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The background of the slide features a low-angle, perspective view of several modern skyscrapers with glass facades, reaching towards a bright, overcast sky. A thick, solid blue diagonal stripe cuts across the lower half of the image, separating the architectural rendering from the title text.

# Frelinghuysen 2050

## Corridor Redevelopment Plan

Newark, New Jersey<sup>1</sup>

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## Frelinghuysen Avenue Corridor

The city of Newark is located in Essex County in northern New Jersey and is approximately 25 miles west of New York City. In recent years, Newark has seen revival of various neighborhoods in order to provide it's residents with the best opportunities for jobs, affordable housing, senior services, and recreational and cultural affairs. Newark's path of redevelopment has no intention of ceasing and is focusing on other needed areas of revitalization such as the Frelinghuysen Avenue corridor.

Frelinghuysen Avenue is located in the Dayton neighborhood, on the southern tip of Newark. The corridor sits 4 miles west of one of the nation's busiest air hubs, Newark Liberty Airport and is 11 miles west of the third-largest ports in the world, The Port of New York and New Jersey. Today the corridor consists of mostly industrial businesses and vacant or abandoned lots.

In 2015, the Port Authority of New York and New Jersey announced a \$1.7 billion proposed PATH station located in the northern part of the corridor which could encourage transit-oriented development and overall redevelopment of this area. The extension of PATH to the Dayton neighborhood could bring greater accessibility to its residents and improve economic development and housing opportunities within the corridor.



## The Redevelopment Area

- Plan Area is located in southern tip of Newark, NJ, 4 miles west of Newark Liberty Airport
- Approximately 290 acres
- Bounded by Weequahic Park to the west, rail-road tracks parallel to Frelinghuysen Ave to the east, I-78 Express to the north, and Virginia St to the south.
- Historically industrial.
- Site area likely qualifies as an "area in need of redevelopment" (N.J.S.A. 40A:12A-14) given its vacant and boarded up buildings and trash and weed-ridden environment.



## Our Vision

- Build **DIVERSE** and **WELCOMING** communities that are multicultural, intergenerational and affordable
- Spur **ECONOMIC GROWTH** in the site area and facilitate creation of **LOCAL BUSINESSES** and high-quality **JOB**s for residents
- Promote **ACTIVE LIVING** and **HEALTHY** lifestyles through design
- **BEAUTIFY** the neighborhoods' buildings and landscapes
- **RESTORE** the site area from contamination



## Public Process

### Dayton Community Meeting



#### Spur economic development

- Local businesses
- Skills development centers

#### Revitalize Seth Boyden site

- Include civic centers and low-income housing for families

#### Build a welcoming, livable community

- Create mixed-use development (4-8 stories) with ground-level commercial
- Ensure that train and bus systems are connected.  
Increase opportunities for homeownership.

#### Address environmental concerns

- Improve storm water management to prevent flooding
- Clean up contaminated sites



### Real Estate Value Analysis

In general, land values in the Frelinghuysen Ave corridor are relatively inexpensive compared to the rest of Newark or Elizabeth (see figure 2). According to tax assessment records, the market value of residential and commercial land was -54.5% and -58.5% less per acre, respectively, than in Newark overall. When built improvements are included, the net market value of residential properties is just -18.2% less per acre than the city overall. This is consistent with the observation of relatively large, attractive single-family homes on low-density lots, which is possible because of low land prices. Commercial valuations show a similar spread relative to the city overall even when built improvements are considered.

In the industrial sector, the Frelinghuysen Ave corridor exhibits regionally competitive valuations, with industrial land valued 5.4% more per acre than citywide. The corridor's location near the Port of Newark, Newark International Airport and regional highways, combined with its abundant and inexpensive land, has attracted investment in warehousing and logistics facilities. Essex County deed transfer records reveal relatively strong market liquidity in the corridor's industrial property market, with 16 of the 74 properties assessed as

industrial (class 4B) changing hands since 2013. Of those, ten were sold for over \$1 million, and four for over \$12 million. However, in terms of taxable assessed value, industrial properties in the corridor were still valued less per acre than residential or commercial uses, given their large land needs.

As noted above, the corridor has no meaningful supply of privately-owned multifamily housing. Denser mid- and high-rise apartment housing exists along Elizabeth Ave on the northwest side of Weequahic Park, and offers a nearby comparable for gauging the prospective value of such properties near Frelinghuysen Ave. The multifamily market on Elizabeth Ave has become recently active: in 2017 the Zion Towers apartment building was sold for \$28 million to a private investor, who declared plans to begin renovating the building's 268 units. Much of the housing stock on Elizabeth Ave consists of six-story garden court style apartments, with several such buildings changing hands in 2016 for between \$1.3 and 5.0 million, according to county deed transfer records. The recent influx of capital to these multifamily developments suggests a perceived demand for denser rental housing alongside Weequahic Park.

### Housing Stock

The Newark Housing Authority (NHA) operates two large public housing developments on the west side of Frelinghuysen Ave – Seth Boyden and Otto Kretchmer – which serve very low-income populations. Collectively, Seth Boyden and Otto Kretchmer house about 58% of the neighborhood's households. They provide 1,024 apartment units reserved for low-income seniors (over 55 years old) spread across six high-rise towers, and an additional 142 units of lower-density townhomes in the neighborhood's southwest corner. However, over 500 mid-rise units on 14.5 acres of land at the Seth Boyden site sit completely vacant, having been condemned in 2011 after years of structural decline. These structures are in poor physical condition, attract squatters and drug-users, and are a severely blighting presence on the neighborhood.

Approximately 6.5% of the neighborhood's residents own their homes, and the private single-family housing stock is in fairly good condition. The median home sale value in 2017 was -37.5% lower than Newark's overall, at \$138,800 compared to \$222,100. However, the median household income of owner-occupants (\$105,700) was well above that for the city overall (\$63,800). Most private dwellings are detached single family homes or attached doubles, with barely any private multifamily apartments. The only parcel assessed as apartments (class 4C) is occupied by three low-density, two-story apartment buildings (see picture 1).



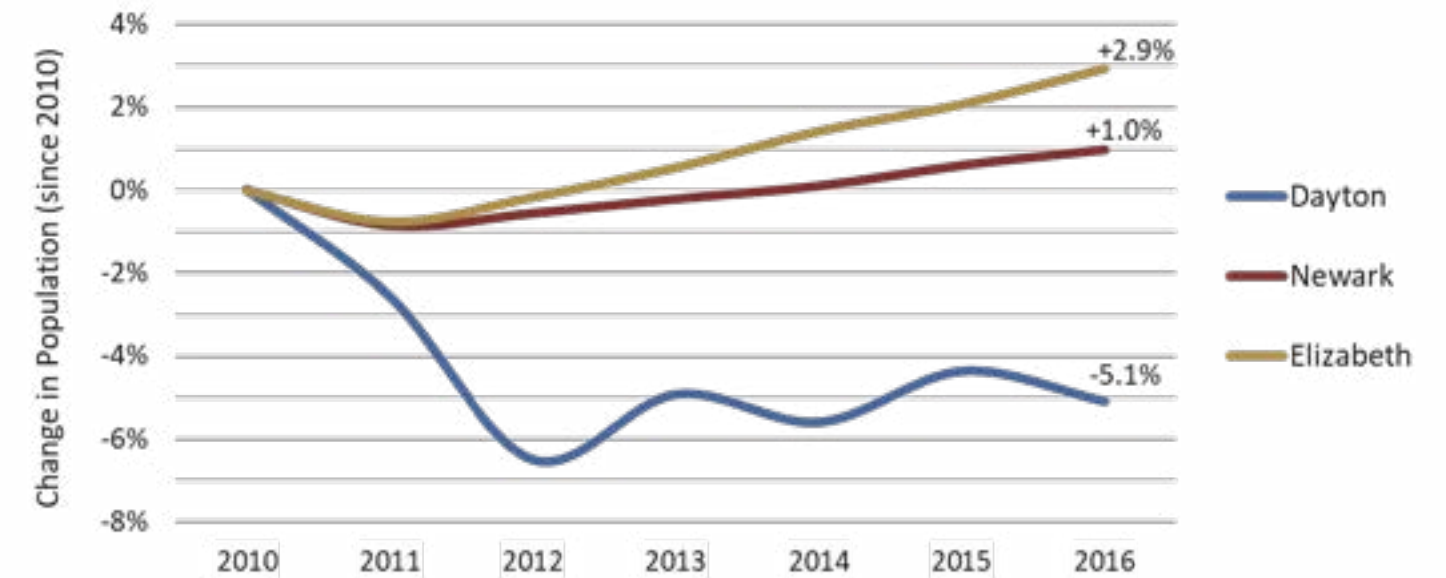
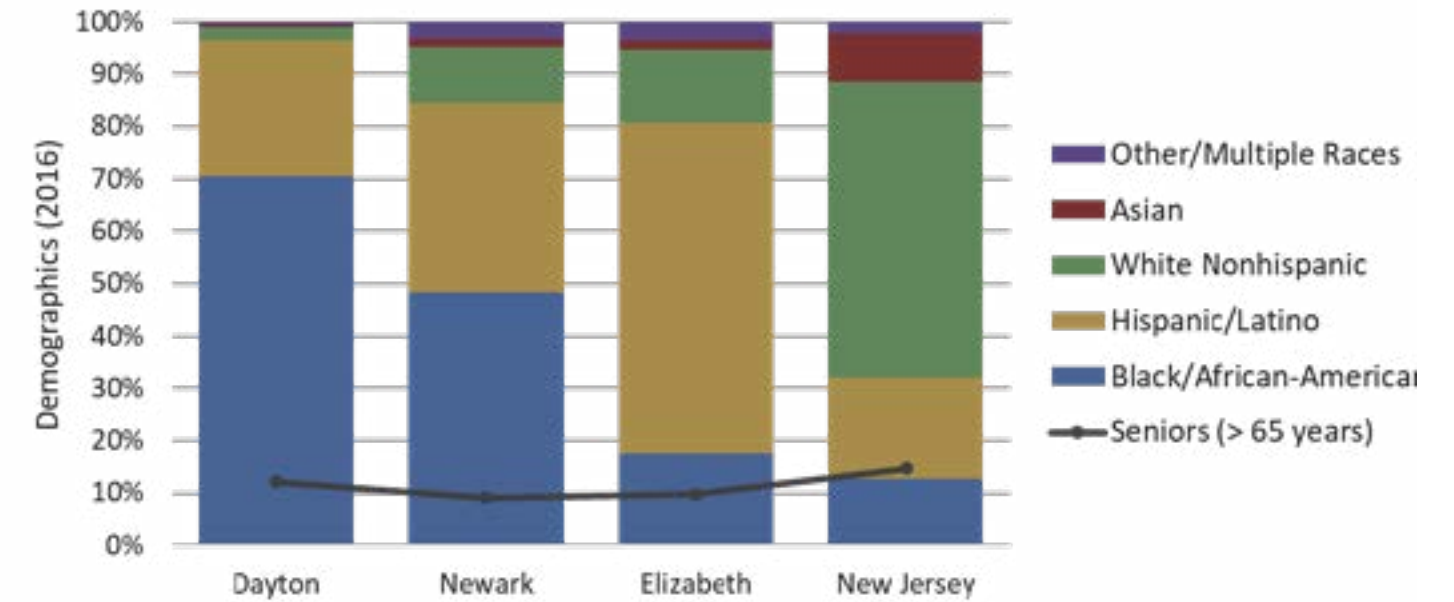
## Demographics

### Population



The Dayton neighborhood is home to approximately 3,300 people (as of the 2016 American Community Survey), or 1.2% of Newark's total population. Due to the large amount of land that is devoted to industrial uses or vacant, Dayton is less densely populated than Newark as a whole, with 7,700 people per square mile (compared to 11,580 per square mile citywide). The neighborhood's population has been declining in recent years, even as the City of Newark and neighboring Elizabeth have been gradually growing: Dayton's population has declined by -5.0% from 2010 to 2016, while Newark's has grown by 1.0% and Elizabeth's by 2.9% in that same time.

From 2012 to 2016, 71% of Dayton residents identified as Black or African-American in the Census, compared to 48% in Newark overall. Dayton experiences high rates of poverty and unemployment compared to citywide averages. Median household income was \$13,700 from 2012 to 2016, -58.5% less than the citywide median of \$33,025. Nearly 72% of adults were unemployed or out of the labor force entirely (e.g. retired or discouraged from looking), compared to 48% in the entire city. These socioeconomic statistics are largely a function of the two large public housing developments that make up the bulk of the neighborhood's housing stock, and necessarily house a very low-income population.





### Financing Redevelopment

The proposed redevelopment of the Frelinghuysen Ave corridor will need to be driven a combination of private- and public-sector investment. The extension of the PATH train line and addition of a new station at the northern end of the corridor is likely to fundamentally increase the value of nearby land, with transit access to New York City's employment market increasing residential demand. Especially if zoning regulations are amended to permit denser residential development, we expect the real estate industry to capitalize on this demand with new investments in housing development, as well as commercial real estate that will be supported by a densifying population and commuter foot traffic near the PATH station.

With that said, a number of public subsidies are available at both the local and federal level to stimulate redevelopment of the corridor, which may be necessary especially in the first phase of redevelopment to demonstrate the corridor's viability for private development and establish a critical density of population and economic activity. At the local level, the City of Newark (and related agencies) can facilitate redevelopment through a combination of strategic property tax incentives, and disposition of its substantial inventory of publicly-owned land.

New Jersey municipalities, including Newark, have made extensive use of Payments in Lieu of Taxes (PILOTs) to stimulate private redevelopment in strategically valuable areas. PILOT agreements abate regular property taxes, and allow developers to instead make annual payments of a lower amount to the municipality. They can be a valuable tool in facilitating redevelopment projects that would otherwise not be financially viable for private investors. In addition to use of PILOTs on a project-by-project basis, the Frelinghuysen Ave corridor may also be a strong candidate for implementation of a Tax Increment Financing (TIF) district. Such a district would issue bonds to fund infrastructural improvements to the corridor, with bond payments backed by the anticipated future increase in property

tax receipts (the "increment") resulting from increasing property values. The up-front physical upgrades can serve to stimulate new private development that would not otherwise occur. All increase in the TIF district's property tax receipts would be earmarked for bond payments for a fixed number of years (typically 20-30), but after that period they would revert to general public revenues. Finally, the City of Newark (in cooperation with the Newark Housing Authority) can both facilitate and influence redevelopment through sale of its vacant land inventory to private developers. Facilitating land sales through a competitive request for proposals (RFP) process can give the City flexibility to dispose of land at below-market rates to developers who commit to socially valuable uses and design, such as affordable housing or open space.

The local interventions outlined above can be further leveraged with a range of federal tax credit and subsidized loan programs, for which the Frelinghuysen Ave corridor is located in a qualified low-income Census tract. Low-Income Housing Tax Credits (LIHTC) can provide development equity for projects incorporating affordable housing, with New Market Tax Credits (NMTC) fulfilling a similar role for job-creating commercial projects. Both tax credit programs have been effectively used to finance redevelopment projects in downtown Newark, such as Teachers Village. LIHTCs are competitively allocated by the New Jersey Housing and Mortgage Finance Agency, while NMTCs are sub-allocated by regional community development financial institutions (CDFIs), such as New Jersey Community Capital and Reinvestment Fund. These CDFIs also offer a range of loan programs with preferential terms for the development of designated uses, such as affordable housing, fresh food retail, and healthcare facilities. Partnering with such institutions offers a means to finance redevelopment projects that respond to the community needs expressed by residents in public meetings and surveys.

## Redevelopment Process

### Phase I

Phase I comprises of redeveloping area near proposed PATH station.

Transit-Oriented Development

Pedestrian Only Corridors

Commercial and Office Development

Bottom Floor Retail



## Redevelopment Process

### Phase II

Phase II includes the development of high-rise density housing alongside Weequahic Park.

Affordable Housing

Reconfigure Street Network

Public Plazas

Community Centers



## Redevelopment Process

### Phase III

Phase III includes establishment of Headhouse and mixed-use development along the southern corridor

Bus Rapid Transit

Transit Plaza

Commercial and Office Development

Mixed-Use Development



## Redevelopment Process

### Open Space

Part of the development highlights the designated open space areas for the community to enjoy.

Public Seating Area

Tree-Lined Streets

Public Plazas

Community Gardens



## Redevelopment Process

### Transit Coverage

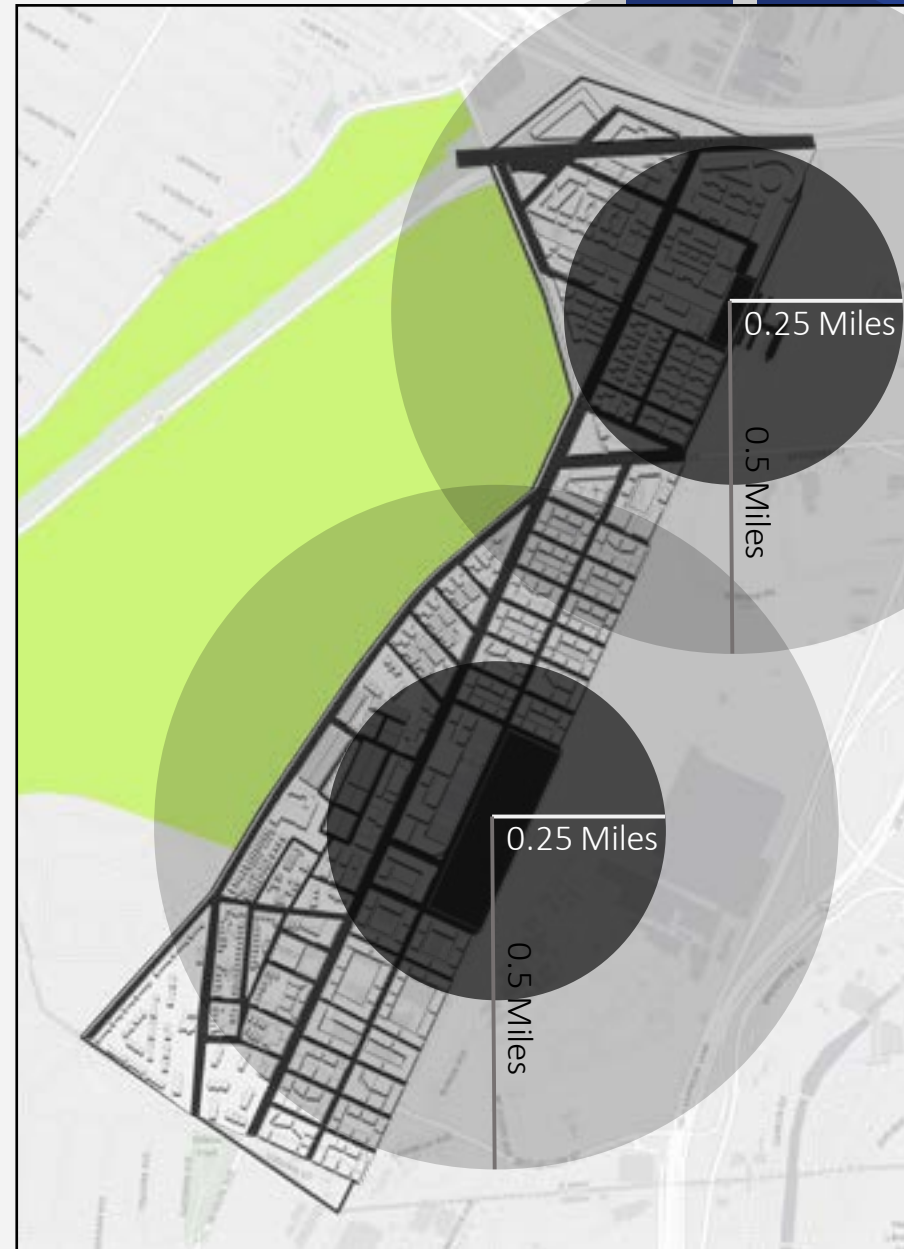
The transit hubs will be accessible within 1/4 mile and 1/2 mile of the entire area.

Bike Network

Transit Plazas

Walkability

Bus Rapid Transit



## Redevelopment Process

### Bicycle Network

Creation of bike network to ensure safe ridership and connection between all major streets.

Sharrows

Two Way Bike Lanes

Encourage Cycling

Transit Options



## Land Use Alternative 2 – Adaptive Reuse

### Statutory Basis for Redevelopment for Alternative 2

Pursuant to the Local Housing and Redevelopment Law (N.J.S.A 40A:12A-1) the City of Newark designated the entire city as an ‘Area in need of Rehabilitation,’ based on the finding that 50% or more of the housing units in the City are 50 years or older and that the water and sanitary sewer services are at least 50 years old and in need of maintenance and repair.

The purpose of this Redevelopment Plan is to guide future development in the Study Area, and establish a framework for development that capitalizes on the incoming PATH station at the existing NJ Transit station, the area’s proximity to Newark International Airport, and the presence of Weequahic Park. Given the number of vacant, boarded-up, and dilapidated buildings, The Study Area qualifies as an area in need of redevelopment under conditions a, b, and c.

### Adaptive Reuse Plan Overview

In contrast to Alternative 1, which follows RPA’s recommendations of putting the future headhouse and PATH station south of Haynes Avenue, Land Use Alternative 2 proposes keeping the PATH station at the

existing NJ Transit stop at EWR, and planning for the headhouse to be constructed there as well. RPA’s rationale for moving headhouse and PATH station south of Haynes is that there is an runway at EWR that runs East-West and the Federal Aviation Administration (FAA) restricts the height of buildings within the runway’s flight path to 150 ft. This Plan proposes a compact, high density transit-oriented development (TOD) on the blocks north of Haynes Avenue, immediately west of the PATH station and directly in the flight path of the runway. However, since the runway is only utilized by smaller aircraft or when there are strong crosswinds, the development plan for Land Use alternative 2 ignores the 150 ft. height requirement so that the City may build to the higher heights in the TOD.

To attract a mix of new housing and jobs, provide services to existing residents, and capitalize on the new TOD station as an amenity, high density mixed-use development is planned for many of the blocks north of Haynes Avenue adjacent to the new station. This mixed-use development is intended to encourage lower-car ownership through abolished or reduced parking minimums, and as a result promote transit ridership. In addition to mixed-use development, airport support zones are proposed on parcels

north and south of Haynes Avenue. A key component of this Plan is tying the Frelinghuysen corridor to EWR. With the addition of the headhouse, Frelinghuysen Avenue and the surrounding neighborhoods will be situated at the doorstep of a multi-modal transit hub that is planned to accommodate airport, Amtrak, NJ Transit, and PATH passengers. Taking advantage of this large number people moving through the headhouse everyday, this Plan proposes uses such as hotels, conference centers, and airport-related office uses to draw people out from the headhouse to the TOD, spurring economic development and creating more jobs. Similarly, this Plan proposes office, retail, and restaurant uses on two parcels north of Route 22.

Similar to Alternative 1, Alternative 2 proposes closing Meeker Avenue between Noble Street and Haynes Avenue to make the five-way intersection of Frelinghuysen Avenue safer for pedestrians, as well as streamline traffic flow. In addition to the transportation benefits associated with the street closing, this Plan proposes turning these closed streets into open space areas for pedestrians and businesses that can accommodate outdoor activities such as outdoor dining, and to be complete with street trees and storm-water management best management

South of Haynes Avenue on the western side of Frelinghuysen Avenue, high density residential towers are proposed along Dayton Avenue fronting Weequahic Park to capitalize on the park as an amenity. The single family residential units located between Dayton Street and Frelinghuysen Avenue north of the former Seth Boyden public housing site are proposed to be upzoned from single and double-family homes to three and four-family homes. This is to allow these property owners to take advantage of projected increase in property values and increase the intensity of their property.

Medium and high density mixed-use development is proposed along the western side of Frelinghuysen Avenue to provide jobs, amenities, and services to residents living in the Plan Area south of Haynes Avenue. Furthermore, the planned BRT line, bike lanes, and streetscape improvements for pedestrians will increase the number of people moving along Frelinghuysen Avenue, creating a market for business and new housing units with access to transit. On the site of the former Seth Boyden public housing site, medium-density townhomes are proposed to provide more affordable housing options for new residents and to rehabilitate a large, vacant site along Frelinghuysen.

South of Haynes on the eastern side of Frelinghuysen there are existing airport support uses, and this Plan proposes to preserve these uses. Immediately south of these airport support uses and north of Van Duyne Street are several dilapidated, neglected, and vacant industrial and warehousing buildings. This Plan proposes to adaptively reuse these some of these buildings for loft residential units, as well as commercial retail space that would ideally house a grocery store and community, two amenities that the corridor lacks. The strategic location of these uses is roughly equidistant between the TOD in the north and the Otto Kretzmer senior public housing towers on the southern border of the Plan Area with Elizabeth, making it a central location that everyone in the Plan Area can access.

Finally, this plan proposes preserving industrial, warehousing, and logistics uses between McLellan Street and Van Duyne Street to promote a diversity economic base, provide more jobs to the area, and capitalize on the Plan Area’s proximity to key transportation assets that support the logistics industry, including EWR, Port Newark/Elizabeth, freight rail lines, and Interstate highways 95 and 78. The Plan wants to transform Frelinghuysen Avenue into a corridor that accommodates all modes of transportation, but currently

freight trucks make the road unsafe for pedestrians and impede the efficient flow of vehicle traffic. To remedy this issue, this Plan proposes using eminent domain to take land off of the eastern portion of these properties adjacent to the train tracks to designate and construct a private truck service road for these properties. In addition to the service road, the Plan proposes capping Evergreen and Van Duyne Streets with walls so that they are only accessible from the truck service road. These walls are proposed to become street art or murals to make the corridor more appealing visually. The Plan conjectures that the service road will actually improve the efficiency of the industrial and logistics uses by giving them a private entrance and adequate space to their properties, while also improving the safety and efficiency of Frelinghuysen Avenue for other modes of transport.



The justification for using eminent domain for the service road is the Highway Access Management Act, which says: (1) “the State has a public trust responsibility to manage and maintain effectively each highway within the State highway system to preserve its functional integrity and public purpose for the present and future generations” (N.J.S.A. 27:7-90c), and (2) “the access rights of an owner of property abutting a State highway must be held subordinate to the public’s right right and interest in a safe and efficient highway” (N.J.S.A 27:7-90g). Thus, to preserve the functional integrity for present and future generations, and to preserve the public’s right to a safe and efficient highway, the Plan proposes a private truck service road that would divert truck traffic off of Frelinghuysen Avenue, creating a more a more efficient streetscape that is safe and usable for all modes of transport.

In completing the land use regulations for Alternative 2, the Newark Zoning and Land Use Regulations, herein referred to as the “Newark Zoning Ordinance” (adopted in November 2014) were consulted. While Newark’s Zoning Ordinance has some good elements, to achieve the type of development envisioned for this community, the zones in the existing Zoning Ordinance have been retrofitted

## Redevelopment Process

### Phasing

#### Phasing Plan

Given that the Port Authority estimates to complete the PATH extension to the Newark Airport by 2026, we anticipate this being a 30-year project timeline as of 2019. This roughly 30-year project time assumes that the PATH Station will be completed in 2026, with full build-out by 2050.

#### Phase 1

Road Diet on Frelinghuysen Avenue – reduce number of lanes from four to two and implement new street design plans  
Use eminent domain on industrial/warehousing properties on the eastern side of Frelinghuysen to designate a private service road (40 feet ROW) for freight truck traffic (15 ft. for each lane, additional 10 ft. of ROW)

Between Phases 1 and 2: Completion of PATH Station by 2026

#### Phase 2

· Convert dilapidated industrial structures north of Haynes Avenue into a thriving Mixed-Use development.

#### Phase 3

· Encourage redevelopment of industrial sites east of Frelinghuysen North of Van Duyne Street from warehousing and logistics into airport support, office, residential and commercial uses. Also encourage more compact development around Weequahic Park, in Seth Boyden, and long Frelinghuysen