

# **2019 WOODBURY MASTER PLAN RE-EXAMINATION REPORT**

City of Woodbury, New Jersey

DRAFT FOR ADOPTION BY THE PLANNING & ZONING BOARD

**groupmelvindesign**

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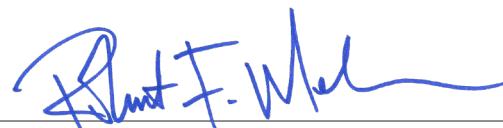
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## II - INTRODUCTION

Woodbury, New Jersey is a city of about 10,000 people and 2.0 square miles in size, located in the central portion of Gloucester County just south of Camden. Woodbury is the Gloucester County seat and downtown center of the region, drawing employees and visitors from the neighboring communities of Deptford Township, West Deptford, Woodbury Heights, and Westville. Woodbury is connected regionally by State Highway Route 45, Interstate 295, a network of county and local roads. The City is also serviced by several regional bus lines.

Woodbury's Comprehensive Master Plan was adopted by the City of Woodbury Planning Board on December 4, 2006. Woodbury, as well as other municipalities within the State of New Jersey, is required to maintain an up-to-date Master Plan and associated development regulations. The City has undertaken this comprehensive review in accordance with the New Jersey Municipal Land Use Law (NJSA 49:55D-89) which requires, at least every ten (10) years, a general re-examination of the municipal Master Plan and development regulations by the Land Use Board. This Re-examination Report fulfills this local obligation. This report must be adopted by the Planning Board by resolution and a copy sent to the County Planning Board and the Municipal Clerk of each adjoining municipality.

### 1.0. RE-EXAMINATION REQUIREMENTS

According to the New Jersey Municipal Land Use Law (MLUL) this Re-examination Report must discuss and contain the following:

- A. The major problems and objectives related to land development in the Township at the time of the adoption of the last Master Plan or Re-examination Report.
- B. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
- C. The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis of the Master Plan and development regulations, as last revised, with particular regard to the density and distribution of land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition and recycling of designated recyclable materials and changes in State, County and municipal policy and objectives.
- D. The specific changes recommended for the Master Plan development regulations, if any, including underlying objectives, policies and standards, whether a new plan or regulation should be prepared.
- E. The recommendations of the Planning Board, concerning the incorporation of redevelopment plans adopted pursuant to the Local Redevelopment and Housing Law, into the Land Use Element of the Master Plan and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.

The purpose of these Re-examination requirements are to ensure that the local master plan and development regulations remain viable, current, and capable of addressing the development concerns of the City.

## III - MASTER PLAN GOALS & OBJECTIVES

The 2006 City of Woodbury Comprehensive Master Plan identified primary planning goals both generally, and for the specific elements of land use, circulation, parks, recreation, and open space, housing and population, community facilities, utility facilities, economic, historic preservation. These goals and objectives are restated here as a reference for the more in-depth review of the issues, assumptions, and current conditions of land development in the City that follows.

### 1.0. GENERAL MASTER PLAN GOALS

The City of Woodbury Planning Board embraces the following primary goals:

1. Preserve and protect the character of established residential neighborhoods.
2. Preserve and protect the natural heritage, both environmental and cultural.
3. Balance new development and ratables with the needs of the community.
4. Continue the dialogue among the citizens and businesses regarding the needs and concerns of neighborhoods and the business community.
5. Preserve and improve open space systems.
6. Encourage economic and employment growth specifically in the central business district.
7. Preserve and protect the historic character of the downtown and surrounding areas.
8. Maintain, enhance and further develop a strong “sense of place” in the downtown distinctive to Woodbury.
9. Revise the land use ordinances to insure compatibility with new growth demands for housing, commercial and industrial uses within the community.

### 2.0. LAND USE GOALS & OBJECTIVES

1. Encourage the redevelopment of the downtown business district to ensure that it creates a lasting positive contribution to the city of Woodbury.
2. Establish a renewed consistency between land use and zoning districts.
3. For all commercial and industrial properties, establish design criteria that minimize the impact of parking, traffic, noise, illumination, signage, and smoke odors, etc.
4. Encourage redevelopment wherever needed.
5. Rezone areas of the city where appropriate, to reflect current uses or uses deemed to be in the long-term best interest of the community.
6. Continue to protect and ensure the preservation of the historic character of Woodbury.
7. Establish a design criterion and performance standards that enhance and beautify the downtown district.

8. Continue to maintain an open dialogue with and involve residents regarding land use issues in their neighborhoods.

### **3.0. CIRCULATION**

1. Work with the New Jersey Department of Transportation, the Delaware Valley Regional Planning Commission, and the Gloucester County Planning and Highway Departments to conform to Woodbury's goals.
2. Reinforce a pedestrian friendly community throughout.
3. Provide adequate parking for downtown.
4. Coordinate with NJ Transit for improved bus service to the community.
5. Promote bike friendly environment.
6. Increase capacity at traffic intersections on Broad Street and limit thru traffic to one lane in each direction on Broad Street from Red Bank to Barber.
7. Encourage enforcement of pedestrian safety in signed and marked pedestrian zones and crosswalks and recommend the use of contrasting material and texture for sidewalks and crosswalks within the downtown area.
8. Encourage rail passenger service to come to Woodbury.

### **4.0. PARKS, RECREATION & OPEN SPACE**

1. Maintain parks and recreational facilities to meet neighborhood and community need.
2. Improve and expand cultural, non-athletic, and recreational opportunities for citizens of all ages within the community.
3. Create linkages between existing parks and public recreation areas.
4. Promote cross utilization of existing recreation facilities between the City, School Board and all other City recreation associations. The City and School Board should jointly improve open space fields at all school sites. A plan of action should be implemented with contributions from both parties as well as the leagues that utilize the fields.
5. Develop a trail system that connects residential neighborhoods to parks, public open space, and commercial centers. Easements through private land should be obtained, when necessary, to provide public access to open space.
6. Require that any new residential development provide active recreation space or pay a fee in lieu into a recreation trust fund.
7. Preserve environmentally sensitive land along rivers and streams and other areas characterized by the presence of natural features such as wetlands, steep slopes, stream corridors, unique ecology, and prime wildlife habitats.
8. Preserve and enhance the tree-lined character of residential streets.

## **5.0. HOUSING AND POPULATION**

1. Preserve and enhance existing neighborhoods through rehabilitation of any substandard housing units and the encouragement of appropriate infill development where permitted by zoning. Rehabilitation includes both major and minor housing repairs.
2. Continue to provide Woodbury's regional fair share of affordable housing for low and moderate income families in keeping with our COAH approval.
3. Continue to administer the Section 8 (subsidies from HUD for rental) housing programs to ensure lasting success and affordable housing opportunities.
4. Coordinate housing programs that encourage single-family houses by reducing the number of duplex units.
5. Ensure that new housing development does not negatively affect the existing natural environment and is in character with existing land use permits.
6. Continue to design and implement zoning that promotes a opportunities for young professionals.
7. Balance housing needs with other land use goals and policies as defined in the master plan.
8. Continue to support home ownership.
9. Continue strict enforcement of code standards for residential construction throughout the City of Woodbury.
10. Encourage new urbanism and neo-traditional developments that provide a variety of housing opportunities.
11. Establish design criteria for residential redevelopment within existing neighborhoods.

## **6.0. COMMUNITY FACILITIES**

1. To provide community facilities and services to meet the needs of the current and future population of Woodbury in sensible locations while maintaining and enhancing community character.
2. Sustain the level of volunteerism in the City, which provides many valued services at low cost.
3. Explore the benefits of inter-municipal and inter-governmental cooperation and consolidation for the provision of services and facilities.
4. Explore expansion of the Community Development offices.
5. Explore the expansion or relocation and expansion of the Police Building.

## **7.0. UTILITY FACILITIES**

1. Maintain adequate and reliable infrastructure to service the needs of all City residents and businesses.

2. Maintain the integrity of the existing infrastructure and improve facilities to avoid leaks and losses. Improve existing utilities while protecting natural resources. Within redevelopment areas provide for replacements of existing utility systems where required.
3. Promote water supply protection and sewer capacity enhancement to make the City attractive to new commercial uses and to sustain existing development.
4. Require that all utilities be located underground when redevelopment or reconstruction projects create opportunities.
5. Maintain criteria for zero increase in storm water runoff from new developments.
6. Encourage the reduction of non-profit source pollution, to the greatest extent possible consistent with the new storm water management requirements.

## **8.0. ECONOMIC**

1. Expand and diversify the economic profile of the City, reestablishing Woodbury as an important economic center in the region.
2. Provide a business friendly environment for existing businesses, which have invested in the City and provide a support for those wishing to upgrade or renovate.
3. Encourage redevelopment and full occupancy in existing commercial locations.
4. Encourage dialogue with property owners of downtown businesses regarding opportunities within the community.
5. Promote redevelopment and offer business incentives.

## **9.0. HISTORIC PRESERVATION**

1. Preserve and enhance the cultural, historical, and archeological resources that reflect the historic significance of Woodbury.
2. Discourage the unnecessary demolition of historic structures.
3. Promote the understanding and appreciation of the historic value of the city.
4. Encourage development patterns adjacent to existing historic structures that complement the character of the historic structures.
5. Promote original and/or present use of historic properties in their original location whenever feasible and encourage sympathetic adaptive use when original or present use is no longer feasible.
6. List by importance those historic properties, sites, buildings, structures, and districts that require protection and recommend appropriate local ordinances to effect that protection.
7. Encourage parking design for historic districts that is unobtrusive, minimizing the effect on the historic character of the setting. Parking should be limited to that necessary to serve the proposed use.

## **IV - PLANS COMPLETED SINCE THE LAST MASTER PLAN UPDATE**

This Re-examination Report has been prepared as a result of these changes and a local desire to maintain a current and relevant Master Plan and associated development regulations.

Since the adoption of the Master Plan in 2006, the City of Woodbury has undertaken the following plans and studies:

1. Downtown Woodbury Redevelopment Plan & Form-Based Code (2009)
2. Neighborhood Conservation Plan (2010)
3. Gloucester County Transit Expansion Plan (2012)
4. Woodbury Country Club Investigation & Redevelopment Plan (2013)
5. Inspira Woodbury Redevelopment Investigation (2015)
6. Water and Sanitary Utility Rate Study and Utility Valuation Study (2015)
7. Red Bank Avenue Transit Hub Feasibility Analysis (2017)
8. Inspira Medical Center Woodbury Development Options Report (2018)

## V - PROBLEMS AND OBJECTIVES IDENTIFIED IN THE MASTER PLAN, AND THE EXTENT TO WHICH THESE PROBLEMS HAVE REDUCED OR INCREASED

The Master Plan of the City of Woodbury was developed by the Planning Board based upon a number of assumptions, each of which were important in determining the policies and recommendations in the plan.

The Land Use Element of the *2006 Woodbury Master Plan* outlines several general goals and objectives for land use and zoning in the City, as well as specific design guidelines for bringing these goals and objectives to fruition. Recommendations are also provided for topics that are directly tied to these land use and zoning issues, including employment, housing, and neighborhoods. Finally, the 2006 Woodbury Master Plan recommends the City focus on utilizing the redevelopment powers granted to municipalities by the State of New Jersey to better utilize:

- Woodbury's historic downtown core;
- The site of the former Country Club and associated golf course; and
- The city's existing bus station and other transit infrastructure.

The following section will summarize the 2006 Woodbury Master Plan's recommendations for tackling each of these key topics outlined above—as well as the data and rationale behind those recommendations. Following that discussion will be an update of how these issues have been addressed or have changed in the intervening years.

### 1.0. DOWNTOWN REVITALIZATION & REDEVELOPMENT

#### 1.1. Background

The *2006 Woodbury Master Plan's* Land Use Element lays out several goals and objectives aimed specifically at its downtown core. These goals and objectives include:

- Encourage redevelopment at several sites across the City of Woodbury, but especially in the Downtown Business District
- Establish design criteria to beautify the Downtown Business District, create stronger buffers between incompatible land uses, and supplement the City's public realm and streetscapes.
- Encourage mixed uses in the Downtown Business District and walkability throughout the City.
- Foster economic development within the Downtown Business District that benefits all of the City's neighborhoods.

Additionally, the 2006 Master Plan identifies a series of design guidelines intended to aid implementation of the downtown-oriented goals and objectives described above by offering targeted strategies such as:

- Attracting and providing space for new businesses to re-invigorate the Downtown Business District
- Re-orienting the Downtown Business District around pedestrians, for example by:
  - Providing more pedestrian connections throughout the Downtown and between the Downtown and its neighborhoods
  - Providing proper lighting and signage at pedestrian intersections
  - Establishing a system of wayfinding signage to both aid pedestrian navigation and help to brand Woodbury
- Creating a more attractive public realm through unified street furnishings, a tree planting program, and other pedestrian amenities

Related to this issue, in the Economic Element of the Master Plan, the City identified a shift that had occurred in the downtown retail market. The findings noted that Woodbury was once the traditional downtown for the region, but the opening of the nearby Deptford Mall and West Deptford Industrial Complex had steadily drawn customers and businesses out of downtown. This section saw some potential to capture a larger target market from these nearby communities, but offered few solutions for what types of businesses or strategies might reverse these trends. Instead, the focus seemed to be on encouraging traditional, mixed-use development through a redevelopment plan, as suggested in the Land Use Element.

## 1.2. Downtown Redevelopment Plan and Form-Based Code

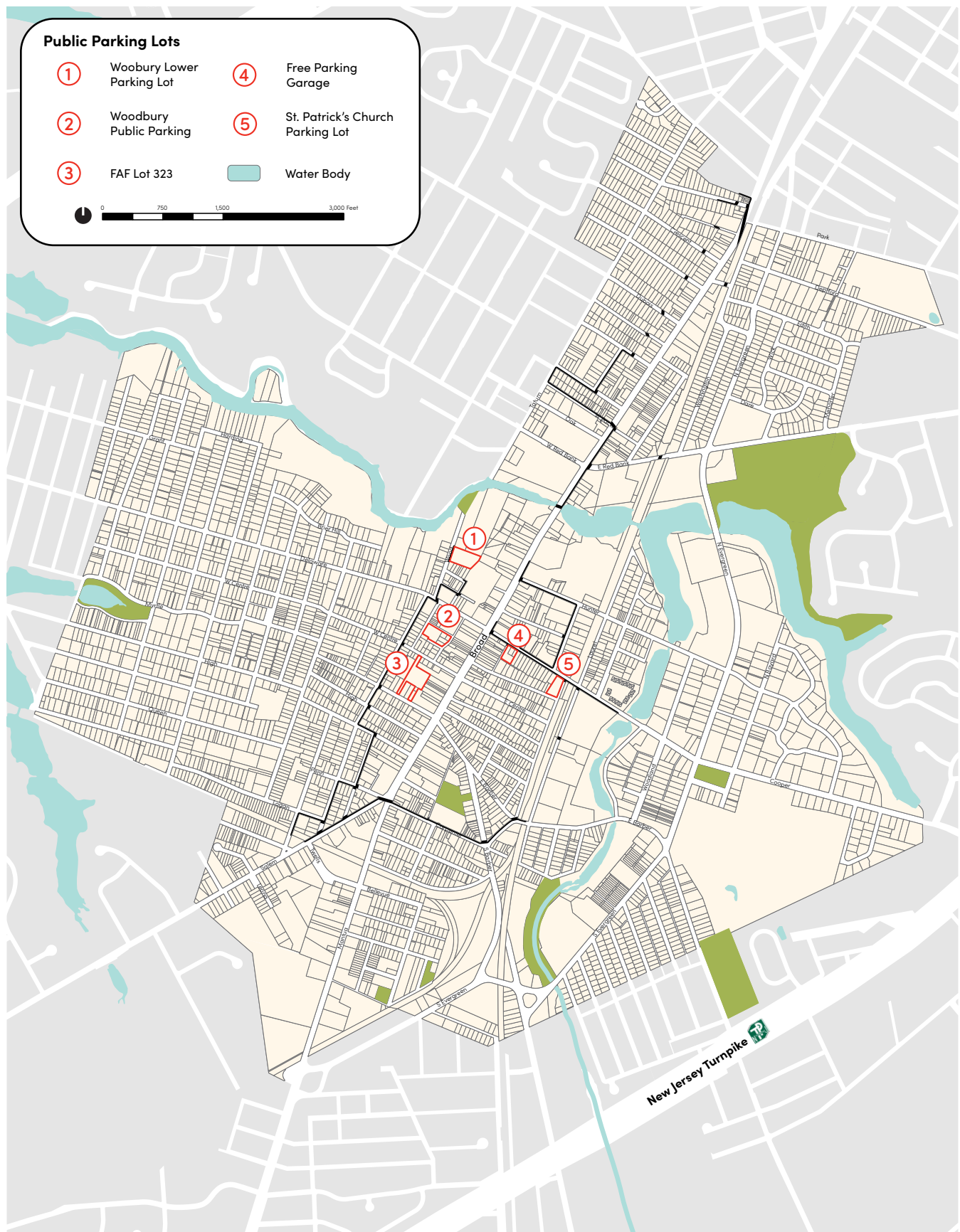
Three years after the *2006 Woodbury Master Plan* was adopted, the City of Woodbury authorized Group Melvin Design to undertake a preliminary investigation of its downtown business district to determine if it met the statutory criteria described under the New Jersey Local Redevelopment and Housing Law N.J.S.A. 40A:12A-1 et. Seq. (the “LRHL”). In May of 2009, Woodbury adopted a resolution designating its Downtown Business District as an Area in Need of Redevelopment, and authorized Group Melvin Design to prepare a redevelopment plan for the area (**Figure 1**). In 2010, the City adopted the Woodbury Downtown Business District Redevelopment Plan and Form Based Code.

The main goal of the Redevelopment Plan was to facilitate sustained economic, social, and environmental health and vitality in downtown Woodbury. That goal was supported by the following objectives:

- Use density, a mix of uses, and public spaces as building blocks to transform Broad Street into an active, vibrant main street corridor
- Expand the inventory of housing options to meet the needs of a diverse population
- Capitalize on existing community assets to strengthen the City’s position in the regional economy
- Maintain a highly interconnected, multi-modal street network that is legible, porous, and safe
- Accommodate contemporary building needs while respecting traditional urban form
- Create a unique sense of place in downtown Woodbury



**Figure 1. Downtown Redevelopment Area Boundary**



Additionally, a Form Based Code (FBC)—which superseded all provisions of Woodbury’s existing zoning code and Subdivision and Land Development Ordinance within the area governed by the Redevelopment Plan—was created to guide implementation of the Redevelopment Plan. This FBC organized regulations based on transect, building type, and street frontage. The specific recommendations of the FBC were to:

- Regulate the location and density of buildings
- Their interaction with the public right-of-way
- Site planning and architectural considerations to help implement the Redevelopment Plan vision

### **1.3. Achievements**

To date, there have been several existing and planned developments that are a direct result of Woodbury’s adoption of the *Downtown Redevelopment Plan and FBC*:

- A. A parking garage built for court house parking has been constructed since the adoption of the Downtown Redevelopment Plan at North Broad and Hunter streets. The garage included a liner building as an edge along Broad Street that provides commercial space along this major commercial corridor.
- B. Woodbury acquired a former ice house in its downtown and converted it into a public parking lot for employees, visitors, and residents in the downtown area. This has spurred economic development in the city.
- C. In 2009, Woodbury used a grant from NJDOT to create a series of multi-use cycling/ pedestrian trails along the Woodbury Creek and Broad Street Lake. While not all of these trails are within the city’s downtown or the Redevelopment Area—proper, they provide residents with an alternative mode of traveling to and from downtown Woodbury, as well as to other neighborhoods and park and open space amenities.
- D. In August of 2013, the GG Green building was successfully redeveloped to the specifications of the Downtown Redevelopment Plan and FBC. Structural damage caused by years of underutilization, vacancy, and a minor earthquake was repaired which, in addition to façade improvements, revitalized the building and adjacent streetscape. The building now supports a variety of uses including ground-floor retail and residential uses on its second and third floors. On the other side of the same block, another mixed-use building was constructed that also houses ground-floor commercial. The upper floors of this building are occupied by senior living units.
- E. Also in 2013, the Woodbury Police Department moved its headquarters to 220 South Broad Street, at the corner of Broad and Barber streets. The new police headquarters is in a historic bank that had sat vacant for several years until being purchased by the City in 2013. This move has freed up the former police headquarters at 200 North Broad Street, which is also within the Downtown Redevelopment Area, for redevelopment.
- F. In 2014, Excess Reinsurance, an insurance company founded in Woodbury in 1989, purchased and renovated the old Masonic Temple at 48 North Broad Street. The building, which had sat vacant since 2011, is now refurbished and in use as the company’s headquarters.

- G. Also in 2014, the former Bottom Dollar at 203 South Broad Street—directly across the street from the new police station headquarters described above—was converted into an Aldi supermarket after the owners of Aldi purchased all Bottom Dollar locations nationwide. This new supermarket is the first full-service supermarket in Woodbury, allowing residents that used to have to travel to other municipalities to purchase food to shop for food in their own city.
- H. Recently, in 2018, the old fitness center at 108 South Broad Street—across Broad from the GG Green building—was prepared for redevelopment. The old fitness center, which had been decaying and was a blight to the Broad Street commercial corridor, has been completely razed, and the lot it sat on is being prepared for a new use: a modular community center. Together, these two redevelopments have brought a major portion of Woodbury’s Downtown Business District back to life.
- I. Redevelopment of the PSE & G electricity-generating substation at 49 East Red Bank Avenue was recently authorized after Planning Board and City Council review. In the planning board planner’s estimation, PSE & G went above and beyond to ensure their substation re-design met the requirements of the Redevelopment Plan and FBC, and is another good example of the plan having a lasting impact on Woodbury’s built environment. Further, the renovation of this substation—which will include pedestrian frontage improvements, the planting of several street trees along East Red Bank Avenue, and architecture to match the design of downtown Woodbury—will likely raise the values of neighboring properties. This will make the entire area more suited for development and help it act more like an extension of downtown Woodbury.
- J. New street trees have been planted along Broad Street, which was a stated aim of both the 2006 Woodbury Master Plan and the 2010 Woodbury Downtown Business District Redevelopment Plan and Form Based Code, as well as the 2010 Neighborhood Conservation Plan. More specifically, in 2017, Group Melvin Design prepared the Broad Street Tree Analysis and summary recommendations, which analyzed the extent of existing street trees along Broad Street, the need and most suitable locations for new street trees, and specific direction for types of trees and planters to be purchased by the City of Woodbury for installation along Broad Street. As of the current date, Woodbury has begun to purchase planters and other materials to start implementing the recommendations of this plan.
- K. Crucially, major traffic improvements have been made along Broad Street to make it safer for pedestrians, cyclists, and motorists, a stated aim of both the 2006 Woodbury Master Plan and several of the transit hub feasibility analyses reviewed in this section. The traffic improvements were implemented through a traffic diet carried out in cooperation with NJDOT. These changes have resulted in both safer streets and sidewalks and a vastly improved pedestrian and public realm. Specific changes to Broad Street include:
- The removal of a travel lane and addition of a bi-directional left-turn lane
  - The addition of a protected bike-lane
  - Curb bump-outs at intersections
  - Street parking on both sides of the street

- L. Woodbury has also made significant progress on designing, purchasing, and installing wayfinding, directional, and identity signage throughout its Downtown Business District. This was another major recommendation of the 2006 Master Plan, as well as the Neighborhood Conservation Plan described later in this report.

## 2.0. TRANSIT-ORIENTED DEVELOPMENT

### 2.1. Background

In 2006, Woodbury was already a regional bus hub in need of more transit-supportive policies and land use principles to encourage transit use. However, the possibility of adding commuter rail service was identified as a potential game-changer for transit accessibility in the City. In anticipation of this new rail service, the plan put forth recommendations to encourage more transit-supportive forms of development around existing and proposed transit stations.

First, the Master Plan discussed the possibility of creating a “redevelopment plan for the southeastern area of the city between South Evergreen Avenue and Barber Avenue for a transit station” (See **Figure 2**). Specifically, the Land Use Element of this plan highlights the following goals and objectives pertaining to transit-oriented development (TOD) in Woodbury:

- Create a hierarchy of transportation beginning with pedestrians.
  - Continue to lobby for a train station as an extension to the PATCO line. The location at Barber and the Railroad should be considered for a “Transit Village” application. This location could also be included as a bus hub.
- Reduce and consolidate the number of bus stops within the downtown. The stops should be enhanced and “marked visibly,” located near important pedestrian crossings, at bus route transfer stations, and at historically significant places. Enhancement of the bus stop location may include:
  - legible route number graphics;
  - a city location map bus route map and schedule;
  - full shelter with benches; and
  - cultural information and points of reference.
- Investigate a jitney service between the hospital, the Downtown Business District, and eventually the train station. The City should pursue funding through Smart Growth, Main Street New Jersey, and the New Jersey Department of Transportation (NJDOT) at the appropriate time.

The Master Plan also made specific recommendations for how transit-supportive development should occur within the proposed TOD redevelopment area:

- Targeting the vacant gas station, potato packing plant, and underutilized rail yards as redevelopment opportunities. The redevelopment of these sites will support the transit project.
- Establishing the Transit Village redevelopment plan with the following principles:
  - Create the conditions that will demonstrate a willingness to grow in housing,



**Figure 2. Proposed TOD Areas and Transit Study Areas**



- population, and jobs to support the development of a commuter rail station.
- Build public spaces/streets that will generate and encourage pedestrianism.
- Maintain and enhance green infrastructure.
- Provide integrated housing opportunities for various income levels.
- Encourage mixed uses without detracting from the existing downtown business district.

## **2.2. Train and Bus Hubs in Woodbury**

Following the adoption of the Master Plan, the City continued to study the possibility of the creation of a transit hub and passenger rail service. Those studies altered the Master Plan’s assumptions about where TOD would be most viable in the City. Those studies are summarized below.

### **A. 2007 Woodbury Transit Hub Feasibility Analysis**

The first of these studies was the 2007 Woodbury Transit Hub Feasibility Analysis completed by Ragan Design Group with funding from a TCDI grant from the Delaware Valley Regional Planning Commission (DVRPC). This study analyzed the feasibility of locating a transit hub along South Barber Avenue (**Figure 2**). The design team analyzed four locations:

- two at the eastern and western sides of South Barber Avenue between Railroad Avenue and Evergreen Avenue,
- one at the intersection of South Barber Avenue and Railroad Avenue, and
- one at the intersection of South Barber Avenue and Evergreen Avenue.

The west side of South Barber Avenue between Railroad Avenue and Evergreen Avenue was identified as the most viable transit hub location. Recommendations for the transit hub at this location were consistent with those proposed in the Master Plan, including: creating a “transit mixed-use” district around the area to support TOD, pursuing Transit Village designation, and continuing to engage the public for feedback on the proposed recommendations.

It is also worth noting that, in an earlier study referenced in the 2007 Woodbury Transit Hub Feasibility Analysis conducted by DVRPC, three other locations were recommended for further study regarding their suitability for a transit hub:

- Hunter Street
- Railroad Avenue
- **Red Bank Avenue**

### **B. 2012 Gloucester County Transit Expansion Framework Study**

In 2012, with help from several members of the Gloucester County Planning Division and Department of Economic Development—as well as input from key stakeholders in municipalities and organizations that will be involved in and impacted by the proposed Camden-Glassboro Rail Line (GCL)—Group Melvin Design completed the Gloucester County Transit Expansion Framework Study. The purpose of this study was to analyze the basic demographic and economic information of communities along the GCL in which stations are

proposed, and to repackage this information to help these communities anticipate potential issues—and to capitalize on potential opportunities—associated with the upcoming GCL transit expansion.

While the Study looked at all 11 of the proposed stations along the GCL, the two that are most relevant to this report are the Red Bank Avenue and Downtown Woodbury stations, both of which lie in Woodbury proper and which are the subject of other studies discussed in this section. The most pertinent findings and recommendations associated with each station are described below.

### **Red Bank Avenue Station**

- Existing policy is currently highly supportive of TOD, with many parcels adjacent to the proposed station falling within the City of Woodbury's Downtown Redevelopment Area and Transit-Oriented Redevelopment Area. These designations could facilitate the construction of TOD-/station-supporting land uses, such as a mixed-use development or park-n-ride facility.
- Land uses in the area are currently supportive of TOD, with a "major activity center" located within ¼ mile of the station, but there is not currently enough residential development in the area, and the existing commercial corridor along Red Bank Avenue is auto-oriented. These issues would have to be ameliorated to accommodate a station/TOD at Red Bank Avenue.
- Inspira (Underwood) Hospital was identified as a "major activity center" supportive of a transit station and TOD. While the hospital has moved, and has taken a major commuting employment population with it, redevelopment of the area is planned that could be supportive of TOD and a transit station in the area.

### **Downtown Woodbury Station**

- Many parcels adjacent to the proposed station are within the City of Woodbury's Downtown Redevelopment Area (**Figure 2**). While the Downtown Redevelopment Plan is written with transit-oriented development in mind, there are not many parcels in Downtown Woodbury that are vacant or otherwise ripe for redevelopment. As a result, Woodbury will have to be tactful in its use of redevelopment to support TOD/a station in its downtown.
- Land uses in the area are somewhat supportive of TOD, with several "major activity centers" in downtown located within ¼ mile of the station. In addition, the residential blocks directly adjacent to the station have the unit density necessary to support walk-up service. Finally, nearby senior living facilities provide Woodbury the opportunity to expand transit access to a population segment that is often left out of the transit discussion.
- There has been significant public investment in Downtown Woodbury, with numerous redevelopments, streetscape and pedestrian realm improvements, and updates to the City's parking system occurring in recent years. These investments are all supportive of a transit station and represent transit-oriented development in Downtown Woodbury.

### C. 2017 Red Bank Avenue Transit Hub Feasibility Analysis

In June of 2017, Group Melvin Design completed the Red Bank Avenue Transit Hub Feasibility Analysis with funding from DVRPC's TCDI grant program. In GMD's estimation, Red Bank Avenue is a much more suitable location for a transit hub (**Figure 2**), given its proximity to Woodbury's Downtown Business District and existing transportation infrastructure, including the confluence of four NJT bus routes, parking for residents and visitors to downtown Woodbury, and pedestrian and bicycle networks.

The report outlined the opportunities and challenges of siting a transit hub at the Red Bank Avenue site, along with several short- and long-term recommendation.

Short-term recommendations included:

- An "Intersection Diet" aimed at reducing potential points of conflict at the major intersection between Broad Street and Red Bank Avenue
- A "Roundabout Gateway" to both calm traffic and serve as an identifying feature for Woodbury, signaling to people they are entering the City and helping create a sense of place
- Improvements along Red Bank Avenue, particularly to sidewalks and the pedestrian realm
- Improvements to the existing bus hub, such as a space for buses to pull over to pick up/drop off passengers, and public amenities like benches and garbage cans
- Creating a comprehensive, interconnected system of bicycle and pedestrian paths
- Alterations to Woodbury's land use and built environment to help support multi-modal transportation improvements in the area

Long-term recommendations included:

- Establishing a new bus hub adjacent to the proposed Red Bank Glassboro-Camden Line train station on the triangular parcel between Red Bank Avenue and Green Street; or
- Extending Green Street and re-establishing the grid on the site of the CVS, and siting a new bus hub off of Packer Street.

### D. Redevelopment Area Designation

Finally, it is worth noting that while a transit-oriented-specific redevelopment area has not yet been created—as recommended in the 2007 Woodbury Transit Hub Feasibility Analysis, 2017 Red Bank Avenue Transit Hub Feasibility Analysis, and 2006 Woodbury Master Plan—the area governed by the Redevelopment Plan and FBC described above encompasses or is adjacent to all of the proposed stations, transit hubs, and TOD areas recommended by these plans. The Downtown Business District Redevelopment Plan and Form Based Code focuses heavily on TOD, walkability, and public realm/streetscape improvements, which provides the City a framework for promoting transit-supportive development while it considers whether a specific redevelopment plan is needed in one of these areas.



## 3.0. WOODBURY COUNTRY CLUB

### 3.1. Background

The *2006 Woodbury Master Plan* also highlights plans for the City's former Country Club and associated golf course. At the time, the golf course was still operational and considered a community asset. Thus the recommendations in the Master Plan focused primarily on preserving this asset, while allowing for some residential development. The plan states:

"...one use that could impact future residential growth would be the current site of the Woodbury Country Club. In existence since 1897, the club has a long-standing history with the community. The 18 acre parcel is zoned Residential R-90 which permits lot sizes of 9,000 square feet. The golf course is an important community asset. Zoning should be modified to reflect the asset as well as measures taken to purchase the development rights so this amenity remains."

That said, the Master Plan did recognize that the Country Club was one of the few areas in the City that could absorb new development if the need were to arise. As such, the Master Plan recommended that:

"Given the increased residential impact that this land would have on the community if developed residentially, it is recommended that the minimum lot size of a new zone (R-100) be increased to 30,000 square feet to one acre and that a minimum open space requirement of twenty percent be required."

### 3.2. Country Club Redevelopment Update

In 2009, the Country Club and golf course ceased operations, which greatly altered the vision the Master Plan had in mind for this area.

In May of 2013, the City of Woodbury adopted resolution #13-105 designating Block 154, Lot 8 (commonly referred to as "The Woodbury Country Club") as an Area in Need of Redevelopment pursuant to N.J.S.A. 40:a-12:A-1 et. seq. On July 17th, 2013, Woodbury passed resolution #19-2013 adopting the Woodbury Country Club Redevelopment Plan, created by Group Melvin Design.

This redevelopment plan proposed the demolition and removal of on-site buildings to be replaced with:

- Two residential subdivisions (one at the eastern and one at the western end of the site), each to have a maximum of nine (9) single-family lots no smaller than 20,000 square feet each facing onto a cul-de-sac.
- Two (2) single-family homes facing onto Golf Drive, each of which will be on a lot no smaller than 20,000 square feet.
- An assisted-living campus including:
  - A post-acute rehabilitation facility with no more than 150 beds
  - A long term care facility with no more than 100 beds
  - An assisted living specialized facility with no more than 100 beds

- A publicly-accessible, well-designed, contiguous open space measuring no less than 15 acres

On September 18, 2013, Woodbury passed a resolution approving Preliminary and Final Major Site Plans to develop the former Country Club site in the manner described in the Redevelopment Plan outlined above. Only Phase I of the project has been completed thus far, which included the Assisted Living Campus and improvements to the golf course to prepare it for conversion into a park. The planned residential uses have been put on hold and at this point look unlikely to be developed in the current market.

## **4.0. NEIGHBORHOODS**

### **4.1. Background**

The Master Plan identified Woodbury's neighborhoods as a major asset for the City, especially their diversity and the strong sense of community they foster. Additionally, one of the overarching goals of the Master Plan was to preserve and protect the character of established neighborhoods. As such, neighborhood planning is one of the most important components of the Land Use Element. The proposed land use recommendations in the plan were developed with the aim of "maintaining and improving the quality of life throughout the neighborhoods of the City and the revitalization of the downtown district."

There were also number of other issues were identified in this section as important to residents that were not addressed, including:

- Increasing transportation choice
- Providing better pedestrian linkages within and between neighborhoods
- Promoting high-quality and people-oriented design standards
- Providing community facilities based on neighborhood needs

No specific recommendations were offered in the plan to fully address these issues from the perspective of each neighborhood's unique needs. Overall, the plan is fairly light on specific recommendations to address the goal of preserving and enhancing neighborhoods. Instead, the recommendations focused primarily on addressing zoning issues in each of the five identified neighborhoods. The objective of these changes were to change zoning to more accurately reflect existing land uses, as well as encourage those uses determined to be more in the long-term best interest of the community. The most pertinent recommendations aimed at each neighborhood are detailed below.

#### **A. Neighborhood #1**

- Re-zone the parcels south of the EP Henry plant from R-60 Residential to IND Industrial
- Re-zone the C-3 Commercial area between Park and Edith avenues to C-2 Commercial
- Re-Zone all lots along Broad Street to C-1 to eliminate split lot zoning

- Re-zone the residential neighborhood along West Packer Street to PO-2 to accommodate encroaching hospital uses
- Re-zone the residential neighborhood between Broad Street and the Conrail tracks from Packer Avenue to Dare Street to PO-2 to accommodate encroaching office uses

#### **B. Neighborhood #2**

- Re-zone lots fronting Broad Street to C-1 Commercial to eliminate split lot zoning
- Create a new R-100 zoning district for the Woodbury Country Club, with a minimum lot size of 30,000 square feet and with a minimum open space requirement of 20%, and re-zone the Woodbury Country Club as the new R-100 zone
- Modify the minimum lot size in the R-90 zoning district to 15,000 square feet

#### **C. Neighborhood #3**

- Extend the C-1 Commercial zone along the north side of Evergreen Avenue between Hester and East Barber avenues
- It was anticipated that “specific zoning criteria will be established” in the southeastern area of the City between South Evergreen and Barber avenues for a transit station

#### **D. Neighborhood #4**

- Re-zone all lots along Broad Street to C-1 Commercial to eliminate split lot zoning
- It was anticipated that “specific zoning criteria will be established” in the southeastern area of the City between South Evergreen and Barber avenues for a transit station
- Re-zone the north side of East Barber Avenue between Broad and Franklin streets to PO-2 to accommodate encroaching hospital and office uses

#### **E. Neighborhood #5**

- Re-zone the residential neighborhood along Salem Avenue to PO-2 to accommodate encroaching office uses
- Re-zone ~4 acre parcel at the end of Leona Avenue to R-35 Residential given its vacancy and proximity to a residential neighborhood
- Re-zone the Woodbury Country Club to a new zone, R-100, to be more consistent with the lot sizes across Cooper Street between 30,000 and 40,000 square feet

### **4.2. Neighborhood Zoning Updates**

Several of the neighborhood zoning and land use issues pointed out in the 2006 Woodbury Master Plan have been resolved. The following chart provides an update on what recommended re-zonings have been implemented, which have not, and where other zoning changes or actions were made other than those recommended in the plan:

Neighborhood	Status of Changes	Other Actions Taken
Neighborhood #1	All recommendations implemented, except C-3 commercial area was not rezoned to C-2 (see "other actions")	Parcels between Park and Deptford were rezoned to C1 Along Washington Ave and C2 along N Evergreen Ave., and were rezoned to R35 Between Deptford and Edith
Neighborhood #2	All recommendations implemented	Country Club designated as an area in need of redevelopment
Neighborhood #3	All recommendations implemented, except transit station area (see "other actions")	A feasibility analysis was conducted for a proposed Transit Hub on Red Bank Avenue between Broad Street and Evergreen Avenue.
Neighborhood #4	All recommendations implemented, except transit station area (see "other actions")	Same as above for Neighborhood #4
Neighborhood #5	All recommendations implemented, except rezoning of Salem Ave residential to PO-2	Only a small area off Salem on Logan and on either side of Salem between Emerson and Twells has been re-zoned to PO-2. The rest of Salem is C2 from Penn to Twells, and R-35 on Salem south of Twells

### 4.3. Neighborhood Conservation Plan

Shortly after the adoption of the Master Plan and authorization of the Downtown Business District Redevelopment Plan and Form Based Code, the City hired Group Melvin Design to complete a Neighborhood Conservation Plan for three Woodbury neighborhoods. This plan was aimed at preparing the neighborhoods identified—North, West, and East + South—for anticipated growth and development while retaining aspects their communities deemed essential to each neighborhood's character. This plan was a natural next step to develop more robust recommendations to advance the goals of the Master Plan.

After a robust public outreach campaign, GMD developed a suite of recommendations targeted at balancing the dueling aims of development and the preservation of neighborhood character. These recommendations included:

#### A. Land Use and Community Form

- Softening the transition and improving buffers between:
  - Residential neighborhoods and the hospital
  - Residential neighborhoods from commercial strip development in South Woodbury
  - Between Broad Street and the railroad

- Allowing for reasonable improvements to property by ensuring zoning regulations are consistent with the community's vision
- Allow for small-scale infill development compatible with neighborhood character and high quality development at key sites along the neighborhood's edges
- Allow for market flexibility in determining rental/ownership, development type mix, and in encouraging redevelopment

## **B. Circulation and Mobility**

- Create safer pedestrian routes throughout so that kids, pedestrians, and cyclists can better navigate the neighborhood
- Improve circulation patterns, including for cyclists and pedestrians, around:
  - The Walnut Street School
  - Along Lupton Ave/Glover St. and along Jackson St.
  - Throughout each neighborhood
- As the business district grows, update parking, wayfinding, and circulation systems to accommodate the needs of businesses and residents, including:
  - Improve signage + circulation for visitors, especially near the train station

## **C. Public Amenities + Infrastructure**

- Create new recreational spaces/enhance access to existing open space for all users, including smaller neighborhood-serving parks
- Increase the amount of—and right type of—shade trees on sidewalks
- Improve and expand access to open space and recreation facilities
- Incorporate public art, neighborhood character details into the landscape

# **5.0. EMPLOYMENT**

## **5.1. Background**

The City of Woodbury was and still is a regional employment center, with over 10,000 employees who commuted into the city each day as of the last Master Plan update. The largest concern cited in the Economic Element of the Master Plan was that the City's two largest employers—the County and Inspira Hospital (formerly Underwood)—were tax exempt. Thus expansions were leading to a decline in ratables in the downtown. The plan acknowledged that retention and growth of existing businesses was necessary, but additional business attraction and new development was the more pressing need to increase the tax base of the City, particularly in the downtown. This recommendation dovetailed with the City's desire to designate the downtown as an area in need of redevelopment to encourage new investment.

## 5.2. Employment Updates

DVRPC's employment forecasts predict flat employment growth in Woodbury over the next 40 years. Other surrounding municipalities are anticipated to see significant employment growth over the same period, most notably Deptford and West Deptford townships. This is consistent with the findings from the Economic Element, which noted that the growing retail, commercial, and industrial centers in neighboring communities was capturing more of the economic growth in the area than Woodbury.

However, it is unclear to what extent these figures account for Inspira's relocation plans, and what impacts that move might have on the other medical businesses that co-located near the hospital (see discussion in "**Inspira Medical Campus**" on page 60).

**Table 1. Woodbury & Adjacent Municipalities Employment Forecasts**

Area	2015 Employment	2025 Forecasted Employment	2035 Forecasted Employment	2045 Forecasted Employment	Percent Change 2015-2045
Woodbury	9,289	9,440	9,545	9,366	.83%
Woodbury Heights Borough	1,887	1,925	1,953	1,923	1.91%
Wenonah Borough	520	553	582	596	14.62%
Westville Borough	1,784	1,904	2,015	2,070	16.03%
Deptford Township	14,845	16,047	17,165	17,824	20.07%
East Greenwich Township	2,593	2,817	3,027	3,155	21.67%
West Deptford Township	13,690	15,169	16,564	17,534	28.08%
Mantua Township	5,333	6,436	7,501	8,396	57.44%
<b>Gloucester County</b>	<b>121,382</b>	<b>134,902</b>	<b>147,682</b>	<b>156,686</b>	<b>29.09%</b>

Source: DVRPC, Regional, County, and Municipal Forecast, 2015-2045. <https://www.dvrpc.org/webmaps/empforecasts/>

## 6.0. POPULATION & HOUSING

### 6.1. Population Background

At the time of the 2006 Master Plan, the overall population of Woodbury was relatively stable from 1990 to 2000, with a population of 10,307 residents representing a decrease of 600 residents since 1990. However, both the County and the State of New Jersey grew 10% and 8% respectively, mostly in the more rural suburban communities southeast of the city. While previous planning sought to address anticipated growth and demand for housing, parks, and other community facilities, this slight population decrease changed those projections and therefore the recommended goals and objectives in various elements of the 2006 plan.

Woodbury's population had a similar age distribution to that of the rest of Gloucester County, with a slightly older median age (**Table 2**). Most other demographics studied in the Master Plan were also very similar between the City and County, except for income and poverty figures. The City of Woodbury had a lower median income than both the County and state, and over two times as many persons and families living below the poverty line than the County (**Table 3**).

**Table 2. Comparison of Age Distribution (2000)**

Age	Woodbury City	Gloucester County	New Jersey
0 to 4	6.5%	6.6%	6.7%
5 to 19	20.7%	22.6%	20.4%
20 to 34	19.4%	18.9%	19.9%
35 to 54	29.4%	31.7%	30.9%
55 to 79	11.2%	11.7%	12.4%
70+	12.9%	8.4%	9.7%
Median Age	37.0	36.1	36.7

Source: U.S. Decennial Census 2000

**Table 3. Comparison of Median Income & Poverty Figures (2000)**

	Woodbury City	Gloucester County	New Jersey
Median Household Income	\$41,827	\$54,273	\$55,273
Poverty Status (Persons)	13.5%	6.2%	8.5%
Poverty Status (Families)	11.2%	4.3%	19.4%

Source: U.S. Decennial Census 2000

## 6.2. Population & Demographics Updates

The population in Woodbury has remained relatively stable since the time of the last Master Plan. The Delaware County Regional Planning Commission (DVRPC) estimated that the population in Woodbury in 2015 was 10,020, which only represents a slight decline from the 10,370 residents reported in the 2000 Census. DVRPC's population forecasts for the region suggest that Woodbury will see a small amount of growth over the next 40 years, mostly fueled by the more rapid growth of Gloucester County and surrounding communities. However, it is estimated that Woodbury would grow the least of any municipality in the County over this period. While the 2006 Master Plan anticipated future decline in population and to adjust policies and land use to address that change, this optimistic outlook suggests that the City might benefit from looking at specific policies and projects that could capture more of this anticipated growth from other parts of the County.

**Table 4. Woodbury & Adjacent Municipalities Population Forecasts**

Area	2015 Population	2025 Forecasted Population	2035 Forecasted Population	2045 Forecasted Population	Percent Change 2015-2045
Woodbury	10,020	10,190	10,351	10,464	4.43%
Woodbury Heights Borough	3,010	3,098	3,181	3,240	7.64%
Westville Borough	4,224	4,451	4,665	4,816	14.02%
Wenonah Borough	2,254	2,382	2,503	2,588	14.82%

Deptford Township	30,569	32,628	34,574	35,945	17.59%
East Greenwich Township	10,380	11,214	12,003	12,558	20.98%
West Deptford Township	21,420	23,586	25,634	27,076	26.41%
Mantua Township	15,054	17,608	20,021	21,721	44.29%
<b>Gloucester County</b>	<b>291,479</b>	<b>323,969</b>	<b>354,677</b>	<b>379,308</b>	<b>29.10%</b>

Source: DVRPC 2045 Population Forecasts, <https://www.dvrpc.org/asp/DataNavigator/>

Since the last Master Plan, overall population trends show both the state and county have been aging (**Table 5**). Woodbury, on the other hand, saw a slight decrease in median age, and an increase both in the number of children under the age of 5 (9%, up from 6%) and people under the age of 35 (48%, up from 46%).

Woodbury remains well behind both the state and county in terms of median household income and the percentage of the population living below the poverty level. The median household income for the City did increase from \$41,827 to \$53,616, but poverty went up among both individuals and families (**Table 6**).

Ethnic and racial diversity was not looked at in the 2006 Master Plan, though it did note the value of having diverse neighborhoods within the City. It is generally understood that Woodbury is more diverse than the surrounding County, which is consistent with the ACS data from 2017. In particular, Woodbury has a much higher African American than both the County and State, and almost twice as many residents who identify as Hispanic or Latino than in the county (**Table 7**).

These characteristics are important because they help inform the housing outlook for the City, along with information about housing tenure, home values, rents, and vacancies.

**Table 5. Comparison of Age Distribution (2017)**

Age	Woodbury City	Gloucester County	New Jersey
0 to 4	9.0%	5.5%	5.9%
5 to 19	15.5%	19.7%	18.9%
20 to 34	22.9%	18.8%	19.3%
35 to 54	26.8%	27.9%	27.7%
55 to 74	19.7%	22.3%	21.5%
75+	6.1%	5.9%	6.7%
Median Age	36.8	39.9	39.6

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5-Year Estimates



**Table 6. Comparison of Median Income & Poverty Figures (2017)**

	Woodbury City	Gloucester County	New Jersey
Median Household Income	\$53,618	\$81,489	\$76,475
Poverty Status (Persons)	19.3%	7.9%	7.9%
Poverty Status (Families)	14.2%	5.3%	10.7%

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5–Year Estimates

**Table 7. Comparison of Age Distribution (2017)**

Race	Woodbury City		Gloucester County		New Jersey	
White	5,965	59.8%	238,127	81.7%	6,085,474	67.9%
Black or African American	2,724	27.3%	29,948	10.3%	1,207,356	13.5%
American Indian and Alaska Native	0	0.0%	87	0.0%	18,006	0.2%
Asian	93	0.9%	8,894	3.1%	844,105	9.4%
Native Hawaiian and Other Pacific Islander	0	0.0%	78	0.0%	3,013	0.0%
Some other race	562	5.6%	6,394	2.2%	573,146	6.4%
Two or more races	636	6.4%	7,844	2.7%	229,061	2.6%
Hispanic or Latino (Any Race)	1,115	11.20%	16,799	5.8%	1,764,520	19.7%
Not Hispanic or Latino	8,865	88.80%	274,573	94.2%	7,195,641	80.3%

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5–Year Estimates

### 6.3. Housing Background

The major housing goals at the time of the master plan were to:

- Preserve and enhance existing neighborhoods by rehabilitating substandard housing units and encouraging appropriate infill development
- Coordinate housing programs that encourage single family homes by reducing the number of duplex units
- Continue to design and implement zoning that promotes opportunities for young professionals

The Master Plan also provided an analysis of housing data from the 2000 Census to give a picture of the housing stock in the City. Overall, this analysis found:

- 94% of all housing units (4,310 units) were occupied
- The City had a relatively high percentage of renter-occupied units (37.7%) compared to the County (16.3%) and more single-family attached and multi-family housing units
- The City's housing stock is on average much older than the County's, and had fewer new units built between 1990–2000 (2.2% of City housing units compared to 17.5% in the County)

The takeaways from this analysis were fairly optimistic. The plan anticipated that low vacancy rates and rising home values were indicative of high housing demand that should continue in the near future, creating a need to build more housing units in the City. This new housing would target more affluent renters and young professionals and allow for older, more affordable housing stock to filter down to lower-income groups. The downtown district was identified as the most likely location for new development, but infill development and redevelopment also were seen as offering opportunities to accommodate housing growth.

## 6.4. Housing Updates

Across the board, most of the characteristics identified in the master plan remained the same or became even more pronounced in the intervening years. Similar to the findings at the time of the last master plan, the housing stock is older than the rest of Gloucester County, and more units are renter-occupied (**Table 8** and **Table 9**).

Predictions of housing growth in the City have not materialized, even now that the market has largely recovered from the Great Recession. The City saw a brief increase in new construction from 2000–2009 prior to the recession, but little new housing has been built since then (**Table 8**). In addition, few of these units were geared towards young professionals as the Master Plan encouraged. During this time, vacancies also increased from 6% in 2000 to almost 12% in 2017 (**Table 10**). Median housing values did increase, but the County continues to outpace the City in this regard as well.

**Table 8. Age of Housing Stock (2017)**

	Woodbury City		Gloucester County	
	Count	%	Count	%
Built 2014 or later	0	0.0%	564	0.50%
Built 2010 to 2013	42	0.9%	2,454	2.20%
Built 2000 to 2009	218	4.9%	17,136	15.20%
Built 1990 to 1999	171	3.8%	16,299	14.50%
Built 1980 to 1989	356	8.0%	15,998	14.20%
Built 1970 to 1979	244	5.5%	17,209	15.30%
Built 1960 to 1969	226	5.0%	11,465	10.20%
Built 1950 to 1959	998	22.3%	14,107	12.50%
Built 1940 to 1949	379	8.5%	4,959	4.40%
Built 1939 or earlier	1,843	41.2%	12,325	11.00%

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5-Year Estimates

**Table 9. Housing Tenure (2017)**

	Woodbury City		Gloucester County	
	Count	%	Count	%
Occupied Housing Units	3,953	100.0%	104,810	100.0%
Owner-Occupied Units	2,314	58.5%	83,431	79.6%
Renter-Occupied Units	1,639	41.5%	21,379	20.4%

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5-Year Estimates

**Table 10. Housing Occupancy (2017)**

	Woodbury City		Gloucester County	
	Count	%	Count	%
Number of Housing Units	4,477	100.0%	112,516	100.0%
Occupied Housing Units	3,953	88.3%	104,810	93.2%
Vacant Housing Units	524	11.7%	7,706	6.8%
Median Home Value	\$165,300		\$213,800	

Source: U.S. Census Bureau, 2013–2017 American Community Survey 5-Year Estimates

One of the other main concerns identified in the master plan was that large, owner-occupied homes were being converted into multi-family duplexes and/or rentals. There are a number of very large homes in Woodbury, and in some neighborhoods the average home size may exceed 5,000 square feet. More recently, both residents and City staff have reported that these homes are difficult to sell in the current market because of their size and age. The City has yet to explore any policies that would allow for homes to be repositioned to be more economically viable for both current residents nearing retirement and young professionals who are less interested in maintaining a large home.

## **VI - CHANGES IN ASSUMPTIONS, POLICIES, & OBJECTIVES**

This section provides a discussion of several new issues that have arisen since the time of the Master Plan adoption. These are issues that substantially change the assumptions that the previous goals and objectives were based on, and warrant a new set of recommendations to address them.

### **1.0. GROUND-FLOOR RETAIL & TEMPORARY STRUCTURES**

#### **1.1. Ground-Floor Retail**

Though a lot of progress has been made revitalizing Downtown Woodbury, vacant storefronts remain a persistent problem. The loss of retailers to nearby Deptford Mall and the growth of online sales have made it more difficult for Woodbury to attract and retain retail stores. These are trends that a lot of small-town Main Streets are grappling with.

While these underlying economic factors have certainly impacted Downtown Woodbury's vacancy rates, Woodbury also has regulatory restrictions that limit the types of uses that can fill those spaces. The Redevelopment Plan and FBC (and underlying C-1 zoning) require mixed-use buildings to have retail on the ground floor. The intent of such regulations are to ensure that only uses that "activate" the street be permitted on the ground floor, to give interest and energy to the downtown. However, such uses do not have to be restricted solely to retail. Other uses may be appropriate as long as pedestrian-oriented design principles are encouraged.

#### **1.2. Temporary "Pop-Up" Structures**

Temporary structures such as pavilions, shipping containers, and food stalls for "pop-up" events, food and beverage, or retail uses are becoming increasingly common in cities. These structures are popular because they are relatively cheap and "light" interventions that can activate a public space on a temporary or semi-permanent basis. One of these structures has been proposed at the former Fitness Center site, to provide a pop-up gathering space for community groups and other events. The structure, though moveable, is proposed to be anchored to an asphalt pad.

The City is generally open to allowing such structures within the downtown to provide a quicker, less expensive way to generate activity. While such structures are not explicitly prohibited in the Downtown Form-Based Code or Zoning Ordinance, the City will likely want to amend these plans to permit and regulate temporary structures.

### **2.0. COMMUNITY RESIDENCES**

Woodbury currently permits Community Residences in the R-90 zone, which effectively permits the use in all other single-family residential zones. The R-90 zone defines community residences as:

"Community residence for the developmentally disabled for up to 15 persons, as defined by N.J.S.A. 40:55D-66.2a, and which is licensed by the State of New Jersey; or community shelters for victims of domestic violence and community residences for persons with head injuries as defined, approved and certified pursuant to N.J.S.A. 40:55D-66.2b with no more than six such persons, excluding resident staff."

However, in Section 202-27.D(1) the City states that "Community shelter for victims of domestic violence and community residences for persons with head injuries which house more than six such persons but not more than 15 persons, excluding resident staff" shall not be located within 1,500 feet of an existing such residence or shelter or would result in the number of such persons residing within the City of Woodbury to exceed either 50 persons or 0.5% of the population of the City of Woodbury.

These spacing requirements and the limits on the number of Community Residences have been removed from the MLUL. Currently Section 40:55D-66.1 of the MLUL states

"Community residences for persons with developmental disabilities, community shelters for victims of domestic violence, community residences for persons with terminal illnesses, community residences for persons with head injuries, and adult family care homes for persons who are elderly and adults with physical disabilities shall be a permitted use in all residential districts of a municipality, and the requirements therefor shall be the same as for single family dwelling units located within such districts."

As such, the code is not consistent with the current version of the MLUL.

### **3.0. RECOVERY HOUSING**

The following provides a summary of the findings from the Cooperative Sober Living Report prepared by Group Melvin Design and attached as an Appendix to this Re-Examination. The full report shall be considered part of the Master Plan Re-Exam and the following shall be considered a summary of the complete findings and recommendations of the Master Plan Re-Exam.

#### **3.1. A State and National Issue**

In 2016, there were 1,409 opioid-related overdose deaths in New Jersey. This represents 16 deaths per 100,000 persons—compared with the national rate of 13.3 deaths per 100,000. Drug overdose is the leading cause of accidental death in New Jersey. The state and nation are experiencing an opioid addiction crisis.

In response, there has been a dramatic rise in treatment options that seek to help those in recovery from drug and alcohol addiction. In the last decade, admission to drug treatment programs has risen 700% in New Jersey. Despite this increase, drug abuse recovery advocates have noted that there are not enough beds in rehabilitation centers. With no abatement in the drug epidemic in site, it is likely that New Jersey will continue to see a rise in the number of drug treatment centers in the state.

Resident and city officials acknowledge that they will play a vital role in the fight against drug

addiction. They have taken it on as their responsibility to do so in a manner that is consistent with the values of the community as well as the laws of the State of New Jersey and the Constitution of the United States. The following provides an overview of the current community residence zoning and an overview of the physical considerations in Woodbury that will influence the location of Recovery Homes in the City.

### 3.2. Conditions in Woodbury

In recent years, Woodbury has seen an influx of Recovery Homes. It is not possible, however, to identify exactly how many are currently operating within the City since many never notify the City that they have begun operations; however, there are three Recovery Homes on S. Woodland Avenue, some of which have applied to be licensed as a CSLR by DCA. In addition, a resident reported at a recent Planning Board Meeting that there are Recovery Homes on other streets in the City and that they may be concentrating in some locations.

Nonetheless, Woodbury should plan for the likelihood of more Recovery Homes in the City because:

1. Woodbury has many large, often historic, homes which are attractive to CSLR businesses because they can accommodate larger numbers of residents
2. The relatively affordable properties and lower demand for these homes makes them an attractive investment opportunity for Recovery Home operators
3. There is currently a major hospital located in Woodbury. Although this will be changing, those who reside in the city do have access to a regional healthcare system that includes:
  - Washington Township Hospital, Turnersville
  - Northbrook Behavioral Hospital, Camden
  - Jefferson Cherry Hill Hospital, Cherry Hill
  - Jefferson Stratford Hospital, Stratford
  - Virtua Voorhees, Voorhees
4. Downtown Woodbury is one of the few walkable downtowns in the region, which gives residents access to many amenities without needing a personal vehicle. At the same time, Woodbury is a major bus hub for the region, providing quality access to Philadelphia, Camden, and the south Jersey region.

These conditions suggest that the City should anticipate a growth in Recovery Homes, plan for such growth, and amend its Master Plan and Zoning Ordinances accordingly.

### 3.3. Community Goals

Some people in the community would also prefer that the City take action to protect them from what they perceive as a threat to the character of their community and, by extension, the value of their property. Those beliefs are often based on unfounded bias against those seeking support for drug and alcohol addiction. Moreover, **regulations that seek to prohibit or dissuade people in recovery from locating in single-family districts have been found to violate their constitutional rights.** The City is legally prohibited from pursuing such action.

Instead, the recommendations proposed in this plan will seek to:

1. Respect the constitutional rights of those in recovery;
2. Enable people in recovery to live as normal a life as possible in the least restrictive environment possible;
3. Ensure that the environmental conditions in the community are supportive of those in recovery; and,
4. Protect those who are in recovery

The last point deserves specific attention. As noted previously, drug and alcohol rehabilitation homes are overwhelmingly run by well-intentioned organizations who are putting into effect the best practices of their industry to treat an incredibly complex problem. Unfortunately, there are bad actors in the industry, there is a lack of coherent standards to identify such bad actors, and there are limited legal resources available to the City to intercede. These bad actors are particularly dangerous because of the role that environmental factors and social networks play in the rehabilitation process, especially in regards to CSLRs. Therefore, the City must take into consideration how it can protect those who are in recovery in legitimate CSLRs.

### **3.4. Legal Considerations**

The Federal Fair Housing Act (“FHA”) makes it unlawful to discriminate in the sale or rental of a dwelling to any buyer or renter because of a handicap. The FHA also makes it unlawful to discriminate against any persons in the terms, conditions or privileges of the sale or rental of a dwelling. The laws of any State or municipality that requires any action that would be a discriminatory housing practice under the FHA shall be invalid. The FHA applies to local land use, and health and safety laws such that it prohibits discrimination against those with handicaps in the application of zoning decisions and practices. A municipality may not impose special requirements through land use regulations, restrictive covenants, and conditional or special use permits that have the effect of limiting the ability of persons with disabilities to live in the residence of their choice. The FHA also states that a municipality’s refusal to provide a reasonable accommodation in its rules, policies, practices or services, when such accommodation is necessary to afford a handicapped person equal opportunity to a dwelling is a violation of the FHA.

Numerous state and federal courts have held that persons with drug and alcohol addiction are “handicapped” within the meaning of the FHA. Thus, a municipality may not pass laws related to housing and zoning that treat persons with drug and alcohol addiction differently than it treats persons who do not have drug and alcohol addiction.

### **3.5. Recovery Housing**

Keeping the legal discussion above in mind, it is important to remember that recovery housing runs the gamut from being completely peer-run (i.e., having no staff) and providing no formal treatment or services, to models that could be characterized as substance use treatment centers that actively involve residents in the treatment process (similar to therapeutic communities) (Leon 2000). In 2018, The National Council for Behavioral Health in partnership with the National Alliance for Recovery Residences (NARR) published a state policy “toolkit”

that, “provides strategies and tools as well as examples of policy language that addresses the role and contribution of recovery housing, standards of care for recovery housing and protections for people in recovery served by such residences” (National Council for Behavioral Health & the National Alliance for Recovery Residences July, 2018).

The NCBH & NARR report defines “recovery housing,” as:

“Residential environments that provide people in recovery a safe alcohol- and drug-free place to live as they transition back into the community. Recovery housing, recovery residences, recovery homes and sober living homes all refer to a range of alcohol- and drug-free housing models that create mutually-supportive communities where individuals improve their physical, mental, spiritual and social well-being and gain skills and resources to sustain their recovery. Recovery housing is a part of the larger continuum of housing, recovery support and treatment options available to individuals in recovery from addiction and helps them avoid addiction setbacks and move toward employment and healthy and fulfilling lives.”

The National Alliance of Recovery Residences (NARR) provides a more nuanced discussion of recovery housing, and identifies four different “levels” of facilities (National Association of Recovery Residences 2011):

- **Level 1 – Peer Run Recovery Residence:** This level is best for those who have stabilized their alcohol and drug abuse and are mature enough to self- manage and commit to their recovery, with a stay from 90 days to several years. There are no paid positions in the home and residents democratically run the home. This is the level at which Oxford House Model operates.
- **Level 2 – Monitored Recovery Residence:** This level offers a minimal amount of support and structure, with access to affordable services over a longer period of time. This level has at least one compensated position.
- **Level 3 – Supervised Recovery Residence:** This level provides greater support and structure, typically best for those individuals transitioning from a drug rehab or residential treatment center. This includes facilities manager, certified staff or case managers, service hours provided in house, and clinical services provided off site and can occur in all types of residential settings
- **Level 4 – Service Provider Recovery Residence:** This level had the highest degree of support and structure and is best for individuals new to recovery and may need life skills development. Although this may take place in all types of residences, the setting may be more be a more institutional in environment. Clinical services and programming are provided in house and staff are credentialed.

#### A. Oxford House Model

Oxford House has been authorized by Congress to provide community living arrangements for persons with drug and alcohol addiction. Oxford Houses are not health care facilities, rehabilitation centers, or supervised halfway houses. Oxford House offers a relatively permanent living arrangement for people with disabilities that emulates a family. Each Oxford House is operated under the auspices of an association, corporation, or other legal entity. They are self-governing and all residents contribute to the maintenance and expenses of the



house, but are subject to the rules of the Oxford House umbrella organization. Residence, not treatment, is the home's primary function. There is no limit to how long an individual can live in a family community residence. No professional treatment, therapy, or paid staff is provided. Depending on the nature of a specific family community residence, there is an expectation that each resident will live there for as long as each resident needs to live there. The nature of an Oxford House is that it operates as a single housekeeping unit and therefore single-family use permitted in all zones in which a single-family use is permitted. Any Recovery Home that operates using the Oxford House model, regardless of whether it is a under the "Oxford House" umbrella, is a single-family use. As a single-family use Oxford House (and Recovery Homes using the Oxford House Model) is not required to inform the City that it has acquired or leased a home in the City or obtain permission to do so, just as any other family is not required to inform the City that it has acquired or leased a home or obtain permission to do so.

## **B. Cooperative Sober Living Residences (CSLR)**

Recovery Homes that do not operate using the Oxford House model and do not operate as a single housekeeping unit are rooming houses or boarding houses (Non-Oxford Recovery Homes). Non-Oxford Recovery Homes are operated by separate entity (as opposed to the residents themselves), the residents typically enter into individual leases with the owner or operator of the home for the occupancy of their room and the common area; and, there is a limited number of staff on site who will enforce rules, oversee the taking of medication, and perform random drug screening. Some Non-Oxford Recovery Homes require residents to attend AA/NA meetings, conduct mandatory house meetings, prohibit residents from sleeping outside the house, enforce a curfew, or limit guests.

The New Jersey Department of Community Affairs ("Department") has determined that Recovery Homes that do not operate under the Oxford House model or otherwise operated as a single housekeeping unit are rooming or boarding houses and are regulated under the New Jersey Rooming and Boarding House Act of 1979. The Department has issued regulations for Recovery Homes that do not operate as a single housekeeping unit. The Department has created an "F" license under the Rooming and Board House regulations for a "Cooperative Sober Living Residence" (CSLR). In a summary of Public Comments and Agency Responses provided as part of the adoption of 49 N.J.R. 1276(a), which modified the Uniform Construction Code regarding Rooming and Boarding Houses, the Department of Community Affairs noted that CLSRs, "represent just one type of facility, intended to offer a specific, limited, therapeutic environment, with a live-in owner/operator and no personal services." Recent updates to the Uniform Construction Code (New Jersey Uniform Construction Code 2017) defines CSLRs as,

"A residential setting that serves solely as a home for individuals who are recovering from drug or alcohol addiction and is intended to provide an environment where the residents can support each other's sobriety and recovery. In addition to the other requirements specified in these regulations, a cooperative sober living residence shall satisfy the following criteria:

1. Management by an entity or organization that provides an operator who shall reside in the residence and exercise some level of control over the operation of the residence and establishes the residence's rules;
2. Occupancy shall not exceed 10 individuals, exclusive of the operator;

3. The requirement of the maintenance of an alcohol and drug free environment;
4. No provision of on-site counseling, therapy, clinical treatment, or alcohol and/or drug treatment by the licensee;
5. No provision of food, laundry, financial, or other personal services by the licensee;
6. Ability of licensee, at its discretion, to provide non-clinical recovery and support services. The licensee may also elect to mandate or encourage residents to attend self-help recovery programs, participate in activities related to maintaining sobriety and continuing recovery, or receive off-site services deemed desirable or necessary to maintain sobriety; and
7. Ability of licensee, at its discretion, to require drug or alcohol testing of residents."

That regulations requires that CSLRs obtain a "Class F" license to legally operate in the state. This includes facilities that are currently operating under the Rooming and Boarding House regulations pursuant to a different class of license.

## **4.0. MARIJUANA LEGALIZATION**

### **4.1. Medical Marijuana**

On January 18, 2010, Governor Jon Corzine signed into law S. 119, the Compassionate Use Medical Marijuana Act (CUMMA). This law permitted the use of medical cannabis for persons with listed conditions: cancer, glaucoma, multiple sclerosis, HIV/AIDS, seizure disorder, Lou Gerhig's disease, severe muscle spasms, muscular dystrophy, inflammatory bowel disease, Crohn's disease and any terminal illness (defined as an illness for which a physician certifies that the patient will die within one year).

To procure medical cannabis, patients or their caregivers must visit an alternative treatment center, or ATC, which are licensed by the State of New Jersey and regulated by the Department of Health (the Department). On March 21, 2011, the Department announced the selection of six ATC applicants to move forward in the permitting process. In August of 2018, the Department released a request for additional applications for Alternative Treatment Centers with the intention to allow six additional ATCs to open in New Jersey. As part of CUMMA, ATCs are authorized to acquire a reasonable initial and ongoing inventory, as determined by the department, of marijuana seeds or seedlings and paraphernalia, possess, cultivate, plant, grow, harvest, process, display, manufacture, deliver, transfer, transport, distribute, supply, sell, or dispense marijuana, or related supplies to qualifying patients or their primary caregivers.

Existing Alternative Treatment Centers (ATCs) are also permitted to apply for a waiver to add satellite cultivation and dispensing sites. At the time of the preparation of this report, the Department of Health is considering waivers of this regulatory provision in advance of formal rule making on regulations for satellite locations. The Department is proposing to allow current ATCs to dispense at satellite locations and to permit more than one cultivation site per ATC, with Department approval.

Medical cannabis has a different chemical makeup than its recreational counterpart, which minimizes the psychoactive effects of the marijuana. Marijuana is comprised of many different

chemicals, known as cannabinoids. The primary cannabinoids present in both medical and recreational marijuana are tetrahydrocannabinol (THC) and cannabidiol (CBD). THC is the psychoactive compound, which produces the “high” from marijuana, while CBD does not. Medical marijuana typically has a much higher concentration of CBD, which cancels out the psychoactive effects of the THC while providing physiological benefits such as pain relief.

## **4.2. Medical Marijuana Uses**

The following provide an overview of the various types of uses associated with medical marijuana.

### **A. Medical Marijuana Dispensary**

A medical marijuana dispensary is meant to mean an Alternative Treatment Center (ATC), licensed to operate by the Department of Health of the State of New Jersey, that dispenses to registered qualifying patients usable medical marijuana and related paraphernalia in accordance with the provisions of the New Jersey Compassionate Use Medical Marijuana Act. The dispensary shall be a secured, enclosed facility. Retail sale of recreational marijuana or related products to the general public is expressly prohibited.

There are currently two (2) ATCs located within Southern Region, with the potential for the addition of two more based on the Department of Health’s expansion plans.

### **B. Indoor Cultivation Facility**

An Indoor Cultivation Facility is an enclosed, locked facility used for the production of marijuana for medical use, which further adheres to Subchapter 10 of N.J.A.C. 8:64: Plant Cultivation Authorized Conduct.

An ATC that is authorized by permit to cultivate medicinal marijuana at one location and to dispense it at a second location shall transport only usable marijuana from the cultivation site to the dispensing site, or intermediary locations such as a production or storage facility, according to a delivery plan submitted to the municipality and to the Department of Health.

### **C. Production Facility**

A production facility is meant to mean an enclosed, locked facility where medical marijuana is prepared for distribution. The production facility should further adhere to Subchapter 10 of N.J.A.C. 8:64: Plant Cultivation Authorized Conduct and all medical marijuana should be stored securely in compliance with 21 CFR 1301.72.

A production facility may be sited within the same physical structure as other acceptable marijuana related uses, including indoor cultivation facilities and storage facilities. An ATC that is authorized by permit to prepare medicinal marijuana at one location and to dispense it at a second location shall transport only usable marijuana from the cultivation site to the production facility, and from production facility to the dispensing site according to a delivery plan submitted to the municipality and to the Department of Health.

## **D. Storage Facility**

For the purposes of this report, a Storage Facility is an enclosed, locked facility where medical marijuana which was prior prepared for distribution is stored securely. The storage facility should adhere to Subchapter 10 of N.J.A.C. 8:64: Plant Cultivation Authorized Conduct.

A storage facility is typically subject to the same conditions and regulations as a production facility.

## **E. Medical Marijuana Transport and Delivery Vehicle Office**

For the purposes of this report, a Medical Marijuana Transport and Delivery Vehicle Office is any facility used to house delivery vehicles for supplying marijuana plants or seeds to one or more marijuana grower/processors and/or dispensaries.

## **F. Academic Clinical Research Centers**

An Academic Clinical Research Center is an accredited medical school within the State of New Jersey that operates or partners with an acute care hospital licensed within the State for the purposes of conducting medical marijuana research on patient health and safety, medical applications and/or the dispensing and management of controlled substances.

## **4.3. Recreational Marijuana**

At the time of the preparation of this report, a bill to legalize recreational marijuana had been introduced but failed to pass through the State legislature. However, Governor Murphy has stated that he intends to continue to push for the legalization of marijuana for recreational use in New Jersey.

The City of Woodbury may choose to declare for itself the public policy of the City regarding recreational marijuana sales prior to any change in the State law. Currently, 30 municipalities in New Jersey have adopted ordinances relating to recreational marijuana sales in anticipation of its legalization.

## **5.0. INSPIRA MEDICAL CAMPUS**

At the time the Master Plan was written, Inspira Hospital was one of the largest employers in the City. However, in 2016 Inspira announced its plans to relocate to Harrison Township. This will result in less demand for health care space and services at the Woodbury site, and a surplus of infrastructure left behind.

The Gloucester County Improvement Authority is spearheading a process to redevelop the Inspira Campus as part of a joint committee that also includes the City and Inspira Health Network. In 2018, the committee hired Urban Partners and NV5 to create a study looking at potential reuse and redevelopment options for the area. Broadly, the report found that the site could absorb:

- Roughly 120 flats and townhomes for primarily childless families (young couples, 55+ empty nesters, etc.) over the course of six to eight years at prices slightly above Woodbury's typical market rate

- Some retail or restaurant uses as part of a mixed-use development, though residential would be the emphasis

The report offered six different options for how this development could proceed. These options were shared with the public for their feedback, but results of that feedback have not been reported yet. The first three options preserve some of the hospital buildings for reuse, the last three options would involve the demolition of all current facilities except the garage, medical offices building, and a few small peripheral buildings. The following summarizes each of the six development options:

**A. Option #1: Maintain Healthcare-Related Uses in a Portion of Hospital Building with Young Professional Apartments Elsewhere**

- Some healthcare uses to remain in the Hospital and Downs buildings
- A young professional apartment neighborhood housed in three four-story apartment buildings and surplus space in the Hospital and Downs buildings
- A mixed-use building at the roadway entrance to the parking garage
- Town homes along Tatum Street

**B. Option #2: Reuse Hospital & Downs Buildings; Add Multi-Component Active Adult Community**

- Some healthcare services in the Hospital and Downs buildings
- A senior independent living/service facility in surplus space in the Hospital and Downs buildings
- Some retail use in surplus space in the Downs building
- For-sale carriage houses and townhomes along Tatum Street and site interior

**C. Option #3: Senior Independent Living with Young Professional Apartments**

- A young professional apartment neighborhood in three four-story apartment buildings
- A smaller mixed-use building
- Health care services in the Hospital, Downs, and medical offices buildings
- Senior living split amongst the new apartment buildings and surplus space in the Hospital and Downs buildings

**D. Option #4: Hospital Replacement as Multi-Component Active Adult Community**

- A multi-component active adult community including:
  - A senior independent living facility,
  - For-sale age-restricted carriage and town homes, and
  - Retail/commercial along Broad Street.
- A new Emergency Department building with adjacent parking

### **E. Option #5: Hospital Replacement with Young Professional Apartments**

- A young professional apartment neighborhood including:
  - one- and two-bedroom apartments in five four-story apartment buildings,
  - two and mixed-use buildings along Broad Street, and
  - 8 homeownership townhomes along Tatum Street.
- A new Emergency Department building with adjacent parking

### **F. Option #6: Hospital Replacement with Young Professional Apartments and Senior Independent Living**

- A young professional apartment neighborhood including:
  - four four-story apartment buildings, and
  - two mixed-use buildings along Broad Street.
- A senior living facility
- 15 for-sale town homes along Oak Street and Tatum Street
- A new Emergency Department building with adjacent parking

## **6.0. OPPORTUNITY ZONES**

### **6.1. Background**

The Opportunity Zones program was created as part of the 2017 Tax Cuts and Jobs Act, and was designed to leverage the estimated \$6.1 trillion of unrealized private gains currently held by U.S. households as a means of investing in distressed and growing communities through private investments (instead of taxpayer dollars).

The Opportunity Zones program seeks to spur both short- and long-term investment in such distressed and growing communities through three tax incentives: temporary deferral, step-up in basis, and permanent exclusion. All of these incentives lessen the tax burden on capital gains, and encourage investors to increase the longevity of their investments in Opportunity Zones by providing the biggest upside to those who hold their investment for 10 years or more. However, tax burden-reductions on capital gains are also offered to those who opt for shorter-term investments.

At the date of this Re-examination, the IRS is still publishing rulings which will likely have major impacts on how the legislations is implemented.

### **6.2. How Opportunity Zones Work**

When an investor sells off an appreciated asset like stocks or real estate, they realizes a “capital gain,” which is a taxable event. By re-investing their capital gain into in an opportunity fund, that investor can defer and reduce their tax liability on that gain, and even receive tax-free treatment for all future appreciation earned through the fund if they keep it invested for 10 or more years.

Opportunity funds may then invest in “Qualified Opportunity Zone Property,” which include:

- Partnership interests in businesses that operate in a qualified Opportunity Zone
- Stock ownership in businesses that conduct most or all of their operations within a qualified Opportunity Zone
- Property, such as real estate, located within a qualified Opportunity Zone (including new construction)

By investing in a qualified Opportunity Zone through a qualified Opportunity Fund, investors are presented with three tax incentives:

**Temporary Deferral:** The investor can defer taxation on capital gains re-invested into an Opportunity Fund. The deferred gain must be recognized either when the investment is sold off, or on December 31, 2026, whichever comes sooner.

**Step-Up in Basis:** The basis of a capital gain invested into an Opportunity Fund will be increased by 10% if held for 5 years, and by an additional 5% if held for 7 years, thereby excluding up to 15% of the original gain from taxation.

**Permanent Exclusion:** The investor can permanently exclude their capital gains from the sale or exchange of an investment in an Opportunity Zone from their taxable income if they hold their investment for 10 or more years. (Such exclusion is limited to gains accrued after investment in an Opportunity Fund.)

### 6.3. How Opportunity Zones Spur Investment

The opportunity zone program works to encourage investment in two ways. First, since there is only a limited geography where money can be invested, the opportunity zone works to target investment to specific areas. This will likely heighten the profile of projects within opportunity zones which, the government hopes, will make it more likely that these areas see investment. At the same time, opportunity funds may be able to lend money at lower rates than traditional lenders, since there is value being created through the tax incentives. Nonetheless, opportunity funds are not guaranteed investments: if a fund invests in a business or property loses money, then the investor loses money and will see no tax benefit. As such, projects within opportunity zones will likely see the same financial scrutiny that any other project would, regardless of its location.

### 6.4. Opportunity Zones in Woodbury

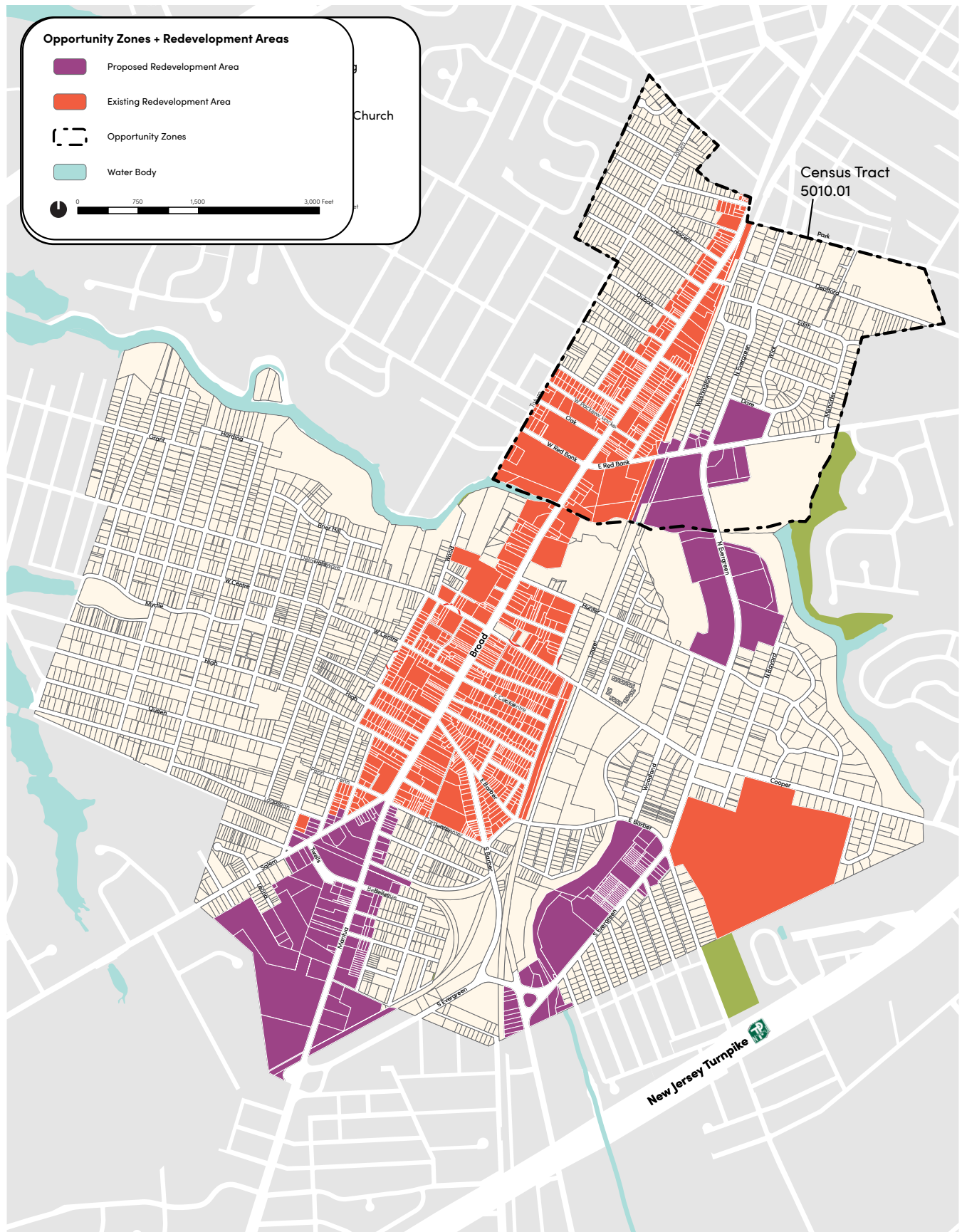
The City of Woodbury has one Opportunity Zone as illustrated in **Figure 3**:

- Census Tract 5010.01

As also illustrated in **Figure 3**, the City has two identified redevelopment areas within the Opportunity Zone: the Inspira Hospital Area and Downtown Redevelopment Area. Although redevelopment designation is not necessary in order to take advantage of the Opportunity Zone, it is likely that municipalities in slower markets will have to package incentives to take full advantage of the zones.



Figure 3. Woodbury Opportunity Zone





## VII - RECOMMENDED CHANGES

### 1.0. ACTIVE, NON-RETAIL GROUND FLOOR USES

In light of recent retail trends and systemic vacancies in downtown, the City should amend some of the definitions in the Downtown Redevelopment Plan and Form-Based Code to permit a wider range of ground floor uses along Broad Street.

#### 1.1. Flex Mixed Use

**Section 6.13.2.A.** provides a definition of Flex Mixed Use as, "a multi story building that contains ground floor retail uses, with upper floor residential, retail, office or other commercial uses." It is recommended that this definition be amended to say, "active ground floor uses" in lieu of retail uses. Moreover, a definition of Active Ground Floor uses should be added which defines them as any commercial use that is permitted within the transect.

#### 1.2. Elevator Flats

In section **6.13.3.C - Massing: Required Building Elements**, the redevelopment plan identifies storefront windows for semi-public space. Otherwise, the code is silent regarding how the ground floor of Elevator Flats should be utilized. To ensure clarity, the definition of **Elevator Flats (6.13.3.A)** should be amended to encourage the use of ground floor spaces for lobbies, community spaces, game rooms, fitness centers, and similar spaces that are related to the upper-floor residential use. This will, in turn, support the requirements for a minimum ground floor facade fenestration of 70%.

#### 1.3. Storefronts

Currently, the code refers to the facade of the ground floor as a "storefront" which is defined as, "a ground floor façade with a large display window." This definition should be amended to include language that clarifies that a storefront may belong to non-retail uses such as offices or residential lobbies.

### 2.0. TEMPORARY POP-UP STRUCTURES

The City has no standards that explicitly prohibit temporary pop-up structures like pavilions, sheds, food stalls, or shipping containers to be used for commercial purposes. However, to safely permit pop-ups on private property, the City should make two changes to its ordinances:

1. Develop a pop-up special use permit
2. Allow pop-ups as a conditional use in the C-1 Zone and the Downtown Redevelopment Plan

#### 2.1. Special Use Permits

The City should develop a pop-up special use permit that outlines the standards upon which a pop-up installation shall be permitted. Among other stipulations, the ordinance should:

- Permit the sale of commercial merchandise
- Restrict the sale of alcohol in accordance with City ordinances
- Require that the applicant re-submit for the special use permit every 1, 3, 6, or 12 months, as deemed appropriate by City council based on the nature of the pop-up use proposed
- Determine the appropriate hours during which music, including live music, is permitted to be played
- Require that the applicant get approval from the fire department and sub-code official for the erection of any structure or when any gas, electric, or water service is needed
- Require the applicant to demonstrate that sufficient accommodation has been made for bathrooms
- Require the applicant to remove all structures within 1 week of the termination of the permit or at which time that the City Council determines that the applicant is no longer using the site as permitted by the special use permit
- Following removal of all structures, require the applicant to clean-up the site to its original condition

The special use permit should prohibit uses that:

- Unreasonably interfere with or detract from the general public enjoyment of sidewalks, parks, or any public space.
- Will unreasonably interfere with or detract from the promotion of public health, welfare, and safety.
- Will include violence, crime or disorderly conduct
- Will entail extraordinary or burdensome expense of police or fire operation by the City.

## **2.2. Conditional Uses**

A "Pop-Up Space" should be defined as, "a space on privately owned land which has been made open to the public for a temporary period of time and for a use that is already permitted in the zone, with the exception of any use that would allow someone to habitable overnight in the area or which would pose a danger to the health, safety, or welfare of the community."

The C-1 District as well as the Downtown Redevelopment Plan should be amended to permit Pop-Up Spaces on the condition that the property owner obtains a Pop-Up Special Use Permit and that structures do not exceed 1 story or 25 feet. Pop-ups should be required to respect setback requirements.

## **3.0. HOUSING STANDARDS**

It is recommended that the City undertake a study that looks at options for repositioning larger homes. As a start, this may include conditionally permitting accessory dwelling units (ADUs),

in-law suites, and/or multi-generational housing. However, the city should be prepared for such conversions to be used as rental units at some point, not just as on-site accommodations for family members. To ensure that these spaces are at least created legally, all permitted uses should be required to meet building sub-code standards.

In addition, the City could explore permitting home occupations in more zones, and expanding the size of those permitted occupations. Some issues that should be considered before proceeding would be:

- The maximum size (in percentage of total square feet) that can be devoted to a home occupation
- Whether it must be contained within the house or could be accommodated in an accessory structure
- The number of employees that would be permitted for each occupation
- The operating business hours and whether visitors are permitted at any time during these hours or by appointment only
- The amount of on-site parking that must be provided

## **4.0. COMMUNITY RESIDENCES**

The spacing requirements and the limits on the number of Community Residences have been removed from the MLUL. Currently Section 40:55D-66.1 of the MLUL states:

"Community residences for persons with developmental disabilities, community shelters for victims of domestic violence, community residences for persons with terminal illnesses, community residences for persons with head injuries, and adult family care homes for persons who are elderly and adults with physical disabilities shall be a permitted use in all residential districts of a municipality, and the requirements therefor shall be the same as for single family dwelling units located within such districts."

As such, Woodbury should amend its ordinances and remove its spacing requirements as well as its restriction on the number of residents of community residence to be consistent with the current version of the MLUL.

## **5.0. RECOVERY HOUSING**

The following provides a summary of the findings from the Cooperative Sober Living Report prepared by Group Melvin Design and attached as an Appendix to this Re-Examination. The full report shall be considered part of the Master Plan Re-Exam and the following shall be considered a summary of the complete findings and recommendations of the Master Plan Re-Exam.

### **5.1. Recovery Homes Zoning**

Recovery Homes that meet the definition of a single housekeeping unit, including the Oxford Home model, should be identified as a permitted use in all zoning districts in which a single-family use is permitted without restriction.

In recognition of the importance of normalization—the process of Recovery Home residents building relationships with those not in recovery—to the Recovery Home model, as well as the risks to addicts associated with predatory Recovery Homes, the literature and case study review provides strong support for limiting CSLRs in Woodbury to one per 528 feet measured in a straight line in any direction (the so-called radial approach). A distance of 528 feet is enough to provide residents of CSLRs the ability to normalize back into society, while also ensuring that no neighborhood within Woodbury is subject to the undue concentration of such facilities. Because the Department requires a license for CSLRs the City can identify the location of CSLRs and determine the spacing. Recovery Homes that operate using the Oxford Home model are treated as single family residences, are not regulated, and the City cannot identify the location of such residences. Therefore, spacing from a Recovery Home that operates under the Oxford Home model cannot be enforced and should not be a requirement of the ordinance.

Woodbury has a variety of block structures throughout its residential neighborhoods, but posing a minimum 528-foot radial spacing requirement would both prohibit CSLRs from locating on the same block on most streets, and provide adequate spacing between CSLRs on Woodbury's longer blocks. This would also ensure that Woodbury's approach is consistent with alternative standards used in some municipalities throughout the country.

Rooming and Boarding Houses should be prohibited in zones in which single family uses are permitted, provided that as a reasonable accommodation, CSLRs should be permitted in all zones in which a single family use is permitted as a conditional use if (1) they hold an "F" license issued by the Department and (2) are located at least 528 feet as measured in a straight line in any direction. A CSLR should be required to apply for a conditional use permit from the planning board. Upon the presentation of evidence that the CSLR satisfies the two criteria, the Planning Board should issue the special use permit. If (i) the CSLR does not satisfy the requirements for the special use permit, (ii) if the conditional use permit is denied to a CSLR, or (iii) if a Recovery Home that does not operate under the Oxford House model and is not licensed as a CSLR seeks a permit, the CSLR or Recovery Home should be permitted to apply for a variance pursuant to N.J.S.A. 40:55D-70.d.

## **5.2. Community Support Programs**

In addition to enacting spacing requirements, the City of Woodbury should consider implementing the following programs to create a supportive environment for CSLRs.

### **A. Resident Education & Community Engagement Program**

Research has suggested that one of the biggest obstacles that those in recovery face is the stigma associated with being an "addict" or "alcoholic." This has led to opposition from neighborhood groups (Gibson 2005). As noted previously, this opposition is often based on misconceptions about the homes and/or the residents. The reality of living in proximity to CSLRs, however, is often not what people expect. One study found that fears about personal safety and property values were less common among those who actually lived near group homes, compared to people in similar neighborhoods without homes (Cook 1997). These trends hold true even within the same neighborhood. One study found that neighbors living directly next door to CSLRs had more favorable attitudes towards SHL than living a block

away (Jason, Olson and Foli 2008). This may have to do with the recovery model of SHL, which emphasizes integration into the community. Operators are also aware of the stigma and work to combat it. Interviews with operators found that the most common approach to overcoming stigma was the “good neighbor” strategy that pertained to active involvement in the community and being more visible as a positive influence in the neighborhood (Mericle, Miles and Way 2015).

This research suggests that the City should take a twofold strategy. First, it should work to educate residents about CSLRs. This could include information about how they operate and the role that integration plays in the recovery process. Second, the City should work with CSLRs to support their efforts to implement “good neighbor” strategies. This could include providing them with contacts to local civic associations and community groups who need volunteers. Even ensuring that they are aware of community clean up days and similar activities could produce positive results for all residents.

## **B. Cooperative Sober Living Residence Design Guidelines**

As previously discussed, a key component of successful CSLRs is that the homes should blend into the neighborhood. Nonetheless, the design and operation of CSLRs is not always conducive to blending in:

- the increased number of people living in the home as well as full-time staff can lead to more demand for parking, which can make the residences more conspicuous
- the need to secure the home can lead to modification in the structure or the surround property that distinguish it from its neighbors
- internal modifications to the home necessary to accommodate resident’s privacy as well as the cooperative living needs can result in exterior modifications that call attention to the home

Understanding this, the City of Woodbury should consider developing voluntary design guidelines that they can make available to operators of CSLRs. Following these design guidelines would be consistent with their efforts to be good neighbors while also furthering their need to blend into the community.

## **C. Recovery Homes – Municipal Support Program**

Residents concerned about the location of Recovery Homes in their neighborhoods are often quick to ask for regulation that would prevent or significantly restrict those homes from locating in the municipality. As previously discussed, such actions are unconstitutional and often based on unfounded bias against those living in the homes.

Often overlooked are the incentives that the municipality has at its disposal to encourage the location of high-quality facilities that will act as good neighbors. As noted previously, one of the reasons why Woodbury is attractive to Recovery Homes operators is the prevalence of larger lower-cost homes. Presumably these homes require some level of investment to become suitable living spaces for a number of residences. These conditions provide an excellent opportunity for the City to designate the homes as Areas in Need of Rehabilitation. Such designation would allow the City to provide moderate tax incentives to operators. In exchange, the City could require that the operators meet the design guideline

recommendations suggested earlier. Since the program is voluntary and incentive based, it would not be subject to the same constitutional obstacles that zoning changes face.

Such a program obviously has the potential, if widely advertised, to act as an incentive to attract more Recovery Homes to Woodbury than otherwise would have come. This concern could be addressed by:

- Not advertising the program but instead offering it to those who indicate that they have already chosen to locate in the City
- Limiting the number of recipients per year
- Requiring that applicants demonstrate that they have made good faith efforts to find homes outside of Woodbury or can demonstrate there is a particular need for the facility in Woodbury.

This model has been used to incentivize business owners along main streets to adhere to design guidelines. It provides an effective technique for addressing residents' concerns without infringing upon the constitutional rights of those in recovery.

## **6.0. MARIJUANA REGULATIONS**

### **6.1. Medical Marijuana**

Permitting medical marijuana related-uses may provide the City a means to expand the local employment base, provide local jobs for residents, and to help to stabilize the tax base of the City. However, such uses must still be appropriately regulated and sited in a way that protects the health, safety, and welfare of residents through appropriate regulations. The following provides some guidance for where medical marijuana-related uses might be appropriate and some general regulatory concerns to address for each.

In addition to those zones identified in the following discussion, the Inspira Hospital site could be an appropriate location for several of these uses. The City should discuss this issue with the County as soon as possible to ensure that the proposed uses will be incorporated into a redevelopment plan.

#### **A. Indoor Cultivation Facilities, Production Facilities, Storage Facilities, and Transport and Delivery Vehicle Offices**

Most of Woodbury is built-out and therefore not conducive to the cultivation, production, storage, or transport of medical marijuana. Such uses are best suited in areas with an existing industrial character, easy access to highways, and parcels large enough to accommodate truck traffic, parking, and loading docks. Thus, such uses, if permitted, should be restricted to the City's existing Industrial (IND) zones. Other sites may be appropriate, but would need to be evaluated on a case by case basis.

There are two additional regulatory concerns associated with Indoor Cultivation Facilities. First, the facility should be designed in such a way to mitigate nuisances such as odor impacts. Generous buffers provide one solution, but there are also strategies for on-site mitigation that could be required for operation. Indoor cultivation also requires a tremendous amount

of energy and water to operate. As such, municipalities may want to consider developing performance standards that require the facility to employ various strategies to reduce, offset, or recapture energy and water.

## **B. Medical Marijuana Dispensaries**

Dispensaries can be an appropriate use in most commercial districts. Dispensaries for medical marijuana typically have similar traffic impacts and parking demand as other medical clinics. It is recommended that the site be large enough to accommodate loading within the structure, though a secured external loading arrangement may also be sufficient.

The most common concerns when determining where to locate such facilities are:

- Distance from other dispensaries
- Distance schools, day-cares, or other facilities for children
- Amount (%) of the facility that can be dedicated to on-site storage of product

The City may also require dispensaries be located a certain distance from any residential use. It is recommended the City first consider which of the above regulations are most important in order to determine which commercial zones would be most appropriate for dispensaries.

## **C. Academic Clinical Research Centers**

At this time, the legislation regulating medical marijuana does not specifically reference medical marijuana academic clinical research, nor does it regulate such uses. It is recommended that the City seek clarification from the legislature regarding academic clinical research centers prior to making a decision regarding the permissibility of the use.

The primary concern for these centers is that medical marijuana is often grown within the facility. This would require some sort of odor mitigation as well as enhanced security.

## **6.2. Recreational Marijuana**

Though the City may choose to adopt its own policies regarding the sale of recreational marijuana before it is legalized in the State of New Jersey, it is recommended that the City defer such a decision until after legalization. Doing so will give the City time to review best practices from other municipalities and better understand public sentiment towards legalizing recreational marijuana before setting policy.

## **7.0. OPPORTUNITY ZONES**

The Opportunity Zone legislation has the potential to attract new development into the City. However, there are some constraints that must be overcome to realize its full benefit.

First, the program is not a direct subsidy to developers or future tenants which reduces risk. Instead, investors must take real risks and invest in projects that they believe are economically viable. If the projects lose money, the investor will do so as well. As such, it is likely that opportunity zone investors will begin by seeking out the lowest risk investments. These will be in areas where there are clear market opportunities and/or where there is already a large

infrastructure in place to support riskier investments. This does not mean that Woodbury will not see investment, just that it may not be the first place that investors look.

Second, there is a "shot clock" on investment. Although the exact regulations have yet to be published, it seems that there will be a requirement that funds be invested in an opportunity zone within 180-days of sale which produces the capital gain. This means that opportunity zones funds may be seeking "shovel-ready" projects which are ready for investment within a relatively short period of time.

In response, the City should be the process of identifying potential projects for investment and determining what steps must be taken to get the projects shovel-ready. The City should also consider issuing, where appropriate, Request for Proposals (RFPs) for developers on specific projects. Not only will this bring projects to the attention of developers and opportunity funds but it will help identify what steps must be taken to get the project shovel ready.

At the same time, the City should understand that it will likely have to provide additional support to developers to move riskier investments forward. This may include designating Areas in Need of Redevelopment, providing PILOTs, and streaming approvals. In addition, the City should consider what public infrastructure investments may make these projects more attractive. In doing so, they City will have to pursue state and county funding as a way of offsetting the cost to the municipality.

In summary, the City should consider Opportunity Zones as another layer of incentive that will help move projects forward, and should shy away from seeing the zones as a silver bullet.

## 8.0. SPLIT LOT ZONING

The current Woodbury Zoning map has a number of split lot zones, which are zones which cut across a lot. An example of such split lot zoning is provided in **Figure 4**. These split lot zones make it difficult for property owners and the city to understand how to regulate the land. The City should work with property owners to redraw the zoning boundaries to eliminate this issue.

**Figure 4. Split Lot Zoning Example**





## 9.0. NEIGHBORHOOD CONSERVATION

The Woodbury Neighborhood Conservation Plan, completed in 2012, identifies the following goals and objectives for four neighborhoods in Woodbury. The adoption of this re-examination should be considered an update to the goals and objectives for these areas.



### 9.1. NORTH WOODBURY

#### A. Land Use + Community Form

**Goal:** Foster a “village” atmosphere by maintaining the character of the residential neighborhood. The following objectives are recommended to achieve this goal:

**Objective A:** Soften the transition between the residential neighborhoods and the hospital.

**Objective B:** Allow for reasonable improvements to property by ensuring zoning regulations are consistent with the community’s vision.

#### B. Circulation + Mobility

**Goal:** Create safer, enhanced connections for kids, pedestrians, and cyclists throughout the neighborhood. The following objectives are recommended to achieve this goal:

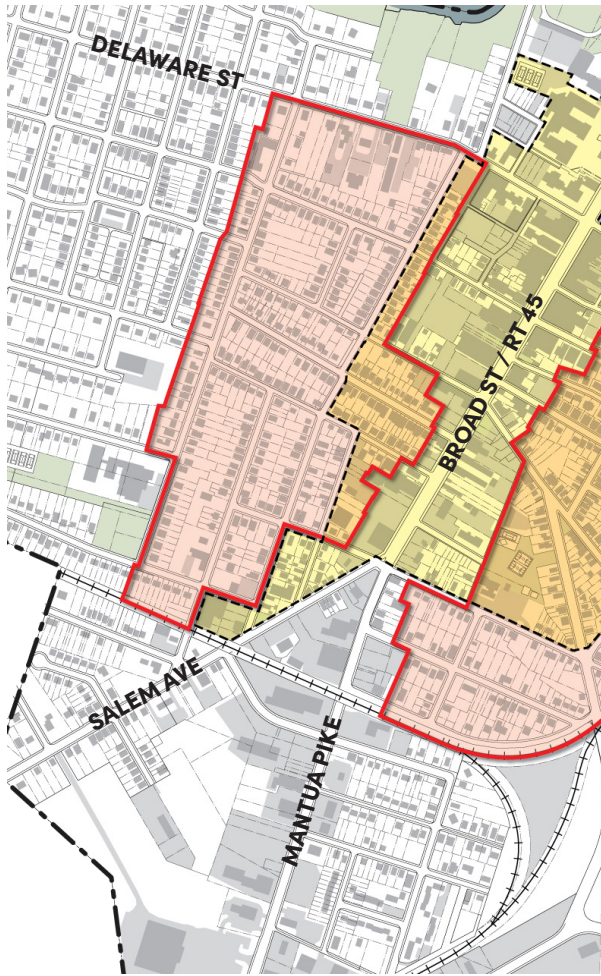
**Objective A:** Make Tatum St. safer for kids, pedestrians, and cyclists.

**Objective B:** Create safer pedestrian routes throughout so that kids can better navigate the neighborhood.

**Objective C:** Improve circulation patterns around the Walnut Street School. Public Amenities + Infrastructure

**Goal:** Provide recreational space in the neighborhood that is easily and safely accessible for all users. The following objectives are recommended to achieve this goal:

**Objective A:** Create new recreational spaces and enhance access to existing open space for users of all ages.



## 9.2. WEST WOODBURY

### A. Land Use + Community Form

**Goal:** Stabilize neighborhood character at the edges, and fill in the gaps with appropriate development. The following objectives are recommended to achieve this goal:

**Objective A:** Promote high quality development at key sites along the neighborhood's edges.

**Objective B:** Allow for small-scale infill development compatible with neighborhood character.

### B. Circulation + Mobility

**Goal:** Improve traffic patterns, bicycle, and pedestrian conditions to foster streets that serve all users. The following objectives and strategies are recommended to achieve this goal:

**Objective A:** Improve traffic circulation and pedestrian conditions along Lupton Ave/ Glover St.

**Objective B:** Improve pedestrian and bicycle mobility conditions throughout the neighborhood.

**Objective C:** As the business district grows, update parking, wayfinding, and circulation systems to accommodate the needs of businesses and residents.

**Objective D:** Improve traffic circulation and pedestrian conditions along Jackson St.

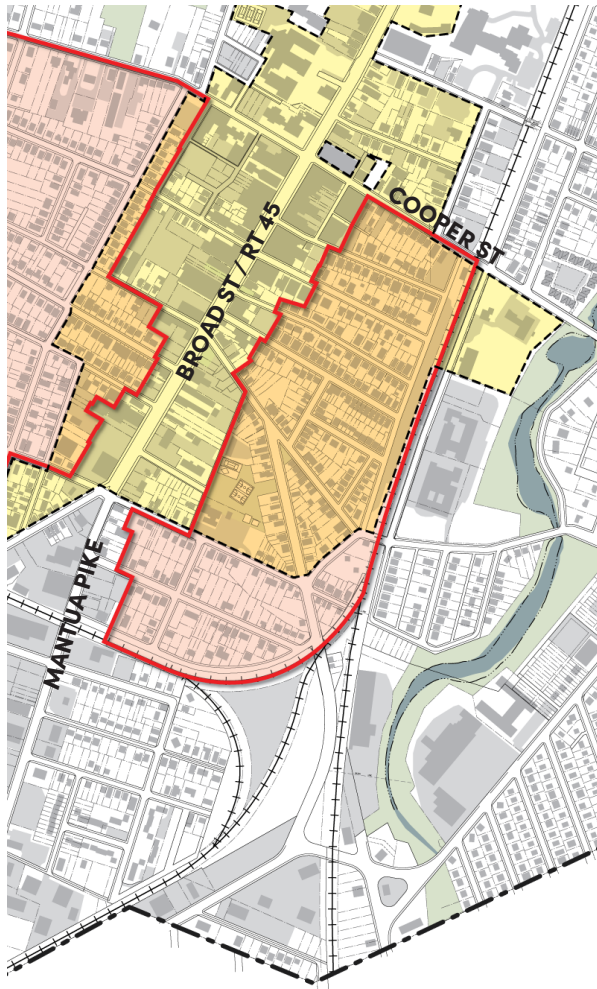
### C. Public Amenities + Infrastructure

**Goal:** Improve the quality of public and recreational space in the neighborhood. The following objectives are recommended to achieve this goal:

**Objective A:** Increase the amount of shade trees on sidewalks, and ensure the right types of trees are selected.

**Objective B:** Improve access to Woodbury Creek Park from the neighborhood.

**Objective C:** Create smaller neighborhood-serving parks and maintain existing open spaces.



### 9.3. EAST + SOUTH WOODBURY

#### A. Land Use + Community Form

**Goal:** Preserve the character and form of the existing neighborhoods while allowing for balanced growth that meets the needs of current and future residents. The following objectives are recommended to achieve this goal:

**Objective A:** Maintain existing neighborhood character between Broad Street and the railroad.

**Objective B:** Allow for market flexibility in determining rental/ownership, development typwww mix, and in encouraging redevelopment.

**Objective C:** Buffer residential neighborhoods from commercial strip development in south Woodbury.

#### B. Circulation + Mobility

**Goal:** Create strategies to embrace traffic between the railroad and Broad St. as an asset, while making it easier for pedestrians and cyclists to safely access neighborhood amenities. The following objectives are recommended to achieve this goal:

**Objective A:** Create safer pedestrian and bicycle routes to neighborhood destinations.

**Objective B:** Improve signage + circulation for visitors.

**Objective C:** Improve parking and traffic conditions near the train station.

#### C. Public Amenities + Infrastructure

**Goal:** Create a vibrant public realm that reflects the character of the neighborhood and the connection to downtown and the railroad, and increase access to community facilities and open spaces. The following objectives are recommended to achieve this goal:

**Objective A:** Improve and expand access to open space and recreation facilities.

**Objective B:** Add excitement and aesthetic enhancements to neighborhood streets connecting the railroad to Broad Street.

**Objective C:** Incorporate public art, neighborhood character details into the landscape.

## 10.0. TRANSIT HUB

The construction of the Glassboro-Camden Light Rail Line (GCL) will likely prove transformative for Woodbury, Gloucester County, and South Jersey. In 2017, the City of Woodbury undertook the Transit Hub Feasibility Report to identify potential short- and long-term opportunities to take advantage of the rail line as well as the current concentration of bus transit activity in near the proposed Red Bank Station.

The short term solutions, illustrated in **Figure 5**, were designed to best accommodate existing road users with minimally interruptive improvements. These short-term solutions – with include two alternative configurations for the intersection of Broad Street and Red Bank Avenue – are intended to be implemented before the construction of the Glassboro-Camden Light Rail Line, are focused along the existing bus routes and job centers along Broad Street. Where possible, improvements were made within existing right-of-ways to simplify implementation.

Building off the short-term solutions, the study also recommends two potential alternative long-term improvements scenarios illustrated in **Figure 6 and Figure 7**. These propose are transformative projects that will anchor the area around the Red Bank Avenue GCL Station as a transit and business hub for the entire region.

The adoption of this Re-examination plan and the inclusion of these concepts should be considered updates to the Circulation Element with respect to these areas.



Figure 5. Short Term Solutions for Broad Street and Red Bank

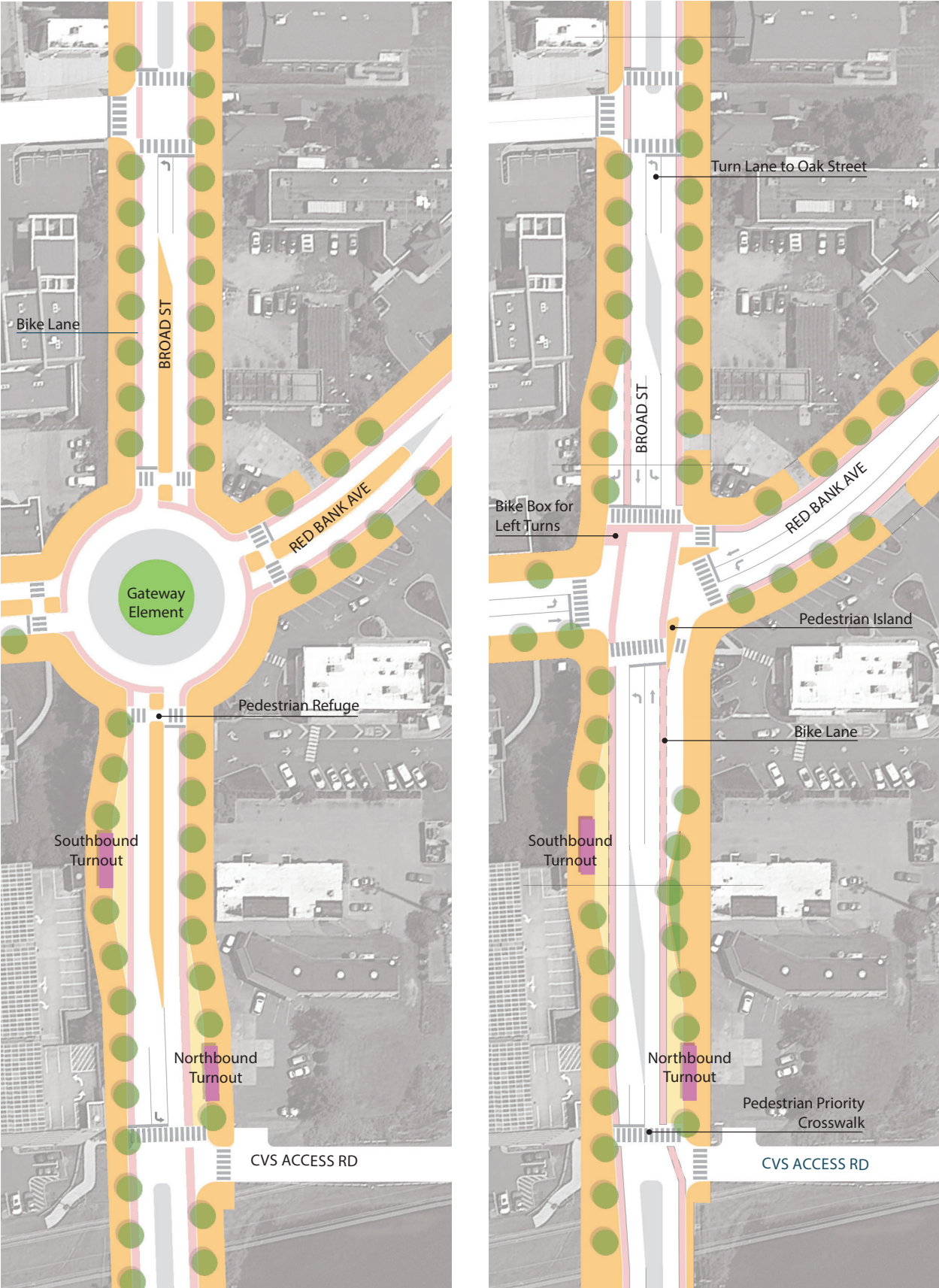




Figure 6. Long-term Recommendations for Red Bank Station Area (Alternative A)





Figure 7. Long-term Recommendations for Red Bank Station Area (Alternative B)



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## VIII - INCORPORATION OF REDEVELOPMENT PLANS

### 1.0. EXISTING REDEVELOPMENT AREAS

It is recommended that the following redevelopment areas be added to the City of Woodbury's Zoning Map (**Figure 8 and Figure 9**).

#### 1.1. Existing Redevelopment Plans

Both the Downtown Redevelopment Plan and Country Club Redevelopment Plan state that the regulations in the plans supersede all underlying zoning. However, if these plans are found to be silent on an issue, the City's Zoning Ordinance shall govern.

Each redevelopment plan outlines a procedure for amending the plan as new issues arise. The following provides a summary of the outstanding issues related to these existing redevelopment areas and recommendations for how the City can move forward with updates.

##### A. Downtown Redevelopment Plan and Form-Based Code

Currently, the City references the Downtown Redevelopment Plan and Form-Based Code for most projects. In addition to the modifications to the plan recommended earlier in this report, the City has identified a need to reconcile conflicts that exist between this plan and the underlying C-1 zoning, particularly with regards to prohibited uses. For example, the C-1 district has been amended to allow tattoo shops, which the redevelopment plan explicitly prohibits. It is recommended that the City undertake a more thorough review of the redevelopment plan and ordinance in order to address these and other conflicts, then amend the redevelopment plan as needed.

##### B. Woodbury Country Club Redevelopment Plan

The Country Club site has seen development efforts stop and start several times since the redevelopment plan was put in place. A recent change in ownership has raised questions about whether the permitted uses laid out in the plan are still valid, and what new development opportunities might exist. This is a particularly important question for the residential component, which only permits single-family detached homes, as the residential development envisioned in the plan is largely unrealized.

Without conducting a full market study to determine the viability of any proposed residential use, it is difficult to advise on how the zoning should be modified to meet current market demand. However, the City could amend the plan to expand the type of housing that can be built on the site to permit a range of multi-family options. Should the City want to explore this issue in more detail before amending the plan, it should undertake a market study.

Figure 8. Current Woodbury Zoning Map (2019)

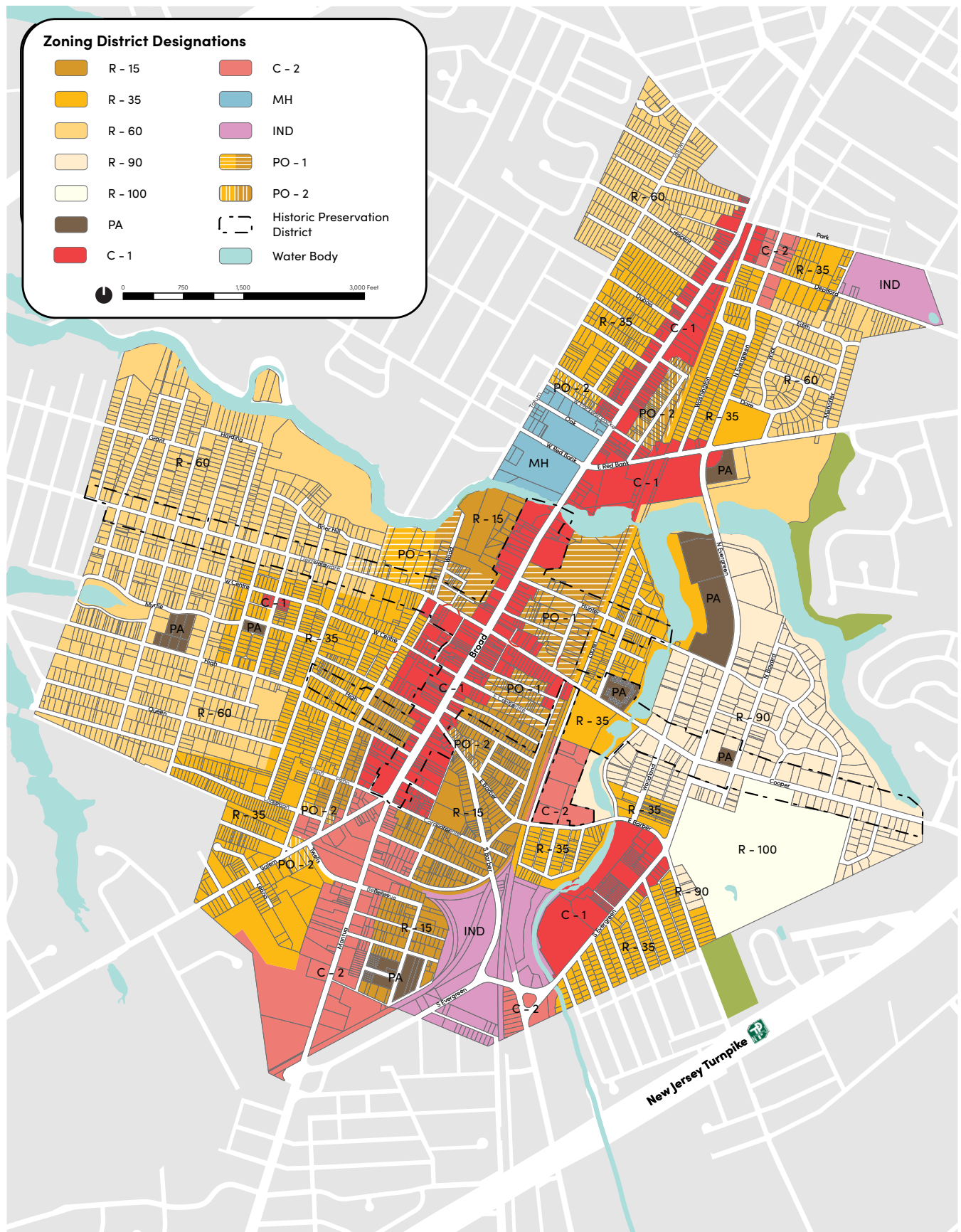
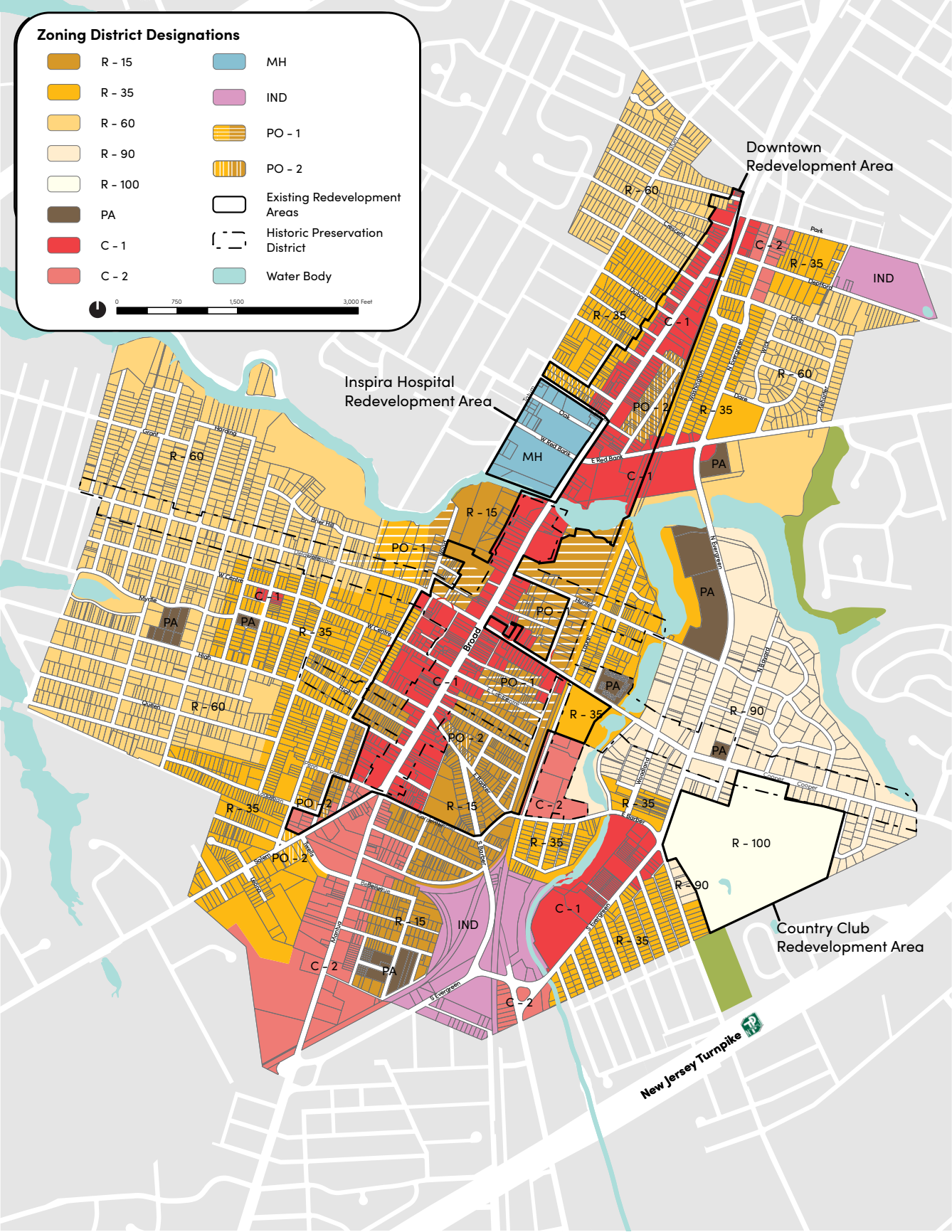


Figure 9. Proposed Update to the Zoning Map to Include Existing Redevelopment Areas



## **1.2. Inspira Medical Campus**

Resolution #15-133 passed on June 23, 2015 designated lots on Block 84, 85, 86 , collectively known as the Inspira Medical Campus, as an Area in Need of Redevelopment. The County is currently working on a Redevelopment Plan for the area based on the findings from Inspira Medical Center Woodbury Development Options Report. Once finalize, the new Redevelopment Area should be added to the zoning map as an overlay zone.

## **2.0. PROPOSED REDEVELOPMENT AREAS**

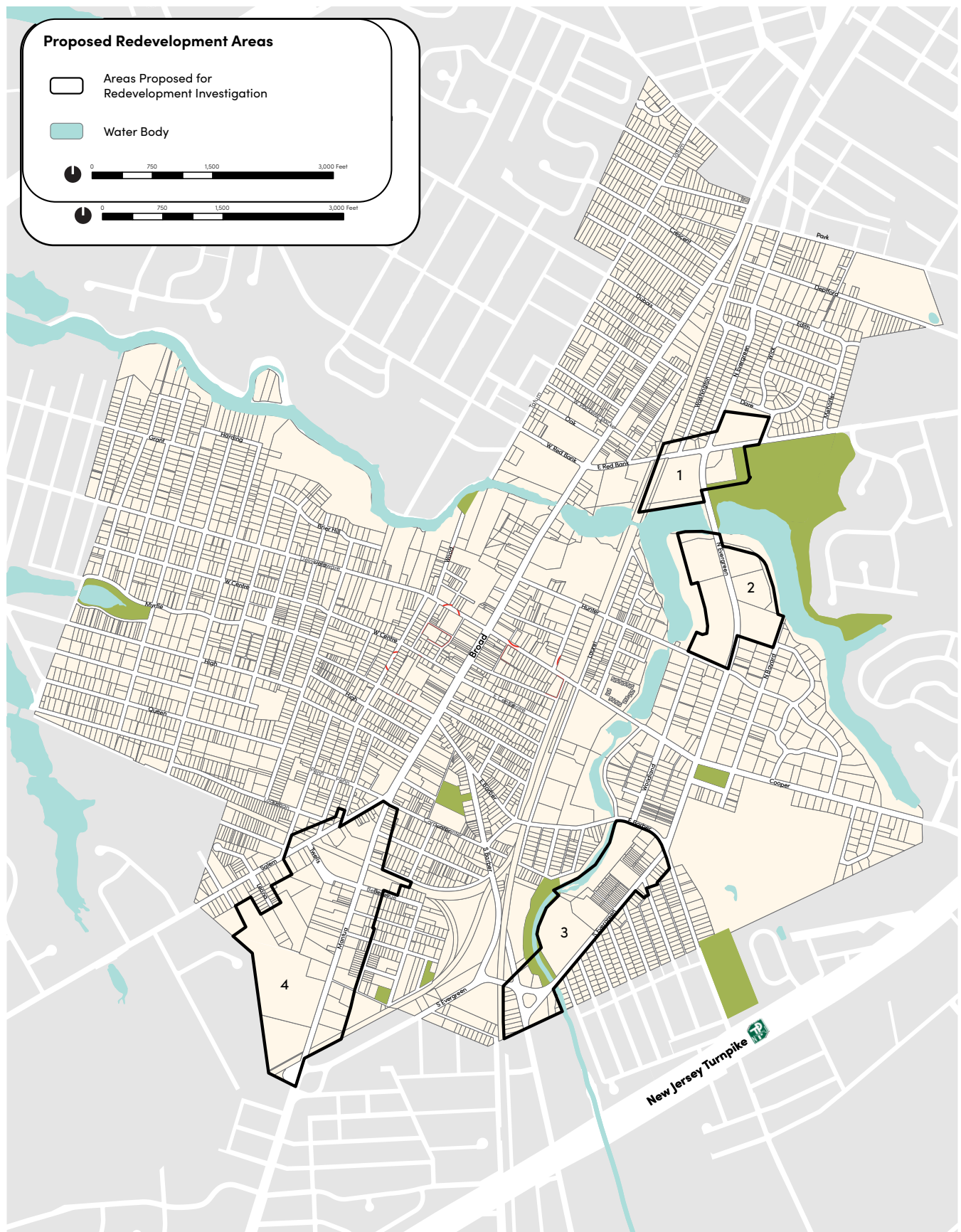
### **2.1. New Redevelopment Area Studies**

In addition, the City has identified several sites that may be suitable for redevelopment. The following areas would need to be studied to determine if they meet the statutory criteria for designation (**Figure 10**):

- Evergreen Area (need to look at whether the affordable housing here is protected)
- Southern portion of the C-1 Zone
- Proposed rail station area, which includes the armory and public park
- Mantua Avenue south of the Downtown Redevelopment Area



**Figure 10. Proposed Redevelopment Areas to Study**



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