Centerville Area in Need of Redevelopment Study

Division of Planning, Department of Development and Planning

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FutureCAMDEN


centerville Area in Need of Redevelopment Study

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This report acknowledges the inclusion of a historical narrative provided by Mr. Robert Thompson, Senior Historic Preservation Specialist.

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Melvin R. Primas, Jr., Chief Operating Officer

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I. Introduction

A. Study Authorization

On June 13, 2002, the Camden City Council, through resolution MC-02:423 directed the Planning Board through the Division of Planning to conduct an investigation to determine whether the Centerville study area is an area in need of redevelopment. The findings of this report will be used to develop a redevelopment plan to address the area’s land uses, zoning designation, and property conditions. It may also include other activities as may be required to facilitate development opportunities.

On July 9, 2002, the Planning Board has authorized the Division of Planning, Department of Development and Planning to conduct this investigation and prepare the necessary reports. The purpose of this report is to determine whether the Centerville Study Area is an area in need of redevelopment pursuant to NJSA 40A:12A-1.

B. Organization of this report

The Centerville Area in Need of Redevelopment Study is organized through the following sections. The first section examines the origins of this report and describes the purpose of the report. The second section deals with the proposed study area and denotes boundaries. The third section outlines the statutory criteria pursuant to NJSA 40A:12A-1. The fourth section provides the report’s findings and recommendations.
## Centerville Study Area

### A. Study Area Location and Boundaries

The Centerville study area is located in the City of Camden, New Jersey. This study area is positioned in the Centerville neighborhood, Census Tract 6017. The boundaries of the study area include the Carl Miller Boulevard (formerly Van Hook St.) to the North, Mt. Ephraim Ave. (County Road St. 568) to the East, Bulson St. to the South, and Interstate 676 to the West. The Centerville Study area represents an area that contains 59 Tax Blocks and 695 Tax lots. See Maps #1 (Local Context), #2 (Study Area), and #3 (Tax Block and Lot)

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B. Historical Context

Centerville was first identified as a community in the years prior to 1851. The area was named based on its central location between the villages of Camden and Kainton to the North and Gloucester City to the South. The original village extended almost to the Delaware River on the west and east to the Camden and Salem Road (today's Broadway). It was bounded on the north by present day Jackson St. and on the South by the road to Kaign's Ferry (Ferry Ave.)

Building lots were laid out in the area by the Centerville and South Camden Land Company and the Kaign Point Land Company on property formerly belonging to prominent Camden physician Isaac Mulford and the Mickle family. The land had been used primarily for agricultural purposes prior to its division into an urban grid of lots and blocks. An early frame farmhouse stood at the southeast corner of Central Avenue and Phillip Street.

In time the new community became recognized as a largely African American enclave. This may have prompted Dempsey Butler, wealthy real estate entrepreneur, to donate land at Charles Street and Ferry Avenue for use as an African American cemetery. He realized the difficulty attendant to burying African Americans in Camden when he was unable to bury his wife in the city following her death in 1867.

As the population of the area increased the neighborhood began to establish its own social institutions. First among these was the churches. The Scott Methodist Episcopal Church was organized in 1836 when eight members began to worship in a cellar on Kossuth Street. Rev. Peter Wise of the John Wesley Church of Philadelphia conducted services. James Peacock built the first church building in 1858. It was one story frame building located on Eighth Street just north of the Ferry Road. In 1882, a brick church was erected on Phillip Street below Central Ave. The Church was later relocated to a new building at Eighth and Ferry Ave. and was renamed Ferry Avenue Methodist Church.
Due to the prevailing racial and social attitudes of the time public housing project were intended to house a particular racial or ethnic group. Clearance was likewise aimed at specific neighborhoods. Centerville was the second city neighborhood selected for a public housing project. The neighborhood was predominantly African American and the housing stock included a number of dilapidated frame structures built before Centerville was annexed by the City. A site bordered by Van Hook, South Ninth, South Tenth Streets and Ferry Avenue was selected.

Joseph Hettel, architect for the authority, submitted the plans for Clement T. Branch Village to the Camden Housing Authority on August 24, 1939. Dr. Clement Branch, for whom the proposed project was to be named, was a Camden physician and civil rights leader. The plans were instantly approved and ground was broken on May 4, 1940. Eighty-one houses were demolished to make way for the project. The project resulted in employment of 1200 men for one year.

Clement T. Branch Village was opened for new residents on July 7, 1941. The completed project consisted of 279 housing units in 18 brick two-story, semi-fireproof buildings. The project was designed by the architectural firm of Rady and McNelly and was built by R.J. Lucarelli Company. The complex was divided into four primary sections. Two of the sections consisted of primarily of rows of two-story buildings, oriented diagonally to the surrounding street grid. The other section was made up of buildings oriented perpendicular to and parallel to Eighth Street.

The buildings that make up the Clement Branch complex typify federal housing design of the era. The two-story, brick row houses were the norm in many areas. Borrowing from the early twentieth century Bauhaus design popular in Europe, and adhering to strict low cost guidelines set by federal government, the buildings of Branch Village are of a functional, utilitarian design featuring long, unembellished lines, flat roofs and minimal architectural decoration.

It was also during this period that a public swimming pool and community center were built in Centerville. The recreation complex was built on a two acre at South Ninth and Ferry Ave. It included a two hundred-foot swimming pool, a wading pool, tennis courts, and a ballroom in the fashionable Art Deco style Community Center. There was an open deck pavilion on the second floor. During the summer months movies were shown on the side of the recreation center. The pool closed in the 1970's and was demolished in 1981 after a crowning.
By the early 1960's vast areas of Centerville were dilapidated and in need of reinvestment. A federally funded plan for "slum clearance" and new construction on a sixty-six acre site in Centerville and Liberty Park was announced. The plan called for the construction of 500 townhouses, at least three shopping centers and a greenway park. It was an ambitious plan that promised much for Camden.

Typical of the federal urban renewal program of the period, demolition was not followed by the anticipated new construction. There was no real connection between public land clearance and private redevelopment, the underlying assumption the program was built upon. Although some private apartment complexes were built when the urban renewal program expired in the early 1970's.

C. Existing Zoning

This section describes the existing zoning and land use regulations for the study area. The zoning designation includes the (R-1) Residential District, (I-1) Industrial District, and the (C-R) Commercial-Residential Mixed Use District. See Map #4. Zoning

Residence R-1 District

577-33. Purpose

The purpose of the Residence R-1 District shall be to establish a zoning district for single family dwellings at a maximum density of approximately twenty nine (29) units per acre and garden apartments at a maximum density of approximately twenty nine (29) units per acre.

577-34. Permitted Uses

Permitted uses, buildings and structures shall include uses permitted in Residence R-1A Districts and, additionally, single-family dwellings of any type.

577-35. Area, yard, height provisions; open space ratio

For area, yard and height provisions and open space ratio, see 577-18A.

577-36. Setback for tall buildings; maximum height

In all residential districts other than R-1A Districts, no portion of the front wall of a building or the wall facing the front lot line shall be higher than sixty (60) feet above the street, nor shall it be closer to the front lot line than a distance equal to one-third (1/3) of the height of the building above curb level.
577-37. Distance between buildings

A. On any single lot, the minimum distance between any two exterior facing walls containing window openings to habitable rooms, other than those in an accessory building, shall be forty (40) feet or one-half (1/2) the combining height of the facing walls, whichever is greater, but in no case need it be more than one hundred (100) feet. However, where facing walls contain no windows other than bathroom or kitchen windows, the minimum distance shall be sixteen (16) feet, regardless of the height of the walls.

B. Special exceptions to the minimum required distances between buildings may be granted, at the discretion of the appropriate reviewing board, where comparable standards of light, air, ventilation and privacy may be achieved.

577-38. Setbacks for buildings with common courtyards.

The following table is a list of special setback requirements for buildings with common courtyards:

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<td>10 feet from the curbline or 0.5 the width of the cartway from the curblines, whichever is greater; however, in no case is a setback greater than 15 feet from the right of way line required.</td>
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In any district in the city, in any residential structure that contains two (2) or more dwelling units and is constructed after the effective date of this chapter and in any structure in which the number of dwelling units is increased after the effective date of this chapter, said dwelling units must be constructed at least fifty percent (50%) above the curb line level at the front of the building.

In all residential structures erected, converted or altered with respect to floor area or number of dwelling units after the effective date of this chapter, the minimum living space floor area per dwelling unit, exclusive of steps, porches, walls, bays, utility rooms or attached sheds, shall be as follows.

A. One thousand (1,000) square feet for a single family dwelling having more than two bedrooms.

B. Eight hundred fifty (850) square feet for a single family dwelling having two (2) bedrooms or fewer.

C. Five hundred (500) square feet for each efficiency apartment in any structure except that in building for four (4) stories or more the minimum shall be four hundred twenty five (425) square feet for each apartment. (Amended 6-28-1990 by Ord. No. MC-2549)

D. Five hundred eighty (580) square feet for each one bedroom apartment in any structure. (Amended 6-28-1990 by Ord. No MC-2549)

E. Six hundred sixty (660) square feet for each two bedroom apartment in any structure containing more than two dwelling units.

F. Each additional bedroom greater than two (2) shall be least one hundred (100) square feet each.

577-41. Elevator Service

In all residential structures erected after the effective date of this chapter, elevator service must be provided to any dwelling units which has sixty percent (60%) or more of its floor area, exclusive of steps, porches, walls, bays, utility rooms or attached sheds, and height of three (3) stories or more.

577-42. Parking Structures.

The requirements for parking structures are the same as those discussed in 577-30 and 577-31.

577-43. Off-Street Parking.

For off-street parking requirements, see Article XVII.
C-R Commercial Residential District

577-111. Purpose

The purpose of the Commerce-Residence C-R Mixed Use District is to effectuate the land use plan element of the City of Camden's Comprehensive Plan for commerce-residence interface areas.

577-112. Use Restrictions

A building may be erected or used and a lot may be used or occupied for any of the uses permitted in the C-2 District.

577-113. Area, Yard and Bulk Requirements

In all Commerce-Residence C-R Mixed Use Districts, the area and bulk requirements set out in 577-18A shall be applicable, except as follows:

A. Where off-street parking is provided for a commercial use on the same lot or on an immediately adjacent lot, the required rear yard may be reduced five (5) feet for each off-street parking space provided, except that the resulting minimum rear yard may not be less than ten (10) feet in depth.

B. Where a commercial use is converted to a residential use, the minimum rear yard shall be (15) feet.

577-114. Off Street Parking

For off street parking requirements, see Article XVII.

577-115. Design Review

For design review, see Articles XXI through XXIX.

577-116. Buffer Strip

For Buffer Strip requirements, see Article XVIII.

577-117. Signs.

For sign requirements, see Article XIX.
577-118. Compliance with other provisions
Unless otherwise expressly provided herein, all residential structures shall comply with all the requirements imposed by the applicable predominant residential use district under which they and all commercial uses and structures shall comply with all of the requirements imposed by the applicable predominant commercial use district under which they fall.

1-1 Industrial District
577-84 Purpose
The Industrial 1-1 District shall be used for light manufacturing and or wholesale and storage activities and or heavy commercial usage, all of which are subject to the conditions listed in this Article.

577-85. Use Restrictions
A. Buildings and other structures and use permitted are all those permitted in C-4 Districts, service or wholesale establishments and also light manufacturing establishments, including the fabricating, processing, assembling and handling of goods and products.

B. Certain uses should not be permitted if they are hazardous to public safety, health, and welfare. The following uses are specifically prohibited:

1. Residential uses, except living quarters for caretakers or watchmen.
2. The storage of illumination gas or poisonous gases, except as may be incidental and essential to a permitted industrial process conducted on the premises.
3. Stockyards and slaughterhouses other than for poultry.
4. Foundries, forge shops, and boiler works.
5. Junkyards and automobile disassembly plants and the storage of secondhand building materials for resale, except in established lumber or building material yards.
6. Generation of Power, unless with the use of smokeless fuels or with the use of appropriate governmental approved and effective smoke and flyash elimination equipment.
7. The storage of crude oil or any of its volatile products or other flammable liquids in aboveground tanks, except as an incidental use to any of the
permitted industrial uses with unit capacity not greater than ten thousand (10,000) gallons or in aboveground tanks with unit capacity not greater than five hundred fifty (550) gallons nor closer than fifty (50) feet to any property line.

577-86 Area, bulk and yard requirements.
For area, bulk and yard requirements, see 577-18A

577-87 Distance between buildings on single lot
On any single lot, the minimum distance between any two (2) buildings, other than accessory buildings, shall be either twenty (20) feet or a distance equal to not less than 1/3 the combined height of the two (2) walls facing each other, whichever is greater.

577-88 Off Street Parking
For offstreet parking requirements, see Article XVII.

577-89 Off Street truck loading
For offstreet truck loading facilities, see Article XVII.

577-90 Design Review
For design review, see Articles XXI through XXIX.

577-91 Buffer Strip
For Buffer strip requirements, see Article XVIII.

577-92 Signs
For sign requirements, see Article XIX.

D. Existing Land Uses
The Centerville Study area is primarily a transient residential community. The study area contains a considerable number of public uses owned and managed by the City of Camden government and the City of Camden Housing Authority.

The northern portion of the study area consists of public residential land uses owned and managed by the City of Camden Housing Authority. The Camden Housing Authority operate and manage three public housing developments: These include: Franklin Roosevelt Manor (268 units), Branch Village (279 units), and Chelton Terrace (Original: 200 units; Presently: 66 units; Phase 1).
Private residential uses are primarily of brick construction and include a mixture of two story single family rowhomes, garden style apartments (Nirum Court), and twin row homes.

Other residential uses include the Woodlynne Trailer Park, an eighty-five unit trailer park development that is located in the southeast section of the study area.

Public open spaces include the Staley Park at the corner of Master St. and Jefferson St. and Elijah Perry Park on Central St. between Phillips and 9th Streets.

Private open space uses include the Evergreen Cemetery, which constitutes the single largest land use in the study area.

The study area includes a limited range of commercial retail stores, including Kentucky Fried Chicken, Memory Monuments, A and A liquor store, and Wildfire Tavern. Industrial uses are located in the northeastern (Camden Marine Mart) and southeast portions of the study area.

Specifically, there are thirteen commercial buildings, eleven institutional buildings, and four industrial buildings within the study area.

There are seven churches in the study area: Ferry Ave Methodist Church, Antioch Baptist Church, Sanctuary Church of the Abiding Presence, Tenth Street Baptist Church, Mt. Olivet Seventh Day Adventist Church, Faith Christian Church, and Bethel AME Church. Riletta T. Cream Elementary School is the lone public school within the study area.

Ferry Ave., Carl Miller Boulevard, and Mt. Ephraim Ave (NJ Rt. 168) serve as the major transportation corridors through the study area. See Map #5, Land Use

E. Property Vacancy

There were a number of field surveys were conducted during the months of September, October, and November 2002. The surveys confirmed the existence of approximately 325 vacant properties. Approximately 255 of these properties were open lot parcels. Most of the vacant lots in the study area were open and appeared to be in poor condition. Most of all vacant parcels were located in the western, eastern, and southern portions of the study area.
The survey indicated the presence of approximately 365 buildings. Approximately 70 buildings were identified as vacant. Most of the vacant buildings are residential structures and are located in the eastern and southern portions of the study area. The vacated Chelton Terrace housing development constitutes the largest number of vacant buildings. See Map #6. Vacancy

F. Property Conditions

Property and building conditions were surveyed during the months of September, October, and November 2002. These conditions were based upon a standard set of observations. It should be noted that Hopeworks, Inc. conducted detailed surveys and produced the necessary maps for this report. See Map #7 Property Conditions

**Excellent**  
The property exterior appears to be from new to mint condition and does not require any repairs.

**Good**  
The property exterior appears to be structurally sound and does not require extensive repairs.

**Fair**  
These properties may require general maintenance or moderate repairs. Based on the city’s property maintenance code and or the BOCA code.

**Poor**  
These properties are clearly substandard or deteriorated. They require substantial repair, replacement, reconstruction and or significant alterations.

Most of the residential properties in the study area appeared to be in fair condition. A majority of properties owned and managed by the Housing Authority are in fair condition. Properties vacated in the Chelton Terrace development are in poor condition. The newly constructed Chelton Terrace Phase I project was noted in excellent condition. Woodlynne Trailer Park and Nitumo Court were in fair condition with a number of properties ranging from good to excellent condition.

A majority of industrial properties were in fair condition and characterized by substandard façade maintenance, and general obsolescence of private, open space areas. The commercial properties were in fair condition with some evidence of substandard maintenance and poor design choices for signage and façade treatments. The collection of industrial properties on Ferry Ave. between Mulford St. and Mt. Ephraim Ave. were in fair condition. However, there is evidence of underutilization of industrial properties. Riletta T. Cream Elementary School is in good condition. Substandard conditions were noted at Staley and Elijah Perry Park respectively.
G. Environmental Conditions

The NJ Economic Development Authority and the NJ Department of Environmental Protection has confirmed that a Preliminary Assessment and Site Investigation was conducted on the proposed Nazarene Baptist Church site.

H. Street Conditions

Survey of streets throughout the study area appeared to be in fair condition. Streets within the residential core ranged in fair condition. Van Buren St. between Carl Miller Boulevard and Central St.; Mulford St. between Chelton St and Bulson St.; and Tioga St. between Central and Ferry Ave. were in poor condition. See Map #8 Street Conditions

I. Property Ownership

City property records confirm that there are approximately 695 properties within the study area. It was determined based on a review and analysis of property records from the Tax Assessor's Office and the Tax Collector's Office that several lots did not exist. Records from the Tax Collector's office clearly indicate that publicly owned properties dominate this study area. Approximately, 149 properties are owned by the City of Camden, 13 properties are owned by the Camden Housing Authority, 24 properties are owned by the State of New Jersey, 30 properties by the Board of Education, and 31 properties by the Camden Redevelopment Agency. The seven (7) religious institutions identified in the survey, collectively own 32 properties.

The largest private property owners own twenty-five properties. Mr. Joseph and Patience Rivers own 12 properties and Mr. Leonard Clarke owns 10 properties. Ms. Alice Lovett owns 7 properties. Private corporations owned fourteen properties. GSVJMW, Inc. own five properties. Suburban Equities, Inc., Nancy Lee, Inc. and Kowalski Bros, Inc. own three properties respectively. Other forms of ownership include non-profit institutions. Tenth St. Baptist Church and Antioch Baptist Church own 13 properties. See Map #9 Property Ownership
III. Statutory Criteria

Any determination of an area in need of redevelopment must be pursuant to N.J.S.A. 40A:12A-1. So that such a determination can be made, after investigation, notice and proper hearing, the governing body of the municipality concludes that within the delineated area at least one of the following conditions set out in that statute must be found to exist:

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

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

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

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

E. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real property, therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare.
F. Areas in excess of five contiguous areas, wherein buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.

G. In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zone Act" P.L. 1983, C. 303 (C.52:27H-60 et seq.) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority for the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment pursuant to sections 5 and 6 of P.L. 1992, C.79 for the purpose of granting tax exemption within the enterprise zone district pursuant to the provision of P.L. 1992. The municipality shall not utilize any other redevelopment powers within the enterprise zone unless the municipal governing body and the planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992 C.79 for determination that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.
IV. Determination

A. Findings

The analysis of survey findings reveals that this study area contains a significant concentration of contiguous underutilized, publicly owned land. This pattern of obsolescence and disinvestment leads to a finding that the Centerville Study area is an area in need of redevelopment. The analysis concluded that the study area met at least four of the seven conditions (N.J.S.A. 40A:12-1(a),(c), (d), and (g)) necessary to deem the Centerville neighborhood (Census Tract 6017) an area in need of redevelopment.

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

Surveys conducted in the study area revealed that housing units owned and managed by the Camden Housing Authority (Roosevelt Manor and Branch Village) consisted of units constructed in high densities and reflected the federal housing design of its era. However, modern planners, urban designers, and federal government officials find this concept obsolete and are recommending the construction of public housing at lower densities to facilitate greater opportunities to integrate public housing within the neighborhood’s housing fabric. These properties include all of Tax Blocks: 542, 543, 546, 551, 567, 568, 573, 575, and 576.

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

The study reveals approximately 247 properties respectively owned by the City of Camden, the Camden Redevelopment Agency, City of Camden Housing Authority, and the State of New Jersey. As a result, this study area has several acres of vacant, unimproved and underutilized land in the western and the southernmost portion of the study area. These properties include all and or portions of Tax Blocks 528, 539, 565, 566, 577(33), 544, 582, 581, 526, 564, 571, 579, 548, 560, 561, portions of Tax Blocks 553 and 384.
Areas with buildings or improvements which by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use of obsolete layout, or any combination of these and other factors, are detrimental to the safety, health, morals or welfare of the community.

Industrial properties and vacant open lot parcels in the eastern portion of the study area present a negative influence. These properties include all and or portions of Tax Blocks 532, 545, 550, 562, 554, 556, 561, 585, 582, 579, and 576.

In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zone Act"

Owners of properties located within the following three separate boundaries: Carl Miller Boulevard (North), Tenth St. (East), Jefferson St. (South) and I-676 (East). Mt. Ephraim Ave. between Carl Miller Boulevard and Sayrs Ave. Ferry Ave. (North) Mt. Ephraim Ave (East), Tenth St. (West) and Dulsan St. (South) are currently qualified for benefits under the NJ Urban Enterprise Zone program. These properties include Tax Blocks 526, 527, 528, 531, 532, 533, 537, 538, 539, 540, 541, 542, 545, 546, 547, 548, 562, 587, and 588.

B. Conclusions

The specific findings of this study determine that the high concentration of properties owned by the City of Camden, the Camden Housing Authority, Camden Redevelopment Agency, the State of New Jersey, and multiple areas of contiguous vacant unimproved land qualify the Centerville study area as an area in need of redevelopment. The need for a redevelopment plan for the Centerville neighborhood is necessary to reverse adverse land and building conditions and other social maladies to ensure that balanced socioeconomic opportunities are afforded to all of Centerville residents.

It is highly recommended that the Camden City Planning Board and City Council, after the required public hearing, determine that the Centerville study area is an area in need of redevelopment. The next report, "The Centerville Redevelopment Plan", will focus on specific redevelopment plan concepts, the redevelopment plan, plan projects and development staging, and other actions needed to effectuate its realization.