

TRENTON R/UDAT

WEST END

REGIONAL URBAN DESIGN ASSISTANCE TEAM

AMERICAN INSTITUTE OF ARCHITECTS

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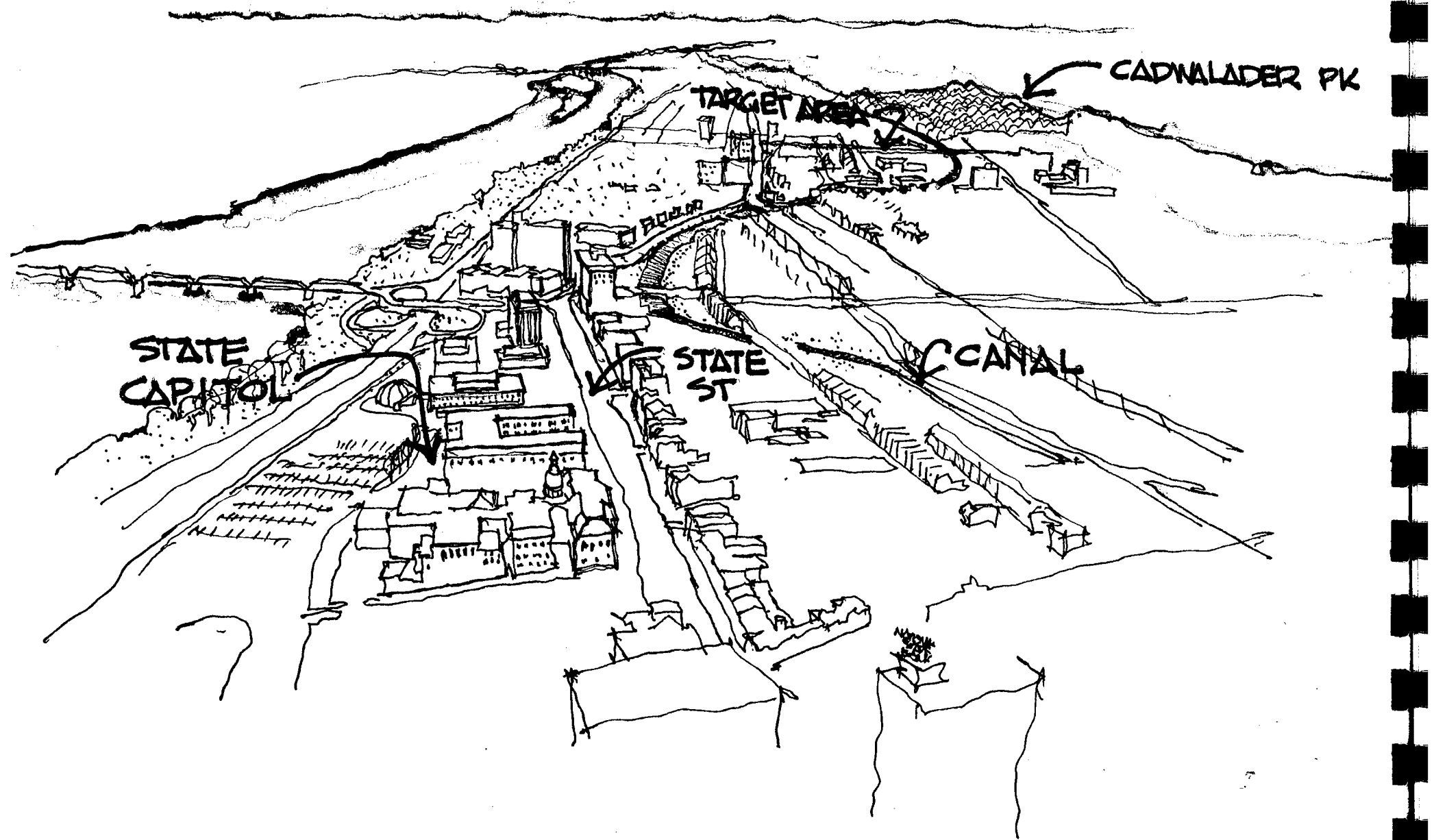
FEBRUARY 1977

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STATE
CAPITOL

TARGET AREA

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"Now if the people want XYZ, and if the city gives them something else, then the city just say's they're sorry!! Pretty plants on the street are fine, but if there is crime and nobody left in the shops behind them, you're wasting your time."

"A simple solution is an accessible organization who can steer people to the proper problem solving areas."

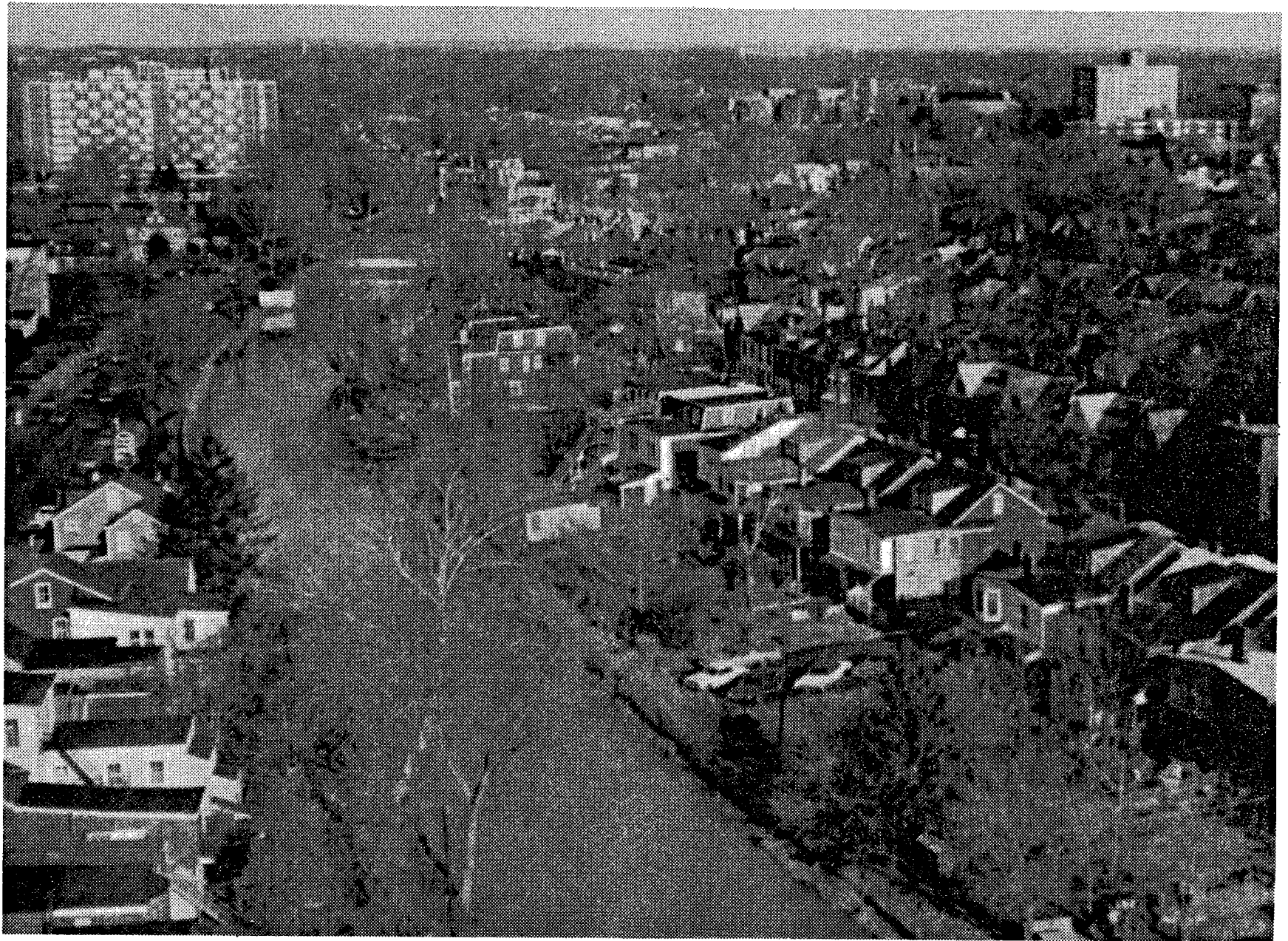
"Some people here are Christians or whatever; you are what you are, but political pressure is your base around this city."

"The West Ward is a prime example of the results of block to block red-lining, and the foreclosure statistics back this up."

"If there has been anything, it has been the consistent deflation that is destabilizing the area."

"Any woman does not find working late at night in downtown Trenton to her liking."

"That social club-disco, called the Total Experience or Ultimate Experience is on private property and the law can't touch it; why just last month adults and juveniles attended a party there for an international dope dealer, and we are without sufficient due process of law to touch them."



A short time ago the Trenton Department of Planning and Development asked the American Institute of Architects R/UDAT Program to assist with the redevelopment of a district in Trenton's West Ward known as the West End. The AIA in turn asked Columbia University's Urban Design Program to run the Project.

The original request for the study was concerned with the portion of the Delaware Raritan Canal (The D and R Canal) that passed through the district. The canal, now a neglected waterway, was recently declared a state park and as such will be developed and maintained with state funds. While this improvement could be a major benefit to the area, providing both new green space and increased police surveillance, plans for the canal can only be implemented if conditions in the surrounding area are improved simultaneously.

Over a four-day period the Columbia team composed of architects, urban designers, economists, planners, and social scientists--met with local, city and state officials, civic leaders, businessmen and residents of the study area to discuss the problems and perceptions of the area. Based on these interviews, public meetings and information about the city and the area provided by the Department of Planning and Development, the team identified

certain issues and opportunities which are outlined in this report.

Because of the time constraints under which this report was produced, it should not be expected to be either comprehensive or totally accurate in its perceptions. The team was only able to talk to a limited number of people, both residents and professionals, and had access to only a limited amount of other information. The team was able to deal with the broader problems of the city as a whole, nor with the interrelationship between the city and the state and county governments. Finally, the team did not focus on the issues of employment and welfare, as they relate to this area.

What the team did is survey the area, first in terms of its housing and then how that housing is related to other social issues, including health, recreation, education, and retail services. The team then went on and developed physical designs to show what could result from this process and points of view.

While the focus of this study is one particular area of Trenton, it is assumed that many of the issues are generally relevant to other areas of the city.



This report should be viewed as a prototype to be applied to other districts as well as to the West End.

The broad applicability of these proposals to delapidated but basically sound areas of the city must be disguise the importance of small scale changes. With an area of this scale, a few changes can have a major impact; a few buildings rehabilitated, a single new store, and a small number of commercial offices can be the catalysts for rejuvenation in this and other areas.



MAJOR ROADWAYS

2 Existing Situation

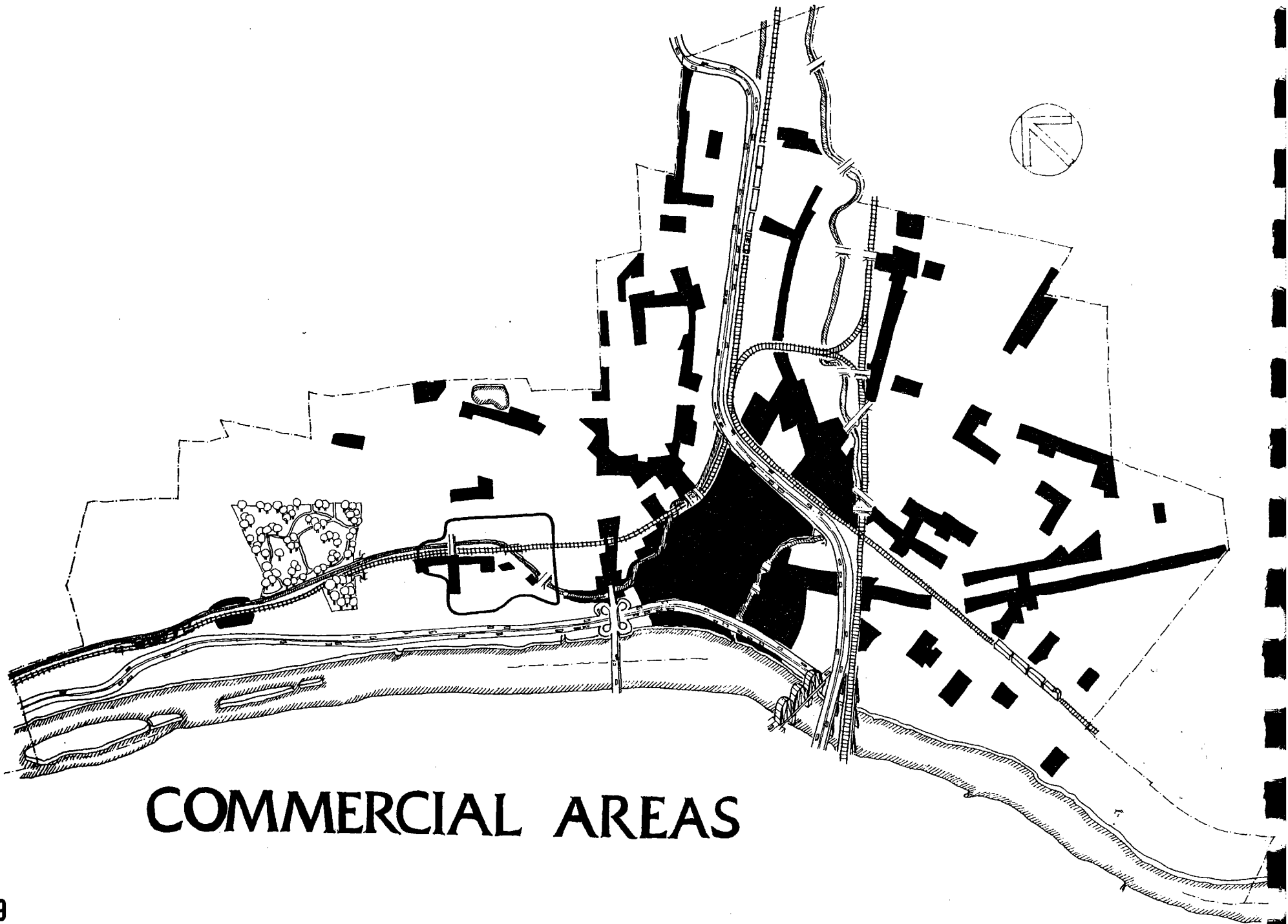
Trenton & the West Ward

Trenton has been a city in transition since World War II. A major industrial center from the Civil War until the 1940's, Trenton is now facing the same problems as other older, northeastern cities. Since the war many of the city's major industries have moved out of the city. The more affluent white families have followed industry to suburbia. With the loss of industry, employment has declined, leaving the city with a relatively high percentage of its population on public assistance. The need for public services in health, education, welfare, and safety grows while the economic and tax base to support them have declined.

As industry and the affluent moved out, the city's tax base continued to decline, leading to higher real estate taxes and a generally depressed public image. Trenton's poor public image, however, has not affected the city's very stable white working class communities, which remain isolated and self-contained units within the city. These and several middle class communities have remained, but by 1970 Trenton's population increased 40 percent black and its median family income was under \$9,000.

As the income level of the population declined retail trade began to fail. Until 1960 Trenton was still the regional shopping center, drawing buyers from the surrounding suburbs. But during the 1960's, as the more affluent population continued to leave the center city and as the suburbs grew, the shopping centers outside the city limits replaced those downtown.

One countervailing force, however, has saved Trenton from total destruction - the city's role as the state capital. The State government has been increasing in size steadily and the state has become the major employer for Trenton residents. This trend is expected to continue as state functions continue to expand.



COMMERCIAL AREAS

The West End

The area chosen as the study area is, like much of Trenton, an area in transition. The West End is not really a well defined community; rather, it is a somewhat loosely drawn area that has a definite set of problems. For the purposes of this study we have concentrated on the area bounded by Prospect Street, State Street, Hermitage Avenue, and the Delaware Raritan Canal. It has two major city features an industrial canal/railroad and the major street leading to the capital district, State Street. Its street pattern is irregular and its land use pattern varied with a mixture of new and old housing types, as well as a limited amount of open space, retail, educational, institutional and community facilities.

The study area marks the beginning of the West Ward, once the most prosperous residential section of the City. East of this area is the downtown commercial and state office building complex. Historically, state facilities and related professional offices located on State Street. State Street is a major spine of the city, which has at its eastern end the recently developed Trenton Commons.

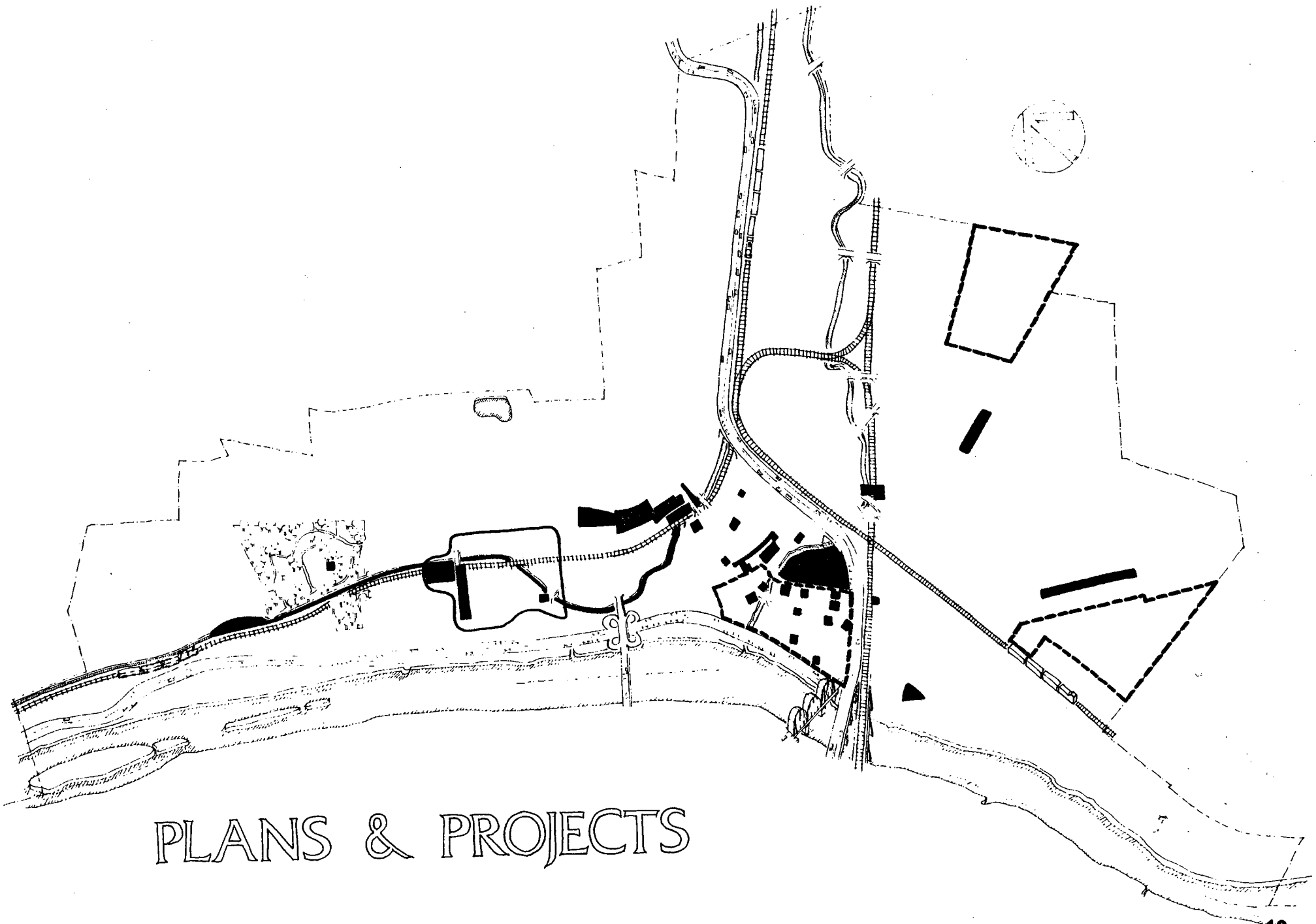
Most of the houses along State Street are substantial Victorian structures, dating from the 1860's and 1870's when the West Ward was the home of the city's major industrialists. Elderly housing and low-income project are also located on State Street. The houses behind State Street in the study area are small, single-family row and semi-detached houses built for factory workers and the servants of the area's more prosperous residents.

To the west of the study area row houses continue but are mixed with increasing numbers of single family homes. Deteriorating physical conditions and vacant buildings occur in this section, but to a lesser degree than in the study area. Cadwalader Park, a major city park, forms the principal boundary to this residential section of the West Ward.

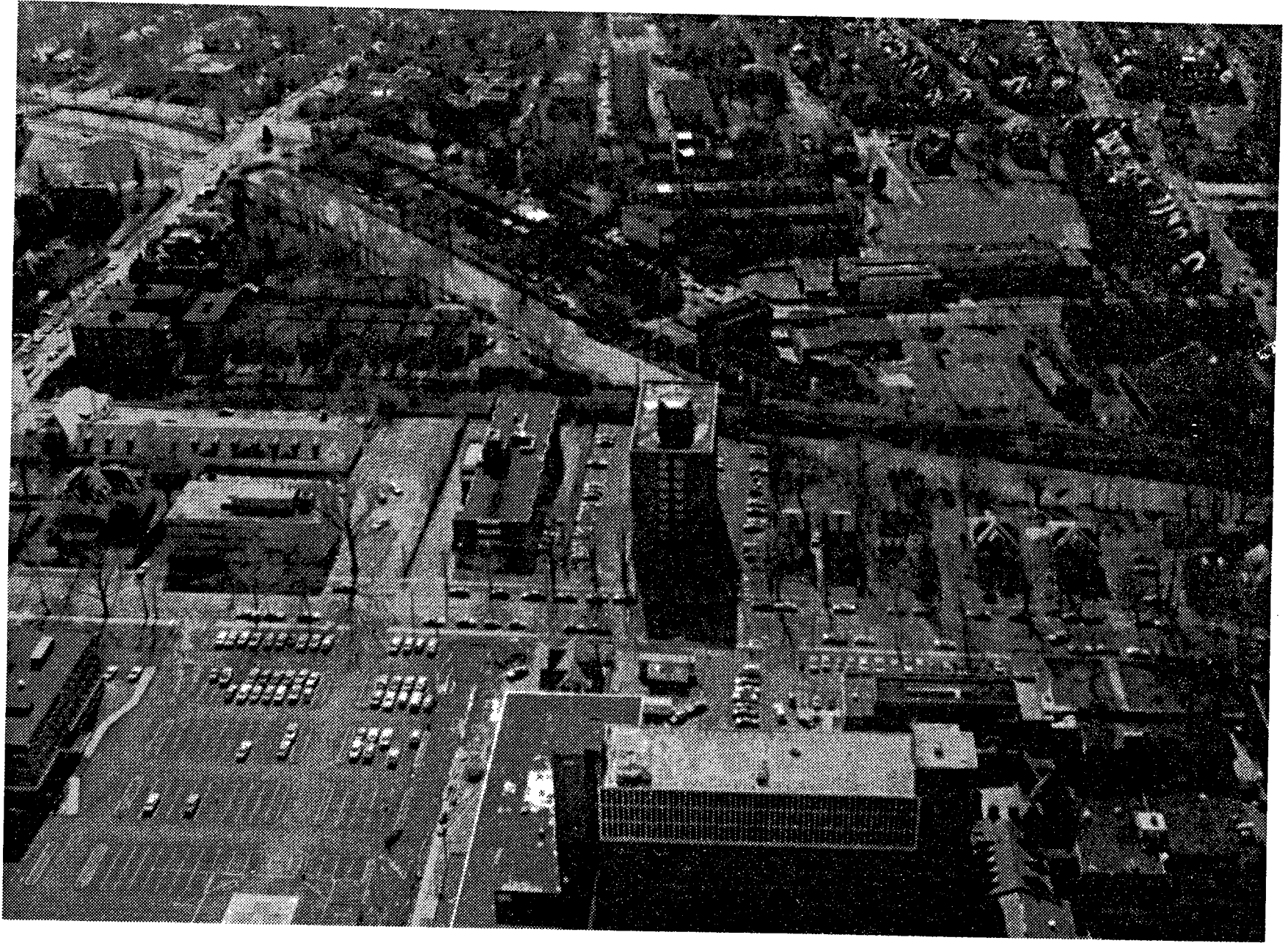
The study area has always been a working class district. Except for State Street and Hermitage Avenue, the study area has always been predominately black. Ten years ago, however, the area began to change rapidly. Black families, many below the poverty level and dispossessed from their homes in the south ward by urban renewal, moved into the area. At the same time, the more affluent white,



RESIDENTIAL AREAS



PLANS & PROJECTS



families in the adjacent areas began to leave for the suburbs, resulting in a significant turnover of the housing stock during this brief period. (For a more detailed look at the 1970 housing data, see the accompanying charts.)

According to a recent survey, only 60% of the homes are now owner-occupied. Many of the others are owned by absentee landlords who have divided these relatively small houses into even smaller rental units.

In spite of conditions typical of many poverty areas, the study district has always fallen outside the designated boundaries of the federal poverty areas and thus has never qualified for any federal assistance. As of the 1970 census, the area had a total population of about 1500 located in some 600 housing units. A majority of the residents are black and some 50 percent are elderly. The elderly primarily live in two high-rise housing projects on State Street, built a few years ago.

As the housing has deteriorated with rental units replacing single-family homes, the local shopping has also declined. One of the area's landmarks, the Adams and Sickie drugstore on the corner of Prospect and West End Avenue, closed about five years ago. With that local anchor gone, the few adjacent shops have closed as well.

The other side of the area has fared just as badly. Hermitage Avenue, once a major shopping district, is now deserted. The large Acme supermarket, once a local center, closed last year. The local merchants association, which a few years ago was instrumental in obtaining seating, plantings, and repaving for this shopping district, has disbanded as the stores themselves have and their owners moved out of the area.

While the area is predominantly residential, it does include one of the city's best lumber companies. On West State Street Mercer County has two buildings for its Community Guidance Center. Just north of the study area, on the other side of the D and R Canal, is Mercer Medical Center, one of three non-profit hospitals in the city and a major anchor for the entire area.

OWNER OCCUPIED HOUSING: TOTAL NUMBER,
 CONDITION, AVERAGE NUMBER OF ROOMS, AVERAGE VALUE,
 PERCENT NEGRO--IN STUDY AREA, STUDY AREA BLOCKS,
 TRENTON; 1970

BLOCK	TOTAL	LACKING SOME OR ALL PIUMBING FACILITIES	AVERAGE NUMBER OF ROOMS	AVERAGE VALUE \$	PERCENT NEGRO %
201	15	-	5.5	10,000	27
202	10	-	6.0	14,800	10
203	••	••	••	••	••
204	20	-	6.9	8,700	95
205	34	-	6.4	8,000	59
206	34	-	7.6	8,600	88
207	24	-	6.8	9,400	54
208	12	-	8.1	6,500	100
209	12	-	8.8	7,700	100
210	4	••	••	••	••
303	5	-	6.0	8,700	100
304	10	-	6.5	9,300	90
TOTAL STUDY AREA	180	-	6.8	9,170	69
TOTAL TRENTON	7,495	210	5.2	15,247	44

POPULATION BY RACE, AND AGE-IN STUDY AREA
BLOCKS, TOTAL STUDY AREA AND TRENTON; 1970

	Total Popula- tion	Negro %	Under 18 Years %	62 Years & Over %
BLOCK 201	142	7	5	47
202	97	3	22	22
203	14	-	14	7
204	143	83	22	17
205	209	79	38	9
206	317	93	36	10
207	133	73	41	11
208	57	100	26	21
209	98	100	24	29
210	112	59	18	13
303	42	100	48	-
304	148	96	37	5
TOTAL STUDY AREA	1,512	72%	29%	15%
TOTAL TRENTON	104,638	37.9%	33%	17%

RENTER OCCUPIED HOUSING: TOTAL NUMBER, CONDITION,
 AVERAGE NUMBER OF ROOMS, RENT, PERCENT NEGRO--IN
 STUDY AREA BLOCKS, STUDY AREA, AND TRENTON; 1970

	TOTAL	LACKING SOME OR ALL PLUMBING FACILITIES	AVERAGE NUMBER OF ROOMS	AVERAGE CONTRACT RENT \$	PERCENT NEGRO %
BLOCK 201	71	-	2.7	114	1
202	30	-	4.1	108	-
203	-
204	25	-	4.4	97	48
205	18	-	5.4	111	89
206	69	1	4.2	92	94
207	13	2	4.5	87	62
208	9	-	4.8	96	100
209	20	-	3.9	89	100
210	54	1	3.2	98	39
303	5	-	4.2	104	100
304	52	-	3.5	97	92
TOTAL STUDY AREA	366	4	4.8	99	63
TOTAL TRENTON	16,051	726	5.2	93	42

HOUSING: TOTAL NUMBER, CONDITON,
AND DENSITY--IN STUDY AREA BLOCKS,
STUDY AREA, AND TRENTON; 1970

BLOCK	TOTAL	LACKING SOME OR ALL PLUMBING FACILITIES %	IN SINGLE- UNIT STRUCTURE %	UNITS IN STRUCTURE OF 10 OR MORE UNITS %
201	86	-	16	62
202	41	-	11	17
203	4	-	-	-
204	46	-	25	-
205	53	-	42	-
206	114	1	48	-
207	40	2	29	-
208	23	-	12	-
209	32	-	12	-
210	61	1	5	-
303	11	-	9	-
304	63	-	11	29
TOTAL STUDY AREA	574	4	220	108
TOTAL TRENTON	35,189	1,030	-	-

Issues

The attributes of an area-- its housing and support services-- constitute part of the necessary framework that gives shape and support to the life of the individual, the family and other primary groups. A residential area also organizes and distributes amenities of basic value to the individual and to the groups in which the individual participates. The residential area, therefore, must be viewed as more than simply providing housing but as fulfilling social needs as well. In this regard the residential area can be considered a creative force playing a key role in major social processes.

In the study area, the diversity of the population-- elderly and youth, white and black-- implies that most of the social needs of the various groups will differ though some elements will remain true for all groups. These variations must be recognized and taken into consideration at every development stage.

Cultural values and economic conditions affect both the means of attaining certain housing goals and the priority assigned to these various goals. Consequently, social needs could be assigned different priorities and means of implementation for different sub-groups of the local population. For these and other reasons there is no single housing type nor support network

which can fulfill all the social needs of the total resident population.

In any district, the problems-- real and perceived-- are varied yet interrelated, as are their solutions. In the West End, most of the problems stem from the transitional nature of the area-- its changing population base, its deteriorating housing stock, and its lack of support services.

The senior citizens, who have no nearby center and few available shops, seem to be the most affected by the perception of crime in the area. Fearful of the local black youths who, also with no place to go, hang out in groups on the local streets, the elderly seem to be isolated in their apartment buildings.

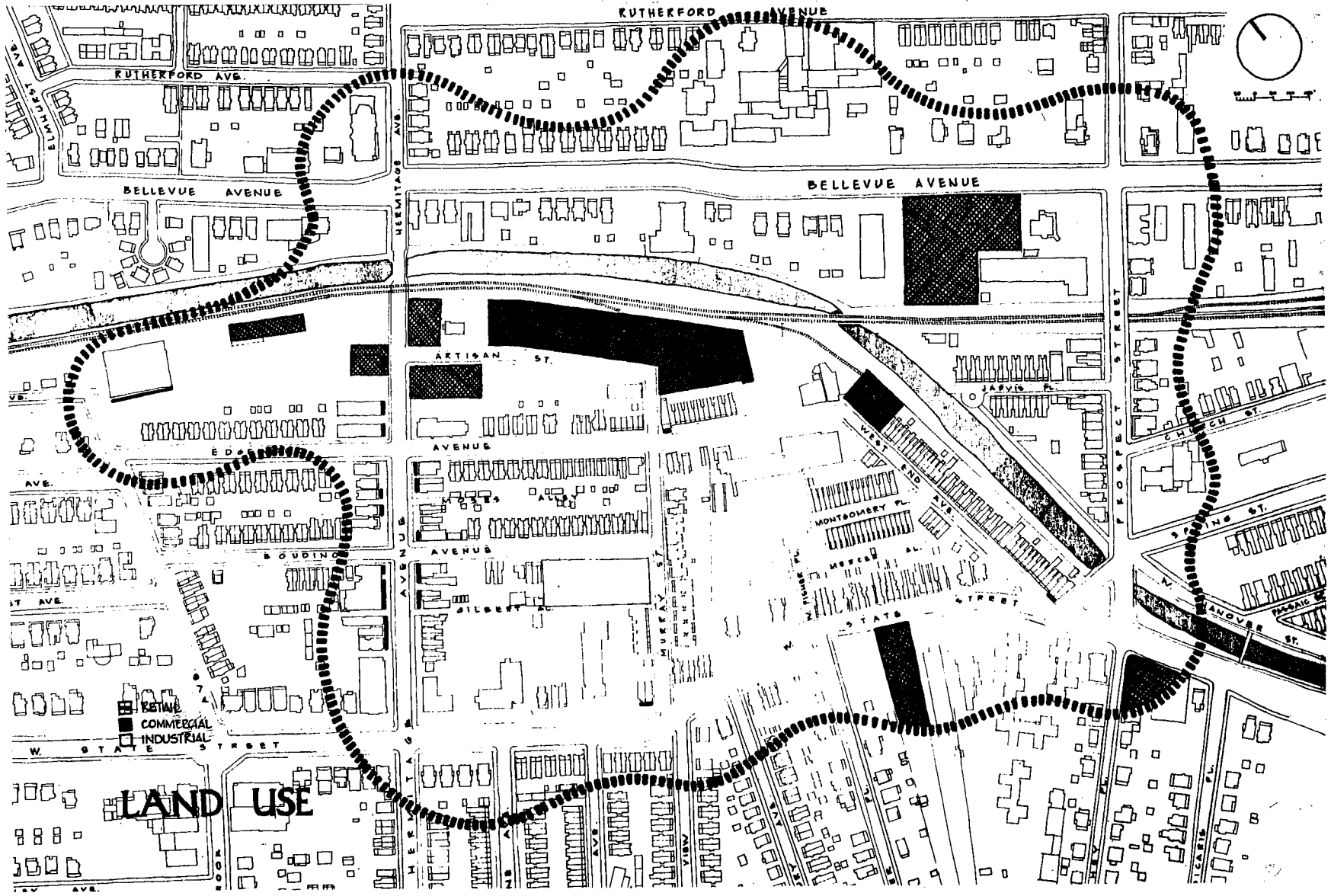
This fear of crime, rather than the actual amount of crime itself, combined with the run-down character of some of the houses and the deserted stores, has given the area a far worse reputation than it seems to deserve. The recent addition of a private club called the Total Experience, located at the intersection of West End and Edgewood Avenues, has increased the general perception of this as a dangerous neighborhood.

Except for the elderly and their fears for safety, the residents of the West End appear to coexist with little friction. Unfortunately, there is no community structure that has been able to bring them together to act as a united force for change and improvement in the area.

The lack of any strong support services within the area has obviously made organizing more difficult. The lack of a community recreation center, a health care facility for the elderly, or even adequate retail shops has meant that there is no part of the district where residents can meet. The local branch library fulfills some of this function, but it serves a wider audience than the study area alone.

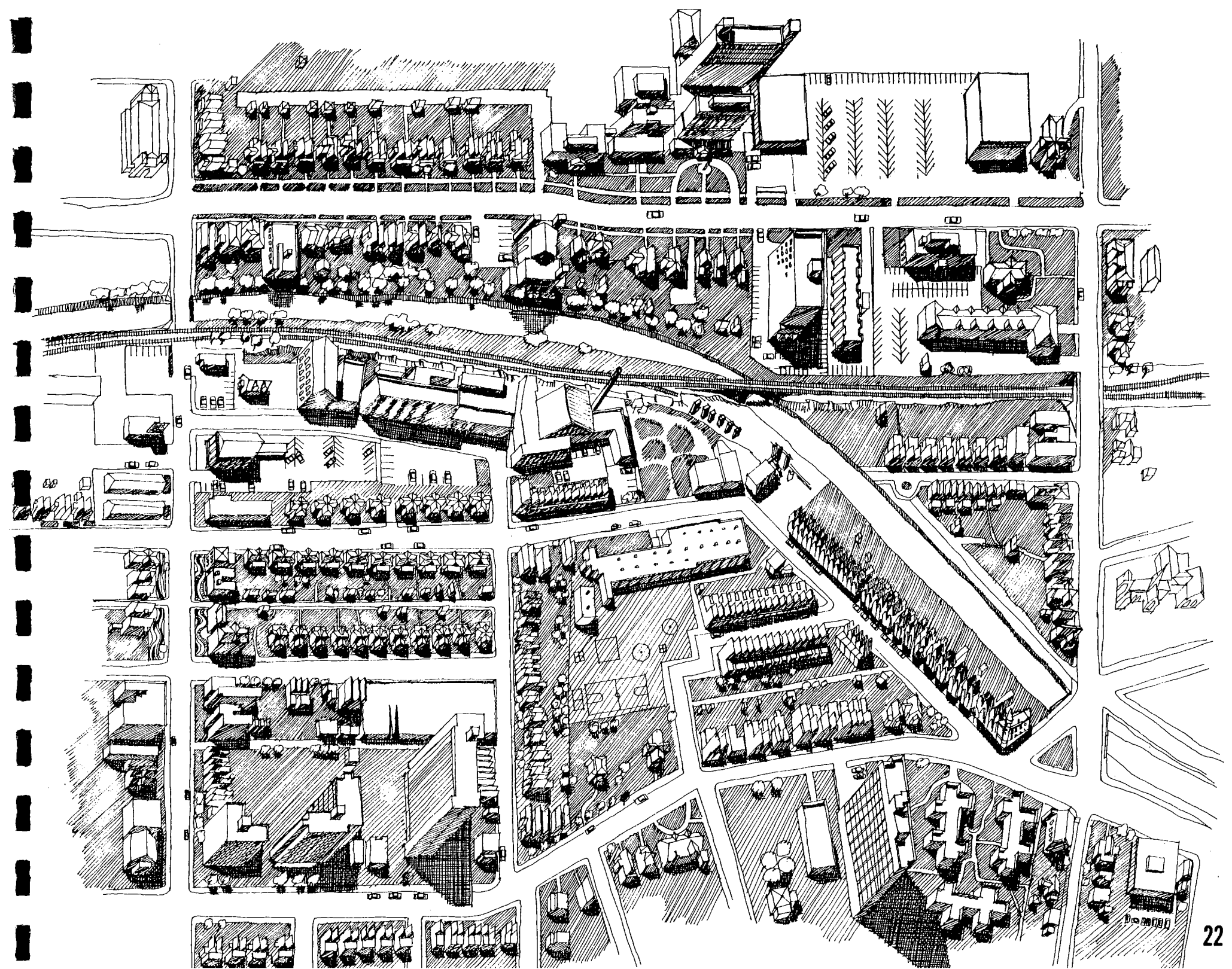
These problems-- the deteriorating housing stock, the perceived danger of crime, the lack of adequate recreation and meeting space, and the absence of retail shops-- cannot be approached in a piecemeal fashion. They need a unifying development program to tie them together into a package that can generate the force and enthusiasm necessary to bring real change to the area. This is not to say, of course, that nothing small scale should be attempted. A single project Comprehensive in Scope, could help to trigger positive change in this area.

The recently mapped state park along the Delaware Raritan Canal is such an opportunity. The regional and state-wide significance is already recognized. As a matter of public will, this park should be used to also initiate actions that can change the West End from an area in negative to an area in positive transition. The study area is in a strategic location if the state is to realize its plan to link Washington Crossing Park on the Delaware River with the Battle Monument in the City of Trenton. The use of a State Park as a redevelopment Tool makes practical sense if the park is to be accepted and ultimately made useable and safe.



LAND USE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL



COMMENTS AT COMMUNITY MEETING

West End Neighborhood Meeting
Cadwalader Library - February 26, 1977
10:30 a.m.

Neighborhood Area - State, Hermitage,
Prospect & Bellevue

What should occur @ Canal?

How to Relate Area to Canal?

What Has Been Done By Community &
Others?

Issues Brought Up by Residents and Businessmen:

- Supervision of Playground/Safety along Canal
- Safety especially at Hermitage
- Care of senior citizens in West Ward
- Shopping/no facilities
- Recreation
- Need for cultural/ethnic center
- The "Hermitage" Apt. Building
- Need to take overall view of neighborhood
- State of transition of neighborhood
- Condition and maintenance of private homes
- Number of vacant homes in area
- Hermitage Avenue/number of vacant stores
- Street drainage problem and damage caused to private homes
- Lack of resident pride in area
- Tenant needs vs law requirements
- Absentee Landlords/lack of dwelling unit maintenance
- Inspection of rental units by City
- Lack of funds for support of business
- Lack of recreation facilities at Cadwalader Park
- Need for Community facilities
- Youth facilities or programs
- Subdivision of rental units
- "Cadwalader Arms"
- Transmedia Programs (lack of adult participation)
- Need for community center/indoor recreation
- Parking facilities on Hermitage
- How can business men take part in neighborhood improvement
- Displacement of Blacks in City
- River front area as H2O Recreation
- Total experience club
- 24 Hour fast food restaurant
- New theater
- Extend boundaries to Parkside Avenue (West)
Riverside Drive (South)
Stuyvesant Street (North)
East Side of Prospect (East)
- Canal Flooding
- No public phones
- Nighttime security
- Stray dogs in area
- Citizens co-op in area
- No federal funds in West Ward

- Noise pollution
- Soliciting
- Sirens from police cars
- Social Security Office moved out of Center City
- Transportation to above
- No Senior Citizens center in area
- Church Involvement
- Redlining
- Programs with no facilities
- Need for City to recognize problems
- Program implementation for neighborhood
- City Involvement
- Encourage integration
- Encourage home ownership

"For \$6.25, you charter a social club as a charitable organization or the like, and under that guise do just about what you like."

"It's a known fact that welfare clientele don't keep up properties."

"The school system is unrealistically expected to discipline, train and teach children values."

"There ought to be a law about maintenance of absentee landlord homes."

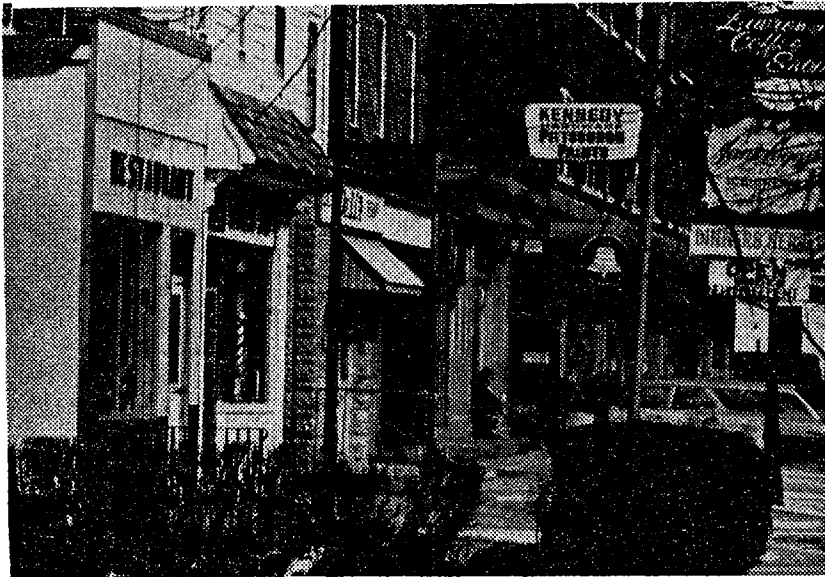
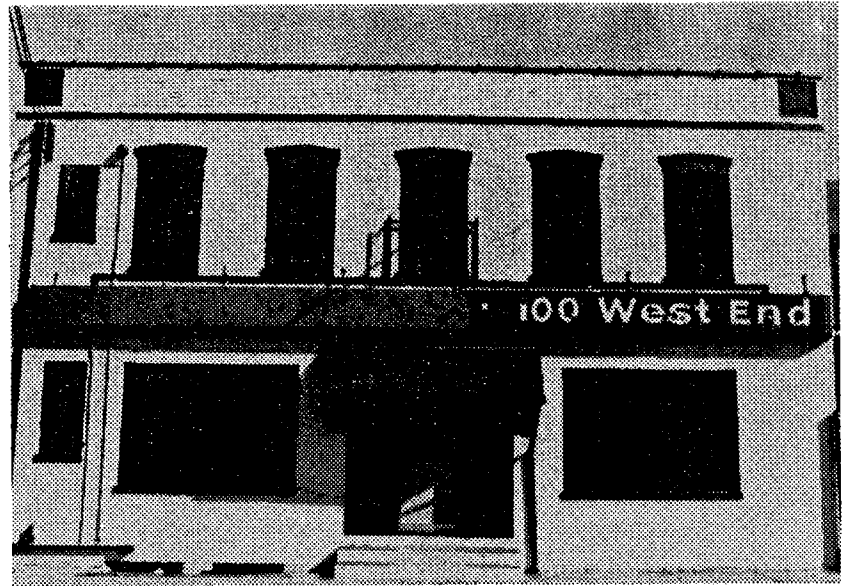
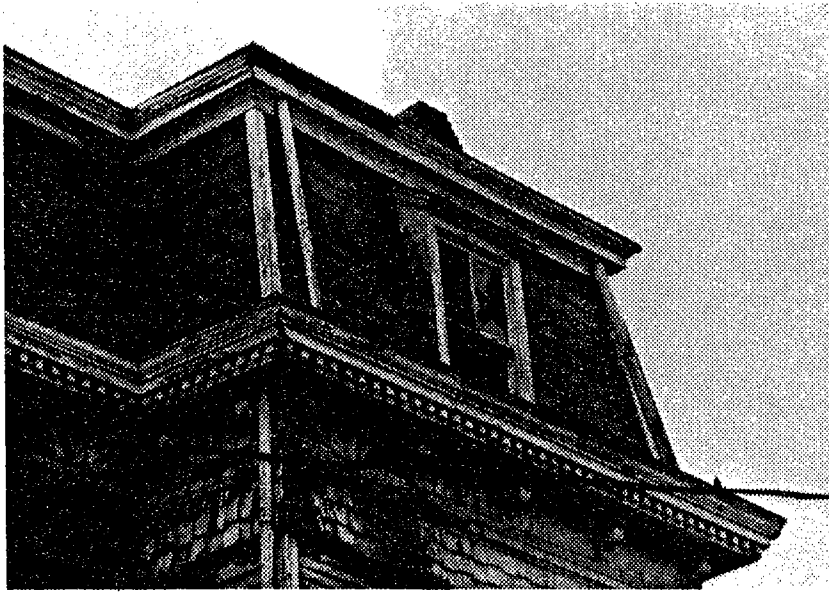
"Outside factors are impacting on the schools - loss of industrial jobs, lack of incentive, low integrity - filter down to the children."

"The drop-out rate of 16% could perhaps be stemmed by encouraging students toward trade schools."

"If I knew what would encourage neighborhood pride, I'd be down in Washington helping Jimmy Carter."

"Value systems have sure changed in the past ten years."

"Government or real estate interests captivate the welfarites - these people are trapped; the Federal and State systems are ones of appeasement."



3 Programs

HOUSING PROPOSALS

Our study area is on the outer fringe of an area currently populated mostly by black families with moderate incomes, experiencing neighborhood deterioration, as reflected by:

The abandonment of its rowhouses and semi-detached homes.

The difficulty of obtaining home financing.

And the conversion of homes into substandard apartments and rooming houses under absentee ownership.

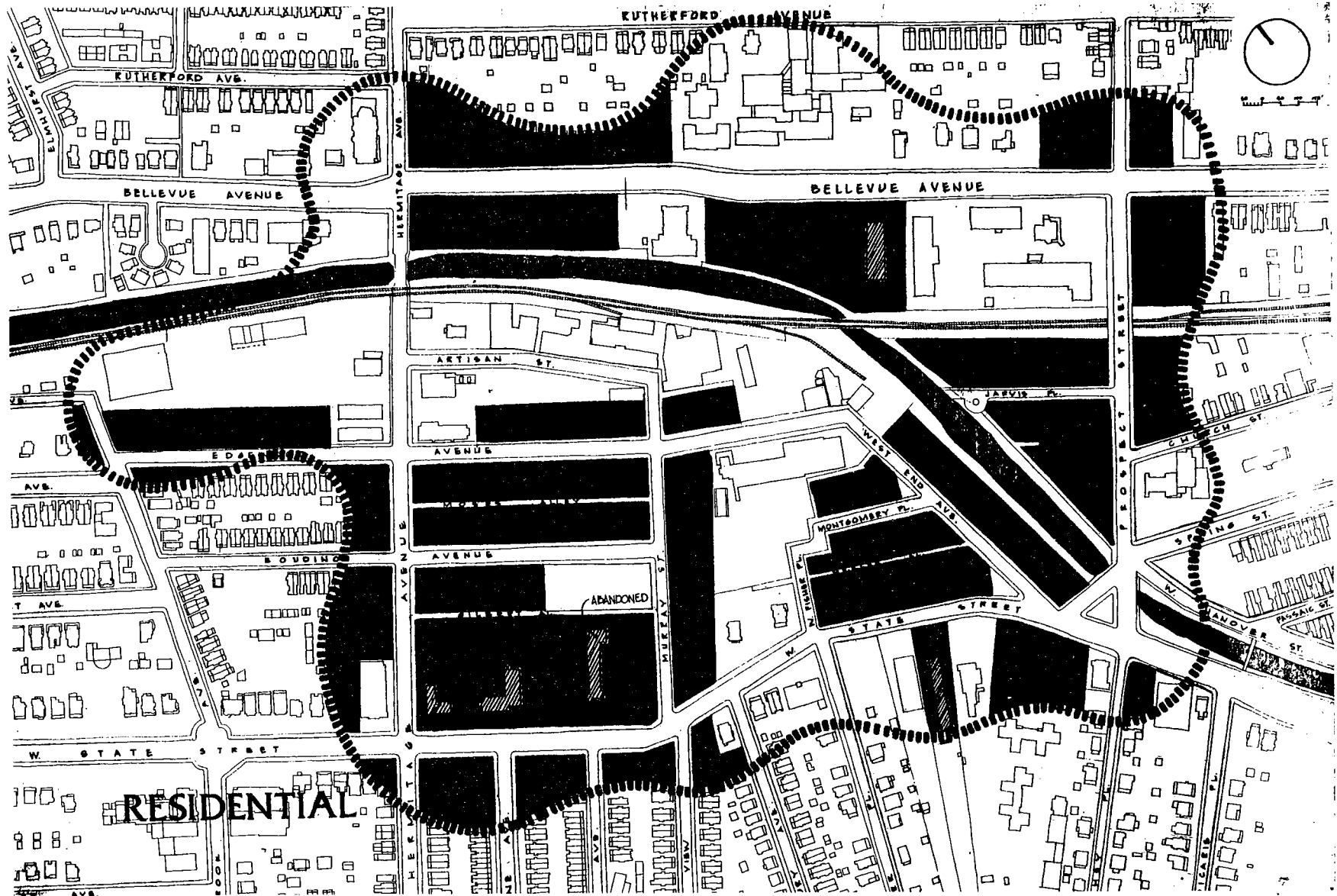
These signs are typical of an urban residential area in the early stages of decline.

Home ownership still predominates, however, and the area's housing supply is in reasonably sound condition. These factors represent an opportunity to stop this downward trend and improve an area well located in the city.

The problem is to devise a way to retain a middle class population confronted with the difficult social and economic problems of today's urban conditions. A program is needed that cannot be refused, at shelter costs in line with those being paid by the current population. Long range measures that address more basic social problems and unique neighborhood design solutions need to be combined with these immediate housing solutions.

First, an adequate demand to meet the area's supply of housing must be created. The financial tools to do this are at hand. Their application to meet the needs of the area appears promising. To this end we recommend the development of a three tiered strategy.

1. A homeowner development program to arrest building vacancies and provide for this area's middle class black population.
2. The utilization of historic preservation benefits to encourage viable conversion of detached homes to rental apartments and the retention of businesses in the area.



3. A neighborhood preservation district to upgrade the streets and public parks and improve safety.

1. Homeowner Program

We are proposing to "green line" this area. First, the cycle of decline must be curtailed by creating a demand for the 18 buildings currently vacant in the area. Additional vacancies probably will occur and there are already a few beyond the study area that should also be considered. Therefore, we recommend the program begin with a commitment to restore 25 buildings.

This is a small enough scale to suggest using this area as a model for a demonstration program stabilizing and encouraging homeowner housing in urban areas.

This model could be applied to other transitional areas of Trenton by tailoring the grant, loan and tax terms to their particular characteristics. We recommend that one or two of these areas be considered.

A demonstration program containing a package of prototypical areas with different characteristics could encourage federal interest. In fact,

by developing an imaginative green-lining proposal, we believe Trenton could become the model for a national program.

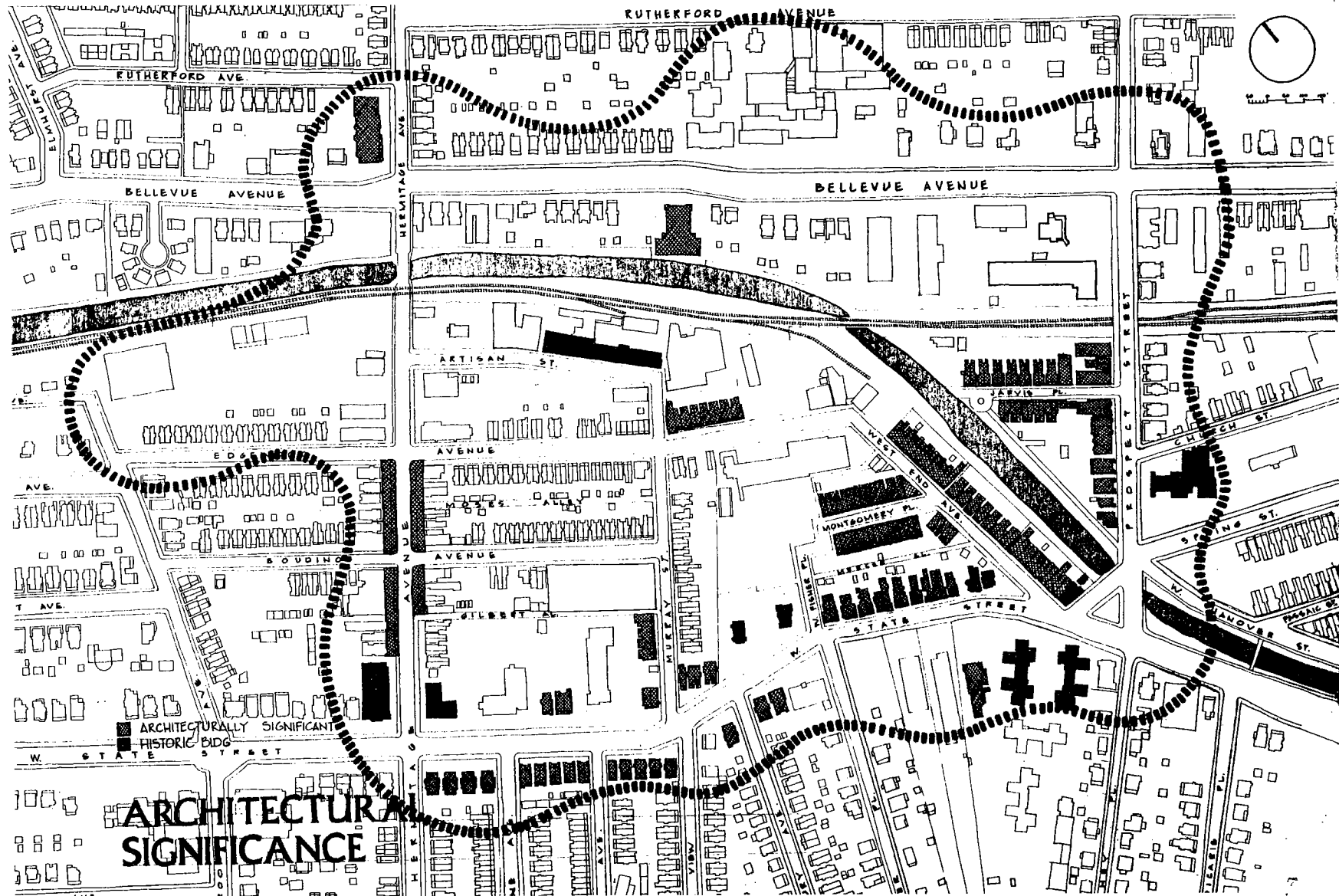
2. Historic Preservation District

We are proposing to extend the Delaware Raritan Canal Historic District into this residential area. The objective is not only to encourage the retention of its architectural qualities and significant buildings, but also to preserve the social character of the area as represented by the present need for adequate rental apartments and retail businesses.

Increasing the homeowner demand to meet the area's housing supply should benefit all owners by creating an investment climate that traditionally improves values. Within this climate the rehabilitation of larger homes, particularly along State Street, could be encouraged to become a viable source of moderate income apartments. The tax incentives of historic preservation are proposed as the stimulus for this as well as for encouraging retail business in the area.

3. Public Improvements

To supplement these strategies for



individual improvement we are proposing designation of the area as a Neighborhood Preservation District so it can qualify for public improvements such as street beautification and safety programs.

The Economic Program

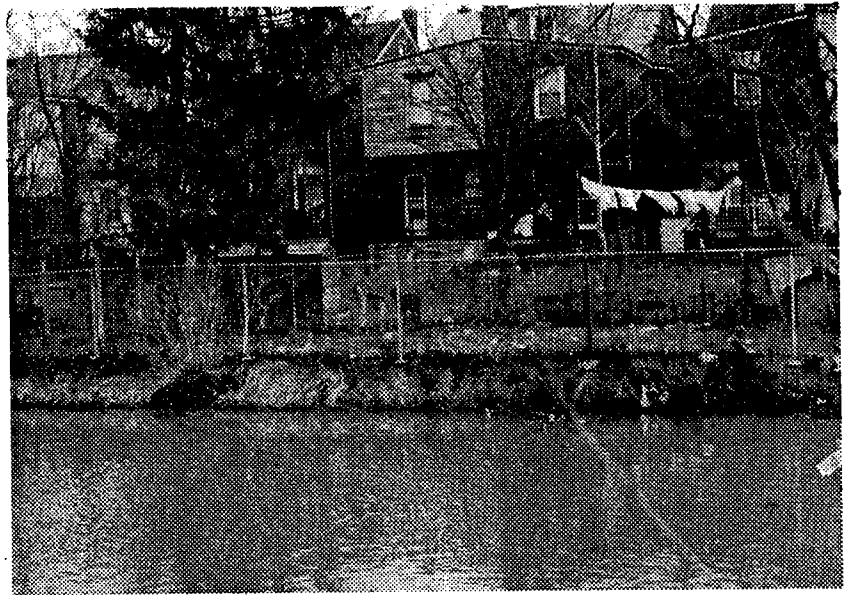
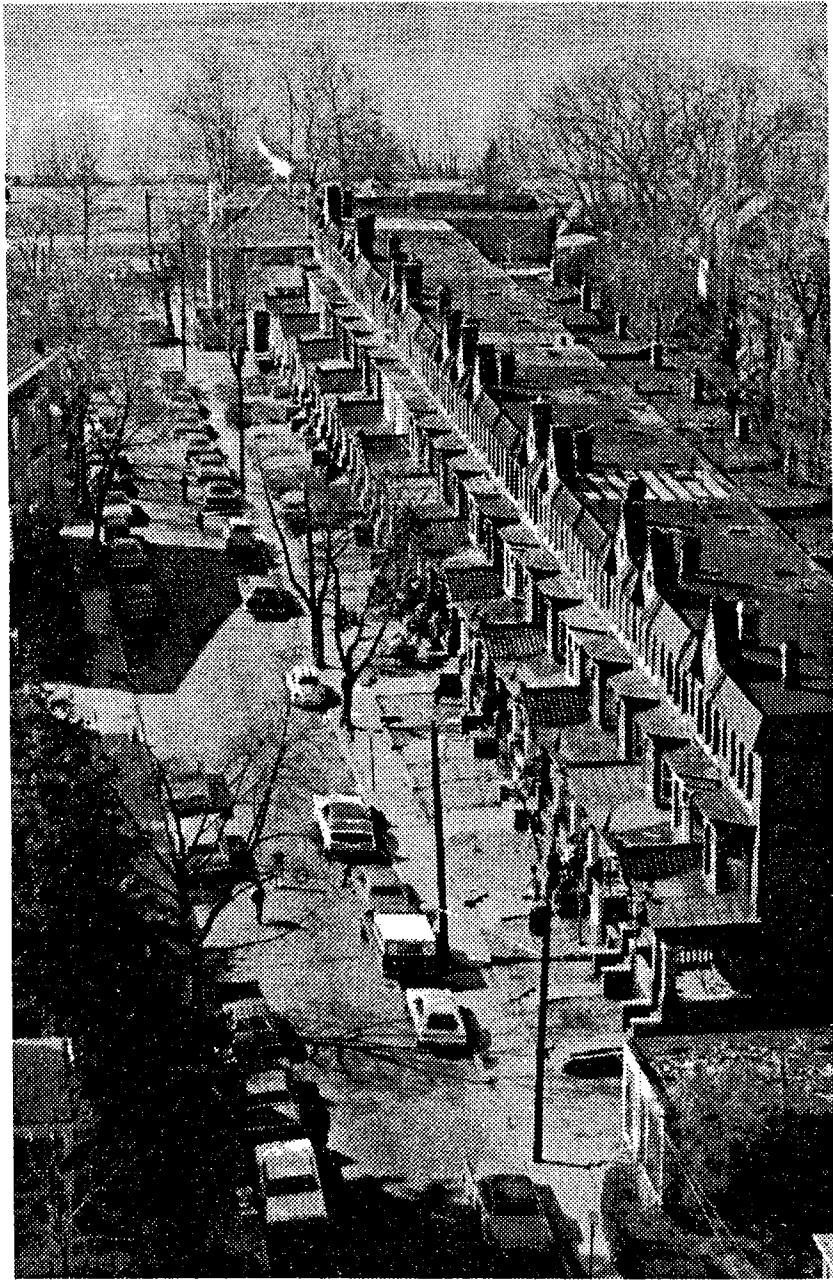
The economic program of this proposal represents a third generation urban assistance approach. It does not raze properties and "renew" them, and it does not "preserve" properties and upgrade tenants. Instead it maintains properties. It provides an economic basis for home ownership in lineup that has eroded over the past years. Its approach is to prop the neighborhood from its foundations up. That is, to provide assistance that will make it a desirable location for new homeowners, while it maintains the quality of the area by insuring that new inhabitants are on the same level as the current inhabitants. This precludes disruption and turnover in the neighborhood, while enabling the present residents to enjoy safer, improved streets and increased property value.

The West End completes with a housing market in Trenton that asks around \$250 for a two-bedroom apartment. Renters and homeowners in the study area are able to pay about \$230 a month for shelter. In order to avoid displacing current residents, a ceiling of \$230 a month is set after improvements of any mix of programs. In other

words, the total cost of operating expenses, real estate taxes and interest and amortization on a property must be below \$230 a month, or \$2,760 a year.

Operating expenses are fairly inflexible and will hover around \$1,300 per year. Real estate tax and debt service, therefore must remain low after improvements to meet the stated criteria.

Homes may be brought readily in the study area of \$10,000. Rehabilitation costs will vary with the condition of the shell but a liberal figure for this would be \$11,000, putting the total cost of the home at \$21,000. The first part of this multi-tiered proposal is a \$5,000 capital grant to the buyer to reduce the equity portion of his investment. The City of Trenton currently operates a Homesteading program consisting of a \$3,500 capital grant to homeowners who will promise to live in the houses for five years as their primary residence. This proposal is an extension of this Program, using Federal Community Development Block Grant funds distributed at the city's discretion. The grant could be recouped by the city pro rated over the five years if the buyer were unable to live in the house for some reason. Like the Homesteading program, a minimum anticipated income could be required to insure that the neighborhood and the City would benefit from the newcomers by increased trade and an improved tax base.



The home buyer will be asked to invest \$1,000 toward the purchase. The city of Trenton will guarantee that the purchaser will not lose his equity in the home he has purchased, if he lives up to the terms of the agreement between him and the City, and the city fulfills its obligations under the contract. The City will contract for the insurance from a private Equity Insurance Guarantor, or from its own funds, and undertakes to pay 6% interest on the equity, in the event it is invoked. It is estimated that the premium for the Equity Insurance will be approximately \$50 per year. The purpose of the equity insurance is to assure the buyer that he cannot lose his investment, if he remains for the five year period of the capital grant agreement. A covenant is made between the City of Trenton and the homeowner.

The mortgaged portion of the purchase price can be obtained from HUD under Section 312, the Rehabilitation Loan Program. Interest under this program amounts to 3% per annum for the 20-year life of the loan. (The New Jersey Mortgage Finance Agency is about to make operative a 7½% loan program to effectively red-lined areas, a program which could apply to West Enders without the constraints assumed in this proposal. But the additional cost of debt service in the MFA program pushes the homeowner's monthly payment over the applied maximum and is therefore not a part of the R/UDAT proposal.)

The proposal for reducing the real estate tax calls for a voluntary revamping of some homeownership in the study area. It is proposed that ownership be translated from individuals to a cooperative owner-occupied arrangement. Basically, the benefits are as follows: The New Jersey Fox Lance Law is enabling legislation providing that owners in limited dividend cooperative housing pay the city a percentage of sheltered rent in real estate taxes. That is, they pay in taxes a fixed portion of the amount they pay in base rent and this amount is sheltered from increases caused by assessment, equalization or tax rate changes. This is the only device the city can use to permanently lower property taxes in overburdened areas, while other economic and social mechanisms work to strengthen and energize the neighborhood.

The co-op homeownership arrangement allows for several desirable consequences. The fear of crime is identified as a major deterrent to residential movement into the area. This cycle of fear causes responsible individuals to abandon neighborhoods, leaving only those who cannot afford to move. Resulting vacant buildings

and deserted streets become more exposed to crime and additional pressure is exerted on dwellers to leave what have become unsafe neighborhoods. The cooperative arrangement increases solidarity in the neighborhood, assuaging feelings of desperation and encouraging other forms of cooperation among residents. As an additional approach to break the fear of crime cycle, this proposal suggests a neighborhood security system consisting of a manned 24 hour security booth and neighborhood patrol. The cost of this security system could be borne by the cooperators and by the City of Trenton with funds made available through the State of New Jersey Neighborhood Preservation Program, administered by the State Department of Community Affairs. This force could be in addition to city police protection and could be licensed by the State to operate with police authority.

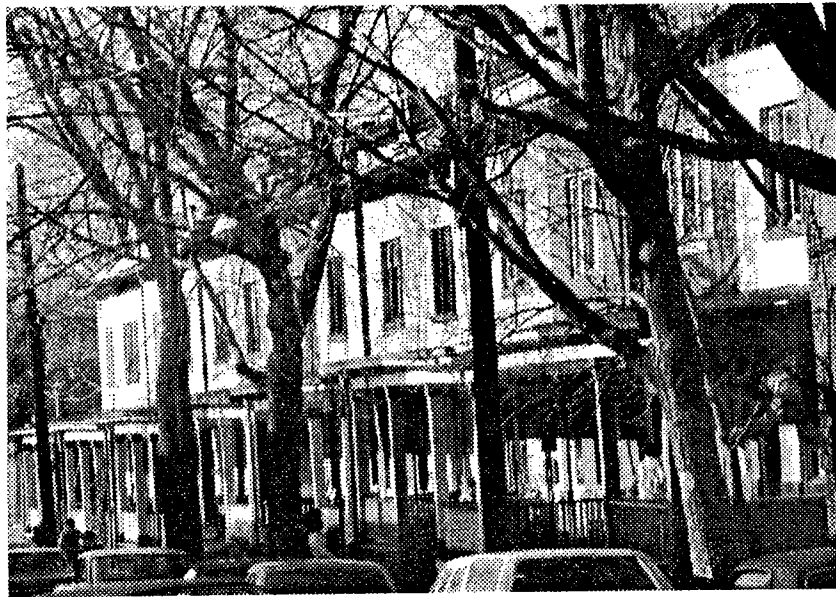
Aside from security, the cooperative could obtain less expensive maintenance and materials due to its "economies of scale." It could also provide a standard for maintenance in the neighborhood.

It is proposed that the cooperative be sponsored within the black community existing now in the study area. A church serving the area could provide an appropriate vehicle for sponsorship of the co-op since it is an established non profit organiza-

tion, and includes any number of potential cooperators. Resident cooperators could maintain title to their property and liability to their mortgages. In addition they could jointly own property including security and maintenance equipment and an office. We propose that the City of Trenton transfer to the co-op a foreclosed building in the study area for this purpose. One of the abandoned store fronts on Hermitage Avenue could be suitable.

Membership in the co-op could be independent of the above proposals. If a homeowner desires independence and wishes to expose himself to conventional tax rates, he can still take advantage of the capitol grant and the 312 or MFA financing. However, co-op membership will lower his real estate taxes and assure that they will remain a fixed proportion of his mortgage payment. The benefits of security will naturally spill over to non-cooperators. Maintenance and operations will be limited to cooperators. Dues paid with the cooperative should amount to around \$10 per month with the city paying a similar amount per dwelling unit.

We have estimated that the neighborhood can absorb about 25 new rehabilitations per year using these outlined programs. It is intended that the city commit itself to a 4-year program at 25 units per year in the study area.



The cooperative could screen applicants in much the same way the city screens home-owners or grant recipients. The co-op would obviously need enough pledged members to carry the program before it comes into being.

Homeowners who presently live in the area are to be given priority membership in the co-op. Although speculators would be discouraged from participating in the program by the 5-year residence requirement, owner-occupants of multi-dwelling units could rent contiguous units which would still be eligible to benefit from the co-op through the owner.

To supply the impetus for this program, we recommend that the city continue to sell at auction any unoccupied residences in the study area at a minimum bid of \$50. Aspirants who are not eligible for these co-op or the capital grant programs could be given priority in renting any of the City-owned residences in the area.

Indispensible to this proposal is an education and marketing effort to inform potential participants and remove public apprehensions. A stigma exists on some aspects of grant programs. To date 15 homeowners have received Homesteading grants from the City of Trenton. An educational program must stress that this is a joint self-help effort on the part of the homeowner and the City. It is not a give-away,

but a pump primer to allow both parties to benefit from each other.

The co-op arrangement may generate some suspicion at first but the education program will emphasize that the program maintains individual ownership, it entitles the member to city-subsidized additional security and maintenance, and it renders lower, fixed taxes for 20 years or longer. Funds for the educational program could be released by the State Neighborhood Preservation Program or from a grant for innovative housing from special discretionary funds from HUD.

The City of Trenton already has two areas designated as Historic Preservation Districts. We are proposing a westerly extension of the Canal Street Historic Preservation district from Prospect Street to Hermitage Ave. and from the Delaware Raritan Canal to State St.

This proposal will require further investigation of the architectural quality and historic significance of the district. However our site investigation and research indicates that the neighborhood is of sufficient quality and vintage to be deserving of an historic designation.

The historic designation would add additional incentive to prospective home owners since, under the 1976 Federal Tax Reform Act, costs of improvements to buildings in such districts can be depreciated over a 5 year period. This creates a sufficient incentive to the owner while benefiting the neighborhood at large. The historic designation will apply to commercial improvements as well. Unlike previously mentioned programs, this will translate into a tax deduction for businesses in the area, thus creating an incentive for new investment in retail and service properties supplying those amenities needed to form a viable neighborhood. Undesirable or incompatible businesses could be controlled through special zoning. State Street has been identified as a target area for apartment and office restoration able to take advantage of this accelerated depreciation. The New Trenton Corporation could be called upon by the city to exert pressure on the State to occupy a portion of the available office space on State Street. A minimal effort on the State's part would have more than a significant impact in the area by increasing the working population in the area.

An issue beyond the scope of this proposal is the attitude home buyers have now about the condition of schools in Trenton. Clearly, availability and quality of its childrens' education is a large concern to a relocating family. This should not necessarily be perceived as a problem, however, since the hope for improvement in the Trenton school system (apart from Federal or State aid) lies in filling the schools with the children of home owning, taxpaying and responsible citizens. This proposal is part of a process aimed in that direction.

1. The proposal for equity insurance is based solely on one of Professor Harold K. Bell's independent research projects, which has recently been accepted for publication, by the National Center for Urban and Ethnic Affairs; Washington, D. C.

ECONOMIC ANALYSIS

Assumed maximum payable cost for shelter.

Base rent/mo	\$150	
Expenses	80	
Total	230	
Annual affordable cost		\$2760

Cost of a Rehabilitated Home

Purchase price of house	\$10000
Cost of rehabilitation	11000
Total cost	21000
Less Capital Grant	5000
Less buyers equity-insured by the City	1000
Amount to be mortgaged	<u>\$15000</u>

Debt Service (Interest and Amortization)

Mortgage is HUD-section loan-3% interest for 20 years.
5.55% monthly constant, annual payment 1000

Real Estate Taxes

Rent= real estate taxes + debt service & operating expenses
Real Estate Taxes= 15% of rent
Rent= 15% of rent +debt service+operating expenses
85% of Rent= \$1000.00 + \$3000.00
85% of Rent= \$2300.00
Rent= 2705.00
Real Estate Taxes= 405.

Residual

\$2760	Current Shelter Costs
\$2705	Proposal Shelter Costs
\$ 55	year Residual

Program Mechanisms

Federal Community Development Block Grant distributed by City of Trenton.

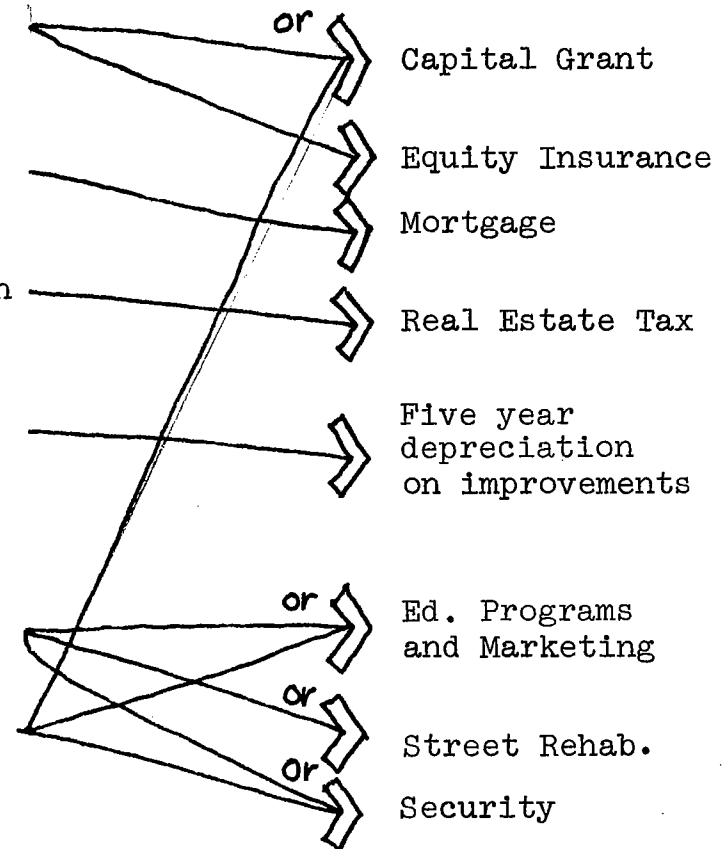
HUD, Rehabilitation Loan Program - Section 312 -
- 3% interest 20 year term.

Fox Lance State Enabling Legislation for RET a portion of sheltered rent to limited dividend cooperative housing.

Historic Preservation City, State and Federal.

Neighborhood Preservation Program
State of New Jersey, Dept. of Community Affairs.

HUD Discretionary funds for innovative housing.

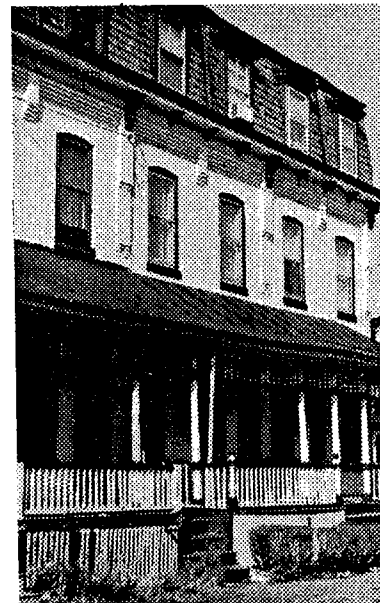
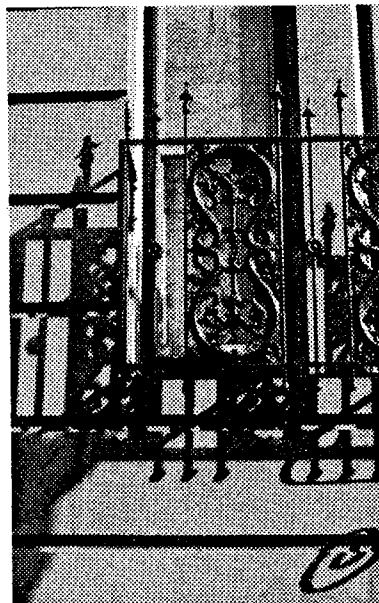
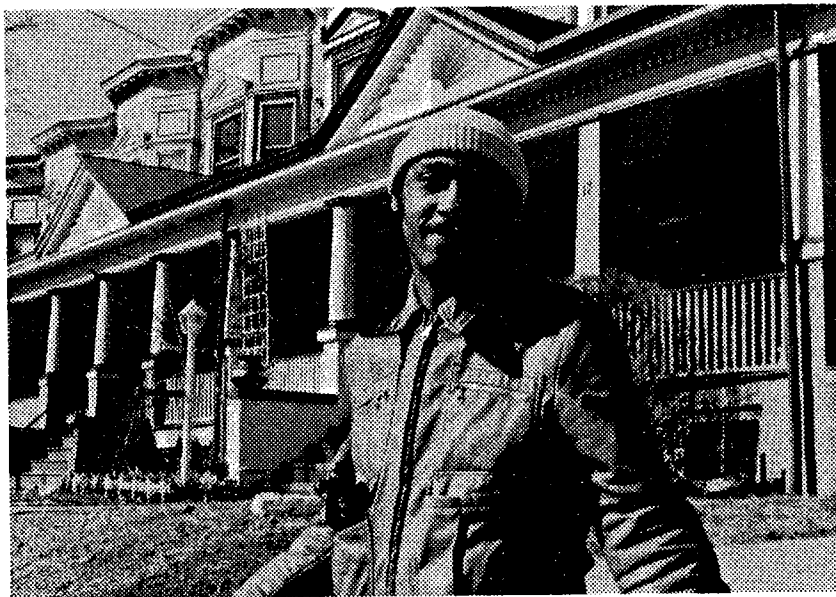


SUMMARY

This mix of programs requires no new legislation from any governmental body. It is separable in that the failure of one program does not preclude a home owner from participating in others. The City of Trenton remains in control in this proposal since it can adjust capital grant amounts and the percent of sheltered rents applied to real estate taxes to fit specific needs. Costs of the program cannot be examined in a void. They must be regarded relative to the current tax and social situation in the neighborhood. Homes in the study area now are assessed at approximately \$7,000, which creates a tax liability of around \$560 annually. However, several houses in the area are abandoned, owned by the city and are not generating tax revenue. These are the target properties for which the pay-back period to the city in fiscal terms alone is very short. Over the life of the project, other benefits also must be measured in terms of construction jobs created, sales, tax revenues generated by new residents, and increased property valuation.

The concepts outlined here can be applied to the other wards in the city with appropriate adjustments for income and rent levels. If the response to this program is too great, then the program will have done its job.

Adjustments can be made to fit the program demand just enough to start the trend of back-to-home ownership in Trenton, a movement that could benefit both the city and it's residents.



Health

The major, actually the only, health related issue brought to our attention by local residents is absence from the study area and its immediate environs of a pharmacy. Many of these persons who brought this problem to our attention were elderly and longterm residents of the area. They remembered the presence of three or four drug stores in study area in the past.

While Adams and Sickles pharmacy in the area is currently undergoing renovation under the direction of the Trenton Department of Planning and Development, that investment of government resources is in physical-design terms. Since the location is at the entry to the area and located on a major thoroughfare across the street from both a doctor's office and a major commercial use (IBM), it seems that the attraction of a pharmacist to the location is not only a high priority need but a location that could attract a pharmacist. It should be remembered that a pharmacy is often staffed by a single pharmacist, that its' hours are long and that the security factor is uppermost in the minds of said individuals. This is particularly so for the study area, since at least one pharmacist was murdered in another location. Obviously, a single drug store is not adequate for the study area and, if only one were to be attracted

to it, that particular location on the edge is not the best. However, planning for more than one drug store indicates that the location discussed above is defensible. The location of another drugstore in the ACME Shopping Center area is preferred from the perspective of the total study area.

A final point must be made on the relationship between the recognized need for a pharmacy in the area. The area includes more elderly than is typical and has limitations on fulfilling that need from the private entrepreneurial sector.

After discussion with the Associate Administrator of Mercer Medical Center we learned that there exists a strong possibility that the Medical Center would provide access to its pharmacy for residents of the study area until a pharmacy would locate there. All implementation questions obviously must be resolved first.

Discussion of health needs with local residents was limited to the pharmacy problems but location of a major medical center in the area allows the study to consider other opportunities related to health needs and this major resource.

The state mandated Long Range Plan submitted by Mercer Medical Center is a formal agenda of the institution's programs, policies and future intentions for the delivery of health care services. According to its statement of goal and objectives, Mercer plans to provide:

"More effective services for older people integrated with existing community services. (6.2)

"Identify health care needs of senior citizens in cooperation with appropriate city and county government agencies. Prepare proposed programs to meet these needs as related to purposes and functions of the Medical Center. (6.2a)

"Increased availability of ambulatory care in the area. (6.3)

"Improved consultative services in the field of nutrition for both inpatients and outpatients. (6.4)

"Develop formally, in cooperation with other agencies, a dietitian consultation program. (6.4a)

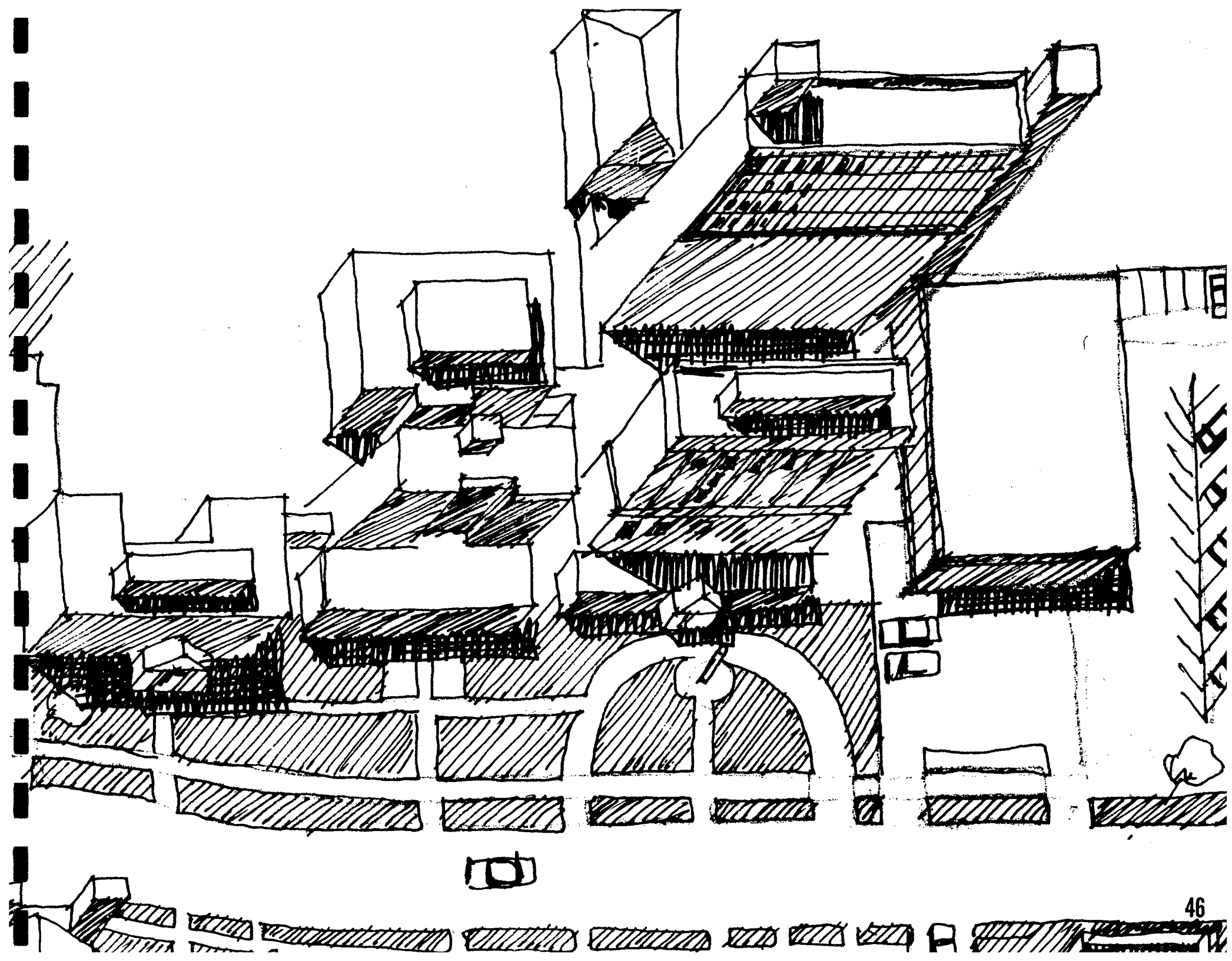
"Continuance of existing community health education programs in breast cancer and diabetes, and expand into areas of hypertension, nutrition, etc. (8.1)

"Seek additional grant support to implement extension of the existing programs.

"Consideration of need to expand the existing "meal-on-wheels" program. (11.2)

"Promote and encourage the establishment of a neighborhood association in the next five year period. (11.3)

As the above material indicates Mercer has committed itself to a number of programs that provide needed services to specific target populations such as the elderly through oncological services in its entire service area. However, its location in the study area suggests that the local population is likely to use these services to a greater degree. In other words both the West Ward and the study area contain the target populations for the specific programs and might well be considered by Mercer as a particular target focus within its generalized service area. It can be noted here that major medical centers in Pittsburgh, New York City and elsewhere have followed this explicit program focus.



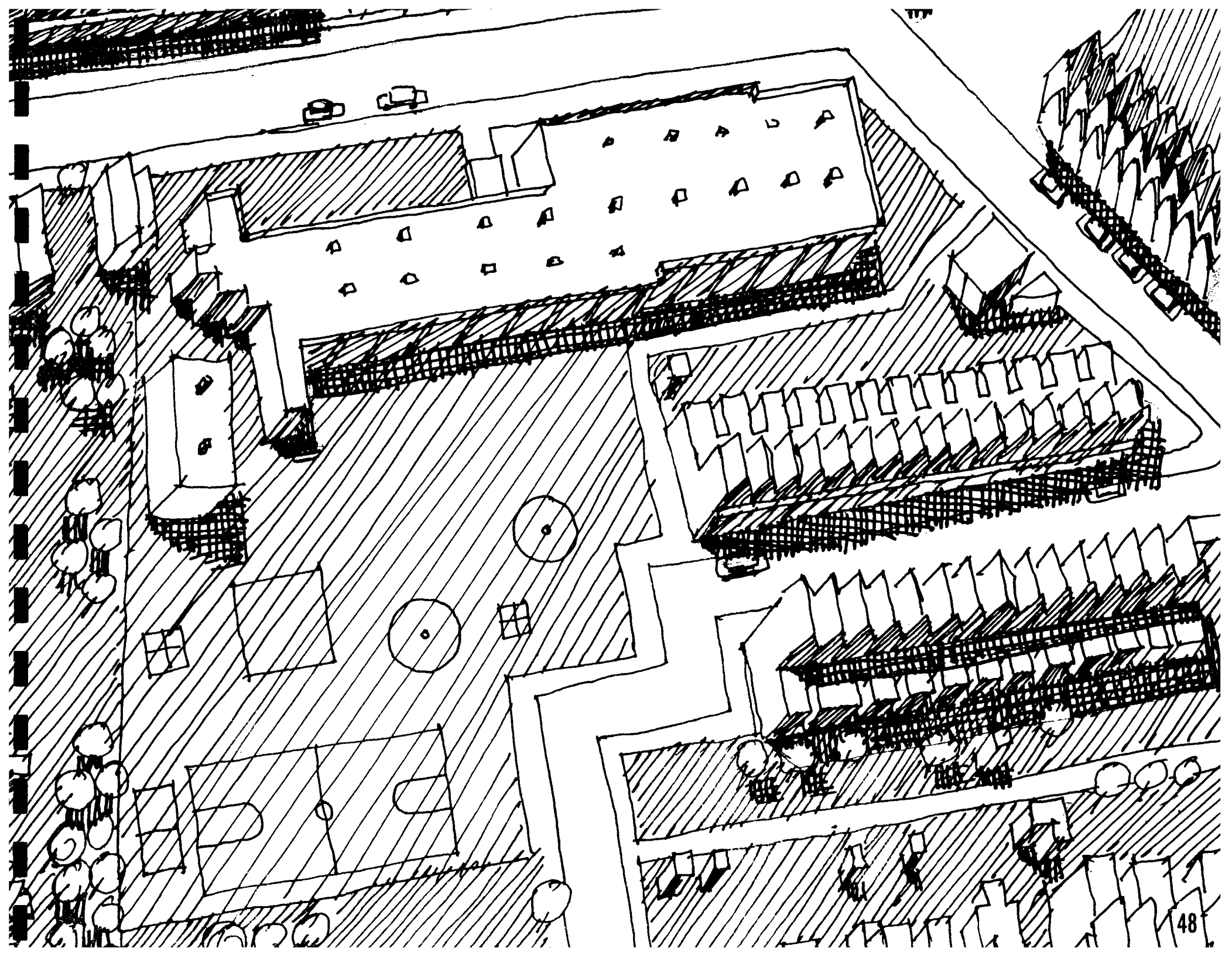
What other relationships exists and might be developed between Mercer Medical Center and the study area? Thus far we have only dealt with Mercer as the provider and the local population as the user. From the reverse perspective, residents of the study area currently include more than ten percent of Mercer employees. The local bank for employees is Broad Street National which is in the study area, and the bank's next door neighbor---the branch library---is also a resource used by medical center employees. If future development of retail, restaurant and recreational facilities occurs in the study area, we can count on this as improving the competitive advantage of Mercer as an employer.

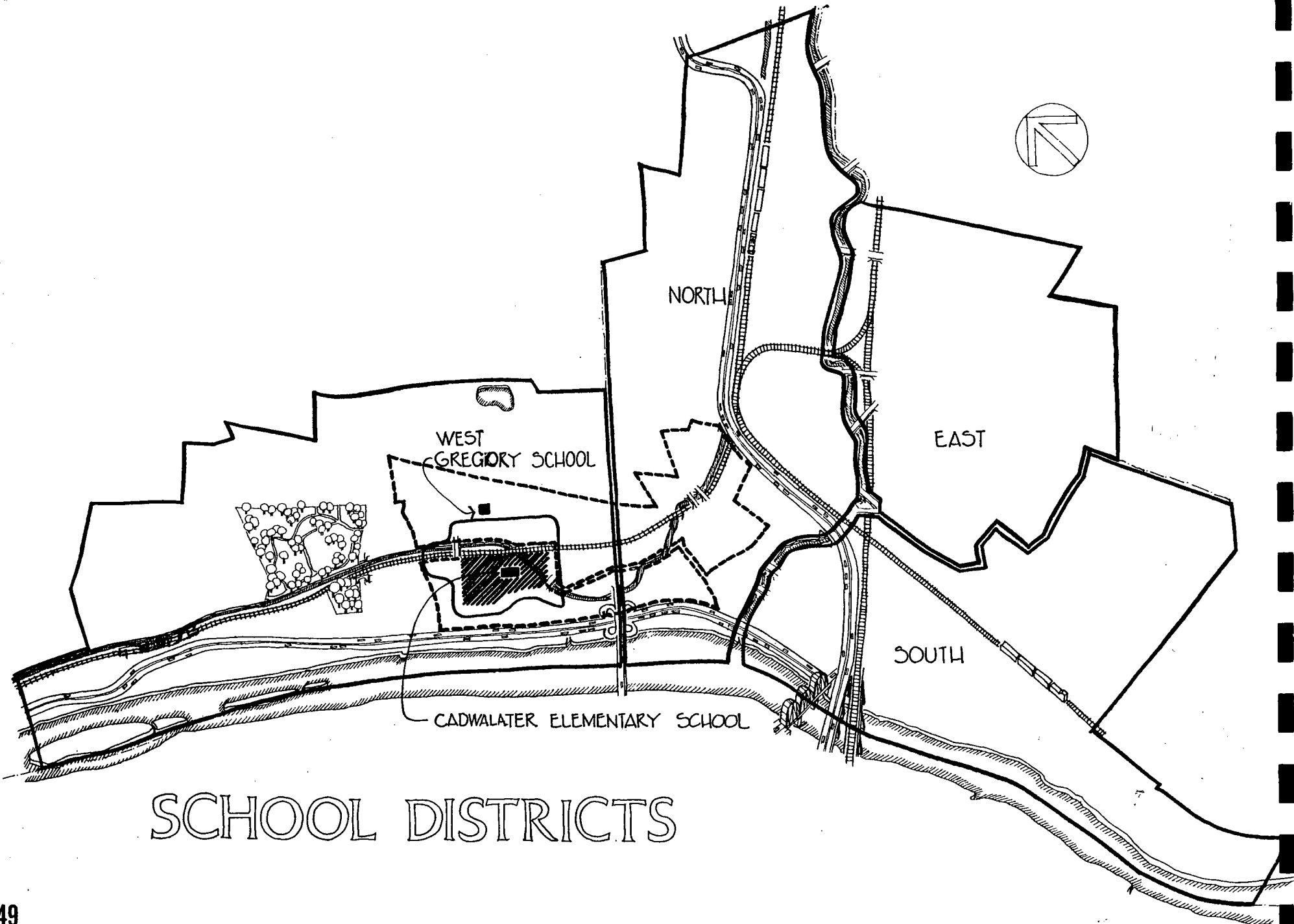
It should be noted as well that the study area includes another health facility which is state-funded, the Community Guidance Center which provides Community Mental Health services as well as those related to Addiction and Alcoholism. The study area is included in its much larger county-wide catchment area.

While the Mercer Medical Center is located on the northern boundary of the study area the Community Guidance Center is on its southern edge. Although the Guidance Center employs a staff only one-tenth the size of the Medical Center it again could

provide a focus for its immediate area and it too uses the area somewhat the same way as Mercer.

A major part of this discussion stressing the health providers as well as the study area as kinds of resources for one another argues that a mutuality should exist to a greater degree than we have seen thus far, one that would be to the benefit of all parties.





SCHOOL DISTRICTS

Education

The only school located in the study area is Cadwalader Elementary. From the League of Women Voters recent report titled "Our Trenton Schools" we learned that Cadwalader serves 451 pupils. Ninety-one percent are black, six percent Spanish and three percent white. As is common in urban public schools the racial-ethnic distribution does not reflect the residential picture. We do not have adequate hard data on either population residing in the study area in the age group attending elementary school nor on the number attending either other public or non-public schools. We can discuss these important matters in terms of soft data. Based on census information for the study area of residents under 18 years of age, we can estimate elementary school age children. This results in an estimate of 150 children aged six to twelve living in the area. Obviously the school attracts pupils from outside the study area. The school district boundaries, in fact, include more than twice as many residential units, but informed sources indicate that the school attracts a significant number of enrollees from outside the district. This indicated that the school is considered superior to other public schools. It can also tell us that out-of-the-study-area attendance reduces the impact of the school as a neighborhood-strengthening institution. This matter

is discussed in more detail later.

At the same time our sources estimate that only two-thirds of the study area residents in primary school attend public school. The major portion of the remaining third attend parochial school. A small but perhaps significant proportion attend private school.

The above description of the relationship between Cadwalader School district boundaries and pupil residence is augmented by the attached map, which shows the study area in relation to the location of Cadwalader School and the district boundaries for both that school and Gregory, the adjacent primary school. Gregory's southern district boundary touches the northern boundary of the study area. Looking at the map indicates that the study area is totally within Cadwalader and that the school itself is located in the center of the area school district.

This location suggests to the team that the Cadwalader school might well serve as a true community school, that is, it might be open as a community. A result of this would be a more effective educational institution for both the pupils attending the school and the remainder of the community residents.

Many examples of public schools serving the community in this manner exist. New Haven schools have taken on this broader function following the initiation of Mayor Lee. A number of New York City Schools developed in this manner, following decentralization and parent participation as policy sharers and as paraprofessionals. Philadelphia's Powell School took on this function based on a partnership between the President of the Home and School Association and a community organization. At present, local residents have told us that the school is not available for even occasional meetings by neighborhood interest groups.

In contrast, the branch library located in the study area, is fully available for such meetings. It also is open for community and group exhibits and even provides working space for individuals working toward community improvements.

Since the library is so much smaller than the school and is limited to a single room which provides library services as well as community support, it obviously cannot serve as well as the school.

It should be noted that the study area contains a number of other educational resources beyond the school and the library. These are: The Mercer Street Friends Youth Service which serves 200 twelve to seventeen year olds from the county who have been suspended from school

This all day, intensive three month program provides classes for academic credit and much more. The eleven employees include three teachers. Of the 200 students approximately one quarter are from the study area which provides another example of higher utilization rate resulting from physical proximity. This center is located in the Acme shopping center area. Although formal recreation periods take place at other locations, the unused car park lot of the Acme provides a wonderful unanticipated physical resource for the program. This youth service could provide yet another opportunity for possible support for study area development among local residents and institutions located there.

Finally in discussion of education we must consider day care programs located within the study area. The same Mercer Street Friends sponsors an after-school day care program. At another location in the study area we fund a UPI day care center for pre-school children. The center is limited to children of low income families and includes many from other areas of Trenton, but we again see high use by eligible families in the study area due to accessibility.

The study area seems to us to have a very good number of educational resources for its children. Judgment of quality of education, however, is beyond the scope of this study.

Retail

Hermitage Ave., once a thriving retail center, is now vacant along a good portion of its length and there are few signs of a reversal of this long and complicated decline. The potential market for retail stores has not significantly changed during this period of decline nor has it been mentioned as a cause of the present conditions. The shop always relied on a relatively large geographical area for their customers. In addition to the study area, the Acme market drew residents in the areas to the north, south and west and portions of the entire West End. At the same time, the decline of the study area has been repeatedly cited as a factor for explaining the loss of retail. The abandonment of property and subdivision of single family homes in the study area is linked to an increase in crime and threats to personal safety. In other words, the transitional nature of the study area is contributing to an unfavorable environment for business and property investments. An effort was recently made to improve the physical appearance of the street. It was not able to reverse the situation or even stabilize it.

In our judgement, there is no need or justification to create and expect new subsidies, laws, or physical improvements to help restore the retail street. The

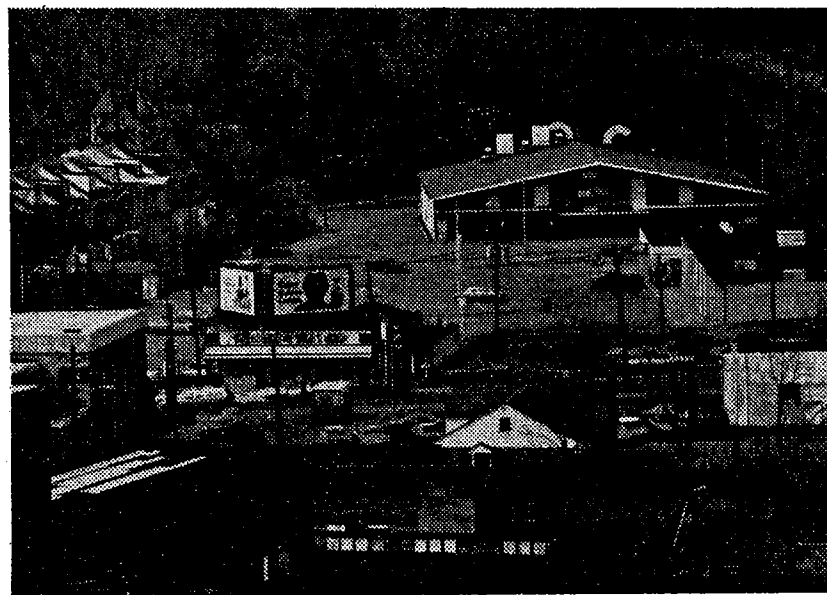
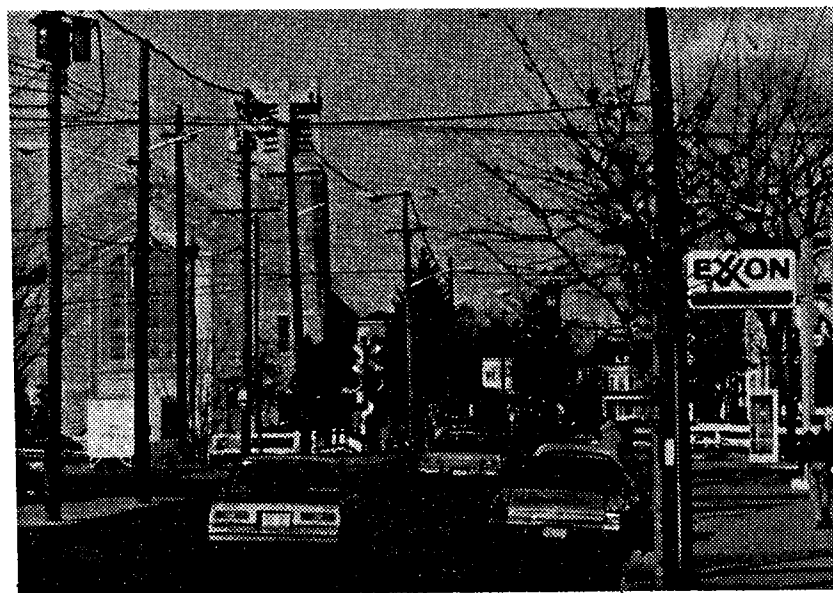
problem has more to do with fear than economics. If a better environment for investments existed, small business loans would be adequate. Also, if and only if, the climate changed, tax benefits from a historic district might help. (These tax benefits are described in the Housing Program.) The first step, however, is to create a more stable residential district in the study area. The recommended housing program and the related actions described in this report are the suggested vehicles.

All new retail activity, when and if it is to exist, should be concentrated at the north end of Hermitage Ave., along with the more stable influences of the bank and the library. The north end also contains the supermarket and the adjacent stores, as well as the proposed D & R Canal State Park - all within easy walking distance to the Mercer County Medical Center and other institutions on Bellevue Ave.

The remaining stores on Hermitage could benefit significantly by cooperating and helping to get the ball rolling on at least one end of the street, where there appears to be the best chance for success. The recommended actions for a Historic District, and, consequently, the conversion of buildings on State Street and Hermitage into professional offices.

and apartments will help to contribute to the retail activity along the southern end of Hermitage Ave. In addition, Hermitage Ave. could be the location for the offices of the Housing Co-operative mentioned in the Housing Program. It could also be the location for a co-operative grocery store for interested residents in the study area. This will not necessarily be a large enterprise or offer as diversified an inventory as the supermarket. It could, however, offer alternative foods, where they are desired, and maintain some form of competition to insure quality and reasonable cost controls.

The lack of a pharmacy is a major problem identified in the public meeting. (The need for a pharmacy is also discussed in the Health Program of this report.) Any location in the area would be welcome. There is one place that deserves special attention--the location of the former "Adams and Sickles" Pharmacy. The loss of this pharmacy was a traumatic one, not only for the study area, but for the entire West Ward. Besides the loss of the pharmaceutical service, many people we talked to refer to the closing of the pharmacy as the beginning of the area's decline. The event had symbolic meaning partly because the pharmacy is so visible and always served as the entrance to the West Ward.



The city is now developing the "Adams and Sickles" building and restoring it to its original physical condition. Residences are planned for the upper floors. Every reasonable effort should be made to go beyond the architecture and restore the ground floor to its original use—a drug store, calling it the "Adams-Sickles" Pharmacy. From the point of view of a druggist, the location is highly visible at the location of two major traffic arterials, therefore desirable. It is located on State Street near both elderly and conventional apartment buildings. The location is adjacent to the Prospect Street Church and is across the street from a doctor's office. Conditions haven't really changed much from the time the original site was selected as a sound business location.

Historical preservation funds might be found to restore the interior to that of the original drug store. This would make the new pharmacy a real show piece, and help to attract customers. The druggist should not have to pay for these unusual improvements costs. If a pharmacist cannot be found at this time and another tenant is interested, a reasonable attempt might be made to negotiate a short term lease in order not to preclude a drug store in the near future. It may even be necessary in the search for a druggist to secure enough commitments from local residents to guarantee their purchasing drugs from the store at a reasonable cost.

Recreation/Culture

Few centers of recreational and cultural activities exist in the area. The Public Library, for one, is an important community resource and the Department of Health, Recreation, and Welfare provides organized activities in the West End playground during the summer months. The Grace Presbyterian Church has a 300-seat auditorium from which a theatrical group, "The Players Company", operates. Other Church-related activities include after-school programs. Transmedia, a non-profit corporation which develops experimental programs in the arts, is also active in the area. There are also more controversial facilities, such as the discotheque, the "Total Experience".

Clearly, there are no places for teenagers to congregate, nor places for the elderly, and no public bars for the adult population.

The area residents seem very sensitive to the lack of organized recreational activities; they even blame it for the lack of community focus and organization. The elderly blame it for the petty criminal activities of the youth and the climate of fear this has created.

A recreation program to address the needs of the area must be modest and diversified. For the younger children, after-school programs can occupy pupils whose parents work, and the school as well as the churches can be used for this purpose. Because of its location at the residential core, the school would be the preferred location. For the teen-agers, a hang-out could be provided, preferably in a public active area for group activities, martial arts and dances. Transmedia could also operate from there. A store-front type of operation would be suitable. The presence of a fast-food outlet could compliment it.

The elderly would enjoy a place to meet and talk within easy and safe distance to their housing. Proximity to the area's institutions, they note, would be a requirement, yet a certain amount of isolation and quiet has also been requested. For the rest of the adult population, a cafe-bar on the shopping street would be an asset, a more public version of the after-hours spot.

The "Total Experience" is the only facility that would be suppressed. The program is meant to not only intensify activities, but to make them more visible, thus less controversial. By bringing more people to the streets and to a number

of neighborhood facilities after dark, security can be increased. Then a few activities, if properly located, could also attract residents of adjacent areas, making the activity nodes even more functional as well as an economic success.

The Delaware River, to the south, is separated from the residential area by a parkway. The foot bridge located at Hermitage Avenue is the only means of reaching the river bank and is not heavily used. The banks are slowly eroding and no activities such as fishing seem encouraged. Cadwalader Park, to the west, is only a few minutes walk from the area center, but many residents do not feel welcome there. The City's decision to invest in the Park's Ellarslie Mansion rehabilitation as opposed to recreational activities is, in many of the residents' eyes, an expression of a priority unrelated to their needs.

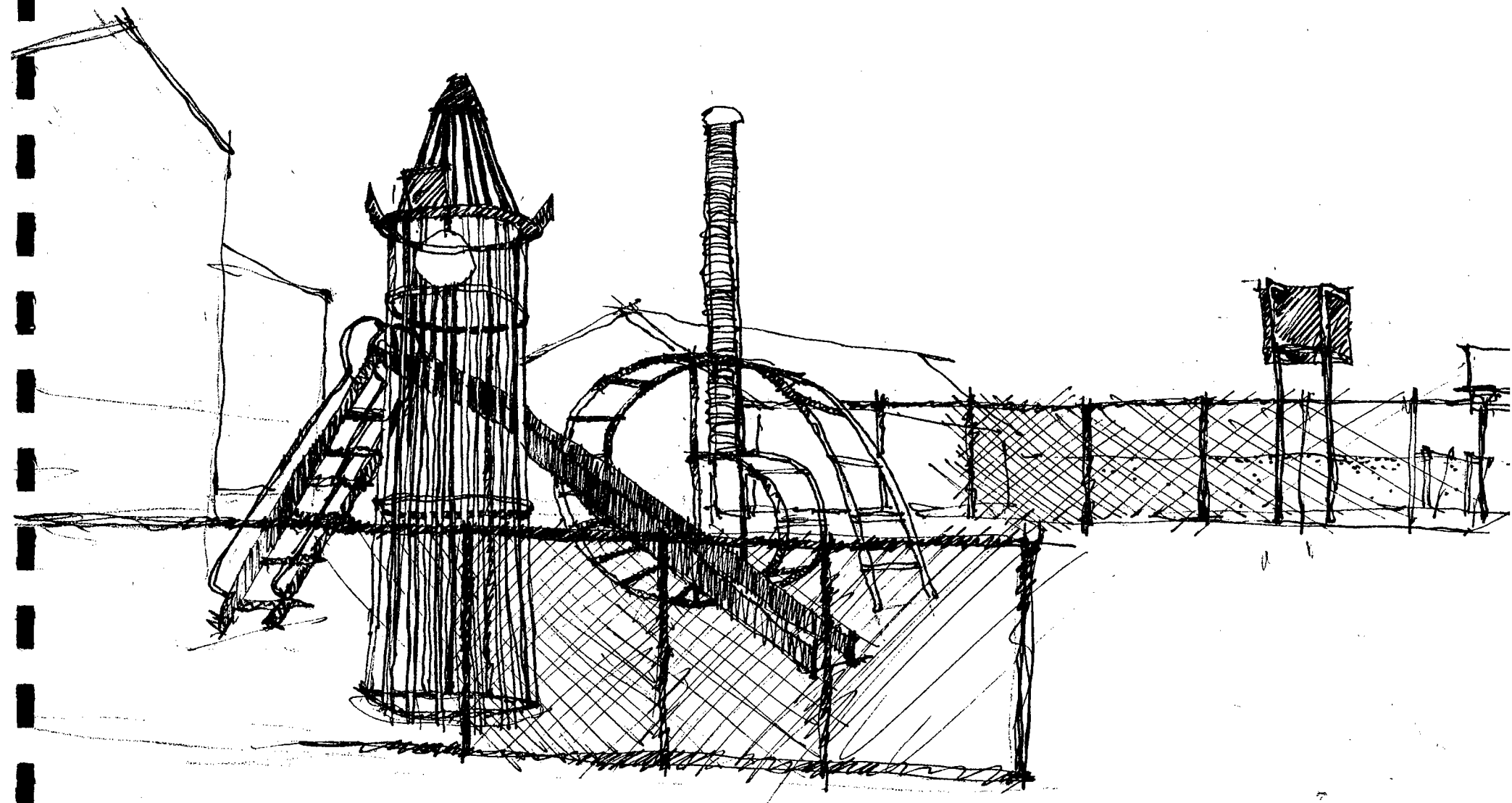
There are a few useable open spaces, but they are limited. The small playground at Edgewood Street, behind Cadwalader School, is operated by the Department of Health, Education and Welfare. It abuts a lumber warehouse on one side and a plating factory on the other. It extends to the railroad spur, and is not connected to the canal. It contains a basketball court in the back and equipment for smaller children on the street side. It seems

to be heavily used at all times. The school playground, a large asphalted area south of the school building is located in the center of the residential district. It is a strategic position and very visible. Many of the area streets and alleys dead end on it and backyards open on it. Unfortunately, the playground has not been designed with regard to its location, only for easy and minimum maintenance. Rather than improve the adjacent properties, it devalues them.

Both facilities are hard-surface areas. The streets and alleys are also asphalt. The biggest eyesore is the deck of the French Towers Parking Garage. Moreover, none of these areas serve the needs of the elderly and adult residents.

Conceivably, a proposed open space program would try to diversify the quality of the open space (active passive, hard surface, green surface, local scale, larger scale) and define location criteria to reflect both people's needs and means of implementation. In this perspective, the development of the Canal Park becomes a priority item. It is sorely needed and developments can be tied to it.

We can distinguish the three following kinds of action:

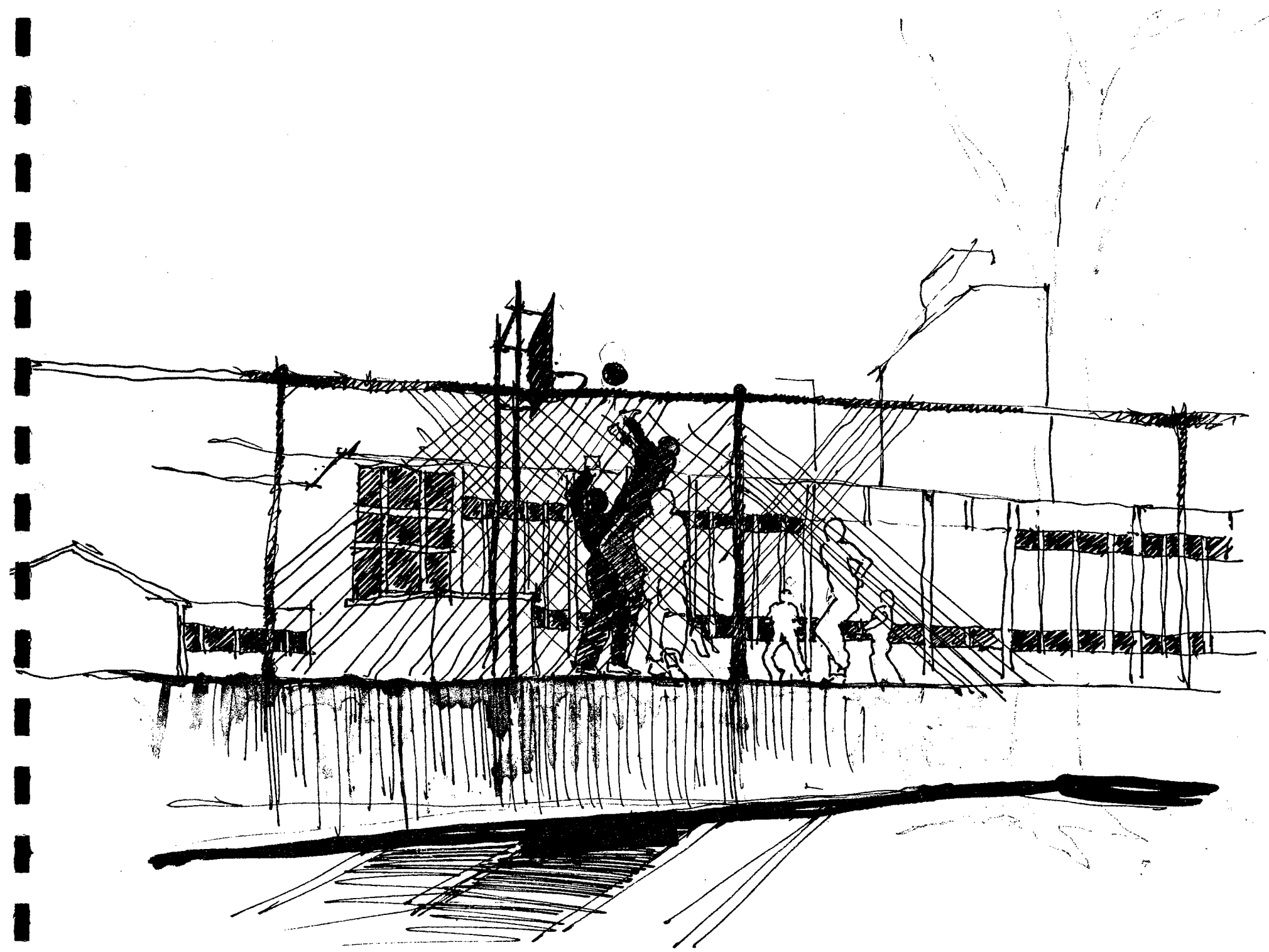


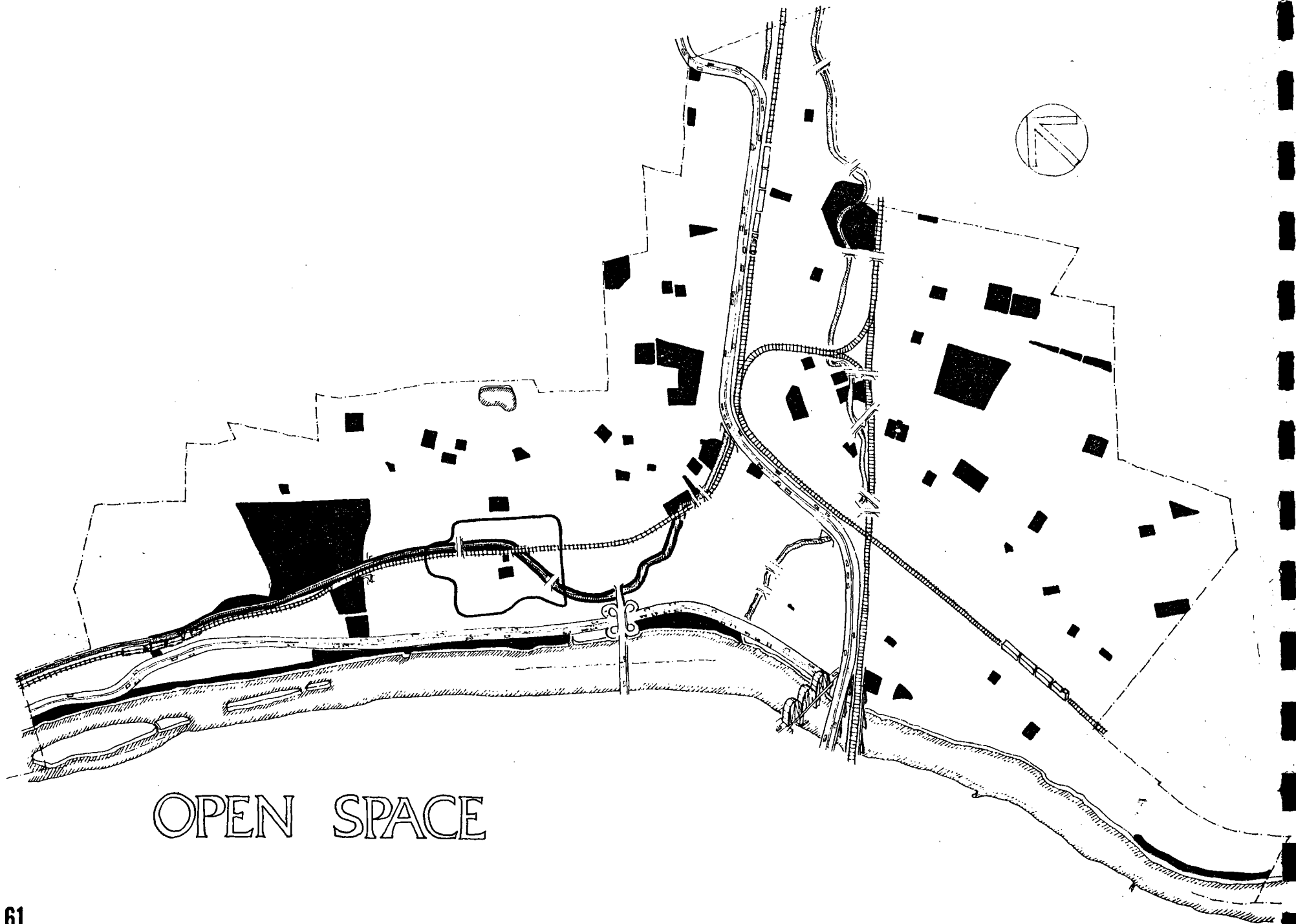
- 1 - The creation of new recreation land and facilities, (the Canal and related open space activities being the most important).
- 2 - Rehabilitation of existing resources to fit a more structured open space organization (school playground and connections to it).
- 3 - Street improvements.

Some effort should also be put into the development of activities on the River Front. If and when Hermitage Avenue regains vitality, it is hoped that some of it will spill off to the footbridge, thus bringing more people to the Park.

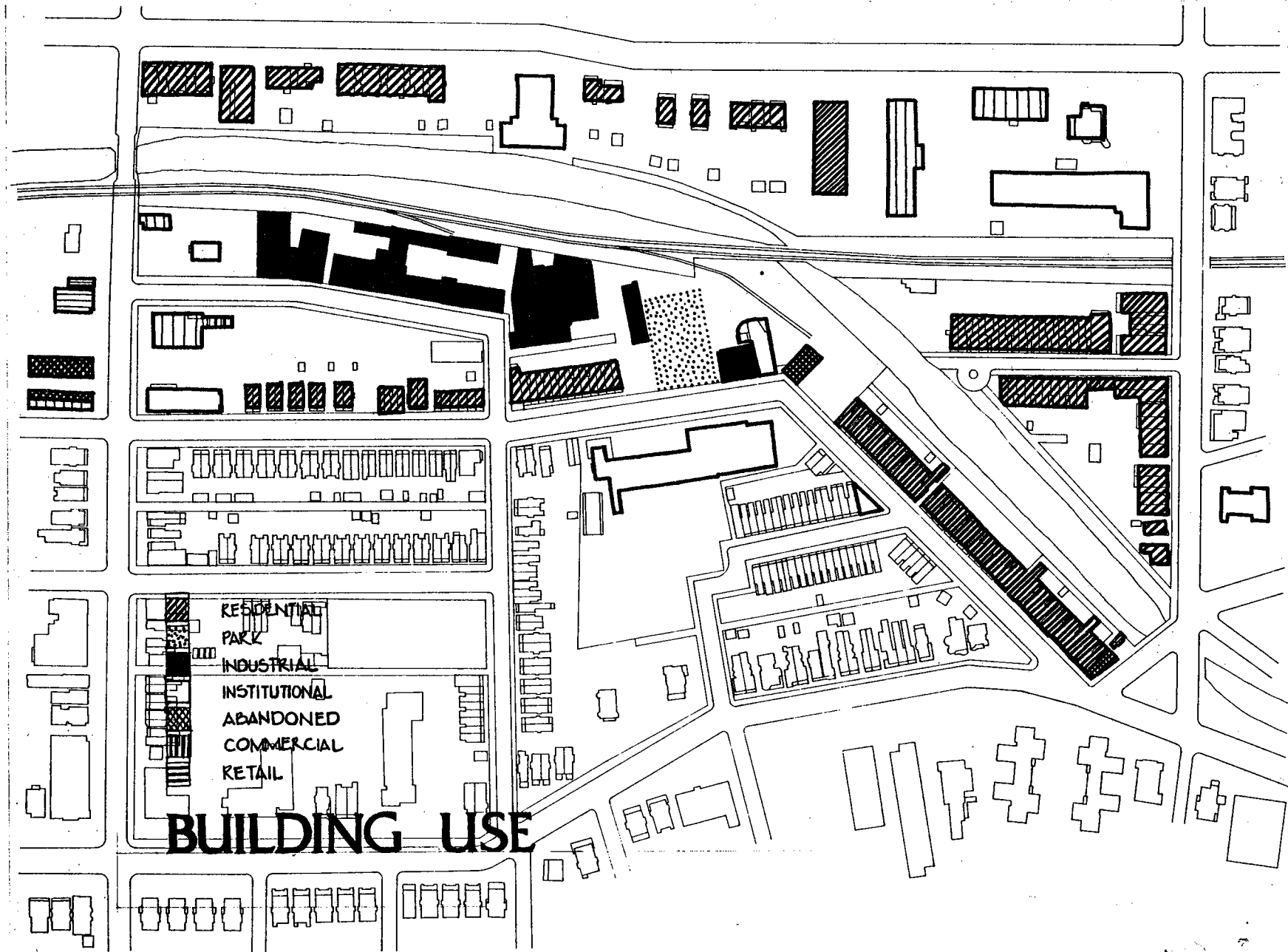
The open space rehabilitation program is aimed at the Cadwalader School playground. It should examine the possibilities of redesigning the facility in accordance to its location. The new design should give the playground a more intimate scale, improve access to it and provide landscaping along the adjacent residential properties. The school extension, which is discussed in the Education Program of this report, can be used to achieve these goals. As there is a real need for basketball courts and other active uses, the playground surfacing can remain hard.

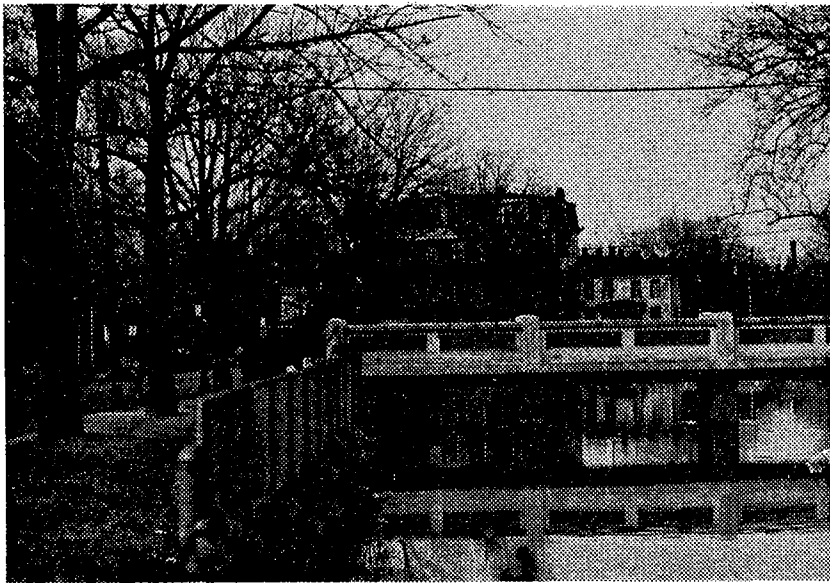
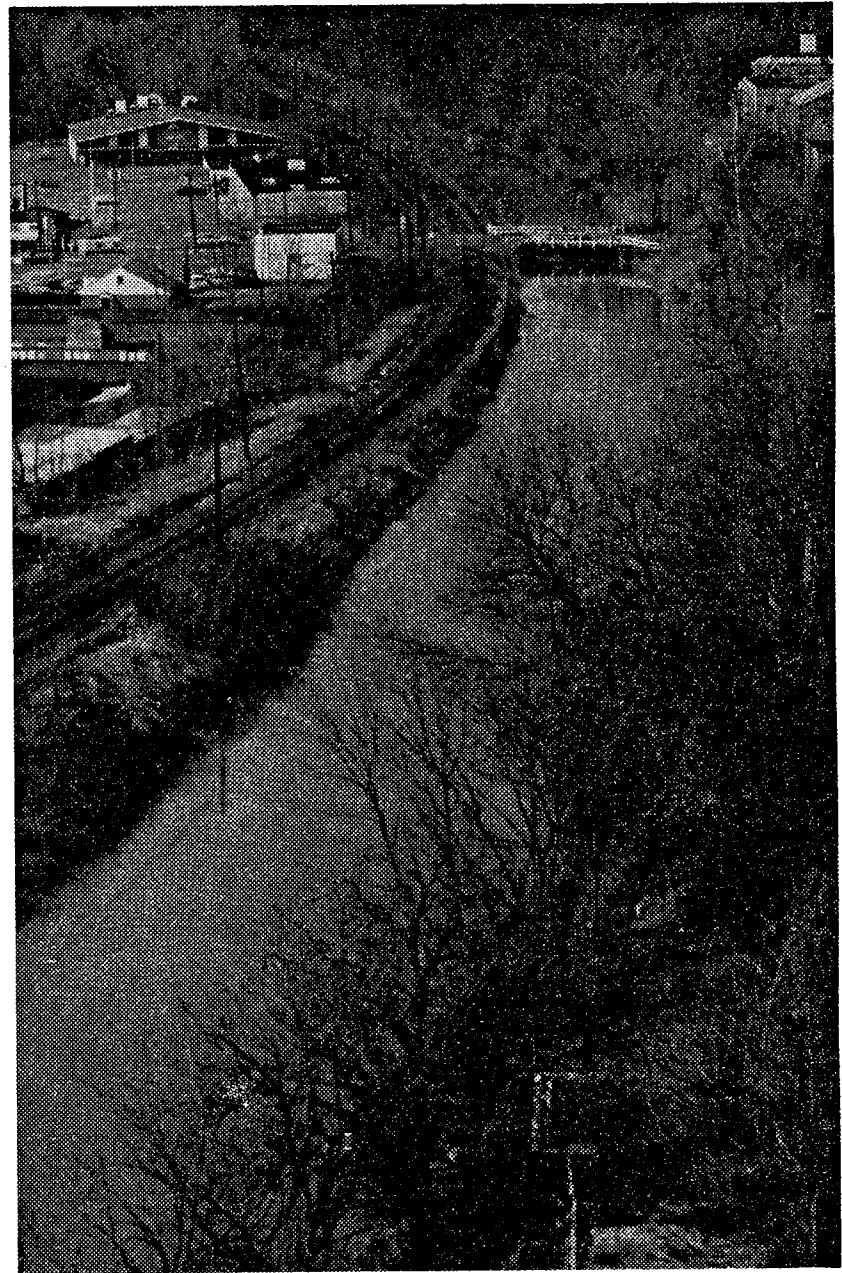
To meet the open space need of the elderly, green areas close to their residences should be developed. It would seem appropriate to propose places to sit along State Street.





OPEN SPACE





The Canal

The Delaware and Raritan Canal, from North Stockton to New Brunswick, has been recently declared a State Park by the New Jersey legislature. It is to be operated and maintained by the Department of Environmental Protection. The enabling legislation emphasizes environmental protection, historical protection, and urban recreation goals. Furthermore it will support local plans of improvement for specific, sensitive sections. The implementation of the Park requires careful coordination of financing. The development of the State Park will not raise major issues along most of its length, as the setting of the canal is basically rural.

On the other hand, the development of the Trenton segment, and in particular the portion from Cadwalader Park to the Battle Monument, will affect a variety of built up neighborhoods and districts. The Cadwalader Park section can be merely the extension of the Park's recreation function to the water edge. The next district to the east is our study area. It is generally residential in character, with retail shopping at Hermitage Avenue, and the Canal House

Landmark District at its Eastern edge. The Canal continues on through the business/government district before crossing another residential section and up to the Battle Monument.

From the perspective of the West End residents the development of the Canal as a State Park, with its bicycle and pedestrian paths, is seen more as an intrusion on their privacy than an improvement to their neighborhood. To assure their acceptance and support there needs to be an organization of residents to shape the Canal Master Plan with specific local goals and conditions. The community seems to be concerned with the following three factors:

- Security and control
- Elimination of undesirable uses and abandoned properties along the Canal
- Respect of residential privacy.

The Canal corridor is presently considered dangerous because of neglect, limited access, absence of control, topography, and the presence of a

of a railroad embankment.

The north shore of the Canal has a right of way, on the average of 8 to 10 ft. above the level of the walls of the canal. The embankment to the Canal is steep, levelling off to grade near Jarvis Place. The land use on the north is essentially residential, with one major institution to the East of Hermitage Avenue. Immediately after crossing Prospect Street, the Canal enters the business district. The south shore displays a much more varied land use pattern, from retail at Hermitage Avenue, to industrial users, to land area around the bend, which contains a mixture of abandoned and marginally used properties. After the bend, the land use turns to residential again up to Prospect Street, where the Canal House landmark is located.

Street crossings over the Canal occur at Hermitage Avenue and Prospect Street. In both instances clearance under the bridges would not allow for boats. Jarvis Place is the only direct, planned access to the canal. Informal circulation along the southern shore occurs at the Canal House and West End Avenue. There is also direct access down from Hermitage Avenue.

Three areas along the Canal present some of the necessary elements for development. There is access, land availability, and significant land use functions. They are as follows:

- 1 - the Hermitage Avenue Retail District.
- 2 - the Canal House Historic District.
- 3 - the vicinity of the railroad bridge at the bend of the Canal right-of-way.

Of the three, the bridge area is the most appropriate for relatively large scale open space development. This area has large properties which can easily be assembled for a large-scale development. It is adjacent to the area's major educational and recreational resources. Topographical relationships also allow easy access.

The park development at Hermitage Avenue can be programmed in conjunction with the adjacent retail, cultural, and institutional facilities. This intersection is also important for the adjacent residential sections. To the

north and west of the intersection,
there are no bridge interferences and
the canal can be used for boating.

The Canal Park at Prospect Street could
be related to the Canal House Historic
District, the Practical termination of
the government district, and entrance to
the West Ward. The Canal House (a City
landmark) and the Adams & Sickles
Pharmacy (a local landmark) along with
the Presbyterian Church all lend
stability to the area.

Although there is a focus of activity at
three points along the Canal, the
continuous activity corridor for bikes
and walks will have to be maintained.

Streetscape

Because streets represent the largest percentage of open spaces, they are an important element of this area's self-image and appearance to others. They are of various type - the more public, traffic-supporting streets, semi-private alleys serving the residences' backyards, a shopping mall, and pedestrian playstreets. On-street parking does not seem to be a problem. Many residents use their backyards or the canal edges for parking space. With the exception of State Street and Hermitage Avenue, streets do not contribute significantly to the quality of the area because of traffic-related problems, land use and property maintenance.

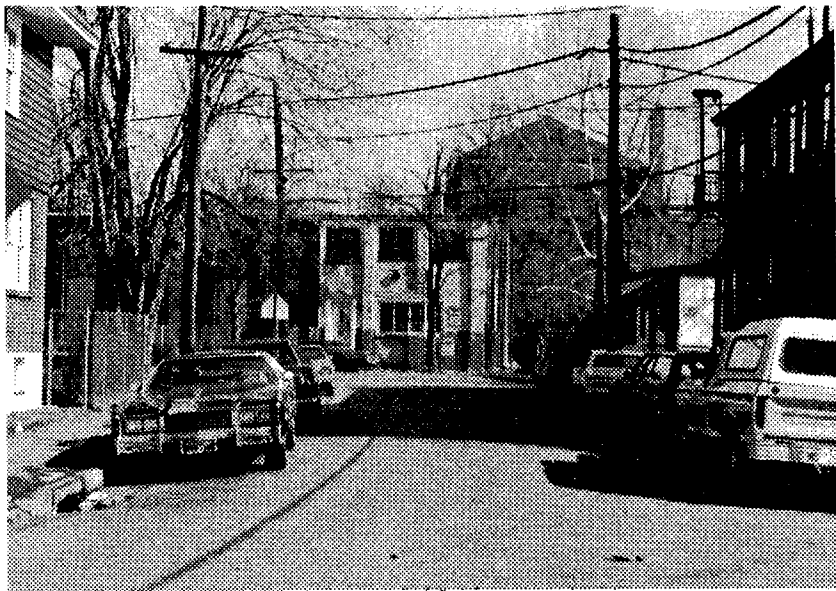
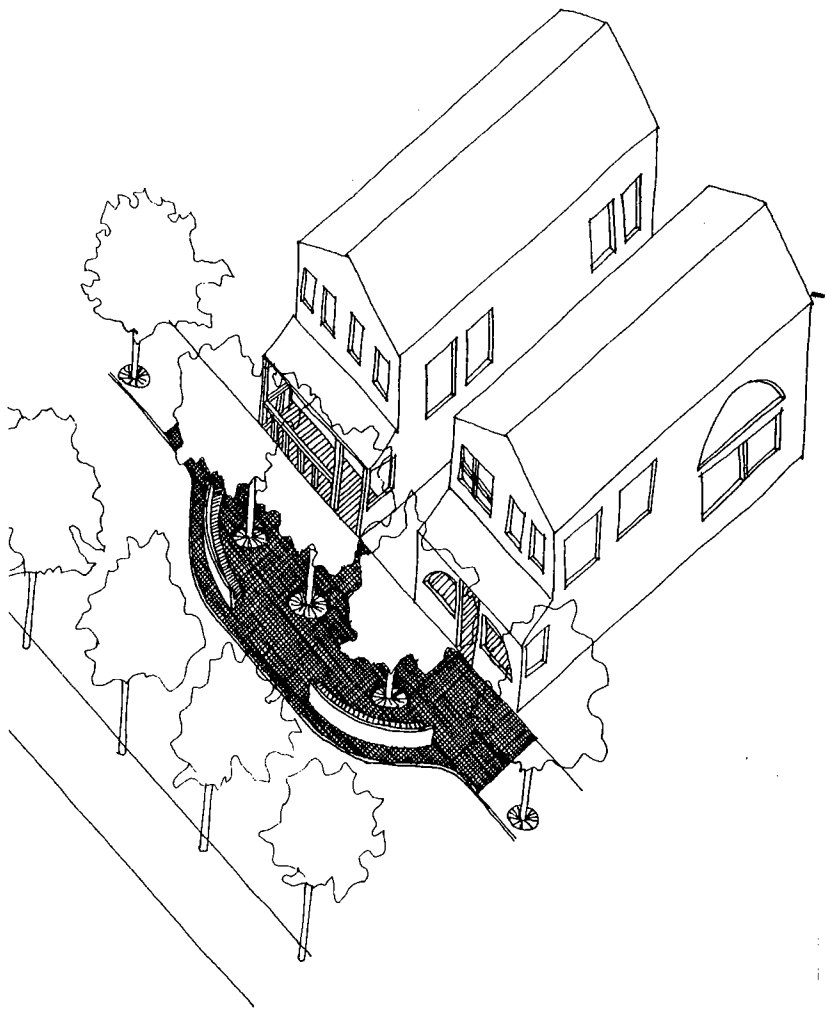
A street improvement program would deal with the right-of-way issues, and also provide guidelines for the treatment of property frontages, particularly where there are architecturally significant buildings.

In terms of traffic, the goal would be the elimination of non-local traffic on West End/Edgewood. This would help to reinforce the pedestrian and recreational quality of the street. To this end, consideration should be given to making West End Avenue a one-way street, south-bound. The roadway width itself could

be reduced, to allow for the sidening and greening of the sidewalks. Parking can be restricted to specific locations integrated with an overall design of the street. Between the Cadwalader School and the proposed bridge, the roadway and sidewalk paving could delineate a special area, to warn motorists to slow-down and be cautious of children.

In general, sidewalks should be improved throughout the area. Wherever it has been eliminated, the green strip along the sidewalk edge should be replaced and trees planted.

Along Hermitage Avenue, we propose the extension of the Mall to the bridge over the Canal.



Recommendations for redevelopment of the study area that respond to the preceding programs are concentrated at three major action areas, all along the canal. The specific places are as follows: 1. Where the Canal intersects with State and Prospect Streets; 2. On the bend of the Canal adjacent to the area's grade school, the presently marginally used, partly-abandoned Tattersoll Coal Yard, and a City playground; 3. At the intersection of Hermitage Avenue and the Canal.

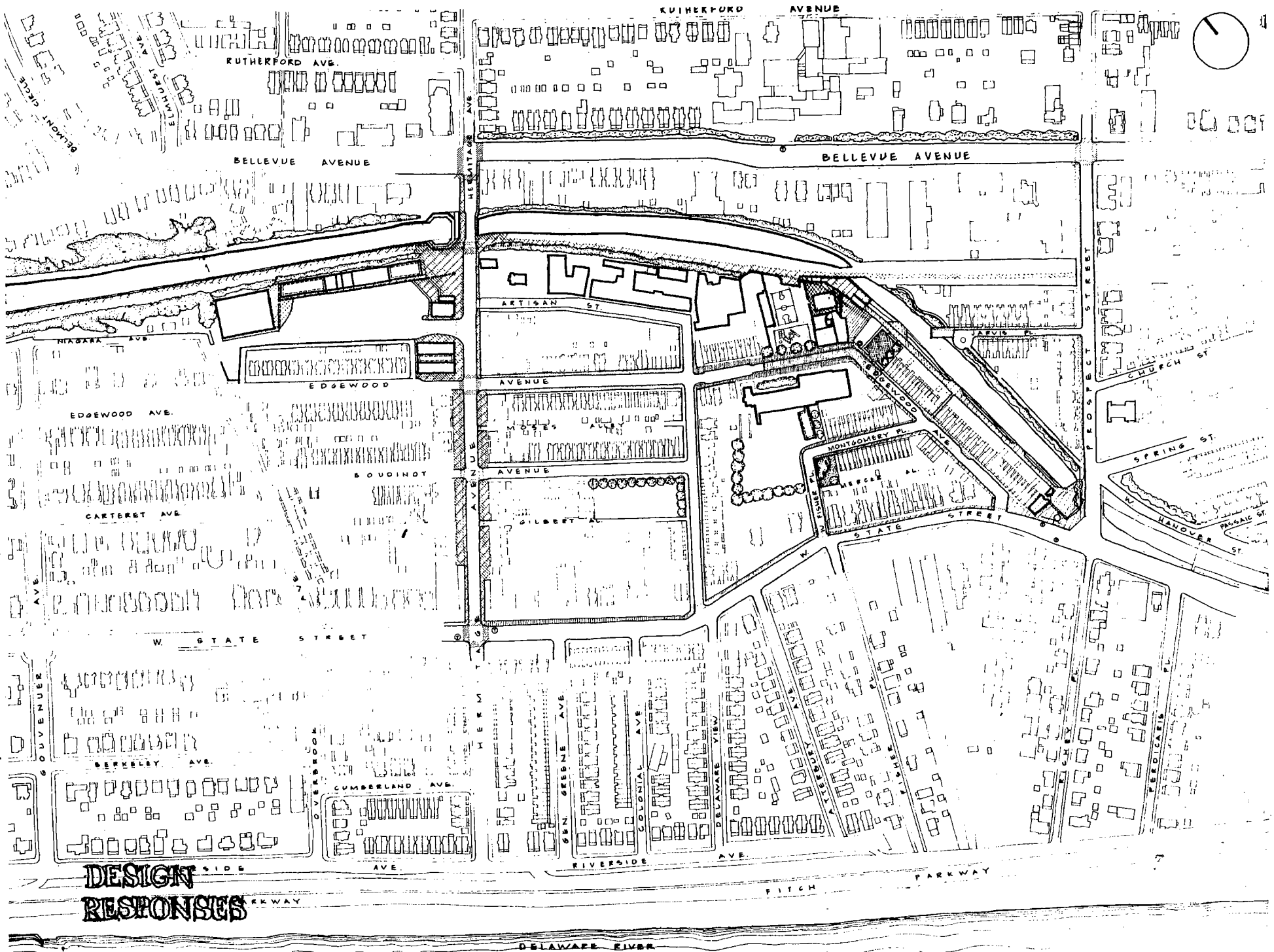
The Delaware and Raritan Canal State Park seems to be a natural instrument to help realize many of the preceding program objectives. At the same time, the State Park can be made more usable by linking up with the local conditions at strategically important places. This approach will ultimately build more acceptance into the plan for the State Park.

We suggest that the intersection of State and Prospect Streets become a type of public gateway to the West Ward, to be entitled Canal Plaza. This is to be developed as a formal terminus to the portion of State Street extending into the downtown retail-State Capital district through to the Trenton Commons.

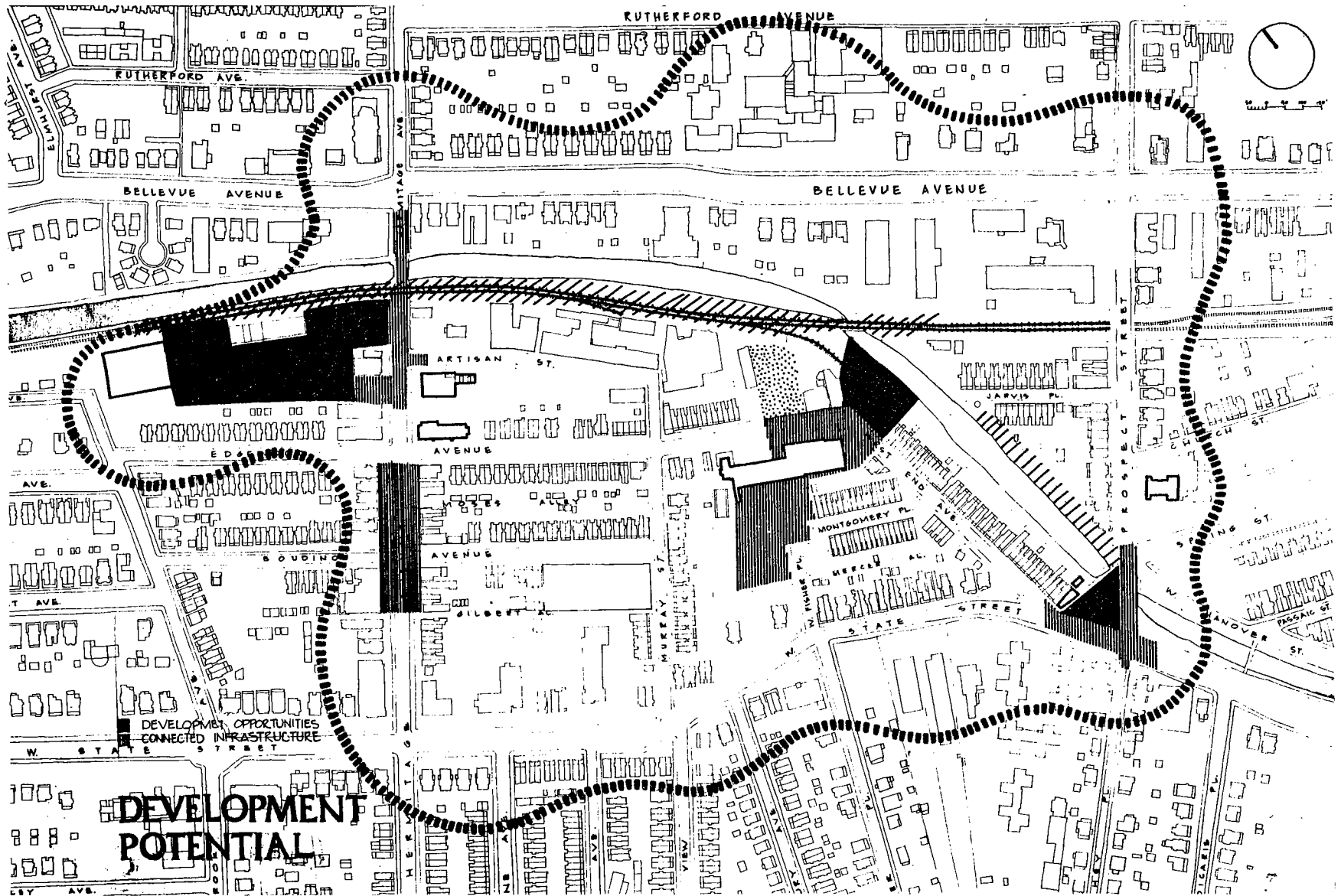
At the bend of the Canal, the Bridge Recreation Center and Park is to be developed to offer comprehensive recreation and educational programs for the study area and the West Ward.

At the intersection of the Canal and Hermitage Avenue, the design proposal is to link the D & R Canal Park to a commercial revitalization of the shopping district. The Hermitage Shopping Plaza is the suggested project which will combine the State Park with a remodeled and enlarged shopping center and some new uses, possibly tied to attracting staff and visitors to the Mercer County Medical Center.

Designs have been developed to offer a picture of what could be add demonstrate the physical implications. There are no projections into the right-of-way of the Canal nor are there changes to the current plans of the Canal Park for continuous trails, waterways, and bike paths. It is assumed that the State will assume ownership of the railroad right-of-way.



**DESIGN
RESPONSES**



**DEVELOPMENT
POTENTIAL**

"Look, if at four A.M. in the morning in the dead of winter, I hear two women screaming at the top of their lungs outside my window, that a man is trying to steal their suitcases - a man in short sleeves no less- what those two were doing out like that at that hour I'm not going to ask, but you could say a situation like that certainly indicates a security crisis in this neighborhood."

"Playgrounds and canals don't mix. This isn't Holland."

"There are no cultural meeting places, the closest is just that 'Ellarslie Monkey House' over in Cadwalader Park"

"We just need a pharmacy, what with a higher percentage of Senior Citizens here than in any other ward of town, we presently have to trek out to Ewing Township for any drug needs."

"Clusters of housing are in good shape, others are dragging it down."

"Money is not a problem - when you rent to a welfare recipient, the landlord is sure he's going to get his due."

"Biggest problem of this West Ward area ...non-owner occupied homes."

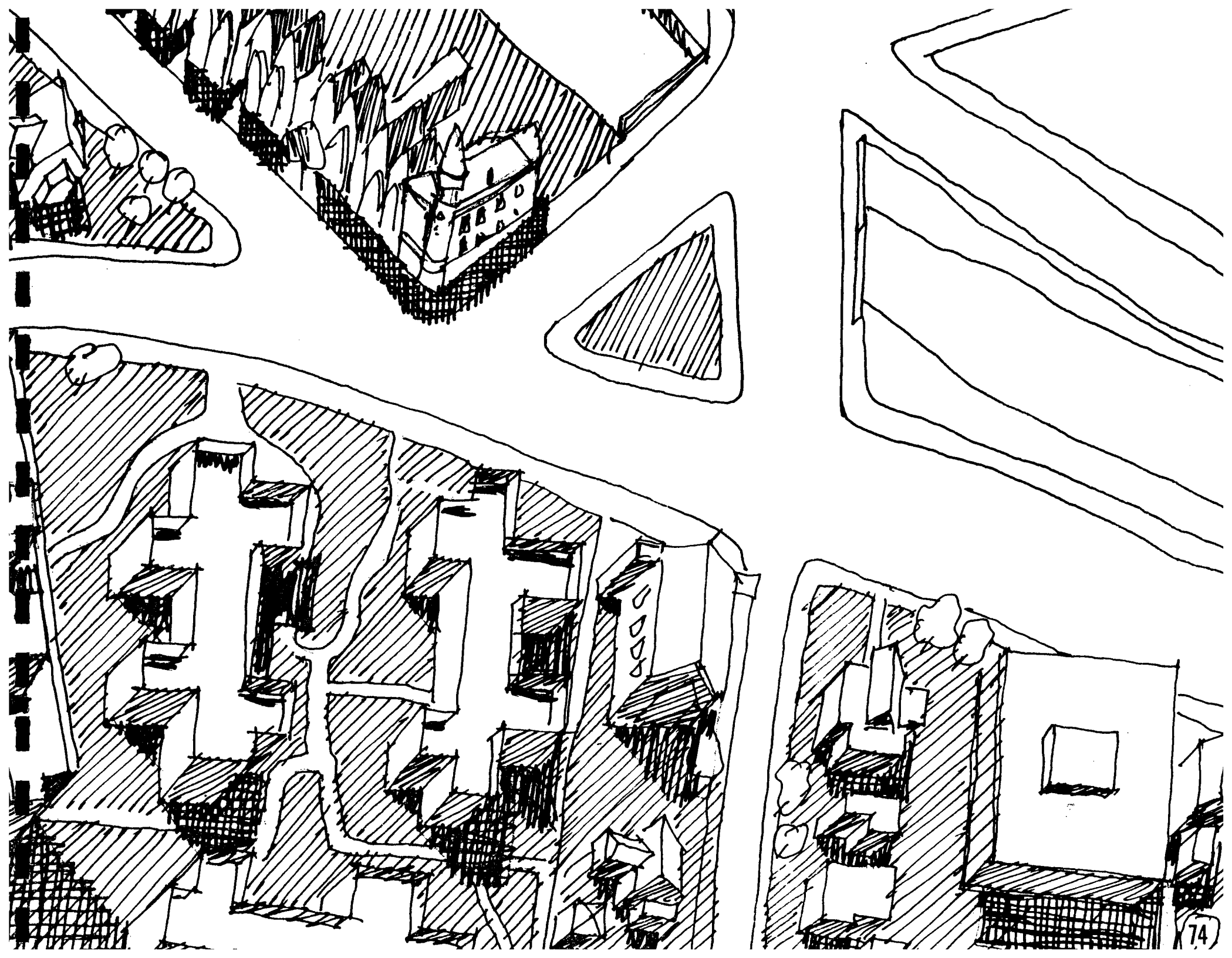
Canal Plaza

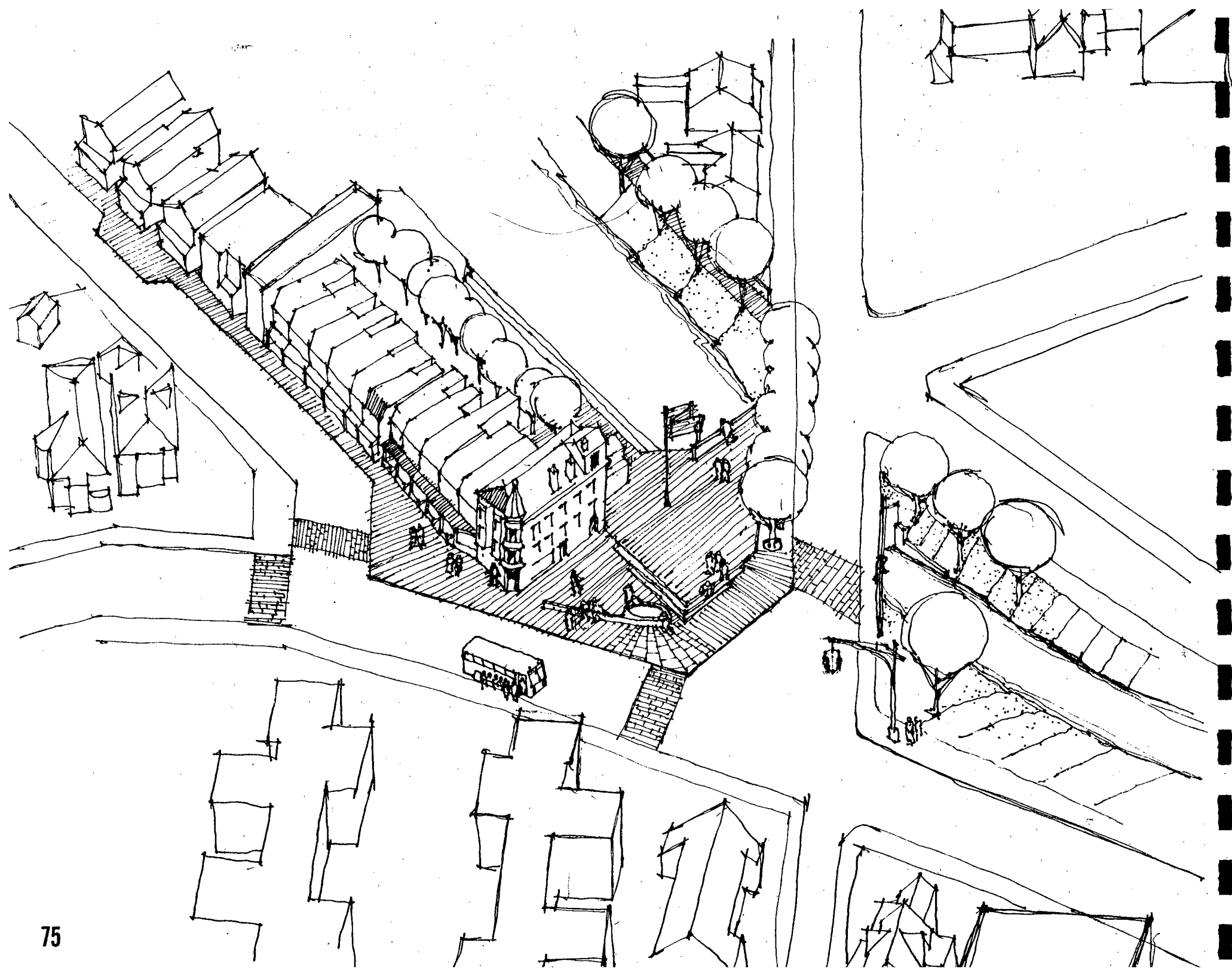
This plaza is the gateway to the West Ward and a termination of a formal State Street axis starting at the Trenton Commons.

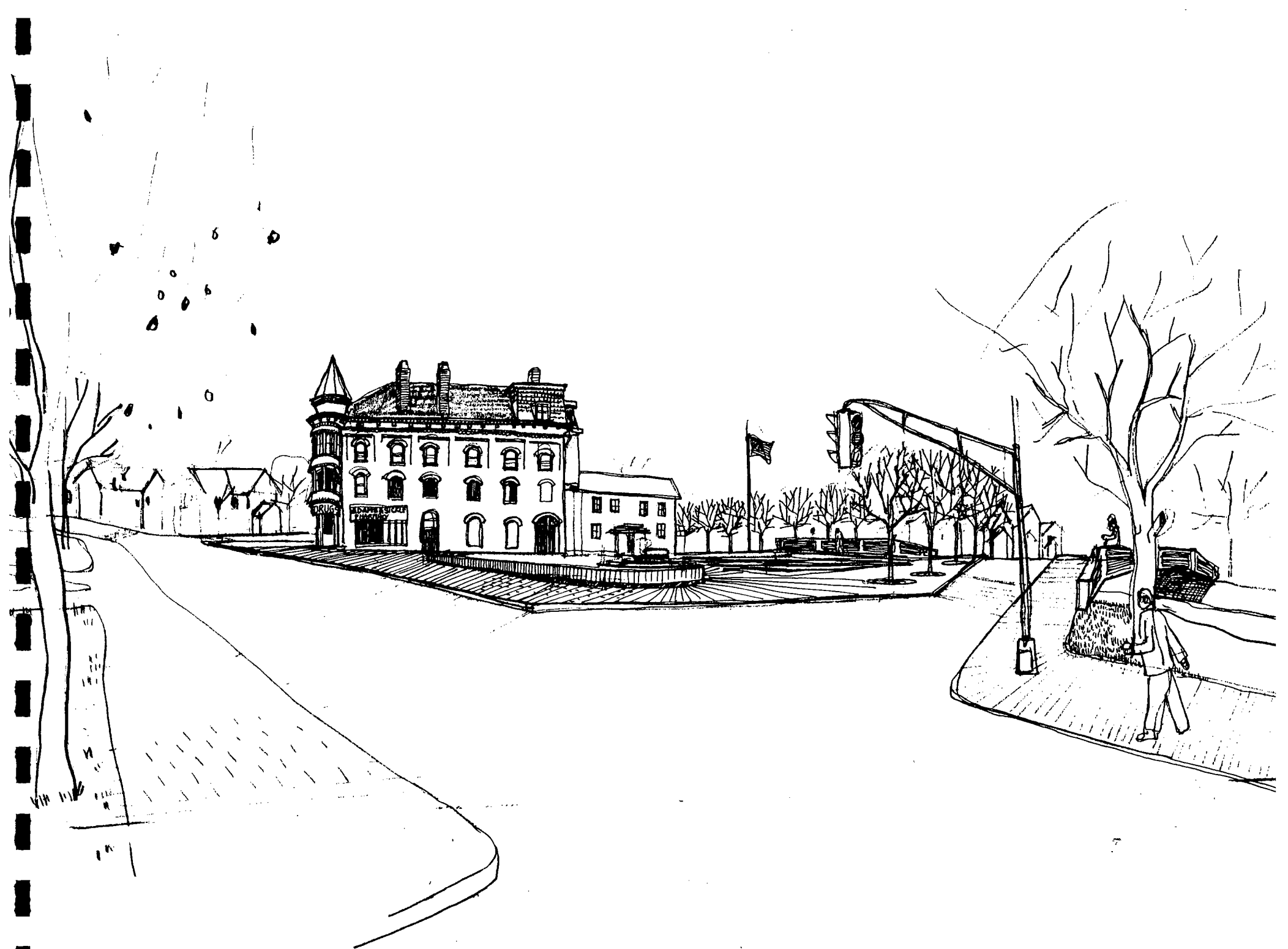
The design proposes the transformation of that intersection into a pedestrian-oriented plaza, through the redesign of the traffic intersection and sidewalks. Public presence is intensified by the additional node of community and business-oriented functions. In this context, Canal House can possibly become a museum or an information center. Retail businesses can now locate at the corner. A pharmacy is to be located in the Adams Sickles Building. In this case, historical land use is being preserved.

The design of the plaza minimizes the use of West End Avenue for access to Parkside Avenue, and thereby discourages thru traffic on private residential streets.

Prospect Street Presbyterian Church can also be a factor here and join in improving their parking lot adjacent to the plaza proposed.





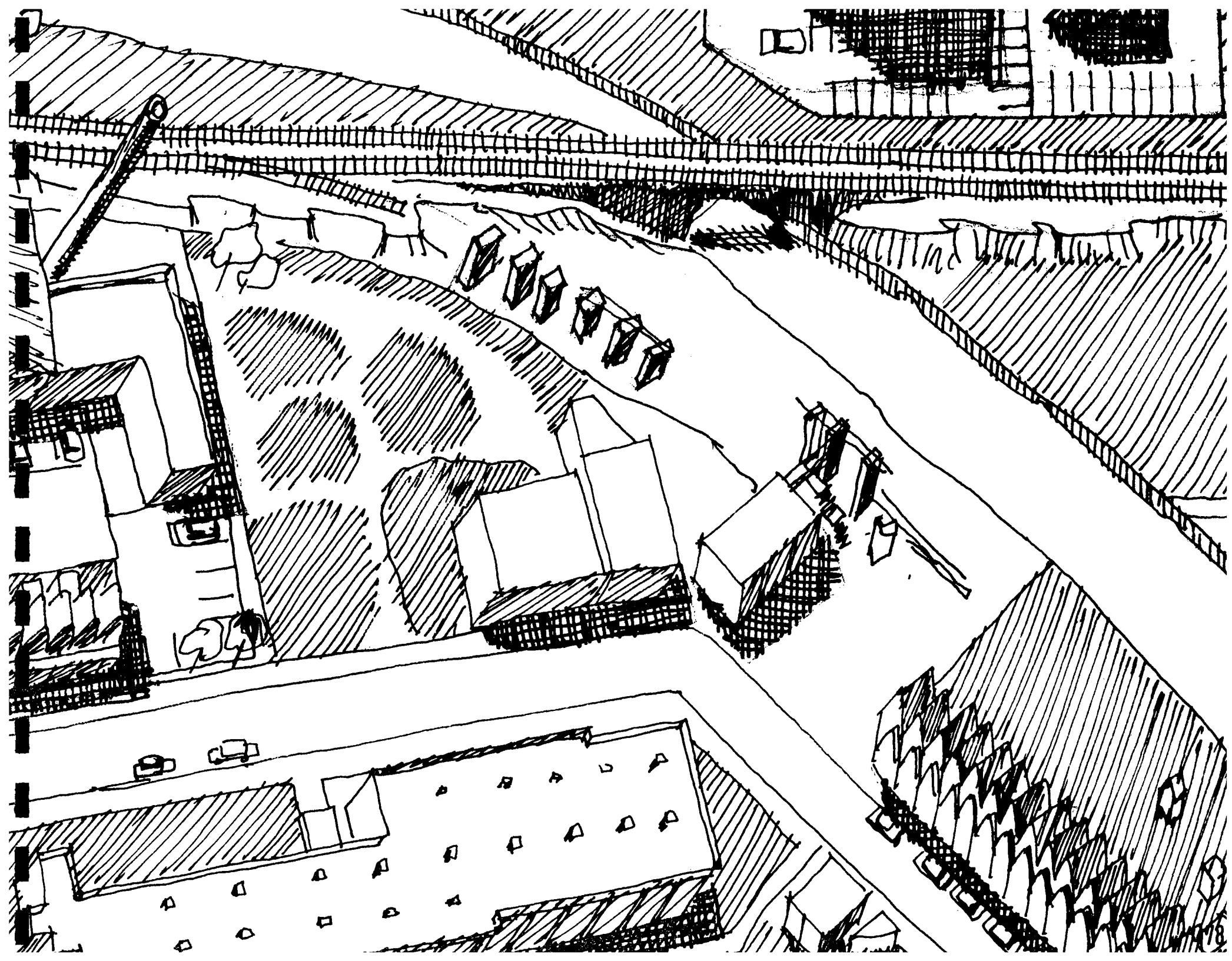


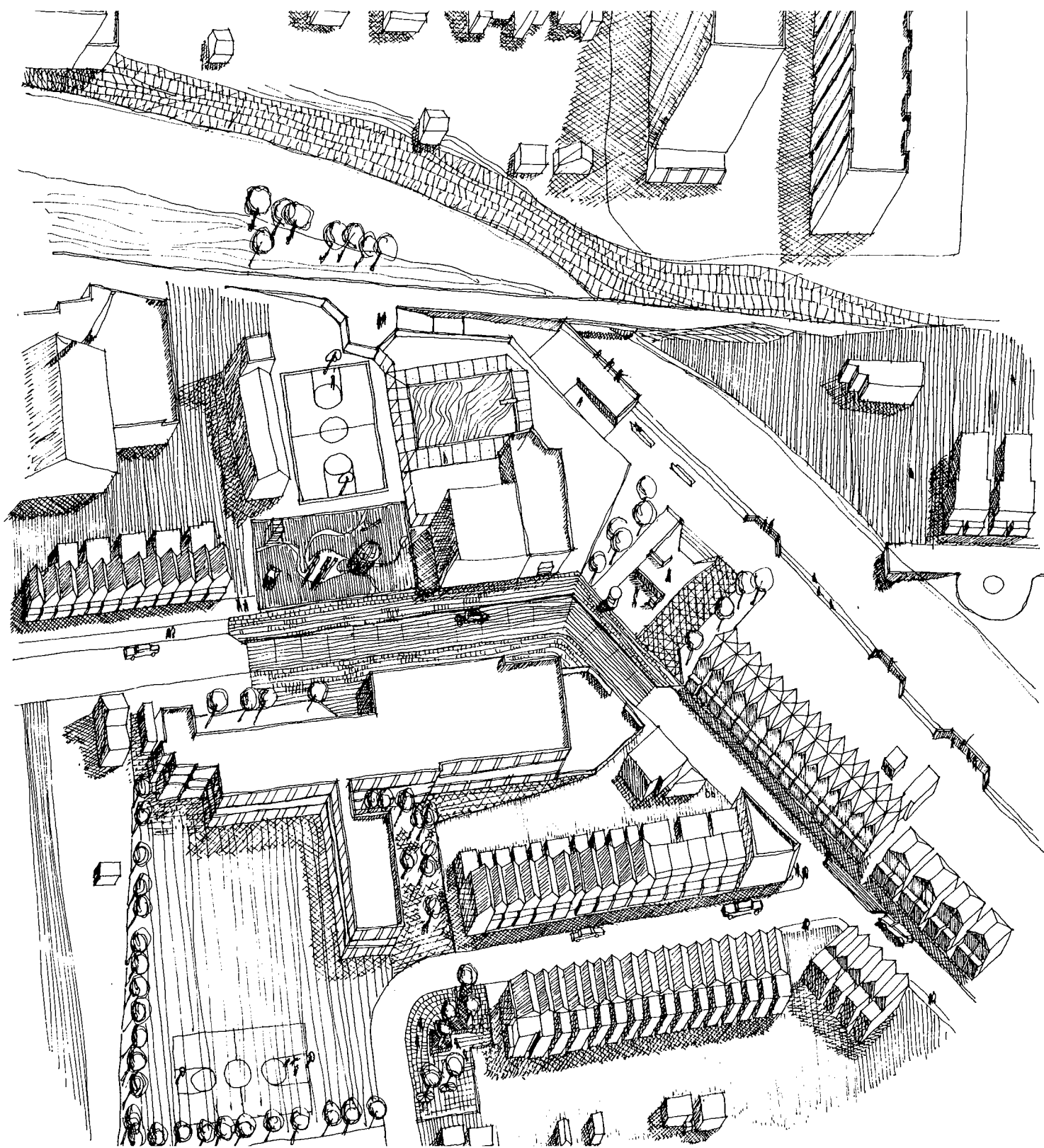
The Bridge Park and Recreation Center

This design responds to the need for a major recreational center in the study area. Given the available resources, open space can become the natural focus of educational and recreational activities. It is the location of several large properties needing to be developed. The proposal concentrates many children's activities in order to make the area both more accessible and more secure. Most important, there will be supervision. To reinforce the sense of control, the Bridge Park will house the Neighborhood Community Patrol. Recreation-related activities will be housed in the adjacent existing building; activities such as swimming, tot lot games, sitting, and fishing can also take place.

Two treatments of the Canal edges are proposed. They both are meant to increase security by creating a softer edge by either stepping down to the water or providing a low wall for sitting along it.

The school playground use will be limited to active ball games. To buffer it from the surrounding homes, trees will be planted along its edges. The school addition will be sited so as to give a sense of intimacy to the playground.



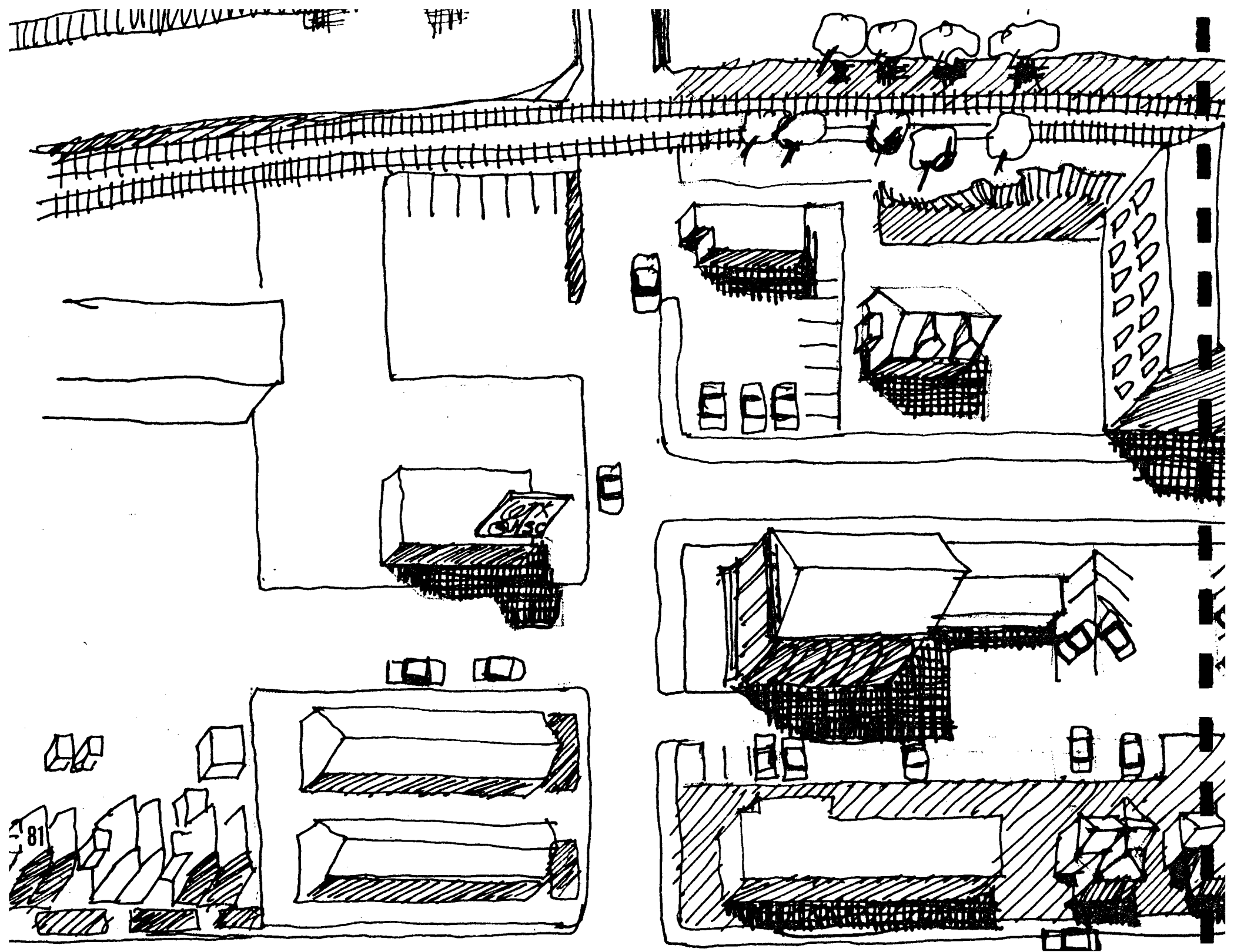


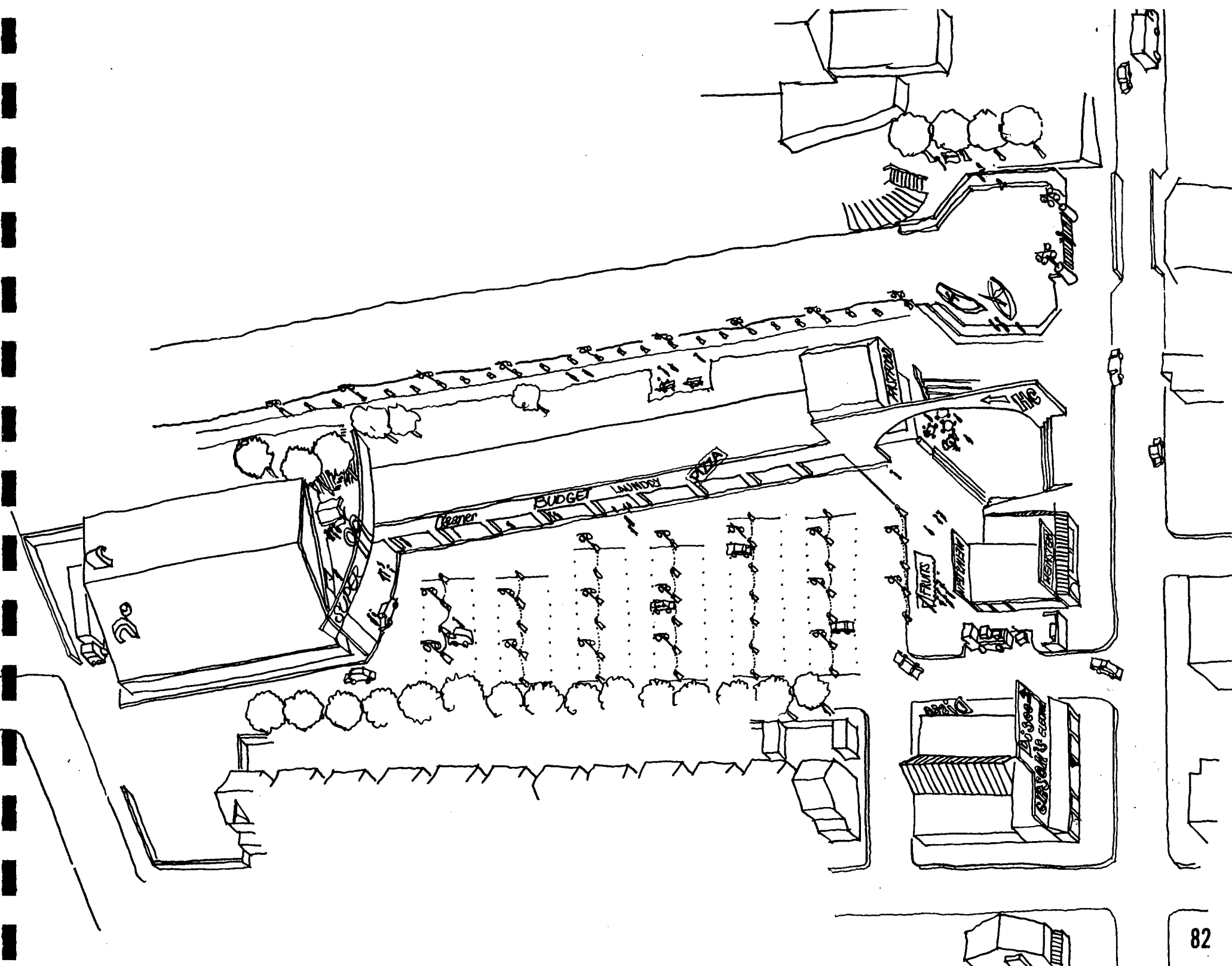
The Hermitage Shopping Plaza

Here, the central concern is the reinforcement of existing activities, using the institutions that are now its strength: the Library, the Bank, and the Supermarket. A new vitality can develop from clustering shopping and other activities to meet the needs of the area's residents, the teenagers, the elderly, and the Medical Center staff. For instance, the location of a fast food establishment could be instrumental in focusing a renewal of activities. A teencenter is suggested at Edgewood and Hermitage, close to the fast food outlet and the Library. The Northeastern corner of the intersection of Hermitage & Bellevue provides an ideal location for an elderly center, because of its proximity to a number of religious and medical institutions as well as a view of and access to the Canal.

The shopping mall itself will be improved by the provision of a pedestrian walkway and an arcade to tie its various elements together and make the Supermarket look as if it is closer to the Avenue than it really is. Additional retail space is created and access to the parking controlled.

Access to the Canal Park could be developed with new boating facilities.





5 Implementation

Summary of Implementation Actions for Housing

The table of implementation actions indicates the entities responsible for initiating the various recommended programs in this report.

(G) GOVERNMENT, refers to City, State and Federal Governments and agencies. The City of Trenton initiates a request to the other levels, in most instances.

(O) ORGANIZATION refers to not-for-profit sponsoring necessary to begin or be responsible for execution.

(I) INDIVIDUAL refers to actions requiring the application and commitment of individual persons in order for particular groups of programs to be used.

Government plays a major role in the creation, authorization and supervision of programs involving public funds, but individuals and groups must often group together to effect government action, as described in the following section on Community Organization. In many cases, they would be relied upon to actually execute the proposals.

In order to minimize the required number of actions, we would expect whatever programs to allow for categorical actions instead of separate ones.

Area Designations

G O I

-Demonstration Project Area	X		
-Neighborhood Preservation District	X		
-Historic Preservation District	X		

Assistance Programs

-Equity Insurance Program	X		X
-Rehabilitation Loans	X		X
-CD Block Grant (Demonstration)	X		X
-Educational and Marketing Program	X	X	
-Homeowners' Cooperative (Shelter Tax Program)	X	X	X
-Safe Streets Program	X		
-Street Rehabilitation Projects	X		

Community Organization

In order to work towards the achievement of the recommendations in the proceeding sections of this report, it is essential that there be community organization. It is a stated condition for parts of the housing program and implied in almost all other recommended actions, particularly at the three major design projects.

The study area as a whole does not seem to function as a community in terms of formal community organization. But, informal networks provide support systems for sub-groups in the area. This form of organization can be seen as a barrier to the total community working together.

A number of local residents have indicated that this form of organization has been the barrier preventing the community from working together. For example, a young black resident stated that the elderly control decision-making by the city for the area. In agreement, another stated, that is so because more of them vote. In the same discussion an elderly white woman complained that the area was receiving fewer services due to the racial change that has occurred. Then another older resident explained, "the area never had a bar, but now has a social club which is the source of danger on the streets at

night." On this matter there was general agreement, but discussion did not proceed to possible plans for removing the social club.

Individuals in the study area all appeared pessimistic about the possibility of collective actions. They often reminded themselves that a major factor inhibiting the improvement of the neighborhood was the role of the absentee landlord. It might be mentioned that the role of the low-income, possibly transient tenant was never considered. However, once we recognize and identify the interest groups in the study area, and acknowledge their informal networks, we begin to build a community organization based on the recognition of self interest.

This kind of "self-interest" community recognizes conflicts within the community at large, but, based on outspoken communication and give and take, the various sub-groups with their different priorities can eventually arrive at a workable, satisfactory condition. The word "satisfactory" is used advisedly to indicate that the consequence of this type of dialogue is never that a person or interest group gets all it wants.

One way to start a community organization might be as a reaction to a community-wide disaster, but who would want to achieve community organization this way.

To achieve maximum citizen participation, we are suggesting that the participation be tied to all component programs that currently affect any part of the study area or its residents. In other words, we are suggesting that a meeting might be called which deals with a program for the elderly, a school program, a housing code enforcement program and as many others as possible. Obviously, each of these components, both as programs and as problems, is of interest to specific persons. Some residents may be interested in almost all, others in only one.

Beyond recognition of self interest, the resident population seems aware that the issue of most relevance to the individual or to the sub-group can be more easily resolved if a greater number are pressing for action. Area-wide resident meetings that dealt with the maximum variety of issues could achieve this large participation level on several issues through a trade-off mechanism.

The government program involved can be an existing program or a proposed one. In either case, flaws from the perspective of the residents should be brought out. The government representative should sincerely believe that the affected population knows what it wants and what it does not want. If a beginning is made in this manner, the consequence will be greater participation and improved program

design. This feed-back should occur at every level from policy to plan to program. When citizens are thus involved in their own decision-making processes, there is a greater chance that policy-makers will not overlook, either through ignorance or indifference, the interests and concerns of that portion of the population.

For the members of the study area one of the effects of active citizen participation described above should be development of a community organization as an instrument of self help. For example, local youth may indicate that they want to have more to do in their neighborhoods. They may find the requests for more police protection by older folk in the neighborhood a challenge and they may volunteer to organize themselves into citizen patrols. This does not mean an end to community pressure for more police service, but it does mean an attempt to reduce the problem. The Elderly may claim they remain in their apartment buildings for fear of street violence, but they may actually have nowhere to go. At the same time the school and the two daycare centers may need volunteers who are simply warm and supportive. The above examples probably will stimulate other such ideas among the readers of this study. Again, these self-help activities assume communication, dialogue and enlightened self interest. None of these self-help activities are seen as involving or benefiting all members of the study area.

Another benefit of community organization is its use as an instrument to improve the effectiveness of sub-groups putting pressure on the government bureaucracy. Pressure group activity may be associated with achieving aided self-help programs or outside-supported programs. By aided self-help we mean, for example, that both self-help programs described above may be more effective if outside funding could be introduced to change their status from volunteer citizen patrols and volunteer foster grandparents to paid program assistants. Outside support programs mean bringing new programs to the study area. The programs may be totally new, designed by the residents for the particular area or they may be new for the study area but used in other parts of the city, state, or country.

A community organization may begin very modestly, but it is a process which can be expected, once it has begun, to exist as long as needs continue to arise. As a community organization flourishes it may become necessary for the neighborhood itself to plan its facilities. What can planning do for a Community Organization?:

1. Planning can help establish a community organization's structure and organize activities.
2. Planning can help assure that community programs are effective, i.e. That they do what the interested parties want them to do.

3. It can help community organizations to be efficient, to use their people, time and financial resources without waste or duplication.
4. Planning can help community organizations evaluate if their programs work and if they are reaching all those who need or want to participate.

6 R/UDAT

The Program

In response to request for assistance from local communities, the Urban Planning and Design Committee of the American Institute of Architects has been sending teams of design professionals to various American communities since 1976. Each team includes people from a variety of disciplines. The number of members and their areas of specialization vary as each team is carefully assembled to address those issues facing the community to be visited. Fundamental to the program is the concept of public service. Team members are selected for their particular expertise in specific problem areas, serve without remuneration, and agree to not accept commissions for work resulting from their recommendations. Their general charge is to acquaint themselves with the community and its people, to analyze the existing conditions from a fresh perspective and to offer recommendations for urban design frameworks and concepts.

The objectives of the R/UDAT program are as follows: to improve the regional/urban condition in the nation; to illustrate the importance of the urban design framework for community development and regional planning; and to stimulate public awareness and action and focus efforts toward improving communities through citizen involvement in urban design and planning issues.

The Visit

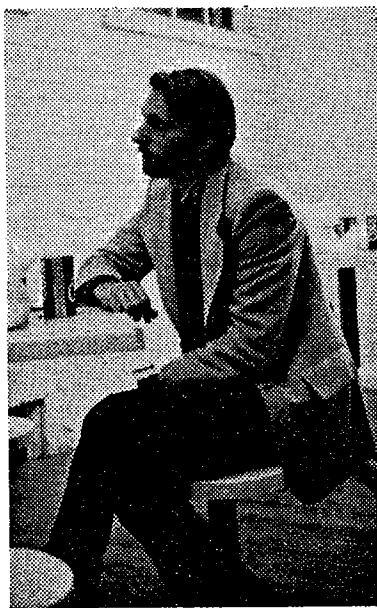
The request for a R/UDAT team was approved in January. The team was organized and was sent extensive background material in advance of the study area. On February 25-28 the team made its visit. After meetings with officials and planners, civic leaders and organizations, together with interested citizens' groups, the team surveyed the city and neighborhood by car, air, and on foot.

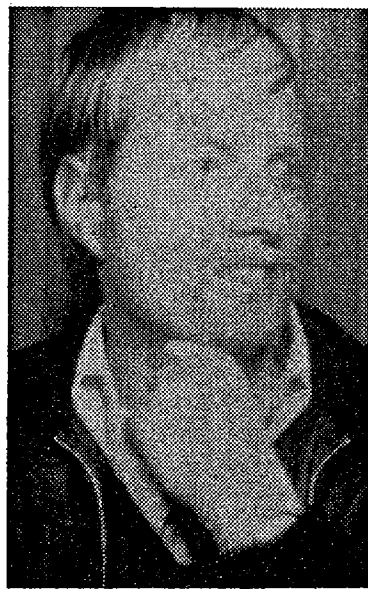
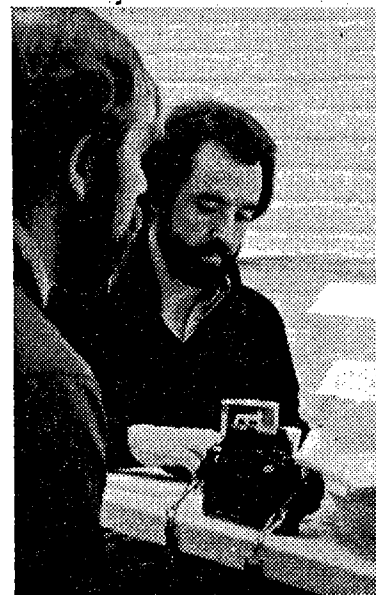
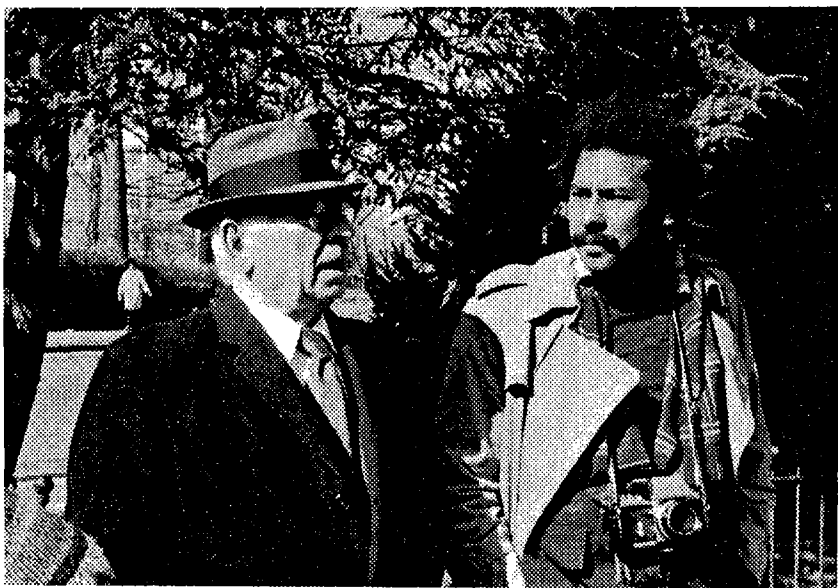
With this information, the team engaged in intensive work sessions which culminated in a public presentation on February 28, when this report was presented.

The expenses for the R/UDAT visit were borne by the city of Trenton through a grant from the National Endowment for Arts.

The Team

The people composing the West end, Trenton R/UDAT team are unusual in that they all come from the same place and knew one another prior to the visit. The team is comprised of staff and students associated with the Urban Design Program at Columbia University in New York City.





Stanton Eckstut, AIA
Team Chairman

An architect, Mr. Eckstut is Associated Professor of Architecture at Columbia University and a research associate at the University's Center for Advanced Research in Urban and Environmental Affairs. He is in private practice specializing in urban design. Mr. Eckstut is a member of the National AIA Urban Design Committee and is a former member of the Urban Design Group in the New York City Department of City Planning.

Harold K. Bell

Mr. Bell is a successful Real Estate developer, and economic consultant, and Professor of Urban Planning at Columbia University's School of Architecture and Planning. He has worked extensively with community groups, banks, governmental agencies in establishing programs for housing, small business revival in-town economic development, job training and re-training projects. He is the author of a recent series of articles on programs designed "To Bring the Middle Class Back To The Cities", which were featured in the New York Times. He currently is Chairman of the National Research Council Industrialized Building and Construction Committee. Representing our Government on the U.S. - U.S.S.R. Task Force joint

committee on Housing and other construction.

Victor Caliandro

Mr. Caliandro received his Bachelor of Architecture degree from M.I.T. and his Master of Science in Architecture and Urban Design from Columbia University, where he now serves as Adjunct Assistant Professor of Architecture. A registered architect, he has worked on land-use and environmental planning studies for local, state, and federal agencies. He is currently evaluating public buildings of architectural merit in New York City to identify alternative re-uses for those in danger of demolition.

Ghislaine Hermanuz

A registered architect in Switzerland, Ms. Hermanuz studied on both sides of the Atlantic at the Polytechnical School of Lausanne, Switzerland and, as a Fulbright Scholar, at the Harvard Graduate School of Design and the Columbia Graduate School of Architecture and Planning. She has worked for architects in France, West Germany, England, and most recently in New York City with the Urban Design Group and the Architect's Renewal Committee in Harlem. She has lectured at the Cornell University College of Architecture, Brooklyn College School of Contemporary Studies, and the Columbia Graduate School of Architecture and

Planning, where she currently serves as Assistant Professor and Assistant Dean for Minority Affairs.

Patricia C. Jones

Ms. Jones is currently Executive Director of the Cultural Assistance Center, the non-profit arm of the Commission for Cultural Affairs of the City of New York, created to assist the city's cultural institutions. Previously she was Associate Director of the Municipal Art Society of New York. Prior to her work for the Society, she worked in corporate public affairs, as associate producer of television documentaries, and as a journalist. She was educated at Radcliffe College, the London School of Economics, and Columbia University School of Architecture and Urban Studies, where she earned a Master of Science in Urban Planning.

Garrison McNeil

A registered architect, Mr. McNeil maintains a private practice in New York City. He received a Bachelor of Architecture degree from City College of New York and a Master of Science in Urban Design from Columbia University School of Architec-

ture. He was an Adjunct Associate Professor of Architecture at Columbia University, and is currently Associate Professor of Architecture at the City College of New York. Mr. McNeil's written work has been published in Architectural Forum and AIA Journal, and he serves on the Education Committees of the National Institute for Architectural Education and the American Institute of Architects, New York Chapter. He specializes in working with community groups to identify and develop and implement plans to meet those needs.

Janet Scheff

Dr. Scheff has lectured, written, and consulted extensively on health, social planning, and related topics. She earned a Ph.D at the University of Pennsylvania with a concentration in Planning and Sociology. She currently serves as Associate Professor on the faculties of Columbia University's Graduate School of Architecture and Planning, and the University of Puerto Rico Graduate School of Planning. She has consulted for the National Institute of Mental Health, the U.S. Department of H.E.W., the U.S. Office of Economic Opportunity, the United Nations Department of Economic and Social Affairs, the Urban Institute, the Puerto Rico Planning Board, and the Puerto Rico Public Housing Department.

Stanley Stark

A graduate of Pratt Institute (Bachelor of Architecture) and Columbia University (Master of Science in Architecture and Urban Design), Mr. Stark is a registered architect in New York. He has been responsible for a variety of analyses, master plans and programs related to health care facilities, including the Bellevue Comprehensive Plan report for the Bellevue Hospital Center in New York, and the Health Maintenance Organization Facility Development Handbook. He currently serves as a consultant to the Municipal Art Society of New York, assisting in the preparation of material explaining the Society's involvement in urban design issues.

Edwin W. Woodman

Mr. Woodman has experience in both private architectural practice and planning for public agencies. He served as liaison between the Harlem-East Harlem Model Cities program and the New York Planning Commission for neighborhood zoning and redevelopment planning. More recently, he was a member of the five-person project management team that directed the planning for the billion-dollar Westside Highway Project for New York City. This multi-disciplinary study involved social, economic, environ-

mental, transportation, traffic, land use, and development work. He received his Bachelor of Architecture degree from Rensselaer Polytechnic Institute.

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Elijah Mirochnik; Washington, D.C. B.Arch.--University of Maryland

Hector K. Nadal; San Juan, Puerto Rico B. Arch.--Tulane University, N.O.L.A.

Sero Okada; Tokyo, Japan B. Arch.--Tama Art University B. Arch.--Pratt Institute

William C. Raines, Jr.; New York, New York B. Arch Howard University

Kenneth W. Rupard; Paris, France B. Arch.--University of Washington Graduate School of Design-Harvard University

Jean Wavpotich-Solomon; New York, New York B. Arch.--Cornell University

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7 Acknowledgement

An undertaking of this size and depth cannot be accomplished by an outside group of professionals alone--many people with deep concern for Trenton and its West End neighborhood gave freely of their time and thought, and their ideas are fundamental to the studies. The contribution of the following is gratefully acknowledged:

City Officials

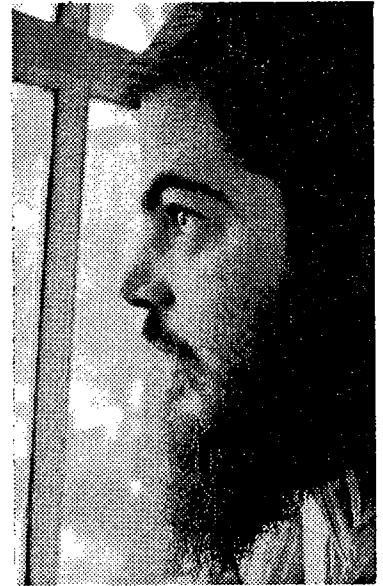
Arthur J. Holland, Mayor.
Jennye Stubblefield, Councilwoman.
Louis Mitchell, Planning Board Member.
Brian Baxter, Business Administrator.
John P. Clarke, AIA, Director of Planning and Development.
Philip B. Caton, Director of Planning.
Joseph Tuccillo, Director of Public Works.
Nathaniel Cobb, Director of Health, Recreation and Welfare.

Department of Planning and Development Team

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David Abramson, Senior Planner.
James Greenberg, Senior Planner.
George Nawrocky, Senior Planner.
Mark Sherman, Senior Planner

Participants.

Ron Curini
Morton Farrah
Cpt. Lucherini
Gus Escher
Nate Jones
Betty Walton
Harry Sayen
Dick Salter
Keither Ingbritsen
Tom Ogren
Don Kennedy
Joel Weis
Leo Laaksonen
Earl Josephson
Felix Del Vecchio
Nat Cobb
Mr. Olsen
Jim Amon
Rev. Davies
Rev. Eppinger
Rev. Shirk
Frank Dimateo
Daisy Morgan
Richard Altman
Georgia Koenig
Connie Gibson
Alan Mallach



A Partial List of Concerned Citizens

Mr. & Mrs. Archibald C. Matteson
27 Atterbury Avenue, Trenton, N.J.

Mrs. Alice M. Johnson
740 Edgewood Avenue, Trenton, N.J.

Peggy Peploro Guimere
37 Fisher Place, Trenton, N.J.

Sally Umansko
489 West State Street (Apt. 916)
Trenton, New Jersey

D.A. Loscalzo
26 Fisher Place, Trenton, N.J.

Nelson Mayo
41 West End Avenue, Trenton, N.J.

Milton A. Feinberg
617 West State Street, Trenton, N.J.

Frederick Schwartzstein
35 Fisher Place, Trenton, N.J.

George Gaylord
125 Hermitage Avenue, Trenton, N.J.

Lelia Wishart
1528 Riverside Drive, Trenton, N.J.

James A. Taliafarro
71 West End Avenue, Trenton, N.J.

Mr. Ruby Starr
30 N. Hermitage Avenue, Trenton, N.J.

Nate M. Hones, Sr.
52 Murray Street, Trenton, N.J.

Richard J. Harrison
36 Hill crest Avenue, Trenton, N.J.

Richard F. Furman
943 Edgewood Avenue, Trenton, N.J.

Helen Heitzman
831 Berkeley Avenue, Trenton, N.J.
392-3874

Eugene P. Scott
232 Highland Avenue, Trenton, N.J.

Dennis Litsz
40 N. Hermitage Avenue, Trenton, N.J.

Lewis R. Rosser
62 Prospect Street, Trenton, N.J.

Harry William
62 West End Avenue, Trenton, N.J.

James E. Vereen
28 Colonial Avenue, Trenton, N.J.

Sandra L. Garz
327 South 12th Street
Philadelphia, Pennsylvania

Michael Garz
327 South 12th Street
Philadelphia, Pennsylvania

Herbert H. Fitzgerald
613 Edgewood Avenue, Trenton, N.J.

Nathaniel E. Cobb
88 Hill crest Avenue, Trenton, N.J.

W.M. Bruthers
14 Belmont Circle, Trenton, N.J.

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"Not to see a torn-down or burnt-out house across the street can be very encouraging to a resident of a community."

"Oh there are good kids here today, but one of the worst problems in this West Ward is the youths!! There are many people who may say that they want a recreational facility for the kids, but they also add that they don't want that facility in their immediate neighborhood."

"Absentee landlords don't care.--The people pay more for less and I assure you less is more garbage only."

"There is a difficulty in getting adults out to evening programs in the West Ward, and it's many times these people are the ones who need it."

"It is such a poor drainage system in this area that a family was stranded on the top of their car just after that recent huge rainstorm."

"What are you going to use that canal for? A park? Have you people really walked back there? Who would want to go by those backyards? I wouldn't and I should know, I live there."

"There are many who might hesitate to call this area a neighborhood much less a community."

