Expanding New Jersey's Supermarkets

A New Day for the Garden State



Acknowledgements

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CHRIS CHRISTIE

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Dear New Jerseyans:

For two decades, The Food Trust has been a leader in the increasingly active dialogue concerning the diet-related health problems affecting America's and New Jersey's lower-income communities. Recognizing that every community deserves access to healthy, affordable foods, The Food Trust has provided valuable insight to national, state and local policymakers, which is furthered today with this special report, "Expanding New Jersey's Supermarkets: A New Day for the Garden State," by the New Jersey Food Marketing Task Force.

Increasing the availability of healthy foods in underserved areas, including the facilitation and expansion of supermarkets, is a priority of the Christie Administration. An informal Healthy Foods Initiative Taskforce, consisting of representatives of the Governor's Office, my office, and the Departments of Community Affairs, Health and Senior Services, Agriculture, and Human Services, meets regularly to align government efforts toward making healthy foods, including Jersey Fresh foods, more readily available. We are also actively seeking to reduce regulatory burdens impeding the sale of healthy fruits, vegetables and other foods to at-risk women, infants, children and the elderly, while eliminating hurdles that stifle investments by supermarkets. Several policy changes implemented in the past two years, such as improving New Jersey's corporate tax environment, providing greater incentives to job-creating economic development and expanding the Jersey Fresh program, are already achieving results in fostering supermarket development. This year alone, a host of New Jersey supermarkets have opened their doors or broken ground across the State, including sites in Somerville, Cherry Hill and New Brunswick. Of course more work remains, especially in our urban cities, and the dialogue must continue.

Again, I thank The Food Trust and the New Jersey Food Marketing Task Force for their thorough and wide-ranging recommendations and look forward to working with them to provide every community with access to healthy, affordable food.

Sincerely,

Kim Guadagno Lieutenant Governor

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New Jersey Food Marketing Task Force

Co-chairs Michele Tuck-Ponder, Esq., Executive Director, Women's Fund of New Jersey Phil Scaduto, Vice President of Admin. & Marketing, Food Circus Supermarkets, Inc.

Dear Neighbor,

As co-chairs of the New Jersey Food Marketing Task Force, we are pleased to present this report containing the recommendations of task force members on how state officials working with partners in the private sector can increase the availability of healthy affordable foods in communities throughout New Jersey.

In 2010 and 2011, the task force convened more than 30 experts from the private, public and civic sectors who build and operate supermarkets, plan and finance the development of supermarkets and work with communities and families who need better access to healthy, affordable foods. Over a one-year period, these experts met and developed nine policy recommendations that the state of New Jersey and its cities could implement to expand supermarket development to underserved areas of New Jersey.

The recommendations build on projects that are in progress. For instance, the New Brunswick Development Corporation has already announced plans for the construction of a new supermarket in the city, and the state's Economic Development Authority and Department of Community Affairs are working closely with supermarkets interested in developing urban stores to identify potential sites.

Every community deserves access to healthy, affordable foods. The success of new supermarkets in New Jersey and elsewhere has demonstrated that there is substantial untapped demand for food retail. Taking advantage of this opportunity makes good business sense, will create new jobs and will contribute to the vitality of New Jersey's neighborhoods.

Implementing the recommendations outlined in this report will require strong private, public and civic sector leadership to market and attract new supermarkets to New Jersey. There is a growing body of evidence that an increased presence of high-quality supermarkets in underserved communities helps people live healthier lives. We deeply appreciate the hard work and commitment of the New Jersey Food Marketing Task Force and the state of New Jersey to solving this problem. Together, our work now begins in earnest, to ensure that every child has access to healthy, affordable foods.

Phil Scaduto

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Summary of Recommendations

A significant and growing body of research has found that people with convenient access to a supermarket eat more fruits and vegetables and are more likely to maintain a healthy weight. Recognizing that New Jersey's lower-income areas are underserved by supermarkets and have high rates of diet-related diseases, the New Jersey Food Marketing Task Force, a public-private partnership including leadership from the supermarket industry, state and local government, community and economic development and public health and philanthropy sectors, calls upon the state of New Jersey to prioritize food retailing for the comprehensive redevelopment of communities. Over the past few years, many organizations in New Jersey have worked hard to encourage supermarket investment in underserved communities. The New Jersey Food Marketing Task Force builds on those efforts. In today's challenging fiscal climate, the continued success of this work will depend on coordinated action from state government agencies, community development organizations, charitable foundations, the supermarket industry and others.

Recommendation #1

The state of New Jersey should employ innovative, data-driven market assessment techniques to highlight demand in underserved communities and identify targeted areas for investment to inform local officials, real estate developers and the supermarket industry.

Recommendation #2

State government should provide assistance in the land assembly process in identified highneed areas where local support exists for supermarket and grocery development.

Recommendation #3

State and local government should reduce regulatory barriers to supermarket investment and expedite permits and licenses for new stores in identified high-need areas.

Recommendation #4

The state should create a one-stop shop for supermarket operators to interface with state government agencies and for marketing public incentives to the supermarket industry.

The state should leverage existing economic development programs to support supermarket development as a part of their overall strategy.

Recommendation #6

The state of New Jersey and charitable foundations should enhance the New Jersey Economic Development Authority and The Reinvestment Fund's New Jersey Food Access Initiative with additional loan capital and flexible grants that can be used toward opening and expanding supermarkets.

Recommendation #7

The state of New Jersey should use workforce development programs to ensure that supermarkets develop a qualified staff.

Recommendation #8

State, county and local governments, in partnership with supermarket operators, should work with transportation agencies and private carriers to develop safe, affordable and convenient transportation for shoppers who do not have access to a supermarket.

Recommendation #9

New Jersey should create an advisory group of leaders from the supermarket industry and civic sector to guide the implementation of these recommendations.

Introduction

A significant and growing body of research has found that people with convenient access to a supermarket eat more fruits and vegetables and are more likely to maintain a healthy weight. With strong leadership and dedicated resources from New Jersey, new supermarkets and quality food stores can create jobs and contribute to community revitalization.

The New Jersey Food Marketing Task Force, a group of leaders from the supermarket industry, state and local government, and community and economic development, public health and philanthropy sectors, calls upon the state of New Jersey to prioritize food retailing for the comprehensive redevelopment of communities. The task force has developed nine recommendations, to support the state of New Jersey's commitment to putting residents back to work and protecting the health and welfare of their children and families. Over the past few years, many organizations in New Jersey have worked hard to encourage supermarket investment in underserved communities. The New Jersey Food Marketing Task Force builds on those efforts.

In today's challenging fiscal climate, the continued success of this work will depend on coordinated action from state government agencies, community development organizations, charitable foundations, the supermarket industry, and others.

The Food Trust, a nationally recognized nonprofit organization, issued a special report titled *The Need for More Supermarkets in New Jersey* as part of an initiative to provide food for every child.

The research study concluded the following:

- New Jersey does not have enough supermarkets in lower-income areas of the state;
- Lower-income New Jersey residents suffer from heart disease, cancer and diabetes at rates significantly higher than the general population; and
- In order to improve New Jersey residents' health and well-being, the state needs to improve access to affordable, nutritious foods.

The New Jersey Economic Development Authority (NJEDA) held a statewide supermarket summit in 2009 to kick off the New Jersey Food Access Initiative and encourage supermarket investment in the state's underserved communities. Following the meeting, NJEDA asked The Food Trust to convene the New Jersey Food Marketing Task Force to educate the public, policymakers and business leaders about the need for more supermarkets and to develop public policy recommendations intended to reverse the

documented diet-related health problems. The task force, co-chaired by Michele Tuck-Ponder, Executive Director of the Women's Fund of New Jersey, and Phil Scaduto, Vice President of Marketing and Administration for Food Circus Supermarkets, met to craft a plan for supermarket development in New Jersey. With the advice and consultation of task force members, nine recommendations are presented for action to the governor, lieutenant governor and state legislature.

The New Jersey Food Marketing Task Force members and The Food Trust directors and staff will continue to advocate for nutritious, affordable food for families, nutrition education in schools and programs that deliver healthy food for every child.



The state of New Jersey should employ innovative, data-driven market assessment techniques to highlight demand in underserved communities and identify targeted areas for investment to inform local officials, real estate developers and the supermarket industry.

- The New Jersey Department of Community Affairs and the New Jersey Economic Development Authority have begun working with The Reinvestment Fund to map areas of the state that could support increased supermarket investment. Plans are also underway to broker relationships between local officials in high-need areas and supermarket operators.
- Such studies are not intended to replace market research conducted by the industry but rather to build consensus among diverse stakeholders about the need and potential for investment.

CASE STUDY

• The City of Milwaukee's Department of City Development has successfully used independent data analysis to attract new supermarket chains to the city. Milwaukee utilized state-of-the-art methodology relating detailed income tax filing data and other current information on residents' spending patterns to describe the income concentration and spending power around commercial districts. The city mapped the purchasing power and economic assets of all its commercial districts. The purchasing power profile reports were then posted on the city's website.

State government should provide assistance in the land assembly process in identified high-need areas where local support exists for supermarket and grocery development.

- Operators comment that it is difficult to assemble adequate sites to accommodate supermarkets in the areas where they are needed most. New Jersey should give priority to acquiring, assembling and conveying land for new supermarket development.
- Local governments should offer density bonuses or other preferences in their zoning codes for projects that include a supermarket.
- Best practices from around the country feature instances where state and local government assembled multiple sites for supermarket development, at times building shells for supermarkets, putting them out to bid and working with supermarket operators to find a financing plan that would work for the project.
- Local governments can partner with community organizations to better understand the need for supermarkets in underserved areas and build support for the store.

CASE STUDIES

- In Dallas, a study showed a paucity of supermarkets in South Dallas, which is a predominantly lower-income region. The city negotiated a comprehensive package of financial incentives with Houston-based Fiesta Mart and asked the store to develop a minimum of five sites. The first, a 45,000-square-foot store in a lower-income neighborhood, opened with strong sales and others soon followed.
- St. Petersburg assisted in assembling 32 parcels of land to develop the Tangerine Plaza shopping center in an economically distressed area. This 47,000-square-foot neighborhood shopping center is anchored by Sweetbay Supermarket, the first full-service grocery store and pharmacy in the neighborhood. The city bought the land, cleared the liens and other encumbrances against the properties and rezoned the site for neighborhood commercial development. Once the land was ready for construction, the city leased the property to the developer for 99 years for an annual payment of \$5. Since opening its doors, the Sweetbay Supermarket in Midtown has set sales records for the Florida-based company. In addition, the property tax revenue for the city increased from \$6,000 per year to more than \$110,000.

State and local government should reduce regulatory barriers to supermarket investment and expedite permits and licenses for new stores in identified high-need areas.

- Limitation criteria placed upon the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) prevents new supermarkets from enrolling, strongly discouraging supermarket investment in high-need areas statewide. Many potential stores are unable to secure business loans from banks unless they are assured of their ability to participate in this program. Furthermore, limiting WIC licenses to new vendors is a disservice to WIC clients, who then have fewer choices of stores where they may redeem their benefits.
- The state should promote uniform inspection standards and transparency of fees. Recommendations towards achieving those ends include:
 - Streamline government inspections (local, county and state) and create uniform standards. Examples include health, sprinkler codes and weights and measures.
 - Local and county fee programs should be more transparent.
 - Quality control measures should be developed for local enforcement inspections.

CASE STUDIES

- The Community Redevelopment Agency of the city of Los Angeles developed an incentive package to attract new food retailers to neighborhoods in South Los Angeles that were underserved by grocery retailers. Having recognized regulatory hurdles to the development of new stores, the Los Angeles City Planning Department and Department of Building Services offered an expedited plan review to new stores. The program has been successful in attracting three new grocers to the area in the past three years.
- Neighboring states of Pennsylvania, Maryland and New York have open enrollment in the WIC program, making it easier for stores to apply. In addition, many states now accept WIC benefits on Electronic Benefit Transfer cards instead of paper vouchers, which allows clients to purchase food more than once a month. Such a system also makes it easier for vendors to process payments.

The state should create a one-stop shop for supermarket operators to interface with state government agencies and for marketing public incentives to the supermarket industry.

■ Such a one-stop shop can be housed inside the New Jersey Business Action Center and work with government agencies across the state to negotiate the regulatory and permitting process, as well as financial and incentive programs. An online portal would facilitate easy access.



The state should leverage existing economic development programs to support supermarket development as a part of their overall strategy.

- The New Jersey Economic Development Authority (NJEDA) can assist the development of new supermarkets as part of larger development projects that are in line with the state's goals.
 - One recent example of such a practice is the Gateway Transit Village and Wellness Plaza project recently announced by the New Brunswick Development Corporation. The project is utilizing a variety of programs, including the Urban Transit Hub Tax Credit, to bring a full-service grocery store to downtown New Brunswick. The project also includes office space, destination retail, a wellness center and affordable and market-rate housing, and it is expected to be a significant contributor to the ongoing revitalization of New Brunswick.
 - Another project recently announced by the NJEDA will provide \$5 million to a major grocery retailer through an economic recovery grant to support the development of a 70,000-square-foot supermarket in Somerville, N.J. The \$28.1 million project is expected to generate 116 construction jobs and 155 permanent jobs. The project is located within a declared redevelopment area.



The state of New Jersey and charitable foundations should enhance the New Jersey Economic Development Authority (NJEDA) and The Reinvestment Fund's New Jersey Food Access Initiative with additional loan capital and flexible grants that can be used toward opening and expanding supermarkets.

- The expansion of this initiative should be in line with national models of business financing programs for supermarkets, such as Pennsylvania's Fresh Food Financing Initiative and New York's Healthy Food, Healthy Communities program.
- One of the benefits of a separate fund is that it can be used to finance and incentivize standalone supermarkets that are not part of larger real estate developments often undertaken by NJEDA.

CASE STUDY

• Pennsylvania appropriated \$30 million over three years to create the Fresh Food Financing Initiative (FFFI). The Reinvestment Fund, a community development financial institution, leveraged state funding to create a flexible financing pool that provides grants and loans to supermarkets investing in underserved communities.

FFFI is an innovative program designed to meet the financing needs of supermarket operators who want to operate in communities where infrastructure costs and credit needs are often higher and unmet by conventional financial institutions. The initiative provides grants and loans to qualified food retail enterprises for predevelopment costs including, but not limited to, land acquisition financing, equipment financing, capital grants for project funding gaps, construction and permanent finance, and workforce development. To be eligible, stores must be located in low- to moderate-income areas that are currently underserved and must provide a full selection of fresh foods.

To date, FFFI has funded more than 90 projects across Pennsylvania, resulting in the creation or retention of approximately 5,000 jobs. These projects have included major national chain stores, as well as independently operated stores.

One of the first projects financed by FFFI was the ShopRite of Island Avenue, a 57,000-square-foot supermarket located in the Eastwick section of Philadelphia. The supermarket received a \$5 million loan for construction and renovation and \$250,000 in grant funding to help with workforce development training costs. The supermarket has created 258 quality jobs in the community, most of which qualify for attractive employee benefits.

The state of New Jersey should use workforce development programs to ensure that supermarkets develop a qualified staff.

- The state should allow customized funds to be used for training potential new hires because some residents of underserved neighborhoods may not have the necessary job skills. Supermarket operators comment that their workforce development costs in many underserved areas are substantially higher than other communities, in some cases by as much as 400 percent.
- The New Jersey Department of Labor and Workforce Development currently offers customized training grants and literacy skills training grants to assist supermarkets with developing a qualified labor force for new stores. Since operators often conduct training as part of their typical recruitment plans, Department of Labor and Workforce Development funds should be used to offset the costs undertaken by operators in identified high-need areas.



CASE STUDIES

- For Ben Fligner, the answer to how to train employees for his downtown Lorain, Ohio, grocery store came in the form of a matching grant from Project TEN (Train Employees Now). Unveiled in 2007, Project TEN is the result of an effort by Lorain County to leverage workforce development monies distributed by Ohio. The matching grant made it possible for Fligner to send five employees to an Ohio Department of Agriculture training program, which provided workers the opportunity to become certified in meat handling. This provided the needed workforce training to complement Fligner's recent expansion from a 12,000-square-foot operation to a 32,000-square-foot one that included a new full-service meat counter. The grocery store also was able to establish a wholesale meat business and a catering department. The store, which used to employ 32 workers, is now able to support a staff of 90.
- Philadelphia area grocer Jeff Brown, who successfully operates stores in several distressed Philadelphia neighborhoods, has found that his urban stores require a mix of staff recruitment and training, costing approximately \$1 million per inner-city supermarket. As he learned to do business in neighborhoods like West Philadelphia, he found that many individuals living in communities without supermarkets are also affected by challenging social issues, such as poverty and a lack of jobs. His model prioritizes hiring employees from the nearby community whose members it will serve. Ex-offenders are considered for hiring and training, since re-entering society once free from incarceration is an uphill battle and a struggle made more difficult by limited employment opportunities. Brown believes that this intensive training model is critical to the success of his inner-city stores.
- The Community Food Bank of New Jersey and the Wakefern Food Corporation are laying the groundwork to offer meat cutting training to people facing obstacles to entering the workplace. The six-month, full-time program would provide training opportunities to ex-offenders and recovering addicts. The trainees would also receive workplace-readiness training and a stipend for living expenses. Given the supermarket industry's need for well-trained meat cutters (who typically earn a base salary three times the state's minimum wage), graduates are likely to find jobs shortly after successfully completing the program.

State, county and local governments, in partnership with supermarket operators, should work with transportation agencies and private carriers to develop safe, affordable and convenient transportation for shoppers who do not have access to a supermarket.

Recent conversations with representatives of New Jersey Transit have indicated that the corporation is willing to alter bus routes to provide better access to supermarkets. Additionally, members of the task force have suggested that New Jersey should consider partnerships with private carriers in order to develop a more comprehensive transportation system that would connect residents to grocery stores.

CASE STUDY

The City of Hartford's Advisory Commission on Food Policy conducted a survey of
public transit routes to grocery stores and found that many of the city's lower-income
residents faced lengthy travel times to reach the nearest grocery store, up to 90 minutes
in some cases. They worked with the local transportation department to create a bus
route that runs directly from the city's lower-income neighborhoods to nearby grocery
stores, substantially reducing travel time.



New Jersey should create an advisory group of leaders from the supermarket industry and civic sector to guide the implementation of these recommendations.

- Key task force members from state and municipal government, the supermarket industry and the public health and community and economic development sectors should monitor the state's progress toward implementing these recommendations. If substantial progress is not made in one year, the group should reconvene and redouble efforts to move these proposals forward.
- Major civic projects require strong and visionary leadership. For example, the New Jersey Performing Arts Center would not have happened without the involvement of the former governor. Other developments, such as the revitalization of New Brunswick, would not have occurred without the leadership of the New Brunswick Development Corporation and strong support from Rutgers University and Johnson & Johnson. Similarly, a concerted effort to invest in new and expanded supermarkets for the state's underserved communities will take the leadership and support of private industry and state government.
- Nationally, public leadership also has proved critical to the development of supermarkets in lower-income neighborhoods. In Rochester, New York, the mayor ran his re-election campaign promising a new supermarket in a lower-income neighborhood called Upper Falls. Despite several overtures from city planners, a locally headquartered grocer showed little interest in the neighborhood. Tops Markets, Inc., the region's second-largest chain, wanted to develop multiple stores in Rochester. The city offered a five-store package, including Upper Falls, which helped Tops break into the Rochester market.

Conclusion

The recommendations of the New Jersey Food Marketing Task Force represent a comprehensive plan developed by statewide leaders to encourage investment in new and improved supermarkets in the state's underserved communities. This group began meeting in 2010 and has seen some early signs of progress.

The New Brunswick Development Corporation recently announced plans to bring a new supermarket, The Fresh Grocer, to the city as part of the Gateway Transit Village and Wellness Plaza. The project, which utilized the Urban Transit Hub Tax Credit and New Markets Tax Credits, will bring the first new supermarket to New Brunswick in over 20 years and will create 350 construction jobs and 370 full-time jobs. More importantly, the store will provide healthy, affordable food to the city's residents.

In Newark, the Wakefern Food Corporation will soon open a new 180,000-square-foot warehouse, with support from The Reinvestment Fund and the New Jersey Economic Development Authority. Wakefern, which operates ShopRite and PriceRite supermarkets, will use the facility to support the development of 27 to 30 new grocery stores across the Northeast. Both New Markets Tax Credits and the New Jersey Economic Redevelopment and Growth Program are being used to finance the construction of the \$65 million facility. The project will generate approximately 400 construction jobs and 240 full-time jobs for the surrounding community. The warehouse will be located in a severely distressed neighborhood. Construction is slated for completion in March 2012 and meets LEED standards.

Building on momentum in Newark and New Brunswick, these recommendations mark an important step toward ensuring access to healthy, affordable food for all of New Jersey's residents.



Selected Resources

Center for Disease Control - Overweight and Obesity

http://www.cdc.gov/obesity/index.html

Center for Science in the Public Interest - Nutrition Policy

http://www.cspinet.org/nutritionpolicy/nutrition_policy.html#eat

City of Dallas - Development Services Department

http://www.dallascityhall.com/development_services/index.html

City of Milwaukee - Purchasing Power Profiles

http://city.milwaukee.gov/PurchasingPowerProfiles.htm

City of St. Petersburg - Midtown Economic Development

http://www.stpete.org/midtown/

Community Food Security Coalition - Transportation and Food: The Importance of Access

http://www.foodsecurity.org/policy_trans03_brief.html

Leadership for Healthy Communities - Supermarkets & Healthy Food Vendors Examples

http://www.leadershipforhealthycommunities.org/content/view/318/187/

Los Angeles Food Policy Council - Good Food for All Agenda

http://goodfoodla.org/single.pdf

New Brunswick Development Corporation

http://www.devco.org

New Jersey Economic Development Authority

http://www.njeda.com

Pennsylvania WIC Program

http://www.pawic.com

Pulse, Lorain County's Magazine (Fall 2008). Project Employee Training

http://www.pulselorainmag.com

The Low Income Investment Fund - Healthy Food Healthy Communities Program

http://www.liifund.org/programs/healthy-food/

The Food Trust - The Need for More Supermarkets in New Jersey

http://www.thefoodtrust.org/pdf/2009NJneed.pdf

The Reinvestment Fund - Pennsylvania Fresh Food Financing Initiative

http://www.trfund.com/resource/downloads/Fresh_Food_Financing_Initiative_Comprehensive.pdf

The Reinvestment Fund - The Economic Impacts of Supermarkets on their Surrounding Communities

http://www.trfund.com/resource/downloads/policypubs/supermarkets.pdf

Uplift Solutions

http://www.upliftsolutions.org

About The Food Trust

Ensuring That Everyone Has Access To Affordable, Nutritious Food

The Food Trust, a nonprofit founded in Philadelphia in 1992, strives to make healthy food available to all. Research has shown that lack of access to healthy food has a profound impact on food choices and, therefore, a profound impact on health.

For 20 years, The Food Trust has worked with neighborhoods, schools, grocers, farmers and policymakers to develop a comprehensive approach to improving the health of America's children. The Food Trust's innovative initiatives integrate nutrition education with increased availability of affordable, healthy foods.

This approach has been shown to reduce the incidence of childhood overweight; a study in the journal *Pediatrics* found that the agency's School Nutrition Policy Initiative resulted in a 50 percent reduction in the incidence of overweight among Philadelphia school children.

The Food Trust is recognized as a regional and national leader in the prevention of childhood obesity and other diet-related diseases for this and other notable initiatives to increase food access in underserved neighborhood, including the Healthy Corner Store Initiative and the Pennsylvania Fresh Food Financing Initiative, a public/private partnership which has sparked the development of more than 90 fresh-food retail projects across Pennsylvania.

The Centers for Disease Control and Prevention honored the Fresh Food Financing Initiative in its Showcase of Innovative Policy and Environmental Strategies for Obesity Prevention and Control, and the program was named one of the Top 15 Innovations in American Government by Harvard University.

