



NEW JERSEY CRDA  
**ATLANTIC CITY**  
TOURISM DISTRICT MASTER PLAN

INTRODUCTION AND EXISTING CONDITIONS

VOLUME

1

FEBRUARY 1, 2012

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## Executive Summary

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Atlantic City has a rich history as a leading entertainment destination for visitors from the east coast and around the world. A dynamic seaside resort with an extraordinary beach and Boardwalk, Atlantic City benefits from an established gaming, hospitality and entertainment industry with proximity to the major cities of the nation's most densely populated region. Atlantic City has deep roots, powerful assets and an enviable economic and cultural infrastructure.

Atlantic City has faced numerous challenges in recent years, however, including increased competition from gaming throughout the region, lack of non-gaming investment and a widely held perception that the City requires significant improvements in safety, cleanliness and the street-level experience.

Effective Feb. 1, 2011, the New Jersey Legislature adopted Bill S 11, P.L. 2011 c.18, which provides for the establishment of the Atlantic City Tourism District and transferred the Atlantic City Convention & Visitors Authority and Atlantic City Special Improvement District into the Casino Reinvestment Development Authority. With this legislation as the driver, and a strict deadline of February 1, 2012, the CRDA set out to create a Master Plan that would address the issues that the City faces in an implementable plan, and would secure City and State support to ensure its success.

The Master Plan that evolved includes extensive research of market conditions. The plan examined all aspects of the City's history, while taking account of its considerable resources, not the least of which are its residents, its businesses, its creative energy and its emotional connection to generations of visitors. The Master Plan leverages these elements to chart a course toward broad-based economic development.

### THE MASTER PLAN

The Tourism District Master Plan offers 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. The plan was developed with extensive participation by Atlantic City's stakeholders -- its residents, property owners, casino industry, businesses, investors, visitors, workers, City representatives and elected officials. 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.

### STAKEHOLDER PARTICIPATION

No one understands Atlantic City better than its stakeholders. Recognizing this, the Master Plan process sought their insight through community meetings, online forums and through direct meetings with individual stakeholders and stakeholder groups. The response was overwhelming and the resulting input was invaluable, helping to confirm the strategies, policies and project concepts within the plan. All suggestions were considered, and many are directly reflected in the Master Plan.

Stakeholder feedback, which included policy, development and marketing concepts, ranged from the exotic (ostrich-racing) to the practical (cleaner streets). Overall, the feedback presented more than 160 unique ideas, some of which were suggested separately by more than 200 different stakeholders. Specific suggestions included a 24-hour bike lane; a Navy ship or submarine near Gardner's Basin; improved casino facades, a farmer's, fish or Amish market; a Las Vegas-style Freemont Street Experience along Pacific or Atlantic avenues; a kite festival; an indoor water park, and an ice skating rink on the Boardwalk. In all cases the suggestions revealed a deep respect for the City's history and an unshakeable commitment to its future.

#### STRATEGY & PHASING

The Master Plan is organized in three phases along a geographical axis that runs east / west along the Boardwalk and beach, and north / south along Michigan Avenue to the Convention Center, with an additional focus on Gardner's Basin and Bader Field. The recommendations in each phase of the plan address the entire Tourism District, with the near-term phase focused on policies and initiatives that will reinvigorate the Boardwalk and beach, the corridor from which economic development will radiate. Mid-term phase suggestions include site-specific mixed-use projects that will be pursued through private development. These might include major Boardwalk attractions and family destinations such as a movie theater, indoor water park and themed restaurants. The long-term phase of the plan envisions visionary, large-scale projects such as the redevelopment of Bader Field, which require substantial planning and private investment. The Master Plan has been constructed to provide a pathway toward redevelopment with specific recommendations intended to prompt additional ideas and proposals by the private sector.

#### POLICY RECOMMENDATIONS

The Master Plan proposes targeted policy recommendations to support and enhance Tourism District initiatives. The plan recommends development incentives that support project developers and operators, rather than speculators. Efforts to establish a revenue stream for reinvestment in the Tourism District include sales-tax free holidays during an established "Recovery Period" to encourage retail, entertainment, and hotel activity, particularly during the off-season. In addition, the plan proposes recycling any net revenues generated by CDRA-sponsored interim uses into continued investment in the Tourism District. The plan also presents mechanisms to enhance the physical environment through aggressive enforcement of building codes and regulations, and financial penalties for problem properties that contribute to unsafe conditions in Atlantic City. It endorses a partnership with the city that would make possible the consideration of tax abatements for development within the tourism district that would result in the elimination of blight, the creation of jobs and net-new tax revenue for the city. It also suggests a demolition and property repurposing program focused on major thoroughfares, including Atlantic and Pacific Avenues.

#### BOARDWALK & BEACH

The Master Plan views the beach and Boardwalk as a powerful and important corridor that will help re-activate the entire Tourism District. To jumpstart this, the plan proposes vibrant and dynamic programming, enhanced, Boardwalk-appropriate retail, and the creation of three distinct, buzz-worthy Boardwalk attractions that will repeatedly draw people to the beach edge, especially in the age of social media. Specifically, the plan suggests three large-scale attractions – perhaps themed around light, sound/performance and wind – to be located in the Downbeach, Mid Town and The Inlet areas, thus activating the entire stretch of the Boardwalk. The streetscape facing the Boardwalk will be provided with new and exciting façades, expanding the current CRDA Façade Improvement Initiative. This will visually energize the Boardwalk, enabling it to present a seemingly endless array of food, beverage, merchandise, concessions and service offerings. The plan recommends integrating multiple police substations into this stretch of shop fronts to enhance security and to expand the visual presence of law enforcement. Finally, the plan recommends that CRDA consider the Boardwalk

and dune area as a landscape design project to assure that all natural features and the built environment work cohesively.

#### **STREETS IMPROVEMENT STRATEGY**

The Master Plan provides design principles for a streets improvement strategy based on the hierarchy of avenues within the Tourism District. It includes a gateway into the City utilizing traditional materials and branding. Running perpendicular to the beach and Boardwalk, Michigan Avenue is key element of this strategy, enhancing the connection between the Convention Center District and the Boardwalk, with access to everything in between. A similarly important street is Mississippi Avenue and the connection for Boardwalk Hall event attendees. Suggested improvements to Maryland Avenue will ensure a seamless connection between the Marina District and the Boardwalk casinos. The streets improvement plan relies on a vibrant mix of retail, pedestrian circulation, signage, ground-floor retail, visual amenities, parks, residential living, adaptive re-use, good traffic circulation and safe and clean environments. Architectural improvements to casino pedestrian bridges can enhance this effort, adding transparent walls to provide visual access and reduce the impact on sightlines.

The plan proposes improving street life and pedestrian circulation on lateral streets such as Michigan, Missouri and Mississippi to connect Atlantic Avenue and Pacific Avenue to the Boardwalk. The combination of building improvements to the casino facades, lighting, and right-of-way upgrades with operational restrictions limiting the time-of-day delivery and waste collection will encourage pedestrian circulation in and around the casino core areas. This increased sense of safety will contribute to Atlantic City's resort persona.

#### **PACIFIC AVENUE**

The master plan vision calls for Pacific Avenue to become a series of high-energy destinations in the Downbeach, Midtown and Crystal Beach casino core areas. Parking areas, service areas and other open space can be rethought for use as restaurants, bars, Chelsea retail shops, and access/egress points for upper level entertainment and nightclubs.

The streets will come alive when interior activity spills out onto the sidewalk amid an inviting new landscape scheme infused with signage and media technology. The enforcement of operating regulations for jitneys and taxis will encourage these service providers to contribute to the experience. Slower traffic is encouraged on Pacific Avenue. Users who desire to move swiftly, west to east, will be encouraged to use Atlantic Avenue. In the Galleria District and Park Place District, Pacific Avenue's right-of-way improvements will serve as the predecessor for future investment and development, complementing interim improvement measures.

#### **ATLANTIC AVENUE**

Atlantic Avenue will become, once again, the “main street” of Atlantic City. The Master Plan proposes a districting structure and merchandising approach, conducted in partnership with the Main Street Program that will create a series of connected environments along Atlantic Avenue's two-mile path. Central to the Atlantic City districting plan is the Central Business District (CBD) and City Center, which is the home of The Walk. The Master Plan encourages expansion of The Walk, connecting Pacific Avenue to the Boardwalk in and around the Midtown core. Moving west, one will find an Arts District and, further west, the proposed Chelsea District. Beyond the CBD to the east will be The Inlet District, where the plan encourages early construction of Academic Campus integrated with the Lighthouse Park open space and quality residential development along the water.

The Master Plan suggests, for Atlantic Avenue, a public/private management group -- in conjunction with CRDA and Main Street Atlantic City -- that cooperatively leases, manages and maintains the various districts along the City's “main street.” Combining this strategic improvement of Atlantic Avenue businesses with the right-of-way improvements recalling

historical architectural elements, will meet visitors' expectation for a clean, safe and energized coastal resort destination similar to locations found all along the eastern seaboard. Atlantic Avenue is thereby strengthened as the backbone of the City for residents, employees and visitors.

#### **GALLERIA DISTRICT, PARK PLACE, AND THE INLET**

As visitor numbers increase within the Tourist District, further development in the Galleria District, Park Place District and The Inlet will be guided by a Master Plan vision featuring a sense of place and connection at street level and building architecture that interprets historic past elegance in a contemporary manner. Suggested developments include uses such as residential and non-gaming hotel resorts, shops, restaurants, and street level entertainment. It is suggested that additional casinos may be appropriate in this district at a later stage of redevelopment. In the interim, the plan proposes a temporary sports recreation district in Park Place, with gardens, art installations, farmers markets, etc., to attract a youthful audience and to create a further sense of place, activity and fun.

#### **BADER FIELD**

Bader Field has been referred to as the biggest real estate development opportunity in Atlantic City, but it is one that must be activated with strategic timing for the market opportunity to grow. The Master Plan suggests that large-scale development of Bader Field will require significant planning, infrastructure and investment and that it is best timed to the latter stages of the redevelopment effort. In the short-term, the space offers a remarkable location for major events and activities, such as the recent Dave Mathews event. With the appropriate timing and partnership, Bader Field will be a critical component to the long-term success of the City.

#### **GARDNER'S BASIN**

Atlantic City has a remarkable asset in Gardner's Basin, which boasts an active Fisherman's Village and aquarium, and which has the potential to attract many new year-round visitors if access and recognition are increased. Gardner's Basin boasts a prime location on the inlet, adjacent to a working fishing fleet and with unparalleled views of the marina, positioning it as a candidate for significant private investment. The area has a rich heritage along the eastern seaboard and can become even more vital through the creation of a Marine Mammal & Technology Center with strong historical links.

#### **THE FUTURE**

The Master Plan and implementation strategy presents a flexible long-term vision for the Tourism District with incremental phasing that enables the proposed initiatives and policies to reinvigorate Atlantic City in the near-term as the leading resort destination in the Northeast and beyond.

Ultimately, the Master Plan and related implementation strategy is a visioning document that offers a guide for public and private development decisions that will advance with community input and direction. The plan is intended as a foundation on which CRDA and the State of New Jersey will formulate further regulations and Master Planning guidelines for adoption and execution. As indicated herein, it is intended that the plan will accommodate action in the near term and over a two-, five- and 10-year horizon.

## Section 1 Introduction

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### 1.1 Background

On February 1, 2011, Governor Chris Christie signed into law P.L. 2011, c.18, establishing the Atlantic City Tourism District (Tourism District) and transferring the Atlantic City Convention and Visitors Authority, together with its functions, powers and duties, to the Casino Reinvestment Development Authority. As part of the Act, the Casino Reinvestment Development Authority (CRDA) has established the boundaries of the Tourism District. CRDA is responsible for developing a Master Plan for the Tourism District and adopting that plan by February 1, 2012 in accordance with the Act.

The Casino Reinvestment Development Authority is an independent authority that was created in 1984 by Chapter 218 of the laws of the State of New Jersey (N.J.S.A. 5:12-153, et seq.). CRDA is responsible for investing a portion of the casino gaming industry's revenues into economic and community development projects in Atlantic City. With the passing of this new legislation, CRDA's rights and responsibilities have been expanded. CRDA now has jurisdiction to impose land-use regulations, implement development and design guidelines and implement initiatives that promote cleanliness, commercial development and safety, undertake redevelopment projects, and institute public safety improvements in coordination with security and law enforcement personnel. CRDA also has jurisdiction over the rules and regulations affecting the control and direction of traffic within the Tourism District, has approval authority of road projects, and has the right to exercise eminent domain. CRDA has been provided with all the necessary tools and governmental authority to create and implement a Master Plan.

In May 2011, CRDA issued a Request for Proposals (RFP) for Master Planning Services, Tourism District, Atlantic City, NJ. The Jones Lang LaSalle team was selected to conduct this Master Plan and commenced work in November 2011. The Jones Lang LaSalle team is comprised of the following firms:

**Jones Lang LaSalle** was incorporated in 1997, with origins dating back to 1783. With 184 corporate offices worldwide and operations in more than 750 locations in 60 countries, Jones Lang LaSalle is a global real estate services firm. There are approximately 40,300 employees providing comprehensive integrated real estate and investment management expertise on a local, regional and global level to owner, occupier and investor clients. Jones Lang LaSalle leads the Master Planning team with direct accountability to CRDA.

**The Jerde Partnership** was founded in October 1977, and is a visionary architecture and urban planning firm that designs unique places that deliver memorable experiences and attract millions of people every day. As the firm that pioneered “placemaking”, Jerde has created projects throughout the world that provide lasting social, cultural and economic value and promote further investment and revitalization. The Jerde team is responsible for the creation of the Master Plan with guidance and input from the full team.

**Birdsall Services Group**, founded in 1919, offers a broad range of public engineering and consulting services to municipalities, public authorities, counties and government agencies.

**Hill Wallack** is a Princeton-based law firm established in 1979 with historic strengths in the areas of land use, development and public-private partnership efforts.

## 1.2 Objectives

The Master Plan for the Tourism District is intended to create a vision for changing perceptions of Atlantic City, repositioning it as a leading resort destination. The legislation calls for additional elements that will serve this overarching goal, including the development of a public safety plan and the implementation of a full-scale, broad-based, five-year marketing program. Together with these essential elements, the vision for the Tourism District will be positioned to succeed.

The objectives for the Tourism District Master Plan include the following:

- Develop an economically viable and sustainable tourism district;
- Cause an expansion of Atlantic City's tourism and economic bases;
- Allow the City to gain economic strength, attract new corporate residents, develop new and expanded attractions, or other physical improvements of the Tourism District that will appeal to target markets and the Atlantic City community;
- Identify zones, sub-zones or sub-districts within the Tourism District, which govern land use patterns, type and location of uses, guide pedestrian patterns, address parking and signage planning and identify transportation improvements;
- Establish goals, policies, needs and improvements of the Tourism District;
- Identify goals and policies to implement clean and safe initiatives;
- Identify goals and policies to reinvigorate the Boardwalk, positioning it to attract new visitors and investment to Atlantic City; and
- Recommend an implementation strategy for proposed development and public infrastructure for the near-term; a two-, five- and 10-plus-year horizon.

## 1.3 Approach

The Master Plan was developed on a fast track, with a required delivery date by February 1, 2012. Under a consolidated three-month schedule, the Jones Lang LaSalle team established a work plan for completion of the three primary components of the plan: Existing Conditions Assessment, Ideation, and Master Plan. Ultimately, these three components were consolidated into one deliverable, the Master Plan, and interim drafts were provided to the CRDA for review and comment. The following outlines the workplan and presents the overall approach that was used for completing the assignment.

### Month 1 – November 1 to November 30

#### Administrative

Jones Lang LaSalle worked directly with CRDA to expedite the completion of the professional services contract requirements in order to begin the services immediately upon notification of award. Integral to the contract process was the implementation of the following logistical and administrative management protocols:

- development of an overall project schedule;
- finalization of a master list of interim and final deliverables;
- development of subconsultant scope and deliverables;
- development of lines of communication, creation and maintenance of project directory, and other administrative protocols;
- understanding of presentation and decision-making process;
- establishment of lines of communication with CRDA and other project constituents beyond the stakeholders groups, as identified in the RFP;
- development of complete list of existing conditions documents and required base information necessary to proceed with the services including, but not limited to:
- Atlantic City Master Plan;

- CRDA Atlantic City Regional Transportation Plan;
- CRDA “Downtown Plan”;
- Main Street Atlantic City Downtown Revitalization Plan;
- CRDA Workforce Housing Analysis;
- Atlantic City Zoning maps;
- Atlantic City Alliance Report; and
- Red Gate Report

- Gathering of all existing base data including:
  - Previous strategies and planning prepared by CRDA and other authorities
  - Maps and documents describing the physical nature of the properties being studied as well as other factors that will affect the Master Plan;
  - Regulatory factors influencing the development;
  - Community and political issues that will impact the development; and
  - Other constraints that may act as guidelines for our work.

### Existing Conditions Assessment Phase

Concurrent with the establishment of management procedures and contractual arrangements, the Jones Lang LaSalle team began the information gathering process. Key representatives from the project team met with CRDA to review all available information and establish a preliminary list of required base documents needed for the team to move forward efficiently. It was essential from the beginning of the work to compile as much information and data as possible regarding the study area. This would enable the team to remain fully informed prior to the commencement of meetings and interviews with the key stakeholder groups.

The Master Planning team, in conjunction with CRDA, then held a series of meetings, as follows:

- Project kick-off meeting to outline the process, schedule, and deliverables, as well as confirmation of the goals and objectives of the Master Plan study.
- After the project kick-off meeting, the team held a series of focused meetings with smaller groups. This allowed for further understanding of individual goals and objectives, as well as time to conduct interviews and request specific information for advancing the Master Plan study. The list of meetings included:
  - Atlantic City Alliance;
  - Redgate - Revel;
  - CRDA;
  - City of Atlantic City Planning Department;
  - Casino Owners;
  - City of Atlantic City;
  - Atlantic City Residential Representatives; and
  - Atlantic City Business Representatives.
- In conjunction with the project meetings, the Master Planning team began the following activities:
- Created a real estate database of each parcel in the tourism district, including property profile and existing conditions including tenancies, existing title and tax records, encumbrances and adjacencies, as available.
- Determined the development feasibility of each parcel or assembled parcels, taking into account all relevant economic and development factors and constraints, including, but not limited to, existing conditions, current planning documents, real estate values, regulatory issues, real estate taxes, market conditions, access, labor, incentives, infrastructure, etc. Input was solicited through interviews with key players in the development community.

- The team became familiar with the existing current planning documents and prepared a land use inventory and conditions assessment. Through our previous work in Atlantic City, we were already familiar with many of the planning documents.
- The team gathered the information to prepare an infrastructure inventory assessment. We were provided with the current infrastructure assessment report by CRDA.
- The team presented similar urban/resort real estate developments with comparable characteristics and missions to those of CRDA.

### **Deliverable**

Draft Master Plan on December 23, 2011 and updated draft on January 6, 2012 for review.

### **Ideation Phase**

The following activities occurred:

- Initial ideation sessions were conducted/led by Jones Lang LaSalle. The Ideation Phase was designed to generate ideas relative to short-term and long-term action planning. This included internal roundtable discussions, addressing applicable case studies, potential use and programming generation, and diagramming.
- After the project kick-off meeting, the team held focused meetings with smaller groups. This allowed further understanding of individual goals and objectives, as well as time to conduct interviews and request specific information to advance the Master Plan study. We then met with the following entities and stakeholders:
  - Atlantic City Alliance;
  - Redgate - Revel;
  - CRDA;
  - City of Atlantic City Planning Department;
  - Casino Owners;
  - City of Atlantic City;
  - Atlantic City Residential Representatives; and
  - Atlantic City Business Representatives.
- Other successful urban/resort redevelopments were presented and reviewed for best practices.
- Initial meetings with stakeholders were scheduled.
- Concepts were vetted for market, economic and financing feasibility also taking into overall economic value created and/or the “halo affect” of concepts on the tourism district and Atlantic City.
- Ideation sessions were continued focusing on building on Atlantic City’s unique and abundant assets.
- Market, development and financial feasibility analyses were conducted on some of the initial concepts coming out of the ideation sessions.
- Weekly project update meetings were conducted with CRDA.
- The team conducted a Master Planning design workshop. The workshop led to the discovery of ideas, vetted with CRDA, for further development during the Master Plan process.

### **Deliverable**

Draft Master Plan on December 23, 2011 and updated draft on January 6, 2012 for review.

### **Months 2 & 3 – December 1 to January 31, 2012**

#### **Master Plan Phase**

After the presentation at the end of the first month, direction was determined for further refinement and development. During the second month, the design team developed Master

Plan documents identifying zones, subzones or sub districts, along with development opportunities and guidelines for use in development of a proposed development strategy. Progress meetings continued on a bi-weekly schedule during the month of refinement of the preferred scheme.

During this month the following activities occurred:

- Prepared alternative development plan studies for the Boardwalk and properties owned by CRDA.
- These alternative development plans explored ideas including non-gaming attractions and entertainment programming; modifications to existing casinos; public infrastructure; vehicular and pedestrian circulation patterns particularly in the Boardwalk area; connection to existing commercial and public area immediately adjacent to this Master Planning area, and overall identity features that augment the planned uses.
- Plans include:
  - Site Analysis/Site Planning Diagrams – Opportunities and Constraints
  - Imagery associated with proposed ideas and new districts
  - One- and two-dimension diagramming
  - Vehicular and pedestrian circulation studies
  - 3D computer massing images
  - Development program summary

The development recommendation strategy included Jones Lang LaSalle's management participation in all meetings necessary with CRDA personnel to synthesize the data gathered and make recommendations; to respond to comments and questions from CRDA or stakeholders regarding the recommendations advanced by the Master Planning team; to prepare timetables and schedule estimates for implementing the recommendations accepted by CRDA; to participate in all meetings, as required, including sessions with authorities such as CRDA Board, City Planning and Development; to attend meetings of, or present to, the City Council and stakeholders.

The latter part of the third month was dedicated to the compilation and production of the final report and executive summary. The final report is formatted in a manner that contains both the final recommendation and phased implementation strategy within two-, five- and 10-year horizons, as well as the necessary appendix information to allow users to understand the design processes, limitations, and guiding principles that produced the final results. It is imperative to have a single, cohesive document that contains the historical process of the Master Planning study from its nascent state through completion, in order to allow individuals not involved or otherwise associated with the project to understand the process.

The final month included with final presentations to CRDA, stakeholders, and other associated groups. The final month also included working with CRDA and Special Counsel to develop land-use regulations for the Tourism District.

### **Deliverable**

On or before February 1, 2012, Jones Lang LaSalle will deliver one electronic original of the final Master Plan.

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## Section 2 Existing Conditions

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### 2.1 Location and Overview

Atlantic City, in southeast New Jersey, lies on narrow, sandy Absecon Island several miles off the mainland. The island, separated from the mainland by a series of low-lying meadows and a narrow strait, is 62 miles southeast of Philadelphia, 120 miles south of New York City and borders Absecon, Brigantine, Pleasantville, Ventnor and West Atlantic City (part of Egg Harbor Township).

Vehicular access to the City is via Black Horse Pike/Harding Highway (US 322/40), White Horse Pike (US 30) and the Atlantic City Expressway.

New Jersey Transit's Atlantic City Line runs from Philadelphia directly to the Atlantic City Rail Terminal at the Atlantic City Convention Center. Rail service is also provided between New York Penn Station and the Atlantic City Rail Terminal. The line is known as Atlantic City Express Service (ACES), although it is seasonal, and the casinos may not subsidize its continued operation next summer.

Within the City, public transportation is provided by New Jersey Transit along 13 routes, and by the Atlantic City Jitney Association (ACJA) on four fixed-route lines and on shuttles to and from the rail terminal. The Atlantic City Bus Terminal is the home to local, intrastate and interstate bus companies including New Jersey Transit and Greyhound bus lines, which offer service to Atlantic City from New York City, Philadelphia, Baltimore, and Washington, D.C.

Commercial airlines serve Atlantic City via Atlantic City International Airport, located northwest of the City.

Atlantic City's climate, while generally continental, is influenced by the proximity of the Atlantic Ocean. Summers start later and last longer than on the mainland and winters are milder. Precipitation is moderate and distributed throughout the year. The exception is the heavy rainfall from an occasional hurricane blowing in off the coast.

Population: 39,558

Area: 11.3 square miles

Elevation: 6 to 8 feet above sea level

Average Temperatures: January, 30.9° F; July, 74.7° F; annual average, 53.0° F

Average Annual Precipitation: 40.3 inches of rain; 15.7 inches of snow

### 2.2 History

Atlantic City has a rich and interesting history, documented in many sources and recently glamorized in HBO's series, *Boardwalk Empire*, based on the book of the same name by Nelson Johnson. This book documents the early formation of Atlantic City as a resort town in the mid-1850s with the creation of the Camden-Atlantic Railroad, which made it possible for the populations of Philadelphia and Camden to visit the seashore in a single day without the expense of a long vacation. From there, the book documents the years of Atlantic City's rise and setbacks, political corruption, demographic and social shifts, and rebirth in the 1970s with the legalization of casino gambling.

Resorts International opened its doors on May 28, 1978 to thousands of customers waiting in line, and proceeded to emerge as the most profitable casino in the world. What followed was nearly 30 years of growth and prosperity. Since its inception, CRDA has invested \$1.5 billion in Atlantic City, creating a host of development projects, including 1,500 new housing units. Recent national and regional economic forces – including the recession and the expansion of new gaming options throughout the region -- have taken their toll, however. By 2005, visitor volume peaked and started a steady decline. It has become increasingly clear that investment in Atlantic City is required to restore the City's image and to encourage redevelopment.

## 2.3 Existing Planning Documents

While there have undoubtedly been studies of Atlantic City throughout the past few decades, only the most recent documents were reviewed and evaluated as part of this study. These documents reflect the most current conditions and make recommendations for improvements. What follows is a chronological list of the documents made available. We used these documents as reference materials for the Ideation and Master Plan components of this project, and endeavored to recognize whether any new ideas were based on previous efforts, or where we may have departed from their recommendations.

**No date, appears to be older, Draft, One Way Traffic Along Pacific Avenue and Atlantic Avenue in Atlantic City, by Bureau of Traffic Engineering and Investigations.**

**August 2007, Main Street Atlantic City, Downtown Revitalization Plan, by Karabashian Eddington Planning Group LLC, for Main Street Atlantic City.**

**September 2008, Atlantic City Master Plan, by Karabashian Eddington Planning Group, LLC.**

**April 2009, A Blueprint Strategy for Developing a Workforce Housing Program for the Atlantic City Region, by Triad Associates prepared for Casino Reinvestment Development Authority.**

**May 2009, The Atlantic City Regional Transportation Plan, Volume II Implementation Program, by DMJM Harris/AECOM, for Casino Reinvestment Development Authority.**

**June 15, 2009, AC Right, Atlantic City Regional Implementation Group for Housing and Transportation.**

**October 1, 2010, ACY Air Service Incentive Program, South Jersey Transportation Authority, Atlantic City International Airport.**

**Adopted December 21, 2010, Atlantic City Downtown Revitalization Plan, Atlantic City Project Review Committee Update, Casino Reinvestment Development Authority.**

**January 28, 2011, Economic Impact Study of Increased Air Service at ACY on Atlantic City, Spectrum Gaming Group, for South Jersey Transportation Authority.**

**February 2011, Preliminary Feasibility Report, by Artspace Projects Inc., for Casino Reinvestment Development Authority.**

**February 3, 2011, Atlantic City Revitalization, Marketing Meeting #2, by Chadwick Martin Bailey.**

**No date, Atlantic City Revitalization, Project Overview, by Chadwick Martin Bailey.**

**No date, Profile Tables, by Chadwick Martin Bailey.**

**No date**, *Atlantic City Revitalization Stage 2: Increased Understanding of Key Segments*, by Chadwick Martin Bailey.

**No date**, *Atlantic City Revitalization Stage 3: Concept Testing*, by Chadwick Martin Bailey.

**March, 2011**, *Atlantic City Revitalization, Phase 2, Qualitative Findings*, by Chadwick Martin Bailey.

**March 3, 2011**, N.J.A.C. 7:7E, *Coastal Zone Management Rules*.

**April 19, 2011**, *Map of Areas Where Tourism Trade Predominates*, Casino Reinvestment Development Authority.

**June 13, 2011**, *RFQ for Downtown Atlantic City*, Pennrose Properties, LLC.

**June 13, 2011**, *Letter of Interest, RFQ, Development of Mixed Use Project in Downtown Atlantic City*, from Pennrose Properties LLC to Casino Reinvestment Development Authority.

**July, 2011**, *Revitalization Strategy*, by Atlantic City Alliance and Beyer Blinder Belle.

**October 11, 2011**, *Steel Pier, Volume II*, Steelman Partners.

**November 7, 2011**, *Absecon Inlet Waterfront Development*, by Revel, Redgate, CBT/Greenberg Consultants.

**November 2011**, *Revised Capital Needs Assessment for the City of Atlantic City*, by Remington, Vernick and Walberg Engineers for Casino Reinvestment Development Authority.

Additional documents that served to provide history and context to this report included:

Johnson, Nelson, *Boardwalk Empire, The Birth, High Times and Corruption of Atlantic City*, 2002.

Johnson, Nelson, *The Northside: African Americans and the Creation of Atlantic City Corruption of Atlantic City*, 2010.

## 2.4 Current State of Atlantic City

Most recently opened in 2003, The Borgata is the first new casino built since 1990. Next will be the opening of the Revel casino, slated for the spring 2012. Soon to be completed is the Hard Rock Hotel and Casino scheduled for opening in Spring 2014, subject to financing. Aiming to maintain relevance and a competitive edge alongside other US destinations, Atlantic City's current investments are dedicated to expanding beyond gambling to provide a diversified set of public attractions.

### 2.4.1 Observations of Existing Conditions

#### 2.4.1.1 Casino Destinations

The current visitor experience offered by the existing casinos along the Boardwalk (the yet to be completed Revel Casino Resort excepted) do not provide visitors with the type of experience found in other, newer casino resorts. The entries from both Pacific Avenue and the Boardwalk are poorly lit, are not inviting relative to the materials and amenities offered, and are not adequately visible from the exterior, particularly along the Boardwalk. The gaming floors, public

paths, and other non-gaming offerings are similarly tired. Additionally, in many instances, the ceilings are low and visitor circulation is confusing. The actual gaming and non-gaming offerings, be it table games and slots, bars and restaurants, show theaters, and retail and concession are quite adequate. The exterior architecture of many of the buildings is not indicative of a coastal resort destination and the basic organizational layouts are introverted, and do not contribute to the visitor experience at street level on all four sides.

However, the clustering of casino resorts into three zones does create a synergy that is exciting and does attract people due the multiple offerings. The strongest is the Midtown area, however, with the opening of Revel, the South Inlet will most likely become as strong. The Downbeach cluster seems to suffer a bit because it is removed from the others, though there has been fairly good improvements such as the Quarter at Tropicana, the Ritz and the Chelsea to name a few.

The Casino destinations in the Marina District do not suffer the same lack of visitor experience and are good examples of state-of-the-art offerings.

#### **2.4.1.2 Boardwalk/Beach**

The relationship between the beach, Boardwalk and casino properties creates one of the most fascinating destinations found in the world. The beach itself seems to be well maintained relative to erosion and use, and the Boardwalk surface itself is in good repair. However, the uses and amenities along the Boardwalk are of limited value. While CRDA is in the process of upgrading lighting, the lighting in general is inadequate, the street furniture is minimal, there is virtually no landscaping, and there are very few activities and little entertainment content. The history of carriage-type visitor transportation is rather extensive. However, the current rolling chair program does not contribute to the experience and, in some instances, is a negative.

The beach includes dunes that provide erosion control during inclement weather. Unfortunately, they inhibit views to the ocean from the Boardwalk. During the warmer seasons there is a good use of the beach by the casinos, with covered temporary structures and service; this is a beneficial amenity.

As stated above under Casino Destinations, the casino storefronts along the Boardwalk generally are not transparent enough to act as a visitor attraction. The use of reflective glazing prevents the organization of uses inside the casinos from being recognizable from the Boardwalk, and the general appearance of the ground-level exterior is not resort-like. A good example is the work done at the restored Ritz.

There are examples of corporate advertising on the Boardwalk but the extent of banners, awnings, unique and artistic signage, concessions, and events are limited and/or dated. CRDA has instituted a facades improvement campaign, which is upgrading the quality of the Boardwalk experience, but gaps or “dead zones” occur, which discourage visitor attendance during off seasons.

#### **2.4.1.3 Piers**

Access to all piers is easy, pleasant and oriented toward the public. The Garden Pier continues to be an open public venue, which is an asset to the Boardwalk. Both the Steel Pier (assuming the development of the proposed uses) and Central Pier are amusement attractions, which are also assets. Ocean 1 Pier, or Caesars Shops with an evolved ownership, will no doubt address the inappropriate and unsuccessful luxury tenant strategy with more appropriate lifestyle and waterfront-type uses. Additionally, the exterior, as viewed from the Boardwalk, is rather unattractive and could be reconstructed with an inspiration from the past.

#### **2.4.1.4 Pacific Avenue and the Lateral Connecting Streets (such as Michigan Avenue)**

The experience along Pacific Avenue falls into two categories; one, the areas contiguous to the casino clusters; and two, the areas between the casino clusters. With the exception of the Tropicana, within the casino clusters, the environment is given over to parking structures, service, and vehicular entries. Because the architecture is uninviting, there are no uses, and the sidewalks are narrow, these areas contribute to the feeling that the City is not walkable and not attractive. The lighting, landscape and signage are not well done.

In the areas between the casino clusters, there are very few uses, which also prevents this area from delivering on the visitors' expectation of an exciting and entertaining environment.

Along with the missed opportunities for visitor attractions, and a lack of resort ambience along the Boardwalk, this areas stands out as one of the major causes of the poor perception of Atlantic City.

#### **2.4.1.5 City Entries – AC Expressway, Route 30, Route 40/322**

A City of coastal entertainment with an island setting should have a sense of arrival providing the visitor with a sense of expectation. None of these boulevards, avenues and/or streets has the landscaping, lighting, and artistic signage it could have to satisfy brand identity. The general condition of the arterials such as the AC Expressway, Route 30 and the Brigantine Bridge access are quite well done technically. The sense of celebration, however, is lacking. Standard advertising billboards do not necessarily add to the quality of place.

#### **2.4.1.6 South Inlet**

The beach, boardwalk, and density characteristics of this area east of Maryland Avenue, from the Revel property to Gardner's Basin, are very pleasant. While it tends to be a little windier in this area the beaches are attractive and accessible, and the newer housing product is quite good. There are many vacant lots and unoccupied buildings, which creates a perceived or real safety problem. Further, the views are some of the best in Atlantic City.

#### **2.4.1.7 Gardner's Basin**

This is one of the hidden treasures of Atlantic City, and it is a non-gaming attraction with the two authentic uses of the fishing fleet dock areas and the aquarium, along with the limited village of retail and food offerings connected directly to the waterfront. There is nothing to change relative to the marine industrial uses of the fishing operation. In fact, this should be encouraged to remain. The village and aquarium are small and have limited content to attract large numbers of people, and actually contribute to an increased attraction value. However, the framework exists to build on.

#### **2.4.1.8 Bader Field**

The existing condition is one of a non-maintained and abandoned property. Additionally, the ballpark is also in a state disrepair. It is also devoid of all landscape features. Nevertheless, this property has always been identified as one of the most valuable single real estate assets of the City. It is of single ownership, has a very long waterfront shoreline, is visible upon entry into the City and has great views of all Casino Resorts. However, any serious building improvement would require improved access and infrastructure services.

### **2.4.2 Stakeholder Input**

The team met with stakeholders in a series of meetings in Atlantic City from November 1 – 4, 2011 and December 13 - 15, 2011. The purpose of the meetings was to hear from the stakeholders what the key issues are in Atlantic City, what work they are currently doing, and to

generate ideas for consideration in this Master Plan. Stakeholders that participated in these meetings included the following:

- Atlantic City Alliance
- Atlantic City Arts Commission
- Atlantic City Convention Center and Visitors Authority
- Atlantic City Library
- Atlantic City Police Department
- Atlantic County Realtors Association
- Casino Licensees
- City of Atlantic City Council
- City of Atlantic City Departments of Planning, Engineering, Code Enforcement
- Commercial Property Owners
- Greater Atlantic City Chamber of Commerce
- Hanson Commission representatives
- Historic Gardner's Basin Park
- Legislators
- Main Street Atlantic City
- Metropolitan Business and Community Association
- NJ Department of Environmental Protection
- Protecting Atlantic City's Environment – A Quality of Life Task Force
- State Officials
- Stockton College
- Tourism District Public Safety Commander

#### Community Meetings

- Atlantic City Hotel Lodging Association – November 10, 2011
- Greater AC Chamber Forum on CRDA Master Plan – November 30, 2011
- Atlantic City Tourism District Advisory Commission – December 13, 2011
- Casino Association of New Jersey – January 3, 2012
- First Ward Civic Association – January 3, 2012
- Venice Park Civic Association – January 9, 2012
- Community Wide meeting in partnership with Westside Neighborhood Protective Association – January 18, 2012
- Atlantic City Tourism District Advisory Commission – December 13, 2011 and January 24, 2012
- Chelsea Neighborhood Association – January 26, 2012

#### Master Plan Community Web-Site

- [revitalizeAC.com](http://revitalizeAC.com), launched in December 2011, over 1,500 responses have been received as of February 1, 2012

Many thoughts came out of these meetings, which we seek to organize in a manner that can provide guidance for the Master Plan. We have chosen a SWOT analysis, Strengths, Weaknesses, Opportunities and Threats, and categorized the feedback from these meetings accordingly:

#### **Strengths:**

- Beach
- Boardwalk
- Gardner's Basin
- Marina
- Enthusiastic and optimistic stakeholders
- CRDA
- ACA

- Diversity – 35 different dialects spoken in the school system, many cultures
- Rich history
- Casino industry – draw to area
- Convention Center – has capacity to hold major events
- Golf courses – there are multiple courses within 20 minutes
- Arts community – seek additional outlets to show their work

**Weaknesses:**

- Safety, security – City is perceived as dangerous, crime is commonplace, there are dark and unpopulated places
- Cleanliness – City is perceived as tired, seedy and in chronic disrepair
- Transportation – poor transportation alternatives make it difficult to get people to Atlantic City and around the City once they are there
- Limited visitors in off-season
- Beach/Boardwalk – beach is perceived as dirty and cannot be seen from street; boardwalk is in disrepair and has dead zones
- City restrictions on renting – City prohibits short term rentals of real estate thereby reducing vacationers. Ninety day rental term is required.
- No appeal other than gambling – City is perceived as a gambling town, not a resort town and tourists do not wander beyond casinos
- Quality of life issues
- Landscape maintenance
- Pan handlings on Boardwalk
- Vacant surface lots/employee parking
- Management of Boardwalk
- Lighting along Boardwalk/Atlantic Avenue
- Real estate taxes
- Minimum rental durations
- Retail mix
- Union rules at Convention Center and Boardwalk Hall
- Local population (no middle class) – high property taxes discourage redevelopment
- No food store – people use local bodegas instead of large retail facility
- Infrastructure- upgrades are required to meet current and future needs
- Sand dunes (berms) – limits accessibility to the beach and severely limits visibility to the beach
- Marketing – City has limited resources to market and promote

**Opportunities:**

- Museums
- Jazz hall of fame
- Branch library
- Arts district
- Cultural events
- Hollywood hall of fame
- Fall/winter events
- Green initiative
- Public/private partnership
- Beach/ocean activities
- CRDA business loans
- Improve transportation
- Improve number of governances
- Partnering with other cities on arts and culture
- Changing perception
- More diverse entertainment offerings

- Infrastructure improvements
- Street improvements (Atlantic/Pacific)
- Non-gaming uses
- Interactive activities along the boardwalk
- Uniformity (taxis, jitneys)
- Adult incentives
- Second home market
- Resort with casinos
- Diversity (35 languages)
- Skate park – opportunity to capitalize on the younger culture, extreme sports and the surfing contingency
- Roller Skating Rink
- Bader field – possible new sustainable green neighborhood that could be an example for the nation
- Resorts without casinos – capitalize on the vacation destination for non-gamblers

**Threats:**

- Competition from other casinos in Pennsylvania, Delaware, New York
- Possible gambling in the Meadowlands

## 2.5 Tourism District

The Tourism District is defined in the new legislation to include all facilities and properties related to casinos, hotels and the tourism trade. The legislation is very specific about the areas included, and defines the boundaries of the District, appointing the Casino Reinvestment Development Authority as the entity charged with jurisdiction for land use and planning in the District. These boundaries are shown on the Map of Areas Where Tourism Trade Predominates, provided in Exhibit 2-1. The Tourism District is approximately 1,700 acres. These acres include nearly all coastline, flank the main roadways of Atlantic Avenue and Pacific Avenue and include 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

### 2.5.1 Land Use

Land Use and Zoning maps are provided in Exhibit 2-2 and Exhibit 2-3, which shows a color-coded plan of the City's 29 different zoning districts. The Tourism District is largely classified as RS-C, Resort Commercial Development, but also includes Bader Field (shown as TRS, Transportation), the Marina District as an HNRA (Huron North Redevelopment Area), and Central Business District, CBD as other major land-use classifications. Within each of these land-use classifications are a variety of actual use types, presumably permitted uses in each zone. The Atlantic City Land Use Ordinance describes the zoning districts, allowable uses and other pertinent information about each district.

### 2.5.2 Land Ownership

There are approximately 126 tax maps that cover the City, approximately 96 of which include the Tourism District. There are more than 16,000 lots with ownership identified, as provided to the team by CRDA. Large land owners, as defined as either owning a large number of parcels and/or as owning large parcels include the following:

- Atlantic City Electric Company
- Atlantic City Board of Education
- Atlantic City Medical Center
- Atlantic City Sewerage Company
- Atlantic Palace Development
- Bally's Park Place Inc.
- Boardwalk Regency Corporation
- City of Atlantic City
- CRDA
- Housing Authority and Urban Redevelopment
- MGM Grand Atlantic City, Inc.
- Resorts International Casino Hotel
- State of New Jersey DEP
- State of New Jersey DOT
- Trump Plaza Associates
- Trump Taj Mahal Associates

### 2.5.3 Infrastructure Inventory Assessment

The Infrastructure Inventory Assessment for the Tourism District Report is included as a separate document, prepared by Birdsall Services Group, as Exhibit 2-6. Summary and findings are included herein.

This Report was prepared to establish a baseline of existing conditions for the development of the Tourism District Master Plan. Additionally, this Report provides an assessment of the benefits, constraints and impediments that impact existing infrastructure and planned improvements. The Tourism District is a 1,700-acre tract located within Atlantic City, New Jersey. The Tourism District is comprised of existing development and previously disturbed land and has access to sewer, water, natural gas, electric and communications utilities.

The existing infrastructure located within the Tourism District is generally able to support existing development and activities. However, there are several key issues that are impediments to future development, which includes traffic congestion, aging infrastructure, pedestrian safety and aesthetics.

With regard to roadway capacity and traffic congestion, the analyses included herein indicate that the Tourism District does not have sufficient roadway capacity to accommodate the anticipated increase in traffic volumes expected as the District approaches build-out. Constraints to roadway expansion include the presence of existing development and environmentally sensitive lands along waterfront areas. These constraints limit the extent to which right-of-way may be obtained and the locations where new infrastructure may be constructed.

Alternative modes of transportation are required to overcome these impediments and constraints. These modes may include the expansion of existing rail, bus, jitney and shuttle services and/or the introduction of new modes of transportation such as light rail, street car, trolley, water taxi and other services. The analysis conducted for CRDA which resulted in the *May 2009, The Atlantic City Regional Transportation Plan, Volume II Implementation Program*, by DMJM Harris/AECOM, provides a series of projects over a near and long term basis to

manage demands on the transportation system.

An additional impediment is the aging sewer, water, stormwater and other basic infrastructure that must be replaced. Many of the streets need to be resurfaced and restriped. Additionally, several large sections of the Boardwalk need significant repair. These impediments can be addressed by upgrading deteriorated infrastructure in coordination with the implementation of new improvements.

With regard to pedestrian safety, the striping of many of the cross-walks is faded and needs to be enhanced. Lighting along many of the streets requires upgrading or repair. Police presence, including police substations, must be expanded in order to provide a feeling of security and to enable visitors to feel more comfortable walking around the District instead of driving.

The streetscapes along primary pedestrian and vehicular routes need to be enhanced. These enhancements could include landscaping, lighting, sidewalks inlaid with accent pavers, additional street trees in paver-lined planters, benches, and planters where required. Matching the style and color of the pavers, lighting, benches, planters and trash receptacles would create a clean, organized and cohesive appearance throughout the District.

Diverse property ownership has been a contributing factor to the implementation of improvements that would address many of the issues noted above. Consolidation of ownership and coordinated development may resolve this issue going forward.

The Atlantic City Municipal Utilities Authority indicated that there is a need for emergency water supplies within the District during phone conversations in November 2011. The ACMUA recommends that these supplies be provided by the installation of two Aquifer Storage Recovery wells. Additionally, based upon the field work conducted by Birdsall Services Group personnel, there appears to be an opportunity for the implementation of local renewable energy facilities, which could provide local energy supplies for day-to-day use as well as for use during states of emergency.

In conclusion, the Tourism District has tremendous potential for revitalization. None of the impediments and constraints identified within this report are insurmountable. Careful planning and implementation of infrastructure improvements in coordination with new development projects and strategic investment in mass transportation infrastructure are anticipated to provide an opportunity to significantly improve current conditions and lay the foundation for future development. Public agencies must coordinate planning efforts in order to leverage available resources.

The following table is excerpted from the Report and contains a list of the key findings included within this Report. The Table is organized with general findings presented first, followed by specific findings for each infrastructure type analyzed within this Report.

<b><i>Infrastructure Assessment: Summary of Key Findings</i></b>	
<b><i>General Findings</i></b>	
1	The Tourism District does not have sufficient roadway capacity to support the amount of future development anticipated in the District.
2	Expansion of alternative modes of transportation is needed to provide sufficient capacity to accommodate the transportation needs generated by future development.
3	Diverse property ownership has discouraged development in portions of the District.
4	Crime and a concern for personal safety are key impediments to the success of the District.
<b><i>Street Conditions</i></b>	

5	Pavement conditions ranged from good to poor, with poor quality pavement exhibiting cracking, uneven grading, pot holes and faded striping and crosswalks.
6	Potential for roadway expansion is constrained by the footprint of existing development.
7	Pacific Avenue does not have sufficient roadway width to provide for bus and jitney stops without partially blocking one lane of traffic.
8	Block length of 350-500 feet perpendicular to the Boardwalk makes pedestrian access to the Boardwalk difficult.
<b><i>Streetscape</i></b>	
9	Most streets are not sufficiently streetscaped, i.e., they do not contain high-quality sidewalks and pavement, and/or sufficient lighting, landscaping, street trees, benches, etc.
10	When present, streetscape elements frequently vary in style and color, and do not exhibit a cohesive design theme, creating a disorganized appearance.
11	Many street amenities, such as lighting fixtures and sidewalks are old and/or in a state of disrepair.
12	Lighting is not sufficient along many of the streets within the district and many of the existing fixtures are greater than 15 feet in height, which is not a pedestrian scale.
13	Sidewalk widths in certain areas are not sufficient to accommodate outdoor dining and activities and also provide for clear passage by pedestrians.
14	Existing street widths and building foot prints are a constraint to the widening of sidewalks for outdoor dining in many areas.
15	Connectivity of sidewalks is not adequate from the Marina District to the Downtown area.
16	Many roadways have too few street trees.
17	Pedestrian wayfinding signage is insufficient and signage design in most of the District is plain and does not reflect the unique character of Atlantic City.
<b><i>Open Space and Community Event Space</i></b>	
18	Existing facilities such as casinos are geared toward indoor rather than outdoor activities, which adversely impacts pedestrian activities on the street.
19	The Boardwalk, Beach, existing parks and Bader Field provide a strong foundation for expansion of the open space network.
20	Connectivity between the Boardwalk and existing parks is not sufficient and wayfinding is difficult.
21	There are an insufficient number of mini-parks ("pocket parks") in the District.
22	The number of police substations is not adequate to cover the District (Only one police substation currently operates in the District).
<b><i>Boardwalk</i></b>	
23	Some sections of the Boardwalk are in need of significant repair or replacement, such as the section within the North Inlet Neighborhood area.
24	Sections of the bulkhead within the Northern Inlet Neighborhood area are damaged or missing.
25	Large gaps in land uses, the presence of blighted land uses and a lack of tourist attractions along sections of the Boardwalk are significant impediments.
26	Improvements for the Boardwalk are constrained by the need for CAFRA, Waterfront Development and other environmental permits.
27	Missing access ramps and limitations on the use of Boardwalk, such as the restrictive bicycle regulations, impede the use of facility.
<b><i>Bicycle Routes</i></b>	
28	The existing bicycle plan does not provide adequate bike routes or connectivity.

29	Bicycle use on the Boardwalk is restricted, as it is only permitted from 6 a.m. to 10 a.m. from May 30 through September 15 and from 6 a.m. to 12 p.m. and 4 p.m. to 6 p.m. from September 16 through May 29. These restrictions discourage bicycle use.
30	A Bicycle and Pedestrian Plan is currently under preparation and is anticipated to provide a more comprehensive plan for bicycle circulation. The Plan is expected to be completed by the end of 2012.
<b>Traffic Conditions</b>	
31	The existing roadway capacity is not sufficient to support the growth anticipated to occur within the Tourism District.
32	The 12,000 peak hour vehicle trips calculated by AECOM in 2008 would increase by 412 percent to 30,700 peak hour trips based upon the future development envisioned within the Atlantic City Regional Transportation Plan. This level of use would approach gridlock conditions.
33	This finding suggests that a significant expansion of mass transportation modes would be required in order to provide a functional level of traffic circulation.
34	Limitations and constraints for roadway expansion include the presence of environmentally sensitive areas within and along waterbodies and the presence of existing development. Both of these constraints limit the ability to expand the roadway right-of-way.
35	An additional constraint is the level of pollution that would be emitted by vehicles as the number of vehicle trips increases.
<b>Mass Transportation</b>	
36	The existing Bus Terminal is located approximately 1.5 blocks from the Atlantic City Rail Station. This configuration of uses does not provide continuity or efficient service.
37	There is no rail station located at the Atlantic City International Airport. This lack of transportation infrastructure impedes continuity and efficient service.
38	Rail service would need to be expanded in order to support anticipated future demand, as the Atlantic City Rail Line only runs 14 trips per day (15 on Friday) and the ACES Rail Line out of New York only runs from Friday through Saturday during the Summer months.
39	Water transportation facilities and services for travel and recreation are not adequate. Few fishing, kayaking and recreational boating facilities and services are available relative to the large size of the waterfront area within the District.
<b>Utilities</b>	
40	Large portions of the public water, sewer and stormwater system are old and in need of repair or replacement.
41	Emergency water supply is lacking in the District. The Atlantic City Municipal Utilities Authority would like to install two Aquifer Storage Recovery wells to help address this issue.
42	New sewer infrastructure will be needed for new development on Bader Field.
43	Localized flooding occurs along the US40/322 in the vicinity of Bader Field and within several of the Neighborhoods in the District.
44	Above ground utility lines pose an aesthetic impediment to the implementation of high quality streetscaped areas.
45	Alternative energy systems, such as rooftop mounted solar arrays, may be viable on many of the large structures in the District.
46	"Wi-Fi" service coverage is only available at individual land uses and is not uniformly available throughout the District.
<b>Bader Field</b>	

47	Access is extremely limited to Bader Field, as only Route 40/322/Albany Avenue provides access from this site to the rest of the District.
48	Expansion of the Route 40/322/Albany Avenue right-of way to accommodate additional travel lanes is constrained by the presence of environmentally sensitive areas and existing development.
49	Due to the above constraints and the level of development and traffic anticipated in the future, the expansion of Albany Avenue alone is not anticipated to be sufficient to yield a satisfactory level of service for traffic. Therefore, a secondary access to the District and alternative transportation modes, such as enhanced bus, jitney, light rail, street car and water taxi, are required.
50	Due to the prior use of the site as an airport, contamination from fuel and other sources may be present.
51	An additional constraint for the development of the tract is the relatively unstable soils located on-site which are comprised of fill, compressed marsh and dense sands.

## 2.6 Regulatory Issues/Constraints

### 2.6.1 Background

Development and redevelopment of real estate throughout New Jersey is widely recognized to be complex and time consuming. The process of development is characterized by multiple layers of governmental review at the state, county and local levels, and occasionally federal review as well, under a variety of laws and regulations intended to achieve a host of societal, economic, environmental and other policy goals. While these goals are well intentioned and sometimes well-aligned, in many cases these goals are not aligned precisely, and require the resolution of competing public policies by multiple agencies.

These characteristics create a daunting process, requiring at a minimum the coordination of multiple regulatory processes and competing policies, the retention of numerous professionals (engineers, architects, attorneys and others) to address these regulatory requirements, and significant additional costs that must be borne by the proposed project. The results of these regulatory processes often add significant costs to proposed projects already burdened by high property acquisition and carrying (financing and tax) costs. Moreover, the ever-present risk of regulatory delay in obtaining reviews and approvals from underfunded agencies operating at suboptimal staffing levels cannot be underestimated. Finally, New Jersey's policies encouraging public input and comment during regulatory review processes add the prospect of even more delay.

A partial listing of the regulatory requirements a commercial development project in Atlantic City faces includes:

- Local review: zoning, planning, site planning, transportation/circulation and off-site impacts
- Environmental reviews: wetlands, stream encroachment, stormwater and sanitary sewer reviews, site remediation studies and approvals for many sites
- Regional environmental reviews: coastal zone (CAFRA) rules
- Transportation issues: NJDOT highway access review/permits, county reviews, remediation of off-site transportation impacts
- Utilities issues: availability/allocation of water and sewer capacity, power service
- Historic preservation reviews/requirements

When regulatory approvals are issued, New Jersey's policies granting liberal standing to judicially challenge regulatory approvals (not only to affected neighbors and taxpayers, but also to economic competitors of the applicant) typically add even further time, typically 9 to 12 months, or even more, while the courts review and rule on those objections and challenges.

These regulatory realities present a daunting gauntlet that typically only the most sophisticated developers are able to surmount. Developers and regulatory attorneys characterize New Jersey as a market with high regulatory barriers to entry. Persistence, patience and significant financial means are virtually prerequisites to the approval of any significant development in New Jersey. As a result, major development projects are most often accomplished only by experienced developers well-versed in New Jersey's regulatory environment.

Proposing, approving, and building developments was challenging enough in the flush economic times of the recent past. With economic contraction, and in particular the contraction of credit, development proposals face further hurdles to success. Challenges include more rigorous underwriting standards; higher equity investment requirements imposed by banks and bank regulators on borrowers/developers, and closer monitoring of the regulatory approval process by lenders to ensure loan proceeds are not squandered on proposals that encounter regulatory resistance or significant public opposition.

New Jersey has sought to overcome some of these barriers to development through substantial economic incentive programs administered by the Economic Development Authority (EDA), the Housing & Mortgage Finance Agency (HMFA), and, of course, the Casino Reinvestment and Development Authority, as well as tax abatements by municipalities, which are discussed at greater length in the Economic Incentives analysis herein. These programs, and in particular the governmental support for financing development projects, are essential to developers and their financial sources alike, by signaling to the financial markets those projects with the policy and political support needed to surmount the array of regulatory hurdles.

Nevertheless, each of these financing or incentive programs presents its own set of regulatory requirements that must be satisfied, adding further layers of review, cost and potential for delay. Recently, some developers have mounted judicial challenges against economic incentives granted to their competitors, opening a new front in the hurdles to success development that must be overcome.

The State has recognized the significant impediments that overlapping, and sometime inconsistent, regulatory requirements pose to development and economic growth generally, and in 2010 Governor Chris Christie established a Red Tape Review Commission by executive order, led by the Lieutenant Governor and charged with identifying, and where practicable, eliminating such regulatory inefficiencies. The Commission and the Lieutenant Governor have aggressively worked to identify and eliminate these barriers to economic growth across state government, and these efforts are in fact taking hold.

A prime example of such regulatory reform is the enactment in 2010 of legislation streamlining the casino regulatory process, P.L. 2010, ch. 19, to encourage greater investment by existing casinos and to attract new casinos, as well as the legislation establishing the Tourism District, which among other things merges and combines the functions of various State and local agencies and authorities within one agency, CRDA.

The business community is recognizing these changes in regulatory environment, and has been encouraged to pursue investments and growth opportunities in New Jersey as a result.

New Jersey's affluence, density, proximity to major urban centers, and central location along the Eastern Seaboard continue to provide substantial rewards to those with the patience and resources to pursue development approvals. Current efforts to improve the regulatory environment to encourage investment will lead to economic growth by sending a positive message to the investment and lending communities. The State's recent efforts set the stage for its proactive effort to revitalize Atlantic City.

## 2.6.2 Atlantic City Specific

Development in Atlantic City is not immune to the general regulatory characteristics and constraints on development found throughout New Jersey. However, Atlantic City presents a special environment that, while no less challenging than other areas and cities in the state, has generally permitted a greater degree of development than elsewhere.

### 2.6.2.1 State/Federal Issues

At the State level, regulatory review of a proposed development in Atlantic City typically centers on the following matters:

- Coastal Area Facilities Review Act (CAFRA): NJDEP-administered program intended to protect New Jersey's coastal zones from improvident development. In addition to reviewing the potential environmental impacts generated by a development proposal, CAFRA requires NJDEP to consider aesthetic and land use factors beyond its core mission of protecting the environment. NJDEP has promulgated special rules specific to Atlantic City that permit a far greater degree and intensity of development than otherwise permitted under CAFRA rules in any other coastal community in New Jersey, but which also address land-use, aesthetic, design and operational matters that can materially impact the design and operation of developments.
- Site Remediation issues: As an urban area with a century-long history of intensive commercial and related uses, much of the City presents some remediation challenge that a developer must both assess and remediate, be it the presence of underground storage tanks, prior spills of contaminants, or historic fill that may include contaminants.
- Floodplain reviews: As a coastal barrier island, the entirety of the City sits within the 100-year floodplain and/or recognized wetlands areas. All developments must at a minimum be reviewed for flood protection measures.
- Green Acres review/mitigation where development encroaches on designated open space, including the beachfront.
- Wetlands/C-1 Waterways
- Threatened and endangered species
- Historic preservation issues

It must be noted the while CAFRA imposes significant costs and restrictions on proposed developments located in Atlantic City, CAFRA also affords Atlantic City significant strategic advantages over every other coastal community in New Jersey. Because of the special rules applicable to Atlantic City, developers may build at far greater heights and intensities than anywhere else along the New Jersey coast. This means that high-rise developments – be they residential, hotel, casino or otherwise – can be built in Atlantic City that simply cannot be built elsewhere in New Jersey. While present economic conditions have depressed interest in building new projects in these sectors (with the exception of rental apartments), with economic expansion Atlantic City again will enjoy a significant regulatory advantage over other Shore communities in its ability to allow large-scale development.

At the Federal level, there are fewer reviews and regulatory barriers to development, in large part because federal jurisdiction over tidal wetlands and related Clean Water Act matters have been delegated to the State, and are principally handled by NJDEP in conjunction with CAFRA and related reviews. Nevertheless, in some cases Army Corps of Engineers review is implicated when development proposals impact flood protection and beach replenishment projects funded by the ACOE. Federal Aviation Administration review and approval, especially of multi-story developments, was another regulatory hurdle, but has diminished significantly with the decommissioning of Bader Field as an active aviation facility.

### 2.6.2.2 Local Issues

The key matters relevant to Atlantic City's development potential and that are regulated principally or exclusively at the local level include:

- General business regulation – mercantile permitting and enforcement
- Specific business franchises -- jitney, pushcart, rolling chairs, street vending, adult, alcohol, boarding house/B&B - permitting and enforcement
- Specific location regulation – Boardwalk, Beach, parks

Although each of these matters is interrelated to the others, we discuss each regulatory subject separately below. Our findings are based principally on discussions with stakeholders throughout the public input process, many of whom identified recurring and significant regulatory factors that represent obstacles and impediments to realizing Atlantic City's potential. We also briefly identify the regulatory changes effected by the Legislature's creation of the Tourism District with respect to each matter.

### 2.6.3 Land Use/Occupancy Controls – Permitting and Enforcement

In New Jersey, principal responsibility for establishing land-use controls, and for reviewing/permitting developments for compliance and/or variance relief with respect to those controls, has been delegated to municipalities by the Municipal Land Use Law, N.J.S.A. 40:55D-1, et seq. Like all other municipalities, the City has historically maintained ultimate control over land use decisions within its boundaries.

Atlantic City is somewhat unique in that NJDEP's Atlantic City rules under CAFRA presently impose significant land-use controls – for example, the orientation of buildings relative to the coastline, the maintenance of view corridors to the coast, and the like – in exchange for the much higher densities permitted in Atlantic City relative to any other coastal community in New Jersey.

Atlantic City is also fairly unique among New Jersey municipalities in that its local land use review process has been less onerous than the process typically experienced by developers elsewhere in the state. Major development projects, especially casino hotel proposals, have been approved by the local land use boards in relatively short order, sometimes on only one or two public meetings. In contrast, elsewhere in the State even relatively minor applications for gas stations and convenience stores often encounter significant delays when concerns and objections of local officials and/or residents require numerous land-use board meetings and repeated revisions of development plans.

The City has also made frequent use of its redevelopment powers under the Local Redevelopment & Housing Law (LHRL), N.J.S.A. 40A:12A-1, et seq., to establish special zoning and land-use conditions for particular major projects within the Tourism District, including the following redevelopment areas:

#### ***Boardwalk District***

- Annapolis, Richmond, Raleigh Redevelopment Area
- Roosevelt Seedorf Redevelopment Area
- Gateway Redevelopment Area
- South Florida Redevelopment Area
- Revel Redevelopment Area

#### ***Marina District***

- Huron North Redevelopment Area
- Riverside Redevelopment Area (adjacent to Tourism District)
- Northeast Inlet Redevelopment Area (Gardner's Basin Area)

The location and limits of these redevelopment areas are depicted in Exhibit 2-3.

Use of the redevelopment planning process is generally perceived by the development and investment communities as a positive inasmuch as the redevelopment process permits the development of unique and special projects that would otherwise require significant variance relief from traditional zoning and land use controls. Even where municipal officials are willing to grant variance relief, the MLUL imposes specific limits on the variance power. Consequently New Jersey courts tend to closely scrutinize such variances when challenged by objectors. Thus developing major projects pursuant to a redevelopment plan poses less risk of delay as a result of judicial appeals than pursuant to traditional zoning approvals relying on significant variances. Furthermore, use of the redevelopment power can authorize public agencies to acquire through eminent domain holdout parcels needed to secure full site control for the development.

From the municipal perspective, authorizing major development under the redevelopment power is likewise often preferable to traditional zoning controls. Redevelopment plans can impose special conditions as to the identity, financial wherewithal, and financial contributions of the redeveloper, and dictate aesthetics, use conditions and like matters typically not addressed by traditional zoning controls.<sup>1</sup>

After adopting a redevelopment plan for a defined area, a municipality thereafter enters into redevelopment agreements with one or more developers it has selected and approved to construct specific projects within that area. The City has entered into numerous redevelopment agreements granting contractual rights to develop one or more parcels within the Tourism District.

#### **2.6.4 Effect of S-11**

With the enactment of S-11 (P.L. 2011, Ch. 18) on February 1, 2011, CRDA has inherited most land-use control functions within the Tourism District. Section 5 grants CRDA jurisdiction to:

- Impose land-use regulations superseding municipal zoning;
- Implement development and design guidelines;
- Implement initiatives that promote cleanliness, commercial development and safety;
- Undertake redevelopment projects;
- Institute public safety improvements;
- Adopt rules and regulations affecting the control and direction of traffic on all streets and highways within the Tourism District.

Until CRDA approves a master plan and adopts superseding land-use regulations and development and design guidelines, CRDA is responsible for reviewing and approving site plan and development proposals within the Tourism District under the current master plan and land-use regulations of the City.

S-11 grants CRDA sweeping authority to modify current land-use controls within the Tourism District, and independent authority to undertake redevelopment projects pursuant to the LRHL. This authority appears to include authority to review and issue development approvals pursuant to City-adopted redevelopment plans and the design and development guidelines therein. S-11 does not expressly establish CRDA's rights and responsibilities with respect to redevelopment agreements previously entered by the City and its agencies.

#### **2.6.5 Land Use and Related Controls of Boardwalk**

Most of Atlantic City's rules concerning its oceanfront boardwalk are contained in Chapter 92 of the City's Code, titled "Beach, Boardwalk and Oceanfront," but many rules are found in other

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<sup>1</sup> Use of the redevelopment power also allows for tax abatement and payment in lieu of tax (PILOT) arrangements that can significantly reduce property tax constraints that might otherwise preclude development. Abatement and PILOTs are more fully discussed in the Economic Incentives analysis within.

sections, such as those concerning design standards and bulk requirements. The key relevant rules are summarized below.

### **2.6.5.1 Standards for Structures Abutting Boardwalk**

Regulations concerning the placement of structures abutting the Boardwalk are found in the "Urban Design Standards" at §163-74. Where convenient, criteria are reproduced verbatim, and in other instances, they are summarized or paraphrased.

*Placement of structures.*

The predominant axes of all structures erected shall be either parallel or perpendicular to the axes of adjoining public or private streets.

The largest dimension of any structure abutting the Boardwalk and extending higher than 60 feet above the level of the Boardwalk shall be oriented perpendicular to the Boardwalk; provided, however, that the Planning Board, as part of the site plan/subdivision review process, may authorize the largest dimension of such a structure to be oriented parallel to the Boardwalk where such orientation is justified as part of an energy conservation design for such structure. In no event, however, shall a structure built with its largest dimension parallel to the Boardwalk be more than 250 feet in length along the Boardwalk.

*Sun control angles along the boardwalk.*

No structure or any part thereof, other than overhangs and balconies projecting not more than five feet, shall encroach upon the Boardwalk side of an imaginary plane extending upward from the landside edge of the Boardwalk at an angle of 30° from the vertical plane; provided, however, that this regulation shall apply only above a height of 35 feet above the level of the Boardwalk.

*Minimum distance between buildings.*

For principal structures located on the same lot, the minimum distance between walls containing openings for light and air shall be equal to 1/3 of the height of the tallest structure, but not less than the rear yard requirement applicable to the structure.

*Uses at sidewalk levels in RS-C, CBD, RMC-4 and RS Districts.*

In all RS-C, CBD, RMC-4 and RS Districts, every face of a structure fronting on a public sidewalk shall, at the sidewalk level adjacent to said structure, be designed predominantly for entrance lobbies and retail commercial uses. Parking, mechanical equipment, storage and similar uses shall not be allowed along any such frontage.

*Standards for boardwalk frontage.*

Every structure having a frontage on the Boardwalk and located in a district permitting commercial or resort uses shall comply with the following standards as to said frontage:

The floor level of the abutting structure shall be at the same level as the Boardwalk or not more than two steps above or below the Boardwalk level.

The entire Boardwalk frontage of the structure, with the exception of entrance lobbies, shall be designed for Boardwalk-oriented retail shops and services. Such shops shall have a depth of not less than 25 feet measured perpendicular to the Boardwalk.

Restaurants, cafeterias and bars shall occupy no more than 30% of the total length of the Boardwalk frontage.

All uses fronting on the Boardwalk shall be directly accessible from the Boardwalk. Decorative walls, veneers or any other architectural feature that seals the facade of the building along the Boardwalk, or prevents its active use by pedestrians on the Boardwalk, are strictly prohibited.

*Setback from the Boardwalk.*

For properties abutting the Boardwalk, no setback from the Boardwalk is permitted up to a height of thirty-five (35) feet above the Boardwalk level; provided, however, that the Planning Board may, as part of the site plan/subdivision review process, authorize a setback between the Boardwalk and a building upon finding that such setback will be developed in a manner designed to promote the continuity, unity and functionality of the Boardwalk as an active pedestrian way. Above the height of thirty-five (35) feet, sun control angles along the Boardwalk must be observed.

*Treatment of structure surfaces.*

At least 50% of the total exposed surface of all flat roofs, including but not limited to decks, balconies and parking garage roofs, shall be landscaped as roof gardens. The landscaping may be either distributed on every exposed roof surface or concentrated in selected areas.

The balance of flat surfaces should be developed in such a manner as to be totally acceptable from an aesthetic point of view and built of nonreflective materials in order to secure agreeable visual conditions in the roofscaping of the City. Rooftops at the level of 385 feet above sea level are not subject to landscape treatments since they are not visible.

Side surfaces should be treated with nonreflective materials. The use of reflective materials may be allowed, provided that reflective surfaces do not have adverse impacts on surrounding uses, such as increasing the cooling loads of the structures upon which they reflect heat, causing visual discomfort and the like.

### 2.6.5.2 Boardwalk Use Regulations

*Bicycles*

Under § 92-24, bicycles are permitted between the hours of 6:00 a.m. to noon and 4:00 p.m. to 7:00 p.m. daily, except that between May 15 and September 15, they are permitted only between 6:00 a.m. and 10:00 a.m. Segways are prohibited. These rules do not apply to police officers and casino security patrol officers in their respective duty areas.

*Rolling Chairs*

Under § 210-6, licensed rolling chairs are permitted in designated stands, staging areas and lanes of the Boardwalk, except between 5:00 a.m. and 7:00 a.m., when all rolling chairs must be removed from the Boardwalk. Further discussion of rolling chair licensing and regulation is provided in subsequent sections.

*Boardwalk Trams*

Under § 98-5, boardwalk trams must be powered by propane or electricity, are prohibited from operating between 6:00 a.m. and 10:00 a.m., have a speed limit of four miles per hour and may not stand idle except at terminal points and when picking up and dropping off customers.

*Special Events*

Under §21-24, special event permits occurring on the Boardwalk may only be issued three times per year, and any permits that authorize the sale or other distribution of an alcoholic beverage on the beach shall only be issued to an entity which owns a facility with frontage on the Boardwalk between Albany and New Hampshire Avenues and holds a retail alcoholic beverage license from the appropriate government entity.

Special event permits may be issued to allow the activities and events described below for a period of up to four months, unless otherwise indicated:

- Athletic activities or events;

- Art exhibitions, except that those which include the sale of art works, may be allowed on the Beach or Boardwalk, only for up to two days, or allowed elsewhere, only for up to seven days;
- Educational or historical displays and exhibits;
- Musical or other entertainment activities;
- Block parties may be allowed only for up to three days;
- Activities by newspapers, magazines, radio or television companies and other media organizations to promote the City to the general public or provide entertainment;
- Sidewalk sales by licensed merchants on areas immediately adjacent to the sidewalk frontage of their premises may be allowed on the Boardwalk, only for up to two days, or allowed elsewhere, only for up to seven days;
- The sale of programs or other printed matter relating to the Miss America Pageant or a City-sponsored special event from City-approved booths may be allowed on the Boardwalk only for up to six weeks;
- Fundraising events by charitable, community or like organizations, which shall provide proof of their not-for-profit status, may be allowed on the beach or Boardwalk, only for up to two days, or allowed elsewhere, only for up to seven days; and
- Commercial activities or events may be allowed on the beach and may include or consist of, among other things, any or all of the following: entertainment activities, athletic events and/or the sale or other distribution of products, goods, wares, merchandise, crafts, food or beverages; and may also be allowed elsewhere, but only for up to seven days; and may not be allowed on the Boardwalk other than at Kennedy Plaza.

#### *Prohibited and Regulated Activities*

- Operation of vehicles is prohibited under § 92-16, unless the vehicle operator first obtains a permit from the City Engineer.
- Parking is prohibited under § 235-4, unless the vehicle operator obtains a permit from the Director of Public Works.
- Ice cream vending is prohibited under § 145-17.
- Horses are prohibited under § 92-30.
- Dogs are prohibited from being on the Boardwalk between Memorial Day and September 15 under § 121-22.
- Solicitors seeking patronage for buses are prohibited under § 233-62.
- Flea markets are prohibited under § 163-69.
- Licensed entertainers are permitted to perform in designated areas of the Boardwalk only between the hours of 10:00 a.m. and 10:00 p.m. under § 21-6.
- Commercial handbills are prohibited unless an applicant obtains a mercantile license and handbill permits from the City under § 173-11.

#### **2.6.6 Dunes**

City ordinances also specifically control beach protection measures, e.g., dunes. Section 92-31 through -35 constitute the Beach Protection Code, which creates a dune development district (DDD) seaward of the Boardwalk for approximately 50 feet, and regulates activity in the shore protection area (SPA), which is the area from the seaward toe of the dune to the mean highwater line.

Within existing dunes and the DDD pedestrian and vehicular access is prohibited except in designated accessways.

Beyond the dunes and within the SPA, no activity, including construction of mobile, temporary or permanent structures, may be undertaken except upon approval of City Council. The following activities may be permitted by Council:

- Open space, beach or water recreation;
- Boardwalk or steps to permit access across the dunes to the beach;
- Sand fences to encourage accumulation of sand;
- Pavilions or similar small platforms less than 400 square feet in area, provided they do not have solid walls and are mounted on suitable pilings, and provided further that the City Engineer determines the proposed design and construction methods will not unreasonably disturb existing dunes, create wind currents detrimental to existing dunes, or create or increase any other hazard.
- Necessary buildings for public safety and convenience, including infrastructure, first aid stations, lifeguard stations, boardwalks and attached buildings, comfort stations, piers, dune walkover structures and related activities.
- Necessary shorefront protection and stabilization improvements, including groins, bulkheads and activities related to beach restoration projects.

Inasmuch as these provisions constitute land use controls, it would appear S-11 grants CRDA jurisdiction to supersede City regulation of the dune and beach area.

### **2.6.7 Local Business Licensing**

As part of our outreach and research efforts, we repeatedly were advised by stakeholders of the extensive influence that the City of Atlantic City's regulation of local businesses plays in shaping business decisions and quality of life issues that influence interest in living or investing in Atlantic City.

The purpose of this analysis is to provide policy makers and citizens alike with an understanding of the current regulatory environment in the City so that appropriate decisions can be made about business regulation going forward, thereby improving Atlantic City's ability to attract more investment, more visitors and more jobs.

The City has in place a longstanding system of business licensing and operational regulations, enacted by City Council and codified in the City's Code, that prescribe in great detail who may conduct business and how that business must be conducted in the City. Indeed, the City's business regulations are far more detailed than those found in most municipalities in New Jersey, and may well represent the most intense local regulatory scheme in the state. For example, fortune tellers must obtain a license, file their social security number with the City, and are subject to fingerprinting and a criminal background checks prior to licensure. Massage parlors are subject to even more intense regulation, and licensing is limited to only one license per 10,000 residents.

Many of the quality of life issues identified by stakeholders as issues to be addressed by CRDA or in the Master Plan are already addressed and strictly regulated in the City's Code. The Code contains significant enforcement tools, already imposing significant fines (typically up to \$2,000 per violation), penal consequences (up to 90 days imprisonment) and business consequences (local business licenses can be denied, suspended, or revoked for even a single violation of the Code). Stricter and/or more consistent enforcement of these existing local regulations would likely address many of these concerns.

Unlike the explicit provisions superseding the City's traditional zoning and land use powers, S-11 is silent with respect to the City's ongoing power to regulate businesses within the Tourism District.

Absent further legislative or judicial action preempting local business regulation within the Tourism District, CRDA's efforts to encourage new investments to grow existing and new

businesses must consider the fact of City regulation of those businesses CRDA seeks to attract to the Tourism District.

While stakeholder comments about City regulation of various business classes, and business generally, were occasionally positive, more often they were negative. In some cases, long-standing local regulations and regulatory practices in implementing and enforcing local business regulations have created an additional and extensive set of regulatory barriers to investment in the City. In others cases, lax or uneven enforcement of regulations has permitted the existence of less desirable businesses.

Despite New Jersey's reputation for localized regulation, or "home rule," under New Jersey's Constitution, municipalities are creatures of the Legislature. Thus, the power of municipalities to license and regulate businesses and business activities within municipal boundaries are limited to those powers expressly authorized by the Legislature. The permissible scope of municipal regulation, and the conditions and fees for obtaining municipal licenses, are controlled by state law as enacted by the Legislature. Accordingly, a review of the existing condition of municipal regulation by the City of Atlantic City must start with an understanding of the permissible scope of the City's regulatory authority under State law.

The Legislature has authorized municipalities, including Atlantic City, to license a broad array of businesses within their jurisdiction. Pursuant to N.J.S.A. 40:52-1, City Council has sweeping authority to both license and regulate:

- All vehicles used for transportation of passengers, baggage, merchandise and goods of every kind, as well as the owners and drivers of such vehicles.
- Autobuses [i.e., jitneys] and the owners and drivers of such vehicles.
- Hawkers, peddlers, pawnbrokers and itinerant vendors of merchandise, among others.
- Hotels, boardinghouses, lodging and rooming houses, motels, furnished and unfurnished rented housing or living units, as well as restaurants and all other eating places and the keepers of same.
- Automobile garages, bathhouses, swimming pools, and the keepers of same.
- Theaters, cinema and show houses, concert halls, dance halls, pool and billiard parlors, bowling alleys, and other places of public amusement including circuses and traveling shows, concerts, theatrical performances and the like.
- Stores selling meats, groceries and provisions, dry goods and merchandise, goods and chattels of "every kind," and "all other kinds of businesses conducted in the municipality other than herein mentioned."
- Street signs and other objects projecting beyond the building line into any public street or highway.
- Auctioneers.
- Sales of goods held out to the public as forced sales for any variety of reasons (bankruptcy, casualty, etc.) at reduced prices.
- The rental of real property for commercial or residential purposes for a term less than 175 consecutive days.

As a result, the right to engage in any of these businesses is "a franchise limited by law to those who obtain the requisite [municipal] consent, usually in the form of a license." Even where the Legislature does not expressly direct a maximum or minimum number of licenses that can be granted by a municipality, New Jersey courts have generally upheld municipal limitations on the number of licenses that may issue to conduct particular businesses, most frequently taxi and other transportation franchises.

Moreover, with respect to these activities it may license and regulate, N.J.S.A. 40:52-2 authorizes the City Council to:

- set the fees for licenses to engage in these businesses;

- prohibit unlicensed persons, places, vehicles, businesses and occupations from engaging in such regulated activities;
- impose penalties for violating licensing ordinances, and
- revoke licenses issued “for sufficient cause and after notice and hearing.”

The number of licenses issued, and rates for such services authorized by the municipalities, are left to municipalities, guided by considerations of public convenience and necessity, exercised upon reasoned judgment.

On its face, N.J.S.A. 40:52-2 authorizes the City Council to establish licensing fees for the purpose of raising revenue. However, this revenue-raising power is not unfettered, and is not coequal with the City’s sweeping licensing authority. Several judicial rulings have held that municipal licensing fees must bear some “reasonable relationship to,” or be “reasonably commensurate with,” the cost incurred by the municipality to regulate the licensed activity.<sup>2</sup>

In the most recent case to consider the permissible bounds of municipal license/franchise fees, New Jersey’s intermediate appellate court in 2008 overturned New Brunswick’s attempt to award five new taxicab licenses to the highest bidder, with a minimum bid of \$50,000. That court found the five new taxi licenses would, if sold at the \$50,000 minimum bid, generate more than twice the amount that City expends to enforce its taxi ordinance citywide. This fee, and the bidding process seeking the highest revenue for the licenses, were struck down as unreasonable. In doing so, the court observed that the only instance in which a public body is authorized by state law to offer a license by way of public sale with a minimum bid is in the area of alcoholic beverage retail consumption and distribution licenses. By implication, the court held, no other municipal licenses may be awarded based on highest bids or market values.

These outer boundaries of regulatory power, and of raising revenue through business licensing, are very relevant to Atlantic City’s currently extensive system of business regulation, which are summarized in the following subsections.

### 2.6.8 General Business Regulation – Mercantile Licensing & Enforcement

Pursuant to the aforementioned legislative authority, Atlantic City has had a long-standing system of mercantile licensing that requires “any person who engages in or carries on any business in the City of Atlantic City, … [or] who sells any goods or services for a fee,” to obtain and post prominently a municipally-issued “mercantile license.” Atlantic City Code §§170.1, 170.2.

Other ordinances require specific businesses (by way of example, jitneys, taxis, massage parlors, clairvoyants, and others) to apply for and obtain additional licenses to conduct their activities.

The Council has established a Mercantile Licensing Division within the City’s Department of Neighborhood Services that is responsible for issuing operator licenses to mercantile businesses, inspecting taxicabs, jitneys, limousines and many other businesses operating within the City, and registering landlords and tenants.

Generally speaking, the fee for a mercantile license is not terribly onerous, nor is it a barrier to entry into a business in the City; current ordinances set an annual fee of \$150 for a mercantile license, plus a \$10 fee for identification cards. A handful of businesses are assessed differently;

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<sup>2</sup> *Taxi's Inc. v. Borough of East Rutherford*, 149 N.J. Super. 294, 310-11 (Law Div. 1977), aff'd o.b., 164 N.J. Super. 160 (App. Div. 1978); *All Nations Taxi v. City of New Brunswick*, 2008 WL 2756191 (App. Div. 2008); see also *Paige v. Red Top, Inc.*, 106 N.J. Super. 254, 257 (App. Div.), certif.. denied, 54 N.J. 115 (1969); *Salomon v. City of Jersey City*, 12 N.J. 379, 390 (1953).

hotels pay a licensing fee of \$3 per sleeping room; licensed casino hotels pay a fee of \$10 per hotel room plus \$1 per parking space, which covers all retail activities within or contiguous to the hotel property; somewhat incongruously, palm readers, “reader advisors,” astrologers, phrenologists, and “the like” are charged \$400 annually.

This regulatory scheme becomes more problematic in the enforcement of the mercantile licensing, which opens the door for abuse and favoritism, and hence the possibility of corruption. The mercantile license, which is the “sine qua non” to engage in any business in the City, is conditioned on the requirement that the business “shall be used and operated only for lawful purposes and be in compliance with all applicable laws.” Code, § 170-10.

Issuance or renewal of a mercantile license, and indeed any license issued under City ordinance, may be denied by the Mercantile Licensing Division for good cause, in addition to any specific grounds set forth in specific licensing ordinances. Code §170-14 provides that good cause to deny or refuse to renew any mercantile or other city license include:

- a determination by the Division that the business “will not comport with the peace, health, safety or general welfare of the public”;
- where the building from which the business is to be conducted has been determined by the Building, Fire or Health Departments to be unsafe, or “against the public welfare and safety.”
- when the location has been cited for a health, fire, building or land-use code violation “that remains unabated or unresolved at the time a mercantile license is sought,” and
- false or fraudulent statements in the license application.

No license “shall be issued to any person who has not complied with the laws of the State ... or the ordinances of the City ... respecting the safety of persons who may have occasion to use the premises, place or thing licensed.” Any licensee failing to comply with such laws may have his license revoked by the Director of Licenses. Code, § 170-6.

In addition, any person violating the licensing code may, upon conviction in municipal court be punished by a fine not to exceed \$2,000, or imprisonment not exceeding 90 days. Code, §170-11. Mercantile licensing inspectors are authorized by ordinance to access any building or premises to determine whether “there has been compliance with this provision of this article and other ordinances and to determine the fees to be paid.” Code, §170-12.

Finally, any license or permit issued pursuant to the mercantile ordinance or other city ordinances may be suspended, cancelled or revoked, or renewal may be refused, for good cause by the Mercantile Licensing Division. Code §§170-13. Good cause is defined by that ordinance broadly to include:

- the commission of any act in the operation of the business which is “unlawful or is prohibited by any ordinance, rule or law of the city, state or federal government;”
- carrying on business in a building that is structurally unsafe or constitutes a fire hazard;
- existence of “unsanitary conditions, noises, disturbances or other conditions ... which cause or tend to create a public or private nuisance or which injuriously affects the public health, safety and welfare” of citizens of the City;
- fraudulent practices and misrepresentations in the operation of the business or procuring a license;
- where three violations of any City ordinances occurs within a two-year time period.

City ordinances generally provide applicants for licenses, and licensees cited with a violation, basic procedural due process in the form of notice and an opportunity to be heard by the Director of the Mercantile Licensing Division. Thereafter, the director’s decision may be appealed to a court of competent jurisdiction.

This broad grant of licensing and enforcement authority reposed in the Mercantile Licensing Division can protect the public safety and welfare. And there can be no doubt that in a city built on spectacles, amusement games and other forms of entertainment, the need to protect citizens and tourists alike from unsavory and predatory commercial practices is acute.

However, when broad authority to license, inspect, cite and punish businesses is administered selectively, in an uneven manner, or to benefit those in good graces with local officials (or conversely to punish those not in such favor), the potential for favoritism and other corrupting influences is obvious. Certainly Atlantic City's past history of corruption is well documented, if not celebrated in some quarters as part of the City's color and flavor, and will not be recounted here.

We note the recent findings of the State Comptroller relative to the City's mercantile licensing system, as part of his performance audit of the City's financial management practices issued in January 2010.<sup>3</sup>

In a wide-ranging audit, the Comptroller found the City's mercantile licensing system "ineffective and wasteful," based on the following findings and conclusions with respect to the City's mercantile licensing efforts:

- In 2008, the City spent \$586,557 on salaries and benefits for 14 full-time employees in the Mercantile License Section, including an executive assistant in charge of the entire Section, two chief license inspectors, eight license inspectors, three clerk typists.
- Review of inspectors daily log sheets found on average each inspector issued only two summonses and three warnings per month, over a four-month period.
- Inspector's log sheets are not reviewed by the supervisors to ensure they adequately perform their duties, and inspectors are often given clerical responsibilities or duties of other City departments.
- License applications and renewals continue to be processed on an automated system the State Treasury Department found "faulty" in 1996 and that "continues to be inaccurate and unreliable."
- Tests of 16 files for new and renewed licenses found that none contained all the documentation required by City Code.
- Tests of 10 jitney license files found that all 10 were missing between three and 10 documents required by City Code; eight failed to include required criminal background checks.
- Tests of 10 taxicab driver licenses found that only one contained all documents required by City Code.
- The State identified an applicant granted a license in 1998 to sell rated and unrated videos, books and magazines on the representation that unrated and X-rated adult movie titles would represent a minority portion of the business in a separate section, and the licensee's acknowledgment that if the establishment qualified as a sexually oriented business the City would revoke the license. Despite these licensing conditions, the business in fact operated as "Adult Novelty Store" and "Porn Shop" according to City inspectors in their annual inspections. Notwithstanding these annual inspections and documentation of the true nature of the business, the license remained in effect and the business open.

Perhaps the Comptroller's most dramatic finding was an administrative order by the executive assistant directing mercantile licensing that forbade inspectors from issuing summonses for violations of the City's limousine regulations. Those regulations prohibit limo drivers from soliciting in the manner of a taxicab, or misleading a prospective passenger to think a limo

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<sup>3</sup> State of New Jersey, Office of the State Comptroller, Atlantic City -- A Performance Audit of Financial Management Practices (issued January 27, 2010), found at [www.nj.gov/comptroller/news/docs/ac\\_audit\\_report\\_01\\_27\\_10.pdf](http://www.nj.gov/comptroller/news/docs/ac_audit_report_01_27_10.pdf)

charges the same rate as taxis to gain a fare. City Code imposes a \$200 fine for violations. The Comptroller found a common scam occurs when a hotel patron asks a bell person to call for taxi service. Instead of calling a taxi, the bell person calls for a limo sedan with whom s/he has an arrangement, resulting in a higher charge to the patron than a taxi would have cost.

The head of the section forbade the issuance of such summonses without his permission and without a report as to observations and contact information of passengers who will appear in court to testify. The assistant also ordered inspectors to cease ordering hotel personnel to stop calling limo services and threatening a summons. Any inspector found to violate this directive "will face disciplinary charges," according to the order reproduced in the Comptroller's report. The Comptroller found that, for the eight-month period subsequent to issuing this order, no reports were filed by inspectors, and thus no summonses for violations of the Code provision were issued. This was so even though the superior of the executive assistant in charge of mercantile licensing advised the Comptroller that inspectors "should issue citations whenever there is a violation of the City Code."

The Comptroller concluded the order in question "appears to create a barrier to Code enforcement and allows the unlawful practice described above to continue."

The Comptroller's findings and conclusions underscore the existence of, at best, uneven enforcement of City Code regulations of business activities, and recordkeeping problems in the licensing function conducted by the City's principal licensing authority.

In the following sections, we briefly summarize the key regulations governing specific business activities particularly relevant to Atlantic City's tourism economy – jitneys and rolling chairs. We identify those regulations appear to exceed the bounds of permissible municipal regulatory authority, as defined above. In identifying these existing regulatory conditions that bear directly or indirectly on CRDA's efforts to carry out its expanded responsibilities, we make no conclusion as to the wisdom or propriety of such regulations.

## 2.6.9 Specific Business Franchises – Key Provisions

### 2.6.9.1 Jitney

Chapter 233 of the City Code regulates the licensing and operation of jitneys, which are defined as any autobus for hire that carries individual passengers upon City streets.

The Code requires licensing of jitney operators by the Mercantile Licensing Section. Only jitney owners can drive an authorized jitney, and jitney owners are permitted a maximum of two jitney licenses and two jitney buses. Code, §233-41B, R. Jitney owners holding two licenses may not sublease or rent any jitney license, can only work one shift per day, and are allowed to hold two licenses but operate only one vehicle. Licenses are transferrable, subject to the review and approval of the City, and may be subjected to security interests and to involuntary transfer based on those security interests.

The Code recognizes the Atlantic City Jitney Association as the "official representative" of jitney owners, and requires that all licensed jitney owners must be members of the Jitney Association. Code, §233-31. It is the responsibility of the Association to establish specific schedules for all jitneys to service the routes established by the Code, e.g. to allocate the routes and times on the routes among its members. Code, §233-41H. The Code also establishes:

- a series of five paid routes, defined turn-by-turn, plus a series of five free Train Station Direct Service routes from the train station to designated casinos, and permissible stops on each of those routes, plus the ability to propose new or revised trial routes and to engage in private shuttling services;

- hours of operation on each route (24 hours on two principal routes, which include Pacific Avenue route from Gardner's Basin to Jackson Avenue (Pink Route) and from Jackson Avenue to the Marina District via Delaware Avenue (Blue Route));
- minimum numbers of jitneys to service each route (10 to 20 jitneys on Pink and Blue Routes from 6 a.m. to 2 a.m. and 5 to 10 jitneys between 2 a.m. and 6 a.m.);
- a fixed fare of \$2.25, subject to frequent rider and senior discounts;
- the authority of the City's Police Chief to approve official jitney stops, which may be amended in consultation with the City Engineer and the Jitney Association;
- that jitneys may pick up passengers only at official jitney stops except when halted at a red light; and
- that it is unlawful for any jitney to stop to receive or discharge passengers within 10 feet from the intersection of streets.

Based on 2008 amendment to the Code, violations of the jitney regulations now are subject to a fine up to \$2,000 and imprisonment up to 90 days. Moreover, the license to own and operate a jitney may be revoked by the Director, after giving notice and a hearing, for:

- violation of any provision of the jitney regulations;
- violation of any City ordinance or state law relating to traffic or use of streets;
- failing to pay any judgment for damages arising from unlawful or negligent operation of a jitney;
- failure to pay any franchise taxes; and
- conviction of a crime in any city, county, state or federal court.

Section 233-40 of the Code establishes a limitation of 190 jitney licenses at all times, but provides that "should increased ridership dictate that additional licenses be issued beyond the ability of 190 operable licenses to provide adequate service," it is the "duty" of the Director to increase the number of licenses on the basis of written reports -- prepared by the Chief Inspector of the Mercantile Section and the Jitney Association -- as to increased ridership and the need for additional licenses.

If the Director thereupon issues new licenses, the Code requires that all applicants for licensure be residents of the City for a period of six months prior to application, demonstrate their "financial competency" to the City, whereupon successful applicants will be "selected by lottery." If there are not sufficient City residents for the new licenses, the Director may open the lottery to residents of Atlantic County for more than six months.

This section further provides that the fee for any new license "shall be determined by taking an average of the last six sales of jitney licenses." This new license fee appears to violate the previously discussed limitations on setting fees for licenses, which can be based only upon the cost of regulation.

Section 5 of S-11 authorizes CRDA to exercise exclusive jurisdiction over the control and direction of traffic within the Tourism District. It would appear that under this grant of authority, CRDA may preempt municipal regulation of traffic-related aspects of jitney operations, i.e. routes, stops and other aspects of vehicular operation. Arguably this jurisdiction allows CRDA to preempt the entire field of jitney operations within the District given the substantial impact of jitney operations, especially upon Pacific Avenue.

### **2.6.9.2 Rolling Chairs**

Chapter 210 of the City Code regulates the operation of rolling chairs along the Boardwalk. The regulations have been repeatedly amended over the past decade to impose limits on the numbers of chairs, enhance operating rules, and enhance penalties for violations. A rolling chair is defined as:

A wheeled vehicle capable of transporting up to three passengers, powered manually, and having measurements not exceeding [specifications omitted]. It is the intent of this article that chairs have the original design of the late 1800's to early 1950's or be a replica of the original design in order to preserve the historic value of the rolling chair.

The Code provides for separate licensing of rolling chair owners and operators by the Mercantile License Bureau, the inspection of chairs, and an annual owner's license fee of \$100 for the first 25 chair licenses held by the same owner and \$50 per chair thereafter. Operators are subject to a \$75 annual licensing fee. Unlike jitney licenses, chair licenses are neither assignable nor transferable.

The Code limits the number of owner licenses to 305, no more than 150 of which may be issued to one person, entity or combination of entities in which there is common ownership with another licensee. However, each rolling chair owner is permitted to license the number of rolling chairs that owner had licensed in 2004 when the aforementioned limits were enacted, provided that permission to license more than 150 chairs is effective only as long as that owner continues to license that number of chairs.

The Code also prescribes rates for chairs, the locations on the Boardwalk where chairs may be operated and wait for passengers, and the operation of chairs and conduct of chair operators, including:

- prohibition on operating chair under the influence of alcohol or drugs, or in possession of same;
- prohibition on awaiting passengers other than at designated stands or on the Oceanside railing of the Boardwalk;
- prohibitions on operators sleeping in or sitting in rolling chairs;
- prohibitions on careless operation of a chair or in excess of four miles per hour;
- requiring operators to conduct themselves in a "decent and proper manner," including refraining from use of profanity;
- requiring operators to be neat and clean at all times, and prescribing a uniform of navy blue or white collared shirt and navy blue or khaki pants or Bermuda shorts not less than one inch above the knee, and permitting owners to establish additional and different company uniforms to its operators.

Under 2006 enhancements to these rules, violations of the chair regulations are subject to a fine up to \$2,000 and imprisonment up to 90 days. Owners found guilty of three or more violations of inspection standards within a 12-month period may be subject to immediate license suspension for up to one year. Operators found guilty of certain operating rules on two separate occasions within a 12-month period shall, upon the second conviction, be subject to immediate license suspension for a period of one year.

## 2.7 Economic Incentives

Economic incentives have been crucial to spurring development and investment activity in Atlantic City for at least the past decade, even before the current economic downtown. Some of the most visible developments in the last decade, representing many of Atlantic City's leading attractions, were undertaken with direct and indirect economic incentives playing a crucial, if not principal, factor to attract private investment:

- Borgata/Marina District: The State invested approximately \$330 million in roadway infrastructure to carry vehicular traffic to the Marina District resorts; in addition, the State authorized a \$37 million Brownfield Reimbursement incentive, in the form of reimbursing environmental remediation costs from taxes generated by the project.

- The Walk Outlets: Phase I of The Walk was financed with CRDA providing approximately \$30 million in junior financing to close a project funding gap and allow construction to proceed.
- The Quarter at Tropicana: Financed in significant part by allowing Tropicana to pay for this major expansion and enhancement of its public retail spaces and hotel rooms out of a portion of the funds it would have otherwise been required to provide to CRDA or to invest in other CRDA projects.
- The Pier Shops: Financed in significant part by allowing Caesar's to pay for this major enhancement of public retail spaces out of a portion of the funds it would have otherwise been required to provide to CRDA, or to invest in other CRDA projects.
- North Inlet/Gardner's Basin Residential Projects: Virtually all new residential construction in the North Inlet area was subsidized directly, or indirectly, by CRDA's acquisition of parcels.

CRDA lists more than 70 economic development projects sited in Atlantic City alone to which it has contributed, including expansions and improvements of virtually every casino hotel. The majority of these projects were funded and undertaken at a time when the Atlantic City gaming market generated approximately \$5 billion in annual revenues, from which CRDA generated the revenues to help finance these efforts.

That is to say that even in far stronger economic environment, with far greater equity and debt financing available from the private sector, CRDA financial support became critical to fueling capital investment -- not only to non-gaming investment in the City at large, but investment in casino hotels themselves.

CRDA, of course, was designed as a development bank to spur development in Atlantic City and, until recently, in other areas of the State.

Having played such a critical role in such a broad number of projects in recent years, large and small, gaming-related and non-gaming related, CRDA's financial involvement is now expected on virtually any significant proposed project if it is to proceed from the drawing board to reality.

With the nearly 40% contraction in the Atlantic City gaming market size, to roughly \$3 billion annually today, CRDA no longer generates the same level of revenues and bonding capacity to support future projects in the City. Just as its help is needed most by the market, CRDA can no longer invest as freely as it did previously, and when it does invest, it must ensure project feasibility. Until and unless gaming revenues return to pre-recession levels, CRDA has and will continue to have fewer resources to invest in future development.

Consequently, other incentives and funding streams will be needed to close funding gaps for projects and to convince private investors and lenders to finance new projects of all sorts.

Two other categories of economic incentives are used in New Jersey to spur investment by the private sector, especially in the development of urban areas. The first is the broad array of programs, most administered by the New Jersey Economic Development Authority (EDA), that provide grants, loans, guarantees, tax credits and other forms of assistance to businesses. The second incentive is in the form of property tax abatements municipalities are authorized to grant with respect to various projects.

We summarize these incentive programs to catalogue the economic 'tool kit' presently available to spur private investment in the City. Though some of these incentives are suitable for small and midsize projects, the largest incentives are typically reserved for the largest projects. It is important to ensure that incentives geared toward small and midsize infill projects and businesses are deployed to revitalize Atlantic and Pacific Avenues.

## 2.7.1 State Programs

### 2.7.1.1 Economic Redevelopment and Growth Grant (ERG) Program

The State has undertaken aggressive efforts to attract business investment and jobs to the State, offering one-stop coordination and using several preexisting programs in innovative ways.

Perhaps the most prominent example in the state, and certainly in Atlantic City, was the EDA's use in February 2011 of the Economic Redevelopment and Growth (ERG) grant program to provide \$261 million to spur additional private investment needed to restart the Revel project, which had been idled as a consequence of the economic recession. To assist CRDA, potential investors, and other stakeholders to better understand how the ERG incentive can be used to spur private investment in Atlantic City, we have summarized the essential terms of the Revel ERG grant.

ERG is an incentive for developers, businesses and owners to address financing gaps on redevelopment projects proposed in urban and suburban areas. The program utilizes up to 75% of the incremental increase in certain state and local revenue sources attributed to a project to provide gap financing of up to 20% of the total project cost. Redevelopment projects in qualifying areas that demonstrate sufficient net benefits to the State may be eligible for assistance in the form of a reimbursement grant, paid out over a period of up to 20 years. The total reimbursement is tied to project size and revenue generation, with no overall cap on per-project assistance.

In the Revel case, total remaining and eligible costs required to complete the Revel project were estimated at \$1.3 billion, 20% of which resulted in a recommended reimbursement of future state taxes not to exceed \$261 million over the 20 years following completion of the project and occupancy. Revel intends to monetize the future revenue stream of \$261 million, having a net present value at 9% of \$125 million, in the form of a \$125 million principal borrowing with principal, interest and financing fees totaling \$270 million.

As a matter of public policy, and to enhance the economic feasibility of Revel's project, the State and Revel agreed that the \$125 million in loan proceeds, representing monetization of the ERG reimbursement, will be used to fund the following new development projects and recreational amenities in the Inlet area:

▪ Garden Pier:	\$2 million
▪ Boardwalk Reconstruction:	\$12.3 million
▪ Lighthouse Park:	\$15 million
▪ Ocean Park:	\$20 million
▪ Rhode Island Ave. Corridor:	\$9 million
▪ Relocate AC Arts Center and Historical Society:	\$6 million
▪ Historic Gardner's Basin:	\$12 million
▪ Blighted Property Demolition and Acquisition:	\$25 million
▪ Project Development Fund:	\$23.7 million

While Revel has agreed to fully fund these infrastructure improvements over time, for the first 10 years up to \$70 million of the ERG revenue stream may be pledged as security for an anticipated \$305 million second (or mezzanine) loan, as long as the monetization of the remaining ERG stream will net at least \$100 million. As mezzanine debt principal is paid down, the pledged ERG proceeds will be reduced and transferred to the infrastructure fund to pay for the above projects.

The EDA's net benefit analysis, designed to ensure the State receives a greater benefit from the project than the amount of the incentive being awarded, projects total tax revenue to the State

over the 20 year period of the ERG of \$3.2 billion, having a present value of \$540 million, and a net positive benefit to the State, inclusive of the ERG award, of \$368 million.

As a consequence of this and other major projects of a transformative nature, the EDA has established a policy that for projects receiving more than \$50 million, recipients will repay that assistance based on a share of the project's financial success up to the amount of the tax reimbursements made by the State under the ERG program. In the Revel incentive, the State will share in 20% of Revel management's 10% ownership of distributions expected from the project. Reimbursement details are being negotiated by EDA.

The Revel ERG incentive represents an innovative use of anticipated future tax revenues from a casino project to complete an otherwise stranded development project and to fund needed infrastructure and community enhancements in the South Inlet area.

While it is unlikely that another new casino proposal of Revel's magnitude will be advanced under current economic conditions, thereby supporting another community infrastructure program for Atlantic City, it is possible that as major developers come to understand the State's innovative use of the ERG incentive, private equity and loans for other large non-casino hotels or residential projects could be spurred by the ERG program in like fashion. However, this tool may not be as suitable or helpful for small and midsize projects, because (i) of the costs and complexities involved in monetizing future revenue streams to create immediately available funds that can be deployed now, and (ii) counterparties monetizing those streams will generally do so only when the project's completion, success, and expected revenues are nearly certain, i.e. assured by executed leases with the most creditworthy tenants. Small and midsize developers advancing mixed-use infill projects may have difficulty establishing reliable projections upon which a lender can underwrite the monetization, making the ERG grant a less useful tool to them.

Nevertheless, the State provides numerous other programs that can be used by developers and businesses to launch further private investment in Atlantic City. Using the State's one-stop approach to business development and job creation, CRDA can look to these programs to assist appropriate projects and businesses.

### 2.7.1.2 Loans, Guarantees & Grants

- Main Street Business Assistance Program

A key component of the State's economic stimulus program geared to small and midsized businesses is the Main Street Business Assistance Program. This program provides financial support to commercial banks in New Jersey to assist in offering loans and guarantees to businesses with projects in New Jersey. Main Street financing can be used for fixed assets, refinancing of debt, and working capital.

Specifically, the program offers: loan participations up to \$1 million for fixed assets and \$750,000 for working capital; loan guarantees up to \$2 million for fixed assets and \$1.5 million for working capital; and line of credit guarantees up to \$500,000 through an EDA Preferred Lender. Main Street is available to small or mid-sized businesses or not-for-profits operating within New Jersey for at least two years prior to application date.

- Fund for Community Economic Development

The Fund for Community Economic Development provides loans and loan guarantees to support community and economic development initiatives in New Jersey's urban centers. This program offers three forms of assistance: up to a \$500,000 loan for lenders to support community based organizations and projects; up to \$50,000 for

feasibility studies and other pre-development costs; and up to \$1.25 million for real estate projects to fill financing gaps.

- **Loan Guarantees**

EDA offers up to \$1.5 million as a guarantee on loans provided by other financing sources for fixed assets or working capital. The limited exposure helps reduce the lending institution's credit risk, and provides access to capital for the borrower. To qualify, eligible businesses or not-for-profits must create one new full-time job for every \$50,000 of EDA assistance. Preference is given to businesses that are job intensive, will create or maintain tax ratables, are located in an economically distressed area, represent an important economic sector of the state and/or will contribute to its growth and diversity.

- **New Jersey Business Growth Fund**

Creditworthy companies that are retaining or creating jobs in New Jersey may be eligible for up to a \$3 million PNC Bank loan with a 25% or 50% EDA guarantee. The funding can be used for machinery and equipment or real estate, with loan terms of up to five years for machinery and equipment and up to five years for owner-occupied real estate purchases. Companies must commit to creating one full-time job in the state for every \$50,000 of guarantee provided by the EDA, with the exception of manufacturers, which must commit to maintaining one existing full-time job per \$50,000.

- **Small Business Fund**

The Small Business Fund provides expedited approvals of loans, loan participations and guarantees up to \$300,000 to creditworthy small, women- and minority-owned businesses that have been in operation for at least one year, as well as to not-for-profit corporations that have been in operation for at least three years. These loans may be used for fixed assets or working capital.

- **Statewide Loan Pool**

Under the Statewide Loan Pool program, the EDA participates in loans from EDA participating banks. The EDA may also guarantee a portion of the remaining lender's exposure when a bank requires additional comfort on a particular project. Up to \$1.25 million is available for fixed-asset financing, and up to \$750,000 is available for working capital. Additionally, \$1.5 million is available under either program for loan guarantees. To qualify, eligible businesses or not-for-profits must create one new full-time job for every \$50,000 of EDA assistance. In addition, preference is given to businesses that are job intensive, will create or maintain tax ratables, are located in an economically distressed area, represent an important economic sector of the state and/or will contribute to its growth and diversity.

- **Tax-exempt and Taxable Bond Financing**

The EDA issues conduit tax-exempt private activity bonds, the proceeds of which are used to provide long-term loans from \$500,000 to \$10,000,000 for qualified manufacturers.

Certain exempt facilities in New Jersey may also be eligible, including governmentally owned public airports, docks and wharves; facilities that furnish water, electric and gas; sewer facilities; solid waste disposal facilities, including certain recycling facilities; commercial and industrial projects in federal Empowerment Zones or Enterprise Communities; certain facilities for governmental bodies, which qualify as tax-exempt governmental obligations; and certain assisted living facilities, which qualify as residential rental projects. In addition, tax-exempt bonds are available with no limit to qualified 501(c)(3) not-for-profit organizations.

Financing can be used for capital improvements and expansion, including real estate acquisitions, new equipment, machinery, building construction and renovations, as well as refinancing or working capital for not-for-profit corporations.

Taxable bonds are also available for a wide variety of businesses. Taxable bonds offer similar flexibility in structuring rates and terms, but are not subject to the restrictions placed on tax-exempt financing under the Internal Revenue Code (IRC).

- **Business Employment Incentive Program (BEIP)**  
Companies seeking to relocate to, or expand in, New Jersey may be eligible for BEIP grants based on the number of new jobs created. By adding at least 25 qualified jobs (10 for qualifying technology companies) within two years, eligible companies can be reimbursed for up to 80% of gross withholding tax paid by new employees for up to 10 years, to a maximum of \$50,000 per employee over the course of the grant. Companies must demonstrate that the BEIP grant is a material factor in the decision to relocate to or expand in New Jersey.
- **Business Retention and Relocation Assistance Grant (BRRAG)**  
BRRAG provides corporate business tax credits to companies that are relocating operations within New Jersey, or maintaining jobs and making a qualified capital investment at a current location in the State. Companies may benefit from up to \$2,250 per-year for six years, per-job retained, payable as a tax credit against a company's corporate tax liability. Companies must demonstrate that the grant is a material factor in the decision to stay in New Jersey, and that the capital investment and job retention resulting from the proposed project will yield a net positive benefit to the State.
- **Sales and Use Tax Exemption Program**  
The Sales and Use Tax Exemption Program allows companies to make purchases for construction and renovation of their new business location without having to pay state sales tax. This program is often used in conjunction with the Business Retention and Relocation Assistance Grant (BRRAG) program. Eligible companies must have 1,000 or more employees in New Jersey and relocate 500 or more to a new business location. Life sciences, pharmaceutical and manufacturing companies may be eligible if they relocate 250 or more employees to a new research and development facility, a new headquarters or a new manufacturing facility.
- **Urban Enterprise Zones (UEZ)**  
New Jersey's UEZ Program was created to foster an economic climate that revitalizes designated urban communities and stimulates their growth by encouraging businesses to develop and create private sector jobs through public and private investment. Participating businesses may be eligible for a variety of incentives. The program currently has more than 30 zones located in more than 35 municipalities throughout the state, including Atlantic City.
- **Urban Enterprise Zones (UEZ) Sales Tax Exemption on Purchases**  
Businesses located in a designated UEZ may be eligible for an exemption from sales tax on most purchases, with certain exceptions. The exemption applies to the full sales tax otherwise due on purchases of tangible personal property (except motor vehicles, parts or supplies), and most services (except telecommunications services).

Businesses with total gross receipts of less than \$10 million (for all locations, in and out of the zones) may be eligible for the exemption at time of purchase, while businesses with total gross receipts over \$10 million (for all locations, in and out of the zones) will

pay the prevailing sales tax at time of purchase and apply quarterly for a refund of sales taxes paid.

A separate exemption, not guided by total gross receipts, applies to materials, supplies and services for the exclusive use in erecting structures or building on, or improving, altering or repairing, the real property of a qualified business located in the zone that are purchased for the benefit of the business property located in the zone, whether purchased by the qualified business or a contractor.

- Manufacturers Energy Sales Tax Exemption

Certified UEZ manufacturers with at least 250 full-time employees, 50% of whom are involved in the manufacturing process, may be eligible for an exemption from the sales and use tax on energy and utility services.

- Customized Training Grants

The New Jersey Department of Labor & Workforce Development offers competitively awarded training funds to help businesses develop industry-specific solutions to the workforce training challenges they face.

- Registered Apprenticeship Incentive Program

Employers with up to 450 employees may be eligible for financial resources to upgrade the skills of employees working in the direct production of goods. One-time grants of up to \$5,000 are available for each employee who completes 52 weeks of employment as an apprentice under the Registered Apprenticeship Incentive Program.

- Literacy Skills Grants

The New Jersey Department of Labor & Workforce Development offers competitively awarded training funds to help businesses improve the basic skills of incumbent workers.

#### **2.7.1.3 Tax Credit Programs**

- Urban Enterprise Zones (UEZ) Employment Tax Credit

UEZ-based businesses receive employment tax credits for hiring new, additional full-time employees. A credit of \$1,500 is allowed for each new, additional full-time employee living in a UEZ municipality who immediately prior to employment by the taxpayer was unemployed for at least 90 days, or was dependent upon public assistance as the primary source of income. For new, additional full-time employees not qualifying for the \$1,500 credit, a credit of \$500 is allowed if the employee lives in a UEZ municipality and was not employed in the UEZ municipality immediately prior to being hired. Employees must be employed for at least six continuous months to earn the credit.

- Urban Enterprise Zones (UEZ) Investment Tax Credit

Certified UEZ businesses that are not entitled to a UEZ Employee Tax Credit may be entitled to the UEZ Investment Tax Credit. This credit is available to non-retail and non-warehouse corporations with fewer than 50 employees. For employers with fewer than 10 employees, qualified investments must be at least \$5,000. For employers with more than 10 employees, the minimum investment requirement of \$5,000 increases by \$500 per each additional employee beyond 10. The tax credit may be equal to up to 8% of the qualified investment.

- New Jobs Investment Tax Credit

The New Jobs Investment Tax Credit is available for taxpayers who invest in new or expanded business facilities that create new jobs in New Jersey. The investment must create at least five new jobs for small or mid-size businesses or 50 new jobs for larger business taxpayers, and must meet the median annual compensation requirement for the current tax year.

- **BRRAG Tax Credit Certificate Transfer Program**

The BRRAG Tax Credit Certificate Transfer Program allows New Jersey businesses with unused amounts of BRRAG tax credits to raise cash by selling the unused tax credits to other New Jersey businesses for at least 75% of their value. The selling company must certify that it cannot use the BRRAG tax credits originally issued.

- **Manufacturing Equipment and Employment Investment Tax Credit Program**

Investments in qualified manufacturing equipment may be eligible for the Manufacturing Equipment and Employment Investment Tax Credit. The program offers a tax credit for the tax year in which the investment was made based on the cost of the equipment, as well as each of the following two tax years based on the average increase in New Jersey employees.

- **Research and Development Tax Credit**

Businesses claiming the federal research and development tax credit for a new or improved product, process or software program qualify for the state's Research and Development Tax Credit. The program provides a credit of 10% of the excess research expenses over a base year amount plus 10% of basic research payments, as taken under the federal tax credit. Unused credits may be sold under the Technology Business Tax Certificate Transfer Program.

- **Technology Business Tax Certificate Transfer Program**

Qualified biotechnology and technology companies may be eligible to sell unused net operating losses and R&D tax credits to unrelated profitable corporations for at least 80% of their value, up to a maximum lifetime benefit of \$15 million. To qualify, the applicant must have at least one full-time employee working in New Jersey if incorporated less than three years, five full-time employees in New Jersey if incorporated more than three years but less than five years, and 10 full-time employees in New Jersey if incorporated more than five years.

#### **2.7.1.4 Environmental Incentives**

- **Brownfields and Contaminated Site Remediation Program**

A developer in New Jersey in need of financial assistance to clean up and redevelop polluted sites and closed municipal landfills may be eligible to recover up to 75% of approved costs associated with the remediation effort.

- **Municipal Landfill Closure and Remediation Reimbursement Program**

An eligible developer seeking financial assistance in the closure, remediation and redevelopment of municipal landfill sites in New Jersey may be eligible for reimbursement of 75% of the closure or clean-up costs.

- **Hazardous Discharge Site Remediation Fund (HDSRF)**

Loans, grants and matching grants are available to public, private and not-for-profit entities for the investigation and/or remediation of known or suspected contaminated sites.

- **Petroleum Underground Storage Tank Program - Leaking Tanks Commercial & Residential**

Grant and loan funding is available to business owners and residential property owners that must upgrade, close and remediate discharge from petroleum underground storage tanks. Applicants must have fewer than 10 tanks on site and net worth must not exceed \$2 million.

#### Non-Leaking Tanks Commercial, Residential & Not-for-Profit

The Petroleum Underground Storage Tank Program provides grants to business owners and residential property owners who have fewer than 10 tanks on site and are required by law to upgrade, close and remediate discharge from those tanks.

#### 2.7.1.5 Energy/Technology Incentives

- Direct Install  
Direct Install is a New Jersey Board of Public Utilities (BPU) program that addresses energy efficiency needs for small commercial and industrial facilities with peak demand of less than 100 kW. The peak demand threshold is waived for local government entities using an Energy Efficiency and Conservation Block Grant (EECBG) in conjunction with Direct Install. This turnkey program is aimed at providing owners a seamless, comprehensive process for analysis, equipment replacement and financial incentives to reduce consumption, lower utility costs and improve profitability. Direct Install is designed to identify cost-effective energy efficiency retrofit opportunities and provide direct installation and financial incentives for up to 60% of installed cost to encourage the early replacement of existing equipment with high efficiency alternatives. There is a \$50,000 incentive cap on each project. Systems and equipment eligible for incentives include lighting, HVAC (such as natural gas infra-red heaters and warm air furnaces and boilers), motors, and variable frequency drives. Energy assessments are conducted as part of Direct Install to identify a comprehensive package of cost-effective energy efficiency improvement opportunities for each project.
- New Jersey SmartStart Buildings® Program  
The New Jersey SmartStart Buildings Program provides financial incentives for the purchase and installation of energy efficiency measures. Eligible equipment includes heating and cooling systems such as electric chillers, gas cooling, electric unitary HVAC, ground source heat pumps and gas heating and water heating; lighting and lighting controls; motors and variable frequency drives; refrigeration doors, covers and controls; and a custom measures track that provides incentives for innovative measures that are proven to be cost-effective.
- Renewable Energy Incentive Program (REIP)  
Residents, local government officials, facility managers or developers building onsite renewable energy projects using wind and bio-power technologies may be eligible for financial incentives and support services under the Renewable Energy Incentive Program. Incentives vary according to the type of project, type of building, type of equipment and other factors. Generally, wind systems may be eligible for up to \$3.20/kWh of capacity, and sustainable biomass systems may be eligible for up to \$5.00/watt of capacity. REIP is part of New Jersey's Clean Energy Program™ administered by the New Jersey Board of Public Utilities (BPU).
- Renewable Energy Manufacturing Incentive (REMI)  
REMI is a New Jersey Board of Public Utilities (BPU) program offering rebates to New Jersey residents, businesses, local governments and not-for-profit organizations that purchase and install solar panels, inverters and racking systems manufactured in New Jersey. Available for up to 500 kW of a solar project, rebates for panels start at \$0.08/watt and rebates for racking systems and inverters start at \$0.05/watt. To be

eligible for an incentive, applicants must begin by applying to either the Renewable Energy Incentive Program (REIP) or the SREC Registration Program (SRP). To become a certified New Jersey manufacturer under this program, companies must supply products manufactured with at least 50% of the product cost from facilities located in New Jersey.

- Solar Renewable Energy Certificate (SREC) Registration Program (SRP)  
The SRP is used to register the intent to install non-rebated solar projects in New Jersey. Owners of non-rebated solar projects must register their projects in the SRP prior to the start of construction in order to establish the project's eligibility to earn SRECs. Registration of the intent to participate in New Jersey's solar marketplace provides market participants with information about the pipeline of anticipated new solar capacity and insight into future SREC pricing. Each time a system generates 1,000 kWh of electricity, an SREC is earned and placed in the customer's electronic account. SRECs can then be sold on the SREC tracking system, providing revenue for the first 15 years of the system's life.

Electricity suppliers, the primary purchasers of SRECs, are required to pay a Solar Alternative Compliance Payment (SACP) if they do not meet the requirements of New Jersey's solar renewable portfolio standard (RPS). One way they can meet their RPS requirement is by purchasing SRECs. As SRECs are traded in a competitive market, the price may vary significantly. The actual price of an SREC during a trading period can and will fluctuate depending on supply and demand.

- Edison Innovation Clean Energy Manufacturing Fund  
CEMF includes two separate program components offering up to \$3.3 million as a grant and loan for New Jersey manufacturers of Class I renewable energy and energy efficiency technologies. Up to \$300,000 is available as a grant to assist with the manufacturing site identification and procurement, design and permits. Up to \$3 million is available as a loan to support site improvements, equipment purchases and facility construction and completion. One-third of the loan may convert to a performance grant if certain business and technology-based milestones are met.
- Edison Innovation Fund – Growth Programs  
New Jersey revenue generating technology companies may be eligible for growth capital under matching (of equity from angel investors or venture capitalists) programs. This subordinated convertible debt financing can be used for key hires, product rollout, product enhancement, and marketing/sales. Funds are also available for New Jersey technology companies advancing Class I renewable energy or energy efficiency products or systems.

#### 2.7.1.6 Other State Assistance

- Permitting Assistance  
New Jersey's Business Action Center helps businesses navigate the regulatory, permitting and compliance process inherent in relocation and expansion projects.
- Positive Recruitment  
The New Jersey Department of Labor and Workforce Development offers assistance recruiting qualified workers.
- Site Selection Services  
New Jersey offers a full range of site selection tools including development services, land assemblage, structuring financing and facilitating the permitting process. This full-

service approach provides considerable financing advantages for companies considering moving to or expanding in New Jersey.

- Entrepreneurial Training Initiative

To help New Jersey's entrepreneurs and small businesses start, run and grow, the New Jersey Economic Development Authority (EDA) has formed a strategic partnership with UCEDC, a statewide, not-for-profit economic development corporation dedicated to assisting and financing small businesses, minority- and women-owned enterprises.

Business basics workshops, entrepreneurial training, business mentoring, International Organization for Standardization (ISO) Training 9001 and more are available.

- New Jersey Small Business Development Centers (NJSBDC)

The NJSBDC network consists of eleven full-service Regional Centers and additional offices in every county of New Jersey providing management consulting services and training to small business owners and entrepreneurs. The network helps small businesses expand operations, manage growth and launch new ventures.

### 2.7.1.7 Local Property Tax Abatements

Stakeholders identified Atlantic City's high local property tax rate, and the inability to obtain tax abatements commonly granted in other New Jersey urban centers, as a key barrier preventing them from investing in development projects and job creation in the City.

Atlantic City's effective tax rate for 2010, a measure that enables the comparison of one district to another district based on the assumption that all districts are at 100% valuation, is roughly comparable to tax rates in other New Jersey cities:

	General (Actual) Tax Rate	Effective Tax Rate
<b>ATLANTIC CITY CITY</b>	1.809	1.839
<b>CAMDEN CITY</b>	4.593	2.449
<b>HOBOKEN CITY</b>	4.745	1.272
<b>JERSEY CITY CITY</b>	6.903	1.813
<b>NEW BRUNSWICK CITY</b>	5.162	1.898
<b>NEWARK CITY</b>	3.180	1.786

Source: NJ Division of Taxation

Notwithstanding their apparently equivalent tax rates, each of the other identified cities has made significant use of property tax abatements to lower the recurring cost of property development and ownership, thereby spurring commercial and residential development. Abatements can benefit property owners that may be commercial businesses, developers of rental housing, and individual condominium unit owners and apartment tenants.

Indeed, reducing the recurring tax burden is crucial to convincing individuals to buy condominiums and properties, especially as second homes. High and unabated property taxes have been identified by many developers as significantly hampering their ability to sell condominium units in the City.

State law permits municipalities to abate property taxes to spur desired development projects in two ways:

**SHORT-TERM (Five Year) ABATEMENT:** This program is intended for development projects in which, after project completion, the increase in assessed value to the improved property does not exceed 30%. The added assessment is phased in over a five-year period. The

short-term abatement is on the improvement portion of the tax assessment. The assessed value of the land on which the improvement is made remains at 100%. The abatement agreement must be approved before the project starts.

**LONG-TERM (30-Year) ABATEMENT:** For certain redevelopment projects, cities are authorized to enter into a long-term payment-in-lieu-of-tax (PILOT) agreement with qualifying developers. Pilot agreements can be up to 30 years. The amount of the pilot is based on a percentage of project income, or a percent of total project costs. Agreements are approved by the City before the project begins.

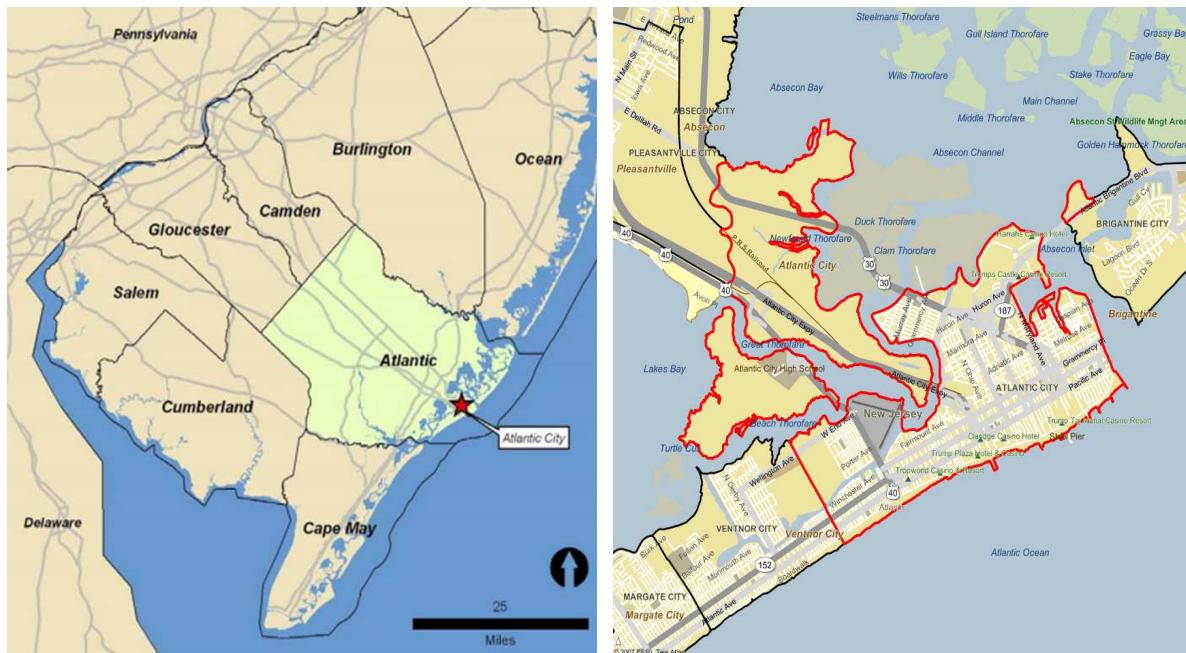
A short-term, five-year abatement cannot be coupled with the long-term abatement program.

In contrast, Atlantic City's use of the property tax abatement tool has been limited. According to the City's 2008 Master Plan, the City had only three long-term tax abatement projects approved, and then only for a 15-year period – the Marbella, Reflections and Breakers projects. At that time, the City had five more 15-year abatements under consideration for hotel and condominium construction.

## 2.8 Market Research Overview

### 2.8.1 Market Data and Information

Atlantic County consists of 561 square miles (about half the size of Rhode Island) in Southeast New Jersey, and shares a border with Cape May, Cumberland, Gloucester, Camden, Burlington and Ocean Counties. In the south-east portion of the county, on Absecon peninsula, sits Atlantic City, a City of approximately 40,000 permanent residents and annual tourist population of 30 million.



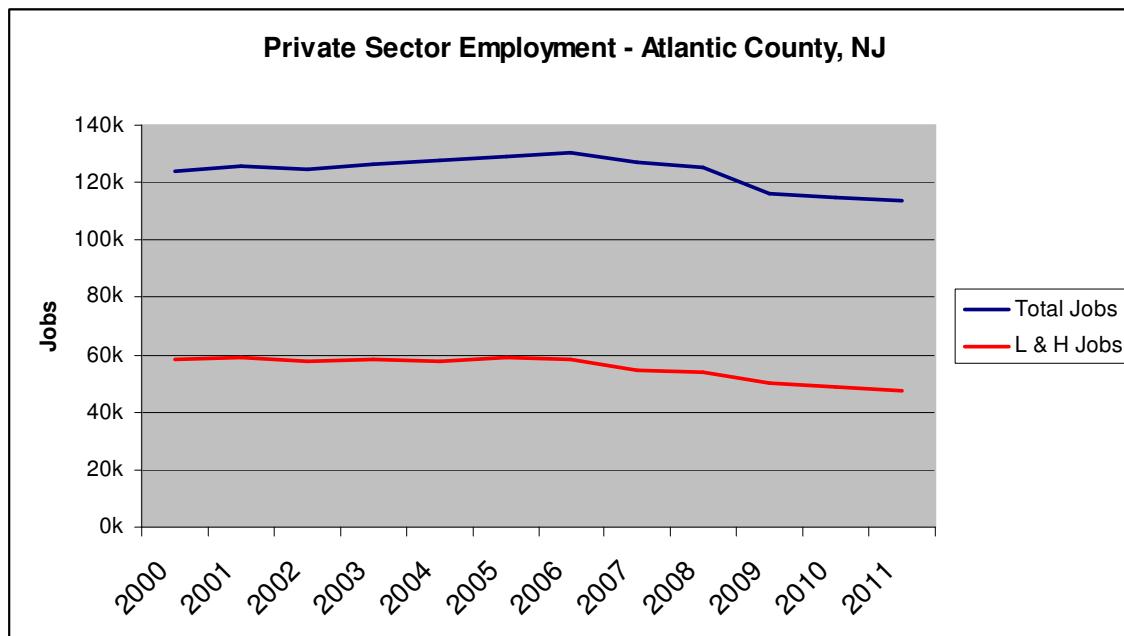
### 2.8.2 Location and Size

Atlantic City is located on Absecon Island on the coast of the Atlantic Ocean in Atlantic County, New Jersey. The City borders Absecon, Brigantine, Pleasantville, Ventnor and West Atlantic City (part of Egg Harbor Township).

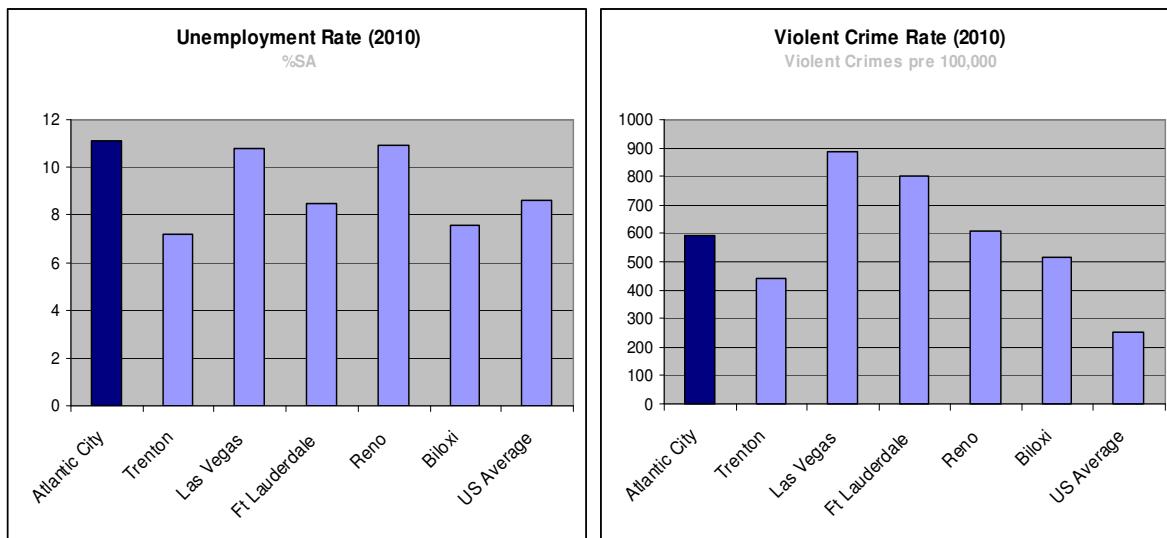
Other municipalities on Absecon Island include Ventnor City, Margate City, and Longport. The Atlantic City communities consist of the following neighborhoods: The North Inlet, The South Inlet, Bungalow Park, the Marina District (also known as Back Maryland), Venice Park, Downtown (Midtown), Ducktown, Chelsea and Chelsea Heights.

In comparison to the state of New Jersey, Atlantic City is highly diverse. Whereas the diversity index of Atlantic City measures 84.9, the diversity index of the state of New Jersey is 63.3. The following charts demonstrate racial demographics of Atlantic City, which comprises a population that is 38.5% Black alone, 24% Hispanic, 20% White alone, and 14% Asian alone.

Private sector employment has fallen substantially since 2006, with the majority of the jobs lost from the Leisure & Hospitality industry. The ratio of Leisure & Hospitality jobs to other jobs fell from 48% in 2000 to 42% in 2011.



The unemployment rate in Atlantic City exceeds that of nearly all comparable cities and is approximately 2.5% greater than the national average. Violent crime in Atlantic City far exceeds that national average.

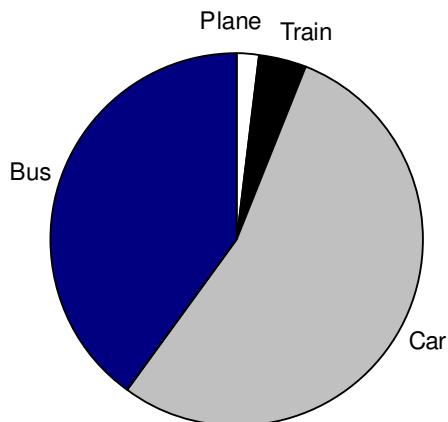


Atlantic City, despite its modest population, is a major tourist destination with approximately 30 million visitors in 2011. The tourism industry drives the local economy, and thus, issues such as transportation and attractions are critical to any discussion of the local economy.

### 2.8.3 Transportation

Approximately three out of four visitors to Atlantic City come from the tri-state area, with most coming from nearby Philadelphia (60 miles distance) New York City (120 miles distance) and Baltimore (150 miles distance). Of these visitors, 57% traveled by car and 40% traveled by bus. The following charts summarize these statistics.

**Getting to Atlantic City**



### 2.8.3.1 Highways

Access into, and out of, Absecon Island and Atlantic City by car is available via the Black Horse Pike (US 322/40), White Horse Pike (US 30) and the Atlantic City Expressway. Atlantic City has an abundance of taxicabs and a local bus service ("Jitney") providing continuous service to and from the casinos and the rest of the City.

### 2.8.3.2 Rail and Bus

Atlantic City is located on the New Jersey Transit's Atlantic City Line, which runs from Philadelphia through several South Jersey communities directly to the Atlantic City Rail Terminal at the Atlantic City Convention Center. The ACES train, introduced in 2009, offers seasonal service to and from New York City along the Northeast Corridor and Atlantic City line.

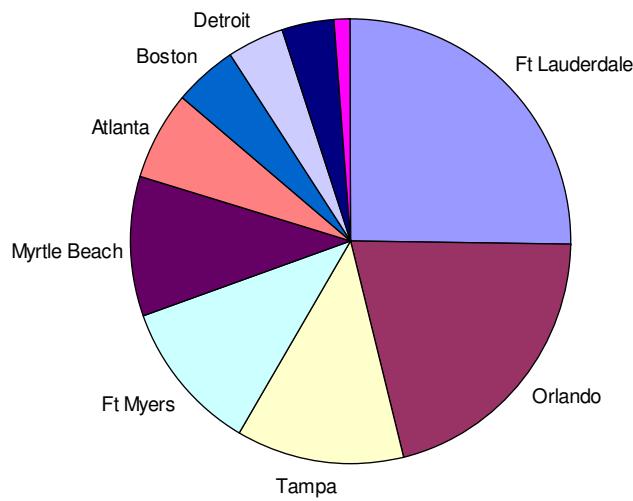
The Atlantic City Bus Terminal houses local, intra-state and interstate bus companies such as Transit and Greyhound bus lines. The Greyhound Lucky Streak Express offers service to Atlantic City from New York City and Philadelphia.

### 2.8.3.3 Airline Service

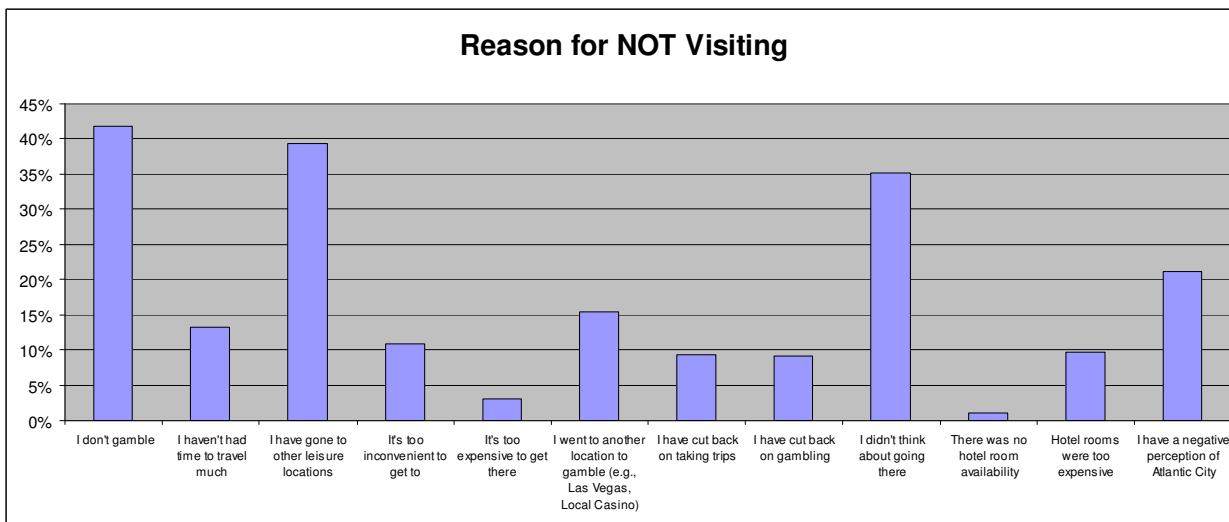
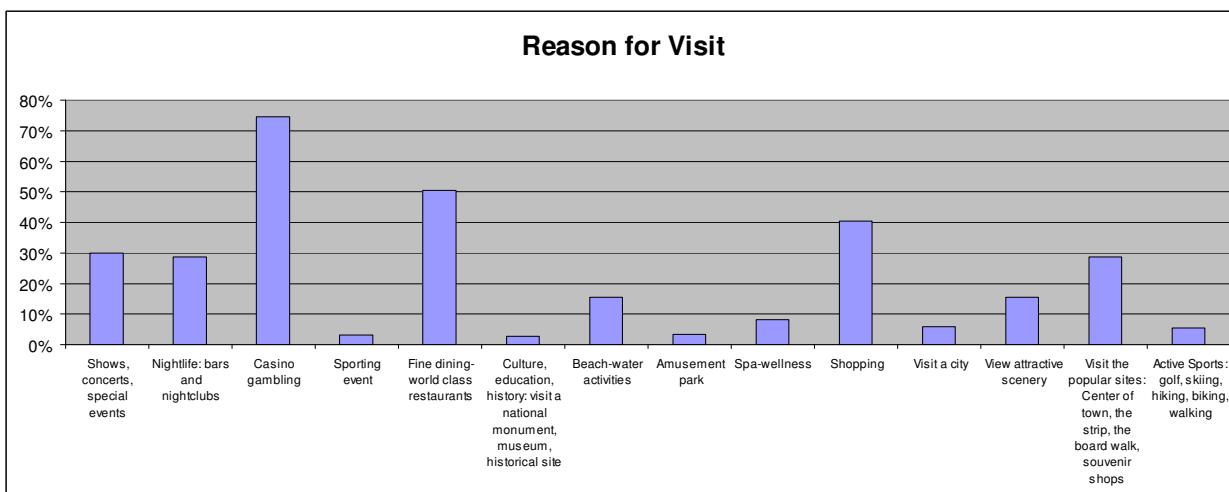
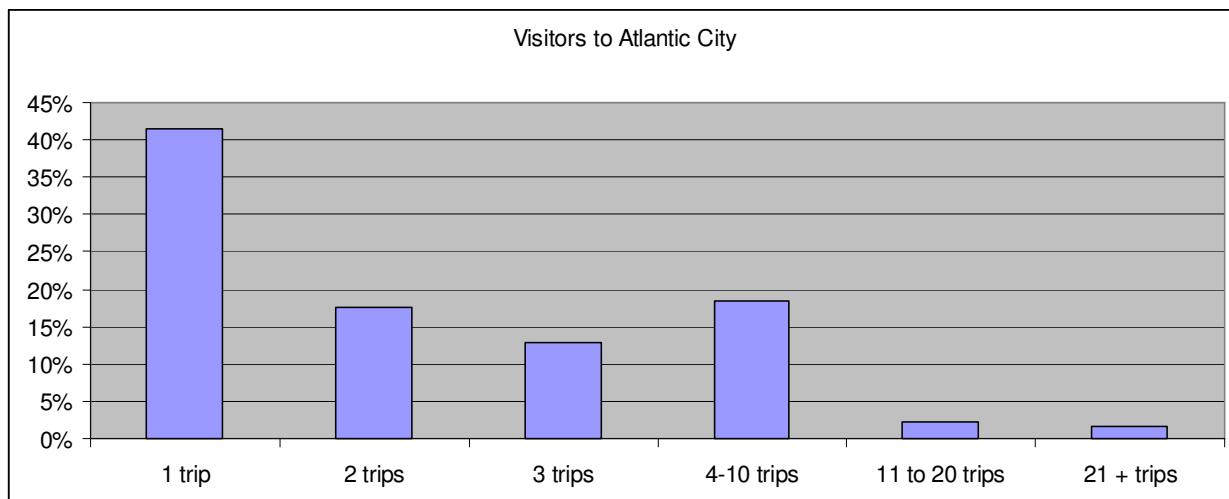
Atlantic City International Airport (ACY) is located approximately 10 miles northwest of the City in Egg Harbor Township and serves commercial airlines, with more than 72% of inbound passengers coming from the state of Florida.

Philadelphia International Airport and Newark Liberty International Airport are within 60 miles and 105 miles of Atlantic City, respectively.

Points of Origin for ACY Destination Scheduled Service Passengers



In a 2010 survey conducted by the research firm Chadwick Martin Bailey, residents of New York, Philadelphia, Trenton, Baltimore, and Washington were posed questions regarding their visits to Atlantic City. Most respondents indicated that they had visited Atlantic City only a small number of times, and cited gaming as the primary reason for visiting. Similarly, those who did not visit cited a disinterest in gaming as the reason for not having been to Atlantic City. A summary of the survey's findings is below.



## 2.8.4 Attractions

### 2.8.4.1 The Boardwalk

The first boardwalk was built in Atlantic City in 1870 in order to help hotel owners prevent guests from tracking sand from the beach into their lobbies. At present, the combined boardwalk of Atlantic City and Ventnor City is the world's longest measuring approximately 5.75 miles, 4.12 miles of which is located in Atlantic City.

Several retail and entertainment attractions exist along the boardwalk, including The Quarter at the Tropicana, The Pier Shops at Caesars, Central Pier Arcade and Speedway, and Garden Pier. Collectively, these attractions represent the spectrum of tourist offerings, from shopping and dining, to the arts, entertainment and amusement rides.

Between these attractions are many abandoned buildings, adult entertainment outlets, and vacant lots which have created safety concerns for the Boardwalk's more than six million annual visitors, particularly in the evening when these areas are poorly lit.



### 2.8.4.2 Gambling

Gambling was legalized in Atlantic City in 1976 in an effort to revitalize the destination. The demise of Atlantic City was due to the prevalence of the automobile after World War II and the consequent possibility of "day trips" for regional visitors that no longer required a hotel stay. Similarly, the emergence of suburban home luxuries like air conditioning and swimming pools contributed to this decline as it minimized the need for swimming trips to the ocean. When it opened on May 26, 1978, the Chalfonte-Haddon Hall Hotel became Resorts International and was the first legal casino in the eastern United States. Today 11 hotel/casinos exist.

Casino	Opened	Theme	Rooms	Parent Company	District
1 ACH Casino Resort	1980	Beach Resort	800	Colony Capital	Downbeach
2 Bally's Atlantic City	1979	Modern	1,750	Caesars Entertainment	Midtown
3 The Borgata	2003	Tuscany	2,800	Marina District Development	The Marina
4 Caesars Atlantic City	1979	Roman Empire	1,150	Caesars Entertainment	Midtown
5 Harrah's Atlantic City	1980	Marina Waterfront	2,600	Caesars Entertainment	The Marina
6 Golden Nugget Atlantic City	1985	Gold Rush Era	730	Landry's Restaurants	The Marina
7 Resorts Casino Hotel	1978	Roaring Twenties	950	DGMB Casinos	Uptown
8 Showboat Atlantic City	1987	Mardi Gras	1,300	Caesars Entertainment	Uptown
9 Tropicana Atlantic City	1981	Old Havana	2,100	Tropicana Entertainment	Downbeach
10 Trump Plaza	1984	Luxury Resort	900	Trump Entertainment Resorts	Midtown
11 Trump Taj Mahal	1990	Taj Mahal	2,250	Trump Entertainment Resorts	Uptown

The Atlantic City gaming market is the second-largest gaming market in the United States, attracting more than 30 million visitors annually and generating approximately \$3.4 billion in gaming revenue for the year ended December 31, 2010. PricewaterhouseCoopers predicts that by 2015, gambling revenue will fall to \$2.8 billion, a 46% drop from the 2006 peak.



The New Jersey casino industry is at a critical crossroads, threatening its role in the State's economy. Casino gaming represents one of New Jersey's largest industries, accounting for nearly \$1 billion in state and local taxes (state taxes are constitutionally dedicated to programs for seniors and the disabled) and more than \$2 billion in revenues spread across more than 2,000 businesses. Employment in Atlantic City has slipped from 50,000 jobs to 38,000 and all other market indicators are trending negatively.

The downturn in Atlantic City can be partially attributed to the emergence of newer, more convenient gaming options in neighboring states, including Pennsylvania and New York. The loss of a monopolistic position has caused turmoil among existing casino owners and more recent investors alike.

Several ambitious casino developers targeted Atlantic City for new, large-scale luxury casinos, aiming to follow the manner of the Borgata, which opened on July 3, 2003 to great success. Nearly all of these projects have succumbed to economic realities, and have been scaled down, postponed, or cancelled while stakeholders wrestle for control in order to preserve their investments.

- MGM Grand Atlantic City – ***In October 2007*** the MGM Grand Atlantic City was approved by the MGM Mirage board. The new casino hotel was to be located on 60 acres adjacent to the Borgata, and include 3,000 rooms, 280,000-sq. ft. of casino space, and 500,000-sq.ft of upscale retail and entertainment space. ***In January of 2009***, plans for the \$5 billion project were postponed due to economic conditions. ***In February of 2010***, MGM Mirage officials announced they had placed their 50% ownership of the project into a divestiture trust.
- ***In November 2006***, Pinnacle Gaming purchased the Sands Hotel and Casino. ***In October 2007***, the hotel, which was deemed too small, was demolished with plans to build a \$1.5 billion hotel casino on the site's 18 contiguous oceanfront acres. ***In 2011***, Pinnacle officials have formally abandoned their plans, citing difficulties securing financing. The site is currently being marketed.
- ***In 2007***, a consortium led by former Caesars CEO Wallace Barr and former New Jersey Casino Redevelopment Authority Executive Director Curtis Bashaw, purchased land south of the Atlantic City Hilton including the site of the former Atlantic City High School and the former Dunes casino site (which is currently zoned for casino space). ***In January 2009***, the investment group withdrew their application for a coastal building permit, effectively postponing plans for a \$2 billion, 2,000-room hotel casino.
- ***In December 2007***, Columbia Sussex, the parent company of Tropicana Casino and Resort, planned to develop a boutique casino and condominium complex on a square city block of boardwalk property north of the Ritz Carlton Condominium Building, but was denied a gaming license. ***In March 2010***, a group of lenders headed by billionaire Carl Icahn purchased the Tropicana Casino and Resort for \$200 million.
- ***In November 2008***, the owners of the Resorts Atlantic City hotel casino (Colony Capital LLC) indicated they were unable to meet monthly mortgage payments. In November 2009, a group of lenders holding a \$360 million mortgage on the property assumed ownership, and in ***December 2010***, they sold to Dennis Gomes, the current owner. Mr. Gomes has rebranded the hotel as a Prohibition era destination, following the success of the HBO series, *Boardwalk Empire*.
- ***In September 2006***, airport operation ceased at Bader Field and local officials have since been considering development options for the 140-acre site. ***In June 2009***, the deadline passed for development proposals without any being submitted.
- ***In February 2009***, the operators of the Taj Mahal, Trump Plaza, and Trump Marina hotel casinos filed for Chapter 11 bankruptcy protection.
- The Revel Hotel & Casino, a \$2.4-billion-plus casino resort on a 20-acre site just north of the Showboat Hotel and Casino, has been under development since ***October 2006***. In ***April 2010***, Morgan Stanley took a 1.4 billion loss and walked away from the project. Upon news that the State of New Jersey would provide a \$261 million tax credit, investors put up an additional \$1 billion to complete the project.

### 2.8.5 2012 Values

In 2006, the Sands casino hotel was purchased for \$270 million, which was approximately \$450,000 per room. However, since the hotel was ultimately demolished, the more appropriate metric is **\$345 per square foot**. Given the timing and general optimism around the Sands redevelopment, this should be viewed as a high watermark for oceanfront property in Atlantic City with flexible zoning. Values have fallen precipitously since.

Hotel Casino Sales: 2009 - Present					
<u>Name</u>	<u>Date</u>	<u>Units</u>	<u>Price (\$M)</u>	<u>Price/Unit</u>	<u>Buyer</u>
1 <b>Marriott Courtyard</b>	Oct-11	150	<b>\$18.90</b>	\$126,000	Cerberus Capital Mgmt
2 <b>Golden Nugget</b>	Feb-11	728	<b>\$38.00</b>	\$52,198	Landry's
3 <b>Resorts Atlantic City</b>	Oct-10	942	<b>\$31.50</b>	\$33,439	Gomes Gaming Inc (JV)
4 <b>Tropicana</b>	Dec-09	2,125	<b>\$229.00</b>	\$107,765	Carl Icahn
<b>Average</b>	--	986	<b>\$79.35</b>	<b>\$79,850</b>	--

Source: Real Capital Analytics

Land Sales: 2009 - Present					
<u>Name</u>	<u>Date</u>	<u>Use</u>	<u>Price (\$M)</u>	<u>Price/SF</u>	<u>Buyer</u>
1 <b>Borgata Land</b>		Hotel Casino	<b>\$83.00</b>	\$169	Vornado Realty Trust (JV)
2 <b>Revel</b>		Hotel Casino			Revel Ent. Group
3 <b>The Walk Phases I &amp; II</b>		Retail	<b>\$150.30</b>	\$334	Tanger Factory Outlet
4 <b>Pier at Caesars</b>		Retail	<b>\$25.00</b>	\$82	C-III Asset Management
<b>Average</b>	--	--	<b>\$86.10</b>	<b>\$195</b>	--

Source: Real Capital Analytics

Residential Sales: 2009 - Present					
<u>Name</u>	<u>Date</u>	<u>Units</u>	<u>Price (\$M)</u>	<u>Price/Unit</u>	<u>Buyer</u>
1 <b>114 N. Mississippi Ave</b>	Jul-09	6	<b>\$0.30</b>	\$50,000	
2 <b>2501 Pacific Ave</b>	Sep-08	49	<b>\$3.33</b>	\$67,857	
3 <b>1724 Atlantic Ave</b>	Nov-07	7	<b>\$0.67</b>	\$95,714	
4 <b>3939 Ventnor Ave</b>	Jan-07	32	<b>\$2.60</b>	\$81,250	
<b>Average</b>	--	24	<b>\$1.72</b>	<b>\$73,705</b>	--

Source: Real Capital Analytics

## 2.8.6 Real Estate Taxes

In 2008, the City of Atlantic City completed its court-ordered property reassessment program. The benefit of a more current assessment is that property tax levies will be more fairly distributed among properties. However, given the timing of that assessment, assessed values are not necessarily reflective of current market realities.

As a result, a heavy property tax burden continues to hinder new development in the Tourism district, particularly along the Boardwalk. Because this land carries flexible zoning that allows for high density as well as hotel-casino use, the land assessments, and corresponding real estate taxes, are prohibitively high for small businesses. This issue has caused nearly all new, non-casino land use along the boardwalk to fail or cease to begin. In the recent economic environment, even new hotel-casino developments, such as Revel, have required real estate tax abatements to move forward.

Two likely solutions could emerge. First, a structural solution in which a government entity purchases the land (making it tax-exempt) and then long-term leases to private user groups. The other, more direct, approach would be widespread tax relief in the form of economic incentives.

## 2.8.7 Completed Commercial Projects

**Hotel/Retail:** The Quarter at Tropicana at Pacific Avenue between Brighton and Iowa Avenues. This was a hotel and retail expansion that added a 502-room hotel tower and a 200,000 square foot Old Havana-themed retail, dining and entertainment venue. This expansion now covers 100,000 square feet of the Showboat's Boardwalk frontage. As one of the first new retail

complexes to open in recent years, The Quarter is credited with having demonstrated the market appetite for new retail product in the City.

*Casino/Entertainment:* Showboat opened the House of Blues at South States Avenue and the Boardwalk in July of 2005. The venue includes a 22,000 square foot concert hall and 15,000 square foot nightclub, as well as a restaurant, a 14,000 square foot private club and 10,000 square feet for a special events arena and retail. Showboat also undertook additional renovations with 3700 square feet of new gaming space and an additional 50 hotel rooms.

*Casino/Retail:* Trump Taj Mahal's Spice Road and Property Renovations at Virginia Avenue and the Boardwalk. This renovation includes a retail and dining promenade, a renovation of the casino floor, and the construction of a new hotel tower called the Chairman Tower.

*Casino:* In 2006, Baccarat Palace at Bally's Atlantic City also completed an expansion at Park Place and the Boardwalk. A new Asian table gaming area and Noodle Village quick-service Bistro were added.

*Casino:* Phase I of the Borgata expansion was completed in June 2006 at 1 Borgata Way. 500,000 square feet was added to the existing structure, inclusive of 36,000 square feet of additional casino space, three new restaurants, a food court, a nightclub, spa space, and a new retail store.

*Casino:* Caesar's Atlantic City completed an expansion in 2006 with the addition of an Asian Gaming Pit at its Pacific Avenue and the Boardwalk location. Called "Palace East," this new venue includes table games and a restaurant.

*Casino:* Bally's Atlantic City undertook refurbishments to its casino located at Park Place and the Board Walk. The refurbishments saw the addition of a New Diamond Club for preferred players; an expanded buffet; and a new Asian gaming pit. This project was completed in the summer of 2006.

*Casino:* A number of other investments at Caesar's Atlantic City have included an Italian restaurant, located in previous site of Temple Bar, a complete renovation of Circus Maximus Theater and the addition of an 11-story parking garage with 3,189 parking spaces that was completed in July 2005. In 2008, new facades were added to the Boardwalk and street sides, and a new hotel tower was constructed.

### 2.8.8 Commercial Projects Under Development

*Casino:* The projected \$2.4 billion Revel Entertainment will be built on a 20-acre parcel of land bordered by Oriental, New Jersey, Metropolitan and the Boardwalk (directly North of the Showboat Casino). The project is designed by Arquitectonica, BLT and SOSH Architects and current plans anticipate the construction of one 48-story towers, 500,000 SF of retail, dining and entertainment space and a 120,000 SF, 5,000 seat theater. The project is scheduled to be complete by 2012.

*Casino:* The Golden Nugget Hotel Casino is still undergoing the \$100 million renovation undertaken by the new owner, Houston-based Landry's Restaurants. When complete, new offerings will include the Chart House, Vic & Anthony's Steakhouse and Grotto, Red Sushi and Lillie's Asian Cuisine and Noodle Bar. The hotel and casino will also get a new luxury spa and salon, an H2O pool and lounge with hot tubs and fire pits, and renovated guest rooms.

*Mixed Use:* CRDA is currently constructing the Christopher Columbus Corridor Parking Garage, located at the foot of the Atlantic City Expressway on the corner of Fairmount Avenue and

Mississippi Avenue near the Atlantic City Outlets at The Walk. The highly designed garage will be the first and last impression that visitors experience as they travel to and from Atlantic City through this corridor, and will provide excellent access to the newly constructed and highly popular Walk area.

*Mixed Use:* Phase III of The Walk will be comprised of 45,078 square feet of factory outlet retail on Block 336 (Christopher Columbus Boulevard and Fairmount, Mississippi and Arctic Avenues). It will front Christopher Columbus Boulevard and will be adjacent to the CRDA's new parking garage. CRDA will provide a \$9 million loan to Cordish toward the \$15 million development costs for the construction of Phase III. The balance of the costs will be funded by Cordish as the developer's equity contribution to the project.

*Transportation:* CRDA is contributing \$18.3 million for the \$42 million South Inlet Transportation Improvement Project. The Plan is designed to develop a key transportation corridor for the South Inlet, principally by expanding Connecticut Avenue and making improvements to cross streets and improving the connection to Route 30. This new corridor, along with the associated road improvements and updating of utilities will attract additional investment for economic development and housing while also providing better access for the anticipated increase in traffic in the South Inlet associated with the new Revel Hotel Casino.

## 2.9 Key Findings

Economic indicators in Atlantic City, such as job growth and population growth, are trending more negatively than the State of New Jersey or the United States as a whole. This is due in part to physical distress, resulting from decades-old construction in a windblown location. Buildings constructed in the late 1970's are in need of renovation. Primary avenues around the casinos are unappealing to pedestrians due to parking garages and lack of retail. Overnight stays have diminished in recent years, signaling dissatisfaction with non-gaming activities. The boardwalk after dark is unsafe and not adequately policed, according to several residents interviewed. In addition, visitors interested exclusively in gaming now have other options in Pennsylvania, New Jersey and New York.

As a result, gaming revenues have fallen 30% since 2007, making it difficult for owners to meet debt obligations. Of the 11 hotel casinos in Atlantic City, four have changed ownership in the last three years, and values have fallen precipitously. The Resorts hotel casino was purchased for \$26 million after defaulting on a \$360 million loan. The Revel hotel casino development, after incurring \$1.4 billion in costs, was sold for \$30 million. Trump Marina was nearly sold in 2009 for \$316 million, but the property is now being marketed for \$75 million.

The best performer among the hotel-casinos has been the Borgata, which represents 18% of Atlantic City's total gaming revenue. The Borgata is located in the Marina district and does not contribute to Boardwalk/Central District pedestrian activity. The success of this project, however, has attracted sophisticated global investors interested in replicating it.

Recent buyers of casino properties have included well-capitalized investors such as Apollo Advisors LP, Vornado Realty Trust, Cerberus Capital Management LP, and Carl Icahn. This trend bodes well for the City; such stakeholders will have a vested interest in improving the offerings and image of Atlantic City, and the access to the capital necessary to do so. Furthermore, they are, in most cases, fund operators and thus, not long-term investors. They will likely aim to make targeted investments quickly and efficiently, and sell into an enhanced vision of the future.

Achieving that vision will require a coordinated effort by the City, County, State, and private stakeholders to modernize Atlantic City. Thoughtful public and private investment should attract more visitors, and thus raise revenues, employment, and property values. In order to invest, however, the private sector requires certainty around public projects, protections from future competition, and real estate taxes (with or without abatements).

The scale, however, is massive – many million square feet in four distinct nodes – and it will take time for investment dollars to reach all corners. Investors in 2012 should proceed with cautious optimism that Atlantic City will see gradual improvement in economic metrics as public agencies and private investors move forward with ambitious plans for the City, with their interests well-aligned.

In the long term, the City's new legislative policies, marketing initiatives, ownership changes, and reinvestment should collectively spur new investment, attract new visitors, and begin to reverse the downward trending of economic factors of the last five years.

## 2.10 Market Assessment

The Atlantic City real estate market has been in steady decline since 2006 and continues to struggle. Jones Lang LaSalle's knowledge and experience in the Atlantic City market, current research and, most importantly, the local knowledge and presence of CRDA and discussions hundreds of stakeholders, as well as more than 1,500 stakeholders that responded to the "RevitalizeAC" website, point to the same general causes.

While the national and global economic recession contributed to this decline, the severity is likely due to certain characteristics unique to Atlantic City, including:

- Expanded sources of competition, including the introduction of gambling in Pennsylvania and other areas in New Jersey.
- The large swaths of urban blight surrounding the tourist area.
- The perception of the City as unclean and unsafe, and the absence of a visible police presence on the Boardwalk.
- Limited non-gaming amenities and attractions appropriate for a "destination resort."
- Uniquely high business costs -- including property taxes and union labor -- that make Atlantic City a non-competitive place to do business.
- A declining tax base (approximately \$175 million/year in property taxes).
- Lack of coordination in positioning and marketing Atlantic City as a competitive tourist resort.
- Inadequate infrastructure, particularly roads and highways, which make travel in and around Atlantic City difficult.
- Failure to effectively attract convention business to Atlantic City and to integrate such business with the existing destination resort hotels.

As a result of these factors, real estate market conditions in Atlantic City are highly distressed. Despite a strong commercial base of the \$3+ billion gambling industry and irreplaceable natural assets such as the ocean, Beach and significant infrastructures assets like the Boardwalk, Boardwalk Hall, South Inlet, Gardner's Basin and the Convention Center, the problems are severe and require immediate action. The State of New Jersey has acknowledged this, as evidenced by its creation of the Tourism District.

The findings of the Hanson Report clearly lay out the main causes of the City's decline. Earlier studies by McKinsey and other reputable firms similarly point to the atmosphere, appearance and environment contributing to the current distressed conditions. What is not apparent from the other reports, but which is very apparent from the stakeholders feedback is that people care

a great deal about Atlantic City. Jones Lang LaSalle believes this level of engagement will provide valuable momentum, support and enthusiasm for the post-Master Plan stages of Atlantic City's revitalization.

Atlantic City's real estate market is complex and unique to the point that we cannot identify another market that is useful as a case study. Many of the critical issues are policy rather than real estate issues. Nevertheless, these policy issues have direct and indirect impacts on the real estate market and the Master Plan must take these factors into account to complement and/or enhance policy efforts to improve and/or correct the relevant existing conditions.

We have identified the following 12 factors that impact on the Atlantic City real estate market, presented in order of significance:

1. Public Safety
2. Blight and Undeveloped Land
3. General Economic Conditions
4. Financing Market
5. Casinos
6. Real Estate Taxes
7. Community Needs
8. Conventions
9. Transportation & Access
10. Labor Costs
11. Housing
12. Bureaucracy

Of the factors above, the Tourism District can influence all but General Economic Conditions and the Financing Market. Below is a more detailed discussion of each of the 12 factors.

### ***1. Public Safety***

While more of a policy issue, there are nonetheless steps that can be taken with respect to the use, condition, location, planning and design of real estate assets that serve to improve public safety. As indicated on Exhibit 2.4, there are numerous crime hotspots in the Tourism District. There is a high correlation of the crime hot spots to vacant land, vacant/abandoned buildings, foreclosed property, potential non-conforming uses, poorly lighted areas, areas with a lack of street level retail, transitory housing, etc. These distressed or nuisance properties contribute significantly to an unsafe environment.

Panhandling loitering and other "quality of life" issues cause people to feel threatened and unsafe particularly in areas that are highly trafficked or that could be highly trafficked volume such as the Boardwalk, Pacific and Atlantic Avenues and in the vicinity of casinos. This is a condition that is not consistent with a resort environment.

### ***2. Blight and Undeveloped Land***

The Tourism District has a high proportion of distressed buildings and vacant land in highly visible areas. As the Hanson Report points out, "the absence of evidence of a Master Plan that addresses the primary tourist area of the large swaths of urban blight surrounding the tourist area" is a contributing factor to Atlantic City's decline.

Pinnacle's 19.5 acre assemblage of multi-block parcels fronting the Boardwalk and Pacific Avenue is the largest area and just east of the "core" north -south spine of the Tourism District running from the Convention Center to the Boardwalk.

To the west, Robert Toll has two major parcels in front of and adjacent to Boardwalk Hall. Other parcels, major and small are located throughout the Tourism District. Those lining the Boardwalk are particularly visible as a result of the Boardwalk's raised elevation. Some of these

parcels are also adjacent to distressed buildings, which makes them highly visible structures compounding the blight environment.

A reflection of how far the Atlantic City market has slid is reflected in trying to determine current land values. Pinnacle has written down its site acquired for approximately \$340 million to \$38 million. Oceanfront property is by nature extremely limited and an irreplaceable asset and as a result it is highly prized. As prime a location and parcel size as the Pinnacle site is however, given the current market conditions, it may be worth far less than valued. In a generic development analysis based on today's construction and soft costs, financing costs, etc. we calculate that even if a developer were such as a big-box retailer could absorb a higher land cost, but in this environment with so many other jurisdictions throughout the country competing for their attention, we believe

In looking at the Revel transaction on a very high level, the developer was able to purchase a \$1.4 billion project for \$30 million plus potential future funds if the project is a success. For that the developer got the land and a fully enclosed shell. It took an additional \$261 million (nominal amount) in State subsidy (dedicated to develop the surrounding neighborhood) to allow the developer to secure the financing to finish the project.

As in most markets, only highly prime trophy properties or highly distressed, heavily discounted/foreclosed properties are selling in Atlantic City today unless a buyer has a specific business need for a property. This is as much driven by the inability to obtain financing as it is the general economy and local market conditions.

### ***3. General Economic Conditions***

As reported in Jones Lang LaSalle's 4Q Economic Outlook, measures of economic performance were trending positively to close out 2011. The U.S. economy accelerated by the end of the year as private sector hiring slowly improved, the unemployment rate fell to its lowest rate in two years, consumer confidence shot up for two consecutive months, all likely helping contribute to upward revisions to the 4Q 2011 and 2012 GDP estimates in the range of 3%. Despite a flurry of encouraging signs for both the office sector and greater macroeconomic domestic environment, the European debt crisis and U.S. fiscal policy remain threats to both short- and mid-term growth, while corporate profits appear to be close to reaching a plateau.

2012 is shaping up to demonstrate stable, yet modest growth as businesses, investors and consumers are still tentative to make large-scale decisions. Continued indecision is being caused by recurring debt issues both overseas and here in the U.S. and the outcome of the U.S. presidential election, which will have a significant impact regarding future fiscal and regulatory policies, as well as federal spending levels and federal budgets.

As a tourist destination, Atlantic City stands to benefit greatly from the further improvement of the U.S. economy, and corresponding job growth, discretionary income increases, and regulatory certainty.

### ***4. Financing Market***

Real estate debt and equity markets have yet to normalize in the wake of the easy capital era of 2004-2007 and economic recession of 2008-2010. The lending environment going into 2012 could be categorized as opportunistic for a narrow band of investors, but challenging for unproven sponsors in secondary markets. While interest rates are at historic lows, lenders are primarily interested in borrowers with strong existing relationships, track records, and collateral. Stabilized multifamily, data/technology and industrial assets are generally considered the safest bets, while hospitality, speculative office, and construction generate little interest from the financing community. In the event that debt is available for investments higher on the risk curve, interest rates increase sharply.

Atlantic City is considered a tertiary market and investors will have difficulty raising capital due to high unemployment, recent distressed transactions and general perception issues. However, the City has long attracted well capitalized investors from New Jersey, New York City, and Philadelphia, where considerable capital originates. Large transactions in the near-term will likely be either be financed with equity, or will have a prominent investor involved, who is able to raise debt on personal reputation rather than investment characteristics.

The Revel transaction, noted previously in this report, underscores current investor appetite for Atlantic City assets: A \$261 million tax subsidy was required in order to complete the acquisition of a \$1.4 billion asset for \$30 million. In other words, distressed investors will emerge at the right price, which is currently a substantial discount to replacement cost. This transaction, as well as the deeply discounted sales of Golden Nugget and Resorts, have caught the attention investors and are being closely monitored by the private equity community.

For other asset transactions -- including office, retail and multifamily -- are driven largely by local market forces and financing will therefore be very difficult to secure until Atlantic City demonstrates signs of recovery.

### **5. Casinos**

Atlantic City has the benefit of having a major \$3+ billion industry. But like many communities that have major "corporations" they can be a two-edged sword, especially for relatively smaller communities. While they bring jobs, commerce and taxes, and in the case of Atlantic City revitalization, they also can demand subsidy and favorable treatment as well as place strains on local infrastructure and services. The casinos in the Tourism District also have had another impact on the market which is "Mall effect on the hollowing out of Main Street". Restaurants, clubs and other entertainment and retail uses have been drawn out of the surrounding neighborhoods and into the casinos. We attribute this to the casinos need to diversify to other revenue streams to supplement gaming AND to the fact that people feel safe once they are inside the casino. Compounding this affect is the basic casino design with their fortress like exteriors, massive parking structures and no ground level retail, all of which has added to the elimination of street life and activity on highly visible Avenues and lengthy side street stretches leading to the Boardwalk. Even Revel, a stunning design, continues this practice of having no ground floor activity on their street frontage.

### **6. Real Estate Taxes**

As a general trend, in many parts of the country, real estate values have gone down an average of 50% from the 2007 peak. Atlantic City is no different. The total assessed valuation in 2008 (2007 values) was approximately \$20 billion. It is currently approximately \$13 billion. We understand that reductions have been filed in the magnitude of +/- \$6 billion. The casinos in particular will have a major impact on Atlantic City as their assessment challenges will result in their share of property taxes dropping from 80% of total City collections to 55%. While assessments have started to be reduced, the tax rate has climbed 14% from \$1.71 in 2009 to \$1.95 in 2011 and could reach \$2.50 in a few years. The percentage rate of the increase is unsustainable for a sound market. As the chart below indicates, Atlantic City real estate taxes generally are appreciably higher than other locations in New Jersey. Atlantic City ranks 19<sup>th</sup> of the 566 municipalities in New Jersey in the amount that assessed values exceed actual market values. The level of difference between assessed vs. actual values for New Jersey is roughly 85% of actual value equaling assessed values, on average. The state calculates that Atlantic City, by contrast, is roughly 109% of actual value equaling assessed value. This would suggest a tax burden that is out of line with the majority of municipalities in the state.

COUNTY AND DISTRICT Town	AGG. ASSESSED VALUATION Aggregate Assessed	AVE. RATIO ASSESSED TO Assessed to True Value	AGG. TRUE VALUE Aggregate True	ASSESSED VALUE CLASS II R. R. PROPERTY	ASSESSED VALUE ALL PERS. PROPERTY	EQUALIZED VALUATION
1 WASHINGTON TWP	122,964,900	121.45	101,247,345	0	389,398	101,636,743
2 PATERSON CITY	9,164,403,642	119.98	7,638,276,081	0	13,832,573	7,652,108,654
3 DOWNE TWP	186,307,700	119.18	156,324,635	0	518,003	156,842,638
4 PLUMSTED TWP	1,071,350,400	117.80	909,465,535	0	2,687,934	912,153,469
5 CAMDEN CITY	1,724,073,980	116.73	1,476,975,910	0	26,119,210	1,503,095,120
6 SHILOH BORO	33,422,200	116.25	28,750,280	0	167,233	28,917,513
7 BRIGANTINE CITY	4,588,922,100	115.47	3,974,124,968	0	1,764,264	3,975,889,232
8 HOPATCONG BORO	2,037,443,000	114.22	1,783,788,303	0	0	1,783,788,303
9 DENNIS TWP	1,050,700,600	114.10	920,859,422	0	2,382,494	923,241,916
10 WENONAH BORO	292,272,000	113.23	258,122,406	0	249,581	258,371,987
11 FREDON TWP	555,286,840	113.13	490,839,600	0	274,641	491,114,241
12 COMMERCIAL TWP	290,114,600	112.62	257,604,866	0	1,879,419	259,484,285
13 NETCONG BORO	333,606,700	111.80	298,395,975	0	3,043,835	301,439,810
14 BRIELLE BORO	1,672,150,800	111.24	1,503,192,017	0	1,136,578	1,504,328,595
15 SEASIDE HEIGHTS BORO	855,222,000	110.96	770,748,017	0	322,996	771,071,013
16 LOPATCONG TWP	1,049,843,542	109.76	956,490,108	0	1,538,797	958,028,905
17 WANTAGE TWP	1,451,948,551	109.74	1,323,080,509	0	3,405,033	1,326,485,542
18 SO HARRISON TWP	401,943,300	109.63	366,636,231	0	782,657	367,418,888
19 ATLANTIC CITY CITY	19,448,465,500	109.53	17,756,290,971	0	9,365,428	17,765,656,399

This results in a tax burden that could result in it being uneconomic for property owners to make capital improvement investments since the yield will likely be less in Atlantic City than other areas of the State or Country.



For example, in analyzing the property taxes on comparable commercial buildings occupied by a national drug store chain, the taxes are 50% higher than in Wildwood and more than 3 times higher than in Ocean City.

Image	Address	Size (RSF)	Annual Property Taxes	Annual Property Taxes / RSF
	<i>1101 Atlantic Avenue 30 N Albany Avenue 1723 Pacific Avenue Atlantic City Avg.</i>	<i>10,881 7,132 5,929 7,981</i>	<i>\$87,615 \$39,645 \$39,808 \$55,689</i>	<i>\$8.05 \$5.56 \$6.71 \$6.77</i>
	3400 New Jersey Avenue Wildwood, NJ	10,101	\$39,971	\$3.96
	1332 West Avenue Ocean City, NJ	10,347	\$21,564	\$2.08

The high property tax burden makes it difficult for business to thrive in Atlantic City. Discussions with owners, tenants and local brokers have confirmed that the economics of retail business on the Atlantic City Boardwalk are far less attractive than similar neighboring communities.

As an illustrative example, similarly sized boardwalk space in Atlantic City and Wildwood rents for \$80,000 and \$110,000, respectively. Property taxes are \$50,000 and \$25,000, or roughly 63% and 25% of rent. Therefore, net income to a property owner after paying real estate taxes is \$30,000 in Atlantic City and \$75,000 in Wildwood. While research on this topic is ongoing, we understand that the Wildwood boardwalk commands a higher rent than Atlantic City because the retailer only has to operate for four months in Wildwood where the revenues are equal to a full-year of revenues in Atlantic City. As a result, Atlantic City locations incur greater operating and labor costs, and therefore, a smaller margin on sales.

In summary, Atlantic City is disadvantaged by lower rent, higher taxes, and higher operating costs, which collectively make it a very difficult environment in which to sustain a viable business on the Boardwalk.

## 7. Community Needs

In response to the localized issues impacting real estate that are discussed in this section, the market needs catalytic actions in portions of the Tourism District that, if successful, would have a “halo” affect across broad areas of Atlantic City. For Atlantic City’s revitalization to be successful, improvement in the current quality of life for the community is a must. A recent improvement to the community is the announced planned opening of a supermarket on Atlantic Avenue.

Local employment of Atlantic City residents should be a high priority. A strong relationship between the CRDA, City leadership and Community representatives built on open communication and alignment of effort will help assure community needs are being met.

The Master Plan suggests physical improvements such as turf fields and other youth and family oriented attractions and activities as well as policy recommendations that can have an ongoing effect on improving the quality of life for current residents and residents the Atlantic City hopes to attract. A number of stakeholders have commented on the need to retain and attract Atlantic City's local talent, which they observe has been steadily leaving the City. To both retain and attract new talent requires an environment that appeals to a young working demographic. This will require amenities and neighborhood programming that will make Atlantic City an attractive place to live, work and play. Some basic community amenities are suggested including a movie theater, improved parking incorporated into some of the proposed interim uses (see Transportation and Access section of this report) and initiatives improving the streetscapes on Atlantic and Pacific Avenues.

### **8. Conventions**

Attracting more conventions would fill-in weekday hospitality capacity and help to activate the City. There are a number of factors that keep Atlantic City from competing for large conventions including a limited hotel room capacity and limited air and rail access. These are not issues where significant change can be addressed in the near term. Improved marketing for Atlantic City in general and for the Convention Center would help. Additionally, improving the overall visitor experience to capitalize on the importance of "buzz" and the "social media" aspect of marketing that is so important to attracting what earlier studies by McKinsey and other reputable firms identified as an economically attractive demographic is critical.

### **9. Transportation and Access**

Limited air and rail access into Atlantic City hinders the City's potential growth as a tourist destination. Additionally, "on-island" traffic is highly congested during peak months, and stakeholders describe highway access, traffic lights, and parking issues to be major frustration to visitors. According to the *Infrastructure Inventory Assessment* prepared by Birdsall Services Group, traffic congestion and roadway aesthetics are an area where significant improvements are needed.

With regard to roadway capacity and traffic congestion, the analyses included herein indicate that the Tourism District does not have sufficient roadway capacity to accommodate the anticipated increase in traffic volumes expected as the District approaches build-out. Constraints to roadway expansion include the presence of existing development and environmentally sensitive lands along waterfront areas. These constraints limit the extent to which right-of-way may be obtained and the locations where new infrastructure may be constructed.

Alternative modes of transportation are required to overcome these impediments and constraints. These modes may include the expansion of existing rail, bus, jitney and shuttle services and/or the introduction of new modes of transportation such as light rail, street car, trolley, water taxi and other services.

With regard to aesthetics, the streetscapes along primary pedestrian and vehicular routes do not conform to generally held perceptions of a resort destination. Necessary enhancements include landscaping, lighting, sidewalks inlaid with accent pavers, additional street trees, benches, and planters where required. Matching the style and color of the pavers, lighting, benches, planters and trash receptacles are needed to create a clean, organized and cohesive appearance throughout the District.

Parking in Atlantic City needs to be expanded in at least two tourism areas: The Walk district and the Boardwalk. The Christopher Columbus Parking Garage at Fairmount and Mississippi Avenues will add approximately 1,200 new parking spaces to The Walk district in 2012. On the Boardwalk, visitors currently have to choose between unsafe parking on surface lots and

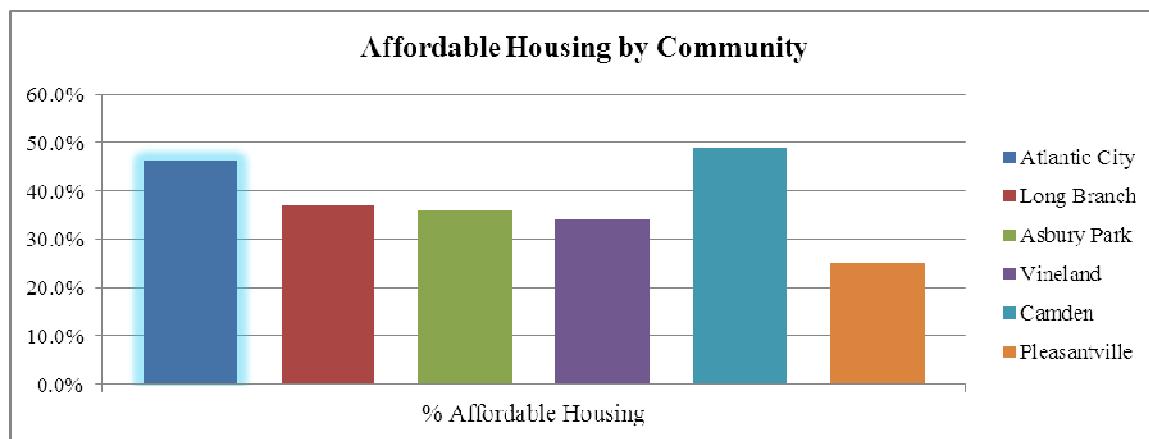
expensive parking within Casino garages. Uniform parking standards and licensing guidelines for the surface lots -- such as low-cost, quality pavement and heightened security -- would help address Boardwalk parking concerns, and would likely result in greater visitation rates.

### **10. Labor Costs**

Local developers, investors and business owners have reported that labor costs in Atlantic City are high, driving up construction and operating costs. This has an indirect impact on real estate values and thus development. Addressing this issue will require a cooperative effort by State and local government, business and labor. Such cooperation could lead to increased property values, more businesses and more jobs, benefitting all parties.

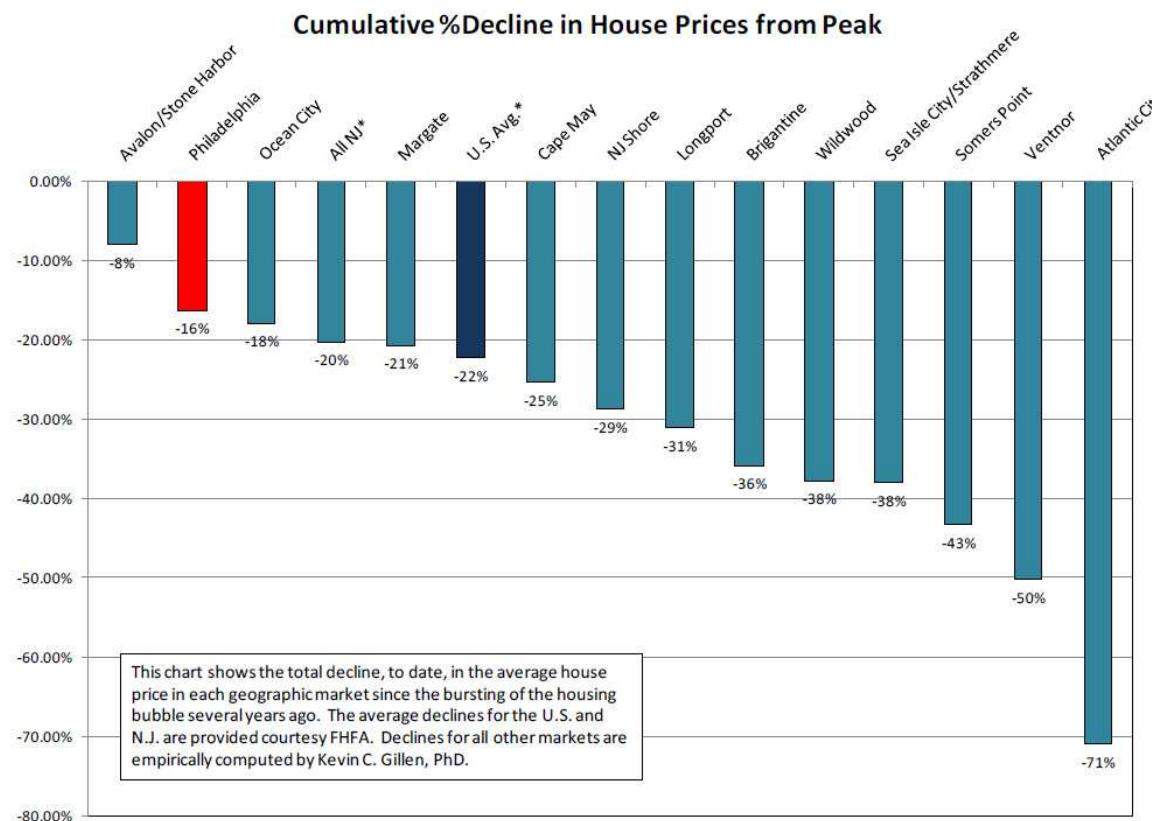
### **11. Housing**

Atlantic City's housing mix is approximately 70% rental and 30% owner occupied. This ratio is out of balance with typical US rental/owner occupied ratios even after acknowledging the likely effect of the City being a seasonal resort. Approximately 46% of Atlantic City's rental housing supply is considered "affordable housing".



The low percentage of middle income and market rate housing, which would diversify the property tax base, exacerbates the current and continuing issue the City faces with respect to total property tax revenues.

According to the November 2011 analysis below by the Econsult Corporation, which tracks Jersey Shore housing data for 12 markets quarterly, Atlantic City's house prices have decreased 71% since the pre-recession peak of the market, by far the biggest decrease of the 12 markets covered, 20% more than Ventnor, which had the 2<sup>nd</sup> biggest price decrease and nearly double that of Wildwood.

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\*Source: FHFA.

The above coupled with an analysis of data obtained from residential research firms Property Shark and Foreclosure.com indicating that there are 1,000 housing units currently for sale, equating to a 40 month supply absorption period and local realtor input that potential buyers are aware of the City's Real Estate Tax issue (as described in the Policy: Real Estate taxes section of this report) and are thus avoiding the market, supports the view that Atlantic City has an oversupply of both for-sale and affordable housing.

Current Housing Inventory - Atlantic City, NJ			
<i>Low-Income</i>			
	Foreclosures	For Sale	Total
Number	109	540	649
Months inventory	4.77	23.65	28
<i>Middle-Income</i>			
	Foreclosures	For Sale	Total
Number	31	455	486
Months inventory	1.36	19.93	21
<i>Total</i>			
	Foreclosures	For Sale	Total
Number	140	995	1,135
Months inventory	6.13	43.58	50

Sources: Property Shark, Foreclosure.com

This condition negates the need for new development. As an example, homes built in the style of Madison Landing and some of the other Inlet developments would cost approximately \$120

per square foot to build today, not including the cost of land. An average home of just under 2,000 square feet would cost approximately \$225,000 to build. With land costs the breakeven price would be in the \$250,000 range. Based on our review of recent sales, it's likely that the house would not sell today for the breakeven price meaning that any such development is not feasible without significant subsidy. But even with subsidy, the unpredictability of real estate taxes going forward will be a major factor in buyer confidence. Potential tax abatements for a reasonably long period may be necessary to entice buyers. However the granting tax breaks to new projects has to be weighed carefully against negatively impacting existing homeowners, who face a potential decrease in property value because their properties are fully taxed.

## ***12. Bureaucracy***

Many local residents, business owners, and public officials believe the highly layered government structure in Atlantic City hinders progress. As the State of New Jersey, Atlantic County, the City of Atlantic City, CANJ, ACA, CCC, DGE, CAFRA, DCA, SJTA, SJTPO and CRDA work toward similar goals, cooperation and streamlined processes are needed to get things done.

## List of Exhibits

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Exhibit 2-1 Tourism Map

Exhibit 2-2 Land Use Map

Exhibit 2-3 Zoning Map

Exhibit 2-4 ACPD Nuisance Properties Map

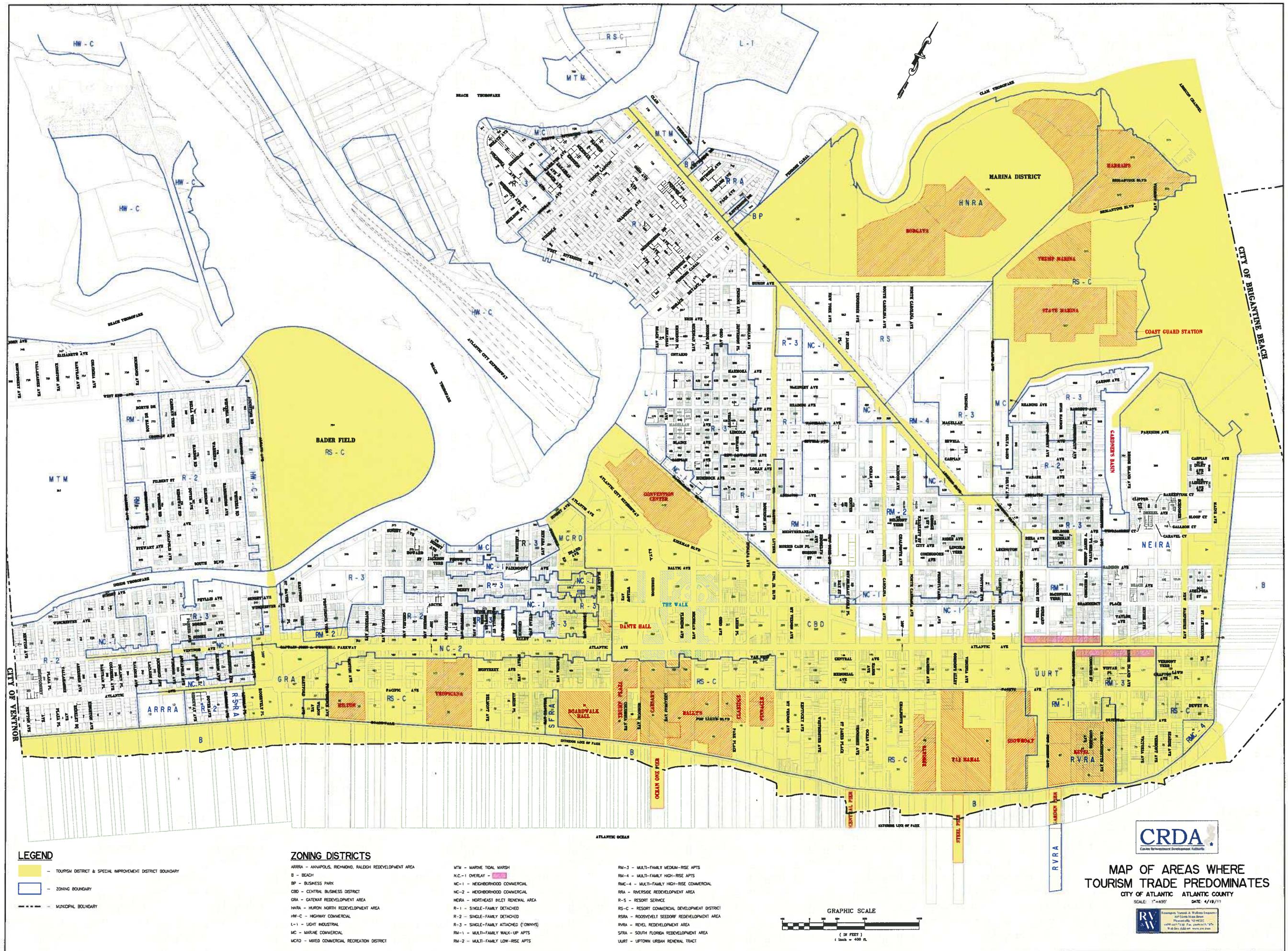
Exhibit 2-5 Large Commercial and Residential Properties Map

Exhibit 2-6 Birdsall Services Group Infrastructure Inventory Assessment

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**Exhibit 2-1 Tourism Map**

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**Exhibit 2-2 Land Use Map**

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# Land Use Map

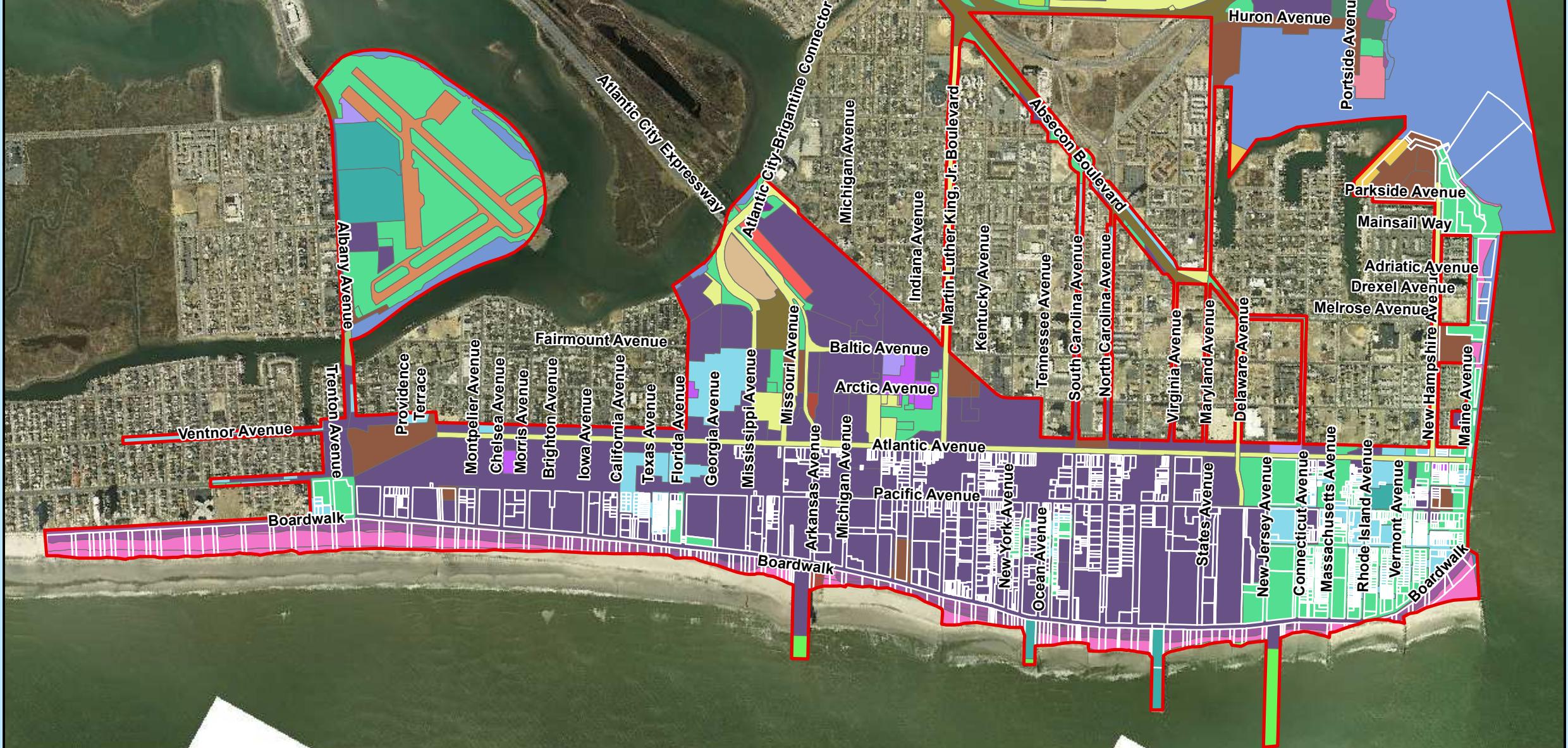
# Atlantic City, N.J.

## Legend

### 2007 Land Use/Land Cover

- Airport Facilities
- Athletic Fields (Schools)
- Atlantic Ocean
- Bare Exposed Rock, Rock Slides, Etc.
- Beaches
- Bridge Over Water
- Commercial/Services
- Deciduous Brush/Shrubland
- Deciduous Scrub/Shrub Wetlands
- Disturbed Wetlands (Modified)
- Dredged Lagoon
- Industrial
- Major Roadway
- Managed Wetland in Maintained Lawn Greenspace
- Military Installations

- Mixed Deciduous/Coniferous Brush/Shrubland
- Mixed urban or Built-up Land
- Old Field (<25% Brush Covered)
- Other Urban or Built-up Land
- Phragmites Dominate Interior Wetlands
- Railroads
- Recreational Land
- Residential, High Density or Multiple Dwelling
- Saline Marsh (Low Marsh)
- Stadium, Theaters, Cultural Centers and Zoos
- Stormwater Basin
- Tidal Rivers, Inland Bays, and Other Tidal Waters
- Transitional Areas
- Transportation/Communication/Utilities
- Vegetated Dune Communities



## LAND USE MAP

### ATLANTIC CITY ATLANTIC COUNTY, NEW JERSEY



## Legend

- Tourism District Boundary



**BIRDSSL SERVICES GROUP**  
ENGINEERS & CONSULTANTS

611 Industrial Way West  
Eatontown, NJ 07724  
Certificate of Authorization No. 24GA27989800

Tel.: 732.380.1700  
Fax.: 732.380.1724  
www.Birdsall.com

Sources: NJDEP GIS Data,  
2007 WMA Land Use Data

DRAWN BY:  
KCM

SCALE  
1"=1,500'

Job No: 10350102000  
File Name: LULC Map

DATE  
12.6.11

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**Exhibit 2-3 Zoning Map**

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## LEGEND

- MTM - Marine Tidal Marsh
- BEACH - Beach
- AC - Area Commercial
- CBD - Central Business District
- NC-1 - Neighborhood Commercial 1
- NC-2 - Neighborhood Commercial 1
- MC - Marine Commercial
- HW-C - Highway Commercial
- HC - Heavy Commercial
- RS - Resort Service
- RS-C - Resort Commercial Development
- L-1 - Light Industrial
- TRS - Transportation

- R-1 - Single family Detached
- R-2 - Single Family Detached
- R-3 - Single Family Detached (Townhouse)
- RM-1 - Multi-Family Walkup Apartments
- RM-2 - Multi-Family Lowrise Apartments
- RM-3 - Multi-Family Midrise Apartments
- RM-4 - Multi-Family Highrise Apartments
- RMC-4 - Multi-Family Highrise Apartments Commercial
- NE INLET - Northeast Inlet Redevelopment Area
- HNRA - Huron North Redevelopment Area
- SIRA - Southwest Inlet Redevelopment Area
- UURT - Uptown Urban Renewal Area



## ZONING MAP

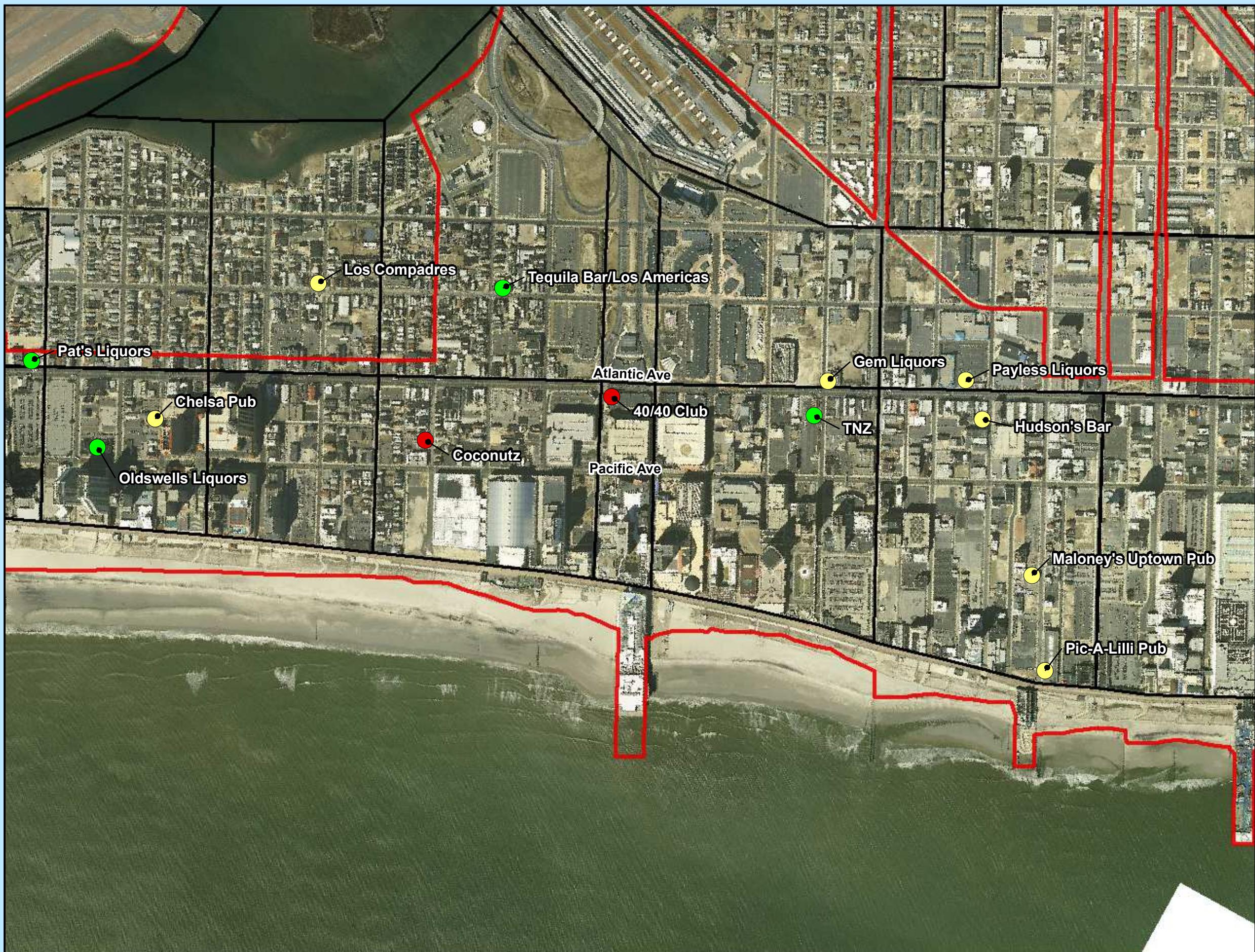
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**Exhibit 2-4 ACPD Nuisance Properties Map**

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# Atlantic City Police Department Nuisance Properties Map

Atlantic City, N.J.



## ACPD NUISANCE PROPERTIES MAP

CITY OF ATLANTIC CITY  
ATLANTIC COUNTY, NEW JERSEY



### Legend

- Tourism District Boundary
- Police Location Identification Boundary

### Number of Calls from Establishments

- 14 - 28 Calls
- 29 - 83 Calls
- 84 - 174 Calls

Establishment's Name	Calls
Oldswells Liquors	14
TNZ	15
Pat's Liquors	24
Tequila Bar/Los Americas	28
Gem Liquors	44
Maloney's Uptown Pub	46
Pic-A-Lilli Pub	48
Payless Liquors	51
Chelsea Pub	59
Los Compadres	74
Hudson's Bar	83
40/40 Club	110
Coconutz	174

Note: The police location identification boundary and the number of calls from the establishments were obtained from police data presented as part of a powerpoint presentation. The number of calls are from January 1, 2011 through September 30, 2011.

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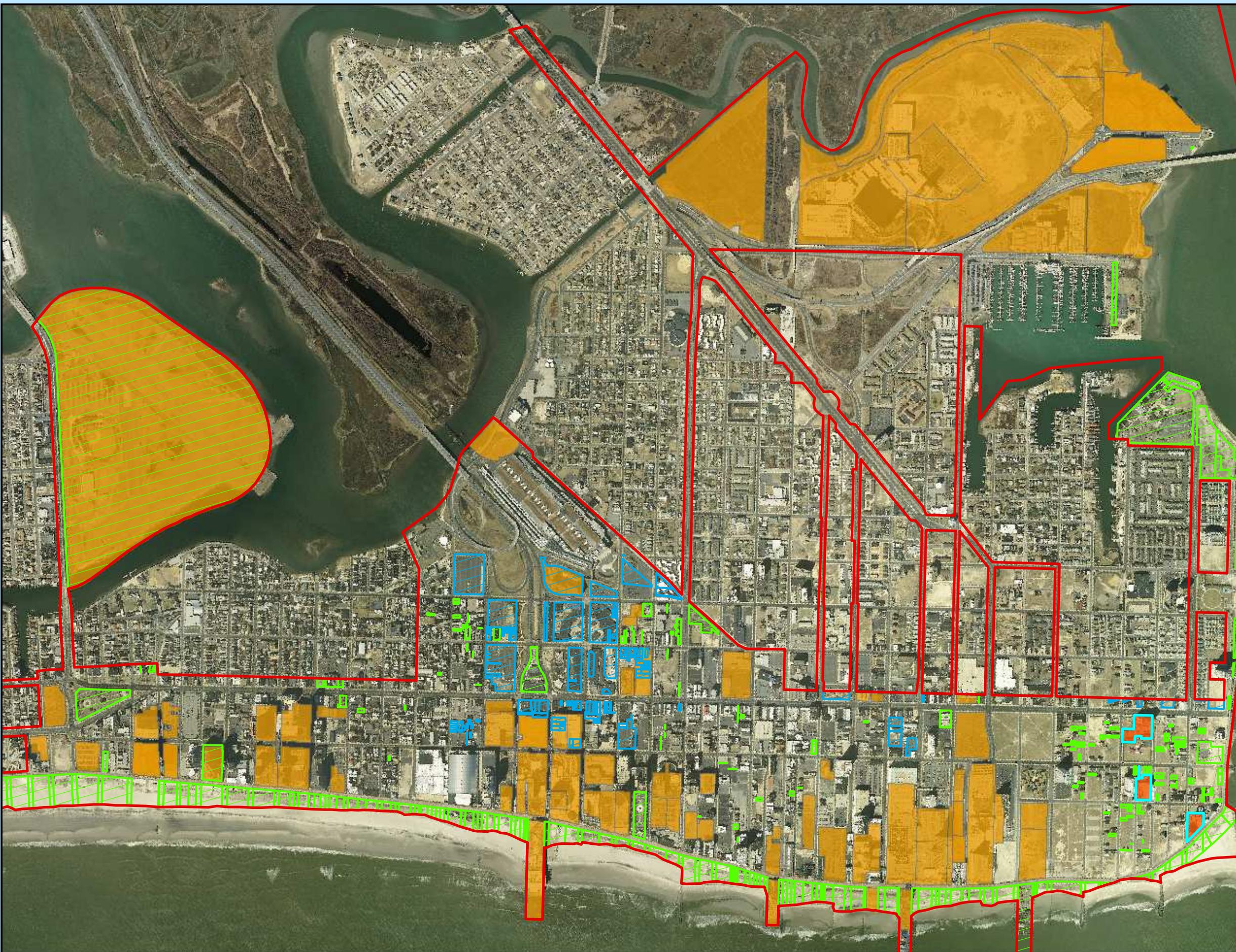
Tel.: 732.380.1700  
Fax.: 732.380.1701  
www.Birdsall.com

Sources: NJDEP GIS Data Atlantic City Police Data	DRAWN BY: KCM	SCALE: 1"=700'
Job No: 10350102000 File Name: ACPD Nuisance Properties Map		DATE 1.26.12

---

**Exhibit 2-5 Large Commercial and Residential Properties Map**

---



## SINGLE OWNER COMMERCIAL AND RESIDENTIAL PROPERTIES ONE ACRE AND GREATER

CITY OF ATLANTIC CITY  
ATLANTIC COUNTY, NEW JERSEY



### Legend

- Tourism District Boundary
- Commercial Properties- 1 Acre or More
- Residential Properties- 1 Acre or More
- CRDA Owned Properties
- City Owned Properties

Note: This map represents all commercial and residential properties one acre in size or greater within the Tourism District. The data has been compiled from a combination of 2004 parcel data and updated 2011 commercial properties parcel data. The map also depicts CRDA and City owned properties. The City owned properties are from the 2004 parcel data.

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Sources: NJDEP GIS Data, BBB Parcel Data, 2011 Commercial Data	DRAWN BY: KCM	SCALE 1"=1,500'
Job No: 10350102000 File Name: Large Commercial and Residential Properties		DATE 1.27.12

---

## Exhibit 2-6 BSG Infrastructure Inventory Assessment

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**INFRASTRUCTURE INVENTORY ASSESSMENT  
FOR THE TOURISM DISTRICT  
CITY OF ATLANTIC CITY  
ATLANTIC COUNTY, NEW JERSEY**

**Prepared for:**

**Casino Reinvestment Development Authority  
1014 Atlantic Avenue  
Atlantic City, NJ 08401**

**Prepared by:**

  
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# Casino Reinvestment Development Authority

## Infrastructure Inventory Assessment

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# **Casino Reinvestment Development Authority**

## Infrastructure Inventory Assessment

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# Casino Reinvestment Development Authority

## Infrastructure Inventory Assessment

### I. INTRODUCTION AND SUMMARY OF KEY FINDINGS

This Infrastructure Inventory Assessment Report has been prepared for the Casino Reinvestment Development Authority in order to establish a baseline of existing conditions for the development of the Tourism District Master Plan. Additionally, this Report provides an assessment of the benefits, constraints and impediments that impact existing infrastructure and planned improvements. The Tourism District (“Study Area”) is a 1,700-acre tract located within Atlantic City, New Jersey. The Study Area is comprised of existing development and previously disturbed land and has access to sewer, water, natural gas, electric and communications utilities.

Table 1 contains a list of the key findings included within this Report. The Table is organized with general findings presented first, followed by specific findings for each infrastructure type analyzed within this Report.

<b>Table 1: Summary of Key Findings</b>	
<b>General Findings</b>	
The Tourism District does not have sufficient roadway capacity to support the amount of future development anticipated in the District.	
Expansion of alternative modes of transportation is needed to provide sufficient capacity to accommodate the transportation needs generated by future development.	
Diverse property ownership has discouraged development in portions of the District.	
Crime and a concern for personal safety are key impediments to the success of the District.	
<b>Street Conditions</b>	
Pavement conditions ranged from good to poor, with poor quality pavement exhibiting cracking, uneven grading, pot holes and faded striping and crosswalks.	
Potential for roadway expansion is constrained by the foot print of existing development.	
Pacific Avenue does not have sufficient roadway width to provide for bus and jitney stops without partially blocking one lane of traffic.	
Block length of 350-500 feet perpendicular to the Boardwalk makes pedestrian access to the Boardwalk difficult.	
<b>Streetscape</b>	
Most streets are not sufficiently streetscaped, i.e., they do not contain high-quality sidewalks and pavement, and/or sufficient lighting, landscaping, street trees, benches, etc.	
When present, streetscape elements frequently vary in style and color and do not exhibit a cohesive design theme which creates a disorganized appearance.	
Many street amenities, such as lighting fixtures and sidewalks are old and/or in a state of disrepair.	
Lighting is not sufficient along many of the streets within the district and many of the existing fixtures are greater than 15 feet in height which is not a pedestrian scale.	
Sidewalk widths in certain areas are not sufficient to accommodate outdoor dining and activities and also provide for clear passage by pedestrians.	
Existing street widths and building foot prints are a constraint to the widening of sidewalks for outdoor dining in many areas.	
Connectivity of sidewalks is not adequate from the Marina District to the Downtown area.	

## Casino Reinvestment Development Authority

### Infrastructure Inventory Assessment

Many roadways have too few street trees.
Pedestrian wayfinding signage is insufficient and signage design in most of the District is plain and does not reflect the unique character of Atlantic City.
<b>Open Space and Community Event Space</b>
Existing facilities such as casinos are geared toward indoor rather than outdoor activities which adversely impacts pedestrian activities on the street.
The Boardwalk, beach, existing parks and Bader Field provide a strong foundation for expansion of the open space network.
Connectivity between the Boardwalk and existing parks is not sufficient and wayfinding is difficult.
There is an insufficient number of mini-parks (“pocket parks”) in the District.
The number of police substations is not adequate to cover the District (Only one police substation currently operates in the District).
<b>Boardwalk</b>
Some sections of the Boardwalk are in need of significant repair or replacement, such as the section within the North Inlet Neighborhood area.
Sections of the bulkhead within the Northern Inlet Neighborhood area are damaged or missing.
Large gaps in land uses, the presence of blighted land uses and a lack of tourist attractions along sections of the Boardwalk are significant impediments.
Improvements for the Boardwalk are constrained by the need for CAFRA, Waterfront Development and other environmental permits.
Missing access ramps and limitations on the use of Boardwalk, such as the restrictive bicycle regulations, impede the use of facility.
<b>Bicycle Routes</b>
The existing bicycle plan does not provide adequate bike routes or connectivity.
Bicycle use on the Boardwalk is restricted, as it is only permitted from 6 a.m. to 10 a.m. from May 30 through September 15 and from 6 a.m. to 12 p.m. and 4 p.m. to 6 p.m. from September 16 through May 29. These restrictions discourage bicycle use.
A Bicycle and Pedestrian Plan is currently under preparation which is anticipated to provide a more comprehensive plan for bicycle circulation. The Plan is anticipated to be completed by the end of 2012.
<b>Traffic Conditions</b>
The existing roadway capacity is not sufficient to support the growth anticipated to occur within the Tourism District.
The 12,000 peak hour vehicle trips calculated by AECOM in 2008 would increase by 412 percent to 30,700 peak hour trips based upon the future development envisioned within the Atlantic City Regional Transportation Plan. This level of use would approach gridlock conditions.
This finding suggests that a significant expansion of mass transportation modes would be required in order to provide a functional level of traffic circulation.
Limitations and constraints for roadway expansion include the presence of environmentally sensitive areas within and along waterbodies and the presence of existing development. Both of these constraints limit the ability to expand the roadway right-of-way.

# Casino Reinvestment Development Authority

## Infrastructure Inventory Assessment

An additional constraint is the level of pollution that would be emitted by vehicles as the number of vehicle trips increases.

### **Mass Transportation**

The existing Bus Terminal is located approximately 1.5 blocks from the Atlantic City Rail Station. This configuration of uses does not provide continuity or efficient service.

There is no rail station located at the Atlantic City International Airport. This lack of transportation infrastructure impedes continuity and efficient service.

Rail service would need to be expanded in order to support anticipated future demand, as the Atlantic City Rail Line only runs 14 trips per day (15 on Friday) and the ACES Rail Line out of New York only runs from Friday through Saturday during the Summer months.

Water transportation facilities and services for travel and recreation are not adequate. Few fishing, kayaking and recreational boating facilities and services are available relative to the large size of the waterfront area within the District.

### **Utilities**

Large portions of the public water, sewer and stormwater system are old and in need of repair or replacement.

Emergency water supply is lacking in the District. The Atlantic City Municipal Utilities Authority would like to install two Aquifer Storage Recovery wells to help address this issue.

New sewer infrastructure will be needed for new development on Bader Field.

Localized flooding occurs along the US40/322 in the vicinity of Bader Field and within several of the Neighborhoods in the District.

Above ground utility lines pose an aesthetic impediment to the implementation of high quality streetscaped areas.

Alternative energy systems, such as rooftop mounted solar arrays, may be viable on many of the large structures in the District.

“Wi-Fi” service coverage is only available at individual land uses and is not uniformly available throughout the District.

### **Bader Field**

Access is extremely limited to Bader Field, as only Route 40/322/Albany Avenue provides access from this site to the rest of the District.

Expansion of the Route 40/322/Albany Avenue right-of way to accommodate additional travel lanes is constrained by the presence of environmentally sensitive areas and existing development.

Due to the above constraints and the level of development and traffic anticipated in the future, the expansion of Albany Avenue alone is not anticipated to be sufficient to yield a satisfactory level of service for traffic. Therefore, a secondary access to the District and alternative transportation modes, such as enhanced bus, jitney, light rail, street car and water taxi, are needed.

Due to the prior use of the site as an airport, contamination from fuel and other sources may be present.

An additional constraint for the development of the tract is the relatively unstable soils located on-site which are comprised of fill, compressed marsh and dense sands.

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

Detailed information about existing conditions and the benefits, constraints and impediments provided by each type of infrastructure assessed is included within the subsequent sections of this Report. This report is organized into seven sections beginning with this Introduction and Summary of Key Findings. This section is followed by an overview of the Study Area, an inventory of the existing infrastructure present within the Tourism District and a summary of planned infrastructure projects. The subsequent section includes an analysis of the benefits, constraints and impediments created by the existing infrastructure and planned projects. The last sections are comprised of a summary of findings and a list of reference documents utilized during the preparation of the report where the reader may find additional information.

## **II. STUDY AREA**

The Tourism District established by the CRDA (henceforth known as the Study Area) is located within Atlantic City, Atlantic County, New Jersey, as shown on Figure 1, Tourism District Map. The Study Area is comprised of approximately 1,700 acres.

As the District encompasses a large portion of the City, the primary regional access roads into the District are the same as those for the City, namely the Atlantic City Expressway, Pleasantville Boulevard, Absecon Boulevard and Brigantine Boulevard. Additionally, the Study Area is partially accessible by regional rail service via the Atlantic City Rail Line, which terminates at the Atlantic City Convention Center.

The Study Area is located within the outer coastal plain physiographic province and contains relatively flat topography. As the majority of the Tourism District contains existing land uses and previously disturbed land areas, environmentally sensitive land areas are generally limited to the periphery of the Study Area. These environmentally sensitive lands include beach areas, tidal wetlands and navigable waters.

According to the New Jersey State Development and Redevelopment Plan (SDRP) the vast majority of the Tourism District is located within the Metropolitan Planning Area (Planning Area 1). This Planning Area is the envisioned to contain much of the urban development anticipated to occur within the State of New Jersey. Additionally, the Absecon Light House property is designated as a State Park (Planning Area 8) and there is a small amount of Environmentally Sensitive Planning Area (Planning Area 5) land along the Absecon Inlet.

The Study Area falls under the purview of the Coastal Zone Management Rules (N.J.A.C. 7:7E), which set forth requirements for development, including infrastructure such as roads, bridges, parking lots, docks, piers, utility lines and stormwater management facilities. These regulations are intended to provide flexibility for development within targeted growth areas such as Atlantic City while balancing those objectives for growth with objectives for the protection and preservation of environmentally sensitive areas. The primary environmentally sensitive areas these regulations seek to protect are wetlands, threatened and endangered species, aquatic wildlife habitat, stream corridors, and steep slopes. The regulations also seek to protect historic, archaeological and cultural resources.

## **Casino Reinvestment Development Authority**

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Development within the Tourism District is also under the purview of other environmental regulations that include but are not limited to the Freshwater Wetlands Protection Act Rules (N.J.A.C.7:7A), Flood Hazard Area Control Act Rules (N.J.A.C. 7:13) and the Stormwater Management Rules (N.J.A.C. 7:8). Each of these bodies of regulations has established limitations for development within the District to a certain degree in order to protect the coastal environment. Additional information about environmental regulations and permitting is included within Table 4 in Section IV of this Report.

Consideration of the regulatory requirements for the development of infrastructure is essential when planning for future improvements. Therefore, the analysis of benefits, constraints and impediments included within this Infrastructure Assessment Report reflects the limitations imposed by these and other regulations that have purview over the Tourism District.

## **III. EXISTING CONDITIONS**

### **A. Methodology and Criteria**

The methodology utilized during the preparation of this Report included an extensive review of existing documentation, interviews with key personnel stakeholders, including utility authority representatives, and a field assessment of infrastructure located above the ground. The assessment of infrastructure located below grade was limited to a review of existing documentation.

The information obtained through the analysis of existing documentation and stakeholder interviews was condensed into key facts and findings, as included within subsequent sections of this Report. Field work was then utilized to confirm the information for above grade infrastructure.

BSG completed an extensive field assessment of existing infrastructure, including streets, sidewalks, streetscape conditions, lighting, pedestrian amenities (benches, planters, bike racks, etc.), street trees, parking bus stops and above ground utility lines. The field assessment was performed over several days and encompassed the entire Study Area. Field assessment data and photographs taken during the field work are included within Appendices A and B of this Report, respectively.

The Tourism District was divided into nine (9) Districts by the BSG field team in order to delineate geographic areas that could more easily be covered by field personnel in one day. These sections are depicted within Figure 2, Field Assessment Key Map. BSG personnel utilized GIS generated aerial mapping, tax mapping and database print outs to record field data during the assessment.

A grading system was used during the gathering of field data to assign each feature a value in terms of its condition. The grading system for infrastructure is shown below.

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

**Good (G):** Adequate to handle existing demand; no significant repair needed.

**Fair (F):** Functionally adequate, but in need of repair to handle existing and anticipated future demands.

**Poor (P):** Inadequate to handle existing demand; in need of major repair or replacement.

**Not Present (N):** The infrastructure under consideration was not present.

In order to more accurately classify some of the infrastructure that was assessed it was sometimes necessary to give it a rating of G/F, G/P or F/P. These ratings indicate that the infrastructure under consideration exhibits some combination of the G, F or P classifications utilized.

At the conclusion of the field assessment phase, the data was incorporated into GIS mapping and an associated database. Findings were then drawn from the data and summarized within this Report. These findings are organized by Section within the subsequent chapters of this Report. Each subsection below includes reference to the neighborhood of the City that the field assessment was conducted within.

#### **B. Street Conditions**

The condition of roadways was assessed as part of the field survey. Each street segment was assigned a value according to the system set forth above. In addition, notes were made where unusual or unique issues were present.

##### **District 1**

District 1 of the field assessment is located within the South Inlet and Uptown Neighborhoods as shown on Figure 3, District 1 Roadway Conditions Map. The conditions found within this area are presented below.

##### **Good**

Pacific Avenue  
Oriental Avenue  
Massachusetts Avenue  
Congress Place  
Connecticut Avenue

##### **Good/Fair**

New Hampshire Avenue

##### **Fair**

New Jersey Avenue

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

#### **Fair/Poor**

Atlantic Avenue  
Saint Katherine Place  
Vermont Avenue  
Rhode Island Avenue  
Victoria Avenue  
Seaside Avenue  
Maine Avenue

#### **Poor**

Euclid Avenue  
Metropolitan Avenue  
Congress Street  
Congress Avenue  
Wistar Place  
Dewey Place

The segment of Pacific Avenue that extends from Massachusetts Avenue to Connecticut Avenue has recently been resurfaced and is in good condition. However, other segments of Pacific Avenue are in good to fair condition.

The segment of Atlantic Avenue located within this area are generally in fair condition. Construction is currently ongoing on portions of Atlantic Avenue as well as Massachusetts, Connecticut and Oriental Avenues in association with the roadway improvements being put in place at these locations. Due to the construction, the current condition of these roadways varied from good to poor. However, these roadways are anticipated to attain a rating of “Good” once the improvements are complete. Certain side streets such as Euclid Avenue were in poor condition due to uneven and cracked pavement, potholes and the presence of sand and debris.

It is important to note that most of the blocks that extend from Pacific Avenue to the Boardwalk are from 350 to 550 feet long. This is a significantly greater distance than that of other prime tourist locations such as South Beach, Miami where block lengths are much shorter and provide improved access.

#### **District 2**

District 2 is located within the Uptown Neighborhood as shown on Figure 4. A summary of the conditions within this area are presented below.

#### **Good**

Atlantic Avenue  
Delaware Avenue

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

Maryland Avenue  
Virginia Avenue  
Gordons Alley  
Pennsylvania Avenue  
North Carolina Avenue

#### **Fair**

Pacific Avenue  
Mansion Avenue  
Chalfonte Avenue  
South Carolina Avenue  
Memorial Avenue  
Haines Avenue  
Central Avenue

#### **Poor**

Presbyterian Avenue

Street conditions in this area were generally rated from fair to good with Presbyterian being the only poor rating. States Avenue appears to be privately owned. As with Section 1, the block lengths leading up to the Boardwalk were long and daunting for pedestrians to utilize to access the Boardwalk.

### **District 3**

District 3 of the field assessment is located within the Downtown Neighborhood as shown on Figure 5, District 3 Roadway Conditions Map. The conditions found within this area are summarized below.

#### **Good**

Atlantic Avenue  
Ocean Avenue  
Bacharach Avenue  
New York Avenue  
Mount Vernon Avenue  
Park Place Avenue  
Indiana Avenue  
Martin Luther King Jr. Boulevard

#### **Good/Fair**

Pacific Avenue

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

#### **Fair**

Kentucky Avenue

#### **Poor**

Tennessee Avenue  
St. James Place

The segment of Pacific Avenue that extends from Indiana Avenue to Missouri Avenue has recently been resurfaced and is in good condition. Most of the other street segments within this area are also in good condition. However, the subsection containing Tennessee Avenue and St. James Place are in poor condition and are in need of repair.

A series of alleys comprised of Central, Haines, Memorial, Belfield and Westminster Avenues are located within this District. Each of these alleys is narrow, lacks sufficient lighting, and has cracked pavement and/or sidewalk that is in need of repair. These alleys generally have bollards at their entrances to prevent access by automobiles.

Access to the Boardwalk is limited in this District by long block lengths. In addition, no Boardwalk access is available at Ocean Avenue, as the ramp has been demolished.

#### **District 4**

District 4 is located within the Downtown and Ducktown Neighborhoods as shown on Figure 6. The summary of the conditions identified within this area are included below.

#### **Good**

Atlantic Avenue  
Pacific Avenue  
Park Place  
Michigan Avenue  
Arkansas Avenue  
Columbus Boulevard  
Christopher Columbus Boulevard  
Mississippi Avenue

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

#### **Fair**

Ohio Avenue  
Columbia Avenue  
Georgia Avenue

The roadways in this area were generally in good to fair condition. As mentioned previously, the segment of Pacific Avenue that extends from Indiana Avenue to Missouri Avenue has recently been resurfaced. In addition, the segment of Atlantic Avenue between Ohio Avenue and Arkansas Avenue has recently been resurfaced.

This area contains one alley known as Trentwith Terrace. This alley is in poor condition, as it contains cracked pavement and sidewalk and does not have sufficient lighting.

#### **District 5**

District 5 is located within the Ducktown and Chelsea Neighborhoods as shown on Figure 7. The roadway conditions found within this area are presented below.

#### **Good**

Monterey Avenue  
California Avenue  
Iowa Avenue  
Stenton Place  
Brighton Avenue  
Albion Place  
Indiana Avenue  
Martin Luther King Jr. Boulevard

#### **Good/Fair**

Pacific Avenue

#### **Fair**

Atlantic Avenue  
Bellevue Avenue  
Texas Avenue  
Spray Avenue  
Morris Avenue

## **Casino Reinvestment Development Authority**

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#### **Poor**

##### Florida Avenue

Streets in this District are generally in good to fair condition with Florida Avenue being the only street rated as poor. A portion of Trentwith Terrace exists within this area, which is blocked with pipes used as bollards to prevent access by automobile. Church Street and several unnamed alleys also exist within this area. All of these alleys require additional lighting and maintenance/repair of paved areas.

#### **District 6**

District 6 is located predominantly within the Chelsea Neighborhood as shown on Figure 8. A summary of the conditions identified within this area is included below.

#### **Good**

Atlantic Avenue  
Captain John A. O'Donnell East  
Sovereign Avenue  
Providence Terrace  
Providence Avenue

#### **Good/Poor**

Albany Avenue

#### **Fair**

Pacific Avenue  
Chelsea Avenue  
Montpelier Avenue  
Boston Avenue  
Ventnor Avenue  
Hartford Avenue  
Hartford Terrace  
Union Street  
Wilson Avenue

#### **Poor**

St. David's Place

The roadways in this area were generally in good to fair condition with the exception of the St. David's Place, which was in poor condition overall. This area also contains a series of alleys that are in poor condition due to a lack of lighting and pavement that is

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

in need of repair.

#### **District 7**

District 7 of the field assessment is located predominantly within the Lower Chelsea Neighborhood as shown on Figure 9. The conditions found within this area are presented below.

##### **Good**

Atlantic Avenue  
Ventnor Avenue  
Lincoln Place  
Trenton Avenue  
Roosevelt Avenue

The roadways within this district are all in good condition. However, Atlantic, Ventnor and Trenton Avenues are in a slightly better overall condition than Lincoln Place and Roosevelt Avenue.

#### **District 8**

District 8 is located within the Ducktown, Monroe Park and West Side Neighborhoods as shown on Figure 10. The roadway conditions identified within this area are summarized below.

##### **Good**

Bacharach Boulevard  
Atlantic City Expressway  
Arctic Avenue  
Tennessee Avenue  
New York Avenue  
Kentucky Avenue  
Martin Luther King Jr. Boulevard  
Indiana Avenue  
Ohio Avenue  
Michigan Avenue  
SJTA Corridor ROW  
Mississippi Avenue  
Georgia Avenue  
Florida Avenue  
Atlantis Avenue

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#### **Good/Fair**

Baltic Avenue

#### **Fair**

Mediterranean Avenue  
Sunset Avenue  
Turnpike Road  
Fairmont Avenue  
Mount Vernon Avenue  
Fleming Avenue

#### **Fair/Poor**

Island Avenue

#### **Poor**

Garfield Place

The roadways that are located within and around The Walk and Convention Center are in good condition. The Atlantic City Expressway and its various on and off-ramps are also in good condition. However, the streets located within the southern portion of this area are generally in fair to poor condition due to uneven/patchy pavement, potholes, and cracked pavement.

### **District 9**

District 9 of the field assessment is located within the Lagoon Island, Venice Park, Westside, Bungalow Park, North Inlet, and Marina District Neighborhoods as shown on Figure 11. The conditions found within this area are presented below.

#### **Good**

Absecon Boulevard  
Huron Avenue  
Harrah's Boulevard  
Parkside Avenue  
Caspian Avenue  
Maine Avenue  
New Hampshire Avenue  
Delaware Avenue  
Virginia Avenue  
North Carolina Avenue  
Martin Luther King Jr.  
Vermont Avenue

## Casino Reinvestment Development Authority

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#### **Fair**

Portside Avenue

Mediterranean Avenue (Northern portion is currently under construction)

Maryland Avenue

South Carolina Avenue

#### **Poor**

Connecticut Avenue (Currently under construction)

The roadways proximate to the Borgata, Harrah's and the Golden Nugget are generally in good condition. Roadways within the southern portion of this area vary from good to poor.

Connecticut Avenue and the northern portion of Mediterranean Avenue are currently under construction. While the condition of these sections of these roadways currently varies due to construction it is anticipated that they will be in good condition upon the completion of the roadway improvements.

### **C. Streetscape**

The field assessment included an assessment of the streetscape of each roadway within the Tourism District. This assessment included an evaluation of the various streetscape components such as sidewalks, roadway, lighting, pedestrian amenities, landscaping, street furniture, and street trees. The findings of this assessment are depicted on Figure 12, Streetscape Map and summarized within this section of the report.

In order to achieve a rating of "Good" a streetscape was required to have an adequate amount of the components listed above to handle existing demand with no significant repair needed for any of the components. As this is a rather high standard, only a portion of the streets qualified with a rating of "Good," as depicted on Figure 12.

Many of the roadways that were rated as "Good" are located within Atlantic City's Special Improvement District (SID) and the Main Street Downtown District. The SID includes portions of Ventnor and Albany Avenues and extends north to Connecticut Avenue and to the northern terminus of Atlantic Avenue. The Main Street Downtown District runs from Michigan Avenue north to Massachusetts Avenue within the SID. These Districts have requirements for the coordination and maintenance improvements such as facade, streetscape and landscape improvements along major streets and the Boardwalk.

While many of the streetscape details were aesthetically appealing and in good condition there were often substantial variations in appearance in terms of the type and color of amenity used. For example, benches, planters and trash receptacles differed from neighborhood to neighborhood in terms of size, shape, color and other design

## Casino Reinvestment Development Authority

### Infrastructure Inventory Assessment

aspects. This variation results in a lack of cohesiveness and a disjointed appearance.

The subsequent portion of this section of the Report contains more detailed information regarding the streetscapes observed broken down by streetscape component. The subsections include a discussion of all of the streetscape components except for roadways, as roadways are covered within the previous section of this Report.

#### ***Sidewalks***

Sidewalks are included along nearly all of the roadways located within the Tourism District. The sidewalks vary from newly streetscaped promenades plush with landscaping and pedestrian amenities to sidewalks with uneven surfaces, large cracks, debris and missing street trees. The fully streetscaped areas shown on Figure 12 had sidewalks that were in excellent condition and typically contained pavers, street trees, planters, landscaping, benches and lighting fixtures in adequate amounts to create an aesthetically pleasing appearance. Other areas that had sidewalks that were in good condition but that did not have a complete set of street amenities such as street trees, benches, etc. included portions of Pennsylvania Avenue, Bacharach Boulevard, New York Avenue, Kentucky Avenue, Mount Vernon Avenue, Indiana Avenue, Park Place, Columbus Avenue, Columbia Avenue, Mississippi Avenue, Texas Avenue, California Avenue, Iowa Avenue, Morris Avenue, Montpelier Avenue, Providence Avenue, Ventnor Avenue, and Huron Avenue.

The pavers that were incorporated into the sidewalk design along some of the streets created an added dimension of aesthetic appeal. On street segments where pavers were not present the street lacked aesthetic appeal and looked plain.

While existing pavers were generally in a brick red hue, they differed in terms of paver size, layout and quantity from neighborhood to neighborhood. Photographs of the paver types and designs are included on the next page of this Report.

Sidewalk widths varied widely throughout the District. However, many of the sidewalks observed were approximately 15-feet in width. Where pavers and street tree planter were present, these sidewalks generally contain a 10-foot wide concrete sidewalk portion and a 5-foot wide decorative paver and concrete portion that contains the underground utilities and provides space for lighting fixtures.

Many of tree planters contained within the sidewalks had pavers that were uneven, sticking up or absent. These deficiencies represent a tripping hazard due to the change in elevation from the sidewalk grade.

## Casino Reinvestment Development Authority

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Photograph 1: Typical paver design along Atlantic Avenue in the Downtown Neighborhood.



Photograph 2: Looking west down the Captain John A. O'Donnell Parkway.

## Casino Reinvestment Development Authority

### Infrastructure Inventory Assessment



Photograph 3: Paver design on Bacharach Boulevard.



Photograph 4: Alternative paver color and design along Pacific Avenue.

## Casino Reinvestment Development Authority

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Photograph 5: Looking north on St. Katherine Place at a deteriorating paver street surface.



Photograph 6: Tree planter paver design along Atlantic Avenue in Lower Chelsea Neighborhood with missing street trees.

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#### ***Lighting***

An adequate amount of lighting is an essential component along pedestrian oriented streets, as it serves the utilitarian function of providing sufficient light to see the surroundings and safely navigate sidewalks and streets that can occasionally contain hazards such as debris, holes, cracks, snow and ice. Adequate lighting is also essential in providing for safe and secure streets, as it discourages crime due to increased visibility ("eyes on the street") and enables motorists to see pedestrians more easily. Additionally, well designed lighting provides an appealing atmosphere that complements the other streetscape components.

The amount of lighting and the type of lighting fixtures varied widely within the Tourism District. The SID and some of surrounding streets generally contained nicely designed pedestrian scale lighting that is sufficiently spaced to provide adequate light levels and security. However, there are many streets within the Tourism District that lack sufficient lighting, which is a significant impediment to safety and security. The result of the low light conditions along some streets is that the street appears uninviting and one may choose to avoid walking down it and instead take an alternative mode of transportation such as an automobile, bypassing local businesses along the way.

During the field assessment each street segment within the Tourism District was rated in terms of adequate lighting and lighting fixture quality. The ratings for individual street segments are included within the field assessment spreadsheets within Appendix A of this Report.

Pedestrian scale lighting fixtures that are no more than 15 feet in height and that do not emit a glare are preferred for pedestrian oriented areas. The streetscaped areas shown on Figure 12 contain this type of lighting. In contrast, the other portions of the Tourism District contain older non-pedestrian scale lighting fixtures that are often mounted at heights of 20 feet or more off of the ground. Some of these areas also contain several types of fixtures. The varied appearance of the lighting fixtures within the District is a conspicuous flaw in the streetscape.

Several broken light fixtures were observed during the field work performed for this project. In addition, the October 2011 Capital Needs Assessment report prepared by Remington, Vernick & Walberg Engineers states that approximately 80 City owned street lights are missing. Observations made during our site visit supports this estimate (Photograph 11 depicts severe damage to a light fixture).

Photographs of the most common lighting fixtures observed are included below. Additional photographs that include lighting fixtures are included within Appendix B of this Report.

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Photograph 7: Common pedestrian scale lighting fixture found along portions of Atlantic and Pacific Avenues. This fixture is located near the Hilton Casino along Pacific Avenue.



Photograph 8: Common lighting fixture found on side streets throughout the District.

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Photograph 9: Lighting Fixture found along the Boardwalk to the south of Boardwalk Hall.



Photograph 10: Lighting fixture found along the Boardwalk south of the Hilton Casino.

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Photograph 11: Broken lighting fixture.

### ***Parking***

On-street parking is available throughout the majority of the District. Much of this on-street parking is free; however, metered parking exists along many streets including portions of Atlantic Avenue, Tennessee Avenue, Ventnor Avenue, Winchester Avenue, and St. James Place. While parking is generally not available along Pacific Avenue in the Downtown area, there are many casino parking garages that are accessible from Pacific Avenue that provide adequate parking. There is also a parking garage provided at the Convention Center and a second garage under construction on Mississippi Avenue.

In general, parking capacity within the District appears to be adequate, as many of the parking garages and surface parking lots are underutilized. However, while on-street parking is widely available throughout the Tourism District the demand for parking outpaces the availability of on-street parking in some locations. For example, some business owners within the SID have complained that the parking in front of their businesses is insufficient which is an impediment to business.

A second issue identified with regard to parking is that the condition of some surface parking lots is poor. In particular, the Gardner's Basin surface parking areas overlooking the inlet are in very poor condition. These lots are not entirely paved and contain washed-out areas and debris. Unmaintained surface parking areas were also observed. These facilities exhibited large crack in the pavement, vegetation growing out of the cracks, overgrown landscaping and debris.

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#### *Street Trees*

Street trees are located along streetscaped areas in sufficient quantity to provide aesthetic appeal and a certain degree of shade during the hot summer months. While many of the trees were smaller in size they were generally in good health. Although the streetscapes rated as "good" had sufficient street trees, occasionally, there were trees missing from planters that need to be replaced (See Photograph 6).

Streetscaped areas that did not qualify as "good" generally had few street trees or no trees at all. The tree quality in these areas varied as well with many trees clearly being in poor health. The neighborhoods where trees were most lacking include the South Inlet and Westside Neighborhoods.

#### *Landscaping*

Landscaping is an essential component of a streetscape, as it provides the green vegetative hues and other colors that set a high quality streetscape apart from an ordinary street. The roadways that met the criteria to qualify as "good" streetscape generally had planters or medians with landscaping. Some of the most fully landscaped streets include portions of Martin Luther King Jr. Boulevard and the completed portion of Connecticut Avenue. Other streets had above ground planters containing vegetation that, when combined with the street trees, formed a sufficiently landscaped area. In some cases private landscaping, such as the landscaping found on the grounds of casinos, supplemented the street trees and created a sufficient level of plant life. In other cases, public parks located immediately adjacent to sidewalks provided sufficient landscaping to complete the streetscape.

Areas that did not qualify with a rating of "good" generally had little landscaping or none at all. Above ground planters could occasionally be found in these areas but they occurred sporadically and with little or no vegetation within them.

Planters are an appealing and easily implemented way of providing additional vegetation along sidewalks. One of the issues identified with the planters, even on "good" streetscapes, was that they varied widely in design and color. In some cases, planters with multiple design types and colors were found on the same block and sometimes even on the same corner. Photographs of some of the planters identified are depicted below.

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Photograph 12: Common planter type along Atlantic Avenue.



Photograph 13: Multiple planter types in one location along Atlantic Avenue.

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Another issue with respect to planters is that they were not evenly spaced out on some of the streets upon which they were present. The combined result of the issues identified above is that the system of planters appears disjointed and lacks the aesthetic appeal that could otherwise be achieved.

#### ***Benches***

Benches were found along certain streets such as portions of Atlantic Avenue and were often associated with bus stops or public spaces. Many of the "good" streetscapes did not contain a sufficient number of benches. The benches were generally black in color but did vary in design to a significant degree as can be seen within the photographs below.

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Photograph 14: Bench along Atlantic Avenue near the intersection with Chelsea Avenue.



Photograph 15: Alternative bench design in sitting area in Downtown Neighborhood.

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Photograph 16: Common bench along Boardwalk near Tropicana Casino.

#### ***Trash Receptacles***

Trash receptacles were found at regular intervals in throughout the majority of the Study Area, which made it somewhat convenient to dispose of trash and, therefore, discourages littering. One of the issues identified with respect to these receptacles is that they varied widely in design and color as can been seen in the photographs included on the next page.

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Photograph 17: Metal trash receptacle along Atlantic Avenue.



Photograph 18: Metal trash receptacle along the Boardwalk near Trump Plaza.

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Photograph 19: Alternative receptacle design along Atlantic Avenue.

#### ***Miscellaneous Amenities***

Miscellaneous amenities such as ash receptacles for cigarettes and fences appear to be provided in association with particular uses. For example, decorative fences were sometimes associated with public park areas and ash receptacles were provided in association with certain commercial uses.

Signage within the Study area was generally comprised of standard street signage for use by motorists. Street signage was typically plain except for the roadway signage in the Northern Inlet Neighborhood, which had the text “Uptown” and a seahorse icon on the face of each street sign. Additionally, each sign pole had a sea horse icon on top of it. Wayfinding signage was observed sporadically in some sections of the District. This signage provided the general direction of the location of various casinos and Districts. However, this wayfinding signage was insufficient for pedestrian use in nearly all portions of the District.

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#### **D. Open Space and Community Event Space**

The Tourism District contains a rather extensive network of dedicated open spaces and existing community facilities, as depicted on Figure 13. These uses include parks, marinas, beaches, Boardwalk, Convention Center and other public spaces.

The 2008 Atlantic City Master Plan contains an Open Space and Recreation Element and a Community Facilities Element. These Elements contain detailed information about each facility depicted on Figure 13. According to the Open Space and Recreation Element Atlantic City has a total of 39 parks that form approximately 75 acres of public space. Of these, 17 parks exist within the Tourism Districts and comprise 34 acres. Most of the parks are less than 5 acres in size and are designed to serve the surrounding neighborhood. The District contains mini-parks from 2,500 to 40,000 square feet to one acre in size in most Neighborhoods.

The largest park is the 12-acre Gardner's Basin Park, which is the only community scale park. As Gardner's Basin is located on the northern end of the District and is the only community scale sized park, the District lacks a sufficient number and distribution of community parks.

However, it is important to note that the park system is supplemented by the ocean and inlet areas and the City's extensive Boardwalk. Beach and Boardwalk areas within the City total more than 4 miles in length. Due to the unique attributes and large size of the Boardwalk, a separate section of this Report has been prepared for the discussion of this facility, which is included below.

Three Marinas are located at within the vicinity of Snug Harbor and Gardner's Basin in the North Inlet Neighborhood. Additionally, the Frank S. Farley State Marina is located along the southern boundary of the Marina District Neighborhood. The State Marina contains a total of 640 boat slips, refueling facilities and other services for private travelers. These marinas are in fair condition. With regard to additional amenities, a small number of kayak rental and day cruise businesses operate in the Gardner's Basin marina area and a boat launch facility is located on Bader Field.

With regard to community event facilities, the City has several facilities in place including the Atlantic City Convention Center, Boardwalk Hall, Dante Hall, Bernie Robbins Stadium, and the Garden Pier. The Boardwalk and the various event spaces within the casinos and hotels provide additional community event space. The 2008 Master Plan contains a Community Facilities Element that contains a detailed description of each of the City's facilities.

#### **E. Boardwalk**

Atlantic City is well known for its Boardwalk, which runs for approximately four miles from Absecon Inlet to the southern City limit. A wide variety of uses front on the Boardwalk, including the award winning Boardwalk Hall, casinos, the pier shopping

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center, public parks, residential, retail, personal service, and restaurant uses. In addition the Boardwalk contains many historic buildings and structures, including to Boardwalk Hall and the Boardwalk itself. The Boardwalk is a critical element in the waterfront pedestrian infrastructure and connects multiple key land uses together, as such, this facility is a very important part of the Tourism District.

There were several deficiencies observed during the field work performed. It was noted that sections of the Boardwalk along the northern waterfront area are bounded by blighted undeveloped land and dilapidated residential uses. In addition, there is severe damage on multiple sections of the Boardwalk in this area and some sections of the waterfront have damaged or missing bulkhead. Portions of the Boardwalk also have loose timber and fasteners that need to be secured. Photographs within Appendix B of this Report depict the extent of some of the damage observed.

Additional information about the conditions in this area can be found within the 2011 Capital Needs Assessment Report, prepared by Remington, Vernick and Walberg. Excerpts from this Report are included below.

1. Gardner's Basin (N. New Hampshire Avenue) to Caspian Avenue: There is no existing Boardwalk in this area. The total length of new Boardwalk required to connect existing Gardner's Basin (end of N. New Hampshire Avenue) and the existing Boardwalk at Caspian Avenue is approximately 1400 feet.
2. Caspian Avenue to Adriatic Avenue: The existing Boardwalk which extends from Caspian approximately 200 feet toward Adriatic has been previously repaired or rebuilt. This area is in fair condition with no major repair or replacement required at this time. The area of Boardwalk from the 200 feet mark to Adriatic Avenue is closed from use and has failed. This area is not structurally sound and must be demolished.
3. Adriatic Avenue to Melrose Avenue: The existing Boardwalk in this area is closed from use and has failed. This area is not structurally sound and must be demolished.
4. Melrose Avenue to Madison Avenue (along McClinton Park): The existing Boardwalk in this area is in fair to good condition. The majority of this Boardwalk is newer construction completed as part of the park project; which is in good condition. No major repair or replacement is required at this time.
5. Madison Avenue to Grammercy Avenue: The existing Boardwalk in this area is in fair to poor condition. The decking and railing require repairs in various areas. The concrete support structure consisting of the piles and pile caps have existing cracks and deterioration that must be repaired.
6. Grammercy Avenue to Atlantic Avenue: The existing Boardwalk in this area is in fair to poor condition. The decking and railing require repairs in various areas. The concrete support structure consisting of the piles and pile caps have existing cracks and deterioration that must be repaired. The repairs and cost estimates for this area

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are based on evaluation and budget estimates from the City.

7. Atlantic Avenue to Oriental Avenue: The existing Boardwalk in this area is in fair to poor condition. The decking and railing require repairs in various areas. The concrete support structure consisting of the piles and pile caps have existing cracks and deterioration that must be repaired. The repairs and cost estimates for this area are based on evaluation and budget estimates from the City.

The portion of the Boardwalk along the Inlet is planned to be demolished before May 15, 2012. The Army Corps of Engineers is currently designing a protective seawall for this area and the City plans to wait until that sea wall is constructed before proceeding with the reconstruction of any portion of the Boardwalk in this area. The reconstruction of the Boardwalk is estimated to cost the City approximately \$8 million. At this time, the portion of the Boardwalk located between Caspian and Gramercy Avenues is not proposed to be repaired or reconstructed.

While access to the Boardwalk provided by ramps and stairs at many different locations, several locations, including Ocean Avenue had no access. The access ramp appears to have been demolished and removed at the terminus of Ocean Avenue. No entry point onto the Boardwalk exists at this location. Amenities for beachgoers, such as stations to rinse off sand, also appeared to be insufficient in quantity.

Another issue identified was that while the Boardwalk provides sufficient area for pedestrians, the facility does not provide sufficient delineated space for bicycles and other slow-speed wheel modes of transportation. Licensed rolling chairs are permitted within designated lanes on the Boardwalk at all times except for between 5 a.m. and 7 a.m. Additionally, Boardwalk trams powered by propane or electricity are permitted to operate on the Boardwalk except for between 6 a.m. and 10 a.m. These vehicles are limited to a maximum speed of 4 miles per hour.

### **Bulkhead**

Some of the coastal land area along the Inlet Neighborhood contains a bulkhead, which is a coastal retaining wall designed to prevent erosion from wave action and maintain the integrity of the land. Where the bulkhead is present its condition ranges from good to poor. Included below is an excerpt from the 2011 Capital Needs Assessment Report prepared by Remington, Vernick and Walberg which provides a detailed description of the bulkhead conditions.

1. Gardner's Basin (N. New Hampshire Avenue) to Caspian Avenue: There is no existing bulkhead in this area. The total length of new bulkhead required to connect existing bulkheads located at Gardner's Basin (end of N. New Hampshire Avenue) and Caspian Avenue is approximately 1400 feet.
2. Caspian Avenue to Melrose Avenue (adjacent to McClinton Park): The existing bulkhead is in good condition. No repair or replacement is required.

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3. Melrose Avenue to Madison Avenue (along existing Park): The existing bulkhead constructed along the Park is newer and in good condition. However, the bulkhead is constructed on approximately one half of this length. There is an area from Melrose Avenue toward the center of the Park that has no bulkhead. The total length of new bulkhead required to connect the existing bulkhead is approximately 240 feet.
4. Madison Avenue to Atlantic Avenue: The existing bulkhead is in good condition. No repair or replacement is required.
5. Atlantic Avenue to Euclid Avenue: The existing bulkhead is in poor condition and must be reconstructed. The total length of bulkhead required to replace the existing bulkhead is approximately 320 feet. This bulkhead replacement is part of a current Army Corps of Engineers project scope of work. Therefore, a construction cost estimate will not be provided for this area.
6. Euclid Avenue to Oriental Avenue: There is no existing bulkhead in this area. The total length of new bulkhead required to connect existing bulkheads is approximately 750 feet. This bulkhead replacement is part of a current Army Corps of Engineers project scope of work.

#### **F. Bicycle Routes**

Bicycles are a viable alternative mode of transportation within urban environments. Bicycle use helps reduce traffic congestion and promotes public health through physical activity. Bicyclists also provide more “eyes on the street,” which can help reduce crime.

Bicycles can be used for recreational and utilitarian purposes. Recreational purposes often predominate and include leisurely bike rides along streets and bicycle paths. Utilitarian functions include bicycle use for commuting and physical fitness purposes.

The use of bicycles in the northeastern United States is constrained to some extent due to the cold temperatures and icy conditions that exist during the winter months. However, the warmer spring, summer and fall seasons provide ample opportunity to use bicycles. The Tourism District is well suited to bicycle use as it is an urban environment with access to scenic vistas provided by the Atlantic Ocean and Absecon Inlet areas. There are also many parks and attractions to visit.

The District contains an existing bicycle route along the Boardwalk. However, the use of bicycles on the Boardwalk is limited to 6 a.m. to 10 a.m. from May 30 through September 15 and from 6 a.m. to 12 p.m. and 4 p.m. to 6 p.m. from September 16 through May 29. In addition, bicycle routes are proposed along Albany Avenue, Brigantine Boulevard, Huron Avenue and Absecon Boulevard, as depicted on Figure 13. There is currently no connection for bicycle routes from Atlantic City to the mainland.

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The City has authorized the preparation of a Bicycle and Pedestrian Plan and has established a Steering Committee for this effort. At the Committee's November 18, 2011 meeting members compiled a list of specific issues they feel are of concerns for bicyclists and pedestrians in the City. The list of issues is included below:

#### **Issues**

- Lack of bicycle parking
- Bicycles overtaking pedestrians
- Pent up demand for biking in City to Casino's for employees
- Debris along roadways

In addition to these issues, which were apparent during the field assessment conducted for this project, one of the biggest impediments to bicycle use is the lack of connectivity between the Boardwalk route and the other proposed routes. A detailed discussion about the benefits, impediments and constraints imposed by these conditions is included within Section V of this report.

#### **G. Traffic Conditions**

The primary mode of transportation within the Tourism District is by passenger vehicle. In fact, according to the ACRTP, approximately 80% of the travel mode share to Atlantic City occurs via this mode. These vehicles utilize the Atlantic City Expressway, Route 40/322 (Albany Avenue), and Route 30 (Absecon Avenue) to gain access into the District. Estimates prepared in 2007 available from the ACRTP Report state that approximately 80,000 vehicles enter the City and a similar number leave the City via these regional roadways on a daily basis.

The existing volume of vehicles and travel patterns has created conditions where significant traffic delays occur during peak morning and evening hours, during special events and during the peak lunch hour at many of the intersections within the District. Chapter 4 of the ACRTP, entitled "Technical Assessment Analysis and Findings," contains a detailed traffic analysis for Atlantic City, including the Tourism District area. The ACRTP Report provided the findings of a traffic intersection analysis prepared during the 2007 summer season for certain signalized intersections. Out of the 147 intersections analyzed, only four had a failing Level of Service (LOS) E or F. These failing intersections include the following:

- Albany Avenue and Winchester Avenue (LOS F)
- Albany Avenue and Pacific Avenue (LOS E)
- Atlantic Avenue and Michigan Avenue (LOS F)
- Absecon Boulevard and Gramercy Avenue (LOS E)

It is not surprising that the most poorly performing intersections are those located near

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the terminus of the three regional roadways that provide access into the City. The poor performance of each of these intersections was confirmed during the field work performed by BSG in 2011.

The Atlantic City Police Traffic Investigations Unit compiled a list of “Top Crash Intersections in Atlantic City” that contains data for the vehicular accidents that occurred at 127 intersections in Atlantic City during the time period from January 1, 2008 through December 7, 2011. A copy of this list is included within Appendix C of this Report. The 10 intersections with the highest crash rates are listed below. The number of accidents is included in parenthesis next to each intersection.

1. Albany Avenue and Winchester Avenue (113)
2. Atlantic Avenue and Missouri Avenue (81)
3. Albany Avenue and Ventnor Avenue (69)
4. Atlantic Avenue and Arkansas Avenue (66)
5. Atlantic Avenue and Michigan Avenue (64)
6. Arctic Avenue and Mississippi Avenue (61)
7. Atlantic Avenue and Ohio Avenue (60)
8. Arctic Avenue and Arkansas Avenue (57)
9. Arctic Avenue and Missouri Avenue (55)
10. Pacific Avenue and Arkansas Avenue (53)

With regard to north-south thoroughfares, Atlantic Avenue occurs the highest number of times in this data set, as it occurs in 4 out of the top 10 accident intersections. With regard to east-west roadways, Arkansas Avenue is the only roadway that occurs three times (Arkansas Avenue intersections with Atlantic, Pacific and Arctic Avenues). These 10 intersections are concentrated within the Ducktown/Southern Downtown Neighborhoods and the Chelsea Neighborhood.

Additionally, the list of “Top Crash Intersections in Atlantic City” contains information for vehicular accidents involving pedestrians. The top 10 crash sites involving pedestrians are summarized below. The number of accidents is included in parenthesis next to each intersection. Where the number of pedestrian accidents between two or more sites was equal, the total number of accidents at a given intersection was used to decide the ranking in the list. For example, if intersection “A” had 7 pedestrian accidents and 50 total accidents and intersection “B” had 7 pedestrian accidents and 45 total accidents, intersection “A” would rank higher than intersection “B” because it had more total accidents.

1. Atlantic Avenue and Michigan Avenue (15)
2. Atlantic Avenue and Kentucky Avenue (10)
3. Atlantic Avenue and Missouri Avenue (7)
4. Arctic Avenue and Mississippi Avenue (7)
5. Atlantic Avenue and Tennessee Avenue (7)
6. Pacific Avenue and Ohio Avenue (7)
7. Atlantic Avenue and Iowa Avenue (7)

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8.     Atlantic Avenue and Ohio Avenue (6)
9.     Pacific Avenue and Arkansas Avenue (5)
10.    Atlantic Avenue and Martin Luther King, Jr. Avenue (5)

The data for pedestrian accidents demonstrates that the top 10 intersections are concentrated in the Downtown Neighborhood. It is important to note that 7 out of the 10 intersections are located along Atlantic Avenue.

Additionally, the ACRTP states that the section of Brigantine Boulevard (Route 187) located between Maryland and Huron Avenues has the highest crash rate associated with a State Road in the region. This road segment is an area of transition from higher to lower vehicle speeds as vehicles enter the City.

## **H. Mass Transportation**

The Tourism District is served by several modes of mass transportation including rail, bus, jitney and taxi service. The existing network of mass transportation services provides a good foundation for future development. However, there are some areas that are lacking and the network is not sufficient to adequately support the growth envisioned within the City. A detailed assessment of each mode of mass transportation is included below.

### **Bus Service**

Bus service is provided to the Tourism District by regional bus service and charter bus. The primary public bus service facility is the Atlantic City Bus Terminal located at 1995 Atlantic Avenue, which is within the block bounded by Atlantic Avenue, Michigan Avenue, Arctic Avenue and Ohio Avenue. NJ Transit and Greyhound currently operate out of the Terminal. Regional bus service to the District is provided primarily by NJ Transit, Greyhound's Lucky Streak line, Academy, Shoreline Express and various charter bus companies.

New Jersey Transit currently operates ten (10) bus lines with regular stops within Atlantic City, as summarized within Table 2 on the next page. Bus shelters are provided at the bus stops.

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**Table 2: NJ Transit Bus Routes**

<b>Route #</b>	<b>Terminus Locations</b>		<b>Thoroughfares</b>
501	Atlantic City Bus Terminal	Brigantine	Atlantic Avenue Brigantine Boulevard Brigantine Avenue
502	Atlantic City North Carolina Avenue	End of Brigantine Avenue	Atlantic Avenue Black Horse Pike
504	Atlantic City Brigantine Boulevard	Atlantic Cape Community College	Adriatic and Caspian Avenues Baltic and Arctic Avenues West End Avenue
505	Venice Park or Gardner's Inlet	Ventnor	Atlantic Avenue Ventnor Avenue
507	Atlantic City North Carolina Avenue	Ventnor Plaza	Atlantic Avenue Shore Road
508	Atlantic City North Carolina Avenue	Longport	Black Horse Pike Shore Road Jimmie Leeds Road Pomona Road
509	Atlantic City North Carolina Avenue	South Avenue	15 Atlantic Avenue New Road Somers-Mays Landing Road

Source: New Jersey Transit  
Compiled by: Birdsall Services Group, November 2011

### Jitney and Shuttle Service

Jitney service is available along several routes within the Tourism District. A jitney is generally defined as 13-passenger mini-bus. The Jitney service is operated by Atlantic City Jitney Association, which is a consortium of 190 owner-operated vehicles. The Association currently operates four (4) scheduled fare-based routes with regular stops servicing various casino locations, as shown within Table 3 on the next page.

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**Table 3: Atlantic City Jitney Association Routes**

Route #	Terminals	Thoroughfares	
1	Ventnor Avenue and Jackson Avenue	Pacific Avenue and New Hampshire Avenue	Pacific Avenue & Atlantic Avenue
2	Borgata, Harrah's Atlantic City, and Golden Nugget	Delaware Avenue and Pacific Avenue	Maryland Avenue & Delaware Avenue
3	Borgata, Harrah's Atlantic City, and Golden Nugget	Pacific Avenue and New Hampshire Avenue	Dr. Martin Luther King, Jr. Boulevard & Pacific Avenue
4	Ventnor Avenue and Jackson Avenue	Atlantic City Rail Terminal	Pacific Avenue, Atlantic Avenue & Michigan Avenue
Source: Atlantic City Jitney Association Compiled by: Birdsall Services Group, November 2011			

Jitney stops are located at the corners along every route. The Jitney Association also provides shuttle bus service from the rail station at the Convention Center to many of the casinos.

In addition to bus service, many shuttle services operate in the City and the Region. Service lines include NJ Transit Paratransit Service, Atlantic County Paratransit Service, Atlantic City Paratransit Service and SJTA shuttle service. Some casinos also offer free shuttle service to members. Examples include the Harrah's Total Rewards Express Shuttle and the Trump Shuttle.

### Rail Service

Rail service is provided to the Tourism District via the NJ Transit Atlantic City Rail Line (ACRL) which runs from 30<sup>th</sup> Street Station in Philadelphia, Pennsylvania to Atlantic City Convention Center. The ACRL generally runs along the Route 30 right-of-way and operates on a single track. Only one rail station exists within the Study Area which is known as the Atlantic City Rail Terminal located at the Convention Center.

Rail service on what is now the ACRL was historically operated under various entities, including Pennsylvania-Reading Seashore Lines which transferred operations to Conrail in 1976. Conrail operated the line from 1976 until 1983 when operations were ordered to cease by the New Jersey Department of Transportation due to chronic underperformance of the line.

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Subsequently, in 1989, Amtrak commenced service on the track and continued to do so until 1995 when NJ Transit took over operation of the line. The ACRL currently operates under NJ Transit. Current rail service includes 14 round trips per day (15 on Fridays) between Philadelphia and Atlantic City.

Upon arriving at the Convention Center, passengers may utilize jitney, shuttle and taxi services to gain access to local destinations. Alternatively, passengers may walk 1.5 blocks to the NJ Transit Bus Terminal and utilize bus service to travel to various destinations within the District. More detailed information on jitney, shuttle and bus service within the District is included within the previous sections of this Report.

Atlantic City Express Service (ACES) is also available which runs from New York to Atlantic City. The route for this service runs from New York Penn Station to Newark Penn Station and then non-stop from Newark to the Atlantic City Rail Terminal. The entire trip takes approximately 2.5 to 3 hours. This service began in 2009 and is only available during the summer months on Friday through Sunday. The train cars carry as many as 300 passengers per four-car train.

### **Air Transportation**

While no functioning airport facility is located within the Tourism District the Atlantic City International Airport (ACY) is located approximately 12 miles to the northwest of the District. Transportation modes that currently link the ACY to the Tourism District are limited to bus, taxi and passenger vehicles modes that travel along the Atlantic City Expressway, Route 30 and Route 40. However, there are plans to construct a rail station adjacent to the ACY and connect it to the Atlantic City Convention Center, which is located in the Tourism District. More detailed information regarding this project is included within Section IV of this Report.

The ACY is a regional transportation asset that handles over 1 million passengers annually. Additionally, the Airport is anticipated to have approximately five million annual air passengers by 2020 due to an anticipated increase in the amount of gaming, recreation and hotel space planned within Atlantic City and an expected increase in housing and population in southern New Jersey according to studies prepared by or on behalf of the regional transportation agencies. This estimate indicates that the airport is likely to become an even more important part of the transportation hub that supports Atlantic City.

Notwithstanding the above, the ACY has realized a significant reduction in the number of carriers that provide service. Since 2000, Continental, US Airways, Delta Air Lines, and West Jet have stopped serving the ACY. Currently, only Airtran Airways and Spirit Airlines serve the ACY. However, Airtran is scheduled to stop service to the Airport in January 2012, citing economic conditions, increased fuel costs and low ridership as the reasons for its departure. After Airtran leaves, the only remaining air carrier serving the ACY will be Spirit Airlines.

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In addition to the ACY, several heliports are located within the Tourism District. The “Steel Pier Heliport” is located on the pier to the southeast of the Taj Mahal. A second heliport is located at the Golden Nugget Casino. The Atlantic City Medical Center also maintains a heliport for emergency services use at its facility located on Michigan Avenue.

### **Water Transportation Service**

There are three Marinas in the vicinity of Snug Harbor and Gardner’s Basin in the North Inlet Neighborhood and a fourth marina to the north within the Marina District, known as the Frank S. Farley State Marina. The State Marina contains approximately 640 boat slips, fueling facilities and amenities for visitors such as parking facilities and a covered pavilion.

In addition, a small number of fishing, kayak rental and day cruise businesses operate in the Gardner’s Basin marina area and a small boat launch facility exists on the Bader Field tract. The overall condition of the marina facilities is fair.

## **J. Utilities**

Atlantic City has extensive utility infrastructure systems in place to serve existing development. However, many of these systems are near the end of their useful life having been constructed near the turn of the last century. This section of the report provides an assessment of the existing utility infrastructure systems, includes sewer, water, stormwater, electric, natural gas and communications. A detailed description of each system is included below.

### **Water Service**

The Atlantic City Municipal Utilities Authority (ACMUA) provides potable water to Atlantic City, including the water service currently available within the Tourism District. The ACMUA maintains two (2) surface reservoirs which include the Kuehnle Pond Dam and Doughty Pond Dam. The waterbodies are located outside of the District, adjacent to the Atlantic City International Airport. Additionally, the Authority maintains twelve (12) wells that range from 200 to 675 feet deep. The main ACMUA facility is located in Pleasantville and was recently upgraded in 2009. Two 48” transmission lines run from the Pleasantville facility into Atlantic City. The Authority’s facilities also include three (3) water towers with a combined capacity of over nine (9) million gallons and over 150 miles of water transmission lines.

The ACMUA maintains a firm capacity of approximately 23 million gallons per day (MGD) and a pumping capacity of approximately 55 MGD, excluding the pumping capacity of its largest pump. As the average daily usage was approximately 12.86 MGD in 2010, the ACMUA maintains sufficient capacity to provide for current needs and for a substantial amount of additional development.

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#### **Sewer Service**

The Atlantic City Sewerage Company (ACSC) provides sewer service to the Tourism District. As of November 2011, the ACSC serves approximately 7,300 customers within the City. The ACSC receives sewage effluent from the City and utilizes its 6 pump stations to send the effluent to a sewage treatment plant operated by the Atlantic County Utilities Authority for processing.

Sewerage capacity provided by the ACSC is currently sufficient to provide service to existing land uses. However, many of the older components of the system are deteriorating and are in need of replacement and/or upgrade. The area located within the South Inlet Neighborhood from Metropolitan Avenue north toward the Boardwalk contains a substantial amount of old infrastructure that needs to be replaced. The remainder of the District generally contains old infrastructure that is or will soon be in need of repair or replacement. Exceptions to this finding are the system upgrades that have recently been implemented such as those for the Revel Resort and Casino. The ACSC is waiting for confirmation of the size and type of development anticipated within each Neighborhood of the District before proceeding with the replacement and any required upgrades. This approach will enable them to properly size the pipes to serve current and future demand.

The Bader Field site is lacking in sewer infrastructure to support additional development. Development of this area would require new sewer lines, a pump station and a connection point to tie these components in the system. More detailed information regarding the Bader Field site is included within Section J of this report.

Recent sewerage improvements include an upgrade of the sewer lines proximate to the Revel Resort and Casino within Massachusetts and Oriental Avenues. A list of the projects currently underway and planned future projects is included within Section IV of this Report.

#### **Stormwater Management**

Stormwater management systems exist within the Tourism District in the form of traditional underground piping that receives inflow via on-street inlets. Field work performed by BSG personnel indicated that many of the stormwater inlets observed were generally free of debris to the extent that it would permit adequate operation of the inlets; however, several inlets were nearly or completely clogged. Clogged inlets can cause localized flooding during normal rain events. Flooding can become more substantial during severe rain events.

According to the Remington, Vernick and Walberg Report, the City Engineer's office does not feel that it is necessary to clean the entire storm drain system at this time. As an alternative, the City Engineer's office has recommended that a phased conditions assessment of the storm drain system be conducted over several years. The problem areas would then be identified, cleaned and video recorded. Subsequent to the analysis

## **Casino Reinvestment Development Authority**

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of the video recording an assessment could be made as to whether any larger problems exist and appropriate action could be taken.

It is important to note that new stormwater management projects are regulated under the Coastal Zone Management Rules (N.J.A.C. 7:7E). Additionally, stormwater management projects for residential developments are regulated under the Residential Site Improvement Standards (N.J.A.C. 5:21).

A review of the information available during the preparation of this Report indicates that localized flooding can occur during severe rain events in the following areas:

- Martin Luther King Boulevard
- Illinois Avenue
- Indiana Avenue
- Kentucky Avenue
- Baltic Avenue Canal area
- Venice Park Neighborhood on the western end
- Route 40/322 in the vicinity of Bader Field
- Water run-off behind sand dunes in various areas

One of the largest stormwater management system components is the Baltic Avenue Drainage Canal. This canal structure extends along Baltic Avenue from Rhode Island Avenue to Georgia Avenue. The canal drains most of the City's land mass. One issue with this structure is that it is not very effective when heavy rain events coincide with high tide. Under these conditions backflow becomes an issue. In an effort to remedy this situation, stormwater management control structures are proposed to be located at both ends of the Baltic Avenue Canal. Additional information about this project is included within Section IV of this Report. It should be noted that the five other canals, not located in the Tourism District, are in poor conditions and affect the Tourism Districts via bulkhead breaches and localized flooding.

The City's stormwater management system includes check valves at many of the outfalls. However, some of the bay-side outfalls do not have check valves installed. A list of the City's stormwater outfalls from the Atlantic City Engineer's Office that contains the size, type and location of the each check valve, as excerpted from the Remington, Vernick and Walberg Report, is included within Appendix D. Additionally, a list of broken drains from said Report is also included within Appendix D.

The Army Corps of Engineers installed dunes in June 2004 along portions of the waterfront to help reduce the impact of coastal flooding and storm damage. The dunes are comprised of a 200-foot wide sand berm built up to an elevation of 14.75 feet. Periodic beach nourishment cycles will be required to maintain the integrity of the dunes. The next nourishment cycle is pending receipt of adequate funding. The overall plan also includes the construction of 0.3 miles of bulkhead along Absecon Inlet.

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#### **Solid Waste**

Atlantic City provides for the collection of residential waste. Commercial waste is handled by private waste hauling companies. The City's Master Plan states that one of main complaints received during the public participation process was that litter can sometimes accumulate on the street, particularly over the weekend timeframe and on Atlantic Avenue. The small amounts of trash observed on the streets and sidewalk during the field assessment confirm this finding.

A second issue identified within the Master Plan was that the City's vehicles pick up the trash during peak traffic hour timeframes which exacerbates traffic congestion. A recommendation was set forth in the Master Plan for the City to consider changing trash pick-up times to occur at off-peak hours. Information regarding the benefits, constraints and impediments of the solid waste system is included in Section V of this Report.

#### **Electric Service**

Atlantic City Electric (ACE) supplies electricity to the City. ACE provides power to over 500,000 customers in a total of eight counties in southern New Jersey. The assessment of electric service presented below is broken down into above ground infrastructure, below grade infrastructure and wind energy systems.

##### ***Above Ground Utility Lines***

The City's electric system is comprised of five electric substations and a series of underground duct banks linked by 23KV lines that extend throughout the City. Many of these lines are located above the ground on utility poles.

Significant portions of the Tourism District contain above ground utility lines including portions of the South Inlet, Chelsea, Lower Chelsea, Ducktown, Monroe Park, and Westside Neighborhoods. The lines observed were generally in good condition; however, many of the utility poles and assemblies fastening the lines to structures appeared old and in fair to poor condition. The above ground utility lines resulted in a disorganized appearance and adversely affected the aesthetics of the streetscape when compared with areas that contain only underground utility infrastructure.

##### ***Below Grade Utility Lines***

Utilities within the SID and Main Street Downtown District are primarily housed underground. In addition, lines within the Uptown, Downtown, Ducktown (Eastern portion) and Marina Districts are generally located underground. As many of these areas are also streetscaped the resulting appearance is aesthetically pleasing.

Within these areas buildings are generally set back 15 or more feet from the curb. The 15-foot sidewalk space created from this setback generally contains a 10-foot wide

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concrete sidewalk portion and a 5-foot wide decorative paver and concrete portion that contains the underground utilities and provides space for street trees and lighting fixtures.

#### ***Wind Systems***

Although no wind energy systems are located within the District, the Jersey-Atlantic Wind Farm exists adjacent and to the west of the Marina District. This facility became operational in 2005 and contains five 380-foot high, 1.5 MW turbines for a total of 7.5 MW. When operating under wind design conditions this facility powers the adjacent ACUA wastewater treatment plant. Any excess energy supplied is fed directly into the main power grid.

#### **Natural Gas**

South Jersey Gas Company (SJGC) provides natural gas to the City via its distribution plant located in Pleasantville, NJ. Natural gas is piped in by 20" diameter lines located along Absecon Boulevard and Albany Avenue. A network of 8" main linked to these larger pipes provides natural gas to structures within the City. The City's Master Plan notes that gas distribution is generally good throughout the City. SJGC upgrades their system on an as needed basis in conjunction with new development.

#### **Communications**

Communication and data transfer services are increasingly important services at tourist destinations, as more people seek to have continuous access to their online social and business networks. The Tourism District has access to cellular phone services and other basic communications services that are generally available in urban areas such as the wireless fidelity ("Wi-Fi") located at most the casino/hotel land uses. A detailed assessment of the communications infrastructure and services located within the Tourism District is included below.

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#### ***Telecommunications***

Federal Communications Commission (FCC) licensed telecommunications providers for Atlantic City currently include AT&T, Cricket, Metro PCS, Sprint, T-Mobile and Verizon. The Philadelphia Major Trading Area (MTA), a part of which encompasses Atlantic City, is identified as the licensed area for these providers.

Operational aspects of licensed telecommunications providers are regulated by the FCC, which was created by an act of Congress (Communications Act of 1934, as amended by the Telecommunications Act of 1996 – the “TCA”) – collectively the “Act”. The Act directs the FCC to encourage a “larger and more effective use of radio in the public interest”, as well as the public interest being an important theme throughout. The Act defers traditional zoning decisions such as setbacks and lot area to local land use boards, with the caveat that land use decisions for such federally licensed facilities may not have the effect of (a) prohibiting service; or (b) unduly discriminating against different carriers.

It is anticipated that telecommunications providers, as part of their affirmative obligation to provide coverage within their licensed area, will continue to upgrade, expand and maintain their respective networks to meet current and projected demand. The most recent statistics indicate that demand for such services continues to grow at a steady pace. As of June 2010 there were 292.8 million wireless subscribers in the United States, representing 93% of the marketplace, with E-911 calls per day exceeding 296,000 in number (Source: CTIA: The Wireless Association). More than one of every four American homes (26.6%) had only wireless telephones (also known as cellular telephones, cell phones, or mobile phones) during the first half of 2010 - an increase of 2.1 percentage points since the second half of 2009 (Wireless Substitution: Early Release of Estimates From the National Health Interview Survey, January – June 2010, Center for Disease Control, December 2010).

Atlantic City has access to cellular phone service through the network of antenna arrays located within the City and surrounding area. In addition, many of the hotels and the Convention Center provide wireless fidelity (“Wi-Fi”) service. Wi-Fi is a wireless communications technology that utilizes radio waves to provide high-speed internet and network service.

#### ***Fiber Optic and Traditional Cable Service***

Comcast Cable Communications (“Comcast”) has a licensed franchise to provide cable services to Atlantic City, a service that has now evolved into the provision of broadband internet and phone service as well.

In 2006 major revisions were enacted to the State Cable Act, N.J.S.A. 48:5A-1 et seq., which was amended to permit the New Jersey Board of Public Utilities (BPU) to issue statewide franchises to providers; prior to the amendment the only cable franchise option was a municipal consent-based Certificate of Approval.

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A major driving force behind amending the State Cable Act was a desire to provide increased choice and competition for the growing cable and broadband marketplace. The BPU issues Verizon a statewide franchise to provide such services in 2006. Under the franchise agreement Verizon agreed to commence provision of its fiber – optic FIOS services (consisting of cable, internet and phone) to seventy (70) “must – build” designated communities by 2015. Atlantic City is not currently included in the “must build” list.

Fiber optic cable can be used to provide fast internet, communications and digital media service. Future improvements include a plan to install fiber optic cable conduit in conjunction with milling and paving improvements planned for Atlantic and Pacific Avenues.

#### **J. Bader Field**

Bader Field is located within the southwestern section of the Tourism District and was a municipally owned general aviation airport which ceased operations in September 2006. Named after former Atlantic City Mayor Edward Bader much of the runway infrastructure associated with the former airport use (which first commenced in 1910) is still in place.

The Bader Field site is approximately 140 acres in size, located in the 5<sup>th</sup> Ward approximately 1 mile from downtown Atlantic City. In 1998 baseball stadium opened on the site, with an indoor ice skating rink (the Flyers Skate Zone) opening in 1999. Originally known as *The Sandcastle*, the 5,500-seat seat baseball facility (now known as *Bernie Robbins Stadium*) served as the home of the *Atlantic City Surf* minor league baseball team until the team discontinued operations in 2009.

The Bader Field site is currently located in a Transportation Services (TRS) Zone District. The 2008 Atlantic City Master Plan recommends a re-zoning of the area, due in part to the discontinuance of Bader Field as an operational airport facility.

Currently, no sewer service is available on the tract. In addition, this site has very limited accessibility to the rest of the Tourism District due to its location at the northeastern end of a land area that is essentially an island. The only roadway that connects Bader Field to the rest of the District is US 40/322/Albany Avenue along the eastern portion of the tract.

Albany Avenue currently operates relatively poorly during peak traffic hours. The most problematic intersections are the Albany Avenue/Winchester Avenue intersection and the Albany Avenue/West End Avenue intersection, which exhibit significant congestion during peak traffic hours. This congestion causes queuing along to the north beyond the bridge which causes significant delays into the City. The findings of the 2009 AC RTP Bader Field Preliminary Design Assessment Report indicate that Albany Avenue needs to be widened to provide 3 travel lanes in each direction just to accommodate existing traffic. Development on Bader Field would require additional

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improvements.

Environmental constraints on the site include coastal wetlands and aquatic habitat along portions of the waterfront. Soils consist of fill overlying marine tidal marsh and dense sands. The soft compressible marine tidal marsh layer is typically from 2 to 15 feet deep. Rock is generally 100 feet or more below the surface. An additional constraint is localized flooding along US 40/322/Albany Avenue during severe storm events. Detailed discussion of the benefits, impediments and constraints of infrastructure on Bader Field is included within Section V of this Report.

## IV. PLANNED INFRASTRUCTURE IMPROVEMENTS

An extensive review of existing documentation was performed during the preparation of this Report. The findings of this review yielded a list of planned infrastructure projects that are proposed to be implemented within the Tourism District. In addition, the review yielded a list of private development projects planned within the District that will need to tie into the various infrastructure systems. A summary of the findings is included below. The findings are organized by the entity that either has proposed or is overseeing the project.

It is important to note that there are a wide range of regulations that have purview over development within the State of New Jersey. Table 4 includes a list of the more common development approvals that may be required for the implementation of public and private projects in the Tourism District. The type of approvals required varies widely depending upon the type of improvements proposed and the location of the project site.

**Table 4: Common Approvals Required**

**Federal**

Army Corps of Engineers Section 404 Permit

Army Corps of Engineers Section 10 Permit

US Coast Guard Bridge Permit

Essential Fish Habitat Assessment

**State/Regional**

NJDEP CAFRA Permit (Individual or General Permits)

NJDEP Waterfront Development Permit

NJDEP Flood Hazard Area Permit

NJDEP Freshwater Wetlands Permit (Individual or General Permits)

NJDEP Coastal Wetlands Permit

NJDEP Water Quality Certificate

NJDEP NJPDES General Permit/Stormwater Management Approval

NJDEP site remediation permits

NJDEP Tideland Bureau Conveyance

Cape Atlantic (Soil) Conservation District Approval

NJDCA Regulatory Compliance and/or Approval of Affordable Housing Projects

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NJ Transit Approval for impacts to facilities or ROW
<b>County</b>
Atlantic County Planning Board Approval
<b>Local</b>
Casino Reinvestment Development Authority Approval
Atlantic City Planning/Zoning Board Approval
ACUA Sewer Approval
ACMUA Water Allocation Approval

### CRDA

The CRDA has a substantial number of projects planned to enhance the Tourism District and the surrounding area. Included below is a list of the current and planned projects for the Tourism District. Projects that have entered design and/or implementation phases are depicted on Figure 14, Planned Infrastructure Map.

**Boardwalk Improvements Adjacent to Resorts Casino Hotel:** In fall 2011, the CRDA approved \$2.38 million in funding for the Resorts Casino Hotel to improve its Boardwalk frontage to help restore ocean views from the ballrooms, update storefronts, create Boardwalk seating for restaurants, and install new signage.

**Boardwalk Improvements Adjacent to Trump Taj Mahal Casino Resort:** In fall 2011, the CRDA approved \$6.85 million in funding for the Trump Taj Mahal Casino Resort to improve its Boardwalk frontage by constructing new Boardwalk seating areas for two restaurants, refurbishing three staircases along the Boardwalk, constructing 10 gazebos at the second level, and installing new signage and video displays.

**Boardwalk Lighting Improvements:** New lighting is proposed to be installed along the Boardwalk and at the end of each Street that terminates at the Boardwalk in the form of backlit LED lighting fixtures. Additionally, new lighting is proposed to be installed on the façade of Boardwalk Hall and along the adjacent roadways.

**Boardwalk Demolition and Reconstruction in the Inlet Area:** A portion of the Boardwalk along Absecon Inlet is planned to be demolished before the May 15, 2012 opening of the Revel Resort. The Army Corps of Engineers plan to construct a protective seawall for along this area. The seawall is currently being designed and is comprised of a steel sheet pile bulkhead. The City intends to wait until the sea wall is constructed before implementing any reconstruction of the Boardwalk in this area. Plans for the Boardwalk reconstruction have not yet been prepared. Depending upon the final design of the seawall, portions of the Boardwalk may be reconstructed in the form of an alternative type of pedestrian walkway. Should the City proceed with the reconstruction of a traditional Boardwalk it is estimated that it will cost the City approximately \$8 million.

**Garden Pier Façade and Lighting Improvements:** The CRDA has issued preliminary approval for a potential future project to restore the façade and lighting on the Garden Pier,

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which contains the Atlantic City Historical Museum and Atlantic City Art Center.

**Jetty Extension Project:** The NJDEP and Atlantic City have collaborated to fund an \$8.4 million extension of the jetties located near Vermont and Massachusetts Avenues (NJDEP is providing \$6.3 million of the funding). The Vermont jetty will be expanded from 142 feet long to 257 feet long and the Massachusetts jetty will be expanded from 152 feet to 292 feet long. The purpose of extending the jetties is to curb beach erosion along the waterfront near the Revel Resort hotel/casino. The project also includes a 150,000 cubic-yard beach replenishment component along the same section of beach. The project is scheduled to commence in March 2012.

**Baltic Avenue Canal Stormwater Control Structure Improvements:** The Atlantic City Engineer's Office is working on plans to reconstruct/rehabilitate the stormwater management control structures located at both ends of the Baltic Avenue Canal. The canal proposed improvements are located at Atlantis Avenue and within Fisherman's Park.

**Atlantic and Pacific Avenue Milling, Paving and Fiber Optic Cable Installation:** This project includes the milling and resurfacing of the entire length of Atlantic and Pacific Avenues with a 2" deep hot mix asphalt surface course. The project will also include restriping of the roadway surface and the installation of fiber optic cable conduit along the roadways.

**Mississippi Avenue Parking Garage:** Construction of parking garage containing more than 1,200 parking spaces to supplement the parking supply to serve The Walk and the Downtown Atlantic City neighborhood.

The projects listed below are those projects listed within the 2009 Atlantic City Regional Transportation Plan that are proposed to be implemented either entirely or partially within the Tourism District. It is important to note that some of these projects have not entered the design phase and may not be implemented.

**South Inlet Transportation Improvements / Connecticut Avenue:** Widen Connecticut Avenue to provide two-way vehicle operation in the South Inlet neighborhood in order to provide increased roadway capacity for the Revel Resort and the future land uses anticipated to be constructed in that area.

**Pacific/Atlantic/Main Corridor Traffic Signal System Upgrades and Optimization:** In 2011 Remington, Vernick and Walberg evaluated 71 traffic signals located along Atlantic and Pacific Avenues. The findings of the evaluation include a recommendation that all traffic signals and equipment be replaced with equipment that complies with the requirements of the Federal Highway Administration Manual on Uniform Traffic Control Devices. Interconnection of all traffic signals by fiber optic cable to City Hall is also recommended to enhance control of the traffic signal system.

**Local Transit Rationalization Project:** Implementation of a mass transportation program that would include mini-buses that would provide more frequent and flexible service for

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transportation within the Tourism District. These new mini-buses may be powered by electricity or other alternative energy systems.

**Atlantic City Brigantine Connector Revised Signage Improvements:** This project includes the installation of enhanced way finding signage along the Atlantic City Brigantine connector roadway in order to enable visitors to navigate that portion of the City more easily.

**Regional Traffic Operations Center:** This project includes the provision of real-time traffic monitoring at a centralized regional facility. This system will enable the modification of traffic signal operations and aid in the coordination of evacuation and other operations during emergencies.

**Atlantic City Traffic Signal System Upgrades and Optimization:** This project includes an upgrade of the remaining traffic signals located within the City to tie them into the operations grid so that traffic signal modification may be made on a City-wide basis. The upgrade would include the installation of additional fiber optic cable to interconnect the remaining traffic signals to the system.

**New ACRL Station at North Pomona and Shuttle Service to Atlantic City International Airport and Atlantic City:** This project includes the installation of a new Atlantic City Rail Line station at North Pomona, which is adjacent to the Airport. In conjunction, enhanced shuttle service between the ACY and Atlantic City is planned. This service would be timed to coincide with arriving and departing flights and link casinos and other major destinations within the Tourism District to the ACY.

**Linking Land Use/Worker Housing to Transportation:** Promote subsidized workforce housing within the City as well as the surrounding area. Provide improved and new public transportation geared toward casino workers and coordinate these services with those geared toward visitors.

**Absecon Boulevard Elevated Roadway Section / Pedestrian Crossing:** Absecon Boulevard is proposed to be elevated from west of North Carolina Avenue to near Delaware Avenue to improve the use and flow of Absecon Boulevard and the Atlantic City Brigantine Connector. This project is also intended to enhance pedestrian crossing safety and eliminate many of the mid-block pedestrian movements that have been occurring due to the current configuration of these roadways.

**Albany Avenue Corridor Improvements:** This project includes an expansion of Albany Avenue to help alleviate traffic congestion and address the flooding issues that have occurred west of Bader Field.

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**Pedestrian Crossing across the Corridor at The Walk:** This project includes the installation of an automated, elevated pedestrian crossing of Christopher Columbus Boulevard and Arkansas Avenue between Baltic/Fairmont and Arctic Avenues. This all-weather pedestrian amenity will enable safe and efficient pedestrian passage from The Walk and other commercial areas across these large roadways.

**Atlantic City Transit Hub:** This project contains a vision for an Atlantic City Transit Center to be constructed at the Convention Center that links the rail, bus, mini-bus and other transportation modes together at one location. This Center is envisioned to provide for better coordination of services and increased convenience for residents and visitors.

**Regional Multimodal Transportation Center (RMTC):** A Regional Multimodal Transportation Center is envisioned to be constructed at the Atlantic City International Airport and would include a new Regional Fixed Guideway System to connect the Airport directly to Atlantic City. The system would use either Personal Rapid Transit, monorail or Bus Rapid Transit service and would run along the existing ACRL right-of-way.

**Water Taxi Service:** The development of Bader Field and other coastal sites is anticipated to increase the demand for marine-based transportation including water taxi service. This project includes the installation of docking and mooring facilities at Bader Field and the Marina District to accommodate water transportation vehicles.

## **Atlantic City Municipal Utility Authority**

**Aquifer Storage Recovery Wells:** The Atlantic City Municipal Utility Authority (ACMUA) would like to establish two (2) Aquifer Storage Recovery (ASR) wells within Atlantic City to provide a local water storage resource that could be accessed during times when emergency water supplies are needed. Without these wells in place, the City risks having a water shortage under scenarios where the other sources of the water supply are down due to severe events, such as hurricanes. Therefore, these wells could provide critical emergency water supply services. The ACMUA would like to work with the stakeholders and public entities active within Atlantic City in order to identify potential funding sources for this project.

**Upgrading Water Mains in Residential Areas to Support Fire Service:** The ACMUA would like to upgrade water mains within residential neighborhoods in order to enhance fire fighting services via bolstering water available at fire hydrants.

**Water Tank Maintenance:** The ACMUA plans to implement maintenance activities for their water tanks within the next few years.

Other planned projects under consideration by the ACMUA include the following:

- Rehabilitation of filtration Facility and Sediment Basins
- Lower Chelsea Water Main Replacement

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- Repairs to Kuehnle Pond Dam
- Supervisory Control and Data Acquisition (SCADA) System Upgrade

#### **Atlantic City Sewerage Company**

**Infrastructure Replacement in Portions of the South Inlet Neighborhood:** The subsection of the South Inlet Neighborhood generally extending from Metropolitan Avenue north toward the Boardwalk contains old sewer lines that are in need of replacement and or upgrade in order to accommodate new development. The Atlantic City Sewerage Company (ACSC) would like to identify the type and size of the land uses proposed in this area before proceeding with any upgrades.

**Bader Field Sewerage Improvements:** The ACSC has stated that Bader Field would need new sewer lines, a pump station and a connection point to tie these components in the existing system in order to accommodate new development. There is currently no established timeline for these improvements. More detailed information regarding the Bader Field site is included within Section J of this report.

**Hard Rock Café Casino Hotel Sewerage Improvements:** Sewer improvements are planned from Atlantic Avenue to the Boardwalk and from Roosevelt Avenue to Hartford Avenue in order to accommodate the Hard Rock Café Casino Hotel that is proposed in this area.

Other projects under the purview of the ACSC include the following:

- New services for Wittington Sr. Center at New Hampshire/Madison Avenue by AC Housing Authority & Urban Redevelopment
- New services for Osprey Estates at W. Riverside Dr. by Osprey Estates, LLC
- New services for Block 656 at Indiana/Ontario Avenue by 1010 Indiana Partnership
- New services for Millennia Square at Mass.-Rhode Island/Grammercy-Madison Avenue by The Michaels Development Company
- 513' of sewer replacement for Sun Harbor Estates at Carson Avenue Inlet by Allied Snug Harbor LLC
- New services for Carolina Gardens at Drexel/N. Carolina Avenue by Procida Dev/CRDA
- Extension of services for City Scape II at NJ & Delaware Inlet/Arctic & Baltic Avenue by Procida Dev/CRDA
- Service extension for 300 townhomes at Atlantic/New Jersey/Connecticut Avenue by Prestigious Homes
- Replacement of 660' of old sewers for Melrose Place at Main/Melrose Avenue by M&J Development (Jingoli)
- Extension on Atlantic for The Breaker at Richmond to Annapolis at Boardwalk by

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#### Diamond-Delmonaco-Zarelli

- New services for Marbella Condominiums at Maine/Atlantic Avenue by Jim Maggs
- New services for 800-room hotel tower at Trump Taj Mahal by Trump
- New services for 5 retail buildings at Arkansas/Michigan/Atlantic to Baltic Avenue by the Cordish Group – Walk Phase II
- Completed sewer replacement and extension for Chelsea View at Harrisburg/Dover/Phyllis Avenue by Chelsea View
- New services for residential units at Winchester/Harrisburg/Dover/ Avenue by Phyllis Associates
- New services for residential units at Tennessee-Ocean/Adriatic-Drexel by Ned Sakhai
- 170' feet sewer extension residential units at Delaware-Magellan on Delta Basin by Yeesh

## PRIVATE DEVELOPMENT PROJECTS

**Hard Rock Casino Hotel:** Planned to begin construction by July 2012 with project completion anticipated in 2014. Project consists of an 850-room hotel with up to 100,000 square feet of gaming space.

**Revel Resort:** This project is a 6.2 million square-foot beachfront resort that is nearly complete and is anticipated to open in May 2012.

**Expanding The Walk:** More than 100 stores are envisioned to be added to the area in and around The Walk.

## V. BENEFITS, CONSTRAINTS AND IMPEDIMENTS

The Tourism District has many positive attributes that are anticipated to benefit and support future development. The District is located along the Atlantic Ocean and Absecon Inlet which provide scenic views as a backdrop for existing and future development. The close proximity of New York City and Philadelphia make the District convenient to access relative to other similar destinations.

The Tourism District maintains access to rail via the existing rail station located at the Convention Center. The nearby Atlantic City International Airport provides access to air transportation. Additionally, the District contains bus, jitney and taxi service. The infrastructure within the District is such that there is a potential to expand all of the mass transportation services and add other services such as street cars and water taxis to the system. The District also contains many attractions for tourists, including casinos, resorts, an aquarium, marinas, concerts, entertainment and other attractions.

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Notwithstanding the benefits noted above, there are also many constraints and impediments for future development within the Tourism District. The following sections include a summary of the benefits, constraints and impediments for each topic covered in this Report. These findings are intended to serve as a starting point from which the development of a vision for land use and infrastructure improvements can be made and incorporated into the Tourism District Master Plan.

#### **A. Street Conditions**

The Tourism District contains an extensive roadway network that provides access throughout the district. This network provides a framework for development and supports existing traffic volumes, with the exception of traffic congestion that occurs along certain streets during peak traffic hours and special events.

The overall street condition is an impediment in many portions of the District. Many of the streets surveyed exhibited cracking, potholes, uneven paving and faded striping, which resulted in a grading of fair to poor. Additionally, many of the crosswalks were significantly faded, which is a pedestrian safety concern. These issues could be addressed in coordination with planned improvement projects going forward. For example, the planned milling and paving of Atlantic and Pacific Avenues will address these issues on two of the most highly utilized roadways in the District.

The impediment that is of greatest concern is the capacity of the roadways. As the City realizes new development it is anticipated that significantly more vehicle trips per day will occur, which will exceed the capacity of the roadway system and exacerbate traffic congestion. Expansion of the City's mass transportation system would be needed in order to mitigate capacity issues. Alternative modes of transportation that may be viable include light rail, trolley/street car, enhanced bus service, enhanced rail service and less commonly used modes such as a sky gondola system as was proposed within the City's Master Plan.

A key constraint to the expansion of the roadway system is existing development, including existing buildings and infrastructure. However, the future development of underutilized properties may provide an opportunity to construct expansions to portions of the roadway system.

One issue that stems from the limitations imposed by existing development is that the blocks that extend from Pacific Avenue to the Boardwalk are generally from 350 to 550 feet in length. Popular tourist locations such as South Beach, Miami exhibit block lengths that are shorter and provide for improved pedestrian access. Providing shorter block lengths in coordination with new development as opportunities arise would help to mitigate this impediment and encourage more pedestrian activity.

Another impediment that ties in with traffic congestion concerns is the lack of a traffic signalization system network that provides for comprehensive management of signal timing. The existing system is not optimized for traffic patterns and, as a result, traffic

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congestion is exacerbated by poor timing at signalized intersection. A networked signalization system could be utilized to provide real time monitoring and management of signal timing, provide a significant boost to efficiency and help reduce traffic congestion. This issue has begun to be addressed through the planned installation of fiber optic cable conduit along the Atlantic and Pacific Avenues during the milling and paving project that is proposed. The fiber optic cable would then be routed to City Hall for management of the traffic signals that tie into the system. While this is a critical first step in providing the needed signalization network, subsequent steps would need to take place and culminate in a District-wide or City-wide system that is a centralized and would enable comprehensive management of the signals. Not only would a comprehensive system help to reduce traffic congestion but it would also enable effective management of the system during states of emergency.

With regard to street condition and design for mass transit, an additional impediment is apparent. Pacific Avenue currently does not have sufficient storage lanes for stops by buses, jitneys and shuttle service. The result is that these vehicles block 50 percent of the adjacent lane, which creates a traffic safety hazard and can exacerbate congestion.

## **B. Streetscape**

The majority of the roadways within the Study Area are not sufficiently streetscaped. Portions of the Tourism District such as the segment of Michigan Avenue within The Walk and the portion of Connecticut Avenue that has been improved contain streetscape improvements that could serve a model for streetscaping the remaining roadways in the District.

The varied nature of the existing street amenities, such as varied color and style of benches, lighting fixtures and trash receptacles, was a ubiquitous impediment in the Study Area. While some of the styles of these streetscape details were appealing the variations created a disorganized appearance. Identifying and implementing one design theme for street components for installation throughout the entire District would help address this issue.

A second impediment was that some of the streetscape components were old and in a state of disrepair. For example, there were many lighting fixtures that were damaged or broken. Other issues that are specific to the various component types surveyed were also identified. A summary of the benefits, constraints and impediments identified for each component is presented below.

### **Sidewalks**

The benefits of the existing sidewalk system include the fact that they have been installed in sufficient quantity to cover the majority of the District. Many of the sidewalks are also of a sufficient width for existing pedestrian use.

One of the impediments observed for sidewalks is the variation in their general

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condition. Sidewalks in many of the neighborhoods exhibited substantial cracking and other signs of wear.

Sidewalk widths in some areas are also an impediment to future development. In areas where outdoor dining is planned to be permitted the sidewalks may need to be expanded to accommodate the required area for dining and the additional area for pedestrian use. A major constraint to sidewalk expansion is existing development, including buildings and street rights-of-way. Additionally, sidewalk expansion would have to compete with the need for roadway expansion to help alleviate traffic congestion.

Redevelopment of existing parcels would provide an opportunity to expand the sidewalk and street network where required. Another option for sidewalk expansion is the closing of portions of roadways either temporarily or permanently, such as was done along portions of Bacharach Boulevard. Mid-block bulbouts of the sidewalk could also be used to increase sidewalk width for outdoor dining and other uses. These types of bulbouts could be implemented in areas where on-street and/or garage parking is sufficient and some of the existing parking spaces could be removed to provide space for the bulbout without adverse parking impacts.

Connectivity of sidewalks was identified as a pressing issue in the Marina District. The Marina District is essentially cut-off from the rest of the Tourism District by Huron Avenue and Absecon Avenue. If pedestrians were to walk from the Borgata or Harrah's to the Downtown area they would have to take the pedestrian path along the estuary or a sidewalk or walkway on the property of these casinos and walk to the east side of Harrah's then turn west and continue on Brigantine Boulevard to Absecon Boulevard, then cross Absecon Boulevard and continue toward the Boardwalk. This winding route adds a tremendous distance to the walk that would be overwhelming for most visitors. This issue could be addressed by installing a more direct pedestrian walkway across Huron Avenue and Absecon Boulevard.

## **Lighting**

Many of the recently improved streets within the District, such as those in and around the Walk, contain sufficient lighting mounted on pedestrian scale fixtures that are no more than 15 feet in height. The benefit provided by the existing improvements is that they serve as model for the remainder of the district.

As mentioned previously, many roadways within the district lack an adequate amount of lighting. Several impediments are associated with these conditions, including pedestrian safety and aesthetics.

Low-light conditions affect pedestrian safety in several ways. Pedestrians may not be able adequately identify hazards such as debris, snow and ice under low light conditions. Pedestrians also feel less secure on streets with inadequate lighting.

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Aesthetic impediments arise when lighting fixtures are old, at an incorrect scale, or are varied in style and height as is the case along many of the roadways in the District. These attributes combine to form a disjointed and unappealing appearance. Broken lighting fixtures observed in many locations within the Study Area have contributed to both the safety and aesthetic issues identified above.

Planned improvements for lighting should help address these issues in certain areas. For example, portions of the Boardwalk, the Garden Pier, the streetscape improvements adjacent to the Revel Resort, and various other public and private development projects are anticipated to significantly improve lighting in the areas containing these improvements. However, a comprehensive planned approach to updating lighting fixtures is needed in order to ensure that all lighting fixtures match in terms of color and design and are of the appropriate scale. Where feasible, implementing lighting improvements in coordination with other streetscape and infrastructure improvements helps minimize costs and improves the efficiency of implementation.

## **Parking**

The benefits of the existing parking facilities include the existence of a substantial amount of on-street parking that is distributed around the District. In addition, parking garage facilities at the casinos and the Atlantic City Convention Center supplement the on-street parking.

While on-street parking is generally provided in sufficient quantity throughout the District, certain areas that have a high volume of business relative to the number of on-street spaces have experienced parking deficiencies at certain times of day. For example, this has occurred along portions of Atlantic Avenue in the Downtown Neighborhood. Constraints to the development of additional on-street parking include limitations imposed by existing building and sidewalk footprints and the competing need to maximize the roadway capacity in order to help reduce traffic congestion.

In contrast, some of the surface parking lots are significantly underutilized. Surface parking areas located near Gardner's Basin and in the vicinity of the Hilton Casino were nearly empty during the field assessment.

As the city contains a very limited supply of developable land, the replacement of surface parking areas with new development and parking garages would help mitigate the land area constraints and provide a more efficient arrangement of parking. Additionally, the integration of parking garage structures with mass transportation services, such as bus and jitney, would increase the efficiency of the transportation system.

Parking area quality was another impediment that was observed during the field assessment. For example, some of the paved surface lots had large cracks and vegetation growing out of them. Another impediment observed was that the on-street parking spaces located on roadways that were in poor condition were also in poor

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condition. Additionally, the surface parking lots within the North Inlet neighborhood that are located along the Absecon Inlet are not paved and are uneven due to erosion. Pending and anticipated future land development projects may address some of these parking area quality issues through the replacement of these parking facilities with new land uses and/or newly paved parking areas.

### **Street Amenities**

As roadway, sidewalk and lighting conditions were discussed within previous sections of this Report, the remaining components of the streetscape to be considered include benches, street trees, landscaping/planters, trash receptacles and miscellaneous features such as fences and cigarette ash receptacles.

The Tourism District contains several streets that have comprehensive streetscape improvements in place such as the portion of Michigan Avenue within the Walk and the newly streetscaped portion of Connecticut Avenue. These roadways have complete or nearly complete sets of street amenities. These and other roadways that were rated as good for their streetscape are depicted on Figure 13.

Several constraints and impediments were identified during the field assessment that pertain to streetscapes. These constraints and impediments include the following:

- Varying color and design of benches, planters, trash receptacles and miscellaneous features such as fences and ash receptacles;
- Non-existent or too few street trees, landscaping/planters, benches, and trash receptacles;
- Unhealthy or dead trees and landscaping;
- Unmainted tree planters that exhibited protruding pavers that represented a tripping hazard or no pavers at all;
- Blank walls and/or insufficient windows/storefronts;
- Parking garages and other auto-dependent uses in prime locations for pedestrian oriented street design;
- Blighted/abandoned structures;
- Above ground utility poles;
- Deteriorated streets and sidewalks;
- Insufficient lighting; and
- Litter/debris.

None of the constraints or impediments noted above is insurmountable. With regard to roadways with streetscapes that are complete or nearly complete, the additional amenities may be installed as required in order to provide an aesthetically appealing complete street that will be inviting for tourists and residents to walk down. Streetscape improvements for more deficient roadways could be planned and implemented in coordination with other projects such as a paving and utility upgrade projects.

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The Main Street Atlantic City Downtown Revitalization Plan contains recommendations for streetscape improvements that could be utilized as a starting point for the CRDA to develop its own policy for streetscape improvements. The text below provides a summary of those recommendations. Many of the identified projects and programs are undertaken by ACSID while others are on-going in nature and involve other entities.

- Implement street tree planting in accordance with the design guidelines detailed in the Downtown Revitalization Plan and the ACSID Design Standards Manual;
- Implement themed pedestrian street lighting fixtures as per design guidelines and the ACSID Design Standards Manual;
- New or retrofitted sidewalks and crosswalks along Atlantic Avenue as per design guidelines;
- New or improved street furniture as per design guidelines;
- Phased incorporation of medians starting with brick paving at grade level eventually leading to the Atlantic Avenue mass transit/trolley/streetcar system;
- Sidewalk bulbouts at all intersections for pedestrian safety;
- On-street parking within landscape islands to define on-street parking and bus bays;
- Vertical entrance gateway feature at Martin Luther King Boulevard and Atlantic Avenue;
- Mural or monument feature at North Carolina Avenue and Atlantic Avenue;
- Vertical entrance gateway feature at Delaware Avenue and Atlantic Avenue;
- Themed bus shelters incorporating maps at various locations Private or Joint (Public/Private) Projects;
- Wayfinding signage promoting important destinations along the Main Street Downtown District and the City;
- Downtown pedestrian and vehicular wayfinding signage to major destinations and resources within the community
- Strategic long-term multimodal streetscape planning and design to improve pedestrian access, vehicular and public transportation;
- A coordinated street landscaping and pedestrian amenities improvement program along Atlantic Avenue for overall beautification;
- Trash and street cleaning program implementation;
- Community involvement in beautification programs such as Adopt-a-Median or Adopt-a-Right-of-Way which can assist in the implementation and maintenance of landscaped areas within Atlantic Avenue;
- Coordination with the City and ACSID for long-term planning/design, beautification and effective maintenance of Atlantic Avenue.

The field assessment indicates that there is a general lack of visual and performance arts along the streets and Boardwalk. Sculpture, murals and other visual arts add visual interest to streetscape and can help to solidify the unique identity of a particular area.

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The addition of more art to various locations within the District can therefore play an important role in helping shape the identity of the Tourism District and the sense of place the visitors will experience.

Performance arts, such as musical performers, add another layer of interest to the streetscape. The auditory aspect of these types of performances can complement the visual aspect. The encouragement of performance art along heavily travelled pedestrian routes could be utilized to help create the sense of place that will be needed to attract additional visitors to the District.

#### ***Signage***

Signage for motorists was generally sufficient within the Study Area. However, street signage was generally plain except for the roadway signage in the Northern Inlet Neighborhood, which depicts the text "Uptown" on a portion of the sign along with a seahorse icon. An additional sea horse icon is also present on top of the sign pole. These design details added character to the signage and contributed to the sense of place where they were located.

One of the key signage impediments identified during the field assessment was the general lack of pedestrian wayfinding signage. Comprehensive pedestrian scale wayfinding signage will need to be installed to provide convenient directions to destinations and attractions. The wayfinding signage could be designed to reflect the character of the District.

### **C. Open Space and Community Event Space**

Atlantic City's history as a resort community and the home of the world's longest boardwalk has made recreational open spaces and community facilities a very important aspect of planning in the community. As one of the goals of the CRDA is to create a setting that has more outdoor attractions to balance out the indoor casino oriented attractions, parks and outdoor spaces are more important than ever.

While many open spaces exist within the Study Area there is deficiency of mini-parks ("pocket parks") within the various neighborhoods that comprise the District. Mini-parks are generally from 2,500 to 40,000 square feet in size and are located in close proximity to residential districts and/or downtown business districts. Pocket parks serve an important community function by providing an area for recreation and social interaction. The parks also create more "eyes on the street," which bolsters community security.

One of the key findings within the 2008 Master Plan relates to increasing the quality of the existing parks and the connectivity between them. Increasing quality and connectivity in conjunction with wayfinding signage could increase the use of the park system. This usage could, in turn, increase pedestrian activity which could spill over to benefit local businesses and increase "eyes on the street" to promote public safety and

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security.

The existing park system does not provide the linkages necessary to enable pedestrians to navigate from one park to the next. Wayfinding signage and the expansion of the park system to include more community and pocket parks would fill out some of the missing pieces. The lack of an adequate park system has also left many of the parks disconnected from the Boardwalk. Linking the land locked parks to the Boardwalk and waterfront area would provide more recreational continuity and help draw people to the Boardwalk and other waterfront destinations.

Given the amount of waterfront that exists within and adjacent to the District, especially when including the Bader Field tract, the amount of water transportation facilities and water dependent uses are lacking. While a small number of kayak rental and day cruise businesses operate in the Gardner's Basin marina area, these uses are not adequate to support the demand anticipated for these types of activities upon the construction of the various new resorts, casinos and other uses envisioned within the District.

Among the types of facilities that are lacking are police substations and overall police presence on the street. Four of the five police substations that once existed have been closed. As of the Adoption of the 2008 Master Plan, the only substation remaining is the 1123B Caspian Avenue substation. Additionally, the 2008 Master Plan states that the issue of safety as it pertains to police presence came up at every Community Forum meeting and Main Street Atlantic City public meeting held for that Plan. Further, as additional development occurs in the City there will be an increased demand for emergency services, including police, fire and ambulance and each of these services will have to expanded.

One of the constraints for the expansion of open spaces and community event spaces is existing development. However, Bader Field, existing vacant parcels, underutilized surface parking areas and areas in need of redevelopment all represent opportunities to add new parks and event space in conjunction with new development. Bader Field represents a significant opportunity to increase the size and quality of the park system and perhaps create an additional community park. Due to the unique location and potential of the Bader Field site, the analysis of this tract is presented subsequently within a separate section of this Report.

#### **D. Boardwalk**

The Atlantic City Boardwalk is an iconic facility that serves as a key link to many of the waterfront destinations in the Tourism District. This asset provides a tremendous benefit to the District, as it provides a platform off of which new and improved waterfront uses and attractions can be built.

The constraints and impediments identified for the Boardwalk during the field

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assessment include the following:

- Repair of the Boardwalk is constrained by the need for environmental permits such as CAFRA and Waterfront Development permits;
- Portions of the Boardwalk along the Absecon Inlet are moderately to severely damaged or missing;
- Portions of the bulkhead associated with the Boardwalk in the Inlet area is damaged or missing;
- Blighted buildings and other structures impact the aesthetics along the Boardwalk;
- Large gaps in uses exist along the Boardwalk, especially in the Inlet area;
- There is a lack of visually interesting/appealing features, such as art and attractions in large sections of the Boardwalk, especially along the Inlet and in the portion to the south of the Tropicana;
- Missing ramps and other boardwalk accessibility issues exist on certain streets;
- Bicycle use restrictions adversely impact bicycle use on the Boardwalk; and
- Segways are prohibited.

The condition of the Boardwalk in the Inlet area is extremely poor. The use of the Boardwalk in this area is limited due to safety concerns. Other portions of the Boardwalk also show signs of wear, loose timber and damaged amenities in need of repair.

Some of the ramps that provide access to the Boardwalk have been demolished and have not been replaced, such as at the intersection of Ocean Avenue with the Boardwalk. The loss of these of the ramps has significantly limited access in these areas.

Amenities for beachgoers, such as stations to rinse off sand, also appeared to be insufficient in quantity. These types of amenities are important in that they provide convenience for beachgoers and can contribute to increased use of the beaches in the District.

One of the impediments to the full use of the Boardwalk is the restrictions that govern the use of bicycles. Bicycles are permitted on the Boardwalk up until 10 a.m., which precludes the use of bicycles for the majority of the daylight hours. There is also not a well-defined pathway for bicycles along the entire length of the Boardwalk. More information on these issues is included within the next section of this Report.

#### **E. Bicycle Routes**

One of the biggest impediments to bicycle use is the lack of connectivity between the existing Boardwalk bicycle route and the proposed routes along Albany Avenue, Brigantine Boulevard, Huron Avenue and Absecon Boulevard, as depicted on Figure 13. Other key issues identified with regard to bicycle use in the Tourism District include a lack of bicycle parking, bicycles overtaking pedestrians, debris along

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roadways that interfere with safe travel and very limited hours for bicycle use on the Boardwalk.

Bicycle use on the Boardwalk is limited to 6 a.m. to 10 a.m. from May 30 through September 15 and from 6 a.m. to 12 p.m. and 4 p.m. to 6 p.m. from September 16 through May 29. The time limitations during the summer months preclude the use of Boardwalk for use by those who commute by bicycle. The restrictive nature of the timeframes has discouraged bicycle use as a recreational activity along the waterfront.

In an effort to address these issues, the City has authorized the preparation of a Bicycle and Pedestrian Plan and has established a Steering Committee for this effort. The City has been awarded consultant services by the NJDOT through their Local Technical Assistance Program. The Plan is anticipated to be completed by the end of 2012.

At the Steering Committee's November 18, 2011 meeting members compiled a preliminary Vision for the Plan, which is summarized below.

#### **F. Traffic Conditions**

As stated previously, approximately 80% of the travel mode share to Atlantic City is by passenger vehicle according to the ACRTP. This fact is a major concern when the level of anticipated future development and associated vehicle trips is considered. For example, the ACRTP provides an estimate that planned casino expansions and associated development could add 50,000 new jobs in the City. This figure does not include the tens of thousands of additional visitors that will come to Atlantic City to enjoy these improvements. While this estimate was prepared in 2008 and would need to be updated, the level of magnitude of potential future vehicle trips is not anticipated to have changed. Therefore, the impacts from future development and the transportation network will be profound.

One of the major impediments identified for traffic is that the existing local and regional roadways cannot support the level of growth anticipated. A detailed analysis of roadway capacity and traffic impacts is included within Chapter 4 of the ACRTP. A summary of the key findings from this analysis is included below.

The ACRTP analysis examined both local and regional roadway systems. The analysis was based upon the sum of an estimated existing capacity of 12,000 peak hour trips within the City in 2008, 3,300 additional vehicle trips from the expansion of the Hilton, Taj Mahal, Showboat, Borgata and Harrah's casinos, 7,900 additional trips from the proposed Revel, Pinnacle and Atlantic Beach Gateway projects, and an estimated 7,500 trips from the proposed MGM casino and the implementation of casinos on Bader Field for a total of 30,700 trips during the peak hour on Friday and Saturday nights. These 30,700 trips would exceed the 2008 estimated roadway capacity by 18,700 trips or 156 percent.

The findings of this analysis indicate that the existing capacity plus the 3,300 trips from

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the planned casino expansions alone would reach the limit of existing capacity. Therefore, the introduction of the Revel, Pinnacle, Atlantic Beach Gateway, MGM and Bader Field projects would exacerbate issues in a system that has already reached capacity. Upon the completion of all the development noted above, the 30,700 peak hour trips would create conditions where most intersections would have a failing level of service (LOS E or F) and the system would be approaching gridlock conditions.

Additionally, the regional roadway analysis found that future peak hour demand levels would exceed the capacities of all major roadway approaches to the Tourism District. While limited expansions of the Atlantic City Expressway and other roadways are feasible, they would not be able to accommodate the peak level of demand at build-out due to limitations imposed by existing development and environmentally sensitive lands. For example, the addition of only 8,000 inbound vehicle trips during the peak hour is the equivalent of six to eight new inbound lanes into the City. Expanding the footprint of bridges and roadways to accommodate a project of this magnitude would require the disturbance of significant amounts of environmentally sensitive land and require the acquisition of additional right-of-way. The result of such an expansion would be damaging to wetlands areas and aquatic habitat.

Based upon the impediments and constraints identified above, the conclusion that can be drawn from the AC RTP Report is that the expansion of mass transportation systems is essential in order to adequately support the level of future development anticipated.

Projects that introduce and/or support alternative modes of transportation can be used to help reduce traffic congestion. These projects might include implementation and/or enhancement of rail, light rail, bus, jitney, monorail, street car, trolley, water taxi and bicycle systems. The projects may also include non-traditional modes such as the sky gondola system proposed within the 2008 Master Plan. While each of these modes has advantages and disadvantages, it is clear that the Tourism District and the City as a whole need to identify and implement an integrated transportation system that will reduce intra-city trips and provide safe, dependable and efficient service.

Notwithstanding the above, certain infrastructure projects could be implemented to make the current system more efficient. For example, the traffic signal system along Atlantic and Pacific Avenues is planned to be upgraded and linked to a fiber optic network that would enable coordinated control of these signals. In addition, long-term projects include the potential for an upgrade of the remaining traffic signals located within the Tourism District to upgraded and linked into this system. These projects are anticipated to significantly reduce traffic congestion at many of the intersections within the District.

Another impediment identified is the potential for increased air pollution from traffic. The additional development envisioned within the Tourism District is anticipated to increase vehicle use, which creates pollution such as smog. As a result, air quality could become an impediment to public health and recreation goals. One way to help avoid this outcome is to encourage the implementation of vehicles that emit less

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pollution. For example, public entities could infuse their existing vehicle fleets with new vehicles that run on electric, hybrid, compressed natural gas or other technologies. This effort would also include the implementation of these technologies for jitney and bus vehicles. The implementation of less polluting transportation alternatives such as expanded rail service, streetcars and other modes would also help to reduce pollution.

Existing traffic conditions have led to a significant number of accidents at various intersections throughout the District, as shown in the “Top Crash Intersections in Atlantic City” data included within Appendix C. As would be expected, the traffic accidents that involved pedestrians were concentrated in the areas that contain some of the highest levels of pedestrian and vehicular activity, such as within the Downtown and Chelsea Neighborhoods. Pedestrian safety concerns stemming from interactions with vehicular traffic is an important consideration in planning the future of the District. Streetscape design that includes features that promote safety, such as sidewalk bulbouts that shorten pedestrian crossing distances and slow vehicular speeds, can be effectively utilized to reduce the likelihood of accidents.

## **G. Mass Transportation**

The benefits, constraints and impediments for mass transportation are discussed below. Each type of mass transportation is discussed within a separate section.

### **Bus Service**

The NJ Transit bus terminal is located within the block bounded by Atlantic Avenue, Michigan Avenue, Arctic Avenue and Ohio Avenue. One of the issues that has occurred in this area is congestion created by bus stops and turning movements that are inherent in the operation of a bus terminal. A second issue is that the presence of buses along the curb of the westbound lanes of Atlantic Avenue interfere with the sight triangle at the Ohio and Michigan Avenue intersections.

An addition impediment is that the bus terminal is located approximately 1.5 blocks from the rail station at the Atlantic City Convention Center. This lack of continuity between modes of transportation inhibits the efficient operation of the City’s mass transportation system. These issues may be overcome by relocating the bus terminal adjacent to the rail station.

Another issue identified was that there is insufficient space for buses and jitneys to stop to pick up passengers along Pacific Avenue. As a result, buses and jitneys that stop for passengers stick out into the adjacent lane. This existing street configuration is a safety issue and inhibits efficient traffic flow.

### **Jitney and Shuttle Service**

The existing jitney and shuttle services provide access to a large portion of the District as shown within Table 3 in Section III of this Report. However, impediments and

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constraints exist for these services, as noted below.

- Jitney and shuttle service does not cover all of the Tourism District; and
- Current and future anticipated traffic congestion impact the use of these modes of transportation.

### **Rail Service**

The Atlantic City Rail Line infrastructure and the associated terminal located at the Atlantic City Convention Center provide rail service to the District. One of the impediments of the current rail service is the infrequency of service, as the ACRL only provides 14 trips per day (15 on Fridays). The ACES line out of New York City is also limited, as it only runs from Friday through Sunday.

As the Tourism District approaches build-out it is anticipated that the demand for rail service will increase and create a need for more frequent service. Service could be expanded significantly simply by intensifying the use of the existing rail infrastructure. In fact, the AC RTP states that "...a 2002 task force study proposed expanding service to 22 daily round trips, primarily by extending passing sidings." However, as the ACRL is currently served by one rail line, there are limitations to the extent to which service may be expanded without adding additional infrastructure.

The future build-out of the District is anticipated to cause a significant increase in traffic congestion. More frequent low-cost rail service is one option that is available that would reduce vehicle trips and the traffic congestion that would result.

The ACRL terminal is currently served by shuttle service and lacks sufficient links to other modes of mass transportation. Some of the impediments include that fact that no rail station exists at the Atlantic City International Airport and the Atlantic City Bus Terminal is not located at or immediately adjacent to the ACRL terminal. Linking the ACRL to the airport is an essential component that is needed to provide a comprehensive and efficient mass transportation system. Additionally, relocating the bus terminal at the ACRL would provide a continuity of service that would enhance the mass transportation system. More detailed discussion of potential linkages to the Airport and bus terminal are included within the Air Transportation and Bus Service sections of this Report.

### **Air Transportation**

The Atlantic City International Airport provides is a valuable asset that provides international access directly to Atlantic City. As stated previously, the ACY handles over 1 million passengers annually and is anticipated to have approximately five million annual air passengers by 2020. Therefore, the airport is likely to become an even more important part of the transportation system that supports Atlantic City.

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Impediments to the efficient use of the ACY include the following:

- No rail station at the ACY to provide rail access into the District;
- No direct NJ Transit bus service from the ACY to the District; and
- Lack of carriers operating at the Airport, as Spirit Airlines is anticipated to be the only carrier operating at the ACY as of February 2012.

The lack of direct rail service from the ACY to the City is a substantial impediment that inhibits the full use of rail service. Increased use of rail service could reduce traffic in the District. Therefore, the implementation of a rail station at the ACY could support the use of rail service and provide a foundation for the future expansion of that service in order to reduce anticipated traffic congestion.

With regard to bus and shuttle service, if shuttle or bus service was utilized to travel from the ACY into the Tourism District one method would be to take the free South Jersey Transit Authority Airport Shuttle to the NJ Transit bus terminal in Pleasantville and then get on a bus to the District. While the free shuttle is an attractive service it does not offer any service directly into the District. Free shuttle service from the ACY directly to the Atlantic City bus terminal would better align these services and make travelling to the District by these modes of transportation much more convenient.

The departure of Airtran Airways scheduled for January 2012 will leave Spirit Airlines as the only carrier operating at the ACY. Spirit Airlines provides daily flights between Boston and Atlantic City and plans to begin offering non-stop service to Chicago in March 2011. Therefore, air transportation services from locations other than Boston or Chicago are severely limited and would require one or more connection flights. Convenient air transportation service from other national locations, and international locations, will need to be provided in order to adequately serve the Tourism District as demand increases due to the construction of new casinos and attractions.

### **Water Transportation**

The Tourism District contains an extensive waterfront area that includes the Atlantic Ocean, the Absecon Inlet and the estuaries that surround the Marina District and Bader Field. As mentioned previously, four marinas in the vicinity of Snug Harbor, Gardner's Basin and the Marina District. There are also a small number of fishing, kayak rental and day cruise businesses that operate in the Gardner's Basin marina area and a boat launch facility on Bader Field. These facilities provide a starting point for maritime recreation and water transportation services.

However, the amount of existing water transportation infrastructure and services is not sufficient to support the demand envisioned to be generated by future development within the District. Additionally, the current infrastructure fails to adequately leverage the substantial waterfront area and navigable waterways that surround the District. For example, there are few places to dine along the extensive waterfront area. Kayak and

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small boat launch areas are lacking and no water taxi services exist within the District.

Existing constraints to the development of additional marina and water dependent businesses include property acquisition and environmental permitting. However, several substantial opportunities exist for the expansion of these types of uses including opportunities at the Bader Field tract and within the Gardner's Basin area.

One of the overarching impediments to the build-out of the District is traffic congestion. An alternative mode of transportation that could be used to help remedy this issue is to implement water transportation services. These services could include water taxi services that provide transportation to and from local destinations. For example, a water taxi service could be established from Bader Field to the Marina District, with potential stops at the Borgata and Harrah's area.

In addition, ferry and cruise type services may be able to be established in the Marina District area if the water depth is sufficient. These types of uses would provide services that are more regional in scope. Constraints that may come into play when consider these types of uses include existing waterway depth, location of aquatic endangered species habitat, and environmental permits for facilities, dredging and maintenance.

Another impediment to the success of the District is the lack of connectivity between its recreational facilities. Water dependent recreational uses and transportation could be used to help remove this impediment and provide an alternative mode of connectivity between some of the District's many destinations.

## **H. Utilities**

A summary of the benefits, constraints and impediments for utility service is included below. Information for each type of utility is included within a separate section.

### **Water Service**

Existing water service provides sufficient capacity and service to the District to support existing development. However, water service will need to be expanded as the District approaches build-out.

Constraints and impediments for water service noted during the preparation of this Report include the following:

- Much of the public water system is old and near the end of its useful life; and
- Lack of emergency water supply infrastructure within the District.

Replacement of the old portions of the water system are anticipated to occur in coordination with public and private development projects. Expansion of the public water system is planned to occur in conjunction with new development. One of the

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most significant areas where water service may have to be expanded is within the Bader Field tract.

One of the key deficiencies of the existing water system is the lack of emergency water supply facilities within the District. As the water runs from Pleasantville into the Tourism District, any interruption of service during emergency events would effectively cut-off the majority of the water to the District. In an effort to address this issue, the ACMUA would like to install two (2) Aquifer Storage Recovery wells within Atlantic City to provide a local water storage capacity that could be accessed during states of emergency.

### **Sewer Service**

Public sewer service is sufficient to provide service to existing development. However, constraints and impediments were identified during the preparation of this Report. These items are summarized below.

- Much of the system is old and near the end of its useful life;
- Bader Field currently does not have sufficient sewer service for build-out; and
- The system would have to be expanded to accommodate new development, such as the development that may occur on Bader Field.

The information provided above indicates that the sewer system will have to be adapted and expanded to accommodate future development.

### **Stormwater Management**

The Tourism District contains an extensive stormwater management system that has been established in conjunction with existing development. The most critical stormwater management impediment is localized flooding, which occurs in several portions of the District. Another impediment is the old age of much of the system. In addition, expansion of the stormwater management system is constrained to some extent due to the presence of existing development. This constraint limits the options for expansion of the system.

Several alternatives exist that could help alleviate local flooding depending on the source of the flooding. Flooding directly by tidal waterbodies can be alleviated by constructing seawalls or similar structures at higher elevations to stop the inflow of water. However, stormwater management structures must be designed to balance structural requirements with aesthetic considerations and the preservation of scenic views. Additionally, stormwater management projects must comply with applicable regulations, such as the Coastal Zone Management Rules (N.J.A.C. 7:7E) and the Residential Site Improvement Standards (N.J.A.C. 5:21).

Flooding from storm drains that are overwhelmed can be alleviated by a multi-pronged approach that may include simply cleaning the drains and stormwater system to

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improve the efficiency of operation, redirecting on-site stormwater into underground infiltration systems, bioswales, landscaped detention/retention ponds, and collecting a portion of the stormwater in containers for future use for irrigation of landscaping and other acceptable uses.

Options to address the issues that may arise from infrastructure that is nearing the end of its useful life and the constraints for expansion imposed by existing development include the replacement of old or failing infrastructure in conjunction with new development and street improvements. This alternative would provide a cost savings through the coordination of multiple improvements. Additionally, expansion of the system could be avoided to some extent by encouraging property owners to install stormwater systems with on-site groundwater recharge and/or stormwater storage capabilities.

As mentioned previously, the Army Corps of Engineers has installed a system of dunes long the waterfront. Impediments imposed by this dune system include localized flooding behind the dunes during severe storm events and a loss of ocean views due to the dune height of 14.75 feet. Impact upon views is an important consideration when designing dunes and other erosion and wave barrier systems. Providing a design that balances adequate protection from severe storm events with aesthetic appeal and access to coastal views is in accordance with CAFRA regulations and may help address this issue.

### **Solid Waste**

The existing solid waste collection system is sufficient to support the needs of residents and businesses. Trash receptacles were observed at many key locations along the roadway network, which makes the disposal of refuse convenient and bolsters compliance.

Notwithstanding the above, impediments and issues observed included the accumulation of trash/litter along roadways in certain areas. Additionally, the 2008 Atlantic City Master Plan pertained to the pick-up of residential waste during peak traffic hours, which exacerbates traffic congestion. This issue could be addressed to some extent by altering the schedule to have the pick-up of waste occur during off-peak hours.

Large amounts of solid waste are anticipated to be generated by the demolition of existing improvements in order to implement new projects. The generation of this solid waste could be reduced through encouraging materials reuse. Materials reuse entails the collection and processing of used materials for a subsequent use. This is an alternative to tradition solid waste disposal within landfills and is a more sustainable practice. Materials reuse has many potential benefits including those listed below:

- Reduces waste that would otherwise end up in a landfill.

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- Discourages the adverse environmental impacts that are caused by landfill use and expansion.
- Reduces the consumption of raw materials.
- This growing industry has created many jobs and has the capacity to continue to do so.

Materials reuse often begins with building deconstruction, which is the disassembly of a building in such a way that the various materials (joists, flooring, siding, fixtures and other materials) can be reused in a new construction project. In some cases materials reuse can be implemented in coordination with demolition projects, such as the demolition of a brick structure and the subsequent reuse of the brick.

### **Electric Service**

Electric service within the Tourism District is provided primarily by above ground utility lines with some below grade lines existing in areas where recent improvements have been constructed. Above ground utility lines tend to have a disorganized appearance along the street. Placing utility lines underground is the preferred alternative when trying to achieve a nicely designed streetscape. Above ground utility lines could be placed underground in conjunction with roadway improvements whenever feasible in order minimize the costs associated with the improvements.

It is anticipated that future redevelopment projects will relocate utility lines from above to below grade whenever feasible. The cumulative effect of this practice is expected to yield improved appearance along the unstreetcaped roadways within the District.

Some renewable energy facilities, such as wind and small-scale solar facilities, exist within the District. As renewable energy facilities are able to implemented locally, they provide a resource for energy during states of emergency. The implementation of renewable energy facilities also helps reduce demand on the grid, reduce pollution and fosters energy independence. Many of the large structures that exist within the District are suitable for the installation of roof mounted solar array and other renewable energy systems. These systems could provide local supplies of energy for use in the day to day operation of these facilities and during states of emergency.

### **Natural Gas**

Natural gas service is available in the District. One of the benefits of this service is that it is currently cheaper than heating oil and it burns more cleanly, which causes less pollution. As natural gas reserves in North America are large, this resource has the additional benefit of being domestically produced, which supports national economic goals. However, like other utility infrastructure, natural gas service will need to be expanded as new development occurs.

### **Wind Energy**

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While no wind energy facilities exist within the Tourism District, the Jersey-Atlantic Wind Farm exists adjacent and to the west of the Marina District. This facility powers the adjacent ACUA wastewater treatment plant and feeds any excess energy generated into the main power grid.

The primary benefit of wind energy systems is that they provide renewable energy that is non-polluting. An additional benefit of this particular facility is that residents and visitors to the City are now used to the presence of these large structures and may be more accepting of the establishment of additional wind energy systems in the area.

Constraints for the implementation of wind energy systems include environmental permits and the ability of existing utility lines to accommodate any electricity that is intended to be fed into the grid. If the utility lines are not of sufficient size, they may need to be upgraded in order to handle the additional current.

One of the impediments to the installation of additional wind energy infrastructure is likely to be public opposition. Depending upon location of such facilities, public opposition may be based upon impacts related to scenic viewsheds, endangering avian wildlife, impacting environmentally sensitive lands, and noise.

### **Communications**

The Tourism District contains sufficient cellular phone and internet service to support existing development. However, it is anticipated that the network infrastructure will need to be updated to keep up with demand as new development occurs. Additionally, the system will need to be updated to accommodate new technologies as they become available.

One of the benefits of being an urban area that is anticipated to realize an increase in the intensity of development in the future is that the District will contain the critical mass necessary to get the attention of communications firms which is anticipated to facilitate the implementation of infrastructure for new communications technologies. Additionally, the development of vacant property and underutilized properties is anticipated to increase the amount of tourists and residents which, in turn, is expected to increase demand for communications services. The increased demand will provide an economic incentive for expansion of the system and the introduction of new services.

While wireless fidelity (“Wi-Fi”) service is provided in many of the hotels and at the Convention Center it does not appear that Wi-Fi service is universally available throughout the District. The lack of comprehensive coverage could become an impediment as the demand for these services at indoor and outdoor locations increases.

Another impediment is the lack of a comprehensive fiber optic cable communications system. Fiber optic cable has a data transfer capacity that is orders of magnitude higher than that of traditional copper wire. The installation of fiber optic cable throughout the district would provide a framework for fast communication and data transfer services

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for residents and visitors.

The City has already begun to plan for a limited amount of fiber optic cable installation as it pertains to the traffic signalization system. Future improvements include a plan to install fiber optic cable conduit along Atlantic and Pacific Avenues to serve planned traffic signal improvements. This cable will be routed to City Hall and enable more efficient management of the signal system. The conduit is planned to be installed in conjunction with the milling and paving improvements planned for Atlantic and Pacific Avenues.

#### **I. Bader Field**

The 140-acre Bader Field site has tremendous development potential. However, the isolated location of the site introduces some significant issues for development and integration into the remainder of the Tourism District.

Access to and from the site is a key impediment to the redevelopment of the site. Access to Bader Field is extremely limited, as only Route 40/Albany Avenue provides access at the northwestern and southern portions of the site. As a result, the intersection of Albany Avenue with West End and Winchester Avenues currently function poorly and have significant traffic congestion during peak traffic hours. As the existing conditions along Albany Avenue indicated that expansion to a six-lane roadway is required, any additional development would require an even larger expansion. In fact, the ACRTP Report estimates that the development of Bader Field would require an 8-10 lane total roadway width (4 to 5 lanes in each direction) for Albany Avenue. This degree of roadway expansion is not feasible due to environmental constraints and existing development. The right-of-way width required would impose adverse impacts to environmentally sensitive areas such as coastal wetlands and aquatic habitat and also require the demolition of substantial areas of existing development.

One option for roadway expansion may be to provide direct access from the Atlantic City Expressway to Bader Field and also provide a second link from Bader Field into the City. The analyses contained within the ACRTP indicate that this second link from Bader Field into the City would alleviate some of the traffic on Albany Avenue and could improve overall efficiency.

With regard to the Albany Avenue drawbridge, the ACRTP Report states that replacing the drawbridge with a span bridge is not feasible due to existing intracoastal waterway requirements. The Army Corps requirements call for a minimum vertical clearance of 60 feet over the waterway. At this height the bridge ramp would meet grade at the intersection of Atlantic and Pacific Avenues near the Boardwalk. This configuration would disrupt existing traffic patterns and access.

In addition to these improvements, the ACRTP Report contains a recommendation that Albany Avenue be widened to support increased volumes and that a grade separation be implemented at West End Avenue in order to alleviate the congestion caused by turning

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movements at that location.

However, as mentioned previously, the ACRTP Report indicates that simply expanding roadway access into the Tourism District will not be sufficient to provide the desired levels of service for transportation that are needed to have an efficient transportation system. Therefore, alternative modes of transportation are needed to supplement passenger vehicle routes. The modes may include the expansion of existing bus, shuttle and jitney services and the introduction of new modes such as light rail, street car, trolley, and water taxi services.

Some of the constraints for the redevelopment of the site include the presence of environmentally sensitive lands. The tract contains coastal wetlands along portions of the waterfront area and clam beds are present along portions of the waterfront. Additionally, the area adjacent to the Beach Thoroughfare Bridge is classified as Special Restricted shellfish harvest area. Threatened and endangered species and essential fish habitat may also be present.

These environmental features are regulated by the NJDEP pursuant to the Coastal Zone Management Rules (N.J.A.C. 7:7E), Coastal Permit Program Rules (N.J.A.C. 7:7) and the Freshwater Wetlands Protection Act Rules (N.J.A.C. 7:7A). Therefore, if the redevelopment of the site impacts any of these areas a Coastal Area Facility Review Act (CAFRA) Permit, Waterfront Development Permit and/or a Freshwater Wetlands Permit may be required.

As the site has historically been utilized as an airport, demolition of the existing airport facility would be required. Due to the prior use, contamination by spilled fuel and other chemicals may exist. Therefore, a preliminary investigation for the presence of contamination should be prepared before completing the design of any improvements on-site. If contamination is found, remediation may be necessary. The cost of demolition and any required remediation should be considered when calculating funding for improvements on the site.

Another constraint for development is the soils present on the site. As stated previously, the soils include a layer of fill over a 2 to 15-foot thick layer of compressible marsh. These layers exist over a layer of dense sand that extends down to the rock lack approximately 100 feet below the surface. Due to the relatively unstable soil layers, deep foundations will be required for buildings and other improvements. These design considerations will also add to the cost of development.

No sewer service is available for additional development on the site. Therefore, extension of sewer service to new development would be required. Based upon conversations with ACSC personnel, sufficient capacity exists to provide sewer service to development on Bader Field.

Redevelopment of the site would also require either designation as a redevelopment area or rezoning to permit the development envisioned. These efforts will require that

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the redevelopment plan or zoning ordinance reflect the constraints identified above in order to provide a realistic framework for the development of the site.

## **VI. SUMMARY**

The existing infrastructure located within the Tourism District is generally able to support existing development and activities. However, there are several key issues that are impediments to future development, which include traffic congestion, aging infrastructure, pedestrian safety and aesthetics.

With regard to roadway capacity and traffic congestion, the analyses included herein indicate that the Tourism District does not have sufficient roadway capacity to accommodate the anticipated increase in traffic volumes expected as the District approaches build-out. Constraints to roadway expansion include the presence of existing development and environmentally sensitive lands along waterfront areas. These constraints limit the extent to which right-of-way may be obtained and the locations where new infrastructure may be constructed.

Alternative modes of transportation are required to overcome these impediments and constraints. These modes may include the expansion of existing rail, bus, jitney and shuttle services and/or the introduction of new modes of transportation such as light rail, street car, trolley, water taxi and other services.

An additional impediment is that much of the sewer, water, stormwater and other basic infrastructure is aging and needs to be replaced. Many of the streets need to be resurfaced and restriped. Additionally, several large sections of the Boardwalk need significant repair. These impediments can be addressed by upgrading deteriorated infrastructure in coordination with the implementation of new improvements.

With regard to pedestrian safety, the striping of many of the cross-walks is faded and needs to be enhanced. Lighting along many of the streets needs to be upgraded or repaired. Police presence, including police substations, needs to be expanded in order to provide a feeling of security and enable visitors to feel more comfortable walking around the District instead of driving.

With regard to aesthetics, the streetscapes along primary pedestrian and vehicular routes need to be enhanced. These enhancements could include landscaping, lighting, sidewalks inlaid with accent pavers, additional street trees, benches, and planters where required. Matching the style and color of the pavers, lighting, benches, planters and trash receptacles would create a clean, organized and cohesive appearance throughout the District.

Diverse property ownership has been a contributing factor to the implementation of improvements that would address many of the issues noted above. Consolidation of ownership and coordinated development may help alleviate this issue going forward.

There appears to be a need for emergency water supplies within the District. These

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supplies could be provided by ASR wells. There also appears to be an opportunity for the implementation of local renewable energy facilities, which could provide local energy supplies for day to day use as well as for use during states of emergency.

In conclusion, the Tourism District has tremendous potential for revitalization. None of the impediments and constraints identified within this report are insurmountable. Careful planning and implementation of infrastructure improvements in coordination with new development projects and strategic investment in mass transportation infrastructure are anticipated to provide an opportunity to significantly improve current conditions and lay the foundation for future development.

## **Casino Reinvestment Development Authority**

### Infrastructure Inventory Assessment

## **VII. REFERENCES**

Included below is a list of the primary documents reviewed during the preparation of this Report.

Absecon Inlet Waterfront Development Presentation and associated documents, prepared by Greenberg Consultants, Dated November 7, 2011

Art Space Preliminary Feasibility Report, Dated February, 2011

Atlantic City Main Street Revitalization Plan, prepared by Karabashian Edington Planning Group, dated August, 2007

Atlantic City Master Plan, prepared by Karabashian Eddington Planning Group, dated Sept 2008

Atlantic City Regional Implementation Group for Housing and Transportation, prepared by AC Right, dated June 15, 2009

Atlantic City Regional Transportation Plan, prepared by DMJM Harris, Dated August, 2009

Atlantic City Revitalization Documents:

AC Qualitative Findings v.2.1

AC Revitalization – Stage 3 – Concept Testing V2.2

AC Stage 1 CMB deck for Marketing Meeting #2 2-3-11

AC Stage 2 Ideation Session For Presentation 3-25-11

Atlantic City Alliance – Stage 2 Profile Tables-Chadwick Martin Bailey 3-10-11

Atlantic City Revitalization Project Overview v1.1

BBB Atlantic City Revitalization Presentation and associated documents

CRDA Downtown Plan, prepared by Fenwick Architects, dated June 17, 2011

AC Downtown Revitalization Plan (AC Committee Update 6-17-11)

Arts Cultural District Concept

Atlantic Village Concept

Board Resolution – downtown plan PDE-fund reservation

Board Resolution – downtown plan-Bd Approval-NSA

Downtown Plan Map (revised) (2)

Mixed Use Student Housing Concept

New Jersey Department of Environmental Protection Regulations N.J.A.C. 7:7, 7:7E, 7:7A, 7:8, and 7:13

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One Way Traffic along Pacific and Atlantic Ave, prepared by Ilium Associates, dated August 30, 2010

Presentation Plan for the Atlantic City Boardwalk, prepared by Historic Building Architects, LLC, dated September, 2005.

Revised Draft Capital Needs Assessment Report, prepared by Remington Vernick, and Walberg, dated November 11, 2011

#### SJTA Reports:

ACY Air Service Incentive Program final

ACY Gen ppt for email

ACY-Jumpstart2011-jetBlue

Spectrum Gaming Group Report for SJTA, Prepared by Spectrum Gaming Group, dated January 28, 2011 final

Steel Pier Volume 2, prepared by Steelman Partners, dated November 11, 2011

Tourism Map, prepared by RVW

Workforce Housing Report, prepared by Triad Associates, dated April 2009

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## **VIII. APPENDICES**

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**APPENDIX A**

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**INFRASTRUCTURE FIELD SURVEY  
SPREADSHEET**

Table 1 Infrastructure Field Assessment

Street Name	Street Segment, District 1	Street Condition	Ratio of Way Width	Sidewalk Condition	Crosswalks	Condition of Street	Depth Space	Curb Appeal	Quality Walks	No. 25
Atlantic Avenue		F/P	100'	F	F/P	No	F/P	Yes	F/P	Yes
Pacific Avenue		G	80'	F/P	F	Yes	F/P	Yes	G/F	Yes
Oriental Avenue		G	72'	G	P	No	G/F	Yes	G/F	No
Boardwalk		P	60'	N	N	P	No	No	No	No
Euclid Avenue		P	60'	P	P	P	P	No	No	No
Walstar Place	Field		22'	N	P	N	P	Yes	P	Yes
Calloway Place	Site of Revi-		20'	N	P	N	N	N	No	No
Maine Avenue	F/P	50-100'	F	F	N	N	Yes	F	Yes	No
Saint Katherine Place	F/P	30-40'	P	P	P	No	P	Yes	Yes	Yes
New Hampshire Avenue	G/F	50'	F/P	F/P	P/P	No	P	Yes	Yes	Yes
Seaside Avenue	F/P	50'	P	P	P	Yes	P	Yes	Yes	Yes
Vermont Avenue	F/P	50'	F/P	F	P/P	Yes	F	Yes	F	Yes
Rhode Island Avenue	F/P	50'	F/P	F/P	P	Yes	F	Yes	F	Yes
Metropolitan Avenue	P	30-40'	P	P	P/F	No	P	Yes	F	Yes
Massachusetts Avenue	G	50'	G	G	G	No	G	Yes	Yes	Yes
Congress Avenue	P	20'	P	P	P	No	P	Yes	Yes	Yes
Congress Street	P	25'	P	P	P	No	P	Yes	Yes	Yes
Congress Place	G	25'	G	P	G	No	G	Yes	Yes	Yes
Connecticut Avenue	G	50'	G	G	P	No	G	Yes	Yes	Yes
New Jersey Avenue	F	50'	F	P	N	P	No	G	Yes	Yes
Street Segments, District 2										
Atlantic Avenue	G	100'	G	G	G/G	No	G	Yes	Pavers, nice planters, nice lights; no above ground utilities; no street signs; broken light pole	
Pacific Avenue	F	60'	G	F/P	F/P	F	No	F	No	No
Boardwalk	F	60'	N	N	N	G	No	No	No	No
Delaware Avenue	G	82'	G	G	G	Yes	G	No	Unhealthy/ma	N
States Avenue	Private	50'	-	-	-	-	-	-	Shrubs	
Maryland Avenue	G	50'	G	G	G/P	G/F	No	G	Boulevard street design in frontiers; pavers, nice planters, nice lights;	
Virginia Avenue	G	80'	G	G	G/P	G/F	No	G	Yes	
Gordons Alley	G	20'	G	P	N	P/P	No	F	No	
Presbyterian Avenue	P	20'	P	P	G	F/P	No	P	No	
Pennsylvania Avenue	G	80'	G	G	G/G	No	G	No	Commercial lights; could use more lighting	
Mansion Avenue	F	20'	P	P	P/P	No	P	No	No new trees; old lights; few lights; cracked/sidewalks; no above ground utility	
North Carolina Avenue	G	80'	G	G	G/G	No	G	Yes	Narrow, tall poles	
Challonte Avenue	F	20'	P	P	N	P/P	No	P	No	
South Carolina Avenue	F	50'	F	F	F/P	F/F	No	P	Mix of lighting fixtures	
Central Boulevard	F	20'	F	P	N	P/P	No	P	No	
Haines Avenue	F/P	20'	P	P	P/P	No	P	No	No	
Ocean Avenue	F	40'	P	P	N	P	No	P	Alley	
Memorial Avenue	F	20'	P	P	N	P	No	F	No access onto Boardwalk; old/few lights	
Street Segments, District 3										
Atlantic Avenue	G	100'	G	G	G/G	No	G	Yes	No	
Pacific Avenue	G/F	60'	G	F	F	No	F	No	Access; lots of pedestrians	
Boardwalk	G	60'	N	N	N	G/G	Yes	N	Street uneven from use; older non-pedestrian lights	
Central Avenue	Alley	20'	F/P	-	N	P/P	No	P	Wood good, building; uses 2% deteriorating/undesirable	
Memorial Avenue	Alley	20'	F/P	-	N	P/P	No	P	No	
Bellfield Avenue	Alley	30'	F/P	P	N	P/P	No	P	Narrow, boards at entrance; cracked sidewalks and pavement; poor lighting	
Haines Avenue	Alley	20'	P	P	P	P/P	No	P	Narrow, boards at entrance; cracked sidewalks and pavement; poor lighting	
Ocean Avenue	G	50'	F	F	F	F/P	No	P	No	
Buchachach Boulevard	G	70'	G	G	G/G	Yes	G	No	Cracked sidewalk; Boardwalk ramp; few older non-ped lights	
Tennessee Avenue	P	60'	F	F	N	P	No	F	No	
St. James Place	P	50'	F	F	N	P	No	F	Few and old lights; patchy pavement, no pedestrian amenities	
New York Avenue	G	50'	G	G	G/F	No	F	No	Few and old lights; patchy pavement, no pedestrian amenities	
Westminster Avenue	Alley	25'	F/P	P	N	P/P	No	P	Tree planter spaces, rise boardwalk; like race [Note];	
Kentucky Avenue	F	50'	G	F	P/N	F	No	F	Few and old light; patchy pavement, no pedestrian amenities	

Mount Vernon Avenue (Saint Nicholas)	G	19'	G	P	G	P/F	No	N	res	No	Few and old lights, patchy pavement, no pedestrian amenities
Martin Luther King Jr. Blvd	G	50'	G	F/P	N	F	No	F	Yes	Few and old lights, patchy pavement, no pedestrian amenities	
Indiana Avenue	G	60'	G	F	G/F	F	No	F	No	Few and old lights, patchy pavement, no pedestrian amenities	
Park Place	G	60'	G	G	F	G	No	G	No	Nice street, concrete median, try to addwalk, nice lighting	
Street Segments - District 4											
Atlantic Avenue	G	100'	G	G	G	G/G	No	G	Yes	No	Decent, nice sized trees, pavements in tree planters, lots of pedestrian
Pacific Avenue	G	60'	G	G	G	G/F	No	G/F	No	No	Good sidewalk, trees, planters, some older lighting; once sidewalks from Miss. "High Georgia"
Boardwalk	G	60'	N	N	N	G/G	Yes	N	No	No	Nice section of boardwalk
Trenwith Terrace	Alley	20'	P	P	N	P/P	No	F	No	No	Alley, cracked pavement, plain concrete sidewalks for most part, old non-pedestrain lights
Ohio Avenue	F	50'	G	G	N	F/F	No	G	Yes	No	Patchy pavement, plain concrete sidewalks for most part, old non-pedestrain lights
Park Place	G	60'	G	G	N	G/G	Yes	G	No	No	No lights all around, Korean War Memorial & Open Space
Michigan Avenue	G	88'	G	G	G	G/G	No	F	Yes	No	Good sidewalk, trees, planters, new lights
Fleming Avenue	G	20'	N	G	G	F/F	No	F	No	No	Good sidewalk, trees, planters, new lights
Arkansas Avenue	G	50'	G	G	G	G/G	No	G	No	No	Good sidewalk, trees, planters, new lights
Columbus Boulevard	G	50'	G	G	G	G/G	Yes	G	No	No	Good sidewalk, trees, planters, new lights
Christopher Columbus Blvd	G	50'	G	G	G	G/G	No	G	No	No	Good sidewalk, trees, planters, old & new lights
Columbia Avenue	F	50'	G	P	N	F/G	No	F	Yes	No	Good sidewalk, trees, planters, old & new lights
Mississippi Avenue	G	50'	G	F	G	G/G	No	F	Yes	No	Street patchy, needs repainting
Georgia Avenue	F	50'	F	P	G	F/F	No	F	Yes	No	Patchy pavement in intersection, different style lights on street, crosswalks need repainting
Poplloyd Blvd.	G	74'	G	N	G/G	Yes	F	No	No	No	Patchy pavement in intersection, different style lights on street, crosswalks need repainting
Street Segments - District 5											
Atlantic Avenue	F	100'	G	G	G	G/G	No	G/F	Yes	Many street trees, 1 dead tree	
Pacific Avenue	G/F	60'	F	P	P	P/P	No	F	Yes	10 street trees, old light fixtures; erratic spacing, no streetcavle, no crosswalks, faded paint	
Boardwalk	G	60'	N	N	N	F	Yes	N	No	No	Blocked off with pipes as barriers, planters, utility line, pedestrian only
Trenwith Terrace	Alley	20'	P	P	N	P/P	No	P	No	No	One-way street; concrete paved messy sidewalk, insufficient, erratic lighting
Monterey Avenue	G	40'	P	N	G	P/P	No	P	Yes	Starts to deteriorate in terms of streetscape	
Florida Avenue	P	60'	P	P	P	P/P	No	P	Yes	Starts to deteriorate, in terms of streetscape	
Belleview Avenue	F	40'	F	P	F	F	No	P	Yes	Non-paver crosswalk, insufficient lighting, old fixtures	
Texas Avenue	F	50'	S	F	G	P/P	No	F	Yes	Non-paver crosswalk, insufficient lighting, old fixtures	
Church Street	P	20'	N	N	N	P/P	No	P	No	No	Non-paver crosswalk, insufficient lighting, old fixtures
Spray Avenue	F	20'	N	N	N	P/P	No	P	No	No	Non-paver crosswalk, insufficient lighting, old fixtures
California Avenue	G	50'	G	F	F	F/P	F	No	Yes	Yes, like 1 lane, no lighting	
Marshall Street	Alley	12.5'	F	N	N	N	No	N	Yes	Yes	4 trees, no barriers on crosswalk, small trees (unhealthy); mixed surfaces; non-paved sidewalk; 1 dead tree
Iowa Avenue	G	72'	G	P	P	G/G	No	F/P	Yes	Yes	Faded paint crosswalks, "Topicana" light fixtures on street differ from public
Stenton Place	G	50'	G/F	N	G	P/P	No	F	Yes	Yes	Inufficient lighting, broken fixture
Brighton Avenue	G	60'	G/F	F	F/P	G/G	No	G/F	Yes	Yes	1 dead tree
Morris Avenue	F	60'	G	G	F/P	G/G	No	G/F	Yes	Yes	Few trees (1 dead)
Athlon Place	G	40'	P	P/N	N	P/P	No	P	Yes	Yes	Faded, old lighting
Belmont Avenue	F	50'	F	P	N	P/P	No	P	Yes	Yes	Old fixtures, erratic
Street Segments - District 6											
Atlantic Avenue	G	100'	F	F	G/P	F/F	No	F	Yes	Yes	Pacific Avenue
Pacific Avenue	F	60'	F	P	N	P/P	No	F	No	No	Boatwalk
Boatwalk	G	60'	N	N	N	G/F	Yes	F	No	Yes	Ventnor Avenue
Ventnor Avenue	F	80'	F	P	F	P	Yes	F	Yes	Yes	St. David's Place
Captain John A. O'Donnell W.	P	60'	F	P	F	F/P	Yes	G	Yes	Yes	Captain John A. O'Donnell E.
Captain John A. O'Donnell E.	G	70'	G	F	G	G	Yes	G	Yes	No	Chelsea Avenue
Montpelier Avenue	F	60'	F/P	P	G	P/P	No	P	Yes	No	Montpelier Avenue
Sovereign Avenue	G	50'	G/F	G/F	N	P/P	No	F	Yes	Yes	Boston Avenue
Boston Avenue	G/P	60'	F	P	N	F/P	Yes	F/P	Yes	Yes	Livingston Terrace
Livingston Terrace	F	55'	F	P	F	F	No	F	No	Yes	Providence Terrace
Providence Terrace	G	50'	G	P	F	F/P	Yes	F	Yes	Yes	Providence Avenue
Providence Avenue	G	50'	G	F	N	F/P	No	F	No	Yes	Hartford Terrace
Hartford Terrace	F	75'	F	P	F	F/P	Yes	F	Yes	Yes	Hartford Avenue
Albany Avenue	F	50'	F	P	P	P	No	F	No	No	Albany Avenue
Roosevelt Avenue	G	50'	F	F	F	F/P	No	F	Yes	Yes	Union St; Wilson Ave.
Union St; Wilson Ave.	F	17'	F/P	N	N	P/P	No	P	No	No	Sweet Apartments, District 7
Ventnor Avenue	G	80'	G	F/P	G/F	F/P	No	F	Yes	Yes	Ventnor Avenue

Atlantic Avenue	G	100'	G	F	F/P	G	No	F	Yes	Yes
Boardwalk	N	60'	G	N	N	F	Yes	N	No	No
Roosevelt Avenue	F	50'	F	G	N	P	No	N	Yes	No
Lincoln Place	G	50'	F	P	N	F	No	P	Yes	No
Trenton Avenue	G	50'	F	F/P	G	P	No	P	Yes	Yes
<b>Street Segment - District 8</b>										
Bacharach Boulevard	G	70'	F	P	G	F	No	P	Yes	Sycamore trees or sections; non-pedestrian scale lights
Atlantic City Expressway	G	80'	N	N	N	G	No	N	No	No
Mediterranean Avenue	F	60'	F	N	N	P	No	P	Yes	Yes
Sunset Avenue	P	30'	P	N	N	P/P	Yes	P	No	By River; Alley-like; deteriorated
Turnpike Road	F	70'	N	N	N/N	P	No	P	Yes	Yes
Island Avenue	F/P	60'	P	P	N	P	No	P	No	Yes
Fairmont Avenue	F	60'	F	F/P	F	F/P	Yes	P	Yes	Yes
Baltic Avenue	G/F	60'-71'	G/F	G/F	G	G/G	No	G/F	No	Yes
Garfield Place	P	15'	N	N	P/P	N	P	No	P	Yes
Arctic Avenue	G	60'	G	G/F	G/F	F	No	F	Yes	Many types of lights; striping poor
Auburn Terrace	Alley	15'	P	P	N	P/P	No	N	No	No
Tennessee Avenue	G	50'-60'	F	G/F	G	G/F	Yes	G	Yes	Buchanan is open space; non-ped lights
New York Avenue	G	50'	G	F	G	G/F	No	G	Yes	Mix of lighting (Icons non-ped)
Kentucky Avenue	G	50'	G	F	G/F	F/P	Yes	P	Yes	Mix of few lights; open space triangle on western part
Mount Vernon Avenue	(St. Nicolas Way) F	20'	G	N	P	F/P	No	F	No	Mixed fixtures
Martin Luther King Jr. Blvd	G	50'	G	G/F	G/F	G/G	No	G	Yes	Bayview plantings, nice overall
Indiana Avenue	G	50'	G	G/F	G	F/F	No	F	Yes	No street scape date is on street; plain concrete; non-pedestrian scale commercial lighting
Ohio Avenue	G	50'	G	G	G	G/G/F	No	G	No	Mix of light fixture
Michigan Avenue	G	50'	G	G	G	G/G	No	G	No	Mix of light fixture
Fleming Avenue	F	20'	F	F	F	F/F	No	P	No	Blvd landscaped, outlets
Arkansas Avenue	G	56-80'	G	G	G	G/G	No	G	No	Commercial loading area
Missouri Avenue	C	68'	G	G	G	G/G	No	G	No	Bayview; decap, Gateway outlets
Mississippi Avenue	G	50'	G	G	G	G/G	No	G	No	Blvd landscaped, Gateway outlets
Georgia Avenue	G	50'	G	G	G	G/G	No	G	Yes	Parking deck construction along N side; ped scale lights; sidewalk & street much worse by AC Expressway
Florida Avenue	G	50'	G	G/F	G	F/P	No	G/F	Yes	Need more lights
<b>Street Segment - District 9</b>										
Absecon Boulevard	G	80'	G	G	G	F	No	G	No	Few lights; pedestrian scale lights
Veinmont Avenue	G	50'	G	G	G	G	No	G	No	No Appeals to be an internal drive also
Harrish's Boulevard	G	80'	G	G/F	N	G	No	G	No	No Sidewalk from Harrish's limited
Huron Avenue	G	100'	G	G/F	G	G	Yes	G	Yes	No Sidewalk from Harrish's limited; connectivity to downtown
Pontiside Avenue	F	50'	F	N	G	F	Yes	F	Yes	No Trump Marina; parking garage
Brigantine Boulevard	G	80'	F	N	G	F	Yes	F	Yes	Lights on side of street
Partridge Avenue	G	60'	G	F	G	G	No	G	No	Side walks on one side of the road only
Cassian Avenue	G	50'	G	N	G	G	No	G	No	Parking deck construction along N side; ped scale lights; sidewalk & street much worse by AC Expressway
Boardwalk	P	60'	N	N	N	F/P	No	N	No	Severe damage in portions - see photos
Maine Avenue	G	100'	G	N	F	G	No	G	Yes	No
New Hampshire Avenue	G	100'	G	E	G	F	No	G	No	No
Mediterranean Avenue	F	80'	F	F	P	P	No	F/P	No	Some construction by Connecticut
Connecticut Avenue	F/P	50'	P	P	F	F/P	No	N	Yes	Under construction
Delaware Avenue	G	50'	G	G	G	G	No	G	No	No
Maryland Avenue	F	65'	F	P	F	P	No	P	Yes	Some trees near south end
Virginia Avenue	G	50'	G	G	G	G	No	G	No	No
North Carolina Avenue	G	50'	G	F	G/F	No	G	Yes	Nice at Absecon Avenue	
Martin Luther King Jr. Blvd	G	90'	G	G/F	G	F/P	Yes	G	Yes	No; not enough light; some pedestrian scale lights

#### Legend

G = Good (Defined as adequate to handle existing demand; no significant repair needed.)  
 F = Fair (Defined as functionally adequate, but in need of repair to handle existing and anticipated future demands)  
 P = Poor (Defined as inadequate to handle existing demand, in need of major repair or replacement)  
 N = Not present

Street Tree Legend

G = Good (All trees are healthy)  
 F = Fair (Some trees are not healthy and need to be replaced)  
 P = Poor (All trees are not healthy and need to be replaced)

N = No trees present
Lights Legend
G = Good [lights are adequate in number and fixtures appear to be in good condition.]
F = Fair [lights are lacking in number to a small degree and/or some [light fixtures are in need of repair or replacement]
P = Poor [lights are severely lacking in number and/or fixtures need major repair or replacement]
N = No lights present

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**APPENDIX B**

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**PHOTOGRAPHS OF EXISTING CONDITIONS**

## **APPENDIX C**

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### **TRAFFIC ACCIDENT DATA**



# ATLANTIC CITY POLICE

## TRAFFIC INVESTIGATIONS

### TOP CRASH INTERSECTIONS IN ATLANTIC CITY

DATA AQUIRED FROM JAN 1, 2008 THRU DEC 7, 2011 (3 YEARS / 11 MONTHS)

\*INTERSECTION INCLUDE A DISTANCE OF A 30 FOOT PERIMETER

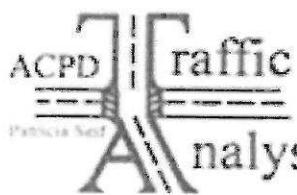
RANK	INTERSECTION 1 @	INTERSECTION 2	PED	DUI	TOTAL
1	ALBANY	WINCHESTER	3	6	113
2	ATLANTIC	MISSOURI	7		81
3	ALBANY	VENTNOR		1	69
4	ATLANTIC	ARKANSAS	2	1	66
5	ATLANTIC	MICHIGAN	15	2	64
6	ARCTIC	MISSISSIPPI	7	1	61
7	ATLANTIC	OHIO	6	2	60
8	ARCTIC	ARKANSAS	1	3	57
9	ARCTIC	MISSOURI	2		55
10	PACIFIC	ARKANSAS	5	1	53
11	RT 40 / ALBANY	WESTEND		3	51
12	PACIFIC	MISSOURI	4		49
13	PACIFIC	MICHIGAN	1	1	48
14	ARCTIC	MARTIN L KING	2	2	47
15	ATLANTIC	MISSISSIPPI	3	3	46
16	ALBANY	ATLANTIC		2	44
17	ATLANTIC	MARTIN L KING	5	1	44
18	RT 30	MARTIN L KING		3	42
19	BALTIC	ARKANSAS		2	42
20	ATLANTIC	TENNESSEE	7		40
21	ALBANY	FILBERT	2		38
22	ATLANTIC	PENNSYLVANIA	4		38
23	ARCTIC	MICHIGAN	3		37
24	PACIFIC	IOWA	2		37
25	PACIFIC	TENNESSEE	5	1	37
26	ATLANTIC	BRIGHTON	2		37
27	ATLANTIC	MORRIS	2	1	37
28	PACIFIC	BRIGHTON	5		36
29	ATLANTIC	INDIANA	5	1	36
30	FAIRMOUNT	MISSOURI/COLUMBUS	3		36



# ATLANTIC CITY POLICE

## TRAFFIC INVESTIGATIONS

RANK	INTERSECTION 1 @	INTERSECTION 2	PED	DUI	TOTAL
31	RT 40 / ALBANY	CROSSAN	2	2	34
32	PACIFIC	MISSISSIPPI	1	2	34
33	PACIFIC	NO CAROLINA	5	1	34
34	PACIFIC	OHIO	7		34
35	ATLANTIC	DELAWARE	1	3	34
36	ATLANTIC	IOWA	7	1	34
37	RT 30	GRAMMERCY			33
38	PACIFIC	PENNSYLVANIA	3		33
39	FAIRMOUNT	MISSISSIPPI	1	1	33
40	BALTIC	MICHIGAN	4	1	32
41	PACIFIC	INDIANA	3		31
42	ATLANTIC	KENTUCKY	10		31
43	ARCTIC	OHIO	1	3	30
44	PACIFIC	NEW YORK	1		29
45	ALBANY	PORTER	2	1	28
46	PACIFIC	SO CAROLINA	1		28
47	FAIRMOUNT	TEXAS	1	2	28
48	ARCTIC	PENNSYLVANIA	1	1	27
49	ATLANTIC	GEORGIA	1	3	27
50	ARCTIC	INDIANA	1		26
51	ARCTIC	IOWA			26
52	ARCTIC	SO CAROLINA			26
53	PACIFIC	KENTUCKY	1	1	26
54	ATLANTIC	FLORIDA	3		26
55	BALTIC	MARTIN L KING	3	1	26
56	PACIFIC	MORRIS	2	1	25
57	PACIFIC	VIRGINIA	2	1	25
58	ATLANTIC	NEW YORK	1	3	25
59	ARCTIC	NO CAROLINA			24
60	ATLANTIC	TEXAS	2	3	24
61	ARCTIC	DELAWARE	1		23
62	PACIFIC	MARTIN L KING	1	1	23
63	ATLANTIC	MARYLAND			23
64	RT 30	VIRGINIA			22



# ATLANTIC CITY POLICE

## TRAFFIC INVESTIGATIONS

RANK	INTERSECTION 1	@	INTERSECTION 2	PED	DUI	TOTAL
65	BALTIC		OHIO	5		22
66	PACIFIC		BOSTON	3		21
67	PACIFIC		FLORIDA	1		21
68	ATLANTIC		SO CAROLINA	2		21
69	FAIRMOUNT		BRIGHTON			21
70	FAIRMOUNT		CHELSEA	1	1	21
71	RT 30		HURON		2	20
72	ARCTIC		BRIGHTON	1		20
73	ARCTIC		CALIFORNIA		1	20
74	PACIFIC		CHELSEA	1	1	20
75	ATLANTIC		CALIFORNIA	1		20
76	PACIFIC		GEORGIA	2	1	19
77	PACIFIC		MONTPELIER			19
78	FAIRMOUNT		MONTPELIER			19
79	BALTIC		DELAWARE	1	1	19
80	RT 30		MARYLAND		1	18
81	BALTIC		MISSOIRI		1	18
82	ARCTIC		VIRGINIA	1		17
83	PACIFIC		DELAWARE			17
84	ATLANTIC		MONTPELIER	3	1	17
85	RT 30		NEW YORK		2	16
86	ARCTIC		FLORIDA	1		16
87	ARCTIC		MONTPELIER	3		16
88	ARCTIC		MORRIS	1	3	16
89	ARCTIC		TEXAS		1	16
90	ATLANTIC		BOSTON			16
91	ATLANTIC		NO CAROLINA			16
92	ATLANTIC		VIRGINIA	2	1	16
93	BALTIC		NEW YORK			16
94	ARCTIC		GEORGIA	1		15
95	ATLANTIC		BELLEVUE			15
96	ATLANTIC		CHELSEA			15
97	FAIRMOUNT		MORRIS	1	2	15
98	BALTIC		NO CAROLINA		1	15



# ATLANTIC CITY POLICE

## TRAFFIC INVESTIGATIONS

RANK	INTERSECTION 1 @	INTERSECTION 2	PED	DUI	TOTAL
99	BALTIC	VIRGINIA			15
100	RT 30	PENNSYLVANIA			14
101	ARCTIC	KENTUCKY	2		14
102	ARCTIC	SOVEREIGN			14
103	ATLANTIC	SOVEREIGN	1		14
104	FAIRMOUNT	SOVEREIGN		1	14
105	BALTIC	KENTUCKY			14
106	ARCTIC	CHELSEA			13
107	PACIFIC	TEXAS	2		13
108	FAIRMOUNT	FLORIDA			13
109	FAIRMOUNT	IOWA	1		13
110	ARCTIC	NEW YORK	1		12
111	ARCTIC	TENNESSEE			12
112	FAIRMOUNT	GEORGIA	2		12
113	BALTIC	PENNSYLVANIA			12
114	RT 30	NO CAROLINA			11
115	PACIFIC	MARYLAND			11
116	PACIFIC	PROVIDENCE			11
117	BALTIC	INDIANA			11
118	ALBANY	PACIFIC			10
119	ARCTIC	MANSION	1		10
120	PACIFIC	ALBANY			10
121	PACIFIC	ATLANTIC			10
122	PACIFIC	SOVEREIGN	1		10
123	PACIFIC	ST JAMES			10
124	ATLANTIC	PACIFIC			10
125	ATLANTIC	PROVIDENCE			10
126	BALTIC	BACHARACH			10
127	BALTIC	MARYLAND			10

## **APPENDIX D**

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### **STORMWATER MANAGEMENT DATA**

Baltic Avenue Canal Rehabilitation

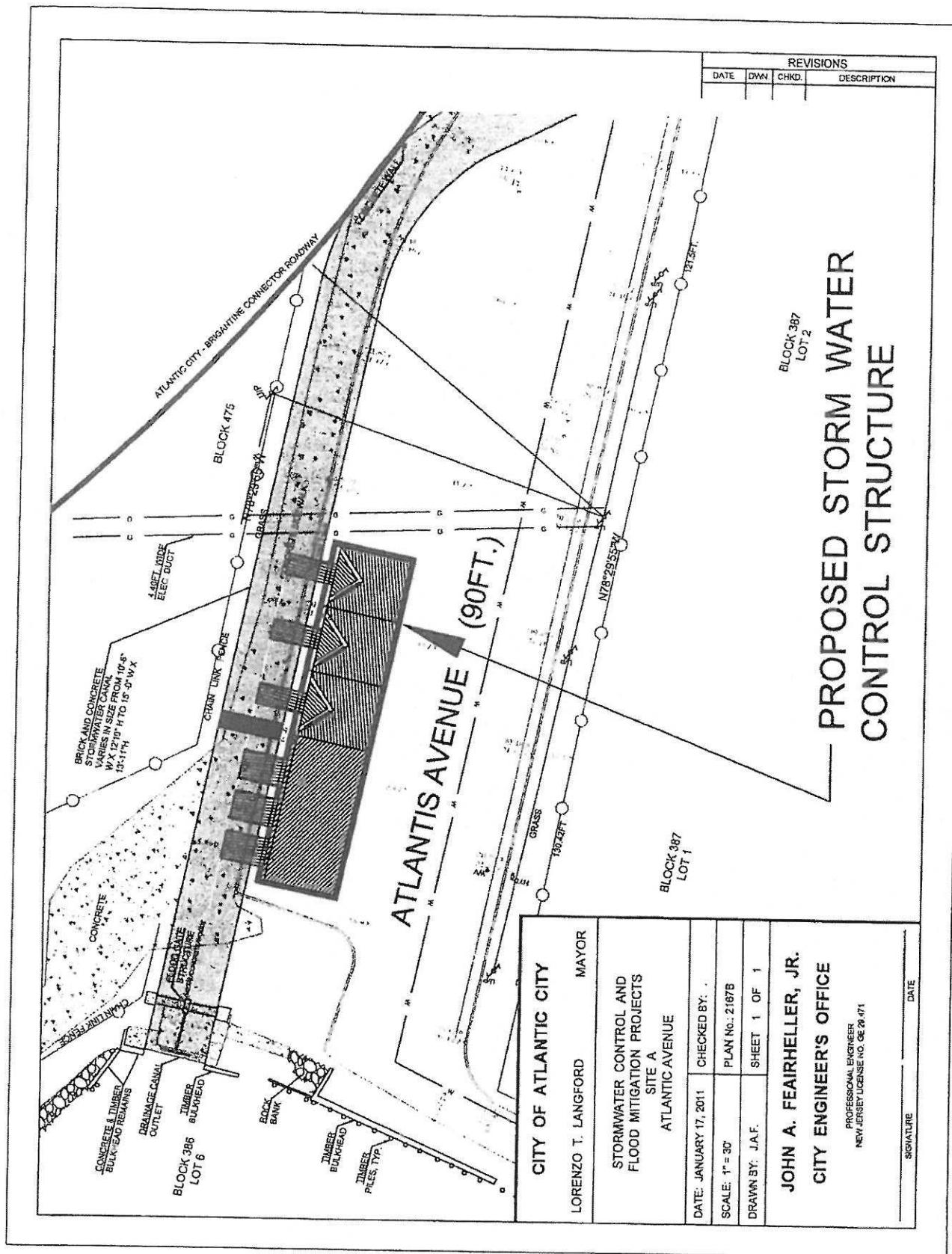
The City Engineer's Office is working on a project to reconstruct/rehabilitate the gates at both ends of the Baltic Avenue Canal.

Enclosed are Location Plans for both ends of the canal at Atlantis Avenue and Fisherman's Park prepared by the City Engineer's Office.

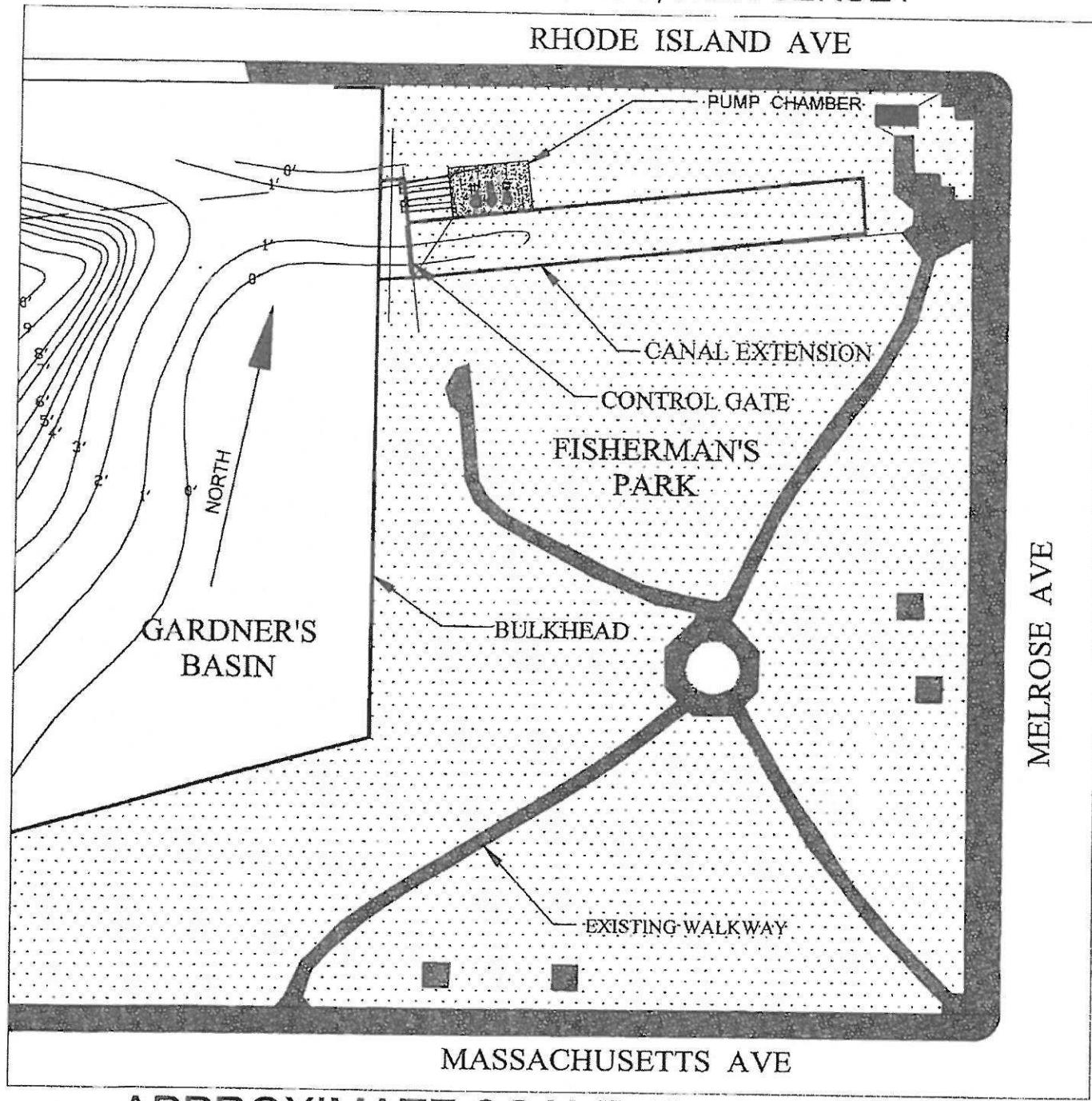
The City Engineer's Office prepared a cost estimate for the Fisherman's Park end of the canal dated May 16, 2010 in the amount of \$4,300,000.00. A copy of that estimate is enclosed. Based upon the discussion at our August 9, 2011 meeting, it was indicated that the cost estimate for the work at the Atlantis Avenue end of the canal amounted to \$2,000,000.00.

The City has applied for grant funding in the amount of \$3,000,000.00. In addition, the City has an additional \$2,300,000.00 set aside in a Capital Bond. Mr. Fairheller of the City Engineer's Office has indicated that \$5,300,000.00 may be sufficient to complete the work at both ends dependent on prevailing economic conditions at the time the project is bid.

At this time, the City has not given any consideration to cleaning of the canal.



STORM WATER CONTROL AND  
FLOOD MITIGATION PROJECTS  
SITE - B, FISHERMAN'S PARK  
CITY OF ATLANTIC CITY  
ATLANTIC COUNTY, NEW JERSEY



STORMWATER CONTROL AND  
FLOOD MITIGATION PROJECTS  
CITY OF ATLANTIC CITY  
ATLANTIC COUNTY, NEW JERSEY  
Engineer's Estimate of Construction Cost

BALTIC AVENUE DRAINAGE CANAL

Construction of Passive Water Control Elements to protect against tidal surge including the construction of bulkhead, check valves and gate valves.

Construction of Active Water Control Elements to protect against rain events at high tide, wave over wash during tidal events and tidal surge that leaks through the bulkheads including the construction of storm water pumps, pump drive system, structure for the pumps & drives and the control systems for their operation.

Site A - Atlantis Avenue

Passive stormwater control being under taken by City under current capital bond. This work is being included in permit submission for Fisherman's park at the request of the regulatory agencies.

Site - B Fisherman's Park

Bulkhead	436 LF \$1500/LF	\$654,000.
Storm Gate(s) 11' by 15'		\$800,000.
Canal Extension	190 L.F. \$5,000/LF	\$950,000.
Pump Chamber ( first of two )	L.S.	\$324,000.
Ductile Iron Pipe 36" dia.	72 L.F \$1,000/LF	\$72,000.
Storm Water Pump 36,000 GPM	3 Units \$240,000/Unit	\$720,000.
Diesel Electric Generator	2 Unit \$280,000/Unit	\$560,000.
Pump Inflow Gates	2 Units \$70, 000/Unit	\$140,000.
Electric Service	L.S.	\$30,000.
Controls	L.S.	<u>\$50,000.</u>
	Total Construction	\$4,300,000.

### Evaluation of Storm Drain Checkvalves

The City Engineer's Office has provided us with the enclosed list of outfalls within the City. Also enclosed in the Appendix is a Storm Water Outfall Location Plan.

The outfall listing indicates which outfalls currently have checkvalves. There are several bayside outfalls that currently do not have checkvalves.

The City also provided us with recent bid pricing for furnishing and installing checkvalves for use in preparing budget estimates. It should be noted that the estimate did not include the beach outfalls, the Bader Field outfalls, the Atlantic City Expressway outfalls or the Black Horse Pike outfalls.

The following presents our estimate for the furnishing and installation of checkvalves:

<u>OUTFALL DIAMETER</u>	<u>QUANTITY</u>	<u>ESTIMATED UNIT PRICE</u>	<u>TOTAL</u>
10"	1	\$ 1,500.00	\$ 1,500.00
12"	13	\$ 3,000.00	\$ 39,000.00
15"	2	\$ 5,000.00	\$ 10,000.00
18"	1	\$ 7,500.00	\$ 7,500.00
21"	1	\$10,000.00	\$ 10,000.00
24"	1	\$12,000.00	\$ 12,000.00
26"	1	\$15,000.00	\$ 15,000.00
27"	1	\$17,000.00	\$ 17,000.00
30"	1	\$20,000.00	\$ 20,000.00
33"	1	\$30,000.00	\$ 30,000.00
48"	1	\$50,000.00	<u>\$ 50,000.00</u>
		TOTAL	\$212,000.00

# OUTFALL

#	SIZE	TYPE	CK VALVE	LOCATION
1	—	—	—	Removed
2	36" 98	DI		New Jersey Ave Beach
3	30"	DI		Virginia Ave Beach
4	36"	DI		Mansion Ave Beach
5	36"	DI		St James Place Beach
6	36"	DI		Dr. MLK Blvd Beach
7			CV	Clam Creek New Jersey Ave
8	33"	RCP		Rhode Island Ave Gardeners Basin
10	12"	DI		Abscon Inlet New Hampshire Ave
50	36"	DT		Arkansas Ave Beach
23N	24"	DT		Mississippi Ave Beach
23S	24"	DT		" " "
24	24"	DI		Georgia Ave Beach
25	36"	DI		California Ave Beach
26	36"	DI		Boston Ave Beach
96	18"	DI		Roosevelt Place Beach
97	18"	RCP		Jackson Ave Beach
46A	15"		CV	Jackson Ave Inside Thoro
46	24" <sup>backflow</sup> S6			Montgomery Ave Inside Thoro
45A	12"	DI	CV	Kingston Ave Inside Thoro
45	12"	CT	CV	Bartram Ave Inside Thoro
44	12"	CI	CV	Bartram Ave Inside Thoro
43A	12"	DT	CV	Columbia Ave Inside Thoro
43			CV	Columbia Ave Inside Thoro
42	12"	can't find		Columbia Ave Inside Thoro
41A	15"	DI	CV	Raleigh Ave Inside Thoro
41	15"	DI		Raleigh Ave Inside Thoro
40	12"	CI	CV	Richmond Ave Inside Thoro
39A	12" (2) 6"	CI	CV	Annapolis Ave Inside Thoro
39	(2) 6"		CV	Annapolis Ave Inside Thoro
38			CV	Trenton Ave Inside Thoro
81	Dbl 12"		—	Albany Ave Inside Thoro
49(?)	12-16"		CV	Hartford Terr Inside Thoro

# OUTFALL

#	SIZE	TYPE	CK VALVE	LOCATION
52	15"	DI	CV	Boston Ave Inside Thoro
53	15"	DI	CV	Sovereign Ave Inside Thoro
54	15"	DI	CV	Sovereign Ave Inside Thoro
55	15"	DI	CV	Montpelier Ave Inside Thoro
56	15"	DI	CV	Montpelier Ave Inside Thoro
57	15"	DI	CV	Chelsea Ave Inside Thoro
57A	No Data		CV	Chelsea Ave Inside Thoro
58	15"	DI	CV	Chelsea Ave Inside Thoro
48	big chamber	B&C	CV	Brighton Ave Beach Thoro
47	chamber		CV	Texas Ave Beach Thoro
59		canal ext		Atlantic Ave Beach Thoro
59A		SITA		McKinley Ave Beach Thoro
22	27"	RC	CV	Erie Ave Penrose Canal
21			—	Ohio Ave Penrose Canal
20			—	Ohio Ave Penrose Canal
19			CV	Arkansas Ave Penrose Canal
15A	27"	built in chamber	CI	W. River Drive Venice Lagoon
18	30"	CI/DI	CV	Arkansas Ave Venice Lagoon
13				Ohio Ave Venice Lagoon
78	15"	CI	CV	Penrose Ave Venice Lagoon
77	15"	CI	CV	Penrose Ave Venice Lagoon
79	12"	CI	CV	Michigan Ave Venice Lagoon
16	12"	CI	CV	Missouri Ave Venice Lagoon
15	12"	CI	CV	Mississippi Ave Venice Lagoon
17	30"	CI/DT		Sheridan Ave Beach Thoro
76	48"	<del>EE</del>		N. Riverside Drive Beach Thoro
<del>70</del> 62	<del>70</del> 18"	<del>70</del> CMP		Absalon Blvd Venice Lagoon
<del>70</del> 14				Absalon Blvd Clam Thoro
93				off Maryland Ave Clam Creek
82	15"	CI		off Maryland Ave Clam Creek
72	12"	CI		off Maryland Ave Clam Creek
71	No Data			off Maryland Ave Clam Creek
73	15" <del>70</del>	CI	CV	Massachusetts Ave Snug Harbor

# OUTFALL

#	SIZE	TYPE	CK VALVE	LOCATION
35			CV	Richmond Ave Inside Thoro
34			CV	Harrisburg Ave Inside Thoro
195	17"	DT		Albany Ave Inside Thoro
33	26"	CT		Albany Ave Inside Thoro
194	21"	RCP		Albany Ave Inside Thoro
31C	12"	DI	—	near Albany Ave Inside Thoro
31B	12"	Cap		near Albany Ave Inside Thoro
31A	12"	Cap		near Albany Ave Inside Thoro
31	20" approx	DI	—	Bader Field Inside Thoro
30	24-30"	DI	—	Bader Field Inside Thoro
29	16" approx	DI	—	Bader Field Inside Thoro
28			—	Bader Field Inside Thoro
27			—	Bader Field Beach Thoro
27A				Bader Field Beach Thoro
27B				Bader Field Beach Thoro
27B	12"	RCP		Bader Field Beach Thoro
89	18"	CI		Bader Field Beach Thoro
32	12"	CI		Bader Field Beach Thoro
61	No Data			Bader Field Beach Thoro
88	18"	RCP		Black Horse Pike Beach Thoro
187	18"	RCP		Black Horse Pike Beach Thoro
86	18"	RCP		Black Horse Pike Beach Thoro
67	12"	DI	—	Gramercy Place Absecon Inlet
68	12"	DT	—	near Atlantic Ave Absecon Inlet
69	10"	DT	—	Atlantic Ave Absecon Inlet
70	12"	DI	—	Atlantic Ave Absecon Inlet
63	30"	CMP		Atlantic City Expressway
64	15"	CMP		Atlantic City Expressway
65	24"	CMP		Atlantic City Expressway
66	24"	CMP		Atlantic City Expressway
85	21"	RCP		Bton BHP & ACE Great Thoro

### Storm Drain Cleaning

Our office met with the City Engineer's Office to discuss cleaning of the City storm drain system. The City Engineer is of the opinion that it may not be necessary to clean the entire system at this time.

The City Engineer recommended a phased condition assessment of the storm drain system over a several year period. Initially, problem areas would be identified. These areas would then be cleaned and videoed to determine if problems exist with the system.

Then, the entire system would be assessed utilizing a phased approach. This scenario will require additional discussion and coordination.

## Broken Drains Report- Sanitation Division

1. Kuehnle & Mississippi Ave
2. 128 N. Connecticut Ave- East Side
3. New York & Baltic Ave- SW
4. Massachusetts & Melrose Ave- SW
5. Baltic & Kentucky- Catch Basin is jammed
6. Indiana & Baltic Ave- NE
7. North Carolina & Artic Ave- SE
8. North Carolina & Mediterranean Ave- SE
9. Melrose & Delaware Ave- NW
10. Michigan & McKinley Ave- NW
11. Montgomery & Ventnor Ave- SE
12. Raleigh & Ventnor Ave- SW – Nozzle is stuck in drain & drain is slow
13. Kentucky & Walbash Ave- NE – Nozzle is stuck in drain & drain is slow
14. Maryland & Artic Ave- Nozzle is stuck in drain & drain is slow
15. Baltic & Ohio Ave- Catch Basin is jammed
16. Rev. Isaac Cole & Artic Ave- NE
17. Ohio & Hummock Ave- SW
18. Delaware & Lexington Ave- SW
19. Arkansas & Magellan Ave- NE
20. Pennsylvania & Arctic Ave- SE
21. Ventnor & Raleigh Ave- NE
22. Magellan & New York Ave- NE
23. Atlantic & Connecticut Ave- NE

