

# 2016 REEXAMINATION REPORT

## CITY OF ABSECON



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February 15, 2017

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Robert C. Preston, Chairman  
Kira Dacanay  
Brad Smith  
Greg Seher

## CONSULTANTS

Michael J. Fitzgerald, Esq.  
Andrew Previti, P.E., Engineer  
Robert L. Reid, AICP, PP, Planner

Prepared by:

Robert L. Reid  
Absecon City Planning Board Planner

366 Upland Avenue  
Absecon, New Jersey 08201

Robert L. Reid, AICP, PP

Professional Planner  
NJ License No. 5230

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Adopted by the Planning Board on 2/22/17

# City of Absecon 2016 Reexamination Report

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### **Section I – Statutory Reexamination of Master Plan**

#### **The Municipal Land Use Law**

The Municipal Land Use Law – (MLUL) (NJSA 40:55D-1, et seq.) requires that every municipality in New Jersey which has adopted a master plan and land development regulations periodically review and revise, if necessary, those documents at least every ten years. This Reexamination Report is the Absecon City Planning Board's checklist of things that should be addressed over the next few years. It lists portions of the Master Plan and developmental regulations that should be amended or studied. This report is a commentary on the Master Plan. It is a statement of what should be changed in the future. While the Master Plan is still a viable planning and policy document for the City, planning is not a static process. The economy, legislation and development trends continually impact the planning and land development field.

At the time the 2005 Reexamination Report was adopted the periodic review was to take place at least every six (6) years. As of May 5, 2011 an amendment to the MLUL allows a municipality to adopt a periodic review at least every ten (10) years.

The purpose of the prior six-year rule was to direct municipalities that would otherwise not prepare a master plan at all. A municipality could review their master plan at anytime during the ten years. It could address sections of it each year as it relates to new legislation, development trends in the region and adjoining municipalities, and other outside influences.

#### **Absecon City Master Plan Timeline**

The 1993 Master Plan was adopted by the Absecon City Planning Board on October 26, 1993.

In November 1999 the Absecon City Planning Board adopted the 1999 Reexamination Report of the Master Plan.

On May 23, 2006, the Absecon City Planning Board adopted the 2005 Reexamination Report of the Master Plan. This was the last reexamination of the Master Plan.

On November 22, 2011, December 13, 2011 and on January 10, 2012 the Board discussed the reexamination proposal in open public meetings. The Absecon Planning Board reviewed the proposed 2011 Reexamination of the Master Plan and on January 10, 2012 postponed action until April 10, 2012. On that date the Board again did not take action. This was due to the disagreement on the recommendation to re-zone the Visions at the Shore development, which was age-restricted, to allow 75% non-age restricted units. On April 12, 2012, in response to the Board not taking action on the 2011 Reexamination, AB Visions filed a builder's remedy lawsuit against the City. In response to the AB Visions lawsuit, the City and Planning Board authorized the preparation of the necessary elements of the Master Plan and ordinances to provide for affordable housing in Absecon.

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On July 23, 2013 the Absecon Planning Board Adopted the Housing Element and Fair Share Plan (HEFSP) portion of the Master Plan.

On December 19, 2013, the City adopted a resolution authorizing the execution of an agreement settling the litigation. Agreement included proposed affordable housing ordinances.

On January 14, 2014 the Absecon Planning Board Adopted the Land Use Plan Element (LUPE) portion of the Master Plan.

### Reexamination Requirements

In NJSA 40:455D-89 of MLUL, the following language is set forth:

*The governing body shall, at least every 10 years, provide for a general reexamination of its master plan and development regulations by the planning board, which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which report and resolution shall be sent to the county planning board. A notice that the report and resolution have been prepared shall be sent to the municipal clerk of each adjoining municipality, who may, on behalf of the governing body of the municipality, request a copy of the report and resolution. A reexamination shall be completed at least once every 10 years from the previous reexamination.*

The MLUL requires that the reexamination report shall state:

- a. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.*
- b. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.*
- c. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.*
- d. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.*
- e. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*

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The Planning Board of the City of Absecon authorized this reexamination report. It is intended to present an overview of the City's present Master Plan Elements and the Absecon Developmental Ordinance and to assess the changes in land use policy of government since the 2005 reexamination of the Master Plan. Where appropriate, this report will make recommendations to reconcile the existing Master Plan with the Absecon Developmental Ordinance.

The findings and recommendations contained in this report are based on the review of the following documents:

Current Chapter 224, Land Use Ordinance;

The Reexamination of the Master Plan of the City of Absecon, adopted May 2006, Housing Element and Fair Share Plan (HEFSP) adopted 7/23/2013 (Amended 1/14/2014) and

Land Use Plan Element (LUPE), adopted 1/14/2014.

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### Section II - REVIEW OF PAST PROBLEMS AND OBJECTIVES

NJSA 40:55D-89a of MLUL provides that the reexamination report shall review:

*The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.*

For This section of the reexamination report, a review was conducted of the 2006 Reexamination Report, adopted 5/23/2006, Housing Element and Fair Share Plan (HEFSP) adopted 7/23/2013 (amended 1/14/2014), and Land Use Plan Element (LUPE), adopted 1/14/2014.

The following are comments / recommendations from the 2005 reexamination:

a. RESIDENTIAL DEVELOPMENT

1. Adopt land use policies that maintain and preserve existing single family neighborhoods;
2. Continue to support efforts to develop affordable housing, specifically those units in the Train Station Overlay District as part of a mixed use commercial / residential development.
3. Continue support of efforts to develop affordable housing, specifically those units designed to serve senior citizens within the designated districts. Adopt land use polices to encourage mixed age-restricted and non age-restricted residential uses in existing dormant, under-developed age-restricted projects. This includes the development of land use design criteria that will provide for mixed use residential to co-exist within the same development.

b. ENVIRONMENT

Given that Absecon is part of New Jersey's coastal zone, containing environmentally sensitive areas such as the Absecon Creek Estuary, the City of Absecon should remain committed to the development and implementation of regulatory controls and design techniques, that in conjunction with State and Federal programs will preserve and protect these resources.

Therefore, the City of Absecon should --

1. Review existing development standards and controls applicable to property adjacent to environmentally sensitive areas -- wetlands and the water's intracoastal waterways by periodic dredging; and
2. Encourage both the Department of Environmental Protection and Energy and Army Corps of Engineers to maintain Absecon Creek and the adjacent intracoastal waterways by periodic dredging.

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### c. FLOOD PROTECTION

Given that Absecon is in an area adjacent to coastal barrier islands, subject to severe impacts from coastal storms, the City of Absecon should insure continued implementation of those programs that will minimize property damage and protect the safety and welfare of its residents.

Therefore, the City of Absecon should encourage the purchase of Federal Flood Insurance and inform property owners that failure to purchase such insurance will result in denial of Federal Disaster Aid.

### d. ECONOMIC DEVELOPMENT

1. Promote the redevelopment of the White Horse Pike corridor as a primary retail center in northeastern Atlantic County.
2. Expand the hotel / motel industry in the White Horse Pike corridor, especially within the Bay Island Planning area, in support of Atlantic City's convention trade and gaming industry.
3. Stabilize the "old" New Jersey Avenue CBD by rehabilitating existing structures and enhancing the visual character of the district.
4. Establish a public participation process linking various professional, business, and financial expertise for the express purpose of formulating a redevelopment strategy for the White Horse Pike corridor.

### e. TRANSPORTATION

Given the growth and success of the casino hotel industry in Atlantic City, together with the perceived trend for continuing redevelopment and growth in that City, the City of Absecon should remain committed to the maintenance and improvement of traffic movement to and from the island.

Therefore, the City of Absecon should --

1. Obtain assurance from both the State of New Jersey and Atlantic County that roadway improvements will be designed and constructed to provide for safe and convenient movement of vehicles through the City of Absecon, and minimize traffic congestion during the summer as well as daily peak hours; and
2. Participate in the County emergency planning process to ensure the ability of its residents to evacuate the island in a safe and efficient manner prior to or during a coastal storm or hurricane.

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### f. ACCESSIBILITY

Given the adoption of the Americans with Disabilities Act (ADA), the City of Absecon should recognize its legal and social obligations under the law and participate to the fullest extent possible in implementing this program.

Therefore, the City of Absecon should --

1. Review existing land use standards and zoning controls to ensure they meet the standards established under Title III of the Americans with Disabilities Act.
2. Implement accessibility programs and structural improvements in community facilities as soon as practical.

### g. SCENIC RESOURCES

Given the presence of both historically and architecturally significant residential structures along the Shore Road Corridor and adjacent streets and the expressed support from the residential community to preserve and enhance the visual character of this neighborhood, the City of Absecon should implement programs and regulatory control designed to protect the scenic resources of the community.

### h. RECREATIONAL FACILITIES

Given the continued need to provide recreational facilities for all of Absecon's residents that are well-maintained and safely used, the City of Absecon should work to implement the recommendations of the Parks and Playgrounds Committee.

For This section of the reexamination report, a review was conducted of the 2014 Land Use Plan Element (LUPE)

## Section II .1 Land Use Recommendations Previously Identified

The Land Use Plan of 2014 identified a number of issues and recommendations that are summarized below:

The Land Use Plan Element considers other master plan elements, including the natural conditions of Absecon, the existing and proposed location, extent of, and intensity of developed land be used in the future for each type of land use, a description of the airport safety zone, and a statement of the standards of population density and development intensity recommended.

Absecon City is a small municipality that is largely developed. The Land Use Plan includes plans for particular problem areas. The Planning Board has determined that the problem areas are:

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The aging housing stock in the older sections of Absecon;

Low growth rate of: population, commercial development, and construction of single family dwellings;

Underutilization of existing commercial properties in the downtown business district; and

The requirement to provide for affordable housing opportunities consistent with Absecon City's first round, second round, and third round obligation, which is to be determined on or before February 26, 2014.

### **Section II.2 Housing Plan Element**

The 2014 Housing Plan Element and Fair Share Plan adopted July 2013 (Amended 1/14/2014), includes Absecon's 144-unit prior round obligation through existing supportive and special needs housing; an existing inclusionary development known as Absecon Gardens; a credits without controls program at the Absecon Village; a proposed 100% affordable housing development (currently under construction); and a rental project known as MiPlace with 15% affordable rental units. Any affordable units which may result from this Fair Share Plan in excess of the City's 144-unit prior cycle obligation can be applied to its unspecified third cycle obligation.

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### Section III - Status of Identified Problems and Objectives

NJSA 40:55D-89b of MLUL provides that the reexamination report shall review:

***The extent to which such problems and objectives have been reduced or have increased subsequent to such date.***

#### A. INVENTORY STATUS OF PAST RECOMMENDATIONS

The 2005 reexamination stated changes in the objectives and problems facing the City of Absecon, as well as changes in state and federal law affecting various elements of the Master Plan and Land Development Ordinance of the City of Absecon. In response to these changes in objectives and problems and changes in laws and policies impacting the City, the following changes were recommended in the Master Plan and the Land Use and Development Ordinance.

#### SUMMARY OF THE 2005 MASTER PLAN RECOMMENDATIONS

This Section of the Master Plan contains a summary of the Planning Board's 2005 recommendations for each of the Plan Components.

**Current status of each recommendation since the 2005 reexamination are in bold.**

**Recommendations below without status in bold signify that no action was taken by the City since the 2005 reexamination. The recommendations from the 1999 reexamination and from the 2005 reexamination below for which no action was taken remain in effect unless a recommendation to the contrary is stated below in bold or within any other section this 2016 re-examination report.**

##### a. RESIDENTIAL/COMMERCIAL DEVELOPMENT RECOMMENDATIONS

- a(i). Developmental Ordinance Amendments
  - 1. Pertinent to all commercial districts, the Developmental Ordinance should be expanded to include design criteria supplemental to the zoning controls now existing.
  - 2. Modify Development Ordinance to recognize the constraints of the Bay Island Corridor Policy.
  - 3. Implement accessibility programs and structural improvements in community facilities as soon as practical.
  - 4. Modify zoning map to resolve conflicts between Conservation-Recreation (CR) Zone and existing residential development, within the R-1 or R-2 Zones, but adjacent to the CR Zone.

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5. Zoning controls and bulk requirements for the Schools/Public Building (SPB) and Park (PK) Districts should be included in the Developmental Ordinance.
6. Incorporate design standards for water conservation devices in the Land Development Ordinance.
7. Land Development Ordinance should be amended to comply with the recycling requirements found in section 40:55D-28(12) of the Municipal Land Use Law.
8. Performance guarantee / bonding requirements should be modified to reduce the level of proposed private improvements required to be guaranteed to reduce the cost of such performance guarantees without reducing protections required to ensure that the required improvements are completed.

### a(ii). Utility Plan Recommendations

1. Support the extension of sanitary sewer and water mains in the Mill Road Industrial Corridor, and along California Avenue.
2. Extend water service for fire hydrants on both sides of the White Horse Pike to allow access by the Fire Department.
3. Require the maintenance and replacement of pumping stations within privately owned development remain the responsibility of that project or facility.

### a(iii). Zoning District Changes

1. Portion of R 2 District to be changed to SPB / PK District.

The following properties are recommended to be changed from R 2 District to SPB / PK.

Block 1.01, Lots 23, 24, 28.

Block 2, Lots 1.01, 1.02, 2.01, 2.02, 2.03, 2.04, 2.05, 2.06, 2.07, 3, 4, 12, 13, 13.01, 13.02, 13.03.

Block 5, Lots 20, 21, 22, 23.01, 23.02.

Block 6, Lots 1, 2.

Block 26, Lots 1, 2.01, 2.02, 3, 4, 5, 6, 7, 8, 9, 10, 11.

Block 27, Lot 1.

Block 28, Lots 1, 2.

Block 29.01, Lots 1, 2.

Block 62, Portion Lot 1.

Block 63, Lot 1.

Block 64, Lots 1, 2, 3, 4.

Block 71, Lots 2, 5, 7, 18.

2. Proposed Age-Restricted Overlay on the HD 1\* Highway Development District (\*AKA – HD Highway Development district in Article XIV)

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The following properties in the HD-1 Highway Development District are recommended to be included in the proposed age-restricted overlay district:

Block 224, Lots 1,2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21,22, 23, 24, 25,26.  
Block 225, Lot 1.

**The Absecon City Planning Board prepared an ordinance and approved the same for City Council's review. As a result City Council adopted an Age-restricted Overlay Zoning District Ordinance which included a portion of HD-1, Highway Development District on December 20, 2007 (Ordinance # 23 - 2007).**

3. Portion of I / PI Industrial / Planned Industrial Area district to be changed to R 2 District.

The following properties in the I / PI District are recommended to be included in expanded R 2 District:

Block 192, Lots 1.01, 1.02, 1.03, 2, 3, 15, 16, 17, 18, 19, 20, 21.  
Block 195, Lots 1 through 28.

4. Portion of I / PI Industrial / Planned Industrial Area District to be changed to R 1 District

The following properties in the I / PI District are recommended to be included in expanded R 1 District:

Block 231, Lots 1.01, 1.02, 1.03, 2.

5. Portion of R 2 District to be changed to PK District

The following city owned properties are recommended to be changed from R 2 District to PK District.

Block 1.01, Lots 25, 26, 27  
Block 43, Lot 1.  
Block 102, Lot 1.  
Block 106, Lot 1.  
Block 108, Lot 1.  
Block 116, Lot 1.  
Block 150, Lot 1.

**The Absecon City Planning Board prepared an ordinance and approved the same for City Council's review. As a result City Council adopted a Zoning district Ordinance which included a portion of R 2 District to be changed to SPB / PK or PK District on December 20, 2007 (Ordinance # 23 - 2007). The ordinance included Block 1.01, lots 25 and 27; Block 43, lot 1; Block 102, lot 1; Block 106, lot**

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1, Block 108, lot 1; Block 116, lot 1; and Block 150, lot 1 all being changed to PARK.

The Ordinance # 23 – 2007 also included Block 297, lot 23 as being changed to SPB / PK District.

6. Portion of HC Highway Commercial District to be changed to SPB District

The following property is recommended to be changed from HC District to SPB District:

Block 203, Lot 2.

7. Portion of R 2 District to be changed to SPB District

Block 73, Lot 1.

8. Portion of SPB District to be changed to R 2 District

The following property is recommended to be changed from SPB District to R 2 District.

Block 9.01, Lot 12.

9. Proposed Absecon Train Station Area Overlay on portion of C 1 Central Business District and on a portion of HC Highway Commercial District.

The following property is recommended to be included in the Absecon Train Station Area Overlay District:

Block 158, Lots 1.01, 1.02, 2, 3, 4, 5, 6, 7.

Block 159, Lots 1, 2, 3, 4, 5, 5.02.

Block 160, Lots 1.01, 1.02, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21.

Block 161, Lots 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11.

Block 213, Lots 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16.

Block 214, Lots 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17..

Block 215, Lots 1.01, 1.02.

Block 800, lots 3, 4

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As recommended above, the Absecon City Planning Board prepared an ordinance and approved the same for City Council's review. As a result City Council adopted the Absecon Train Station Area Overlay Ordinance to allow mixed use commercial and residential uses with density up to 35 units per acre with the voluntary inclusion of 25% affordable housing on December 20, 2007 (Ordinance # 23 - 2007).

### b. ENVIRONMENTAL RECOMMENDATIONS

1. Low density residential zoning should be maintained in those residential areas adjacent to coastal and freshwater wetlands.
2. The boundary line between the Residential Zones, such as R-1 and R-2, and the Conservation-Recreation District should be examined for consistency with the existing physical conditions and follow established property lines or delineated wetlands line wherever possible.
3. Buffers or transition areas between intense development, such as commercial or industrial uses, should be maintained, consistent with NJDEP regulations.
4. Marine commercial uses should be encouraged along the Absecon Creek, wherever feasible.
5. Request the support of both the New Jersey Department of Environmental Protection and Army Corps of Engineers for the maintenance dredging of the Absecon Creek to enhance the waterfront development potential of Absecon's Marine Commercial District.
6. The City Council should establish an Environmental Commission in accordance with NJS 40:55D.
7. Recycling Plan Recommendations
  - a. Developers should be encouraged to include innovative design both inside and outside of each housing unit or non-residential establishment to make recycling more convenient and accessible to the resident.
  - b. The City should endeavor to utilize recyclable material whenever possible. Purchasing practices for office supplies, construction, road improvements, and the like should promote the use of recycled products.

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### c. FLOOD PROTECTION RECOMMENDATIONS

1. The City of Absecon should encourage the purchase of Federal Flood Insurance and inform property owners that failure to purchase such insurance will result in denial of Federal Disaster Aid.

### d. ECONOMIC RECOMMENDATIONS

1. Encourage New Jersey Avenue improvements, including streetscape and lighting improvements, consistent with the recommendations of the Absecon Train Station Area Plan.

**As recommended above, City Council has secured funding to upgrade the New Jersey Avenue streetscape which included new curbing, brick paver sidewalk ascents, decorative lighting, decorative street furniture, and traffic & street identification signage. The streetscape project was completed in 2011.**

2. Examine the parking demand and supply in the Central Business District to determine the present capacity and use by workers and patrons within the District.
3. Encourage age-restricted housing development in the Highway Development District with adequate landscaping / buffer requirements between dissimilar uses.

**The Absecon City Planning Board did prepare a draft ordinance and approved the same for City Council's review. As a result City Council did adopt an Age-restricted Overlay Zoning District Ordinance which included a portion of HD-1, Highway Development District on December 20, 2007. (Ordinance # 23 - 2007)**

4. Support the redevelopment of existing commercial structures along the White Horse Pike, including "infill" development of vacant land within the Highway Commercial District.
5. Meet with NJDEP officials to negotiate higher development potential on "bay island corridor" sites.
6. Meet with CRDA and NJ Transit to seek funding for the advancement of the goals and objectives of the Absecon Train Station Area Plan.

### e. TRANSPORTATION RECOMMENDATIONS

1. Future land development affecting the critical intersections and roads identified within the Master Plan should be reviewed to determine a fair share contribution to improvements to maintain a safe level of use.

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2. The City should maintain a continuing dialogue with the New Jersey Department of Transportation and Atlantic County Division of Planning regarding future street improvements and signalization to ensure the continued efficient and safe use of these roads.
3. The unimproved service road along the railroad should be improved and used as an alternate means of access to existing highway commercial development along the White Horse Pike in accordance with the NJDOT's Phase 2 of the State Highway Route 30 improvement project which was completed in 2004.
4. Linking the Absecon Train Station platform with a pedestrian bridge across the existing six lane divided State Highway Route 30 to Absecon's downtown main street, New Jersey Avenue will improve public safety and attract more transit riders us the train and help reduce auto use.
5. A bike path system should be developed throughout the City allowing the connection of both the recreational facilities and school to residential areas.
6. Support the continued use and improvement of the Absecon Rail Station as an integral part of the Central Business District
7. The City should maintain the existing grid pattern of the street system rather than create dead – end cul-de-sacs. This will allow for a more **balanced** distribution of traffic generation throughout the neighborhood. The diluting of the traffic with a grid street layout substantially reduce the concentration of traffic.

### f. ACCESSABILITY RECOMMENDATIONS

1. Implement accessibility programs and structural improvements in community facilities as soon as practical.
2. Review existing land use standards and zoning controls to ensure they meet the standards established under Title III of the Americans with Disabilities Act.

### g. SCENIC RESOURCES RECOMMENDATIONS

#### Historic Preservation Recommendations

1. The Absecon Historical Society has been given a home with the generous gift of the former First National Bank of Absecon site at the corner of Station Avenue and New Jersey Avenue (our "Main Street") by Leo and Margie Howlett. The building now known as "Howlett Hall" was donated to the City of Absecon with the provision that it be only used as a Historical Museum. The property will revert back to the Howlett Family if it ceases to be

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used as a museum. Currently the Absecon Historical Society has a 99 year lease with the city.

The City has been very supportive of the efforts of the Absecon Historical Society to preserve and maintain the oral and written history of the City, together with a collection of artifacts, historic documents and memorabilia, celebrating Absecon's past. The City's continued support is strongly encouraged. Renovations of Howlett Hall are near completion. As expected its use has generated additional much needed pedestrian activity downtown.

**Renovations of Howlett Hall are completed and the museum is opened on a regular basis. The Howlett Hall Museum opened for the first time on September 24, 2005. The lamp posts that first lit up the front façade of the building over ninety years ago have been reinstalled to add to the new streetscape of New Jersey Avenue. The Historical Society Museum is now open to the public almost every Saturday. The Historical Society also hosts walking tours of our historic sites. As expected its use has generated much needed additional pedestrian activity downtown.**

2. Continuous, safe sidewalks, walkways, pathways should include historic landmark plaques at historic locations and /or historic buildings to inform, educate and encourage pedestrian activity and historic tours to promote local history and culture of Absecon. Existing street identification signage should be enhanced to include former historic names and dates of the street's original creation. Example: Shore Road was previously known as the Kings Highway first constructed in 1716 over an Indian footpath. A secondary sign could include a sign that reads "Kings Highway 1716." Other early constructed roads could include similar secondary signs to inform the public and promote our historic past.
3. The City of Absecon should enact planning and zoning controls that work not only to preserve the residential architectural character of the Shore Road Corridor but also recognize the fact that there are economic development tools that will allow these structures to be preserved and maintained without placing the entire burden on the property owner themselves. The City Council should establish a Historic Preservation Commission in accordance with NJS 40:55D -107 and 108. This Historic Preservation Commission should establish goals and objectives and develop guidelines and standards to encourage the preservation of historic areas and buildings and establish a Historic Preservation Zone.

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### h. RECREATIONAL FACILITIES RECOMMENDATIONS

#### h(i). Recreation Facilities plan Recommendations

1. Vacant city owned lands adjoining Dr. J. Pitney Park should be rezoned to SPB / PK to allow for possible future expansion of Dr. J. Pitney Recreation Park.
2. Other vacant city owned lands should be rezoned to SPB / PK to allow for additional open space within the existing residential districts within reasonable walking and / or biking distances from the neighborhoods. The expansion of the bike path system, community pool and recreation center, skateboard park, bike park (BMX), street hockey, outdoor basketball courts, etc. all can be accommodated.
3. The recommendations of the Parks and Playgrounds Committee, as approved and accepted by City Council, should be incorporated within the Master Plan as part of the Recreation Facilities Plan.

At an informal meeting with members of the Parks and Playgrounds Committee future recreation needs for Absecon was discussed. Additional recreation facilities discussed included a basketball courts, street hockey court, skate board park and wall ball. Other suggestions made included up-grading the old baseball field near the former tennis courts at the eastern side of Pitney Park adjoining Pitney Road. Also, additional parking at the east side of the park was discussed.

4. Consideration should be given to the original master plan of Dr. J. Pitney Recreation Park, which included striping of the former tennis court area at Pitney Road to allow for 96 parking spaces.

**City Council authorized the removal of the paved surfaces of the tennis court and replaced area with grassed multi-purpose field.**

5. Consideration should be given to the expansion of the existing bike / pedestrian path system in Dr. J. Pitney Recreation Park and along Highland Blvd. A city-wide bike / pedestrian path system should be proposed which would provide a connection from Heritage Park to Dr. J. Pitney Recreation Park and all the parks and playgrounds through-out Absecon.
6. The redevelopment of the Franklin Avenue recreational area should be included as an integral part of the overall Recreational Facilities Plan, especially given the increasing physical separation of this section of the City due to the White Horse Pike road improvements.

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### h(ii). Community Facilities Plan Recommendations

1. City-owned property, such as former Absecon Swim Club, should be rezoned to SPK / PK for future recreational use for Absecon Shore residents.
2. The City should formally express their concern to the NJDOT and State government as to the impact of the dividing barrier on the ability for the public safety officials to respond to the needs of the Absecon residents, as well as those using Route 30.
3. The City should support the efforts of the VFW Ambulance Squad to improve and maintain their response times by keeping the service road to the rear of the VFW hall maintained and paved to allow alternate access to Route 9 and Mill Road.
4. In the long term, the Ambulance Squad should determine the feasibility of relocating their building to the north side of the White Horse Pike to be more accessible to the volunteer members. Consideration should be given to the proposal offered in 2003 to locate a new Ambulance Squad building on the site of the existing Fire House.

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### B. HOUSING PLAN ELEMENT - AFFORDABLE HOUSING PLAN IMPLEMENTATION 2005-to date

The City will meet its need for low- and moderate-income housing as determined by COAH through the use of the following methods:

1. Affordability Guidelines: Guidelines for low- and moderate-income housing have been set forth in Section 224-194 of Absecon's Developmental Ordinance, as adopted in 1993.
2. Rehabilitation: The City will pursue grant applications with the designated housing or redevelopment authority for rehabilitation of existing housing units. Rehabilitation will have no cost minimums, but will only be available to those meeting the Affordability Criteria. However, rehabilitation must address at least one major code deficiency or problem.
3. Inclusionary Housing: Approvals granted in the Residential - Fair Share (R-FS) District provided for 38 units of low- and moderate-income housing in the Crossings multi-family project.
4. Age-Restricted Housing: The Planned Senior Citizens Community (PSCC) District was designated to address elderly housing needs, as well as the provision of low- and moderate-income housing. Approvals have been granted for 108 age-restricted units in the Woodlands project. Ten percent of these units are required to meet the Affordability Criteria. Additional undeveloped land is available in this District which has the potential to contribute 15 to 20 affordable units under the 10% Inclusionary requirement.

The Train Station Overlay District adopted as part of Ordinance 23-2007 provides for the inclusion of up to 25% affordable housing in a mixed use commercial/residential development in the Train Station Overlay District.

On July 23, 2013 the Absecon Planning Board adopted the Housing Element and Fair Share Plan (HEFSP) portion of the Master Plan.

On December 19, 2013, the City adopted a resolution authorizing the execution of an agreement settling a builder's remedy litigation. Agreement included proposed affordable housing ordinances.

On January 14, 2014 the Absecon Planning Board Adopted the Land Use Plan Element (LUPE) portion of the Master Plan.

See Table III – 1 below.

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**Table III -1 - List of Ordinances / Resolutions Relating to Affordable Housing**

Item No.	Description	Date
Res. 02-2013	Authorization of Agreement Settling Litigation Between AB Visions and City (Appendix A in HE&FSP)	12/19/13
Res. NO#	Planning Board Adoption of Inclusionary Village Development Zone	01/14/14
Res. 01-2014	Planning Board Adopting Amended Housing Element & Fair Share Plan (HE&FSP)	01/14/14
Res. 01-2014	Planning Board Adopting Land Use Plan Element	01/14/14
Res. 79-2014	Sensible Approach to Affordable Housing	03/27/14
Ord. 09-2014	Multi-Unit Rental Development District (MURD)	04/17/14
Ord. 02-2014	Inclusionary Village Development Zone (IVD)	05/15/14
Ord. 11-2014	Special Needs Housing Development District (SNHD) <b>(NEVER ADOPTED BY COUNCIL)</b>	08/07/14
Ord. 20-2014	Affordable Housing (Appendix R in HE&FSP)	11/06/14
Ord.	Train Station Overlay Amendment (Appendix T in HE&FSP) <b>(NEVER INTRODUCED)</b>	

### ACTION TIMELINE - Master Plan / Affordable Housing Documents

05/23/06	PB Adopted 2005 Reexamination of Master Plan
11/22/11	PB Reviewed and discussed proposed 2011 Reexamination of Master Plan
12/13/11	PB Reviewed and discussed proposed 2011 Reexamination of Master Plan
01/10/12	PB Held Public Hearing on 2011 Reexamination of Master Plan <b>(Never Adopted)</b>
07/23/13	PB Adopted Housing Element and Fair Share Plan
12/19/13	PB & Council approved Settlement Agreement between Visions and City.
01/14/14	PB Adopted Amendment to Housing Element and Fair Share Plan
01/14/14	PB Adopted Land Use Element of the Master Plan

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### Section IV - Changes in Assumptions, Policies and Objectives

NJSA 40:55D-89c of MLUL provides that the reexamination report shall review:

*The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.*

The following are noted changes in Absecon since the last review of the Master Plan:

#### A. CHANGES IN POPULATION

The total population of Absecon has increased 9.67% in the last 14 years (or an increase of 0.7% on average each year). There was a slight decrease in population from 2010 to 2014. See table below for more detail:

**Table IV-1 - Absecon Population Comparison – 2000 – 2010/2014**

	2000	2010	2014	Change	Percentage Change
Total Population	7,638	8,411	8,376	738	9.67%* -0.004**

\*9.67% Increase in population from 2000 to 2014.

\*\* - 0.004 decrease from 2010 to 2014

#### B. REDUCTION IN ENROLLMENT IN THE ABSECON SCHOOLS

In 2005 the Planning Board performed the re-examination of the 1993 Master Plan and expressed concern regarding the potential for increased enrollment into our school system and the increasing costs. The recommendations to rezone existing residential districts to allow for the expansion of Pitney Park, the rezoning of Memorial Park to commercial and the aged restricted overlay zones all were thought to help reduce the number of school age children and in turn reduce education costs. Since 2005 school enrollment is down while the cost of maintaining the under-utilized school facility continues to increase.

According to local statistics Absecon School enrollment has decreased 25.8% since 1977. See table below for details.

**Table IV-2 - Historic School Enrollment Comparison - 1977 - 2016**

DESCRIPTION	1977	2016	CHANGE	% CHANGE
SCHOOL ENROLLMENT				
ELEMENTARY SCHOOL (K-8)	1031	825	-206	-19.3%
HIGH SCHOOL (9-12)	422	253	-169	-40%
SCHOOL ENROLLMENT totals	1453	1078	-375	-25.8%

Source: 1977 Master Plan, Absecon Schools for 2016 data

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According to local statistics, school enrollment (K to 12) decreased 20.4% from 2000 to 2016. See table below for details.

**Table IV-3 - School Enrollment Comparison - 2000 - 2016**

DESCRIPTION	2000	2016	CHANGE	% CHANGE
<b>SCHOOL ENROLLMENT</b>				
ELEMENTARY SCHOOL (K-8)	1037	825	-212	-20.4%
HIGH SCHOOL (9-12)	366	253	-113	-30.8%
SCHOOL ENROLLMENT totals	1403	1078	-325	-23.2%

Source: US Census 2010

According to the US Census (2010) and local statistics (2016), school enrollment (K to 12) decreased 15.4% from 2010 to 2016. See table below for details.

**Table IV-4 - School Enrollment (K to 12) Comparison - 2010 - 2016**

DESCRIPTION	2010	2016	CHANGE	% CHANGE
<b>SCHOOL ENROLLMENT</b>				
ELEMENTARY SCHOOL (K-8)	939	825	-114	-12.14%
HIGH SCHOOL (9-12)	335	253	-82	-24.5%
SCHOOL ENROLLMENT totals	1274	1078	-196	-15.4%

Source: US Census (2010), Absecon Schools (2016)

Total school enrollment has decreased by 375 students since 1977, by 325 students from 2000 to 2016, and by 196 students since 2010. The reason for lower school enrollment in Absecon and across the State is that New Jersey has been experiencing a steady decline in the number of households with children living at home. After peaking in the 1980's when 50% of households had children living at home, present day demographic statistics indicate a decline to only 35%.

The result is that 65% of present day New Jersey households have no children living at home. In Absecon approximately 70% of the households do not have school age children.

It is also important to note that demographers project this trend to continue going forward as approximately 85% of future net household formation is expected to be childless according the Brookings Institute in Washington DC. As a result, the number of households with children is expected to be far fewer than previously, declining to a 25% share of all households in the future.

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According to local statistics, school enrollment (K to 8) decreased 8.6% from 2005 to 2016. See table below.

**Table IV-5 – Absecon School Enrollment (K to 8) Comparison - 2005 - 2016**

Facility	Approx. Number of Students		Difference	Percent Difference
	2005	2016		
Absecon Schools	903	825	-78	-8.6%

Source: Absecon Schools

### **Functional Capacity/Physical Capacity of Absecon School Facility (K to 8)**

According to an inventory of the Absecon Schools complex there are 46 regular classrooms and 15 smaller classrooms. The remaining classrooms consist of art rooms, music rooms, computer labs, library, gyms, etc. in the 213+/- room complex.

According to Absecon Schools, the physical capacity of each regular classroom is approximately 26 students. With the 46 regular classrooms, the approximate capacity of the school is 1,196 students. In addition there are 15 smaller classrooms with an estimated capacity of 13 students per classroom or 195 additional students (1,391 total estimated physical capacity). However, the square footage of other non-classroom facilities must also be considered in a New Jersey Department of Education (NJDOE) approved Functional Capacity Analysis (FCA). There are 152 other rooms that are not included in the classroom count. According to the FCA from 2005 provided by the Absecon Board of Education, the maximum capacity is at 986. It is not known what information was provided to the NJDOE for the result to be only 986. According to the NJDOE review process, if the inventory in the FCA submission to the NJDOE includes classrooms that are allocated for other uses and labeled something other than a classroom, the functional capacity of the building would be reduced. Although requested by the author of this document, a complete copy of the FCA with the inclusion of supporting data has never been provided for review. Only a copy of the page listing the capacity of the building at 986 from 2005 was provided. The details of how they arrived at the number of 986 were not provided. An FCA should be submitted to the NJDOE if an expansion is planned. It is reasonable to assume that an updated FCA has not been prepared because Absecon Schools is not proposing a building expansion.

There are an estimated 3,455 (multi-unit / single family) dwelling units in Absecon City. With 825 students (K through 8), attending Absecon Schools, and 253 (9 through 12) that is an average of 0.312 students per dwelling (or 1,078 students / 3,455 units).

With available capacity for more elementary students (K through 8) and new students projected ratio per unit, it is reasonable to expect to have only a slight increase in the classroom sizes and a small additional education cost for materials to taxpayers for the increase in elementary and middle school students. The existing elementary and middle school facility has a fixed cost (such as operating costs for school facilities) to operate to meet State requirements for the education of 825 children.

With the physical capacity at 1,391, and existing enrollment of 825, it appears that the existing school complex is underutilized and there is an available capacity for additional students generated by future housing developments. See Appendices attached.

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### Number of Students per Dwelling Unit Comparison.

In 1977 there was an average of one student for every 1.09 dwelling units in Absecon. Today there is an average of one student for every 3.22 dwelling units in Absecon. This represents a substantial reduction in school enrollment when compared to dwelling units in Absecon since 1977. See Table Below.

**Table IV-6 - Number of Students per Dwelling Unit Comparison.**

DESCRIPTION	1977	1999	2005	2011	2016
Number of Dwelling Units	1,585	2,800	3,030	3,266	3,455
Number of Students (K-12)	1,453	1,253	1,242	1,147	1,078
Average Number of Students per Dwelling Unit	0.91	0.45	0.40	0.35	0.31
Average Number of Dwelling Units per Student	1.09	2.23	2.44	2.85	3.22

### School Tax Levy Increase

The school tax levy has increased 27.7% over last ten years (or an average of 2.8% each year). See below. With the reduction in school enrollment and increase in costs the approximate annual per student cost in 2005 has increased from \$6,959.00 to \$10,273.00 in 2016.

**Table IV-7 - School Tax Levy Comparison – 2005 - 2016**

School District Budget	2004 - 2005	2015 - 2016	Difference	
Tax Levy – I	\$8,642,940.00	11,033,884.00	\$2,390,944.00	27.7 %

Source: Absecon Tax Office

### C. INCREASE IN THE MEDIAN INCOME

The Median Household Income in Absecon has decreased 12.3% (or an average of 2.05 % each year). See table below.

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**Table IV-8 - Household Income Comparison**

DESCRIPTION	2010	2016	CHANGE	% CHANGE	PERCENT (2016)
<b>INCOME (HOUSEHOLDS)</b>					
LESS THAN \$10,000	85	65	-20	-23.5%	1.9%
\$10,000 TO \$14,999	246	30	216	87.8%	0.9%
\$15,000 TO \$24,999	163	239	76	46.6%	7.4%
\$25,000 TO \$34,999	179	453	274	153%	14%
\$35,000 TO \$44,999	354	503	149	42%	15.5%
\$50,000 TO \$74,999	612	720	108	17.6%	22%
\$75,000 TO \$99,999	635	460	-175	-27.6%	14%
\$100,000 TO \$149,999	611	383	-228	-37.3%	11.8%
\$150,000 TO \$199,999	144	215	71	-49.3%	6.6%
\$200,000 OR MORE	38	179	141	371%	5.5%
	3067	3247			
<b>Median Household Income</b>	<b>69,782</b>	<b>61,199</b>	<b>8,583</b>	<b>-12.3%</b>	

Source: US Census Bureau

### D. REDUCTION IN CONSTRUCTION IN ABSECON

In the last ten (10) years commercial development increased with eight (8) new commercial sites. Hotel / Motel unit construction declined by 60%. Single family construction declined by 66% and townhouse/apartment/condo construction increased by 50%. The 50% increase in townhouse/apartment/condo includes units at Bel-Air Lakes, Absecon Gardens, AB Visions and Oyster Bay. See table below.

**Table IV-9 - Absecon Construction Comparison - 2005 -2015**

UNIT TYPE	1999-2005	2006-2015	DIFFERENCE	% CHANGE
COMMERCIAL UNITS	6	14	+8	133% INCREASE
MOTEL/HOTEL UNITS	93	37	-56	60 % DECREASE
SINGLE FAMILY DWELLINGS	103	35	-68	66% DECREASE
TOWNHOUSES/ APARTMENTS/CONDOS	142	213	+71	50% INCREASE

Source: Absecon Construction Office

According to the Absecon City Construction Office, since the 2005 Master Plan review, approximately 248 new residential units have been built along with 14 commercial units. See Table IV-9.

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Since adoption of the age-restricted housing ordinance in 2000, three (3) age-restricted housing projects have received development approvals:

*"Visions at the Shore"* has constructed only 42 of the approved 369 age-restricted units. Of the 42 units constructed, only 17 sold. As part of the settlement of the "builders remedy lawsuit", an additional 400 units was approved for a total of 442 rental units at the site. Only 25% of the units are now age-restricted. This development is included in the Housing Element & Fair Share Housing Plan adopted 01/14/2014 in the newly created IVD zone which includes 15% affordable rental units.

*"Bel-Aire Lakes"* 125 units have been constructed and sold. Resales of the age-restricted townhouses have been slow to nonexistent.

*"Absecon Gardens" (Formerly Pinnacle Club)* was granted amended site plan approval which included the conversion of 85 age-restricted units to 74 all-age units with fifteen (15) affordable units and subsequently another amended site was granted reducing the unit count to 58 units with twelve (12) affordable units pursuant to Chapter 82, NJSA 45:22A-46.3 et seq. (The Conversion Law). The 12 affordable units are included in the Housing Element & Fair Share Plan inventory of affordable units.

*"Clayton Mill Run"* – A 72 unit affordable rental housing community is under construction as the result of the settlement of the "builders remedy lawsuit". This development is included in the Housing Element & Fair Share Housing Plan adopted 01/14/2014 in the newly created MURD zone which includes 100% affordable rental units.

### **E. INCREASE IN HOUSING UNITS**

According to City records and the 2010 US Census there are approximately 3,400 dwelling units. This includes multi-family units. Municipal records show that there are approximately 655 multi-family units and 2,745 single family dwellings on approximately 1,330 acres of land situated in the single family R1, R2, and R3 districts. This 1,330 acres includes approximately 109 acres of vacant wooded land owned by the City of Absecon.

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### Aging Housing Stock

Table IV-10, Housing Units by Age, illustrates the age of the City's housing stock. Almost 60% of the existing housing stock was constructed before 1970.

**Table IV- 10 - Housing Units by Age, 2006-2010.**

Year Built	Total Units	Percent
2005 or later	228	6.7%
2000 - 2004	114	3.4%
1990 - 1999	339	10.0%
1980 - 1989	401	11.8%
1970 - 1979	385	11.3%
<b>1960 - 1969</b>	<b>571</b>	<b>16.8%</b>
<b>1950 - 1959</b>	<b>702</b>	<b>20.6%</b>
<b>1940-1949</b>	<b>200</b>	<b>5.9%</b>
<b>Before 1939</b>	<b>460</b>	<b>13.5%</b>
Total	3,400	100%

Source: 2006-2010 American Community Survey 5-Year Estimates

The total number of housing units of all types have increased 6% (or an average increase of 1% per year).

**Table IV-11 – Absecon Housing Comparison – 2010 – 2016**

DESCRIPTION	2010	2016	CHANGE 2010-2016	% CHANGE 2010 -2016
HOUSING UNITS	3,266	3,463	+197	+6

Source: US Census Bureau

The number of vacant units increased from 4.4% to 6.1% (or an average of 0.61% per year). The number of renter occupied units decreased from 13.9% to 13%.

**Table IV-12 – Absecon Housing Comparison – Occupied/Vacant– 2000 - 2010**

DESCRIPTION	2000	% 2000	2010	% 2010	% CHANGE 2000-2010
OCCUPIED HOUSING UNITS	2,773	95.6	3,067	93.9	-1.7
VACANT UNITS	129	4.4	199	6.1	+1.7
OWNER OCCUPIED	2,371	81.7	2,638	80.9	-0.8
RENTER OCCUPIED	402	13.9	429	13	-0.9

Source: US Census Bureau

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### **F. AFFORDABLE HOUSING OBLIGATION**

#### **Status of COAH and AFFORDABLE HOUSING**

As stated previously, the 2014 Housing Plan Element and Fair Share Plan adopted July 2013 (Amended 1/14/2014), includes Absecon's 144-unit prior round obligation through existing supportive and special needs housing; an existing inclusionary development known as Absecon Gardens; a credits without controls program at the Absecon Village; a proposed 100% affordable housing development (currently under construction); and a rental project known as MiPlace with 15% affordable rental units. Any affordable units which may result from this Fair Share Plan in excess of the City's 144-unit prior cycle obligation can be applied to its unspecified third cycle obligation.

On April 12, 2012, AB Visions filed a builder's remedy lawsuit against the City. In response to the AB Visions lawsuit, the City and Planning Board authorized the preparation of the necessary elements of the Master Plan and ordinances to provide for affordable housing in Absecon.

On July 23, 2013 the Absecon Planning Board Adopted the Housing Element and Fair Share Plan (HEFSP) portion of the Master Plan.

On December 13, 2013, the City adopted a resolution authorizing the execution of an agreement settling the builder's remedy litigation. Agreement included proposed affordable housing ordinances.

On January 14, 2014, the Absecon Planning Board Adopted the Amended Housing Element and Fair Share Plan portion of the Master Plan.

The Housing Element and Fair Share Plan includes an inventory of 223 affordable housing units to satisfy the Prior Round Obligation of the City. See Table IV – 12 below. (Table IV-12 is identified as Table B in the Amended Housing Element and Fair Share Plan, dated 1/14/2014).

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**TABLE IV - 13 City of Absecon's Prior Round  
Compliance Mechanisms**

City of Absecon's Prior Round Compliance Mechanisms	Affordable Units	Prior Round Rental Bonuses	Total Units & Credits
Prior Cycle Credits (1980-1986)			
Credits Without Controls	13		13
Arc of Atlantic County: 637 Weiler	6		6
Existing Affordable Units (post 1986)			
Caring Inc: 610 Seminole	4	4	8
Community Quest: 703 Highland	4	4	8
Approved Affordable Units			
Caring Inc.: 805 Seaside (4), 640 Ohio (4); 206 Wynnewood (5)	13	8	21
Absecon Gardens	12		12
Proposed Affordable Units			
Community Quest (two sites)	24		24
Conifer	71		71
<u>AB Visions</u>	<u>60</u>		<u>60</u>
TOTAL	<u>207</u>	16	<u>223</u>

The following was taken from the Amended Housing Element and Fair Share Plan, dated 1/14/2014 below:

"In accordance with rulings rendered by Judge Isman on August 3, 2012, the City's plan should be limited to addressing the municipality's rehabilitation share and prior round obligation at this time. However, any affordable units which may result from this Fair Share Plan Amendment in excess of the City's 144-unit prior cycle obligation can be applied to its unspecified third cycle obligation."

A Report entitled "New Jersey Affordable Housing Need and Obligations for 1999-2025 Calculated using the NJ COAH Prior Round (1987-1999) Methodology" was prepared by David N. Kinsey, PhD, FAICP, PP dated July 2015 for the **Fair Share Housing Center**.

A Report entitled "New Jersey Low and Moderate Income Housing Obligations" was prepared by Peter A. Angellides, PhD, AICP dated December 30, 2015 for the **NJ League of Municipalities**.

The Fair Share Housing Center report concluded that Absecon City's obligation for the Prior Rounds are 144 units, 61 units as present need (2010), and 239 units as the Third Round Net Prospective Need (1999- 2015). (Estimated total: 444).

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The NJ League of Municipalities report concluded that Absecon City's obligation for the Prior Rounds is 144 units, the capped Present Need is 39 units, with the Initial Summary Obligation of 183.

It appears that Absecon has met the Prior Round Obligation of 144 units and excess 79 units can be applied to its future third cycle obligation.

**The litigation regarding the affordable housing need and the obligation of each municipality continues between the Fair Share Housing Center and NJ League of Municipalities. Absecon City's actual Third Round Obligation is yet to be determined.**

### **G. Economic Downturn of the Atlantic City Casino Industry.**

Forces beyond Absecon's borders have greatly impacted Absecon local businesses. **Thirty eight** (38) casinos (and counting) are now within a reasonable driving distance of Atlantic City. Thousands of tourists no longer come to Atlantic County. With the loss of regional visitors to the area, regional jobs have been lost as well. Many regional residents, including Absecon have relocated closer to new employment out of state.

In 2015 Atlantic County government, with input and support of key community stakeholders, the project steering committee, Atlantic County staff, and Angelou Economics, prepared the Atlantic County Economic Development Strategy and Action Plan, dated September 24, 2015. The document identifies several potential growth areas: aerospace and aviation, life sciences (climate change, ecotourism, fisheries, vineyards), tourism, specialty manufacturing, entrepreneurial business services, etc. Potential growth areas for eastern Atlantic County and Absecon include: Stockton University, FAA Technical Center, NextGen, Atlantic City tourism, and ecotourism.

The plan referenced above was previously reviewed. The recommendations offered in the document to local governments include the following:

- **Waive property taxes** for technology startups for 5 years (best practice: "Start Up New York" program)
- **Waive property taxes** for co-space companies for 5 years
- Allow public pension funds to voluntarily invest up to ½% of assets in high risk ventures (startups)
- **Consider property tax abatement** on new equipment for modernization of aging manufacturing facilities
- **Waive property tax** for façade improvements in downtown districts
- Establish minimum up keep standards for unoccupied or vacated properties in downtown districts
- Develop Wi-Fi infrastructure in downtown districts and entrepreneur gathering places
- Allow live-work zoning in entrepreneurial zones
- Establish minimum regional incentive package guidelines
- Closely monitor discussions of legislation that would allow a casino elsewhere in the state to ensure if it gets on the ballot it includes wording that guarantees constitutionally that a portion of the state tax on any new casino will be dedicated exclusively to economic development projects in Atlantic County.

It appears that many of the suggested solutions are the current taxpayers subsidizing the development through the waiver of taxes or tax abatements.

For the entire document go to: <http://www.atlanticcountyimprovementauthority.org/pdf/Atlantic-County-SR-Final-092115.pdf>

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### H. Economic Downturn Impact on Absecon's Downtown Business District.

Every year the percentage of retail purchases on the internet and in discount stores climb due to lower cost for the consumer. Younger people are moving towards a life style that allows them not to rely on the automobile. They want to live close to work and commercial areas. The public has voiced concern and commented that government officials should save the small traditional retail stores. The advancements in technology have changed the way we live, work and play. It is no longer necessary to make purchases at "brick and mortar" stores or to perform work duties in an office building. It is important to promote existing businesses while recognizing the advancements in technology requires the small traditional retail establishments to change with the times. Market demand suggests that any business that can offer quality, convenience at a good price will survive. Merchants can increase their market share by offering goods and services the public wants in the physical store front and via smartphones.

The types of commercial establishments that are surviving the changing trends have changed. There are different categories of retail uses. They are: **Convenience retail, Specialty retail, and Comparable retail.** Examples of **Convenience retail** include: Wawa, fast food restaurants, pizza parlors, dry cleaners, etc.

Examples of existing **Specialty retail** include: Hometown Variety Picture Framing, Charlie's Shoe Repair, Minos bakery, etc. Examples of new specialty establishments that should be encouraged are: antique shops, novelty shops, bait and tackle shops, cafés, breweries, distilleries and similar uses.

**Comparable retail** are establishments that sell the same or similar products for different prices. Customers shop price, purchase the item for the lowest price or purchase the item online after comparing prices. Examples of comparable retail include: Kohls, Target, Walmart, Sears, Kmart, TJ Max, etc. There is a glut of comparable retail uses. Comparable retail space has expanded well beyond the increase of per capita income in recent years.

A major new **convenience retail** is planned for Absecon. There has been a renewed interest in the former municipal recreation park formerly known as Memorial Field which is bounded by New Jersey Avenue to the north, White Horse Pike to the south and between New Road and Michigan Avenue. In the last year at least two developers have shown interest. The property was re-zoned commercial in 2002 to permit mixed commercial uses on the site. The purpose of Ordinance 8 – 2002 was to allow for a wide variety of commercial uses on the subject property. Absecon City was in the process of offering the property for sale on the open market and wanted to provide for an expanded opportunity for future development, thus increasing the value of the land and hopefully the sale price. The Absecon Developmental Ordinance encourages store fronts along New Jersey Avenue as well as along Absecon Boulevard (Route 30). In 2008 the applicant was granted approval for a mixed use neighborhood commercial center to include retail and office uses. The development was designed to "front" on both New Jersey Avenue and Absecon Boulevard (Route 30). A "center entrance driveway" was proposed with the large existing Ohio buckeye tree in the center of the site being preserved as a focal point. As recommended, the applicant relocated proposed buildings to allow for the preservation of the large Ohio buckeye tree in the center of the site as requested. The prior approval, which is still valid today, consisted of the following: mixed use commercial development consisting of six separate buildings on the site with a

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"center entrance drive." The development was proposed in three separate phases. Phase I A - three retail buildings and a drive-thru bank building. Retail building A is 16,554 net sq. ft; retail building B is 9,000 net sq. ft; retail C is 4,600 net sq. ft. with a drive-through coffee shop; and a drive-through bank. Phase I B - 12,800 sq. ft. office building. Phase II - 14,820 stand-alone retail building with a prescription drive-thru.

In 2014 a developer had requested a minor subdivision to separate a portion of the parcel between the fire house and the center entrance driveway. This was for a convenience store / gas station use which brand name was to be revealed at a later date. The subdivision was approved but the developer never perfected the approval by filing the minor subdivision with the Atlantic County Clerk's Office as required.

In 2015 a developer expressed interest in the site for a convenience store / gas station use along with a desire to include the adjoining fire house site in the project area. The proposal was to replace the old fire house with a new fire house at the corner of Michigan Avenue and New Jersey Avenue in trade for the existing fire house site on Route 9. It was recommended at that time that the developer reach-out to the Fire Department to present a proposal.

Again, earlier this year, another developer has expressed interest in the site for a convenience store / gas station use along with a desire to include the adjoining fire house site in the project area. The latest developer is in the process of negotiating with the Fire Department.

### **I. Phase 1 of the State Highway Route 30 Project was completed.**

After more than ten years of planning the NJDOT started Phase 1 of the State Highway Route 30 improvements. The six lane divided highway was completed through Absecon in 2004. **Phase 2 as promised by NJDOT was to include the construction of a west bound access road along the rear of lots fronting on the south side of State Highway Route 30. This access road was to provide for a secondary access for loading and unloading for commercial establishments along US Route 30, provide for public safety and help relieve traffic congestion.**

### **J. Recreation Facilities**

In addition to the recreation fields provided by the City, Absecon Schools and Holy Spirit High School, Absecon is fortunate to have vast conservation lands consisting 1,077 acres of open water and 1,400 acres of State regulated freshwater wetlands and coastal wetlands. This natural open space provides for many water related activities. It is used by boaters with all types of watercraft: pleasure boats, jetskis, fishing boats, etc. Bayman, fisherman, hunters enjoy fishing, clamming, crabbing, hunting, etc. The general public enjoy bird watching, swimming, water skiing, canoeing, etc.

As recommended in the 1999 reexamination the former recreation fields on State Highway Route 30 (Memorial Field) were rezoned commercial and sold at the appraised value. (The sale to Fox Chase Bank and a portion to the NJDOT netted almost two million dollars). The sale of Memorial Field, which was encumbered by Green Acres, required all proceeds from the sale to be used for new recreation facilities. Also, as recommended by the 1999 reexamination, a portion of the R 2 Residential District was rezoned Schools and Public Buildings / Park (SPB / PK). This allowed for the expansion

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of Pitney Park to include approximately 103 acres of contiguous public land to be used for recreation. The new Dr. J. Pitney Recreation Park (Pitney Park) was paid with the funds from the sale of Memorial Field. The City of Absecon is fortunate to now to have Pitney Park in the heart of our residential district. The recreation facilities added to Pitney Park included a new soccer field; football field; field house / concession stand; two more tennis courts; a baseball field; two practice baseball fields; parking areas; bike/jogging path and a batting cage. In addition to the above, the Field of Dreams of South Jersey was permitted to convert one of the practice baseball fields into a barrier free baseball infield with a concession stand and restrooms.

Table IV-2 -Illustrates that Recreation areas in Absecon include 2 football fields, 2 soccer fields, 9 baseball fields, 4 tennis courts, 2 tot lots and a boat ramp.

**Table IV- 14-. Existing Recreation Facilities.**

Description /Type	Quantity
Football Field (Pitney Park)	1
Football Field (HSHS)	1
Soccer Field (Pitney Park)	2
Soccer Field (Absecon School)	1
Baseball Field (Pitney Park)	6
Baseball Field (Absecon School)	2
Baseball Field (Franklin Blvd.)	1
Tennis Court (Pitney Park)	2
Tennis Court (HSHS)	2
Boat Ramp (Faunce Landing)	1
Tot Lot (Pitney Road)	1
Tot Lot (Franklin Blvd.)	1
Totals	21

Source: On-Site Observation

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**Table IV-15 Recreation and Open Space (ROSI) Inventory**

Table IV - 3 includes an inventory of recreation and open areas encumbered by Green Acres Program funding. The total area consists of 8 separate areas which include 36 tax lots. The former H. Ashton Marsh School site is included in the Green Acres ROSI. The **project** is now the completed Absecon Gardens multi-unit residential project. The 2.7 acre parcel must be diverted from the ROSI. This will require a value for value replacement.

Date	Site Name	Address	Block	Lot	Acres	Remarks
05/11/2016	Absecon Boat Ramp	Fourth Ave ROW			0.10	
	Emma C. Attles School		10	1	14.9	
	Senior Citizens Park		108	1	0.46	
	Heritage Park		142	4	18.15	
	H. Ashton Marsh School		161	1	2.7	NEEDS TO BE DIVERTED
	Memorial Park - Diverted		203	1.01	0	
	Franklin Blvd.		223	14	2.8	
	Pitney Road Park		29.02	2, 19, 20, 22, 23	30.57	
			30	1, 2, 3, 4		
			32	1		
			54	1, 2		
			55	1, 2, 3		
			60	1, 2		
			61	1		
			62	1		
			72	4, 5, 6, 16, 17, 18, 19, 20, 21, 22, 23		
					69.27	TOTAL

ROSI Inventory – Green Acres Program Open Space Database - <http://www.state.nj.us/cgi-bin/dep/greenacres/facproc.pl>

It should be noted that the inventory of Parks and Recreation is actually 117.56 Acres. Although not listed in the ROSI, all Park lands are actually encumbered by the Green Acres Funding Program.

Table V-3 Illustrates that Absecon City Recreation area, Public Building area and open space encompasses approximately 2,640.22 acres which is approximately 57% of the 4,627 acres of Absecon.

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**Table IV-16 - Recreation Area / Open Space.**

Description /Type	Approximate Area in Acres
Open Water	1,077
Wetlands	1,400
Recreation Fields / Parks	117.56
Public Buildings	45.66
Totals	2,640.22

Table V-4, Illustrates that an average of 10 acres of recreation facilities per 1,000 population is recommended by the National Recreation Association.

**Table IV – 17 - City Recreation Area Standards**

Type of Recreation Area	Standards in Acres Per 1,000 Population
	National Recreation Association.
(Active rec.)	(in acres)
Playgrounds	1.25
Playfields	1.25
(Total active rec.)	2.50
(Passive rec.)	
Minor parks	2.50
Major parks	5.00
(Total passive rec.)	7.50
<b>All types of municipal recreation</b>	<b>10.00</b>

Absecon City Population: 8,411 (2010 US Census)

Recommended Area for the current Absecon City Population is 84 Acres.  
Existing Recreation / Park Area: 117.56 Acres.

According to the National Recreation Association Standards, Absecon City currently has 117.56 acres available which could accommodate a population as large as 11,700 people. It is acknowledged that the 2016 National Recreation and Park Association report states that municipalities with 20,000 in population or less has a median of 10.6 acres of park land per 1,000 residents with a low of 4.5 Acres and a high of 18.3. This is an inventory offered for comparison.

### **K. Community Facilities**

The existing community Facilities include, City Hall / Police Department on Mill Road, Public Works Department Building on Pitney Road, The Public Library on New Jersey Avenue, Howlett Hall Historical Museum on New Jersey Avenue, the Fire House on US Route 9, the Ambulance Squad Building on US Route 30, Recreation Building at Pitney Park, and numerous recreation fields listed above. To encourage economic growth in Absecon's downtown central business district, consideration should be given to the possible relocation of some community facilities to 100 block of New Jersey Avenue.

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### L. SUMMARY OF NOTABLE CHANGES

Absecon has experienced low growth. While the overall population of Absecon has increased over time, recently, the population of Absecon decreased slightly from 8,411 to 8,376 from 2010 to 2014.

Older single family dwellings continue to age. New multi-unit housing is under construction. With the increase in density with multi-unit developments currently planned and under construction to provide for affordable housing opportunities, ie: AB Visions (MiPlace) 442 units, Absecon Gardens, 58 units, Clayton Mill Run, 71 units, density is being slightly shifted and increased.

Due the economic downturn new single family residential construction has decreased substantially with single family leading the decline with a decrease of 66% while multi-unit housing increased 50%.

There has been a decrease in the school enrollment of **23.2%** between 2000 and 2016, **(School enrollment has decreased by 25.8% since 1977)** while there was an increase of **27.7%** of the School Tax Levy between 2005 and 2016.

Because of the economic downturn, substantial out-migration of the age-qualified population, their decision to age in-place and only 3% of the age-qualified population actually living in age-restricted housing, insufficient market demand exists to support construction of age-restricted housing in Absecon at this time.

The number of vacant shorefronts in Absecon's central business district along New Jersey Avenue have increased due to the decrease in population, reduction in the Atlantic City casino industry, competition of internet sales and large regional discount stores.

Circulation patterns remain unchanged. There is a reduction in traffic via State Highway 30 due to the closures of several Atlantic City Casinos causing the reduction in tourist traffic through Absecon.

The 2014 Housing Plan Element and Fair Share Plan adopted July 2013 (Amended 1/14/2014), Absecon City has addressed its 144-unit prior round obligation through existing supportive and special needs housing, an existing inclusionary development known as Absecon Gardens, a credits without controls program at the Absecon Village, a proposed (currently under construction 100% affordable housing development, a rental project known as MiPlace with 15% affordable rental units. Any affordable units which may result from this Fair Share Plan in excess of the City's 144-unit prior cycle obligation can be applied to its unspecified third cycle obligation.

Absecon City is fortunate to have a large portion of the city that consists of state regulated open water, freshwater wetlands [which include forested areas](#) and coastal wetlands. All protected by NJDEP rules and regulations.

Absecon City has established a Green Team Advisory Committee. Their mission is to encourage the people and institutions of Absecon to cooperatively adopt fundamental

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principles of sustainability and sustainable development, and to develop policies and practices that fulfill those principles. Their Goals include: 1. Achieve sustainability through sustainable development by utilizing the triple bottom line approach. Where the economy, society, and environment meet sustainability is achieved. 2. Identify existing initiatives and programs that the community is already doing that support sustainability. 3. To pursue initiatives that will encourage residents and businesses within Absecon to take steps toward energy efficiency and conservation and to develop sustainable practices. 4. Perform a municipal carbon footprint. 5. To attain Sustainable Jersey Certification.

Absecon City has a recycling ordinance: Chapter 300. SOLID WASTE, Article III. This ordinance establishes the recycling program which includes separation and placement for disposal of all materials for all residential and commercial developments.

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### Section V - Recommended Changes

NJSA 40:55D-89d of MLUL provides that the reexamination report shall review:

*The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.*

The sections above state changes in the objectives and problems facing the City of Absecon, as well as changes in state and federal law affecting various elements of the Master Plan and Land Development Ordinance of the City of Absecon. In response to these changes in objectives and problems and changes in laws and policies impacting the City, the following changes are recommended in the Master Plan and the Land Use and Development Ordinance.

#### **New Jersey State Development and Redevelopment Plan**

The Absecon City Planning Board acknowledges the Changing Realities described in the Section V of the State Plan and agree with the State Strategic Plan. The Train Station Area Overlay District with mixed uses, i.e., pedestrian oriented commercial uses with residential units above, within walking distance of the train station recommended by the 2005 Master Plan and implemented by Ordinance 23 of 2007 does have the potential for success according to the most recent American Community Survey prepared by the US Census Bureau. In that survey 64% of college-educated 25- to 34-year-olds looked for a job after they chose the city where they wanted to live, assigning preference to more urban, walkable communities with a variety of activities, amenities, and housing options.

The Absecon City Planning Board continues to recognize the need to embrace the State Plan goals and design recommendations to help balance land use, transportation and open space interests in an environmentally sensitive manner.

**Refer to Appendix H for a summary of the State Plan**

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### Summary of the 2016 Reexamination Recommendations

The following is a summary of the Planning Board's 2016 recommendations:

#### A. RESIDENTIAL DEVELOPMENT

Changing Demographics in the updated State Plan, dated October 10, 2011, state that 64% of college educated 25 – 34 year olds preferred a more urban, walkable community. This generation now outnumber the baby boom generation.

The Absecon City Planning Board acknowledges the reduction in school enrollment and the need to encourage single family residential housing, mix all-age residential and commercial uses to increase tax rates and school age children.

1. The City should adopt land use policies that maintain and preserve existing single family neighborhoods.
2. Promote development in the Train Station Overlay Area and consider the possible future sale of City owned lands to help encourage population growth (and in-turn commercial growth). The land is expected to stay in its present state pending a possible future evaluation by the City of either (1) the City's need for revenue from a sale and the reasonable ability to sell in whole or in part to a developer at an attractive price or (2) the future need of the City for additional active or passive recreation facilities and the availability of funding. It is understood that that any consideration to sell City land would be made carefully and at the appropriate time as determined by City Council.

It is acknowledged that there is no current market demand for multi-use development as permitted in the Train Station Overlay Area. It is also acknowledged that there is no current market demand for new single family homes in the R 2 District.

New development/redevelopment may accomplish several things:

Help balance the multi-unit growth necessary to provide for affordable housing;

Encourage new housing growth;

Encourage rehabilitation of our aging single family housing stock.

The increased population will increase opportunity for commercial growth. The rehabilitation of the older housing stock will increase the values of the real estate. The increased housing units with the increase in rates will help offset the fixed cost of the underutilized classrooms in Absecon Schools.

The following is offered as examples of the impact of the increase of residential housing on Absecon's school system. The first example is the MiPlace at the Shore multi-unit development currently under construction. The second example is the possible potential impact of developing the City owned vacant lands currently zoned R-2 Single Family.

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### Example 1- MiPlace at the Shore

MiPlace is approved for 442 units total. Of the 442 units, Five (5) are three (3) bedroom units, 224 units are two (2) bedroom units and 213 are one (1) bedroom units. A total of 99 units are age-restricted. A total of 60 units are affordable including 36 of the age-restricted units. Based on Absecon school statistics for existing multi-unit developments an estimated 95<sup>(1)</sup> students will be generated. Of the 95 students, an estimated 30 will be high school students.

The estimated projected education cost for MiPlace is as follows:

#### High School:

30 students @ \$7,579.81<sup>(3)</sup> \$227,394.30

#### Elementary School:

65 students @ \$773.<sup>(2)</sup> each. = \$ 50,245.00

Estimated High School / Elementary costs: \$277,639.30

The projected assessed value of the 442 units at MiPlace is approximately \$45,319,900<sup>(4)</sup>

Using the tax rate of 3.176 the estimated revenue is \$1,439,360.02.

Tax School Tax is 51% of the total revenue, or \$734,073.61.

**\$734,073.61 School taxes, less \$277,639.30 in School expenses = \$ 456,434.31**  
estimated additional taxes collected.

- B. See "Appendix M – Projected Student Generation".
- C. From Richard Reading Fiscal Impact Analysis dated 12/13/2013 provided to the City at the time the agreement to settle the Mt. Laurel lawsuit. The low cost is due to the fixed cost for the underutilized facilities.
- D. See "Appendix J -Number of Absecon High School Students - Costs 2016 / 2017
- E. Existing 42 units assessed at \$3,702,500.00. Proposed 400 units estimated at \$41,617,400. Based on Richard Reading Fiscal Impact Analysis dated 12/13/2013.

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### Example 2- City Owned 82 acres including six separate sites.

The potential number of single family building lots is 182 (see table below). It is anticipated each single family dwelling will have 3 bedrooms. Based on Absecon school statistics for existing single family homes will generate an estimated 59<sup>(1)</sup> students. Of the 59 students, an estimated 13 will be high school students.

The estimated projected education cost for the 182 single family homes is as follows:

#### High School:

13 students @ \$7,579.81 <sup>(3)</sup>	\$ 98,537.53
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#### Elementary School:

46 students @ \$773. <sup>(2)</sup> each. =	\$ 35,558.00
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Estimated High School / Elementary costs:	<u>\$134,095.53</u>
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The projected assessed value of the 182 single family homes is approximately \$250,000. each (or \$45,500,000.).

Using the tax rate of 3.176, the estimated tax revenue is \$1,445,080.

Tax School Tax is 51% of the total revenue, or \$736,990.80.

\$736,990.80 School taxes, less \$134,095.53 in School expenses = **\$ 602,895.27**  
estimated additional taxes collected.

1. See "Appendix N -- Projected Student Generation"
2. From Richard Reading Fiscal Impact Analysis dated 12/13/2013 provided to the City at the time the agreement to settle the Mt. Laurel lawsuit. The low cost is due to the fixed cost for the underutilized facilities.
3. See "Appendix J - Number of Absecon High School Students - Costs -2016 / 2017"

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Table V-1 below illustrates the possibility of the Future Single Family Developments that are available if the City offered the 6 sites consisting of approximately 82.64 acres (or less than two-tenths of 1% of the city or about 5.6% of the residential zoned land). Approximately 182 building lots could be created. The estimated lot yield is based on R2 bulk and area requirements of minimum 10,000 SF lots with areas for roadways stormwater management and preservation of wooded areas in accordance with NJ DEP CAFRA Rules. **NOTE: This recommendation taken from Section IV of the LAND USE PLAN ELEMENT OF THE MASTER PLAN as adopted by the Planning Board on 1/14/2014.**

**Table V-1 – Possible Future Single Family Developments**

CITY OWNED SITE	AREA IN ACRES	PROJECTED NUMBER OF UNITS
SITE 1 - TENTH AVE / UPLAND AVE	13.79	36
SITE 2 - UPLAND AVE / PITNEY AVE	18.72	44
SITE 3 - VERMONT AVE	13.59	33
SITE 4 - TENTH AVE / ELM AVE	16.29	29
SITE 5 - NEW YORK AVENUE	10.46	19
SITE 6 - PITNEY RD / ELBERON AVE	9.79	21
TOTALS	82.64	182

### NOTES

1. Site Areas taken from Municipal Tax Records and subject to accurate survey to confirm size.
2. Actual density subject to detailed site design and review and approval by NJDEP and other regulatory authorities having jurisdiction.
3. Sites above are all in R2 Residential District and suitable for potential development.

**See Appendix A for the locations of Proposed Residential Sites 1 through 6**

**See Appendix D for the locations of vacant lands.**

**See Appendix N for the Projected Student Generation for Sites 1 through 6.**

**See page 44 for the estimated projected education cost for the 182 single family homes.**

The potential residential build-out Absecon is not expected to increase to 11,700 people. This is based on the current zoning, developable land area available for development and the recommendation of the removal of the age-restricted zoning in HD-1 District and the Senior Citizen Housing Overlay Districts. Refer to Appendix P.

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### B. ENVIRONMENT

Given that Absecon is part of New Jersey's coastal zone, containing environmentally sensitive areas, such as the Absecon Creek Estuary, the City of Absecon should remain committed to the development and implementation of regulatory controls and design techniques that in conjunction with State and Federal programs will preserve and protect these resources. Therefore, the City of Absecon should review existing development standards and controls applicable to property adjacent to environmentally sensitive areas adjoining wetlands and the water's [intracoastal](#) waterways.

1. Encourage both the New Jersey Department of Environmental Protection and Army Corps of Engineers to maintain Absecon Creek and the adjacent intercoastal waterways by periodic dredging.
2. Encourage development of public access to and along Absecon Creek and adjoining Absecon Bay.
3. Low density residential zoning should be maintained in those residential areas adjacent to coastal and freshwater wetlands.
4. The boundary line between the Residential Zones, such as R-1 and R-2, and the Conservation-Recreation District should be examined for consistency with the existing physical conditions and follow established property lines or delineated wetlands line wherever possible.
5. Buffers or transition areas between intense development, such as commercial or industrial uses, should be maintained, consistent with NJDEP regulations.
6. Marine commercial uses along with the usual accessory uses found at marinas should be encouraged along the Absecon Creek, wherever feasible.
7. Request the support of both the NJDEP and Army Corps for the maintenance dredging of the Absecon Creek to enhance the waterfront development potential of Absecon's Marine Commercial District.
8. The City Council should establish an Environmental Commission in accordance with NJS 40:55D.
9. Absecon has many ecological resources that should be promoted as well. These ecological resources provide opportunities for ecotourism with benefits (described below). Ecotourism can mean different things to different groups. A broad definition follows: Environmentally responsible travel to natural areas, in order to enjoy and appreciate nature (and accompanying cultural features, both past and present) that promotes conservation, have a low visitor impact and provide for beneficially active socio-economic involvement of local residents. This definition meshes nicely with cultural tourism outlined above.

Absecon Creek, Absecon Bay, its many tributaries and saltwater ponds, and marshes provide habitat for important wildlife, and stunning views. The Absecon Creek marshes, creeks, and ponds, easily viewable from East Faunce Landing Road and the Absecon Creek Boat Ramp area, provide habitat for Black

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Skimmers, Glossy Ibises, and Ospreys. More avid birders might appreciate that these same areas provide foraging habitat for the State endangered Least Tern and Black-Crowned Night Heron. These and other areas also provide opportunities for canoeing, kayaking, and other low-impact estuarine recreation.

### What is the value of cultural / eco tourism?

Cultural tourism is an industry that merges the human resources of the cultural community (such as the Absecon Historical Society, and historic preservation organizations) with those of travel and tourism industry (such as tourism bureaus, airlines, travel agents, auto leasing, hotels, and entertainment) and the representatives of the business community (such as ABCD, Corp. Inc.) Its purpose is to bring more visitors to cultural and historic sites in the area. Cultural tourism is based on the premise that a place with an interesting history will attract people curious to learn more about its past through visits to museums and historic sites. Many places have successfully marketed cultural and historic sites to tourists for years. According to Louis Harris survey for *Travel and Leisure Magazine*, more than 80% of frequent personal travelers give high marks to visiting cultural, archaeological, and historical sites. According to the survey, these tourists typically have a profile that includes high levels of both education and income.

The City has developed a new streetscape plan to upgrade Absecon's "Main Street." It is understood that the a program is being considered to encourage facade enhancements along New Jersey Avenue from Station Avenue to School Street. The project will also extend along Station Avenue to the NJ Transit Absecon Train Station. This is only the first step in the continued revitalization of Absecon's Downtown.

The benefits of ecotourism are very similar to those of cultural tourism. The benefits of ecotourism derive from the fact that visitors to natural sites spend money in connection with their visits (e.g., breakfast, lunch or dinner in Absecon); and those expenditures in turn generate further economic activity as the dollars are re-spent<sup>1</sup>. A 2007 NJ Department of Environmental Protection report describes the economic value of NJ's natural resources – a summary of important ecotourism-related points from the report follows. Ecotourism can draw visitors to Absecon. Spending related to ecotourism contributes to our economy by supporting businesses and employment opportunities. In New Jersey, ecotourism accounts for approximately \$3.1 billion of economic activity, which supports approximately 37,000 jobs. *This economic activity accounts directly and indirectly for a significant portion of New Jersey's Gross State Product and an estimated \$1 billion of wage and salary income to New Jerseyans.* Absecon can realize economic benefits related to our natural resources; therefore, ecotourism is an asset for Absecon to develop and promote.

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<sup>1</sup> <http://www.nj.gov/dep/dsr/naturalcap/nat-cap-1.pdf> NJDEP. 2007. Valuing New Jersey's Natural Capital: an assessment of the economic value of the State's natural resources. 53 pp.

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### C. FLOOD PROTECTION

1. The National Flood Insurance Program (NFIP) Community Rating System (CRS) is a voluntary program that rewards a community-centered approach to reducing flood hazards that also protects the natural and beneficial functions of a community's floodprone lands. Under a system of credit points based on the effectiveness of flood loss reduction techniques and protection of natural floodplain functions, a CRS-participating community obtains a CRS Class "rating." CRS discounts on flood insurance premiums range from 5% up to 45%. Those discounts provide an incentive for new flood protection activities that can help save lives and property in the event of a flood. Absecon is currently a Class 8 community which carries a 10% discount for homes within the Special Flood Hazard Area (SFHA), and a 5% discount for homes not within the SFHA. Continued participation and progression in the program is strongly recommended to reduce flood loss and to obtain larger discounts on flood insurance premiums.

### D. ECONOMIC DEVELOPMENT

The following recommendations are made to encourage commercial growth to commercial ratables to help reduce the tax burden on the residents. In turn, the lower tax rates for dwellings will increase the marketability of the dwellings, which in turn will increase the value of the homes.

1. As recommended in the 2005 Reexamination, the City should continue to promote the redevelopment of the White Horse Pike (State Highway Route 30) corridor as a primary retail center in northeastern Atlantic County.
2. The City should consider the addition of retail uses in HD-1 Zone.
3. The City should stabilize "Main Street" (New Jersey Avenue) Absecon with a revitalization plan that includes enhancing the visual character of the district.
4. Encourage expansion of Bed and Breakfast establishments along Shore Road to compliment the newly re-opened Dr. Jonathan Pitney Bed and Breakfast [in accordance with the Bed and Breakfast Overlay Ordinance](#).
5. Examine the parking demand and supply in the Central Business District to determine the present capacity and use by workers and patrons within the District. There is a misperception that there is inadequate parking downtown. A recent inventory of available parking within a 5 minute walk of the center of downtown revealed there is an estimated 667 public and private parking spaces. It is acknowledged that there is a need to educate the merchants and public regarding the availability of parking downtown.
6. Meet with New Jersey Casino Reinvestment Development Authority and New Jersey Transit to seek funding for the advancement of the goals and objectives of the Absecon Train Station Area Plan.
7. The City should establish a public participation process linking various professional, business, and financial expertise for the express purpose of formulating a redevelopment strategy for the White Horse Pike (State Highway Route 30) corridor.

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8. The City should promote mix of residential and commercial uses in the Train Station Area Overlay, and promote mix of all-age and age restricted residential in age-restricted zone districts to increase tax ratables.
9. There is a need to revive the downtown with anchors to attract people to New Jersey Avenue. The Absecon Post Office no longer is a regional distribution center. They may be considering down-sizing. Absecon Post Office could be relocated back to the 100 block of NJ Avenue. Also our new City Hall is now 29 years old. Consideration could be given to the thought of re-locating City Hall back on New Jersey Avenue. Adopt ordinance that allows community uses permitted in SPB zone be permitted in the C-1 zone to allow the post office and city hall to be located in the Central Business District (C-1). It is acknowledged that (due to the complexity and the need to find a buyer to re-purpose the current City Hall) it is reasonable to expect that moving of City Hall may not be realized for years.
10. Property owned by the City which are uplands situate in conservation districts that adjoin residential properties and that exist for the purpose of providing buffer for the benefit of the adjoining residential properties, should be first offered to the adjoining residential properties that derive a direct benefit, at the fair market value as conservation land. In the event that no adjoining owners wish to purchase the property, it should be rezoned to permit development and sold to be placed on the tax rolls for the benefit of all tax payers. The parcels referenced above are located along the northerly side of New Jersey Avenue between Highland Blvd. and Ritz Drive.
11. All lands fronting on State Highway Route 30, all lands fronting on State Highway Route 9 South of State Highway Route 30 and all lands fronting on New Jersey Avenue presently zoned other than commercial, should be zoned commercial. Exceptions to this recommendation include lands regulated by freshwater wetlands or coastal wetland protection laws.
12. Existing property owners along New Jersey Avenue have shown interest in establishing cooperative antique shops. Absecon should encourage antique shops / cooperative antique shops along Shore Road and New Jersey Avenue in the identified historic district. The existing Dr. Jonathan Pitney Bed and Breakfast site includes an approval for an antique shop. Many antiques shops exist along the Shore Road / US Route 9 corridor in the South Jersey region of the state. The establishment of several antique shops within walking distance of other creates a "shopping destination" for patrons outside of the immediate area.
13. More closely examine the parking demand and supply in the Central Business District to determine the present capacity and use by workers and patrons within the District.

Adopt ordinance that recognizes that a pre-existing non-conforming on-site parking shortfall exists on commercial properties along New Jersey Avenue. The parking requirements should acknowledge that there are numerous parcels on New Jersey Avenue in the Central Business District (C-1) that existed with commercial uses before there were parking requirements. It should be

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acknowledged that commercial properties fronting on New Jersey Avenue (between Shore Road and Southwest Street) are within reasonable walking distance mass transit such as the Absecon Train Station and NJ Transit bus stops. Existing properties either have no on-site parking or very little on-site parking. It should be acknowledged that there is on street parking along New Jersey Avenue that is available for patrons. Historically the major issue in a Site Plan Waiver application review for a change of use with no physical expansion or increase in the intensity of use for parcels in Central Business District (C-1) with frontage on New Jersey Avenue has been the impact on parking demand.

14. Encourage mixed residential uses with lower densities in the Highway Development District with adequate landscaping / buffer requirements between dissimilar uses.
15. Introduce the opportunities that exist in the existing established Redevelopment Areas along New Jersey Avenue / White Horse Pike and the new Redevelopment Area that is in the process of being studied in the adjoining Absecon Creek Study Area.
16. A Special Events Permit approval process should be considered to allow individuals / business to offer special events to the public to help promote Absecon businesses and promote Absecon as a great place to work, live and play.

### **E. TRANSPORTATION**

1. After over ten years, the NJDOT started to construct State Highway Route 30 through the City of Absecon. The State Highway Route 30, Section 5G project started in 2000 and was completed in 2004. This major improvement project was driven by the casino industry in Atlantic City and the success of the Atlantic City marina district hotel/casinos and the planned re-opening of the former Revel property to open will continue to increase in traffic through the City via local, county and state highways, the citizens of Absecon City will continue to be impacted.
2. Insist that the Atlantic County Division of Planning conduct a comprehensive traffic study that should include the north-south transportation routes within the northeast section of Galloway Township.

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3. Given the past growth and success of the casino hotel industry in Atlantic City and the projected increase in non-casino venues such as Stockton University, the Polercoaster, the indoor Water Park at the former Atlantic Club site, re-opening of the former Revel site, the upgrading of Tropicana and Resorts, and continued success of Atlantic City's hotel casinos in the marina district, the City of Absecon should remain committed to the maintenance and improvement of traffic movement to and from the island.
4. Given the substantial increase of through traffic via State Highway Route 30; the completion major improvements by the NJDOT (which include a six lane divided highway dividing our city), the City of Absecon should continue to seek assistance from the State of New Jersey for funding to mitigate the negative impacts imposed on the City of Absecon by Atlantic City's successful improving tourist industry.
5. The Absecon City should obtain assistance from both the State of New Jersey and Atlantic County for streetscape and roadway improvements to provide for safe and convenient movement of vehicles and pedestrians through the City of Absecon.
6. In 1999 and 2005 it was recommended that consideration should be given to the possibility of the construction of a pedestrian bridge from the existing railroad platform over and across the train station parking, the new municipal parking lot, across the six lane divided State Highway Route 30 to the Downtown Clock Plaza on New Jersey Avenue. This would provide a pedestrian link from our downtown business district, New Jersey Avenue (Our Main Street) to the existing train station. This encourage the increase of much needed ridership on the train, provide a safe connection between a divided Absecon City, allow for a pedestrian connection of the municipal parking lot on the east bound side of State Highway Route 30, encourage the development of commercial between the train station and New Jersey Avenue and encourage the revitalization of both sides of State Highway Route 30 in our Central Business District. It is acknowledged that the pedestrian bridge will require private and public investment and may not be realized for years.
7. Future land development affecting the critical intersection and roads identified within the Master Plan should be reviewed to determine a fair share contribution to improvements to maintain a safe level of use.
8. The City should maintain a continuing dialogue with the New Jersey Department of Transportation and Atlantic County Division of Planning regarding future street improvements and signalization to insure the continued efficient and safe use of these roads.
9. The unimproved service road along the railroad should be improved and used as an alternate means of access to existing highway commercial development along the White Horse Pike in accordance with the NJDOT's Phase 2 of the State Highway Route 30 improvement project which was completed in 2004.

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10. Linking the Absecon Train Station platform with a pedestrian bridge across the existing six lane divided State Highway Route 30 to Absecon's downtown main street, New Jersey Avenue will improve public safety and attract more transit riders to use the train and help reduce auto use.
11. A bike path system should be developed throughout the City allowing the connection of both the recreational facilities and school to residential areas.
12. Support the continued use and improvement of the Absecon Rail Station as an integral part of the Central Business District
13. The City should maintain the existing grid pattern of the street system rather than create dead –end cul-de-sacs. This will allow for more evenly distribution traffic generation throughout the neighborhood. The diluting of the traffic with a grid street layout substantially reduces the concentration of traffic caused by dead end streets. Maintaining the existing grid system will also reduce emergency response times and provide another point of access for emergency response vehicles.

### **F. RECREATIONAL FACILITIES**

1. Given the continued need to provide recreational facilities for all of Absecon's residents that are well-maintained and safely utilized, the City of Absecon should work to implement the recommendations of the Parks and Playgrounds Committee and other volunteer organizations such as the Absecon Social and Athletic Club (ASAC), the Blue Devils Organization and the Field of Dreams of South Jersey Organization.
2. Consideration should be given to the expansion of the existing bike / pedestrian path system in Dr. J. Pitney Recreation Park and along Highland Blvd. A city-wide bike / pedestrian path system should be proposed which would provide a connection from Heritage Park to Dr. J. Pitney Recreation Park and all the parks and playgrounds through-out Absecon.
3. The redevelopment of the Franklin Avenue recreational area should be included as an integral part of the overall Recreational Facilities Plan, especially given the increasing physical separation of this section of the City due to the White Horse Pike road improvements.

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### G. Developmental Ordinance Amendments

1. Pertinent to all commercial districts, the Developmental Ordinance should be expanded to include design criteria supplemental to the zoning controls now existing.
2. Modify Development Ordinance to recognize the constraints of the Bay Island Corridor Policy.
3. Implement accessibility programs and structural improvements in community facilities as soon as practical.
4. Modify zoning map to resolve conflicts between Conservation-Recreation (CR) Zone and existing residential development, within the R-1 or R-2 Zones, but adjacent to the CR Zone.
5. Zoning controls and bulk requirements for the Schools/Public Building (SPB) and Park (PK) Districts should be included in the Developmental Ordinance.
6. Incorporate design standards for water conservation devices in the Land Development Ordinance.
7. Land Development Ordinance should be amended to comply with the recycling requirements found in section 40:55D-28(12) of the Municipal Land Use Law.
8. Review existing land use standards and zoning controls to insure they meet the standards established under Title III of the Americans with Disabilities Act.
9. Performance guarantee / bonding requirements should be modified to reduce the level of proposed private improvements required to be guaranteed to reduce the cost of such performance guarantees without reducing protections required to ensure that the required improvements are completed.

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### G. 1. Ordinance Changes

- a. The definition of the term "Bedroom" should be added to Article III. The Absecon Ordinance does not include the definition of the term "bedroom". This requires the review of other sources. After researching numerous different sources it was found that the most common definition of a bedroom is...  
"A private room planned and intended for sleeping, separated from other rooms by a door, and assessable to a bathroom without crossing another bedroom."  
Also descriptions of what is not a bedroom were found. Rooms considered not bedrooms include: halls, bathrooms, kitchens, dining rooms (in proximity to kitchen maximum one), living rooms and /or family room (unless there more than one in the unit), laundry rooms, closet/dressing room opening off of a bedroom.  
The common thread through each of the bedroom definitions included: Privacy; a door; the minimum size of the room – 70 SF; room on exterior wall of the unit; closet, window for adequate light and fire escape; direct access to a full bathroom from common space such as hallway, foyer without passing through another bedroom.
- b. With the continued interest of developers to locate Convenience Retail uses at the northwest intersection State Highway Route 9 and Route 30 which is zoned SPB (Schools and Public Buildings), the SPB zone should be changed to the adjoining Central Business District (C-1) zone. In addition, in response to at least two developers expressing interest in the possible re-location of the existing firehouse to a new location within the C-1 Zone, the C-1 Zone should be revised to include uses permitted in SPB Zone.
- c. The parking requirements should acknowledge that there are numerous parcels on New Jersey Avenue in the Central Business District (C-1) that existed with commercial uses before there were parking requirements. Existing properties either have no on-site parking or very little on-site parking. It should be acknowledged that there is on street parking along New Jersey Avenue that is available for patrons. Historically the major issue in a Site Plan Waiver application review for a change of use with no physical expansion or increase in the intensity of use for parcels in Central Business District (C-1) with frontage on New Jersey Avenue has been the impact on parking demand.
- c. Currently the HD-1 Highway Commercial zone permits mid-rise hotels, professional office buildings, restaurants and bars, theaters, motels and recreation facilities. The City should consider the addition of retail uses in HD-1 Zone. Example: The existing site of Home Depot was granted a use variance to allow the use after over 30 years of waiting for a mid-rise hotel use. It was hoped that hotels with 100+ rooms (which allows for the liquor license) would be built which take advantage of the vistas of Absecon Bay.

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Section 244-128 B should have subsection (18) added as follows:

(18) It is acknowledged that there are numerous parcels on New Jersey Avenue in the Central Business District (C-1) that existed with commercial uses before there were parking requirements. It is acknowledged that commercial properties fronting on New Jersey Avenue (between Shore Road and Southwest Street) are within reasonable walking distance of mass transit such as the Absecon Train Station and NJ Transit bus stops. Existing properties either have no on-site parking or very little on-site parking. It is acknowledged that there is on-street parking along New Jersey Avenue that is available for patrons. Historically the major issue in a Site Plan Waiver application review for a change of use with no physical expansion or increase in the intensity of use for parcels in Central Business District (C-1) with frontage on New Jersey Avenue has been the impact on parking demand.

- A. In the case of an existing commercial establishment that is located in the Central Business District (C-1) with frontage on New Jersey Avenue (between Shore Road and Southwest Street), which existed prior to the adoption of Ordinance No. 3-1993 adopted on June 10, 1993, thereby enacting Chapter 224 (Land Use and Development) as part of the City Code for the City of Absecon, the on-site parking requirement is waived. In order to be eligible for the waiver, the applicant must demonstrate that the existing commercial establishment parking generation is unchanged and the same as or less than the parking generation as of June 10, 1993.
- B. In the case of an existing commercial establishment that is located in the Central Business District (C-1) with frontage on New Jersey Avenue (between Shore Road and Southwest Street), the parking requirements are reduced by 85%.

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### G. 2. Zoning District Changes

- a. Adopt land use polices that maintain the balance of the existing single family housing and multi-family housing with housing densities that are compatible with actual developed densities in the various districts.

Approximately 79% of the 3,416 dwelling units are single family with approximately 21% of the dwelling units within multi-unit developments. Of the 21% multi-units, approximately 33% of the units are age-restricted. (See Existing Housing Mix Table V-2 and Existing Density of Developments below)

**Table V - 2 Existing Housing Mix**

HOUSING TYPE	DENSITY RANGE DU/AC	NUMBER OF UNITS	PERCENT
SINGLE FAMILY	3.48 – 6.7	2,713	79.42
MULTI-UNIT (ALL AGE)	6 - 17	470	13.76
MULTI-UNIT (AGE RESTRICTED)	5 – 11.5	233	6.82
TOTALS		3,416	100

Existing Density of Development in Senior Citizen Housing Overlay District A:

Absecon Manor Nursing Home on Lot 1, Block 8 (7 acre parcel)

The Woodlands Age-Restricted Condominium on Lot 4, Block 8 and Lot 4, Block 9.02 with 108 units on 12.4 acre parcel (Density: **11.5 DU/AC**)

MiPlace (formerly Visions at the Shore Age-Restricted) on Lot 3.02, Block 9.02 with 442 units approved, 42 units constructed on a 26 acre parcel. (Density: **17 DU/AC**)

Bel-Air Lakes Age-Restricted Condominium in Block 258 with 125 units on a 25 acre parcel (Density: **5 DU/AC**)

Absecon Village All-Age Condominium in Block 289 with 60 units on 9.5 acre parcel. (Density: **6.3 DU/AC**)

Oyster Bay All-Age Condominium in Block 289 with 218 units on 35.9 acre parcel. (Density: **6 DU/AC**)

California Hill All-Age Condominium on Lot 1, Block 290 with 102 units on 6 acre parcel. (Density: **17 DU/AC**)

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### Existing Density of Development in Senior Citizen Housing Overlay District B:

Absecon Gardens Condominium development was originally approved as the Pinnacle Club with 85 age-restricted units on a 2.8 Acre parcel with a density of **30.4 DU/AC** under the Senior Citizen Housing Overlay District B Ordinance and Redevelopment Plan in 2005. In 2007 Council removed the Senior Citizen Housing Overlay designation from the Zoning Map leaving only the Redevelopment Plan Area. In August 2013 the Planning Board granted approval of a 58 unit all-age development on a 2.7 acre parcel with a density of **21.5 DU/AC**. The conversion from age-restricted housing to all-age housing was granted in accordance with Chapter 82, NJSA 45:22A-46.3 et seq. (The Conversion Law).

The only other parcel that qualifies for age-restricted housing in the Senior Citizen Housing Overlay District B is the former Memorial Recreation Field which has been granted approval for retail and offices. It is unlikely that this property will ever be developed as senior housing due to non-existent market for age-restricted housing.

#### G. 3. Senior Citizen Housing Overlay Ordinance

The Senior Citizen Community Housing Overlay District B in the C-1 Zone permits aged restricted multi-unit housing developments with no limit to density as an overlay in the commercial zone. Since 2007 when the overlay ordinance was adopted it has been demonstrated that there is little or no market for Aged Restricted housing. It is recommended the Senior Citizen Community Housing Overlay in the C-1 Zone be eliminated.

#### G. 4. Train Station Area Overlay

The Train Station Area Overlay permits all-age multi-family residential development at a maximum of 35 DU/AC. This permitted density has the potential to generate approximately 385 units. (See note 1 below)

It is recommended the maximum density of 35 DU/AC for all-age residential development be reduced to 6.7 DU/AC maximum and up to 12 DU/AC\*\* maximum may be permitted based on the following:

The increase in density from 6.7 DU/AC to 12 DU/AC will:

- limit the number of bedrooms to two (2) per unit;
- require a minimum of 25% age-restricted units;
- and require a minimum of 20% affordable units.

The requirement to include a minimum of 65% residential and a maximum of 35% commercial should remain as a requirement in the Train Station Area.

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(Note 1) The Train Station Overlay District (Section 3 of Ord. 23-2007) permits three to five story mixed – all –age residential / commercial developments which allow a maximum of 35 residential units per acre above first floor level commercial. The Train Station Overlay District is approximately 35 Acres. Of the total area, approximately 13.5 acres are public streets or Railroad ROW. The remaining 21.5+/- acres has the future development potential for an approximate maximum 750 all-age residential units over commercial with 25% of the 750 units (188 units) being affordable. The maximum permitted building coverage of 65% and maximum permitted building height of three to five stories allows for the potential building mass to accommodate the density permitted. This assumes that the total replacement of the existing commercial and residential structures and total maximum build-out in the Train Station Overlay District. Because the probability of a complete removal and replacement of existing buildings / uses and total the maximum build-out does not exist, it is assumed that only an estimated 50% removal and replacement of existing buildings / uses will occur (or Approximately 11 Acres x 35 units = 385).

\*\*(Note 2) The recommended revision to the Train Station Overlay District with the density reduction to a maximum of 12 units per acre the maximum units (in theory) could be as much as 258 units with a total build-out of 21.5 acres of the Train Station Overlay District.

It may be more realistic to expect that due to the difficulty of assembling numerous separate parcels only 50% of the Train Station Overlay District will be developed. This would result of the potential unit reduction to about 132 units (12 units per acres x 11 acres).

### G. 5. Aged Restricted Overlay in the HD-1 Zone

The Age-Restricted Housing Overlay District age-restricted overlay district in the HD-1 Zone permits multi-unit housing developments with a maximum of 35 DU/AC as an overlay in the highway zone. Since 2007 when the overlay ordinance was adopted it has been demonstrated that there is little or no market for aged restricted housing. It is recommended the Age-Restricted Housing Overlay District A in the HD-1 Zone be eliminated.

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### TABLE V - 3 - EXISTING & PROPOSED RESIDENTIAL DENSITY

ORDINANCE SECTION	ZONE	MAXIMUM PERMITTED DENSITY	PROPOSED PERMITTED DENSITY
ARTICLE IV	R-1 SINGLE FAMILY	3.48 DU/AC	UNCHANGED
ARTICLE V	R-2 SINGLE FAMILY	4.36 DU/AC	UNCHANGED
ARTICLE VI	R-3 SINGLE FAMILY	6.7 DU/AC	UNCHANGED
ARTICLE VII	R-4 MULTI-UNIT (ALL-AGE HOUSING)	12 DU/AC, NO LIMIT TO BEDROOMS	Eliminate Senior Citizen Community Overlay (Districts A and B) Age Restricted Ordinance
ARTICLE VIII	R-FSH (R-I) MULTI-UNIT (ALL-AGE HOUSING)	8 to 12 DU/AC, NO LIMIT TO BEDROOMS	
ARTICLE XIX	PSCC MULTI-UNIT (AGE RESTRICTED)	8 to 12 DU/AC, NO LIMIT TO BEDROOMS	
ARTICLE XXXI	SENIOR CITIZEN HOUSING OVERLAY MULTI-UNIT (DISTRICTS A & B)	NO LIMIT TO DENSITY- MAX. 2 BEDROOMS / UNIT	
REDEVELOPMENT PLAN DATED 2/17/2004	RA-1 MULTI-UNIT (AGE RESTRICTED)	NO LIMIT TO DENSITY, NO LIMIT TO BEDROOMS	UNCHANGED
ORDINANCE 23-2007	TRAIN STATION AREA OVERLAY(ALL-AGE HOUSING)	6 to 35 DU/AC – NO LIMIT TO BEDROOMS	6.7 DU/AC to 12 DU/AC WITH MAX. 2 BEDROOMS / UNIT
ORDINANCE 23-2007	AGE RESTRICTED HOUSING OVERLAY (District A) IN HD-1	12 to 35 DU/AC – MAX. 3 BEDROOMS / UNIT	Eliminate Age Restricted Ordinance

Table V-3 above lists the recommended density reductions for each multi-unit zoning district,

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**Table V- 4 List of Existing / Projected Multi-unit Development Units**

Development	Existing Units	Projected Units	Subtotal
Absecon Gardens	48	10	58
Absecon Village	60	0	60
Bel-Air Lakes (Age-Restricted)	125	0	125
California Hill	102	0	102
Clayton Mill Run	71	0	71
HD-1 Age Restricted Overlay Area	0	0	0
MiPlace	42	400	442
Oyster Bay	218	0	218
Senior Citizen Overlay (Former Memorial Field)	0	0	0
Train Station Overlay Area	0	132 <sup>(1)</sup>	132
Woodlands (Age-Restricted)	108	0	108
<b>TOTALS</b>	<b>774</b>	<b>542</b>	<b>1316</b>

(1) Assume only 50% build-out; 11 acres x 12 DU/AC = 132. (Refer to G. 4. Train Station Area Overlay above).

Table V- 4 above lists the 774 existing multi-unit development units and includes the 542 projected units for a projected total of 1,316 units.

**Table V-5 Estimated Projection of Existing Potential Density /  
Proposed Potential Density reduction**

ZONE / PARCEL	UNIT TYPE	PROJECTION OF NO. OF UNITS USING EXISTING PERMITTED MAXIMUM DENSITY			PROJECTION OF NO. OF UNITS BY THE ELIMINATION OF THE OVERLAY AND USING PROPOSED MAXIMUM DENSITY			CHANGE
HD-1 AGE RESTRICTED OVERLAY	AGE-RESTRICTED	577			0			
	ALL-AGE**		210			0		
	AFFORDABLE			263			0	
	SUB-TOTAL			1,050			0	
TRAIN STATION OVERLAY	AGE-RESTRICTED	0			33			
	ALL-AGE		289			73		
	AFFORDABLE			96			26	
	SUB-TOTAL			385			132	
SENIOR CITIZEN OVERLAY (Former Memorial Field Site)	AGE-RESTRICTED	32			0			
	ALL-AGE**		71			0		
	AFFORDABLE			26			0	
	SUB-TOTAL			129			0	
AGE-RESTRICTED ALL-AGE AFFORDABLE		609			33			-576
			570			73		-497
				385			26	-359
GRAND TOTALS				1564			132	-1432

Table V-5 above illustrates the potential reduction of future density with the elimination of Senior Citizen Overlay and the implementation of the recommended changes to the Train Station Overlay.

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### **H. Utility Plan Recommendations**

1. Support the extension of sanitary sewer and water mains in the Mill Road Industrial Corridor, and along California Avenue.
2. Extend water service for fire hydrants on both sides of the White Horse Pike to allow access by the Fire Department.
3. Require the maintenance and replacement of pumping stations within privately owned development remain the responsibility of that project or facility.

### **I. Community Facilities Plan**

1. City-owned property, such as former Absecon Swim Club, should be rezoned to SPB / PK for future recreational use for Absecon Shore residents.
2. The City should formally express their concern to the NJDOT and State government as to the impact of the dividing barrier on the ability for the public safety officials to respond to the needs of the Absecon residents, as well as those using Route 30.
3. The City should support the efforts of the VFW Ambulance Squad to improve and maintain their response times by maintaining the paved service road to the rear of the VFW hall to allow for the continued alternate access to Route 9 and Mill Road.
4. In the long term, the Ambulance Squad should determine the feasibility of relocating their building to the north side of the White Horse Pike to be more accessible to the volunteer members.
5. With the continued interest of developers to locate Convenience Retail uses at the northwest intersection State Highway Routes 9 and 30 which is zoned SPB (Schools and Public Buildings), the SPB zone should include the permitted uses provided for in the adjoining Central Business District (C-1) zone. In addition, in response to at least two developers expressing interest in the possible relocation of the existing firehouse to a new location within the C-1 Zone, The C-1 Zone should be revised to include uses permitted in SPB Zone.

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### **J. Historic Preservation Recommendations**

1. The Absecon Historical Society has been given a home with the generous gift of the former First National Bank of Absecon Site at the corner of Station Avenue and New Jersey Avenue (our "Main Street") by Leo and Margie Howlett. The building now known as "Howlett Hall" was donated to the City of Absecon with the provision that it be only used as a Historical Museum. The property will revert back to the Howlett Family if it ceases to be used as a museum. Currently the Absecon Historical Society has a 99 year lease with the city.

The City has been very supportive of the efforts of the Absecon Historical Society to preserve and maintain the oral and written history of the City, together with a collection of artifacts, historic documents and memorabilia, celebrating Absecon's past. As recommended in the 2005 reexamination report, the City's continued support is strongly encouraged. Renovations of Howlett Hall are now complete. As expected its use has generated additional much needed pedestrian activity downtown.

2. As recommended in the 2005 reexamination report, continuous, safe sidewalks, walkways, pathways should include historic landmark plaques at historic locations and /or historic buildings to inform, educate and encourage pedestrian activity and historic tours to promote local history and culture of Absecon. Existing street identification signage should be enhanced to include former historic names and dates of street original creation. Example: Shore Road was previously known as the Kings Highway first constructed in 1716 over an Indian footpath. A secondary sign could include a sign that reads "Kings Highway 1716." Other early constructed roads could include similar secondary signs to inform the public and promote our historic past.
3. As recommended in the 2005 reexamination report, the City of Absecon should enact planning and zoning controls that work not only to preserve the residential architectural character of the Shore Road Corridor but also recognize the fact that there are economic development tools that will allow these structures to be preserved and maintained without placing the entire burden on the property owner themselves. The City Council should establish a Historic Preservation Commission in accordance with NJS 40:55D -107 and 108. This Historic Preservation Commission should establish goals and objectives and develop guidelines and standards to encourage through the education of the benefits of preservation, (and NOT require the preservation of historic areas and buildings) and establish a Historic Preservation Zone.

**See Appendix F for List of Historic Places & Appendix G for location of Historic Districts.**

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### K. Affordable Housing Plan Implementation

The following was taken from the Amended Housing Element and Fair Share Plan, dated 1/14/2014 below:

"In accordance with rulings rendered by Judge Isman on August 3, 2012, the City's plan should be limited to addressing the municipality's rehabilitation share and prior round obligation at this time. However, any affordable units which may result from this Fair Share Plan Amendment in excess of the City's 144-unit prior cycle obligation can be applied to its unspecified third cycle obligation."

A Report entitled "New Jersey Affordable Housing Need and Obligations for 1999-2025 Calculated using the NJ COAH Prior Round (1987-1999) Methodology" was prepared by David N. Kinsey, PhD, FAICP, PP dated July 2015 for the Fair Share Housing Center.

A Report entitled "New Jersey Low and Moderate Income Housing Obligations" was prepared by Peter A. Angellides, PhD, AICP dated December 30, 2015 for the NJ League of Municipalities.

The Fair Share Housing Center report concluded that Absecon City's obligation for the Prior Rounds are 144 units, 61 units as present need (2010), and 239 units as the Third Round Net Prospective Need (1999-2015). (Estimated total: 444)

The NJ League of Municipalities report concluded that Absecon City's obligation for the Prior Rounds is 144 units, the capped Present Need is 39 units, with the Initial Summary Obligation of 183.

It appears that Absecon has met the Prior Round Obligation of 144 units and excess 79 units can be applied to its third cycle obligation.

There's a wide disparity in estimates of how many more affordable-housing units are needed in New Jersey over the next 10 years. Here's what a housing advocacy group and a consultant working for 230 municipalities suggest:

Fair Share Housing Center Report (housing advocacy group): 200,000+units.

Econsult Solutions Report (Consultant for 230 municipalities): fewer than 37,000 units.

**The litigation continues between the two parties and Absecon City's actual Obligation is yet to be determined.**

Absecon City has adopted a Housing Element and Fair Share Plan dated July 2013 and amended 1/14/2014. Absecon City has also adopted several land development ordinances in accordance with the Housing Element and Fair Share Plan.

(See Table III -13 List of Ordinances / Resolutions Relating to Affordable Housing on page 32 )

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The Absecon City Planning Board acknowledges that the City has an ongoing obligation to provide a realistic opportunity in the land development ordinance and has addressed the obligation with the adoption of the Housing Element and Fair Share Plan and the land development ordinances in accordance with the Housing Element and Fair Share Plan recommendations.

The City should wait until the outcome of the litigation referenced above before any other action is taken.

Once the litigation is concluded, and it is determined that there is a requirement for additional affordable units, it is recommended that Absecon City adopt the necessary affordable housing ordinance(s) that includes the following:

### **K. 1. Affordable Housing Program for Existing Eligible Dwellings**

Atlantic County has the highest foreclosure rate in the country. Absecon has an estimated 275 properties under bank ownership or in foreclosure. Many of the homeowners are struggling to stay in their homes. Mayor John Armstrong has suggested that Absecon consider developing a program that can help the current homeowners that are struggling to stay in their homes, provide a mechanism for families to re-finance to stay in their homes, occupy existing vacant homes controlled by the banks and provide housing for eligible families that qualify for affordable housing in accordance with low or moderate-income requirements. Since an estimated 27% of Absecon existing households are at the income level that may allow them to qualify for affordable housing, there may be many existing residents that could participate in the program. This could not only allow Absecon to satisfy the affordable housing obligation but also allow Absecon residents to remain in their homes to stabilize and strengthen our existing residential neighborhoods.

Absecon City should continue to investigate in the possibility of funding for a "market to affordable housing" program. This would be a program that would provide funds to be used to pay down the cost of existing housing to make it affordable for eligible low and moderate-income individuals or families. These families then agree to a deed restriction for a set period of time that would only allow the sale to other eligible purchasers. This program would be required to meet possible new COAH guidelines that will require approval of COAH.

Sources for the funds will need to be identified at the state or federal level. Also, there is a program that provides incentives for construction, especially to encourage the rehabilitation of single-family dwellings. (See below)

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### K. 2. Five Year Tax Exemption and Abatement Law

N.J.S.A. 48:21-1 et seq., known as the "Five Year Exemption and Abatement Law" allows a municipality to designate areas as in need of rehabilitation and to then provide for the exemption and/or abatement of real property taxes in order to provide incentives and encourage the construction and rehabilitation of single-family dwellings, multiple-dwellings, industrial structures, commercial structures and mixed use structures. The act allows for the exemption and/or abatement of property taxes for improvements to existing structures, conversion of the use of existing structures and/or for new construction for five years following the completion of the project. The program would be particularly useful to encourage improvements to distressed residential properties and would allow a five year tax exemption for the first Twenty-Five Thousand Dollars (\$25,000) of assessed value of improvements made to a home which is at least 20 years old. Initially, the Planning Board recommends that the City Council authorize the Planning Board to determine what area or areas within the City may qualify as in need of rehabilitation.

The abatement program only affects the value of the new improvement and only up to a maximum assessed value of \$25,000, not the underlying value of the home. The property owner continues to pay the same tax on the property, but the value of the new improvement (up to \$25,000) is delayed for five years being added to the property's assessment. There's no reduction, only a postponement of the increase.

Areas within the R-2 and R-3 residential zones of Absecon would qualify as in need of rehabilitation. The City should consider this program for existing aging residential housing and consider making the program available for other than residential properties at a later time.

### K. 3. The Absecon Train Station Area Overlay

The Absecon Train Station Area Overlay as described by Ordinance #23-2007 has future potential to provide for mixed-use commercial / residential development within reasonable walking distance of our train station. This could be another source for 20% affordable housing units. Once the economic down rebounds this area could help revitalize our downtown. The development of mixed uses will generate much needed pedestrian activity, increase trade and encourage pedestrian links, increase transit ridership and encourage the development of affordable housing to allow Absecon to help meet its affordable housing obligation.

The plan will create a stronger sense of community in the area, by using the Train Station as a focus; redevelop the old Downtown Central Business District; and connect the Absecon Train Station to New Jersey Avenue (Absecon's "Main Street" in our Downtown Central Business District).

### L. The future of the Master Plan

1. Within the next 10 years and prior to the next scheduled reexamination of the Master Plan, the City should consider authorizing development of a new, complete, Master Plan, rather than just a reexamination. If necessary, each component of the Plan could be developed per year, rather than all at once.

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### Section VI - Redevelopment Plan

NJSA 40:55D-89e of MLUL provides that the reexamination report shall review:

*The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*

#### a. Local Redevelopment and Housing Law.

1. In accordance with the Local Redevelopment and Housing Law, N.J.S.A. 40A:12A-1 et seq., City Council may authorize the Planning Board to investigate whether any area in the City qualifies as a "redevelopment area" or "blighted area" in accordance with the standards provided for in the law. Following the Planning Board's recommendation, City Council could adopt a redevelopment plan for such an area and thereby have the ability to implement the redevelopment plan through the power of eminent domain.

#### b. Redevelopment Plan Adopted in 2004

The following is a Brief history of events leading up to the Redevelopment Plan adopted by City Council in March 2004 and its current status -

In September 1999, the Planning Board Master Plan Committee recommended an Overlay District to be proposed over the C-1 District which would permit Age-Restricted Housing on the former Marsh School site. The proposal included permitted uses such as independent living units, assisted living units, medical, retail, offices and the like. In September 2000, the City Council adopted Article XXXI, Senior Citizen Housing Community Overlay Districts. This permitted age-restricted independent living facilities, assisted living, congregate facilities and medical facilities as well as any uses and buildings customarily incidental to the principal permitted uses.

On November 9, 1999 the Planning Board Adopted the 1999 Re-examination of the Master Plan which included the recommendation for age-restricted housing in the C-1 District, more specifically at the former Marsh School site.

On November 16, 2000 the City Council adopted the "Report of Findings" dated October 2, 2000, prepared by Robert L. Reid, P.P. This report found that Absecon's downtown business district was an area in need of redevelopment in accordance with NJSA 40A:12A-1 et seq. (Redevelopment Statute).

In February 2003 a developer entered into an agreement to purchase the former Marsh School site from the Absecon City Board of Education subject to securing land development approvals to construct an aged-restricted housing facility.

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In March 2004 the City Council adopted a Redevelopment Plan for Redevelopment Area 1, dated February 17, 2004, Prepared by Stuart B. Wiser, P.P. and Edward J. Walberg, P.P., P.E. The purpose of the Redevelopment Plan was to provide a mechanism for the orderly redevelopment of the Marsh School site and New Jersey Avenue. It was believed that such redevelopment could not be undertaken solely by private effort. The Redevelopment Statute also permits the municipality to utilize the power of condemnation (eminent domain). The Redevelopment Plan stated in Section 6.1.2 ...."the City will be permitted to acquire leasehold or other interests in Area 1 lands to advance this Redevelopment Plan."

### **c. Age-Restricted Housing Project Approved for the Former Marsh School Site**

In May 2005, a developer utilizing the age-restricted housing ordinance adopted in 2000, was granted approval this year to demolish the former Marsh Elementary School on New Jersey Avenue and construct an age-restricted housing complex consisting of eight (8) townhouses and seventy-seven (77) apartment units in three separate buildings along with ninety-four (94) parking spaces. Also as a condition of the site plan approval the developer has agreed to fund the construction of a public parking area off-site on New Jersey Avenue.

Mr. Harry Harper offered a portion of his property to the City back in 2000 to create additional convenient public parking with some conditions. A conceptual parking plan of Mr. Harper's property was provided to the developer to use as a basis to assist with an estimate of cost of his contribution. A contribution was made for the future construction of a paved parking lot. The city never attempted to purchase land for a parking lot be constructed.

The Redevelopment Plan stated that the City would work with the Board of Education (BOE) in identifying appropriate interested parties for the development should the BOE not be able to identify such a party. The BOE entered into an agreement with the applicant to purchase the property prior to the adoption of the Redevelopment Plan. The intervention of the City was not needed to identify a developer.

The developer contended that there was no need to be named the redeveloper and that the developer was under contract prior to the adoption of the Redevelopment Plan and was proposing age-restricted housing in accordance with Article XXXI of the Absecon Developmental Ordinance (Adopted by City Council September 2000). The developer did not request the City to exercise its power of eminent domain, nor was the City being asked to make joint application for State or Federal grant funds or any other benefits in accordance with the Redevelopment Plan, such as financial assistance in the form of tax abatements from the City that would require the developer to be named the Redeveloper. To date, City Council has not named the developer or any other developer the redeveloper.

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As for the remaining Areas 2, 3 and 4, named in the Report of Findings, these Redevelopment Areas were not included in the Redevelopment Plan adopted in 2004. Since the City Council has no desire to invoke their power of eminent domain, nor grant incentives such as tax abatements to developers to participate in the redevelopment process, it is recommended that no other measures be taken to encourage the adoption of a redevelopment plan. Rather, other actions should be made to encourage the revitalization of Downtown Central Business District.

Absecon Seniors, LLC was granted Preliminary Site Plan approval with conditions on May 24, 2005. Final Site Plan approval was granted with conditions on November 22, 2005. The approval included the granting of several variances. Variance relief granted included building length, parking, front yard setback and building coverage. The Planning Board determined at the time of approval that the architectural features (such as balconies with large round columns, turrets, and steep roof pitch), presented to the Planning Board as part of the application would be adequate mitigation to allow for the longer building. Approval included the demolition of the former Marsh Elementary School and the construction an age-restricted housing complex consisting of eight (8) townhouses in two separate buildings and seventy-seven (77) apartment units in one building along with ninety-four (94) parking spaces. The development proposal was reviewed and approved in accordance in the Senior Citizen Housing Overlay Ordinance and the Redevelopment Plan.

On November 22, 2005 Final Site plan approval was granted with conditions.

In March of 2007 The Pinnacle Club at Absecon, LLC / Norex Development started constructed of the north wing of the 77 unit building.

On December 20, 2007, City Council adopted Ordinance #23-2007 which removed the Senior Citizen Overlay from the Redevelopment Plan Area and created Zone RA-1. This zone has no limit to density nor does it have a limit requirement for the number of bedrooms per unit. This Ordinance #23-2007 also created the Train Station Area Overlay which permits up to 35 all-age units per acre with the inclusion of a minimum of 25% affordable units.

By January 2008 the North Wing of the 77 unit building under construction was enclosed (with a total of 40 units) without any of the private balconies / decks originally proposed. At this time none of the amenities as graphically depicted in the approved architectural plans or described during testimony by the applicant were being proposed as part of the construction of project.

From February to May 2008 the developer was directed to construct the project as approved by the Planning Board.

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On October 14, 2008 the applicant The Pinnacle Club at Absecon, LLC was granted amended Site Plan approval with the inclusion of the basement with amenities and revised balconies/decks, with conditions. The Church Street townhouses were included in Phase 2.

Sometime after October 2008 the Pinnacle Club at Absecon, LLC abandoned the project.

On June 22, 2010, PB Pinnacle Club, LLC, an entity created by Parke Bank for the purpose of holding title, took title pursuant to a Sheriff's sale.

On June 23, 2010, Boardwalk Development and Design, Inc. (BDD) informed city officials that Parke Bank now owned the property through the bankruptcy process and that BDD is in negotiations to purchase the property.

On July 19, 2010 Parke Bank transferred ownership to Boardwalk Development and Design Company, LLC.

On July 27, 2010 the Absecon City Planning Board granted a Site Plan amendment that included the redesign of the basement area to include recreation amenities, upgrading and expanding the decks/balconies; upgrading and improving the façade. The Church Street townhouses were moved to Phase 1.

On May 10, 2011 the Absecon City Planning Board granted amended site plan approval to allow the conversion from age-restricted housing to non age-restricted housing in accordance with NJSA 45:22A-46.3 – 46.6 (The Conversion Law) with conditions. The proposed 74 unit development was approved with four phases of construction.

On August 27, 2013 the Absecon City Planning Board granted amended site plan approval for the conversion from age-restricted housing to non age-restricted housing in accordance with NJSA 45:22A-46.3 – 46.6 (The Conversion Law) with conditions. The proposed 58 unit development was approved with two phases of construction.

### **d. Recommendation for the revitalization of Downtown Central Business District**

The Planning Board offers the following in regards to the revitalization of our "Downtown Central Business District."

Many Americans cherish the belief that somewhere there is a small town unaltered by the modern age, a place with a civility and quiet sense of purpose and identity quite unlike the harried, confusing circumstances in which we live. That small town has a main street, one or several blocks of handsomely understated stores, a stable hometown bank with a town square, village green or downtown clock plaza creating a sense of place. That small town has a train station within walking distance of the Downtown Central Business District. That small town with the traditional volunteer fire department and many other volunteer civic organizations with the same goal – to improve the quality of life for all its residents.

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A place with a long history, traditional architecture along Main Street, with brick sidewalks and antique streetlights, a street lined with regularly spaced trees that give shade and color. This all represents the order that we seek and a sense of community.

Absecon already has many of the above qualities described above. We have a stable hometown bank, handsome historical museum, a history that dates back before the revolution, many volunteer civic organizations, a train station, a downtown clock plaza creating a sense of place, etc.

Like many other urban and suburban business districts through the state, Absecon has suffered over the years from the fate of creeping deterioration as retail activity has become more concentrated in large regional shopping areas and the consequent loss of the economic vitality has made the center of a small town a less attractive for other commercial uses.

The loss of pedestrian traffic from city employees and the Marsh School staff due to the relocation of City Hall and the Marsh School has also had a major impact on our downtown Main Street and Central Business District. Our New Jersey Avenue Central Business District has slowly adapted to the change in the retail market. New Jersey Avenue has evolved into a place where we run more errands then actually do slow paced casual shopping.

The widening of State Highway Route 30 to six lanes with a concrete divider, has changed the character of downtown Absecon forever. Now, residents question how Absecon's downtown will survive in the future, especially in terms of competition brought on by large, regional discount stores.

Presently, Absecon's downtown consists of mostly service-oriented establishments, with only a small percentage of retail establishments. That is how our downtown has survived thus far. How it is going to continue to survive and grow, will require vision. In relation, the 1999 Absecon master plan did recommend the redevelopment of New Jersey Avenue, including multi-unit housing to put residents in close proximity to this vital area.

Absecon needs to encourage the following:

We need to look for ways to attract more people to our "Main Street" New Jersey Avenue. We need to find ways to attract more retail establishments.

A comprehensive approach to the revitalization of Absecon's Downtown is required. A multi-prong approach is necessary to:

- Encourage developers to invest in new development in our downtown;
- Put people back on New Jersey Avenue our "Main street;"
- Up-grade and improve appearance of the storefronts and streetscape on New Jersey Avenue;

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- Encourage mixed use commercial / residential development in accordance with the Train Station Overlay district Ordinance adopted on 12/20/2007;
- Encourage mixed housing: age-restricted units , market units and affordable units in accordance with Section V recommendations; and
- Educate the public and business establishments regarding actual available parking.

These steps will help increase the rent structure downtown and attract higher level establishments.

As described in the 2005 reexamination report, possible solutions to saving downtown and its character include linking the existing train station and existing commuter parking with downtown New Jersey Avenue via a pedestrian bridge from the clock plaza to the train platform. What created Absecon was the railroad going through it to Atlantic City, and the railroad is still the viable link to economic growth in the city. Absecon should take advantage of its location with close proximity to Atlantic City, and its train station with commuter parking to create a commuter convenience center with retail shops, additional parking and even a possible convention hotel in the future. Existing historic landmarks like the Pitney House, United Methodist Church, Absecon Presbyterian Church, Odd Fellows Hall and Absecon's Historical Society Museum Howlett Hall should be promoted to encourage a viable downtown.

Multi-unit housing recently constructed on the former Marsh School site within walking distance of downtown will certainly strengthen our small town "downtown" and will add needed pedestrian activity to downtown which will be a benefit to the community.

Absecon could be promoted as an existing historic transit village with the opportunity for expansion. Possible solutions to saving downtown and its character include linking the existing train station and existing commuter parking with downtown New Jersey Avenue, via a pedestrian bridge from the Downtown Clock Plaza to the existing train platform. This would link New Jersey Avenue and the train station with a 2 minute walk. The commuter would only be a 9 minute train ride away from Atlantic City. What created Absecon was the railroad going through it to Atlantic City, and the railroad is still the viable link to economic growth in the city. Absecon should take advantage of its existence as a transit village with close proximity to Atlantic City, and its train station with commuter parking to create commuter convenience center with retail shops, offices, and additional parking.

The Train Station Area Overlay District Ordinance allows great opportunity for economic expansion. Four to five story buildings with mixed residential and commercial, with up to 12 units per acre density with the inclusion of affordable housing units is now permitted. These development opportunities need to be promoted.

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### **ABSECON SHOULD PROMOTE CULTURAL / ECO TOURISM**

Existing historic landmarks like the Pitney House, Absecon Inn, United Methodist Church, Absecon Presbyterian Church, Odd Fellows Hall and Absecon's Historical Society Museum Howlett Hall should be promoted to encourage a viable downtown. Absecon should publicize the fact that the State of New Jersey Historic Preservation Office in 1996 designated a sizeable portion of Absecon as a Historic District.

In 1996 the New Jersey State Historic Preservation Office designated portions of Absecon as a Historic District.

The South Shore Road Historic District (ID# 2935) includes properties along South Shore Road from Nevada Avenue to Ohio Avenue, including a portion of the south side of Ohio Avenue and Illinois Avenue.

The North Shore Road Historic District (ID# 3570) includes properties along North Shore Road starting from 22 North Shore Road to just south of the Galloway Township boundary line. Portions of Church Street, Faunce Landing Road and Sooy Lane are included in this District.

The Historic Building Survey included approximately 78 buildings in the North Shore Road Historic District and approximately 89 buildings were included in the South Shore Road Historic District. A total of 167 buildings were included in the inventory.

Historic sites include the Camden and Atlantic Railroad Historic District (ID # 3862), Captain Francis Babcock House (ID # 172), John Doughty House (ID # 3970), Dr. Jonathon Pitney House (ID # 1830), North Shore Road Historic District (ID # 3570), and the South Shore Road Historic District (ID #2935). With the interesting history of Absecon dating back before 1716, cultural tourism should be promoted to encourage economic growth while preserving our past.

The Absecon Planning Board and the Absecon Historical Society recognizes the New Jersey State Historic Preservation Office designated portions of Absecon as a Historic Districts as described above. The Absecon Historical Society is enthusiastic about promoting cultural tourism in Absecon. The Society currently promotes "historical walking tours" which has been very popular. Over 60 people participated in the walking tour in September of 2010. Other walking tours are planned. Also, promotional videos are being planned. The programs currently being considered is a "Walking Tour of Historic Sites in Absecon" and an "Old-Timers" interview video to help promote "Historic Absecon."

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### PARKING DOWNTOWN

In 2001, 2006 and 2009 a parking analysis was performed for our downtown business district. The study area included the following locations: old City Hall Property, Harry Harper, Arch., HomeTown Variety, NJ Avenue, Diamond Scooters, Friendly Deli, Clock Plaza Parking, Joe & John's Rest., Rifici Property, Rodger Steedle Property, FNBA North Lot, FNBA Bank Lot, NJ Transit Lot, and City Lot South US Route 30.

The analysis determined that there is adequate parking downtown. In 2001, 2006 and 2009 it was determined that Friday midday (12:30 – 1 PM) was the peak period for parking demand. In 2001, 29% of the available parking spaces were taken at the peak demand period. In 2006 (after the loss of parking along US Route 30) only 47% of the available parking spaces were taken. On Friday May 8, 2009, only 39% of the available parking spaces were taken.

Downtown businesses sell products and services. More important than the products and services they sell is the ***convenience that they offer the consumer. Old – time Main Street downtown businesses sell convenience and personal attention to their patrons.*** New Jersey Avenue (Absecon's downtown Main Street) has evolved into a place where we run more errands than actually do slow paced casual shopping. When a patron visits our "downtown business district" to grab lunch, pick-up dry cleaning, stop at the bank or insurance office, each patron expects to park directly in front of the establishment they intend to patronize. In most cases patrons compete for the same parking space only steps from the front door. The New Jersey Avenue patron is usually running errands in between other scheduled commitments. The New Jersey Avenue patron may only have minutes to park their car, hurry to the establishment make the transaction and hurry back to the car. Conversely, the expectation of mall shopper or large discount store shopper is much different. The mall shopper expects to walk a distance from the car to the front door of the establishment. They usually allot more time to walk through the mall or large discount store.

Residents that have patronized New Jersey Avenue business establishments for years have never **not** found a parking space on New Jersey Avenue. Evidence that there is adequate parking available is demonstrated by the fact that several owners of business establishments park directly in front their store entrance on a regular basis.

The only day that a parking space could not be found on New Jersey Avenue was Oct. 31, 2008. That was the day hundreds of thousands of Phillies fans attended the World Series Celebration Parade in Philadelphia. People from the local area took advantage of the Absecon Train Station to travel to Philadelphia to celebrate Philadelphia's its first major professional sports title in 25 years.

Although not true, the public perception is that there is a "parking problem" on New Jersey Avenue. To reduce this perception, business establishments must cooperate by sharing parking. Because patrons of New Jersey Avenue business establishments need and expect the convenience of parking at the front door of every establishment, it is very important to make every effort to provide it. Establishments that have on-site parking should encourage their employees and their neighboring business establishments employees to utilize existing "back door" parking and reserve convent "front door" parking for the patrons. Business owners should be discouraged from parking in front of their own stores.

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Because patrons of New Jersey Avenue business establishments need and expect the convenience of parking at the front door of every establishment, it is very important to make every effort to provide it.

The Planning Board and Zoning Board should consider the above when reviewing an application for development in the Downtown Business District that may include a requested for relief from the parking requirements. It should also be noted that the Absecon Developmental Ordinance allows for parking space size reduction and shared parking arrangements.

### The ABSECON CREEK STUDY AREA

On January 21, 2016, City Council authorized Remington, Vernick & Walberg Engineers to conduct an Area in Need of Redevelopment or In Need of Rehabilitation Study in the Absecon Creek Study Area (**See Appendix B**) under the NJ Local Redevelopment & Housing Law.

The Absecon Creek Study Area, which adjoins the existing Redevelopment Areas 1,2,3,4, (**See Appendix C**) includes approximately 115 separate parcels over approximately 200 acres of uplands, State regulated wetlands and open water. The study area consists of various residential, commercial, recreational and vacant parcels. The City's objective is to revitalize the study area with an emphasis on access to, and the enjoyment of, Absecon Creek and its surrounding areas. The existing marinas along Absecon Creek are under-utilized. What is envisioned is the consolidation of the marina operations into a more vibrant mixture of water dependent uses that will include accessory uses that are commonly found along the water's edge. Accessory uses could include waterfront restaurants, water taxis, duckboats, small water-craft rentals, fishing / touring boats, etc.

A recreational pathway along Absecon Creek connected to a waterfront visitor's / environmental / cultural education center are envisioned. An adjoining property owner has offered an easement to allow for the construction of a pedestrian path along the uplands edge of Absecon Creek. (**See Appendix E**)

The preparation of a Redevelopment plan for the Absecon Creek Area is encouraged with the understanding that the applicable New Jersey Department of Environmental Protection Coastal Management rules will regulate the actual level of development that will be permitted along Absecon Creek.

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### **Section VII – Appendices**

Appendix A – Absecon Land Use Plan depicting proposed Single Family Residential Sites 1 through 6.

Appendix B – Absecon Creek Study Area Map.

Appendix C – Study Area for Redevelopment Map depicting Redevelopment Areas 1,2,3,4,5 adjoining the Absecon Creek Study Area.

Appendix D – Vacant Land Inventory Map.

Appendix E – Conceptual Plan of Block 170, Lot 13 depicting proposed Pedestrian Path.

Appendix F - List of Historic Places – NJDEP Historic Preservation Office.

Appendix G – Historic Districts Map which depict NJDEP Historic Districts.

Appendix H - New Jersey State Development and Redevelopment Plan Summary

Appendix I – Absecon School Statistics

Appendix J – Number of High School Students – Costs – 2016 / 2017

Appendix K – Student Per Unit – Grades Pre K to 8

Appendix L – Student Per Unit – Grades 9 to 12

Appendix M – Projected Student Generation – MiPlace

Appendix N - Projected Student Generation – Proposed Single Family Lots

Appendix O – Projected Population / Student Generation – Clayton Mill Run

Appendix P – Projected Population of Existing and Potential Future Residential Developments

## Appendix H - New Jersey State Development and Redevelopment Plan

2011

The New Jersey State Planning Commission in their adopted the "Development and Redevelopment Plan", adopted March 1, 2001, reported ...*"Nearly a million more people will call New Jersey home by the year 2020. And over 800,000 more people will work in the state by the year 2020."* That means over nine million people\*\* will live in New Jersey, which is already the most densely populated state per square feet in the nation.

\*\*In the last ten years New Jersey has become fourth in the nation in out-migration. Even with the high out-migration New Jersey is increasing in population as projected in 2001. New Jersey's population has increased from 8,414,350 in 2000 to 8,791,894 in 2010 or an increase of 0.448 of 1% per year on average. This means at the rate of increase over the last ten years is close to what was projected. It is anticipated that the rate of out-migration will increase over the next ten years resulting in a population slightly less than nine million people.

### General Plan Strategy

According to the 2001 Development and Redevelopment Plan (State Plan) the general plan strategy is to achieve all the State Planning Goals by coordinating public and private actions to guide future growth into compact, ecologically designed forms of development and redevelopment and to protect the environs, consistent with the Statewide Policies and the State Plan Policy Map.

The following are the goals from the State Planning Act:

1. Revitalize the State's Cities and Towns
2. Conserve the State's Natural Resources and Systems
3. Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey
4. Protect the Environment, Prevent and Clean up Pollution
5. Provide Adequate Public Facilities and Services at a Reasonable Cost
6. Provide Adequate Housing at a Reasonable Cost
7. Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value
8. Ensure Sound and Integrated Planning and Implementation Statewide

The 2001 State Plan Design Policy recommended that we.....

- Mix uses and activities as closely and thoroughly as possible; develop, adopt and implement design guidelines; create visually appealing and functionally efficient places in ways that establish an identity; design circulation systems to promote connectivity; maintain an appropriate scale in the built environment; and redesign areas of sprawl.
- Should change automobile-oriented environments to pedestrian and transit-supportive environments and enhance pedestrian and bicycle safety through traffic calming and other techniques.
- Increase connectivity where possible and appropriate, even if limited to pedestrian and bicycle connections.
- Encourage a greater diversity of uses and activities and intensify selective nodes and corridors, added new retail, commercial, residential, civic and other uses.
- Create opportunities for site intensification by replacing parking lots with new buildings or structured parking where economically feasible, redimensioning parking areas, providing narrower streets with curbside parking, promoting shared parking between existing uses and complementary infill uses, and increasing opportunities for alternative modes of transportation.
- Use enclosed skywalks and / or underground passageways where justified to allow pedestrians to overcome particularly difficult barriers, such as dualized highways or rail lines between pedestrian generators.
- Resign internal circulation systems to create more pedestrian and transit –oriented environments by adding sidewalks or walkways to link buildings, defining attractive, convenient and safe outdoor spaces, and other similar actions.
- Calm internal circulation systems by reducing street widths, allowing on-street parking, and selectively using traffic-calming devices such as neckdowns, speed tables, and other measures.
- Create new service roads as alternatives to high-speed arterials and collectors.
- Improve the management of the circulation network through access management, driveway consolidation and agreements between adjoining property owners to provide cross-easements.
- Selectively infill with new buildings, redevelop parking lots and intensify existing structures through upper-level additions. Office districts can broaden their range of uses by introducing restaurants, day-care facilities, personal and professional services, retail and other nonprofessional uses previously lacking.
- Establish, where appropriate, district-wide management entities which, among other responsibilities, underwrite joint liability insurance over common space.

## Appendix H - New Jersey State Development and Redevelopment Plan

2011

### New Jersey State Planning Commission updated the State Plan

The Final DRAFT of the State Strategic Plan, prepared by the New Jersey State Planning Commission (SPC), dated 10/11/11 is an update of the New Jersey's State Development & Redevelopment Plan adopted in 2001.

### The Executive Summary of the 2011 State Strategic Plan offers the following:

New Jersey is at a crossroads. While rich in assets by way of its people, location and natural resources, New Jersey's process of planning for and regulating physical and economic development hampers its ability to compete for and capitalize on growth opportunities. The existing statewide planning framework positions the State on the defensive, fighting to retain a high quality of life being diminished by New Jersey's own outdated approach and resulting policies. This paradigm is not sustainable and requires a proactive, aggressive and strategic approach to planning for the State's future. An approach that aligns clear goals with sound decision making and coordination among government entities will better position New Jersey for growth opportunities and allow New Jersey to once again compete for and capitalize on growth opportunities.

This State Strategic Plan is New Jersey's revised and readopted State Development and Redevelopment Plan, designed to meet the statutory charge of representing —a balance of development and conservation objectives best suited to meet the needs of the state. It provides a blueprint for change and compliments the Christie-Guadagno Administration's firm commitment to sustainable economic growth; economic prosperity properly balanced with natural resource preservation and personal satisfaction with one's physical surroundings. Moving forward, New Jersey ***will focus its policies and investments on vibrant regions by fostering targeted job growth, supporting effective regional planning and preserving the State's critical resources.*** Coupling this "mission" with sound decision making and stated values for economic growth will move New Jersey toward its "vision" to be the ***national leader in coordinated private and public investment which supports sustainable communities that attract and provide strong economic opportunities, preserve our State's natural resources, and create healthier communities to work, reside and recreate.***

Achievement of the following goals through strategies that incorporate administrative actions, legislative and regulatory reforms, and public investment prioritization, will enable the State to deliver on this Plan's Vision and Mission. These goals must work in tandem as their interrelationship represents a critical piece of the State's blueprint for success.

**Goal 1: Targeted Economic Growth:** Enhance opportunities for attraction and growth of industries of statewide and regional importance.

**Goal 2: Effective Planning for Vibrant Regions:** Guide and inform regional planning so that each region of the State can experience appropriate growth according to the desires and assets of that region.

**Goal 3: Preservation and Enhancement of Critical State Resources:** Ensure that strategies for growth include preservation of our State's critical natural, agricultural, scenic, recreation, and historic resources, recognizing the role they play in sustaining and improving the quality of life for New Jersey residents and attracting economic growth.

**Goal 4: Tactical Alignment of Government:** Enable effective resource allocation, coordination, cooperation and communication among those who play a role in meeting the mission of this Plan.

Putting these goals into action requires State leaders to exercise sound decision making as specific situations arise. It is the intention of this Plan that State decision makers will embrace these "**Guiding Principles for State Decision Making**" and in doing so, inspire and incentivize decision makers at all levels of government to do the same:

**Predictability:** The State of NJ will offer a clearer path and quicker answers. The path and the answers offered by one Department / Agency will not conflict with those of another.

**Spatial Efficiency:** The State of NJ will place value on the economic, social and environmental benefits of investing in areas where infrastructure already exists in an effort to control long-term costs of public services, reinvigorate existing communities, and protect important natural resources.

**Leveraging Assets:** The State of NJ will work with the private sector, higher education and all levels of government to ensure that State assets are leveraged in strategic locations.

**Sustainability:** The State of NJ will plan for and respond to current and future challenges and opportunities through adaptive decision making that accounts for social, economic and environmental protection and enhancement.

**Institutionalizing Change:** The State of NJ will ensure that progress made is institutionalized in a way that can transcend time without perpetual recasting.

Success will also require strong leadership and effective coordination. Implementation will be driven from the Executive Branch through a cabinet-level Steering Committee. Effective coordination will result from horizontal and vertical integration that breaks down silos, provides cross-cutting engagement and leverages public and private resources for strategic alignment of policies, people and dollars. The State Planning Commission will continue to perform its duties as described in N.J.S.A. 52:18A-199.

New Jersey will improve its competitive position through the actions of this Plan; actions that address 21st-century trends and market realities and that balance economic prosperity, physical development, resource conservation, and quality of life in a way that can transcend future changing dynamics. New Jersey will chart a new course to be attractive to business and residents to remain competitive in the new global economy. This Plan charts that course and provides the means by which effective change and measured results can be achieved.

## Appendix H - New Jersey State Development and Redevelopment Plan

2011

### **Vision & Mission of the updated State Plan**

#### **Vision Statement**

New Jersey will be the national leader in coordinated private and public investment which supports sustainable communities that attract and provide strong economic opportunities, preserve our State's natural resources, and create healthier communities to work, reside and recreate.

#### **Mission Statement**

To focus New Jersey's policies and investments on vibrant regions by fostering targeted job growth, supporting effective regional planning and preserving the State's critical resources.

**The following is Section V, Changing Realities Demand Bold Actions taken from the 2011 STATE STRATEGIC PLAN:**

Cross acceptance, stakeholder input and further research revealed many shifting trends, challenges and disconnects. Taken together, they create a situation requiring the paradigm shift reflected in this Plan. These include:

#### **Decreased Prosperity**

From 2003 to 2007, prior to the Great Recession, New Jersey only captured 1.3% of the national market share of job growth, while its fair share should have been closer to 3%.

In 2009, a net out migration occurred with 53,744 households leaving the State.

New Jersey ranked as the fourth most expensive state in the nation for rental housing, after Hawaii, California and Maryland.

New Jersey's employment levels are at the same level as they were in September 1998, resulting in a lost decade of job growth.

New Jersey has the highest tax burden in the nation.

### **Losing Ground**

Suburban development in New Jersey, already the nation's most densely populated state, continued unabated and in fact gained momentum through 2007 before slowing down significantly due to market conditions affecting the region and nation.

From 2002 – 2007, the per capita consumption of land for each new resident was roughly 5 times the rate of land consumption in 1985 rate. During this time frame, New Jersey consumed 0.76 acres (33,311 sq. ft.) for each person added to the population.

Land resources impacted most by this recent growth were forested land, agricultural land and wetlands.

Large-lot rural single family residential units were the largest single land consumer (27.1% of physical growth from 2002 to 2007) mostly in areas not served by public water and/or sewer infrastructure and not identified as growth areas by the 2001 State Plan

### **Monetary Constraints**

Pressure on State and local budgets in New Jersey continue to raise the prospects of tax increases and service cuts

The State's rate of physical growth (five times greater than population growth over the past decade) has resulted in escalating costs for funding infrastructure maintenance, often without the revenue needed to cover the expenses long-term leading to higher taxes and/or service fees

Unfunded maintenance of existing infrastructure means existing communities and utility companies face higher long-term costs, negatively impacting their fiscal position and competitiveness

The purposeful avoidance of land uses that generate public service costs results in an anti-family land use agenda

High housing costs and high taxes are a key barrier to attracting and retaining talented employees

### **Statutory Constraints**

Existing statutes push municipal land use decisions toward prioritizing preferred tax ratables over proper land use decisions

New Jersey's property tax and school funding arrangement, which relies heavily on local property taxes to fund local public education, is an impediment to sustainable economic growth

### **Underperforming Urban Centers**

Many of New Jersey's urban centers are underperforming assets, yet these are the locations with existing human and infrastructure assets. In contrast, in other states, urban centers are economic engines creating a disproportionate share of state tax revenue, economic activity and job creation compared to suburban areas

If New Jersey's urban centers continue as they are, the State will likely underperform on delivering economic productivity and a disproportionate amount of the burden for important public services will continue to be borne by suburban taxpayers

Public safety and public education is of particular concern within major urban centers (and first ring suburbs) and if not addressed will be a disincentive to redevelopment and investment

### **Changing Demographics**

#### **The Millennial Generation –**

According to the most recent American Community Survey prepared by the US Census Bureau, 64% of college-educated 25- to 34-year-olds looked for a job after they chose the city where they wanted to live, assigning preference to more urban, walkable communities with a variety of activities, amenities, and housing options. These millennials now outnumber the baby boom generation.

Companies are now prioritizing urban locations that are safe, convenient, and offer 24-7 amenities in order to meet the desires of millennials among others including retirees. Smart Growth neighborhoods are becoming the preferred consumer choice.

Research by the National Association of Realtors shows that Americans favor walkable, mixed-use, smart growth neighborhoods versus those that require more driving between home, work and recreation.

When considering a home purchase, Americans look for neighborhoods with abundant sidewalks and other pedestrian-friendly features, and would like to see improvements to existing public transportation rather than initiatives to build new roads and developments

Stakeholder testimony from New Jersey's development community agrees that this form of development is anticipated preferred by the next wave of potential home buyers.

This form of development is also preferred by New Jersey environmental and community development stakeholders.

#### The desirability of Transit Hubs

Transit hubs are driving commercial leasing activity in the State, with the potential to drive new construction of office / commercial space in these markets

Market research supports that NJ commercial vacancy rates are lower and average asking rents are higher in the nine cities qualifying under the State's Urban Transit Hub tax credit program, as well as other transit villages (e.g. New Brunswick, Morristown) throughout the State.

A higher concentration of jobs, housing, retail, institutions and public open space could be present at each Transit Hub if zoning, investment strategies and market support were in place

#### A Broken State Planning Framework

##### Lack of State Department / Agency Coordination

The Legislature, in the Act, found that NJ requires sound and integrated statewide planning and coordination of statewide planning with local and regional planning. This legislative intent has not been met.

Silos still exist in legislation, functional plans *and* regulations.

Public and private development projects get caught in the middle of conflicting regulations. Local governments find it difficult to plan for growth due to constantly changing rules and standards and often choose a path of inaction or allowing unplanned development to avoid the expense and frustration of adopting plans and ordinances for planned development.

##### Unintended Consequences

The Act was not intended to authorize a statewide land management system. If this was the intention of the Legislature, the SPC would have been provided that authority. Regardless, efforts to use the SPC and State Plan as a land management system have been unsuccessful and have led to endless disputes with local governments and private landowners.

Development patterns show that merely having a statewide Plan has not resulted in effectively mitigating sprawl in New Jersey's sensitive planning areas. More concerning is that it has not stimulated development and redevelopment in urban centers and other areas planned for growth.

The process of revising and readopting the 2001 State Plan evolved into an attempt to completely re-write that document. This came at a great expense to the State and local partners.

Existing linkages between the Act, the 2001 State Plan and the State Planning Rules, and enabling statutes and regulations of other State Departments and Agencies have *not been* fully understood.

The intent of the State Plan Policy Map was to give the goals and policies of the State Plan a geographic context. The State Plan Policy Map became a land use regulation tool as a result of the current linkages between the State Plan and the NJ Department of Environmental Protection (DEP) regulations for planning areas and centers. As a result, insufficient consideration is given to essential local and regional planning priorities such as public facilities, affordable housing and economic growth. A perfect example is that the highly-criticized DEP Blueprint for Intelligent Growth (BIG Map) lives within the current DEP Water Quality Management (WQM) regulations. In cross acceptance, DEP negotiated for revisions to the Policy Map to reflect data relied on in its WQM regulations, seeking to position flawed data (for example, DEP's Landscape Project) above local and regional planning priorities.

While center-based development is the preferred development pattern of the State Plan, the regulatory process that was created to designate centers fails to recognize that centers exist whether they are designated or not. Further complicating matters is that existing regulations include a sunset provision for center designation. The result is that most true centers around the State are not currently designated as such or have only been partially recognized pursuant to the provisions of the Permit Extension Acts of 2008 and 2010.

Current State Planning Rule require that centers be designated through a complex and expensive process known as "Plan Endorsement". The intention of Plan Endorsement was to provide private and public development projects in centers with a streamlined regulatory path and preference for funding for infrastructure and other discretionary funding. For various reasons, these benefits never truly materialized. To date, only ten municipalities and three "regions" have had their petitions approved. Stakeholder input suggested a minimum cost of \$100,000 to receive Plan Endorsement with costs in some cases escalating to over \$300,000. State funding that was previously available to offset some of this expense is no longer available. Engaged local government feedback in response to a recent OFFICE OF PLANNING ADVOCACY survey shows a clear commitment to good planning yet reluctance to participate in Plan Endorsement due to the time, complexity and expense of the process.

#### **State Plan portion of section VI. Moving Forward: Guiding Principles, Goals, Objectives and Strategies**

The changing realities identified in Section V demand bold actions. Effective change is needed to ensure a sustainable State for the future. Moving forward, New Jersey will focus its policies and investments on ***vibrant regions by fostering critical job growth, supporting effective regional planning and preserving the State's critical resources***. Coupling this focus with sound decision making will make New Jersey ***the national leader in coordinated private and public investment which supports sustainable communities that attract and provide strong economic opportunities, preserve our State's natural resources, and create healthy communities to work, reside and recreate***.

## Appendix H - New Jersey State Development and Redevelopment Plan

2011

This Plan sets forth specific goals that will position New Jersey to deliver on this Vision. These goals must work in harmony as their interrelationship is a critical piece of the State's blueprint for success. Economic growth initiatives, economic and physical development efforts, and land preservation must be well-coordinated. This coordination will provide protection for State investments in that it will discourage public expenditures on infrastructure encroaching on critical resource areas and instead encourage investment in areas most suitable for growth.

Putting these goals into action will require State leaders to exercise sound decision making as specific situations arise. State decision makers should embrace the "**Guiding Principles for State Decision Making**" with the State Strategic Plan and in doing so, inspire and incentivize decision makers at all levels of government to do the same. The Absecon Planning Board recommends that Absecon's decision makers utilize the 2011 State Strategic Plan when considering land development ordinance adoption.

**A complete copy of the updated State Plan is available online on the State website at <http://www.state.nj.us/state/planning/df.html>**

APPENDIX I  
ABSECON SCHOOLS STATISTICS

11/23/2016

Description	MARSH SCHOOL (PRE-K THROUGH 4)	ATTALES SCHOOL (5 THROUGH 8)	TOTALS	Projected capacity per room (3)	Capacity
<b>NUMBER OF CLASSROOMS</b>					
REGULAR	24	22	46	26	1196
SMALL	10	5	15	13	195
Classroom Subtotals (2)	34	27	61		1391
<b>NUMBER OF SUPPORT CLASSROOMS</b>					
GIFTED & TALENTED	1	0	1		
MUSIC	1	1	2		
ART	1	1	2		
COMPUTER ROOMS	2	2	4		
LAB	1	0	1		
LIBRARY	1	0	1		
GYM	1	1	2		
CAFETERIUM	1	0	1		
Subtotals	9	5	14		
OTHER SUPPORT ROOMS	79	59	138		
<b>GRAND TOTAL</b>			<b>213</b>		
<b>NUMBER OF STUDENTS</b>					
ABSECON SCHOOLS	469	356	825		
<b>TOTAL GRADES PRE-K TO 8</b>			<b>825</b>		
<b>NUMBER OF HIGH SCHOOL STUDENTS</b>					
ATLANTIC CITY HIGH SCHOOL			5		
PLEASANTVILLE HS			40		
ACIT			128		
CHARTER TECH			22		
ATLANTIC CO ALTERNATE HIGH SCHOOL			1		
ATLANTIC CO HIGH SCHOOL			4		
OCEAN CITY HS			34		
MAINLAND HS			19		
<b>TOTAL GRADES 9 TO 12</b>			<b>253</b>		
<b>GRAND TOTAL STUDENTS (1)</b>			<b>1078</b>		
NOTES:					
(1) Number of students taken from Absecon Schools via email dated 11/23/16					
(2) Inventory of rooms at Absecon Schools performed on Feb. 6, 2013.					
(3) Room Capacity of 26 for regular classroom and 13 for smaller classrooms from Absecon Schools email dated 11/02/12					

**APPENDIX J**  
**Number of Absecon High School Students**  
**Costs 2016 /2017**

High School	% of students	No. of Students	Cost per Student	Cost per School
ATLANTIC CITY H.S.	1.98%	5	\$ 884	\$ 4,420
ATLANTIC CO HIGH SCHOOL	1.58%	4	\$ 884	\$ 3,536
ATLANTIC CO INSTITUTE OF TECHNOLOGY	47.43%	120	\$ 6,200	\$ 744,000
ATLANTIC CO INSTITUTE OF TECHNOLOGY	3.16%	8	\$ 8,500	\$ 68,000
ATLANTIC COUNTY ALTERNATIVE HIGH SCHOOL	0.40%	1	\$ 884	\$ 884
CHARTER TECH HIGH SCHOOL	8.70%	22	\$ 15,000	\$ 330,000
MAINLAND REGIONAL H.S.	7.51%	19	\$ 884	\$ 16,796
OCEAN CITY H.S.	13.44%	34	\$ 884	\$ 30,056
Pleasantville H.S.	15.81%	40	\$ 18,000	\$ 720,000
<b>Totals</b>		<b>253</b>		<b>\$ 1,917,692</b>
<b>Average Cost per High School Student</b>				<b>\$ 7,579.81</b>
Choice schools max. transportation cost = \$884. for each Student				
Source: Base Data from Absecon Schools				
Appendix to 2016 Reexamination - Robert L. Reid, AICP, PP, Absecon Planning Board Planner - 12/31/2016				

APPENDIX K  
STUDENT PER UNIT  
Pre K to Grade 8

Name / Dwelling Type	students (1)	units	student per unit
Woodlands	0	108	0.00
Bel-Aire Lakes	0	125	0.00
Single family	692	2760	0.25
Oyster Bay	68	218	0.31
Califorinia Hill	45	102	0.44
Absecon Townhouses - Marin Drive	19	60	0.32
Absecon Gardens	0	48	0.00
AB Visions (MiPlace)	1	42	0.02
<b>Total</b>	<b>825</b>	<b>3463</b>	<b>0.24</b>

Notes:

1) Number of students from Absecon Schools

Appendix to 2016 Reexamination - Robert L. Reid, AICP, PP, Absecon Planning Board Planner - 12/31/20

APPENDIX L  
STUDENT PER UNIT  
HIGH SCHOOL - GRADES 9 TO 12

Name / Dwelling Type	students (1)	units	student per unit
Woodlands	0	108	0.00
Bel-Aire Lakes	0	125	0.00
Single family	193	2760	0.07
Oyster Bay	23	218	0.11
Califorinia Hill	20	102	0.20
Absecon Townhouses - Marin Drive	16	60	0.27
Absecon Gardens	0	48	0.00
AB Visions (MiPlace)	1	42	0.02
<b>Total</b>	<b>253</b>	<b>3463</b>	<b>0.07</b>

Notes:

1) Number of students from Absecon Schools

Appendix to 2016 Reexamination - Robert L. Reid, AICP, PP, Absecon Planning Board Planner - 12/31/20

**APPENDIX M**  
**PROJECTED STUDENT GENERATION**  
**MIPLACE AT THE SHORE**

UNIT TYPE	NUMBER OF UNITS	Student Per Unit - Grades Pre K to 8th	Number of Students Per Unit - Grades Pre K to 8th	Student Per Unit - Grades 9th to 12th	Number of Students Per Unit - Grades 9th to 12th
1 BEDROOM (1)	138	0	0	0	0
2 BEDROOM (2)	158	0.31	49.0	0.11	17.4
2 BEDROOM (EXISTING UNITS) (3)	42	0.32	13.4	0.27	11.3
3 BEDROOM (4)	5	0.44	2.2	0.20	0.4
1 BEDROOM - AGE RESTRICTED (1)	75	0	0	0	0
2 BEDROOM - AGE RESTRICTED (1)	24	0	0	0	0
<b>Total Units</b>	<b>442</b>				
<b>Total Pre- K to 8th Grade Students</b>			<b>64.6</b>		
<b>Total High School Students</b>				<b>29.2</b>	

Notes:

- 1) No students projected for one bedroom units or age restricted units.
- 2) Refer to Appendix K and L -Oyster Bay
- 3) Refer to Appendix K and L - Absecon Townhouses
- 4) Refer to Appendix K and L - Califorina Hill

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**APPENDIX N**  
**PROJECTED STUDENT GENERATION**  
**PROPOSED SINGLE FAMILY LOTS**

UNIT TYPE	NUMBER OF UNITS	Student Per Unit - Grades Pre K to 8th	Number of Students Per Unit - Grades Pre K to 8th	Student Per Unit - Grades 9th to 12th	Number of Students Per Unit - Grades 9th to 12th
SINGLE FAMILY LOTS	182	0.25	45.5	0.07	12.7
<b>Total Units</b>	<b>182</b>				
<b>Total Pre- K to 8th Grade Students</b>			<b>45.5</b>		
<b>Total High School Students</b>					<b>12.7</b>

Notes:

1) Refer to Appendix K and L -SINGLE FAMILY

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**APPENDIX O**  
**PROJECTED POPULATION /**  
**STUDENT GENERATION**  
**CLAYTON MILL RUN**

UNIT TYPE	NUMBER OF UNITS	PUBLIC SCHOOL CHILDREN PER UNIT (1)	Number of PUBLIC SCHOOL CHILDREN	PERSONS PER UNIT (1)	Number of PERSONS
1 BEDROOM	14	0.14	1.96	1.61	22.54
2 BEDROOM	40	0.62	24.80	2.76	110.4
3 BEDROOM	18	1.27	22.86	3.82	68.8
<b>Total Units</b>	<b>72</b>		<b>49.62</b>		<b>201.70</b>

Notes:

1) Source: Demographic Multipliers from Table I-9 CENTER FOR URBAN POLICY RESEARCH - RUTGERS UNIVERSITY

Robert L. Reid, AICP, PP, Absecon Planning Board Planner - 1/24/17

### Appendix P – Projected Population of Existing and Potential Future Residential Developments

Development	Projected Total Units	Projected Students	Projected Population
Absecon Gardens - Phase 1 – 48 units completed; Phase 2 – 10 units not constructed.	58	3 <sup>(1)</sup>	113 <sup>(2)</sup>
MiPlace - 42 units existing; 109 under construction; 291 not constructed.	442	95 <sup>(3)</sup>	1105 <sup>(4)</sup>
Proposed Potential Future Train Station Overlay Area.	132 <sup>(5)</sup>	7 <sup>(1)</sup>	330 <sup>(4)</sup>
Clayton Mill Run (Under Construction)	72	50 <sup>(6)</sup>	202 <sup>(6)</sup>
Proposed Potential Future Single Family Developments (Currently City Owned)	182 <sup>(7)</sup>	59 <sup>(8)</sup>	455 <sup>(4)</sup>
<b>TOTALS</b>	<b>886</b>	<b>214</b>	<b>2,205</b>

Robert L. Reid, AICP, PP, Absecon Planning Board Planner - 1/24/17

#### Notes:

- (1) Absecon Gardens is located in the Train Station Overlay Area. Projected students taken from Table I-8 Transit Oriented Development (TOD) survey of 10 developments using average pupil multiplier by Rutgers University Center for Urban Policy Research (CUPR). Currently 25 units have been sold with no school age children.
- (2) Projected population taken from Table II-1 Total Persons: 5+units –own demographic multipliers by Rutgers University CUPR.
- (3) Refer to Appendix M.
- (4) Projected population from 2010 Census data: Population 8,411 / 3,365 dwelling units= 2.5 average person per unit.
- (5) Refer to Table V-7.
- (6) Refer to Appendix O.
- (7) Refer to Table V-1.
- (8) Refer to Appendix N.