

# NEW JERSEY CRDA ATLANTIC CITY TOURISM DISTRICT MASTER PLAN

Statement Of Objectives, Land Use Elements, Housing Elements

VOLUME

# 4

APRIL 18, 2017



CRDA   
Casino Reinvestment Development Authority

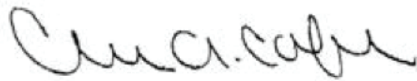


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## EXECUTIVE SUMMARY | MASTER PLAN AMENDMENT | APRIL 2017

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Under section 40:55D-28 of the New Jersey Municipal Land Use Law (MLUL), Master Plans generally consist of a report or statement and land use development proposals including, at a minimum, a Statement of Goals and Objectives, a Land Use Element, and a Housing Element. We have prepared this document, Atlantic City Tourism District Master Plan, Vol. 4, in order to more directly address these three requirements of a Master Plan.

While the Master Plan prepared in 2012 for the Tourism District provided certain goals and objectives, we believe it is necessary to bolster those statements and include the purposes of the MLUL and other goals and objectives that will assist the Casino Reinvestment Development Authority (CRDA) in preparing land use regulations and in our review of future land use applications for development or redevelopment. The goals and objectives as proposed for the Tourism District Master Plan are outlined in Section 1 of this amendment.

Section 2 of this amendment includes the Land Use Element. This document is a required element of any Master Plan under the MLUL and provides the basis for the retention of any current zoning districts and the foundation for the new zoning districts within the Tourism District. The Land Use Element describes the existing land uses and pattern of development within the 1,610 acre Tourism District. Its purpose is to establish long-range goals for land use in terms of land uses and densities throughout the Tourism District. The Land Use Element, as stated above, serves as the foundation and basis for the land use regulations within the Tourism District. The districts are shown graphically in the Land Use Map.

The zoning recommendations within the Land Use Element include the following new zoning districts:

- a. Gateway District (GWAY) – Located at the southern end of the Tourism District, this zone includes a public park and the former AC High School site. It is intended as a transitional gateway into the higher intensity sections of the Tourism District. The district is also the location of Stockton University’s campus that is under construction.
- b. Resort Commercial District (RC) -- Located between Atlantic Avenue corridor and the boardwalk area, the zone is intended to accomodate the existing casinos, accomodate a diverse array of uses, and seamlessly integrate the resort and residential uses.
- c. Central Business District (CBD) – This area is located in the core of the Tourism District and contains the shopping area known as The Walk, the newly constructed Bass Pro Shops, the Convention Center and mass transportation facility as well as a variety of smaller commercial and mixed residential uses. It is envisioned that future development will capitalize on the existing appeal of the district.
- d. Kentucky Avenue Renaissance District (KAR) – The area between Arctic Avenue and the Boardwalk, the Kentucky Avenue Renaissance District honors the deep music and entertainment history in the neighborhood. The district is delineated as Kentucky Avenue between Arctic Avenue and the Boardwalk and Mount Vernon to Westminster avenues. The district intends to stimulate a music and entertainment renaissance in the corridor. The entertainment allure of the area began declining in the 1970s after a decades-long storied history anchored by the legion of African-American talent showcased at Club

Harlem.

- e. Ducktown Arts District (DA) – This new zone is currently comprised of very diverse land uses and zones. It is located south of The Walk adjacent to the CBD. It is envisioned that this area, with its mix of dense single-family residential uses, commercial, public and institutional uses, that this zone can create a multitude of opportunities capitalizing on the historic character of the Ducktown section of the city. Live-work studios, galleries, artisan shops and supportive commercial and service uses.
- f. Thorofare Waterfront District (TWD) – Another new zone located to the west of the new DA zone and south of the Atlantic City Expressway ramp with waterfront access. Currently the area is encumbered with mostly abandoned industrial and small storage structures. It is the CRDA's intension to capitalize on the waterfront location and encourage a mixture of commercial and waterfront oriented uses.
- g. Lighthouse One District (LH-1) – This area is locally known as the Southeast Inlet due to its location on the southeast side of Absecon Inlet and was the subject of a recent Urban Land Institute (ULI) Advisory Services Panel. The new zone is intended to follow, for the most part, the recommendations outlined in the study published by ULI. Currently the area is mostly vacant with sporadic residential development. The intent is to create a mixed use district permitting commercial and retail type uses on the first floor with residential uses above in low to mid-rise structures.
- h. Lighthouse Two District (LH-2) – A sub-area of the Southeast Inlet, it is intended to encourage mixed residential uses including single family detached dwellings, low-rise and midrise and mixed use residential development. By limiting the structures to low and midrise is anticipated to maintain the ocean views along the coast line and the inlet.
- i. Beach District (B) – No significant changes are proposed to this zone other than the permission of beach bars and additional recreational activities associated with those bars. The intent is to capitalize on the unique land use attributes of the beach, boardwalk and ocean.
- j. Marina District (MARINA) – Similar to the Beach District, no significant changes are proposed in this district. The CRDA will continue to encourage new and appropriate land uses within the Marina District that will attract tourists to enjoy an area that offers waterfront amenities and unique casino resort experiences.
- k. Northeast Inlet Redevelopment Area District (NEIRA) – Located directly south of the Marina District, there are no significant changes to the overall vision for the district. The CRDA will continue to encourage new and appropriate land uses within the Northeast Inlet Redevelopment Area District that will benefit existing residents and attract new residents and tourists to enjoy an area that offers waterfront amenities, open space, and a mixture of housing choices. As a city attraction and unique amenity, CRDA recommends segregating Gardner's Basin from the NEIRA by creating a new district specifically for the uniquely situated area. Additionally, a new district, named the Absecon Inlet District, is proposed to be carved out of the NEIRA.
- l. Gardner's Basin District (GB) – Located in the in the northeastern section of the City, historic Gardner's Basin contains restaurants, an artist's colony, amphitheater, and an aquarium. Also as a significant natural resource, it provides for a unique amenity separate from the large scale entertainment and casino uses in the Tourism District.

- m. Absecon Inlet District (AI) – Located in the eastern section of the City along the Absecon Inlet, the district is named for its location along the Absecon Inlet. As a quiet section of the city with open space and natural resources, it offers a unique opportunity in the Tourism District to capitalize on the waterfront amenities that the area offers.
- n. Bader Field District (BADER) – Bader field is the largest vacant parcel in both the Tourism District and the City. With roughly 126 acres of developable space it provides the best opportunity for expanding the city’s tourism industry away from just the casino industry. The City of Atlantic City has hired a consulting firm to prepare a Master Plan for the site and RFP’s have recently been released for the development of temporary recreational uses on the site. Future uses proposed would include mixed uses including residential, commercial, marina, parks and community spaces. The proposed new zone has included these potential uses as permitted uses within the Bader Field District. This site is critical to future viability of the City of Atlantic City.
- o. Open Space District (OS) -- Extending from the Absecon Inlet generally in between the LI-1 and LI-2 districts, the open space district is intended to provide the public with a quaint space for relaxation and passive recreation.

Section 3 of this amendment includes the Housing Element. This document is a pre-requisite to the enactment of zoning laws or land use regulations. This is the CRDA’s inaugural Housing Plan Element and Fair Share Plan. The Housing Element details the requirements of Chapter 18 of New Jersey Public Law, and the need to address housing within the land use and zoning regulations.

The Housing Element outlines the housing stock by age, condition, purchase or rental value, occupancy characteristics, and type. Projections are then provided on future housing stock outlining many of the current housing programs and affordable housing facilities both existing and proposed or currently under construction. The Element also delves into demographic characteristics such as household size, income level and age of the occupants. Employment statistics are provided from the US Bureau of Labor Statistics, February 2015 data. Any recent changes are discussed as well as an projections for new employment within the City.

Lastly, present and future Fair Share Housing for low and moderate income residents is outlined. The New Jersey Council on Affordable Housing (COAH) sets requirements based on a communities need and requires communities to prepare plans to address the needs either with new construction or with existing housing stock.

Each of these three sections should be considered an integral part of and as an amendment to the 2012 New Jersey CRDA Atlantic City Tourism District Master Plan.

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## SECTION 1: STATEMENT OF OBJECTIVES

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The New Jersey Municipal Land Use Law requires that a Master Plan present at least two elements (N.J.S.A. 40:55D-28). One of these is the land use plan element and the other is a statement of objectives upon which the constituent proposals for the physical, economic and social development of the municipality are based.

The Casino Reinvestment Development Authority has established the following objectives upon which the Land Use Element of the Master Plan is based:

1. To maintain public confidence in the casino gaming industry as a unique tool of urban redevelopment for the City of Atlantic City and to directly facilitate the redevelopment of existing blighted areas and to address the pressing social and economic needs of the residents of the City of Atlantic City and the State of New Jersey by providing eligible projects in which licensees shall invest.
2. To provide, further and promote tourist industries in New Jersey and especially Atlantic County, by providing financial assistance for the planning, acquisition, construction, improvement, maintenance and operation of facilities for the recreation and entertainment of the public.
3. To provide a zoning scheme that will catalyze appropriate, highly functional, exciting, and rateable-producing development in the Tourism District.
4. To create zoning controls that will enhance the Boardwalk, beach and nearby streets through extensive entertainment and event programming; create an improved street-level experience on major thoroughfares; offer new and dynamic retail offerings; increase cleanliness and safety; take advantage of the Tourism District's frontage on the ocean and back bay; provide for a variety of educational uses; and spur a variety of residential offerings.
5. To capitalize on the Tourism District's unique natural resources.
6. Encourage innovative land uses and public-private partnerships to stimulate new markets and strengthen and diversify the Tourism District's economic base.
7. To guide future residential and non-residential growth in a coordinated and managed approach and to provide for logical transitional uses between residential and non-residential areas of the Tourism District.
8. Continue to use practical and flexible development controls in order to spur market-friendly development.
9. Consider potential future growth in relationship to the Tourism District's infrastructure.
10. To provide for the Tourism District's fair share of low- and moderate-income housing and improve the existing housing stock through rehabilitation as set forth in the Housing Element and Fair Share Plan.

11. To encourage municipal action to guide the appropriate use or development of all lands in this State, in a manner which will promote the public health, safety, morals, and general welfare.
12. To secure safety from fire, flood, panic and other natural and man-made disasters.
13. To provide adequate light, air and open space.
14. To ensure that the development of individual municipalities does not conflict with the development and general welfare of neighboring municipalities, the county and the state as a whole.
15. To promote the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions and preservation of the environment.
16. To encourage the appropriate and efficient expenditure of public funds by the coordination of public development with land use policies.
17. To provide sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens.
18. To encourage the location and design of transportation routes which will promote the free flow of traffic while discouraging location of such facilities and routes which result in congestion or blight.
19. To promote a desirable visual environment through creative development techniques and good civic design and arrangement.
20. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land.
21. To encourage planned unit developments which incorporate the best features of design and relate the type, design and layout of residential, commercial, industrial and recreational development to the particular site.
22. To encourage senior citizen community housing construction.
23. To encourage coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and to the more efficient use of land.
24. To promote utilization of renewable energy resources.
25. To promote the maximum practicable recovery and recycling of recyclable materials from municipal solid waste through the use of planning practices designed to incorporate the State Recycling Plan goals and to complement municipal recycling programs.



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## SECTION 2: LAND USE ELEMENT

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### INTRODUCTION

The Casino Reinvestment Development Authority (CRDA) Tourism District was created in early 2011 through New Jersey Legislature Bill S-11 with the vision to revitalize a substantial portion of Atlantic City that is either dedicated to the tourism industry or within areas primarily defined by the tourism trade. The intention is not just to spur tourism but also to create additional development opportunities that will advance the ongoing revitalization.

The mission of CRDA is to provide capital investment funds for economic and community development projects that respond to the changing economic and social needs. The CRDA seeks to encourage business development and permanent job creation, promote opportunities for business expansion, and commit to facilitating a vibrant economic investment and employment environment in Atlantic City.

The Tourism District is defined as the area generally from Atlantic City's border with Ventnor to the south, extending along Atlantic Avenue and capturing all land area to the east and a portion to the west (including Bader Field, The Walk, The Convention Center, and contiguous areas) to the City's border with Brigantine. The Tourism District also includes the Marina District and Gardner's Basin in the northeastern portion of the City.

The February 2012 Tourism District Master Plan offered a strategic framework for "near-term, mid-term and long-term project and policy initiatives that will enhance the visitor experience, stimulate private investment and improve the financial stability of Atlantic City."

Notably, the Tourism District Master Plan provided the following overarching vision:

The Master Plan seeks to reinvigorate the Atlantic City experience by enhancing the Boardwalk, beach and nearby streets through extensive entertainment and event programming; creating an improved street-level experience on major thoroughfares; offering new and dynamic retail offerings, and increasing cleanliness and safety. The plan offers strategies for the formation of inspired districts, contemporary entertainment and enthralling attractions that activate and energize the entire Tourism District. Atlantic City always has been, and will continue to be, the top choice for those seeking unique events, exciting food and beverage, vibrant retail and, above all, the intangible quality of spontaneity and excitement.

The land use pattern within the approximately 1,610-acre Tourism District consists of a mixture of parcels, including residential, commercial, industrial, public, institutional, transportation, unclassified, and vacant. The vast majority of the Tourism District consists of other types of land uses, including marsh land, beach area, boardwalk, and rights-of-way.

While a mature urban area, the Tourism District is in a state of flux, with the changing gaming industry, redevelopment proposals in motion, and all-encompassing land use policy changes as recommended in the 2012 Master Plan.

The Tourism District is likely to experience substantial changes in the coming decades. This Land Use Element provides an analysis of existing land use conditions and policy recommendations that will guide future zoning controls.

This Land Use Element has been prepared to be in full compliance with the Municipal Land Use Law. Section 40:55D-28 of the New Jersey Municipal Land Use Law notes that municipal master plan shall consist of at least two elements as follows:

- 1) A Statement of objectives, principles, assumptions, policies, and standards upon which the constituent proposals for the physical, economic, and social development of the municipality are based; and
- 2) A land use plan element showing the existing and proposed location, extent, and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational, and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance

## PURPOSE

The Land Use Plan element establishes long-range goals for land use in terms of types of land uses and densities throughout the Tourism District. The Land Use Plan serves as the foundation and basis for the zoning ordinance, which in accordance with the municipal Land Use Law, should be substantially consistent with an adopted Land Use Plan.

According to the Municipal Land Use Law 40:55D-28b.(2) the land use plan element should (a) take into account the statement of objectives, principles, policies and standards and the other Master Plan elements as well as "...natural conditions, including, but not necessarily limited to topography, soil conditions, water supply, drainage, floodplain areas, marshes, and woodlands, (b) showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational and other public and private purposes or combination of purposes; and stating the relationship thereof to the existing and any proposed zone plan and zoning ordinance; and (c) showing the existing and proposed location of any airports and the boundaries of any airport hazard areas...and (d) including a statement of the standards of population density and development intensity recommended for the municipality;...".

The land use plan element has been developed to implement the objectives listed in the preceding section of this document while taking cognizance of the unique environmental, social and cultural attributes of the Tourism District. The other elements in this document build on the proposals contained in the land use element. The land use proposals presented here will become the basis of the Tourism District's Land Development Ordinance.

## EXISTING LAND USE CONDITIONS

The Tourism District is comprised of a variety of land uses, including residential, casino, retail, office, public and institutional uses and a nominal amount of light industrial uses.

A survey of existing land uses was conducted by the Casino Reinvestment Development in late 2014. The results of this survey and data gathering are illustrated in Table 1 below.

The land use pattern within the approximately 1,610-acre Tourism District consists of a mixture of parcels, including residential, commercial, industrial, public, institutional, transportation, unclassified, and vacant.

The vast majority of the Tourism District consists of other types of land uses, including marshland, beach area, boardwalk, and rights-of-way.

Table 1

Land Use	Parcels	Acreage
Residential	640	6.52 ac
Commercial	924	385.40 ac
Industrial	12	6.55 ac
Public	149	332.62 ac
Institutional	55	15.68 ac
Transportation	400	140.10 ac
Unclassified	43	3.39
<b>TOTAL</b>	<b>3368</b>	<b>1,175.16 ac</b>

Of the 1,610-acre land area within the Tourism District, 1,175.16-acres – or approximately 73% – consists of developed parcels. An existing land use map is presented in Exhibit A.

The Tourism District boundary lines and proposed zoning map, which is presented in Exhibit B, consists generally of the entire coastline, flanking the main roadways of Atlantic Avenue and Pacific Avenue and including the following major components:

- Bader Field
- Convention Center and Hotel
- World class shopping at The Walk
- The Boardwalk
- Boardwalk Hall and Kennedy Plaza
- The Beach
- Amusement and shopping Piers
- Gardner’s Basin Aquarium and Marina
- Absecon Lighthouse State Park
- Casino Resorts

- Dante Hall
- Many successful non-casino restaurants, shops and small businesses
- Atlantic City Bus/Rail Terminal

In terms of acreage and parcels, the predominate land use in the Tourism District is commercial, consisting of 924 parcels within 385.40 acres, as indicated in Table 1 above. Public land consists of 149 parcels, accounting for 332.62 acres. In terms of acreage, the next largest share consists of 140.10 acres of transportation uses, followed by institutional (15.68 acres), industrial (6.55 acres), residential (6.52 acres), and unclassified (3.39 acres).

The following section provides a description of each type of land use.

### *Residential*

There are 640 residential parcels that account for a total of 6.52 acres of land within the Tourism District that include single-family detached, single-family attached, multi-family low-rise, and multi-family high-rise. Residential uses are spread throughout the Tourism District, although the highest concentration is to the south of The Walk, which generally bisects the Tourism District. Residential uses are more scattered to the north of The Walk.

### *Commercial*

Commercial use accounts for the most parcels (924) and acreage (385.40 acres) within the Tourism District, consisting of general commercial, commercial-office, and commercial-retail. Land uses identified as commercial are spread throughout the Tourism District, with the highest concentration in and around The Walk area. The entire Atlantic Avenue corridor is predominately defined as commercial, as well as all casino properties throughout the Tourism District.

### *Industrial*

Industrial use consists of 12 parcels that account for 6.55 acres of land area. The two areas that contain industrial uses within the Tourism District include parcels to the immediate north of The Walk along Atlantic Avenue and land adjacent to the south of the Atlantic City Expressway ramp and north of Ducktown.

### *Public*

Public uses consist of 149 parcels that account for 332.62 acres of land area. While there are some small isolated public parcels, the lion share of public uses consist of large plots, including Bader Field, Gardner's Basin, and piers that extent into the Atlantic Ocean.

### *Institutional*

Institutional uses consist of 55 parcels that account for 15.68 acres of land area. The uses are scattered throughout the Tourism District.

### *Transportation*

Transportation uses consist of 400 parcels that account for 140.10 acres of land area. The vast majority of the transportation uses within the Tourism District are surface parking areas that are scattered throughout the area. The Atlantic City rail and bus terminal adjacent to the Atlantic City Convention Center is also included within the transportation land use category.

### *Unclassified*

Unclassified uses consist of 43 parcels that account for 3.39 acres of land area.

## EXISTING ZONING

Zoning is a legal tool for regulating development. In general, zoning ordinances control the types of permitted uses, as well as their layout and intensity.

Zoning is expressed through text regulations as well as through a zoning map, which delineates various zone districts. The New Jersey Municipal Land Use Law (MLUL) permits legislative bodies to adopt a zoning ordinance. According to the MLUL, a zoning ordinance generally must be “substantially consistent” with the municipality’s master plan.

Permitted uses in New Jersey include the principal uses (the primary uses of a property), accessory uses (only permitted in conjunction with a principal uses), and conditional uses (permitted if only certain criteria are met).

The Tourism District consists of numerous zoning districts that are contained within the Atlantic City Land Use Ordinance. The predominate zoning classifications in the Tourism District are the RS-C (Resort Commercial Development Zone), the HNRA (Huron North Redevelopment Area), and the Central Business District (CBD). The existing zoning classifications are depicted in Exhibit A.

The following section provides a description of each zone within the Tourism District.

### *Neighborhood Commercial District (NC-1)*

The Neighborhood Commercial Districts are established to provide for groups of small business establishments located to serve frequent retail and personal service needs of residents within convenient traveling distance, with an option of moderate density multiple-family residential development located above such business establishments. These districts are not intended to permit major commercial or service establishments which would attract substantial amounts of trade from outside the neighborhood.

### *Neighborhood Commercial District (NC-2)*

The Neighborhood Commercial Districts are established to provide for groups of small business establishments located to serve frequent retail and personal service needs of residents within convenient traveling distance, with an option of moderate density multiple-family residential development located above such business establishments. These districts are not intended to permit major commercial or service establishments which would attract substantial amounts of trade from outside the neighborhood.

### *Multifamily Low-Rise Apartment Residential District (RM-2)*

The RM-2 Multifamily District has been established to provide for medium-rise apartment buildings of different densities in areas close to employment sources, community amenities

and transportation facilities.

*Resort Commercial Development District (RS-C)*

The RS-C Resort Commercial District is intended to apply to established resort areas in the City. Its purpose is to provide for the City's main industry, consisting predominantly of transient and tourist-oriented uses, at such intensity as is justified by the City's limited land resources, high land values and infrastructure capacity. Residential development is also encouraged for the purpose of preserving and enhancing the family-resort character of the City and integrating the specialized activities of the Resort Commercial District with the rest of the community.

*Single-Family Attached (Townhouse) Residential District (R-3)*

The R-3 Single-Family Attached Residential District has been established to foster townhouses and duplexes at areas in the City where such housing types have prevailed and developed in an orderly fashion, as well as in other areas suitable for attached single-family dwellings.

*Multifamily Walk-Up Apartment Residential (RM-1)*

The RM-1 Multifamily District has been established primarily to foster family-oriented walk-up apartments. This district resembles the R-3 Single-Family District of townhouses in many respects, i.e., density and height.

*Multifamily High-Rise Commercial Residential District (RMC-4)*

The RMC-4 Multifamily District has been established at selected waterfront areas in the City to allow high-rise apartment buildings, transient residential buildings and commercial uses of a resort/entertainment nature, exclusive of casinos. Uses in this district include high-rise residential buildings including hotels, boardwalk-related commercial uses and mixed use development, which are supportive of public activity and entertainment on the boardwalk. Access to and from the boardwalk to uses within this district of a resort/entertainment nature, exclusive of casinos, is a purpose of this district.

*Central Business District (CBD)*

The CBD Central Business District is established to preserve and enhance commercial, financial, retail and similar activities and services of importance to the existing central business district. The district is intended to accommodate a wider variety of commercial uses than any other district. High land values, space limitations and public convenience justify greater intensity of use than in any other commercial district.



### *Huron North Redevelopment Area (HNRA)*

The purpose of the HNRA is to provide the mechanism for a public/private partnership leading to the development of a “world class” entertainment/recreation facility. In attempting to allow for the widest possible range of development opportunities for the site, the City recognizes that certain financial and planning realities are inherent to the undertaking of such a development. Accordingly, the City has crafted this Redevelopment Plan to be as flexible as possible in order to foster a quality development while maintaining consistency with the following Goals and Objectives.

### *Revel Redevelopment Zoning District (RVRA)*

The objectives of the RVRA are to provide a mechanism for a public/private partnership leading to the development of a Destination Resort in the Redevelopment Area and to foster development of a Destination Resort, and to make available such assistance as may be reasonably necessary to aid development including, without limitation, the exercise of its powers of eminent domain.

### *Uptown Urban Redevelopment Plan (UURT)*

The general public goal of the UURT is to provide the mechanism leading to the complete development of [the] Redevelopment Area.

### *Mixed Use Recreation District (MURD)*

The Mixed Use Recreation District has been established to integrate residential, commercial, cultural, transportation and transient oriented uses. Water-based uses that provide alternative modes of transportation to other locations throughout the City are encouraged. Public access along the waterfront is a major component of the district plan, to provide a scenic venue and pedestrian links to the Walk.

### *South Florida Redevelopment Area (SFRA)*

The purpose of the SFRA is to provide a mechanism for the orderly planning and redevelopment of the South Florida Redevelopment Area consistent with certain municipal goals and objectives.

### *Gateway Redevelopment Area (GRA)*

The purpose of the GRA is to provide a mechanism for the orderly planning and redevelopment of the Gateway Redevelopment Area consistent with certain municipal goals and objectives.

## FUTURE LAND USE PLAN RECOMMENDATIONS

### INTRODUCTION

The February 2012 Tourism District Master Plan offered a strategic framework for “near-term, mid-term and long-term project and policy initiatives that will enhance the visitor experience, stimulate private investment and improve the financial stability of Atlantic City.”

Notably, the Tourism District Master Plan provided the following overarching vision:

The Master Plan seeks to reinvigorate the Atlantic City experience by enhancing the Boardwalk, beach and nearby streets through extensive entertainment and event programming; creating an improved street-level experience on major thoroughfares; offering new and dynamic retail offerings, and increasing cleanliness and safety. The plan offers strategies for the formation of inspired districts, contemporary entertainment and enthralling attractions that activate and energize the entire Tourism District. Atlantic City always has been, and will continue to be, the top choice for those seeking unique events, exciting food and beverage, vibrant retail and, above all, the intangible quality of spontaneity and excitement.

Accordingly, in order to realize this vision, suitable land use policies are necessary to provide guidance to establish eventual zoning amendments throughout the Tourism District.

In the Land Use Element, understanding the changes in the Tourism District since the adoption of the 2012 Master Plan – most notably the closure of casinos – the goal is to offer recommendations that will help the area pivot and reposition itself as a destination for not only tourism purposes, but also to live, work, and play.

To spur these changes, planning policy adjustments that set the foundation for eventual zoning amendments are necessary.

The overall vision is to capitalize on the Tourism District’s existing geographical and land use assets while simultaneously providing policy that will effectuate zoning controls to position contemplated development in proper locations.

## GUIDING THEMES

There are four major themes throughout the Tourism District:

### *1. Residential scaled in relation to location within the Tourism District*

CRDA envisions permitting residential uses at varying intensity in each proposed zoning district. Residential uses include single-family detached, single-family attached, multi-family low-rise, multi-family mid-rise, multi-family high-rise.

Residential uses will be scaled in accordance with the intensity of each respective district. In the proposed Gateway and Lighthouse Mid-Rise Districts – the Tourism District “bookends” – residential uses would be permitted at a lower intensity than within internal districts, where higher density developments would be mostly encouraged. But recognizing lower intensity nodes within the “heart” of the Tourism District, in such districts as the proposed “Neighborhood Commercial” and “Ducktown Arts District,” there is a need to permit residential at a much smaller-scale.

The intention is to create micro-environments with the Tourism District while retaining interconnections throughout the area.

### *2. Maximize recreational and entertainment opportunities and reinvent the existing resort areas for the 21st Century.*

Atlantic City has historically been known as an entertainment destination. With the recent changes in the gaming industry, CRDA has the opportunity to evaluate current conditions and redefine the types of recreational and entertainment opportunities uses that it envisions within the Tourism District.

In early 2015, the CRDA approved the construction of an outdoor concert venue on the Borgata property, which was originally slated to begin operating during the summer of 2015. While the plan subsequently changed to a beer garden and outdoor pool with an entertainment stage that opened during the summer of 2016, this is an example of a magnet to draw people into the Tourism District that may have no gaming related incentive to visit Atlantic City. This is just one example of maximizing entertainment opportunities.

Capitalizing on the recent “craft” beer and liquor trend, smaller breweries and distilleries have expressed interest in operating in Atlantic City. The Tun Tavern Brewery on Convention Boulevard has been in operation since the late 1990s, indicating that a small brewery can be successful. This is another opportunity to help reinvent the Tourism District that is achievable through proper zoning.

The closure of Trump Plaza, Revel, and Showboat in 2014 and Taj Mahal in 2016 presented challenges and uncertainty about the future of Tourism District. But the outlook is positive for

## Showboat and Revel.

Under new ownership, Showboat reopened in the summer of 2016 as a hotel resort without a casino. Also under new ownership, TEN, the new name of what was once Revel, has received CRDA approval to reopen as a hotel resort and casino with a diverse array of entertainment options. TEN is expected to begin operations in early 2017.

Further bolstering CRDA's non-gaming efforts through promoting land use diversification. AC Devco is currently developing a campus for Stockton University in the city's Chelsea neighborhood, consisting of a residence hall to accommodate 522 students and an academic building for 1,800 students. On an adjoining property, AC Devco is planning to construct the Gateway property, inclusive of a 800-space parking garage and a four-story headquarters for South Jersey Gas. Through the redevelopment of these properties along and near the boardwalk, CRDA is optimistic that the infusion of students and employees on a year-round basis will rejuvenate the neighborhood and spur economic and community development within the city.

The same type of reinvention is possible within the historic Ducktown area, where CRDA proposes the "Ducktown Arts District." Within this area, CRDA envisions an active "live, work, play" environ, containing live-work studios, galleries, educational/instructional space as well as a variety of other supportive land uses that will work collectively to reinvigorate the area with a new aesthetic while simultaneously retaining the historic charm.

The Tourism District is also fortunate to have a bounty of natural resources that have continually offered recreational and entertainment opportunities. CRDA should continue to promote appropriate land uses and drive innovation along the back-bays, beach, piers, and boardwalk. This point is discussed in more detail next.

### *3. Capitalize on natural resources*

The Tourism District contains Bader Field (back bay access), Gardener's Basin (back bay access), the State Marina (back bay access) and the beach, boardwalk, and piers (Atlantic Ocean access).

In early 2015, Maser Consulting presented conceptual plans for potential development options for Bader Field and Gardner's Basin, two underdeveloped properties that are uniquely positioned to capitalize on a major natural resource within the Tourism District.

As discussed within the Land Use Element, the Maser Consulting plan calls for a phased approach to developing Bader Field, which will capitalize on its waterfront. As it relates to Gardner's Basin, the Maser Consulting plan envisions open spaces, an amphitheater, retail and restaurant opportunities, and a fishing pier that will help reinvigorate the area where the primary draw is the Atlantic City Aquarium.

These are both enormous opportunities to create a magnetic atmosphere that will draw people to utilizing the waterfront, which ultimately will result in more people choosing to live in and visit Atlantic City. The CRDA should devise land use and zoning controls that will help Bader Field and Gardner's Basin areas achieve these conceptual goals.

The boardwalk, piers, and beach all continue to be a major draw within the Tourism District, providing visitors and residents alike views of, and access to, the Atlantic Ocean. Especially during the summer, when the beaches become busy, CRDA should maximize this valuable natural resource and capitalize on appropriate and environmentally cognizant land uses that will draw people to patronize businesses.

*4. Continue to encourage appropriate commercial uses that support both the tourism trade and residents*

The Walk continues to be a successful retail and restaurant draw within the Tourism District, and the opening of the much anticipated Bass Pro Shops in April 2015 at the foot of the Atlantic City Expressway is very likely to increase the Tourism District's prominence as a shopping destination. Both major commercial spaces also provide employment opportunities for local residents.

While The Walk and Bass Pro Shops are both examples of major commercial developments, there are plentiful opportunities to encourage and reinvent appropriate commercial uses throughout the remainder of the Tourism District. As a generally "all-inclusive" Tourism District, where neighborhoods are envisioned to transition seamlessly from one area to another, commercial uses would be permitted throughout all districts in the proposed zoning scheme. In order to encourage higher-intensity commercial uses in the CBD District, the highest intensity commercial land uses (big box and supermarkets) would only be permitted within that zone. While smaller-scale, supportive commercial uses would be permitted throughout the entire Tourism District.

CRDA should also capitalize on commercial opportunities that are not brick-and-mortar based but encourage commerce and community interaction, such as "pop-up" retail spaces, farmer's/craft markets, areas for food trucks to congregate, and various festivals.

## ZONING RECOMMENDATIONS

The following recommendations are presented in the form of zone change descriptions.

The Land Use Element offers the following policy recommendations throughout the Tourism District:

*a. Establishment of a Gateway District (GWAY)*

The southern end of the Tourism District is comprised of a variety of low-intensity land uses, including a public park, that naturally lend the area to transitional gateway into the higher-intensity sections of the Tourism District. For anyone traveling into the Tourism District from Ventnor City, the Gateway District will offer an attractive, lower-intensity introduction to the remainder of the Tourism District. The Gateway District will also be geared toward a variety of residential uses and supportive commercial, educational, and service uses. Like the Lighthouse Mid-Rise/R-1 District in the northern terminus of the Tourism District, the Gateway District will serve as a bookend to the Tourism District as a whole. The addition of AC Devco's Stockton University and Gateway property will further infuse activity and vibrancy into the district.

The Gateway District boundary is delineated in Exhibit B. Envisioned permitted uses include multi-family, low-rise; retail; services; restaurants; bars; parks; educational; institutional; professional and business offices and government.

*b. Establishment of a Resort Commercial District (RC)<sup>1</sup>*

The Resort Commercial (RC) District is comprised of multiple distinct areas between the Atlantic Avenue corridor and the Boardwalk area. Many of the land uses within this area are currently identified as casino. In support of Atlantic City's current repositioning to providing a more diverse menu of offerings, the Land Use Element envisions an array of land uses that will capitalize on the district's geographical advantages of proximity to the Boardwalk and the Atlantic Ocean. The RC District also offers the highest intensity residential offerings within the Tourism District with a variety of supportive commercial and services uses. The vision is to create an environment where residential and resort offerings seamlessly integrate.

The RC District is delineated in Exhibit B. Envisioned permitted uses include casinos; multi-family, high-rise; hotels; amusement uses; movie theatre; retail; services; restaurants; bars; parks; educational uses; institutional; and government.

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<sup>1</sup> This district contains part of the area previously identified as the Neighborhood Commercial District.

*c. Establishment of a Central Business District (CBD)*

The Central Business District (CBD) is comprised of an expansive area generally in the central area of the Tourism District along Atlantic Avenue and to the west. As delineated, the CBD contains a variety of land uses, although it is mostly defined by non-residential uses. The CBD contains The Walk, a sprawling outdoor shopping mall, the Bass Pro Shop, mixed-uses along Atlantic Avenue, scattered residential properties, limited light industrial properties, institutional uses, and the Convention Center and mass transportation facility. CRDA envisions future development within the CBD that capitalizes on the existing successful draw into the area.

The CBD District is delineated in Exhibit B. Envisioned permitted uses include multi-family, low-rise; mixed-use; retail; services; restaurants; parks; craft breweries/distilleries; movie theatre; educational; institutional; government; light industrial and storage at time of ordinance adoption; big box stores; and supermarkets. New light industrial and storage uses are prohibited.

*d. Establishment of the Kentucky Avenue Renaissance District (KAR)*

The area between Arctic Avenue and the Boardwalk, the Kentucky Avenue Renaissance District honors the deep music and entertainment history in the neighborhood. The district is delineated as Kentucky Avenue between Arctic Avenue and the Boardwalk and Mt. Vernon to Westminster avenues.

The KAR District is delineated in Exhibit B. Envisioned permitted uses include multi-family, low-rise, mid-rise, and high-rise; hotels; casinos; mixed-use; retail; services; restaurants; bars; music and concert halls; recording studios; parks; craft breweries/distilleries; educational; institutional; government; light industrial and storage at time of ordinance adoption; big box stores; and supermarkets. New light industrial and storage uses are prohibited.

*e. Establishment of a Ducktown Arts District (DA)*

The Ducktown Arts District (DA) is comprised of a small, yet dense and active, historic district just to the south of The Walk within the CBD District. The DA contains the most diverse land use pattern in all of the Tourism District. The area contains a tight mixture of mostly single-family detached and attached residential, commercial, public, and institutional uses. Given the natural dense nature of the area and the existing land use pattern, CRDA envisions a multitude of opportunities to capitalize on Ducktown's historic areas, lower-key charm, such as live-work artist studios, galleries, artisan shops, and supportive commercial and services uses.

The DA District is delineated in Exhibit B. Envisioned permitted uses include existing single-family uses and duplexes at the date of ordinance adoption; multi-family, low-

rise; mixed-use; live-work studios; services; restaurants; craft breweries/distillers; movie theatre; galleries; parks; educational; institutional; and government.

*f. Establishment of a Thorofare Waterfront District (TWD)*

The Thorofare Waterfront District (TWD) defines a small area to the west of the DA District and south of the Atlantic City Expressway ramp. The area is defined as predominately industrial uses along the back-bay, with a commercial pocket in the eastern portion near the DA District.

CRDA envisions capitalizing on the waterfront attributes the TWD affords by encouraging a mixture of commercial and waterfront oriented uses, capitalizing on natural amenities, including waterfront access and green space.

The Thorofare Waterfront District is delineated in Exhibit B. Envisioned permitted uses include retail; services; restaurants; parks; craft breweries/distilleries; marina; institutional; and government.

*g. Establishment of a Lighthouse One District (LH-1)<sup>2</sup>*

The Lighthouse One District (LH-1) area was recently studied by the Urban Land Institute (ULI) Advisory Services Panel. It is situated in the northern end of Atlantic City to the south of Atlantic Avenue and to the north of the Revel Casino property.

Featuring residential uses and vacant land – including the recently approved Boraie residential development – the ULI plan offered a variety of recommendations for the area, including the rebranding of the area from South Inlet to the Lighthouse District to reflect the presence of the Absecon Lighthouse; the creation of a smaller scale neighborhood, which would reflect the historic resort community consistent with the City’s past and a stepped-down density transition from the casino area to the LH-1; and rehabilitation of several historic blocks, which would help spur additional housing, commercial uses, and economic diversity.

The LH-1 District is delineated in Exhibit B. Envisioned permitted uses include multi-family mid-rise and high-rise; mixed-use; retail, including “pop-up”; services; restaurants; parks; educational; institutional; and government.

*h. Establishment of a Lighthouse Two District (LH-2)<sup>2</sup>*

The Lighthouse Two District (LH-2) District area was also included within the study area as analyzed by the Urban Land Institute (ULI) Advisory Services Panel. Given its location in the northern end of Atlantic City around the Absecon Lighthouse and to the immediate west of the Absecon Inlet, the LH-2 zone is a quieter area of the Tourism District that

<sup>2</sup> This district contains part of the area previously identified as the Neighborhood Commercial District.



is appropriate for lower intensity uses. This plan envisions the development of vacant properties within this area – the predominate land use to the north of the Revel Casino property and south of Atlantic Avenue nearest the Atlantic Ocean and the Absecon Inlet – as a smaller-scale neighborhood.

The LH-2 District is delineated in Exhibit B. Envisioned permitted uses include single-family detached dwellings; multi-family low-rise and mid-rise; mixed-use; retail, including “pop-up;” services; restaurants; parks; educational uses; institutional; government; home occupations; and rectories.

*i. Establishment of a Beach District (B)*

The Beach District (B) defines the Tourism District’s beach area between the Boardwalk and the Atlantic Ocean. In addition to beach area, the B District contains beach bars and amusement piers. CRDA envisions continually capitalizing on the unique land use attributes inherent of the proximity to the Atlantic Ocean through promotion and zoning controls that maximize the value of the district.

The B District is delineated in Exhibit B. Envisioned permitted uses include beach bars, open space and recreation, amusement piers and customary uses typically found thereon, and lifeguard stations/pavilions.

*j. Establishment of a Marina District (MARINA)*

The Marina District contains casinos (Borgata, Harrah’s, and Trump Marina) the state marina and a US Coast Guard Station in the northwestern section of the Tourism District. Although there is limited developable land currently available within the Marina District, CRDA envisions new opportunities that will help drive new exciting land uses within the area into the future. In early 2015, CRDA approve plans for an outdoor entertainment venue on the Borgata property, which is slated to open for the summer of 2015. During the summer of 2016, Borgata opened a beer garden and outdoor pool with an entertainment stage, another non-gaming option now available within the Tourism District.

In early 2015, the CRDA approved the construction of an outdoor concert venue on the Borgata property, which was originally slated to begin operating during the summer of 2015. While the plan subsequently changed to a beer garden and outdoor pool with an entertainment stage that opened during the summer of 2016, this is an example of a magnet to draw people into the Tourism District that may have no incentive to visit Atlantic City. This is just one example of maximizing entertainment opportunities.

CRDA will continue to encourage new and appropriate land uses within the Marina District that will attract tourists and residents alike to enjoy the area that offers waterfront amenities and unique casino resort experiences.

The Marina District is delineated in Exhibit B. Envisioned permitted uses include casinos; multi-family, high-rise; hotels; retail; services; restaurants; craft breweries/distilleries; movie theatre; indoor and outdoor recreation and entertainment facilities; parks; marinas; educational; institutional; and government.

*k. Establishment of the Northeast Inlet Redevelopment Area District (NEIRA)*

The Northeast Inlet Redevelopment Area (NEIRA) District is an existing zoning designation in the City of Atlantic City and will remain as delineated. The area is highlighted by Gardner's Basin, the Atlantic City Aquarium, and a mixture of residential uses.

CRDA will continue to encourage new and appropriate land uses within the NEIRA District that will attract tourists and residents alike to enjoy the area that offers waterfront amenities, open space, and a mixture of housing choices.

Two new overlay zones within the NEIRA, described below, include the Gardner's Basin and Absecon Inlet districts.

The NEIRA District is delineated in Exhibit B. Envisioned permitted uses include multi-family, low-rise, mid-rise, and high-rise; retail; services; restaurants; craft breweries/distilleries; indoor and outdoor recreation and entertainment facilities; parks; marinas; educational; institutional; and government.

*l. Establishment of the Gardner's Basin District (GB)*

Located in the northeastern section of the City, historic Gardner's Basin contains restaurants, an artist's colony, amphitheater, and an aquarium. Also as a significant natural resource, it provides for a unique amenity separate from the large scale entertainment and casino uses in the Tourism District.

CRDA will continue to encourage new and appropriate land uses within Gardner's Basin that will attract tourists and residents alike to enjoy the area that offers waterfront amenities, open space, and a mixture of housing choices.

The Gardner's Basin District is delineated in Exhibit B. Envisioned permitted uses include multifamily, low-rise, mid-rise, and high-rise; retail; services; restaurants; craft breweries/distilleries; indoor and outdoor recreation and entertainment facilities; parks; marinas; educational; institutional; and government.

*m. Establishment of the Absecon Inlet District (AI)*

Located in the eastern section of the City along the district is named for its location along the Absecon Inlet. As a quiet section of the city with open space, the Flagship Resort (a timeshare), and natural resources, it offers a unique opportunity in the Tourism District to

capitalize on the waterfront amenities that the area offers. A portion of the area suffered damage during Superstorm Sandy, including a boardwalk that has since been rebuilt.

CRDA will continue to encourage new and appropriate land uses within the Absecon Inlet District that will attract tourists and residents alike to enjoy the area that offers waterfront amenities, open space, and a mixture of housing choices.

The Absecon Inlet District is delineated in Exhibit B. Envisioned permitted uses include multifamily, low-rise, mid-rise, and high-rise; retail; services; waterfront restaurants and bars; timeshare residential; hotels; indoor and outdoor recreation and entertainment facilities; parks; educational; institutional; and government.

*n. Establishment of a Bader Field District (BADER)*

In early 2015, Maser Consulting, a consultant hired by the City of Atlantic City, unveiled its multi-phase conceptual plan for the redevelopment of Bader Field. The first phase calls for the reactivation of Bader Field with the construction of temporary sports fields, which would attract youth sports programs and families. From there, depending on market conditions, subsequent phases could include the development of a mixture of uses, including residential, commercial, marina, parks, and community spaces. The plan also calls for infrastructure improvements within the overall site and along Albany Avenue as well as linkages between the site and the Chelsea Heights neighborhood.

The BADER District is delineated in Exhibit B. While the plan remains in a conceptual phase as of early 2015, envisioned permitted uses include multi-family low-rise and mid-rise; mixed-use; retail, including “pop-up;” services; restaurants; parks; educational uses; institutional; and government; movie theatre; indoor and outdoor recreation facilities; hotels; marinas; parking facilities both surface and multi-deck; and special event facilities.

*o. Establishment of the Open Space District (OS)*

Extending off the Absecon Inlet and south of Atlantic Avenue, the Open Space District is intended to provide the public with a quaint space for relaxation and recreation.

The OS District is delineated in Exhibit B. Envisioned permitted uses include passive recreation, lighthouse, and historic tourist attractions.

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## SECTION 3: HOUSING ELEMENT

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### INTRODUCTION

In New Jersey, the adoption of a Housing Element and Fair Share Plan is a pre-requisite to enact zoning laws.

According to the Fair Housing Act of 1985, and subsequent Mount Laurel I (Burlington County N.A.A.C.P. v. Township of Mount Laurel, 67 N.J. 151 (1975)) and Mount Laurel II (South Burlington County N.A.A.C. P. v. Mount Laurel, 92, N.J. 158 (1983) decisions, a Housing Plan Element and Fair Share Plan must address the need for low and moderate income housing as determined by the New Jersey Council on Affordable Housing (“COAH”), which is charged with determining need and creating the standards by which the Act is carried out.

This is CRDA's inaugural Housing Plan Element and Fair Share Plan. In addition to requirements of municipal land use law, the CRDA is statutorily required to address housing, as outlined in Chapter 18 of New Jersey Public Law:

- P.L. 1984 identifies the establishment of an Atlantic City Housing Fund from a percentage of casino revenue. 100% of such funds are to be used for rehabilitation, development, or construction of, or to provide mortgage financing of, housing facilities in the city of Atlantic City for persons or families of low through middle income. Includes expenses attributable to site preparation, infrastructure needs and housing-related community facilities and services, including supporting commercial development.
- P.L. 1984 states that the CRDA shall determine the need for housing in the city of Atlantic City, in consultation with the city of Atlantic City and specifically its zoning and planning boards. This shall include determining the types and classes of housing to be constructed and the number of units for each type and class of housing to be built. Priority shall be given to the housing needs of the persons and their families residing in the City in 1983-1984.
- P.L. 2011 states that the purpose of authority includes: to provide loans and other financial assistance for the planning, acquisition, construction, reconstruction, demolition, rehabilitation, conversion, repair or alteration of buildings or facilities to provide decent, safe and sanitary dwelling units for persons of low, moderate, median range and middle income in need of housing, and to provide mortgage financing for such units.

## I. HOUSING INVENTORY

This section outlines both Atlantic City and the Tourism District’s housing stock by age, condition, purchase or rental value, occupancy characteristics, and type.

All data is from the 2008-2012 American Community Survey 5-year Estimates, except the Occupancy Characteristics, which are from the 2010 Census. This creates a slight inconsistency on the number of total housing units.

<b>A. OCCUPANCY CHARACTERISTICS</b>		
	<b>Atlantic City</b>	<b>Tourism District*</b>
Total Housing Units	20,013	6,272
Occupied Housing Units	15,504	4,973
Owner-Occupied Housing Units	4,437	786 (19% of occupied units)
Renter-Occupied Housing Units	11,067	3,287 (81% of occupied units)
Vacant Housing Units	4,509	2,199
Vacant Units for Rent or Sale	1,684	789
*Estimate based on census tracts 4, 19, 23, and 24 which fall similarly along TD boundary lines		

<b>B. Housing Type in Atlantic City</b>		
<b>IN STRUCTURE</b>	<b>Units</b>	<b>Percent</b>
<b>Total Housing Units</b>	21,397	21,397
<b>1-unit, detached</b>	3,936	18.4%
<b>1-unit, attached</b>	2,748	12.9%
<b>2 units</b>	2,236	10.5%
<b>3 or 4 units</b>	1,755	8.2%
<b>5 to 9 units</b>	2,057	9.6%
<b>10 to 19 units</b>	1,016	4.8%
<b>20 or more units</b>	7,542	35.3%
<b>Mobile Home</b>	89	0.4%
<b>Boat, RV, van, etc</b>	0	0.0%

<b>ROOMS</b>		
<b>Total Housing Units</b>	<b>21,397</b>	<b>21,397</b>
<b>1 room</b>	1,929	0.1%
<b>2 rooms</b>	1,168	5.5%
<b>3 rooms</b>	4,442	5.6%
<b>4 rooms</b>	4,896	15.6%
<b>5 rooms</b>	3,558	13.9%
<b>6 rooms</b>	2,869	14.5%
<b>7 rooms</b>	1,165	12.4%
<b>8 rooms</b>	687	10.1%
<b>9 or more rooms</b>	665	22.2%
<b>Median rooms</b>	<b>4.1</b>	<b>(X)</b>

<b>BEDROOMS</b>		
<b>Total Housing Units</b>	<b>21,379</b>	<b>21,379</b>
<b>No bedroom</b>	2,115	9.9%
<b>1 bedroom</b>	6,297	29.5%
<b>2 bedrooms</b>	6,167	28.8%
<b>3 bedrooms</b>	5,008	23.4%
<b>4 bedrooms</b>	1,338	6.3%
<b>5 or more bedrooms</b>	454	2.1%

<b>MORTGAGE STATUS</b>		
<b>Owner-Occupied Units</b>	<b>5,410</b>	<b>5,410</b>
<b>Housing units with a mortgage</b>	3,456	63.9%
<b>Housing units w/o a mortgage</b>	1,954	36.1%
	4,442	5.6%
	4,896	15.6%
<b>SELECTED MONTHLY OWNER COSTS (SMOC)</b>		
<b>Housing units with a mortgage</b>	3,456	3,456
<b>Less than \$300</b>	0	0.0%
<b>\$300 to \$499</b>	0	0.0%
<b>\$500 to \$699</b>	31	0.9%
<b>\$700 to \$999</b>	215	6.2%
<b>\$1,000 to \$1,499</b>	793	22.9%
<b>\$1,500 to \$1,999</b>	1,016	29.4%
<b>\$2000 or more</b>	1,401	40.5%
<b>Median (dollars)</b>	1,857	(X)
<b>Housing units w/o a mortgage</b>	1,954	1,954
<b>Less than \$100</b>	0	0.4%
<b>\$100 to \$199</b>	0	0.6%
<b>\$200 to \$299</b>	31	1.9%
<b>\$300 to \$399</b>	215	6.8%
<b>\$400 or more</b>	793	90.3%
<b>Median (dollars)</b>	798	(X)

<b>SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME (SMOCAPI)</b>		
<b>Housing units with a mortgage (excluding units where SMO-CAPI cannot be computed)</b>	3,456	3,456
<b>Less than 20.0 percent</b>	595	17.2%
<b>20.0 to 24.9 percent</b>	504	14.6%
<b>25.0 to 29.9 percent</b>	195	5.6%
<b>30.0 to 34.9 percent</b>	338	9.8%
<b>35.0 percent or more</b>	1,824	52.8%
<b>Housing units w/o a mortgage (excluding units where SMO-CAPI cannot be computed)</b>	1,934	1,934
<b>Less than 10.0 percent</b>	321	16.6%
<b>10.0 to 14.9 percent</b>	335	17.3%
<b>15.0 to 19.9 percent</b>	268	13.9%
<b>20.0 to 24.9 percent</b>	206	10.7%
<b>25.0 to 29.9 percent</b>	69	3.6%
<b>30.0 to 34.9 percent</b>	170	8.8%
<b>35.0 percent or more</b>	565	29.2%
<b>Not computed</b>	20	(X)
<b>GROSS RENT</b>		
<b>Occupied Units Paying Rent</b>	10,459	
<b>Less than \$200</b>	664	6.3%
<b>\$200 to \$299</b>	1,002	9.6%
<b>\$300 to \$499</b>	1,105	10.6%
<b>\$500 to \$749</b>	1,634	15.6%
<b>\$750 to \$999</b>	2,961	28.3%
<b>\$1,000 to \$1,499</b>	2,401	23.0%
<b>\$1500 or more</b>	692	6.6%
<b>Median (dollars)</b>	809	(X)
<b>No rent paid</b>	232	(X)

<b>GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME (GRAPI)</b>			<b>E. Housing Condition</b>		
<b>Occupied units paying rent (excluding units where GRAPI cannot be computed)</b>	<b>10,071</b>	<b>10,071</b>	<b>SELECTED CHARACTERISTICS</b>		
<b>Less than 15.0 percent</b>	1,104	11.0%	<b>Occupied housing units</b>	16,101	16,101
<b>15.0 to 19.9 percent</b>	775	7.7%	<b>Lacking complete plumbing facilities</b>	69	0.4%
<b>20.0 to 24.9 percent</b>	990	9.8%	<b>Lacking complete kitchen facilities</b>	163	1.0%
<b>25.0 to 29.9 percent</b>	1,009	10.0%	<b>No telephone service available</b>	1,612	10.0%
<b>30.0 to 34.9 percent</b>	1,147	11.4%			
<b>35 percent or more</b>	5,046	50.1%			
<b>Not computed</b>	620	(X)			

- F. Number of units affordable to low and moderate income households: Based on the cost of housing and income level of residents (and a 30% housing to income ratio), 72% of the City’s housing is available to low and moderate income households.
- G. Substandard housing capable of being rehabilitated: Based on growth from 1987-1999, the New Jersey Council on Affordable Housing (COAH) has determined the City’s share of units to be rehabilitated is 326 units. Also, under section E. Housing Condition above, 232 units lack complete plumbing and/or kitchen facilities.
- H. Atlantic City Housing Authority, Section 8 Housing and other low income housing in the City:
1. 1,600 owned and operated units = 8% of total housing units and 15% of total rental units.
  2. PLUS 800 Section 8 vouchers (per the ACHA website).
  3. 2,400 total households under Housing Authority = 12% of total housing units.
  4. Rescue Mission, Ocean View (301 Atlantic) and John Brooks total 408 transitional units (in 2008).
  5. Privately owned low income units for seniors and disabled throughout the City total: 2,051 units.
- I. CRDA Funded Housing—Since the mid-1980’s, over \$327 million has been provided by CRDA for low and moderate housing developments and associated facilities, as depicted in the table below.



Project	Res #	Funding Amount	Initial Funding Date	Funding Recipient
Vermont Plaza	86-46 89-74	22,800,000	1986	Sencit Vermont Associates
Landmark Group Housing Renovation	88-57	880,000	1988	Landmark Group
The Regency & Victorian Court	89-12	39,665,124	1989	Scanapieco Development Corp.
Harbor Pointe Townhomes/Harrah's PH I	90-61	54,744,716	1990	Scanapieco Development Corp.
The Cove at Gardner's Basin	90-122 91-59	56,594,682	1990-1991	CRDA (Acquisition) / Hovanian (Construction)
AC Citywide Housing Rehabilitation	93-68	1,500,000	1993	Multiple
One North Boston Ave.	95-07	2,675,250	1995	New Vistas Corporation
Caesar's Habitat for Humanity Project	95-119	800,000	1995	Habitat for Humanity (Atlantic County)
2nd Ward Housing	96-56	610,845	1996	Procida Realty & Construction, Inc.
NJ Housing Technology Park	97-19	3,031,540	1997	Resources for Human Development and First Inc.
Vision 2000 Isaac Cole Plaza	97-71	3,526,776	1997	Vision 2000 LLC
Gardner's Landing	97-196	1,398,400	1997	Procida Realty & Construction, Inc.
Northwest Inlet	98-115	2,413,051	1998	(Multiple) Acquisition, Site Prep, Infrastructure
Virginia Ave Homes, I, II	98-198	9,212,958	1998	Hunter Homes
Oceanside I, II	98-213 98-318	11,032,505	1998	Hunter Homes
Madison Landing I, II, III	96-74 97-238 98-212 98-264 98-295 99-180	20,317,868	1996-1999	Procida Realty & Construction, Inc.
Station Heights I, II	98-294	3,229,260	1998	Hunter Homes
Washington Square I, II	98-323	5,961,668	1998	Procida Realty & Construction, Inc.
The Bungalows	99-00	2,000,000	1999	Procida Realty & Construction, Inc.
Eastwind Scattered Sites	99-13 99-15	10,241,241	1999	Procida Realty & Construction, Inc. / Atlantic City Housing Authority

Project	Res #	Funding Amount	Initial Funding Date	Funding Recipient
Smuggler's Cove Single Family Homes	97-257 99-166 00-86 00-208	4,769,498	1999-2000	Procida Realty & Construction, Inc. / (Multiple) Acquisition, Site Prep, Infrastructure
Carolina Gardens I, II, III, IV, V, VI	97-56 99-260	24,951,529	1997-1999	Procida Realty & Construction, Inc.
Cityscape I, II	00-52 01-110 02-00	6,095,445	2000-2002	Procida Realty & Construction, Inc.
Universal Design Homes (Gilda's)	00-97	1,955,762	2000	Procida Realty & Construction, Inc.
Portsmouth	00-239	1,160,750	2000	Affordable Housing Developers
Boys & Girls Club	01-105	3,678,000	2001	Atlantic City Boys and Girls Club
Chesapeake Bay Gardens	01-132 02-181	2,117,042	2001-2002	First Inc.
Bally's Park Place Jacobs Family Terrace	01-159	12,803,138	2001	Jacobs Family Terrace Condominium
Millennia Square	01-215	1,068,175	2001	Michael's Development
USRY Daycare	99-67 02-35	3,332,500	1999-2002	SOSH / Procida Realty & Construction, Inc.
Venice Park Bulk Head	02-49	12,207,861	2002	R. E. Pierson
<b>Total:</b>		<b>\$327,115,584</b>		

J. Total amount lent through CRDA mortgage programs (3-2-1. down payment assistance)

CRDA is currently administering the following loans:

- Monthly serviced loans only: \$136,022
- Hybrid serviced/forgiveness loans: \$4,887,990
- Forgiveness loans only: \$1,206,033

The above amounts exclude any shared appreciation mortgages, which had no direct disbursement activity.

## II. PROJECTION OF HOUSING STOCK

The following low and moderate income projects have received land use approvals and are expected to be constructed within the next 10 years.

<b>Development/ Owner</b>	<b>Location/ Block and Lot</b>	<b># of Units</b>	<b>Type of Housing</b>	<b>Status/ Anticipated Completion</b>
Hope VI/ACHA/ Conifer	Blocks 413, 414, 440, 538 Absecon, Baltic, Mediterranean, N. Virginia, N. Maryland	90	Low and moderate family rental	Spring 2015
C&C Urban Renewal, LLC (Procida)	Block 422 Lot 1.02	38	Low and moderate family rental	Approved by the Atlantic City Zon- ing Board of Ad- justment in Janu- ary 2014
C&C Urban Renewal, LLC (Procida)	Block 454, lot 1.01-1.18	51	Low and moderate family rental	Approved by the Atlantic City Zon- ing Board of Ad- justment in Janu- ary 2014
Green Urban Renewal	341 N. Tennessee	166	100% affordable	Tax abatement granted in 2013
<b>Total</b>		<b>345</b>		

### III. DEMOGRAPHIC CHARACTERISTICS - HOUSEHOLD SIZE, INCOME LEVEL AND AGE

#### A. Citywide and Tourism District Population

2010 Census	Atlantic City	Tourism District*
Population	39,558	9,787
<i>* Estimate based on Census tracts 4, 19, 23, and 24, which fall similarly along TD lines.</i>		

In Atlantic City, the population is expected to increase by 4% to 41,153 by the year 2040 (Regional Transportation Plan, South Jersey Transportation Planning Organization, July 2012). The number of housing units needed to serve the expected population increase is between 600 and 800 units. In addition, the condition and age of a portion of existing units in the City would require renovations or replacement to accommodate the expected population increase.

#### B. Atlantic City Household Size, Income Level and Age

The following tables indicate the household size, income level, and sex and age breakdown within the City.

Household Size	2.41 persons
Per Capital Income (2008-2012)	\$18,850
Median Household Income (2008-2012)	\$29,886
Median Age	36.1

SEX AND AGE	TOTAL	ESTIMATE PERCENT
Total Population	39,680	39,680
Male	19,262	48.5%
Female	20,418	51.5%
Under 5 years	3,404	8.6%
5 to 9 years	2,704	6.8%
10 to 14 years	2,508	6.3%
15 to 19 years	2,294	5.8%
20 to 24 years	2,675	6.7%
25 to 34 years	5,696	14.4%
35 to 44 years	4,527	11.4%
45 to 54 years	5,774	14.6%
55 to 59 years	2,533	6.4%

<b>SEX AND AGE</b>	<b>TOTAL</b>	<b>ESTIMATE PERCENT</b>
60 to 64 years	1,997	5.0%
65 to 74 years	3,019	7.6%
75 to 84 years	1,914	4.8%
85 years and over	637	1.6%
Median age	36.1	(x)

## IV. EXISTING AND PROBABLE FUTURE EMPLOYMENT CHARACTERISTICS

### A. Existing Employment

The United States Bureau of Labor Statistics publishes current employment statistics for all jurisdictions throughout the United States. In Atlantic City, as of February 2015, the most dominant employer is the leisure and hospitality industry (37.3%), followed by government (23.7%), trade, transportation, and utilities (21.2%), and educational and health services (19.0%). Between February 2014 and February 2015, the largest decrease in employment was in the leisure and hospitality industry.

Atlantic City area employment (numbers in thousands)	Feb. 2015	Change from Feb. 2014 to Feb. 2015	
		Number	Percent
Total nonfarm	128.0	-1.3	-1.0
Mining, logging, and construction	5.0	1.0	25.0
Manufacturing	1.9	-0.1	-5.0
Trade, transportation, and utilities	21.2	0.8	3.9
Information	0.7	-0.1	-12.5
Financial activities	3.8	0.0	0.0
Professional and business services	9.4	0.1	1.1
Education and health services	19.0	0.4	2.2
Leisure and hospitality	37.3	-3.4	-8.4
Other services	6.0	0.2	3.4
Government	23.7	-0.2	-0.8

Source: U.S. BLS, Current Employment Statistics.

### B. Recent Change in Employment

Due to the national economic recession and the contraction of the local leisure and hospitality industry, employment in the Atlantic City area between February 2012 and middle 2014 dropped at a relatively rapid rate before rebounding in late 2014.

### C. Projected Employment

The South Jersey Transportation Planning Organization predicts that employment in Atlantic County will grow by 6.5% between 2010 and 2040, with the fastest growth dominated by administrative services (49%), educational services (87%), real estate (67%), healthcare (47%) and arts and entertainment (41%).

### D. Analysis of casino and hospital employees: 13% live in the City; 75% live in balance

of Atlantic County; 5% in Cape May, Cumberland or Ocean Counties; and 7% in Camden, Gloucester or Burlington, or Philadelphia or Montgomery counties in PA. (Zimmerman Volk)

- E. A September 2013 projection by Zimmerman Volk found that employment in Atlantic City was expected to increase by 15% between 2010 and 2040. The projection found that the industries expected to experience the greatest increase included retail, real estate, health care, and government. However, circumstances have changed, particularly with casino closures (Showboat and TEN will provide employment opportunities) and the city's financial problems. Both will hinder employment at least in the short-term period.

## V. PRESENT AND PROSPECTIVE FAIR SHARE FOR LOW AND MODERATE INCOME AND ITS CAPACITY TO ACCOMMODATE PRESENT AND PROSPECTIVE HOUSING NEEDS

A. The New Jersey Council on Affordable Housing (COAH) 2014 Affordable Housing Regional Income Limits for Region 6, Atlantic, Cape May, Cumberland, and Salem counties are as follows. COAH is a state agency that is response for administrating the Fair Housing Act. The Regional Asset Limit is used in determining an applicant's eligibility for affordable housing.

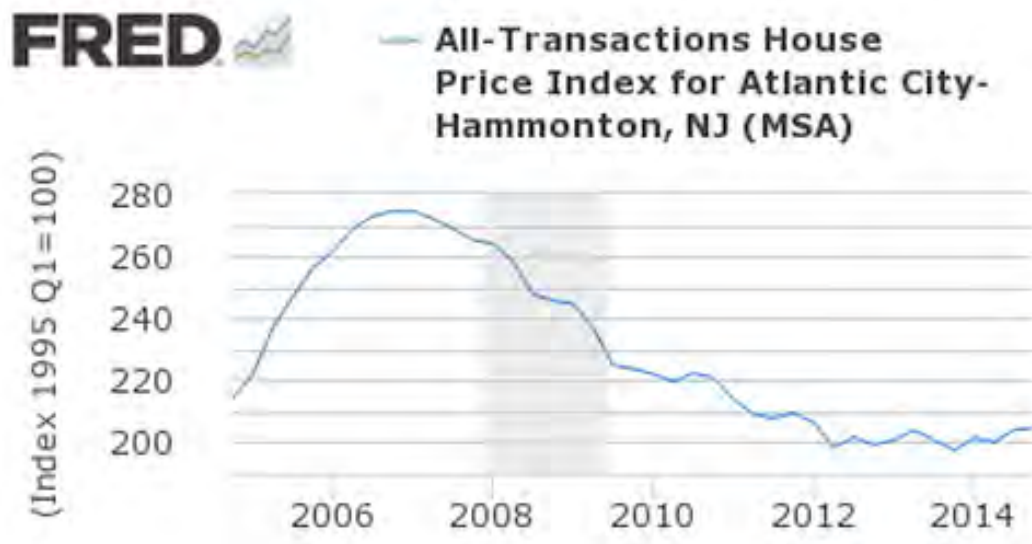
1. One (1) person household: \$15,326  
(very low income) - \$51,085 (median)
2. Two (2) person household: \$17,515  
(very low income) - \$58,383 (median)
3. Three (3) person household: \$19,704  
(very low income) - \$65,681 (median)
4. Four (4) person household - \$21,894  
(very low income) - \$72,979 (median)

B. COAH estimates the need for low and moderate income housing in Atlantic City to be:

1. 326 units for rehabilitation (based on an estimate of the actual number of deteriorated units in Atlantic City and occupied by low and moderate income households);
2. 630 new construction units;
3. The numbers above are based on growth that took place from 1987-1999. Currently, the current statewide affordable housing regulations are under the control of the state court system. While no actual obligations have yet to be settled for each municipality, the court continues to review two sets of affordable unit obligations. A report issued by David N. Kinsey, Ph.D., FAICP, PP in 2015 found that Atlantic City has a Third Round Net Prospective Need (1999-2025) of 1,000 affordable units. In contrast, a report issued by Peter A. Angelides, Pd.D, AICP found that Atlantic City has a Third Round Capped Prospective Need of 0 units.



- C. Housing Trends - According to the Federal Housing Finance Agency, housing prices in Atlantic County have continued to drop since 2006, as depicted in the table below. There is a direct relationship between housing pricing and the employment market. This would indicate the need in Atlantic County for higher paying jobs in the local market.
- D. Housing Trends - According to the Federal Housing Finance Agency, housing prices in Atlantic County have continued to drop since 2006, as depicted in the table below. There is a direct relationship between housing pricing and the employment market. This would indicate the need in Atlantic County for higher paying jobs in the local market.



Source: US. Federal Housing Finance Agency

- I. Consideration of land that is most appropriate for construction of low and moderate income housing and existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

Future development opportunities for low and moderate income:

<b>Development/ Owner</b>	<b>Location/Block and Lot</b>	<b># of Units</b>	<b>Type of Housing</b>	<b>Anticipated Completion</b>	<b>CRDA Contribution</b>
East Winds II/ Procida	Baltic, Mediterranean, New Jersey and Connecticut avenues	57	Ownership	Awaiting info	\$1.4 million and land
Private ownership/ Atlantic County Improvement Authority	Atlantic Avenue units above commercial rehabilitation	TBD	Rental or ownership	Awaiting info	None
Piggy's Block	N. North Carolina/ Block 317	TBD	Ownership	Awaiting info	None
Boraie Development	Block 132 & 133 / South Inlet	250 (50 affordable)	Market and affordable/ Rental	Construction to begin December 2016/January 2017	\$30 million
<b>TOTALS</b>					

All of the sites are within a regional planning area/growth center, have access to utilities, and do not impact freshwater wetlands.

## VI. FUNDING SOURCES FOR HOUSING

Due to the relatively low median income of Atlantic City residents, along with the CRDA housing and funding responsibilities, as well as the strong presence of the Housing Authority, housing has been heavily subsidized. Other reasons for the need for subsidy include the current economic conditions, low housing supply as builders' access to credit is reduced, and difficulty for buyers to qualify for a mortgage. As a result, residents are paying excessive amounts to house themselves, or living in substandard housing.

Programs, which have in the past, or have the potential to lower the cost of housing in Atlantic City include:

- A. Community Development Block Grants
- B. HUD programs
- C. Low Income Housing Tax Credits
- D. ERG
- E. CRDA land donation or construction subsidy
- F. Atlantic City Housing Authority
- G. Donation of foreclosed properties by the City
- H. Property tax abatement
- I. Low interest mortgage programs
- J. NJ HMFA programs
- K. NJDOT Transit Village
- L. Social service agencies
- M. Triad Housing Programs

## VII. CONCLUSIONS REGARDING HOUSING IN ATLANTIC CITY

Atlantic City's atypical demographics and job market significantly influences the housing need, including:

- The household income level of \$30,000 is approximately half of the county, state and nation.
- Jobs are disproportionately low paying service industry jobs and employment opportunities have decreased significantly since 1990.
- The number of renters compared to homeownership is two and half times the average, at 70% renters and 30% homeowners in the City.
- Multifamily dwellings are the predominant housing type, with 30% of the housing type buildings with 20 units or more
- The housing is aged, 59% built prior to 1970, and 44% built prior to 1960.
- Many residents are paying a significant amount of their income towards housing; 53% of owners and 50% of renters are paying 35% or more on housing costs
- Based on the cost of housing and income level of residents, 72% of the City's housing is available to low and moderate income households, as defined as households earning 50%- 80% of median household income of the region (for a 2 person household, low income is \$29,192 and moderate income is \$46,707 per New Jersey Council on Affordable Housing 2014 Regional Income Limits).

Due to these factors, housing rentals and ownership have been subsidized out of necessity. The number of units that have previously or currently receiving subsidy is extremely high. In addition, there are a multitude of social service agencies that also provide subsidized housing to seniors, disabled residents, and at risk individuals.

Non-subsidized (market rate) housing is reasonably priced in the City, as demanded by the average household income. This makes it difficult for re-investment by property owners. Overall, the existing housing stock has an average date of construction of 1952, and generally has not been maintained up to code. This has created a need for demolition and/or rehabilitation

of existing housing units.

Based on average household income and housing costs, 72% of the City's housing stock is affordable to low and moderate income households. This figure demonstrates that the need for low and moderate income housing is being met. Of concern is that the available housing may not be up to the standards of maintenance and care that is important for a strong community.

## VIII. RECOMMENDATIONS

This report recommends strategies to create a wider variety of housing types that are reasonably priced for the market. This is expected to result in a more balanced economic base to support the local economy, benefitting all residents.

Vacation/second homes, live/work lofts, casino and healthcare workforce housing, single and duplex residential on vacant lots, and owners' and renters' apartments above stores, are recommended to diversify the housing options and costs. The encouragement and possibly subsidy through land donations, construction costs, tax abatements or low interest construction loans or mortgages can be considered to jump start interest in the Atlantic City housing market by households that can help to balance the economy. Market rate and home ownership should be prioritized.

A discussion of housing must acknowledge the excessive and disproportionate number of low paying service industry jobs that make it difficult for the housing stock to be renovated and replaced. A correlation also exists between educational opportunities, well-paying jobs, and decent housing stock. Any effort to develop higher paying jobs in the City, and improve education, would contribute to the demand for housing by a variety of income levels.

Specific recommendations include:

- C. Rehabilitation of existing sub-standard or vacant units, particularly above stores on Atlantic Avenue and those with architectural or cultural significance;
- D. Demolition of units and housing structures that are outdated for the market and beyond repair;
- E. Partner with casinos and healthcare employers to provide workforce housing options;
- D. Encourage artist work/live lofts by identifying properties for rehab;
- E. Homestead Program to donate deteriorated homes and abandoned lots under public ownership to residents 'that will build a home and live there;
- F. Market to the second home buyer; and,
- G. Provide incentives for live/work uses and allow density increases for diverse types of housing.

**Sources:**

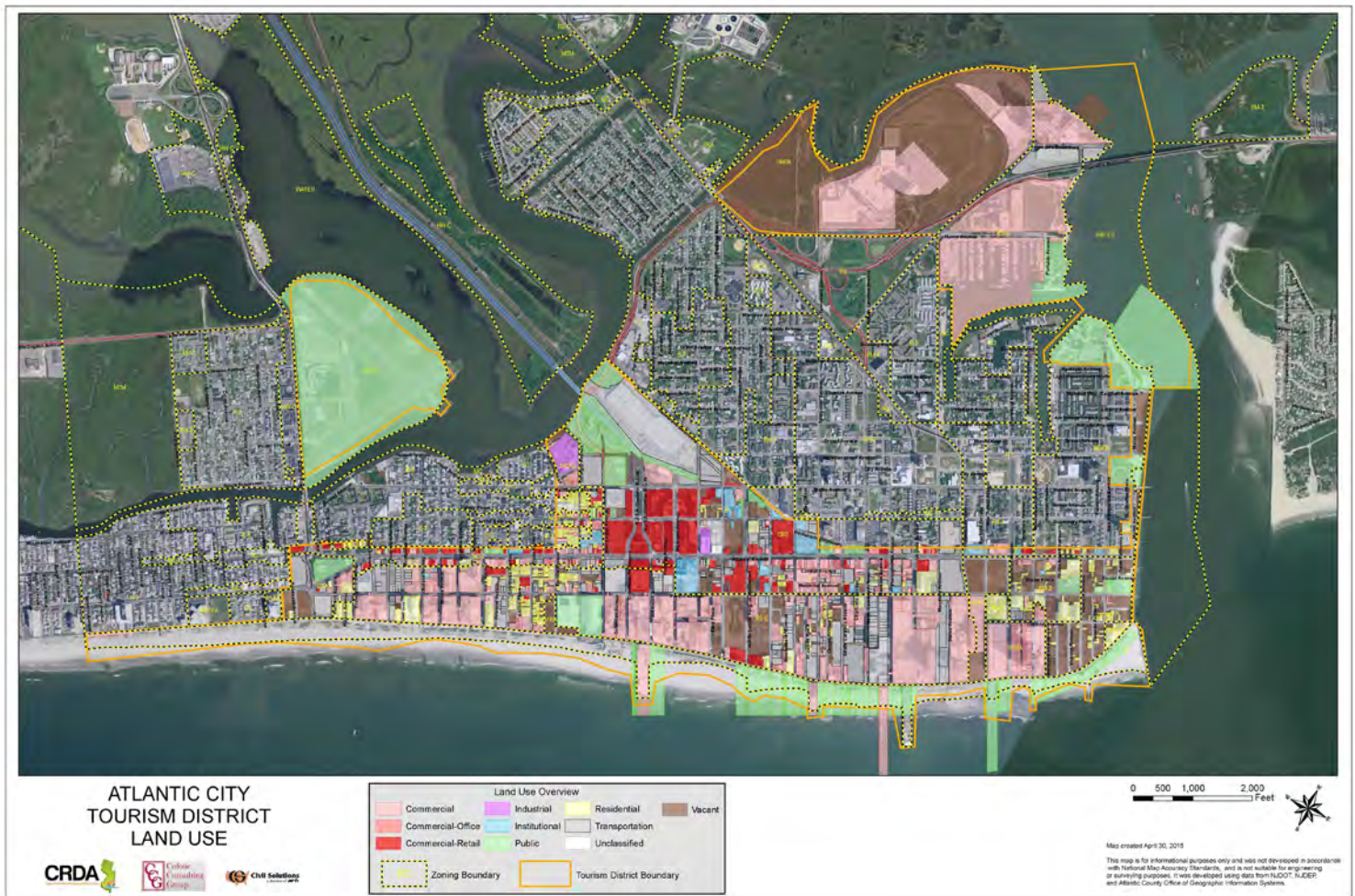
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***A Blueprint Strategy for Developing a Workforce Housing  
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***Residential Market Potential, Downtown Atlantic City Study  
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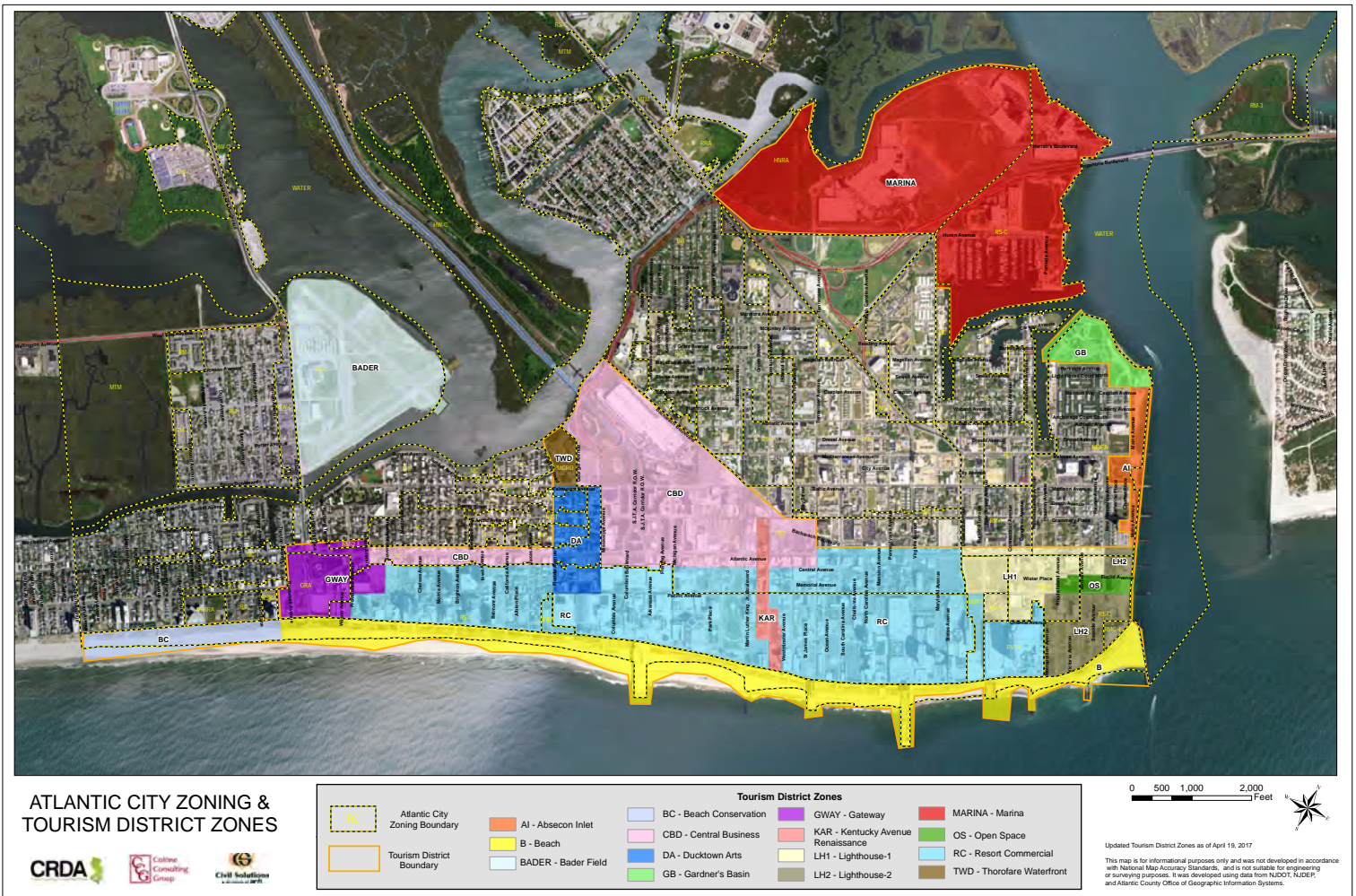
***Regional Transportation Plan 2040: Demographic Forecast.***  
South Jersey Transportation Planning Organization, July 2012

## EXHIBIT A





## EXHIBIT B





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