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A FINAL REPORT TO THE FORD FOUNDATION
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THE ROLE OF PARKS AND
GREENSPACE IN REDEVELOPMENT

CAMDEN, NEW JERSEY



THE TRUST *for* PUBLIC LAND
CONSERVING LAND FOR PEOPLE

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Mission Statement

The Trust for Public Land conserves land for people to enjoy as parks, gardens, and other natural places, ensuring livable communities for generations to come.

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Introduction

By traditional views, urban parks merely provide recreation and other leisure opportunities, and some landscaping improvements for public spaces. A new view on urban parks, however, sees them as part of the broader structure of urban and neighborhood development, including housing and commercial redevelopment, workforce development, and environmental infrastructure.

There are few cities in the U.S. as appropriate to test this new view as Camden, New Jersey. Camden, after suffering a relentless 50-year decline in population and economic vitality, is perhaps poised to use its excellent location and other assets to stage a turn-around. And a carefully constructed parks and people strategy could be part of that success.

The focus of the Trust for Public Land's work for Camden is to describe current conditions for the city's parks and greenspace, and to recommend how parkland could be acquired, re-assembled and/or re-used to improve the city's capability for redevelopment. In conjunction with a GIS analysis, we performed stakeholder analysis to help determine community interest and leader-

ship around park and greenspace issues; an analysis of parks and greenspace management and opportunities; and a conservation finance analysis to understand current and potential funding streams for parks. In particular, we paid attention to how Camden parklands link physically and economically to the broader region.

TPL's goal in this review of existing conditions in Camden has been to discover whether:

- Camden urban parks can be connected to a broader set of opportunities around community development and public health,
- cooperative action across jurisdictions, agencies and levels of government can produce more substantial payoffs,
- urban parks can be part of the urban economic infrastructure, supporting value creation in the downtown and neighborhoods; and,
- the city park system has a role in the regional ecology including preservation or restoration of air and water quality, habitat and remediation of contaminated sites.

Most residents are within a ¼ mile of a park from their Camden homes.



I. Methodology

TPL carried out four sets of analyses to review current conditions in Camden: A stakeholder analysis of leadership and park advocacy; a Geographic Information System (GIS) based-analysis of mapped data sets; an analysis of parks and greenspace; and an analysis of conservation funding sources. Below is a brief overview of methods for each analysis.

STAKEHOLDER ANALYSIS

Through a series of interviews with key stakeholders, we identified major activities, capacity and conservation goals regarding parks and greenspace in and around the city. TPL staff made seven site visits to Camden between April and October of 2003 and spoke with over 30 stakeholders working in Camden. These stakeholders include land conservation and park organizations, environmental advocacy and education nonprofits, academic institutions, planning agencies, agri-

A network of streams and rivers in and near parks gives residents easy access to waterfront.

cultural cooperatives, city and county officials, state agencies and federal programs, and city residents. *(A full list of those interviewed can be found in Appendix A.)*

GEOGRAPHIC INFORMATION SYSTEM (GIS) ANALYSIS

TPL gathered data from local, state and regional providers. *(A full list of data sets and partners is listed in Appendix B.)* Using the data, we prepared a physiographic analysis of Camden that catalogues the area's primary and secondary natural and social resources, and created a series of analytical layers including:

- **Race** – block groups that are home to 50% or more non-white residents
- **Income** – % of Households making less than 25k per year
- **Age** – % of population under the age of 14 years old
- **Income/Age** – normalized analysis of households making less than 25k and block groups comprised of a high percentage of children under the age of 14



- **Concentrations of elderly** (>55 years)
- **Park Buffers** – 1/4 mile and 1/8 mile
- **Park Distance** – measures the distance from each block group to the nearest park or open space facility
- **Overlap Weighted Average Buffering Analysis** – using a designated buffer distance (i.e. 1/8, 1/4, 1 or 5 mile), the user can determine socio-economic profiles that fall within that buffer area. This analysis takes into account the area of overlap and does not include census data for the entire block group it intersects. This analysis is useful to determine the number of people or sections of the population being served by an existing or potential park.

PARKS ANALYSIS

Growing out of an 18-month national research project in 2001–02, the Trust for Public Land has identified seven factors as key to city park excellence.¹ These factors can be used by leaders of any city of any size to analyze how well its park system measures up and what needs to be done to effect improvement.

The measures are: (1) a clear expression of purpose; (2) an ongoing planning and community involvement process; (3) sufficient assets in land, staffing and equipment to meet the system’s goals; 4) equitable access; (5) user satisfaction; (6) safety from crime and physical hazards; and (7) benefits for the city beyond the boundaries of the parks.

Under this project, TPL began its analysis with a look specifically at park acreage and ownership issues. In addition, we looked at other greenspace issues including clean water, community gardens and greenways.

CONSERVATION FINANCE ANALYSIS

Successful long-term parks and land conservation efforts require a mix of funding sources — a “funding quilt.” A funding quilt is the combination of funding sources — state, local, federal and private — that are brought together to help achieve conservation objectives, such as the creation of a greenway along the Cooper River. The relevant funding sources needed to create new parks or to implement the Camden Greenways Plan will vary based on the types of land that



Small neighborhood parks give residents respite from the busy city.

need to be protected or reclaimed. While one funding source might be appropriate for cleaning up a brownfield, another might be suitable for construction of a trail and a third might be used for acquiring a floodplain or marshland near the river. Central to the funding quilt is the role that one funding source plays in leveraging other sources.

II. Observations and Overview

STAKEHOLDER ANALYSIS

It appears that the City of Camden has so many woes that its recognition of the value of its parks has been lost. While many similar industrial cities — Pittsburgh, Providence and Chattanooga, for example — have framed their revitalization around parks and greenspace, Camden has not yet made this discovery. Camden's parks and greenspaces are hugely undervalued for their role in neighborhood revitalization, beyond the value of commercial development on the Delaware River waterfront.

As TPL engaged in discussions regarding parks and greenspace with stakeholders from around the city we heard three consistent themes:

- The city's inability to manage its parks to their fullest benefit.
- The inadequacy in number and size of parks and park programs.
- Interest in implementing the long-standing Camden Greenways Plan.

In contrast with public sector limitations, we heard a great deal about neighborhood-based and non-governmental organization (NGO) initiatives to fill the gap:

- Camden Greenways, Inc. taking the lead on two parks-related applications (one state and one county) for land acquisition funding to acquire strategic parcels along the Cooper River.
- A neighborhood-driven master-planning process for Reverend Evers Park.
- The Camden Children's Garden, Inc., working to support neighborhood gardening efforts with tools, plants and technical assistance.
- Soccer, little league, and basketball leagues and tournaments run by volunteers reaching over 1000 kids in the city.
- Volunteer-based clean-up and tree-planting programs in city parks and on neighborhood streets.
- Management of Northgate Park by a communi-

ty development corporation which includes a full slate of youth programming.

Those we spoke with at the city expressed frustration, too, that parks were managed on an ad hoc basis with little opportunity to consider the value of the system in its entirety and to leverage volunteers interested in providing support and sweat equity.

The county currently leases 7 city parks in a maintenance agreement. Maintenance tasks are basic, usually consisting of mowing, trash removal and tree-trimming. But city parks require a lot more attention than urban ones and the county is not well-positioned to offer added services. Many of these parks were leased to the county in the late 1970's when the city's inability to manage them threatened their closure. The city and county are currently negotiating an agreement to give responsibility for the parks back to the city; and there is interest in 're-linking' maintenance and planning. The greater issue appears to be linking planning and basic maintenance with larger goals

Volunteer leaders support baseball and soccer leagues that serve over 1000 kids in Camden.





Funding partnerships with the state have allowed Camden to benefit from park improvements.

of public involvement, safety, programs management and neighborhood revitalization.

The mix of city and county management has meant some confusion for city residents since the park agencies under each jurisdiction have different policies for using parks. One difference is around ball leagues and the ability of teams to find ball fields for pick-up games due to differing policies regarding league use of fields.

In 2003, the city spent nearly \$7 million on capital improvements for parks — primarily from the state Green Acres program — but no support for parks management exists, nor was there success in many of these parks in finding community-based partners who might have leveraged maintenance partnerships. Bureau of Parks Director, Ayo Ayorinde, shared with us a copy of his proposed strategy for parks partnerships, but no city funding was allocated to this effort which would have provided support for summer park rangers and recreation programs.

Nonprofits and quasi-public agencies operating in the city have, in some cases, risen to address funding and management challenges: The Delaware River Port Authority continues to focus on a mix of greenspace and development propos-

als for the Delaware River waterfront; the county routinely performs maintenance tasks outside the limits of its agreement with the city; the Delaware Riverkeeper has begun partnership projects with the county on the Cooper River regarding improving stormwater runoff patterns; and groups like Camden Greenways and the Camden City Garden Club routinely complete clean up and planting projects. Northgate Park is run by the Fair Share Housing Center, one community-based organization who sees the value of parks for neighborhood quality of life. The Center programs the parks most days with activities for a range of kids and locks the doors to the park and playground at night when no one is on site.

There have been preliminary discussions with school board representatives regarding the opportunity for integrating new parks and new schools to share physical and staff resources. The city has recently named Dwaine Williams as Project Coordinator for Redevelopment, which includes responsibility for coordinating school projects to ensure consistency with neighborhood development plans. Thus far the school district has proposed two infringements on city parkland, and others are being considered. Dudley Grange Park,



Over 80 community gardens exist in Camden, run entirely by volunteers.

for example, will lose acreage to a new school, with substitute land about $\frac{1}{2}$ mile away that is currently the focus of an EPA emergency response action to clean up contamination. There is strong interest in stronger park-school partnerships that can work to the neighborhoods' benefit, both in terms of more land for recreational use as well as management partnerships. The Abbott Facilities Act provides for the acquisition of parkland when the space can be shown to be linked to school curriculum. The challenge will be to find enough land for new parks in these faster growing neighborhoods where residents are already underserved by parkland.

In the city's rush to reorganize and become more efficient, the parks department has been more or less dismantled with parks-related tasks being divided among the departments of planning, public works and health and human services. The parks director remains in the Department of Planning but now within Capital Improvement and Project Development (CIPD); parks maintenance has been moved to public works; and, recreation remains in the Department of Health and Human Services. The challenge with this kind

of separation is coordination, at least, but far better would be a working team that could plan and promote parks as part of a system that interacts and brings value to other components of city community development strategies.

In gathering basic information about city parks — from basic operating and budget information to maintenance plans to a larger vision for the future of the system — it was difficult to find a cohesive vision for city parks. Much of the information gleaned regarding gardens, the greenway, environmental restoration and urban forestry came from contacts outside the city bureaucracy. Many in the city seem to have given up on the city's ability to manage its own park system. In fact, many in the city with whom we spoke expressed a willingness to talk about additional county management of the entire park system.

GIS ANALYSIS

To date we have completed two primary analyses and maps for Camden:

Gap analysis: This is a relatively simple (but elegant) illustration of how people are distributed across the city, relative to the distribution of park and open space resources. Population density is delineated according to census block groups, derived from the 2000 census. Every park and open space resource is circumscribed with a quarter mile buffer to delineate the relative accessibility of those resources. The area outside the buffers represents neighborhoods that do not have access to a park or open space within a $\frac{1}{4}$ th mile distance.

Needs analysis: A "needs analysis" combines population density, age, income, ethnicity and park accessibility attributes into a single composite layer to highlight neighborhoods that are underserved by parks. This analysis aggregates a number of socio-economic data and park accessibility data layers into a single "composite needs layer." By merging various socio-economic data layers (e.g., census block groups with high concentrations of poverty, large numbers of children under the age of 17, non-white ethnicity), TPL and its partners can better focus their park-making efforts.

Maps can be found in Appendix G.

Based on our current data we can currently sort or query by:

- Existing Parks and Open Spaces
- Park ownership
- Acreage of Parks and Open Spaces
- Population
- Age
- Ethnicity
- Income
- Schools
- Demographic Profiles within a given area
- Privately-owned vacant parcels
- City-owned vacant parcels
- Percentage of people/children served by parks in Camden

As we continue in our work, further analyses can be created by TPL and the city:

■ **Carrying Capacity**

1. By neighborhood boundaries - acres of park per 1000 persons
2. By individual park – acres of park per 1000 persons within $\frac{1}{8}$ or $\frac{1}{4}$ mile buffer around the park

- **Network Analyst** – Calculates the distance from each building to the nearest park or open space facility using the street network. (Need building footprints for this analysis.)

- **Marketing-based analysis** such as “x” number of people are served by parks in Camden, “x” number of children are served by parks in Camden, “x” number of children are not served by parks in Camden

- **Vacant parcel analysis maps** of Camden overall and designated neighborhoods to show park expansion and new park creation possibilities

In many cities where TPL works, this kind of strategic analysis can help cities prioritize their resources and meet pressing needs rather than work opportunistically. We can do further analysis to show park access, equity issues, and neighborhoods most underserved to help plan for future parkland acquisition. We expect that GIS analysis will be useful as well, for helping to target parks investments in relation to the other proposed public and private investments in community and economic development.

PARKS ANALYSIS

PARKS

TPL in its review of parks looked only at parkland and its related management — not recreation and programs, in most cases carried out by other departments in the city or by nonprofit partners.

The land records of the city of Camden are not precise, and various documents indicate different amounts of parkland in the city. After reviewing various “first generation” documents, we believe that there are a total of 507 acres of city and county parkland within the corporate boundary of Camden — 41 parks (253 acres) owned by Camden city and six parks (254 acres) owned by Camden County. (The full Camden County park system comprises 2000 acres, most of it outside the city.)

This correlates to about nine percent of the land area of the city of Camden, somewhat below average when compared to other high-population-density cities. (Camden’s population density is quite high, falling between that of Baltimore and Washington, D.C.) Put another way, Camden provides its citizenry 6.3 acres of parkland for every 1000 city residents — slightly below the 7.5 acres-per-1000 average of all the high-density large cities surveyed by TPL. The National Recreation and Park Association suggests 10 acres per 1000 residents, but TPL sees park distribution as more important than overall acreage. If Camden were to add 80 more acres of parkland in under-



served neighborhoods, bringing it in line with other high density cities, this would be a major accomplishment.

Interestingly, Camden scores high on its playground program with 19 playgrounds for 80,000 residents. This translates to one playground for every 4,211 residents, significantly better than the national average for big cities of one playground for every 6,415 residents. Based on analysis of resident access to city parks — residents living within a quarter mile of a city park — only 20% of Camden residents do not have easy access. In comparison, 46% of Newark residents are not within a quarter mile of a city park. This analysis does not account for highway or other onsite limits to access, nor does it account, yet, for the size of parks or facilities available at each park site. It also, unfortunately, does not account for park quality — and a significant amount of Camden parkland is in poor shape or even unusable. (See *Appendix C for a full set of comparison figures with other cities.*)

Other factors related to inventorying the system still need greater exploration, but it is evident that the city's various park functions are not coordinated well enough to secure basic information about the function of parks and recreation in the city. For instance, it is difficult to even get answers to relatively simple and straightforward questions about funding, planning and community involvement — the challenge is tracking and coordinating all park-related funding, budget and program activities.

Although also underfunded and understaffed, Camden County Parks seems to have a better handle on its system. However, it is not clear from city and county inventories, exact ownership, lease status and maintenance agreements for key parks located in the city. It appears that Dudley Grange Park and Pyne Poynt Park are leased to the County for maintenance; but other city parks appear also to be maintained by the county without being part of the 1978 lease agreement; and yet other parks are owned and maintained by the county but located in the city such as Wiggins Park and Von Neida Park. Thus, for some of the inadequately maintained parks there is no clear knowledge of who is responsible.

A financial analysis for the City Parks Bureau is still required. Camden City Bureau of Parks had

an overall 2002-3 operating budget of about \$4 million and a capital budget of about \$1.5 million, but despite repeated requests, TPL was unable to determine the level of overall park spending within the city by either the city or county. We suspect that parks are not grossly underfunded but instead not well leveraged and managed.

THE CAMDEN GREENWAYS PLAN

In 1980, the City of Camden's Cooper River Study re-introduced the concept of a river corridor greenway — an idea begun in 1925 and shown on the City's 1977 Comprehensive Plan and on Camden County's Open Space Master Plan. Today this plan remains active with a 1997 updated plan that has been expanded to include both the Cooper and north shore Delaware River waterfronts, as well as Newton Creek. It is hoped that the greenway will provide a continuous recreation and open space system along the city's principal shorelines, linking eight city and county parks (Cooper River at Route 130, Farnham, Camden, Cornelius Martin, Pyne Point, 22nd and Harrison, Von Neida and Wiggins).

In 2000, Camden Greenways, Inc. (CGI) incorporated to advocate for the greenway system. CGI has a sixteen-member board that includes representatives from the city, county and adjacent neighborhoods, as well as business, environmental and historic preservation interests (See *list of Board in Appendix D*). In 2003, CGI received funding from the Geraldine Dodge Foundation, Green Acres and the New Jersey Conservation Foundation for their work on greenway implementation.

In 2002, CGI hired a consultant to complete a funding application on behalf of the City of Camden for State Green Acres funding to complete 10 key acquisitions on the Cooper River. New Jersey Conservation Foundation has been a partner in this effort thus far.

DRINKING WATER AND STORMWATER MANAGEMENT

Parks are still seen primarily as venues for recreation, but discussions with the county, the Delaware Riverkeeper, the New Jersey Department of Environmental Protection (DEP) and the Camden County Municipal Utility Authority (CCMUA) raised the prospect that the existing and proposed river greenways could be water quality enhancement tools in a stormwater man-



Many city parks are being revived with leadership from community partnerships who provide programs in the park.

agement plan, soon to be required by the state.

As a result of the EPA regulations on stormwater, New Jersey is developing the Municipal Stormwater Regulation Program and new rules to facilitate the implementation of the program. These regulations are expected to take effect in January, 2004. The new stormwater regulations will affect towns and counties, and to a lesser degree Water and Sewer Authorities, by requiring them to perform certain activities.

Some municipalities may already be implementing strategies that meet these requirements; Camden has not yet begun its plan and it is likely that the city, county and Camden County Municipal Utilities Authority (CCMUA) will work together on one. Camden has 28 combined sewer and stormwater outfalls on the Delaware and Cooper Rivers, and on Newton Creek; highway drainage accounts for additional stormwater flow into the rivers. New stormwater plans will likely include performance standards for new development, as well as programs to address stormwater from existing development. All we spoke with were encouraging that the Camden Greenways Plan — specifically the riparian corridors of the Cooper River and Newton Creek — could play a major role in clean water efforts while accomplishing a recreational corridor at the same time.

Additionally we learned that the primary drinking water source for the City of Camden and the area around the Cooper River — the Potomac-Raritan-Magothy aquifer — has dropping groundwater levels from increased demand, according to a USGS study. These decreasing ground water levels are causing a reversal in the direction of ground water flow near pumping centers, pulling water from the Delaware River into the aquifer, leading to inferior quality water in the aquifer.²

URBAN FORESTRY

The New Jersey Tree Foundation (NJTF), with its \$1 million of mitigation funding from a settlement with Public Service Electric and Gas Company (PSE&G), is interested in using its tree planting efforts to leverage environmental benefits for air and water quality. NJTF is working with neighborhood organizations and groups in Camden, under the Urban Airshed Reforestation Project of the state, to plant trees across the city that can help with removal of airborne particulate matter as well as play a role in decreasing the amount of stormwater runoff, flood damage and stormwater treatment costs. NJTF expressed interest in any strategic effort to focus tree-planting efforts for air and water quality improvement.

RIVER TO BAY GREENWAY

The Cooper River and Newton Creek greenways are high priority focus sites in the new draft Camden County Open Space Plan recently completed by the Delaware Valley Regional Planning Commission (DVRPC). The DVRPC plan puts the Cooper River greenway in the context of a larger regional greenspace strategy known as the River to Bay Greenway: a greenspace corridor that links the Delaware River to Barnegat Bay. The River to Bay Greenway initiative was begun in 2000 when Camden County approached TPL seeking assistance with a countywide open space strategy.

Subsequently, TPL has worked in close partnership with the County, acquiring 3 properties, all of which were given the highest priority for protection from the County Open Space Plan, as the County increasingly sees the value of a countywide greenway effort.

COMMUNITY GARDENING

The Camden Children's Garden, in addition to running its venue at the Aquarium, runs a community gardening program that is neighborhood-based. Over 1,000 residents participate in the program, maintaining community garden sites throughout the city. The Camden City Garden Club (CCGC), an almost twenty-year old project of the Children's Garden, assists members who wish to clean vacant, city-owned lots and transform them into community gardens.

The CCGC provides tools, plants and seeds to its neighborhood-based members. Last year about 100,000 plants were given away. The members provided the sweat equity involved in planning, planting, maintenance and harvest of the garden. The Department of Community Affairs (DCA) provided \$25,000 in 2003 for this program and the William Penn Foundation also provided support.

The CCGC created more than a dozen new community gardens this year — with almost 80 in existence this summer. The Children's Garden also creates job training opportunities for those neighborhood youth discovered to have an interest in horticulture. This year the William Penn Foundation provided for 18 summer youth positions at the Garden.

City of Camden, Bureau of Parks has, in some cases, provided for garden use in city parks, but

no program support has been allocated to support gardening partnerships.

BROWNFIELDS

Data received from the City of Camden show 40 brownfield sites currently under preliminary investigation. Sixteen of these sites are along the Cooper River.

In June 2003, the New Jersey Department of Environmental Protection (DEP) was awarded a \$200,000 federal grant to conduct an assessment of a municipal landfill in the Cramer Hill Neighborhood of City of Camden — the Harrison Street landfill along the Cooper and Delaware Rivers. The goal of this brownfields redevelopment project is to reclaim and revitalize the Camden waterfront into a neighborhood park, with nature trails, picnic areas and ball fields.³ In addition, the City of Camden received a Brownfields Job Training Grant in May 2003 to train 50 students on site assessment, lead abatement and asbestos abatement, followed by internships.⁴

CONSERVATION FINANCE ANALYSIS

In 2000, the State Department of Community Affairs completed the "City of Camden Multi-Year Recovery Plan for Fiscal Years 2001-2003." The report, which provided one road-map to fiscal recovery, showed the urgency for a new budget strategy for Camden.⁵ Camden has the smallest tax base in New Jersey, about one half that of other cities, one quarter of Camden County's and only 17% of the state average. The City's 2003 budget was proposed for \$131 million, with more than half of the city's budget expected to come from state aid and other grant programs, still leaving an accumulating city budget deficit nearing \$70 million.

TPL looked at local, state and federal funding opportunities for parks in Camden, paying particular attention to how these funds could be leveraged in a "funding quilt" that could link not only revenues but management partnerships in some cases.

LOCAL FUNDING OPTIONS

In July of 2002, the Economic Recovery Board (ERB) for Camden was created by the State Legislature to assist with economic revitalization efforts



A partnership with the Delaware River Port Authority is helping to revitalize and add greenspace along the waterfront.

in the City. One year later, in June 2003, the ERB adopted a \$175 million strategic revitalization plan — supported by state bond proceeds — that is focused on key neighborhoods and employment areas in the City. The ERB aims to use its funds to leverage funding from other sources. Of the total amount of funding, approximately \$80 million will be allocated to two specific funds that could potentially provide some funding for work related to parks or the Camden Greenways:

Residential Neighborhood Improvement Fund: \$35m

■ Relevant purposes: “community gardens, landscape amenities, small scale demolitions, streetscape improvements, property acquisition.”

Demolition and Redevelopment Financing Fund: \$43m

■ Relevant purposes: “neighborhood rehabilitation, land acquisition, brownfields remediation.”

The Strategic Revitalization Plan identifies five key neighborhood opportunity areas that are targets for investment. Among the neighborhood opportunity areas identified, only the Parkside neighborhood is in direct proximity to the Cooper River and would include the area of a proposed Cooper River Greenway.⁶ The Cramer Hill and Marlton neighborhoods are the two additional

areas along the Cooper River that are not included in the ERB target areas.⁷

In July 2003, the ERB released its capital improvement infrastructure master plan to guide their recommendations regarding investment in the City of Camden on a year-to-year basis. It is a tool to initiate ERB funding for projects that will improve the overall performance of the City’s infrastructure systems and support proposed development that will catalyze private investment in Camden.

The capital improvement plan included a sub-plan with specific recommendations for parks and open space improvements, in addition to an enumeration of existing park improvement projects. According to the plan, there is currently \$6.285 million in place for the improvement of eleven parks throughout Camden. Of these projects, the Farnham-Cooper Bikeway — currently in the design phase — fits closely with the idea of a Cooper River Greenway. In addition, the plan includes \$3.275 million in recommended improvements to parks and public space facilities. Among the list of recommended park investments, there are no references to new parks, along the Cooper River or elsewhere in the City.⁸

Camden County Open Space Preservation Trust Fund

The primary way for local governments in New Jersey to create funding for an ongoing land conservation effort is through voter passage of a local dedicated property tax (commonly referred to as the “open space tax”). As of 2003, 21 of New Jersey’s 21 counties (including Camden County) and roughly 180 municipalities had voter-approved open space taxes.

Camden County’s open space tax was created by voter approval (67% Yes) in November 1998. With a tax rate of 1 cent per \$100 of assessed property value, the fund was projected to raise roughly \$2 million per year. A subsequent open space plan was approved in 1999 and land acquisition began in 2000. Projects sponsored by any of the 37 Camden County municipalities, qualified non-profit land trusts, and county agencies such as the Department of Parks and the County Agricultural Development Board (CADB) are eligible for funding. Important to note is that Camden

City has not yet received funding from this measure, though city voters approved the measure by 70% (2,239 votes) — *a higher margin of approval than county residents.*⁹

In January 2003, the Camden County Freeholders authorized \$28 million in bonds to preserve open space, backed by the county 1-cent open-space levy. The Camden County Improvement Authority will issue the bonds. Using the bond proceeds, the County's goal is to protect 350 acres, in addition to the 650 acres protected since the program began in 2000.¹⁰

Local Water and Wastewater Agencies — Camden Water and others

Efforts to expand land conservation in the county, including the creation of a Cooper River Greenway, may play an important role in ground water recharge for the city's drinking water, as well as clean water issues related to waste and stormwater outflows. Around the country, utilities are using dedicated fees for watershed protection.

One way to protect the quality and quantity of water in Camden is to protect areas of critical aquifer recharge — in the case of drinking water — and to protect riparian buffers for clean water purposes. The New Jersey Environmental Infrastructure Financing Program (*discussed at length in Appendix E*) provides very low interest loans to local agencies to protect important parcels of land for water quality purposes. Case studies from other communities around the country can also be found in Appendix E which show how parks, stormwater and drinking water can be linked programmatically.

STATE FUNDING OPTIONS

New Jersey has a long and successful history of funding open space preservation, dating back more than 40 years. Between 1961 and 1995, voters approved nine separate bond issues totaling \$1.39 billion to support land conservation. In 1998, New Jersey voters approved by a 2-1 margin the Garden State Preservation Trust Act, which was signed into law by Governor Christine Whitman in 1999. The Act created the nine-member Garden State Preservation Trust (GSPT) and dedicated \$98 million each year for the ten years between 1999 and 2009 from the state sales and use tax. The Act also authorizes the issue of as

much as \$1 billion in revenue bonds to be repaid through the state sales and use tax.

Each year, \$6 million is allotted for historic preservation, with the remaining funds allocated between the Green Acres Program (60 percent) and the Farmland Preservation Program (40 percent). Of the Green Acres funding, 50 percent is allocated for state open space acquisition and park development, 40 percent for grants and loans to local governments for preservation and recreational development, and 10 percent for matching grants to nonprofit groups for land conservation and recreational development.

Due to a significant budget shortfall last year, Governor McGreevey and the Legislature approved \$35 million in cuts to the Green Acres and Farmland Preservation Programs in an effort to balance the fiscal 2002 budget. More specifically, \$20 million in bond repayments authorized by Green Acres Bonds from 1995, 1992 and 1987 were diverted to the general fund, rather than being recycled into further land conservation. This diversion was characterized as a one-time action. In addition, \$10 million from Green Acres and \$5 million in Farmland bridge funds provided in the FY 1999 budget by Governor Whitman were diverted.

In November 2003, voters approved increasing bonding authority for the Garden State Preservation Trust by an additional \$150 million, without

Neighborhood partnerships are helping the city to keep 'eyes on the park.'



an increase in taxes. The additional bonding capacity is the result of lower interest rates now in effect. Governor McGreevey has made urban/suburban parks a major priority for the additional \$150 million, along with the protection of water supplies through land conservation.¹¹

Green Acres

The Green Acres Program provides open space grants and loans to municipal and county governments and grants to nonprofit land conservation organizations. Counties and municipalities can obtain grants equal to 25 percent of the purchase price as well as low interest loans based on the availability of funding, but local governments that have a dedicated source of open space funding and a state-approved open space plan can receive 50 percent grants. The Green Acres Program also offers low-interest loans (currently 2%) to communities for land acquisition and development of recreational facilities.

Green Acres Spending in Camden County

According to New Jersey DEP records, the Green Acres program helped protect 140 acres in Camden County between May 1, 1997 and June 30, 2002. The Green Acres program provided \$2.7 million in funding — \$1.6 million in grants and \$1 million in loans. In total, the program provided \$200 million in funding over that period (\$96m grants, \$104m loans).

State Green Acres grants or loans were made to both Camden County and the City of Camden, as well as to Gibbsboro Borough, Gloucester Township, Lindenwold Borough, and Voorhees Township. In 1999, the City of Camden received \$900,000 from the Green Acres program (combination loan, grant) to acquire 1.5 acres for a park expansion.¹²

State Park System Expansion in Camden County

Over a five-year period (May 1, 1997 to June 30, 2002) the state spent a total of \$191 million on state land acquisition. Of this total, \$500,000 was spent to acquire 373 acres in Camden County, with nearly all of funds directed to the Pinelands in Winslow and Waterford Townships.¹³

In July 2003, the Governor announced a new “Parks for People” initiative that will increase

grant and loan funding for local and county governments and nonprofit organizations to purchase recreational lands and develop parks in cities and older, densely developed suburban communities. These are defined as areas with populations of at least 35,000 or with population densities greater than 5,000 people per square mile.

Parks for People policy initiatives include:

- An increase in grant ratios from 50 percent to 75 percent of a project cost for park development projects in Urban Aid municipalities that are designed as a part of an overall urban redevelopment plan.
- A pilot challenge grant category to assist Urban Aid municipalities with park stewardship. Green Acres will increase Green Acres' grant portion of a project to 75 percent if the Urban Aid sponsor provides a match of 50 percent of the project cost. The city will use its remaining 25 percent to establish an endowment or purchase an annuity specifically for the newly developed park's operation, supervision, and maintenance.
- The elimination of funding caps for demolition of structures to create open space for acquisition projects in Urban Aid Municipalities. The current cap for demolition funding is 10 percent or \$100,000 of the cost of the land.
- New incentives in priority ranking for park development projects that are part of the Abbott School construction initiative.
- Greater collaboration between Green Acres and the DEP's Site Remediation Program, Office of Brownfield Reuse, conservation groups, and economic development advocates to reclaim former brownfields sites.

FEDERAL FUNDING OPTIONS

Brownfields Funding

The Brownfields Revitalization Act of 2002 authorizes \$200 million per year (through fiscal year 2006) for grants to states, local governments and quasi-public redevelopment authorities. The money, which is administered by the Environmental Protection Agency (EPA), can be used for site assessment grants (typically up to \$200,000 per grant) and grants for cleanup of up to \$200,000 to governments and non-profits. The direct



All across the country, and in Camden, city parks are playing a role in neighborhood revitalization plans.

cleanup grants require a 20% match, including in-kind support. Grants of up to \$1 million may also be made to capitalize cleanup revolving loan funds.¹⁴

As stated earlier, in June 2003, the New Jersey Department of Environmental Protection (DEP) was awarded a \$200,000 federal grant to conduct an assessment of the Harrison Street municipal landfill in the Cramer Hill Neighborhood of City of Camden.

EPA has also selected the New Jersey Economic Development Authority to receive a \$2 million brownfields revolving loan fund grant. This grant will be used to capitalize a revolving loan fund that will provide loans and sub grants for brownfields cleanup in 11 “distressed” communities in New Jersey including Camden.¹⁵

A few years ago, EPA amended its rules for planning grants to favor brownfields to parks proposals, and in the Brownfields Revitalization Act of 2002, public parks and other community development projects were targeted for grants instead of loans. Examples showing how other cities are leveraging remediation with greenspace and restoration strategies are shown in Appendix E.

U.S. Army Corps of Engineers

The Corps plays a major role in helping cities address flooding issues that threaten their health

and safety. In recent years, the U.S. Army Corps of Engineers (USACE) has increasingly sought to incorporate recreational resources into its flood control efforts. In Camden, the Corps is currently preparing alternatives for the Farnham Park wetland restoration with federal funding of at least \$1 million expected. The projects led by USACE are driven by the support of the local Congressional delegation.

In New Jersey, the Corps is actively engaged in a

restoration effort on the Passaic River in Newark in partnership with the EPA, and championed by the bi-partisan leadership of Representatives Menendez, Frelinghuysen and Pascrell. In the river's flood-prone midsection, the federal government is planning to buy more than 5,000 acres of wetlands that might otherwise yield more development, and more tainted runoff. In downtown Newark, the Army Corps is halfway through construction of a two-mile waterfront promenade.¹⁶

Other federal programs include transportation funding, as well as the Urban Park Restoration And Recovery (UPARR) Fund, which are both highlighted in Appendix E as additional options. Camden previously received transportation funding for the Kaighn Avenue portion of the greenway (from Route 130 to Farnham Park) that is now under design. In the case of UPARR, since the program's inception, Camden has received approximately \$1.6 million for a variety of projects. In 2002, Camden received \$365,000 for 9 projects, and in 2001 Camden received \$203,000 for improvements to the pool at 8th and Thurman Streets. For the last two years Congress and the Administration has zeroed out federal funding for UPARR.

III. Recommendations

TPL's recommendations are framed around the common goals of the Ford grantees working in Camden: First, to find high-leverage demonstration projects that will connect Camden to its broader region and that can be implemented in a relatively short amount of time; and secondly, to build public sector capacity for long term sustainability regarding its operations, and specifically in this case, its parks and greenspace programs. Our recommendations are broken into four categories:

- A strategy for the public sector
- A strategy for a private partnerships
- A clean water strategy
- A project-based strategy

TPL prepared these recommendations based on our observations in Camden over a six-month period, and based on our experience working in cities across the nation. We also note that our recommendations follow many of those made in the *FutureCamden* plan. Our thoughts in some cases relate to implementation strategies for already identified community-based goals. TPL's skills and expertise lie in *implementation* of greenspace goals with an eye toward necessary funding and real estate strategies to implement goals.

We share our recommendations with the Ford Foundation, city and county stakeholders and local advocates as our suggestions for strengthening the city's commitment to parks and greenspace initiatives. We welcome the opportunity for community dialogue as we disseminate and share this report broadly.

A PUBLIC SECTOR STRATEGY

A City-County partnership. Key to improving Camden's parks is a well-articulated partnership between Camden City and Camden County. The current situation is too undefined and leaves the City vulnerable to County operational changes. A formalized partnership should be the first step for Camden City as it prepares a strategy for parks as part of an economic recovery plan. The partnership should first clearly outline park management

responsibilities and schedules of all involved agencies. Secondly, a strategic look at land ownership and management could also serve in assisting the City with managing its parks better, and in creating a joint implementation plan for Camden City Greenways and the County's greenway plans.

An interesting parallel can be found in Southern California, where a partnership between Los Angeles County, Los Angeles City and 12 other cities has raised tens of millions of dollars of public funding to restore and create public access to the Los Angeles River. The County has taken the lead in this greenway project with its 1996 Master Plan calling for a continuous tree-lined and paved bikeway atop the river's banks for 51 miles from its headwaters to its mouth. The County, in partnership with the 13 cities along the river and a variety of environmental and community-based organizations, has leveraged not only funding but

Volunteer leaders in each neighborhood have taken responsibility for gardens, park programs and in some cases, park maintenance.



a countywide constituency that sees a healthy publicly-accessible river as key to the county's future.

TPL has begun discussions with Camden City and Camden County staff and elected officials regarding alternatives for a stronger Camden City-County partnership, including a role for Camden County in the implementation of Camden City Greenways. Camden County is also considering a new financing initiative that could provide additional funding for parks operation and maintenance and thereby allow the County to take a leadership role in completing the Cooper River greenway portion of the larger, River-to-Bay greenway across the state. There is much good will and interest in a parks partnership and we are encouraged about the progress that this new working group is making. Separately the city and county are also moving toward an agreement regarding conveyance of county-managed city parks back to the city.

A partnership between the city and county regarding the region's natural resources including the Cooper River and Newton Creek in the city, could strengthen the various uncoordinated efforts now occurring around the river — from small restoration projects to land acquisition to brownfield remediation to park maintenance — and turn them into a focused effort to take advantage of interest the public is showing in parks and greenways with its volunteer muscle, voting records and visitation levels.

A Camden City Parks Department. In order for Camden to be a strong partner, all Camden city park functions — planning, maintenance, programming and capital expenditures — should be recombined into one single division. The fragmentation of these duties is highly deleterious to a successful system and limits the ability of the city to create and run a park system that provides not only recreation amenities but acts to shape and leverage redevelopment and revitalization. There needs to be a stronger effort to raise the current level of coordination and collaboration to create a working group with an understanding and goals for a citywide park system; with fragmentation, it is hard to advocate a vision for the parks system.

Park system planning should be carried out in

the context of city-wide planning, since the value of a park system extends beyond the boundaries of the parks themselves. It is important to remember that the excellent city park system is a form of “natural infrastructure” that provides many goods for the city as a whole, including cleaner air, cleaner water, reduced health costs; improved learning opportunities from “outdoor classrooms”; increased urban tourism; increased business vitality based on employer and employee attraction to quality parks; and natural beauty and respite from traffic and noise. While each individual factor may be too diffuse to measure, taken collectively good parks have been shown to increase the property value of residences up to a radius of about two-fifths of a mile. The sophisticated park agency regularly collects financial data (or contracts with a university or other entity) in order to (a) know which of its parks are positively impacting the surrounding neighborhood and (b) inform the media, the tourism and real estate industries, and even the mayor's office at budget time.

TPL further recommends that the city consider hiring a parks consultant with experience in private-public partnerships who could assist the Bureau of Parks in leveraging Camden's limited resources with partnerships.

A Parks Masterplan. To be successful, a city park system needs a master plan. A plan is more than an “intention,” and it is more than a series of capital improvement projects. It is a document built upon a process, demonstrating a path of achievement, and expressing a final outcome. The agency should have a robust, formalized community involvement mechanism and, at the least, the following elements:

- an inventory of natural, recreational, historical and cultural resources
- a needs analysis
- an analysis of connectivity and gaps
- an analysis of the agency's ability to carry out its mandate
- an implementation strategy (with dates), including a description of the roles of other park and recreation providers
- a budget for both capital and operating expenses
- a mechanism for annual evaluation of the plan



Parks and greenspace can help with flood control and maintaining good water quality.

While most park agencies have plans, too often they never reach fruition because key elements are trumped by other agencies or private interests. Any park plan (and its implementation strategy) should be coordinated with plans for neighborhoods, housing, tourism, transportation, water management, economic development, education and health, among other factors. As confirmation of its involvement with the community, the parks department should have formal relationships with non-profit conservation and service-provider organizations. These arrangements may or may not involve the exchange of money, but they should be explicitly written down and signed, with clear expectations, accountability and a time limit which requires regular renewal. Having formal relationships not only enables a higher level of service through public-private partnership, it also provides the agency with stronger private-sector political support if and when that is needed.

Camden City should prepare a final greenway plan for the city that links waterways, parks and schools and acts as “green backbone” for the city as it plans for redevelopment, new schools and

neighborhood housing. Parks and open space can be key leverage in attracting redevelopment interest and making neighborhoods more livable. The City understands explicitly, that parks can help to market the city. A finished greenway plan will be a tool to use for guiding any new investments and making them work in concert with proposed greenways.

A Parks and Environment Commission. A city park system needs a constituency and it needs to provide a voice for that constituency that allows a citizen-based role in parks policy and funding decisions. Though the city has — willingly or unwillingly — deferred to private partners in its parks, there is no formal way for private citizens to have a role in park affairs. (The city does maintain an adopt-a-parks program but this pertains to individual park maintenance and programming.) Most cities have an appointed parks commission, advisory council, or parks foundation. TPL interviews with residents in the city who care about parks suggest there is strong interest in more participation, not less, if the city would reach out to them.

A STRATEGY FOR PRIVATE PARTNERSHIPS

A City-wide Parks and Greenspace Alliance. TPL sees a need to thread together various neighborhood-based parks initiatives into an alliance that could more effectively advocate for public parks and greenspace. Across the nation, parks partnerships are invaluable in supporting city parks budgets, raising private funds to match, and encouraging the kind of constituency that can assure a city-wide sustained commitment to capital and operational goals. Currently there are three city-based environmental organizations that work broadly in the city: South Camden Citizens in Action, the Camden Community Recovery Coalition, and Camden Greenways, Inc. (CGI).

South Camden Citizens in Action is concerned primarily with environmental justice issues in the Waterfront South neighborhood where there are eleven major polluters concentrated in a one-mile radius. The Camden Community Recovery Coalition has been organizing residents around the city's poor water quality and lead contamination in the water at one of Camden's schools. CGI's 16-member board represents 5 neighborhoods working environmental, regulatory and land conservation goals toward implementing the

Bountiful vegetables from community gardens are often shared with neighbors.



greenway plan.

Though a number of neighborhood-based organizations are working on environmental issues, none but CGI has its focus on parks. In recent years, CGI has become “home” to many parks-related issues in the city — especially those along the river and creek corridors; and it has increasingly been successful in convening city, county, and state staff to leverage long-standing plans for city greenways. Broader attendance at recent meetings is helping to develop new leadership and parks initiatives such as the urban forest in Reverend Evers Park.

A number of other neighborhood organizations exist which play a role in their neighborhood parks: Parkside Business and Community in Partnership; the Morgan Village Community Council; Save Our Waterfront in North Camden; Cramer Hill Neighborhood Advisory Board; Newton Creek Civic Association; and, United Neighbors of Whitman Park. Parkside and Morgan Village are represented on the Camden Greenways, Inc. board. Morgan Village has a number of residents volunteering on the Reverend Evers Park master-plan.

Three separate neighborhood organizations have signed partnership agreements with the Parks Bureau to help with management of the 7th and Clinton Park, 8th and Van Hook, and Whitman Park — but the city no longer has the resources to support these partnerships and has

yet to co-sign the agreements. It is also unclear where this kind of partnership program falls within the re-organized city departments.

In addition, the County has interest in reviving a once active “friends of the parks;” in the interest of linking city-county parks planning and operations, a new network of city-based and county-based park interests, perhaps based on the goals of a countywide greenway, may help the city and county further leverage private, state and federal resources for its parks.

Across the river in Philadelphia, Philadelphia Green, a program of the Pennsylvania Horticultural Society, remains one of the best models in the country for a city-wide greenspace coalition. Privately funded, Philadelphia Green works in partnership with neighborhood groups, private contractors and city staff on parks maintenance, community gardens, city greening projects and citywide greenspace strategies. Most recently, the organization has contracted with the city to provide maintenance services in city parks. The proximity of such a successful and well-established parks advocate suggests there may be a role for Philadelphia Green in mentoring a similar organization in Camden.

A Community Gardens Program. While many of Camden’s parks have some private and public resources, community gardens remain a largely grassroots-driven effort with limited support from the Camden City Garden Club (CCGC). TPL has worked on community gardening efforts around the nation from New York to Minneapolis to Denver to Oakland for many years. We understand the value of these gardening programs to help organize neighbors around simple projects — cleaning up and improving the look of blocks — while giving residents confidence and increasing their capacity for larger neighborhood initiatives. Camden City staff appear to support the idea of gardens as part of a parks and greenspace strategy but no support for this program currently exists.

The City and community-based partnerships like CCGC should be focused on a vision for a larger more sustainable program that could serve citizens citywide. There is great potential to develop community gardens in Camden, along with strong interest by residents. What is required is more aggressive outreach coupled with a technical

assistance provider to help get people started, including offering resources for block level education, land security, soil testing, equipment to prepare the soil, low cost materials for planting, and standards for running and operating a community garden. Much has already come out of the efforts of small groups of dedicated people to create beautiful oases in the city. On a tour with CCGC members one day, TPL staff saw 7 gardens run by residents who ranged in age from 16 to 81, and which provided the most amazing array of fruits and vegetables on a July visit.

The neighborhood revitalization role that a strong community gardening program could play should not be overlooked as part of a citywide greenspace strategy. The growth of a neighborhood-based gardening program should remain a priority for the city as a solid tool for neighborhood outreach and development efforts.

A CLEAN WATER STRATEGY

A Stormwater Management Plan. TPL proposes that Camden think more creatively about linking parks and greenway development to natural resource management. In particular, lands along creeks and rivers, and small patches of urban forests, can have a positive impact on water treatment and flooding issues.

Across the nation, as older industrial cities are making their comeback they’re doing it with the best new environmental restoration technologies available. In 2000, the City of Chicago announced the “Calumet Initiative” to revitalize the Calumet area economically and ecologically. A long list of partners including the city’s Department of the Environment, EPA, the U.S. Forest Service, and 15 other governmental partners, in collaboration with residents and local environmental organizations have been working on a clean up and restoration plan for the area. Project plans include restoring the original “sheet flow” water pattern to address stormwater management, addressing soil contamination with bio-remediation, and restoring wetlands — an effort which is already attracting huge numbers of migratory birds. Low impact development is also a goal of the project and the area is attracting new industry interested in green buildings. Ford Motor Company is constructing a new supplier plant that will drastically

reduce stormwater runoff and it has committed \$6 million to help build and provide programming at a new nearby environmental center. Mayor Daley recognizes that “good environmental management is good for business.”

In 2004, the New Jersey State Department of Environmental Protection (DEP) is expected to issue new rules regarding stormwater management that Camden will need to implement. Leveraging the use of the city’s riparian buffers and public parklands along the creeks could make the plan easier to implement and more cost-effective.

A Wellhead Protection Strategy

The primary drinking water source for the City of Camden and the area around the Cooper River is the Potomac-Raritan-Magothy aquifer. The State Department of Environmental Protection (DEP) is currently working on source water protection and wellhead protection strategies that will provide guidance on pollution prevention for drinking water sources.

Aquifers, such as the Potomac-Raritan-Magothy, are recharged with water that percolates through land and refills the groundwater flow. It is within the “wellhead protection area” that land uses which introduce pollutants are most likely to contaminate drinking water sources. One water treatment plant is in the city — on Park Boulevard; another is in Pennsauken. Five wells are located in the city.

Land use controls and protections, including land conservation and restoration, are key tools for restoring and protecting wellhead areas. DEP’s new wellhead protection maps and source water protection assessments to be released in 2003-04 can provide the data that Camden needs to outline a drinking water protection strategy using land use tools such as greenspace protection, that can reduce treatment costs and challenges.

As important, a source water protection strategy can also address water quantity issues — a challenge for Camden as groundwater levels diminish.

A Stewardship Exchange

As Camden moves to address its clean water challenges — both drinking water and stormwater — the challenge is to devise a plan that is both targeted and implementable, based on local circumstances. In particular, TPL advocates a team approach to clean water issues — one that takes

advantage of substantial local expertise and national experience. TPL has devised a program — Stewardship Exchange — that it is using in other communities to develop and sustain local interest in clean water planning, and to get to feasible implementation as quickly as possible.

A Stewardship Exchange is an innovative way of moving local stakeholders from analysis and planning around clean water issues to implementation of protection strategies. The Stewardship Exchange (SE) is a one-week event based on a partnership of outside expertise and local community stakeholders (a range of land and water experts, residents, elected officials and other interested parties). The SE team consists of four or five volunteer professionals from outside the community, with training and expertise to match the needs and interests of community participants. They spend a full week in the community they’re serving participating in briefings and presentations with a wide variety of stakeholders and interested citizens; taking study tours that highlight key features, challenges and opportunities in the target watershed; and, participating in focus groups, roundtable discussions, public events and community activities germane to the project.

At the end of their week, the SE team works to generate recommendations for a clean water action strategy, based on their experience and expertise, that will fit the local circumstances. Local stakeholders can use the recommendations of the SE team to create an implementation plan using those recommendations most likely to succeed and meet their challenges. The types of issues that TPL has seen addressed by SE teams include interjurisdictional coordination, financing, water quality monitoring, stormwater management, drinking water protection, community forestry, and public education.

A diverse group of stakeholders with a strong sense of local needs and challenges can truly be enabled by targeted analysis and some outside expertise that can help shape a plan with lessons and best practices from similar efforts. A clean water plan that links greenspace efforts like parks, greenways and urban forestry to water quality can provide multiple recreation and human and environmental health benefits. We propose that the city convene a task force of parks, planning and utility staff to work in partnership with the Camden County Municipal Utility Authority and Camden

County on a clean water plan that could have multiple benefits for the city.

A PROJECT-BASED STRATEGY

One way to realize new operational goals for Camden parks is to put them in place through new projects on the ground. TPL proposes integrating a parks strategy with other community redevelopment plans in a set of target neighborhoods. The City's Economic Recovery Plan identifies target neighborhoods for reinvestment in its recommendations; City Parks identified target parks in its capital improvements plan; the School Board is targeting new schools investment; and, private housing and community developers are targeting neighborhoods for new housing. TPL is also conducting GIS analysis with parcel and census data to prioritize those places of need where other activities can be synergized with park development. Such a place-based strategy can help in testing and meeting city park goals:

- A more formal parks relationship between the city and county
- An alliance of neighborhood-based park interests
- The creation of a funding 'quilt' that can blend and leverage available funding
- A parks strategy that can enhance water quality
- A parks strategy that can leverage neighborhood investment in schools, housing

We also see the value of a team approach in this work, once again trying to coordinate various park, school and environmental functions around place-based objectives. Based on our current observations we see opportunities with at least four city parks in each of the city's three neighborhood planning districts:

Farnham Park/Cooper River Greenway in Parkside.

The 1925 Cooper River Parkway Plan, revived in 1980, and revisited again in 1997, is a bold vision for Camden, proposing to use the river as the green backbone for a city park system. Portions of the vision have come to fruition, primarily in the County or with County assistance, but the bulk of the hard work of assembling small parcels is yet to be accomplished.

TPL sees the implementation of the greenway



Park maintenance has suffered in recent years as the city budget for parks has decreased.

plan, in particular the Cooper River Greenway, as key to making greenspace and parks work for Camden's revitalization, opening up additional waterfront for neighborhood access and allowing a greater focus on addressing the city's water quality issues as well. The Cooper River runs near 5 existing city parks: Pyne Point Park, Cornelius Martin Park, New Camden Park, Hess Park, and Farnham Park; and it runs through four neighborhoods: North Camden, Cramer Hill, Parkside, and East Camden. The Delaware Valley Regional Planning Commission (DVRPC) identifies the Camden Greenways Project as a high priority in the county open space plan and the last link in the River to Bay Greenway.

Farnham Park, the city's largest park at 71 acres has been co-managed by the city and county for thirty years. The collapsed dam on the Cooper River has flooded a portion of the park and restoration plans for the park have yet to be agreed upon. Farnham Park is a key resource for the city — its Central Park — and should play a key role in revitalization of the neighborhood as well as the city.

Much has been accomplished in the county

along the Cooper River corridor; progress is held up on the city side of the river by the lack of a willing public buyer, the prospect of site contamination, and the challenge of land assemblage of multiple parcels to take the greenway to the mouth of the Cooper River. We think this may be changing with some interest by the city, county and state in a cooperative effort to galvanize this project.

The County's role in particular is key since they manage the existing greenway outside the city, and they could benefit as well from a greenway partnership. Preliminary conversations with city, state, and county agency staff have identified strategies that could enable a city-county partnership to complete the greenway.

Urban-suburban greenway links are one of the most attractive and successful ways to create powerful regional citizen advocacy for parks and the environment. TPL is currently working in more than a dozen cities around the nation from Los Angeles to Chicago to Providence to Miami on greenways that link park-underserved neighborhoods with regional parks and recreational resources. Focusing on a river corridor or watershed also has the advantage of creating a scope large enough to address not only the needs of people but of the environment.

Reverend Evers Park in Morgan Village. Residents in the Morgan Village neighborhood with the help of Councilman Michael McGuire have begun a masterplanning process to address recreation facility needs and community goals for the existing Reverend Evers Park and the Morgan Village community. The park, which totals over 45 acres, is primarily owned by Camden County with a small section owned by the Camden Board of Education.

The draft masterplan has identified a series of facility upgrades as well as community garden improvements (Reverend Evers Park has some of the longest standing community gardens in the city, now over 20 years old.), and a proposal for an urban forest. The proposed forest is envisioned for nature trails, environmental education in conjunction with local schools, and as a buffer to address water quality challenges in Newton Creek.

TPL sees this resident-led effort to make the

park a focus for the neighborhood as a prime opportunity to test how parks can be the meeting ground for community connections, environmental restoration and more diverse recreational facilities. City and County participation in the operation of the park and the masterplanning process has thus far been key to devising a feasible implementation strategy.

Dudley Grange Park in Rosedale/Dudley. Dudley Grange Park, at almost 21 acres, serves one of the highest populations of youth in the city. Total population served (within a ¼ mile of the park) is 6180, with over 30% of this group under the age of 14. Dudley Grange offers less than 3 acres of park space per thousand residents within a quarter mile buffer, when national standards are 10 acres per thousand residents.

Dudley Grange is also in the center of some new school and housing investments which will serve to place greater demand on the park. One corner of the park is the designated location for a new neighborhood school; a replacement parcel is planned for 28th and Pleasant Streets, with a proposed greenway along the former Rosedale Trolley line.

In conjunction with plans for new housing and schools, TPL believes that further parcel analysis will show opportunities for badly needed park additions in this neighborhood. Possible connections to nearby Von Neida Park and a link to the proposed waterfront greenway on the Harrison Street parcel will provide some opportunities.

Lanning Square. Lanning Square has seen two park improvement projects in the last year, at 7th and Clinton, and at 4th and Washington. This neighborhood is also the closest residential neighborhood to the central business district. A greenspace strategy that can revitalize the parks and make key waterfront links will continue to make this an attractive location as new and rehabbed housing projects increase. For example, the proposed greening of Mickle Boulevard could be an asset in redevelopment and also provide a physical link to the Delaware and Cooper River waterfronts. Lanning Square is also home to a substantial number of vacant lots — a parcel analysis here will be able to show opportunities for converting lots to parks and gardens and to growing existing parks.

Conclusion



Recreational and staffed programs can give residents a sense of safety when visiting parks.

The City of Camden, with fewer than 100,000 residents — a majority with good access to existing city parks — has very manageable challenges for parks. Assets and opportunities are good, even as many of the parks appear to languish for lack of attention. The greatest challenge is the need for more creative thinking regarding the social, environmental and economic values of city greenspace. With a better understanding of the value of a good park system will come more vision; with more vision and better organization will come the ability to better leverage assets — not the least of which are Camden residents, themselves. An energetic and vigorous relationship with residents and park users can bring a new level of park

management and programs.

But even a great parks and greenspace plan won't begin to inspire and produce the kinds of results that neighborhood residents expect without an implementation strategy. TPL proposes, as a next step, that an implementation strategy be devised that can turn priority recommendations into projects and programs. We look forward to continued discussions with city, county and neighborhood stakeholders to make Camden a leader in urban parks and greenspace strategies.

APPENDIX A

LIST OF INTERVIEWS WITH CAMDEN STAKEHOLDERS

Randy Primas, Chief Operating Officer
Ayo Ayorinde, Bureau of Parks Director
Fred Martin, Department of Planning
Dwaine Williams, Department of Planning
Richard Harris, Senator Walter Rand Institute for
Public Affairs at Rutgers
Richard Brown, DRPA
Jeremy Nowak, The Reinvestment Fund
Graciela Cavicchia, The Reinvestment Fund
Fred Stine, Delaware Riverkeeper
Tom Schraudenbach, Vice President, The Delta Group,
landscape architects
William Spearman, Coopers Ferry Development
Association
Patricia Elkis, Manager, Environmental Planning,
Delaware River Valley Regional Planning Council
Suzanne McCarthy, Environmental Planning, DRVRPC
Jack Sworaski, Open Space and Farmland Preservation,
Camden County
Joel Faulk, Camden County Improvement Authority
Caren Fishman, Camden County Department of Parks
Bart Mueller, Director (former), Camden County
Department of Parks
Nick Laurito, Director (current), Camden County
Department of Parks
Michael Devlin, Camden Children's Garden
Valeria Frick, Camden Children's Garden
Gladis Zambrana, Board of Directors, Camden
Children's Garden
Marge Dellavecchia, Chief of Staff, NJ Department of
Community Affairs
John Watson, Director, Green Acres Program, NJ DEP
Mark Matsil, Assistant Secretary, DEP
Larry Baier, Director, Watershed Management, NJDEP
Phil Collins, Green Acres Program, NJDEP
Frances Hoffman, NJ Dept. of Community Affairs,
Brownfields Program Director
Judith Auer Shaw, Administrator, NJ DEP Office of
Brownfield Reuse
Colleen Kokas, NJ DEP, Office of Brownfield Reuse
Tom Knoche, President, Camden Greenways, Inc.
Algiers Holmes, resident working on Reverend
Evers Park
Carrie Magee, New Jersey Tree Foundation
Michele Byers, New Jersey Conservation Foundation
Father Jeff Putthoff, Hopeworks
Andrew Kricun, Dep. Executive Director, Camden
County Municipal Utilities Authority

APPENDIX B

ENVIRONMENTAL AND GEOGRAPHIC ATTRIBUTES IN THE CAMDEN GIS

Hydrologic Data Layers:

Flood zones
Watersheds
Streams, lakes, and ponds — both natural and
man-made
Ground Water Recharge
Wetlands

Transportation:

Primary and secondary roads
Railroads
PATCO routes and stops

Open Space:

Parks and recreation facilities — broken out for city,
county, state and federal ownership
Historic/cultural districts
Greenways — proposed and existing
Private Recreation sites
Golf Courses

Other Layers:

Schools
Public Housing Building footprints
Camden empowerment zones
Camden renewal zones
Land ownership (public, institutional, and major
private holdings) — coming via parcel data
Special environmental features, such as contaminated
sites and brownfields
Parcel data — just received from HopeWorks
Agricultural Lands

Boundary Files

2000 Census Block Groups
City Boundaries
County Boundaries
State Boundaries

Demographic Information — MAPC Inner Core Area

Population
Population Density
Age breakouts
Income breakouts
Race breakouts

APPENDIX C-1

PLAYGROUNDS PER 1000 RESIDENTS

City	Number of Playgrounds	Population	Playgrounds per 1000 Residents	Number of Residents per Playground
Cincinnati	108	331,000	0.33	3,065
Minneapolis	108	383,000	0.28	3,546
Atlanta	109	416,000	0.26	3,817
Austin	156	657,000	0.24	4,212
Jacksonville	170	736,000	0.23	4,329
Tulsa	92	393,000	0.23	4,272
Cleveland	110	478,000	0.23	4,345
Tampa	68	303,000	0.22	4,456
San Francisco	162	777,000	0.21	4,796
Baltimore	129	651,000	0.2	5,047
Kansas City, Mo.	86	442,000	0.19	5,140
Wichita	67	344,000	0.19	5,134
Chicago	504	2,896,000	0.17	5,746
Indianapolis	116	792,000	0.15	6,828
Dallas	183	1,189,000	0.15	6,497
Nashville/Davidson County	74	570,000	0.13	7,703
Houston	250	1,954,000	0.13	7,816
Arlington, Tex.	39	333,000	0.12	8,538
New York	958	8,008,000	0.12	8,359
Washington, D.C.	71	572,000	0.12	8,056
Long Beach	52	462,000	0.11	8,885
Los Angeles	372	3,695,000	0.1	9,933
Charlotte/Mecklenburg County	68	695,000	0.1	10,221
Phoenix	100	1,321,000	0.08	13,210
Camden	19	80,000	0.24	4,211
AVERAGE			0.18	6,415

APPENDIX C-2

PARKLAND AS PERCENT OF CITY AREA

(Selected High-Density Cities)

City	Area (acres)	Parkland (acres)	Percent Parkland
San Francisco	29,884	5,916	19.8%
Washington, D.C.	39,297	7,576	19.3%
New York	194,115	36,646	18.9%
Boston	30,992	5,451	17.6%
Minneapolis	35,130	5,694	16.2%
Philadelphia	86,456	10,621	12.3%
Baltimore	51,714	5,749	11.1%
Oakland	35,875	3,822	10.7%
Los Angeles	300,201	30,134	10.0%
Long Beach	32,281	2,792	8.6%
Chicago	145,362	11,676	8.0%
Newark	15,232	803	5.3%
Miami	22,830	1,138	5.0%
Camden	5,632	507	9.0%
AVERAGE			12.2%

APPENDIX C-3**ACRES OF PARKLAND PER 1000 RESIDENTS**

(Selected High Density Cities)

City	Population	Park Acres	Acres per 1000 Residents
Minneapolis	383,000	5,694	14.9
Washington, D.C.	572,000	7,576	13.2
Oakland	399,000	3,822	9.6
Boston	589,000	5,451	9.3
Baltimore	651,000	5,749	8.8
Los Angeles	3,695,000	30,134	8.2
San Francisco	777,000	5,916	7.6
Philadelphia	1,518,000	10,621	7.0
Long Beach	462,000	2,792	6.0
New York	8,008,000	36,646	4.6
Chicago	2,896,000	11,676	4.0
Miami	362,000	1,138	3.1
Newark	274,000	803	2.9
Camden	80,000	507	6.3
AVERAGE			7.5

APPENDIX D

CAMDEN GREENWAYS, INC., BOARD REPRESENTATION 2003-2004

(Approved September 19, 2003)

City of Camden – 2 representatives

Ayo Ayorinde
John Kornegay

County of Camden – 1 representative

Jack Sworaski

North Camden neighborhood – 2 representatives

Jean Kehner
Novella Hinson

Parkside neighborhood – 2 representatives

Elmer Winston
Delbert Nelson

Cramer Hill neighborhood – 2 representatives

Rev. Lee Miller
Mary Cortes – Secretary

Fairview/Morgan Village neighborhoods – 2 representatives

Sue Brennan
Algiers Holmes – Treasurer

Environmental organizations – 2 representatives

Dennis Miranda – NJ Conservation Foundation
Fred Stine – Delaware Riverkeeper

Historical preservation – 1 representative

Open Slot – Temporarily filled with Tom Knoche – President

Educational institutions – 1 representative

DeMond Miller – Rowan University
Michael Lang – Rutgers University, alternate

Chamber of Commerce/Business Community – 1 representative

John Anderson – Vice President

Other non-voting, regular attendees and resource people include the following: USDA Natural Resource and Conservation Service; Trust for Public Land; West Jersey Chapter of the Sierra Club; NJ Green Acres; USDI National Park Service; Project for Urban and Suburban Environments; NJ Green Acres; Rails to Trails Conservancy; Southern NJ Legal Services (legal counsel).

CONSERVATION FINANCE BACKGROUND

Additional Information on Local Funding Options

Camden County Open Space Preservation Trust Fund – Background

State enabling legislation (approved in 1989 and amended in 1997) permits counties and municipalities to levy an open space tax after voters approve a ballot question referred by the governing body (typically the Board of Freeholders). Voters can also petition the governing body to place a question on the ballot, if they receive the signatures of 15 percent of the registered voters from the prior general election. The ballot question may be submitted for a general or special election.

The tax may be levied within a certain range (i.e., “up to 2 cents per hundred dollars of assessed value”) and must spell out the purposes for which the funds can be allocated. The ballot question can include one or several of the following purposes: acquisition of land for conservation or recreation; development or maintenance of lands acquired for conservation or recreation; farmland preservation; historic preservation; debt service for borrowing related to these purposes. The ballot question may also specify how much of the annual levy should be allocated to a specific purpose(s). At subsequent elections, ballot questions can amend the level of the annual tax, the purposes authorized and whether allocations should be spelled out.

After approval by voters, the governing body must establish a “County or Municipal Open Space, Recreation, and Farmland and Historic Preservation Trust Fund” for the purposes of depositing the tax proceeds from the open space levy. Municipalities and counties may spend money from their Trust Funds for the specific purposes outlined, without subsequent votes of the people at election. Counties may also make grants to municipalities and nonprofit land conservation groups. As of 2003, 20 of New Jersey’s 21 counties (including Camden County) and roughly 180 municipalities had voter-approved open space taxes. The remaining county, Hudson

County, has an open space tax measure on the ballot in November 2003.

Local Water Suppliers – Camden Water and others

As part of their efforts to provide a reliable supply of clean, safe drinking water, water utilities are taking steps to protect more land within their watersheds. According to a 1991 watershed management study conducted by the American Water Works Association (AWWA), “the most effective way to ensure the long-term protection of water supplies is through land ownership by the water supplier and its cooperative public jurisdictions.”

At the same time, the study noted that the median percentage of watershed lands owned by water utilities nationwide is only 2 percent.¹⁷ These land holdings may include not only the water intake area, but also land that protects against stormwater runoff, and provides recharge for groundwater supplies. In order to increase the funds available for watershed land conservation, water utilities may incorporate dedicated fees for land acquisition as a supplement to their rate structure — as is the case in Salt Lake City. Salt Lake City established a Watershed-Water Rights Purchase Fund in 1991 financed by a 0.25 surcharge on each monthly water bill. In 2000, the City Council approved an increase in the surcharge to .50 per bill.¹⁸ Since the Fund was established, Salt Lake City has purchased 1,400 acres of watershed land. For example, in 2001, the City purchased 155 acres of watershed land in Big Cottonwood Canyon for \$2 million, including \$1.3 million from the City.¹⁹

The primary source of water for the City of Camden and the area around the Cooper River Greenway is the Potomac-Raritan-Magothy aquifer. According to a USGS study, an increase in ground water withdrawals (due to growth in demand) from the Potomac-Raritan-Magothy aquifer system has resulted in significant reductions in ground water levels. In turn, these are causing a reversal in the direction of ground water flow near pumping centers. In essence, these

pumping stations are pulling water from the Delaware River into the aquifer, leading to inferior quality water in the aquifer.²⁰

One way to protect the quality and quantity of drinking water in Camden is to protect areas of critical aquifer recharge. Efforts to expand land conservation in the county, including the creation of a Cooper River Greenway may play an important role in this ground water recharge. The Camden Water Department (operated by U.S. Water until 2019 at least), and other major local suppliers such as Merchantville-Pennsauken and Collingswood might consider whether some type of dedicated fee for watershed protection is appropriate.

The New Jersey Environmental Infrastructure Financing Program can provide very low interest loans to local water suppliers to protect important parcels of land for drinking water recharge. In Camden, with roughly 54,000 paying customers, it would be possible to pay back a \$3 million loan (5% interest for 20 years), with a cost per ratepayer of roughly \$4.50 per year. The annual debt service for this loan would be roughly \$240,000 per year. In the combined area of Camden, Pennsauken-Merchantville and Collingswood, there are 120,000 ratepayers. An \$8 million bond (5%, 20 years) would require \$640,000 in annual debt service and cost the average ratepayer \$5.34 per year.

Additional Information on State Funding Options

New Jersey Environmental Infrastructure Financing Program

The NJ Environmental Infrastructure Financing Program (EIFP) is a partnership between the NJDEP and the NJ Environmental Infrastructure Trust (Trust). The EIFP provides low-cost financing to municipal, county, and other local government units and water purveyors for the construction of wastewater, drinking water and stormwater/nonpoint source pollution management projects, including open space acquisition that provides a water quality benefit.

Borrowers finance their projects with a combination of funds (75% at zero interest from NJDEP and 25% from the Trust AAA bond proceeds). This financing provides a rate equal to 1/4 the current market rate and results in a loan structure

that reduces annual debt service significantly when compared to local financing options. The EIFP has no limit on the amount of money that a borrower can finance to acquire land. EIFP funding can be used as a local match for Green Acres land acquisition.²¹ EIFP provides relatively large loans for open space preservation projects. In 2001 a total of \$19 million was loaned to 12 applicants, or an average loan of \$1.6 million.²² In 2002, \$9.65 million was loaned to 6 applicants, again \$1.6 million on average.²³

New Jersey Bikeway Grant Program

Through the state's transportation trust fund, New Jersey provides grants to local governments for a wide range of bicycle transportation related projects. In Fiscal 2004, \$6.25 million was awarded to 39 recipients. The average grant was \$160,000, with a top grant of \$450,000. A number of projects were specifically for bikeways as part of larger greenway plans. In Camden County, there were three projects approved — one in Gibbsboro Borough, one in Somerdale Borough and one in Voorhees Township.²⁴

Delaware River Port Authority

The Delaware River Port Authority (DRPA) is a regional transportation and economic development agency serving Southeastern Pennsylvania and Southern New Jersey. DRPA owns and operates four major toll bridges, runs the PATCO Speedline, the RiverLink Ferry, the World Trade Center of Greater Philadelphia and the Philadelphia Cruise Terminal. A major focus of DRPA's economic development efforts has been the revitalization of the Philadelphia-Camden Waterfront. In May 2002, DRPA opened Millennium Park, providing new waterfront access in Camden.²⁵

Given its interest in helping facilitate revitalization of the waterfront in Camden and its experience with Millennium Park, DRPA is well situated to make additional investments in parks and open space in Camden. The key question is whether additional park and open space improvements in Camden will be seen as important priorities, in light of many competing capital projects and tight finances at DRPA.

DRPA is operating with constrained finances, with toll revenues (68% of total revenues) flat in 2002 and investment income (17% of total rev-

venues) down ten percent. DRPA is in the midst of a major capital program, with a focus on bridge improvements and a major renovation of its PATCO Speedline. To finance capital investments, DRPA has the ability to issue bonds (non-voted) backed by toll revenues and other general operating revenues. It currently has roughly \$1.3 billion in outstanding debt, and devotes roughly 28 percent of its annual revenues to debt service. The last time DRPA issued bonds was in 2001, with that issue receiving a BBB- rating (second tier) from Standard and Poor's. Bridge tolls and PATCO fares did not increase in 2003 and there has been no indication that they will rise in the immediate future. As a result, DRPA is not expected to have a marked increase in revenue that would allow ambitious new investments.

Additional Information on Federal Funding Options

Brownfields to Parks Examples

Trenton, New Jersey: The Assunpink Creek area is home to a number of brownfield sites located in a natural floodplain area, which is subject to significant flooding incidents. In order to address these flooding issues, this project will eliminate existing impervious surfaces along the water's edge. In order to restore and revitalize the creek area, Trenton is planning a 99-acre urban park and greenway that will include several baseball and soccer fields, playgrounds, picnic areas, tennis and basketball courts, and an 18-hole chip and putt golf course. This project will also provide connections to existing parks.²⁶

As the project moves from the conceptual phase to reality, the City is beginning to assemble the necessary funding sources. In June 2003, the Environmental Protection Agency provided a \$1.2 million grant for several brownfields cleanup projects in the city. One of these projects was the remediation of a 40-acre abandoned freight yard that lies in the floodplain of the Assunpink Creek, and is a key part in the Assunpink revitalization area.²⁷

Providence, Rhode Island: In Providence, an effort is underway to create a new 4.4-mile greenway along the neglected Woonasquatucket River. The Woonasquatucket River Green-

way Project involves the cleanup of several brownfields sites and the restoration of two abandoned parks. The Greenway project received \$400,000 initially for environmental assessments and staff assistance. In addition, the U.S. Department of Transportation's TEA-21 Transportation Enhancements Program provided an additional \$3.1 million for creation of a bike path that was matched by \$800,000 from the state transportation department. The City of Providence passed a \$2.9 million bond measure for the project, with additional \$1 million in funding from the Rhode Island Department of Environmental Management.²⁸

The U.S. Army Corps of Engineers

As illustrated by the example from Dallas listed below, USACE projects have the ability to dramatically transform an area. Whether the Army Corps has a significant role to play on the Cooper River will depend upon the City's participation and input regarding how the wetlands restoration effort can also address public access and known site contamination, as well as the level of political support by local Congressmen.

Trinity River Greenway in Dallas, Texas: In Dallas, Texas, an ambitious effort is underway to transform the area along the Trinity River Corridor into a vibrant natural resource that provides open space, wildlife habitat and recreational trails, in close proximity to downtown Dallas. Flood control is a primary motivator for this project since repeated flood incidents have ravaged this area in the past. Towards that end, the U.S. Army Corps of Engineers will be constructing a flood control project, including several levees and a chain of wetlands, as well as recreational amenities.

The project also includes the creation of parks and trails along the Trinity River, as well as the acquisition of the 2,700-acre Great Trinity Forest along the Trinity River. Funding for the project will come from a range of sources, with Dallas voters providing roughly \$250 million through voter approval of a May 1998 bond. State and federal funds total an additional \$1 billion, with the Army Corps of Engineers a primary source of funding, along with the Texas Department of Transportation.²⁹

Department of Transportation – Transportation Enhancements Program

Every six years, the Congress authors a transportation authorization bill, which includes funding for a wide range of projects, including highways, public transportation and so-called “transportation enhancements.” The current transportation bill (TEA-21) allocates 10% of total funds for enhancement projects to be used on average over the six-year life of the bill, not year to year. These enhancement projects include rails to trails programs, land acquisition, water pollution mitigation and scenic beautification. All projects must be related, in some way, to transportation.

In each state, regional coordinators recommend projects to be approved at the state level. The federal government provides 80% of the funds and the municipalities need to contribute a 20% match. The federal government gives final approval to the projects and distributes the funds directly to the municipalities or non-profits. It is estimated that the Transportation Enhancements program has helped build nearly 8,000 bicycle and trails projects across the country, and has been the source of more than \$1.5 billion in federal funds going to bike and pedestrian projects since 1991.

In fiscal 2003, New Jersey awarded \$12.3 million to 33 applicants, or an average of roughly \$400,000 per grant. While the majority of grants were awarded for streetscape improvements, there were a few grants awarded for the creation of walking/cycling trails on park land. For example, South River Borough in Middlesex County received \$1 million for a pedestrian walkway/bike path and riverfront access project. Belmar Borough in Monmouth County received \$575,000 for the Belmar Marina Walkway and \$200,000 for Prospect Park in Prospect Park Borough (Passaic County).³⁰

TEA-21’s authorization was set to expire September 30, 2003, with the Congress drafting a new authorization bill entitled SAFETEA. Unlike TEA-21, this newly proposed bill included no funding for transportation enhancements. With the authorization deadline looming, Congress extended TEA-21 until the end of February 2004, with enhancements funding remaining unchanged from 2003.³¹ Although the transportation enhancements program has been a significant

source of funding for greenways historically, it remains to be seen whether Congress will continue funding this program in the next transportation authorization bill.

Urban Park and Recreation Recovery Program

The Urban Park and Recreation Recovery Program (UPARR) was developed as the urban component to the Land and Water Conservation Fund in 1978. UPARR grants are given to eligible cities and counties and are meant to assist disadvantaged areas. The grants fund rehabilitation and planning for recreational services in urban areas. From the program’s inception in 1978 to 2002, the program has distributed approximately \$259 million. In fiscal 2002, UPARR provided \$28.9 million to 71 cities and counties. In fiscal 2003 and 2004, there has been no funding for UPARR.

Since the program’s inception, Camden has received approximately \$1.6 million for a variety of projects. In 2002, Camden received \$365,000 for 9 projects, and in 2001 Camden received \$203,000 for improvements to the pool at 8th and Thurman Streets. Prior to 2001, Camden had not received any UPARR funding since 1983. Given the ups and downs of the UPARR program — especially its current lack of funding — it cannot be viewed as a reliable source of funding for the Cooper River Greenway. The Congressional Conference on Interior Appropriations zeroed out funding for UPARR in 2004.

APPENDIX F

LIST OF REPORTS REVIEWED

Camden City Parks: A Strategic Plan for Sustainable Basic Maintenance, Beautification and Monitoring, Bureau of Parks, October 2002.

DVRPC draft Camden County Open Space Plan, August 2003.

FutureCamden, City of Camden Masterplan, Lenaz, Mueller & Associates, et.al., 2002.

Camden Hub Strategic Plan (Rutgers and Camden County), March 2003.

Economic Recovery Board Strategic Revitalization Plan, June 20, 2003.

Cooper River Study, The Delta Group for City of Camden, 1980.

Camden Greenways Plan, The Delta Group for City of Camden, 1997.

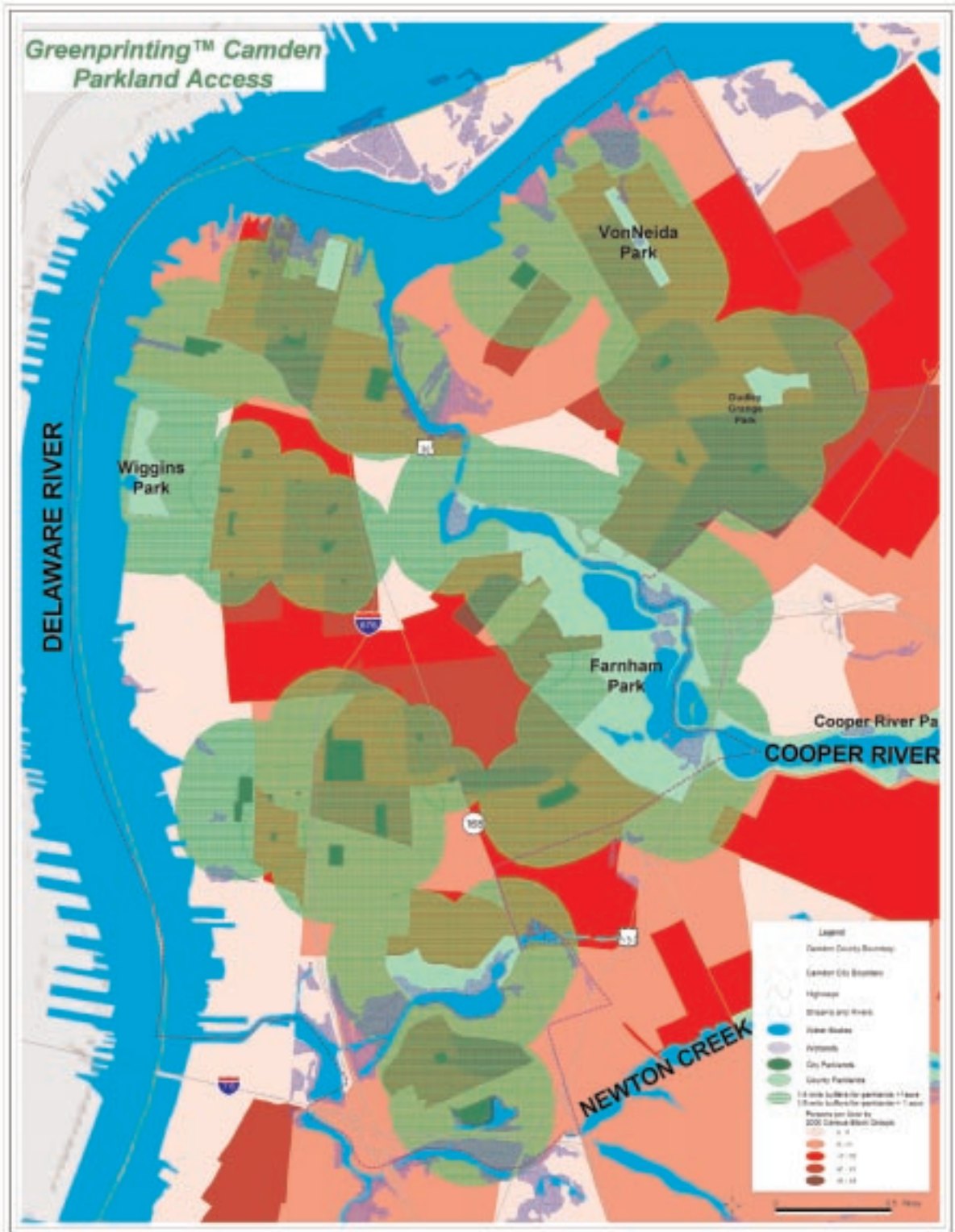
Cooper River Watershed Study and Plan, The Alaimo Group, for Camden County, 1989.

City Parks Inventory and Map, July 2002.

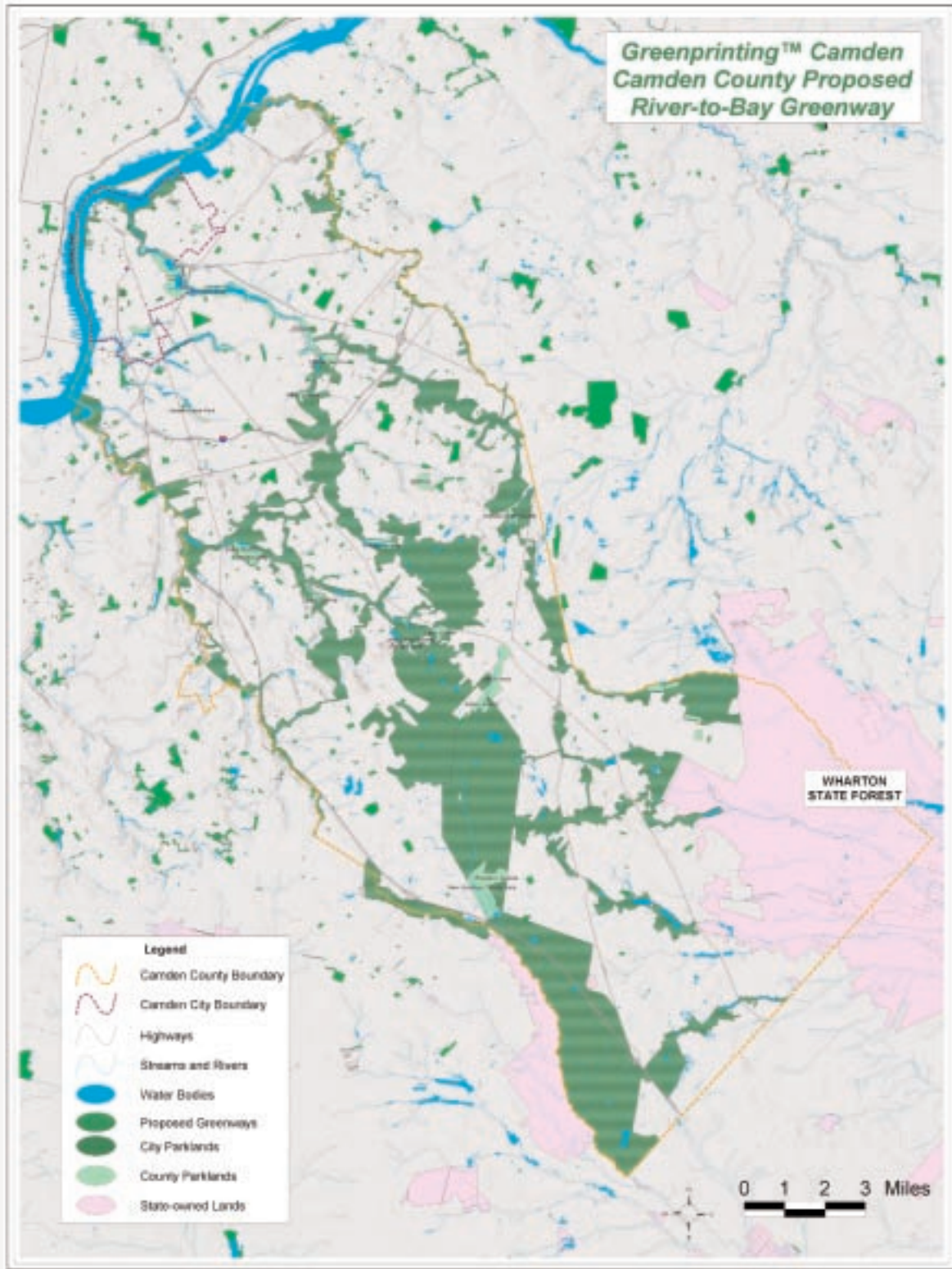
Reverend Evers Park, Master Plan, Project Report, The Delta Group for City of Camden, Summer 2003.



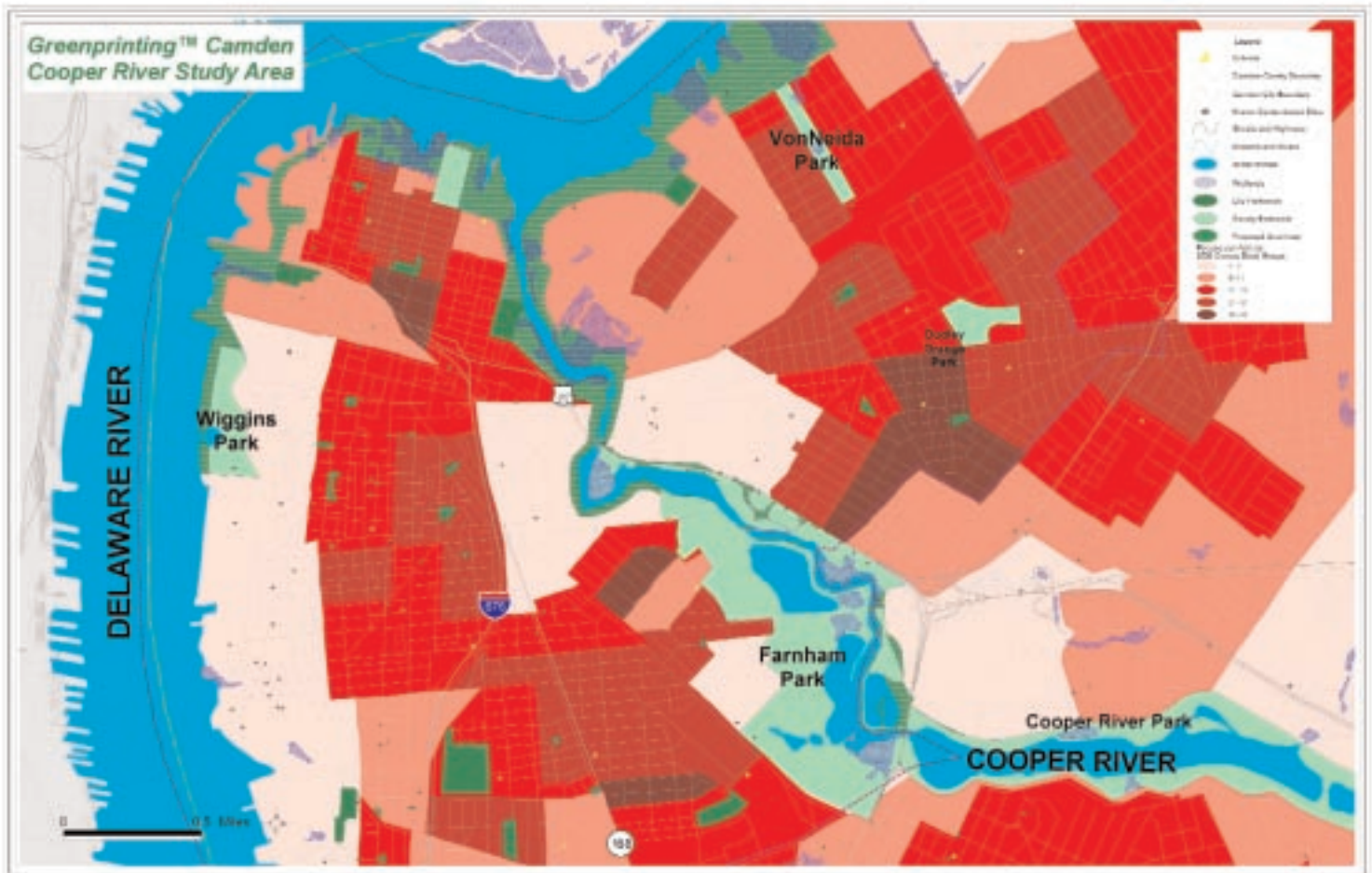
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ENDNOTES

- ¹ Harnik, Peter, "The Excellent City Park System," Trust for Public Land, 2003.
- ² <http://www.epa.gov/region02/water/aquifer/coast/coastpln.htm>
- ³ Brownfields 2003 Grant Fact Sheet: New Jersey Department of Environmental Protection, Camden, NJ
- ⁴ "EPA Awards \$2 Million to Seven States for New Brownfields Job Training Grants in Ten Communities." EPA Newsroom. May 16, 2003. www.epa.gov/newsroom/headline_051603.htm
- ⁵ City of Camden Multi-Year Recovery Plan for Fiscal Year 2001-2003, 2000.
- ⁶ City of Camden Strategic Revitalization Plan. Map SP-8. April 2003.
- ⁷ The other key areas are the Beideman area in Cramer Hill, the Rosedale/Dudley and Stockton area (in East Camden), the Lanning Square area near downtown, and the Fairview area near Newtown Creek.
- ⁸ Camden Capital Improvement and Infrastructure Master Plan. July 2003. Pages 5-1 to 5-4.
- ⁹ A CGI application on behalf of the city was made and approved but funding will not be released until transactions are negotiated and ready to go to settlement.
- ¹⁰ <http://www.co.camden.nj.us/happenings/press/openspacebonds1.html>
- ¹¹ http://www.state.nj.us/dep/nesrel/releases/03_0137.htm
- ¹² <http://www.nj.gov/dep/greenacres/localreport.pdf>
- ¹³ <http://www.nj.gov/dep/greenacres/statereport.pdf>
- ¹⁴ The Brownfields Revitalization Act of 2002: New Tools and New Opportunities for Reuse. Charles Bartsch, Northeast-Midwest Institute.
- ¹⁵ Brownfields 2003 Grant Fact Sheet: New Jersey Economic Development Authority.
- ¹⁶ "Hoping Egrets Replace Pollutants as River Undergoes Intensive Care." The New York Times. Andrew Jacobs. July 22, 2002.
- ¹⁷ "Protecting the Source: How Land Conservation Safeguards Drinking Water." The Trust for Public Land. Richard M. Stapleton. June 30, 1997.
- ¹⁸ www.ci.slc.ut.us/utilities/news/05042001
- ¹⁹ www.ci.slc.ut.us/mayor/pressreleases/willowheights
- ²⁰ <http://www.epa.gov/region02/water/aquifer/coast/coastpln.htm>
- ²¹ <http://www.state.nj.us/dep/dwq/pdf/infoworkshop03.pdf>
- ²² <http://www.nj.gov/dep/dwq/discharg/v9n3a.htm>
- ²³ New Jersey Department of Transportation Bikeway Grant Recipients for FY04.
- ²⁴ Ibid.
- ²⁵ <http://www.drpa.org/pdfs/ar2002.pdf>
- ²⁶ Trenton Brownfields Ride a Wave of Revitalization: Brownfields Success Story. U.S. EPA. December 2002.
- ²⁷ "Trenton Environmental Request Brings in \$1.2 million in Federal EPA Funds." Mayor's news release. June 20, 2003. <http://www.trentonnj.org/PDFs/06-20-03.pdf>
- ²⁸ Providence is Turning Abandoned Mills into a Greenway: Brownfields Success Story. U.S. EPA December 2002.
- ²⁹ City of Dallas, Texas, Trinity River Corridor Project. <http://www.trinityrivercorridor.org/html/faqs.html>
- ³⁰ <http://www.state.nj.us/transportation/business/localaid/EnhanceRecip.htm>
- ³¹ <http://bicyclecolo.org/site/page.cfm?PageID=350>

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