM is located at 12 North Stiles Street, which is in the downtown area of the City (see Map 11). The building is approximately 3,200 square feet and is a few blocks away from City Hall. The OEM shares the building and parking lot with a catering service that rents the adjoining banquet hall. The City leases the space and the OEM shares it with Union County EMS, which is based out of Westfield. The OEM moved to the shared building three years ago from a trailer. The current building is one story and includes a four bay garage, meeting area, kitchen, storage area and additional trailers. The building currently houses four vehicles on site, while other vehicles are stored offsite (e.g., Mobile Command Unit). In addition, about half of the OEM supplies are stored offsite, such as cots and food. Because they share the building with a banquet hall, parking is an issue when the banquet hall has events. Linden relies on the Gregorio Recreation Center on Helen Street as a shelter during emergencies.



# Map 11

## Emergency Facilities in the City of Linden and Roselle Borough



## **Family Assistance/Job Training Center**

Communities in Cooperation, Inc. (CIC) currently has an office and training room located in the Linden Youth Recreation Center adjacent to the subject site. Currently, the City of Linden provides the space to CIC rent-free and CIC is able to utilize other parts of the Recreation Center for events, such as the gymnasium for job fairs. CIC concentrates on providing holistic services to help families in Union County achieve self-sufficiency. Some of the services they provide are: youth development and life skills, support groups, job readiness skills, financial literacy classes, and utility, rent and food assistance. The Linden CIC office helps 300 - 400 families a year. They have 18-20 paid employees and numerous volunteers. While CIC feels that their current facilities are adequate, they would be interested in relocating to the new Social Justice Complex. As indicated in the above demographic section, the unemployment rate in the two census tracts adjacent to the subject site is higher than the surrounding census tracts, making a family assistance center and job training facility a great asset to the community.



# REDEVELOPMENT GOALS AND PROJECT DESIGN PRINCIPLES

## Redevelopment Goals

1. To provide a template and action plan to build a Social Justice Complex for the City of Linden, which will act as a catalyst for rejuvenation of the surrounding neighborhood.
2. To provide a facility that will allow for shared services for a Municipal Court and Office of Emergency Management between the City of Linden and Borough of Roselle.
3. To provide a community facility which will provide a wide range of community services that will help individuals and families.
4. To provide for neighborhood medical and job training needs.

## Design Principles

1. Restore the community and surrounding neighborhood.
2. Provide a secure police presence in the neighborhood.
3. Create a responsive and resilient emergency response and emergency management center for the region.
4. Build “bridges” between the courts, the police and the neighborhood.
5. Knit together the criminal justice system and social support services.
6. Provide a safe, secure and nurturing environment for employees, clients and the public.
7. Create opportunity for individuals and families to attain greater productivity and security.
8. Create a sustainable, environmentally friendly, “green” design.
9. Create public space that will attract private sector investment in the surrounding neighborhoods.



## User Zones

The various elements of the Social Justice Complex can be approached in design with the following user zones in mind. The basic user zones are:

**Public Zone** – This includes public assembly areas, social service agencies, attorney/client conference rooms, public corridors, food service areas, as well as spectator seating in courtrooms and waiting areas.

**Private Zone** – This includes judges' chambers, social service workers' space, access to judicial parking areas and the courtroom, sally ports, staff offices, copier/work rooms, conference rooms and libraries.

**Police Zone** – This area includes the Police Chief's office, Patrol Officers' shift spaces, locker rooms, records and violations rooms, Detective Bureau, Domestic Violence Room, Narcotic Bureau, Juvenile Bureau, Intelligence Division, Information Technology section.

**Prisoner Zone** – The prisoner zone requires a holding area adjacent to the courtroom, attorney/detainee conference areas, prisoner circulation (including a secure sally port) to and from the jail, and security officer support areas.

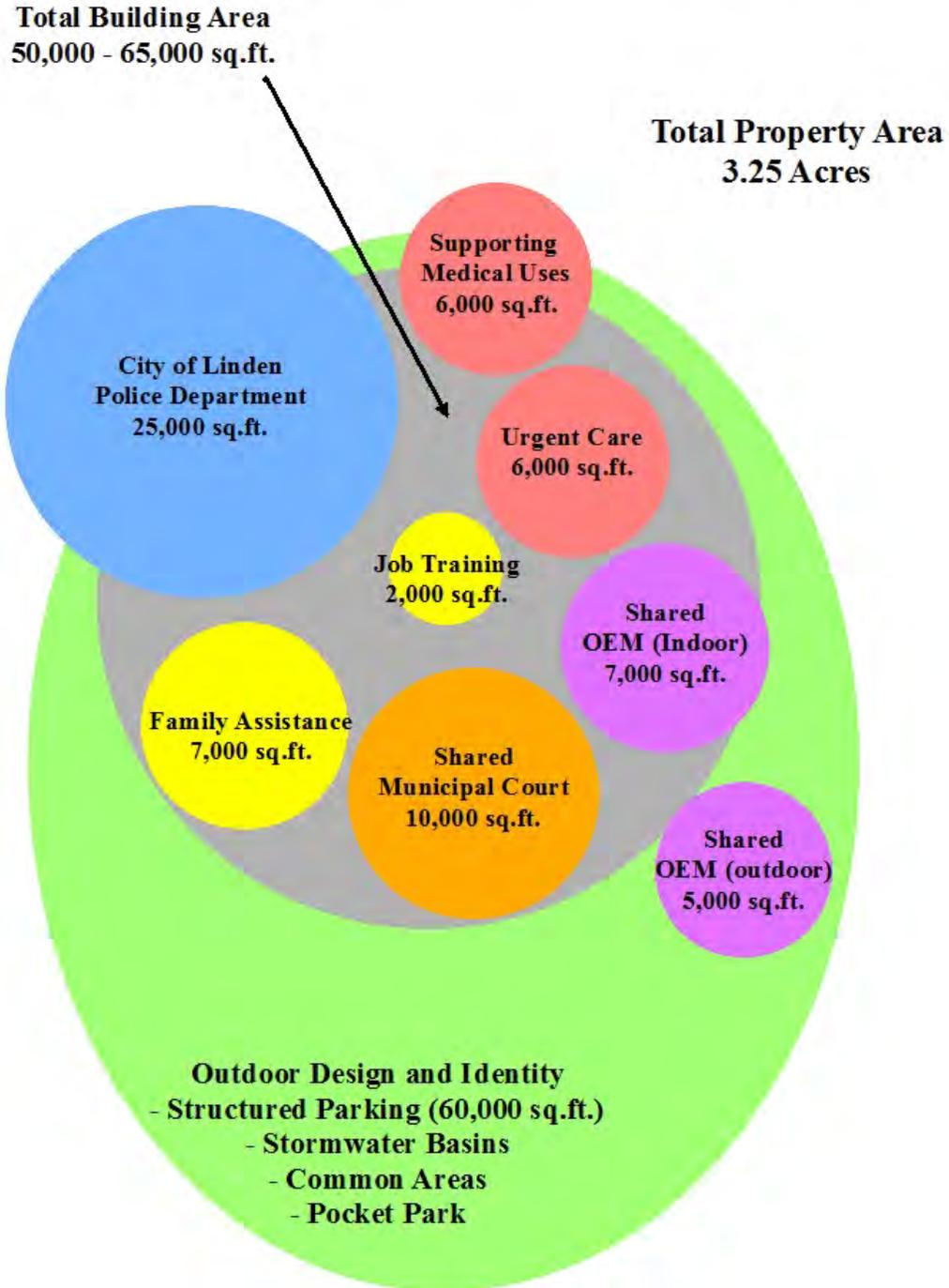
**Interface Zone** – The principle interface zones are courtrooms. These zones also include those spaces where attorneys and the public meet (e.g. public corridor conference rooms), and space where court staff and the public interact. In general, these zones require access from two different kinds of circulation patterns.

**Family friendly space** – Integrated throughout the design are spaces to accommodate families and children that will be coming to the facility with clients, defendant families and the general public.

**Outdoor space** – Integrated throughout the design are outdoor spaces for egress, ingress, parking, emergency access, gathering and waiting space as well as siting areas and a children's outdoor play area.

# PROJECT DESIGN COMPONENTS

## Social Justice Complex Bubble Diagram



# PROJECT DESIGN ELEMENTS

## Building Program

The Social Justice Complex will be approximately 50,000 to 65,000 square feet and defined by seven distinct yet related uses. The sections are described as follows:

### 1. Police Department for Linden (25,000 Sq. Ft.)

Background:

The existing police force is based in the Linden City Hall, which was built for other purposes and poses many security and logistical problems for the large urban police force. A 911 dispatch center should be incorporated within the secure space of the private police space.

Goals:

1. To provide a modern facility for the Linden Police Department that will meet current standards and state mandates.
2. To provide a police facility that will act as a deterrent for crime in the surrounding neighborhood.
3. To provide a police facility that will encourage efficiency and positive community relations for the police department.

Facility Requirements: 135 person police force, planned for 150

- Private Police Space
  - Police Chief's Office with private bathroom and conference room
  - Patrol Captain Office
  - Detective Bureau
  - Domestic Violence Bureau
  - Narcotics Bureau
  - Juvenile Bureau
  - Intelligence Division
  - Information Technology Section
  - Police Officer shift offices

- Records and violations rooms
- Muster room
- Report writing room
- Gym
- Locker Rooms
- Training and Conference Rooms
- Armory Distribution Room
- Evidence Room
- Bathrooms
- Lunch Room
- 911 Emergency Dispatch Room
- Prisoner/Officer Space
  - Sally Port for picking up and dropping off prisoners for booking
  - Sally Port for decontamination and holding pen for animals
  - Police reception with separate restrooms
  - Cell block officers' room
  - 16 Holding Cells
  - Secure Interview Space
- Public/Staff Space
  - Public reception area/waiting room
  - Domestic Violence Room with conference capabilities
  - Family Waiting Room/Child Care Corner
  - Private Conference Room
  - Public Bathrooms

**2. Shared Office of Emergency Management for Linden and Roselle (7,000 sq. ft. indoor space including a 5 bay garage and an additional 5,000 sq. ft. outdoor storage)**

Background:

An OEM for both Roselle and Linden could collocate at this facility but would have to be in a separate and independent location on-site from the Linden Police and Dispatch. This location on

the Roselle/Linden boundary is ideal for service to both surrounding communities. Existing OEMs in both communities are in inadequate spaces that pose operational challenges during community emergencies.

Goals:

1. To provide a joint space for both the Borough of Roselle and the City of Linden to store equipment and supplies.
2. To provide a command center to respond to emergency situations in both the Borough of Roselle and the City of Linden.
3. To provide an opportunity to realize cost savings to both the Borough of Roselle and the City of Linden.

Facility Requirements:

- OEM Command/Communication Room
- Sleeping Quarters, Lockers, Laundry, Shower and Bathroom
- Conference Training Room
- Emergency Supply Storage Area
- Indoor Emergency Equipment Storage (5 bays)
- Outdoor Emergency Management Storage (5,000 square feet)

### **3. Shared Municipal Court for Linden and Roselle (10,000 Sq. Ft.)**

Background:

Roselle has municipal court two days per week and Linden has municipal court three days per week. There are two full time judges in Linden and one judge in Roselle.

Goals:

1. To provide a modern court and court administration facility which meets state mandates for security.
2. To provide a facility that will allow the Borough of Roselle and the City of Linden to share courtroom and administrative space, and still provide ample storage space for documents that must be retained as per the AOC Retention Schedule.

3. To provide a facility that will allow the Borough of Roselle and the City of Linden to reduce costs of court administration.
4. To provide a facility that will avoid costly security and other mandated upgrades to the existing court facilities in the Borough of Roselle and the City of Linden.

Facility Requirements:

- Two court rooms space, one with space for up to 150 persons per court
- Prisoners Holding Pen
- 2 Attorney-Clients Meeting Rooms
- General waiting/Mediation Center
- 1 Sound Lock
- Courtroom Administration Room with payment window
- Judges' Chambers (2 for Linden, 1 for Roselle)
- Separate and secure access for Judge and Prisoners
- Access lobby
- Bathrooms Public/Private
- Family and Child Waiting Center

**4. Communities in Cooperation/Family Assistance Center (7,000 Sq. Ft.)<sup>1</sup>**

Background:

Through the Family Success-Childcare Center, the United Way of Greater Union County (UWGUC) may leverage and mobilize resources across the public and private sector to increase the availability and the quality of early childcare and social services in Linden.

Goals:

1. To provide an opportunity for family and individual counseling and support.
2. To provide an opportunity for safe secure child care for individuals seeking counseling and support.
3. To provide an opportunity for the Department of Labor to reach job seeking clients.

---

<sup>1</sup> Based upon the proposal submitted by Union County United Way, See Appendix I.

## Facility Requirements:

- Family Success Center (2,000 SF)
  - 1 Reception area
  - 1 Private office
  - 1 Recreational/Communal Gathering Space with capacity for 20-30 adults
  - 1 Classroom space
  - 1 Computer lab with terminals for 3-4 individuals
  - Bathrooms
  - Break room/Kitchen Area
- Licensed Child Care Center (5,000 SF)
  - 1 Reception Area
  - 1 Private Office
  - Bathrooms
  - Kitchen Area
  - 3 Classrooms with capacity for 4-5 children each
    - Ages 6 months-1.5 years
    - Ages 2-3 years
    - Ages 4-5 years
- Opportunities for Shared Space
  - Reception Area
  - Bathrooms

## **5. Job Training Center (2,000 Sq. Ft.)**

### Background:

Unemployment contributes to crime, evictions and other community problems. On-site job training for defendants, social service agency clients and the surrounding community should be included in the program design.

### Goals:

1. To provide the neighborhood with job training services.

Facility Requirements:

- Job and School Information Center
- Shared office equipment (copy machine, fax and printer)
- Job Search Work Centers
- Computer Training Room
- Possible Labor Department Office

**6. Urgent Care Facility (6,000 Sq. Ft.) and Supporting Medical Uses (6,000 Sq. Ft.)<sup>2</sup>**

Background:

Community health needs are often met by expensive ambulance trips to local hospitals and expensive emergency room procedures. Inclusion of a health clinic or emergency care center in this complex is a natural extension of other uses.

Goals:

- a. To provide neighborhood health care services.
- b. To provide health care information and counseling to local families and individuals.

Facility Requirements:

- Reception and waiting area
- Examination rooms
- Lab facilities, urinalysis for substance abusers
- Toilet adjacent to lab
- Private consultation area
- Nurses' station
- Secure pharmacy area
- Physicians'/Nurses' office
- Health Information Center
- Other supporting medical uses, such as a pharmacy

---

<sup>2</sup> Based upon informal list from Trinitas Regional Medical Center.

## 7. Outdoor Design and Identity

Background:

The exterior public space around the complex helps define both the neighborhood and the attitudes and spirit of employees, clients and the public. Careful design of this space will set the tone for the complex.

Design Elements:

- Parking Structure
- Stormwater Basins
- Gathering places/center court/water feature
- Vest pocket park
- Children's outdoor play area
- Linkage to community recreation center on contiguous site
- Linkage to St. George Street streetscape project.



## SHARED SERVICES

The City of Linden and the Borough of Roselle are exploring sharing municipal court services and OEM services at the proposed Social Justice Complex. At one point, the two communities also considered a shared 911-Emergency Dispatch service but will instead reconsider it at a later date. In order to successfully implement a shared service agreement between Linden and Roselle, the two municipalities must consider the over-arching issues discussed below. A detailed investigation of each municipality's budget and personnel must also be taken into account at a point closer to the construction of the Social Justice Complex. Coordination with Union County and the appropriate State agencies is a necessity.

### Municipal Courts

N.J.S.A. 2B:12-1c allows for the establishment of shared municipal courts. Additionally, legislation passed in 2008 allows municipalities in shared courts to appoint different judges and administrators to oversee court operations. According to the New Jersey Courts' Municipal Court Consolidation Plan, September 2010, consolidation of municipal court operation can potentially save costs by reducing the number of court facilities, reducing staff sizes, sharing security, expanding management's scope of control and consolidating administrative oversight. Municipalities have the option of forming either a shared or joint court system. Linden and Roselle prefer a shared municipal court in order to keep their unique identity and court name. Another advantage of shared courts is that the arrangement can be more easily terminated.



For a successful consolidation, the Consolidation Plan recommends that all relevant parties are included such as the Assignment Judge (the authorized representative of the Chief Justice), municipal court judges, administrators and the Police Department. Also, shared courts must abide by all standardized financial procedures pursuant to the Administrative Office of the Courts (AOC). Direct and indirect costs associated with the operation of a municipal court should be compared to the anticipated savings. Effectively establishing a shared court system

occurs in four stages. In the beginning, the Exploratory Stage, the municipalities must consider the pros and cons of the proposed merger. Next in the Detail Stage, Linden and Roselle will need to negotiate the issues and concerns that were raised in the prior stage. During the Agreement Stage, the shared services agreement is drafted by the municipal attorneys. Finally, in the Implementation Stage, the two municipalities must work together to ensure the transition process occurs efficiently.

The two municipalities have begun the Exploratory Stage. Both Mayors have discussed the possibility of Linden's Court Administrator handling the workload for both municipalities. The future courtroom must be large enough to accommodate the combined 200-300 of cases per week. Additionally the facilities must contain separate judge's chambers for each municipality, at least three payment windows, attorney/client meeting rooms (one each for prosecutor and public defender), a NCIC terminal in prosecutor's area (with access from court and Police Department), offices for the prosecutor and public defender for each municipality, a video link to county jail to reduce transport costs, two mediation rooms for lesser disputes, a safe room (Linden collects \$10,000 in fines per day) and a printer room (four separate printers are required by the State). Roselle also collects a significant amount of fines and will require a separate printer room.

## **Office of Emergency Management**

The City of Linden and Roselle Borough both have very well run and fully equipped OEMs. However, like many municipalities in the State, neither has a dedicated OEM staff. Both communities rely on trained members of their Police, Fire and EMS Departments to staff the facilities, as needed. The OEMs play a significant role in each municipality. According to the Roselle OEM, the four phases of emergency management include mitigation, preparedness, response and recovery. More specifically, both OEMs are called upon during various emergency situations such as traffic accidents, hurricanes, flooding, power outages, HAZMAT incidents, community events and evacuations. Linden and Roselle provide each other with mutual aid assistance and have a well-established working relationship.

Ideally, both OEMs would like larger, more modern facilities. The Roselle OEM needs a bigger kitchen with a sink, locker rooms with showers and laundry facilities, and a larger training room. In addition, the OEM would benefit from more space for computers, an upgraded server

room, more bays and more storage space (e.g. closets, shelving system, hoist system to hang zodiac boats, gated area for vehicle parts). The Linden OEM needs bigger bays to store equipment and overnight accommodations with locker rooms with showers. Ideally, they would like to store all their equipment and vehicles in the same location. Additionally, Linden OEM would benefit by a communications room and an upgraded radio system. By sharing space at the proposed Social Justice Complex, both Linden and Roselle would have ample space to meet its needs.

### **Further Consideration**

Similar to court consolidation, Linden and Roselle must decide whether having a joint or shared service arrangement is more appropriate. This decision will impact the personnel, equipment inventory and the design and capacity of the new facility. The Union County Emergency Services (and the State OEM) will support the City and the Borough in their efforts to pursue a shared facility and are likely to assist in revising the municipalities' Emergency Operations Plans. The County noted that each municipality is required to maintain a separate Emergency Services Coordinator by law but that there was no prohibition as to sharing facilities. The County discussed other issues that will need attention such as: resiliency of the new facility, a backup location and details on how equipment, personnel, etc. would be allocated and prioritized. The Department of Community Affairs Division of Local Government Services offers further considerations:

### **General Considerations**

1. What is the primary reason for establishing the local OEMs? Pursuant to what statute(s)?
2. What purpose do the current local OEMs serve?
3. How well are they performing the functions for which they are responsible?
4. What are the current budgets of the local OEMs and how are they funded?
5. What is the rationale for consolidation of the OEM in Linden with the OEM in Roselle?
6. Would the consolidation be in the best interest of both municipalities?
7. Would it improve the efficiency and/or effectiveness of services offered, for example by resulting in cost savings, maximizing the use of resources or otherwise solving a problem or issue with the delivery of services provided by existing local OEMs?
8. How do the goals of Linden OEM and Roselle OEM align? How do they differ?

### **Funding Considerations**

1. What are the projected costs associated with the implementation of the consolidation plan and how would those costs be shared by the parties?
2. What are the anticipated savings and how would the savings be shared by the parties?
3. How much federal funding did the local OEMs receive in the previous fiscal year? Will the consolidation impact the opportunity to receive federal funding going forward? If so, in what manner?

### **Personnel Considerations**

1. How many people does each local OEM employ and in what capacity?
2. How many people would the consolidated OEM employ and in what capacity?
3. How many employees will be displaced by the consolidation? Who will be displaced and from which local OEM?
4. How will this consolidation plan be communicated to employees?
5. Do the employees of the local OEMs belong to a collective bargaining unit? Uniform or civilian?
6. What personnel issues need to be addressed and how long will it take to resolve them?

### **Operational and Organizational Considerations**

1. How will the consolidated OEM enhance services? Decrease services? Will any services be added or eliminated?
2. What will be the organizational structure of the consolidated OEM?
3. To whom would the OEM coordinator report and why?
4. What will happen to any local OEM buildings or offices that will be vacated by the consolidation?

### **Process and Administration Considerations**

1. What individuals and groups of individuals will be asked to have input into the development of the consolidation plan? What roles will they play?
2. What are the most compelling arguments for maintaining separate local OEMs?
3. What are the most compelling arguments to consolidate the local OEMs?

4. How would the consolidation affect inter-agency relationships on a local, county, state and federal level?
5. How would the consolidation improve the level of communication and avoid unnecessary duplication or confusion in response to a catastrophic event?
6. How would one characterize the local OEMs' relationship with their respective communities? Would a consolidated OEM affect such relationships? If so, how?
7. What is the timetable for completing the consolidation? Have benchmarks for accomplishments of goals and objectives been established?
8. What would the consolidated OEM encounter as its greatest challenge in effectively preparing for and responding to catastrophic disasters or terrorist attacks?
9. What would the new consolidated OEM be called?



## POTENTIAL PARTNERSHIPS

**Trinitas Regional Medical Center:** Initial discussions have begun with Trinitas regarding establishment of an Urgent Care Facility in the Social Justice Complex. The City of Linden should formally pursue a letter of intent and prepare a memorandum of understanding between the City and the Hospital to formalize this potential partnership.

**Union County United Way and Communities in Cooperation, Inc. (CIC):** These two potential partners have expressed interest in fund raising and operation of a Family Success Center and Job Opportunity Center that would be a vital component of the Social Justice Complex. The City of Linden should formally pursue these partners and fully incorporate them into the planning and implementation of this plan.

**Union County Division of Emergency Management:** The Union County Division of Emergency Services met with the project team and offered their assistance to the Borough of Roselle and the City of Linden in crafting a plan to share facilities and equipment at the new Social Justice Complex. Both municipalities should establish a joint working committee to prepare a proposal with the assistance of the County Division of Emergency Management to share facilities and equipment. This proposal should address the operational questions raised in this Redevelopment Plan.

**New Jersey Department of Community Affairs, Division of Local Government Services:** This Division offers technical assistance to communities looking to develop shared services and the Director of Shared Services has already had a preliminary meeting with both municipalities. As the project progresses both municipalities should establish a shared services committee and develop a plan for both the Courts and the OEMs with the support and technical assistance of Local Government Services.

**New Jersey Department of Labor and Workforce Development:** The Commissioner of Labor and Workforce Development met with the project team and offered field staff support and the opportunity of some equipment support for the proposed job center to be run by Communities in Cooperation, Inc. When the project is more fully developed and agreements are drafted between the City of Linden, CIC, and Union County United Way for use of the space, then the Department should be contacted to discuss more specific support opportunities.

# PROJECT PRO FORMA AND FINANCING OPTIONS

## Estimate of Building Construction

The following projected square footages for each use were used to come up with an estimated facility project cost. The construction costs per square foot were taken from RS means estimates of average construction costs for 2013 in the City of Newark, which is equivalent to Linden. Attached in Appendix II are the average cost from RS Means used to generate this cost estimate.

**Table 3: Facility Cost Estimate<sup>3</sup>**

Project Component	Square Footage	Average per Sq. Ft.	Estimated Cost
Police Department (L)	25,000	\$228.53	\$5,113,250
OEM (L&R)	7,000 <sup>4</sup>	\$191.95	\$1,345,650
Community Courts (L&R)	10,000	\$230.40	\$2,304,000
Family Assistance Center <sup>5</sup>	7,000	\$156.44	\$1,095,080
Job Training Center <sup>6</sup>	2,000	\$156.44	\$ 312,760
Urgent Care Center <sup>7</sup>	12,000	\$464.70	\$5,576,400
<b>All Building components</b>	63,000	-	<b>\$15,747,140</b>
Structured Parking Garage 300 Spaces	60,000 <sup>8</sup>	\$72.40	\$4,344,000
Site Improvements (Landscaping, Access Roads et cetera)	-	-	\$ 500,000
<b>Total (Building, Parking Garage, Site Improvements)</b>	123,000	-	<b>\$20,591,140</b>
Contingency 20%	-	-	\$4,118,228
<b>Total Project Cost Estimate</b>			<b>\$24,709,368</b>

<sup>3</sup> These cost estimates are for finished construction not including Furniture and Equipment. They are intended to be a general project guide and will be modified when actual material and labor is quantified after building design.

<sup>4</sup> Average Square Foot Space Taken from RS Means for a fire house, assumes existing equipment to be relocated. See Appendix II for RS Means numbers.

<sup>5</sup> Average Square Foot Space taken from RS Means for community center. See Appendix II for RS Means numbers.

<sup>6</sup> Ibid

<sup>7</sup> Cost per square foot estimate is based upon RS Means for Inpatient Surgery Center, see Appendix II. It is anticipated that this facility will come in below this number after design is complete.

<sup>8</sup> 300 parking spaces at 200 square foot per space

## Projected Project Financing

**Total Project Cost (All Components) \$24,709,368**

Responsible Parties:

1. Urgent Care Center, including a portion of the parking garage at 1 space per 200 square feet, 20 percent contingency for a total project cost.

Provider cost:

Building	\$4,344,000
Parking	\$ 868,800
20% Contingency	\$1,042,560
To be financed by provider:	\$ 6,255,360
	Less \$6,255,360

2. Family Assistance Center and Job Training Center to be funded by provider including a portion of the parking garage at 1 space per 200 square feet (flex design instead of contingency).

Provider cost:

Building	\$1,407,840
Parking	\$ 642,600
To be financed by provider:	\$2,050,440
	Less \$2,050,440

**Total Project Obligation Cost for Linden and Roselle \$16,403,568**

## Linden and Roselle Municipal Bond Financing<sup>9</sup>

Funds Needed:	\$16,403,568
Term:	20 years
Interest Rate:	4.2 %

### Debt Payment Calculation

Funds Needed:	\$16,403,000 <sup>10</sup>
Debt Service Reserve	\$1,864,000
Cost of Issue Financed	\$372,800
Rounding Amount	\$200
Total Bonds Issued	\$18,640,000
Issuance Cost (portion not financeable)	\$372,800
Gross Monthly Payment	\$100,459
Less Reserve for Interest	\$6,524
Net Monthly Payment	\$93,935
Net Annual Payment	\$1,127,220

---

<sup>9</sup> These bond financing numbers are general estimates for discussion purposes only and must be adjusted and corrected based upon credit rating, current interest rates and additional factors prepared by bond council and municipal financial officers. The numbers were generated based upon the municipal bond calculator found at <http://www.municapital.com/payment-calculator.html>.

<sup>10</sup> Calculator rounds to nearest thousand

# Calculation of proportional obligations of Roselle and Linden

## Roselle Usage Calculation:

Portion of Payment Attributable to Roselle:<sup>11</sup>

Use of 2 out of 5 days for court	
40% of Court Building Cost	\$ 921,600
40% of Parking (based upon 1 space per 200 square feet)	\$ 724,000
20% Contingency	\$ 329,120
Use of shared OEM facility based upon 50/50 sharing of space	
50% of OEM Building	\$ 538,260
50% of Parking (based upon 1 space per 200 square feet)	\$ 506,800
20% Contingency	\$ 209,012
Total Roselle Portion of Project Cost	\$3,228,792
Total Roselle Percent of Bond Obligation	19.68%

## Proportional Issuance Cost

Roselle	\$ 73,367
Linden	\$ 299,433

## Proportional Net Monthly Payment

Roselle	\$ 18,486
Linden	\$ 75,449

## Proportional Annual Payment

Roselle	\$221,832
Linden	\$905,388

---

<sup>11</sup> Percentage contributions are for discussion purposes only. Actual usage should be based upon further study and negotiations between both parties.

## **RELATIONSHIP OF REDEVELOPMENT PLAN TO OTHER PLANS**

### Relationship to the City of Linden Master Plan

The City of Linden's Master Plan (August 2002) specifically acknowledges the designation of a Redevelopment Area which encompasses the lands identified in this Redevelopment Plan. It describes the permitted uses as including public buildings, retail establishments, personal and business service establishments, and restaurants. The Master Plan does not specify bulk or design requirements. Thus, this Redevelopment Plan is fully consistent with, and serves to implement, the City of Linden's Master Plan.

### Relationship to Plans of Contiguous Municipalities

There appears to be no conflict with the plans of the adjacent communities of Rahway, Winfield, Clark, Cranford and Elizabeth. The area covered by this Redevelopment Plan lies adjacent to the southeasterly boundary of the Borough of Roselle. The Roselle Master Plan and Zoning Ordinance delineate the area along St. Georges Avenue as a commercial area.

### Relationship to the Union County Master Plan

The Land Use Plan of Union County, adopted by the Union County Planning Board on September 9, 1998, shows the St. Georges Avenue Redevelopment Area as a commercial area. Since this Redevelopment Plan indicates that the site is to be redeveloped with a public building, it appears that this use will not conflict with the County's Plan.

### Relationship to State Development and Redevelopment Plan

The Resource Planning and Management Map (RPMM) of the State Development and Redevelopment Plan indicates that the City of Linden is a Regional Center and Town that lies within Planning Area PA1 –Metropolitan Planning Area. This Redevelopment Plan fully conforms to the State Plan's goals and strategies. Implementation of this Redevelopment Plan will assist in the revitalization of the State's urban centers and areas, as well as meeting the State Plan's goals of promising beneficial economic growth, development and renewal.

## **RELATIONSHIP OF THE REDEVELOPMENT PLAN TO MUNICIPAL DEVELOPMENT REGULATIONS**

The project area lies within the “Redevelopment District” (RD) according to Linden’s development ordinance. The controls and restrictions of this Redevelopment Plan shall apply to all development on the Social Justice Complex site. All other development regulations of the City of Linden, including the development ordinances, shall remain applicable except as supplemented or amended by this Redevelopment Plan. Where this Redevelopment Plan contains no applicable standard, the provisions of the municipal development ordinances shall apply.

## **PROPOSED REDEVELOPMENT AREA LAND USES AND BUILDING REQUIREMENTS**

Linden’s development ordinance currently designates the Linden Social Justice Complex Redevelopment Area as a “Redevelopment District” (RD). The following sections supplement or amend the uses and regulations of the St. Georges Avenue Redevelopment Area Phase II Plan, which is attached to this Redevelopment Plan and incorporated herein by reference (see Appendix III). Through adoption, this Social Justice Complex Redevelopment Plan shall supersede all applicable provisions of the municipal development ordinances.

Accordingly, the following permitted uses and development standards shall apply to the Redevelopment Area as shown on the existing Land Use Plan Map of the City of Linden. In addition, Section V. “Proposed Redevelopment Area Land Uses and Building Requirements” Subsection (A) Permitted Uses of the existing St. Georges Redevelopment Area – Phase II Plan is hereby amended to remove (11) Residential apartments or townhouses as a permitted use. Also, medical offices, hospital outpatient facilities and medical laboratories; pharmacies; and community support, community centers and job counseling services have been added to the permitted uses.

### **A. Permitted Uses**

The uses permitted in the St. Georges Avenue Redevelopment Area are as follows:

More than one permitted use may be operated in any building.

- Retail Sales
- Personal Service
- Business Services
- General and Professional Offices, including, without limitation, finance, insurance and real estate offices
- Vocational and instructional schools and training facilities
- Galleries
- Restaurants
- Banks and financial institutions, with facilities for Drive-Thru Facilities and ATM banking services
- Public buildings used or operated by the City of Linden, the County of Union or any agency or department of the State of new Jersey or the United States of America
- Outdoor Special Events
- Medical Offices, hospital outpatient facilities and medical laboratories
- Pharmacies
- Community Support, Community Centers and Job Counseling Services

B. Prohibited Uses

- Outdoor sales, unless specifically approved by the Planning Board and shown on an approved site plan, except for outdoor sales conducted in connection with Outdoor Special Events if such sales are approved by the City Council as part of its approval of any Outdoor Special Events
- Drive-Thru Facilities, except when accessory to banks and financial institutions
- Fast-Food restaurants
- Any use not expressly permitted shall be deemed to be prohibited

C. Accessory Uses

- Parking garages, parking lots and loading areas which serve only the principal use(s) conducted at the lot
- Uses which are customarily incidental and subordinate to the principal use(s), and are not an independent or principal use
- Signs
- Open space and open walkways

D. Additional Building Requirements

The following requirements are applicable to all development of uses specifically included in this Redevelopment Plan. Where they conflict with the requirements of the St. Georges Avenue Redevelopment Area –Phase II Plan the following shall supersede those requirements:

1. Building Height

- a. Maximum height of principal buildings or accessory structures of five (5) stories or 70 feet.
- b. Roof structures necessary to service the building and architectural features shall be permitted to exceed the maximum height limitation to the extent authorized by the development ordinance.

2. Gross Floor Area Ratio

Public and private buildings built as part of the Social Justice Complex in this Redevelopment Plan and within this designated Redevelopment Area shall not be subject to any maximum permitted floor area ratio.

3. Setback Requirements

The minimum setback for buildings shall be 10 feet from all exterior property lines. No minimum building setbacks shall apply to any interior property lines or vacated right of ways.

4. Minimum Lot Coverage

The maximum permitted building coverage for the Social Justice Complex uses shall be 90%.

5. Maximum Impervious Coverage

The maximum permitted impervious coverage by impervious surfaces shall be 90%.

6. Minimum Open Space

The minimum open space, which shall be landscaped, shall be 10%.

7. Off-Street Parking Requirements

The off-street parking requirements in the St. Georges Avenue Redevelopment Area – Phase II Plan and incorporated by reference herein.

8. Off-Street Loading Requirements

The Planning Board where appropriate and consistent with the promotion of public health, safety and welfare, upon the showing by the applicant or municipality that adequate parking, egress and off-street loading is available may approve such off street loading as is appropriate for the specific site design approved.

9. Distance Between Buildings

There shall be no minimum distance between buildings on the site subject to applicant and design proving to allow adequate access for emergency vehicles.

E. Additional Development Standards/Regulations and Objectives

Additional development standard/regulations and objectives shall be as indicated in the St. Georges Avenue Area in Need of Redevelopment – Phase II Plan and incorporated by reference herein

F. Number of Principal and Accessory Buildings, Structures and Uses

There shall be no minimum or maximum number of principal and accessory buildings, structures and uses developed in this Redevelopment Area in accordance with the proposed Linden Social Justice Complex.

## **DEFINITIONS**

The use and understanding of terms shall be consistent with the definitions listed in N.J.S.A. 40A:12A-3 of the Local Redevelopment and Housing Law, Sections 40:55D-3 to 7 of the Municipal Land Use Law and Subsections 33-2.2 of the City Zoning Ordinance. These definitions of terms shall be supplemented by the definitions in section IV of the City of Linden St. George Avenue Redevelopment Area – Phase II Plan adopted on April 15, 2011 by the City of Linden.

## **PROPOSED LAND ACQUISITION, RELOCATION AND BUILDING DEMOLITION**

All properties located within this Redevelopment Area may be acquired in accordance with this plan and any buildings located thereon may be demolished or adaptively reused. All the properties in this Redevelopment Area will be acquired by the City of Linden or the Union County Improvement Authority and subsequently sold or transferred to the City of Linden or the Union County Improvement Authority or a selected redeveloper in accordance with this Redevelopment Plan.

Although there are no current residential occupants of any of these parcels, any current site occupants will be provided with relocation assistance in accordance with applicable state law.

## **PROPOSED REDEVELOPMENT ACTIONS**

The following actions may be taken to implement Social Justice Complex Redevelopment Plan and to address the conditions that contribute to the underutilization and need for rehabilitation and redevelopment:

- Undertake redevelopment/rehabilitation 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).
- Provide infrastructure improvements necessary to support new and rehabilitation improvements necessary to support new development including, but not limited to roadway, bulkhead, water and sewer service, drainage, streetscape improvements and environmental controls.
- Undertake site remediation in compliance with NJDEP and City requirements.
- Demolish existing structures, rehabilitate existing structures and construct new structures in furtherance of the Redevelopment Plan.
- Provide financial assistance incentives in support of rehabilitation and redevelopment including short- and long-term tax incentives.
- Take other actions necessary for implementation of the Rehabilitation Plan subject to authorization of the approving body.

The following administrative provisions shall apply to the Social Justice Complex Redevelopment Plan:

- The Redevelopment Plan shall act as a supplement to the existing St. George Avenue Redevelopment Area – Phase II Plan adopted by the City of Linden Ordinance 55-16
- All development within the Redevelopment Area shall be consistent with the provisions of the Redevelopment Plan or the St. George Avenue Redevelopment Area – Phase II Plan but not limited to permitted uses, bulk requirements and special development requirements set forth herein.
- All development within the Redevelopment Area shall be consistent with the existing municipal zoning or with the requirements of Section 40A:12A-8 of the Local Redevelopment and Housing Law for the affectation of rehabilitation or redevelopment plans.
- The City or its designated redevelopment entity may enter into agreements, leases, deeds and other instruments with a redeveloper(s) or developer(s) for the purpose of effectuating the Redevelopment Plan consistent with the requirements of 40A:12A-9 of the Local Redevelopment and Housing Law.
- A site plan, subdivision plan, architectural plan and other information typically required as part of the City’s development applications checklist (Section 33-11, City Zoning Ordinance) shall be submitted by the City, Union County Redevelopment Authority or any designated redeveloper(s) and developer(s) for Planning Board review and approval prior to commencement of new construction, rehabilitation of an existing structure or a change in use in order to determine compliance with the adopted Redevelopment Plan. Site Plan and Subdivision review shall be conducted by the Planning Board in accordance with the Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.). No permits shall be issued without prior review and approval of the Planning Board where the Board has jurisdiction as per the Municipal Land Use Law.
- The City of Linden may enter into financial and operational agreements with the Union County Redevelopment Authority or with potential site development partners or other municipalities for the purpose of implementing this Redevelopment Plan.
- The Planning Board may grant relief from the bulk, parking and sign requirements of the adopted Redevelopment Plan as well as the design standards contained or referenced

herein where there is a hardship or the granting of such relief will promote the purposes of said plan consistent with the standards established in N.J.S.A. 40:55D-70(c). In no event shall relief be granted by the Planning Board to provide a use or facility that is not permitted by this Redevelopment Plan or by the St. George Avenue Redevelopment Area – Phase II Plan.

- All applications for development or redevelopment within the redevelopment area except for single-family homes or duplexes shall provide for public notice in accordance with Section 40:55D-12 of the Municipal Land Use Law.
- Any designated developer(s) or redeveloper(s) shall pay the cost of professional services incurred by the City for administration, review of projects, preparation of the redevelopment plan and implementation of redevelopment projects including but not limited to legal, engineering, planning, environmental, real estate, traffic/parking and urban design services. Said services shall be paid through escrow accounts established in accordance with Section 33-12 of the City Zoning Ordinance by agreement with the City.

This Redevelopment Plan shall be in effect for a period of 20 years from the date of ordinance adoption by the City Council. Said Redevelopment Plan may be amended and renewed by authorization of the City Council. Said Redevelopment Plan may be amended from time to time by the City Council.

## **PROJECT IMPLEMENTATION STRATEGY**

- The City of Linden’s Planning Board should review this Redevelopment Plan and forward a recommendation to the Governing Body for adoption by ordinance as per N.J.S.A. 40A: 12A-7.
- The City of Linden’s Governing Body should review this Redevelopment Plan and prepare and adopt an ordinance to accept the plan as per N.J.S.A. 40A:12A-7.
- The City of Linden with the Union County Redevelopment Authority should continue to acquire the remaining parcels in the Redevelopment Area and demolish buildings and structures as appropriate.

- The City of Linden with the Union County Redevelopment Authority should develop a Strategic Action Plan with a timeline and responsible parties designated to effectuate the construction of the Linden Social Justice Complex. The Strategic Action Plan should consider the following steps:
  - Establish a committee to develop agreements with strategic partners discussed in this report to finalize design elements and make financial commitments to space utilization.
  - Engage in public input and outreach to measure project support for the proposal.
  - Select a responsible party to oversee the development of the Social Justice Complex.
  - Develop and advertise a Request for Proposals from the Bond Council to prepare necessary documents for general obligation bonds to finance the project.
  - Select the Bond Council and formalize approval for issuance of a general revenue bond, incorporate financing from non-municipal partners as appropriate.
  - Develop and advertise a Request for Proposals from architectural firms to design the Social Justice Complex and engineering firms to design necessary site improvements.
  - Select and fund an architectural firm and an engineering firm to design the Social Justice Complex with assistance from non-municipal partners.
  - Develop a project budget and cash flow projections.
  - Develop financing for fixtures and fit up.
  - Develop relocation plans for Police, Courts and OEMs.
  - Develop plans with strategic non-municipal partners to lease, purchase, construct, fit up and move into appropriate dedicated spaces.
  - Develop operational and staffing plans for all project components.
  - Prepare a bid package and select contractors and construction management professionals as appropriate in cooperation with non-municipal partners.
  - Construct Linden Social Justice Complex.
  - Implement fit up, move in and operational plans.