

TURNING *the* TIDE

Atlantic City Waterfront Access & Revitalization Plan



ACKNOWLEDGEMENTS

The Edward J. Bloustein Fall 2014 Comprehensive Planning Studio is proud to present this waterfront revitalization plan, which puts forth a number of potential strategies for enhancing access to Atlantic City's waterfront, and capitalizing on the City's waterfront resources to spur economic and community development.

The creation of this plan would not have been possible without the thoughtful comments, direction, and input given by those Atlantic City residents who were willing to spend time with our group and give us their perspective on the untapped potential in the City's waterfront areas.

FALL 2014 STUDIO MEMBERS

Alex Belenz
Kevin DeSmedt
Eric Geroulis
Matt Kirson
Mikhail Kublanov
Christian Mercado
Elijah Reichlin-Melnick
Gabriel Sherman
Kevin Sievers
Katie Wettick
Steven Zimmerman
Helen Zincavage

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
INTRODUCTION	9
EXISTING CONDITIONS	19
REDEVELOPMENT VISIONS	39
OPPORTUNITY SITES	44
FINDINGS & NEXT STEPS	139
APPENDICES	145

EXECUTIVE SUMMARY

There are 34 places in New Jersey with populations greater than Atlantic City's. But ask someone from anywhere in the United States to name a place in New Jersey, and chances are, Atlantic City will top the list. No other city of its size is as well known by people from around the country and around the world, and over the past few decades, probably no other city of its size has been the subject of so many studies, plans, and big ideas. This plan, however, is the first to focus exclusively on the City's waterfront.

Atlantic City was traditionally known as the Jewel of the Jersey Shore, and many of the conditions that have historically made Atlantic City a popular destination still exist including the spectacular waterfront location and world famous Boardwalk. As Atlantic City looks to diversify its economic base beyond casino gambling, the City's waterfront offers perhaps the best bet for creating new amenities for tourists and residents. Drawing on an extensive study of historical conditions, current land use, zoning, and community needs, this plan provides strategies for enhancing the waterfront areas of Atlantic City in ways that spur economic development, improve the quality of life for residents, make the waterfront more appealing to visitors, and positively impact the perception of the City. This plan addresses the current conditions of the waterfront, develops overarching policies for improvement, and, for certain sites along the waterfront that offer good prospects for redevelopment, outlines the form that such redevelopment could take.

Existing conditions in Atlantic City indicate the need for improvements in many areas of the waterfront. While the City is nearly surrounded by water, public access to the waterfront is not always sufficient. Along the Boardwalk, large casinos block many waterfront views and discourage pedestrian activity. The Boardwalk also suffers from disrepair in many areas, especially towards the north of the City. Along the Back Bay and inlets, public access is often informal and disjointed; public improvements are needed to make individual access points more appealing and to connect access points to each other. Throughout the City, signage for public access is insufficient and often confusing.

Many sites along the City's waterfront are underutilized. Additionally, many large areas previously slated for development of resorts or housing have been left vacant after the economic downturn. Many waterfront properties along the Back Bay side of the City were damaged by Superstorm Sandy and some have not been repaired or rehhabited, contributing to a blighted look along sections of the waterfront.

Atlantic City has a wealth of existing public access points connecting its residents and visitors with its tidal waters and shorelines. The Municipal Public Access Plan completed along with this report includes a comprehensive inventory of Atlantic City's public access points, which was conducted in October, 2014 and includes the attributes and amenities of each point. The inventory documented 200 existing public access points, some of which are currently well-maintained and well-utilized, while others are inaccessible to the public or in danger of becoming so.

Some public access points are simply street ends with a view of the water, while others are improved sites with a range of amenities. Based on an assessment of community needs, this report argues that many access points require enhancement if they are to continue to serve public needs. These enhancements include:

- Opening existing restroom facilities to the public during posted hours
- Providing fish-cleaning facilities at popular fishing sites
- Providing boat launches for small motorized and non-motorized watercraft where feasible
- Adding seating and picnicking amenities to bayside access points, where space permits
- Planting shade trees on bayside waterfront sidewalks
- Improving street-end water access beyond visual access where feasible

This report recommends the creation of a new pedestrian-only trail situated on the Bayfront side of the City: the Sunset Trail, so-called because much of the route would run along Sunset Avenue and the location on the western shore of Absecon Island would offer users spectacular sunset views over the marshes and tidal lands of the Back Bay. The Sunset Trail would bridge the gaps between the several sections of existing waterfront paths on the Back Bay side of the City. When complete, the trail would extend from the Chelsea Heights Neighborhood and Bader Field all the way north to the current terminus of the Waterfront Sculpture Walk near the Golden Nugget Casino. Signage and street improvements would direct users along local streets towards Gardner's Basin and the hopefully soon-to-be rebuilt Inlet section of the Boardwalk. The Sunset Trail would offer approximately 9 miles (including the existing Boardwalk) of safe, scenic pedestrian facilities for Atlantic City residents and visitors, allowing people to traverse virtually the

entire periphery of the City without leaving the waterfront.

Following the lead of the 2013 Atlantic City Bicycle and Pedestrian Plan this report recommends adding a 10-foot wide bike lane to the Boardwalk to facilitate safe travel for cyclists, pedestrians, and rolling chair operators. The lane would be created in the space currently marked for rolling chairs. Bicycle speeds would be capped at 10 mph, with enforcement by the same resources that previously regulated operating hours. These recommendations will help improve and expand the flow of pedestrian and bicycle traffic on the Boardwalk, and provide improved access to the Atlantic Ocean beaches, businesses, and public spaces along the Boardwalk.

The destruction caused by Superstorm Sandy in 2012 served as a deadly reminder of the severe impact of coastal weather events. Waterfront redevelopment provides Atlantic City with an opportunity to promote modern techniques for sustainable and resilient development. Developing land in a sustainable and resilient manner can increase quality of life, and safety and reduce future cost burdens for the City and its residents. Therefore, this report recommends that the City incorporate Green Building standards into plans for waterfront development and should require waterfront development to include modern stormwater management features.

Pedestrian safety and aesthetic improvements are recommended for four key transportation corridors considered vital to facilitate safe and pleasant connections between redeveloped sites along the waterfront. Improvements are suggested for Albany Street between Ventnor Avenue and the Boardwalk, for New Hampshire and New Jersey Avenues north of Melrose/Mediterranean Avenue, and for Melrose/Mediterranean Avenue between New Jersey and New Hampshire Avenues.

To illustrate how the general visions provided within this report could be put into practice throughout the City, specific redevelopment plans are proposed for 10 opportunity sites along the City's waterfront which this studio believes offer particularly strong redevelopment potential. These sites tend to be underutilized in their current use, with many of them failing to take proper advantage of their waterfront location. Many of these sites are highly visible and located on or near well-traveled roads or at gateways to the City, which makes them particularly important as a visitor's first impressions of a city can greatly influence their overall perception. By improving these sites, the City can become more inviting to visitors. Additionally, many of the redevelopment strategies suggested for these specific sites could be used on other sites as well.

The opportunity sites suggested, along with recommendations for redevelopment are as follows:

1. Garden Pier - This is the City's northernmost pier, located next to the shuttered Revel Casino. The "Garden Pier Area" opportunity site includes both the pier itself and a vacant lot across the Boardwalk, along S. New Jersey Avenue. This report suggests redevelopment of this site to build on Atlantic City's rich history by creating a historic museum on the pier, complimented by a historic village on the nearby lots. The creation of such a new family-friendly tourist draw would further the City's goal of diversifying its tourist options, create jobs, and bring more tax dollars to the City.
2. Fisherman's Park - The site consists of the existing Fisherman's Park at the bottom of Gardner's Basin and encompasses a series of currently vacant parcels running up the west side of Gardner's Basin. This report proposes the creation of a two-story building at the end of Wabash Avenue to house a permanent farmers market where fresh produce, seafood, and other food items will be sold. While most of Fisherman's Park will be incorporated largely as is into the new site design a small portion of the park by the Baltic Avenue Canal outflow is reimagined to serve as a wetland ecosystem that aids in flood control and wastewater runoff treatment, thus improving water quality in Gardner's Basin.
3. Gardner's Basin - The Gardner's Basin opportunity site is located in the northeast corner of Atlantic City, between Gardner's Basin and the Absecon Inlet. The site area is 22 acres and bound by Parkside Avenue and Caspian Avenue, with New Hampshire Avenue bisecting the site. The site's marina, commercial uses, and currently vacant land provide opportunities to develop both City- and privately owned land with complementary uses. Our concept for Gardner's Basin is to expand residential options in this part of the City, while also expanding the access to the waterfront for residents and visitors. The residential component will be townhomes, mirroring the form of the existing neighborhood. Commercial development will include an indoor waterpark, hotel, and additional retail space. Public access to the area will be improved through the addition of a new waterfront park, fishing amenities, and a new waterfront trail.
4. Carson's Point - The site is at the end of Carson Avenue and N. Massachusetts Avenue. The primary parcel comprises a peninsula that juts out into Clam Creek and Gardner's Basin. This report proposes developing the site as a "tropical oasis" within Atlantic City landscaped with sand and palm trees and hosting a boutique hotel consisting of 24 island-inspired bungalows

and roughly 15 rooms in a bed and breakfast operated out of the three historic houses that will be rehabilitated. The redevelopment will also include a tiki bar, a public swimming basin enclosed by a floating dock, and a small marina.

5. Delta Basin - This 3.5-acre site in the Bungalow Park neighborhood is bounded by New Jersey and Magellan Avenues and is mostly vacant at present. The vision for this site is to improve public access to the waterfront with the creation of a public park and fishing amenities, while creating new single-family housing units to link the site with the surrounding neighborhood and employing stormwater management strategies to mitigate flooding. The development would help diversify the local housing stock, and the expanded waterfront access, public park space and beautification could help raise property values of the nearby existing homes.
6. Fairmount Harbor - This opportunity site is an irregularly shaped 13.6-acre area located at the northern end of the Ducktown neighborhood, at the gateway to the City, just west of the Atlantic City Expressway and north of Fairmount Avenue. Currently home to abandoned industrial buildings and surface parking lots, the site gives visitors an unfortunate first glimpse of Atlantic City. This report proposes a new neighborhood of mixed-use development with residential, commercial, and recreational spaces which would link the downtown business district with the waterfront, improve the site's connections with nearby residential neighborhoods, and utilize the site's proximity to the waterfront to create attractive space for pedestrians, residents, and shoppers.
7. Bader Field - The site is a 142.6-acre parcel located along US Route 40 at the gateway to Atlantic City and has been the site of many redevelopment plans in recent years. This report

envisions the site as the location of two related projects. First, a family-oriented sports resort that would capitalize on the existing baseball stadium and ice rink while adding new sports fields (including domed, all-weather fields), and a 150-room hotel to make Bader Field a premier regional destination for youth and interscholastic sporting events. Second, Bader Field will also become a destination for waterfront recreation. RV parking and car camping sites will be installed along the existing runways in the northeast corner of the site. These sites will give families an option of low-cost lodging with great waterfront access for their stay in Atlantic City. A 1.5-mile section of the proposed Sunset Trail will run along the waterfront, which will also include a picnic and fishing area, and new docks for small boat access. This plan for outdoor recreation and waterfront access allows for a low-cost, short-term economic use of the northeast portion of Bader Field. Additionally, the lack of major permanent structures will not preclude future uses, should a major economic development opportunity become available.

8. Black Horse Pike Marina - This site is located along the Black Horse Pike (US Route 40) on the northeast side of the road between Atlantic City High School and Bader Field. The prime location, combined with the present unsightly appearance of the site, makes redevelopment a priority for this location. This report recommends the construction of a new marina to provide marine facilities for boaters and slips for short to medium-term docking, and the construction of a large retail store specializing in marine-related and outdoor equipment.

9. Gateway - This site, located at the intersection of Albany Street and Atlantic and Pacific Avenues, consists of three large parcels (totaling approximately 8 acres) at the southern gateway to Atlantic City. This report suggests both short-term and longer-term development for this site with the goal of creating a destination that improves pedestrian activity in the area, links Bader Field to the beach, provides entertainment and job opportunities, and acts as a draw for tourists. The short-term design consists of semi-permanent, “pop-up,” commercial uses complemented by the more long-term development of a movie theater and bathroom and changing station along the Boardwalk.

10. Boardwalk Plaza - This proposed development is located on the site of the Trump Plaza and Casino, in between S. Mississippi and S. Missouri Avenues. This report proposes the demolition of the existing structures, which have outlived their usefulness, and constructing a new five-story mixed-use structure that blends retail, dining, a hidden parking deck, and public open space; the common theme highlights the visual and culinary arts. A pedestrian walkway along Mississippi Avenue between the Boardwalk and Pacific Avenue would be created so as to attract Boardwalk strollers to the proposed arts corridor. A large park along Pacific Avenue would provide an exciting new recreation option in Atlantic City, and would be fronted by new apartments. Facing the Boardwalk would be an elevated plaza like the Spanish Steps in Rome which would offer visual access to the water’s edge. Other buildings proposed for the site include a small botanical garden enclosed in a glass structure and a restaurant which students of local culinary arts programs could hone and display their skills to the world.

This document is the product of the Edward J. Bloustein School of Planning and Public Policy 2014 Graduate Comprehensive Planning Studio. The project was supervised by Professors Fred Heyer and Susan Gruel and initiated by the City of Atlantic City Department of Planning and Development.



Introduction

INTRODUCTION

There are 34 places in New Jersey with populations greater than Atlantic City's. But ask someone from anywhere in the United States to name a place in New Jersey, and chances are, Atlantic City will top the list. No other city of its size is as well known by people from around the country and around the world, and over the past few decades, probably no other city of its size has been the subject of so many studies, plans, and big ideas. This plan, however, is the first to focus exclusively on the City's waterfront.

Atlantic City was initially established as a tourist destination, an escape from the congested cities of the Industrial Era, where people could go to relax and enjoy the supposed health benefits of salt water and sea air. Over time, the image of Atlantic City shifted, and it has more recently been known as a gambling resort, trailing only Las Vegas in the number of large casinos. However, though gambling may have driven the City's economy for the past quarter century, it is the waterfront that makes the City unique.

Located on Absecon Island, Atlantic City is almost entirely surrounded by water. The Atlantic Ocean side, with its 3.4-mile Boardwalk providing visual access to the ocean and its free public beaches, is justifiably famous and is well known and popular with visitors and locals alike. But as Atlantic City residents know, all parts of the City's waterfront have their unique uses and charms. The Back Bay side of the City offers many opportunities for recreational fishing and boating, the Inlet offers striking views, and Gardner's Basin is home to large commercial clamming fleets and docking space for hundreds of boats at the Farley State Marina.



Boardwalk, Easter morning circa 1900. Source: <http://www.pixmule.com/atlantic-city-historical/43/>

These existing assets offer tremendous potential to build on, and doing so would promote new opportunities for tourists and residents.

Drawing on an extensive study of historical conditions, current land use, zoning, and community needs, this plan proposes recommendations for enhancing access to the waterfront, improving connectivity along the waterfront, and diversifying tourism opportunities. These recommendations aim to make Atlantic City a more pleasant and livable place for its residents and a more appealing destination with more recreational and entertainment opportunities for its visitors.

STUDY AREA

The study area for this report is broad, covering the entirety of the City's waterfront and nearby neighborhoods. The connections between the waterfront access points, and the connections from inland areas of the Island to the waterfront also fall within the scope of this report.

STUDY PROCESS

This document is the product of the Edward J. Bloustein School of Planning and Public Policy 2014 Graduate Comprehensive Planning Studio. The project was supervised by Professors Fred Heyer and Susan Gruel and initiated by the City of Atlantic City Department of Planning and Development. Given Atlantic City's current critical need for new economic drivers to supplement the struggling casino industry, the studio chose to expand upon the requirements of the MPAP in order to discuss the waterfront's use not only for public access, but also for economic development. Using information gathered from a public outreach process, the MPAP access point inventory, and numerous other sources, a vision for the future of the waterfront was established and 10 individual opportunity sites were identified as important sites for development.



A clamming boat, pulling fresh catches into Gardner's Basin



Atlantic City Beach Patrol lifeguard station

STUDY PROCESS (CONTINUED)

Municipal Public Access Plan (MPAP)

The development of a MPAP is encouraged by the New Jersey Department of Environmental Protection (NJDEP) as a way to preserve and enhance public access to the waterfront. The plan consists of an inventory of existing public access points and a set of strategies to enhance access to meet community needs. The inventory details access locations as well as the amenities, conditions, restrictions, and accessibility of each access point.

Once a MPAP is adopted by the City and approved by NJDEP, all future development along tidal waterways is required to provide public access consistent with the plan. Without the MPAP, public access requirements are reviewed on an individual basis, making it harder to create consistent access throughout the City. Additionally, once an MPAP is in place, municipalities gain the opportunity to create a municipal public access fund. With the creation of the fund, developers may make monetary contributions in lieu of providing on-site public access. This fund can then be used to implement the goals and improvements outlined in the MPAP.

MPAP ACCESS POINT INVENTORY



The location of all access points inventoried in exploratory site visits



Visual waterfront access along the back bay

STUDY PROCESS (CONTINUED)

Public Outreach

To determine community needs and ensure public input in the planning process, the studio met with key Atlantic City stakeholders, including members of the Atlantic City Council, representatives from the Casino Reinvestment Development Authority (CRDA), the City Planning and Development Department, waterfront property owners, and the Atlantic City Beach Patrol. A public meeting was also held in Gardner's Basin to get input from the general public, and approximately 70 residents or interested parties attended the event. At the public meeting, participants discussed how they used the waterfront, how they accessed the waterfront, and what they would like to see changed. The consensus among meeting attendees was that the waterfront is a major asset for the City, but that significant improvements are necessary.

Identification of Opportunity Sites

Using our observations and input from the public outreach process, 10 opportunity sites were identified as areas that are particularly well-suited for future development. In selecting these opportunity sites, the following criteria were taken into consideration:

- Relationship to the Atlantic City 2008 Master Plan and the 2012 CRDA Tourism District Master Plan
- Public input
- Ownership
- Assessed value
- Current zoning
- Parcel size
- Connection between the sites and the rest of the City



The result of an Interactive mapping exercise undertaken during the community outreach phase



Billboard welcomes beachgoers to Atlantic City's waterfront

STRENGTHS & WEAKNESSES

Many of the conditions that have historically made Atlantic City a popular destination still exist. However, the City faces a number of obstacles to maintaining its position as a top-tier tourist destination and a desirable place to live. Using information gathered through the outreach efforts, MPAP inventory, existing planning documents, site visits, and additional research, this studio identified the strengths and weaknesses of Atlantic City's waterfront, as well the key issues that must be addressed to improve and capitalize on the City's waterfront. Conditions identified as "strengths" should be protected and reinforced, as they form the backbone for the waterfront's continued success. Conditions identified as "weaknesses" must be addressed so as to not threaten the viability of the waterfront as a natural and economic amenity.

Strengths

1. Working Waterfront - Many commercial clamming ships call Atlantic City home



2. Free public beaches



3. The World Famous Boardwalk with historic piers



4. Waterfront recreational opportunities



5. First class waterfront residential options



6. Vacant land near waterfront means good redevelopment opportunities



Weaknesses

1. Casinos dominate the waterfront and the tourist culture, but many have closed



2. Many public access points are poorly maintained or inaccessible



3. Boardwalk along Absecon Inlet needs replacement



4. Stormwater systems (such as the Baltic Avenue Drainage Canal) need repair



5. Many buildings flooded by Superstorm Sandy are still abandoned.



6. Drainage issues hamper access to waterfront in some places



7. Large car-oriented blocks near the Boardwalk



8. Underutilized waterfront sites



Other weaknesses

- Disconnected waterfront access along the Back Bay
- Lack of waterfront amenities

ISSUES TO ADDRESS

1. Atlantic City has always been a tourist town, most recently dominated by the gaming industry. As existing casinos face increased competition from gambling operations in neighboring states, the City needs to diversify and encourage non-gambling tourism in order to keep the local economy afloat.
2. While the City is nearly surrounded by water, public access to the waterfront is not always sufficient. Along the Boardwalk, large casinos block many waterfront views and discourage pedestrian activity. The Boardwalk also suffers from disrepair in many areas, especially towards the north of the City. Along the Back Bay and inlets, public access is often informal and disjointed; public improvements are needed to make individual access points more appealing and to connect access points to each other. Throughout the City, signage for public access is insufficient and often confusing.
3. Many sites along the City's waterfront are underutilized. At the intersection of Albany Street and Atlantic and Pacific Avenues, seen as the gateway to the City, large surface parking lots characterize the waterfront, a problem that exists at other key locations as well. Additionally, many large areas previously slated for development of resorts or housing have been left vacant after the economic downturn.
4. The waterfront is home to a diversity of uses, causing conflict in some areas. Along the Back Bay especially, residential and nonresidential uses (such as the commercial fishing industry) need to be appropriately balanced.

GOALS & OBJECTIVES

Goal

The goal of this plan is to provide strategies for enhancing the waterfront areas of Atlantic City in ways that spur economic development, improve the quality of life for residents, make the waterfront more appealing to visitors, and positively impact the perception of the City. This plan addresses the current conditions of the waterfront, develops overarching policies for improvement, and, for certain sites along the waterfront that offer good prospects for redevelopment, outlines the form that such redevelopment could take.



View from Fisherman's Park

Objectives

Economic Development

1. Reinforce the working waterfront.
2. Provide opportunities for small business development through the creation of incubation spaces and short-term pop-up shops.
3. Encourage alternate (non-gaming) tourism.
4. Improve options for recreational boaters to visit the City by water.

Waterfront Access

1. Increase wayfinding signage and identify public access points along the waterfront.
2. Allow for additional boat activity by increasing marina space and creating launches for small motorized and non-motorized watercraft.
3. Maintain and enhance current public access points, and install more amenities at informal but well-utilized access locations.

Circulation

1. Initiate traffic calming measures along the City's main thoroughfares.
2. Improve pedestrian and bicycle activity along the waterfront by rebuilding parts of the Boardwalk and creating additional linkages along the Back Bay.
3. Allow for increased bicycle activity along the Boardwalk by lifting current bicycle regulations and providing designated bike lanes.

Quality of Life

1. Improve entertainment options and economic conditions to attract and retain residents.
2. Enhance green space, either by improving existing public parks or creating new ones.

Environment

1. Use innovative stormwater management techniques for development when feasible.
2. Manage outflow of Baltic Avenue Drainage Canal.



Existing Conditions

Existing Conditions

HISTORY OF ATLANTIC CITY

Atlantic City¹ was established as a “health resort” in 1854, capitalizing on the supposed healing properties of the salt water and sea air. The establishment of the City was only possible because of the construction of the Camden-Atlantic Railroad running from Philadelphia to Absecon Island. The railroad company acquired much of the land on Absecon Island and began constructing hotels, banquet halls, and other amenities to draw tourists.

By the end of the 1870s, the City had become “the place to be.” There were large-scale hotels with the most up-to-date amenities and elegant restaurants. To complement these amenities and solve the problem of sand entering the buildings, the nation’s first boardwalk was invented. It cost the City half of its yearly tax revenue and consisted of an eight-foot wooden walk between the buildings and the beach.

Soon, the City had become so successful that the train line was unable to keep up with increasing demand. New train lines were created, lowering costs and allowing for inexpensive travel. With these new rail lines, the City was no longer just a place for the wealthy, as working class citizens could now afford a day trip to the beach. As the tourist trade boomed in the early 20th Century, Atlantic City businesses had to continuously devise new ways to lure visitors and maximize profits. A wide variety of unique entertainment options populated the Boardwalk, further cementing the City’s reputation as a one-of-a kind tourist draw. During Prohibition, the local government, recognizing the importance of the tourist economy, often looked the other way while Atlantic City became a hotspot for illegal drinking.

However, the unique draw of Atlantic City could not last forever. Like other urban areas, Atlantic City began to decline after World War II. With the increase of automobile travel and cheaper air travel, more resort areas became available. Additionally, with more suburban luxuries, people no longer sought weekend escapes from the city.

As an attempt to revitalize the City, gambling was legalized in 1976. The first casino, Resorts, opened in 1978 and spurred a thirty-year building boom that culminated with the opening of the Revel casino in 2012. While the development of casinos may not have solved the City’s ills, it dramatically increased tourism; between 1978 and 1988 the number of annual visitors went from 700,000 to over 33 million, according to the City’s 2008 Master Plan.

In more recent years, the casino industry has faced increasing competition as gambling becomes legalized in nearby locations. Recognizing this, the City has begun to expand its options, such as opening “the Walk,” a popular outlet shopping center. But more needs to be done. As casinos lose their draw, the City needs to turn back to the waterfront, an impressive natural resource that has drawn people to the area from the beginning.

¹Nelson, Johnson . Boardwalk Empire. Plexus Publishing, 2010. Atlantic City Master Plan. September 2008. Prepared for the City of Atlantic City. Kozek, Barbara. “History of Atlantic City.” <http://www.cityofatlanticcity.org/about.aspx>

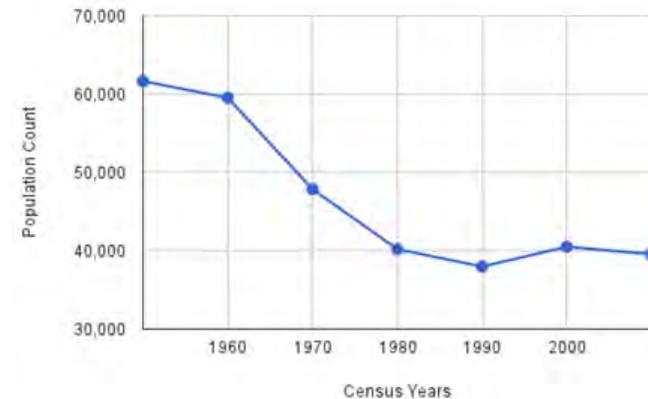
DEMOGRAPHIC PROFILE

Though many people think of Atlantic City solely as a resort town, there are about 40,000 people who make Atlantic City their year-round home. This section of the report presents a community profile of Atlantic City residents, with county and statewide comparisons where appropriate.

Population Trends

Like most of New Jersey's older cities, Atlantic City has seen its population decrease since the advent of suburbanization following World War II. While Atlantic County and the State of New Jersey experienced consistent population gains from 1950 to 2010, Atlantic City experienced the reverse trend (Table 1 and Figure 1). Except for a small uptick in population between 1990 and 2000, the City has experienced continued population losses from 1950 to 2010, and the present population of 39,558 is 36% lower than the 1950 population of 61,657.

Figure 1: Population of Atlantic City, 1950 to 2010



Source: New Jersey Department of Labor and Workforce Development and US Census Bureau, Decennial Census Counts.

Table 1: Decennial Population Trends, 1950 to 2010

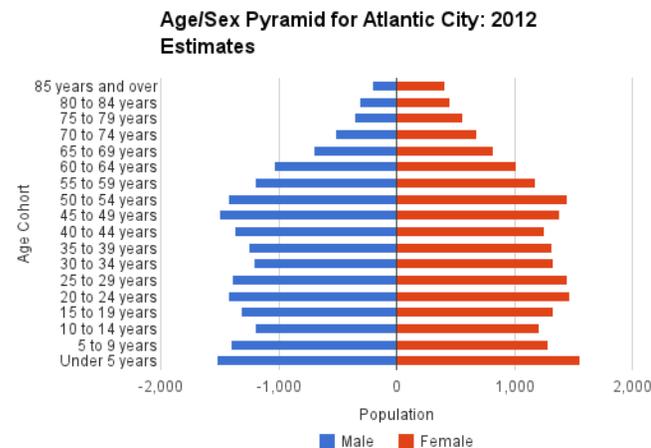
	Atlantic City			Atlantic County			New Jersey		
	Count	% Change	Number	Count	% Change	Number	Count	% Change	Number
1950	61,657	—	—	132,399	—	—	4,835,329	—	—
1960	59,544	-3.4%	-2,113	160,880	21.5%	28,481	6,066,782	25.5%	1,231,453
1970	47,859	-19.6%	-11,685	175,043	8.8%	14,163	7,171,112	18.2%	1,104,330
1980	40,199	-16.0%	-7,660	194,119	10.9%	19,076	7,365,011	2.7%	193,899
1990	37,986	-5.5%	-2,213	224,327	15.6%	30,208	7,730,188	5.0%	365,177
2000	40,517	6.7%	2,531	252,552	12.6%	28,225	8,414,350	8.9%	684,162
2010	39,558	-2.4%	-959	274,549	8.7%	21,997	8,791,894	4.5%	377,544

Source: New Jersey Department of Labor and Workforce Development and US Census Bureau, Decennial Census Counts.

AGE AND SEX

As of 2010, the median age of Atlantic City residents is 36.3 years, less than both the County (39.9 years) and the State (39 years). 51% of the City's residents are female, almost exactly the same as New Jersey (51.3%).

Figure 2: Atlantic City Age/Sex Pyramid, 2012 Estimates



RACE, NATIONALITY, AND LANGUAGE

One of Atlantic City's defining characteristics and arguably one of its greatest strengths is its high degree of racial and ethnic diversity relative to Atlantic County and New Jersey (Table 2). Non-Hispanic Whites make up only 16% of the population, far less than in the County (58.6%) and State (59.3%). Non-Hispanic African-Americans are the largest racial group in the City, accounting for 35.6% of the population, with Hispanics (30.4%) a close second. Approximately 60% of the Hispanic population of Atlantic City hail from Mexico or Puerto Rico, while among Asian residents of the City, around 58% trace their origins to either Vietnam, India, or China.

Table 2: Racial & Ethnic Composition of Atlantic City, Atlantic County, & New Jersey, 2012

	Atlantic City		Atlantic County		New Jersey	
	2010 Pop.	%	2010 Pop.	%	2010 Pop.	%
Non-Hispanic White	6,338	16%	160,871	58.6%	5,214,878	59.3%
Non-Hispanic Black	14,100	35.6%	40,882	14.9%	1,125,401	12.8%
Hispanic	12,044	30.4%	46,241	16.8%	1,555,144	17.7%
Asian	6,140	15.5%	20,479	7.5%	721,790	8.2%
Other	936	2.4%	6,076	2.2%	174,681	1.9%
Total population	39,680	100%	274,549	100%	8,791,894	100%
2010	39,558	-2.4%	-959	274,549	8.7%	21,997

Source: US Census Bureau, 2010 Census

Twenty-eight percent of Atlantic City residents were born outside the United States. Among foreign-born residents, the overwhelming majority are from either Latin America (46%) or Asia (44%). Overall, 42% of Atlantic City residents speak a language other than English at home, a significantly higher percentage than the County (26%) or State (30%). The primary non-English language spoken at home is Spanish.

Figure 3: Language Spoken at Home in Atlantic City, 2012



Source: US Census Bureau, 2008-2012 American Community Survey

EDUCATION

The educational level of Atlantic City residents lags behind the County and State averages (Table 3). Of adults aged 25 years and older, 31.5% lack a high school diploma (including 12.7% who had never attended high school), nearly triple the statewide total of 12.1%. This gap in educational attainment between City, County and State continues into higher education: whereas 35.4% of New Jersey residents and 24.1% of Atlantic County residents over age 25 have at least a bachelor's degree, only 15.8% of Atlantic City residents do.

Table 3: Educational Attainment in Atlantic City, Atlantic County, and New Jersey, 2012

	Atlantic City		Atlantic County		New Jersey	
	Pop.	%	Pop.	%	Pop.	%
Population 25 years and over	26,097	26,097	185,318	185,318	5,969,516	5,969,516
Less than 9th grade	3,319	12.7%	12,183	6.6%	326,107	5.5%
9th to 12th grade, no diploma	4,912	18.8%	17,969	9.7%	396,922	6.6%
High school graduate (or equivalent)	8,374	32.1%	61,996	33.5%	1,741,272	29.2%

Source: US Census Bureau, 2008-2012 American Community Survey

INCOME AND POVERTY

Households in Atlantic City earn significantly less than households in Atlantic County and New Jersey (Table 4). More than 27% of all households in the City earn less than \$15,000, triple the statewide rate of 9.1%. Likewise, on the other end of the income scale, while 35% of households statewide earned over \$100,000, just 9.2% of Atlantic City households earned that much. The median household income for Atlantic City (\$29,886) is more than 40% lower than the figure for Atlantic County (\$54,559).

Table 4: Household Income of Atlantic City, Atlantic County, and New Jersey Residents, 2012

Income	Atlantic City		Atlantic County		New Jersey	
	# of Households	%	# of Households	%	# of Households	%
Less than \$15,000	4,424	27.5%	11,995	11.8%	289,783	9.1%
\$15,000 to \$34,999	4,774	29.6%	20,516	20.3%	505,413	15.8%
\$35,000 to \$49,999	2,278	14.0%	14,295	10.6%	340,950	7.9%
\$50,000 to \$74,999	1,896	11.8%	17,875	17.7%	520,945	16.3%
\$75,000 to \$99,000	1,262	7.8%	13,777	13.6%	416,217	13.1%
\$100,000 or More	1,467	9.2%	22,560	22.3%	1,113,570	35.0%

Median Household Income	—	\$54,559	—	\$71,637	—
-------------------------	---	----------	---	----------	---

Source: US Census Bureau, 2008-2012 American Community Survey

Poverty is prevalent in Atlantic City, where about a third of the City's population lives under the poverty line (29.9%); this is almost three times as high as New Jersey as a whole (9.9%) and over twice as high as Atlantic County (12.8%). Almost a quarter of households in Atlantic City are reliant on the Supplemental Nutritional Assistance Program (SNAP). Households of a certain size and income level can apply for SNAP benefits (formerly known as Food Stamps) to ensure that a family's food-related needs are met (Table 5).

Table 5: Percentage of Households on Federal Assistance, 2012

	Atlantic City	Atlantic County	New Jersey
With Supplemental Security Income	8.1%	4.7%	3.7%
With cash public assistance income	7.7%	3.6%	2.6%
With Food Stamp/SNAP benefits in the past 12 months	24.6%	9.7%	6.8%

Source: US Census Bureau, 2008-2012 American Community Survey

EMPLOYMENT PROFILE

Casinos play a predominant role in the economy of the Atlantic City area, though other employment sectors are also significant. Employment figures for the Atlantic City-Hammonton Metropolitan Region for the periods of July 2012, July 2013, and July 2014 are presented in Table 6.

Table 6: Employment by Sector in the Atlantic City-Hammonton Metropolitan Region

Sectors	July 2012 # of Jobs (% of total jobs)	July 2013 # of Jobs (% of total jobs)	July 2014 # of Jobs (% of total jobs)
Leisure and Hospitality	51,900 (37.1%)	51,200 (36.8%)	47,600 (35.2%)
<i>Casino*</i>	33,700	31,400	28,400
<i>Food and Beverage*</i>	13,900	15,000	14,300
Government	21,300 (15.2%)	21,100 (15.2%)	20,800 (15.4%)
Education and Health Services	18,900 (13.5%)	18,500 (13.3%)	18,600 (13.8%)
Retail Trade	16,000 (11.4%)	16,100 (11.6%)	16,300 (12.0%)
Professional Services	9,600 (6.9%)	9,300 (6.7%)	9,800 (7.2%)
Construction and Mining	4,400 (3.2%)	4,900 (3.5%)	4,600 (3.4%)
Transportation and Utilities	2,700 (1.7%)	2,800 (2.0%)	2,900 (2.1%)
Manufacturing	2,300 (1.7%)	2,200 (1.6%)	2,100 (1.6%)
Other	12,700 (9.1%)	12,900 (9.3%)	12,600 (9.3%)
Total Employment	139,800	139,000	135,300

Source: Bureau of Labor Statistics

*Casino and Food and Beverage employment numbers are computed separately from subsets of larger categories

Total non-farm employment in the Atlantic City Metropolitan Region was 135,300 for July 2014 (the most recent figure available). Employment data from July is particularly instructive due to the seasonal nature of Atlantic City’s economy, where job numbers from the summer likely represent the yearly highpoint for employment. The 2014 figure represents a loss of over 4,000 jobs year-over-year since July 2012.

The Leisure and Hospitality sector makes up a large majority of employment in the area, accounting for over 35% of all jobs. However, between 2012 and 2014 this sector accounted for more than 3,500 of the total jobs lost in the Atlantic City area. Job losses in the casino sector, which is computed separately from Leisure and Hospitality, have been especially severe, with 5,300 jobs lost between 2012 and 2014 in the Atlantic City-Hammonton Metro Area. Despite the job losses, according to the Casino Control Commission, 6,373 residents of Atlantic City proper were employed in the casino industry as of July 2014. The second and third largest employment sectors, Government and Education/Health Services respectively, both also experienced losses during this period. However, as a result of the significant losses in Leisure and Hospitality, their respective share of employment has actually grown.

Consistent growth has been seen since July 2012 in the sectors of Retail Trade and Transportation and Utilities. Retail Trade accounts for the fourth largest share of employment, at over 12%, as of July 2014. Professional Services and Construction have both experienced year-over-year growth in July 2014, after being down year-over-year in July 2013. However, both sectors are up overall since July 2012. Manufacturing makes up only a small portion of area employment and has experienced steady declines since 2012.

Neither the most recent Bureau of Labor Statistics’ nor the July Casino Control Commission employment figures account for the massive restructuring taking place in the local economy. The end of the 2014 summer season saw the shuttering of three casinos, and two more have since closed. Using the July 2014 Casino Control Commission figures, the expected impact of these recent closures is a loss of 5,285 jobs in the County, including 1,334 in Atlantic City itself.

The BLS figures in Table 6 do not fully portray the magnitude of the role casino employment plays in the regional economy. Longitudinal Employment Dynamics (LED) data from the Census Bureau from 2011 (the most recent year available) indicates that 40% of the employed population of Atlantic City works for a casino and that 78% of all individuals working in Atlantic City work in the casino industry (see Appendix A for detailed methodology).

Table 7: Atlantic City Employed Population Characteristics, 2011

Total Employed Population	Residents Working in City	% Employed Population Working in City	% Employed Population Working for Casino	% Employed Population Working in City Working for Casino
16,196	8,372	51.69%	40.36%	78.07%

Source: US Census Bureau and the Casino Control Commission

In 2011, 45,657 jobs were located in Atlantic City. This equates to a job surplus of 29,461 in the City, with an employed population of only 16,196. This represents the employment of 37,285 non-residents of Atlantic City, with only 8,372 residents of Atlantic City working in the City. Atlantic City casinos employed 28,005 residents of Atlantic County in 2011. While the LED data does not indicate where a resident departing their home municipality works, it provides estimates for what portion of a municipality’s workforce works for a casino and what portion of the workforce leaving the city to work are employed by a casino.

PAST REDEVELOPMENT EFFORTS

Over the past 65 years, Atlantic City has engaged in a continuous cycle of renewal and redevelopment while attempting to meet the challenges of changing social and economic circumstances.

Atlantic City's efforts to renew its economic base through casino development are well known. The 1976 legalization of casino gambling led to a 30-year building boom beginning with the opening of the Resorts Casino in 1978 and concluding with the opening of the Revel Casino in 2012. During this period a dozen high rise casinos took the place of many faded old Boardwalk hotels and waterfront neighborhoods.

Though casino redevelopment has claimed the majority of public attention, Atlantic City's redevelopment efforts began before the casino era and have encompassed far more than just resort casino development. In 1951, the City entered the urban renewal era with the designation of the Housing Authority of Atlantic City as the official slum clearance and Redevelopment Agency of the City. The Redevelopment Agency was given a mandate to stimulate more residential construction, while producing better housing, and more desirable neighborhoods and communities. Between 1962 and 2000, the Redevelopment Agency coordinated over \$300 million in redevelopment efforts, including the production of over 1,500 housing units, as well as work on municipal offices, libraries, courts, and other projects.²

In 1984, New Jersey created the Casino Reinvestment Development Authority (CRDA) which has spearheaded many redevelopment efforts in Atlantic City, lending money generated by casinos to developers for the construction of new projects. The law authorizing CRDA requires casinos to "invest 1.25% of their gross revenue annually for 25 years into urban-renewal projects approved by the authority."³ As of 2012, CRDA had invested \$1.5 billion in Atlantic City, funding many development projects including approximately 1,500 housing units.⁴

Large scale redevelopment efforts have often been hampered by the small lots and fractured nature of land ownership in redevelopment sites. Holdout landowners have succeeded in frustrating major redevelopment efforts, including, famously, homeowner Vera Coking, who succeeded in blocking a casino plan by Donald Trump.⁵ At the same time, advocates for low-income and/or minority individuals have argued that renewal efforts have focused on economic development, while giving short shrift to the needs of low-income residents and neighborhoods.⁶

In accordance with state law allowing cities to designate "blighted" areas as "Areas in Need of Redevelopment," the City has designated a number of parcels and neighborhoods as redevelopment areas or renewal areas (13 as of 2013). Some of these areas, such as the South Florida Redevelopment Area are small (covering approximately one square block), while others such as the Northeast Inlet Renewal Area cover entire neighborhoods. Many of the sites this report designates as "opportunity sites" fall within the bounds of one or more of these redevelopment areas.

List of redevelopment/renewal sites designated by the City (with year of designation in parentheses):

- Annapolis, Richmond, Raleigh Redevelopment Area (2005)
- Atlantic Avenue Corridor Redevelopment Area (2012)
- Bader Field Redevelopment Area (2008)
- Beach Redevelopment Area (2011)
- Gateway Redevelopment Area (2011)
- Huron North Redevelopment Area (1995)
- Northeast Inlet Renewal Area (1987)
- Riverside Redevelopment Area (2009)
- Roosevelt-Seedorf Redevelopment Area (2004)
- Revel Redevelopment Area (2008)
- South Florida Redevelopment Area (2007)
- Steel Pier Redevelopment Area (2013)
- Uptown Urban Renewal Tract (1970s)

² Urban Redevelopment Agency, "Who We Are... What We Do... Historical Redevelopment" <http://www.atlanticcityha.org/HistoricalRedevelopment.html>
³ <http://www.nytimes.com/1987/11/07/nyregion/trump-casino-design-for-new-housing-gains.html>
⁴ Tourism District Master Plan, 2-2

⁵ "Atlantic City Redevelopment Keeps Poor On Move," Associated Press <http://news.yahoo.com/atlantic-city-redevelopment-keeps-poor-1442441223.html>
⁶ <http://news.yahoo.com/atlantic-city-redevelopment-keeps-poor-1442441223.html>

The City has seen notable progress in several of these redevelopment areas, particularly the Northeast Inlet area, where blocks of new housing have replaced vacant lots and decrepit buildings since the redevelopment plan for the area was first approved in 1987.⁷ Meanwhile, other areas such as the Riverside and Bader Field Redevelopment Areas remain dormant.

In 2011, an approximately 1,700-acre Atlantic City Tourism District was created, which gave CRDA redevelopment authority over a large area of the City. According to the subsequently created 2012 Tourism District Master Plan, CRDA now has authority to “impose land-use regulations, implement development and design guidelines... undertake redevelopment projects, and... has the right to exercise eminent domain.”⁸

COASTAL ZONING

Zoning in Atlantic City is unusually complex. In addition to the typical continuum of low to high density residential, commercial and industrial zones, the City’s zoning map includes over a dozen redevelopment areas, each with their own land use goals and development requirements. Additionally, much of the land use authority over a wide area of the City in the Tourism District rests not with the local Atlantic City representatives, but with CRDA.

The 2008 Master Plan identified 21 basic zoning districts, along with the other redevelopment districts. Excepting the redevelopment districts, the most common zoning classifications in Atlantic City are: R-1, R-2 (single family detached), and R-3 (single family attached), which together cover over 25% of the land area of the City (not counting marshes and beaches); RS-C (Resort Commercial Development), which includes nearly 11% of the land area of the City; and the Central Business District (CBD), which covers 8%.

The following table showing zoning classifications is adapted from the City’s 2008 Master Plan.

Table 8: Atlantic City Zoning Classifications

Zoning Type	Total Acres	% of Land Area
Single-Family Residential (R-1, R-2, R-3)	825	26%
Multi-Family Residential (RM-1, RM-2, RM-3, RM-4, RMC-4)	347	11%
Commercial (AC, CBD, HC, MC, NC-1, NC-2, NC-1 Overlay)	564	17%
Resort/Casino-Related (RS-C, RS)	409	13%
Industrial (I-I)	47	1%
Renewal Areas (HNRA, NE INLET, SIRA, UURT)	429	13%
Transportation (TRS, HW-C)	613	19%

Notes:

1. Beaches and Tidal Marsh areas are not included in computing % of land area in this table.
2. The Highway Commercial (HW-C) Zone includes primarily the right-of-ways for state highways and railroads, but also includes some commercial properties along Route 40.

Since the publication of the Master Plan in 2008, several additional redevelopment areas have been created, which would alter the percent of the City’s land area covered by the renewal areas. The Master Plan recommended 14 zone changes in order to bring the zoning classifications more in line with the actual land use patterns and to accommodate future development plans. As of September, 2013, the City had adopted 13 of these recommendations, failing only to change the zoning on a small patch of wetlands near the high school to Marine Tidal Marsh from Highway Commercial, as recommended in the Master Plan.

⁷ Atlantic City Master Plan, page 21.
⁸ Tourism District Master Plan, 1-1

CRDA's Tourism District removes many of the decision making powers for land use within its boundary from local jurisdiction, but it does not remove existing zones from the map. According to CRDA's 2012 Tourism District Master Plan, most of the land in the Tourism District is "classified as RS-C, Resort Commercial Development, but [it] also includes Bader Field, the Marina District as an HNRA (Huron North Redevelopment Area), and Central Business District, CBD."⁹

LEGAL FRAMEWORK

Land use in Atlantic City is controlled by a variety of City and State agencies. Its designation as a gaming city and shore community add an additional layer of land use controls to which other New Jersey communities are not subject.

Casino Reinvestment Development Authority (CRDA)

Casino gambling was legalized in Atlantic City in 1976 by state constitutional amendment. The Casino Control Act was passed in 1977 to require casinos to reinvest 2% of gross gaming revenue into Atlantic City. Due to concerns that this money was not being properly reinvested into the local economy, CRDA was established in 1984 to develop precise guidelines for direct reinvestment of casino funds into projects in Atlantic City and around New Jersey. Under CRDA, each casino must give 2.5% of its gaming revenue to the State or reinvest 1.25% of its revenue through CRDA.

In addition to collecting and redistributing gaming revenue, CRDA also (since 2011) controls land use throughout Atlantic City's 1,700-acre Tourism District. Nearly all of Atlantic City's waterfront falls within the Tourism District, as well all facilities and properties related to hotels, casinos, and tourism. The State-controlled Atlantic City Tourism District was established in 2011 by New Jersey Senate Bill 11 (Tourism District Act), which also transferred the Atlantic City

Convention and Visitors Authority to CRDA. Although CRDA relies on the Land Use Code of the City of Atlantic City Chapter 163 as its zoning ordinance, it conducts all development project reviews and hearings.

CRDA may implement development and design guidelines, as well as initiatives to promote cleanliness, commercial development, and safety. Within the Tourism District, CRDA has jurisdiction over traffic control, road projects, and eminent domain. Finally, CRDA conducts its own master planning, separate from City efforts. The most recent document is the previously discussed February, 2012 Tourism District Master Plan.¹⁰

City of Atlantic City

The areas of Atlantic City that do not fall within the Tourism District are subject to the standard Atlantic City land use controls. The Atlantic City Planning and Development Department performs all standard city planning functions in accordance with New Jersey's "Municipal Land Use Law," P.L.1975. These functions include 1) Preparation, review, enforcement and maintenance of the Master Plan, 2) Staff assistance to the Planning Board and Zoning Board of Adjustment, 3) Supervision and coordination of community conservation, rehabilitation and renewal programs, 4) Furtherance of housing and economic development, and 5) Preparation and submission of State and Federal grant applications and coordination of grant funds and projects and such other duties as may be assigned.



Waterfront walkway

⁹ Tourism District Master Plan Section 2.5.1
¹⁰ <http://www.crdac.com/about-us/history/>
<http://www.nj.gov/casinos/home/gamingnrl/>
Tourism District Master Plan (February 2012)

Coastal Regulation

In addition to the comprehensive regulations that govern all land use in Atlantic City, there are regulations that are specific to coastal development. The three main pieces of State legislation regulating coastal development in New Jersey are the Coastal Area Facilities Review Act (CAFRA), the Wetlands Act of 1970, and the Waterfront Development Law. These three pieces of legislation, and others, have led the New Jersey Department of Environmental Protection (NJDEP) to promulgate substantive rules for land use regulation and development permit review. Water Quality Certification (per § 401 of the Federal Clean Water Act) and Federal Consistency Determinations (per § 307 of the Federal Coastal Zone Management Act) are additional sources of authority for NJDEP review. In all, NJDEP administers six waterfront development permits¹¹:

1. Waterfront Development Permit
2. Tidal Wetlands Permit
3. Freshwater Wetlands Permit
4. Clean Water Act § 401 Water Quality Certificates
5. Tidelands Conveyance
6. Resource Recovery and Conservation Act permit

CAFRA

NJDEP administers the CAFRA rules, which are designed to protect designated coastal CAFRA areas from certain development activities. The Coastal Zone Management rules are the substantive standards upon which NJDEP bases its CAFRA permit review and are set forth in New Jersey Administrative Code § 7:7E. The Coastal Permit Program rules establish the procedures NJDEP relies on for CAFRA permit review. Within the 1,376-square mile CAFRA area, NJDEP regulates and approves development based on its location, design, and construction. CAFRA covers development of energy

facilities, mining activities, industrial operations, marine terminals, some residential developments, and public projects.

Atlantic City falls under CAFRA jurisdiction, but it is also subject to unique rules which allow much higher intensity development and greater height limits than are permitted under standard CAFRA rules. Atlantic City is designated as a CAFRA “urban center,” which permits the highest level of development intensity of all CAFRA areas. A CAFRA urban center permits development of up to 90% impervious cover and requires only 10% tree preservation for the forested portion of a site and 0% tree preservation and/or planting for the unforested portion of a site.¹²

Waterfront Development Law

The Waterfront Development Law was passed in 1914 and authorizes NJDEP to regulate the construction or alteration of a dock, wharf, pier, bulkhead, bridge, pipeline, cable or other similar development on or adjacent to tidal waterways throughout the state.¹³

Wetlands Act of 1970

The Wetlands Act of 1970 authorizes NJDEP to regulate activities on coastal wetlands that have been mapped by NJDEP. Such activities include excavation, dredging, and filling.¹⁴



Wetlands

¹¹ Sources: <https://my.njwaterfrontpermitting.squarespace.com/nj-state-permitting/>
¹² <http://www.state.nj.us/dep/comp/cafra.pdf>
¹³ http://www.state.nj.us/dep/comp/czm_enforcepolicies.html
¹⁴ http://www.state.nj.us/dep/comp/czm_enforcepolicies.html

National Flood Insurance Act of 1968

The National Flood Insurance Program (NFIP), managed by the Federal Emergency Management Agency (FEMA), was authorized by the National Flood Insurance Act of 1968 (P.L. 90-448). In managing NFIP, FEMA calculates flood insurance rates based on its designated flood hazard zones. Atlantic City joined the NFIP in 1970.¹⁵ Communities participating in NFIP must define regulations for floodplain management (44 CFR 59.2b). The following high-risk flood zones are present within Atlantic City:

Zone A: areas within the 100-year floodplain (1% annual chance of flooding), with mandatory flood insurance requirements. FEMA floodplain management standards apply. Base Flood Elevations (BFE's) are not available.

Zone AE: areas within the 100-year floodplain (1% annual chance of flooding), with mandatory flood insurance requirements. FEMA floodplain management standards apply. BFE's are available.

Zone V: coastal areas within the 100-year floodplain (1% annual chance of flooding), which also may be subject to wave action during coastal storms. BFE's are not available.¹⁶

Zone VE: coastal areas with a greater than 1% annual chance of flooding, which also may be subject to wave action during coastal storms. BFE's are available.¹⁷

Areas in high-risk flood zones are subject to development regulations mandated by the NFIP. These regulations ensure that buildings in these areas are adequately protected from flood events. Relevant restrictions to waterfront development design in Atlantic City include, but are not limited to, the regulations summarized:

44 CFR 60.3(c)(2): new buildings and major improvements to existing buildings are required to be elevated in Zone AE. This elevation must raise the lowest floor above the BFE, and can be achieved via fill, posts or columns, or solid walls surrounding an enclosure. Residential uses are subject to stricter regulations than non-residential uses in this regard.

44 CFR 59.1: the lowest floor is defined as the lowest floor of the enclosed area, including basements. Unfinished enclosures or flood-resistant enclosures, which are usable only for storage, access to the building, or as vehicle parking, are not considered the lowest floor and are acceptable ground-level uses. These ground-level uses are subject to the requirements of 44 CFR 60.3.

44 CFR 60.3(c)(5): enclosed areas below the lowest floor must be designed to allow the entry and exit of flood waters to minimize the pressure of flood waters on exterior walls.

Green Acres

Green Acres is a NJDEP program, started in 1961, designed to create a "system of interconnected open spaces, whose protection will preserve and enhance New Jersey's natural environment and its historic, scenic, and recreational resources for public use and enjoyment."¹⁸ The Green Acres program also maintains the Recreation and Open Space Inventory (ROSI) database, which includes municipal, county and nonprofit parkland encumbered by the Green Acres Program. Green Acres accomplishes its goals through land acquisition, local government and nonprofit assistance, and provision of legal and technical services.

15 <https://www.fema.gov/ds/nj.html>
16 <https://www.fema.gov/floodplain-management/flood-zones>
17 http://www.fema.gov/pdf/floodplain/nfip_sg_unit_5.pdf
18 Sources: <http://www.nj.gov/dep/greenacres/>

TRANSPORTATION

Street Grid

Due to its location on Absecon Island, access to Atlantic City from the mainland is limited to only a few access routes which funnel residents, commuters, and tourists into the City: US Route 30 (White Horse Pike), US Route 40 (Black Horse Pike), and the Atlantic City Expressway. The Garden State Parkway and US Route 9 run perpendicular to these routes on the mainland, connecting Atlantic City to rest of the state. The Atlantic City Rail Line operated by NJ Transit provides an additional major access route parallel to the Expressway.

Three other roads provide minor access to the Island: NJ Route 87, which connects to Brigantine, NJ Route 152, which connects the southern portion of the Island to the mainland at Somers Point, and Margate Boulevard, which connects Margate City to Northfield. Atlantic City municipal streets are arranged on a tight city grid. North/south streets are generally named after US states, while east/west streets are generally named after bodies of water. Atlantic and Pacific Avenues are the City's major east/west thoroughfares, allowing two-direction travel from one end of the Island to the other. The famous Boardwalk is also a major east/west route for pedestrians. Most of the tourist-oriented activity is located along these three parallel routes. The majority of streets are on the north/south axis, with many of them being local one-way streets. Dr. Martin Luther King Drive, Missouri Avenue, Arkansas Avenue, Delaware Avenue, and New Hampshire Avenue are among the major north/south streets. The tight street grid of Atlantic City is occasionally interrupted by large-scale Casino development, where streets have been vacated to allow additional development area, to the detriment of local circulation.

Mass Transit

Atlantic City has a variety of mass transit options for City residents and tourists. NJ Transit operates 12 daily trains between Philadelphia and Atlantic City, with 7 intermediate stops, connecting the City to the Northeast Corridor and the national rail network. The Atlantic City Bus Terminal is the main entry point for motor coaches. NJ Transit provides local service in and around Absecon Island, and intercity service to destinations as far as New York City and Philadelphia. Various private carriers also bring in travelers, including Greyhound, which offers nationwide intercity service, Academy Bus in New York and New Jersey, and Coach USA, which connects to New Jersey locations.

In addition, within the City a Jitney service is provided by the Atlantic City Jitney Association. These jitneys do not have formal routes, but primarily travel up and down Pacific Avenue, between major casinos, and to and from the train station. Additionally, due to its status as a resort town, numerous taxi companies operate within Atlantic City, providing an additional transportation option. Atlantic City International Airport is located outside of the City with convenient access to US Route 30, the Atlantic City Expressway, and the Garden State Parkway. Currently the only carrier operating from the airport is Spirit, a budget airline with service to Fort Lauderdale, Fort Myers, Myrtle Beach, Orlando, and Tampa, with additional seasonal service to Atlanta, Boston, Chicago, and Detroit.

Parking

Atlantic City has a plethora of parking. Each casino provides private garage parking for paying customers and tenants. Overflow event and employee parking is located on the periphery of the City. There are ample private surface lots throughout the City, as well as on-street parking. The southeastern section of Atlantic City

is much less developed and, as a result, on-street and surface lots are sparsely utilized.

Pedestrian and Bicycle

Vehicle ownership in Atlantic City is much lower than the State and national average, making maintenance of bicycle and pedestrian accessibility paramount for the mobility of residents and tourists. The Atlantic City Boardwalk currently allows bicycle traffic, though only at specific, limited hours (6:00 AM to 10:00 AM from May 15th to September 15th and 6:00 AM to noon, and 4:00 PM to 7:00 PM from September 16th to May 14th). Atlantic City's grid system reduces travel times for bicyclists and pedestrians, but it lacks bicycle infrastructure (currently there are no dedicated bike lanes in Atlantic City), forcing some bicyclists to use sidewalks. The majority of city streets have sidewalks, though, as noted in the Tourism District Master Plan, the sidewalks are often in disrepair, with broken pavement, nonfunctional street lights, and dead or absent street trees.



Signage explaining Boardwalk bike limitations



Bicycles on the Boardwalk

WATERFRONT ACCESS

Existing Conditions

Atlantic City has a wealth of existing public access points connecting its residents with its tidal waters and shorelines. As part of this planning process, a comprehensive inventory of Atlantic City's public access points was conducted and the attributes and amenities of each point were recorded (See Appendix A for a map of inventoried points). The inventory documented 200 existing public access points. Some of these access points are currently well-maintained, while others are actually inaccessible to the public or in danger of becoming so. Access points are in danger of becoming inaccessible for a variety of reasons. Some points are not well-marked; some points have signage that suggests the point is privately owned; some points are visually degraded; and some points are not ADA-compliant. Several designated public access points are fenced off or are otherwise physically inaccessible and do not appear to have been used by the public for quite some time.

Additionally, the amenities available at each point vary widely. Along the Boardwalk, most points provide visual access from the Boardwalk as well as physical access to the beach for swimming, surfing, and recreational purposes. There are lifeguard stations at points along the Boardwalk and occasional public restrooms. The Back Bay, however, does not have this kind of uniformity. A lot of access is informal, with pedestrians creating foot-paths through unimproved areas to access fishing spots on the waterfront. Furthermore, some public access is provided as part of private development, but due to inadequate or misleading signage it is not always publicly accessible. (ADD MAPS FROM MPAP).

Waterfront Recreational Programming

Along with the access inventory, waterfront usage was described by the community in a public meeting. This meeting made it clear that the waterfront of Atlantic City serves as the recreational focal point for residents, and the activities engaged in by residents and visitors are diverse. The most common waterfront recreation activities, in no particular order, were the following:

- Beach Recreation
- Exercise
- Visiting the Boardwalk
- Dining/Drinks out
- Fishing
- Boating
- Surfing
- Attending a Special Event

Geographic Distribution of Activities

Some of these activities occur in geographic clusters, while others are more spread out. For instance, special events seem to be clustered near the south end of the City on the beach, near Boardwalk Hall, with a few around Gardner’s Basin. In addition, the community members that participated in our survey showed a heavy affinity for a small beach on the Absecon Inlet, and a small portion of the ocean front near the South Inlet for their “Beach Recreation” activities (though this may have been because a majority of participants at the meeting lived on the east side of the City, close to the Inlet). Surfing was also highly concentrated on the oceanfront side of the South Inlet. Exercise, dining out, and boating were fairly evenly distributed across the waterfront. However, fishing was concentrated in the east side of the island, near Gardner’s Basin, and near the Harrah’s Casino and Hotel.



The result of public input explaining the locations of various waterfront activities in Atlantic City

Programming of events, such as those hosted by CRDA, clearly have an impact on where and how residents are using the waterfront. Residents travel farther to attend the special events hosted on the beachfront, typically near Boardwalk Hall and its surrounding beaches. Events such as free concerts on the beaches or the triathlon staged at Bader Field also bring tourists into the City from throughout the region. While planning for enhancing waterfront recreation, existing uses should be emphasized and facilitated, including making current activities safe and enjoyable for residents. The feasibility of offering auxiliary activities that complement the existing uses should be considered to further capitalize on existing successes.

Current Planning Studies

Atlantic City has been the subject of many recent planning efforts. The Atlantic City Master Plan was adopted in 2008 and is the most comprehensive of the plans. However, given the unique development patterns of Atlantic City, much of the City is included in the CRDA 2012 Tourism District Master Plan. Because this report has been informed by previous planning efforts, a summary of these plans is included in this section.

Atlantic City Master Plan (2008)

The 2008 Atlantic City Master Plan begins by reiterating the City's vision statement from the 1978 plan:

"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 achieve this goal, the plan focuses on improvements to benefit the City's residents, while still acknowledging the importance of a strong tourism economy. The land use element of the plan notes that though the City is best known for its casinos, the true fabric of the City is its diverse neighborhoods. It suggests improving these assets by encouraging infill development, more mixed-use areas, and new and improved commercial districts along Atlantic Ave and Ventnor Ave to serve the community.

The plan also acknowledges the need to diversify the economic base, creating jobs for residents in non-casino and retail-related services. As part of this, the plan recommends focusing on arts and culture opportunities and creating a more attractive environment to bring professional services back into the City.

Even as it focuses on residents, the plan does not underestimate the

importance of tourists to the City. The plan identifies the Boardwalk as the City's most famous icon, acting as both a recreation and circulation element within the City, and recommends that it be repaired and improved as soon as possible. The plan also identifies Gardner's Basin and Bader Field as potential tourist

draws. It suggests promoting Gardner's Basin as a recreation spot and building on its current maritime education programs. As for Bader Field, the plan identifies this as an opportunity site and suggests creating a "world-class," mixed-use entertainment district to supplement the gaming resorts already in the City.

The plan identifies several transportation-related issues that must be addressed going forward. Of particular concern is pedestrian and vehicular traffic at intersections throughout the City. Since there is little room for the expansion of road network capacity in the City, the plan recommends that the City seek creative alternative solutions to the issues of traffic flow and safety. These recommendations include:

- Converting Pacific Avenue and Atlantic Avenue to one-way traffic flows.
- Improving the City's traffic signal timing system.
- Expanding jitney service.
- Expanding road access to Bader Field to accommodate future development.
- Widening roads in the Southeast Inlet area in anticipation of future development.
- Installing grade-separated pedestrian crossings at major streets.
- Moving pedestrian crossings to signalized intersections of one-way streets.
- Considering expanding bicycle hours on the Boardwalk and adding bicycle lanes on future wide, one-way streets, such as Atlantic Avenue.

Tourism District Master Plan (2012)

The Tourism District Master Plan proposes improvements for the Tourism District, an area largely consisting of the waterfront and nearby streets. The plan puts a large focus on the beach and Boardwalk and suggests enhancing the Boardwalk and creating specific nodes of activity. To improve the Boardwalk as a whole, the plan recommends expanding CRDA's façade improvement initiative to improve the streetscape facing the Boardwalk; to increase programming on the Boardwalk; and to activate it with amenities such as pop-up retail, pavilions, and street furniture. In the short term, the Master Plan recommends activating three nodes along the Boardwalk, at Downbeach, at Mid-Town, and on the Inlet.

Looking at specific sites, the plan identifies Gardner's Basin as an asset to the community and "one of the city's best kept secrets." It calls for building on the strengths of this area and drawing attention to both the commercial fishing industry and maritime education opportunities. The plan acknowledges Bader Field as an area with untapped potential and suggests a long-term vision including the development of an entirely new "green" neighborhood with diverse housing stock and water access. Finally, the Marina District is identified as an opportunity for new resort development.

To help facilitate the revitalization of the Tourism District, the plan proposes several transportation-related improvements. It recommends the establishment of a network of alternative transportation options, including proposals for a minibus service (to complement the existing jitney service) and a water taxi. Also proposed are a dedicated bicycle lane on the Boardwalk, and public docking fields at Bader Field and the Marina District. Additionally, the plan proposes upgrading the City's traffic signal network to work with real-time data, in order to promote better traffic flow.

Bicycle and Pedestrian Plan

The Bicycle and Pedestrian Plan proposes traffic improvements to increase the safety of the active transportation network in Atlantic City. The plan identifies bicycle and pedestrian safety as a critical aspect of the City's redevelopment efforts, citing the City's low rate of vehicle ownership and high rate of alternative commuting behavior. With the proposed improvements, the percentage of highly suitable roadways for bicycles in the City would increase from 18% to 30%, and the percentage of moderately suitable roadways for bicycles would increase from 10% to 48%.

The plan includes the following general recommendations:

- Improving pedestrian facilities in areas with frequent accidents.
- Installing dedicated bike facilities in the existing street network.
- Enabling better access to the Boardwalk for bicyclists, including eliminating the ordinance restricting bicycle hours.
- Establishing a Complete Streets policy.
- Implementing an education and enforcement program for pedestrian and bicycle safety.

The plan proposes numerous bicycle and pedestrian improvements that will provide better access to the City's waterfront. It is reliant on the Boardwalk and improved promenade along the ocean beach and Absecon Inlet for an off-street bicycle facility. New bicycle and pedestrian corridors will be established through the inner city, and many of these will connect to the waterfront. Providing safer and more convenient corridors will assist with economic development and public access efforts along the waterfront, as well as enhance opportunities for exercise and active recreation.

ULI Advisory Services Panel Report

In March, 2014 the Urban Land Institute (ULI), an organization of real estate and land use professionals, completed an Advisory

Services Panel and issued a subsequent report (“Atlantic City New Jersey: Strategies for a World-Class Resort City”) on behalf of CRDA, which provided recommendations for the redevelopment of the South Inlet neighborhood. The area includes the former Revel Casino resort and is bounded by the Atlantic Ocean, Absecon Inlet, Atlantic Avenue, and Delaware Avenue. Given the high quality of the ULI report, this studio largely defers to the ULI recommendations for the South Inlet neighborhood.

The report proposed a variety of strategies for redeveloping the study area, including the following:

- Renaming the South Inlet neighborhood the “Lighthouse District,” in reference to the historic Absecon Lighthouse.
- Establishing incentives and making infrastructure improvements needed to allow the private market to invest.
- Preserving a number of historic blocks within the neighborhood in conjunction with the creation of an arts district.
- Acquiring and demolishing a large, unsightly residential building on the southeast corner of Absecon Island.
- Creating a land use policy designating blocks as low and mid-rise housing with ground floor retail to serve as transitional residential densities on blocks adjacent to Revel.
- Encouraging mixed-use buildings along important commercial streets in the district, including Atlantic Avenue.
- Employing a form-based code for subsequent development to ensure that design is consistent with the existing historically significant structures in the neighborhood.

Specific recommendations relevant to waterfront recreation include completing the northern extension of the Boardwalk, pop-up dining on the beach, and the expansion of Garden Pier as the Atlantic City Historical and Cultural Museum.

The report notes that in the new economy, businesses often make location decisions based on which area has the amenities to attract and retain a skilled workforce, and it cites broad trends in the housing market indicating that young people and late career professionals are electing to live in places that are pedestrian friendly, have neighborhood restaurants and retailers within walking distance, cultural activities in the form of entertainment and recreation, and access to public transit. Therefore, development of these amenities may be key to attracting new economic activity to Atlantic City.

The ULI report does acknowledge the poor market conditions that exist in Atlantic City (including severely depressed incomes that may not support new housing construction, population growth only observed in populations above the age of 64, population losses in working age households, and a significant portion of the housing stock being for sale or in foreclosure) and the negative perceptions of the housing market in Atlantic City. Notwithstanding these conditions, the ULI report argues that the appropriate housing stock is not yet being offered to successfully attract young professionals and late career adults and recommends new housing development in a variety of forms, in spite of the challenging real estate market in Atlantic City. This new housing could be just as critical to diversifying the economy in Atlantic City as traditional incentive programs to employers. Moreover, the point is made that while the current conditions in Atlantic City seem daunting, many communities would covet the public revenue streams still available in Atlantic City to promote development.

This report shares the opinion of the ULI panel that housing development is vital to the long-term viability of Atlantic City. Improvements to waterfront recreation, connectivity, and engaging public spaces will boost Atlantic City’s ability to draw new residents while improving the City for current residents and tourists and further diversifying the City’s tourism economy.

Atlantic City Storm Damage Mitigation Project Report

Issued in November, 2012, just one month after Superstorm Sandy struck the Jersey Shore, the Storm Damage Mitigation Project was a joint project of the City and CRDA. The report estimated the total costs of damage to Atlantic City caused by Sandy, and also recommended a number of steps (with cost estimates) to mitigate the impact of future severe storms.

According to the report, the City suffered \$75.2 million in damage; this figure included \$31 million in lost convention business revenue, \$10 million for beach and dune replenishment, and several other smaller items including \$200,000 in repairs to the Farley State Marina operated by the Golden Nugget Casino. Additional recommended projects to improve resiliency and mitigate the effects of future storms would cost over \$237.5 million to fully implement.

The dune system constructed along the ocean side of the City was cited by the report as having “created an effective barrier” that shielded the neighborhoods closest to the ocean from the worst impacts of Sandy. On the other hand, the lack of seawalls and bulkheads along much of the Inlet and Back Bay waterfronts left these areas vulnerable to the impacts of the storm surge, “allowing significant amounts of water, sand and debris to flood this area.” Additionally, the Baltic Avenue Drainage Canal was identified as having caused “extreme flooding damage” in the “heart of the city” because the lack of operable flood gates at the ends of the canal allowed the storm surge to push up through the canal and through the many street storm drains that connect to the canal. In order to prevent future damage on this scale, the report recommended a number of mitigation measures, including the following which are especially significant:

- Construction of seawalls along the inlet from Oriental Avenue to Atlantic Avenue, from Madison Avenue to Melrose Avenue, and from Caspian Avenue to the north end of New Hampshire Avenue at Gardner’s Basin.
- Construction of bulkheads along most of the waterfront of Gardner’s Basin, Snug Harbor, and Delta Basin. The cost of these two projects was estimated at around \$22 million.
- Construction of a new pedestrian and bicycle promenade extending from Rhode Island Avenue to New Hampshire Avenue at the tip of Gardner’s Basin.
- Construction of new bulkheads or repair of existing bulkheads in the Venice Park and Chelsea Heights neighborhoods, and along almost the entire length of the Back Bay of the main island from the Ventnor City line to the Atlantic City Expressway. The cost of these projects was estimated at around \$33.3 million.
- Repairs to the Baltic Avenue Drainage Canal, including the addition of operable floodgates (estimated at \$7.75 million).
- Major improvements to the evacuation route along West End Avenue and US Route 40, including the construction of a new bridge crossing the Inside Thoroughfare from Bader Field (estimated at \$105 million).

While some of the work to demolish the remnants of the existing Boardwalk along the Inlet and to construct new seawalls there was funded, as was the replacement of the flood gate at the Gardner’s Basin end of the Baltic Avenue Drainage Canal, the vast majority of the needed mitigation projects had not been funded at the time of this report.



Inlet Boardwalk in disrepair



Redevelopment Visions



Redevelopment Visions

CITYWIDE RECOMMENDATIONS

This plan proposes a series of both site specific recommendations, as illustrated in the opportunity site section below, as well as more general recommendations to be instated along the waterfront on a larger or even city-wide scale.

WATERFRONT ACCESS RECOMMENDATIONS

Maintenance

It is important that all current public access points are preserved and proper maintenance is provided. Some access points are in danger of becoming inaccessible because they have become so visually degraded. Where this has occurred efforts must be taken to improve the maintenance of the site. This should include clearing trash, managing vegetation, removing debris, and repairing any amenities.

Amenity Improvement

Some public access points are simply street ends with a view of the water, while others are improved sites with a range of amenities. Based on an assessment of community needs, it is appropriate for some of these access points to remain unimproved and exist simply as visual or physical connections to the water. Some sites and facilities, however, require enhancements to continue to serve public needs. These enhancements include:

1. Open existing restroom facilities to the public during posted hours
2. Provide fish-cleaning facilities at popular fishing sites
3. Provide boat launches for small motorized and non-motorized watercraft where feasible
4. Add seating and picnicking amenities to bayside access points, where space permits
5. Plant shade trees on bayside waterfront sidewalks
6. Improve street end water access beyond visual access where feasible

Signage

Some public access sites suffer from inadequate or misleading signage. It is recommended that a way-finding system be put in place to ensure the public is aware of existing public access points. Additionally, misleading no trespassing signs that exist close to, or on, public access points should also be removed so as not to deter potential visitors.

ADA Accessibility

Where possible, it is recommended that access points be made ADA accessible. While many points along the Boardwalk do have ramp infrastructure, many of these ramps appear quite steep and often narrow. It is important that the ADA Standards for Accessible Design are followed when making any accessibility improvements or repairs.

Boardwalk Repair

The Atlantic City Boardwalk provides an excellent pedestrian connection to the waterfront. Unfortunately, the Boardwalk only provides access to the Atlantic Ocean and the beach. The portion of the Boardwalk fronting the South Inlet, which was already deteriorated, was further damaged by Superstorm Sandy, subsequently dismantled, and has yet to be rebuilt. The value of the Boardwalk as an economic and transportation resource cannot be overstated. The damaged sections of the Boardwalk are addressed as part of a \$49.6 million post-Superstorm Sandy Absecon Inlet reconstruction project, which will include repairs to the Boardwalk between S. Rhode Island and Oriental Avenues, and the installation of a concrete bicycle and pedestrian promenade on top of a new seawall along the Inlet. Once completed, this combination of Boardwalk sections and promenades will extend the waterfront bicycle and pedestrian path to Gardner's Basin. This project should be completed in an expeditious manner in order to boost economic development, improve the quality of life for residents of the Inlet neighborhood, and reclaim the Inlet as a resource for bicycle and pedestrian connections.

WATERFRONT ECONOMIC DEVELOPMENT RECOMMENDATIONS

Job Creation

When developing land along the waterfront, community needs, such as the need for new jobs, should be taken into account. Development along the waterfront should be required to hire a certain percentage of local workers and the jobs created should match the skillset of the existing community when possible.

Optimal Land Utilization

The waterfront is Atlantic City's largest natural asset, a fact that must be understood when making development decisions. Currently, there are many vacant lots along the waterfront as well as others used for surface parking. Moving forward, it should be taken into account that these properties are some of the most desirable in the City and as such should be optimally utilized with water-dependent development. Examples of possible development is shown in the opportunity sites section below.

SUSTAINABILITY AND RESILIENCY

Waterfront redevelopment provides Atlantic City with an opportunity to promote modern techniques for sustainable and resilient development. Developing land in a sustainable and resilient manner can increase quality of life and safety, and reduce future cost burdens for the City and its residents.

This report recommends that the City incorporate Green Building standards into plans for waterfront development. The benefits of constructing to Green Building standards include more efficient use of energy, water and other resources, reduced operational costs, and improved conditions for occupants. Numerous resources for

Green Building standards exist, including the United States Green Building Council's Leadership in Energy and Environmental Design (LEED) standards, and the International Code Council's 2012 International Green Construction Code, a model building code that can be used to shape municipal building codes. This report recommends that the City consider adopting a Green Building ordinance.

Coastal resilience objectives should also be factored into any planned development along the City's waterfront. The destruction caused by Superstorm Sandy in 2012 is a chilling reminder of the potential impact of coastal weather events. Projections for rising sea levels and increasing frequency and ferocity of coastal events add to the need to develop in a resilient manner in coastal areas. Developments that are more resilient will rebound faster and have fewer damage costs after severe coastal events, and can potentially reduce casualties. A summary of building design regulations relating to development in flood prone areas is provided in the National Flood Insurance Act of 1968. In addition to proper building design, redevelopment in waterfront areas offers the City an opportunity to improve stormwater management. Improved stormwater features allow water to settle and percolate into the soil, rather than quickly running off and pooling. Waterfront development should include stormwater management features such as permeable pavers and rain gardens. Efforts should be made to minimize the addition of impervious surfaces to waterfront sites.



Vegetated area



Vegetation and bulkheads

OPPORTUNITY SITES

Introduction to Concept of Opportunity Sites

To illustrate how the general visions provided within this plan could be put into practice throughout the City, specific redevelopment plans are proposed for 10 opportunity sites along the City's waterfront which this studio believes offer particularly strong redevelopment potential. These sites, chosen based on specific characteristics identified by the studio, tend to be underutilized in their current use, with many of them failing to take proper advantage of their waterfront location. Many of these sites are highly visible and located on or near well-traveled roads or at gateways to the City, which makes them particularly important as a visitor's first impressions of a city can greatly influence their overall perception. By improving these sites, the City can become more inviting to visitors. Some opportunity sites were also identified based on community input. Some opportunity sites had clear existing names (e.g. Bader Field, Garden Pier) while others, for convenience, are referred to using new names created by this studio (e.g. Fairmount Harbor, Black Horse Pike Marina).

The chosen opportunity sites:

1. Garden Pier
2. Fisherman's Park
3. Gardner's Basin
4. Carson's Point
5. Delta Basin
6. Fairmount Harbor
7. Bader Field
8. Black Horse Pike Marina
9. Gateway
10. Boardwalk Plaza

The redevelopment proposals for each site aim to further waterfront revitalization by activating pedestrian space, creating opportunities for economic development, and improving public access to the waterfront. Redeveloping these specific sites could spur additional private development in nearby areas and create sufficient connections to eventually improve the waterfront as a whole.

While this plan does identify redevelopment of these specific sites as necessary for waterfront revitalization, many of the redevelopment strategies suggested could be used on other sites as well and the more temporary suggestions could even move from one area to another as the City changes and redevelopment takes place.

Figure 9: Opportunity Sites and Linkages



Opportunity Site 1
GARDEN PIER



0 0.015 0.03 0.06 Miles



Garden Pier

EXISTING CONDITIONS

Garden Pier, off of the Boardwalk, is the City's northernmost pier, located next to the shuttered Revel Casino. The "Garden Pier Area" opportunity site includes both the pier itself and a vacant lot across the Boardwalk, along South New Jersey Avenue.

Garden Pier is the only publicly-owned pier in the City. Currently, the pier houses the Atlantic City Art Center and the Atlantic City Historical Museum. In 2012, the pier underwent an extensive \$3.3 million renovation funded by CRDA, the City, and the State, which included stabilizing the pier, removing an unusable building at the end of the pier, façade improvements for the museums, as well as lighting, landscaping and other site improvements.

The other two parcels (Block 61, Lots 27 and 28) that comprise the opportunity site are owned by the Housing Authority and Urban Redevelopment Agency. The parcels combined are approximately 2.85 acres and together with Garden Pier have an assessed value of \$27,978,100.

These parcels are currently vacant with some use as parking for the pier museums. The parcel nearest to the Boardwalk has some development constraints as it is listed on NJDEP's list of "Pending Sites with Confirmed Contamination."

Other environmental constraints include flooding risk. The pier falls within FEMA zone VE, areas with a 1% annual chance of flooding and susceptible to velocity wave action during floods. The rest of the site falls within FEMA zone AE, with a 1% annual chance of flooding but no risk of wave action. Within these areas, the base flood elevation (BFE) ranges from 12 to 14 feet.

Current Land Use



2007 NJ Land Use/Land Cover data, courtesy of NJ DEP's Office of Information Resource Management (OIRM) and Bureau of Geographic Information System (BGIS)

Garden Pier

Ownership by Block and Lot



Parcel base map courtesy of Richard Rehmann. Ownership data verified in the Atlantic County Tax Info Database.

BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
61	27	I5F	HOUSING AUTHORITY & URBAN REDEVELOP	3,475,000
61	28	I5F	HOUSING AUTHORITY & URBAN REDEVELOP	15,320,000
1	161	I5C	CITY OF ATLANTIC CITY	9,201,100

Environmental Constraints



Known Contaminated Sites layer from the NJ DEP, updated quarterly. Preliminary FIRM Data for Atlantic County, from the FEMA Region II Coastal Analysis and Mapping.

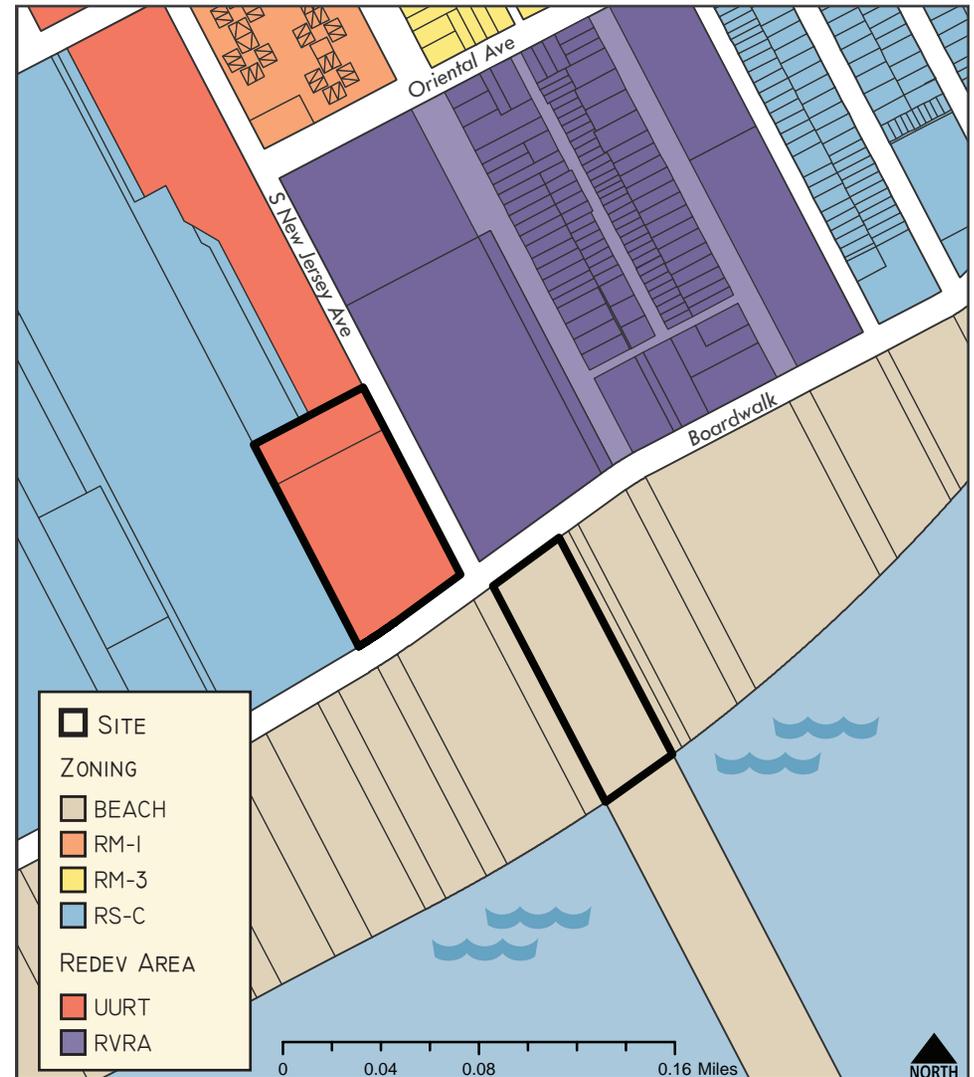
Garden Pier

ZONING REGULATIONS

The opportunity site area is split between two zoning designations: Beach and Uptown Urban Renewal Tract. The beach zoning designation covers all development on the pier. Under beach zoning, commercial planned development of piers is permitted as laid out in Atlantic City Municipal Code § 163-165. This section permits “viable environmental, commercial, cultural, recreational or traditional boardwalk elements.”

Much of this site, with the exception of the pier, is part of a redevelopment area, originally designated in 1965. The current plan governing the area suggests creating new markets to bring new employees and visitors to the City and provide diverse entertainment experiences. Zoning for this area furthers this recommendation by permitting “hotels, casino-hotels, convention/meeting space, retail space, theaters, cinemas, restaurants and lounges, surface and structured parking, landscaped open space accessible to the public, and such other specialized entertainment/recreation elements such as arenas, theme parks, water parks, active/passive recreation facilities, cultural facilities and other like and similar attractions and any other uses permitted within the RS-C Zone.”

Zoning Designations by Parcels



Parcel base map courtesy of Richard Rehmann. Zoning areas created from the City of Atlantic City's Zoning Map revision of 7/19/2013.

Garden Pier

REDEVELOPMENT NEED

At present, Garden Pier receives few visitors because it is out of the way and most historic tours tend to leave from other parts of the City. By adding a new attraction to the pier, as proposed below, and developing it in conjunction with the nearby lots, the area will have a larger draw and attract more tourists to the northern end of the Boardwalk.

As previously noted, much of the site is part of the Uptown Urban Renewal Tract redevelopment area. The redevelopment plan for this area covers approximately 31.7 acres and the redevelopment plan suggests this area be developed as a whole. However, as the main goal of the redevelopment plan is to spur private development, this studio recommends creating successful smaller scale development on the parcels fronting the Boardwalk to entice additional private development of the parcels further inland. Thus, the development of this section will still achieve the goals of the redevelopment plan even if the site is not developed in its entirety right away.

REDEVELOPMENT CONCEPT

This report suggests redevelopment of this site to build on Atlantic City's rich history by creating a historic museum on the pier, complimented by a historic village on the nearby lots. The creation of such a new family-friendly tourist draw would further the City's goal of diversifying its tourist options, create jobs, and bring more tax dollars to the City.

While the Atlantic City Historical Museum already exists on the pier, the Atlantic City Free Public Library (ACFPL), the entity that runs the museum, is looking to expand. In 2012, ACFPL hired Mills and Shoener Architects to conduct a feasibility study regarding the development of a new museum. It was envisioned that the new museum, "The Atlantic City Experience," would consist of interactive exhibits, community space, amenities such as a café and museum store, and archives. The study concluded that, "the concept could be both financially viable and educationally important to the expanding base of options and activities that draw people to Atlantic City, whether for gaming, a beach resort experience, an entertainment event, to re-connect with their local heritage, or some combination of

Site at Present



Garden Pier, 2012 (monopolycity.com)



Garden Pier Art Center (shltrip.com)

Redesign Precedents



Distillery Isle of Lewis (thewhiskeybarrel.com)



Colonial Williamsburg (historicalkeyboardsociety.org)

Garden Pier

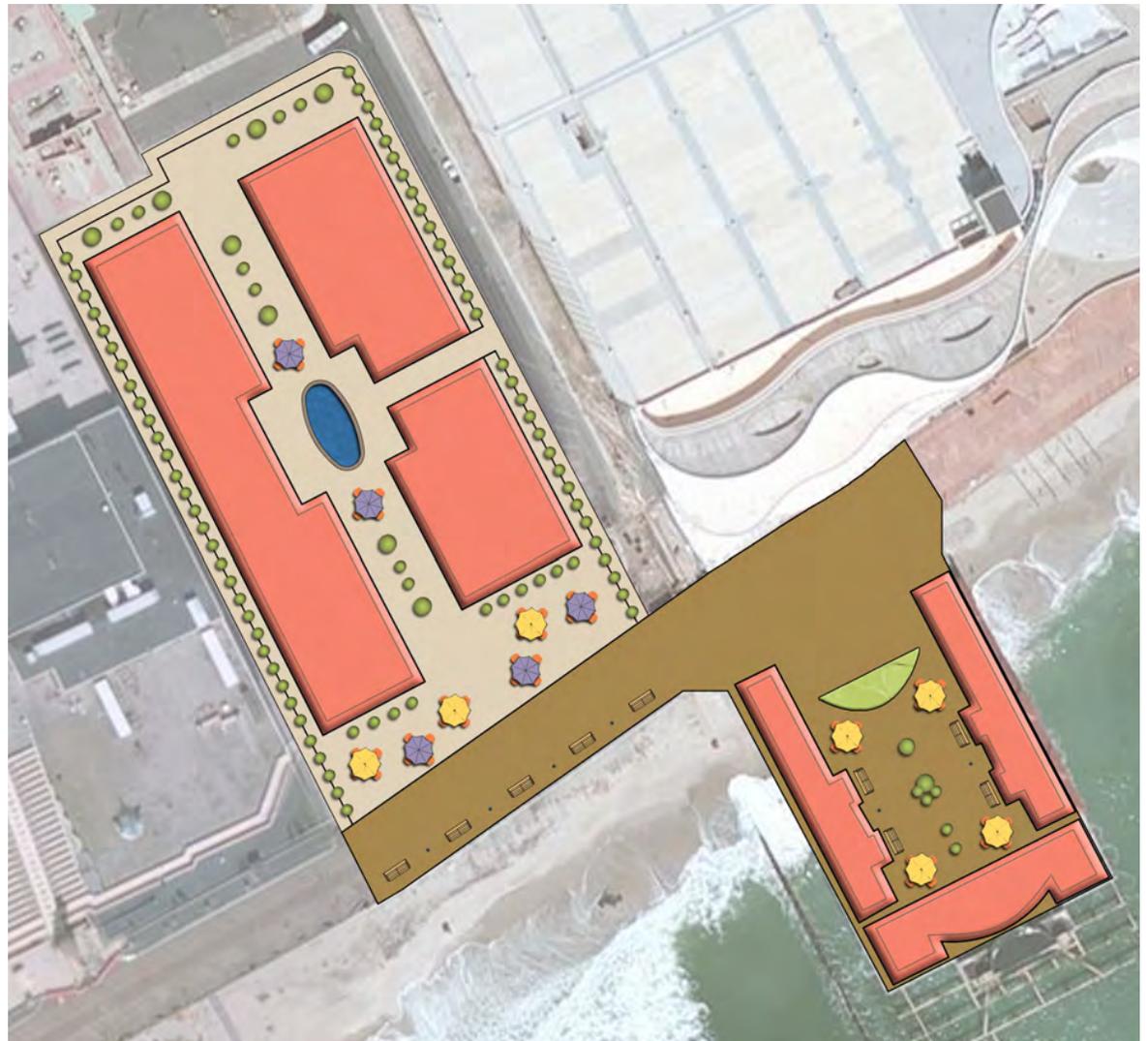
CONCEPT (CONTINUED)

these elements.”

Though the feasibility study did not recommend that the museum be sited on the pier (the study argued that the museum must be “highly accessible, visible and proximate to the major destinations in Atlantic City”) it is thought here that with the construction of the historic village, as discussed below, this area will become a large enough tourist draw to support the new museum. Therefore, it is recommended that, rather than moving to a new location, the museum should be housed in a new building constructed at the end of Garden Pier. Historically, a third building did exist at the end of the pier; this plan suggests recreating a similar building but with a glass façade facing the waterfront. On the interior of the glass façade would be a community space that could be used for educational opportunities and rented out for weddings and other events.

To further bring attention to the history of the City, it is proposed that the parcels on South New Jersey Avenue be developed into a historic village. This concept is based on similar historic tourist destinations such as Colonial Williamsburg in Virginia and Sturbridge Village in Massachusetts. Both of these villages teach visitors about the history of the area, while also containing functioning historic businesses that profit from tourist dollars.

Illustrative Plan



Garden Pier

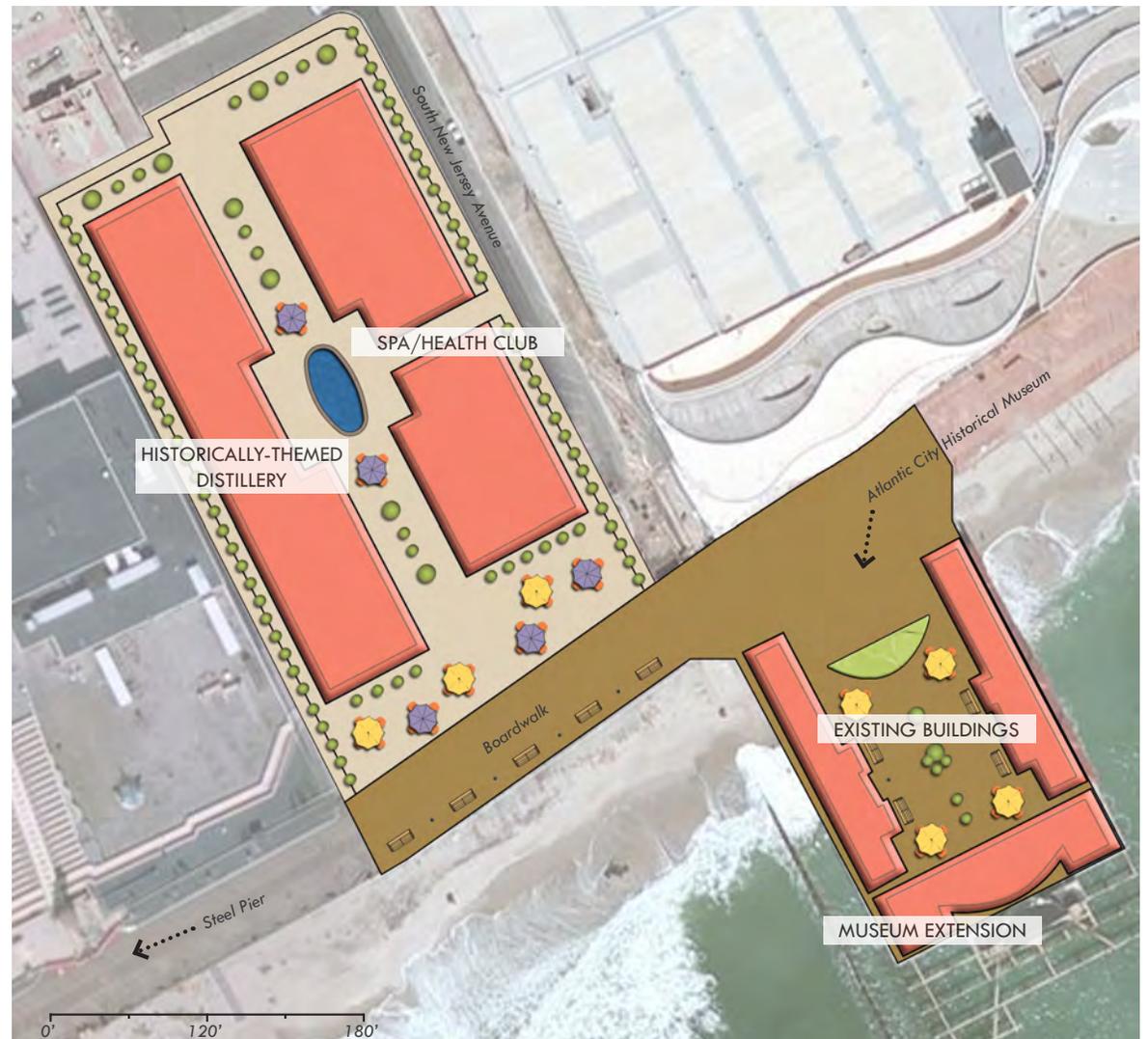
CONCEPT (CONTINUED)

This site could capitalize on the 1920s Prohibition-era culture of Atlantic City, widely popularized in the television show *Boardwalk Empire*. The site would contain a bath house, similar to what would have existed in the 1920s, but possibly with more modern spa-like attractions inside. Also on site would be a Prohibition-style distillery. This would be both a historic draw and work to diversify local nightlife. Prohibition-era bars have recently grown in popularity, serving high-end cocktails in often obscure and hard to find locations. For example, Hop Sing Laundromat in Philadelphia is located behind an unmarked door with a bell and the bar is a faux speakeasy. When arriving, visitors are judged if to be dressed appropriately and then led to an anteroom where told the rules of the bar, including no cellphone conversations and no pictures. This experience, as much as the cocktail itself, is what has led to the growing popularity of the establishment.

While the distillery proposed here would not be a secret speakeasy because of its prime location on the waterfront, it would take the ideas and design of speakeasy bars and combine this with easy accessibility and waterfront views.

Some flexibility is given in regards to the height of these new buildings. As they will be located on prime waterfront property, it is understood that solely developing a historical district may not be

Site Function



Garden Pier

CONCEPT (CONTINUED)

sufficient. Thus, the buildings could contain this use on the first floor with residential uses above.

Between these new buildings and along the Boardwalk it is proposed to have public plaza space. This space can be used for informal seating and as general gathering space. Additionally, capitalizing on the new historic draws of this site, historic tours of the City could be run out of this site. Currently, A1 tours runs historic tours of the Boardwalk and other noteworthy sites, while the Great American Trolley Company runs some longer tours covering the City. These tours range in price from \$20 to \$40, running from 90 minutes to 4 hours. As this historic site is developed, the Atlantic City Free Public Library could begin to run shorter and cheaper walking tours out of Garden Pier so as to give visitors more opportunity to learn about the history and culture of the City.

No new parking is currently proposed for this site as the area currently has a surplus of surface and garage parking, including a large surface lot on South New Jersey Avenue at the backend of the site. If this parking is later developed for alternative uses, replacement parking strategies may need to be considered.

RELATION TO THE 2008 MASTER PLAN

Redevelopment of the site as proposed would meet the following objectives contained in the 2008 Atlantic City Master Plan:

- Land Use Element objective #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.”
- Economic Plan objective #1: “Encourage the development of a diversified economic base that generates employment growth, provides increased tax ratables, and increases income levels.”
- Historic Preservation Element objective #1: “Promote the history of Atlantic City and its connections to celebrities as part of the City’s redevelopment and revitalization efforts.”
- Historic Preservation Element objective #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.”

Additional Precedent Photos



The Pier, circa 1920(westjerseyhistory.org)



Colonial Williamsburg (williamsburgvacations.com)

Opportunity Site 2
FISHERMAN'S PARK



Fisherman's Park

EXISTING CONDITIONS

The site of the proposed Atlantic City Farmers Market will be located on the bottom edge of Gardner's Basin, with North Massachusetts Avenue to the west of the site, and Melrose Avenue to its south. The series of parcels form an L-shape beginning at Caspian Avenue and ending with Fisherman's Park. Immediately opposite of the site is the Uptown School Complex.

Aside from Fisherman's Park, the site is currently vacant. Fourteen lots comprise the site for a combined five acres. The lots have multiple ownership and have a combined land value assessed at \$13,534,600.

The proposed development falls under FEMA flood guidelines. The site is flood prone, falling within the FEMA Flood Zone AE with a (BFE) of 10 feet. The National Flood Insurance Program allows new non-residential construction to have a lowest floor below BFE, "provided that the building has been designed, constructed, and certified to be floodproofed and to meet established criteria" (FEMA, Technical Bulletin 3-93).

Current Land Use



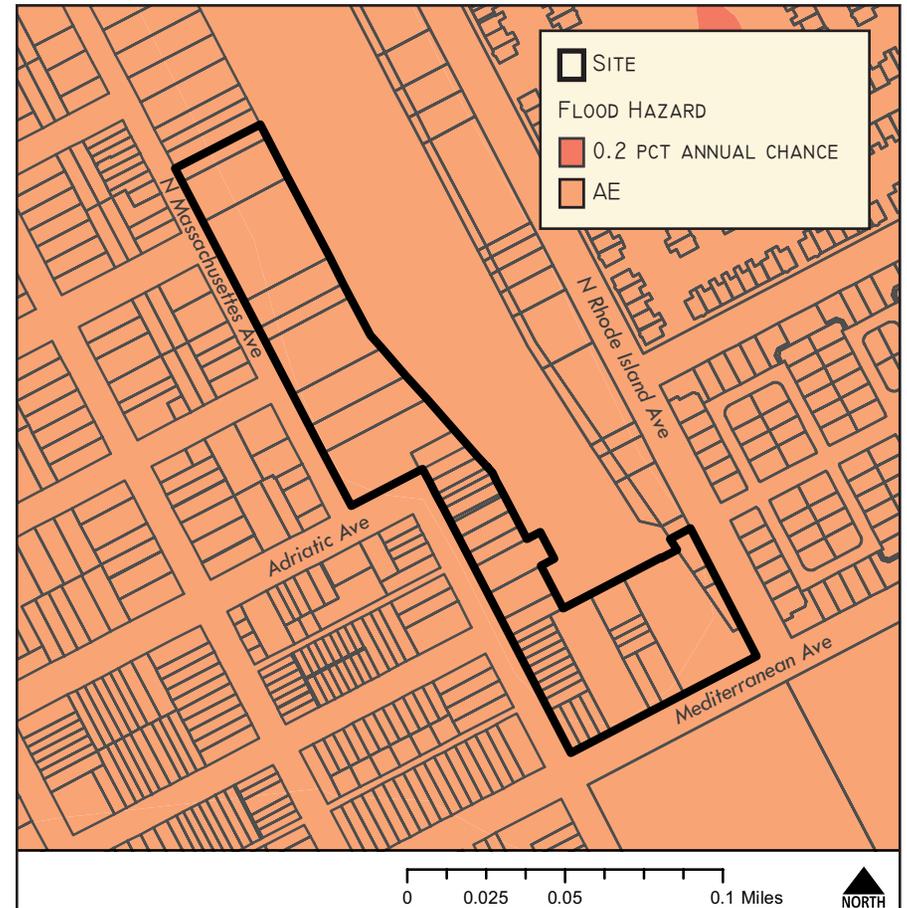
Fisherman's Park

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
106	5	15C	CITY OF ATLANTIC CITY	8,857,400
106	34.01	2	COASTAL INVESTMENTS LLC	128,100
106	34.02	1	COASTAL INVESTMENTS LLC	119,800
106	34.03	2	COASTAL INVESTMENTS LLC	127,600
106	34.04	2	COASTAL INVESTMENTS LLC	190,700
106	34.05	2	COASTAL INVESTMENTS LLC	208,300
551	9	2	SCHIFF ENTERPRISES	411,100

Environmental Constraints



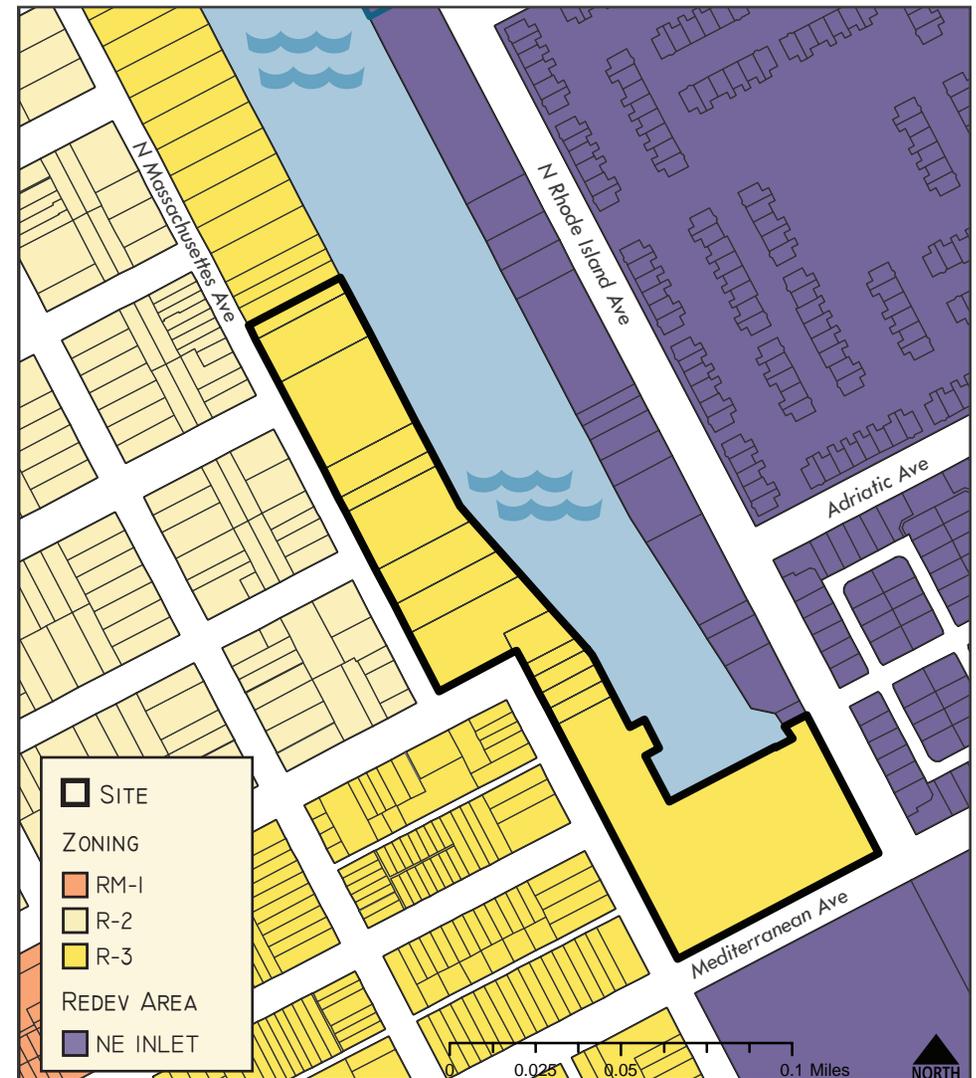
551	7, 8	4A	MEYERS, JAMES & TRUEX, MARTIN & LEROY	1,600,000
551	6	1	MASSACHUSETTES HOLDING LLC	368,800
551	5	1	MASSACHUSETTES HOLDING LLC	96,000
551	4	1	MASSACHUSETTES HOLDING LLC	1,180,000
551	1	1	AC LAND MASS LLC	540,000
560	11, 12	4A	MEYERS, JAMES & TRUEX, MARTIN & LEROY	1,029,200

Fisherman's Park

ZONING REGULATIONS

This site falls within the R-3 zoning district, which permits residential uses. Building off the idea of a “working waterfront,” this plan recommends these parcels be rezoned to Marine Commercial (MC). Fish and seafood stores and restaurants are permitted as conditional uses in MC zones. Additionally, an MC zone would provide a more appropriate fit with the nearby commercial fishing operations than would R-3. The site also abuts the Northeast Inlet Redevelopment Area, where marine commercial and “open space/theme commercial uses” are permitted.¹⁹ Thus, an MC zoning designation would fit in with overall redevelopment goals for the area.

Zoning Designations by Parcels



¹⁹<http://www.atlanticcityha.org/NortheastInlet.html>

Fisherman's Park

REDEVELOPMENT NEED

The vacant parcels along North Massachusetts Avenue are prime for commercial development and disrupt the potential connection to Fisherman's Park and Gardner's Basin. The waterfront location of these parcels provides natural beauty as well as close proximity to the commercial fishing operations of Gardner's Basin.

Establishing commercial uses related to this activity can help bolster the strength of commercial fishing in Gardner's Basin. Providing a convenient destination for residents and visitors of the surrounding neighborhoods and Gardner's Basin will also help activate Fisherman's Park as an area of congregation and pedestrian traffic. Nearby residents can benefit from the establishment of a commercial destination within walking distance and from improved aesthetics.

Site at Present



Fisherman's Park



Vacant lots north of Fisherman's Park

REDEVELOPMENT CONCEPT

The redeveloped Fisherman's Park site will consist of the new farmers market and the currently existing Fisherman's Park. Fisherman's Park is a well-maintained, high quality facility and will be incorporated largely as is to the new site design. A small portion of the park by the Baltic Avenue Canal outflow will be reimagined to serve as a wetland ecosystem that aids in flood control and wastewater runoff treatment, thus improving water quality in Gardner's Basin.

The farmers market structure is a two story, 15,000 square foot building that sits at the end of Wabash Avenue. The first floor of the building houses the farmers market. This floor, where fresh produce, seafood, and other food items are sold, is mostly-open space with a rustic and factory-like feel. It will be incorporated with the working waterfront theme. The open space inside is comprised of portable furniture that, in the event of a flood, can be moved elsewhere to minimize damage. When the floor is an open space secured by overhead doors which can withstand flooding with minimal damage. Thus, it is in compliance with FEMA building recommendations (a BFE of 10 feet). The second floor houses a space for dining; it is on the second floor where either permanent dining options or kitchens will

Redesign Precedents



Pike Place Fish Market in Seattle, WA
(trainerKEN, Flickr)



View of The High Line (thehighline.org)

Fisherman's Park

CONCEPT (CONTINUED)

be located. It overlooks Gardner's Basin and offers views of the park. Surrounding the structure is open space suitable for live performances displaying local talent, or for tents where local artists can display and sell their wares with the working waterfront across the basin serving as a backdrop.

Accommodating these new commercial uses on the site would require a rezoning along Massachusetts Ave from R-3 to a marine commercial district, which which, according to the City's Municipal Code (§ 163-59), permits uses that are predominately marine-related that require waterfront access. Public access to all waterfront parcels under development is required.

Illustrative Plan



Fisherman's Park

Additional Precedent Photos



Farmers Market (Luis Andre Munoz, Flickr)



Water retention design (apr.vaesite.net)

Site Function



Opportunity Site 3
GARDNER'S BASIN



Gardner's Basin

EXISTING CONDITIONS

The Gardner's Basin opportunity site is located in the northeast corner of Atlantic City, between Gardner's Basin and the Absecon Inlet. The site area is 22 acres and bound by Parkside Avenue and Caspian Avenue, with New Hampshire Avenue bisecting the site. Most of the developments nearby are single-family townhomes two stories in height.

West of New Hampshire Avenue is the City-owned Historic Gardner's Basin. It is home to the Atlantic City Aquarium, the Crafter's Village, multiple restaurants, boat slips, and an amphitheater. East of New Hampshire Avenue is vacant land owned by The Landings at Caspian Pointe, LLC. It was intended to be part of a townhome development by the Kushner Real Estate Group that has been shelved.

The entire site is composed of ten parcels, seven owned by the City and three owned by The Landings at Caspian Pointe, LLC. The privately owned land is valued at \$1,345,900.

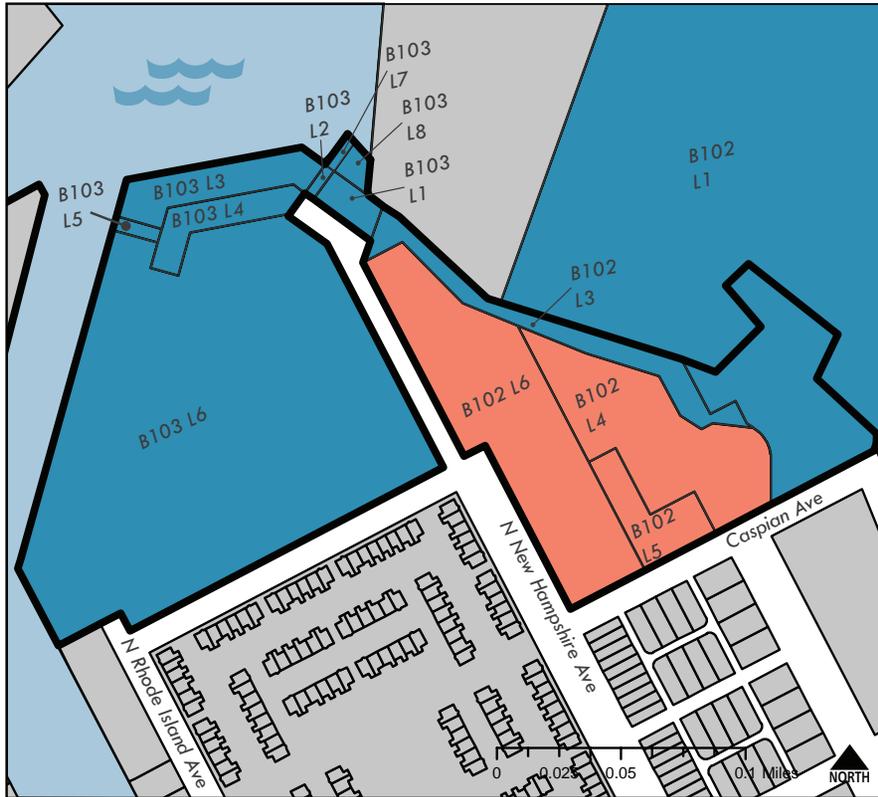
Most of the site is within the AE FEMA flood zone, with an annual 1% chance of flooding. Portions of the eastern site are within the VE zone that has the added risk of heavy wave action. Small portions of the site are within the X zone, between the 100- and 500-year flood plains. In the AE zone residential construction cannot be below the BFE of 9 feet.

Current Land Use



Gardner's Basin

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
103	6	I5C	CITY OF ATLANTIC CITY	37,352,700
103	5	I5C	CITY OF ATLANTIC CITY	402,000
103	4	I5C	CITY OF ATLANTIC CITY	1,433,800
103	3	I5C	CITY OF ATLANTIC CITY	4,820,000
103	2	I5C	CITY OF ATLANTIC CITY	26,8000
103	7	I5C	CITY OF ATLANTIC CITY	268,000
103	8	I5C	CITY OF ATLANTIC CITY	857,600

Environmental Constraints



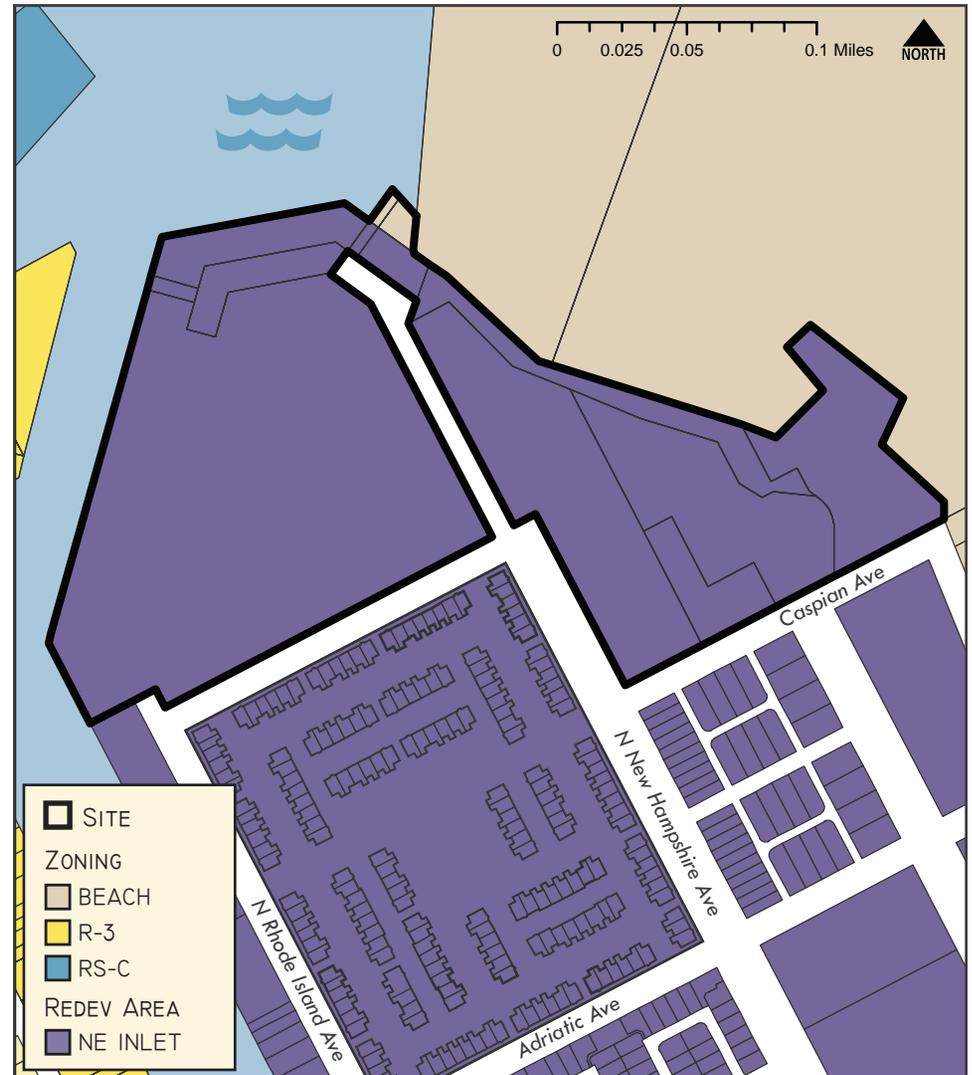
103	1	I5C	CITY OF ATLANTIC CITY	1,809,000
102	3	I5C	CITY OF ATLANTIC CITY	679,500
102	6	I	THE LANDINGS AT CASPIAN POINTE, LLC	595,000
102	4	I	THE LANDINGS AT CASPIAN POINTE, LLC	452,400
102	5	I	THE LANDINGS AT CASPIAN POINTE, LLC	298,500

Gardner's Basin

ZONING REGULATIONS

The site is within the Northeast Inlet Redevelopment Area split between F and C districts. The City-owned parcels are within the F district, zoned for open space and theme commercial, and the privately owned land is within the C district zoned for high rise, high density residential with conditional commercial.

Zoning Designations by Parcels



Gardner's Basin

REDEVELOPMENT NEED

Both the Atlantic City Master Plan and the CRDA Tourism District Master Plan refer to Gardner's Basin as an incredibly important asset to the City. There are scores of opportunities to develop both the City-owned park and the privately owned vacant land. The Atlantic City Master Plan recommends the expansion of the maritime theme in the district, including adding more retail to the area. The CRDA Tourism District Master Plan calls for a large marine research center and the creation of a fisherman's village in Gardner's Basin.

Site at Present



Crafter's Village at Gardner's Basin



Gardner's Basin Eastern edge from the water

REDEVELOPMENT CONCEPT

Our concept for Gardner's Basin is to expand residential options in this part of the City, while also expanding the access to the waterfront for residents and visitors. Three story townhomes with first floor parking and rear alley access will be constructed on the parcels bound by New Hampshire and Caspian Avenues. They will be oriented on central pedestrian greens that will provide visual and physical access to the waterfront.

On the waterfront itself, a new trail will be constructed as a continuation of the Boardwalk extension all the way to the fishing area at the northern tip of the site. Between the trail and the townhomes will be a new public waterfront park. In addition, we propose the mooring of a historic ship to be used for recreation purposes, such as a restaurant or a museum. Just north of the townhomes, a new hotel will be constructed in two new buildings to accommodate future visitors to Gardner's Basin.

On the City-owned land west of New Hampshire Avenue, we propose a new, indoor waterpark adjacent to the Atlantic City Aquarium that will give both residents and visitors a year-round, family-

Redesign Precedents



Indoor waterpark at The Great Wolf Lodge, (tripadvisor.com)



Existing housing near Gardner's Basin (Google maps)

Gardner's Basin

CONCEPT (CONTINUED)

friendly attraction in Gardner's Basin. To complement the Crafter's Village and the restaurants in Gardner's Basin, three new single-story retail buildings fronting the Basin will be constructed. This project will replace the previously disorganized and underutilized surface parking lot with new buildings and a more efficient parking lot.

Finally, a new pedestrian gateway to the City-owned Historic Gardner's Basin will connect to the loop at the northern terminus of New Hampshire Avenue. The development of a portion of a parcel that is on the ROSI would be compensated for by creating new open space on the waterfront on the eastern side of the site.

Illustrative Plan



Gardner's Basin

Site Function



Gardner's Basin

ILLUSTRATIVE RENDERING #1



From the perspective of the water, the new development at Gardner's Basin is seen complementing the existing marina, aquarium, and commercial uses at Crafter's Village. Adjacent to the aquarium is a new indoor waterpark that will bring a new set of a tourists and visitors to Gardner's Basin. In the top right of the image is a new hotel, providing a place for tourists to stay for direct access to the new and recreational uses in the back Inlet area.

Gardner's Basin

ILLUSTRATIVE RENDERING #2



A zoomed perspective of the Gardner's Basin redesign concept.

0 0.015 0.03 0.06 Miles



Opportunity Site 4
CARSON'S POINT



Carson's Point

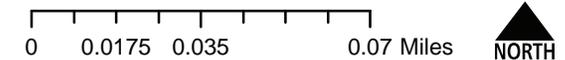
EXISTING CONDITIONS

The site of the proposed Carson's Point development is at the end of Carson Avenue and North Massachusetts Avenue. The primary parcel comprises a peninsula that juts out into Clam Creek and Gardner's Basin. The site sits in the water directly between many of the waterfront dining attractions at Gardner's Basin to the southeast and Farley State Marina to the northwest. In addition to the State Marina, there is a small collection of marina spaces on the opposite side of Gardner's Basin.

The majority of the site is currently vacant and was recently bulkheaded, making it well-situated for prompt development. Fourteen lots comprise the vacant portion of the site, totaling approximately 1.56 acres of land. An adjacent portion currently occupied by a variety of residential and commercial structures comprises roughly an additional half acre. While several of the existing residential structures appear unsightly, they appear to date from around the turn of the 20th century, and since historic preservation is a goal articulated in the City's Master Plan, this portion of the site presents a good opportunity to realize this goal.

All of the parcels on the vacant portion of the site are owned by Scarborough Properties or its subsidiary, Marine Railways of AC. These parcels have a total assessed value of \$3,554,700. The parcels with existing structures are owned by a variety of entities. Lot 17 is adjacent to the primary parcels and is owned by the Kammerman family, who operate a neighboring marina. This parcel has a total assessed value of \$215,400. Lot 16 is owned by Boathouse Enterprises, LLC of Arlington, VA and has a total assessed value of \$196,400. Lots 15 and 14 are owned by Aitken Inc. of Richboro, PA and have a total assessed value of \$336,000. Lastly, the Kammerman family also owns Lot 13 which is adjacent to their marina and has a total assessed value of \$290,000.

Current Land Use



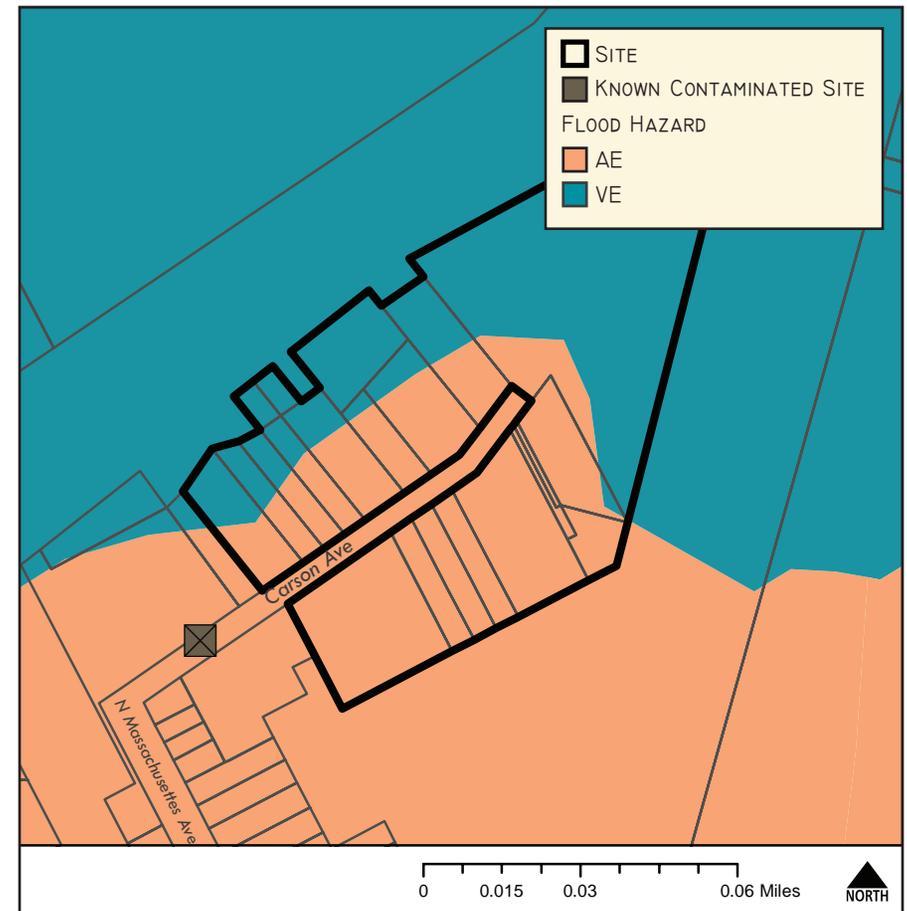
Carson's Point

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
566	19	I	DPL INC	70,800
566	20	I	MARINE RAILWAYS OF AC INC	144,600
566	21	I	MARINE RAILWAYS OF A C INC	146,800
566	22	I	MARINE RAILWAYS OF A C INC	168,000
566	23	I	MARINE RAILWAYS OF A C INC	921,300
566	24	I	MARINE RAILWAYS OF A C INC	141,300
566	25-31	I	DPL INC C/O SCARBOROUGH	555,100
566	32	I	MARINE RAILWAYS OF ATL CITY INC	381,100

Environmental Constraints



566	13	2	KAMMERMAN, MISTY & KAMMERMAN, CHRIS	290,000
566	14, 15	2, 4A	AITKEN, INC	336,000
566	16, 16.01	4A, I	BOATHOUSE ENTERPRISES, LLC	169,400
566	17, 17.01	4A, I	KAMMERMAN, MISTY & KAMMERMAN, CHRIS	215,400

Carson's Point

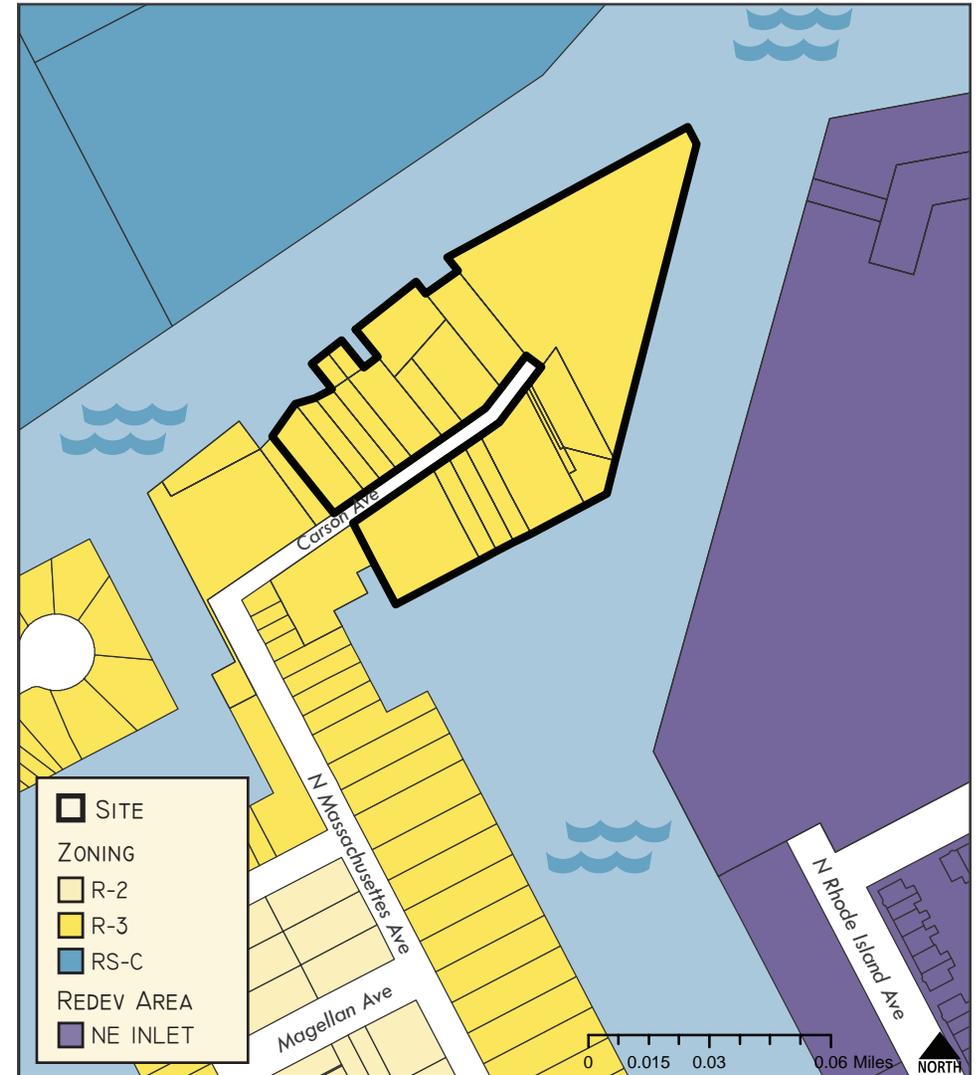
EXISTING CONDITIONS AND ZONING

While these multiple ownership entities present potential challenges, the only parcels that are required for the development, in addition to the vacant portion, are the Kammerman properties. The Kammerman family has expressed interest in seeing this area redeveloped to better capitalize on the waterfront location. The entire site is currently zoned R3, which allows for attached single family homes. (Atlantic City Municipal Code § 163-52.) The site does not contain any properties that are listed on the NJDEP's list of Known Active Contaminated Sites.

The vacant portion of the site is currently approved for a development of eight detached single family homes with dock space. The site plan indicates that the development will also feature commercial uses and marine services to support a small marina.²⁰ The Scarborough Family has owned the site for almost 30 years and has experience developing commercial properties and marinas. They have recently expressed interest in developing the property for an "institutional" use and have significant experience with projects of this nature as well.²¹

The development of Carson's Point falls under FEMA flood guidelines. The site is flood prone, falling within FEMA Flood Zone A8 with a BFE of 10 feet. The National Flood Insurance Program allows new non-residential construction to have a lowest floor below BFE, "provided that the building has been designed, constructed, and certified to be flood proofed and to meet established criteria" (FEMA, Technical Bulletin 3-93).

Zoning Designations by Parcels



²⁰ <http://www.atlanticcityha.org/NortheastInlet.html>

²¹ http://www.pressofatlanticcity.com/business/ocean-city-developer-keeps-busy-along-shore/article_3f9a82f8-cd93-11e3-bf54-0019bb2963f4.html

Carson's Point

REDEVELOPMENT NEED

The dilapidated nature of several of the existing structures and the long-vacant section are direct negative impacts of the failure to redevelop this site. In its current form, the site presents a barrier between the dynamic waterfront uses at the Farley Marina and Gardner's Basin.

If successfully redeveloped in an interesting and exciting manner, it would connect two of the more attractive public waterfront locations in the City. Conversely, redeveloping the site as primarily single family homes would fail to accomplish this connection and would create an additional barrier between these locations by diminishing the current sight lines.

Site at Present



Historical shore homes on Carson's Point



Vacant area at the head of Carson's Point

REDEVELOPMENT CONCEPT

The redevelopment of this site aims to create a point of interest linking activities at the State Marina and Gardner's Basin. This design provides a publicly accessible space on the water's edge while creating a financially viable use for the developer and property owners. The nature of this site as a small peninsula creates the opportunity to cultivate a unique space equally accessible by water and land. In this spirit, it will be developed in the fashion of a tropical oasis. The ground of the site will be covered with beach sand and palm trees will be placed throughout.

The primary commercial use on the site will be a boutique hotel. The hotel will consist of 24 island-inspired bungalows and roughly 15 rooms in a bed and breakfast operated out of the three historic houses that will be rehabilitated. The bungalows will be approximately 600 square feet and will each include a small outdoor seating area. These bungalows serve as both a hospitality product unique to Atlantic City and an element that sets the tropical atmosphere.

The space will feature a public swimming basin enclosed by a floating dock. This can take the form of either a floating pool or

Redesign Precedents



Swimming Basin at the Harbour Bath in Copenhagen (archdaily.com)



Beach Bungalow Hotels (thailandtravelplan.co.uk)

Carson's Point

CONCEPT (CONTINUED)

a structure that simply encloses a protected area for swimming. This concept is taken from very successful examples in Europe. The swimming basin will serve as both a recreational activity and as a place making element. The floating structure will include built-up platforms to jump into the water from and shelved sections that can be utilized for sunbathing and lounging. Floating ornamental elements and lighting will be utilized to further activate the space and create a truly exciting environment.

Overlooking the swimming basin will be a roughly 8,000-square foot tiki bar with covered and uncovered seating. The bar will further add to the island theme in both its décor and the food and drink served. The secluded space virtually surrounded by water will provide an ambiance unmatched anywhere in Atlantic City. The prominent thatched roof and lively activity will be impossible to miss by revelers from land and sea.

A small marina with boat slips to accommodate roughly twelve boats and a landing for paddle boats arriving from Gardner's Basin will open up opportunities for accessing the site by water. The financial viability of the commercial space will rely heavily on the ability of visitors to arrive by water, so a water taxi service connecting both the State Marina and Gardner's Basin is envisioned. This could take the form of an individual pontoon boat

Illustrative Plan



Carson's Point

CONCEPT (CONTINUED)

operated by the property manager or (perhaps in the longer term) a larger operation based out of either of the respective sending locations. As a result of this emphasis and the ample parking provided at both Gardner's Basin and the marina section of the City, on-site parking on Carson's Point will be limited. A pair of surface parking lots will have enough spaces to provide each hotel guest with a dedicated space.

Redesign Precedents

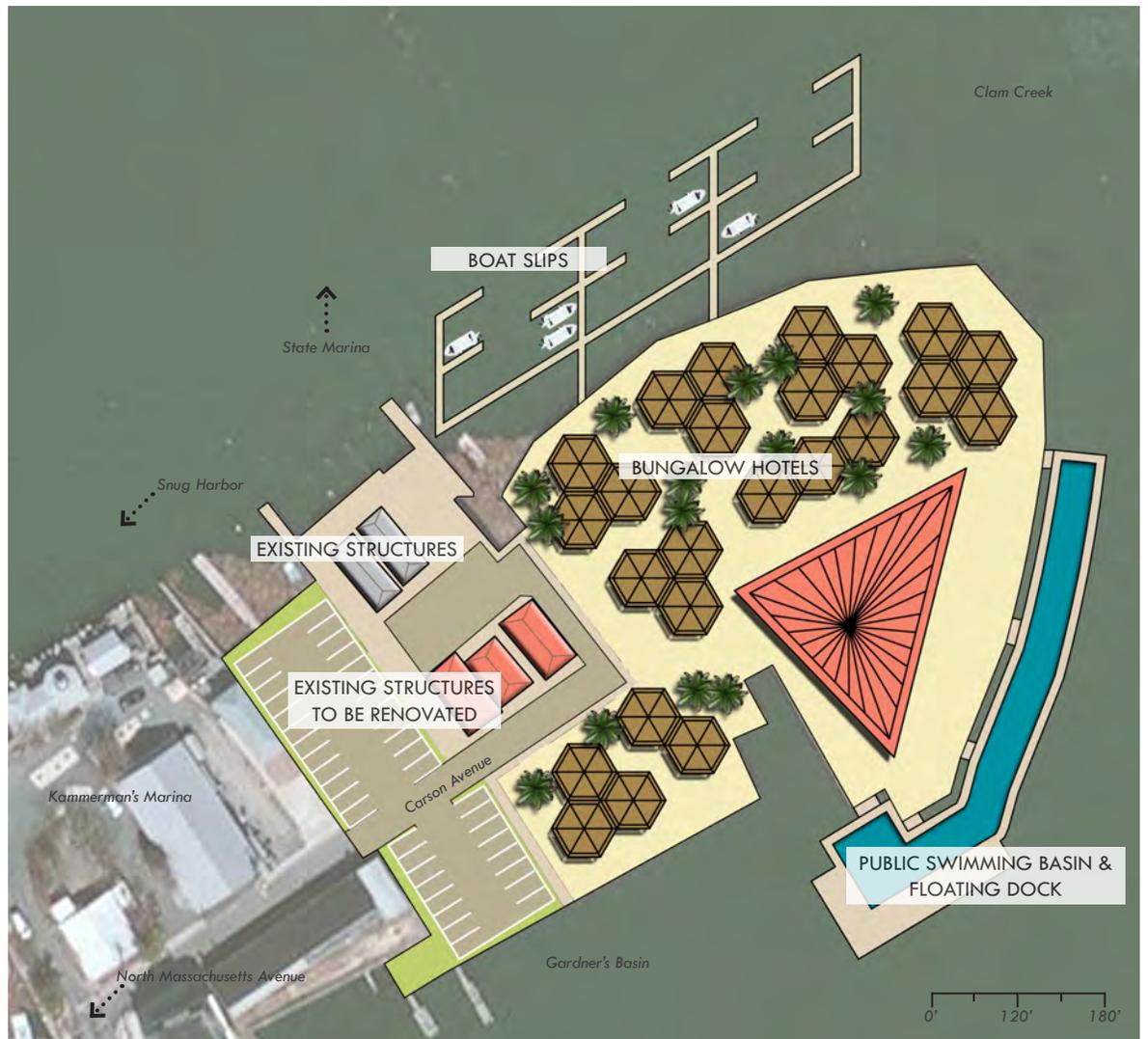


Tiki Bar (floridabestbeaches.com)



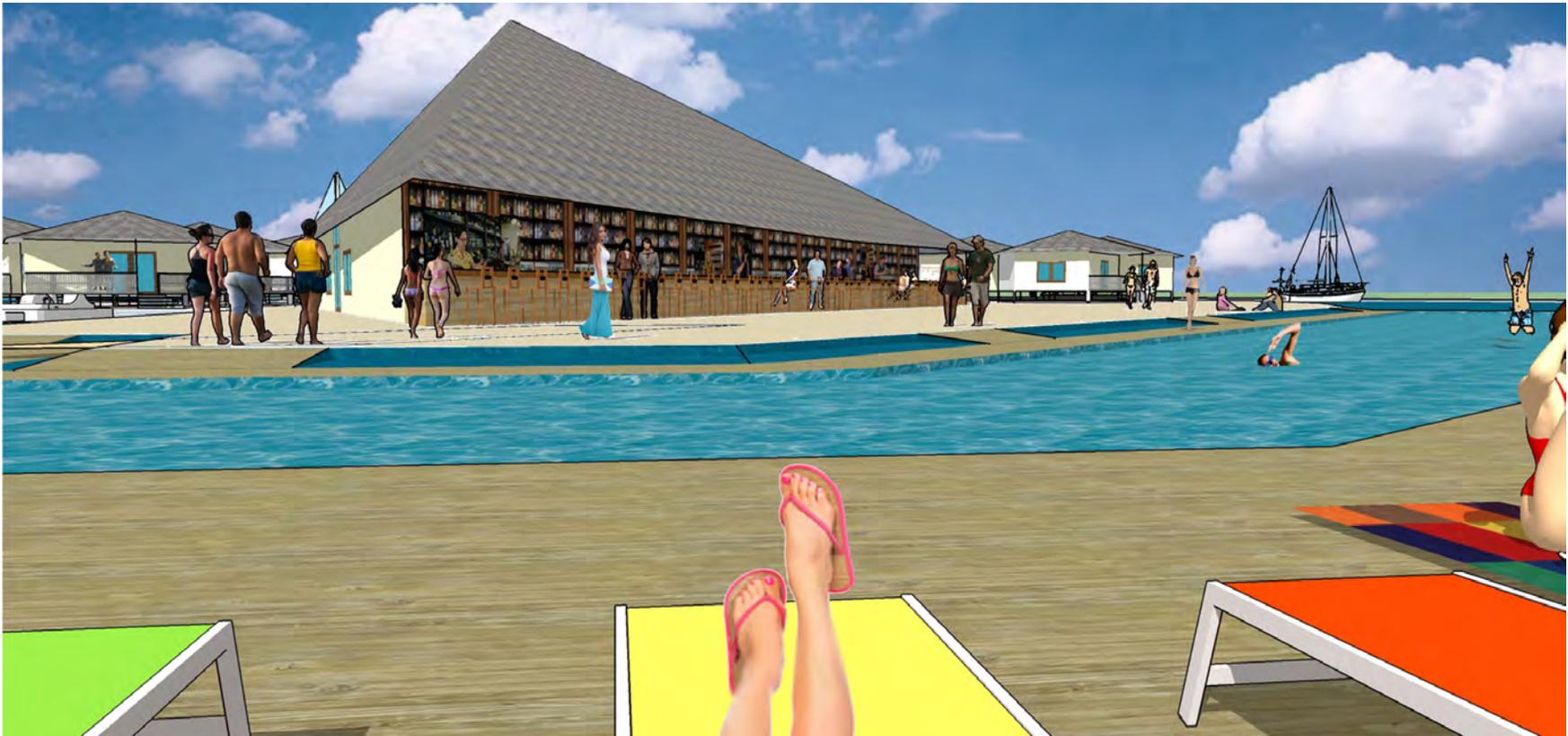
Vibrant public space (Spruce Street Harbor Park in Philadelphia, Matt Stanley, 2014)

Site Function



Carson's Point

ILLUSTRATIVE RENDERING



The image above shows the perspective of a poolside vacationer, relaxing at the public swimming basin and floating dock at the southern edge of Carson's Point. From where she's sitting, there is a view of the tiki bar across the pool, bungalow-style hotel rooms in the background, and a sailboat in the distance. The redesign blends private, revenue-generating hotel resort uses with a public recreation amenity.

Opportunity Site 5
DELTA BASIN



Delta Basin

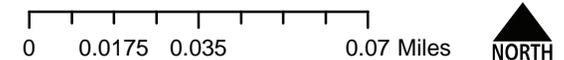
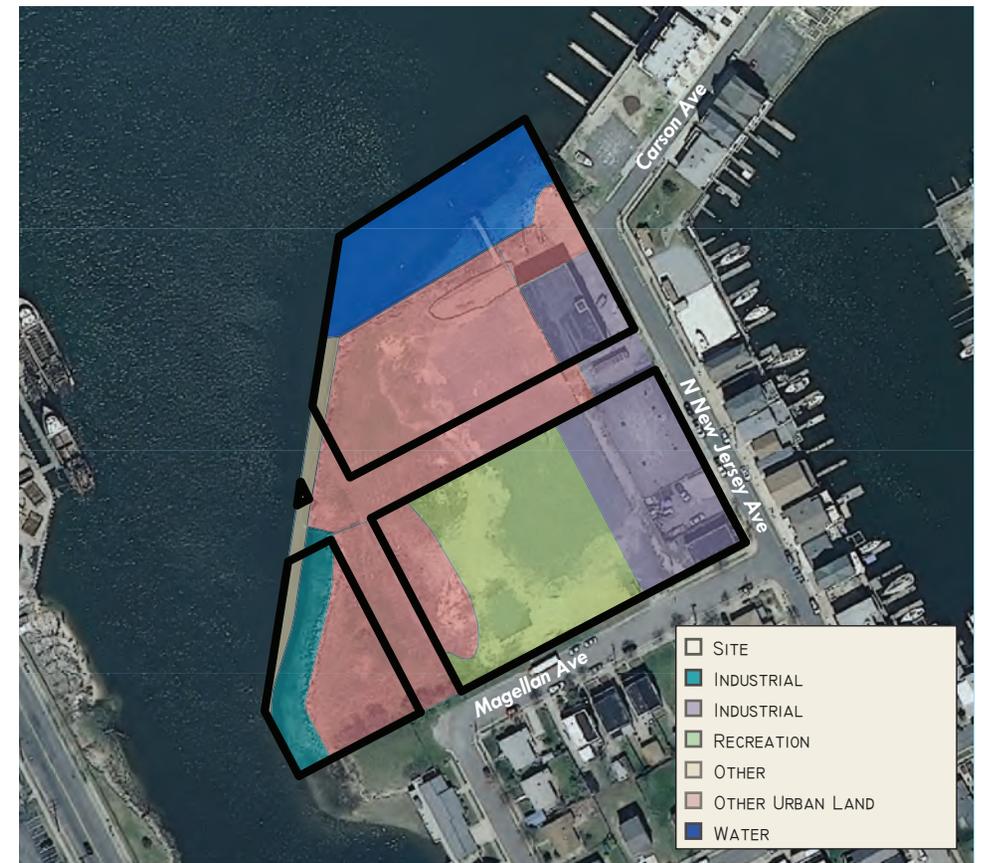
EXISTING CONDITIONS

The Delta Basin opportunity site is an approximately 3.5-acre area in the Bungalow Park neighborhood of Atlantic City. The site fronts the water to the west and north, and is bounded by New Jersey and Magellan Avenues to the east and south. The surrounding area is largely medium-density residential with single-family homes ranging from 1 to 3 stories.

Considering its prime location on the waterfront, this site is underutilized in its current condition. The site is composed of 5 parcels, under various private ownership. In total, these parcels have an assessed value of \$4,223,000. Much of the site is vacant, having once housed an Exxon station, and the remaining buildings on the site are warehouse-type structures. One of these warehouses contains Kisby Shore, a commercial mechanical contracting operation, which may be best suited for a location outside of a primarily residential neighborhood. A police substation also exists on the corner of the lot. This unit could be moved to a more suitable location based on department needs, or if necessary, a small building to house the substation could be incorporated into the site recommendations below.

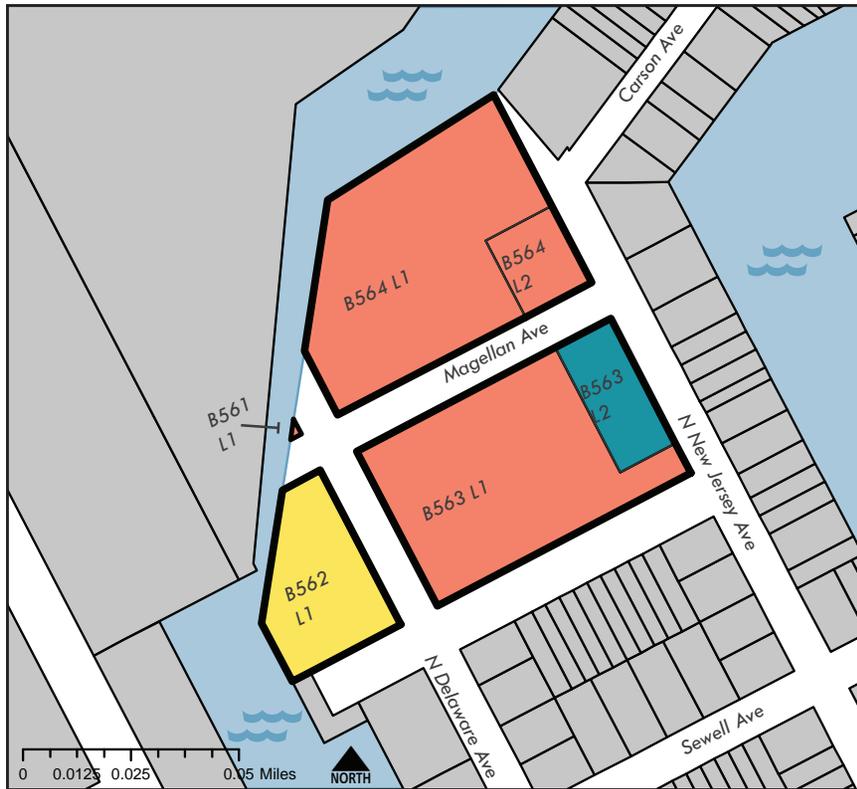
The remaining vacant part of the site is identified by NJDEP as an active site of known contamination because of the previous use by Exxon, and no remediation efforts have occurred at this point.

Current Land Use



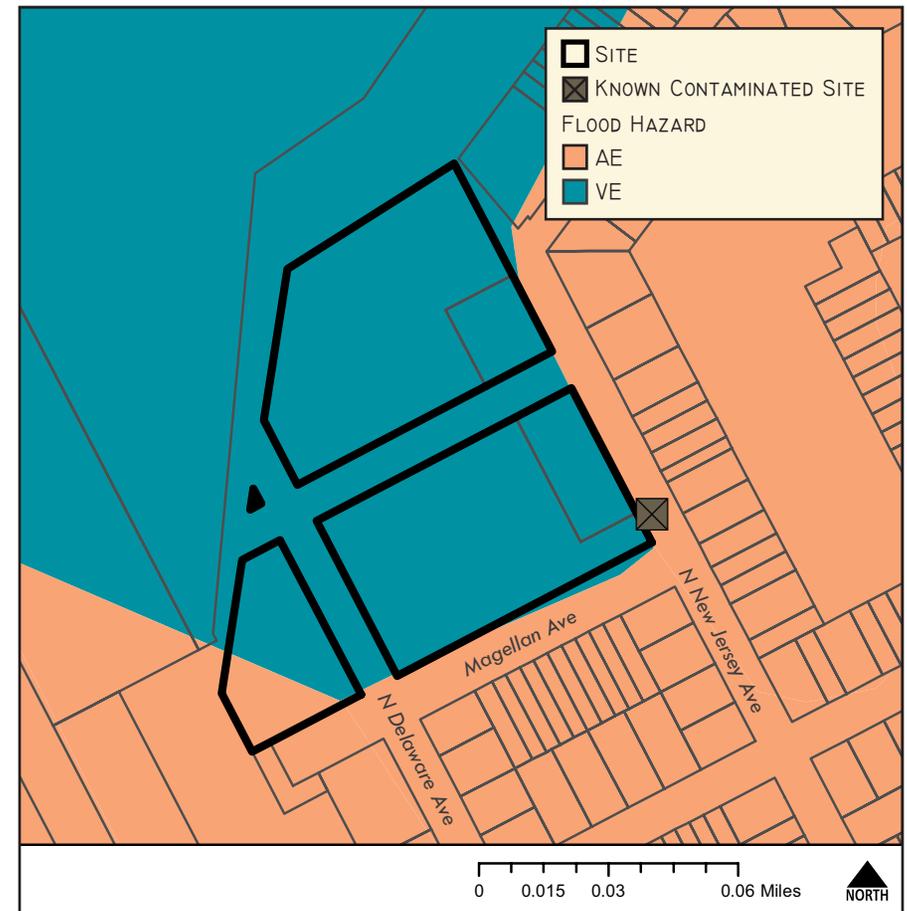
Delta Basin

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
563	2	4A	KISBY LESS MECHANICAL LLC	626,600
563	1	4A	OCD INC	700,000
564	2	4A	OCD INC	300,000
564	1	I	OCD INC	2,000,000
561	1	I	OCD INC	10,100
562	1	I	JLM & MEG AT ATLANTIC CITY LLC	596,400

Environmental Constraints



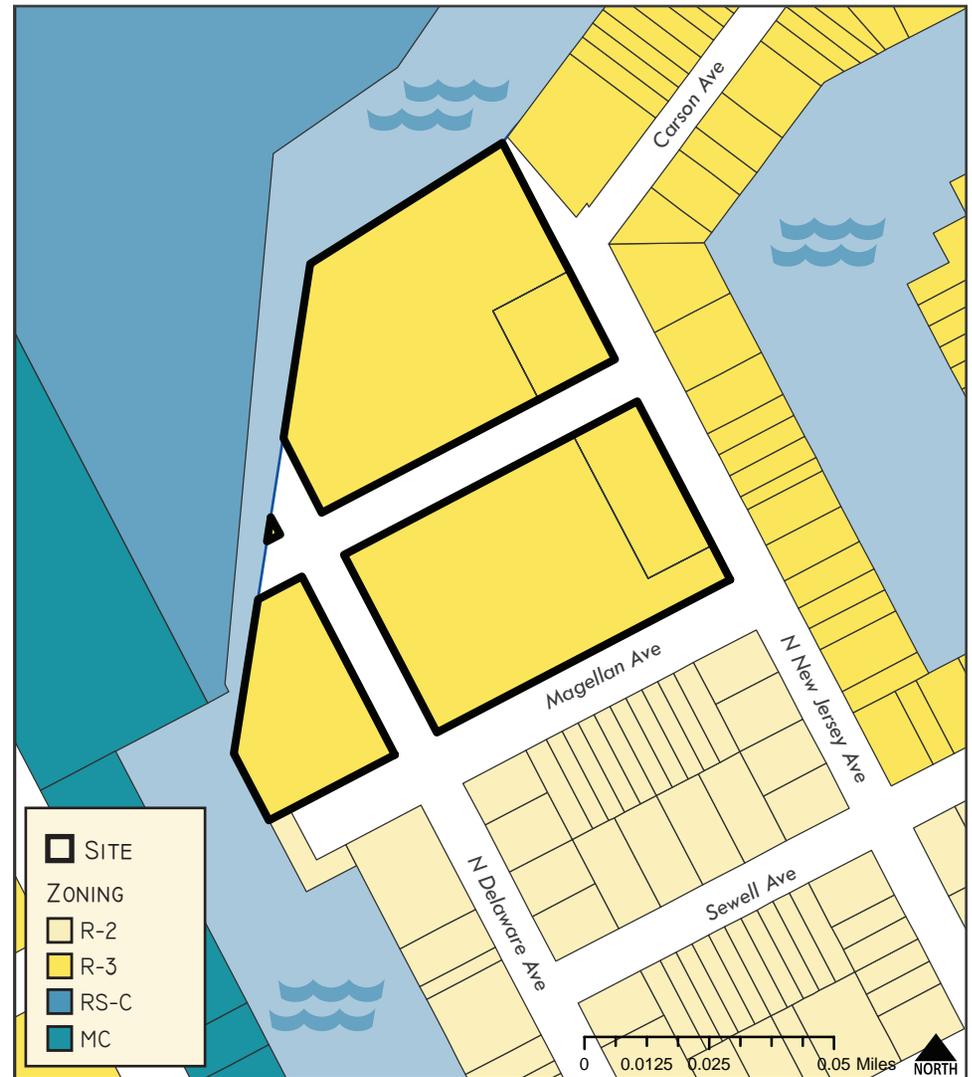
Delta Basin

EXISTING CONDITIONS & ZONING REGULATIONS

Potential flood zone restrictions could influence development on this site. There are discrepancies among the flood zone data available. The FEMA flood maps currently in effect designate the majority of the site as falling within FEMA Flood Zone AE, representing a 1% annual chance of flooding, with a small portion of the site in the southwest falling under the VE zone, susceptible to wave action during storm conditions. Given these designations, residential development would be permitted assuming it is constructed in the AE Zone and above the 10-foot BFE. However, more recent flood data tightens restrictions on development as it designates the majority of the site as located in the VE zone, prohibiting residential development, except for the southwest corner which falls in the AE zone.

The site is in the R-3 zoning districts, a single family residential district. In keeping with this residential designation, current plans for the Delta Basin site include the development of housing units on a 0.6-acre parcel in the southwest corner of the site, along the waterfront.

Zoning Designations by Parcels



Delta Basin

REDEVELOPMENT NEED

In keeping with the proposed Municipal Public Access Plan, this plan seeks to improve public access to the waterfront. At present, the public has no access to the waterfront from this location and the existing warehouse-type structures detract from the residential character of the surrounding neighborhood.

Site at Present



Delta Basin vacant waterfront property



Obstructed waterfront access at Delta Basin

REDEVELOPMENT CONCEPT

The vision for this site is to improve public access to the waterfront with the creation of a public park and fishing amenities, while creating new single-family housing units to link the site with the surrounding neighborhood and employing stormwater management strategies to mitigate flooding.

The development would help diversify the local housing stock, and the expanded waterfront access, public park space and beautification could help raise property values of the nearby existing homes. These recommendations focus on redeveloping the site for current residents as much as new ones, thus the number of units is limited to preserve visual access to the waterfront. Redevelopment would include:

1. The construction of 20 housing units along Magellan Avenue and North New Jersey Avenue. These units would have a footprint of roughly 20'x60' and, similar to nearby units, consist of three stories, including a front-facing garage. Based on current market conditions, this plan recommends units be sold for approximately \$200-\$250K and be targeted toward the second home market.

Redesign Precedents



Waterfront housing example (re-max-nj.com)



Water retention raingarden (indy.gov)

Delta Basin

CONCEPT (CONTINUED)

2. The establishment of a public park behind the new residential structures and fronting the waterfront. The park would be largely open space with some landscaping and natural features, as well as tree-lined paths, picnic benches, and fishing amenities along the water.

3. Stormwater management. This could include floodplain restoration along the shore or allowing the growth of natural vegetation near the waterfront where a bulkhead does not exist. Any paths created along the waterfront along the non-bulkheaded shore should also be boardwalk-type structures so as to not increase impermeable surface on the site. Additionally, rain gardens should be developed throughout the park, especially near walkways, entrances, and other impermeable surfaces.

These recommendations assume a reliance on the current flood data. If the new flood maps were to go into effect, it is recommended that the entire area be developed into a park with an emphasis on providing recreational opportunities for the neighborhood, as well as stormwater management. Redevelopment as proposed would satisfy multiple goals laid out in the 2008 Atlantic City Master Plan, including, but not limited to:

Illustrative Plan



Delta Basin

CONCEPT (CONTINUED)

1. Land Use Objective #3: “Encourage the redevelopment/revitalization of existing neighborhoods through the use of existing assets and/or the creation of new amenities.”
2. Housing Objective #11: “Encourage the continued development of a variety of housing ranging from affordable to middle income and market rates.”
3. Economic Objective #1: “Encourage the development of a diversified economic base that generates employment growth, provides increased tax ratables, and increases income levels.”
4. Open Space and Recreation Objective #2: “Promote further development and expansion of parks and recreational facilities to meet neighborhood and community needs.”
5. Conservation Objective #5: “Encourage the remediation of contaminated sites to enhance the local environment, protect residents and return vacant sites to productive uses.”



Waterfront housing and park example (panoramio.com)

Site Function



Opportunity Site 6
FAIRMOUNT HARBOR



0 0.02 0.04 0.08 Miles



Fairmount Harbor

EXISTING CONDITIONS

The “Fairmount Harbor” opportunity site is an irregularly shaped area located at the northern end of the Ducktown neighborhood, at the gateway to the City. The approximately 13.6-acre site is close to the end of the Atlantic City Expressway, the Atlantic City Convention Center, the rail terminal, and the bus terminal.

The main part of the site is bounded by Fairmount Avenue to the south (which suggests the Fairmount Harbor name), an off-ramp for the Atlantic City-Brigantine Connector to the north and east and Turnpike Road and the waters of Inside Thorofare to the west. A vacant lot used by a nearby auto-repair business to park junk cars extends off from the site in a southwesterly direction following the path of an old railroad right of way from the junction of Turnpike Road and North Florida Avenue to the corner of Fairmount Avenue and North Texas Avenue; this parcel is included in the redevelopment plan proposed for the Fairmount Harbor site.

Given its proximity to the central business district (CBD) and multiple transit options, the site is currently underutilized. A vacant Verizon warehouse and distribution center and the concrete footprint of a former Duell Fuel gas tank, which is now filled with stagnant water, occupy most of the largest parcel (block 387, lot 1), Block A, an approximately 5.1-acre site in between Turnpike Road and North Georgia Ave. This block also includes some small industrial buildings, and on the northwestern side, two or three small residential properties fronting Sunset Avenue.

Block B is an approximately 3.75-acre surface parking lot north of Fairmount Avenue. Block C is a 1.1-acre site, bordered by Fairmount, N. Georgia, Turnpike, and Island Avenues which contains primarily auto-related businesses and tire repair shops, as does an adjacent triangular .24-acre block bounded by Fairmount and N. Florida Avenues and Turnpike Road. Other blocks included within this site

Current Land Use



are a grass covered and vacant half-acre area (Block D) near the Atlantic City-Brigantine Connector and two waterfront parcels of approximately 0.8-acres between Sunset and Atlantis Avenues and the waterfront, which are occupied by weedy plants and two small shed-type buildings of indeterminate use. The shoreline itself is mostly not secured by a bulkhead; it consists of riprap stones and small stony beaches. Several decaying pilings and the remains of a dock extend out from

Fairmount Harbor

EXISTING CONDITIONS (CONTINUED)

Sunset Avenue.

The site includes all or part of 51 individual tax parcels, and land ownership is divided among many owners, both public and private. The lots range in size from as little as 503 square feet to as large as 3.8 acres. However, a handful of owners account for the majority of the site. The largest public landowners are CRDA, which owns Block 389 (assessed value, \$644,100), and New Jersey Department of Transportation, which owns all the land in Block 475 (\$2,692,200). The largest private landowners are the South Jersey Gas Company and the Duell Service Corporation, owners of the two large lots in Block 387 (assessed at \$1,000,000 and \$1,118,700, respectively), a “John Sykes Company” which owns a total of four lots valued at \$1,159,100, and another company, FTN Realty Trust that also owns four lots valued at \$1,002,300.

Ownership by Block and Lot



BLOCK/LOT	OWNER	TOTAL VALUE
475: 2.02, 6, 8, 9	NJ DEPARTMENT OF TRANSPORTATION	2,692,200
384: 32; 387: 5, 6; 388: 1	JOHN SYKES	1,159,100
387: 2	DUELL SERVICE CORPORATION	1,118,700
388: 2, 3, 4 14	FTN REALTY TRUST	1,002,300
387: 1	SOUTH JERSEY GAS CO	1,000,000

389: 1	CRDA	644,100
386: 1; 387: 7, 8	GASPARE CAMPISI	593,300
386: 5	DGMB CASINO LLC	553,200
388: 5,6,7,8	JTD REALTY GROUP LLC	511,200
	OTHERS (PROP VALUE LESS THAN 500,000)	1,808,00

Fairmount Harbor

EXISTING CONTIDITONS (CONTINUED)

Five spots on the site are listed on the NJDEP Register map of known contaminated sites. It is believed that the site may have been contaminated by the fuel oil operation formerly located on the site. Any contamination would have to be remediated prior to redevelopment of this site, which could be expected to prolong the timeline for development.

The western outlet of the Baltic Avenue Drainage Canal is on the northern edge of the site, at the end of Atlantis Avenue. Repairs to the flood gate for the canal are planned but actual work is awaiting funding. This report proposes reserving this area of the site as green space to be adapted for stormwater retention and flood mitigation as needed.

The site falls within the FEMA AE zone, referring to a 1% annual chance of flooding with a BFE of 10 feet. According to the National Flood Insurance Program (NFIP), non-residential buildings in this zone may only have a lowest floor built below the base flood elevation assuming the building is certified as floodproof.

Environmental Constraints



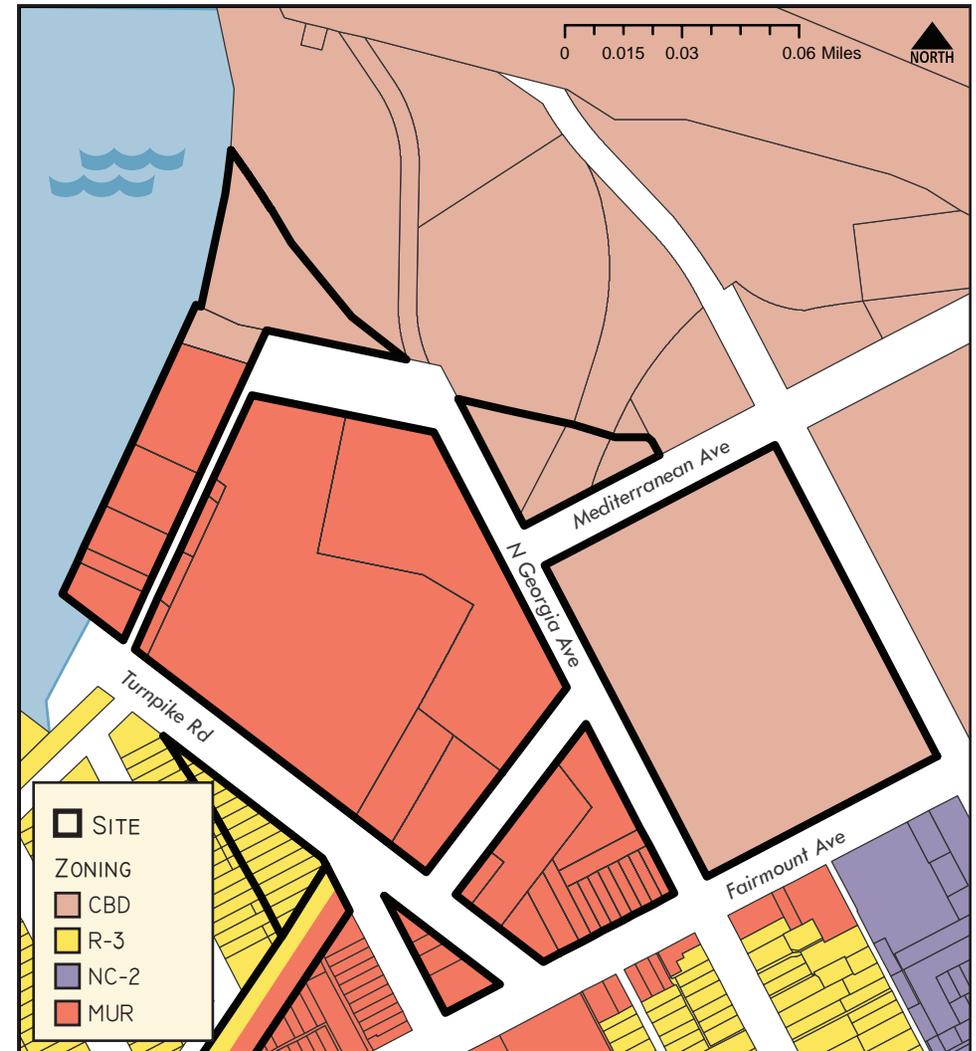
Fairmount Harbor

EXISTING CONTIDITONS (CONTINUED)

The site is primarily split between two zoning districts, though all of it is part of the CRDA Tourism District. The CRDA parking lot and the New Jersey DOT land are included within the CBD zone that covers much of the downtown, while the rest of the site is covered by the Mixed Use Recreation (MUR) District, a new zoning classification created on the recommendation of the 2008 Master Plan. Section 163-59A4 of the Atlantic City Municipal Code notes that the MUR district is intended “to integrate residential, commercial, cultural, transportation and transient (sic) oriented uses. ...Public access along the waterfront is a major component of the district plan, to provide a scenic venue and pedestrian links to the Walk.”

All of these goals find expression in the redevelopment plan described in this report. Permitted uses allowed in the MUR zone are extensive and include many different residential, retail, and commercial uses. In the CBD, almost every type of commercial use is allowed as are some residential uses. A small corner of the site falls within the R-3 residential district. The concept plan for the Fairmount Harbor site proposes for this part of the redeveloped neighborhood a residential use that will be compatible with surrounding properties.

Zoning Designations by Parcels



Fairmount Harbor

REDEVELOPMENT NEED

The 2008 Master Plan recognized the high value of this site because of its key location on the northwest edge of the CBD next to the newer developments of the Walk, and the potential for redevelopment which could connect downtown to the Back Bay waterfront.

The current uses of the site give the appearance of blight, and the confusing street pattern, with diagonal streets running at odd angles out of alignment with the surrounding street grid, frustrates pedestrian and vehicular access to the waterfront. Redevelopment of this site would create a new corridor to the City's bayside waterfront and provide important connections to and from the pedestrian Sunset Trail proposed elsewhere in this report.

Site at Present



Nonfunctional western outlet of Baltic Avenue Drainage Canal.



Former Duell Fuel tank site, now a pool of stagnant water.



Former Verizon warehouse building on Turnpike Road.

REDEVELOPMENT CONCEPT

A new neighborhood of mixed-use development with residential, commercial, and recreational spaces should rise on this site. Such a development would meet several important objectives outlined in the 2008 Atlantic City Master Plan including, but not limited to:

1. Land Use Objective #11: "Encourage new neighborhood commercial and mixed-use developments."
3. Housing Objective # 13: "Encourage the development of transit-oriented higher density housing in close proximity to the proposed multi-modal transportation center area."
4. Economic Plan Objective #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."

The Fairmount Harbor development proposed in this report would leverage the site's unique location to create a new mixed-use development linking the downtown business district with the waterfront, would improve

Redesign Precedents



Mixed-use building with ground floor retail, additional floors of office and residential space



Waterfront residences fronting a pedestrian path

Fairmount Harbor

CONCEPT (CONTINUED)

the site's connections with nearby neighborhoods, utilize the site's proximity to the waterfront to create attractive space for pedestrians, residents, and shoppers and provide new residential opportunities close to the waterfront, transit options, and downtown retail.

To accommodate these new uses, the existing street grid should be realigned to create a more direct link between the CBD and the waterfront and better connections with surrounding neighborhoods. Mediterranean Avenue will be extended west to meet North Florida Avenue which will now extend north to meet Sunset Avenue at a point currently occupied by the Verizon Building. Island Avenue will be reborn as a two block long street, running parallel to Fairmount Avenue between N. Florida and N. Mississippi Aves. Turnpike Road and Atlantis Avenue will be eliminated, as will the block of N. Georgia on the waterfront side of Mediterranean and the block of Sunset Avenue that currently runs between Turnpike Road and Atlantis Avenue.

The Fairmount Harbor site will center on a rectangular 1.65-acre park, with a fountain or other large monument, which will provide a focal point for the neighborhood. A 50-foot wide pedestrian promenade, flanked by a pair of mixed-use triangular buildings will provide a gateway into the site from the corner of Mississippi and Fairmount Avenues. Due to their location in

Illustrative Plan



Fairmount Harbor

CONCEPT (CONTINUED)

the CBD zone, these two buildings, each with a footprint of 21,000 square feet, are envisioned for commercial or mixed use, with ground floor retail, and one or two additional stories for office or residential space. The conversion of the old railroad right-of-way into a block long linear park with pedestrian amenities will link the Fairmount Harbor site to Texas Avenue Park. Access to the waterfront will be facilitated by the creation of new park space between the central square and the waterfront, bisected by the Sunset Trail, which will enliven the area with walkers from other neighborhoods. The waterfront itself will be enhanced with picnic tables, benches, fishing stations, and other amenities.

Additional commercial space will be included in a 22,000-square foot building close to the waterfront (envisioned for restaurant use, where diners could have views of the Back Bay), and in the ground floor of a 50,000-square foot building on the southwest side of the site. Approximately 290,000 square feet of residential space would be included in the new neighborhood, including approximately 40 townhomes (on both sides of the central square), apartments or condos in a five- to six-story building near the waterfront, and apartments above the commercial space in the mixed-use building on the southwest side of the site. Affordable housing requirements could be met with apartments in this building.

Site Function



Fairmount Harbor

ILLUSTRATIVE RENDERING #1



The rendering shows a perspective view down a proposed pedestrian promenade that runs from the corner of Fairmount Avenue and N. Mississippi Avenue and connects the downtown to the new Fairmount Harbor neighborhood. Depicting a mixture of uses, vibrant street life, and views of the water, it shows what could be achieved by development that prioritizes waterfront access and human-scale building projects. In the foreground, pedestrians are seen enjoying the shopping and dining offered by the first-floor commercial uses of the triangular buildings that flank the pedestrian walkway. Across the street, a monument in a well-maintained public park draws the eye toward the waterfront.

Fairmount Harbor

ILLUSTRATIVE RENDERING #2



The second image shows a street-level perspective of the promenade, demonstrating the pedestrian experience created by the design. There is a comfortable sense of enclosure and permeability between the first-floor store fronts and the street. The close proximity of the commercial area and residential units gives the area a neighborhood feel.

Opportunity Site 7
BADER FIELD



Bader Field

EXISTING CONDITIONS

Bader Field is a 142.6-acre parcel located along US Route 40. It is separated from the main island of Atlantic City by the Inside Thorofare. The site previously hosted the now-defunct Atlantic City Municipal Airport, which was closed in 2006. The runways and roads used by the airport are still present on the site. Also present on the site is Bernie Robbins Stadium, a baseball stadium which seats 5,500 people and has been largely unused since 2009. Flyer's Skate Zone, a CRDA-owned indoor ice skating rink, is located on the site, south of Bernie Robbins Stadium. A boat ramp and small parking lot are located in the southern corner of the site.

With the exception of Flyer's Skate Zone, Bader Field and its buildings are owned by the City. The assessed value of the site is \$999,999,000.

Bader Field is flat, low-lying and has nearly 1.5 miles of waterfront. The site is flood prone, with the majority of the site falling within FEMA Zone AE, meaning that it lies within the 100-year floodplain. Bernie Robbins Stadium and Flyer's Skate Zone and the immediately surrounding lands are the only areas of the site that lie within the 500-year floodplain. The BFE is 10 feet for the waterfront areas, and 9 feet for most of the inland areas within the 100-year floodplain. Per the NFIP regulations, the base floors of any non-residential development in Zone AE must be elevated above the BFE.

Bader Field is currently listed on the NJDEP Known Contaminated Sites list (PI #000557) as in need of remediation for groundwater contamination. The Bader Field Redevelopment Plan includes remediation of the contamination as part of the plan. In August 2014, the City pledged to use funds from its Post-Sandy Assistance Planning Grant (received from the US Department of Housing and

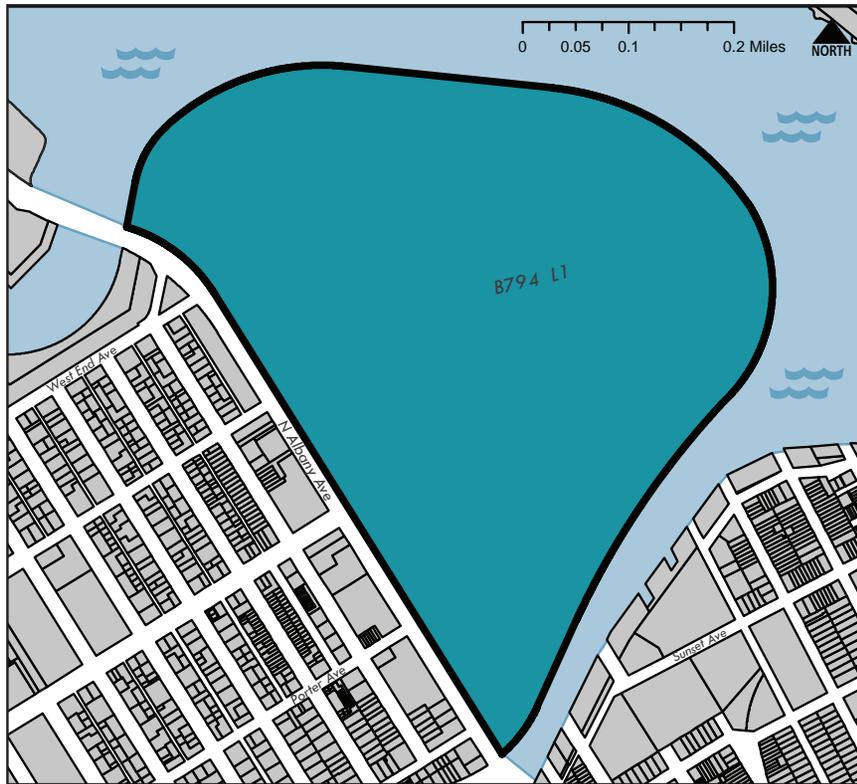
Current Land Use



Urban Development) to remediate the contamination at Bader Field. These funds will also be used for flood hazard protection mechanisms at Bader Field.

Bader Field

Ownership by Block and Lot

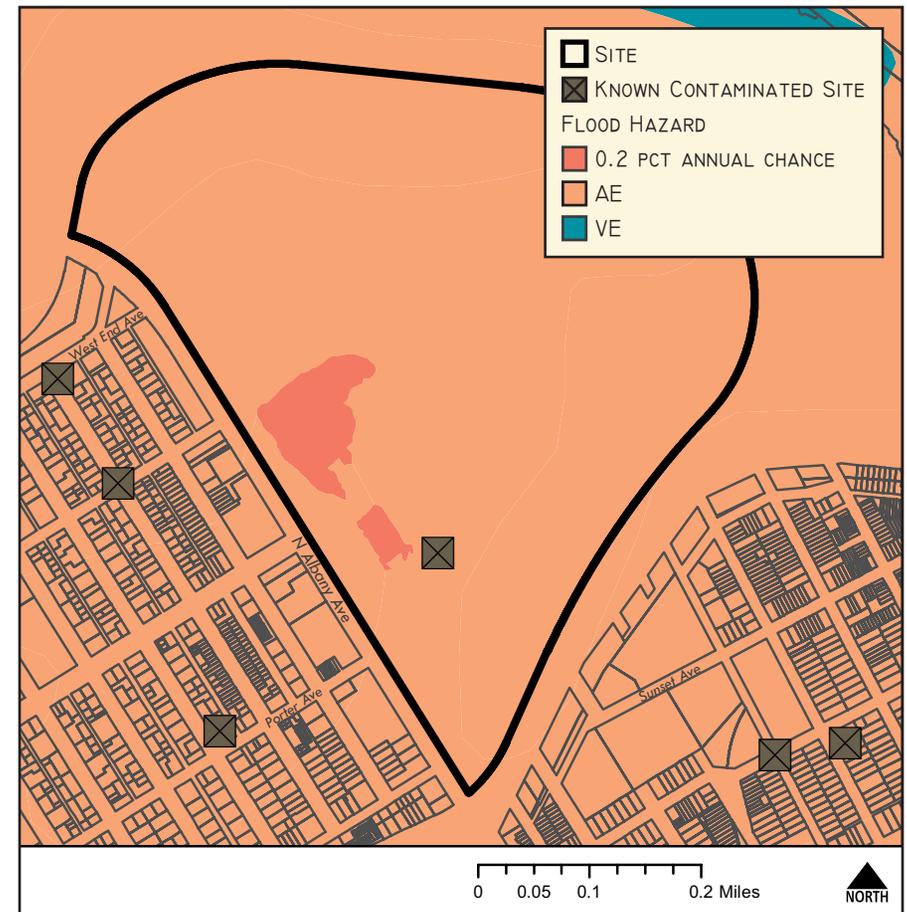


BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
794	1	15C	CITY OF ATLANTIC CITY	999,999,000

EXISTING CONDITIONS (CONTINUED)

Under CAFRA, NJDEP has permitting jurisdiction for the construction of recreational docks and piers and marinas. These uses are conditionally acceptable, providing the relevant criteria are met. The proposed Bader Field Site meets all CAFRA permitting conditions. CAFRA also regulates

Environmental Constraints



environmental impact, slip orientation, breakwaters, stormwater management, parking, landscaping, and shower/toilet to boat ratio. The regulations encourage the development of marinas that are primarily for sail, oar, or rental boats.

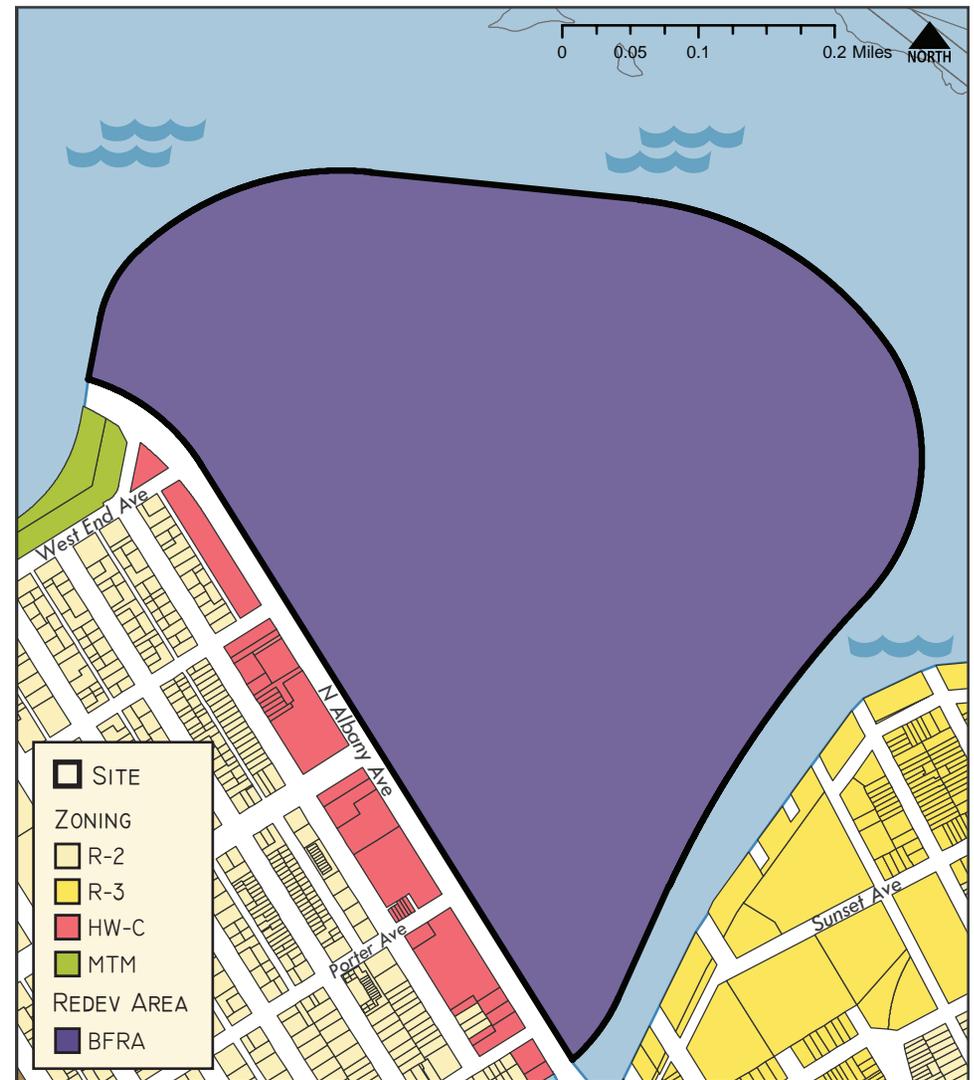
Bader Field

ZONING REGULATIONS

The site was designated an Area in Need of Redevelopment by the City in 2008, and thus has an individual redevelopment plan. The Bader Field Redevelopment Plan lays out specific land use standards that are intended to support the development of a destination resort. Permitted uses include hotels, numerous recreational and entertainment uses including water parks and outdoor recreation facilities, and limited commercial uses, such as restaurants and bars. With the exception of multi-family facilities, residential uses are not permitted. The plan also permits temporary uses that do not interfere with the long-term redevelopment goals of the site.

A 20.32-acre parcel in the southern corner of the site is listed on the 2012 Atlantic City Recreational and Open Space Inventory (ROSI). Parcels listed on the ROSI are eligible for funding through the New Jersey Green Acres Program. Parcels receiving Green Acres funding may only be developed for outdoor recreation purposes.

Zoning Designations by Parcels



Bader Field

REDEVELOPMENT NEED

Bader Field has long been a target for redevelopment in Atlantic City. With nearly 1.5 miles of waterfront, over 100 acres of open, developable space, and convenient access to the main island of Atlantic City via US Route 40, it is a desirable development location.

There have been numerous concepts for redeveloping Bader Field, including a concept plan in the CRDA Tourism District Master Plan which shows dense, mixed-use development, complete with a canal. Past redevelopment efforts on the site have been limited by the lack of existing infrastructure, the flood prone nature of the site, and the immense value of the site.

Nonetheless, by leaving the Bader Field largely unused, the City is failing to capitalize on an important economic development resource. CRDA describes Bader Field as being suitable for long-term redevelopment initiatives, with the space to support large developments and events. However, with its expansive waterfront and ample space, the site also has the potential to be economically valuable in the short-term. Thus, redevelopment plans for the Bader Field site should embrace both short-term and long-term possibilities.

Site at Present



Utilized green space at Bader Field



Fenced-off waterfront access at Bader Field

REDEVELOPMENT CONCEPT

The surrounding areas of the site provide an excellent location for outdoor sports fields. The installation of fields for soccer, field hockey and/or lacrosse will help beautify the site and provide superior stormwater management as the paved airport runways are removed. Temporary bubble domes (shown in white on the next page) will be added to two or more of these fields to provide four-season playing opportunities, as well as provide a desirable destination for various youth sports tournaments.

Additionally, an open-air pavilion (shown in dark grey) will be installed along the northern waterfront. The pavilion will allow summer camps to operate on the nearby fields, provide shade and shelter for sports spectators, and could host a small food stand. These improvements can be done quickly, and at a low cost. With waterfront fields, a large baseball stadium, indoor ice rink and bubble domes, Bader Field will become a premier regional destination for youth and interscholastic sporting events. A 150,000-square foot, family-oriented resort hotel (shown in red), placed between Bernie Robbins Stadium and the bubble domes, will provide the families of the athletes and traveling teams with convenient lodging. This hotel will

Redesign Precedents



An example of RV camping (bringfido.com)



A temporary "bubble" sports complex (physical.utoronto.ca)

Bader Field

CONCEPT (CONTINUED)

provide approximately 150 rooms and will have a one-story parking deck beneath to comply with insurance regulations for development in FEMA Zone AE. The hotel will also house locker rooms and shower facilities for the athletes.

Bader Field will also become a destination for waterfront recreation. RV parking and car camping sites will be installed along the existing runways on the northeast side of the site. These sites will give families an option of low-cost lodging with great waterfront access for their stay in Atlantic City. Twenty-nine RV parking spots will be created by ripping out 66 by 30 foot sections of the existing runways, which will be replaced with grass. The remaining 66 by 15 foot sections will serve as parking spaces. The RV spots will only have electric hookups due to the lack of water or sewer infrastructure on the site. The RV parking spaces will be located along the northern areas of the site due to concerns that noise pollution from the Atlantic City Expressway would be too loud for a pleasant tent-camping experience.

Sixty-four car camping sites will be created by similar means, but with a 20 by 10 foot parking space, and tree-lined green spaces averaging around 2500 square feet. Thirty-five of the car camping spots will be located along a new snaking dirt road in the center of the site. The RV parking spaces will be located along the northern

Illustrative Plan



Bader Field

CONCEPT (CONTINUED)

areas of the site due to noise pollution concerns from the Atlantic City Expressway across the bay. Some of the existing runways will be reused to create a loop road for campsite access. The road will loop back towards the hotel in order to restrict through traffic.

In addition to RV parking and campsites, the site will feature a 1.5-mile section of the proposed Sunset Trail along the waterfront. A 40,000 square foot picnic and fishing area (shown in grey) will be located along the eastern waterfront. Just north of this picnic area will be a pop-up small boat rental stand (shown in red), with four docks for small boat access on the northeastern tip of the site.

Site Function



Bader Field

Additional Precedent Photos



Example of an RV campsite (campingtipsandtricksforbeginners.com)



Example of a bubble sports complex (wikimedia.com)



Car camping (pandawhale.com)



Tents at a campsite (raftinginfo.com)

Opportunity Site 8

BLACK HORSE PIKE MARINA



Black Horse Pike Marina

EXISTING CONDITIONS

The site of the proposed Black Horse Pike Marina (BHPM) is adjacent to Black Horse Pike (N. Albany Ave). This road is also the eastern terminus of US Route 40 and US Route 322. The parcel juts out into Great Thorofare and is separated from Beach Thorofare by Black Horse Pike. The site is located between Atlantic City High School to the southeast and Bader Field to the northwest.

The site was formerly occupied by a car dealership, but is currently vacant. The dealership building has been razed, but the asphalt parking lot and concrete building pad remain. Three lots comprise the site (Block 830, Lots 8, 9, and 10) and are a combined 4.1 acres. All lots are owned by a single entity, A.C. Tuna Club, LLC, and the combined land value is assessed at \$1,381,100.

The development of BHPM falls under FEMA flood guidelines and CAFRA regulation. The site is flood prone, falling within FEMA Flood Zone AE with a BFE of 10 feet. The NFIP allows new non-residential construction to have a lowest floor below BFE, “provided that the building has been designed, constructed, and certified to be floodproofed and to meet established criteria.”²²

Under CAFRA, NJDEP has permitting jurisdiction for the construction of recreational docks and piers and marinas. These uses are conditionally acceptable, provided that the relevant criteria are met. The proposed BHPM meets all CAFRA permitting conditions, including providing pumpout stations and restrooms for marina users. CAFRA also regulates environmental impact, slip orientation, breakwaters, stormwater management, parking, landscaping, and shower/toilet to boat ratio. The regulations encourage the development of marinas that are primarily for sail, oar, or rental boats.

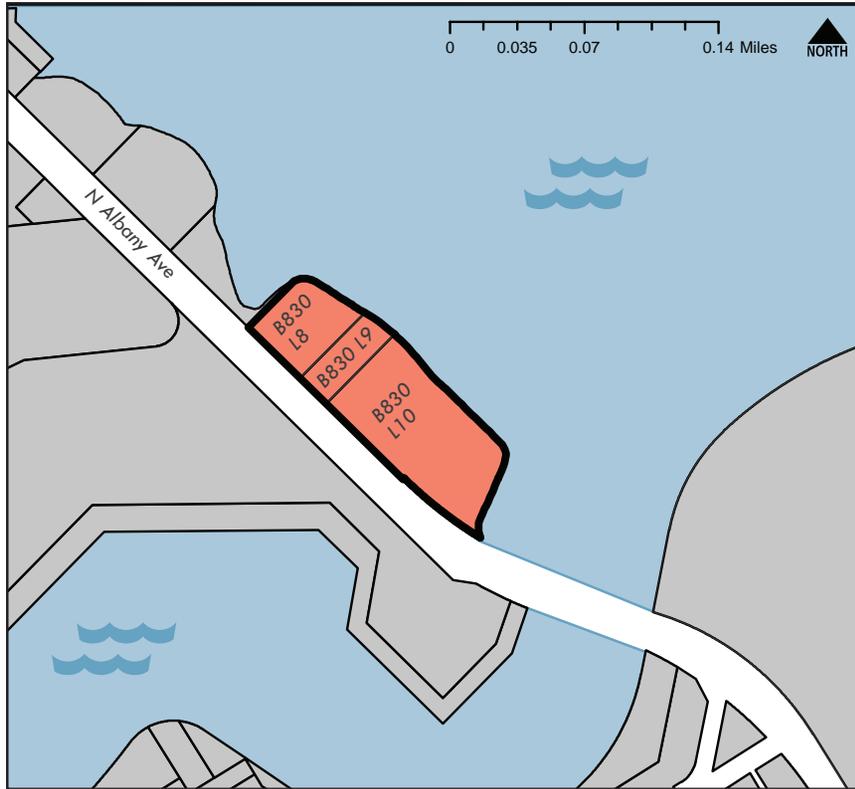
Current Land Use



²²(FEMA, Technical Bulletin 3-93.)

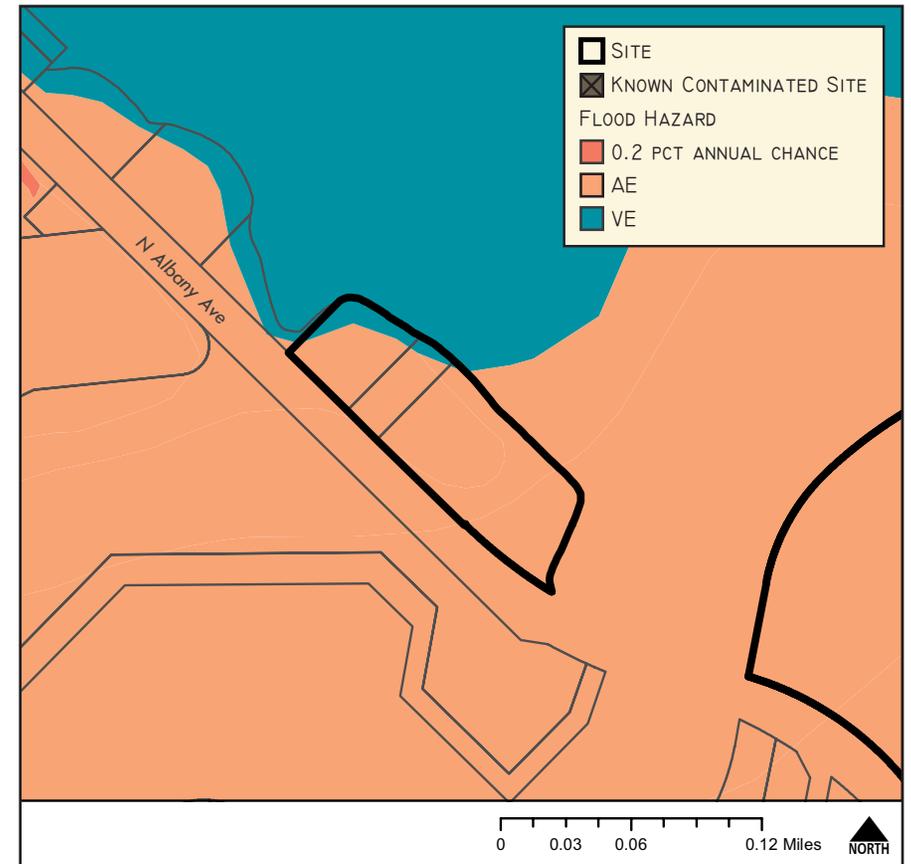
Black Horse Pike Marina

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
830	8	I	A.C. TUNA CLUB, LLC	46,100
830	9	I	A.C. TUNA CLUB, LLC	30,000
830	10	I	A.C. TUNA CLUB, LLC	1,305,000

Environmental Constraints



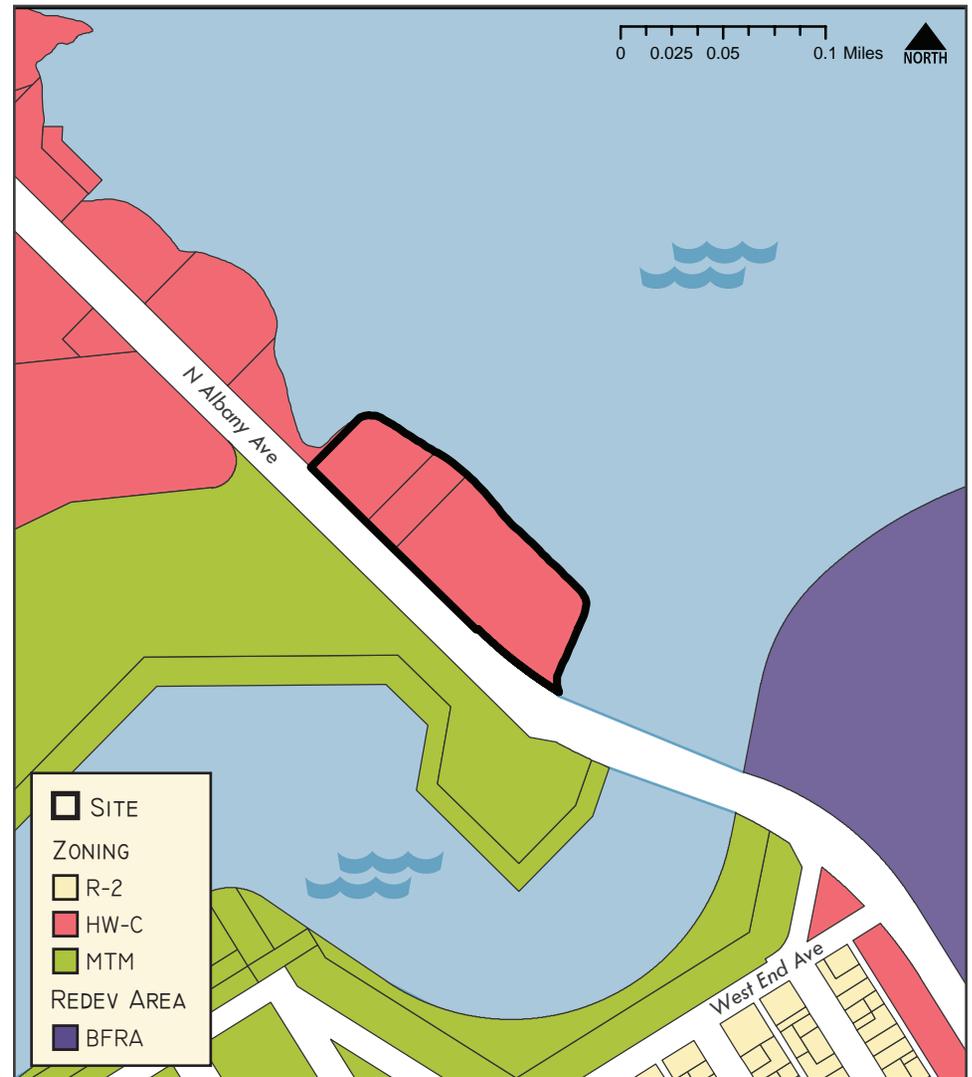
The site is not listed on the NJDEP's list of Known Active Contaminated Sites and was listed in 2012 on NJDEP's list of Closed Sites with Remediated Contamination.

Black Horse Pike Marina

ZONING REGULATIONS

The site is zoned for highway commercial, which permits “[m]arine craft and accessories sales and service facilities,” as well as “commercial uses which require large land areas, do not depend upon adjoining uses for their operation and do not compete with similar activities in other districts in the City” per Atlantic City Municipal Code § 163-52.

Zoning Designations by Parcels



Black Horse Pike Marina

REDEVELOPMENT NEED

Black Horse Pike is a major entry point for Atlantic City visitors arriving by car. This site's location immediately adjacent to Black Horse Pike and right before crossing the bridge to Bader Field and the developed portion of Atlantic City, makes it a highly visible property. The site's current vacant condition with the remnants of a car dealership may very well be a visitor's first glimpse of Atlantic City. It is therefore critical that this site be redeveloped so it can serve as a gateway property to Bader Field and the rest of the City.

As the City shifts from casino entertainment to other economic drivers, an active marina is an appropriate use for this site and will demonstrate the City's maritime industry to visitors as they enter the City. Furthermore, during community outreach, residents indicated that the current public dock space in the City is insufficient and expressed a desire to make the City more accessible by watercraft. Additionally, the site's location just outside the highly developed portion of the City, but adjacent to a major highway, will allow the necessary truck access for merchandise and fuel delivery without increasing local traffic on city streets.

Site at Present



Black Horse Pike Marina site area

REDEVELOPMENT CONCEPT

Black Horse Pike Marina will consist of both land and water uses. The marina will provide marine facilities for boaters and slips for short to medium-term docking. The marina will be located in a protected bay, with access to the Intercoastal Waterway, making this a prime location for boaters to dock, refuel, and explore Atlantic City for a few days. Rental facilities will provide motorized and non-motorized watercraft for residents and visitors alike. The site will be anchored by a large retail store specializing in marine-related and outdoor equipment. A second-story café will provide shoppers and boaters a place to relax and reenergize before heading in to Atlantic City.

The redeveloped site will accomplish a number of social and financial goals. The current site is an eyesore and presents visitors entering Atlantic City with the perception of a failing economy. A new marina with retail will make use of a site that is ill-suited to residential or other uses incompatible with a highway frontage and will provide new tax revenue for the City. The development of a marina, especially with non-motorized watercraft rental, will also add new access to the waterfront in keeping with the goals of the proposed Municipal Public Access Plan.

Redesign Precedents



An example of RV camping (justlux.com, courtesy of Nassau Yacht Haven)



A temporary "bubble" sports complex (pheonix.about.com)

Black Horse Pike Marina

CONCEPT (CONTINUED)

The marina will provide 96 boat slips for small to medium sized boats. Each approximately 30-foot bay will accommodate two boats and the four floating docks will provide 48 bays. A fueling and pumpout station at the end of one dock will service boaters who are docking or passing by. Breakwaters at the end of the outside two docks will provide protection to docked boats from currents and wind-generated waves.

On land, the site will be anchored by a 60,000-square foot, two-story retail store and dining facility. The layout will provide space for one or two major retailers, plus a café/bar on the second floor. The retail space would be targeted at companies focusing on marine-related products and outdoor/sports gear. These retail uses will be complimentary not only with the on-site marina, but also with Bader Field, which this report proposes be developed as a campground and regional sports destination. The café/bar would serve shoppers and arriving boaters.

At the other end of the site, 17,000 square feet of single-story marine amenities and office space will be developed. The office space will support only on-site operations, including boat registration and rental/retail back office activities. The marine amenities will include shower and toilet facilities, as required under CAFRA for a marina with dockage for 25 or more boats. A small convenience store

Illustrative Plan



Black Horse Pike Marina

CONCEPT (CONTINUED)

could also be located on this portion of the site to provide last-minute items for boaters before departing Atlantic City. A green space by the water will serve as picnicking space during good weather and, along with small green spaces interspersed among the parking, as a stormwater management measure during episodes of rain. This will provide an environmental advantage compared to the completely impervious surface area of the existing site.

CAFRA regulations require 0.6 parking spaces per slip, resulting in 58 spaces for BHPM. Atlantic City zoning requires off-street parking for new commercial construction. The 60,000 square feet of retail and café space will require 200 spaces, and 17,000 square feet of marine amenities and office will require 28 spaces. In total, BHPM will require 286 parking spaces, to be provided in a surface lot.

Site Function



Opportunity Site 9
GATEWAY



0 0.0175 0.035 0.07 Miles



Gateway

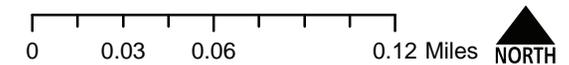
EXISTING CONDITIONS

The “Gateway” opportunity site is located at the end of US Route 40, a primary entrance to the City. This site also lies at the intersection of Atlantic and Pacific Avenues, the two main east-west transportation corridors of the City. The site consists of three large parcels (totaling approximately 8 acres), bounded by the Boardwalk to the south and Ventnor Avenue to the north and Trenton Ave and Hartford Ave to the west and east. This site is seen as the transition area between a dense residential neighborhood and the casino/resort area of the City. Because of this location, the area is highly visible and well trafficked by residents and visitors.

The parcels in question have been vacant for about 20 years, and have recently been used as surface parking lots. One parcel was previously the site of Atlantic City High School.

The site falls within the FEMA AE zone, referring to a 1% annual chance of flooding, and has a BFE of 10 feet. According to the NFIP, non-residential buildings in this zone may only have a lowest floor built below the BFE assuming the building is certified as floodproof.

Current Land Use



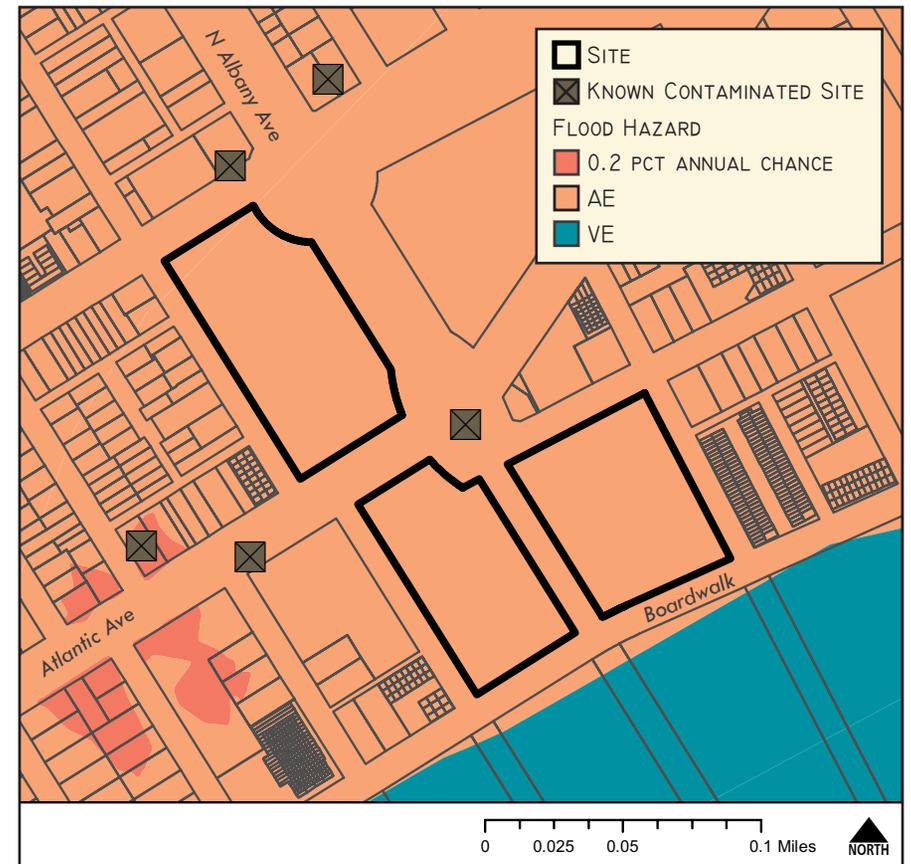
Gateway

Ownership by Block and Lot



BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
189	1	4A	AC GATEWAY OWNER LLC	7,111,400
20	1	4A	AC GATEWAY OWNER LLC	6,616,200
21	1	4A	AC GATEWAY OWNER LLC	9,637,600

Environmental Constraints

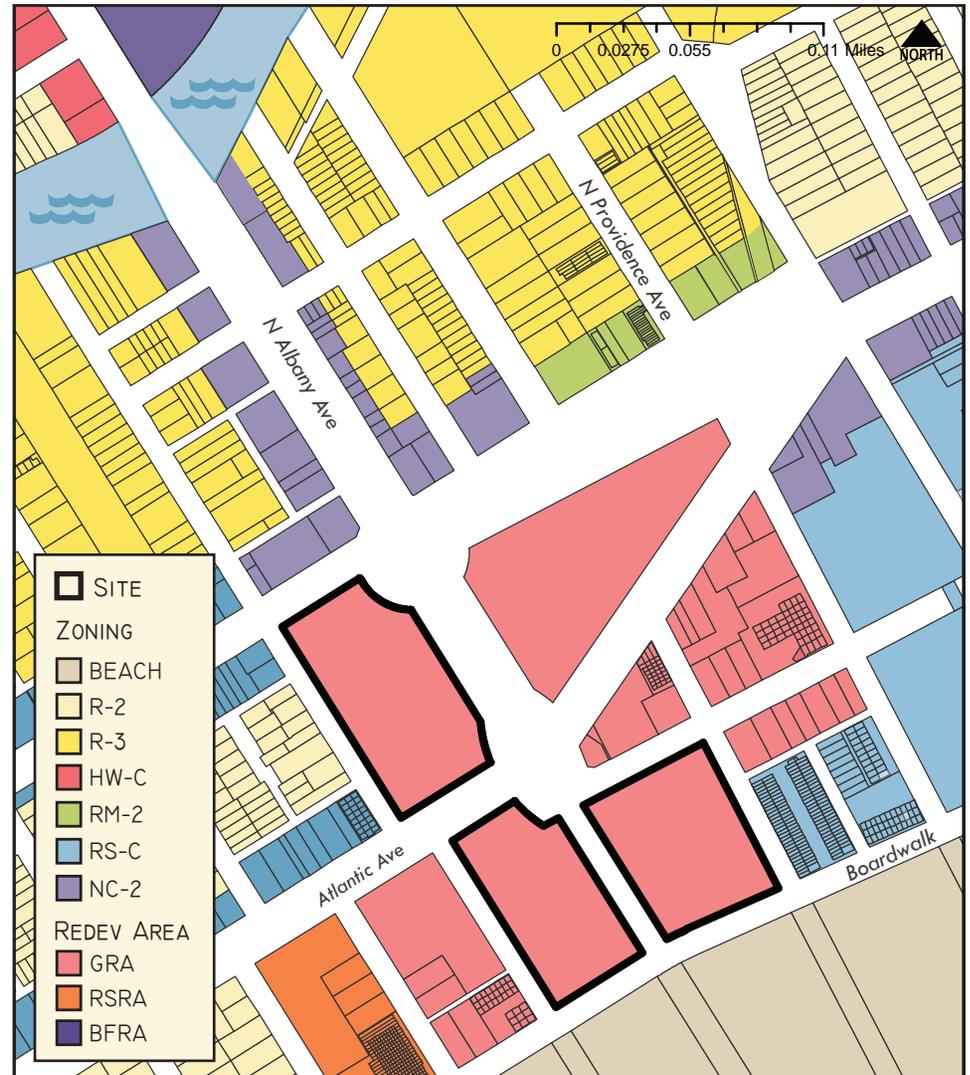


Gateway

ZONING REGULATIONS

The three parcels are all under the same private ownership and are included in the Gateway Redevelopment Area established by CRDA in 2011. As part of the redevelopment plan established for this designation, a specific Gateway Redevelopment Area zoning district was created, allowing for both permanent and temporary entertainment related uses.

Zoning Designations by Parcels



Gateway

REDEVELOPMENT NEED

The need for the redevelopment of this site is established by CRDA in the redevelopment plan previously referenced. This site was chosen because of its valuable location within the City and because the site's oceanfront is home to some of the widest and most popular beaches. At present, this site is not sufficiently utilized. The redevelopment plan was established to stimulate private development on these underutilized parcels.

Site at Present



One of the gateway site blocks



A second gateway block



REDEVELOPMENT CONCEPT

This report suggests both short-term and longer-term development for this site with the goal of creating a destination that improves pedestrian activity in the area, links Bader Field to the beach, provides entertainment and job opportunities, and acts as a draw for tourists. The short-term design consists of semi-permanent, "pop-up," commercial uses complimented by the more long-term development of a movie theater and bathroom and changing station along the Boardwalk.

The vision and redevelopment plan for this site were largely influenced by successful pop-up initiatives in other cities. In Philadelphia, Spruce Street Harbor Park, created along the river in the summer of 2014, was an example of drawing visitors to a waterfront park with amenities such as lights, hammocks, and temporary food and retail. Granary Row, in Salt Lake City, was a similar development with clusters of pop-up retail located in shipping containers used to activate a previously abandoned industrial site.



Pop-up shipping container retail (Granary Row, inhabitat.com)



A life-sized chess board (Philadelphia, zoraplays.com)

Gateway

CONCEPT (CONTINUED)

Combining ideas from these sites, as well as other best practices, the following specific redevelopment strategies are suggested:

1. Activating the site with shipping container retail. Shipping containers are inexpensive, semi-permanent structures that can allow opportunities for new entrepreneurs to build a client base and test their market before establishing themselves in a brick-and-mortar location. The plan recommends this strategy as a way to create job opportunities and draw foot traffic to the area.
2. Food trucks. Similar to shipping containers, food trucks allow culinary entrepreneurs a low-cost option. Permitting food trucks on this site, and near the Boardwalk, would diversify the dining options available to beach goers.
3. Beer garden. Pop-up beer gardens have had great success activating underutilized sites in other cities. Philadelphia has run a series of pop-up beer gardens in vacant lots and found that they bring people into the area who then stay and visit other nearby businesses as well.
4. Games. To further activate these large spaces and make the area inviting to pedestrians, this plan recommends the use of oversized games such as chess, Jenga, shuffleboard, etc.

Illustrative Plan



Gateway

CONCEPT (CONTINUED)

5. Central water feature and winter ice skating rink. To complement the other uses and encourage families to visit this space, this plan recommends developing a water feature on the site. This space could then be converted into an ice skating rink in the winter, giving the site the potential for year-round use.

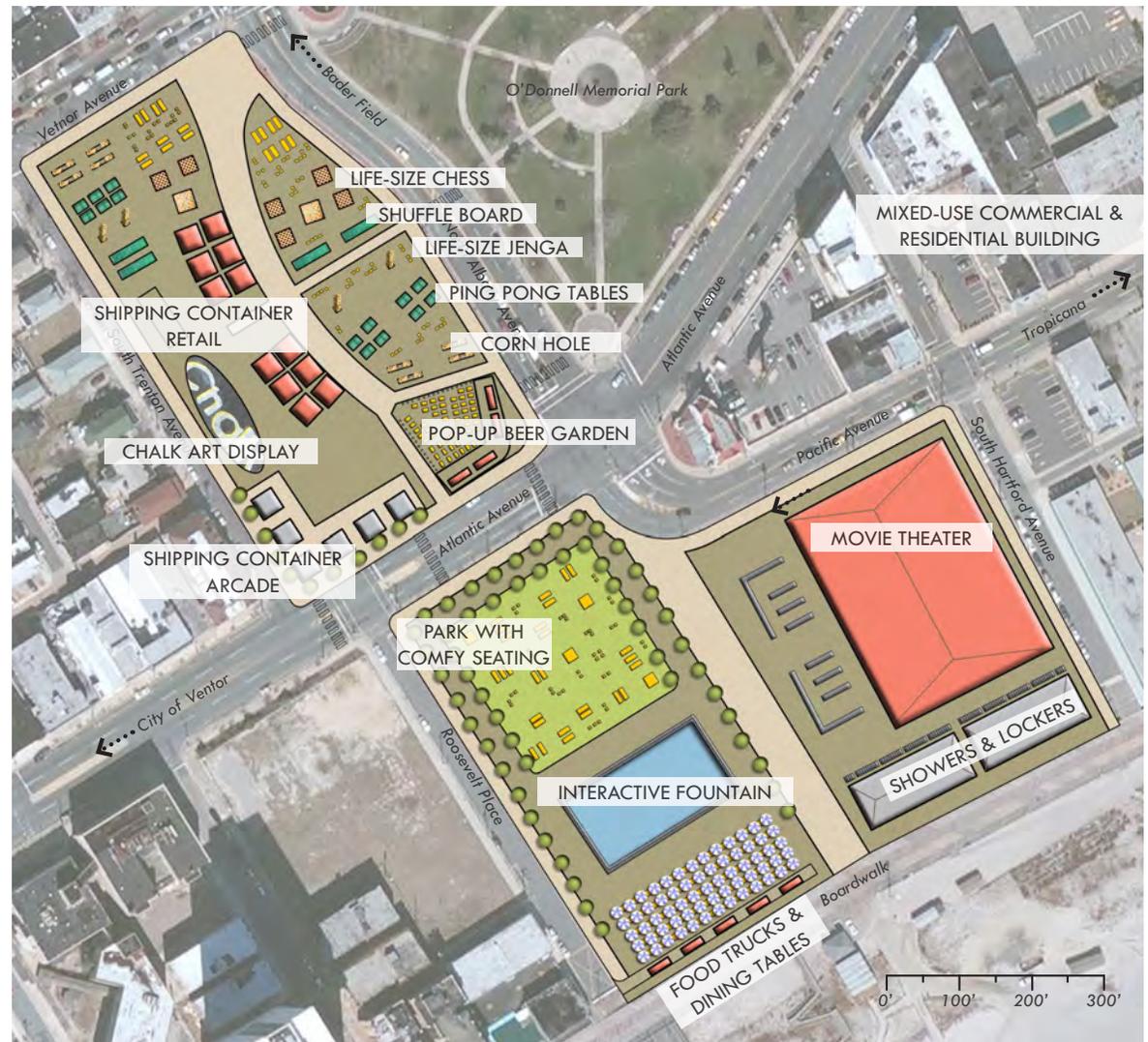
6. Hammocks, swings, and seating. These uses will make the area a more inviting space to spend time and encourage people to stay.

7. Bathroom and changing station. A more permanent use on the site, a bathroom and changing station will be developed close to the Boardwalk to allow visitors to change before traveling. As the beaches in this area are some of the more popular in the City, and as there is a noted lack of changing stations in the City, this site would be a good location for one.

8. Movie theater. Atlantic City lacks good options for movie-goers. Building a movie theater on this site would feed into the idea of creating an entertainment district on this site.

The current Gateway Area Redevelopment zoning supports these uses, but ordinances would have to be relaxed to allow for food trucks within the City limits. Food trucks are not allowed in the City under the current ordinance. Many cities have recently

Site Function



Gateway

CONCEPT (CONTINUED)

been changing their ordinances to allow for these uses as they create low-cost opportunities for culinary entrepreneurs and increase foot traffic, often bringing more customers and new businesses to an area. It is recommended that Atlantic City draft a new ordinance allowing for food trucks while properly regulating them. A comprehensive food truck ordinance would include restricting their location so as not to impede pedestrian or vehicular traffic and regulating maintenance, trash, parking, and noise. Food trucks could also be restricted to certain parts of the City or prohibited within a certain radius from brick-and-mortar stores so as to limit direct competition.

Additional Precedent Photos



Hammocks (hiddencityphila.org)



Shipping container retail (Granary Row, inhabitat.com)

RELATION TO THE 2008 MASTER PLAN

Redevelopment, as proposed, would satisfy the following goals established in the 2008 Atlantic City Master Plan:

1. Land Use Objective #11: “Encourage new neighborhood commercial and mixed-use developments consistent with the City’s redevelopment plans.”
2. Circulation Objective #6: “Revitalize or create identifiable, pedestrian-oriented neighborhood areas with focal points, mixed-use centers and employment areas that are linked with each other.”
3. Economic Plan Objective #1: “Encourage the development of a diversified economic base that generates employment growth, provides increased tax ratables, and increases income levels.”
4. Economic Plan Objective # 2: “Promote and reinforce the City as a desirable residential location and attractive shopping/entertainment/recreation destination.”



Pop-up beer garden (visitphilly.com)

Opportunity Site 10
BOARDWALK PLAZA



0 0.0125 0.025 0.05 Miles



Boardwalk Plaza

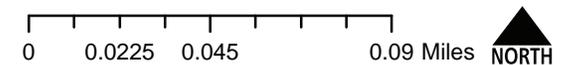
EXISTING CONDITIONS

This site is located on the site of the Trump Plaza and Casino, in between S. Mississippi and S. Missouri Avenues. Columbia Place bisects the site. To the west of Columbia Place is the Trump Plaza casino and hotel building. Next to this portion of the site is Boardwalk Hall. To the east is a series of car lanes used by drivers entering the City from N. Missouri Avenue to access the casino. At the foot of this portion of the site, along the Boardwalk, is an addition to the Trump Plaza complex, a tower and parking lot. Next to this portion of the site is Caesars Atlantic City.

Twenty lots, totaling 6.43 acres, comprise the site. All but one lot are owned by either Trump Plaza Associates or hotel management. Together, the combined land value is assessed at \$29,303,000.

The proposed development falls under FEMA flood guidelines. The site is flood prone and falls within the FEMA Flood Zone AE with a BFE of 10 feet. The NFIPN allows new non-residential construction to have a lowest floor below BFE, “provided that the building has been designed, constructed, and certified to be floodproofed and to meet established criteria” (FEMA, Technical Bulletin 3-93).

Current Land Use



Boardwalk Plaza

Ownership by Block and Lot



39	5	4A	TRUMP PLAZA ASSOCIATES	592500
40	34	4A	TRUMP PLAZA ASSOCIATES	2100
40	6	I	TRUMP PLAZA ASSOCIATES	24204200
40	7	I	TRUMP PLAZA ASSOCIATES	107200
40	8	I	TRUMP PLAZA ASSOCIATES	89400
40	9	I	TRUMP PLAZA ASSOCIATES	109100
40	10	I	IEH INVESTMENT LLC C/O ETAL	580100
40	5	I	TRUMP PLAZA ASSOCIATES	686700
40	4	I	TRUMP PLAZA ASSOCIATES	304000
40	3	I	TRUMP PLAZA ASSOCIATES	380000
40	2	I	TRUMP PLAZA ASSOCIATES	342000
40	1	I	TRUMP PLAZA ASSOCIATES	1232000
40	11	I	TRUMP PLAZA ASSOCIATES	288800
40	12	I	TRUMP PLAZA ASSOCIATES	144400
40	13	I	TRUMP PLAZA ASSOCIATES	121800
40	15	I	TRUMP PLAZA ASSOCIATES	121800
40	16	I	TRUMP PLAZA ASSOCIATES	148300
40	17	I	TRUMP PLAZA ASSOCIATES	148300
40	18	I	TRUMP PLAZA ASSOCIATES	121800
40	20	I	TRUMP PLAZA ASSOCIATES	121800
40	21	I	TRUMP PLAZA ASSOCIATES	148300
40	22	I	TRUMP PLAZA ASSOCIATES	148300
40	23	I	TRUMP PLAZA ASSOCIATES	117100
40	25	I	TRUMP PLAZA ASSOCIATES	103400
40	26	I	TRUMP PLAZA ASSOCIATES	97300
40	28	I	TRUMP PLAZA ASSOCIATES	71600
40	29	I	TRUMP PLAZA ASSOCIATES	71600
40	30	I	TRUMP PLAZA ASSOCIATES	79600
40	31	I	TRUMP PLAZA ASSOCIATES	71600
40	32	I	TRUMP PLAZA ASSOCIATES	299400
40	33	I	TRUMP PLAZA ASSOCIATES	4500

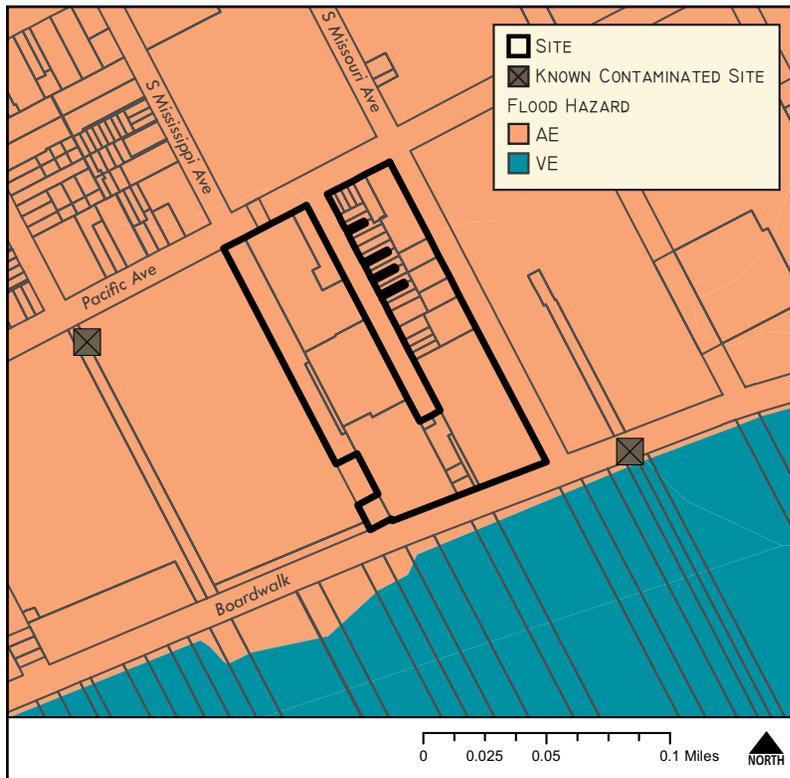
BLOCK	LOT	CLASS	OWNER	TOTAL VALUE
38	3.02	NO DATA	NO DATA	NO DATA
39	3.01	NO DATA	NO DATA	NO DATA
39	1	4A	TRUMP PLAZA CORP	6843700
39	2	4A	PLAZA HOTEL MANAG	45971000
39	3	4A	TRUMP PLAZA ASSOCIATES	52040500
39	4	4A	TRUMP PLAZA ASSOCIATES	31481800
39	6	4A	TRUMP PLAZA ASSOCIATES	592500
39	4.02	NO DATA	NO DATA	NO DATA
39	4.04	NO DATA	NO DATA	NO DATA
39	4.03	NO DATA	NO DATA	NO DATA

Boardwalk Plaza

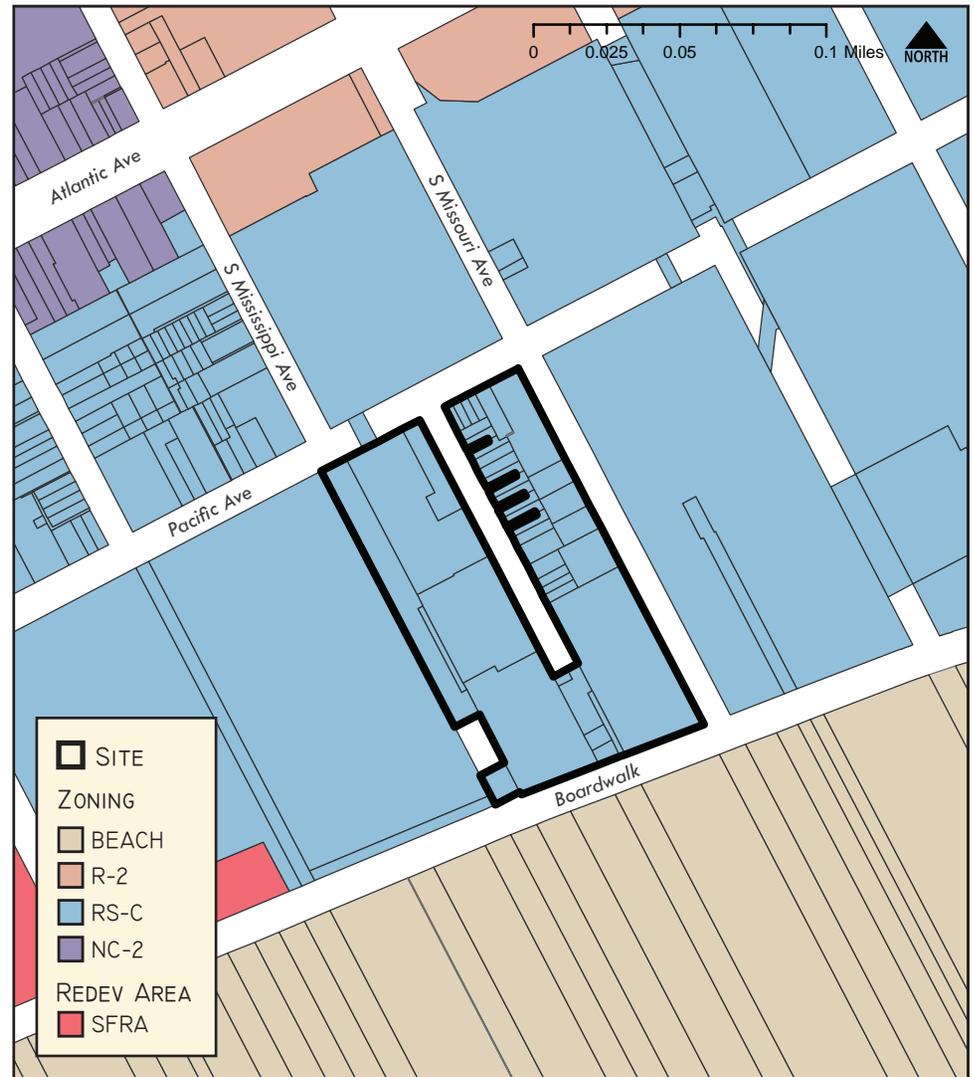
ZONING AND REDEVELOPMENT

The site is in the Resort Commercial zoning district, which permits tourism and entertainment uses, per Atlantic City Municipal Code § 163-58.

Environmental Constraints



Zoning Designations by Parcels

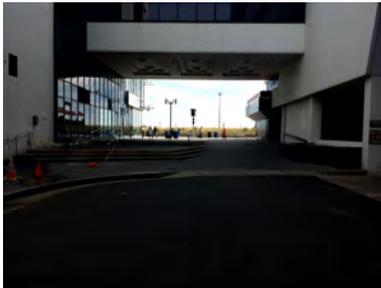


Boardwalk Plaza

REDEVELOPMENT NEED

Trump Plaza is a major entry point for Atlantic City visitors by both automobile and the beach. The site's location along the Boardwalk and just a short distance from the Atlantic City Expressway via N. Missouri Avenue make it a highly visible property. Following the sudden closure of the hotel and casino in September 2014, the site is currently unused. As the City shifts from casino entertainment to other economic drivers, it is developing a new identity, which the current structure does little to further.

Site at Present



The covered portion of Mississippi Ave



Trump Plaza alley area



Crystal Garden at Navy Pier (chi-cagoillinoisweddingphotography.com)



The Spanish Steps (wikipedia.com)

REDEVELOPMENT CONCEPT

The redevelopment of the former Trump Plaza area is meant to complement and extend the proposed official Arts and Cultural District in the City's 2008 Master Plan. Situated along Mississippi Avenue between Fairmont and Atlantic Avenues, the current conception of the proposed Arts and Cultural District is cut off from the Boardwalk area to the South.

The proposed Boardwalk Plaza effectively extends the Arts and Cultural District by connecting it to the Boardwalk. The proposed plan consists of a mixed-use structure that blends retail, dining, a hidden parking deck, and public open space; the common theme highlights the visual and culinary arts.

The section of Mississippi Avenue adjacent to the Trump site is shared by the eastern side of Boardwalk Hall. The redesign also seeks to capitalize on Boardwalk Hall, and provide a public gathering and dining area where Boardwalk Hall event attendees can congregate before and after shows. The redesign achieves greater integration with Boardwalk Hall by opening up the portion of Mississippi Ave currently covered by an overhead awning. Loading that occurs at this



Pedestrian plaza with first floor retail (michaeldeleonphoto.com)



Brandon Gallery (brandongalleryfallbrook.com)

Boardwalk Plaza

CONCEPT (CONTINUED)

point now would be redirected to the other side of Boardwalk Hall.

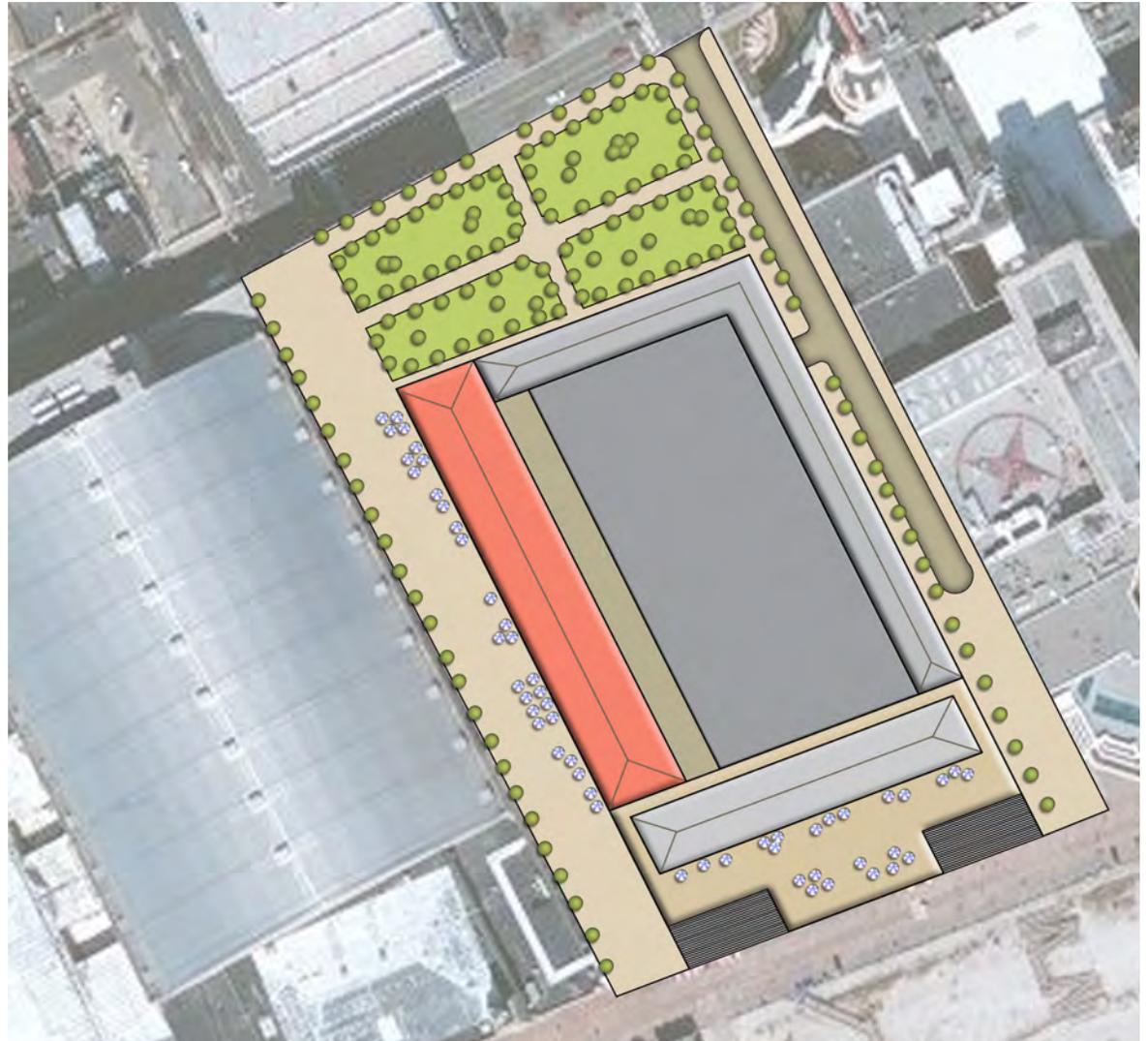
The reopened area would include a pedestrian walkway along Mississippi Avenue between the Boardwalk and Pacific Avenue that would front a 34,000-square foot mixed-use, commercial/residential building containing residences on the above-ground floors, and first floor retail occupied by gallery space, and other arts-related businesses.

Boardwalk Hall could serve as a backdrop to the walkway. The side of the building itself could provide space for murals painted by visiting artists. To protect the integrity of the historic structure, however, the murals would be on large canvas panels, in front of the wall, and anchored to the ground (not the building itself).

This plan envisions a large park of 44,000 square feet along Pacific Avenue that would provide an exciting new recreation option in Atlantic City. Facing this park and S. Missouri Avenue would be 250,000 square feet of new apartments.

The redesign envisions the section of the block facing the Boardwalk as an elevated plaza, reached by two staircases similar to the Spanish Steps in Rome. Elevating the plaza will offer a new point of visual access to the ocean from the

Illustrative Plan



Boardwalk Plaza

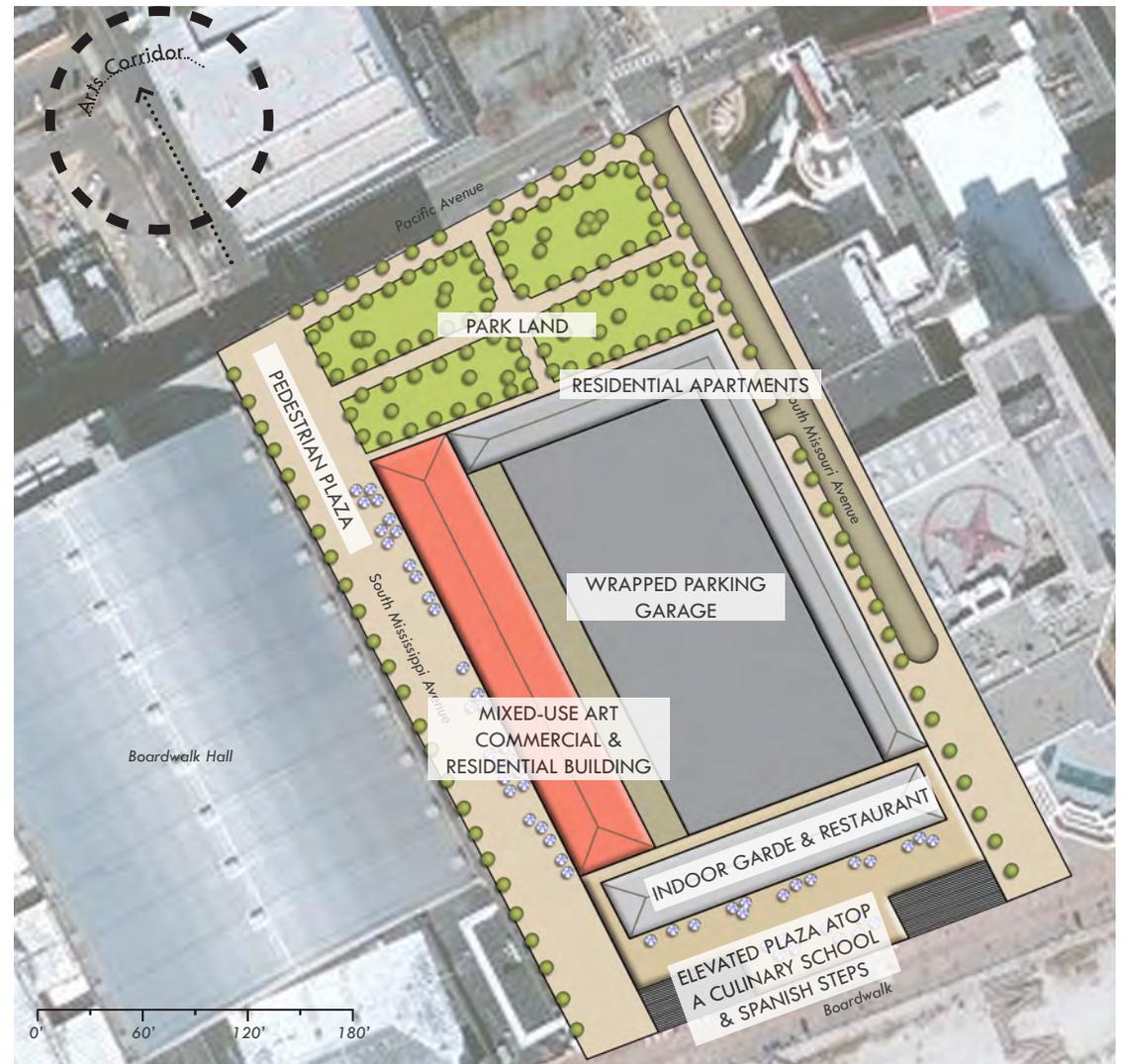
CONCEPT (CONTINUED)

Boardwalk. The surface of the elevated plaza would be the site of an observation deck, as well as a botanical garden enclosed in a glass structure.

The elevated plaza itself will be the roof of an institutional building, which would be the site of a new culinary school. The City could partner with one of the county community colleges or culinary institutes to create an extension campus that would serve as classroom space for culinary students. The school would tie in further with the observation deck via a restaurant that would occupy part of the indoor botanical garden. The restaurant would be a demonstration restaurant run and staffed by culinary students as a practicum for them to hone and display their skills to the world.

All of the buildings and structures described above would serve as the outer perimeter for an interior-block parking garage. The garage would provide parking for all of the proposed uses while simultaneously being concealed by them. In addition to the garage, the interior block space would also provide loading spaces for the first-floor arts-related commercial uses along the block's western edge.

Site Function



Boardwalk Plaza

ILLUSTRATIVE RENDERING



The image above shows the new Boardwalk Plaza development next to Boardwalk Hall from the perspective of the water. The green and glass building is a crystal-like structure that houses a botanical garden and a restaurant. Similar to the Crystal Garden at Chicago's Navy Pier, the Boardwalk Plaza garden functions as a cultural and educational institution, as well as a formal event space. It sits on top of a culinary school, the students of which would staff the restaurant as a demonstration kitchen. The space on the top of the school and in front of the Garden, accessed by large staircases similar to the Spanish Steps in Rome, serves as an elevated plaza, from which visitors have visual access of the beach and water.

TRANSPORTATION RECOMMENDATIONS

Improving connections and transportation options is crucial to improving waterfront access in Atlantic City. In order to achieve the goals of this plan, and ensure the success of the proposed opportunity sites, a concerted effort to improve critical linkages within the City must be undertaken. This will be done by creating a new network for non-motorized travel within the City.

Recognizing the value of connections to the waterfront from within the City and noting that many new bicycle and pedestrian connections were recommended in the City's 2013 Bicycle and Pedestrian Plan, this plan recommends improvements to several key corridors, which if fully implemented will provide significantly enhanced bicycle and pedestrian access to the City's waterfront.

Figure 10: Bicycle and Pedestrian Corridors



These recommendations are detailed in the *Focus Corridors* section.

The combination of Boardwalk extension, trail improvements and intra-city linkages will greatly improve recreational opportunities for residents and visitors and help activate the proposed and existing economic activity along the entire length of the City's waterfront.

The Sunset Trail

This report recommends the creation of a pedestrian-only trail on the Bayfront side of the City: the Sunset Trail, so-called because much of the route runs along Sunset Ave. The location on the western shore of Absecon Island would offer spectacular sunset views over the marshes and tidal lands of the Back Bay. A similar proposal was made in the 2008 Master Plan.

Figure 11: The Route of the Proposed Sunset Trail



The Sunset Trail (continued)

Already, there are a number of public waterfront paths on the Back Bay side of the City: the Waterfront Sculpture Walk, Horace Bryant Park, and sidewalks along Sunset Avenue in the vicinity of Pallitto Field. The Sunset Trail would bridge the gaps between these existing waterfront paths through the construction of new linkages between these sections, including a new pedestrian bridge over US Route 30 at the north end of Horace J. Bryant Drive.

When complete the trail would extend from the Chelsea Heights Neighborhood and Bader Field all the way north to the current terminus of the Waterfront Sculpture Walk near the Golden Nugget Casino. Signage and street improvements would direct users along local streets towards Gardner's Basin and the rebuilt Inlet section of the Boardwalk.

Combined with recommended improvements to Albany Street between the Boardwalk and the Back Bay, the Sunset Trail would offer approximately 9 miles (including the existing Boardwalk) of safe, scenic pedestrian facilities for Atlantic City residents and visitors, allowing people to traverse virtually the entire periphery of the City along the waterfront. The Sunset Trail would also provide pedestrian connections to the Fairmount Harbor and Bader Field opportunity sites. Additional maps of the Sunset Trail conceptual routing are available in Appendix B.

Boardwalk Bike Plan

This report supports the recommendations outlined in the 2013 Atlantic City Bicycle and Pedestrian Plan to increase opportunities for bicycling on the Boardwalk. At present, no facilities for bicycles exist on the Boardwalk, and cycling is permitted only between the hours of 6-10 AM and 4-7 PM during non-peak season, and only between 6-10 AM during Peak Season. We recommend lifting these restrictions and adding bike lanes to the Boardwalk to facilitate safe

travel for cyclists, pedestrians, and rolling chair operators.

The addition of bicycles to the busy Atlantic City Boardwalk is a topic that inspires strongly held opinions. In Atlantic City and other cities across the country, there are few places where the pedestrian reigns supreme, and worries about traffic can be ignored. Were the Boardwalk to be opened for unrestricted bicycle use, it could become too much like a city street, with serious circulation and safety problems, especially during the peak summer season. However, expanded bicycle access would expand opportunities for bicyclists to access the waterfront and waterfront commercial areas. Thus, this report recommends a middle ground.

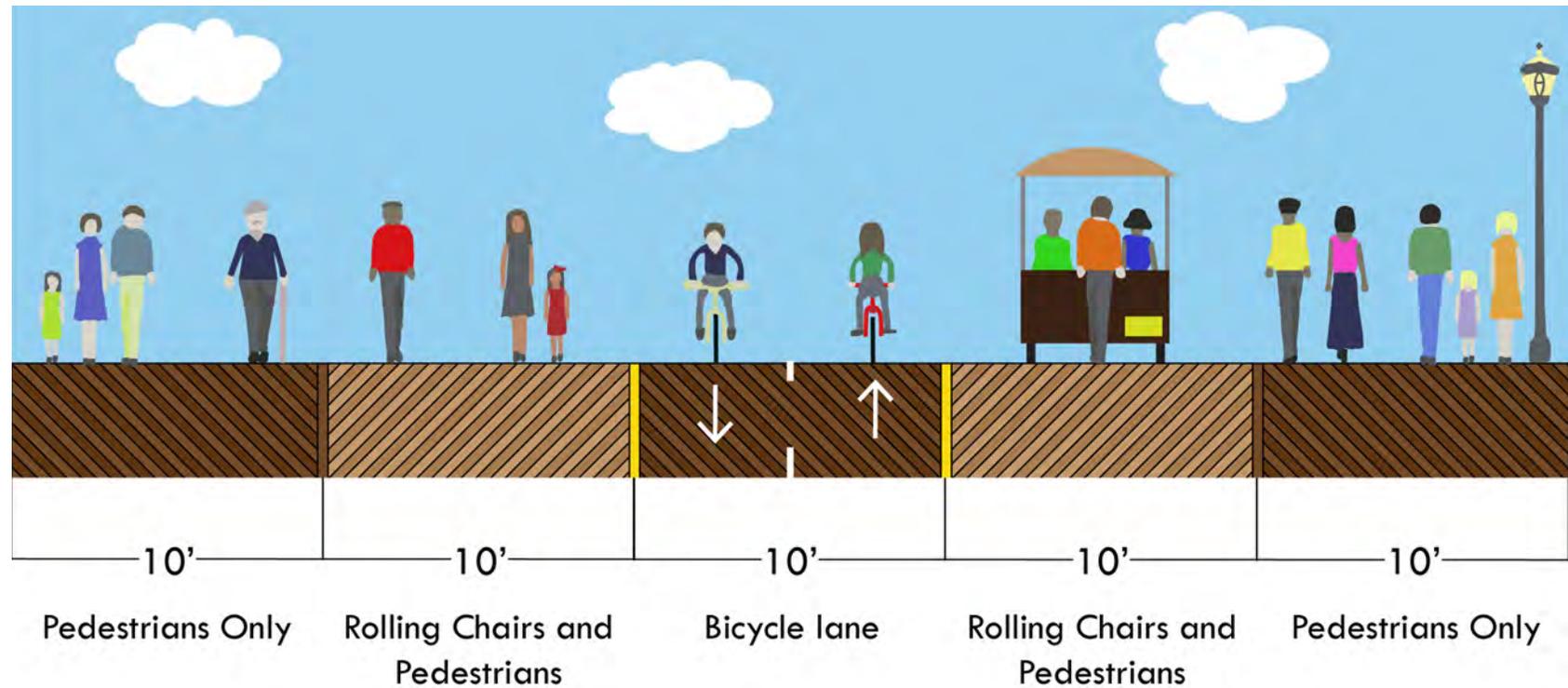
The Boardwalk bicycle lanes proposed in the Atlantic City Bicycle and Pedestrian Plan should be reduced from 20 feet to 10 feet and the bicycle lane should be contained entirely within the existing striping that currently exists for rolling chair operations. Bidirectional lanes of 5 feet in width would be installed in this center lane, and rolling chair operators would be instructed to operate just outside of the bike lane in shared pedestrian space. The remainder of the Boardwalk would be reserved exclusively for pedestrians. This design requires little additional striping, as the bike lanes would exist within the current center lines. This would minimize the effect of the new lanes on the aesthetics of the Boardwalk. Bicycle speeds would be capped at 10 mph, with enforcement by the same resources that previously regulated operating hours.

Cyclists should be required to walk their bicycles from the street up to the Boardwalk and across the pedestrian-only area. This will help prevent conflicts between cyclists and pedestrians. Signs describing the cycling regulations will need to be posted at all access points. Bicycle racks should also be installed as an amenity for the cyclists at all or most access points, and to reduce space dedications for bicycle storage on the Boardwalk itself. The first phase of the Boardwalk bike plan can be completed immediately, however, the second phase of the bicycle improvements on the Inlet will require the completion of

Boardwalk Bike Plan (continued)

the pedestrian and bicycle promenade as outlined in the 2012 Storm Damage Mitigation Project report. These recommendations will help improve and expand the flow of pedestrian and bicycle traffic on the Boardwalk, providing improved access to the Atlantic Ocean beaches and businesses and public spaces along the Boardwalk.

Figure 12: Boardwalk Bike Plan Section Diagram



Transportation Focus Corridors

This plan identifies ten opportunity sites where the waterfront can be better utilized as a public amenity and a resource for economic development. Many of these locations will be connected by the Boardwalk and its extension, or the Sunset Trail, but interaction between the sites can be better facilitated by improving the existing street connections.

Albany Street (Route 40)

This report supports the recommendations outlined in the 2013 Atlantic City Bicycle and Pedestrian Plan to increase opportunities for bicycling on the Boardwalk. At present, no facilities for bicycles exist on the Boardwalk, and cycling is permitted only between the hours of 6-10 AM and 4-7 PM during non-peak season, and only between 6-10 AM during peak season. We recommend lifting these restrictions and adding bike lanes to the Boardwalk to facilitate safe travel for cyclists, pedestrians, and rolling chair operators.

US Route 40 is one of three major access points for Atlantic City. It connects Wilmington, DE and all points south to Atlantic City's main thoroughfares of Atlantic and Pacific Avenue. Route 40 also connects Bader Field, the newly proposed Gateway Site, and the Boardwalk together via Albany Avenue. The route is primarily designed for cars, with exceptionally long pedestrian crossings making the area undesirable for pedestrian traffic. The proposed Gateway Site does not dedicate any space to vehicle parking, thus safe and easy pedestrian access is critical to the success of the site.

We recommend the improvement of pedestrian and bicycling infrastructure on Route 40 from Bader Field to the Boardwalk, and extensive reconstruction of Albany Avenue from Sunset Avenue to the Boardwalk. The dedicated left hand turn lanes at Ventnor and Pacific should be removed, and the curb line of the street should be

expanded to reduce the long distances that pedestrians must cross. In addition, Albany Avenue south of Pacific Avenue currently functions as a parking lot; we recommended that it be closed to cars and made pedestrian only, to complement site proposals made within this plan.

It should be noted that in the 2012 CRDA Tourism District Master Plan, Albany Avenue had level of service measures of F at the intersections of Albany and Winchester and E at the intersection of Albany and Pacific. The recommendations in this report may not necessarily improve the level of service measurements at these intersections (notwithstanding the question of whether traditional level of service measurements are even the most appropriate way to evaluate street success) but should lead to badly needed improvements in safety. Rationalizing and simplifying intersections, while also improving pedestrian and bicycling infrastructure, should reduce accidents at what are now the first and third most crash-prone intersections in the City, Albany and Winchester and Albany and Ventnor respectively.

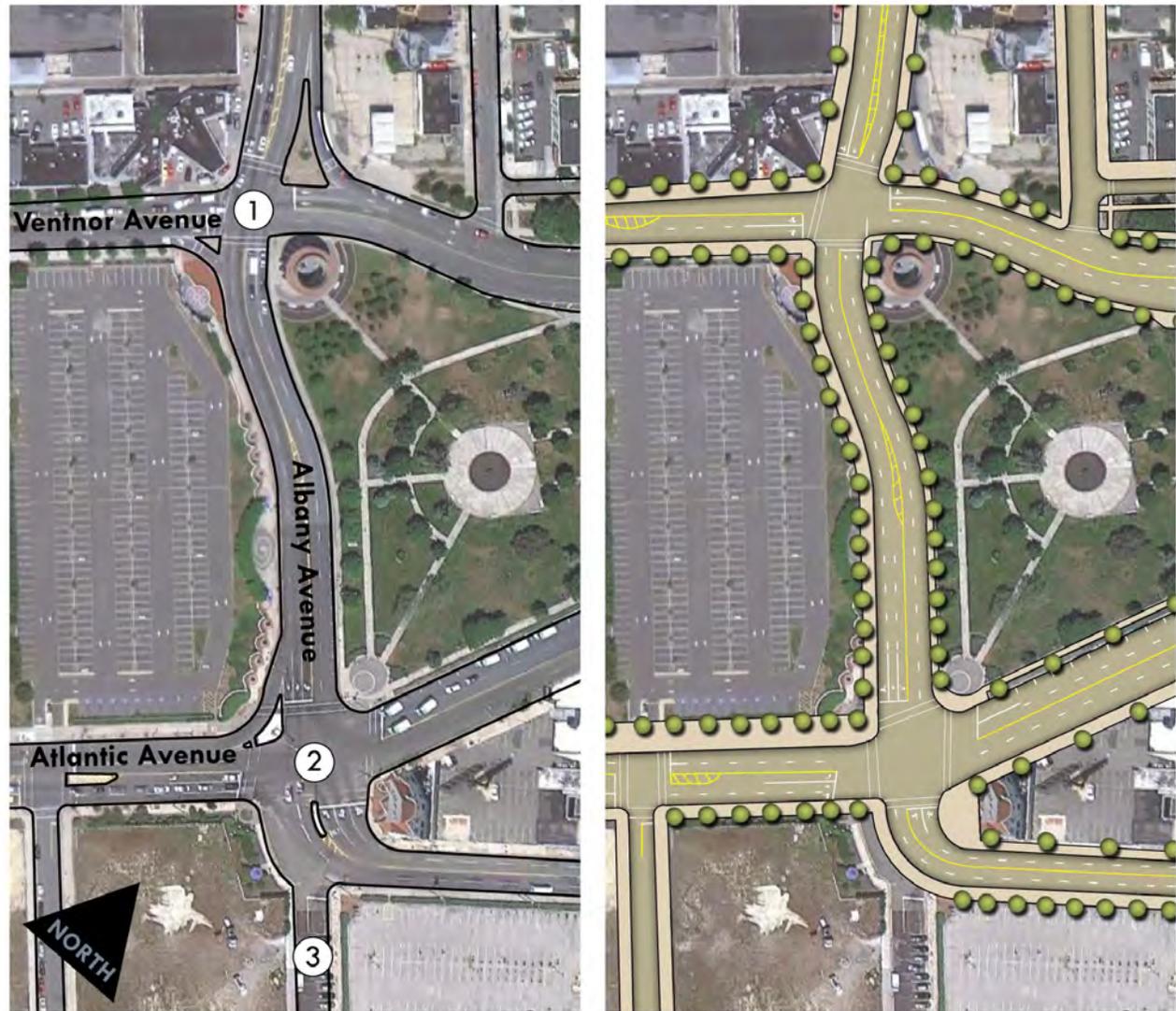


Albany Avenue intersection (Google)

Figure 13: Albany Street (Route 40) Proposed Transportation and Circulation Changes

- ① Reconfiguration of the Albany Avenue and Ventnor Avenue Intersection
- ② Reconfiguration of the Albany Avenue and Atlantic Avenue Intersection
- ③ Creation of Pedestrian Only Street between Atlantic Avenue and the Boardwalk

0 ft 120 ft 240 ft



Transportation Focus Corridors (continued)

North New Jersey Avenue

New Jersey Avenue is a north-south thoroughfare originating at Garden Pier on the Boardwalk and terminating at Carson Avenue at Gardner's Basin. Proposed redevelopment around Gardner's Basin will require strong connections to the Boardwalk and casinos, and to major routes exiting the City. New Jersey Avenue is a prime candidate for establishing a strong north-south connection. The segment of New Jersey Avenue between Mediterranean Avenue and Carson Avenue is especially important in the context of the proposed opportunity sites because it connects the Delta Basin opportunity site to nearby east-west routes and to the Boardwalk. This section of New Jersey Avenue is recommended as a focus corridor. South of Mediterranean Avenue, New Jersey Avenue has been recommended for bicycle infrastructure improvements by the 2013 Atlantic City Bicycle and Pedestrian Plan (see Map of Selected Corridors from Atlantic City Bicycle and Pedestrian Plan above).

Current land uses along New Jersey Avenue vary widely, from casino superblocks to large vacant lots to medium density housing to resort style waterfront properties. Although it remains a two lane avenue along its entire length, the dimensions and uses vary between different sections. For example, the sidewalk changes width several times along the route, on-street parking exists in some sections, but not in others, and pedestrian crossing conditions at intersections vary widely in safety, aesthetics, lighting, and ADA accommodation. In addition to the improvements proposed in the 2013 Atlantic City Bicycle and Pedestrian Plan, this plan recommends the following improvements for the focus corridor between Mediterranean Avenue and Carson Avenue:

1. Much of the sidewalk infrastructure along New Jersey Avenue is in very poor repair. Crumbling sidewalks must be replaced to make the avenue more accessible to people with mobility devices.

2. The avenue should be repaved, as road surface conditions along much of its length are poor. The section of New Jersey Avenue between Atlantic Avenue and Caspian Avenue exhibits the worst disrepair, while the section near former Revel is in relatively good shape.

3. The avenue needs striping from the intersection of Atlantic Avenue to the northern terminus. Currently this striping is either almost invisible or completely nonexistent.

4. Lighting should be provided along the entire length of the avenue. Currently there is sparse lighting along most of the avenue, and what lights exist are not spaced evenly and are not aesthetically appealing. Lack of proper street lighting makes pedestrians feel unsafe walking at night. The portion of the avenue adjacent to Revel could be a good template for what the rest of the thoroughfare should look like.

Melrose/Mediterranean Avenue

Melrose Avenue is an east-west thoroughfare originating at Bacharach Boulevard, and terminating at the eastern limit of Atlantic City, along the waterfront. This street is also known as Mediterranean Avenue for its western half, before turning into Melrose Avenue at the intersection of Connecticut Avenue. An increasing amount of pedestrian traffic will originate at the intersection of Mediterranean Avenue and New Jersey Avenue from the creation of the proposed Sunset Trail and Delta Basin development, connecting pedestrians to the City's waterfront. Several proposed bicycle and pedestrian improvement corridors in the 2013 Atlantic City Bicycle and Pedestrian Plan intersect with this section of Melrose and Mediterranean Avenues.

Existing land uses include medium density housing and commercial, as well as Melrose Park, which spans both sides of the street. Several vacant blocks and lots line the corridor.

Transportation Focus Corridors (continued)

Melrose/Mediterranean Avenue (cont.)

At present, Melrose Avenue has a 30-foot right-of-way, with two 15-foot bidirectional traffic lanes. Each side of the road accommodates parallel parking. Sidewalk widths vary but are approximately 13 feet in most areas. Crossing treatments vary from block to block.

In order to upgrade and promote Melrose Avenue as a primary linkage between the proposed opportunity sites and the waterfront of Atlantic City, we recommend:

1. Improved wayfinding, including but not limited to gateway treatments to highlight the entrances to the corridors, and directional signage to help pedestrians navigate to key destinations.
2. Enhanced streetscape aesthetics including benches, consistent lamppost standards throughout corridor, lamppost banners highlighting Atlantic City as a waterfront destination, and improved planter conditions.
3. Engage with property owner(s) and local artists to install murals along blank walls between New Jersey Avenue and Connecticut Avenue.
4. Install curb extensions at key intersections, including Melrose Avenue & New Jersey Avenue, Melrose Avenue & Massachusetts Avenue, and mid-block at Melrose Park, to encourage and allow for safe crossings.
5. Creation of a waterfront gateway at the terminus of Melrose at the waterfront to welcome pedestrians and create a view corridor down the street.

New Hampshire Avenue

New Hampshire Avenue is located a block from the Absecon Inlet waterfront, the location of the proposed bicycle and pedestrian promenade and repaired Boardwalk. The northern end of N. New Hampshire Avenue connects to the Gardner's Basin opportunity site and serves the entire Gardner's Basin area, including the Atlantic City Aquarium. South of Gardner's Basin, New Hampshire Avenue serves medium-density residential areas and Oscar E. McClinton, Jr. Waterfront Park.

The current design of N. New Hampshire Avenue between Parkside Avenue and Atlantic Avenue is not well suited to the scale of the surrounding neighborhood (both existing and proposed). The road has two lanes in both directions, and right-hand turn lanes at all intersections. Pedestrians crossing at these intersections must cross five lanes of traffic, with no pedestrian safety features aside from red lights.

The presence of two travel lanes in each direction encourages speeds faster than the posted 25 mph speed limit. Additionally, there are no bicycle facilities on the road. These issues with street design limit the potential for this area as a walkable residential and retail district. In regards to parking, on-street parking is currently only available along the northbound side of the road. This may be insufficient should significant residential and retail development take place.

To increase pedestrian and bicycle safety in residential and retail areas, accommodate new development, and facilitate better access to dedicated bicycle and pedestrian facilities along the waterfront we recommend:

1. Replace one lane of the northbound and southbound travel lanes with oversized on-street parking. On-street parking is needed for serving new residential and retail development along N. New Hampshire Avenue. Reducing the number of travel lanes will provide for an easier and safer pedestrian crossing. An oversized parking lane gives space for cyclists using the roadway to ride outside the lane of

Transportation Focus Corridors (continued)

New Hampshire Avenue (cont.)

travel. The remaining travel lanes should be 10 feet in width, in order provide a safe crossing distance and calm traffic speeds. This redesign will also allow the sidewalk on the eastern side of the road to be widened.

2. Install curb extensions at all intersections. Curb extensions will extend the sidewalk out into the previous lanes of travel, providing a shorter and safer pedestrian crossing. Some of the new sidewalk space at the curb should be dedicated to a rain garden or other storm water management tactic.

3. Remove right-hand turn lanes and extend existing medians and install bollards at select intersections to create pedestrian safety islands. This will reduce the exposure for pedestrians to drivers making left turns and improve the safety of the crossing. We recommend removing the right-hand turn lane and extending the median at the following intersections: northbound New Hampshire Avenue and Mainsail Way, southbound N. New Hampshire Avenue and Adriatic Avenue. There are redundant routes to the destinations served by these right-hand turn lanes, so these dedicated turn lanes are not necessary. Additionally, we recommend extending the full median at the northern crossing at the intersection with Caspian Avenue.

Figure 14: New Hampshire Avenue at Caspian Avenue, Proposed Transportation and Circulation Changes

- ① Expansion of Sidewalk and creation of Rain Gardens
- ② Expanding the Median to Provide Pedestrian Bays for Safer Crossing
- ③ On-Street Parking and Bulbouts for street calming, increased access, and improved pedestrian environment

0 ft 70 ft 140 ft



OTHER RECOMMENDATIONS

Baltic Avenue Canal Daylighting

The Baltic Avenue Canal runs underground along Baltic Avenue from Rhode Island Avenue to N. Georgia Avenue. The control structures suffered major damage during Superstorm Sandy, and major repairs and improvements have been planned by the City. These repairs include replacing the flood gate at Atlantic Avenue and in Fisherman's Park.

While these infrastructure projects are being planned, the possibility of turning an underground drainage ditch into an amenity for the City should be considered. This could be accomplished through the daylighting of the canal, either the entire length or just a portion. The canal outfall in Fisherman's Park is currently open to the air and provides additional waterfront area for the park. Additional portions of the canal could be similarly uncovered, bringing the visual and ecological benefits of a flowing stream to inland portions of the City. Such daylighting could occur in the Uptown Complex, through which the canal runs, or along any portion of Baltic Avenue. This recommendation is contingent on the results of necessary engineering and traffic impact studies.

Mooring Field

Adequate mooring and docking facilities provide private watercraft owners and renters access to the City's waterways, and commercial operators with economic opportunities. While some of this need can be met through docking facilities attached to the shore, mooring fields can provide additional capacity. Mooring fields can accommodate small watercraft, as well as larger watercraft for which large slips may be difficult to find. A mooring field would leave valuable waterfront area open for other uses.

The ocean-side portion of Absecon Inlet by the Brigantine Bridge just south of the Harrah's Resort Complex is an appropriate location for a sizable mooring field. The proposed location would minimize conflicts with commercial shipping operations and recreational watercraft routes. The mooring facility would be designed and professionally managed in an environmentally sensitive manner that meets CAFRA guidelines. Boaters mooring in the field could reach the shore by personal small watercraft, which could then be stored at the Farley State Marina or Carson's Point. Alternatively, boaters could get to shore by water taxi or another commercial boat service. This would also serve to further activate the redesigned Gardner's Basin and Fisherman's Park.



Example of daylighting in Yonkers, NY (urbanomnibus.com)



Example of a Mooring Field (sailcelebration.blogspot.com)

On-Water Transportation Opportunities

Developing waterfront recreation offerings throughout Atlantic City is vital to diversifying the City's tourism economy and cultivating the quality of life aspects that will attract and retain residents. A critical component to this strategy is safe and efficient access to points of interest along the water's edge. Recommendations have been made to improve access to such areas by land, however there will always be locations throughout the City that are most efficient to travel between by water. Accomplishing this objective would allow the City to further capitalize on the waterfront recreation recommendations made in this report.

At present, multiple entities have expressed interest in operating a water taxi business in the City. These initiatives should be supported by the City and existing waterfront businesses. The immediate opportunity exists to operate a water taxi on Gardner's Basin, connecting the State Marina and the large number of visitors that frequent the casino properties in the Marina District to the waterfront amenities in Gardener's Basin. This is an excellent example of two places in Atlantic City that will always be preferable to travel between by boat, and successful future large-scale development of Gardner's Basin will depend on capitalizing on this reality. The Intercostal Waterway offers an additional opportunity to utilize a water taxi as an economic development tool, connecting not only neighborhoods within Atlantic City, but possibly in neighboring communities like Ventnor and Margate or Brigantine as well.

A water taxi could also be used to address the issue of providing safe protected space in the water for non-motorized recreation. During the community outreach process it was indicated by residents and businesses that adding additional recreation offerings like kayaking and paddle boarding was challenging because of existing competition on the water in the busiest sections of the waterfront. It was also stated that balancing these activities with the demands of a working waterfront posed challenges. The water

taxis could be utilized to address these concerns by transporting people to protected areas on the water where kayaks and paddle boards would be tied off to either a moored platform or boat.



Example of a Water Taxi (tripadvisor.com)



Example of a Water Taxi (rossmansloop.wordpress.com)



Summary of Findings and Next Steps

Next Steps

PHASING OF RECOMMENDATIONS

This report focuses mostly, though not exclusively, on recommendations that could be implemented in the short to medium term. The majority of the projects on the proposed opportunity sites are relatively small in scale, and are designed so they can be implemented quickly.

Figure 15: Phasing of Opportunity Sites

Opportunity Site Recommendations	Short Term (0-2 years)	Medium Term (2-5 years)	Long Term (5+ years)
Garden Pier			✓
Fisherman's Park	✓		
Gardner's Basin			
Retail/Parking on West Side of Site	✓		
Historic Ship	✓		
Residential Development		✓	
Bulkhead Construction		✓	
Waterfront Park		✓	
Water Park			✓
Carson's Point		✓	

Opportunity Site Recommendations	Short Term (0-2 years)	Medium Term (2-5 years)	Long Term (5+ years)
Delta Basin		✓	
Fairmount Harbor			
Waterfront Improvements	✓		
Linear Park to Texas Ave. Playground	✓		
New Mixed-Use Neighborhood			✓
Bader Field			
RV Parking/Car Camping	✓		
Boat launch & Waterfront Recreation Improvements	✓		
Sports Fields	✓		
Resorts			✓
Blackhorse Pike Marina	✓		
Gateway			
Pop up Retail & Changing Station	✓		
Movie Theater		✓	
Boardwalk Plaza		✓	

PHASING OF RECOMMENDATIONS (CONT.)

While the Sunset Trail and new Boardwalk Bike Plan will be fairly easily to implement, constructing road improvements typically occurs when the current road installation is due to be replaced, or when excess or special funds exist. It may be possible to leverage developers of new sites, such as the proposed hotel and townhomes in Gardner’s Basin, to assist in funding road improvements that will benefit their proposed development. Still, it is safe to assume that major road improvements will be medium term projects in absence of any immediate plans to fund road improvements in these corridors. This report recommends that the proposed road improvements be installed within a reasonable timespan in order to not limit the potential of the proposed opportunity sites.

Figure 16: Phasing of Other Recommendations

Other Recommendations	Short Term (0-2 years)	Medium Term (2-5 years)	Long Term (5+ years)
Comprehensive MPAP Signage	✓		
Better small motorized and non-motorized boat access		✓	
Increased ADA accessibility at public access points	✓		
Improving conditions at existing public access points	✓		
Baltic Avenue Canal Daylighting			✓
Absecon Inlet Mooring Field		✓	
On-water transportation improvements	✓		

This plan contains other recommendations related waterfront access and development. The majority of these recommendations are short or medium-term.

Figure 17: Phasing of Transportation Recommendations

Transportation Recommendations	Short Term (0-2 years)	Medium Term (2-5 years)	Long Term (5+ years)
Street Layout Recommendation: Route 40/Albany Avenue		✓	
Street Layout Recommendation: North New Hampshire Avenue		✓	
Street Layout Recommendation: North New Jersey Avenue		✓	
Street Layout Recommendation: Mediterranean/Melrose Avenue		✓	
Sunset Trail			
Ventnor to Route 30	✓		
Route 30 Bridge to Harrah's		✓	
State Marina to Gardner's Basin	✓		
Boardwalk Bike Lanes	✓		

IMPLEMENTATION

Several possible sources of funding exist that could support the implementation of the recommendations in this report.

Environmental Infrastructure Financing Program

The Environmental Infrastructure Financing Program provides low-interest loans for water quality protection projects such as stormwater and nonpoint source management facilities. Additionally, the program offers loans for open space acquisition, conservation, and environmental remediation. This program is funded through NJDEP and the Environmental Infrastructure Trust.

NJDEP Green Acres Program

The Green Acres Program works to conserve open space for environmental and conservation purposes as well as outdoor recreation. Green Acre funds can be used for land acquisition or development, provided that any development is aimed to improve the conservation or recreation use of the land. The Green Acres Program has protected over half a million acres of open space throughout the State.

NJDEP Blue Acres Program

The Blue Acres Program, part of the Green Acres initiative, gives homeowners the option to sell their homes for pre-storm values in flood-prone areas. This program is purely voluntary but any purchased homes are demolished and land is permanently preserved as open space, accessible to the public and used for recreation or conservation.

The goal of the program is to help families move out of dangerous living areas. The Blue Acres fund is supplemented by the FEMA Hazard Mitigation grant program and the Housing and Urban

Development Community Development Block Grants, as well as funding from the Natural Resources Conservation Service.

Municipal Public Access Fund

Assuming the Municipal Public Access Plan is approved, the City has the authority to establish a municipal public access fund. The establishment of this fund enables the City to collect in-lieu fees from developers who build along the waterfront and choose not to provide public access onsite. Any revenues generated from these fees are added to the fund, which can be used for upgrading existing public access sites and implementing the recommendations laid out in the access plan.

Grow New Jersey Assistance Program (Grow NJ)

Grow NJ is a job creation incentive aimed at retaining businesses and drawing new ones. As Atlantic City is listed as a distressed municipality, any business that meets the minimum employment and capital investment requirements is eligible to apply. These businesses receive tax credits based on the number of full time jobs created and retained.

Under the 2014 revision to the Economic Opportunity Act, Atlantic City was designated as the fifth Garden State Growth Zone, increasing both the base tax credit to \$5,000 per new/retained full time job and increasing the cap on this amount to \$15,000. Atlantic City now shares the distinction with Camden of offering the largest potential incentive to employers in South Jersey. Additionally, when calculating capital investment of a project an applicant is permitted to include the cost of acquiring property exclusively in GSGZ communities. This designation also allows for a developer, formerly unable to receive a tax credit under Grow NJ, the ability to get a tax credit for the aggregate jobs created by a retail project of 150,000 square feet or larger with at least 50% of the space occupied by a full service supermarket.

IMPLEMENTATION (CONTINUED)

Economic Redevelopment and Growth Program (ERG)

Again, Atlantic City's new designation as the fifth Garden State Growth Zone qualifies eligible projects within the City for maximum ERG incentive amounts. The Economic Redevelopment and Growth Program is the primary economic development tool in the State available to developers and provides funding to address revenue gaps in development projects that are found to have insufficient revenues to support debt service under standard financing.

As a result of the GSGZ designation, residential projects are eligible for an increased tax credit of up to 30% of project costs, with a bonus of 10% if at least 10% of the dwelling units are moderate income housing. These residential units can be market rate and this program provides a unique opportunity for Atlantic City to diversify its housing stock and resident population. Incentives for commercial projects include grant reimbursements, again at an increased level of up to 30% of total project cost with possible additional grant funding available.

CONCLUSION

With recent casino closures and resulting impacts to employment and the City's tax base, Atlantic City is in need of short-term economic development opportunities and improvements to quality of life. The City must reestablish opportunities for job growth and improve the image of the City as a desirable place to live in order to build a robust, year-round economy. A tremendous resource for economic development and improvements to quality of life exists in Atlantic City's waterfront area. By capitalizing on the potential of the waterfront to bring about these necessary changes, the recommendations of this plan provide a vision to turn the tide in Atlantic City.



Appendix

Appendix A

DETAILS OF CASINO EMPLOYMENT BY MUNICIPALITY AND METHODOLOGY

For this analysis, 2011 municipal casino employment figures were estimated using the July 2014 numbers and a multiplier of 1.0256 to account for observed decreases in total county employment by casinos from 2011 to July 2014. It was assumed that losses were spread evenly across the municipalities. This was true when comparing the state-level decreases to Atlantic County decreases over the same period.

This analysis shows that even in smaller municipalities, with respect to total casino employment, the relative importance of gaming employment is significant. Egg Harbor City, Absecon, Ventnor, and Brigantine all have more than 34% of their employed population working in casinos. In Egg Harbor City and Egg Harbor Township more than half of all employed residents who left the municipality to work, worked for casinos. This is of particular importance because it takes out residents that work for the municipality they live in. With more than 20% of regional employment being in the government sector, this is significant.

**TABLE 1: ATLANTIC COUNTY EMPLOYED
POPULATION CHARACTERISTICS BY MUNICIPALITY, 2011**

Municipality	Total Employed Population	Residents working outside AC	% Employed Population working outside AC	% Employed Population working for Casino	% Employed Population working outside AC that work for Casino
Egg Harbor City	1,678	1,498	89.27%	45.23%	50.67%
Absecon	3,324	3,105	93.41%	43.20%	46.24%
Egg Harbor Township	11,454	9,043	78.95%	42.83%	54.25%
Pleasantville	7,325	6,449	88.04%	40.76%	46.30%
Brigantine	3,366	2,899	86.13%	35.07%	40.72%
Ventnor	3,951	3,682	93.19%	34.97%	37.52%
Galloway	13,706	11,607	84.69%	27.25%	32.17%
Northfield	3,896	3,511	90.12%	19.88%	22.06%
Mays Landing	12,676	11,216	88.48%	17.98%	20.32%
Margate	2100	1,831	87.19%	15.19%	17.42%
Somers Point	5065	4,345	85.78%	13.63%	15.89%
Linwood	2958	2,673	90.37%	11.55%	12.78%
Hammonton	5861	4,345	74.13%	7.16%	9.65%

Source: US Census Bureau and the Casino Control Commission

Appendix B

DETAILED MAPS OF THE PROPOSED SUNSET TRAIL: BADER FIELD AND CHELSEA HEIGHTS



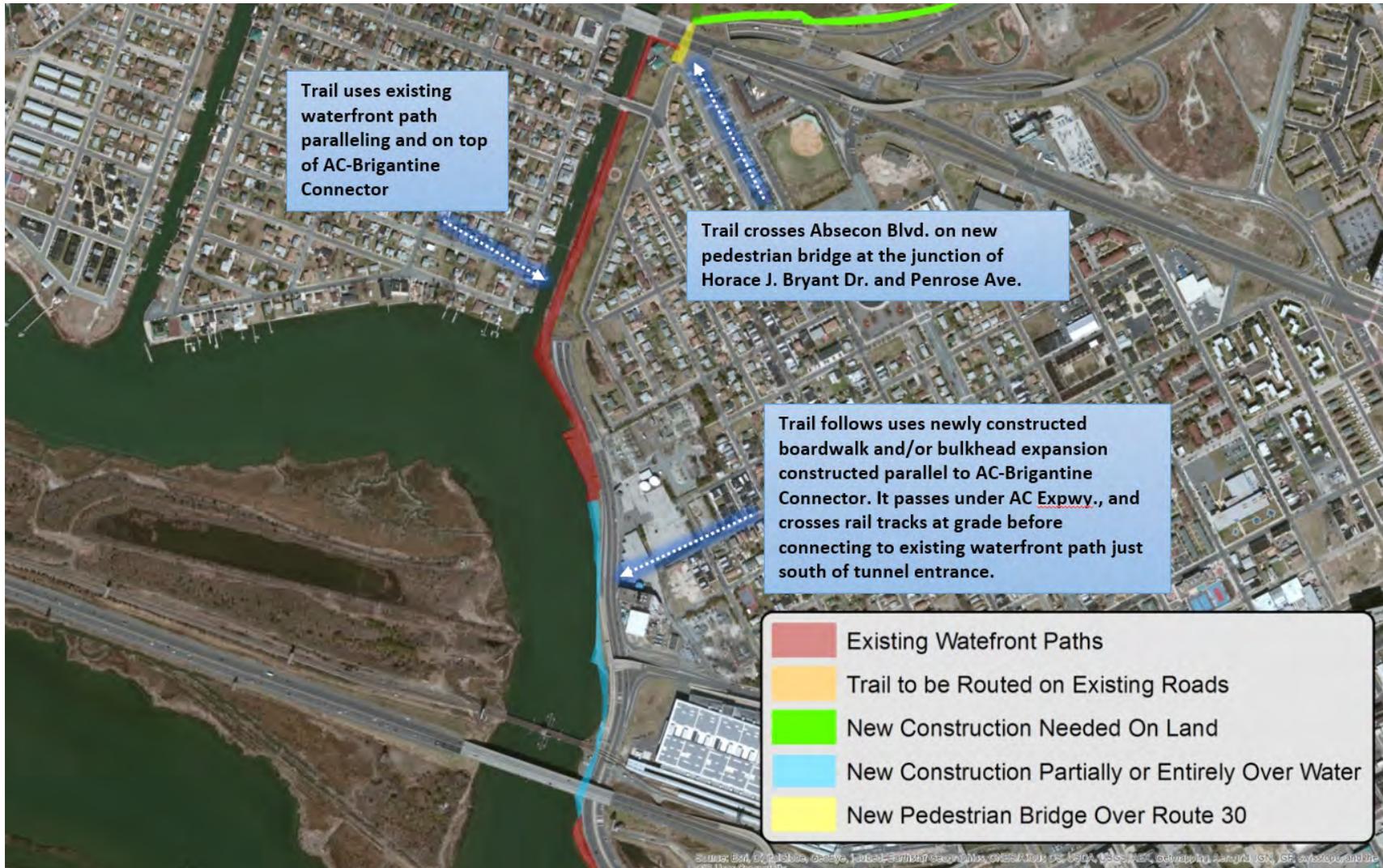
Appendix B

DETAILED MAPS OF THE PROPOSED SUNSET TRAIL: ROUTE 40 TO AC EXPRESSWAY



Appendix B

DETAILED MAPS OF THE PROPOSED SUNSET TRAIL: AC EXPRESSWAY TO ROUTE 30



Appendix B

DETAILED MAPS OF THE PROPOSED SUNSET TRAIL: ROUTE 30 TO GOLDEN NUGGET

