

MUHLENBERG HOSPITAL STUDY

CITY OF PLAINFIELD, NEW JERSEY

AUGUST 2014



HEYER, GRUEL & ASSOCIATES
COMMUNITY PLANNING CONSULTANTS

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Introduction

Study Overview

Muhlenberg Regional Medical Center, was among the 26 hospitals to close in New Jersey since 1992. The campus was a historically significant community asset for more than 130 years. The medical center provided healthcare and emergency services not only to the City of Plainfield but to surrounding communities as well.

The City of Plainfield, over the century embraced the Hospital as a trusted place to receive quality healthcare, give birth to their children, and to save their lives in an emergency. The closing of the hospital due to its financial situation in 2008, provoked outrage from the community. The community rallied to support retention of the hospital due to its regional significance and importance to the City of Plainfield. However, the financial strain of the facility as well as the “oversaturation” of medical facilities in Central New Jersey, was too much to overcome. Following the closure, the main hospital building has remained mostly vacant. A satellite emergency room currently located on its first floor, will soon be relocated to Kenyon House, an adjacent building on the site. A dialysis center and recently built nursing and medical related services school are located on the site, however the hustle and bustle of an active regional medical center is no more.

The Muhlenberg Hospital Study was commissioned by the City of Plainfield in 2013, to set forth an implementable vision for the Muhlenberg Regional Medical Center site. The study included an extensive public outreach process which entailed several community meetings held throughout the City and stakeholder interviews with local officials, community leaders, and medical professionals. The Study includes case studies from similar hospital closings and reuse projects, as well as concepts and suggested zoning for the future uses on the site.

The Study Area is defined by the boundaries of the Muhlenberg Regional Medical Center site located on Randolph Road, Park Avenue, and Moffett Avenue. The 17.5 acre site includes 4 parcels, Block 13, Lots 38.01, 38.02, and 38.03 and Block 729, Lot 1. The site is located in the south eastern quadrant of the City of Plainfield in Union County. The site is within a few city blocks of the City’s boundaries with South Plainfield and Scotch Plains.



Source: NJGIN, NJDOT, NJDEP, 2014
MOD IV Tax Assessment Data

Site Area
Muhlenberg Hospital Study
Plainfield, NJ



Heyer, Gruel & Associates
May 2014

Muhlenberg Campus Vision

Muhlenberg Regional Medical Center was once a source of pride for the community. The vision for the campus today, includes restoring a productive asset to the City with healthcare and complementary uses. Through an extensive public outreach process a campus vision was conceived. The campus is envisioned to focus on uses that are compatible and complementary to healthcare and wellness facilities. These facilities may include out-patient services, urgent care, medical research and teaching, specialty services, health and wellness centers, pharmacies, and other healthcare related facilities in an environment conducive to collaboration.

The campus will incorporate a variety of medical services, existing and proposed, as well as an assisted living facility contextually consistent with the surrounding community. To allow for flexibility, a Planned Unit Development (PUD) approach is proposed. Parks, public green spaces, and green buffers will be integral in the design of the campus and will allow for each use to be woven into the overall campus environment. Several select “historical” structures are recommended to be preserved and incorporated into the campus as a living and active reminder of the Muhlenberg Hospital’s legacy as a community health service provider.

By creating a health and wellness campus, Muhlenberg may again be a source of pride, economic benefit, and medical treatment for the City of Plainfield and its surrounding communities.



Muhlenberg Hospital History & Background

Muhlenberg Hospital was founded in 1877 by the residents and community of Plainfield after a severe rail accident left the community in dire need of medical services. The land for the hospital was donated by Job Male, the first mayor of Plainfield and local banker. The first hospital building was located on Muhlenberg Place, what is now West Third Street.

In 1903, the hospital moved to its Randolph Road campus. The architecture firm of Tracy and Swartwout designed and oversaw construction of the hospital buildings. The Tracy & Swartwout buildings appeared to be one large structure when originally built; however, the hospital consisted of multiple buildings connected by large hallways, including a main reception and office building, an eye and ear clinic, a large kitchen, separate wards for men and women, and stand-alone operating and birthing pavilions. These original hospital buildings are still intact and have been listed by Preservation New Jersey as one of the ten most endangered historic sites in New Jersey for 2011.

The hospital campus on Randolph Road, grew to become a regional medical center offering a full range of medical services. The hospital officially changed its name to Muhlenberg Regional Medical Center

in 1986 and was merged with JFK Medical Center in Edison to form the Solaris Health System, now known as JFK Health System in 1998.

At its peak in the 1990's the hospital contained 355- beds on its 17 acre campus. The hospital became Plainfield's largest employer, with close to 1,100 employees, and served fifteen towns in Union, Middlesex, and Somerset counties. Top rated programs at the hospital included its nationally recognized Coronary Intervention Unit and Cancer Care program.



The Hospital thrived as a voluntary, non-profit, community teaching medical center for more than 100 years. The Muhlenberg School of Nursing was established in 1894. In 2006, the School moved into a state of the art building located on the Muhlenberg Regional Medical Center campus at the corner of Park Avenue and Moffett Avenue. The school also changed its name to the JFK Muhlenberg Harold B and Dorothy A. Snyder Schools. There are currently approximately 450 enrolled students at the school in five degree programs including Nursing, Medical Imaging and Therapeutic Science, Radiology, Nuclear Medicine Technology, and Diagnostic Medical Sonography.



In 2008, Muhlenberg Regional Medical Center became one of 26 hospitals to close in New Jersey since 1992. Solaris Health System (JFK) credited years of operating losses and the medical center's financial situation as reasons to close the acute care facility. Many community residents were unhappy and concerned with the decision to close the hospital and actively protested the loss of the medical facility.

According to a 2012 Urban Health Institute report, the Muhlenberg Regional Medical Center in 2007, received 7,394 admits from the 13 zip code service areas surrounding the hospital. The hospital's market share was 22.5%. In Plainfield, the Hospital's market share was even greater at 51.5%. Surrounding municipalities also depended on Muhlenberg, including South Plainfield (32.8%), Fanwood (23.6%),

and Dunellen (22.6%). After the Hospital's closure, JFK Hospital in neighboring Edison, received the largest increase of market share for the service area and Plainfield. JFK's market share in the service area increased from 19.6% in 2007 to 30.3% in 2009 and in the City of Plainfield, JFK's market share increased from 10.4% in 2007 to 40.1% in 2009.

As part of the 2008 agreement between the State of New Jersey and Solaris (JFK), Solaris (JFK) was required to maintain a number of outpatient services on the hospital's campus for five years, including:

- satellite emergency department
- laboratory and radiology services
- home care
- sleep labs
- wound treatment
- dialysis, and diabetes care units
- mobile ICU trucks

To assist the local community, free transportation to JFK Medical Center and Trinitas Hospital has been provided from the Muhlenberg campus since the hospital's closing. The following services are currently offered:

- Free Shuttle Service to JFK Medical Center, 7 days a week, 12:00pm-8:30pm

- Free Medical Taxi Service upon request for scheduled non-emergency appointments at JFK Medical Center, Monday – Friday 6:00am-5:00pm
- Free Taxi Voucher Service upon request for non-emergency medical services to Trinitas Hospital, 7 days a week, 24 hours a day

Satellite Emergency Department

Currently, JFK Health System (formerly Solaris) has maintained the satellite emergency department and other medical resources and has stated that they have no intentions of terminating those services. The Health System received City Planning Board approval in June 2014 to relocate the emergency department on site to the Kenyon House, renovating and upgrading it in the next year. The remainder of the main facility, where the satellite ER is currently located will become vacant.

The Kenyon House is located on the Muhlenberg Campus at the intersection of Randolph Road and Park Avenue (Block 13, Lot 38.01). The new 11,970 square foot facility will include a satellite emergency department, out-patient medical services, diagnostics services, and hospital community outreach programs. On the second floor of the Kenyon House, there is an existing dialysis center with 18 treatment stations that will remain unchanged. Other improvements and

additions to the site include an 890 square foot garage for two emergency vehicles, a free standing drive-up canopy, an expanded shared entrance driveway off of Randolph Road, construction of a dumpster area enclosure, and provisions for an emergency generator, landscaping, and signage.



Proposed Kenyon House Redevelopment, Plainfield Planning Board

Muhlenberg Campus Redevelopment

Two reports were prepared in 2012 by JFK Health System to evaluate the reuse and redevelopment of the Muhlenberg campus. These reports were the Urban Health Institute's January 2012 report titled "The Feasibility of Reestablishing a Hospital in Plainfield, NJ" and the

Otteau Valuation Group's February 2012 report titled "Summary Market Study Report: Muhlenberg Hospital Campus Site."

The purpose of the January 2012 Urban Health Institute (UHI) report was to evaluate the feasibility of reestablishing an inpatient hospital on the Muhlenberg Regional Medical Center site. UHI reviewed state and national trends that affect the need for hospital beds, reviewed the regional context of the Muhlenberg Hospital service area, and considered the regulatory, economic, and facility needs for establishing a new hospital. The UHI report concluded based on State regulations, there was no data to suggest there is an unmet need for inpatient care in the service area, that area hospitals have accommodated the inpatient census dislocated by the closure of Muhlenberg Regional Medical Center, and that the introduction of additional inpatient capacity in the service area would drive occupancy below 60% at other area hospitals if it were successful in attracting the needed volume to make the new hospital viable.

The report continued to note that the financial viability of a new hospital on the site of the former Muhlenberg Regional Medical Center would be made difficult due to an oversized and outdated existing hospital building that would need to be partially or fully demolished. The report states that the environment in the service area of the Muhlenberg Regional Medical Center cannot support the

development of a new not-for-profit or for-profit inpatient hospital at an acceptable balance or return in a reasonable time.

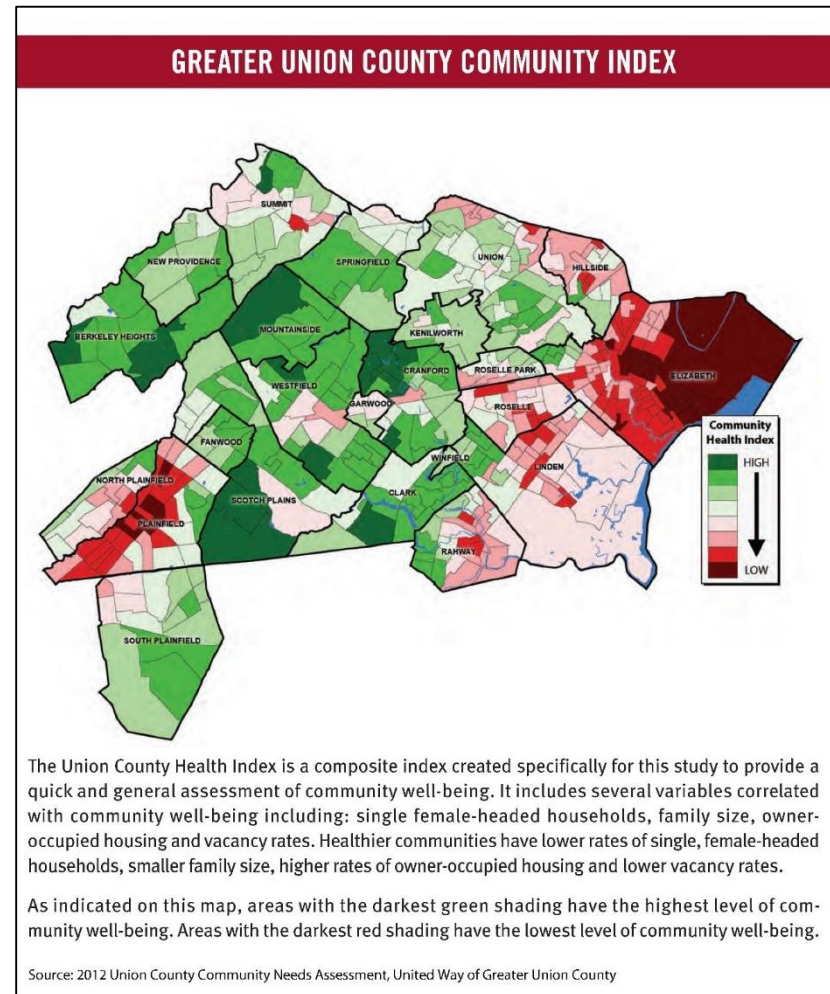
The Otteau report commissioned in February 2012 was prepared for the JFK Health System and developed recommendations for potential redevelopment uses for the Muhlenberg site. The report outlined the highest and best use for the site depicting the feasibility of multi-family apartments and retail spaces as the most appropriate reuse. The report relied heavily on the UHI report stating the non-viability of a new hospital on the site. The Otteau report, however fails to analyze the need for medical related uses in the area such as urgent care centers, specialty and long term care centers, and research operations.

According to the report, rental demand for market rate residential units would come from new household formation, renters by choice, and older age households. In the past few years these groups have migrated towards cities and urban hubs that have connections by transit to employment and recreational activities. This can be seen in New Jersey communities such as Hoboken, Jersey City, Rahway, New Brunswick, and Morristown. The Muhlenberg site is not within an area defined as a transit village and is more than a mile away from the nearest train station. Considerations for the location of the site in relation to these factors have a major impact on attracting the types of people the Otteau report highlights as the primary sources of market demand.

Community Health and Needs Assessment

The City of Plainfield's health is an important part of the overall story of why the community has valued Muhlenberg Hospital and the services it offered. Within the 2012 Union County Community Needs Assessment, sponsored by the United Way of Greater Union County and conducted by Rutgers University School of Social Work, the City of Plainfield is listed as a community of concern, and is one of two cities in the County with entrenched challenges. These challenges include poor school performance, high drop-out rate and unemployment rates (particularly among unskilled workers), concerns about violence and gangs, and greater need for but less access to a variety of health services.

The City of Plainfield in 2008 had a birth rate of 20.8%, the highest in Union County, with North Plainfield following closely at 17.9%. This is in contrast to the percentage of expectant mothers receiving prenatal care. In 2008 Plainfield had the lowest prenatal care percentage, (62.1%) out of all the municipalities in Union County. The neighboring municipality, Fanwood, had the highest with 95.5%. Adult substance abuse and HIV/AIDS cases were also a concern within the Assessment. Plainfield, in 2010, had the second highest rate of adult substance abuse treatment admissions in the County with 14.7 per 1,000. HIV/AIDS cases in 2010 were also the second



highest in Union County, with a total of 1,167 cases of residents living with HIV/ AIDS reported.

In 2011, Plainfield's rate of Child Maltreatment Reports was 57.93 per 1,000. This was the second highest rate in Union County. The Greater Union County Community Index, which includes several variables correlated with community well-being including single female-headed households, family size, owner occupied housing, and vacancy rates, scored Plainfield as medium to low. The neighborhood surrounding the Muhlenberg campus scored significantly better than the rest of Plainfield, with a medium rating.

Case Studies: Hospital Closings

According to the New Jersey Hospital Association, 26 hospitals within the State of New Jersey have closed since 1992. Eight hospitals are currently or have already gone through bankruptcy proceedings. The greatest proportion of closings occurred in the last decade and many have been repurposed as other types of medical facilities, have been converted to residences and/or assisted living facilities, or have been demolished all together. County owned and managed Specialty Hospitals have seen repurposing as well throughout the State. Many of which, including the Runnells Specialty Hospital in nearby Berkeley Heights have been sold to the private sector to be kept as specialty hospitals or redeveloped.

The case studies describe an array of hospital facilities throughout the State of New Jersey and include the size of the closed hospital, year it opened and closed, and the description of the facility and its current state of reuse. In summary:

- 33% of the hospitals case studied went into bankruptcy proceedings before being repurposed.
- 90% of the hospitals case studied retained some form of healthcare on site after closing.
- 10% of the hospitals case studied were redeveloped with residential units after closing.
- 33% of the hospitals case studied reopened or remained hospital facilities.
- 45% of the hospitals case studied were redeveloped into medical malls.

Barnert Hospital, Paterson, NJ

- Location: 680 Broadway, Paterson, NJ 07514
- Size: ~300,000 square foot facility, 236 Beds
- Year Opened: 1908
- Year Closed: May 30, 2008
- Description: Barnert Hospital was a full-service facility in the Eastside section of Paterson, NJ offering perinatal care, family care services and an outpatient infusion unit treating high risk pregnancies and hematology-oncology patients. Its operations were scaled back in its last years of operation due to serious financial difficulties. The hospital sought Chapter 11 Bankruptcy protection in August, 2007. After bankruptcy proceedings that resulted in no buyers for the facility, the hospital closed officially on May 30, 2008.
- Historic Attributes: None
- Reuse: Following Barnert Hospital's bankruptcy, the facility was purchased by Community Healthcare Associates and reorganized as a 'medical arts complex.' The new owners completed a \$25 million renovation and state that the building is 97% occupied as of April 2014. The facility has 300+ parking spaces, is open 24/7, and is equipped with emergency power generation. The complex has a diverse mix of national and local tenants including: Ambulatory Surgical Centers, Urgent Care Centers, Diagnostic Laboratories, Pharmacies, Dialysis Centers, Sub-Acute & Rehabilitation Centers, Sleep Centers, Breast Centers, Oncologists, Diabetes Counseling, Physical Therapists, Substance Abuse Centers, Home Healthcare Agencies, Women's Health Centers, Vocational & Employment Training, and Primary Care & Specialty Physicians.

Mercer Hospital, Trenton, NJ

- Location: 446 Bellevue Ave, Trenton, New Jersey
- Size: 344 Beds
- Year Opened: 1895
- Year Closed: 2011
- Description: Capital Health Systems Mercer Campus, as the hospital was called in the 1990's was closed in 2011 as a consolidation effort by the hospital system to make way for a \$540 million state-of-the-art facility in suburban Hopewell. A satellite emergency room remained open at the site until 2013.
- Historic Attributes: Certain Buildings on the campus date back to the 19th century, however no designation has been made by the National Register of Historic Places, or has been deemed a historic building by the City.
- Reuse: In 2010, a neighborhood planning effort was undertaken to prepare a master plan for the hospital site. In 2013, Global Life Enterprises purchased the shuttered Mercer Hospital. Slated for a 2015 opening, the 650,000-square-foot campus, which dates back to the 19th century, will re-emerge as a health and wellness center, with plans for an adult medical day care facility, a spa and possibly a yoga center. The complex already has a few tenants, including a smoking-cessation center, a child advocacy group and doctor's offices.

Virtua West Jersey Hospital, Camden, NJ

- Location: 1000 Atlantic Avenue, Camden, NJ 08104
- Size: 222 Beds
- Year Opened: 1885
- Year Closed: In-Patient Hospital closed in 2001, ER and outpatient services remain open
- Description: West Jersey Hospital opened in 1885, for the purpose of giving relief to the sick who were poor. It bore the name of "Camden Homeopathic Hospital and Dispensary Association," and was the first successful attempt in Camden to establish an institution which would offer treatment to "worthy persons unable to employ a Homeopathic physician." It was intended for women especially. In October 1998, Memorial Health Alliance and West Jersey Health System merged to create Virtua Health, the largest healthcare provider in South Jersey. In 2001 Virtua closed its inpatient hospital in Camden, then opened an outpatient family care and emergency services center.
- Historic Attributes: The main hospital building dates to early 20th century, however the building is not on the National Register of Historic Places, or deemed an historic building by the City.
- Reuse: Virtua Camden, as West Jersey is now called, is a comprehensive outpatient medical facility serving Camden and surrounding communities with complete health care for the entire family. Offering both primary medical and dental care for adults and children of all ages, Virtua Camden is committed to preventive care and improving the overall health of its patients and community members. When specialized care is needed, Virtua Camden offers extensive expertise in everything from cardiology to wound care.

Runnells Specialty Hospital of Union County, Berkeley Heights, NJ

- Location: Berkeley Heights, New Jersey
- Size: 344 Beds
- Year Opened: 1912
- Year Closed: Still Open (Sold in 2014)
- Description: Runnells Specialty Hospital was a county owned specialty hospital for long term care and psychiatric care. Since 2011, the Hospital had been struggling financially, having a \$13.5 million deficit in 2013. The County is reported to have spent nearly \$30 million from 2012-2014 to subsidize the facility. Similar facilities throughout the State have been sold into the private sector including Burlington (2012), Camden (2013), Cumberland (2011), Essex (1996), Hudson (2002), Mercer (2010), and Salem (2009). Many of these specialty hospitals still operate as long term care facilities owned and operated by private entities.
- Historic Attributes: None
- Reuse: In 2014, Union County entered into an agreement with a private management company to sell the hospital for \$26 million. The sale included a 99-year deed restriction requiring that the hospital remain a long-term care facility. A certain number of beds were also reserved for Union County residents in the agreement.

Columbus Hospital, Newark, NJ

- Location: 495 N 13th St, Newark, NJ 07107
- Size: 175 Beds
- Year Opened: 1934
- Year Closed: June 6, 2008
- Description: Columbus Hospital was founded in 1934 by the Italian community in Newark's North Ward. In 1999 the hospital became part of the Cathedral Health System. Cathedral Health System closed the hospital on June 6, 2008 amongst a series of hospital closings throughout Newark.
- Historic Attributes: None
- Reuse: In 2010, the hospital building was repurposed as the 66 bed Columbus Long Term Acute Care Hospital. The facility, the largest of its kind in New Jersey, is a specialty hospital, intended for critical-care patients who don't respond to short-term treatment in general hospitals and require an average 25-day stay due to their dependence on ventilators or who are suffering from multi-organ failure.

Pascack Valley Hospital, Westwood, NJ

- Location: 50 Old Hook Road, Westwood, New Jersey
- Size: 291 Beds
- Year Opened: 1959, Reopened: 2012
- Year Closed: November 21, 2007
- Description: Pascack Valley Hospital opened on June 1, 1959, as an 86-bed community hospital. It grew to 291 beds and in 2005, completed construction on a new 4 story addition to the hospital. This caused the hospital to incur an additional \$80 million in debt. This, combined with several years of operating losses, forced the owner, Well Care Group, to seek a buyer. In November 2006, Hackensack University Medical Center (HUMC) entered into a memorandum of understanding with PVH to acquire the hospital, with plans to keep the facility operating as a full acute-care hospital. Ultimately, Pascack's agreement with HUMC fell through, and on September 24, 2007, the hospital filed for Chapter 11 bankruptcy. On November 21, 2007, the facility stopped providing medical care, and the administrative remaining departments closed shortly thereafter.
- Historic Attributes: None
- Reuse: On October 1, 2008, HUMC opened up a satellite emergency department. In February 2012, approval of the Hackensack University Medical Center (HUMC) application to open a fully functioning hospital on the site of the former Pascack Valley Hospital. The new hospital, named Hackensack UMC at Pascack Valley, has 128 beds and is a for-profit facility. The hospital features all private patient rooms, a state-of-the-art obstetrical unit, an intensive/critical care unit, five operating rooms, one special procedure room, and a cardiac catheterization laboratory.

Kennedy Memorial Hospital, Saddle Brook, NJ

- Location: 300 Market Street, Saddle Brook, NJ, 07662
- Size: 112 Beds
- Year Opened: Unknown
- Year Closed: 1992
- Description: Kennedy Memorial Hospital in Saddle Brook, NJ operated as an acute care osteopathic hospital until 1992. Originally owned by the North Jersey Osteopathic General Hospital Organization it was sold to the Kennedy Health Care Foundation in Stratford, NJ in 1985. Kessler Institute for Rehabilitation leased the top two floors of the four story hospital building and ultimately bought the building in 1992, when the hospital was closed.
- Historic Attributes: None
- Reuse: Kessler Institute for Rehabilitation bought the hospital in 1992 and converted it into its Saddle Brook campus. It currently operates 112 beds and specializes in stroke rehabilitation, brain injury rehabilitation, amputation rehabilitation, neurological conditions, including Multiple Sclerosis, ALS and Parkinson's disease, joint replacement, and orthopedic trauma.

Greenville Hospital, Jersey City, NJ

- Location: 1825 John F Kennedy Boulevard, Jersey City, New Jersey
- Size: 100 Beds
- Year Opened: 1898
- Year Closed: 2008
- Description: The hospital became part of Liberty HealthCare System, Inc. in 1990, when it joined Jersey City Medical Center and it's Family Health Center as partners in community care. In 1991, Greenville re-established itself as a center of community pride for patients, as inpatient services and outpatient care was strengthened. In 2008, Liberty HealthCare System closed the facility after citing losses of \$3 million a year.
- Historic Attributes: None
- Reuse: In 2012, Community Healthcare Associates bought Greenville Hospital in Jersey City for \$1 million, renovating it as a medical mall with out-patient services. It will reopen in 2015.

Zurbrugg Hospital, Riverside, NJ

- Location: Riverside, New Jersey
- Size: 175 Beds
- Year Opened: 1915
- Year Closed: 1995
- Description: Zurbrugg Memorial Hospital was an acute care community hospital in Riverside, a small community outside of Philadelphia. The hospital featured an intensive care and coronary unit. In the 1990's the hospital was owned by Graduate Health Systems.
- Historic Attributes: None
- Reuse: In 1995, the site and building became the "Crossing of Riverside", a 55+ independent living facility. In 2005 the facility closed and the buildings were demolished in 2010.

Existing Neighborhood Characteristics

Existing Conditions

Existing conditions have been analyzed and summarized for the study area and neighborhood surrounding the Muhlenberg Hospital site. The environs around the hospital campus are referenced as the neighborhood area, which is shown on the Study Area and Environs Map. Census Tract 397, bounded by Woodland Drive to the east, Prospect Ave and West 9th Street to the north, Central Avenue to the west, and the city's border with the Borough of South Plainfield to the south is used to gather background demographic data about the neighborhood and is the smallest delineated area with such data for this neighborhood.

Campus Physical Attributes

The Muhlenberg Campus is comprised of 4 parcels, Block 13, Lots 38.01, 38.02, and 38.03, as well as Block 729, Lot 1. The campus is 17.5 acres with an array of buildings and parking lots located along

Randolph Road and Park Avenue in the southeast quadrant of the City. The campus includes the main medical center building, a power house, original hospital buildings, a school of nursing, and a dialysis center.

The approximately 350,000 square foot primary medical center building is located along Randolph Road on Block 13, Lot 38.03, as well as 451 parking spaces scattered in seven separate parking areas. Currently the main medical center building houses the satellite emergency department as well as several small medical department offices. In June 2014, the Plainfield Planning Board approved an application to move the satellite emergency department to the Kenyon House on Block 13, Lot 38.01. Much of the main building is currently vacant (with it all becoming vacant upon the departure of the emergency department). The power house on site is still operational.

Muhlenberg Campus Physical Conditions			
Block, Lot	Lot Size (Acre)	Lot Size (SF)	Current Use
Block 13, Lot 38.01	2.09 acres	91,040 sq. ft.	Kenyon House (Dialysis Center/ Approved Relocation of ER)
Block 13, Lot 38.02	1.77 acres	77,101 sq. ft.	JFK Muhlenberg Snyder Schools
Block 13, Lot 38.03	10.78 acres	469,576 sq. ft.	Main Hospital Building
Block 729, Lot 1	2.97 acres	129,373 sq. ft.	Parking Lot



0 200 400 Feet

Source: NJGIN, NJDOT, NJDEP, 2014
MOD IV Tax Assessment Data

Study Area & Neighborhood Area

Muhlenberg Hospital Study
Plainfield, NJ



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May 2014

Also on Block 13, Lot 38.03 are the original Muhlenberg Hospital buildings. These buildings have not been deemed “historic”, however they hold historic significance to the history of the City of Plainfield dating back to 1903. The historically significant buildings include the hospital main entry building, operating pavilion, and maternity pavilion.

Block 13, Lot 38.01 at the corner of Park Avenue and Randolph Road is the location of the 24,000 (+/-) square foot Kenyon House. Currently on the second floor is a dialysis center with 18 stations. The recently approved satellite emergency department will be located on the first floor along with a newly constructed emergency vehicle garage. The site includes a 52 space parking lot with entrances and connections to the two other lots on Block 13.

The approximately 42,000 square foot JFK Muhlenberg Harold B and Dorothy A. Snyder School is located on Block 13, Lot 38.02 at the corner of Park Avenue and Moffett Avenue. The school includes classrooms, meeting rooms, offices and dormitories on three levels. A parking lot with 97 parking spaces is located on the site with connections to the parking lot located on Block 13, Lot 38.01.

Block 729, Lot 1 consists of a 257 space parking lot with accessory garage structures. The lot is used for student parking from the nursing and medical schools.

Impervious Surface on the Muhlenberg Campus					
Block	Lot	Impervious (acres)	Green (acres)	Total (acres)	Impervious %
13	38.01	1.44	0.65	2.09	68.9%
13	38.02	1.08	0.69	1.77	61.0%
13	38.03	9.38	1.40	10.78	87.0%
729	1	2.73	0.19	2.90	94.1%
Total		14.63	2.93	17.54	83.4%

Source: NJOGIS parcel data, NJGIN aerial imagery, acreages calculate in GIS

Neighborhood Population Composition by Age and Race

According to the 2010 U.S. Census, there were 5,332 residents in the neighborhood surrounding the Muhlenberg campus. The City of Plainfield has an overall population based on the 2010 Census of 49,808 residents. The neighborhood represents almost a tenth of the overall city population (9.3%).

There is a diverse mix of age groups in the neighborhood with almost a quarter (23.6%) of the population between 0 and 19 years of age. The working age population, ages 20-64, makes up 59.7% of the population. The largest cohort is 45-49 years of age (8.7%), with the 40-44 age cohort following closely at 7.9% and the 50-54 age cohort at 7.5%. This signifies an aging baby boomer population within the neighborhood. The median age in the neighborhood is 42 years. This contrasts with the City of Plainfield as whole, where resident’s ages 0-19 years comprise 28.5% of the population, with the largest cohort being under 5 years of age with 8.3%. Resident’s ages 20-40 outnumber residents ages 40-65, 31.1% to 30.9% respectively. This

signifies a larger younger family population within the City as a whole than within the neighborhood.

In terms of race, Blacks and African Americans make up the largest percentage of residents, with 62.5%. The Hispanic population within the neighborhood is 17.3%, followed by whites at 16.7% and Asians at 1.2%. In comparison, the City of Plainfield is similarly predominantly Black and African American, at 48.3% of its population. This is followed closely by Hispanics at 40.4%, whites at 8.3% and Asians at .9%.

Neighborhood Households

A household is defined as one or more persons, either related or not, living together in a housing unit (i.e. rental apartments, condominiums, houses, etc.). Based on the 2010 U.S. Census, there were a total of 1,808 households in the neighborhood surrounding the Muhlenberg campus, a majority of which consisted of a husband-wife family (42.2%). Non-family households made up a significant portion of the neighborhood with 31%. The average number of persons per household for the neighborhood was 2.81, compared to the City's average of 3.25.

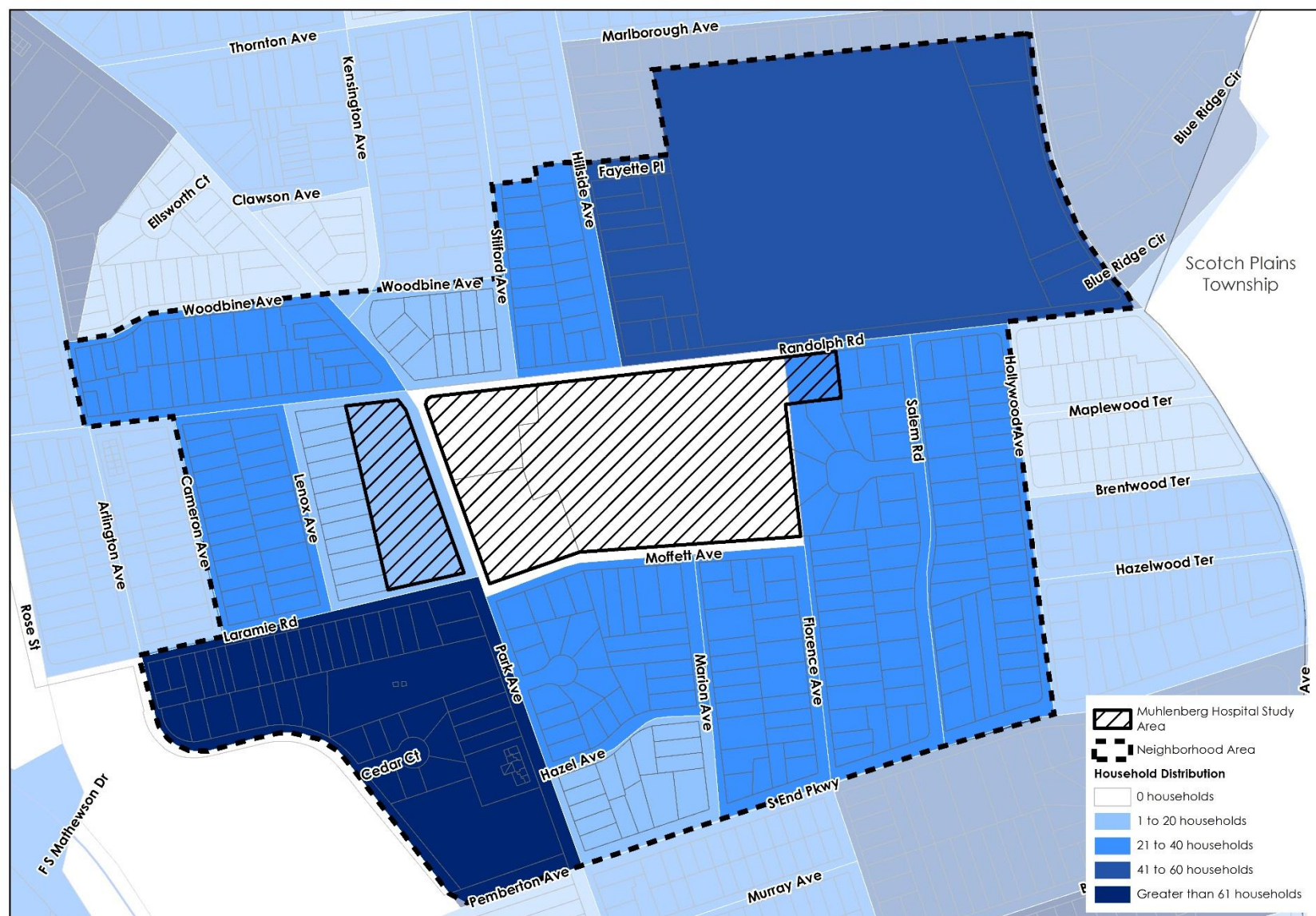
Neighborhood Housing Characteristics

The neighborhood contains 1,931 housing units based on the 2010 U.S. Census. The occupancy rate within the neighborhood (93.6%)

was higher than the City (91.3%). Within the neighborhood, a majority of the units are owner occupied (67.9), as opposed to renter occupied (32.1%). This is in contrast to the City as whole where owner occupied and renter occupied each make up 50% of the total units. Vacant housing units account for 6.4% of the total housing units or 123 units within the neighborhood. In comparison, 8.7% of the City's total units are vacant.

According to the American Community Survey (2008-2012), 57.8% of the homes within the neighborhood surrounding the Muhlenberg campus have 3-4 bedrooms. Only 0.5% of the structures have been built since 2000 and 84.3% were built before 1970. The median value of an owner occupied unit was \$318,500. In comparison, the City of Plainfield had 61.6% of the structures built since 2000 and the median value of an owner occupied unit was \$279,900.

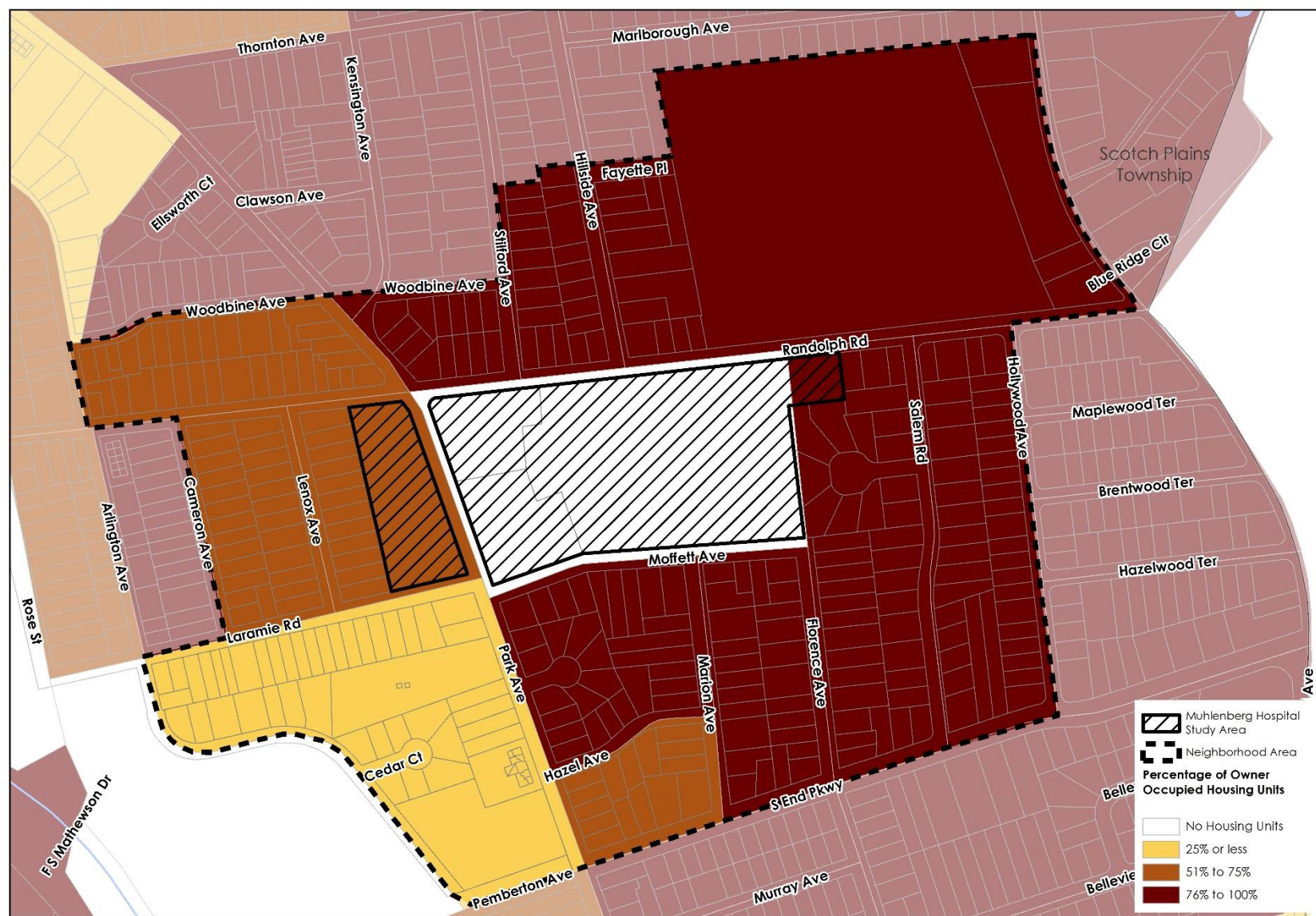
The median gross rent within the City of Plainfield was \$1,135 with 54.1% of renters paying 35% or more of their household income on rent. In comparison, the neighborhood surrounding Muhlenberg campus had a median gross rent of \$1,089 with 51.3% of renters paying 35% or more of their household income on rent. The affordability of housing within the neighborhood and the City of Plainfield continues to be an on-going issue.



Household Distribution
Muhlenberg Hospital Study
Plainfield, NJ



Heyer, Gruel & Associates
May 2014



Source: NJGIN, NJDOT, NJDEP,
2010 Census data

Heyer, Gruel & Associates
May 2014

Neighborhood Income

According to the American Community Survey 2008-2012, the average personal income for the neighborhood was \$93,462, more than \$22,000 greater than the City's average income of \$70,981. The average family income within the neighborhood was \$107,573, more than \$32,500 greater than the City's average family income of \$74,907. The City of Plainfield has 19.4% of its population living at or below the poverty level with 30.3% of those being below 18 years of age. Within the neighborhood, the percentage of people living at or below the poverty level was 7.5%, which was much lower than the City's levels, with only 12.2% of those in the neighborhood being below 18 years of age.

Neighborhood Employment and Commuting

According to the American Community Survey (2008-2012), the City of Plainfield had an unemployment rate of 13.6% compared to Union County's rate of 10.4% during the same time and the State of New Jersey with a rate of 9.5%. The Census Tract surrounding Muhlenberg campus had an unemployment rate closer to the County's average, with 10.3% unemployed.

In the neighborhood surrounding the Muhlenberg campus, the industry of educational services, health care, and social assistance accounted for the greatest percentage of employment with 29.1%

(American Community Survey 2008-2012). Within the City of Plainfield this industry was similarly the greatest percentage of employment, however with a lower market share of 18.3%. Both the neighborhood and City as a whole also shared the second and third most populous industries of manufacturing (13.8% vs. 14.5%) and professional, scientific, management, and administrative and waste management services (11.9% vs. 14%).

A disproportionate amount of workers within the neighborhood commuted via automobile traveling alone at 73.9%. Only 11.2% used public transportation (excluding taxicabs) to get to work. In comparison, within the City as whole, 54.3% of workers commuted via automobile traveling alone, while only 8.4% used public transportation. Within the City of Plainfield, other means of commuting which include biking, privately owned jitney buses and vans, and taxi cabs, provided for 21.2%.

Neighborhood Vehicular Circulation

The Muhlenberg Campus is centrally located along Park Avenue in between Downtown Plainfield and the Borough of South Plainfield. The vehicular circulation around the campus consists of two main categories of streets:

- The main arteries include Park Avenue (Union County Route 531 north/south) and Randolph Road (east/west).

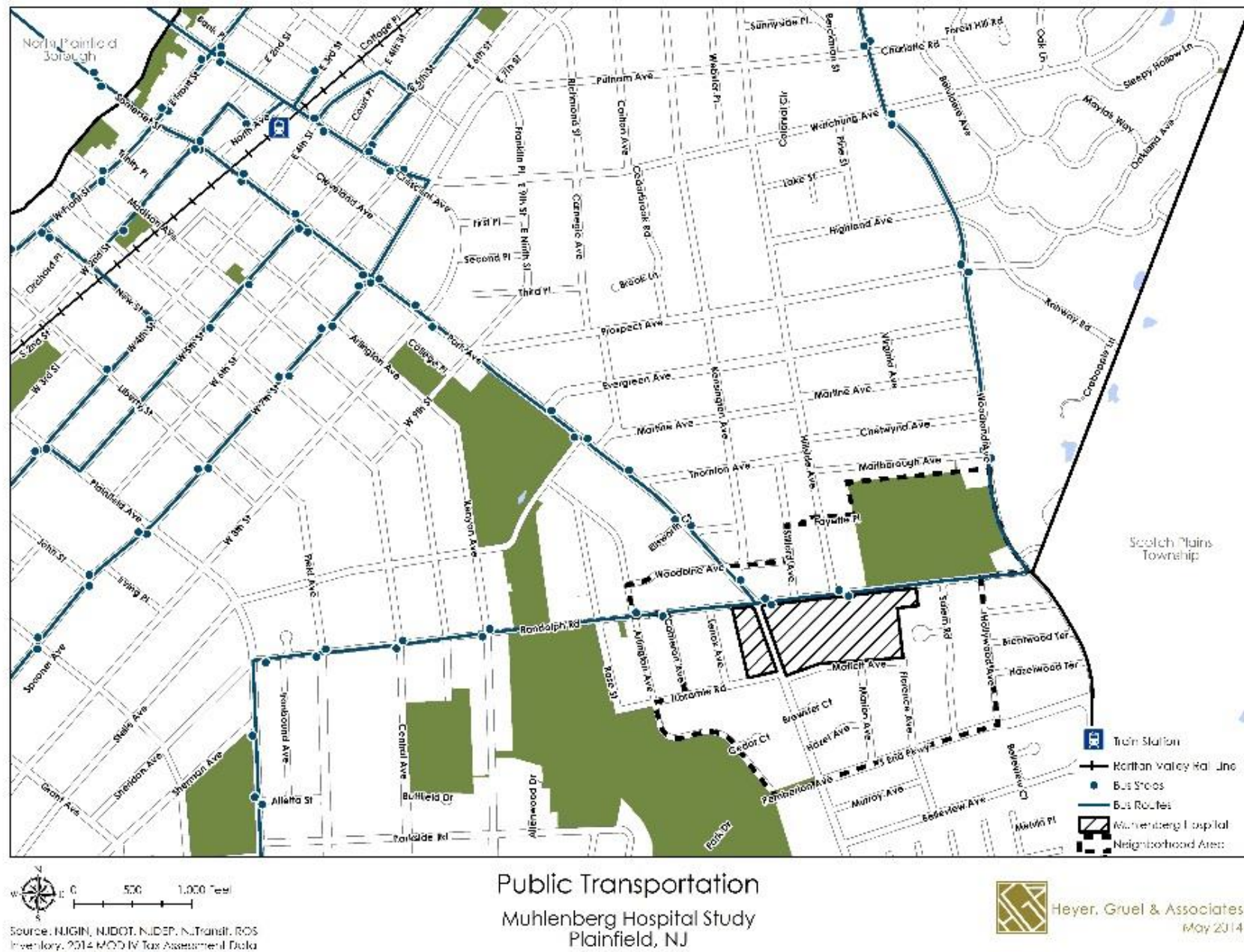


Source: NJGIN, NJDOT, NJDEP, NJTransit, ROSI Inventory, 2014 MOD IV Tax Assessment Data

Circulation Map
Muhlenberg Hospital Study
Plainfield, NJ



Heyer, Gruel & Associates
May 2014





Source: NJGIN, NJDOT, NJDEP, NJTransit, ROSI Inventory, 2014 MOD IV Tax Assessment Data

Distance to/from Rail Station
Muhlenberg Hospital Study
Plainfield, NJ

Heyer, Gruel & Associates
May 2014

- The neighborhood streets include Hillside Ave, Stilford Ave, Salem Road, Moffett Ave, Marion Ave, Florence Ave, Laramie Road, and Lenox Ave.

The streets are in need of minor improvements such as pothole repair, sidewalk repairs and widening in certain places, as well as curb extensions and pedestrian crossings. Several of the intersections need improvements for better pedestrian access specifically at the intersection of Park Avenue and Randolph Road.

Neighborhood Public Transportation

Public transportation within the area consists of NJ Transit bus service (Routes 819/822) along Randolph Road and Park Avenue with stops at the intersection of Randolph Road/Arlington Avenue and Randolph Road/ Stilford Avenue. Route 819 provides service weekdays and Saturdays between Plainfield and Piscataway every hour from 7:30am-6:30pm. Route 822 provides service weekdays and Saturdays between Plainfield and North Plainfield every hour from 7:30am-5:30pm.

Plainfield has been designated a transit village and has several recognized TOD locations throughout the City next to the NJ Transit Rail Stations. The closest station (Downtown Plainfield) is over a mile away (1.2 miles) from the Muhlenberg campus.

Neighborhood Infrastructure

The potable water within the Study Area and throughout the City of Plainfield is owned and maintained by the New Jersey American Water Company (NJAWC). The management, administration, maintenance, and operation of the sanitary sewer service system is through the Plainfield Municipal Utilities Authority (PMUA). The PMUA also is charged with overseeing the solid waste disposal for the City at the Rock Avenue Transfer Station facility.

The City of Plainfield has a significant proportion of potable water and storm water infrastructure that dates to the late 19th and early 20th century. This results in constraints such as limited capacity and the need to rehabilitate older facilities. According to the City's Master Plan, many of the potable water mains have been cleaned and cement lined, with a majority of the hydrants replaced. Water company officials indicate that existing supplies are adequate and anticipate no problems with providing additional water to meet future growth in Plainfield. The average amount of water consumed within the City is ~3.7 million gallons per day.

The City of Plainfield's sanitary sewer system is separate and independent of the City's storm sewer system. The system includes 110 miles of sanitary sewer service lines, According to the City's Master Plan, in 2007 average annual sewage flow from Plainfield was

approximately 3.7 million gallons a day or 3% of the total processed wastewater at the Middlesex County Utility Authority sewage treatment plant (waste water is conveyed by the PMUA to the MCUA for treatment). Any future development may require that the local sanitary sewer system be upgraded in capacity, and developers may need to participate in bearing the cost of the needed improvements.

The City of Plainfield receives its electrical supply from Public Service Electric and Gas (PSE&G) through three transmission sourced substations, one of which is located in the City at South Second Street.

Verizon delivers traditional telephone service systems and Fiber Optic Service (FIOS) through the City, with Comcast delivering digital cable and high speed internet services.

Neighborhood Environmental Conditions

The Study Area is a disturbed, urban area and does not contain any areas of wetlands, floodplains or steep slopes. Cedar Brook and Cedar Brook County Park are the most significant natural resource in the area.

Existing Land Use

The neighborhood surrounding the Muhlenberg campus is a predominantly detached residential neighborhood with professional office, institutional, and recreational uses along Park Avenue as shown on the Existing Land Use map. The following are the key characteristics of the physical, environmental and social conditions of the neighborhood:

- Residential buildings, mostly single-family detached homes
- Scattered professional office and medical buildings on Park Avenue

- Large parcels containing institutional buildings and community facilities with large surface parking lots including the hospital campus, high school, and library.
- Open Space and parks are located throughout the area, however they lack connections to the surrounding neighborhoods

The existing land use within the neighborhood area is detailed as follows:

<i>Land Use Category</i>	<i>Area (Acres)</i>	<i>Area (Percent)</i>
<i>Residential</i>	60.0	55.6%
Residential (Up to 4 families)	59.5	55.1%
Apartments	0.5	0.5%
<i>Institutional</i>	46.0	42.5%
Muhlenberg Campus	17.5	16.2%
Other Exempt Properties	2.7	2.5%
Public Property	2.1	1.9%
Public School Property	21.1	19.5%
Church and Charitable Property	2.6	2.4%
Commercial	1.4	1.3%
Industrial	0.0	0%
Vacant	0.6	0.6%
<i>Total</i>	<i>108.0</i>	<i>100%</i>

Note: Acreages calculated using ArcGIS.

Apart from residential land uses, Muhlenberg Regional Medical Center was the largest institutional use and also one of the largest employers in the City. The most significant open space resource is the Cedar Brook County Park located to the west of the Muhlenberg campus, as well as the Hub Stein Athletic Complex and Fields located along Randolph Road across from the Muhlenberg campus. Along Park Avenue a scattering of professional medical office buildings, residential conversion to medical offices, and assisted living facilities can be found throughout the area.



Source: NJGIN, NJDOT, NJDEP, 2014
MOD IV Tax Assessment Data

Existing Land Use
Muhlenberg Hospital Study
Plainfield, NJ

Heyer, Gruel & Associates
May 2014

Existing Zoning

According to the City of Plainfield Zoning Ordinance and Map, the four parcels (Block 13, Lots 38.01, 38.02, and 38.03 and Block 729, Lot 1) that make up the Muhlenberg campus lie within the Professional Office/ Medical (PO) District. The PO District permits single family dwellings, two-family dwellings, apartments, mixed use residential dwellings, child care centers, offices, medical offices, and hospitals. Within the PO zone, single family units are allowed at a maximum density of 3.4 dwelling units per acre, two family units at 8.7 dwelling units per acre, and apartments and mixed use at 12 dwelling units per acre. A portion of the Block 13, Lot 38.03, on the eastern portion of the site along Randolph Road, lies within the R-3 Low-Moderate Density Residential zone. This zone allows for single family dwellings at a density of 3.5 dwelling units per acre, as well as home occupations and family day care homes as accessory uses.

According to the City's ordinance, a hospital or medical center is an institution providing primary health services and medical or surgical care to persons, primarily inpatients, suffering from illness, disease, injury, deformity, and other abnormal physical or mental conditions and including as an integral part of the institution, related facilities, training facilities, medical offices, and emergency care facilities.

Existing Zoning "As of Right" Table					
Block	Lot	Acres	Residential Type	Allowed	Total "As of Right" Units
13	38.03	10.78	Single Family	3.4 du/acre	36
			Two Family	8.7 du/acre	93
			Apartment	12 du/acre	129
			Mixed Use	12 du/acre	129
13	38.01	2.09	Single Family	3.4 du/acre	7
			Two Family	8.7 du/acre	18
			Apartment	12 du/acre	25
			Mixed Use	12 du/acre	25
13	38.02	1.77	Single Family	3.4 du/acre	6
			Two Family	8.7 du/acre	15
			Apartment	12 du/acre	21
			Mixed Use	12 du/acre	21
729	1	2.97	Single Family	3.4 du/acre	10
			Two Family	8.7 du/acre	25
			Apartment	12 du/acre	35
			Mixed Use	12 du/acre	35

As shown on the existing zoning map, the PO zone extends north along Park Avenue. An R-6, Medium-High Density zone is located on the southwest side of Park Avenue south of the Muhlenberg campus. The R-6 zone permits single and two family dwellings, apartments, townhouses, community residences, nursing homes, assisted living facilities, houses of worship, and senior citizen housing. Home occupations and family day care homes are accessory uses. The residential densities vary and include single family homes at 7.2 dwelling units per acre, two family homes at 8.7 dwelling units per

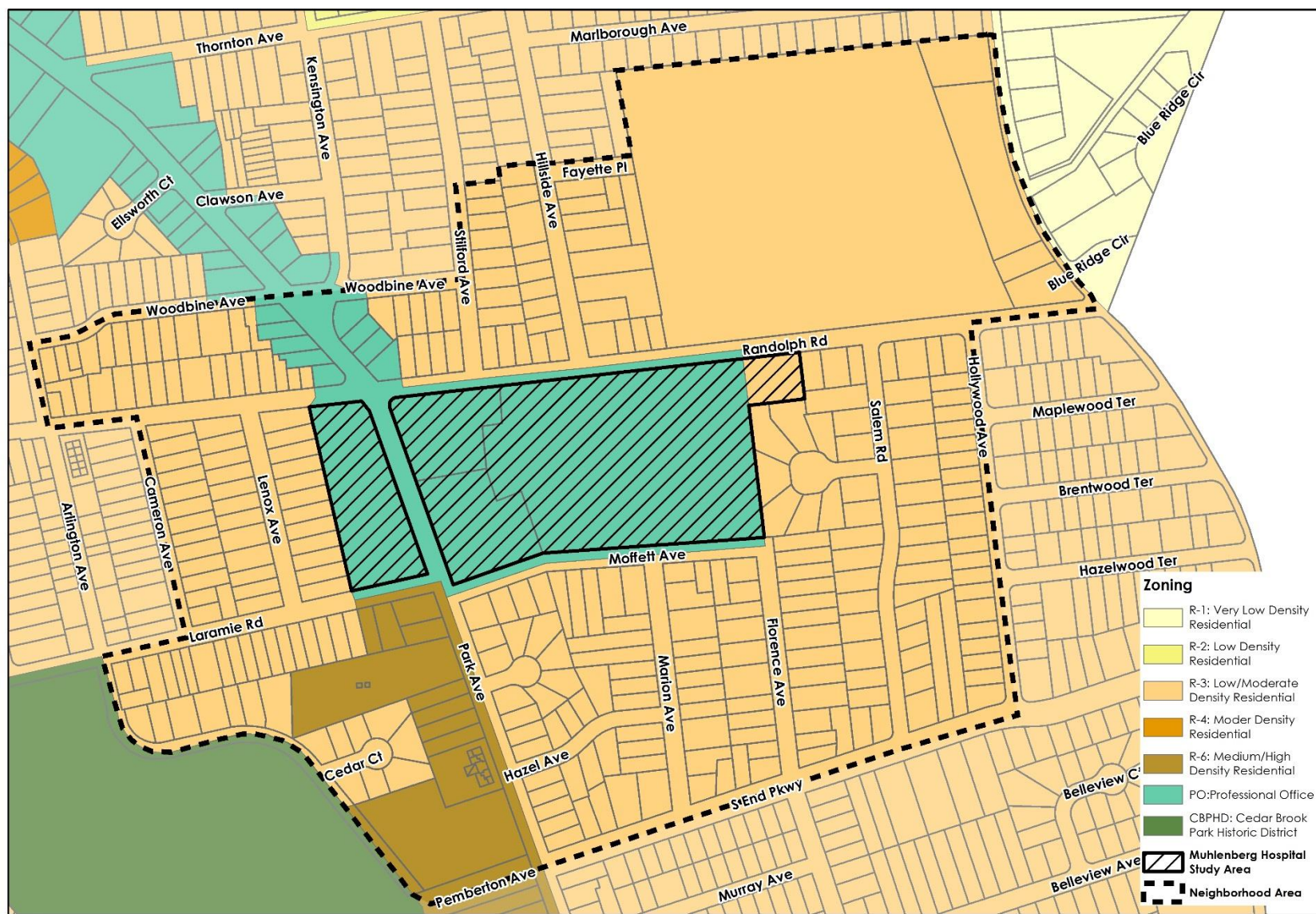
acre, apartments at 12 dwelling units per acre, and townhouses at 10 dwelling units per acre. A majority of the parcels surrounding the site are zoned R-3, Low-Moderate Density Residential.

Use Restrictions- PO Professional Office District		
Permitted Uses		Accessory Uses
PO Professional Office/ Medical	Single- Family dwellings, Two- Family dwellings	None
	Apartments	
	Mixed-Use Residential dwellings	
	Child care centers pre N.J.S.A 40:55D-66.6	
	Offices, including medical offices, Hospital	
	Telecommunications facilities on existing buildings and structures	

District Bulk Zoning Requirements- PO Professional Office								
	Minimum Lot Area	Minimum Lot Width	Minimum Lot Frontage	Minimum Lot Depth	Front Yard Setback	Side Yard Setback	Combined Side Yard Setback	Rear Yard Setback
Professional Office/ Medical Office	10,000 sq. ft.	100 feet	100 feet	100 feet	35 feet	10 feet	20 feet	25 feet
Single-Family	12,500 sq. ft.	100 feet	100 feet	100 feet	25 feet	10 feet	30 feet	30 feet
Two-Family	10,000 sq. ft.	80 feet	80 feet	100 feet	25 feet	10 feet	25 feet	30 feet
Apartment	22,000 sq. ft.	150 feet	150 feet	100 feet	30 feet	25 feet	50 feet	30 feet
Mixed Use	5,000 sq. ft.	50 feet	50 feet	100 feet	10 feet	5 feet	10 feet	15 feet
Hospital	20,000 sq. ft.	100 feet	100 feet	200 feet	35 feet	15 feet	30 feet	25 feet

	Maximum Density	Maximum FAR	Maximum Percent Building Cover	Maximum Percent Total Lot Cover	Max/ Min Number of Stories	Maximum Building Height	Minimum Improvable Area (MIA)	MIA- Diameter of Circle
Professional Office/ Medical Office	N/A	2	40%	50%	3 stories/ N/A	35 feet	3,000 sq. ft.	38 feet
Single-Family	3.4 d.u./acre	N/A	30%	45%	3 stories/ N/A	35 feet	3,400 sq. ft.	41 feet
Two-Family	8.7 d.u./acre	N/A	25%	40%	2.5 stories/ N/A	35 feet	2,400 sq. ft.	34 feet
Apartment	12 d.u./acre	N/A	30%	40%	3 stories/ N/A	40 feet	5,300 sq. ft.	51 feet
Mixed Use	12 d.u./acre	1.8	60%	70%	3 stories/ N/A	35 feet	2,100 sq. ft.	32 feet
Hospital	N/A	2	40%	80%	6 stories/ 2 stories	65 feet	9,600 sq. ft.	69 feet

Off- Street Parking Requirements- PO Professional Office District	
Residential (per RSIS)	
Single Family	2 Bedroom (1.5 spaces), 3 Bedroom (2.0 spaces), 4 Bedroom (2.5 spaces), 5 Bedroom (3.0 spaces)
Two Family	2 Bedroom (1.5 spaces), 3 Bedroom (2.0 spaces), 4 Bedroom (2.5 spaces), 5 Bedroom (3.0 spaces), Values apply to each unit
Townhouse	1 Bedroom (1.8 spaces), 2 Bedroom (2.3 spaces), 3 Bedroom (2.4 spaces)
Apartment	1 Bedroom (1.8 spaces), 2 Bedroom (2.0 spaces), 3 Bedroom (2.1 spaces)
Hospital	2 spaces per bed
Medical Office	1 space per 175 square feet of gross floor area
Office	1 space per 400 square feet of gross floor area



Source: NJGIN, NJDOT, NJDEP, 2014
MOD IV Tax Assessment Data

Zoning
Muhlenberg Hospital Study
Plainfield, NJ



Heyer, Gruel & Associates
May 2014

Relationship to Other Plans

Plainfield Master Plan & Reexamination Report

The Plainfield Master Plan and Reexamination Report were adopted in May 2009. The Master Plan has several objectives that are particularly relevant to the Muhlenberg Campus. These objectives include:

- Objective 1: Existing residential neighborhoods will be preserved to protect and enhance their character.
- Objective 2: Development and redevelopment should be responsive to the needs of the Plainfield community by ameliorating conditions suggestive of physical and economic deterioration, by supporting sustainability, creating economic opportunity and providing a variety of housing. Redevelopment planning is to be implemented in a comprehensive city-wide manner and where appropriate to promote transit oriented design. Further, residential redevelopment should be of a scale that promotes increased neighborhood densities in the TOD areas while reinforcing existing neighborhood character in areas outside of designated TOD areas
- Objective 5: The city should promote a diverse and strong economy with opportunities for employment over a range of

occupational classifications. Further, the city recognizes the need to provide a diverse and productive labor force through partnerships with job training groups, private industry and schools to create new employment opportunities.

- Objective 20: Redevelopment activities undertaken by the City should be consistent with the Master Plan. Further, targeted Areas and redevelopment initiatives should be employed throughout the City in areas manifesting conditions suggestive of economic and physical deterioration.

The plan speaks of Muhlenberg Regional Medical Center in reference to its closing. The Plan states that transportation routes for busses should be altered and expanded to provide service to other regional medical centers in the area. The plan also references the change in how the ambulance squad will provide service and transport to other medical facilities after the closing of the Hospital. Specifically in relation to Muhlenberg Regional Medical Center, the Plan states that the City should:

- Support ongoing efforts to maintain the Muhlenberg facilities as a full acute care hospital with in-patient services.

- Continue to utilize the Muhlenberg facilities as the anchor for surrounding professional office land use pattern.
- Encourage the re-use of any under-utilized facilities by community agencies serving to enhance the overall quality of life for Plainfield residents.

The Plan outlines the events leading up to the closing of the hospital as well as the procedures set forth by then Solaris Health Systems, including how the Satellite Emergency Room would function and the transportation provided by the Health System to other regional medical centers.

The plan recommends several actions be taken by the City in reference to the hospital site.

“The city should focus its efforts on ensuring full occupancy of the facility and tract and not allowing it to become underused or an eyesore. It should use its influence to have Solaris Health Systems relocate other hospital functions from JFK to the Muhlenberg tract. It should insist that the emergency room remain on site permanently in order to provide for area residents and reduce the potential for resident’s life-threatening situations to be compromised by the need to make longer trips to JFK and other hospitals. The medical building will have excess space to site possible service organizations and to possibly assist the City’s needs for additional space for City, community and cultural services stated elsewhere in this report. It is to the City’s advantage that the hospital be recycled for uses which benefit the quality of life for Plainfield residents. The Land Use Element should continue to call out the Muhlenberg facility as the anchor for the surrounding Professional Office land use pattern, which should be expanded as a professional and medical corridor.”

Union County Master Plan

The Union County Master Plan was adopted in June 1998. The Plan is organized into five elements including:

- Introduction, Goals & Objectives
- Demographics
- Land Use Plan
- Circulation/Transportation Plan
- Economic Development Plan

The goal for development in the County is to direct new growth to environmentally suitable areas that can be provided with essential infrastructure and support facilities. The revitalization of urban centers such as Plainfield, is also highlighted. The creation of incentives for research and development firms to expand or relocate to the County is targeted by the Plan.

NJ State Strategic Plan 2011

The Final State Strategic Plan, released in October of 2011, outlines goals and principles for targeting investment and growth in the State of New Jersey. One of the guiding principles of the State Strategic Plan is ‘spatial efficiency’, which will help guide state decision making. “Spatial Efficiency: The State of NJ will place value on the economic, social and environmental benefits of investing in areas where infrastructure already exists in an effort to control long-term costs of public services, re-invigorate existing communities, and protect important natural resources.”

Within the State Strategic Plan several goals are laid out that are significant to the Muhlenberg Campus. These strategies are in relation to targeted economic growth, prioritization of industry clusters, and statewide and regionally significant sectors of industry. The Plan highlights the need to group targeted industries together to maximize collaboration and create knowledge and talent hubs. Two of the industries targeted as significant to New Jersey are Bio/Pharma & Life Sciences and Healthcare.

The State Strategic Plan also identifies Garden State Values, many of which are consistent with this Plan. For instance, Garden State Value

#2 is to prioritize redevelopment and infill development around existing infrastructure, while Garden State Value #3 is to increase job and business opportunities in priority growth investment areas.

The State Plan also notes that priority areas targeted for investment and growth should be those which create compact livable communities that will attract business and workers, and efficiently use infrastructure.

Although the specific areas to be targeted as priorities for investment and growth have yet to be named, the Muhlenberg Campus fits the criteria that are recommended by the State Strategic Plan as an area to be targeted for strategic investment.

Public Outreach

Process Overview

One of the key components of the Muhlenberg Hospital Study was the public outreach process. The Muhlenberg Regional Medical Center was a significant regional facility, and its future needed to be formulated by input from the community that was most affected. The target audience for the public outreach conducted for the Muhlenberg Hospital Study consisted of active resident groups within the neighborhood, the community residents in general, as well as

local community leaders, businesses, and medical representatives. During this process, the stakeholder groups and members of the community were invited to participate in a public visioning and education process. In addition to community meetings, meetings also occurred with community leaders, Mayor Mapp and Council members, representatives from Union County College, representatives from JFK Health Systems, and Assemblyman Green.



The consultants also worked with the City of Plainfield's Economic and Development staff throughout the planning process including discussion meetings and status reports.

Meetings were well advertised through distribution of flyers in the neighborhood and coordination with community advocates. Meetings occurred at local schools throughout the City of Plainfield, including Plainfield High school, Clinton Elementary School, and Emerson Elementary School, and were scheduled during the evening in order to maximize participation.

The meetings also included discussions about the vision for the Muhlenberg campus, issues with the current state of healthcare within the community, and ideas for implementing the common vision. As a result, the potential solutions to community issues and the reuse of the Muhlenberg Hospital site are consensus-driven and reality-based.

The first part of the outreach program was primarily a listening session where residents and stakeholders voiced concerns regarding

the relocation of the hospital, its impact on the community as well as ideas for the reuse of the site. The following are the key issues as identified by the stakeholders during the community meetings conducted in March and April of 2014. Minutes of the meetings are included in Appendix A.



Key Issues

The two most important issues that the community identified repeatedly was their resistance to the 660 luxury residential complex proposed by JFK Health Systems as a development for the site, and the need for comprehensive healthcare facilities within the City, specifically at the Muhlenberg campus. These issues as well as several others were discussed at listening sessions throughout the community.

The neighborhood around the Muhlenberg campus is quiet with many single family homes dating back to mid-century. The historic

nature of the neighborhood as well as the historic buildings on the Muhlenberg campus site are very important to the community. These concerns related directly to the proposed 660 luxury apartment units for the site, which the community felt would congest the surrounding streets, overpopulate the schools, and place a burden on homeowners and property taxes. The residents also questioned the viability of the luxury apartment proposal since the Muhlenberg campus is not in a transit oriented district, near a train station or have a college presence like New Brunswick, which the proposal used as a comparison.

The lack of comprehensive medical services in the City, as well as the distance to get to one of the surrounding hospitals in the area continues to be a concern for community members. The services currently at the Muhlenberg campus, including an ER and dialysis center, were deemed insufficient by the community. This was evident when facts and figures were discussed about health statistics for the City of Plainfield as a whole, as well as the time needed to travel to get to a hospital for expectant mothers and individuals needing medical care. Physical barriers such as congestion and railroad crossings combined with the presence of only two medical rescue



squads for the entire City, were added as concerns by the community as well.

The residents of the community stated that the reuse of Muhlenberg campus should be an economic engine for the City, and that the proposal should be creative and uniquely Plainfield. The need for well-paying jobs and opportunities for Plainfield and surrounding community residents was also highlighted. The community offered several ideas and proposals to what they would want as the re-use for the site. Those include:

- Comprehensive In-patient Acute Care Medical Facility/ Trauma Center (similar to what Muhlenberg Regional Medical Center offered before closing in 2008)
- Medical Mall similar to the Summit Group in Berkeley Heights that would act as a conduit to a major local hospital with an Urgent Care Center and Emergency Room
- Specialty Hospital/ Research Facility for specific illnesses with collaboration from NYC hospitals
 - Cancer Center
 - Chronic Kidney Disease
 - Diabetes & Obesity
 - Alternate Medicine
 - Nutrition and Wellness
- Expansion of the University/College facility (Nursing School) and Medical Training Facility
- Cultural Tourism, i.e. Hospital Museum similar to the ones in Philadelphia and Chicago
- Lecture Hall and Community Gathering Area similar to Centennial Hall
- Integrative and New Age Medicine Clinic
- Supermarket similar to Whole Foods or Trader Joe's
- Assisted living facilities/ medical school student housing

Goals & Objectives

- To implement a strategy to reuse the Muhlenberg Hospital site for a healthcare and wellness campus compatible with the uses, scale, and intensity of the surrounding area.
- To recognize the existing uses on the campus and to allow for appropriate expansion and reuse.
- To encourage the development of a medical mall, and healthcare and wellness related uses in the Healthcare Campus Zone.
- To encourage the preservation, reuse, and incorporation of historical buildings on site into the campus development through incentives rather than restrictions.
- To retain and expand the green frontages along Randolph Road.
- To permit development that is compatible with the adjacent residential neighborhood through setback, buffering, and other zoning standards.
- To permit the development of assisted living facilities and to provide the necessary support services.
- To encourage developers to meet sustainable/ green standards.
- To reserve adequate space for surface parking for a mix of permissible uses with the option of providing structured parking if feasible.
- To promote economic development and broaden the Township's tax base.
- To create zoning incentives that spur development of the healthcare and wellness related campus and attract a diverse array of medical facilities to the site.
- To anchor other medically related uses in the vicinity.
- To prevent adverse impacts upon and competition with the City's TOD areas.

Zoning and Conceptual Design Plan

Proposed Zoning

A proposed zoning plan has been created that will enhance and further promote the redevelopment of the Muhlenberg Campus. The comprehensively planned healthcare and wellness related campus will allow for flexibility through a Planned Unit Development (PUD) as defined by NJSA 40:55D-45.

The proposed zoning includes two zones with separate bulk requirements for the former hospital site. The PUD is recommended for the 10.7 acre parcel (Block 13, Lot 38.03) located in the proposed Healthcare Campus Zone. The Medical and Education Zone includes the remaining three parcels on the site (Block 13, Lot 38.01 & 38.02 and Block 729, Lot 1).



Source: NJGIN, NJDOT, NJDEP, 2014
MOD IV Tax Assessment Data

Proposed Zoning
Muhlenberg Hospital Study
Plainfield, NJ



Heyer, Gruel & Associates
July 2014

Healthcare Campus Zone

Purpose: The intent of the Healthcare Campus Zone is to foster the development of healthcare and wellness related uses within a comprehensively planned medical mall campus. The campus is meant to create a variety of complementary uses and drive economic opportunities within the community. Assisted living is also permitted for a portion of the campus.

Any proposed development would need to evaluate and upgrade, if necessary, the capacity of existing infrastructure.

Permitted Uses:

- Hospitals and medical centers
- Outpatient treatment and diagnostic centers
- Medical related research centers
- Medical laboratories
- Wellness centers
- Health clubs
- Drugstores and medical supply facilities
- Assisted Living facilities (limited to 50% of the maximum total permissible FAR)
- Adult daycare facilities
- Medical related offices including offices and facilities for alternative medical modalities
- Emergency and urgent care facilities
- Museums
- Educational and community centers
- Retail sales and services (limited to 10% of the maximum total permissible FAR; to be located on the first floor only), including restaurants and cafes
- Wireless communication facilities are subject to Plainfield Land Use Ordinance 17:9-54, including those for emergency services.

Bulk Requirements:

- Minimum Lot Area: 10 acres
- Maximum Lot Coverage: 85%
- Building Setbacks:
 - Along Randolph Road: 60 feet (includes the required buffer)
 - Along Moffett Avenue: 150 feet (includes the required buffer)
 - Along East Zone Boundary: 100 feet (includes the required buffer)
 - Along West Zone Boundary: 50 feet (includes the required buffer)
- Maximum FAR: 0.5
- Maximum Height: 45 feet, Assisted living up to 4 stories, Non-residential up to 3 stories
- Buffer Area (no parking is permitted in the buffer area):
 - Along Randolph Road: 50 foot buffer required
 - Along Moffett Avenue: 20 foot buffer required
 - Along East Zone Boundary: 50 foot buffer required
 - Along West Zone Boundary: 20 foot buffer required

Parking Requirements:

- Assisted Living Facilities: 1 space per Unit
- Non-residential uses: 4 spaces per 1,000 square feet of gross floor area

Accessory Uses:

Uses that are incidental and accessory to the principal permitted uses such as:

- Structured and surface parking
- Parks and recreation, open space
- Fencing
- Signage

Historic Structures:

The retention and incorporation into the development of “historic” buildings is encouraged. If the four historically significant buildings identified on site and shown on the Concept Plan are preserved, floor area ratio, parking, and coverage requirements associated with reuse of these buildings shall not be counted to the maximums permitted in the zone.

Medical and Education Zone

Purpose: The intent of the Medical and Education Zone is to support and enhance the existing medical related uses on site.

Permitted Uses:

- Medical related schools and educational facilities
- Outpatient treatment and diagnostic centers (including dialysis centers)
- Emergency and urgent care facilities (including satellite emergency departments)
- Medical laboratories

Bulk Requirements:

- Minimum Lot Area: 5 acres (tract size may include lots separated by a public street)
- Maximum Lot Coverage: 70%
- Building Setbacks: Existing Setbacks from right of way or a minimum of 35 feet, whichever is greater
- Maximum FAR: 0.5
- Maximum Height: 3 stories, 45 feet

Parking Requirements:

All existing and proposed development within the Medical and Education Zone must comply with the following parking requirement. All required parking for the existing and proposed development shall be provided within the Medical and Education Zone.

- Non-residential uses: 4 spaces per 1,000 square feet of gross floor area
- Student Housing: 1 space per unit

Accessory Uses:

Uses that are incidental and accessory to the principal permitted uses such as:

- Medical School Student Housing
- Structured and surface parking
- Parks and recreation, open space
- Fencing
- Signage

Conceptual Design Plan

The conceptual design plan for the Muhlenberg Campus includes a vision for the site that implements the proposed zoning, design standards, and goals and objectives of this Study. This conceptual design illustrates one solution that can be formulated from the proposed standards in this Study. Other design solutions may offer differing results depending on the City's and the site developer's specific intentions.

Proposed in the conceptual plan within the Healthcare Campus Zone is a 120,000 square foot Medical Mall positioned to preserve and reuse the "historic" buildings on the site. The zone also includes an assisted living facility or a medical related uses building with an area devoted to open space. The zone includes 580 parking spaces and an entry plaza and green along Randolph Road.

The Medical and Education Zone within the conceptual plan includes the existing nursing and medical related services school and Kenyon House. On Block 729, Lot 1, a reorganized surface parking lot with 130 parking spaces is proposed with the rest of the parcel being developed with a medical related uses building and 54 parking spaces.

MUHLENBERG CAMPUS CONCEPTUAL PLAN

MUHLENBERG HOSPITAL STUDY, CITY OF PLAINFIELD



Note: For illustrative purposes only.

Design Standards

These design standards shall be considered as site plan standards. Deviations from these standards shall be considered design standard waivers.

General

- New buildings shall relate to public streets and plazas, both functionally and visually.
- The appearance of all sides of buildings is important. It may be desirable to develop alternative entries. Therefore, guidelines for the fronts of buildings shall also apply to other sides.
- New rooftop elements (e.g. HVAC, antennas) shall be screened from the public right-of-way.
- All pedestrian entryways and/or lobbies shall be prominent, well-lit and separate from service entrances.
- All storage of refuse and recyclable materials shall be maintained within the confines of an enclosed building or structure and shall be reasonably accessible for vehicular collection on the site.
- Every effort shall be made to make utilities as visually unobtrusive as possible.

- Meters and access panels shall be integrated with street and building design.
- To the extent permitted by public utilities, transformers and generators shall be located interior to the building, on the roof or vaulted underground within the pavement area of an adjacent street or sidewalk.

Architectural Standards

- The exterior walls of buildings shall not have large blank or featureless expanses.
- The use of real materials, rather than imitations such as brick veneer, is encouraged. Vinyl siding, plastic roof tiles, thin brick veneer or EIFS (Exterior Insulation Finish Systems) are prohibited at ground level and discouraged on upper floors facing public right-of-ways.
- Materials used near sidewalks and adjacent to the entrance shall be durable and compatible with other building materials.
- Air conditioning units should not be placed into windows or any other openings visible from the street. Units located in non-window openings may be permitted if they are screened with a grille within the building wall.

- Foundation exposure shall be limited to a maximum of 36 inches above grade.
- Loading and service areas where required shall be integral to building design and screened from public view. These areas, especially areas used to store garbage, must be fully screened on all sides by fencing and/ or landscaping.
- Chain link fences are not permitted as fencing materials.
- All hipped or gabled roofs ends shall have eaves. Eaves shall be continuous, unless overhanging a balcony or porch.
- Rooftop appurtenances, including architectural features such as spires, cupolas, domes, and belfries, are permitted, as long as their highest points are no more than 15 feet above the maximum overall height of the building, and as long as the total areas enclosed by the outer edges of the appurtenances, measured at the maximum overall height of

the building, does not exceed 10 percent of the total horizontally projected roof area of the building.

- Stairs and elevator penthouses which project above the maximum height of the building shall count toward the 10% allowance. Parapet walls and equipment screens which project above the maximum overall height of the building shall also count toward that 10% allowance.

Sustainable/ LEED Standards

- Green Sustainable building, design (including LEED) and storm water technology shall be incorporated, to the extent feasible.

Landscaping Standards

- All areas not occupied by buildings or hardscape shall be landscaped and/or planted with turf or other groundcover.

Appendix A

Community Meeting Minutes

March 27, 2014 Community Meeting

April 24, 2014 Community Meeting

April 29, 2014 Community Meeting

Plainfield Muhlenberg Hospital Study

Community Meeting #1

Plainfield High School, March 27, 2014

Meeting Minutes

Mayor Mapp- Opening Statements

City Administrator, Rick Smiley- Meeting Guidelines

Susan Gruel, Fred Heyer, and Michael Lawson, Heyer, Gruel & Associates- Listening Session

There were 21 Community members who spoke at this meeting.

Comments, Issues and Concerns voiced by the Community Stakeholders present at the meeting include:

- Plainfield has a richness within its community; a tapestry.
- Plainfield is a proud community with many family ties to Muhlenberg Hospital
- The existing neighborhood around the site is quiet.
- The community believes that maintaining healthcare services in the City is essential.
- The community believes that there is a lack of hospital services in the area with the closing of Muhlenberg Hospital.
- Listening to the community is important.
- Plainfield's seniors are an important demographic within the City. The Senior Center and Health care access are very important.
- The community believes that the proposed 600 residential units will overpopulate the schools.
- Congestion is a major issue along Randolph Road and Park Avenue.
- The community is concerned about the impact the proposed 600 unit development would have on current resident's property tax values.
- Historic significance of the site is important to the community.
- Many buildings on the site might be eligible for Historic Building status including the Old Main Hospital Building, the Operating Pavilion, and the Administration Building.
- Preservation NJ placed the Muhlenberg site on their 10 most endangered buildings list.
- Stakeholders stated that they believed that the site is too large for one use.
- Renters are perceived by the community as being a burden to City homeowners.
- The idea of luxury rentals is out of sync with the current neighborhood characteristics.
- Transportation to medical facilities is an issue.

- A stakeholder used the example of Union, NJ as a good reuse of a hospital site. In Union, healthcare services were maintained and the YMCA opened a health center and clinic.
- Collaboration with other NJ hospitals and surrounding health groups is needed (a variety of entities).
- Distance and travel time to other hospitals is an on-going issue.
- Local medical preparedness is an issue.
- The ER Unit on site is planned to move to Kenyon House.
- Public input and status updates are important to the community.
- The community believes that the redevelopment of the site could spark a renaissance for the City of Plainfield.

- Stakeholders voiced concern if the hospital is not reopened, some people will move away.
- The community believes that the redevelopment of the site will require creative solutions.
- The community believes that the redevelopment of the site should uplift the city.
- Other towns are affected by the hospital closing and may not be represented.
- The site should act as an economic engine for the City.
- Discussion about the City's educational system should be included in the Study and how it can be improved by uses on the site.
- The site should generate revenue to improve the City's schools.
- Foreclosures are an issue in the City.

Several proposals were discussed. These proposals include:

- Medical Mall, conduit to a major local hospital
- Medical Group similar to Summit Group in Berkeley Heights
- Acute Care Center- In-patient facility, ER, birthing unit, Family care, alternative medicine
- Cancer Center
- Assisted Living Residences/ Extended Living Facility/ Rehabilitation Facility
- University/ College facility (medical oriented/ training center)

- Urgent Care facility
- Expansion of Union County College presence on site, expansion of the UCC Nursing School
- Specialty Hospital for Chronic Kidney Disease, Diabetes, Obesity, etc.
- Conference Center/ Research Center/ Cultural Institute
- Hospital Museum
- Specialty Doctor Practices

Plainfield Muhlenberg Hospital Study

Community Meeting #2

Clinton School, April 24, 2014

Meeting Minutes

Susan Gruel, Fred Heyer, and Michael Lawson, Heyer, Gruel & Associates- Listening Session

There were 14 Community members who spoke at this meeting.

Comments, Issues and Concerns voiced by the Community Stakeholders present at the meeting include:

- A general consensus was that the community did not want luxury apartments proposed for the site.
- The community is against high density housing
- Throughout Plainfield there are many existing units that are currently vacant
- The site is not near a train station or in Downtown, therefore is there really a demand for apartments in Plainfield?
- If luxury apartments were proposed there would be substantial demand on the existing infrastructure. The community was concerned if the infrastructure could handle the additional residents.
- The community is concerned about the impact additional residential units would have to an already overcrowded school system. There will be 400 new kindergarten students in the school system next year.
- The community was concerned about the impact additional units would have on property owners and property values.
- There are issues with Hospital transfers and the fees associated with these transfers
- There is a significant issue with the distance needing to travel to other hospitals, including JFK, Overlook, Trinitas and Somerset
- Plainfield needs something unique and exciting on the site that will draw people to it.
- Plainfield needs adequate medical care.
- It is the opinion of many that more than just an ER is needed
- A question was presented: Where do patients come from that frequent JFK/ Muhlenberg ER?
- Historic Building on the campus should be preserved
- The community was concerned about the comparison being made between New Brunswick and Plainfield. They thought that this was not a good comparison.
- The community was concerned about jobs and creating opportunities with good wages
- The existing neighborhood is low density and should remain that way.
- Muhlenberg was the #1 stroke center in NJ in 2008
- What is the timeline for development?

- The community does not want another “doctor in a box”
- There was some confusion about the ownership of the hospital.
- Does the hospital site have tax exempt status?
- Train crossing and construction as a main concern with getting to other hospital facilities

- There are only 2 medical rescue squads in Plainfield that have an increased response time due to the distance to other hospitals.
- Average travel time to other hospitals is 20-30 minutes. It can be longer with traffic.
- There is a need for nurse practitioners

Several proposals were discussed. These proposals include:

- A majority of the property could be a Medical Center similar to Summit Group in Berkeley Heights
- Some kind of Medical presence/ use/ services on site
- Full Service Hospital/ Trauma Center
- Supermarket similar to Whole Foods or Trader Joe’s (considered affordable option)
- Integrative Medicine Clinic for alternative medicine, new age medicine
- Disaster Response Facility due to the sites proximity to proposed pipelines, freight and commuter rail lines.

- Need for lecture hall/ Community gathering place to replace Centennial Hall
- Medical Museum
- Possible for-profit entity
- Acute/Chronic Care facility
- Birthing Center
- 24 hour surgical center
- Small hospital (50 beds)
- Medical Training Facility
- Research Medical Facility
- Satellite NYC medical facility

Plainfield Muhlenberg Hospital Study

Community Meeting #3

Emerson School, April 29, 2014

Meeting Minutes

Susan Gruel, Fred Heyer, and Michael Lawson, Heyer, Gruel & Associates- Listening Session

There were 12 community members that spoke at this meeting.

Comments, Issues and Concerns voiced by the Community Stakeholders present at the meeting include:

- The community is against high density housing on the Muhlenberg campus site.
- There is an issue with violence, especially among younger residents
- Distance to surrounding hospitals is a very important issue to the community, 30+ minutes
- Taxis are not an acceptable form of transportation to hospitals for many residents
- The site should be an economic engine and supply the community with well-paying jobs
- Demographics of Plainfield include many alarming statistics including
 - Lack of prenatal care
 - Percentage of population below the poverty line
 - Violent crime related injuries
 - Lack of access to an automobile
 - HS graduation rates
 - Unemployment rate
 - Substance abuse
 - AIDS/ HIV infections
 - Largest minority population in Union County
- Muhlenberg employed many people not just from Plainfield, but from South Plainfield as well
- The community needs more than just a satellite ER
- An idea to have a helipad was proposed
- The community is very concerned about the historic building on site. It is presumed that these are the oldest hospital buildings in the area and include the operating pavilion and maternity pavilion
- Cultural Tourism and medical history were proposed as strategies for economic growth
- The community made the assertion that impact studies required by the State before and after Muhlenberg closed were not completed
- There is an issue with response times by the two rescue squads in Plainfield due to the distance needing to be traveled to surrounding hospitals
- Where do patients come from that go to JFK and Muhlenberg ER's?
- Several questions about the planning process and scope of the project were asked and answered by the planners.

Several proposals were discussed. These proposals include:

- State of the Art Trauma Center
- Full Service hospital
- Nursing School
- 100 bed acute care center
- Full Service ER
- Medical Museum similar to ones in Philadelphia and Chicago, Cultural Tourism