Investigation of Proposed Kearny Redevelopment Area

Town of Kearny
Hudson County
New Jersey

March 24, 1999

Prepared by:
Hackensack Meadowlands Development Commission
One DeKorte Park Plaza, Lyndhurst, New Jersey 07071
(201) 460-1700
Hackensack Meadowlands Development Commission
1999

Christine Todd Whitman
Governor

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Chairman

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John J. Rose
Harry K. Parsons
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I. INTRODUCTION

The staff of the Hackensack Meadowlands Development Commission (HMDC) were directed to conduct an investigation of the following properties in order to determine if this study area is in need of redevelopment pursuant to the provisions of N.J.S.A. 13:17-20, et. seq. and N.J.S.A. 40A:12A-1, et. seq.:

Block 205, Lots 18, 19, 20, 24, 25, 26A, 26B, 27, 28-33; Block 253, Lots 4, 5A, 5B; Block 275, Lot 1; Block 281, Lot 1; Block 284, Lots 2A-3B-3BA, 3A, 4.01, 4.02, 5, 6, 7, 7A, 9A, 9B, 9CA, 9CB, 9CC, 9CD, 10E, 11A, 11AA, 11AB, 11AD, 11AE, 11B, 13, 14, 14A, 14AB; Block 285, Lots 1A, 1B, 1C, 2, 2A, 3-9, 14-17; Block 286, Lots 4, 4A, 5, 6A, 6B, 7, 8A, 9, 10A, 16, 17A, 17AB, 47, 47A, and 48.

The proposed Kearny redevelopment area is situated at the southwest corner of the Hackensack Meadowlands District (HMD). The study area is located to the south of New Jersey Transit’s Boonton Line, to the north of the Port Authority Trans-Hudson (PATH) line, and to the west of the New Jersey Turnpike - western spur. The study area is bisected by Interstate-280, Newark-Jersey City Turnpike (Route 508), New Jersey Transit Kingsland Line, and PSE&G right-of-way. Harrison Avenue and Bergen Avenue are the primary connections to the regional highway system which includes the roads previously mentioned, as well as, Route 21, Route 17 and Routes 1&9. (see Kearny Redevelopment Area Transportation Infrastructure map).

There are three former landfills within the study area, the Keegan, 15-W, and the Municipal Sanitary Landfill Authority (MSLA) 1-D landfill. The study area is bisected by Frank’s Creek which flows to the Passaic River and an unnamed creek. Uses in the vicinity of the study area consist of commercial, industrial, and warehouse uses.

A total of 73 properties comprise the study area which totals approximately 860 acres. Currently, these properties are zoned as Heavy Industrial; Highway Commercial; Special Use 1 & 3 Specially Planned Area; and Transportation Center 2 Specially Planned Area. The majority of the parcels in the tract are privately owned, or leased from the Town of Kearny. The Town of Kearny, New Jersey Turnpike Authority, and the New Jersey Department of Transportation also own several properties.

In 1992, the New Jersey Legislature determined that throughout the state, there had persisted certain “conditions of deterioration” in various “facilities and...components...of community life...which are amenable to correction and amelioration by concerted effort of responsible public bodies.” The legislature thus adopted N.J.S.A. 40A:12A-1, et. seq., known as the Local Redevelopment and Housing Law, (LRHL). It represented the culmination of several years of effort to “codify, simplify and concentrate prior enactments relative to local redevelopment.”

The new law gives the governing body, in this case the HMDC, the power to initiate an investigation of a particular area to determine if it is in need of redevelopment. Staff would also hold public hearings and make recommendations on the findings to the Commission. If the area is found to be in need of redevelopment, the Commission can then direct the staff to prepare a
redevelopment plan. It should be noted that the HMDC is not governed by LRHL, due to separate enabling legislation which authorizes the commission to prepare and adopt “redevelopment plans.” However, the HMDC has chosen to use the LHRL for general guidance purposes only.

Additionally, the HMDC was given the power to declare the entire Meadowlands District, or any portion therein, a renewal area in need of redevelopment by statute. “The Commission shall have perpetual succession and shall have the powers ...:

“By contract or contracts with a developer or by its own employees, to undertake any development or other project or improvement it finds necessary to reclaim, develop, redevelop and improve land within the District.” N.J.S.A. 13:17-6(j)

The procedure for taking such action is further specifically defined by N.J.S.A. 13:17-20, which states:

(a) “Pursuant to the procedure hereinafter provided, the Commission shall have the exclusive power to declare the District or any portion thereof to be a renewal area; provided, that the Commission shall find prior to such declaration that there exists in the District or portion thereof the conditions of “blight” (“Blighted areas” are now called “areas in need of rehabilitation”) as said conditions are defined in Section 3 of Chapter 306 of laws of 1949 (P.L. 1949, c. 306) ...; and

(b) “Prior to declaring any portion of the District a renewal area, the Commission by resolution shall provide for a preliminary investigation. Upon the adoption of such a resolution, the Commission shall prepare a map showing the boundaries of the area to be investigated and the location of the various parcels of property located therein, and shall append thereto a statement setting forth the reasons for the investigation; and

(c) “The Commission shall thereupon cause a hearing to be held at an appointed time and place for the purpose of hearing persons interested in, or who would be affected by, a determination that the area is a renewal area as defined in this act and who are in favor of or are opposed to such determination.”

The notice requirements, hearing procedure, and appeal process for this hearing/determination are specified in N.J.S.A. 13:17-20(d), (e), and (f).

The following report represents the results of the investigation of the study area to determine if the study area is in need of rehabilitation.
II. METHODOLOGY

The "Local Redevelopment and Housing Law" refers frequently to deteriorated conditions of buildings and sites using the terms "substandard", "dilapidated", and "obsolete". In the absence of definitions of those terms within the legal text, professionals employ common usage as their guide to understanding what those words are meant to convey. "Substandard" is taken to mean not meeting today's building and development code standards. "Dilapidated" is taken to mean worn out, decayed. "Obsolete" is taken to mean outdated, outmoded, needing complete change.

An evaluation of existing buildings and land uses within the study area and the immediately surrounding properties was conducted, and included the following:

- Site evaluation of existing physical and natural conditions in the subject area
- Review of HMDC engineering files pertaining to the study area
- Review of HMDC aerial photographs and topographic maps
- Review of New Jersey Department of Environmental Protection (NJDEP) wetland maps
- Review of Kearny Tax Maps
- Comparisons and calculations using the HMDC Geographic Information System (GIS) databases
- Review of the Hackensack Meadowlands Development Commission District Zoning Regulations (Chapter 4) and Subdivision Regulations (Chapter 5)
- Review of Kearny Urban Enterprise Zone Boundaries
III. GENERAL CONDITIONS OF AREA OF REVIEW

Specific data regarding existing site conditions and development characteristics and constraints are as follows:

1. The area in question is approximately 860 acres. The study area is located to the south of New Jersey Transit’s Boonton Line, to the north of the Port Authority Trans-Hudson (PATH) line, and to the west of the New Jersey Turnpike - western spur. The study area is bisected by Interstate-280, Newark-Jersey City Turnpike (Route 508), New Jersey Transit Kingsland Line, and PSE&G right-of-way. Uses in the vicinity of the study area consist of commercial, industrial, and warehouse uses.

2. A total of 73 properties comprise the study area. Currently these properties are zoned as Heavy Industrial; Highway Commercial; Special Use 1 & 3 Specially Planned Area; and Transportation Center 2 Specially Planned Area (see Kearny Redevelopment Area Existing Zoning map). The majority of the parcels in the tract are privately owned, or leased from the Town of Kearny. The Town of Kearny, New Jersey Turnpike Authority, and the New Jersey Department of Transportation also own several properties.

The heavy industrial zone permits the following:

- Establishments for scientific research and development, and business offices accessory thereto, including the manufacturing, fabrication, production, repair, storage, sale and resale of materials, goods, and products;
- Any production, processing, manufacture, fabrication, cleaning, servicing, testing, repair or storage of goods, materials or products and business offices accessory thereto;
- Meat and produce markets for sale at wholesale or retail, including the processing dress meat products; provided no slaughtering shall be done on the premises;
- Construction equipment sales, service, and rental;
- Contractor and construction offices, shops, and yards;
- Buildings materials yards and facilities;
- Cartage and express facilities;
- Motor freight terminals;
- Railroad terminals and yards;
- Auto garage;
- Light public utility uses;
- Heavy public utility uses;
- Automobile service stations;
- Automobile laundries;
- Resource recovery systems;
- Class A and B recycling facilities;
- Bus terminals;
- Freight forwarding;
- Intermodal facilities; and
- Communications common carrier.
Special exceptions in the heavy industrial zone include:
- Governmental uses;
- Helistops;
- Child care centers; and
- Any satellite antenna which must be located on a tower.

The highway commercial zone permits the following:
- Banks, savings and loan associations and similar financial institutions;
- Businesses and professional offices;
- Medical and dental clinics and laboratories;
- Hotels and motels;
- Convention centers;
- Restaurants which may include cocktail lounges;
- Theaters (not including drive-in theaters);
- Automobile showrooms, including outdoor display facilities;
- Accessory retail uses in connection with office, hotels and motels;
- Child care centers
- Personal services;
- Retail services; and
- Social services.

Special exceptions in the highway commercial zone include:
- Light public utility uses;
- Governmental uses;
- Institutional uses;
- Automobile service stations or auto maintenance facilities;
- Indoor recreation; and
- Any satellite antenna that must be located on a tower.

Use limitations in the highway commercial zone include:
- All business service, storage and display of goods, except for outdoor display facilities that are accessory to automobile showrooms and off-street parking and loading shall be conducted within completely enclosed buildings.
- All permitted business establishments shall be retail of service establishments dealing directly with consumers. All goods produced on the premises shall be sold on the premises where produced.
- No business establishment shall offer or sell food or beverages for consumption on the premises in parked motor vehicles.
- Strip commercial and other forms of commercial development which contain a substantial number of curb cuts shall be avoided.
- Outdoor play areas are permitted in association of licensed child care centers.
- Outdoor seating areas, accessory to a permitted or special exception use, not exceeding 15 percent of the principal use, are permitted. In the case of a restaurant, the outdoor seating area shall not be greater than 15 percent of the interior seating area.
The goal of the transportation center specially planned areas is to accommodate major commuter transfer centers and office buildings served by transportation infrastructure.

The goal of the special use specially planned areas are to accommodate special land uses of a regional importance not otherwise provided for in these regulations, such as sport stadiums, major education and health institutions, large cultural facilities, and other large scale development of that nature.

3. There are approximately 375 acres of wetlands in the study area, these are generally localized at the northeast portion and adjacent to the eastern boundary of the study area (see Kearny Redevelopment Area Map with NJDEP Wetlands).

4. The study area is bisected by Interstate-280, Newark-Jersey City Turnpike (Route 508), New Jersey Transit railroad tracks, and PSE&G right-of-way. Harrison Avenue and Bergen Avenue are the primary connections to the regional highway system which includes the roads previously mentioned, as well as, Route 21, Route 17 and Routes 1& 9.

5. There are three former landfills within the study area: the Keegan landfill, (formerly MSLA 1-B) -110 acres, 15W landfill - 40 acres, and the MSLA 1-D landfill - 95 acres.

6. The study area encompasses a portion of the Kearny Freshwater Marsh and is bisected by Frank's Creek which flows to the Passaic River and an unnamed creek. Currently surface water is subject to leachate contamination from landfills in the area.

7. Utility service is available in and around the study area from various providers. Potable water is supplied to Kearny by the North Jersey District Water Supply Commission (NJDWSC), sanitary sewage is treated by the Passaic Valley Sewage Commission (PVSC), electric and gas are supplied by Public Service Electric and Gas (PSE&G). The size and location of infrastructure pipelines varies throughout the proposed redevelopment area.

8. There are several small Riparian claims in the study area.

9. There are relatively few roadways extending into the study area, those which do are low-lying and in a state of disrepair.

10. Numerous buildings in the study area were constructed prior to HMDC regulations and do not conform to current HMDC regulations including: on street loading, front yard loading, outdoor storage, setback requirements, open space requirements, parking requirements, and landscape requirements.

11. A 1989 study prepared for the EPA by the NUS Corporation showed Target Compound List (TCL) substances in the study area determined through surface water samples and sediment samples. Substances detected include mercury, lead, chromium, polychlorinated biphenyls (PCB's), and several semivolatile compounds.
12. There is evidence of illegal dumping including; cardboard waste, construction debris, landscape debris, household refuse, abandoned tires, and automobiles on vacant portions of the study area.


IV. SITE ANALYSIS

The subject area consists of the following properties:

Block 205, Lots 18, 19, 20, 24, 25, 26A, 26B, 27, 28-33; Block 253, Lots 4, 5A, 5B; Block 275, Lot 1; Block 281, Lot 1; Block 284, Lots 2A-3B-3BA, 3A, 4.01, 4.02, 5, 6, 7, 7A, 9A, 9B, 9CA, 9CB, 9CC, 9CD, 10E, 11A, 11AA, 11AB, 11AD, 11AE, 11B, 13, 14, 14A, 14AB; Block 285, Lots 1A, 1B, 1C, 2, 2A, 3-9, 14-17; Block 286, Lots 4, 4A, 5, 6A, 6B, 7, 8A, 9, 10A, 16, 17A, 17AB, 47, 47A, and 48.

Individual Block and Lot Site Analysis:

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V. FINDINGS

According to N.J.S.A. 40A:12A-5, “delineated area may be determined to be in need of redevelopment” if the governing body concludes that within the delineated area any of the seven (7) following conditions are found:

**N.J.S.A. 40A:12A-5.a**

The generality of buildings are substandard. Unsafe, unsanitary, dilapidated, or obsolescent, or possess any such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.

This section is applicable for the following reasons:

- There are several obsolescent structures previously used for industrial purposes in the study area which have since been abandoned. Many of these structures have fallen into a state of disrepair.

- There are several semi-vacant industrial and commercial structures in the study area which have fallen into a state of disrepair and may pose a safety risk.

**N.J.S.A. 40A:12A-5.b**

The discontinuance of the use of buildings previously used for commercial, manufacturing, or industrial purposes; the abandonment of such buildings; or the same being allowed to fall into so great a state of disrepair as to be untenantable.

This section is applicable for the following reasons:

- There are several obsolescent structures previously used for industrial purposes in the study area which have since been abandoned. Many of these structures have fallen into a state of disrepair.

- There are several semi-vacant industrial and commercial structures in the study area which have fallen into a state of disrepair and may pose a safety risk.
N.J.S.A. 40A:12A-5.c

Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.

This section is applicable for the following reasons:

- Several parcels in the subject tract are owned by public agencies, and the Town of Kearny
- Much of the study area has been landfilled with construction debris, industrial and household waste. Uncertainty about the nature and stability of the soils in the area hindered development of the property through the instrumentality of private capital and continues to do so due to the uncertainty of remediation and closure costs.
- There are relatively few roads extending into the study area. Those which do are low-lying and in a state of disrepair, thus severely limiting access.
- There are approximately 375 acres of wetlands interspersed throughout the study area. The permitting and environmental considerations associated with these areas provides an additional obstacle for developers to overcome.
- There is significant evidence of illegal dumping within the study area, highlighting the remoteness of portions of the study area. Some materials left as a result of illegal dumping activity will require a significant effort and expense to remove prior to development of portions of the area.

N.J.S.A. 40A:12A-5.d

Areas with buildings or improvement which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.

This section is applicable for the following reasons:

- Numerous characteristics of the study area do not conform to HMDC regulations including: on street loading, front yard loading, outdoor storage, setback requirements, and parking requirements. These non-conformities have proven to be detrimental to the aesthetic quality of the area. Additionally, the non-conformities continue to make it difficult to navigate many of the roadways in the study area.
• There are several semi-vacant industrial, commercial, and residential structures in the study area which have fallen into a state of disrepair and may pose a safety risk.

• There is vandalism and graffiti in the study area which is unsightly and offensive in nature.

N.J.S.A. 40A:12A-5.e

A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real property therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare.

This section is applicable for the following reasons:

• Access to interior portions of the study area is severely limited by a lack of roadway infrastructure. Presently Bergen Avenue provides the only means of ingress/egress to the Keegan landfill area. This roadway is unimproved east of building #400, beyond which point the roadway is characterized by pot holes, lack of curbing and storm sewers and experiences frequent flooding.

• The Kingsland railroad viaduct passes over Bergen Avenue at an elevation of twelve feet above the roadway surface. This is an obstacle to roadway improvement since any attempt to raise the elevation of the roadway will reduce clearance under the rail bridge thus restricting access to truck traffic. The existing clearance is very difficult for trucks to pass under at the present time.

• Uncertainty about the by-products of landfilling which has historically occurred at the site has been a significant impediment to allowing the site to reach a productive end use. Periodic fires at the landfill locations has also been a deterrent to development. These fires have been severe at times causing extensive losses of vegetation. Furthermore smoke from these fires has caused fatal traffic accidents on the New Jersey Turnpike.

• Wetlands and tidal streams throughout the study area require individual Army Corps of Engineers (ACOE) permits, before any development that will affect them can proceed.

N.J.S.A. 40A:12A-5.f

Areas, in excess of five contiguous acres, wherein buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.

This section is not applicable.
N.J.S.A. 40A:12A-5.g

In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zones Act," P.L. 1983, c. 303 (C.52-27H-60 et seq.) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is need of redevelopment pursuant to Sections 5 and 6 of P.L. 1992, c. (C.40A:12A-6) for the purpose of granting tax exemptions within the enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992, c. 79 for determining that the area is in need of redevelopment or an area is need of rehabilitation and the municipal government body has adopted a redevelopment plan ordinance including the area of the enterprise zone.

This section is applicable for the following reasons:

A portion of the Town of Kearny has been designated an Urban Enterprise Zone (UEZ). This includes portions along the western boundary of the proposed redevelopment area. This area includes:

- A portion along the south side of Belleville Turnpike from the HMDC boundary in the west to the New Jersey Turnpike western spur.
- Both sides of Harrison Avenue from the HMDC boundary at Bergen Avenue in the west to the western spur of the New Jersey Turnpike in the east.
- Both sides of Bergen Avenue from Schuyler in the west through the "paper road" to Harrison Avenue.
V. RECOMMENDATIONS

Regardless of how the study area is redeveloped, it is clearly "potentially useful and valuable" to the community. Only after it is occupied and returned to a fully productive condition will it be able to contribute once again to the "public health, safety and welfare." Based upon the above findings and recommendations, staff of the HMDC have determined that specific conditions as outlined in N.J.S.A. 40A:12A-5 do exist and recommend that the Commission declare the subject area in need of redevelopment and direct the staff of the HMDC to proceed with the preparation of a redevelopment plan.
V. Appendix

1. Site photographs taken March 1999

2. Commission Resolution # 99-3 authorizing an initial investigation of the area in and around the Keegan Landfill.
A ditch containing leachate located at the south side of the MSLA 1-D landfill

A ditch on the south side of the MSLA 1-D landfill (landfill in background)
Bergen Avenue facing northwest (railroad bridge in background)

A property located on Bergen Avenue
Signs of illegal dumping near the Keegan landfill

A ditch on the east side of the Keegan landfill showing signs of leachate contamination
The former Standard Tallow facility, located on Harrison Avenue
RESOLUTION TO INVESTIGATE
REDEVELOPMENT OPPORTUNITIES IN AND AROUND THE
KEEGAN LANDFILL IN KEARNY, NEW JERSEY

WHEREAS, N.J.S.A. 13:17-20 provides for the procedure declaring a renewal area within the Hackensack Meadowlands District for the purpose of redevelopment; and

WHEREAS, N.J.S.A. 13:17-20 requires the Commission, prior to declaring any portion of the District a renewal area, to adopt a resolution providing for a preliminary investigation of the site; and

WHEREAS, the statute requires HMDC staff to prepare maps showing the boundaries of the area to be investigated, prepare a statement detailing the reasons for the redevelopment investigation and to convene a public hearing to obtain comments on the matter; and

WHEREAS, upon completion of the procedures above, the HMDC staff must determine whether the site meets the criteria to be deemed “in need of rehabilitation” and provide a recommendation to the Commission regarding whether the site should be designated a renewal site for the purpose of redevelopment; and

WHEREAS, the HMDC staff believes the area in and around the Keegan Landfill in the Town of Kearny meets the guidelines for a redevelopment area. The area is more specifically described as Block 205, Lots 18, 19, 20, 24, 25, 26A, 26B, 27, 28-33; Block 253, Lots 4, 5A, 5B; Block 275, Lot 1; Block 281, Lot 1; Block 284, Lots 2A-3B-3BA, 3A, 4.01, 4.02, 5, 6, 7, 7A, 9A, 9B, 9CA, 9CB, 9CC, 9CD, 10E, 11A, 11AA, 11AB, 11AD, 11AE, 11B, 13, 14, 14A, 14AB; Block 285, Lots 1A, 1B, 1C, 2, 2A, 3-9, 14-17; Block 286, Lots 4, 4A, 5, 6A, 6B, 7, 8A, 9, 10A, 16, 17A, 17AB, 47, 47A, and 48.

NOW THEREFORE IT BE RESOLVED by the Hackensack Meadowlands Development Commission that the HMDC staff is hereby authorized to conduct an investigation of the site designated herein and hold public hearings to determine if the area is in need of rehabilitation.

BE IT FURTHER RESOLVED the Keegan landfill is removed from the HMDC Open Space Plan dated April 1997.

The foregoing Resolution was adopted by Commission vote.

Jane Kenny, Chairman

I hereby certify the foregoing to be a true copy of the Resolution adopted by the Hackensack Meadowlands Development Commission at their meeting of January 27, 1999.

Alan J. Steinberg Esq., Secretary

Resolution No. 99-3