

Atlantic City Master Plan

September 2008



land use

circulation

open space

historic preservation

housing

economic development

conservation

community facilities

recycling

adjacent municipalities

utilities services

community participation



Atlantic City Master Plan



ACKNOWLEDGEMENTS

The Atlantic City Master Plan is a collaborative effort of many individuals. This Plan has been made possible in large part due to the active community involvement by residents, property owners and businesses in the planning process. We would especially like to thank the following for their enthusiastic participation in the project.

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As with any project of this magnitude, there may be individuals whose names were overlooked. We apologize for any oversights, but please accept our gratitude for your contributions.

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Community Participation

A stylized map of Atlantic City, New Jersey, is shown in the background. The land area is colored light green, and the water areas, including the bay and surrounding ocean, are colored light blue. The map is centered on the page.

Atlantic City Master Plan

Introduction, Goals and Objectives

Introduction, Goals and Objectives

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Introduction, Goals and Objectives

“Those who think a thing cannot be done should not interrupt the person doing it” - Old Chinese proverb

A. OVERVIEW OF ATLANTIC CITY

Atlantic City, a resort town in South Jersey, was incorporated in 1854. Premier oceanfront between marshlands and islands presented itself as prime real estate for developers. The development of the City was made feasible by train service linking Philadelphia to Atlantic City which transformed the town into a popular beach destination. After the initial golden age in the early 1900's, like many older east coast cities after World War II, Atlantic City became plagued with poverty, crime, and disinvestment by the middle class in the mid- to late-20th century. The reasons for the resort's decline ranged from the ubiquitous use of the automobile by many Americans after the war to the increase in commercial flights that allowed people to travel to Florida or other four-season locales as quickly as they could drive to Atlantic City. Additionally, with more and more families moving into their own private houses, luxuries such as home air-conditioning and swimming pools diminished the necessity for people to flock to the beach during the hot summer days. And ultimately, Atlantic City lost its panache, its innovative genius that had propelled it to the forefront of the nations beach resorts only a few decades prior.

By the late 1960s, many of the City's hotels, which were suffering from embarrassing vacancy rates, were either closed, converted to cheap apartments, or converted to nursing home facilities. Prior to and during the advent of legalized gambling, many of these hotels were demolished. In an effort to revitalize the City, New Jersey voters in 1976 approved casino gambling for Atlantic City; this came after a 1974 referendum on legalized gambling failed to pass. Resorts was the first legal casino in the eastern United States when it opened in 1978. Other casinos were soon added along the Boardwalk and later in the Marina District, for a total of eleven (11) today. The introduction of gambling did not, however, quickly eliminate many of the urban problems that plagued Atlantic City.

Many have argued that it only served to magnify those problems, as evidenced in the stark contrast between the tourism-intensive areas and the adjacent impoverished working-class neighborhoods.

The promised economic benefits of gaming to the City, although slow to materialize, have now begun to bear fruit. The eleven (11) casinos that are now operating in Atlantic City achieve a higher gaming “win” (and overall revenues) than all the casinos along the Las Vegas' strip combined. Plans for a twelfth casino (speculated to be promoted by Morgan Stanley/Revel Entertainment) have been announced as well as a new thirteenth casino to replace the recently demolished Sands Casino. The latter is being developed by The Pinnacle Group. There is discussion in the public media about MGM's plans for a grand casino and hotel in the Marina District; Hilton's major expansion; and a hotel/casino to be located near the former Atlantic City High School site. Most recently, existing casino properties such as Harrahs', Borgata, and Trump Taj Mahal are in the midst of major expansions including increased gaming space, additional hotel rooms, entertainment, and retail space.

With 40,000 plus year-round residents, the City is one of the larger urban areas in New Jersey. The City's historic neighborhoods such as Bungalow Park, Chelsea, Chelsea Heights, Ducktown, the Inlet, Venice Park, and Westside continue to flourish in varying degrees. From 2005 to 2006, Atlantic City had the highest percentage increase (25.9%) in average home value in the United States while most of the country showed little or no home value appreciation during this same time period. This is significant, especially given the fact that most of North Jersey is built-out and South Jersey is now being labelled as the “new growth frontier,” with Atlantic City at the center of the region. With this continued economic expansion, Atlantic City is being marketed as “*hot and exciting...and the cool place to be.*” It is beginning to be recognized as a place with not only casino gaming, but also spas, world-class entertainment, nightlife, fine dining, beautiful ocean beaches, a world-famous Boardwalk, golf amenities, amusements, fishing, water sports, and a variety of shopping venues. The geography, economics, and timing are finally beginning to align for the City!

B. GENERAL LAYOUT OF ATLANTIC CITY

The City of Atlantic City is a shore resort and gaming dominated community, consisting of a total of 10,067 acres in land area of which approximately 2,624 acres are developable lands, the remaining acreage consisting of water (3,079 acres) wetlands (3,708 acres) and roads/rights-of-way (656 acres).

The most unique characteristic of the City is its approximately 3.4 mile long sand beach, which is lined by an approximately 60 feet/40 feet/20 feet wide (depending on location) boardwalk. The City is laid out in a grid system of city blocks with an average dimension of 350 feet by 550 feet, which incorporates public parks and open spaces. Public infrastructure, including both water and sewer systems, are well integrated into the grid system.



C. ATLANTIC CITY MASTER PLANS

The “re-creation” of the Atlantic City community began anew in the 1970s when the City’s first Master Plan was completed in 1978 by the office of Angelos C. Demetrious. This plan was a direct result of the State’s approval of a referendum legalizing gambling in Atlantic City in 1976. Since the comprehensive 1976 Mater Plan, a revised Master Plan was prepared in 1987 by Killinger Kise Franks Straw. As KEPG examines the current social, economic, cultural, political, and environmental conditions in 2006 and 2007, the casino resorts dominate the waterfront property on the south side of Pacific Avenue, having replaced many of the City’s previous resort and early-century hotel structures. The challenge for Atlantic City is to meet the needs of the local residents while simultaneously providing the basic infrastructure and amenities for the resorts and casinos. This challenge is further complicated by the fact that Atlantic City is located on diminutive Absecon Island, which has only 2,624 acres of developable land. The 2007 Master Plan is a guide that re-establishes and refines planning and developmental policies set in motion by previous plans tied into the current context. KEPG’s Master Plan focuses on specific strategies that respond to challenging issues currently facing the City.

D. WHAT IS A MASTER PLAN?

A Master Plan is a visioning document that serves as a guide for public and private land development decisions within the community. It is a flexible tool that addresses land use, transportation and streets, economic development, recreation, community facilities, housing, and natural features. The Plan is crafted with the general purpose of guiding and accomplishing the coordinated development of the community in accordance with existing and future needs. The general purpose of the Plan is to guide the community’s development so that it occurs in a coordinated, efficient, and effective manner that balances growth opportunities with a high “quality of life” for residents and visitors.

E. WHAT IS THE MASTER PLAN PROCESS?

The Plan and planning process is intended to determine community needs and preferences, anticipate problems and propose solutions, balance competing interests, and define and defend common goals. It is based on a desired future condition of the community, and directed by analysis of existing conditions, use of available information, and prediction of future events based on educated assumptions. The development of the Plan was a collaborative process involving the master plan consultants, city officials and intensive public participation. As part of this process, six (6) public meetings were held to solicit input from the community. In addition to these meetings, interviews were conducted with directors and staff of all departments within the City. In order to address all issues within the community equitably, the consultants held a series of public meetings in the six (6) City wards to discuss the elements of the Plan and to identify issues and priorities for the future of the City. Additionally, the consultants met with numerous key stakeholders, including neighborhood leaders, business persons, and representatives of the casino industry in an attempt to better understand their long-term ideas for the City.

This Plan relates to the development and interrelationship of future land uses, housing, circulation, recreation, open space, community facilities and services. It consists of a narrative document and a series of illustrations/photographs, tables, and maps. As per State guidelines, the Plan must be periodically re-examined (every six [6] years) to address changes in the conditions affecting its basic underlying assumptions. Changes to any element must include the consideration of its impact on other elements. Only in this manner can modifications be made without undermining the integrity of the Plan as a whole. The Plan is a guide for the future development and redevelopment of the City of Atlantic City. This Plan should serve as a reference document to which regional, state, county, and other public or private agencies can relate their respective planning and development discussions.

F. THE CITY OF ATLANTIC CITY VISION

The 1978 Master Plan through an extensive process laid out the general vision and stated overall goal for Atlantic City during the inception of the casino era. The 1978 vision and general goals for the man-made environment stated below are still applicable today:

“Unlike conventional beach resorts subject to the seasonal variations of busy summers and slow winters, and unlike the intense specialization of Las Vegas as a gambling strip, the Atlantic City community desires to create a total and diversified city for all seasons, for all ages and all social classes.”

To some extent it may be argued that the original vision and intent to introduce gaming and its economic benefits are slowly being realized today – some 30 years later.

G. GOALS, OBJECTIVES, ASSUMPTIONS, POLICIES AND STANDARDS

The Municipal Land Use Law (MLUL) requires that all Master Plans contain a statement of principles, assumptions, policies and standards upon which the physical, economic and social development of the municipality are based (N.J.S.A. 40:55D-28). The Goals and Objectives element of the Master Plan satisfies this requirement and provides the foundation for the other components of the Plan. The goal-setting phase of the Master Plan process is the foundation upon which the remainder of the master plan is based. In establishing goals and objectives, we are laying the foundation for the future of the City of Atlantic City. The overall vision is reflected in each of the elements of the Master Plan. The goals are general and are intended to provide a framework for directing development, while the objectives and underlying strategies provide a more specific method by which to implement the stated goals.

In order to guide the development strategy for the City of Atlantic City, specific strategies have been recommended to the Planning Board. They are based upon significant research, analysis, and creative solutions to provide for the physical, economic and social

development of the City. These goals have been organized into broad categories that correspond to the major elements of the Master Plan. These goals are consistent with those advanced by the New Jersey State Development and Redevelopment Plan (SDRP).

The goals and objectives for each element are outlined in this section of the Master Plan report. Specific assumptions, policies/strategies, standards and implementation methods for each recommendation are outlined in detail in the respective element/chapter of the Master Plan report.

1. Land Use

Goal

Provide a balance of land uses and development patterns based on traffic generation and density/intensity characteristics while maintaining the character and grid pattern of the community

Objectives

1. Maintain a compact urban form and growth pattern which provides adequate space to meet housing, employment, business, and public service needs
2. Provide opportunities for the continued growth of the City's resorts and casinos in addition to diversifying its tourism economy and realizing its true potential as a world-class resort
3. Encourage the redevelopment/revitalization of existing neighborhoods through the use of existing assets and/or the creation of new amenities
4. Create attractive neighborhoods that are affordable, and well-served to provide a high quality of life for the residents
5. Encourage urban design and establish design criteria and performance standards that improve the quality of residential, commercial, industrial, and mixed-use development within the City
6. Encourage development in the Central Business District (CBD)/Main Street District that enhances the area as a primary business and mixed use district in the City
7. Revise the land use and zoning ordinances to insure compatibility with new growth demands for casinos, housing, commercial and public uses within the community
8. Encourage redevelopment on under-utilized properties along the Black Horse Pike and White Horse Pike
9. Upgrade substandard properties in the City through code enforcement efforts, education, ordinance amendments and other initiatives
10. Provide for adequate parking to serve established residential and commercial areas in addition to the central business district
11. Encourage new neighborhood commercial and mixed-use developments consistent with the City's redevelopment plans
12. Strengthen and improve City-wide and neighborhood commercial districts as centers of employment, shopping, services, entertainment and education
13. Encourage transit-oriented development near the proposed integrated multimodal Transportation Center, with strong pedestrian, bus/trolley/mass transit and bicycle linkages between the Transportation Center, CBD and casinos
14. Discourage the use of storefronts for inappropriate non-commercial uses such as residences
15. Promote academic and affiliated campus uses in the vicinity of already established centers at Stockton College and Atlantic Cape Community College (ACCC) to attract new economic development opportunities to the City
16. Encourage the reuse of vacant lands within the Downtown area and along the Boardwalk
17. Explore adaptive reuse and consolidation of public facilities and land on under-utilized parcels and/or properties
18. Encourage environmentally sustainable development on Bader Field.
19. Integrate the design and use of the Boardwalk as the prime destination corridor connecting various destinations including the all-important beach to the City

2. Housing

Goal

Preserve, protect and ensure the availability of decent, safe and adequate housing units of different types, sizes, and price ranges through new and compatible infill residential development in appropriate locations to meet the needs of current and future residents

Objectives

1. Preserve and enhance the existing housing stock
2. Protect and preserve established residential character through zoning enforcement, design guidelines, inspections of multi-family dwellings and rehabilitation, where necessary
3. Encourage appropriate infill development where permitted by zoning
4. Provide Atlantic City's regional fair share of affordable housing for low and moderate-income families in accordance with the needs identified in the City
5. Balance housing options in the City, including affordable housing for low and moderate-income households
6. Develop Homestead Programs to specifically direct Casino Reinvestment Development Authority (CRDA) and Community Development Block Grant (CDBG) funds to workforce and low income housing
7. Develop and implement home ownership programs through subsidies as a method to promote stable neighborhoods and increase community pride
8. Encourage and promote greater home ownership opportunities through increased access to mortgage financing and production of for-sale housing
9. Preserve and enhance existing neighborhoods through the use of a revolving loan fund for rehabilitation of any sub-standard housing unit
10. Provide increased access to credit for current homeowners seeking to rehabilitate housing and first-time homebuyers seeking to purchase a home
11. Encourage the continued development of a variety of housing ranging from affordable to middle income and market rate units
12. Address substandard housing conditions and the need for housing rehabilitation to ensure that the City's existing housing is well maintained and up to code
13. Encourage the development of transit-oriented higher density housing in close proximity to the proposed multi-modal transportation center area
14. In conjunction with existing non-profit organizations within the City, address existing special needs housing, including the homeless, disabled, persons with AIDS/HIV and persons with substance abuse problems
15. Fully integrate affordable housing throughout the City both within projects and geographically throughout Atlantic City.
16. Work closely with the Housing Authority to periodically assess affordable and workforce housing situation and conditions within the City
17. Work closely with community groups to establish reliable and trustworthy Community Development Corporations (CDC) to utilize 501(c)3 status to procure grants
18. Explore creative and non-conventional methods such as Community Land Trust (CLT) to mitigate anticipated workforce housing shortages in the City

3. Circulation

Goal

Provide a safe, effective and energy efficient multimodal transportation system by increasing mobility, reducing dependency on single-occupancy vehicles, protecting roadway capacity, decreasing air emissions and enhancing the aesthetic qualities of the streets.

Objectives

1. Enhance vehicular ingress and egress into the City especially for peak summer and weekend traffic
2. Maintain and improve the existing roadway network and traffic management systems to ease traffic congestion for all road users
3. Consider the relocation of the bus station and integrate it with the train station to create a truly multi-modal transportation center accommodating local jitneys and or trolleys or mass transit
4. Enhance connections within the City between and among residential neighborhoods, community resources, the Central Business District, the casinos, and the region, through the use of public transit system, walking and alternative modes of transportation
5. Encourage land use patterns that create well-connected and easily distinguishable neighborhoods
6. Revitalize or create identifiable, pedestrian-oriented neighborhood areas with focal points, mixed-use centers, and employment areas that are linked with each other
7. Promote the creation of a multi-modal transportation system that enhances local circulation, increases regional access and encourages alternatives to driving such as mass transit and bicycle/pedestrian facilities
8. Enhance and improve street signs within the City for general navigation and wayfinding to important City destinations
9. Coordinate with New Jersey Transit for improved service to the community and expand NJ Transit bus routes as

- appropriate to address transit needs resulting from revitalization efforts along Atlantic Avenue and the CBD
10. Consider an expanded jitney service or new trolley/mass transit loop service that connects the proposed new multimodal station, CBD and casinos
 11. Evaluate and implement methods of providing adequate parking to serve existing development and proposed redevelopment especially within the CBD
 12. Work with the New Jersey Department of Transportation, and the Atlantic County Planning and Highway Departments to prioritize areas in need of improvements
 13. Analyze traffic and parking impacts of proposed developments and work with developers to address such impacts
 14. Develop a comprehensive bicycle and integrated jogging trail and sidewalk system along the back bay connecting the residential neighborhoods in the City
 15. Encourage enforcement of pedestrian safety in signed and marked pedestrian zones and crosswalks
 16. Encourage the growth and expansion of specialized transit services to meet the needs of the elderly, disabled, schoolchildren, and other transportation dependent groups
 17. Require that traffic-calming techniques be implemented where needed to create a pedestrian friendly street environment, control vehicle speed and reduce the number of vehicles cutting through residential neighborhoods
 18. Use contrasting material and texture for sidewalks and crosswalks and streetscape elements such as landscape bulb-outs to create a safe pedestrian environment

4. Economic Plan

Goal

Provide a vibrant and diverse economic environment which will protect and enhance the long term economic and social interests of present and future residents in order to maintain and improve the City's overall quality of life.

Objectives

1. Encourage the development of a diversified economic base that generates employment growth, provides increased tax rates, and increases income levels
2. Promote and reinforce the City as a desirable residential location and attractive shopping/entertainment/recreation destination
3. Properly utilize redevelopment as a tool for Atlantic City's revitalization
4. Redevelop Bader Field as the signature site for both residents and visitors alike – a site that must be connected to the existing transportation and infrastructure network to create a fully viable community asset
5. Promote the continued redevelopment of the Central Business District as a mixed-use pedestrian-oriented core with a concentration of commercial and residential uses in close proximity to mass transit
6. Create an attractive physical and economic environment to bring back professional services such as medical professionals, engineers and lawyers to locate within the City
7. Plan for continued economic viability by strengthening the tax base through the encouragement of continued private investment and tax-producing uses, which are consistent with community needs, desires, and existing development
8. Cautiously utilize incentives such as tax abatement
9. Ensure that transportation, business and economic development retain a healthy relationship with the residential character of the City
10. Provide a business friendly environment for existing businesses, and provide a supportive environment for those wishing to upgrade or renovate
11. Promote non-residential development that is consistent with the build out capacity of the land and availability of infrastructure to support the economic success of the business community
12. Encourage dialogue with developers regarding opportunities within the community
13. Support the arts and culture, focusing on “jazz and blues”, capitalizing on Atlantic City's Frank Sinatra connection and leveraging the existing entertainment market
14. Develop and implement a strategy for collecting and reporting comprehensive data and information regarding the local population, including year-round residents, seasonal and occasional residents, and visitors
15. Encourage the use of multiple sources of data including that from rental agencies, homeowners, chambers of commerce, and the State
16. Enhance the City's Community and Economic Development Division to attract developers and businesses interested in investing in Atlantic City
17. Work with the Atlantic City Convention and Visitors Authority, Chamber of Commerce and other similar agencies to promote destination tourism, business and leisure trip packages and beach related tourism

5. Open Space and Recreation

Goal

To promote participation in diverse, interesting, and high quality recreational and leisure opportunities in safe, modern, and well-maintained parks and facilities for both the residents and visitors

Objectives

1. Preserve and enhance the existing system of parks and recreation facilities
2. Promote further development and expansion of parks and recreational facilities to meet neighborhood and community needs
3. Ensure new development maintains a high standard of aesthetic quality, open space and community amenities
4. Develop and promote open space and recreation opportunities along primary circulation corridors through a network of “green urban trails”
5. Promote recreational activities along the back bay and consider partnerships with private property owners to provide access for canoeing and viewing wildlife and waterborne transportation
6. Consider the creation of neighborhood oriented “pocket” parks in locations that are not currently afforded close access to existing park facilities
7. Coordinate open space and recreation agreements with private entities including casinos and institutions such as ACCC and the Board of Education to provide open space and recreation in the City so there is mutual benefit
8. Partner with the School Board to address the feasibility of using the high school parking lot for camper parking during summer months
9. Improve and expand the cultural, non-athletic, and recreational opportunities for residents of all ages within the community
10. Require redevelopment efforts on Bader Field to include open space and recreation area
11. Coordinate additional recreation programming with private service providers for youth and adult recreation
12. Relate recreation facilities and recreation activities especially in the residential neighborhoods to overall wellness and public health
13. Preserve and protect open space areas that have scenic views and/or important historical, cultural significance and exceptional ecological value
14. Preserve and enhance the tree-lined character of residential streets
15. Prioritize the preservation of open space and recreation areas in a manner consistent with the Recreation and Open Space Inventory (ROSI) and as recommended in the Master Plan
16. Initiate the development of a community/recreation center for the youth of all ages in the CBD to increase activity
17. Create linkages between existing parks and open space areas to residential neighborhoods and commercial centers where possible, to form a network of open spaces
18. Require that an “open space maintenance agreement” be instituted for all recreation and open space areas that are created as part of development approvals
19. Create attractive gateways at the principal and secondary entrances into the City through upgraded land uses, streetscape improvements and signage

6. Conservation

Goal

Preserve environmentally sensitive land along natural features such as wetlands, beaches, unique ecology, and prime wildlife habitats.

Objectives

1. Protect the City's natural resources – the beach, the wetlands, and the back-bay environment in conjunction with sound development practices
2. Prohibit development in critical environmental areas such as flood plains and wetlands
3. Promote environmentally sensitive design solutions for all development particularly adjacent to wetland areas
4. Review site plans to minimize environmental disturbance and encourage development of landscapes and streetscapes, and planting of native species
5. Encourage the remediation of contaminated sites to enhance the local environment, protect residents and return vacant sites to productive use
6. Promote water conservation through written outreach programs including newsletters and bulletins
7. Promote energy conservation programs at the residential and City level through the use of efficient energy consuming devices, and through programs provided by the utility supplier
8. Promote and develop active and passive energy conservation approaches to reduce energy usage by the City and new developments
9. Capitalize on State and Federal beach preservation programs
10. Pursue long-term plans and agreements with the State and the Army Corps of Engineers for the periodic replenishment and preservation of the beach and wetland areas
11. Coordinate with neighboring local governments, the state and federal agencies to develop policies and procedures for

the protection, preservation, and rehabilitation of identified critical natural resources

12. Require developers to utilize low impact development techniques to minimize impacts to and minimize destruction of the natural environment and natural drainage systems
13. Encourage new construction in the City to meet the requirements of LEED (Leadership in Energy Efficient Design) guidelines

7. Historic Preservation

Goal

Encourage historic preservation in order to maintain the City's unique character, protect existing historic resources and complement economic development efforts.

Objectives

1. Promote the history of Atlantic City and its connections to celebrities as part of the City's redevelopment and revitalization efforts
2. Establish a historic preservation entity within the City administration
3. Acknowledge the importance of historic resources in providing a link to the past, preserving the City's unique character, enhancing the appearance of neighborhoods and the casinos, and promoting economic development and tourism
4. Explore incentives to encourage the maintenance and proper façade restoration of historically notable buildings
5. Discourage the unnecessary demolition or significant alteration of historic structures/buildings
6. Evaluate preservation easements as a tool for historic preservation
7. Encourage development patterns adjacent to existing historic structures that complement the character of said structures
8. Establish priorities for renovation of existing structures
9. Require preservation and rehabilitation of any historic structure on properties to be developed
10. Encourage the preservation of historic buildings and landmarks designated in the National Historic Register
11. Work with the City's Arts Commission to develop programs and incentives for arts and cultural promotions
12. Engage in local and regional efforts to develop a performing arts center in conjunction with Stockton College and or Atlantic Cape Community College

13. Continue to support diversified festivals and cultural events
14. Promote the understanding and appreciation of the City's heritage and historic value in local schools and other regional education centers

8. Community Facilities

Goal

Provide community facilities through timely and efficient provision of community services that meet the needs of all City residents and businesses.

Objectives

1. Maintain and upgrade the existing system of community facilities in order to provide high level of public services and to accommodate growth as well as the changing needs of the population
2. Provide community services which address all demographic sectors of the population (e.g. schools, day care facilities, recreation facilities, senior centers)
3. Provide an effective array of recreation and cultural programs and opportunities for all segments of the community with a particular emphasis on youth and teens
4. Efficiently use school facilities where possible, both as schools and recreational resources and pursue partnership with the School Board to integrate joint use and community school options in school planning and design
5. Support and encourage the continued improvement of school facilities and educational programs to accommodate enrollment growth, curriculum changes, new programs and technological advances
6. Coordinate with the Board of Education to jointly use schools as community centers, wherever feasible
7. Maintain and upgrade existing emergency service facilities, especially those facilities which are aging or obsolete
8. Plan for and provide new police substations to serve residential neighborhood and the Central Business District and improve efficiency of service
9. Improve safety and security by greater police presence and alternative methods such as security cameras at high-crime locations

10. Coordinate with the Fire Department on services and facilities that will best serve the needs of Atlantic City
11. Evaluate fire, police and EMS service routes to better serve residential neighborhoods, high activity areas, and casinos
12. Use community facilities to create and maintain a sense of place by enhancing public areas with quality designs and pedestrian friendly landscapes that link to commercial, cultural, and educational resources.

9. Utilities Services

Goal

Provide adequate infrastructure including sanitary sewer, water and storm water drainage to service the needs of all residents and businesses without adverse impact upon the environment

Objectives

1. Preserve and maintain the existing utility infrastructure including public water, sanitary sewer and storm water facilities.
2. Take advantage of best available technology for sewage treatment and stormwater management
3. Coordinate with regional utility providers to ensure the effective and equitable provision of water, sewer, gas, telecommunications, and other necessary services for residents, property owners, business owners, and visitors
4. Maintain and improve communication with existing utilities providers so that growth and redevelopment within Atlantic City is supported with adequate public facilities and infrastructures, including extensions and replacements of existing utility systems where required
5. Employ regional strategies to facilitate redevelopment, particularly with large-scale public infrastructure such as water quality and waste management issues
6. Address new and redevelopment project needs, as well as mitigating existing flooding and water quality issues within the City
7. Require new developments to locate all utilities underground
8. Maintain criteria for zero increase in water runoff from new developments
9. Encourage the reduction of non-point source pollution to the greatest extent possible
10. Promote the preservation and protection of water supply facilities and water resources by controlling flood discharges, stream erosion, and runoff pollution

11. Strive to provide the most comprehensive and fully utilized solid waste-recycling program
12. Educate residents about the importance of reducing the volume of municipal waste
13. Coordinate with cable companies to offer high-speed telecommunications to all township businesses especially within the Central Business District

10. Recycling

Goal

Continue to promote recycling in order to protect the environment.

Objectives

1. Continue to promote recycling to reduce the solid waste stream and increase the reuse of natural resources
2. Encourage existing commercial and industrial uses to recycle and support the development of “green” industries/buildings that incorporate recycling into the production process
3. Encourage the use of “green” practices and materials in local construction and development projects
4. Ensure that residents, property owners, business owners, and visitors are aware of Atlantic County Utilities Authority’s (ACUA) local recycling opportunities
5. Work with local schools to educate students at a young age about the importance of reuse and recycling

Atlantic City Master Plan

Land Use Element



Section 1 – Land Use

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Section 1 – Land Use

A. Introduction

The growth of any city is typically manifested in the physical environment by the creation of new structures, the transportation network, infrastructure, the emergence of a larger and more visible population, and well-utilized and maintained parkland/open space. But a city is much greater than the sum of its parts – it is how these parts, or land uses, come together and create an environment of social and financial viability, the essence of a community.

The dawn of the 21st Century has seen the rebirth of Atlantic City – a city that holds a unique position in the State of New Jersey as well as the nation. Images ranging from the world's first boardwalk that now stretches for more than four miles along the City's shoreline to gleaming casinos that host almost 40 million visitors a year are known to virtually all Americans. And yet it is this familiarity that creates both an opportunity and a challenge as the task of developing a land use plan to meet the needs of the local community and the City's tourists is endeavored.

B. The Significance of a Land Use Plan

The Land Use element for a community is generally perceived to be the "heart" of the entire Master Plan. This is true for a variety of reasons, chief among them being the fact that "uses of the land" are certainly visible to citizens within the community. Of all the elements of the Master Plan, the Land Use element is the broadest in scope and the most tangible in terms of recommendations. In many ways, the Land Use element represents the backbone of the Plan. It provides the foundation for the Land Use and Development Ordinance and Zoning Regulations ultimately established to implement citywide land use policies. In the case of Atlantic City, the Land Use Plan is not so much intended to create or establish a land use pattern; it is, in effect, designed to ensure the maintenance

and stability of the City's present patterns, while also identifying and addressing ongoing changes. Maintaining community stability and diversity are critical elements in keeping the quality of life in Atlantic City at a high level. While the Land Use element establishes overall policy guidelines for the City's development pattern, it can also be used to address issues on a much more localized level. Issues and concerns affecting neighborhoods, blocks, streets, intersections and even individual tracts of land can be examined in the context of the Land Use plan. The ability to be as broad or specific as needs dictate is the cornerstone of the Land Use plan's significance to overall community development.

Often, when members of the general public hear the term "land use planning", they tend to think it synonymous with "development". This need not be the case, and in fact, the truth is that the American Planning Association's Smart Growth Policies propose limiting development, controlling urban sprawl and large lot development, and increasing densities on lands designed to accommodate such growth (e.g. urban areas such as Atlantic City).

C. What Is Smart Growth?

According to the United States Environmental Protection Agency, (USEPA) smart growth is development that serves the economy, the community, and the environment. It changes the terms of the development debate away from the traditional growth/no growth question to "how and where new development should be accommodated."

Smart Growth answers these questions by simultaneously achieving:

- Healthy communities -- that provide families with a clean environment. Smart growth balances development and environmental protection -- accommodating growth while preserving open space and critical habitat, reusing land, and protecting water supplies and air quality.

- Economic development and jobs -- that create business opportunities and improve local tax base; that provide neighborhood services and amenities; and that create economically competitive communities.
- Strong neighborhoods -- which provide a range of housing options giving people the opportunity to choose housing that best suits them. It maintains and enhances the value of existing neighborhoods and creates a sense of community.
- Transportation choices -- that give people the option to walk, ride a bike, take transit, or drive.

Smart Growth Principles

1. Mix Land Uses
2. Take Advantage of Compact Building Design
3. Create a Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with a Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide a Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, and Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

D. Zoning and Municipal Land Use Law

The Municipal Land Use Law (N.J.S.A. 40:55D-28[b]) defines the contents of the Land Use Plan Element as follows:

- a. Taking into account and stating its relationship to a statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based: taking into account the other Master Plan elements; and taking into account natural conditions, including but not necessarily limited to topography, soil conditions, water supply, drainage, flood plain areas, marshes, and woodlands; and
- b. Showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational, and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance; and
- c. Showing the existing and proposed location of any airports and the boundaries of any airport safety zones delineated pursuant to the "Air Safety and Zoning Act of 1983"; and
- d. Including a statement of the standards of population density and development intensity recommended for the municipality.

Furthermore, the Municipal Land Use Law goes on to say that it does require, pursuant to N.J.S.A. 40:55D-62, any municipal "zoning ordinance or any amendment or revision thereto shall either be substantially consistent with the land use plan element and the housing plan element of the Master Plan or designed to effectuate such plan elements..." This land use plan will provide the analysis of existing conditions as well as recommended strategies to meet the City's future needs – a plan that coordinates

land use planning with transportation and community and economic development planning.

E. Relation to State Development and Redevelopment Plan

The current zoning pattern is generally consistent with the New Jersey State Development and Redevelopment Plan (SDRP or “State Plan”). The City of Atlantic City is designated as a Metropolitan Planning Area (PA-1) according to the State Plan and is one of the State’s designated Urban Growth Centers – those areas where the State is directing the region’s future population growth. The Metropolitan Planning Areas of New Jersey are “envisioned as cooperative, sustainable regions comprised of a cohesive system of vibrant Urban Centers that serve as employment, governmental, cultural and transportation anchors; distinctive Regional Centers, and redesigned Nodes [centers of activity] that provide a mixture of well defined functions and services; classic ‘Main Street’ towns for local and regional commerce; and safe, quality residential neighborhoods throughout. The entire system is linked by transportation services (which include such new additions as light rail lines, public shuttle services and bicycle/pedestrian paths) and greenways that provide easy access to employment, recreation, schools, cultural activities, commerce, and social and governmental services.”

Within the Atlantic City Metropolitan Planning Area, the State Plan’s intention is to:

- provide for much of the state’s future redevelopment;
- revitalize cities and towns;
- promote growth in compact forms;
- stabilize older suburbs;
- redesign areas of sprawl; and
- protect the character of existing stable communities.

The Plan posits that:

These goals will be met by strategies to upgrade or replace aging infrastructure; retain and expand employment

opportunities; upgrade and expand housing to attract a balanced residential population; restore or stabilize a threatened environmental base through brownfields redevelopment and metropolitan park and greenway enhancement; and manage traffic effectively and create greater opportunities for public transportation connections within the Metropolitan Planning Area.

This element of the City’s Master Plan is tasked with attempting to layout the framework by which the City will grow and transform itself to meet the needs of the 21st Century: the need to eliminate ongoing sprawl that is destroying New Jersey’s open spaces; the need to develop new and innovative mass transit initiatives that serves the City as well as the region; the need to adapt the economy to meet the inevitable challenges that regional casino gaming will bring; and the need to provide a City that offers all residents the quality of life that is both demanded and deserved.

F. Local and Regional Issues

In many ways, the issues at the forefront of Atlantic City’s land use agenda are not unlike those of similar sized, and located, communities throughout the country. The need for a well thought-out plan with forward thinking ideas is necessary to combat the issues of increasing development pressures along the New Jersey shore, economic negligence, and poor land use planning in the past. Land use affects not just a specific property on which a development is proposed, but also the way it impacts the surrounding properties – it determines how we live within an area and the quality of life we will have.

Efficient land use planning can help to alleviate the aforementioned issues and provide for the improved quality of life that Americans in general, as well as the residents of Atlantic City specifically, are striving to attain.

The major identified issues affecting land use in Atlantic City can be summed up to incorporate the following findings that will be addressed within this Master Plan:

- Transportation accessibility and traffic volumes are important considerations for determining land use, and are probably the most significant issues facing the City's famous resort district as well as its downtown district along Atlantic Avenue and its neighborhoods. To many, the location of a resort economy that accommodates almost 40 million visitors annually has been both a blessing and a curse. The blessing is, of course, the economic engine and employment opportunities that are provided; the curse is the automobile traffic generated as a result. This traffic is further complicated by the fact that the City is accessed by only three (3) primary routes: the Atlantic City Expressway (ACE), the Black Horse Pike (Route 322) with approximately 53,000 automobile trips per day, and the White Horse Pike (Route 30) with approximately 50,000 automobile trips per day.
- Increasing real estate values, as well as the ongoing market speculation that has existed since the State of New Jersey legalized casinos in Atlantic City in 1976, play a significant role in the City's often stagnant land use development pattern. Atlantic City has been afforded tremendous geographic advantages, from its proximity to the Philadelphia and New York City metropolitan markets to its beaches along the Atlantic Ocean to its recent boom in casino development opportunities.
- The lack of a diversified economy within Atlantic City has resulted in what many visitors to the City and residents alike have often reflected upon -- while the casino/gaming industry has brought new life to the economy, the City is still often viewed as a "city of unequals," with gleaming casinos framing the cityscape and low-income neighborhoods infiltrating the streetscape.

These three (3) fundamental issues transcend the ability of a City's zoning and land use planning capabilities alone. To adequately address these ongoing issues will require not only recommended revisions to the City's official Zoning Map, but structural changes within the City's perceived role as an entity

that can pursue additional economic development to diversify the economic base as well as provide affordable real estate for housing and commercial activity. Recommendations for such changes are proposed within this element of the City's Master Plan as well as the Housing and Economic Development elements.

G. Goals

Goals are defined to help provide more specific and clear direction for Atlantic City. The following goals are intended to set the vision for the City over the next decade – to provide a general road map to the future. The objectives and strategies recommended to achieve these goals are noted in the Planning District (Wards) section of this element of the Plan.

- Maintain a compact urban form and growth pattern which provides adequate space to meet housing, employment, business, and public service needs.
- Encourage the redevelopment/revitalization of existing neighborhoods through the use of existing assets and/or the creation of new amenities. The City's neighborhoods must be attractive, affordable, and well-served entities to provide a high quality of life for the residents.
- Provide opportunities for the continued growth of the City's resorts and casinos. The City once known as the Queen of Resorts should provide land use planning to diversify its tourism economy and realize its true potential as a world-class resort area.
- Protect the City's natural resources – the beach, the wetlands, and the back-bay environment in conjunction with sound development practices.
- Through detailed analysis and planning, redevelop Bader Field as the signature site for both residents and visitors alike – a site that must be connected to the existing

transportation and infrastructure network to create a fully viable community asset.

- Encourage land use patterns that create connected, identifiable neighborhoods. Pedestrian and bicycle connections throughout the City can provide residents the ability to function without automobile dependency.
- Revitalize or create identifiable, pedestrian-oriented neighborhood areas with focal points, mixed-use centers, and employment areas that are linked with each other.
- Encourage urban design that improves the quality of residential, commercial, industrial, and mixed-use development.
- Achieve development in the Main Street District (Downtown) that enhances the area as a primary business district in the City.

With this as the general framework, an understanding of the City's past as well as the tools currently in place shall be examined. The recommendations and strategies throughout this element provide the methods by which these goals may be achieved.

H. The Emerging Pattern of Land Use in Atlantic City

To understand land use and growth in Atlantic City is to understand the unique nature of this densely developed community that has evolved since the City was incorporated in 1854. The City's rapid growth as a resort by the sea led to increased building activity along the beaches to meet the needs of the tourists that flocked to the City. Then, population gains followed as people chose to call this City their home. Fast-forward through the City's economic decline in the middle of the 20th Century and one is left with a City situated on a barrier island in the Atlantic Ocean that is again destined to create a viable mix of land uses that affords residents and

visitors alike a truly diverse community. The "creation" of this community began anew in the 1970s when the City's first Master Plan was completed in 1978. This plan was a direct result of the State's approval of a referendum legalizing gambling in Atlantic City in 1976. At that time, the following was noted in the analysis of existing land uses:

The powerful land use shaping force of affinity (residential uses developing near other residences and commercial uses gravitating into shopping and like concentrations) is, in the case of Atlantic City, accentuated by the strong island morphology of the terrain and the special development dynamics of an oceanfront beach. In this case, the land use investigations conducted by the consultants uncovered no surprises; and the actual clustering of uses was found at the expected locations. The transient accommodations developed along the beach to create an elongated waterfront zone of hotels, motels and similar establishments; the retail, commercial and service uses gravitated adjacently inland to the waterfront zone in a similar elongated form along the Atlantic and Pacific corridors; the residential neighborhoods were withdrawn further inland; and a mixture of uses not always very successful or very compatible was evidenced along the edges of land use enclaves.

Angelos C. Demetriou, AIA (1978)

As we examine the current land use patterns in 2006 and 2007, the situation is relatively unchanged. The casino resorts dominate the waterfront property on the south side of Pacific Avenue, having replaced many of the City's previous resort and early-century hotel structures. This has historically been the area that functions as the City's economic engine, propelling growth for the entire City. The same is true today; the casino gaming and resorts in Atlantic City bring in more than \$5 billion a year in revenue, matching the economic strength of the casino/gaming revenue in Las Vegas (Atlantic City Press, 11 January 2006).

The challenge for Atlantic City is to meet the needs of the local residents while simultaneously providing the basic infrastructure

and amenities for the resorts and casinos. This challenge is further complicated by the fact that Atlantic City is located on a small island, Absecon Island, which has only 2624 acres of developable land (Figure 1).

Figure 1
Developable Land Area Within Atlantic City

Atlantic City	10,067	acres
Water	3,079	acres
Wetlands	3,708	acres
Transportation Infrastructure (e.g. roads, rights-of-way, etc.) estimated @ 20% of total	<u>656</u>	acres
Total Developable Acres	2,624	acres

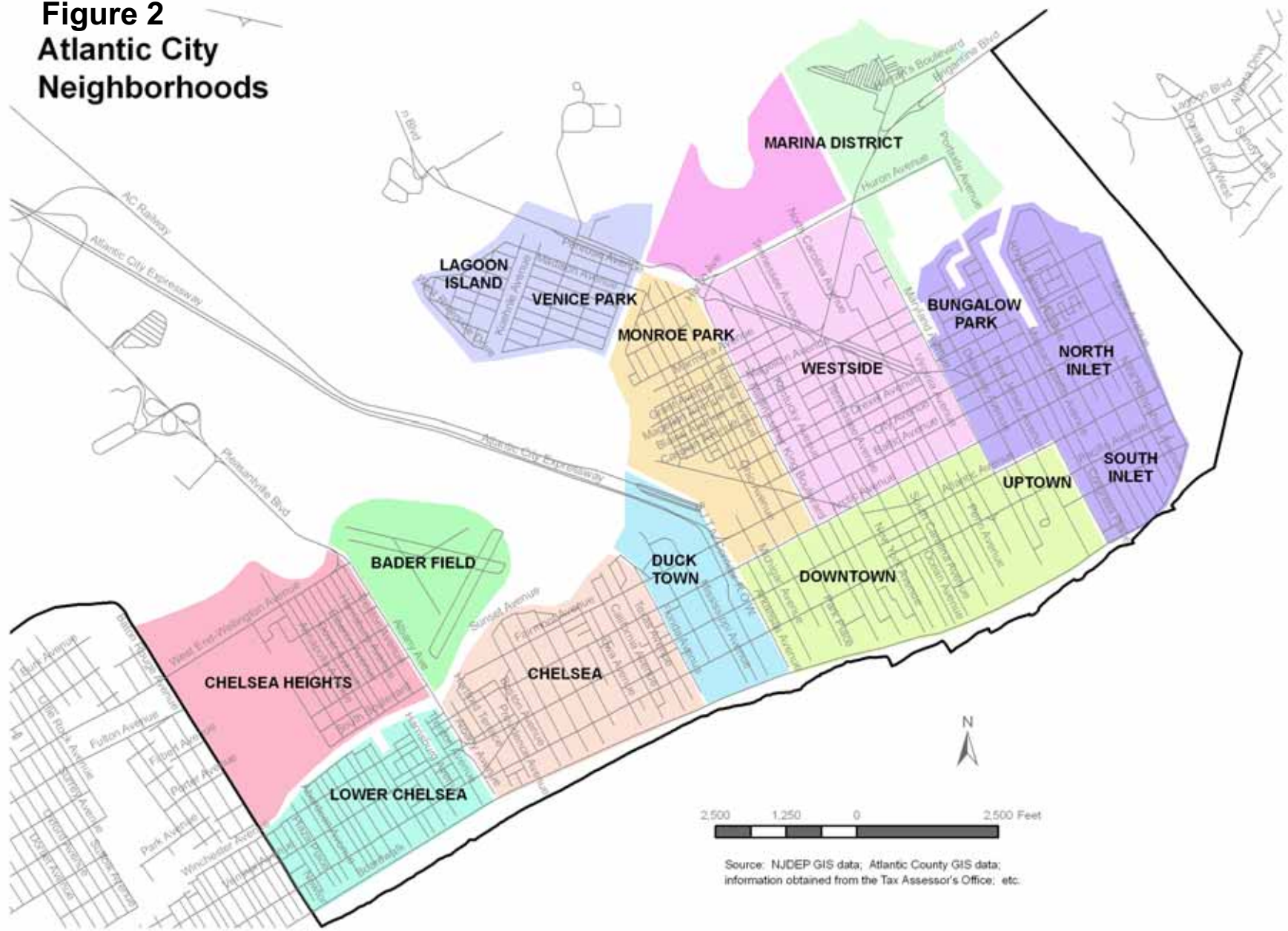
As noted in Figure 1, just over 25% of the City's incorporated area is developable once the water area and wetlands area are removed from the total area. This analysis is based upon use of the City's GIS database as well as review of the City's aerial photography, discussions with the City Engineer, and utilizing standard infrastructure estimates, a total of 656 acres of transportation improvements (including roads, rights-of-way, etc.) have been removed from the City's total developable area as well.

I. The City's Neighborhoods – The Building Blocks of a Community

While the City *is* world-famous for its casinos, it is the diverse neighborhoods that make up the true fabric of the City. It is imperative that the City preserve and enhance these neighborhoods that have created a vibrant community of more than 40,000 persons. Figure 2 on the following page illustrates the names and locations of each distinct neighborhood.

As noted in further detail in the Housing element and the Community Facilities element of the this Plan, there are opportunities to improve these neighborhoods with infill housing that eliminates the physical "gaps" that currently exist in some areas, specifically the Westside and Monroe Park neighborhoods. Additionally, the City should work with the Atlantic City Board of Education to encourage the expanded use of the City's schools as community centers – entities that provide not only classrooms and sports facilities, but a community library for use after-hours, a daycare center for the local residents, a health center, a possible workforce development center for neighbors seeking to improve their economic capacity, or continuing education for older residents. The expansion of these neighborhood schools from 8:00am – 3:00pm facilities to 6:00am – 10:00pm community centers will allow for extended use of the buildings as parents frequent the centers for increased daily activities (e.g. dropping young children off for daycare, using the library, computer training, English as a Second Language classes, etc.). This increased use translates into direct parental involvement and improved supervision over the students. This concept is being implemented throughout the nation with success; it should be a strong part of the City's future educational programming. This concept is outlined in the Community Facilities element of this Plan.

Figure 2
Atlantic City
Neighborhoods



For purposes of this Land Use plan, the importance of the City's neighborhoods has in fact resulted in our decision to organize recommendations according to the individual Wards in which they are located. This will accomplish two purposes; one, it will allow the recommendations to be more easily understood given the defined geographies of the Wards, and two, it will provide an opportunity to address some of the residents' concerns based on the Community Forums that were conducted as part of the Master Plan process. Accordingly, the following section provides the basis for identifying projects by Ward (e.g. planning district).

we provide a physical and demographic analysis of each Ward -- our geographic base for planning districts. Figure 3 illustrates the City's six (6) Wards, providing a locational context for the subsequent analyses.

J. The Wards of Atlantic City as Planning Districts

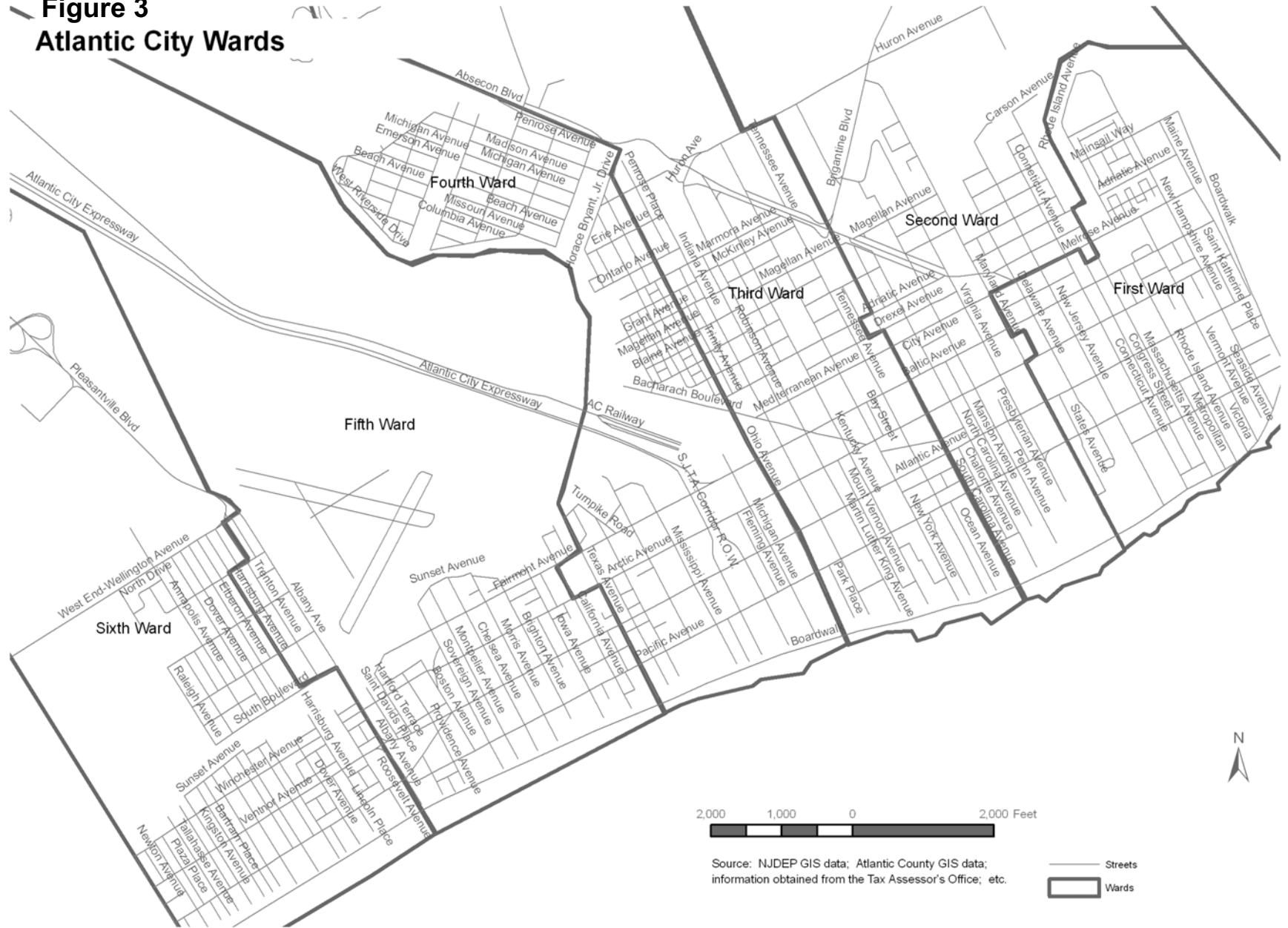
The City of Atlantic City is managed by a mayoral system with nine (9) council members making up the Governing Body of the City. Of these nine (9) members, six (6) are elected by the population within a defined geographical area – the Ward, while the remaining three (3) are at-large members. In essence, each Ward maintains its own identity and often has specific needs relative to the other Wards.

KEPG, in conjunction with New Results Inc., recognized the importance of public input for the preparation of this Master Plan and held community forums in each of the Wards. The neighborhood associations, community groups, at-large individuals, as well as each Council representative turned out to voice their civic concerns as well as offer input for the Master Plan.

KEPG was fortunate to have received a significant number of ideas, concepts, as well as input regarding outstanding issues that residents felt were applicable to their individual Wards. While a City's Master Plan cannot address all concerns, it is our intent to address those that are applicable to the planning process, and in particular for this element, those that are physical or land use based.

Before this Plan begins to address specific land use recommendations on a ward-by-ward basis, it is imperative that

Figure 3
Atlantic City Wards



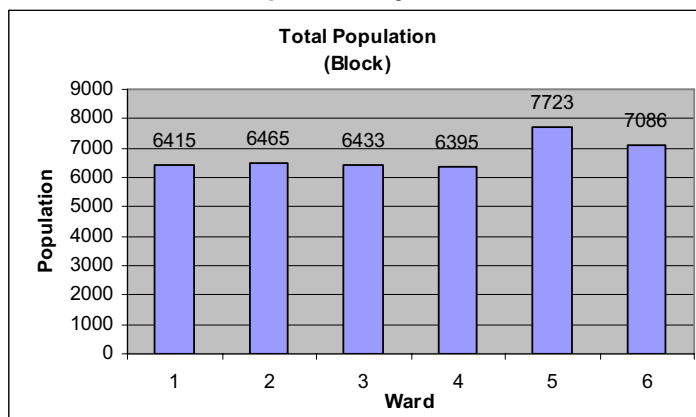
K. A Demographic Profile of the Wards

The following analysis is presented to provide a better understanding of the challenges and opportunities presented by each Ward in the City being utilized as a planning district. From a political and geographical standpoint, the Wards provide the most efficient method to reach out to the residents which makes them an instrumental part of the City's planning process. The data that follows were taken from the US 2000 Census (updated information is not available on an annual basis as the American Community Survey only provides minimal annual projections for communities with a population of 65,000 or greater). The following is cursory in the sense that it is direct and factual information presented as such. Issues relative to each of the Wards as planning districts will follow.

1. Population

Atlantic City's total population is 40,517, and among the City's six Wards, the Fifth Ward has the highest population as illustrated in Figure 4. It comprises approximately 19% of the City's total population, followed closely by the Sixth Ward.

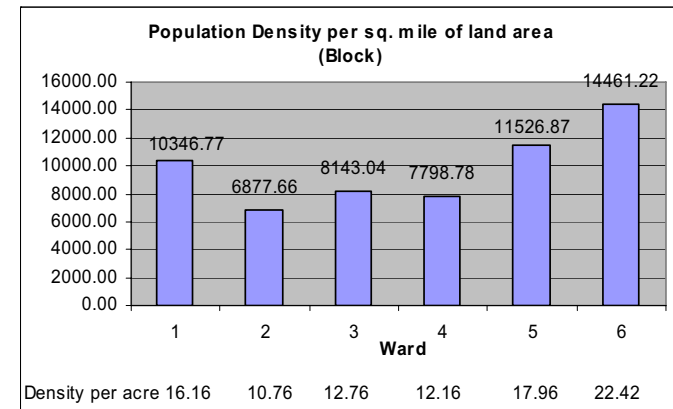
Figure 4
Population by Ward



2. Density

As noted in Figure 5, the Sixth Ward has the highest density – 14,461 persons per square mile. The Fifth Ward follows closely behind, with the First Ward gaining ground with significant amounts of new housing being constructed over the past decade.

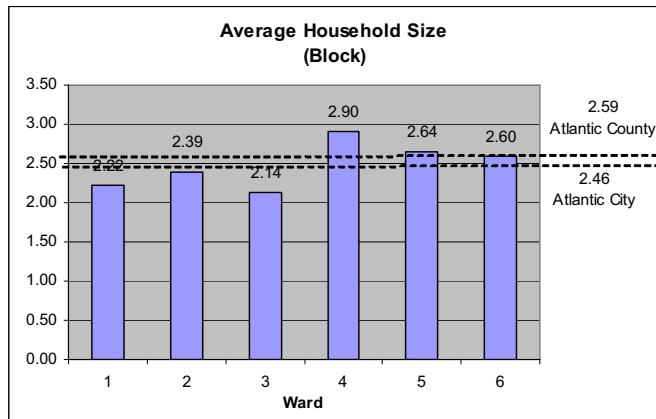
Figure 5
Population Density



3. Household and Family Size

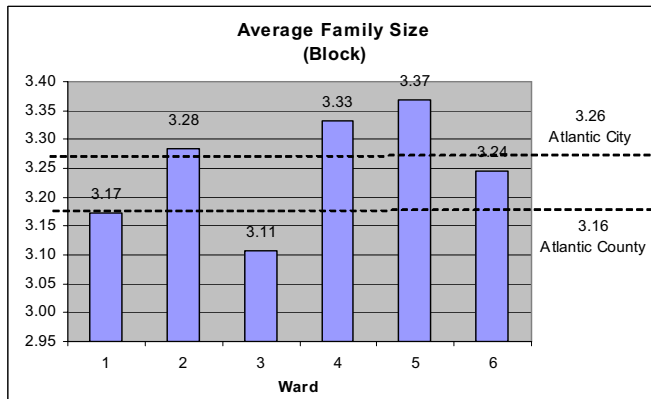
The average household size is highest in the Fourth and Fifth Wards. As illustrated in Figure 6, the Fourth, Fifth and Sixth Wards have average household sizes greater than both the City and the County averages. The average household size of the City, however, is lower than that of the County average.

Figure 6
Average Household Size



The Fourth and the Fifth Ward follow the same trend in terms of average family size, illustrated in Figure 7. Both these Wards have average family sizes significantly greater than the City and County averages. The Sixth Ward falls slightly short of the City average in family size. The First and the Third Wards have the smallest average family sizes of all Wards.

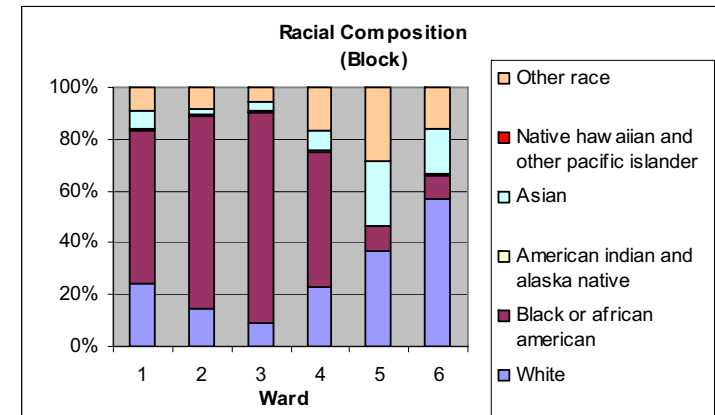
Figure 7
Average Family Size



4. Racial Composition

There exists some level of racial inequality within and between the different Wards of the City as evidenced in Figure 8. The Sixth Ward has the greatest concentration of white residents, comprising more than 50% of its total population. The Fifth and Sixth Wards have a higher percentage of white residents and a very low percentage of black residents. It is worth noting that the Fifth and Sixth Wards also have the largest Asian populations when compared to the other Wards. The remaining four Wards, on the other hand, have greater percentages of black residents and a significantly decreased white population.

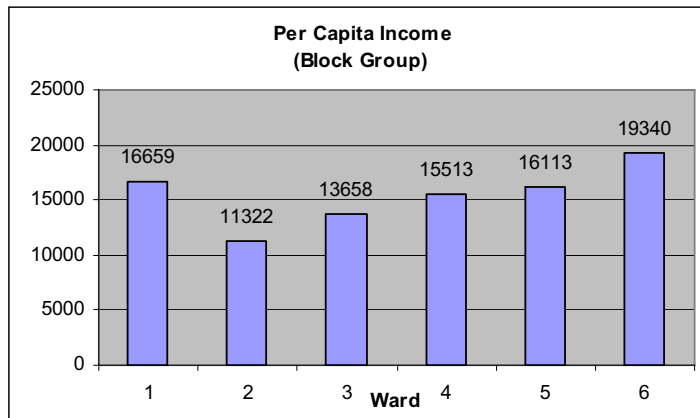
Figure 8
Racial Breakdown by Ward



5. Income

The Sixth Ward has the greatest per capita income and is also the Ward that has the greatest percentage of white population. The Second Ward, which has more than 70% black population, has the lowest per capita income. Figure 9 provides per capita income by Ward.

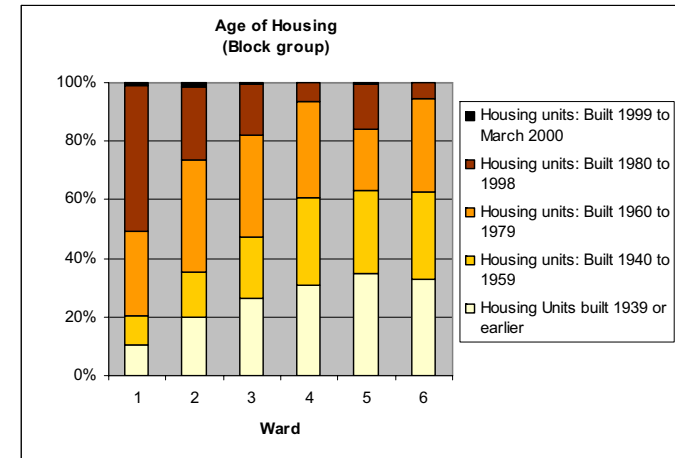
Figure 9
Per Capita Income



6. Age of Housing

The age of housing units is slightly skewed among the different Wards of the City. Figure 10 illustrates that the First Ward has the highest percentage of new housing stock whereas the Sixth Ward has a very low percentage of new housing. More than 60% of the housing units in the Fourth, Fifth, and Sixth Wards were built *before* 1960. On the other hand, more than 60% of the housing units in the First and Second Wards were constructed *after* the year 1960. The First Ward also has the highest percentage of housing units built between 1980 and 2000.

Figure 10
Age of Housing Stock

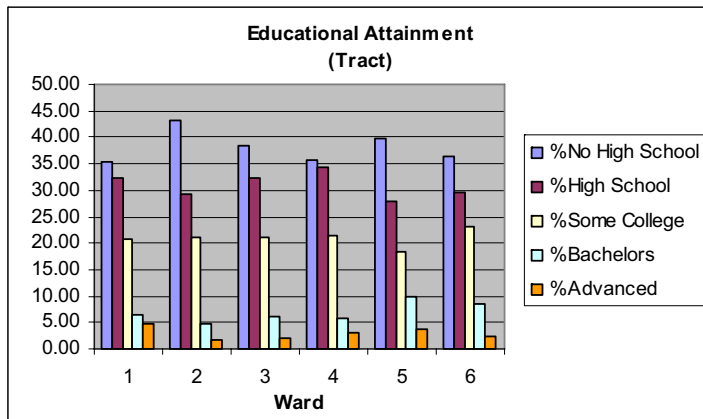


7. Educational Attainment¹

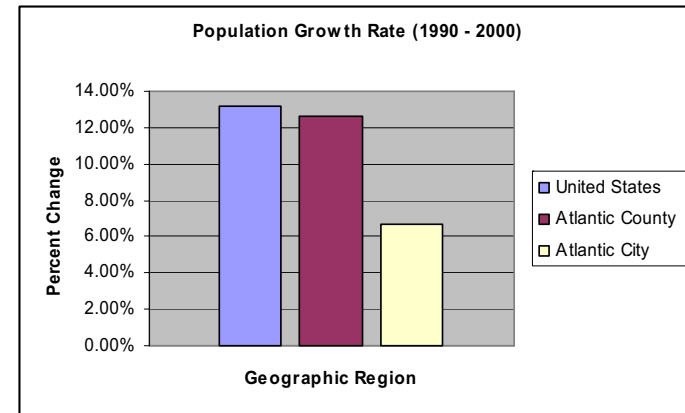
Figure 11 demonstrates that the Second Ward has the highest percentage of people aged 25 years and over without a high school diploma. The Second Ward also has the lowest percentage of the population with a bachelor's or advanced degree. Approximately 20% of the population in each Ward has some college credit; however, the Fifth Ward has the greatest percent of population with a bachelor's degree and the second highest percentage of people with an advanced degree. The First Ward has the lowest percentage of people without high school diploma, and has the highest percentage of people with an advanced degree.

¹ The educational attainment categories are mutually exclusive. That is, a person counted as having a bachelors degree is not counted in the high school graduate category.

**Figure 11
Educational Attainment**



**Figure 12
Population Growth Rate**

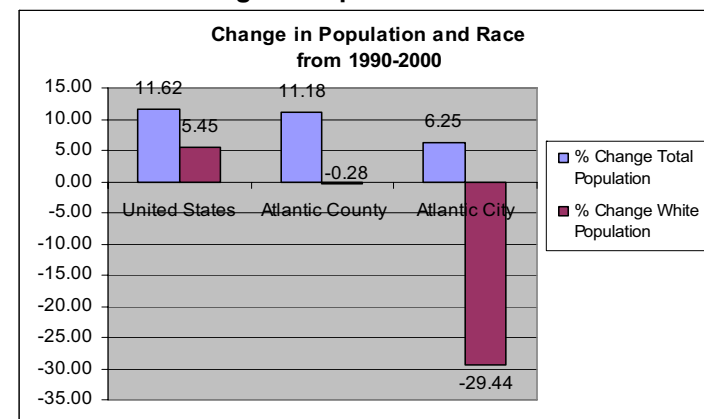


8. The Trends in AC's Demographics (1990-2000)

After dividing the City into Wards for analysis, this section will now examine *citywide* trends over the past decade. The total population in Atlantic City increased by 6.25% in the years 1990 to 2000 (Figure 12). This rate of growth is significantly less than that of the County or of the Nation. This demonstrates the need for the City to continue to work to create a dynamic and viable residential community that functions with the ongoing development of the resort and entertainment industry.

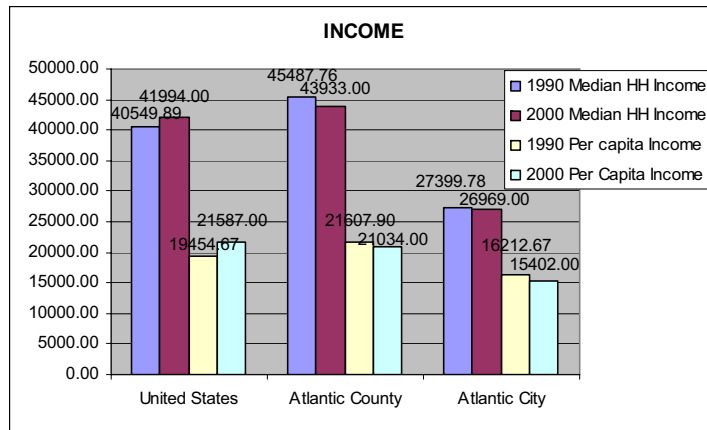
Whereas the total population in the City has increased, the white population has dropped by almost 30% in the decade. Figure 13 indicates that the white population in the nation has grown by about 5%, and has changed very little in the County during the same time period.

**Figure 13
Change in Population and Race**



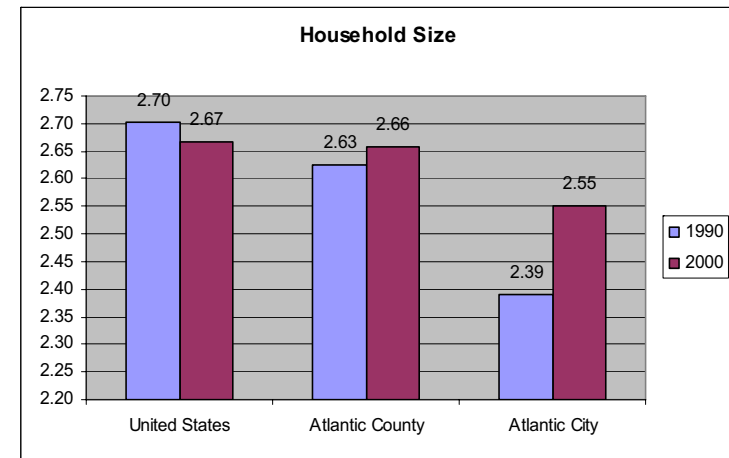
The median household and per capita income have grown in the nation, but both have declined in the County and in the City in the decade. Figure 14 graphically displays this ongoing disparity.

Figure 14
Income Growth Rates



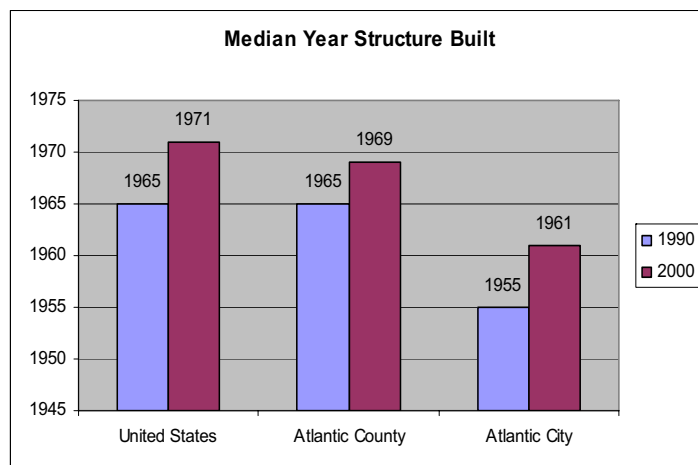
The household size has declined throughout the nation, but Atlantic County and the City show a trend of increasing household size (Figure 15). The household size in Atlantic City has increased significantly from 2.39 to 2.55 in the years 1990 to 2000 (yet this is still below the National and County rate).

Figure 15
Household Size



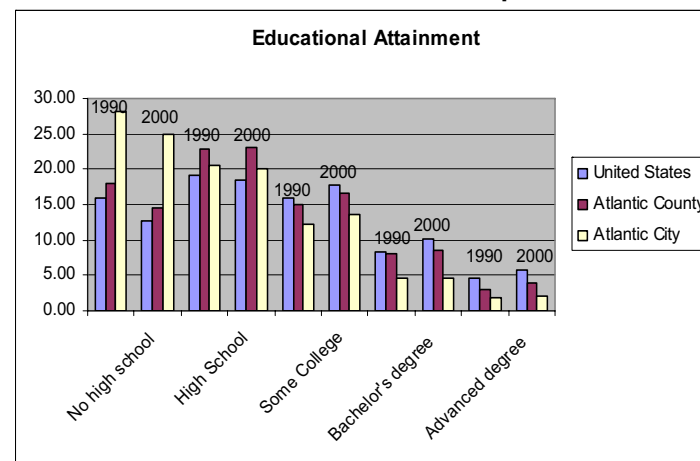
The median year of construction of housing units in the nation has increased, which indicates a greater concentration of new housing being constructed. A similar trend is reflected in the County and the City. The data indicate a greater concentration of older housing units in the City in the year 1990, when compared to the County or the nation (Figure 16). But the year 2000 figures indicate that this trend is changing rapidly as new housing stock is increasingly evident throughout the City, specifically in the First Ward.

Figure 16
Median Year Structure Built



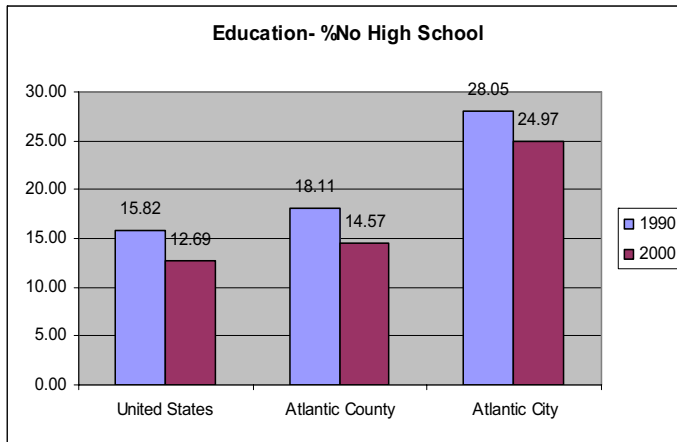
Atlantic City continues to lag behind the County and the Nation in terms of educational attainment; however the decade from 1990 to 2000 showed improvements in the City's educational attainment. This comparison to the County and National levels is illustrated in Figure 17. The issue at present is that the City continues to “chase” the gains made by the County and the Nation over the same period.

Figure 17
Educational Attainment Comparison



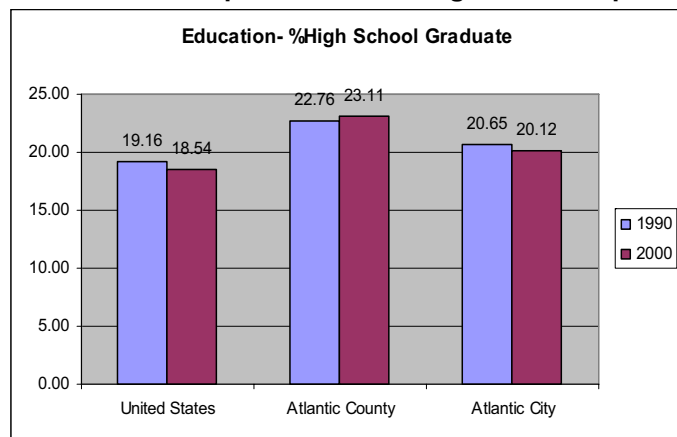
In Atlantic City, the percentage of the population aged 25 years and over that does not have a high school diploma has declined during the decade from 1990 – 2000 (see Figure 18). The overall percentage, however, is significantly higher than that of the County or the National percentages.

Figure 18
Percent of Population With No High School Diploma



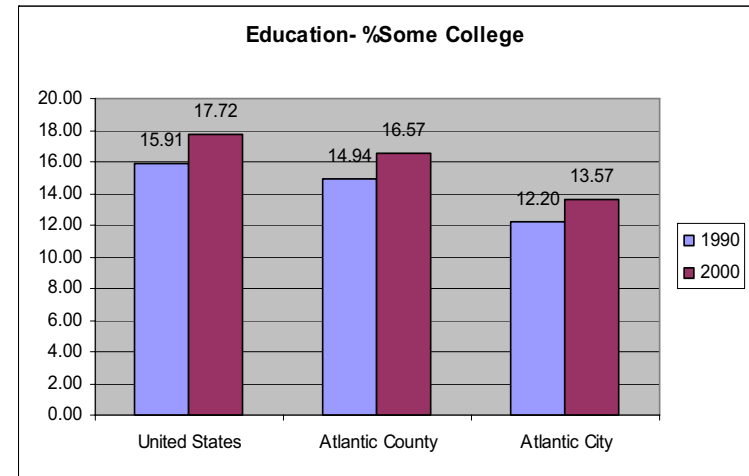
Conversely, Figure 19 illustrates that the percentage of population with a high school diploma has changed very little over the last decade, and is comparable to the County and the National percentages.

Figure 19
Percent of the Population With a High School Diploma



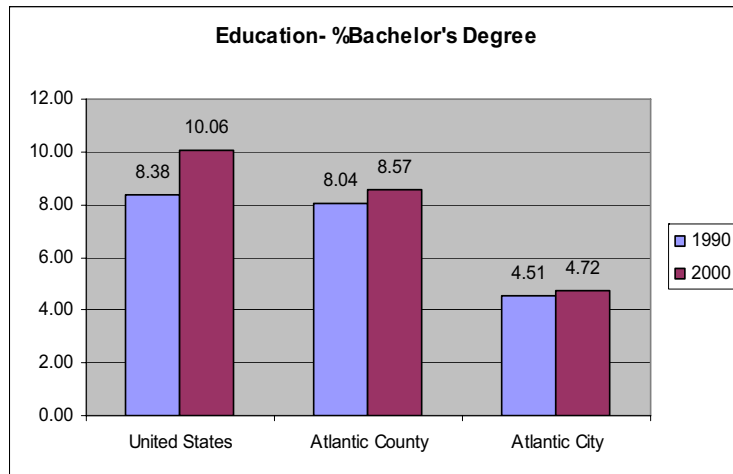
The percentage of people in the City with some college education has increased slightly in the past decade, but still falls short of the National and County rates. Figure 20 provides a graphic illustration of this disparity.

Figure 20
Educational Attainment – Comparison to US and County



The percentage of population in the City with bachelor's and advanced degrees has changed only slightly in the past decade. This percentage is also significantly lower than that of the County and the Nation (Figure 21).

Figure 21
Percent of the Population With Some College Education



9. Summary of Demographic Observations²

Atlantic City's population is growing, but at a slower rate than the County or the nation. Within the City, the Fifth Ward has the highest total population and population density. The Second Ward has the lowest population density.

The City's household size has increased significantly in the past decade, but is still less than the County or the nation. The First and the Third Wards have fairly low average household and family sizes, specifically when compared to the other Wards and to the City averages.

The white population in the City has declined significantly over the past decade. Within the Wards, the Sixth Ward has the

² The data aggregated by wards is most accurate when compiled from the block-level data available from the U. S. Census Bureau. The summary generated using the block group or the Census tract level data has reduced accuracy owing to area and boundary limitations.

highest concentration of white residents as well as the highest per capita income among all the Wards.

Although the National per capita and median household incomes have grown over the past decade, the County and the City figures have dropped. The City's median household income is significantly lower than that of the County and the nation.

The City has a greater stock of older housing compared to the County and the Nation, but this decline is gradually declining; a majority of the older structures in the City are located in the Fifth and the Sixth Wards.

The educational attainment of the City's population has improved over the past decade, but falls significantly short of the National and the County rates. Within the City, the Second Ward has the lowest high school diploma and college degree education levels.

10. Citywide Cohort Analysis

In an effort to better understand the overall City demographic and population shifts as researched, a cohort retention analysis was completed. The idea is to look at the population of the City in a given census year (1990) and, using trending analysis, predict the movement of the population cohorts (age groups) for the next ten (10) years. These numbers are then compared to the "actual" population change for 2000 using the US Census information. The analysis provides an indication of population gain/loss by cohort, or age group.

In a perfect world, the "predicted" population would match the actual population; however mitigating factors impact the results. Factors such as in-migration and out-migration are often based on quality of life issues in a community. For example, if a municipality shows a loss in the 30 – 49 age cohorts, the area is losing significant economic buying power as this age range is the most important economic force in the economy. The loss of those residents in the 30 – 44 age cohorts could also indicate the desire to move to areas with better quality schools, as this age group tends to be in the "child raising years." While every municipality

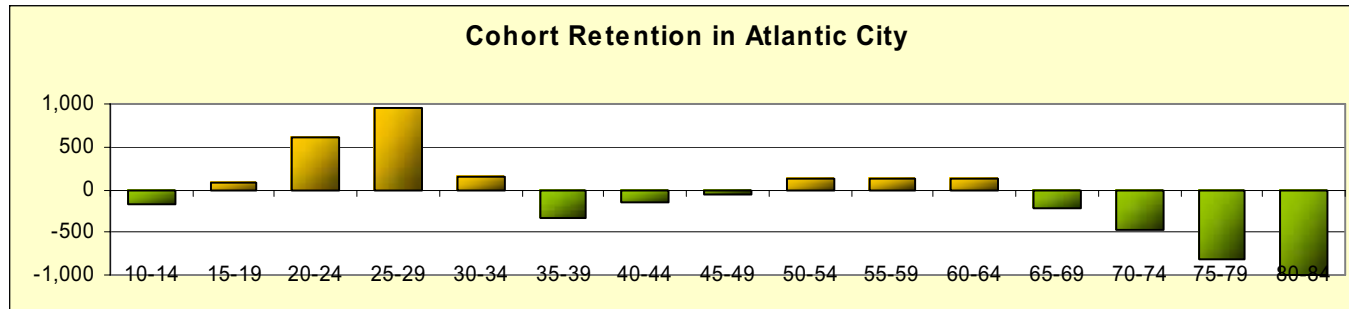
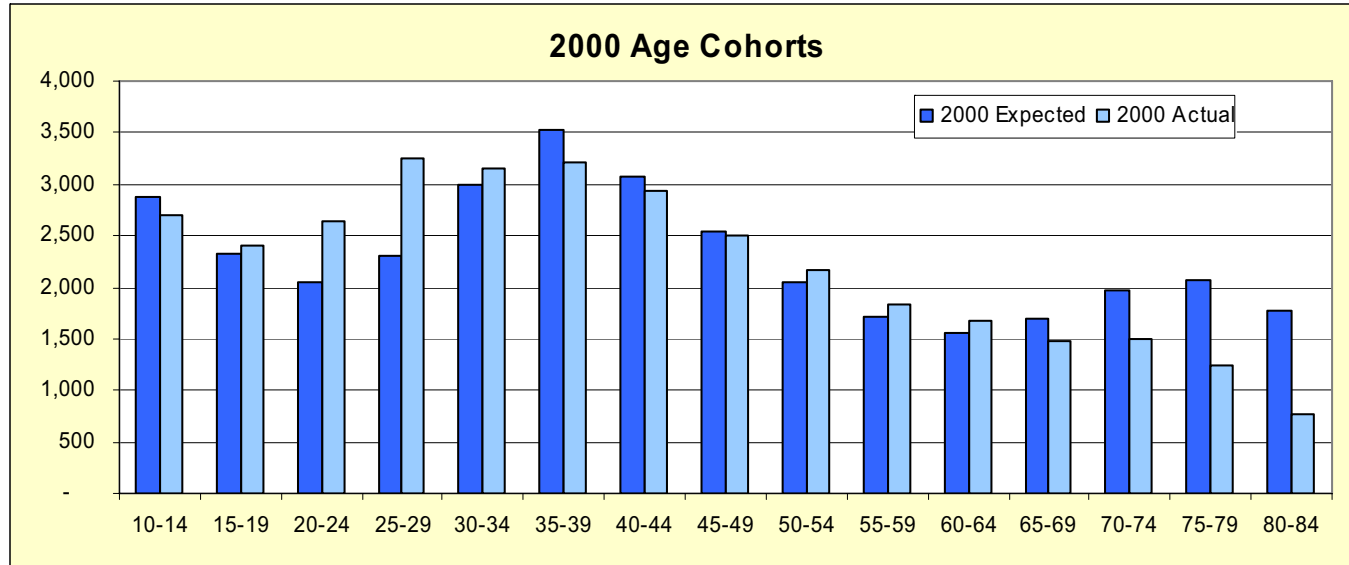
varies, the ideal is that a city is retaining its key demographic age cohorts *and* attracting new residents as well.

Figure 22 illustrates the cohort retention analysis for Atlantic City. In this case, the “expected” or predicted population for those residents aged 15 – 29 was less than actually realized. This may be a sign of Atlantic City’s strong economic need for entry level workers in these age cohorts; however, the City did not retain those residents in the age 35 – 49 cohorts, which may indicate that once they had children they opted to move to a less urban environment in search of a better school district. While we don’t know the exact reasons, and the aforementioned is speculation, the pattern is revealing of such explanation.

This analysis should be examined in conjunction with the Economic Development element of this Plan to begin to formulate a policy to reach out to all age cohorts and retain the economic strength of the community.

The loss of the population cohorts over the age of 65 is typical of most urban areas.

Figure 22
Cohort Retention Analysis Charts



L. Land Use Recommendations According to Wards – AC's Planning Districts

The following recommendations have been made based upon copious research, data collection, site and land use analysis, and most importantly the input of the community's residents. The Master Plan was envisioned by the City to be a collaborative effort amongst a variety of groups that included the administration, the heads of departments as well as other staff, community groups and organizations, the residents, and their representatives in government.

The process is as important as the product in many ways; the creation of a Plan that reflects the entire community's ideals is an arduous task. While it is recognized that there is no single recommended action that will satisfy everyone's concerns, the need to gather *all* of the information in an effort to make feasible recommendations was essential to the success of this planning effort. The following recommendations are based upon this community input (the results of which are included in a separate section – in the Community Participation section of this Master Plan) and infused with Smart Growth principles to arrive at a series of strategies best suited for each planning district, or Ward.

1. Ward 1 – The Northeast Inlet Area and Uptown Atlantic Avenue

A 1981 petition by the Atlantic City Congress of Community Organizations, in cooperation with the State Public Advocate, to the Casino Control Commission led to subsequent studies to determine the redevelopment potential within the City. It was two years later, in 1983, when the American City Corporation submitted a report identifying the larger Inlet as a primary redevelopment area. In 1986, a consultant team initiated redevelopment planning activities in this area, ultimately leading to a Redevelopment Plan for the Northeast Inlet that was approved by the City in June 1987.

Figure 22
CRDA's Oceanside II



CRDA

Today, the Northeast Inlet Renewal Area covers a majority of the First Ward, an area that has been witness to significant new residential development. The City, in conjunction with the Casino Reinvestment Development Authority (CRDA), has invested heavily in the revitalization of this area – projects ranging from Madison Landing to Millennia Square I, II, and III to Cityscape to Oceanside I and II have transformed the residential character in the Inlet to provide for a variety of mixed-income housing units in a wide array of architectural styles (see Figures 22 and 23).

Figure 23
CRDA's Millennia Square II & III



CRDA

The following recommendations stem from a combination of sources; the results of the Community Forums, a review of existing planning documents and pending development projects, and on-site data collection and planning analysis. Based upon the public input, the residents' overriding concerns included:

- Maintaining the neighborhood context that currently exists in this area; this includes the preservation of existing open spaces/parks as well as ensuring the area's density does not drastically increase
- The provision for mixed-income developments in the area
- Special attention should be given to the area's strong architectural character as well as streetscape design standards

This input, coupled with current smart growth principles, concurs with our recommendation that no changes be made to the neighborhood's zoning classification – the current growth pattern is based upon the Northeast Inlet Renewal Area plan. Housing recommendations are incorporated into the Housing element of this Plan and promote mixed-income concepts.

The following strategies are based upon land use opportunities in the First Ward.

Strategy 1 – Preservation and Investment into Gardner's Basin

Gardner's Basin is the City's largest park and, as a result, the de facto *community* park. At approximately eleven acres in size, it serves as home to the Ocean Life Center, the Flying Cloud restaurant, a lobster

shack, etc. (see Figure 24). The City should look to opportunities to improve the park, upgrade existing facilities, and expand the maritime theme that is so evident in this section of Atlantic City. Improved programming could take advantage of the underutilized amphitheatre while the addition of new restaurants and the creation of an artisan village could create the critical mass necessary to make this community asset economically successful (see Figure 25). In the summer of 2006, small structures were located in the park to provide space for a few local artists – this concept should be expanded upon and a permanent artisan community created.

Figure 24
Gardner's Basin Park (View to the Northeast)



The importance of preserving and improving Gardner's Basin lies in its strategic location – a relatively dense residential fabric has been created to the south of the park and should be able to utilize this space for their outdoor needs. Additionally, the park serves to provide a marina for the Northeast Inlet neighborhood as well as providing

spectacular views over Absecon Inlet and toward Renaissance Point. Gardner's Basin is a treasure with unparalleled potential in the City; its protection and enhancement should be proactively undertaken by the City in conjunction with the current leasing entity.

The opportunity for improved park programming and marketing to assist the newly located artists' facilities should be undertaken. Additionally, new restaurants with views over the water, pedestrian walkways, along with maritime themed structures could greatly enhance the shoreline of this community park.

Figure 25
Artisans Village Rendering for Gardner's Basin



CRDA

Strategy 2 – The Creation of Defined “View Corridor” & “Parkway” in the Inlet

Concerns regarding the density and heights of future structures in the Northeast Inlet are legitimate. With the completion of Melrose Park at the south end of the Gardner's Basin waterway/inlet (aka Smuggler's Cove), and the proposed improvements to Uptown

Park located just south of Melrose Park about to begin, there is an opportunity to create a “view corridor” extending from Melrose Park south to the Atlantic Ocean (see Figure 26). There is a conceptual proposal being discussed at present time to locate an Esplanade Park between Metropolitan and Rhode Island Avenues and between Pacific Avenue and the Boardwalk. This would provide an ideal terminus for the view corridor. The proposed width of this view corridor would be from Massachusetts Avenue to Rhode Island Avenue. It is recommended that no structures be higher than three (3) stories within this view corridor, thus preserving not only views from the back bay waters to the ocean, but also preserving the intent of the neighborhood's character.

Furthermore, beyond this north-south view corridor, a similar intersecting corridor is recommended along the north side of Pacific Avenue extending from Rhode Island Avenue to Absecon Inlet (at the location of Altman Park). The width of this east-west view corridor should carry from Pacific Avenue to Euclid Avenue (visually extending Euclid Avenue from its intersection with New Hampshire Avenue through to Rhode Island Avenue). This would preserve views of the Lighthouse to the Absecon Inlet as well as provide a pedestrian scale between Lighthouse Park and Altman Park.

Echoing the recommendations of the American City Corporation in their 1983 Inlet Community Development Plan, Rhode Island Avenue should become a major unifying element tying together these recreational areas as noted. Melrose Park, Uptown Recreational Fields, Lighthouse Park, Altman Field, and the recently proposed Esplanade Park, located to the east of the Morgan Stanley resort site.

Rhode Island Avenue could be an enhanced right-of-way with expanded pedestrian ways and enhanced streetscape amenities.

Figure 26
View Corridors



The preservation of these view corridors is timely given the number of projects approved by the City's Planning Board over the past year or so. Figure 27 illustrates the location of these recently approved projects in the Northeast Inlet Renewal Area.

Figure 27
Recently Approved or Pending Projects in the Inlet



Casino Connection, September 2006 (all pictures this page)

- 1 Bella Condominium
- 2 Morgan Stanley's new casino site
- 3 Victoria Tower - 38 stories (pending)
- 4 Marbella Condo Tower and Townhomes
- 5 Reflections luxury condominium
- 6 Landings at Caspian Point
- 7 Dwellings Real Estate



Strategy 3 – Improvements to the Boardwalk

The Boardwalk, the City's most famous icon, is in need of minor repairs as it reaches Garden Pier and wraps around the Absecon Inlet making its way toward its terminus at Caspian Avenue (Mainsail Way).

Specifically, the length of Boardwalk between Melrose and Caspian Avenues is significant disrepair and is not usable at the present time. The Boardwalk is an essential recreational element as well as a circulatory element in this area of the City that has welcomed an influx of new residential development. With a number of new residential projects approved by the City's Planning Board for this area, the repair of the Boardwalk should be expedited.

The City's Engineering Department is currently assessing how best to reconstruct or reroute this section of the Boardwalk. The alternative to reconstruction appears to be rerouting the Boardwalk to utilize a promenade along the shoreline (this section of Boardwalk is actually out in the water, similar to a pier).

The need to complete the pedestrian route in this area will ultimately provide the residents and other recreational walkers/runners the opportunity to connect to the Northeast Inlet and the Gardner's Basin area.

Strategy 4 – Preservation of Garden Pier and its Public Facilities

Garden Pier is the only public pier remaining along the City's Atlantic Ocean waterfront; the other four (4) piers are in private ownership. The history of Garden Pier is one which captures the "ups and downs" of the City as a whole. According to Allen "Boo" Pergament, a local Atlantic City historian, the pier began in 1908 as a row of stores extending out into the Atlantic Ocean that evolved over the years and became known as Garden

Pier in 1913. At that time, it was under private ownership, but over the years unpaid taxes lead to the City taking over the site in 1949. Shortly thereafter, the City contracted for the demolition of an existing theatre on site as well as other deteriorating structures. Unfortunately, it remains in much the same condition as at that time – a large part of the pier has been removed and is therefore unusable (Figure 28). More recently, the Garden Pier has been the home of the Atlantic City Historic Commission and the Atlantic City Arts Commission.

**Figure 28
Garden Pier**



With the recent sale of the 23 acres bounded by New Jersey and Massachusetts Avenues, and the Boardwalk and Pacific Avenue for the possible construction of a casino resort by Morgan Stanley/Revel, there is renewed interest in the future of Garden Pier.

Accordingly, it is recommended that the City continue to work with the Historic Commission and Arts Commission to determine how best to finance the preservation of the

City's last remaining public pier. There may be an opportunity for a public-private partnership with Morgan Stanley (Revel) that would provide for increased amenities on the pier as well as the preservation of a home for the City's Arts and Historic Commissions. Beyond this, the future of Garden Pier could be a tremendous setting for outdoor concerts, perhaps emulating the ubiquitous Jazz in the Park concept – of course here it would be “Jazz on the Ocean!”

If the developer of the casino and the Historic Commission & Arts Commission are unable to formulate a suitable plan to preserve the pier for public use, the developer should work with the City to find a mutually agreed upon suitable location for both Commissions.

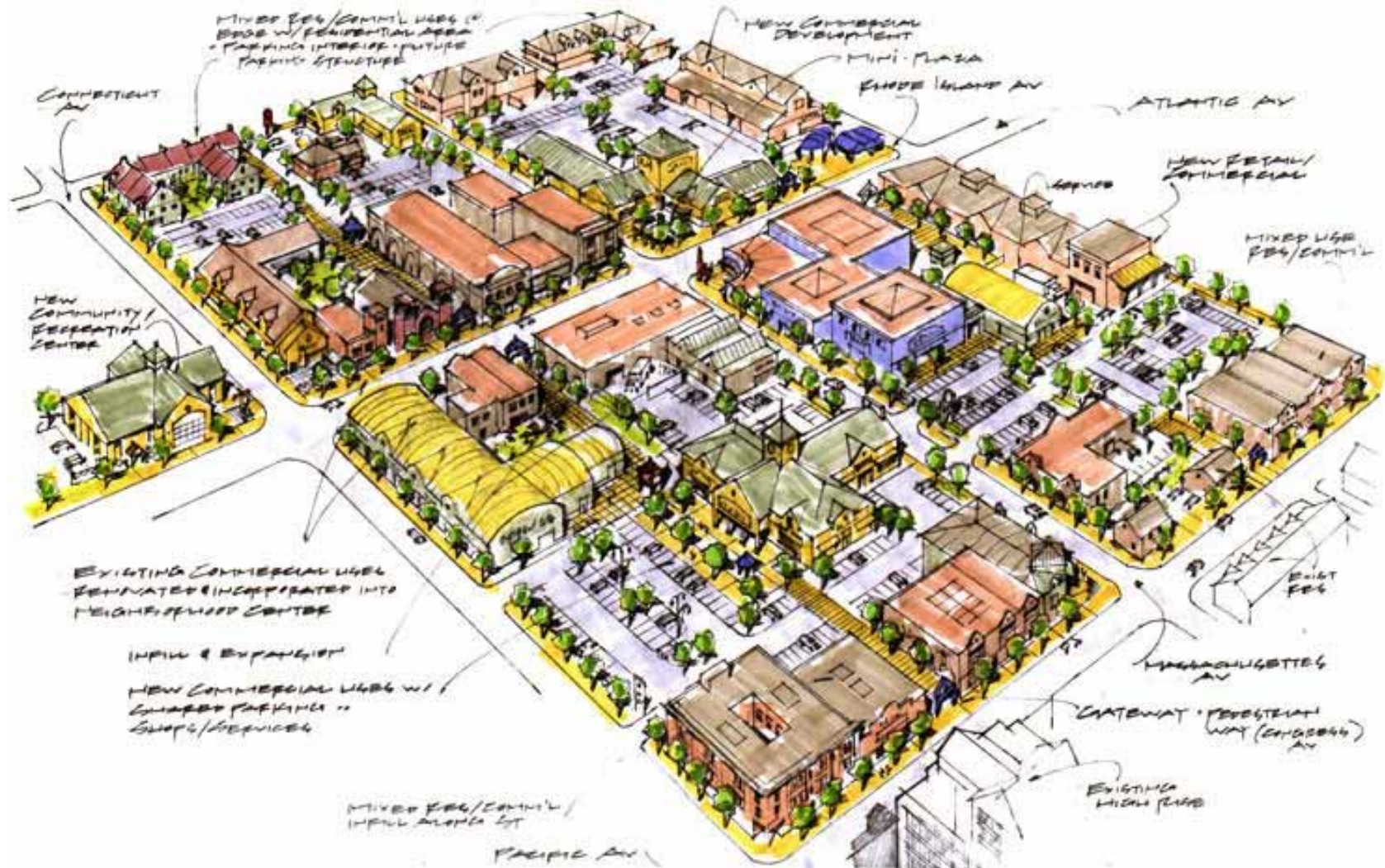
Strategy 5 – The Development of a Viable Mixed-Use Neighborhood Commercial District at the Uptown Section of Atlantic Avenue (Main Street)

Residents in the First Ward expressed concerns about maintaining density levels in the neighborhoods and preserving the architectural integrity of the area. The developments overseen by the CRDA have been very well designed and scaled to blend into the fabric that *is* the Northeast Inlet area.

The area along Atlantic Avenue, between Connecticut and Massachusetts Avenues, is recommended for development as a neighborhood commercial center – keeping the pedestrian scale that is desired within the neighborhood. This block, the eastern end of the City's Main Street Atlantic City (MSAC) corridor, has a number of older architectural gems that should be preserved and rehabilitated as part of this area's revitalization; the Atlantic City firehouse on the corner of Connecticut, as well as the Church next door. Figure 29 illustrates a rendering of a completed neighborhood commercial district.

With the recent rehabilitation of the Regency Apartment building as the upscale Bella Condominiums, many have begun branding this area as NoBe (North Beach); a reference to the area's position in the northern part of the US as opposed to its existing and well-known counterpart, South Beach (SoBe) in Miami. This concept of branding can assist in marketing future development in Ward 1 and it may be worthwhile looking into possible branding concepts that suit the area well. NoBe is just one of many possibilities that may be explored. The Lighthouse District is another possible brand for this area, albeit with a primarily local flare (and based on the existence of the Absecon Lighthouse on Rhode Island Avenue).

Figure 29
Neighborhood Commercial District



The property located to the east of Connecticut Avenue, and commonly referred to as Pauline's Prairie, is currently being proposed for development as a new urbanist townhouse community. This development, combined with the existing housing in the Northeast Inlet area, will continue to make the proposed neighborhood commercial center an economic viability.

2. Ward 2 – The Marina District (Renaissance Point), the Westside Neighborhood, Bungalow Park, and Midtown Atlantic Avenue

The City's Second Ward has had a much more stable history in terms of urban renewal and redevelopment planning over the years. While the Marina District is a designated redevelopment area, the Huron North Redevelopment Area (HNRA) was planned since its inception to "provide the mechanism for a public/private partnership leading to the development of a 'world class' entertainment/recreation facility within the Project Area," according to the Redevelopment Plan. This area was so designated in March 1995 and encompasses almost 180 acres, and is home to Harrah's Resort, Trump Marina, and the newest development, the Borgata Resort & Spa.

The completion of the Atlantic City – Brigantine Connector (and tunnel) in 2003 has allowed for improved traffic flow from the Atlantic City Expressway to this district. This underground transportation corridor ultimately preserved the neighborhood fabric that makes up Monroe Park in the City's Fourth Ward.

The Second Ward has witnessed significant investment by the CRDA over the past few years, specifically the Atlantic Heights District that is the primary focus of the City's HOPE VI (Housing and Opportunities for People Everywhere) mixed-use/mixed-income residential project (Figure 30).

Figure 30
HOPE VI Project in Atlantic Heights District



CRDA

According to the CRDA, Atlantic City was one of 80 competing cities nationwide that was chosen to receive one of 21 US Department of Housing and Urban Development (HUD) Hope VI grants of \$35 million for urban redevelopment.

The grant was included in the HOPE VI \$192 million multi-agency commitment to revitalize the City's Second Ward by constructing over 500 new units of housing, the Mayor James L. Usry Child Care Center, a modernized Atlantic City Boys and Girls Club, and implementing over \$21 million in road improvements and other community facilities.

The HOPE VI project will develop 528 units of mixed-income housing once complete. The final phases of this neighborhood revitalization project will be constructed by Procida Realty and Development Corporation (awarded the contract by the CRDA), and will be a mix of twin and town-home styled units.

Not surprisingly, the Second Ward was very concerned about housing and neighborhood safety when they convened for their Community Forum meeting in the summer of 2006 and their primary concerns were:

- The need for a police substation in the neighborhood and increased police presence
- Continued development of affordable housing units – rental, for-sale, single-family and townhouse product
- Programs for home purchase, rehabilitation, and improvement

Strategy 1 – The City Should Re-Establish Neighborhood Police Substations

Historically, the City's Police Department had five (5) substations:

- 1132B Caspian Avenue (Ward 2) – in space owned by the Atlantic City Housing Authority
- Ohio Avenue & Murray Avenue (Ward 4) – in space owned by the City of Atlantic City
- 2316 Arctic Avenue (Ward 4) – in a privately owned facility
- New Jersey Avenue and Magellan (Ward 2) – in space owned by the Bungalow Park Civic Association
- PBA Building (Ward 6) – in Chelsea Heights in a City-owned property

According to the City's Police Department, all of these have been closed with the exception of the facility at 1123B Caspian Avenue in the Second Ward (near the

intersection of North Carolina Avenue). It is recommended that the City Administration and the Police Department partner together to reach a solution to get more police on the streets in these neighborhoods. The issue of safety was addressed at every Community Forum meeting, as well as the Main Street Atlantic City (MSAC) public meetings. The residents strongly believe in the City's police force and have a desire to integrate neighborhood policing as part of the City's future. Locations within Atlantic City Housing Authority properties, City-owned properties, or civic association properties are instrumental in addressing both real and perceived issues of crime.

Strategy 2 – Correct the Zoning Designation in Bungalow Park

This is specifically addressed later in this Plan, in the Section entitled "Recommended Zoning Revisions for the Future of Atlantic City". Revising the zoning designation from Residential 1 (R-1) to Residential 2 (R-2) will help to alleviate the issues caused by the existing non-conforming status of the residential structures in the Bungalow Park neighborhood.

Strategy 3 – Improved Affordable/Workforce Housing Funding

This issue is addressed in detail in the Housing Element of this Plan. The need for high-quality workforce housing in the Second Ward is indisputable; in reality, the need is citywide. The Housing element outlines a plan and funding opportunities to address this situation. It is worth noting that the HOPE VI program is a significant step toward the provision of more than 500 mixed-income units in this area of Atlantic City.

Strategy 4 – Opportunity for the Development of a 150,000 SF Class Office Building (Centurian Plaza)

The property adjacent to the County Courthouse, at the corner of North Carolina and Arctic Avenues, has been considered as a possible site for a new 150,000 square foot Class A office building. This would be the first such office building constructed in Atlantic City in more than two decades and could serve as a catalytic development in the Downtown area. This is also part of the Main Street Atlantic City (MSAC) district which is currently in the process of preparing a Downtown Neighborhood Revitalization Plan. The City, in collaboration with ACSID, the CRDA, and MSAC should begin to form a committee that proactively begins to work with such developers to bring them into the City. Figure 31 depicts an architectural drawing of the proposed building.

Figure 31
Proposed Centurian Plaza Office Building



aetnarealty.com

3. Ward 3 – The Westside Neighborhood, Monroe Park, and Downtown Atlantic Avenue

The Third Ward is the heart of the City, containing the City's Administrative offices as well as encompassing the area most commonly known as Atlantic City's Downtown. The Third Ward extends from Ohio Avenue on the west to South Carolina Avenue on the east – an area of Atlantic Avenue that is currently the subject of an extensive "Main Street" planning process. In many ways, this stretch of the Main Street presents the most difficult challenges for this planning process. There are a number of "gaps" within the storefronts as well as the lack of an identifiable focal point for the Downtown, excepting the City's Administrative offices. Additionally, many of the buildings in this area are in disrepair and in need of new facades and signage.

The Walk retail district is located just west of Ohio Avenue and within the Fourth Ward; the new AtlantiCare Hospital complex is also located just west of Ohio Avenue and in the Fourth Ward; and the County Courthouse is located just east of South Carolina Avenue and within the Second Ward. But despite a lack of major local landmarks, this Ward, as a Planning District, presents the most noteworthy opportunities for reshaping the future of Atlantic City.

Based upon the Community Forums, the residents in this area noted the following issues as the most significant at the present time:

- The need for infrastructure improvements, specifically vehicular rights-of-way and the need to address severe flooding along Baltic Avenue near New York Avenue and along Mediterranean Avenue near Kentucky Avenue, Martin Luther King Boulevard, and Indiana Avenue

- A concern regarding the density for housing in the area and the need to provide for workforce/affordable housing units
- The need to resolve transportation and traffic flow throughout the City via the implementation of a formal transit system to expand upon and/or replace the current Jitney system

A significant number of the residents in all of the City's neighborhoods expressed concerns regarding necessary infrastructure and transportation improvements. Accordingly, it is recommended that the City's Department of Public Works and Engineering coordinate a capital budget and scheduling plan to begin to address all public rights-of-way maintenance. A list of priority projects should be created based on severity of current conditions. This list could be made available to the neighborhood associations so that all residents are aware of the proposed improvements.

The Housing element and Transportation and Circulation element of this Master Plan address the latter two issues noted from the Community Forum, however the following land use recommendations focus on land use as it relates to community development – a theme that was echoed in all public venues.

Strategy 1 – The Relocation of the Bus Center to Create an Enhanced Multi-Modal Transportation Center in Conjunction with the Atlantic City Convention Center

The existing Atlantic City Bus Terminal is located at the northwest corner of Ohio and Atlantic Avenue, adjacent to The Walk retail center. With the continued expansion of The Walk, the Bus Terminal has been relegated to an area that is approximately one-half block in size. While the site appears to adequately

serve current demand, the ability to connect the Bus Terminal to the Atlantic City Convention and Transportation Facility presents not only expansion opportunities but more importantly, improved connection services. A multi-modal facility that contains rail and bus facilities to a parking structure, all in association with the Convention Center, is the most cost-effective solution for the City as well as the most efficient for the users of the mass transit system.

Figure 32 illustrates a conceptual plan for the relocation of the existing Bus Terminal to what would be an expanded transportation center at the existing rail and Convention Center site. A multi-modal facility as recommended would provide for shared services including parking which is not currently provided for at the existing Bus Terminal. Additionally, the relocation of the Bus Terminal from Atlantic Avenue will provide for additional retail infill that will better connect the pedestrian corridor between The Walk and the Main Street Atlantic City (MSAC) district. The lack of retail frontage in the Bus Terminal building along Atlantic Avenue creates a “pedestrian gap” that prevents retail patrons from walking east beyond this block.

Given the success of The Walk and the need for expansion of the commercial square footage, the City should begin a study to determine the ultimate layout/design of the proposed multi-modal facility that would incorporate the existing bus terminal as well as provide additional parking for The Walk. This multi-modal concept is in line with the recent increases in rail passenger traffic to the City as well as the pending New York City – Atlantic City line.

Figure 33
Possible ACCC/Campustown Site Layout



There are opportunities to reuse the Indiana Avenue (Viking Academy) School should the Board of Education find a smaller site more suitable for the Viking Academy's smaller student body. The structure might well serve as a future site of an expanded Oceanside Charter School (that is currently located just to the north of this building) or a mixed-income residential facility with a community center and/or cultural facility – part of a larger complex as noted above.

It should also be noted that the current ACCC expansion proposal would close and vacate Bacharach Boulevard between New York Avenue and Arctic Avenue. Based upon the minimal amount of traffic that traverses Bacharach Boulevard from Martin Luther King Boulevard to Arctic Avenue, this vacation is recommended. Additionally, the City should explore the opportunity to vacate Bacharach Boulevard

between MLK and New York Avenue to provide for an improved Brown Park and/or campus green area for ACCC. Once vacated, Bacharach Boulevard would then terminate at Martin Luther King Boulevard, a right-of-way better equipped to accommodate the traffic that will be directed south toward Atlantic and Pacific Avenues.

The expansion of ACCC, combined with Stockton College's recent move to the Carnegie Library at Martin Luther King Boulevard and Pacific Avenue should be examined in further detail to determine the likelihood that a "campustown" could be created in this area, with ACCC and Stockton serving as the primary anchors. Such a development could lead to the attraction of students seeking to live in this area. Increased residential development would lead to the increased success of the City's Main Street concept for Atlantic Avenue.

Strategy 3 – The Adaptive Reuse of Indiana Avenue School (the Viking Academy)

The former Indiana Avenue School, now known as the Viking Academy, provides special needs education for approximately 63 students (grades 7 – 12).

The building was constructed in 1935 and yet retains much of its architectural character. This ±76,000 SF structure is currently owned by the Atlantic City Board of Education and is underutilized in its capacity as a special needs school. If the Board of Education should decide to relocate the special needs students to a more suitably sized facility, this structure has tremendous potential for adaptive reuse as a residential facility. The need for affordable/workforce housing in the City remains high, and the continued development taking place in the resort sector will only serve to increase the demand for housing.

This structure, given that it is greater than 50 years old, may be eligible for National Landmark status according to

the National Park Service (NPS). Such status could, through a Federal application process, lead to the provision of Federal Historic Tax Credits (20% of rehabilitation costs). This, combined with the provision of Low Income Housing Tax Credits (LIHTC) could further provide an additional 20% of the rehabilitation costs with the requirement that a portion of the residential apartment units are reserved for affordable housing (e.g. a 50/50 mixed-income project). The Board of Education, in conjunction with the City and/or the CRDA, could proactively solicit a developer that would take on such a mixed-income project that could serve as a catalytic development in this area of Atlantic City.

Strategy 4 – The Follow-thru on the Main Street Atlantic City (MSAC) Plan

The Third Ward is arguably the center of the Main Street Atlantic City (MSAC) neighborhood revitalization district. Currently in the process of a cohesive planning effort to lay out a strategy for the revitalization of the “main street” corridor, that area of Atlantic Avenue between Michigan Avenue and Massachusetts Avenue, MSAC must partner with the local neighborhood associations to realize true success. One aspect of this partnership will be closely aligning with the Third Ward Councilperson.

The Main Street District, as it traverses the Third Ward, faces numerous opportunities and challenges:

- The construction of the Sun Bank and United States Post Office (USPS) building at the northwest corner of Indiana and Atlantic Avenues will serve to provide a significant infill development along this commercial/retail corridor.

- The continued lack of available parking requires that the City work with MSAC to assist in the implementation of the Downtown Neighborhood Revitalization Plan. This Plan recommends possible locations for municipal parking facilities within the Main Street District, if not directly fronting Atlantic Avenue. Figure 34 illustrates the recommended land uses for the District and indicates these locations in map format.
- In accordance with the Downtown Neighborhood Revitalization Plan, there are a number of underutilized buildings along Atlantic Avenue that have potential for rehabilitation. The City should collaborate with MSAC, ACSID, and CRDA to provide funding opportunities to see the rehabilitation of these structures. The Housing element of this Plan, as well as the Historic element, provides prospective funding sources, specifically the use of Low Income Housing Tax Credits (LIHTC) and Historic Tax Credits (HTC) for those buildings that qualify.

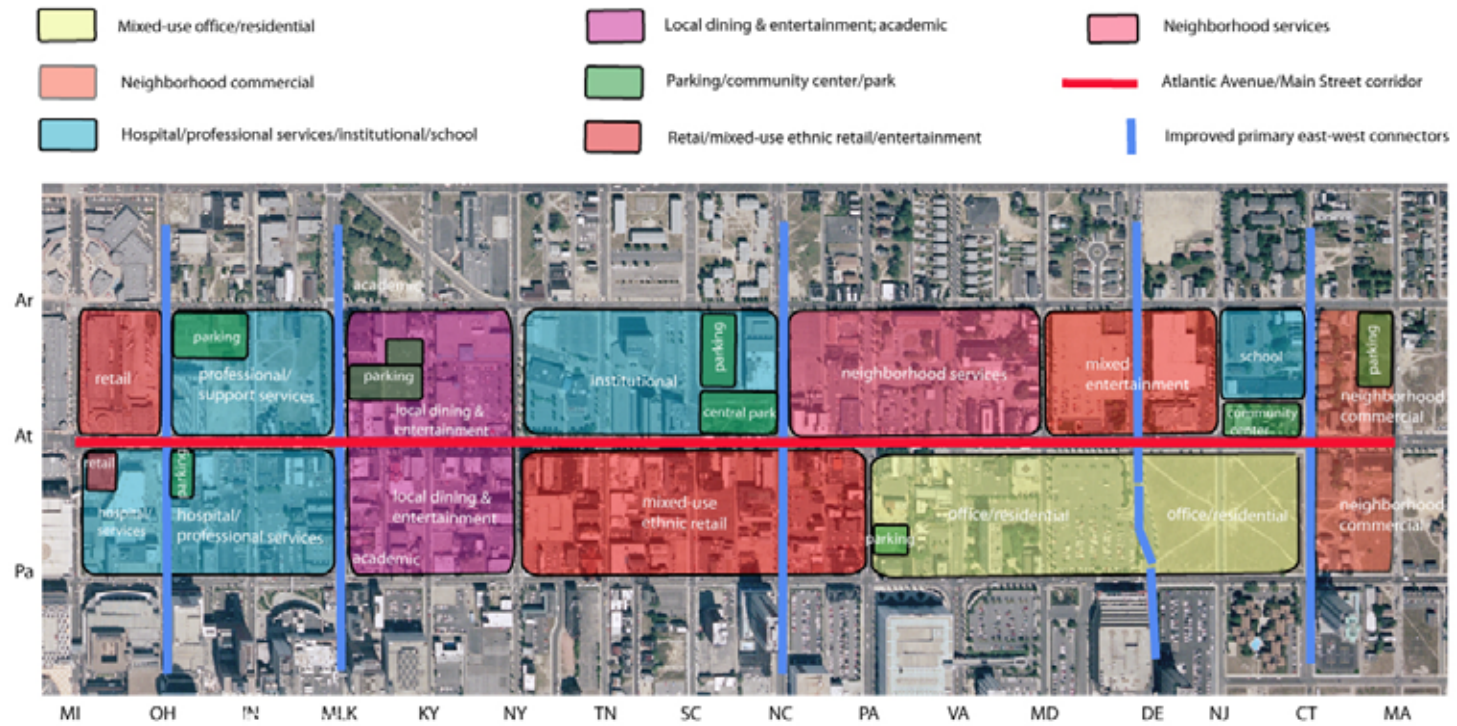
Strategy 5 – The Re-Creation of a Kentucky Avenue Music District

The history of Kentucky Avenue is one that is both rich in spirit and unique to Atlantic City. It began with Club Harlem, which opened in 1935 and was the premiere nightclub for black tourists visiting Atlantic City. While the club would open and close frequently from 1968 on, it eventually closed for good by the end of the 1980s and was torn down in 1992. But the legacy of Kentucky Avenue continues to thrive to this day. The ongoing Chicken Bone Beach Festival is a celebration of this district's rich history and the organization that sponsors this event is an established 501(c)3 non profit organization that has indicated a desire to see this area redevelop in a manner that harkens back to its original glory. The organization is currently working with the Atlantic City Convention and

Visitors Association (ACCVA) to conceptualize the future of this district. The designation of Kentucky Avenue as an African American Cultural District that caters to the fast-growing cultural tourism market in North America could provide opportunities for the redevelopment of this area that has suffered from blight conditions over the past three decades.

Figure 34
Main Street Atlantic City Land Uses

FUTURE LAND USE CONCEPT PLAN



The location of an African American Hall of Fame in conjunction with the the local “Little Harlem” concept should be explored by the City, the CRDA, in concert with the casino executives. As noted in the Economic Development element of this Plan, the expansion of Atlantic City’s existing tourist market is a necessary step in the City’s evolution from a gambling town to a resort destination. Such a transition in the tourism market will require not only changes within the casino operations, but changes at the local level as well. The vision of jazz bars/restaurants along the first floor of buildings fronting Kentucky Avenue is not only an economic opportunity, but also a bit of cultural preservation – a step back in time to recapture the history of Atlantic City.

4. Ward 4 – Venice Park, Monroe Park, The Ducktown District, and The Walk Retail District

With the Fourth Ward stretching from The Walk, the newly opened 320,000 SF outdoor shopping and dining area as well as the 250,000 SF upscale shopping at The Pier at Caesars, to the Lagoon Island and Venice Park neighborhoods, the diversity of land uses in this Ward represents a typical microcosm of the larger Atlantic City. Additionally, the Fourth Ward takes into its purview the south side of the White Horse Pike (Route 30) as well as the Atlantic City Expressway – two of the three primary ingress/egress routes for vehicular access to Atlantic City. While on the topic of transportation, the Atlantic City Convention and Transportation Center is also located within this Ward and serves as the hub of the New Jersey Transit rail operations with connections to Philadelphia with stops throughout southern New Jersey.

As noted throughout this Plan, it is the City’s neighborhoods and their connections to the economic activity in the downtown or Boardwalk that must be carefully balanced as Atlantic City continues to see its

“renaissance” evolve. To that end, the residents of the Fourth Ward had numerous concerns about what they termed “deterioration” of their neighborhood infrastructure. The Community Forum meetings revealed the following as primary issues among the residents:

- Maintain the existing zoning classifications in Venice Park to keep the density from becoming too high
- Completion of the bulkheading around the Venice Park and Lagoon Island neighborhood.
- Many streets in the neighborhood are in need of repair, primarily the result of continued flooding

It is worth noting that there are no recommendations for zoning that increases the density of the Venice Park neighborhood. This neighborhood is well established and the Residential 1 (R-1) zoning designation is appropriate for the existing neighborhood fabric. With a minimum lot size of 4,500 SF and a minimum lot width of 60 feet, the neighborhood conforms well to the area and bulk requirements currently in place.

The following strategies expand on many of the residents concerns as expressed and/or are a result of our analysis for this area based upon research, data collection, and site analysis.

Strategy 1 – The Completion of the Bulkheads for Venice Park Neighborhood

An on-site review of the condition of the bulkheads confirms the concerns of the residents. Many of the areas are in need of a bulkhead or the existing bulkhead is in need of repair. It is recommended that the City work with the CRDA to establish a manageable schedule to complete this project. The neighborhood is a true gem among the many districts of Atlantic City with its canals

and Intercoastal Waterway views. Combined with the parks and school playground, a unique neighborhood has been developed between the waterway and the White Horse Pike transportation corridor that carries an average of 50,000 vehicles per day.

Figure 35 illustrates a few photographs taken in November 2006 that depict the bulkhead deterioration in the area.

Figure 35
Photos of Bulkhead in Disrepair



Strategy 2 – The Expansion of City’s Tourist Retail District Toward the Back Bay With a Transportation Component to Bader Field

The property that is approximately situated between Fairmount Avenue and the Intercoastal Waterway, and Texas and Georgia Avenues is currently zoned Heavy Commercial (HC) and contains just more than 15 acres. This zoning designation consists of a number of uses ranging from automobile repair shops, to the Verizon Warehouse/Distribution Center to Duell Fuel to residential dwelling units. This site lies to the northwest of The Walk retail district and is situated adjacent to and west of the South Jersey Transportation Authority’s (SJTA) transit parking lot.

The site is currently underutilized as a Heavy Commercial (HC) zoning district and is evidencing tendencies toward continued deterioration and blighted conditions. It is therefore recommended that the City consider undertaking a study to determine if this site could be designated as a site in need of redevelopment. Accordingly, should the City not opt to consider such designation, this site is also recommended for a change of zoning designation in a later section of this Plan. The current designation is out of character for the area and could be characterized as an obsolete zoning designation within Atlantic City. It should be noted that redevelopment designation may allow the City and/or other public entities to assist in any environmental clean-up that will likely be necessary given the uses on site (e.g. fuel containers, distribution, automobile repair, etc.). The site is situated on the Intercoastal Waterway, raising concerns of water and groundwater contamination in this area.

Figure 36 depicts a conceptual plan for the reuse of this site. The creation of a mixed-use entertainment district at neighborhood scale would tie this area into The Walk to the southeast, as well as providing opportunities for a marina and/or boat ramp on water. The ability to incorporate water taxis to any future development on Bader Field would create a unique pedestrian connection that could extend from the Boardwalk to The Walk retail district via pedestrian connectivity (currently in place); then from The Walk to this newly created “landing” that is just north of the pedestrian-friendly Ducktown District would also be designed for pedestrians; and finally, a water taxi to Bader Field would create a transportation connection that keeps additional vehicles off the road and provides both a tourist attraction (water taxi) as well as a practical connection to Bader Field.

Figure 36
The Proposed Lighthouse Landings District



Strategy 3 – The Creation of an Arts and Culture District along Mississippi Avenue

The Ducktown District is fast becoming known as Atlantic City's de facto Arts and Culture District by way of the rehabilitation of Dante Hall, the expansion of Angelo's Fairmount Tavern, and the restoration of St. Michael's

Church among other developments. Mississippi Avenue, between Fairmount Avenue and Atlantic Avenue, should be dedicated as an official Arts and Culture District for the City. This could be easily accomplished by the creation of an overlay district. The district should encourage the development of retail and other commercial uses that complement and expand upon the existing uses along Mississippi Avenue. Opportunities for unique and playful developments such as a Rat Pack museum or similar could provide the magnet facility to draw visitors to this unique neighborhood.

The CRDA is considering the construction of a parking facility (at the corner of Fairmount and Columbus Way) to benefit the Ducktown Neighborhood as well as the continued expansion of The Walk in this direction. This facility should be designed to include retail along the entire first floor to further the development of retail in this desired pedestrian district. The CRDA should consider creating the space so that the City's Historic Commission or the Atlantic City Arts Commission could locate exhibition or office space at this site; adding further value to proposed Arts and Culture District.

Strategy 4 – The Extension of the Walkway/Bikeway from Horace Bryant Park to the Site Currently Occupied by Duell Fuel and Verizon

In an effort to better facilitate pedestrians and cyclists through the City, a bike path from Horace Bryant Park to the proposed redevelopment site currently occupied by Duell Fuel and Verizon. This walkway/bikeway would extend along the waterfront of the Intercoastal Waterway ultimately connecting the Venice Park neighborhood to the downtown area and The Walk retail district.

This recommendation stems from research conducted for the preparation of the Transportation & Circulation element of this Plan. With projections of up to eight (8) new resorts possible within the next five (5) to ten (10) years, and an average of 4,000 employees (possibly a conservative number given that the City's newest resort, the Borgata Casino and Spa, has more than 7,000 employees), Atlantic City could see an increase of greater than 40,000 new jobs created. The City's current transportation infrastructure will likely fail to meet this increased demand. The City will be well served by constructing alternative modes of transportation for movement throughout the area. Increased use of pedestrian and cycling opportunities increases an individual's health as well as decreasing the pollution levels in the City.

The proposed walkway/bikeway would require retrofitting intersections with the existing NJ Transit (Conrail Railway) railroad line at the Atlantic City Convention and Transportation Center if an at-grade crossing was deemed not permissible. Ultimately, the engineering aspects of the walkway/bikeway may prove to be most easily achieved components of the proposed expansion of the City's transportation infrastructure to meet the needs of the 21st Century. The more difficult aspects will likely prove to be the timing of these improvements – they must be in place *prior* to the anticipated growth of the City's resort and entertainment industry. Further study to determine whether sufficient land area exists for this pedestrian/bikeway (or whether unique measures will be necessary to accommodate it) should be undertaken soon.

Strategy 5 – Build Upon the Success of Boardwalk Hall to Expand Entertainment Venues in Atlantic City

The Historic Atlantic City Convention Hall, now known as the Atlantic City Boardwalk Hall, was built in 1929. Since

that time, Boardwalk Hall has been the host of the 1964 Democratic National Convention that nominated Lyndon Baines Johnson for President only months following the assassination of his predecessor, John F. Kennedy. And later, it hosted thousands of screaming rock fans for one of the Beatles' largest concerts in their first American tour. The arena was also the spot of a classic Rolling Stones concert in 1989. The history of events held at the Hall parallels the history of the structure itself. Boardwalk Hall was listed on the United State Register of Historic Places as a National Historic Landmark on 27 February 1987. The building is a stunning piece of architecture that is reminiscent of an earlier period in Atlantic City's history. With a \$90 million restoration completed in 2001, the Hall received many awards, including the *2003 National Preservation Award*, and *Building Magazine's 2002 Modernization Award*. Boardwalk Hall has again revived the entertainment industry in the area, and was recognized by *Billboard Magazine* as the top grossing mid-sized arena in the United States in 2003 and 2004.

The story of Boardwalk Hall is symbolic of what many term the Renaissance of Atlantic City – a result of the City's rebirth that began with the new developments over the past five years. The sale of the land south of Boardwalk Hall in 2005 to Toll Brothers for the development of a condominium tower and retail space along the Boardwalk should serve to strengthen that stretch of the Boardwalk between The Pier at Caesars and Boardwalk Hall. Additionally, recent news articles indicate that Donald Trump, the owner of Trump Plaza adjacent to Boardwalk Hall on the north side, may be considering renovating his property or entering into a partnership with Steve Wynn to create a true resort on this site. Again, such a development would only serve to strengthen one of the City's last great historic assets – Boardwalk Hall.

5. **Ward 5 – The Chelsea Neighborhood and the Bader Field Site**

The Fifth Ward extends from Texas Avenue on the east to Albany Avenue on the west, and from the Boardwalk on the south to Bader Field and beyond on the north. This Ward is home to the Sunset Avenue linear park along the Intercoastal Waterway as well as O'Donnell Park and the historic WWII monument, visible as visitors enter the City along the Black Horse Pike (Route 322). Beyond the many parks and natural features that are located in this Ward is a tightly knit community with a mixed-density residential component. Beyond the Resort Services – Commercial (RS-C) zoning district along the Atlantic Ocean, the neighborhood is primarily a mix of Neighborhood Commercial – 2 (NC-2) zoning, and Residential – 1 (R-1) and Residential – 2 (R-2) zoning. While the density limitations for these residential zones range from 14.52 to 24.20 dwelling units per acre, this density is largely responsible for the ethnic and income diversity found in this Ward – something that should be celebrated. Based upon the residents' input, there are some concerns regarding illegal conversions of buildings for multi-tenant uses. We concur, such violations must be addressed by the City and there may be an opportunity for the City's Neighborhood Services department to set up a program to address this situation – one that uses the input of the residents to assist in the resolution of this situation.

The Fifth Ward is also home to the former airport known as Bader Field – a ±140 acre site that is owned by the City and being considered for future development opportunities. Recommended strategies for the reuse of Bader Field are noted in this element of the Plan, with the Section entitled Recommended Zoning Revisions.

The following represent the primary concerns of the residents per the Community Forum meetings that were conducted in this Ward:

- A portion Bader Field should be preserved as park/open space for community-wide utilization with access to the water and other attractions included on site. The residents had concerns with locating additional homes on this site and also felt that high-rises were inappropriate.
- Similar to other Wards in the City, there were concerns with the existing infrastructure, specifically the condition of public rights-of-way and the recurrent flooding on West End Avenue near Albany Avenue, and some additional side streets nearby
- A number of transportation issues addressing street improvements were noted (see the Transportation and Circulation element of this Plan where a number of these issues are addressed in detail)
- The need to regulate housing density throughout the Ward

Issues regarding transportation are addressed in the Transportation and Circulation element of this Plan; the following strategies focus on the Land Use recommendations for the Fifth Ward.

Strategy 1 – Maintenance of Neighborhood Characteristics and Revitalization

As previously noted, the neighborhoods that make up the Fifth Ward are diverse and vibrant. The section of Atlantic Avenue that traverses the Fifth Ward is the most viable neighborhood commercial district in the City; however, the issue of density in this Ward is understandable. Based upon a comparison of all six wards, the Fifth Ward has the second highest density in the City at 11,527 persons per square mile; only the Sixth Ward has higher density with 14,461 persons per

square mile. This density is based upon land mass covered by each ward; if you remove Bader Field from the Fifth Ward calculation, the density increases to 17,162 persons per square mile.

It should be stressed that a higher density calculation is not necessarily a negative issue for a neighborhood; in fact higher density rates are desirable in urban areas such as Atlantic City. An issue is that these higher density rates should be offset with increased access to parks, walkways/bikeways, and open spaces. The beach acts as the perfect open space area for the residents of Atlantic City, however, nearby parks and meeting spaces are necessary as well.

In accordance with the need for open space in the Fifth Ward, it is recommended that any planning or development for the Bader Field site reserve a portion of the site for active and passive recreation for nearby residents. More detailed recommendations are noted in the section addressing the reuse of Bader Field.

Strategy 2 – Redevelopment of the Former Masonic Temple

The former Masonic Temple, located on Ventnor Avenue between Hartford Terrace and Providence Terrace, is currently vacant and offers opportunities for adaptive reuse (see Figure 37). The structure, built in 1927, contains approximately 24,000 square feet and is four (4) stories in height. Owned by Philadelphia Suburban Development, the City should consider negotiations with this entity to assist with the redevelopment of this building for use as a mixed-use or residential facility. The site is currently zoned for Multi-Family Low-Rise Apartments (RM-2). The building may be eligible for National Landmark Designation and the use of Historic Tax Credits toward its rehabilitation. Additionally, a study to determine if the site qualifies for designation as an Area in Need of

Redevelopment could lead to financial incentives that may result in an adaptive reuse for this building.

The opportunities for market and/or mixed-income housing at this location are abundant. Again LIHTC (e.g. a mixed income approach with an 80/20 to 60/40 market/moderate income mix) could serve as a catalyst for the redevelopment of this building.

Figure 37
Masonic Temple at 3515 Ventnor Avenue



The building offers views over O'Donnell Park and is situated near the corner of Albany Avenue and Ventnor Avenue, affording nearby bus stops and transportation alternatives. The site does not have additional land for the development of a parking lot; however the current owner of the building also owns a lot on nearby Boston Avenue where they recently demolished a building – this site could serve as parking for the proposed residents. Additionally, the demolition of the former Central High School has opened up a parking lot less than two blocks away. While the former Central High School site appears to have been sold to a private party, there may be an opportunity to share the costs associated with the necessary construction of a

parking garage to serve both entities. If such an arrangement is not possible, the developer of the Masonic Temple may be able to enter into a lease agreement for parking privileges in a future parking structure. This concept of shared parking *must* begin to be utilized in Atlantic City – space in the City is at a premium and the need to recognize the urban character of the neighborhoods is essential if they are to continue to thrive.

Strategy 3 – Adaptive Reuse of the Former Brighton Avenue School

With the opening of the new Sovereign Avenue School, the students from Brighton Avenue School were moved to the new facility. While no longer in use as a grade school, this ±50,600 square foot three (3) story structure, built in 1916, is currently being used as a pre-kindergarten facility with associated child-study rooms. This activity primarily takes place on the first floor (with a few offices on the second floor). Ultimately this structure could be expanded to serve as a mixed-use community facility that might incorporate a library, a workforce training center, offices, a business incubator, and/or residential development (Figure 38). The structure is currently owned by the Atlantic City Board of Education and, if not proposed for reuse as an educational facility, it is recommended that the Board of Education partner with the City and the CRDA to work with a developer to rehabilitate the structure.

Again, opportunities to utilize Historic Tax Credits (upon designation of the structure) as well as the possible use of Low Income Housing Tax Credits (80/20 to 60/40 market/moderate income mix) for a residential component should be explored. New Market Tax Credits for a commercial component may be viable as well. The future of revitalization lies in public-private partnerships and the reuse of this large vacant facility will eliminate the blight conditions that may otherwise develop as a result of its ongoing underutilization.

Figure 38
Former Brighton Avenue School



Strategy 4 – Establish Dialogue With West Atlantic City (Egg Harbor Township) to Improve the Black Horse Pike Corridor as an Entrance to Atlantic City

Currently, the land along the Black Horse Pike as traffic enters Atlantic City generally consists of wetlands with some older motels, gas stations, and smaller non-functioning structures. While this type of strip development prospered in the 1960s thru the 1980s, such is considered obsolete by today's standards. Accordingly, these existing and underutilized buildings appear to sit upon environmentally sensitive lands. In fact, analysis of Atlantic County's GIS data, as provided by the New Jersey Department of Environmental Protection (NJDEP), indicates the presence of wetlands and water amenities that should be protected. Given the apparent neglect and dilapidation of many of the buildings along this entrance corridor to the City of Atlantic City, it is recommended that the Atlantic City administration begin a dialogue with Egg Harbor Township (West Atlantic City) to conduct a study to determine whether this area qualifies for designation

as an Area in Need of Redevelopment. The Casino Reinvestment Development Authority (CRDA) has begun some general studies of this area, and could serve as the liaison entity for the two (2) municipalities. This type of municipal partnership could lead to the revitalization of this important entrance corridor for Atlantic City via the purchase of these lands and structures for demolition. The land should be returned to its natural state – wetlands and riparian vegetation that will continue to clean and protect stormwater runoff in the future.

This type of proactive land/wetland reclamation not only indicates a new era of regional efforts to implement environmental efforts into the planning and design for the City, but also eliminates currently underutilized buildings as well as removing future traffic congestion and/or impacts that could arise as a result of this type of strip development along these entrance arterials.

6. Ward 6 – The Lower Chelsea and Chelsea Heights Neighborhoods

The Sixth Ward extends roughly from Albany Avenue west to Jackson Avenue, where the City of Ventnor begins. Lower Chelsea is situated between the Atlantic Ocean and the Intercoastal Waterway, while Chelsea Heights is located to the north of the Intercoastal Waterway. The Sixth Ward is the only Ward in the City that doesn't have the Resort Services – Commercial (RS-C) zoning designation within its boundaries (barring a single block between Albany, Roosevelt, Atlantic Avenue and the beach). Most of the land is zoned Residential – 2 (R-2) or Residential – 3 (R-3) which accounts for this Ward having the City's highest density (14,461 persons per square mile).

It is likely the strong residential character of the Sixth Ward that resulted in a number of housing issues being noted as priority issues at the Community Forum meetings. The following were noted specifically:

- The residents expressed a desire to see revised zoning in their district – zoning that would reduce the density. Additional concern was expressed regarding the need for improved Code Enforcement
- Infrastructure improvements along West End Avenue and the Black Horse Pike (Route 322) to address rights-of-way in disrepair as well as the severity of the flooding problem in these areas
- Additional public infrastructure investment may be needed to resolve storm water runoff behind the newly implemented dunes on the beach; improved management of the dunes was recommended
- The redevelopment of Bader Field should be for recreational and community-wide use

The following policy and Land Use recommendations are intended to address these issues where feasible; however it is not recommended that the residential zoning designations in this Ward be changed – such “downzoning” would create numerous existing non-conforming uses in the R-2 and R-3 zones. The lots in these districts are small and the area is relatively built-out; there is not considerable land available for new construction. Strategy 1 below does attempt to resolve *new* issues that may occur regarding new or demolition-rebuild development.

Strategy 1 – Reduce Density as It Currently Exists & Eliminate Unnecessary Conversions to Multi-family Dwelling Units

Both the Residential – 2 (R-2) and Residential – 3 (R-3) zoning designations permits a minimum lot size of

3,000 square feet for single-family detached units. The R-3 zone also permits duplex and townhouse units on 6,000 and 7,200 square foot lots respectively. The minimum lot width for the R-2 zone is 40 feet, while the R-3 zone permits 40 feet for a single-family dwelling, 60 feet for a duplex, and 18 feet for a townhouse unit. These area and bulk standards should be respected and the Planning and/or Zoning Board should be very diligent in the issuance of variances from these standards unless an applicant overwhelmingly meets the criteria for such.

The aforementioned standards are relatively typical of an urban environment. While they should be strongly adhered to, the issue of conversions (some possibly illegal) of single-family units to multi-family use was noted by the residents. This issue is addressed in Strategy 2, as follows.

Strategy 2 – Coordinate a Neighborhood Committee or Task Force to Work Closely With the Code Enforcement Department

Code enforcement is responsible for ensuring that the City’s many ordinances are being adequately implemented by both the residents and commercial establishments within the City. Residential concerns regarding a lack of code enforcement in the neighborhood may be the result of miscommunication between the Department and the residents. Accordingly, it is recommended that the Chelsea Neighborhood Association select a sub-committee to work with the Department – this team approach with resident “eyes on the street” and the enforcement capabilities of the Department is a relatively straightforward approach to a sensitive issue. This type of City Department and resident partnership could, and should, be replicated throughout the City.

Strategy 3 – Infrastructure Improvements to West End Avenue to Prevent Continued Flooding

Again, the issue of needed infrastructure improvements is a citywide issue that was noted in virtually every Community Forum. Particularly noted was the need for street improvements and upgrades. This is an ongoing commitment by City Administrations across the country; and Atlantic City is no different. Given limited capital improvement funds, it is recommended that the Department of Public Works attempt to establish a schedule of anticipated improvements and work with the City's neighborhood organizations so that the residents will have a better understanding regarding when specific projects will be completed.

The infrastructure issue noted at the Sixth Ward meeting addressed the continued flooding of West End Avenue – a serious issue that was also noted in the Fifth Ward's public meeting. This resolution of this issue has the ability to create additional recreation opportunities along the waters of Beach Thorofare. Strategy 4 outlines a recommendation to improve not only the flooding issue on West End Avenue, but create added amenities along the waterway.

Strategy 4 – The Improvement of the Fishing Pier off of West End Avenue & the Creation of an Eco-Tourism Opportunity in Conjunction with Infrastructure Improvements on West End Avenue

The existing fishing pier (known as Beach Thorofare Fishing Pier) located on West End Avenue, west of the Albany Avenue intersection, is in poor condition and should be upgraded as part of any infrastructure improvement plan to address the recurring flooding issue on West End Avenue. The area surrounding the pier is environmentally sensitive wetlands and waterways and must be protected; however any plan to

alter the elevation of the existing right-of-way should include not only an improved fishing pier, but a walkway/bikeway along this area as well. In conjunction with this, the relocation of the utility poles should be addressed and the possibility of locating them underground should be explored.

This area affords some of the City's most spectacular sunsets, and would serve to attract residents out for leisurely strolls as well as serve as a practical walkway/bikeway for the many people who currently traverse its pedestrian-unfriendly environment. This project would allow for additional modes of transport for residents to access the amenities on the Bader Field site in the future, once complete. Any study of this area should maintain a dialogue with NJDEP, given the wetlands adjacent to the site.

It is recommended that this project be a collaborative effort between the City of Ventnor and Atlantic City. West End/Wellington Avenue is bisected by both communities and, if improved properly and simultaneously, would create a true recreational amenity for the residents in this area that live in a quite dense urban environment. An enhanced fishing pier, a promenade, an improved right-of-way that doesn't flood, a reduction of visual clutter (with the utility lines being located underground), beautiful views over the preserved wetlands, and a partnership between the two municipalities – the benefits of such an endeavor are profound.

Strategy 5 – Establishment of a Scheduled Maintenance Review of the Dunes to Examine Possible Flooding Issues on the Backside, Toward the Boardwalk

The implementation of the dunes in 2004 was controversial from the beginning, but the need to establish vegetation along the beach to prevent continued erosion was evident. While the dunes appear to be functioning

quite well, the concerns regarding flooding on their land-side should be addressed by the City. Again, the formation of a sub-group of the Chelsea Neighborhood Association to partner with the City's Department of Public Works is the best method to reach a fair and objective assessment of the noted flooding concerns.

M. Zoning Districts in Atlantic City – A Citywide Perspective

Having examined the many land use opportunities on a Ward-by-Ward basis, it is important to examine the tools that are currently in place to protect the City's existing land uses and provide opportunities for growth in areas that are the economic generators for the City. The City's Zoning Map serves as the official map for purposes of future land use planning. It is the designation of land according to zones that permits various types of development to occur in designated locations. Currently, the Zoning Ordinance consists of:

- Twenty-one (21) zoning districts
 - AC – Area Commercial
 - CBD – Central Business District
 - NC-1 – Neighborhood Commercial 1
 - NC-2 – Neighborhood Commercial 2
 - MC – Marine Commercial
 - HW-C – Highway Commercial
 - HC – Heavy Commercial
 - RS – Resort Service
 - RS-C – Resort Commercial Development
 - L-I – Light Industrial
 - TRS – Transportation
 - R-1 – Single Family Detached
 - R-2 – Single Family Detached
 - R-3 – Single Family Detached (Townhouse)
 - RM-1 – Multi-Family Walk-up Apartments

- RM-2 – Multi-Family Lowrise Apartments
- RM-3 – Multi-Family Midrise Apartments
- RM-4 – Multi-Family Highrise Apartments
- RMC-4 – Multi-Family Highrise Apartments Commercial

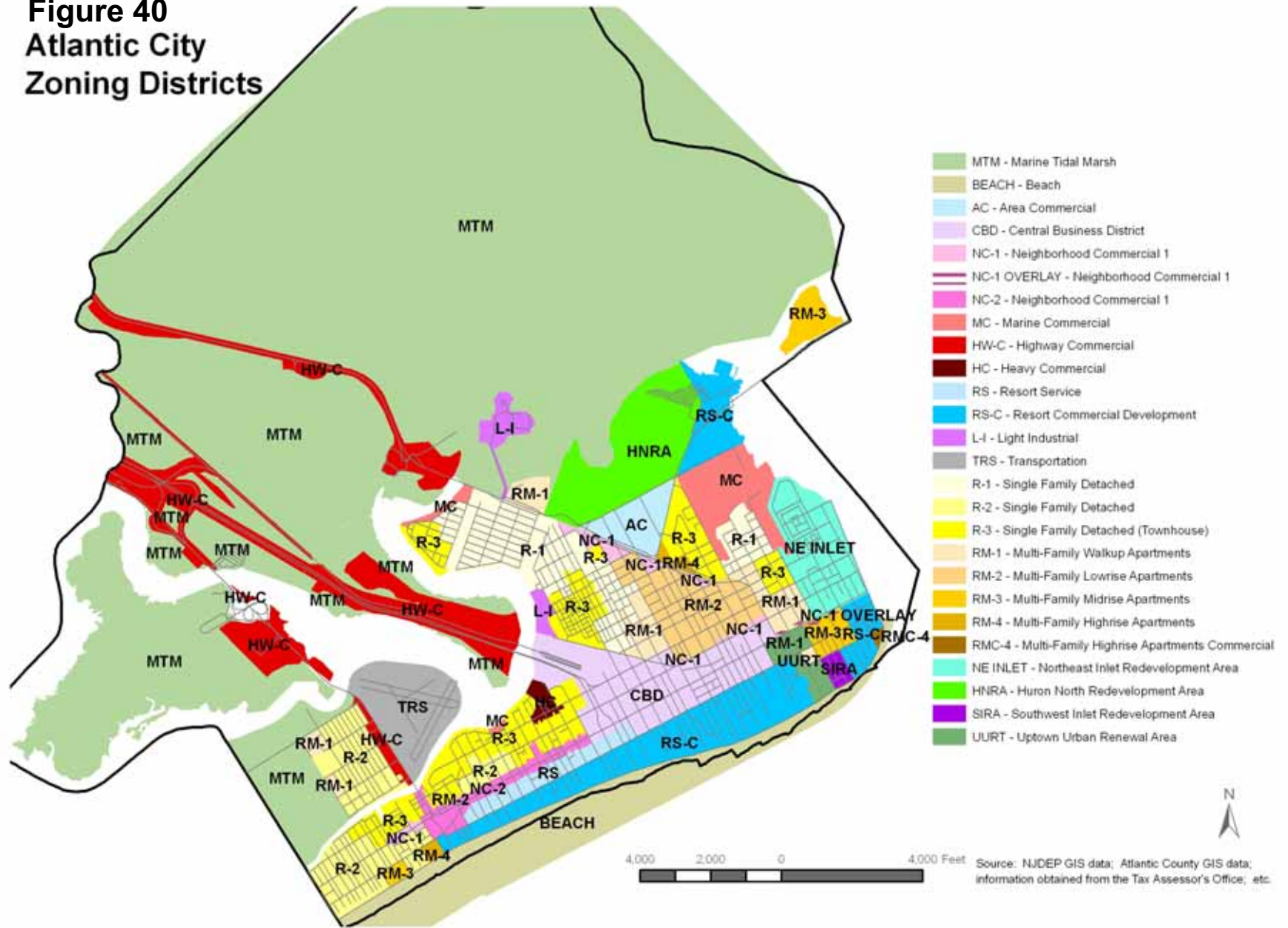
- One (1) Overlay District
 - NC-1 Overlay – Neighborhood Commercial 1
- Other Zones/Designations
 - BEACH – Beach Area
 - MTM – Marine Tidal Marsh

The table in Figure 39, on the following page, provides the acreages of each zone as it currently exists. Additionally, on the following page Figure 40 depicts a map with all zoning districts illustrated for the City.

Figure 39
Table of Zoning District Areas

Zoning code	Zoning	Area (acres)
AC	Area Commercial	64.90
BEACH	Beach	437.09
CBD	Central Business District	262.38
HC	Heavy Commercial	15.11
HNRA	Huron North Redevelopment Area	224.68
HW-C	Highway Commercial	466.38
L-I	Light Industrial	46.99
MC	Marine Commercial	121.97
MTM	Marine Tidal Marsh	5841.51
NC-1	Neighborhood Commercial 1	36.57
NC-1 OVERLAY	Neighborhood Commercial 1	5.21
NC-2	Neighborhood Commercial 1	58.21
NE INLET	Northeast Inlet Redevelopment Area	148.70
R-1	Single Family Detached	271.84
R-2	Single Family Detached	224.57
R-3	Single Family Attached (Townhouse)	328.86
RM-1	Multi-Family Walkup Apartments	112.64
RM-2	Multi-Family Lowrise Apartments	145.28
RM-3	Multi-Family Midrise Apartments	73.09
RM-4	Multi-Family Highrise Apartments	13.98
RMC-4	Multi-Family Highrise Apartments Commercial	2.95
RS	Resort Service	55.61
RS-C	Resort Commercial Development	353.67
SIRA	Southwest Inlet Redevelopment Area	13.73
TRS	Transportation	146.66
UURT	Uptown Urban Renewal Area	41.99
	Total	9514.58

Figure 40
Atlantic City
Zoning Districts



While the zoning districts provide the basis for land use development within the City, since 1992, the State of New Jersey has provided local municipalities the ability to designate “blighted” sections of their city as Areas in Need of Redevelopment. The Local Redevelopment and Housing Law (LRHL), pursuant to Municipal Land Use Law (N.J.S.A. 40A:12A-1 et seq.) allows for these Redevelopment Areas to determine the permitted uses and associated area and bulk regulations with the adoption of a Redevelopment Plan. Atlantic City has designated the following:

- Six (6) Active Redevelopment Areas
 - NE INLET – Northeast Inlet Renewal Area
 - HNRA – Huron North Redevelopment Area
 - SWIRA – Southwest Inlet Redevelopment Area
 - UURT – Uptown Urban Renewal Tract
 - RSRA – Roosevelt-Seedorf Redevelopment Area
 - ARRRRA – Annapolis-Richmond-Raleigh Redevelopment Area

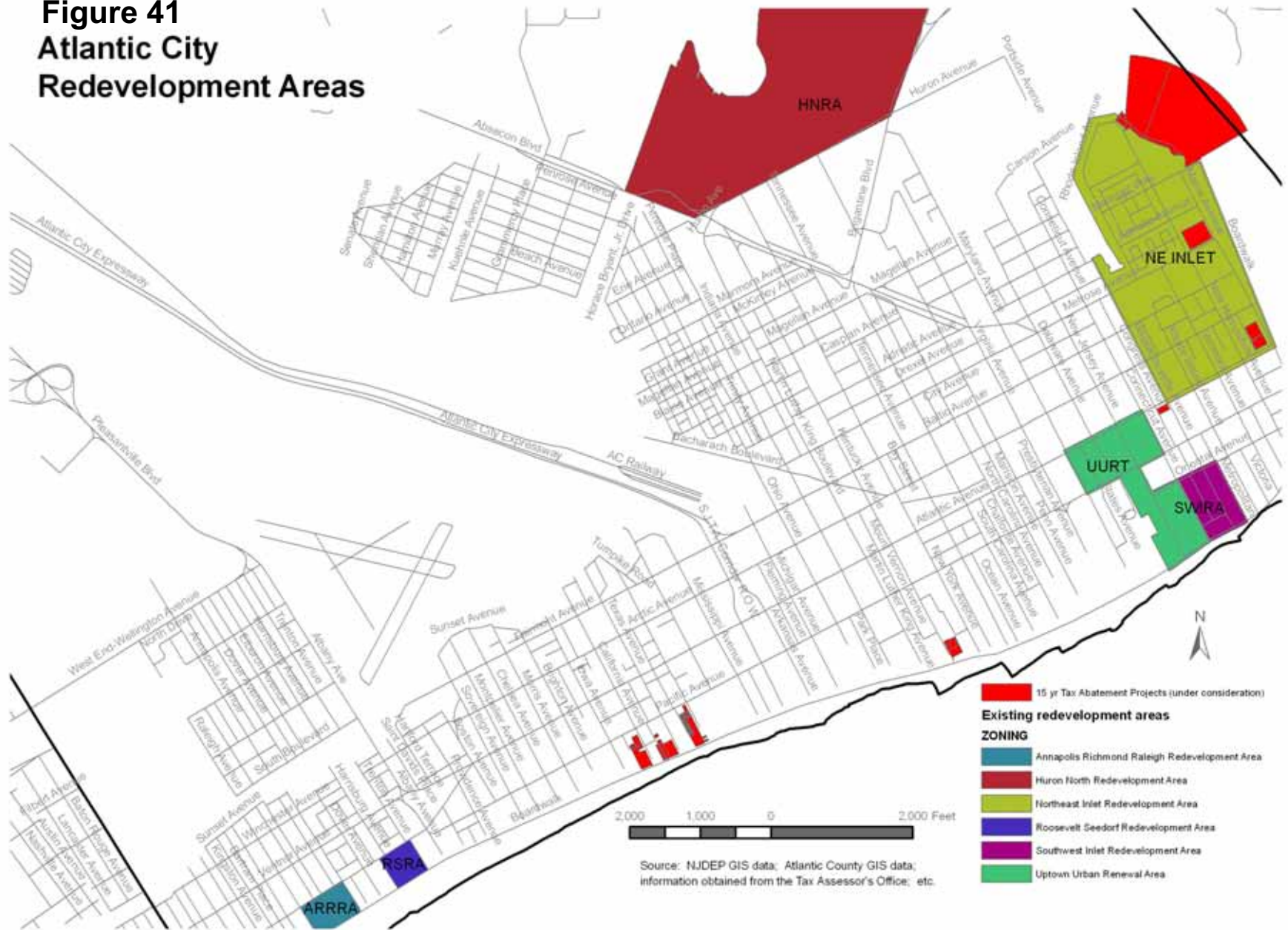
In addition to the Redevelopment Areas, the City has eight (8) sites (three [3] approved and five [5] under consideration/review) for fifteen (15) year tax abatements. This designation allows for the development of high-quality projects in areas that may not otherwise benefit from development without such designation and financial incentives. These districts are:

- Three (3) Fifteen-Year Tax Abatement Projects Approved:
 - North Beach Urban Renewal, LLC (Marbella)
 - Reflections Urban Renewal Co., LLC (Reflections)
 - Atlantic City Urban Renewal Corporation (The Breakers)

- Five (5) Fifteen-Year Tax Abatement Projects Under Consideration:
 - California Avenue Ventures, LLC (Belmont Hotel Resort)
 - Siganos Realty, LLC & Alpha Mar, Inc. (Texas Avenue Condominium Tower)
 - Landings at Caspian Point, LLC
 - Kentucky Avenue Ventures, LLC (Kentucky Avenue Condominiums)
 - Boardwalk Florida Enterprises, LLC (Toll Brothers - Tower Project)

Figure 41 illustrates these Redevelopment and Tax Abatement Areas. The diversity of locations utilizing the economic incentives for redevelopment and community building activity is testament to its successful implementation in the Atlantic City market.

Figure 41
Atlantic City
Redevelopment Areas



N. Build Out Analysis

A build-out analysis is used to estimate and describe the amount and the location of future development that may be allowed to occur within a given municipality under the current development regulations and zoning districts.

Utilizing a series of maps and charts, the build-out analysis provides an estimate of the total number of residential, commercial, and industrial square footage, that could result if all the unprotected, buildable land within the City is developed, if no more land is permanently protected, assuming local zoning regulations remain unchanged. This information is instrumental for estimating future demands on public infrastructure and the environment. It is also beneficial in allowing the City to test its development regulations – to get a glimpse of its possible future when all the remaining buildable land is developed to the maximum extent allowed under existing regulations.

Using a series of GIS maps, tax data information, and the City's Zoning Ordinance Area and Bulk regulations, Figure 42 illustrates an estimate of the square footage of total development that could occur under the *current* zoning standards. As noted, this is based upon the amount of currently *vacant* land available in Atlantic City. The analysis does not assume demolition and rebuilding, which may be a significant percentage of the future development in Atlantic City as evidenced by the closing of the Sands Casino for demolition/reconstruction by Pinnacle Entertainment. Assuming new construction on existing vacant land, there is the potential for greater than 98 million square feet of new development citywide. It should be noted again that this is using current zoning designations and in this scenario Bader Field is not developable given its Transportation (TRS) zoning designation; however, running the numbers assuming Bader Field has a similar zoning designation as the Resort Zoning along the Atlantic Ocean adds an additional 50 million square

feet of development potential for the City (totaling almost 148 million square feet of possible development).

While the build-out analysis, by definition, assumes the maximum possible development for the City it is a worthwhile tool to assist in the determination of future infrastructure needs. With the possibility of almost 150 million square feet, the City should strongly consider the opportunities to institute mass transportation alternatives for travel to and within the City. This will be the most significant challenge should the City continue to witness increased development pressures.

Figure 42
Buildout Analysis

Zoning District	Area Developable/Vacant (acres)	Zoning	Area Developable/Vacant (acres) w/Sub-Groups	Area (square feet)	Total Buildout SF per Setbacks, Height Allowance, and FAR on All Lots
AC	10.69	Area Commercial	10.69	465,670	465,670
CBD	23.73	Central Business District	23.73	1,033,881	8,271,048
HC	1.47	Heavy Commercial	1.47	64,119	64,119
HW-C	100.00	Highway Commercial (est.)	100.00	4,356,000	4,356,000
MC	5.48	Marine Commercial	5.48	238,806	238,806
NC-1	1.07	Neighborhood Commercial 1	1.07	46,609	27,966
NC-2	5.14	Neighborhood Commercial 1	5.14	223,973	1,343,840
R-1	16.07	Single Family Detached	16.07	699,993	559,994
R-2	14.52	Single Family Detached	14.52	632,436	619,788
R-3	29.54	Single Family Attached (Townhouse)	29.54	1,286,579	
		Detached	7.38	321,645	360,242
		Duplex	7.38	321,645	231,584
		Townhouse	7.38	321,645	443,870
		Attached	7.38	321,645	325,665
RM-1	17.72	Multi-Family Walkup Apartments	17.72	771,888	771,888
RM-2	9.36	Multi-Family Lowrise Apartments	9.36	407,767	733,981
RM-3/RSRA	10.11	Multi-Family Midrise Apartments	10.11	440,285	1,761,140
RM-4/ARRRA	2.14	Multi-Family Highrise Apartments	2.14	93,048	744,385
RMC-4	0.19	Multi-Family Highrise Apartments Commercial	0.19	8,416	
		Residential	0.10	4,208	33,662
		Non-Residential	0.10	4,208	33,662
RS	6.57	Resort Service	6.57	286,103	2,288,825
RS-C	77.40	Resort Commercial Development	77.40	3,371,531	

continued

		Casino Hotels	25.80	1,123,844	8,990,749
		Residential	25.80	1,123,844	8,990,749
		Other Nonresidential	25.80	1,123,844	8,990,749
SWIRA	9.74	Southwest Inlet Redevelopment Area	9.74	424,121	
		Morgan Stanley Resort and Casino	9.74	424,274	3,394,195
UURT	22.06	Uptown Urban Renewal Area	22.06	960,856	
		Westrum Homes	8.00	348,480	1,393,920
		Showboat Parking Lot	7.00	304,920	2,439,360
		Showboat	7.06	307,534	2,460,269
HNRA	33.82	Huron North Redevelopment Area	33.82	1,473,052	
		Casino Hotels - MGM CityCentre East	33.82	1,473,199	34,323,817
NE INLET	19.67	Northeast Inlet Redevelopment Area	19.67	856,979	
		SF Residential	2.00	87,120	102,822
		Duplex Residential	2.67	116,305	100,588
		Mid-Rise Residential	11.00	479,160	1,916,640
		High-Rise Residential	4.00	174,240	1,393,920
TRS	142.85	Transportation-Bader Field	<u>142.85</u>	<u>6,222,546</u>	<u>49,780,368</u>
		Total	559.34	24,364,668.47	147,954,282

O. The Evolution of Zoning in Atlantic City

The original 1978 Master Plan sought to address inefficiencies in the existing land use delineations that focused on a beach resort community that was about to transition to a “casino town.” The Plan at that time was to locate the pending casinos in the same area that had previously been used for the resort hotels and “transient lodging” facilities built in the early 20th Century. This Resort Zoning District, which extended from Dover Avenue on the western end of the City to Virginia Avenue on the eastern end, was recommended to be expanded on the eastern end to continue past New Hampshire Avenue to the water’s edge at the Absecon Inlet. This newly proposed Resort Service - Commercial District (RS-C) was restricted for this length of the City to the south side of Pacific Avenue. Additionally, the area now known as Gardner’s Basin was also recommended for RS-C zoning designation, as it was also previously zoned for resort development.

The area known today as the Marina District (and currently part of the Huron North Redevelopment Area [HNRA]) was originally zoned for resort development. So too was the area that today is home to the Atlantic City Convention Center, Transportation Center, and Sheraton Hotel. As part of the 1978 Plan recommendations, these areas were to become marina and residential development in the HNRA district, and a Central Area PUD in the area where the Convention Center is today and stretching south to Pacific Avenue.

Other significant zoning recommendations included the creation of a Central Business District (CBD) zone along Atlantic Avenue roughly bordered by Michigan Avenue to Connecticut Avenue and Pacific Avenue to Arctic Avenue. This recommendation was intended to replace the existing Commercial (C) Zoning District.

The last significant recommendation in the 1978 Plan came in the form of considerable increases in residential densities throughout the City – specifically in the Chelsea, Bungalow

Park, Inlet, and Westside neighborhoods. These recommendations likely stemmed from the realization at the time that land on Absecon Island was a finite resource, and a dense urban fabric was the logical future of land use in the City. Over the following years, a majority of these zoning recommendations came to fruition, but not in the exact manner as noted in the 1978 Plan. It is fair to say that the intent of the zoning recommendations was carried out, but some changes resulted as additional land use analysis was conducted.

The next Plan that was completed for Atlantic City occurred in 1987 and, while it addressed land use patterns (specifically in the City’s neighborhoods), it made no recommendations for any revisions to the City’s official Zoning Map. Subsequent to 1987, minor zoning revisions have been made based upon analysis by the Planning and Zoning Boards and with a favorable vote by the City’s Governing Body. However, the most significant changes to the Zoning Map have been the result of the City’s designation of Areas in Need of Redevelopment.

In actuality, the City’s Zoning Map has remained relatively unchanged since the advent of casinos, with only minor changes being made. With the passage of more than 30 years since the City opened its doors to casinos, the opportunity to examine the City’s successes and shortcomings with regard to zoning and land use patterns is logical.

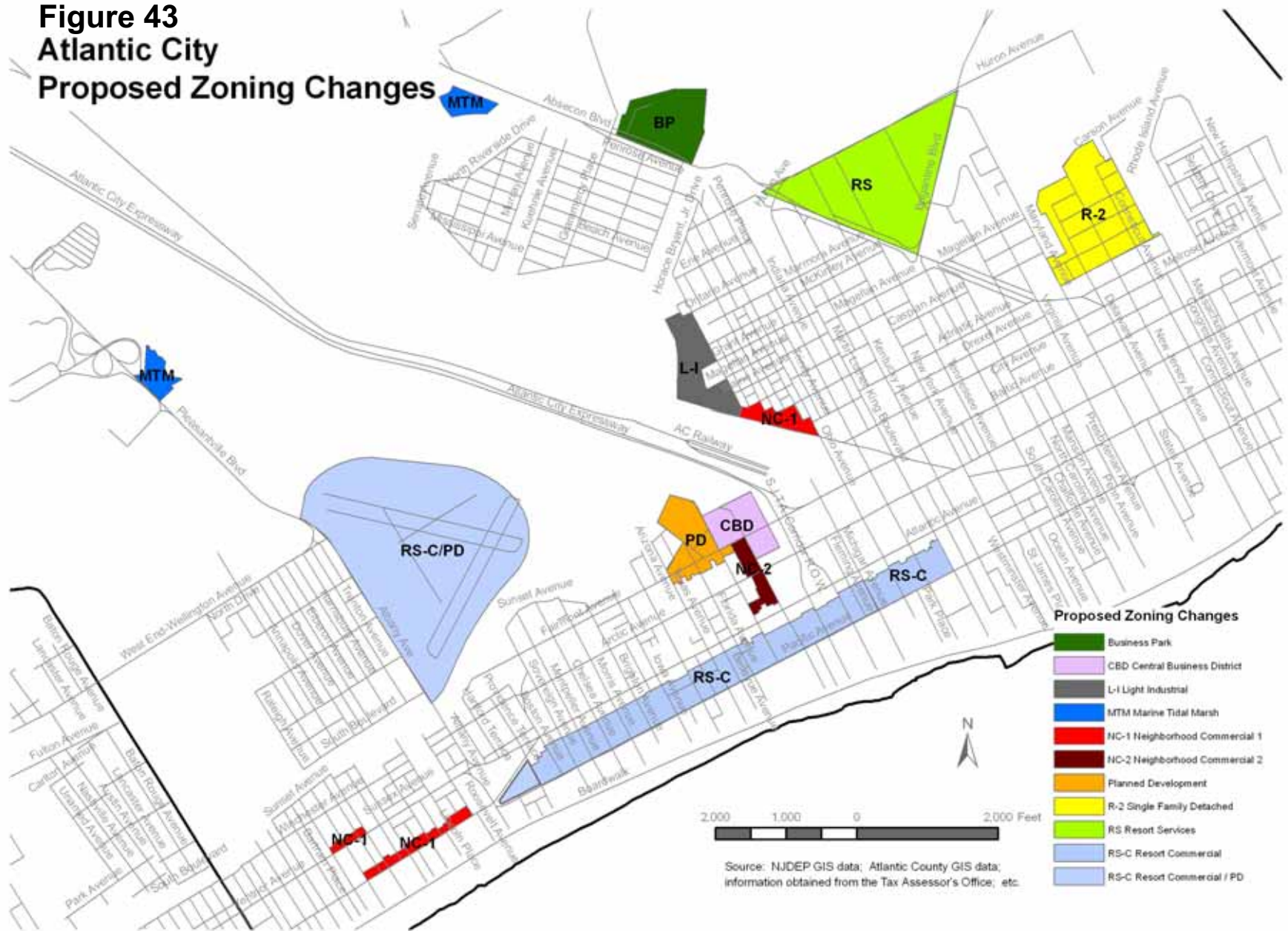
P. Recommended Zoning Revisions for the Future of Atlantic City

Zoning is the most widely used tool to effectuate a change in land use patterns. The ability of a community to guide land use patterns in terms of not only uses, but scale and building setbacks as well, is an awesome responsibility. Since New York City became the first city in North America to adopt city-wide zoning regulations in 1916, virtually every other American city has followed with the creation of a Zoning Ordinance (e.g. regulations) and Map to guide future development. These zoning regulations fall under the *police power* rights that governments may exercise over real property. Theoretically, the primary purpose is to segregate uses that are thought to be incompatible or undesirable. In practice, zoning is used as a tool to prevent new development from harming existing residents or businesses, and as a way to encourage or direct certain types and intensities of development to specific geographic areas where such development would be either the most suitable or desirable.

Atlantic City has an opportunity to improve upon its current land use pattern with some relatively straight-forward revisions to the Zoning Map. Over the course of the past year, KEPG has met with the public in a series of community meeting venues (forums), as well as representatives on the City Council and members of the City Administration. The intent of these meetings was to determine the community's vision for the future of Atlantic City. While the various public meetings yielded tremendous insights, the sheer number of recommendations required that KEPG analyze the responses and attempt to organize them into manageable concepts relative to land use and, specifically, zoning. Once this task was complete, KEPG was able to apply sound analysis and planning principles to create a list of zoning recommendations that best meets the needs of the City's residents, the administration, and the business community. The following recommendations are the culmination of this year-long process. Figure 43 illustrates all of the recommended zoning

changes on a single map, providing a better understanding of the scale and location of each recommendation relative to the existing Zoning Districts.

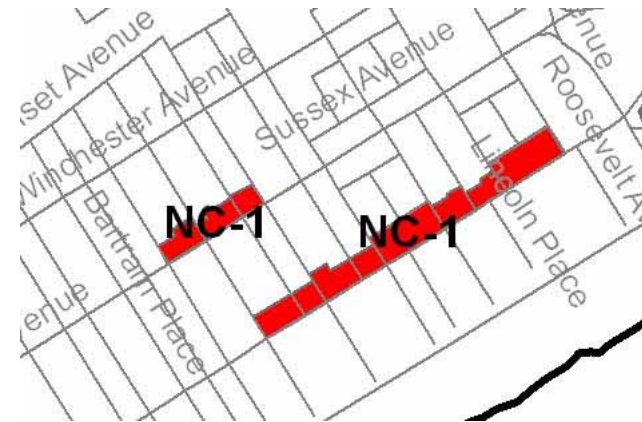
Figure 43
Atlantic City
Proposed Zoning Changes



1. **The Expansion of a Neighborhood Business District Along Ventnor Avenue to Serve the Community**

The Neighborhood Commercial 1 (NC-1) Zoning District located along Ventnor Avenue between Trenton Avenue and Windsor Avenue has created a very vibrant and viable neighborhood commercial district in this area that serves the local residents – providing them with restaurants, retail, and service facilities. It is recommended that this Zoning District be continued along the north side of Ventnor Avenue from Windsor Avenue west to Kingston Avenue (with the exception of the north side of Ventnor Avenue between Windsor and Richmond Avenue which should remain Residential 3 (R-3) as it is the site of the Richmond Avenue School). It is recommended that the Neighborhood Commercial 1 (NC-1) Zoning District include only the property (block and lot designation) fronting on Ventnor Avenue (Figure 44). If the construction of a new Richmond Avenue School is quite likely in the near future (to be located north of the existing structure), it is recommended that the current school structure be preserved and utilized for possible conversion to a mixed-use development with multi-family housing. Designation of this structure as a local and national historic landmark would enable a developer to preserve the building and use federal Historic Tax Credits for its rehabilitation. Demolition of this significant structure at this location is strongly discouraged.

**Figure 44
NC-1 Recommendation**



2. **The Creation of a Neighborhood Commercial District Along Atlantic Avenue, West of Albany Avenue**

That portion of Atlantic Avenue between Trenton Avenue and Raleigh Avenue, along the north side, should be considered for Neighborhood Commercial 1 (NC-1) designation. This would allow the continuation of such neighborhood commercial activity that currently exists as well as the infill of additional services that would create an enhanced district (see Figure 44).

The southern side of Atlantic Avenue currently exists as residential and is recommended to remain in its current designation (Residential 2 [R-2] and the Annapolis/Richmond/Raleigh Redevelopment Area – the future home of the proposed Breakers condominium complex).

3. The Creation of an Atlantic City Business Park along the White Horse Pike

This area, commonly known as Riverside, is currently zoned Multi-Family Walkup Apartments (RM-1). This zoning classification currently includes approximately 20 acres, of which the City of Atlantic City owns a significant number of parcels (Figure 46). Analysis of the New Jersey Department of Environmental Protection wetlands mapping indicates that the perimeter of this district along Clam Thorofare is designated as wetlands, however, recent site-specific surveys by the City of Atlantic City have determined that the extent of wetlands on this site is not as expansive as originally noted on NJDEP's GIS mapping system. Providing the new survey work is accurate, this land has potential to serve as a mini Business Park, specifically for businesses that may need or desire to be relocated from the downtown core area of Atlantic City. With increased development pressures mounting in the downtown area, this area could become a unique opportunity to retain business activity within the City.

**Figure 46
Business Park (new) Recommendation**



4. The Elimination of Highway-Commercial (HW-C) Zoning on the Wetlands Along the White Horse Pike

This site located on the south side of the White Horse Pike (Route 30) adjacent to the Beach Thorofare waterway (Figure 47). According to NJDEP GIS data, this site consists primarily of wetland and should not be considered for development. In an effort to assure continued protection of the City's natural environment it is recommended that this property be zoned Marine Tidal Marsh (MTM).

**Figure 47
MTM Zone Recommendation**



5. The Correction of the Zoning Designation for Bungalow Park – from Residential (R-1) to Residential 2 (R-2)

This well-kept and thriving neighborhood in the City's northeast section, just south of the Gardner's Basin waterway (aka Clam Creek) is currently zoned Residential 1 (R-1). Analysis of the neighborhood indicates that the current R-1 zoning designation is inappropriate for the lots as they currently exist (Figure 48). While some residential lots in the western part of the neighborhood (near Delaware Avenue) meet the R-1 zone minimum lot size of

4500 SF, the vast majority of existing lots are between 3000 and 3500 SF. This existing non-conforming land use situation creates undue difficulties for homeowners when they attempt to make repairs to their house, build additions, or other necessary alterations as they are often required to obtain a variance given their non-conforming status within the R-1 zone. Residential 2 (R-2) zoning designation will reduce the minimum lot size to a more appropriate 3000 SF as well as reduce the minimum lot frontage from 60 feet to 40 feet, more accurately reflecting the existing neighborhood fabric.

Additionally, R-2 designation will allow for 35% lot coverage compared to currently permitted 30% (in the R-1), as well as reducing the front yard setback from 20 feet to 15 feet.

**Figure 48
R-2 Recommendation**



6. The Creation of a Buffer Zone That Adequately Reflects the Current Land Uses Along Bacharach Boulevard, Along the North Side of the Convention Center

The properties located on the north side of Bacharach Boulevard, between Ohio Avenue and just west of Arkansas Avenue (but not extending to the Beach Thorofare waterway) are currently zoned Residential – 3 (R-3). The properties fronting Bacharach Boulevard are not currently utilized for higher residential uses, but rather consist of vacant lots, parking lots, a vacant warehouse, the Atlantic City Rescue Mission, and a former seminar/education building (Figure 49). The fact that the properties along Bacharach Boulevard are located in the shadow of the Atlantic City Convention Center is not necessarily conducive to residential development. While the property to the south of Bacharach Boulevard is zoned Central Business District (CBD), such designation along the north side would appear to be intrusive to the residential housing units that are located to the north of this area. Accordingly, it is recommended that the City consider rezoning those properties between Ohio Avenue and the intersection of Caspian and Arkansas Avenues Neighborhood Commercial 1 (NC-1). This designation would permit desired neighborhood service development while still allowing for second-floor residential and/or townhouse development should the market move in this direction.

The land zoned R-3 and located approximately north of the intersection of Caspian and Arkansas Avenues (north to Magellan Avenue) may be better zoned Light Industrial (LI) as it is currently occupied by the power/electric facility.

Figure 49
R-3 & LI Recommendations



Figure 50
Possible RS Zone Recommendation



7. The Redesignation of the Area Commercial (AC) Zoning District Along Brigantine Boulevard Between the “Connector” and the White Horse Pike

This “triangle” area roughly bounded by the White Horse Pike (Route 30), Brigantine Boulevard, and Huron Avenue (Figure 50) is currently zoned Area Commercial (AC). With the recent transportation improvements that were the result of the Atlantic City – Brigantine Connector project, much of this land is no longer usable; however there are some opportunities for development along Brigantine Boulevard. The AC zone does not permit hotels or other uses that may be viable along these roadways; therefore the City should consider designating this Resort Service (RS). The RS zone has a height limit of 160 feet; a height that may need to be reduced if used in this area to protect the residential properties across Brigantine Boulevard.

8. The Expansion of the Central Business District (CBD) to Accurately Reflect the Newly Proposed Land Uses Near Fairmount Avenue and Mississippi Avenue

The area of the City southwest of the Atlantic City Expressway entrance toward the Ducktown Neighborhood area is currently zoned Residential – 3 (R-3); however the land in this area is currently vacant and located adjacent to the Central Business District (CBD) zoning district and it presents a logical opportunity for expansion of the CBD zoning into this area (Figure 51). This zoning designation would allow for uses that would complement The Walk development, which is located to the southeast of this three-block area recommended for CBD designation. Beyond providing the opportunity for development that could capitalize on the success of The Walk, this area serves as the “link” between the CBD zone and the cultural district that has been developing organically along Mississippi Avenue (e.g. Angelo’s Fairmount Tavern expansion, the recent reopening of Dante Hall Performing Arts Center, the restoration of St. Michael’s Church, etc.).

These blocks are located at the foot of the Atlantic City Expressway and are not well-suited for solely residential development pursuant to the R-3 zoning designation. It is worth noting that this area is currently occupied by a transit parking lot operated by SJTA, as well as the site of a Casino Reinvestment Development Authority (CRDA) proposed parking-with-retail structure.

CBD zoning would allow for the proposed uses in addition to expanded and creative opportunities for the City to connect its neighborhoods to the retail center that has been created by The Walk.

**Figure 51
CBD Expansion Recommendation**



9. The Elimination of the Heavy Commercial (HC) Zoning Designation for the Duell Fuel and Verizon Sites Between Baltic/Fairmount Avenue and the Beach Thorofare (Back Bay Waterfront Area) to Allow for the Creation of a New Mixed-Use Residential and Marina Recreation District

This site is the only land zoned Heavy Commercial (HC) in all of Atlantic City. The site is comprised of the

Duell Fuel building/fuel tank and the Verizon warehouse/delivery center (see Figure 51). Additionally, there are some car repair facilities located along Fairmount Avenue that may be better located in an area with ample space to provide such services.

As noted in the strategy section for the Fourth Ward, this area presents tremendous potential for the City in terms of adaptive reuse of this land and waterfront reclamation. Historically, there may have been rationale for these light industrial uses to locate along the water's edge right at the entrance to America's Playground, but this land should now be considered for possible redevelopment designation and/or rezoned with a new zoning designation for the City – Mixed Use & Recreation (MUR). Such a designation would allow for the creation of residential/neighborhood commercial/entertainment district that would serve the nearby residents' needs as well as tie directly into the Ducktown Neighborhood. Additionally, this location would allow for the connectivity between The Walk retail district and Bader Field. The creative use of water taxis (and marina) from this area to Bader Field could help to create more pedestrian movement from The Walk toward the Ducktown Neighborhood and cultural/arts district. Foot traffic in this area is all too scarce and businesses suffer as a result of "no feet on the street." The ability to keep people on the street and out of their vehicles will not only provide economic benefits for area retail but will assist the City in mitigating traffic congestion as these alternative modes of transport are utilized. Ultimately, water taxis to Bader Field could prove to be yet another "attraction" for the City's tourists as AC endeavors to move beyond its "casino town" status and become a well-rounded destination. The casinos/hotels will need the assistance of the City to realize this goal

10. The Expansion of the Neighborhood Commercial 2 (NC-2) Zoning Designation Along Mississippi Avenue from Atlantic Avenue to Fairmount Avenue

As noted previously, the Ducktown Neighborhood is more than a residential area; its core is built around the Italian-flavored Mississippi Avenue (between Fairmount and Atlantic Avenue). This area is home to Angelo's Fairmount Tavern, St. Michaels Church, bakeries, Date Hall Performing Arts Center, even the White House Sub Shop (see Figure 51). This ethnic enclave has withstood the test of time and it is the responsibility of the City to protect this local treasure and enable its continued growth.

The Neighborhood Commercial 2 (NC-2) zoning designation currently exists along Atlantic Avenue starting at Mississippi Avenue and continues west along this corridor. It is recommended that this NC-2 zoning designation be carried north along the west side of Mississippi Avenue to Fairmount Avenue (extending west into the block approximately half the distance to Florida Avenue). This would eliminate many existing non-conforming uses in this area and provide the opportunity for additional businesses to flourish, creating the necessary critical mass needed to make a neighborhood commercial district thrive.

11. The Elimination of the Resort Services (RS) Zone Between Providence and Michigan Avenues to Allow for Resort Services Commercial (RS-C) Uses; and Expansion of the RS-C Zone from Michigan Avenue East to Martin Luther King Boulevard to Accommodate the Newly Proposed Casino Replacing the Former Sands Casino as well as the Expansion of the RS-C Zone in the Triangle-Shaped Land Bounded by Atlantic Avenue, Providence Avenue, Pacific Avenue and Albany Avenue.

The Resort Services (RS) zoning designation basically extends along the north side of Pacific Avenue between Providence Avenue and Michigan Avenue (Figure 52). The zone does not extend north to Atlantic Avenue, but rather one property south of fronting on Atlantic Avenue. The RS zone permits many of the same uses as the Resort Services – Casino (RS-C) zone, with the exception of casino hotels.

The recommendation to permit casino hotels on the north side of Pacific Avenue is based upon significant research and analysis as well as a practical understanding of the geographical area being addressed. Specifically, as the casino-hotel industry has grown over the past two (2) decades, the space demand has increased dramatically. When the RS-C zone was first implemented, the minimum lot area required for a casino was two (2) acres. While that remains unchanged to the present, the actual space required by casinos has increased almost ten-fold. Today, the most recently constructed casino-hotel in the Marina District encompasses approximately 20 acres. This being said, it is *not* recommended to increase the minimum lot size for the RS-C zone as this would discourage the possibility of boutique/specialty casinos that have a place in the industry in Atlantic City. This recognition that casino-hotels generally require larger footprints leads to the recommendation that the RS zone be eliminated and replaced with the RS-C zone – this would permit casinos in this area to build and/or expand across Pacific Avenue. This southern end of the existing RS-C zone is significantly narrower than the northern end (Kentucky Avenue north to Delaware Avenue). In this regard, the casinos at the southern end are geographically constrained, and are required to “turn their back side” to the neighborhood along Atlantic Avenue as they are not permitted to expand their casino-hotel in this area and instead default to building rather unsightly parking structures that serve to divide the Atlantic Avenue neighborhood from the beach/boardwalk/casino area. The expansion of the RS-C zone would allow the casinos to

incorporate better designed structures in the area between Pacific and Atlantic Avenues. It is strongly recommended that improved design standards be considered for this expansion of the RS-C zone to occur. Additionally, it is recommended that the City look into permitting multi-family dwellings at the second floor or above in this section of the expanded RS-C zone only. While such housing is permitted in the current RS zone, it is *not* a permitted use in the RS-C zone.

The second component to this zoning recommendation expands this newly designated RS-C zone east to Martin Luther King Boulevard to facilitate the new development anticipated as the Pinnacle Entertainment Company prepares to redevelop the site of the former Sands Casino that closed in October 2006. The City, as well as the Casino Reinvestment Development Authority (CRDA), has been in negotiations with this entity in an effort to create a viable site that allows for the scale of development necessary to create a fully functioning casino resort and spa – an entity that will be competitive in the new marketplace.

The third component is to rezone the Neighborhood-Commercial (NC-2) land in the triangle-shaped parcel bounded by the diagonal Atlantic Avenue, Providence Avenue, Pacific Avenue and Albany Avenue (at the furthest SW portion of the existing RS zone) to RS-C. This would allow for commercial expansion opportunities that would be buffered from O'Donnell/Atlantic Avenue by Memorial Park.

Overall, this zoning designation (RS-C) shall *not* be expanded any further north toward Atlantic Avenue than currently exists in the RS zone. Accordingly, this eastern expansion shall approximately follow the northern boundary line that has been established. No property with frontage along Atlantic Avenue shall be

rezoned from Central Business District (CBD) to Resort Service – Commercial (RS-C).

The RS-C zone, as it continues east to its terminus at Delaware Avenue, maintains an average north/south “width” of almost 1500 feet between the Boardwalk and Pacific Avenue. This area allows for adequate opportunities for further development of the existing and anticipated casino resorts; thus no additional RS-C zoning designation is recommended for this area. This original RS-C Zone contains almost 80 acres of vacant developable land (or more than 22% of the 350 total acres currently zoned RS-C). Based on recent development trends, this appears adequate to meet the future demand for casino resorts.

If these recommendations were to be carried out, with the associated conditions, no RS zoned land would remain within the City limits (with the exception of the possible rezoning of the Area Commercial [AC] land to Resort Services [RS] for the area roughly bounded by the White Horse Pike [Route 30], Brigantine Boulevard, and Huron Avenue and so noted in this Section, #7).

**Figure 52
Expansion of RS-C Zone**



Q. The Creation of a New Zoning Designation, or Designation as RS-C, for the Former Bader Field Site – The Eastern Seaboard’s Premier Site for Development

Perhaps no other site has awakened the imagination of Atlantic City residents as does Bader Field. The site is the largest municipally-owned parcel in the City and has the highest potential for development given its locational advantages along the Atlantic City Expressway and the Black Horse Pike (Route 322). Visibility to/from the site is exceptional and its unique situation as a peninsula affords waterfront sensitive development or recreational preservation areas surrounding a majority of its periphery (Figure 53). Many see Bader Field as the opportunity to jettison (it was an airport!) the City beyond its traditional gaming base and become a true multi-faceted world-class resort destination.

The Site

- Bader Field currently exists as the site of a former airport that serviced Atlantic City from 1910 until September 2006.
- The site is located approximately one (1) mile from Downtown Atlantic City and is currently zoned Transportation Services (TRS).
- In addition to the airport unused runways that occupy the site, the ±140 acres commonly known as Bader Field also include:
 - The Sandcastle baseball stadium (opened in 1998)
 - The Flyers Skate Zone ice hockey and ice skating facility (opened in 1999)
 - Associated parking

- The site is currently accessed by the Black Horse Pike/Route 322 (Albany Avenue) – across which is located a well-established residential neighborhood (Chelsea Heights) buffered by the properties along the west side of Albany Avenue which are zoned Highway Commercial (HW-C).

**Figure 53
Aerial of Bader Field**



Critical Issues

- The New Jersey Department of Environmental Protection (NJDEP) – the wetlands along the outer fringe of the site as well as the possible disturbance of clam beds adjacent to the site in the waters of the back bay will be issues that will require significant work with and approval by NJDEP and the Coastal Area Facilities Review Act (CAFRA).
- Transportation and Vehicular Access – the current access along the Black Horse Pike (Route 40) is not sufficient to accommodate any significant build-out scenario for the site. Additional access from the Atlantic City Expressway is necessary to fully realize the development potential of Bader Field. The New Jersey Department of Transportation (NJDOT), NJDEP, the South Jersey Transportation Authority (SJTA), and CAFRA approvals will be required to determine the feasibility of a “flyover” ramp from the Atlantic City Expressway (ACE). In addition to the ramp from the ACE, the City should strongly analyze the ability to create a right-exit ramp off of the Black Horse Pike for southeast-bound traffic en route to the Bader Field site. This would require the widening of the Black Horse Pike between the Atlantic City High School and West End Avenue. The ramp would then cross over the Black Horse Pike and drop down to ground level on the Bader Field site. Such a ramp would eliminate severe traffic congestion problems anticipated due to the number of vehicles that would otherwise have to stop traffic in the left pass-thru lane to make left turns into Bader Field. A complete transportation analysis must be completed prior to any development on the site. Furthermore, it is recommended that no development proposals be considered by the Planning Board for this site without approval for the construction of the flyover from the Atlantic City Expressway (ACE).

An economic feasibility analysis should be conducted to determine the costs of any connection to the expressway. Furthermore, it should be noted that any connection to the expressway must be as much a noteworthy design element as it is a functional transportation element. The importance of “placemaking” via the use of high-quality design and architecture cannot be overstated for a resort/tourist community. The use of decorative stone in the bases or arches of a flyover; or the use of innovative and colorful materials should be required for any design selected for this transportation connection.

- CAFRA will likely place limitations on development on this site. However, given that this site is within CAFRA’s growth/urban zone, negotiations and discussions should begin early in the process specifically regarding the percentage of impervious coverage allowable on the site. Open space and/or community recreation areas should be a major part of any development, integrated into the design of the built environment, and will likely have the added benefit of resulting in acceptable build-out percentages for CAFRA.

The Opportunity to Reshape Atlantic City

This site offers the opportunity to create a unique mixed-use world-class entertainment district that would serve to expand the AC tourism market. With gaming entering the Pennsylvania, New York, and Delaware markets, Atlantic City must not only reinforce itself as a strong casino destination, but also build upon a variety of resort/spa and entertainment opportunities. Some of the City’s current non-casino amenities include the beach, the Boardwalk, and The Walk retail center, and The Pier, but much more is necessary in the competitive marketplace that has become the tourist industry in the 21st Century. Atlantic City, more than any other city in America, fully understands what can happen when a destination loses its competitive edge. The following historic outline from the Atlantic City Public Library archives should serve as a quick reminder:

From the 1880s to 1940s, Atlantic City was a major vacation resort. In the 1920s it was considered the premier tryout town for theatrical productions headed for Broadway and beyond. Beginning in the 1930s and over the next three decades, Kentucky Avenue was renowned for its nightlife, with Club Harlem and other venues attracting the best talent and biggest stars from the world of jazz. Atlantic City had become a diverse destination offering high-class hotels, sandy beaches, and world-class entertainment...and then the market changed.

In the 1950s, as air travel to vacation spots in Florida and the Caribbean became more widely available, Atlantic City's popularity as a resort destination began to decline. By the 1960s the city was beset with the economic and social problems common to many urban centers at the time. With the health of its economy entirely dependent on tourists who were now shunning the decaying resort, the city reached its nadir.

In a span of ten years, Atlantic City missed an opportunity to adapt to the changing marketplace, develop a niche and upgrade its facilities to better compete, or even expand its opportunities to attract a *new* market. The City's decline actually preceded World War II or even the boom in air travel to Florida. The US Census reveals that the City's population decline, a metric which often serves to illustrate the economic viability of a city, began as early as the 1930s:

1900 Census	27,838
1910 Census	46,150
1920 Census	50,682
1930 Census	66,198
1940 Census	64,094
1950 Census	61,642
1960 Census	59,854
1970 Census	47,859
1980 Census	40,199

1990 Census	37,986
2000 Census	40,517

Even with the launch of the "Atlantic City Gamble" in 1976 when New Jersey voters approved a referendum legalizing gambling in Atlantic City, the City has been slow to recover economically. Unquestionably, gaming in Atlantic City was a long-overdue response to changes in the marketplace, and it has functioned adequately for more than three decades. But it appears that new challenges await the City in the 21st Century and without careful planning and attention to these current economic conditions, Atlantic City risks replicating its earlier history of missed opportunities.

The advent of casino gaming in the nearby states represents a significant market/economic challenge to Atlantic City's one-time gambling monopoly in the region. Yet, fortunately for the City, the closure of Bader Field in September 2006 affords the City the opportunity to capitalize on the local competitive advantages that have lead to the development of the City's eleven casinos. Traditionally, the casinos have catered to a largely older demographic – those over the age of 50 (in fact, the median age of all visitors is 52 according to the most recent Atlantic City Visitor Profile, 2004) and many of these visitors are bussed in from the Philadelphia and New York City areas.

More recently, the economic growth demonstrated by the City's newest casino, the Borgata, illustrates recognition by the casino industry that change is upon it. This is evidenced by the increased importance of significant entertainment amenities to attract the "coveted demographic" – those persons aged 25 – 45 years old. The Borgata's success has been duplicated at the Tropicana's Quarter, the Caesars' Pier, and is likely to impact pending projects throughout the City. But this is the *internal* approach to the ever-changing dynamics of the marketplace. Bader Field offers the City its first viable opportunity in more than three decades to provide a vision for the *City's* future – an opportunity to complement the City's local assets (e.g. the beaches along the Atlantic Ocean, the Boardwalk, etc.).

Atlantic City is a “city of firsts” and should continue to utilize its ability to innovate. According to the Atlantic City 150 Year Celebration section of the Insider Magazine (April 2004), the City is home to:

- The first boardwalk
- The first salt water taffy
- The first use of the term “airport,” for Bader Field
- The first boarding house
- The first Indoor College Football Bowl game in the Atlantic City Convention Hall
- The first color picture postcards

While some of these “firsts” are seemingly less important than others, the fundamental point of this analysis is that Atlantic City is known as a place that has taken risks, risks that have historically resulted in excellent returns. Perhaps now is an opportunity for the City to again claim a new “first” in a partnership with a private entity to develop Bader Field in a manner that provides the most benefit to the local residents as well as the changing tourism economy.

The ability to increase ratables for the City is a significant component to help define the success of Bader Field. The fiscal opportunities presented by Bader Field are enormous – in terms of future ratables as well as immediate sale or ground-lease proceeds. The City should look at the possible uses for these proceeds – e.g. bank the proceeds with an annual allotment of dedicated funds for future infrastructure projects, workforce housing/training projects, and/or to provide a partial offset for the impending 2008 revaluation of property within the City, etc. While the City has the opportunity to generate funds by the sale or lease of the site, perhaps the most pronounced return on investment will be realized by the multiplier effects generated by the innovative development located on the site – a long term source of funds that has the ability to grow exponentially.

Recommended Municipal Actions

- Long Term Visioning

Think outside the box! While Bader Field will be strongly desired by the myriad casino developers that speculate in the AC market, the opportunities to forge a *new path* for Atlantic City are of more value at this point in the City’s renaissance. A “one time” sale (or lease) of the Bader Field site may provide much needed funds to assist with the impending property tax revaluation process, but the City must look beyond the *immediate* gratification of such funds. An integrated mixed-use development that serves the local residents as well as expanding the City’s economic base is much more important and viable for the future of the City. A well-planned project will provide a continuous flow of revenue for future projects for years that may be used for:

- Bonding for future infrastructure improvements
- Future bonding for necessary citywide mass transit projects
- Funds dedicated to workforce housing projects
- Workforce development facility/programs
- Property tax relief
- Additional community development needs as required

- Fiscal Analysis

The City must complete a fiscal impact analysis for the site to examine which uses would be the most economically viable. This not only includes tax benefits to the City, but also multiplier effects based upon the activity proposed on site illustrating the “spin-off” returns that can be generated by attracting a mix of uses on the site. A cost-benefit analysis should follow – providing an understanding of the social, economic, and environmental costs/benefits.

- Redevelopment Plan

The redevelopment of Bader Field has raised a number of concerns locally, ranging from traffic and circulation issues to the economic viability of the existing Boardwalk casinos should casino zoning (RS-C) be permitted in this area. The site should be rezoned (from TRS) to meet the needs of the City – a zoning district that combines commercial, residential, and recreation zoning (mixed-use) is recommended. Currently the Resort Commercial (RS-C) Zoning District is the only district that allows for a mix of uses that may be appropriate for the Bader Field site. While this zoning designation comes with the connotation of “casinos” it is a logical designation for Bader Field if a full mix of uses is to be located on the site. In lieu of this zoning designation, a *new* zoning designation with appropriate uses and area and bulk standards could be developed for this site if a more limited list of permitted uses is preferable by the City and residents. The City should conduct a detailed analysis of the site and local/regional market conditions to determine the highest and best uses for the site. It is also worth noting that designating the site as an Area in Need of Redevelopment would allow the City to create a Redevelopment Plan that would outline all permitted use, desired lot layout, area and bulk standards, architectural and landscape architectural standards, etc. It is strongly recommended that the City consider this option prior to an RFP being prepared for the site.

- Land Development

If the City opts to sell or lease this site, it is essential to include very strict parameters on the entity that purchases and/or develops the site. A development plan must be incorporated into any such document that incorporates all previous studies, findings, etc. to create a development site that meets the needs of the residents, the business community, as well as the economic demands of Atlantic

City as it continues to transition itself away from its dependency on traditional casino gaming.

- Collaborative Effort

Atlantic City must begin to offer unique local and regional amenities for visitors; perhaps improved golf courses, camping excursions in the nearby Pinelands National Reserve, more boating and skiing opportunities on its wonderful beaches and in nearby rivers, and even develop ecotourism and bird watching adventures on the back bays of Absecon Island. The casinos alone cannot, and will not, create Atlantic City. They are an integral part, and may even have a role in the future of Bader Field, but they are not the whole story. The City should establish a panel to explore the opportunities for Bader Field. A panel made up of the City Administration, local business owners and neighborhood associations, the Metropolitan Business Citizens Association (MBCA), the Chamber of Commerce, the CRDA, the Atlantic City Convention and Visitors Authority, the Atlantic City Special Improvement District (ACSID), the Atlantic County Improvement Authority (ACIA), and the casino executives could pave the way for the most desirable future for all involved. The success of Bader Field will be determined by the successful public-private partnership that is established to provide the innovative economic opportunities that will carry Atlantic City well into the 21st Century.

The Framework for Conceptual Planning

Various local media sources have run stories about the possibility of casinos locating on Bader Field. Local media has indicated that some casino developers have expressed an interest in this site. If serious consideration is given to the concept of locating casinos on Bader Field, it is strongly recommended that the City hire an outside consultant to conduct an analysis of the market demand for casinos in Atlantic City. This analysis should take into account: location, size of casinos, amenities provided, expansion opportunities for existing casinos along the Boardwalk, and the potential impact of additional casino development in the region and its impact on Atlantic City. Market saturation for this industry in Atlantic City would be counterproductive to the City's overall economic goals.

It should be noted here that this analysis should not be construed as discouraging casinos on Bader Field. On the contrary, casinos on Bader Field may be the most financially viable proposition. The 19 March 2007 New York Times stated that Atlantic City "is a town that had been on cruise control for 25 years," the success of the Borgata Resort and Spa awakened the local industry to the new market forces that had been overlooked for more than a decade. The intent of the analysis of market demand should provide an indication whether it is in the City's best interest to finish the development of the existing "casino zone" or expand it to Bader Field.

The City does not want to be put in a situation in the future where casinos on Bader Field with easy accessibility negatively impact the existing casinos – specifically those along the Boardwalk with smaller lot sizes and limited physical expansion opportunities. Atlantic City should be cautious of the position that Las Vegas found itself after an expansion of the casino zone made some areas of "The Strip" obsolete. The City's economy is dependent upon all economic generators growing in a coordinated manner; if a gain in one sector precipitates a decline in another, the resultant net gain is zero for the City. This is the fundamental rationale for a thorough analysis of the

market demand for casinos on Bader Field. The results of such analysis could indicate that the Boardwalk casinos are confined by geographical constraints and unable to expand to keep pace in the competitive marketplace. Such a result may be an indication of the need for the City to designate this zone an Area in Need of Redevelopment, enabling land assemblage in an otherwise difficult environment.

If the results of the analysis of market demand reveal that locating a casino resort on Bader Field would have no negative affects on the citywide casino industry, a casino could serve as a viable anchor for an entertainment district on Bader Field (providing the casino is open to the idea of being part of a larger community – not internally focused, but rather turned inside out). This concept envisions significant parkland and open spaces for the local residents and visitors alike. Access to the water's edge for walking, running, cycling, boating (and marina) should be required features in this type of mixed-use casino resort district.

Bader Field offers the ideal opportunity from which to launch the expansion of the local tourism and entertainment economy. This plan would specify the kind of development required/permitted on the site, set specific zoning (area and bulk) requirements for the site, provide design and/or architectural standards, identify infrastructure and transportation requirements, as well as lay out the sale price or ground-lease payments required. Any development on the site, whether large-scale entertainment, casinos/resorts, hotels, office, housing, or commercial retail development *must* promote the creation of an interconnected community on these 140 acres – inward-focused casino development or an internally-focused mall are not recommended on the site. A strong development plan for the site combined with design/architectural guidelines can force this type of development to create the desired urban fabric appropriate for this site. An entertainment facility/casino that opens up with a "main street" of shops and restaurants outside the primary structure could serve as a "bridge" to another entertainment complex located on the opposite side of the Bader Field site. The creation of a walkable mixed-use district is strongly recommended on the site – the site should not be auto-dependent for movement throughout (e.g.

eliminate the current traffic issues faced by the increased development along the Boardwalk). A monorail, sky gondola, or similar connection to the Atlantic City Convention and Transportation Center should be considered in any development proposal as well. Again, this provides connectivity to the downtown area of Atlantic City, The Walk, the existing casinos, and the Boardwalk/beach.

Conceptual Recommendations for Bader Field

The Master Plan must provide an overall vision for the City. That vision is a combination of physical planning, social planning, transportation planning, as well as community and economic development. Bader Field is a unique opportunity for Atlantic City, an engine for economic growth and expansion beyond what is currently present in the City. Briefly, some conceptual ideas for the development of Bader Field follow. These concepts are intended to stimulate discussions regarding the massive opportunities that are possible for Atlantic City to capitalize upon to create a destination resort:

- An “Entertainment City” that draws upon the City’s 37 million annual tourists as well as provides local housing and commercial/office amenities. This would include an entertainment facility that is built around the casino industry (the City’s economic magnet) that could house performing arts venues (e.g. Cirque du Soleil), a cinema, restaurants and commerce, a marina, a boat ramp, and parkland for residents and visitors alike. This development should provide a unique commercial and residential opportunity for the Atlantic City market – a new urbanism development that follows the State of New Jersey’s Smart Growth principles. Finally, any development on this site should take advantage of the waterfront and utilize opportunities to develop a marina district, additional parklands, and entertainment facilities that provide for an experience *unique* to this region.

This theme could further include a studio complex that is able to propel the region into the age of media and

information technology – the “creative” economy that has developed worldwide is considered by many the most powerful economic engine on earth since the Industrial Revolution. A studio complex that could provide space for productions, recording studios, set filming, etc. could serve as a job-creator as well as a tourist attraction.

This concept is not unlike the Inner Harbor in Baltimore, MD which has been successfully redeveloped as an entertainment destination that takes full advantage of the waterfront opportunities as well as integrating a sports theme via the construction of the Camden Yards baseball stadium, the Power Zone center, and an ESPN Zone as anchors. While a sports theme is not necessarily the appropriate marketing technique for this area, it is illustrative of similar methods being incorporated in other cities in the US.

Additional development scenarios that could be wrapped into this overall concept or possibly stand on their own include:

- A waterfront community that houses commercial development, a marina district, parklands, residential development, and entertainment facilities that provide for a unique experience in this region. Cities such as Venice in Italy, the canal communities of Denmark and other Scandinavian countries, and RiverWalk in San Antonio are all examples of cities that have effectively combined waterfront amenities with economic prosperity and a high quality of life for the residents.
- A Rainforest Conservatory and/or natural habitat zoo that champions worldwide environmental causes. Bader Field is uniquely situated on the back bay, or Intercostal Waterway, of Atlantic City and while it is not a wetland site itself, it does offer spectacular views to the surrounding water and wetland areas. Such a concept could incorporate a conservatory that preserves these views. Ecotourism is the fastest-growing segment of the planet’s tourism industry and offers significant growth opportunities for this region. A development reminiscent of Omaha’s

Henry Doorly Zoo (Lied Jungle) combined with similar recreational activities present on Navy Pier in Chicago would cater to all age and demographic groups. This type of development would have to be in an enclosed glass structure to facilitate year-round use. This unique amenity could be in combination with a hotel/casino and commercial component to provide added demographic appeal.

- A large-scale indoor surf and swimming center (and water-park) or an indoor snow skiing center – Dubai and Tokyo recently built such facilities with tremendous success. At issue is the fact that Atlantic City is home to a wonderful beach and snow-skiing available in the Pocono's just a few hours away. However, an opportunity to provide year-round recreational attractions could prove to have a significant impact on the region's economy, especially in the off-season. Such a facility could be combined with a hotel, shopping, and/or affiliated sports activities on site. Expanding upon this concept could be the development of an all-encompassing sports center that includes rock-climbing, ocean kayaking, boating/marina district, rowing, etc.

Summary of Recommendations for Bader Field

Any development on Bader Field should be done in a comprehensive manner – a master plan for the entire 140 acres must be completed prior to the award of any approvals. Ultimately, any plan developed for this site must spur the imagination of the community to realize the highest and best use. Any development on this site must not be solely confined to following past development trends, but rather should look to the future to *expand and diversify the City's economy*. The visionary concepts for Bader Field imagine the canals of Venice, the architectural ambition of London or Dubai (respecting the scale of the nearby neighborhoods and the site's geography), and the economic/tourist successes of a Walt Disney World, the San Diego Zoo, or Mackinac Island,

Michigan – ultimately the conceptual plan envisions a world-class development on the east coast's premier development site. Bader Field offers Atlantic City its first opportunity in more than three (3) decades to truly redefine itself as the City repositions for the future – a future in which gambling opportunities are not enough of an attraction to draw people to an area. Las Vegas transcended this plateau in the early 1990s when it became an entertainment *destination* as well as a launching point to visit the Grand Canyon and the other national parks of the southwest.

Ultimately, Atlantic City must remember the 1974 and 1976 State referendums – destinations aren't bought; they are created through vision, determination, and hard work. The initial sale or lease price should not determine the destiny of Bader Field; the highest and best use that serves the needs of the entire community and its economic development potential should be the drivers for its future development. To this end, the City should consider utilizing the public-private panel to set guidelines for a Request for Proposals (RFP) and send it out internationally to see if a unique vision materializes for Bader Field. The Disney Corporation, Universal Studios, and the Rouse Corporation, among others should be on that list. The RFP response from an international cadre of possible developers could lead to expanded visions for Bader Field and the City – visions that will carry Atlantic City beyond the regional casinos appearing on the horizon in New York, Pennsylvania, Delaware and elsewhere

R. Designation of Areas in Need of Redevelopment – An Effective Planning Tool

While the entire City of Atlantic City is designated as an Area in Need of *Rehabilitation*, during the site and mapping analysis phases for the areas noted for zoning designation changes it became apparent that opportunities exist for the City to explore the use of *Redevelopment* incentives for a few sites. The current Rehabilitation designation provides for three (3) and five (5) year tax abatements but does not provide the City the authority to acquire and assemble underutilized lands for future economic development. The following are sites that offer the most potential for designation as Areas in Need of Redevelopment:

- Riverside District – recommended for a new Business Park zoning designation
- Bader Field – recommended for Resort Commercial (RS-C) zoning designation or, in the alternative, Mixed-Use/Planned Development zoning designation
- The Duell Fuel/Verizon site – recommended for Mixed-Use/Recreation and entertainment zoning designation
- The Main Street Atlantic City district – the currently designated fifteen (15) block area along Atlantic Avenue between Michigan and Massachusetts Avenues
- The Resort Commercial Zoning (RS-C) zoned lands along the Boardwalk to ensure economic development opportunities as envisioned in the City's first Master Plan as well as this Plan. Many properties are underutilized as a result of the difficulty in assembling land for economic development activities.
- Properties along the Black Horse Pike (Route 322), most zoned Highway Commercial (HC), that create the entranceway to the resorts in Atlantic City.

These districts offer the potential to bring catalytic change to their respective areas within the City via the use of economic incentives that are available for sites designated as Areas in Need of Redevelopment (see Figure 57). The City should explore moving beyond new zoning designations for each site and consider undertaking a proactive approach toward the revitalization of these areas. The State of New Jersey has a very structured set of criteria for the determination of an Area in Need of Redevelopment which is outlined below.

The Redevelopment Statute (N.J.S.A. 40A:12A-5) states, in part, that: *“a delineated area may be determined to be in need of redevelopment if, after investigation, notice and hearing... the governing body of the municipality, by resolution, concludes that within the delineated area any one of the following conditions is found.”* (emphasis added):

- a. The generality of buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space as to be conducive to unwholesome living or working conditions.
- b. The discontinuance of the use of buildings previously used for commercial, manufacturing, or industrial purposes; the abandonment of such buildings; or the same being allowed to fall into so great a state of disrepair as to be untenable.
- c. Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten (10) years prior to the adoption of the resolution, and that by reason of its location, remoteness, lack of mean of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.

- d. Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.
- e. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real property therein or other conditions, resulting in a stagnant or not fully productive condition of land potentially useful and valuable for contribution to and serving the public health, safety and welfare.
- f. Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.
- g. In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Enterprise Zones Act" P.L. 1983, c.303 (C.52:27H-60 et. seq.) the execution of the actions prescribed in that act or the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment pursuant to sections 5 and 6 of P.L. 1992, c.79 (C.40A:12A-5 and 40A:12A-6) for the purpose of granting tax exemptions within the enterprise zone district pursuant to the provisions

of P.L. 1991, c.144 (C.40A:21-1 et. seq.). The municipality shall not utilize any other redevelopment powers within the urban enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L. 1992, c.79 (C.40A:12A-1 et. seq.) for determining that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.

- h. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

Crucial to applying these criteria is the understanding that any one (1) of the eight (8) criteria is sufficient for the City of Atlantic City to make a determination that the Study Area is "In Need of Redevelopment" (N.J.S.A. 40A:12A-5). Additionally, the Redevelopment Statute provides that "*a redevelopment area may include lands, buildings, or improvements which of themselves are not detrimental to the public health, safety, or welfare, but the inclusion of which is found necessary, with or without change in their condition, for the effective redevelopment of the area of which they are a part*" (N.J.S.A. 40A:12A-3).

The effective and careful use of redevelopment as a planning tool can lead to the expedited revitalization of otherwise blighted areas. In the case of the areas recommended for consideration in Atlantic City, each area carries with it unique circumstances (see noted areas mapped in Figure 57):

- The Riverside District may have contamination from previous development that has been demolished. There are also environmental constraints regarding wetlands delineations that must first be resolved prior to any development locating on this site.

- The Bader Field site would benefit from redevelopment designation as such would necessitate the creation of a Redevelopment Plan – a formal document outlining exactly what uses are permitted as well as strictly defining the area and bulk standards for all development. Any final development proposal should be in the form of a complete master plan for the entire Bader Field site.
- The Duell Fuel/Verizon site is currently occupied by industrial uses that have likely resulted in contamination of the soil and water in this area. The nearby neighborhood would benefit immensely from the revitalization of this site. And, as noted previously, the ability to create a transport connection to the “new” Bader Field serves as a step to the City’s implementation of alternative modes of transportation (e.g. water taxis, pedestrian connections to The Walk, etc.).
- Main Street Atlantic City (MSAC) is the heart of the City, the Downtown. This area has struggled to gain the momentum for revitalization that has been experienced in other areas of the City. The determination of this area as an Area in Need of Redevelopment may coalesce this “neighborhood” via the commitment of economic incentives/aid that would likely be forthcoming from the City with such a designation. This district is the “entrance” to the casino resort area and is currently viewed by many to be the most “blighted” area of the City. The collaboration of the City, the CRDA, ACSID, and MSAC serving together on a Redevelopment Agency would enable the MSAC district to fully realize its potential and implement its Neighborhood Revitalization Plan.
- Land within the Resort Commercial (RS-C) Zoning District (along the Boardwalk, not the Marina District RS-C zoned land) has long suffered from continued underutilization – often perhaps the deleterious effect

of land speculation. Many of the large stretches of vacant land along the world famous Boardwalk are actually made up of multiple lots with various owners. The inability of developers to assemble this land appears to result in the lack of development and the appearance of vacant lots and/or surface parking lots that are often unsightly and trash-ridden.

It is worth noting that this recommendation for redevelopment in the RS-C Zoning District is not intended to provide casinos with the opportunity to use the economic incentives of payment in lieu of taxes (PILOT) but rather to provide the City the opportunity to assemble land at fair market value to allow for community and economic development projects – within the purview of the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-1 et seq.).

- The underutilized lands along the north and south sides of the Black Horse Pike (US Route 322) that were formerly occupied by the Shell Service Station and Ruffu Ford Auto Dealership appear to have potential as redevelopment areas. These sites are situated on one of the three major entrances to attractions of Atlantic City. These locations, with abandoned buildings, maintain a blighted appearance in a location that has the potential for environmentally sound redevelopment along the waters of the back bays.

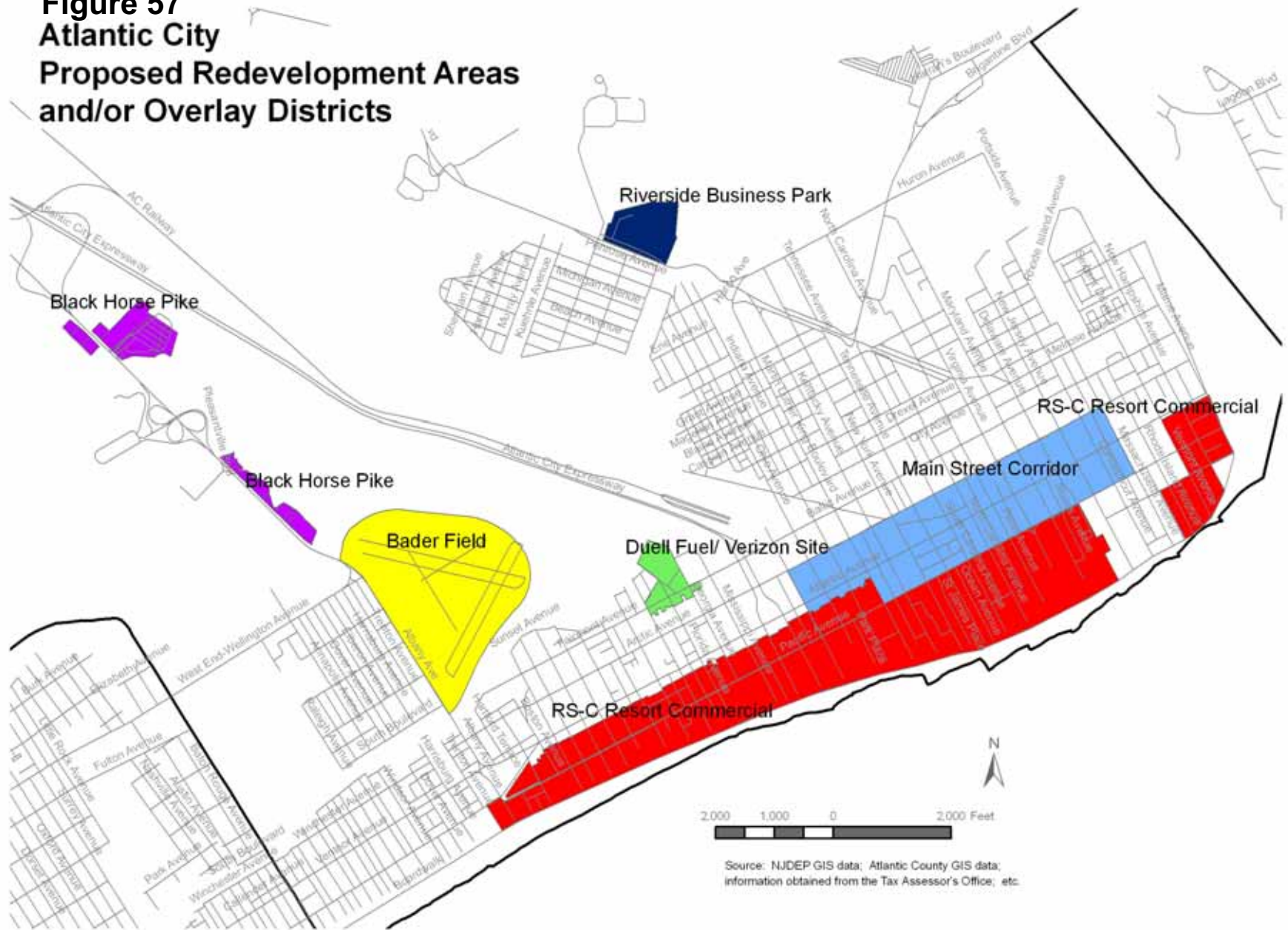
The Allure nightclub and package liquor store is located between the former Shell Station and the former Ruffu Ford site. This facility, while operational, also appears to be underutilized and designed/developed in such a way as to miss the value opportunities to take advantage of the location along the waterfront.

In addition to these sites, the bus parking facility along the north side of the Black Horse Pike (between the ramp to the Atlantic City Expressway and the ramp to the Atlantic City High School site) appears to suffer from underutilization. The facility appears to be fully functional

with busses parking on a semi-regular basis; however the use of waterfront land for bus parking in the Highway Commercial zoning district is not the highest and best use for the site. Additionally, environmental concerns are raised as there appears to be a significant amount of untreated stormwater runoff into the waters of the back bay.

The motels located directly across the street may qualify for designation as a redevelopment as well. This location is strategic as an entranceway to Atlantic City. The City should work with the local property owners to determine the economic viability of these facilities and look for ways to assist with the improvement or reuse of these sites.

Figure 57
Atlantic City
Proposed Redevelopment Areas
and/or Overlay Districts



S. Zoning Ordinance Revisions and the Potential for Development Impact Fees Associated

The City's Land Use Development and Zoning Ordinance currently allows for building heights not to exceed 385 feet in the Resort Services – Commercial (RS-C) zoning district. Schedule 1 of the Zoning Ordinance permits this building height for casino hotels, residential towers, and other nonresidential developments (as permitted in the zone). Areas within the City that currently permit increased building heights include: the area of the former Uptown Urban Renewal Tract and the Southwest Inlet Redevelopment Area where heights of 800 feet are permitted; and the Huron North Redevelopment Area (Marina District) where building heights in excess of 500 feet are permitted.

The height limitations were originally set at no more than 385 feet due to Federal Aviation Association (FAA) restrictions that resulted from the operations of the nearby Bader Field Airport. With the closure of the airport on Bader Field in September 2006, the need for these restrictions has disappeared. As a result, prospective developers have recently begun to approach the City's Planning and Zoning Boards about the possibility of an increased height limitation for the RS-C zone.

At a casino executive Community Forum in the summer of 2006, many noted a desire for an increase in building height to 800 feet. Smart Growth principles and common sense provide rationale for increased densities in urban areas. The lack of significant amounts of available land in the City also points to the advantages of increased building heights. Accordingly, the issues that remain to be addressed include:

- An analysis of City's current transportation infrastructure to determine whether or not it could handle the increased pressures that would result from an increase in building height allowance; and

- A determination that such heights would not negatively impact the residents or the beach areas of the City with their increased shadow patterns (specifically during the afternoon when residents and tourists are sunbathing on the City's renowned beaches).

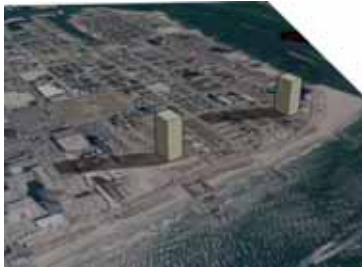
The transportation component of this analysis is a bit more complicated to address; however the Transportation and Circulation element of this Plan notes that additional modes of transportation are necessary for the City to fully function with full build-out at current height restrictions. Additional height, while logical in an urban setting, will further compound the existing traffic and should therefore be accompanied by a solid mass transit proposal for the City. The opportunities for light rail, a possible monorail, and/or other modes of transportation (e.g. water taxis, a "skyway" connection to Bader Field from the Atlantic City Convention and Transportation Center, or other) should be explored. In many communities, think San Francisco's cable car, these very ideal modes of transportation have become tourist attractions as well.

At issue is the cost of such infrastructure. A possible solution may be that the City incorporates development impact fees on a "per story" basis for every story a developer exceeds the current 385 foot height limit (not to exceed 800 feet) in the RS-C zone. This money would be required to be put into an interest-bearing account that can *only* be used for the mass transit infrastructure as proposed.

But the issue of shadows must first be resolved. To provide some indication of the shadows that would if the City increased the building height restriction to, say, 800 feet, the following models have been developed. The graphics illustrate examples of two (2) 385 foot high buildings, two (2) 600 foot high buildings, and two (2) 800 foot high buildings – all positioned in the same location near the Northeast Inlet section of Atlantic City. The four (4) shadow patterns illustrated for each building height are for May 21st (early summer) at 7:00am, 3:00pm, 4:00pm, and 5:00pm. The afternoon times will likely be the most critical as shadows overtake the City's beaches.

Figure 58
Shadow Pattern Modeling for Increased Height Allowances
 (Modeling based upon sun angles on May 21 – coinciding with beginning of the City's beach season)

385' at 7:00 am



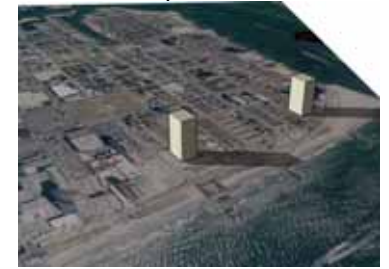
385' at 3:00 pm



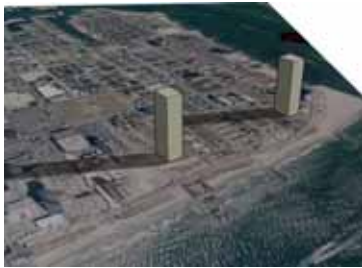
385' at 4:00 pm



385' at 5:00 pm



600' at 7:00 am



600' at 3:00 pm



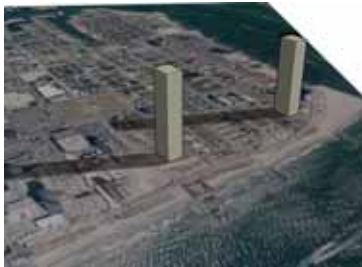
600' at 4:00 pm



600' at 5:00 pm



800' at 7:00 am



800' at 3:00 pm



800' at 4:00 pm



800' at 5:00 pm



As the photos in Figure 58 demonstrate, the increased heights of the buildings do increase the length and duration of shadows on the City's beaches. At the existing 385 feet height limit, the beach is not impacted until 5:00pm (and then only partially). At 600 feet, the building begins to cover the beach in shadows at approximately 4:00pm; and at 800 feet the building begins to cover the beach just after 3:00pm.

These issues should be taken into consideration as the City considers increasing the permitted building heights in the RS-C zone; the beach is the City's most valuable natural asset. Possible recommendations include setting aside very specific areas within the RS-C zone directly adjacent Pacific Avenue that would permit these increased building heights. Another option might be to ensure that mandatory "view corridors" are established on the Zoning Map – areas that are not buildable, a trade of sorts to allow increased building heights on land adjacent to these "view corridors." These two (2) options could be combined to ensure adequate protection of the beach as a tourist amenity and a natural resource.

Prior to any recommendations, the City should implement a transportation improvement plan and determine the mode of transport that will be the most viable for Atlantic City in the 21st Century.

T. Conclusions

In recent years, Atlantic City's casinos have begun to respond to the growing pressures of the marketplace – an intangible yet powerful force that dictates success or failure in a business, or an economy. And now Atlantic City, with the foresight to proactively plan for its future, has begun this first step with the creation of a new land use plan to guide the pattern of development within its boundaries.

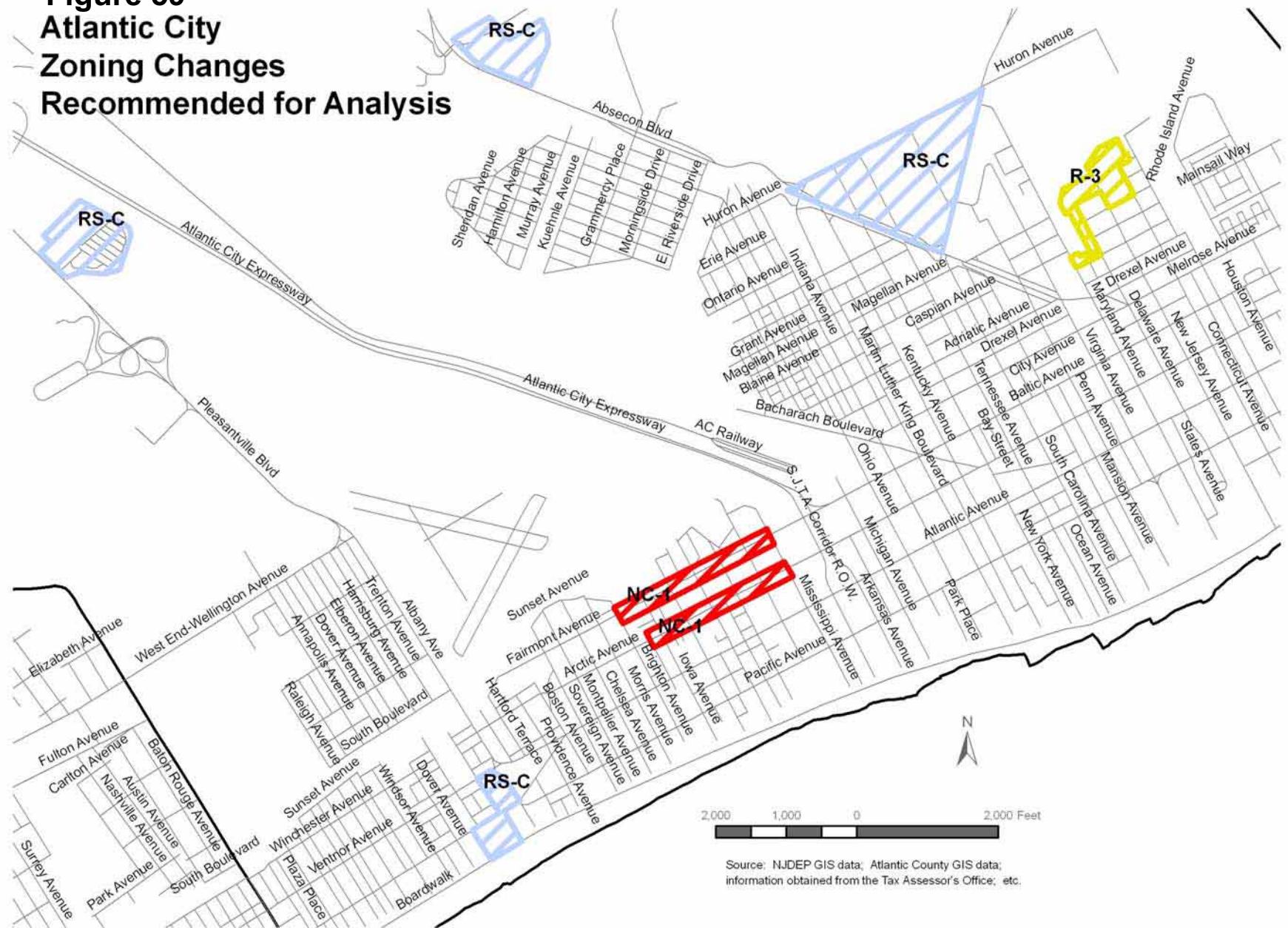
The City is the center of the regional economy and is recognized as a significant force in the State's entertainment industry. The success of the City's casinos, their development of new resort-style amenities, and the renewed interest in Atlantic City will assist in the City's transformation to a world class resort community. This land use plan, combined with the other elements of this Plan will provide the foundation on which the City can adapt to the changes in the tourism marketplace, the backbone of the City's economy. With this plan and recommended strategies, Atlantic City can begin to diversify the amenities that make it the destination it is, as well as provide the opportunities for community and economic development that serve the residents.

Land use planning must be conducted as a part of a larger picture; and this plan has been prepared in conjunction with all Master Plan elements, from the Economic Plan to the Community Facilities Plan to the Parks and Recreation Plan.

U. Addendum – Subsequent Zoning Analyses and Recommendations

During the formal hearings before the Atlantic City Planning Board in March 2008, additional zoning recommendations were suggested for further analysis (Figure 59). These recommendations came from both the Board and the private sector. In the interest of fairness and public transparency, the Planning Board allowed private individuals/entities with an interest in a specific property to testify and/or utilize professionals to testify on behalf of the sites under analysis for rezoning. After several public hearings, on 18 June 2008 the Planning Board voted unanimously to adopt the Land Use element of the Master Plan as written. Subsequent to this vote, the Planning Board voted on a case-by-case basis to include or not include the following subject sites in the Master Plan as a site recommended for rezoning.

Figure 59
Atlantic City
Zoning Changes
Recommended for Analysis



The following sites were analyzed for possible reclassification of zoning designation:

1. **The beach block between Roosevelt and Lincoln west to Atlantic Avenue and the old High School site bounded by Ventnor, Albany, Atlantic, and Trenton – from Multifamily Residential (RM-4)/Redevelopment Area and Neighborhood Commercial (NC2) to Resort Commercial (RSC) zoning**

The portion of the site fronting the boardwalk is currently zoned Multifamily Residential (RM-4) and/or is part of the Roosevelt Seedorf Redevelopment Area (RSRA). The former high school site is currently zoned Neighborhood Commercial (NC2). The recommendation for these three blocks is to reclassify them as Resort Commercial (RSC) zoning (Figures 60 and 61).

The following issues were noted in support of the recommended rezoning:

- Adaptive reuse of vacant/parking lots
- Existing transportation infrastructure adjacent to site
- Boardwalk frontage
- The creation of critical mass near Hilton Casino end of current RSC district
- Such rezoning may require design standards to protect nearby residential dwelling units

The Planning Board recognized the importance of further expanding the Resort Commercial (RSC) zoning further west to accommodate ongoing plans for the proposed Gateway Casino and Hotel project at this location. The Board further identified the site's location and the fact that it is contiguous to the Resort Commercial (RSC) zone that currently ends at Albany

Avenue as a rationale to favorably recommend this site for rezoning.

The Planning Board voted unanimously to include this site in the Master Plan as a site recommended for a zoning change to Resort Commercial (RSC).

Figure 60
Proposed RSC Zone at Albany and Atlantic Avenues



Figure 61
Aerial of Albany and Atlantic Avenue Site



2. The Route 30 (White Horse Pike) site west of Beach Thorofare waterway – from Highway Commercial (HWC) zoning to Resort Commercial (RSC) zoning

This site is currently zoned Highway Commercial (HWC). Penn National Gaming, Inc. (Penn Gaming) has been working with the site's current owners to buy the site with the intent to locate a casino hotel on the site. Penn Gaming, in association with their professionals, presented their concept to the Planning Board, noting the importance of designating the site Resort Commercial (RSC) zoning that would allow casino development as a permitted use (Figures 62 and 63).

The site is currently designated a "bay island" pursuant to the New Jersey Department of Environmental Protection's (NJDEP) Coastal Area

Facilities Review Act (CAFRA) regulations. As such, the following New Jersey Administrative Code (NJAC) sections are applicable:

- 7:7E-3.49.ii Casino hotel development is discouraged along the access highways to Atlantic City. That is, along the entire Atlantic City Expressway, Route 40 north and west of Beach Thorofare and Route 30 northwest of Penrose Canal.
- 7:7E-3.21(b) Water dependent development is conditionally acceptable provided that:
 - Impervious cover does not exceed three percent of the bay island portion of the site or up to 30% for existing impervious sites.

In addition to addressing the regulatory and environmental constraints noted on site prior to any recommendation for zoning change, KEPG also noted the importance of completing a thorough traffic study prior to determination of any development on this site.

Upon numerous presentations by Penn Gaming and its professionals, the Planning Board heard testimony regarding the history of the site and improvements that have been made, including recent development activity: a self-storage facility. The Board indicated that the history of development activity on the site as well as the existence of underground storage tanks may be cause for review by CAFRA to more accurately determine if this property may have additional development potential beyond that typically permitted on a bay island.

The Board recognized that significant challenges to future development exist on the site, specifically relative to CAFRA, but determined that negotiations with NJDEP/CAFRA representatives could lead to a viable project site.

The Planning Board voted unanimously to include this site in the Master Plan as a site recommended for a zoning change to Resort Commercial (RSC). The Board did note the importance of protecting the character and viability of nearby residential development (specifically the Venice Park neighborhood that is located across Route 30); traffic patterns (e.g. LOS), and development/design character should be strongly considered for any development at this location. Ultimately, the Board determined this site to be a unique situation; one that *may* provide a viable development site for a casino.

Figure 62
Route 30 Site Proposed for RSC Zoning

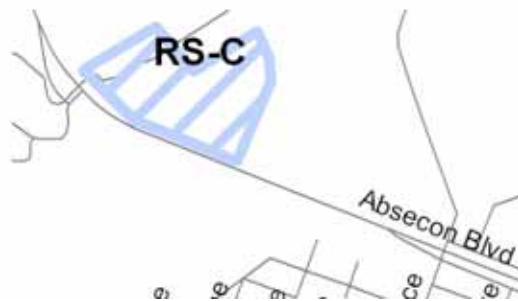


Figure 63
Aerial of Route 30 Site Proposed for RSC Zoning



3. The Arctic Avenue corridor from Stenton Place to Mississippi Avenue and the Fairmount Avenue corridor from Brighton Avenue to Mississippi Avenue – from Residential (R-3) zoning to Neighborhood Commercial (NC-1)

The blocks between Stenton Place and Mississippi Avenue along Arctic Avenue currently contain a mix of land uses; from small commercial shops to single/multifamily dwelling units. The same is true of the blocks between Brighton Avenue and Mississippi Avenue along Fairmount Avenue. Accordingly, in an effort to protect this mixed-use development pattern as well as more accurately reflect the existing land uses, it was recommended that these areas be rezoned from Residential (R3) to Neighborhood Commercial (NC-1) which permits both residential and commercial development (Figures 64 and 65).

The Planning Board voted unanimously to include this site in the Master Plan as a site recommended for a zoning

change to Neighborhood Commercial (NC-1); however, the Board did note that they would like to “encourage residential development” within this area.

Figure 64
Arctic and Fairmount Avenues Proposed for NC-1 Zoning



Figure 65
Aerial of Arctic and Fairmount Avenues Proposed for NC-1 Zoning



4. The area bounded by Brigantine Blvd., Marina/Huron Blvd., and Route 30/Absecon Blvd. – from Area Commercial (AC) to Resort Commercial (RSC) zoning

This area is adjacent to the Marina District and across Route 30 from the Borgata Hotel and Spa (Figures 66 and 67). Within the “triangle” bounded by Brigantine Blvd., Marina/Huron Blvd., and Route 30/Absecon Blvd. is land currently zoned Area Commercial (AC). It was recommended in this Land Use element that the site be rezoned Resort Services (RS) to allow for the construction of hotels, a use not currently permitted in the Area Commercial (AC) zone (see page 61 of the Land Use element).

During the public hearing process, this site was recommended as a possible site for future casino development given the fact that it is contiguous to the Resort Commercial (RSC) zone that encompasses the Marina District just across Route 30. Issues relative to environmental constraints that may exist on site as well as transportation concerns in the “spaghetti” network of roads were raised by both public and private individuals. Additional concerns were raised regarding the lack of large developable sites within this “triangle,” however boutique casino development appears very likely on these sites.

Ultimately, the Planning Board voted unanimously *not* to include this site in the Master Plan as a site recommended for a zoning change to Resort Commercial (RSC). The Board noted safety issues regarding the transportation network, the impact on the residential development located across Brigantine Boulevard, and concerns regarding the economic feasibility of boutique casinos in the existing marketplace (from a pure economic development and planning perspective, KEPG supports the concept of boutique casinos as a method to diversify the current status quo casino market). The

Board did specify that their decision to not include this site as a site recommended for rezoning to Resort Commercial (RSC) should not eliminate future considerations based upon new analysis or new economic/market data.

Based on this vote by the Planning Board, the original zoning recommendation, to Resort Services (RS), remains in effect (see page 61 of the Land Use element).

Figure 64
The “Triangle” Area Proposed for RSC Zoning

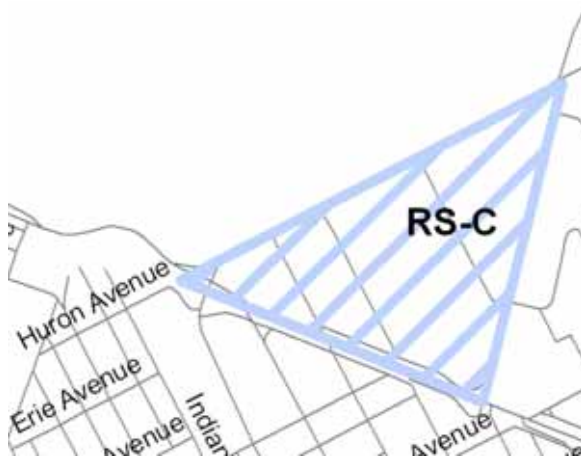


Figure 65
Aerial of the “Triangle” Area Proposed for RSC Zoning



5. **Bungalow Park properties along the water – from Residential (R-1), and previously proposed in this Land Use element for Residential (R-2) designation, to Residential (R-3) zoning**

This area primarily includes those properties adjacent to the water's edge along the Delta Basin, Snug Harbor, and Gardner's Basin in the northern section of Bungalow Park (Figures 66 and 67). On page 59 of this Land Use element of the Master Plan, a recommendation for changing the zoning designation for all of Bungalow Park from Residential (R-1) to Residential (R-2) was made. As a result of the public hearings for the Master Plan, it was noted that the density of the development at the water's edge has gradually been increasing over the years as the desire for waterfront land has become more desirable. Accordingly, these properties currently maintain a higher density than the remainder of Bungalow Park and should be designated as such. The Residential (R-3) classification permits attached residential development

(where R-1 and R-2 only permit detached development) and appears more appropriate for the existing as well as proposed development.

The Planning Board voted unanimously to include this site in the Master Plan as a site recommended for a zoning change to Residential (R-3).

Figure 66
Bungalow Park Waterfront Properties Proposed for R-3 Zoning

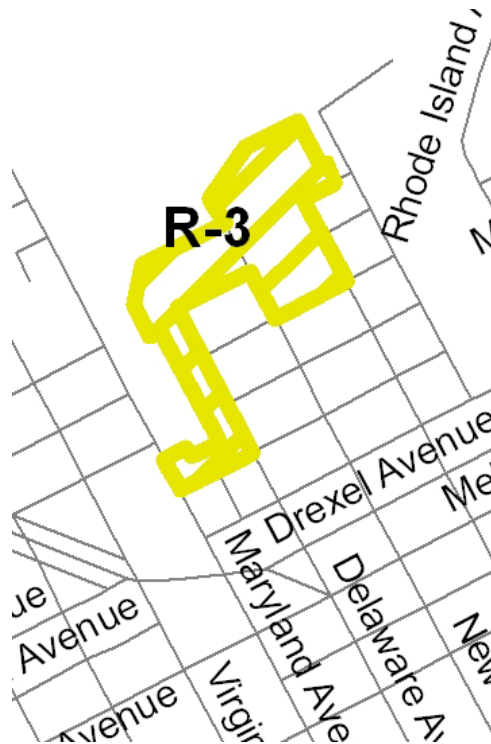


Figure 67
Aerial of Bungalow Park Waterfront Properties Proposed for R-3 Zoning



6. **The Atlantic City Transportation Center (formerly known as Hansen's Bus World) at 1501 North Albany Avenue – from Highway Commercial (HWC) to Resort Commercial (RSC) zoning**

This site contains approximately 50 acres, approximately 20 acres of which is upland and the subject of the zoning request made by the property owner. The site currently has access to Albany Avenue for vehicular ingress/egress (Figures 68 and 69). Presentations made by the property owner and their professionals indicated that the New Jersey Department of Environmental Protection granted an approval in 1990 for the property owner (Hansen's Bus World) to "construct access and egress ramps from the Atlantic City Expressway to...expand the Bus World parking area, including the

provision of stormwater facilities...” This possible ingress/egress to the Atlantic City Expressway (contiguous to the rear of the property) would provide improved vehicular movement for possible casino development.

The Planning Board had a number of concerns with recommending rezoning of this site, specifically:

- The property owner would need to ensure that any approvals by the NJDEP remain valid at this time
- The Level of Service (LOS) for Albany Avenue, with the development of a casino/hotel, may indicate failure (LOS F)
- Traffic movement south/east on Albany Avenue would need to utilize the jug-handle at the Atlantic City High School site to access the property; raising safety concerns
- The issue of intercepting vehicular traffic, from either the Atlantic City Expressway or Albany Avenue, before these cars reach the Bader Field site, or Atlantic City proper was raised – the Board noted the need to pace casino development and protect existing community investment (Bader Field was recommended for Resort Commercial zoning in March 2008)

Ultimately, the Planning Board voted unanimously *not* to include this site in the Master Plan as a site recommended for a zoning change to Resort Commercial (RSC). The Board recognized the need sequence casino development; noting the current plans for various casino projects throughout the current/proposed Resort Commercial (RSC) zone.

The Board did note that this site should be reconsidered in the future, subject to additional planning and market analysis.

Figure 68
Albany Avenue Site (former Hansen Bus World)
Proposed for RSC Zoning

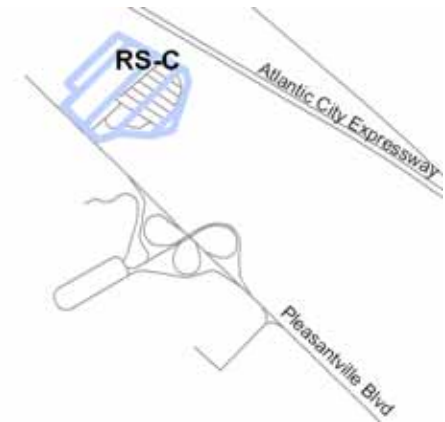


Figure 69
Aerial of Albany Avenue Site (former Hansen Bus World)
Proposed for RSC Zoning



Atlantic City Master Plan

Housing Element



Section 2 – Housing

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Section 2 – Housing

Introduction

(1) Housing

Shelter is one of the three basic human needs, and there is no doubt that a responsible society has an obligation to prevent people from dying out in the elements. In 1949, the United States set a goal that would take this minimum obligation several steps further – to “a decent home and suitable living environment for every American family.” This declaration moved the nation beyond the obligation to provide mere shelter and into the realm of “housing,” a market commodity produced by a complex and politically influential industry. It also embraced “every American family,” not just the stereotypical approach to shelter those found huddled under viaducts.

According to federal policy analysts such as Charles Orlebeke of the University of Illinois at Chicago, this challenge meant confronting the issues of defining who besides the immediately desperate might receive housing assistance, what form such assistance might take and for what types of “decent” housing, and who should be administratively responsible for running the system. Since Congress’ famous formulation in 1949, efforts to achieve the goal have turned to such answering these questions.

The 50 years since passage of the Housing Act of 1949 may be divided into two time segments: the first ran from 1949 to the 1973 - Nixon moratorium on housing production subsidies, which marked the end of the federal government’s aspirations to dominate the assault on the national housing goal through federally enacted and administered production programs. The second segment, from 1973 to the present, has seen the evolution of a mixed system of low-income housing policy with a much diminished federal role (whose primary focus today is on the financing side through Fannie Mae and other regulatory and policy objectives) in program design and outcomes, as ascendant role for state and local governments, and the opportunity for the recipients of housing vouchers to scout the private market for the best deal they can find. As a result of this devolution of housing policy in the United States, there have been

three important and reasonably effective policy instruments that have emerged: housing vouchers (Section 8), housing block grants (HOME, HOPE VI, CDBG, etc.), and the Low Income Housing Tax Credits (LIHTC) program. It is the intent of this Plan to provide better opportunities for the City of Atlantic City to utilize these tools for local housing needs as well as begin to create new local tools in light of the apparent continued devolution of housing policy in this country.

(2) A Housing Plan for Atlantic City

The purpose of a Housing Plan for the City is to not only research and analyze the existing housing situation, but to begin to create a local strategy to provide an adequate supply of housing serving a range of income groups. The reality is that the upper income group, those above 120% of area median income (AMI), are likely to be in a much better position to find and afford adequate housing in the City and/or region – increased opportunities are available to this segment of the population. Accordingly, the lower income groups (those less than 50% of AMI) are the City’s neediest residents in terms of housing provision and have traditionally been serviced by the many federal programs administered locally through the Atlantic City Housing Authority (ACHA). While this segment of the population will continue to require housing assistance, it is the lower/middle-income households (50% to 120% of AMI) that will be at risk of having only limited opportunities for decent “affordable” housing in the coming years, especially as housing cost increase disproportionately with income.

This Plan will outline the current housing situation in Atlantic City as well as assess the City’s current housing programs. More importantly, however, is the Plan’s ability to create a strategy to address the provision of housing for all of the aforementioned income groups, with special attention focused on the needs for workforce housing in the City.

(3) The Importance of Housing and Neighborhoods – What the Scholars Say

Surveys and real estate transactions tell us a great deal about what people like about neighborhoods. They want neighborhoods that are safe, clean, and stable. People want good schools, recreational facilities, their friends, and others like them nearby. They appreciate convenient shopping and access to other services. These generalizations, of course, do not do justice to the complex set of factors that contribute to the public's perceptions of their neighborhoods and the rich literature that documents those factors.

A simple way of examining the public's perception of their neighborhoods is to divide explanatory factors into attributes of the neighborhood and characteristics of the people. Neighborhood attributes begin with problems. Assault, vandalism, uncontrolled animals, and unfriendly neighbors head the list of problems. An unsafe feeling – whether it is due to the presence of drug pushers, vandals, uncontrolled dogs and cats, or hostile neighbors—repeatedly has been shown to contribute to neighborhood distress. Books by Harries (1992), Rose and McClain (1990), and Rosenberg and Fenley (1991) provide considerable detail on the destructive capacity of crime to people and the places where they live. Roper surveys from 1975 into the 1990s have asked the American public to prioritize 18 problems for government action. Baxter (1990), for example, reports that an average of 80 percent of respondents rated crime as a high priority in these surveys; in fact, crime has been rated the highest priority in these opinion polls. Physical decay stands alongside unsafe conditions as an obvious cause of a low neighborhood quality rating. Abandoned factories and businesses, occupied buildings in poor or dangerous condition, torn-up streets and decaying sidewalks, inadequate street lighting, and litter and trash all are symbols of neighborhood decay. It has long been argued that decayed neighborhoods send a psychological message of despair and decline to residents.

Good schools, parks, libraries, religious entities, and community places where friends and businesspeople meet are amenities and should attract people to neighborhoods. Conversely, their absence can be a major disadvantage to a neighborhood (Karsarda and Ting

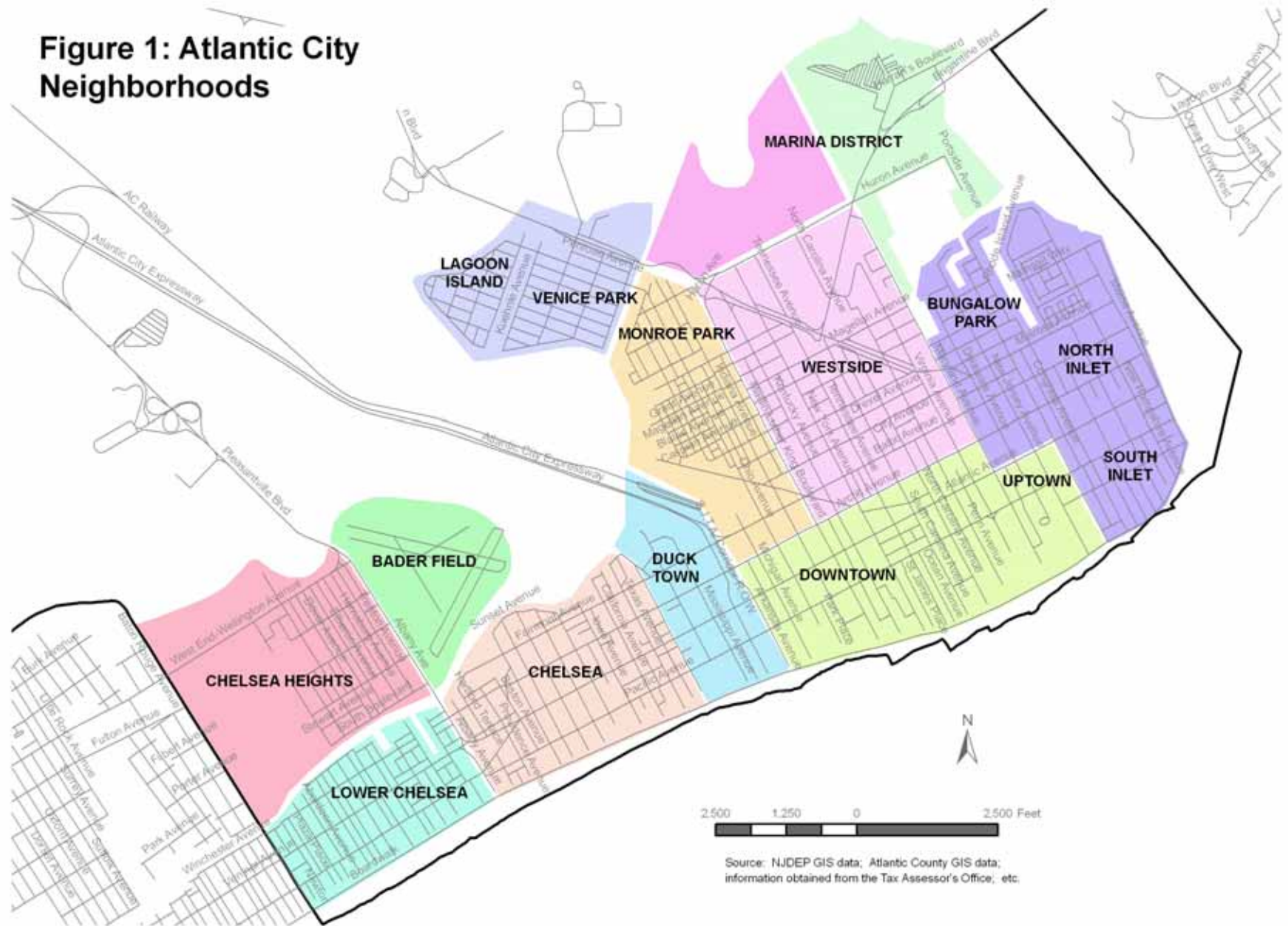
1997; Kozol 1991, Picus 1996; Wolch 1997). The presence of these facilities supports neighborliness and builds social capital. David Ward (1989) described how 19th century immigrants joined together to create a sense of community that was linked to jobs and services and served as a way to combat discrimination. The building and maintaining of social capital is supported by an attractive environment (Bothwell, Gindroz, and Lang, 1998). Detwyler and Marcus (1972) identify parks, cemeteries, greenbelts, riverbanks, and other green areas as having therapeutic value. Looking at the settlement of the Boston area, Warner (1978) asserts that trees are part of the American democratic image.

The results of these findings indicate the need to not only build the actual housing units for the City's families, but also to provide the parks, community facilities, commercial development, quality schools, etc. that makes a neighborhood complete – housing alone will not suffice if healthy, long-term neighborhoods are desired.

(4) How This Applies to Atlantic City's Neighborhoods

Atlantic City has a variety of neighborhoods that make up the residential fabric of this dynamic community. Figure 1 provides a graphic representation of these areas. While neighborhoods are individual physical and social entities, they must all function equally well as they are all part of the same whole (e.g. the City) – remember the saying, "one rotten apple spoils the barrel!" The following section provides a detailed analysis of the existing conditions for Atlantic City's neighborhoods and provides the overall demographic situation in the City.

Figure 1: Atlantic City Neighborhoods



Part I Housing Analysis

The following information provides an overall inventory of the municipal housing stock of Atlantic City according to the US Census 2000 and other data as noted.

(5) Age of Housing

The age of the housing stock in a municipality is an important indicator of the health and vitality of the overall community. As the percentage of older housing in relation to all housing increases this may indicate a lack of economic opportunity since very little new housing is being built to balance the percentage over a broader time period.

Figure 2 illustrates that greater than 47 percent of owner-occupied housing units in Atlantic City pre-date a 1950 construction timeline (a fact that indicates approximately half the City's housing stock is over 50 years old). Only 443 owner occupied units have been built since 1990, which is an average of approximately 44 new housing units per year. The City of Atlantic City has less than 10% of its housing stock that was built in the last census decade, significantly lower than that of Atlantic County (15%) and the State of New Jersey (12.1%). The significant differences in this city to region/state comparison are illustrative of reduced housing demand in the City and/or lack of available land on which to construct housing units and/or the economic viability of new construction in the City.

Also noteworthy; the median year that owner-occupied housing was built in Atlantic City is 1952. The median year that housing was built in Atlantic County is 1972 – much newer housing product exists in the county, illustrating a trend for newer development to take place outside of Atlantic City proper and in the suburban areas instead.

Figure 2
Age of Owner-Occupied Units
Atlantic City Compared to Atlantic County and the State

Year built	Atlantic City		Atlantic County %	New Jersey %
	Number of Units	%		
1990 to March 2000	443	9.7	15.0	12.1
1980 to 1989	358	7.8	18.5	13.5
1970 to 1979	374	8.2	16.9	13.0
1960 to 1969	580	12.7	15.1	15.2
1950 to 1959	656	14.3	13.6	18.0
1940 to 1949	588	12.8	6.7	9.1
Built 1939 or earlier	1,584	34.6	14.3	19.2
Median Year Built	1952		1970	1962

Source: Census 2000

It is no surprise that income is a primary determinant for owner-occupied housing vs. renter-occupied housing. The fact that Atlantic City has a significant number of residents with low levels of income leads to a higher renter-occupied housing percentage. The nationwide home-ownership rate is almost 67%; comparable to the State of New Jersey and Atlantic County homeownership rate. Conversely, the City of Atlantic City has a homeownership rate of only 29%, less than half the national, state, or county rate.

In terms of absolute number, in Atlantic City there are significantly more rental units than owner-occupied units, 11,265 rental units compared to only 4,583 owner-occupied housing units (of the total 20,219 actual housing units in Atlantic City, it is worth noting that 4,371 units are vacant and not included in these owner/rental

calculations). This equates to approximately 2.5 rental units for every one (1) owner-occupied unit (see Figure 3 for details).

Furthermore, approximately 31 percent of the rental-occupied units pre-date 1950 in terms of time of construction – making the rental housing market in the City a more recent phenomenon. Approximately 549 rental units have been built since 1990 indicating the increasingly common trend to construct rental units in Atlantic City rather than owner-occupied units. Finally, the median year in which the rental units were built is 1963, making such units approximately ten (10) years newer than the owner occupied units.

Figure 3
Age of Renter Occupied Units
Atlantic City Compared to Atlantic County and the State

Year built	Atlantic City		Atlantic County %	New Jersey %
	Number of Units	%		
1990 to March 2000	549	4.8	8.8	6.9
1980 to 1989	1,892	16.8	20.2	10.3
1970 to 1979	1,804	16.0	18.4	15.8
1960 to 1969	2,134	18.9	17.4	17.1
1950 to 1959	1,365	12.1	12.7	15.6
1940 to 1949	1,080	9.6	7.8	11.8
Built 1939 or earlier	2,441	21.7	14.6	22.2
Median Year Built	1963		1969	1960

Source: Census 2000

The age of both owner- and rental-occupied units has a role in terms of establishing the housing need for the New Jersey Council on Affordable Housing (COAH).

(6) Housing Condition

The determinants used by COAH to establish indigenous housing need are:

- Age of housing stock (over 50 years old)
- Persons per room (overcrowding)
- Plumbing facilities (lack of complete facilities)
- Heating Fuel (nonstandard fuel or no fuel)
- Sewer (absence of sewer, septic or cesspool)
- Water (absence of water connection or well)
- No telephone

At least two (2) of these indicators are needed in order for a unit to be classified as deficient. Figures 4 and 5 provide an inventory of housing conditions of units in Atlantic City based upon data from the 2000 Census.

The results indicate a very large percentage of the housing stock is 50 years old or older and some units are overcrowded. This combination requires: an effort to identify the numbers of individuals living in overcrowded units; an improvement in local code enforcement; and an upgrading of facilities to meet the current code requirements.

According to Census 2000 data, rental-occupied units in Atlantic City are more crowded than owner-occupied units and have poorer facilities provided within the units.

Figure 4
Owner-Occupied Housing Condition

	Number of Units	Percent of Total
Housing Stock over 50 years old	2,172	47.4
Persons per room (overcrowding – 1.01 or more persons)	159	3.5
Plumbing Facilities (lack of complete facilities)	0	0
Heating Fuel (nonstandard fuel or no fuel)*	195	1.2
No telephone service	38	.8

Figure 5
Rental-Occupied Housing Conditions

	Number of Units	Percent of Total
Rental Stock over 50 years old	3,521	31.1
Persons per room (overcrowding – 1.01 or more persons)	904	8.0
Plumbing Facilities (lack of complete facilities)	182	1.6
Heating Fuel (nonstandard fuel or no fuel)*	195	1.2
No telephone service	499	4.4

Source: Census 2000

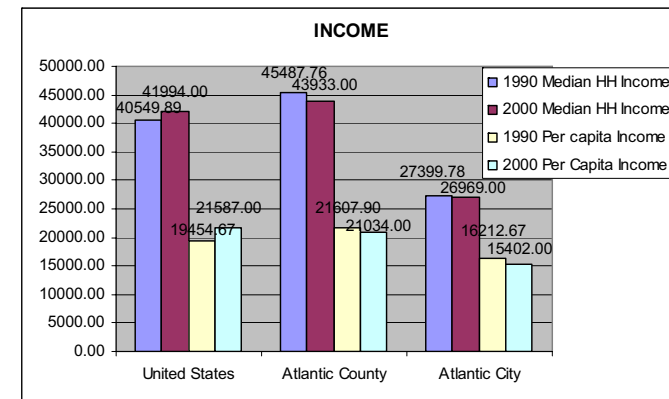
Compiled by Karabashian Eddington Planning Group, 2006

*Census 2000 combines owner occupied and rental housing

1. Purchase or Rental Value

The US Census 2000 reports that 4,583 or 28.9 percent of the City's 15,848 occupied units are *owner*-occupied (Figure 8). The Census also reports that 11,265 or 71.1 percent of the occupied housing units in Atlantic City are renter-occupied. As noted previously, this is well above the Atlantic County average of 30 percent rental-occupied units. Ultimately, these percentages show that Atlantic City has lower-income families with fewer choices and thus the need to occupy rental units. The table noted in Figure 6 illustrates the extent of the City's lower-income households compared to the national and county averages.

Figure 6
Household Income Comparison



The majority of the owner-occupied housing units are valued in the \$70,000 – \$174,999 range, with a median value of \$87,500. Approximately 37 percent of all owner-occupied units do not have a mortgage. The fact that 37 percent of all mortgages have been paid-off could be an indicator of an aging population or housing that has been transferred from one family member to another.

Older housing stock coming onto the market is generally cheaper than newer housing and is preferred by younger families which:

- Generates a demand for schools
- Requires inspection upon sale, possible renovation, etc.
- Increases the percentage of renter occupied rather than owner occupied units; and
- Provides an opportunity to reduce the number of single-family multi-unit conversions and encourages homeownership where new owners are given incentive to de-convert structures. In order to lessen the impact of a younger population occupying these older units and having them become rental units the municipality should:
 - Encourage homeownership through educational programs on the benefits of homeownership and provide financial incentives
 - Create requirements for management companies to be largely responsible for the maintenance of rental units,
 - Determine that absentee owners have local real estate representation to manage local properties; and
 - Require that rental properties be listed with city code enforcement official.

The median monthly costs for owners without a mortgage compared to those with a mortgage are significantly less. Owners with a mortgage have a median monthly cost of \$1,054, while those without have a median monthly cost of \$406.

Of the 11,265 renter occupied units in Atlantic City, approximately 28.8 percent of these renters pay \$500 to \$649 in rent per month. The next highest percentage is 19.8 percent paying \$200 or less a month. Only 1.2 percent of the total

renters pay over \$1000 a month (Figure 7). These value were obtained from the US Census 2000 and do not reflect the increases in the market that occurred between 2000 and 2007.

Figure 7
Renter Occupied Rental Ranges

	Atlantic City	Atlantic County	New Jersey
<i>Renter Occupied Units</i>			
Total	11,265	31,970	1,053,172
Percentage	71.1%	33.6%	34.4
<i>Rental Ranges (Percentages)</i>			
<\$299	27.2%	7.4%	9.4
\$300 to \$499	21.9%	16.10%	11.9
\$500 to \$749	36.5	52.40%	40.5
\$750 +	9.2	20.30%	35.0
No cash rent	1.4	3.9	3.2

Source: Census 2000

2. Occupancy Characteristic

Atlantic City has 4,371 or 21.6 percent of its total 20,219 housing units vacant as reported by the US Census 2,000 and is again well above the County average of 16.7 percent housing vacancy. In Atlantic City approximately 44.5 percent of these vacant housing units are for seasonal, recreational, or occasional use. This figure is below the County average of 61.4 percent.

3. Unit Types

Atlantic City continues to remain a city of multi-family housing units. According to Census 2000, 55.1 percent of owner occupied housing units are multi-family units. Within Atlantic City there are roughly 2,028 or 44 percent detached single-family housing units. Again this figure is well below the County average of 79.2 percent single-family housing units. Similar to the County,

however, single-family housing units are the dominant *owner-occupied* housing feature in Atlantic City (Figure 8).

**Figure 8
Housing Types**

Owner occupied housing units	Atlantic City		Atlantic County %	New Jersey %
	Number of Units	%		
Single-family				
Detached	2,028	44.3	79.2	42.9
Attached	1,381	30.1	8.3	10.7
Multi-Family				
2	361	7.9	2.6	14.0
3 or 4	163	3.6	1.3	8.4
5 or more	617	13.5	4.9	22.0
Mobile home	33	0.7	3.7	1.9
Total	4,583	100%	100%	100%

Source: Census 2000

Compiled by Karabashian Eddington Planning Group, 2006

(7) Racial/Ethnic Characteristics

Figure 9 illustrates the distribution of race and ethnicity for Atlantic City compared to that of Atlantic County and the State of New Jersey.

**Figure 9
Race Classification**

	Atlantic City	Atlantic County	New Jersey
<i>Year 2000</i>			
Total	40,517	252,552	8,414,350
Black	17,892	47,029	1,211,750
White	10,809	177,178	6,261,187
American Indian	193	1,937	49,104

and Alaska Native			
Asian	4,213	14,176	524,356
Hawaiian and Other Pacific Islander	24	320	10,065
Some other race	5,575	18,849	583,527

Source: Census 2000

**Figure 10
Census 1990 Race Classification**

	Atlantic City
<i>Year 1990</i>	
Total	37,986
Black	19,491
White	13,466
American Indian and Alaska Native	193
Asian or Pacific Islander	1,509
Some other race	3,327

Source: Census 1990

Income level

The median household income has fallen from \$32,408 in 1990 to \$26,969 in the year 2000. These numbers are not adjusted for inflation (Figure 11). While a detailed analysis of this decline in median household income has not been completed, the Economic Development element of this Master Plan outlines the general structure of the City's economic base. With casinos and resort services the overriding industry in Atlantic City, the wage structure is relatively low compared to other industries. The Shift-share Analysis completed in the Economic Development element illustrates this in detail. Based on the decline in median household income, it appears that the wage increases in this sector of the economy has posted lower wage increases compared to regions that have a more diversified economy (e.g. service/office, technology, etc.).

Figure 11
Household Income and Percentages

Income Amount	Household	Percent
Total	15,886	100
Less than 10,000	3,209	20.2
\$10,000 to \$14,999	1,543	9.7
\$15,000 to \$19,999	1,256	7.9
\$20,000 to \$24,999	1,383	8.7
\$25,000 to \$29,999	1,349	8.5
\$30,000 to \$34,999	998	6.3
\$35,000 to \$39,999	1,017	6.4
\$40,000 to \$44,999	694	4.4
\$45,000 to \$49,999	719	4.5
\$50,000 to \$59,999	1,027	6.5
\$60,000 to \$74,999	851	5.4
\$75,000 to \$99,999	1,003	6.3
\$100,000 and above	837	5.2
Median income (\$)	26,969	

Source: Census 2000

Age Characteristics

The majority of the population of Atlantic City is in the 20 to 45 age cohort, which is consistent with Atlantic County and the State of New Jersey as a whole. This demographic is generally considered the workforce cohort for an area and also the main child-bearing cohort. The median age in Atlantic City is 34.7 years old.

Figure 12
Age Categories

Age	
Total Population	40,517
Under 9 years	6,291
10-19 years	5,088
20-44 years	15,216
45-64 years	8,188
65-79 years	4,216
80 years and over	1,518

Source: Census 2000

Existing employment

The US Census 2000 reports that 15,408 people 16 years old or older are employed in Atlantic City. The unemployment rate in Atlantic City is 7.3 percent which is greater than the County average of 4.8 percent. The industries employing the most local residents are the service occupations and sales industries. These occupations combined make up about 71 percent of the labor force (Figure 13)

Figure 13
Occupation/Employment

Occupation	
Employed population 16 years and over	15,408
Management, professional, and related occupation	2,114
Service occupations	7,477
Sales and office occupations	3,430
Farming, fishing, and forestry occupations	30
Construction	758
Production	1,599

Source: Census 2000

The total number of employees in the City has dropped by about 3,600 employees from US Census 1990 figures; and the unemployment rate has also dropped from 10.7 percent in 1990 to 7.3 percent in 2000, as previously noted. The mean travel time to work for people in Atlantic City is 19.4 minutes. This number is significantly below the national average 24.3 minutes and indicates that many in the workforce live very near to their place of employment – a desirable attribute given rising energy and gasoline costs. In fact, almost 28 percent of workers utilized public transportation, while almost 22 percent walked or cycled to work (47% drove or carpoled to work).

(8) Atlantic City's Current Housing Program

The City of Atlantic City does *not* have a Housing and Preservation Department to address the diverse needs of households within the City; however, the Atlantic City Housing Authority (ACHA) serves as the entity responsible for implementation of the federal government's (e.g. HUD) ongoing housing programs. The ACHA administers and manages the City's provision of public housing – primarily targeted at low- to moderate-income households (50% and 80% of area median income [AMI] respectively).

The ACHA's programs mirror the federal programs that are prevalent in most American cities (e.g. the use of HOME funds, CDBG funds, HOPE VI funds, Section 8 funds, HUD funds, etc.). The ACHA performs a Herculean task based on the sheer number of units administered by this independent agency as illustrated in Figure 14.

Figure 14
Atlantic City Housing Authority – Rental Numbers¹

Dwelling Units Provided	No Multiplier	Total Rental Dwelling Units in AC	Percent of City Total
1,670	-	11,265	14.82%
Number of People Housed	No Multiplier	Total Population of AC	Percent of City Total
2,500	-	40,517	6.17%
Section 8 Vouchers in AC	Average Household Size in AC	Total Population of AC	Percent of City Total
388	2.46	40,517	2.36%

Source: US Census 2000 and 2002 ACHA Annual Report & Updates

The ACHA's ±1670 publicly assisted rental units account for almost 15% of the total rental units in Atlantic City. In terms of the *number of residents* served, the ACHA provides housing for almost 8.5% of the City's population (both within the rental units owned by the authority and within private rental units occupied by participants in the Section 8 program), which is a significant number when compared to other cities of a comparable size and geographic location, namely a beach community. In addition to the provision of rental units and Section 8 vouchers, the ACHA also provides various homeowner programs such as: the Section 202 Supportive Housing for the Elderly Program; various training and ownership programs for qualified residents of the ACHA and/or Section 8 Program; and other federal programs. As expected, the primary focus of the ACHA's efforts is to address housing for the City's most needy population – typically those below 50% of AMI.

¹ The ACHA also manages approximately 70 non-rental properties.

It is important to note that the Area Median Income (AMI) is based upon the average of Atlantic County, not just Atlantic City (which has comparatively lower incomes). Figure 15 illustrates the 2007 household size and median income chart for the County.

Figure 15
2007 New Jersey Housing Mortgage Finance Authority (Atlantic County)

Persons Per House-hold	40% AMI	50% AMI	60% AMI	80% AMI	Area Median Income	120 % AMI	140% AMI
1	\$18,040	\$22,550	\$27,060	\$36,050	\$45,063	\$54,076	\$63,140
2	\$20,600	\$25,750	\$30,900	\$41,200	\$51,500	\$61,800	\$72,100
3	\$23,200	\$29,000	\$34,800	\$46,350	\$57,938	\$69,526	\$81,200
4	\$25,760	\$32,200	\$38,640	\$51,500	\$64,375	\$77,250	\$90,160
5	\$27,840	\$34,800	\$41,760	\$55,600	\$69,500	\$83,400	\$97,440
6	\$29,880	\$37,350	\$44,820	\$59,750	\$74,688	\$89,626	\$104,580
7	\$31,960	\$39,950	\$47,940	\$63,850	\$79,813	\$95,776	\$111,860
8	\$34,000	\$42,500	\$51,000	\$68,000	\$85,000	\$102,000	\$119,000

Source: 2007 NJHMFA

Figure 15 reveals the challenges of housing in the local market – the diversity of household incomes and the very obvious need for assistance at the lower income levels (e.g. below 80% of AMI); however, the following section outlines why the need for affordable housing reaches not only this segment of the population but also further up-market (beyond median income to perhaps 120% of AMI) in the Atlantic City real estate marketplace.

Based on the COAH income limits of 50% and 80% of AMI, the following section also illustrates the difficulty of getting housing product developed in this very high construction cost region of the State.

PART II Fair Share Plan

(9) Overview of COAH Process

This Housing Plan element for the City of Atlantic City has been prepared in accordance with the New Jersey Municipal Land Use Law N.J.S.A. 40:55D-28(3) which provides for “a housing plan element, including but not limited to, residential standards and proposals for the construction and improvement of housing.” The Fair Housing Act, N.J.S.A. 52:27D-310, provides further that such housing element “shall be designed to achieve the goal of access to affordable housing to meet present and prospective housing needs, with particular attention to low- and moderate-income housing...” Specific requirements are included also with respect to population, employment and housing stock characteristics and provisions for compliance with the Fair Housing Act of 1985. The Fair Housing Act mandates that each municipality provide a realistic opportunity for decent housing for low- and moderate-income families to reside within the City now and in the future, and for the City’s “fair share” of the low- and moderate-income families of the region, again, at the present time and in the future.

Why Plan for Affordable Housing?

Beyond the fact that the provision of such housing is both necessary and fair, the New Jersey Supreme Courts stated in *Mount Laurel II* that “the lessons of history are clear, even if rarely learned. One of those lessons is that unplanned growth has a price...” Further, the Court stated that “communities that are growing and creating jobs have a responsibility to house the poor who will arrive in these locations in pursuit of jobs.” The Court wanted municipalities to depend on long range land use planning rather than on purely economic forces to drive development.

Background on the New Jersey Council on Affordable Housing (COAH) Implementation

The following is excerpted from N.J.A.C. 5:94-1.1

- (a) The Council's third round rules in this chapter which implement a “growth share” approach to affordable housing represent a significant departure from the Council's first and second round methodologies in that they link the actual production of affordable housing with municipal development and growth. The Council believes that this approach will hew more closely to the doctrinal underpinning of *Mount Laurel* in that municipalities will provide a realistic opportunity for construction of a fair share of low- and moderate-income housing based on sound land use and long range planning. These rules will harness future growth to produce affordable housing by deeming that all growth-related construction generates an obligation.
- (b) Both the Court and the Legislature wanted to establish a system that would provide a realistic opportunity for housing, not litigation. As the Court stated in upholding the Fair Housing Act, “The legislative history of the Act makes it clear that it had two primary purposes: first, to bring an administrative agency into the field of lower income housing to satisfy the *Mount Laurel* obligation; second, to get the courts out of that field.” The Council's “growth share” methodology allows each municipality to determine its capacity and desire for growth in a way that is consistent with the policies of the State Development and Redevelopment Plan; its *Mount Laurel* obligation arises as a share of that growth. These rules are, therefore, designed to be both more flexible and less negotiable.
- (c) There are three components to the revised Third Round Methodology; the rehabilitation share, any remaining Prior Round obligations for the period 1987-1999, and the “growth share.” Growth share is generated by statewide residential and non-residential growth during the period from 1999 through 2014, and delivered from January 1,

2004 to January 1, 2014. As a result, for every four (4) market-rate residential units constructed, the municipality shall be obligated to provide one (1) unit that is affordable to households of low- or moderate-income. Job creation carries a responsibility to provide housing as well. For every 16 newly created jobs as measured by new or expanded non-residential construction within the municipality in accordance with the square foot calculations as noted in the procedural rules, the municipality shall be obligated to provide one unit that is affordable to households of low- and moderate-income. This method tightens the working definition of “realistic opportunity” to meet the constitutional obligation with not merely a good faith attempt, but with the actual provision of housing for low- and moderate-income households.

(10) City Information

General Description of Atlantic City / Major Considerations

Atlantic City is an urban city located on the shore in Atlantic County. The City is densely populated with greater than 10,000 persons per square mile of developable land; with a total population of just less than 41,000 persons. According to the US Census 2000, Atlantic City realized an increase in population from 1990 thru 2000, from 37,986 persons to 40,517 persons. This was the first decade of population increase since the 1930s when the population increased from 50,682 to 66,198 persons (AC Facts in Brief 2006).

Planning Areas

According to the State Development and Redevelopment Plan (the State Plan), Atlantic City is designated as a Metropolitan Planning Area (PA-1), and was designated an Urban Center in 1992 indicating the City’s mixed-use Core that provides regional commercial, institutional, cultural and transportation opportunities. As a Metropolitan Planning

Area, the City also contains numerous distinctive neighborhoods, a main street and downtown areas that supply a range of housing opportunities and everyday commercial needs.

City Master Plan and Municipal Concurrence with the State Plan Vision Statement

It is the intent of this Master Plan to provide the framework for the location of a variety of housing types within the City. The previous Master Plan for the City of Atlantic City, prepared by Killinger Kise Franks Straw in 1987, included a housing plan which has been examined in the preparation of this plan. That Plan noted the importance of creating a balanced residential community in each neighborhood as well as the need to preserve sound residential structures where possible. The Plan went on to further recommend that all neighborhoods should offer a full range of housing choices, noting the importance of design in creating a variety of housing types to maximize market appeal and development opportunities. While the plan anticipated a significantly increased population, approximately 42,000 – 45,000 persons by 1992-1995 (where the actual population is 41,000 persons per the 2000 US Census), we concur with these findings and will address, and expand upon, these issues throughout this plan.

The 2001 State Plan contains the following Vision Statement for Housing:

Preserve and expand the supply of safe, decent and reasonably priced housing by balancing land uses, housing types, and housing costs and by improving access between jobs and housing. Promote low-and moderate-income and affordable housing through code enforcement, housing subsidies, community-wide housing approaches and coordinated efforts with the New Jersey Council on Affordable Housing.

It is the intent of this plan to address all aspects of this State Plan vision. Many of these issues will be addressed directly in this Housing Element of the new Master Plan for Atlantic City while others will be part of the Land Use Element as well as part of the

Zoning Ordinance and Design Guidelines that are included within this Master Plan.

(11) Housing Requirements

Requirements Pursuant to COAH Regulations from 1987 – 2014

The Housing Element determines the City’s affordable housing need for the period 1987 thru 2014 (January 1st) via the analysis of prior rounds (COAH First and Second Round Obligations) and creates a plan to meet this required obligation, in addition to the current Third Round obligation. Based upon the Council of Affordable Housing (COAH) N.J.A.C. 5:94, Appendix C, Atlantic City has the following pre-determined prior round obligations:

Figure 16
Prior Round (1st & 2nd) Obligations

	Rehabilitation Share	Total Obligation from 1st & 2nd Rounds (1987 – 1999)
Atlantic City	326 units	630 units

Source: COAH 2006

Regarding the current Third Round Fair Share Obligation, the data and forecasts of the South Jersey Transportation Planning Organization (SJTPO) have been utilized to help determine Atlantic City’s “growth share.”

Figure 17
Third Round Population and Household Projections
South Jersey Transportation Planning Organization

2005 Population	2015 Population	2005 – 2015 Population Growth
40,767	41,153	386

2005 Households	2015 Households	2005 – 2015 Household Growth
16,572	16,729	157

Projected Residential Growth Share (Affordable Units)

17

Population projections, as developed by the SJTPO Regional Transportation Plan for the Year 2015 indicate a slight increase in population by 386 persons for the City between 2005 and 2015 as well as an increase of 157 households within the City during the same period.

The SJTPO charts in Figure 17 above illustrates a ten (10) year time-frame for residential growth in the City of Atlantic City. The Substantive Rules for COAH require that the City utilize a metropolitan planning organization (MPO), of which SJTPO qualifies, to provide a *projection* for the period between and inclusive of the years 2005 and 2013 only. The aforementioned chart goes slightly beyond this nine (9) year projection requirement, but is important in demonstrating the estimated housing needs envisioned over the next decade in Atlantic City.

Despite the fact that the SJTPO projection illustrates a “minimal growth” scenario, the following chart illustrates the recent history of the City’s Construction Office building permits, certificates of occupancy, and demolition permits for the period between 1997 and 2006. This is helpful in determining more accurate future projection:

Figure 18
Housing Units Constructed Over the Past Decade
(1997 – 2006)

Year	Number of Housing Units by Building Permits	Number of Certificates of Occupancy Issued	Demolitions of Housing Units
1997	53	42	79
1998	53	50	56
1999	126	32	50
2000	28	70	85
2001	33	34	21
2002	201	35	47
2003	100	77	164
2004	99	50	7
2005	94	28	14
2006	256	97	21
Average	104.3	51.5	54.4

Source: COAH 2006 Handbook; and Construction Statistics

The above chart (Figure 18) illustrates that there has been some growth in housing within the City during the period ranging from 1997 to 2006; indicating a different, or higher, growth scenario than that presented by the SJTPO for approximately this same period. The City, pursuant to COAH regulations is further required to note/predict its number of housing permits, certificates of occupancy for residential development, and the number of residential demolitions from the year 2007 (January 1st) through 2014 (January 1st – in effect, the end of 2013).

(12) Estimating the Need

The following estimation (Figure 19) is based directly on the SJTPO projections for the next decade (2005 – 2015) as well as US Census data – extrapolated through 2014 (e.g. the end of 2013). Given our understanding of the Atlantic City market over recent years, it appears these projections may be slightly conservative – the City could see much higher numbers of housing units constructed than noted in the SJTPO projections (Figure 17). Therefore, Figure 19 illustrates higher estimated housing numbers:

Figure 19
Housing Unit Projections for the Next Decade
(2007 – 2013, inclusive)

Year	Number of Housing Units by Building Permits-Projected	Number of Certificates of Occupancy-Projected	Demolitions of Housing Units-Projected
2007	150	125	25
2008	150	125	25
2009	100	75	25
2010	100	75	25
2011	150	125	25
2012	200	175	25
2013	200	175	25
Totals	1050	875	175
Average	150	125	25

Source: COAH 2006 Construction Statistics

Based on the above residential projections that are significantly increased over the SJTPO data and the actual annual average (104.3) of the previous decade, an optimistic yearly estimation of between 100 and 200 housing units has been utilized (Figure 19). The number is presented at this higher value given an anticipated strong residential market demand for the Atlantic City region. Accordingly, it is presumed that Atlantic City will actually see 1050 building permits issued for the construction of housing units constructed between 2006 and 2013 (inclusive). It is further estimated that 175 units will be demolished within the City. Accordingly, the estimated residential growth over the next decade is a net increase of 875 housing units (certificates of occupancy issued). Based upon COAH's third round rules (one affordable unit per four [4] units of new housing construction), Atlantic City has a Third Round requirement of 219 ($875 / 4$) affordable units.

Non-Residential Growth

This estimated Third Round requirement of one hundred ten (110) affordable units must be further expanded to include the City's estimated *non-residential* development during this period. As noted previously, the Third Round rules further incorporate Fair Share requirements based upon jobs created as measured by new or expanded non-residential construction within the City. Pursuant to COAH, one (1) affordable housing unit is required for every sixteen (16) jobs created within Atlantic City.

The region's Metropolitan Planning Organization, the SJTPO has estimated employment projections at an anticipated increase of approximately 13,851 jobs in the City between 2005 and 2015 (Figure 20). Accordingly, using SJTPO data, 866 ($13,851 / 16$) units of affordable housing would be required over the next six (6) years – through the end of the Third Round for COAH.

Figure 20
SJTPO Employment Growth Projections
(2005 – 2015)

2005 Jobs	2015 Jobs	2005 – 2015 Job Growth	Projected Non-Residential Growth Share (Affordable Units)
67,900	81,751	13,851	866

Similar to the residential component of the COAH Housing Plan, this Plan will attempt to derive a more accurate estimation for commercial development through the end of 2013. To better understand the local trend, the following figures (Figure 21 – 23) illustrate the *actual* commercial (commercial and office, casino/hotel/motel, and retail) square footage developed over the past decade (1997 – 2006).

Figure 21
Office Square Feet Constructed Over the Past Decade
(1997 – 2006)

Year	Square Feet by Building Permits for Office Space	Square Feet Based upon Certificates of Occupancy Issued for Office Developments	Demolitions of Office Space/ Units
1997	72,250	70,000	2
1998	57,362	5,250	3
1999	5,000	52,862	1
2000	3,280	950	5
2001	2,331	3,480	5
2002	972	5,972	0
2003	6,900	6,900	6
2004	1,600	0	4
2005	0	4,612	0
2006	6,130	4,700	3
Total for Decade	155,825	154,726	29
Average	15,583	15,473	3

Source: COAH 2006 Construction Statistics

Figure 22
Hotel/Motel/Casino Square Feet Constructed Over the Past Decade
(1997 – 2006)

Year	Square Feet by Building Permits for Hotel Space	Square Feet Based upon Certificates of Occupancy Issued for Hotel Developments	Demolitions of Hotel Space/ Units
1997	242,186	570,045	9
1998	0	242,186	1
1999	13,000	588,460	8
2000	3,242,670	37,670	2
2001	0	0	0
2002	804,733	450,000	1
2003	444,091	1,829,578	0
2004	0	0	2
2005	8,800	0	2
2006	2,958,494	662,442	0
Total for Decade	7,713,974	4,380,381	25
Average	771,397	438,038	2.5

Source: COAH 2006 Construction Statistics

Figure 23
Retail Development Constructed Over the Past Decade
(1997 – 2006)

Year	Square Feet by Building Permits for Retail Development	Square Feet Based Upon Certificates of Occupancy Issued for Retail Developments	Demolitions of Retail Space/ Units
1997	11,241	0	1
1998	0	0	1
1999	11,421	11,421	0
2000	0	0	2
2001	0	0	0
2002	8,000	0	2
2003	0	8,000	1
2004	16,066	154	1
2005	2,800	2,804	0
2006	140,488	0	0
Total for Decade	190,016	22,379	8
Average	19,002	2,238	1

Source: COAH 2006 Construction Statistics

Based upon the combination of all charts as illustrated above, building permits have been issued for 8,059,815 SF of new office, retail and hotel/casino space in the City over the past decade. Using certificates of occupancy issued by the City during this same period, a total of 4,557,486 SF of non-

residential space has been constructed in the City over the past decade.

This equates to an average of approximately 450,000 SF (or exactly 455,749 SF) of new non-residential space constructed per year. Based on this level of development, the chart noted in Figure 24 indicates the projections for non-residential development over the next six (6) years (through the end of the 3rd Round of COAH's current regulatory period).

Figure 24
Non-Residential (Retail, Commercial & Hotel/Casino) Projections
for the Next Decade
(2007 – 2013, inclusive)

Year	Square Feet by Building Permits-Projected	Square Feet of Certificates of Occupancy-Projected	Demolitions of Units-Projected
2007	750,000	500,000	3
2008	750,000	500,000	3
2009	825,000	650,000	4
2010	825,000	650,000	4
2011	900,000	750,000	5
2012	900,000	750,000	6
2013	1,000,000	850,000	7
Total for Decade	5,950,000	4,650,000	32
Average	850,000	664,285.71	4.57

Source: COAH 2006 Construction Statistics

Based upon the above projections, and using COAH's calculation of three (3) jobs per 1,000 SF of office or retail space and a similar assumption of three (3) jobs per 1,000 SF of hotel/casino space, Atlantic City is projected to have 4,650,000 SF of commercial space (office/retail and hotel/casino combined) built between 2007 and 2013, generating an estimated 13,950 jobs ($4,650,000/1000 * 3$) over the next seven (7) years. Demolitions, estimated at 3 units per year, have not been averaged into these figures due to the ambiguity of attempting to estimate the square feet associated with an individual "unit" and thus the noted figures remain relatively conservative in terms of limitations noted on future development.

(13) Projected COAH Obligations through 2014

Based upon the estimated 13,950 jobs to be generated, Atlantic City would be required to provide 872 affordable housing units (based upon the required ratio of one [1] affordable housing unit per 16 jobs).

Therefore, the estimated number of affordable housing units for COAH's Third Round Rules for substantive certification equates to 1,091 units (872 units per projected employment + 219 units resulting from projected residential growth). Combined with COAH's Prior Rounds (1st & 2nd) affordable housing requirements of 630 units (not inclusive of the 326 units noted for rehabilitation), Atlantic City has a total affordable housing obligation of 1,721 units prior to 1 January 2014 (with an additional 326 units required to be rehabilitated).

Therefore the total number of affordable housing units to be addressed by the City of Atlantic City through 1 January 2014 is 2,047 units.

(14) The Existing Affordable Housing Units in Atlantic City

Through the Atlantic City Housing Authority (ACHA), Figure 25 on the following page illustrates the public affordable housing sites scattered throughout the community. Also included in this table is senior and disabled housing in the City as well as the existing long- and short-term rehabilitation (e.g. detox, homeless, transient, etc.) centers, Section 8 vouchers, and other applicable housing units.

Based upon the estimated current units of affordable housing in Atlantic City, as many as 4,517 units as of December 2006, it appears that the City meets/exceeds the current and immediate future need for affordable units (see Figure 25). Despite this apparent abundance of units, the City should consider the following Housing Plan to continue to exceed the needs/requirements of affordable housing within the City and to expand the provision of affordable housing up-market to better provide for workforce and moderate income households.

The Future of Affordable Housing in Atlantic City

While the City currently exceeds its COAH obligations regarding the number of units of affordable housing required, it is recommended that the City implement a Growth Share Plan (COAH Round 3) to begin to address future shortages that may occur as well as establish a fund to improve existing units. Atlantic City is a unique market in many ways in the State of New Jersey – a very urban and densely populated community with a large immigrant population and a relatively low-wage workforce...all on a barrier island with a beachfront location.

In our opinion, the challenge in Atlantic City is not only to provide housing that meets the needs of Atlantic City's poorest residents, but specifically provide for the workforce that resides within the community, many of which are employed by the City's largest employer – the casino industry. This is critical for the overall *quality of life* in the City.

There are opportunities to implement any number of plans to improve accessibility for all to quality affordable housing within the City.

Figure 25
Existing Housing Units in Atlantic City

	Housing Development Name Atlantic City Housing Authority	Location	Total Units by Type	Totals
1951	Stanley Holmes Village (& Extension)	Bounded by Baltic, Dr. Martin Luther King, New York and Kentucky Avenues	443	
1951	Buzby Homes	600 South Drive	122	
1971	Altman Terrace	1008 Arctic Avenue	190	
1971	Inlet Tower	222 North New Hampshire (between Melrose & Madison Avenues)	156	
1972	Shore Park High Rise (to be demolished)	225 N. Virginia between Mediterranean and Baltic Avenues	160	
1971	Shore Park Low Rise (to be demolished)	302 Maryland	0*	
1971	Shore Terrace	401 N. North Carolina	0*	
1983	Jeffries Tower	227 North Vermont	300	
1990+	Scattered Sites	Various	39	
1998+	Acquisition	Various	30	
2001+	Acquisition	Various	16	
2002+	*HOPE VI (Replacement for Shore Park demolitions) **Exact number of units below 50% and 80% of AMI must be confirmed		214	
	Total ACHA Units			1,670
	Transitional Centers			
	Hope Rescue Mission (Facility for transient persons and substance abuse / detox center)	2009 Bacharach Boulevard	242	
	Ocean View Facility (Residential facility for disabled / substance abuse / detox / etc.)	301 Atlantic Avenue	60	
	Institute for Human Development (Short-term treatment facility for substance abuse / detox methadone maintenance, methadone detox, etc.)	1315 Pacific Avenue	106	
	Total Transitional Units			408

	Additional Private Residential Facilities (providing affordable housing for seniors and others)			
	Atlantic City Townhouse Apartments	1330 Mediterranean Avenue	175	
	Atlantic City Consumer Home	(intentionally left blank - private site)	3	
	Baltic Plaza	1313 Baltic Avenue	169	
	Best of Life Park	129-143 South Virginia Avenue	208	
	Community Haven (must be 62 years old or older)	35 South Virginia Avenue	267	
	Disston Apartments	1711 Arctic Avenue	20	
	Liberty Apartments	1519 Baltic Avenue	67	
	Lighthouse Plaza	300 Atlantic Avenue	314	
	New York Apartments	233 North New York Avenue	5	
	School House Apartments	61 North Martin Luther King Boulevard	66	
	Ocean Terrace Apartments	351 North New Hampshire Avenue	107	
	The Plaza Apartments	4600 Boardwalk	158	
	Waterside Apartments	101 Boardwalk	347	
	Total Private Senior and Disabled Facilities			2,051
	Section 8 Vouchers within Atlantic City			
	Citywide	Multiple Addresses	388	
	Total Section 8 Vouchers			388
	TOTAL HOUSING UNITS		4,517	4,517

Income Limits for Affordable Housing in Atlantic City

The following table (Figure 26) illustrates the regional income limits for housing within Region 6 as designated by COAH. Region 6 includes Atlantic, Cape May, Cumberland and Salem counties.

Figure 26
Region 6 (Atlantic, Cape May, Cumberland & Salem Counties)
2007 Regional Income Limits

Household Size	Median Income	Moderate (80% of AMI)	Low (50% of AMI)	Very Low (30% of AMI)
1 person	\$44,015	\$35,212	\$22,008	\$13,205
1.5 persons	\$47,159	\$37,727	\$23,580	\$14,148
2 persons	\$50,303	\$40,243	\$25,152	\$15,091
3 persons	\$56,591	\$45,273	\$28,296	\$16,977
4 persons	\$62,879	\$50,303	\$31,440	\$18,864
4.5 persons	\$65,394	\$52,315	\$32,697	\$19,618
5 persons	\$67,909	\$54,327	\$33,955	\$20,373
6 persons	\$72,940	\$58,352	\$36,470	\$21,882
7 persons	\$77,970	\$62,376	\$38,985	\$23,391
8 persons	\$83,000	\$66,400	\$41,500	\$24,900

Source: COAH 2007 Construction Statistics

What Do These Values Allow in Terms of Housing Cost and Mortgage/Rent Payments?

As noted above, a family of three (3) that qualifies as a moderate-income household could have an annual household income up to \$45,273. This same family could have an

annual household income up to \$28,296 to qualify as a low-income household. According to COAH, a housing allowance of 28% of gross monthly income is available for mortgage payments for such low or moderate income households (exclusive of utilities, insurance, and taxes).

Applying this 28% value to the maximum income for low- and moderate-income households as noted above yields an annual housing expenditure of approximately \$12,773 for moderate-income households and \$7,984 for low-income households. Further quantifying this according to available monthly payments yields approximately \$1,064 and \$665 respectively. Assuming an interest rate of 6% on a 30 year mortgage results in the following mortgages available to these families:

- A moderate-income household could qualify for a mortgage of \$177,500
- A low-income household could qualify for a mortgage of \$111,000²

Based upon examination of the following US 2000 Census data (Figure 27) illustrating housing values in Atlantic City, it appears that more than 93.85% of the City's housing is available to moderate-income households (assuming the half of the \$150,000 - \$199,999 valued houses are available for \$177,500 or less). However, in our opinion, these values are not accurate/current market values. From our cursory real estate assessment of residential property transactions in the City in 2006/07, house values are at least 20% greater than the US 2000 Census data numbers.

Additionally, just over 70.46% of the housing stock is valued within the range of a low-income family's available monthly income (assuming the lower 20% of the \$100,000 - \$149,999 valued houses are available for \$111,000 or less).

² These values assume no down payment and no PMI requirement

Figure 27
Housing Values – 2000 US Census

Value year 2000	Number	Percent
Less than \$14,999	3	0.1
\$15,000 to \$34,999	166	5.5
\$35,000 to \$69,999	645	22.5
\$70,000 to \$99,999	1,230	37.2
\$100,000 to \$149,999	855	25.8
\$150,000 to \$199,999	181	5.5
\$200,000 to \$249,999	38	1.1
\$300,000 to \$399,999	22	0.7
\$400,000 to 499,999	11	0.3
\$500,000 and over	5	0.2

Source: Census 2000

Based on initial review of these values, it appears that the Atlantic City housing market is relatively affordable to down-market households; however, adjusting for recent increases in housing costs based upon the Office of Federal Housing Enterprise Oversight (OFHEO) reveals a significantly different scenario.

Figure 28
Adjusted Housing Values For 2006 (4Q)

Value year 2006	Number	Percent
Less than \$30,075	3	0.1
\$30,076 to \$70,177	166	5.5
\$70,178 to \$140,356	645	22.5
\$140,357 to \$200,509	1,230	37.2
\$200,510 to \$300,764	855	25.8
\$300,765 to \$401,019	181	5.5
\$401,020 to \$601,529	38	1.1
\$601,530 to \$802,039	22	0.7
\$802,040 to \$1,002,549	11	0.3
\$1,002,550 and over	5	0.2

Source: Census 2000 with 2006 OFHEO Adjustments

Accounting for the OFHEO's cost of housing increase for the ACMSA and using the *existing* housing stock (as noted in US Census 2000), Figure 28 illustrates the *new* housing values for Atlantic City. Based upon these new numbers:

- A moderate-income household that qualifies for a mortgage of \$177,500 appears to have access to only 46.7% of the City's housing stock (assuming the half of the \$140,357 - \$200,509 valued houses are available for \$177,500 or less). The available housing stock in this mortgage range has been cut by almost half since the year 2000 (down from

91.1% of the housing stock available for this income range) – a significant challenge for the City's moderate-income households.

- A low-income household that qualifies for a mortgage of \$111,000 appears to have access to only 19.1% of the City's housing stock (assuming the 60% of the \$70,178 - \$140,356 valued houses are available for \$111,000 or less). The available housing stock in this mortgage range has been cut by more than two-thirds of what was available in the year 2000 (down from 65.3% of the housing stock available for this income range) – a situation that puts low-income households at not only a financial disadvantage in finding adequate housing, but also at a geographical disadvantage given that housing affordable to this income group tends to be concentrated in the west-side area of the City and is rapidly disappearing; all of this with no sign of replacement stock.

(15) Why the Need for *New Efforts* to Address Affordable Housing

The statistics speak for themselves – according to the Office of Federal Housing Enterprise Oversight (OFEHO), the Atlantic City Metropolitan Statistical Area (ACMSA) witnessed a 100.51% increase in housing cost between the 1st Quarter of 2001 and the 4th Quarter of 2006. This significant increase ranked the ACMSA in the 30th position out of the total 282 MSAs nationwide (e.g. in the top 10% of MSAs based on housing cost increases). In fact, the Atlantic City market was the *only* Northeast US market within the top 10% -- the majority of these markets tended to be located in California and Florida.

During the same period (2001 – 2006), the US Bureau of Labor Statistics (BLS) indicates that the Consumer Price Index (CPI) increased by only 16.73%. The CPI data represent changes in the prices paid by urban consumers for a representative basket of goods and services. Accordingly, the CPI is often used as a basis for wage/salary increases. Utilizing this relatively

straightforward comparison, households in the ACMSA witnessed almost insurmountable housing cost increases over this six (6) year period. In an average year, the household income increased only 2.78% compared to the cost of housing which increased 16.75% (or greater than six (6) times the increase in household income).

Simply put, numbers such as these have resulted in an affordable housing crisis in the Atlantic City real estate market. And not just for the very low- or low-income households, but for those in the moderate/middle-income range as well.

Understanding the regional and citywide situation is essential to providing recommended strategies to address the overall shortage of affordable housing. Any recommendations will be incumbent upon a better assessment of the local conditions and variation in housing quality in the City's Wards and neighborhoods. Additionally, an in-depth analysis to determine "how much house" the typical resident of Atlantic City can afford compared to the availability or lack of availability is necessary.

PART III – Affordable Housing Feasibility Analysis by Wards

Part III of this Housing Plan element was completed in conjunction with the real estate services of Integra Realty Group.

(16) The Financial Analysis – What the Citywide and Ward-Specific Numbers Say

The accepted definition of affordable/moderate income, or more recently defined as “workforce,” housing is generally based on the formulas advanced by the State of New Jersey Department of Community Affairs under the Council on Affordable Housing (COAH).

The COAH methods for determining moderate-affordability housing are based on an implied housing cost which can be carried by a household at 80% of the County/Area Median Income. The County/Area Median Incomes are segregated by household size and are *slightly* different than the AMI indicated by the New Jersey Housing Mortgage Finance Authority (NJHMFA) numbers. The 2007 COAH values are noted in Figure 25 (p. 22).

For a 2 - 4 person household, the upper limit of the moderate-affordable range based on the Region 6- 2006 Median Income estimates (includes Atlantic County) are approximately \$40,000 - \$50,000 (shaded cells in Figure 28).

Based on these income thresholds, the calculation then implies a housing cost, or a rental cost, based on 28% - 30% of these thresholds for all housing costs, including amortization (or rent), real estate taxes, homeowners (or renters) insurance, and condominium fees (if any).

The end-unit housing values and or end-unit monthly rental amounts for these household ranges are reflected in Figure 29:

Figure 29
House Value Affordable to Moderate-Income Households

Notes		For Sale Analysis		For Rent Analysis	
		\$40,000	\$50,000	\$40,000	\$50,000
1	29% of Income	\$11,600	\$14,500	\$11,600	\$14,500
2	PITI / per month	\$967	\$1,208	\$967	\$1,208
	Less				
	Insurance	\$50	\$80	\$25	\$60
	R.E. Taxes	\$250	\$300	Inc.	Inc.
	Net to Principal/Interest	\$667	\$828	\$942	\$1,148
3	Implied Housing Cost (Max)	\$111,194	\$138,159		
	Implied Apartment Value (Max)			\$67,800	\$82,680
				to	to
				\$92,800	\$116,000

Note 1: Range of acceptable housing costs are 28%-30% of gross household income.

Note 2: Gross amount for Principal, Interest, Taxes, and Insurance

Note 3: Present Value of payment @ market interest rate (6%) over 30 years

Note 4: Rental Value of Unit @ 6 -8 times gross annual rent amount.

Source: Integra Realty Resources, 2006

The definition of affordable-moderate housing is therefore qualified as housing which, for this example, could legally house a 2 - 4 person family/household making approximately \$40,000 - \$50,000 annually (the shaded cells in Figure 28).





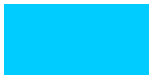
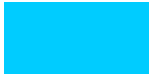
This limits the end-unit production cost of housing at \$112,000 - \$138,000 (for sale), and \$67,800 - \$116,000 (for rental). The larger disparity for rentals is due to applicable discounts for which utilities are provided by the landlord. For analysis purposes, the higher value rentals will include the landlord paying all utilities, the lower value range reflects the tenant paying most utilities.

Existing Conditions

An analysis of the housing (resale) pricing, existing household incomes by census block, and household sizes by census block, forms the basis for an analysis of existing supply.

These existing conditions will drive initial determinations for the likely areas within the City where it might be possible to focus on the creation of new affordable housing. The existing conditions analysis will also highlight the impact on housing values where affordable housing is currently concentrated. Figure 30 illustrates the demographic conditions of Atlantic City's Wards, including population, number of households, average household size, household income variations, and ownership percentages.

Figure 30
The Demographics of Atlantic City's Wards

		(Median)										
Cross-Over Census Blocks	Census Tract		Population	Households	Avg HH Size	# HH > \$50k	% HH > \$50k	% Own	Avg	Med		
First Ward												
	25	1	4,877	2,095	2.33	425	20.29%	25.58%	\$215,627	\$196,250		
	19	1	2,026	896	2.26	244	27.23%	3.24%	\$165,222	\$117,500		
	15	1,2	1,799	825	2.18	98	11.88%	14.91%	\$86,267	\$67,000		
Second Ward												
	14	2	3,736	1,396	2.68	190	13.61%	18.77%	\$251,558	\$154,200		
	15	1,2	1,799	825	2.18	98	11.88%	14.91%	\$86,267	\$67,000		
	24	3,2	2,701	1,058	2.55	143	13.52%	7.47%	\$218,014	\$175,000		
Third Ward												
	11	3	1,823	883	2.06	92	10.42%	14.84%	\$131,567	\$121,500		
	24	3,2	2,701	1,058	2.55	143	13.52%	7.47%	\$218,014	\$175,000		
	12	3,4	3,074	1,137	2.70	366	32.19%	46.79%	\$135,859	\$132,250		
Fourth Ward												
	23	4	3,142	936	3.36	325	34.72%	33.33%	\$165,330	\$149,450		
	12	3,4	3,074	1,137	2.70	366	32.19%	46.79%	\$135,859	\$132,250		
Fifth Ward												
	5	5	2,838	897	3.16	378	42.14%	40.69%	\$179,874	\$160,000	1 sale,	
	3	5,6	3,437	1,175	2.93	539	45.87%	32.68%	\$267,411	\$245,000	waterfront	
	4	5,6	3,025	1,230	2.46	430	34.96%	57.24%	\$288,703	\$251,000	3 sales	
	1	5,6	2,304	839	2.75	289	34.45%	49.70%	\$209,374	\$197,500	3 sales	
Sixth Ward												
	2	6	3,197	1,220	2.62	537	44.02%	56.89%	\$347,052	\$315,000	3 sales	
	3	5,6	3,437	1,175	2.93	539	45.87%	32.68%	\$267,411	\$245,000	3 sales	
	4	5,6	3,025	1,230	2.46	430	34.96%	57.24%	\$288,703	\$251,000	3 sales	
	1	5,6	2,304	839	2.75	289	34.45%	49.70%	\$209,374	\$197,500		
TOTALS			40,680	15,645	2.60	4,199	26.84%					

The color-coded census tracts represent cross-over within multiple wards.

Source: Integra Realty Resources, 2006

Ward Conclusions from Existing Conditions Analysis:

- The Fifth and Sixth Wards have the highest percentage of households making over \$50,000, and also have the strongest housing values within the City at an average and median range of \$225,000 - \$350,000. These two Wards also represent the highest percentage of home ownership at 40% - 50%.
- The Fourth Ward has a relatively close percentage of households making over \$50,000 (35% versus the Fifth and Sixth Wards at 35% - 45%), yet demonstrates housing values at \$135,000 - \$165,000 average. Homeownership rates are in the low 30% range. *This leads to an initial conclusion that new supply in the Fourth Ward might increase homeownership rates, and may also contribute to additional demand of for-sale housing.*
- The Second Ward demonstrates the lowest percentage of homeownership (approximately 13% - 15%) and a wide disparity in housing values ranging from a low of \$70,000 - \$80,000 (Census Tract 15); and excluding Census Tract 15, a range of \$175,000 - \$250,000. Notably, the homeownership rates in Census Tract 24 are low (8%) even though housing values are as strong as most areas within the City. *This is attributable to the high percentage of Census Tract 24 zoned CBD and R-SC which are "interim" residential uses, but for which the resale prices reflect a re-use for commercial or casino use.*
- The Third Ward includes the Venice Park neighborhoods in Census Tract 12 with a 47% homeownership rate and stable housing values in the \$130,000's range, but also includes Census Tracts 11 and 24 with housing values \$120,000 - \$130,000 excluding the aforementioned Census Tract 24 with residential sales purchased for commercial use.

- The First Ward demonstrates a moderate level of homeownership at a rate of 25% (Census Tract 25 - Northeast Inlet) with housing values \$200,000 - \$215,000, while Census Tract 19 (Southeast Inlet) demonstrates a 3% homeownership rate, and housing values at \$117,000 - \$165,000. A small portion of Census Tract 15 is included in the First Ward, but represents a land area too small to consider since the principal portion of this Census Tract is located in the Second Ward.

Global Conclusions from Existing Conditions Analysis:

- There is an almost directly proportional relationship to homeownership rates and the percentage of households with incomes over \$50,000. The more households over \$50,000, the higher percentage of homeownership in the neighborhoods.
- There is a direct correlation of homeownership rates to housing values and housing value stability (divergence of median and average sales prices). The Wards and Census Tracts with significant homeownership rates tend to have the least variation in median and average pricing.
- Housing values within the First, Second, Third, and Fourth Wards range from the low \$100,000 to the mid \$200,000's. Housing values within the Fourth and Fifth Wards range from the high \$100,000s to the mid-\$300,000's. Therefore, it is more likely that "affordable" strategies as defined above can be identified and located in the First through Fourth Wards.
- Census Tract 24 runs from South Michigan Avenue (West) to South Connecticut (East) to the Atlantic Ocean (South) to Baltic Avenue (North). This Census Tract demonstrates a relatively low percentage of homeownership (13% - 15%), and the housing values (median versus average) diverge widely indicating areas of high speculation; the possibility of a few transactions skewing the average, and the likelihood that many transactions include re-use for purposes other than residential. This is the primary Census Tract of the Atlantic Avenue (Main Street) corridor.

- The historical city-wide efforts to create for-sale housing, and zoning which stabilizes the commercial speculation in the Northeast Inlet has had a positive effect on homeownership rates and value/price stability (Census Tract 25). Similar emphasis should now be given to the zoning and neighborhood character and planning in Census Tract 24, including the Atlantic Avenue (Main Street).
- This emphasis on Census Tract 24 could also have a spill-over impact on Census Tract 15 and Census Tract 11 and could seek to improve the entire Second and Third Ward neighborhoods. Important recommendations include:
 - Seek to delineate zoning to encourage residential only, or mixed use residential uses with first-floor commercial.
 - Seek to implement zoning which discourages demolition of existing dwellings for land-banking – consider implementing an “Idle Land Tax” for such properties. This process is more commonly known as land value taxation (LVT). LVT is different from other property taxes which generally base values on real estate – the combination of land and improvements (e.g. structures) to land. Rather, LVT is an ad valorem tax where only the value of *land* is taxed, ignoring improvements to the land. As a transitional measure, a split-rate property tax could be implemented that taxes the value of the land at a higher rate and the value of the buildings and improvements at a lower one. This type of tax may be appropriate for lands zoned RS-C or for land in the “downtown” district of Atlantic City. This type of taxation is often implemented to provide city’s the mechanism to avert speculative bubbles.

- Seek to analyze existing uses and potential uses which are complimentary to residential neighborhoods and living preferences (neighborhood convenience shopping, entertainment/bars/restaurants, employment opportunities, and nodes).
- Target new locations for rehabilitation of streetscape and security points to enhance the visual and security aspects of the neighborhood.

Analysis of Feasible New Construction:

Setting aside for a moment the thresholds for moderate-affordable housing, the first step in undertaking successful neighborhood revitalization is understanding the dynamics which facilitate new construction.

Prior to the creation of any new supply of housing or commercial uses, the primary determinant driving new construction will be qualified demand. Qualified demand is defined as demand which can both *afford* to purchase/rent the newly constructed units, coupled with a *desire* to occupy the new supply.

The market dynamics of supply and demand govern all real estate development success, and the accurate projection of potential construction activity requires an understanding of both sides of the equation.

We will first address the cost of creating new supply to qualify the required demand component necessary to absorb new construction.

The “feasibility” of new construction is generally determined by the marketplace when the total “value” of the product created exceeds the “costs” of creating the product, including a minimum required profit motivation. This feasibility perspective requires accurate modeling of future or projected “value”, and accurate projections of replacement “costs” to verify that value exceeds costs. Where these assumptions are variable (future value or replacement cost), we see instability or hesitance in the market, or a much higher return requirement to insure that break-even feasibility is achieved.

In the real estate field, we alternatively view feasibility as a land residual pricing model. We seek to solve for a land value (acquisition cost of land) given quantifiable future projections on future value/price, construction costs and minimum profit.

There is a third method for calculating feasibility which represents the necessary break-even future value/price which would be required given known construction prices, land value, and minimum profit motivation. This is the method selected for analysis of the subject market areas since the land pricing, construction costs, and minimum developer profit hurdles are quantified. The results of this analysis will facilitate a comparison with the existing conditions.

Conceptual Feasibility Methodology:

The first step in estimating feasibility is to determine a replacement cost estimate for the building, including profit and soft costs. We have completed the analysis on a dollar per square foot basis so it is broadly applicable to various buildings and building sizes. The caveat to this analysis is that construction quality and materials used will have a direct impact on the production cost. The base costs are from Marshall and Swift, a national cost estimating service, for an average-quality 3-story building of concrete block construction with typical HVAC and average-quality interior finishes.

The soft cost estimate includes costs approvals, architects fees, plans, permits and fees, and a contingency for cost over-runs at 15% of hard costs.

The profit hurdle rate of 15% is applied as an industry-wide minimum hurdle rate to contract-develop. This percentage is a “rule-of-thumb”, and is highly dependant upon the size of the project and the complexity and risks associated with the project. The typical range would be 12%-20% of hard + indirect costs. This is a minimum hurdle rate for development. Excess profit is due the developer as an entrepreneurial incentive to make an investment.

Taking a prototypical multi-story development site, we view a conservative production cost of multi-story housing as follows (note that many developers in the City indicated PSF costs ranging from \$175 to \$225, and significantly higher for casino development):

Figure 31
Break-Even Construction Costs for Multi-Level Condominiums

	Assumptions	Calc
Direct Construction Costs	\$115.00/SF	\$115.00/SF
Indirect Construction Costs	15.0%	\$17.25/SF
Hard Construction Costs		\$132.25/SF
Entrepreneurial Incentive	15.0%	\$19.84/SF
Total Construction Costs		\$152.09/SF
<i>Land Conversion</i>		
Land Acquisition Cost	\$35.00/SF	
Stories	3	
Lot Coverage	85.0%	
Land Cost FAR		<u>\$13.73/SF</u>
Total Developer Cost		\$165.81/SF

Source: Integra Realty Resources, 2006

In addition to direct construction costs, soft costs, and development profit, a land cost must be allocated.

Generally speaking, land values vary neighborhood by neighborhood, and the market sets the potential land pricing based on availability and highest and best use. General land pricing varies widely within the City from a low of approximately \$8-\$10 per square foot of land area, to upwards of \$200 per square foot along the boardwalk and prime development sites.

The general land values along the Atlantic Avenue CBD corridor are generally between \$30 - \$50 per square foot of land area. For this analysis, we have applied \$35 per square foot. We then “convert” this land area to a dollar per square foot of potential building area recognizing typical 3-story construction, and an 85% lot coverage. This “conversion” results in a dollar per square foot of potential building area for every square foot of site area.³

Adding to overall costs, profit hurdle, and land cost per building square foot results in a cost of new construction at \$165.81 per square foot.

³ It is this “conversion” factor that often leads planners and developers to believe that higher density development *automatically* leads to project feasibility. This is an erroneous assumption because higher density land values require higher-density construction materials and methods. Construction costs on a 5 - 7 story building require elevators, and more expensive building materials, so ultimately while the average per SF of land to build might be reduced, the overall per SF construction costs of the building increase proportionately, sometimes to a much greater extent thereby eroding the benefits of the additional density. Further, higher density land can set the seller’s expectations higher – and can result in increased asking prices for the land, which only further exacerbates the land value/feasibility equation. With all of this being said, significantly higher densities (10 stories or greater) can and often do lead to economies of scale on construction/land/project costs.

Based on this level of production cost, we then evaluate the necessary “break-even rents” necessary to feasibly justify these construction costs. To accomplish this calculation in a rental scenario, we start by using the “Production Cost” or Feasible Value of the product (\$165 per square foot), and we multiply this by two market factors (capitalization rate and Gross Income Multiplier).

The capitalization rate is the *net income used to service debt and is net of all owner costs*. Therefore, we must then “gross-up” the rents for landlord expenses (which includes real estate taxes), and occupancy to reflect a “break-even rent” on a dollar per square foot basis.

The Gross Income Multiplier reflects the “Gross Income” necessary to break-even, so this factor is already grossed up for expenses and occupancy.

The two methods reflect a fairly close approximation of the break-even rent necessary to service a building which costs (with land) \$165 per square foot at \$19.00 - \$21.00 per square foot annually.

Rental Analysis

To compare to typical monthly rental amounts in the market, we must now add some unit size information. In a downtown location, and given the general size of conventional rental apartments in urban locations, we have selected 800 – 1,200 square feet. These unit sizes are then multiplied by the break-even rents and divided by twelve months to reflect a “monthly” break-even rent as follows:

Figure 32
For-Rent Analysis – Stacked Condo / For Rent Multi-Level
Product

Developer Break-Even(w/ Profit)		\$165.81/SF		
Capitalization Rate	6.5%		GIM	8.0
NOI		\$10.78/SF		
Operating Expense Ratio	40.0%			
EGI		\$17.96/SF		
Vacancy and Collection	5.0%			
Feasible Rent Floor		\$18.91/SF	Feasible Rent Floor	\$20.73/SF
Typical Market SF Requirement	800	1200	800	1200
Implied Monthly Break-even Rent	\$1,261	\$1,891	\$1,382	\$2,073
Current Market Rent Range	\$650	\$1,100	\$650	\$1,100
Monthly Feasibility Gap	\$611	\$791	\$732	\$973
H/H Income @ 28% @ Break-Even	\$54,024	\$81,036	\$59,219	\$88,828

Source: Integra Realty Resources, 2006

The monthly “break-even” rent, depending upon capitalization rate versus GIM methods, is indicated at \$19.00 - \$21.00 per square foot. For an 800 – 1,200 square foot unit, necessary monthly market rents must be \$1,250 - \$2,100 per month to support this level of construction cost.

Integra Realty Resources has conducted market rent surveys of conventional (unsubsidized) rental units throughout Atlantic City, and current market rents for apartment units range from \$650 - \$1,100 per month (adjusted net of utilities).

Comparing this market rent level versus the required break-even rents, there is currently a rental “gap” of approximately \$600 - \$1,000 per month.

This is supported by an analysis of the required household incomes necessary to support creation of new housing in the market. By dividing the annual rental amounts by 28% (28%-30% is the general ratio of gross income available for housing costs), the household income necessary to support these rents range from \$55,000 - \$90,000 per year. Compared with current household income data, this further supports the conclusion that an affordability gap exists in the market for rental housing.

For-Sale Analysis

The other alternative is for-sale housing. To determine the break-even price, we assume that the developer will incur the costs of sale at the break-even price. Figure 33 illustrates a rough approximation since there are carrying costs and sales costs (real estate commissions, realty transfer tax, etc) that could incur another 6%-10% premium. However, for purposes of analysis, we will assume that the soft costs include a provision for carrying and sales expenses.

At the developer’s break-even price of \$165.81 per square foot, and given condo-flats at 800-1,200 square feet, the implied sales price is \$132,000 - \$198,000. While these prices are evident in many of the City’s neighborhoods, the “gross-up” for PITI (Principal, Interest, Taxes and Insurance) requires a household monthly carrying cost at \$1,100 - \$1,700 per month.

Figure 33
For Sale Analysis – Stacked Condo / For Sale Multi-Level

Developer Break-Even(w/ Profit)	\$165.81/SF	
SF Range	800	1200
Implied Sales Price @ Size	\$132,650	\$198,976
Required DownPayment @ 10%	\$13,265	\$19,898
Mortgage Amount	\$119,385	\$179,078
Monthly PI @ 6% for 30 Yrs	\$716	\$1,074
Monthly Real Estate Taxes	\$332	\$497
Monthly Homeowners	\$67	\$92
Total PITI	\$1,114	\$1,663
Required H/H Income @ 28%	\$47,745.78	\$71,261.52

Source: Integra Realty Resources, 2006

Given this carrying cost at market interest rates, the qualifying household income to own these units is approximately \$47,000 - \$71,000 annually.

Determinations – Criteria for Creation of Market-Rate Housing

Feasible new construction requires qualified demand from households making \$45,000 - \$80,000 annually. This conclusion is based on break-even data analysis, construction cost analysis in Atlantic City, required profit hurdle rates, and generally mid-point land prices at \$35 per square foot of land area.

These breakpoint household incomes are consistent with the existing housing stock study on homeownership rates, average housing values by neighborhood, and percentage of homeowners making in excess of \$50,000 annually.

The Key Variables contributing to the Cost of Production (and hence affordability) are:

- Hard Construction Costs (12%-15% higher in Atlantic City than suburban Atlantic County)
- Profit Requirement or Profit Hurdle
- Underlying Land Cost
- Carrying Costs (real estate taxes, insurance, interest-rate subsidies, etc.)

Reducing any of these key variables will reduce the qualifying incomes, and hence widen the qualified demand for new housing in the City. However, at present, the feasible break-even rents for new construction are almost 100% higher than current market demand for 75% of the population in most Wards of the City of Atlantic City, which suggests a market that requires a deep subsidy on more than just one variable.

Alternatively, the City could seek to create market incentives to attract a higher-paid workforce that is incentivized to live in the City. By attracting corporate users or high-value added businesses with a skilled labor pool, a percentage of that workforce will likely be retained within the City if new housing is created in desirable and safe neighborhoods.

Opportunities to Overcome Income/Housing Cost Mismatch – Necessary Subsidies Required

The primary study question is, “what level of *subsidy* is required to create new housing.” As discussed above, there are four key variables required to lower the cost of production. We will subsequently test *each* of these variables to conclude which might have the single largest net impact on affordability.

A. Reduction in Hard Construction Costs

Materials costs and labor costs (Hard Construction) are relatively fixed. However, a reduction in the hard costs can be achieved by lowering prevailing labor requirements on certain “qualified small projects” and the possible provision of low-interest construction loans to qualified developers. At best, this could reduce hard costs by 10%-20%. For the analysis, we calculated a 15% savings.

The Net Impact on reduction in hard costs lowers the qualifying income to \$41,000 - \$60,000 (for-sale product) as follows:

Figure 34
Reduction in Hard Costs – Resulting HH Income
Required

Developer Break-Even(w/ Profit)		\$165.81/SF
Reduction in Hard Costs @ 15%		\$140.93/SF
SF Range	800	1200
Implied Sales Price @ Size	\$112,744	\$169,116
Required DownPayment @ 10%	\$11,274	\$16,912
Mortgage Amount	\$101,470	\$152,204
Monthly PI @ 6% for 30 Yrs	\$608	\$913
Monthly Real Estate Taxes	\$282	\$423
Monthly Homeowners	\$67	\$92
Total PITI	\$957	\$1,427
Required H/H Income @ 28%	\$41,009.49	\$61,157.10

Source: Integra Realty Resources, 2006

A 15% reduction in Hard Costs includes a proportionate reduction in the profit hurdle rate since this variable is a % of hard costs.

B. Reduce/Eliminate Underlying Land Cost

By lowering the underlying land costs from \$35 per square foot (\$13 per square foot of building area based on 3-story construction) to \$0.00 per square foot, the overall Break-Even construction costs are reduced to \$152 per square foot. Clearly, the option of granting the land for free to a qualified developer is not as significant as reducing construction costs by 15%.

However, controlling land speculation through zoning controls and neighborhood building controls will insure that land costs are stable. Comparatively speaking, Atlantic City land values are a significant hurdle to feasible construction when one considers that suburban land for townhouse/mid-rise development generally trades at \$10 - \$13 per square foot of land (Figure 35).

Land costs are almost triple in the Atlantic City CBD and desired areas of redevelopment, primarily based on speculation or alternative feasible use as surface parking lots.

Figure 35
Reduction in Land Cost – Resulting HH Income Required

Developer Break-Even(w/ Profit)		\$165.81/SF
Land Cost (Free)		\$152.00/SF
SF Range	800	1200
Implied Sales Price @ Size	\$121,600	\$182,400
Required DownPayment @ 10%	\$12,160	\$18,240
Mortgage Amount	\$109,440	\$164,160
Monthly PI @ 6% for 30 Yrs	\$656	\$984
Monthly Real Estate Taxes	\$304	\$456
Monthly Homeowners	\$67	\$92
Total PITI	\$1,027	\$1,532
Required H/H Income @ 28%	\$44,006.35	\$65,652.38

Source: Integra Realty Resources, 2006

C. Reduction of Carrying Costs

Reduction of the owner's/ landlord's carrying costs through real estate tax abatements, severe low-interest financing in targeted areas, and insurance rate subsidies could have a dramatic impact on qualifying incomes. The example in Figure 36 represents a sample tax abatement (presumably termed for 5-10 years, non-transferable), a 2% fixed self-amortizing 30-year mortgage, and market-level homeowner's insurance rates.

Figure 36
Reduction in Carrying Costs (Tax Abatement and 2% Mortgage Offer)

Developer Break-Even(w/ Profit)	\$165.81/SF	
SF Range	800	1200
Implied Sales Price @ Size	\$121,600	\$182,400
Required DownPayment @ 10%	\$12,160	\$18,240
Mortgage Amount	\$109,440	\$164,160
Monthly PI @ 2% for 30 Yrs	\$405	\$607
Monthly Real Estate Taxes	\$0	\$0
Monthly Homeowners	\$67	\$92
Total PITI	\$471	\$698
Required H/H Income @ 28%	\$20,193.35	\$29,932.89

Source: Integra Realty Resources, 2006

At market level construction costs and market profit, a termed tax abatement and provision of a fixed-rate low-interest mortgage program will have an almost 50% reduction in the qualifying incomes for the potential residents.

Applying the same principal to the rental scenarios will have a resulting impact on the necessary rents to cover the mortgage and carrying costs associated with landlord ownership of the property.

Final Thoughts on Necessary Subsidies

- Reduction in carrying costs to the owner or landlord has the most dramatic impact on qualifying affordability. A tax abatement and low-interest loan program can reduce the necessary qualifying incomes by almost 50%.
- Reduction in land costs has only a nominal impact on qualifying affordability, although controlling the zoning to avoid speculation or significant market-increases in land values associated with increased demand from tax abatement and low-interest loan program is important. The market will react to abatement and interest rate subsidy programs by paying more for land which at some point could erode the benefits of the program.
- Reductions in hard construction costs can have a directly proportional impact on affordability (15% reduction in costs contributes a 15% reduction in price). The eroding variable here is that concessions on hard costs could/will translate to higher profit margins with no reduction in market costs.
- To avoid speculation, and market accretion on a broad subsidy, the recommendation is to qualify a pool of available low-interest funded dollars annually coupled with a termed (and nominal) Payment in Lieu of Tax (PILOT) agreement that is awarded to qualified developers who control land within the community already. This will serve to provide qualified developers with existing land interests to be the first to receive subsidies, and will reward existing stakeholders who have made an investment in the community.

- One of the most significant elements of the subsidy pool is that it not be tied to household income restrictions or caps on income to receive the subsidy (unless specific housing is dedicated to affordable and/or workforce housing or directed to meet COAH requirements). The subsidy should be project-based to provide the market mechanism to create new housing. A requirement might be that the household be the primary household of the recipient, or that the recipient is employed within Atlantic City. The ultimate goal is that as new housing is created, the residents represent a reasoned mix of income levels so additional disposable income is retained in the neighborhood to elevate the retail and commercial demand within the area where new housing is created.
- The creation of new housing is an opportunity to create qualified demand for retail and services, but disposable incomes are a precedent to that end. Ultimately, elevating the overall area household income levels to over \$50,000 with a greater than 50% homeownership rate appears to be a breakpoint to a stable neighborhood which can support market-based residential development and collateral commercial/retail/services development. These parameters are supported by the relative economic health of the commercial-retail corridors and residential neighborhoods within the Fifth and Sixth Ward of Atlantic City. In fact, this issue of strengthening the City's economic development programs is addressed in the economic development element of this Master Plan.

This analysis of the possible subsidies and their effects is essential to understanding the actual vs. perceived value of each; however, a comprehensive housing policy for the City is recommended. A policy that offers programs beyond subsidies is necessary – the following section addresses some of the opportunities that should be considered for implementation in Atlantic City.

PART IV

(17) Strategies to Address the Need for Affordable/Moderate/Workforce Housing

The following strategies are not intended to be mutually exclusive approaches – a truly comprehensive plan would incorporate *all* strategies, or parts of each strategy at a minimum, to provide the greatest number of housing opportunities for Atlantic City’s residents.

The City’s future housing demand will be largely determined by ongoing and planned economic development activity that will result in expanded employment opportunities. Essentially, populations follow job growth. Theoretically, employment and population growth will occur through the retention and expansion of existing employers and new economic growth resulting from start-ups, spin-offs, and relocations to Atlantic City. Without a City directive to focus on small business growth, it appears that the majority of Atlantic City’s growth will be in the form of new casino/hotel development and associated service-oriented employment. These employment sectors, as noted in the economic development element of this Master Plan, are among the lowest-paid sectors in the national, state, or local economy – likely contributing to the City’s low median household income level (\$26,969 according to the 2000 US Census and estimated at \$30,500 in 2005 by City Data Resources, less than half the state of New Jersey’s median household income).

While the focus of this housing analysis and plan is on affordable/moderate/workforce housing, Atlantic City should also continue its recent efforts to improve its image and attract middle-, and upper-income households to the area. A diverse community is essential to the creation of a truly viable community. While this segment of the population doesn’t necessarily require subsidies or other financial assistance to locate in the City, programs that mix income groups are strongly recommended and outlined in the following strategies.

Additional analysis is included where necessary to support and provide a better understanding of a specific strategy. The recommendations are based on the extensive analysis as outlined in this housing plan and significant research regarding programs and policies that have had success throughout the United States.

Strategy 1 – Create a Housing and Preservation Department (HPD) and Housing Subsidy Program

While the City’s Housing Authority functions well in its capacity to implement federal housing programs, the City needs an “umbrella” entity that oversees current activity that is dispersed throughout the City governmental structure – the distribution of local CDBG funds; the disposition of foreclosure properties, housing subsidy programs, etc., and function in a proactive manner. Being proactive when dealing with housing is a difficult task; housing programs are often addressed only during crisis situations, and piecemeal approaches are typically implemented. The current lack of workforce housing should be viewed as such a “crisis,” one that has the potential to negatively impact the City’s economy as the casino/hotel industry continues to expand and the need for workers grows. The difference with the current situation is that a piecemeal approach won’t work – a proactive approach to housing is needed.

It is strongly recommended that the Housing and Preservation Department align closely with the Casino Reinvestment Development Authority (CRDA) to develop funding resources and/or dedicated funds for the new housing that will be necessary to address the current and future need.

New York City implemented a housing plan in the mid-1980s – the *Ten Year Housing Plan*, under Mayor Ed Koch. For comparative purposes, that Plan was financed at a cost of \$5.2 billion over ten years with the goal of rehabilitating or creating 180,000 units of housing. Atlantic City should consider implementing a similar forward-thinking and proactive policy.

To realize a similar goal based on Atlantic City’s much smaller population and housing unit count, we need to analyze the NYC

Housing Plan. Using New York City's numbers – approximately 2,992,169 housing units existed at the time the NYC Housing Plan was launched based on the 1990 US Census (the most accurate data for this time period). The proposed 180,000 units of housing equate to just over 6% of the existing housing stock. **For sake of comparison, 6% of Atlantic City's 20,219 units (US Census 2000) equates to a need of 1216 units.**

Now for a comparison/estimation of cost; based on the NYC numbers (180,000 units at a cost of \$5.2 billion over ten years), a subsidy of \$28,889 per unit (1985 dollars) was necessary to complete a combination of both new and rehabilitation efforts. Adjusting this subsidy value for inflation and cost of living increases (that averaged $\pm 3.4\%$ over the past 20 years) equates to a current equivalent subsidy value of \$56,382. **This subsidy multiplied by 1216 units (equivalent to 6% of the City's units and comparable to the scope of NYC's Plan) equates to a total ten-year cost of \$68,560,691, or \$6,856,069 per year.**

While this analysis is somewhat simplistic in its comparative approach to New York City, it is significant to provide a better understanding of the scale of the housing problem and the need for an appropriately scaled response.

Using this $\pm \$70$ million plan over a ten-year period as a base, Figures 37 thru 41 represent an affordability analysis based on the current market conditions in Atlantic City. It appears the resulting required subsidy may be substantially higher than the estimated \$56,382 given Atlantic City's current economic climate (e.g. high construction costs, low AMI, inflated land costs, etc.). The necessary subsidy is dependent on the approach used to address the issue, as explained in each Figure noted below.⁴ Each calculation noted for the following Figures results in two subsidies illustrated in the lower left hand column – the top subsidy is a subsidy that does not take into account the tax benefits that homeowners enjoy, while the second subsidy takes

⁴ Note that the affordability calculations in Figures 37 thru 41 are based on 100% of AMI, not the standard 80% or 50% of AMI that is required according to COAH regulations

this into account and assumes that the homeowner will dedicate their tax refund towards mortgage repayments. For purposes of this analysis, the second subsidy calculation is being used:

Figure 37 – Subsidy Necessary for Single Family Unit

A median-income household at **100% of AMI** (\$30,500) intending to construct a 1,200 SF single-family unit, based on current market conditions, would require a $\pm \$94,468$ subsidy.⁵

Figure 38 – Subsidy Necessary for Twin/Duplex Project

If the household built a duplex unit (e.g. 1,200 SF townhouse) with a third floor designed as a separate unit (800 SF) that could be leased for \$800 per month, the subsidy for this two-unit structure would be just under \$173,911, or *\$86,956 per dwelling unit*. This scenario also provides for both a homeownership option as well as a rental option – providing necessary diversification in the local housing marketplace.

Figure 39 – Subsidy Necessary if Land is Provided Free of Charge

If the City or other landholding entity (e.g. CDC, the CRDA, not-for-profit agency, ACHA, etc.) donates land for a given project, the estimated savings is approximately \$14 per SF, thereby reducing the total project cost to \$152 per SF. Using such assumptions necessitates a single-family unit subsidy of \$77,896.

⁵ Figures 37 thru 41 illustrate the same assumptions to calculate necessary subsidy: an interest rate of 6% for 30 years; a loan-to-cost of 95%; 1200 SF structure, and a land/construction/project cost of \$166 per SF, unless adjustments are noted in the text following each specific Figure.

Figure 40 – Subsidy Necessary with 15% Labor/Project Cost Reduction as a Result of Negotiations with Local Labor Unions

A 15% reduction in labor/project costs results in a \$141 per SF development cost. Such an agreed upon labor cost would have to be negotiated with the local labor unions – perhaps such agreement could be made if it was stipulated that the reduced rate was only applicable for workforce housing or similar. Such a reduction would not be applicable for commercial development in the City.

This 15% reduction, for example, would result in a reduced subsidy for a single-family dwelling of \$64,612.

Figure 41 – Subsidy Necessary with a 2% Mortgage and Property Tax Abatement

This calculation illustrates the possibility of the City and/or CRDA, for example, establishing a fund that could be used to finance mortgages to qualified buyers at a reduced interest rate of 2%. The fund would in effect serve as a subsidy on the demand side of a finance deal – rather than the City’s or the CRDA’s money being used for construction of housing (supply side), the money would be available to persons’/families’ intending to buy available housing stock within the City.

In addition to the demand-side subsidy that is the result of 2% mortgage, this scenario also maintains that the City will commit to a tax abatement on these properties.

This methodology results in a slight “surplus” of \$1,390. In actuality, the subsidy by the City and/or the CRDA comes on the front end (demand-side) when the fund is established and the qualified recipients of the mortgages are not making payments on their loans at the market interest rates.

All of these affordability calculations are intended to provide a starting point for discussions regarding the workforce housing crisis in Atlantic City. The severity of the housing issue is only beginning to be realized and the response must be equally as severe. Ultimately, the required subsidies as noted in Figures 37 thru 41 tend to be higher than the estimated \$56,382 based on the NYC Housing Plan comparison. This further illustrates the seriousness of the issue at hand. And finally, a single subsidy program is not the answer; rather a combination of efforts as noted in this Strategy section and within the Strategies that follow is more appropriate.

Figure 37 – Subsidy Necessary for Single Family Unit

Home Ownership

Affordability Analysis

Affordability Assumptions

Area Median Income	\$30,500
% AMI Target	100%
% Income spent on Housing	28%
Tax rate	28%
Gross Income Available for Housing Costs	\$8,540
Monthly Maintenance (annualized)	\$0
Insurance annually	(\$1,200)
Real estate taxes annually	(\$3,000)
Monthly Rental Income	\$0
Annual Rental Income	\$0
Annual Net \$ Available for Housing w/o Tax Benefit	\$4,340
Annual Net \$ Available for Housing w/ Tax Benefit	\$7,213

Mortgage Assumptions

Loan to cost	95%
Term	30
Interest rate	6.0%

Cost Assumptions

Home Size (square feet)	1,200
Development Costs (land & project costs, all in) per square foot	166
Total Costs to build (land, construction, etc)	\$198,972

Without Tax Benefit:

Maximum Mortgage Supported	\$59,739
Total Purchase Supported	\$62,884
Necessary Subsidy (Cost - Max Purchase)	\$136,088

With Tax Benefit

Maximum Mortgage Supported	\$99,279
Total Purchase Supported	\$104,504
Necessary Subsidy (Cost - Max Purchase)	\$94,468

Sensitivities (All sensitivities below include tax benefit)

	Interest Rate			
	5%	6%	7%	8%
Max Mortgage	\$ 110,874	\$ 99,279	\$ 89,500	\$ 81,197
Max Purchase	\$ 116,710	\$ 104,504	\$ 94,211	\$ 85,471
Necessary Subsidy	\$ 82,262	\$ 94,468	\$ 104,761	\$ 113,501

	Loan to Cost			
	80%	85%	90%	95%
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 124,099	\$ 116,799	\$ 110,310	\$ 104,504
Necessary Subsidy	\$ 74,873	\$ 82,173	\$ 88,662	\$ 94,468

	AMI % Target			
	80%	100%	120%	140%
Max Mortgage	\$ 70,173	\$ 99,279	\$ 128,385	\$ 157,491
Max Purchase	\$ 73,867	\$ 104,504	\$ 135,142	\$ 165,780
Necessary Subsidy	\$ 125,105	\$ 94,468	\$ 63,830	\$ 33,192

	Development Costs per square foot			
	\$125	\$166	\$200	\$225
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 104,504	\$ 104,504	\$ 104,504	\$ 104,504
Necessary Subsidy	\$ 45,496	\$ 94,696	\$ 135,496	\$ 165,496

Figure 38 – Subsidy Necessary for Twin/Duplex Project

Home Ownership

Affordability Analysis

Affordability Assumptions

Area Median Income	\$30,500
% AMI Target	100%
% Income spent on Housing	28%
Tax rate	28%

Gross Income Available for Housing Costs	\$8,540
Monthly Maintenance (annualized)	(\$1,500)
Insurance annually	(\$1,500)
Real estate taxes annually	(\$5,000)
Monthly Rental Income	\$800
Annual Rental Income	\$9,600

Annual Net \$ Available for Housing w/o Tax Benefit	\$10,140
Annual Net \$ Available for Housing w/ Tax Benefit	\$10,885

Mortgage Assumptions

Loan to cost	95%
Term	30
Interest rate	6.0%

Cost Assumptions

Home Size (square feet)	2,000
Development Costs (land & project costs, all in) per square foot	166
Total Costs to build (land, construction, etc)	\$331,620

Without Tax Benefit:

Maximum Mortgage Supported	\$139,575
Total Purchase Supported	\$146,921
Neccesary Subsidy (Cost - Max Purchase)	\$184,699

With Tax Benefit

Maximum Mortgage Supported	\$149,824
Total Purchase Supported	\$157,709
Neccesary Subsidy (Cost - Max Purchase)	\$173,911

Sensitivities (All sensitivities below include tax benefit)

	Interest Rate			
	5%	6%	7%	8%
Max Mortgage	\$ 167,322	\$ 149,824	\$ 135,066	\$ 122,536
Max Purchase	\$ 176,128	\$ 157,709	\$ 142,175	\$ 128,985
Neccesary Subsidy	\$ 155,492	\$ 173,911	\$ 189,445	\$ 202,635

	Loan to Cost			
	80%	85%	90%	95%
Max Mortgage	\$ 149,824	\$ 149,824	\$ 149,824	\$ 149,824
Max Purchase	\$ 187,279	\$ 176,263	\$ 166,471	\$ 157,709
Neccesary Subsidy	\$ 144,341	\$ 155,357	\$ 165,149	\$ 173,911

	Monthly Rental Income			
	\$700	\$800	\$900	\$1,000
Max Mortgage	\$ 137,931	\$ 149,824	\$ 161,716	\$ 173,609
Max Purchase	\$ 145,190	\$ 157,709	\$ 170,228	\$ 182,747
Neccesary Subsidy	\$ 186,430	\$ 173,911	\$ 161,392	\$ 148,873

	AMI % Target			
	80%	100%	120%	140%
Max Mortgage	\$ 120,718	\$ 149,824	\$ 178,929	\$ 208,035
Max Purchase	\$ 127,071	\$ 157,709	\$ 188,347	\$ 218,984
Neccesary Subsidy	\$ 204,549	\$ 173,911	\$ 143,273	\$ 112,636

	Development Costs per square foot			
	\$125	\$166	\$200	\$225
Max Mortgage	\$ 149,824	\$ 149,824	\$ 149,824	\$ 149,824
Max Purchase	\$ 157,709	\$ 157,709	\$ 157,709	\$ 157,709
Neccesary Subsidy	\$ 92,291	\$ 174,291	\$ 242,291	\$ 292,291

Figure 39 – Subsidy Necessary if Land is Provided Free of Charge

Home Ownership

Affordability Analysis

Affordability Assumptions

Area Median Income	\$30,500
% AMI Target	100%
% Income spent on Housing	28%
Tax rate	28%
Gross Income Available for Housing Costs	\$8,540
Monthly Maintenance (annualized)	\$0
Insurance annually	(\$1,200)
Real estate taxes annually	(\$3,000)
Monthly Rental Income	\$0
Annual Rental Income	\$0

Annual Net \$ Available for Housing w/o Tax Benefit	\$4,340
Annual Net \$ Available for Housing w/ Tax Benefit	\$7,213

Mortgage Assumptions

Loan to cost	95%
Term	30
Interest rate	6.0%

Cost Assumptions

Home Size (square feet)	1,200
Development Costs (land & project costs, all in) per square foot	152
Total Costs to build (land, construction, etc)	\$182,400

Without Tax Benefit:

Maximum Mortgage Supported	\$59,739
Total Purchase Supported	\$62,884
Necessary Subsidy (Cost - Max Purchase)	\$119,516

With Tax Benefit

Maximum Mortgage Supported	\$99,279
Total Purchase Supported	\$104,504
Necessary Subsidy (Cost - Max Purchase)	\$77,896

Sensitivities (All sensitivities below include tax benefit)

	Interest Rate			
	5%	6%	7%	8%
Max Mortgage	\$ 110,874	\$ 99,279	\$ 89,500	\$ 81,197
Max Purchase	\$ 116,710	\$ 104,504	\$ 94,211	\$ 85,471
Necessary Subsidy	\$ 65,690	\$ 77,896	\$ 88,189	\$ 96,929

	Loan to Cost			
	80%	85%	90%	95%
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 124,099	\$ 116,799	\$ 110,310	\$ 104,504
Necessary Subsidy	\$ 58,301	\$ 65,601	\$ 72,090	\$ 77,896

	AMI % Target			
	80%	100%	120%	140%
Max Mortgage	\$ 70,173	\$ 99,279	\$ 128,385	\$ 157,491
Max Purchase	\$ 73,867	\$ 104,504	\$ 135,142	\$ 165,780
Necessary Subsidy	\$ 108,533	\$ 77,896	\$ 47,258	\$ 16,620

	Development Costs per square foot			
	\$125	\$166	\$200	\$225
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 104,504	\$ 104,504	\$ 104,504	\$ 104,504
Necessary Subsidy	\$ 45,496	\$ 94,696	\$ 135,496	\$ 165,496

Figure 40 – Subsidy Necessary with 15% Labor/Project Cost Reduction as a Result of Negotiations with Local Labor Unions

Home Ownership

Affordability Analysis

Affordability Assumptions

Area Median Income	\$30,500
% AMI Target	100%
% Income spent on Housing	28%
Tax rate	28%
Gross Income Available for Housing Costs	\$8,540
Monthly Maintenance (annualized)	\$0
Insurance annually	(\$1,200)
Real estate taxes annually	(\$3,000)
Monthly Rental Income	\$0
Annual Rental Income	\$0

Annual Net \$ Available for Housing w/o Tax Benefit	\$4,340
Annual Net \$ Available for Housing w/ Tax Benefit	\$7,213

Mortgage Assumptions

Loan to cost	95%
Term	30
Interest rate	6.0%

Cost Assumptions

Home Size (square feet)	1,200
Development Costs (land & project costs, all in) per square foot	141
Total Costs to build (land, construction, etc)	\$169,116

Without Tax Benefit:

Maximum Mortgage Supported	\$59,739
Total Purchase Supported	\$62,884
Necessary Subsidy (Cost - Max Purchase)	\$106,232

With Tax Benefit

Maximum Mortgage Supported	\$99,279
Total Purchase Supported	\$104,504
Necessary Subsidy (Cost - Max Purchase)	\$64,612

Sensitivities (All sensitivities below include tax benefit)

	Interest Rate			
	5%	6%	7%	8%
Max Mortgage	\$ 110,874	\$ 99,279	\$ 89,500	\$ 81,197
Max Purchase	\$ 116,710	\$ 104,504	\$ 94,211	\$ 85,471
Necessary Subsidy	\$ 52,406	\$ 64,612	\$ 74,905	\$ 83,645

	Loan to Cost			
	80%	85%	90%	95%
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 124,099	\$ 116,799	\$ 110,310	\$ 104,504
Necessary Subsidy	\$ 45,017	\$ 52,317	\$ 58,806	\$ 64,612

	AMI % Target			
	80%	100%	120%	140%
Max Mortgage	\$ 70,173	\$ 99,279	\$ 128,385	\$ 157,491
Max Purchase	\$ 73,867	\$ 104,504	\$ 135,142	\$ 165,780
Necessary Subsidy	\$ 95,249	\$ 64,612	\$ 33,974	\$ 3,336

	Development Costs per square foot			
	\$125	\$166	\$200	\$225
Max Mortgage	\$ 99,279	\$ 99,279	\$ 99,279	\$ 99,279
Max Purchase	\$ 104,504	\$ 104,504	\$ 104,504	\$ 104,504
Necessary Subsidy	\$ 45,496	\$ 94,696	\$ 135,496	\$ 165,496

Figure 41 – Subsidy Necessary with a 2% Mortgage and Property Tax Abatement

Home Ownership

Affordability Analysis

Affordability Assumptions

Area Median Income	\$30,500
% AMI Target	100%
% Income spent on Housing	28%
Tax rate	28%

Gross Income Available for Housing Costs	\$8,540
Monthly Maintenance (annualized)	\$0
Insurance annually	(\$1,200)
Real estate taxes annually	(\$1,200)
Monthly Rental Income	\$0
Annual Rental Income	\$0

Annual Net \$ Available for Housing w/o Tax Benefit	\$6,140
Annual Net \$ Available for Housing w/ Tax Benefit	\$8,509

Mortgage Assumptions

Loan to cost	95%
Term	30
Interest rate	2.0%

Cost Assumptions

Home Size (square feet)	1,200
Development Costs (land & project costs, all in) per square foot	166
Total Costs to build (land, construction, etc)	\$199,200

Without Tax Benefit:

Maximum Mortgage Supported	\$137,514
Total Purchase Supported	\$144,752
Necessary Subsidy (Cost - Max Purchase)	\$54,448

With Tax Benefit

Maximum Mortgage Supported	\$190,561
Total Purchase Supported	\$200,590
Necessary Subsidy (Cost - Max Purchase)	(\$1,390)

Sensitivities (All sensitivities below include tax benefit)

	Interest Rate			
	5%	6%	7%	8%
Max Mortgage	\$ 130,797	\$ 117,118	\$ 105,583	\$ 95,787
Max Purchase	\$ 137,681	\$ 123,282	\$ 111,140	\$ 100,828
Necessary Subsidy	\$ 61,519	\$ 75,918	\$ 88,060	\$ 98,372

	Loan to Cost			
	80%	85%	90%	95%
Max Mortgage	\$ 190,561	\$ 190,561	\$ 190,561	\$ 190,561
Max Purchase	\$ 238,201	\$ 224,189	\$ 211,734	\$ 200,590
Necessary Subsidy	\$ (39,001)	\$ (24,989)	\$ (12,534)	\$ (1,390)

	AMI % Target			
	80%	100%	120%	140%
Max Mortgage	\$ 143,203	\$ 190,561	\$ 237,918	\$ 285,275
Max Purchase	\$ 150,740	\$ 200,590	\$ 250,440	\$ 300,290
Necessary Subsidy	\$ 48,460	\$ (1,390)	\$ (51,240)	\$ (101,090)

	Development Costs per square foot			
	\$125	\$166	\$200	\$225
Max Mortgage	\$ 190,561	\$ 190,561	\$ 190,561	\$ 190,561
Max Purchase	\$ 200,590	\$ 200,590	\$ 200,590	\$ 200,590
Necessary Subsidy	\$ (50,590)	\$ (1,390)	\$ 39,410	\$ 69,410

Some cities have looked to issuing general obligation bonds for the creation of affordable workforce housing (New York City did this in combination with dedicating all CDBG monies to this important effort), while others have reallocated their city budgets. Atlantic City is in the unique situation to partner with the CRDA to begin to address this issue with the allocation of approximately \$7 million annually for the next ten years. A combination of City funds, CDBG funds, State funds, as well as the CRDA funds offers an opportunity to develop an adequate pool of funds to begin to address the housing issue in Atlantic City.

Strategy 2 – Ensure that City, CDBG, and CRDA Funds Are Specifically Directed to Affordable Workforce Housing Initiatives – Development of a Homestead Program

Expanding upon the ideas noted in Strategy 1, the City should partner with the CRDA to create a pool of money that is dedicated to the provision of affordable workforce housing. This fund should be financed by a variety of committed partners. The City's annual CDBG allocation is relatively small at ±\$1.2 million with a large percentage allocated to ongoing programs throughout the City; however, it is recommended that these funds be reallocated to provide a minimum of \$500,000 per year for affordable workforce housing projects. Additionally, the sale of the Uptown Renewal Tract land to Prestigious Homes/Ryan Homes will provide an additional \$14 million that should be dedicated to the provision of affordable workforce housing in Atlantic City. Specifically, this money could be used to jump start the City's proactive housing program with these funds concentrated within the City's Main Street District (Atlantic Avenue between Michigan Avenue and Massachusetts Avenue) to provide a critical mass of housing opportunities while at the same time revitalizing the retail shops in this district ("retail follows rooftops"). This "Main Street Strategy" is further outlined in Strategy 10.

Again, it should be noted that the aforementioned strategies and affordability calculations are based on 100% of AMI. Nationally,

affordable workforce housing is typically assumed to be in the range of 80% of AMI to 120% of AMI. The New Jersey Council on Affordable Housing (COAH), however, limits "affordable" housing to households earning 80% of AMI or less (50% of AMI). Accordingly, Strategy 4 specifically addresses the needs of this lower-income household demographic. The need to address housing for households with incomes ranging from 50% thru 120% reflects the comprehensive nature of any plan recommended for implementation.

Another combination of efforts could be offered as part of an established City/CRDA "Homestead Program". Utilizing such a program, the City/CRDA could buy deteriorated homes and/or abandoned lots and sell/deed them to qualifying individuals with strict guidelines to rehabilitate them (or build new) for their residence. Upon sale of the property, the CRDA (and the City/CDBG) would recoup their initial investment (the purchase price and cost associated with acquisition) and the homeowner would keep his/her purchase/rehabilitation costs plus any profit (limited to inflation and/or cost of living annually for duration of time of ownership).⁶ Utilizing such a program, it is recommended that the property owner be required to reside in the property for a minimum of ten years (and after ten years, the CRDA and City/CDBG loans/costs would be forgiven).

This type of program could be an important component of the overall Ten Year Housing Plan for Atlantic City. The following table (Figure 42) illustrates an example of how a program using only direct subsidies might be structured:

⁶ A pro-rata payback would be required for a sale prior to the tenth year.

Figure 42
Homestead Program – Reimbursable Loans Upon Sale

Sales Price:	\$ 123,282	
Borrower down payment:	\$ 6,164	(funds from property owner's savings ±5%)
Grant/Property Acquisition Cost from CRDA, City, and CDBG:	\$ 45,834	(funds forgiven after 15 years)
1st mortgage financing:	\$ 117,118	(payment of \$702 for 30 yrs)
Abated Real Estate Taxes:	\$ 1,200	(payment of \$100 per month)
Home owners Insurance:	\$ 1,200	(payment of \$100 per month)

Note: This calculation is based upon a single-family unit that has a project cost of \$169,116 – a value that also assumes the City/CRDA were able to negotiate a 15% project/labor discount with the local unions (see Figure 40) and tax abatement (see Figure 41). The estimated cost of this home is \$169,116.

Strategy 3 – The Disposition of City Foreclosure Properties for Use as Affordable/Workforce Housing

Currently, the City's CDBG Administrator works closely with the City's Legal Department and Tax Assessor to dispose of some of the City's foreclosed properties/housing stock to viable not-for-profit groups (presumably CDCs or similar) that propose to build "affordable" housing. While this program is not extensive and not formalized, it does represent an important first step in the City's ability to influence the private market (e.g. developers) by placing deed-restrictions on disposed City-owned land that maintain affordability controls.

This highly effective method to provide affordable housing has been used by many communities in the US and elsewhere. The City should formalize this program in an effort to create a more competitive environment for the "purchase" of these properties. This process also requires follow-up review and monitoring of the housing to ensure that it has been sold or leased to income-qualified households.

As of February 2007, tax assessment records indicate that 441 properties have been foreclosed upon in the City. Of these, 90 have already been sold, leaving 351 properties available for disposition. These properties range in both size and range of improvements located on them – this diversity offers significant opportunities for disposition (e.g. rehabilitation, new development, infill, etc.).

In addition, the tax assessment records note that liens have been placed on 230 properties within the City and are in the foreclosure process. As noted previously, the ability of the City to control these properties for disposition will allow it to control and guide a disposition process that requires the construction of affordable/workforce housing.

Strategy 4 – COAH Fair Share Plan; Bringing in the Private Sector

While it appears that the City adequately meets its current COAH obligations (as noted in Section II of this plan), it is recommended that the City implement a Growth Share Ordinance or Development Fee Ordinance. A Growth Share Ordinance would establish a required number of affordable units to be constructed by a private developer as part of a proposed market-rate project – COAH requires one affordable unit per eight market units. While this is the requirement per COAH, the City could choose to reduce this to, say, one per ten or one per fifteen and combine this "private market" approach to affordable housing with a proactive public sector approach using the strategies as outlined herein.

In lieu of the Growth Share Ordinance (or in addition to), the City could institute a Development Fee Ordinance to charge developers a fee that is placed in an affordable housing trust fund. This fund would then be used by the City, in conjunction with other funds, to provide affordable housing in the future (no monies in the fund can be used for previously approved or administered projects). COAH limits these fees at a maximum of one percent of equalized assessed value for residential projects and two percent of equalized assessed value for non-residential projects.

Should the City opt for the use of Development Fees, the City must have a Housing and Preservation Department in place utilizing the strategies noted in this plan – a proactive approach to the use of these funds will be necessary to see actual rehabilitation/construction of affordable workforce units.

Use of the COAH program is a *supply* side approach to the City's shortage of available quality affordable workforce housing options. COAH's affordable housing requirement presupposes the demand to be one affordable unit per every eight market units constructed. This program does *not* provide direct assistance to the buyers (e.g. the *demand* side) to pay for the supply that is the intended result from the program; but rather assures that this *adequate affordable housing supply* is available.

The use of COAH and its requirements ultimately requires the private market to play a significant role in the provision of affordable/workforce housing. When COAH regulations are implemented via a local ordinance, the private developer's role is typically limited to meeting the requirements of the ordinance -- meeting the Growth Share obligation of providing one (1) affordable housing unit for every eight (8) market units constructed. But additional opportunities exist for the private market to serve as a significant provider of affordable housing in the City of Atlantic City. In particular, two (2) programs are outlined as follows:

- **Low Income Housing Tax Credits**

The Low Income Housing Tax Credit (LIHTC) is a tax credit created under the Tax Reform Act of 1986 (TRA86) that

gives incentives for the utilization of private equity in the development of affordable housing aimed at low-income households. The credits are also commonly called Section 42 credits in reference to the applicable section of the Internal Revenue Service Code. The tax credits are more attractive than tax deductions as they provide a dollar-for-dollar reduction for a taxpayer's federal income tax, whereas a tax deduction would only provide a reduction in taxable income. Given the high values associated with low-income housing development, almost all investors in LIHTC projects are corporations.

The LIHTC directly subsidizes the development costs of low-income housing, but through the use of private equity rather than government dollars. To take advantage of the LIHTC, a developer will typically propose a project to a state agency, seek and win a competitive allocation of tax credits, complete the project, certify its cost, and rent-up the project to low-income tenants. Simultaneously, an investor will be located that will make a "capital contribution" to the partnership or limited liability company that owns the project in exchange for being "allocated" the entity's LIHTCs over a ten (10) year period. The amount of the credit will be based on (i) the amount of credits awarded to the project in the competition, (ii) the actual cost of the project, (iii) the tax credit rate announced by the IRS, and (iv) the percentage of the project's units that are rented to low-income tenants. Failure to comply with the applicable rules, or a sale of the project or an ownership interest before the end of at least a 15-year period can lead to recapture of credits previously taken, as well as the inability to take future credits.

The LIHTC is only awarded for projects that provide rental units to households earning 50% - 60% of Area Median Income (*not* City median income). The 50% to 60% bracket qualifies within the low to moderate household income classification. In fact, the City's estimated 2005 median household income is \$30,500 (the most recent estimate available) – this median income qualifies as a low household when one examines the COAH 2007 Regional (AMI) Income

Limits as outlined in Figure 43 below. This means that an Atlantic City household of four persons earning \$30,500 (the City's median household income) would qualify to live in an LIHTC unit designated for low-income tenants.

Figure 43
2007 COAH Regional Income Limits

Household Size	Median Income	Moderate (80% of AMI)	Low (50% of AMI)	Very Low (30% of AMI)
1 person	\$44,015	\$35,212	\$22,008	\$13,205
1.5 persons	\$47,159	\$37,727	\$23,580	\$14,148
2 persons	\$50,303	\$40,243	\$25,152	\$15,091
3 persons	\$56,591	\$45,273	\$28,296	\$16,977
4 persons	\$62,879	\$50,303	\$31,440	\$18,864
4.5 persons	\$65,394	\$52,315	\$32,697	\$19,618
5 persons	\$67,909	\$54,327	\$33,955	\$20,373
6 persons	\$72,940	\$58,352	\$36,470	\$21,882
7 persons	\$77,970	\$62,376	\$38,985	\$23,391
8 persons	\$83,000	\$66,400	\$41,500	\$24,900

Source: COAH 2007 Construction Statistics

Given these parameters, the LIHTC program could prove to be a very valuable tool in terms of bringing the private market in to provide quality affordable housing for the City's residents. Use of such a program could further reduce the City/CDBG and the CRDA subsidies necessary for the provision of affordable housing in Atlantic City. LIHTC is applicable for use to rehabilitate existing structures or for new construction.

There is a second tax credit program, commonly known as the Historic Tax Credit (HTC) program, that provides similar tax credits to investors (typically corporations). This program is aimed at saving and rehabilitating nationally registered historic structures.

- **Federal Historic Preservation Tax Incentives**

The Federal Historic Preservation Tax Incentives Program (the 20% credit) is jointly administered by the U.S. Department of the Interior and the Department of the Treasury. The National Park Service (NPS) acts on behalf of the Secretary of the Interior, in partnership with the State Historic Preservation Officer (SHPO) in each State. The Internal Revenue Service (IRS) acts on behalf of the Secretary of the Treasury. Certification requests (requests for approval for a taxpayer to receive these benefits) are made to the National Park Service through the appropriate State Historic Preservation Officer (SHPO). Comments by the SHPO on certification requests are fully considered by the NPS; however, approval of projects undertaken for the 20% tax credit is conveyed *only in writing* by duly authorized officials of the National Park Service.

The 20% rehabilitation tax credit applies to any project that the Secretary of the Interior designates a *certified rehabilitation* of a *certified historic structure* and is available for properties rehabilitated for commercial, industrial, agricultural, or rental residential purposes, but it is not available for properties used exclusively as the owner's private residence.

There is also a 10% rehabilitation credit equal to 10% of the amount spent to rehabilitate a *non-historic building* built before 1936.

Possible structures in Atlantic City that could benefit from the use of Historic Tax Credits (HTC) include:

- Guaranteed Trust Bank Building at 1125 Atlantic Avenue
- The Segal Building at 1200 Atlantic Avenue
- The Masonic Temple at 3515 Ventnor Avenue
- Brighton Avenue School at 28 North Brighton Avenue

Both the LIHTC and HTC provide upfront equity for developers committed to the construction of affordable rental housing, as well as mixed-use development. The use of these federal programs to engage the private sector in the provision of affordable housing should be pursued by the City in its efforts to create a comprehensive housing program.

Strategy 5 – Community Development Corporations (CDC)

The City should actively work with community groups to establish reliable and trustworthy Community Development Corporations (CDC) to utilize 501(c)3 status to procure grants, federal funding, private fundraising, etc. to construct affordable/workforce housing throughout the City.

A CDC is a 501(c)(3) organization that is responsible for neighborhood improvement, increased economic vitality, and the overall implementation of an approved strategic revitalization plan for a specific area (usually).

The creation of a CDC would allow for the not-for-profit agency to apply for grants and other funding sources from national and state organizations. Chief among them is the National Community Development Initiative (NCDI) which has been working to improve cities for the past decade, primarily via the provision of financial support from corporate, nonprofit and government funders to CDCs. Some of the many corporate organizations and foundations that contribute funding to these organizations include:

AXA Community Investment Program
Bank of America
The Annie E. Casey Foundation

Deutsche Bank
The Fannie Mae Foundation
The Robert Wood Johnson Foundation
Wachovia Regional Foundation
W.K. Kellogg Foundation
John S. and James L. Knight Foundation
John D. and Catherine T. MacArthur Foundation
The McKnight Foundation
Metropolitan Life Insurance Company
J.P. Morgan Chase & Company
The Prudential Insurance Company of America
The Rockefeller Foundation
Surdna Foundation
United States Department of Housing and Urban Development
United States Department of Health and Human Services

Combined, more than \$163 million of direct investment provided from NCDI has attracted an additional \$2.2 billion in funding for inner-city revitalization from more than 250 state and local partners, including state and city governments, foundations, banks and other corporations (some of which are noted above).

By conducting the “business of community”, that is, combining expertise in business and finance with community networks and relationships, CDCs have used funds from NCDI and other sources (e.g. municipal funds, CDBG, general obligation bonds, etc.) to rebuild and rehabilitate thousands of new homes and rental apartments, as well as spearhead the development of commercial, community and mixed-use facilities in low-income neighborhoods nationwide.

Another noteworthy organization that provides assistance to both CDC’s and private institutions alike is the Enterprise Foundation – Enterprise helps build affordable housing for low-income households by providing financing and expertise to community and housing developers. Today, Enterprise is widely regarded as a leading provider of capital and expertise for affordable housing and community development. Enterprise works with partners – developers, investors, government, community-based nonprofits and others – to reach a common goal of “fit and affordable housing for all

Americans allowing them to move up and out of poverty into the mainstream of American life.”

Strategy 6 –Housing Plan/Policy as a Comprehensive Community & Economic Development Initiative

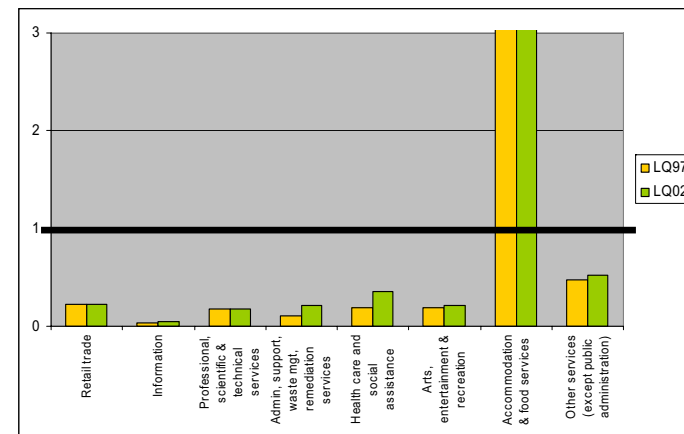
The need to increase housing opportunities is typically closely aligned with community economic development. The Economic Development element of this Master Plan outlines a number of recommendations to further economic development within Atlantic City. This housing component is proposed to complement the economic goals of Atlantic City. For example, strategies to diversify the City’s economy will reinforce the recommendations in this housing element that address creating a strong middle- and upper-middle class – a demographic that will support stronger neighborhoods as well as be able to afford the high cost of housing in the City.

As the Economic Development component notes, the largest segment of the City’s economy is concentrated in “accommodations and food services” – both comprised of primarily low-skilled and low-paying jobs. In fact, while employment in the accommodation/food and services industries is well above that in all other segments of the City’s employment base, the actual rate of growth for these industries is below that of the State of New Jersey as noted in this Master Plan’s Economic Development element.

FIRE (the Finance, Insurance, and Real Estate professions) industries have witnessed relative stagnation/decline over the past decade presenting a significant challenge to a City that must diversify its economy to meet the needs of future generations. This need to attract FIRE industries, architects, engineers, attorneys, graphic designers, computer technicians, etc. is readily apparent when Atlantic City’s economic and employment drivers are compared to those of the State (Figure 44). This graph, excerpted from the Economic Development element, illustrates a comparison of the strength of Atlantic City’s industries compared to the State of New Jersey.

The graph utilizes a location quotient analysis (LQ) to determine an assessment of the concentration of an industrial sector in a city in comparison to the State of New Jersey. The results of LQ indicate either under-representation or specialization. An LQ value around 1.0 indicates that the percent share of that sector in the City mirrors the distribution in the State. An LQ value below 1.0 indicates that the sector in question is under-represented in the City. An LQ value greater than 1.0 indicates that the sector in question is over-represented in the City. If the LQ value exceeds ± 1.3 it is generally understood that some specialization or clustering is occurring. The graph below indicates the tremendous strength of the accommodation and food services sector, but also illustrates the insignificance of the remaining sectors in the economy.

Figure 44
Location Quotient Analysis



It is this lack of diversification in the City’s economy that contributes to the existing housing conditions – poor quality housing that results from a local economy (e.g. low-income households) that simply cannot afford to adequately maintain the housing stock. Increased diversification of the City’s economy and mixed-income neighborhoods may also contribute to improvements in the quality of life in these areas. Mark L. Joseph, in an article for *Housing Policy*

Debate (Fannie Mae Foundation, Volume 17, Issue 2, 2006) noted four primary rationales for the advocacy of mixed-income neighborhoods:

1. Social networks as “social capital” – the argument asserts that by attracting higher-income residents back to the inner-city, mixed income development can facilitate the re-establishment of effective social networks and social capital for low-income residents.
2. Social control – this argument maintains that the presence of higher-income residents, in particular homeowners, will lead to higher levels of accountability to norms and rules through increased informal social control and thus to increased order and safety for all residents.
3. Culture and behavior – the presence of higher-income residents in mixed-income development will lead other families to adopt more socially acceptable and constructive behavior, including seeking regular work, showing respect for property, and abiding by other social norms.
4. The political economy of place – the influence of higher-income residents will generate new market demand and political pressure to which external political and economic factors are more likely to respond, thereby leading to higher-quality goods and services available to a cross-section of residents in the community.

It is these aforementioned items, non-quantifiable at best, that will form the very basis of neighborhood improvement in Atlantic City. It is also these items that remind us that neighborhoods are more than simply structures for living – a well-rounded and diverse community is essential to their success.

Strategy 7 – Collaborate With the Local School District to Improve Educational Opportunities and Performance

According to a report by Funders' Network entitled *For Smart Growth and Livable Communities*, it is well understood that school quality determines where many families will choose to locate within a region (Passmore 2000). If new schools are being built on the edge of town and they are perceived to be superior, as new schools often are, then families who can afford the move will often relocate. Similarly, under-performing schools in older neighborhoods can push families to leave. Even families without school age children are impacted as school quality has a significant influence on residential property values. Thus, school quality can influence population shifts within a region from the urban core to the periphery, precisely, the pattern of urban disinvestment and suburban expansion that troubles smart growth advocates the most.

Discussions about the connection between schools and community design are not new within smart growth circles, but they certainly have become more focused recently, with the publication of a National Trust for Historic Preservation report, “Historic Neighborhood Schools in the Age of Sprawl: Why Johnny Can't Walk to School.” The report serves as a clarion call to smart growth advocates across the country, stating: “Despite the clamor for smaller, community-centered schools, ‘mega-school sprawl’ -- giant schools on the outskirts of town with tenuous physical connections to the communities they serve -- continues to spread across the country” (Beaumont & Pianca 2000).

With the exception of the Atlantic City High School, the remaining schools in the City are relatively well-situated and integrated into the neighborhoods they serve. The benefit of developing neighborhoods/housing in conjunction with schools dates back to the historic development of cities. The following is excerpted from the National Housing Institute (NHI) *Shelterforce* publication (Issue 147, Fall 2006):

For several decades community development corporations (CDCs) around the United States have been giving new life to urban neighborhoods by developing housing and other needed facilities. Concurrently, in many of these neighborhoods large-scale school construction programs are taking place. In states as diverse as California, New Jersey and Ohio, state governments and local school districts are spending billions of dollars to rebuild their educational infrastructure.

The actors engaged in school construction, housing development and community revitalization are pursuing activities that define their respective missions and benefit their constituencies and the community at large. Yet they often work with little knowledge of each other's efforts and, at times, work at cross-purposes that undermine the good work that each is doing. Some school construction projects have resulted in large-scale displacement of lower-income households, and in a few cases school siting decisions have endangered housing recently constructed or renovated by a CDC. At a minimum, opportunities to optimize the use of scarce building sites and limited funding, and to create better outcomes for the community as a whole, are being lost.

Conversely, effective collaborations between school planners, CDCs and others engaged in neighborhood revitalization offer significant opportunities for integrating schools and housing in ways that promote synergy and foster the revitalization and redevelopment of the entire community. Such collaboration can minimize disruption to the lives and homes of existing residents and offer potential savings that can make both school construction and housing development more cost effective.

The ability of the City of Atlantic City to effectively collaborate with the local School Board can lead to opportunities for improvement to both the neighborhoods in which the local schools exist as well as improvements within the schools themselves (e.g. performance). The neighborhood improvements could be physical improvements to the surrounding area; increased interest on the part of the

neighborhood residents; and/or the desire by residents to see the schools function as 24-hour learning centers with amenities such as health centers, computer centers, adult-learning facilities, a full library, meeting rooms, community center, day-care center, etc. In essence, local schools provide an opportunity to create fully functioning community centers that serve the students as well as the surrounding neighborhood. The expansion of services in the existing schools should be looked into – a team made up of School Board members, City administration officials, residents, etc. should be established to begin to address the many opportunities for improvement.

Beyond the expansion of neighborhood school functions is the need for the Board of Education to realize improvements in academic performance in the City's schools. Based on data obtained from the independent PSK12.com, the City's schools perform very poorly relative to other schools in the region and state:

- Atlantic City High School is ranked 312 out of the 335 high schools in the State of New Jersey (or in the bottom 7% of high schools statewide)
- Ohio Avenue Middle School (the City's highest rated middle-school) is ranked 592 out of the 614 middle schools in the State of New Jersey (or in the bottom 4% of middle schools statewide)
- Texas Avenue Elementary School (the City's highest rated elementary-school) is ranked 1013 out of the 1291 elementary schools in the State of New Jersey (or in the bottom 22% of middle schools statewide)

The poor performance of the City's schools creates an almost insurmountable issue as the City tries to bring in higher-paying jobs/industries. Many of these employees will have higher expectations of the local schools and if they feel that their children's educational needs cannot be met locally, they will choose to live in outlying communities in Atlantic and other counties. This situation will exacerbate the ongoing issue of education and neighborhood quality if not appropriately addressed. In fact, of all the local

neighborhood amenities that can influence a buyer's decision to purchase a home, proximity to good quality schools is one of the most influential. According to *The 2004 National Association of REALTORS® Profile of Home Buyers and Sellers*, schools were listed as a deciding factor for 19% of home buyers.

This is a serious issue that must be addressed by the City as it pursues improvements in its affordable workforce housing program as well as its economic development activities aimed at attracting a diversity of jobs to the area.

Strategy 8 – Consider Additional Opportunities for Funding Workforce Housing Initiatives

As noted in Strategy 1, the need for dedicated funding to provide the necessary housing infrastructure is essential to the success of any comprehensive housing program. While it is strongly recommended that CDBG funds, CRDA funds, COAH Third Round requirement funds, and City funds (perhaps via the issuance of a general obligation bond) be committed to such housing program, the need for supplemental funding may be derived from any of the following mechanisms:

- The City administration should work with each casino to develop a workforce housing program that is administered by the casino for their employees through the use of targeted incentives such as housing tax credits. This could encourage employers to help their workers with down payments and create incentives for home buyers.
- The City should establish Development Impact Fees for buildings that exceed the height for the Resort Services Commercial (RSC) Zoning District as directed by the City's Land Use Ordinance (385'). For example, if the City decided that 585' was the new height limit in the RSC Zoning District, but felt that any building over 185' created added development pressures on the City's infrastructure, a fee could be considered for any building that is higher than 185'. The fee would likely be on a *per square foot* or height basis

and must be quantifiable with the impact that results from this "increase" in height. The funds derived from these development impact fees could be dedicated to specific funds for the provision of workforce housing and the creation of mass transit infrastructure/improvements for the City.

- The City should work with the Casino Control Commission, the casinos, the County, and the State to implement a "workforce housing tax" that could apply to hotel rooms, entertainment tickets, on premise alcohol sales, etc. This would be very similar to the existing luxury tax (3% on alcohol and 9% on other items) that generates more than \$26 million a year but goes to the State Sports and Exposition Authority. If such a tax were to be implemented for workforce housing, a separate fund should be dedicated for these revenues – such a fund could be administered by the CRDA.

These are just a few examples of possible revenue opportunities that the City could begin to negotiate on behalf of the residents and their continuing needs.

Strategy 9 – Creation of a Community Land Trust

A more "local" and progressive solution to addressing affordable housing in Atlantic City would be the creation of an Atlantic City Land Trust (ACLT) modeled after the well-known Burlington Community Land Trust (BCLT) in Burlington, Vermont. The following outlines the BCLT program in detail (Fireside 2005):

Buying land through a housing trust involves several steps. To start, the trust acquires a parcel of land through purchase, foreclosure, tax abatements, or donation, and then arranges for a housing unit to be built on the parcel if one does not yet exist. The trust sells the building but retains ownership of the land underneath. It leases the land to the homeowner for a nominal sum (e.g., \$25 per month), generally for 99 years or until the house is sold again.

This model supports affordable housing in several ways. First, homebuyers have to meet low-income requirements. Second, the buying price of the home is reduced because it does not include the price of the land. Third, the trust works with lenders to reduce the cost of the mortgage by using the equity of the land as part of the mortgage calculation. This reduces the size of the down payment and other closing costs and eliminates the need for private mortgage insurance. In all, the trust can cut the cost of home ownership by at least 25%.

Unlike federal programs that only help the initial buyer, the BCLT keeps the property affordable in perpetuity by imposing restrictions on the resale of the house. Specifically, the contract restricts the profit buyers are able to take when they later sell the house. According to the terms of the BCLT leases, homeowners get back all of their equity from their mortgage plus the market value of any capital improvements they made. However, they only get 25% of any increase in the value of the house (which constitutes 75% of the total value of the property), and none of the increase in the value of the land.

Since buyers keep a portion of the housing value appreciation, families do accumulate some wealth through BCLT homeownership. And as time passes, if the surrounding housing prices continue to rise, the trust prices become even more affordable relative to market housing, and the trust captures more wealth on behalf of the community.

When the homeowner sells, the new buyer must agree to the same terms. If no buyers are interested or the owners default on the mortgage, the BCLT retains the option to buy the property.

This model gives the buyer the benefits of homeownership (including the tax deduction for mortgage interest, wealth accumulation through equity, and stable housing costs) that would otherwise be beyond their means.

This model could easily be adapted to the Atlantic City market where the ACLT could be created by the City Administration as a division of the proposed Housing Department. With minor tweaking of a Growth Share Ordinance, funds in lieu of affordable housing units on site of new development could be forwarded to the ACLT for the provision of land and housing within the City. Additionally, the casinos would have an interest in supporting such a program that would provide low-level employees with the opportunity to find housing within the community.

Strategy 10 – Focus Initial Housing Efforts within the City’s Main Street District

The Main Street District in Atlantic City completed an extensive study entitled the *Main Street Atlantic City Downtown Revitalization Plan* in early 2007 that includes a detailed strategy aimed at attracting increased residential development to the area in conjunction with improved retail establishments. One of the primary goals for this District is to utilize new residential development to improve the character of the retail sector. This is proposed to be a two-fold approach; the re-use of the second and third stories of the structures along Atlantic Avenue will create a sense of physical improvement given that many of these upper floors are currently vacant of any activity, and second, the increase in the absolute numbers of residents living in the District will provide for improved retail offerings – increased rooftops lead to increased retail activity as “retail follows rooftops.”

The entire Main Street Downtown District encompasses approximately 143 acres, made up of 863 parcels and consists of 30 City blocks (or 15 linear blocks on the north and south side of Atlantic Avenue). The opportunity to create new residential units in this District is significant. With more than 10,000 casino employees living in Atlantic City and the pending Revel/Morgan Stanley casino and Pinnacle Casino proposed to begin construction in early 2008, the employment base is anticipated to increase dramatically. Locating many of these employees close to the casinos is not only Smart Growth, but essential to the economic survival of the City’s Main Street retailers.

The need for affordable workforce housing in this district is compounded by the need to also attract an up-market clientele to this area (as noted in Part III of this Housing Element). As part of this, the economic restructuring (noted in Strategy 6) and/or diversification in this district (and citywide) will be necessary to create a truly mixed-income “neighborhood.”

One strategy noted by economist Bruce Katz of the Brookings Institution is known as the “2 percent” solution. The concept derives its name from the fact that two percent of a region’s metropolitan area must live in the Downtown area for it to be a truly viable center. In the case of Atlantic City, the region’s metropolitan population is 271,015 (US Census, 2000). Utilizing this “2 percent” solution, the Downtown District (the Main Street District) would need to have a population of 5,420 persons. Currently, the Downtown population is estimated at 2,200 persons, thus this strategy basically recommends doubling the District’s population to achieve critical mass of residents in a concentrated area – the key to urban revival.

How can this “2 percent” solution be achieved? Three strategies stand out: encourage residential development and the preservation and adaptive reuse of historic structures; leverage the area’s concentration of academic institutions (Stockton College and ACCC); and make significant transformative investments in downtown infrastructure (e.g. mass transportation, parks/recreation, streetscape, etc.).

The critical massing of people would attract amenities that lure businesses and jobs for downtown and metro-area residents, shoppers, and tourists. Appealing new housing with street-level cafes and shops would bring life and a virtuous cycle of growth to the Downtown. Research has shown that the physical clustering of talented people is critical for economic growth. This relates closely to the need to increase the presence and viability of the City’s two colleges – Stockton College and Atlantic Cape Community College. Tying residential development to economic development and tying economic development to the new creative/knowledge economy is a well-established method to urban revitalization.

Also important for the Main Street District, as well as other neighborhoods throughout the City is the need to initiate a “Complete Neighborhoods” approach to housing through zoning and land development regulations.

As discussed in Section II, the City should look beyond the provision of housing for only the traditional low-income households (50% - 80% of AMI) and focus some efforts on the moderate-income households (80% - 120% of AMI) in order to achieve the desired outcomes of a creating a sound place to live work and play. In light of this discussion, planning for and developing “complete” neighborhoods is an important factor in the quality of life for residents. “Complete” neighborhoods suggest that there are numerous factors that contribute to a successful community. Beyond the availability and condition of housing stock, factors such as sufficient parkland and open space, access to community facilities, schools and nearby neighborhood commercial uses that promote walkability, as well as a variety of transportation modes servicing the neighborhoods are vital to a community’s desirability.

One way to encourage sufficient parkland and open space in the City’s neighborhoods is by taking a “Planned Development Zoning” approach to the zoning and development regulations. This approach allows flexibility in applying certain zoning standards. Such flexibility requires a review process and Development Plan to safeguard health, safety and welfare concerns. In exchange for flexibility, these neighborhoods will now have amenities not otherwise required through traditional zoning techniques. This zoning allows innovative designs, solves problems on difficult sites, meets market niches, encourages housing in different price ranges, promotes well-designed developments, and encourages in-fill and redevelopment within the existing urban area. Current conditions in the City are conducive to such patterns of development including basic access to nearby community facilities, parks and schools from most neighborhoods within the City. Further enhancing these connections by planning around them and improving the qualities of these facilities will go a long way in attracting the much needed middle and upper-middle income demographic to the housing stock within the City.

(18) Conclusion

It is obvious that the recommended strategies for housing in Atlantic City cannot be examined in a vacuum – the housing crisis in Atlantic City is symptomatic of both macro- and micro-economic policy. Nationally, the shift from a service economy to a creative/knowledge economy over the past fifteen years has resulted in a loss of purchasing power for those employed in “old” industries – service industries such as back-office accounting, office/managerial, accommodations, etc. have seen the cost of living increase at a higher rate than their wages. The effect has been a reduction in their ability to purchase housing and other goods as easily as in previous years. And locally, Atlantic City has seen its employment base heavily skewed toward lower-paying industries – specifically the “accommodations and food services” industry. These national and local economic conditions have resulted in the City’s current housing crisis – the lack of quality affordable workforce housing.

The strategies outlined in the housing element, and the overall Master Plan for the City of Atlantic City, provide solutions to this ongoing problem that will continue to prove detrimental to the future quality of life for the City’s residents unless resolved. The proactive effort required will be monumental and the collaboration of various individuals, departments, and agencies necessary is significant; however lack of action is not a choice at this point in time and the rewards of successful housing policy and planning will serve as the base to the City’s overall revitalization.

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Atlantic City Master Plan

Circulation Element



Section 3 – Circulation Element

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Section 3 – Circulation Element

A. INTRODUCTION

The Circulation Element, prepared by David Shropshire Associates, LLC, addresses both current and long-term circulation issues prevailing in Atlantic City.

Consistent with the Circulation Plan of the 1987 Master Plan, the transportation goals for Atlantic City are:

- To provide for the smooth and efficient flow of vehicles and pedestrians through Atlantic City.
- To maintain adequate capacity for future growth on access roads to Atlantic City.
- To minimize impacts of traffic to Atlantic City residents and businesses.
- To provide solutions which are practical, cost effective, and easy to implement.

The flow of vehicles and pedestrians through Atlantic City is dependent on a street infrastructure that has limited opportunity for additional capacity through new street construction or cartway widening, particularly in the area bounded by Delaware Avenue to the east, Pacific Avenue to the south, Jackson Avenue to the west at the Ventnor City boundary and Baltic Avenue-Fairmount Avenue to the north. In addition to the Boardwalk, most City streets contain sidewalks for the accommodation of pedestrians. The presence of vehicular and pedestrian traffic at intersections throughout the City further challenges the capacity and safety of the existing street infrastructure. Therefore creative measures will be required to provide an acceptable flow of vehicles and pedestrians.

As Atlantic City anticipates continued growth in the casino industry and the housing market, the capacity of the access roads serving the City will be challenged. Area planning agencies are studying the Atlantic City access routes and travel patterns of casino patrons to develop a strategy to address the capability of the current system to accommodate existing and anticipated future demands.

As a stakeholder in the overall capability of the access roads and modes, the City must be proactive in the planning and implementation process. The City must also be able to provide the appropriate internal improvements as a transition between the high speed, high capacity access roads and the City street network.

Impacts to residents and businesses must be expected with the provision an effective transportation system. Anticipated redevelopment of Bader Field, the Sands Casino site and the Southeast Inlet Area will create the need for transportation improvements in proximity to residential and commercial business areas. Again, creative solutions will be needed to address any potential impacts to area residents and businesses.

The practicality, cost effectiveness and ease of implementation of any transportation recommendations inherently require resourcefulness. Atlantic City has a long history of imaginative transportation solutions including the development of the Boardwalk, the Jitney service, casino intercept parking areas, the Convention Center rail terminal and the Atlantic City-Brigantine Connector. As seen in the following review of the most recent City Circulation Plan, several recommendations were not addressed based on impracticality, high costs and/or implementation issues. However, significant investment was made to the transportation system within the last 20 years which has improved travel conditions for residents, visitors and employees of the City.

Review of 1987 Circulation Plan

The 1987 Circulation Plan contained a summary list of transportation policy recommendations related to regional access, internal circulation and parking. Recommendations were focused upon improving traffic flow through Atlantic City's street network to prepare for future levels of forecasted congestion. The following is a review of the recommendations and the current status.

Regional Access

1. Atlantic City has a major interest in the main access roads regarding the provision of adequate capacity even though the

roads are not under the control of Atlantic City. **2007 Status:** Addressed. Atlantic City has supported the efforts of the South Jersey Transportation Authority (SJTA), the New Jersey Department of Transportation (NJDOT), Atlantic County and the South Jersey Regional Transportation Authority (SJRTA) to study, design and implement improvements to the regional access routes serving the City.

2. By the year 1995, U.S. 30 should be widened from four lanes to six lanes between Delilah Road and Beach Thorofare and from six lanes to eight lanes between Beach Thorofare and Illinois/Huron Avenues (this roadway is the responsibility of the NJDOT). **2007 Status:** Partially addressed. There are still four lanes between Delilah Road and Beach Thorofare and less than eight lanes between Beach Thorofare and Illinois/Huron Avenues. However the Atlantic City- Brigantine Connector was constructed to include grade separated roadway facilities to accommodate the growing volume of traffic.
3. Projected levels of growth by 1995 and the construction of the convention center complex at the foot of the Atlantic City Expressway will require a third lane in the westbound direction where the peak is much sharper. **2007 Status:** Completed. There is a third lane in the westbound direction from Baltic Avenue to the Garden State Parkway except for a small portion of the Expressway between the Convention Center and the Connector which has two lanes. There are three eastbound lanes on the Atlantic City Expressway as well as a series of on and off ramps guiding drivers to their destination whether it is Uptown, Midtown, Downbeach, the Convention Center, or the Marina Area.

Internal Circulation

1. Begin immediately with the design and installation of a modern traffic signal system. **2007 Status:** Completed. A Citywide operation system with six controlled cycle length phases based on the time of day has been implemented. Of the over 200 traffic signals in Atlantic City, approximately 140 signals are controlled by the system along the primary east-west routes of

Pacific Avenue, Atlantic Avenue, Arctic Avenue and Baltic Avenue.

2. Staff and implement a Transportation Systems Management program which includes low-cost and easy to implement transportation actions along with a current data base of traffic characteristics. **2007 Status:** Partially addressed. Currently the Atlantic City Public Works maintains and City Police manage the traffic signal system. The Police react to traffic events to manage the system and maintain relevant accident data.
3. Pacific Avenue should be a one-way road. **2007 Status:** Unchanged. Pacific Avenue is still a two-way road.
4. The Monument does not need to be relocated as long as specific traffic signal improvements are carried out. The changes will require making Trenton Avenue one way northbound (instead of the present direction - southbound) between Ventnor Avenue and Winchester Avenue. **2007 Status:** Completed. Traffic signal improvements were implemented at Albany Avenue/Ventnor Avenue- O'Donnell Parkway, Albany Avenue /Atlantic Avenue and Atlantic Avenue-O'Donnell Parkway/Boston Avenue. Trenton Avenue is now one-way northbound.
5. Retain as much of the residential nature of the Albany Avenue corridor and surrounding areas as possible. **2007 Status:** Unchanged. The construction of the stadium on Bader Field was not accompanied by improvements along Albany Avenue that significantly changed the residential nature of the corridor.
6. Proceed with a fixed guide way system or people mover in a deliberate, staged manner. The first priority is the Missouri/Arkansas corridor which would make the widening of the streets unnecessary. **2007 Status:** Unchanged. The Missouri/Arkansas corridor has undergone significant widening and modification to address vehicular flows with no provision for a fixed guide way or people mover system. However a platform for a cable car gondola system was installed at the pier development with an intention to connect the system to the convention center area.

7. Improvements for the area from U.S. 30 to the Urban Renewal Area that should be considered are making Delaware and Maryland Avenues, which are one-way loops (Delaware northbound, Maryland southbound), wider to provide four through lanes of traffic. **2007 Status:** Partially addressed. Delaware Avenue has been widened to a five lane street with two travel lanes in each direction and a center median which allows for left-turn storage lanes at various intersections. Maryland Avenue is currently a two lane, two-way street with on-street parking on the east side of the street.
8. As traffic builds up in future years, on-street parking on Illinois Avenue and New York Avenue between U.S. 30 and Baltic Avenue should be restricted. **2007 Status:** Unchanged. Illinois Avenue has been changed to Martin Luther King Jr. Boulevard. ML King Boulevard is a four lane, two-way street and still has on-street parking. New York Avenue is a one-way northbound street with two travel lanes and on-street parking restricted to the east side of the street.
9. Determine the impact of the Convention Center traffic on the residential streets between the Center and Illinois Avenue. **2007 Status:** Addressed. The impact has not been excessive to the residential streets.
10. Improvements for the Marina Area are critical for smooth traffic flow. **2007 Status:** Addressed. The improvements to Absecon Boulevard and the provision of the Atlantic City Connector along with the master plan roadway network for the NHRA have minimized congestion in the Marina Area and along the Absecon Boulevard access corridor.

Parking

1. Eliminate casino interceptor parking requirements for visitors, but limit the location of casino garages to commercial use areas between Atlantic Avenue and the Boardwalk. **2007 Status:** Addressed. Casino interceptor lots are now used, for the most part, for casino employees. Each beachfront casino

hotel has constructed parking garages located in the area between Atlantic Avenue and the Boardwalk.

2. Retain interceptor parking requirement for casino employees. **2007 Status:** Unchanged. Casino employee interceptor parking still exists although to a lesser extent as compared to conditions in 1987.
3. Approvals of extremely large parking facilities above 1,000 spaces should continue to be closely scrutinized for site-specific impacts. **2007 Status:** Addressed. All large parking facilities continue to be reviewed for site-specific and area impacts.
4. Existing formula requirements of parking spaces for casino-hotels may remain unchanged. **2007 Status:** Partially addressed. As casino-hotel developments matured, significant experience was gained to appropriately size casino hotel parking garages.
5. Change parking requirements for office development from 1 space per 500 sq. ft. of floor space to 1 space per 1000 sq. ft. of floor space. **2007 Status:** Partially addressed. Parking requirements are specified for a variety of office developments not a general requirement for all office development.
6. Give zoning approval to new surface stand alone parking lots based on evidence of demonstrated need and that it does not cause negative impacts to surrounding neighborhoods. **2007 Status:** Completed. Several new surface parking lots have been implemented based on a demonstrated need.
7. Implement a continuous parking management program which includes maintaining an up to date data base on parking supply and demand. **2007 Status:** Unchanged. There is no coordinated parking management program although most parking operators maintain some level of a data base that can be used to gauge peak demands and the associated events creating the demand.

Scope of 2007 Circulation Plan

The 2007 Circulation Plan contains a general inventory or description of existing physical characteristics of the transportation system including the access routes, internal circulation streets and intersections, on and off street parking, mass transit, pedestrian facilities and bikeways. In addition, accident locations and other areas of concern are identified.

The plan also describes future traffic conditions as it relates to anticipated travel patterns and the existing transportation infrastructure. Specifically, the plan concentrates on the areas of concern and the potential need for future improvements.

The plan concludes with a series of recommendations. The recommendations focus on policy and overall concepts rather than detailed and specific improvements. The plan provides concepts for areas experiencing traffic congestion but does not detail specific intersection improvements such as traffic signal phasing or turn lanes except when those intersections are crucial to the capacity of an area.

B. EXISTING CONDITIONS

Overall, the transportation infrastructure of Atlantic City is comprehensive and varied. Modes of transportation include train, bus, jitney, taxi, shuttle, automobile, bike and pedestrian. There is no air service directly within the City as the Atlantic City Airport is located approximately 10 miles west of the City limits in Egg Harbor Township. Although there are a variety of recreational water activities and services in Atlantic City, there is no scheduled water transportation services located on Absecon Island which the City shares with three other municipalities, Ventnor City, Margate City and the Borough of Longport.

Travel by automobile dominates the transportation landscape of Atlantic City. Overall, annual visit trips to Atlantic City have ranged between 30 and 35 million trips from over the last 20 years. SJTA data from 1978 through 2006 has shown a dramatic increase in

automobile volume and a significant decrease in bus, air and rail trips between the late 1980's/early 1990's and 2007. With this shift of travel from mass transit to automobile, the street and parking network has become a priority in accommodating the travel demands within the City.

Highways, Streets and Intersections

Atlantic City is served by three primary access roads as shown on Figure 1. The Atlantic City Expressway (ACE) is a limited access toll highway that connects the Philadelphia area, through Camden County, Gloucester County and Atlantic County, with the City. As a limited access expressway with no traffic signal controlled intersections, the ACE carries a substantial amount of hourly, daily and annual traffic with an Atlantic City trip purpose. The ACE originates/terminates at the Missouri Avenue/Arkansas Avenue corridor adjacent to the Atlantic City Convention Center and Atlantic City-Brigantine Connector. Approaching/departing Atlantic City, the ACE has a 55 mile per hour (mph) speed limit and an average daily traffic (ADT) volume of over 65,000 vehicles. The ACE is under the jurisdiction of SJTA.

The Atlantic City-Brigantine Connector is also classified as an expressway and extends between the ACE to the west and Route 87, Route 187 and Route 30 to the east. In general the Connector has two lanes in each direction. The speed limit on the Connector is 35 mph. The New Jersey Transit rail line serving Atlantic City has an at grade crossing of the Connector. Bacharach Boulevard has an at grade intersection with the eastbound lanes of the Connector. The Connector is under the jurisdiction of SJTA.

Route 30 (Absecon Boulevard) is also a primary access road extending between Philadelphia and Atlantic City. In general, Absecon Boulevard is a four lane, two-way principal arterial that is under the jurisdiction of NJDOT. Absecon Boulevard widens to a six lane highway in the area of Duck Thorofare and originates/terminates at Virginia Avenue within Atlantic City. Absecon Boulevard has eight traffic signalized intersections within Atlantic City between Duck Thorofare and Virginia Avenue. The speed limit of Absecon Boulevard decreases from 50 mph to 40 mph at the casino intercept lot and again

to 35 mph at the Atlantic City- Brigantine Connector. Absecon Boulevard has an ADT volume of over 50,000 vehicles.

Route 40/322 (Albany Avenue) is the third primary access road serving Atlantic City. In general, Route 40/322 is a four lane, two-way principal arterial that is under the jurisdiction of NJDOT. The NJDOT jurisdiction ends at Atlantic Avenue. The speed limit of Albany Avenue decreases from 50 mph to 40 mph at West End Avenue and again to 25 mph at Winchester Avenue. Albany Avenue has an ADT volume of over 46,000 vehicles.

Atlantic City has several other principal arterials that serve other communities and the internal traffic patterns of the City:

- Route 87 (Huron Avenue-Brigantine Boulevard) extends between Absecon Boulevard at ML King Boulevard and the City of Brigantine; NJDOT jurisdiction; ADT of over 24,000 vehicles.
- Route 187 (Brigantine Boulevard) extends between the Atlantic City-Brigantine Connector at Absecon Boulevard and Huron Avenue; NJDOT jurisdiction; ADT of over 7,000 vehicles.
- County Route 629 (West End Avenue) extends between Albany Avenue at Bader Field and Ventnor City; Atlantic County jurisdiction; ADT of over 19,000 vehicles.
- Atlantic Avenue between Albany Avenue and Virginia Avenue.
- Captain John O'Donnell Parkway-Ventnor Avenue between Jackson Avenue on the Ventnor City boundary and Boston Avenue at Atlantic Avenue.
- Christopher Columbus Boulevard (Missouri Avenue) between Arctic Avenue and Atlantic Avenue.
- Arkansas Avenue between Atlantic Avenue and Arctic Avenue.
- Virginia Avenue between Absecon Boulevard and Atlantic Avenue.
- ML King Boulevard between Absecon Boulevard and Atlantic Avenue.

Atlantic City has several other internal circulation streets that are classified as minor arterials:

- Virginia Avenue between Atlantic Avenue and Pacific Avenue.
- Christopher Columbus Boulevard between Atlantic Avenue and Pacific Avenue.
- Arkansas Avenue between Pacific Avenue and Atlantic Avenue.
- ML King Boulevard between Atlantic Avenue and Pacific Avenue.
- Winchester Avenue-Arctic Avenue between Albany Avenue and Maryland Avenue.
- Madison Avenue-Baltic Avenue-Fairmount Avenue between Maryland Avenue and Winchester Avenue.
- Atlantic Avenue to the west of Albany Avenue and the east of Virginia Avenue.
- Pacific Avenue between Albany Avenue and New Hampshire Avenue.
- Ohio Avenue (Horace J. Bryant Jr. Boulevard) between Pennrose Avenue and Pacific Avenue.
- South Carolina Avenue between Pacific Avenue and Absecon Boulevard.
- Maryland Avenue between Brigantine Boulevard and Pacific Avenue.
- New Hampshire Avenue between Atlantic Avenue and Pacific Avenue.

Atlantic City also has a number of urban collector streets including:

- Madison Avenue between Maryland Avenue and Maine Avenue.
- Baltic Avenue between Winchester Avenue and O'Donnell Parkway.
- Arctic Avenue between Maryland Avenue and Maine Avenue.
- Maine Avenue between Atlantic Avenue and Madison Avenue.

- Delaware Avenue between Absecon Boulevard and Pacific Avenue.
- Pennsylvania Avenue between Pacific Avenue and Absecon Boulevard.
- North Carolina Avenue between Absecon Boulevard and Pacific Avenue.
- Tennessee Avenue between New York Avenue at Absecon Boulevard and Pacific Avenue.
- New York Avenue between Pacific Avenue and Absecon Boulevard.
- Kentucky Avenue between Absecon Boulevard and Pacific Avenue.
- Indiana Avenue between Pacific Avenue and Huron Avenue.
- Michigan Avenue between Pacific Avenue and Baltic Avenue.
- Mississippi Avenue between Fairmount Avenue and Pacific Avenue.
- Georgia Avenue between Pacific Avenue and Fairmount Avenue.
- Florida Avenue between Pacific Avenue and Fairmount Avenue.
- Texas Avenue between Arctic Avenue and Pacific Avenue.
- California Avenue between Atlantic Avenue and Fairmount Avenue.
- Absecon Boulevard between Maryland Avenue and Delaware Avenue (urban Local Street from Virginia Avenue to Maryland Avenue).

The balance of the City streets are classified as urban local and are characterized by low speed (25 mph) and on-street parking. Examples of urban local streets are Annapolis Avenue, Morningside Drive and Mainsail Way.

There are over 800 at grade intersections within the City. Over 200 of the intersections are traffic signal controlled. The traffic signals are concentrated along east-west corridors of Madison Avenue-Baltic Avenue-Fairmount Avenue (32), Grammercy Avenue-Arctic

Avenue-Winchester Avenue (37), Atlantic Avenue (48), Pacific Avenue (36) and O'Donnell Parkway-Ventnor Avenue (12). The City implemented a time based coordinated traffic signal system which includes a majority of the signals on the primary street corridors. Traffic signals are maintained by the Public Works Department and the City Police oversee signal timing and coordination.

On and Off Street Parking

Most City streets have on street parking. Parking is restricted on the primary access routes and on portions of the principal arterials. However, parking is generally permitted on the five lane section of Atlantic Avenue and the four lane section of ML King Boulevard. Parking is restricted along several minor arterials such as the four lane section of Pacific Avenue, Arkansas Avenue, Missouri Avenue, and Ohio Avenue. Parking is permitted on most urban collector streets (one side or both) except for Delaware Avenue. On street parking meters are located along Atlantic Avenue and the cross streets in proximity to high traffic generating land uses.

Each casino hotel has significant off street parking spaces in multi-level garages and surface parking lots. Off street parking is also supplied at Convention Hall and the Convention Center. SJTA supports a parking garage along New York Avenue south of Atlantic Avenue and surface lots at Fairmount Avenue/Mississippi Avenue, Atlantic Avenue/Mississippi Avenue and Albany Avenue/Atlantic Avenue. SJTA operates a shuttle service (The Breeze) between the Mississippi Avenue lots and the midtown casino hotels, The Walk and the Atlantic City Convention Center. Intercept surface parking lots are also located along the Atlantic City Expressway and on Absecon Boulevard. The parking supply within Atlantic City appears to be sufficient as the intercept lots are generally underutilized. Convenient parking can be an issue during major events in the City.

Mass Transit, Pedestrians and Bikeways

Currently, the City has scheduled train and bus services provided by New Jersey Transit. Train service extends between the City and Philadelphia with a terminal at the Atlantic City Convention Center. New Jersey Transit advertises four casino rail shuttle routes that accommodate all casino hotels and major travel generators such as the County offices, Convention Hall and the bus terminal. Casino rail shuttle pick-ups begin approximately 25 minutes before a train departure.

The Atlantic City Bus Terminal is located in the block bounded by Atlantic Avenue, Michigan Avenue, Arctic Avenue and Ohio Avenue. New Jersey Transit has ten bus routes that serve the bus terminal. New Jersey Transit bus routes extend beyond the bus terminal to Gardiners Basin, the Marina Area, Venice Park, Absecon Boulevard, Albany Avenue, ML King Boulevard and the length of Atlantic Avenue between Jackson Avenue and New Hampshire Avenue. In addition, national scheduled bus service (Greyhound) and regional bus services utilize the bus terminal.

Charter and tour bus travel is extensive in Atlantic City. While 79.8% of Atlantic City visit trips were made by automobiles, the casino bus industry accounted for 17.5% of visit trips, based on data compiled by SJTA for 2006. By comparison, visit trips by scheduled bus service, air and rail were 1.5 %, 0.8% and 0.5% of the total visit trips, respectively.

The Atlantic City Jitney Association has provided a unique mass transit service to the employees, residents and visitors of the City since 1915. The Association currently has 190 individually owned and operated jitneys. A jitney is a 13 passenger mini-bus. Jitneys are available to the public for an affordable fare. Jitney routes are limited to Pacific Avenue, Delaware Avenue to the Marina Area, ML King Boulevard and between Pacific Avenue and the bus terminal, train terminal and the Convention Center. Jitneys stops are located on the corner of every route. Jitney service is generally provided 24 hours a day every day.

The major pedestrian facility in Atlantic City is the Boardwalk which runs the length of the beachfront. The Boardwalk serves and connects several major visitor attractions including Boardwalk Hall, all beachfront casino hotels and the beach. Pedestrian activity is also significant in the immediate area of the casino hotels, along Pacific and Atlantic Avenues, and in the area of the Walk and Convention Hall. Several beachfront casino hotels have established pedestrian connectors over Pacific Avenue which minimizes pedestrian-vehicular conflicts.

Designated bikeways do not currently exist in the City. Bike activity is restricted on the Boardwalk. Bikers generally intermingle with vehicular traffic on the City streets as on street parking and the lack of street shoulders do not provide segregated areas for bike use.

Accidents and Areas of Concern

The Atlantic City Police Traffic Investigations Unit has determined that the following twelve intersections have the highest traffic accident experience from the beginning of 2006 to the middle of 2007 (see Figure 2).

1. Pacific Avenue and Arkansas Avenue (68)
2. Atlantic Avenue and Missouri Avenue (61)
3. Pacific Avenue and Michigan Avenue (58)
4. Atlantic Avenue and Ohio Avenue (53)
5. Atlantic Avenue and Arkansas Avenue (50)
6. Pacific Avenue and Iowa Avenue (44)
7. Pacific Avenue and Missouri Avenue (42)
8. Pacific Avenue and Brighton Avenue (41)
9. Pacific Avenue and North Carolina Avenue (41)
10. Atlantic Avenue and Michigan Avenue (41)
11. Pacific Avenue and Morris Avenue (39)
12. Pacific Avenue and Pennsylvania Avenue (37)

The primary areas of concern from the accident history, the inventory of street conditions and the level of traffic volume are the following:

- Pacific Avenue - Eight of the twelve highest accident locations are along Pacific Avenue with three of the top seven between Missouri Avenue and Michigan Avenue. The accident experience along Pacific Avenue indicates a high level of conflicting traffic and pedestrian movements. The relative narrowness of the four travel lanes along Pacific Avenue and the frequent jitney stops along the outside lanes contribute to this area of concern.
- The area beyond the Atlantic City Expressway terminus bounded by Atlantic Avenue, Missouri Avenue, Pacific Avenue and Arkansas Avenue - The police have recorded over 220 accidents from the beginning of 2006. High traffic volumes and significant turning vehicle conflicts contribute to the significant accident situation.
- Along Atlantic Avenue between Michigan Avenue and Ohio Avenue - There have been 94 accidents within the same time period at these two intersections. A contributing factor is the presence of the bus terminal and the effect of busses queuing and circulating along westbound Atlantic Avenue.

C. FUTURE CONDITIONS

The Master Plan land use element that will have the greatest impact on travel and circulation within the City is the development of up to ten (10) additional casino hotels. Casino hotels could be developed on Bader Field (two to three), the Marina Area (possibly two), the Southeast Inlet Area (Morgan Stanley site), the Sands site (Pinnacle), the Wynn/Trump site, and the Albany Avenue/Atlantic Avenue site. In addition, existing casino hotel expansion is anticipated. Significant residential development is also anticipated in the uptown/southeast inlet area east of Delaware Avenue.

Currently, no outside agency has any major plans to improve the primary access routes to the City or the principal arterials within the City. However, the Casino Reinvestment Development Authority (CRDA) along with NJDOT has commenced a study to develop the "Atlantic City Regional Transportation Plan and Implementation Strategy." The areas of interest for the CRDA study have some overlap with the City Master Plan and extend to a more regional analysis to accommodate future travel demands primarily generated by anticipated casino hotel development over the next ten years.

Within the highly developed areas of the City bounded by Jackson Avenue to the west, the beachfront to the south, Delaware Avenue/Absecon Boulevard to the east and Beach Thorofare to the north, there are substantial constraints to providing additional street capacity through the provision of new streets or widening of established streets and intersections. The most recent new roadway facilities in Atlantic City were the Atlantic City – Brigantine Connector and the access roadways for the redevelopment of the Marina Area. Based on the experience from the implementation of the Connector, it would take a significant effort and demonstrated need to introduce new roadway facilities within Atlantic City proper.

Vehicular Patterns

It is assumed for the purposes of this circulation plan that future casino hotels will follow the pattern of the existing casino hotels in providing for automobile based visit trips. It is anticipated that for every 1000 casino hotel rooms, peak hour traffic will increase by approximately 800 trips during the critical peak traffic hour on both Friday and Saturday evenings. For example, a 5,000 room casino hotel in the Southeast Inlet Area will increase traffic by almost 4,000 peak hour vehicles. Over 900 peak hour trips will be generated by an approximate 2,300 residential unit increase in the Southeast Inlet Area. The combination of casino hotel and residential developments east of Delaware Avenue will require substantial street network upgrades

The transportation network in the Marina Area was planned and implemented to accommodate additional casino hotel traffic. As a

result, significant traffic improvements are not anticipated for the Marina Area.

However, the redevelopment of Bader Field and any new casino hotels along the beachfront will require significant transportation improvements to minimize travel delays. The potential for thousands of new peak hour trips in these areas will require advance study and planning.

Other Modes of Travel

There are no major plans to upgrade the rail and bus services or facilities within the City. In the near future, it is anticipated that any casino hotel or residential development would maintain the current travel mode split that is has been surveyed by SJTA. Although the CRDA study for a regional transportation plan may include future strategies for the Atlantic City Airport or other regional mass transit modes including rail service between Atlantic City and New York City, it is assumed that any strategies would not be implemented in the short term to substantially affect the current modal characteristics of the City.

It is also assumed that pedestrian or bike activity generated by future land developments will not appreciably affect the modal split that demonstrates a high automobile travel demand. In addition, it is anticipated that any increases in jitney and shuttle services that accommodate visitors, employees and residents within the City will not significantly alter the current travel mode split.

It should be noted that if the anticipated casino hotel developments in Atlantic City contain an average of 5,000 rooms per hotel, a total of 40,000 new peak hour vehicle trips could be added to the City street network. It is probable that the City street network could not be enhanced to accommodate the projected volume of new vehicle trips. As a result, a new trip making paradigm must emerge to ensure that the mobility of Atlantic City is not compromised by the demand for new casino hotels.

The new paradigm must include improved and convenient mass transit service(s) to minimize automobile trips without affecting the overall volume of visitor trips. The attractiveness and convenience of alternate transportation modes along with incentives to minimize intracity travel by automobile could play an important role in creating a new paradigm. It is also anticipated that as the casino hotel rooms reach a certain massing, the demand for air travel will increase. Therefore, Atlantic City must be ready to consider creative solutions to the transport of visitors between City destinations and the Atlantic City Airport.

D. CIRCULATION PLAN RECOMMENDATIONS

Pacific Avenue and Atlantic Avenue Corridors

Short term modifications are needed along both Pacific and Atlantic Avenues to address safety concerns and traffic delays. Long term modifications are also needed to accommodate significant increases in peak hour traffic. Although Pacific and Atlantic Avenues have two lanes in each direction, the actual through capacity of the streets is inhibited by turning vehicles, parallel parking maneuvers (Atlantic Avenue), jitney stops (Pacific Avenue), bus stops (Atlantic Avenue), pedestrians and passenger pick-up/discharge. The fifth lane along Atlantic Avenue creates more through lane capacity by separating left-turning movements from through traffic; however left turns are encouraged along Atlantic Avenue through the use of left turn traffic signal phases which ultimately reduces the through lane capacity of the street. By contrast Pacific Avenue does not have an exclusive center left-turn lane. Without turn lanes a congestion scenario is created where all four lanes of Pacific Avenue at a signalized intersection could be blocked by queued turning vehicles (inside lanes in both directions) and stopped vehicles (outside lanes in both directions).

The 1987 Circulation Plan stated the following regarding Pacific Avenue:

Taken by itself, the geometry and operational nature of Pacific Avenue are suitable for being a one-way street. Four through lanes could be

provided with movement in the two inner lanes unimpeded by left turns, right turns, or transit vehicles. In order to ascertain the impact on capacity of making Pacific Avenue one-way, capacity calculations were performed using the recently issued Highway Capacity Manual. The calculations indicate that making Pacific Avenue one-way would increase the capacity of that direction by a factor of over three. The major reason for this increase is the elimination of left-turn movements in the face of oncoming traffic. In addition, a much better signal progression is generally possible with one-way streets, which results in higher speeds and less delay.

Consistent with the 1987 Circulation Plan, it is recommended that Pacific Avenue be revised to a one-way flow. What was true in 1987 regarding the operational nature of Pacific Avenue and the capacity/delay impact of change to one-way flow continues to be true in 2007 and for the foreseeable future. The added incentive to converting Pacific Avenue to a one-way flow is the severe accident experience that must be addressed immediately.

Regarding one-way flow on Pacific Avenue, the 1987 Circulation Plan also stated:

A resulting threefold increase in capacity by doubling the number of lanes would seem to be a desirable improvement. However, other factors must be considered. The most important of these is the balancing of traffic on other east–west streets: Atlantic, Arctic (for eastbound traffic if Pacific is made one-way westbound) and Baltic (for westbound traffic if Pacific is made one-way eastbound).

To address the balance of traffic flows, it is recommended that Atlantic Avenue also be converted to a one-way flow. Specifically, it is recommended that Pacific Avenue be converted to one-way eastbound and Atlantic Avenue be converted to the paired one-way westbound direction. With this configuration, all major east-west streets would be sequenced in a balanced fashion (Baltic Avenue westbound, Arctic Avenue eastbound, Atlantic Avenue westbound and Pacific Avenue eastbound). One-way flow on Atlantic Avenue results in the same benefits regarding intersection capacity/delay

and safety (through the reduction of conflicting turning movements) that are anticipated for Pacific Avenue.

It is recommended that curbside parking be maintained on both sides of Atlantic Avenue with the initial conversion to a one-way westbound flow. As a result, the effective through lane capacity on Atlantic Avenue would be the three inside lanes. The outside lanes of Atlantic Avenue could be inhibited by parallel parking maneuvers or turning/stopping vehicles. By comparison, Pacific Avenue would have effective eastbound through lane capacity on two inside lanes. After the conversion of Pacific and Atlantic Avenues to one-way directional flow, studies can be performed to determine if additional eastbound through lane capacity is required on Arctic Avenue. Short term changes to Arctic Avenue are not anticipated as the overall effective through lane capacity in the eastbound direction is being significantly increased through the conversion of Pacific Avenue to a one-way eastbound flow.

Other recommendations related to the one-way conversion of the Pacific Avenue and Atlantic Avenue corridors include:

1. Provide the one-way flow between Albany Avenue and Massachusetts Avenue. The specific treatment of the Albany Avenue end point must be studied including the intersections of Captain O'Donnell Parkway/Atlantic Avenue/Providence Avenue, Atlantic Avenue/Boston Avenue, Albany Avenue/Captain O'Donnell Parkway and Albany Avenue-Pacific Avenue/Atlantic Avenue.
2. Consistent with State standards, revise the traffic signals at each affected intersection and the signal coordination to provide consistent and efficient progression along the one-way streets.
3. Install turn lane striping and signing on the approaches to appropriate cross streets.
4. Revise and improve the directional way finding signs along the four primary east-west one-way streets and any affected cross streets.
5. Where practical, design pedestrian crossings on the near side of the one-way streets to minimize pedestrian conflicts with turning vehicles.

6. Provide jitney stop pull offs outside of the south side shoulder lane of Pacific Avenue.
7. Convert the section of Mississippi Avenue between Atlantic Avenue and Arctic Avenue to a two-way flow.
8. Expand intracity jitney/shuttle service as detailed in a subsequent section of these recommendations.
9. Revise public and casino bus routes as needed.

In summary, making the Pacific Avenue and Atlantic Avenue corridors one-way eastbound and westbound, respectively, will result in a significant capacity improvement, reduced delay and a reduction in accidents related to conflicting turning movements. It is anticipated that the short term effect will be an improvement in accident rates at the critical areas of concern. A longer term effect will be the availability of additional east-west through street and intersection capacity to better accommodate casino hotel growth along the Boardwalk.

This one-way loop concept for Atlantic and Pacific Avenues is significant in scale and, as such, should only be considered with the input of various stakeholders including but not limited to: the Casino Reinvestment Development Authority (CRDA), the Atlantic City Special Improvement District (ACSID), Main Street Atlantic City (MSAC), the casino representatives and merchants along both Pacific and Atlantic Avenues, the City Council, the Jitney Association, NJ Transit, the South Jersey Transportation Authority (SJTA), etc. The increases in vehicular capacity as a result of a one-way loop are relatively easy to understand; however, the resulting impacts (e.g. on-street parking, design speeds, economic impact to local businesses, etc.) of such a significant change in the City's street infrastructure will require further input and analysis.

Traffic Signal System Improvements

As a first priority in the short term, it is recommended that the City study and implement an improved traffic signal timing program for the Citywide traffic signal system. The recommendation is to improve the progression of vehicles along the primary east-west streets without compromising the current progression along the

north-south corridors. Changes are needed now to enhance mobility within the City. An engineering study is necessary to accomplish this recommendation. The implementation of improved signal timing and traffic progression will provide short term reductions in delay with a minimal amount of capital cost.

Traffic Management System Improvements

It is recommended in the short term that the Traffic System Management (TSM) approach outlined in the 1987 Circulation Plan be fully implemented. TSM can include a menu or toolbox of transportation actions that can be evaluated for implementation by the City Engineering, Public Works, Police, Planning and Administration staff. The recommendations of this Circulation Plan can form the framework for evaluating any immediate transportation actions for implementation. Other low cost actions such as signal equipment maintenance/upgrades, timing adjustments, lane assignments, sign replacement/installation, lighting and pavement striping form the core of the potential actions.

It is recommended that overhead intersection video detection be provided by the City to monitor system performance in relation to potential traffic solutions. Relevant data to compile and analyze include accident data from the Police, traffic and pedestrian data from development studies and outside agency studies, parking and event data for City destination locations, geometric designs of the existing transportation network and the Citywide signal coordination parameters. It is anticipated that engineering staff will oversee the TSM and the recommended modification to the Citywide traffic signal system timing program.

Expanded Jitney Service

The one-way pairing of Atlantic Avenue and Pacific Avenue will affect the current Pacific Avenue routing of the jitneys. It is anticipated that intracity travel demand will increase with additional casino hotels development throughout the City and potential residential development in the Southeast Inlet Area. The jitneys represent a traffic

management solution that can assist in improving the accommodation of intracity travel thus reducing the reliance of automobile trips within the City.

As a result, it is recommended that the jitney service be expanded in the short term to include Atlantic Avenue and a loop through The Walk (see Figure 3). An expansion of service should also be considered along westbound O'Donnell Parkway-Ventnor Avenue into the other communities on Absecon Island with the return trip along eastbound Atlantic Avenue to eastbound Pacific Avenue at Albany Avenue.

The expanded jitney service can set the stage for a gradual conversion to larger, more modern and patron friendly vehicles that pattern the current SJTA/Harrah's shuttle vehicles or trolleys with a shore community theme. It is recommended that a study be performed of NJ Transit ridership on the current routes to Gardiners Basin, the Marina Area, Venice Park and the City of Brigantine to determine if an expanded jitney/shuttle service could more efficiently accommodate these demands. Routes could also be expanded to Bader Field and West End Avenue.

The net result of using larger theme based vehicles and expanded routes can be the elimination of even larger NJ Transit busses from the intracity street system. A theme based expanded service could also better attract ridership than more institutional style bus operations. With success of the expanded service, an additional study could determine if the intercept parking lots on the Atlantic City Expressway and Absecon Boulevard could be included in the routing of the service to accommodate anticipated increases in casino employees and as remote economy parking lots. The intercept parking lots could function similarly to those used at large airports throughout the country assuming the expanded service is efficient and cost effective.

Improvements for Bader Field Redevelopment

With significant development planned for Bader Field, which may include casino hotels and thousands of peak hour vehicle trips, a

series of roadway improvements will be necessary. It is anticipated that Albany Avenue would not be able to support significant redevelopment traffic alone. Massive improvement of Albany Avenue would conflict with a prior master plan goal of retaining as much of the residential nature of the Albany Avenue corridor and surrounding areas as possible. It is also unreasonable to conclude that the current routing from the Atlantic City Expressway to Bader Field through midtown and downtown Atlantic City could accommodate, or be improved to accommodate, thousands of additional peak hour vehicles.

At a minimum it is recommended that the master planning of Bader Field include a direct roadway connector from the eastbound lanes of the Expressway and to the westbound lanes of the Expressway. However, the connector could also include ramping to/from midtown Atlantic City. With a specific development land use program for Bader Field, an area transportation study must be conducted to determine if the intracity traffic demands would warrant the need for the midtown ramping.

The most logical connector would be via a causeway over Beach Thorofare to the northeast of Bader Field as shown on Figure 3. A causeway will be challenging to permit given the number of review agencies involved and the high level of design requirements. It is recommended that the Bader Field developers coordinate with SJTA to implement the connector as part of the initial phase of Bader Field development. This will allow the primary access roadway infrastructure to be in place from the beginning of development versus a staged implementation that could have negative impacts elsewhere in Atlantic City or on the access routes to Atlantic City. It is understood that CRDA is currently studying the impact of future casino hotel development on the regional transportation network. Atlantic City should coordinate with CRDA regarding the provision of a connector to Bader Field in the early stages of the regional planning effort.

Albany Avenue will require some improvement if two or three casino hotels are developed. The recommended area transportation study should aim for at-grade intersection improvements along Albany Avenue. The existing traffic signal locations along the Bader Field

portion of Albany Avenue include West End Avenue, Crossan Avenue (Surf Stadium access) and Porter Avenue.

It is also recommended that the circulation plan for Bader Field contain a loop road to interconnect various development sites. The loop road should be similar to the one implemented with the North Huron Redevelopment Area (NHRA) which provides access around and between the Borgata, future marina casino hotel sites and Harrah's.

Bader Field redevelopment also provides an opportunity to introduce a water taxi service across Beach Thorofare. It is recommended that water taxi facilities be incorporated into the Bader Field redevelopment and the redevelopment of the Deull Fuel/Verizon site (see Figure 3).

Improvements for the Southeast Inlet Area

Upon initial review of the potential development within the Southeast Inlet Area, the following street improvements are recommended along with associated traffic signal upgrades, lane striping and signs:

1. Widening along Melrose Avenue between Delaware Avenue and Connecticut Avenue to provide a five lane street (two lanes in each direction with a center left-turn lane).
2. Eliminate the section of Melrose Avenue between Maryland Avenue and Delaware Avenue to provide added capacity at the Delaware Avenue/Melrose Avenue/Absecon Boulevard intersection.
3. Eliminate the section of Delaware Avenue between Absecon Boulevard and Drexel Avenue.
4. Widen the Delaware Avenue/Melrose Avenue /Absecon Boulevard intersection to accommodate an additional southbound turn lane and improved turning radii from westbound Melrose Avenue.
5. Widen Connecticut Avenue between Melrose Avenue and Atlantic Avenue to provide a seven lane boulevard

with three lanes in each direction and a center median for left-turn storage lanes where appropriate.

6. Widen Connecticut Avenue between Atlantic Avenue and Pacific Avenue to three southbound lanes.
7. Widen Connecticut Avenue between Pacific Avenue and Oriental Avenue to four southbound lanes.
8. Widen Massachusetts Avenue to three northbound lanes between Oriental Avenue and Atlantic Avenue.
9. Widen New Jersey Avenue to two lanes in each direction between Pacific Avenue and the Boardwalk turnabout.

Bus Terminal Relocation

The current bus terminal location creates congestion that extends along westbound Atlantic Avenue from Michigan Avenue to Indiana Avenue and beyond. The congestion is created by bus stops and turning movements between Michigan Avenue and Ohio Avenue that are indigenous to a bus terminal operation. The presence of the busses along the curb of westbound Atlantic Avenue also reduces sight distance for other vehicles and pedestrians at the Michigan Avenue and Ohio Avenue intersections.

It is clear from the high number of accidents at the Atlantic Avenue/Michigan Avenue and Atlantic Avenue/Ohio Avenue intersections that bus activity plays a significant role. Delays and congestion have also been recorded along Arctic Avenue as bus patrons were observed to cross mid-block from the Convention Center/rail terminal area hauling luggage.

It is recommended that the bus terminal be relocated to the area of the rail terminal/Convention Center along Ohio Avenue north of Baltic Avenue to form a true transportation hub (see Figure 3). The existing and recommended expanded jitney/shuttle service for intra-city travel to/from the rail terminal could also be expanded to accommodate bus terminal demands. The relocated bus terminal will significantly improve traffic flow and safety along Atlantic Avenue. High bus volumes would also be separated from the high volume pedestrian area of The Walk.

Reclassification of Streets

In order to provide future consistency to the City street inventory, the following streets should be reclassified to reflect current or projected characteristics:

1. Melrose Avenue from Delaware Avenue to Connecticut Avenue- Urban Collector Street.
2. Connecticut Avenue from Melrose Avenue to Oriental Avenue- Urban Collector Street.
3. Massachusetts Avenue from Oriental Avenue to Atlantic Avenue- Urban Collector Street.
4. Pacific Avenue from Albany Avenue to Massachusetts Avenue- Principal Arterial.
5. Atlantic Avenue from Virginia Avenue to Massachusetts Avenue- Principal Arterial.
6. Brighton Avenue from Pacific Avenue to Fairmount Avenue: Urban Collector Street.
7. Iowa Avenue from Pacific Avenue to Fairmount Avenue: Urban Collector Street.

Long Range Mass Transit

The study, design and/or implementation of a fixed guide way system or people mover is an unaccomplished component of the 1987 Circulation Plan. It is recommended that the City proceed in coordination with CRDA, SJTA, New Jersey Transit and other relevant agencies with the planning for a long term fixed guide way mass transit alternative. An effective mass transit alternative must reverse the current travel making paradigm which shows an increasing percentage of automobile visit trips.

The intra-city and regional access elements to a mass transit alternative create competing and sometimes incompatible goals. The current mass transit options that travel within and/or access Atlantic City reflect the inconsistencies in providing a compelling singular service or combination of services. As an example, convenience to/from a destination point is critical to the effectiveness of a mass transit system. Currently the only mass

transit option that delivers travelers from outside the City directly to the door of the high trip generating casino hotels is casino busses. However, bus traffic on the City streets has negative safety and delay implications. Bus service is not a fixed guide way alternative and would appear to not address the long term needs in Atlantic City for intra-city or regional access mass transit.

The opportunity for a mass transit alternative is obvious as the potential development of up to ten new casino hotels could double to triple the current employee and visit trips to the City. A key to an effective mass transit alternative will be the convenience of conveying a large number of people between origin and destination locations. It is assumed that the future regional origin points for potential mass transit travel will be the airport, the higher residential concentrated municipalities in Atlantic County and travelers along the Atlantic City Expressway and Garden State Parkway. The major destination points in the City are the casino hotels.

The constraints for a mass transit system are great. For the most part, Atlantic City is developed and is being redeveloped with more trip intense uses. As a developed City, there are physical constraints to providing a fixed guide way mass transit alternative. A street level system would introduce conflict points at every signalized intersection. An elevated system could conflict with existing above ground pedestrian connections. A below ground system may be cost prohibitive or infeasible on Absecon Island given the high water table.

Cost to provide a mass transit alternative will be substantial. Recent light railway/ transit systems in New Jersey (River Line), Denver, Salt Lake City and St. Louis have ranged from \$23 to \$32 million per mile in capital cost including rail improvements, rolling stock and maintenance/storage facilities. Monorail construction costs are generally found to be higher per system mile than light railway/transit systems. The annual operating costs for the 34 mile River Line between Camden and Trenton is approximately \$23 million.

The mass transit consumer cost and travel time must be comparable to, if not better than, automobile cost and travel times to create a competitive and successful mass transit alternative for the City. Consumer cost could be impacted by peak hour automobile travel

pricing, parking surcharges, developer financed construction/operation costs and other creative funding strategies involving the stakeholders in Atlantic City mobility. Travel times will be greatly affected by the ability of the mass transit system to proceed regionally at a higher speed while incorporating intra-city stops as close to the front door of major trip destinations without vehicle transfer delays.

Although it is premature to recommend a mass transit alternative, the following are recommended guidelines for future planning to account for the mobility concerns of the City:

- Elevated alternatives should be examined on the northern side of the casino hotel parking garages or along the Boardwalk to minimize the conflicts between the system and above ground pedestrian connections and at grade vehicles movements.
- Routing options must be explored beyond the existing rail line serving the City including the use of the rail bed extending from the City of Pleasantville, Egg Harbor Township and Hamilton Township.
- Priority routing must be considered between the City destinations and the airport.
- The use of an alternative rail alignment along the Atlantic City Expressway corridor or the Albany Avenue and/or Absecon Boulevard corridors for mass transit access to the City.
- The coordination with, or the replacement of, existing bus service and the proposed expanded jitney/shuttle loop within the City.
- The ability of the system to interconnect with existing rail and bus services at a consolidated terminal.
- The effect of end point or looped routing systems on final stop destinations within the City versus initial stop destinations.

Pedestrian and Bikeway Recommendations

In the planning for pedestrians, it is difficult to balance the benefits that are derived from the on-street activity that accompanies major city street sidewalks with the need to provide a safe travel environment. In order to minimize vehicular/pedestrian conflicts, it is recommended that grade separated pedestrian connections be provided across Pacific Avenue or other affected streets that bisect the various components of casino hotel developments. It is also recommended that grade separated pedestrian connections be incorporated into any future expansion of The Walk that extends across any principal arterial street. If grade separated pedestrian connections are practically or physically infeasible on other affected streets, pedestrian crossings are encouraged to be isolated to the near side approach of each one-way street at signalized intersections.

The primary pedestrian facility in the City is the Boardwalk. The pedestrian component of the Boardwalk is supplemented with a bicycle component that is limited to morning hours. It is recommended that an increase in bicycle hours on the Boardwalk be studied. Introducing additional hours for bike traffic on the Boardwalk will require control and enforcement but would allow for a safer biking environment than found on the City streets. It is recommended that bicycling be considered along Atlantic Avenue and Pacific Avenue after the implementation of the one-way flow. Atlantic Avenue has sufficient width to introduce bicycle traffic with a one-way flow. Pacific Avenue will need widening in order to accommodate a bicycle lane component.

In the long term, a bikeway should also be considered along Beach Thorofare as part of any waterfront park improvements (see Figure 3). The Beach Thorofare bike facilities could be interconnected to the Boardwalk via ML King Boulevard.

Traffic and Parking Management Plans

With any new casino hotel development or other traffic intense land uses, a traffic and parking management plan should be provided as part of the approval documents. It is recommended that the plan consist of, but not be limited to, the following:

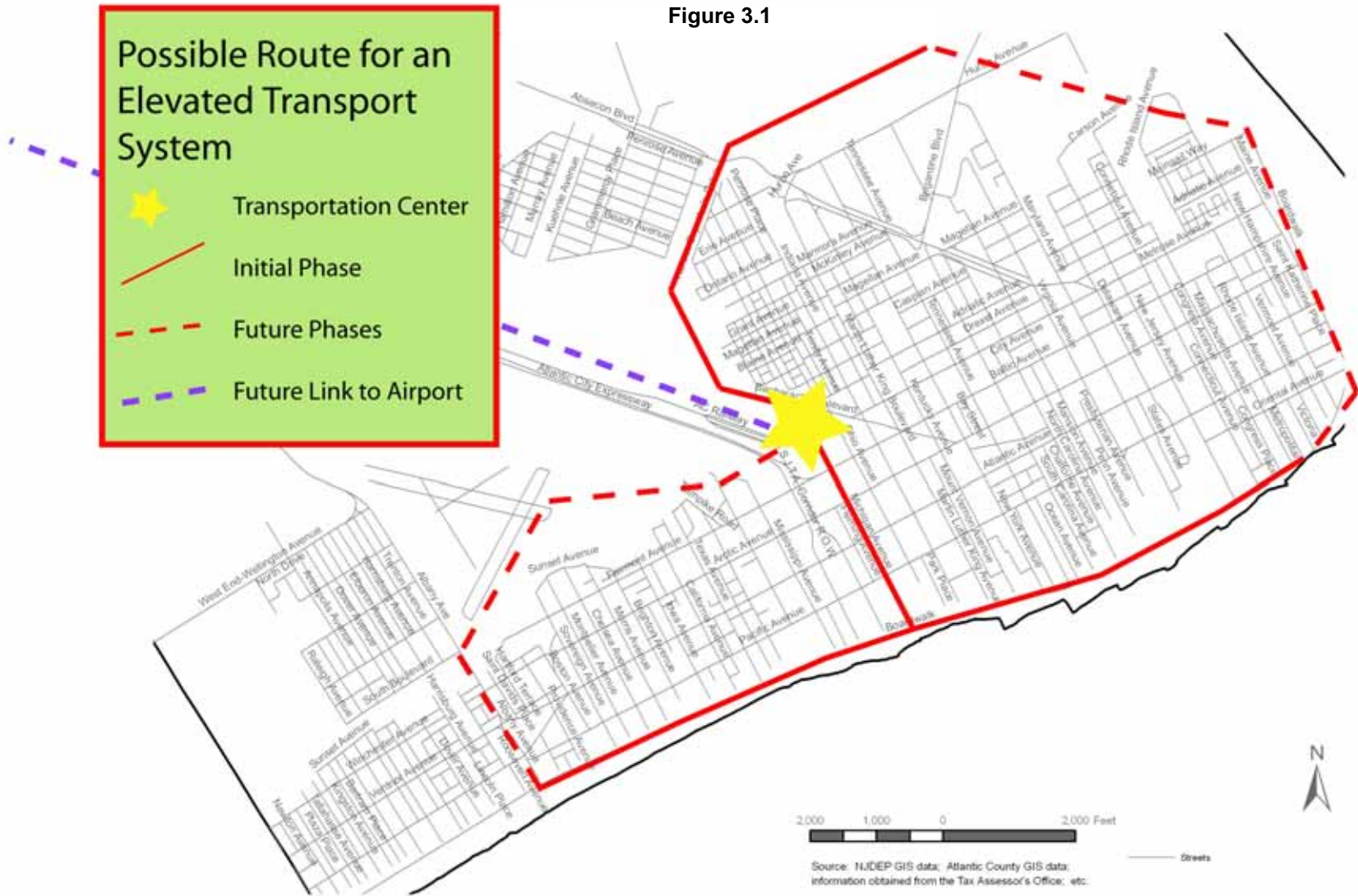
- Sign package for approach and departure way finding highlighting major access routes and the coordination of the development into the improved City way finding signs.
- Event traffic and parking requirements and accommodations.
- Construction traffic and parking demands and accommodations.
- Anticipated shared parking, if applicable.
- Staffing demands and operational needs for peak traffic and parking events.
- Program to minimize the interface between pedestrians, automobiles, mass transit vehicles and delivery vehicles.
- Visitor and employee advance information regarding routing and travel options.
- Incentives for minimizing intra-city automobile trips.
- System for the collection of peak daily and event related parking and traffic data to share with the City as a component of the City Transportation Management System.

Longer Range Transportation Options

The need for transportation alternatives in Atlantic City will evolve as resort development continues to locate on Absecon Island. The limited ability of the City to address this influx of new visitors via traditional vehicular solutions could lead to aggravated visitors who may decide not to visit the area. This economic reality is the real impetus for the City to begin to look at 21st Century transportation options. The following is a brief outline of possible solutions – some have been addressed in prior years, others are new concepts. While this Plan does not recommend any particular mode of mass transportation for the future, the options are intended to provide opportunities for detailed studies and analysis that should be undertaken as a result of this Plan.

1. Sky Gondolas - The use of sky (or air) gondolas to transport residents and visitors has received significant press in recent months in Atlantic City. This method of transportation utilizes raised cable ropeways above street level that are situated on large support poles. These sky gondolas could be designed to service the City's resort amenities locating from the Atlantic City Convention Center to the Boardwalk and stretching east/west to service the casinos. Future phases could connect this system to the Marina District and, possibly, Bader Field.

Figure 3.1



2. Monorail- The use of a monorail system in Atlantic City has been discussed for many years. This system would likely require significant infrastructure investments – a cost analysis should be completed for this type of system. Additional concerns also arise in terms of space availability on the island, as well as the scale of monorail “stations” and the locations of such. The monorail that currently operates in Las Vegas should be studied in detail to help determine the viability of such here. Additional connections to the Atlantic City International Airport could create a better visitor experience.
3. Trolley/Light Rail/Buses in Designated Lanes at Street Level-As part of the Main Street Atlantic City’s Downtown Revitalization Plan, there were community forum discussions regarding a trolley system in the City. Specifically noted was the possibility of a trolley along Atlantic Avenue (between Albany Avenue and New Hampshire Avenue) with connections to the Atlantic City Convention Center and Transportation Center. Conceptually, this line would have the option of expanding to the Northeast Inlet. The challenges of an on-street system are many and would require significant logistical improvements to allow such system to work within the framework of the City’s current vehicle-dominated street structure; however the possible use of a single lane that follows a one-way loop on Pacific Avenue and Atlantic Avenue is worth further study. The less expensive option is to operate buses in designated transit lanes to loop around the City. It is worth noting that there is historical precedent for a trolley system as the City utilized trolleys along Atlantic Avenue between 1893 and 1955.
4. Improved Bicycle Lanes- A world class resort with over 40,000 permanent residents requires a sustainable bike path system. The current regulations prohibit bicycles on the Boardwalk during the afternoon

summer hours, thus eliminating the ability of downbeach residents to commute to the City (and return home safely). This needs to be examined in further detail, as the need to look beyond the automobile as the sole mode of transportation is imperative.

There are many possibilities to address the future transportation needs of Atlantic City; those provided here are just a few options that should be strongly considered. Any concept that is to be considered and/or analyzed in detail for implementation in the local market must involve the residents, the casino representatives, the South Jersey Transportation Authority (SJTA), New Jersey Transit (NJ Transit), the Jitney Association, etc. A community effort will be required to realize success in an endeavor of such scale.

The Casino Reinvestment Development Authority (CRDA) is currently undertaking an extensive *regional* transportation plan that encompasses all of southern New Jersey, inclusive of Atlantic City. The City should coordinate with the CRDA’s efforts to begin to finalize a local mass transit alternative that would work for the City. The need for such is essential if Atlantic City desires classification as a world-class resort destination. Future transit must be functional, economical, and provide for a sustainable future for the development of Absecon Island.

Figure 3.2: General Circulation Plan

The map displays a comprehensive network of roads within a city area. The roads are color-coded according to their function as defined in the legend:

- LIMITED ACCESS EXPRESSWAY:** Represented by a solid red line.
- PRINCIPAL ARTERIALS:** Represented by a solid blue line.
- HIGH ARTERIALS:** Represented by a solid green line.
- URBAN COLLECTIONS:** Represented by a dashed orange line.

The map also includes a legend, a north arrow, and a scale bar. The legend is located in the bottom right corner, and the north arrow is in the top right corner. The scale bar is in the bottom right corner. The map shows a dense network of roads, with major thoroughfares highlighted in red, blue, and green. The urban collections are shown as a grid of dashed orange lines. The map is oriented with North at the top.

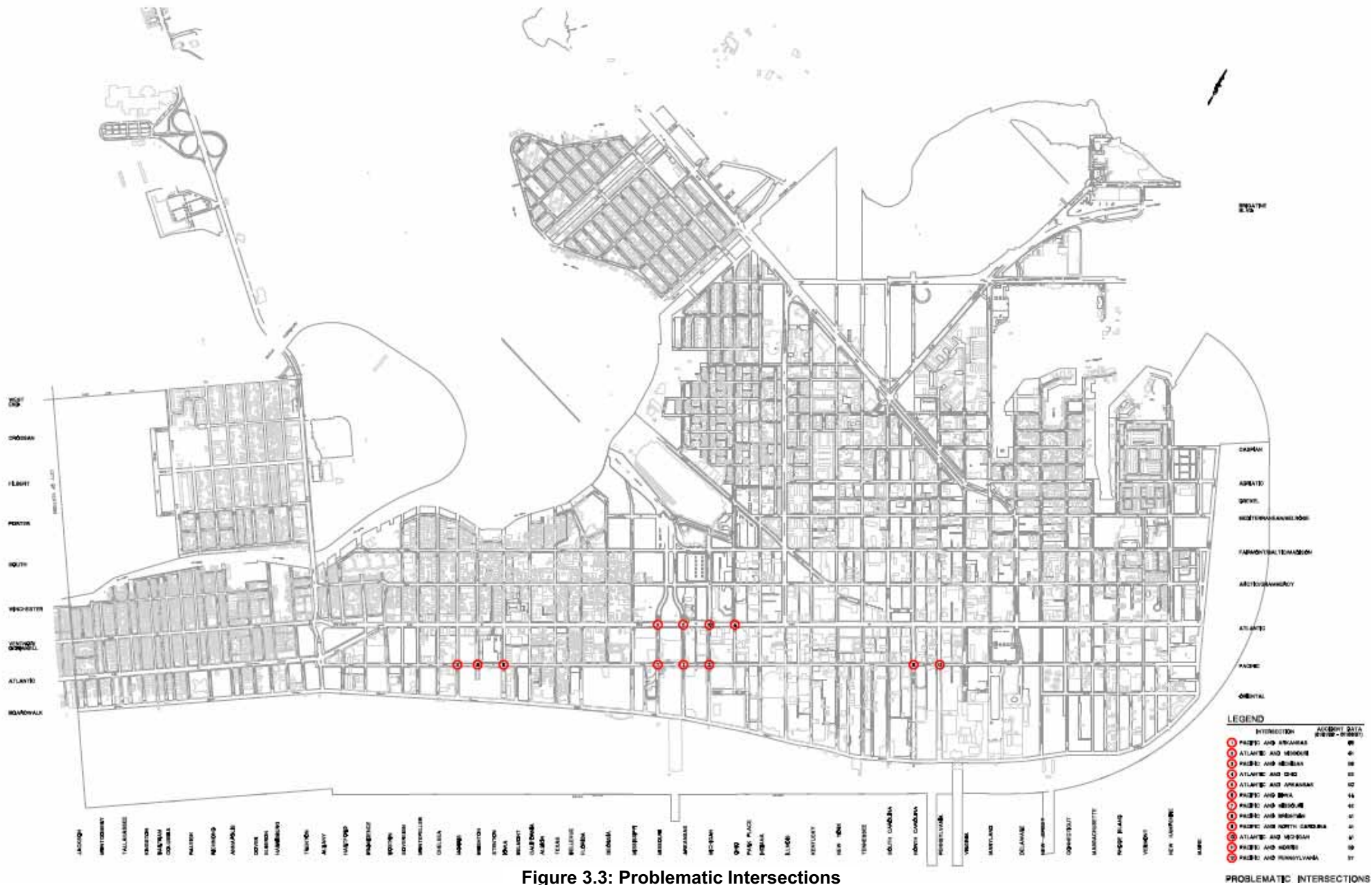


Figure 3.3: Problematic Intersections

Atlantic City Master Plan

Economic Development Element



Section 4 – Economic Development

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A. Introduction

Economic Development Planning is not only the process by which a community actively attempts to recruit desirable businesses but also the manner in which a community specifically addresses the issue of business retention. It is the marketing both of the community and of its residents as an available and qualified workforce. Once businesses are attracted to the area, locating them within specific zones, or locales, within the community through proper economic development planning is the next step. Focusing too narrowly on job creation and tax base supplementation is generally not the correct approach to an Economic Development Plan. This should be the end product of a well considered, comprehensive, and rational approach.

The Economic Development Plan for any community is one that recognizes existing land uses in the community and establishes a strategy for future development in a comprehensive manner to accomplish the following goals:

- Encourage development of commercial and other non-residential projects in a manner that will improve the fiscal status of the community.
- Promote sustainable development that supports present needs while maintaining opportunities for the future.
- Ensure that economic development strategies are consistent with smart planning policies, which concentrate on commercial and industrial development in accessible locations with available infrastructure.
- Create Redevelopment Areas within the City in locales that are obsolete or underperforming.
- Create mixed-use developments in appropriate areas of the City rather than single-use developments that may become obsolete in the near future.

- Examine the possibility of expansion of the existing or creation of new Business/Special Improvement Districts for neighborhood/commercial areas.
- Improve the quality of life for residents of the community via the attraction and retention of not only financially viable businesses, but also development that is aesthetically pleasing and socially responsible.
- Ensure all new development appropriately relates to its surroundings, land uses, zones, architectural character, etc.
- Examine the implementation of Development Impact Fees for future development activity.
- Examine opportunities to increase revenue by identifying current and new sources of funding.

There are more traditional strategies which, when adopted as part of the land use policies, require distinct implementation action by the community to assure that sound economic development is realized. These include development of well-designed commercial centers, mixed-use developments, industrial parks, office parks and other such employment generators. These may be accomplished by a variety of public/private initiatives. Such action is typically set forth through redevelopment activities that can be initiated by either county or local agencies.

The aforementioned strategies are traditional mechanisms used by communities to ensure the flow of commercial and industrial tax revenue so vital to offset the cost of residential development. Having stated the importance of economic development, it is essential for Atlantic City to understand that "economic development at any cost" can be detrimental to the City. Tax dollars simply generated for the sake of monetary collection may be short-sighted and a short-term solution and possibly represent a missed long-term opportunity. Any future development and/or economic development must be of the type, style, design, and scale appropriate for the specific location.

Economic Background of Atlantic City

From the 1880s to 1940s, Atlantic City was a major east coast vacation resort. In the 1920s, it was considered the premier tryout town for theatrical productions headed for Broadway and beyond. In the 1950s, as air travel to vacation spots in Florida and the Caribbean became more widely available, Atlantic City's popularity as a resort destination began to decline. By the 1960s, the City was beset with the economic and social problems common to many larger urban centers at the time. With the health of its economy entirely dependent on tourists who were now shunning the decaying resort, the City reached its nadir.

In 1976, the "Atlantic City Gamble" was launched when New Jersey voters approved a referendum legalizing gambling, specifically in Atlantic City but not elsewhere in the state. While there were many critics questioning the wisdom of pursuing legalized gambling as a tool of urban development, many others were convinced casinos would provide the resources needed to rebuild the city and its tourist trade. When the first casino, Resorts International, opened in 1978, no one could predict the rapid growth of the gaming industry in Atlantic City or the tremendous impact it would have on the City, the region and the state. By 1988, a dozen casinos were open and the number of annual visitors had grown from 700,000 in 1978, to over 33 million. While the numbers have stagnated somewhat over the past 15 years, it appears that the City is beginning its next wave of development. Today, the City is prepared to take the next step to becoming a world-class resort with a more diversified tourism economy as well as attempting to attract new business into the City.

The strength of the existing economic infrastructure should not be overlooked; in 2007, the City's tax base had skyrocketed from \$316 million in 1976 to almost \$7 billion. The positive impact on Atlantic City has been realized in revitalized neighborhoods, new housing projects and public service facilities and economic, social and cultural programs.ⁱ It is this success that the City should continue to build upon as it begins to expand its economic base in the 21st Century.

All of which brings the history of the City to the present. While the casino/gaming industry has brought new life to the economy with funding to address neighborhood revitalization, the City is still often viewed as a "city of unequals" – gleaming casinos framing the cityscape with low-income neighborhoods infiltrating the streetscape. The Borgata Hotel and Casino, which opened in 2003, was the first new casino to be constructed in the city since 1990. This, combined with The Walk retail center located in the heart of the City that opened in 2005, may be the beginning of an attempt to expand the city's economic success to the citizens who support this economic engine.

Atlantic City, now one of the nation's top tourist attractions, has eleven gambling casino/hotels, which attract approximately 35 million visitors. With its famous beaches and Boardwalk, Atlantic City's superb hotels draw nearly 5,000 conventions, trade shows, and meetings annually. Since 1978, the casinos have funneled \$7 billion back into the City's economy in addition to creating some 55,000 jobs. A tax on casino gross revenue provides over \$350 million annually for state programs for seniors and the disabled. In addition, the Atlantic Cape Community College connects to the tourism economy and features a Casino Career Institute, which has trained more than 46,000 students for employment in the gaming industry.

Although much of Atlantic City's economic development centers around the casinos and gaming, the local government has been trying to diversify the economy through the development of themed restaurants, retail shopping, night clubs, museums, theaters, minor league baseball, and other recreational attractions. Non-casino industries in Atlantic City include services, retail trade, real estate development, and deep sea fishing; however many of the goods produced are by-products of the convention and tourism trade.ⁱⁱ

B. Economic Development Entities In Atlantic City

Currently there are several public and private agencies assisting businesses and economic growth in the City. Some of the major agencies fulfilling this role are discussed in the section below.

The Casino Reinvestment Development Authority (CRDA)ⁱⁱⁱ

Established in 1984 by the State of New Jersey, the Casino Reinvestment Development Authority provides capital investment funds for economic development and community projects that respond to the changing economic and social needs of Atlantic City and the State of New Jersey. It encourages business development and permanent job creation, promotes opportunities for business expansion, and commits to facilitating a vibrant economic investment and employment environment for New Jersey.

The only agency of its kind nationwide – CRDA has used casino reinvestments as a catalyst for meaningful, positive improvement in the lives of New Jersey residents statewide. In doing so, CRDA has dramatically changed Atlantic City's residential, commercial, cultural, and social landscape, while financially supporting quality-of-life improvement efforts throughout New Jersey.

The seeds of revitalization first took root in 1978, when the New Jersey Legislature and New Jersey voters welcomed the gaming industry to Atlantic City as a means of restoring the city's economic vitality. Despite the elaborate hotels and casinos that soon illuminated the skyline and the influx of millions of hopefuls crowding gaming tables and coaxing slot machines, investment in the City in the late 1970s and early 1980s was virtually nonexistent.

Consequently, the New Jersey Legislature established CRDA as the venue through which capital investments would be made to directly facilitate the redevelopment of existing blighted areas and to address the pressing social and economic needs of the City and residents of the State.

CRDA Project Funding

In addition to other gaming-related taxes, State law gives each casino a choice: pay 2.5% of its gaming revenue to the State, or reinvest 1.25% of its gaming revenues through CRDA in community and economic development projects in Atlantic City and around the State. Without exception, the casinos have chosen reinvestment.

Under the terms of the reinvestment agreement, each casino is required to pay to CRDA 1.25% of its annual gaming revenues for 50 years, and CRDA invests this money in eligible projects in Atlantic City, South Jersey or North Jersey, according to the following chart set by law. By law, the casinos are entitled to a return on their investments through CRDA.

Table 4.1: Casino Investment Requirements			
Each casino's required investments by years	Atlantic City	South Jersey	North Jersey
1-3	100%	-	-
4-5	90%	8%	2%
6-10	80%	12%	8%
11-15	50%	28%	22%
16-20	30%	43%	27%
21-25	20%	45%	35%
26-30	65%	-	35%
31-35	25%	25%	50%
36-50	-	50%	50%

The law requires each casino to invest all of its first three years of required Atlantic City investments in housing and community development projects. In years 4 through 25, each casino is required to make half of its required investments in housing and community development projects. In years 26-35, each casino is required to invest its obligations in economic development projects. Table 4.1 illustrates the geographical distribution of these funds; Atlantic City is entitled to the majority of the funds in the early years, with decreasing percentages over the 50 year period.

CRDA Special Funds

The State Legislature has occasionally passed laws requiring CRDA to establish funds for particular purposes. In some cases the law creates a new revenue source of funds.

- *Casino Capital Construction Fund and Atlantic City Expansion Fund*

In response to future competition by the approval of slot machines in Pennsylvania and New York in 2003-2004, the Legislature directed CRDA to create the Casino Capital Construction Fund and the Atlantic City Expansion Fund for non-gaming casino capital expansion projects.

This legislation increased the casino parking fee from \$1.50 to \$3, and established a new \$3 fee on casino hotel room stays in Atlantic City. A portion of the increased parking fee is used to repay CRDA bonds issued to create the \$34 million Casino Capital Construction Fund, and a portion of the new casino hotel occupancy fee is used to repay CRDA bonds issued to create the \$62 million Atlantic City Expansion Fund. Projects include:

- House of Blues
 - Borgata Expansion
 - The Pier at Caesars
- *Casino Hotel Expansion Fund*

In an effort to address Atlantic City's hotel room shortage, the Legislature required CRDA in 1993 to make \$100,000,000 available for casino hotel room expansion projects. In 1996 the law was amended to require CRDA to make an additional \$75,000,000 available for casino hotel room expansion projects. The fund has leveraged more than \$1 billion in hotel expansion projects resulting in the addition of approximately 3,500 new hotel rooms in Atlantic City.

- *Corridor Projects Fund*

The Corridor Projects Fund was created as the result of a law passed in 1993 establishing a \$1.50 casino parking fee and authorizing CRDA to issue bonds to generate funds for transportation infrastructure and economic development projects in the "corridor region" of Atlantic City, which includes the area surrounding the main entrance into the city from the Expressway, as well as areas of heavy traffic and economic development along the multiple access routes into Atlantic City and the major thoroughfares within Atlantic City.

Revenue from the \$1.50 fee is used to repay CRDA bonds issued to generate \$170 million for the Corridor Project Fund. Projects include:

- Acquisition and maintenance of the greenway entrance at the foot of the Atlantic City Expressway
- Acquisition of land subsequently leased for the Atlantic City Outlet Shops ("The Walk")
- Road and landscape improvements
- Financial assistance for the Atlantic City Convention Center and the adjoining Sheraton Hotel

- *North Jersey/South Jersey Projects Fund*

In 2004, the Legislature required CRDA to issue bonds to create a \$31 million North Jersey/South Jersey Projects Fund for North Jersey and South Jersey (not including Atlantic City) community and economic development projects. By law, a portion of the \$3 casino hotel occupancy fee is used to repay CRDA bonds. Projects include:

- Jersey City Armory
- North Ward Center (Newark)
- South Mountain Arena (West Orange)
- Raritan Valley YMCA (East Brunswick)
- GG Greenblock (Woodbury)
- Rutgers Food Innovation Research & Extension Center (F.I.R.E.)(Bridgeton)
- Cape May Convention Center

- *Boardwalk Revitalization Fund*

A legislative change in 2004 enabled CRDA to issue bonds to create the \$100 million Boardwalk Revitalization Fund for façade improvements and other capital projects on the Boardwalk that are consistent with CRDA's architectural design guidelines for the Boardwalk.

The Boardwalk Revitalization Fund bonds are repaid from two sources – a portion of required Atlantic City investments for economic development and a voluntary contribution by the casinos of a portion of their parking fee revenue, beyond the parking fee that the law requires the casinos to pay for the Corridor Projects Fund and the Casino Capital Construction Fund. Projects include:

- Non-casino Façade Program
- House of Blues Façade
- Claridge Façade
- Resorts Façade

- *CRDA Urban Revitalization Program*

The CRDA Urban Revitalization Program, established by law in 2001, is a tax-incentive program to encourage the construction of new entertainment and retail venues in Atlantic City. The purpose is to further entice visitors to the City, as well as create new jobs and tax revenue for the State and local government.

The law allows CRDA to approve eleven entertainment-retail districts, each of which must consist of at least 150,000 square feet of entertainment, retail, dining, non-casino hotel or residential unit space (i.e., condominiums). The developer of an entertainment-retail district can be a casino licensee, a private developer or CRDA itself.

The incentives for the developer to establish an entertainment-retail district are:

- A sales tax rebate on construction materials to build the project.
- A \$2.5 million maximum annual rebate of sales taxes generated on retail sales in the entertainment-retail district.
- An annual grant based upon incremental luxury tax generated in the entertainment-retail district.

In addition to the incentives for the developer, CRDA receives, for each entertainment-retail district, an annual rebate of up to \$2.5 million in sales tax generated in the district, but only after the developer's \$2.5 million rebate is paid.

For example, if a district generates \$5 million in sales tax, the developer and CRDA would each receive a \$2.5 million rebate. If the district generates \$4 million in sales tax, the developer would receive \$2.5 million and CRDA would receive \$1.5 million.

Entertainment-retail districts as of December 2006:

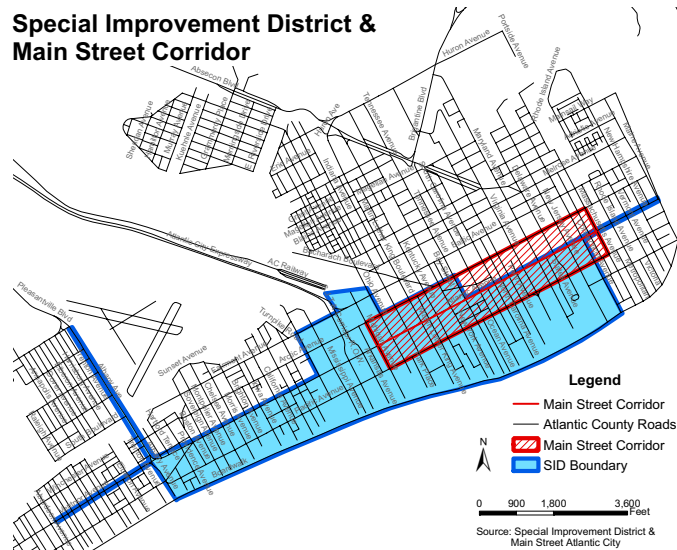
- "The Walk," approximately 320,000 square feet of retail, restaurant and entertainment space located between the Atlantic City Convention Center and the Boardwalk. A second phase, now being constructed, will double the size of the district.
- "The Quarter", approximately 194,000 square feet of retail, restaurants and entertainment in a festive old Havana theme, located in the Tropicana Hotel and Casino.
- The Pier at Caesars, approximately 325,000 square feet of retail, restaurant and entertainment space on the site of the former Ocean One Mall on the Boardwalk.

Atlantic City Special Improvement District (ACSID)

The Atlantic City Special Improvement District is a non-profit corporation formed by Atlantic City business people in early 1992 to improve the business environment in the City. ACSID serves as a neighborhood oriented, “clean and green” organization, and primarily coordinates and maintains public works projects in the City.

Downtown Winter Wonderland, the Santa Stroll, Halloween Haunted Hayride, Meet Mr. Bunny, the Arts and Books Festival, An Evening on the Avenue, and the Black History Month African-American History Trail Tour are held annually in order to foster public-private cooperation.^{iv}

The boundaries of ACSID were set by City Council Ordinances and are depicted in the map (left). This map also shows the Main Street Corridor's geographic relation to the ACSID district.



ACSID has an Economic Development Division that runs a Façade Improvement Program, Business Recruitment and Retention, Special Events and Business Relations. The Facade Improvement Program is designed to offer commercial property owners within the ACSID district, who are currently paying the ACSID assessment, the opportunity to seek financial assistance to improve their existing business façades.

In addition, special events are designed to attract the public to the downtown business district. Various holiday activities, ribbon-cutting ceremonies, new business openings and festivals, such as

Main Street Atlantic City (MSAC)

Main Street Atlantic City is a grassroots, nonprofit organization whose mission is to preserve, protect and enhance the downtown district and its historic and natural resources, while raising the value of its properties and businesses. MSAC is one of 26 Main Street communities in New Jersey and part of a national network of over 2,000 designated communities. MSAC follows the Four Point Approach to Downtown Management using volunteer committees representing organization, promotion, design and economic restructuring.^v

Organizationally, Atlantic City's Main Street Program, established in 2003, and is currently structured under the ACSID. The Main Street boundaries are also shown in the map on the previous page.

MSAC has secured funds from both public and private entities to undertake a Downtown Visioning & Revitalization Plan. Additionally, MSAC has secured other funding for housing, beautification and plan implementation projects.

Other economic development entities within the City include the Chamber of Commerce, Metropolitan Business and Citizens Association (MBCA) and the NJ Small Business Development Center (SBDC).

C. State of the City/ Existing Conditions

Economic Trends

As Atlantic City is a tourism-based economy; retail trade, accommodation and food services are the City's primary industries. Table-4.2 (on the following page) illustrates the total number of establishments present in Atlantic City, their sales, receipts or shipments, the annual payroll of employees, and the number of paid employees for each industry type. Retail trade and food and accommodation, together make up more than 50% of the total number of establishments present in the City. The accommodation and food services industry, which includes the casino hotels, employs about 85% of the workforce of the City, and constitutes for about 85% of the total employee earnings and industry revenue in Atlantic City.

Table 4.2: Atlantic City Economic Statistics					
NAICS code	Description	Establishments	Sales, receipts or shipments (1,000)	Annual payroll (1,000)	Paid employees
21	Mining (not published for places)	X	X	X	X
22	Utilities (not published for places)	X	X	X	X
23	Construction (not published for places)	X	X	X	X
31-33	Manufacturing (too small for publication)	z	z	z	z
42	Wholesale trade	15	D	D	(100-249)
44-45	Retail trade	246	310130	33900	1636
48-49	Transportation & warehousing (not published for places)	X	X	X	X
51	Information	8	N	3933	98
52	Finance & insurance (not published for places)	X	X	X	X
53	Real estate & rental & leasing	52	94952	13121	723
54	Professional, scientific, & technical services	73	97264	46186	871
55	Management of companies & enterprises (not published for places)	X	X	X	X
56	Administrative & support & waste management & remediation service	33	64677	25835	1166
61	Educational services	1	D	D	(1-19)
62	Health care & social assistance	88	187677	92363	2649
71	Arts, entertainment, & recreation	21	14347	3511	155
72	Accommodation & food services	193	4480402	1295782	48136
81	Other services (except public administration)	88	53001	20254	923

D = Withheld to avoid disclosing data of individual companies; data are included in higher level totals; N = Not available; X = Not applicable; z = Zero or below publication threshold

Source: US Census Bureau, 2002 Economic Census

Table 4.3 compares Atlantic City's industries with that of the county, state and nation. This comparison is also depicted in Figure 10.1. The geographic comparison of Atlantic City's industries reveals that the City has a much greater share of retail establishments. Although retail industry forms the highest percentage of all establishments in the nation, the state and the county, its relative percentage is the higher in Atlantic City. The percentage of food and accommodation services establishments also far exceeds the county, state and national averages. The City does, however, fall behind in the presence of industries such as finance and insurance.

It may be inferred here that Atlantic City's economy is one of the least diversified, primarily focusing on retail trade. This may be a disadvantage in the long-term. As with any investment strategy, diversification is the key to reducing risks and this principle holds true for macro and regional economies as well. Other resort and tourist destinations such as Las Vegas and Orlando have diversified their economies in recent years to include high-tech, healthcare, and educational service industries. This diversification has brought better paying jobs thereby positively affecting those communities.

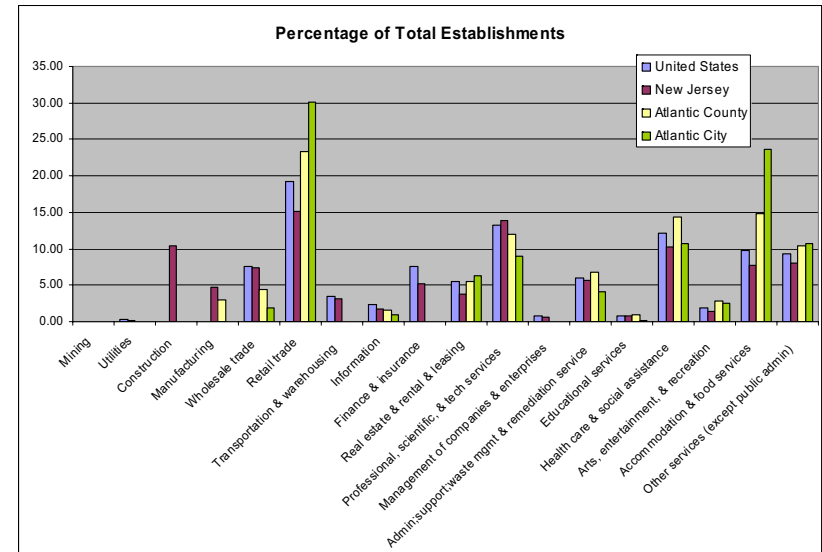


Table 4.3: Number of Establishments by Economic Sector: Geographic Comparison

NAICS code	Industry description	United States		New Jersey		Atlantic County		Atlantic City	
		Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
21	Mining		0.00	110	0.05		0.00		0.00
22	Utilities	17,103	0.29	271	0.12		0.00		0.00
23	Construction		0.00	23,612	10.33		0.00		0.00
31-33	Manufacturing		0.00	10,656	4.66	155	3.06		0.00
42	Wholesale trade	435,521	7.50	16,803	7.35	225	4.44	15	1.83
44-45	Retail trade	1,114,637	19.20	34,741	15.20	1,182	23.34	246	30.07
48-49	Transportation & warehousing	199,618	3.44	7,187	3.15		0.00		0.00
51	Information	137,678	2.37	4,019	1.76	77	1.52	8	0.98
52	Finance & insurance	440,268	7.58	11,921	5.22		0.00		0.00
53	Real estate & rental & leasing	322,815	5.56	8,759	3.83	282	5.57	52	6.36
54	Professional, scientific, & tech services	771,305	13.28	31,531	13.80	604	11.92	73	8.92
55	Management of companies & enterprises	49,308	0.85	1,481	0.65		0.00		0.00
56	Admin; support; waste mgmt & remediation service	350,583	6.04	12,917	5.65	345	6.81	33	4.03
61	Educational services	49,319	0.85	1,948	0.85	46	0.91	1	0.12
62	Health care & social assistance	704,526	12.13	23,504	10.29	725	14.31	88	10.76
71	Arts, entertainment, & recreation	110,313	1.90	3,179	1.39	146	2.88	21	2.57
72	Accommodation & food services	565,590	9.74	17,537	7.67	749	14.79	193	23.59
81	Other services (except public admin)	537,576	9.26	18,332	8.02	529	10.44	88	10.76
	Total	5806160	100	228508	100	5065	100	818	100

Source: US Bureau of the Census, 2002 Economic Census

Employment Trends

In Atlantic City, out of a total of 31,117 people that are 16 years and over, 17,683 people are in the labor force. Of these, 2,275 people or 12.9% are unemployed. The details of employment in Atlantic City are shown in Table 4.4 below. A geographic comparison of the unemployment rates, as shown in Table 4.5, indicates that the unemployment rate in Atlantic City is more than double that of the state and the nation. This is despite the presence of the big employment generators, namely the casinos.

Table 4.4: Atlantic City: Employment Status by Sex: 2000						
Employment Status	Number			Percent		
	Both sexes	Male	Female	Both sexes	Male	Female
Population 16 years and over	31,117	14,981	16,136	100	100	100
In labor force	17,683	9,229	8,454	56.8	61.6	52.4
Armed forces	0	0	0	0	0	0
Civilian labor force	17,683	9,229	8,454	56.8	61.6	52.4
Employed	15,408	7,823	7,585	49.5	52.2	47
Unemployed	2,275	1,406	869	7.3	9.4	5.4
Percent of civilian labor force	12.9	15.2	10.3	(X)	(X)	(X)
Not in labor force	13,434	5,752	7,682	43.2	38.4	47.6

Source: US Bureau of the Census, 2002 Economic Census

Table 4.5: Geographic Comparison of Unemployment	
	Percent of civilian labor force that is unemployed
United States	5.8
New Jersey	5.8
Atlantic County	7.5
Atlantic City	12.9

Source: US Bureau of the Census, 2002 Economic Census

Casino Employment

The accommodation and food services industry, which includes the casino hotels, employs about 85% of the workforce of the City (Table

4.2). The total casino hotel industry employment is 44,631 people, as of October 2006. In the year 2005, the casino industry in Atlantic City paid a total of \$1,110,975,000 in wages to its employees.

Table 4.6: Employment in the Casino Hotel Industry							
	<u>2006</u>	<u>2005</u>	<u>2004</u>	<u>2003</u>	<u>2002</u>	<u>2001</u>	<u>2000</u>
JANUARY	45,180	44,957	45,638	44,268	45,279	47,161	46,839
FEBRUARY	44,233	45,187	45,479	44,003	45,285	47,049	46,702
MARCH	44,502	45,314	45,662	43,924	45,304	47,001	46,783
APRIL	44,846	45,945	45,836	44,026	45,625	47,262	47,037
MAY	45,611	46,478	46,656	44,385	45,965	47,788	47,466
JUNE	47,238	47,724	47,064	49,379	46,557	48,453	48,254
JULY	47,379	47,928	48,333	49,764	46,885	48,795	48,452
AUGUST	47,252	47,445	47,750	49,617	46,593	48,483	48,416
SEPTEMBER	45,409	46,044	46,364	48,099	45,921	47,754	48,112
OCTOBER	44,631	44,974	46,268	47,163	45,348	46,530	47,830
NOVEMBER		44,702	46,268	46,651	45,025	45,765	47,501
DECEMBER		44,542	45,501	46,159	44,820	45,592	47,426

Table 4.7: Casino Hotel Industry Salaries & Wages (\$ In Thousands)						
	<u>2005</u>	<u>2004</u>	<u>2003</u>	<u>2002</u>	<u>2001</u>	<u>2000</u>
A.C. HILTON	\$78,007	\$81,847	\$84,243	\$85,252	\$84,680	\$83,075
BALLY'S PP	161,050	174,982	181,890	138,920	137,382	136,494
BORGATA	128,292	120,929	61,647	n/a	n/a	n/a
CAESARS	102,559	105,313	110,748	116,560	112,041	111,013
CLARIDGE	n/a	n/a	n/a	54,726	58,031	54,195
HARRAH'S	77,062	78,610	82,635	83,450	82,397	87,186
RESORTS	67,226	69,742	69,171	72,943	71,659	73,600
SANDS	51,074	51,696	55,102	62,094	70,333	69,238
SHOWBOAT	75,498	74,195	80,252	80,174	79,892	80,610
TROPICANA	106,624	95,689	94,600	101,174	102,505	103,539
TRUMP MARINA	66,005	69,207	73,737	77,153	77,403	78,744
TRUMP PLAZA	76,262	78,089	82,595	86,116	89,182	91,170
TRUMP TAJ	121,316	<u>123,973</u>	<u>130,100</u>	<u>136,713</u>	<u>136,438</u>	<u>138,240</u>
MAHAL						
INDUSTRY TOTALS	\$1,110,975	\$1,124,272	\$1,106,720	\$1,095,275	\$1,101,943	\$1,107,104

Source: State of New Jersey Casino Control Commission (Third Quarter 2006)

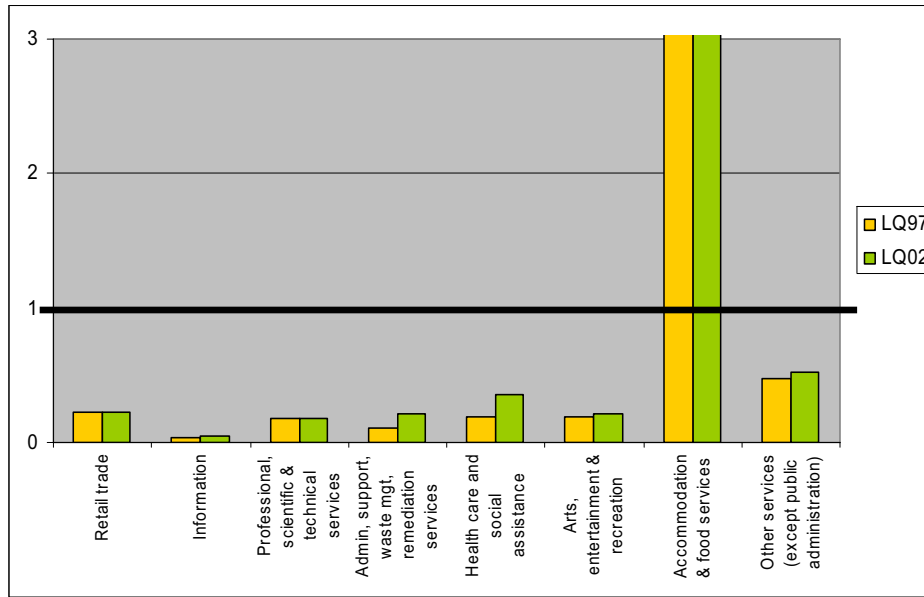
Location Quotient Analysis

Using the employment information presented in the previous section (Table 4.2), a location quotient analysis of the City's economy was carried out using 1997 and 2002 employment figures from the Bureau of Labor Statistics (information is collected on a five year cycle). The analysis indicates that the only specialized sector in the City's economy is the accommodation and food services sector, attributable to the presence of the casinos. Given that the 2007 data is not yet available, small gains in the retail trade sector that are likely to result from the development of The Walk and The Pier have not been taken into account. The following chart indicates that the City has a need to diversify the economy and provide a wider range of services to the residents. The City should begin to consider proactive steps to attract these services and the employment opportunities that are associated with them

Location Quotient Analysis

A location quotient analysis (LQ) is an assessment of the concentration of an industrial sector in a city in comparison to its region (the State of New Jersey). The results of LQ indicate either under-representation or specialization. An LQ value around 1.0 indicates that the percent share of that sector in the City mirrors the distribution in the State. An LQ value below 1.0 indicates that the sector in question is under-represented in the City. An LQ value greater than 1.0 indicates that the sector in question is over-represented in the City. If the LQ value exceeds 1.3 it is generally understood that some specialization or clustering occurs.

Location Quotient Analysis



Shift-Share Analysis

The shift-share analysis compares local *changes* in employment in each sector to broader trends in the State of New Jersey. In general, the local area had an employment growth of 4.2%, while the State's growth was 21.7% (from 1997 to 2002, for the sectors examined). The shift-share analysis illustrates that the strongest sectors in the local region are:

- Healthcare
- Administration, support, waste management, and remediation services

These sectors are growing both locally and statewide, and should be supported. Other sectors are performing well in the State as a whole, but underperforming locally. These sectors may succeed in the local economy and should be encouraged:

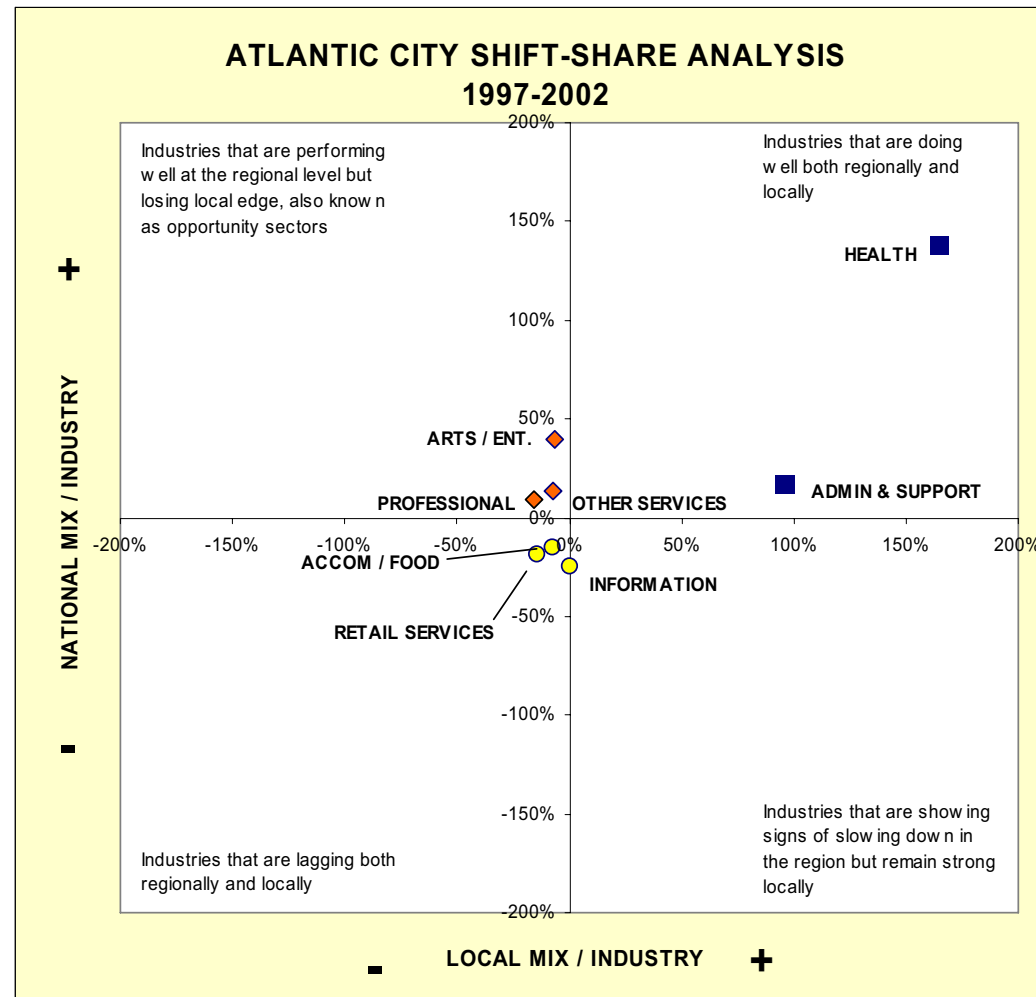
- Arts, entertainment, and recreation
- Professional, scientific, and technical services
- Other services (except public administration)

The chart on the following page illustrates the strengths and weaknesses of the local economy. It should again be noted that shift-share analysis is looking at the *changes* in the City's economy as compared to the *changes* in the State's economy over this five-year period (whereas the previously analyzed Location Quotient illustrates the *specialized* or *competitive* sectors of the local economy compared to the State's economy). Based on the data, Atlantic City has no industries that are slowing in the region (State) but still strong locally.

Shift-Share Analysis

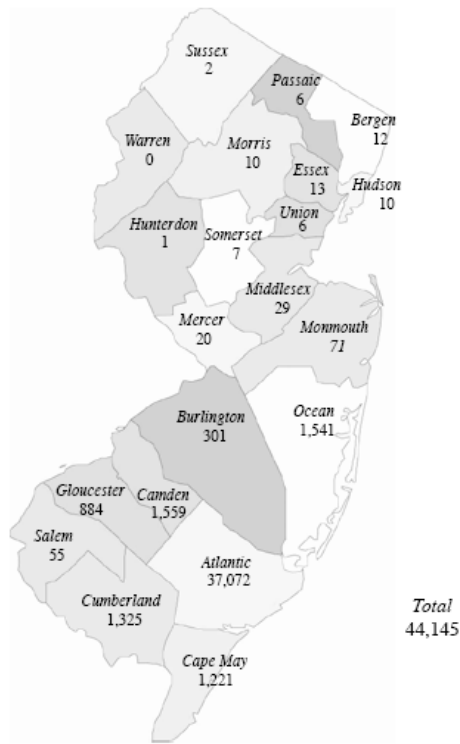
Shift-share analysis is used to examine the growth of a local area – the City – in comparison to the region – the State of New Jersey – by measuring the differences in percentage share of each industry for the local area and the region. Shift-share analysis breaks down past change in three components (or shares). The Regional Effect is a constant change that affects each of the local industries in a uniform manner. It assumes that, other factors being equal, each industry should have the same growth rate as the overall growth rate in the region. The industrial mix is industry specific and tracks the difference between the growth rate of a particular industry in the region and that of the entire regional economy. It captures the net effect of the changes in that industry on the overall growth of the region. The local Factor indicates how local conditions affect the growth of an industry and measures the difference between the rate of change of a particular industry in the local area and in the region. When the local factor is greater than zero, the local industrial growth is faster than that of the region, and it is understood that this industry commands a local competitive edge. Therefore, industrial sectors that have high percentages for the industrial mix (represented on the y-axis) are showing growth that can be attributed largely to the effect of the particular industry in the region. On the other hand, sectors with high percentages in the local factor (represented on the x-axis) have more local competitive edge (see the chart on the following page).

Shift-Share Analysis



Where Workers Live

EMPLOYMENT BY ATLANTIC CITY CASINO LICENSEES BY COUNTY
FOR THE YEAR ENDED DECEMBER 31, 2005



Approximately 397 individuals are employed in the casino industry but live outside of New Jersey.

Source: CCC 2005 Annual Report

Most Atlantic City casino employees reside in Atlantic County. However, a significant number of its employees reside in the neighboring counties of Camden, Cumberland, Cape May and

Ocean counties. In addition, there are people working in Atlantic City casinos who reside throughout the State of New Jersey, and a small number (about 400) who live outside of the State.

Commute to Work

Table 4.8: Atlantic City: Commute to Work (2000)

	Number	Percent
MEANS OF TRANSPORTATION AND CARPOOLING		
Workers 16 and over	14,639	100
Car, truck, or van	6,831	46.7
Public transportation	4,090	27.9
Motorcycle	5	0
Bicycle	139	0.9
Walked	3,079	21
Other means	326	2.2
Worked at home	169	1.2
TRAVEL TIME TO WORK		
Workers who did not work at home	14,470	100
Less than 10 minutes	2,214	15.3
10 to 14 minutes	3,305	22.8
15 to 19 minutes	3,354	23.2
20 to 24 minutes	2,168	15
25 to 29 minutes	607	4.2
30 to 34 minutes	1,421	9.8
35 to 44 minutes	321	2.2
45 to 59 minutes	462	3.2
60 to 89 minutes	424	2.9
90 or more minutes	194	1.3
Mean travel time to work (minutes)	19.4	(X)

A majority of residents working in Atlantic City travel by car, truck, or van, which makes up about 47% of all means of transportation. About 28% of workers use public transportation as their primary means of travel. The majority of people take 20 minutes or less to commute to work.

Casino Financial Statistics

New Jersey casinos pay the state 8% tax on their gross revenues appropriated to the Casino Revenue Fund for the benefit of the aged and disabled citizens of the State of New Jersey. Gross gaming revenue is the amount casinos win from gamblers after all payouts have been made. Expenditures by department from the Casino Revenue Fund are shown in Table 4.9.

Funding is also generated through five casino related taxes. The responsibility for administering these taxes was transferred by the State Legislature from the Division of Taxation to the Casino Control Commission. The Casino Complimentary Tax imposes a 4.25% tax upon casino licensees on the value of complimentary rooms, food, beverage, and entertainment granted to patrons. The Casino Net Income Tax imposes a 7.5% tax on the adjusted net income of casino licensees. The Multi-Casino Progressive Slot Tax assesses an 8% tax on casino service industry multi-casino progressive slot revenue. The Casino Room Fee requires casinos to remit \$3.00 per day for each hotel room occupied by a guest. Revenues for these four taxes are deposited into the Casino Revenue Fund. The Casino Parking Fee requires casinos to remit a fee of \$3.00 per day for any parking space in use in their facility. One-half of the parking fee revenue is deposited into the Casino Revenue Fund, with the remaining half forwarded to the Casino Reinvestment Development Authority for statutory restricted projects.

The State Legislature, through the budget, determines the allocation of funds. Input from the Casino Revenue Fund Advisory Commission directs where the money can be spent. Senior citizens and persons 18 or older with disabilities may qualify for Casino Revenue Fund programs. Qualified New Jersey residents realize tremendous benefits from the tax dollars generated by Atlantic City casinos. New Jersey has a number of programs designed to assist eligible residents in receiving needed health and social services. A few of the programs include, AIDS Drug Distribution Program (ADDP), Adult Protective Services, Adult Day Services with Programs for Persons with Alzheimer's Disease or Related Disorders, Pharmaceutical Assistance to the Aged and Disabled

(PAAD), Safe Housing and Transportation, and Statewide Respite Care Program.

Casinos paid \$32.5 million in taxes on their gross revenues in November 2006. That money, 8 percent of gross revenue, went into the Casino Revenue Fund. In addition, the casinos incurred another \$5.1 million in reinvestment obligations. They are required to reinvest 1.25 percent of gross revenues in projects approved by CRDA. In 2006, the total casino revenue in Atlantic City was \$5.2 billion, up 4 percent from the same period in 2005.

Table 4.9: State of New Jersey Casino Revenue Fund, Expenditures by Department for Fiscal Year 2005 <i>(Amounts expressed in thousands)</i> Total FY05 Expended**	
Department of Health & Senior Services	\$ 353,049
Department of Human Services	\$ 118,627
Department of Labor & Workforce Development	\$ 2,440
Department of Law & Public Safety	\$ 92
Department of Transportation	\$ 25,287
Grand Total	\$ 499,495
* Casino Revenue Fund Expenditures provided by new Jersey Department of Treasury, Office Of Management and Budget	
** These amounts include funds expended and obligated in fiscal year 2005	

Estimated annual taxes on Atlantic City casinos are listed in Table 4.11 below. As seen on the list, the Casino Revenue Fund and casino property taxes are the largest sources of revenue for the City.

Table 4.11: Estimated Annual Casino Taxes	
Description	Amount (in millions)
Casino Revenue Fund	\$415.3
Property Tax	\$224.6
Slot License Fees	\$21.0
CCC/ DGE Fees	\$33.0
Sales and related Tax	\$83.9
CRDA Obligation	\$64.9
Corporate Income Tax	\$49.9
Parking Fees	\$36.1
Payroll Tax	\$34.5
Luxury Tax	\$26.1
Construction Sales Tax	\$16.2
Room Fees	\$9.9
Total	\$1,015.4

Source: The Casino Association of New Jersey, New Jersey's Casino Industry (5 February 2007)

Local Revenue & Expenditure

The total budget for Atlantic City for the year 2007 is \$190.4 million, while the Atlantic City School District has a budget of \$140 million to undertake its mission of providing education to Atlantic City's children.

Atlantic City Visitor Profile

Located 125 miles south of America's largest city, New York, and only 60 miles east of the nation's fifth largest city, Philadelphia, Atlantic City has a strong geographical advantage for a tourist city.

In 2004, the Atlantic City Convention & Visitors Authority (ACCVA) commissioned a study to determine the characteristics of visitors to the City, and "visitors' home locations" was one of the survey's questions. The following table illustrates the results:

Table 4.12: Visitor Home Location		
Location	Percent of All Visitors by Area	Total Percent by Region
New York	24%	45%
North/Central New Jersey	21%	
Philadelphia (Southeastern PA)	15%	29%
Southern New Jersey (>20 miles from Atlantic City)	14%	
Total	NA	74%

Source: ACCVA, 2004

Interestingly, this table further reinforces the importance of Atlantic City's nearby metropolitan regions in terms of the City's economy – almost three-quarters of the visitors to the City come from these two regions. Unfortunately, the same study also reveals that 66% of the visitors to Atlantic City only stay for the day – a majority of which time is spent in the casinos before departing that evening.

Table 4.13: Annual Visitors to Atlantic City by Travel Mode (In the Thousands)**

Mode	2005
Automobile	27,889
Charter bus	6,104
Franchise bus	519
Air*	261
Rail	151
Totals	34,924

*No private plane passengers were estimated in the air mode figures to 1981.

1981 was also the first year for casino air charters.

**Numbers may be slightly off due to rounding.

Source: South Jersey Transportation Authority (3Q 2006)

While the majority of tourists visiting Las Vegas travel there by air, the majority of tourists visiting Atlantic City drive, about 80% of all visitors coming to Atlantic City travel by automobile. The second most popular means of travel to Atlantic City is charter bus, which makes up about 17% of the modes of travel.

In 2004, the ACCVA published a visitors' profile study, which includes results from survey of more than 3,400 visitors during their visit to Atlantic City. The survey measured their characteristics, activities, and attitudes. Major findings of the survey as published in the 2004 Visitors Profile Study are listed below.^{vi}

The Visit

- Most (85%) visitors are coming primarily to gamble. The rest are coming to attend an event at the Convention Center or Boardwalk Hall (3%) or to participate in some other tourist activity such as walk the Boardwalk, eat in a restaurant, or attend a casino show (12%).
- Regardless of their primary purpose, most visitors will do three things: eat in a casino restaurant, gamble, and walk on the Boardwalk. Other activities, such as shopping on the Boardwalk or at The Walk, depend on the location of the visitor's primary activity.
- The length of time between when a typical visitor starts planning the trip and when she arrives varies by purpose and length of visit. The largest visitor segment, day-trippers who come primarily to gamble, start planning the trip a week before they come. Visitors who are coming primarily to attend a Convention Center or Boardwalk Hall event typically start planning their trip three to four weeks before they come. This planning period includes ample time to communicate information to all visitor segments about events and attractions to enhance and perhaps extend their visit.
- Two-thirds of all visitors come and return home the same day. Most of the one-third who spend the night stay in casino hotels. Casinos' complimentary room offers are an important influence in the decision to spend the night. One-sixth of visitors from southern New Jersey and one-fourth of visitors from southeastern Pennsylvania, who could return home within a two hours, spend the night.
- The number of activities during a visit increases only slightly if the visitor spends the night. Longer visits typically involve more of the same activities.
- Most visitors, including the day-tripper, gamble in more than one casino. The overnight visitor typically plays in two casinos even if the visitor is staying in a complimentary casino hotel room.
- The typical visitor comes with one other person (approximately one-third of the couples are two women). They rarely bring children.

The Visitor

- Comparisons of the demographic characteristics of Atlantic City visitors with the adult population in the tri-state area that provides three-fourths of all visitors indicate that visitors are similar to the general population on most characteristics. The main exception is gender. Women make up a disproportionately large segment of the visitor population.
- Almost all visitors (96%) have been to Atlantic City before the current visit. Those visitors who have come to gamble typically come to Atlantic City seven times a year. Visitors who come for a purpose other than gambling typically come to Atlantic City three times a year. The frequency of visits implies that 26% of the adult population in the tri-state area annually visits Atlantic City.
- One in four visitors has gambled at another location during the past year. Gambling somewhere else does not reduce the frequency of Atlantic City visits.

The Economic Value of the Visit

- The widespread use of casino player rewards for lodging, meals, and event tickets complicates the calculation of the economic value of a visit.

Many visitors have paid the expenses of their current visit by gambling during previous visits. As a result, the direct out-of-pocket costs of major expenses (lodging, meals, and entertainment) are often zero.

- The typical visitor has \$184 in expenses during the visit. Total expenses increase from \$133 for day-trippers to \$575 for visitors who spend three days.
- Gambling expenses (loss) is the largest expense category. The average per visit gambling loss (\$144), based on 2004 aggregate statistics, is 72% of the typical visitor's bankroll (\$200). Gambling

losses (\$4.8 billion) pay for the activity during the current visit and for non-gaming activities on future visits (e.g., free or discounted food and lodging).

- The total economic impact of Atlantic City visitation in 2004 was \$6.5 billion.

Attitudes Toward the Visit

- There is a strong positive consensus about the visit and the direction of changes in Atlantic City and the Boardwalk. Comparison with attitudes measured in the 1998 survey indicates that visitors' satisfaction with their own experience and perceptions of Atlantic City have greatly improved.
- As a consequence of this positive experience and perception, most (88%) visitors think it is very likely that they will return to Atlantic City within six months. There is a strong consensus that they will return, even among those who came for purposes other than gambling.

Marketing Issues

- In addition to word-of mouth, web-based information and direct mail are the most important trip planning information sources, both for general trip planning and for planning their current visit to Atlantic City. Although only a small minority access www.atlanticcity.com, each web site feature is used.
- A new gaming facility nearer the visitor's home, either a basic slot facility or a full-service casino, is expected to have minimal impact on the frequency with which current visitors come to Atlantic City. A large majority will come as often as they do now. There are no important differences in loyalty to Atlantic City by distance from home or size of bankroll.
- Evidence of externalities from individual (public and private) venues' marketing supports a collective marketing program for

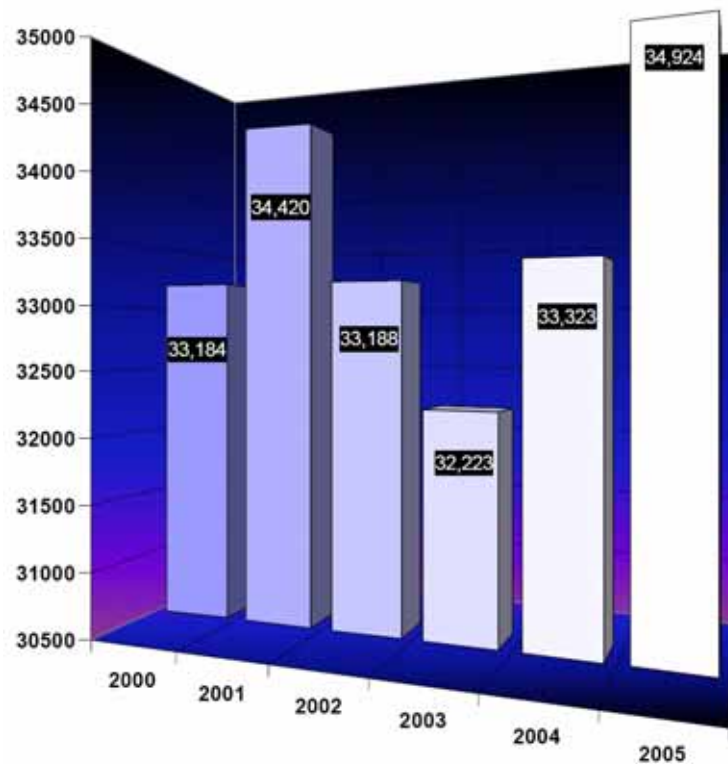
Atlantic City, similar to that currently done for Las Vegas and other tourist destinations.

A collective marketing approach would allow description of the many activities that attract visitors and therefore would be more in line with what visitors actually do when they come to town.

- There are no important racial or ethnic group differences in activities during the visit to indicate that targeted marketing programs, beyond promotion of specific ethnic-themed events, are warranted.

Annual Visit - Trips to Atlantic City (in thousands)

Source: (SJTA) South Jersey Transportation Authority



The total number of annual visits to Atlantic City has increased from 33,184,000 in the year 2000, to almost 35,000,000 in the year 2005.

Convention Statistics

Atlantic City Convention Center

The \$268 million Atlantic City Convention Center acted as the cornerstone of a renaissance that transformed Atlantic City into a major visitor and meeting destination.^{vii} In 2005, the Convention Center in Atlantic City hosted 56 conventions and tradeshow and 19 public shows, which were attended by 233,985 delegates. Delegate spending of nearly \$150 million generated an economic impact of \$328.5 million, created more than 4,000 jobs and provided state income tax, direct sales tax and local luxury tax of more than \$12 million. Convention Center statistics for a ten-year period are shown in Table 4.15 on the following page.

Several new public shows such as the Chopperfest and Celebration of the Suds Beer Festival successfully drew crowds of fans. New tradeshow also moved to Atlantic City to cultivate future success and growth, including the Action Expo, Tri-State Camping Conference, AC Furniture and Accessories Mart and Stanley Atlantic City Western and English Market, which all hope to return annually for many years to come. Also, regular events such as Atlantique City hosted at the Convention Center, bring thousands of antique fans to the City annually.

Table 4.15
1996 - 2005 Economic Impact Results: Atlantic City Convention Facilities

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	% Change 2004 to '05
Convention/Trade Shows											
No. of Conventions/Trade Shows	36	35	42	50	55	67	61	59	55	56	1.8
Total Delegates	197,317	210,860	249,377	305,651	278,923	265,696	297,022	228,821	234,251	233,985	-0.1
Economic Impact											
From Delegate Spending	\$97,246,790	\$109,606,630	\$123,220,093	\$213,818,226	\$172,690,819	\$176,438,205	\$214,586,253	\$136,568,230	\$140,138,296	\$129,515,273	-7.6
Total Economic Impact	\$186,801,259	\$230,389,536	\$259,013,537	\$434,519,734	\$356,841,521	\$363,563,272	\$442,169,995	\$281,408,398	\$296,280,395	\$283,787,963	-4.2
Jobs Created	2,435	2,904	3,185	5,458	4,833	4,807	5,733	3,552	3,919	3,468	-11.5
Tax Revenues Generated											
State Income, direct sales tax and local luxury tax	\$7,463,039	\$8,557,758	\$9,618,920	\$16,733,029	\$13,838,455	\$14,138,749	\$17,195,715	\$10,943,797	\$11,229,882	\$10,378,613	-7.6
Public Shows											
No. of Public Shows	9	12	14	21	18	17	19	24	26	19	-26.9
Total Attendees	164,628	178,761	167,863	195,946	188,966	190,770	231,143	188,992	246,028	189,929	-22.8
Economic Impact											
From Delegate Spending	\$16,479,263	\$18,341,326	\$16,803,344	\$19,614,195	\$18,882,566	\$19,096,078	\$23,551,262	\$22,448,558	\$26,359,859	\$20,417,044	-22.5
Total Economic Impact	\$31,883,952	\$35,543,379	\$32,581,430	\$38,581,792	\$38,908,786	\$39,348,742	\$48,628,945	\$46,266,751	\$57,754,451	\$44,733,743	-22.5
Jobs Created	422	458	411	556	528	520	629	584	737	547	-25.8
Tax Revenues Generated											
State Income, direct sales tax and local luxury tax	\$1,315,311	\$1,447,016	\$1,325,679	\$1,643,794	\$1,612,991	\$1,631,230	\$2,011,802	\$1,917,607	\$2,112,328	1636105	-22.5
Totals											
Total Delegate Spending	\$113,726,053	\$127,947,956	\$140,023,437	\$233,432,421	\$191,573,385	\$195,534,283	\$238,137,515	\$159,016,788	\$166,498,155	\$149,932,317	-9.9
Total Economic Impact	\$218,685,211	\$265,932,915	\$291,594,967	\$473,101,526	\$394,750,307	\$402,912,014	\$490,698,940	\$327,665,149	\$354,034,836	\$328,501,706	-7.2
Jobs Created	2,857	3,362	3,596	6,014	5,362	5,327	6,362	4,136	4,656	4,015	-13.8
State Income, direct sales tax and local luxury tax	\$8,778,350	\$10,004,774	\$10,944,599	\$18,376,823	\$15,451,446	\$15,769,979	\$19,207,517	\$12,861,403	\$13,342,210	\$12,014,718	-9.9

Boardwalk Hall

Originally built in 1929, and listed on the National Register of Historic Places, the Boardwalk Hall continues to contribute to the popularity of the City. For four years in a row, *Billboard Magazine* has ranked Boardwalk Hall as one of the top-grossing venues in the country. In 2005, the facility became the top-grossing mid-sized arena in the world.

Boardwalk Hall and Atlantic City also proved that they offer a viable venue for sporting events, by successfully hosting the 2005 Smart Ones Skate America international figure skating competition, televised on ABC and ESPN, and the Villanova-Longwood Division I basketball championship, which marked the return of college hoops to the hall after a nine-year absence.

The Skate America event hosted more than 15,000 fans during the four-day competition - the second highest attendance for the event in the last five years. The Villanova game, which provided a neutral site for both teams, drew a crowd of more than 7,000 fans.

A variety of high-profile televised boxing bouts, the NJSIAA High School Wrestling Championships and indoor auto racing rounded out the sports field, while luminaries including Bruce Springsteen, Neil Diamond, Bette Midler, The Eagles and Rod Stewart attracted sell-out crowds.

SMG, which operates both Boardwalk Hall and the Convention Center for the ACCVA, continues to attract A-list entertainers and capitalize on the City's growing reputation as the East Coast's entertainment center. At the same time, SMG and the ACCVA continue to actively seek additional prestigious sports events to take advantage of the facilities, locale and excitement of Atlantic City.^{viii}

The restoration of Boardwalk Hall has proven to be a significant element in the City's continued evolution in the tourism and entertainment industries.

D. Economic Development Recommendations

The unique economic environment existing in Atlantic City warrants the creation of an Economic Development Plan that meets the current and future needs of the City and its residents. KEPG recommends the following general goals as a guide to a comprehensive approach to economic development initiatives in Atlantic City.

General Goals

- Diversify the economic base to include non casino and retail related services to provide residents with better and alternate economic opportunities for employment within the City.
- Support the expansion of the existing casinos and construction of new ones and their shift to non-gaming activities such as entertainment and dining.
- Initiate the creation of Redevelopment Areas, Tax-Increment Financing (TIF) Districts and Special/Business Improvement Districts (SID/BID) as a means of capturing property taxes for improvement projects that directly benefit the City.
- Improve marketing of the City's plans for economic growth areas -- marketing of the planning concepts, rather than simply marketing available land.
- Facilitate an attractive physical and economic environment to bring back professional services such as medical professionals, engineers and lawyers to locate within the City.
- Support the arts and culture, focusing on the "jazz and blues", capitalizing on Atlantic City's Frank Sinatra connection and leveraging the existing entertainment market to expand into this market segment – perhaps .

- Support the expansion existing academic institutions namely Stockton College and Atlantic Cape Community College (ACCC) to bring in the student community thereby causing a multiplier effect for related services and housing.
- Promote tourism and continue to market the City's destinations including casinos, beaches, convention center, retail, and culture

In order to realize these broad objectives, KEPG recommends the following specific strategies as a means to achieve these economic development goals.

Specific Recommendations

a. Enhance City's Community and Economic Development Division

Atlantic City currently has a Community and Economic Development division (CED) under the Department of Revenue and Finance. The Community and Economic Development Division through the use of Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) Program entitlement funds carries out a range of community development activities.

Recent years have seen a revived interest in commercial and residential development in Atlantic City. The City, therefore, needs the presence of a full-time agency/office dedicated to directing the current economic growth and planning for future development in the City. An enhanced Community and Economic Development division designed to meet the needs of the City's changing economy can serve to provide opportunities for both businesses and communities in the City. The division can serve as the City's lead agency for development and implementation of policies, strategies and programs designed to boost the City's economic environment and help businesses and communities succeed and thrive.

The division should be committed to developing and implementing strategies to attract and retain businesses and jobs, revitalize

neighborhoods and communities, ensure quality housing and foster and guide appropriate development throughout the City. The division can provide services to assist old and new businesses in start-up, locating, funding, expansion, and retention. The division should also host services that provide funding, assistance and training to members of the community. The division can help the community through improvement of the housing stock, economic and business stimulation, capital improvements, area planning and social services programs.

The concept of a CED was discussed in several Community Forum meetings and was of specific interest at the local business-group's meeting. Based on discussions with these groups, a possible scope for a new CED in Atlantic City could undertake the following:^{ix}

- Improving the quality of housing for the residents of Atlantic City. Efforts should include rehabilitation of existing houses, and increasing opportunities for homeownership and owner occupancy.
- Provide economic and business stimulation in order to increase neighborhood employment. Funding should be provided for new small business development. Technical assistance can be provided to existing community owned small businesses.
- Development and funding of social programs to assist residents improve the quality of life. Programs can be developed to provide counseling and other services to residents and establish cultural programs.
- Provide necessary capital improvements. These may include repairing streets and sidewalks, new utility infrastructure, as well as the purchase and dedication of additional open space/parks.
- Promote activities designed to reduce crime. These may include a neighborhood watch program, and attempts to improve the interface between the area residents and the local police department.

Currently there are existing agencies and divisions within the City offices which help new and existing business with many of these functions. Additionally, CRDA is one of the major economic agencies in the City and is involved in many retail and entertainment projects throughout Atlantic City. Among other public and private agencies assisting businesses in Atlantic City are the Atlantic City Division of Planning, the Atlantic County Improvement Authority, Atlantic City Housing Authority and Urban Redevelopment Agency, the Atlantic City – New Jersey Coordinating Council, and Atlantic County and its agencies. These agencies oversee casino re-investment funds and substantial luxury tax revenues.

Among other state agencies, The New Jersey Economic Development Authority (EDA) offers a wide range of financial, real estate development, and technical services to encourage business development and growth in the state. The New Jersey Urban Development Corporation provides low-interest loans to developers and businesses seeking to construct facilities in urban areas, including small business incubators. The New Jersey Small Business Development Corporation (NJSBDC) network specializes in business planning, growth strategy, management strategy, and loan packaging, along with providing help in selling goods and services to government agencies, help to entrepreneurs in commercializing new technologies, linking up companies to local manufacturers who serve as mentors, and counseling for companies regarding overseas trade. The New Jersey Business Employment Incentive Program Loan Program allows companies to receive up to an 80 percent rebate for ten years for the additional state income tax generated by creating new jobs. The state's Business Relocation Assistance Grant Program provides relocation grants to businesses that create a minimum of 25 new full time jobs in the state.^x

Considering Atlantic City's potential for casino development, Governor Jon Corzine has recently created a new position, director of Atlantic City projects, in the State's Office of Economic Growth.^{xi}

The City's enhanced CED division should be designed to appropriately coordinate programs with the several economic agencies working in the region. In addition, the CED division

personnel should be trained to guide people and business to approach appropriate agencies for their particular needs. The ability of the CED to partner with CRDA, the State's new Atlantic City Economic Development liaison, EDA, the State's Office of Smart Growth, as well as the private community will be instrumental in its ability to truly guide, promote, and initiate citywide economic development.

b. Diversify the range of business opportunities in Atlantic City to improve the City's economic base by partnering with public and private entities

The Business Forecast published in 2007 details the views of scholars on the economic state of southern New Jersey. According to the article, economists agree that Southern New Jersey needs higher-paying and more diverse jobs. Joseph J. Seneca of Rutgers University noted that job growth in the state has been dominated by education, health and leisure and hospitality. He agrees that there has been respectable growth in business and professional services, but about 40 % of that is in temporary employment and building services, all of which are relatively below average pay sectors. He recommends that the region needs to use its cost advantages to lure new businesses and industries. Richard Perniciaro of Atlantic Cape Community College shares a similar point of view. He agrees that Southern NJ outperformed the state in employment growth, but the types of jobs being generated are low-wage, with no growth in higher wage jobs in the region. He believes that growth in health care has proved beneficial for the region, but it's the result of an aging population. Oliver Cooke of Richard Stockton College believes that the region's continued reliance on lower-end jobs poses a problem for diversification. He suggests that the region broaden its economic development approach and attempt to diversify the economic base from retail and tourism-related jobs, most of which are relatively low paying.^{xii}

Atlantic City's economy is mainly driven by gaming and tourism; and although these economic sectors will continue to dominate and drive our economy in the future, it is essential to plan for the diversification of the City's economic base. The City of Atlantic City needs to

promote policies that support the retention of small businesses and the development of local enterprises.

Retail trade and food and accommodation are Atlantic City's primary industries, making up more than 50% of the total number of establishments present in the City, and employing more than 85% of the City's workforce. The City, however, lacks the presence of finance and insurance industries, and has a shortage of real estate and professional service industries. Finance, Insurance, Real Estate and other Professional Services need to be encouraged in the City to help diversify the economy and strengthen the City's tax base.

High technology firms are known to generate huge economic benefits for a region. Although becoming Silicon Valley of the East may seem a far-fetched idea for Atlantic City, there is one IT sector that the City can support and plan to capture. As casinos are the main economic engine of the City, supporting high technology services such as gaming software industries can prove beneficial to both the casinos and the City. Opportunities to create business incubators, industrial parks, etc. to attract and serve such software industries in the region should be evaluated in an effort to diversify and improve the nature of jobs available in the City.

Other industry sector that can stand to benefit the City's economy is medical services. The expansion of AtlantiCare Regional Medical Center in the City's downtown presents the City with an opportunity for economic gain by encouraging the development of supporting service sectors. Healthcare is one of the leading industries of the region, and with the growing aging Baby Boomer population of the State, encouraging health related services in the City can create new jobs and help improve the City's economy.

The City also needs to evaluate growth opportunities related to education services. Creating a City Center Campus for the Richard Stockton College and the Atlantic Cape Community College (Carnegie Library) can provide several benefits to the City. The campuses can boost other education and student related services, restaurants, housing, etc. generating an economic boost for the City. Educational campuses can also help improve the quality of

downtown neighborhoods and provide opportunities for higher education to the City's workforce.

The strategies discussed above will begin to achieve a much needed creative economy in Atlantic City. Recent research indicates that encouraging the growth of a creative class of people within a community can generate economic benefits for the region. Leading urban studies scholar and economist Richard Florida shows through his research that the number of professionals such as scientists, engineers, artists, musicians and designers, who primarily use creativity in their work has increased greatly over the past century and especially over the past two decades. His research suggest that this creative class of people is responsible for a significant amount of wealth generated, accounting for nearly half all wage and salary income in the United States, when compared with the manufacturing and service sectors.

The research suggests that in order to garner the economic benefits of a creative work force, a place needs to have or develop an open-minded and diverse culture, one which will be conducive to creativity. Richard Florida believes that the major factors necessary for economic growth are technology, talent, and tolerance (racial and sexual). He believes that places that are open and tolerant have an edge in attracting different kinds of people and generating new ideas.^{xiii}

The concept of pursuing a "creative economy" may seem unimportant to some, however the issue warrants additional analysis regarding the benefits of a diversified economy. Subsequent to the introduction of casino gaming to Atlantic City in 1976, the State of New Jersey believed that this "addition" to the resort community would generate economic growth for the area. While no one can argue the positive results of the State's decision to bring casinos to Atlantic City, an analysis of the "local" economic benefits is revealing in its findings:

- In 1973 (pre-casinos), the median household income in Atlantic City was only 57% of the State's median household income

- Today it stands at 56% of median State household income level, this despite the economic engine of the casino industry in place for almost 30 years^{xiv}

c. Encourage economic development initiatives in the Main Street District

The Main Street District should be recognized as an area of special emphasis and priority with regard to economic development opportunities. Economic incentives for small-business development should be applied to encourage commercial growth along Atlantic Avenue in the Main Street Corridor.

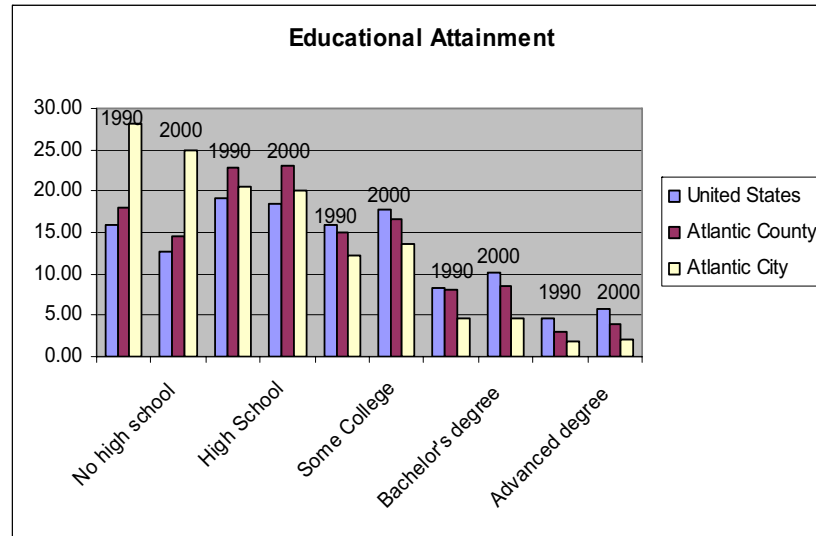
The Main Street Neighborhood Revitalization Plan recommends various land use districts within the corridor, as shown in the aerial photo (top right). The medical district should be promoted as an area for development of health care and related services. The institutional district should be promoted for educational institutes and support services. Other entertainment, retail, office and commercial uses should be encouraged, with specific initiatives targeted toward retention of existing uses and providing opportunities for new business creation.



d. Encourage workforce training in Atlantic City

The educational attainment of Atlantic City's population has improved in the past decades, but it falls significantly short of the national and the county standards, as seen in the chart below.

Atlantic City has a very high percentage of people lacking a high school diploma, and has a very low percentage of people possessing an advanced educational degree.



Most of the retail and tourism related jobs that dominate employment in Atlantic City are relatively low paying. Consistent with the City's goal of diversifying its economy and encouraging professional and high wage jobs, the City needs to invest resources in workforce training.

This should include development of a variety of higher educational opportunities to attract a wider range of employers to the City. Development of educational programs targeting specific professional sectors such as information technology, engineering, business management, etc. should be encouraged. Incentives may be used for creation of new educational campuses or expansion of existing campuses in the City, namely those of Stockton College and Atlantic County Community College. In addition, financial assistance should be made available to students and job seekers to obtain desirable skills and education. A skilled workforce will help attract and support professional businesses and create high-paying jobs.

e. Diversify entertainment options within the City

Although most tourists coming to Atlantic City come here for the casinos, the City needs to diversify its entertainment menu in order to maximize the economic benefits from tourism. Offering tourists more options in entertainment, such as spas, shopping, family entertainment, fine dining, performing arts, etc. can help achieve the following:

- Attract people of all age groups
- Give Atlantic City an edge while facing new competition from other gaming options in the region like slot machines in Philadelphia
- Increase the spending of tourists outside of the casinos, implying greater opportunities for small business development within the City

Efforts to diversify the entertainment industry in Atlantic City are already under way. The Borgata Hotel Casino & Spa, which opened in 2003, was the first new casino to be constructed in the City since 1990. In addition to sporting a modern design, it was also the first casino that catered to a younger group of people. The Borgata and the Tropicana Quarter have proven to be the kind of development that once again breathed life into Atlantic City. The Walk and The Pier at Caesars offer high-end retail and dining opportunities. These venues attract young and old alike and have begun the slow process of pushing the "gambling only" envelope that Atlantic City has resisted for so long.

Given these current efforts, the City still lacks choice in one major area, which is family entertainment. With the closing of the Steel Pier, families with children are left with almost no entertainment options in Atlantic City. The City should consider addressing this gap with alternatives such as theme parks, water parks, museums,

visual and performing arts centers, and a permanent venue for performances such as Cirque-du-Soliel.

Bader Field is the single largest piece of available vacant land in the City, making it an invaluable asset for the community. The site should be carefully evaluated for opportunities to provide entertainment amenities in an effort to provide a wider range of leisure and/or sport activities in the City.

The City also has opportunities to expand marina related industries and services. These can include restaurants, entertainment and marine activities like boating, cruises, etc. Efforts to expand this sector will convey a greater variety of entertainment options to visitors and can result in greater visitor spending.

f. Promote same-sex “marriages” or civil unions as an economic development tool for Atlantic City

The State of New Jersey approved civil unions for gay couples on 19 February 2007, making it just the third state in the nation to offer civil unions. These civil unions offer the same legal benefits as marriage, but the State Legislature opted not to use the term “marriage.”

A new study predicts huge economic benefits for NJ from same-sex marriages. The research predicts that New Jersey wedding- and tourism-related businesses would cash in to the tune of \$102.5 million per year for the first three years, while the State would get \$7.2 million per year in tax revenue for those years, all from introducing a gay marriage market.

The key to the windfall, the study indicates, is New Jersey's proximity to thousands of gay couples and the fact that only two other states (Connecticut and Vermont) offer civil unions and only one state offers the marriage option. Massachusetts allows same-sex marriages, but only for residents. New Jersey has no such restriction, so it would potentially draw from Pennsylvania, New York, Maryland and other East Coast states. The windfall is predicted to be huge in towns such as Cape May, which already has an established wedding industry and a substantial gay population and

tourist clientele. The study predicts 58,000 same-sex couples would travel to New Jersey from other states in just the first three years. The study also predicts the gay wedding business would create new jobs, higher wages and greater profits for many businesses.^{xv}

Considering the new wedding chapel being constructed in the Pier at Caesars in Atlantic City, the City should evaluate opportunities for economic growth by developing a tourism marketing campaign. In an effort to capture its share of the estimated \$54.1 billion gay travel market, the City of Philadelphia introduced a three-year one million dollar tourism campaign – “Philadelphia, Get your history straight and your nightlife gay,” in November 2003. This campaign has proved greatly successful and has generated huge economic benefits for the City.^{xvi} The City of Atlantic City can evaluate this model and can even consider collaboration with Philadelphia's campaign to explore new regional economic development opportunities.

g. Encourage consumption of local produce

Programs supporting the consumption of locally grown food products can help extend the economic benefits from tourism in Atlantic City to the whole region. Programs like Jersey Fresh, developed by the New Jersey Department of Agriculture, encourage agricultural tourism and sale of local produce through programs and events such as roadside markets, “pick your own farms”, community farmer's markets, etc. in New Jersey.^{xvii}

Slow Food is another non-profit organization founded to counteract fast food reliance, the disappearance of local food traditions and people's dwindling interest in the food they eat, where it comes from, how it tastes and how their food choices affect the rest of the world. The organization works on defending biodiversity in food supply, spread taste education and connect producers with consumers through fairs, markets and local events.^{xviii} Organic food is another movement which has gained and continues to gain increasing popularity in the nation and worldwide. Organic food sales within the United States have grown 17 to 20 percent for the past few years while the sales of conventional food have grown at only about 2 to 3

percent a year. This large growth is also predicted to continue as many new companies are entering the market.^{xix}

Considering these current trends in food markets, as well as the high demand of food owing to tourism in Atlantic City, programs can be developed to promote consumption of locally and regionally grown produce. Programs can be set up independently or through collaboration with current supporting organizations to support regional produce. Association of such programs with casino hotels in Atlantic City can be used to supply locally grown produce in their restaurants. Support for consumption of local produce can lead to many-fold benefits. It guarantees the consumer fresher produce and can support consumer's organic food needs. Increase in the consumption of locally grown food also enables the preservation of Southern New Jersey's farmland and supports the regional agricultural industry.

The City can also evaluate instituting Transfer of Development Rights (TDR) as a planning tool in conjunction with preservation of open space in the southern New Jersey region. The majority of areas in Atlantic City are densely developed, with ever-increasing development pressure owing to the rise in demand for housing, retail and casino hotels. The City could evaluate use of TDRs as a way to preserve open space (perhaps utilizing the rising demand for local organic farms as the impetus) within the region while meeting the increased development needs in designated areas of the City.

h. Promote destination tourism, business and leisure trip packages

Although Atlantic City attracts returning visitors from its neighboring cities, mainly New York and Philadelphia, the City needs to market itself as a tourist destination point and reach out to visitors from across the nation.

Coordinating with the ACCVA and other travel agencies, the City should evaluate developing value tourist packages for trips to Atlantic City. Weekend long package deals including travel and accommodation from Philadelphia and New York City can be made

available through coordination with NJ Transit for travel on trains and the casinos for hotel accommodation.

In addition, low cost airline links at the Atlantic City International Airport need to be promoted in order to attract tourists from farther locations. Currently most of the visitors traveling to Atlantic City drive to get here and don't necessarily stay the whole weekend. Air package deals with cheap air fare and accommodation can help increase the number of long distance visitors to Atlantic City and can also help increase the duration of stay of visitors to the City. Increased visitor stay and spending will definitely be profitable to the casinos, but can also greatly help increase City revenues. Additionally, opportunities to connect Atlantic City to the airport via light rail should be evaluated.

Such tourism and package promotion should of course take into account the capacity of the City's hotels for accommodation. Many of the Atlantic City casino hotels are currently expanding or plan to expand and add more hotel rooms. Tourism promotion should go hand-in-hand with the hotel accommodation capacity planning.

Work retreats, business seminars, educational conferences, etc. can yield huge economic benefits for a region. Atlantic City has an opportunity to expand its current convention industry by greater outreach and marketing. Business packages and convention promotion should be coordinated with the ACCVA, Atlantic City Convention Center and casinos for their conference facilities.

i. Evaluate the feasibility of enforcing a living wage ordinance in the City of Atlantic City

The current minimum wage rate in New Jersey is \$7.15 per hour.^{xx} While this state standard is higher than the federal minimum rate of \$5.15 per hour, it greatly falls short of the living costs in most of New Jersey municipalities, including Atlantic City. Owing to the increasing land values, the rising cost of housing and the low-paying nature of the majority of jobs in the Atlantic City, maintaining a decent standard of living has become increasingly difficult.

Many municipalities and local governments across the nation, including St. Louis, Minneapolis, Boston, New York City, New Orleans, etc., have enacted ordinances which set a minimum wage higher than the national or state standard so that the jobs can meet the living costs in that region.

Considering the rising costs of living in Atlantic City, the City should evaluate the feasibility of enacting any such living wage ordinance. Critics of living wage ordinances warn that such a policy is capable of downsides such as increased unemployment and inflation, and argue that alternative policies such as a localized Earned Income Tax Credit may prove more efficient. Enacting a living wage ordinance for the City of Atlantic City should therefore be carefully evaluated against any such downfalls and the success of alternative policies.

j. Promote beach related tourism and offshore trip packages

Atlantic City beach and boardwalk have been a major tourist attraction for over a century. However, there is a vast opportunity for tourism promotion of the City's oldest natural asset – the beach. Following the advent of casinos, Atlantic City beaches seem to have taken a back seat in tourism promotion efforts. The City needs to redirect efforts and resources in marketing and promotion of beach related tourism. Tour packages including beach-front accommodation, water related recreation and activities, dining, and offshore trips should be developed and promoted in conjunction with City's other tourism promotion efforts.

k. Undertake structural policy changes and development practices to stimulate and support economic development in the City

The City may wish to consider the following inherent structural changes to existing City Codes and practices to facilitate economic development to benefit the community.

- Consider establishing a “Affordable/Workforce Housing Fund” that taps the City’s general fund and other new sources to undertake affordable housing projects in the City
- Consider a surcharge or luxury tax of \$2 per room per night that goes to the City’s proposed new “Affordable/Workforce Housing Fund” to undertake such projects through public/private partnership
- Consider a variance fee or a payment in lieu for every square foot of additional space granted by variance in the City. Preliminarily, this payment would equal a value generated by multiplying the total area permitted through the variance by prevailing median construction cost per square foot for housing in the City determined by national standards such as RS Means Construction Cost Data. Currently, this rate is approximately \$100 per square foot.
- Consider implementing additional utilities service and transportation impact fees for new casino and hotel projects within the City. Based on impact fees charged in other communities throughout the country, KEPG recommends a minimal \$1 per SF impact fee for new construction or improvements. The funds generated may go to specific transportation and utilities service initiatives in the City.
- Consider a parking surcharge of \$2 per use in Casino parking garages that goes to the City’s proposed new “Transportation Fund” to undertake improvements such as public parking garages, trolleys, and other multimodal improvements through public/private partnership. Additionally, this money could be bonded to implement transportation projects of a bigger scale that has a greater impact for the City.

I. Transparency and Information Clearinghouse

Perhaps the most important role the enhanced Community Economic Development division can play with regard to promoting economic

development in the City is to create a database and information clearinghouse, where interested tenants, brokers and developers can access basic information for properties, typical per-square-foot sales and rents, traffic counts, etc. Without such information, the retail real estate community cannot properly evaluate the potential of a study area location. This information is vital for financial institutions and banks to make a determination whether or not to fund a certain project. The division must dedicate the resources to building such a database, and then disseminate it through various media thereby attracting investors.

m. Develop and promote a regional tourism plan

It has been demonstrated that New York and Philadelphia are the primary markets for Atlantic City, but it may benefit the City to begin to capitalize on the Baltimore and Washington D.C. markets as well. This would primarily be via a marketing campaign aimed at making these “neighbors” aware of what Atlantic City has to offer, and more importantly that these “offerings” are new and fresh. But for this to happen, the City needs to create a Regional Economic Plan that captures its vision for the future, one that takes advantage of its geographical assets within the region.

While Atlantic City may not officially be a part of Philadelphia’s Delaware Valley Regional Planning Commission (DVRPC) or New York’s Regional Plan Association (RPA), the City should consider leveraging its strategic location between the two as a tourist destination for the region, and beyond. Expanding this existing tourism economy will involve planning efforts with these two major regions, the State of New Jersey, the Pinelands Commission, and other Jersey Shore communities. These efforts will need to incorporate physical and land use planning ideas, transportation proposals, and marketing cooperation.

n. Regional Transportation and Economic Development

An important element for Atlantic City in order to pursue its new regional goals is regional transportation. Atlantic City’s

transportation network primarily consists of an excellent roadway system made up of the Atlantic City Expressway connecting the City to Philadelphia, and the Garden State Parkway that links the city to New York City. Given that vehicular usage is consistently rising on an annual basis, improvements have been made to these corridors; chief among them is the addition of high-speed EZ-Pass lanes for expedited movement at the many toll plazas that are ubiquitous in the New Jersey region. This has eliminated some significant congestion issues that have become synonymous with travel to the Jersey Shore, and getting to Atlantic City in general.

But relatively speaking, these changes are band-aids when one begins to examine the impacts that future population growth in the New York and Philadelphia regions could bring. All of which leads to the issue of the need for enhanced rail networks to the Atlantic City area. Currently, New Jersey Transit operates the “Atlantic City Line” between Philadelphia (30th Street Station) and the Convention Center in Atlantic City – a trip that takes almost 1½ hours, with departures on the hour, approximately. While NJ Transit is an extraordinarily well-run system with on-time departures, reasonable fares, quality service, etc. there appears to be a need for increased frequency of service between Atlantic City and Philadelphia as ridership on this line is growing at a faster rate than other NJ Transit lines (*The Press of Atlantic City* 2005). An even more ambitious proposal would be to incorporate high speed rail between the two cities, but the infrastructure costs for such would require tremendous amounts of funding and rights-of-way negotiation with the existing rail lines or other property owners.

Issues of transportation relative to New York are another story altogether. Currently there is no rail system linking Atlantic City to New York – the rail line from New York runs approximately parallel to the Garden State Parkway and terminates 65 miles north of Atlantic City in Point Pleasant, New Jersey. NJ Transit currently runs about a dozen bus lines from points around the state to Atlantic City, but no direct train service from northern and central New Jersey that doesn’t involve a transfer in Philadelphia.

The CRDA has recently completed negotiations with NJ Transit to provide direct 2 ½ hour express train service from New York City to

Atlantic City. This service, the Atlantic City Express Service, dubbed ACES, is planned to start in late 2007 or early 2008.

To implement this, the Borgata, Caesars Atlantic City Hotel Casino and Harrah's Atlantic City plan to purchase eight double-level cars for approximately \$15 million, and CRDA plans to lease four locomotives for another \$4.5 million. The new planned train service hopes to penetrate the New York City market, specifically people in their 20s and 30s with disposable income, who, until now, may have been reluctant about the idea of riding a bus to Atlantic City. Research reflects that while population in New York City is increasing, the number of car registrations is decreasing. The train is planned to give New Yorkers who don't have cars or don't want to rent cars a convenient way to visit Atlantic City. Under the current plans, the service would operate on the weekends, with two departures planned from New York on Friday and one from Atlantic City. Four trains would leave from each destination on Saturday and three would depart Atlantic City on Sunday.^{xxi}

In the early 1990s, Atlantic City had a direct Amtrak train line to Washington D.C. If reinstated, such a line would open up Atlantic City to the regional markets in addition to the millions of visitors D.C. attracts every year. Providing these visitors with an easy mode of transit to visit Atlantic City could lead to expanded market opportunities locally. The City should investigate the feasibility of restarting such a transportation link.

With new development foreseen for the City, there are opportunities for the City to begin to partner with the State and the casinos to collaborate on transportation infrastructure improvements. A likely opportunity to generate revenue would be to dedicate an increase in the parking garage rate toward bonding for a major transportation improvement plan. With new development overwhelming the City's streets, the idea is to implement a series of mass transit alternatives:

- Light rail that might traverse Atlantic Avenue
- A monorail system, that might connect the downtown area (near the Atlantic City Convention Center) to Bader Field
- A system of water taxis

- The creation of walk/bike ways to further promote the outdoor resort concept and connect the City's neighborhoods

These concepts are explored in the Transportation and Circulation element of this Plan. Again, the need to partner with the business community, the casino executives, SJTA, NJTransit, NJDOT, the State, and the residents will result in a well-conceived transportation plan that relieves the existing, and projected, congestion on the City's roads.

o. Regional Land Use

Atlantic City, along with the State of New Jersey, the City of Philadelphia, and the City of New York, needs to begin to market this region in more innovative ways – maybe a “tourist triangle”. New York could be marketed as a center of culture, Philadelphia as a center of history, and Atlantic City as a center of recreation (beach, clubs, restaurants, gaming, etc.).

As part of this regional approach to planning, the various entities should take advantage of some of the recent efforts by the State of New Jersey to begin to analyze national and regional perceptions of the Jersey Shore. With the assistance of CRDA, efforts need to be made to coalesce the beach communities to create, or re-create, an image for future marketing campaigns. All of which is a perfect fit for the proposed Tourist Triangle.



p. Regional Marketing & Economy

Having gone from “America’s Playground” to “Always Turned On”, Atlantic City has given itself a new image that attempts to portray the City as one of fun, playfulness and enjoyment via a variety of venues. This need to diversify the City’s image is becoming increasingly important with the advent of numerous Native American casinos and riverboat gambling venues (e.g. new casinos proposed in the Catskills, Mohican Sun in nearby Connecticut, and the new Pennsylvania casinos).

For Atlantic City to live up to its new moniker, it will need to create a lively atmosphere that can attract a younger demographic with money to spend. Increased and improved nightclubs, world-class restaurants, and a variety of hotel rooms are a step in the right direction. A cleaned-up and restored Boardwalk and sparkling beaches with beach bars would all be an attempt to alter the current image of the City as *just* a place to gamble.

In order for this Tourist Triangle to succeed, the City will need to work with communities in the Pinelands National Reserve to create

campgrounds, environmental study areas, rafting and canoeing locales – this area could become “Atlantic City’s [new] Playground”.

The City will need to think big, even in terms of local land use decisions. Bader Field, which covers more than 130 acres, is one of the most enviable lands for development in the region. Future planning for this area must think beyond the simple solution of a casino-only zone, and look at a changing world, and the changing region. If Atlantic City is to become a truly first-rate tourist destination for the region/nation, the City/County/State must broaden their goals and consider luring major entertainment to the area – perhaps the caliber of a Cirque du Soleil to the eastern seaboard. Las Vegas did it, Orlando did it, yet the most populous region in the United States hasn’t dared to even try. With more than 30 million people within a three hour drive, the city has some leverage. Changing the dynamics of the City, expanding the entertainment industry to capture the northeast market would put Atlantic City on the map again – it used to be the nation’s first stop for entertainment venues.

To attract this level of entertainment, or actually permanent shows, will require expanded duration visits – the Atlantic City Convention & Visitors Authority (ACCVA) should partner with the City administration to implement these opportunities to attract a higher percent of overnight and/or weekend visitors. These visitors may visit the Pinelands, enjoy the beaches, take in a show or two, and spend a day shopping in the City. The challenge is to provide them the *reason* to stay longer – the opportunities to partake in additional activities. Without an increase in the number overnight visitors to the City, venues that rely on a “new” audience each night will not survive in the existing market.

While gaming may be the City’s mainstay, the *future* of the City’s expanded tourism opportunities lies in entertainment, adventure, relaxation, destination dining, resorts/spas, bars and clubs that appeal to a variety of age groups, etc. Gambling sells itself, but transforming a city and an economy, in light of the new national and regional competition, will take time and money, as well as some big ideas and a certain degree of risk.

The recent loss of the Miss America Pageant to Las Vegas came as a blow, albeit expected, to the local and state officials. However, Atlantic City must begin to move forward and recover from these minor setbacks. The local “Missed America” pageant put on by the local and regional gay community, where drag queens rule the runways and lament their missed opportunities, should be better marketed as a unique regional event.

While marketing cannot solve all the region’s problems, it is a powerful tool in terms of regional development. Local land use decisions can become larger than life – perhaps the simple creation of a Frank Sinatra museum in Atlantic City could be marketed to a brand new or expanded tourist market. These opportunities are not the responsibility of the City or the casino industry alone; the two must partner to create a world-class resort destination that continues to expand its appeal to a larger and more diverse demographic.

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Atlantic City Master Plan

Open Space and Recreation Element



Section 5 – Open Space and Recreation Element

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A INTRODUCTION AND BACKGROUND

Atlantic City – the very name is synonymous with its world-famous Boardwalk. This “invention” by Alexander Boardman in 1870 as a method by which to keep sand out of the hotels and train cars has continues to be the City’s most important recreational amenity along with its beautiful Atlantic Ocean beaches. The City’s growth as a recreational seaside resort continued to flourish through the 1930’s and 1940’s, when other US destinations (specifically those in the south) began to compete for tourism dollars. Subsequently, the City began to lose its appeal and rolled into decline both as a destination and a place to call home. The recreational appeal of Atlantic City and its popularity as a seaside resort was re-established following the advent of the casino industry in the late 1970’s.

A comprehensive public park and open space system is a key component to any successful resort community, such as Atlantic City whose economy is based on tourism, leisure, recreation, and entertainment. The purpose of this Open Space and Recreation Plan is to raise the quality of life for the residents of Atlantic City through an expanded system of public open spaces, parks, and recreation areas. A high quality park and open space system is essential for any successful redevelopment efforts within the City. This is necessary to elevate the quality of life that may be offered to current and future residents. Other communities in the nation have witnessed a definite enhancement of real and perceived values in their residential neighborhoods and business districts through a linked open space network of parks, in conjunction with plazas, and waterfront promenades.

As a part of the community wide revitalization effort, the City has already undertaken a program to refurbish parks and playgrounds, improve streetscapes in neighborhoods and the downtown, and beautify the major entry corridors into the City. More than \$2 million has been channeled into civic improvements and urban beautification projects. These improvements resulted from the cooperative efforts of the City of Atlantic City, Casino Reinvestment Development Authority (CRDA), casino industry, Atlantic County, Atlantic City Urban Beautification Committee, and Downtown Special Improvement District (ACSID).

Park and Recreation Planning In Atlantic City¹

With the advent of the casino era, Atlantic City prepared a new Master Plan in 1978 to guide the resort community into the future. The plan determined that the 105 acres of parkland spread throughout the City were substantially less than generally accepted park, recreation, and open space standards, however the City had no plans for park expansion. The 1978 plan recommended bikeways, waterways, and pedestrianways to connect the parks and natural assets of the City.

1986 City Master Plan Update

In 1986, as part of the process of updating the Master Plan, the City compiled a technical report on existing conditions within the City. This report included a review of park conditions and identified twenty-five (25) properties as active or passive parks and recreation areas. Atlantic City also owned large tracts of unimproved land in two marsh areas subdivided by paper streets. The largest parcels of unimproved City owned land were north of Huron Avenue, west of the Marina casinos; the Bader Field area; and adjacent to Absecon Boulevard. The City also owned the Boardwalk Garden Pier and lands along the waterfront in the North Inlet, Chelsea, and Lower Chelsea.

The existing conditions report concluded that the City’s passive parks were considered unsafe at night and poorly maintained. The active outdoor recreation sites were utilized more than the passive parks. Recreational sites were distributed so that, with the exception of the Uptown neighborhood, each neighborhood had at least one recreational site. The report also emphasized the recreational importance to the community of the Beach, Gardner’s Basin and various indoor community facilities and recreation areas.

In 1987, the City completed an updated Master Plan that included a Park and Recreation Plan Element and a Conservation Plan Element as well as a plan for land use. It also included a Community Facility Plan that identified the City’s historic and cultural resources.

During the planning process, City residents expressed the need for more active park and recreation areas for the City's youth. Passive parks were again pointed to as problems of maintenance and crime.

The 1987 Land Use Plan viewed parks and recreation as an adjunct of the City's residential land use. It emphasized linking public parcels along the Beach Thorofare and the Inside Thorofare to create continuous waterside parks and walkways as neighborhood features. The land use plan also identified maritime commercial areas, noting that boating, yachting, and fishing were distinctive activities within the City.

The park and recreation plan emphasized the need for regular maintenance of the City parks. Park conditions ranged from good to poor. Other problems identified in the plan were vagrants within some parks and the need for renovation, improvement, or replacement of recreation and playground facilities and equipment. Certain parks (Absecon and Adriatic, Browns Memorial Park, Columbus Park) were identified as "gateway" locations to the City or to Downtown. Their visibility and prominent location at major access points made it essential that they be given a higher degree of care.

The plan made eight recommendations for new park and recreation areas and waterfront access. The recommendations increased public access to the back area waterfronts and increased open space in the Downtown. The specific recommendations included the following:

- A series of walkways along the Inside Thorofare to provide public access to the waterfront for Chelsea Heights and Lower Chelsea. In Chelsea Heights, the walkway would run from Beach Thorofare on Annapolis Avenue, extend down to Filbert, then on Filbert to Raleigh, and follow the tidal marshes to a linear park along the north Bank of the Inside Thorofare. In Lower Chelsea, a walk would be provided along the inside Thorofare between Jackson and Richmond Streets.
- A linear park in Chelsea from Albany Avenue to Georgia Avenue along the banks of Beach Thorofare. Sovereign

Avenue and Georgia Avenue would be emphasized as pedestrian ties linking the Beach Thorofare with the Boardwalk and beaches.

- A linear park along the Beach Thorofare to interconnect the neighborhoods between the upper end of Lagoon Island and Downtown. The park would begin near the intersection of Beach Avenue and North Riverside Drive, follow Riverside Drive to the Venice Lagoon (a bridge would be necessary) to a small open area. The walk would proceed along West Riverside Drive in Venice Park, cross the Penrose Canal into Monroe Park, and return to the Beach Thorofare water frontage. At the Ontario Avenue extension, the path would enter the City street system via Ontario to Arkansas Avenue, to the north side of Bacharach Boulevard, and to New York Avenue into the downtown area. The walk would continue with an improved streetscape along Bacharach Boulevard adjacent to the Westside neighborhood with street closures between Westside's grid and the boulevard's diagonal (North Arkansas Avenue between Bacharach and Caspian; North Ohio Avenue between Bacharach and Leeds).
- A new waterfront recreation area in the Marina. The recreation area would be located along Clam Thorofare with a minimum of 200 feet along the water reserved for boat launching, fishing, and other water related uses, as well as sufficient area for parking.
- A linear park in Bungalow Park. The park would be located on City-owned parcels between Delaware Avenue and Delta Basin and on parcels that would be acquired between Magellan Avenue and Caspian Avenue. This would provide public access to the neighborhood's unique harbor-side perimeter. The park would augment the 0.30 acre playground at Wabash Avenue and New Jersey Avenue.
- North and South Inlet Pedestrian Link. Two parallel pedestrian routes were planned to link the North Inlet, the South Inlet, and Gardner's Basin. Rhode Island Avenue would provide a pedestrian spine connecting neighborhood

community facilities and commercial centers. Utilizing the Maine Avenue right-of-way, the Boardwalk would be continued in a new alignment adjacent to Maine Avenue along Absecon Inlet to form a second pedestrian system. The Maine Avenue and Rhode Island Avenue pedestrian routes would meet at Gardner's Basin Park to close a continuous pedestrian/bikeway loop. Maine Avenue would be redesigned as an esplanade at the water's edge with space for street parking, and a right-of-way for two way operation of Maine Avenue.

- **Downtown Plaza.** A paved plaza area with shade trees should be located near the downtown office buildings to provide office workers a place to sit outdoors during the lunch hour. The plaza would be developed in conjunction with a downtown office building or by the City on a lot contiguous to the office developments.
- **Boardwalk Street Ends.** The various street ends of the Boardwalk should be visually upgraded.

1987 Northeast Inlet Redevelopment Plan

In 1987, the Casino Reinvestment Development Authority prepared a Redevelopment Plan that focused on the City's Northeast Inlet section. The plan was prepared with the cooperation of the City, the Atlantic County Improvement Authority, the Atlantic City Housing Authority and Redevelopment Agency, and the Inlet Community Development Corporation.

The plan was a response to the blighted condition of the Northeast Inlet and the need for a major redevelopment effort to improve that portion of the City. The plan objective was to create a balanced residential community in the Northeast Inlet that included neighborhood commercial uses as well as enhancements to the Inlet's maritime commercial and maritime tourist facilities and activities.

The plan proposed using Maine Avenue right-of-way as a linear park from Atlantic Avenue to Caspian Avenue. From Caspian Avenue northward a fifty-foot wide public access easement would be created along the Absecon Inlet waterfront to Gardner's Basin. The Maine Avenue open space corridor would be linked back into the community with pedestrian access along the rights-of-way of Caspian, Adriatic, Melrose, Madison, Gramercy, and Atlantic Avenues.

The block bounded by New Hampshire, Melrose, Madison and Maine Avenues was designated in the plan for redevelopment as a waterfront park for Northeast Inlet residents to complement the recreational facilities at the Uptown Complex.

1996 Open Space Management Maintenance and Implementation Plan

In 1996, the City prepared an Open Space Management and Maintenance Plan. The plan inventoried existing public open spaces and evaluated the character, context, and overall condition of each public open space within the City. The inventory did not include beach, boardwalk, or marine tidal marsh areas. The plan considered the users and future needs of each open space site. The plan recognized that many of the City parks and open spaces are located in high profile areas and provide an opportunity for the City to generate a positive civic image to tourists and visitors (See Figure 1 Pedestrian Area and Beautification Routes). It also included a survey of the City streetscapes, evaluating their prominence, paving, site furnishings, and street trees.

The 1996 Plan provided recommendations and guidelines for an improved maintenance program for City open space, parks, and streetscapes. While the maintenance plan did not include recommendations for additional land acquisition or the development of new recreational facilities and parks, it did recommend that the City prepare a new and separate open space and recreation plan.

2000 Open Space, Recreation and Conservation Plan

The City, in conjunction with the Casino Reinvestment Development Authority, developed the Open Space, Recreation, and Conservation Plan in the year 2000 to address the changes within the City and the State funding initiatives. The plan included an inventory of existing open space and recreation resources, an analysis of present and future open space needs, and identified lands with the potential for meeting community needs.

Based on national open space standards, the plan determined that Atlantic City is deficient in the amount of land that should be dedicated as parkland. In order to address the deficiency, the plan identified 15 new sites for open space and recreation use. These account for more than 100 acres of additional parkland. Of this, approximately fifty acres are recommended for special use areas and neighborhood parks to provide waterfront access for neighborhoods, enhancements to commercial areas, and active recreation facilities to support the City's revitalization and future growth. The plan recommends fifty acres to be reserved at Bader Field for development as a community park and recreation area to meet the future recreation requirements of City residents. The plan establishes open space objectives, identifies the actions needed to achieve the objectives, and maps a proposed open space and recreation system for the City of Atlantic City.

Progress in Implementing the Recommendations

Recommendations in the 2000 Plan have been partially implemented. Many of the parks are better maintained. The long-term recommendations such as linking parcels along the Beach Thorofare and Inside Thorofare to create continuous waterside parks and walkways as neighborhood features are yet to be implemented. Several parks and open space recommendations in the 1986 Master Plan Update have not been implemented too.

Overall, the park system within the City has improved considerably. Parks, open space and recreation and its quality or lack thereof was

not mentioned as a major issue in the Public Forums with the Community or discussions with stakeholders or staff.

B. OPEN SPACE AND RECREATION ANALYSIS

The Open Space and Recreation element of the City's Master Plan details measures the City of Atlantic City needs to take in order to establish the green infrastructure of a fully revitalized City. It identifies Atlantic City's existing public park and recreation infrastructure, assesses the need for additional public recreation facilities and open space, and proposes additional improvements, sites, locations, and features as part of an overall system of public parks and open spaces in the City of Atlantic City within the framework of the New Jersey Statewide Comprehensive Outdoor Recreation Plan.

Purpose

An Open Space and Recreation Plan serves to outline a systematic approach to providing parks and recreation services to a community. Parks and open space resources in a community include environmental, recreational, scenic, cultural, historic, and urban design elements. An open space plan also serves a multitude of public functions, including:²

- Protection of natural resources and biodiversity;
- Creation of places for recreation;
- Support for economic development opportunities;
- Development of neighborhood gathering places;
- Promotion of public health benefits;
- Creation of civic and cultural infrastructure; and
- Shaping patterns of development through open spaces.

Definitions

Different communities often have different definitions of what constitutes a park. For the purposes of this plan, the terms "park" and "recreational area" refer to land designated for active or passive recreational uses. Active recreational uses include sports fields, hard-court facilities and playgrounds. Passive recreational uses

include the less intensive range of outdoor activities such as walking, hiking, biking, bird watching, canoeing and picnicking.

Open space refers to land that is not built upon, and is in its natural state or improved with landscaping. These areas are not intended for recreational use, but mainly serve environmental conservation, natural resource protection and aesthetic / beautification / urban design purposes. Such areas may contain, but are not limited to, forests, open fields, floodplains, wetlands, shore lands, landscaped areas and boulevard median strips.

Methodology

This Element evaluates the adequacy of the amount and quality of the parks, recreational areas and open spaces existing in Atlantic City. This evaluation of the City's parks system is done using the following criteria:

- Comparison with national standards for size and location;
- Conditional analysis based on site visits and observations; and
- Public input.

The analysis based on these criteria is used to identify a surplus or deficiency in the quantity and quality of the existing parks and open space system in Atlantic City. Based on this analysis, the recommendations that follow outline the steps necessary to establish a park, recreational area and open space system that meets both the national standards and the needs of the community.

Limitations

The national standards do not quantify unique community recreation and open space assets such as beaches, beach access points and the boardwalk that are distinctive to Atlantic City.

Parks, Recreation Area and Open Space Classification

The National Recreation and Park Association (NRPA) has, for more than 30 years, been involved in developing recommended guidelines and standards for parks, recreation areas and open spaces. The *National Park, Recreation and Open Space Standards*, published by the NRPA in 1971, has guided the field during the growth years of the 1970's. These standards were updated in NRPA's 1983 publication *Recreation, Park and Open Space Standards and Guidelines*. This was followed by *Park, Recreation, Open Space and Greenway Guidelines*, published in 1995. The NRPA standards are widely excepted and recognized in the field, and have been extensively referenced in this Element.

The NRPA recommends guidelines for park, recreation and greenways classification. These guidelines, which are expressions of the amount of land a community determines should constitute the minimum acreage, and development criteria for different classifications or types of parks, open space and greenways, are shown in Table 5.1 on the following page. The table classifies parks and open spaces into different types, recommends ideal sizes for each park type, and suggests an optimal distance at which each park should be located from all City residents.

A mini-park is the smallest park classification, and is used to address limited or isolated recreational needs. Vest-pocket parks in residential areas are also considered mini-parks. Typically mini-parks are between 2,500 square feet and one acre in size, however NRPA recommends that park areas less than five (5) acres be considered a mini-park. The service area for mini-parks is usually less than one-quarter mile in radius.

Neighborhood parks are considered the basic unit of a community's park system and serve as the recreational and social focus of the neighborhood. They are developed for both active and passive recreation activities catering to the needs of people living within the park's service area. The service area of a neighborhood park is between one-quarter and one-half mile distance, which is uninterrupted by non-residential roads and other physical barriers. A minimum of five (5) acres and ideally seven (7) to ten (10) acres is considered as the optimum size for a neighborhood park, necessary in order to provide a variety of recreation activities.

School playgrounds allow for the extension of a school's recreational opportunities to the community, and can complement other community open lands. Depending on its size and location, a school playground site can serve as a neighborhood park, youth athletic fields and a community park. The service area and size of school playgrounds can follow the neighborhood park and community park classifications.

Community parks are larger in size and serve a broader function of meeting the recreation needs of several neighborhoods or large sections of the community. They also allow for preservation of unique landscapes and open spaces. Community parks can offer group activities and other recreational facilities that are not feasible at the neighborhood level. The optimal size for a community park is between 20 and 50 acres, however actual size should be based on the land needed to accommodate desired uses. Community parks can serve a larger area of one-half mile to three (3) mile distance, encompassing two or more neighborhoods.

Table 5.1: NRPA Parks and Open Space Classification Guidelines			
Classification	General Description	Location Criteria	Size Criteria
Mini-Park	Used to address limited, isolated or unique recreational needs.	Less than one-quarter mile distance in residential setting	Between 2500 SF and one acre in size
Neighborhood Park	Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation.	One-quarter to one-half mile distance and uninterrupted by non-residential roads and other physical barriers.	Five (5) acres is considered minimum size. Five (5) to ten (10) acres is optimal.
School Playgrounds	Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex, and special use.	Determined by location of school district property.	Variable – depends on function.
Community Park	Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves two or more neighborhoods and ½ to 3 mile distance.	As needed to accommodate desired uses. Usually between 30 and 50 acres.
Large urban park	Large urban parks serve a broader purpose than community parks and are used when community and neighborhood parks are not adequate to serve the needs of the community. Focus is on meeting community-based recreational needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves the entire community.	As needed to accommodate desired uses. Usually a minimum of 50 acres, with 75 or more acres being optimal.
Natural resource Areas	Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/ buffering.	Resource availability and opportunity.	Variable.
Greenways	Effectively tie park system components together to form a continuous park environment.	Resource availability and opportunity.	Variable.
Sports Complex	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community.	Strategically located community-wide facilities.	Determined by projected demand. Usually a minimum of 25 acres, with 40 to 80 acres being optimal.
Special Use	Covers a broad range of parks and recreation facilities oriented toward single-purpose use.	Variable – dependent on specific use.	Variable.
Private Park/ Recreation Facility	Parks and recreation facilities that are privately owned yet contribute to the public park and recreation system.	Variable – dependent on specific use.	Variable.

C EXISTING PARKS, RECREATION AREA AND OPEN SPACE IN ATLANTIC CITY - RECREATION AND OPEN SPACE INVENTORY (ROSI)

Approximately 76 percent (12 square miles) of Atlantic City's total land area (15.7 square miles) is wetlands and water features. These wetlands, comprise of approximately 367 acres and is best suited for conservation as open space. This is discussed in greater detail in the Conservation Element of the Master Plan.

As water and wetlands cover most of Atlantic City's land area, the remaining land is densely developed, leaving very little for parks, open space and recreational areas. Recognizing the dense nature of urban development in the City and vast open wetlands, open spaces designated as conservation areas, park sizes and location guidelines recommended by NRPA are modified to suit the condition and needs of the Atlantic City community.

KEPG proposes the following classification system, location and size criteria for Atlantic City. Table 5.2 below explains the proposed standards.

Table 5.2: Adopted Parks and Open Space Classification		
Classification	Location Criteria	Size Criteria
Mini-Park	1000 ft. distance	Less then 2 acres in size
Neighborhood Park	One-quarter mile distance	2 to 10 acres in size
School-Park	One-quarter mile distance	Variable
Community Park	One-half mile distance	Greater than 10 acres in size
Special Use	One-quarter mile distance	Variable

The existing park system of Atlantic City is mainly comprised of mini-parks and smaller neighborhood parks. The City has a total of thirty-nine parks that form approximately seventy-five acres of public park space. These parks are listed in Table 5.3 on the following page,

along with their block and lot information, total land area and park type classification. Figure 5.4 shows the location of each of these park areas within the City.

As seen in the listing, most parks are five (5) acres or less in size, which tends to serve the recreational needs of their immediate neighborhoods. The mini-parks in the City make up approximately 19 acres of land. There are eleven (11) neighborhood parks in the City, the largest of which is approximately eight (8) acres in size. Most of the neighborhood parks are between two (2) and five (5) acres in size. The neighborhood parks of the City form a total of 44 acres.

Other than the mini-parks and small neighborhood parks, there is one (1) 12 acre park at the Gardner's Basin, which constitutes the City's only community park.

In addition to the parks, Atlantic City also has more than four miles of beach and boardwalk. The beach and the boardwalk serve as key recreational attractions for the City residents as well as the tourists. Along with the boardwalk's sightseeing appeal, it also serves as a trail, which is popularly used for walking, jogging and bicycling.

Table 5.3: Recreation and Open Space Inventory							
	No.	Ward	Block	Lot	Open Space	Area (acres)	Park Classification
ROSI	1	3	460	1	All wars memorial bldg	0.87	Mini-Park
	2	1	82	3	Altman Park & Playground	1.56	Mini-Park
	3	6	773	3, 4, 7 & 8	Annapolis Avenue Recreation Complex	5.44	Neighborhood Park
	4	5	381	1	Arizona Avenue & Bay Memorial Park	0.29	Mini-Park
	5	5	260	27, 28	Boston Avenue Park	0.23	Mini-Park
	6	2	589	4	Brigantine Boulevard Playground (partial)	3.70	Neighborhood Park
	7	3	46	5	Brighton Park & Korean War Mem	1.74	Mini-Park
	8	3	326	1	Brown Park	1.02	Mini-Park
	9	3	154	11	Civil Rights Park	0.71	Mini-Park
	10	6	251	1 thru 12	Delancy Park	0.28	Mini-Park
	11	6	196	14	Dover Avenue Mini Park	0.05	Mini-Park
	12	2	439 440	1 thru 4 2	Drexel Avenue Park	1.21	Mini-Park
	13	2	546	6, 7	Edith Donaldson playground (bungalow pk)	0.31	Mini-Park
	14	1	103	6	Gardners Basin Park	11.62	Community Park
	15	4	336	29, 30	Grand Boulevard	1.21	Mini-Park
	16	4	476 648 668 671 675	1, 3, & 4 1 thru 9, & 11 1 thru 6 1 thru 12 1 thru 4	Horace Bryant Park	8.11	Neighborhood Park
	17	4	480	1	Horace Bryant playground	0.37	Mini-Park
	18	6	254	6	Kingston Ave Playground	0.35	Mini-Park
	19	4	712	1	Lagoon Playground (Venice Park)	1.21	Mini-Park
	20	1	87 88 93	1, 2 1 1	Maine Avenue Promenade	0.58	Mini-Park
	21	1	106	5	Melrose Park	2.24	Neighborhood Park
	22	5	ROW 188	1	Memorial Park	3.57	Neighborhood Park
	23	5	ROW		O'Donnell Memorial Park	0.98	Mini-Park
	24	5	370	1, 2	Pete Pallitto field & playground	3.63	Neighborhood Park

	25	2	441	7	Playground at Boys & Girls Club (partial)	1.17	Mini-Park
	26	3	ROW 295	2	Police & Firemens Memorial Park	0.81	Mini-Park
	27	3	658	1	Pop Lloyd Stadium & Field	3.53	Neighborhood Park
	28	4	735 735	2 1 (partial)	Shellum Field & Playground	3.38	Neighborhood Park
	29	5	369 371 373 375.01	1.01 1 1, 2 1, 2	Sunset Avenue Promenade	0.85	Mini-Park
	30	4	382	1	Sunset Avenue Promenade	0.13	Mini-Park
	31	4	342	1, 2, 70	Texas Avenue Playground	1.21	Mini-Park
	32	1	114	1	Uptown Park	4.10	Neighborhood Park
	33	3	618	8, 9, 12 thru 15	Westside Memorial Park	0.28	Mini-Park
	34	5	257	2	Winchester Avenue Mini Park	0.02	Mini-Park
Total ROSI						66.74	
Other Parks	35	1	127	7	Absecon Lighthouse Park	2.04	Neighborhood Park
	36	5	ROW		Boston-Hasting Terrace Park	0.10	Mini-Park
	37	2	296	1	City Centre Park	0.90	Mini-Park
	38	1	94	1	Oscar McClinton Park	4.40	Neighborhood Park
	39	3	357 356	1 thru 9 1 thru 5	South Boulevard Promenade (Proposed)	0.75	Mini-Park
Total Other Parks						8.19	
Other Open Space	40				Beach ¹ (approximately 4.41 miles long)	106.93	Special Use
	41				Boardwalk ² (4.2 miles long)	17.81	Special Use
Total Other Open Space						124.74	
Total Parks and Open Space						199.67	

Each of the City's parks is discussed in greater detail in Appendix A through a photographic inventory. The location, area, facilities present, park usage, lighting and general condition of each park is described in that section.

¹ Beach area is computed with the working assumption that the beach is 200 ft. wide.

² Boardwalk area is computed by assuming the average width of boardwalk as 35 ft.

FIGURE 5.1- EXISTING PARKS WITHIN THE CITY



Regional and State Parks

In addition to the parks in Atlantic City, there are many parks and facilities located in the surrounding municipalities, which can be accessed by the City residents. These parks provide facilities and other opportunities for recreation which are not provided by the smaller City parks.

Atlantic County owns and operates thirteen parks and facilities within the County. These are shown in Figure 5.2. Other than these parks and facilities, the County also maintains three other facilities – Klingener Pier, John F. Gaffney Green Tree Golf Course, and Camp Acagisca, and the Atlantic County Bikeway. These County parks and facilities offer a wide variety of outdoor recreation and leisure opportunities.³ Only one facility, the Oscar E. McClinton Jr. Waterfront Park on New Hampshire Avenue is within Atlantic City limits.

The State of New Jersey has forty-nine state owned and operated parks, forests and recreation areas located throughout the state. These state facilities provide opportunities for a number of recreational activities including biking, boating, camping, skiing, fishing, etc. The New Jersey State parks, forests and recreational facilities are listed in Table 5.4 below.⁴ Wharton State Forest in Hammonton, the largest single tract of land within the New Jersey State Park System and the Frank S. Farley State Marina a leased facility situated on Clam Creek off Huron Avenue in Atlantic City are two state parks within the region that could benefit City residents due to geographic proximity.

- 1 Lake Lenape
- 2 Estell Manor
- 3 Riverbend Park
- 4 Galloway Tract
- 5 John F. Gaffney / Green Tree Golf Course
- 6 Whirlpool Island
- 7 Pennypot
- 8 Weymouth Furnace
- 9 Gaskill
- 10 Oscar E. McClinton Jr. Waterfront Park
- 11 Leeds Point Natural Area
- 12 Klingener Fishing Pier
- 13 Veteran's Memorial Park
- 14 Bikeway

Figure 5.2: Atlantic County Parks

Source: Atlantic County NJ Department of Public Works, Division of Parks and Recreation <http://www.aclink.org/parks/homepage.asp>

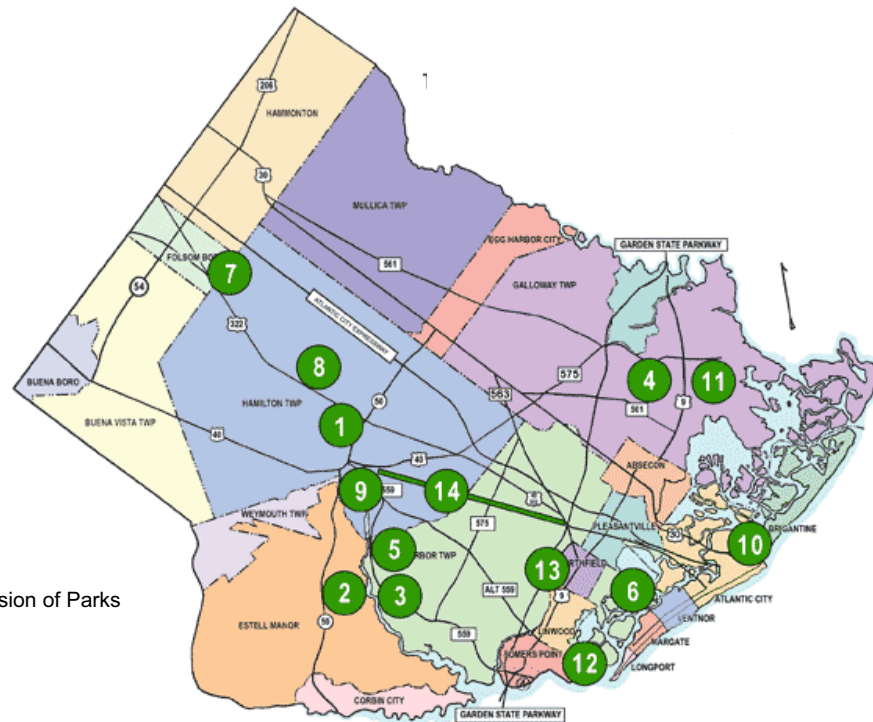


Table 5.4: New Jersey State Parks, Forests and Recreational Areas	
Abram S. Hewitt State Forest	Leonardo State Marina
Allaire State Park	Liberty Landing Marina
Allamuchy Mountain State Park	Liberty State Park
Atsion Recreation Area	Long Pond Ironworks State Park
Barnegat Lighthouse State Park	Monmouth Battlefield State Park
Bass River State Forest	Norvin Green State Forest
Belleplain State Forest	Parvin State Park
Brendan T. Byrne State Forest (formerly Lebanon)	Penn State Forest
Bull's Island Recreation Area	Princeton Battlefield State Park
Cape May Point State Park	Ramapo Mountain State Forest
Cheesequake State Park	Rancocas State Park
Corson's Inlet State Park	Ringwood State Park
Delaware and Raritan Canal State Park	Round Valley Recreation Area
Double Trouble State Park	Spring Meadow Golf Course
Senator Frank S. Farley State Marina	Spruce Run Recreation Area
Farny State Park	Stephens State Park
Forked River State Marina	Stokes State Forest
Fortescue State Marina	Swartwood State Park
Fort Mott State Park	Voorhees State Park
Hacklebarney State Park	Washington Crossing State Park
High Point State Park	Washington Rock State Park
Hopatcong State Park	Wawayanda State Park
Island Beach State Park	Wharton State Forest
Jenny Jump State Forest	Worthington State Forest
Kittatinny Valley State Park	

School Parks and Recreational Facilities

Atlantic City has eleven (11) public schools, operated by the Atlantic City Board of Education, only one of which is high school. All of Atlantic City's public schools are listed in Table 5.5 below, along with their location. The table also lists the recreational facilities present in each of these schools and the total amount of open space. The open space area described below refers to the school land that is not occupied by any school buildings.

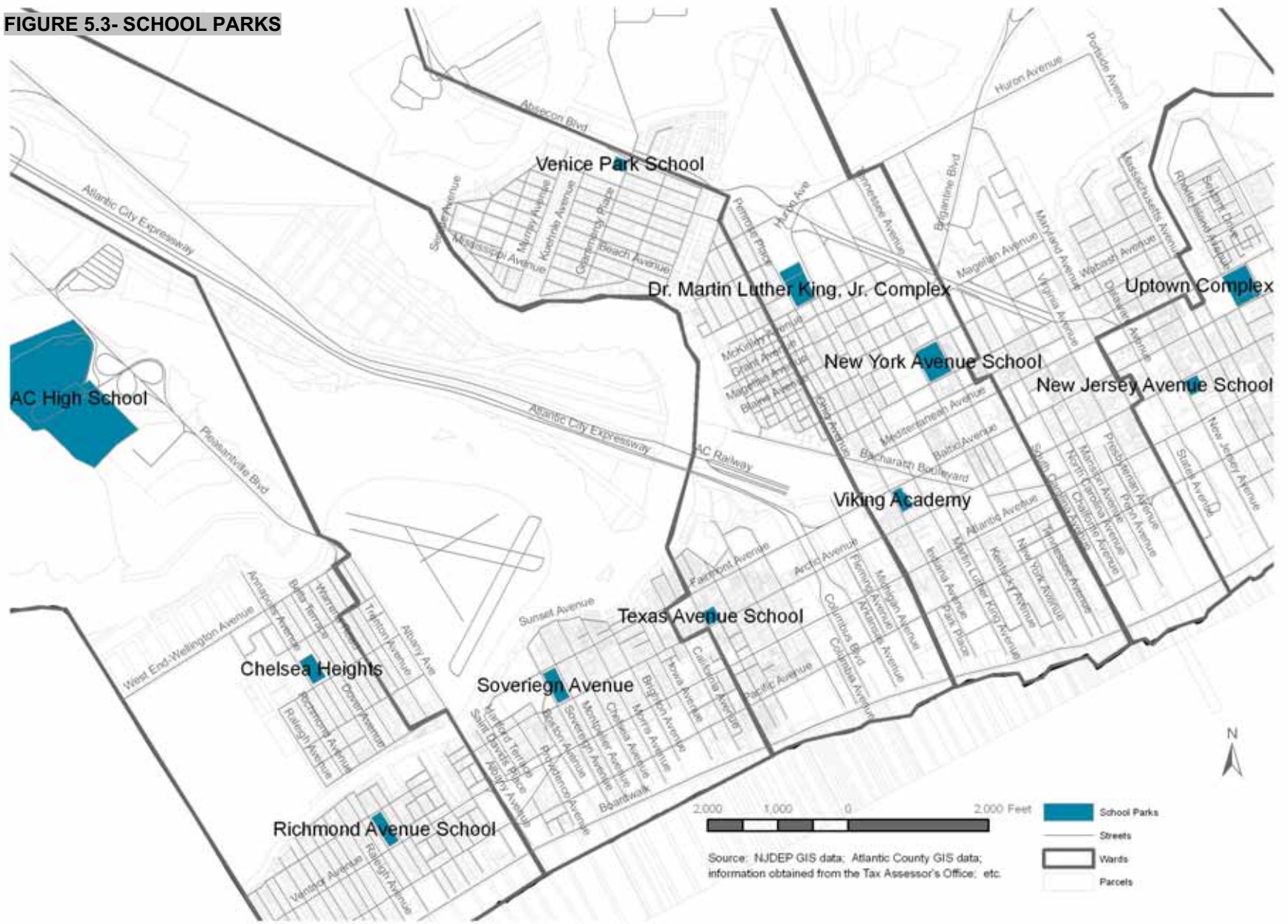
As seen in the Table, Atlantic City High School is the largest school in the City, and has the highest number of recreational facilities. It has basketball courts, tennis courts, soccer fields and baseball fields, among other facilities. These account for approximately 49 acres of open space and recreational area. All the remaining schools are limited in the amount of open space and the number of recreational facilities they provide.

The locations of all of Atlantic City public schools are mapped in Figure 5.3.

No.	Open Space	Location	Recreational Facilities	Open Space Area³ (acres)
1	AC High School	1400 N ALBANY AVE	6 Basketball Courts, 10 Tennis Courts, 1 Hockey Field, 1 Football Field, 2 Soccer Fields, 1 Running Track, 2 Softball Fields, 2 Baseball Fields, Indoor Swimming Pool, Gymnasium	48.76
2	Chelsea Heights	4101 FILBERT AVE	4 Basketball Courts, 1 Playground Equipment, Gymnasium	1.27
3	Dr. Martin Luther King, Jr. Complex	1700 MARMORA AVE	4 Basketball Courts, 2 Playground Equipments, Swimming Pool, Gymnasium	2.20
4	New Jersey Avenue School	23 N NEW JERSEY AVE	Gymnasium	0.35
5	New York Avenue School	411 N NEW YORK AVE	4 Basketball Courts, 1 Volleyball Court, 3 Playground Equipments, Gymnasium	3.16
6	Richmond Avenue School	4115 VENTNOR AVE	1 Playground Equipment, Gymnasium	0.89
7	Sovereign Avenue	3223 ARCTIC AVE	3 Playground Equipments, Gymnasium	1.03
8	Texas Avenue School	2523 ARCTIC AVE	2 Basketball Courts, 1 Playground Equipment, Gymnasium	0.36
9	Uptown Complex	323 MADISON AVE	2 Playground Equipments, Swimming Pool, Gymnasium	2.46
10	Venice Park School	1601 PENROSE AVE	Gymnasium	0.32
11	Viking Academy	117 N INDIANA AVE	2 Basketball Courts, 1 Playground Equipment, Gymnasium	0.62
Total Area				61.42

³ The land area of school property that is not occupied by any school building is included in this inventory as open space.

FIGURE 5.3- SCHOOL PARKS



Gardner's Basin

The Gardner's Basin Maritime Park was developed following the city residents' suggestions to create a "waterfront park" to invigorate Atlantic City after the failure of the first statewide gambling referendum in 1974. A citizens committee was appointed to volunteer their time and talent to create a City Park at underutilized Gardner's Basin located on the hub of Absecon Inlet commanding magnificent vistas of the Atlantic Ocean, the Absecon Inlet and Bay – Atlantic City's only public access to the bay meeting the ocean.

The Atlantic City Historic Waterfront Foundation established a 501(c)3 tax exempt organization and embarked upon creating a themed maritime park that capitalized upon the area's nautical and aquatic heritage. The volunteers, with the assistance of local professionals, obtained a twenty-five year lease from the City and designed, funded, and constructed Gardner's Basin Park. Since its inception the Park has undergone several significant improvements that have enhanced its ability to better serve the public.

Historic Gardner's Basin Waterfront Park is a unique destination located where the Atlantic Ocean and bay areas meet. It provides unique shopping, dining, boat rides, sport fishing and other water related activities. The Atlantic City Aquarium, a key component of the Basin, is committed to education, hosting more than 25,000 school children annually while teaching them to understand and enjoy the earth's oceans, bays and wetlands habitat. It also serves as a recreation component for the region's tourist population. Its location in Gardner's Basin provides a unique interpretative link in defining the Park's aquatic assets. From the inception of the Park, the Basin's Board has directed their efforts to planning new activities and developing the Park for the citizens of Atlantic City and its environs.

Funding of more than \$3.5 million for new docks and landscaping, bulkheads landscaping, and the building of the Atlantic City Aquarium has been funneled into the capital improvements of the Park.

Ongoing and ever-expanding programs include dolphin watching, marine sites with educational field trips, deep sea fishing, kayak water sports and an artist's colony with six (6) small shops where artists not only display their wares, but create them on-site. Additionally, there is an ongoing annual program for students state-wide that hosts more than 7,000 school children (2006) and teachers throughout the year with trained educational programs relating to the nautical and aquatic heritage of the region. All of this, combined with the proposed handicapped accessible park to be located on the northeast side of the park, provides for a nicely programmed community park in the City.

The educational program at the Aquarium produces benefits to the community and visitors in several ways. First, the Park offers an alternative to the resort's casino industry by allowing non-gambling visitors to seek a quiet respite in the City's most scenic park by simply sitting by the water's edge, dining, taking a boat ride or visiting the Aquarium. Secondly, the educational opportunities in the Park encourage youth to pursue careers in science and technology as well as developing a heightened appreciation of the environment and our role as stewards of the planet unimpaired for the enjoyment of future generations.

Private Parks and Recreational Facilities

In addition to the City's parks, open spaces and recreational areas, Atlantic City also has some private facilities that provide recreation opportunities to both residents and tourists. Table 5.6 below lists such privately owned and operated facilities present in Atlantic City.

The facilities include amusement parks, arcades, marinas, a baseball stadium and a skating rink. Other than these facilities, among the City's biggest attractions are the casinos. In addition to gaming, the casino resort hotels also provide facilities like pools, fitness centers and spas.

Table 5.6: Private Recreational Facilities			
No.	Facility	Location	Activity
1	Atlantic City Boardwalk Arcade	1315 Boardwalk & Ocean Ave	Arcade
2	Central Pier Arcade & Speedway	1400 Boardwalk (Tennessee & Boardwalk	Arcade
3	Steel Pier	1000 Boardwalk	Amusement Park
4	Web Feet Water sports	800 New Hampshire Ave. Gardner's Basin	Canoe, Kayak & Boat Rentals
5	Sandcastle Baseball Stadium	545 N. Albany Ave	Baseball
6	Flyers Skate Zone	501 N. Albany Ave	Ice Skating
7	Sen. Frank S. Farley State/ Trump Marina	600 Huron Ave	Marina
8	11 World Class Casinos		Gaming, Swimming Pools, Spas, Fitness Centers, etc.

D. NEEDS ASSESSMENT

A parks, recreation and open space needs assessment helps to determine community needs, or the gap between existing facilities and the ideal system, including parks, recreation facilities, programs, operations, and maintenance. The needs assessment will assist in determining the location and size of needed parks and open spaces; types of recreation facilities and programs needed; and the necessary funding and implementation strategies.⁵

The evaluation of Atlantic City's park system is based on the following criteria:

- (i) Spatial distribution of parks in the City
- (ii) Amount of park space in comparison with City's population-acreage level of service (acres per 1,000 population); facilities' level of service (number of facilities per 1,000 population)
- (iii) Observations – site visits and photographs, personal observations
- (iv) Community stakeholder interviews – interviews with elected officials and community leaders; representatives of public school boards, nonprofit organizations, other parks and recreation providers; focus group meetings; workshops with stakeholders
- (v) Public input

To evaluate the current parks system of Atlantic City, existing conditions are first compared with the national guidelines for location and amount of parks, open spaces and recreational areas. This comparison is used to determine whether existing parks and open spaces in the city are sufficient or deficient when compared to the national standards. In addition to a comparison with national standards, a condition analysis of the City's parks and open space system is conducted based on site visits and observations. This is used to determine whether the existing parks are well maintained and not lacking any necessary facilities.

In order to ascertain that the results of quantitative and qualitative analyses meet the desires and needs of City residents and community stakeholders, public input is obtained via interviews and public forums.

Each of these criteria helps in the evaluation of the City's park system based on the national standards, City's demographic composition and user surveys. The following section details out the methodology and results of these analyses.

Spatial Distribution and Location Analysis

The spatial analysis helps determine whether the parks are properly located and spaced for the population they serve, when compared to the national standards recommended by NRPA.

According to the park classification, the NRPA recommends location criteria for different types of parks as described in Table 5.1. Although the location of different parks depends upon demographics and population density, among other things, the NRPA guidelines form a useful reference for locating new parks, as well as, for evaluating the adequacy of the City's existing parks.

As seen in the table, the recommended service area for mini-parks is less than a one-quarter mile in a residential setting. Atlantic City's mini-parks vary from 0.02 to 1.74 acres in size. Depending on the size and location, these mini-parks also vary in facilities. Based on the NRPA service area guideline, a buffer of 1,000 feet is established around the City's existing mini-parks. These buffers represent the areas whose residents have easy and convenient access to a mini-park.

The recommended service area distance for neighborhood parks is one-quarter to one-half mile. A one-quarter mile is widely accepted as the distance most people are willing to walk to get to and from a place. Therefore, a buffer of ¼ mile is established around the City's neighborhood parks. The area of the buffer represents the walkable area where residents can access a neighborhood park and its facilities.

Atlantic City parks, along with the service area buffers are shown in Figure 5.4 on the following page.

FIGURE 5.4- EXISTING CITY PARKS SERVICE AREAS



The NRPA guidelines suggest that, in an ideal situation, every type of park and recreational facility should be located within the appropriate distance indicated of every resident.

As seen on the map, most neighborhoods in Atlantic City have easy access to either a mini-park or a neighborhood park. A small residential neighborhood between Raleigh and Jackson Avenues is, however, left un-serviced by any park. Also, the area between Arkansas, Atlantic and Brighton Avenues; the area between New Jersey Avenue and St. James Place; and a small region near the intersection of Tennessee Avenue and South Carolina Avenue fall out of the service areas of any park land.

The City's mini-parks and neighborhood parks are fairly evenly distributed spatially, and cover most neighborhoods in the City. The City also has few overlapping buffers, which represent neighborhoods that have access to more than one park, such as the area around Ohio Avenue and Grant Avenue.

The national standards, however, recommend that every neighborhood should be serviced by each type of park. Therefore, all neighborhoods should have overlapping buffers of mini-parks, neighborhood parks and community parks, which is not true for most neighborhoods in the City.

The City is deficient in provision of community parks. As seen on the map, the City has only one community park, which is not easily accessible to more than half of the City's population. All the residents west of Pennsylvania Avenue are more than half a mile away from this park.

In addition to the mini parks, neighborhood parks and community parks, Atlantic City also has eleven public school parks. Spread throughout the City these school facilities provide additional recreational resources to the City's residents. The City's beach and boardwalk, which are about 4.2 miles in length, provide additional recreational opportunities.

The Atlantic City beach has approximately 15 enhanced access points from the boardwalk, in the form of wooden ramps. The location of these access points is shown in Figure 5.5 below. As seen in the Figure, these points are spread throughout the boardwalk, and provide good access to beach for the city residents.

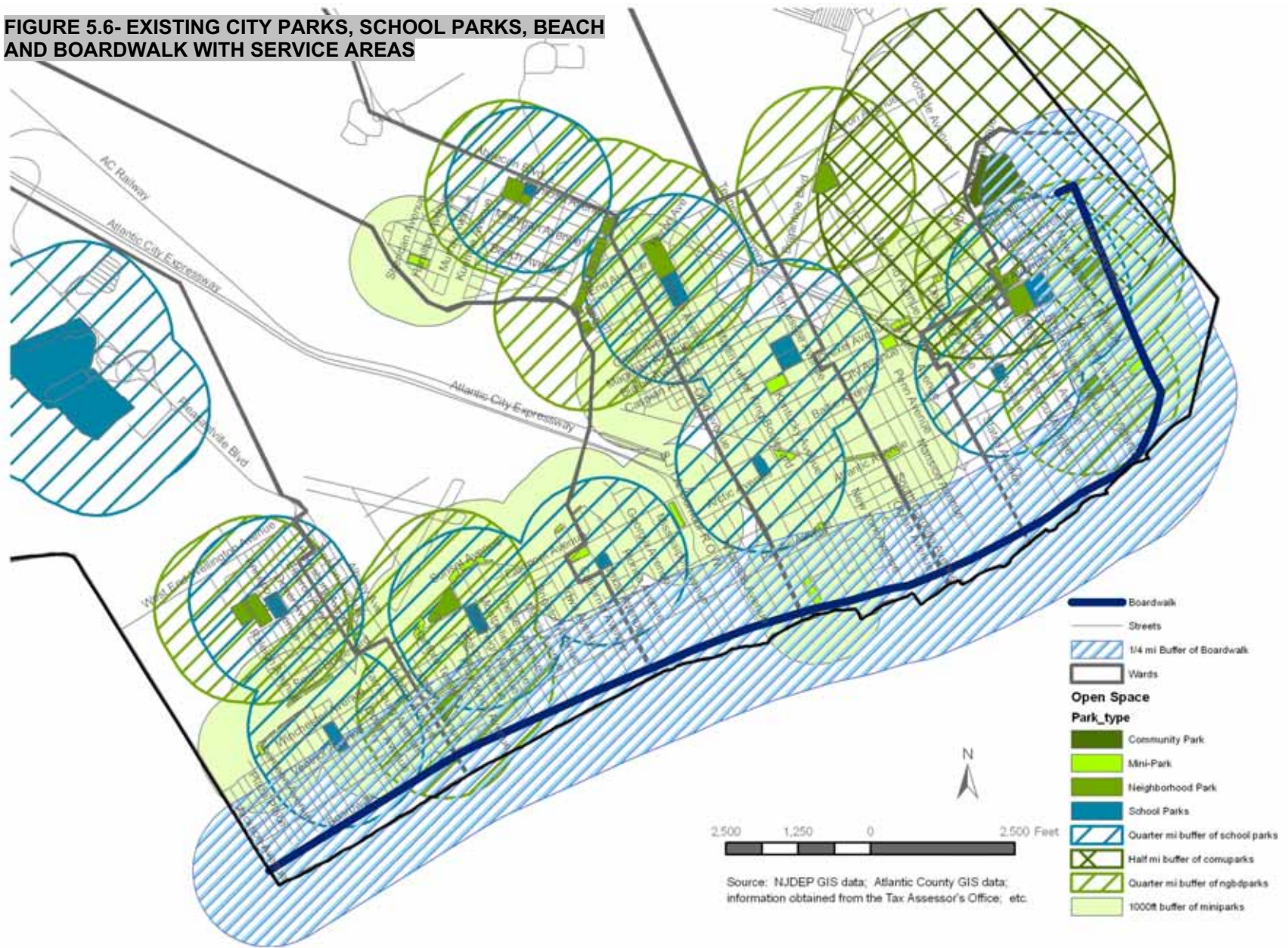


Figure 5.5: Enhanced Beach Access Points

The City's school parks, beach and boardwalk, which provide additional opportunities for open space and recreation are depicted in Figure 5.6, along with service area buffers of quarter mile distance. As seen on the map, most of the City is serviced by some type of park, open space or recreational area. However, not all the City's residents have access to the different facilities provided by the different types of parks and recreational areas within the recommended distances.

The needs assessment points to a deficiency in a community park facility in the southern part of the City. This may be accommodated in conjunction with the future development plans for Bader Field.

FIGURE 5.6- EXISTING CITY PARKS, SCHOOL PARKS, BEACH AND BOARDWALK WITH SERVICE AREAS



Demographic Analysis:

Demographic analysis estimates the need for public park and recreation land based on the population of the City. The NRPA published standards for developing public parks of different types. This section evaluates the adequacy of the amount of park land existing in Atlantic City when compared to the NRPA standards for appropriate amount of total parkland and of various parks by classification.

Level of service (LOS) is an expression of the minimum recreation and park infrastructure capacity required to satisfy the park and recreation needs of residents of a community. The LOS is expressed as acres/1000 population. NRPA recommends the general Figure for total park land in a community as a minimum of 6.25 to 10.5 acres per 1,000 residents. The existing parks in Atlantic City account for a total of 75 acres (excluding other open spaces). Taking into consideration the City's year 2000 population of 40,517, the LOS comes to 1.85 acres per 1,000 residents. This indicates that the City falls short in the amount of the recommended parks area when compared to national standards.

The parkland guidelines are further broken down by park classification. Table 5.7 on the following page lists the recommended park area to 1,000 people ratios for three major park categories. As described in the table, the recommended LOS for mini-parks in a community is 0.25 to 0.5 acres per 1,000 residents. When computed after considering Atlantic City's population, the recommended area for mini-parks is a total of 10.13 to 20.26 acres for the entire city. The existing mini-parks in Atlantic City form a total of 19.18 acres, which is within the recommended range.

The standard for neighborhood parks suggests a provision of one (1) to two (2) acres of neighborhood parkland for every 1,000 residents, which equals to 40.52 to 81.03 acres for the entire city. The City's existing neighborhood parks form a total of 44.14 acres, and yield a LOS ratio of 1.09, which is also within the recommended range.

The recommended parks ratio for community parks is five (5) to eight (8) acres for every 1,000 residents. This guideline suggests a

provision of 202.59 to 324.14 acres of community parks for Atlantic City. This park category is where Atlantic City falls short. The City has only one community park forming a total of 11.62 acres.

It should, however, be noted that the national standards are intended to be general to serve as a rough guide in determining future needs. The guidelines do not reflect the unique characteristics of each region or community. The City of Atlantic City does have other recreational facilities and open spaces that can satisfy the needs of the residents. It may be argued that the beach and boardwalk are unique community facilities that Atlantic City possesses, which are non-existent in most regions.

Atlantic City school parks make up a total of approximately 61 acres of open space and recreational areas. The City also has approximately 4.2 miles of boardwalk and beach, which are its prime recreational assets. In addition to public parks, if school parks, beach area, and boardwalk are included in the calculation of the LOS, the LOS suggests the presence of 6.44 acres for every 1,000 City residents, which just meets the minimum recommended ratio of 6.25 acres for 1,000 people.

Table 5.8 below summarizes the amount of park land; the area of school parks; and the approximate area of the beach and of the boardwalk. These Figures are further broken down by the six Wards of Atlantic City. The parks to people ratio for each of the Wards is computed by dividing the total amount of park and open space existing in each Ward by the population of the ward to yield the LOS ratio of total area per 1,000 people.

The comparison of the amount of park land existing in each Ward shows that the 1st Ward has the greatest amount of park lands, a total of 27 acres; whereas, the 6th Ward has the least amount of public parkland, which is about 6 acres. The 6th Ward, however, has 51 acres of school parkland, which compensates for the lower amount of public park land. All Wards have the beach and boardwalk, however, the 2nd Ward has the smallest beach and boardwalk.

Each Ward falls behind the recommended area of 6.25 acres of public parkland per 1,000 people. However, when this ratio is computed after including school parks, beach and boardwalk in addition to the public parks present in each of the Wards, the ratio is highest for the 1st and the 5th Ward. This combined LOS suggests that these two Wards have more than the minimum recommended space for public parkland, open space and recreational areas.

In summary, the City is adequately serviced when considering a demographic analysis. As already discussed in the spatial and location analysis, there is a need for a Community park facility which may be accommodated on Bader Field. It is recommended that the City should focus on upgrading the quality and initiating new programs in existing facilities to better serve the community.

Table 5.7: Demographic Analysis				
Park Category	Recommended Ratio	Recommended Acres	Existing Ratio	Existing Acres
Mini-Parks	0.25 to 0.5 acres per 1,000 people	10.13 to 20.26	0.47	19.18
Neighborhood Parks	1 to 2 acres per 1,000 people	40.52 to 81.03	1.09	44.14
Community Parks	5 to 8 acres per 1,000 people	202.59 to 324.14	0.29	11.62

Table 5.8: Demographic Analysis by Ward								
Ward	Population	Parks (acres)	Schools Parks (acres)	Beach ⁴ (acres)	Boardwalk ⁵ (acres)	Parks LOS (acres/1,000 population)	Parks & School Parks Combined LOS (acres/1,000 population)	Parks, School Parks, Beach & Boardwalk Combined LOS (acres/1,000 population)
1	6415	26.53	2.81	40.73	6.24	4.14	4.57	11.90
2	6465	7.28	0	7.35	1.29	1.13	1.13	2.46
3	6433	9.72	5.98	11.62	2.03	1.51	2.44	4.56
4	6395	15.61	0.68	12.81	2.24	2.44	2.55	4.90
5	7723	9.66	1.03	17.08	2.99	1.25	1.38	3.98
6	7086	6.13	50.92	17.36	3.04	0.87	8.05	10.93
Total	40517	74.93	61.42	106.93	17.83	1.85	3.37	6.44

⁴ Beach area is computed with the working assumption that the beach is 200 ft. wide.

⁵ Boardwalk area is computed by assuming the average width of boardwalk as 35 ft.

E. PUBLIC INPUT FROM COMMUNITY FORUMS

To identify the issues that are of the greatest importance to City residents, six community meetings were held, one in each Ward. Community members were invited to offer their input on the issues they deemed important for their community as well as for the City as a whole.

Input gathered from residents at these meetings indicates that parks and open space are important elements of their community. In general, residents indicated both the need for new parks, as well as increased maintenance and improvement of existing parks of the City.

In particular, the residents expressed a need for more recreational open spaces and facilities for children. They also want the existing parks in the City to be preserved and new parks to be created to balance the new development taking place in the City.

A designated bike path was also a point of discussion. At present Atlantic City lacks the presence of a separate designated bike path. Bikes are allowed on the boardwalk but only for limited hours (April 1 – October 31, 6.00 am to 10.00 am; November 1 – March 31, 6.00 am to 12.00 pm). During the community meetings, residents expressed a need for a new bike path around the City or extension of biking hours (to 24 hour use) on the boardwalk or construction of new bike routes to fulfill this need.

Residents expressed the need to maintain and refurbish the deteriorated portions of the boardwalk. They also indicated the need for improvement of the recreational facilities such as jetties and the City's fishing pier. Residents also indicated a desire for a community park in the City.

F. SUMMARY OF FINDINGS

The spatial analysis suggests that Atlantic City parks are fairly evenly distributed around the City and most neighborhoods in the City have access to some park. The City is, however, falls behind the NRPA recommendations for location of different classifications of parks. The NRPA recommends that every resident should be within the service area of every type of park so as to benefit from the different facilities provided by the different park types. The location and size of different types of parks in Atlantic City does not meet these NRPA criteria strictly. Many neighborhoods lack service of either a mini park or a neighborhood park, and a major portion of the City lacks the service of a community park.

The demographic analysis reveals that the City, on the whole, has the recommended amount of mini-park and neighborhood park space, but greatly falls short in the recommended amount of community park space.

Thus, both the spatial analysis and demographic analysis strongly justify the provision of more community parks in the City to service all its population.

Atlantic City does have almost 120 acres of “special use” recreational areas in the form of beach and the boardwalk. This additional recreational space does provide an additional supply of park land, or similar, for the City.

The parks and recreational area analysis by City Wards shows that the 2nd and 6th Wards have the least amount of public park land among all wards. The total public parkland, combined with school parks, beach and boardwalk is significantly less than the recommended amount in the second ward.

Site observations at each of the City’s parks (as described in Appendix-A) indicate that while some of the parks are well maintained, with many facilities, there are certain parks that are in very poor condition. The Arizona Avenue neighborhood park is a small paved area with no facilities present on site. Brown Park on Dr. Martin Luther King Blvd. lacks sufficient lighting. The Chelsea

Heights athletic fields and playground was found to be under-utilized and the park condition suggests that improvements are needed to enhance its quality and appeal.

Input from community meetings provides strong support for maintenance and improvement of the City’s park system. Community members also expressed the need for a bike path and improved recreational facilities.

Based on the spatial, location and demographic analysis, and given the unique nature of open space and recreational features in Atlantic City’s, it is hard to say that the City is underserved. Atlantic City’s wetlands provide huge areas of open space suitable for conservation, and the City’s beach and boardwalk serve as unique recreational assets that serve City residents and its visitors. The City should however try to maintain and improve its existing facilities, as well as, try to address the lack of a community park facility to serve all of its residents. Recommendations to address these objectives are discussed in the following section.



G. OPEN SPACE AND RECREATION RECOMMENDATIONS

KEPG developed an open space and recreation concept for Atlantic City's 2007 Master Plan by building upon the ideas and rationales expressed in the 1987 City Master Plan Update and 2000 Open Space, Recreation and Conservation Plan and putting it in today's context.

Looking for a new theme and cohesive vision to enhance the quality of life in Atlantic City especially with respect open space and recreation, the following theme, concept and specific recommendations are presented here.

Theme

Improve existing open space and recreation amenities in conjunction with a new way of thinking

– *Atlantic City - A Green Island Community** –

* This theme is bound to get national recognition and attention as a progressive approach because Atlantic City is not particularly known for this in the country (because of its image) and its appropriateness in this day and age of climate change and environmental awareness

A New (Old) Concept

Linear Park/Open Space Network along Public Streets

Atlantic City being a built-out island community – the only real place where improvements can be made with respect to Open Space and Recreation is to upgrade prominent circulation routes to “linear parks”

The following systems approach and subsequent prioritization will bring a much needed cohesive impetus to the quality of open spaces and recreation within the City.

Comprehensive Systems improvement - Park Categories

A LINEAR PARKS

1. Entrance Promenades (aesthetic function – promote green city along AC Expressway ramp, Route 30; Route 40/322 and MLK Boulevard)
2. Entertainment/Leisure Trail – The Boardwalk (beach access and business access)
3. Downtown Business District Trail – Atlantic Avenue (plazas – public/private, arts/culture and restaurants trail)
4. Recreation and Fitness Trail (bike/pedestrian trail along back bay – primarily for residents)

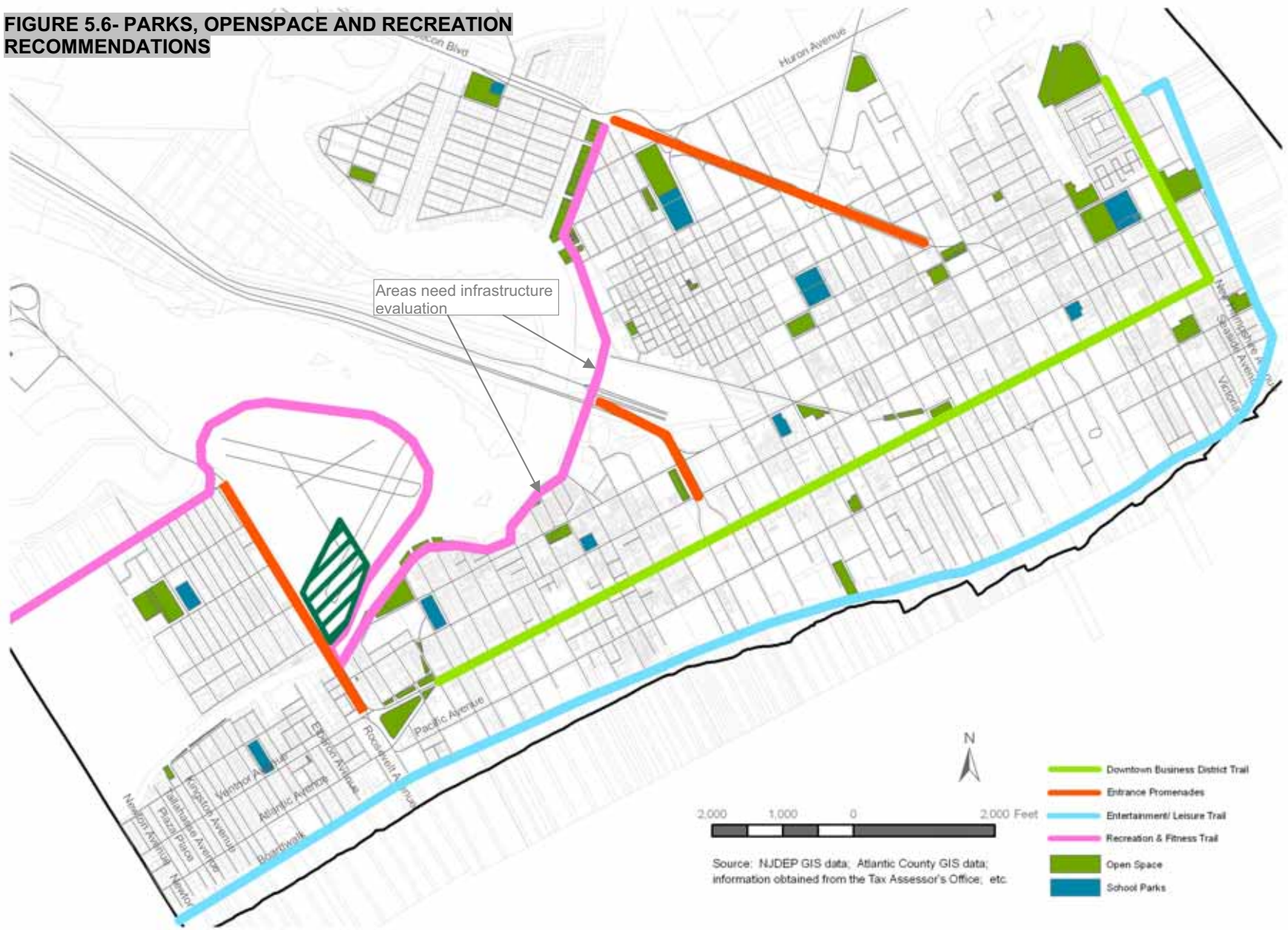
B NEIGHBORHOOD/POCKET/SCHOOL PARKS

1. Upgrade and improve the 30 plus existing facilities within the City and include additional programs where appropriate to satisfy community needs
2. Partner with Schools and other private recreation providers to provide a good quality comprehensive service and avoid duplication of effort
3. The open space over the tunnel could be improved to accommodate a “Fitness Park” for the benefit of residents

C COMMUNITY/DESTINATION PARKS

1. Bader Field Marina /Community Park – Reserve a portion for a destination park in partnership with the private developers
2. Gardner's Basin – Program events relating to arts and culture to promote this destination
3. Absecon Lighthouse – Program events and diversify for private use to capitalize on this iconic destination

FIGURE 5.6- PARKS, OPENSOURCE AND RECREATION RECOMMENDATIONS



Specific Recommendations

Public open spaces and recreational services in Atlantic City have long been provided by various entities including the City, Schools, County and private service providers including casinos. KEPG recommends that this partnership and shared responsibility tradition continue in providing the community and its visitors the much needed quality of open spaces and recreation opportunities. The projects recommended below are based on spatial analysis, demographic analysis, community input, site observations and discussions with key stakeholders.

- Plan and design for recreational amenities on Bader Field. These amenities, developed in conjunction with the redevelopment of Bader Field, may include other uses such as a marina and or boat ramp and a waterfront promenade that may be used for walking or running. This park should be designed as an aesthetic landmark in the City, meeting the recreational demands of its residents.
- Upgrade the open space above the connector tunnel, Horace J Bryant Drive to a “Fitness Park” that would include programmed activities such as yoga, tai-chi, dancing and other group activities to serve the neighborhoods
- Plan, design and build an upgraded sea wall and urban esplanade with a walking trail along West End-Wellington Avenue that is similar in theme to the Central Park reservoir in New York City. The entrance to this esplanade may be better defined with a gateway or sculpture.
- Plan, design and install signage to direct and designate public beach access points and upgrade facilities such as shower head and restrooms at these locations.
- Expand City Center Park into Bacharach Boulevard in front of the Courthouse and make it a significant public plaza with an amphitheatre for concerts.
- Design and build a new bike/pedestrian path along the back bay connecting the proposed destination/community park at Bader Field, Sunset Park to the proposed upgraded Fitness Park on the space above the connector tunnel.
- Program more uses at O'Donnell Park and possibly consider leasing this park and open space for private ceremonial use. The historic monument at this 3.5 acre park could form the backdrop for weddings and other ceremonial functions at off-peak times such as Saturday or Sunday mornings.
- Plan and design the entrance promenades/linear park with the “green island community” theme/concept discussed previously for the following entrance corridors:
 1. AC Expressway ramp from Arctic Avenue to the bridge
 2. Route 30/White Horse Pike/Absecon Boulevard from the bridge entering the City all the way to Virginia Avenue
 3. Route 40/322/Black Horse Pike from the bridge entering the City to Pacific Avenue
 4. Martin Luther King Boulevard from Absecon Boulevard to Pacific Avenue
- Consider expanding the hours for cycling on the Boardwalk to allow for morning and evening bike commuting – within a designated bike lane.
- Improve the visual and aesthetic appeal of Gardner’s Basin Park, the only community park in the City by adding more amenities such as an amphitheater, installing a sea wall and better paving materials at the terminus, to portray a defined urban waterfront park. Additional improvement may include an interactive water feature and lighting. The improvements may be themed to reflect the arts and crafts activity currently being promoted in the vicinity in conjunction with the family oriented Ocean Life Center. Detailed recommendations for the Park are listed below:

Integrate the Park with the existing assets of the surrounding neighborhood. Planning for Gardner's Basin should take into consideration any proposals for the Garwood Mills project. Shared parking, connecting pedestrian ways and jointly used public transit connections should be collectively evaluated.

The sea wall, which currently is used as a popular fishing location, should be evaluated for more efficient utilization for waterfront fishing access with defined parking, observation areas, pavilions, etc. A plan for the sea wall should be part of any basin expansion since the themes for each use are consistent and complementary.

The remaining spatial assets of the Park should be evaluated by matching the original site plan prepared in 1978 with the current Park's uses. The Atlantic City Historic Waterfront Foundation should commission a study to define a new and expanded vision for the Park.

Any projected uses for the Park must be evaluated against the existing uses, the land area remaining, and the adequacy of the existing surface parking area. The following uses should be evaluated for the Park:

- Evaluate the feasibility of establishing a tier of upgraded restaurants along the water's edge with consideration being given to nationally recognized chefs, such as those of "Food Network" caliber.
- Artists' residences functioning in a multiple capacity as studio, sales and residential space.
- Linking the existing aquarium with its national counterparts for purposes of research and related satellite operations that would further enhance the aquarium in Gardner's Basin.
- Design a more comprehensive use of the area around the sea wall to maximize public fishing opportunities and also to create more efficient parking layouts along the wall and surrounding area.
- Establish a parking plan for the Park which would also coordinate any plan with that of neighboring properties such

as the area around the sea wall and any proposed project such as the Garwood Mills project.

- Establish Gardner's Basin as a transfer point for a sea shuttle which would have linkages with coastal communities. Such a transfer point would also provide ground transportation connections. The benefit of such tourism options would be an increase in visitor population without parking impact.
- Redefine the area along Park Avenue to establish an enhanced buffer line utilizing portions of the existing right-of-way to plant street trees that would establish a tiered landscape buffer system.

After redefining the uses of the Park for its Phase III enhancement, a conceptual site plan should be prepared to identify the park's next generation of improvements and enhancements. Costs of improvement should be defined for implementation.

Appropriate funding for capital improvements via grants, CRDA sponsorship, and other funding sources must be identified to support necessary capital improvements. A capital improvements budget specific to the park's needs must be created to assure its long-term viability in the changing markets of Atlantic City.

The City should continue to work with the Atlantic City Historic Waterfront Foundation to embark upon their Phase III development plan.

- The amusement park at the Steel Pier is the single biggest recreational facility for children in the City. With proposals for the change in use of the Pier underway, the City should partner with Trump Taj Mahal to see if this service or some variation of this may be provided at the pier or in a facility outside in lieu of its apparent loss.
- Partner with Morgan Stanley/Revel, the proposed new casino developer on Maryland Avenue and the Boardwalk to revitalize the Garden Pier and Museum to a quality open and passive

recreation space integrating the museum with access open to all. If this is not feasible, the developer should provide assurances that they will assist with the relocation of the Commissions to a suitable and mutually agreeable site.

- Partner with Pinnacle, the proposed new casino developer at the old Sands Casino at Martin Luther King Boulevard and the Boardwalk to upgrade Brighton Park/Korean War Memorial to a more appealing space that is more open, well lit, landscaped and better integrated with both the Boardwalk and the proposed new Casino.
- Partner with Trump Plaza and the proposed new Wynn project at Mississippi Avenue and the Boardwalk to upgrade Kennedy Plaza into a themed historic space reflective of the Boardwalk Hall and its traditions integrating it with both the Boardwalk Hall and the proposed new Casino.
- Partner with the School Board to address the feasibility of using the high school parking lot for camper parking during summer months.
- Partner with the County to improve programs for the Oscar McClinton County Park to benefit the “youth of all ages”. Suggested improvements include activities such as a bocce ball court, permanent checker board tables and walking tracts for low impact exercises.
- Partner with Atlantic County Community College (ACCC) to upgrade Brown Park on Martin Luther King Boulevard into to a safe, well lit, landscaped campus plaza similar in theme to the numerous open spaces in University City, Philadelphia and other well designed downtown university campuses in the country.
- Partner with the Lighthouse to explore commercial or private use of the property or grounds for specific events such as town hall meetings, seminars or retreats.
- Continue to upgrade facilities, playgrounds and parks in conjunction with increased programs for better utilization.

Ensure proper maintenance of existing parks and playgrounds as per the Parks Departments Annual Plans.

- The City’s Parks department in collaboration with the elected body and other departments should prioritize projects based on funding possibilities and CAFRA permitting approvals required.

Policy Related Recommendations

The following goals and related policies are added here to give decision makers and future plans a policy direction to improve the open spaces and recreation amenities within Atlantic City. These broad goals and policies in conjunction with the theme and concept outlined earlier will provide a cohesive long-term framework for quality open spaces parks and recreation within the City.

Goal 1 - Provide both passive and active recreational opportunities that are safe and accessible for all residents and visitors and meet the needs of the present community.

1. Encourage the participation of the 18-55 age groups in sport programs working with city and private recreational facilities such as the Boys and Girls Club and the Boardwalk Arcade to increase the offering and variety of club sports and league play.
2. Maintain and enhance existing public beach access points and continue to designate them
3. Maintain and periodically upgrade tot-lots and playground equipment in the existing parks, as well as in new locations, to accommodate the varying developmental childhood stage such as toddlers, pre-school, school-aged, and pre-teen.
4. Install new shade trees and landscape features at a number of the City's parks, streets and promenades. Additionally, replace dead or old trees and landscape features with high quality products.
5. Work with the School Board to make the public school recreational facilities accessible to residents of Atlantic City within limitations on hours of operation and types of activities permitted. Discussions should include issues of liability and shared responsibilities.
6. Prioritize the development of the pedestrian/bicycle path connecting residential areas along the back bay and further

connect this with existing neighborhood parks, recreational areas, schools, playgrounds, shopping areas, boardwalk and other historic sites. The viability of this path as mapped in Figure 5.6 should be given serious thought by the Planning Division and the City Engineer's office. While physical and/or rights-of-way obstacles may exist, the need for pedestrian and cycling opportunities in Atlantic City is great and should be resolved for the benefit of the residents.

Goal 2 - Provide all segments of the population opportunities for outdoor recreation experiences and improved quality of life.

1. Improve equipment, lighting, and parking should be provided at all parks deemed necessary.
2. Encourage communication between the private day care centers to discuss the potential for shared recreation facilities and playgrounds after day care hours.
3. Provide attractive, well maintained park facilities which contain public restrooms, drinking fountains and vendors.
4. Ensure that all neighborhood /mini-parks have posted hours of operation and have adequate perimeter fencing which will provide proper protection and privacy.

Goal 3 – Expand the role of the existing parks and recreation department and its programming activities to include arts and culture.

1. Leverage Atlantic City's unique cultural history and its traditional connections to artists and musicians to create programs that reflect this aspect.
2. Build facilities and centers that build upon the arts and cultural aspect of the City.
3. Initiate steps to transition from parks and recreation programming to a comprehensive full fledged Parks,

Recreation, Arts and Culture Department that coordinates all related activities. The initial phase for such may be accomplished by adding Arts and Culture programming to the current Recreational programming that is provided under the Health & Human Services Department.

¹ T&M Associates (July 2000) Open Space, Recreation, and Conservation Plan: City of Atlantic City.

² American Planning Association (2006) Planning and Urban Design Standards.

³ Atlantic County NJ Department of Public Works, Division of Parks and Recreation <http://www.aclink.org/parks/homepage.asp> Referred 06/08/06

⁴ NJ DEP Division of Parks and Forestry <http://www.state.nj.us/dep/parksandforests/> Referred 06/08/06

⁵ American Planning Association (2006) Planning and Urban Design Standards.

APPENDIX- 5A: PHOTOGRAPHIC INVENTORY



1. ALL WARS MEMORIAL BUILDING AND PLAYGROUND 1510 ADRIATIC AVE 0.87 ACRES

- A park located between Adriatic and Kentucky Avenues in the Westside section of Atlantic City.
- Approximately 0.87 acres in size.
- Facilities include 4 tennis courts, a play structure, a 3-story brick building, some plaza seating areas, and tables.
- Not in use.
- Lighting on site.
- Good condition.



2. ALTMAN PARK AND PLAYGROUND

101 PACIFIC AVE
1.56 ACRES

- A park located between Pacific and New Hampshire Avenues in the South Inlet section of Atlantic City.
- Approximately 1.56 acres in size and is accessible to the boardwalk at the Absecon Inlet.
- Facilities include basketball and tennis courts, playground equipment, and trash receptacles.
- In use.
- Lighting on site.
- Good condition.



3. ANNAPOLIS AVENUE RECREATION COMPLEX 500 N ANNAPOLIS AVE

- A neighborhood park located between Filbert and Annapolis Avenues in the Chelsea Heights section of Atlantic City across from the City Heights School.
- Approximately 5.44 acres in size.
- Facilities include fields for baseball and soccer, parking areas, and portable restrooms.
- In use.
- Lighting on site.
- Fair condition.



4. ARIZONA AVE NEIGHBORHOOD PARK
237 N CALIFORNIA AVE
0.29 ACRES

- Located between California and Arizona Avenues in the Atlantic City.
- Approximately 0.29 acres in size.
- Facilities include trash receptacles.
- In use.
- Lighting on site.
- Poor condition.



**5. BOSTON AVENUE PARK
3403 VENTNOR AVE
0.23 ACRES**

- Located at the corner of O'Donnel Parkway and Boston Avenue in Atlantic City.
- Approximately 0.23 acres in size.
- Facilities include landscaped areas along right-of-way.
- In use.
- Lighting on site via street lamps.
- Good condition.



6. BRIGANTINE BOULEVARD PLAYGROUND **1140 BRIGANTINE BLVD** **3.70 ACRES**

- A neighborhood park located between Brigantine Boulevard and Maryland Avenue in Atlantic City.
- Approximately 3.70 acres in size.
- Facilities include basketball courts, a baseball field, playground equipment, and trash receptacles.
- In use.
- Lighting on site.
- Fair condition.



7. BRIGHTON PARK AND KOREAN WAR MEMORIAL **1801 BOARDWALK** **1.74 ACRES**

- A park located between Boardwalk, Indiana, and Park Place Avenues in the Downtown section of Atlantic City.
- Approximately 1.74 acres in size.
- Facilities include an amphitheater, fountain, seating areas, specialty paving, and trash receptacles. It is also an entry to the boardwalk from the casinos.
- In use.
- Lighting on site.
- Good Condition.



8. BROWN PARK
135 N MARTIN LUTHER KING BLVD
1.02 ACRES

- A special use area located between Baltic Avenue and Martin Luther King Boulevard in the Downtown section of Atlantic City.
- Approximately 1.02 acres in size.
- Facilities include seating areas and trash receptacles.
- In use.
- No lighting on site.
- Good condition.



9. CIVIL RIGHTS PARK MARTIN LUTHER KING BLVD AND PACIFIC AVE 0.71 ACRES

- Located between Martin Luther King Boulevard and Pacific Avenue in Atlantic City.
- Approximately 0.71 acres in size.
- Facilities include granite/stone monuments, and landscaped open space.
- In use.
- No lighting on site.
- Excellent condition.



**10. DELANCY PARK
NW RICHMOND & SUNSET
0.28 ACRES**

- Located along Sunset Avenue between Richmond Avenue and Kingston Avenue in Atlantic City.
- Approximately 0.28 acres in size.
- Facilities include benches and landscaping.
- In use.
- Lighting on site via street lights on right-of-way.
- Good condition.



**11. DOVER AVENUE MINI PARK
4000 VENTNOR AVENUE
0.05 ACRES**

- Located between Ventnor Avenue and Dover Avenue in Atlantic City.
- Approximately 0.05 acres in size.
- Facilities include landscaping and an iconic (boat) sign with the City's name.
- In use as a pocket park.
- Lighting on site.
- Good condition.



**12. DREXEL AVENUE PARK
400 N MARYLAND AVENUE
1.21 ACRES**

- Located between Absecon Boulevard and Mediterranean Avenue in Atlantic City.
- Approximately 1.21 acres in size.
- Facilities include benches, fencing, and landscaping.
- In use.
- Lighting on site.
- Good condition.



13. EDITH DONALDSON PLAYGROUND (BUNGALOW PARK) 700 WABASH AVE 0.31 ACRES

- A mini-park located between New Jersey and Wabash Avenues in the Bungalow Park section of Atlantic City.
- Approximately 0.31 acres in size.
- Facilities include playground equipment and trash receptacles.
- In use.
- No lighting on site.
- Excellent condition.



**14. GARDNERS BASIN PARK
800 N NEW HAMPSHIRE AVE
11.62 ACRES**

- A waterfront special use area located between New Hampshire and Parkside Avenues in the North Inlet section of Atlantic City.
- Approximately 11.62 acres in size.
- Facilities include the Ocean Life Center with sea-life exhibits, restaurants, and an antique shop. Also includes an amphitheater, seating areas, and a parking area.
- In use.
- Lighting on site.
- Good condition.



**15. GRAND BOULEVARD
ATLANTIC CITY EXPRESSWAY
1.21 ACRES**

- Located between Absecon Boulevard and Mediterranean Avenue in Atlantic City.
- Approximately 1.21 acres in size.
- Facilities include benches and landscaping.
- In use.
- Lighting on site.
- Good condition.



16. HORACE BRYANT PARK
2155 HORACE BRYANT DRIVE
8.11 ACRES

- A neighborhood park located between Horace Bryant, Jr. Drive and E. Riverside Drive in Atlantic City.
- Approximately 8.11 acres in size.
- Facilities include landscaping, fencing, benches and walkways.
- In use.
- Lighting on site.
- Good condition.



17. HORACE BRYANT PLAYGROUND
703 N ARKANSAS AVE
0.37 ACRES

- A mini-park located between Magellan and Arkansas Avenues in the Westside section of Atlantic City.
- Approximately 0.37 acres in size.
- Facilities include basketball courts, playground equipment, seating areas, and a swing set.
- In use.
- No lighting on site.
- Good condition.



18. KINGSTON AVE PLAYGROUND
121 N ABERDEEN PL
0.35 ACRES

- A mini-park located between Kingston and Aberdeen Avenues in the Lower Chelsea section of Atlantic City.
- Approximately 0.35 acres in size.
- Facilities include playground equipment, a pavilion, seating areas, and portable restrooms.
- In use.
- No lighting on site.
- Excellent condition.



**19. LAGOON PLAYGROUND (VENICE PARK)
1900 N COLUMBIA AVE
1.21 ACRES**

- A park located between Mississippi and Sheridan Avenues in the Lagoon Island section of Atlantic City.
- Approximately 1.21 acres in size.
- Facilities include a basketball court, playground equipment, a pavilion, picnic tables, and other seating areas.
- In use.
- Lighting on site..
- Good condition.



**20. MAINE AVENUE PROMENADE
1 N MAINE AVENUE
0.58 ACRES**

- A park located between Maine Avenue and Boardwalk in Atlantic City.
- Approximately 0.58 acres in size.
- Facilities include boardwalk walkway with fencing, and paved walkway
- In use.
- Lighting on site.
- Good condition.



21. MELROSE PARK
308 N RHODE ISLAND RD
2.24 ACRES

- A waterfront special use area on Gardners Basin Lagoon adjacent to the Uptown Complex in the North Inlet and Bungalow Park sections of Atlantic City.
- Approximately 2.24 acres in size.
- Facilities include landscaped open space and seating areas.
- In use.
- Lighting on site.
- Good condition.



**22. MEMORIAL PARK
3501 ATLANTIC AVE
3.57 ACRES**

- A special use area located between Atlantic and Albany Avenues in the Chelsea section of Atlantic City.
- Has a prominent location on a major entry corridor into the City from the Black Horse Pike and from Ventnor and Atlantic Avenues.
- Approximately 3.57 acres in size.
- Facilities include a memorial and seating areas.
- In use.
- Lighting on site.
- Good condition.



23. O'DONNELL MEMORIAL PARK
3501 ATLANTIC AVENUE
0.98 ACRES

- Located along Captain John A. O'Donnel Parkway in Atlantic City.
- Approximately 0.98 acres in size.
- Facilities include benches, landscaping, and walkways.
- In use.
- Lighting on site.
- Good condition.



24. PETE PALLITTO FIELD AND PLAYGROUND
3301 FAIRMOUNT AVE
3.63 ACRES

- A neighborhood park located between Fairmont and Sovereign Avenues in the Chelsea section of Atlantic City adjacent to the Beach Thoroughfare and Intracoastal Waterway.
- Approximately 3.63 acres in size.
- Facilities include two baseball fields, playground equipment, a hockey rink, and basketball nets.
- In use.
- Lighting on site.
- Good condition.



**25. BOYS AND GIRLS CLUB
317 N PENNSYLVANIA AVE
1.17 ACRES**

- A park located between Virginia and Mediterranean Avenues in the Downtown section of Atlantic City.
- Approximately 1.17 acres in size.
- Facilities include the recently constructed Boys and Girls Club, an adjacent playground and open field, gazebo, and picnic tables.
- In use.
- Lighting on site.
- Excellent condition.



26. POLICE AND FIREMENS MEMORIAL PARK
20 N SOUTH CAROLINA AVE
0.81 ACRES

- A special use area located between Tennessee and South Carolina Avenues in the Downtown section of Atlantic City.
- Acts as an entry way to City Hall and is a part of the pedestrian passage to City Hall from the County Administration Building on Atlantic Avenue.
- Approximately 0.57 acres in size.
- Facilities include the memorial, City Hall, and trash receptacles.
- In use.
- Lighting on site.
- Good condition.



27. POP LLOYD STADIUM AND FIELD
1700 HURON AVE
3.53 ACRES

- A special use area located between Martin Luther King Boulevard and Indian Avenue in the Marine Park section of Atlantic City.
- Approximately 3.53 acres in size.
- Facilities include baseball fields with team bleachers, a grandstand, picnic tables, and other seating areas.
- In use.
- Lighting on site.
- Good condition.



**28. SHELLUM FIELD AND PLAYGRUOND (VENICE PARK FOOTBALL FIELD)
1601 PENROSE AVE
3.38 ACRES**

- A neighborhood park adjacent to the Venice Park School and located between Ohio, Kuehnle, and Gramercy Avenues in the Venice Park section of Atlantic City.
- Approximately 3.38 acres in size.
- Facilities include baseball fields, playground equipment, a pavilion, and seating areas.
- In use.
- Lighting on site.
- Good condition.



**29. SUNSET AVENUE PROMENADE
3003 SUNSET AVENUE
0.85 ACRES**

- Located along Sunset Avenue in Atlantic City.
- Approximately 0.85 acres in size.
- Facilities include landscaping and some benches.
- In use.
- Lighting on site.
- Good condition.



**30. SUNSET AVENUE PROMENADE
301 N TEXAS AVENUE
0.13 ACRES**

- Located at Sunset Avenue and Texas Avenue in Atlantic City.
- Approximately 0.13 acres in size.
- Facilities include landscaping and walkway.
- In use.
- Lighting on site.
- Good condition.



31. TEXAS AVENUE PLAYGROUND
2648 FAIRMOUNT AVENUE
1.21 ACRES

- Located between Texas Avenue and California Avenue in Atlantic City.
- Approximately 1.21 acres in size.
- Facilities include play equipment for children, some benches, and an open play field.
- In use.
- Lighting on site.
- Fair condition.



32. UPTOWN PARK
201 N MASSACHUSETTS AVENUE
4.10 ACRES

- Located between Massachusetts Avenue and Vermont Avenue in Atlantic City.
- Approximately 4.10 acres in size.
- Facilities will include a new running track and other equipment.
- Under construction/rehabilitation.



33. WESTSIDE MEMORIAL PARK
719 HOBART AVE
0.28 ACRES

- Located between Indiana, Hobart, Grant and Lincoln Avenues in Atlantic City.
- Approximately 0.28 acres in size.
- No facilities on site.
- In use.
- No lighting on site.
- Poor condition.



34. WINCHESTER AVENUE MINI PARK
3636 WINCHESTER AVENUE
0.02 ACRES

- Located near Winchester Avenue and Albany Avenue in Atlantic City.
- Approximately 0.02 acres in size.
- Facilities include seating and a planting retaining wall.
- In use.
- Lighting on site.
- Good condition.



35. ABSECON LIGHTHOUSE PARK
301 PACIFIC AVE
2.04 ACRES

- Located between Pacific and Vermont Avenues in the South Inlet section of Atlantic City.
- Approximately 2.04 acres in size.
- Facilities include the Absecon Lighthouse (a historical site listed on the National Register of Historic Places and the State Register of Historic Plans.
- Lighting on site.
- In use.
- Good condition.



36. BOSTON-HASTING TERRACE PARK 0.10 ACRES

- Located between Hasting Terrace and Boston Avenue in Atlantic City.
- Approximately 0.10 acres in size.
- Facilities include landscaping and street plantings.
- In use.
- Lighting on site via street lighting.
- Good condition.



**37. CITY CENTRE PARK
1201 ATLANTIC AVE
0.90 ACRES**

- A special use area located on Atlantic Avenue between North Carolina and South Carolina Avenues in the Downtown section of Atlantic City.
- Approximately 0.90 acres in size.
- Facilities include landscaped open space, seating areas, a small stage, and a bus stop.
- In use.
- Lighting on site.
- Excellent condition.



38. OSCAR MCLINTON PARK
201 N. NEW HAMPSHIRE AVE
4.40 ACRES

- Located between Baltic Avenue and the Boardwalk in the Atlantic City.
- Approximately 4.40 acres.
- Facilities include playground equipment, a pavilion, and seating areas.
- In use.
- Lighting on site.
- Excellent condition.



39. SOUTH BOULEVARD PROMENADE (PROPOSED)
4300 SOUTH BOULEVARD
0.75 ACRES

- Located along South Boulevard in Atlantic City.
- Approximately 0.75 acres in size.
- Facilities include walking path, landscaping and benches.
- In use.
- Lighting on site via street lights.
- Fair/good condition.

Sources:

All pictures from KEPG JUNE and JULY 2006, NOVEMBER 2007

Open Space, Recreation, and Conservation Plan (draft)

Prepared for the City of Atlantic City and the Casino Redevelopment Authority,
JULY 2000, by T&M Associates

Atlantic City Master Plan

Conservation Element



Section 6 - Conservation Element

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Section 6 – Conservation Element

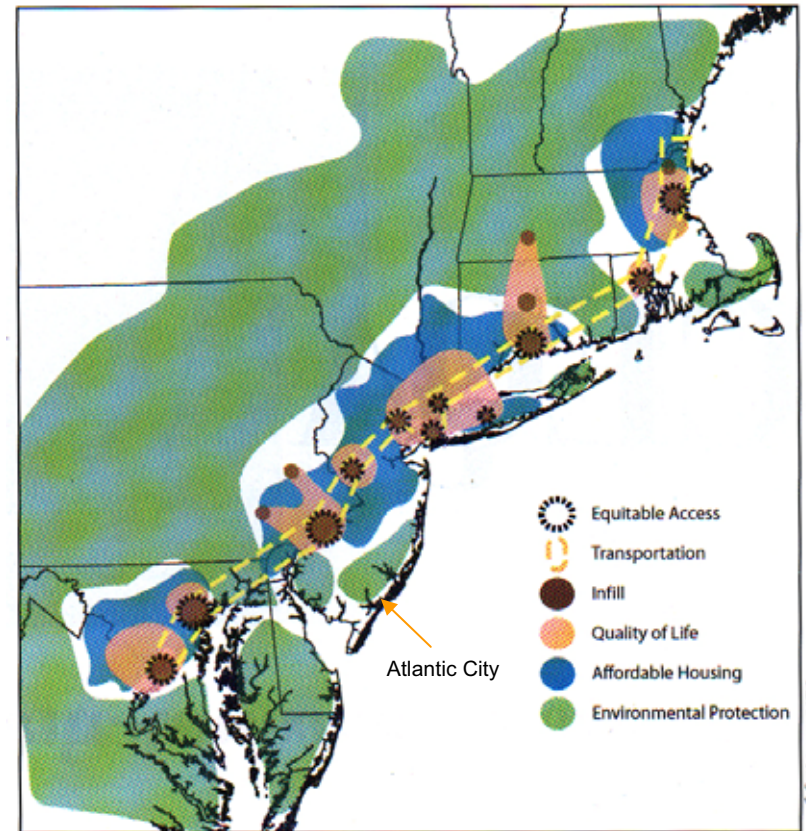
A. INTRODUCTION

The need for a Conservation Plan for Atlantic City raises questions regarding the purpose of such an element. These questions include: Why a Conservation Plan for a community that is totally urbanized? What is to be conserved? Where are the natural resources that require such protection?

Upon further analysis, it is evident that beyond Atlantic City's existing urban area lies a vast expanse of coastal wetlands that surround this world famous barrier island resort destination. These coastal wetlands form a continuous band of marine tidal marshes and waterways that are part of the City's natural environment. They are a vital part of the coastal ecosystem extending the length of New Jersey's shoreline providing open space that is a sanctuary for wildlife, birds and fish and is considered to be the ocean's nursery. Within the jurisdictional boundaries of Atlantic City, these coastal wetlands constitute a substantial portion of the City's undeveloped land area.

The regional significance of conservation and environmental protection in the Atlantic City region is illustrated in the adjacent map which was part of a recent article by Jonathan Barnett titled *Smart Growth in a Changing World*, featured in the March 2007 edition of the American Planning Association monthly magazine.

Accordingly, the purpose of this Conservation Plan is to allow the public to understand their value and to provide a plan to protect these wetlands as an important part of Atlantic City.



B. WETLANDS – AN UNHERALDED NATURAL RESOURCE

The wetlands surrounding Atlantic City are part of a coastal estuary system of salt water tidal marshes that have existed since the barrier islands were formed. To the untrained eye, the vast expanse of marshes may only signal the close proximity to the sea. However, for those who understand tidal marshes and ecosystems, it is clear that they are one of nature's most productive landforms. The adjacent aerial image shows the relationship between the urbanized area and the tidal marsh areas of Absecon Island.

Consider these facts:

1. One acre of wetlands produces more nutrients than a Kansas wheat field;
2. Wetlands are crucial in flood control. The soft meadow mat is like a huge sponge that absorbs and stores water, thus aiding in flood control for coastal communities;
3. Wetlands serve as the ocean's nursery. They provide important breeding habitats for a variety of fish and waterfowl and other avian species;
4. They provide pollution control, purify water through a biogeochemical activity that naturally purifies water that flows through them. They are essentially nature's kidneys and filter many harmful pollutants;
5. The flat landscape of the tidal marshes provide grand scenic views of Atlantic City's spectacular urban skyline, thus enhancing the tourist experience; and,
6. Pristine wetlands habitat provides a foundation for ecotourism which is a multimillion dollar industry in New Jersey.¹

Collectively, these facts demonstrate the enormous value of the coastal tidal marshes that surround Atlantic City. In fact, they represent an excellent opportunity to expand the recreational options in Atlantic City where the success of a tourism based economy relies upon the diversity of recreational opportunities.



¹ Ecotourism: A Natural Alternative for Exploring New Jersey

C. WETLANDS PRESERVATION

Wetlands preservation can be another link in growing the City's overall tourism experience. The potential for ecotourism is enormous along New Jersey's coastal communities. With lush marshes and expansive beaches, the ecology of the region is a venue which can be experienced by visitors. For example, as tourists walk the City's Boardwalk they may be able to view peregrine falcons, which nest in the crevices of the City's hotel rooftops and offer a unique opportunity to view this endangered raptor.

Atlantic City is part of the Atlantic Flyway², a bird migration route, which stretches from Maine to Florida. As part of this flyway, New Jersey's beaches and coastal wetlands serve as a globally significant stopover point for an estimated 1.5 million migratory shorebirds and are home to the world's largest population of horseshoe crabs.³ Within this vast ecosystem, the Atlantic City region currently supports a thriving ecotourism sector in Cumberland and Cape May Counties.

In a report entitled, "Ecotourism: A Natural Alternative for Exploring New Jersey," it is noted that ecotourism generates \$31 million dollars. From a national perspective, in 2001 there were 46 million birdwatchers (ecotourists) who collectively spent \$32 billion dollars.⁴ The ecotourist dollars extend well beyond the act of birdwatching and spill over into other related activities within the destination region.

Ecotourism affords Atlantic City an opportunity to diversify its recreational opportunities by providing a wide range of experiences ranging from gaming and shopping to experiencing the unspoiled

natural expanses surrounding the City. The potential for a multi-dimensional experience is fundamental in providing an enhanced tourist experience by offering a broad range of activities. The Conservation Plan is a means of achieving such a goal.



Source: Ducks Unlimited November/December 2006

² The Atlantic Flyway is comprised of the coastal wetlands that form the habitat and corridor along which Eastern waterfowl and other avian species migrate. See the adjacent map, which shows Atlantic City almost centrally located along the Flyway. Source: Ducks Unlimited Magazine, December 2006 issue, entitled "Atlantic Odyssey", p. 103.

³ New Jersey Coastal Management Program, 2002a

⁴ U.S. Fish & Wildlife Service, Birding in the United States: A Demographic Analysis, p. 4.

D. QUANTIFYING ATLANTIC CITY'S NATURAL ASSETS

Atlantic City's almost 6,800 acres of coastal marshes and accompanying edge habitat form a physical barrier around the City. Of the City's total area of approximately 10,163 acres, 6,786 acres are wetlands and waterways. Thus, approximately 68% of Atlantic City's land area consists of wetlands and related areas. Conversely, the actual urbanized area of the City is about 2,600 acres.

The following data from the State of New Jersey, Department of Environmental Protection, GIS information reflects a summary of wetlands, water and land area in acres:

Category	Total area (acres)
Total area of wetlands	3708.89
Total area of parcels containing wetlands	3,557.99
Total area of water	3,078.95
Total area of City (municipal boundary)	10,086.73
Total area of City parcels	10,163.52

There is a slight difference in the area of wetlands and area of parcels containing wetlands because the former includes some road rights-of-way. Similarly, the slight difference between the total area of the entire City and that of City parcels is because some parcels along the beach extend beyond the City's municipal boundary.

Excluding the total area of wetlands and the total area of water from the total area of the City (municipal boundary), the remaining land area equals 3,298.89 acres. If we exclude 20% from this area for roads, the total developable land in the City equals roughly 2,639 acres. A detailed land area analysis that reflects this calculation is in the Land Use Element.

By comparison, the New Jersey Meadowlands area consists of approximately 19,730 acres of land area with 8,400 acres or 43% wetlands. Within the Master Plan of the Meadowlands, the Land Use Policy has been shaped to "...preserving 8400 acres of wetlands and open space." One of the policy goals of the Meadowlands Plan is, "...improving environmental stewardship..."⁵ Within its planning process, the Meadowlands Commission has initiated an aggressive stewardship program of its wetlands natural resources. Preservation and restoration of wetlands, establishment of "wetland parks," phragmites control, creation of observatories, and trails along wetlands edges form a collage of activities that not only enhance the resource but also enable the public to understand and participate in its preservation. All of this has taken place in an economic environment of sustained growth in a region, which includes 32 square miles and 32 communities.

In Atlantic City, the same opportunity exists to recognize its natural resources and to embrace a posture of stewardship for a resource that is vital to the stability of the region's ecosystem. Atlantic City's strategic location midpoint in the Atlantic Flyway along with control of 6,700 acres of wetlands and waterways, place the community in a unique position to generate land use policies that would establish it as a lead community in advocating advanced conservation policies. The benefits of such action could lead to national acclaim and set the stage for similar conservation practices for surrounding communities.

⁵ New Jersey Meadowlands Commission, Wikipedia Encyclopedia, p.1.

E. ATLANTIC CITY'S CONSERVATION PLAN

To establish a Conservation Plan for Atlantic City, it is paramount that there is a clear understanding of the Plan's components. The purpose of this Plan is to understand the physical and ecological characteristics of the City's wetlands assets, identify their location, pattern of ownership, and the regulatory controls that define how they can be used.

The physical, ecological and locational characteristics of the City's wetlands are clearly defined in various NJDEP mappings and literature. Figure 6.1 shows the tax block and lot locations of wetlands parcels in Atlantic City.

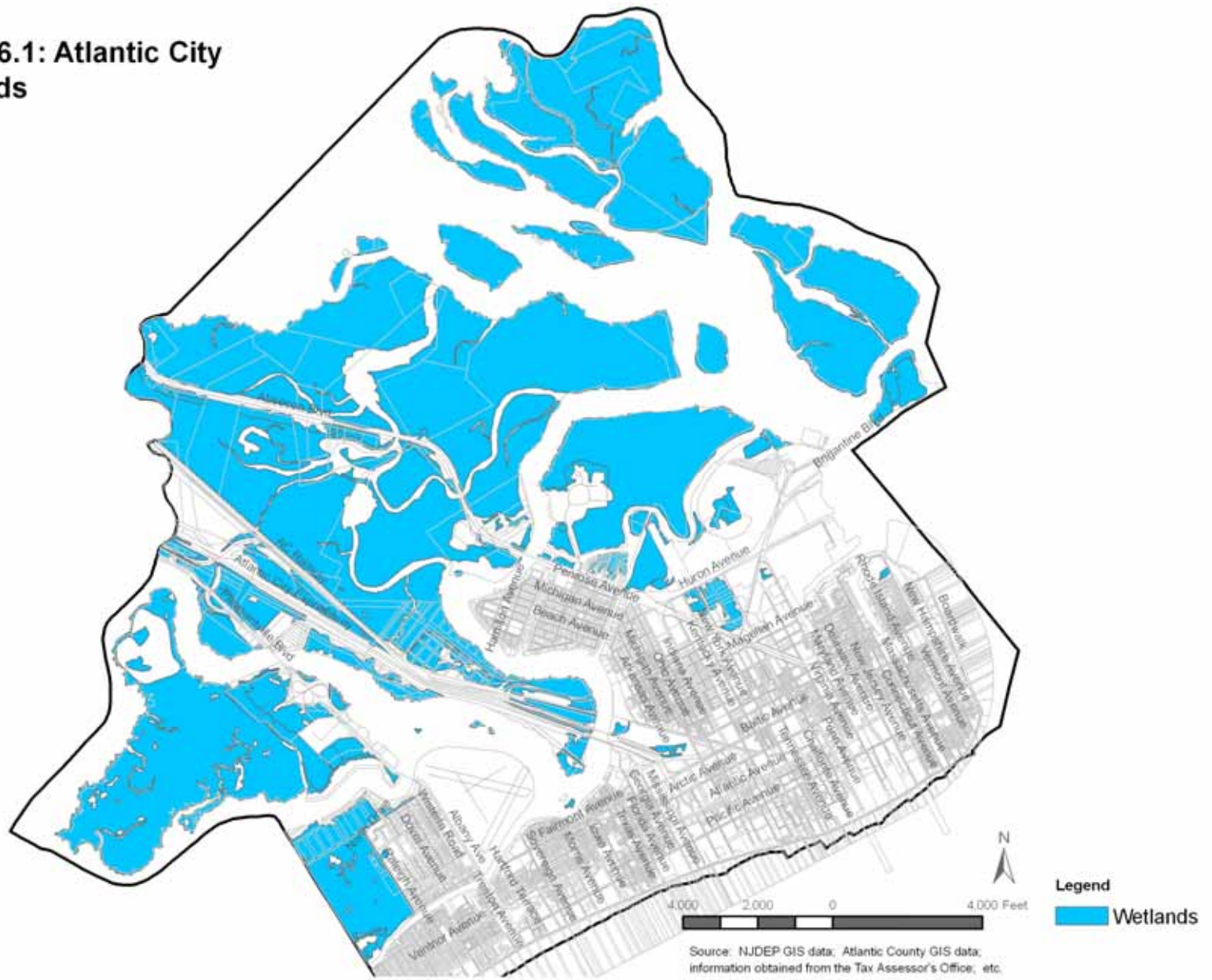
Of the estimated 3,557 acres of wetlands identified as part of the New Jersey State GIS for Atlantic City, these lands are divided into approximately 429 parcels. The array of ownership spans public and private entities. Private ownership is estimated to be 900 acres and public ownership is roughly 2,657 acres.⁶

The diversity of ownership patterns and the multiplicity of wetlands parcels, clearly establishes a need to assess the location and quality of such lands. Geographically, the pattern of ownership by public and private categories and location is reflected in Figure 6.2, which is a map that identifies the wetlands with tax block and lot parcels and their respective geographic location within tidal marsh areas surrounding the City.

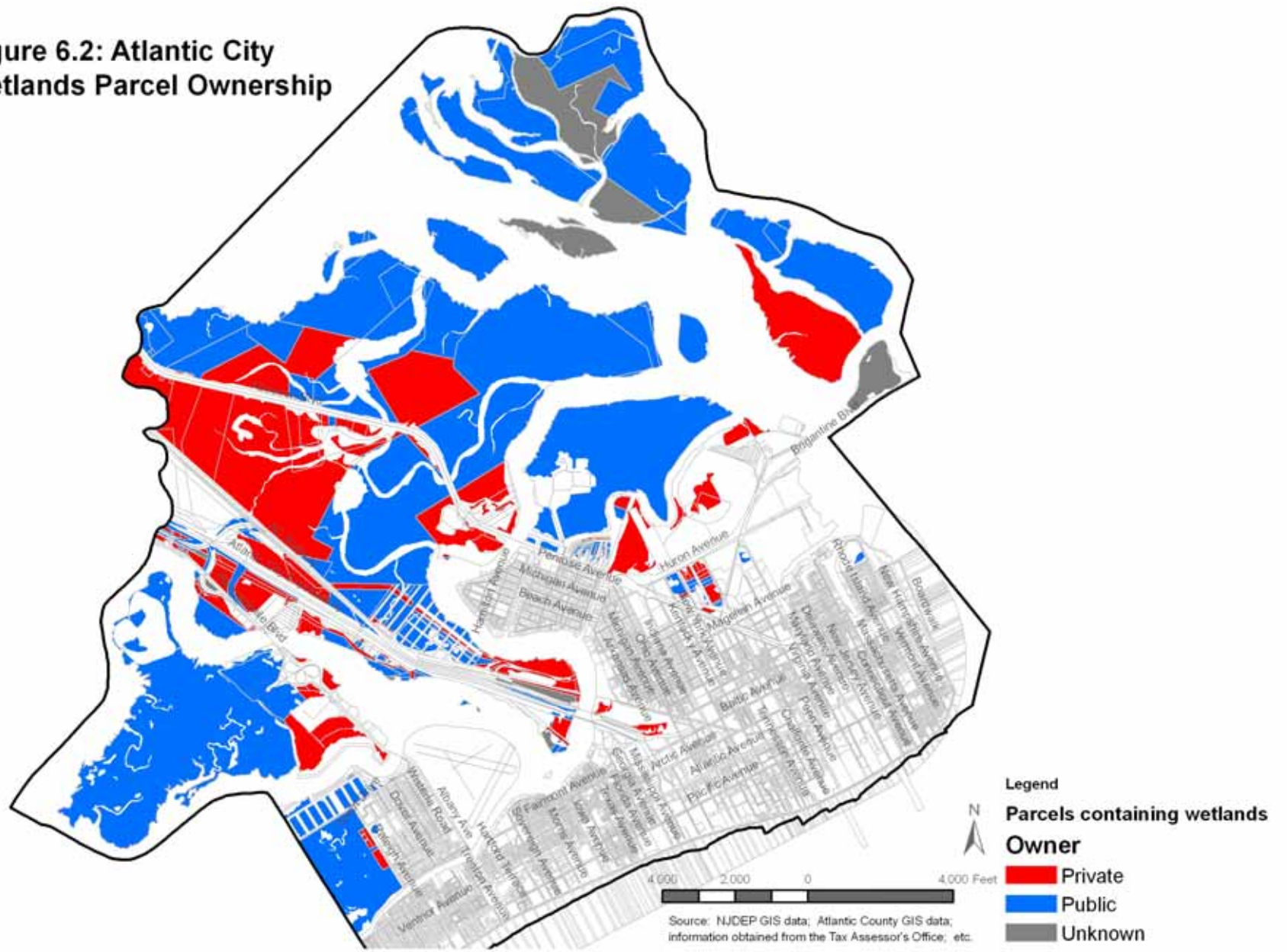


⁶This information has been obtained from local tax data. Its accuracy needs to be validated. For example, Atlantic City Board of Education lands are included for a total of approximately 45 acres on Great Island, which is the site of the existing High School. The data also refers to Harrah's and Borgata owned properties, which also must be verified as to whether or not these lands are actually wetlands. Other questionable listings also exist. Future studies must verify location, acreage and classification. Such analysis is currently beyond the scope of this Plan.

**Figure 6.1: Atlantic City
Wetlands**



**Figure 6.2: Atlantic City
Wetlands Parcel Ownership**



These maps, namely figures 6.1 and 6.2, should form the basis for a preliminary method to inventory the pattern of wetlands ownership in Atlantic City that identifies potential areas for future conservation action. To provide more refined data, the existing maps showing wetlands and parcel ownership data should be overlaid with NJDEP wetlands classification data to determine which parcels can qualify for specific actions as listed hereafter.

The following are specific strategies to define and implement the City's Conservation Plan.

1. Establish an Environmental Commission and prepare a Natural Resource Inventory.
 - a. Upon establishment of an Environmental Commission, the Commission should apply for an Association of New Jersey Environmental Commissions (ANJEC) Grant to prepare a City-wide Natural Resource Inventory which would be a prerequisite for establishing a Conservation Land Use Policy.
2. Validate the existing inventory of wetlands by ownership, size, and quality. Test existing data to refine the accuracy of the base data incorporated in the City's tax data information.
3. Evaluate which parcels represent potential opportunities for conservation action. Figure 6.1 identifies large areas of wetlands in various locations that should be evaluated for inclusion as potential pilot projects for restoration or mitigation endeavors.
4. Partner with Atlantic City Electric, which owns approximately 130 acres of wetlands and discuss options to participate in a pilot wetlands evaluation and restoration program.
5. Partner with Ducks Unlimited, a highly respected non-profit, international organization which has years of experience and an impeccable record of successful wetlands projects within the Atlantic Flyway.
6. Identify the City's Conservation and Ecotourism goals and invite neighboring communities with coastal wetlands to evaluate and establish land use strategies and stewardship policies for the coastal wetlands.
7. Articulate the City's environmental assets via a public education and interpretive signage program at highly visible locations throughout the City.
8. Focus the Conservation Plan to capitalize upon the current need for mitigation banks which will create a cash flow for the City and/or a surplus of wetlands credits that can be used for future projects requiring wetlands mitigation credits, such as the redevelopment of Bader Field.
9. Identify sites for combined mitigation and park projects such as the area commonly known as the "Riverside Tract" where the City owns more than 50% of the estimated 19 acre site.
10. Partner with the Gardner's Basin Organization to provide more ecotourism opportunities via boat tours, aquarium educational opportunities, interpretative displays and research endeavors which collectively provide diversified recreational experiences within the City.
11. Evaluate Atlantic City owned wetlands parcels for creation of City-owned linear "wetlands" areas with interpretative signage which would serve as an educational venue for tourists and citizens alike.

F. IMPLICATIONS OF RISING SEA LEVELS

In 2005, the Woodrow Wilson School of Public and International Affairs at Princeton University conducted a study titled *Future Sea Level Rise and the New Jersey Coast: Assessing Potential Impacts and Opportunities*. This report lays out the need for greater awareness on rising sea levels and its impact on shore communities. The following discussion, based on this report, outlines some much needed coordinated action to sustain coastal communities such as Atlantic City. According to the report:

Accelerated sea level rise, driven by global climate change, will continue to affect the New Jersey coast through permanent inundation, episodic flooding, beach erosion and increased saline intrusion of low-lying areas. As a result, a wide range of impacts on socioeconomic and natural systems is anticipated, including increased damage of property and infrastructure, net loss of coastal wetlands and beaches, declines in coastal bird and wildlife populations and the contamination of groundwater supplies.

Faced with the impacts of a rising sea, the State of New Jersey has responded with a variety of structural and non-structural approaches, with a recent focus on beach nourishment. The primary components of New Jersey's hazard mitigation strategy consist of the acquisition of vulnerable property, beach and dune enhancement, elevating and retrofitting flood-prone structures, and public education. Due to the high value of coastal property and tourism revenues, the use of further structural devices and beach replenishment projects in certain regions may be cost-effective in the near-term. However, management policies that emphasize the permanent protection of the current shoreline will likely result in increased costs and environmental damage when compared to management strategies that require the gradual withdrawal of development from the coast. Management programs focused on protecting the current shoreline will likely lead to the elimination of wetlands and natural beaches in most developed regions such as Atlantic City.

Through the implementation of a regulatory program requiring the gradual withdrawal of development from the coast, policies, such as rolling easements, focused specifically at the preservation of coastal ecosystems could prove useful. Strategies and initiatives which address coastal management at the state and national level are vital. Effective mitigation of the impacts of sea level rise also requires a concerted and long term effort aimed at climate stabilization.

While development will not likely cease within the City, preservation of open space/wetlands as previously outlined in this Conservation Plan element should continue to be strongly regulated and preserved. Additionally, the City should begin to look at methods to address continued beach erosion as the sea levels continue to rise.

G. SUSTAINABLE PRACTICES FOR THE 21ST CENTURY

A green city is one that adopts and implements several environmental friendly policies and practices considering air quality, electricity use and production, environmental perspective, environmental policy, green design, green space, public health, recycling, socio-economic factors, transportation, and water quality.

The U.S. Green Building Council (USGBC) has developed the Leadership in Energy and Environmental Design (LEED) Green Building Rating System, which is the nationally accepted benchmark for the design, construction, and operation of high performance green buildings. By following a comprehensive approach, LEED-certified buildings can have reduced operating costs, healthier and more productive occupants, and conserve natural resources.ⁱ

The City of Atlantic City should encourage such practices of green design new and existing development. In addition, the zoning codes should be revised by building on the concepts of new urbanism, smart growth and sustainable development, and the goals and vision of this Master Plan.

H. SUMMARY OF RECCOMENDATIONS

For many years, local governments have viewed the coastal wetlands as areas regulated by the New Jersey Department of Environmental Protection with the understanding that the jurisdiction of that agency governs and protects the coastal wetlands in and around Atlantic City.

However, with almost 68% of the City's area designated as coastal wetlands and waterways, it is imperative that the City's planning process include a natural resource inventory to define categories of wetlands and their respective vitality so that the City can also participate in the stewardship of these valuable resources.

As Atlantic City expands, the economics of land use will define future land use policies at state and local levels. Therefore, it is imperative that the City fully comprehend the importance of its environmental assets and the need for its preservation. Only by doing so can Atlantic City establish a valid policy of stewardship.

By understanding its environmental assets and venturing to develop a stewardship program, the City may also add another dimension in the expansion of experiences visitors, and citizens alike, can have while in Atlantic City. By taking the lead in developing a Natural Resource Inventory, which becomes an assessment of its environmental assets, the City can tap a nationwide billion dollar ecotourism industry which it is currently not addressing.ⁱⁱ

These efforts will further help to address the issues of rising sea levels and the need for sustainable development within the City. Careful planning and development decisions, recognizing the limits of the local environment, are necessary. The requirement of LEED certification on all future development should be implemented immediately. The Meadowlands has such a program that is working well for the redevelopment plan in that area.

Lastly, identifying potential wetland mitigation banks can generate lucrative assets for its taxpayers.ⁱⁱⁱ

ⁱ U.S. Green Building Council www.usgbc.org Referred October 2007

ⁱⁱ New Jersey Tourism Master Plan, August 1997, p. 111-153, "New Jersey has extensive natural resources to serve the growing ecotourism market...currently there is no statewide plan for ecotourism development."

ⁱⁱⁱ Mitigation banks are areas of land on which man-made wetlands are created to offset wetlands destroyed for public purpose projects. For example, in the construction of the Atlantic City High School, 7.5 acres of wetlands were destroyed to install tennis courts. To replace these lands, the Board of Education authorized the creation of nine (9) acres of wetlands in another location to receive U.S. Army Corps of Engineers approval.

Atlantic City Master Plan

Historic Preservation Element



Section 7 – Historic Preservation

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APPENDIX – 7A

A. INTRODUCTION AND BACKGROUND

What is Historic Preservation?

Historic preservation embodies the public appreciation and respect for those parts of the built environment that bear witness to our local and national heritage. In essence, historic preservation is the method by which local governments, businesses, property owners, residents, and institutions join together to take pride in their collective history and their community's own identity and character. Historic properties are often fragile resources, which, if left unprotected, may fall prey to deterioration, demolition, and irreversible alteration.

In many communities, the protection of historic resources in the built environment is as important as the protection of air and water quality, open space, and wildlife found in the natural environment. The purpose of this Historic Preservation Master Plan element is to identify local historic resources, evaluate current issues regarding those resources, and recommend implementation measures to preserve, re-use, rehabilitate, and protect the physical legacy of Atlantic City's proud past.

Historic Overview of Atlantic City

The following is a historical overview of Atlantic City's planning and development based on numerous sources including the 1978 and 1987 Master Plans and other research made available through the Atlantic City Free Library.

In 1852, Dr. Jonathan Pitney, of Absecon Village and Richard B. Osborne, a civil engineer from Philadelphia developed a vision for a resort town catering to the working classes. This scheme was also developed as part of a long term investment strategy for himself and his fellow visionaries. Early on, the visionaries realized that the potential prosperity of this newly conceived excursion city was directly dependent upon excellent transportation. This resulted in a charter to construct a railroad to the coast, which was obtained from the New Jersey Legislature in March 1852. In 1854, when the railroad was completed, the Camden and Atlantic Railroad Co.

began buying land within the region for the purposes of establishing a resort town.

Prior to the railroad construction, only seven houses existed on Absecon Island. Four of which belonged to the Leeds family, Jeremiah Leeds being the first permanent settler. By 1853, streets had been laid out in a rigid orthogonal plan arranged for maximum profit from lands sales. At the completion of the railroad in 1854, Atlantic City opened its first season as a resort town; there were five hotels and twenty houses. The City was subsequently incorporated on May 1, 1855, resulting in the birth of Atlantic City as we know it today.

The City grew rather slowly for the first ten years. In 1864, with a permanent population of 500 and a summer population just short of 10,000, Atlantic City was still essentially a village. High tides flooded the streets, cattle were allowed to roam at large and the Island abounded with mosquitoes. With the exception of the Lighthouse erected in 1856, there were no buildings on the Island above four stories in height. Between 1852 and 1870, there were no permanent structures on the beach. Bath houses were crude structures carried down to the water in the summer and dragged into the dunes in the winter. Exclusive property rights down to the high water line had not yet appeared. The first Boardwalk was constructed in 1870, extending from the Absecon Lighthouse to the Seaview Excursion House. It was 8 feet wide and assembled in portable sections, functioning mainly as a walkway over areas of mosquito marsh and soft sand. The construction of the first Boardwalk was the beginning of the urbanization of the beach; it marked the beginning of the seashore boardwalk in America, which was to become a unique national institution. Initially there were no thoughts of using the Boardwalk as a business thoroughfare. The first rules prohibited erection of buildings within a 30-foot distance of it. There were no beachfront hotels; the hotels remained several hundred feet from the Boardwalk. All the hotels were of frame construction, and none was over three stories. With the development of the Boardwalk, the number of hotels proliferated, and forty boarding houses sprang up in their wake.

The most intense development took place between 1875 and 1910. The permanent population of 1,043 in 1870 was to increase tenfold in the next fifteen years, with commensurate increases in construction. The first City Hall and Fire Department were built in 1875. The first brick building in the City, the office of the Atlantic Review, was in use as early as 1876. By 1880, the permanent population was 5,477, with the summer population over 34,000. The Pennsylvania Railroad completed the first direct rail connection with New York City in 1880, reducing travel times between Philadelphia and Atlantic City to one and one-half hours. Hotel interests dominated the economy. The Gopsills Directory for 1882 listed 320 hotels and boardinghouses.

The second Boardwalk was constructed in 1880, and by 1883 it was clearly a business street. The City Directory shows 100 places of business permanently located, with transient businesses in stalls and stands doubling the total. The first public amusement pier was constructed in 1882, the first example of that building form in the United States; additional piers were built in 1884 and 1887. The first permanent bath house was built at this time, with two stories and 116 dressing rooms. By 1890 Atlantic City was an accomplished national resort, a cultural symbol, a monument to the pursuit of pleasure in America. Travel time from Philadelphia had been reduced to 68 minutes. The huge resultant demand for accommodations brought the number of hotels and boardinghouses up to 500, although all the large hotels built on the Boardwalk prior to 1860 were torn down between 1890 and 1900. At this time, the first building over 100 feet high was constructed. There were over 5,000 structures in the City, two-thirds of them cottages of the frame gingerbread type. The Boardwalk became a formidable steel-framed boulevard crammed with shops, a vast merchandising promenade.

Atlantic City's heyday produced architecture unique in the history of city-building in America. There existed an infinite variety of architectural styles. Many of the commercial buildings were wildly eclectic exercises in fantasy architecture. The French Chateau-style Dennis Hotel, now Bally's, opened in 1860 and is the oldest standing hotel on the beach today. The Marlborough was completed in 1902 in the Queen Anne shingle-style; and the extravagant, baroque Blenheim was completed in 1906. By 1910 the years of expansion

were over, the City having reached its zenith with nearly 50,000 residents. The accommodation industry leveled out with over 700 hotels and boarding-houses. Atlantic City was no longer the terminus of an exciting rail system, as other modes of transportation infringed on the railroads' monopoly on the Jersey Shore. In 1940 Atlantic City began losing population and the great hotels were having a difficult time, both evidence of the City's diminished vitality.

By the 1960's, the problems of Atlantic City, though characteristic of all American urban communities, were compounded by its highly seasonal resort economy and had serious implications for the life of the City. The rise of jet travel throughout the country led to a decline in population and visitors in Atlantic City. In a hard fought campaign throughout the 1970's, state voters were convinced that by allowing casino gambling, Atlantic City could be revitalized. In 1978 the Resorts International casino and hotel opened. The attraction was so popular that many tourists had to wait a couple of hours just to enter the building. By the 1980's, gambling was a thriving business and the rail line from Philadelphia was resumed. The 300,000 visitors who came to Atlantic City in 1978 were dwarfed by the 33 million a decade later. The casino industry seemed to have revitalized the city. By the mid 1980s development along the Atlantic City boardwalk was increasing rapidly. Many older buildings were being demolished to make way for new casinos and hotels. At this same time all casinos were required to contribute 1.25% of their gross revenue to the Casino Reinvestment Development Authority (CRDA). The revenue collected was used to clear the way for new casino development and to clean up the decayed areas of the City. By the end of the decade there was hope that Atlantic City would return to being a top resort destination in the country.

During the 1990's there was little casino development within the city. CRDA was implementing programs to clean up and reinvigorate the deteriorated areas of the City. By the year 2000, the Atlantic City population grew from 37,986 in 1990 to 40,517 in 2000. Currently there are 12 casinos in Atlantic City and many opportunities for entertainment.

The Importance of Preservation

The years following World War II brought dramatic changes to the face of America. Interstate highways and airports, suburbs and shopping centers, skyscrapers and urban renewal, all combined to alter the country's urban and rural landscapes. But in the process of rapid growth, hundreds, even thousands of landmarks rich in tradition and historic symbolism have been thoughtlessly destroyed. Throughout the country, countless sites of historic, architectural and symbolic value have been bulldozed into oblivion. Many others – not of implicit architectural or strictly historic value, but which represented ties to the past embracing the traditional values and emotions of people in particular locality – have also been lost. During this period, few tools existed to shield the Nation's built heritage from the blind rush of progress and economic imperatives.

The original ideal of historic preservation as an isolated activity limited to showplace restorations or museums has been superseded by a view of preservation as a facet of broader cultural concerns. The architecture of a city serves as an historic commentary, a rich and complex, slowly assembled museum embodying the growth and development of the city and its people. It is the most powerful physical evidence of the aspirations and accomplishments of its residents. Respect for and preservation of not only superb individual buildings is essential to the task of maintaining historic continuity, linking the past city with the present. Neighborhoods with strong architectural unity and special site and structure relationships which establish a unique harmony must be protected for their important contributions to the quality of life within a community. For these compelling reasons, it is society's obligation to preserve its architectural heritage.¹

Beyond the philosophical rationale for historic preservation, other needs must be considered. The desire to retain important and worthwhile architecture from the past must be sensitively balanced with contemporary issues reflecting the social, economic and other realities of contemporary times. Fortunately, it is understood that old does not automatically mean obsolete or that new does not automatically imply functional or economic superiority. Recent preservation and adaptive renovation efforts indicate that fine old

structures often have inherent commercial value exclusively attributable to their unique character and age. It must be recognized that numerous competing forces must ultimately be reconciled in a workable scheme where preservation and redevelopment can coexist, and careful evaluation of all possible alternatives must be undertaken. It is necessary to establish a specifically applicable hierarchy of objectives, to investigate fully the feasibility of preserving, reusing or incorporation of existing structures, assessing both financial and structural feasibility.

The protection of architecture as a cultural resource requires a broad and sensitively selected set of criteria. For guidance, the National Register of Historic Places, defines sites, buildings, structures and objects which possess integrity of location, design, setting, materials, workmanship, feeling and association as possible candidates for inclusion. Also to be considered are those sites or buildings which embody the distinctive characteristics of a type, period or method of construction. Buildings which represent the work of a master or which possess high artistic values are to be considered, as are those associated with significant historical figures or events. An expanded definition may be called for in specific instances.

B. NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior.²

Over 80,000 listings make up the National Register, and these include:

- All historic areas in the National Park System;

- Over 2,400 National Historic Landmarks, which have been designated by the Secretary of the Interior because of their importance to all Americans;
- Properties across the country that have been nominated by governments, organizations, and individuals because they are significant to the nation, to a state, or to a community.

National Register properties are distinguished by having been documented and evaluated according to uniform standards. These criteria recognize the accomplishments of all peoples who have contributed to the history and heritage of the United States and are designed to help state and local governments, Federal agencies, and others identify important historic and archeological properties worthy of preservation and of consideration in planning and development decisions.

Listing in the National Register contributes to preserving historic properties in a number of ways:

- Recognition that a property is of significance to the Nation, the State, or the community.
- Consideration in the planning for Federal or federally assisted projects.
- Eligibility for Federal tax benefits.
- Qualification for Federal assistance for historic preservation, when funds are available.

Historic places are nominated to the National Register by the State Historic Preservation Officer (SHPO) of the State in which the property is located, by the Federal Preservation Officer (FPO) for properties under Federal ownership or control, or by the Tribal Preservation Officer (TPO) if the property is on tribal lands. Anyone can prepare a nomination to the National Register; generally nomination forms are documented by property owners, local governments, historical societies or SHPO, FPO or TPO staff. Nominations by States are submitted to a State review board, composed of professionals in the fields of American history, architectural history, architecture, prehistoric and historic archeology, and other related disciplines. The review board makes a recommendation to the SHPO either to approve the nomination if, in

the board's opinion, it meets the National Register criteria, or to disapprove the nomination if it does not.

During the time the proposed nomination is reviewed by the SHPO, property owners and local officials are notified of the intent to nominate and public comment is solicited. Owners of private property are given an opportunity to concur in or object to the nomination. If the owner of a private property, or the majority of private property owners for a property or district with multiple owners, objects to the nomination, the historic property cannot be listed in the National Register. In that case, the SHPO may forward the nomination to the National Park Service only for a determination of eligibility. If the historic property is listed or determined eligible for listing, then the Advisory Council on Historic Preservation must be afforded the opportunity to comment on any Federal project that may affect it.

The SHPO forwards nominations to the National Park Service to be considered for registration, if a majority of private property owners has not objected to listing. During the National Register's evaluation of nomination documentation, another opportunity for public comment is provided by the publication of pending nominations in the Federal Register.

The National Register's standards for evaluating the significance of properties were developed to recognize the accomplishments of all people who have made a significant contribution to the country's history and heritage. The criteria are designed to guide State and local governments, Federal agencies, and others in evaluating potential entries in the National Register.

Criteria for Evaluation

Properties are evaluated based on the quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- That are associated with events that have made a significant contribution to the broad patterns of history; or

- That are associated with the lives of persons significant in the nation's past; or
- That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- That has yielded or may be likely to yield, information important in prehistory or history.

Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years are not considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life; or
- A cemetery which derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

- A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or
- A property achieving significance within the past 50 years if it is of exceptional importance.

The New Jersey Register of Historic Places ³

The New Jersey Register of Historic Places is the official list of New Jersey's historic resources of local, state, and national interest. Created by the New Jersey Register of Historic Places Act of 1970 (N.J.S.A. 13:1B-15.128 et seq.), the New Jersey Register is closely modeled after the National Register program. Both Registers have the same criteria for eligibility, nomination forms, and review process. Nearly every municipality in New Jersey has properties significant in architecture, history, archaeology, engineering and/or culture that are eligible for the New Jersey and National Registers.

Benefits of Listing

Inclusion in the National Register enables the owner of a property to take advantage of financial benefits, such as a 20% federal income tax credit for a substantial rehabilitation of an income-producing building. The rehabilitated building must be a certified historic structure that is subject to depreciation, and the rehabilitation must be certified as meeting standards established by the National Park Service. For properties listed in the New Jersey Register, the New Jersey Historic Trust offers matching grants and low interest loans for rehabilitation and restoration to state, county and municipal agencies and nonprofit organizations. The New Jersey and National Registers provide a degree of review and protection from public encroachment. Section 106 of the National Historic Preservation Act of 1966, as amended, provides for review of any federally licensed, financed or assisted undertaking for properties listed in, or eligible for listing in, the National Register. The New Jersey Register law requires review of any state, county or municipal undertaking involving properties listed in the New Jersey Register. These reviews are designed to prevent destruction or damage of historic resources by public agencies.

C. TAX INCENTIVES FOR HISTORIC PRESERVATION

Historic Preservation Tax Incentives⁴

The Federal Historic Preservation Tax Incentives program is one of the Nation's most successful and cost-effective community revitalization programs. The program fosters private sector rehabilitation of historic buildings and promotes economic revitalization. The Federal Historic Preservation Tax Incentives are available for buildings that are National Historic Landmarks, that are listed in the National Register, and that contribute to National Register Historic Districts and certain local historic districts. Properties need to be income-producing and be rehabilitated according to standards set by the Secretary of the Interior.

Jointly managed by the National Park Service and the Internal Revenue Service in partnership with State Historic Preservation Offices, the Historic Preservation Tax Incentives program generates jobs, both during the construction phase and in the spin-off effects of increased earning and consumption. The program also creates moderate and low-income housing in historic buildings. Rehabilitation of historic buildings attracts new private investment to the historic core of cities and towns and is crucial to the long-term economic health of many communities. Enhanced property values generated by the Historic Preservation Tax Incentives program result in augmented revenues for local and state government through increased property, business, and income taxes.

Investment Tax Credit Program⁵

Tax incentives leverage private investment in historic properties through income tax credits for qualified rehabilitation projects. The Investment Tax Credit (ITC) program also known as Historic Tax Credits is administered by the National Park Service through the New Jersey Historic Preservation Office. This office has promoted reinvestment in historic buildings since 1976. The program provides federal income tax credits for rehabilitation of income producing historic properties.

To qualify for the program, rehabilitation projects must involve income producing historic properties included in the National Register of Historic Places, either individually or as a contributing property in a historic district. The rehabilitation is reviewed by the SHPO and the National Park Service, and must meet the Secretary of the Interior's Standards for the Treatment of Historic Properties.

In New Jersey last year, 38 projects representing over \$115 million in preservation investment were initiated or continued as part of the ITC program. This large-scale private investment is a direct result of a historic preservation tool that is designed to encourage economic investment in New Jersey while helping to preserve the historic resources of the State. Many of these projects would not happen if not for the incentive offered by the ITC program. Often these projects involve redevelopment in urban areas where they are critical to the revitalization efforts within our cities.

Local Historic Preservation Tools

The New Jersey State Historic Preservation Office (SHPO) recommends that the most effective way to protect historic resources and promote architectural and archaeological heritage is through local stewardship. When implemented at the local level, historic preservation activities can take the form of historic preservation master plan elements, comprehensive zoning ordinances, regulated code enforcement, or public education and outreach programs. Local initiatives have far reaching effects on preserving historic resources for future generations. The SHPO provides technical assistance, training, and other resources for historic preservation to New Jersey's communities through a variety of programs.⁶

Local Historic Preservation Ordinances

Municipalities in New Jersey obtain their authority to identify, evaluate, designate, and regulate historic resources (individual sites and districts) from the Municipal Land Use Law (MLUL), the enabling legislation for municipal land use and development, planning, zoning, and, since 1986, historic preservation zoning. A 1999 survey, by the HPO, of New Jersey's 566 municipalities revealed that 165

communities had historic preservation commissions established by local ordinance. The historic preservation ordinance is an extension of the municipality's zoning laws, and should be tailored to the community's character and historic preservation goals.

Historic Preservation Commissions

The Historic Preservation Commission (HPC) is created and defined by the local ordinance. The MLUL requires that the HPC consist of between five and nine members, plus alternates, who have a variety of backgrounds ranging from preservation professionals to citizen advocates. HPC's may be either Advisory, where the Commission only makes recommendations to the planning board, or Regulatory, where the Commission itself is empowered to make final decisions on projects subject to its review.

Certified Local Government Program

The Certified Local Government (CLG) program offers municipalities the opportunity to participate more directly in state and federal historic preservation programs. Participation in the CLG program requires that a municipality have a historic preservation ordinance and a historic preservation commission conforming to the specifications of both the Municipal Land Use Law and the National Park Service approved New Jersey Certified Local Government Guidelines. As a CLG, the community is eligible to apply for Historic Preservation Fund (HPF) grants for a variety of local preservation activities.

D. HISTORIC STRUCTURES IN ATLANTIC CITY

An inventory of Atlantic City properties that have a State or National designation is presented in Table 7.1. These State of New Jersey and National Registers of Historic Places listings include properties and historic districts in Atlantic City for which a formal action was taken by the State Historic Preservation Officer or designee. The listings are current through the end of 2002, and the HPO updates these listings on a periodic basis to reflect ongoing additions and corrections.

The listings itemize the buildings, structures, sites, objects, and districts listed on the New Jersey Register of Historic Places (SR) and the National Register of Historic Places (NR). They also include resources that have received opinions of eligibility from the State Historic Preservation Officer (SHPO Opinion). These properties and historic districts all meet the New Jersey and National Register criteria for significance in American history, archaeology, architecture, engineering or culture, and possess integrity of location, design, setting, materials, workmanship, feeling and association.⁷

As seen in the Table, there are 32 properties in Atlantic City, which have received State or National designations. Out of these, nine buildings have been demolished, and eight existing properties have National Register designation. The remaining properties have State designation and/or opinions of eligibility from the State.

Table 7.1: New Jersey and National Registers of Historic Places Listings in Atlantic City			
No.	Description	Location	Designation
1	Absecon Lighthouse	Pacific and Rhode Island Avenues	NR SR
2	Atlantic City High School	Pacific and Ohio Avenues	SHPO Opinion
3	Atlantic City Convention Hall/Boardwalk Hall	Boardwalk between Pacific, Mississippi, and Florida Avenues	NR SR SHPO Opinion
4	Atlantic City Post Office	1701 Pacific Avenue	SHPO Opinion
5	Atlantic City Armory	Absecon Boulevard and New York Avenue	SHPO Opinion
6	Barclay Court	9-11 South Pennsylvania Avenue	NR SR SHPO Opinion (Demolished)
7	Beth Israel Synagogue	34 South Pennsylvania Avenue	SR
8	Beth Kehillah Synagogue Building (H.G. Rosin Senior Center)	901 Pacific Avenue	SHPO Opinion
9	Blenhiem Hotel	Boardwalk and Ohio Avenue	NR (Demolished)
10	Camden and Atlantic Railroad Historic District	Railroad right-of-way from Pensauken and Camden to Atlantic City	SHPO Opinion
11	Church of the Ascension	1601 Pacific Avenue	NR SR
12	Equitable Trust Bank Building	2030 Atlantic Avenue	SHPO Opinion
13	Federal Building and Post Office	Pacific and Pennsylvania Avenues	SHPO Opinion (Demolished)
14	Fire Station #8	140 North Indiana Avenue	DOE SHPO Opinion
15	Fire Station #9	734 North Indiana Avenue	DOE SHPO Opinion
16	Friends Meeting House	Pacific and South Carolina Avenues	SHPO Opinion (Demolished)
17	Holmhurst Hotel	South Pennsylvania Avenue	NR SR (Demolished)
18	Madison Hotel	123 South Illinois Avenue	NR SR

			SHPO Opinion
19	Morton Hotel	150 Virginia Avenue	NR SR (Demolished)
20	Cinema Video Inc.	3112 Atlantic Avenue	SHPO Opinion
21	Raphael-Gordon House	118 South Newton Street	SHPO Opinion
22	St. Nicholas of Tolentine Church	1409-1421 Pacific Avenue	NR SR SHPO Opinion
23	Santa Rita Apartments	66 South Carolina Avenue	NR SR (Demolished)
24	Segal Building	1200 Atlantic Avenue	NR SR
25	Shelburne Hotel	Michigan Avenue and the Boardwalk	NR SR (Demolished)
26	South Maine Avenue Streetscape	South Maine Avenue between Atlantic Avenue and the Boardwalk	SHPO Opinion (Demolished)
27	2-6 South Virginia Avenue	2-6 South Virginia Avenue	SHPO Opinion
28	Traymore Hotel	Boardwalk and Illinois Avenue	NR (Demolished)
29	Union Railroad Station (Bus Station)	2101 Arctic Avenue	(Demolished)
30	Warner Theatre (façade)	Atlantic City Boardwalk between Michigan and Arkansas Avenues	SHPO Opinion
31	Westside All Wars Memorial Building	1510 Adriatic Avenue	SHPO Opinion
32	World War I Memorial	South Albany Avenue, Ventnor Avenue and O'Donnell Parkway	NR SR
<p>a. NR: This abbreviation indicates that a property is listed on the National Register of Historic Places.</p> <p>b. SHPO Opinion: This is an opinion of eligibility issued by the State Historic Preservation Officer. It is in response to a federally funded activity that will have an effect on historic properties not listed on the National Register.</p> <p>c. SR: This abbreviation indicates that a property is listed on the New Jersey Register of Historic Places (State Register).</p> <p>Source: NJ DEP – Historic Preservation Office</p>			

E. HISTORIC PRESERVATION RECOMMENDATIONS

Atlantic City's Historic Preservation Goals

Atlantic City has recognized its deep and varied historic roots and understands that its many remaining historic properties are unique resources, which should be preserved and protected for future generations. It also recognized that those resources must be adapted, from time to time, to meet changing lifestyles and trends. This means that the City must play an active role in the stewardship of those properties that it identifies as significant and worthy of preservation. The following historic preservation goals are recommended for Atlantic City:

Goal 1: Promote and enhance community awareness and appreciation of historic resources.

Goal 2 Ensure that all municipal actions encourage and promote the preservation of Atlantic City's historic resources.

Goal 3 Create an economic environment that makes the preservation, protection and recognition of historic resources attractive to all segments of the City.

Atlantic City Preservation Issues

Atlantic City is particularly rich in unique architectural resources. Those buildings and monuments remaining from Atlantic City's heyday evoke a powerful image of the era in which they were created and of the grand resort that Atlantic City once was. They recapture the romance and feel of turn-of-the-century America, as they constitute a basic component of the unique, original resort environment. They present an opportunity to spread the awareness of Atlantic City's potential and the opportunity to preserve its special character in the face of large-scale new development which exists today.⁸

Of great concern to planners is the notion that development of Atlantic City will not be just a "normal" revitalization, but rather a

rebuilding, which will ultimately result in a change of "scale." The City has witnessed large, multi-use resort complexes supplementing the smaller-scale old and beautiful hotels of the past; the once highly seasonal nature of the City has transformed into a year-round center of activity; and, generally, the basic "metabolism" of the City has changed.

Reasonable and prudent measures need to be taken to reduce the possible adverse effects of boom development on the existing fabric of the City and to avoid the loss of all connections with the past. Plans which will not only minimize the destruction or unnecessary alteration of unique and irreplaceable structures, but will also preserve the integrity of the City at every level are necessary.

Structures Recommended for Preservation

KEPG has identified a series of buildings which, may be of sufficient architectural, historic or other importance to warrant further consideration of their preservation. A photographic inventory is presented at the end of this element in Appendix-7A, in which, all such potentially eligible buildings are included. In addition to this being preliminary inventory of buildings that warrant consideration for historic protection/rehabilitation, there is a notation on those buildings that may qualify for National Register of Historic Places designation. While many of the resources have accurate historical backgrounds, some resources lack specific details. However, it is important to include the resources found in the City as the beginnings of a detailed inventory.

A list of properties included in the photographic inventory is presented in Table 7.2 on the following page. The list includes important historical resources, categorized by the area in which they are located. Each of the resources mentioned on the list is identified on Figure 7.1 A thru C. It should be emphasized that this evaluation, though serving the purposes of a comprehensive Master Plan, in no way represents a final and objective study on a building-by-building basis, which would ultimately be required to determine a particular building's true historic or architectural importance and, thereby, its eligibility for formal listing on the National Register of Historic Places.

Table 7.2: Historic Areas and Structures

No.	Building Name	Address
1	Gardner's Basin	800 N. New Hampshire Ave.
2	U.S. Coast Guard	900 Beach Thorofare
3	Absecon Lighthouse	31 S. Rhode Island Ave.
4	Price Memorial AME Zion Church	525 Atlantic Ave.
5	Old Fire House	519 Atlantic Ave
6	Beth Kehillah Synagogue	901 Pacific Ave
7	First United Presbyterian Church	1015 Pacific Ave
8	Guaranteed Trust Bank Building	1125 Atlantic Ave
9	Atlantic City Chamber of Commerce	1125 Atlantic Ave
10	Chamber of Commerce	1200 Atlantic Ave
11	Wachovia Bank	1301 Atlantic Ave
12	Richmond Ave Public School	4115 Ventnor Ave
13	Ridgeway Apartments	4011 Atlantic Ave
14	Knife and Fork Inn	2405 Atlantic Ave
15	Masonic Temple	3515 Ventnor Ave
16	Eldredge Chelsea Fireproof Warehouse	3528 Atlantic Ave
17	Providence Motor Car	3500 Atlantic Ave
18	Law Office	3123 Atlantic Ave
19	Health Office	3121 Atlantic Ave

20	Commercial Store	3112 Atlantic Ave
21	Chelsea Baptist Church	2908 Atlantic Ave
22	Soldiers & Sailors of Civil War Memorial	3501 Atlantic Ave
23	Albany Ave Monument	3501 Atlantic Ave
24	Atlantic City Fire Station 6	4025 Atlantic Ave
25	Chelsea Hebrew Congregation	3923 Atlantic Ave
26	U.S Post Office	1701 Pacific Ave
27	St. Nicholas of Tolentine	1401 Pacific Ave
28	Central Methodist Episcopal Church	1213 Pacific Ave
29	Church of Ascension	30 S. Kentucky Ave
30	Atlantic City Fire Station 4	2700 Atlantic Ave
31	Our Lady Star of the Sea	2651 Atlantic Ave
32	Tabers Building	1635 Atlantic Ave
33	White House	2301 Arctic Ave
34	Carpernters Hall Local 623	26 S. New York Ave
35	Morris Guard (Aminata)	20 S. New York Ave
36	Newberry Building	1424 Atlantic Ave
37	Delicatessens Building	1326 Pacific Ave
38	Board of Education	1809 Pacific Ave
39	Sun National Bank	2028 Atlantic Ave
40	Institute for Human Development	1315 Pacific Ave
41	Asbury ME Church	1713 Arctic Ave
42	Columbus Hotel	1408 Pacific Ave
43	Madison House	125 S Martin Luther K

44	Convention Hall	2301 Boardwalk
45	Fountain on Garden Pier	600 Boardwalk
46	Garden Pier	601 Boardwalk
47	Kline Memorial	905 Pacific
48	Old Fire House	15 S Pennsylvania Ave
49	Apartments	33 S North Carolina Ave
50	St. James AME Church	101 N New York Ave
51	Raphael Gordon House	118 S Newton Ave
52	Chelsea Community Presbyterian Church	9 S Chelsea Ave
53	Riviera Building	101 S Raleigh Ave
54	Boardwalk National Bank	1325 Boardwalk
55	Central Pier	1400 Boardwalk
56	Kennedy Sculpture	2301 Boardwalk
57	Korean War Memorial	1801 Boardwalk
58	Steel Pier	1100 Boardwalk
59	The Shoe Stop/ Sundaes Ice Cream	1317 Boardwalk
60	Ritz Condominiums	2721 Boardwalk
61	Public School (Board of Education)	28 N Brighton Ave
62	Atlantic City Fire Station 2	138 N Indiana Ave
63	Claridge Hotel	1811 Boardwalk
64	Second Baptist Church	110 Rev Dr Isaac S Cole
65	Resorts Casino Hotel	1121 Boardwalk
66	Atlantic City Fire Station 3	732 N Indiana Ave

67	Carnegie Library Center	35 S Martin Luther King
68	Civil Rights Memorial	35 S Martin Luther King
69	Marburg Building	22 S. Martin Luther King

Figure 7.1(A): Historic Preservation Sites

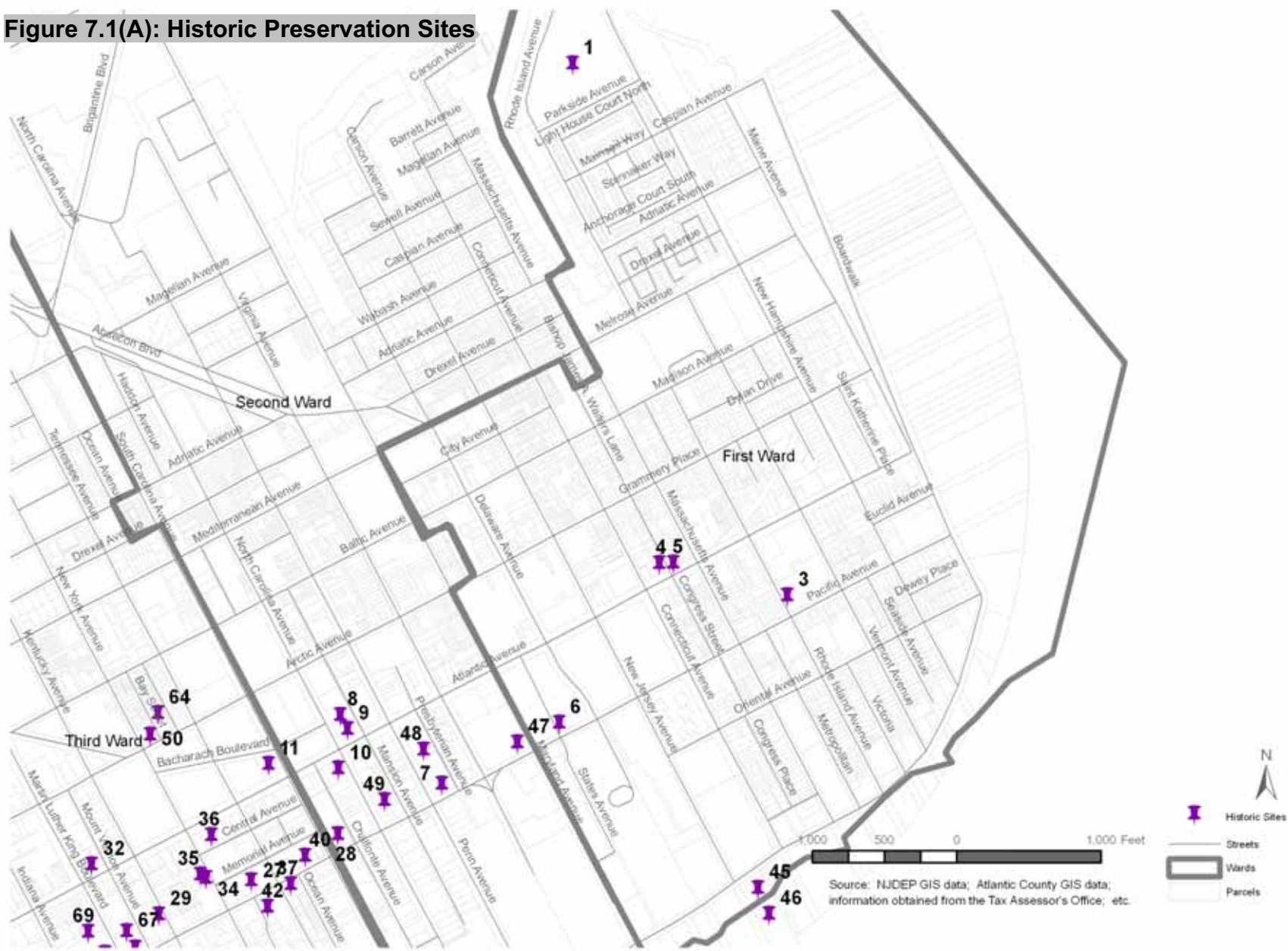


Figure 7.1(B): Historic Preservation Sites

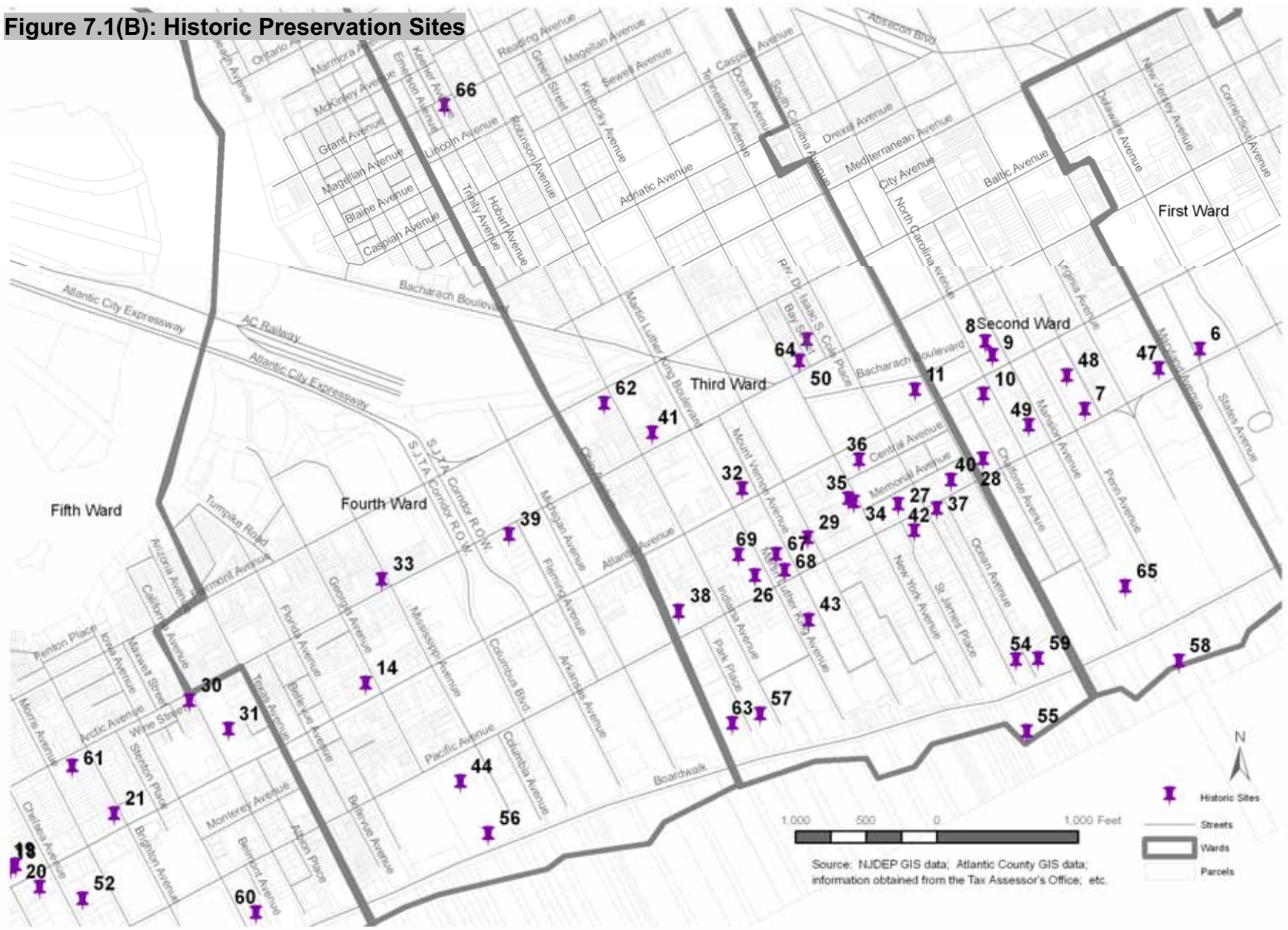


Figure 7.1 (C): Historic Preservation Sites

Map of Atlantic City showing Historic Preservation Sites. The map displays the city's layout with streets, wards (Fourth, Fifth, Sixth), and individual parcels. Purple pins with numbers 12 through 61 mark the locations of historic sites. A scale bar indicates distances up to 1,000 feet, and a north arrow is present. A legend identifies the symbols for historic sites, streets, wards, and parcels.

Source: NJDEP GIS data; Atlantic County GIS data; information obtained from the Tax Assessor's Office, etc.

Policy Recommendations

The New Jersey SHPO recommends that historic preservation efforts undertaken at a local level are the most effective way to protect the historic resources in a place. Given the rich history of Atlantic City and the vast expanse of historic resources, which are fast depleting in the face of development, the City needs to take active preservation measures. The following measures may be adopted by the City to achieve its historic preservation goals.

- a. The first step in this direction would be the establishment of a historic preservation entity within the City Administration. This can be in the form of a Historic Preservation Office or Commission, with a chief Historic Preservation Officer. In Atlantic City, members of the existing Atlantic City Historical Museum board may easily adopt this role. The Officer and the Commission should be responsible for:
 - a) Maintaining an inventory of existing resources in the City that are of historic significance;
 - b) Identifying new historic resources in the City; and,
 - c) Coordinating with the State and Federal Historic Preservation entities for state and national designation, grants, and tax incentives.

Based on the identification of significant historic resources and their location, the Officer and the Commission should evaluate the delineation of historic preservation corridors and/or districts within the City. These corridors and districts could then be pursued for eligibility determination and potential listing within the New Jersey State Register and/or the National Register of Historic Places. In addition to granting these areas special designation, their protection should be supported with the creation and adoption of a local historic preservation ordinance which may be part of the Atlantic City Zoning Ordinance. Upon the successful listing of areas and resources within the New Jersey State Register and/or the National Register of Historic Places, individual property owners could begin to benefit from Federal Historic Preservation tax incentives.

- b. Preservation easements should be evaluated as an alternative tool for historic preservation. Cities such as Charleston, South Carolina have successfully implemented preservation easements for local historic preservation initiatives. The easements work by providing a legal agreement between a property owner and a qualified easement holding organization protects the architectural integrity of a property by restricting future alterations and uses of the property. Preservation easements can be donated to protect both the exterior and interiors. It allows the owner to protect their property in perpetuity while qualifying for Federal tax deductions.⁹
- c. The City should evaluate enrolling in the State's Certified Local Government program, and explore the various funding resources available to participating municipalities for local preservation activities.
- d. The City should evaluate the opportunities for funding for historic preservation activities through the City's Community Development Block Grant (CDBG) monies.
- e. The City should develop programs and/ or partner with organizations supporting historic preservation to promote public education and outreach, so as to enhance community awareness and appreciation of historic resources. Public support for local preservation initiatives can go a great distance in preserving the City's historic resources.

¹ Publication of the Advisory Counsel on Historic Preservation, Demetriou, A. (November 1978), The Atlantic City Master Plan

² National Park Service, National Register of Historic Places <http://www.cr.nps.gov/nr/index.htm> Referred February 2007

³ New Jersey Department of Environmental Protection, Historic Preservation Office <http://www.state.nj.us/dep/hpo/1identify/nrsr.htm> Referred March 2007

⁴ National Park Service, Historic Preservation Tax Incentives <http://www.cr.nps.gov/hps/tps/tax/index.htm> Referred March 2007.

⁵ <http://www.state.nj.us/dep/hpo/3preserve/itc.htm>

⁶ <http://www.state.nj.us/dep/hpo/3preserve/local.htm>

⁷ http://www.state.nj.us/dep/hpo/1identify/nrsr_lists.htm

⁸ Demetriou, A. (November 1978), The Atlantic City Master Plan

⁹ Preservation Society of Charleston <http://www.preservationsociety.org/> Referred March 2007

APPENDIX-7A

Structures of Potential Historic or Architectural Significance

Building Name: Gardner's Basin
Address: 800 North New Hampshire Avenue
Map Location Reference Number: 1
Owner: City of Atlantic City
Present Use: Seaport Village, Museum, Marina
Condition: Good
Original Structure: Altered
Building Material: Wood
Height (Floors):1 – 2 Story
Year of Construction:

Gardner's Basin is recognized as one of the most popular marine village destinations in Atlantic City. The area has recently been revitalized and offers restaurants, boat rides, and an aquatic museum.



Structures of Potential Historic or Architectural Significance

Building Name: United States Coast Guard
Address: Clam Creek and Absecon Inlet
Map Location Reference Number: 2
Owner: United States of America
Present Use: Coast Guard
Condition: Good
Original Structure: Unaltered
Building Material: Wood
Height (Floors): 3
Year of Construction: 1938

The first U.S Coast Guard Station was constructed in 1849 in Atlantic City and, at that time, was called the Lifesaving Station. The location of the station has changed throughout the years but the current station has remained at Clam Creek since 1849.



Structures of Potential Historic or Architectural Significance

National Historic Register
1971
#71000492

Building Name: Absecon Lighthouse
Address: 31 South Rhode Island Avenue
Map Location Reference Number: 3
Owner: Inlet Public/Private Association
Present Use: Museum
Condition: Good
Original Structure: Altered
Building Material: Brick
Height (Floors): 171 feet
Year of Construction: 1857

At 171 feet, the Absecon Lighthouse is the tallest lighthouse in New Jersey. It opened in 1857 and was closed in 1933.

Absecon Lighthouse was not used again until 1999. The site offers a museum, tour, and gift shop.



Structures of Potential Historic or Architectural Significance

Building Name: Price Memorial A.M.E. Zion Church
Address: 525 Atlantic Avenue
Map Location Reference Number: 4
Owner: Price Memorial A.M.E. Church
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 2
Year of Construction: 1857



Structures of Potential Historic or Architectural Significance

Building Name: Vacant Firehouse
Address: 519 Atlantic Avenue
Map Location Reference Number: 5
Owner: A.M.E. Church
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Brick / Stone
Height (Floors): 2
Year of Construction: 1897

Originally Atlantic City Fire Station #7, this building has been vacant for a number of years and should be renovated or removed for an additional use in the area.



Structures of Potential Historic or Architectural Significance

Building Name: Fountain on Garden Pier
Address: Boardwalk at New Jersey Avenue
Map Location Reference Number: 45
Owner: City of Atlantic City
Present Use: Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors):
Year of Construction: 1913

The fountain at Garden Pier is a decorative addition to the site. Currently on this site there is the Atlantic City Historical Museum and the Atlantic City Art Center. At the fountain one can see a great view of the skyline of the city.



Structures of Potential Historic or Architectural Significance

Building Name: Garden Pier
Address: Boardwalk at New Jersey Avenue
Map Location Reference Number: 46
Owner: Atlantic City
Present Use: Museum
Condition: Good
Original Structure: Altered
Building Material: Stone
Height (Floors): 1
Year of Construction: 1913

The Atlantic City Art Center opened here at Garden Pier in 1953 and then later in 1985 the Atlantic City Historical Museum joined the pier.



Structures of Potential Historic or Architectural Significance

Building Name: Beth Kehillah Synagogue Building (H.G. Rosin Senior Center)
Address: 901 Pacific Avenue
Map Location Reference Number: 6
Owner: Beth Kehillah Congregation
Present Use: Vacant
Condition: Fair
Original Structure: Unaltered
Building Material: Brick / Stone
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Kline Memorial Building
Address: 905 Pacific
Map Location Reference Number: 47
Owner:
Present Use: Vacant
Condition: Fair
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Old Firehouse – Trump Offices
Address: 15 South Pennsylvania Avenue
Map Location Reference Number: 48
Owner: Casino Reinvestment Development Authority (CRDA)
Present Use: Vacant
Condition: Under Rehabilitation
Original Structure: Altered
Building Material: Brick
Height (Floors): 2
Year of Construction: 1921

Originally Atlantic City Fire Station #1, this building has been vacant for a number of years. CRDA purchased it and it is currently being rehabilitated for use as executive offices.



Structures of Potential Historic or Architectural Significance

Building Name: Victory First Presbyterian Deliverance Church
Address: 1015 Pacific Avenue
Map Location Reference Number: 7
Owner: Victory First Presbyterian Deliverance Church
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 2
Year of Construction: 1856

This Presbyterian Church is one of the original churches built here in Atlantic City. It remains today and offers religious service and a food service station for the less fortunate.



Structures of Potential Historic or Architectural Significance

Building Name: Sun National Bank / Midtown Office Building / Guaranteed Trust Bank Building
Address: 1125 Atlantic Avenue
Map Location Reference Number: 8
Owner:
Present Use: Commercial
Condition: Good
Original Structure: Altered with slight addition of wall signage
Building Material: Brick
Height (Floors): 7
Year of Construction:



Structures of Potential Historic or Architectural Significance

National Register of Historical Places
1984
#84002517

Building Name: Segal Building
Address: 1200 Atlantic Avenue
Map Location Reference Number: 10
Owner: Rappaport, Samuel
Present Use: Offices
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Apartments
Address: 33 S North Carolina Avenue
Map Location Reference Number: 49
Owner:
Present Use: Apartments
Condition: Fair
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Wachovia Bank
Address: 1301 Atlantic Avenue
Map Location Reference Number: 11
Owner: Midtown Building, LLC
Present Use: Commercial
Condition: Good
Original Structure: Altered with addition of wall signage
Building Material: Stone
Height (Floors): 4
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: St James A.M.E. Church
Address: 101 North New York Avenue
Map Location Reference Number: 50
Owner: St. James Church
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction: 1875



Structures of Potential Historic or Architectural Significance

Building Name: Raphael – Gordon House
Address: 118 South Newton Ave
Map Location Reference Number: 51
Owner: Gordon, M & S, and Raphael, M & R
Present Use: Residential
Condition: Good
Original Structure: Unaltered
Building Material: Wood
Height (Floors): 3
Year of Construction: 1906



Structures of Potential Historic or Architectural Significance

Building Name: Richmond Avenue Public School
Address: 4115 Ventnor Avenue
Map Location Reference Number: 12
Owner: Atlantic City Board of Education
Present Use: Educational
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction: NA



Structures of Potential Historic or Architectural Significance

Building Name: Ridgeway Apartments
Address: 4011 and 4017 Atlantic Avenue
Map Location Reference Number: 13
Owner: Aguilar, L & S
Present Use: Apartments
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction: NA



Structures of Potential Historic or Architectural Significance

Building Name: The Knife and Fork Inn
Address: 2405 Atlantic Avenue
Map Location Reference Number: 14
Owner: Docks Oyster House, Inc
Present Use:
Condition: Restoration process under way
Original Structure: Altered
Building Material: Masonry / Stucco finish
Height (Floors): 3
Year of Construction: 1912



Structures of Potential Historic or Architectural Significance

Building Name: Masonic Temple
Address: 3515 Ventnor Avenue
Map Location Reference Number: 15
Owner: Philadelphia Suburban Development
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 4
Year of Construction: NA



Structures of Potential Historic or Architectural Significance

Building Name: Eldredge Chelsea Fireproof Warehouse
Address: 3528 Atlantic Ave
Map Location Reference Number: 16
Owner:
Present Use: Office
Condition: Fair
Original Structure: Unaltered
Building Material: Reinforced Concrete Piers Curtain Walls
Height (Floors): 6
Year of Construction: 1924



Structures of Potential Historic or Architectural Significance

Building Name: Providence Motor Car
Address: 3500 Atlantic Avenue
Map Location Reference Number: 17
Owner: Magill Properties, LLC
Present Use: Car Sales
Condition: Good
Original Structure: Altered
Building Material: Masonry / Stucco finish
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Law Offices / Family Dentistry
Address: 3123 Atlantic Avenue
Map Location Reference Number: 18
Owner: C & C Real Estate, LLC
Present Use: Law and Dentistry office
Condition: Good
Original Structure: Altered
Building Material: Stone / Stucco finish
Height (Floors):
2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Health Offices
Address: 3121 Atlantic Avenue
Map Location Reference Number: 19
Owner: Atlantic Avenue Association, LLC
Present Use: Health Offices
Condition: Good
Original Structure: Altered
Building Material: Stone / Stucco finish
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Cinema Video Inc.
Address: 3112 Atlantic Avenue
Map Location Reference Number: 20
Owner: Osorio, Claudia
Present Use: Commercial
Condition: Good
Original Structure: Altered with temporary wall sign
Building Material: Stone
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Chelsea Community Presbyterian Church
Address: 9 South Chelsea Avenue
Map Location Reference Number: 52
Owner: Chelsea Community Church
Present Use: Religious
Condition: Good
Original Structure: Altered
Building Material: Wood / Siding
Height (Floors): 1
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Chelsea Baptist Church
Address: 2908 Atlantic Avenue
Map Location Reference Number: 21
Owner: Chelsea Baptist Church
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 3
Year of Construction: 1911



Structures of Potential Historic or Architectural Significance

Building Name: Soldiers and Sailors of Civil War Memorial
Address: Providence Avenue / Captain O'Donnell Parkway / Atlantic Avenue
Map Location Reference Number: 22
Owner:
Present Use: Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors):
Year of Construction: 1916



Structures of Potential Historic or Architectural Significance

National Register of Historic Places
1981
#81000388

Building Name: World War I Memorial (Soldiers' Memorial Monument)
Address: Albany Avenue & Ventnor Avenue
Map Location Reference Number: 23
Owner: City of Atlantic City
Present Use: Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 1 story
Year of Construction: 1922



Structures of Potential Historic or Architectural Significance

Building Name: Riviera Building
Address: Boardwalk & Raleigh Avenue
Map Location Reference Number: 53
Owner:
Present Use: Apartments
Condition: Good
Original Structure: Altered
Building Material: Brick
Height (Floors): 9
Year of Construction: NA



Structures of Potential Historic or Architectural Significance

Building Name: Atlantic City Fire Station 6
Address: 4025 Atlantic Avenue
Map Location Reference Number: 24
Owner: City of Atlantic City
Present Use: Fire Station
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction: 1907



Structures of Potential Historic or Architectural Significance

Building Name: Chelsea Hebrew Congregation
Address: 3923 Atlantic Avenue
Map Location Reference Number: 25
Owner: Chelsea Hebrew Congregation & Swartz M
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 1 story
Year of Construction: 1950



Structures of Potential Historic or Architectural Significance

National Register of Historical Places
1987
#87000814

Building Name: Boardwalk Hall (the former Atlantic City Convention Hall)
Address: 2301 Boardwalk
Map Location Reference Number: 44
Owner: Atlantic County Improvement Authority
Present Use: Public Hall
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 4 stories
Year of Construction: 1929



Structures of Potential Historic or Architectural Significance

Building Name: Boardwalk National Bank (State of New Jersey Casino Control Commission and Division of Gaming Enforcement)
Address: Boardwalk & Tennessee Avenue
Map Location Reference Number: 54
Owner:
Present Use: Office - Commercial
Condition: Good
Original Structure: Unaltered
Building Material: Stone reinforced Stucco
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Central Pier
Address: Boardwalk between St. James Place and Tennessee Avenue
Map Location Reference Number: 55
Owner:
Present Use: Amusement Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 2 stories
Year of Construction: 1884



Structures of Potential Historic or Architectural Significance

Building Name: Kennedy Sculpture
Address: Boardwalk at Boardwalk Hall
Map Location Reference Number: 56
Owner:
Present Use: Monument
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors):
Year of Construction: 1964



Structures of Potential Historic or Architectural Significance

Building Name: Korean War Memorial
Address: Boardwalk & Park Place
Map Location Reference Number: 57
Owner: State of New Jersey
Present Use: Monument
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): NA
Year of Construction: 2000



Structures of Potential Historic or Architectural Significance

Building Name: Steel Pier
Address: Boardwalk and Pennsylvania Avenue
Map Location Reference Number: 58
Owner:
Present Use: Amusement Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): NA
Year of Construction: 1898



Structures of Potential Historic or Architectural Significance

Building Name: The Shoe Stop / Sundaes Ice Cream
Address: 1317 Boardwalk
Map Location Reference Number: 59
Owner:
Present Use: Commercial
Condition: Good
Original Structure: Altered temporary wall signs
Building Material: Stone, reinforced Stucco
Height (Floors): 1 story
Year of Construction: 1927



Structures of Potential Historic or Architectural Significance

Building Name: Ritz Condominiums
Address: 2721 Boardwalk
Map Location Reference Number: 60
Owner:
Present Use: Residential
Condition: Good
Original Structure: Altered
Building Material: Brick
Height (Floors): 16
Year of Construction: 1921



Structures of Potential Historic or Architectural Significance

Building Name: United States Post Office
Address: 1701 Pacific Avenue
Map Location Reference Number: 26
Owner: United States of America Postal Service
Present Use: Commercial
Condition: Good
Original Structure: Unaltered
Building Material: Masonry
Height (Floors): 2
Year of Construction: 1935



Structures of Potential Historic or Architectural Significance

National Register of Historical Places
2001
#01000039

Building Name: Saint Nicholas of Tolentine – Roman Catholic Church
Address: Tennessee and Pacific Avenue
Map Location Reference Number: 27
Owner: Roman Catholic Church
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 2
Year of Construction: 1902



Structures of Potential Historic or Architectural Significance

Building Name: Central Methodist Episcopal Church
Address: 1213 Pacific Avenue
Map Location Reference Number: 28
Owner:
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction: 1923



Structures of Potential Historic or Architectural Significance

National Register of Historic Places
1986
#86001941

Building Name: Church of the Ascension
Address: 30 South Kentucky Avenue
Map Location Reference Number: 29
Owner:
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction: 1893



Structures of Potential Historic or Architectural Significance

Building Name: Public School (Board of Education)
Address: 28 North Brighton Avenue
Map Location Reference Number: 61
Owner: Public
Present Use: Educational
Condition: Fair
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Atlantic City Fire Station #4
Address: 2700 Atlantic Avenue
Map Location Reference Number: 30
Owner: City of Atlantic City
Present Use: Fire Department
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Our Lady Star of the Sea
Address: 2651 Atlantic Avenue
Map Location Reference Number: 31
Owner: Our Lady of the Sea Church
Present Use: Religious, Educational
Condition: Good
Original Structure: Altered
Building Material: Stone & Brick
Height (Floors): 1-3 Stories
Year of Construction: 1897



Structures of Potential Historic or Architectural Significance

Building Name: Atlantic City Fire Station #2
Address: Baltic Avenue and North Indiana Avenue
Map Location Reference Number: 62
Owner: City of Atlantic City
Present Use: Fire Department
Condition: Good
Original Structure: Altered
Building Material: Brick
Height (Floors): 1-4 Stories
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Claridge Hotel
Address: Park Place and Boardwalk
Map Location Reference Number: 63
Owner:
Present Use: Commercial - Hotel
Condition: Good
Original Structure: Altered
Building Material: Brick
Height (Floors): 19 stories ("Skyscraper by the Sea")
Year of Construction: 1929-30



Structures of Potential Historic or Architectural Significance

Building Name: Tabers Building
Address: 1635 Atlantic Avenue
Map Location Reference Number: 32
Owner:
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: White House
Address: 2301 Artic Avenue
Map Location Reference Number: 33
Owner:
Present Use: Commercial
Condition: Fair
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 1 Story
Year of Construction: 1946



Structures of Potential Historic or Architectural Significance

Building Name: Carpenters Hall, Local 623
Address: 24 South New York Avenue
Map Location Reference Number: 34
Owner: Carpenters Union 623 Real Estate Corp.
Present Use: Office
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Morris Guard (Aminata African Hair Braiding & Clothing)
Address: 20 South New York Avenue
Map Location Reference Number: 35
Owner:
Present Use: Commercial
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 4 Stories
Year of Construction: 1902



Structures of Potential Historic or Architectural Significance

Building Name: Newberry Building (Value-Plus)
Address: 1424 Atlantic Avenue
Map Location Reference Number: 36
Owner: Carmel Realty Association
Present Use: Commercial
Condition: Good
Original Structure: Altered wall sign
Building Material: Brick
Height (Floors): 3 Stories
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Second Baptist Church
Address: 110 Rev. Dr. Isaac Cole Plaza
Map Location Reference Number: 64
Owner:
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 1-2 Stories
Year of Construction: 1882



Structures of Potential Historic or Architectural Significance

Building Name: Delicatessen Building
Address: 1326 Pacific Avenue
Map Location Reference Number: 37
Owner: Arsenia, George and Angelike, Etal
Present Use: Vacant
Condition: Fair
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Board of Education Building – Harrah’s
Address: 1809 Pacific Avenue
Map Location Reference Number: 38
Owner: CRDA
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Brick and Masonry
Height (Floors): 3
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Sun National Bank
Address: 2028 Atlantic Avenue
Map Location Reference Number: 39
Owner: Sun National Bank
Present Use: Commercial
Condition: Good
Original Structure: Altered façade, temporary wall sign added
Building Material: Stone
Height (Floors): 2 stories
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Resorts Casino Hotel
Address: 1121 Boardwalk
Map Location Reference Number: 65
Owner: Resorts International Hotel, Inc
Present Use: Hotel - Casino
Condition: Good
Original Structure: Altered
Building Material:
Height (Floors): 27
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Institute for Human Development
Address: 1315 Pacific Avenue
Map Location Reference Number: 40
Owner:
Present Use: Community Health Center
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 5 stories
Year of Construction:



Structures of Potential Historic or Architectural Significance

Building Name: Atlantic City Fire Station #3
Address: 732 North Indiana Avenue
Map Location Reference Number: 66
Owner: City of Atlantic City
Present Use: Fire Department
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 2 Stories
Year of Construction: 1909



Structures of Potential Historic or Architectural Significance

Building Name: Asbury M-E Church
Address: 1713 Artic Avenue
Map Location Reference Number: 41
Owner: Black Horse Pike Motel, LLC
Present Use: Religious
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors): 1-3 Stories
Year of Construction: 1898



Structures of Potential Historic or Architectural Significance

Building Name: Columbus Hotel
Address: 1408 Pacific Avenue
Map Location Reference Number: 42
Owner:
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 5 Stories
Year of Construction: 1927



Structures of Potential Historic or Architectural Significance

Building Name: Carnegie Library Center
Address: 35 South Martin Luther King Jr. Blvd
Map Location Reference Number: 67
Owner: Richard Stockton College
Present Use: Educational
Condition: Good
Original Structure: Altered
Building Material: Stone
Height (Floors): 3
Year of Construction: 1904



Structures of Potential Historic or Architectural Significance

Building Name: Civil Rights Memorial
Address: Martin Luther King Jr. Blvd & Pacific Avenue
Map Location Reference Number: 68
Owner:
Present Use: Park
Condition: Good
Original Structure: Unaltered
Building Material: Stone
Height (Floors):
Year of Construction: 2000



Structures of Potential Historic or Architectural Significance

National Register of Historic Places
1984
#84000506)

Building Name: Madison House
Address: 125 South Martin Luther King Jr. Blvd
Map Location Reference Number: 43
Owner: Sands Casino
Present Use: Hotel
Condition: Good
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 14
Year of Construction: 1929



Structures of Potential Historic or Architectural Significance

Building Name: Marburg Building
Address: 22 South Martin Luther King Jr. Blvd
Map Location Reference Number: 69
Owner:
Present Use: Vacant
Condition: Poor
Original Structure: Unaltered
Building Material: Brick
Height (Floors): 7 stories
Year of Construction:





Atlantic City Master Plan

Community Facilities Element

Section 8 – Community Facilities

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Section 8 – Community Facilities

A. INTRODUCTION

The community facilities element is closely related to the land use element and provides an evaluation of the public services and facilities needs of the City of Atlantic City including police and fire protection, emergency services, public libraries, public schools and municipal services.

Historically, the City of Atlantic City has a strong tradition of providing community services through its numerous public and private institutions. The quality and adequacy of community facilities represents a significant factor in making a community a desirable place to live. This element discusses current municipal resources, existing service levels and potential deficiencies and considers future community facility and service needs based on the City's demographic and socio-economic composition.

The Community Facilities component of the 1987 Master Plan addressed the need for specific community facilities in Atlantic City. Some projects were undertaken whereas others were not prioritized. Notable projects that were undertaken include the new and expanded Public Library on Atlantic Avenue, the Garden Pier, and improvements to Fire and Emergency Services and Police operations. A new high school on Albany Avenue, a new elementary school on Sovereign Avenue and improvements to existing school facilities have occurred during the interim period.

As expressed in earlier versions of the City's Master Plan, the overall objective of providing a full range of quality community facilities continues to remain a primary goal of the current Master Plan. Through this broad objective, it is hoped that facilities and services provided in the City will contribute to a better quality of life.

There are numerous private and quasi-public providers of community services and facilities within the City. These range from schools to performing arts centers to after-hours activity centers for kids such as the Boys and Girls Clubs. Our Lady Star of the Sea School and the Oceanside Charter School provide private education and Dante

Hall – Theatre of the Arts provides the community the much needed service of providing Atlantic City and the surrounding communities with a home for local performing artists and arts organizations. Collectively, these facilities and institutions provide adequate levels of service. In general, areas of improvement include physical improvements of older facilities in conjunction with new events and programs to reflect current trends.

Parks and recreational facilities are not included in this discussion as they are covered in detail in the Open Space and Recreation Element of this Master Plan. The locations of the City's community facilities are graphically depicted on the Community Facilities Maps presented at the end of this section.

As part of the process of this evaluation, this Plan identifies deficiencies, and makes recommendations to satisfy the growing demands of Atlantic City. For the purposes of a detailed assessment, community facilities within the City are classified into the following categories:

- Schools
- Police, Fire and Beach Patrol
- City and Government Facilities
- Medical and Health Facilities
- Other Institutions

B. SCHOOLS

The Atlantic City Board of Education manages and operates the Atlantic City School District. The district has eleven school facilities geographically located throughout the City with a total enrollment of 8,229 students. Of these, ten (10) are elementary schools and one (1) is a high school. Students from Brigantine, Longport, Margate City and Ventnor City attend Atlantic City High School as part of sending/receiving relationships with the respective school districts.

The School District's Long Range Facility Plan, 2005, submitted to the State of New Jersey and the City of Atlantic City, outlines in great detail an inventory of all the school facilities, space standards, enrollment and other data. The data presented in the Long Range Plan is not reiterated herein, as it is available at the City of Atlantic City for reference. With respect to land use and spatial planning, the Long Range Facility Plan makes space requirement projections based on building permits approved within the City in 2002-03. The School Board estimates an additional 157 students in pre-K through grade 8 and 46 students in grades 9-12 based on this data. Factors that result in this high projected number include the continued influx of young immigrant families to the City to take up skilled and unskilled casino related jobs.

As a result of these projected numbers, the School Board has prepared plans for two (2) new elementary school facilities. The New Jersey Schools Construction Corporation (SCC) is the public agency responsible for implementation of the July 2000 New Jersey Educational Facilities Construction and Financing Act, which will result in the State's investment of \$8.6 billion in public school construction / improvements over the next ten (10) years, including full funding by the State of all renovation and construction projects in the Atlantic City School District. The first school is on Richmond Avenue. This proposed 70,000 square foot facility is located on a site behind the existing Richmond Avenue School. The second is a new 95,000 square foot facility on Pennsylvania Avenue between Caspian Avenue and Adriatic Avenue. Detailed plans for these facilities have been submitted to the State and the projects are pending State approval and funding. Discussions with the School Board Administration point to these projects being high on the

State's priority list and these facilities are likely to be operational by 2008-2009.

From a physical planning perspective, all the schools are generally ideally located throughout the City within acceptable walking distances. The only access consideration may be for the new Pennsylvania Avenue School, where most students are likely to attend from locations across Route 30 / White Horse Pike. A pedestrian overpass in this general area may be required to address this situation. This will be discussed in greater detail in Section 3, Circulation Element, of the Master Plan. Other space planning and locational considerations are outlined in the aforementioned Long Range Facility Plan, 2005. The following is a pictographic inventory of existing schools.

Name:	Atlantic City High School
Address:	1400 Albany Avenue
Use:	High School Education
Condition:	Good
Students:	2,610



Name:	New Jersey Avenue School
Address:	35 North New Jersey Avenue
Use:	K-7 Grade Education
Condition:	Fair
Students:	413



Name:	Dr. Martin Luther King Jr. Complex
Address:	1700 Marmora Avenue
Use:	K-8 Grade Education
Condition:	Good
Students:	627



Name:	New York Avenue School
Address:	411 North New York Avenue
Use:	K-8 Grade Education
Condition:	Excellent
Students:	622



Name:	Indiana Avenue School
Address:	117 North Indiana Avenue
Use:	K-7 Grade Education
Condition:	Poor
Students:	457



Name:	Richmond Avenue School
Address:	4115 Ventnor Avenue
Use:	K-5 Grade Education
Condition:	Fair
Students:	361



Name:	Sovereign Avenue School
Address:	3205 Artic Avenue
Use:	K-7 Grade Education
Condition:	Excellent
Students:	767



Name:	Texas Avenue School
Address:	2523 Artic Avenue
Use:	K-7 Grade Education
Condition:	Good
Students:	444



Name:	Venice Park School
Address:	1601 North Penrose Avenue
Use:	K-7 Grade Education
Condition:	Good
Students:	26



Name:	Uptown Complex
Address:	323 Madison Avenue
Use:	K-8 Grade Education
Condition:	Good
Students:	773



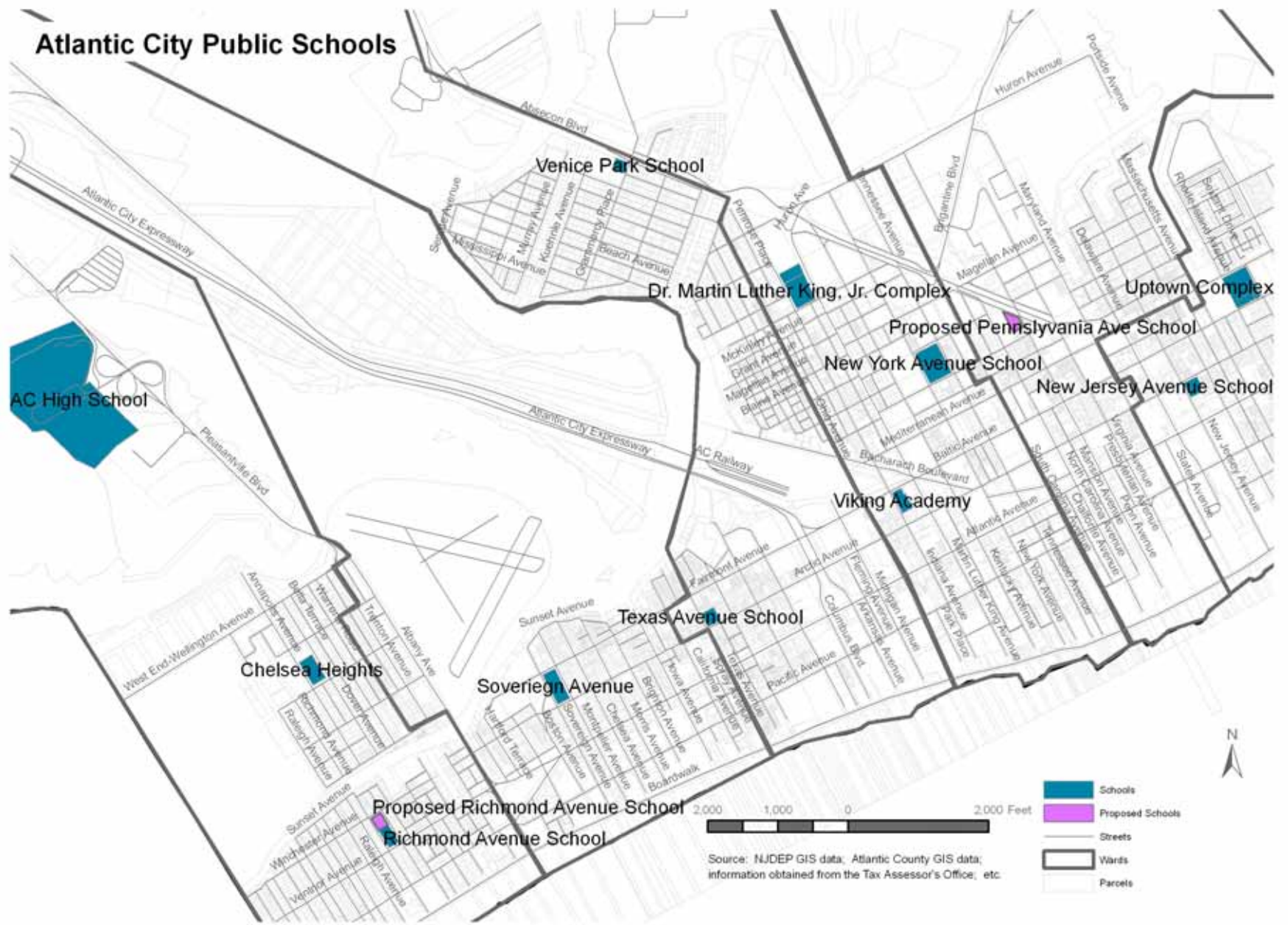
New trends in school planning and design around the country have explored the idea of joint-use school facilities. Joint use options may include shared playgrounds, libraries, auditoriums or meeting spaces or even community centers. Communities in the South Jersey region such as Gloucester City and Woodbine have considered these options and this may be a concept that the Atlantic City School Board should consider adopting for more community oriented use of their facilities.

Name:	Chelsea Heights
Address:	4101 Filbert Avenue
Use:	K-7 Grade Education
Condition:	Good
Students:	3 68



The vacant school buildings on Brighton Avenue and the possible vacancy of Viking Academy in the near future, due to a lack in enrollment, present the City and School Board with critical opportunities for adaptive reuse. Both of these facilities appear physically stable with fine architectural qualities. Due to the locations, and internal spatial arrangements, the City, in conjunction with the School Board may wish to consider these structures for future workforce housing.

The following map shows the geographic location of both the existing and proposed schools within the City.



C. POLICE, FIRE AND BEACH PATROL

1. Police

Atlantic City has a relatively small resident population of approximately 40,000 people in comparison to the over 30 million visitors to the City per year. This is the unique challenge faced by the police department, when compared to other non-tourist oriented communities.

According to the Police Chief, the Department is staffed with approximately 375 sworn personnel and 150 civilians, who, in total, provide service to the City of Atlantic City and its approximately 35 million visitors annually. The Atlantic City Police Department is headquartered in the City's Public Safety Building at 2715 Atlantic Avenue. Services include twenty-four hour staffing of investigation and traffic investigation services, Community Policing services, and in house Forensic Investigative services. Patrol officers are assigned to marked patrol vehicles, patrolling on foot or on bicycles throughout the various areas of the City, and are the first responders to calls for citizen assistance. The uniformed patrol sections are headquartered in the Municipal Complex at 1100 North Albany Avenue.

Historically, the City's Police Department had five (5) substations:

- 1132B Caspian Avenue (Ward 2) – in space owned by the Atlantic City Housing Authority;
- Ohio Avenue & Murray Avenue (Ward 4) – in space owned by the City of Atlantic City;
- 2316 Arctic Avenue (Ward 4) – in a privately owned facility;
- New Jersey Avenue and Magellan (Ward 2) – in space owned by the Bungalow Park Civic Association; and
- PBA Building (Ward 6) – in Chelsea Heights in a City-owned property.

According to the Police Department, all of these sub-stations have been closed with the exception of the facility at 1123B Caspian

Avenue in the Second Ward (near the intersection of North Carolina Avenue). It is recommended that the City Administration and the Police Department partner together and reach a solution to get more police on the street. The issue of safety was addressed at every Community Forum meeting, as well as the Main Street Atlantic City (MSAC) public meetings. The residents strongly believe in the City's police force and have a desire to integrate neighborhood policing as part of the City's future.

In this post 9/11 world, with greater policing needs for homeland security, there is an increased police presence needed at the street



level. Locations within the Atlantic City Housing Authority properties, City-owned properties, or civic association properties are instrumental in addressing both real and perceived issues of crime.

The Police Department is also responsible for teaching the D.A.R.E. drug safety awareness program. This program is taught to several hundred students in Atlantic City's eleven schools.

The Police Department participates in numerous community based programs. A few of them are outlined below.

professional teams provide tickets and the Police Department provides the rides and supervision.

- **Ready to Ride Program**
This program is a cooperative effort between the Egg Harbor Township P.A.L. and the Atlantic City Police Department Community Policing Unit. The program trains inner-city youth in safety, maintenance, and riding of off-road vehicles (dirt bikes and all terrain vehicles). Children are taken to a 30 acre maintained and certified track for training on these vehicles and must successfully complete both written and practical examinations in addition to a motorcycle riding test. Dedicated participants who abide by all the rules are given the opportunity to attend various road trips. In the past, the group has traveled to Belleplain State Park, the Poconos, as well as various locations in the States of Michigan and Maryland.
- **Ice Skating and Ice Hockey Program**
This program exposes children to the world of ice skating, social interaction and athletic coordination. The Sea Skate Skating Rink donates the use of equipment and the facility. The hockey program is named after the first professional African American Ice Hockey Player, Art Dorrington, who provides a positive role model for all the youth involved.
- **Urban Golf Program**
This program is a co-op with the L P G A, Seaview Country Club and retired Philadelphia Phillies player Greg Maddox, along with many volunteers. The Atlantic City School system refers first and second graders to this program who have various difficulties with their schoolwork.
- **Sports Outings Program**
The children in the City may never have the opportunity to attend a Flyers game, 76er's game, Philadelphia Phillies game, Atlantic City Surf game. NJ Nets game, and many other sporting events were it not for the Atlantic City Police Department's Community Policing Unit. All of these

2. Fire

The City owns, operates and manages a full time fire department for the benefit of its residents, businesses and visitors. Historically, the Atlantic City Fire Department was the first fire department on Absecon Island and enjoys a long tradition as a leader in South Jersey, particularly in Atlantic County, for being at the forefront in the implementation and use of the latest equipment and fire fighting techniques available. The Department's Training and Special Operation Divisions adjust and adapt new techniques to address changing needs and development patterns.

Similar to the Police Department, the Fire Department engages in several community activities such as Operation Safe Place for at risk children, Public Education Seminars, Free Smoke/Carbon Monoxide Detector Program, and charitable fundraisers.

Since the 1987 Master Plan, many improvements to the Fire Department have taken place. Firstly the nine (9) fire stations have been consolidated to six (6). The consolidated locations have been effective in providing better service within acceptable response times. The department's administrative offices are located in the Public Safety Building on Atlantic and Iowa Ave. The fire stations are mostly located along Atlantic Avenue, which is the prime north-south road in the City. The level of service currently being provided in the City from a physical planning perspective seems appropriate and comparable to other resort and island communities. However, as with any other municipal service, the key to quality public facilities and services is good personnel, training and programs to support such facilities, which the City of Atlantic City has been very effectively providing.

The following is an inventory of existing Fire Stations within the City.

Name:	Atlantic City Fire Station #1
Address:	900 Atlantic Avenue
Present Use:	Fire Station
Condition:	Good



Name:	Atlantic City Fire Station #2
Address:	138 North Indiana Avenue
Present Use:	Fire Station
Condition:	Fair



Name:	Atlantic City Fire Station #3
Address:	732 North Indiana Avenue
Present Use:	Fire Station
Condition:	Fair



Name:	Atlantic City Fire Station #4
Address:	2700 Atlantic Avenue
Present Use:	Fire Station
Condition:	Fair



Name:	Atlantic City Fire Station #5
Address:	571 Annapolis Avenue
Present Use:	Fire Station
Condition:	Fair



Name:	Atlantic City Fire Station #6
Address:	4025 Atlantic Avenue
Present Use:	Fire Station
Condition:	Fair



According to the Fire Department, the quality of facilities and equipment in the City's six (6) fire stations is adequate. However, the discussions pointed to a need for more personnel and training to maintain the current level of service.

One consequence of the consolidation and upgrade of old fire stations in recent years has been the availability of vacant fire stations for redevelopment. These structures, such as the former Pennsylvania Avenue building, have been successfully converted to corporate offices by the joint efforts of the City and CRDA. KEPG recommends that this idea of adaptive reuse in conjunction with the retention of the building's unique architecture be further expanded to similar sites in the City. This is discussed in further detail in the Land Use and Economic Development Elements of this Master Plan.

3. Atlantic City Beach Patrol

The Atlantic City Beach Patrol (ACBP) is a unique community operation which the City of Atlantic City offers to its residents and visitors. This valuable entity offers lifeguard services along the City's beaches. The Beach Patrol Headquarters is located on South Carolina Avenue and the Boardwalk and is the oldest Beach Patrol in the United States.

The ACBP operates out of eleven (11) lifeguard stations on the beach. Additionally, the ACBP coordinates events. Notably, the ACBP has been organizing the nation's oldest continuous open water swimming race, which dates back to 1929.



From a planning and operations perspective, there seems to be an adequate number of beach patrol lifeguard stations. However, from a design perspective, there is an opportunity to create a fun visual theme and image for these facilities. This may be done in several different ways, such as signature design elements for these structures, coordinated color schemes or signage. This would generate a unique identity and image not only for the physical structures, but if coordinated with operations and management, it could add a whole new persona to this historic organization.

The following is an image inventory of the eleven (11) lifeguard stations.

Lifeguard Stations

Caspian Avenue



New Hampshire Avenue



Lifeguard Stations (continued)

States Avenue



Michigan Avenue



Bartram Avenue



South Carolina Avenue



Mississippi Avenue



Chelsea Avenue



Kentucky Avenue



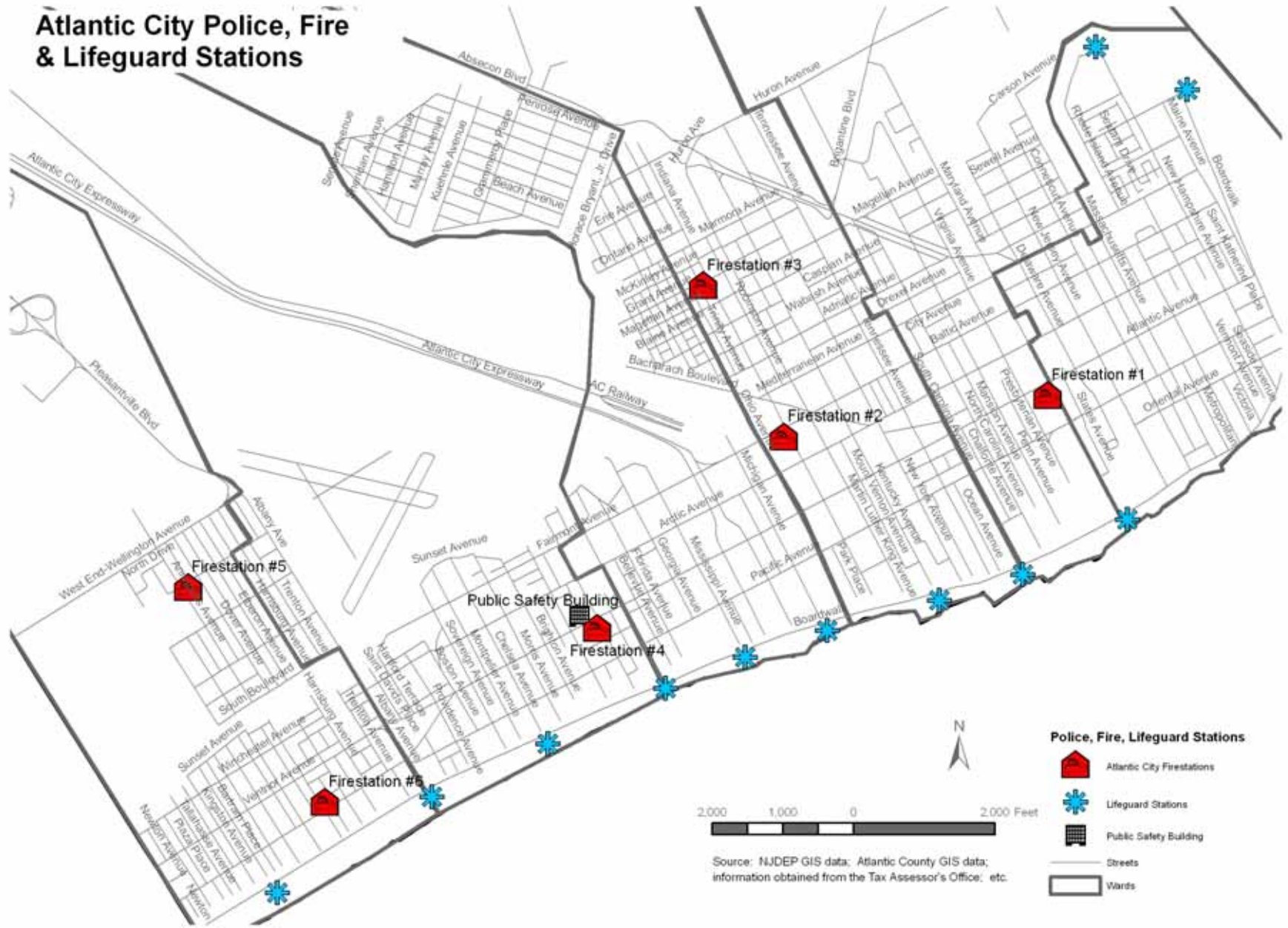
Texas Avenue



Albany Avenue



Atlantic City Police, Fire & Lifeguard Stations



D. CITY AND GOVERNMENT FACILITIES

1. City Hall

The City Hall, built in 1968, is a modern style building in relatively good condition. This building is located in the heart of the central business district and is the administrative center for about 600 City employees. The City is currently assessing its options on increasing the floor space to accommodate additional staff.

The location of the City's administrative offices and other facilities in the heart of the City is critical to the image and state of economic development in the City. KEPG recommends that any expansion of the City's administrative space be located in the central business district in order to continue building the critical mass of downtown employment and subsequently increasing the residential base. The City has the greatest control of this strategy, more than any anticipated private development. Therefore, the continued support of the core downtown by the promotion of employment and the multiplier effect it causes is critical in Atlantic City's economic revival.



2. Municipal Complex (Public Works Complex)

The Municipal Complex at 1100 North Albany Avenue is a new facility that was built to house the public works function of the City. This site has an approximately 200,000 square foot warehouse-type structure that houses garages, workshops, storage, and maintenance facilities to support various City functions. Located adjacent to the High School site on Albany Avenue, this site is conspicuous with its large surface parking lots in front of the aforementioned structure.

From a land planning and design perspective, this site and its environs could be drastically improved by additional landscaping, including the planting of canopy trees, throughout the site. KEPG recommends that the City consider this strategy to improve the aesthetic and environmental appeal of this property which is located adjacent to the environmentally sensitive Beach Thoroughfare (back bay).



3. Atlantic City Free Public Library

The Atlantic City Free Public Library provides resources and programs to meet the diverse educational, recreational and informational needs of the Atlantic City Community. The Library formally opened its doors on January 1, 1903, in a wood frame house at Dr. Martin Luther King, Jr. Boulevard and Pacific Avenues, and moved to its current location in 1985.



The Atlantic City Free Public Library operates from two (2) locations within the City. The Main Branch of the Atlantic City Free Public Library is located in the heart of the City's Main Business and Government center at 1 North Tennessee Avenue. The Richmond Avenue Branch Library is located at Ventnor and Windsor Avenues and is actually located within the Richmond Avenue School. This small library has a core collection of books and magazines. Both these library facilities are linked with the same computer system. The Library serves the community adequately and is now considering expanding its services to a third location in the northeast inlet because of the projected residential development in this area. The Library has hired a consultant to prepare a "needs assessment" for this purpose and is awaiting the results of their study. KEPG recommends the scope of this proposed new facility should be expanded to a "community library" that includes facilities for senior citizens and passive indoor recreation for youth of all ages.

4. County Courthouse

Atlantic County Civil Courthouse is located at 1201 Bacharach Boulevard in the heart of the City. This approximately 150,000 square foot facility is a key employment generator in the central business district. The Courthouse, Free Library and City Hall are all located in the core of the City, in close proximity to each other as well as City Center Park.

This grouping of government institutions near City Center Park, an urban park along Atlantic Avenue, presents unique opportunities for shared services. Employee and visitor parking for these facilities is



currently provided on surface parking lots around these buildings. There is great opportunity to consolidate these surface parking lots into a parking structure, thereby freeing up valuable land for office and residential development. Considering current land values and potential development numbers, a coordinated effort is a very viable proposition from a financial standpoint. KEPG recommends this strategy be explored jointly with the all concerned parties, including private developers, presenting a win-win situation for all.

5. NJ Transit Train and Bus Stations

NJ transit owns and operates two invaluable transportation related community facilities within the City, namely the Atlantic City Rail Terminal and the Atlantic City Bus Terminal. Both of these facilities are sited in locations that are easily accessible. The rail terminal is in the same building as the convention center, whereas the bus terminal is adjacent to The Walk on Atlantic Avenue. These facilities provide an alternate means of transportation to and from this City that are used by many visitors, residents and casino employees. In this day and age of congestion, high fuel costs, and environmental awareness, these vital facilities and their improvements are likely to play a greater role in the development and success of this island resort community in the near future.

CRDA is currently undertaking a regional transportation study that will address this and future multimodal circulation scenarios and options. This is discussed in further detail in the Circulation Element of this Plan.

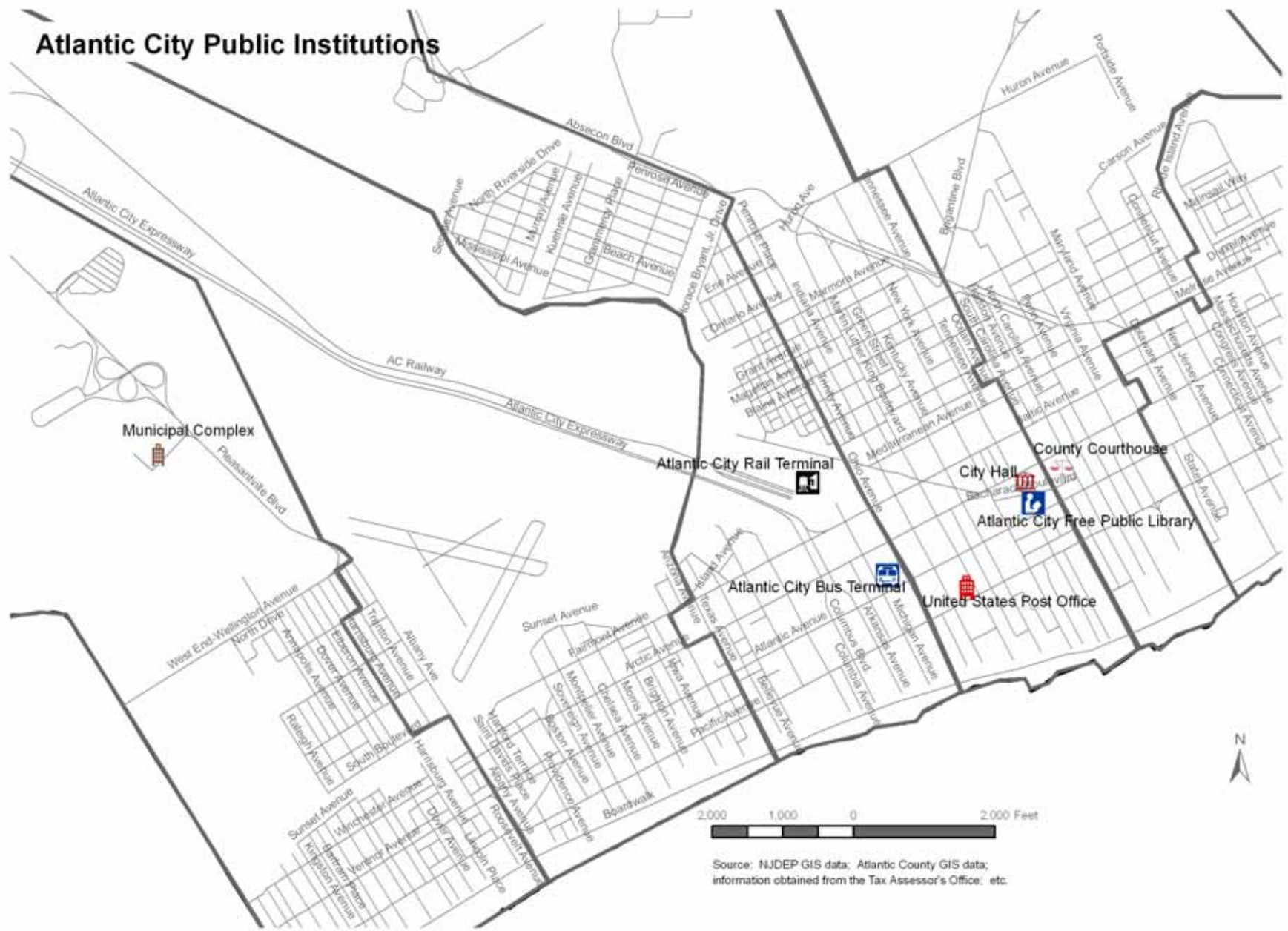


6. United States Post Office

The Post Office is currently located at 1701 Pacific Avenue, a turn of the century building on Dr. Martin Luther King, Jr. Boulevard. Plans are underway to relocate this facility to a new building housing the Sun Bank on Atlantic Avenue. In conjunction with these plans, CRDA intends to widen Dr. Martin Luther King, Jr. Boulevard to four lanes, resulting in a tear down of the existing building.

In light of these plans and the proposed shift, KEPG recommends that the new Post Office facility in the Sun Bank building be designed to respect the existing urban fabric and traditional development patterns of Atlantic Avenue, prioritizing pedestrian activity and street level visual interest.





E. MEDICAL AND HEALTH FACILITIES

Atlantic City appears to have sufficient healthcare facilities to serve its residents and the visiting community. Emergency Medical Services (EMS) in Atlantic City is contracted out to a company called Exceptional Medical Transport located in West Berlin, NJ. No issues were raised in the community forums or discussions with stakeholders as to the quality and response time for the services provided by this company.

AtlantiCare's Medical Center City Campus, located in the heart of Atlantic City, is the primary hospital in the City. This facility is undergoing a major expansion with a new tower being added for additional hospital beds and a new emergency facility. This private facility serves a growing resident population and the more than 30 million tourists who visit the Atlantic City area each year. With an increasing demand for health care services in the community, the City Campus continues to expand.



In addition to this major hospital, the City is served by several health related facilities. These facilities are located throughout the City and offer services from pediatric care to behavioral health.

The following is a preliminary list of City-based medical or health-related facilities:

Monoc Hospital Service Corporation
820 N New York Ave, Atlantic City, NJ

AtlantiCare Regional Medical Center
S Michigan Avenue, Atlantic City, NJ

Weisman Children's Rehab Hospital
1401 Atlantic Avenue, Atlantic City, NJ

AtlantiCare Healthplex
1401 Atlantic Avenue, Atlantic City, NJ

AtlantiCare Behavioral Health
2009 Bacharach Boulevard, Atlantic City, NJ

Psychiatric Intervention Program
1925 Pacific Avenue, Atlantic City, NJ

AtlantiCare Behavioral Health
411 N New York Avenue, Atlantic City, NJ

AtlantiCare Behavioral Health
12 N Providence Avenue, Atlantic City, NJ

Atlantic Dental Foundation
3121 Atlantic Avenue, Atlantic City, NJ

Brighton Pediatrics
2829 Atlantic Avenue, Atlantic City, NJ

Southern Jersey Family Med Center
1301 Atlantic Avenue, Atlantic City, NJ

Health Med
24 S. South Carolina Avenue, Atlantic City, NJ

Apparently, there is no additional need for health related facilities based on levels of service and coverage. However, to promote economic development and diversify the City's economy into non-casino related employment, the City may wish to pursue the location of other medical and health related facilities within the City. This will bring a higher earning demographic working and possibly living in the City. This strategy, and the potential multiplier effect, is discussed in further detail in the Economic Development Element.



In addition to private facilities, the City of Atlantic City coordinates certain services through their Health Department located at City Hall. This department provides information and assistance for the provision of primary care health services such as; pediatric, ob-gyn, adult health, TB, STD, substance abuse services; and all maternal and child health services.

The City also provides HIV counseling and testing services as well as case management and risk reduction classes. HIV testing is available in Atlantic City free of charge five days a week. These services are provided at 1325 Baltic Avenue in Atlantic City. Outreach testing is provided at various locations in Atlantic City by

the Dr. James Hicks Health Mobile. The rapid test is offered on the Health Mobile, which is available for screenings to community and civic groups, churches, etc. The Health Mobile situates itself in various locations throughout the City to provide an easily accessible testing center. In addition to testing; prevention, case management and counseling are offered to persons who are HIV positive. Additionally, risk reduction classes are offered at the City's Police Athletic League building.

The City provides educational presentations on HIV/AIDS upon request to community groups, civic associations, and professional groups. Pamphlets and literature are often made available to individuals or groups.

The City's Health Department also coordinates the Women, Infants & Children (WIC) Program, which is a supplemental nutrition program. WIC provides nutritious foods, nutrition counseling, health care referrals and breastfeeding support at no cost. The WIC benefits package includes: nutrition assessment and education for residents and their children; nutritious foods at no cost; referrals for health care; breastfeeding education and support and, immunization screening. All these programs are coordinated by the Health Department at City Hall.

F. OTHER INSTITUTIONS

Atlantic City has numerous community facilities which other communities of this size and demographic profile do not have. These include religious, public and semi-public institutions. In general, most of these facilities are well established and face various operational challenges. State and public funding through CRDA and other entities have helped many of these institutions launch and thrive. In many cases, the continued subsidy and support is necessary to help these facilities operate in order to provide, the City, its resident community and visitors certain intangible quality of life benefits generally associated with such facilities. However, it may be noted that in this age of economic self reliance, there are opportunities for creative partnerships and enterprise to make many of the institutions more financially viable and accessible.

The narrative descriptions of the various institutions outlined in this section are based on information provided by the respective institutions or gathered from their websites or printed literature.

1. Religious Institutions

The City of Atlantic City is a magnet for religious institutions. Within the City limits, there are more than 40 such institutions providing religious and welfare services. These facilities range from small one-room chapels to mosques, synagogues and large non-denominational congregational facilities. Historically, the City has always been very religion-oriented and tolerant. This is still evident today with the numerous 19th century religious buildings in varying physical conditions. Many of these facilities such as the Union Baptist Church on Pennsylvania Avenue provide other community services such as a soup kitchen providing warm meals for the homeless every day of the year.

As discussed, many older buildings and structures are in varying physical conditions and states of use. Many of these institutions are moving offshore for better parking, accessibility and newer facilities. An immediate situation the City is likely to face from a physical planning perspective, is the need for a policy to address the

vacancies caused by these institutions. Adaptive reuse of these buildings and structures is a viable option, as many of these buildings and structures have significant architectural and historic qualities. Many older cities such as Boston and Baltimore have successfully experimented with such strategies of creating a framework and incentives to preserve this type of property and adapt the buildings to more contemporary uses to match today's market place.

For example, in the case of the Church of the Ascension on Pacific & Kentucky Avenues, because of the declining use of this church, the City may wish to facilitate a partnership with the Church and the Richard Stockton College of New Jersey to pursue the reuse of this property so that a valuable piece of architecture remains in the City as opposed to becoming dilapidated and ultimately demolished.

2. Atlantic City Convention Center

Since opening in 1997, the Atlantic City Convention Center has hosted a wide variety of premier events from large public shows, conventions and trade shows, to meetings and conferences. Constructed at a cost of \$268 million, the building is the largest and most expensive public project in the City's history, and was built under the auspices of the New Jersey Sports and Exposition Authority (NJSEA). It was the centerpiece of a multi-billion dollar redevelopment plan which included The Walk, a retail and entertainment complex, numerous Casino Reinvestment Development Authority (CRDA) funded neighborhood partnerships, the Boardwalk Hall renovation, the Grand Boulevard, the Sheraton Convention Center Hotel, and several new casino expansion projects.

The facility contains 500,000 contiguous square feet of space and occupies a site of nearly 31 acres, making it one of the East Coast's largest Convention Centers. One of the most sophisticated facilities of its kind in the nation, the center features cutting edge communications technology and offers the instantaneous transfer of information throughout the building and across the globe. Five (5) spacious exhibit halls are located on the building's second level

ranging in size from 29,400 to 199,500 square feet. The rooms can be contracted individually, adjoined or easily configured to meet a client's needs. Hall A, at 29,400 square feet, can be transformed into a ballroom or banquet hall. The Center's 45 meeting rooms surround the expansive atrium lobby and total 109,100 square feet. Room dimensions range from 11,880 square feet to 672 square feet.



The facility's ample pre-function space, more than 32,000 square feet, is well suited to registration, retail or dining needs. The building is served by 29 covered loading docks, four (4) drive-in doors, mechanical elevators, and 1,400 indoor parking spaces. It is connected with the Atlantic City Rail Terminal that runs the Atlantic City Line from Philadelphia to Atlantic City. Jitneys, buses and taxis queue at the front of the building to provide service to other points within the city. A pedestrian air bridge links the Convention Center to the adjoining Sheraton Hotel. Located within a few hours drive of nearly one third of the nation's population and 20 percent of the country's business addresses, the convention center is easily accessible for convention, trade show and meeting attendees.

Since 1992, the New Jersey Sports and Exposition Authority has overseen the operations and management of the Atlantic City Convention & Visitors Authority (ACCVA). In addition to overseeing the Convention Center, the NJSEA supervised the \$90 million renovation of historic Boardwalk Hall, which was transformed into a contemporary and exciting special events center and re-opened in October 2001. The Atlantic City Convention & Visitors Authority serves as the destination's principal marketing arm, stimulating economic growth through convention, business and leisure tourism development. The Authority manages Boardwalk Hall and the Atlantic City Convention Center.

3. Boardwalk Hall

Historic Boardwalk Hall, which first opened in 1929, received an extensive \$90 million renovation and restoration to transform the building into a modern special events arena capable of variable seating for up to 13,800 people. Boardwalk Hall is listed on the United State Register of Historic Places as a National Historic Landmark.

The renovation, which was completed in less than three years, was unveiled to the public in October of 2001 and since that time, a sparkling line-up of the top concert artists and national touring productions has served to entertain residents and visitors. Featured headliners such as Elton John, Bruce Springsteen, Paul McCartney, Barbra Streisand, Madonna, The Rolling Stones, the Eagles, and Andrea Bocelli, among others, have appeared upon the legendary stage. Boardwalk Hall has also showcased some of the most exciting professional boxing matches carded in recent history, including Ring magazine's 2003 Fight of the Year, Gatti vs. Ward III. Other popular sports and family entertainment has included Disney on Ice, Ringling Bros. and Barnum & Bailey Circus, NCAA Division I basketball, WWE, Professional Bull Riders, and New Jersey's State High School Wrestling Finals.

Boardwalk Hall's renovation has received nine architectural and engineering awards, including a 2003 National Preservation Award, Design and Construction Magazine's 2002 Renovation Project of the

Year, and Building Magazine's 2002 Modernization Award. In 2003 and 2004 Billboard Magazine recognized Boardwalk Hall as the top grossing mid-sized arena in North America. In 2005 and 2006, Billboard and Venues recognized Boardwalk Hall as the highest grossing mid-sized arena in the world.

Boardwalk Hall is owned by the New Jersey Sports and Exposition Authority and managed by the Atlantic City Convention & Visitors Authority. SMG operates the Atlantic City Convention Center and Boardwalk Hall on behalf of its clients, the New Jersey Sports & Exposition Authority and the Atlantic City Convention & Visitors Authority.



4. Carnegie Library Center of the Richard Stockton College

The Richard Stockton College of New Jersey, the Casino Reinvestment Development Authority (CRDA) and the City of Atlantic City collaborated in restoring the historic Carnegie Library on Pacific Avenue in Atlantic City. The recently renovated and expanded

Beaux Arts Building provides the College with modern facilities in the heart of Atlantic City.

The Carnegie Library Center is committed to hosting instructional programs, undergraduate & graduate courses, continuing education classes and special events that serve to meet Richard Stockton College's obligation to the people of Southern New Jersey. As the only public New Jersey institution to be nationally ranked and classified as a "selective liberal arts college," Stockton is actively engaged in establishing the Carnegie Library Center as a foundation for an exciting future.

Committed to the positive development of Southern New Jersey through teaching, research and community service, the Carnegie Library offers a wide range of opportunities and perspectives on topics that influence economic, environmental, and the social well-being of the region. Activities, programs, courses and events held at the Carnegie Library provide the highest standard of professional services and continue Stockton's tradition of excellence in teaching and dedication to learning.



5. Atlantic Cape Community College

The Charles D. Worthington Campus (WACC) provides a broad range of educational and related services to students, especially those who live and/or work in the Atlantic City area. Day and evening classes, tutoring, testing, advisement, and financial aid for credit and non-credit programs are offered. Classes are fully accredited and taught in a safe, comfortable, and supportive environment. There is 24-hour security and a gated parking lot.

In 1982, the former Atlantic City Electric Company Building was purchased by Atlantic County for the then Atlantic Community College which was renamed Atlantic Cape Community College in February of 1999. By 1984 a \$4,000,000 renovation project transformed the aging building into a modern facility, the college's Atlantic City Center.



The present storage area of the WACC is being renovated to house the Health Professions Institute, scheduled to open in 2008. This will occupy approximately 5,600 square feet and will include a science lab, lecture classrooms, and a computer center. Medical foundation skills training for incumbent workers and new entrants to the

workforce will be held on site for surgical dialysis, sterilization technicians, medical office procedures, billing and coding, and allied health.

6. Dante Hall

Historically a community center, Dante Hall Theater of the Arts seeks to continue the tradition of serving Atlantic City and the surrounding communities as a home for local performing artists and arts organizations. To achieve the goal of the development of new audiences, Dante Hall will also present a diverse range of professional performances with the hope of attracting and retaining a wide variety of patrons who will come to see Dante Hall as their home for the performing arts.



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7. Bernie Robbins Stadium (Atlantic City Surf Stadium)

Originally named "The Sandcastle", this facility is a 5,500-seat baseball-only stadium that opened in 1998 and was built with CRDA assistance. It was built as the home of the Atlantic City Surf baseball team.



The stadium is located on Albany Avenue near the eastern terminus of U.S. Highway 40 and several blocks inland from the famous Boardwalk and casino strip. The casinos are clearly visible from the seating areas and create a particularly attractive view at night. When the Bernie Robbins Stadium was known as The Sandcastle, it played host to the Atlantic League All-Star Game in both 1998 and 2005, as well as to various amateur baseball events and concerts. In October 2006, it will be the venue for Atlantic regional qualifying for the 2008 Rugby League World Cup.

With the anticipated development of Bader Field, plans to move this facility to Hamilton Township have been mentioned. In lieu of the apparent loss of this facility, KEPG recommends the City dedicate a portion of the total land area on Bader Field for open space and recreational amenities and make it accessible to the community.

8. Absecon Lighthouse

Built in the mid-1850's, this iconic landmark is situated in the northeast inlet of Atlantic City. Recently, the role of this facility has changed from a functioning lighthouse to a tourist destination. With the continued interest in old lighthouse architecture, the City may wish to initiate a partnership with the Lighthouse to expand the use of this facility and make it a true community asset. In addition to its current use, this facility may be used to conduct ceremonial and other functions such as private weddings, seminars and meetings, making this a better used and more accessible space.



9. Atlantic City Aquarium

Located in Atlantic City's Historic Gardner's Basin, the Atlantic City Aquarium offers a fun and educational look into more than 100 varieties of fish and marine animals. The Atlantic City Aquarium's eight (8) tanks hold a total of 29,800 gallons of water and contain live exhibits. Highlights include Fish of the New Jersey Coast Aquarium, which holds 23,000 gallons and teems with sea bass, lookdowns, sand tiger sharks, northern stingray, bluefish, weakfish, and kingfish. The 750-gallon Touch Tank allows visitors to handle green, horseshoes, hermit and spider crabs, sea urchins, seastars, common periwinkle, channel and knobbed whelk, horse and blue mussels, and common shore shrimp. Each exhibit features computer-enhanced information stations for self-tours, in addition to a 16-station Ocean Life Education Center for personal, in-depth exploration by visitors.

The Center is also accessible to the public via boat. It has become a center for community gatherings and the perfect venue for parties and meetings.

The facility consists of a 14,500 square-foot, three-story, cedar-clad building featuring a Widow's Walk, observation deck and first floor porch. The main floor atrium displays live exhibits while the second floor features interactive exhibits, 16 computer stations and a 577-square-foot classroom/ meeting room with state-of-the-art communications technology. The second and third floor indoor/outdoor observation decks round out the facility. Built at a cost of \$3.9 million in 1999, the project was funded by CRDA, the City of Atlantic City, and the Atlantic City Historical Waterfront Foundation, which also operates it on a daily basis.



10. Garden Pier and Historic Commission and Arts Center

The Garden Pier is owned by the City and leased for \$1 to the Arts Commission. The facility consists primarily of three (3) exhibition galleries featuring artwork by contemporary artists and artisans of national, regional and local renown. The featured artists' work changes monthly and bi-monthly. Additionally, the gallery shop offers unique items for sale and features handmade glass from historic Wheaton Village in Millville, New Jersey.

The Art Center presents a wide variety of activities in conjunction with exhibits including concerts, gallery talks, artist demonstrations and literary readings. Funding for these programs has been provided in part by the NJ State Council of the Arts, Department of State, through the Local Arts Grant Program administered by the Atlantic County Office of Cultural & Heritage Affairs.

There is a great opportunity for this site with the proposed development of the Morgan Stanley Casino and Hotel on Maryland Avenue and the Boardwalk across the Boardwalk from this facility. KEPG recommends the City pursue a partnership with Morgan Stanley to revitalize the Garden Pier and Museum to a quality open and passive recreation space integrating the museum with access open to all.



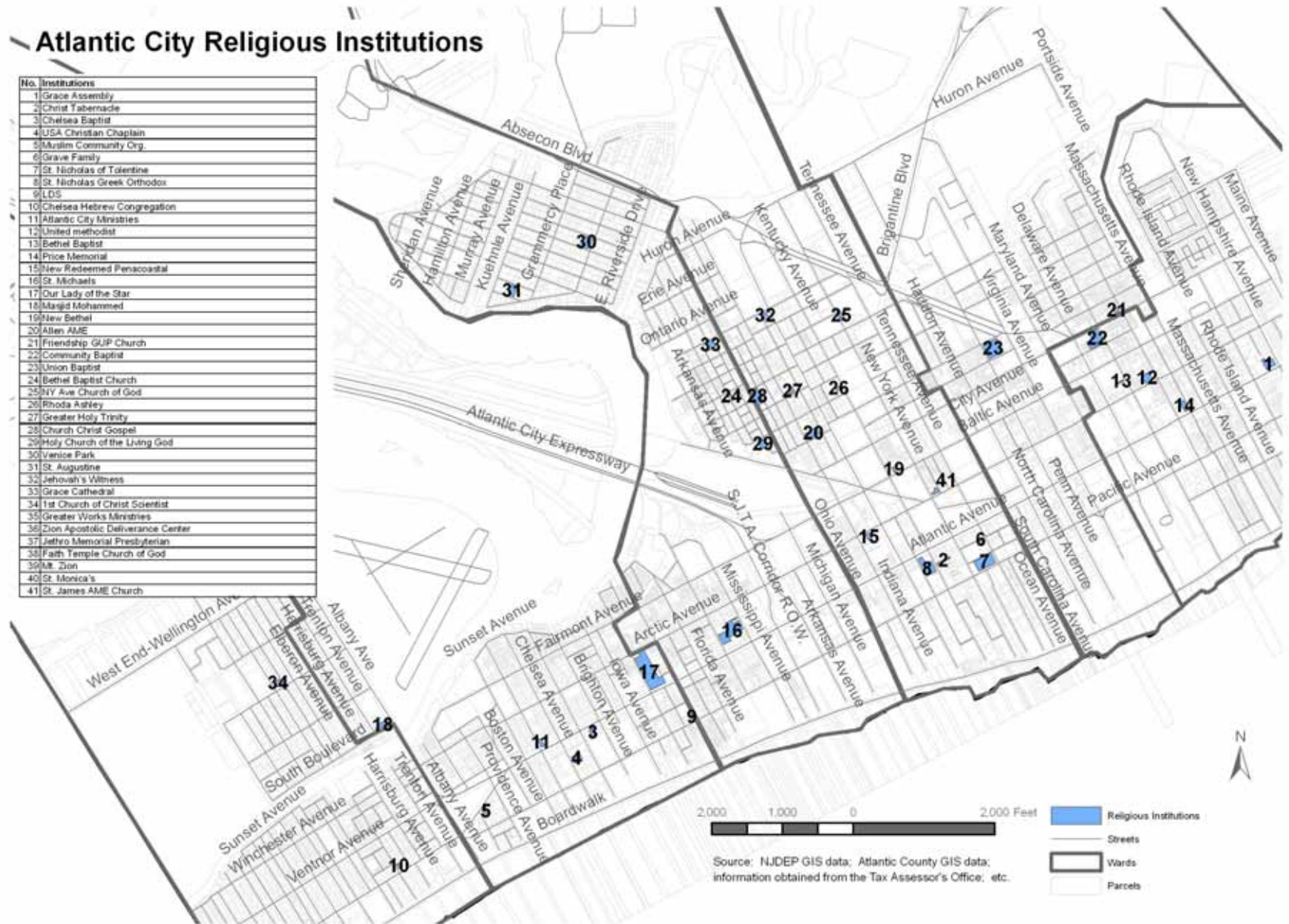
11. Board of Education Club House (Boat House)

The Board of Education's Club House is a unique public facility that has unique views of the City. Located on the Beach Thoroughfare (back bay), this facility has access to the water and is also known as the Boat House. Similar to the Lighthouse, this facility has limited access for the community at large. Occasionally, other entities such as the Arts Commission use this facility for board meetings and other functions. With a continued interest in historic architecture and unique buildings, the City may wish to initiate a partnership with the Board of Education to expand the use of this facility and make it a true community asset. In addition to its current use, this facility may be used to conduct ceremonial and other functions such as private weddings, seminars and meetings, making this a better used and more accessible space.



Atlantic City Religious Institutions

No.	Institutions
1	Grace Assembly
2	Christ Tabernacle
3	Chelsea Baptist
4	USA Christian Chaplain
5	Muslim Community Org.
6	Grave Family
7	St. Nicholas of Tolentine
8	St. Nicholas Greek Orthodox
9	LDS
10	Chelsea Hebrew Congregation
11	Atlantic City Ministries
12	United Methodist
13	Bethel Baptist
14	Price Memorial
15	New Redeemed Pentecostal
16	St. Michaels
17	Our Lady of the Star
18	Masjid Mohammed
19	New Bethel
20	Allen AME
21	Friendship GUP Church
22	Community Baptist
23	Union Baptist
24	Bethel Baptist Church
25	NY Ave Church of God
26	Rhoda Ashley
27	Greater Holy Trinity
28	Church Christ Gospel
29	Holy Church of the Living God
30	Venice Park
31	St. Augustine
32	Jehovah's Witness
33	Grace Cathedral
34	1st Church of Christ Scientist
35	Greater Works Ministries
36	Zion Apostolic Deliverance Center
37	Jethro Memorial Presbyterian
38	Faith Temple Church of God
39	Mt. Zion
40	St. Monica's
41	St. James AME Church



G. RECOMMENDATIONS

Community facilities are a vital part of day to day operations in the City of Atlantic City. The quality and level of service of these facilities directly affects the residents' perception of the state of the City. The benefits of these facilities are often intangible, however it has been proven through many studies that the quality of community facilities, together with parks and open space, is one of the primary indicators of the "quality of life" of a place. As discussed in previous sections, Atlantic City has numerous community facilities and services, but there are definitely opportunities for improvement. Many facilities would greatly benefit from creative public-private partnerships and enterprise to make them more financially viable and accessible.

1. Schools

- a. Explore opportunities with the Board of Education to make existing school facilities available for community recreation and other community related activities and programs.
- b. Develop a partnership with the School Board to integrate joint use and community school options in school planning and design. This may include shared playgrounds, libraries, auditoriums, meeting spaces or even community centers. Two opportunities currently exist with the planning and design of the proposed new Pennsylvania Avenue and Richmond Avenue Schools.
- c. Encourage the schools to focus their efforts on providing vocational training to students in coordination with the Atlantic Cape Community College to better prepare them for employment.
- d. Consider the possibility of providing special interest "academies" within the high school, such as a performing arts or business academy.
- e. Consider creating a magnet program at the high school, for example, a magnet program in music, performing arts or entertainment.
- f. Continue to ensure safe access for all children traveling to and from City schools through an active crossing guards program and safe pedestrian walkways or overpasses across major travel routes such as the White Horse Pike. This strategy is further discussed in the Circulation Element of this Plan.

2. Police, Fire and Beach Patrol

- a. Create programs and incentives, to provide additional officers necessary to have a well-staffed police force that is able to proactively police the City.
- b. Adopt the latest communications and computer systems to map crime and code enforcement activities to help the department undertake its duties in an efficient manner.
- c. Increase police presence on the street with more foot patrol, bike patrol, or police, on Segways.
- d. Install security cameras at high-crime locations.
- e. Locate a police substation(s) in the neighborhoods and within the Central Business District (Main Street).
- f. Continue to provide adequate security of the Boardwalk and beach area for the benefit of visitors.
- g. Renovate old firehouse sites to better serve the community by preserving the architectural character of these structures.
- h. Assist the Fire and Police Department in recruiting personnel and volunteers.

- i. Continue to provide incentives for police and fire personnel to live within the City.
- j. Coordinate efforts with the Beach Patrol to design and theme their facilities and operations to create a unique identity for this entity.
- k. Ensure that fire, police and EMS service routes are directed along Pacific, Arctic, Baltic Avenues and associated east-west connectors for better traffic flow and reduced response times so they can most effectively serve the various City wards.

3. City and Government Facilities

- a. Assess the space needs for all City departments and develop an expansion plan to spatially accommodate the projected functions.
- b. Plan and design any expansion of the City's administrative space in the central business district to continue to build the critical mass of downtown employment and subsequently increase the residential base.
- c. The general appearance of the City Hall should be updated and improved. A façade improvement scheme by adding color and lighting, in addition to landscaping in the plaza and around the existing structure, would improve the aesthetic appeal of the complex.
- d. The quality of the Municipal Complex (Public Works Complex) site may be drastically improved by additional landscaping. The City may consider contracting the landscape and maintenance of its facilities to the Atlantic City Special Improvement District (ACSID).
- e. The City should consider consolidating surface parking lots around the City Hall, Library and Courthouse into a new public parking garage, thereby freeing up valuable land for

office and residential development. An arts and cultural center may be part of this facility, integrating the structure with the proposed improvements to Central Park.

- f. In order for City staff to undertake their duties in an efficient manner, the City may wish to further computerize their operation especially in code enforcement, GIS mapping, tax assessment for property information and development approval process.
- g. The City should coordinate with ACSID in their current plans to provide improved street lighting in all areas to deter crime and promote a safe pedestrian atmosphere.
- h. In light of the proposed new residential development in the northeast inlet, the City should work with the Atlantic City Free Library in exploring new expansion options in this area. A possible location is in the vicinity of the intersection of Atlantic and Massachusetts Avenue, identified as a proposed neighborhood commercial center in this Plan. This facility could be planned and designed as a Community Center – where the library may be part of a larger facility, which includes facilities for seniors and passive indoor recreation for youth of all ages.
- i. Partner with the Sun Bank and Post Office to establish a structure along Atlantic Avenue that provides continuity and pedestrian level activity along Atlantic Avenue (Main Street).
- j. Partner with NJ Transit and South Jersey Transportation Authority (SJTA) to promote better integrated and multimodal transportation facilities that blend the urban fabric of Atlantic City. Additional amenities that may be included in these facilities conjunction with the efforts of the Atlantic City Convention and Visitors Authority include visitor greeting signs and courteous welcome/information desks, possibly staffed by volunteers. This simple step would make these ingress points to the City true community facilities. Additionally, this strategy would further a positive perception of Atlantic City as a friendly resort community.

4. Medical and Health Facilities

- a. Work with AtlantiCare to better integrate their new facility on Atlantic Avenue into the urban fabric by designing and installing features of spatial and visual interest such as sculptures or water features along the Atlantic Avenue street front, thereby generating pedestrian interest as opposed to deterrence from walking down Atlantic Avenue
- b. Establish a full listing of all community services offered by both City and non-profit groups, and establish a mechanism through which all provided services are reviewed for possible duplication.
- c. Encourage the location of new medical facilities in the City and grant incentives by providing parking for such facilities through assigned spaces in the proposed parking garages.

5. Other Institutions

- a. Partner and support homeless person services with Hope Rescue Mission and investigate the possibility of expanding these facilities and services to support the large numbers of transient populations in a humane manner.
- b. Continue to partner with various non-profit groups such as the Boys and Girls Club, Boys Scouts and YMCA to implement and provide after school and other recreation programs for the City's youth.
- c. Further encourage and promote the activities and programs of Dante Hall to create an alternate avenue for non-casino entertainment, catering to a different demographic segment.
- d. Support and assist public-private partnership efforts of institutions such as the Garden Pier, Absecon Lighthouse, Boardwalk Hall, Atlantic City Board of Education Club House and Atlantic City Aquarium.

- e. Partner with Richard Stockton College of New Jersey to investigate the possibility of locating their Performing Arts Center, currently operating offshore within the City. This strategy may be achieved by assisting the College in partnering with their adjacent landowners in the vicinity of Martin Luther King Boulevard and Pacific Avenue. One such possibility is Church of Ascension property, which is currently underutilized. This building and site may be a good candidate for adaptive reuse for the aforementioned use.
- f. Plan, design and expand City Center Park to include an amphitheatre, making it a community asset and quality ceremonial space in the heart of downtown. This strategy is further detailed in the Recreation and Open Space Element of this Plan.
- g. Undertake a study to reinstate a contemporary version of the historic downtown trolley serving Atlantic Avenue for the benefit of both its residents and visitors. This strategy is addressed in the Circulation Element of this Plan.

6. Policy Related Recommendations

Goal: Provide community facilities that meet the needs of all residents and businesses as well as enhancing the overall community.

Objective 1: - Quality Community Facilities and Services

Maintain and improve existing facilities to meet the growth and change of the community.

- Upgrade and or replace facilities that are obsolete or unable to meet the needs of the City.
- Provide ample facilities to meet the needs of the community residents regardless of age and demographics.
- Assist the fire and police departments in establishing and providing personnel that will best serve the needs of the City.
- Maintain appropriate emergency services for City residents.

Objective 2: - Community Facilities for Sense of Place

Use community facilities to create and maintain a sense of place by enhancing public areas with quality design and pedestrian friendly landscape that link to commercial, cultural, and educational resources.

- Review all City facilities for aesthetic appeal and take necessary actions to improve with simple steps such as additional landscaping, lighting or façade improvements.
- Ensure the design and plan of any new community facilities respect the urban fabric and traditional development patterns of Atlantic City, prioritizing pedestrian activity and street level visual interest.

- Ensure all structures and facilities continue to comply with the requirements of the Americans with Disabilities Act (ADA).
- In addition to the personnel recruitment drive for the Police and Fire Departments, attract and train volunteers to support these entities. Such personnel could serve as Community Ambassadors that provide information to residents/visitors (not unlike those currently operating on the Atlantic City Boardwalk).

Objective 3: - Facilities and Service Coordination

Coordinate the efforts and activities of all public, private and quasi-public entities so there is no unnecessary duplication of effort and services.

- Create a database of all community and social service providers within the City and their service provides.
- Establish a Community Facilities and Service Providers Task Force and periodically meet with representatives of each entity to understand work efforts, challenges faced and future plans.
- Create a process and framework for open discussions and assistance in operations under the preview of the City of Atlantic City.

Atlantic City Master Plan

Utilities Service Element



Section 9 - Utilities Service Element

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Section 9 – Utilities Service Element

A. INTRODUCTION

The conditions and deficiencies of existing infrastructure were analyzed in conjunction with the land use and transportation as part of the master planning process. The analysis presented in this section is primarily based on discussions with the City's Engineering Department and utility service providers in Atlantic City.

The purpose of this section is to better coordinate city-wide infrastructure improvements with proposed land development and other physical development activities within the City. The recommendations outlined at the end of this section present broad goals in terms of expected levels of service and general guides on how to achieve those goals. However, technologies and processes adopted to achieve these goals are, to a large extent, greatly dependent on the nature of existing conditions and practices adopted by individual service providers.

Summary of Existing Conditions

The City's present infrastructure system includes water, sanitary sewer, electric and gas systems in addition to a stormwater drainage and solid waste removal system. Many of the infrastructure systems were established at the turn of the last century and are nearing the end of their useful life. This calls for a city-wide systems upgrade to be undertaken in conjunction with a detailed engineering assessment and study.

Geographically, the usage of these infrastructure systems is directly proportional to the intensity of land usage within the City. Obviously, the beach block and marina districts with their casinos have the greatest demand for these services. Other areas within the City may be classified as medium to high demand areas with relatively compact and coastal development patterns with mixed-uses.

Issues Identified through Public Participation

The main issues pertaining to utilities identified through the public participation process related to flooding and stormwater. They are as follows:

- Infrastructure improvements for sewers and streets – issues of overflow and flooding;
- Infrastructure improvements – specifically to address flooding on Illinois, Indiana and Kentucky Avenues;
- Infrastructure to complement increased densities and development;
- Spot flooding and infrastructure problems in the West End (Venice Park neighborhood);
- Flooding along Annapolis Avenue, bulkheading needed, additional infrastructure; and
- Need to readdress water runoff behind dunes – stabilize/manage areas.

It may be inferred from the public participation comments that the main concerns of the residents are regarding flash flooding and stormwater drainage in specific locations during heavy rains. In our opinion, these issues will continue given that Atlantic City is a barrier island. Otherwise, general utility services currently being provided in the City are adequate as no other significant issues were raised during the public participation process.



B. WATER SYSTEM

The Atlantic City Municipal Utilities Authority (ACMUA) provides water to Atlantic City. The Authority's main facilities include:

- Two surface water reservoirs (Kuehnle Pond Dam and Doughty Pond Dam) with a combined capacity of approximately 500 million gallons;
- Twelve wells with depths ranging from 200 to 675 feet;
- Three water towers with a combined capacity of more than nine (9) million gallons;
- The Pleasantville Water Treatment plant;
- Over 150 miles of water transmission lines;
- Administrative Office/Maintenance Garage located on N. Virginia Ave. in Atlantic City



ACMUA's water supply system consists of surface and groundwater resources, a water filtration facility that treats raw water from both sources, transmission facilities from the treatment plant to Atlantic City and distribution facilities throughout the city, reservoirs at the surface sources, one standpipe, and two elevated storage tanks in the City. In 2005 the system processed 4,694 million gallons of water for the year, with a maximum daily demand of 17.474 million gallons per day (mgd) during the summer months and an average daily demand of approximately 12.86 million gallons per day.

On an annual basis the ACMUA's allocation is 9,000 million gallons or an average rate of 24.7 mgd. On a monthly basis, the allocation is 945.5 million gallons, or a rate equivalent to 30.5 mgd. Historically the maximum average daily demand has been 12.97 mgd, well within the permitted allocation.



ACMUA has also undertaken detailed assessments and studies on future projected demands. According to the study, for the "high growth scenario" in the year 2030 the required production would be 17.75 mgd, which includes an allowance of 15% for unaccounted-for-water (leaks, spills and fire). This is well within the annual average allocation of 24.7 mgd. Therefore the anticipated problems lie more in the safe transmission and distribution of water.

The ACMUA's water source comes from two surface water reservoirs (Kuehnle Pond Dam and Doughty Pond Dam) and twelve wells. Nine of these wells are located in the Cohansey Aquifer and the others are located in the Kirkwood Aquifer. Well water collected from the well fields is transported to the ACMUA's Water Treatment Plant Facility. The treatment process includes pre-treatment with sodium hypochlorite solution for disinfection, polymer addition for turbidity removal, aeration, mixing, settling, and filtration with mixed media including sand, gravel, and granular activated carbon. Post

treatment includes disinfection, pH adjustment with lime, and corrosion inhibitor chemical addition. When construction of a new fluoride feed system is completed, the post treatment will once again include fluoridation. After the water is treated at the plant, it is transported to Atlantic City for use.

The transmission and distribution of water is by pipes ranging forty-eight inches in diameter to twenty inches in diameter. The major demand areas, namely boardwalk casinos and the marina district are serviced primarily by twenty-four inch and twenty inch diameter pipes respectively. With the proposed Morgan Stanley project and high-rise residential development in the south-east inlet, there will be a need to upgrade the distribution systems in this area to meet demand. Additionally, general discussions with the City Engineer point to the water distribution systems within the City being old and from the turn of the last century. Therefore, there is a need for a phased system-wide improvement and update in conjunction with property improvements.

ACMUA's Future Plans for Atlantic City

The Atlantic City Municipal Utilities Authority (ACMUA) recently completed their systems Master Plan. The master planning process developed a series of capital and operational improvement recommendations that will enable ACMUA to continue providing safe, high quality, and reliable services to its customers in order to meet their domestic, commercial, and fire protection needs.

The Master Plan also provided an engineering analysis, which the ACMUA utilized along with other tools to assist in the long-term planning process and operation of the ACMUA system.

As per ACMUA master plan, the following projects are identified as priorities:

- Rehabilitation of filtration facility and sedimentation basins
- Lower Chelsea water main replacement
- Repairs to Kuehnle Pond Dam

- Supervisory control and data acquisition (SCADA) system upgrade
- Two additional Aquifer Storage and Recovery (ASR) sites within the City

In a regional context, New Jersey Department of Environmental Protection's Water Supply Action Plan 2003-04 identifies the "Issue Report on Atlantic County Water Supply (Executive Order 32)" as Action Item 8. The expected outcome for this Action Item outlined in this document reads as follows:

"This report is intended to satisfy the requirements of EO 32. It identifies water supply issues and impacts associated with the withdrawals from Egg Harbor, Galloway and Hamilton Townships as well as the region that shares its water supply. Given the limited time available to conduct this assessment, this report relies heavily on existing information. Based on that information, both immediate and long-term steps are recommended to ensure that the water resources of this region remain sustainable for future generations. To fully assess the water supply available in the study area a far more comprehensive regional study and plan are necessary. This comprehensive plan will take three to four years to complete. Therefore, the interim recommendations in this Report are intended to ensure that a safe and adequate supply of drinking water is protected for the region, while decreasing the likelihood of crossing a threshold of significant environmental impact during the pendency of the comprehensive plan. Several studies are also currently underway, including water budgets and ecological flow goals that will better inform the conclusions of this assessment. As these studies are completed the conclusions of this report should be revisited and adjusted as necessary to reflect newer information."

C. SANITARY SEWER SYSTEM

The Atlantic City Sewerage Company is responsible for collecting sewage effluents within the City and piping it to the Sewage Treatment Plant operated by Atlantic County Utilities Authority (ACUA).



Atlantic City Sewerage Company is a sewer utility engaged in the collection and transmission of sewerage. All of the sewerage collected and transmitted by the Sewerage Company is treated by the Atlantic County Utilities. The Sewerage Company serves approximately 7,300 customers within the city limits of Atlantic City.

The sanitary system within the City operated with both forced mains as well as gravity flow pipes. There are as many as 6 pumping stations within the City. According to ACUA, wastewater is conveyed by gravity through underground pipes. Many pipes within the City are at a substantially lower level and therefore use pump stations to lift the wastewater back up to street level, and continue to convey it through the systems. The wastewater is then pumped through large force mains to the regional wastewater treatment facility managed by ACUA along Absecon Boulevard (Route 30) within the City boundaries. The ACUA also accepts septage, leachate and liquid sludge for processing in the plant influent. Before entering the plant,

several bar screens remove large solids to protect pumps and other equipment. The wastewater then enters the primary clarifiers where the flow is slowed to permit solids to settle to the bottom where they are collected. Overflow from the primary clarifiers enters the aeration basins where dissolved solids are digested. All wastewater then enters the secondary clarifiers from which 85% to 95% of the pollutants have been removed. The treated effluent is then disinfected. The effluent pumping station discharges the clean effluent wastewater to the Atlantic Ocean via the ocean outfall pipe and diffuser system. Solids collected from the clarifiers are thickened in the primary sludge thickener and the waste activated sludge centrifuge. The combination of thickened products is then homogenized in the blend conditioning tank. This sludge is then pumped to several high-speed centrifuges where it is further dewatered. All sludge is conveyed for final disposal in the multiple hearth incinerators. The residue from the incinerator process is trucked to a landfill. This non-hazardous inert ash represents about 10% by volume of all sludge entering the facility.

Discussions with the Atlantic City Sewerage Company's engineer point to a satisfactory level of service throughout the City. There are no specific target areas for improvement based on long-term planning, and most improvements and upgrades are based on future service requirements as property improvements come along. Currently planning studies are being undertaken by Atlantic City Sewerage to accommodate two (2) major projects along Pacific Avenue, namely, Morgan Stanley's proposed new casino and Showboat's proposed hotel tower.

Additionally, new services, sewer line extensions and replacements such as the new service for Osprey Estates on W. Riverside Drive, a 660 foot replacement to accommodate Jingoli's proposed high-rise development in the Northeast Inlet, and a 513 foot sanitary sewer replacement for Snug Harbor Estates at the Carson Avenue Inlet, are a few examples of ongoing projects undertaken by the Atlantic City Sewerage Company on a day-to-day basis.

Discussions with the City Engineer point to an aging sanitary sewer system dating back to the turn of the last century. As with other communities in the process of revitalization, a planned system-wide

study and implementation strategy for coordinated improvements is required to address this situation.

The Atlantic City Sewerage Company has undertaken or is considering many system upgrade projects based on recent anticipated development projects within the City. The following is a list of preliminary projects currently under consideration.

- New services for Wittington Sr. Center at New Hampshire/Madison Avenue by AC Housing Authority & Urban Redevelopment
- New services for Osprey Estates at W. Riverside Dr. by Osprey Estates, LLC
- New services for Block 656 at Indiana/Ontario Avenue by 1010 Indiana Partnership
- New services for Millenia Square at Mass.-Rhode Island/Grammercy-Madison Avenue by The Michaels Development Company
- 513' of sewer replacement for Sun Harbor Estates at Carson Avenue Inlet by Allied Snug Harbor LLC
- New services for Carolina Gardens at Drexel/N. Carolina Avenue by Procida Dev/CRDA
- Plan review for Hope IV at Maryland/Arctic Avenue by AC Housing
- Extension of services for City Scape II at NJ & Delaware Inlet/Arctic & Baltic Avenue by Procida Dev/CRDA
- Service extension for 300 townhomes at Atlantic/New Jersey/Connecticut Avenue by Prestigious Homes
- Replacement of 660' of old sewers for Melrose Place at Main/Melrose Avenue by M&J Development (Jingoli)
- Maps upgrade for 200 condominiums and 800 room hotel tower in the Marina district by Borgata
- Extension on Atlantic for The Breaker at Richmond to Annapolis at Boardwalk by Diamond-Delmonaco-Zarelli
- Size increase study for Hotel Tower at New Jersey Avenue at Boardwalk by Showboat
- Size increase study for Casino and Hotel Towers at New Jersey/Massachusetts Avenue at Boardwalk by Morgan Stanley

- New services for Marbella Condominiums at Maine/Atlantic Avenue by Jim Maggs
- New services for 800-room hotel tower at Trump Taj Mahal by Trump
- New services for 5 retail buildings at Arkansas/Michigan/Atlantic to Baltic Avenue by the Cordish Group – Walk Phase II
- Completed sewer replacement and extension for Chelsea View at Harrisburg/Dover/ Phyllis Avenue by Chelsea View
- New services for residential units at Winchester /Harrisburg/Dover/ Avenue by Phyllis Associates
- New services for residential units at Tennessee-Ocean/ Adriatic-Drexel by Ned Sakhai
- 170' feet sewer extension residential units at Delaware-Magellan on Delta Basin by Yeesh

Other anticipated projects such as Pinnacle, MGM, Bader Field and numerous others in the radar screen will greatly affect the work program of the Atlantic City Sewerage Company in the coming years.

D. STORMWATER DRAINAGE SYSTEM

The City's Public Works Department is responsible for the maintenance and upkeep of the City's stormwater drainage system. Maps and information furnished by the City Engineer point to a well established but aging stormwater drainage system in the City dating back to the turn of the last century. Atlantic City's stormwater drainage system consists of inlets and storm water pipes on all major streets and thoroughfares similar to other urban areas. The critical issue here as pointed out in the Community Forums is spot flooding during heavy rains. Being a barrier island, this is expected. Geographically there is a ridge line between the Boardwalks and Pacific Avenue. In principle, areas south of the ridge drain into the Atlantic Ocean, and areas north of the ridge drain into the back bay.

There also exists a drainage canal along Baltic Avenue from Rhode Island Avenue to Georgia Avenue. This canal helps drain most of the City's land mass in both directions at the Gardner's Basin and

the Back Bay in the west end. The problem with this system is that it is not very effective when heavy rains are combined with high tides. Possible solutions to mitigate this problem are to install cut-off gates to cut-off back flow during the aforementioned situation and also to reduce urban run-off from the paved surfaces.

Many coastal communities have effectively reduced their flooding problems by diverting stormwater from impervious areas such as roofs and paths, and reusing it whenever possible, reducing urban runoff. Simplistically, this can be achieved by directing rain gutters to landscaped areas, drywells and infiltration basins where water can gradually seep into the ground. Other design consideration include placing landscaped areas directly below eaves allows roof runoff to percolate into the sub-soil. Trees, shrubs and plants should be sturdy enough and provide a subsurface matrix of roots to tolerate heavy sheet flow runoff and periodic saturation.

The City should continue to periodically upgrade the stormwater system wherever necessary. Bulk-heading may be needed in certain sections along the Back Bay especially in the Venice Park neighborhood. The current proposal by CRDA will provide for much needed bulk-heading improvements in this area of the City. Additionally, as part of an overall coordinated City-wide utilities systems upgrade, the City is in the process of updating their Stormwater Management Plan. KEPG recommends that this Plan should be upgraded regularly in conjunction with a comprehensive Utilities Mater Plan and/or Capital Improvement Plan to coordinate infrastructure improvements throughout the City.

E. SOLID WASTE SYSTEM

The City of Atlantic City provides the service of collecting and disposing of residential wastes. The City uses the Pinelands Dump in Egg Harbor Township. Recent data made available to KEPG by ACUA and the City's Public



Works Department indicates the following statistics for Atlantic City.

Atlantic City	Waste Tonnage
2000	17,461.74
2001	17,138.31
2002	17,305.06
2003	18,141.60
2004	19,027.00

Operationally, there is a fairly regular trash pick-up and street cleaning schedule. However, participants in the Community Forums complained of dirty looking streets especially along Atlantic Avenue. This may be attributed primarily to the accumulation of commercial waste especially over the weekend. The fact that the City does not pick up commercial trash is the main problem. Commercial properties and casinos hire private waste management companies to pick up and dispose of their trash to the aforementioned land fill. In order to bring about a cleaner and greener Atlantic City, the City, through its trash pick-up service provider may wish to extend trash pick up and disposal to non-casino commercial properties. This coordinated effort would improve the health, sanitary conditions and aesthetics of the community. If deemed appropriate, the City may collect a surcharge from these properties for this service. It is worth nothing; the recently implemented "two toter" program provides businesses with up to two toters/containers for trash disposal and pickup. The success of this program should provide an indication of the future need for expansion.

Another operational modification the City may wish to effect is a change in the timing of the trash pick-up. Trash is generally picked up during the week at peak times during the day causing traffic congestion. Recent recommendations to the City Administration have led to some changes in trash pick up times in various sections of the City to avert peak hour traffic disturbances; however to fully alleviate this problem, trash pick-up should be conducted before 6 a.m., as is the case with most other major cities in the region.

F. ELECTRICAL SYSTEM

Electrical power is supplied to Atlantic City by Atlantic City Electric, which serves more than 500,000 customers in a 2,700 square mile area comprising the eight counties of Southern New Jersey. Atlantic City Electric formerly known as Conectiv merged with Pepco (the utility serving Washington DC and its Maryland suburbs) in 2002 to be known, once again, as Atlantic City Electric.

The electric system consists of five power substations and a series of underground power duct banks and 23 KV lines extending throughout the City. According to the City Engineer, the condition of the system is generally good. Two substations, one on Ohio Avenue and another on New York Avenue, were added to the distribution system since the previous master plan completed in 1987. With these additions, the levels of service in the entire City have been significantly improved.

Similar to most other utility services providers in the City, upgrades and improvements are undertaken on a case-by-case basis when a new development or significant redevelopment is approved and implemented in specific locations. On the same note, Atlantic City Electric should anticipate providing adequate services to the proposed new casinos and high-rise residential development in the North Inlet area. This may be achieved by extending the duct bank to the proposed new developments if deemed economically viable by Atlantic City Electric. Other areas of anticipated casino improvements along Pacific Avenue and the marina district may need continued consideration as they are now under various phases of construction. Another important goal should be the upgrading of systems servicing the Central Business District area. This system should accommodate the anticipated land use changes on Atlantic Avenue with the renewed City impetus to create a central downtown with Class A offices, medical offices, restaurants and quality commercial in addition to other services.

These suggested improvements, along with ongoing City-wide improvements and upgrades by Atlantic City Electric, will provide adequate levels of service within the City.

G. GAS SYSTEM

Natural gas is supplied to Atlantic City by South Jersey Gas Company whose local distribution plant is located in Pleasantville. Gas is piped by 20 inch diameter pipes to Atlantic City along Route 40 (Albany Avenue) and Route 30 (Absecon Boulevard). A network of eight-inch mains extends throughout the City for distribution to individual properties.

Upgrades and improvements are undertaken on a case-by-case basis when a new development or significant redevelopment is approved and implemented in specific locations. Gas distribution is generally good throughout the City.



Over the recent years, South Jersey Gas has transformed its practices with environment friendly and energy efficient technologies. The company's subsidiary, Marina Energy, is in the business of developing energy-related projects in Southern New Jersey. To date, Marina's largest project is the development and operation of a thermal facility on Absecon Boulevard within the City to provide cooling, heating, hot water and electricity to The Borgata Hotel and Casino. Other projects include a similar project undertaken for Resorts Casino and Hotel on North Carolina Avenue.

Recent studies show natural gas and nuclear fuel as being the most environmentally friendly forms of energy. The City should further promote the use of natural gas for heating and other applications especially on City projects and facilities when deemed economically viable. This would reduce the negative impacts of fossil fuels on the environment.

H. WIND TECHNOLOGY

New Jersey's first coastal wind farm became operational in December 2005 in Atlantic City. The Jersey-Atlantic Wind Farm in Atlantic City consists of five 1.5-MW turbines. These fiberglass wind turbines, which have 115-foot long blades, are located along the Route 30 (Absecon Boulevard/White Horse Pike), and have changed the City's skyline. Promoted by the Atlantic County Utilities Authority (ACUA), in conjunction with Community Energy and the New Jersey Board of Public Utilities (BPU), the state of the art wind turbines are expected to produce almost 20 million kilowatt hours of emission free electricity to power over 2,500 homes each year.



The following is a profile of the largely successful Wind Farm project in Atlantic City:

- Wind farm developer: Community Energy, Inc. & Jersey-Atlantic Wind, LLC
- Location: ACUA Wastewater Treatment Plant, Atlantic City, New Jersey
- Project includes five, 380 foot high turbines
- Each turbine is capable of producing 1.5 megawatts for a total of 7.5 megawatts, enough energy to power approximately 2,500 homes.
- It is estimated that the energy produced by the wind farm will save the energy equivalent of 23,613 barrels of crude oil per year.
- When operating at design wind conditions, the energy is used to operate the ACUA wastewater treatment plant, with any excess energy provided to the main power grid.
- Estimated cost of the project is \$12 million. Community Energy has received a \$1.7 million grant from the NJ Board of Public Utilities, and had applied for a \$1.92 million customer supply

grant through Conectiv (now Atlantic City Electric). The remaining costs are being funded by equity investments or debt financing.

- Wind Farm has been operational since December 2005.
- The Wind turbines were manufactured by General Electric.

There are many pros and cons of incorporating such a large scale alternative technology project in a coastal urban environment such as Atlantic City. These include:

- Cost and Reliability - Reliability of wind power is viewed by some as a major obstacle to increased integration, while proponents argue that its cost is too high. However, there is evidence that with new equipment designs and proper plant engineering, system stability in response to a major plant or line outage can actually be improved by the addition of wind generation.
- Effects on the Community – Aesthetics of wind farms are appealing to some and unappealing to others. As this site is not located near residential areas, complaints of noise and vibration produced by the blades, gears, and motors, the flashing lights required on the tall towers (for aviation safety), and the shadows cast by the rotating blades, are not pertinent issues.
- Environmental Concerns - Some question whether windmills are a significant danger to passing birds. Research points to cases where birds such as eagles, hawks and ducks have been hit by blades. On a more positive note, some farms have placed radars on the turbines to track the movements of migratory birds.
- Problems of Wind Farm Implementation - By themselves, wind farms are not suitable for replacement of base-load electricity supply, such as that supplied by coal-fired or nuclear power stations. This is because wind power output is variable and unpredictable with sufficient accuracy. As a result, continuity of electricity supply needs to be assured both by having loads that can be switched off at times of high demand, and by having power generation facilities that can be ramped up in approximately the same timescale that wind power diminishes. Such power generation types are generally more expensive per

unit of electricity generated than base-load generators, so electricity suppliers prefer to minimize their use. Still, electricity demand on a power system varies throughout the day, and the additional variability introduced by wind generation is modest.

In this day and age of environment consciousness and global warming, Atlantic City should contribute by encouraging alternate technologies for power generation and grant permissions and lobby with the Department of Environmental Protection (DEP) for low environmental impact wind farms and solar energy generation systems in suitable wetland areas.

I. GREEN CITY AND SOLAR ENERGY USE

A green city is one that adopts and implements several environmental friendly policies and practices considering air quality, electricity use and production, environmental perspective, environmental policy, green design (USGBC's leadership in energy and environmental design (LEED) program), green space, public health, recycling, socio-economic factors, transportation, and water quality.

Several federal agencies including the U.S. Department of Energy, National Science Foundation, Environmental Protection Agency and other agencies, offer grants and incentives for promoting and undertaking green city projects and initiatives to implement distributed solar technology (including photovoltaic and solar thermal), energy efficiency, load management, smart meters and cost reflective pricing in large-scale grid-connected urban sites.

Another objective is to encourage property owners to turn to renewable energy sources and help create a cleaner Atlantic City. One way to achieve this would be for the City of Atlantic City to develop partnerships with consultants, agencies and firms that will develop and propose a design for a customer-friendly, community-wide system for the benefit of residents and business interested in installing solar energy systems. The New Jersey Clean Energy Program provides financial incentives (rebates of 30% - 70% of system costs) to owners who install qualifying clean energy

generation systems such as fuel cells, photovoltaics (solar electricity), small wind and sustainable biomass equipment. The City should create awareness of these programs and benefits to its residents.

The State of New Jersey also provides subsidies for homeowners and businesses as well as loan guarantee programs, research and development funding, and renewable energy promotion. Some of these subsidies require state utility companies to buy a percentage of their energy from renewable sources; others mandate that a portion of state properties' energy be bought from green sources.

New Jersey Incentives for Renewable Energy offers numerous financial incentives through their various programs for public and private projects. One such program is the New Jersey SmartStart Buildings which is a \$27.8 million program sponsored by the New Jersey Board of Public Utilities in partnership with New Jersey's gas and electric utilities. The incentives provided through this program are available to all non-residential retail electric and/or gas service customers of the participating New Jersey utilities: Atlantic City Electric, Jersey Central Power & Light, Rockland Electric Company, New Jersey Natural Gas, Elizabethtown Gas, PSE&G, and South Jersey Gas. New Jersey SmartStart Buildings received its funding through New Jersey's Societal Benefits Charge (SBC), and is executed by the New Jersey utility that serves the location of the proposed project. As part of this objective the City of Atlantic City should discuss such options with potential developers and their own consultants for City projects in the interest of promoting a greener Atlantic City.

In the public realm, the use of light emitting diodes (LED's) seems obvious. Atlantic City should embark on a program to switch the majority of their street lights to LED's. These lights last longer and are cost effective in the long term. This saves the city money both in energy and in labor time spent replacing bulbs. Cities such as Raleigh, N.C. have successfully switched some of its city owned lights to LED's. Additionally, these fixtures may be powered by photovoltaic cells, reducing utility costs in addition to being environmentally friendly.

J. WIRELESS DISTRICT

The City's Central Business District (CBD) along Atlantic Avenue between Michigan Avenue and Massachusetts Avenues should have access to both wired and wireless high-speed Internet services as an encouragement to attract quality offices and professional services in this district. To facilitate this, the City should partner with Verizon, Comcast or any other service provider that may be interested in providing such services within the City's Central Business District.

As an incentive to the aforementioned user groups to entice them to locate here, the City may wish to look into public/private opportunities to subsidize the wireless internet access service within the Central Business District zoning district.

K. SUMMARY OF RECOMMENDATIONS

1. Maintain and upgrade the City's existing utility infrastructure including public water, wastewater treatment, sanitary sewers and stormwater management.
2. Continue to plan and implement new utility infrastructure to replace aging and obsolete systems.
3. Create a comprehensive database and inventory of existing utility systems including those provided by other agencies, so the City can better assess the level and quality of services being provided to City residents to make further assessments on improvements required.
4. Subsequent to the data collection and inventory of existing systems, undertake long-range planning for utilities to accommodate future needs based on geographical growth projections.
5. Preserve and protect the City's public water supply including storage areas, treatment facilities and the distribution system.
6. Prepare an updated Wastewater Management Plan.
7. Prohibit discharge of sump pumps into the sanitary sewer system.
8. Ensure the Stormwater Management Plans are upgraded regularly and is in compliance with new Department of Environmental Protection regulations.
9. Continue to encourage alternate technologies for power generation and grant permissions in suitable wetland areas for wind farms.
10. Encourage solar energy use and incorporate Green Building Design and Development Standards for a sustainable Atlantic City.
11. Encourage the development of high technology infrastructure including fiber optic data transmission lines, digital switching stations, telecommunication facilities, high-speed internet access and adequate power supply.
12. Include provisions for wireless telecommunication facilities starting with the downtown Central Business District.

Atlantic City Master Plan

Recycling Element



Section 10 – Recycling Element

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Section 10 – Recycling Element

The 1987 Atlantic City Master Plan did not include a Recycling Element. The New Jersey Source Separation and Recycling Act, which was adopted in 1987, and the Municipal Land Use Law require that municipal Master Plans include a recycling plan element. In addition, specific tasks are delegated to both counties and municipalities in order to achieve the State Recycling Plan goals. The changing environmental paradigm both at a regional and local level warrants a prioritization of environmental recycling and reuse to preserve and enhance the quality of life for the future. This issue becomes more important because of the population densities supported in Atlantic City. One of the many challenges facing a densely populated area such as Atlantic City is municipal solid waste removal. Governments, communities and enterprising individuals have sought ways to recover and reuse recyclable materials, both to reduce the waste stream and to reduce the costs of inputs and the extractions from nature that are required for further production.

A. CURRENT CONDITIONS

The City currently coordinates most of its recycling through the Department of Public Works and Recycling Coordinator in conjunction with the Atlantic County Utilities Authority (ACUA) the recycling service provider in the City. The City contracts with ACUA to provide area residents with the recycling service. Recent data made available to KEPG by ACUA and the City's Public Works Department indicates the following statistics for Atlantic City.

<u>Atlantic City</u>	<u>Waste Tonnage</u>	<u>Recycling Tonnage</u>	<u>Total Waste</u>	<u>Recycling Rates</u>
2000	17,461.74	4,803.88	22,265.62	21.58%
2001	17,138.31	5,057.89	22,196.20	22.79%
2002	17,305.06	4,588.65	21,893.71	20.96%
2003	18,141.60	3,830.88	21,972.48	17.43%
2004	19,027.00	4,293.23	23,320.23	18.41%

<u>Year</u>	<u>NJ Rates (%)</u>	<u>Atlantic County Rates (%)</u>	<u>Atlantic City Rates (%)</u>
2000	n/a	32.95%	21.58%
2001	n/a	31.27%	22.79%
2002	n/a	28.80%	20.96%
2003	n/a	27.38%	17.43%
2004	n/a	28.14%	18.41%

Note: According to the U.S. Environmental Protection Agency (EPA), our trash is 38.1 percent paper; 12.1 percent yard waste; 10.9 percent food waste; 10.5 percent plastics; 7.8 percent metals; 6.6 percent rubber, leather, and textiles; 5.5 percent glass; 5.3 percent wood; and 3.2 percent miscellaneous other materials.

The data points to a declining rate of recycling over recent years, and more importantly the recycling rate is on an average 10 percentage points below Atlantic County rates. The primary inference that may be drawn from this data is that more could be done in terms of an effective recycling program. The rates of recycling when compared to the County's rates should actually be higher considering the more intense development patterns and densities that ideally would make recycling a more cost effective proposition when compared to rural or suburban communities.

The City has a fairly regular schedule for various recycling operations. Large Commercial pick-ups for restaurants and bars occur every Monday. Small Commercial pick-ups for small businesses occur every Tuesday. Residential curb-side pick up is scheduled for every other Wednesday. The bi-lingual "Recycling Schedule" in English and Spanish, in addition to the annual schedule, outlines acceptable and non-acceptable materials for recycling.

Residents are asked to mix all glass jars and bottles with aluminum and tin cans such as soda and soup cans. These metals may be commingled with plastic bottles such as milk, detergent and soda. All other plastic containers are to be disposed of in the trash. Glass, cans and plastics are generally placed in blue recycling containers supplied by ACUA. Newsprint / mixed paper including cardboard may be tied or bundled into brown paper bags. Junk mail, office waste paper, phone books and soft back books with newspaper are also acceptable materials. Grass is bagged or containerized and separated from the trash. ACUA suggests not mixing grass with trash because they are collected separately at different times. Leaves are only picked up in the fall and piled at curbside separate from the trash. Major appliances such as washers, dryers, refrigerators, etc. are known as "white goods" and they, along with any other metal product such as filing cabinets or car rims, are collected separately from the trash. Used motor oil, car/boat batteries, paint and other hazardous materials are dropped off at ACUA's facility in Egg Harbor Township on the first Saturday of each month between 9 AM and 12 Noon. (Source: Atlantic County Utilities Authority).

Additionally, City codes address violations and penalties for failure to remove trash and refuse, which gives the City a good tool for enforcement mainly for trash removal and yard maintenance.

Despite a reasonable pick-up schedule, as discussed previously, the City's rates are lower than the County's rates. This may be attributed partly to a lack in understanding of the concept of recycling by area residents and business owners. This issue was raised on a number of occasions during the public participation

process and community forums. Certain business owners and residents called for a multi-lingual education on proper trash disposal and recycling for the benefit of the community at large. An effective method is to introduce these concepts in local schools, so the children might share some of these concepts at home.

Private party and agency initiative is also paramount to make the recycling efforts a success. The City has had a few success stories in the recent past. The Atlantic City Convention Center has introduced its own recycling program. The program grew from a report that outlined ways the convention center could reduce its excess materials costs by nearly 40 percent by increasing recycling, as noted in a press release from ACUA. The program focuses on recycling the large amounts of pallets and cardboard generated by shows at the convention center. The facility is also separating cans and bottles in the food service areas, employee break rooms and the convention floor and meeting areas. Also, 50 soda bottle-shaped recycling containers have been distributed throughout the center as visible reminders to visitors of the need to recycle. "The convention center and the entire hospitality industry in Atlantic City strongly support the recycling effort," Jim Rutala, ACUA vice president, says. "In addition to reducing costs and improving the environment, the City hopes to attract trade shows and conferences that carry an environmental message." The Atlantic City Convention Center opened in 1997 and hosts more than 200 events yearly.

B. STATE REGULATIONS AND REQUIREMENTS

The 1987 New Jersey Statewide Mandatory Source Separation and Recycling Act initiated mandatory recycling in New Jersey. The Act was viewed as necessary to decrease the flow of solid waste to sanitary landfill facilities, aid in the conservation and recovery of valuable resources, conserve energy in the manufacturing process, and increase the supply of reusable raw materials for the state's industries. The legislation calls for statewide source separation and recycling of solid waste with the goal of recycling a minimum of 25 percent of the total municipal solid waste stream. The goal was subsequently increased to 60 percent. To meet the 25 percent goal, the regulatory duties and powers of state, county, and municipal governments were all greatly increased. On the state level, the legislation established the New Jersey Office of Recycling to oversee a State Recycling Fund, administer a tonnage grant program to municipalities, and coordinate county efforts. Counties were required to adopt district recycling plans that would designate a district recycling coordinator, specify the recyclable materials to be collected, and detail the strategy to be used to collect and market the materials. Finally, the legislation required each municipality to designate a recycling coordinator, update municipal master plans and site plan ordinances to include recycling provisions, adopt source separation ordinances, enforcement procedures to ensure compliance by residents and businesses, and collect recyclables either directly or by contract.

All communities are required to recycle leaves and at least three of the following materials: paper, metal, glass, plastic containers, and food waste. In setting forth the components of a municipal master plan, the Municipal Land Use Law, section 40:55D-28(12) states that: the recycling plan element shall incorporate the State Recycling Plan goals, including provisions for the collection, disposition and recycling of recyclable materials designated in the municipal recycling ordinance, and for the collection, disposition and recycling of recyclable materials within any development proposal for the construction of 50 or more units of single-family residential housing or 25 or more units of multi-family residential

housing and any other commercial or industrial development proposal for the utilization of 1,000 square feet or more of land.

The City's Ordinances specify the manner in which trash and recycled materials will be picked up and set forth regulations relating to disposal and pick up. All owners, renters and occupants of residential and commercial, industrial and institutional properties are required to separate recyclable materials from other solid wastes generated. In the past in New Jersey, multi-family residential complexes have been responsible for securing trash collection services. Currently, professional and commercial establishments are not permitted to place trash at curbside for pick up. Professional and commercial establishments that must independently arrange for pick up. The current municipal solid waste contractor is only required to pick up trash from residential and public sector properties.

In accordance with the State's Mandatory Source Separation and Recycling Act and the Municipal Land Use Law, Atlantic City coordinates its recycling efforts through the Recycling Coordinator and the Department of Public Works. The City has a designated Recycling Coordinator, Harriann Bernstein, who is available at (609) 347-5355.

In accordance with federal regulations designed to control the disposal of hazardous wastes, household special wastes (HSW) must be delivered to a drop off site for proper disposal. Materials such as solvents, pesticides, cleaners, varnish, kerosene, herbicides, gasoline, chemical fertilizers, rat poison, lighter fluid, fluorescent tubes, lead acid and ni-cad batteries, pool chemicals and propane tanks are accepted. It is important that these materials be properly disposed of in order to avoid negative impacts caused when toxic substances are disposed of in an uncontrolled manner. These HSW materials may leach into the soil and subsequently into the groundwater supply if disposed of in landfills or they may be discharged into the atmosphere if incinerated. The City of Atlantic City provides a Household Special Waste program through their service provider ACUA who maintains a drop-off facility in Egg Harbor Township.

C. RECOMMENDATIONS

KEPG recommends a 3-tiered approach for comprehensive long-term recycling program. The approach includes:

1. *Prioritize, recycle and reuse* for effective waste managements;
2. *Emphasize waste reduction and accountability* to creative sustainable environments; and
3. *Comprehensive education and recognition* as to why this is a sensible solution

1. Prioritize Recycle and Reuse

- Through the joint efforts of the Recycling Coordinator and the Public Works Department, progressively strive to achieve a 33 percent recycling rate for the City within the next five (5) years.
- Create a policy within City codes to encourage all government agencies and offices to purchase products made from recycled materials and encourage contractors, suppliers and manufacturers to find more and better ways to reuse and recycle.
- The NJDEP has recently estimated that at least 25 percent of the business community does not recycle. Efforts to encourage and induce the business community to recycle will substantially increase the overall percentage of recovered recyclable materials. The recycling coordinator should keep an account of all such private efforts within the City and encourage businesses to take the initiative to do so.
- Coordinate with ACSID (Atlantic City Special Improvement District) and CRDA (Casino Reinvestment Development Authority) to install recycling containers along the Boardwalk and high visibility tourist areas such as lobbies of casinos to further recycling by visitors.
- The City should require all builders, businesses and service providers to submit a tonnage report demonstrating compliance with recycling laws to the recycling coordinator each year. Institute a process where builders are required to provide receipts demonstrating what and how much construction waste material and debris, including tree stumps, were recycled and failure to recycle may result in a fine. Additionally, the City should encourage all builders and contractors undertaking projects within the City to adopt LEED (Leadership in Energy and Environmental Design) practices.
- Facilitate intra-agency coordination to provide the Recycling Coordinator with a list of businesses to facilitate the coordinator's enforcement efforts in keeping tabs on businesses and their recycling percentages.
- Under the mandatory recycling program, municipalities may provide residents with recycling containers. Since this is a direct cost of development, initiate a program where developers are required to provide the container for each new homeowner or tenant. The containers contribute to a sense of community pride and make it obvious if a household or business is not recycling properly.
- Further encourage residents and businesses to participate in recycling household special wastes (HSW) by taking HSWs to the designated ACUA location at Delilah Road every month.
- New innovations in using recycled materials are being tested around the world. Atlantic City should initiate discussions with ACUA on alternative and state-of-the-art concepts in recycling such as the recycling of plastic scrap and metal into building materials for local housing projects, recycling recovered tires into fuel chips using an energy conversion process with low emissions, recycling electronics such as computer monitors, printers and televisions which have been disassembled and used experimentally to fill potholes!

2. Emphasize Waste Reduction and Accountability

Recycling has the potential to save tax dollars, save land space and protect environmental resources. Any new recycling effort should be preceded by a careful cost benefit analysis to ensure that the recycling plan will continue to meet its objectives in a cost effective manner.

- One of the ways to reduce the municipal solid waste stream is source reduction, which means changing our purchasing decisions to prevent excessive waste. Presently property owners in Atlantic City pay for trash and recycling services through property taxes. Since this essentially amounts to a flat fee and the demand for trash pick up is static, there is no financial incentive for property owners to reduce the volume of waste set out at the curb and disposal sites. While some communities have implemented a “pay as you throw” program that requires residents to pay according to the volume of trash produced, such program can lead to residents opting to illegally dispose of waste to avert higher charges. Rather than a “pay as you throw” program, the City might consider incentives for improved recycling efforts.
- There are many simple things that residents and businesses can do to minimize post-consumer wastes. For example, if each person took a refillable coffee mug with them to the coffee shop in the morning instead of using disposable paper cups, this would save a considerable amount of waste.
- The following environment friendly suggestions from the New Jersey Department of Environmental Protection for the home and workplace should be emphasized in the City website and newsletters for the benefit of property owners.

Environment-friendly Suggestions for Home

- Look for products with minimal packaging,
- Buy refillable bottles of milk, soft drinks and other beverages
- Buy detergent, cleanser, etc. in bulk packaging
- Get rid of junk mail - request to be removed from mailing and distribution lists
- Buy only necessary products
- Rent or borrow power tools, landscape tools, snow blowers, etc.
- Grasscycle - Leave grass clippings on your lawn
- Home compost your food scraps and yard trimmings
- Purchase products with longer life/ they create less waste and save money
- Use silverware instead of plastic forks, knives, spoons, plates, etc.

Environment-friendly Suggestions for the Office

- Use refillable products such as pens, pencils, tape dispensers and calendars
- Use a solar powered calculators
- Communicate using bulletin boards or computers
- Eliminate fax cover sheets, use labels
- Print directly on envelopes instead of using labels
- Reuse bank deposit bag
- Eliminate single use cups
- Reuse single sided paper
- Reuse envelopes and boxes

Additionally if the City succeeds in generating this awareness, with publicity, Atlantic City may be positively recognized as an eco-friendly gaming and beach community.

3. Comprehensive Education and Recognition

It is cheaper to recycle than to landfill waste. Landfills cost millions of dollars to build and they will not last forever. The cost of waste disposal will continue to skyrocket as the landfills get filled up and the alternatives become more costly, such as out of state disposal. The cost of recycling on the other hand has continued to drop as service has become more efficient and market values have stabilized. Recycling also protects the environment by reducing the need for raw materials, therefore saving natural resources and reducing industrial energy usage (and therefore pollution), because re-manufacturing from recycled products is less energy-consuming than manufacturing from raw materials. Recycling enables society to “Close the Loop” by providing materials to make new products that people are then able to purchase, like fleece materials and carpet made from plastic and cereal in boxes made from old newspapers.

- In order to maximize the benefits of a recycling program, agencies, citizens and property owners must be made to believe in the value of the recycling program and the economic benefits of pursuing such an approach beyond the environmental considerations.
- The City in conjunction with ACUA should promote the program with information on its website and in newsletters.
- Establishing a program in the schools to educate and inform students of both the need for and the benefits of a successful recycling program is another way to promote the program and to focus attention upon it.
- Businesses responsible for their own recycling should be required to submit an annual report to the City documenting the type and quantities of materials recycled during the year.
- In conjunction with local organizations such as Main Street Atlantic City (MSAC) and ACSID, the City should embark on a program to educate large and small business owners

on proper trash disposal and recycling techniques and processes. This education program should be multi-lingual for the benefit of property owners from various ethnic backgrounds.

- The City should conduct fun quizzes on their website and present monetary awards or assistance to most environment-friendly merchants or business owners to further encourage property owners to pursue the recycling objectives.

Atlantic City Master Plan

Comparison with other Municipalities Element



Section 11 – Comparison with other Municipalities

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Section 11 – Comparison with other Municipalities

A. Introduction

The Master Plan of Atlantic City is developed to address land use policies and issues within the City and in addition, an evaluation of the land uses and zoning of the surrounding municipalities must be accomplished. The primary purpose of this element is to evaluate, identify and compare the varied zoning districts and land uses, as well as the overall consistency with the master plans, of the surrounding municipalities located along the municipal boundary line of Atlantic City. The surrounding municipalities include the City of Absecon, the City of Brigantine, the Township of Egg Harbor, the Township of Galloway, the City of Pleasantville, and the City of Ventnor. The secondary purpose of this element is to provide an analysis and evaluation regarding the consistency of the Atlantic City Master Plan with the Atlantic County Master Plan, the New Jersey State Development and Redevelopment Plan and the New Jersey Department of Environmental Protection, Coastal Permitting Program.

B. Surrounding Municipalities

1. City of Absecon

The City of Absecon borders Atlantic City to the northwest with portions of the boundary line being defined by Absecon Bay and related coastal wetlands areas. Visual separation of the two municipalities is further defined through the vehicular intersection of the White Horse Pike (U.S. Route 30) and Delilah Road (C.R. 646).

The following zoning districts and land uses can be found along the City of Absecon border with Atlantic City. In the area of Absecon Bay the CR Conservation Recreation zoning district of Absecon borders the MTM Marine Tidal Marsh zoning district of Atlantic City. Both the CR and MTM zoning districts include

the coastal wetlands areas of Absecon Bay, which both municipalities identify as environmentally sensitive areas that are critical to the ecosystem, are subject to tidal flow and/or flooding and the regulation of such areas lies within established federal and state statutes regarding the classification of wetlands. The compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect and preserve those areas identified as environmentally sensitive.

Along the White Horse Pike corridor the HD-1 Highway Development zoning district of the City of Absecon abuts the HWC Highway Commercial zoning district of Atlantic City. Both the HD-1 and HWC zoning districts provide for a myriad of commercial uses which either abut or have access to major roadways and highways and provide services to the highway user such as lodging, entertainment outlets, professional offices, retail and recreational amenities. The compatibility of the zoning districts' permitted uses and intensity of land use development along this portion of the municipal boundary area provides for certain consistencies between the two municipalities regarding future land uses and land use development patterns.

2. City of Brigantine

The City of Brigantine borders Atlantic City to the east with portions of the boundary line being defined by the Absecon Inlet, Absecon Channel and Man Killer Bay waterways and related coastal wetlands areas. Visual separation of the two municipalities is further defined through the vehicular route of the Atlantic City-Brigantine Connector Bridge of Brigantine Boulevard (N.J.S.H. 87).

The following zoning districts and land uses can be found along the City of Brigantine border with Atlantic City in the area of the Absecon Channel and Man Killer Bay

waterways where the C-1 Conservation zoning district abuts the MTM Marine Tidal Marsh zoning district of Atlantic City. Both the C-1 and MTM zoning districts include the coastal wetlands, beaches, and dunes area, which both municipalities identify as environmentally sensitive areas that are critical to the barrier island ecosystem of the Jersey shore, are subject to tidal flow and/or flooding and the regulation of such areas lies within established federal and state statutes regarding the classification of wetlands and coastal areas. The compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect and preserve those areas identified as environmentally sensitive.

The following zoning districts and land uses are found within the municipal boundary area as defined by the Atlantic City-Brigantine Connector Bridge of Brigantine Boulevard (N.J.S.H. 87). The residential areas of the R-8 and R-1 Residential zoning districts extend along Brigantine Boulevard within the City of Brigantine which terminates at the Bridge where the RM-3 Residential and RS-C Resort Commercial Development zoning districts of Atlantic City exist. Although the two municipalities have a shared municipal boundary line in this area, it shall be noted that the separation in this area is defined not only by the Brigantine Boulevard Bridge but also by the waterway of the Absecon Channel. The residential areas of the City of Brigantine provide for single family dwelling uses as well as limited other uses including, marinas, hospitals, public utilities, places of worship, recreational facilities and other traditionally permitted residential accessory uses. The adjacent RM-3 residential area of Atlantic City provides for multi-family dwelling units in the form of medium rise apartment buildings with varying densities and provided in locations of maximum benefit to adjacent

transportation facilities, community amenities, and employment areas, i.e., the casinos. The RS-C area of Atlantic City provides for the continuation of the established resort areas which consists of the City's main industry – casinos. Residential development is also encouraged within this area to assist in preserving and enhancing the family-resort character of Atlantic City and providing for the opportunity of specialized activities within this area. Overall this portion of the municipal boundary line provides for compatible permitted uses and features existing land development patterns which are consistent with those uses.

Just east of the Brigantine Boulevard Bridge, the C-1 Conservation zoning district extends along the south eastern most point of Brigantine Island. This area is separated by the Absecon Inlet and Absecon Channel to the northeastern most point of Absecon Island, where the MC Marine Commercial and the NE-INLET Northeast Inlet Redevelopment Area of Atlantic City exist. Once again the C-1 zoning district includes the coastal wetlands, beaches, and dunes area, which the City of Brigantine has identified as an environmentally sensitive area which is critical to the barrier island ecosystem of the Jersey shore, is subject to tidal flow and/or flooding and the regulation of such area lies within established federal and state statutes regarding the classification of wetlands and coastal areas. The adjacent area of Atlantic City within the MC zoning district provide for a myriad of uses including marine related commercial uses, residential, recreational, and related accessory uses. The NE-INLET Redevelopment Area was established in 1987 under the adopted Northeast Inlet Redevelopment Plan which was created to encourage renewed development in this general portion of Atlantic City. The permitted uses include residential and commercial developments which will provide for cohesive neighborhood environments which are conducive to family living and encourage home ownership. The intended residential character includes single family dwellings, attached and detached, duplex

dwelling units and multi-story residential structures. The desired commercial uses would include restaurants, lounges, and gift shops, with the main intent of providing for uses which will be attractive for the non-resident visitor to Atlantic City as well as provide for vital services to the local residents of the area. The established zoning districts of the two municipalities find compatibility and consistency through the physical separation of the Absecon Channel waterway in combination with the existing land development patterns and land uses of the area.

The easternmost point of the City of Brigantine features the R-1 Residential and R-6 Residential zoning districts which extend from the C-1 Conservation zoning district east to the beach. Once again, the easternmost point of Brigantine Island is physically separated from the easternmost point of Absecon Island, through the Absecon Inlet and Absecon Channel waterways, where the RS-C Resort Commercial Development and RMC-4 Multi-Family High-rise Apartments Commercial zoning districts exist in Atlantic City. Within the R-1 and R-6 areas of the City of Brigantine, the character of the residential uses includes single family dwellings, townhouses and related residential accessory uses. Additional uses permitted within the area include recreational amenities, hospitals, public utilities, places of worship and related accessory uses. The RS-C area of Atlantic City provides for the continuation of the established resort areas which consist of the City's main industry – casinos. Residential development is also encouraged within this area to assist in preserving and enhancing the family-resort character of Atlantic City and providing the opportunity for specialized activities within this area. The RMC-4 residential area was established, at selected waterfront portions of Atlantic City to provide for multi-family dwellings, commercial uses of a resort/entertainment nature exclusive of casinos,

hotels, and boardwalk related uses. Once again, the established zoning districts of the two adjacent municipalities find compatibility and consistency through the physical separation of the Absecon Channel waterway in combination with the existing land development patterns and land uses of the area.

3. Township of Egg Harbor

The Township of Egg Harbor borders Atlantic City to the west with portions of the boundary line being defined by the Great Thorofare, Lakes Bay and related coastal wetlands areas. Visual separation of the two municipalities is further defined through the vehicular route of the Black Horse Pike (U.S. Route 40/322) and the surrounding area known as the West Atlantic City portion of the Township of Egg Harbor.

Along the Egg Harbor Township and Atlantic City border in the area of Lakes Bay, the CRW Conservation Recreation Wetlands zoning district of the Township of Egg Harbor borders the MTM Marine Tidal Marsh zoning district of Atlantic City. Both the CRW and MTM zoning districts include the coastal wetlands and waterway areas of the Great Thorofare and Lakes Bay which both municipalities identify as environmentally sensitive areas which are critical to the ecosystem, are subject to tidal flow and/or flooding and the regulation of such areas lies within established federal and state statutes regarding the classification of wetlands. The compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect and preserve those areas identified as environmentally sensitive.

The municipal boundary line which separates West Atlantic City and Atlantic City follows the Great Thorofare waterway and the Black Horse Pike. This area features

the SHD Special Highway Development and the R-5 Apartment Residential zoning districts within the Township of Egg Harbor. The SHD zoning district extends along the Black Horse Pike from the Atlantic City border to the City of Pleasantville border and features permitted uses consistent with commercial development such as motels, warehouse, office buildings, automotive repair/services, automotive sales, retail and resort recreational uses. The HW-C Highway Commercial zoning district extends along the Black Horse Pike within the Atlantic City portion of this municipal boundary area. Both the SHD and HW-C provide for similar and compatible permitted uses resulting in existing land uses and development patterns which are consistent between the two municipalities. The residential portion of the municipal boundary line consists of the R-5 Apartment Residential zoning district which extends along the southerly edge of the SHD zoning district and the Black Horse Pike to the Great Thorofare and Lakes Bay. The R-5 zoning district provides for single family dwellings, places of worship, non-profit clubs and organizations and home occupations. The majority of the R-5 zoning district portion of the municipal boundary line abuts the Great Thorofare, Lakes Bay and the MTM Marine Tidal Marsh zoning district of Atlantic City. As the MTM zoning district provides for limited development and the protection of environmentally sensitive areas, the resulting adjacent land uses within Atlantic City are compatible to the residential areas of the Township of Egg Harbor.

4. Township of Galloway

The Township of Galloway borders Atlantic City to the north/northwest with portions of the boundary line being defined by coastal tidal areas and wetlands areas of Reed Bay and Absecon Bay and extending to the area of Eagle Bay and Grassy Bay, adjacent to the City of Brigantine border. The majority of this land

area lies within the Edwin B. Forsythe National Wildlife Refuge and is located within the CV Conservation zoning district of the Township of Galloway which abuts the MTM Marine Tidal Marsh zoning district of Atlantic City. Both the CV and MTM zoning districts include the coastal tidal and wetlands areas which both municipalities identify as environmentally sensitive areas that are critical to the ecosystem, are subject to tidal flow and/or flooding and the regulation of such areas lies within established federal and state statutes regarding the classification of wetlands. The compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect, preserve and limit development within those areas identified as environmentally sensitive.

5. City of Pleasantville

The City of Pleasantville borders Atlantic City to the west with portions of the boundary line being defined by the Great Thorofare, Absecon Bay, Lakes Bay and related coastal wetlands areas. Visual separation of the two municipalities is further defined through the vehicular and mass transit routes of the White Horse Pike (U.S. Route 30), Delilah Road (C.R. 646), NJ Transit Atlantic City Rail Line, Atlantic City Expressway, Conrail/Pennsylvania Reading Seashore/Atlantic City Railroad Line and the Black Horse Pike (U.S. Route 40/322).

The municipal boundary area within the City of Pleasantville includes the RSC Regional Shopping Center zoning district, the PU Public Utilities zoning district of the Atlantic City Expressway and the IND Industrial zoning district of the Conrail Railroad Line and the Black Horse Pike. The Atlantic City portion of the municipal boundary includes the MTM Marine Tidal Marsh zoning district and the HW-C Highway Commercial zoning district which features land use development patterns alternating

between transportation routes and coastal tidal/wetlands areas.

The RSC zoning district of the City of Pleasantville was established to promote large scale developments oriented to shopping/retail, resort, tourist and transportation land uses and extends from the White Horse Pike to the Atlantic City Expressway including Delilah Road, the NJ Transit Rail Line, the Conrail Railroad Line and the coastal tidal/wetlands areas of Absecon Bay. The HW-C zoning district of Atlantic City meets the City of Pleasantville along the White Horse Pike and provides for a myriad of commercial uses which either abut or have access to major roadways and feature services to accommodate the highway user such as lodging, entertainment outlets, professional offices, retail and recreational amenities. Immediately adjacent to the White Horse Pike, the MTM zoning district begins and extends to the NJ Transit Rail Line where then the HW-C zoning district occurs and terminates at the NJ Transit Rail Line within Atlantic City. The MTM zoning district includes the coastal wetlands areas of Absecon Bay, which Atlantic City has identified as an environmentally sensitive area that is critical to the ecosystem, is subject to tidal flow and/or flooding and the regulation of such area lies within established federal and state statutes regarding the classification of wetlands and coastal areas. Immediately adjacent to the NJ Transit Rail Line, the MTM zoning district extends to the Atlantic City Expressway where the HW-C zoning district begins and extends from the Atlantic City Expressway to the Black Horse Pike, including the Conrail Railroad Line, and terminating at the Great Thorofare waterway.

The PU zoning district of the City of Pleasantville includes the Atlantic City Expressway as it bisects the community and provides for limited access toll roads maintained and operated by state agencies as well as

publicly owned and operated potable-water supply facilities as principal permitted uses. The HW-C zoning district features the Atlantic City Expressway, Conrail Railroad Line and Black Horse Pike land uses within the Atlantic City portion of the municipal boundary area.

The IND zoning district of the City of Pleasantville extends along the Black Horse Pike corridor within this area of the municipal boundary. The Atlantic City portion of the municipal boundary within this area features the HW-C zoning district which extends from the Atlantic City Expressway to the Black Horse Pike corridor and terminates at Lakes Bay and the Great Thorofare waterway.

The compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect and preserve those areas identified as environmentally sensitive. Additionally, the established zoning districts of the two municipalities find compatibility and consistency through the physical separation of Absecon Bay, Lakes Bay and the Great Thorofare waterway in combination with the existing land development patterns and land uses of the area.

6. City of Ventnor

The City of Ventnor borders Atlantic City to the south/southwest with portions of the boundary line being defined by the Atlantic Ocean and beach area as well as through the Beach Thorofare and Inside Thorofare waterways. The visual separation of the two municipalities is further defined through the vehicular route of Jackson Avenue.

The following zoning districts and land uses can be found along the municipal boundary line as it traverses north to south, from the Beach Thorofare to the Inside Thorofare

waterway, between the City of Ventnor and Atlantic City. The northerly edge of the municipal boundary is defined by the Beach Thorofare and separates the Residential-2 Low and Moderate Density, Residential-10 Ventnor West, Residential-11 High Density-Special Development, D-C Design Commercial and E-D Environmental District zoning districts of the City of Ventnor from the MTM Marine Tidal Marsh zoning district of Atlantic City. The residential zoning districts of the City of Ventnor provide for moderate to high density residential development of a certain character and with respect to the unique water orientation and natural resources of the area. A limited portion of the municipal boundary as defined by Dorset Avenue, Jackson Avenue and Fulton Avenue features the D-C Design Commercial zoning district of the City of Ventnor which provides for a major commercial concentration of development due to the ample access to vehicular routes and provides for controls with respect to the overall design of the development with respect to the surrounding area. The remainder of the municipal boundary as it extends along Jackson Avenue to the Inside Thorofare waterway features the E-D Environmental District of the City of Ventnor. The E-D zoning district serves to recognize that certain areas of the municipality feature environmentally sensitive areas, which are subject to tidal flow and or flooding, and lie within the jurisdiction of review and regulation of the Coastal Area Facility Review Act (CAFRA). This entire section of the municipal boundary line features the MTM Marine Tidal Marsh zoning district of the Atlantic City portion of the boundary line. Both the E-D and MTM zoning districts include the tidal/wetlands areas which both municipalities identify as environmentally sensitive areas which are critical to the ecosystem, are subject to tidal flow and/or flooding and the regulation of such areas lies within established federal and state statutes regarding the classification of wetlands and coastal areas. The overall compatibility of zoning districts and

land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to protect and preserve environmentally sensitive areas while at the same time providing for limited commercial development which shall be designed with respect to the surrounding areas as well as providing for residential development which pays particular attention to the unique water orientation and natural resources of the area.

The following zoning districts and land uses can be found along the municipal boundary line from the Inside Thorofare waterway to the Beach and Atlantic Ocean. From the Inside Thorofare, south along Jackson Avenue the municipal boundary is separated by the RR-1 Residential Redevelopment 1, C/MU Commercial/Mixed Use and the Residential-9 High Density Residential zoning districts of the City of Ventnor from the R-2 Single Family Residential zoning district of Atlantic City. The Residential Redevelopment area consists of areas which the City of Ventnor identified as a Redevelopment Area which could benefit from the implementation of a Redevelopment Plan. The City of Ventnor initiated the redevelopment process in 1998 as a method of creating a Redevelopment Plan which would address the problems of the aging building stock, density issues and conversion of single family dwellings into multi-unit buildings. At the present time the City of Ventnor is focusing on redevelopment within the general area on a lot by lot basis, as opportunities arise, instead of as an overall comprehensive Redevelopment Area due to changes in the market and a dramatic increase in individual property values. This general area, prior to the redevelopment process, consisted of residential zoning districts which included the Residential-7 Mixed Density Residential and the Residential-9 High Density Residential zoning districts. The C/MU Commercial/Mixed Use zoning district follows the Ventnor Avenue corridor and abuts Atlantic City at Jackson Avenue. This area was developed to provide for a mix of neighborhood

commercial and residential uses for properties fronting along Ventnor Avenue. The R-2 Single-Family Detached Residential zoning district of Atlantic City extends from the Inside Thorofare to the Beach along Jackson Avenue. Primary uses in this area include single family detached dwellings and home occupations which are consistent with the adjacent residential uses of the City of Ventnor. The limited commercial area along Ventnor Avenue provides additional neighborhood services and uses which benefit residential areas through corner convenience stores, specialty shops and local business services and is therefore consistent with the adjacent zoning district and land uses of Atlantic City. The overall compatibility of zoning districts and land uses along this portion of the municipal boundary area provides for opportunities to advance the goals and objectives of both municipal master plans to continue to provide development opportunities which are compatible to existing residential and limited commercial land uses.

C. Atlantic County Master Plan

The Atlantic County Master Plan (ACMP) was issued in October of 2000 and identifies the land use areas of Atlantic City as consistent with the existing land use development patterns as found within the Atlantic City Master Plan and related Land Use Development Ordinance. The ACMP also identifies Atlantic City as the focal point of development within the County's land use development trends both historically and currently. The ACMP further identifies that Atlantic City was originally a seasonal, tourist attraction, which has now evolved into a year-round destination. The one element identified as spurring this evolution and new development trend is the casino industry, which not only impacts Atlantic City proper but the surrounding environs. The new development has been occurring in Atlantic City through increased residential construction, new casino construction as well as

additional retail and entertainment venues which previously were scarce.

The ACMP notes that the barrier islands of the County feature natural environmental conditions which serve as both an opportunity for and an impediment of future land development patterns and uses. New construction within Atlantic City and Absecon Island as a whole is subject to the regulatory review of the New Jersey Department of Environmental Protection, Coastal Permitting Program. Environmental limitations aside, the ACMP identifies that Atlantic City will continue to be an area most accommodating of infill development and most attractive for further redevelopment.

Finally, the ACMP stresses that as Atlantic City continues to evolve, the need for sound planning and an overall increased community awareness of the direct and indirect impacts of development shall be realized and set as the main priority for the community.

D. New Jersey State Development and Redevelopment Plan

The New Jersey State Development and Redevelopment Plan (State Plan) was adopted in March of 2001 and provides for a vision for the future that will preserve and enhance the quality of life for all residents of the State of New Jersey. The State Plan is also the product of the Cross-Acceptance process which involved thousands of residents from across the State voicing their concerns and discussing topics such as the goals, strategies, policies and applications of the State Plan at the local level. Therefore, the State Plan has a number one goal of encouraging the local community to review its master plan to ensure consistency with the State Plan.

The State Plan Policy Map was developed as part of the overall process and serves as a guide for municipal, county and regional planning efforts through identifying Planning Areas throughout New Jersey. The State Plan Policy Map identifies the regions of New Jersey where critical natural and

built resources are located and which need to either be protected or enhanced to ensure longevity and to achieve the goals of the State Plan. The State Plan identifies Atlantic City as one of a select number of designated Urban Centers. It also identifies that, due to the existing development pattern of Atlantic City, this area falls within the Metropolitan Planning Area (PA-1), which is considered an Area of Growth for New Jersey. The coastal tidal/wetlands and inter-coastal waterway portions of the municipality are identified as being within the Environmentally Sensitive Planning Area (PA-5), which is considered an Area for Conservation of New Jersey.

The Atlantic City Master Plan identifies consistency with the State Plan in that the zoning districts and land use patterns of development are located within the PA-1 portion of the municipality. Additionally, the Atlantic City Master Plan and Land Use Development Ordinance identifies that all coastal tidal/wetlands and inter-coastal waterway portions of the municipality are located within the MTM Marine Tidal Marsh zoning district. The MTM zoning district provides as the main purpose and intent being the preservation and continuation of the environmentally sensitive areas of Atlantic City.

E. New Jersey Department of Environmental Protection, Coastal Permitting Program

The land area of Atlantic City and the entirety of Absecon Island is under the jurisdiction of the New Jersey Department of Environmental Protection (NJDEP), with respect to review of development within coastal, waterfront, wetlands and tidal areas. The NJDEP protects coastal waters and the land adjacent to them through the Coastal Permitting Program which includes the following statutes, Coastal Areas Facilities Review Act (CAFRA - N.J.S.A. 13:19), Waterfront Development (N.J.S.A. 12:5-3), Wetlands (N.J.S.A. 13:9A), and Tidelands (N.J.S.A. 12:3). These regulations are monitored and regulated by

the Division of Land Use Regulation (LUR) of the NJDEP Land Use Management and Compliance Division. The main task of the LUR is to accept and review applications for permits to build or develop on environmentally sensitive land such as freshwater wetlands, coastal areas and floodplains. The Atlantic City Master Plan recognizes that the municipality is subject to the Coastal Permitting program and the regulatory review of the LUR to ensure that all land development is consistent with the NJDEP requirements.



Atlantic City Master Plan

Community Participation

Community Participation

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Community Participation

A. COMMUNITY PARTICIPATION PROCESS

The Karabashian Eddington Planning Group, in conjunction with Bill Clare of New Results Inc., a specialist facilitator, undertook an extensive public participation process in order to solicit community input for the Master Plan. Six well-attended forums were conducted in the summer of 2006. One meeting was conducted in each ward with the support of the individual council members. Numerous other meetings with community leaders were also conducted and special meetings with the Mayor and Planning Division were held to solicit input and feedback. Additionally, several meetings with the business community and casino executives were conducted to solicit their input on the future of the City.



The public forums were conducted in an open discussion, town hall meeting format, where any participant could express their views on improving the quality of life in the City. Each three hour session consisted of an open forum discussion for 90 minutes followed by a prioritization discussion for the remainder of the 90 minute session. During the first part of the forum, every comment was noted and categorized by the specialist facilitator into major groupings that related to planning and improvements. In the second half of the forum, participants were asked to collectively discuss and rank the listed issue/category based on priority.

The end product of this planning exercise was a prioritized matrix of issues by each ward, relating to individual ward concerns as well as the City as a whole. It may be noted here that, as expected, priorities varied by individual wards. Additionally, during the discussions, when participants raised issues, the whole group was probed by the facilitator on how that particular issue could be mitigated. These ideas and comments were also recorded and taken into consideration by the planning team when making recommendations concerning the other elements in the Master Plan.

The tables which follow list the issues, rankings, and mitigating ideas which were discussed during the public participation process by individual wards. The highlighted rows present the top three (3) priorities for each ward/meeting. The list of participants at these meetings is available at the City's Planning Division offices.

Images from the Public Forums



Ward 6

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1	Land Use	Bader Field Redevelopment	Water front houses with boat slips in Chelsea Heights Aviation museum, seafood restaurant, open space, parking, public access, marine uses	0	
2	Open Space	Boulevard Avenue Park	Keep it as it is	4	10
3	Open Space	Place for children to play	Provide more recreation/ open space, keep children off the streets	4	10
4	Community Facilities	senior citizen center	Provide a center for senior citizens, 55+ housing, Masonic temple, multi-purpose	8.5	7
5	Land Use/ Housing	Density too high Spot zoning, 3 story homes on 30' lots Parking enforcement Code enforcement	Reduce density, revise zoning laws, improve code enforcement	15.5	1
6	Open Space	Bicycle path	Provide bike path around the city; extend biking hours on the Boardwalk	10.5	5
7		Evacuation route	Address problems due to flooding on West End Ave, Rt. 40, Rt. 30; provide new evacuation bridge; extend high school exit Down Beach	13.5	2
8		Water management	Provide water locks; address storm water runoff behind dunes; stabilize/ manage/ analyze dunes	13.5	2
9	Circulation	Roads	Improve aesthetics; upgrade; repave; beautify dividers	3.5	11
10	Housing	Year round residency Landscaping	Encourage year round residency; Encourage green/ landscaping	7	8
11	Housing	Worker housing Mass transit	Provide for casino worker housing; provide mass transit in out-lying communities; analyze how this affects AC housing and transit	11.5	4
12	Recycling	Cleanliness	Provide trash receptacles; remove weeds; improve storm drains; address vacant lots; implement code enforcement	9	6
13	Land Use	Seashore gardens	Re-utilize Seashore Gardens; medical offices; improve parking; hotel redevelop	1	13
14	Circulation	Pacific Ave Traffic	Address Pacific Avenue traffic flow; support jitneys	2	12
15	Housing	Building Code	Improve building codes; encourage/ improve energy efficiency	10.5	5
16	Circulation	Harrisburg & Dover - slow traffic	Make each one way to support traffic from Chelsea view by way of Dover; support fire services	6.5	9
17	Circulation	Streets ROW	Design R-o-W for emergency access; remove parking spaces - for future development	6.5	9
18	Land Use	Bader Field	Remain as a historic air field; recreational use	12	3

Ward 1

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1	Open Space	Visual aesthetics and greenway	Pay attention to visual aesthetics and green spaces for new high-rises; don't mind new development but preserve open space	6	3
2	Land Use	Waterfront use	Waterfront should have public access; limit high rises; pay attention to architecture		
3	Land Use	Density	Zone density for access; keep open spaces; keep neighborhood character, communities, homes	9	1
4	Land Use	Mixed Use/ Mixed Income	Develop mixed income and mixed use neighborhoods; provide age restricted housing	7	2
5	Open Space	Boardwalk	Maintain and refurbish the Boardwalk; provide public access to waterfront; provide a new Boardwalk or promenade; remove the broken Boardwalk because it is hazardous (specifically between Melrose and Caspian)	6	3
6	Land Use	Commercial and Retail	Provide more commercial and retail places; supermarket; services	2	6
7	Open Space	Public Recreation	Make better use of resources for public access and recreation; jetty; New Hampshire Avenue.; fishing pier	4	4
8	Circulation	Traffic	Plan for traffic and access for the new Morgan Stanley Casino project; Oriental Avenue; provide street lights; plan traffic and parking for new high rises; safety	3	5
9	Land Use	South Inlet	From Metropolitan Ave. to New Hampshire Avenue - the Morgan Stanley Casino is okay, but leave the surrounding residences as they are	7	2
10	Land Use	South East Inlet	Fix the southeast inlet 20' lots; revise zoning; provide single-family/ duplexes or row homes		
11	Circulation	New Bridge	Provide a new bridge from New Hampshire Avenue to the connector tunnel	0.5	7
12		Energy Efficiency	Buildings should consider energy efficiency	0.5	7
13		Construction	Responsible contractors; take care for site and beautification, maintenance; ongoing disruptions; minority business		

Ward 2

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1	Housing	Affordable Housing	Build more affordable housing; housing for seniors (55+); no high rises; housing for low income; apartments; single family homes	8	2
2	Land Use	Commercial and Retail	Build a quality supermarket; with products of different nationalities; quality products; quality employees; The Walk was a good start; security; Main Street concept should be carried out	5	4
3	Housing & Community Facilities	Housing & Community Facilities	Programs for home improvement; rehabilitation funding	7	3
4	Land Use	Housing	Relocate commercial businesses to new industrial park; replace with housing	2	6
5	Community Facilities	Community Facilities	Provide sub-stations for police in neighborhoods; community policing throughout the city; stand alone structures	9	1
6	Community Facilities	Community Facilities	Provide a performing arts center and school; camps; speaking correctly to children; after-school programs	5	4
7	Community Facilities	Community Facilities	Entertainment - secure, movies, bowling alley, roller skating, ice skating, family restaurant	4	5
8	Community Facilities	Community Facilities	Farmer's market, fresh veggies, fish, meats, fruit	1	7
?	Transportation	Transportation	Exits from City; congestion	0	8
9	Transportation	Traffic flow	Address traffic flow; congestion; conflict with pedestrians; mono rail around the City	4	5
10	Transportation	Traffic and Code enforcement	Jitney cutouts on Pacific Ave; enforce the laws for buses	0	8

Ward 3

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1+5+6	Community Facilities	Community Facilities	Community Center for youth	6	6
2	Land Use	Commercial and Retail	Provide two major supermarkets; 2 ward, 3 ward; hardware store; encourage small and medium businesses	7	5
3	Land Use	Density	Density; how many people; how many buildings	10	2
4	Transportation	Traffic	Aerial tramway; solve traffic; remove Jitneys	8	4
5/1	Community Facilities	Community Facilities	Expand library; community oriented; in the neighborhoods		
6/1	Community Facilities	Community Facilities	Center for the arts; cultural center		
7	Parks	Parks	Family parks; natural space; Masjid	5	
8	Transportation	Flooding	Flooding NY and Baltic, and Mediterranean at Kentucky, Indiana, and Illinois Avenues; repave streets; infrastructure	11	1
9	Land Use	Commercial	Need movie theater; small to medium; parking; safe well lit; Abbott Dairy	3.5	7
	Community Facilities	Commercial	Roller rink for families; bike path through city		
10	Transportation	Parking	Increase parking; discount for residents (free)	3	8
11	Community Facilities	Community Facilities	Community pools; outdoor; summer; expand Parks	2	9
12	Community Facilities	Community Facilities	Social places for North side; places for entertainment; restaurants; clubs; not casinos	0.5	11
13	Land Use	Bader Field	Retail; farmer's market; housing on the water	1	10
14	Housing	Affordable Housing	Provide affordable housing; senior housing upkeep; CRDA commitments	9	3
	Transportation	Traffic	Traffic; truck traffic on MLK Blvd; widen MLK between Atlantic and Pacific Avenues		
	Community Facilities	Medical center	Neighborhood medical center		

Ward 5

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1		Beautification	Create a more beautiful City; vacant homes removed; architectural guidelines; high rises and beach; beach erosion; Albany Ave	2	5
2	Transportation	Traffic	Traffic; evacuation; Bader Field access to AC Expressway		
3	Land Use	Density	Density too high; de-conversion, sunset zoning for buildings - multi unit	5	3
4	Circulation/ Land use	Parking	Parking facilities; garage indoor; emergency parking at casinos	0	
5	Transportation	Transportation	Widen thoroughfares; expressway exit to Marina District; intercept parking outside of AC should be better utilized; leave Pacific Avenue two-way; Atlantic Avenue, from Albany to Jackson, remove concrete islands and implement left turn lane or repair them; Albany Avenue right turn lane off highway by Bader field; fix flooding on Albany Avenue; air rights should be exercised throughout City; developers need to support and provide Jitney cutouts on Pacific Avenue; left turn lanes, to Expressway entrance; bulkhead needed on West End Avenue	6	2
6			Dunes are too high; access to the waterfront; open spaces for access	2	5
7	Land Use		Commercial vs. residential structures for advertising (restrictive); parking management	2	5
8	Community Facilities		Preserve and rebuild the Garden Pier; maintain AC Arts Center as historical museum; blight clean up; center city park with historical museum and arts	4	4
9	Land Use	Bader Field	Bader Field as open space; no high rises; access to water; attractions; sports; no homes; maintain as airport – at least one runway	7.5	1
10			Flooding at West End Avenue & Annapolis (in 6 th Ward); bulkheading; water management; sewers; infrastructure; tidal from the bay	7.5	1

Ward 4

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1	Land Use	Zoning	The zoning in Venice Park is R1, want it that way, no duplexes, single family fully detached.	15	1
2		Bulkheading	Provide bulkheading - control flooding, protect property, complete project, and new development in all of A.C.; integrated system of bulkheads	14	2
3		Flooding	Fix flooding; new sewers; street levels are too low; drainage is poor; tidal; check valves at every street drain	13	3
4		Infrastructure	Provide underground utilities; improve infrastructure	10	5
5	Transportation	Transportation	Provide second egress from lagoon area; second bridge; West Riverside Dr.; fix existing bridges and restore; from Horace Bryant	12	4
6	Community Facilities	Community Facilities	Community Center; outdoor facilities - swimming complex, picnics, by Absecon Ave.	8	7
	Open Space	Public Transit/Parks	Walkways from developments and Venice Park, bike paths, open spaces, fish pond; never develop the wetlands		
7			Streetscaping; public works; SID zones; gateway into Venice Park from Rt.-30	10	5
8	Land Use	Commercial and Retail	Need a commercial area (downtown), retail, restaurants, theater; off of The Walk; Atlantic Avenue; appearances; code enforcement; improve like Boardwalk	6	9
9	Transportation	Parking	Residents to have free access to all parking garages in casino zones; free parking at the beaches	2	12
10	Land Use	Commercial and Retail	Neighborhood retail and commercial	5	11
11	Community Facilities	Community Facilities	Community policing; sub-stations; police incentive to live in neighborhoods	9	6
12	Community Facilities	Community Facilities	Boat ramp for AC; bait and tackle; gas pumps	1	13
13	Transportation	Transportation	Pedestrian walkways for safety on Rt. 30 area	5.5	10
14	Transportation	Public transit	People mover; do not use eminent domain; remove Jitney services; monorail; alternate routes for casino buses away from Atlantic Avenue; use shuttles	1	13
15	Land Use	Industrial use	Soft industrial on Absecon Blvd.; sewage plant; small manufacturing; business park	2	12
16	Community Facilities	Community Facilities	Schools; included in plan	6.5	8

Local Businesses

Issue #	MP Element	Issue	Desired solution	# of Votes	Rank
1	Transportation	Traffic Flow	Signage; Jitney stop left; gridlock; remove concrete; parking; pedestrian traffic; expand Jitney / Shuttle; coordinate traffic lights; uptown vs. downtown; intercept parking; green arrow	10	2
2	Transportation	Pedestrian Traffic	Synchronize for vehicles; all red for walkers; bridges over thoroughfares; elevated walkways; Baltimore Inner Harbor	4.5	6
3	Economic Development	Economic Development	City sponsored, coordinated; funding sources found through city; mandated; educate community based organizations	4.5	6
4		Cleanliness	Code enforcement; power wash streets; open lots; trash management	4.5	6
5		Beautification	Trees on Atlantic Avenue; streetscaping; Albany & Ventnor Avenue stopped being maintained; corridors updated	2.5	8
6	Land Use	Bader Field	Albany Ave. bridge; infrastructure; inner harbor; develop property	8.5	3
7	Open Space & Recreation	Recreation for children	Atlantic City families (children); recreation; schools; shopping for food; movie theater; safe neighborhoods	7.5	5
8		Safety	Attract investors; strong police presence; for on-street parking (min. width); police sub-stations	11	1
9			Business services to support high density; parking; Chelsea as an example; development of other businesses; restrooms / convenience	3.5	7
10	Land Use	Zoning	Visitor-based zoning; Albany to Inlet; 5 blocks wide; attractive to walk through; should be a playground	0	9
11		Boardwalk	Make to Boardwalk a destination; maintain; promote; should be branded	8	4
12	Land Use	Bader Field	Develop Bader Field		

Casino Executives

Issue #	MP Element	Issue	Desired solution	# of Votes	Ranking
1	Transportation	Transportation	Need increased volume; light rail service for airport (rail for Philadelphia and NYC); increased block size; need better traffic flow/signalization; increased pedestrian circulation	12	1
2	Land Use	Tower heights	Limit development on Bader Field - no casinos; 800' building height in RSC Zone needed for casinos, housing, hotels, offices, and business centers	10	2
3	Transportation	Enclosures	Increased use of walk-ways (e.g. extend seasons; pedestrian safety); concerns regarding AC Expressway entrance at The Walk (pedestrian safety)		
4	MSAC	Appearance; operations	Mid-town business focus needed	5	5
5			Better use of beaches; CAFRA; FEMA; City; permanent fixtures	5	5
6	Land Use	Hospital	Better future location; grid lock for emergency vehicles	0	
7	Land Use	Beautification	Atlantic, Pacific, Boardwalk, abandoned lots & rundown properties; need improved code enforcement; improved bus shelters and more locations	6	
8	Housing	Affordable housing	For employees (in A.C. and off-island)	6	4
9		Sun control angle	Remove roof-top landscape requirement; plant material dies; remove 30-degree angle-building requirement	2	6
10	Transportation	Signage	Navigation around neighborhoods is difficult; traffic flow - one way may be needed on Pacific Avenue; synchronize lights; need improved and constant signal maintenance; parking on Atlantic Avenue may not benefit casinos and traffic flow		
11	Land Use	Zoning	Expand casino (RSC) zone from Tropicana south; also extend RSC across Pacific Ave to Atlantic Ave, basically the entire City from Atlantic Ave to beach (including toward Ventnor to where the Enclave is located); think about walkways	10	2
12	Land Use	Bulk Standards	Recommend strict "boundary lot" restrictions be softened; developable tracts that border residential have too tight restrictions	2	
13	Land Use		Reduce small redevelopment projects with unique regulations; standardize via zoning ordinances or larger redevelopment areas; identify common goals by City	1	
14	NJDEP	CAFRA Regulations	The Atlantic City rule for vacating streets should be challenged with CAFRA; need fresh City/Administration recommendations; City should adopt review of CAFRA regulations	8	3

B. RECOMMENDATIONS FOR PUBLIC PARTICIPATION

The Atlantic City Master Plan has evolved with extensive and continuous community involvement. The city recognizes that changes to the Plan affect the entire city, but acknowledges that the major impacts of development allowed by these changes are usually borne by residents in the immediate vicinity. As a result, public input is vital to appropriate and effective planning. In recognition of the important role that community input plays the city ensures that the community has opportunities to participate in all planning efforts.

The “Community” generally includes residents, property owners and business owners within Atlantic City, interested groups and individuals, and those with a special interest in the City. Traditionally the City of Atlantic City has recognized the following communities based on geography: Inlet, Bungalow Park, Marina District, Midtown, Westside, Venice Park, Downtown, Chelsea and Chelsea Heights.

The policies of the Community Participation Element are intended to achieve the following:

- Ensure community participation in the Master Plan and other planning tasks.
- Improve community participation in relationship to the crucial decision-making bodies in land use and zoning matters.
- Enhance notification, information, and process for community input.
- Improve neighborhood participation in land use planning and decisions.
- Increase the use of new technology for community participation.
- Improve the role of City administrative structure and staff in relationship to meaningful community participation.
- Promote a sense of community pride through education and outreach programs.
- Consolidate a single-point information system for the community.

The following goals, objectives and specific strategies should guide all future planning efforts in the City.

1. Seek and Continue Active Community Support and Participation in the City’s Planning Decisions

a. Community Participation in Planning Tasks. Master Plans and amendments and the need for general planning tasks must originate and proceed with community groups continuously. This is central to the process, with the recognition that MP revisions are voted on at the Planning Board

- **Maximum Community Participation.** The Planning Board should establish clear procedures for maximum community participation in the Master Plan process.
- **Community Involvement in Planning.** Whenever an area plan, a strategic plan, or any other land use planning is undertaken, there must be continuous and maximum participation by those who will be affected by the plan including committees of residents who live in or near the plan area, merchants, and others who do business in the plan area, as well as members of interested groups and the general public.
- **Community Input and Decision Making.** Community Participation activities and all opinions should be considered seriously and made integral to decision-making.
- **Planning Board and Citizens’ Advisory Committee.** The Planning Board should consider the use of a Citizens’ Advisory Committee made up of stakeholders and interested parties to effectively inform the Board of community and neighborhood concerns and priorities. This could be on a ward-by-ward basis or an individual neighborhood basis, as needed.

b. Community Participation in Land Use Decision-Making

Bodies. Land use decision making bodies should comprise of representatives from the community.

- **City Council Procedures.** Analyze and suggest improvements in the performance of the City Council in its procedures involving community participation in land use planning and decision-making.
- **Outside Agencies.** Improve participation by Atlantic City communities in important planning decisions made by bodies outside the City that have an impact such as: Atlantic County, NJ Transit, NJDOT, CRDA, Atlantic Cape Community College, and others.
- **Boards and Council.** Examine how communities can most effectively participate in their appearances before Boards and the Council.
- Encourage and emphasize open communication between developers and the community about compatibility issues.

c. Technologies for Community Participation. Regardless of technology and content, the communications methods, whether based on the internet, radio, television, voice mail systems, or any other linkage, must be presented in a user-friendly format.

- **City-to-Community Communication.** Use geographic information system and other technology to facilitate information transmittal to communities concerning land use information for their geographic areas of the city.
- **Community-to-Community Communication.** Sponsor and facilitate community-to-community communication using new technologies such as email, online forums and blogs.
- **Community-to-City Communication.** Use email as a primary way of ensuring that the community can easily and effectively communicate their information and interests to the City and elected officials.

- **Feedback and Evaluation.** Post supporting documents such as staff reports for the next meeting of Boards and Commissions dealing with land use matters in an easily accessible location on the City website and institute direct methods for individuals to provide feedback and evaluation.

2. Promote Awareness and Sense Of “Community Pride” Through Community Participation, Education and Public Outreach

a. Multi-media Education and Outreach. Identify all available media sources, and design informational and promotional materials appropriate to the specific media for education and promotion.

- **Coordination with Educational Entities.** Coordinate individuals from local schools, universities and/or private advertising agencies in the development of multimedia materials and its distribution.
- **Educational Resource Programs.** Identify all educational resources in the region and work with their staffs to develop educational programs and forums.
- **Atlantic City Television Channel.** Partner with Atlantic County Community College to develop programming and materials for the City’s own cable television channel for the benefit of residents and visitors.

b. Single Point Information Source. Develop a single-point information facility and system. Identify desired locations for such as libraries, museums, kiosks, and other informational facilities within the City.

- **Email Communication.** Create an email list of interested groups and individuals for regular updates through email.

- **Master Plan and Zoning Online.** Consider posting the City's Master Plan and zoning maps on generalcode.com where some City codes already exist. Additionally, the City could post this information on its website at cityofatlanticcity.org.
- **Public Outreach Approaches.** Adopt the following strategies to generate interest in the City's activities and create a sense of community pride.
 - Present City planning projects at local organization meetings.
 - Develop visual aids for presentations: video, maps, fact sheets, etc. to promote the City's, history, planning and development.
 - Organize presentations about the City, its history and new impetus at schools, colleges and other community facilities.
 - Conduct workshops and "open houses" for the professionals and resident communities.
 - Create electronic and hardcopy newsletters with updated general information of events for the benefit of community residents and interested organizations.
 - Post fliers and/or newsletter of community events on community bulletin boards.
 - Host neighborhood scale events and block parties to create community pride.
 - Conduct regular press briefings to highlight the City's achievements and recent developments.

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