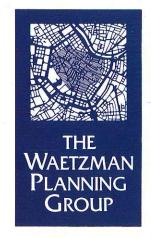
AN ASSESSMENT OF A NEED FOR REDEVELOPMENT IN THE WHITMAN PARK NEIGHBORHOOD: PHASE 1 (BLOCKS 1390, 1393-95) CITY OF CAMDEN, CAMDEN COUNTY, NJ



PREPARED FOR THE CITY OF CAMDEN,
ON BEHALF OF CONIFER, LLC, BY
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WITH ASSISTANCE FROM WILLIAM HARRIS, AICP, PP
FEBRUARY 6, 2004



# WHITMAN PARK PHASE 1 NEIGHBORHOOD AN ASSESSMENT OF A NEED FOR REDEVELOPMENT

#### **EXECUTIVE SUMMARY**

This report assesses the need to declare a portion of the Whitman Park Neighborhood in the City of Camden, NJ as an Area in Need of Redevelopment. Phase 1 of the Whitman Park Study Area is limited to Tax Blocks 1390, 1393, 1394 and 1395. This is the area bounded by Sayers Avenue, Ferry Avenue, Hallowell Lane, and the PATCO Rail Line. The remainder of the Whitman Park Neighborhood will be studied at a later date.

This report finds that the Whitman Park Phase 1 Study Area consists of a number of uses in good condition. These include the 542-unit Tamarack Apartment complex, an industrial style warehouse/office building occupied by Binding Specialties, Inc., PATCO's Ferry Avenue Hi-Speedline Station, and its large associated commuter parking lot. There is also an electrical transformer on a portion of the PATCO lands. All of these uses are in good condition.

However, the Study Area is dominated by two large abandoned and boarded-up office buildings; one is six stories in height and the other is four stories tall. Neither of these buildings is viable in their current state and both are classified as being in poor condition. Further, a 2.3-acre vacant, overgrown, and underutilized lot has remained so for many years and similarly undermines the stability of the surrounding neighborhood. The boarded-up former office buildings are located on Block 1394, Lot 2, and on Block 1395, Lot 33. The vacant lot is located on Block 1394, Lot 1. The blighting influence of these properties negatively impacts the sound buildings elsewhere in the Whitman Park Phase 1 Study Area.

This report finds that several criteria of the New Jersey Local Redevelopment and Housing Law are met and recommends that the City of Camden's Planning Board declare the Whitman Park Phase 1 Neighborhood an area in need of redevelopment.

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#### SECTION I. BACKGROUND DATA

#### Introduction

This study will assess the redevelopment need and potential within the Whitman Park Neighborhood of Camden, NJ. Phase 1 concentrates on a limited portion of the Whitman Park Neighborhood, defined by tax blocks 1390, 1393, 1394 and 1395. This is the area bounded by Sayers Avenue, Ferry Avenue, Hallowell Lane, and PATCO Rail Line. The remainder of the Whitman Park Neighborhood will be studied at a later date.

The report has been prepared for the City of Camden and its Planning Board by Larry S. Waetzman, AICP, PP 2213. Funding has been provided by Conifer, LLC, with additional technical support and assistance provided by William J. Harris, PP. Arijit De, Director of the City's Department of Development and Planning, Assistant Director Edward C. Williams, PP, AICP, and Chief of Planning Charles E. Lyons, Jr, have all provided valuable comments. Finally, the author acknowledges the support and oversight of the Whitman Park Neighborhood Association.

This report has been prepared pursuant to the New Jersey Local Redevelopment and Housing Law, N.J.S. A 40A:12A-1, et seq. City Council authorized this study in Resolution MC: 04-16. The purpose of the report is to provide critical information for the City of Camden Planning Board to allow it to evaluate whether the Whitman Park Phase 1 Neighborhood is an area in need of redevelopment.

As noted above, funding for this study has been provided by Conifer, LLC, although it is acknowledged that there is no commitment by the City to designate Conifer as the Redeveloper of some or all of the Whitman Park Phase 1 Neighborhood.

# Location and Existing Uses in the Study Area

The relative location of the Whitman Park Phase 1 Study Area is shown on Map 1.

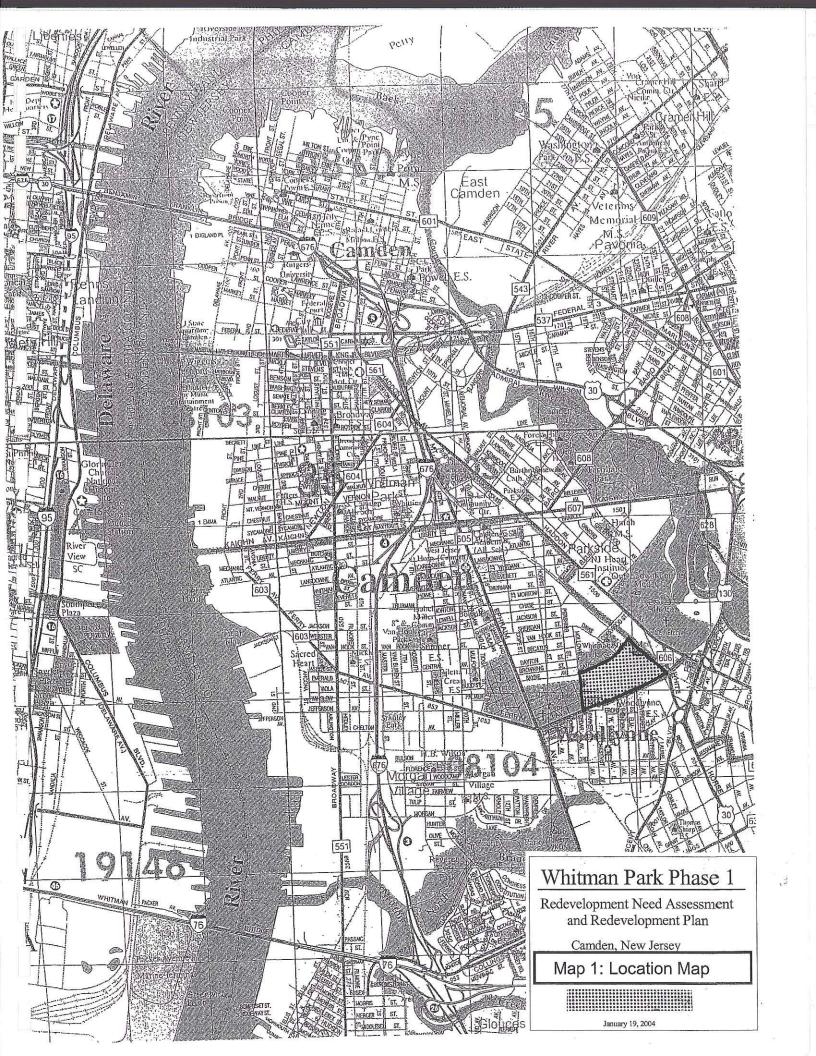
The detailed location is found on Map 2, a composite tax map. As noted above, the Study Area consists of Blocks 1390, 1393, 1394 and 1395. This is the area bounded by Sayers Avenue, Ferry Avenue, Hallowell Lane, and the PATCO Rail Line. The remainder of the Whitman Park Neighborhood will be studied at a later date. The specific tax block and lots are shown in a tabular format as Figure 1.

This report relies on data gathered from municipal sources and field observations to detail characteristics of the neighborhood. Pursuant to NJSA 40A:12A-1, et seq., the purpose of the report is to provide critical information for the City of Camden Planning Board to evaluate whether the Whitman Park Phase 1 Study Area is in need of redevelopment.

# Study Area History

The study area is historically part of the Whitman Park Neighborhood of Camden, but its development patterns are different from the balance of the Whitman Park Community. Whereas Whitman Park predominately consists of medium density residential housing, the study area has been developed with the two large Ferry Plaza office buildings and the surface parking lot for the Ferry Avenue PATCO Station. Other key elements of the Whitman Park Phase 1 neighborhood are the recently renovated Tamarack Apartments, an operating binding company, and a 2.3 acre vacant lot.

The two office buildings have not been able to capitalize on the proximity to the train station and have both been boarded-up. Similarly, the vacant lot, Block 1394, Lot 1, remains unused and unable to attract a viable use.



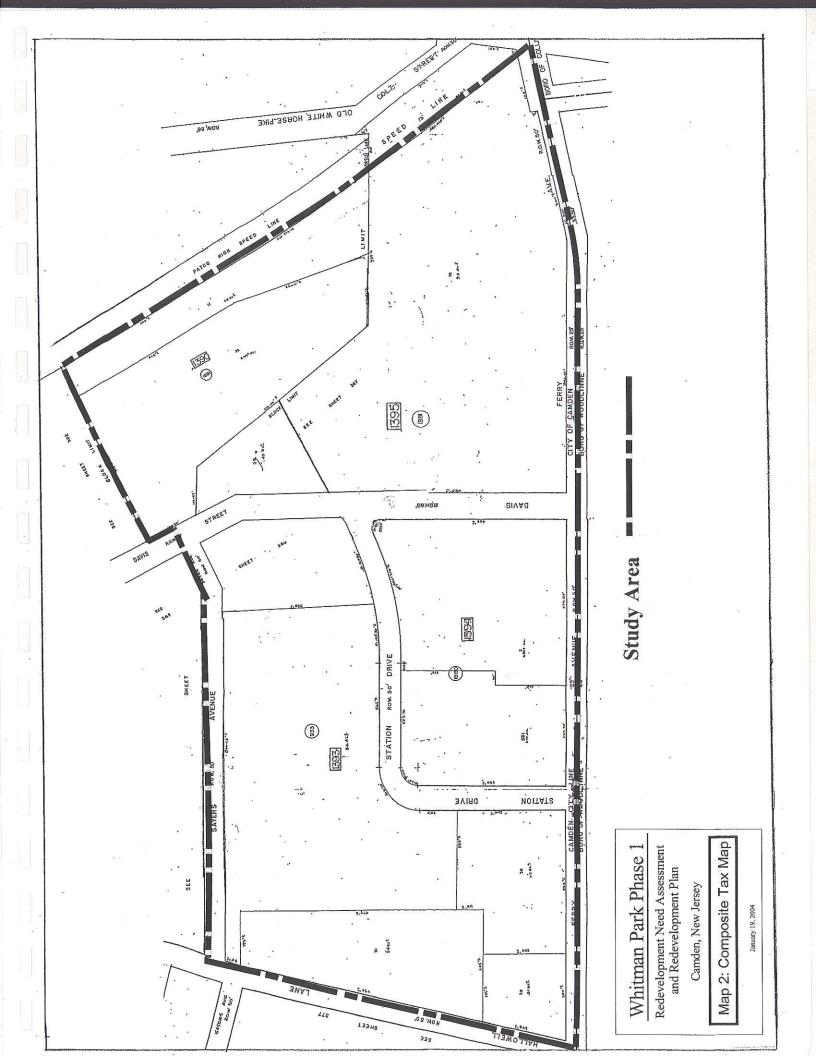


Figure 1: Tax Parcels in Whitman Park Phase 1 Study Area

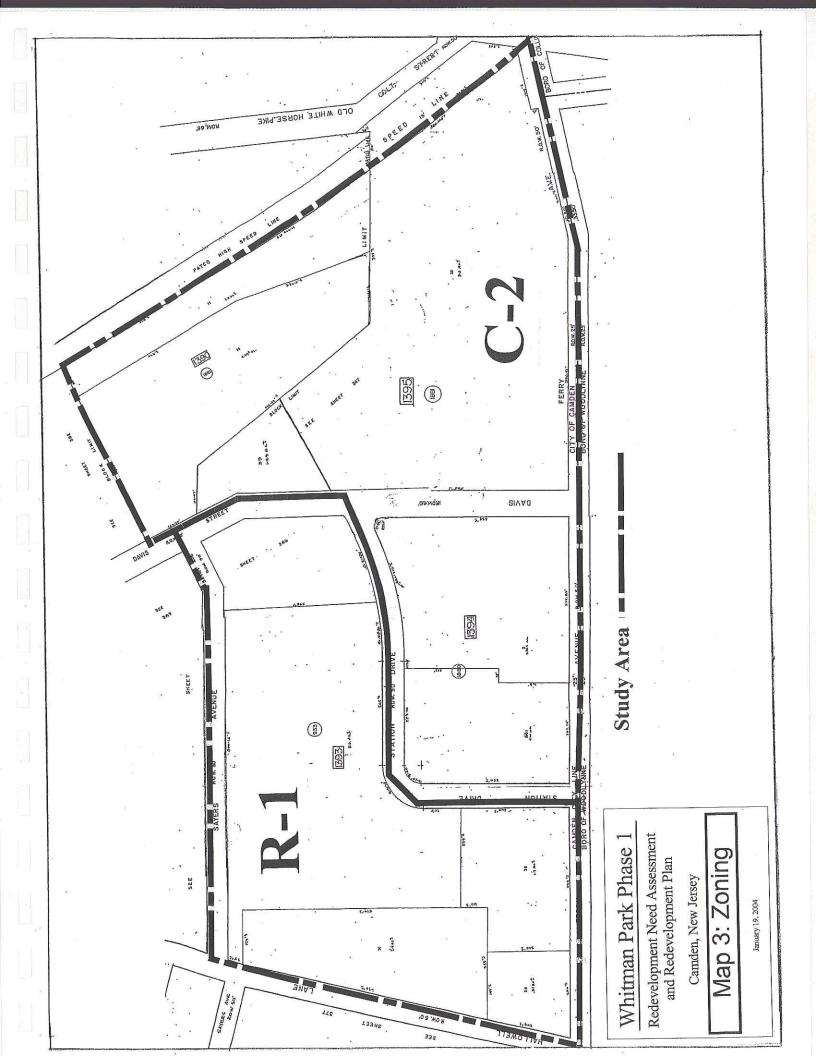
Block	Lot	Acres	Address	Owner	Current Use
1390	11	1.8	Davis Street (interior)	Delaware River Port Authority	Parking, Transformer
1390	32	4.39	Davis Street	Delaware River Port Authority	Parking
1393	1, 31, 38-39	14.9	Sayers, Station, Davis & Hallowell	Ferry Station, LLC	Tamarack Apartments
1393	28	0.94	1995 Ferry Avenue	Jali Trust	Warehouse and Office Building
1394	1	2.30	Ferry Avenue	Ferry Station Associates	Vacant Land
1394	2	5.55	2101 Ferry Ave	Ferry Plaza, SME, Inc.	Boarded-up Office Building
1395	32	9.8	Ferry Avenue and Davis Street	Delaware River Port Authority	Rail Station & Parking
1395	39	0.43	1800 E. Davis St.	Ferry Plaza, SME, Inc.	Boarded-up Office Building

# Existing Zoning

Zoning regulations dictate land use. There are two zoning districts in the study area, R-1 and C-2. The zoning map for the study area is shown in Map 3.

#### The Commercial C-2 District

The C-2 District includes all of Blocks 1390, 1394 and Block 1395. This zoning classification provides for all uses provided for the general retail commerce and services that are permitted in the C-1 District. Retail and business uses include: groceries, food stores and bakeries; drugstores and pharmacies; newspaper, periodical, stationery and tobacco stores; banks; funeral homes; restaurants with seating capacity of not more than 50 people; gas stations with the primary purpose of pumping gas, automobile service establishments as accessory uses to operating gas stations; clothing and shoe stores; barber and beauty shops; tailor shops, dressmakers and shoe repair shops; dry cleaners and laundries; radio and television service; business, professional and



governmental offices. Also included are: clubs and lodges organized for fraternal or social purposes; radio and television studios and the uses permitted in the R-2 Residence district, which permits single family dwellings; municipal buildings; non-commercial parks; playgrounds; home occupations/offices; residential parking structures and swimming pools. In addition, the C-2 District permits theatres, commercial parking lots, restaurants without limit as to capacity, and general retail and service establishments. Junkyards, wholesale storage and warehouse facilities, adult entertainment, and amusement centers are prohibited uses.

#### The Residential R-1 District

All of Block 1393 is located in the R-1 Zoning District. Uses permitted in the R-1 District include those permitted in R-1A Residential Districts and additionally single-family dwellings of any type; private garages, not used for storage of a commercial vehicle or any other vehicle not owned by a person residing on the premises; municipal buildings or uses; noncommercial parks, playgrounds or recreation areas; churches or houses of worship; public, private or parochial educational institutions; planned unit (residential) development; home occupations and home professional offices, provided the use is located within the dwelling, that the dwelling is without material exterior alteration, and that the primary use of the property is for a single-family dwelling. Permitted accessory uses (to residential uses) include parking structures (garages), and swimming pools, provided that they do not exceed six (6) feet from the ground in height.

Although garden apartments are not specifically listed as permitted uses in either the R-1A or R-1 Districts, the Purpose Section of the R-1 District (§577-33) states that it is intended to accommodate garden apartments at a maximum density of approximately 29 units per acre. Additionally minimum floor area requirements are provided for apartments of various bedroom size in §577-40. Further, it should be noted that the R-1A District permits Planned Unit Residential Developments on contiguous tracts of at least 5 acres and Planned Unit Developments on contiguous tracts of at least 10 acres. These development types could include apartments.

It is interesting to note that §577-21 of the R-1A District specifically prohibits the following uses: signs in any form except as permitted by Article XIX; billboards; lodging houses, boarding homes, rooming houses, *apartments*, or any combination thereof. (Emphasis added.) Although uses permitted in the R1-A District (§577-20) are incorporated by reference in the R-1 District, the restricted uses occur in a separate section and do not appear to extend to the R-1 District.

The R-1 Residence District includes two distinct uses: the 542 unit Tamarack Apartments and an industrial building occupied by Binding Specialties, Inc. Both uses are legal nonconforming uses to this district. This is because the industrial use is not permitted in the R-1 District and because the gross density of the apartments is 36.4 units per acre, whereas apartments and other dwellings are permitted in the Purpose Statement (§577-33) at a density not to exceed 29 units per acre.

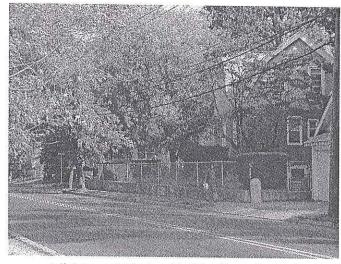
#### Existing Land Use

Two field inspections, conducted in November 2003 and January 2004, found a diversity of existing land uses. They may generally categorized as the Tamarack Garden Apartments; 2 boarded-up office buildings at 2101 Ferry Avenue and at 1800 East Davis Street; an industrial building occupied by Binding Specialties, Inc.; the PATCO Ferry Avenue Rail Station and associated commuter parking; and a tract of vacant land. These uses are summarized in Figure 2, below:

Figure 2: Existing Land Use Within Study Area

Use	Block/Lot(s)	# Units or sq. ft./ # of Structure(s)	<b>Total Acres</b>	
Garden Apartments	1393/1, 31, 38-39	542 units/ 26	14.9	
Boarded-up Office Bldg.	1394/2; 1395/39	120,753 sq. ft./ 2	5.59	
Industrial Building	1393/28	10,800 sq. ft./1	0.81	
Rail Station and Parking	1390/32; 1395/32	±1,100 prk spaces/1	15.99	
Vacant Land	1394/1	N/A	2.3	

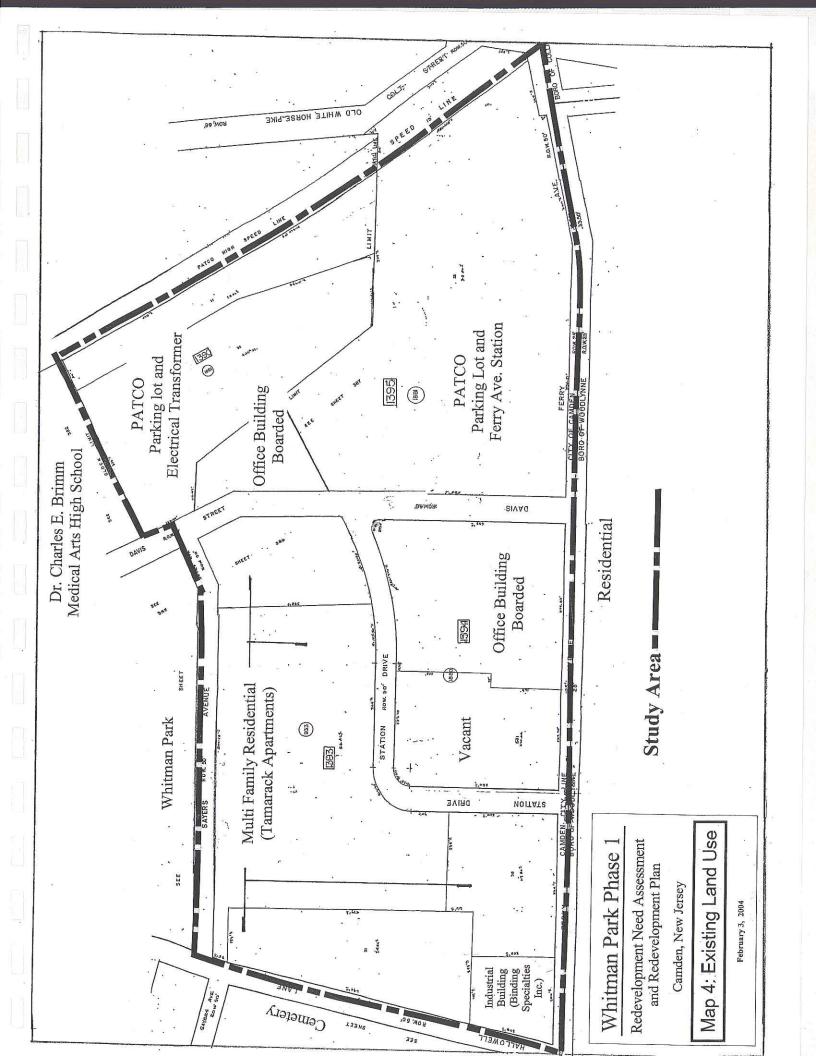
Uses adjacent to the Study Area include a cemetery to the west, on the opposite side of Hallowell Lane and the Whitman Park recreation facility behind the Tamarack Apartments, on the north side of Sayers Avenue at Davis Street. The Dr. Charles E. Brimm Medical Arts High School is located on the opposite side of Davis Street, behind the PATCO parking lot. The Our Lady of Lourdes "Healthplex" dominates uses on the opposite side of the



Adjoining neighborhood in Woodlynne Borough

PATCO rail tracks, while the area south of the Study Area, located in the Borough of Woodlynne, is a stable residential neighborhood consisting predominately of single-family homes.

Existing land uses are shown on Map 4.



# Property Vacancy

Among the structures identified in Figure 2, only the two boarded-up office buildings in Block 1304, Lot 2 (2101 Ferry Avenue) and Block 1395, Lot 39 (1800 East Davis Street) are vacant. These two structures account for a total of 120,753 square feet of gross floor area.

The only vacant land in the study area is Block 1394, Lot 1, which consists of 2.3 acres located at the northeast corner of the intersection of Ferry Avenue and Station Drive.

# Property Conditions

A windshield survey of the exterior condition of structures and other property in the Whitman Park- Phase 1 Study Area was conducted to determine its conditions. Properties were assessed in the following manner:

GOOD:

The building appears to be structurally sound and does not require repairs.

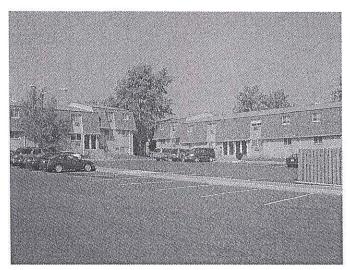
**FAIR:** 

The building requires maintenance or repairs that are cosmetic. Vacant buildings appear to still be sound structurally.

POOR:

The building is clearly deteriorated and unsound and requires considerable effort to repair, reconstruct, or replace.

The 542-unit Tamarack Apartments (Block 1393/Lots 1, 31, 38, and 39) were found to be in good condition and are a stabilizing factor in the Whitman Park Phase 1 neighborhood. They are located in the area north and west of Station Drive. This development, which was formerly known as the Ferry Station Apartments, is owned by Ferry Station, LLC. It has been completely renovated by Conifer, LLC, which manages the development. The complex is well maintained



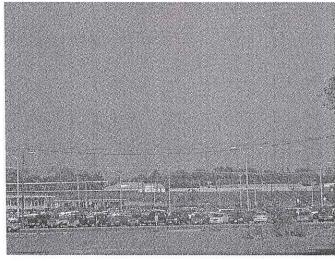
Tamarack Apartments

and is a source of low and middle-income housing, accepting Section 8 housing vouchers. It consists of approximately 14.9 acres of land.

An industrial building occupied by Binding Specialties, Inc. (Block 1393/Lot 28) was also found to be in good condition. It is located on 0.9 acres of land and it is structurally sound and well

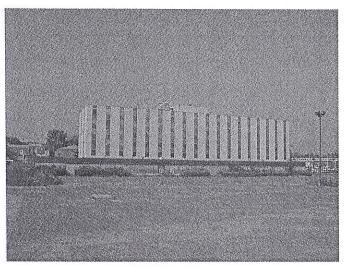
The apartments and industrial building do not exert any *substantial* negative impacts on the surrounding area. The apartments are carefully maintained and managed and the use is an appropriate one near the transit station. The industrial building appears to be an older nonconforming use whose rights are protected by law. Although the elimination of nonconforming uses is a goal of zoning, the industrial building's access and loading bays face away from the neighborhood, onto Ferry Avenue. Ferry Avenue is a collector street characterized by its mixed land uses, including several industrial uses opposite the Ferry Avenue Station parking lot in Woodlynne Borough.

maintained.



Ferry Avenue Station

Block 1390, Lots 11 and 32, and Block 1395, Lot 32 are owned by the Delaware River Port Authority and are devoted to the Ferry Avenue Station of the PATCO Hi-Speedline. A large commuter parking lot serves the station, providing approximately 1,100 parking spaces. There is also an electrical transformer. This is a major station on the commuter



2101 Ferry Avenue

line between Lindenwold, NJ and Center City Philadelphia. The station has the capacity to bring new development to the neighborhood. The current station could benefit from better landscaping and its sea of asphalt parking lots provides no aesthetic contribution to the surrounding area. Improvements are planned by PATCO but the Station is currently considered to be in fair condition due to the need for cosmetic improvements.

The two abandoned office buildings, Block 1394, Lot 2 and Block 1395, Lot 39 were found to be in Poor Condition. The worst example, because of its prominent location and mass, is the existing six-story former office and commercial building located at 2101 Ferry Avenue (Block 1394/Lot 2). It is boarded-up and vacant. The building contains 82,601 square feet of gross floor area and a parking lot. It is located on 5.55 acres of land.



1800 E. Davis St. (Parking is from PATCO commuters)

Another blighting influence is exerted by the four-story boarded-up office building that is located at 1800 East Davis, on Block 1395, Lot 2. This lot consists of 0.43 acres and contains 38,152 square feet of gross floor area plus associated parking.

The boarded-up character of both of these buildings exerts a negative impact on the surrounding neighborhood.

These conditions are shown graphically on Map 5 and summarized in Figure 3.

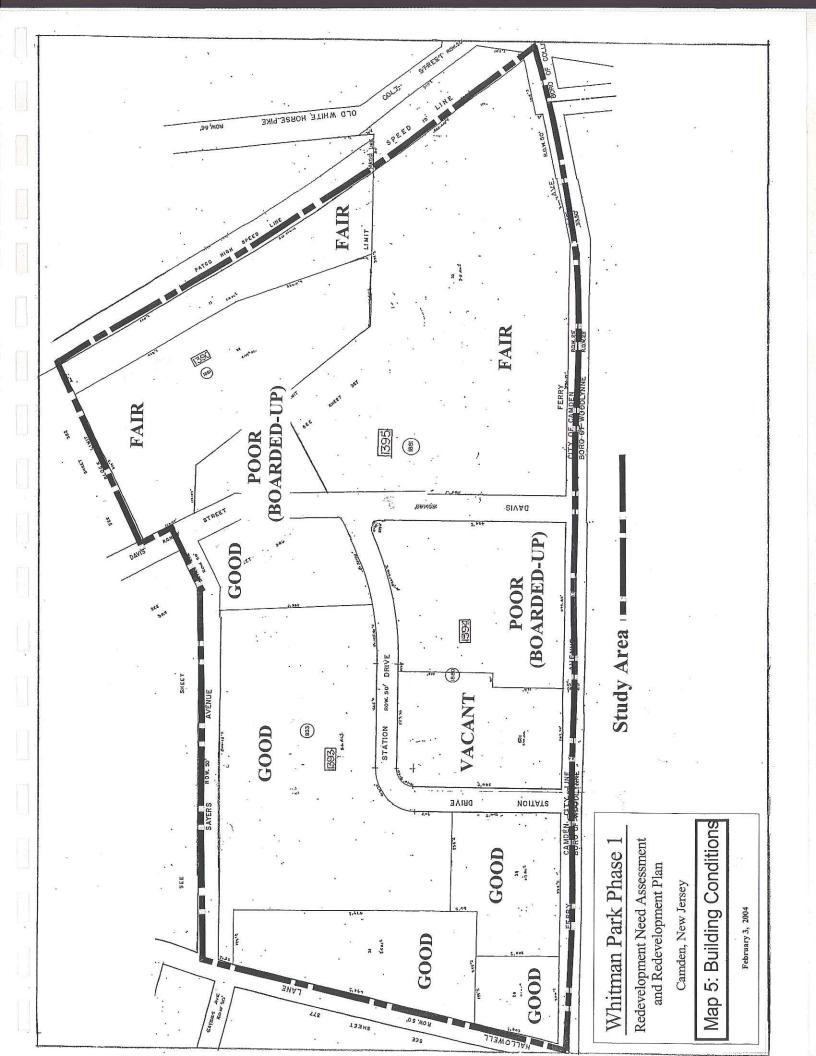


Figure 3: Distribution of Property Conditions by Lots (Vacant Land Excluded)

	Residential	Office	Industrial	Transit	Total
GOOD	4	0	1	0	5
FAIR	0	0	0	3	3
POOR	0	2	0	0	2

An assessment of the Study Area's streets and sidewalks reveals that it could benefit from streetscape renovation, primarily in the vicinity of the vacant lot and the boarded-up office buildings. The condition of most of the streets is fair but increased landscaping is needed to break up the sea of asphalt that characterizes the PATCO Station. New development should also be required to comply with updated landscape standards.

All streets are lit by streetlamp but improved lighting is necessary, particularly in the area of the Ferry Avenue Station, which has been the scene of some crime, including a recent murder.

Public sewer, water and other necessary services are available throughout the Study Area.

# Property Ownership and Assessed Value

Block 1390, Lots 11 and 32, and Block 1395, Lot 32 are owned by the Delaware River Port Authority, One Port Center, Camden, NJ 08102. These properties, which comprise the Ferry Avenue PATCO Station, are tax-exempt and total 15.99 acres.

Block 1394, Lot 2 and Block 1395, Lot 39 are both owned by Ferry Plaza SME. Inc., at 2035 Columbus Road in Burlington, NJ 08016. The net assessed value of land and improvements is \$1,100,000 for Block 1394, Lot 2 and \$500,000 for Block 1395, Lot 39.

Block 1394, Lot 1 is owned by Ferry Station Associates, 1800 Office Building, Suite 110, Camden, NJ, 10104. The assessed value is \$93,000.

Block 1393, Lots 1, 31, 38, and 39 are owned by Ferry Station, LLC, 183 E. Main Street, 6<sup>th</sup> Floor, Rochester, NY 14604. The 11.2 total acres has a combined assessed value of \$792,000.

Block 1393, Lot 28 consists of 41,000 square feet. It is owned by the Jali Trust, which is located at 185 NW Spanish River Blvd., Boca Raton, FL 33431. Its assessed value is \$151,900.

In summary, there are only five property owners within the Study Area:

- 1. The Delaware River Port Authority owns the Ferry Avenue Hi-Speedline Station and Commuter Parking lot, on 15.99 acres of land.
- 2. Ferry Plaza SME., Inc. owns the two boarded-up office buildings at 2101 Ferry Avenue and at 1800 East Davis Street. These two properties contain 5.98 acres.
- 3. Ferry Station Associates owns the 2.3 acre vacant lot at Ferry Avenue and Station Drive.
- 4. Ferry Station, LLC owns the Tamarack Apartments on four tax parcels.
- 5. Jali Trust owns the industrial building at Ferry Avenue and Hallowell Lane.

# SECTION II. STATUTORY CRITERIA AND DETERMINATION

This study was undertaken, pursuant to NJSA 40A:12A, to determine whether or not the Whitman Park Phase I Site is in need of redevelopment. This act, known as the *Local Redevelopment and Housing Law*, exists to promote the physical development and improvement of "...conditions of deterioration in housing, commercial and industrial installations, public services and facilities and other physical components and supports of community life, ...which...without this public effort are not likely to be corrected or ameliorated by private effort." This act aids local governments in reversing these deteriorating conditions and promoting community interests through the support of redevelopment and incentive programs to improve all neighborhood facilities. To declare an area in need of redevelopment, the governing body of the municipality must conclude, after investigation and public hearing, that within the delineated area at least one of the following conditions set out in this statute must be found to exist:

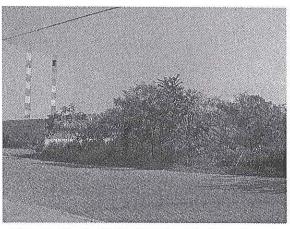
A. The generality of buildings are substandard, unsafe, unsanitary, dilapidated, obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.

The two boarded-up office buildings, at 2101 Ferry Avenue and at 1800 East Davis Avenue are certainly substandard, unsafe, unsanitary, dilapidate and, obsolescent. Although only two in number, the blighting influences generated by these buildings burden the entire Whitman Park Phase 1 Neighborhood.

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.

Again, the boarded-up office buildings at 2101 Ferry Avenue (Block 1394, Lot 2) and 1800 East Davis Street (Block 1395, Lot 39) satisfy this criterion.

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



Vacant Block 1394, Lot 1 and the adjacent abandoned office building on Lot 2, as viewed from Station Avenue.

Block 1394, Lot 1 has remained vacant for a period in excess of 10 years and has been unable to attract development through the instrumentality of private capital. Although it is neither remote nor lacks access, and is not affected by unusual topographic or soil conditions, its location adjacent to the boarded-up property at 2101 Ferry Avenue has discouraged private development proposals.

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

The dilapidated condition of both 2101 Ferry and of 1800 East Davis is 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.

The land comprising Block 1394, Lots 1 and 2, and Block 1395, Lot 39 is improperly planned and demonstrates a lack of proper utilization of the land. The condition causing this state is the blighted nature of the properties, themselves.

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

This condition does not apply to the Study Area.

G. In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zones Act" P.L. 1983, C.303 (C.52:27H-60 et seq) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of 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 exemptions 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 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 any area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.

This site is located within the City's Urban Enterprise Zone.

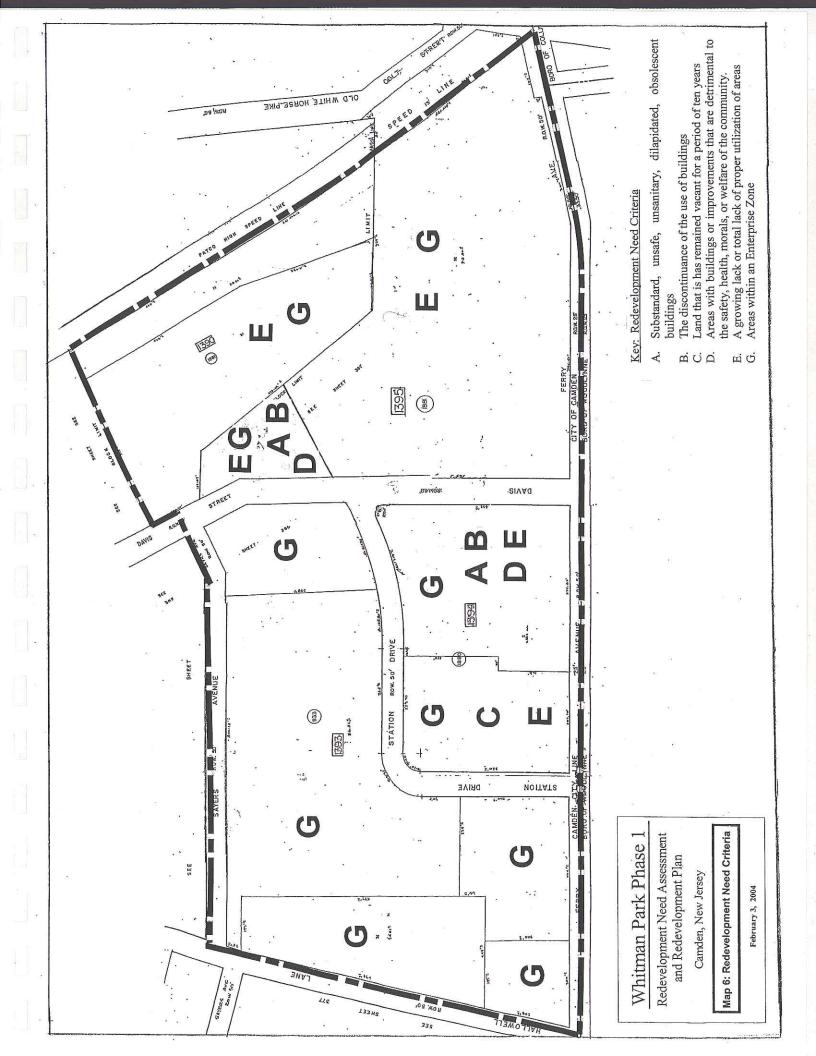
### **Findings**

The New Jersey Redevelopment statute does not require that <u>all</u> property in the study area be in need of redevelopment; the area may include <u>individual</u> parcels that do not reflect any of the negative criteria listed in the statute. At issue <u>in</u> the Determination of Need Study is *the overall condition* of the delineated Whitman Park Phase 1 Neighborhood. Property that is not declining will benefit from and contribute to the success of any improvement plan. The improvement of the Whitman Park Phase I Neighborhood will stimulate similar revitalization initiatives in the surrounding neighborhoods and commercial districts, thereby aiding in the betterment of the City of Camden.

The Whitman Park Phase 1 Neighborhood is an area in need of redevelopment. The dilapidated and abandoned office buildings on Block 1394, Lot 2 and Block 1395, Lot 39 meet criteria A, B, D, and E. The vacant and undeveloped Block 1394, Lot 1 meets criterion C, as specified in the Local Redevelopment and Housing Law. The overriding problems can be traced to the abandonment of the two major office buildings in the study area (Block 1394, Lot 2 and Block 1395, Lot 39) as well as the undeveloped state of Block 1394, Lot, 1. The inefficient use of the land now used for the Ferry Avenue PATCO Station deprives the City of beneficial taxable land uses and further adds to need for redevelopment. These conditions are harmful to the economic viability of the tax base and of commercial activity in this area as well as the welfare of those living in the Whitman Park Neighborhood. The blighting conditions affect newer housing in the neighborhood, as well as the older housing stock. Map 6 details the location of parcels that meet the criteria for designation of an Area in Need of Redevelopment.

The conditions documented in this study show the serious decline of the study area and indicate that they pose a threat to the surrounding Whitman Park neighborhood. This study recommends

that the Camden City Planning Board and City Council, after public notice and hearings, make a determination that the Whitman Park Phase 1 Study Area, as defined in this report, is an area in need of redevelopment according to public law, and should be declared a <u>redevelopment area</u>.



# SECTION III. CONCLUSION

This report has reviewed zoning, land use, and building conditions within the Whitman Park Phase I Neighborhood. It was found that six of the seven statutory conditions provided by the Local Redevelopment and Housing Law have been met. These findings have led to a recommendation that the Area be Declared in Need of Redevelopment.

A Redevelopment Plan has been prepared as Part B of this effort, in anticipation that the Planning Board will accept this recommendation to declare Whitman Park Phase 1 as an Area in Need of Redevelopment. The Redevelopment Plan is provided as a separately bound document. It will help to ensure proper restoration, utilization, and maintenance of property within the community. It is expected that housing within and surrounding the study area will experience renewed improvements as a result of this designation, following the implementation of the Redevelopment Plan. It is also anticipated that subsequent redevelopment activity will benefit the surrounding neighborhood and the city as a whole.