

CAMDEN STRATEGIC REVITALIZATION PLAN

Prepared For

Camden Economic Recovery Board

Prepared By

**Hammer Siler George Associates - Langan Engineering & Environmental Services, Inc. - Wallace Roberts & Todd, LLC - DMJM+HARRIS
Slade Partners Consulting - Sadat Associates, Inc. - ARD/Government Finance Group - Charles Dilks**

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1. INTRODUCTION

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The State Economic Recovery Board for the City of Camden retained the Hammer Siler George Associates consulting team to prepare a Draft Strategic Revitalization Plan. The team includes Langan Engineering and Environmental, Wallace, Roberts & Todd, LLC, Sadat Associates, DMJM + HARRIS, Slade Partners Consulting, Government Finance Group/ARD and Charles Dilks.

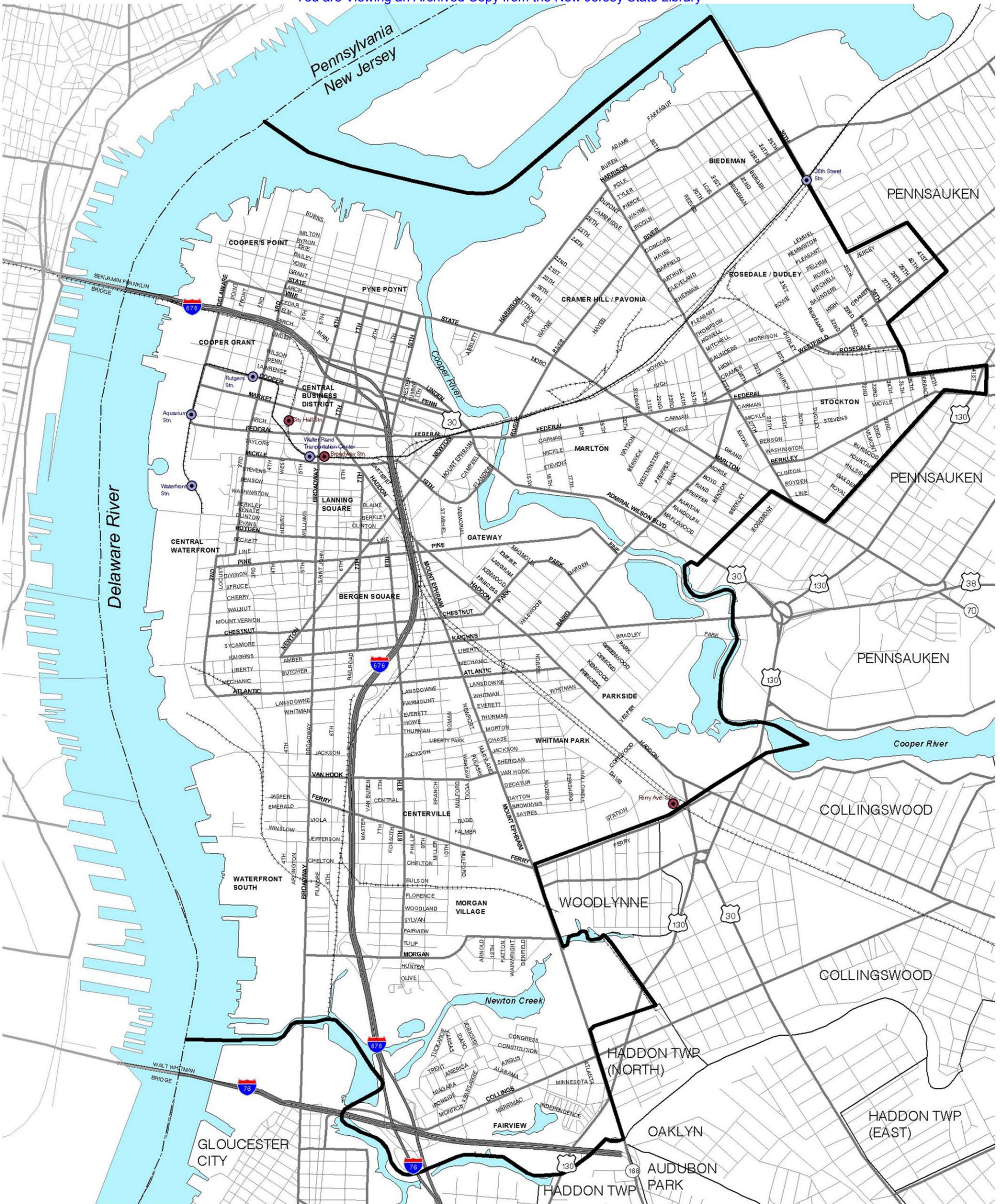
The purpose of the Strategic Revitalization Plan is to provide a blueprint for the economic, social, and cultural revitalization of the City of Camden through the promotion of development and redevelopment in both the downtown business district and residential neighborhoods (Map SP-1).

This legislation also calls for an assessment of the full range of housing choices that may be feasible for the community through rehabilitation or new development, including adaptive reuse. It also calls for strategies to promote economic development (creating jobs for residents of Camden) in all geographic sectors of the City. Such development is necessary to help make the City self-sustaining,

through a healthy base of tax ratables, and a location of choice for residents, employers and visitors.

Our approach has been to review previous development activity in the City; to interview state and local government officials about plans or proposals to improve the City; to review previous plans and reports for revitalizing neighborhoods within the City or geographic sectors of the City; to review market trends and other independent research efforts; and to review the “best practices” of other initiatives addressing similar urban conditions. To this we have added the considerable experience of our consultant team.

This draft Strategic Revitalization Plan is intended to establish goals, formulate strategies, and identify revitalization projects that have a high probability of revitalizing the City. The SRP distinguishes a “revitalization project” from the broader definition of a “project” in the legislation. The SRP definition is focused on physically based projects directed toward development and redevelopment. Such projects should be supported with financial resources by the State of New Jersey, Camden County, and the City of Camden over the next three to five year period. After that period the strategy should be updated to take into consideration the impact of the progress made by that date.



MAP SP-1: CITY OF CAMDEN MAP
City of Camden Strategic Revitalization Plan

Scale 1:25,000 0 2500 5000 Feet



It is recognized that this plan is primarily a “bricks and mortar” investment strategy and it is asserted that this is the best way to realize the City’s economic revitalization in the time frame mandated by the Recovery Act and with the funds that the Act authorizes. Because ERB funds will only account for a small portion of the total funding to be invested in Camden over the next 5 years, additional funding must come from many sources, private and public. The ERB has accepted that public-private partnerships and investments by private entities must produce a return on investment. That suggests that only market driven, place-based capital projects will produce the private investment needed to enhance the tax base and justify contribution of public funds.

Further, to achieve maximum impact with these limited dollars and to meet revitalization objectives, this plan appropriately targets neighborhoods where the market potential is greatest. There must be prioritization of funds for areas defined as “opportunity areas” in this plan.

It is recognized that there are significant human resources and social issues that plague the City of Camden. Yet there are many reasons that compel the use of ERB funds to drive physical investment as opposed to more traditional human investment strategies. While it is

agreed that the rebirth of Camden will require more than a “bricks and mortar” investment, the best way to achieve a parallel social and workforce development strategy is with a City-led effort to develop a comprehensive plan to meet human needs.

State and local government agencies can and should participate and play a key role in developing comprehensive approaches to pressing social issues that will better prepare city residents for the employment, housing and business opportunities to be provided by the successful implementation the Strategic Revitalization Plan. Particular focus should be on a people-based investment strategy for residents of areas where private investment is unlikely in the foreseeable future. Foundation funding and philanthropic support will be critical to assist this planning effort.

The organization of the Community Advisory Committee called for in Section 30 of the Act is also critical to realizing the maximum benefits from investment proposed by this plan. The Committee allows for an intermediary body to guide a comprehensive people-focused strategy that can complement the projects and priorities recommended in this Strategic Revitalization Plan. For example, the Committee can and should be aware of and ready to leverage

programs such as the “Camden Model Project” to develop workforce strategies to increase employment opportunities in the City.

This effort as well as others can assist unemployed residents in obtaining employment or preparing for new jobs through intensive training in language skills, basic education skills and computer training. There are and can continue to be many such synergistic efforts as long as community involvement remains a high priority.

Yet much work is left to be done. The framework and goals of the existing human resource projects should be presented to the Community Advisory Board upon its formation and a review of program progress should be undertaken to determine how they contribute to government and private agency participation in a City-wide social and workforce development strategies.

Still, at the end of the day, only investments in physical and infrastructure can trigger the revitalization that is necessary to create health and well-being of Camden residents. Aspiring and ambitious workers must have homes to live in and businesses to work in. These homes and businesses are physical places and they must be available for the workforce as it develops.

1.1 Definition of a Revitalization Project

An important objective of the Strategic Revitalization Plan is to create a common definition for a “revitalization project.” This is an important tool for the ERB members and constituent entities making funding requests in that there must be a shared and common understanding and sense of the basis for decisions made by the ERB.

To that end, the SRP defines a revitalization project as follows:

A revitalization project is a planned physical improvement that, when completed, will contribute to the economic, cultural, recreational, tourism, social (including housing, parks and community centers) or educational development of the City of Camden. A revitalization project has a specific location within the City and costs associated with its design, construction and implementation. A revitalization project must be capable of being started in two years and completed in four years. A revitalization project will include those mandated by the Municipal Rehabilitation and Recovery Act and may include certified redevelopment projects.

Revitalization projects can involve the construction or rehabilitation of buildings, supporting infrastructure (utilities, streetscape, drainage, etc.) or community facilities (parks, libraries, community centers, etc.). They can also include land acquisition and assembly provided they can be concluded in two years and there is presented a credible financial and development plan for the reuse of the land that can be started within one year after land acquisition. Funds allocated to a revitalization project that does not meet the time requirement will be recaptured and reprogrammed.

For simplicity, the SRP term “revitalization project” is referred to as project in the remainder of this document.

1.2 Public Outreach

The Strategic Revitalization Plan is intended to empower the residents of the City of Camden to improve their quality of life and to demonstrate the commitment of Governor James E. McGreevey and the Legislature to making a difference in Camden. To meet this objective requires public outreach tools that facilitate communication

flowing from the public to the ERB and information flowing from the ERB and administration to the public.

The SRP incorporates the comments, guidance and input from over 80 interviews (listed in Appendix B) with community and state leaders, representatives of neighborhood associations, faith-based communities, major employers and the private development community. The SRP also attempts to respond to interviewees questions about the planning process and project prioritization.

The SRP also provides significant content for the recently launched website designed to guide the public as they learn about the revitalization effort, follow its progress and apply for funding. It becomes a benchmark and milestone that the community can look back on as a new starting point in restoring Camden’s neighborhoods and its economy.

1.3 Project Selection Criteria

The Strategic Revitalization Plan recommends a set of selection criteria that can help the ERB develop an equitable and balanced process for defining and ranking projects for funding consideration. These are discussed in Section 8 and Appendix A of this report.

2. STRENGTHS AND WEAKNESSES

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2.1 Regional Context

In communities across the nation, there is a growing concern that current development patterns, known as sprawl, are negatively affecting the economic and social costs of abandoning infrastructure in the City while consuming the open space and prime agricultural lands at the suburban fringe. Within the Philadelphia metropolitan area cities such as Philadelphia and Camden have been losing population for over five decades, while their suburban areas have been growing by consuming farmland. Just between 1990 and 1995, the Philadelphia-Camden region¹ lost over 12,000 acres of agricultural land. The stability of the region directly depends on the most efficient use of capital investments (both public and private) through the revitalization of existing urban centers, the control of suburban sprawl, and the preservation of the region's rural areas. In order to reverse current trends, urban centers must be stabilized and opportunities must be created to attract new employment and housing markets into existing cities.

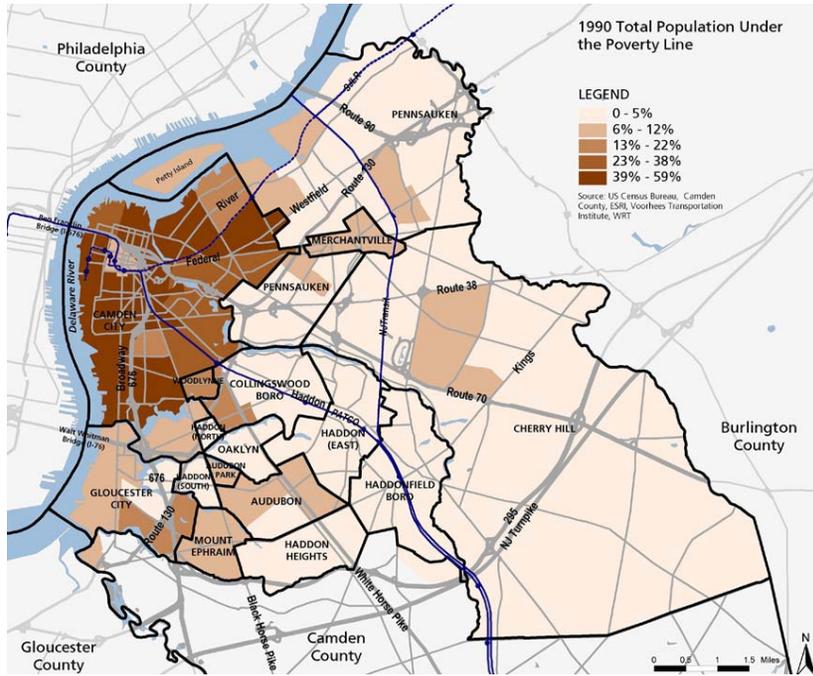
¹ Philadelphia, Bucks, Delaware, Montgomery, and Chester Counties in Pennsylvania; Camden, Gloucester, Mercer, and Burlington Counties in New Jersey.

The City of Camden, an established South Jersey urban center, has served for over a century as a secondary economic and transportation hub for the City of Philadelphia. The City of Camden prospered during strong periods of manufacturing demand and faced distress during periods of economic adversity. Today, the City of Camden is a deteriorated imprint of its past economic vitality. The City's industrial and residential base has been showing a steady decline since the 1950s resulting in the reduction of resources and tax base, and the creation of a highly distressed physical environment². As this trend of deterioration and disinvestment continues, physical and economic distress is spreading beyond City boundaries into neighboring jurisdictions such as Gloucester City, Pennsauken, and Cherry Hill. The change in per capita income data between 1990 and 2000 show a marked decline in areas within and outside Camden's boundaries. For the same period, population under the poverty line has grown well beyond Camden's boundaries. Forecasts for the 2000-2020 period show that the Camden subregion is expected to gain just 1,300 residents and approximately 10,000

² Rutgers University, Camden Campus. Graduate Department of Public Policy and Administration

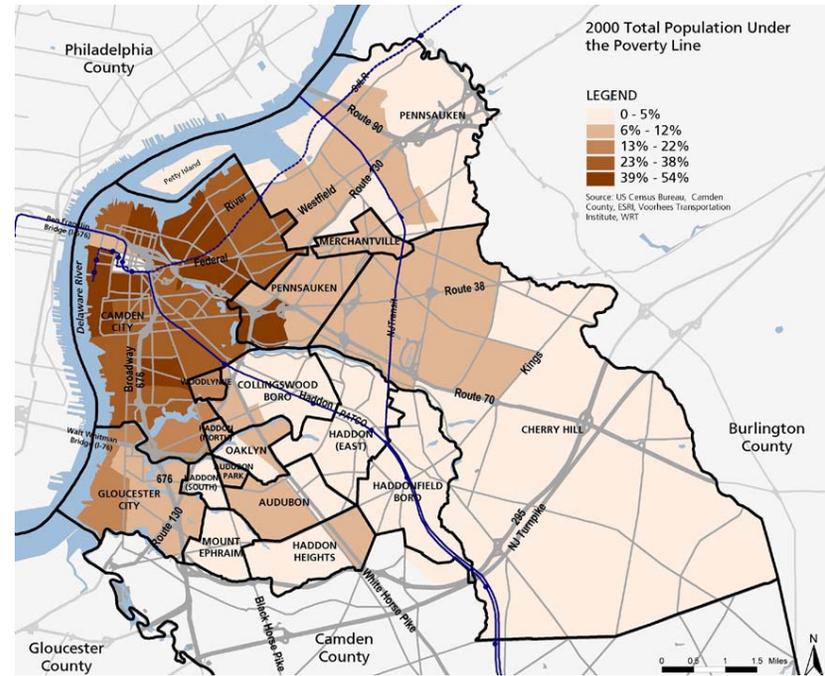
jobs³. Today, municipalities surrounding Camden understand that the problem of the City has become the problem of the region.

1990 Total Population Under the Poverty Line



Source: Camden HUB Strategic Plan, WRT – Walter Rand Institute (2002)

2000 Total Population Under the Poverty Line



Source: Camden HUB Strategic Plan, WRT – Walter Rand Institute (2002)

³ Camden HUB Strategic Plan, WRT – Walter Rand Institute (2002)

The reinforcement of Camden as the urban center for South Jersey can be accomplished by building on local and regional assets, and by encouraging regional and multi-jurisdictional cooperation to address common challenges. These include coordination efforts among County and neighboring municipal Master Plans, the State Development and Redevelopment Plan.

2.2 IDENTIFICATION OF STRENGTHS

Our interviews, field surveys, and review of reports confirmed that the City has a number of strengths that it can use to build upon and attract private investment. These strengths include the City's institutions, waterfront, transportation infrastructure and middle and upper income households. Each of these strengths is discussed briefly below. Those that have a physical aspect are located in the Assets map later in this report.

2.2.1 Institutions

Colleges, universities, and hospitals have long been important to urban and regional economic growth. They have also been one of

the most vital assets for urban communities in advancing the education, health and social service needs of urban residents.

Fortunately, many institutions, especially those located in urban America, have begun to follow the path of enlightened self-interest, recognizing that the economic competitiveness of their communities directly correlates to the health of their institutions and vice versa. These institutions have learned that they have much to gain by partnering with local leaders to improve the economic well being of their communities and are now taking an active interest in economic development. These institutions have learned that they are inexorably tied to the health of their communities and that by initiating new and creative partnerships, they can not only help themselves but also help their nearby neighborhoods and communities.

There are seven higher educational and health care institutions that are major stakeholders in the City. Six of them have coordinated their efforts to promote a strategy entitled, "A Winning Investment for the City of Camden and New Jersey". In addition to these six, Virtua Hospital has developed its own initiative. The seven institutions are:

- Camden County College

- The Cooper Health System
- Our Lady of Lourdes Medical Center, and
- Rowan University
- Rutgers University
- The University of Medicine and Dentistry of New Jersey
- Virtua Hospital

These institutions have formidable strengths upon which to build. They include the following:

- **Real Estate Investment.** The institutions have a tremendous real estate investment in the City of Camden and plan to make a combined additional investment of nearly \$66 million over the next three years. These initiatives will be a major anchor for local economic growth.
- **Job Training/Education.** The six institutions are addressing local and regional work force needs through a variety of educational

programs. In the most recent year, over 8,500 students attended classes, of whom over 1,800 live in the City of Camden.

- **Job Providers.** The six institutions rank among of the largest employers in the City. These institutions report employing over 5,700 people within the City and they report paying \$280 million in yearly wages. In addition, the City is home to 843 of all employees working at these institutions.
- **Purchasers.** These institutions are powerhouses of direct spending within the City, totaling over one-half billion dollars.
- **Health Care Providers.** Health care institutions serve over three-quarters of a million patient visits annually.
- **Knowledge Creators.** These institutions are major recipients of research funding, from which the intellectual property can become the basis for starting new companies. Moreover, the intellectual talent attracted and nurtured by these institutions provides the resources to provide services to start up companies and is a major asset to improve the local business environment. The business incubators/technical assistance programs jointly sponsored by Rutgers and Drexel Universities are one example.

2.2.2 Waterfront

Camden possesses a regionally significant asset in its extensive waterfronts. These include the Delaware River on its western boundary, and the Cooper River and Newton Creek and its tributaries within the City.

The Delaware River frames the downtown on the west and provides spectacular views across the river to Philadelphia. The downtown portion of the riverfront has been the location of very significant public and private investment. South of the downtown, along the Delaware, are economically significant industrial and port-related uses that depend upon river access. To the north of the downtown is a mixture of industrial uses and underutilized riverfront. The Delaware riverfront here could be an important asset to the rebuilding of neighborhoods through targeted use as open space.

The Cooper River flows through the City to the Delaware. The State of New Jersey and Camden County have made large investments in the creation of the Cooper River Greenway. This open space has transformed significant stretches of the river and adjacent lands from their former blighted status to a city and regional open space and

recreational asset. Plans are underway in the City to expand upon this work.

Newton Creek and its tributaries meander through south Camden helping to define neighborhoods, particularly Fairview (a National Register Historic District) and grant open space relief in the urban setting.

2.2.3 Economic Generators

The City is home to a number of regionally significant economic generators. These are entities that are an important employment resource, cause secondary economic benefits through purchases of goods and services, and help to create activity in the City. They include economic generators like Campbell Soup and L3 Communications as well as cultural/entertainment employers like the Aquarium, Tweeter Center, Baseball Stadium and the Battleship USS New Jersey.

2.2.4 Transportation Infrastructure

The City of Camden's significant transportation infrastructure gives it distinct advantages over most other areas of southern New Jersey.

Located directly opposite Philadelphia's central business district, Camden evolved to function as a traditional transportation hub and direct transfer point for crossing the Delaware for the tri-county area encompassing Burlington, Camden and Gloucester counties. While alternative crossings exist, such as the Betsy Ross, Tycony-Palmyra and Commodore Barry bridges, these facilities do not directly access Center City Philadelphia. The Benjamin Franklin Bridge, however, delivers cars and buses directly to Center City from downtown Camden. The Walt Whitman Bridge, just south of the Camden City limits, provides access to the Port of Philadelphia and the regional roadway network heading north, south and west. Within New Jersey, regional highways radiate from Camden to the north, east and south: Routes 30, 168 and Interstate 676 from the Benjamin Franklin Bridge and downtown; Routes 38, 70 and 130 from the Airport Circle in Pennsauken. These routes link the City to the freeway system of Interstate 295, the New Jersey Turnpike and the Atlantic City Expressway. These connections give the City regional access unparalleled on the New Jersey side of the Delaware River.

Further, the City hosts transit facilities that provide a mobility alternative to the automobile, and support community viability. The available transit services also provide mobility for residents not

owning an automobile. The Port Authority Transit Corporation (PATCO), a subsidiary of the Delaware River Port Authority, operates a high-speed rail system that enters Camden from the southeast and continues over the Benjamin Franklin Bridge to downtown Philadelphia. PATCO serves the City at three stations: Ferry Avenue, Broadway and City Hall. The high frequency of service, with trains running every eight minutes or better during the peak travel hours of the morning and evening commute, supports existing and future business and government offices in downtown and in the Ferry Avenue Station area.

The Camden-Philadelphia RiverLink Ferry service provides an increasingly used link between the two waterfronts. In operation from April through December, it provides 40 minute headways between Camden and Philadelphia's Penns Landing. The two cities have collaborated in a joint marketing program that will be directly supported by the ferry service.

At this time, another transit service is quickly approaching its inaugural run. The trains on the Southern New Jersey Light Rail Transit System (the LRT) will enter the City from the northeast and travel into Camden's central business district (CBD) and the Waterfront. Here, it will serve the Rand Transportation Center,

Rutgers University, Rowan University, Camden County College, Cooper Hospital/University Medical Center, L3 Communications, Campbell Field, the Tweeter Center, and many offices and facilities via four stations.

Bus routes, providing both local and express services, converge from throughout the tri-county area at the Rand Transportation Center, thereby connecting to the two rail services. Many of these same bus routes provide direct service to the City along the regional roadway system or indirect service by linking to suburban PATCO stations. Other bus routes provide access within the City from one neighborhood to another, including to the CBD and the Waterfront. Camden is served by a rich and integrated transit system not equaled elsewhere in southern New Jersey.

The South Jersey Port Corporation owns and operates marine port facilities at the Beckett and Broadway Terminals along the Delaware River in south Camden. While, in terms of commodity flows, not the paramount port in New Jersey or Pennsylvania, the Port of Camden is a successful niche operation handling two primary types of commodities, fresh fruit from South and Central America and bulk materials such as steel, wood, scrap material, cocoa, nuts and material for the production of cement. Both rail and truck operations

deliver and distribute shipments flowing through the port. CONRAIL, the reorganized shared asset operator of CSX Transportation and Norfolk-Southern Railroad, runs the rail freight service for the port and most of southern New Jersey.

Camden has the infrastructure for efficient travel of people and goods, across all the modes and for both local intra-city and regional trips. Continuation of the current level of investment to repair and restore, and, in very limited locations expand this system will, over time, assure that the transportation foundation remains intact and ready to support redevelopment and rebirth.

2.2.5 Middle and Upper-Middle Income Households

In a City where the levels of poverty are constantly in the forefront of policy discussions it is important to note that there were still nearly 7,900 households with household incomes above \$35,000 in 2000. These are middle and upper-middle income households who could afford to live in other locations within the region.

The great bulk of these households have incomes between \$35,000 and \$75,000. They pose the greatest threat to the City of Camden if they leave.

As a general rule, it is usually households with incomes above \$35,000 who provide the civic, social, religious, and economic leadership in the City joined by others of lower income who are passionate about improving their neighborhoods and the City.

The table that follows provides a breakdown of households above \$35,000 for the City of Camden. Of the 7,880 households with incomes above \$35,000, 14.7 percent or 3,553 households have incomes ranging from \$35,000 to \$49,999.

Table 1. City of Camden Households with Incomes above \$35,000

<i>Income in 1999</i>	<i>Number</i>	<i>Percent</i>
Households	24,233	100.0
\$35,000-\$49,999	3,553	14.7
\$50,000-\$74,999	2,944	12.1
\$75,000-\$99,000	848	3.5
\$100,000-\$149,999	397	1.6
\$150,000-\$199,999	65	0.3
\$200,000 or more	73	0.3
Total Households with income over \$35,000	7,880	32.5
Median Family Income for City	\$23,421	*****

Source: U.S. Census and Hammer, Siler, George Associates.

Another 12.1 percent or 2,944 households have incomes ranging from between \$50,000 and \$74,999. There are also 535 households with incomes above \$100,000.

2.3 IDENTIFICATION OF WEAKNESSES

The City of Camden has many weaknesses. Among them are the condition of its infrastructure, blight, crime and drugs, limited local government capacity, low skill labor force, limited tax base as well as others. The intent in discussing these weaknesses is not to dwell on them to the point that they become an obstruction to constructive action, rather it is to establish an action agenda of preconditions that must be addressed if the City is to attract private investment. Our interviews established the following as being the key weaknesses of the City.

2.3.1 Infrastructure

Much of the City's infrastructure is old and deteriorated. Portions of the combined sewer system reportedly date back to the late 1800's, while the water system dates to the 1920's. Recent improvements have been limited to emergency-type maintenance and repairs of the deteriorated systems. The cost to rehabilitate the entire water and sewer systems, including separation of the storm and sanitary systems, would likely exceed \$1 billion.

Over 90 percent of the 180 mile-long sewer system was reportedly constructed prior to 1930. The sewer system is primarily a combined system, which conveys both stormwater and sanitary sewage. The City's 28 Combined Sewer Outfalls (CSO) frequently discharge combined sewage directly to the rivers and creeks. Sewer lines are primarily constructed of brick and mortar, which has become fragile with age. Construction and heavy traffic loads on or near the existing sewers often result in sewer collapses. Sewer mains, laterals and inlets often clog due to heavy silt deposits. And, a majority of the eight City-owned pump stations include the original components, which are antiquated and often non-operational.

Sewer clogs and breaks and inoperable pump stations often result in localized flooding of streets, neighborhoods and basements. Citywide surcharging of the storm system occurs during frequent storm events when the Camden County Municipal Utilities Authority regulates the City's discharge to the wastewater treatment plant. Flooding impacts are magnified during high tide, when tide gates (on stormwater outfalls to rivers and creeks) close, preventing both river water infiltration into the sewer system and also stormwater discharge to the river. Odors from flooding of combined sewage and operation of the wastewater treatment plant are reported concerns.

In addition to the extensive sewer system, the City also owns an aged 145 mile-long water network that was reportedly constructed prior to 1930. Water main and lateral leaks and breaks are common throughout the City. Corrosion build-up and sedimentation within the water lines often choke the smaller laterals and house connections. The City has identified over 3,000 residential service laterals that should be replaced because they are lead. Additional lead service laterals likely exist. Many valves and hydrants throughout the City are non-operational.

The water system supply reportedly meets the existing demand, however no excess capacity exists. The incapacitation of the Puchack water treatment plant and several City wells due to high contaminant levels has reduced system capacity by over 6 MGD, nearly 50 percent of the existing daily demand. On-going and planned well and water treatment plant upgrades will increase the available supply back to original levels.

Occasional localized pressure drops within neighborhoods are often experienced as a result of the corrosion of service laterals and small distribution lines. An additional water tank is required in the Fairview area to meet the City's required storage capacity and also to increase system-wide pressures.

The NJ Department of Environmental Protection has been actively working to address environmental issues in Camden. These measures include preparing a comprehensive air toxics study in the South Camden area, working with the State Police to encourage greater enforcement of diesel truck traffic emission standards and prioritizing funding of environmental studies to implement remediation of Brownfield sites.

The Capital Improvement and Infrastructure Master Plan describes a number of completed, ongoing and planned water and sewer priority projects in Camden and recommends the investment of ERB funds to complement these improvements that address water quality concerns. As will be delineated in later sections of the SRP, it is recommended that up to 20%, or \$20 million, of available program funds be reserved for those infrastructure projects prioritized in the Capital Improvement and Infrastructure Master Plan.

2.3.2 Incompatible Adjacent Land Uses

In a city such as Camden, with a long history of development and accretion of land uses over time, it is not a surprise that the current pattern of land use includes a number of incompatibilities that are problematic. One example is the location of intensive service

providers adjacent to uses which target different user groups. Both land uses are necessary, but their adjacency may create difficulties. An example might be the location of drug treatment facilities adjacent to retail stores in the downtown.

Another example is the result of Camden's industrial heritage. There are numbers of blocks and portions of entire neighborhoods in which houses are directly across the street, or property line, from industrial uses. The condition includes direct land use incompatibility such as active industrial or rail use next to houses. It also manifests itself through the intermingling of indirect industrial effects in residential areas, particularly heavy truck traffic.

2.3.3 Visual Blight

Despite the strengths of some parts of the City, large areas are characterized by visual blight. This takes many forms including: vacant parcels (4,078 on record), many poorly maintained; vacant and abandoned buildings, often in dangerous condition; poorly maintained buildings in active use; "informal" dumping of trash, building and demolition materials; unscreened outdoor storage of materials and supplies; poor street conditions; poor maintenance of

street trees, signs, and furniture. All of these factors contribute to a negative visual environment in many portions of the City, one that is not welcoming or friendly. These visual signs of lack of care and attention are a disincentive to potential investors looking for locations to make secure investments with good chances of success. Visual blight also has a negative effect on the daily lives of residents and visitors in the City.

2.3.4 Crime and Drug Addiction

Crime and drug addiction is a major problem in the City of Camden. Key members of the City administration believe that crime is so pervasive that it impacts nearly all of the residents of the City. Given these conditions it will be difficult to retain middle-income families in the City or to attract back people who currently work in the City, but live elsewhere.

In 2002 the Morgan Quinto Press examined the Federal Bureau of Investigation statistics for murder, rape, robbery, aggravated assault, burglary and motor vehicle theft and found Camden to be the most dangerous city with a population between 75,000 and 99,999 in the

United States. The safest city in that category was also a New Jersey city, Brick Township.

Camden traditionally has had a high incidence of assaults, larceny, robberies, and burglaries and the City average has generally been three times greater than the state as a whole.

Crime and drug addiction has also taken a heavy toll on Camden neighborhoods and impacted the perception of the quality of life at some of its institutions. For example, Rutgers University, Camden Campus was identified as one of 25 college communities in the United States with the greatest risk of violent crime.

2.3.5 Limited Local Government Capacity

Local governments traditionally provide police and fire protection, trash collection services, street maintenance, education, public transportation, and the enforcement of housing codes, sanitary codes, health regulations, etc. However, when a city lacks either the management or financial resources to effectively provide these services, the consequences can be severe. There is a general consensus that the City of Camden lacks both the management and

the financial resources to be competitive with other local government jurisdictions within the region.

The inability of the City to provide the most basic services has contributed to the deterioration of neighborhoods, become an obstacle to the collection of property taxes, and has created a distrust of local government on the part of residents. While efforts are underway to remedy these conditions, the absence of adequate financial resources has created serious constraints on local government's ability to fulfill its responsibilities.

In a more strategic sense, the City government has also been lacking in development capacity. There is no Economic Development Department and only an insufficiently staffed Redevelopment Agency. Further there are major deficiencies in development support functions such as zoning administration, building permits, etc. While there are efforts underway currently to correct these deficiencies, the absence of adequate financial resources severely limits what can be accomplished.

To some extent, these deficiencies in development capacity have been made up for by non-profit development organizations such as Coppers Ferry and other neighborhood non-profit groups. However,

there are limits to what such groups can accomplish without the strong support of local government.

This absence of local government capacity is a critical weakness that will have to be overcome if the City of Camden is to become competitive with other jurisdictions in the region.

2.3.6 Low Skill Labor Force

The City of Camden has a population of 79,904 persons. Of this number, according to the Bureau of Labor Statistics, approximately 27,000 are actively seeking work. Table 2 provides a breakdown of potential labor force participants.

Table 2. Camden Population and Potential Labor Force Participants

Population	79,904
Less Population Under 19 Years of Age	30,566
Subtotal	49,338
Less Population over 65 Years of Age	6,090
Subtotal	43,248
Persons Employed or Actively Seeking Work	27,000
Not actively seeking work	16,248

Source: Hammer, Siler, George Associates and U.S. Bureau of the Census, Census 2000

Even without including teenagers under the age of 19 whom wish to work or adults above 65 there are still approximately 16, 248 adults within the city who are not actively seeking work.

For the approximately 27,000 who are employed or actively seeking work, there were just under 23,000 jobs in the City of Camden at the Year 2000 Census. Year 2000 employment is shown by categories in the table below.

Table 3. Year 2000 Employment in Camden

<i>Categories</i>	<i>Jobs in Camden</i>
Education, Health and Social Services	5,735
Manufacturing	3,460
Retail Trade	2,731
Wholesale, Transportation, Utilities and Warehousing	2,066
Finance, Insurance, and Real Estate	1,126
Professional, Scientific, Mgt, etc.	1,958
Public Administration	1,200
Construction	1,079
Other	3,618
Year 2000 Census Total	22,973

Source: U.S. Department of Census and Hammer, Siler, George Associates

Over the last three decades, there has been impressive growth in health and educational services, and in other services, which has

offset the substantial decline in manufacturing and most other sectors.

In the Year 2000, Camden employees were most concentrated in three occupations: services, sales and offices and production, transportation and materials moving, each making up about 25 percent of all workers.

However despite this employment base, the labor force in the City of Camden has an unemployment rate nearly four times that of the unemployment rate for Camden County. This is largely because of the lack of education among persons 25 and older. Given the importance of education in the knowledge-based economy, educational attainment is an indicator of general preparation for a wide –range of job opportunities.

As the table which follows indicates, nearly one-half of persons in the City of Camden who are 25 or older have no high school diploma. This compares with approximately 15 percent for the rest of Camden County. On the flip side of the coin, less than 800 of people over 25 have graduate or professional degrees as compared to nearly 27,000 persons in the rest of Camden County.

The lack of a more highly educated and skilled workforce impedes the ability to more effectively link economic development and community development strategies.

Table 4. City of Camden Educational Attainment, 2000

<i>Jurisdiction</i>	<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>	<i>F</i>	<i>Total</i>
City of Camden	20,929 48.9%	12,243 28.6%	6,198 14.4%	1,086 2.5%	1,498 3.5%	792 1.8%	42,746 100%
Rest of Camden County	44,528 15.4%	94,329 32.6%	55,485 19.2%	17,265 6.0%	50,284 17.4%	27,128 9.4%	289,019 100%

Note: Data includes persons 25-years-old and over.
 Key: A = Less than high school education completed.
 B = High school completed.
 C = Some college.
 D = Associate degree.
 E = Bachelor's degree.
 F = Graduate or professional degree.

Source: Bureau of the Census, U.S. Department of Commerce.

2.3.7 Limited Tax Base

The City of Camden has a very limited tax base due to several factors. According to the City of Camden Multi-Year Recovery Plan for Fiscal Years 2001-2003, “at the same time that \$100 million in ratables was disappearing, almost \$200 million in exempt property

was added.” The net result is that almost one half of the assessed value of property in the City is exempt from taxation. According to the report, “Camden has the smallest tax base (measured as equalized value per capita) in New Jersey, its level about one-half that of other cities, one fourth that of Camden County and only 17 percent of the state average.”

Given this limited tax base and the limited amount of revenue collected, the City has been constrained in its ability to provide effective municipal services and properly maintain its infrastructure. To the extent that the City has been able to address municipal service and infrastructure maintenance issues, it has largely been because of state assistance.

3. RECENT DEVELOPMENT ACHIEVEMENTS

3. SIGNIFICANT RECENT DEVELOPMENT ACHIEVEMENTS

Others have recognized the strengths of Camden and built upon them. Within the last ten years significant investments have been made in the downtown/waterfront area and in the neighborhoods. This section of the SRP identifies the City's major development achievements since 1990 (Map SP-2). They are categorized as one of several types of downtown/waterfront projects, or neighborhood projects.

3.1 DOWNTOWN/WATERFRONT PROJECTS

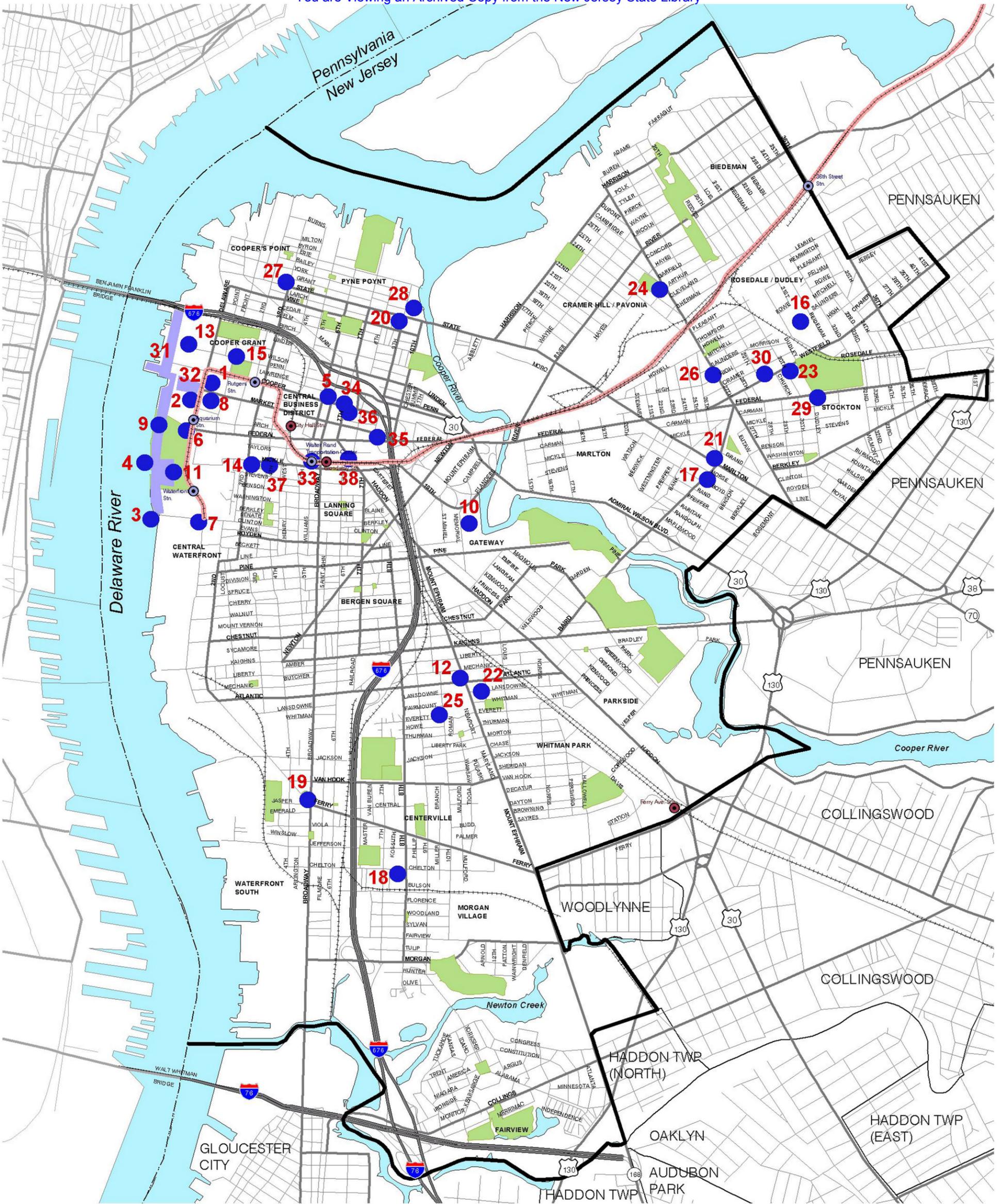
The current strength of the City's downtown and waterfront is the result of many actions and commitments over a considerable period of time. These actions have produced, in recent years, visible results that have begun to leverage other investments and actions that will reinforce each other. The City's Master Plan, *FutureCamden*, presents a vision of the City as the governmental, educational, medical/health care and entertainment center of

southern New Jersey. It views the future of Camden with "... a thriving downtown, revitalized neighborhoods, a vibrant waterfront tourist industry, premier medical and higher educational institutions, specialized business and technology research organizations..." The waterfront and downtown have already begun to achieve that status. In 2002 the area employed approximately 10,300, educated 9,000 students, provided housing for 700 people, and hosted 1,945,000 visitors.

These roles are supported by ready access to regional highways and multi-modal transit facilities including heavy rail (PATCO), light rail (Southern New Jersey Light Rail System), ferry (River-Link Ferry), bus and a multi-modal transportation facility (Senator Walter Rand Transportation Center). Construction has started on the Aerial Tram, linking the Philadelphia and Camden waterfronts across the Delaware River.

3.1.1 Downtown/Waterfront Infrastructure Projects

- South Jersey Light Rail. This line is under construction from the Tweeter Center on the Camden waterfront to Trenton. There will



Legend

- Recent Development Achievements
- Promenade/Pier
- Light Rail Transit

Camden City Development Achievements

- | | | |
|---|---|---|
| <ul style="list-style-type: none"> 1 Aerial Tram Station 2 The Victor Building 3 The Battleship New Jersey 4 RiverLink Ferry Dock 5 Federal Court House 6 One Port Center 7 South New Jersey Performing Arts Center (Tweeter Center) 8 L-3 Communications 9 New Jersey State Aquarium and Camden Childrens Garden 10 Campbell's Soup 11 Waterfront Park 12 Rutgers Univ. Camden Business Incubator (At Virtua Hospital) 13 Cambell's Field | <ul style="list-style-type: none"> 14 Walt Whitman Cultural Arts Center 15 Rutgers Univ. Camden Center for the Arts 16 Westfield Acres (Hope VI) 17 McGuire Gardens 18 Chelton Terrace 19 Heart of Camden Housing (Scattered) 20 Riverview Homes 21 Marlton Gateway 22 Community Links Housing -1 (Scattered) 23 Community Links Housing -2 (Scattered) 24 Arthur's Court Housing 25 Everette Street Housing 26 Stockton Housing (Scattered) 27 Grace Homes 28 Cooper Waterfront Homes 29 Dudley Manor Apartments | <ul style="list-style-type: none"> 30 West Wynne Apartments 31 Waterfront Promenade 32 RCA Pier 33 Walter Rand Transportation Center 34 Camden County College Expansion 35 Camcare Headquarters 36 Leap Academy High School 37 Walt Whitman House 38 State Office Building |
|---|---|---|

MAP SP-2: RECENT DEVELOPMENT ACHIEVEMENTS / LANDMARKS
City of Camden Strategic Revitalization Plan

Scale 1:25,000 0 2500 5000 Feet



be four stations located in Camden including intermodal connections to the proposed Delaware River Aerial Tram to Philadelphia, rail transit to Atlantic City and Philadelphia, the PATCO High Speed Line plus various bus routes and taxis at the Walter Rand Transportation Center.

- Aerial Tram Station. The New Jersey end of the tram that is to cross the Delaware River is under construction at the corner of Delaware Avenue and Market Street. Its Pennsylvania counterpart will be located in Penn's Landing at the proposed location of Philadelphia's Please Touch Museum.
- Waterfront Promenade. Extending south along the Delaware River from the Benjamin Franklin Bridge to Clinton Street, this pedestrian walkway provides views of the Philadelphia skyline and access to visitor attractions. The first phase was constructed between Clinton and Market Streets from 1987 to 2002. The second phase is under construction.
- Downtown Infrastructure Improvements. Substantial improvements have been made throughout the downtown including underground utility replacement and repair, road resurfacing and reconstruction (128 active projects in the last

three years), new sidewalks, street lighting, landscaping, fencing, directional signage.

- RCA Pier. Located at the foot of Market Street, this pier has an estimated 50 parking spaces and is to become a park and multi-family housing project.

3.1.2 Downtown/Waterfront Projects

- The Victor Building. Formerly the home of the Victor Talking Machine Company, this historic building is being rehabilitated and converted to 341 apartments. Located across Delaware Avenue from the Tram Station, units ranging from 1,000 to 1,400 square feet will be available in 2003.
- Parking. During the past eight years an estimated 5,600 parking spaces have been constructed at eight sites in the waterfront planning area.

- The Battleship USS New Jersey was opened at the foot of Clinton Street in 2001. Its functions and history are interpreted for visitors.
- The RiverLink Ferry dock opened at the foot of Mickle Boulevard in 1992 connecting the Waterfront Promenade to Penn's Landing. The ferry operates about eight months of the year.
- Federal Courthouse. This 60,000 square foot facility, located at Cooper and 6th Streets, was opened in 1997. It provides offices and courtrooms.
- One Port Center. This approximately 180,000 square foot office tower, built in 1997, is located at Riverside Drive and Federal Street. It is the home of the Delaware River Port Authority.
- Tweeter Center. This project, also housing the South Jersey Performing Arts Center, was opened in 1995 and includes theaters and office space. Venues include a 150-seat studio theater, 1,600 to 7,000-seat indoor theater, and a 25,000-person capacity outdoor amphitheater. This unique facility is located at Delaware Avenue and Clinton Street, and attracts 650,000 patrons annually.
- L-3 Communications. This private communications systems contractor is housed in two buildings having 525,000 square feet located across Market Street from the Victor Building. These buildings were constructed in 1992. In 2001 the Drexel University business incubator was located in about 20,000 square feet of one of the buildings.
- New Jersey State Aquarium. Located on the Waterfront Promenade at the foot of Federal Street, it features a 760,000-gallon tank and has 500 species of fish. This year-round attraction was opened in 1992 and attracts 550,000 visitors per year, making it the second most popular tourist attraction in the Philadelphia area. Next door is the four-acre Camden Children's Garden which offers educational programs, a carousel, and a scaled-down train.
- Campbell's Soup. In the early 1990's Campbell's Soup built a multi-function campus having approximately 500,000 square feet of building space. It is located on Mickle Boulevard and includes administrative offices, pilot plant, and warehouse buildings.

3.1.3 Downtown/Waterfront Institutional Projects

- Shared Parking Facility. Camden County College, Rowan University and Rutgers University are sharing in a new mixed use parking facility at Broadway and Cooper Streets.
- Rutgers-Camden Business Incubator. This 20,000 square foot facility is located at Atlantic and Mt. Ephraim Avenues in the Downtown at the Venture Health building. It was opened in 2002.
- Campbell's Field. This 6,400-seat baseball stadium, located at Delaware Avenue and Pearl Street, was opened in 2001. It is home to the Rutgers University Scarlet Raptors and the Camden RiverSharks minor league team. Additional Rutgers athletic fields are located adjacent to Campbell's Field.
- Walt Whitman Cultural Arts Center. Established in 1976 as the Walt Whitman International Poetry Center, the Cultural Arts Center includes spaces for the performing and visual arts. It is located on Mickle Boulevard near Third Street. The 175-seat theater hosts readings and education programs. Sculptures in

Johnson Park, which surrounds the Center, were rehabilitated in 1999.

- Rutgers-Camden Center for the Arts. Located on the campus at Front and Penn Streets, this center includes the 660-seat Gordon Theater, opened in 1996, and the Stedman Gallery, opened in 1976.
- New Jersey State Office Building and Federal Court House. These very significant recent investments reinforce the public sector's commitment to the downtown.

These improvements have made the Downtown/Waterfront area and Camden more attractive to visitors and employees. These projects, as demonstrations of concern for the public environment, have inspired hope that some of Camden's neighborhood can be saved if provided adequate financial resources and development capacity.

3.2 NEIGHBORHOOD PROJECTS

Highlighted below are neighborhood housing projects distinguished by their support of the housing needs of the residents of the City and the variety of their forms, locations and financing.

- Westfield Acres. Located at North 32nd Street near Westfield Avenue, this 516-unit HOPE VI project includes single family detached and semi—detached homes for rent and sale. Of the total, 176 units are completed or under construction.
- McGuire Gardens. This 253-unit HOPE VI project was opened in 2002. These rental units are located at Baird Boulevard and Boyd Street.
- Chelton Terrace. Located at Ferry Avenue and 8th Street, Phase I of this 187-unit project, composed of 66 rental units, was opened for occupancy in 2001.
- Scattered Sites. Since 1984 the Heart of Camden Housing Corporation has rehabilitated 115 housing units in the vicinity of Broadway Street and Ferry Avenue in the Waterfront South neighborhood. Federal and City funding, donations, and sweat equity have supported this initiative.
- RiverView Homes. This 16-unit rental project is located at Erie and North 9th Streets. It is under construction.
- Marlton Gateway. This project consists of 65 dwelling units at Baird Boulevard and Marlton Pike. Construction began in 2000 and is expected to be completed in 2004.

4. IDENTIFICATION OF STRATEGIC OPPORTUNITIES

4. IDENTIFICATION OF STRATEGIC OPPORTUNITIES

The identification of strategic opportunity areas is the next step in the process of generating recommendations on how funds that are available to the Economic Recovery Board may be used. However, the identification of these opportunity areas can also help other state, county, or city funding sources in their decision making process. Given our project definition and the relatively short time span of three to five years during which we would expect projects to be funded and started, it is unlikely that all of the opportunity areas listed below can be addressed. Nevertheless they are areas that are critical to the maximization of Camden's potential.

4.1 Camden Neighborhoods

Camden is a city of distinct neighborhoods. By some counts the City has at least 19 separate and distinct neighborhoods that house almost all of the City's population. However, many of these neighborhoods have experienced huge population losses over the

past five decades. The loss of population, combined with changing demographics, has resulted in differing degrees of deterioration among the various neighborhoods.

While some areas of the City and its neighborhoods may be beyond reclamation and require rebuilding, other areas retain sufficient assets that can be built upon (good housing stock, parks, public transportation, etc.) to forge a new Camden.

Later in this report we identify those areas that we believe present the best opportunity for revitalization as well as areas in which land assembling should start taking place to support a rebuilding strategy.

4.2 The Workforce

Despite problems in educational attainment, there is the possibility of harnessing a potential workforce that has excess capacity to support future economic growth initiatives. To meet the needs of the workforce of the future, high school and two-year educational institutions need to work more closely with local business/industry to identify training needs as well as requirements for success in local and regional business arenas. Curricula that match these needs

must be changed over time to ensure a workforce with employable skills.

This effort will also require a renewed emphasis on the development of employability skills, those needed by all members of the workforce without regard to degree or level of employment. Teamwork, responsibility, communication, problem solving, information processing, and adaptability to changing tasks are the core employability competencies most often identified by business/industry representatives.

Much work is underway to help bring Camden's workforce up to the standards necessary to effectively compete in today's marketplace. While additional resources have been programmed to improve the workforce, more needs to be done to achieve objectives of representatives of industry and of educators. Some of these needs may include customized industrial training, contemporary equipment on which to train, uplifting basic skills, increasing science and engineering enrollment, and increasing mid-career training opportunities.

In developing Camden's workforce one should keep in mind that not all jobs require college degrees or a high level of technical training.

Basic job skills and vocational education can serve as an entry to some high performing job sectors. According to the Bureau of Labor Statistics data and projections for select major industries, a substantial portion of the workforce is other than professional, executive and managerial positions, as indicated below.

Table 5. Workforce Allocation for Selected Industries

	<i>Administration and Clerical</i>	<i>Production</i>	<i>Technical</i>
Cable TV	35.7%	32.1%	4.5%
Telecommunications	34.0%	25.0%	4.5%
Computer and Data Processing	18.2%	4.2%	17.5%
Printing and Publishing	20.3%	13.3%	31.0%

Source: Bureau of Labor Statistics, Career Guides to Industries.

Workforce development is both a key need and a strategic opportunity area. While a challenging task, there is considerable benefit in getting people into the workforce and helping them to become upwardly mobile once they have obtained entry-level jobs.

4.3 The Port of Camden

The Port of Camden is a significant source of jobs and revenue in the City. As a significant employer, and a source of ratables, the Port represents an opportunity to improve the economic balance in the City. This opportunity should be maximized and options for various forms of redevelopment financing should be evaluated.

The Port is unique in that it can fund specific capital improvements through the issuance of bonds. As such, many opportunity areas identified for the Port can be self-financed via bonds and lease agreements, and need not be considered for grants or loans under the SRP.

The ability of the Port to generate revenue and new employment is significantly affected by national and international market forces, which are beyond the ability of the EDA, the City, or other entities to greatly influence. However, by making the Port as competitive as possible, the impact of swings in the various commodity markets on the Port may be reduced.

Although efforts are being made to modernize equipment, aging pier structures and inconvenient building and road layouts require a

substantial investment for significant improvements to be achieved. While many capital improvements may be made through bond initiatives, some necessary port-wide improvements are difficult to finance and/or recapture through lease arrangements.

4.4 Local Government

Today, when competition for new private and institutional investment is so intense, a city must not only function well, and be secure, but it must have efficient organizations, with skilled and experienced staff leading its economic development effort. These organizations and staff must have the discretionary resources available to them to provide a competitive financing package.

Attracting private investment and the jobs and tax revenue that investment generates, as well as achieving the quality of life that residents demand, requires an efficient local government that can provide the services they need. Over the years, the quality of local government services has seriously declined in Camden.

Street maintenance, trash pick-up, police and fire response, sewer maintenance and replacement and effectively dealing with storm

water overflow have not met the tests of a well managed city. In addition, the school system is failing to produce an employable and competitive workforce.

This situation is a function of inadequate financial resources for government and a management system that is not yet up to contemporary standards.

The lack of an efficient government precludes the City from capturing its share of the growth and new investment in one of America's strongest metropolitan economies. Camden is located at the very heart of the Philadelphia region, with impressive vistas and good access to the central city's large and vibrant business district. Camden offers very favorable development land costs and more convenient commutes compared to most of the Philadelphia region. Because of this favorable situation, major employers have considered and are considering the City and its downtown as a location.

But potential businesses and investors are unwilling to absorb the added operating costs of providing on their own account many of the services and facilities which would typically be provided by an efficient, well funded local government. And even more importantly,

they dread the uncertainty of a poorly managed city, each day unsure of whether basic services will function, or fail to, and thus reduce the productivity of their most valuable employees.

While the "bright lights" are downtown and in other commercial and employment centers, the economic as well as human heart of the a city remains in its residential neighborhoods. When City services decline, homeowners and neighborhood shopkeepers are resentful and lose their confidence that funds they spend to keep up their property will ever be returned in increased property values when they pass the property on to their children. When they stop reinvesting, property values decline, the taxes needed to maintain services decline, and supplemental state funding becomes ever more essential.

The problem is severe but the answer is clear. The downward spiral of government services/tax revenues/private investment can only be reversed if supplemental funding is provided by the state for a sufficient period for the City to rebuild its tax base. This increased financial support will only have the needed effect quickly if the municipal management system is much more efficient and if the municipal staff is motivated and committed to do the best job possible.

4.5 Education

In August 2002 the City of Camden School District published its Facilities Master Plan. That document identified 22 1st Year Priority Schools¹ designated as new/replacement, renovation/addition, feasibility study, or requiring 5-year Plan Amendments. The estimated approved plan cost is approximately \$436.9 million. The Plan is dedicated to building communities with schools as core elements.

The importance of this nearly \$500 million investment cannot be overemphasized. Three new schools are expected to be completed by 2007 with twelve more in the next three years. In addition, major renovations will be completed at numerous existing schools. The physical improvements will be linked to curriculum and equipment improvements. The program is directly targeted to two weaknesses in the City: low skill labor force and deteriorated neighborhood conditions.

This educational investment is designed to help reduce the gap between educational attainment in the City's labor force and the

¹ Camden School District, Facilities Master Plan: August 21, 2002

skills required by the strongest sectors of the labor market documented in Section 2 of this report. This state commitment is critical to the preparation of job-ready residents in Camden. The SRP makes recommendations regarding support and other initiatives important to take greatest advantage of this extraordinary opportunity.

The second component of the program is to use school investments to leverage neighborhood improvement. New school construction is planned to spark investment and redevelopment in neighborhoods around these schools. The construction projects will help eliminate blight and provide facilities for community building and supportive activities ranging from community center space to after school programs.

4.6 Downtown /Waterfront

The downtown/waterfront area is the seat of the City of Camden and Camden County governmental and judicial systems. Additional public sector and private sector entities, including the Delaware River Port Authority of PA/NJ, have their offices in close proximity to the governmental core.

Major actors in the educational and health care sectors located in the downtown include Camden County College, the Cooper Health System, Rowan University, Rutgers University, the University of Medicine and Dentistry of New Jersey, and the Coriell Institute.

Entertainment resources in the area include the New Jersey State Aquarium, Campbell's Field, Camden County Wiggins Park and marina, waterfront promenade, Tweeter Center, South New Jersey Performing Arts Center, Camden Childrens Garden, Rutgers Community Park and the USS New Jersey.

Building on these powerful anchors, significant commitments have been made by a large number of entities for additional investments in the waterfront and in the downtown. Commitments for future investment include:

- Camden County College – Shared Bookstore, Parking Garage, and Technology Training Center and facility renovations.
- Cooper Health System – Renovation and expansion of adult and pediatric critical care services, trauma operating room and anesthesia care service, campus environment improvements.
- Rowan University – new academic building.

- Rutgers University - Law School expansion, student housing expansion, general campus expansion and improvements.
- University of Medicine and Dentistry of New Jersey – clinical academic building.
- L3 Communications lease renewal and new business incubator.
- LEAP Charter High School.
- Aquarium expansion with retail and restaurants.
- 3D IMAX Theater.
- Three Port Center High Tech complex.
- Extension of waterfront promenade.
- Streetscape improvements – The Interior Gateway Project.

Among the many indicators of the health of the waterfront and downtown is the formation of the Greater Camden Partnership in April 2002. This not-for-profit community development organization's Board of Directors and members represent the range of public, private and not-for-profit sectors in the City. The Partnership's goals include: formulate a feasible vision for Center City Camden, attract private investment, execute specific projects, work with property owners to renew key properties, focus attention on Camden. The Partnership is currently working to develop a special improvement district for the downtown.

Both the existing strengths and commitments for future investments and actions make the waterfront/downtown area an engine of economic activity and a positive image for the entire City.

4.7 Institutional and Spin-Off Enterprises

Both Rutgers University and Drexel University have begun incubator programs tailored to meeting the facility and service needs of start up companies, many of which are capitalizing on intellectual property created in Camden. Although the efforts are early in development, the results have been impressive and commitments for further expansion have been made. Professional incubator management has been attracted to the City for both incubators projects and aggressive marketing efforts to attract more start up companies are being pursued. Plans are underway for the construction of a new incubator facility that will greatly expand the capacity to meet the needs of this important generator of new jobs and businesses for Camden. Most importantly, the graduates from the incubators can be a major source of tenants for the proposed Technology Park in Camden, similar to the University City Science Center in Philadelphia.

4.8 Open Space and Infrastructure

Major capital investments are planned, with many committed, for open space and basic support structure of the city. These will upgrade existing systems and provide new capacity for service and amenity which will attract additional investment. Significant open space improvements have already been made along the Delaware and Cooper Rivers with dramatic impact. Further improvements are in the discussion stage for each of these corridors.

Additional opportunities for greenway/river corridor open space exist along the Newton creek and its tributaries. The large amount of vacant land in the city presents an opportunity for creation of a range of neighborhood open spaces to serve local needs. With careful attention to the ownership and maintenance of these facilities, these spaces should be coordinated with the educational improvements already funded by the state.

Significant investments have already been committed for water and sewer infrastructure improvements. These include new facilities as well as “catch-up” maintenance on existing infrastructure. As these improvements are completed, they will bring to the locations in which

they are made both more reliable service and a clear demonstration of public commitment to the long term viability of the city.

The existing and proposed investments, while impressive, will not be adequate for the level of redevelopment suggested in this Plan. As such, up to 20%, or \$20 million, of ERB funds should be reserved to implement infrastructure projects prioritized in the CI/IMP. State and County resources should be the first source of capital for these projects but necessary and catalytic improvements should not be delayed or deterred by lack of ERB funding.

4.9 Technology Infrastructure

Camden is fortunate to have existing infrastructure in place that will be attractive to high tech companies interested in locating within its proposed “cyber district” and for institutional expansion. The major services required by high tech industries are readily available. Currently, Verizon, Comcast, AT&T and Cavalier (formerly Conectiv) have the greatest fiber optics telecommunications infrastructure in Camden. Between them, they have established a network throughout downtown Camden that incorporates installed fiber, the

main rights-of-way, and conduits for additional fiber that weave through the City and help link the educational facilities, hospitals and surrounding municipalities.

The City of Camden also enjoys a significant wireless presence with eight cellular towers located in multiple locations. With the presence of additional antenna, Camden will be provided with 100 percent coverage. This improves the technology backbone of the City and will contribute to enticing e-commerce businesses to the area.

PSE&G also has extensive underground and aerial cable infrastructure in the City for distributing electrical power. In fact, the downtown area is served by two switching stations that can provide electrical service. Since the two power grids overlap, it is possible to provide electrical power redundancy that is required by high tech companies. PSE&G is willing to help developers and high tech occupants obtain the necessary dual service by providing financial assistance.

Although there need to be improvements and upgrades to the overall networks, Camden is currently in an excellent position with existing infrastructure to meet the telecommunication and electric power needs of technological companies.

5. GOALS OF THE SRP

5. GOALS OF THE SRP

The Strategic Revitalization Plan is a document that will be used by the Economic Recovery Board to guide their recommendations regarding investment in the City of Camden on a year-to-year basis. It is a tool to initiate ERB funding for projects that will catalyze private investment in Camden.

5.1 LONG-RANGE ECONOMIC GOALS

The strategic plan has been developed in the context of two long-range goals. The achievement of these goals is important for the long-term sustainability of the City of Camden. These goals are:

- A. Improve the Tax Ratable Base of the City
- B. Expand the City's Role as a Regional Employment Center

Over the long term the City of Camden must develop a tax base sufficient to support the needs of its residents. While this may not be attainable in the immediate future, it can be achieved longer-term by development policies and incentives that attract private investment

without tax abatements. Additionally, the SRP recommends that the City and ERB utilize program funds to support planning activities in those areas of the City, identified as "Transitional/Future Development Areas" that have not yet developed neighborhood plans or need to revise older plans. Philanthropic support of these planning and civic engagement strategies are encouraged as well.

At the same time, the City of Camden should take advantage of the waterfront, downtown, port, commercial districts, and neighborhood industrial areas to maximize its potential as a regional employment center. Maintaining a substantial base of jobs in the city will increase the possibility that some of the employees will return to the city as residents.

Targeting of Resources

Given the limited resources available through the Camden Economic Recovery Board, it is important that such resources be invested in a manner that can have the maximum positive impact on the City. This can be achieved by making public investments that have either a high probability of attracting private investments or improving the health and safety of Camden residents.

It is in this context that the Strategic Revitalization Plan identifies key opportunity areas. We define these geographic areas as “Key Neighborhood Opportunity Areas” and “Key Employment Opportunity Areas”. They have the best chance of attracting private sector investment by virtue of the quality of the existing environment, past or projected future investment, demographics, or proximity to the downtown and rapid rail infrastructure.

The plan also identifies “Transition/Future Development Areas” in which significant leveraging of private investment is not likely to take place until some of the existing conditions can be improved. However, these areas would still be eligible for funds from the ERB to improve infrastructure, to remove blighted housing conditions, to improve health and safety, and to fund exceptional projects.

The Strategic Revitalization Plan also identifies those programs and projects that will help build a sustainable tax base for the City of Camden.

The purpose of this section of the report is to describe the framework for development and subsequent use of the SRP, especially as it relates to funding decisions by the ERB. Report sections 5.2 and 5.3 describe the relationship of the SRP to the City of Camden Master

Plan and the other major product of this planning effort, the Capital Improvements and Infrastructure Plan.

5.2 GOALS OF THE SRP

Based on an understanding of Camden’s existing strengths, weaknesses and recent development achievements and the City’s strategic opportunities, two related and complementary goals were developed for the SRP. They are:

Goal One: Job Creation Targeted to Camden Residents

The revitalization strategy will seek to direct available resources to economic development activities that will create jobs for Camden residents. This includes both residents seeking better jobs to increase their incomes and residents seeking first time employment.

Goal Two: Housing and Neighborhood Improvement

The revitalization strategy will seek to support initiatives that stabilize selected neighborhoods, improve affordable housing for existing residents, provide market rate housing for residents who do not

qualify for affordable housing, attract city workers as residents and attract students and young professionals to the City.

5.3 RELATIONSHIP TO *FUTURECAMDEN* CITY MASTER PLAN

The *FutureCamden* City Master Plan and the Strategic Revitalization Plan are two very distinct but complimentary initiatives. *FutureCamden* is the overall long-term vision for the City of Camden. It is used by City government to set policy for implementation of future development and redevelopment on a long-term basis.

The City Master Plan is an important tool for SRP development because it provides an overview and assessment of neighborhood plans and an understanding of Camden's neighborhoods' physical assets or perceived deficiencies and the goals for land use redevelopment to achieve an appropriate mix of land uses. The Master Plan is the appropriate guiding document to incorporate neighborhood plans and the city's Planning Board and city government the appropriate entities to affect the zoning regulations required to achieve the vision for the neighborhood.

The SRP, on the other hand, is a short-term tool to be used by the ERB to help allocate certain state resources to projects in Camden. It should be updated every three to five years to respond to changes taking place in the City. The SRP also provides a framework to help guide other strategic investments in the City using appropriate sources of public and private financing.

The SRP has been developed on the premise that *FutureCamden* is a vision statement for the City. That document presents the following goals for the City to provide:

- Opportunities for home ownership and living wage employment enabling residents to steadily climb from poverty to prosperity
- Improved neighborhoods containing new homes, apartments and small businesses owned by community residents
- Neighborhood parks and gardens created from vacant lots
- Access to miles of City waterfront greenways
- New and refurbished schools ensuring that the educational and cultural system in each neighborhood allows every child the opportunity to participate in a variety of activities

- Expanded social services, health care and day care facilities and improved community centers
- Increased public safety to eradicate drug dealers and arsonists

The SRP recognizes that community-based planning activities with resultant neighborhood plans are increasingly called for by funding agencies and as such the SRP supports an ERB policy that requires that projects be consistent with neighborhood based plans and the City Master Plan to be eligible for ERB monies.

5.4 PRIORITIZING THE CAPITAL IMPROVEMENTS AND INFRASTRUCTURE MASTER PLAN

The final purpose of the Strategic Revitalization Plan is to create a framework for prioritizing and recommending ERB funding for projects in the Capital Improvement and Infrastructure Master Plan Report. Such projects will include the reconstruction and improvement of water and sewer facilities, municipal roads as well as other infrastructure elements.

6. REVITALIZATION STRATEGY

6. REVITALIZATION STRATEGY

The revitalization strategy is made up of goals and target activity areas that should be funded to achieve the goals established. The goals are intended to highlight special needs that should be addressed by the strategy. These goals target strategic needs which, if addressed, will help build a strong foundation for future revitalization activities.

There is a considerable body of experience with successful revitalization projects of different types across the country. Appendix C contains examples for commercial revitalization, transportation-related programs, middle income housing, "Main Street" programs, streetscape and open space.

The ERB has defined its investment approach as market driven, place based capital projects. To ensure that revitalization occurs, the City must constitute the Community Advisory Board described in Section 30 of the Act as the appropriate entity to provide a community forum. The primary purpose of this group will be to identify and present suggestions to the ERB, synthesize them in terms of the economic revitalization potential and evaluate them in

terms of related support activities that are both people and neighborhood based. The leadership of the Mayor and COO and their role on the Community Advisory Board will be key to integrating a social and workforce development strategy with the SRP investment strategy.

6.1 GOAL 1: JOB CREATION TARGETED TO CAMDEN RESIDENTS

The major economic function of the City of Camden should be that of a regional employment center. The City currently houses offices of the County government, City government, university and college campuses, health institutions, Campbell Soup, the Port of South Jersey, the Delaware River Port Authority, and high technology companies such as L3 Communications. Given the excess development capacity available in the City's downtown, waterfront, port and other locations, a major initiative should be to capture the value of these assets to develop a major regional employment center.

The Strategic Revitalization Plan supports efforts to increase the number of jobs in all occupational and industry sectors. Such efforts,

if implemented thoughtfully, will build tax base for the City, create a diversified base of jobs for City and County residents, and support the objectives of smart growth.

Therefore, it is within this context that the strategy must consider how the expansion of the City as a regional employment center can best contribute to the revitalization of the City beyond tax base improvements. This can only be achieved by job generation strategies designed to effectively use the close-by City resident labor force. While this may be easier said than done, the net benefits of such use would be to reduce high levels of commuter traffic while increasing expenditure potential in the City's neighborhoods. It is the link required to join economic development with community development.

6.1.1 Problem Statement

In 2000 the City of Camden had a population of 79,904 persons in 24,177 households, with an average household size of 3.03 persons. Approximately 40 percent of the City's population is in the labor force as compared with Camden County were nearly 50 percent of the

population is in the labor force. Much of this difference can be ascribed to conditions of structural unemployment or poverty. With a labor force in the City of Camden of 27,304 actively seeking work, nearly 4,331 workers were unemployed. This generated an unemployment rate of nearly 15.9 percent, almost four times the rate for Camden County as a whole.

More recent data show the problem getting worse. Data available for 2001 show a trend toward the labor force shrinking, the number of unemployed expanding, and the unemployment rate moving up.

Nor is the picture much brighter for those who work. Despite this employment, nearly two-thirds of all households in the City of Camden have household incomes of less than \$35,000. This compares poorly with Camden County where the percentage of households under \$35,000 is only about one third of that of the City of Camden.

Of the 20 census tracts that make up the City of Camden only one census tract has a per capita income of above \$10,000 and twelve have per capita incomes below \$7,000. This compares with a Camden County per capita average of \$29,334 and a State of New Jersey per capita income of \$37,118 in 2000.

The lack of jobs and income by residents of the City has impacted housing values, City tax base, home ownership rates, property maintenance, and the social environment including crime, expenditure potential to support retail and service businesses, and civic involvement.

6.1.2 Target Economic Development Activity Areas

There are several areas in which funds should be targeted in order to build a regional employment base and generate jobs for Camden residents. Among these are the following:

Port of Camden

The Port area includes land and facilities owned by the South Jersey Port Corporation as well as additional lands generally located along the waterfront from south of Wiggins Park and the Tweeter Center to approximately Jackson Street. The Port is an opportunity area distinct from the adjacent waterfront-based tourist and residential areas. Unfortunately, at this time, the Port District is also an eyesore. Included within the Port area are incompatible uses such as the residential area identified as the Terraces. This is not simply a cosmetic issue. Residential areas interspersed with industrial uses

further detract from already disadvantaged residential neighborhoods. Industrial use, if not adequately planned for, can add substantially to traffic problems in the area, and continues to project a negative image of Camden.

Several project opportunities exist that could support the Port's economic growth, as well as address adverse impacts on its neighbors. Assemblage of key parcels of land near the Port should be used to advance a redevelopment strategy that results in "clean ratables" to address health concerns.

Industrial Parks

The creation of industrial parks within the City of Camden could be an important target activity for redevelopment and could be a companion to Port development efforts. It would help to achieve two of the goals of the Economic Recovery Plan – those of job creation and tax base enhancement. Industrial parks offer numerous advantages to their host cities, and often can serve as anchors for economic development by offering substantial tracts of land to industrial employers.

The types of businesses that locate in industrial parks tend to rely heavily on truck traffic, meaning that a large lot size and a location in

an industrialized area are considered to be important assets. Certain heavy industries and multimodal distribution companies also value access to rail transportation for the shipment of bulk freight.

Industrial parks are frequently considered a catalyst for further economic development, due to their ability to attract large employers and to create a marketable economic development product.

Industrial park employers tend to be in the sectors of manufacturing, warehousing, or distribution. All of these sectors employ a diverse cross-section of workers, ranging from laborers to managers. What could further benefit Camden is that many production and material moving jobs (the largest occupation categories) are positions for which an applicant can be trained in a relatively short period. Given Camden's ample labor supply, this could be very beneficial. These are industries that would not only create jobs in Camden, but could also create jobs for Camden residents.

The development of industrial parks would offer many advantages to Camden in achieving the goals of the economic recovery plan. There are numerous opportunities for economic growth within industrial sectors, even though the overall manufacturing sector in

South Jersey, and particularly in Camden, has declined in recent years.

With industrial park offerings, Camden can offer potential industrial employers a quality real estate product, and also promote other advantages, such as an available labor pool, and a central location close to major transportation routes.

Downtown/Waterfront

The downtown/waterfront area of the City of Camden is one of the key assets that the City has to generate jobs. Traditionally, downtown areas have served as the centers for retail trade, commerce, entertainment, and cultural activities. Over the past fifty years, the trends toward suburbanization mushroomed and there has been a decline in these functions. However, recent planning philosophies promoting smart growth (including the State Development and Redevelopment Plan), changes in lifestyle that support more urban locations, and growing shortages of land in the heart of metropolitan areas have changed the market potentials for locations such as downtown Camden if the necessary preconditions requiring a safe environment can be met.

The Camden downtown/waterfront area is in an excellent position to take advantage of these trends. First the downtown is a government center; it houses City and County government as well as state office buildings and the federal courthouse. It is also an employment and education center. As a part of its employment function it houses public authorities, private businesses, and institutions and as a part of its education center function it houses several universities. While over the years its role as an employment center declined, thousands of people in government, institutions, retail and services still work in the downtown.

In addition, with the coming of the Tweeter Center, aquarium and baseball stadium the downtown/waterfront district has developed a strong entertainment role.

These assets, combined with excellent transportation access, are making the downtown/waterfront district more competitive as an employment generator.

While additional work needs to be done, investments made in the area over the past ten years are beginning to change the investment climate for the downtown/waterfront area.

Neighborhood Business Districts

There are a number of neighborhood business districts in the City of Camden. Some of these can be defined as neighborhood nodes, small concentrations of stores that provide for the daily living needs for a close-in community. Others can be defined as community nodes, providing a retail and services complement that appeals to both neighborhood and community trade areas. Some neighborhood business districts can be defined as regional nodes. These may include major streets such as Broadway and Haddon Avenue that include a mix of neighborhood, community, and regional business services.

All of these locations offer job opportunities for people who may not be highly skilled, but who need to be gainfully employed. However, a major problem for some neighborhood business districts is the presence of visible drug dealing and loitering. While drug activity may add expenditure potential and sales support to an area, visible criminal activity or a large number of people milling around with no apparent destination creates a disincentive for legitimate customers to use the area.

It will therefore be critical to target financial resources only to those areas that have a high probability of success. These should be locations in key opportunity areas or where new housing activity is taking place, or the community can be stabilized or when new customers will be created as a result of employment activity.

Support Activities

There is a range of support activities for the job generation activities that should be supported by Economic Recovery Board funds when they meet the approved project definition, or by other funds available from the state, county or City if they are programs rather than projects. Among these support activities are the following:

GED Training

Programs designed to assist residents to obtain their GED. In a city where nearly 50 percent of persons over 25 have not finished high school this is a critical step in preparing them for upward mobility in the labor force.

Skill Training

Programs designed to assist residents in developing specific skills that will make them more competitive in the labor market. Such

training could be in construction, computers, data entry, nursing or any number of skill areas that would contribute to their entry into the labor market, or their upward mobility.

In order for job training to be successful, training projects should be designed with specific target employers and jobs in mind. For example, various sectors with growth opportunities (such as health care, construction, institutions and port related industries) should be contacted by agencies given the role of providing job training services. The user sectors would, either through organizations or individual employers, identify specific job opportunities and make commitment to hire city residents that had passed certain proficiency levels for given job openings. The training entities would then design specific training programs to match prospective employer needs with the skill need of job applicants from Camden.

Job Placement

Programs designed to find jobs for residents of Camden and place residents in the jobs found.

Job placement efforts should work in the same fashion as job/skill training. Organizations representing major sectors should be solicited to determine job opportunities and asked to make

commitments to hire Camden residents in return for providing employee candidates who would have been screened for adequate job skills.

Job Incentives

Incentives designed to encourage the employment of residents of the City of Camden. Consideration should be given to development of real incentives for employers to preferentially hire Camden residents. While existing State programs provide grants for job creation, a different incentive would be needed for employers to be willing to hire Camden residents on a preferred basis. Beyond job training, there is a need to provide added incentives for employers to take risks of hiring workers who may have poor employment history. Grants that would cover several months salary could provide an incentive for employers to give certain Camden residents (those that have a poor employment history) a chance, Legislative action would be needed to create such a program.

Infrastructure Projects

Projects designed to provide basic infrastructure in support of port development, industrial park development, downtown/waterfront development, or neighborhood business district revitalization.

Beautification Projects

Projects designed to improve the physical environment in support of port development, industrial park development, downtown/waterfront development, or neighborhood business district revitalization.

Neighborhood Commercial Revitalization Programs

Programs designed to foster the cooperation of business owners/real estate owners and neighborhood residents in the revitalization of Neighborhood Business Districts.

Business Loan Programs

Programs designed to provide fixed asset or working capital loans for businesses that employ Camden residents.

Improvement Districts

These special districts provide programs and investments to enhance maintenance and security in business districts and can provide employment for residents.

Security Programs

Programs designed to enhance security in the downtown/waterfront area, and neighborhood business districts.

Revenue Allocation Districts

These districts are established by municipalities in order to finance redevelopment projects or infrastructure by issuing bonds or notes secured by the increased tax or revenue that completed project or infrastructure generates.

6.2 GOAL 2: HOUSING AND NEIGHBORHOOD IMPROVEMENT

The City of Camden has made a good start in its revitalization activity by taking advantage of the asset of its waterfront, however, that process cannot be completed until sustained activities are undertaken to save residential neighborhoods that can be saved and to begin the process of rebuilding others.

Neighborhoods in the City of Camden will improve when sufficient public and private actions and investments are undertaken to stop the population drain from neighborhoods.

6.2.1 Problem Statement

Over the past 50 years neighborhoods in the City of Camden have lost more than 45,000 persons. During that period the City population has declined from approximately 125,000 persons to approximately 80,000. Between 1990 and 2000 the City continued to lose population with the population declining by approximately 7,600 people and 2,300 households. These trends will continue without bold initiatives to improve City neighborhoods.

At the present time there are approximately 7,900 households in the City of Camden with household incomes above \$35,000. A key focus of the SRP should be to provide funding in areas that will retain middle and upper middle income households. These include the following activity areas:

Improved neighborhoods will be difficult to achieve given the history of inconsistent land uses in Camden and the location of polluting

industries that threaten the health of Camden residents. A balance of employment opportunities at new businesses and industries and healthy neighborhoods is often difficult to achieve without a redevelopment strategy guided by cooperating government agencies that emphasizes “clean ratables” to provide employment but also addresses health concerns of area citizens.

6.2.2 Target Housing and Neighborhood Activities

Improve local government capacity to provide services and maintenance functions, including police protection

The SPR strongly supports the use of state, county and City funds to improve basic City services such as trash collection, code enforcement, tax collection and health and safety issues such as police protection, fire protection and improved street lighting. The SPR strongly supports the use of ERB funds for infrastructure improvements when other funds are not available.

Improve education

The SRP strongly supports the use of state, county, and City funds to improve the quality of education in the City of Camden. This would include programs designed to include school facilities, curriculum and teaching capacity. It would also include efforts to bring innovations to the public education system. The Schools Construction Corporation's plans and programs should be coordinated with the local Board of Education and the City in their efforts to identify school projects with maximum neighborhood leverage. Examples might include community facilities and services or NJDEP assisted park projects.

Offer more competitive housing products

Revitalizing Camden's housing stock and its neighborhoods is one of the two major goals for Camden's renewal. The goal envisions both the improvement of existing and the construction of new housing units, and at the same time, attracting and retaining occupants. It is important to diversify the varieties and values of housing units to be made available to attract a more diversified population. A major objective is to attract private investors and private debt to leverage existing public funding and unleash the energy and creativity private

sector developers can bring to the City for maximum early impact. The ERB should encourage the development of market rate, non deed restricted housing by considering soft loans or grants that are no more than 40% of the total project costs. In its program guide, the ERB should endeavor to detail criteria for both affordable and market rate housing development, with an emphasis on creating more market rate units in Key Opportunity areas. It is anticipated that neighborhood based market analysis will be necessary to determine the feasibility of these projects. ERB funds should be used to support these analyses through the use of recoverable grants.

Provide housing for middle-income residents

More competitive housing products could be made available to this market segment through the combination and rehabilitation of existing housing units which are functionally and life-style obsolete, or through the development of new housing products.

Provide housing for institutional employees

A major opportunity in this regard is to capitalize on the institutional assets existing within the City, specifically the faculty, administration and support staff employed by educational and health care

institutions who already work in the City. Local government employees are a variation of this opportunity. These individuals are already coming to Camden every day and it would make good sense to try to meet their housing requirements in the City.

A number of major institutions, including Yale University and the University of Pennsylvania, have established home buyer programs to encourage their employees to live in their cities. Such programs usually enhance the ability of employees who would not normally live within the institutional community to buy their first home through loan guarantees and/or direct grants. Because of the unique financial incentives provided by institutional employers, employees can be persuaded not only to come, but remain in the City for the long term.

Such a program could attract to the City higher income families who would not only help diversify neighborhoods, but also provide the leadership and institutional connections for community groups. Moreover, such programs attract private capital instead of public dollars for housing construction and renovation. Although the programs could adversely impact an institution's balance sheet in the case of the home mortgage guarantee program, actual cash outlays could be kept to a minimum through proper training, oversight, and

legal structuring. Such guarantees would permit families who could not otherwise afford middle income homes to obtain bank loans and because of the guarantee, banks would be willing to lend a higher percentage of a home's cost and/or value than would normally be the case. Such guarantees also help encourage homeowners to make major capital improvements to their properties which they would not be able to afford without additional private borrowings.

Provide student housing

Critical to improving the institutional environment, as well as the residential vitality of the City, is attracting students who attend the institutions to live in the City. Major efforts are being made to improve the City's amenities, as well as the security and retail opportunities that must be provided. However, new student housing needs to be financed, constructed, and properly managed. To do so entirely through public financing would be expensive. Funds are not likely to be immediately available due to budgetary cutbacks.

There are proven techniques to attract private investment and debt to finance the construction of student housing without upfront public investment by the institutions. One such technique has the institution

guarantee student usage to the private developer upon completion. The developer is responsible for land assembly and other predevelopment responsibilities, using their own private sources. The developer would be required to obtain financing and construct the facilities thus reducing the time to completion of the project. Accordingly, the institution is relieved of initial working capital and financing responsibilities and avoids delays caused by budget constraints. Upon completion, the institution has the option of acquiring the facility using tax exempt financing or leasing the building from the developer in such a way as to avoid the lease liability which would be included on the institution's balance sheet.

The SRP also supports efforts to attract young professionals to the downtown/waterfront area of the City. The attraction of young professionals to the downtown/waterfront area would be a confirmation that change for the better is taking place in the City of Camden.

Provide for the availability of higher quality goods and services at the neighborhood level

The SRP supports the use of ERB funds for projects that are designed to bring a higher quality level of goods and services to neighborhoods. These would include projects such as neighborhood shopping centers and retail and service oriented establishments. Demonstrated market feasibility should be a critical evaluation factor for such projects.

Encourage activities that contribute to building a non-residential tax base for the City

One of the keys to creating sustainable neighborhoods is to assure that the City has the tax base needed to provide the neighborhood services required without the burden of high residential tax rates. The SRP therefore supports efforts to build the commercial tax base of the City as a part of the neighborhood improvement strategy.

Yet, competing goals and outcomes are evident in Camden where there are entities that want to expand industrial development and

residents who want employment opportunities but they still want to reclaim land for housing or parkland.

The SRP therefore supports comprehensive land assemblage and redevelopment strategies, advanced by the City, working in partnership with other government entities, to facilitate the type of projects envisioned for Camden's revitalization. This will require redevelopment area strategies that utilize the powers of HMFA or EDA for land acquisition, remediation and site preparation and the preparation of Requests for Proposals to designate redevelopment teams. Utilization of the Revenue Allocation District financing mechanism referred to in Support Activities on page 43 of the SRP is recommended, as appropriate, to leverage infrastructure improvement resources.

Further, to encourage the development of appropriate land uses, the SRP recommends that City government play a lead role in packaging land for redevelopment for the expeditious implementation of projects that are consistent with the city's Master Plan, neighborhood plans and the SRP. Entities such as the EDA, HMFA and DRPA should assist the City with utilizing the local redevelopment area law to declare areas in need of redevelopment, assembling land for development, remediating sites and providing support to the City in

designating redevelopers for sites. Rezoning should occur as appropriate to facilitate Redevelopment Plans and to ensure the compatibility of contiguous land uses.

It is expected that the ERB Guide to Program Funding and Application process will support government entities as eligible applicants for program funds to help realize this type of redevelopment.

The SRP recommends and supports commitment of up to 20% of ERB funds for infrastructure projects that enhance or accelerate development in target areas.

6.2.3 Investment Strategies for Housing Variety

The City, working with the ERB, DCA and community organizations can build on the work of The Reinvestment Fund and utilize available data and neighborhood plans to formulate housing investment strategies that are appropriate for different categories and varieties of neighborhoods. Philanthropic support should be sought to facilitate these strategies.

The ERB should fund housing investments that are sensitive to market conditions and the specific development stage of a neighborhood. For example, in markets that have stabilized and already have a significant number of affordable units, the SRP promotes minimization of affordable rental housing, and encourages deed restricted home ownership and rental production.

The investment strategies should include a preservation approach that seeks to maintain specific attributes of Camden's residential stock that are considered desirable and encourages replication. This should include a process that targets demolition and selective rehabilitation.

While more competitive housing products are desirable, ERB funds should be used to support the creation of additional quality affordable housing. This investment is an essential building block for reestablishing healthy residential neighborhoods.

Clearly, the State's existing funding resources have and will continue to support the creation of quality affordable housing in all Camden neighborhoods. Given the State's significant existing affordable housing resources, the ERB should limit its funds for affordable housing to no more than 5%, or \$5 million, of its available resources.

7. KEY OPPORTUNITY AREAS

7. KEY OPPORTUNITY AREAS

Key opportunity areas are geographic areas within the City of Camden where development initiatives are most likely to foster stabilization and growth based on existing built and natural assets and currently funded development activities. Opportunity areas represent the most promising locations for proposed projects to leverage other investments and improvements consistent with the vision and goals for the SRP within the next three to five years.

7.1 DATA ANALYSIS COMPONENTS

The Key Opportunity Areas identification process involved an analysis of all available economic, social, and physical information in Camden. Critical components of the process included existing and proposed land uses, housing markets, and existing assets.

Further the process took into account review of over fifty plans developed by government and neighborhood plans developed by community groups, as well as the City's 2001 Master Plan that provides an intensive review and overview of available neighborhood plans.

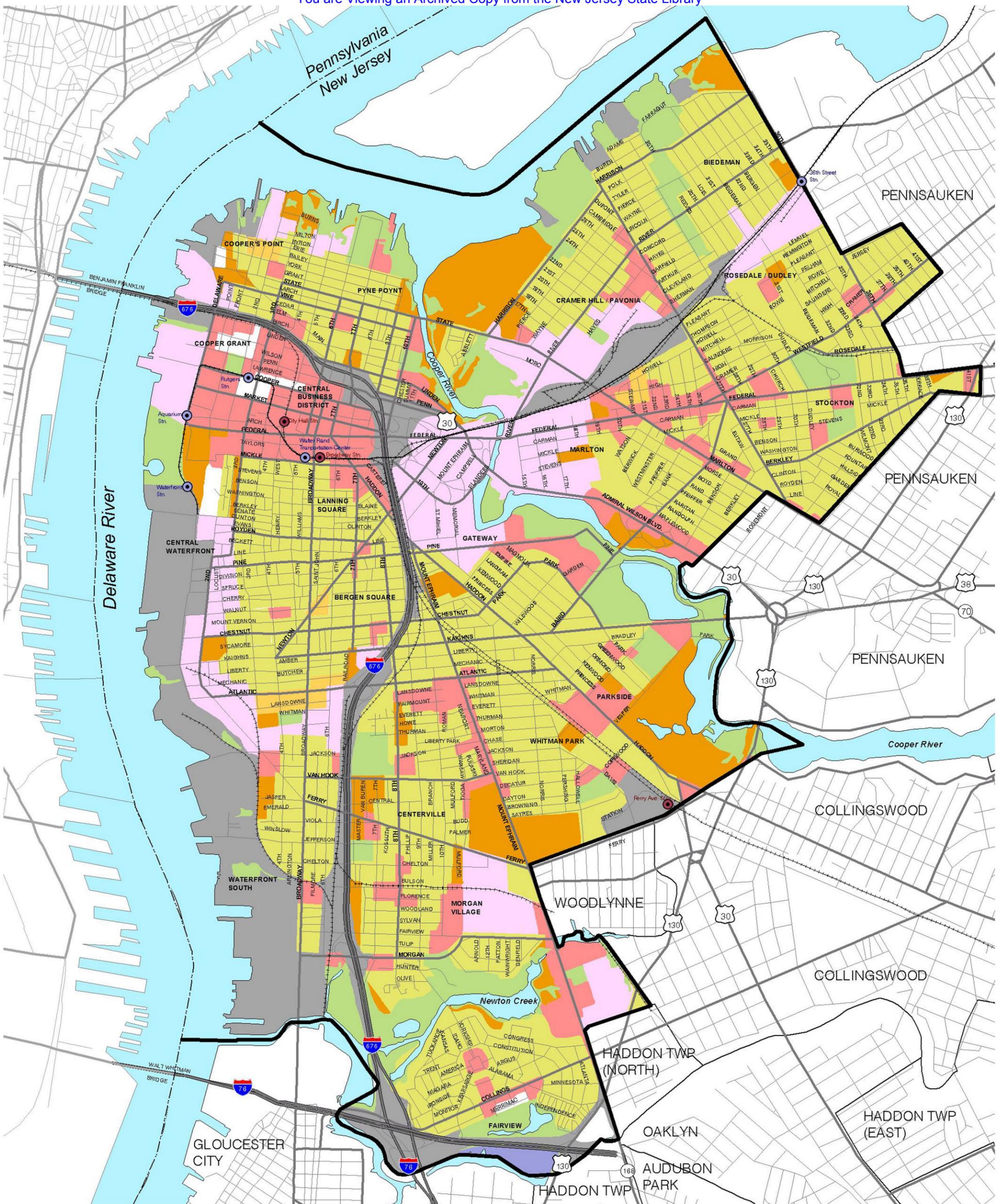
Because the Act requires the SRP planning process to be completed within a six-month time frame, there was limited time for thorough analysis of each neighborhood plan in conjunction with its authors and sponsors. It was the assessment of the consulting team that this would have been duplicative

7.1.1 Existing Land Uses

The 1995/97 existing land use (Map SP-3) was compiled from New Jersey Department of Environmental Protection data. Land use information documents the general distribution of existing uses. The map provides the basis for the assessment of appropriate uses within the key opportunity areas.

7.1.2 Proposed Land Uses

The proposed land use map (Map SP-4) is taken from *FutureCamden*, the City of Camden's Master Plan published in 2001. This map represents the City's policy for land use distribution based on its assessment of community needs. It contains all existing land uses and proposes additional or modified residential, commercial, institutional and industrial areas throughout the City of Camden.



Legend

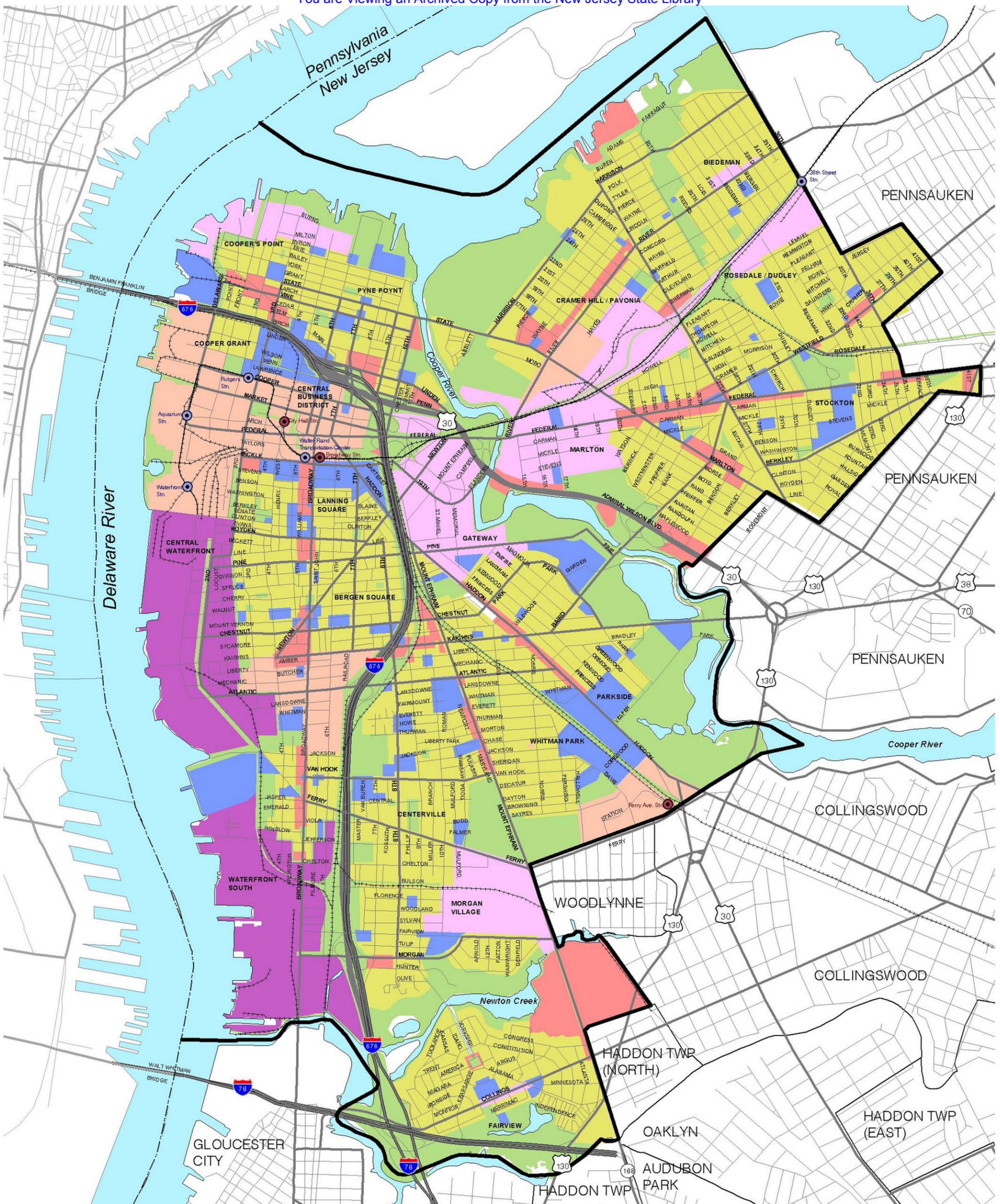
- Residential
- Commercial / Services
- Industrial
- Mixed Urban or Built Up Land
- Other Urban or Built Up Land
- Transportation / Communications / Utilities
- Open Space

MAP SP-3: EXISTING LAND USE
City of Camden Strategic Revitalization Plan

Scale 1:25,000
0
2500
5000 Feet

Source: 1997 NJDEP Landuse Data

April 2003



Legend

- Residential
- Commercial
- Mixed-use
- Open Space
- Community Facilities
- Industrial
- Port & Port Related Uses
- Highway

MAP SP-4: PROPOSED LAND USE
City of Camden Strategic Revitalization Plan

Scale 1:25,000 0 2500 5000 Feet

Source: FutureCamden 2001

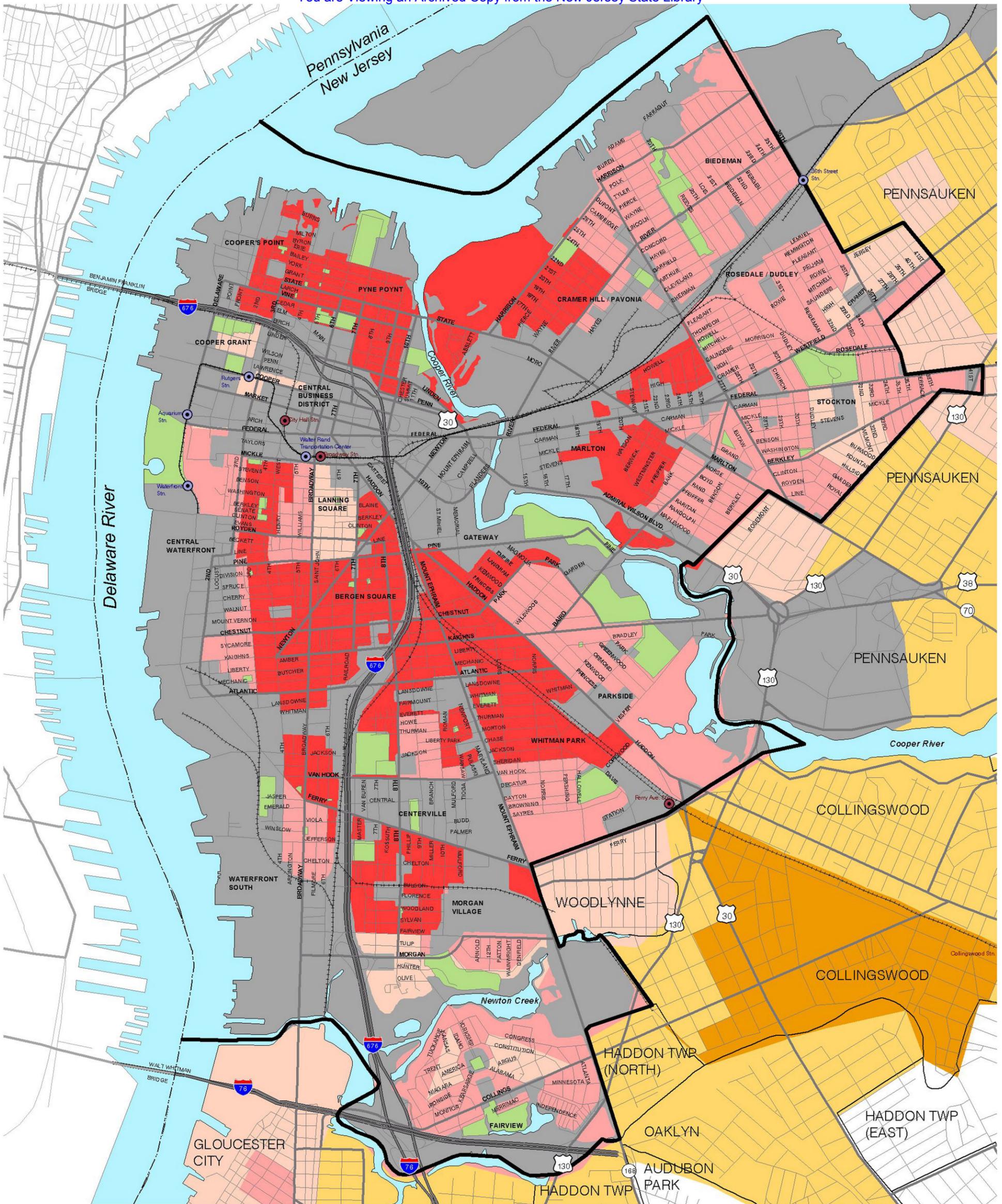
7.1.3 Housing Markets

The housing market condition map (Map SP-5) is the product of The Reinvestment Fund's analysis of the existing housing stock by block group within the City of Camden and its adjacent suburban communities. This information is a compilation of economic and physical variables including addition and alteration permits, demolition permits, median sale price 1999-2001, percent 'other vacant', percent owner-occupied, percent of homes built before 1950, percent commercial properties, percent high and very high risk credit scores. The information is ranked from unhealthy areas (Reclamation) to healthy areas (High Value). The Reclamation category represents areas in highly deteriorated condition. Proposed activities in these areas include large scale demolition and land banking. The High Value category represents areas with minimum need of physical intervention. Proposed activities in these areas include preservation and maintenance efforts. Intermediate categories are Distressed, Transitional, and Steady Value Areas. Steady and High Value areas are all outside the City of Camden. Transitional and Distressed areas exist in relatively stable areas such as the CBD, Lanning Square, and parts of Fairview.

The housing markets analysis categories are not mapped in non-residential areas nor do they include non-residential uses within residential areas. They also do not consider Camden's Housing Authority properties.

7.1.4 Assets

Assets represent key leverage opportunities for investment and growth. The Assets map (Map SP-6) is the compilation of all built and funded projects, and natural and open space assets. Built assets include funded infrastructure and transportation projects, housing and economic development projects, key existing road and transit access points to major regional corridors, major employment centers, and public facilities, such as schools, police and fire stations, libraries, and community centers. Natural and open space assets include existing parks, funded projects for the renovation and/or expansion of existing parks, and the Delaware and Newton Creek riverfronts.



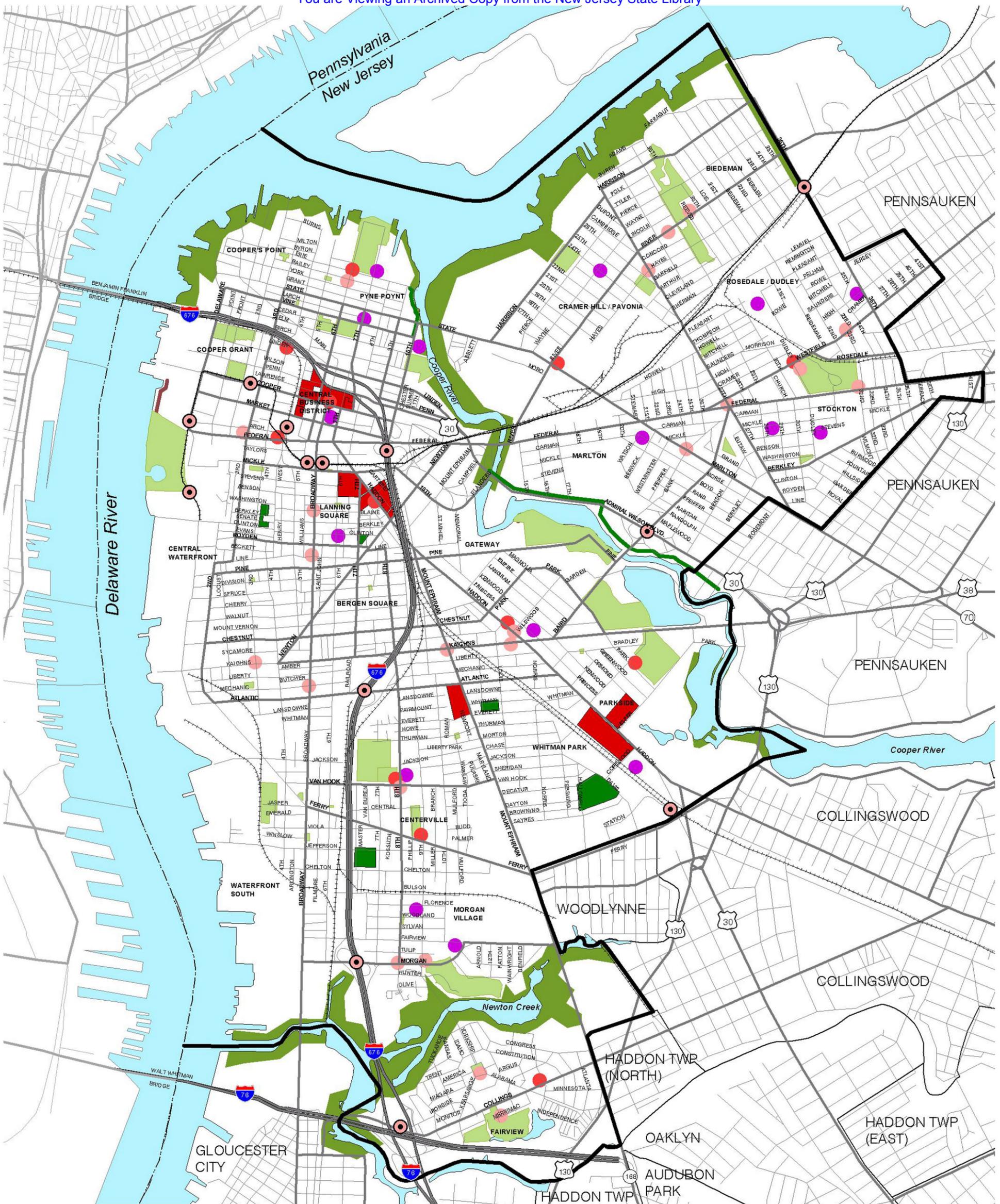
Legend

- Reclamation
- Distressed
- Transitional
- Steady Value
- High Value
- Non-Residential
- Parks

MAP SP-5: HOUSING MARKETS
City of Camden Strategic Revitalization Plan

Scale 1:25,000 0 2500 5000 Feet

Source: The Reinvestment Fund



Legend

- Funded Projects
- Existing Assets
- Transportation Access Assets
- Priority Schools from Camden School District Reconstruction and Revitalization Program
- Funded Parks
- Existing Parks
- Open Space and Waterfront Potential

Existing Assets, Projects and Proposals Included

- Public Facilities**
- 1 Schools
 - 2 Community Centers
 - 3 Libraries
 - 4 Fire Stations
 - 5 Police Stations
- Parks and Open Space System**
- 6 Parks, Open Spaces and Greenways
- Major Employment Centers**
- 7 Hospitals and Universities
- Access**
- 8 Access to Major Highways

MAP SP-6: ASSETS MAP
City of Camden Strategic Revitalization Plan

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Scale 1:25,000



April 2003

7.2 KEY OPPORTUNITY AREAS IDENTIFICATION PROCESS

The factors used to identify Key Opportunity Areas include:

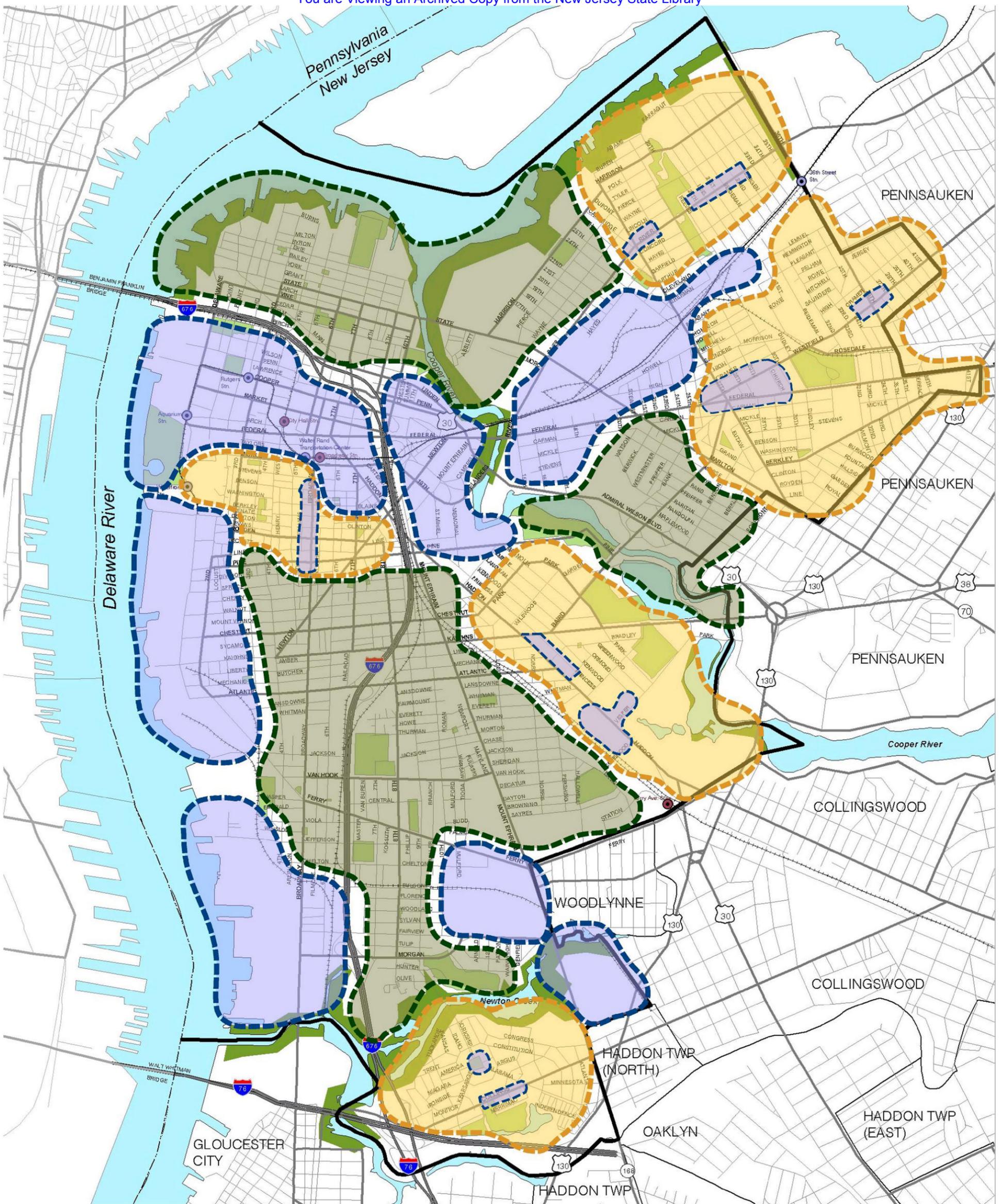
1. The City's current housing market condition by block group and its relationship to the level of asset clustering.
2. Proximity to existing public facilities and transportation assets, and natural and open space assets.

The identification process takes into account static data, such as existing conditions and existing assets, and dynamic data that represent all currently funded activity in the City, i.e. future assets with secure funding. Areas where housing markets are relatively healthier, such as Transitional Areas, and/or areas that contain a large number of assets, had a better chance of being identified as a Key Opportunity Area. Areas identified as potential Key Opportunities Areas were then assessed against existing and proposed land uses to determine the appropriateness of future land uses and investments for long-term economic, physical and social viability.

The result of the identification process is the Key Opportunity Areas Map (Map SP-7). This map presents those areas where priority projects for investment should be located. Two types of Key Opportunity Areas have been identified as a result of the analysis process based on the two SRP goals of neighborhood development and job creation: Key Neighborhood Opportunity Areas and Key Employment Opportunity Areas.

7.3 KEY NEIGHBORHOOD OPPORTUNITY AREAS

Key Neighborhood Opportunity Areas (Map SP-8) are loosely defined geographic areas that contain primarily residential land uses. They are not defined by neighborhood boundaries. Secondly, these areas have neighborhood commercial and institutional uses. Key Opportunity Areas contain clusters of existing and funded assets. Consequently, these areas can be expected to demonstrate a relatively high level of investment leverage. Key Neighborhood Opportunity Areas are generally bounded by natural features and are close to relatively healthier areas outside the City. Existing assets in these areas have somewhat buffered these neighborhoods from the spillover effect of deterioration in older neighborhoods.



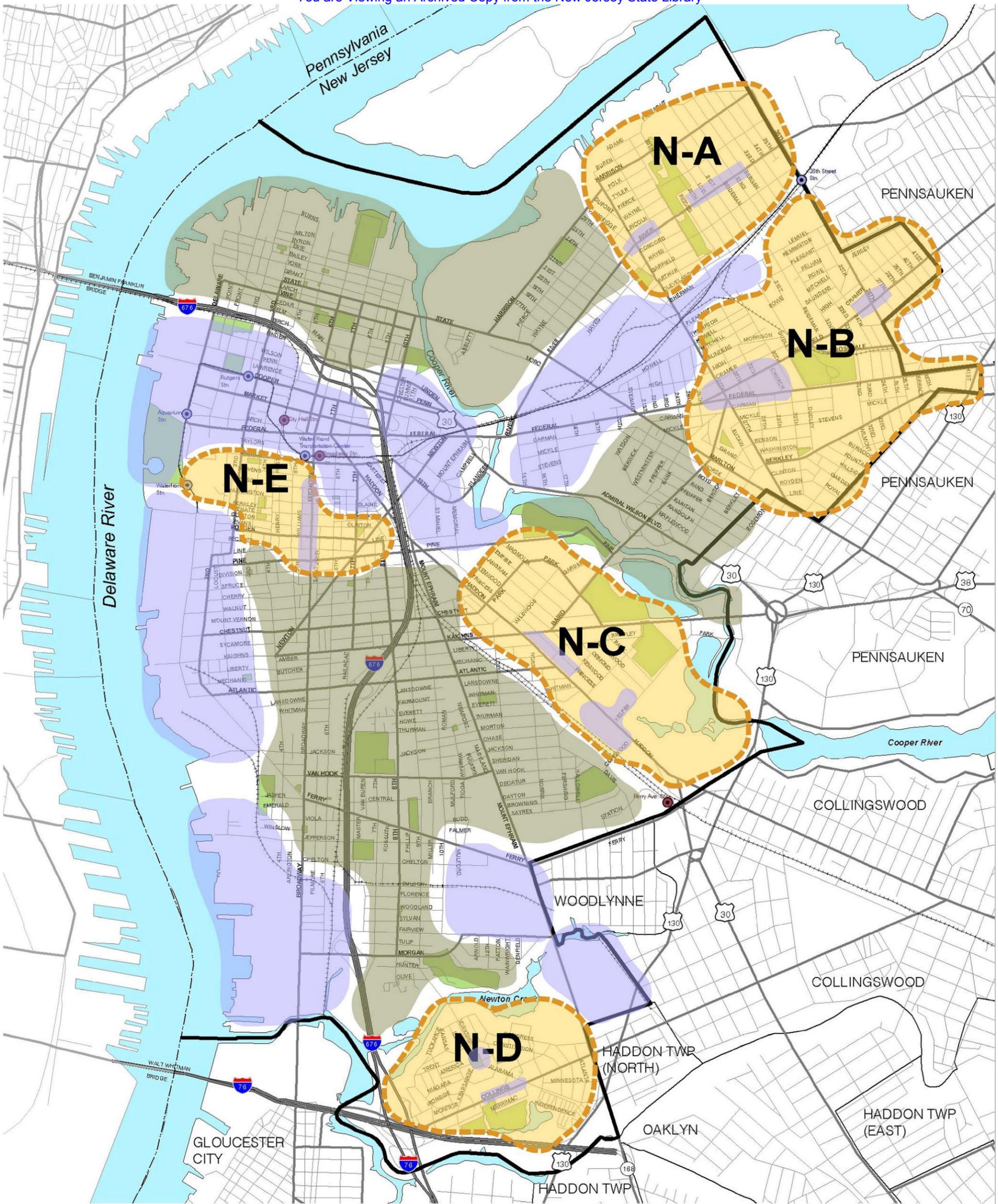
Legend

- Neighborhood Opportunity Areas
- Employment Opportunity Areas
- Transitional Areas/Future Development
- Open Space and Waterfront Potential
- Existing Parks

MAP SP-7: KEY OPPORTUNITY AREAS
City of Camden Strategic Revitalization Plan

Scale 1:25,000
0
2500
5000 Feet

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Legend

- Neighborhood Opportunity Areas
- Employment Opportunity Areas
- Transitional Areas/Future Development

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MAP SP-8: KEY NEIGHBORHOOD OPPORTUNITY AREAS
City of Camden Strategic Revitalization Plan

Scale 1:25,000
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Area A

Area A is located in the northwest section of the City of Camden. This area is bounded to the west by the Delaware waterfront, to the north by the City's boundary at 36th Street, and to the east by the Conrail railyards. The southern boundary, between 27th and 28th Streets, is loosely defined and can be adjusted depending on specific investment activity in the area. Area A is lower in density compared to other areas in the City where small row homes are the prominent housing type. This area was mostly developed during the 1940s and it contains housing types, including duplexes, twins, and single-family units, that better accommodate modern family needs. Assets within this area include the waterfront area, Grant Street Park, and the new South Jersey Light Rail (SJLR) Station at 36th Street. Planned public improvements include a priority replacement facility for the Washington Elementary School in 2006.

Recommended actions in the area include preservation, stabilization and redevelopment. Development of pedestrian access to the waterfront can improve the overall health of Area A., by taking advantage of an underutilized asset. Development activity along the

waterfront shall include housing and/or or recreational uses. Remediation of these areas may be necessary.

Area B

Area B is located in the northeast section of the City of Camden. This area is bounded to the west by the Conrail railyards, to the north and to the east by the City's boundary and to the south by 26th Street. This area contains a mix of low-medium density residential and commercial uses, mostly located along Westfield Avenue and Federal Street.

Current redevelopment activities at the Westfield Acres Housing Authority site promise to be a catalyst for further revitalization efforts in this area. The redevelopment plan includes 270 public housing rental units, 30 tax-credit affordable rental units, and 233 affordable home ownership units. In addition to the housing units, a 12,000 square foot community center and a 19,000 square foot commercial center will be built with HUD and leveraged funds. Other important activities in the area include recent streetscape improvements along Baird Boulevard, Westfield Avenue and Federal Street. Open space improvements include the renovation of Alberta Woods and Ralph

Williams Parks. Public facilities improvements include replacement facilities for the David and Catto Elementary schools in 2005-2008.

Recommended actions include stabilization and redevelopment efforts in the residential areas. Redevelopment of the industrial area along the railyards is critical to stabilize the west edge of this area. Continuous efforts to revitalize Westfield Avenue and Federal Street are important as they connect Camden's CBD to Pennsauken and Merchantville.

Area C

Area C is located in the east-central section of the City of Camden. This area is bounded on the southeast by the municipal boundary, on the southwest by Haddon Avenue, on the northwest by Park Street, and on the southeast by an open space system comprised of the Cooper River Greenway, the Camden High School athletic facilities, and a cemetery.

This area is unique in scale and character. Its compact pattern of development results in a pedestrian friendly environment closely interconnected to the Cooper River's open space system.

Commercial uses and bus lines along Haddon Avenue are located at very accessible distance to almost all homes in the area.

Assets in Area C include the greenway along the river, easy access to major regional corridors (I-676, Routes 130, 70 and 38), close access to the PATCO Ferry Avenue Station in the southern portion, four public schools, and the Our Lady of Lourdes Medical Center, which is the area's major institutional anchor.

Proposed improvements to public facilities include a replacement facility for the Parkside Elementary School in 2005-2008. Proposed open space improvements include the renovation of Farnham Park and the planning and design phase of the Farnham Cooper Bikeway that will connect Camden's and Pennsauken's bike trail systems along Cooper River.

Recommended actions include infill and residential stabilization, redevelopment of areas north of Kaighn Avenue and consolidation of commercial activity along Haddon Avenue. Linkages should be improved to the Cooper River open space system.

Area D

Area D is located in the southern section of the City of Camden and is bounded to the west by I-676, to the north by Newton Creek, and to the south and west by the City's municipal boundary. The only neighborhood contained in this area is Fairview.

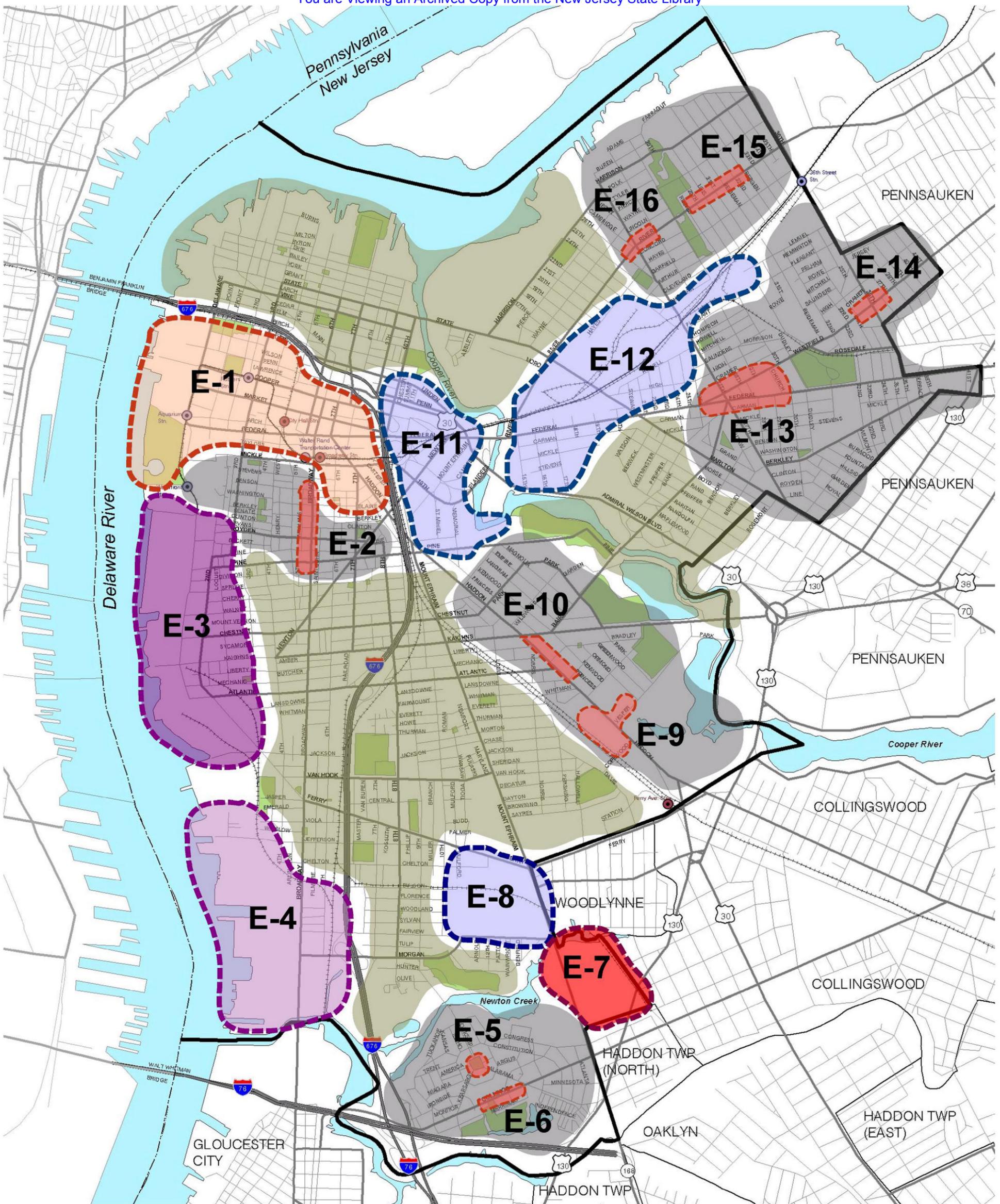
Assets in Fairview include excellent access to major regional corridors such as I-676 and I-76 connecting to Philadelphia, and Routes 130 and 168 connecting to South Jersey. Open space opportunities include the green areas along the Newton Creek branches that could create recreational activity and serve as a buffer from highways and commercial uses.

Fairview was designed by Electus Darwin Litchfield who planned the neighborhood based on "Garden City" principles. Fairview, developed by the federal government during World War I, was intended to provide housing to shipyard workers. Despite the economic and physical distress in Camden, Fairview has been fairly successful in evading the decline of Camden. Today, Fairview has a value unique in Camden. The most common development activities in Fairview include preservation and maintenance efforts.

Fairview is a good model for neighborhood form. It is contained and has a balanced mix of residential and commercial uses. Its radial street structure encourages pedestrian activity to main activity points, such as Yorkship Square, and main public transportation stops. It offers a range of housing types that can accommodate different household types. However, homes in Fairview are different from the older row house neighborhoods in Camden. The majority of the homes in Fairview are clusters of four to six units with rear alley access although detached homes and duplexes exist. Unfortunately, most of the homes in Fairview are very small and do not provide the amenities that modern households require and can find elsewhere in the region. Consequently, it has been difficult to retain families or attract new ones into the neighborhood.

Current and planned development activities in Fairview include the renovation of Yorkship Square and improvements to the South Camden Middle School Community Center.

Recommended actions include preservation and stabilization efforts. Revitalization activity is necessary in the commercial area around Yorkship Square and along Collings Avenue. The creation of new housing types and the redevelopment of existing ones are important to provide a marketable housing product. Accessibility improvements



Legend

- | | | | |
|--|---|--|---|
|  | Light Industrial/Warehouse/Office Opportunity Areas |  | Neighborhood Commercial Opportunity Areas |
|  | Port |  | Regional Commercial Opportunity Area |
|  | Port Related Light Industrial Opportunity Area |  | Neighborhood Opportunity Areas |
|  | Downtown/Waterfront Opportunity Area |  | Transitional Areas/Future Development |

MAP SP-9: KEY EMPLOYMENT OPPORTUNITY AREAS
City of Camden Strategic Revitalization Plan

Scale 1:25,000  

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to open space areas along the Newton Creek branches should be considered also.

Area E

Area E is located south of Camden's Central Business District. It is bounded to the north by Mickle Street, to the east by Cooper Hospital and I-676, to the west by the Tweeter Center and the South Jersey Port, and to the south by Pine Street.

Area E, largely a medium-density residential community, contains wonderful examples of Victorian architecture. Redevelopment of some of these residential structures in the east side has been on going for years and has changed the character of the neighborhood. The Cooper Medical Center, UMDNJ, and the Coriell Medical Research Institute in the east part of Area E represent major anchors to the residential community. The west section of Area E contains the historic enclave in which the Walt Whitman house is located. Preservation and redevelopment efforts have been limited in this part of the Area. Broadway, a major north-south corridor in Camden, contains commercial and some institutional uses.

The two greatest assets in this area are the location of the Cooper Medical Center and the area's proximity to the Central Business District and to the Walter Rand Transportation Center where the PATCO line, 23 NJ Transit bus lines, and the SNJLR intersect. Current and proposed investments in the CBD and in the Rand Transportation Center can potentially create a spillover effect that can generate residential demand in areas adjacent to the downtown area. The highly distressed east section of Area E, is an excellent opportunity for large scale redevelopment closely connected to the waterfront area.

Current public facility efforts include the creation of a replacement facility for the Broadway Elementary School, and expansion investment by the Cooper Medical Center. Open space activities include the renovation of the park at 4th and Washington.

Recommended actions include preservation and stabilization efforts on the east side of Area E and stabilization and land banking or large scale redevelopment on the west side. Continuous revitalization efforts along Broadway will ensure the creation of a "main street" consistent and supportive of ongoing residential redevelopment activities in the neighborhood.

7.4 KEY EMPLOYMENT OPPORTUNITY AREAS

Key Employment Opportunity Areas (Map SP-9) are loosely defined geographic areas that contain a concentration of heavy and light industrial, regional commercial and/or port related uses or office development. These areas are located mostly within existing employment centers, although some land use expansion and/or modification is proposed based on land availability, proximity to major transportation corridors, and the goals set forth by the City's Master Plan. Due to the unavailability of a market demand analysis, type and amount of employment cannot be determined in this report.

The location and geographic distribution of Key Employment Opportunity areas are critical to the overall economic health of the City of Camden and are consistent with the SRP's goals. Physically, however, these areas often have negatively impacted neighborhoods around them. Consequently, Employment Opportunity Areas are generally not contiguous to the healthiest areas in the City - the Key Neighborhood Opportunity areas. Key Employment Opportunity Areas are defined by their main use as follows:

- Port
- Port Related
- Light Industrial/Office
- Regional Commercial
- Downtown / Waterfront
- Neighborhood Commercial

Port Opportunity Area

The South Jersey Port Corporation operates two terminals in Camden located just south of the downtown waterfront area. These terminals have excellent transportation access to major regional corridors connecting New Jersey and Pennsylvania. The terminals account for over 3,500 jobs and handled over 2.2 million tons of bulk cargo in 1998, an increase in its activity of almost 20 percent since

1990¹. Investment in job training and incentives to attract port related business could increase both port and service-related jobs in the City.

Port Related Light Industrial Opportunity Area

This area is located in the South Waterfront Industrial District as defined by the City of Camden. This area has excellent access to the two major regional transportation corridors in Camden, I-676 and I-76. Incentives for port related business in this area are key to the full utilization of available land and redevelopment of residential areas that are adjacent to industrial uses.

Light Industrial/Office Opportunity Area

These areas, located along and around railyards, were originally established as industrial areas that largely depended on the Conrail service. Evolution of manufacturing and technology activity has created demand for office-light industrial, and light industrial-warehouse distribution uses. There are two components of this area: Light Industrial-Warehouse Distribution and Office-Light

Industrial. Light Industrial- Warehouse Distribution Opportunity Areas are well suited to expand existing firms and attract new ones while increasing number of jobs throughout the City.

Manufacturing jobs in the City have declined by almost 55 percent² since 1996 leaving a great deal of underutilized land and development opportunities. However, available parcels suitable for light industrial or manufacturing uses may need to be assembled and/or remediated before being developed.

Office-light industrial uses should be located in strategic areas to buffer adjacent residential areas from the new uses. Existing industrial uses within residential areas in need of expansion or willing to relocate should do so to any of the Key Employment Opportunities Areas.

Regional Commercial Opportunity Area

This area, located in south Camden along Mount Ephraim Avenue is an existing commercial/service area. This area has easy street access to the neighborhoods in the City and in neighboring

¹ City of Camden's Master Plan

² City of Camden's Master Plan - 2001

municipalities. Underutilized and vacant land makes this area a good opportunity for large commercial uses.

Downtown/Waterfront Opportunity Area

Downtown Camden is defined as the area bounded by the Delaware River, The Ben Franklin Bridge, I-676, and Mickle Boulevard. This area is defined by a mix of uses including office, retail, residential, institutional uses and recreational and entertainment uses. The success of the recent development activity in the Downtown/Waterfront area is reestablishing Downtown Camden as a regional service and entertainment center. Opportunities to create a 24-hour urban center include:

- The expansion of the public/private office base.
- The integration of academic institutions (Rutgers, Rowan University and Camden Community College) and the health care institutions (Cooper Medical Center and UMDNJ) to other development efforts in the City.
- The improvement of pedestrian linkage between the waterfront and downtown's activity centers.

- The expansion of residential use by offering a wide range of types of housing opportunities. Retail and support services should accompany residential growth to create a sustainable neighborhood.

Neighborhood Commercial Opportunity Areas

Neighborhood commercial uses are scattered along many corridors and streets throughout the City. This dispersed pattern has negatively affected the overall health of the retail activity in the City as the supply of commercially zoned land exceeds market demand. The result has been vacant buildings and deteriorated commercial areas. The consolidation of the scattered commercial uses along major roadways within Key Neighborhood Opportunity Areas should be encouraged to create a thriving and sustainable commercial element that supports and is supported by residential neighborhoods. Commercial activity consolidation should be located on portions of River Avenue in Area A, on Federal, Westfield, and Baird Boulevard in Area B, on Haddon Avenue in Area C, on Collings Avenue on Area D, and on Broadway in Area E.

Small neighborhood retail and service nodes serving the immediate residential areas should be located in designated compact retail zones within each Key Neighborhood Opportunity Area.

7.4 TRANSITION/FUTURE DEVELOPMENT AREAS

Transition/Future Development areas are not less in need or less entitled to development activities and funds than Key Opportunity areas. Further, the SRP proposes that ERB investment in different types of projects is appropriate for effective and strategic development of these areas.

Projects appropriate for Transition/Future development areas should include:

- Projects that address a critical health or safety need of the residents of the area
- Infrastructure projects that are consistent with the Capital Improvement and Infrastructure Master Plan and which addresses a City-wide need
- Exceptional projects that:

- Are of a catalytic, mixed use nature that will result in the stimulation of additional development in the neighborhood and that are part of an approved area redevelopment plan or strategy, City Master Plan, designated state/federal targeted area or zone
- Will serve or beneficially impact a considerable number of people
- When completed, have high visibility, resulting in the elimination of a blighted area of sufficient scale to stir additional private investment in the neighborhood
- Are leveraged with a large amount of other private/public dollars in comparison with ERB funds

Notwithstanding the ERB's commitment to give priority to projects located in Key Opportunity areas as described above, the ERB should welcome other applications for needed projects located in Transition/Future Development areas.

Yet it is accepted that Transition/Future Development areas have unique needs and the City should call upon the State and the

philanthropic community to fund “people-based” strategic approaches in these areas to address social needs and to assist residents to attain a level of self reliance that will enable expanded choices of where to live and work.

A key recommendation of this SRP is that no less than 10%, or \$17.5 million, of the \$175 million for the Economic Recovery Board should be used to fund eligible projects in these areas.

It is expected that the ERB Guide to Program Funds will further define criteria to prioritize eligible projects in Transition/Future Development areas.

Another special feature of Transition/Future Development areas is the need for funding of participatory neighborhood and Area in Need of Redevelopment planning studies to assist residents in identifying opportunities and strategies for redevelopment that have a goal of improving market viability and that will result in increased private investment. The ERB should consider funding and create a means for evaluating funding of neighborhood planning as part of the recommended 10% allocation to projects in the Transition/Future Development areas.

The Municipal Recovery Act authorized a \$175 million bond issuance for Camden that will supplement all other traditional state funding sources that enable projects and programs in the city. It should be noted that it is not the intent of the State to utilize the Strategic Revitalization Plan as a vehicle to disqualify projects located in the Transitional areas defined in the SRP from traditional funding programs. Regardless of where they are located within the City of Camden projects being reviewed for state funding awards will continue to be judged on their own merits and for consistency with individual program eligibility factors and ranking criteria.

8. PROJECT CONCEPTS

8. PROJECT CONCEPTS

The purpose of this section is to suggest projects from the base of national experience of the consulting team that may have particular relevance for the identified high opportunity areas in Camden over the next three to five year period.

In addition, we provide case examples that can be used by community organizations, the City and the ERB to solicit private developer interest

These examples suggest some of the best practices for successful urban development in areas that once seemed marginal, but now flourish.

8.1 PROJECT CONCEPT TYPES

We have drawn upon the experience of the consulting team to identify projects and project types that fit the specific needs of high opportunity areas in Camden. These projects fall roughly into five categories:

- Housing
- Commercial Retail
- Job Generation
- Cultural and Entertainment Activities
- Streetscape

Housing

Housing must be a major component of the revitalization of Camden. The housing stock has suffered as a result of disinvestment, leaving many blighted and abandoned properties and a steep decline in home ownership. This decline has been so serious as to render some locations in the city lacking sufficient strengths to recover without major public intervention through redevelopment and neighborhood rebuilding strategies. Lacking such major interventions, local neighborhood groups have largely been on their own to come up with projects to address these conditions. These efforts have been constrained by a lack of sufficient resources to build effective development capacity and critical mass in projects.

Most of the development that has taken place has been in support of affordable housing. This has been the primary catalyst for neighborhood development and should continue. However, it is our view that the ERB's role in affordable housing should be limited to gap financing that is both demonstrated and does not exceed five percent of total project cost. It will be an important part of the development process that affordable housing initiatives begin the transition process to a mix of affordable and market rate units.

One example of such a development is Crawford Square, an eighteen-acre site that is located just outside of downtown Pittsburgh in the Hill District. After the "urban renewal" project of the 1950s led to the construction of the Civic Arena, much of the 18 acres that Crawford Square now occupies was wasteland and rundown rental property. The new neighborhood constructed as infill development in that area is primarily a series of well-designed groups of rental units that reflect the character of older stable Pittsburgh communities. Sixty of the 348 units are for sale with an occupancy rate for the entire complex near 100 percent at all times.

Beyond the creation of quality housing in a neighborhood which had suffered from decay, this project illustrates the success of an approach to redevelopment that marries good, context-sensitive

design and economic integration in a new community. Families of varied incomes can live together without the stigma of low-income housing, and alternatives are provided to the suburban housing market for those looking for quality market-rate housing with easy access to downtown. It also shows how legitimate involvement and participation by different players - the City, community, financiers, and designers, results in successful projects.

Major initiatives should be undertaken in some of the high opportunity areas to develop new diversified housing products that can assist in retaining the existing middle class household base of the city and attract other middle class households to return to the city.

This approach is well represented also in the 238-acre Nine Mile Run site in the neighborhoods of Squirrel Hill and Swisshelm Park on Pittsburgh's waterfront, five miles from downtown. The site, formerly used as a landfill for waste byproducts of steel making operations throughout the region, is the site of a new neighborhood that can support more than 700 middle income housing units. The total investment in the project is expected to exceed \$185 million, with \$10 million required for environmental clean up. It is designed to attract current Pittsburgh residents as well as purchasers relocating

from the suburbs. The first phase of the project was immediately successful with 500 applicants for 40 homes. The design, which embraces a neotraditional neighborhood concept in its housing mix and design principles, continues to be constructed and is expected to take ten years for completion.

There are several other projects in the Mid Atlantic region worthy of mention in this regard, including Harbour Pointe in Atlantic City which revitalized a decayed urban area in the Northeast Inlet and MLK Drive Station in Jersey City, which developed the area around a light rail transit station. More detailed description of these projects can be found in Appendix C.

Additionally we should utilize the full resources of universities, hospitals and other major city job generators to develop housing projects and employee incentives that can help to attract people who work in the city (but live outside of the city) back to the city and to encourage students who matriculate in the city to live in the city.

An excellent example of this is LeDroit Park, a previously blighted group of properties near the Howard University campus in Washington, DC. For decades, Howard banked land and bought up property but through this project, launched in 1998, it converted

many of its holdings to more productive uses. With Fannie Mae as a strategic partner, the University rehabilitated 28 unoccupied houses and developed housing on 17 vacant lots for sale to home buyers. Other aspects of the plans for the historic neighborhood include streetscape improvements, improvements in public infrastructure and several new land-use initiatives designed to help LeDroit Park and surrounding neighborhoods. The latter include a 25-acre town center with shops, restaurants and other amenities, a major office building and extension of an arts district. The first phase of the project, primarily for housing, cost \$24 million.

Commercial Retail

The City needs to provide for the availability of goods and services at the neighborhood level. Many of the high opportunity areas are still lacking the basics in high quality conveniences, goods and services such as supermarkets, pharmacies, hardware stores, personal and professional services such as beauty parlor/barber shops, attorneys, clinics, and accountants. There are a number of tools that are now being used nationally and are considered the state of the art to address these kinds of problems.

Neighborhood commercial revitalization is the first tool. It is defined as projects designed to work with business owners and commercial property owners to make the existing offerings more competitive to attract new types of retailers and service business establishments to the street.

One example of the successful application of this kind of approach has been upper Georgia Avenue in Washington, DC, where the City has worked with businesses and property owners to improve the streetscape and attract new businesses into the area. As result, over the last decade, the area has attracted a new Safeway supermarket, a CVS drug store and a new commercial development at Georgia and Eastern Avenues. While such programs are difficult and require considerable time to achieve results, they are important as a demonstration of the need to maintain the commercial strip as the neighborhood's housing component is rebuilt.

Neighborhood shopping centers are projects designed to introduce a new real estate product into neighborhood commercial areas providing both convenience goods and services with a small selection of shopper goods.

A good example of a revitalized neighborhood shopping center is Eastway Plaza in the East Winston Community of Winston Salem, North Carolina, where a black entrepreneur working with the City of Winston Salem was able to package a shopping center development. The center is a 70,940 square foot strip center composed of a 40,000 square foot Food Lion and a number of smaller retail stores oriented to music, food, and women's ready-to-wear and personal services, such as barber and beauty shops and nail salons. It has been very effective as a new provider of goods and services to the East Winston community. The land for the center was urban renewal land provided to the minority developer at a reduced cost in order for him to offer leases at competitive rents for small retail and service establishments. To make the deal possible, the City took the unusual step of allowing the developer to sell the supermarket site as an outparcel before the repayment of the land loan, providing additional equity necessary for the developer to complete the deal.

Main street programs are oriented to commercial areas with significant historical assets that can be used as the basis for creating a different type of ambiance as a basis for attracting customers to a

mix of convenience goods, shoppers goods, eating and drinking and artisan and craft shops.

A well known example of the combination of these tools is the Community Main Street Program in Cedar Falls, Iowa. Cedar Falls was once a major manufacturing center boasting more than five dozen industrial plants. Like many mid-sized cities its manufacturing prominence has faded and since the 1980's become almost vacant. To address this situation, the city embarked on a Main Street revitalization effort in the 1990's and they now claim that 300 buildings have been renovated through the program. Key components of the effort include attention to formulation of design guidelines, seeking grants, business recruitment and retention, volunteer work, totaling 20,000 hours to date, and \$300 million in investment by public and private entities. The program was awarded the "Great American Main Street Award" in 2002, by the National Trust for Historic Preservation.

Job Generation

Cities are undertaking a number of projects that meet our definition of revitalization project in the area of job generation.

Some of these projects are more general, focusing on the retention of existing business or the attraction of new businesses through the offering of site locations for businesses. One example is Station Park (and its predecessor, the Naval Ordnance Station) in Louisville, Kentucky. With a heritage dating back to World War II, the Park continues to be a world-class center for repairing and manufacturing the Navy's large guns and missile systems. Responding to the station's selection for closure in 1995, the Louisville community successfully advocated for a unique plan to privatize the Navy's operations, keeping the military workload in Louisville. This first of its kind privatization-in-place project saved 1,000 quality jobs for the community and made available a number of office and manufacturing buildings for use by new employers.

The Park is an urban industrial park located in south Louisville, Kentucky. It consists of 142 acres with approximately 84 buildings, totaling 1.5 million square feet. The manufacturing space is housed in ten buildings, which range in size from 104,000 square feet to 247,000 square feet. It is home to a wide range of tenants utilizing facilities equipped with everything from heavy overhead cranes, machine tools, industrial plating equipment, blasting and painting

booths, material handling equipment, and storage systems to standard office space.

Other parks are focused on the development or creation of high technology jobs as a basis for attracting high technology firms and attracting employees at higher salary levels. Technology parks often focus in a specific area. Such is the case for the Virginia Biotechnology Park, Virginia's research park for the life sciences. Located in Richmond adjacent to the medical sciences campus of Virginia Commonwealth University and the Medical College of Virginia Hospitals, the Park is home to more than 40 biotechnology, bioscience and related companies and research institutions.

The Virginia Bio-Technology Research Park currently has six buildings, totaling over 300,000 square feet of research, laboratory and office space. This represents a total investment of over \$75 million and will result in an employment base of over 850 individuals. The park is a joint venture of the Commonwealth of Virginia, Virginia Commonwealth University and the City of Richmond. When fully developed, the Park will contain over 1.5 million square feet of research, laboratory, office and support space, and serve as a location for 3,000 researchers, scientists, engineers and technicians to carry out their activities.

Other cities have been very creative in terms of how they coordinate resources within their jurisdictions to provide training and job placement opportunities for residents. There are many different approaches to this. For example, the City of Dayton, Ohio, created a one-stop employment and training center within which many of the different agencies with a mission of employment and training located. This one-stop concept became a model project for the nation.

The disproportionate growth of jobs in the suburbs instead of the city and the relatively low household incomes of center city residents have combined to make access to jobs difficult for those without automobiles.

A national example of success in addressing the mobility/accessibility gap is in Kansas City, Missouri. It is called the Joblinks project. It started in May 1997 with a \$90,000 Federal Transit Administration grant. It provides public transportation services from certain areas within the city to "labor deficit areas" of an adjacent county. The goal is to decrease dependence on public assistance due to lack of access to employment opportunities. Similarly, the St. Louis Bridges to Work program coordinates job placement, transportation and career advancement services by linking inner-city job seekers with employment opportunities in faster

growing suburban areas. More details about these programs are provided in Appendix C.

Cultural and Entertainment Activities

We are finding nationally that some cultural and entertainment activities are becoming the new anchors for neighborhoods. As a result, they can become the catalysts for other kinds of development activities.

Many cultural projects are linked to the history of their site and neighborhood and therefore act as a chronicle of the traditions of the neighborhood and give it stability even as it evolves.

For example, Kansas City's 18th and Vine Streets Cultural Center has experienced a dozen generations of black music. It was at one time an international magnet for the famous and infamous, the epicenter of the City's music scene, yet it suffered from an economic decline for thirty years. A combination of crime and urban renewal projects eliminated the original residential real estate the district once relied on for patrons. Following a 15 year effort to restore the former jazz capitol, a major redevelopment project there is now recreating a

neighborhood that offers not only attractions but also products and services for tourists and residents alike.

The foundation for the development is the Historic Jazz District at Eighteenth and Vine, once home to clubs where Count Basie, Ella Fitzgerald, and Kansas City native Charlie Parker popularized swing in the 1920s and 1930s. At the Mutual Musicians Foundation, live jam sessions once again go into the wee hours on weekend nights. The American Jazz Museum and the Negro Leagues Baseball Museum are also located in the district. These cultural facilities have spurred new construction including over 70 housing units and 30,000 square feet of retail and commercial space. They have been built in the fashion of previous buildings with retail space on the first floor and housing on the floors above.

Streetscapes

Housing and other commercial activities are enhanced by the beautification of their surrounding environment. Because this is such an important element in building the viability of neighborhoods and because private sector activities often respond to improved built environments, it is important to illustrate some examples of what we feel are quality efforts in the streetscape area.

One well known example is in the Old Greensboro Central Business District where WRT (using the design elements of sidewalk paving, street trees, street lights and hanging flower baskets) totally changed the aesthetic environment of M Street, the main thoroughfare connecting Old Greensboro and the Central Business District. For a more detailed description, see Appendix C.

8.2 SUMMARY

We illustrated these project concept types with completed project experience in other cities to establish a reference point that the ERB can look to in determining what kinds of projects can best contribute to improving the identified high opportunity areas.

**APPENDIX A: Project Selection Criteria
and Screening Process**

APPENDIX A: PROJECT SELECTION CRITERIA AND SCREENING PROCESS

1st Level Screening: Relevance of Revitalization Project

- The revitalization project is consistent with the legislation.
A revitalization project is a planned physical improvement that, when completed, will contribute to the economic, cultural, recreational, tourism, social (including housing, parks and community centers) or educational development of the City of Camden. A revitalization project has a specific location within the City and a specific timeframe and costs associated with design, construction and implementation. It can involve the construction or rehabilitation of buildings, supporting infrastructure (utilities, streetscapes, drainage, etc.), or community facilities (parks, libraries, community centers, etc.).
- The revitalization project advances one or both goals of the Strategic Revitalization Plan (job creation and neighborhood improvement.)

- The project is consistent with the objectives of City Master Plan, neighborhood plans, other subarea plans or the visions of the key leadership of the City of Camden.

2nd Level Screening: Readiness

- The revitalization project has been defined (see project definition above) and development responsibility has been established and acknowledged.
- Organization has the demonstrated management capability or a management plan that can successfully implement the project.
- Implementation organization has achieved site control or there is sufficient evidence that site control can be achieved and the project started within a three- year period.
- There are no major environmental or other constraints (such as permit requirements) that would prevent the start of implementation within the next three years.
- There exists sufficient infrastructure to support the demand associated with the revitalization project or such infrastructure can be developed and constructed in the time frame of the project.

Ranking Process:

Revitalization projects would be ranked on a 1-3 scale with 3 being highest rank based upon the following criteria:

3- High probability of achieving results

2- Moderate probability of achieving results

1- Low probability of achieving results

Financial

- The project financing plan is reasonable.
- There is a high probability that the project can be financially sustainable.
- There is a high probability that the project can generate private sector investment.

Economic Impacts

- The project will generate jobs for residents of Camden.

- The non-public projects will expand the tax revenues for the City of Camden.
- The non-public projects will contribute to the development of other income streams for the City of Camden.

Neighborhood Impacts

- The project improves housing stock.
- The project will contribute to the improvement of the “quality of life” of the City through improvements in health, safety, or other contributions.
- The project contributes to neighborhood stability.

Leverage

- The project will leverage other money, to include private, federal, city, county or voluntary sector funds.
- If this project were successful, it would catalyze other projects.

APPENDIX B: List of Interviewees

APPENDIX B: LIST OF INTERVIEWEES

Adkins, Gregory
Executive Director, NJ Urban Enterprise Zone Program

Aguilar, Yolanda
Community Activist

Ahiarakwe, Uzo
Division Head, Camden Department of Utilities

Aut, Chris
Executive Director, Heart of Camden

Ayorinde, Ayo
Director of Parks City of Camden

Balzano, Joseph
Executive Director and CEO South Jersey Port Corporation

Bartrojlo, John
Vice President, Camden Iron & Metal

Betz, Steve
NJDEP

Brennan, Sue
Executive Director, Fairview Main Street

Bryant, Wayne
Senator - Assistant Democratic Leader

Byrd, Arnold
Executive Director, Camden OEO

Carbone, Michael
Commerce Bank

Cardone, Bud
President "Largemoor Film Service, Inc."

Castillo, Alfonso
Executive Director, Latin American Economic Development
Association

Catapano, Tom
Senior Project Officer, New Jersey Economic Development Authority

Chebra, Gene
Bureau Chief, NJDEP

Clements, Carol Ann
President, Jen-Cyn Enterprises, Inc.

Closkey, Sean
Executive Director (TAC), New Jersey Housing & Mortgage Finance
Agency

Cole, Michael, "PE,PP,CPG, AICP CME"
Remington & Vernick

Colella, Lisa
Operations Manager, D & M Transportation Services

Collins, Mike
Senior Project Officer, New Jersey Economic Development Authority

Colon, Eddie
Chief Information Officer, Camden Dept. of Admin.

Corcoran, Thomas
President/COO, Cooper's Ferry Development Association

Cornell, Frederick
President, Innovative Recovery Products

Cruz-Perez, Nilsa
Assemblywoman, Assistant Majority Leader of New Jersey
Legislature

Darji, Vijesh
Project Engineer, New Jersey Department of Transportation

Davis, Michael
General Manager, St. Lawrence Cement Corporation

De, Arijit
Executive Director (TAC), Camden Redevelopment Agency

Dellavecchia, Marge
Chief of Staff (TAC), NJDCA

Dennis, Roger
Provost, Rutgers Campus at Camden

DiFavio Sr, Ralph
CEO, Champion Service Inc.

Doyle, Father
Rector, Sacred Heart Church

Dragos, Stephen
Executive Director, Greater Camden Partnership

Emiec, Lisa
CCMUA

Engelbert, Herman
CCMUA

Faison, Gwendolyn
Mayor, City of Camden

Fallon, John
Design Engineer, South PSE&G

Fawdry, Michael
Project Manager, Damiano Long

Fleming, Joseph
Executive Director, Concerned Churches Organized for People

Fooder, Eric
Assistant Superintendent, Camden Water

Francini, Caren
Director, New Jersey Economic Development Authority

Francois, Michael
Managing Director, New Jersey Economic Development Authority

Franklin, Richard
Area Development Manager, PSE&G

Galli, Gina
Senior Project Officer, New Jersey Economic Development Authority

Gillette, Howard
Professor of History, Rutgers Campus at Camden

Hamil, Barker
NJDEP

Hargis, Edwards
Captain, Camden Police Department

Hassett, Maureen
Assistant Director, New Jersey Economic Development Authority

Higgins, Euletta
Partner/Literacy Trainer, "The Choice is Yours, Inc."

Holland, Juanita
President, "The Choice is Yours, Inc."

Holmes, S. Thomas
Development Director, "Camden County Council on Economic Opportunity, Inc."

Hunter, Fred
Remington & Vernick

Jenkins, Charles
NJDEP

Jones, JA
Director of Communications and Administration, SJPC (South Jersey Port Corporation)

Kaplan, Ron
President Operations, Joseph Oat Corporation

Kasabach, Peter
Chief of Policy and Community Development, New Jersey Housing & Mortgage Finance Agency

Keck, Dennis
Assistant Commissioner, NJDOT

Keenan, Milton
Program Officer, LISC

Kinzig, Jim
Aegis

Kominsky, Karen
Deputy Commissioner, State of New Jersey

Kricun, Andy
Deputy Executive Director, CCMUA

Lambo, Allen
Program Officer, LISC

Lyons, R. Page
President, Tri-State Bulk Handling, Inc.

Machotka, William
Acting Section Chief, NJDEP Municipal Finance

Magid, Larry
Promoter, Tweeter Center

Maiman, Alan
New Jersey Transit

Martoglio, Ed
RPM Development Group

McDermott, Monsignor
St. Joseph's Carpenter Society

Mercado, Orlando
Director of Funding and Marketing, Latin American Economic
Development Association

Moy, Steve
Manager, New Jersey Department of Transportation

Murphy, David
Director, Delaware River Port Authority

Murphy, Greg
Chief, Fire Department

Nunez, Jose
Computer Instructor, "The Choice is Yours, Inc."

Parker, John
Pastor, Antioch Baptist Church

Pemo, Anthony
CFDA

Pfleiderer, Rick
Water & Sewer Manager, Camden Water

Pisarcik, Andrew
Operations Supervisor, NJAWC

Post, Ed
NJDEP

Primas, Randy
Office of Chief Operating Officer

Redd, Dana
City Councilwoman City of Camden

Redman, Paul
Director of Utilities, Camden Dept. of Utilities

Richmond, Chuck
Director of Housing, NJDCA

Rielly, Mike
"VP, Human Resources", L3 Communications

Rigler, James
System Planner, PSE&G

Roberts, Joseph
Assemblyman and Majority Leader, Brooklawn Shopping Plaza

Russell, Betsy
Executive Director, Camden Lutheran Housing Corporation

Ryan, Dan
Special Assistant to Commissioner, NJDEP

Scott, Charles
Computer Instructor, "The Choice is Yours, Inc."

Smallwood, James
President/CEO, "The Choice is Yours, Inc."

Smith, Barry
Project Development Assistant, "Camden County Council on Economic Opportunity, Inc."

Smith, Rose
Director of Marketing and Policy, New Jersey Economic Development Authority

Soder, Bob
PSE&G

Spearman, Bill
Parkside Business

Stargill, Britt
Pastor, Kaighn Avenue Baptist Church

Stephens, Michael
Water/Sewer Superintendent, Camden Water

Sullivan, Daniel
Executive Director, hireAbility

Sullivan, John
Assist Director, New Jersey Schools Construction Corporation

Schwartz, Jeffrey
Director of Economic Development, Camden County Improvement Authority

Thompson, Arthur
Director, Health and Human Services

Townsend, Silas
Pastor, St. John Baptist Church

Upton, William
Project Officer, New Jersey Schools Construction Corporation

Voss, Curt
Executive Director, Tweeter Center

Whelan, William
Executive Director, St. Joseph's Carpenter Society

Williams, Edward
Planning Director City of Camden

APPENDIX C: Successful Revitalization Case Studies

APPENDIX C: SUCCESSFUL REVITALIZATION CASE STUDIES

The following case studies suggest the types of projects that might serve as models or generate ideas for revitalization projects in the City of Camden. As mentioned in the Project Concepts section, these projects are organized by the following categories.

1. Housing
2. Commercial Retail
3. Job Generation
4. Cultural and Entertainment Activities
5. Streetscapes

1. Housing

Crawford Square – Pittsburgh, PA¹

This project is a residential development built on formerly blighted urban renewal land. It encompasses 18 acres and 426 rental and for-sale housing units, both subsidized and market-rate units of apartments, townhouses, and single family homes.

The Crawford Square development is located just outside of Pittsburgh's downtown business district, between downtown and the City's Oakland neighborhood. The development is credited with transforming an abandoned and underutilized neighborhood into a desirable residential area.

The redevelopment process was overseen by the Pittsburgh Urban Redevelopment Authority (URA), which acquired the land and selected a developer. The initial master planning process included substantial involvement among community leaders and residents. Emerging from this process was a plan to re-create a traditional

Pittsburgh neighborhood in terms of housing density and architectural details.

Crawford Square is quite urban in nature, with narrow streets and shallow building setbacks. Architectural details of brick facades, tall windows, dormers, and gables ensure that the new neighborhood is compatible with the character of older Pittsburgh communities. To build the atmosphere of an established community, the developers provided a mix of housing types and designed the streets and sidewalks to be well lit. They also established a program to encourage law enforcement personnel to move into Crawford Square homes.

The project's first phase (including 203 rental units) was completed in 1993, and the second phase (72 rental and 30 for-sale units) finished in 1995. A third phase of approximately 100 units was completed in 2001.

¹ Source: Urban Land Institute Best Practices and HSGA

Financing

The Crawford Square development was constructed with a combination of developer equity, the sale of low-income housing tax credits, loans and grants from organizations such as the URA, the state Housing Finance Agency, as well as from local banks and foundations. The developers considered it important both to spread the financial risk and to get numerous community institutions involved in the process.

Northeast Inlet, Atlantic City, NJ²

Once Atlantic City's best address, the Northeast Inlet became a well-known symbol of urban decay with stories of its steep decline appearing in Time Magazine and on "60 Minutes". The down-on-its-luck neighborhood consisted of trash-strewn vacant lots and dilapidated housing. Over 20 percent of its structures were abandoned and more than half the occupied dwelling units were in substandard condition, many of them having been ravaged at ten-year intervals by tidal floods. At the same time, land costs had been quintupled by speculation after casino gaming was approved in a

² Source: Northeast Inlet Looking Better, Wallace Roberts & Todd - Urban Land 1993

1976 referendum. Collectively, these conditions severely limited the market for new uses and the area continued to decline.

The turnaround started in 1986 with the city's decision to make the Northeast Inlet a key part of its redevelopment strategy and the first step in its 14-year-old promise to use casino revenues to help provide the city residents and workers with housing they could afford. A redevelopment plan for the 100-acre Inlet was prepared under the auspices of a number of city and neighborhood agencies:

- The Housing Authority and Urban Redevelopment Agency of the city of Atlantic City, New Jersey, which is the plan's implementing agency;
- The New Jersey Casino Reinvestment Development Authority (CDRA), which administers the casino-provided investment, is responsible for resident relocation planning with the city's redevelopment agency and is the condemning authority for land assemblage;
- The City of Atlantic City, which donated city-owned land to the project, issued bonds for infrastructure improvements, and received U.S. Department of Housing and urban Development UDAB (urban development action grants), NJ Housing and Mortgage Finance

Agency (HMFA), and NJ Department of Community Affairs (DCA) grants;

- The Atlantic County Improvement Authority, which provided funding derived from a luxury tax to assist in land acquisition and for-sale housing construction, and
- The Inlet Community Development Corporation, a neighborhood nonprofit development organization. The plan was adopted by the City Council in 1987.



Northeast Inlet Redevelopment area, showing Phase I (red, Melrose Avenue along top line), Phase II (yellow), and Phase III (green) project areas.

The Inlet plan identified a ten-acre (six-block) parcel as the Phase I target redevelopment area and established a basic program for it:

- Housing ranging from low-income to affordable and market-rate;
- Rehabilitation of as any of the existing structures as feasible;
- A mix of low-rise development at as high a density as possible, mid-rise units and a convenience center;
- A wider New Hampshire Avenue to make it the boulevard axis of the newly created community; and
- Off-street parking at a ratio of one space per townhouse unit and 1.5 spaces per mid-rise unit.

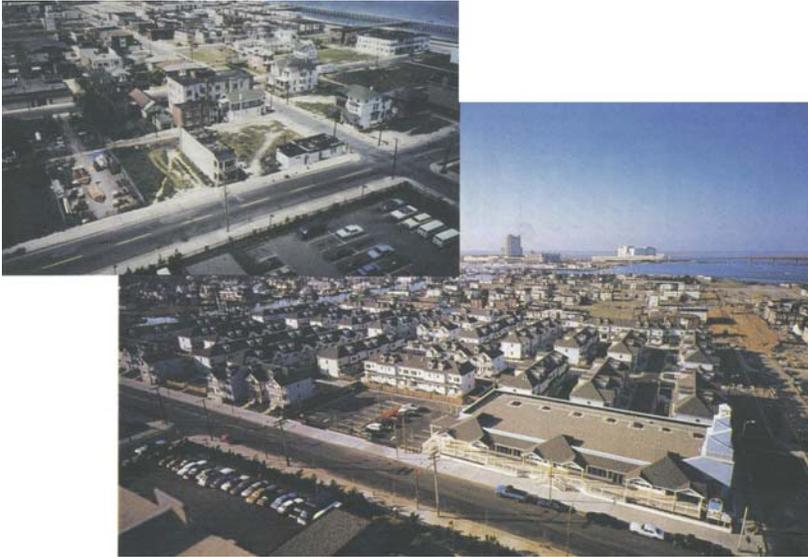
Harrah's Marina Hotel Casino acted as sponsor / owner. This sponsorship fulfilled an obligation to the state of New Jersey: Atlantic City's casinos are required to invest 1.25 percent of the gross gaming revenues for 25 years in bonds issued by the CRDA at about one-third below market rates; CRDA, in turn, lends the money to municipalities or their designated developers to support housing and economic development projects throughout the states. For the Northeast Inlet project, Harrah's committed \$50 million as a direct investment.

The Project

Three elements of the project were completed by August 1992 – Harbour Pointe, 130 townhouses (11 built as duplexes) on four blocks at a density of 19.28 dwelling units per acre; Harbour Pointe Square, a convenience center containing 11,621 square feet of leasable space; and Ocean Terrace, a 09-unit mid-rise apartment building on half of the block adjacent to Absecon Inlet. The other half of this block is reserved for a 156-unit market-rate condominium apartment complex, to be built when market conditions permit.

Harbour Pointe

The 130 townhouse structures contain 141 for-sale and rental units. The 42 townhouse structures reserved for low-income rental are indistinguishable from the for-sale units by location, architecture, or quality. Of the 88 for-sale townhouse unite, 35 – called exchange homes – were reserved for former residents of the site.



Before and after photographs of Phase I.

Ocean Terrace

The project's mid-rise component, completed in August 1992, lies across the widened New Hampshire Avenue. The affordable rental tower is occupied and a market-rate condominium tower will be built when market conditions permit.

Harbour Pointe Square

The neighborhood convenience center, containing 11.621 square feet of leasable space, is located at the intersection of New Hampshire and Melrose Avenues, on the most prominent corner of the townhouse superblock. A tower at this corner provides a landmark for the center and the townhouse community. Business enterprises owned by minorities and women have been targeted as tenants.

Elements of Success

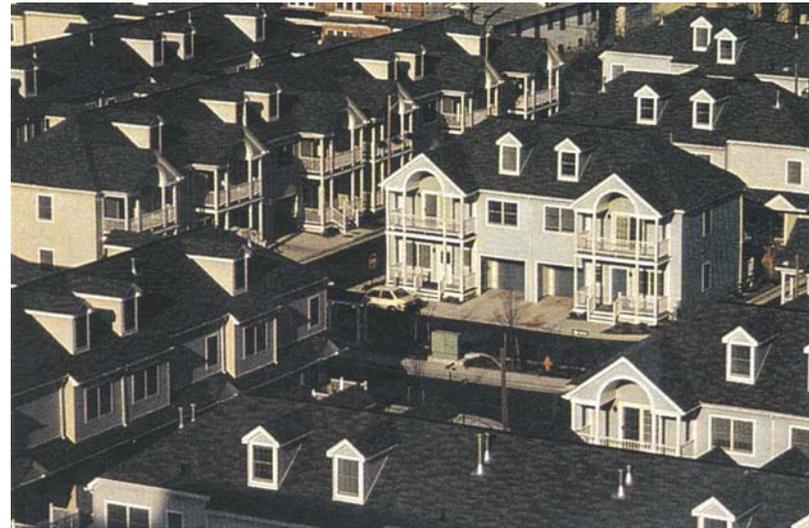
Through its redevelopment agency and CRDA, the city of Atlantic City contributed 58 parcels to the project and assisted the developer in relocating 82 families and three businesses from the site to permanent or temporary quarters. Former resident renters were invited to move back into one-, two-, or three-bedroom units at the same rent they had paid before being relocated.

Residents who owned their homes were given a credit on their former residences toward an "exchange home" (there were 35 of these). If their credit was less than the \$69,000 purchase price, they received indefinite term, no-interest loans for the difference, with a

declining value of 20 percent per year; if their credit was more than \$69,000, they received the difference in cash.

Harbour Pointe townhouses were sold for \$69,000 (a heavily subsidized price given their \$239,000 average development cost), and a state program provided below-market mortgage rates. Buyers got up to 95 percent loans for 30 years at a fixed 8.7 percent rate. Deed restrictions limited the profits that owners could realize in the first five years.

Ocean Terrace apartments are rented to more moderate-income households. The rents range from \$600 to \$900, with a \$25 a month premium for each floor above the fifth.



The Harbour Pointe townhouses.

Northeast Inlet Phase I has created a community that is economically and ethnically mixed. The occupants of units rented or sold according to income limits have household incomes ranging from \$19,000 for single-person households to \$31,000 for six-person households. The owners of townhouses sold without income restrictions have household incomes ranging from \$30,000 to \$90,000, with the average between \$40,000 and \$50,000. The community houses many former residents of the area as well as

newcomers attracted by the high quality and affordability of the housing.

Madison Landing Northeast Inlet, Atlantic City, New Jersey³

Madison Landing is a housing community consisting of 62 units of affordable housing located in the Northeast Inlet area of Atlantic City, New Jersey. The 62 “for sale” units are comprised of 24 two-bedroom and 30 three-bedroom semi-detached houses, and 8 three-bedroom single family dwellings. The community was developed by reconfiguring an existing two block area that had long ago been razed as part of an effort to rehabilitate the Northeast Inlet. The project was funded through the Casino Reinvestment Development Authority.

Nine Mile Run – Pittsburgh, PA⁴

This case is an example of how industrial sites can be transformed into residential areas. The project was developed on a 238-acre site

³ Source: Wallace Roberts & Todd, LLC

⁴ Source: Hammer, Siler, George Associates

as market rate housing. It signifies the emergence of Pittsburgh’s waterfronts as desirable development areas.



Siding, bay windows, pitched roofs and porches are drawn from the traditional residential architecture of this southern New Jersey shore community.

Five miles from downtown Pittsburgh, the Nine Mile Run development is a middle-income residential community being built on a former industrial property. The property had been a dumping area for slag, a steelmaking byproduct, and by the 1970s had grown into a virtual mountain of slag. After most of Pittsburgh’s steel mills closed

during the 1970s and 1980s, the city's waterfronts began a process of transformation from industrial wastelands into developed and desirable areas. The Nine Mile Run site was acquired by the Pittsburgh Urban Redevelopment Authority (URA) in 1995 with this purpose in mind.

The Nine Mile Run site (named for a stream running through the property) overlooks the Monongahela River. As is common in Western Pennsylvania, this heavy industrial site was in close proximity to residential areas, and the decision was made early on to integrate the new development into the existing neighborhoods.

The new neighborhood, called Summerset at Frick Park, was designed with "neotraditionalist" principles of dense lots, a mixture of housing, and abundant public spaces. A crescent-shaped park, about the size of a football field, is the centerpiece for the development's first phase. Such design elements were intended to blend the new development almost seamlessly into the desirable Squirrel Hill neighborhood that borders it.

The first priority item was in dealing with the mountain of slag. Instead of removing the vitrified cinders (slag in nontoxic form,

unless ingested), developers instead work *with* the slag, contouring it so that houses could be built on landscaped slopes. The slag was then covered with 30 inches of soil. The environmental work was paid for by City funds totaling \$10 million.

The first phase of construction, which has recently been completed, includes approximately 40 homes. The available lots sold almost immediately, with 500 applicants for the 40 spaces, and the development is proving very popular with families who have children – a demographic group that has traditionally fled downtown locations.

Additional phases will add apartments, and more for-sale housing, bringing the total number of housing units on the site to 710. About half of the site's total acreage will ultimately be developed, with the remainder being parks and other open spaces. Full build-out is expected to take ten years to accomplish, and funding is through a combination of public and private money.

This development benefits from its location close to downtown, as well as being surrounded by desirable and upscale neighborhoods.

The project shows the potential of redeveloping former industrial sites into successful residential communities.

2. Commercial Retail

Community Main Street Program – Cedar Falls, IA⁵

This project is a good example of revitalization of a Main Street business district in a former industrial city. The process was led by a local group, but brought together many government organizations and private individuals/companies. Local community-based organizations were responsible for promoting downtown and coordinating marketing and redevelopment efforts. In 15 years of the Main Street program, the central business district has gone from being mostly deserted to having almost full occupancy. The program has been honored as one of the nation's best Main Street programs by the National Trust for Historic Preservation.

Located along the Cedar River in northeast Iowa, this city of 36,000 people has faced a transitioning economy not uncommon in the upper Midwest. Once a major manufacturing center, Cedar Falls at one time boasted more than five dozen industrial plants. Its central business district alone once had 11 groceries and six drug stores. Much of the City's manufacturing prominence had faded over the years, as had the vitality of Main Street, which by the late 1980s was mostly vacant.

This situation led to community leaders forming a group called Community Main Street in 1987, charged with revitalizing and preserving the downtown. Receiving broad support among residents and local government, Community Main Street began working immediately to generate investment and interest in the downtown. The organization is currently funded partly by the City of Cedar Falls, and partly through a Business Improvement District, which assesses Main Street property owners at a rate of \$3.50 per every \$1,000 of assessed valuation. Another important component is volunteer work – Community Main Street has benefited from over 20,000 hours of volunteer work since its inception.

⁵ Source: Urban Land Institute and HSGA

Activities undertaken by Community Main Street include business attraction, assisting existing businesses in marketing efforts, promoting the downtown to a regional audience, formulation of design guidelines, and importantly, seeking funding for additional projects. The latter task recently resulted in a \$500,000 federal grant to renovate the facade of the landmark Black Hawk Hotel located downtown. Cedar Falls is currently attempting to recruit a major hotel franchise to the site.

Cedar Falls' efforts have also benefited from state support. Main Street Iowa, a program of the Iowa Department of Economic Development, was established by the state legislature in 1985. Since that time, five "Main Street communities" have been selected (Cedar Falls being among them), and more than \$300 million has been invested statewide by public and private entities to rehabilitate, renovate and purchase downtown buildings. The state claims a \$50 return on every dollar of state investment in the Main Street program.

With this framework, Cedar Falls embarked throughout the 1990s on a process of revitalizing its Main Street in an effort to make Cedar Falls a more enticing place to live and to do business. The program was aimed at revitalizing the central business district by attracting

businesses and by rehabilitating existing structures, most of which date to the late 1800s and early 1900s and were still standing despite being mostly unoccupied. Historic preservation has been a major goal of the organization from the start.

The City of Cedar Falls now claims that 300 buildings have been renovated through the program, and over 200 new permanent jobs have been created. Due to the redevelopment efforts, the organization claims that the valuation of Main Street properties has increased nearly threefold since the late 1980s. But by far the most significant impact is on the City's morale. No longer does Cedar Falls have a deserted downtown – it is one of Northern Iowa's most active downtowns. By the time of the City's 2002 sesquicentennial celebration, the downtown business district had achieved almost full occupancy.

The Cedar Falls Main Street program was enough of a success story to have been awarded the "Great American Main Street Award" in 2002 by the National Trust for Historic Preservation.

3. Job Generation

Joblinks Project Transports Kansas City Workers to Suburban Jobs⁶

In Kansas City, the Joblinks project – started in May 1997 with a \$90,000 Federal Transit Administration grant – provides public transportation services from the Enhanced Enterprise Community within the City to the “labor deficit” areas of adjacent Johnson County. A goal of the project is to decrease dependence on public assistance and Unemployment Compensation benefits due to lack of access to employment opportunities. A partnership of local public and private organizations and private sector interests supports the job matching elements of the project. Kansas City, Kansas has succeeded in taking a U.S. Department of Transportation Joblinks grant through a first-year demonstration into a second year, and planned third year, of operation, supported entirely by the local community.

⁶ Source: US Conference of Mayors Best Practices

Goals

The primary goal of the Joblinks project was to establish public transportation services from the City to employment destinations in Johnson County. A secondary goal was to create a partnership of local public and private organizations and private sector interests. Specific project goals were to:

- 1) Establish a daily transit service with pick-up in the City for Johnson County destinations;
- 2) Establish schedules of operation suited to work schedules of northern Johnson County employers;
- 3) Promote the establishment of fixed route service between the City and Johnson County business areas; and
- 4) Decrease dependence on public assistance and Unemployment Compensation benefits

Start-up Activities

Initial activities following a February 1997 kick-off meeting focused on the creation of partnerships among the organizations and businesses needed to bring the project to fruition. Much effort went into planning and holding job fairs; the metro-wide Job Fair '97 was held a month after the kick-off with over 200 employers participating

and about 5,000 job seekers in attendance. This was the first of several job fairs held in the area, all of which were well attended. The project received a lot of coverage in local newspapers and some television news coverage as well.

Transit Service

The first transit service implemented in response to requests from major employers in the Roeland Park area of the County. This first attempt experienced poor ridership and was abandoned after a month. The second route implemented, servicing the A.J. Plastics Corporation in the Shawnee area, was more successful in large part because company representatives actively recruited workers from the Kansas City target area. A third route was started to support a small domestic business, Maids of Johnson County. This service was developed in cooperation with the United Way's Street to Work program, was supported by a monthly subsidy to United Way from Joblinks, used Head Start vans and Americorps volunteer drivers.

The early months of the Joblinks demonstration did not achieve all of the service goals that originally had been set. Three routes had been established to serve employers, but rides-per-day were lower

than expected, due primarily to the fact that employers such as Super Target increase hiring during holiday periods and cut back on employees at other times. Joblinks officials say that, despite a slower-than-expected start-up, the trend lines are heading in the right direction. They also say that the future of the project became more secure when some of the employers started paying transit fares for their employees until their first or second paychecks were issued.

Lessons Learned

The steering committee reports some important lessons learned during the demonstration phase of the project. First, their initial focus on hospitality industry employers was unsuccessful because of the temporary nature of the jobs in this low-wage industry. Working with employers that offer jobs with promotional opportunities was more productive. Also, employers are now required to physically recruit new employees at locations in the communities where the employees reside, as opposed to requiring prospective workers to apply at the company's facility. This kind of recruiting, in the committee's view, demonstrates an employer's commitment to the goals of the program.

St. Louis Bridges to Work⁷

Transportation Redefined is a long range effort to connect people to jobs through better transportation services. It includes a federally-supported Bridges to Work program to transport workers from the inner city to suburban job sites; a partnership with the State to place young adults in jobs along the MetroLink light rail corridor that links the City and County with East St. Louis, Illinois; and an eight-year regional jobs initiative with projects that target welfare recipients and young African Americans.

In 1994 the St. Louis region launched Transportation Redefined, a 20-year series of strategic activities designed to better align transportation with the region's social and economic goals. The effort formally elevated to the transportation agenda several key issues once outside the purview of transportation planning, including access to opportunity for low-income residents, welfare-to-work initiatives, and sustainable development.

This is a four-year program designed to test the effectiveness of coordinated job placement, transportation, and career advancement

⁷ Source: US Conference of Mayors Best Practices and HSGA

services in linking inner city job seekers with employment opportunities in fast-growing suburban areas. St. Louis is one of five Bridges to Work demonstration project sites funded by the U.S. Department of Housing and Urban Development and the Federal Transit Administration. The St. Louis initiative was designed by officials of the City of St. Louis and St. Louis County, working with the Urban League and the Missouri Department of Social Services. Job-ready individuals, referred from City and County programs, receive assistance in obtaining employment in the job-rich Chesterfield Valley area of St. Louis County. During the first 18 months of employment, participants can take public transit to designated stations on the MetroLink light rail system and there board vans operated by the St. Louis Chapter of the American Red Cross for the balance of their trip to work. The pilot phase of Bridges to Work is now being evaluated by Philadelphia-based Public/Private Ventures, a nonprofit group which is managing the five-city demonstration program.

The Transportation Corridor for Economic Renewal (TRACER)

This is a partnership between the St. Louis region and the State of Missouri that seeks to change the investment climate in the region's urban core. A City/County/State steering committee is considering

strategies to re-energize neighborhoods and business districts along the MetroLink light rail corridor which cuts through the City center and links the three major political jurisdictions -- the City, the County, and the City of East St. Louis, Illinois.

To jump-start the process, the Missouri Departments of Economic Development and Social Services have invested funds in a Center for Mobility to Work to link young adults with jobs in the corridor through short-term work readiness training, job search assistance, transit subsidies, and extensive post-placement follow-up. St. Louis Community College is implementing the project in 1998 under a contract with East-West Gateway; the first-year target is 200 placements. The College has established an alliance with community-based organizations to recruit job seekers from a targeted City-County area.

St. Louis Regional Jobs Initiative

This is an eight-year effort which includes the Center for Mobility to Work and is one of six similar regional efforts funded in part by the Annie E. Casey Foundation. The aim of the initiative is to change how the regional labor market works by forging stronger links among

economic development, workforce development, community interests, business, human services, and transportation systems. The Initiative, also administered by East-West Gateway, is governed by a 13-member Investors Group chaired by Missouri Treasurer Bob Holden. The chair of the East-West Gateway Board of Directors represents the region's local governments and two State agencies.

The Initiative includes three other innovative projects:

- A business services job training and placement program: for welfare recipients was designed cooperatively by the Missouri Department of Social Services, the Monsanto Corporation, and Adecco Personnel Services. Clerical skills training has been tailored to the needs of Adecco and Monsanto, and graduates of the program will be placed in positions with these firms. Van service is provided to and from the training center.
- A Center for Health Careers: serves the entry-level employment needs of the Sisters of St. Mary Health Care System. Individuals currently receiving welfare benefits who have an interest in the health care profession receive counseling and case management service, work readiness

and skill training, and child care as they train for a job at one of the four St. Louis area hospitals. A weekly transportation stipend for transit or automobile travel is provided during and after training.

- A cooperative effort with the Carpenters Union: recruits and prepares young African Americans for construction trades. Individuals are trained and mentored by an African-American journeyman and placed with contractors through the Joint Area Construction Trades Council. Transportation stipends are provided during training.

Officials working with Transportation Redefined believe the project has demonstrated the key role that transportation planning can play in spurring economic opportunities and creating a better St. Louis. "Regional partnerships like these are springing up all over the country," says St. Louis Mayor Clarence Harmon. "And although many of these programs are just getting underway, we really don't have a choice. We must and will do whatever it takes to connect new employees with available job opportunities."

Dallas Industrial Development Strategy⁸

The City of Dallas created an industrial development strategy for the City based on analysis of the City's vacant land resources, market demand for industrial space, and an evaluation of the City's technical capacity and economic incentives necessary to foster industrial development. The City targeted five sites for the development of "suburban type" industrial parks. In addition, four older industrial areas were designated as industrial revitalization areas. Revitalization strategies were prepared for each high potential industrial project area. In addition to the suburban type parks and industrial revitalization areas, the strategy recommendations recognize the need for a business retention strategy that would be administered by the City's Department of Economic Development. The recommendations also included the development of an industrial business incubator that would be developed and managed by the Priest Institute. Finally, the study recommended that a new quasi-public Dallas Economic Development Corporation be established to implement the industrial development strategy. An initial budget of \$1.5 million has been appropriated to staff and operate the Economic

⁸ Source: Hammer, Siler, George Associates

Development Corporation. An additional \$4 million has been budgeted for a first phase effort in the industrial revitalization areas.

Louisville Health-related Business Park and Incubator⁹

The University Medical School and a strong complex of general and specialty hospitals anchor this park. MedVentures, a strong local private technology commercialization company is an important anchor. Approximately \$10 million in state funding has been committed for a 60,000 square foot biomedical and telecommunications incubator. The state also provided the match that achieved \$5 million in increased research funding. The first two park buildings were adaptively reused existing industrial buildings using development corporation and 1031 tax free exchange funding.

Important to success has been a careful definition of the future research program, total technology resource assessment and enhancement strategy, market and financial analyses, park business planning, incubator feasibility and business planning, and continuing management consultation. An interesting early feature of the work

was testing the business feasibility of creating businesses in the park that would be joint venture spin-offs of similar departments from the various hospitals.



Business incubator under construction

⁹ Source: Hammer, Siler, George Associates

LeDroit Park at Howard University¹⁰

Fannie Mae commissioned a housing market analysis of LeDroit Park area in Washington DC, near Howard University. The purpose of the study was to determine the potential for a joint Howard University-Fannie Mae initiative to renovate houses owned by the University in the community and to sell them to University employees or District of Columbia employees. The research concluded that the project was feasible and it was implemented. This housing initiative has now gained national recognition in the field of university-community relations.

4. Cultural and Entertainment

New Orleans Warehouse/Arts District, New Orleans, Louisiana

Near downtown New Orleans is the historic warehouse district, location of industrial and related buildings. In the 1970's and early 1980's many of these were abandoned or used in a variety of manners for the city's "skid row". An initiative by the City and its downtown special improvement district transformed the area so that

it is now the "hot" residential area with prices for apartments and condominiums in the former industrial buildings at very high levels. The transformation strategy was based on than understanding of the value of the buildings themselves and a set of strategies including revised zoning, streetscape improvements, signage systems, and incentives for the relocation of arts and cultural and entertainment entities to locate in the area. With the first few successes, the district soon became a magnet for private investment and generates considerable tax revenue as well as providing a desirable location for living, playing and working.

Avenue of the Arts, Philadelphia, Pennsylvania

South Broad Street in Philadelphia was, as recently as ten years ago, a lonely stretch of the city with many vacant mid and high rise buildings, not much to do and virtually no evening activity. The City initiated a program to transform the street into the cultural and entertainment center of the region. Using a variety of tools including revised zoning, streetscape improvements and signage and outreach, the street has been transformed with over \$300 million of investment. The Avenue of the Arts now boasts two world class music venues, theaters, hotels, restaurants and even new parking

¹⁰ Source: Hammer, Siler, George Associates

decks to accommodate visitors. The ripple effects have spread to nearby areas that are now receiving substantial private investment as well.

5. Streetscapes

Greensboro Streetscape Old Greensborough / Central Business District, Greensboro, North Carolina¹¹

With \$2.5 million in bond funds, the City of Greensboro, North Carolina established priorities and phasing for streetscape improvements in five historic neighborhoods. Following a series of public workshops, consensus was reached targeting specific streets for implementation and improvements deemed most appropriate.

In Old Greensborough, an area of older shops, improvements included period lighting, signage and site furnishings. Paving patterns and sidewalk geometry were based on curved, Georgian themes. Finely textured trees were selected to allow visibility of the historic facades. As Elm Street moves north from Old

Greensborough, it enters an area of modern office buildings and storefronts - the CBD. A more geometric streetscape pattern was developed for the CBD to reflect the juxtaposition between the two neighborhoods. Light fixtures and site furnishings were selected to project a contemporary image and trees with more density and formal structure were planted.

A “Transition Zone” was established between these two districts and parking was increased in both neighborhoods through curblane reconfiguration. Adjacent property owners have reported increased use of their buildings.

¹¹ Source: Wallace Roberts & Todd, LLC



Typical sidewalk paving and street tree Central Business District (left) and typical sidewalk paving and street tree in Old Greensborough (right).

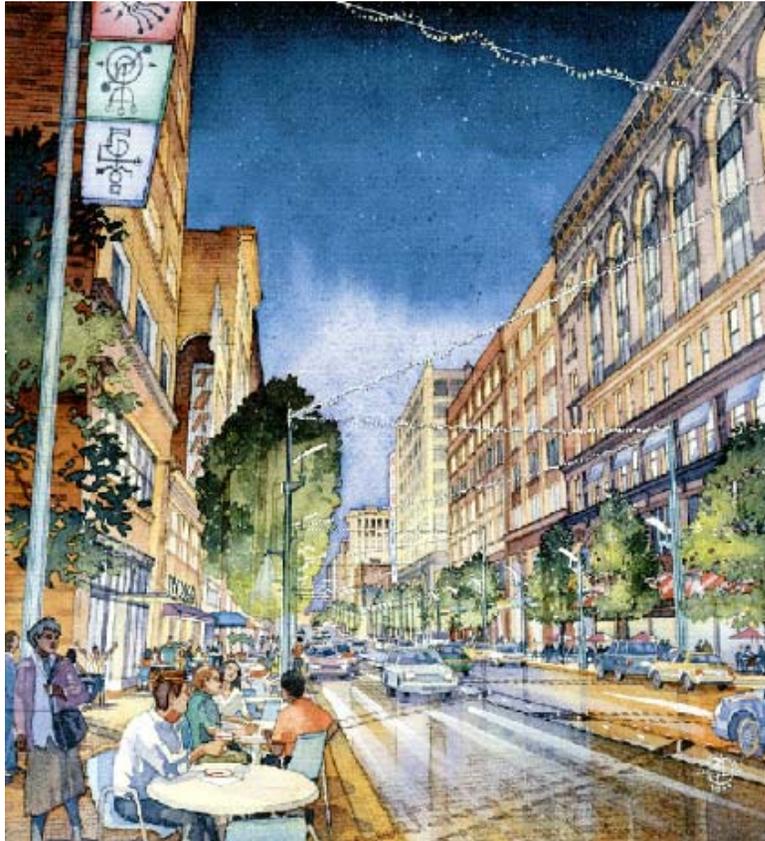
Washington Avenue Loft District Streetscape, St. Louis, Missouri

Implementation of the streetscape design for downtown St. Louis is transforming St. Louis' Washington Avenue District into a thriving art/loft urban district and regional retail destination. The project

arises from *Downtown Now!*, a development plan that calls for revitalizing several downtown neighborhoods.

Three distinct themes are used to define zones for the Washington Avenue corridor: *The Heights*, a "calm" zone oriented towards residential development; the *Hip Core*, the heart of the corridor characterized by a high-energy entertainment, retail, and commercial focus; and *The Hinge*, which utilizes the nearby convention center and hotel properties to connect the District to the rest of downtown.

Expanded public spaces are being created for café seating, display of public art and street performances with potential linkages to adjacent destinations, attractions and districts. The character of those spaces draws inspiration from the surrounding historic buildings. Site furnishings (benches, tables, chairs etc.), lighting, landscape and street greenery, sidewalk paving patterns, and building-related elements (such as canopies and signage) all combine to create a unique ambiance for this vital urban area. Even before its official grand opening in April 2003, the result of this public investment has been felt by greatly increased private investment and use of the area.



Overtown Pedestrian Mall, Miami, Florida

The concept of the Overtown Pedestrian Mall was formulated in the S.E. Overtown/Park West Redevelopment Plan by Wallace Roberts & Todd. The spine of the Redevelopment Concept is the establishment of a broad pedestrian mall from I-95 to Biscayne Bay. The Overtown Pedestrian Mall eliminates vehicular traffic on NW 9th Street and establishes a broad pedestrian mall in its place. The mall includes the Main Plaza with the rising sun symbolizing the light, life and energy being directed to S.E. Overtown and the proposed Folklife Village.

Constructed or rustic terrazzo in vibrant oranges, yellows, blues and greens, the plaza is punctuated with clusters of seating drums and commemorative bronze medallions documenting historic events within the Overtown Community.

The pedestrian way under the Metrorail is paved with vibrant colored concrete unit pavers in abstract pattern based on kente clothe weaving as practiced by nomadic peoples of West Africa and appropriately provides access to the Metrorail Station.

Future phases of the project include an extension of the plaza to the historic Lyric Theater, a sculptural Memory Wall, sidewalk streetscape development within the historic Overtown Folklife Village and the sculptural Overtown Tower at the west end of 9th street.

