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Shifting | *Forward* 2025

**Newark Master Plan Re-Examination Report
February 2009**

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Letter from the Mayor

Over the last two years, we kept our focus, kept our momentum and continued to march towards what I believe to be Newark's certain destiny: to be America's leading city in urban transformation. We are a city of pride and accomplishment, fierce faith and flawless fortitude. We are New Jersey's oldest city, her largest city and her greatest city. We are Newark – Brick City, tough, resilient, strong, enduring and when we come together, there is nothing we can not create or overcome.

But for far too long we have lacked a shared and comprehensive vision of Newark's future. The City has not been a proactive enough in pursuing its own future. The Master Plan Re-examination and Vision Report is intended to guide the update of our City's outdated Master Plan, a document that will manage Newark's growth and development for the benefit of all Newarkers.

But this report is much more.

It is a call for Newark to SHIFT FORWARD and shape a bold future. It is a call to action for all residents of Newark to engage in the planning of our great City and to help shape a shared vision of tomorrow. The Master Plan Re-Examination is designed to elevate the work that we have begun by focusing us on the big picture - on the City as a whole - to ensure our progress will continue and expand well into the future:

Newark must get its residents working in quality jobs

Newark neighborhoods must be empowered with excellent housing, services and public space

Newark must truly become, and remain, a City of Choice

To do so, we must tackle our greatest challenges head-on and we must start from a place of critical assessment. The Re-Exam report helps us understand why it is important to grow, and how the benefits of growth can have a positive effect on all residents of the City.

We must not be content with simple incremental changes when we can have comprehensive regeneration for the City and its residents. After decades of declining population and increased poverty, Newark is turning a corner and has become the second fastest growing city on the east coast. We must find a way to harness this growth in a manner that will build wealth and opportunity for Newark residents. We must create new jobs and empower our current residents while we also attract new and diverse residents. We must be open to more investments in new and existing business and invite development that truly uplifts our communities and resident quality of life.

I understand that this idea surfaces fear; the fear that new residents equal displacement. These fears touch our deepest challenges of race and class and they should not be dismissed. As we embark on a vision of the future, we want to be sure that the people who have struggled for Newark benefit from the resources that our Master Plan will help to unlock.

We must also be concerned with what the plan will leave for the next generation. The Master Plan is for the 10 year old who will be 27 years old by 2025. Currently, many of our youth are in crisis and have constrained future opportunities. The Master Plan must speak to young residents and inspire them to act on behalf of Newark. This generation of Newarkers must be inspired to honor the passion and courage of those who came before them through an unceasing and unyielding belief in our City.

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The Master Plan Re-Examination will begin to tee-up many tough choices for our City. But with transparency and inclusion, we stand ready to make these choices together. The citizens of Newark must all lend their voice, with government, to write the next chapter.

We stand at a time when the eyes of the nation are upon us. We must let the world know that we can be the change we wish to see in the world. We are Newark, New Jersey, Brick City, believers in life, love, and liberty. We believe that **we will create miracles in our sacred City.**

Let the world watch us rise!

Mayor Cory A. Booker
City of Newark

Foreward

Imagining the New Newark: From Ideals to Practice

What should a livable city look like? How can its progress be measured?

The document now in your hands is a daring attempt to answer that question. It comes at a time when Newark, the Puritans' City on the Hill, has entered an era of profound changes in what is known about civic culture, the importance of planning, and the value of connecting good practices in urban design to opportunities for urban growth. And it comes at a time when we have entered a discernibly new era, one suffused with big ideas about urban life, one in which the City is clearly moving forward and garnering positive attention across the nation.

For most of Newark's history, beneficent visions of the City future by local progressives competed poorly in a City that favored hasty decisions that over-burdened land use, neighborhoods, and a sense of place. That might be one of the reasons why so many chapters in Newark's long history are marked by opportunities lost, roads not taken.

This much is known: Newark, now more than a generation removed from its nadir as one of America's least enviable cities, is on the cusp of taking advantage, finally, of its wondrous location, its vibrant civic culture, its diversity, and an inevitable change in its civic, corporate and political leadership. Many of the real and perceived obstacles in the City's long past are better understood now, most notably the perils of allowing racism to effect public policy and the enormous costs of an indifference to the needs of those on the margins of our community. This document forthrightly addresses these issues and illuminates a path that can take the City and its residents forward on these and other fronts.

As we turn our attention toward a strategically grounded approach to planning, economic and social development in Newark, we should as well consider how difficult this process will be notwithstanding its merits. Like most cities, Newark is contested space. For the longest time, the City was virtually bereft of a civic culture informed by planning. That means a principled discussion on land use, community design, and civic interaction and, alas, civic reconciliation must occur on our watch...perhaps for the first time in well over a generation.

And so we have arrived at an historic intersection when, first and foremost, far more is known about cities now than was the case just a generation ago. Because of the greater diversity of opinions and cultural interests within the emerging partnerships taking shape in Newark, the measures of progress will probably be more contested. And that is good, I think. Newark has for too long ignored the value of civic debates over economic, civic, and cultural priorities. I propose that we accept the premise that a civic agreement to disagree is an honest engagement of the real nature of our City.

I also think that progress in Newark should be interrogated for its civic value. Recovering from more than a generation as one the nation's most precipitous urban tragedies, we would do well to learn from the early twentieth century—when City officials tilted public policy toward progress without social objectives. In doing so, they left too much of the City without recreational green space; they ignored the fast growing black population; and they breached the public trust by allowing private biases to pass for public policy.

In sum, let me suggest that if we have learned anything about modern cities, it is that they are variegated entities, each with a unique historical narrative, each facing challenges that emerge out of the distant and recent past. With that in mind, this document acknowledges the very special circumstances that surround

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Newark. And yet not unlike other American cities, our City on the Hill is marked by a vast array of human needs that are shaped by an ambitious modern menu of life, one in which all residents want and deserve more rationally organized, wholesome, appealing places to live and work.

Clement Alexander Price
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Summary of Findings

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The Master Plan Re-Examination

Summary of Findings

This Reexamination and Vision Report has been prepared to comply with the New Jersey Municipal Land Use Law (N.J.S.A. 40:55D-89), which requires that municipalities conduct a general reexamination of their master plans at least every six years. The City of Newark has made an intensive effort to address fully its planning, zoning and land development issues. This process has included extensive study and work by the City's Department of Economic and Housing Development, interaction with a range of municipal departments and organizations, and considered input from the public stakeholders, solicited in both formal and informal settings.

Through its reexamination of the City's most recent, comprehensive planning documents – the 1999 Newark Master Plan Reexamination Report and the 2004 Land Use Element of the Newark Master Plan – Newark has determined an immediate need for an inclusive, citywide dialogue that will lead to a comprehensive revision of its outdated Master Plan. To inform the dialogue, this report identifies critical challenges facing Newark and establishes broad principles to be used during the planning process. It also outlines a new way of organizing the Master Plan, with a focus on three major goals.

The 18-24 month journey we are about to embark on will, in itself, be a significant next step towards moving beyond the negative perceptions of Newark, both from within and from the outside. We are marking a time when we ended the management of decline and shifted forward toward planning for a Newark of growth and choice.

Above all, this report is a challenge to all Newarkers to think honestly and boldly about our possibilities. It is designed to elevate all that we have accomplished by focusing us on the big picture - on Newark as a whole - to ensure that the tremendous progress that we have made together will continue and that we move forward toward our certain destiny: to be America's leading city in urban transformation.

The Need for Comprehensive Revision

Newark's current master plan is grossly outdated. For decades, the City has essentially operated without a shared vision about growth and development. The City must now take greater efforts to manage and leverage development for the highest benefit possible.

Current Master Plan Status

- The last comprehensive revision of all elements of the Master Plan was in 1990
- Only the Land Use Element was updated in 2004 to align with current conditions, but did not adopt or implement the necessary zoning code changes
- It has been 10 years since the last Master Plan reexamination report
- Newark's Zoning Ordinance (the set of regulations that establishes the type and amount of development that is permissible in areas of the City) dates to 1956 and has not been comprehensively examined in more than half a century

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The new Master Plan will take a comprehensive approach rather than call for piecemeal actions that have in the past confused residents and policymakers. Just as the 2004 update of the Land Use Element was the first opportunity to seriously examine the City's land policies in nearly five decades, the same effort is required for all aspects of the Plan.

The major issues, challenges and assets of Newark cut across and go beyond the traditional elements of a master plan. Newark is dynamic and evolving, and requires a new type of plan that manages growth and development for the benefit of all Newarkers. This will mean re-writing the entire document and revising its organization and format to better address critical issues facing the City. (Figure 1.1)

Planning for growth

In reexamining a Master Plan, the State asks that municipalities speak to ***“the extent to which there have been significant changes in assumptions, policies and objectives”*** about their future.

After decades of population decline, Newark is now a growing city, having added approximately 9,000 residents and 7,000 housing units since 2000.¹ Population growth is a major opportunity and calls for a proactive plan that helps guide future growth to meet the needs of all residents.

This report challenges the entire Newark community to visualize and to plan for a city that can and should add at least 50,000 new residents by 2025. We believe in a bolder Newark, one that can and will grow along with the region and at least as fast as other New Jersey cities. Cities such as Jersey City, Paterson, Passaic, and Elizabeth are already accommodating a growing share of the State's human capital and job growth and are all expected to grow at rates higher than the New York metropolitan region.

The New York City Metropolitan region is expected to grow by 2.5 million people by 2025 (approximately 13%).² Newark is already projected to grow by 25,000 people in the same time period (a 9% increase). (Figure 1.2) *What share of this projected growth should New Jersey's largest and most dynamic city assume?* Many other older cities in the state are expected to grow faster than the region as a whole. So let's imagine Newark's growth equaled the predicted rate of growth for:

- Jersey City (21%), it will gain 59,244 people by 2025
- Paterson (17%), it will gain 47,893 people by 2025
- Passaic (17%), it will gain 47,340 people by 2025
- Elizabeth (17%), it will gain 45,678 people by 2025
- The region (13%), it would add 37,000 people by 2025.

(Sources: NJ Transportation Planning Authority Approved Demographic and Employment Forecasts and U.S. Census)

As awareness grows about the costs of continuous development sprawl, as energy prices continue to rise, and as the demand to attract and retain highly educated and skilled workers becomes more competitive, Newark is well positioned to help the region:

- Achieve Smart Growth: *Newark is already the second fastest growing city in the northeast*
- Address Rising Energy Prices: *Newark has the location, transportation network and infrastructure to provide housing and employment density*

¹ Population Division, U.S. Census Bureau, Annual Estimates of the Population (Release Date: December 31, 2007)

² New York MSA; Source: NJ Transportation Planning Authority, Approved Demographic and Employment Forecasts and U.S. Census Bureau

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- Capture Innovation and Talent: *Newark has the institutional partners and urban amenities to train, incubate, attract and house the “Knowledge Economy” workforce*

Newark At-A-Glance

- Newark is the nation’s **third oldest city**
- **147,000 people commute to work in Newark every day**
- **76 companies** have located their corporate headquarters within one mile of the intersection of Broad and Market Streets
- Newark has the 2nd **busiest airport in the New York City region** and the **10th busiest in the country** for handling cargo (Source: Airports Council International, 2008)
- Newark has the **largest port on the East Coast**, and one of the most heavily used hubs on Amtrak’s Northeast Corridor
- Newark has over **60,000 students and faculty** at its six colleges and universities – making it the fourth highest concentration of higher education on the East Coast
- Newark has the **state’s leading performing arts center**
- Newark has **the largest museum and library in the state**
- Newark has **the fifth largest cathedral in North America** (with spires higher than those of Notre Dame or Westminster Abbey)

Demographically, the country and the region are growing, aging, and diversifying. With its unique physical assets, Newark has the chance to provide new choices for current and future Newarkers who will increasingly rely on and desire to live in urban centers. These include young professionals, childless couples, baby-boomers, new immigrants, empty nesters, and elderly individuals.

We are also in a time of changing perceptions about Newark. We are ready to think boldly about a Newark that ranks among the great American cities. Public safety has long plagued Newark’s image, with isolated incidents receiving national attention. And while crime remains a serious issue for Newarkers (and a focus of this report); the City has become a national leader in crime reduction. In 2008, Newark was a national leader among large cities for reductions in murders, achieving decreases of more than 30%. There is still much work to do, but the progress against crime is unmistakable and the new Master Plan will emphasize strategies that continue to improve public safety throughout the City.

Who is Newark for?

So if Newark can add 50,000 people by 2025, what would be the benefit of that growth? And what happens to those who have lived and invested in the City for generations?

Who lives in Newark today?

- 281,000 people, a gain of 9,000 residents since 2000
- 72,000 foreign-born residents, making up an increasing share of the City’s population (increasing 9% from 2000 to 2006); Newark’s Hispanic population grew 17% from 1990 to 2006
- 70,000 children, a drop of 8% from 2002 to 2006
- 58,000 families, a 6% drop since 2000, of which almost 50% single female-headed households with children
- 26,000 middle- and upper-income households (approximately 25% of the City’s households earn above \$60,000 per year) where the share of the households considered middle-income and above has remained stable since 2000
- 25,000 elderly residents, (9% of the population), a proportion which has remained stable since 2000
- 1,900 parolees returning to the City each year

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It is understandable that planning for growth may surface some fear for many Newarkers - the fear that population growth equal displacement; the fear that the future of the City is only for the people who are not here yet. This fear touches our deepest challenges of race and class. As we envision and plan for a growing Newark, it is critically important to work together to erode skepticism. *For real growth is as much about the retention of current residents as it is about the attraction of new residents and the improvement of quality of life for all residents.*

Rebuilding the City's fiscal health will require attracting more of the region's households of higher incomes. These new residents will help to enlarge the market for neighborhood businesses, increase housing, production, and increase sales and property tax revenues that will support an improved infrastructure and municipal services for all Newarkers.

Newark must also plan for many other constituents who bring revenue, vitality and opportunity to the City including:

- Student Population: 47,000 in City today;10,000 graduates per year; an estimated 60,000 by 2015
- Commuting Population: 147,000 workers coming to Newark every working day; a 900,000 person workforce in Essex, Union, and Hudson Counties alone.
- Cultural and Entertainment Population: over 1 million fans attended at least one event at Prudential Center in 12 months prior to July 2008

The Critical Needs of Current and Future Residents

The State also asks that in re-examining its Master Plan, Newark “**address major problems and objectives relating to land development” and “the extent to which problems and objectives have changed since the last update.”**

This report identifies major challenges and objectives based upon the critical needs of current and future residents, and how a Master Plan, which governs physical development, could address those needs. It examines the extent of change (and the need for updated policy) by looking at how the City's most recent comprehensive planning documents - the 1999 Newark Master Plan Re-examination Report and the 2004 Land Use Element of the Newark Master Plan – addressed these critical needs. In addition to recommendations made in the Land Use Element, the assumptions, goals and policies behind those recommendations were also examined.

Before the City engages in the dialogue that will lead to a new Master Plan, we must all start with a solid understanding of critical resident needs:

1) Newark has an employment crisis that serves as a major barrier to resident prosperity (Figure 1.3)

- The City's 2006 unemployment rate of 13% was twice that of the New York Metropolitan Region; 40% of Newark's eligible adults are not participating in the City's labor force
- Extreme unemployment and underemployment affect all Newarkers – both economically and socially – and is especially felt by certain populations:
 - Children: in 2006, one-third (22,000) of Newark's children lived in poverty
 - Disconnected teenagers and young adults — roughly 16 to 24 years old — who are not in school and have limited opportunities for finding work
 - Elderly Newarkers: in 2006, the City's elderly poverty rate of 26% was 3rd highest among the nation's largest cities
 - The 1,900 parolees returning to the City each year who are desperately in need of opportunity.

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- Even though Newark is the State's largest employment center, Newark residents are not finding jobs within the City: only 25% of jobs in Newark are currently held by Newarkers
- 51,000 Newark workers or 60 percent of Newark's active labor force commute to areas outside the City, many of which are not well-served by transit from Newark's neighborhoods
- Only 35% of Newark residents have a high school diploma, including GED
- 35% of Newark residents have no high school diploma and another 17% have less than a 9th grade education

2) Newark's neighborhoods face multiple and interrelated challenges that impact resident safety and health

- While the City has achieved significant reductions in crime, personal safety remains a serious issue:
 - Newark has too many unsafe spaces such as vacant lots, poorly-lit school grounds, inactive street corners, and parking lots with limited access
 - Past renewal efforts have helped create barriers to public gathering spaces, leaving many inaccessible and secluded
 - Residents often cite a feeling of physical and psychological isolation
- Too many residents face a serious housing crisis:
 - Quality: nearly 50% of all Newark residents report exterior problems (such as sagging roof or broken windows), and in 2000, nearly 12,000 Newark families lived in overcrowded conditions – a figure that has likely risen
 - Affordability: in 2006, nearly half of all renters in Newark were cost-burdened (spending 30% or more of their income for shelter); the number of foreclosures has increased steadily over the last several years (140% since 2005)
 - Foreclosure: Foreclosure rates have increased sharply in Newark since 2005, with approximately 2,500 loans currently in the foreclosure process and an additional 2,400 loans projected to go into foreclosure over the coming year
 - Preservation: Newark's older housing stock continues to be removed through demolitions (an average of 600 per year for the past decade); multifamily housing has not been replaced and the production of subsidized housing, particularly public housing, has been replaced in part by housing vouchers
- Large numbers of Newarkers do not have adequate access to green space:
 - More than half of Newark's youth (and a third of children under 14) do not have any significant green space within a quarter-mile of their homes
 - Newark has the lowest acreage of open space per capita of any major city in the country (only 2.9 acres of parks per 1,000 residents); if we are to be on par with comparable cities, we would need to add at least 800 acres of open space
 - Access to the Olmstead-designed Weequahic and Branch Brook Parks is often challenging for residents, even those living in adjacent neighborhoods
- Limited revenues challenge Newark's ability to provide neighborhood services:
 - Public facilities like schools, libraries, and police services must keep pace with population growth and development; aging facilities may need to be replaced and/or upgraded
 - The majority of the City's public works facilities are undersized and obsolete; and many facilities may face displacement from higher value land uses.

3) To be sustainable and competitive, Newark needs to provide a broader range of commercial, educational, cultural, and social choices to residents, to the region's workforce, and to visitors.

- Downtown Newark currently offers few housing options for people interested in urban centers; and it suffers from a series of physical challenges, including lack of diverse retail choice, excessive surface parking lots, and lack of a distinguished public realm

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- The educational attainment of Newark residents remains stubbornly low: 35% of Newark adults lack even a high school degree and only 12% have a bachelor's or advanced degree (the State average is 33%)
- The City's university campuses remain "islands" surrounded by underdeveloped adjacent communities, and the vast majority of local university students are not remaining or investing in Newark after graduation
- Newark neighborhoods are alienated from the Passaic River:
 - Public access to the shoreline is severely limited and in some cases restricted
 - Large stretches are left undeveloped and unusable
 - Current zoning still reflects the legacy of a heavily-utilized industrial riverfront
 - Difficult environmental issues restrain the riverfront's transformation
- Many of the City's cultural institutions face significant challenges:
 - A recurring fiscal crisis, heightened in times of economic recession
 - The lack of adjacent amenities to encourage repeat and extended stays
 - Physical constraints for meeting current and future needs (expansion, storage, parking)
- Some historic assets are at risk:
 - Some historic and culturally important assets and districts are not protected
 - Many historic commercial corridors are struggling and have obsolete land use patterns
 - An imbalance exists between the need to preserve of Newark's unique character and citywide economic and social needs
- Newark has significant environmental and health issues to address:
 - 700 acres of brownfields, as well as many other sites stigmatized by real or perceived contamination
 - 70% of Newark has less than 5% tree canopy, contributing to poor air quality and the highest asthma-related mortality rates in the State
 - Obesity is reported in 34% of Newark residents as compared with 22% for NJ
 - Many residential communities exist in close proximity to industrial uses; over 100 Ironbound sites are on the New Jersey Department of Environmental Protection's list of Known Contaminated Sites

Newark's Cycle of Success

In re-examining its Master Plan, Newark is asked to state ***"the specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared."***

Newark is ready to put behind the "cycle of disinvestment" that has plagued it for much of the past 50 years to achieve a "cycle of success" (Figure 1.4). With vision and strategic planning, Newark will *shift forward* to a highly visible revival and a virtuous cycle of growth. Newark will become the model for urban transformation by (1) Leveraging and Driving Regional Growth to stimulate investment; (2) ensuring that new resources lead to a High Quality of Life for all residents and (3) making certain that Newark's growth is Sustainable so future generation can continue and improve upon this Cycle of Success. Three critical needs should be addressed by 2025 in order to set the Cycle of Success in motion?

1. Leveraging and Driving Regional Growth = **Jobs for Residents**
2. A High Quality of Life = **Healthy and Safe Neighborhoods**
3. Sustainability = **Newark as a City of Choice**

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Goal 1: Jobs for Residents

By 2025, access to up to 25,000 jobs would be required to cut Newark's unemployment rate in half. The strategies recommended below best align the skills of Newark's current workforce and projections for growth (see Goal 3 for job targets related to the retention and attraction of commercial office tenants).

Strategy #1

Maximize Growth at Air and Sea Ports: increase the percentage of port and port-related jobs going to Newark residents from 22% to 33% (resulting in approximately 12,000 jobs for Newark residents)

- 1) Develop high job-density uses on over 800 acres of potential redevelopment parcels in Newark's Port and Port Support Areas
- 2) Encourage new models for industrial business districts within the Port and Port Support Areas, including modern production, warehouse and distribution centers
- 3) Create high-value, airport-related development that generates jobs for Newark residents and complements employment opportunities in the City's Central Business District

Strategy #2

Recapture Newark's Share of Regional Retail and Retail Spending: increase the number of residents in the retail sector by 4,000 jobs in order to be on par with top retailing cities in the region

- 1) Provide more in-town shopping and employment opportunities by identifying and facilitating development of large, regional destination sites
- 2) Identify opportunities to promote new commercial businesses in neighborhoods

Strategy #3

Retain Land for Job Creating Enterprise: create opportunities for up to 4,000 jobs through the expansion and incubation of businesses within light-industrial and commercial zones within the City and region

- 1) Clear a path for the attraction and growth of quality green, sustainable businesses and jobs
- 2) Encourage light industry on industrial lands and where it is complementary to commercial and residential uses
- 3) Support entrepreneurship and small business development on industrial lands, neighborhood commercial corridors and Downtown

Strategy #4

Improve Resident Mobility to Jobs: support long-range transit projects and policies that improve resident access to employment opportunities, as well as community and business development

- 1) Rezoning to support density and mixed-use development around select transit and commercial nodes such as Penn Station, Broad Street Station, the Newark Liberty Airport Station, and Orange Street Station
- 2) Exploring the southern extension of the City Subway, the feasibility of additional PATH stops, and PATH-to-AirTrain extension

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- 3) Enhancing bus service and considering Bus Rapid Transit (BRT) on corridors leading to Port and Off-Port suburban employment centers

Strategy #5

Improve Freight Mobility: contribute to improvements in regional waterborne and rail freight infrastructure to promote more job-intensive uses and employment opportunities for Newark residents.

- 1) Support new projects that are attempting to address roadway inefficiencies, including:
 - Facilitating and leveraging the state's Portway projects within Newark
 - Improving truck clearance at key east-west links
 - Improving east-west crossings across north-south expressways
 - Supporting the construction of a new bridge across the Passaic River
 - Improving arterial network in the area between US 1&9 and NJ Turnpike
- 2) Support improvements that will expand the utility of Newark's rail infrastructure, including:
 - Creating freight intermodal hubs at Airport, Seaport, and in R-121 industrial zone that integrate with regional freight infrastructure
 - Upgrading rail yards and intermodal terminals like Brills Yard, located in the port area

Goal 2: Healthy and Safe Neighborhoods

By 2025, Newark will leverage growth to create visible and self-sustaining improvements in Newark's neighborhoods. Through their past planning efforts, residents often cite the need to concentrate on four essential ingredients for safe and healthy neighborhoods:

Strategy #1

Safe, Active and Connected Places: public investments throughout our neighborhood that help prevent crime and improve pedestrian safety

- 1) Prioritize investments that improve safety and help stabilize neighborhoods
- 2) Create and improve public spaces that enhance safety and spur increased community activity
- 3) Create and maintain a well-defined street environment to improve pedestrian safety and encourage improved neighborhood stewardship of public space

Strategy #2

Access to Quality Housing Choices: create approximately 20,000 new housing units by 2025

- 1) Ensure that all residents can find an affordable, quality home by creating 4,500 total new affordable units as a target for 2025.
- 2) Provide for a sufficient diversity of housing types, sizes, and densities through neighborhood-specific housing investments and policies:
 - a) Areas of preservation and conservation: maintain existing densities in residential areas of Newark already providing unique and attractive housing choices to Newarkers and the region
 - b) New neighborhoods: leverage downtown's regional assets as well as the underutilized Passaic Riverfront to create residential neighborhoods where none existed before

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c) Higher-density, mixed-income neighborhoods: leverage transit assets and publicly owned land within neighborhoods in close proximity of downtown

d) Infill neighborhoods: focus rehabilitation and infill opportunities in neighborhoods with concentrations of vacant and abandoned properties

Strategy #3

Adequate and Accessible Parks and Recreation: ensure that all Newark residents will live within a 10-minute radius of safe and attractive parks and recreation

- 1) Identify and target priority locations for new parks and recreation opportunities
- 2) Direct investment and create partnerships to make parks and recreation facilities secure, attractive, enjoyable places
- 3) Remove barriers to the City's regional open space network

Strategy #4

Quality Public Facilities and Services: identify opportunities to co-locate and to upgrade the City's community facilities from places of service delivery to true neighborhood centers

- 1) Encourage the co-location of multiple community services in the same facility
- 2) Develop consolidated and efficient public services and utilities
- 3) Ensure that community needs drive the development of public facilities and infrastructure improvements

Goal 3: Newark as a City of Choice

The final step in the Cycle of Success calls for Newark to leverage regional growth and become a true "City of Choice", where a diverse range of people will want to live, to raise their families, to visit and to run businesses. This means promoting Newark as a sustainable city that offers a broad range of commercial, educational, cultural, and social choices for all residents, regardless of their race, income, or age.

Strategy #1

Facilitate a "Living Downtown": making Downtown more attractive to people who are interested in living and working in walkable, vibrant places, and to businesses seeking a competitive location

- 1) Create 10,000 new housing units in the Downtown and CBD portion of the Riverfront by 2025
- 2) Expand Downtown retail and hospitality choices
- 3) Identify and develop sites for significant Class A office facilities to create up to 5,000 jobs
- 4) Leverage Downtown's public transit assets to develop commercial and residential uses
- 5) Plan for safe, attractive, and pedestrian friendly street environments

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Strategy #2

Promote a “City of Learning”: making the City more innovative, creative, desirable, and prosperous by expanding the reach and role of learning institutions, students, graduates and faculty in Newark

- 1) Increase the number of Newark residents attending and being trained by Newark universities and other educational institutions
- 2) Increase the presence of universities in downtown and neighborhood revitalization efforts and double the current resident student population

Strategy #3

Make the Passaic River a regional asset: a continuous, redeveloped Passaic Riverfront for the benefit of all Newarkers and the region. By 2025, Newark must:

- Develop at least 25 acres of riverfront open space
 - Achieve 150,000 annual visitors to new riverfront parks & attractions
 - Ensure public access to the riverfront from all parts of the City
- 1) Connect the riverfront to all Newark neighborhoods
 - 2) Create places defined by strong and distinctive characters
 - 3) Coordinate regional improvements in transportation, access, and environmental quality with other municipalities along the Passaic River

Strategy #4

Promote Historic & Cultural Assets: double the number of arts, cultural and entertainment visitors to the City and double their spending in the City to increase revenue and vibrancy

- 1) Promote the creation of cultural and arts facilities, as well as expanded entertainment/hospitality space.
- 2) Attract more artists to live and work in Newark
- 3) Examine opportunities for new historic districts and ensure protection of stable historic areas
- 4) Prioritize preservation and adaptive reuse of historic structures

Strategy #5

Create and Sustain a Healthy City: creating a greener and healthier environment for all Newarkers—high- or low-income; current or future—will be an essential piece of creating and maintaining a City of Choice where residents and businesses decide to invest and grow

- 1) Green Newark’s neighborhoods:
 - a) Implement a “Green Streets” initiative with the goal of planting 100,000 trees
 - b) Integrate green solutions into infrastructure planning
 - c) Identify unused transit lines for potential greenways
 - d) Include tree planting, stormwater mitigation and green design elements in streetscape design standards and development projects
- 2) Improve the health of Newark residents:

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- a) Reduce the number of people going to clinics for respiratory problems.
 - b) Reduce the incidence of childhood lead poisoning
 - c) Reduce obesity and diabetes
 - d) Reduce mass pollutants in wastewater.
 - e) Increase consumption of fresh, locally produced, organic produce.
 - f) Increase access to recreational activities
- 3) Green our built environment:
- a) Reduce Newark government's use of energy 7% below 1990 levels by 2012, as per the Mayor's Climate Agreement
 - b) Shift the City's municipal utility to 20% renewable power by 2020 as per State Energy Master Plan
 - c) Retrofit 25% of the municipal building stock by 2025 and encourage the greening of non-municipal buildings through incentive programs

The New Master Plan

The three major components of the 2025 Cycle of Success – (1) Jobs for Residents; (2) Healthy and Safe Neighborhoods; (3) A City of Choice – form the key chapters of this document. These goals also represent a new way of organizing the Master Plan, with a focus on goals and needs specific to Newark rather than by traditional planning topics. The major issues, challenges and assets of Newark cut across (and go beyond) the traditional elements of a master plan.

The new Master Plan will be aspirational, but it will also be pragmatic. Its creation will be tied to the creation of an updated Zoning Ordinance and planning process that will be forward-thinking and proactively shape development, instead of being reactive. (For a discussion on zoning reform and the City's recommended changes to effectuate Redevelopment Plans, see Chapter 5).

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Chapter 2

Jobs for Residents

Jobs for Residents Overview

Until residents are participating in the labor force at levels comparable to the state, to the region, and to successful American cities, Newark's "Cycle of Success" cannot truly be set in motion.

Newark is suffering from an employment crisis that serves as a major barrier to resident health and prosperity. In 2006, the City's unemployment rate of 13% was twice that of the New York Metropolitan Region. Only three major American cities have a higher rate. 40% of Newark's eligible adults are not participating in the City's labor force. This condition is heightened by the fact that only 35% of the population has a high school diploma and over 50% have either no high school diploma or less than a 9th grade education.

Extreme unemployment and underemployment affect all Newarkers – both economically and socially. Because of low labor force participation and skills, all racial groups in Newark earn below the national average. The crisis is especially felt by certain populations, such as children (in 2006, one-third or 22,000 of Newark's children lived in poverty), disconnected teenagers and young adults (roughly 16 to 24 years old) who are not in school and have limited opportunities for finding work, and the 1,900 parolees returning to the City each year who are desperately in need of opportunity. Newark residents are not being hired for jobs within their own city. Out of the City's 160,000 jobs, only 25% of are currently held by Newarkers and 60% of Newark residents work outside the City. (Figure 2.1)

The Master Plan can support the creation of new jobs and help residents to fill those jobs (both within Newark and within the region). First, the Master Plan must encourage land use policies that promote the City's anchor industries – especially in the City's major employment areas like the Ports and the Downtown. This chapter focuses on the strategies that are best aligned with providing employment opportunities to Newark's currently unemployed, underemployed and under-educated work force. These include:

- *Transportation, Logistics & Distribution Services*, such as motor vehicle operators or light assembly jobs, stemming from expected growth at the Ports and the City's excellent transportation infrastructure
- *Education and Knowledge Creation industries* that are spurred by the largest collection of education and research institutions in the State
- *The Health Services cluster*, such as nursing and home health aids
- *Construction, Housing and Real Estate industries*, especially in a growing (and greening) city, can offer many Newarkers critical economic opportunity

The re-examination report also recognizes the importance of job creation across all industry sectors. In Chapter 4, the report discusses the importance of retaining and growing our commercial office sector. Attracting more corporations and back-office tenants to Newark will also add additional jobs for Newark residents. These include:

- *Financial Services, Legal, Telecom & Publishing*, with increased opportunities to attract tenants from the larger New York City metropolitan market who are looking for equal transportation access and lower operating costs

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Second, it means diversifying our economy by supporting industries that are primed for growth in cities like Newark but have not yet taken hold here – green jobs, retail trade, light industry, arts and culture. These types of businesses can operate throughout much of the City, adjacent to and possibly within residential areas.

Clearly, there needs to be additional emphasis placed on ensuring Newark residents have the skills and access to obtain jobs. While there have been gains (since 2000, the percentage of residents over 25 with a high school diploma has risen 8%), Newarkers still have some of the lowest education levels in the nation - only 12% of residents over 25 years of age hold bachelor's degrees and one-third do not have a high school diploma.

Many residents have asked about the Plan's relationship to education and economic development, specifically, "what about job readiness"? Education reform is not the responsibility of the Master Plan, but acknowledges that a bold vision and rethinking of our K-12 system is required. The Master Plan ultimately addresses the physical development of the City, but it can promote specific public and non-profit training programs that provide residents with skills and specialty training, including:

- Ensuing an academically rigorous and successful K-12 school system
- Increasing links between our universities and local economic development, job training, and literacy programs
- Identifying partnerships between Newark employers and local education institutions as well as mentoring and internship programs
- Calling for resources to develop and expand training and school curriculum that match growing sectors of the local and regional economy, such as port and green career paths
- Partnering with Newark employers to set goals to increase the number of employees that are Newark public and private school graduates
- Devoting resources to sustaining employment during the first year
- Support a collaborative effort by business, educational institutions and regulatory agencies to enhance the supply, quality and availability of child care

Setting New Goals for Job Creation

By 2025, access to up to 25,000 jobs would be required to cut Newark's unemployment rate in half.

The Master Plan must help Newark to maximize its abundant regional assets, but do so with a pledge that its residents will benefit from economic growth along with the State and region. This job goal may seem ambitious, but consider this: Newark's port related industries, such as transportation, logistics and distribution companies, are already expected to gain 1,025 jobs per year through 2012.

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Strategies that the Master Plan must address:

- **Maximize Growth at the Air and Sea Ports:** By 2025, increase the percentage of port and port-related jobs going to Newark residents from 22% to 33% → **up to 12K Jobs**
- **Recapture Newark's Share of Regional Spending:** By 2025, increase the number of residents in retail jobs from 9,000 to 13,000 jobs to be on par with top retailing cities in the region. → **up to 4K Jobs**
- **Retain Land for Job Creating Enterprises:** Create jobs through expansion and incubation of new economy and green businesses in the City's industrial lands. → **up to 4K Jobs**
- **Retain and Attract New Commercial Office Tenants and Headquarters (see Chapter 4):** Create new jobs through business development, attraction and expansion. → **up to 5K Jobs**

= +25K Jobs

A key to achieving 25,000 new jobs will be improved mobility, both in terms of people and goods. The Master Plan will call for improved resident mobility to employment centers, both within and outside the City. The Master Plan must also identify strategies for improving the mobility of freight to make Newark businesses more productive and therefore increase employment opportunities for residents.

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Jobs for Residents: Strategy #1 Maximize Growth at Air and Sea Ports

By 2025, Newark must increase the percentage of port and port-related jobs going to Newark residents from 22% to 33%

Opportunities & Objectives

The Port of Newark/Elizabeth and Newark Liberty Airport are global economic drivers that any city would desire, and both are projected to experience significant growth. Cargo passing through the Seaport is expected to double in 15 years, which translates into opportunities to develop job-intensive trade and transportation businesses. An expected increase in airport passengers will equal an increased demand for business that supports travelers. Unleashing the full potential of the seaport and airport, and connecting those benefits to Newark residents, will be a boon for the entire State and the region.

New land development policies and spatial strategies in the Ports and industrial support areas surrounding the ports would help to capture the growing demand for industries such as:

- wholesale trade
- transit and ground transportation
- modern distribution and warehouse
- manufacturing and assembly
- green industries/industrial ecology

Airports are more than just a place where planes take off and land. They are generators of air-freight and industrial support business, and increasingly home to national and international businesses that are tailored to the service sector. At Newark Liberty Airport, the regions and Newark's sizeable workforce, as well as transit and highway convenience, would support airport-related business opportunities such as hotel and hospitality, retail, airport-related office uses, and entertainment. Furthermore, improved transit options to and from the airport could help secure mandates or incentives for local hiring.

Trends & Challenges

The area surrounding the air- and seaports includes large-scale industrial uses, underutilized and obsolete sites, and the mixed-use, high-density Ironbound and Weequahic neighborhoods. Currently, many physical and employment policy barriers continue to separate residents from employment and business opportunities and the Port/Airport areas are not operating at their highest capacity.

Compared to port areas of similar size and operations, Newark's port area currently supports a low number of jobs per acre—5.5 jobs per acre, whereas comparable ports such as those in the Netherlands (Rotterdam), Sacramento, Central Massachusetts, and Washington State employ between 8 to 20 people per acre (Figure 2.2). There are also significant land constraints to developing near the Ports that must be overcome, including a diversity of property ownership and a majority of parcel sizes less than five acres.

Today (Figure 2.3):

- 84% of the parcels in the Ports and Port Support Area are less than 5 acres—whereas 15-75 acres are needed for modern warehouse/distribution facilities
- There are 600 owners in 1,200 parcels, making land assemblage a challenge
- Many non-port-dependent users operate within the Port Area
- Widespread environmental contamination exists throughout the Port Area

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If Newark is to grow its industrial and distribution economic sectors, it must redevelop its existing underutilized, vacant and contaminated sites. In facilitating this redevelopment strategy, the Master Plan must also work to protect the health of industry and nearby residential communities populated with low skilled workers and spatial crowding. Finally, the Master Plan would have to ensure that any airport-related development be complementary to both existing and future downtown office and retail growth.

Master Plan Implications

The Master Plan must identify opportunities to:

1) Develop high job-density uses on over 800 acres of potential redevelopment parcels in Newark’s Port and Port Support Areas. (Figures 2.4)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
The 1999 Re-exam promoted airport- and port-related employment opportunities within City-controlled areas in the Airport Support zone (defined in the 2004 Land Use Element), as well as infrastructure improvements in the airport periphery to encourage development	<p>Preserve industrial land uses in all of Newark’s Port/Airport facilities and support area</p> <p>Revise allowable and prohibited uses in all of Newark’s Port/Airport area to emphasize port-dependant and high job-intensity users</p> <p>Retain all of Port/Airport facilities and support area in a “Heavy Industrial” designation</p>

2) Encourage new models for industrial business districts within the Port and Port Support Areas, including modern warehouse and distribution centers.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
N/A	<p>Identify assemblage opportunities to accommodate modern facilities</p> <p>Effectively develop and redevelop vacant or underutilized land</p> <p>Incorporate green building standards and mitigate the environmental and public health impacts of port related activities.</p> <p>Discourage surface parking in favor of other port-support operations</p> <p>Encourage structured parking instead of surface lots</p>

3) Create high-value, airport-related development that generates jobs for Newark residents and complements employment opportunities in the City’s Central Business District. (Figure 2.5)

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PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam promoted airport- and port-related employment opportunities within City-controlled areas in the Airport Support zone (defined in the 2004 Land Use Element), as well as infrastructure improvements in the airport periphery to encourage development</p>	<p>Codify and implement Airport Support Zone as a special purpose designation in the Newark zoning ordinance</p> <p>Emphasize mixed-use, airport-related opportunities on the periphery of the Airport Support Zone, especially along and adjacent to Frelinghuysen Avenue.</p> <p>Improve physical connections from Frelinghuysen to the airport for local residents, new businesses and regional traffic traveling to and from downtown</p> <p>Support multi-modal opportunities at the airport train station</p> <p>Seek opportunities for high density housing within close proximity of the Airport and the Weequahic Park neighborhood</p> <p>Study the implications of expanding Tariff-Free Foreign Trade Zone</p>

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Jobs for Residents: Strategy #2 Recapture Newark's Share of Regional Spending

By 2025, increase the number of residents in the retail sector with access to up to 4,000 jobs in order to be on par with top retailing cities in the region

Opportunities & Objectives

"Jobs in [the retail] sector of the economy customarily serve as a ramp onto the employment highway, especially for employees with lower skills." — Opportunity Newark Report, 2006

Developing a significant amount of new retail business in Newark would provide job opportunities that match the needs and skills of many unemployed residents as well as increase revenues to the City. As the nature of how we shop in urban areas has changed, the need to strengthen local retail districts as well as attract larger format retailers is necessary to support resident needs and grow our economy. For example, the success of stores like Pathmark in Newark is a testament to resident's unmet spending power. According to the New Community Corporation, sales are above both Pathmark's and the industry's average. Moreover, more than 50% of the store's 250 employees are from Newark and satellite stores have provided jobs for 93 people.

There are also Newarkers who desire to establish their own retail businesses or to expand their existing business. This type of entrepreneurship would lead to self-sufficiency for many and create new jobs in the future. However, currently, 8% of Newark workers are employed in retail, which is low versus comparable cities. (Figure 2.6) There is room for improvement.

Trends & Challenges

4,000 new retail jobs would require approximately 1.8 Million square feet (MSF) of new retail space. Much of Newark's existing 5.8 million square feet of retail space exists on the ground floor of downtown buildings, within the Gateway Center, at the airport, or in neighborhood strip malls. A lack of large scale sites throughout the City has limited the City's ability to attract larger format national retailers. Also, many of the City's existing retail corridors and neighborhood streets have lost building stock (which has been replaced by detached housing) and some of these corridors have buildings too small to support modern retail needs, including access to parking.

These challenges have hindered the City's ability to meet the unmet spending power of several populations. (Figures 2.7) Many residents are leaving or avoiding the City to do their shopping, which hurts Newark's economy and takes crucial job opportunities away from the different Newark residents. Some of our missed opportunity is outlined below.

a) Residents

Newark residents have 6.5 times the income density per square mile than the region as a whole. But Newark residents are currently underserved in several retail categories. For example, four border neighborhoods annually export \$600M per year. This amount of leaked spending alone could support approximately 2.4 million square feet of potential retail space and 2,300 new jobs. (Figures 2.8)

b) Workers

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If we could raise spend levels of Newark’s 150,000 commuters to a normal level (\$740 M), they could support an additional 900,000 square feet (SF) and 1,500 more jobs.

c) University faculty, staff & students

Newark’s growing population of over 60,000 students and faculty is leaking significant amounts of dollars to other municipalities. That is equivalent to \$40 M of lost revenue per year, and could support 50,000 SF and approximately 80 new retail jobs. (Figure 2.9)

d) Visitors

Newark is leaking an astounding amount of tourist spending dollars, mainly due to the lack of sit-down dinner options in the downtown area. Three institutions alone (NJPAC, Prudential Center, and the Newark Museum) leak approximately \$30 M per year, which could support an additional 40,000 SF of retail and 70 new retail jobs.

Master Plan Implications

The unmet demand of these underserved residential, worker, student and visitor populations alone could support well over the estimated need of 1.8 million square feet needed to create 4,000 jobs and 3.4MSF of retail.

Tapping these underserved populations will require:

- Diversifying the types of retail in Newark—ranging from small shops to national chains
- Attracting more retail to underserved areas of the City
- Developing big-box convenient to residents, commuters and passersby (i.e., near highway exits)
- Creating theme retail (possibly on the riverfront)
- Restaurant districts (like the Ironbound)
- Expansion of retail choices in University Heights
- Revitalizing Downtown shopping

1) Provide more in-town shopping and employment opportunities by identifying and facilitating development of large, regional destination sites. (Figure 2.10)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam states that it is appropriate to allow some large-scale commercial recreation uses—aquariums, health clubs, bowling alleys—in certain light industrial areas of the City, especially in the South Ward</p> <p>The 2004 LUE calls for certain large-scale, freestanding big-box retail uses along existing industrial corridors (e.g., Frelinghuysen Avenue; Raymond Blvd.)</p>	<p>Preserve existing and identify new large-scale commercial land use at large sites that offer:</p> <ul style="list-style-type: none"> • excellent highway access • visibility • proximity to transit <p>Preserve commercial land use on corridors throughout the City that are viable for retail; and only where appropriate, designate retail as priority use</p> <p>Support a limited amount of large format retail development on land currently zoned for light industrial uses</p>

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2) Identify opportunities to promote new commercial businesses in neighborhoods

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 2004 LUE recommends that the City:</p> <p>Focus on nodes and centers along current retail corridors where retail is stable and strong, especially in the South, Central and West Wards</p> <p>Halt proliferation of automotive-oriented retail along commercial corridors where they do not exist</p> <p>Retain pedestrian-oriented, small, ethnically-diverse retail character along corridor street fronts, especially in the Central and East Wards</p>	<p>Support pedestrian and neighborhood shopping districts that are viable and rezone marginal retail areas that are no longer competitive</p> <p>Target retail investments near transit stations or key commercial corridors</p> <p>Promote the creation of retail centers that generate opportunities for small local businesses and entrepreneurs along with hiring incentives that benefit Newark residents</p> <p>Redesign and revitalize outdated strip shopping centers</p> <p>Create urban design standards for large and medium format retail (urban format vs. suburban format)</p> <p>Create urban design and building storefront standards that promote transparency rather than blank streetwalls</p> <p>Create signage standards</p> <p>Create urban standards for parking</p> <p>Re-examine cumulative commercial zoning to ensure contemporary commercial uses that align with current market demands are considered</p>

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Jobs for Residents: Strategy #3 Retain Land for Job Creating Enterprises

By 2025, create opportunities for up to 4,000 jobs through the expansion and incubation of businesses within light-industrial and commercial zones within the City and region

Opportunities & Objectives

“The green economy has the power to deliver new sources of work, wealth and health to low-income people—while honoring the Earth. If you can do that, you just wiped out a whole bunch of problems. We can make what is good for poor black kids good for the polar bears and good for the country.”

Van Jones, founder and president of Green for All.

In Newark, we know that with renewable and efficient energy we can have a triple win: we can find a way to clean our environment, to create jobs, and to generate wealth in sections of our City that have been closed out of real and substantive economic opportunity. Much of the momentum for industrial land preservation in older, industrial cities around the world is increasingly due to the emerging green economy. Newark has made a decision to cultivate a green economy and must consider land use strategies to support this commitment.

Another area of opportunity is light manufacturing. In cities throughout the world, ‘smokestack’ industries are being replaced with businesses that seek the convenience of urban centers – examples include distribution companies, food production, and the creative industries. With a booming port, an expanding education and research community, a large government presence, and unparalleled transportation system, light manufacturing firms will increasingly be attracted to Newark. Some cities are combining light manufacturing with other uses, such as retail or showroom space. This “Hybrid Industry” strategy provides good employment opportunities and also allows for job-producing uses to be in close proximity, and sometimes within, residential areas.

Newark has recently developed a wealth of resources that bring together leaders, students, entrepreneurs, corporate executives, and investors—premiere among them University Heights Science Park (UHSP). The City, through the newly created Brick City Development Corporation, offers excellent opportunities for entrepreneurs and small businesses to establish operations and to grow.

Trends & Challenges

The ongoing conversion of industrial lands coupled with the significant underutilization of industrial lands challenge the City’s ability to create and preserve good in-City employment opportunities for residents of all education and skill levels.

Since 1990 alone, the City has lost 231 industrial parcels of land, a decrease of 19%. Areas where industrial loss is most evident include the McCarter Highway corridor, the area between Frelinghuysen Avenue and US Routes 1&9, and smaller industrial areas scattered throughout the City’s western half. With a decline in traditional manufacturing, many of the City’s surviving industrial lands outside of the Port areas are in a state of decline or stagnation. (Figure 2.11)

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Master Plan Implications

1) Clear a path for the attraction and growth of quality green, sustainable businesses and jobs.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
N/A	<p>Promote land uses and identify districts that attract and support:</p> <ul style="list-style-type: none"> • Green Industries that include manufacturers using recycled materials, contractors using energy-efficient techniques, wholesalers / distributors of alternative technologies • Businesses using sustainable industrial practices by promoting energy efficiency, resource conservation, safe and skill-enhancing working conditions, low waste production processes, and the use of safe and environmentally-compatible materials <p>Create green building standards</p>

2) Encourage light industry on industrial lands and where it is complementary to commercial and residential uses. (Figure 2.12)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-Exam declared that the conversion of formerly industrial land and buildings to residential uses is a major concern (especially in North and East Wards)</p> <p>However, the LUE encourages the transformation of older industrial sites to primarily residential uses in the North Ward (except in the portion adjacent to Belleville border), along the west side of McCarter Hwy, and in non-conforming industrial areas of the West Ward</p> <p>The LUE encourages the transformation to cleaner, more modern light industrial, flex, warehouse, office and research uses in the North and West Wards, and encourages employment-generating uses at the route 78 ramps</p>	<p>Provide a clear policy direction for job producing uses. Identify areas where:</p> <ul style="list-style-type: none"> • Industrial zoning should be maintained • Industrial mixed-use could support a limited amount of other uses • The viability of industrial land has been compromised by significant land use conversions • Earlier land use decisions resulted in inappropriate land use patterns <p>Within the I-1 Industrial Zone, encourage a mix of non-nuisance, light industrial uses, such as trade workshops, service and repair facilities, and arts and crafts studios</p> <p>Clarify whether industrial areas highlighted by LUE for residential conversion should rather be conserved for industrial mixed use instead</p> <p>Clarify allowable uses within the “mixed-use” and “transition” district areas highlighted by the LUE</p>

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	Determine areas where light industrial, commercial and residential uses could coexist in both specific projects and areas
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3) Support entrepreneurship and small business development on industrial lands and Downtown

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The LUE recommends an “S-OR Office” research zoning designation to be applied to the area of Newark adjacent to the educational and medical institutions in the University Heights neighborhood to capitalize upon opportunities to provide office, research, high-tech manufacturing and supportive retail and residential uses related to these institutions</p>	<p>Investigate possible “areas of innovation” in industrial lands for job growth and expansion of Newark businesses. This could include:</p> <ul style="list-style-type: none"> • Sites within industrial lands for small business, incubator complexes • Incubator complexes (and uses) in the CBD, around NJIT area, and UNHSP by retaining/expanding Newark’s “Innovation Zone” <p>Support and expand the Newark Innovation Zone</p> <p>Examine the S-OR permitted uses and zoning controls to determine whether they should be expanded and whether the designation should be applied to other areas where the City hopes to spur or protect start-up businesses</p> <p>In areas dubbed for “employment-generating uses” in the LUE, explore incubator space</p>

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Jobs for Residents: Strategy #5 *Improve Resident Mobility to Jobs*

Opportunities & Objective

Newark has the opportunity to leverage one of the great transit systems in the nation in order to unlock employment opportunities for residents and to provide improved access to commuters and visitors. This system includes:

- A bus system with the highest usage in the State (25% of the entire system) and 800 bus stops that place the entire City within one-quarter mile of a bus line
- NJ Transit, PATH and Amtrak rail service
- 4 major highways
- Newark Liberty Airport within minutes of downtown

The City's "hub and spoke" system allows good access for Newark's neighborhoods to downtown, and ties Newark to the region.

Trends & Challenges

A high percentage of Newarkers still commute out of the City to work (51,000 Newark workers or 60 percent of the workforce), many commuting to places that are not well served by transit from Newark's neighborhoods. (Figure 2.13) This is especially true of neighborhoods in need (high unemployment, low-income, low motor vehicle ownership). Commuting to the suburbs often requires driving, yet 44% of households still lack access to a car. And while the City's transit system provides excellent connections to the downtown, it fails to provide efficient access to growing employment opportunities at the air and sea ports. Figure 2.14)

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Master Plan Implications

Promote a series of long-range transit projects and policies that improve resident employment opportunities, as well as community and business development. (Figure 2.15)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam suggested that housing for Newark residents must be accessible to the CBD</p> <p>The LUE focuses on “Transit-oriented development” changes in permitted densities in areas of the North and Central wards, where transit stops exist</p>	<p>Support improved public transit access to Newark Liberty International Airport and Port Newark as well as regional employment centers</p> <p>Rezone to support density and mixed-use development around select transit and commercial nodes (Penn Station, Broad Street, Airport, Orange St. Station) and corridors</p> <p>Support the creation of multi-modal hubs to improve access and shorten commuting time to the Port and employment centers</p> <p>Explore the southern extension of the City Subway</p> <p>Encourage higher density, mixed use development along major transit routes</p> <p>Enhance bus service and consider Bus Rapid Transit (BRT) on corridors leading to Port and Off-Port suburban employment centers</p> <p>Develop opportunities for intercept park and rides to encourage transit use and reduce auto traffic</p> <p>Revised parking standards to encourage transit use</p>

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Jobs for Residents: Strategy #6 ***Improve Freight Mobility***

Opportunities & Objectives

Newark has excellent regional waterborne and rail freight infrastructure. Port Newark accommodates most of the region's maritime shipping and three rail yards (Oak Island Yards, Waverly Yards and Brills Yards) are located within the City. The City also has a superb road-based freight infrastructure, with a prime location within the regional highway network and direct access to four highways (I-280; I-78; I-95; Route 22). Improvements in this infrastructure can promote the development of more job-intensive uses and increased employment opportunities for Newark residents.

Trends & Challenges

Rising energy costs underscore Newark's competitive advantages, but also highlight longstanding inefficiencies:

- Road-based freight: inadequate truck clearances and limited crossings across highway and rail lines to Ports and R-121 industrial area
- Heavyweight roads: certain roadways leaving the port are not designated for the transportation of overweight loads (e.g., Doremus Avenue)
- Avenue P rail bridge: if bridge could be raised or the road lowered, it would significantly ease traffic congestion north of the port
- Lack of a dedicated port exit for the Turnpike: heavy traffic and congestion on the other Turnpike access roads must be eased and throughput of goods must be significantly increased

Expanded capacity at Newark facilities are needed to support a more competitive and job-intensive Newark:

- Waterborne: potential for greatly expanded use of waterborne barge freight for local and regional distribution from Ports
- Rail: need for extra capacity in rail yards and intermodal terminals
- Intermodal Facilities: no integrated facility serving the RU-121 urban renewal area; the need for enhanced capacity for existing area facilities

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Master Plan Implications

1) Support new projects that are attempting to address roadway inefficiencies. (Figure 2.16)

2) Support improvements that will expand the utility of Newark's rail infrastructure. (Figure 2.17)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-Exam noted that Newark's role as a regional transportation hub is a key for increasing employment and for business attraction</p>	<p>Improve road-based freight network and create intermodal centers integrating road, rail and waterborne modes in key industrial areas, including R-121 zone and the Air and Sea Ports</p> <p>Favor sustainable and cost-efficient use of rail and waterborne freight modes</p> <p>Facilitate better cross-jurisdictional transportation planning and project prioritization with other local, county, state and regional transportation agencies and authorities</p>

FOR CENTRAL PLANNING BOARD CONSIDERATION

Chapter 3

Safe & Healthy Neighborhoods

Chapter 3

Safe & Healthy Neighborhoods

Overview

Our most serious challenges can only be addressed effectively at the neighborhood level. It's where we live our lives face-to-face.

The only way to truly build a Cycle of Success for Newark is neighborhood by neighborhood. (Figure 3.1) The Master Plan must help ensure that Newark's growth means more choices for current residents of all income levels. Low-income Newarkers should not have to fear that higher rents will force them out of their homes or out of the City. Older residents should not have to worry that they will lose the familiar and unique character of their community. Middle-income Newarkers wanting to start and grow a family should not have to leave the City to do so.

At the same time, the Master Plan must put forward policies that make Newark's neighborhoods a more attractive choice for the region's middle and higher income households. These new residents, who could include recent graduates, empty nesters and young professionals, will help to create new streams of revenue that are needed to support the City's public services and facilities like improved libraries, parks, and schools.

Our neighborhoods face multiple, interrelated challenges – crime and underperforming schools, first and foremost. Revitalization efforts in our neighborhoods must be comprehensive. However, thinking comprehensively does not mean we can accomplish everything at once.

Through their past planning efforts, residents often cite the need to concentrate on four essential ingredients for safe and healthy neighborhoods: (1) Safe, active and connected streets; (2) Affordable and quality housing choices; (3) Accessible parks and recreation; and (4) Quality community facilities and public services. Using this Re-exam as a guide, the Master Plan will set forth a citywide vision for an overall neighborhood revitalization strategy for safe and healthy neighborhoods. The goal and objectives of these citizen-driven plans will both inform the update of the Master Plan and establish specific initiatives and investments for selected neighborhoods that help achieve that citywide vision.

With those ingredients in mind, the Master Plan must call for bold strategies designed to jumpstart and sustain visible revitalization in all of Newark's neighborhoods:

- (1) Invest in public improvements to streets and public spaces in every neighborhood that help prevent crime and improve pedestrian safety
- (2) Develop 20,000 new and diverse housing units so people of all types, singles and families, rich and poor, can find quality homes throughout the City
- (3) Ensure all Newark residents are living within a 10-minute radius of safe and attractive parks and recreation
- (4) Provide all Newark residents with quality public facilities and services

In promoting these strategies, the Master Plan must acknowledge that every neighborhood, and every block in every neighborhood, is different. Each neighborhood's unique strengths, assets, and distinct characteristics must be taken into account, including a number of indicators including income and wealth, educational attainment, neighborhood physical character and land utilization just to name a few. (Figures 3.2, 3.3 and 3.4)

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Safe & Healthy Neighborhoods: Strategy #1 *Safe, Active and Connected Places*

Opportunities & Objective

Feeling safe is paramount for current residents and those who will be looking to Newark as a potential home. While the City has achieved significant reductions in crime, personal safety remains a serious issue. Too many senior citizens are afraid to go out at night. Too many children are afraid to walk to school and deteriorated storefronts and vacant lots continue to promote a landscape of indefensible space.

The good news is that Newark has made significant progress in crime reduction. The City is putting more police officers on our streets and cameras above them as additional sets of eyes. Newark is committed to hiring more residents as police officers and continuing significant investments in police technology. In 2008, Newark was a national leader among large cities for reductions in murders, achieving reductions of more than 30% for 2008.

The Master Plan must encourage land use policies that help to significantly reduce the incidence and fear of crime that drives people and investment out of our community. Encouraging street level activity, requiring adequate lighting, and investing in well-designed green spaces, such as pocket parks, squares, greens, and plazas, are proven strategies that have helped many cities to significantly improve public safety.

Trends & Challenges

Several Newark neighborhoods have too many unsafe spaces such as vacant lots, poorly lit school grounds, inactive street corners, and parking lots with limited access. Past renewal efforts have helped create barriers to public gathering spaces, leaving many inaccessible and secluded. Newark needs more places where residents from all parts of the City can congregate.

The public realm suffers from disinvestment and a poor image. Many of Newark's streets lack appropriate levels of maintenance, pedestrian lighting, and signage. Residents often cite a feeling of physical and psychological isolation due to the presence of foreboding highway or rail infrastructure, wide and barren streets and stretches of abandoned spaces

Master Plan Implications

1) Prioritize investments that improve safety and help stabilize neighborhoods

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
N/A	Create neighborhood lighting standards that improve safety and visibility; focus on sidewalks, major public gathering spaces, and along major pedestrian corridors throughout the City Emphasize active ground floor uses that help to activate and animate the street Continue to evaluate and employ available surveillance technology to target high crime areas

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	<p>Create design guidelines that help to delineate private and semi-private spaces to express ownership and control of the environment</p> <p>Target code enforcement of vacant buildings and run down properties that attract criminal activity and threaten the safety of our communities</p>
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2) Create and improve public spaces that enhance safety and spur increased community activity.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>The 2004 Land Use Element calls for the provision of underground parking, with parks and plazas above-ground, in University Heights and the Central Business District</p>	<p>Identify opportunity sites for new parks and other forms of public open space, public art and civic activity</p> <p>Include incentives for significant public spaces in new developments</p> <p>Create design guidelines that ensure defensible spaces and safe pedestrian activity, including but not limited to landscaping, walkways, signage, lighting and fencing</p> <p>In developments, use open structures, walkways, and other spaces to enhance visibility and increase the detection of intruders</p> <p>Consider programming, operating and maintenance costs as a part of the design and development process</p>

3) Create and maintain a well-defined street environment to improve pedestrian safety and encourage improved neighborhood stewardship of public space.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>The 1999 Re-exam called for the provision of a safe and welcoming pedestrian environment on all surface streets, whether State, County or City-owned; the City's street pattern should be designed wherever possible for improved traffic and safety reasons, and to integrate the new uses into neighborhoods</p>	<p>Identify key streets (Avenues, Boulevards and Neighborhood streets) for a program of public realm beautification comprised of public realm investments, strategic land use plans, public safety strategies, and economic development assistance</p> <p>Identify safe and attractive routes to school that minimize walking distances and conflicts with traffic</p> <p>Create safe and green neighborhood streets, walkways and paths with well-maintained, well-lit</p>

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	<p>sidewalks and bike paths with good visibility and crosswalks</p> <p>Create distinctive identities for regional and neighborhood “Gateways”; develop a theme for each that celebrates and signifies the character and diversity of communities in Newark</p> <p>Expand neighborhood Special Improvement Districts to help provide active and safe streets</p>
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Safe & Healthy Neighborhoods: Strategy #2 Access to Quality Housing Choices

By 2025, Newark will need to create approximately 20,000 new housing units by 2025.

Opportunities & Objectives

Quality housing is critically important to the health of Newarkers and their communities. Like any city, Newark houses residents with a range of income levels, including a concentration of the region's poor: in 2006, the City accounted for 56% of all the county's residents living below the poverty line. A quarter of Newark's households are middle- and upper-income, earning above \$60,000 per year. As the City grows, more rental and ownership choices will be needed throughout the City.

Because of concerns about high energy prices and the costs of suburban sprawl, the region's housing growth is already shifting to urban centers like Newark - cities that are becoming increasingly attractive and have the capacity to handle households that prefer urban centers. In the regional context, housing in Newark is still inexpensive. Providing housing of choice to more of the region's middle- and upper-income households will generate revenue and development opportunities to help Newarkers of all types - singles and families, rich and poor - to find quality homes.

Who	Today in Newark	HOUSING 2025
Working families earning 80% to 120% of Area Median Income (AMI) ³	Approximately 30% of Newark families. Only 10% of units in Newark are 3+ bedroom (20% in County and Region).	Single-family; well-designed 1-3 unit buildings; 3-bedroom apartments
Low-income renters making up to 80% of AMI	Cost-burdened and facing a shortage of affordable rentals. 2/3 of renters making \$20K to \$35K are burdened.	Multi-family rental and mixed-use housing
Public housing residents	Facing shortage of affordable, subsidized units.	New public housing models
Special needs individuals and families	City lacks a comprehensive understanding of needs.	Quality special need facilities throughout City
First-Time Homebuyers	Statewide, the market for 25-34 year olds is being underserved. 16% of City's population.	Apartment Condos and well-designed 1-3 unit buildings
Professionals	Only 8% of residents earning over 120% AMI. Small number of apartments for sale (only 3% of City owners live in multi-family apartments)	High density, luxury residential; lofts
Students	47,000 students in local institutions and 10,000 graduates per year.	Mixed-use housing for an expected increase of 13,000 by 2015

³ HUD calculates AMI levels for different communities annually, with adjustments for family size. By definition, 50% of households earn less than the Area Median income, and 50% earn more. AMI is used to determine the eligibility of applicants for both federally and locally funded housing programs. The Newark, NJ HUD Metro Fair Market Rent (FMR) Area contains the following: Essex County, NJ ; Morris County, NJ ; Sussex County, NJ ; and Union County, NJ. The AMI for this area is \$83,800 in FY '08. The median income for Newark in 2006 was \$35,000.

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So, what areas of the City are best positioned to accommodate new housing choices for existing and new residents? Many low-density residential areas of Newark already provide unique and attractive housing choices to Newarkers and the region. (Figure 3.5) Yet, some of these neighborhoods have concentrations of homes that are at-risk of foreclosure or being replaced with housing of inappropriate densities and types. While some of these areas already contain historic districts, many have additional areas in need of preservation.

In areas of growth – new neighborhoods, higher-density mixed-use neighborhoods, and infill neighborhoods - Newark has the capacity to meet the goal of 20,000 new housing units. The table below illustrates how the City’s areas of growth can accommodate the required 4,500 new affordable units, 4,500 rehab affordable units and 11,000 new market rate units without a significant increase in density (except in new neighborhoods where it makes sense).⁴

Neighborhood Typology	New Residents	New Market Rate and Affordable Units	Affordable Rehab Units
New Neighborhoods	20,000	9,500	500
Higher-Density Mixed-Use Neighborhoods	15,000	4,000	1,000
Infill Neighborhoods	15,000	2,000	3,000
TOTAL	50,000	15,500 (11,000 Market Rate; 4,500 Affordable)	4,500

New neighborhoods

Newark can leverage downtown’s regional assets – cultural institutions, access to the region, and commercial employment opportunities – as well as the underutilized Passaic Riverfront to create residential neighborhoods where there were none before. These neighborhoods include the central Business District and areas along the Passaic River. (Figure 3.6)

Higher density mixed-income neighborhoods:

In neighborhoods in close proximity of downtown, there are opportunities to leverage transit assets, such as the City Subway and both current and planned Bus Rapid Transit (“BRT”) stations, as well as publicly-owned land to increase densities. This new housing will be attractive to people who desire to live in close proximity to the downtown, riverfront, university and medical institutions. Higher density housing types in these neighborhoods can help to create a mix of affordable and market-rate rental and for-sale housing for existing and new residents. These neighborhoods include Seventh Avenue, University Heights, Springfield/Belmont, South Broad Street and Lower Clinton Hill. (Figure 3.7)

Infill on vacant and abandoned property:

Four of Newark’s twenty-one neighborhoods have high concentrations of vacant and abandoned properties that provide rehabilitation and infill opportunities. Infill development would provide middle class and working families with more housing options. New homes could be built for low- and moderate-income residents, such as teachers and police officers, as well as people working in Newark’s growth industries,

⁴ The 50,000 resident increase by 2025 is not a projection but a goal. Newark has every intention of meeting this goal while accommodating the needs of the community for non-residential space, but understands that the New Jersey Council on Affordable Housing (“COAH”) affordable housing requirements are based on actual growth. The City’s Fair Share Housing Plan will define Newark’s obligation to provide affordable housing pursuant to the First, Second and Third Round calculations, and will set forth a plan for satisfying that obligation.

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such as port and construction workers. These neighborhoods include Lower Broadway, Fairmount, West Side and Upper and parts of Lower Clinton Hill. (Figure 3.8)

Trends & Challenges

The City must use residential growth to help answer some of its greatest housing challenges:

1) Housing Quality

Thousands of City residents live in substandard or overcrowded housing. Nearly half of all Newark residents report exterior problems (such as sagging roof or broken windows), while nearly 1 out of 3 report problems with rodents. 1 out of 10 buildings, representing approximately 9,000 housing units, report severe physical deficiencies. In 2000, nearly 12,000 Newark families lived in overcrowded conditions – of these nearly 90% were renters. With continuing migration into the City’s neighborhoods, it is likely that this number has continued to grow since 2000.

2) Affordability

Too many Newarkers are forced to pay burdensome amounts to find shelter of any kind. In 2006, nearly half of all renters in Newark – and the overwhelming majority of the City’s lower income households – were spending 30% or more of their income for housing. Two-thirds of renters earning \$20,000 to \$35,000 today are burdened, an increase of 22% since 2000. Many homeowners are at risk, with approximately 2,500 loans currently in the foreclosure process and an additional 2,400 loans projected to go into foreclosure over the coming year.

3) Housing Preservation

Newark has lost a substantial part of its older housing stock, which continues to be removed through demolitions (an average of 600 per year for the past decade). While one- to-three family housing is being replaced through new construction, multifamily housing is not. Much of the housing removed in the past two decades has been subsidized, particularly public housing, which has been replaced in a combination of new units and housing vouchers. With the demolition and expiration of restricted use housing projected, managing the supply and demand of subsidized housing options will continue to be a challenge.

Master Plan Implications

1) Ensure that all residents can find an affordable, quality home.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
The 1999 Re-exam called for the continuation of the City’s 1990 affordable housing goals: 1,200 new affordable housing units per year	Create new affordable housing units, using 4,500 total new affordable units as a target for 2025 Adopt affordable housing goals for different income groups to be assisted and for housing type (i.e., family, senior, for-sale) that promote mixed-income communities Preserve the City’s existing affordable housing stock, concentrating in the short run on projects with expiring federal subsidies Promote the rehabilitation of substandard housing

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	<p>units</p> <p>Explore requirements for the provision of affordable units in new private residential developments, including “inclusionary” housing requirements in neighborhoods with expected growth</p> <p>Determine and fulfill the demand for additional housing for Newark’s homeless population, individuals released from prison and other institutions, victims of domestic violence, grandparents raising grandchildren, and residents with special needs related to age, health, or disability</p> <p>Ensure that affordable housing meets and exceeds quality urban design, building and construction standards, including public housing</p> <p>Investigate the zoning and bulk standards in neighborhoods that are experiencing overcrowding</p>
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2) Provide for a sufficient diversity of housing types, sizes, and densities through neighborhood-specific housing investments and policies. (Figure 3.9)

a) Preserve and maintain existing densities

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
The 1999 Re-exam called for the protection of stable, single-family residential homes from illegal conversions	<p>Update preservation standards and guidelines</p> <p>Investigate the need for new historic districts in residential neighborhoods whose urban character is threatened</p> <p>Encourage adaptive reuse, where old buildings are retrofitted to accommodate modern needs</p>

b) Infill on vacant and abandoned property

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
The 1999 Re-exam encouraged infill housing: in areas with marginal housing or vacant sites, the Re-exam encouraged rehab, infill, and density similar to that in the surrounding area	<p>Prioritize City sites for disposition and the development of housing, incorporating community plans and priorities</p> <p>Redefine zoning and design standards to promote infill housing development that is more compatible</p>

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	<p>with the prevailing neighborhood context</p> <p>Promote housing rehabilitation where possible</p> <p>Promote building codes that make reuse and rehabilitation easier</p> <p>Undertake timely and responsive demolition of unsafe buildings</p> <p>Serve as responsible stewards of tax-foreclosed and other owned properties on an interim basis</p>
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c) Higher-density, mixed-income development

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
The 1999 Re-exam encouraged a shift away from apartment buildings toward 2-, 3- and 4-family houses	<p>Eliminate cumulative residential zoning to achieve appropriate housing density where appropriate</p> <p>Explore incentives/mandates for mixed-income housing, such as inclusionary zoning</p> <p>Zone for appropriate densities related to transit, open space and institutions</p> <p>Encourage opportunities for repositioning public housing, the development of student housing, and the reclamation of historic districts into mixed-income communities</p> <p>Zone for residential with ground floor retail along commercial corridors</p>

d) New neighborhood development

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
In “transitional areas”, the 1999 Re-exam encouraged transformation from industrial and marginal uses to residential uses	<p>Create a mixed-use, mixed-income residential community downtown</p> <p>Encourage the conversion of vacant upper floors of downtown buildings into new residential units</p> <p>Promote new housing along lands adjacent to McCarter Highway and the Passaic Riverfront in the downtown</p>

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	<p>Promote mixed-income and mixed-use development on large development sites</p> <p>Encourage sustainable building design standards, including green roofs</p>
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Safe & Healthy Neighborhoods: Strategy #3 Adequate and Accessible Parks and Recreation

By 2025 all Newark residents will live within a 10-minute radius of safe and attractive parks and recreation.

Opportunities & Objectives

“Parks are essential to the health of individuals and communities. They offer recreation and renewal, promote exercise, reduce crime, revitalize neighborhoods, protect the environment, and bring communities together.” – Trust for Public Land, Newark, NJ Open Space Analysis

As populations and densities in cities increase, there is a growing emphasis on safe, convenient access to public outdoor space to increase and maintain a healthy neighborhood quality of life. In many cities, park improvement efforts have often turned out to be seeds that grow into revitalized communities.

The enjoyment of sports and open space is also being recognized as an important factor in maintaining good health. People participate in recreation activities to enjoy and experience nature, to do something as a family, exercise, share knowledge or skills, and to meet people with similar interests.

Newark is a part of the nation’s very first countywide park system, designed by the Olmsted Family, and has over 800 acres of open space serving 281,000 residents. In addition to Branch Brook and Weequahic Parks, there are five medium-size parks operated by Essex County and 55 very small spaces (10 acres or less) run by the City. Many of these places are, in fact, traffic triangles and medians.

In terms of recreation facilities, Newark currently has 5 swimming pools, an ice skating rink, 5 recreational centers, and 71 centers and playgrounds operated by the Newark Board of Education. (Figure 3.10) These facilities are used to provide recreational services to residents in all parts of the City. Many of the programs are targeted toward specific age groups, such as seniors and teens. Others are designed for persons with special needs or for families. The City and School Board have also begun a citywide campaign to rebuild public schools. (Figure 3.11)

After decades of disinvestment while other priorities were addressed, Newark has begun a long-term commitment to providing quality opportunities for recreation. The Newark Parks Initiative, a public private partnership between the City and area philanthropists, has committed over \$40 million to our City’s parks. This includes over \$19 million from our City capital budget. One example is the new \$24 million sports complex that will be built to replace Newark’s Schools Stadium.

There is also increasing recognition that the concentrated areas of vacant land might represent opportunities to increase resident access to open space. Newark currently has over 500 acres of vacant land spread through every Ward. (Figure 3.12)

Trends & Challenges

Despite the excellence of Branch Brook and Weequahic, the City of Newark did not develop a complete citywide park system. In terms of pure open space, Newark has the lowest acreage per capita of any major city in the country. Only 2.9 acres of parks per 1,000 residents, despite the need for recreation space for young people (by comparison, Jersey City has 6.8 acres per 1,000 residents). If we are to be on par with cities like Philadelphia, Baltimore and Boston, we need to add at least 800 acres of open space.

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As a result, large numbers of Newarkers are not close to green space. (Figure 3.13) More than half of Newark's kids (and a third of children under 14) do not have any significant green space within a quarter-mile of their homes, particularly in the South, Central and West wards. Even a cursory look at the location of the City's 51 day care centers reveals that many of them are too far from open space to make park visits feasible. Access to Weequahic and especially Branch Brook Parks is often challenging for residents living in adjacent neighborhoods due to highways that bifurcate the park or limited access points from the neighborhood.

Master Plan Implications

a) Identify and target priority locations for new parks and recreation opportunities

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>The 1999 Re-exam called for new and rehabilitated parks in all neighborhoods of the City, and open land temporarily used for recreation whenever possible</p> <p>The Land Use Element calls for the provision of open space in redeveloped areas of the Passaic River waterfront and neighborhood parks, playgrounds and increased indoor recreational facilities in the Central Ward</p>	<p>Investigate the most promising areas for new parks:</p> <ul style="list-style-type: none"> • The Passaic Riverfront • The location of the historic Second River connecting Branch Brook Park with the Passaic River • Areas along the Northeast Corridor rail line that could provide a trail from Weequahic Park to the Passaic River <p>Promote acquisition of key sites and direct new recreation initiatives (especially in areas west of Bergen Street, across three Wards)</p> <p>Explore joint use agreements with Newark public schools to improve access to school open space</p> <p>Develop alternative methods of providing parks and recreational areas, seizing opportunities for integration of public space and recreation. Some examples include: public plazas, pocket parks, urban trails, and linear parks</p> <p>Target small, vacant infill sites for community gardens or playground spaces</p>

b) Direct investment and create partnerships to make parks and recreation facilities secure, attractive, and enjoyable places

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>The 1999 Re-exam called for parks and recreation facilities to be shared between the school system, the City and other entities</p>	<p>Employ incentive zoning in target areas (where greater density is encouraged) to involve the private sector in creating public park and recreation</p>

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<p>The Land Use Element promotes the involvement of the private sector in providing incentives for open space, outdoor plazas and parks in the CBD and the placement of parking underground</p>	<p>space in new developments that fall within priority target areas</p> <p>Develop partnerships with neighborhoods in the site selection, planning, design, and building of parks and recreation spaces</p> <p>Provide recreational services that are particularly responsive to the special needs of Newark’s youth and special needs community</p> <p>Encourage activities that rely on coordinated programming and facilities use with community partners in the volunteer, nonprofit and private sectors</p> <p>Create proactive strategies for maintenance, programming and stewardship</p>
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c) Remove barriers to the City’s regional open space network

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>Both the 1999 Re-exam and the LUE promote the development of a greenway system allowing pedestrian and bikeway connections to link certain parks and open space throughout the City; public access in redeveloped areas of the Passaic River waterfront , and better connections to Weequahic Park</p>	<p>Provide east-west pedestrian connections into Branch Brook and Weequahic Parks from surrounding communities</p> <p>Create linkages from Branch Brook, Weequahic and Passaic River to the regional open space system; investigate the development of a corridor through the South, West and Central wards that could provide a greenway connection.</p> <p>Strengthen transportation connections</p> <ul style="list-style-type: none"> • Shuttles • Bicycle and pedestrian routes • Green Streets <p>Support partnerships between the City and the County to improve access to open space</p>

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Safe & Healthy Neighborhoods: Strategy #4 ***Quality Public Facilities and Services***

Opportunities & Objectives

Quality public services, including police and fire protection, health care facilities, child care and senior care facilities, and other municipal facilities that can be conveniently accessed, are major contributors to making neighborhoods healthy and safe. Evidence of visible public maintenance and investment—proof that the City cares about its neighborhoods and is responsive to their needs— is essential to quality of life.

Currently, the City’s public facilities include government office campuses which could be co-located or consolidated to spur economic activity, police and fire stations in need of modernization that could become safe havens for youth and at-risk populations, and 14 acres of public works facilities (such as electric power, oil and gas, water and sewer; and emergency services) that should be relocated and consolidated to create more compatible neighborhood development opportunities. (Figure 3.14) Schools to be built or renovated in Newark could also serve as community centers and generators of open space.

As Newark grows, ensuring adequate community services and facilities will require careful planning and, in some cases, reallocating resources and refocusing priorities. It also requires improved coordination among government agencies and new approaches to the design, funding, and prioritizing of capital improvements.

Many cities are promoting the efficient use of shared resources to help provide services. Public facilities such as libraries, police and fire stations, recreation centers, job training centers, early childhood development centers, and wellness centers, are being co-located and consolidated to ensure that such facilities are logically and efficiently sited. For example in London, “Idea Stores” have created new public centers in transitioning neighborhoods by combining traditional library and information services with first class lifelong learning opportunities in comfortable and friendly surroundings. Investments included a café, free internet access and specialist spaces for teaching dance. This has significantly increased the number of patrons, motivated adjacent merchants to improve facades and signage, and spurred adjacent housing development.

Trends & Challenges

In Newark, Public facilities like schools, parks, and police services must keep pace with population growth and development. Public works, which are essential to government operations and the local economy, also face displacement from higher value land uses. Many physical plants are undersized, old or obsolete and the maintenance of these facilities is a critical near term issue. For many facilities, general maintenance, repairs and renovation are no longer options due to age. And for others, technology needs have also made buildings obsolete and maintenance and replacement needs continue to be a challenge.

At the same time, we must also begin to look at long term strategies for sustainable investments in our public works facilities. These decisions will become even more pressing as the City continues to experience residential growth. The changes needed to address these issues impact the way in which services are provided, the buildings which house them, capital needs, and therefore, the City budget.

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Master Plan Implications

The master plan must identify opportunities to co-locate and to upgrade the City's community facilities from places of service delivery to true neighborhood centers.

Instead of public services:

- in standalone buildings with singular activities
- constructed with an institutional design
- sited in areas difficult to access

New public centers in neighborhoods:

- multiple public services in one building that are responsive to the aspirations and needs of individual communities
- iconic civic design
- 21st century technologies and models of sustainable development practices

a) Encourage the co-location of multiple community services in the same facility.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>The Land Use Element promotes the location of community facilities along key corridors, and the redevelopment of the Pabst Brewery site and non-conforming industrial uses in residential neighborhoods for community facilities</p>	<p>Promote the co-location of facilities, including schools, parks, libraries, childcare facilities, and other public facilities and services.</p> <p>Develop reuse and/or land disposition priorities for public buildings or sites that are functionally obsolete (such as inefficient floor plates or un-adaptable for modern technology), that cannot be rehabilitated cost-effectively, or that are no longer needed</p> <p>Identify opportunity sites for mixed-use public/private developments on public facility sites</p> <p>Identify targeted opportunities for the City and School Board to align capital investments</p> <p>Design new and modernized schools as community learning centers and recognize them as an integral part of our neighborhoods</p>

b) Develop consolidated and efficient public services and utilities.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
<p>N/A</p>	<p>Eliminate redundant services, increase efficiency, and reduce energy consumption and maintenance costs by consolidating public facilities and services</p> <p>Develop appropriate criteria for consolidating public services (not public works) including:</p>

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	<ul style="list-style-type: none"> ○ Proximity to served population (enough population to support) ○ Single ownership/land availability ○ Underutilized/vacant ○ Environmentally clean ○ Proximity to other community resources: <ul style="list-style-type: none"> ○ Libraries, schools, daycare, health care, etc. – other than that provided in the consolidated facility / campus ○ Parks and plazas ○ Transportation ○ Promotes neighborhood revitalization: <ul style="list-style-type: none"> ○ Location on a corridor where it can serve as a magnet ○ Location at a neighborhood’s arrival point, where it can serve as an anchor <p>Identify areas and review allowable uses for consolidation of public works facilities into one central location</p>
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c) Ensure that community needs are driving the development of public facilities and infrastructure improvements.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFT FORWARD
The Land Use Element requests that community facilities, emergency services, and social and economic support services be provided in neighborhoods “in transition” in order to serve new populations	<p>Focus infrastructure investments in communities that have a demonstrated need for such resources</p> <p>Provide public facilities and services to assure that adequate levels of service standards are attained concurrently with development</p> <p>Maintain service levels in all neighborhoods as population growth occurs</p> <p>Locate new public facilities to support economic development and neighborhood revitalization efforts</p>

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Chapter 4

Newark as a City of Choice

Chapter 4

Newark as a City of Choice

Overview

The final step in the cycle of success calls for Newark to leverage regional growth and become a true “City of Choice” where a diverse range of people will want to live, to raise their families, to visit and to run businesses. This means becoming a sustainable city that offers a broad range of commercial, educational, cultural, and social choices for all residents, regardless of their race, income, or age.

Growing a more sustainable Newark begins with current residents - those who have invested in the City for generations and could call Newark their home for generations to come. Expanded choices are needed with amenities that unite and convene residents, expanded learning opportunities, accessible and dynamic places that celebrate Newark’s heritage, and a healthy environment.

It is equally important for the City to provide choices to people in the region who will increasingly rely on and desire to live in sustainable urban centers. New residents can help in the revitalization of neighborhoods by enlarging the market for neighborhood businesses, generating more job opportunities for residents, and increasing support for education. Resident attraction should tap into the several regional markets including:

- *The Young Adult Population: 5 Million Regional “Millennials”*
 - Young adults are acting on a renewed interest in urban living and driving urban revitalization
- *The Aging Population: 4.7 Million Regional “Baby Boomers”*
 - The Nation as a whole is aging, and seniors have a much more dynamic lifestyle than a generation ago
- *The Immigrant Population: 5.3 Million Regional Foreign-Born residents.*
 - Immigration will account for a significant portion of regional growth and could provide a boon in new business development, neighborhood revitalization and culture

We must also remain a City of Choice for businesses and a highly skilled and specialized regional workforce (some 900,000 people in Essex, Union, and Hudson Counties alone). We must better connect Newark businesses with our diverse and multilingual workforce – so critical to today’s global economy. We must ensure that Downtown provides more entertainment choices. We must expand the City’s network of 47,000 students and create more reasons for 10,000 graduates per year to stay and work in the City.

To help Newark become a true City of Choice, the Master Plan must help to:

- 1.) Facilitate a “Living Downtown”**
- 2.) Expand our “City of Learning”**
- 3.) Make the Passaic River a Regional Asset**
- 4.) Promote Historic & Cultural Assets**
- 5.) Create and Sustain a “Healthy City”**

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Newark as a City of Choice: Strategy #1 *Facilitate a Living Downtown*

Opportunities & Objectives

Over the past 15 years, there has been an impressive renaissance in downtowns across America, with many cities reaping significant economic and social benefits through downtown revitalization efforts. For example:

- **Lower Manhattan**, over 12,000 units since 9/11
- **Washington, DC**: \$1.4 billion in investment; downtown population increase of 30%
- **Oakland, CA**: 95 residential projects helping to exceed goal of 10,000 new downtown residents
- **Raleigh, NC**: Downtown population to triple from 2006-2010; 32 new businesses in 2008
- **Baltimore, MD**: Currently \$4 billion invested in downtown projects; 3,000 housing units added

There is widespread agreement that Downtown Newark, with its relative affordability and its location, is uniquely positioned to attract the growing regional demand for residential, office, and retail uses. To do so, Downtown needs to be alive not only during the workday, but at night and on weekends as well. Downtown has many assets to build upon...

- 2 rail stations, 8 light rail stops, PATH station
- 12.6 million annual trips at Penn and Broad Street Stations
- \$450 million of public recent investment
- 6 million square feet of retail space
- 12 hotel facilities with 3,300 rooms
- Prudential Center, NJPAC, Newark Museum, Symphony Hall

One of the most popular—and arguably most successful—downtown revitalization strategies of recent years has been residential development. Downtown Newark already boasts a number of assets that will help attract young adults, baby boomers and people of all income levels who will increasingly see Downtown living as an alternative to the suburbs: architecturally interesting buildings, waterfront property, renowned cultural assets, public transit, bustling entertainment sectors, specialized services like healthcare and higher education, and proximity to jobs. Physically, Downtown has the capacity to accommodate thousands of new residential units and the Master Plan can help guide this growth.

At the same time, the City will need to expand Downtown commercial development to create employment options for all Newark residents and to attract a larger share of the region's growing workforce. Similar to the residential market, interest in Newark as a business center is expected to grow. **Current growth projections show Newark creating between 1.75 and 2.25 million SF of Class A office space by 2025. This amount of development could result in up to 5,000 new jobs.**

Newark's office market includes:

- 50,000 Downtown daytime workers of at nearly 2.500 businesses.
- 277 buildings totaling approx. 19.3 million SF
- 7% vacancy rate and competitive office rates compared to the region
- 19 million SF commercial office space
- 44,000 SF of construction is currently underway
- 21 million regional consumers; one-day access to 105 million consumer
- Downtown businesses represent diverse industries including:

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- Banking and insurance (Prudential, Millennium bcp)
- Telecommunications (Verizon, Cablevision, IDT)
- Information technology (Audible)
- Utilities (PSEG)
- Law firms (Sills Cummis, Gibbons, McCarter & English)

Increasingly, employers choose locations based on where their employees want to live. Therefore, Downtown residential development and general revitalization efforts will also create opportunities for commercial expansion. The Master Plan will be an important tool for identifying appropriate locations and ensuring benefits for Newarkers.

Since Mayor Booker took office, planning and development initiatives are underway and building a consensus vision for Downtown development. Initiatives to be incorporated into the Master Plan include:

- The “Living Downtown” Redevelopment Plan, which is incorporating six active urban renewal and redevelopment plans to forge a new vision for Downtown Newark.
- The Broad Street Station District Redevelopment Plan that will create a vibrant mixed-use, transit-oriented neighborhood in the area around the Station.
- The \$15 million, five-Year Newark Downtown District Capital Program for street improvements.
- Two residential development groundbreaking in the downtown

Trends & Challenges

Downtown needs to become more attractive to people who are interested in living and working in walkable, vibrant places, and to businesses seeking a competitive location. Currently, there are few housing options for people interested in urban centers, while nearby cities like Jersey City and Hoboken have successfully created new urban housing markets. There are also many physical challenges to realizing the vision of a Living Downtown...

- Concerns about safety due to levels of cleanliness, lighting and streetscape amenities
- Lack of diverse retail, entertainment and dining choices
- Office buildings with blank ground floors and sky-bridges
- Excessive surface parking lots
- Lack of strong connections to adjacent neighborhoods, including the Ironbound
- Vacant and underutilized upper floors
- Building facades in need of repair
- Inappropriate building signage

Structured parking improves the chances of attracting additional office development, but it is expensive. It will also be a design challenge to create parking facilities that support rather than hinder efforts to improve the character and vitality of Downtown.

There are also regulatory challenges, including parking and setback requirements in current zoning that are difficult to achieve (and often unnecessary), and a lack of unified urban design standards for Downtown buildings and the public realm. (Figure 4.1)

Master Plan Implications

By 2025, Newark must revitalize its Downtown:

1) Create 10,000 new housing units in the Downtown and CBD portion of the Riverfront (Figure 4.2)

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OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 2004 LUE:</p> <p>Maintains the CBD as the core of Newark—with retail, office, cultural, entertainment, educational, parks and residential uses</p> <p>Encourages diversity and vertical mix of uses with ground-level retail along busy streets; reintroduce multifamily residential above street level</p>	<p>Create distinctive and diverse neighborhoods throughout the downtown</p> <p>Develop a diversity of housing types to attract the widest range of new residents to the City</p> <p>Encourage and create incentives for the conversion of existing buildings</p> <p>Seek opportunities to integrate a range of affordable housing choices</p>

2) Expand Downtown retail, hospitality and convention/conference choices (Figure 4.3)

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>1999 Re-exam:</p> <p>Called for redevelopment options for historic retail corridors, such as Broad and Market Streets</p> <p>Encouraged diversity and vertical mix of uses with ground-level retail along busy streets; reintroduce multifamily residential above street level</p> <p>Focused performing arts, sports and entertainment uses on and around NJPAC, Symphony Hall and the proposed Arena</p>	<p>Reestablish Four Corners and Market Street as Downtown’s regional retail destination</p> <ul style="list-style-type: none"> • Reverse the trend of new development “turning its back” to Broad and Market Streets • Create streetscapes for Broad and Market that are distinctive <p>Strengthen the identity of smaller pedestrian-scale local retail streets, e.g., Halsey, Central, Orange and Edison to Ferry Street</p> <p>Promote active ground floors on all streets throughout Downtown</p> <p>Increase opportunities for hotel and hospitality-related development</p> <p>Explore opportunities to develop a convention/conference center downtown (or near airport) to take advantage of Newark’s position within the region and international hub status</p>

3) Identify and develop sites for significant Class A office facilities to create jobs for Newark residents

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>2004 LUE:</p> <p>Strengthens the downtown core as a regional office</p>	<p>Construct 2,000,000 SF new Class A office space</p>

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<p>center, augmented with private market retail, cultural and entertainment uses, hotels, and dense residential developments</p> <p>Calls for a S-W Waterfront use designation along the Passaic River waterfront, allowing for office uses</p> <p>Calls for a S-OR Office Research designation to be applied to institutions in the University Heights neighborhood, but also extending eastward, permitting executive and corporate offices</p> <p>Prevents the street level, ground floors of buildings facing downtown's arterials from being used for non-pedestrian-oriented uses, such as office uses</p> <p>Commercial designations throughout the City should encourage non-retail uses, particularly residential and office use above ground floors</p>	<p>Promote development of 250,000 to 1 million SF each within a 10-minute walk of major transit hubs transit, Penn and Broad Street stations</p> <p>Attract sufficient tenancy to maintain a 7% Class A office vacancy rate</p>
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3) Leverage Downtown's public transit assets to develop commercial and residential uses (Figures 4.4 and 4.5)

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>2004 LUE: Encourages higher-density uses adjacent to transit, such as around Penn Station, except in the Ironbound</p>	<p>Encourage density, height and mixed-use developments around transit, especially regional rail stations</p> <p>Consider expansion of light rail system down Broad Street to connect downtown to the airport and improve service times</p> <p>Explore commuter parking locations outside of CBD at Orange Street Station and South Broad Street Station</p> <p>Identify strategies for shared parking</p> <p>Evaluate the development of structured parking that works for both downtown office and residential / visitor populations; consider joint parking facilities and mixed-use parking structures with streetscape-appropriate uses (e.g. retail, residential) fronting streets and pedestrian areas.</p> <p>Reduce downtown parking ratio requirements</p> <p>Discourage new surface parking lots as matter of</p>

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	right in certain areas of the Central Business District
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4) Plan for safe, attractive, and pedestrian friendly street environments Figure 4.6

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 2004 LUE provides incentives for open space, outdoor plazas and parks in the Central Business District (CBD) and the placement of parking underground</p>	<p>Define a clear street hierarchy for downtown</p> <p>Retain the existing street grid; no street closures</p> <p>Line existing garages with retail, office, or housing along designated special streets</p> <p>Eliminate inappropriate Bulk Requirements, create regulations guiding building heights to protect historic resources, as well as landscaping standards to promote greening and sustainability</p>

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Newark as a City of Choice: Strategy #2 *Expand our City of Learning*

Opportunities & Objectives

Newark is one of the state's key "college towns", with over 60,000 students and faculty at its six colleges and universities – making the City the fifth highest concentration of higher education on the East Coast (after Boston, New York City, Philadelphia and Washington, DC). (Figure 4.7) These institutions offer resources and sites that open up worlds of possibility to students and residents, whatever their stage of life. Helping more Newark residents attend and access the City's universities and educational institutions, facilitating the physical expansion of these institutions (both in their current locations and potentially elsewhere in Newark), and creating more incentives for students, graduates and faculty to invest in Newark will help make the City more innovative, creative, desirable, and prosperous.

Studies have shown that cities with educated workforces have a brighter economic future.

- A high school graduate will earn \$1.2 million over their lifetime
- By contrast, an individual with a bachelor's degree will earn \$2.1 million
- An individual with a master's degree will earn \$3.3 million
- An individual with a professional degree—a doctor, a lawyer—will earn \$4.4 million
- And the gap widens every year...

The City's higher education institutions also have a tremendous economic impact on the City. If we viewed these four institutions, also known as the "Council for Higher Education (CHEN), as a single business, they would be considered a \$1.1 billion corporation with more than 11,800 employees and \$480 million in payrolls (2001).

These institutions also serve as magnets for young people that have the potential of animating the City's street life, as well as finding homes and starting their careers in Newark. Student enrollment is expected to increase from 47,000 to 60,000 by 2015 and is already creating demand for additional facilities. Many of the City's universities and colleges are eager to transition from campuses designed to accommodate commuters to more "living", urban campuses. Facilitating that transition can help aid surrounding downtown and neighborhood revitalization in adjacent neighborhoods.

Trends & Challenges

Job readiness, adult literacy and high levels of unemployment can be directly linked to access to quality education. More Newark youth need encouragement to complete high school and attend college with the necessary support to complete it. Despite the presence of so many institutions of higher learning in Newark, the educational attainment of Newark residents remains stubbornly low. (Figure 4.8) Currently there are few physical or programmatic relationships between higher education institutions and Newark schools, but more are needed. Initiatives are needed to ensure today's unemployed adults have adequate training to access jobs. However, the City must also think about the 10 year old who will be 27 by the year 2025 and the education strategies needed to ensure their readiness to participate in Newark's workforce and new economies. Addressing these linkages could aid in retaining young adults in the City.

Similarly regarding resident retention, the vast majority of local university students are not remaining or investing in Newark after graduation. This is an important constituency that could potentially work in the City or even start their own businesses. The City needs to better connect graduates with employment

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opportunities downtown (especially in the office sector) and identify opportunities for rentals and starter homes.

From a spatial standpoint, the universities remain a virtual island, with few physical and programmatic linkages to surrounding neighborhoods. There are physical challenges to sustaining and growing the University presence in Newark. These include limited parking opportunities, especially if new buildings replace current lots used for surface parking, and a lack of student housing.

Master Plan Implications

a) Increase the number of Newark residents attending and being trained by Newark universities.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
N/A	<p>Provide an environment where Newark residents can better access the educational, recreational, and cultural benefits afforded by our universities and other educational institutions</p> <p>Build partnerships between public schools, local universities, and other institutions to improve the learning environment for Newark students and increase the odds of Newark’s children continuing on to college</p> <p>Increase links between our universities and local economic development, job training, and literacy programs</p>

2) Increase the presence of universities in downtown and neighborhood revitalization efforts and double the current resident student population. (Figure 4.9)

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>On one hand, the LUE calls for the containment of large institutional uses (hospitals, colleges and universities) within their current boundaries, while providing the flexibility to expand within their boundaries</p> <p>Yet, it also calls for clearer policies for allowing large-scale educational uses in the downtown</p> <p>It recommends that the City capitalize upon the University Heights area’s proximity to the universities and colleges by encouraging research and office development</p>	<p>Clarify past policy and help universities and institutions expand into new areas of the City where such growth would be beneficial and desirable</p> <p>Link transit-oriented development of Broad Street, Orange Street and City Subway stops to university-related neighborhood development</p> <p>Identify pedestrian routes that connect the universities to surrounding communities, downtown and transit</p> <p>Examine existing “entertainment zone” overlay to better facilitate the development of the Halsey Street active entertainment/retail corridor as a link between the university and business communities</p>

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	<p>Seek opportunities to create shared and alternative parking options around Universities</p> <p>Investigate the usefulness of the S-GEM Government, Education and Medical designation that is currently applied only to the existing boundaries of these institutions</p>
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Newark as a City of Choice: Strategy #3 *Make the Passaic River a Regional Asset*

Opportunities & Objectives

The Passaic River is a unique asset and the historic birthplace of the City. (Figure 4.10) Newark enjoys ten miles of waterfront along the Passaic River. While six miles border industrial uses associated with the Port of Newark or highways directly on the shoreline, four miles of riverfront touch the Central Business District and several Newark neighborhoods.

Since the early 1960s, many planning studies have been undertaken for the revitalization of the riverfront. These plans have documented points of consensus and surfaced crucial issues for future developments. But none have resulted in an adopted legal framework for comprehensive waterfront development. In 2009, the City will launch the Newark Passaic Riverfront Development Framework to build upon these four decades of plans while learning from their shortcomings. The Framework will lay out a strategic and principled approach, setting the conditions for revitalization to proceed incrementally. The results of this effort will be incorporated into the Master Plan.

As the City charts a path for the future, it must embrace the river again. The Riverfront has the capacity to accommodate at least 25 acres of new open space. The downtown reach could accommodate up to 7 million square feet of new mixed-use development. North of Interstate 280, an active industrial area could be strengthened and positioned for new green-collar jobs, some in close proximity to existing and new neighborhoods.

A continuous, redeveloped Passaic Riverfront would:

- Serve as a symbol of a unified Newark and a showcase of its history
- Spur significant economic activity and provide career opportunities for Newarkers
- Provide a place for all Newarkers to recreate and celebrate
- Catalyze new communities and strengthen existing ones
- Grow and enhance the ecological health of the Passaic River
- Reconnect residents of the entire region to the Passaic River and to Newark

Trends & Challenges

Today, Newark is alienated from the water in almost every way. As industry in Newark declined and left the riverfront, large stretches were left undeveloped and unusable. In the upper reaches, a highway and non-water-related industry separate neighborhoods from riverfront access. Along the downtown shore, as visions of large-scale private development have remained unrealized, public lands have gone unimproved, and in some cases, lands have been redeveloped without contributing real public benefit and access. Along the lower reach, existing public open spaces suffer from lack of maintenance and programming.

While over 30 waterfront acres are now in public ownership, there still remain 77 different public and private landowners, which makes reaching consensus about land management along the Riverfront (e.g., to maintain, acquire or decrease public land) a major challenge. Current zoning still reflects the legacy of a heavily-utilized industrial waterfront. The Land Use Element of the Master Plan calls for a Special Waterfront District that would encourage a mixed-use environment oriented to the River, but that zoning has yet to be defined or enacted.

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Deep environmental issues have also slowed the riverfront’s transformation, including places of significant land contamination, water quality concerns, and shoreline erosion. Public access to the shoreline is severely limited and in some cases restricted because of land ownership and transportation interventions: perpendicular access points are limited and unsafe; a recently constructed NJDOT transportation “jug-handle” erodes usable parkland just north of NJPAC.

Master Plan Implications

By 2025, Newark must: (Figures 4.11 and 4.12)

- Develop at least 25 acres of riverfront open space
- Achieve 150,000 annual visitors to its riverfront parks & attractions
- Promote programming that attracts a vibrant mix of people from Newark and beyond to the water’s edge
- Ensure that all residents can reach the riverfront safely within 20 minutes from all corners of the City, with or without a car

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>1999 Re-exam: “Ensure public access to the City’s water bodies”</p> <p>2004 LUE:</p> <p>North Ward: Encouraged mixed-use waterfront-oriented development along the Passaic River waterfront south of Grafton Avenue</p> <p>Calls for the extension of the street grid and rights-of-way to Passaic River for public access and protection of view corridors</p> <p>Emphasizes open space in redeveloped areas of the Passaic River waterfront</p> <p>Encourages water-based activities on the Passaic River</p> <p>Extends NJPAC uses to the water</p> <p>Continues to revitalize the waterfront with a mix of uses, but with a focus on entertainment and open space, public access and waterfront views</p>	<p>Connect the riverfront to all Newark neighborhoods:</p> <ul style="list-style-type: none"> • Make the riverfront accessible to the entire City and bring a diversity of Newarkers to the water through programming • Connect waterfront users with Newark’s cultural and historic destinations in close proximity to the riverfront • Steward the reclamation and maintenance of the public riverfront via a citywide constituency <p>Create places defined by strong and distinctive characters:</p> <ul style="list-style-type: none"> • Support the development of a waterfront for living, working, and recreation • Create continuous public access along the entire riverfront • Develop consensus for land management and assemblage <p>Remove transportation barriers</p> <p>Define clear land use, zoning and design guidelines</p> <p>Resolve utility and infrastructure issues, including combined sewer outflows, bulkhead, gas mains, and security concerns</p> <p>Achieve environmental remediation of the River and surrounding lands</p> <p>Coordinate regional improvements in transportation, access, and environmental quality with other municipalities along the Passaic River</p>

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Newark as a City of Choice: Strategy #4 *Promote Cultural and Historic Assets*

Opportunities & Objectives

Cultural Assets

Promotion and investment in arts and culture brings enormous value to cities and promotes sustainable environments. It increases the sense of a city's uniqueness and fosters community pride. It also provides direct economic benefits: creates jobs, promotes tourism, raises property values, attracts new residents, increases the number of visitors to a city, and creates small business opportunities. Finally, arts and culture have been used successfully as major components of downtown and neighborhood revitalization efforts.

For example, in 2006, Seattle, Washington invested \$1.7 million in support of more than 220 cultural projects, organizations and programs, resulting in:

- \$330 million of local economic activity
- 7,992 full-time equivalent jobs supported
- \$177 million in household income to residents
- \$26.7 million in local and state revenue

Newark is the arts and cultural capital of New Jersey, as well as its most important meeting place. The City is home to hundreds of arts and cultural organizations and institutions, which, beyond improving quality of life in Newark, are a significant industry—one that provides over \$177 million in economic activity to the City. Newark ranks 5th among cities of comparable populations, including Minneapolis, MN; St. Paul, MN; Atlanta, GA; and Miami, FL.

Major expansion and development projects are underway by many of the City's major arts and cultural organizations including the Newark Museum Signature Project, NJPAC Center Street cultural campus, New Jersey Children's Museum 60,000 sq.ft. home, built to green standards, and Symphony Hall restoration.

In addition, the region needs and can support expanded convention center space. Shortly after the Javits Convention Center in Manhattan was completed, it was already too small for large-scale conventions and events. Newark may have several sites with the capacity and the access to handle a major new regional facility. The Master Plan can play a critical role in investigating this opportunity.

Historic Assets

As the City's arts and cultural organizations tell the story of a burgeoning Newark, its historic resources tell the story of its past and make it distinct. Newark has 79 landmarks and 7 historic districts (Figure 4.13). These resources provide tangible connections to the people and events that have shaped Newark and its collective histories. Preserving the physical reminders of the City's past creates a unique sense of place and community pride.

Less known and appreciated are the significant economic benefits of preservation and heritage tourism: spurring economic development and downtown revitalization, positively impacting neighborhood character and property values, and creating jobs in construction and trades associated with the rehabilitation and adaptive reuse of historic buildings and tourism.

Trends & Challenges

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Today, many of the City’s cultural institutions face significant challenges:

- A recurring fiscal crisis, heightened in times of economic recession
- The lack of adjacent amenities to encourage repeat and extended visitor stays
- Physical constraints for meeting current and future needs (expansion, storage, parking)
- A struggle to capture local and diverse audiences—current residents, immigrants
- Competition with for-profit venues

And some historic assets are at risk (Figure 4.14):

- Some historic commercial corridors are either struggling or have obsolete land use patterns, including small buildings and sites, second-story spaces that are not marketable, and a lack of parking
- Some historically relevant assets and districts are not protected
- Constant physical and financial challenges to rehabilitation and adaptive reuse
- A struggle to balance the need for preservation of Newark’s unique character with citywide economic needs and the need to address blight.

Master Plan Implications

By 2025, Newark will double the number of arts, cultural and entertainment visitors to the City and double their spending in the City.

a) Promote the creation of cultural and arts facilities, artists, and expanded entertainment space.

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 2004 LUE calls for the City to help the Central Ward capitalize upon the presence of cultural and entertainment facilities to promote the arts and entertainment</p>	<p>Explore the expansion of the Entertainment Overlay District; review the allowable and prohibited uses proposed by the LUE</p> <p>Create new, vibrant cultural districts</p> <p>Identify suitable parcels for Convention Center uses in the airport/port area and downtown</p> <p>Explore artist (and related) types of live/work space in reuse opportunities</p> <p>Where the market is sufficiently strong, investigate an expanded "percent for arts" set aside that require developments needing discretionary approvals set aside a fixed percentage of project budgets for publicly displayed art and sculpture, for historic interpretations, for adaptive reuse projects, etc.</p> <p>Encourage developers to integrate art into new developments using Newark artists</p> <p>Promote neighborhood-based arts activities</p>

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b) Prioritize preservation and adaptive reuse

PAST PRIORITIES 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam called for the update of the Historic Preservation Element of the Master Plan (This has been achieved)</p> <p>The 1999 Re-Exam also called for greater recognition of the need to preserve the historic character of certain stable residential neighborhoods and shopping streets</p> <p>The 2004 LUE calls for expansion of the R-LM low-density detached single-family designation in Forest Hill, in order to protect this stable historic single-family neighborhood; It also calls for the protection of areas in the South and Central Wards</p>	<p>Examine opportunities for new historic districts (sections of Vailsburg, Upper Clinton Hill, 8th Avenue)</p> <p>Ensure protection of stable historic areas (Forest Hill, Weequahic)</p> <p>Establish building preservation and adaptive reuse priorities and guidelines</p> <p>Encourage the retrofitting of building stock to enhance energy efficiency and lower operating costs, while maintaining historic character</p> <p>Promote adaptive reuse for the creation of new housing units</p> <p>Identify places of commemoration that acknowledge the City’s cultural heritage</p> <p>Recognize architectural styles that reflect various periods of Newark’s history and promote their preservation</p> <p>Better integrate historic preservation considerations into the development review process</p> <p>Encourage proper maintenance of and reinvestment in buildings and structures within the City</p>

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Newark as a City of Choice: Strategy #5 *Create and Sustain a Healthy City*

Opportunities & Objectives

A number of cities – Chicago, Seattle, San Francisco, New York, Boston, Charleston, just to name a few -- have embraced long-term, environmental strategies and realized enormous improvements to their quality of life and local economies. A greener and healthier environment for all Newarkers—*high- or low-income; current or future*—will be an essential piece of creating and maintaining a City of Choice where residents and businesses decide to invest and grow.

For example, Chicago started with an aggressive program of planting trees in the early 1990s, invested in improving its waterfront, spent considerable sums on promoting energy-efficient buildings, and launched an ambitious program of new park construction. Estimates suggest Chicago has planted nearly 30,000 trees annually over the last ten years. These and other measures helped Chicago attract more than 100,000 new residents in the 1990s, add tens of thousands of downtown jobs, prompt a high-rise housing boom, reduce poverty rates, build thousands of affordable homes, spur a \$9-billion-a-year visitor and convention industry, and transform the City into one of the most beautiful in America.

In its journey toward improved sustainability, Newark can build from many advantages:

- *High-density*—permits efficiency in heating and cooling systems and opportunities for more journeys to be made on foot or by bicycle, with less air and noise pollution
- *Extensive transportation infrastructure*—provides residents a low-carbon option for many trips and making the transport of goods throughout the region less costly for the environment
- *Large government presence*—the purchasing and operations of local City, County and Federal campuses can contribute significantly to the green economy and tangible climate change impacts

With these inherent advantages, Newark can take the lead in actively reducing its “Carbon Footprint”. A “Carbon Footprint” is the amount of greenhouse gas produced by an activity, which contributes to climate change. In general, residents in urban areas who drive less and live in relatively smaller homes have a lower carbon footprint than their suburban and rural neighbors. However buildings systems typically account for 60% of a City’s emissions. The City of Newark is now developing strategies and taking action to reduce emissions resulting from municipal operations. Newark’s sustainability goals include:

- Reduce Newark government’s use of energy 7% below 1990 levels by 2012 as per the Mayor’s Climate Agreement
- Shift the City’s municipal utility to 20% renewable power by 2020 as per State Energy Master Plan
- Retrofit 25% of the municipal building stock by 2025

In addition, Newark has dedicated community leadership—community organizations, neighborhood and parks associations, faith-based groups, businesses, labor unions, educators and activists—that have a long standing commitment to a greener and healthier Newark and are engaging the next generation of community leaders.

Trends & Challenges

Even with its advantages, Newark has significant environmental and social issues to address:

- The City’s industrial heritage has created over 700 acres of brownfields – sites stigmatized by real or perceived contamination

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- 70% of Newark has less than 5% tree canopy, contributing to poor air quality and the highest asthma-related mortality rates in the State (Figure 4.15)
- Obesity is reported in 34% of Newark residents as compared with 22% for New Jersey
- In 2005, Newark accounted for 58% of the County’s child asthma cases and had more than double the State percentage of children testing positive for lead poisoning (Figure 4.16)

The City’s cumulative zoning laws—where some residential uses are permitted in nearly every zone—have allowed residential communities to exist in close proximity to industrial uses. In recent years, the City’s I-1 Industrial Zone has seen a proliferation of new, low-density residential uses. Some neighborhoods like the Ironbound rank among the most polluted in the nation, with residents living in close proximity to the State’s largest garbage incinerator and a former Agent Orange factory, one of the nation’s most contaminated sites.

In a survey conducted in December 2006 by the City’s Department of Health and Human Services, residents were asked to rate their health status as “excellent”; “very good”; “good”; or “fair/poor”. The neighborhoods with the highest percentage of “fair/poor” health status were, Ivy Hill/Vailsburg (58%); South Ironbound (56%); Weequahic/Dayton (56%); and citywide, the percentage of “fair/poor” responses was 36%. (Possible Figure 4.18)

Master Plan Implications

The Master Plan must develop environmental policies, actions and measures that help Newark meet its obligation to the region and world, while creating a healthier environment in all of our neighborhoods.

a) Green Newark’s neighborhoods

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam promoted the development of street tree and shade tree projects throughout the City</p>	<p>Implement a “Green Streets” initiative with the goal of planting 100,000 trees</p> <p>Encourage the integration of green solutions into housing, commercial and industrial developments projects</p> <p>Integrate open space into downtown and neighborhood redevelopment plans, including brownfield redevelopment— particularly parks, gardens, farms, pocket parks, trails, and greenways</p> <p>Incorporate open space into public housing development plans</p> <p>Integrate green solutions into infrastructure planning to reduce stress on the sewer system and upgrade the City’s storm and wastewater management systems (e.g., landscaping requirements; reflective and green roofs)</p> <p>Identify unused transit lines for potential greenways;</p>

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	<p>examples include the unused Orange Line/Boonton Line for a pedestrian walkway and bike path</p> <p>As a part of streetscape design standards, include tree planting, stormwater mitigation and other green design elements. Incentivize the same in development projects</p>
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b) Improve the health of Newark residents

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>The 1999 Re-exam states that the Newark Watershed should continue to be managed primarily for water supply and habitat, with recreation as a secondary aim of management</p>	<p>In the City's I-1 (Industrial) Zone, eliminate offensive uses that are potentially dangerous to nearby residential districts, such as auto and heavier manufacturing, and encourage a mix of non-nuisance light industrial uses, such as trade workshops, service and repair facilities, and arts and crafts studios</p> <p>Promote urban farming and community gardening as a land use and coordinate with larger citywide "Fresh Foods" initiative</p> <p>Create building codes that reduce or eliminate the use of hazardous and toxic materials by residences, businesses, and public agencies</p> <p>Create and sponsor environmental education opportunities in cooperation with schools, colleges, museums, and community groups so that individuals, organizations, and businesses become aware of and assume more responsibility for their own impacts on the environment</p>

c) Green our built environment

OLD PLANS 1999 MP Re-Exam Report & 2004 LUE	SHIFTING FORWARD
<p>1999 Re-exam: "Complete Newark's Brownfield inventory"</p>	<p>Establish new citywide green building standards, site and street design guidelines, landscape standards, and building codes for new development on City-owned land and large development around the City. These include, but are not limited to:</p> <ul style="list-style-type: none"> • energy-efficient construction • the use of recycled materials • the conservation of natural resources

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	<p>Encourage green rehabilitation of existing public buildings</p> <p>Identify and pursue ways to green public housing that reduce energy use and operating costs</p> <p>Identify potential locations for renewable energy generation</p> <p>Adopt a climate action plan for every City department to reduce the emissions from its own activities, as well as the private sector activities within its regulatory scope</p> <p>Encourage the use of local, non-polluting renewable and recycled resources (water, energy, and material resources)</p> <p>Improve the average fuel efficiency of Newark's cars and trucks</p> <p>Encourage sustainable procurement</p>
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Chapter 5

A New Culture of Planning & Design

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Core Values for Good Planning & Design

Good planning provides a holistic approach to decisions about a City's future by putting immediate concerns into a broader perspective. It builds a consensus vision of a city through a transparent and inclusionary process that encourages shared responsibilities. It then continually places the community at the table with city government and with developers in a partnership for progress. Good planning is proactive and sets high standards of development and design.

A culture of good design can contribute to a city's image and identity, instill civic pride of place, and encourage its citizenry to greater stewardship in the care of its neighborhoods and public places and spaces. Cities all over the world are known for images of their iconic downtown skylines, distinctive neighborhood characters, notable civic architecture, and/or unique cultural offerings. Throughout the history of American cities, city governments have played an active and deliberate role in shaping the image of the city, from Burnham's "*Plan of Chicago*" and Edmund Bacon's Philadelphia to the public works legacy of Robert Moses. Newark's early leaders also imaged a city of design distinction from the visions of the Olmsted brothers and country's first county park system to the nodes of public buildings envisioned by Harland Bartholomew, Newark's first city planner. The goals of design excellence must be re-embraced as the City continues to grow and revitalize.

Civic engagement and quality design are just two of the important and essential values that must be adopted in order to have an effective planning function and process. This Master Plan Re-Examination report stresses the following guiding principles for planning and design in Newark:

1. **Make** Newark a City of Choice
2. **Ensure** Newark residents a voice in the process of change
3. **Facilitate** the highest aspirations of Newark citizens
4. **Intermediate** between community needs and government action
5. **Inspire** vision and innovation in physical planning and design
6. **Embrace** Newark's historic, cultural resources and other valued assets
7. **Integrate** planning for people and place

Moving Towards Comprehensive Planning

For reasons of expediency, both political and economic, Newark has strayed from practicing planning in a comprehensive manner. Development decisions have too often been made on an individual, ad hoc basis without proper consideration of how such projects would affect the City as a whole. And more often than not, planning in Newark has been a government-directed, "top down" process, with a lack of continuity between community-driven plans and the day-to-day decisions that affect how the City grows.

The revision of Newark's Master Plan is an opportunity to advance a new framework for how planning can inform and coordinate government activity, and for how government and Newark residents can work together.

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We need a new culture of planning & design in Newark that:

1. **LINKS NEWARK'S CAPITAL IMPROVEMENT DECISIONS TO CITY PLANS.** The investment of public dollars in infrastructure and public facilities should be consistent with the Master Plan (including neighborhood-level planning) and set a standard for design excellence and sustainable development.
2. **LINKS NEWARK'S LONG-RANGE PLANS.** The City must do more to link long-range plans prepared by different agencies. Newark must align the Master Plan with its Capital Improvement Program, housing and policy investments, transportation and transit enhancements, and economic development programs.
3. **STRENGTHENS THE LINK BETWEEN PLANNING, ZONING & DESIGN.** Many of the objectives in this report—from investments that improve public safety to increased densities around transit stations—will be achieved through zoning decisions and guidelines that affect design quality. We need to ensure that those decisions effectively implement Master Plan policies.

In conjunction with a comprehensive revision of the Master Plan, Newark must achieve three additional tasks and outcomes. First, we must continue to *create a culture for civic engagement* that ensures all stakeholders have a voice in the master plan process and sets the stage for citizen-centered planning. Second, we must seek to *modernize zoning regulations* to accommodate the needs of a 21st century, sustainable city. And third, we must make certain that *quality design matters* at every scale of development.

Creating a Culture for Civic Engagement

Newark believes in the equitable sharing of responsibilities that comes with urban living. “Not in my backyard” (NIMBY) is a knee-jerk response from residents standing outside a process they deem lacking in credibility. Only a truly inclusive, citywide dialogue around the Master Plan will lead to understanding and trust. That dialogue must highlight the hard choices and trade-offs we all face, and must account for past and current plans that reflect community aspirations.

In revising the Master Plan, the City and community stakeholders must work together to compile much improved, neighborhood-level information and analysis. The City should also finalize an inventory of existing neighborhood plans and ensure that community visions and values are respected and considered.

Newark also needs to establish a more formal process for proactive, citizen-centered planning. This process must better connect neighborhood planning, capital budgeting and resource allocation, link land use and quality of life, add detail to citywide and neighborhood plans, and position City planning staff in a proactive role, rather than as passive observers. The challenge will be accounting for different levels of neighborhood capacity and need, and a wide range of market, land use and physical conditions across Newark's communities.

This reexamination report recommends an official partnership between the City and its neighborhoods. (Figure 5.1) In revising the Master Plan, the City must also explore an appropriate and effective neighborhood planning program that considers a process that:

- is inclusive, transparent and balances City and neighborhood goals, priorities and resources;
- ensures that all City Departments with a direct impact on neighborhood quality of life are engaged, and that responses to neighborhood needs and initiatives are timely and well coordinated;
- creates a framework for an innovative cross-acceptance process in which a neighborhood plan is adopted (as amendments to the Master Plan) if it furthers citywide goals;
- provides neighborhood plans with teeth, where proposed and approved public actions can be assigned, tracked, budgeted for, and scheduled within a publicly accessible record.

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Land Use and Zoning Reform

Newark's Zoning Ordinance (the set of regulations that establishes the type and amount of development that is permissible in areas of the City) dates to 1956, and has not been comprehensively examined since that time.

Newark's current zoning is broken and unwed to the Master Plan. (Figure 5.2) Cumulative zoning (where the first zoning category is limited to certain uses - residential uses in Newark's case - and each additional zoning category, such as an industrial district, allow all uses) undermines the separation of incompatible land uses in the City. The zoning ordinance is out-of-date with today's market forces and public interests. In the last three decades, most development projects in the City were undertaken through Redevelopment Plans or by variances, i.e., by circumventing the zoning ordinance (40 percent of Newark's land uses were estimated to be "non-conforming" by the 2004 Land Use Element – a figure that is likely higher today). The Code itself is non-user-friendly, fragmented and contradictory.

These deficiencies lead to uncertainty and dissatisfaction for residents and investors. The continued absence of an updated zoning ordinance, especially at a time when Newark is experiencing development and growth, will likely lead to irreversible and harmful land use decisions.

Therefore, the new Master Plan will be tied to a comprehensive reevaluation and revamping of the City's zoning regulations in the near future. Much has changed with respect to state law (the Municipal Land Use Law primarily) and with respect to case law since the zoning ordinance was last comprehensively revised. In addition, significant changes in policies, objectives and assumptions underlying the master plan reexamination and master plan, plus changes in land use patterns from new development and redevelopment in Newark, will require the zoning ordinance to be brought more in line with these changes.

Newark must also modernize its zoning regulations to accommodate the needs of a 21st century sustainable city and a fast-changing world. The Master Plan should survey best practices nationwide so Newark can address the most advanced proposals for sustainable development and green design, for transit-oriented development, and for strategies to maintain equity and balance in Newark's development.

In terms of the immediate future, this master plan reexamination has revealed the need to enact a number of specific changes to the zoning ordinance for the following reasons:

1. To properly regulate new types of uses that heretofore have not been addressed in the zoning (e.g., automotive lifts, rooftop mechanical structures, commercial antennas);
2. To fill in site plan regulations and standards that have either been absent or insufficiently detailed (e.g., lighting, landscaping and fencing);
3. To clarify and update regulations that are out-of-date (such as signage regulations, Light Industrial zone bulk standards, and the list of permitted uses in all zones); and
4. To create better procedures for the review of applications (including minor site plan review, and site plans for multi-family rehabilitation).

In concert with the master plan reexamination, the planning staff of the City of Newark and a Planning Advisory Group, consisting of members of advisory boards, community organizations and other stakeholders in Newark, have drafted amendments to the current zoning ordinance. Such amendments are consistent with this master plan reexamination and are proposed to be enacted shortly after the Central Planning Board adopts the reexamination report.

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Recommended changes to effectuate redevelopment plans

Since the 1970s, the City of Newark has declared a substantial number of properties within the City as “areas in need of redevelopment” and has adopted Redevelopment Plans for such parcels (at last count, over 170 plans that the City can account for). Such properties range from several blocks in size to scattered small parcels and isolated single lots. Since Redevelopment Plans most often preempt the underlying zoning regulations with respect to use and the intensity of use, the sheer number of known Redevelopment Plans reduces the ability of the City to effectuate change through zoning, and will affect its capacity to implement master plan recommendations.

This reexamination report acknowledges that a substantial number of Redevelopment Plans have been implemented - some of which led to redevelopment. But there are many other Plans that never came to fruition. The 2004 Land Use Element placed all known redevelopment areas on a single set of City maps. However, these maps are not comprehensive as many Plans were not physically available for inspection, and many Redevelopment Plans included overlapping Redevelopment Areas. Also some plans were missing or contained inaccurate information. In the 2004 Land Use Element, Newark’s “Future Land Use Plan” was drafted in a manner to be as consistent as possible with known Redevelopment Plans for each redevelopment area.

As a matter of policy, the City of Newark intends to reconcile the Master Plan’s land use element with all Redevelopment Plans, both with respect to discrepancies that may exist between those which were never implemented but are still valid, and those which were adopted, never implemented, and are no longer valid or realistically possible. The former will be incorporated into the Master Plan. In regard to the latter, the City will consider rescinding those plans that (1) have been achieved; (2) are no longer relevant; (3) that are outdated and unlikely to be achieved; and (4) that conflict with new policies and the new master plan.

The City is moving forward with the commission of several special district planning/zoning studies, including plans for the Downtown and the Passaic Riverfront. Until the comprehensive revision of the Zoning Ordinance is achieved, this reexamination recommends that in areas where special studies and neighborhood plans do not cover specific areas of the City, that the 2004 Land Use Element (or a subsequent update to this element) be used as a basis for land-use decisions.

Urban Design and Design Excellence

“Every building is a new piece of the evolving metropolis, a new layer of the ever-changing urban collage. This collective work of art forms, an unflinching record of who we are and what we do. It connects us in time and space to those who went before us as it represents our legacy – for better or worse – to those who come after us.”

Blair Kamin, “Why Architecture Matters”

That is why design matters. These words remind us of our responsibility to future generations to take good care of the asset that is our City. The message reminds us of the importance of developing the built environment with a sense of endurance, sustainability, and quality. As the state’s largest urban center, Newark is positioned to set the standard to for design excellence through its development of public works projects and its partnerships with the private sector.

This objective can certainly be achieved by the way the City develops its public offices, public works facilities, police and fire stations, recreation centers, libraries, schools, parks, roadways and bridges. In a time where upgrades in energy efficiency, sustainability, technology and infrastructure are essential, opportunities to create “a better public” are before us. Initiatives like the General Services Administration’s

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Design Excellence Program can be a roadmap for how Newark can facilitate a positive and renewed civic identity.

At the larger scale, planning must be better integrated with the practice of good urban design. Urban Design is the art of making places for people. Urban design draws together many strands of place-making – environmental concerns, social equity and economic viability – to create places which function successfully and are sustainable in the long term. Newark must value design excellence and innovation at every scale of development and for every neighborhood, regardless of the race or class of residents.

Newark's urban form is of a classic early American city borne on the banks of its river. A grid of public streets, extending from a working waterfront edge to a vibrant center of commerce, gave definition to the early Puritan City. Over time, the grid grew beyond the core, forming numerous residential districts and enclaves, defined by long north-south boulevards with connecting neighborhood streets. As the region grew more urban, strong radial streets cut through the City connecting the central business district to suburban areas north, south and west of the City. The Olmsted county park proposal almost bifurcated the City in the north-south direction, but instead, two separate parks were developed at the north and south ends of the City. A subtle, yet distinct topography gives the City additional legibility. High Street, now known as Martin Luther King Boulevard, Mount Prospect and the Basilica mark the City's high points, with stunning views to and from the region.

It is also important to note the significance of Newark's industrial heritage and the way in which it defines its image. Steel and brick have become both the conscious and subconscious symbols of Newark. The iconography of the bridges that across the Passaic River define who we are and what we do. There are great precedents in other historic industrial cities including Rotterdam, Bilbao, and Pittsburgh that have incorporated their industrial past and present into the contemporary design of the city.

But until recently, Newark had not done enough to enhance these assets that contribute to our identity. We currently lack a citywide urban design framework that shapes and guides new development. In many instances, this has led to:

- A lack of pedestrian and open space connections between adjacent neighborhoods, the downtown, and the waterfront;
- Single-use and isolated developments;
- Office buildings without connection to the street level, with blank streetwalls and sky-bridges;
- Parking standards that work against creating a public realm;
- Setback requirements in current zoning that create a dissonant pedestrian and visual experience;
- Inadequate recognition of Newark's historic development and landmarks;
- Non-exemplary public buildings; and
- A pervasive spread of inappropriately scaled or designed residential development, breaking down the neighborhood pedestrian realm, and eliminating street life.

In conjunction with the revision of the Master Plan and zoning ordinance, Newark should explore the creation and implementation of a citywide Urban Design Agenda should include but not be limited to the following:

1. A Newark "*Great Streets Initiative*," a multi-year, multiple-agency effort to transform under-invested corridors into thriving and inviting neighborhood centers using public actions and tools as needed to leverage private investment.
2. "*Beyond the Box*," promoting infill housing that is varied, sustainable, bold, and resonates with the City's highest values.
3. "*Newark at Play*," transforming the City by improving our parks and recreation facilities.

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4. A *“Design Excellence Program,”* for high quality public buildings and infrastructure, as well as criteria for public-private partnership developments.
5. A *“Newark Passaic Riverfront park system,”* connected to the region.

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Appendix A: Civic Engagement Summary

Background

In the late summer of 2008, Toni Griffin, Director of Community Development and Planning, Newark, NJ, convened three invitational “Listening Sessions”. Two additional public sessions were convened in December 2008. There were three objectives of this activity:

1. Present “*Shifting Forward: Newark 2025*”, a PowerPoint summarizing the work of City staff and the consultant team on findings from the reexamination of Newark’s current master plan as required by State law
2. Engage in a discussion about the implications of the findings
3. Inform key stakeholders about key components of the upcoming Master Plan revision project

To increase the likelihood of participation, the project team recruited external hosts and located each session at a suggested location. In order to maximize impact, the team scheduled the summer sessions as closely together as possible. The winter sessions were held within seven days of each other.

To establish as interactive an environment as possible, the facilitator (Don Edwards, Justice & Sustainability Associates) aimed for a participation ceiling of twenty-five persons. Invitation letters were mailed to persons recommended by the hosts and a diverse group of governmental and non-governmental stakeholders. Session 1-3 participants included these stakeholders (which included residents), City staff (for many of them the sessions were akin to a class), council members and consultants. But by far, the majority of participants (in sessions 1-3) were stakeholders. Regardless of invitation, all who came were offered an opportunity to participate. The two public sessions took place in December 2008 and followed the same basic design as the summer sessions.

The intent was that public expectations and public participation would be raised as the City launches its revision of Newark’s Master Plan in early 2009.

The sessions took place as follows, organized around the major themes of the reexamination:

Listening Session 1: “Neighborhood Revitalization & Stability: Communities of Choice”

August 6, 2008

Host: Richard Cammarieri, Newark Community Development Network
Bethany Baptist Church, 275 West Market Street
6:-6:30 p.m., light dinner, 6:30-8:30 p.m., presentation and discussion

Listening Session 2: “City of Choice”

August 7, 2008

Host: Dr. Clement Price, Director, Institute on Ethnicity, Culture and the Modern Experience, Rutgers University
Berson Conference Room, 2nd Floor, Center for Law and Justice, 123 Washington Street
8:-8:30 a.m., Continental Breakfast, 8:30-10:30 a.m., presentation and discussion

Listening Session 3: “Economic Growth: Jobs for Residents”

August 12, 2008

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Host: Al Koeppe, President and CEO, Newark Alliance
The Newark Building, 744 Broad Street, 26th Floor
8:-8:30 a.m., Continental Breakfast, 8:30-10:30 a.m., presentation and discussion

Listening Session 4: *Shifting Forward: Newark 2025*
December 10, 2008

Host: Richard Cammarieri, Newark Community Development Network
Bethany Baptist Church, 275 West Market Street
6:30-8:30 p.m., presentation and discussion

Listening Session 5: *Shifting Forward: Newark 2025*
December 16, 2008

Host: Richard Cammarieri, Newark Community Development Network
Newark Public Library
6:30-8:30 p.m., presentation and discussion

The design of the listening sessions incorporated the following features:

- Invited and public participants
- Hosting by an external stakeholder
- Sign-in and refreshments for 30 minutes followed by a 30 minute presentation and a 90 minute discussion
- Professional facilitation
- Documentation: the participants' packet included a comment sheet and an evaluation form for the event.
- On the record: the facilitator advised participants that staff would record comments for attribution as much as possible.
- Public "gallery": time permitting, the facilitator engaged all attendees, though he prioritized receiving input from invited participants. Every session attendee received a comment sheet.
- Written summary: a summary would be disseminated.

In addition to the five listening sessions, the Director delivered a pre-briefing to Mayor Cory A. Booker and senior staff. After the initial three listening sessions, stakeholders from City agencies received a similar briefing. Planning staff have delivered update briefings periodically.

Results

As a result of genuine curiosity and civic concern, each listening session, in addition to being well-attended, was highly interactive and successful from the standpoint of the verbal and written feedback received. Approximately 130 persons were invited to participate in the first three sessions. Of that number, 83 attended - a notable level of civic engagement. Approximately 70 persons attended the two public sessions combined.

Typically, after a 30-minute presentation by Toni Griffin, the facilitator asked participants for their feedback. In order to structure that, four questions were posed via a comment sheet. The questions were:

1. Do you agree with the themes of the presentation? Did we miss anything significant?
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?

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4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?

Overall, participants energetically expressed appreciation for the comprehensive nature of the presentation as well as the "reach" of its aspirations. The significant number of comment sheets and evaluation forms returned by participants confirmed their level of engagement and overall responsiveness.

Overall Agreement and Support

Pertaining to the four questions overall, with few exceptions, participants communicated a high level of comfort with the themes presented for each session. In general, participants significantly agreed with the strategic priorities and aspirations for the reexamination effort. In each session, participants contributed input and requested that additional data be considered for inclusion in the final reexamination report. They expressed near unanimous support agreement with the assessment and proposals as a result of the reexamination process that are to be addressed during the Master Plan revision.

Specific Feedback

The following are representative of the participant opinions expressed verbally or in writing by specific session:

Listening Session 1 – "Neighborhood Revitalization & Stability: Communities of Choice"

1. Do you agree with the themes of the presentation? Did we miss anything significant?
 - *Public safety and a secure environment should be more prominent*
 - *Yes. Four themes good, but a discussion of "healthy environments" is missing*
 - *Education and lifelong learning/training opportunities from birth thru life*
 - *Yes. Each theme has great transformative potential*
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
 - *I believe the aspirations are quite realistic*
 - *Good work...but not enough original/new ideas...*
 - *Yes. Aim High. Newark is a world-class city in many respects*
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?
 - *You must dig deeper into the 25% homeownership rate in Newark and the jobless rate*
 - *Number of levels of education of residents; number of renters, tenants; number of landlords*
 - *Missing existing and historical environmental conditions*
 - *Shopping trends*
4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?
 - *Yes!*
 - *Need more stakeholders at the table, especially tenants*
 - *Yes. But don't forget the re-building of the people. The greatest resource are Newark's people.*
 - *Overall, I am walking away positive and excited to see more.*

Listening Session 2 – "City of Choice"

1. Do you agree with the themes of the presentation? Did we miss anything significant?
 - *An area not touched on is how we will achieve sustainability goals*
 - *There is far too little emphasis on vocationally-driven training and education*

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- *Add in an element regarding technology. WiFi cities. Doesn't Newark have a great fiber optic network?*
 - *Perhaps more attention needs to be given to a coherent...public relations component*
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
- *Yes. Well done in articulating all the various aspects.*
 - *Not certain this meeting particularly addressed the aspirations of the neighborhoods*
 - *Yes, but needs to link to secondary education*
 - *Plan presentation states priorities, but doesn't prioritize among them*
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?
- *Felt like data-driven decision making was missing*
 - *Health data, environmental information*
 - *Something needs to be included about the availability of resources needed to fulfill some of the goals in this planning process*
 - *I was glad to see the references to data on the cultural community...*
4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?
- *The foundation is good and should be retrofitted to reflect the critical significance of cross-jurisdictional collaboration*
 - *Yes, if the dialogue continues*
 - *Yes. But a lot of thinking needs to go into convincing Newark residents to become champions of this plan*

Listening Session 3 - "Economic Growth: Jobs for Residents"

1. Do you agree with the themes of the presentation? Did we miss anything significant?
- *The presentation was well-considered and logically presented throughout*
 - *...Connect Newark Public Schools with growth industries to better prepare future workers*
 - *A scholastic approach is greatly needed where education and other psycho-social issues are dealt with*
 - *Jobs for residents okay, but needs plan for human resources*
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
- *Focus on small business; very strong implementation plan*
 - *Yes, excellent and well-articulated*
 - *Yes. Would suggest that advances in K-12 education be integrated and that new leadership at the Newark Board of education be involved in future deliberations*
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?
- *While a plan cannot be driven by financial constraints, we should not assume resources are unlimited; perhaps some sense of scale might be helpful in advancing the conversation*
 - *...ensure that data is gathered to support safe and healthy neighborhoods*
4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?
- *The foundation is great. Now the timetable and finalization must be met*
 - *Yes, job well done.*
 - *Yes! This is excellent.*

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Listening Session 4 – “Shifting Forward: Newark 2025”

1. Do you agree with the themes of the presentation? Did we miss anything significant?
 - *Residents who are trained are not getting jobs here. Even the City seems to prefer “outsiders”.*
 - *Yes, crime. The main reasons why businesses do not locate here.*
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
 - *Yes*
 - *Yes, though flip-flop the order.*
 - *The overall framework is generally good. The implementation is key. We must not push low-income residents out of the job market and the housing market.*
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?
 - *More detailed information with regards to stopping crime.*
4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?
 - *This information is great, though the process can have a little more brainstorming*
 - *I hope!*

Listening Session 5 – “Shifting Forward: Newark 2025”

1. Do you agree with the themes of the presentation? Did we miss anything significant?
 - *You have some wonderful facts about who we are. We should look more deeply at how we design new housing and neighborhoods*
 - *Community participation in planning should be a topic. It should be a major effort*
 - *Neighborhood planning. Citizens involved in neighborhood councils*
 - *I think the four themes are a start for moving people forward. But how will they stay forward?*
2. Did the presentation state the priorities and aspirations that should be addressed in Newark's Master Plan 2025?
 - *Yes, but [sic] some specifics about how to improve educational attainment and therefore the quality of jobs available.*
 - *I don't think it addressed what should be happening in neighborhoods specifically*
 - *Neighborhoods should develop their own aspirations*
3. Did we miss any critical data or key issue that the Master Plan 2025 should address?
 - *2,800 public housing units are being destroyed*
 - *Is there an individual plan for each neighborhood?*
4. Do we have a solid foundation on which to launch a modern revision of Newark's Master Plan?
 - *Yes!*
 - *I hope so*
 - *No, more community input is necessary*

In addition to the inputs requested from participants in response to “Shifting Forward: Newark 2025” presentation, evaluation data on the design and management of the listening sessions was sought. Overall, participants ranked the sessions as excellent or good in terms of scheduling, facility, refreshments, facilitation and documentation.

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Conclusion

Five “listening sessions” were designed and produced, three in late summer 2008 and two in December 2008, to achieve the following goals:

1. Present “Shifting Forward: Newark 2025”, produced by a joint staff and consultant team that conducted a re-examination of Newark’s current master plan as required by law;
2. Engage in a discussion about the implications of the results
3. Inform key stakeholders about key components of the upcoming Master Plan Revision

Major issues and themes that participants thought the reexamination needed to address or emphasize included:

- Safety – especially lighting in neighborhoods
- The need for the people of Newark to drive the planning process
- Being more ambitious about population targets
- Newark’s poor self-image
- Education and promote job training– “workforce readiness”
- Healthy environments, and discussing clean air and water
- Prioritizing goals for individual areas and neighborhoods
- Addressing the goal of mixing income groups – moving poor people into wealthy areas and wealthy people in poor areas
- The City’s universities and the need to prepare local K-12 students for higher education
- Thinking regionally
- Taking advantage of Newark’s position as a regional transportation hub
- Ensuring that City’s resources are in line with the Master Plan

Based on the verbal and written feedback received from a diverse audience of participants at each session, the content of the sessions met expectations. Additionally, the process design of the sessions proved adequate to the task of presenting, informing and engaging participants.

External Civic Engagement Background

Beginning in the fall of 2007, the Division of Planning & Community Development organized a series of issue-specific briefing meetings designed to collect relevant data about several land-use related categories. These sessions included City of Newark department and division personnel, as well as external agencies and experts from NJIT, Rutgers, Regional Plan Association and other planning-related professional organizations. Input from these sessions contributed to an “audit” of existing past and current plans and policy documents related to the elements of the City’s master plan. Audit topics included the following:

- Zoning
- Urban Design
- Neighborhood Planning
- Economic & Industry Scan
- Fiscal / Budget
- Housing and Real Estate
- Demographics / Growth Sustainability
- Downtown
- Waterfront and Open Space
- Transportation

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- Capital Improvement & Public Facilities
- Civic Participation

As the report recommendations were being developed, department and division personnel were invited to participate in further work sessions to review draft recommendations and provide additional input. A presentation of the final draft report was given at the Business Administrator's bi-weekly Director's meeting in November 2008.

As the complete revision of the Master Plan moves forward, the creation of an Interagency Task Force is strongly encouraged. Through this effort, issues of resource allocation, annual budgeting and policy alignment should be further coordinated and complimentary.

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