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HISTORIC PRESERVATION STUDIO

School of Design
University of Pennsylvania

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Atlantic City

EXECUTIVE SUMMARY

The following report details the efforts of a semester-long study phased through Fall 2014 and conducted by students of the University of Pennsylvania's Graduate Program in Historic Preservation. While this work built upon a previous study done by classmates of the 2013 Studio course, we aimed to synthesize their work to provide focused analyses of how historic preservation can be applied to revitalize Atlantic City in its current context.

OBJECTIVES

1   Complement and intensify focus from 2013 Studio

2   Investigate presence of historic preservation in Atlantic City relevant to its current context

3   Propose and defend the need for active preservation opportunities and initiatives to revive the city

We would like to acknowledge and thank our advisor, Professor Randall F. Mason, for his guidance throughout this studio project.

1910 Hughes & Bailey map (Library of Congress)

Background

1.1 Descriptive Analysis

Relationship to Local Context

Prior to closure of the Atlantic Club, Revel, Trump Plaza, and Showboat in 2014, Atlantic City casinos employed 27,816 Atlantic County residents, 1,013 Ocean County residents, 900 Camden County residents, 773 Cumberland County residents, and 740 Cape May County residents, data that does not account for the abundant service companies and suppliers in contract with casinos.[1] About 100,000 jobs, or 2% of the total workforce of New Jersey, are in direct relation to the Atlantic City casinos.[2] The spate of recent closures is thought to have cost more than 8-10,000 jobs, with direct implications for residents and commuters alike and expected impact — through a rise in unemployment and resultant decrease in income and property values — on state tax revenue.

In search of novel sources of revenue in the midst of economic crisis, Pennsylvania, New York and Delaware have, since 2006, begun operation of casinos within geographic range of Atlantic City's primary customer base. While the market for motorists within a hundred-mile distance from Atlantic City is worth more than $6 billion per annum, the depletion of tourist sites and pervasive notion of Atlantic City as "dead" have done much to discourage potential visitors; competition from Philadelphia, Bethlehem, Chester, and Valley Forge, Pennsylvania, in particular present a more serious economic threat to Atlantic City than did Hurricane Sandy, which cost casinos as much as five million dollars per diem.[3] The tourist commitment to Atlantic City has been in decline since automobile and commercial air travel came within the means of the post-World War II middle class and brought more distant, more diverse locales within reach; coupled with the economic monoculture inherent to dependence on casinos, globalization has shifted focus from the relative ease with which Atlantic City is accessible to its lack of interest relative to other, equidistant places.

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Geography

Atlantic City is located along the southeast coast of New Jersey on Absecon Island. The coastline city covers just over 17 square miles, 40% of which is water.[4] A belt of marshlands, low meadows, and a narrow strait separate the Island from the mainland. Other shore towns along the coast follow Atlantic City, including Cape May at the southernmost tip of New Jersey. The closest metropolises are Philadelphia to the northwest (60 miles away) and New York City to the north (100 miles). The beach extends along a 4-mile boardwalk dotted with resorts, casinos, arcade halls, restaurants, amusement piers, and other commercial beasts.

Climate

The proximity of the Atlantic Ocean drives the city's climate, falling in the humid subtropical range. Summers are warm and last longer than on the mainland while winters are relatively mild. Precipitation is spread modestly over the entire year.
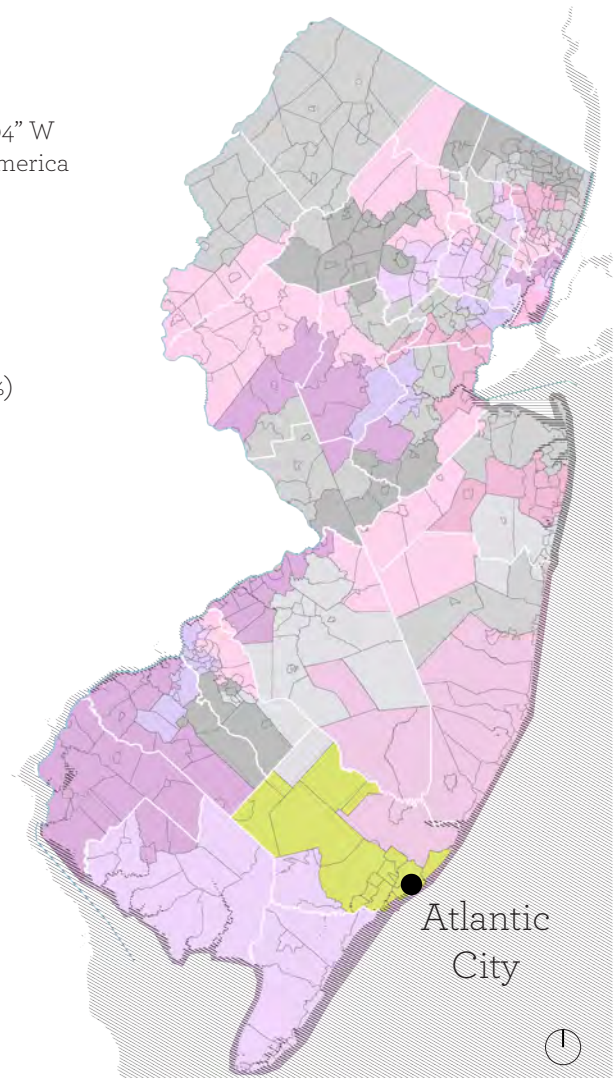
Atlantic City Statistics[5]:

Coordinates	39°22'38" N, 74°27'04" W
Country	United States of America
State	New Jersey
County	Atlantic

Area
City	17.037 sq mi
Land	10.747 sq mi
Water	6.290 sq mi (36.92%)
Elevation	7 ft

Population
City	39,558
Estimate (2013)	39,551
Rank	55th of 566 in NJ
Density	3,680.8/sq mi

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DEMOGRAPHICS

As of the 2013 U.S. Census Report, the population of Atlantic City was estimated to be 39,551 people of the registered 8,899,339 New Jersey residents. Owing to its reputation as a destination city for entertainment and leisure, particularly in the tourism heavy summer months; the number of people within the city limits swells considerably. However despite the relatively small size of its annual residential population, the demographics of Atlantic City give an indication of both the issues surrounding the area as well as the community values that could be leveraged in the development of sound preservation planning and the encouragement of local economic growth.

Annual Visit-Trips to Atlantic City (in thousands)						
Year	Automobile	Casino Bus	Franchise Bus	Air	Rail	Total
2012	23,807	2,491	461	274	194	27,227
2011	24,293	3,223	449	282	205	28,452
2010	24,678	3,709	455	292	194	29,328
2009	25,185	4,282	475	240	199	30,381
2008	25,903	4,910	505	250	245	31,813
2007	26,929	5,408	501	260	202	33,300
2006	27,545	6,041	526	260	162	34,534
2005	27,889	6,104	519	261	151	34,924
2004	25,815	6,600	495	261	152	33,323
2003	24,553	6,764	504	261	142	32,223
2002	24,676	7,586	514	268	143	33,188
2001	23,501	7,985	519	276	139	32,420
2000	23,177	9,015	536	323	133	33,184
1999	23,247	9,342	539	396	128	33,652

Source: South Jersey Transportation Authority

The current economic state of Atlantic City is admittedly dire—the percentage of people below the poverty level between 2008-2012 was estimated to be 29.9%, nearly three times that of the state average of 9.9% and there is a startling economic disparity between that of Atlantic City and the state as a whole.

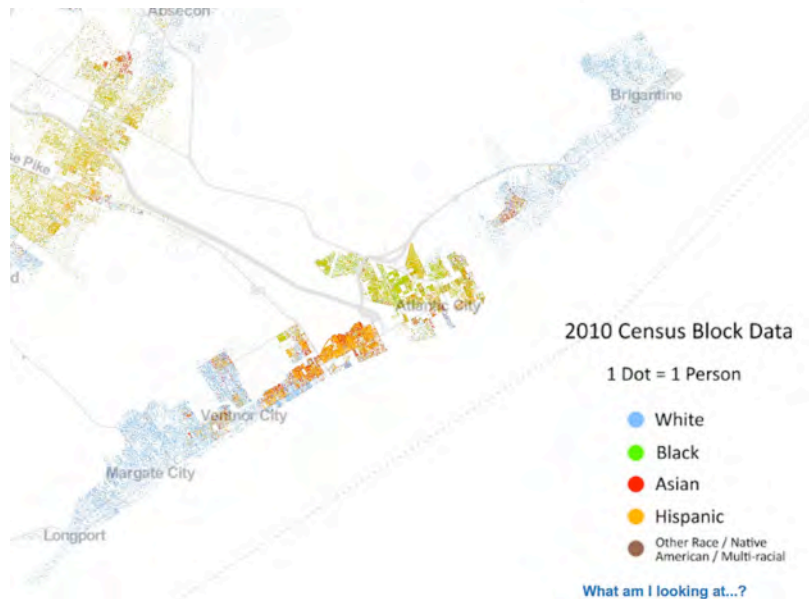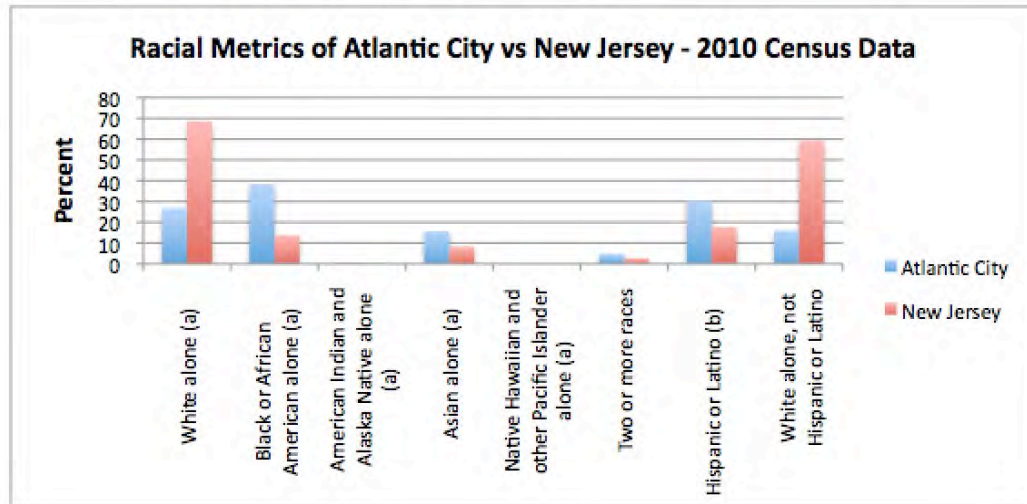**Income Level of Atlantic City vs New Jersey - 2008-2012 Census Data**
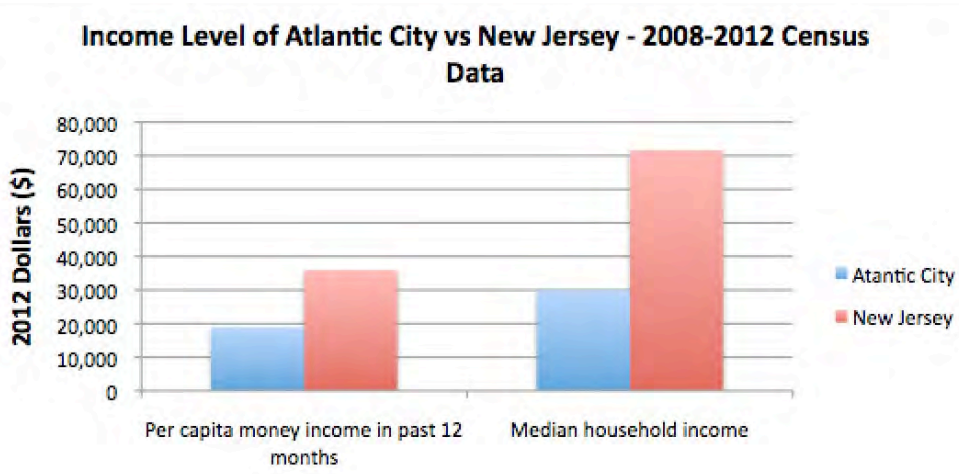
Other metrics further indicate the economic situation of Atlantic City so often lamented in contemporary media. Homeownership rate and the number of housing units in multi-unit structures are nearly half and nearly twice the state average respectively. Moreover, the percentage of the population in that same time interval possessing a bachelor's degree and over the age of 25 was more than half the state average at only 15.8% versus 35.4%.

Housing Metrics of Atlantic City vs New Jersey -2008-2012 Census Data
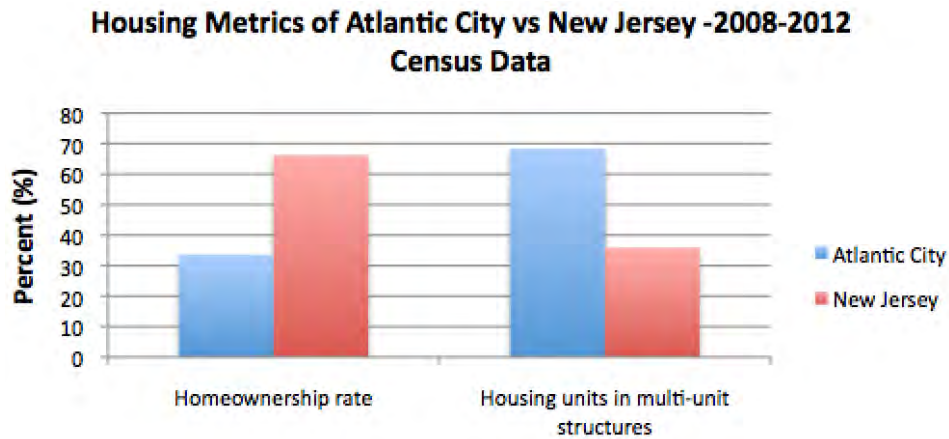
Such factors confirm the need for economic revitalization within Atlantic City while also begging the question of which demographic factors can be viewed as influencing factors that could be leveraged for positive, sustainable development. Perhaps the most richly compelling demographics that could be tapped into as a potential resource for small-scale growth are those that pertain to the high degree of ethnic diversity within Atlantic City. In fact, the stretch of Ventnor Avenue in the Chelsea neighborhood of Atlantic City is listed as New Jersey's most diverse census tract. Consequently no longer a city historically defined by the simplistic binary of white and black, Atlantic City is now home to immigrants from various ethnic and racial backgrounds raising a younger generation that is similarly diverse.

Between 2008 and 2012, the percentage of the population over the age of 5 who list speaking a language other than English at home was estimated to be 41.8% of Atlantic City.

Racial Metrics of Atlantic City vs New Jersey - 2010 Census Data

2010 Census Block Data

1 Dot = 1 Person

- White
- Black
- Asian
- Hispanic
- Other Race / Native American / Multi-racial

What am I looking at...?

Ultimately, these demographics provide a key potential resource to cultivate the continuation and growth of local businesses. As the economy of Atlantic City that had so depended on the big business of casinos lies in question, the diversity of both Atlantic City and its smaller businesses can be harnessed to provide more sustainable solutions for the future. The 2007 Census Report noted that approximately either minority or women owned 45% of local business firms, and city representatives expressed the encouragement of these types of businesses as a potential area of developmental interest. Indeed, in order to provide long-term benefits that begin to knit together the fragmented patchwork of Atlantic City, one must begin to closely examine the complexity of where these communities do survive.

Neighborhoods

In Boardwalk of Dreams, Bryant Simon links together urban, architecture, social and geographical descriptions, which help to get a glimpse of the significance and evolution of the neighborhoods of Atlantic City. Nowadays, some of the neighborhoods retain the urban and community features described by Simon. For example, in some areas of the city the American front porch, a semi-private outdoor room, still stand in front of the houses.

This section intends to offer a brief description of Atlantic City neighborhoods from the east side to the west side, and comprises: The Westside, Monroe Park, Venice Park and Lagoon Island, the East, Bungalow Park, South Inlet, and North Inlet neighborhoods, Downtown and Uptown, Ducktown, Chelsea, Lower Chelsea and Chelsea Heights.

Venice Park & Lagoon Island
The Lagoon Island and Venice Park neighborhood grid extends from Absecon Boulevard towards the west. Small blocks and one to two-story clapboarding bungalows characterize both residential areas. Both neighborhoods are sensitive to environmental conditions and need to increase their storm resilience.

The Westside & Monroe Park
This area stood historically as the Atlantic City black workforce neighborhood. Westside is limited by South Carolina Avenue on the east, Dr. Martin Luther King Boulevard on the west, and Atlantic Avenue on the south side. Monroe Park presents smaller blocks than in Westside due to a process of densification when social housing projects was built in the area.

The Marina District
Away from Downtown, the Marina houses casinos and other venues in the northern side of Atlantic City. It is a designated redevelopment area completely disconnected of the historic urban fabric.

Bungalow Park
Bungalow Park presents an image of two-story dwellings standing among small vacant lots. The neighborhood is limited by Mediterranean Avenue in the south, by the Gardners Basin in the east, and by the Delta Basin and Maryland Avenue in the west.

Inlet
The south section was historically characterized by wealth and labeled as melting pot: no single ethnic group lived there.[5]   However, nowadays Inlet searches its balance between the derelict buildings and vacant lots of the south and the renewal area residences in the northeast. North Inlet has been witness of an important residential development.

Downtown and Uptown
This area features a few buildings of an alternative resort city mixed with extensive parking lots and macro-casinos. The Tourism Improvement District tries to revitalize both neighborhoods to recover its past glory, such as the rich and vivid spirit of Kentucky Avenue.

Ducktown
A 19th century district beginning as a home for Italian immigrants. The name derives from the fact that many of the area's earliest residents apparently trapped ducks along the bay, and consequently locals started to call the area Ducktown.[6] The neighborhood extends between Missouri Avenue and Texas Avenue and retains part of an historic urban fabric of two- and three-story row houses. Public street life is most present in this area of the city.

Chelsea
Chelsea extends from Texas Avenue on the east to Albany Avenue on the west. The wetlands and the Boardwalk limit the north and south boundaries. The neighborhood hosts the O'Donnell Park and the WWII memorial and historic assets such as the Masonic Temple and the Eldredge Chelsea Fireproof Warehouse. Atlantic Avenue separates the residential area from the casinos, resorts and parking lots on the south side. The Atlantic City Master Plan defines the northern side as a tightly knit community with a mixed-density residential component.[7] In fact, it comprises of a mix of retails shops, two- and three-story apartments buildings, and houses with front porches. Alleys and modern inspired interventions also settle in the neighborhood.

Lower Chelsea & Chelsea Heights
These neighborhoods extend from Albany Avenue on the east to Jackson Avenue on the west, against the limits of Ventnor City. Lower Chelsea is situated between the coastline and the Intercoastal Waterway, while Chelsea Heights is located in the north side beyond the Chelsea Harbor. Beyond some high-rise development close to the Boardwalk, both neighborhoods preserve a strong residential atmosphere characterized by a low-density mix of dwellings with front porches and few retail shops concentrated in Ventnor Avenue. Shops are the expression of a diverse community living in the neighborhood and include a vivid mix of ethnic restaurants, take-away spots, bodegas, dollar stores and coin-operated laundries.

Notes

[1] Atlantic County, New Jersey Economic Development. 2013.

[2] HSPV 710 Historic Preservation Studio. 2013.

[3] Hurdle. 2014.

[4] United States Census Bureau. June 2013.

[5] Simon, Bryant. Boardwalk of Dreams: Atlantic City and the Fate of Urban America. (New York: Oxford University Press, 2004). 79.

[6] Ibid., 75.

[7] Atlantic City Master Plan, Land Use. 41.

1.2 History

INTRODUCTION

In order to explore Atlantic City's future, we must first understand its past. We have identified several main themes that resonate throughout the city's history. From its conception in 1854, its fate has been inescapably linked to the rise and fall of the railroad, the leisure tastes of the masses, and the successes and failures of the summer season. The leisure culture around which the city grew led to a dichotomy between the tourist-centered Boardwalk and the urban fabric of the workers' neighborhoods. Racial divides ensured that the city was experienced differently by the white and black populations. This dependence on tourism led to a seasonal economy, wherein the city's economic stability depended on just three months of the year. Lastly, Atlantic City has always had to "brand" itself in order to attract visitors and remain relevant. The importance of branding remains very relevant today, as the city struggles with the loss of five of their casinos. No one knows what the future holds, but no matter what happens, Atlantic City will always have its past.

I. THE "BOARDWALK" VS. "THE CITY"

"Atlantic City was a self-contained incongruity," [1]

Atlantic City from Garden Pier, circa 1917. Source: Library of Congress Prints and Photographs Division.

Since its conception, Atlantic City has been built on the idea of providing leisure opportunities for city dwellers. It was founded in 1854 by railroad developers and speculators looking to create a resort for the people of Philadelphia. The shortest line between Philadelphia and the seashore was drawn and at the end of the line the sand dunes of remote Absecon Island were flattened and transformed into Atlantic City. Richard B. Osborne, leader of the original speculative efforts, envisioned the new town as "the lungs of Philadelphia."[2] Although some of Atlantic City's early developers wanted to see the town become the new Newport, attracting the wealthy elites of the region, Osborne had a different vision. He saw the town becoming a haven for the "work-worn artisan… whose limited means prevent a long absence from his calling." [3] Atlantic City indeed became a resort for the middle and lower classes, with train fares from Philadelphia set at affordable prices. For the first time, factory laborers, office clerks, department store workers, By 1880, it was called the "American Brighton," attracting visitors from not just Philadelphia, but all over the country. This was just one of the many nicknames it received over the years.

The first boardwalk was built in 1870. It was quite simple, with a row of boards spread over the sand for people to walk on. A more permanent structure made of steel and concrete reinforcement was installed in 1896. The Boardwalk became perhaps the defining characteristic of Atlantic City. It has existed-- in various incarnations-- ever since its conception. In terms of form and function, it remains quite true to its history even today, despite being destroyed by storms and rebuilt every so often. As in the Shinto Temples of Japan, the Boardwalk is always being renewed with new materials, but retains the same spirit and form. Unlike the temples, of course, the Boardwalk has been a monument to leisure and fun. More importantly, however, it serves as a lively public space where people can gather. Venders still line the boardwalk, visitors can still hire a "rolling chair" and the famous Steel Pier amusement park still exists—albeit in a reconstructed and shorter form following fires and changes in ownership.

Away from the Boardwalk, however, there is a very different Atlantic City. Historically, this has always been the case. There was a sharp dichotomy between the Boardwalk and the clubs and nightspots few blocks behind the waterfront line. While the Boardwalk embodied an artificial character and represented the search of the perfection of the middle class values (decorum), the latter embodied vice, basic instincts, and a more relaxed leisure (as the 1930s The Paradise Club). In both cases, black American employees entertained white people; racial segregation was present although in the nightclubs environment racial boundaries were stretched, but without rupturing. It was a way which two worlds mixed. Additionally, it was an additional attraction to keep tourists coming back: easy access, relatively safety, and the Boardwalk acting as the whitewash of this "vice" (since far off the Boardwalk, the standards of behavior were increasingly relaxed). Many of these clubs were on Kentucky Avenue, including 1930s Club Harlem (beyond Atlantic Avenue) and the 500 Club (behind Convention Hall). Some clubs beyond Atlantic Avenue, rather than being a place for the black community, were created for white people searching "blackness," or rather, what they perceived it to be. [4]

Despite Atlantic City's desire to provide an illusion of leisure and pleasure, for the residents of the city, even the business of having fun was just business as usual. The social problems of the larger cities were alive and well in Atlantic City. Poverty, unemployment, crime, racism, homelessness, and segregation were major problems even during the city's "glory days." During the off-season, the most expendable workers (usually poor black emigrants from the South) were left jobless and unable to pay rent. They had to rely on community organizations such as churches to get through until the next summer when there was hope of finding a job again. In more recent years, depopulation, underutilized housing stock, drug activity, and poor infrastructure have become major problems for the city's residents, in addition to the issues that their predecessors also faced.

II. *RACE/ETHNICITY*

"The city became an extraordinarily complex environment in which black people performed subservice, created community, enjoyed their safety in numbers, and prepared themselves for opportunities that would come in the future. Black Atlantic City, the Northside,, was an incubator for black social and cultural integrity." [5]

MFDP Delegates demonstrate at the 1964 Democratic National Convention. Source: Memphis Brooks Museum of Art

Many works on Atlantic City tell the story of a seaside playground for the middle and lower classes of white Americans. However, like nearly everything else in U.S. history, Atlantic City was experienced differently by the white and black communities. They were given jobs that fit under the "3 D's"-Dangerous, Dirty, and Difficult. Most of the jobs that the leisure industry birthed fit into at least one, if not all, of those categories and therefore they fell to to the African American population.[6] Black Atlantic City residents served as hotel workers-- cleaners, laundresses, bellhops, dishwashers, cooks, etc. They were laborers, constructing the massive hotels, the boardwalk, and the railroads that led to Atlantic City. They pushed the ubiquitous rolling chairs on the boardwalk, serving as the only servants that many of the working-class white visitors the city ever had. They ran all the tasks that were considered "behind the scenes" to everyday life of the resort economy and therefore they were indispensable to its prosperity. By 1900, nearly 7,000 African American workers lived in Atlantic City, with even more coming temporarily in the summer months. There were hotels where over 95% of the staff was black.

Many of the visitors to Atlantic City were of the poor, white working class - factory workers, new immigrants from places like Ireland, Italy, and Eastern Europe - who were often discriminated against themselves. In Atlantic City, however, they found that they could enjoy the privileges that other mainstreamed whites also enjoyed. For many 19th century "ethnic" European immigrants, the way to become White in American society was to follow a set of pre-determined norms and follow a certain standard of behavior. Unfortunately, one of these societal standards was recognizing the supposed subservience of black residents and taking advantage of this. In a system in which the African American population formed a perpetual underclass, they could realize their whiteness through their position as the served, rather than the servants.

Despite the necessity of black labor to the resort lifestyle, the presence of African American workers, especially outside of the roles considered "appropriate" for them, was not welcomed. When they tried to enjoy the fruits of their labor by partaking in the same recreational activities as their white counterparts, they were ridiculed at best and attacked at worst.[7] They were not allowed to bathe or lounge in front of white patrons, and workers were not-so-subtly threatened with being fired if they failed to comply. Many newspapers, trying to sell Atlantic City to "respectable" white tourists often complained of the "Negro problem," worrying that the presence of so many black people would hurt tourism. Other white Atlantic City residents and business owners were more pragmatic about the situation, recognizing that as long as African Americans had money to spend, they would spend it if given the chance.[8]

Not all African Americans who came to Atlantic City were workers. They too sought leisure opportunities and beachfront relaxation, despite the discrimination they faced. The attitude of most of Atlantic City's white population was, "they can stay as long as they know their place." They were banned from many establishments and even beaches. Eventually they were banned from all of the city's beaches except for one between Mississippi and Missouri Avenues, which became known as "Chicken Bone Beach." This beach became popular with black tourists from all over the Northeast.[9] Jim Crow style discrimination permeated nearly every aspect of black life in Atlantic City, right down to some soda fountains forbidding black people from drinking out of the same glasses. Still, to many African Americans, Atlantic City actually represented a better way of life. During the late 19th and early 20th centuries, the "nadir of race relations in the U.S." following the failure of Reconstruction, opportunities for black workers in both the north and south were scarce. In the South, they worked as sharecroppers, bound to the land through systematic indebtedness in a manner that was hardly better than slavery. In the North, most were either domestic servants or laborers, perpetually stuck in subordinate roles. In Atlantic City, there was opportunity for career advancement the likes of which were rarely seen elsewhere.[10] They could start off in the lowest positions-- the dirtiest, most dangerous, and most difficult jobs, and progress to higher positions in the hospitality business as they gained more experience. With the promotions came pay raises, and thus the opportunity for class mobility was very real. In fact, a class hierarchy developed in the city's black community that mirrored the same structure in the white community.[11]

III. *THE SEASONAL ECONOMY*

""September was the end of summer and September was also the end of Philadelphia's interest in Atlantic City." [12]

Margaret Gorman, the first winner of the Miss America Pageant, 1921. Source: Bain Collection, Library of Congress

The curse of Atlantic City has always been that it is dependent on the summer season to sustain its economy. Like many places with an economy dependent on just one resource—in this case, tourism—fortunes rose and fell year by year based on the availability of that resource. Nearly all of the profits made for the year had to be made in the short three-month window between May/June and September. After Labor Day, visitation dramatically decreased and the resort workers had to settle in to endure a long and often difficult winter. While advertising and branding had historically played a large part in promoting the city, not even the best politicians, advertisers, and boosters had full control over the success of the season. The press of Philadelphia, laws of New Jersey, public taste, the state of the national economy, and the weather were just some of many elements that determined whether or not the vital summer season was successful.

Because the summer was so short, Atlantic City's officials were constantly looking for ways to extend the season and bring tourists in during non-peak months. This desire led to the creation of the Miss America Pageant in the middle of September, the promotion of the city as a convention hotspot, and eventually in the 1970s, the casino economy.

IV. *BRANDING*

"If the people who came to town had wanted Bible readings, we'd have given 'em that. But nobody ever asked for Bible readings. They wanted booze, broads, and gambling, so that's what we gave 'em." [13]

Crowds gathering outside the Steel Pier, 1941. Photo by Alfred Eisenstaedt.

Because of the importance of attracting visitors and revenue to the city during the peak season and beyond, Atlantic City has to stay relevant, constantly thinking of new ways to draw the attention of the masses. The earliest form of branding was in naming the place "Atlantic City," framing it as both a metropolis ("City") and an escape with ties to its unique geographic setting and relation to the ocean ("Atlantic"). The place has been otherwise branded as the "Queen of Resorts"; the "Convention City"; the "Mirth Place of the Nation"; and "Philadelphia's Lungs," with most of these focused on ideas of health or retreat.[14] The "Do|AC" campaign today is just one in a long line of slogans intended to boost tourism. Today it is more critical than ever as the city tries to build a new identity out of the ashes of failing casinos.

From somewhat "shocking" displays like the popular/infamous diving horse shows, freak shows, and baby incubator displays on the boardwalk to colorful, propaganda-like postcards, over-the-top fashion, kitschy souvenirs, technological novelties, and the minstrel shows that played each season, the amusements available to tourists reflected the popular tastes of the day. It was a place where Victorian morals were relaxed and morality was loosened. From sentimental to macabre to racially-charged, Atlantic City's version of entertainment was defined by whatever the customers wanted. If people were fascinated by mechanical innovations, then Atlantic City installed Ferris wheels, roller coasters, and merry go-rounds. If they wanted Vaudeville, they could pay to see Vaudeville.

If they wanted to drink and gamble, then they could partake in those vices freely. As one city leader stated, *"If the people who came to town had wanted Bible readings, we'd have given 'em that. But nobody ever asked for Bible readings. They wanted booze, broads, and gambling, so that's what we gave 'em."* Indeed, the city was in the business of making money, as much money as possible. There was little care given to HOW the money was made, as became evident during the height of boss rule in the 1920s and 30s.

As long as the railroad reigned as the predominant form of transportation for the masses, Atlantic City did well as a resort town. For decades, it was the most accessible vacation destination for east coast city dwellers. After the rise in popularity of cars and the construction of interstates, it became easier for the middle and working classes to drive elsewhere for vacation. With widespread air travel following soon after, families could afford to fly to spend a week at Disney World or on the beaches of Florida. Still, Atlantic City attempted to adapt, constructing the A.C. Expressway in 1964 and its own "international" airport. Casino gambling soon followed, touted as the cure-all for A.C.'s problems.

V. *Casinos*

"There is an animal vitality to the casinos, and maybe it doesn't matter that it's a losing game."[15]

Photos showing three major Atlantic Casinos-- all of which are now closed.

The incorporation of casino gambling into the economy and physical fabric of Atlantic City in the 1970s induced a large shift in the development of the city as well as its infrastructure. By the time the referendum passed in November 1976, Atlantic City had been in a state of decline for over a decade and city officials along with the public were desperate for a means of stimulating economic development and raising funds for the city. The jet age of the 1960s allowed Americans to travel

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further distances for vacation, so Atlantic City largely lost the draw that it had throughout the Northeast as a resort destination. Further stagnation afflicting both the national and state economies in the early 1970s also had a large impact on older cities like Atlantic City.[16] During this period, the population decreased by 20% and over 4,500 jobs were lost between 1965-75 as the facilities in Atlantic City deteriorated and the housing stock declined, leaving substantial tracts of abandoned buildings. Additionally, the area became known as refuge for elderly and minority groups.
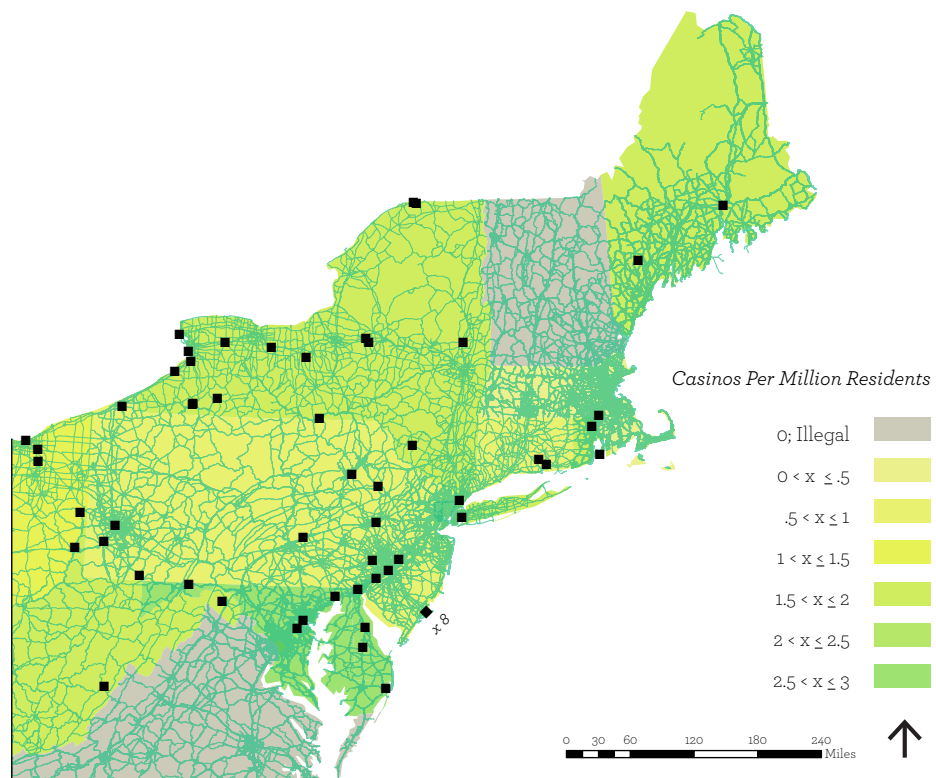
The promise of the income of gambling taxes and employment opportunities demonstrated by models such as Las Vegas eventually surpassed the public's worries about the moral issues of gambling along with the potential of increased criminal activity.[17] However, integration of the casinos into the area had a largely negative impact on city fabric as well as its demographics. The crime rate did increase immensely, tripling over a period of four years after the casinos first began opening, likely due to the drastic social dislocations of sudden wealth in the midst of poverty. [18] Though there was a rapid rise in employment directly for the casinos, almost all employees lived outside of the city in the suburbs of New Jersey. Additionally, many other industries such as retail, manufacturing and trade, and construction sharply declined following the ratification of casino gambling; the draw of casino employment diverted many employees from these other industries, often local small businesses.[19] The tax produced by the casinos for the city is fundamentally diverted back into the resorts to support the vast municipal services that they require to run smoothly; they also produce pressure on increasing service and infrastructure investment that basically negates their income.[20]

The most visible detrimental effects of casino gambling, however, lie in the fragmentation of the city's fabric. Due to its location on barrier island, little room for development was available, so speculation for casino sites often included the large scale demolition of buildings, most of which were historic neighborhoods. Many people, largely poor, ethnic, and elderly residents, were displaced from their homes as they were evicted, unable to pay the heavily increased property taxes. Oftentimes the vacant lots were never subsequently developed and so sizeable patches of land stripped of all built fabric exist throughout the city in areas zoned for casinos.[21] These empty lots along with the central location of the massive casino resort complexes and subsequent outlet shopping areas, create a massive disruption to the flow of the city, especially in light of the pedestrian environment. Residential communities in the northeast region of the island are isolated from those found in the southwest, which were not as affected by the rampant speculation. Overall, the incorporation of casinos into Atlantic City seems to have done much more harm than good. Now as the casino environment appears more unstable than ever, the city is left to deal with the large scale disruption the casinos introduced in both the built environment and the economy.

Notes

[1] Charles E. Funnell, By the Beautiful Sea: The Rise and High Times of that Great American Resort (New Brunswick, NJ: Rutgers University Press, 1983), 119.

[2] Ibid., 4.

[3] Ibid., 4.

[4] Bryant Simon, Boardwalk of Dreams: Atlantic City and the Fate of Urban America (Oxford University Press, 2006), 45-62.

[5] Nelson Johnson, The Northside: African-Americans and the Creation of Atlantic City (Medford, NJ: Plexus Publishing, Inc., 2010), xv-xvi

[6] Ibid., 3.

[7] Ibid., 29-30.

[8] Ibid., 11.

[9] Ibid., 43.

[10] Ibid., 21-32.

[11] Ibid., 32.

[12] Funnell, 119.

[13] Johnson, 19.

[14] "Images of America."

[15] Sternlieb, George and James W. Hughes, The Atlantic City Gamble (Cambridge, MA: Twentieth Century Fund, 1983), 2.

[16] Ibid., 80.

[17] Ibid., 30-31.

[18] Ibid., 134-35.

[19] Ibid., 82-83.

[20] Ibid., 96.

[21] Ibid., 112-119.

1.3 Immediate and Long-Term Preservation Issues

Casinos Per Million Residents

0; Illegal
0 < x ≤ .5
.5 < x ≤ 1
1 < x ≤ 1.5
1.5 < x ≤ 2
2 < x ≤ 2.5
2.5 < x ≤ 3

0   30   60   120   180   240
                                              Miles

a. *Economic Impact on Local Context and Decline of Tourist Market*

Prior to closure of the Atlantic Club, Revel, Trump Plaza, and Showboat in 2014, Atlantic City casinos employed 27,816 Atlantic County residents, 1,013 Ocean County residents, 900 Camden County residents, 773 Cumberland County residents, and 740 Cape May County residents, data that does not account for the abundant service companies and suppliers in contract with its casinos.[1] About 100,000 jobs, or 2% of the total workforce of the state of New Jersey, are in direct relation to the Atlantic City casinos.[2] The spate of recent closures is thought to have cost more than 8,000 jobs, with direct implications for residents and commuters alike and expected impact, through a rise in unemployment and resultant decrease in income and property values, on state tax revenue.[3]

In search of novel sources of revenue in the midst of economic crisis, Pennsylvania, New York and Delaware have, since 2006, begun operation of casinos within geographic range of Atlantic City's primary customer base. While the market for motorists within a hundred-mile distance from Atlantic City is worth more than $6 billion per annum, the depletion of tourist sites and pervasive notion of Atlantic City as "dead" have done much to discourage potential visitors; competition from Philadelphia, Bethlehem, Chester, and Valley Forge, Pennsylvania, in particular present a more serious economic threat to Atlantic City than did Hurricane Sandy, which cost casinos as much as five million dollars per day of closure.[4] The tourist commitment to Atlantic City has been in decline since automobile and commercial air travel came within the means of the post-World War II middle class and brought more distant, more diverse locales within reach; coupled with the economic monoculture inherent to dependence on casinos, globalization has shifted focus from the relative ease with which Atlantic City is accessible to its apparent lack of interest relative to other, equidistant places.

b. *Culture of Demolition and Abuse of Eminent Domain*

Before the earliest whispers of casino development, the Atlantic City Housing Authority entered into agreement with the Federal Department of Housing and Urban Development to acquire fifty-six acres for "renewal"; with the federal government providing $21 million of the $28 million needed for acquisition, demolition, relocation of ninety families, and site improvements, the Housing Authority began collecting parcels in the renewal tract in 1966, and had razed all of the acquired properties by 1968. The six-block tract, along the Boardwalk and inland to Atlantic Avenue, has been under development by casinos, including the now-defunct Showboat, since the Casino Gambling Referendum of 1976.[5]

Under the banner of "redevelopment," the Casino Reinvestment Development Authority has seen fit to exercise eminent domain, the power of government to take private property for a public use, for the development of casinos and their dependencies as well as corridors meant to convey a notion of orderliness to visitors. In a 1986 Northeast Inlet Redevelopment Plan, the CRDA designated a portion of Atlantic City as "in need of redevelopment … so as to prevent the existence of blighted conditions." 414 commercial and residential properties were identified for acquisition and clearance and were subsequently razed; in 1999, the Northeast Inlet Redevelopment Plan was amended and extended

inland to twenty adjacent "blighted" blocks, with 214 of the 600 residences to be developed meant to replace an equal number of public housing units.[6] Insistence that residences, whether historic or not, are replaceable is evidence of a development culture that fails to consider the sentimental, personal, exceptional, or significant.

As part of a current initiative meant to render Atlantic City "safer for tourists and residents alike," Governor Christie and his aides have placed emphasis on the demolition of abandoned buildings as a tactic for "safety and quality-of-life enhancements."[7] By the initiative's implementation in March 2013, twenty-nine vacant properties of indeterminate quality and historic merit had been demolished in the name of "enhancement."

A continued reliance on demolition and development, rather than acknowledgement of extant properties as resources or heritage, persists in Atlantic City with political, sociocultural, and administrative reinforcement. To encourage historic preservation in Atlantic City is to encourage a systematic reformation of the demolish-and-rebuild mentality that has influenced Atlantic City development since the earliest annual reconstruction of the Boardwalk.

c. *Lack of Building Code Enforcement*

With a staff of ten, the Atlantic City Division of Code Enforcement — meant to assess conditions on the interiors and exteriors of buildings to ensure that minimum standards of habitability are maintained — has an insufficient work force for adequate service.[8] In addition to detrimental impact on adjacent tenants and services, building code violations can compromise intact historic features and the structural integrity of properties throughout Atlantic City. In recent months, the Casino Reinvestment Development Association has funded two Land Use Regulation Enforcement Officer positions to inspect the Tourism District, issue citations, and educate owners, tenants, and developers in code requirements and potential violations, in addition to other tasks.[9] The broad set of duties for which each code enforcement officer is responsible allows little time for fieldwork though careful attention to the building stock could encourage a more comprehensive appreciation of heritage resources. The lack of enforcement means that potential violations are rampant and an insurmountable task for the current number of officers; further, the focus on enforcement in the Tourism District, which contains the casinos and commercial outlets and which caters to non-residents, overlooks the merit of protecting more vernacular, residential historic properties.

d. *Economic Monoculture*

From its incorporation in 1854, Atlantic City was built as a resort destination reliant on tourism. Present infrastructure retains a reliance on tourism, but of a mode almost wholly inextricable from casinos. Seventeen of Atlantic City's twenty largest employers are casino parent companies; the remainder includes the City of Atlantic City and the Federal Aviation Authority, which oversees operations at Atlantic City International Airport. In 2013, 27,816 Atlantic County residents were in the direct employ of casinos, a figure that does not account for abundant industries in service of casino tourism.[10]

In unfortunate evidence in the midst of economic crisis, the success of Atlantic City, the employment of its residents, and the management of its resources are almost solely dependent on casinos; the recent closure of the Atlantic Club, Revel, Trump Plaza, and Showboat and resultant loss of 8,000 jobs[11] reveal the extent to which excessive reliance on a single source of employment, production, and economic activity have left Atlantic City inordinately vulnerable to volatile patterns of demand in the marketplace.

e. *Social and Economic Divisions Impede Advocacy*

There is, in Atlantic City, a lack of effectual activism to address the absence of incentives for historic preservation and contest a persistent culture of demolition. Historic resources are particularly vulnerable to urgent economic pressure and development agendae, and require attention before further assets are lost. Prior investigation into the advocate presence in Atlantic City has shown that several local associations "are handicapped by their lack of organization and education, and are frequently understaffed and underfunded … Many community groups and civic associations do not have any form of internet presence or email contact."[12] While there is apparent agreement among resident as to the predominant issues that face Atlantic City and its population, there is a lack of consensus as to a course of action to pursue resolution. Further, differences in experience, and consequently, interpretation of the city are apparent across racial and ethnic lines; conversation with the District Commander of the Public Safety Task Force revealed, for instance, that a notable percentage of black residents in the North Side have never visited the Boardwalk.[13] Along with the fragmented, uncoordinated efforts of local associations, such disparate psychogeographic experiences and priorities render development of a unified community presence difficult.

f. *Lack of Understanding of the Preservation Process*

The 2008 Atlantic City Master Plan included a list of properties inscribed on the National Register of Historic Places and New Jersey Register of Historical Places, as well as information on sixty-nine properties with historic value and a State Historic Preservation Office recommendation to establish a Certified Local Government,[14] while the above seems an apparent victory for preservation interests, its inclusion in the Master Plan was mandated by the State and serves as a mere suggestion without any regulatory capacity. There is, in Atlantic City, a distinct lack of awareness of the synergistic potential between preservation and sustainable economic development, public safety, creative placemaking, revitalization, and other initiatives. Discussion with Director of Planning Elizabeth Terenik and Councilman Frank M. Gilliam, Jr. has shown that, even among an administration in support of preservation, there is a lack of education about the potency of preservation ordinances and historic register designation.[15]

g. *Lack of Cohesion in Built Fabric Creates Lack of Critical Mass for Preservation*

An increase in vacancies and continued demolition to clear tracts for future development have done much to subvert and disrupt once-dense communities. Institutional and commercial zoning has been drawn through the center of residential areas and allows outlet malls and casinos to pierce

what was once continuous residential fabric.[16] Frequent interruptions in streetscapes and corridors mean that when rehabilitation or adaptation are considered in Atlantic City, both tend to focus on discrete units rather than comprehensive strategies, inclusive districts, or synergistic, supportive uses across multiple properties. Because of the apparent lack of a critical mass of properties to be preserved and rehabilitated, lone historic units, including those on the National and State Historic Registers, are too often demolished.

h. *Attitude of Desperation and Reputation as "Dead"*

Articles like "The Atlantic City Dream Is Dead"[17] and "Maybe We Should Just Let Atlantic City Die Already"[18] abound and contribute to the perception that Atlantic City is moribund, that its closure is inevitable, and that little can be done to intervene; these articles further overlook the presence of institutions of interest other than casinos by weighing the city's vitality in terms of casino closures.

Atlantic City has a perceived crime rate disproportionate to — and significantly higher than — the amount of actual crime in the city.[19] Because perception of the city as unsafe can limit economic development, the Casino Reinvestment Development Association has adopted a rigorous "Clean and Safe" campaign to deter additional crime and improve the city's image[20]; an unfortunate consequence is that demolition, enumerated as a tactic for "safety and quality-of-life enhancements" poses a distinct threat to historic resources.

There is an apparent lack of awareness that several "Clean and Safe" goals, rather than its destructive methods, are in line with the benefits to be gained from sound historic preservation practice; preservation of neighborhood and urban character can foster community pride and contribute to meaningful, enduring neighborhood beautification.

i. Development Focus on Extreme Scale Neglects Urban Grain

Continued large-scale development and demolition further disintegrate Atlantic City's landscape, and threaten what remains of the historic, walkable city.

j. *Commercial Generica*

As Donovan Rypkema's "Culture, Historic Preservation and Economic Development in the 21st Century" notes, "both the built and natural environment should be used to express the particularity of this place. That this community is neither 'anyplace' nor 'no place' but 'someplace,' unduplicated anywhere."[21] Rypkema quotes columnist Steve Weigand, who writes of "Generica: fast food joints, strip malls and subdivisions, as in 'we were so lost in Generica, I didn't know what city it was.'"[22] While the commercial corridors of Atlantic Avenue and the Ducktown district have endured, the intrusion of international brands in the Walk, a three-block, 109-store suite of retail outlets opened in 2003,[23] come as a direct threat to small-scale industries. While the Walk offers visitors a dose of the familiar, it presents little evidence of that which distinguishes Atlantic City, grants itself false equivalence

with other commercial corridors, and detracts from local business.

    k.   *Lack of Funding*

    Although a recommendation was made by the State Historic Preservation Office to form a Certified Local Government in Atlantic City in 2008,[24] such action has not been taken. Reluctance to form a Certified Local Government prevents access to appropriations from the Federal Historic Preservation Fund, which funnels at minimum of 10% of state preservation funding to Certified Local Governments as subgrants. Subgrants, in turn, can fund register nominations, surveys, rehabilitation work, development of design guidelines, structural assessments, feasibility studies, and educational programs, among other initiatives.[25]

    While a variety of grants and funding, including a 20% tax credit, for the rehabilitation of National Register-designated properties with income-producing uses, are available, the lack of advocacy in the form of a preservation commission, alliance, or association with the training to author nominations and grant applications means that sources of preservation funding have a lack of publicity in Atlantic City and are an untapped resource in the city's planning and development strategies.
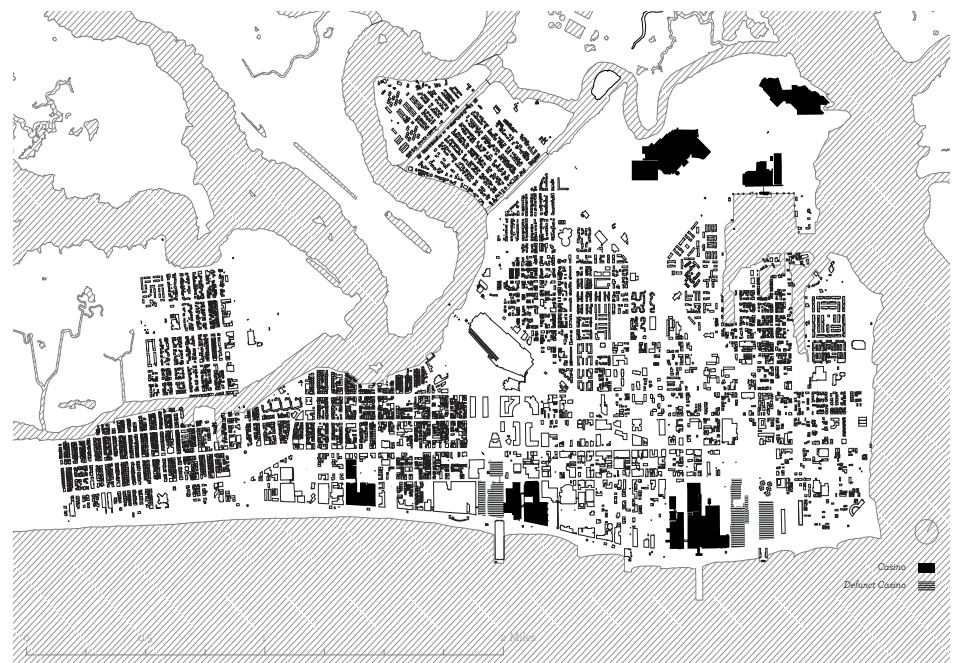

Notes

[1]   Atlantic County, New Jersey Economic Development. "Labor and Workforce," 2013, http://www.acbiz.org/Doing%20Business/labor.asp.

[2]   HSPV 710 Historic Preservation Studio, "Reviving the Escape: Preservation for the Cause of Progress in Atlantic City," Philadelphia, Pennsylvania: University of Pennsylvania, 2013.

[3]   Dayna Evans, "Atlantic City to Close Three Casinos, Lose 8,000 Jobs in Three Weeks" *Gawker*, August 30, 2014.

[4]   Jon Hurdle, "Atlantic City Grapples With Empty Spaces," New York Times, August 19, 2014: B6.

[5]   Nick Sibilla, "Elderly Atlantic City Icon Could Lose His Family Home Of 45 Years To Benefit A Bankrupt Casino," *Forbes*, May 21, 2014.

[6]   Ibid.

[7]   State of New Jersey, Office of the Governor, "Betting On Atlantic City," March 20, 2013, http://www.state.nj.us/governor/news/news/552013/approved/20130320b.html.

[8]   Jennifer Bogdan, "Watchdog Report: Atlantic City Lags in Code Enforcement Long After Plan to Remedy Problem" *Press of Atlantic City*, July 7, 2013.

[9]   Elizabeth Terenik and Frank M. Gilliam, interview by Randall Mason and HSPV 710 Historic Preservation Studio. Interview (September 18, 2014).

[10]   Atlantic County, New Jersey Economic Development, "Labor and Workforce," 2013, http://www.acbiz.org/Doing%20Business/labor.asp.

[11]   Evans.

[12]   Ibid.

[13]   HSPV 710 Historic Preservation Studio.

[14]   City of Atlantic City, "Master Plan," Atlantic City, New Jersey: City of Atlantic City, 2008.

[15]   Terenik.

[16]   State of New Jersey, "Atlantic City Municipal Zoning Boundaries" n.d. http://www.state.nj.us/dca/divisions/sandyrecovery/pdf/SRP0038251_ZoningMap_ATC_ZoneBuildout_LRRP_TO59.pdf.
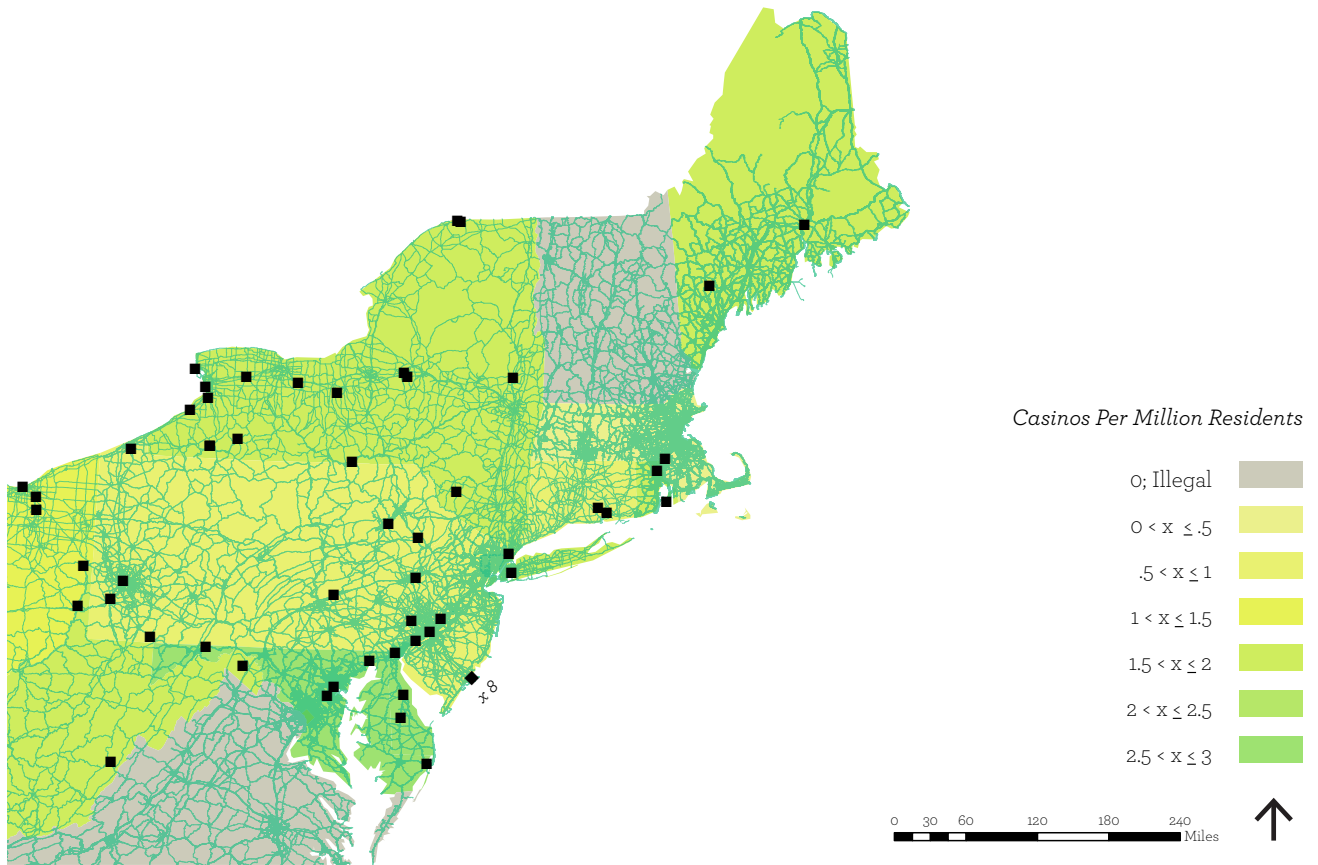
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[17]   Gabrielle Bluestone, "The Atlantic City Dream Is Dead," *Gawker,* August 12, 2014.

[18]   Peter Moskowitz, "Maybe We Should Just Let Atlantic City Die Already," *Gawker*, September 19, 2014.

[19]   HSPV 710 Historic Preservation Studio.

[20]   City of Atlantic City, 2008.

[21]   Donovan D. Rypkema, "Culture, Historic Preservation and Economic Development in the 21st Century," Yunnan Province, China: Leadership Conference on Conservancy and Development, 1999.

[22]   Donovan D. Rypkema, "Preservation and the 21st Century Economy," Macon, Georgia: Georgia Preservation Conference, 2002.

[23]   Erik Ortiz, "The Walk to Expand: 'Atlantic City Has Reinvented Itself a Couple of Times, and It's Going to Do It Again,'" *Press of Atlantic City*, October 14, 2009.

[24]   City of Atlantic City, 2008

[25]   National Park Service, Certified Local Government Program, Washington, DC: National Park Service, n.d.

Geographic Analysis

2. Analytical Maps

Casinos Per Million Residents

|	
0; Illegal	
$0 < x \leq .5$	
$.5 < x \leq 1$	
$1 < x \leq 1.5$	
$1.5 < x \leq 2$	
$2 < x \leq 2.5$	
$2.5 < x \leq 3$	

0   30   60   120   180   240
Miles

Casino Market Saturation

While the market for motorists within a hundred-mile distance from Atlantic City is worth more than $6 billion per annum, competition from Philadelphia, Bethlehem, Chester, and Valley Forge, Pennsylvania, in particular present a more serious economic threat to Atlantic City than did Hurricane Sandy, which cost casinos as much as five million dollars per day of closure.[1] Coupled with the economic monoculture inherent to dependence on casinos, globalization has shifted focus from the relative ease with which Atlantic City is accessible to its apparent lack of interest relative to other, equidistant places.

As is evident from the above, states which border New Jersey have a ratio of casinos to residents that is as high or higher than that of New Jersey and feature a constellation of casinos that are conveniently sited along major highways for ease of access. This studio's academic focus on Atlantic City comes at a critical moment when the casino market has grown saturated and the casinos which remain in Atlantic City are under immediate threat. As a result, focus on other resources and assets of the city, including intact historic fabric, is particularly well-timed.
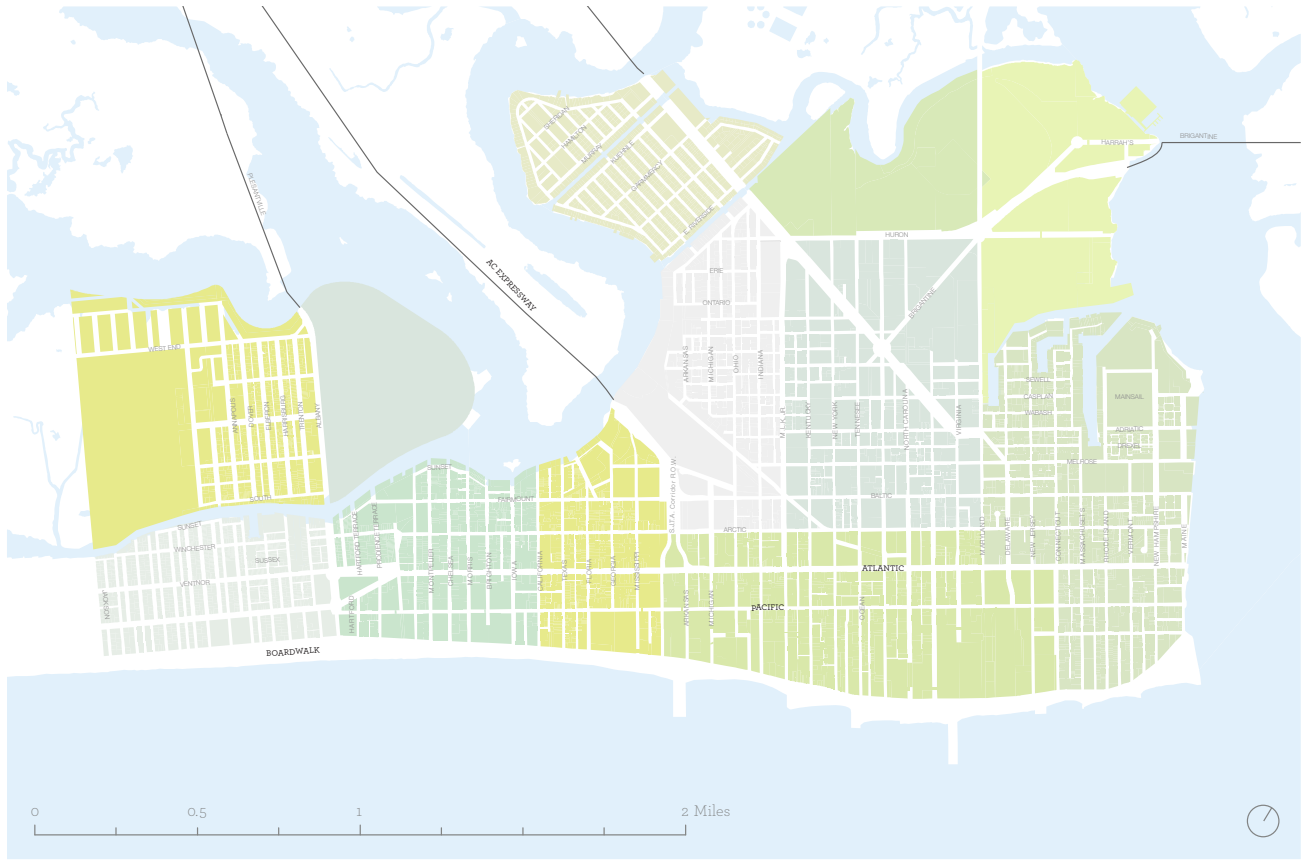
Atlantic Avenue as Continuous Thread

Atlantic City is typically thought of in terms of the above neighborhoods. Atlantic Avenue, which runs east-to-west and traverses five of these neighborhoods, has been read as a racial and socioeconomic "dividing line," but has the potential to knit together diverse neighborhood communities rather than to serve as a barrier.
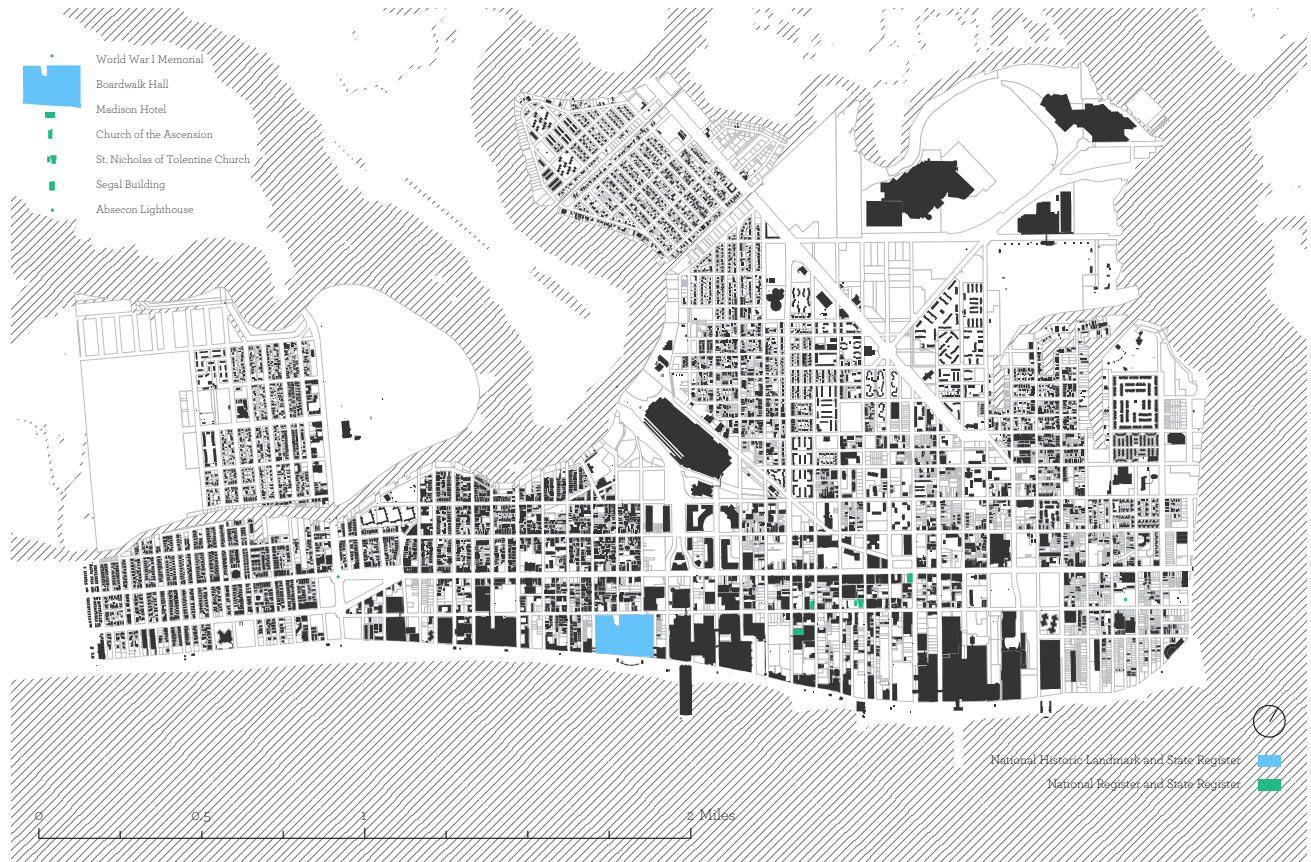
Wildlife
Industrial + Institutional
Residential
Commercial
[Boardwalk + Beach]
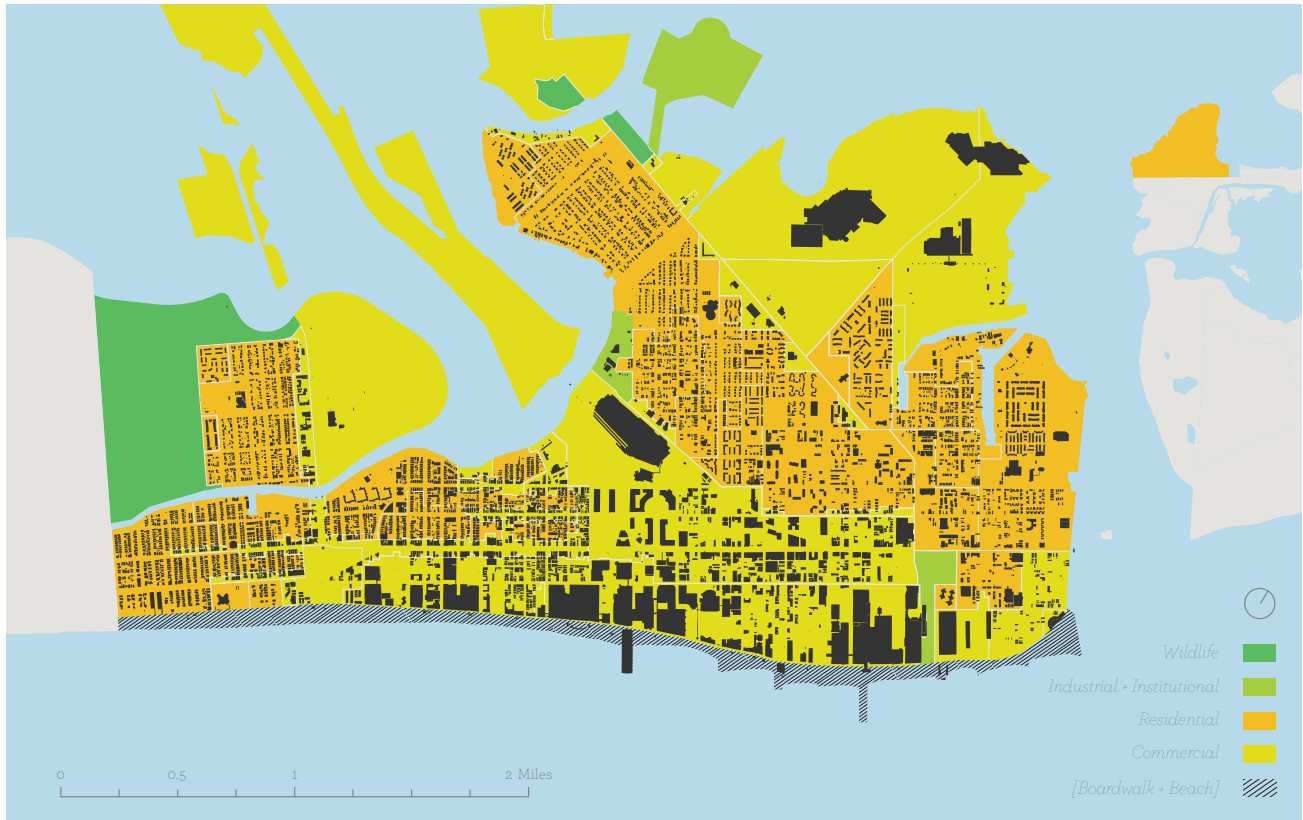
ZONING CODE REIFIES PHYSICAL AND SOCIOCULTURAL DIVISION

Current, large-scale development is wholly out-of-scale with the intricate grain of historic development in Atlantic City. In addition, casinos and high-rises dominate the waterfront in a manner that separates, rather than knits together, the public promenade of the Boardwalk from the social spaces of streets like Atlantic and Pacific Avenues.
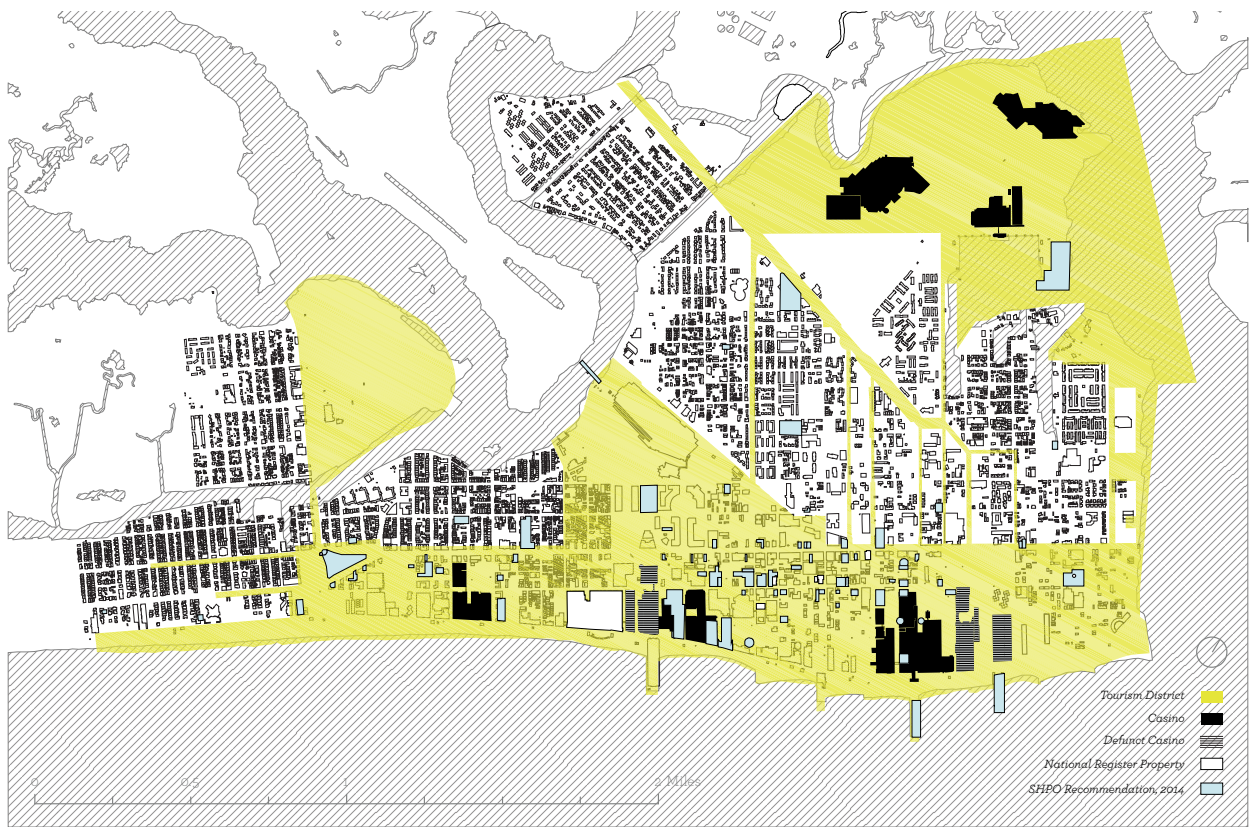
Institutional and commercial zoning has been drawn through the center of residential areas and allows outlet malls and casinos to pierce what was once continuous residential fabric. Frequent interruptions in streetscapes and corridors mean that when rehabilitation or adaptation are considered in Atlantic City, both tend to focus on discrete units rather than comprehensive strategies, inclusive districts, or synergistic, supportive uses across multiple properties.

World War I Memorial
Boardwalk Hall
Madison Hotel
Church of the Ascension
St. Nicholas of Tolentine Church
Segal Building
Absecon Lighthouse

National Historic Landmark and State Register
National Register and State Register

0   0.5   1   2 Miles
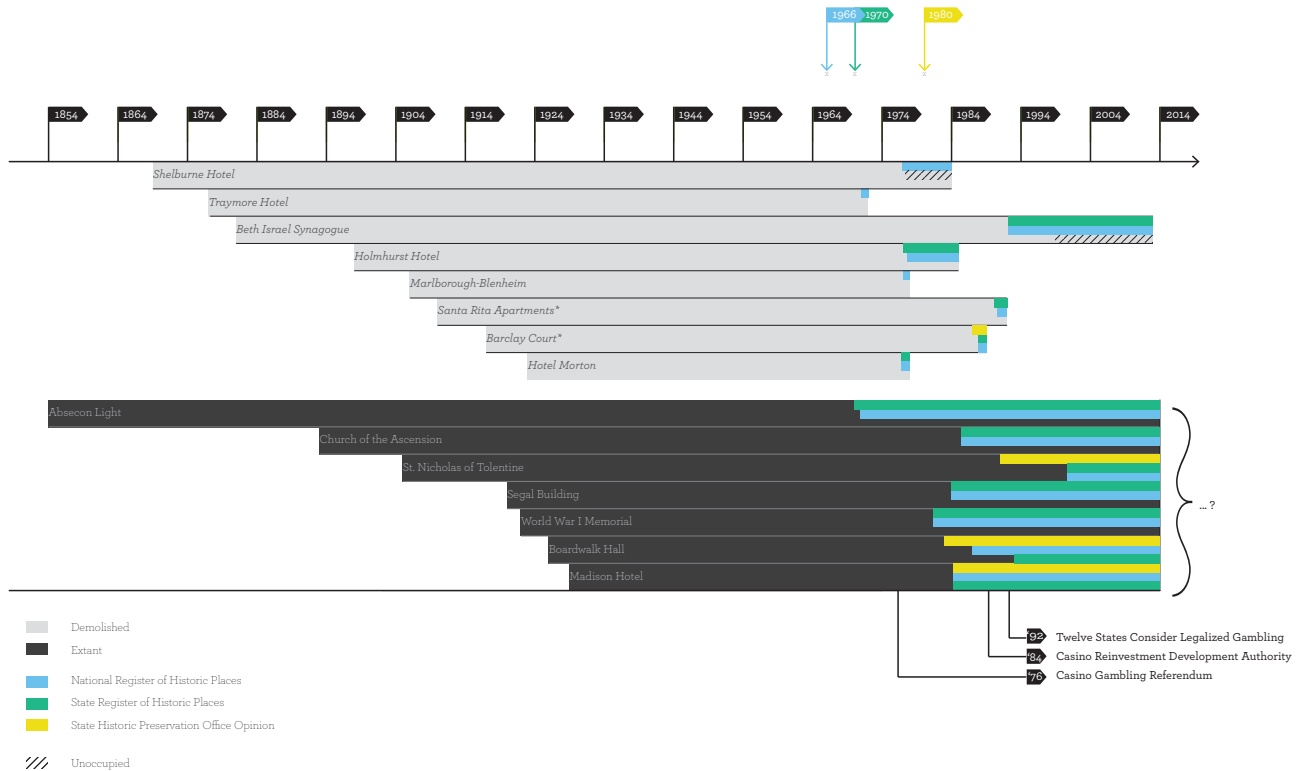
Register-designated Historic Properties

Only seven of the fifteen structures that have ever been place on the National- or State Register of Historic Places remain, and are scattered throughout the city. Because of the apparent lack of a critical mass of properties to be preserved and rehabilitated, lone historic units, including those on the National and State Historic Registers, are too often demolished.

Legend:
- *Tourism District*
- *Casino*
- *Defunct Casino*
- *National Register Property*
- *SHPO Recommendation, 2014*

Historic Resources Under Threat of Development Interests

The Atlantic City Tourism District, over which the Casino Reinvestment Development Authority has jurisdiction, covers the majority of the city, allowing the Casino Reinvestment Development Authority's exercise of eminent domain to have profound immediate impact on the cityscape as a whole. A challenge for preservation interests exists in the fact that all of the extant properties on the State and National Registers of Historic Places, as well as the vast majority of properties that have been recommended for designation also fall under the purview of the Casino Reinvestment Development Authority and are therefore under threat of development interests that have been funding large-scale corporate projects that are insensitive to their historic contexts.

Timeline: Historic Register Designation and Demolition of Atlantic City properties (1854–2014)

Legend:
- Demolished
- Extant
- National Register of Historic Places
- State Register of Historic Places
- State Historic Preservation Office Opinion
- Unoccupied

Properties: Shelburne Hotel, Traymore Hotel, Beth Israel Synagogue, Holmhurst Hotel, Marlborough-Blenheim, Santa Rita Apartments*, Barclay Court*, Hotel Morton, Absecon Light, Church of the Ascension, St. Nicholas of Tolentine, Segal Building, World War I Memorial, Boardwalk Hall, Madison Hotel

Events: '92 Twelve States Consider Legalized Gambling; '84 Casino Reinvestment Development Authority; '76 Casino Gambling Referendum

Historic Register Designation and Demolition

While we inherited a timeline of the history of Atlantic City from a previous studio, no correlation had yet been drawn between historic register designation and demolition, or designation and development threats to historic properties. Bearing in mind that correlation does not imply causation, our timeline suggests that, (a) almost all nominations were written as a direct reaction to development pressures like the Casino Gambling Referendum, which was seen, from the outset, as a threat to the small-scale, historic grain of the city (b) most of the city's register-designated properties have been demolished (c) State Historic Preservation Office recommendations for designation typically precede actual designation by several years (d) New Jersey Register of Historic Places designation typically precedes National Register designation (e) the threat of demolition of register-designated properties continues, as the most recent demolition occurred in 2013 (f) of demolished properties, most were razed within a year of designation (g) a number of properties remained vacant for several years before demolition, emphasizing the risk of demolition by neglect.

Notes

¹ Jon Hurdle, "Atlantic City Grapples With Empty Spaces," New York Times, August 19, 2014: B6.

University of Pennsylvania | Graduate Program in Historic Preservation
HSPV 701 Historic Preservation Studio
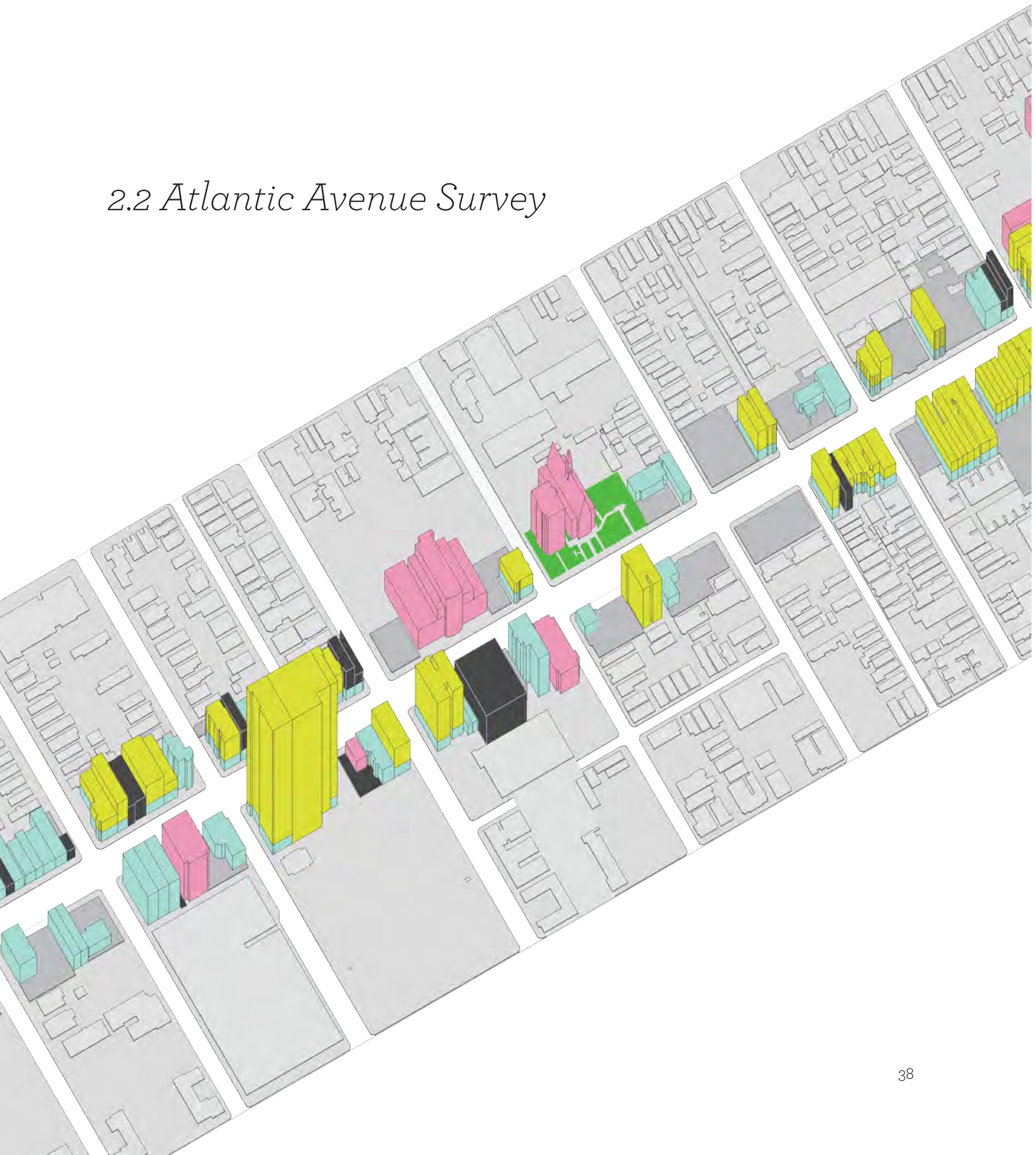
2.2 Atlantic Avenue Survey

Atlantic Avenue, which runs the length of Absecon Island, traverses the bounds of five of Atlantic City's fourteen neighborhoods as well as three cities and one borough, and terminates at either end in the Atlantic Ocean, has been written of as both a sociocultural barrier and as a corridor of economic and intercultural exchange. To better understand its heterogeneity, to evaluate its potential to knit together rather than divide disparate user groups, and to acknowledge the concentration of register-designated and register-eligible historic properties that have been its sentinels, we undertook a survey of use, footprint, type of business, location of entrances, fences, and landscape on properties along and immediately adjacent to Atlantic Avenue, from its terminus at Maine Avenue 2.66 miles west to Albany Avenue

Immediately apparent was the fact that, for all of the advertisement of Atlantic City as a tourist destination superintended by its casinos, Atlantic Avenue largely serves, houses, and caters to residents with small-scale convenience stores, salons, ethnic markets, and small businesses. While intricately-woven mixed-use fabric becomes patchwork at either end of the city and is interrupted, at its heart, by an outlet mall, where it does exist, it is rich and active. The adaptability of properties that serve a commercial function at street level and a residential function above has done much to protect the rhythm of Atlantic Avenue as a commercial corridor with an active street life, and though vacancies pepper the properties we studied, they usually occur in discrete units above street level or, on street level, in the Inlet, where property values are at their highest, and near O'Donnell Memorial Park, where access to major highways and thoroughfares discourages active street life.

Because, at the urban scale, patterns of occupation, use, and relation to connective clusters were evident, our preservation approach to Atlantic City comes in the form of a strategic triage of the Avenue that addresses the particularities of five distinct sections, that posits solutions that are tailored to their observable fabric and that come in direct service to and enhancement of their most vibrant and active components.

Commercial
Institutional
Residential
Landscaping
Parking Lot
Vacant
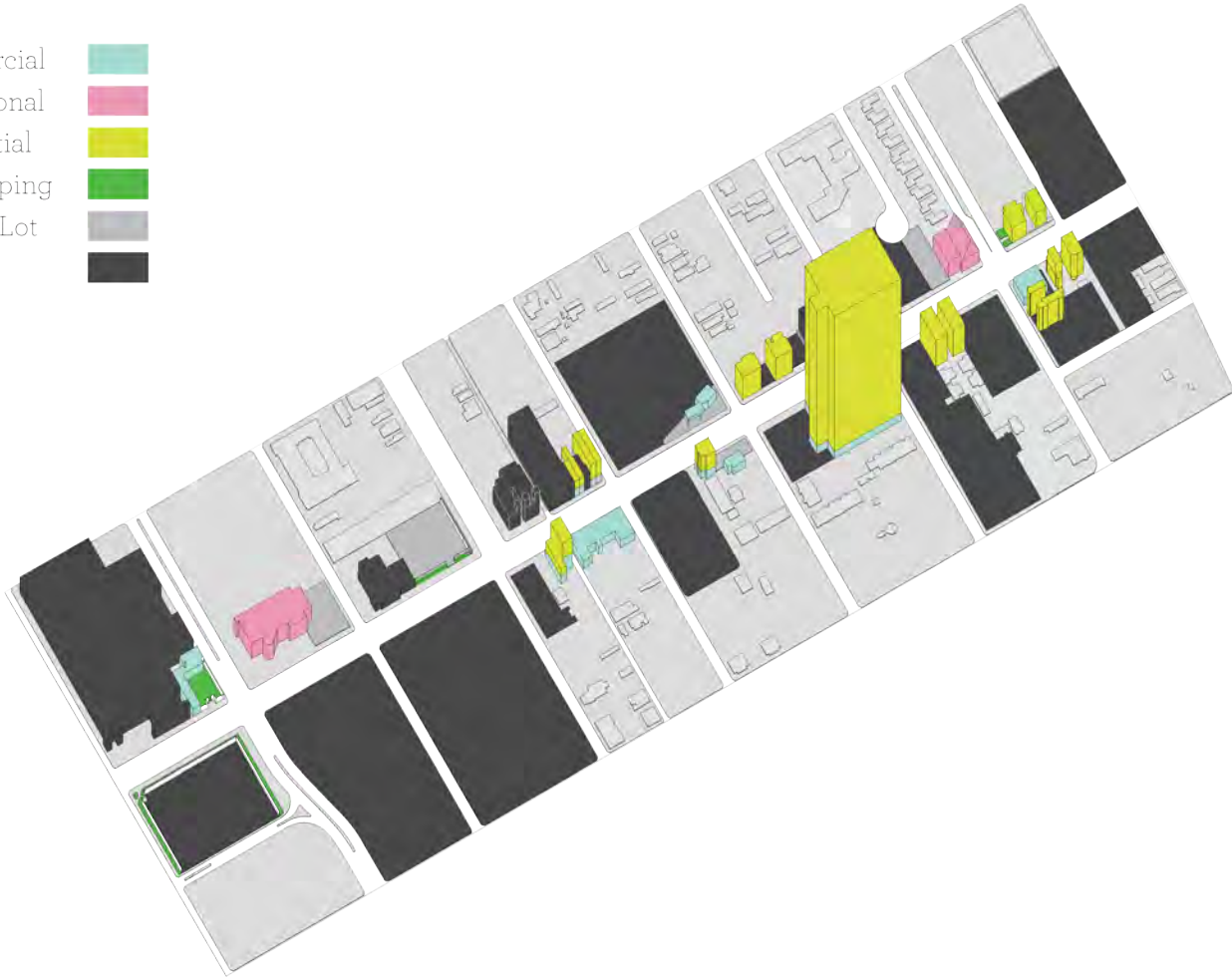
The Inlet has the highest property values in Atlantic City as a result of its proximity to the waterfront; unfortunately, the recent rise in property taxes in Atlantic City, coupled with the high rate of vacancy in the area, leaves the Inlet underdeveloped. We support new development in this area that caters to higher-income clientele, but propose renovation of an historic property like the Connecticut Avenue Firehouse to serve as an example of preservation that can stand up to and coexist with new development.

This section of Atlantic Avenue has a concentration of institutional, administrative buildings that leave their immediate surroundings underpopulated on weekends and after-hours. In order to supplement its active daytime street life, an intervention that encourages a vibrant nightlife is necessary. Kentucky Avenue, once home to a thriving music scene, runs through this section and can be looked to, with its historic use in mind, as a corridor on which nightlife-centered interventions can support extant street activity and attract visitors southward to the waterfront.

Commercial
Institutional
Residential
Landscaping
Parking Lot
Vacant
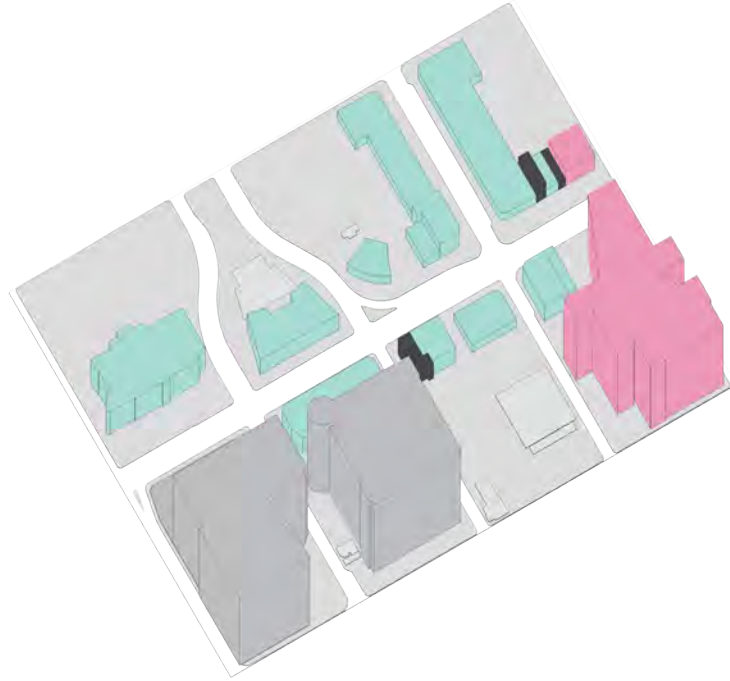
    The Walk, an outlet mall built in August 2003, provides residents access to international brands and attracts visitors in search of familiar retailers. Because of the lack of a critical mass for historic preservation in this section of Atlantic Avenue, we do not propose intervention in this area, but will look to ways to draw visitors from the Walk to local businesses and sites at its peripheries.

Commercial
Institutional
Residential
Landscaping
Parking Lot
Vacant

   This section of Atlantic Avenue has a rich, intricate mix of uses and a fairly active street life interrupted in small sections by an overabundance of parking. In the short-term, we propose temporary interventions to activate parking spaces and landscaping to render the streets adjacent to these lots more welcoming. Since visitors will potentially arrive in the city by car, retaining an ease of access to parking is important; gaps in fabric, however, discourage pedestrian activity and detract from the vibrancy afforded to the street by extant local business. Strengthening Ducktown, which spreads beyond the rightmost bounds of this image, as a district, is a potential strategy for both pulling visitors from the Walk and activating the street at its highest concentration of parking lots.
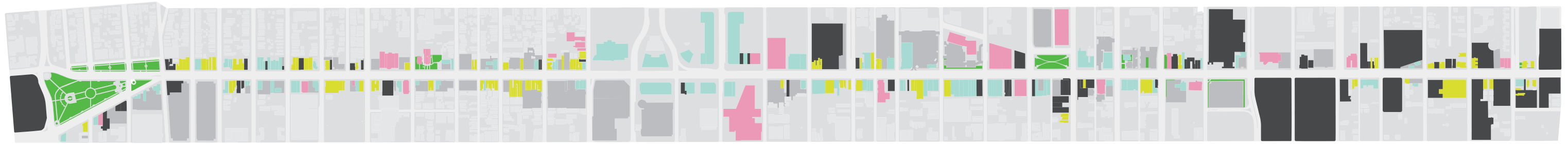
Commercial
Institutional
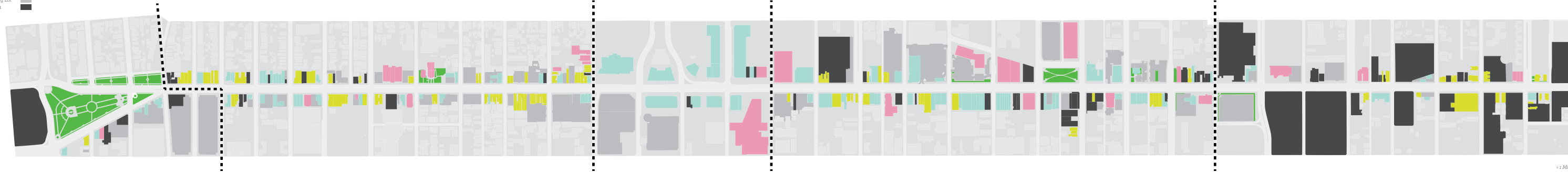Residential
Landscaping
Parking Lot
Vacant
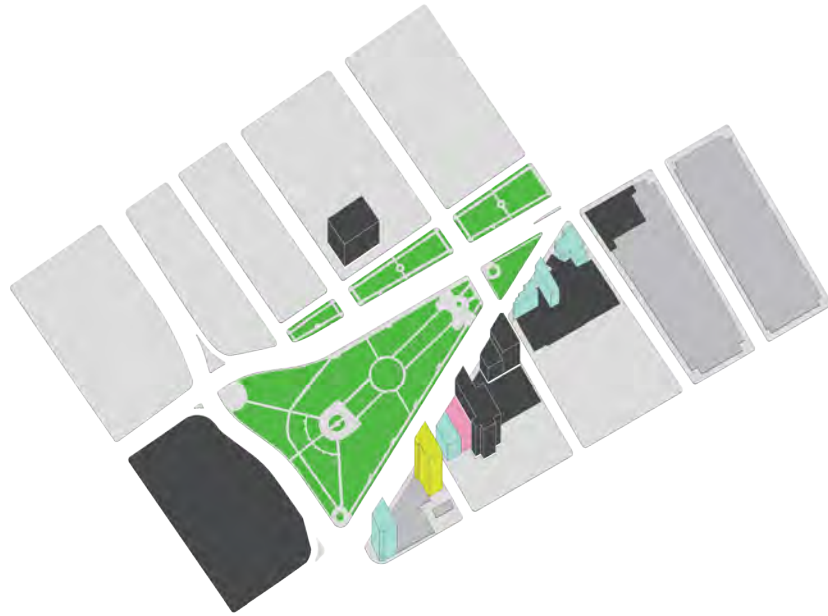
O'Donnell Memorial Park is surrounded by a rush of automobile traffic, and acts as a gateway to several major thoroughfares into and out of the city. The park, too, is overlooked by several charismatic historic properties, including the Masonic Temple, Holiday Motors Building, and Eldredge-Chelsea Fireproof Warehouse, all of which have been recommended for designation to the New Jersey Register of Historic Places by the State Historic Preservation Officer. The concentration of charismatic historic properties around a public landscape seems an opportune focus for campus development.
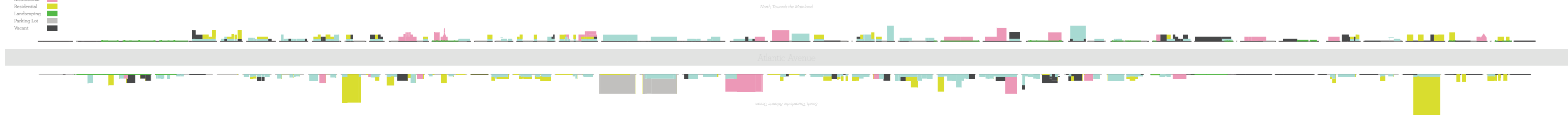
Legend (middle map)
- Commercial
- Institutional
- Residential
- Landscaping
- Parking Lot
- Vacant

Legend (bottom diagram)
- Commercial
- Institutional
- Residential
- Landscaping
- Parking Lot
- Vacant

North Towards the Marsland

Atlantic Avenue

South Towards the Atlantic Ocean

Enabling Environment

3.1 Enabling Environment

ENABLING ENVIRONMENT

The guiding parameters for decisions taken in every city is subject to the enabling environment set forth by its public policies, institutions, and financial opportunities. Atlantic City is no exception, and it is characterized by a fragmented political landscape that does not provide the policy and advocacy infrastructure to support preservation measures. There is generally a lack of recognition that the objectives and goals of sound preservation planning are often in line with both city-wide initiatives and stated future goals. Ultimately, the necessity for more sustainable economic development that can effectively manage both local and regional community interests indicate that historic preservation has to carve its own niche within the existing disparate framework.

SUBSTANTIAL IMBALANCE OF POWER

The immense power that the state holds over the municipal government is a theme that underpins the atmosphere of political imbalance within Atlantic City. Within the local scale, the primary stakeholders include the city government, Casino Reinvestment Development Authority, and Richard Stockton College of New Jersey. However it is clearly apparent that the overarching organization with the largest capacity for influence within Atlantic City is the Casino Reinvestment Development Authority (CRDA). Established in 1984 and operating closely in line with the objectives of the State Governor's office, it is a New Jersey state authority that is responsible for the redirection of casino profits into public and private projects to benefit Atlantic City. Of the funds received from the casino industry, 1.25% is required to be allocated back to CRDA approved projects and the CRDA has grown to absorb other relevant departments and entities – ultimately making it the primary umbrella organization for development within Atlantic City.[1] Yet despite touting itself as working towards the greater overall good of Atlantic City, one must question whether their liberal exercise of eminent domain, funding of massive new commercial projects such as the multi-million dollar Bass Pro shop, or casino facade improvement strategies really communicate objectives that aim for a more long-term, economically sustainable city.

As for the state, the governor's office has been strategically attempting to exert greater control within Atlantic City. By holding citywide summits, reinstating the Miss America Pageant at Boardwalk Hall, and relocating the Asbury Park film festival to Atlantic City, there is a heavily publicized effort on the part of Governor Chris Christie to shape the future of Atlantic City. How much of it is pure marketing remains in question, however, as there is a concerted disconnect between preservation entities such as the State Historic Preservation Office (SHPO) and what is actually protected within Atlantic City. Ultimately, the economic climate of instability and desperation allows for a vacuum in which the state can arguably exert their personal agendas without significant pushback.

MULTIPLE DISPARATE ORGANIZATIONS

Generally, the organizations that are not as closely allied with either the CRDA or the state exist in a fairly disjointed landscape that lack a unified vision. Identified stakeholders include the Richard Stockton College of New Jersey, private entities, and nonprofit organizations. The Richard

Stockton College of New Jersey already owns strategic properties through Atlantic City and aims to expand its reach, communicating goals for an eventual full service campus with presence to serve approximately 5,000 students over a four year program.[2] Indeed, the absence of regulatory bodies or a cohesive voice allow for private companies, such as Boraie Development, to view an overabundance of new development as the primary methodology to be applied. In marked contrast, grassroots organizations, such as Main Street Atlantic City and the Metropolitan Business and Citizens Association, have been actively carrying out simultaneous projects that express objectives that are in concert to those presented by preservation planning - yet they often suffer from cyclical funding or understaffing.

County institutions wield comparatively smaller amounts of influence within Atlantic City as the county government, Cultural Affairs Office, and the Atlantic County Improvement Authority have been identified as key entities that impact city development. A development and financial agency that works towards the construction, planning, and funding of municipal projects such as schools, transportation, housing, roadway construction, and convention facilities, the ACIA has spearheaded construction and financial management of large public development projects both in Atlantic City and through southern New Jersey. Nonprofit institutions at the county level generally deal with strengthening the opportunities of lower income families by providing housing and employment support. Identified nonprofit organizations include Atlantic Human Resources, Inc., Atlantic YouthBuild of South Jersey, Dekbon Community Development Corporation, Home Team Inc., and Housing and Economic Opportunities, Inc.[3]

While the variety of organizations appear like they could impart more strategic organization through a division of labor, often these groups suffer from an inability to communicate effectively and differing priorities. This makes for a difficult environment in which to implement strategies that can lead to a more realistic, practical view of sustainable growth, and gives insight into why quick, attractive panaceas have often been the most tempting options within Atlantic City.

LACK OF ADVOCACY FOR PRESERVATION

After the identification of primary organizations that impact the political environment of Atlantic City, what remains is the question of what is missing in order to allow for historic preservation to have a meaningful role within the city. Indeed, there is no preservation ordinance, nor local or state advocacy group – ultimately, it is manifest that no public local entity holds responsibility for preservation, leaving the Atlantic City's historic fabric vulnerable and fragmented.

While the city produced a master plan in September 2008 to serve as a guide for public and private land development decisions within the community, the weight given to historic preservation is fairly limited. The general purpose of the plan was to guide the community's development so that it occurred in an effective manner that balanced growth opportunities with a high "quality of life" for residents and visitors by addressing land use, transportation and streets, economic development, recreation, community facilities, housing, natural features, and, lastly, historic preservation.[4]

The preservation section begins with a definition of preservation and its importance to the community, following with a brief history of the island. The city appears to understand the need for an active role in the stewardship of significant historic properties by acknowledging the vast change wrought by rapid development, and essentially cites the purpose of this document to be the implementation of preservation of what historic fabric the city still retains. The plan then outlines policy recommendations such as implementation of a preservation entity within the City Administration, development of a preservation ordinance to be included in Atlantic City's zoning ordinance, evaluation of the benefits of preservation easements as incentive for local initiatives, enrollment in the state's Certified Local Government program to gain access to funds for preservation activities, exploration of other funding opportunities through the City's Community Development Block Grant (CDBG), and finally public promotion of preservation education and outreach to enhance community awareness and appreciation. Areas of emphasis include the National Register of Historic Places, mostly for its economic benefits, along with other tax incentives offered by the Federal and State governments as a source for preservation. Additionally, the plan presents an inventory of buildings that the city deems "structures of potential historic or architectural significance," giving general descriptions, present uses, owners, and whether or not they believe the building could qualify for the National Register.[5]

Unfortunately, this general survey did not have a large impact within the community, for many of the buildings have been demolished since. In order for preservation to be more successful, the city needs to take a more active role in their building stewardship as they suggested in their plan; without the encouragement of the local government, a preservation ordinance, and community that understands the value of their historic structures, many more of these buildings may be destroyed.

INSTABILITY OF GOVERNANCE AND ENFORCEMENT

The local government is presided over by Mayor Don Guardian, who assumed office January 1, 2014, and consists of a mayor-council structure of elected officials. Key agencies include the Housing Authority and Redevelopment Agency (an independent city agency in charge of slum clearance and redevelopment projects), Planning and Development Department, and Office of the Planning and Development Director Division. The latter two are presided over by Elizabeth Terenik, former director of the CRDA. The appointment of both Mayor Don Guardian and Director Elizabeth Terenik present a significant recent change, as both held large leadership roles within the CRDA and express views that are very much allied to preservation-sympathetic objectives. Additionally, very recently the deputy executive director of the CRDA, Susan Thompson, resigned after 25 years with the agency.[6]

These considerable changes in leadership over just the past year point to a certain instability in the local government at this point in Atlantic City's history. This instability can lead to an opportunity for many different stakeholders to manipulate the city to benefit personal interests. As previously mentioned, the governor's office has begun to exert more control over the city and has taken a greater interest in imposing its own ideas on what methods to use to reinvigorate the city.

Atlantic City

Chris Christie's latest action was the passage of a bill legalizing sports betting in New Jersey, a bill that many are actively opposing in Federal Court, including most national sports associations.[7] Other powerful players, such as large-scale developers, are taking advantage of the destabilized leadership climate in Atlantic City as well.

With the closure of five casinos in the past year, many developers are actively watching Atlantic City in order to take advantage of low real estate prices and minimized regulations on use. The interested developers are not just local, but operate out of various parts of the United States and the world, demonstrating just how wide the focus is on the city's interests. For instance, the latest power struggle involving the purchase of the bankrupt Revel Casino included an aggressive real estate developer from South Florida. Additionally, more widely known developers such as Donald Trump can abuse their celebrity status to take advantage of the vulnerability of Atlantic City to develop areas according to their own wishes. While the new government officials may be more prone to using preservation as a policy for urban redevelopment, in the absence of stable leadership, the encroaching powers from outside of the city have made it difficult for local government to exert any power over regulations and especially enforcement.

Notes

[1] "History," CRDA: Casino Reinvestment Development Authority, http://www.njcrda.com/about-us/history/.

[2] "Stockton College to Convert Former Showboat Casino into Branch Campus in Atlantic City," Stockton: New Jersey's Distinctive Public College, accessed December 15, 2014, http://intraweb.stockton.edu/eyos/page.cfm?siteID=197&pageID=16&layout=news&ID=170.

[3] "Community Profile: Atlantic City, NJ Metropolitan Statistical Area (MSA)," Federal Reserve Bank of Philadelphia, accessed December 15, 2014, http://www.philadelphiafed.org/community-development/community-profiles/atlantic-city/community-organizations.cfm.

[4] Atlantic City Master Plan: September 2008, (Atlantic City: City of Atlantic City, 2008).

[5] Ibid., 321-337.

[6] Anjalee Khemlani, "Susan Thompson steps down as CRDA deputy director after 25 years," Press of Atlantic City, October 10, 2014, accessed December 15, 2014, http://www.pressofatlanticcity.com/news/breaking/susan-thompson-steps-down-as-crda-deputy-director-after-years/article_e485ef6e-50ba-11e4-8195-9bb60cbdd9f7.html?mode=story.

[7] Hunter Schwarz, "Chris Christie signed a bill legalizing sports betting in N.J., so all the major leagues filed a lawsuit to block it," The Washington Post, October 20, 2014, accessed December 15, 2014, http://www.washingtonpost.com/blogs/govbeat/wp/2014/10/20/chris-christie-signed-a-bill-legalizing-sports-betting-in-n-j-so-all-the-major-leagues-filed-a-lawsuit-to-block-it/.

3.2 Stakeholders

To gain a better grasp of the constituents that make up Atlantic City, we divided the contributing entities amongst the public, private, and non-profit sectors. Our interviews with these parties ranged from the said heroes—to the enemies—of saving Atlantic City. We utilized their insider view as civic and residential players at the front of pleasing their city and their community. The passion these members have for Atlantic City, and even specifically for preservation, have inspired us as team. However, the lack of a local entity entirely devoted to historic preservation in Atlantic City is limiting. With all eyes on Atlantic City's next more, their response to moving forward for a "new Atlantic City" is pivotal.

Stakeholder Interviews
Casino Reinvestment Development Authority (CRDA)[1]
City of Atlantic City, Planning and Development[2]
Local Architects[3] & Contractors[4]
Main Street Atlantic City[5]
SOSH Architects[6]
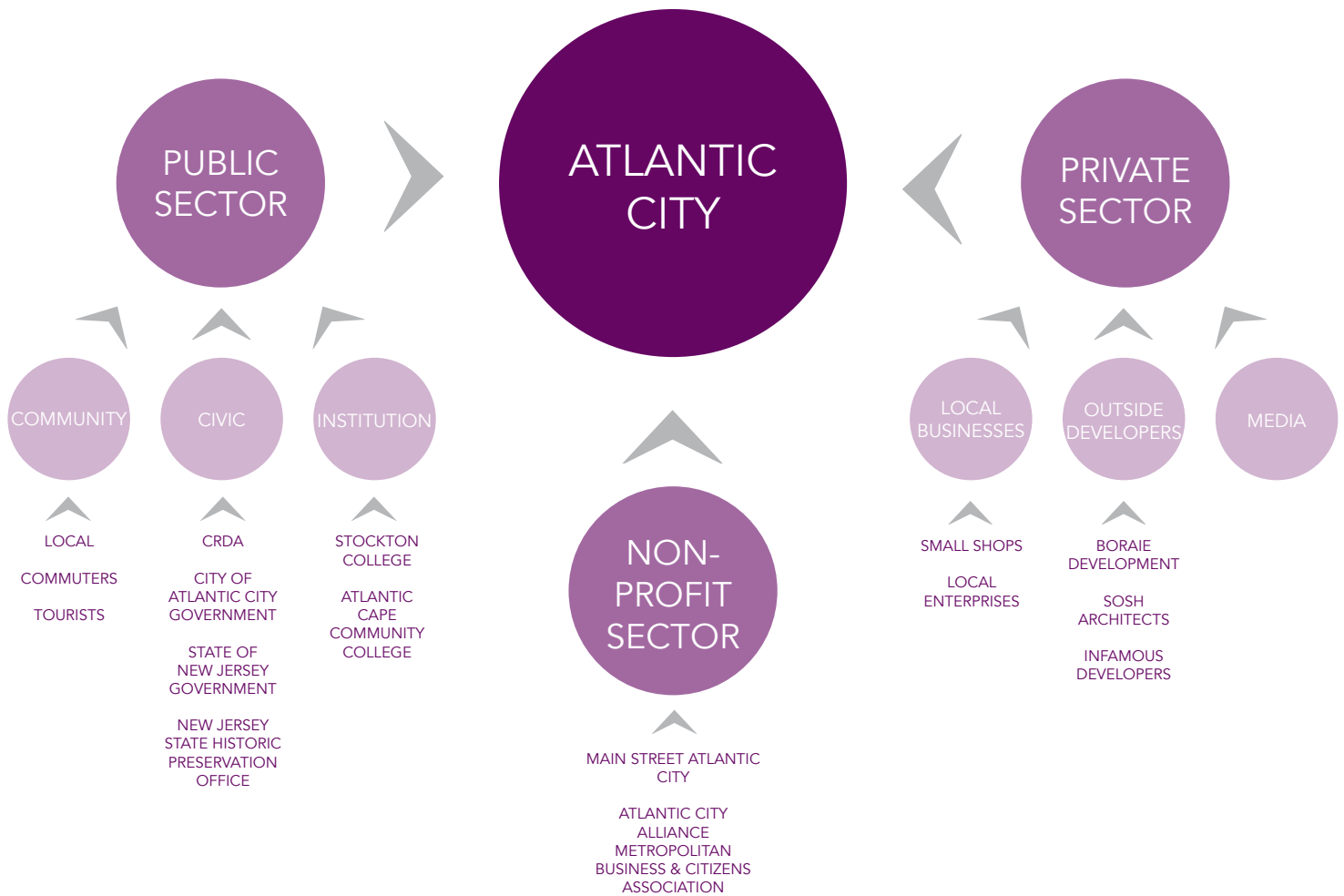
LESSONS OBSERVED

The looming reality is that, excluding a small handful of buildings, much of Atlantic City's built environment could be torn down tomorrow. The city needs to move forward from its 2008 Master Plan where these historic buildings were merely acknowledged, and aim to protect the remaining historic fabric to combat the stark vacancy along Atlantic Avenue.

Even with the casino closings, there is much enthusiasm for the revival of the city. For there to be a new source of employment, new industries must be launched. The realm of recreational activity and entertainment is not far at all from the vision on which Atlantic City was founded on. Additional trades the city is considering include establishing a steady fishing industry, a distillery, and using abandoned warehouses and firehouses as manufacturing or data hubs.

Our interviews reflected often opposing balance of preservation-related optimism and hesitance prevalent in the city as it tries to regenerate its reputation. As summarized previously [see "3.1 Enabling Environment"], Atlantic City severely lacks code enforcement and is in need of updated regulation. This must be done very delicately to create a balance between the offensive and defensive intentions of the ordinance. For any regulatory preservation practice to be enforced as an "option," it must be extremely aware and collaborative with new development initiatives.

The recommendations must be timeless and inviting for the local community. Overall, the city is in need of activation at the street level and diversifying itself as an attraction again. Taking into account threatened properties and the motives of each stakeholder, we have incorporated these lessons into the group's proposed preservation approach and Individual Projects' strategies.

Notes

[1] Landgraf, Lance. "Casino Reinvestment Development Authority." Personal Interview. 16 Oct. 2014.
[2] Terenick, Elizabeth, PP, AICP, and Frank Gilliam, Jr. "City of Atlantic City." Telephone interview. 15 Sept. 2014. Personal Interview. 18 Sept. 2014.
[3] Calafati, Michael, AIA. "Local Architect." Personal Interview. 25 Nov. 2014.
[4] Conti, Nick. "Local Contractor - Knights of Columbus Hotel." Personal Interview. 25 Nov. 2014.
[5] Fields, Pam, Ken Calemmo, Christina Bevilacqua, and David Mitchell. "Main Street Atlantic City." Personal Interview. 16 Oct. 2014.
[6] Sykes, Thomas, AIA, PP. "SOSH Architects." Personal Interview. 25 Nov. 2014.

3.3 SWOT Analysis

SWOT Analysis

       Before planning our preservation approach, the studio reflected on its initial analysis of the collective historic timeline, character study, and enabling environment research of Atlantic City. Based on archival documentation, stakeholder interviews, and first-hand site visits, the group brainstormed a list of the major non-preservation factors that will influence the future of the city with a sensitivity to immediate, 2-year, 5-year, and 10-year projections.

       A SWOT analysis categorizes these elements into Strengths, Weaknesses, Opportunities, and Threats. The top half of the grid relies on present internal contributors to Atlantic City as the lower portion focuses towards future endeavors brought on by external drivers. The survey was conducted two times, first early into the project and again once better versed in current events and emotions of the locals as well as civic players. The studio then used this framework to better design the planning process and ultimate mission of the preservation approach that is later proposed.

Diversity	Lack of Enforcement
Passionate Community	Fragmented Urban Fabric
Historic Fabric	Unemployment
History of Tourism	Seasonality
STRENGTHS	**WEAKNESSES**
OPPORTUNITIES	**THREATS**
New Industries	Demolition Culture
Buildings of High Architectural Value	CRDA
Stockton College	Outside Developers
Small Businesses	Weak City Government

Diversity

The mixture of cultures, races, and social classes is a greatly valued asset of the community as Atlantic City is now home to one of the most ethnically diverse census tracts in New Jersey. Highlighting this vibrant diversity is vital to public engagement and active community preservation.

Photo by Vernon Ogrodnek

Passionate Community

The city is lucky to have a local community that is upfront and want to have their opinions heard. It is time they gained representation and established presence in civic matters. They strongly push the preservation of the story that is Atlantic City. While a definite source of support for preservation exists, it will be important to respectfully convey how it can be tailored for the local community's interests.

Photo by Vernon Ogrodnek

Historic Fabric

The streets of Atlantic City are decorated with the remnants of architectural treasures, some of which are surprisingly intact. Though much of its history has vanished leaving unprotected structures behind, there is a chance to bring activity back to the streetfront while highlighting the rich spectrum of architectural styles.

Photo by Jocelyn Chan

History of Tourism

Atlantic City has an impressive foundation of historical significance and character defining elements. From the Boardwalk to charismatic commercial and recreational activities, tourism is likely to thrive again with thoughtful development.

Photo by Pacific and Atlantic

WEAKNESSES

Lack of Enforcement

There is a lack of a cohesive front in insuring the structural safety and integrity of historic properties and owner permits and rent in Atlantic City. The CRDA controls planning and zoning within the Tourism District instead of State legislation, while building codes and enforcement still sit under the city.

Photo by Danny Drake

Fragmented Urban Fabric

The contrast in zoning is imminently stark on diagrammed maps and when experienced in person. Dense residential neighborhoods are interrupted by massive commercial districts and empty parking lots that destroy any remnant of a pedestrian-friendly Atlantic City.

Map by Sarah Moses

Unemployment

A crushing reality of Atlantic City is the hit that the labor force took during the economic spiral of mass casino closings. Over 800,000 people are now out of work. This abundance of generally working-class employees are struggling to keep their houses and have nowhere to turn to unless a new job sector is created.

Photo by Mel Evans

Seasonality

Atlantic City is a shore town that needs to generate enough income in its summer season to sustain an entire year. The off-season city is already comparatively desolate and the loss of casino activity will only emphasize this silence until a new industry is introduced.

Photo by Mel Evans

OPPORTUNITIES

New Industries

The city is calling for a variety of contributing industries that will continue to bring in people and create a new image for Atlantic City. Proposed business plans include greatly enriching the existing restaurant scene, establishing local fishing and farmer's markets, data storage centers, hosting recreational events, and the country's main online gaming hub.

Photo by Sean M. Fitzgerald

Buildings of High Architectural Value

The vernacular details throughout the residential neighborhoods can be lost behind the shadows of the towering casinos. There is a large variety of early 20th century homes that could use any assistance obtaining historic recognition or funding incentives to ensure the preservation of Atlantic City's authentic fabric.

Photo by César Bargues Ballester

Stockton College

Stockton is set to create a full-service campus in Atlantic City hoping to bring approximately 5,000 students to the area. This young set of soon-to-be locals will need an exhibition of sites to live, work, and play at. The location which Stockton will create its hub is still to be determined.

Photo by Ben Fogletto

Small Businesses

Local merchants and restaurant owners will be given a chance to shine as the limelight on the casinos dwindles. Main Street Atlantic City is encouraging the regeneration of small business activity along Atlantic Avenue to establish a culturally-rich downtown scene.

Photo byPaul Lowry

THREATS

Demolition Culture

Many properties are overwhelmed by insufficient maintenance and funding, and owners must resort to passing the site over as eminent domain. Abandoned vacant lots begin to dot neighborhoods and create a disintegrated sense of emptiness across the entire city.

Photo by Edward Lea

CRDA

The Casino Reinvestment Development Authority is commonly viewed as the biggest opponent of the local community. With an close eye on new profits for Atlantic City, the organization is expected to team with large developers to transform the current fabric of the city.

Photo by Boraie Development

Outside Developers

Third-party developers are eager to create their brand on the city as media attention is focused on what will become of the new Atlantic City. Some plans have the potential to promote the revitalization of the existing historic fabric while others demand entirely naked lots to build on.

Photo by Michael Ein

Weak City Government

The city government has had little impact on sustaining the historic fabric of Atlantic City. State goals have repeatedly taken priority over local needs and only since the economic struggle has the upper-tier party begun to dedicate some effort to the local groups. Fortunately, smaller departments are strong and remain major players in gaining enthusiasm for building conservation and community preservation. The recent restructuring of and new voices within these departments, including the new Mayor, can help the city regain jurisdiction over development.

Photo by Tim Larson

Site Values

4.1 Character-Defining Elements

Character-Defining Elements: Atlantic Avenue

The urban fabric of Atlantic City would be incomplete without Atlantic Avenue, which, for all intents and purposes, functions as the city's Main Street. Perhaps the Boardwalk is more popular with tourists, but Atlantic Avenue is the backbone of the city as experienced by year-round residents. It encompasses nearly 34 blocks from the eastern edge of the island to Memorial Park, where the road splits as it heads into Ventnor and Margate.

As Atlantic Avenue is so long, it passes through a wide variety of neighborhoods and types of urban fabric. At its eastern edge, it is fragmented by vacant lots. In the middle, it is bounded by civic buildings and a bustling downtown. At the western end, it passes through Ducktown and Chelsea, both vibrant multi-ethnic neighborhoods. Despite this diversity of urban fabric, there are certain common elements that make Atlantic Avenue distinctive as a corridor. The most common building typology of the historic portions of Atlantic Avenue is the mixed-use block.

I. Mixed Use Commercial/Residential

These buildings are 2-3 stories, ordinarily with commercial functions on the first floor and residential functions on the top floor(s). They have distinctive bay windows and are often painted bright colors. They have cornices remeniscent of Philadelphia row homes with a vaguely vernacular Italianate influence.

(Above) 2300 Block of Atlantic Ave., showing a two-story variety.

(Right) 2400 Block of Atlantic Avenue, showing a three-story variety.

Many of these buildings are now vacant or partially-vacant, with the residential space upstairs being vacant or underutilized or the commercial space being vacant or "for rent." Many of the buildings, such as in the photo on the left, are the sole survivors of their block. Prior to the demolition of its neighbors, it was part of a long row of similar or identical buildings that contributed to a thriving street front.

(Right) This photo shows a one-story mixed-use building right next to a three-story building. This juxtaposition is very common, with some blocks alternating between two and three-story (and even one-story commercial) buildings in their entirety.

(Left) A very intact block in the Chelsea section of Atlantic Avenue. Note the alternating bay windows that break up the front elevation, the different cornices on top of each store block, and the rounded edge at the edge of the block suggesting that the entrance to the store at the end was once at the corner, and has since been covered over.

II. HISTORIC COMMERCIAL

These buildings are 3+ stories and all stories are designed for use as either commercial or office space. There is a larger concentration of these buildings in the center portion of Atlantic Avenue, being close to City Hall and other government and commercial functions.

(Above) This photo shows a four-story commercial building at 1301 Atlantic Ave, now occupied by a Wells Fargo Bank.

(Left) The former Taber's Toy Store at 1633 Atlantic Ave., now occupied by a liquor store.

III. RESIDENTIAL- APARTMENT

These buildings are normally 3-5 residential stories. Like the mixed-used buildings on Atlantic Avenue, they often have protruding bay windows, balconies, and bright colors. The name of the complex is usually written over the entrance, which is simply decorated. In the past, these were homes of seasonal workers and sometimes places where tourists stayed.

(Above) A four-story apartment building with two symmetrical bays and a porch on the top level.

(Left) A four-story apartment building at the corner of Atlantic and Vermont.

ATLANTIC CITY

CHARACTER-DEFINING ELEMENTS: BOARDWALK AND BEACH BLOCKS

      Atlantic City simply would not be Atlantic City without the Boardwalk. Historically as well as today, it has been the center of tourist activity. Over the years, it has become an iconic landmark of American leisure. Once famous for its Steel Pier, grand hotels, variety shows, and entertainment ranging from the seedy to the kitshcy, today it retains much of its original character, even if the attractions and buildings have changed. The Boardwalk itself has been rebuilt time and time again after being destroyed over the years by storms and simple weathering. Despite the constant rebuilding, the structure of the boardwalk itself, and more importantly, its purpose and meaning have remained constant.

      Traveling along the Boardwalk are the Beach Blocks - the blocks between the Boardwalk and Atlantic Avenue. Historically, this was where the highest concentration of boarding houses and hotels were. This was where most of the tourists stayed in the 19th and 20th centuries. For city factory workers too poor to afford a hotel, a room in a crowded yet comfortable boarding house was a more affordable option. Following the rise of mega-casinos in this area, much of the fabric of the Beach Blocks was destroyed. Where it still exists, it gives a valuable insight into what much of the city looked like in its heyday.

I. THE BOARDWALK-KITSCH

There is no arguing with the fact that the character of the Boardwalk can be described as "kitshcy" and "touristy." Despite the negative connotations of those terms, however, such has always been the character of the Boardwalk. Today, casinos run the show, but in the past other institutions and developers competed for the attention of the tourists.

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II. BOARDING HOUSES

These quasi-hotel, quasi-apartment buildings were where many thousands of tourists stayed during their weekends and vacations at Atlantic City. They served meals and provided beds, basic functions that nevertheless suited many tourists well. Their most distinctive architectural feature is their porches, used for social gatherings and for natural air flow during the summer.

These examples are on St. James Place, only about a block away from the beach. They are both five stories tall and show the open-air porch type that is distinctive to Atlantic City boarding houses.

III. HISTORIC HOTELS

The hotels were once the tallest structures in Atlantic City. Even today, some of the historic hotels rise above the skyline at over 12 stories. Despite their prominece, most of the city's historic hotels no longer survive. The vast majority were demolished in the 1960s and 70s when Atlantic City began a period of decline following its loss of tourists and before the casinos came. The photo to the right is of the Claridge Hotel, one of the only surviving hotels. Even this survivor has been reduced and altered from its original state. It is, however, the closest we can get today to seeing this form from the past.

Significance Embedded in the Urban Grid

Atlantic City's urban grid tells a story of change and lays the foundation for a variety of solutions inherent to the needs, aspirations and character of the communities transforming each neighborhood.

Ducktown displays an urban layout characteristic of the Italian immigrants' needs for affordable housing. Narrow terrace-alleys, such as like Italy Terrace, Siracusa Terrace, Ruffu Terrace, and Trenwith Terrace, populate the interior of the blocks and connect to the main streets. The urban fabric demonstrates three-story buildings without porches, mixed uses constructed upon the building line. Another typology present in Ducktown is two-story row houses with a transitional porch entrance in the first floor.

Italian and Siracusa Terraces in Ducktown neighborhood

In contrast, Chelsea shows a different identity linked to the public visitor. One can find detached houses, semidetached houses and few apartment buildings upon a less transformed grid. While the streets named for states have a more residential character, Artic Avenue and Fairmount Avenue shows mixed uses in some areas. The urban section appears to be wider than in Ducktown, as it extends from a generous driveway to the pedestrian sidewalks and yards in front of the townhouses.

The Westside neighborhoods echo the urban section and form present in Chelsea, nevertheless it appears to be smaller, more simplified and boxy. Lower buildings are abundant, however the yard and the porch is still present. Original grid blocks were subdivided to solve housing problems; however, as opposed to the pedestrian-friendly Ducktown alleys, the narrow streets in the Westide are designed more for the convenience of road traffic.

The Inlet neighborhoods preserve the original blocks and street layout. Low-lying one or two-story detached houses for visitors shape the character of these neighborhoods. Once again, porches and front yards broaden the street appearance. New housing developments uses the vernacular elements and materials of Atlantic City and express them mainly through terraced houses of two stories.
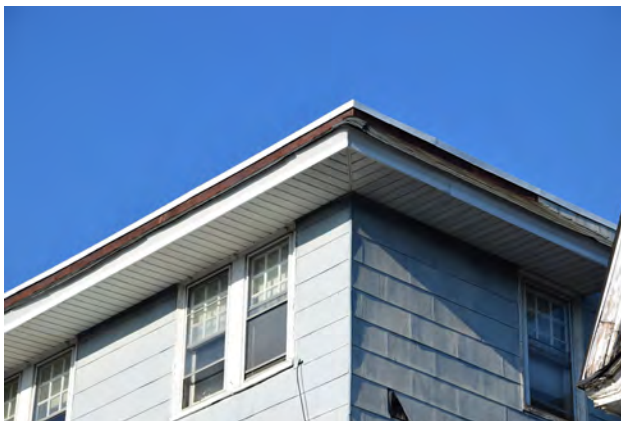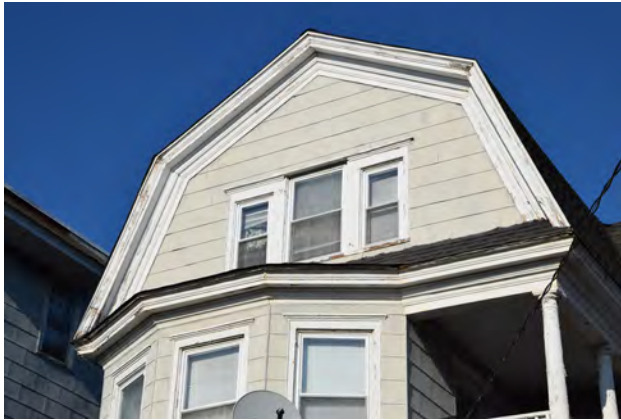
Above, different sections and urban grain analyses illustrate the differences between the Ducktown and Chelsea Neighborhoods. On the top, the image displays a street section in Chelsea and the abstraction of two blocks. The images below show a common street section in Ducktown and two sections of terraces. All the sections are scaled to help the reader to establish a comparison.

URBAN VERNACULAR ELEMENTS

Urban vernacular elements define each neighborhood identity. Abstracted styles and aspirational forms were imported to Atlantic City: flattered window bays, reduced towers, simplified cornices, and scarce decoration. Surviving examples show a wide variety of styles and building typologies that replicate those common in the visitors' origin city.

Oversized detached houses on narrow deep urban lots, semi detached houses and row houses, and few building apartments are present at higher or lower degree in the urban fabric of each district. Second Empire, Italian renaissance, dominated by certain disproportion, oversized colonial revival, and other eclectic mixtures are observable. Porches also contribute to the character of Atlantic City; it is a semi-public space that embodies historic social interaction of visitors and residents. The second floor porch is mostly present in Chelsea neighborhoods, while ground porches are more present in Ducktown. A diversity of materials such as cladding, brick, or metal, contribute to differentiate neighborhoods, as does the choice of creamy or darker colors. Hipped roofs, gambrel roofs, and front-gabled roofs round off the vernacular housing stock.

Italian Renaissance townhouse and two-story row houses

4.2 Comparables

Anchor
Institutions

District
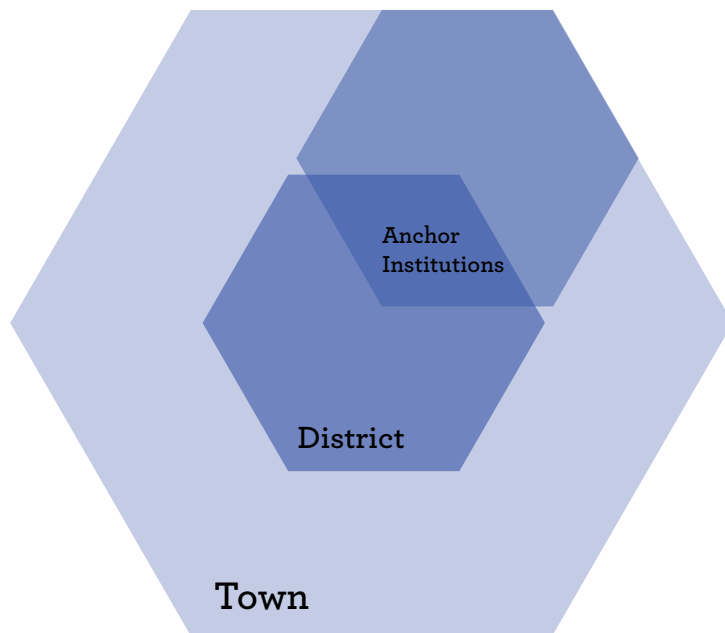
Town

Comparable case studies:town scale

      Within the town scale, we propose Las Vegas, Nevada, Myrtle Beach, South Carolina, New Orleans, Louisiana, Galveston, Texas, and Coney Island, New York as comparable cases to Atlantic City. At an international level the selected towns are: Macao in China, and Blackpool, in the United Kingdom. Each comparable town in the country includes preservation advocacy in their agenda to a certain degree. A national level comparison shows how Las Vegas, Galveston, or Santa Cruz overtake Atlantic City in the registration of historic places; Myrtle Beach and Coney Island stand behind of Atlantic City. New Orleans has been excluded in this particular comparison because the national register records include the whole parish, which means a total of 154 Historic Places. Contrary to Atlantic City, the city planning of these towns include a specific chapter on historic preservation whether in defining goals or guidelines. Each town preservation effort is briefly described in the following lines.

Proportion of National Landmarks versus the total number of registered Historic places in each selected town in the country.
Data: National Park Services, 2014
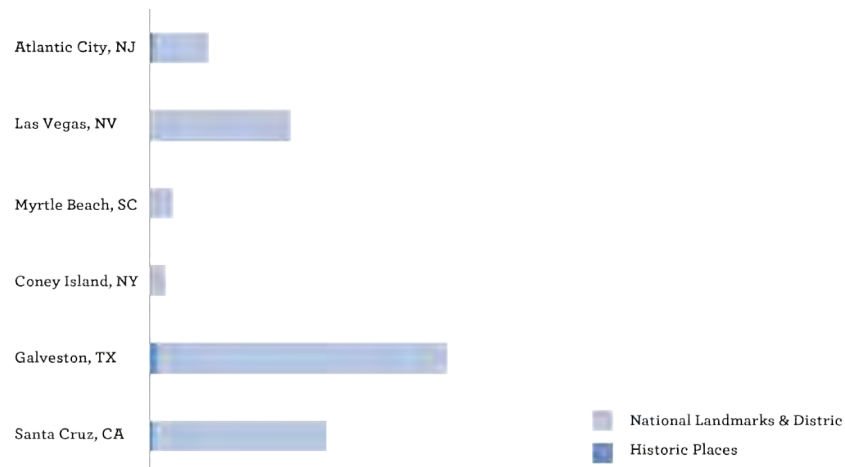
      a. Las Vegas, Nevada

      Las Vegas was founded in 1905 on a piece of land bordering to the Union Pacific Railroad tracks and was incorporated as a city in 1911. Following the gaming legalization and the requirements for divorce relaxation in the 1930s, Las Vegas became synonymous with gambling and vice. In actuality, tourism, gaming and conventions prevail in Las Vegas economy and are the principal drivers of employment growth.[1] In the 1980s, the Downtown area started its decline coinciding with the development of a new kind of casino-resort in the strips, an area adjacent to the old city. In 1986, the city of Las Vegas Redevelopment Agency (RDA) was created to slow down this decline and promote its revitalization. Additionally, authorities pursued industry diversification through tax incentives in order to increase the city's resilience. Currently, a new Master Plan provides the

frame and guidelines in the city's planning until the year 2020. The plan includes interventions in Downtown and other areas affected by a range of social ills or impacted by shifts in the land use. Preservation is not mentioned in the main themes of the master plan, however the list of detailed objectives recognizes the need of preserving, where viable, historical structures which represent the architectural, cultural and social legacy of the City of Las Vegas.[2] The master plan promotes a flexible way in approaching the developing guidelines for reuse of historical structures. Regarding neighborhoods revitalization chapter, the master plan delves into preservation as a tool to sustain and improve mature neighborhoods in decline. In other plan, such as Downtown North Land Use Plan, the need to promote the cultural and historical significance of Las Vegas is illustrated through the federal designation of Las Vegas Boulevard as "All-American Scenic Byway". The City of Las Vegas Redevelopment Agency leads the efforts to implement the plans.

b. Myrtle Beach, South Carolina

Myrtle Beach is a seasonal town. Like Atlantic City, the origin of Myrtle Beach is linked to nineteenth century transport development and private investments. The Boroughs and Collins Company of Conway established a railroad to assist the utilization of the coastal timber resources. As early as 1880, farming communities constituted the basis of New Town (1900), later to be named Myrtle Beach. Consequently, the advent of the railroad diminished the inaccessibility of the Horry County coast and the conversion of the town to a tourist destination happened promptly. Franklin Boroughs opened the Seaside Inn in 1901 and Myrtle Beach was incorporated as a town in 1938 and became a city in 1957. The heyday of Myrtle Beach dates back to the 1940s. Currently, the tourism industry still prevails and coexists with a few small manufacturing companies in the plastic, rubber, cardboard, foam and ceramic products sectors.

Myrtle Beach adopted a Comprehensive Plan in 2011 to become a sustainable city.[3] Preserving culture, history, and historic landmarks is a shaping factor of the vision embodied in the plan. The plan endeavors to identify historic resources, to preserve and to protect them. Authorities are aware of the need of managing growth that can threaten cultural resources. In this way, special preservation analysis was conducted in the 1990s and informed the development of the current plan. The interest in historic resources remains linked directly to the cultural tourism industry. The plan includes the creation of a historic preservation commission, the identification of historic resources suitable to meet community needs, the enhancement of the neighborhood by preservation of historic houses, and the development of a historic preservation plan.

c. New Orleans, Louisiana

New Orleans has an extensive and living history that has its foundations in the 1718 colonization by French Colons. Nowadays, the tourism industry predominates over the other sectors. Nevertheless, New Orleans encompasses a diversified base of businesses, which include oil, energy, technology, maritime transport, financial, and health care industries. Furthermore, the city houses higher learning institution such as Tulane University.

In 1995, the City of New Orleans was designated as Certified Local Government for historic preservation. This previous local government experience enabled the pathway for the inclusion of an assertive chapter related to historic preservation in the current 2010 Master Plan. The plan recognizes a series of challenges and includes specific operations and responsibilities. Furthermore, it focuses on the need of linking preservation of historic resources and communities, raising awareness about the potentially powerful connection between historic preservation and economic competitiveness, and the need for preservation-related industry. It takes into account the need for broadening audiences and involving not only preservation professionals and advocates in the preservation efforts.

d. Galveston, Texas

Galveston was founded by Spanish colonists in 1786 and was incorporated in 1839. The earlier development links to the port activity, established as earlier as 1825 by the Congress of Mexico. At the end of the nineteenth century the tourism industry took off and the city was known as the Playground of the South. However, tourism is not the exclusive industry, the port, distribution, finance and health care industries largely contribute to the city economic growth.

In 2011 the local government adopted the City of Galveston Comprehensive Plan that includes a chapter focused on historic preservation with the goal of promoting the Island's Heritage & Encouraging the Preservation & Revitalization of Historic Resources for the Educational, Cultural & Economic Benefit of All. The City of Galveston has a strong and rich history in terms of the best practices in preservation. The master plan recognizes the Galveston Historic Foundation as an active agent in the preservation efforts. Founded in 1954, this non-profit organization encompasses community redevelopment, public education, historic preservation advocacy, maritime preservation, and stewardship of historic properties. The Galveston Historic Foundation hosts residential programs and collects funding for purchasing historical properties. Furthermore, Galveston adopted a sustainable preservation plan in 2012 that moves beyond the words and includes an action plan.

e. Coney Island, New York

Coney Island is a neighborhood and seaside resort in Brooklyn, New York. While the first hotel and touristic facilities date back to the 1830s, the development as a major resort destination relates to the transport and connections development. In 1860, the railroad reached the area and in 1881 a steamboat line served the island. Amusements parks and other venues supplemented the services offered to the visitors. After the civil war, Coney Island started its decline as a touristic destination. Urban renewal plans, fires and land speculation decimated Coney Island's historic fabric over the years. Like Atlantic City, Coney Island presents two differentiated zones: the amusement area and the neighborhood, which have similar problems. After 40 years of neglect, the Coney Island Development Corporation managed the plans and interventions for the revitalization of Coney Island until 2013. Their actions, that seemed to include preservation as an asset, evolved in new and impacting developments. Nevertheless, there are some advocacy groups such as Save Coney Island!, an active non-profit organization committed to restoring Coney Island to its previous magnificence. Within its major initiatives to accomplish, the organization includes a campaign to preserve and

reuse Coney's historic built heritage. Another involved organization is Coney Island USA, a non-profit organization that deals with the preservation of American popular culture through the American amusement tradition.

f. Santa Cruz, California

Santa Cruz has an intense history that has its roots in a Mission founded in 1791. The town was incorporated as a city in 1866. At that time, Santa Cruz established its own beach resort community, the beach boardwalk which has roots as far back as 1865. An oceanfront amusement park was founded in 1907. The Giant Dipper roller coaster (1924) and the Loof Carousel (1911) were declared together a National Historic Landmark in 1987. Tourism still prevails in the economy of Santa Cruz and coexists with agriculture, higher education and higher technology sectors.

Preservation is one of the guiding principles of the City of Santa Cruz's 2030 General Plan, which has a specific chapter on historic preservation. The plan introduces the notion of responsible management where preservation or protection is not possible. Additionally, for best practices it includes the development of guidelines, a consultation platform for stakeholders, and the promotion of public awareness and appreciation of the historic resources. Within this frame, the city intends to propose two new Historic Districts and distributes a brochure identifying the incentives for registering properties.

g. Macao, China

Macao began its history in 1557 as a Portuguese settlement; the region was officially declared a Portuguese colony in 1887. In 1999 the administrative area was transferred to China. Macao's economy is based mainly on tourism and supplemented with transport, manufacturing and financial services industry. The gambling industry started in 1962 following the issuance of a government license. Two decrees establish the mechanisms to preserve Macau's heritage, mainly public buildings in the historic center; however, due to their special conditions as a tax haven and touristic destination, the city is experimenting in fast-pace development that generates preservation challenges and fosters the debate as to how to manage change.
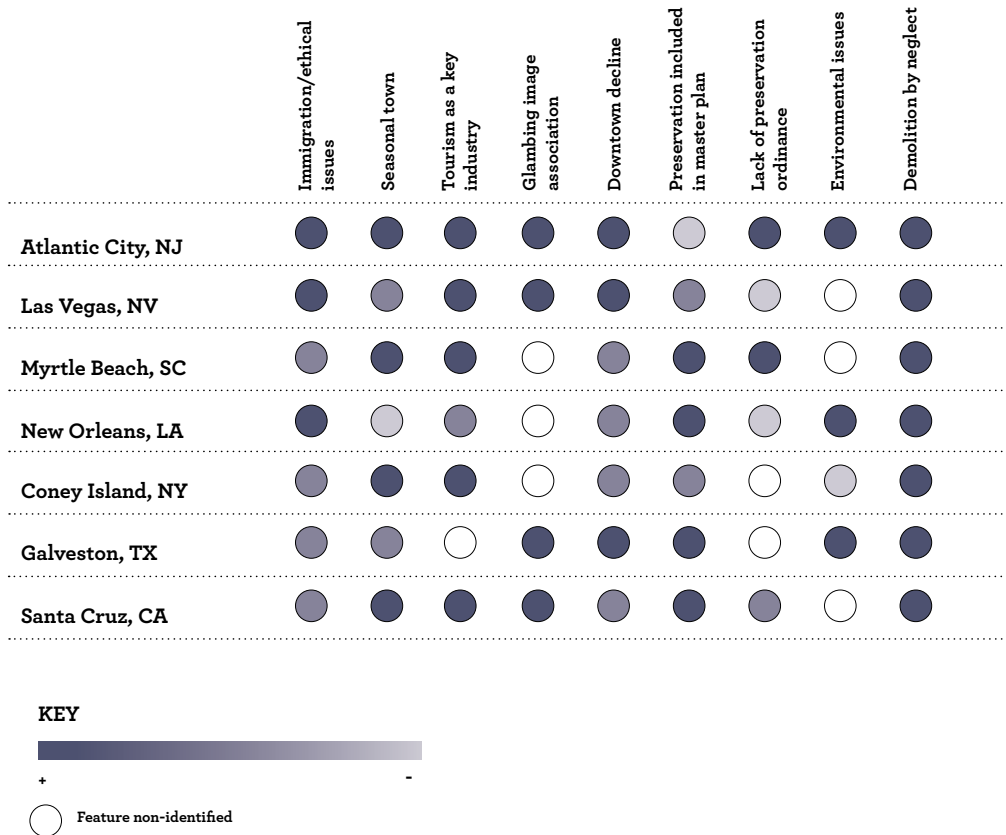
h. Blackpool, United Kingdom

Blackpool was the first mass leisure resort in the United Kingdom. It stands along the Fylde Coast in Lancashire, North West England. Although the origin of the city has its roots in medieval times, the development as a seaside town started by the middle of the eighteenth century. Wealthier people travelled to the site looking for the positives effects of sea bathing. The most significant expansion happened after the arrival of the railroad in 1846; Blackpool boomed and experienced a growth tendency. The city lived its heyday during the 1950s and 1960s, and since then downtown's influence and status has declined and struggles to compete with alternative retail and leisure in other centers outside the Fylde Coast. There is an effort to register and save historic structures, and use them to support and foster the recovery.

While the term preservation is not mentioned in the Blackpool City Council Plan for 2014-15, some of the actions reflect a sensitive approach to the built fabric. One of the objectives encompasses the improvement of building environment through maintenance and management. The plan identifies the existent landmarks as positive focal points for conserving the area. However, the plan reveals a strong reliance on improvements and redevelopments that can severely threaten the built heritage.

Main themes affecting analyzed towns

	Immigration/ethical issues	Seasonal town	Tourism as a key industry	Glambing image association	Downtown decline	Preservation included in master plan	Lack of preservation ordinance	Environmental issues	Demolition by neglect
Atlantic City, NJ	●	●	●	●	●	◔	●	●	●
Las Vegas, NV	●	◑	●	●	●	◑	◔	○	●
Myrtle Beach, SC	◑	●	●	○	◑	●	●	○	●
New Orleans, LA	●	◔	◑	○	◑	●	◑	●	●
Coney Island, NY	◑	●	●	○	◑	◑	○	◔	●
Galveston, TX	◑	◑	○	●	●	●	○	●	●
Santa Cruz, CA	◑	●	●	●	◑	●	◑	○	●

KEY

+   -

○ Feature non-identified

i. Discussion

Conclusions can be drwan according to the best practices promoted in each town. There is an observable a tendency to use business diversification as a tool to control seasonality (Las Vegas, NV). A flexible approach in preservation facilitates its acceptance as a tool to improve neighborhoods in decline. Additionally, the notion of responsible management when preservation is not possible benefits the control of change over time (Santa Cruz, CA). Broadening the scope of stakeholders contributes to linking historic resources to the communities and strengths preservation efforts (New Orleans, LA). Finally, an aspirational plan is not sufficient, it requires the enaction of preservation

ordinances and action plans and the implementation of tax incentives that channel the efforts towards preservation goals (Las Vegas, NE, Galveston, TX, Santa Cruz, CA). Where strong advocacy groups were previously present, the local government has been more sensitive.

ART AND COMMERCIAL DISTRICT EXAMPLES

For the improvement districts we propose the Brooklyn Navy Yards, Greenpoint Manufacturing and Design Center & Dumbo Improvement District, New York, and the Philadelphia Navy Yards, Philadelphia, Pennsylvania.

a. Brooklyn Navy Yard Industrial Park, Greenpoint Manufacturing and Design Center & Dumbo Improvement District, New York

The Brooklyn Navy Yard exemplifies a model of reusing industrial infrastructures located at the Wallabout Bay, Brooklyn, New York. Building on the site includes fabrication and workshop buildings, warehouses, office buildings, officers' quarters and barracks, service buildings, and hospital buildings. It also includes piers, dry docks and cranes. The complex was abandoned after decades of mistreatment and falling employment. In 1964 it was donated to the New York City that recently funded the Brooklyn Navy Yard Development Corporation to revitalize the industrial area as an "industrial campus". After renting the space to large industries, the corporation changed the strategy and started to diversify the tenant base in response to a niche of opportunity. Nowadays, the Brooklyn Navy Yard plays different roles: the conservation and the adaptive reuse of over 40 historic structures, three City Landmarks and 300 acres, the adaptation of spaces to the specific needs of small manufacturers following a green strategy, manager of those spaces, and service provider for the tenants. Examples of adaptive reuse are the Brooklyn Navy Yard Hospital (1838), which will be repurposed as a media campus by Steiner Studios; the Building 92, a museum which was expanded with the addition of a new structure; and the Admiral Row, which will house retail shops, a supermarket, offices and light industry. Additionally, the corporation promotes sustainable practices, the use of green technology, and supports socially responsible and tech-driven companies. Consequently, Brooklyn Navy Yard offers a chance of create critical mass and foster synergies.

The Greenpoint Manufacturing and Design Center pursues similar goals. It is a nonprofit industrial developer that started its activity in 1992. It has refurbished six North Brooklyn manufacturing buildings that currently house small manufacturers, craftsmen and artists. Greenpoint Manufacturing transcends the real estate activities and acts as an agent that advocates the model by fostering collaboration among stakeholders, creating and influencing policy, allocating resources, and other supplementary services. In doing so, it preserves an important industrial heritage and maintains the site character.
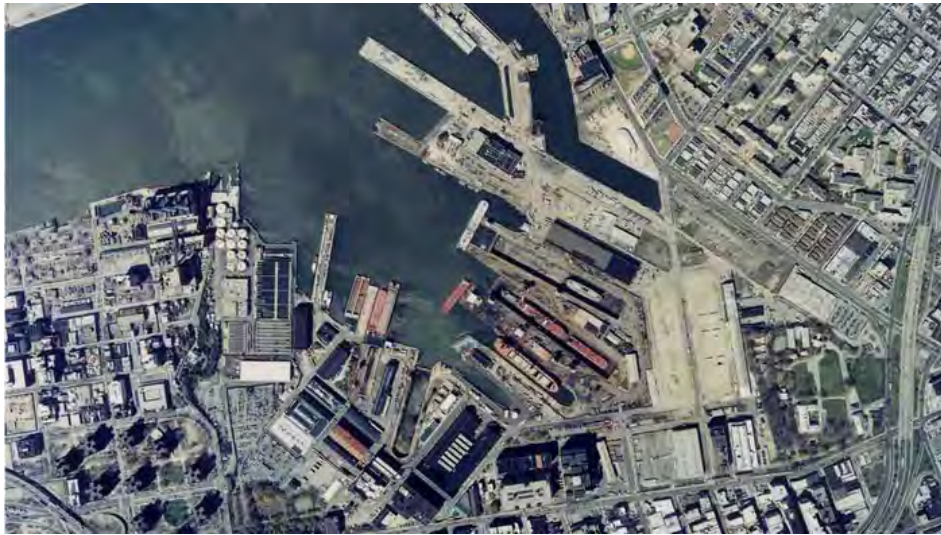
Brooklyn Navy Yard area. Source: Google maps, 2014

Dumbo Improvement District agents do their work in a different fashion. It is one of New York's 69 Business Improvement Districts and has been providing advocacy, street beautification, neighborhood marketing, and programming of public spaces (The Archway and The Pearl Street Triangle) in order to help oversee the growth of the neighborhood. The Dumbo Historic District includes over 91 buildings that are an example of industrial manufacturing architecture and that occupy the waterfront in Brooklyn area. The revitalization and transformation of the neighborhood started in the late 1970s and early 1980s with the pavement and improvement of the historic Belgian Block streets. The organization also manages initiatives and cultural programs (fairs, concerts, public arts installations...) in order to market the neighborhood and increase the cultural tourism. Nevertheless, it is controversial that the developers kicked out earlier users, workshops and artists, who had rediscovered the neighborhood previously. Additionally, some of the works have been called as Disneyfication or a random make-up maneuver.

Dumbo Improvement District location. Source: Google maps, 2014

b. Philadelphia Navy Yard

The Navy Yard stands on League Island, Philadelphia, and emerges from the transformation of the former Philadelphia Naval Shipyard by the Philadelphia Industrial Development Corporation. The naval shipyard was developed from the 1870s and maintained its activity until 1996, when it was closed. Curiously, the first facilities were previously located along Philadelphia's Front Street docks and date back to 1776. Part of the site, 223 buildings, 28 structures, and one object, contributed to the creation of an Historic District in 1999. The revitalization of this historic core (167 acres) integrates the reuse of existing building space with new developments combining public and private investments.[4] Furthermore, the master plan in 2004 included the development of adjacent areas encompassing open spaces, residences, amenities and new light industry and office space. In this way, although a preservation agenda is recognized, the master plan tends to stress the new quality.

The Navy Yard 2013 master plan update. Source: www.navyyard.org, accessed 2104

In conclusion, the previous cases showed that agents underlined preservation as a way to reuse and market the existing resources. Corporations strive to maintain the character of the site, while supporting a dynamic and diverse community. Small, city-based manufacturers characterize this community, which requires affordable and correct dimensioned workspaces. Furthermore, the concentration of this industry generates a critical mass that allows revitalization processes in the surrounding neighborhoods, attracts new investments, and provides jobs. This fact is particularly observable in Clinton Hill, Brooklyn, where new local boutiques are opening and derelict buildings are refurbished, increasing the existing social housing projects environmental quality.

ANCHOR INSTITUTIONS

The following collection of comparable dossiers describes the scale and scope of the urban implantation of several anchor institutions and some of their specific features in terms of best practices that have contributed to their selection for this report. Within the anchor institutions we propose Savannah College of Arts and Design (SCAD) in Savannah, Georgia, the Johnson and Wales University in Providence, Rhode Island, the University of Washington-Tacoma in Tacoma, Washington, and the University of Pennsylvania in Philadelphia, Pennsylvania. In this case, some common patterns are noticeable: the institutions act as a driving force of local economy, strive to be engaged with the community, and have an urban agenda that involves historic preservation at a certain degree. The four universities differ and represent a specific campus model: from a more scattered urban insertion to a landscaped paradigm.

COMPARABLE CASE STUDY, DOSSIER 1: SCAD, SAVANNAH, GEORGIA

a. *Introduction and brief description*

Savannah College of Arts and Design in Georgia was founded by Richard G. Rowan, Paula S. Wallace, May L. Poetter and Paul E. Poetter in 1978 in order to prepare future professionals in the arts and design fields. SCAD is an independent, nonprofit, tax-exempt, accredited institution hat has contributed to the preservation and reuse of nearly 70 buildings in and near Downtown Savannah. SCAD provides education for almost 8,300 students in Savannah taking into account undergraduate and graduate levels (fall 2011).

b. *Urban Strategy*

SCAD has developed a scattered urban campus model based on the integration with the city urban fabric. SCAD roots in the 1966 Savannah Downtown National Historic District. At the time of the SCAD foundation, integrity and large presence of affordable historic assets defined downtown. The neighborhood comprised of residential, commercial, and institutional buildings with a variety of architectural styles founded upon the Oglethorpe's ward plan (1730s).[5] The birth and expansion of SCAD took place within a context characterized by social attachment to the historic fabric that has its roots in the reaction towards the urban deterioration and demolition culture raised during the 1930s and 1940s. The historic district's Board of Review was established in 1973 in order to protect the values of property associated with the unique history and the quaint architectural details embodied in the configuration of squares, parks, and historic areas in Savannah.[6] Consequently, SCAD's natural evolution deals with a place-based expansion (described as fast), paying attention to the history and improving the street life use of the district. Unfortunately, SCAD has no preservation-related design guidelines published together with its master plan.

SCAD facilities and colleges in Downtown area. Source SCAD website, accessed 2014

c. Best practices and examples

As mentioned, SCAD invests in the restoration, maintenance and re-use of historic buildings. Many of the buildings were derelict milestones or anchors of urban life such as schools, stores, churches, railroad warehouses, residences, and commercial buildings. According to Dr. Paul Bradley, a Savannah native who chairs SCAD's Board of Trustees, the rise of SCAD definitely coincides with the revitalization downtown. This activity has received recognition from the Historic Preservation Savannah Foundation, the Georgia Trust for Historic Preservation, the National Trust for Historic Preservation, the American Institute of Architects, and the International Downtown Association, among others.

- The Savannah Volunteer Guard Armory (1893)

In 1979, the college founders acquired the Savannah Volunteer Guard Armory, a building designed by the Bostonian architect William Gibbons Preston in 1893 on Madison Square at Bull Street. It was the first adaptive reuse promoted by SCAD to be the flagship and to house the initial classrooms and offices in a 36.248 square-feet intervention. Rehabilitation efforts focused on preserving architectural features and original floor plan while adapting the building to modern need and educational purposes.

- The B'nai Brith Jacob Synagogue (1908)

The Jewish architect Hyman W. Witcover (1871-1936) designed this Moorish Mediterranean style synagogue in 1908 at 120 Montgomery Street. It remained in use by two different congregations until SCAD acquired the building in 2003. After a process of renovation and restoration, the building reopened as a student services center that nowadays supports a variety of functions and promotes intellectual and social exchange among students. The Historic Savannah Foundation awarded this as an adaptive reuse project in 2007.

- Hayman's Hall

Hayman's Hall was built in 1910 and was originally home to the Municipal Health Center of Chatham County. It currently houses the SCAD illustration department classrooms, studios, and computer labs. The intervention mostly recovered the original layout, severely altered by previous adaptation to residential uses. Additionally, it took advantage of existing skylights and other architectural features. Accessibility, such as ramps, was also integrated on the building. The project partners were Hensen Architects PC, the Pinyan Company and Sebring Engineering.

- SCADPad

This project involves the adaptive reuse of parking structures based on providing affordable housing (135 square foot micro-apartments) mainly for students. Although it is located in Atlanta, this community experiment exercise roots in the SCAD Savannah commitment to improve the city

by reusing existing buildings.

d. Measured impact

SCAD supports and contributes in non-profit and community engaged organizations and community service initiatives. Additionally, it offers program for young people and adult community members. SCAD has an impact at local and state levels. The institution directly employs around 1,600 people and contributes to the creation of around 1,400 indirect jobs through its supplying needs and urban revitalization investment.   Accounting for the university and student spending, the total amount of provided employment reaches 4,000 jobs.[7] After graduation, some alumni remain in Savannah, increasing the college-educated population of the city. Finally, SCAD is an active agent that attracts thousand of visitors for university-lead events along with attracting students, whose revenues represent a positive benefit for the city. From a negative perspective, gentrification and community displacement problems have emerged, which are partly addressed by the local government.[8]

e. Further readings

- SCAD's Economic Impact Report in Savannah https://www.scad.edu/sites/default/files/media/PDF/SCADSavannahEconomicImpactFinal.pdf

- SCAD's Economic Impact Report in Georgia http://www.appleseedinc.com/wp-content/uploads/2014/04/Local-Roots-Global-Reach-The-Economic-Impact-of-the-Savannah-College-of-Art-and-Design.pdf

- Chatham County Savannah Metropolitan Planning. Report of the Gentrification Task Force http://www.thempc.org/Planning/Publications/Revised Final Gentrification Task Force Report.pdf

COMPARABLE CASE STUDY, DOSSIER 2: THE UNIVERSITY OF WASHINGTON-TACOMA CAMPUS, TACOMA, WASHINGTON

a. Introduction and brief description

Tacoma Campus was founded in 1990 when the state of Washington invested in five new two-year, upper-division, and master's level campuses. Tacoma campus stands in downtown Tacoma's Union Station historic neighborhood. The district contains warehouses, housing, and port-facilities and was built in the late 1800s and early 1900s, supported by the transcontinental railroad terminus. Consequently, it was a major distribution point for goods that arrived by railway during the 1890s through the 1920s. The area was defined as an economically depressed, high-crime district that included a large homeless population and several vacant or underutilized buildings. Most of the buildings restored by the University of Washington are part of the Union Depot District placed on the National Register of Historic Places in 1980 and the Tacoma Register in 1983.

b. Urban Strategy

The University of Washington-Tacoma plan encompasses the redevelopment of current vacant lots and the reuse of derelict structures. Opposite to SCAD, the University of Washington-Tacoma exemplifies a clustered campus. The eventual extension of the campus will be 46 acres; for this purpose the university has acquired 70% of the area. The educational facilities are concentrated in a specific area and offer a mixture of uses: classrooms, library, retail shops, and other service functions. The retail space is incorporated in order to encourage the interconnections between the physical campus and the community.

c. Preservation-related Design Guidelines

The university master plan includes design guidelines in relation to adaptive reuse and historical context integration. The guidelines point out the conservation of elements of existing buildings and open spaces, recommends enhancing their presence with the new development, and wishes to maintain continuity with the historical context in creating a new one. In adaptive reuse, the university searches to celebrate the juxtaposition of the historic structure with contemporary needs. Additionally, the university conducts feasibility analysis to develop short and long term options for historical assets such as the Jefferson Street Complex (1910-16).[9]

Institutional practices are reviewed and monitored since the activity is developed within two historic districts. City of Tacoma is sensitive to historic preservation as a tool of enhancement and economic improvement. An example is the current development of a new ordinance preventing demolition by neglect.

The University of Washington-Tacoma campus area. Source: Google Maps, 2014

d. Best Practices and Examples

Examples of interventions are the Birmingham Hay & Seed, the Garretson Woodruff & Pratt, and the new Keystone. The University of Washington-Tacoma Campus earned an Honor Award from the National Trust for Historic Preservation in 1999.

• Birmingham Hay & Seed

Built in 1903, and renovated in 1995, this brick warehouse originally stored flour, grain and baled hay. The building evolution was linked to commercial activities until the university repurposed it into house classrooms.

• Garretson Woodruff & Pratt

The building currently houses the Academic Advising Center, Office of the Chancellor and the University Book Store. Frederick A. Saxton designed this Romanesque style warehouse with obsidian pressed brick and terracotta trim. The covered walkway that runs along the back of this building and those adjoining it replicates the loading docks that once received raw goods and materials from the train cars.

• Keystone

This new building was constructed on a lot that was formerly occupied by a wholesale meat warehouse. At the time of the project, the structure no longer existed. The American Institute of Architects awarded the design team for the sensitive intervention where the lot shape was respected and the brick was the main material utilized in order to blend old neighborhood and the new building.

e. Measured Impact

The university strives to boost local economic development and to serve the community. The University of Washington is the third largest employer at state level. Since the Tacoma Campus was recently established, the economic impact is limited within the overall university as institution. Nevertheless it reaches a respectable amount of $235,063,337, a total of 853 direct and indirect jobs, and nearly $14,000,000 in government revenues.[10]

f. Further Readings

- The Economic and Societal Impact of the University of Washington: Executive Report (FY 08-09), July 7, 2010 http://www.washington.edu/externalaffairs/files/2012/10/eir_full_report.pdf

- Design Guidelines http://www.tacoma.uw.edu/uwt/sites/default/files/global/documents/admin-services/projects/planning/uwt_campusmasterplanupdate_2008_desguidlelines.pdf

- Landmarks Preservation Commission: Tacoma Economic Development Department http://www.tacomaculture.org/historic/resource/HP_Guidelines_Union Depot 2008.pdf

COMPARABLE CASE STUDY, DOSSIER 3: JOHNSON & WALES UNIVERSITY, PROVIDENCE, RHODE ISLAND

a. Introduction and brief description

Johnson and Wales University (JWU) was founded as a business school in 1914 in Providence by Gertrude I. Johnson and Mary T. Wales. The business school gradually evolved until obtaining university status in 1992. Nowadays the school has four campuses throughout the country: Providence, RI; North Miami, FL; Denver, CO; and Charlotte, NC. In Providence City, Rhode Island, the university stands in downtown and harbor areas, and involves the Hospitality College, the College of Business, and the College of Culinary Arts. In both locations, the university serves around 10.000 students and spread across 168 acres and 62 buildings, including residence halls, classrooms, labs, dining halls, open spaces and recreation facilities, libraries, offices, internship, and physical plant facilities.

b. Urban Strategy

The university created a contiguous campus alongside historic nineteenth century buildings since 1990 in Downtown Providence. This area was the result of a westward expansion from the town's first commercial center in the last quarter of the eighteenth century. Suburban malls and business relocation out of the city center endangered the area before the 1960s. On the Harborside, JWU transformed a former industrial building to house the College of Culinary Arts. Additionally, it has revitalized close to 100 acres of waterfront alongside the campus through significant brownfields remediation efforts. Improvements include shoreline reconstruction, an Urban Coastal Greenway, athletic fields, and the donation of a six-acre waterfront parcel for an environmentally "smart design" educational and research center

Dowtown Providence JWU location

c. Preservation-related Design Guidelines

Although design guidelines are not published by JWU, some documents and news echo what JWU values are in terms of historic preservation. According to the Vice-president of facilities management, JWU is characterized by "our commitment to urban revitalization and thoughtful historic renovation. These principles contribute to the history and vitality of our cities, but also demonstrate our strong commitment to sustainability and the environment."[11]

d. Best Practices and Examples

As in the previous examples, JWU invests in the adaptive reuse of existing historic buildings. Examples are Del Sesto building, the Xavier Auditorium, and the Students Services Center that have been awarded by the Providence Preservation Society. The current urban campus model implies more than just saving individual buildings, it has a clear impact in the entire district and expands the street life and use.

- Del Sesto Building

The Del Sesto Building (formerly the Summerfield Building) stands in 274 Weybossett Street. It was constructed in 1913 following the design of the Turk and MIT trained architect Albert Harkness. It was a Chicago-style reinforced-concrete-frame office building; its main features consist of wide expanses of glass and the use of terracotta in the facade. The renovation project won the Providence Preservation Society's 2004 Adaptive Reuse award.

- Student Service Center

The Student Service Center is located in the former Rolo Jewelry two-story building, an early twentieth century industrial building. Nowadays it houses the financial and academic services department as well as the International Center after a transformation projected by ARC/Architectural Resources Boston-based architect office. The design preserves the industrial and historical character of the original building while attending contemporary needs. The building stands in the Jewelry Historic District; this district was designated in 1991 and enfolds approximately 25 properties ranging from 1830 to 1930.

e. Measured impact

JWU engages and promotes the community service and business as well as community affiliations. Additionally, over the past 10 years, JWU's Providence Campus has invested more than $171 million in urban revitalization. Appleseed estimated the JWU's economic impact at around $328 million.[12] Additionally, population has increased in the area.

f. Further readings

- JWU's Providence Campus Fact Sheet http://www.jwu.edu/uploadedFiles/Documents/Standards/JWUFactSheetPVD.pdf

DISCUSSION

TYPOLOGY OF URBAN STRATEGY AND COMMITMENT TO HISTORIC PRESERVATION			

Scattered ⟵⟶ Clustered

University	Johnson and Wales University	Savannah College of Art and Design	The University of Pennsylvania	University of Washington-Tacoma Campus
Urban strategy	Two urban locations within Providence	Dispersed urban campus	Landscaped mostly clustered campus	Completely clustered urban campus
Planification	Not published	Not published	Preservation related design guidelines	Heritage Buildings Predesign Studies
Resources	Historic buildings in downtown Providence and Harbor residential neighborhood	Historic buildings in downtown Savannah	Historic buildings in West Philadelphia	Warehouses and structures in downtown Tacoma's Union Station neighborhood
Examples	Xavier Auditorium, Student Services Center, John Hazer White Center, Cenntenial House	Savannah Volunteer Guard Armory, Student Services Center, Chataham County Jail	Fisher's Fine Arts Library, Locus walk, fraternity houses	Birmingham Hay & Seed, Woodruff & Pratt
Impact	Community Service, urban revitalization, business and community affiliations, city economic impact	Community service, urban revitalization, city and state economic impact, large employer	Community engagement, city and state economic impact, large employer	Community engagement, urban revitalization, city and state economic impact

In short, several best practices has been observed in terms of anchor institutions or non-profit organizations working together with local governments in Downtown historic districts:

- The anchor institution acts as a driving force in preservation.

- Preservation enhances the campus and contributes to its differentiation. It contributes to the university image as a flagship.

- Engagement with the sourrounding communities offering educational services and volunteers to address main concerns.

- The reuse of large existing structures through subdivision to provide affordable space for new small city manufacturers.

- Creation of non-profit institutions that manage the change and offer supplementary services beyond their functions as a real estate agents.

- Beautification, maintenance, and an active revitalizing agent are attractors to visitors and residents.

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Notes

[1] Las Vegas Master Plan 2020 was developed in 1999.
[2] Las Vegas Master Plan 2020, 38.
[3] The 2011 City of Myrtle Beach Comprehensive Plan covers a period of twenty years.
[4] The Navy Yard Master Plan 2013 Update.
[5] Downtown layout is based on Oglethorpe's plan that combines squares, residential blocks, and commercial/institutional blocks within a hierarchized grid.
[6] Kenneth A. Jordan, Willie E. Johnson, Deden Rukmana, and Sharon Johnson, The Mixed Blessing of Gentrification in an Antebellum City: The Case of Savannah, Georgia in African Americans in Georgia: A Reflection of Politics and Policy in the New South (Macon, Georgia: Mercer University Press, 2010), 177.
[7] Figures based on 2012 data and described in the SCAD's Economic Impact Report in Georgia. Appleseed, New York, 2013.
[8] Chatham County Savannah Metropolitan Planning. Report of the Gentrification Task Force.
[9] http://www.cpo.washington.edu/PTS/ProjOverview.aspx?ProjNum=204309.
[10] The Economic and Societal Impact of the University of Washington: Executive Report (FY 08-09), July 7, 2010.
[11] https://www.jwu.edu/content.aspx?id=36500 Accessed October 16th, 2014.
[12] Providence Campus Factsheet. Johnson & Wales University. November 2013.

4.3 National Historic Register Status

INTRODUCTION

The historic significance of Atlantic City lies in its variety of buildings and districts, many of which are still very much intact. The 2008 Atlantic City Master Plan includes a section on historic preservation; however this inclusion was mainly to fulfill a state requirement and none of the proposed measures have been implemented. The city still lacks a preservation ordinance, any sort if regulatory measures that would prevent the demolition of historic structures, and no development guidelines for the ways in which new structures and additions fit into the existing fabric. Atlantic City also lacks any sort of preservation advocacy group that would be willing to create and maintain a local register of historic places.

The Master Plan does list 32 buildings that are listed either on the state register, national register, or have been identified by the SHPO as being significant/eligible. In addition, 69 buildings are listed as potential properties for inclusion on a local and/or state register. Some of them—such as the Absecon Lighthouse and Boardwalk Hall—are already listed on the National Register. However, this designation ultimately offers no protection, as six structures formerly listed on the National Register have since been demolished, including prominent landmarks like the Marlborough-Blenheim Hotel, which was replaced with Bally's Casino. Of the demolished landmarks, in most cases they were demolished within a year to five years after they were put on the National Register. Furthermore, most of the existing listed landmarks were listed prior to 1990. To prevent the demolition of any more structures, a local historic register with regulatory and support power must be created.

The Marlborough-Blenheim Hotel. Listed 1977, Demolished 1978.
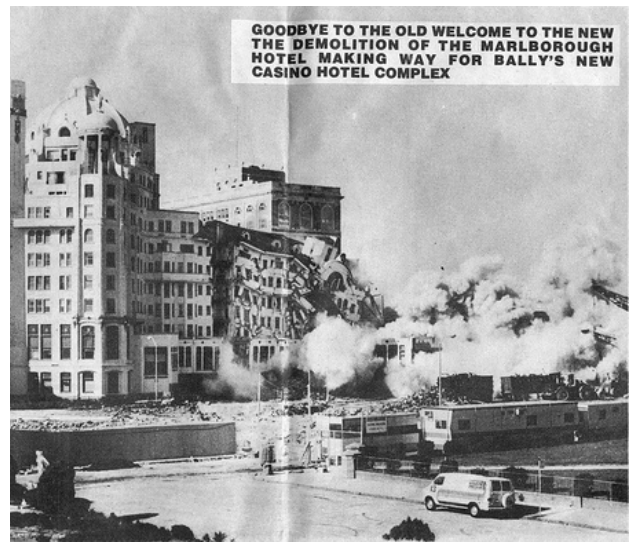
Demolition of the Marlborough Hotel, 1978.

THE STATE OF PRESERVATION IN ATLANTIC CITY

The lack of a preservation framework is partially caused by fears and misconceptions about historic preservation on the part of city leaders and residents. They fear the term "ordinance" because they believe implies a strict set of rules governing every detail of building construction. The fear is that having such laws will drive away developers wishing to build in the city. These fears—while certainly justifiable—are simply misconceptions. One of the ways that we can promote preservation in A.C. is to help raise awareness and educate city leaders about the many different forms that historic preservation can take and show that a flexible plan can be developed with Atlantic City's unique needs and challenges in mind. It is essential that preservation be presented as an opportunity for growth and development, rather than a hindrance. Indeed, having a more comprehensive preservation framework could benefit the city in many ways.

The 2008 Master Plan recommends the establishment of a Certified Local Government (CLG). This would be advantageous in many ways. Becoming a CLG would form an alliance between the National Park Service, the New Jersey State Historic Preservation Office, and the city and provide the city access to the many programs that the Federal Preservation Program sponsors including opportunities for project funding. States receive annual appropriations from the Federal Historic Preservation Fund, and states are then required to give 10% of their funding to CLGs as subgrants. Although federal preservation entities cannot exert regulatory control over local districts, these grants can help pay for a wide variety of things including surveys, National Register nominations, rehabilitation work, design guidelines, educational programs, feasibility

Absecon Lighthouse. Listed 1971; Extant.

studies, and structural assessments. An Atlantic City CLG would also have direct access to SHPO staff for assistance with surveys, nominations, and more. The National Park Service partners with SHPOs to train CLGs on a regular basis[1]. This partnership would help Atlantic City professionalize its preservation plan, providing the support it needs to begin the process of developing a local historic register. The partnership would also assist in securing funding for historic rehabilitations in Atlantic City, helping to offset the costs of adaptive reuse vs. new development.

The establishment of a preservation infrastructure would also help property owners secure historic tax credits for rehabilitation projects. By helping to educate property owners about the Secretary of Interior standards, a CLG or preservation advocacy group would help them to be eligible for federal funding. Again, this would help incentivize the reuse of a historic building, making the option more attractive to developers. Creating a CLG in Atlantic City would also help spearhead the process of nominating properties for the National Register and creating a local preservation agency

that will have regulatory and review power over proposed demolitions.

There are many properties that could be considered for inclusion on a future local register, and many more that can be nominated for the state or national registers. Properties nominated to the National Register of Historic Places must be "districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

A. That are associated with events that have made a significant contribution to the broad patterns of our history; or

B. That are associated with the lives of significant persons in or past; or

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. That have yielded or may be likely to yield, information important in history or prehistory[2].

Atlantic City's historic buildings yield significance largely in categories A and C. They are integral in understanding and interpreting the history of tourism and leisure in the United States. As such, many of the buildings currently listed on the national and state registers are (or were) grand, palatial hotels and other buildings associated with the tourist and entertainment economy. As Atlantic City was such an important influence in the development of other resort towns across the nation, these places are certainly significant.

The former Traymore Hotel, Listed 1971, Demolished 1972.

These are broad patterns that are included under Category A. Furthermore, they represent a distinctive type of architecture and construction that is unique to the particular location and circumstances of Atlantic City's history. In the future, there is potential for more emphasis to be placed on other facets of the city's history, particularly the other side of the tourism economy and strong African-American community. Not every building in the city has national significance, but that does not mean that they are not significant on a local level. That is where the creation of a local register would take over. The qualifications for nomination would be similar to those of the National Register, only with a local focus rather than a national one.

What sorts of properties would be listed on a local register? A good start is to list the ones that are already on the National Register. They have already been recognized as significant on the national level, but putting them on the local register will provide them with a stronger layer of protection. Only local governments can provide concrete protection against demolition. Properties on the state register have slightly more protection, but this protection is limited. Of course, there are plenty of currently unlisted sites to consider for the future. Following is a selection of buildings that are prominent in their neighborhoods architecturally, historically, or socially. Most of them are listed in the 2008 plan as "structures recommended for preservation." While certainly not an exhaustive list of significant sites around the city, this list is meant to provide ideas for beginning a local register of historic places.

Morris Guard Armory
10 S. New York Ave.

This building was founded as a social club in 1887. It was the home of the Morris Guards, an organization founded and funded by Colonel Daniel Morris, a businessman and Civil War veteran. Before the construction of Boardwalk Hall, the armory was one of the primary event and entertainment centers in the city.

Price Memorial A.M.E. Church and Fire House
519-525 Atlantic Ave.

The African Methodist Episcopal Church (A.M.E.) was founded in Philadelphia by Rev. Richard Allen in 1816. Its presence in Atlantic Cityreflects a growing and thriving African-American community searching for a spiritual community in a society where churchgoing was generally strictly segregated by class and race.

Masonic Temple
3515 Ventnor Ave.

This grand structure is representative structures built in the city for fraternal organizations. After an exterior restoration to bring the structure back to life, it has potential to become a community center or gathering space, conveniently located right on Memorial Park.

Holiday Motors Building
3513 Atlantic Ave.

This building is a well-preserved example of an early 20th century auto showroom. Despite being closed for many years, it still retains its original tile work and even its historic neon sign. It sits right next to Memorial Park and could easily be utilized as a cafe or coffee shop with minimal renovation.

Engine Company Number 4 Firehouse
2704 Atlantic Ave.

This firehouse is a very well-preserved example of the firehouses that were built throughout cities in the late 19th century. It is especially valuable and significant because, unlike many other historic firehouses, it is still in use in its original function.

Knights of Columbus Hotel
1408 Pacific Ave.

The Knights of Columbus were a Catholic fraternal organization who built this hotel across the street from St. Nicolas-Tolentine Catholic Church. They believed that young men staying at this hotel would not be led astray by the many "sinful" temptations that Atlantic City offered. Despite this, the basement of the building once boasted a popular speakeasy.

The interior, while currently largely gutted, still features examples of elaborate tilework around the elevator shafts, on the main stairs, and on the floors of former formal spaces.
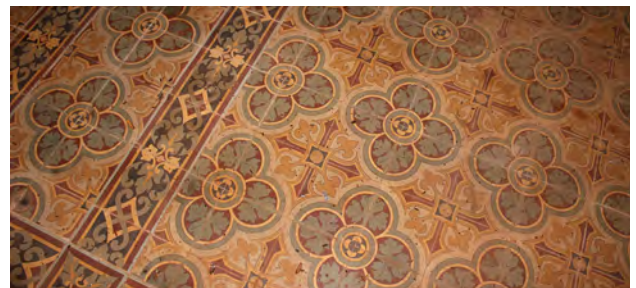
Eldredge Chelsea Fireproof Warehouse
3563 Atlantic Ave.

This 6-story building was completed in 1924 and designed, as its name implies, to be fireproof. Despite its utilitarian use as a warehouse, its applied decoration speaks to an era in Atlantic City where even the simplest structures were given whimsical details.

Potential Historic District- Ducktown

This neighborhood in the western part of Atlantic Avenue is remarkably intact as compared to other neighborhoods in the corridor. There are significant amounts of historic fabric left, with entire historic blocks remaining intact. There is a great deal of ethnic diversity, with many different types of restaurants and shops. The streets are vibrant and full of life. There is great potential for a historic district there to protect the culture and history of the neighborhood, while helping to spur economic development.
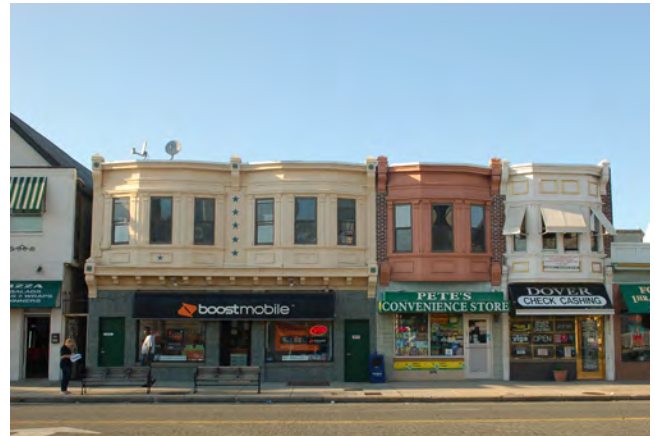
Notes

[1] National Park Service. http://www.nps.gov/clg
[2] National Park Service http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm
[3] Ibid., 4.
[4] Bryant Simon, Boardwalk of Dreams: Atlantic City and the Fate of Urban America (Oxford University Press, 2006), 45-62.
[5] Nelson Johnson, The Northside: African-Americans and the Creation of Atlantic City (Medford, NJ: Plexus Publishing, Inc., 2010), xv-xvi
[6] Ibid., 3.
[7] Ibid., 29-30.
[8] Ibid., 11.
[9] Ibid., 43.
[10] Ibid., 21-32.
[11] Ibid., 32.
[12] Funnell, 119.
[13] Johnson, 19.
[14] "Images of America."
[15] Sternlieb, George and James W. Hughes, The Atlantic City Gamble (Cambridge, MA: Twentieth Century Fund, 1983), 2.
[16] Ibid., 80.
[17] Ibid., 30-31.
[18] Ibid., 134-35.
[19] Ibid., 82-83.
[20] Ibid., 96.
[21] Ibid., 112-119.

4.4 Site Values & Significance

TYPOLOGY AND IDENTIFICATION OF SITE VALUES

Through assessments of the existing physical fabric and experiential qualities of Atlantic City, the primary site values were identified as follows. These values ultimately express the foundation from which historic preservation can capitalize upon and exemplifies Atlantic City's singular identity that has persevered through time.

a. Urban Fabric

- Accessibility and proximity to major East Coast cities
- Geographic connection between neighborhoods and surrounding beach regions
- Range of vernacular building typologies
- Wide array of underutilized buildings

Left: Historic postcard showing the Knights of Columbus Hotel[1]

Right: Interior of Knights of Columbus Hotel today retaining much of its architectural detailing

b. Atlantic City as a Destination

- Entertainment and leisure
- Natural landscape
- The Boardwalk as a public thoroughfare
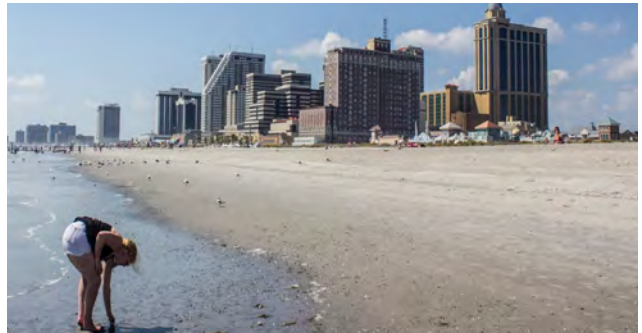
c. Social Assets

- Built upon ideals of resilience, adaptability, and endurance
- Diversity and separation expressed through multifaceted lenses of ethnicity, culture, and socioeconomic status
- Nostalgia and affection on the part of recurring, seasonal residents
- Strong stance and pushback by local community that defies the prevailing reputation of Atlantic City being a "dead city"

Above: Children in Mexican dress walk down the Atlantic City Boardwalk near the Trump Taj Mahal during Friday's Atlantic City Multicultural Parade[2]

STATEMENT OF SIGNIFICANCE

The story of Atlantic City is predicated on the theme of resilience and renewal. While its historic fabric is patchy, even fragmented, it does exist and lends the city a uniquely multifaceted identity. Lauded as one of the first great urban experiments in planning a resort town founded on entertainment and leisure, it has survived to reveal greater implications of American society through its history, politics, and historic fabric.

The city is surrounded by an attractive and varied natural landscape, bordered by both the Atlantic Ocean and the Pinelands National Reserve. Indeed, Atlantic City's location on the seaside was also the initial impetus for the large-scale settlement of the island; the healthy sea breezes were a welcome change for those visitors coming from large cities such as Philadelphia and New York. The proximity of this health resort to large East Coast hubs led to the explosion of development of the city and its consequential label as a tourist destination. Thus, the origins of the city lie in its beautiful natural environment, and its draw is still part of the reason visitors are attracted to the area.

Atlantic City's readily apparent physical historic assets also include its grid plan, the Boardwalk, and stock of vernacular structures. The grid, laid out in the early development of the city, allows main arteries like Pacific, Arctic, and Atlantic Avenues to run the length of the city and bridge the urban fabric of various neighborhoods and districts. The commercial and social buildup around Atlantic Avenue can be seen as a district in itself and also has historically served as a dividing and connecting line between the tourist and residential parts of the city. Similarly, the Boardwalk serves as a common place for both residents and visitors to mingle together, though many locals do not regularly utilize the historic thoroughfare as a public space. However, the Boardwalk continues to be one of the biggest landmarks in the city; the commercial activity that still abuts it, though it has morphed from smaller scale stores and hotels into massive casino complexes, still draws people to the walkway alongside the ocean. Towards the interior of the city, the collection of remaining historic buildings varies greatly in typologies across the city. Larger scale buildings such as Boardwalk Hall, many different denominations of churches, and commercial buildings along and bordering Atlantic Avenue still remain ingrained in the city fabric. Many of these buildings are largely underutilized and have a great potential for adaptive reuse. Beyond larger attractions also lies the vernacular housing stock that makes up the surviving remnants of the neighborhoods comprising Atlantic City's residential population. Indeed, it is precisely these very communities that are both in need of attention and most often overlooked. Along Atlantic Avenue and in neighborhoods such as Ducktown and Chelsea, the cultural confluence of small, local business and community can be found – ultimately bringing forth a larger narrative of social and economic diversity.

These communities bring a variety of social assets to the city that can stimulate the residents to take a more active role in preservation of the urban fabric. Through bouts of cyclical challenge and adversity, Atlantic City has continually proven itself as a place in which adaptation and resiliency has prevailed in response to these demands. This resilient environment has led to a community that is passionate about expressing the vitality of the city and is poised to protect those physical attributes that are sources of nostalgia and give the built environment character. Additionally, the

economic dependence on the failing casino industry has put the people of Atlantic City into the national limelight, giving the community the opportunity to be heard as city officials evolve plans to reinvigorate the city.

Recognizing that Atlantic City is comprised of a complex confluence of both tangible and intangible assets, the articulation of these site values provide the initial driving justifications for the strategic and sensitive implementation of preservation initiatives within Atlantic City. Contrary to sensationalist media reports and widespread speculation, Atlantic City is not "dead," but rather in a position in which it can consider alternative approaches to reintegrate the city's urban, economic, and social fabric. The city has become akin to a loose network held in the clutches of the casino and tourism industries – consequently at this juncture, historic preservation and thoughtful urbanism is primed to meaningfully engage with the narrative of shaping Atlantic City's future.

Notes

[1] "Historic Hotels of Monopoly | BoardGameGeek Forum" BoardGameGeek. Web.
[2] Ben Fogletto. "Atlantic City Celebrates Its Diversity with Parade at Multicultural Festival." Press of Atlantic City. Press of Atlantic City, 1 June 2012. Web.

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Preservation Approach

## 5.1 Preservation Approach

HISTORIC PRESERVATION IS A PROCESS, NOT A PANACEA

This is a critical and timely moment for preservation to interject itself into Atlantic City. In times of economic desperation, fresh alternatives to the status quo may be more readily considered. Both the Mayor and Director of Planning and Development have expressed sympathetic views towards objectives that are very much in line with those of cogent preservation planning. By leveraging historic assets and utilizing preservation, Atlantic City can move towards a more sustainable economy that is supported by local businesses. Indeed, the preservation of the city's heritage and careful protection of community fabric can not only strengthen existing communities, but also simultaneously dovetail with economic development efforts as well as benefit both the residential and tourism districts.

Recognizing that preservation approaches must be developed sensitively to the needs and specific context of Atlantic City, we aim to encourage a flexible type of historic preservation that allows for coexists alongside new development. Atlantic City will always be attractive to new developers, therefore historic preservation must be proactive to firmly carve out its own niche in the advancement of alternative industries and small-scale, sustainable economic growth. This will take the form of focusing on filling in the gaps of areas that have sparse, but extant, historic fabric in order to activate vacancy and provide anchor points through mixed-used development. Simultaneously, areas of high-vacancy and land value that are more tempting to large-scale development will be deemphasized, recognizing that there is not quite the critical mass for historic preservation. Ultimately, our efforts would be best spent in demonstrating the utility of preservation projects that bridge gaps in more densely populated neighborhoods or projects that can abut entirely new development. Sensitive and strategic adaptive reuse has precedent in other American cities. Indeed, encouragement of a more welcoming, inviting streetscape is deemed a focal point, and this can be achieved through improved landscaping, lighting, and pedestrian safety. Overall, the needs of the residents who live in Atlantic City through the year – rather than seasonally – will be prioritized as primary stakeholders of interest.
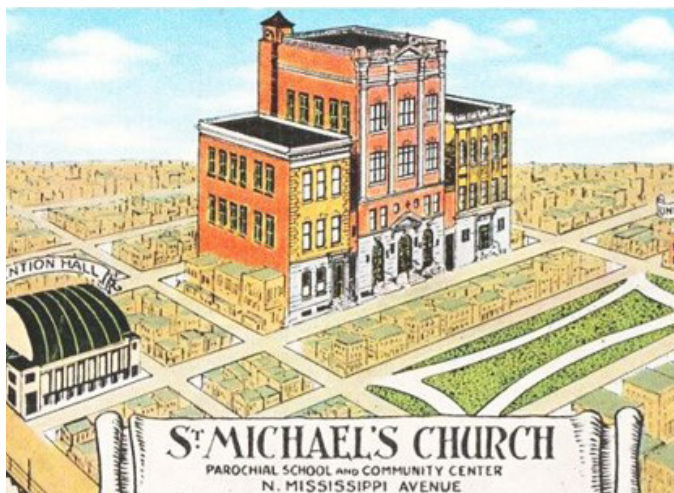
Left: Historic postcard showing Mississippi and Atlantic Avenues[1]
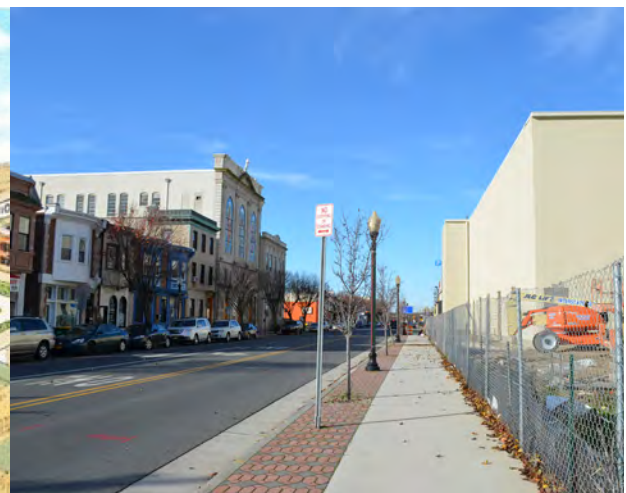
Right: Mississippi and Atlantic Avenues today with the historic Dante Hall directly facing the massive new Bass Pro Shops under construction

Fundamentally, historic preservation lacks infrastructure and support within Atlantic City. Misconceptions of what historic preservation means and what it can do for the city are rampant – many of those interviewed did not initially realize that their stated objectives are actually forms of historic preservation. In this way, the development of "accidental preservation" is encouraged. SWOT analysis and investigation of the enabling environment of Atlantic City has identified the challenges and opportunities that face the site. Primary threats include the fragmented lack of enforcement, imbalance of power, demolition culture, and economic hardship that face the city. As it does not have as much of foothold in Atlantic City, historic preservation will eventually require a critical mass of organization and people in order to carry out the proposed interventions. Therefore, in order to address these challenges we must emphasize the previously outlined strengths and build upon them.

The theoretical rationale of this methodology is steeped in values-based conservation given that the values of Atlantic City encompass both social as well as physical fabric. In marked contrast to the previously utilized strategies of narrowly focused, large-scale development, historic preservation objectives aim to be a process rather than a panacea. Preservation interventions strive to reach a broader audience by utilizing the diversity of traditionally underrepresented communities and focusing on them as key stakeholders. Overall, we are seeking to rebalance and emphasize the needs of those who live there as annual residents. In pursuing this in conjunction with targeting efforts upon realistic and strategic nodes anchored to Atlantic Avenue, preservation will take a proactive, offensive approach rather than a defensive one. By incorporating stakeholder feedback, we aim to ensure that presented proposals will represent goals more feasibly tied to the community and their wishes. We recognize that often projects such as these exist in a type of academic bubble, however we aim to make our final proposed interventions as accessible as possible with the notion that the community in Atlantic City could use them as practical, viable options for implementation.

Atlantic City has traditionally been a self-marketing place and historic preservation can be a new method in which to rebrand the city. The city requires a type of preservation regulation that imparts a reasonable level of flexibility with the ability to coexist alongside new development. Moreover, historic preservation should be incentivized, whether it be the stimulation of preservation through the designation of a Certified Local Government, utilization of a Revolving Loan Fund program to rehabilitate historic properties to a certain standard with tax credits, or increased development of the underutilized nonprofit sector. We aim to demonstrate both the potential of historic preservation as a more sustainable type of development and that ultimately our individual projects can act as prototypes and examples to activate city swaths and fill the voids between surviving historic urban fabric.

Notes

[1] Arielle Saiber and Elizabeth Coggeshall, "Dante Hall Theater, Atlantic City, NJ - Dante Today - Citings & Sightings of Dante's Works in Contemporary Culture." Dante Today. 13 July 2008. Web.

5.2 Actions and Interventions

ATLANTIC CITY

In light of the plethora of data we have collected on both Atlantic City's historic and current urban fabric and socioeconomic climate, we have developed a series of prioritized actions for short-term and longer-term preservation goals for the city overall as well as focusing in on regions of Atlantic Avenue. These proposed actions are expressed in increments of 2-year, 5-year, and 10-year plans.

Even as we have separated into working on individual projects during the second half of this review, each project has maintained a connection to Atlantic Avenue. This avenue is a historic corridor that serves to connect all of the communities in the city. Although the city fabric has been disjointed by casino development, by attempting to recreate the historic use of Atlantic Avenue as a Main Street the urban fabric of the city can be reinvigorated.

ATLANTIC CITY AS A WHOLE

2 YEAR:

- Gain recognition as a Certified Local Government to become an active partner in the Federal Historic Preservation Program for funding and technical assistance in preservation
- Propose a revised draft for historic preservation guidelines and/or ordinance
- Partner with the New Jersey SHPO to create a local level designation for historic properties
- Submit properties for the National Register of Historic Places
- Establish Neighborhood Conservation Districts or National Districts
- Reutilize parking lots
- Encourage spread of density
- Encourage small business
- Create an accessible preservation model to be implemented throughout the city
- Improve pedestrian safety (islands, widened streets, etc)
- Incorporation of both streetlights and trees on sidewalks

5 YEAR:

- Form a preservation advocacy group (perhaps as a branch from NJ SHPO)
- Encourage activity outside normal office hours in business districts
- Establish preservation anchor points
- Improve pedestrian environment
- Create bike-friendly environment
- Utilize present housing stock rather than development
- Create green spaces
- Continue to submit properties and areas for local and national designation
- Encourage adaptation of commerical buildings to include residential fabric

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10 YEAR:

- Encourage adaptation of commerical buildings to include residential fabric
- Continue encouragement of small business
- Implement preservation ordinance
- Improve pedestrian environment
- Incorporate bike lanes
- Widen streets without damaging historic facades
- Create pull-offs for jitney shuttles on busy streets

MEMORIAL PARK AREA

2 YEAR:

- Prepare area for development
- Develop large scale parking lots and vacant lots found around of park area
- Use commercial utilization as a foothold
- Secure grants, tax credits, benefactors, etc. to enable larger scale renovation for possible anchor point and symbol for new campus

5 YEAR:

- Increase flow and density of pedestrian traffic
- Increase commercial activity
- Develop vacant structures and lots to accommodate for new businesses or possible educational institutions

10 YEAR:

- Create a popular destination rather than an area to pass through
- Integrate possible new student population into surrounding communities

MIXED-USE, STRETCHING FROM MEMORIAL PARK TO THE WALK

2 YEAR:

- Address overabundance of parking lots in the area and find temporary uses for lots to activate the street
- Establish a method for drawing visitors away from the Walk and into the historic neighborhoods

- Establish a united Main Street feel to give Atlantic Avenue more cohesion, especially around the walk
- Incorporate other non-summer seasonal activities to boost economy during off months
- Utilize vacant stores as temporary galleries for artists
- Incorporate food markets and hubs for the community

5 year:

- Encourage adaptation of commercial buildings to include residential fabric on upper floors
- Amend city codes to allow for "turning the lights on upstairs" policy to impart a more inviting feeling to Atlantic Avenue
- Convert vacant lots into communal spaces for possible food markets or food truck areas

10 year:

- Establish ties with the Memorial Park area to better knit the two areas together
- Encourage community and campus-supportive business development if a campus is created in the Park area

The Walk

The Walk consists almost entirely of new retail stores brought to the city by Tanger Outlets in 2003. The outlets bring a substantial amount of visitors to the city, though they usually remain within this commercial district or funnel to the Boardwalk. Our goals for this area concentrate on emphasizing the neighborhoods on either side of this mall, creating a vibrant environment that will draw visitors further down Atlantic Avenue into the heart of the city.

Mixed-Use, Stretching from the Walk to the Inlet

2 year:

- Create activities for residents and visitors after business hours to maintain pedestrian traffic
- Discover a city-owned vacant lot or storefront and that could be used for regular music events to get people acclimated to the area
- Activate the park area through food trucks, picnic tables, etc to encourage utilization of the open green space

5 year:

- Establish venues to host musical acts and a possible music district

- Establish the Church of the Ascension as a possible music and arts venue while maintaining its use as a church by the local community
- Emphasize origins of historic jazz district

10 year:

- Establish possible annual music festival emphasizing jazz
- Establish animated nightlife

Inlet Area

2 year:

- Increase pedestrian traffic
- Increase landscaping and streetlights
- Establish an anchor point for preservation to draw people to area, combat imminent development in the area, and serve as an example of adaptation that can coexist with new development
- Utilize vacant lots and parking lots
- Utilize Stockton College occupation of Showboat Casino as a drawing point to the area

5 year:

- Protect historic structures in the area from demolition by large scale developers
- Encourage development of properties that engage with the waterfront and attract a higher-income clientele
- Encourage higher density
- Encourage Stockton College's expansion into historic properties in the area

10 year:

- Develop safe, high traffic pedestrian area
- Combine adaptively reused historic structures alongside new development

Individual Projects

Historic Markers
Mary Feitz

Campus Proposal
César Bargues Ballester and Courtney Magill

Massing Development
Lauren Shaughnessy

Ducktown and Creative Placemaking
Jocelyn Chan

Church of the Ascension
Sarah Moses,

6.1 Map of Individual Projects

Atlantic Avenue Survey Area
Historical Markers
Campus Proposal
Massing Development
Ducktown: Creative Placemaking Through Food
Church of the Ascension
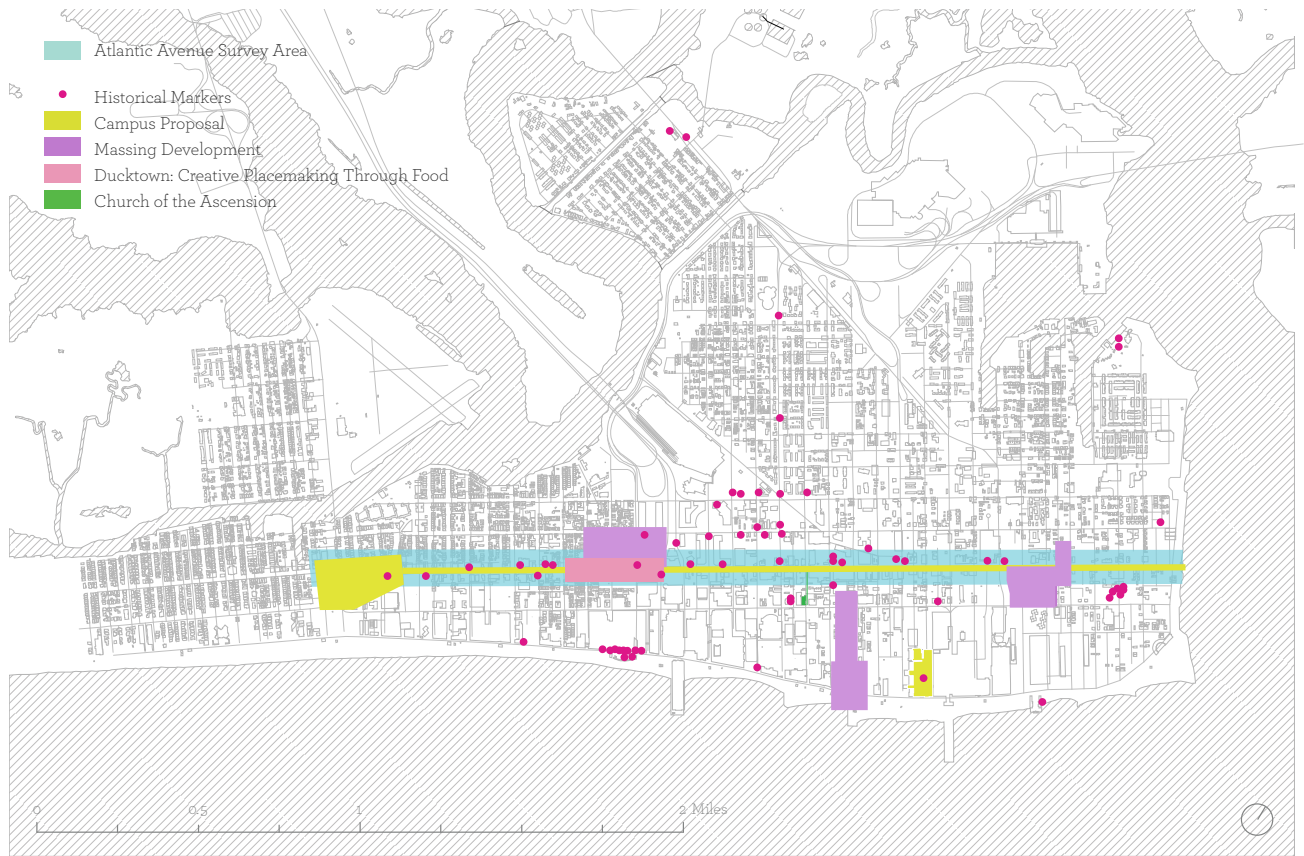
With observations made from extensive survey [See: 2.2 Atlantic Avenue Survey], our understanding of the potential of Atlantic Avenue to impact and interconnect vast areas of the city colored the intent and siting of our individual work. Most of our projects fall within our survey area and benefit from — and aim to contribute to — its dynamic as a place of sociocultural exchange and intricate mixed-use fabric. Projects not set directly on or adjacent to Atlantic Avenue maintain the promise of future connections to the city's main street by seeking to infuse an active street life into its tributaries. Though varied greatly in scale and scope, and arranged here in a progression from city to neighborhood to building scale, these projects are united in their vision for incredible community engagement and in their conviction that sensitivity to the historic fabric in Atlantic City fosters engagement with the past that serves as investment in its future.

6.2 Historic Markers of Atlantic City

I. The Problem

Like most other cities, Atlantic City has many historic markers commemorating various events, places, and people. An official Atlantic City Historic Marker Program was inaugurated in 2005 by the City Planning Department.[1] Although markers had been installed prior to 2005, the vast majority of the ones seen today have been erected in the past decade. These planning department markers overwhelmingly honor prominent citizens who contributed something significant to their city or state. Where possible, these markers are placed at or near a site associated with the individual's life or work. However, due to the much-fragmented urban fragment and the fact that many historic buildings are now gone, most of the indivduals do not have a specific site with which they are associated. Thus, the majority of the markers are in arbitrary or somewhat unfortunate locations-- in liquor store parking lots, street corners, in front of gas stations, in the middle of the outlet mall, etc.

The impetus for this project occurred when Elizabeth Terenik, Director of the Office of Planning and Development, asked for an analysis of current markers and their effectiveness, and some ideas for an approval procedure for future markers. As I began to analyze the existing signage and think about these fundamental questions, I began to formulate ideas for ways in which the markers could be better integrated into public space and the visitor experience.

EXISTING MARKERS BY TYPE

Boardwalk Hall Markers

Legend
● Person/Group
● Event
● Place

0   0.5   1   2 Miles
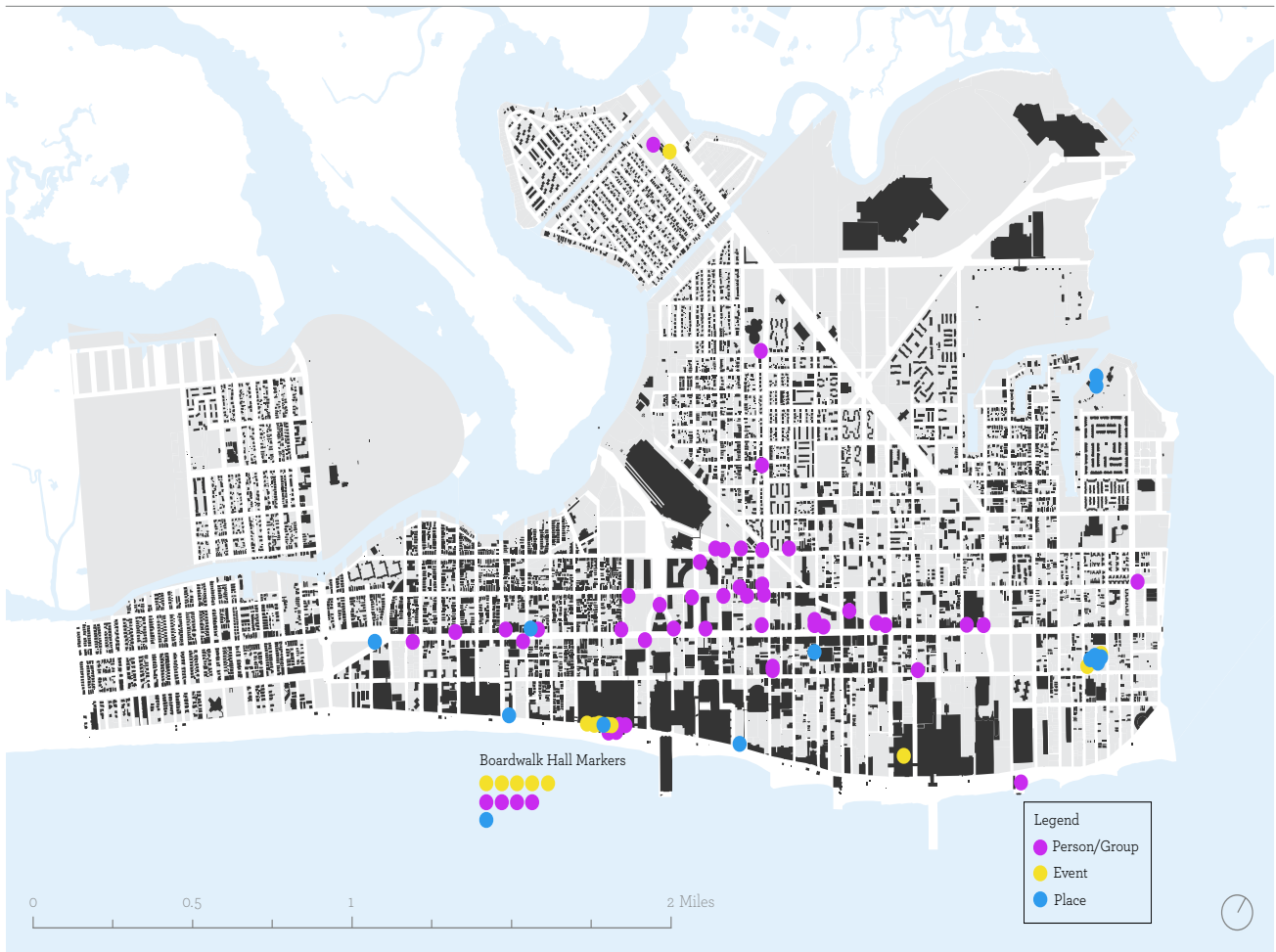
This is a map of the 60+ historic markers scattered around Atlantic City, grouped by what the markers are commemorating: a person/group, an event, or a place. This information comes from the Atlantic City Free Public Library, which maintains a database of all of these markers. These three categories are the categories they use to group markers by type. The one difference between my map and theirs is that they group all the markers at Boardwalk Hall together as one. My map separates them out; therefore this map includes a greater number of markers. As is apparent by this map, the vast majority of these markers (over 70%) commemorate people. These were generally installed after the city program began in 2005. Less than 20% of the markers commemorate places, and under 10% commemorate events.

Of the markers that commemorate people; nearly 90% of them honor 20th-century African-Americans who were pioneers in their field or spent their lives serving their community in some way. Examples include Charles A. Mills (1929-2003), Atlantic City's first African-American architect,

James L. Usry (1922-2002), Atlantic City's first black mayor, and Margaret Creswell (1899-1978), New Jersey's first female police officer. Some of the individuals honored with markers are still living. There is no disputing that all of these people deserve to have markers to honor their lives. They are very well-respected and significant citizens in their city, and have contributed greatly to the safety, idenity, and well-being of their communities. My concern is that their stories are being lost in the monotony of the form in which they are being presented. There has to be a better way to weave together these different threads to help tell a broad, meaningful story.

Existing Markers by Theme

The following map breaks down the distribution of historic markers by theme.. These themes are not defined by the ACFPL; I came up with these 7 classifications after analyzing the data.

National Figure ● ● 2

Civic/Memorial ● ● 2

Boardwalk/Tourism ● ● ● ● ● ● ● 7

Military/Memorial ● ● ● ● ● ● ● ● ● 9

Maritime History ● ● ● ● ● 5

Prominent Citizen 40

Labor ● 1
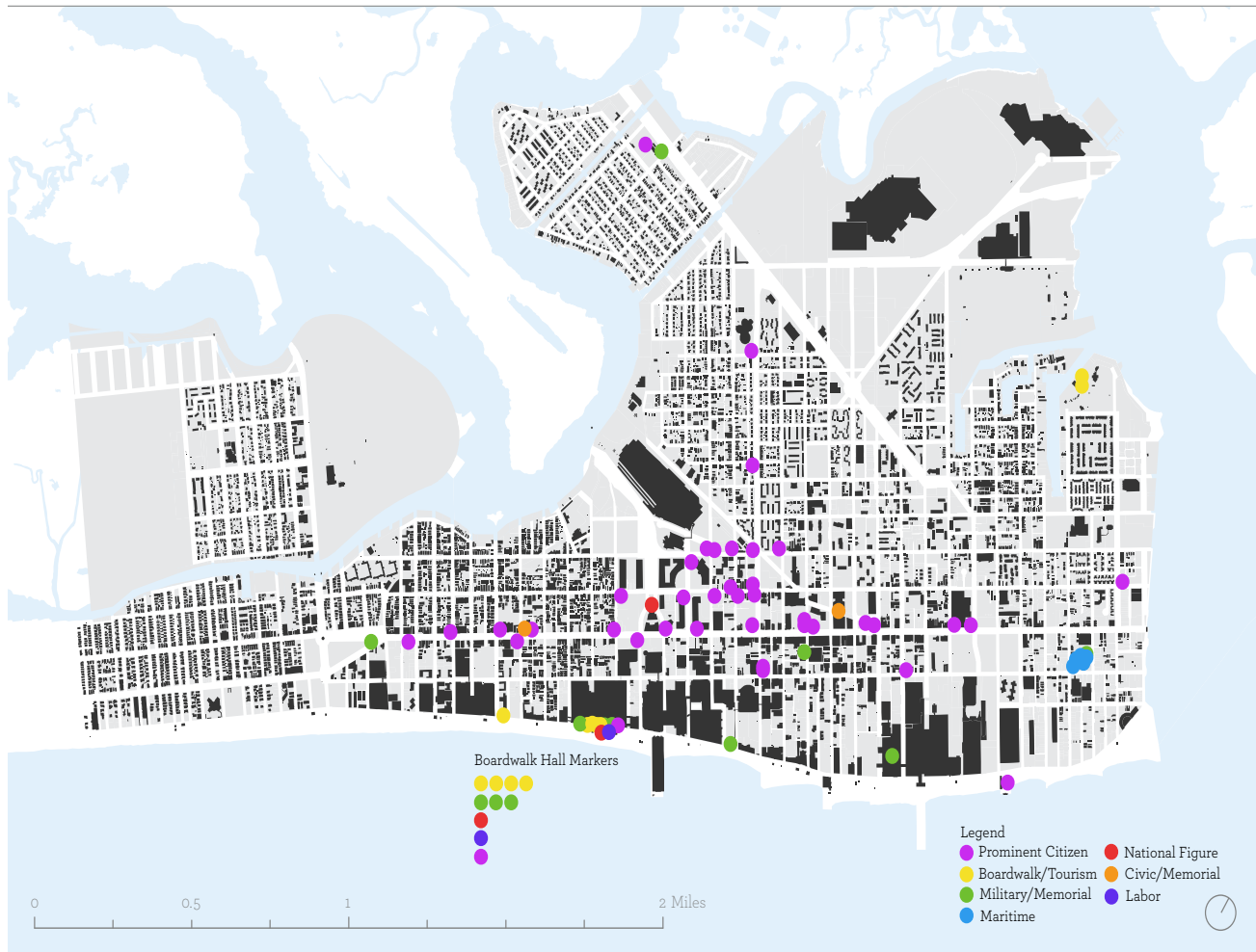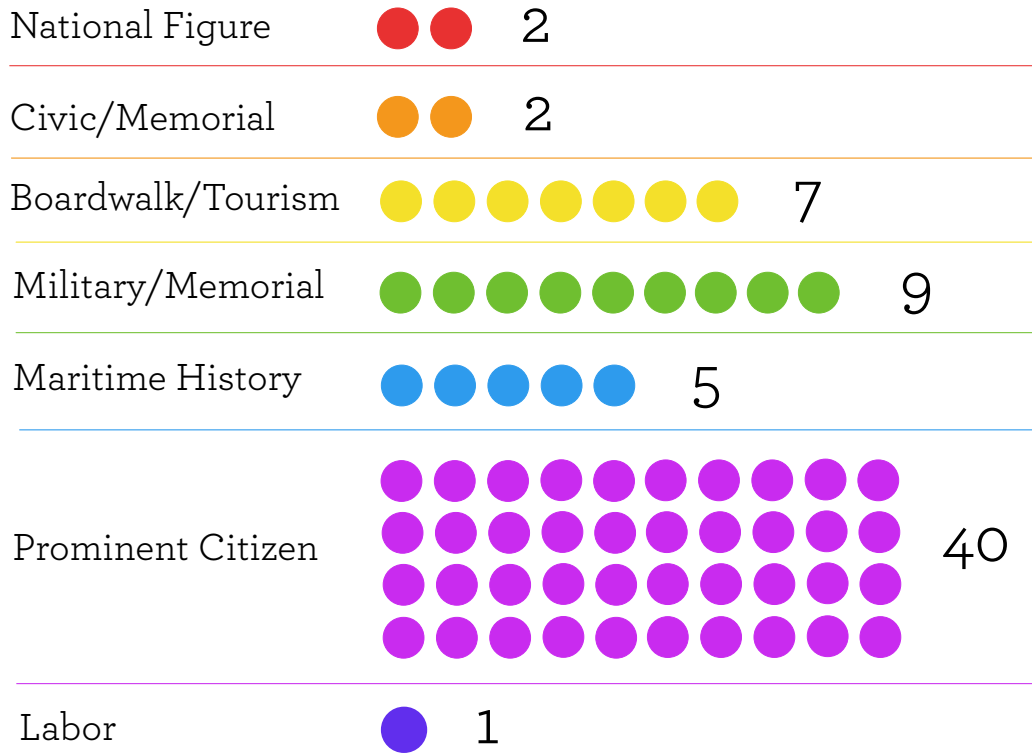
This graph breaks down the map into numbers. The "prominent citizen" category described previously remains the largest, with 40 markers. The next-largest theme is "military/memorial," with just nine markers. These markers tend to be older, dating from the first half of the twentieth century and honoring the many wars in which soldiers from Atlantic City fought. They were commonly erected by veterans' groups. The third-largest category is "boardwalk/tourism." These are markers commemorating an aspect of Atlantic City's heritage as a resort. Markers in this category include a plaque commemorating the dedication of Boardwalk Hall and a sign marking the site of a reconstructed Diving Bell, a popular Steel Pier attraction. (It should be noted, however, that the latter marker is at the northern edge of the island, over a mile away from the former Steel Pier.) Next, with five markers, is maritime history. Most of these markers are clustered around the Absecon Lighthouse complex and tell the story of the city's role as a harbor town. The "Civic/Memorial" category is reserved for monuments to fallen police officers and/or firefighters. The "National Figure" category was created specifically for the monuments that eixst to honor John F. Kennedy, just outside of Boardwalk Hall, and Christopher Columbus, at the end of the Atlantic City Expressway. Finally, the "labor" category has only one site; the monument to fallem workers just in front of Boardwalk Hall.

While these existing markers cover a wide varity of themes, there is still so much material left to cover. Many of the themes listed here could use more exploration, and there are themes that have not even been touched. There are countless potential sites, events, and people that

could be included in the future. While commemorating prominent citizens is important, more focus should be given to some other aspects of Atlantic City's history, particularly the ones that are currently underrepresented. Markers commemorating the built fabric are particularly few and far between. Of included in the future. While commemorating prominent citizens is important, more focus should be given to some other aspects of Atlantic City's history, particularly the ones that are currently underrepresented. Markers commemorating the built fabric are particularly few and far between. Of course, the city's demolition culture has ensured that few historic structure remain standing That hasn't stopped other cities, however. There are plenty of historic markers in Philadelphia that mark buildings that no longer exist, and in some cases, have not existed for a century of more.
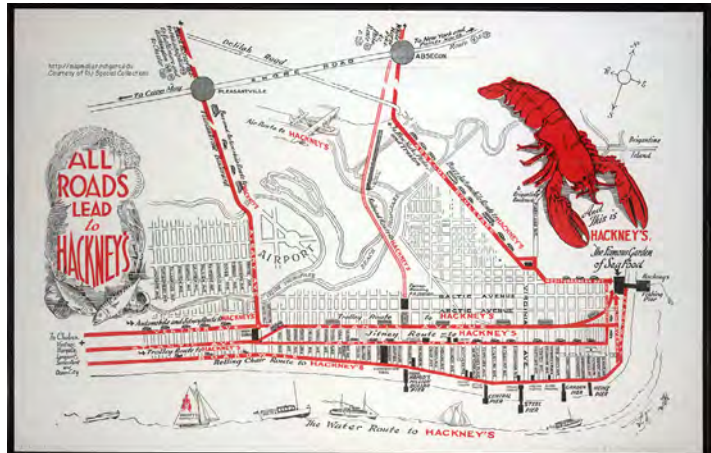
Examples of Atlantic City nostalgia: Above: A brochure advertising Hackney's Seafood Restaurant. Below: A Souvenir spoon depicting a rolling chair.

Atlantic City is a place that elicits strong emotional responses from people who grew up there or visited it on a regular basis when they were younger. There is a strong culture of sentimentality surrounding the "Atlantic City of the past." People fondly recall staying in hotels that were demolished in the 1970s, spending time with their families on the old Steel Pier, eating at restaurants like Captain Starn's and Hackney's, and shopping at once-familiar institutions like Taber's toy store. Perhaps a good deal of it is simply nostalgia for childhood and what they perceive to be a "simpler time," but the fact remains that few places actively cultivate their image to promote those nostalgic feelings as Atlantic City has done. Countless souvenirs-- commemorative dishware, figurines, postcards, and tchotchkes of all forms-- celebrated the various landmarks and attractions of Atlantic City, from the Marlborough-Blenheim Hotel to the High Diving Horses of the Steel Pier. The classic version of the game of Monopoly also helped solidify Atlantic City's image in American pop culture. Despite all this nostalgia for the past, there is little, if any, trace of most of these former institutions in the built fabric of the city today. For people unfamiliar with Atlantic City as it used to be, it is often hard to imagine and visualize the past, especially in a city characterized by so many high-rise casinos, vacant lots, and parking garages. The existing types of historic markers do little in the way of visualization. In the following section, I will review the most common types of markers found around the city and their strengths and weaknesses.

TYPE 1: The "History on a Stick."[2] This is the predominent form of historic marker found around the city. They have been installed by the city planning department since 2005. They include a short paragraph about the prominent individual, their life dates, and the city logo. These markers provide a concise biographical summary, but little other context. There are no images to help illustrate the story; nor any connections drawn to larger themes or patterns. They work as self-contained entities but do nothing to activate the space around them or call attention to themselves.

TYPE 2: The Plaque. Thie type is generally found on buildings like Boardwalk Hall (the example at right is dedicated to the Miss America Pageant). They tend to be varied in age; with some having been installed in the first half of the twentieth century and others being more recent. They are dedicated by a wider variety of groups, from veterans' groups to various "monument committees" to fraternal organizations. (One marker at Boardwalk Hall, commemorating Atlantic City's centennial in 1854, was given by the Press Photographers Association of Philadelphia. It reads "Always in Focus, Forever our Friend.")

TYPE 3: The "Park Sign." These are illustrated signs found generally around the Absecon Lighthouse area. They do have explanative text, but also several pictures that help show historic context. These are more effective for interpretation because they cater to a wide variety of learning styles: spatial/visual rather than just textual. However, some of them are in need of physical repairs and better graphic design.

II. DEVELOPING A PLAN

Taking into consideration the existing state of things, I began to looking to other cities to find examples of ways in which signage can be used to activate a space. Before looking at any other historic marker programs, however, I read through Freeman Tilden's 1957 classic "Interpreting Our Heritage." In it, he lists six essential principles for successfully interpreting heritage sites. I have italicized the concepts that I think are most compelling.

l. Any interpretation that does not somehow relate what is being displayed or described to *something within the personality or experience of the visitor* will be sterile.

Il. *Information, as such, is not Interpretation.* Interpretation is revelation based upon information. But they are entirely different things. However, all interpretation includes information.

Ill. *Interpretation is an art*, which combines many arts, whether the materials presented are scientific, historical or architectural. Any art is in some degree teachable.

IV. The chief aim of Interpretation is not instruction, but *provocation*.

V. Interpretation should *aim to present a whole rather than a part*, and must address itself to the whole man rather than any phase.

VI. Interpretation addressed to children (say, up to the age of twelve) should not be a dilution of the presentation to adults, but should follow a *fundamentally different approach*. To be at its best it will require a separate program.

These are the basic standards on which the National Park Service and many other organizations base their interpretative programs. Of course, many things have changed since 1957, but the core of Tilden's argument remains relevant. Based on these principles, I have developed five main recommendations for future markers in Atlantic City.

I. Intepretation should be interactive and engaging: active rather than passive.

II. Information should be presented in a way that will reach individuals with many different learning styles. (e.g. a mix of visuals, text, hands-on learning, etc.)

III. Interpretation should be provocative. Not controversial, but it should aim to inspire questions and evoke emotions in the viewer.

IV. The markers should help to activate the space around them, rather than exist in isolation.

V. Wherever possible, the markers should have some relationship to the built fabric.

For futher inspiration, I looked to what other cities have done in terms of creative signage. One of my favorite examples comes out of New York. This 2013 art project by Jay Shells called "Rap Quotes" places lyrical references to various locations around the city at those locations. Shells says he wanted to commemorate New York's status as the birthplace of hip-hop. "If any place deserve this historical map of sorts, it's New York," he says.[3] The project has become New York's first, and so far, only, hip-hop themed walking tour.

Two signs from Jason "Jay Shells" Shelowitz's project "Rap Quotes."

In Brooklyn, I found many slightly less creative, but quite effective historical markers. These go beyond the typical "history on a stick" model and include bright colors, maps, pictures, and quotes designed to grab the attention of passers-by. They commemorate a variety of things, from historic districts to more modern development projects. The inclusion of a map is particularly effective, as it provides a sense of spatiality and place. The varied colors and fonts provide visual interest without being too busy. Furthermore, the map makes it clear that this particular sign does not exist in a vacuum; that it is connected in a to a much larger network of sites that overall tell a broad story of Brooklyn and its urban context.

A historic marker from Brooklyn, NY, near Borough Hall.

Building on the theme of integrating historic markers into larger walking tours, I began to look at examples of famous walking tours from around the country, and even around the world. The most prominent example from the United States is perhaps Boston's Freedom Trail. This is a 2.5 mile-long walking trail that weaves together 16 locations significant to the history of the United States. It begins at the Boston Common and ends at the *USS Constitution*. It is overssen by the City's Freedom Trail Commission and supported by Boston National Historical Park. The trail itself is marked by a red brick pathway, and features explanatory markers, churches, graveyards, and other historic sites.[4]

(Left) A map of the Freedom Trail in Boston, in phone app version. (Above) A map of the Black Heritage Trail, which joins the Freedom Trail in just one place: the Robert Gould Shaw Memorial in Boston Common.

In conjuction with the Freedom Trail, the Museum of African-American History has mapped out a Black Heritage Trail that explores the history of Boston's 19th century African-American community. It explores an entirely different part of the city than does the Freedom Trail, providing a different perspective on the same city. Having these different perspectives is important to understanding the whole story of a place, rather than just a part.

Finally, in search of inspiration, I went all the way to Austria. The image at left is from the Carnuntum Archaeological Park, which interprets the ruins of a Roman provincial capital city. These signs help to reconstruct the ruins, bringing them back to life. Even though just the basic shape of this building is shown, it helps visitors visualize what the structure would have looked like in its heyday. Sometimes it is hard to picture ruins as anything but, but this technique provides a valuable tool.

A more high-tech strategy of achieving a similar result is being experimented with in Harlem. The "Mi Querrido Barrio" phone app was developed by Dr. Marta Moreno-Vega, president and founder of the New York-based Caribbean Cultural Center African Diaspora Institute (CCCADI).[5] The goal of this app is to raise awareness of the rich cultural heritage of the East Harlem neighborhood. It works by overlaying an interactive multimedia image-- visible by looking through a smart phone or tablet-- onto various historic sites around the neighborhood. These images were created by artists and represent their experiences, visions, and interpretations of the neighborhood and its history.

In the following section I will present a collection of ideas, inspired by the examples I have just listed, of how similar programs could be implemented in Atlantic City.

Demonstration of the "Mi Querrido Barrio" app on a tablet.

An example of one of the artworks brought to life by the "Mi Querrido Barrio" app.

III. Plan of Action

    Starting with the existing historic markers and expanding my scope to include other people, places, and/or events that I have researched, I have developed two different themed historic trails. These trails cover many important aspects of Atlantic City's history, but are far from exhaustive. They do, however, aim to draw visitors from the places where tourists often congregate into other parts of the city. The goal is to get people out of the casinos and into the streets. At the very least, my goal is to get people IN the casinos to begin thinking about the urban fabric that once existed beneath their feet. In addition to mapping the trails, I have designed tentative examples of signage, and have developed ideas for a potential smart phone app.

A. The Black History Trail

ATLANTIC CITY BLACK HISTORY TRAIL

JOANA LASANE

BUILDING THE RAILROADS

STANLEY HOLMES VILLAGE

CHARLES A. MILLS

ST. JAMES A.M.E CHURCH

SARAH SPENCER WASHINGTON

THE NORTHSIDE

JAMES L. USRY

CLUB HARLEM

CHICKEN BONE BEACH

MADISON HOTEL

BOARDWALK HALL

LEGEND

HISTORIC BOUNDARIES OF THE NORTHSIDE NEIGHBORHOOD

POINT OF INTEREST
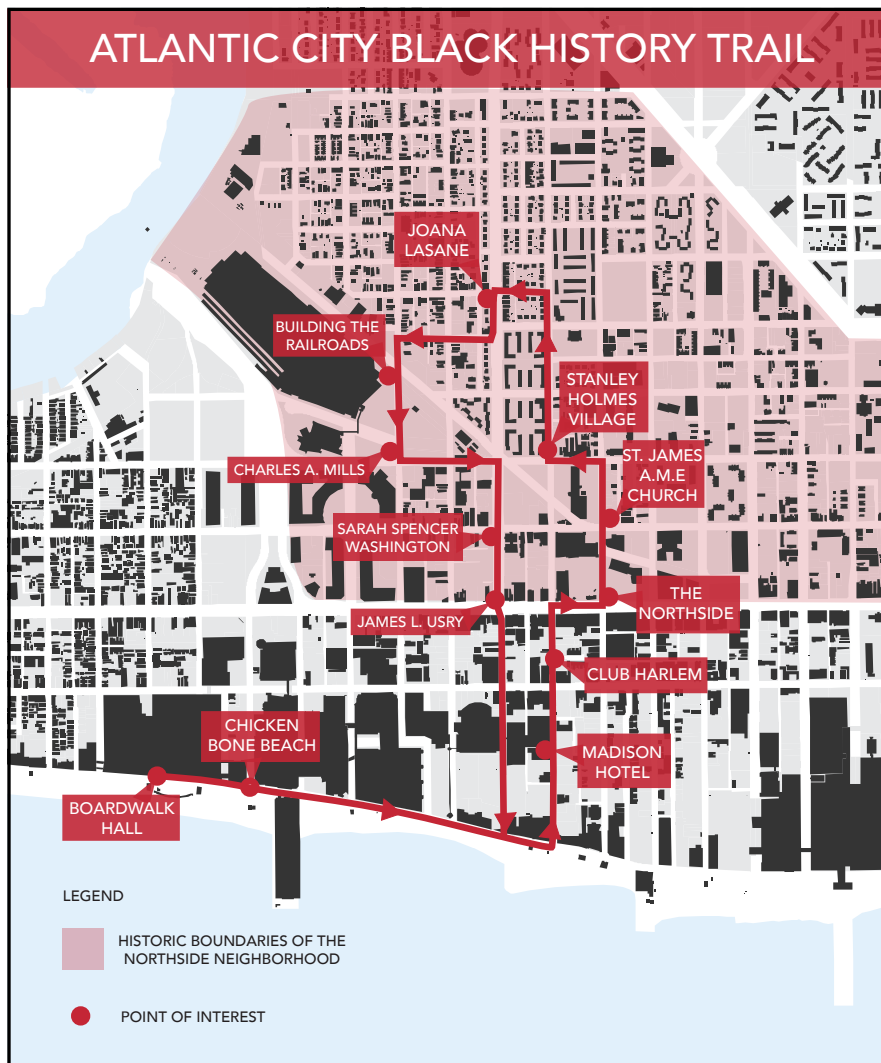
This trail features 12 sites that focus on the rich history of African-Americans in Atlantic City (see History Section, Module 2). It utilizes several existing markers to prominent citizens (James L. Usry, AC's first black mayor, Joana Lasane, the first black model to appear in a Coca-Cola ad, and Charles A. Mills, AC's first black architect) as well as many locations that do not currently have markers (Club Harlem, a prominent social and cultural nightlife venue during the Jazz Age, St. James A.M.E. Church, one of the first black congregations in the city, Chicken Bone Beach, the beach where many black tourists and residents alike enjoyed their leisure time, etc). It also features sites that currently have markers, but would require a different sort of interpretation. At Boardwalk Hall, for example, the marker would tell the

story of the Civil Rights demonstrations that occurred there during the 1964 Democratic National Conv Convention. The trail is designed to tie together the Boardwalk and the Northside with Atlantic Avenue as a focal point. At the Atlantic Avenue border of the Northside, there is a sign explaining the boundaries, meaning, and significance of the historically-African-American Northside neighborhood and inviting visitors to explore it. Depsite a desire to include as many sites as possible, I excluded several viable candidates simply because they were outliers, too far away from the rest of the sites. This is meant to be a walking tour, after all, and a total distance of two miles or less is ideal. Furthermore, I am not a native of the city, nor I am black. All of the information used to create this map comes from my research. I have likely left out important sites and themes that a person more familiar with the environment would have included.

SARAH SPENCER WASHINGTON

"Ask me about my hair"

A Virginia entrepreneur who headed north in 1911 opened an Arctic Avenue beauty salon in Atlantic City. She expanded by teaching beauty culture door-to-door with products of the day, some self-styled Madame Washington, as she would later be called, patented a hair curl-remover and later incorporated as Apex Beauty Products. That company would eventually manufacture more than 70 products sold by some 45,000 Apex agents nationwide. Her Apex School of Scientific Beauty Culture became established in 12 US cities, as well as in the Caribbean and South Africa,

training some 4,000 people annually. Her Atlantic City branch and distribution center was located on this site. At the New York World's Fair in 1939 she was named one of the world's top-ten businesswomen. Madame Washington became one of this country's first female African-American millionaires and in 1997 was inducted into the Atlantic City Women's Hall of Fame. She also founded the Northside Easter Parade and was on the Northside Board of Trade.

EXAMPLE SIGNAGE

This particular sign honors Sarah Spencer Washington-- or "Madame Washington," as she was known. Like Madame C.J. Walker in Indiana, Washington made a fortune in the hair care industry. She sold products and established beauty schools in 12 cities across the United States, as well as in the Caribbean and South Africa. She ultimately become of America's first female millionaires of any race. This sign features two maps: a geographically-accurate map and a strip map at the bottom inspired by the DC Metro map. It features images prominently. But what is seen here is hardly the end of it. The QR code at the bottom links to a webpage with much more information about Washington-- her life, work, product line, information about ideas surrounding black beauty over the years, and more.[6] Another possibility is to create an app for the different trails, which will have information pop up as a user passes by each sign. This app would bring Washington's Atlantic City Apex School-- on the site of the sign-- "back to life" with 3D graphics.

b. The Tourism History Trail

This trail consists of 15 sites that help tell the story of Atlantic City's role in shaping the ways in which Americans vacationed over the years. It begins on Atlantic Avenue with the historic marker to Dr. Jonathan Pitney, the "Father of Atlantic City," who first conceived of the idea to open a resort town on Absecon Island. It then heads south toward the Boardwalk, passing by several former favorite nightlife spots. It then heads east along the Boardwalk, passing the locations of former hotels and entertainment piers. At each location, a sign will show historic images of the site as it used to look, as well as give a brief history of the site in the context of its role in the tourism industry. As before, the signs are interactive, meaning that further information is available both online and in app form.

I have included the Knights of Columbus Hotel in a semi-optional northern jog of the trail. Considering that this building was once called Atlantic City's "biggest eyesore," the choice of its inclusion may seem questionable. I do, however, think it is an important part of Atlantic City's history. With so few historic hotels left, the ones that ARE left become that much more precious. Furthermore, signage at the hotel would describe the architectural significance of the building, showing pictures of the elaborate interior tilework. Perhaps its inclusion in the trail would lead to an increased appreciation of its merits.

Example Signage

ATLANTIC CITY TOURISM HISTORY TRAIL

LEGEND

● POINT OF INTEREST
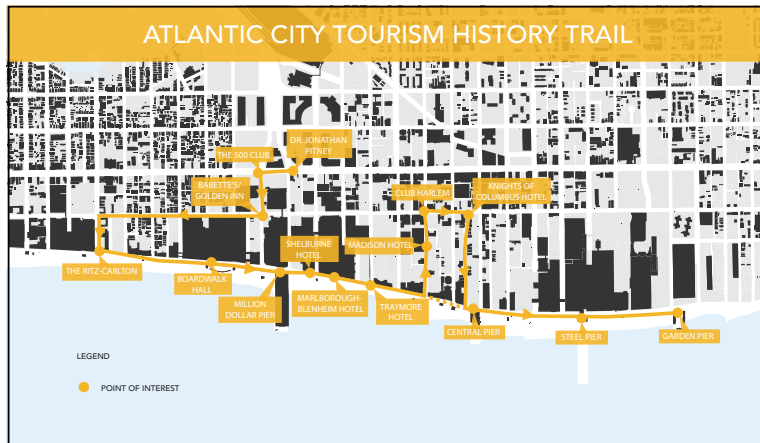
This sign commemorates Boardwalk Hall (formerly Convention Hall), perhaps the most prominent extant landmark in Atlantic City. It is a National Historic Landmark and still used today for concerts, events, and the Miss America Pageant. It was built in 1929 and has such a large interior space that helicopters have been flown inside. It was used for countless conventions, including the 1964 Democratic National Convention where Lyndon B. Johnson was nominated for the presidency. One of the most distinctive features of both the exterior and interior were its lights. Since 1929, much of the lighting has been changed, and unfortunately some argue that the original effect has been lost. Despite this, the Hall continues to be a popular venue and one of the gems of the Boardwalk.

This sign has the same features as the Sarah Spencer Washington sign: two maps, photos, and a quote to catch readers' attention. It also includess a QR code, which leads to more information about the building itself, the events that it has hosted over the years, and perhaps even a bit about the history of Miss America. This information would also be available with the app; as well as 3D graphics that help bring the historic lighting schemes, as well as quotes and stories from individuals who experienced the building in different ways, to life. The provoking issue here might be a question about the legimitacy of the Miss America Pageant to the modern era and to feminism.

c. Building Biographies

These signs would be interspersed throughout the different trails. It is not so much a trail in itself, but a method of interpretating the material included in the trails. These physical signs, combined with the smary phone/tablet app would help "reconstruct" buildings that have been lost. The example I have created here is of Club Harlem, at 32 SouthKentucky Ave., the center of nightlife and African-American talent in Atlantic City for over 50 years. It saw performances by nearly all of the great jazz legends, including Count Basie, Billie Holiday, Aretha Franklin, Ella Fitzgerald, Sammy Davis, Jr., and Ray Charles. Other iconic performers -- the likes of Frank Sinatra, Duke Ellington, and Lenny Bruce--often played imprompteau gigs there after finishing their shows at the Steel Pier or the 500 Club.[7] Unfortunately the club fell on hard times during the 1970s; in 1972, five people were killed during a shootout between rival gangs. The club never recovered its former glory and closed in the 1980s. The building was damaged in a storm in 1992, and by the end of that year was demolished. All that remains of Club Harlem today is a fenced-in parking lot, with cutouts of jazz performers lining the fence in a slight nod to the site's history.

To reconstruct the building in 3D, I started with historic photos of the structure in its former street context (top). Then I compared them with pictures of the site today (bottom).[8]

I then used the historic photos to build a 3D digital model of the building, and superimposed that model onto a present-day photo of the site.

CLUB HARLEM- 32 S. KENTUCKY AVE
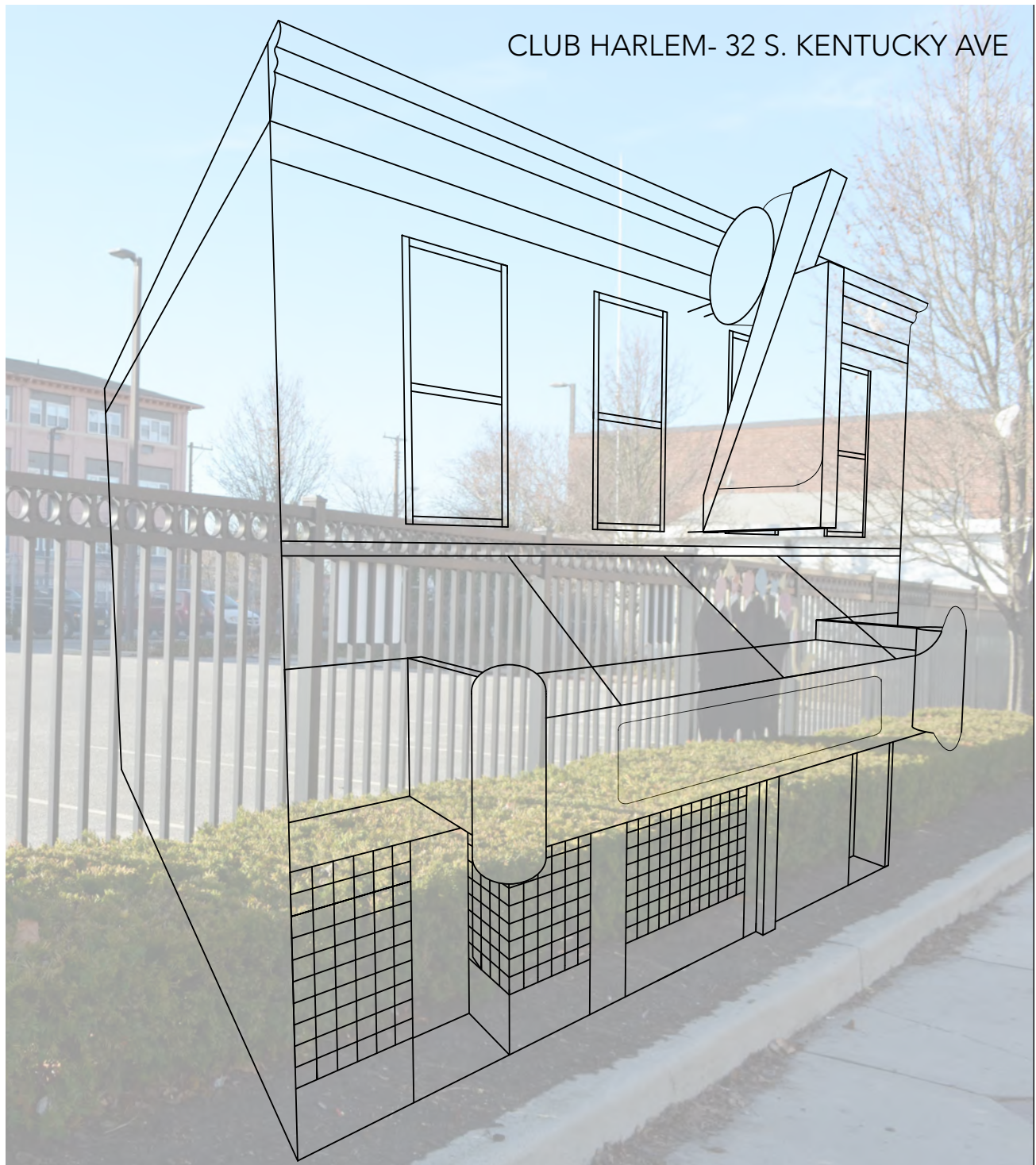
Due to limited time, the details of the building is not fleshed out, but the massing and basic distinctive shapes (the signs, etc) are. This is meant to help people visualize a building that is no longer there. Included with the image would be explanative historic information and photos. The app version would also include stories-- both written and oral-- from people who have memories of the Club, more photographs, and perhaps even artwork by local artists as a means of expressing what this building meant to them. Club Harlem is far from the only building that can be interpreted in this way; any of the historic hotels, clubs, or even piers are prime candidates for a "building biography."

D. *Other Ideas*

This study is meant to be merely a framework of ideas. I have explored the many different options that Atlantic City has, should they find the time and/or resources to implement them. As mentioned previously, there are countless other themes that could explored through signage or historic trails. Other potential ideas include a maritime/ocean-themed trail. This would include sites like Absecon Island, the Inlet area, Gardner's Basin, and the sand dunes along the Boardwalk (to demonstrate how the urban fabric has both destroyed and attempted to revive the ecosystems of the island). Another idea is a Monopoly-themed trail, focusing on the real-life sites that inspired the classic game. For example: the Shore Fast Line, an inter-city trolley service that became the "Short Line" in the game, and Park Place, a street once adjacent to many prominent hotels, now shut in by Bally's Casino. Another potential trail with a pop culture theme could be a Boardwalk Empire-themed trail, with the goal of showing what the show depicted accurately about the city vs. the things it did not.

———————————

Notes

[1] "Online Guide to Atlantic City Historical Markers." <http://www.acfpl.org/markers>

[2] David Hollenberg, University of Pennsylvania architect.

[3] Goldstein, Sasha. "A hip-hop walking tour: 'Rap Quotes' street art marks specific city locales mentioned on rap tracks " *The New York Daily News*. 26 March 2013. <http://www.nydailynews.com/entertainment/music-arts/artist-creates-rap-walking-tour-article-1.1299679>

[4] The Freedom Trail Foundation. <http://www.thefreedomtrail.org/>

[5] Montes, Geoff. "Preserving Latino History in East Harlem with Augmented Reality." *Preservation Nation Blog*. 11 December 2014. <http://blog.preservationnation.org/2014/12/11/preserving-latino-history-in-east-harlem-with-augmented-reality/#.VJDzEmTF9zp>

[6] Disclaimer: This QR code does not actually link to anything; it is merely there as a filler. If the plan were implemented, however, it would become activated.

[7] "Club Harlem." *The Atlantic City Experience*. <http://www.atlanticcityexperience.org/index.php?option=com_content&view=article&id=32:club-harlem-kentucky-ave&catid=14:places-on-kentucky-avenue>

[8] Photo Credit: Jocelyn Chan.

6.3 *A Campus Proposal for Richard Stockton College of New Jersey*
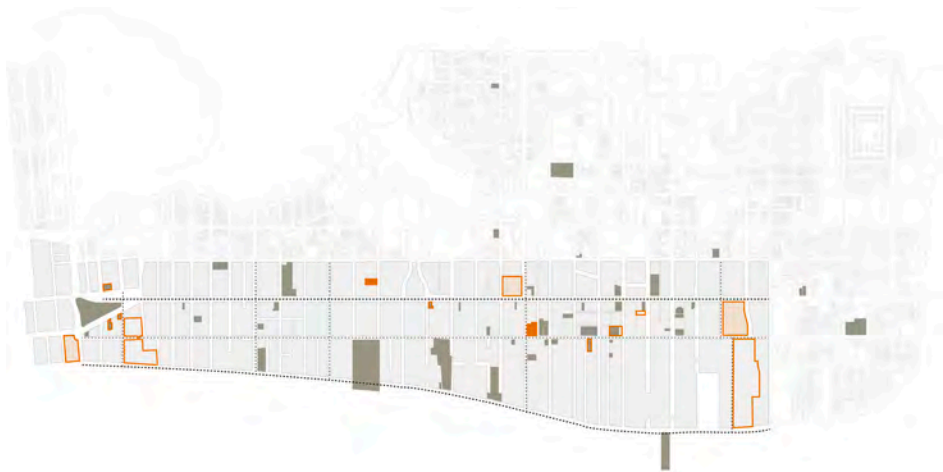
INTRODUCTION

The Richard Stockton College of New Jersey has lately shown interest in expanding its foothold and developing a satellite campus in Atlantic City. While they have been investigating a variety of properties throughout the city, the college has recently expressed an avid interest in the freshly abandoned Showboat casino building. However, our previous research revealed that Atlantic City has a large pool of underutilized building and historic assets suitable to house the needs of this anchor institution. Consequently, there are other potential alternatives that can reach a balance between Stockton College's interests, the city interests, and especially serve the communities' interests.

In an attempt to address the movement of Stockton College or other potential learning institutions into the city limits, this study aims to offer a comprehensive analysis of four different potential campus environments: the nontraditional campus, the traditional campus, the linear campus, and the blank canvas. Consequently, this study involves the assessment of the opportunities, the challenges, and the benefits and disadvantages of each model, and will also investigate the attributes of the buildings and which have greater potential for adaptive reuse. After evaluating each potential model, an idealized campus will be presented, merging the greatest assets of the campuses in order to best benefit both the Atlantic City community and Stockton College.

ENABLING ENVIRONMENT

Due to its interest in establishing a sizeable footprint in Atlantic City, Stockton College is one of the primary stakeholders on the local scale in Atlantic City. The college's involvement in the city could potentially rejuvenate the urban fabric, especially along the main thoroughfares of Atlantic and Pacific Avenue.

In 1976, in an effort to bring tourism back to the area, the government approved legalized gambling and casino complexes in Atlantic City. Widespread land speculation for casino development resulted in the demolition of many historic areas, and often these areas were never redeveloped or were converted into parking lots. This is especially prevalent in the inlet region of the city, but the pattern extends along Atlantic Avenue as well to the southern end of the city. Thus, there is a great need to re-utilize these spaces and encourage the development of industries not related to casino gambling. These vacant properties, lots, and parking lots have a massive potential for redevelopment by Stockton College or by private developers cooperating with the school. Many of the vacant buildings in question are historic properties that could be adaptively reused for student life or student services. Thus, the incorporation of Stockton College into the city could be an excellent stimulus redevelopment of the urban fabric, especially of endangered historic properties.

Stockton has a history of cooperating with historic preservation projects as well. They have an existing foothold in the city based out of the Carnegie Center and the Dante Hall Theater. The Carnegie Library, an early 20th century Beaux-Arts-style building, is located in the center of the city

at the intersection of Pacific Avenue and S. Dr. Martin Luther King Boulevard. The building is a multi-use facility that "serves the College and residents of Atlantic City and region as an educational and instructional facility and conference center."[1] Stockton entered into a deal with the Casino Reinvestment Development Authority (CRDA) in 2002 to rent the historic building after the CRDA invested $6 million for renovations and improvements; the library was opened for use in 2004. Dante Hall Theater, originally built in 1926 by St. Michael's Catholic Church, is located on the edge of the historic neighborhood of Ducktown near the intersection of Atlantic Avenue and Mississippi Avenue. The CRDA invested $3.5 million in the renovation of the historic theater and renamed it The Dante Hall Theater of the Arts, aiming to establish a center for the performing arts as a cultural and family destination in the city. Stockton took over management of the property in 2011.[2] In addition to their preservation efforts within Atlantic City, starting in 2010, Stockton has also helped preserve the historic Seaview Resort in Galloway, NJ. The resort, founded in 1914, currently serves as another satellite campus for Stockton for their Hospitality and Tourism Management Studies program while also remaining available to the public for its original use as a resort.

NEEDS AND METRICS

Stockton intends to establish a full campus in Atlantic City, accommodating 5,000 students for a 4-year undergraduate program. President Herman Saatkamp has not released details of the plan for the potential campus as of yet, but did state, "Our intent is to engage in a project that enhances Stockton's educational growth, offerings and cost-containment while at the same time brings new educational opportunities to Atlantic City."[3] Since official plans have not been announced, we can only rely on educated assumptions as to what facilities the college might require in order to cater to the basic needs of the students and the institution. Recent announcements about the official negotiations between Stockton and Caesar's Entertainment on the purchase of Showboat Casino, located in the South Inlet, as a campus can give a better idea as to how to approach the dimensions that the college might require for other models. Showboat's floor plan consists of 1,331 hotel rooms (comprising of approximately 600,000 sq. ft) and approximately 128,000 sq. ft of gaming space. The school will likely only utilize one of the two hotel towers for student dormitories, while the other will operate as a private hotel, reducing the college-supplied dormitory space to approximately 300,000 sq. ft. Supplementary housing supplied by private developers either in league with Stockton or operating independently will be necessary to meet the needs of 5,000 students, as well as space for other aspects of student life and services. All of the campus models presented here seek to address the basic living needs of the students including housing, common areas, food, and recreation as well as the educational and institutional needs of the College including classrooms, libraries, and administrative centers.

Historic properties   Stockton facilities   Showboat Casino Parking Lot   Showboat Casino

CASINO CAMPUS: THE NONTRADITIONAL CAMPUS

The Showboat Casino stands in between the Boardwalk and Pacific Ave, and Delaware Ave and South States Ave. Intriguingly, the Stockton State College started its activity in 1971, few blocks away form the Showboat, on South Tennessee Ave, at the Mayflower Hotel for a semester.

Showboat developers commissioned the architect Martin Estern Jr. who projected an oversized boat-like structure anchored to the Boardwalk. This proposal erased the earlier lot division in the block, transforming radically the density and the traditional appearance of the urban environment that other casino developments voluntarily initiated. The casino opened on April 2nd in 1987 and was renovated and expanded in 1995 following a Mardi Gras theme. Showboat finally closed on August 31st, 2014, contributing to the perception of casino industry failure and economic downturn in Atlantic City.

Regarding land uses, the Showboat stands in the Resort Commercial Development area at the side of an Uptown Renewal Urban Area (East) and Central Business District Area (West). Although Atlantic City's schedule of permitted and conditional uses does not address colleges or universities, primary and secondary education stands as a permitted use in this zoning district.

Despite the potential economic benefits of casinos, such as jobs, commerce, and taxes, the casino's mall effect definitely negativelly impacted in Atlantic City because of the street life elimination on the Avenues and side streets leading to the Boardwalk. The Atlantic City Tourism Master Plan also decries this reality.[4] Actually, the casino's form and colonization that occupies complete blocks creates lengthy side streets descouraging any kind of pedestrian activity and being mostly related to material supply and visitors arriving by car. This situation encourages our proposal to reincorporate ground level retail mixed with other activities, breaking down the fortress-like exterior of the former Showboat casino. This plan is due to the city's interest in bringing Boardwalk activity to center city. It would connect the Boardwalk with the future Boraie development project[5] to the north of the casino site and it would increase the street environment at the same time. Additionally, the casino's parking structure could be potentially repurposed for unconventional housing. In this way, by mixing housing with retail shops, both housing scarcity and low street use could be addressed. Savannah College of Arts and Design is supporting an experimental housing approach in adapting a parking structure on its Atlanta campus that can be used as a model for creating a new community environment capable of solving different needs: living and working in the same place, new family typologies, and affordable housing.[6]

Showboat rendering. Author: Arch. Martin Estern Jr.

Educational facilities focalized in only one building is not new, the Cathedral of Learning in Pittsburgh has become a paradigm in the field. Theaters, classrooms, laboratories, meeting rooms, offices, and commons rooms occupy a late Gothic Revival style skyscraper, which was listed in the National Register of Historic Places as earlier as 1975. The building was commisioned to the architect Philadelphian Charles Klauder in the 1920s, and despite the initial opposition of the academic community, become a symbol for the University of Pittsburgh and the city.

In Europe, the Freie Universität of Berlin exemplifies also a recognized model for educational facilities integrated in only one building. In this case, the program requeriments were scattered in a large three-story horizontal structure called mat building, which allows ventilation and lighting by means of courtayards and terraces.

Both paradigms would represent a foundation upon which a full Showboat adaptive reuse could be oriented together along with the improvement of the street life through connections and community-engaged urban strategies.

Historic Properties	Stockton Facilities	Existing Structures	Vacant Lots for Potential Development

Memorial Park: The Traditional Campus

      The Memorial Park campus focuses on bringing together the traditional localized campus situated around a common area into the city fabric; one site in the city appears to be the perfect organization point for such a campus. O'Donnell Memorial Park, previously known as Chelsea Park and All Wars Memorial Park, is situated at the western terminus of Atlantic City where Atlantic Avenue turns south towards the shoreline. The park is one of the only large green spaces in the city and was supposed to be a civic center during the 1920s, making it a natural meeting point for the community. However, there appears to be very little pedestrian activity in the area as of now. This may be due to the plethora of vacant buildings, lots, and parking lots in the area. The park and the surrounding area have a great deal of potential for redevelopment, and a college campus could serve as a catalyst for urban reactivation.

View of Chelsea Park in the 1920s [10]

A large amount of original city fabric still remains in the vicinity of the park. Not only is it located within the historic neighborhood of Chelsea and near Ducktown, but there are historic properties located in the immediate vicinity as well. Four prominent historic buildings are situated immediately around the park, and all but one are vacant at this time. The Knife and Fork Inn, built in 1912 and established as a fine dining restaurant in 1927, is still a well-visited establishment; however, the Masonic Temple (1927), the Eldredge Chelsea Fireproof Warehouse (1923), and the Walden Apartments and car showroom (1905) are currently empty. Additionally, the park itself holds a number of war memorials. The Civil War Soldiers & Sailors Monument was built in 1916 as welcoming landmark for visitors arriving to the city by the Black Horse Pike.[7] Additionally, the Greek Temple Monument to those who died in WWI was erected in 1923 by the prominent New York Firm Carrere & Hastings and is on both the National and New Jersey Register of Historic Places.

These monuments and properties both enhance the sense of place of the area and those buildings that are vacant could possibly be utilized by Stockton or developers in line with the college for academic, residential, or commercial use. The Masonic Temple possesses an auditorium space and other large and small meeting rooms that could be adapted as lecture halls, study spaces, and administrative areas. The fireproof warehouse, due to its largely windowless design, could be utilized as an archive or library facility with the option of creating a skylight in the top floors for reading rooms. Additionally, the Walden apartment building could be redeveloped into student apartments, and the car showroom below repurposed as a small retail store or coffee shop. Other more modern buildings in the area also have the potential for redevelopment for student housing and services. The office building located at the tip of the park is mostly vacant except for the law offices located on the first floor. The massive Atlantic Club Casino, opened in 1980 and closed in early 2014 as the first in the string of five casinos to close this year, also stands vacant and has over 800 available rooms and 75,000 sq. feet of gaming space that can be redeveloped.

Postcard of the Masonic Temple[11]

Due to the large amount of vacant land and parking lots in the area, including the lot on the site of the now-demolished Atlantic City High School, there are abundant opportunities for original development in the area as well. Three large lots alone are directly on the ocean at the end of the Boardwalk. This seaside environment could present and attractive marketing tool for Stockton, and could allow them to develop any special purpose buildings that they might deem necessary for their curriculum.

The central park area is situated between three highly-trafficked roads: Atlantic Avenue, Albany Avenue, and Captain John A. O'Donnell Parkway. Albany Avenue serves as another major

entrance and exit point for the island, so these intersections are often very busy. Accordingly, this area is not very pedestrian-friendly at the moment; the incorporation of a college campus could serve to activate the space, bringing more people to the area and thus encouraging improvement of pedestrian infrastructure and safety.

Though the potential impact that the college could have on the city in this area is great, it would be largely focused only on one side of the city rather than driving redevelopment throughout the urban fabric. Additionally, since a variety of properties and lots would have to be acquired for development of this centralized campus plan, it is likely that there would be issues in the development process with negotiations, property costs, and zoning permits.

| | Historic properties | | Stockton Facilities | | Existing Structures | | Vacant Lots for Potential Development |

Atlantic Avenue Campus: The Linear Campus

The Atlantic Avenue Campus focuses on scattering a network of college facilities throughout the city. In spreading benefits and burdens, this proposal strives to foster the main goals of the Stockton College community and the city authorities' concerns on urban revitalization as well as to increase the quality of life for the residents. For developing this plan, the existence of vacant lots, parking structures, and buildings suitable for an adaptive reuse is a true opportunity for applying preservation principles on both historic and non-historic structures. This is a model that uses the anchor institution as catalyst for the urban revitalization. As in the Savannah College of Arts and Design, the city becomes the campus.[8] Historically, Atlantic Avenue has been the Main Street, the point of gathering for residents and tourists alike, and with this proposal it also becomes the spine that interconnects all the different locations.

This plan recommends the creation of two main nodes in both extremes of the surveyed area, one related to the academic life in Downtown and close to the Inlet and the other one related to on-campus residential services in Chelsea. In the left side, a well-established diverse community and the integrity and safety of this neighborhood will aid in the integration of the student housing, at the same time as the student residential life will push the economic activity in the area. This

strategy is based in the adaptive reuse of an existent commercial building in the north side of Atlantic Avenue and two vacan parking lots in the south side. The three location provides sufficient space for potential housing needs and for future expansion. This node will be complemented with services for the studens and possible university auditorium to be housed in the Masonic Temple. This action would improve the street use of the Memorial Park area.

In the right extreme, the academic node is mainly based on a vacant parking structure in the Inlet and in a vacant lot in Downtown, both in the north side of Atlantic Avenue. These lots provide sufficient space for new developments along with green areas that would be combined with the adaptive reuse of historic buildings, registered or not, such as the Knights of Columbus Hotel and the soon-to-be vacant YMCA complex in the south side of Atlantic Avenue and in Pacific Avenue.

In short, the proposal does not limit the selection of locations to the space needs derived from our estimations from Showboat casino, which are included in the metrics section. It envisions potential assets for future expansion of the campus. Nevertheless, a priority for this campus design is the improvement of the safety and the environment quality of Atlantic Avenue by creating safe pedestrian walkways, safe crossings, bike lanes, and strengthening the public transportation. Additionally, a mixed-use development, combining academic and commercial uses (also private partners) is encouraged. It represents taxes for the city and services for the community, which can relieve resistances and boost the integration of the college in the city.   Because of the numerous owners and the diversity of land uses reflected in the master plan maps, this campus development shall be based on a collaboration between city government and Richard Stockton College representatives.

Historic properties   Stockton Facilities   Bader Field
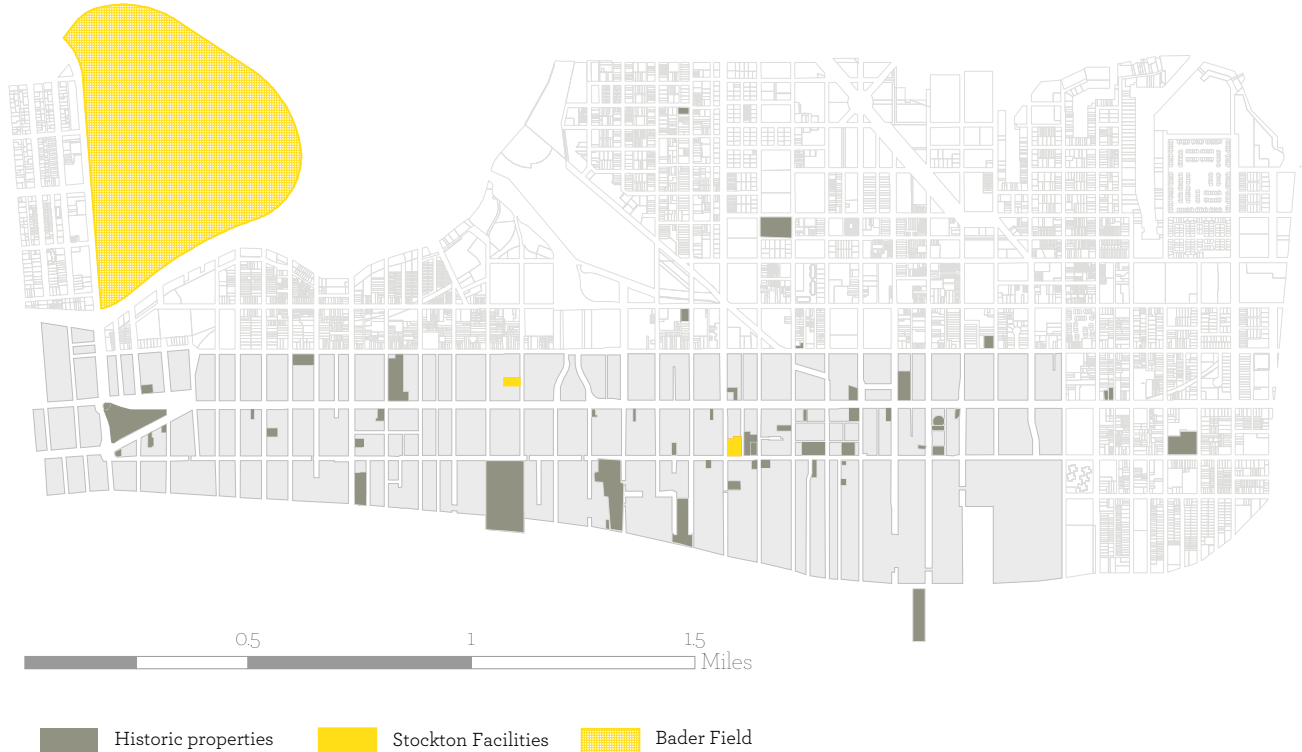
AIRPORT CAMPUS: THE BLANK CANVAS

Bader Field, Atlantic City's now-closed Municipal Airport, offers a blank canvas on which Stockton College could erect their new satellite campus from scratch. The airfield, opened in 1910, was the first United States municipal airport with facilities for both land-based airplanes and seaplanes and is allegedly linked to the origin of the term "air-port." The small airport was phased out of use over the years after the opening of the larger Atlantic City International Airport in 1990, permanently closing in 2006.[9] The space is located on the tip of a small island across a narrow thoroughfare from Absecon Island proper and is flanked on one side by North Albany Avenue, one of the main roads leading off of the main island, as well as the Chelsea Heights neighborhood. The large piece of land (approximately 5,750,000 sq. ft or 132 acres) is for the most part vacant, hosting only the two runways, the Flyers Skate Zone, and Surf Stadium, the now-closed baseball field. For the most part the space is highly underutilized, generally serving as a launch point for local boats or the occasional large-scale festival or event. The site was officially re-zoned in 2013 from Transportation (TRS) to the "Bader Field Redevelopment Area," indicating the city's desire to re-use the area and a lack of strict zoning restrictions. It has been evaluated for a variety of uses including another casino site. This seeming lack of regulation could allow Stockton to build their campus to meet almost any criteria. Additionally, Stockton's athletics could take advantage of the vacant baseball stadium.

While this campus does allow for creativity and gives a localized area for the school to develop, it would not be very beneficial to the city and to Stockton in the long run. The airfield is isolated, being located off of the main island and not in very close communication with the downtown urban fabric. This has the potential to establish a specific space for Stockton, but also divorces the campus from the downtown area, to the detriment of both the college and the city. Dante Hall and the Carnegie Library are not easily accessed from the airport, and the fast-moving traffic along N. Albany Ave into the city is not conducive to pedestrian safety. The businesses found along this road consist mostly of car dealerships, and thus are not conducive to student life. Due to the disconnect from the downtown fabric, students could also be less likely to go into the downtown area for services such as food or shopping, preferring to access stores in the suburbs rather than cultivate local business.

Bader Field from the Air [12]

Though the space seems large in comparison to other vacant lots found downtown, the area is limited to the 132 acres, a far cry from the 1,600 acre tract that Stockton utilizes on their main campus in Galloway. The space is flanked on three sides by water and another by small-scale residential fabric, so there is not much room for expansion in the immediate area; the campus could potentially expand upwards, but this would largely ruin historic sight lines of the city that can be seen as visitors and residents enter the city via train or by car from the Atlantic City Expressway. Additionally, the costs taken on by the school for the development of an entirely new campus would greatly outweigh the costs for re-using extant buildings.

Almost no historic fabric could benefit from this particular campus plan. The Chelsea Heights neighborhood, located on the other side of an extremely busy road, is a small residential area that was built much later than the downtown neighborhoods and thus lacks the historic structures that these other neighborhoods possess. The airfield itself is a historic area, but the tower and other facilities were removed to make room for the baseball stadium in the late 1990s, leaving only the runways.

	Casino campus: the untraditional campus	Memorial Park: traditional campus	Airport campus: the blank canvas	Atlantic Avenue: linear campus
Economic impact — Businesses, visitor spending, employment	Poor	Fair	Poor	Excellent
Physical footprint — Scattered model, potential housing impact	Fair	Fair	Good	Excellent
Commitment to Historic Preservation — Use of historic assets	Poor	Excellent	Poor	Excellent
Interconnectability — Promotion of mobility	Poor	Poor	Poor	Excellent
Urban revitalization — Aesthetics, vacant lot, reuse of non-historic assets	Fair	Very Good	Fair	Very Good
Shorefront usage — Including waterways	Very Good	Excellent	Very Good	Poor
Street life improvement	Fair	Very Good	Poor	Excellent
Tax revenue potential — Direct, indirect	Fair	Good	Poor	Good
Expansion potential	Fair	Excellent	Poor	Excellent
Potential zoning issues	Excellent	Good	Excellent	Good
Development process — Costs, efforts, negotiations	Excellent	Fair	Excellent	Poor

KEY: Poor · Fair · Good · Very Good · Excellent

In order to better evaluate the benefits and detriments of each campus, we conceived of a variety of categories and subcategories for consideration. Each campus received a grade ranging from poor to excellent depending on how we believed they would perform in each category. The following is a brief assessment of the success and failure of each campus model:

Casino Campus

We found the casino campus to require less effort in terms of development and negotiation efforts; the building is owned by only one company and has ample space for accommodating faculty and students' academic and housing needs. It also has potential for expansion due to the excess of vacancy in the area. However, the impact on the city is concentrated only in one particular area and the building itself is not historic nor would its use likely preserve any extant historic fabric in the area. The casino would thus only serve the needs of Stockton and the immediate surrounding area rather than the needs of the overall city.

MEMORIAL PARK CAMPUS

In the case of the traditional campus, the anchor institution can act as an agent for the urban revitalization of the area around Memorial Park. The concentration of the school has the potential to activate the public space that currently appears to be lifeless. However, the footprint of the campus is relatively small and localized, concentrating impact in only one area of the city. The model also takes advantage of the historical assets in the vicinity as well as the location close to the shorefront. Expansion potential is also fairly large due to the abundant amount of vacant lots in the area; though these lots are potentially owned by different landlords and thus may be more difficult or expensive to acquire.

ATLANTIC AVENUE CAMPUS

As the matrix illustrates, the Atlantic Avenue campus is the highest graded proposal. It spreads the benefits across the city taking full advantage of existent historic properties and those that can potentially be listed. Nevertheless the success of this campus lies in the promotion of mobility and improvement of the street environment, especially Atlantic Avenue. It presents potential zoning issues since the selected properties stand in different zones and are owned by separate landlords, possibly limiting future development of the campus. Since it is concentrated on Atlantic Avenue it disconnected from the shorefront and the Boardwalk.

AIRPORT CAMPUS

The airport campus has great potential for development and allows the college to shape a campus from scratch according to their needs without taking other stakeholders into account. However, it is in an isolated area, it does not take advantage of any historic properties, and it largely does not contribute to urban fabric revitalization.

Historic Properties   Stockton Facilities   Existing Structures   Vacant Lots for Potential Development

DISCUSSION AND FINAL CAMPUS PROPOSAL

The final campus plan brings together the lessons of the previous proposals and attempts to assemble the benefits of each that are reflected in the matrix. Although reutilization of Showboat Casino may not be an ideal solution for preservation, we recognize that Stockton is in negotiations over the building. Thus, we have assumed that they will complete the purchase in the near future and designate this building the base of their campus. In order to increase the impact of the college throughout the city, however, we propose to construct a future campus plan where Showboat is only one node of a larger, more extensive campus that utilizes vacant properties and lots across the city along Atlantic Avenue, Pacific Avenue and the Boardwalk and terminates in another node at Memorial Park. Not only would this extension down the main thoroughfares of the city have more potential for the preservation of historic buildings throughout the city, but it would also establish stronger connections between the various neighborhoods and areas of the city that have largely been fractured due to the casino development. Not only would the ligatures run east to west, but they would run north to south as well at varying points along the length of the city, connecting the more residential areas of the city to the public space of the Boardwalk and encouraging circulation throughout the urban fabric. This circulation has the potential to activate the city and especially to spur the development of a better pedestrian environment.

We recognize that in buying and renovating Showboat casino, Stockton is unlikely to want to engage in further development plans in the near future. However, this campus plan can be accomplished in various phases as it extends along the length of the city. It is already in Stockton's best interest to form a better connection between the Showboat campus and its already established footprint at the Carnegie Library and Dante Hall. Additionally, various private developers are likely to become involved in reutilizing vacant buildings and lots as well in order to serve student needs. This plan can also be marketed to another such institution that may be interested in forming a campus of their own in Atlantic City. If another campus is established in the Memorial Park area, then perhaps a synergistic model could develop with the two colleges cooperating and sharing facilities throughout the city, much as Harvard University and the Massachusetts Institute of Technology (MIT) have in Boston. This union could further the circulation throughout the city even more.

Map of Atlantic City Showing the Proposed Campus Plan and Resulting Nodes

This scattered model with focused nodes has the potential to benefit both Stockton and the city as a whole. It would maximize urban activation and redevelopment and give Stockton the opportunity to become incorporated with the city fabric while still having a centralized campus in one area with room for new development as well. Additionally, it would allow the college to continue its history of preservation and sustainability, taking advantage of as many historic properties as possible as it expands, and assisting Atlantic City in its efforts to retain its sense of place by preserving its history.

Notes

[1] "About Stockton," accessed December 10, 2014, http://intraweb.stockton.edu/eyos/page.cfm?siteID=197&pageID=68.

[2] "Inside Dante Hall: History and Mission," accessed December 10, 2014, http://intraweb.stockton.edu/eyos/page.cfm?siteID=256&pageID=3.

[3] Jessica Beym, "Stockton College to buy Showboat Casino in Atlantic City," NJ.com True Jersey., http://www.nj.com/south/index.ssf/2014/11/stockton_college_to_buy_showboat_casino_in_atlantic_city.html.

[4] New Jersey CRDA, Atlantic City Tourism District Master. Volume 1. Introduction and Existing Conditions Plan. February 1, 2012. p. 2-53

[5] The Boraie Development LLC is planning to build a 250-unit apartment building and smaller-scale retail and entertainment attractions area in one of the long-vacant land at the side of the Showboat. It seems that this development will be linked to the Revel megaresort future. According to the news, this block is called "Pauline's Prairie," a dubious ode to the late Pauline Hill, who headed the Atlantic City

Housing Authority when the tract was cleared of its old homes and apartments in the 1960s to make room for urban renewal in the South Inlet area. Donald Wittkowski, "Boraie project to begin by year's end" in www.pressofAtlanticCity.com, Friday, September 26th.

[6] SCADPad project website explains and illustrates this experience with videos, plans, and resident reviews. http://www.scadpad.com

[7] "Odonnell Park Memorials," Atlantic City Free Public Library, http://www.acfpl.org/markers/27-historical-markers/atlantic-county-historical-markers/235-odonnell-park-memorials.

[8] Refer to the comparable case studies research section within the first volume of this report.

[9] Geoff Mulvihill, "Atlantic City Airport, where 'Air-port' Coined, Closing," Associated Press, September 26, 2006, accessed December 10, 2014, http://web.archive.org/web/20080124004245/http://www.pressofatlanticcity.com/news/newjersey/story/6787513p-6655816c.html.

[10] "1920s. This view of Chelsea Parkway shows the World War I Memorial in the distance, as well as the Atlantic City High School, which was opened in 1923. The Soldiers and Sailors Monoment is in the foreground," Photograph, From Atlantic City Free Public Library: Alfred M. Heston Collection, http://www.atlanticcityexperience.org/index.php?option=com_content&view=article&id=25:world-war-i-memorial&catid=7&Itemid=11.

[11] "The Masonic Temple," Postcard, E. C. Kropp Co., 1944, from CardCow.com, https://www.cardcow.com/54911/masonic-temple-atlantic-city-new-jersey/.

[12] Michael Ein, "Bader Field," Photograph, From "Bader Field could be part of Atlantic City Tourism District under Christie Plan," Press of Atlantic City, October 21, 2010, http://www.pressofatlanticcity.com/communities/atlantic-city_pleasantville_brigantine/bader-field-could-be-part-of-atlantic-city-tourism-district/article_2a6e16ae-dc6c-11df-a71d-001cc4c002e0.html?mode=story.

Appendix of Buildings

Greek Temple Monument War Memorial (WWI)
1922

O'Donnell Park

Architect: Carrere & Hastings, New York
Contains the bronze statue "Liberty in Distress" by Frederic McMonies (1928)
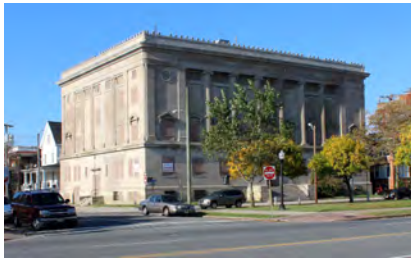
Masonic Temple
1927

3515 Ventnor Avenue

Architect: Charles H. Adams, Atlantic City
4 stories
38,000 sq.ft

Walden Apartments
1905

3500 Atlantic Avenue

3 Stories
10,000 sq. ft

Eldredge Chelsea Fireproof Warehouse
1923

3528 Atlantic Avenue

Architect: George Kingsley, New York
6 Stories
36,000 sq ft

Knife & Fork Inn
1912

Intersection of Atlantic and Pacific Avenues

4 Stories
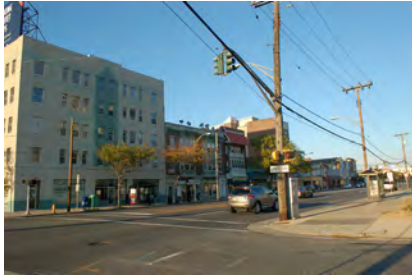
Recent office and residential building

3525 Atlantic Ave

5 stories
30,000 sq.ft
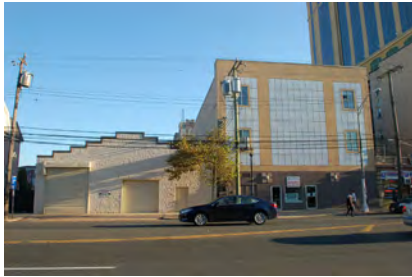
Recent commercial building

2718 Atlantic Ave

3 stories
9,000 sq.ft

Office Bank

15-39 Arkansas Avenue

2 stories
5,000 sq.ft

Vacant lot with mixed-use three-story building in a corner
1927

1700 Block Atlantic Ave

70,000 sq.ft

Mixed-use building

1600 Atlantic Ave

3 stories
6,000 sq.ft

Knights of Columbus Hotel
1928

1408 Pacific Avenue

Architect: Frank A. Berry
5 stories
52,000 sq.ft

YMCA Building

Pacific Avenue & S. South Carolina Ave

5 stories + sport facilities
22,000 sq.ft

Commercial Building

14S South Carolina Ave

4 stories
34,000 sq.ft

6.4 Massing Development

Problem

Atlantic City is in desperate need of a transformation that positively reacts to the recent casino closings. The community is eager for new business and attraction, but wary of what it might mean for local businesses and the city's existing history. While Atlantic City should openly welcome this new development opportunity, they must take advantage of the situation and create an argument for active preservation.

The first step is to recognize and assume responsibility for the zoning flaws in Atlantic City. Much of it is overwhelming in scale and principle and quickly becoming outdated with the continued casino shutdowns. Construction of colossal casino complexes have already overshadowed historic properties, if not entirely erased them.

Incentive

This project aims to overview existing zoning guidelines for Atlantic City and analyze the weight of their application. It explores how new development can complement or disrupt the historic fabric and encompassing context through a comparison of historic maps and visual massing. The study surveys three locations across the city to serve as models for different modes of development.

| 0.5 | 1 | 1.5 Miles |

| ■ Historic Properties | ■ Vacant Lots | ▭ Developement Intervention |

INFILL DEVELOPMENT

The first site falls in the Ducktown neighborhood. The area is adjacent to the main axes of entry into the city, baring a severe break between Ducktown's residential charm and the retail supernova of the Tanger Shopping Outlet and impeding casinos next door. The duality of this space can serve as a unifying mechanism to bring tourists further down the main line and explore Atlantic City's cultural treasures.
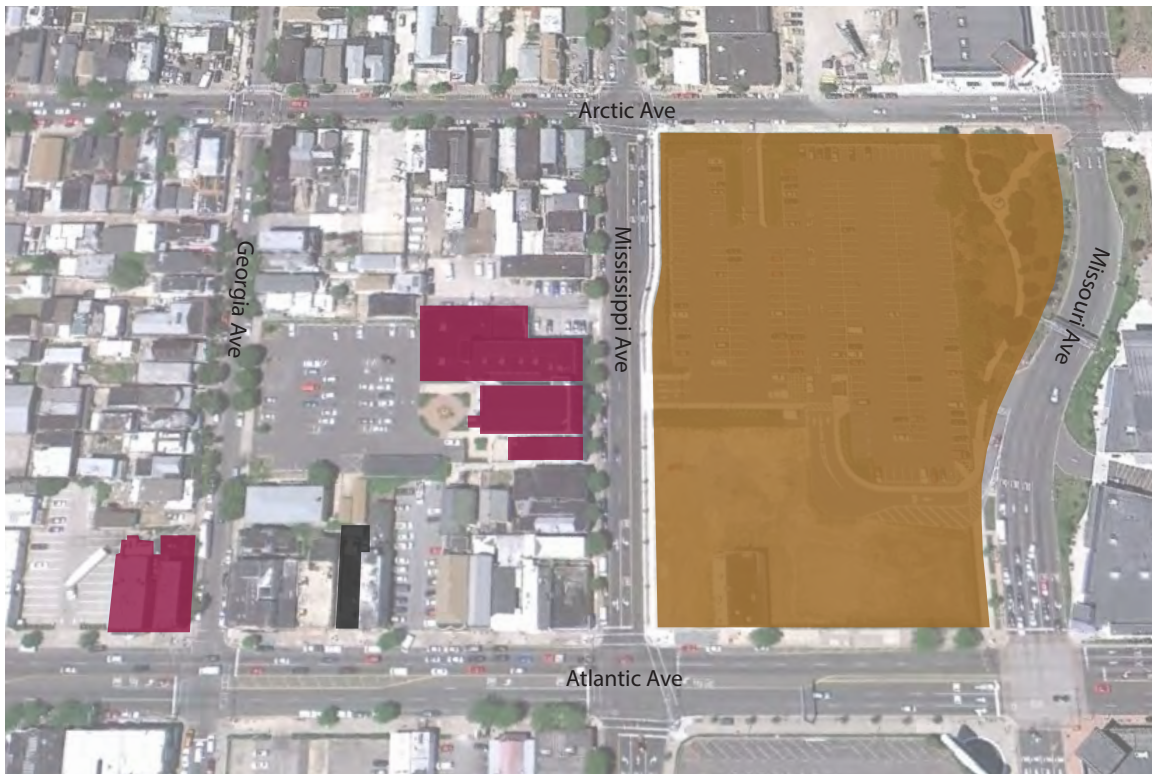
Historic Property
Vacant Lot
Parking
Proposed New Construction

Fortunately, there is a foundation of restoration work in Ducktown with the help of passionate community members and collaborative civic planners. The immediate historic properties within this study include:

2401-2405 Atlantic Ave

6-8 N Mississippi Ave

St. Michaels Church, 10 N Mississippi Ave
Dante Hall Theater, 14 N Mississippi Ave

There has already been movement for street beautification and the renovation of St. Michaels and Dante Hall, financially supported by the CRDA. The expansive lot across the street was cleared to make room for the large-scale retailer, Bass Pro Shops. The 4 acre plan[1] originally designed for pedestrian-friendly sidewalks that encouraged activity between the historic and new development[2], but has since been horrendously abandoned as seen below.

Bass Pro Renderings, looking north from above Missippi and Atlantic Avenues

Current Construction, looking north from Atlantic Avenue
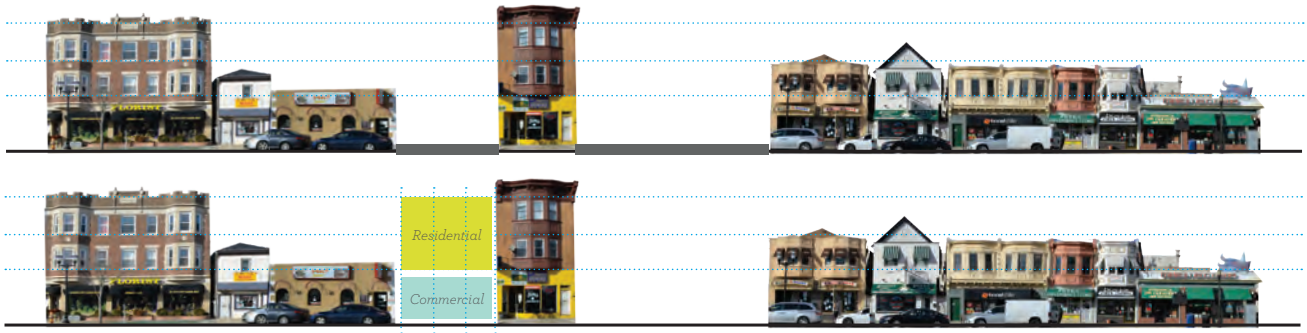
As the first block that introduces the visitor into Ducktown, this scene should insist on presence. This section of the city is zoned for Neighborhood Commercial (NC-2)3 and any new development projects should strengthen this position to increase attraction on the first level. The trend among Ducktown buildings is echoed along Atlantic Avenue, allotting the first-story to commercial businesses and the upper stories to residential apartments.

Infill development should balance its surroundings while creating an enticing environment. The open parking lot in the middle still establishes a comfortable ease of movement and the lot to the west should instead be improved. A lot can be lost in small-scale buildings when overpowered by the shopping center and casinos. The streamline of this block can be used as a response to the Bass Pro Shop development by integrating design elements into the infill construction that mimics basic Ducktown characteristics in ratio of space or use. For this example, I chose to contribute to satisfying the need for small-scale housing but diving the area into three building units that allows the new construction design to communicate freely with its historic neighbors through valuable rhythm.

■ Parking
■ Proposed New Construction

University of Pennsylvania | Graduate Program in Historic Preservation
HSPV 701 Historic Preservation Studio

BOARDWALK DEVELOPMENT

This specific region was not originally included in our survey as it falls along Pacific Avenue and the Boardwalk. The area is zoned very broadly for Resort Commercial Development (RS-C).[4] These vast empty lots should be reused to reinforce the framework of urban dynamics and Atlantic City's historic reputation of its Boardwalk. New construction is eager to locate here because of its prime advertising, but developers and city planners should carefully implement designs that do not suppress these rich histories.

- Historic Property
- Vacant Lot
- Parking
- Proposed New Construction

University of Pennsylvania | Graduate Program in Historic Preservation
HSPV 701 Historic Preservation Studio

This open site is fully immersed within a realm of historic properties. The St. Nicholas-Tolentine Church is one of the very few listed historic buildings of Atlantic City, added to the National Register of Historic Places in 2001.[5] It faces just across the street from the famed "eyesore of Atlantic City", the Knights of Columbus Hotel. The Irish Pub is a hot spot for tourists and locals alike, upholding the status of the block. The immediate historic properties within this study include:

St. Nicholas-Tolentine Catholic Church, 1409 Pacific Avenue

Knights of Columbus Hotel, 1408 Pacific Ave

Irish Pub, 164 Saint James Place

View of vacant lot towards Boardwalk

View of vacant lot towards Pacific Ave

     While the lot has been vacant for some time and received multiple offers, the powerful Schiff brothers, who own large chunks of the Boardwalk, are reluctant to hand over the parking lot to the east.

Shadow Map
4:00 pm Summer

W   E

Height: 31' 0"

Central Pier
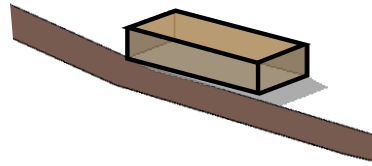
Height: 385' 0"

Central Pier
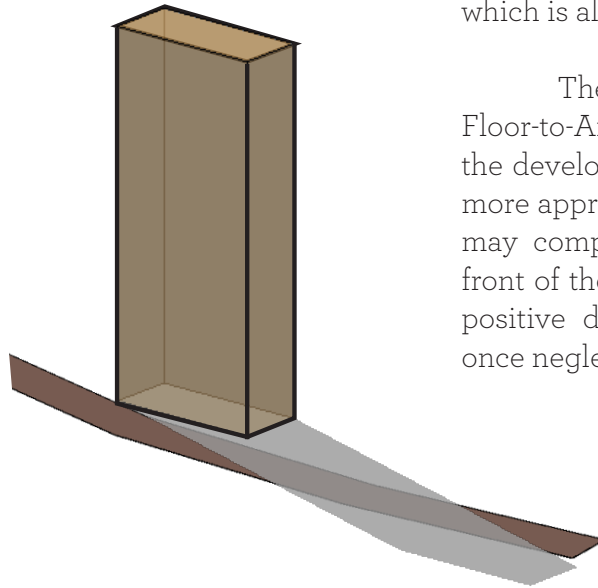
Height: 100' 0"

Central Pier
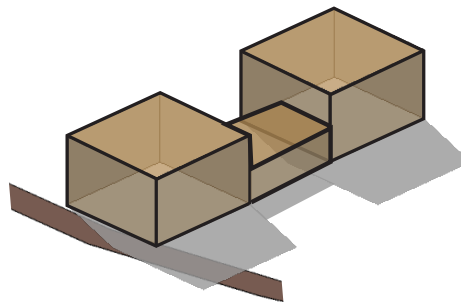
Historic Property
Boardwalk
Shadow
Proposed New Construction

I mapped the extremes pertaining this zone, focusing on building height. The first scenario mirrored the height of Central Pier across the Boardwalk on the shore at 31'0". The lot is advertised for a 12,000 sf plan so the minimum capacity is diagramed.

The second design completely maxes out the building height regulation within the RS-C district at 385'0". It defeats any context of the historic sites and casts a strong shadow along the Boardwalk, which is also prohibited.

The final proposal plays with Floor-to-Area Ratio (FAR) and extends the development over the empty lot at a more approachable height of 100'0". This may compromise parking situations in front of the Irish Pub, but still highlights positive development attention to this once neglected breach.

Vacant Lot Development

The South Inlet is masked is clouds of vacancy. As it sits in the ghost of Revel's failure, Atlantic City must decide how to market this area to insightful developers. This section of the city is at a crossroads of three combatting zones: Uptown Urban Renewal Area (UURT) for the large vacant lots and Multi-Family Walkup Apartments (RM-1) and Multi-Family Midrise Apartments (RM-3) to the north.[6]
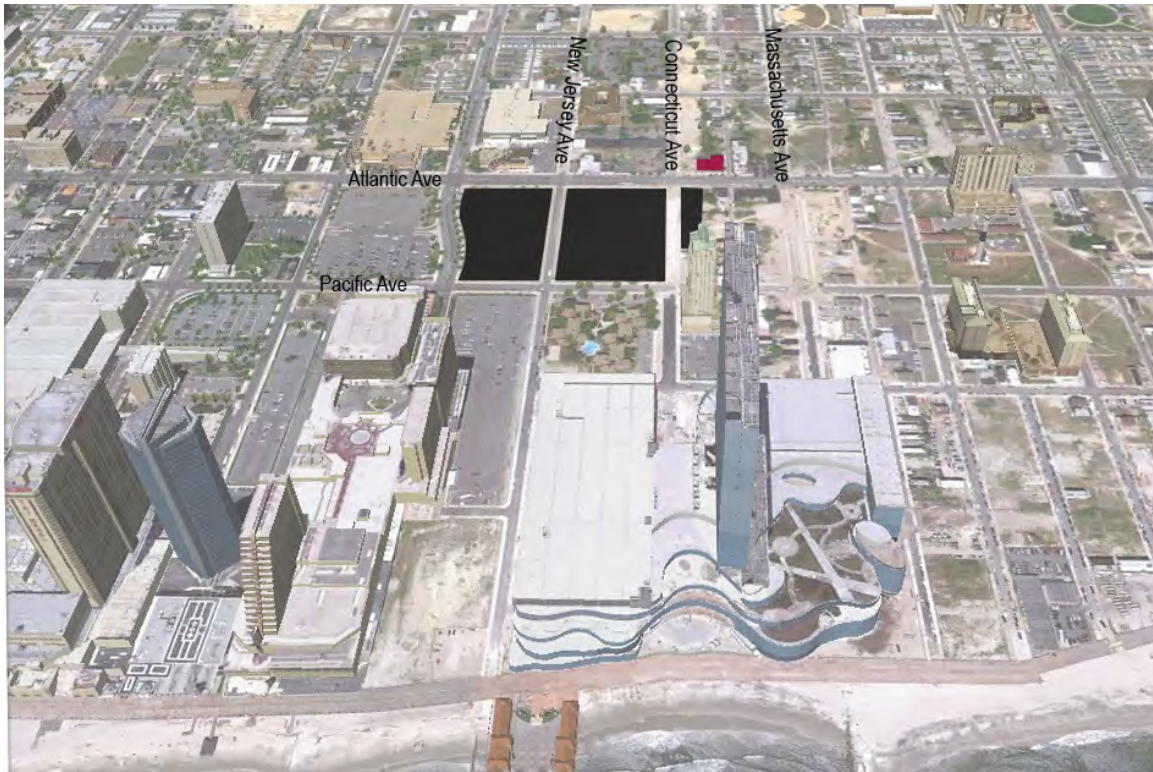
- Historic Property
- Vacant Lot
- Parking
- Proposed New Construction

There is great opportunity for both development and historic preservation in this region. The Firehouse on Connecticut Avenue is scheduled to be adaptively reused as a distillery, bringing in a new profiting industry while reactivating an abandoned structure. The small lot to the east is labeled as Atlantic City's "Most Prestigious Corner" and has the potential to extend preservation-friendly growth into the Inlet.

Price Memorial A.M.E. Church and Fire House, 519-525 Atlantic Ave


Atlantic City's "Most Prestigious Corner", 538 Atlantic Ave

The large vacant lots are on the table for a multifaceted residential complex with funding from Boraie Development and the CRDA. The current plans are generally tolerable urbanisitically and follow a height restriction, but missed the opportunity to reference the nearby historical types.
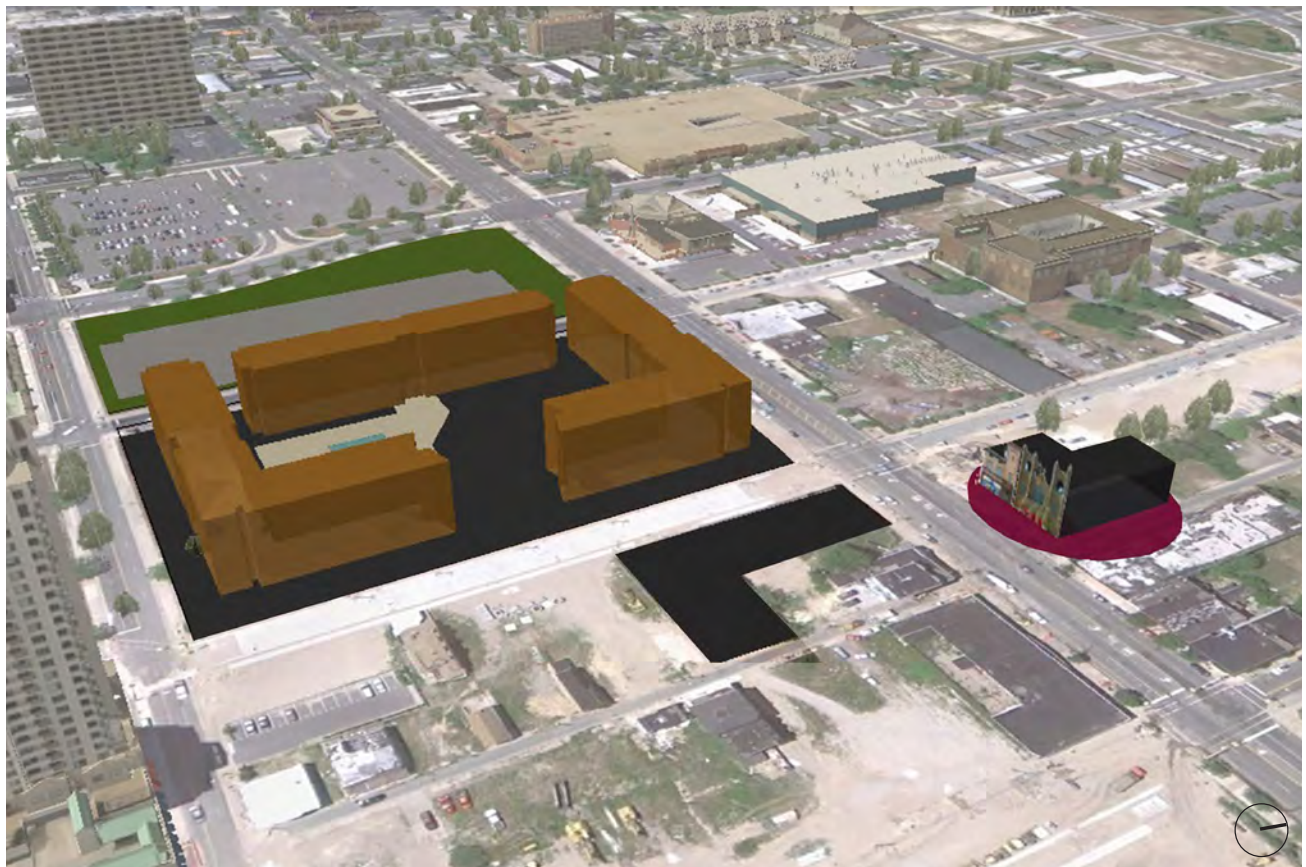
- Historic Property
- Vacant Lot
- Parking
- Proposed New Construction

Several properties were wiped out to make way for an expanded street leading to the Revel Casino mecca. This study varied options to recreate the mass lost on the small parcel lot that can connect to both the Firehouse and Church as well as Boraie's fast-paced placemaking endeavor.

2007

2013

24,000 sf

48,000 sf

24,000 sf
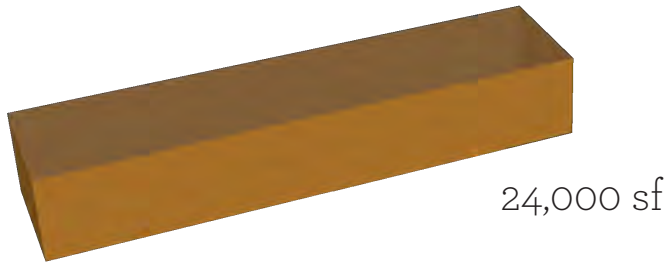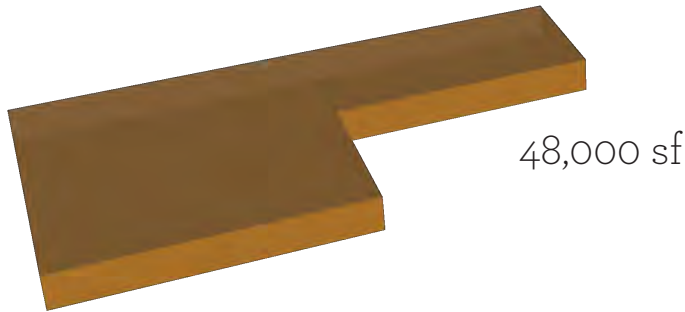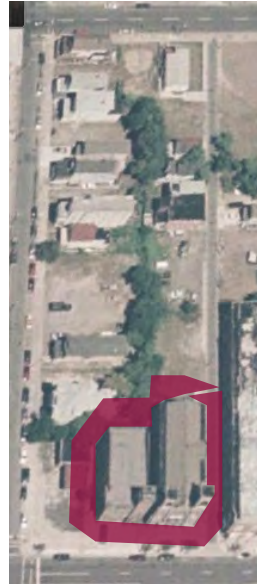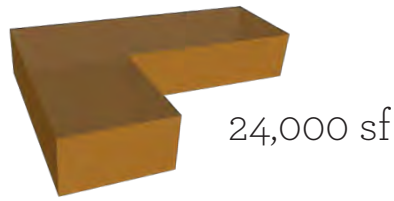
Historic Property
Vacant Lot
Parking
Proposed New Construction

CALL FOR ACTION

Atlantic City can use its small-scale historic buildings as generators to bounce back from this economic and political ruin caused by the recent shrinking casino dominance. The role of preservation can be actively used to design and manage urban change to current demands. The city blocks deserve improvement and this is the time to revise existing zoning regulations to concentrate on preserving the name of Atlantic City.

It is important to maintain and highlight the remains of the historic context as an asset in the creation of a new image of the city. This can be enhanced by agreed-upon design principles for the upkeep of historic properties and respected development projects that can simultaneously reflect and relate to the immediate environment and cultural richness of Atlantic City.

Any proposed guidelines must be practical and incorporate flexible parameters that are still inviting. If not monitored seriously, these reserves will be swept away for new development. Sensible development has the opportunity to bring back good urbanism and yield benefits to both preservation and new construction.

Notes

[1] Atlantic County, New Jersey Economic Development. "The Fourth Phase of The Walk: Bass Pro Shops." Featured Projects. http://www.acbiz.org/Featured%20Projects/ftd-projects.asp

[2] Bass Pro Shops. Atlantic City, NJ Store Rendering. July 2013.

[3] Atlantic City. Master Plan Concept: Existing Land Uses. December 2011.

[4] Ibid.

[5] "New Jersey and National Registers of Historic Places - Atlantic County". New Jersey Department of Environmental Protection - Historic Preservation Office. January 10, 2010. p. 12.

[6] Atlantic City. op.cit.

6.5 Ducktown: Creative Placemaking Through Diverse Food Culture

INTRODUCTION

There has been an identified need for fresh developmental and marketing strategies that are sensitive to the local residential community and its existing assets within Atlantic City. Two such unique assets to the neighborhood of Ducktown are its ethnic diversity and sense of community – assets that have been largely ignored by current marketing schemes and are in merit of both protection and celebration. Therefore Ducktown stands as a neighborhood that could act as a prototypical example of how urbanistically sensitive infill and cogent streetscape improvement based on serving the local community can demonstrate the worth of small-scale local economy. This project aims to use ideals of creative placemaking to leverage the assets of Ducktown's cultural diversity: ultimately catalyzing community-led development through food culture.

By aligning these efforts under the loose umbrella of diversity, initiatives based on efforts with greater mass appeal, such as casual food and streetscape improvement, can provide a base from which to spark greater community-led development. Indeed, there is already a historic precedent built into Ducktown's urban fabric of strong local food business through examination of historic Sanborn maps that demonstrate Ducktown's change over time, and presently Ducktown is home to many local favorite restaurants and eateries. Thus these can be built upon in order to cultivate a greater sense of street vibrancy as there is already a critical mass of food culture that speaks to the local community.

HISTORICAL BACKGROUND

Figure 1: Figure-ground map showing neighborhood outlines[1]

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A historically Italian-American neighborhood in Atlantic City bounded by Missouri Avenue to Texas Avenue, Ducktown has now grown to be an ethnically diverse community that retains much of its urban fabric when compared to its surroundings. While the original boundaries of Ducktown stretched from the beach to the bay and from Arkansas to California Avenues, modern definitions of the borders of Ducktown typically consider it more to be from the Pacific Avenue to the bay and from Missouri to California Avenue[2]

Originally named for the duck farms located along the bay, Ducktown progressed from a sleepy rural area in the early 1800s to enclave of Italian immigration that began with the settlement of the Sicilian Siracuas and Ruffas families in the 1880s[3] Soon thereafter, development that responded to the needs of the growing Italian population followed with the establishment of Our Lady Star of the Sea Church at Atlantic and California Avenues in 1897 and St. Michael's Church at Atlantic and Mississippi Avenues in 1903[4]

However, the biggest impetus for Ducktown's development came in 1906 after Italian laborers were seen as an alternative to the African American workforce that had gone on strike[5] Ducktown quickly transformed itself into a working class neighborhood that housed a tight-knit community – however Ducktown not only catered to its growing residential population but also to the tourists, who by the 1920s would come from places such as South Philadlephia for a taste of the new "Little Italy"[6]

a. Fine-Grained Evolution of Ducktown

1886　　　　　　　　　　　**1896**

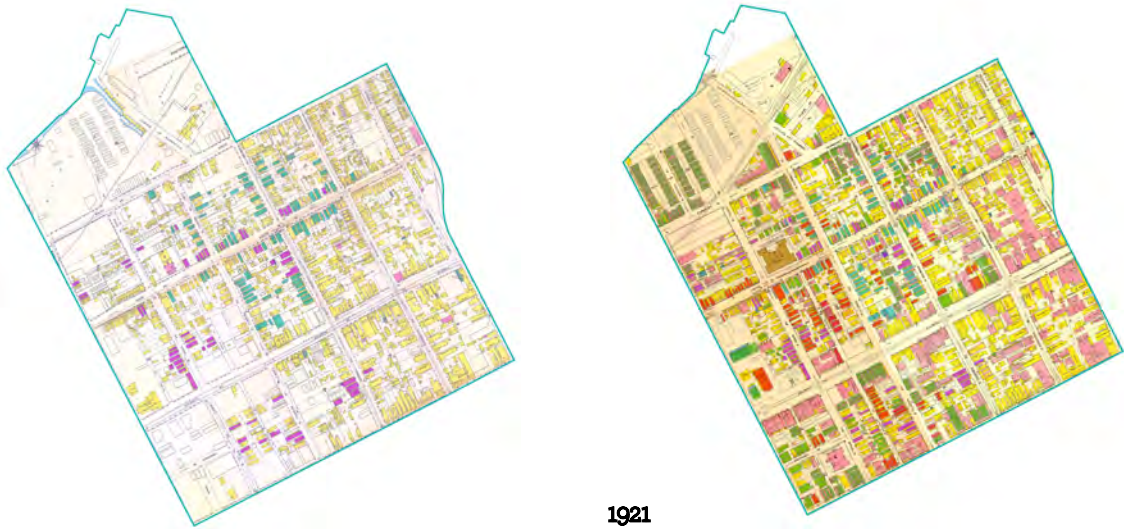Figure 2: 1886 Sanborn Fire Insurance Company map showing Ducktown[7]

Figure 3: 1889 Sanborn Fire Insurance Company map showing Ducktown[8]

While these feelings of community were noted in brief visits to the neighborhood, the relative density of existing fabric was confirmed by the results of our group Atlantic Avenue survey. Indeed, in examining historic Sanborn Fire Insurance Company maps one can note the fine-grained development of dense, mixed used spaces that dotted the Ducktown landscape. Notably, many of these neighborhood mixed-used buildings would then be utilized for places of food culture, as there was a concerted concentration of small restaurants and cafes that developed particularly along Atlantic and Arctic Avenues. In more

closely examining the 1921 Sanborn Fire Insurance Company map that depicts the study area of this particular project, the portion of Atlantic Avenue between Mississippi and California Avenues, one can see in particular the proliferation of restaurants, bakeries, cafes, and marketplaces

1906

1921

Figure 4: 1906 Sanborn Fire Insurance Company map showing Ducktown[9]

Figure 5: 1921 Sanborn Fire Insurance Company map showing Ducktown[10]

Figure 6: 1906 Sanborn Fire Insurance Company map overlaid across study area from Mississippi Avenue to California Avenues[11]

b. Historic Fabric of Food Provision

Thus this bears to question: how was food provision expressed in the historic fabric of Ducktown and Atlantic City? Perhaps one of the starkest contrasts to modern-day food consumption practices in Atlantic City was the presence of open-air markets as evidenced by both the aforementioned Sanborn Fire Insurance Company maps as well as historic photographs[12]

The farms of the Garden State fed Atlantic City and its visitors. For decades, all meat, milk, grain, and produce crossed the bay via the railroad. These goods were carted for sale to the open-air market, seen above in 1876. Atlantic City imported everything from the mainland. Even drinking water was brought in until city engineers discovered the Pinelands aquifer 1,500 feet beneath the sand. (ACFPL.)

Small family-operated restaurants, sometimes multi-level, and groceries as well as public municipal markets were prevalent in Atlantic City. In the early 20th century, federal funding for the establishment of public municipal markets prompted the development of state and local initiatives[13] Other East Coast states laid the initial foundations for the spread of public municipal markets, such as a 1915 act by the Massachusetts State Board of Agriculture requiring all Massachusetts cities that had a population greater than 10,000 to designate squares or streets for public markets as well as maintain market buildings[14] Two years later, New York provided financial aid to cities that expressed an interest to improve existing markets or establish new markets, while the creation of public markets in Atlantic City originated from local initiatives[15]

c. Shifting Demographics

As Ducktown entered the 1960s, changes to the demographics came as second and third generations of families relocated to the suburbs of Margate and Ventor; eventually other ethnic community groups would fill that vacancy over time[16] Today, Ducktown and the neighboring area of Chelsea is home to the fourth and first most diverse census tracts, respectively[17]
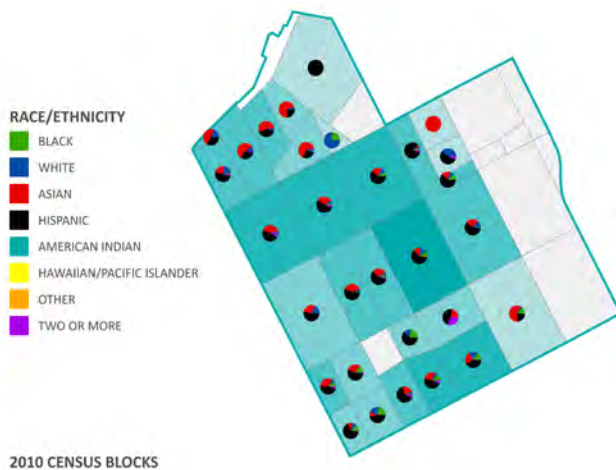

DUCKTOWN
Figure 8: Google Map showing Ducktown[18]

GARDEN STATE DIVERSITY

By using Census data, The Star-Ledger located the state's most — and least — diverse neighborhoods. This was determined by calcul-ing the likelihood that two people chosen at random in the Census tracts that encompass these intersections would identify themselv as being of different races, Hispanic or non-Hispanic origin.

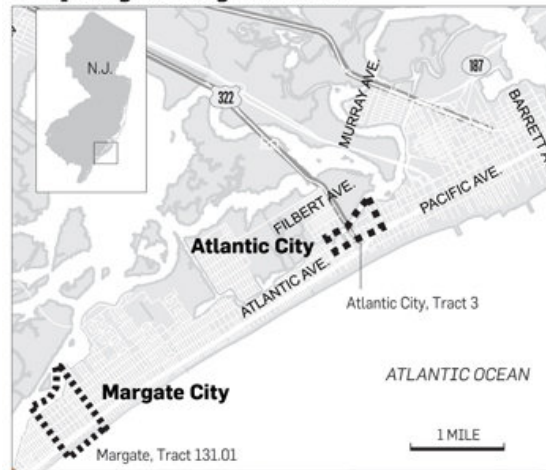**MOST DIVERSE CENSUS TRACTS:**

1. **Atlantic City:** North Hartford Avenue/Winchester Avenue
2. Jersey City: Orchard Street/Monticello Avenue
3. Jersey City: Court House Place/Baldwin Avenue
4. Atlantic City: South Georgia Avenue/Pacific Avenue
5. Paterson: Union Avenue/Wayne Avenue

LEAST DIVERSE TRACTS:

1. Sea Girt: Crescent Parkway/Third Avenue
2. **Margate City:** South Quincy Avenue/South Ventnor Avenue
3. Long Beach: Tidal Drive/Dusty Miller Drive
4. Ocean City: Glenwood Drive/Walnut Road
5. Ocean City: Bay Avenue/53rd Street

Comparing two neighborhoods

RACE/ETHNICITY
- BLACK
- WHITE
- ASIAN
- HISPANIC
- AMERICAN INDIAN
- HAWAIIAN/PACIFIC ISLANDER
- OTHER
- TWO OR MORE

2010 CENSUS BLOCKS

Figure 9: Race/ethnicity maps from 2010 census[19]

Atlantic City		Margate City		New Jersey	
Tract 3		Tract 131.01			
Total Population	4,373	Total Population	1,192	Total Population	8,7?
White	31%	White	98%	White	69%
Black	8%	Black	1%	Black	14%
Asian	27%	Asian	1%	Asian	8%
Other	25%	Other	less than 1%	Other	7%
Multiracial	9%	Multiracial	less than 1%	Multiracial	3%
Hispanic	52%	Hispanic	1%	Hispanic	18%

Figure 10: New Jersey census tracts and diversity[20]

As William H. Frey, a demographer for the Brookings Institution of Washington D.C. remarked, "Diversity is the future of New Jersey"[21] Indeed, between 2000 and 2010, roughly 86% of New Jersey's census tracts grew more diverse, while nearly 93% of the state's municipalities also became more diverse[22] Within Ducktown, the residents are now predominantly Hispanic and Asian with the specific racial breakdown being as follows; 3% white, 2% black, 1% Native American, 30% Asian, and 29% other, with 51% identifying as Hispanic within the overall population[23] Just within Ducktown, the amalgamation of cultures is manifest – Our Lady Star of the Sea holds services now in English, Spanish, and Vietnamese, while local favorite restaurants not only include the earlier established Dock's Oyster House, White House Subs, and Formica Bakery but also Pancho's Taqueria and Pho Sydney.

While relevant literature in urban studies tend to focus on the "traditional immigrant ports-of-entry and on new and emerging immigrant gateways...generally, small and medium-sized cities remain relatively neglected"[24] Yet in 2010 more than four of ten of those born outside of the United States lived in these small and medium-sized cities, defined as a municipality of less than 200,000 people, and a third lived in towns and cities with a population of 20,000 to 99,000[25] Such metrics offer comparable lessons to the case of Atlantic City, and shed light as to how new waves of immigration are evolving the demographies, economies, and spatial organization.

CREATIVE PLACEMAKING, DIVERSITY, AND FOOD CULTURE AS A METHODOLOGY

In such neighborhoods, there is a risk of gentrification that spurs unequal development that promotes economic inequality as it attracts population and increases tax revenue[26] However, the model of immigrant districts often plays out in a different trajectory since the residential population, as opposed to daytime working population, often increases first[27] Therefore, in these districts and as echoed in Ducktown, commercial development will often expand to first prioritizing serving necessities and ethnic goods. Thus a typology of an "immigrant civil society" is cultivated through what Stephen Castles and Mark Miller in The Age of Migration coin a "meso-structure," where money-transfer agencies, auto-title and insurance brokers, specialized travel agencies, and social services which provide literacy education, housing assistance, and other immigrant integration necessities"[27] These organizations are then grounded within a social network centered around the ethnic experience through inexpensive ethnic restaurants, community centers and venues, and arts organizations[28] Therefore, these cities nurture the integration into the local labor market. Above all, the "intelligent choice for policy is to embrace this new definition of the city and work towards facilitating its development as a place where an economically modest population can find what it needs to carve out satisfying lives"[29]

Creative placemaking development strategies have been developed in other cities as a method of locally driven economic revitalization with objectives that are very much in line with preservation-minded planning. Strategies such as the "Lighter, Quicker, Cheaper" (LQC) approach are particularly relevant in the case of Ducktown as a strategy of lower risk and lower cost that aims to leverage the

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community's energy to develop places in transition in order to generate new use and revenue. Coined by Eric Reynolds at Urban Space Management, LQC encompasses a development philosophy and strategy that aims to capitalize on the creative community energy to more sustainably and efficiently activate new revenue and uses for public spaces in transition[30] Indeed, in promoting "use over design and capital-intensive construction, LQC interventions strike a balance between providing comfortable spaces for people to enjoy while generating the revenue necessary for maintenance and management"[31]

Therefore, "creating a fine-grained economy and fine-grained urbanism run hand in hand with lowering the cost of entry – be it for starting a business or for developing property"[32] In the case of Ducktown, this paves the way for the utilization of immigrant cuisine as small-scale, local economic development[33]

"As a 1999 National Gambling Impact Study Commission study reported, 'In 1978 there were 311 taverns and restaurants in Atlantic City. Nineteen years later, only 66 remained, despite the promise that gaming would be good for the city's own." There is not a single movie theater or stage left in the city. Supermarkets are scarce. The casinos strangled the city's other entertainments…meanwhile, a few independent restaurants and bars have managed to survive outside the walls of the casino-hotel complexes"[34]

The need for diversification of Atlantic City's economy has already been previous discussed. Given the area's ethnic diversity, economic diversity should be strengthened as demonstrated by the seeds of businesses that have strategically marketed themselves to serve the African American, Latin American, and Asian communities in Atlantic City. The fact that beloved local favorites such as Dock's Oyster House (founded in 1897 as Atlantic City's oldest restaurant) and Ducktown Tavern can coexist and thrive along with newer establishments such as Tony Boloney's pizza and sandwich shop demonstrate the untapped potential of revitalizing small-scale food culture within Ducktown[35]

ATLANTIC AVENUE AS AN ARTERY

By focusing this project's proposals on the tract of Atlantic Avenue between Missouri and California Avenues, the resultant conceptualized interventions aim to knit together and fortify the skeleton of Atlantic Avenue as a commercial Main Street. Indeed, "the traditional Main Street is one of the most iconic images of America" with its juxtaposition of retail, civic, and residential expressions[36] Yet since large-scale development shifted favor towards single-use zoning and shopping malls, resources have been siphoned from these necessary spaces; this is particularly evident in the case of Ducktown where the massively large outlet stores (The Walk) demonstrate a jarring transition into the neighborhood.
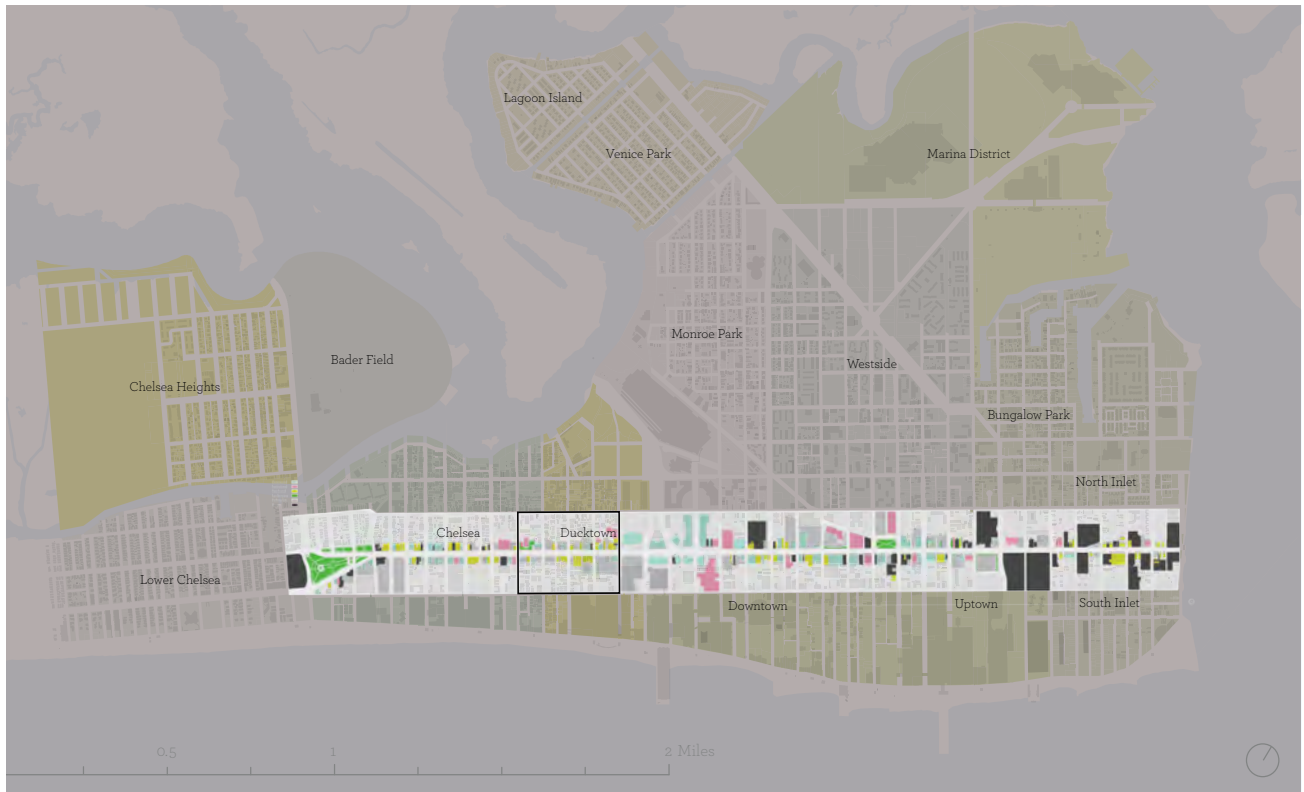
Figure 11: Figure-ground map showing area surveyed in 2014 Atlantic Avenue Survey [see section 2.2 "Atlantic Avenue Survey"][37]
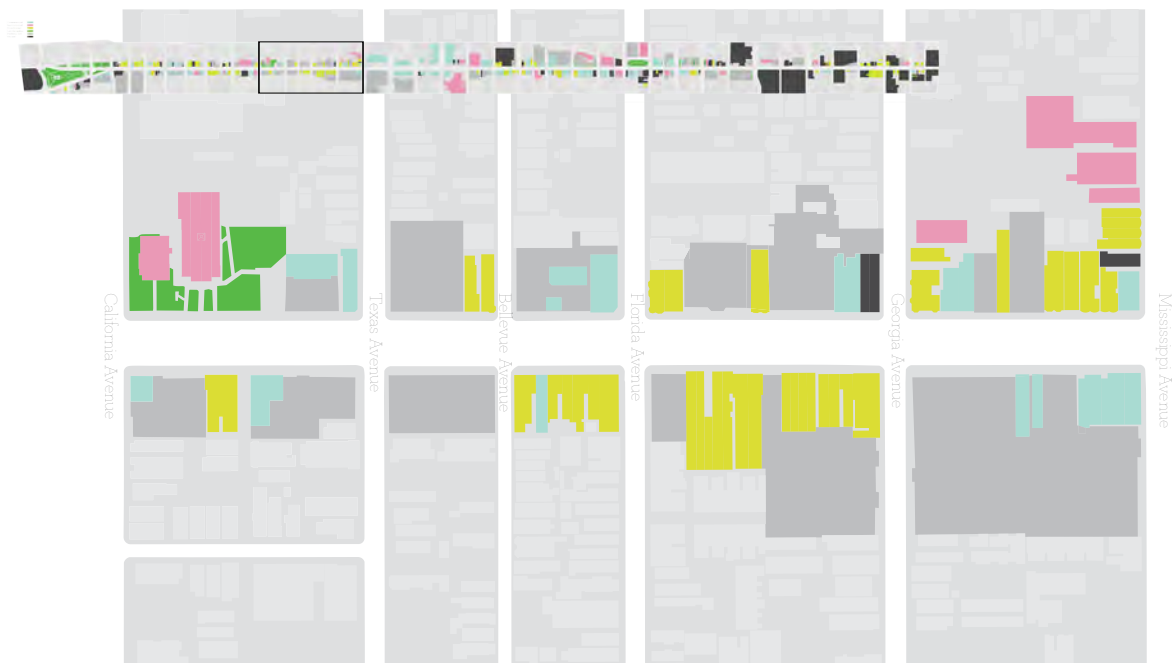

Figure 12: Study area of Atlantic Avenue between Mississippi and California Avenues[38]

The study tract between Missouri and California Avenues is zoned as Neighborhood Commercial-Two (NC-2)[39] When examining the Atlantic City's Schedule of Permitted and Conditional Uses, several key regulations that deter the progress of low-cost, small-scale efforts that can promote street vitality are noted. In particular, despite the history of public municipal markets, "freestanding outdoor retail sales, food markets, produce sales, flea markets, and similar type uses" are not listed as either permitted or condition within the NC-2 designation[40] Other types of food provisions such as bakeries, confectioneries, dairy product stores, egg and poultry stores, fish and seafood stores, fruit and vegetable stores, and grocery stores are listed as permitted, however the lack of inclusion of public markets is a stark hindrance to promoting greater street activity[41] Other types of regulations and licenses that would need to be restructured to allow for creative placemaking efforts, such as those pertaining to street vending and mobile food vending, are later elucidated.

3-TIERED APPROACH TO STRENGTHENING DUCKTOWN

Bearing in mind Ducktown's history and present community demographics, a three-tiered approach to strengthening Ducktown through diverse food culture is proposed. Diverse placemaking aims to go beyond the creation of public space but to also encompass an element of cultural identity. Indeed, "the cultural impact of these community-based interventions are as crucial now as they were then to creating or continuing the identity that sense of place brings to our cities"[42]

1. Event-based programming to build critical mass
Farmer's markets
Food trucks
Festivals

2. Streetscape improvement
Edit existing ordinances
Street art
Pedestrian experience

3. New development
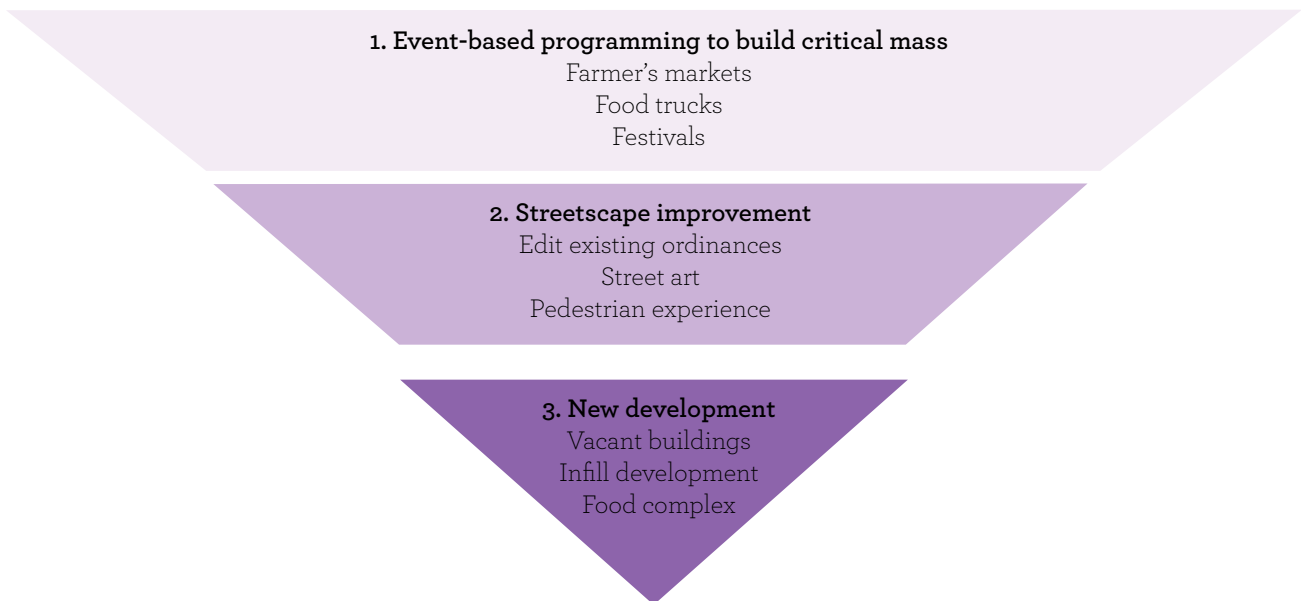Vacant buildings
Infill development
Food complex

Figure 13: 3-Tiered Approach for Strengthening Ducktown

This schematic illustrates the respective tiers as it narrows focus in specificity as well as intensity as indicated by color. It should be noted that the following proposed renderings are not intended as architectural designs, but rather conceptualized sketches utilizing premade renderings in Google Sketchup's 3D Warehouse that is ultimately intended to inspire designers and architects as to the possibilities that these schemes can offer.

Commercial
Institutional
Residential
Landscaping
Parking Lot
Vacant

I. Events
II. Streetscape
III. Development

Figure 14: Study area of Atlantic Avenue between Mississippi and California Avenues with interventions overlaid[43]

I. EVENT-BASED PROGRAMMING TO BUILD CRITICAL MASS

a. Food Truck Gatherings at Soltz's Paint

Food truck gatherings can act as low-cost, temporary destinations and gathering points that can slow pedestrian traffic and hold them to a space for a longer time. As Holly Whyte wrote in The Social Life of Small Urban Spaces, "if you want to seed a place with activity, put out food...Food attracts people who attract more people."[44]

Figure 15: Google Sketchup model of food trucks in Soltz Paint parking lot[45]

Atlantic City has been slow to catch onto the nationwide trend of food trucks – while the first-ever Jersey Shore food truck festival was held in September 2014, it was primarily composed of trucks sourced from North Jersey and Philadelphia[45] There is a large number of food trucks concentrated in North Jersey – many in Hudson County, Essex County, Verona Township, and Hoboken – however, South Jersey has exhibited a type of vacuum where Tony Boloney's Mustache Mobile food truck is one of perhaps only two food trucks native to the shore region[47]

"Jon Hepner, president of the New Jersey Food Truck Association, receives at least five emails per day from residents in the South Jersey area wanting to start up their own food trucks and asking for advice. Admittedly, Hepner said South Jersey has not been as quick on the food truck take."[The trend] is growing very fast, and I would expect next year the number of trucks to grow exponentially," he said. "But when we get farther south, we're a little out of touch. The food trucks tend to all be in North Jersey" [48]

One of the primary explanations for the relative dearth of food trucks within the South Jersey area, despite quick and easy food popularized on the Jersey Shore, is that the constituent muncipalities often have fairly restrictive ordinances for mobile food vendors[49] The New Jersey Food Truck Association aims to educate potential food truck entrepreneurs as well as local governments in order to change the antiquated ordinances that prohibit or preference "stop and shop" vendors that only require a few minutes, such as ice cream trucks[50] In the case of Atlantic City, the city code categories food trucks within the designation of "hawkers, peddlers, and vendors" and it is stipulated that "food vendors in a motor vehicle cannot 'remain in any one place for a period longer than necessary to make his sale after having approached or stopped for that purpose" – in other words, if there is no selling activity then by code, a food truck has to vacate its parked space[51]

Relaxing these codes and ordinances to provide an environment in which programmatic, food-based events can thrive is a strategic manner in which to build critical mass. Furthermore, on private property such as the proposed Soltz Paint parking lot, the restrictive regulations set forth by the city codes can be mostly circumvented[52] This is the precedent set forth by the aforementioned inaugural Sea Isle City Food Truck Festival that was organized by Stallion Marketing on a private lot[53] Over the course of three days in September, all trucks sold out of food at the end of the night and each day brought in about 7,000 patrons[54] However, only two or three of the trucks were representing South Jersey as many were from New York City, North Jersey, or Philadelphia. By promoting a new type of mobile food culture within South Jersey, there is untapped potential for this new proven market.

b. Farmers Market at Florida & Atlantic Avenues

A second proposal for event-based programmatic functions is revolves around the creation of a farmers market in a parking lot at Florida and Atlantic Avenues that, according to the 1921 Sanborn Fire Insurance Company maps, used to be the site of a historic marketplace. Much has been written about the benefits that a farmer's market can bring to a community, and while a farmer's market exists in Atlantic City it operates on the other side of the city in the area near City Hall that is more frequented by daytime workers and less so by residents.

The location of the preexisting Atlantic City market is not ideal – rather "the best markets are at the heart of a community," such as one that already has existing historic fabric like in Ducktown[55] And while misconceptions that farmers markets may preference those with more disposable income and do not serve those in the low to middle class brackets, research done by the Project for Public Spaces have disproven these claims through examination of eight markets that serve low to middle income communities with higher than average ethnic and minority compositions – comparable case studies to Atlantic City[56]

Overall analyses of market management data and surveys of non-market and market shoppers performed over several years have concluded the following[57]

- Price is not a barrier
- Information dissemination is key – in the case of Ducktown this may necessitate multilingual translations of relevant information
- Location is essential
- Know the community of shoppers
- Markets appealing to a low-income customer profile should partner with sensitive organizations that share similar goals

Figure 16: Google Sketchup model of farmers market at Florida and Atlantic Avenues[58]

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II. STREETSCAPE IMPROVEMENT

a. Atlantic Avenue between Georgia & Florida Avenues

As for streetscape improvement, several proposals are conceptualized below including a greater level of street art on the level of the street, produce and goods extending to the streetfront, and an overall enhancement of the pedestrian experience. Street art programs showcasing the talents of graffiti and street artists have been successfully executed in other cities such as the Philadelphia Mural Arts Program and in San Francisco's Mission District, however Atlantic City's own attempts at street art programs such as Artlantic and the Noyes Arts Garage seem out of touch and not at the level of the commonplace pedestrian due to both subject matter and location. Ducktown exhibits a relatively greater level of walkability as compared to less sympathetic pedestrian experiences found in other areas of Atlantic City. This provides the basis from which to bolster and improve street vibrancy. The following swath of Atlantic Avenue between Georgia and Florida Avenue was chosen for the fact that it has several small grocery stores within it, as well as a strategic cut from which street art and murals could be painted upon.
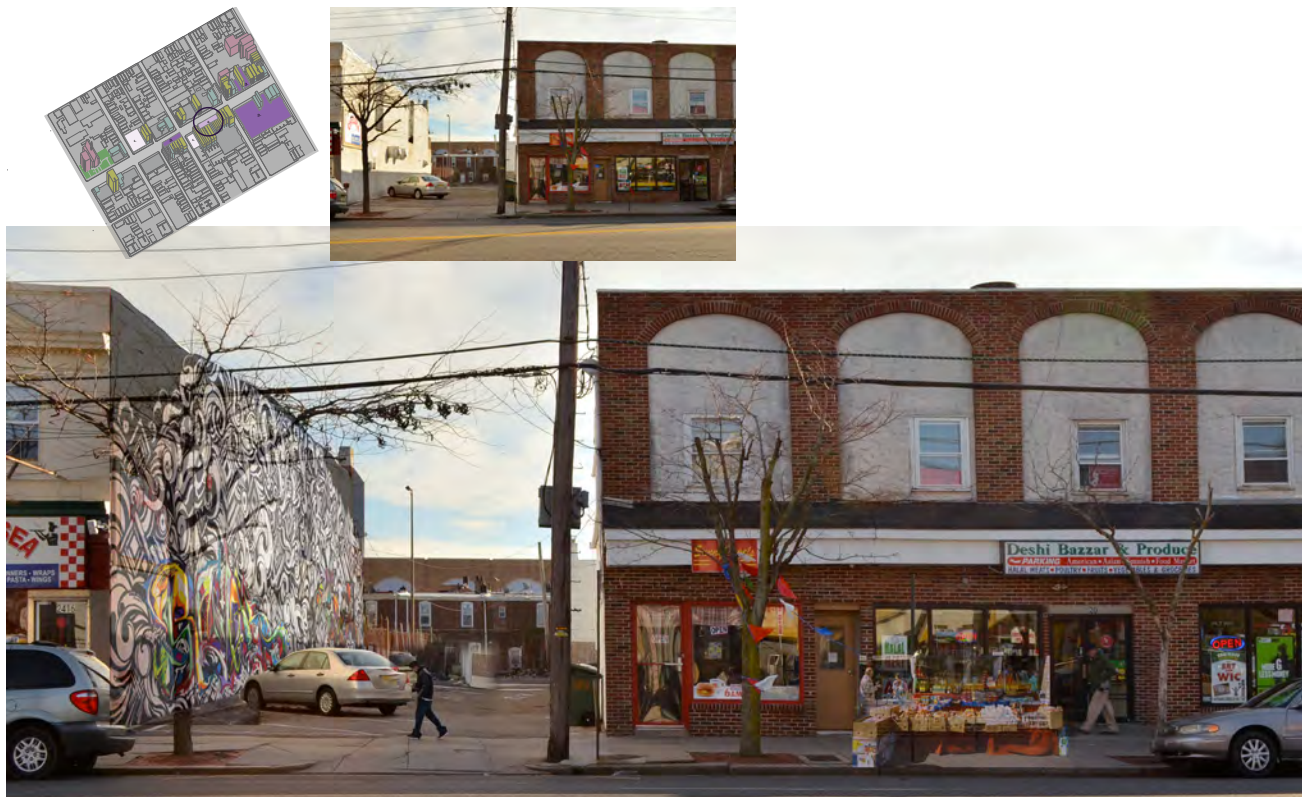

Figure 17: Photoshopped street elevation with mural work of Victor Reyes and street produce inserted[59]

III. PRESERVATION SENSITIVE NEW DEVELOPMENT

a. Vacant Buildings between Florida & Bellevue Avenues

While Ducktown exhibits fewer vacant buildings than other neighborhoods in Atlantic City, some are found within blocks that already have existing multi-use purposes. A proposal for new use could be to incentivize the introduction of new restaurants and cafes after doing a study of what ethnic cuisines are already present within the Ducktown neighborhood.
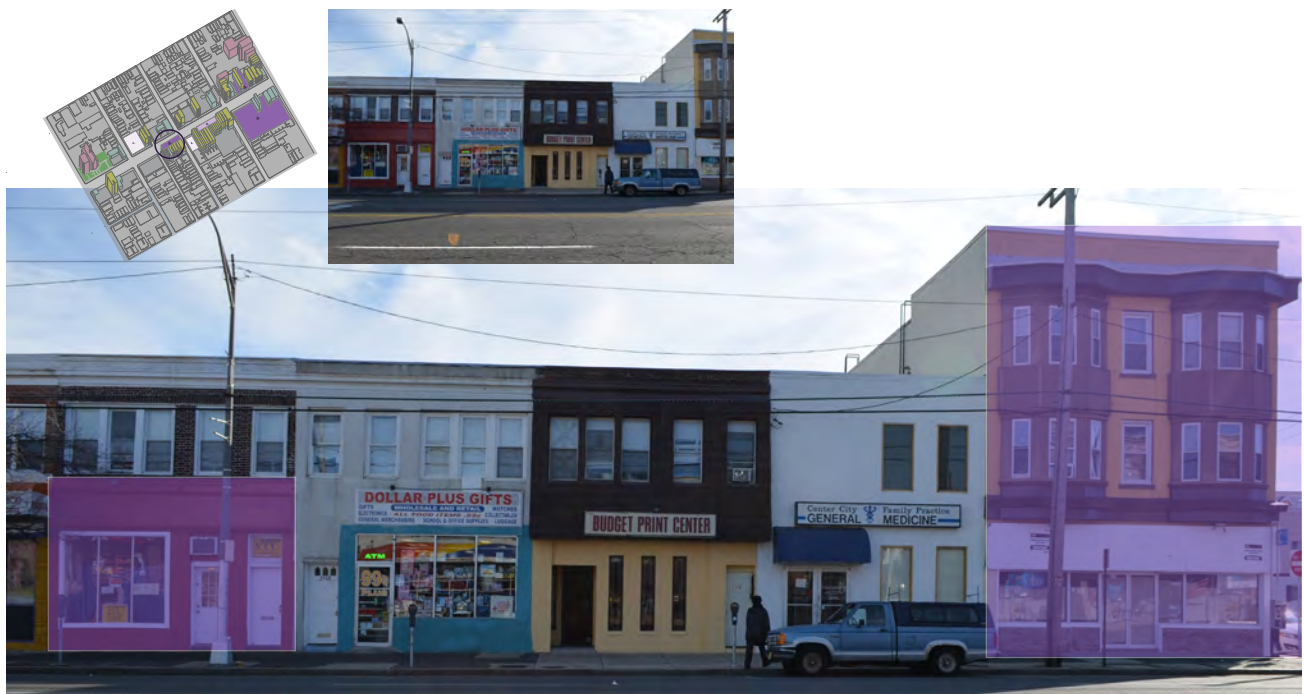

Figure 18: Photoshopped street elevation with vacant buildings highlighted

b. Infill Development at 2317 & 2321 Atlantic Avenues

In certain blocks the street rhythm is punctuated by small lots that could act as foundations for sensitive infill development [see section "6.4 Massing Development"] 2317 and 2321 Atlantic Avenues were chosen as two particular cases in which this would be particularly appropriate as it abuts Maria's Luncheonette and Pho Sydney – two local favorite restaurants.
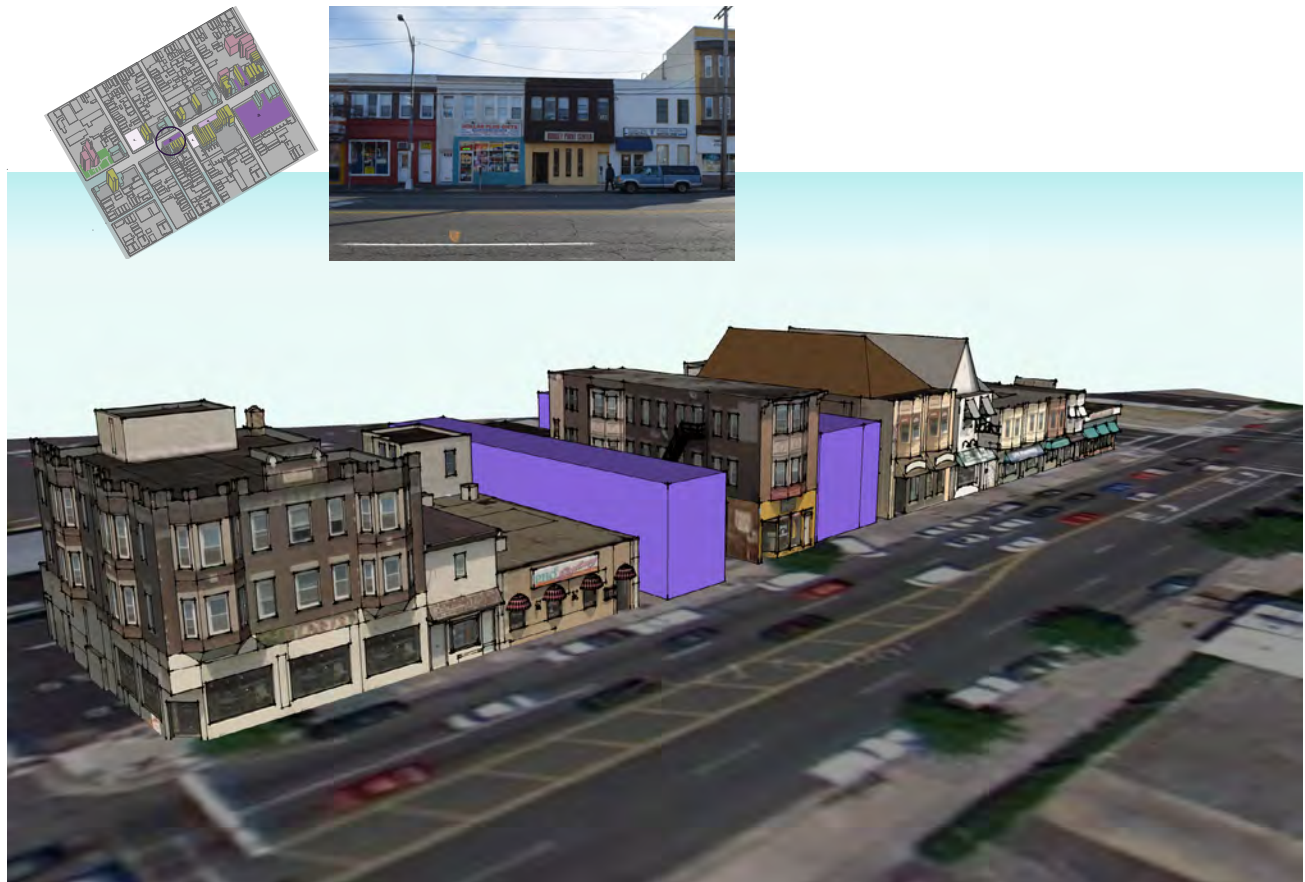

Figure 19: Google Sketchup model of farmers market at Florida and Atlantic Avenues[60]

c. Preservation Sensitive New Development at Georgia & Atlantic Avenues

      The final proposed intervention would be the construction of a new public marketplace. While historic preservation generally attempts to reuse existing buildings, there was not a vacant building noted within the study area that would be appropriate in both size and level. Thus, preservation sympathetic goals would be expressed through the objectives and design of a new public marketplace and aim to draw inspiration from historic public marketplaces. Indeed,

> "Markets release the creative, recreational, civic, and economic energies between the community and the individuals who compose it...The market provides a 'halo effect' in a community, and a vibrant market is auto-catalytic, producing positive feedback loops in civic, economic, and social life. Although the market represents the community, its connections, and its aspirations, it takes relationships between outsiders and insiders to catalyze these aspects of community and to take operational symbolic hopes individuals have for themselves and their community"[61]
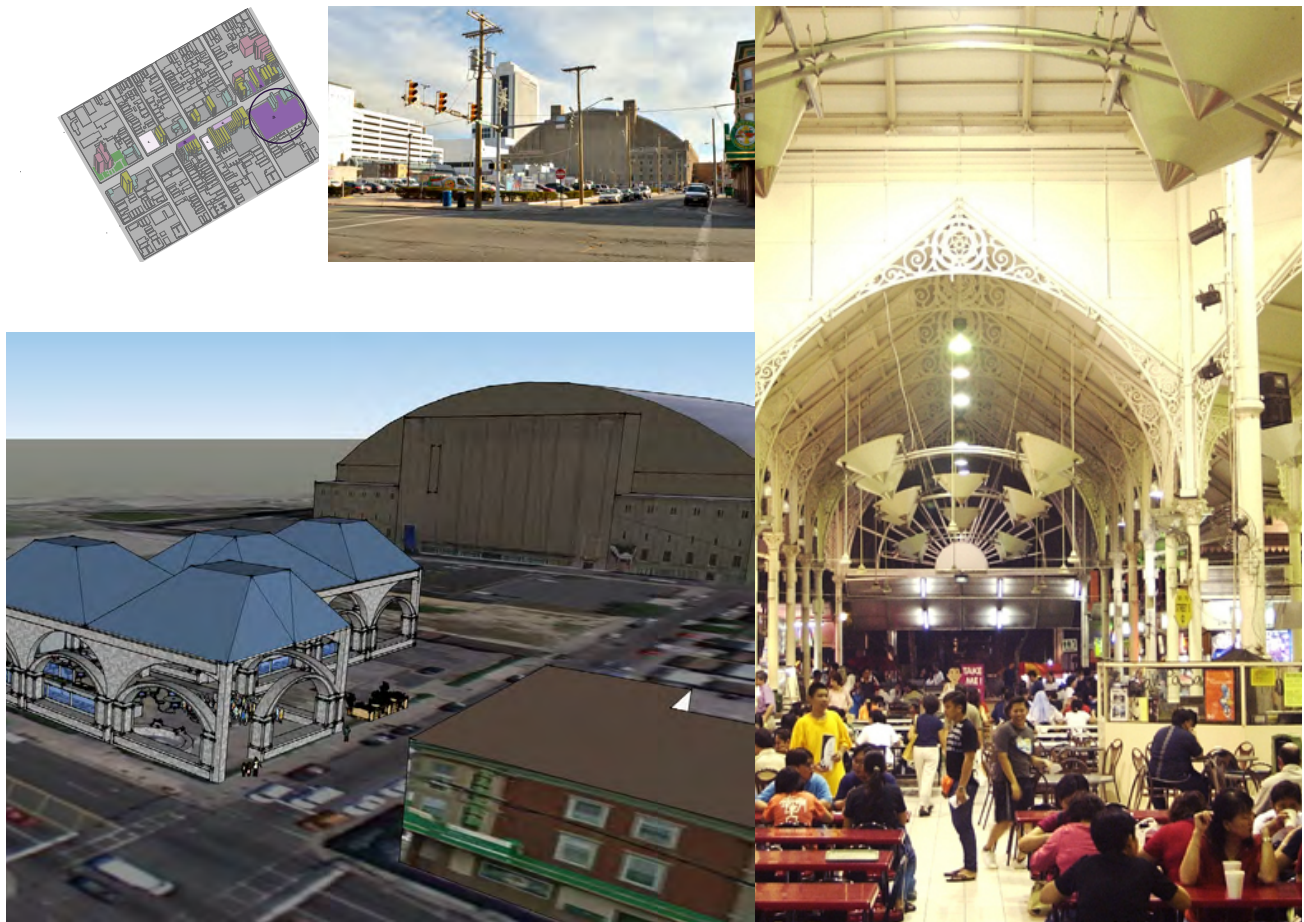

Figure 20: Google Sketchup model of food complex at Georgia and Atlantic Avenues[62]

Figure 21: Interior of Lau Pa Set historic hawker centre in Singapore[63]

The choice of this particular location at Georgia and Atlantic Avenues is due to the massive vacant lot size it presents. As the lot stands in shadow to the monumental Boardwalk Hall and is not too far from the massive outlets, it can then support the sensitive construction of a building that is larger than the normal Ducktown typology. Indeed, the estimated lot size as calculated through an online mapping area calculator estimate this lot to be roughly 35,699 square feet. Compare this to for example, the highly successful insertion of Trader Joe's within the city of Philadelphia that only comprises approximately 12,150 square feet and had originally been constructed at 9,650 square feet[64] It draws inspiration from "hawker centres" typically found in various Asian countries: food court esque constructions that can be open or closed depending on weather. One notable example is Lau Pa Sat, roughly translating to "old market" in Hokkien, in Singapore. Pictured below, its Victorian-era cast-iron structure completed in 1894 was rehabilitated by local firm DP Architects and is now a highly beloved community meeting point and draw for tourists alike[65]

CONCLUSION

"If vibrancy is people, and citizenship is creative, it follows that the more that citizens feel they are able to contribute to their public spaces, the more vibrant their communities will be. The core function of place, as a shared asset, is to facilitate participation in public life by as many individuals as possible. Ultimately the true sense of a place comes from how it makes the people who use it feel about themselves, and about their ability to engage with each other in the ways that they feel most comfortable"[66]

In interviews performed throughout the semester, themes of both food culture and Ducktown as a true neighborhood asset were brought up time and time again. The neighborhood of Ducktown presents a rich foundation from which to implement new strategies that can both empower and strengthen the local communities found there. Food has a universal, unifying appeal that transcends boundaries – by linking together the threads of food culture, diversity, and creative placemaking as grounded in historic architectural fabric, Ducktown can act as a prototype for the type of flexible preservation-sensitive intervention appropriate to Atlantic City.

Notes

1. Base maps provided by Sarah Moses.
2. Reina Chano, "Uncovering Ducktown: Documentation and Interpretation Project" Reviving the Escape: Preservation for the cause of progress in Atlantic City (University of Pennsylvania Historic Preservation. 2013)
3. Ibid.
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. Ibid.
9. Ibid.
10. Ibid.
11. Base maps provided by Sarah Moses.
12. John T. Cunningham and Kenneth D. Cole. Images of America: Atlantic City (Charleston, SC: Arcadia, 2000). Print.

13 Helen Tangires "Public Markets and Municipal Reform in the Progressive Era." National Archives and Records Administration (National Archives and Records Administration, 1994) Web.

14 Ibid.

15 Ibid.

16 Chano.

17 Karl de Vries. "Virtually All-white Margate, Diverse Atlantic City Illustrate Racial Divide." Nj.com. The Star Ledger, 05 June 2011. Web.

18 Chano.

19 Ibid.

20 de Vries.

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22 Ibid.

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24 Michael B. Katz. "Immigration as Urban Revitalization," Urban Link November 2013 - Volume 2013, Issue 9 (Penn Institute for Urban Research, 1 Nov. 2013) Web.

25 Ibid.

26 Ibid.

27 Ibid.

28 Ibid.

29 Ibid.

30 "Lighter, Quicker, Cheaper: Transform Your Public Spaces Now." Project for Public Spaces. Project for Public Spaces, Web.

31 Ibid.

32 Andrew Price, "Fine Grained," (Strong Towns Journal, 1 Dec. 2014) Web.

33 Jake Blumgart. "While Atlantic City's Casinos Struggle, Local Businesses Endure." (Philadelphia, Flying Kite Media, 4 June 2013) Web.

34 Ibid.

35 Ibid.

36 Craig Raphael, "Placemaking on America's Historic Main Streets" Project for Public Spaces, (Project for Public Spaces, 1 July 2010) Web.

37 Base maps provided by Sarah Moses.

38 Ibid.

39 "Schedule III: Schedule of Permitted and Conditional Uses" (Atlantic City: City of Atlantic City, 2012).

40 Ibid.

41 Ibid.

42 James Rojas "Latino Placemaking: How the Civil Rights Movement Reshaped East LA" Project for Public Spaces, (Project for Public Spaces, 5 March 2014) Web.

43 Base maps provided by Sarah Moses.

44 "Mobile Food Carts on a Roll" Project for Public Spaces, (Project for Public Spaces, 3 March 2010) Web.

45 Google Sketchup components imported from 3D Warehouse.

46 Cindy Nevitt, "First-ever Shore Food Truck Festival Gets off to a Tasty Start in Sea Isle." PressofAtlanticCity.com. Press of Atlantic City, 26 Sept 2014. Web.

47 Base maps provided by Sarah Moses.

48 Sara Tracey, "Food Truck Trend Growing despite Restrictive City Laws." PressofAtlanticCity.com. Press of Atlantic City, 12 Nov. 2014. Web. 01 Dec. 2014.

49 Ibid.

50 Ibid.

51 Ibid.

52 Ibid.

53 Ibid.

54 Ibid.

55 Kelly Verel, "New Research on Marketplaces as Catalysts for Community Development," Project for Public Spaces, (Project for Public Spaces, 28 April 2011) Web.

56 "New Report on Farmers Markets & Low-Income Communities" Project for Public Spaces, (Project for Public Spaces, 20 February 2013) Web.

57 Ibid.

58 Google Sketchup components imported from 3D Warehouse.

59 Mural by Victor Reyes.

60 Google Sketchup components imported from 3D Warehouse.

61 Megan MacIver, "New Research on Marketplaces as Catalysts for Community Development," Project for Public Spaces, (Project for Public Spaces, 6 May 2011) Web.

62 Google Sketchup components imported from 3D Warehouse.

63 Melissa Lin, "Lau Pa Sat Closes for $4m Facelift." SoShiok: SG's Yummiest Food News & Reviews (The Straits Times, 3 Sept. 2013) Web.

64 Natalie Kosteini, "Center City Office Tower Bolsters Retail Presence." Philadelphia Business Journal (Philadelphia Business Journal, 13 June 2013) Web.

65 Lin.

66 "How to Be a Citizen Placemaker: Think Lighter, Quicker, Cheaper" Project for Public Spaces, (Project for Public Spaces, 7 April 2010) Web.

6.6 Church of the Ascension
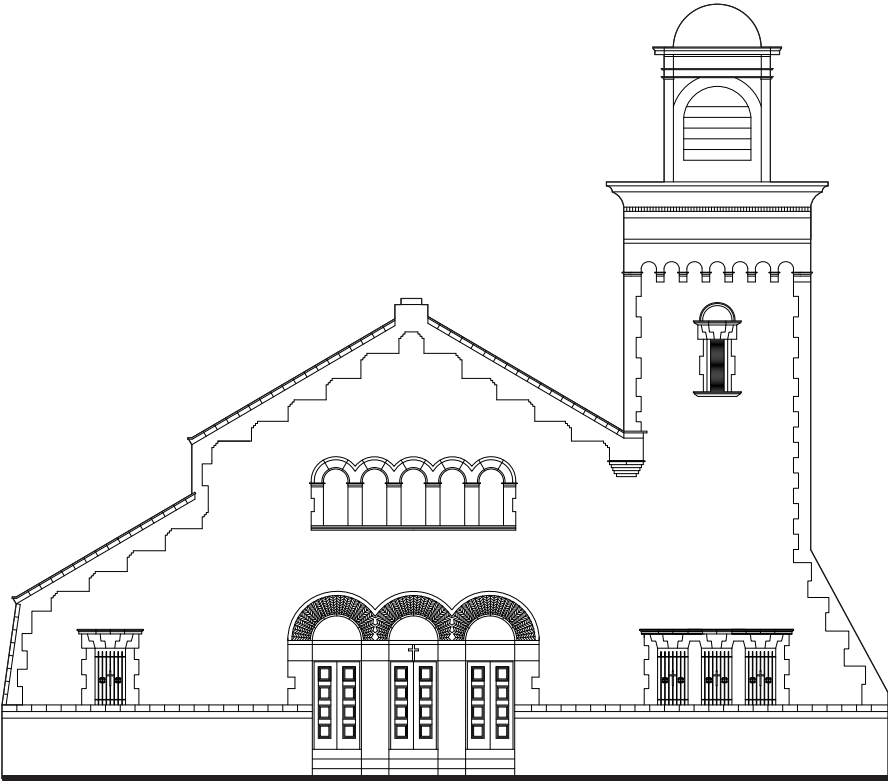
HISTORY

At the time of its incorporation in 1854, Atlantic City, on an island in the Atlantic Ocean, was seen as a prime location for development of a resort town. Although by 1874, nearly 500,000 visitors would come to the city during its peak tourist season, its permanent population was comparatively minimal at 1,043 in 1870 and 5,477 in 1880, a fact reflected in the almost uniformly impermanent wood construction in land use surveys through 1900.[1] The coexistence of vigorous permanent and impermanent building traditions lasted through the early decades of the twentieth century, after which the devastation caused by several fires was significant enough to warrant construction of a more solid, resistant building stock.

In the earliest decades of the city's history, church services, like many of the amenities and attractions in the resort, were exclusive to the summer months when the population swelled enough to fill scattered denominational churches to capacity. By the 1870s, devout Episcopalian residents, unsettled by the lack of year-round services at St. Mark's Episcopal Church, began the movement for permanent institution of religious services in Atlantic City. In 1879, when the summer tourist season was inaugurated, church services were decreed never to be suspended, as Alfred M. Heston, historian and author of Heston's Handbook: Atlantic City Illustrated, wrote: "The Church of the Ascension was organized as an all-the-year-round parish in 1879, principally through the efforts of Mrs Francis W. Hemsley the daughter of Bishop Underdonk and mother of Frederick Hemsley, present owner of the Hotel Brighton."[2] Indeed, the Hemsleys, whose son Frederick was grantor of the plot of land on which the church was built,[3] were parishioners of the church who did much to establish the year-round city; according to Heston, Francis Hemsley, in 1876, "announced that the Hotel Brighton would thereafter be conducted as an all-the-year-round hotel. Mr. Hemsley thus inaugurated the winter season which has contributed so much to the popularity of Atlantic City as a health resort. The winter and spring business at many of the hotels is now more profitable than the summer business."[4] In a distinctly Atlantic City story, Francis Hemsley had retired to Atlantic City "in the early 70's for the benefit of his health" before his death in 1882.[5]

The development of the church from a "frame chapel" at the intersection of Michigan and Pacific Avenues to the eclectic structure that still stands at the intersection of Kentucky and Pacific Avenues is best summarized by an entry in The Daily Union History of Atlantic City, New Jersey:

> "Rev. J. Rice Taylor, the first rector, began regular services in June, 1880, which have been maintained without intermission ever since. Under his direction, the parish was duly incorporated January 3, 1881, entering legally and canonically into possession of the church property. Rev. Wm. H. Avery succeeded to the rectorship in February 1882 and continued in charge for some years. In 1886, the vestry, seeking a more central and convenient location bought ground at Pacific and Kentucky Avenues and with the advice and consent of the canonical authorities removed the frame chapel thither adding an annex for Sunday school purposes. Rev. J. H. Townsend became rector December 1, 1891, and laid the corner stone of the present edifice April 27, 1893, which was completed by the liberal offerings of resident and transient worshippers and

opened for use May 13, 1894. This structure was designed by Mr. Lindley Johnson is in the Spanish Renaissance style and is a good example of a commodious yet inexpensive hard material building well adapted to the varying needs of this population and climate."[6]

The decision to commission Philadelphia-based architect Lindley Johnson for construction of the church is likely traceable to Francis Hemsley's son, Frederick, who had commissioned Johnson for the construction of a pair of residences in Germantown, Philadelphia, and six cottages in the Chelsea section of Atlantic City, including his residence at the intersection of Maryland and Pacific Avenues.[7] More recent history is lovingly supplied by the National Register of Historic Places Inventory — Nomination Form, which was initiated by members of the parish on the occasion of the church's centennial in 1984:

"The present lot was purchased in January 1886 and the wooden church was moved in the spring of that year. At that time, the entrance was on Kentucky Avenue.

The second rector, John H. Townsend assumed the pastorate in 1891. A dynamic priest, he immediately planned a new church building. The chimes were given by the Hemsley family, and Miss Josephine Fletcher organized and directed the boys' choir which took part in the first service, held Whitsunday May 13, 1894. In the fall of 1896, a pipe organ was installed and Mr. Alber Dietz came from New York City as the first full-time organist and choir master. In 1900 this office was filled by Mr. Alger E. Weeden, who held his post for forty years and left his imprint on both the parish and the whole community.The same year also saw the construction of the parish hall buildings as well as the beginnings of St. Augustine's and All Saints' Chapels, starting the realization of Father Townsend's dream of Ascension as mother church. Soon after, Church of the Good Shepherd was built in the inlet section.

… In this, our Centennial Year, we look forward to a second century of service as a missionary parish for Christ and His Church. The parish must stand as a witness to the Catholic faith of the Episcopal Church in downtown Atlantic City. In this time of citywide transition, the Church of the Ascension offers an enduring message: 'with God's help, we shall be of even greater service to the community: to His great glory. …

As of this writing (November 1983) there remains two Episcopal Churches in the City of Atlantic City — the Church of the Ascension and St. Augustine's. Where there were once five Episcopal Churches in Atlantic City there are now just two. The Church of the Ascension being the "mother church" must survive and become a landmark in the ever changing façade of Atlantic City."[8]

Thirty years after the wonder-filled nomination was written, the continued existence of the Church of the Ascension as a religious institution is far less certain for reasons enumerated below.

HISTORIC IMAGES

1880 This timber frame Church of the Ascension at Michigan and Pacific Avenues was moved to its present site in 1887 and demolished in 1893 to allow constuction of the present building.

Source: Library of Congress.

c. 1910 A postcard image reveals that the exterior of the church has been little altered in the intervening century, except for the unfortunate loss of terra cotta crucifixes and balustrades, and the demolition of the auditorium, the gable of which is seen in the distance.

Source: eBay
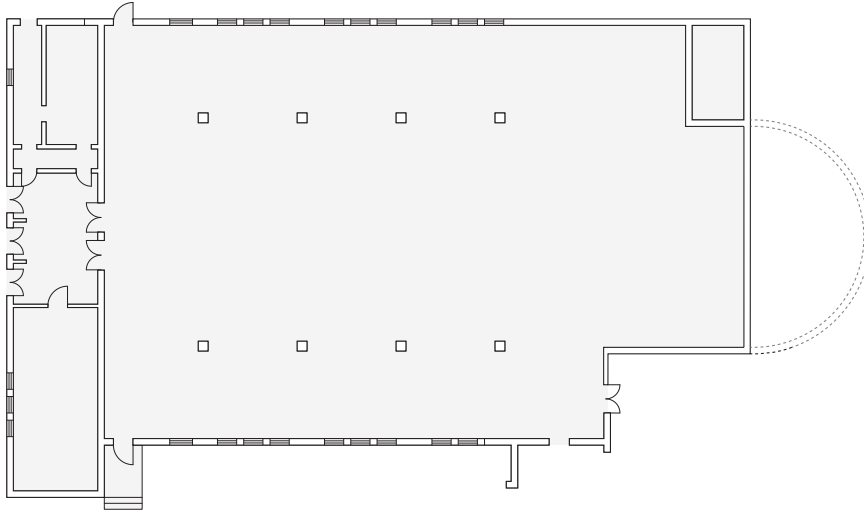
Historic Images, Continued

Both Images, Dates Unknown, Before 1916 Fire destroyed the adjacent hotel, then known as the New Dunlop Hotel, in 1916, killing five and damaging ten of the church's priceless stained glass windows. A secretary at the New Jersey Bell Telephone Company, across the street from Ascension, raised the alarm and was hailed as a heroine. The New Jersey Bell Telephone Company would erect a five-story office tower adjacent to the church, on the former site of the hotel, by 1924. *Source: Flickr*
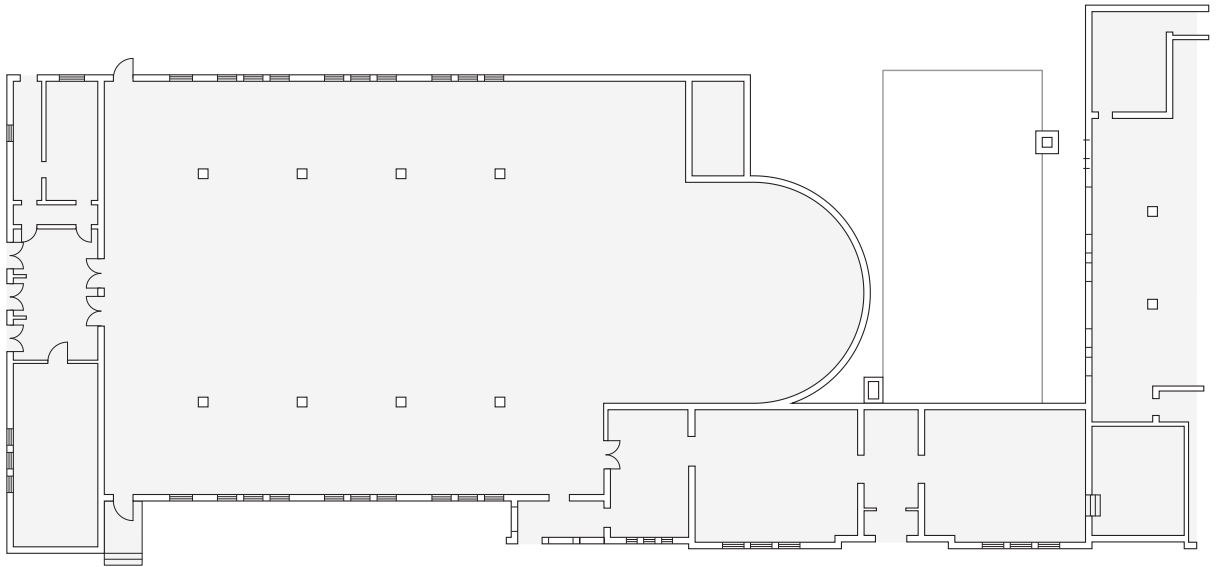
Visual Timeline

	1893
Overbrook Hotel, née New Dunlop, Hotel Abbey, PacificHotel	

Kentucky Avenue

1900 The Parish House and auditorium are designed and constructed, possibly by Lindley Johnson, who is still in active practice. These are executed in a manner meant to balance and unify the original composition through identical coloration and materials.

	1900
Overbrook Hotel, née New Dunlop, Hotel Abbey, PacificHotel	

Kentucky Avenue
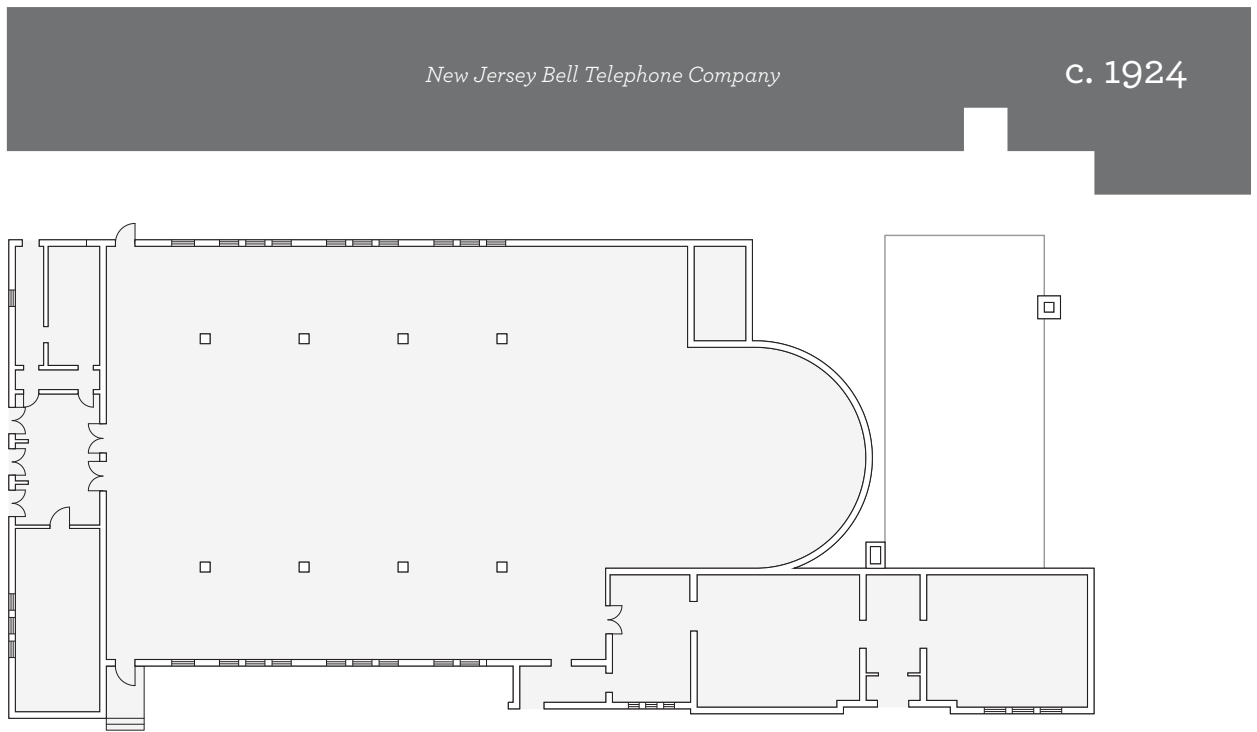
Visual Timeline, Continued

1916 Fire destroys the adjacent hotel and several timber frame residences, killing five. Though the press would report that the church was destroyed in the blaze, it survives with minimal damage except to ten stained glass panel adjacent to the hotel. Lavers & Westlake re-executes identical stained glass windows from original drawings, and all damaged windows are thus replaced. Months later, to complete the ccampaign of repair and improvement, heating is installed under pews and where indicated to keep parishioners warm during service.
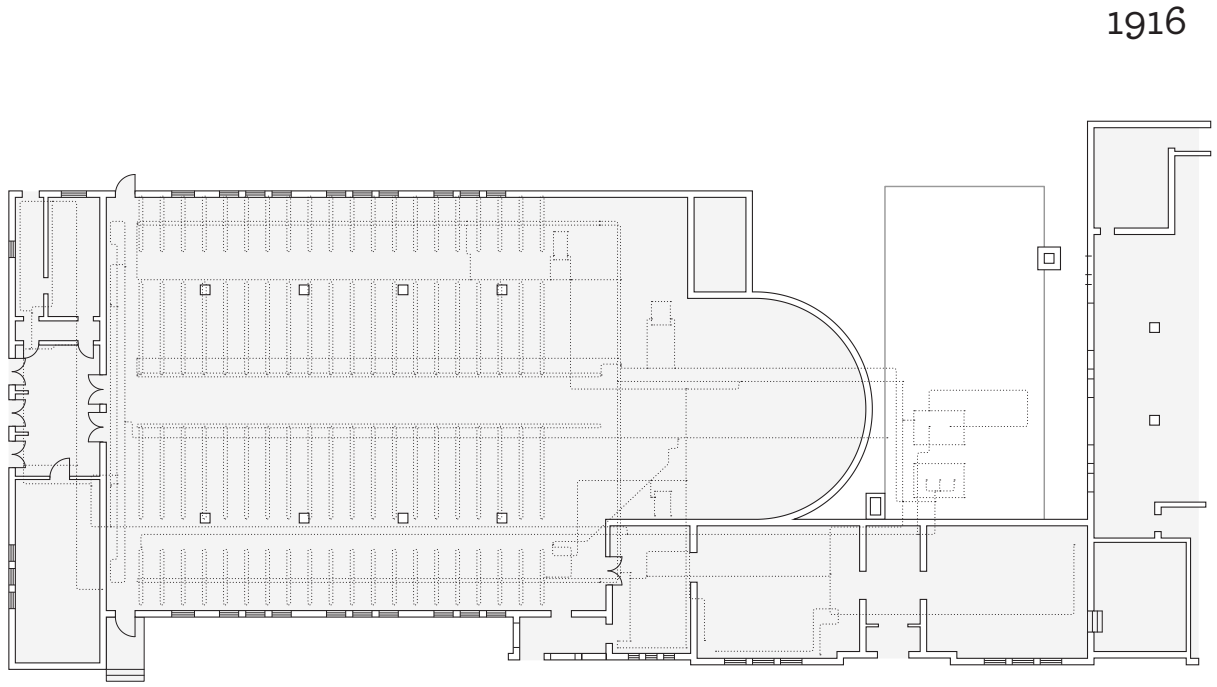
1916

Kentucky Avenue

c. *1924* The New Jersey Bell Telephone Company, which previously had an office across the street on Pacific Avenue, constructs a five-story office tower, purchasing and demolishing the church's auditorium in the process. Eminent Philadelphia-based ecclesiastical architect Frank Rushmore Watson, in 1922, completes improvements to the chancel, which include the addition of four D'Ascenzo Studios stained glass windows, above the cut line of this floor plan.
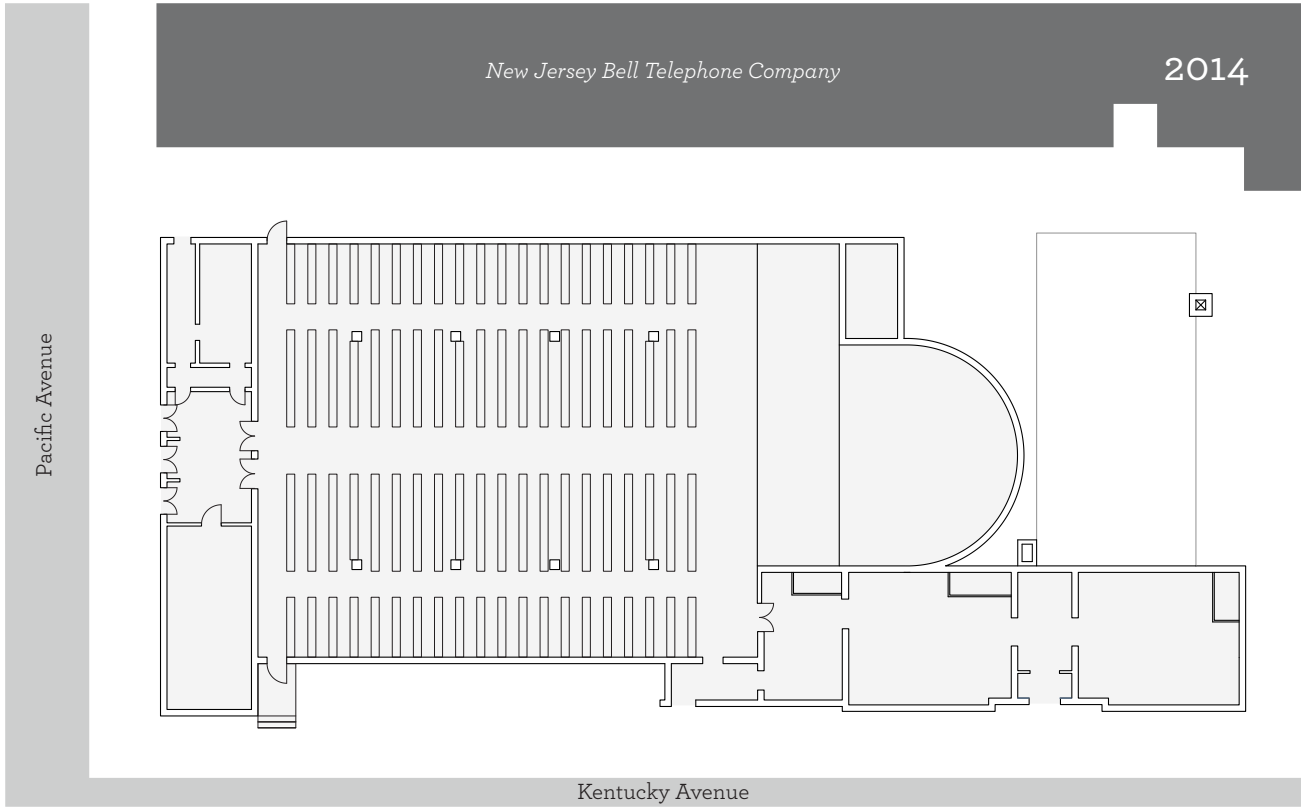
New Jersey Bell Telephone Company ### c. 1924
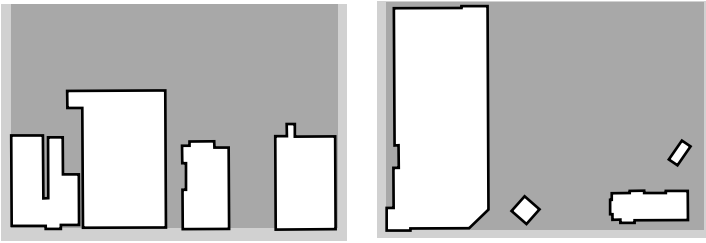

Kentucky Avenue

VISUAL TIMELINE, CONTINUED

New Jersey Bell Telephone Company   **2014**

Pacific Avenue

Kentucky Avenue

2014 The church site plan remains largely as it did in 1924 following the demolition of the church auditorium and sale of the lot on which it stood to the New Jersey Bell Telephone Company. The lot is now owned by Verizon, Inc., a communications company that absorbed the New Jersey Bell Telephone Company.
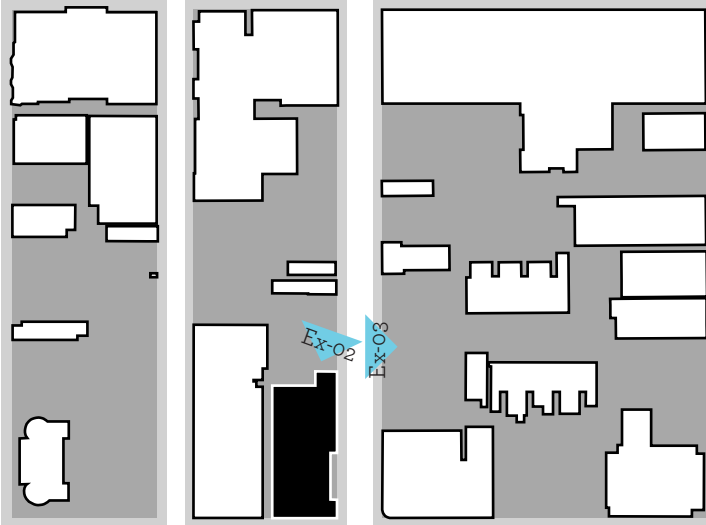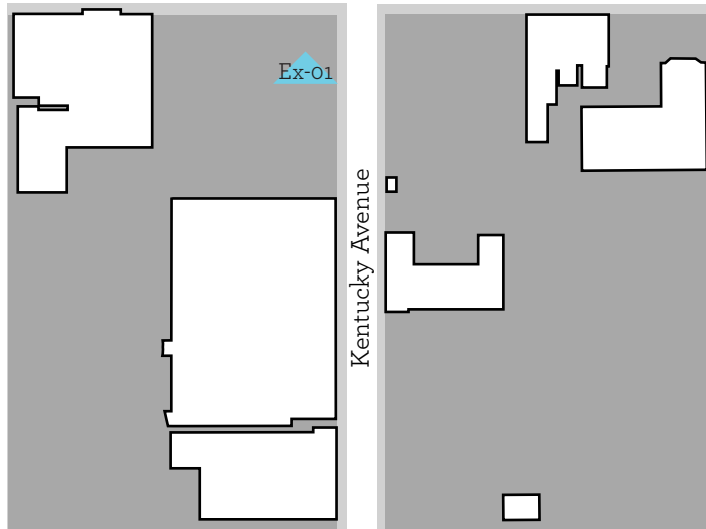
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Atlantic Avenue

Pacific Avenue

Kentucky Avenue

Ex-01

Ex-02

Ex-03

Parking Lot

IMMEDIATE AND LONG-TERM PRESERVATION ISSUES

a. Decline in Attendance

A self-reported 16,936 Atlantic City residents, or 42.68% of the 2014 population of 39,680, affiliate with a religious institution; of these, 0.39%, or sixty-seven individuals, affiliate with the Episcopalian Church, compared to 24.55% with the Catholic Church, 1.94% with the Baptist Church, and 1.42% with Judaism.[9] In 2010, in the metropolitan area that includes Atlantic City, Ventnor City, Brigantine, Pleasantville, and Hammonton, there were 1,062 affiliates of the Episcopal Church across seven congregations, among 117,189 residents who affiliate with religion; a further 157,360 residents do not affiliate with religion. The market for devout attendees of Episcopalian services in Atlantic City is in critical decline as the number of self-identified Episcopalian residents in the metropolitan area fell by 36.2%, or by a loss of 602 members, between 2000 and 2010.[10] Although more specific data on the Episcopalian presence in the city, rather than the county, is not available, it is likely that the decrease in population from 2000-2010 and concomitant 12.17% decrease in the number of senior residents, a demographic statistically more likely to affiliate with religion, has compounded an overall nationwide decline in the rate of religious participation.[11]

The Church of the Ascension has been reluctant to submit an accurate record of attendance to an annual Diocesan Convention, and as a result, the degree to which the church remains active is unknown; still, while Mrs. Gwen Franklin, treasurer and longtime parishioner, admits to having a greater number of affiliates "on paper" than in practice, current regular attendance by 27 parishioners seems remarkable for a church in the heart of what is now the Central Business District, beset with parking lots, and in an area of depopulation and religious divestment. While the public record of attendance features significant lacunae, a steady decline is detectable from a high of 550 affiliates in 1909, 96 from 2002 to 2005, 83 from 2007 to 2008, to the reported 44 in 2014; Sunday attendance has also fallen from a reported 44 from 2002 to 2005 to 27 in 2014.[13]
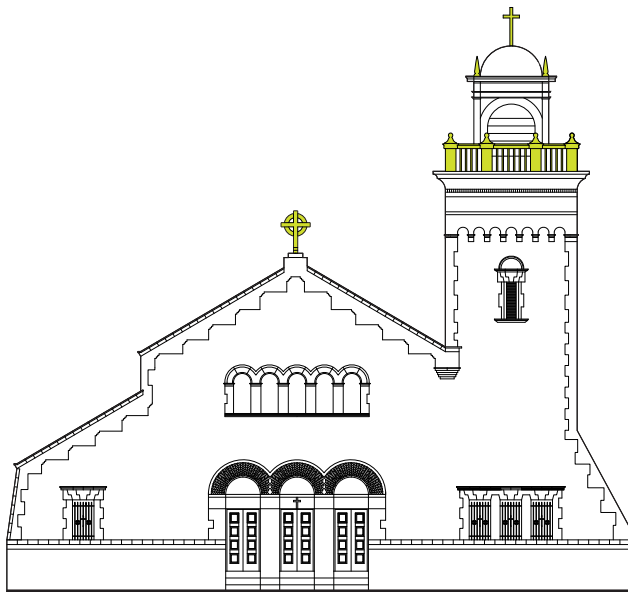
b. Aging Congregation

While the relative elderliness of the congregation is not an inherent issue, the lack of a generation poised to accept the Church of the Ascension as its heritage is worrisome, and as much a result of the lack of stewardship over the physical material of the building as the lack of a successor to inherit responsibility for the continuation of church activities. While the Church of the Ascension has been reluctant to share specific information regarding its parishioner demographics — except to note that the once-segregated Mother Church of Absecon Island has a more diverse constituency than ever before — Mrs. Gwen Franklin, at eighty-one, suffers functional mobility difficulties that hinder her active exhibition of the church to visitors, and has noted that the church's renowned organist, who continued the musical tradition that has been essential to the church since its inception, has retired to a nursing home, leaving an important aspect of service inactive and silent.[14]

c. Inscrutable Activity, Daunting Public Face, and Material Loss

While the National Register Nomination Form brightly notes that "the delicacy of the interior forms a marvelous contrast with the massive masonry of the exterior … the building survives in a remarkably complete state,"[15] the problematic implications of the exterior in the public realm are twofold. First, the large expanses of stucco, the apparent gravitas of the construction, the lack of light emanating from the interior, the presence of metal grills over dark stained glass at ground level, and the lack of illumination of the exterior of the church are elements that belie the warmth of the interior, the spirit of the congregation, and the existence of an active use, which is all but undetectable from Kentucky or Pacific Avenues. Second, while the interior defines the building to congregation members, the exterior reflects the church's role and image in public realm, as a physical landmark and as State and National Heritage that bespeaks the development of the year-round city. That the original terra cotta balustrades that adorned the exterior cupola, as well as terra cotta crucifixes which crowned the apex of the roof on both the Pacific Avenue elevation and the terminus of the gambrel roof at the chancel have been recently lost after over a century in place is evidence of a lack of sufficient investment in maintenance of the historic fabric of the church. Material loss presents an immediate threat to the integrity of the building as heritage, and the presence of superficial but highly visible conservation conditions are liable to misrepresent the incredible durability of the

Exterior Material Loss Since 2010

2010
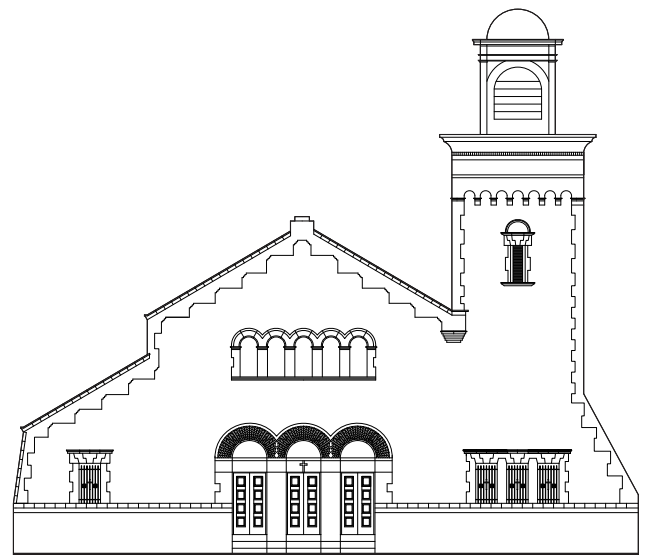
2014

building and vibrancy of its small congregation.

d. Lack of Public Outreach

An outdoor shrine with a statue of Christ was installed on the entrance porch on Kentucky Avenue in 1967[16] to allow the faithful twenty-four-hour access to a dedicated space of contemplation and prayer, though entrance to the church from this area, even during services, is forbidden. Prior to an embezzlement scandal that set the church into a legal and financial tailspin from 2007 to the present, pamphlets were often circulated to the public to encourage attendance of organ concerts, masses, and other events at the church, often printed with a section on the church's history taken directly from the National Register nomination.[17] While the church has described its status to the Episcopalian Diocese as "trying to recover from some fraud and misrepresentation of the past"[18] and has otherwise made no statement on the impact that embezzlement by its former rector has had on its public persona, its parishioners, or its trust of outside influence, it seems possible from the recent lack of pamphlets, invitations, or other modes of outreach that the attendees are still reeling from their former rector's betrayal of their trust and have been reluctant to involve the general community in their affairs. In light of the inscrutability of activity within the church, as described above, a lack of interface with the public only heightens the sense that the church is inactive, preventing any form of public support for its activities or advocacy for its continued presence from arising.

e. Diocesan Scrutiny and Dire Vital Statistics

Although there is no public record of the following, Mrs. Gwen Franklin notes that the Episcopal Diocese of New Jersey has raised the possibility of closing the church. While former rector Timothy Holder has been made to pay restitution to the church in the sum of $24,000 of the over $35,000 taken from the church,[19] the embezzlement scandal has brought negative attention to the church and its administration; a statement to the press from the Atlantic County Prosecutor's Office noted that the Church of the Ascension suffered financial hardship because of the theft and that defalcation had led to problems with state and federal tax authorities.[20] Although the church, as a religious institution, is exempt from property taxes, which have risen by 22% and 29% in 2013 and 2014, and although Mrs. Gwen Franklin insists that the church is in no immediate financial peril as a result of a substantial endowment, royalties from publication and performance of former rector Alfred Morton Smith's hymns, and access to the St. James' Endowment Fund for Mission and Ministry, which distributes interest accrued from the sale and dismantling of St. James Episcopal Church to other Episcopal properties in the Atlantic City metropolitan area,[21] the church's lack of contribution of its expected Fair Share of income to the diocese for support of mission activity, the bishopric, and activation of the St. James Fund places it under consideration for closure by the diocese.

The diocesan process for determining parish viability weighs a number of measures of parish health, including the number of registered parishioners, attendance at Sunday mass, the number of baptisms, funerals, and marriages performed, enrollment in religious education courses, the existence and vitality of a parish school, the material condition of parish buildings, and parish finances. Some of the more progressive and lenient dioceses consider whether the church serves a particular immigrant group as well as efforts made to sustain and grow the congregation in the recent past. By all of these metrics, the Church of the Ascension is failing.

The most recent accounting of vital statistics within the diocese lists 27 active members of the

Church of the Ascension, making it the eighth least active of 149 churches overseen by the diocese, after six churches with zero attendees and one, in Milville, with 17; with an average attendance of 17, the Church of the Ascension is the third least attended during Sunday mass of the 149 churches overseen by the diocese.[22]
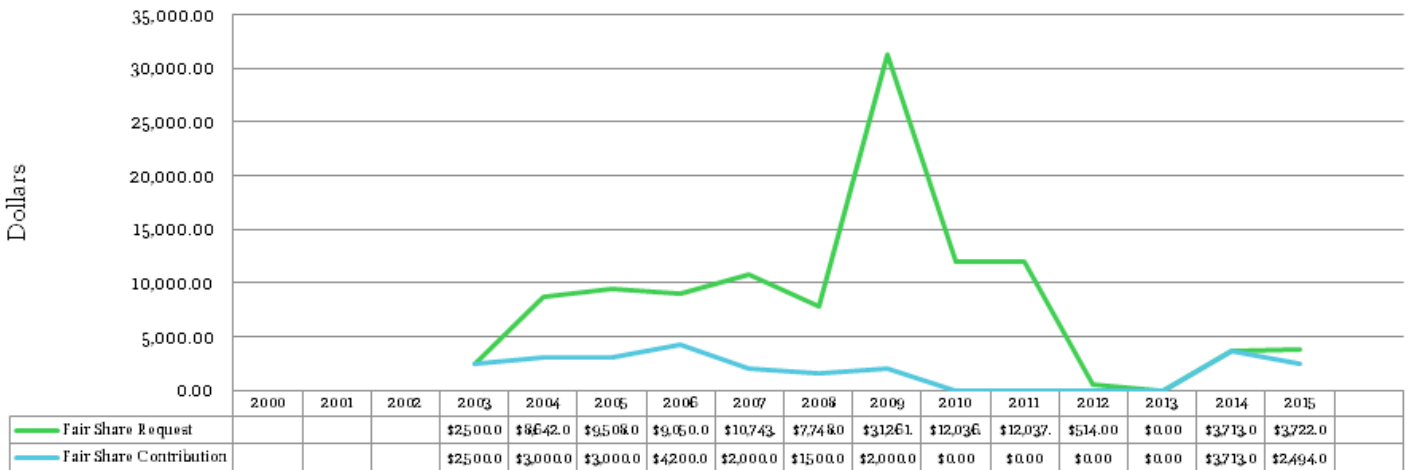
The most recent Diocesan Convention report, published 2014, ranks Church of the Ascension 131 of 149 churches in terms of income, and although the expected 2014 Fair Share contribution has been met by the church, the last decade of financial reports reveal that only during two other fiscal years has the expected contribution been met — once, in 2013, when the expected contribution was $0.00
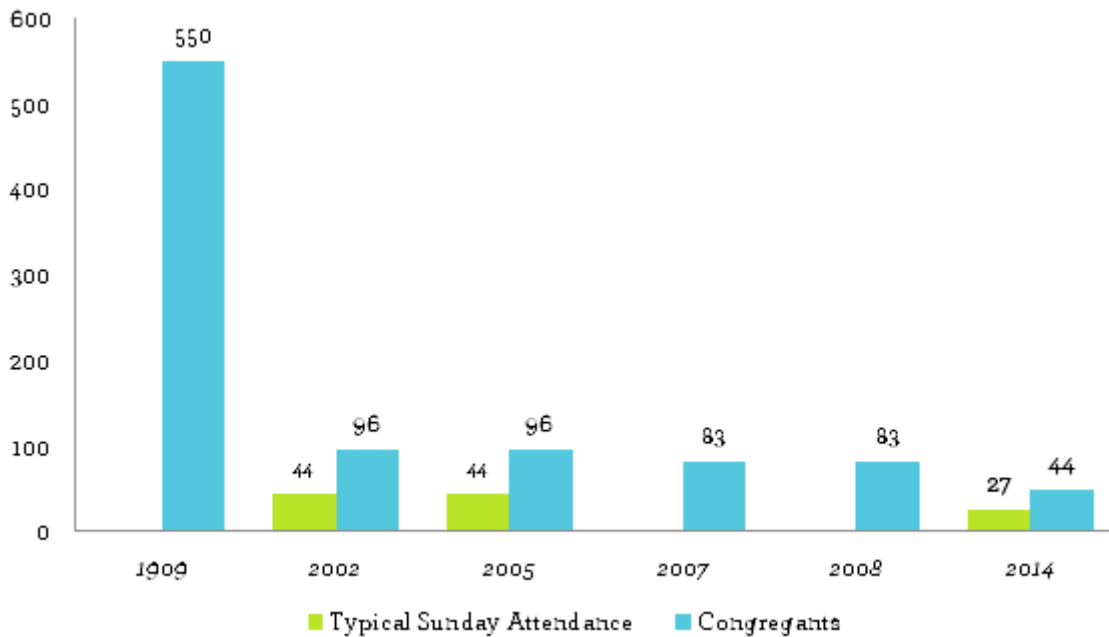
Fair Share Request vs. Contribution

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Fair Share Request				$2500.0	$8642.0	$9508.0	$9050.0	$10,743.	$7,748.0	$31261.	$12,036	$12,037.	$514.00	$0.00	$3713.0	$3722.0
Fair Share Contribution				$2500.0	$3000.0	$3000.0	$4200.0	$2000.0	$1500.0	$2000.0	$0.00	$0.00	$0.00	$0.00	$3713.0	$2494.0

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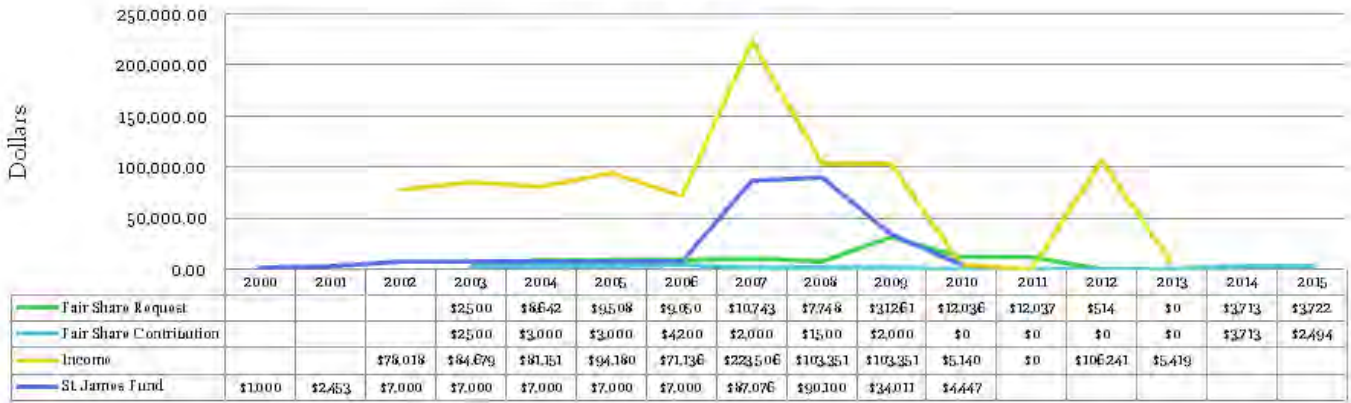
to reflect ongoing legal and financial repercussions of the embezzlement scandal, and in 2003, after which disparities of as much as $12,047 between the expected contribution and actual contribution persisted. While the church's income, in the $71,136 to $223,506 range in the past decade except during periods of ongoing litigation, seems robust in light of a small congregation to support and a

Income vs. Fair Share

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Fair Share Request				$2,500	$8,642	$9,508	$9,050	$10,743	$7,748	$31,261	$12,036	$12,037	$514	$0	$3,713	$3,722
Fair Share Contribution				$2,500	$3,000	$3,000	$4,200	$2,000	$15,00	$2,000	$0	$0	$0	$0	$3,713	$2,494
Income			$78,018	$84,679	$81,151	$94,180	$71,136	$223,506	$103,351	$103,351	$5,140	$0	$106,241	$5,419		
St James Fund	$1,000	$2,453	$7,000	$7,000	$7,000	$7,000	$7,000	$87,076	$90,100	$34,011	$4,447					

lack of property taxes to pay, the amount of money required for annual operation and maintenance of the church is not known.[23]

f. Financial Mismanagement and Uncertainty

As outlined above, though the church insists that it is not in immediate financial peril, its lack of contribution to the diocese and lack of investment in maintenance are detrimental to its perception as a vital and vibrant asset to the city, and could have dire consequences should the diocese decide to shutter the church.

g. Misunderstanding of National and State Register-Offered Protection

A perception persists among parishioners that the designation of the Church of the Ascension to the National and New Jersey Registers of Historic Places offers inbuilt prestige and protection for the parish from loss of access to their space of worship.[24] In actuality, the lack of outreach and promotion of the church's activities does much to subvert whatever prestige is gained from inscription to the National Register, and designation offers no protection from the decisions of the diocese. Furthermore, the National and State Historic Register nominations were initiated and pursued by members of the church rather than by an outside body which recognized the historic worth of the Church of the Ascension. If the church does not begin to advocate on its own behalf through increased visibility and outreach, it loses the potential benefit of being in the public eye and appreciated for its history, its grandeur, and its enrichment of the lives of those to whom it ministers.

h. Lack of Adjacent, Supportive industries

Though once set within a boulevard of grand apartments, hotels, and the first civic institutions

to cater to the aseasonal, resident population in Atlantic City,[25] the Church of the Ascension is now sandwiched between parking lots to the north — once the site of its auditorium, which was sold to and demolished by the adjacent Bell Telephone Company during the Great Depression — and across Kentucky Avenue. The lack of a vibrant street life surrounding the church means the lack of a critical mass to regard it as an essential part of their experience of the city, or to take interest in its public events and activities. The lack of supportive adjacent industries might be remedied by a shared use or adaptive reuse scheme [See: Scenarios II and III, below.]

In light of the above complications, three distinct scenarios are possible in the near future of the church:

Scenario I: The Church of the Ascension Remains an Active Church
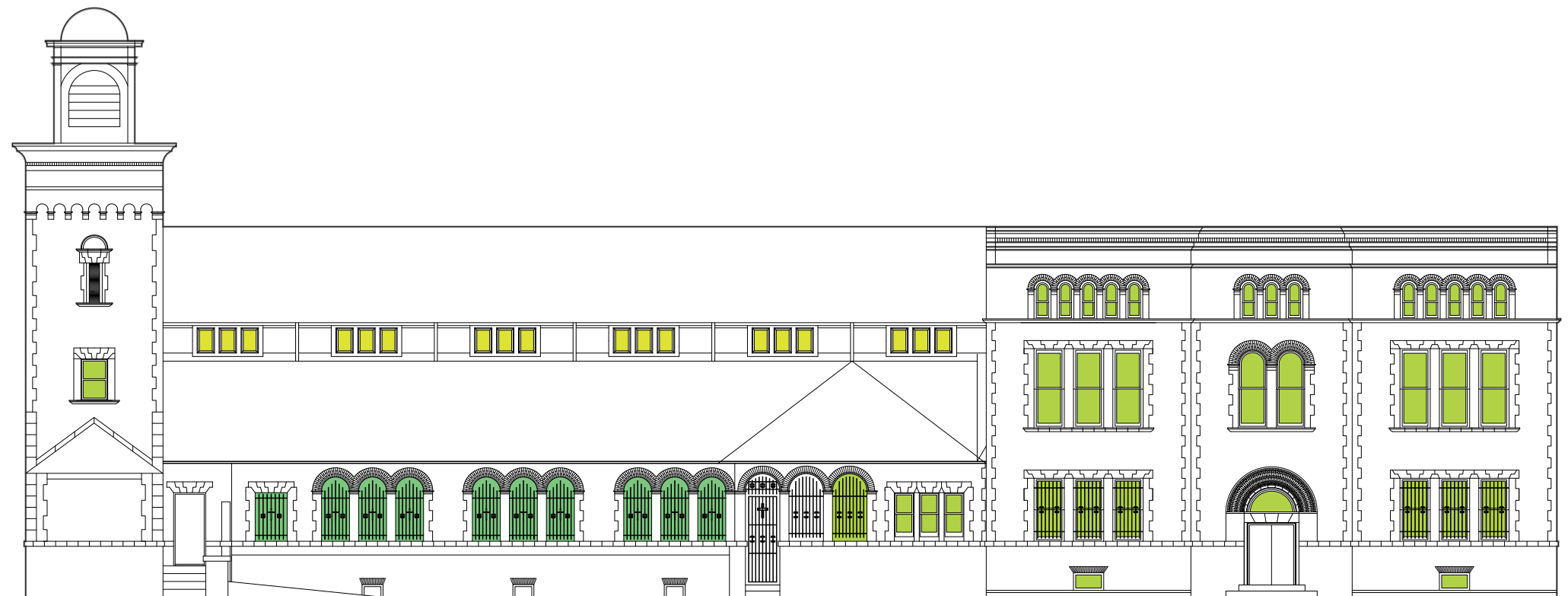*Scenario II: The Church Retains an Active Religious Function and Supports a Shared Use*
Scenario III: The Church is Desanctified and the Building is Adaptively Reused

The implications and subtleties of these scenarios are detailed below.
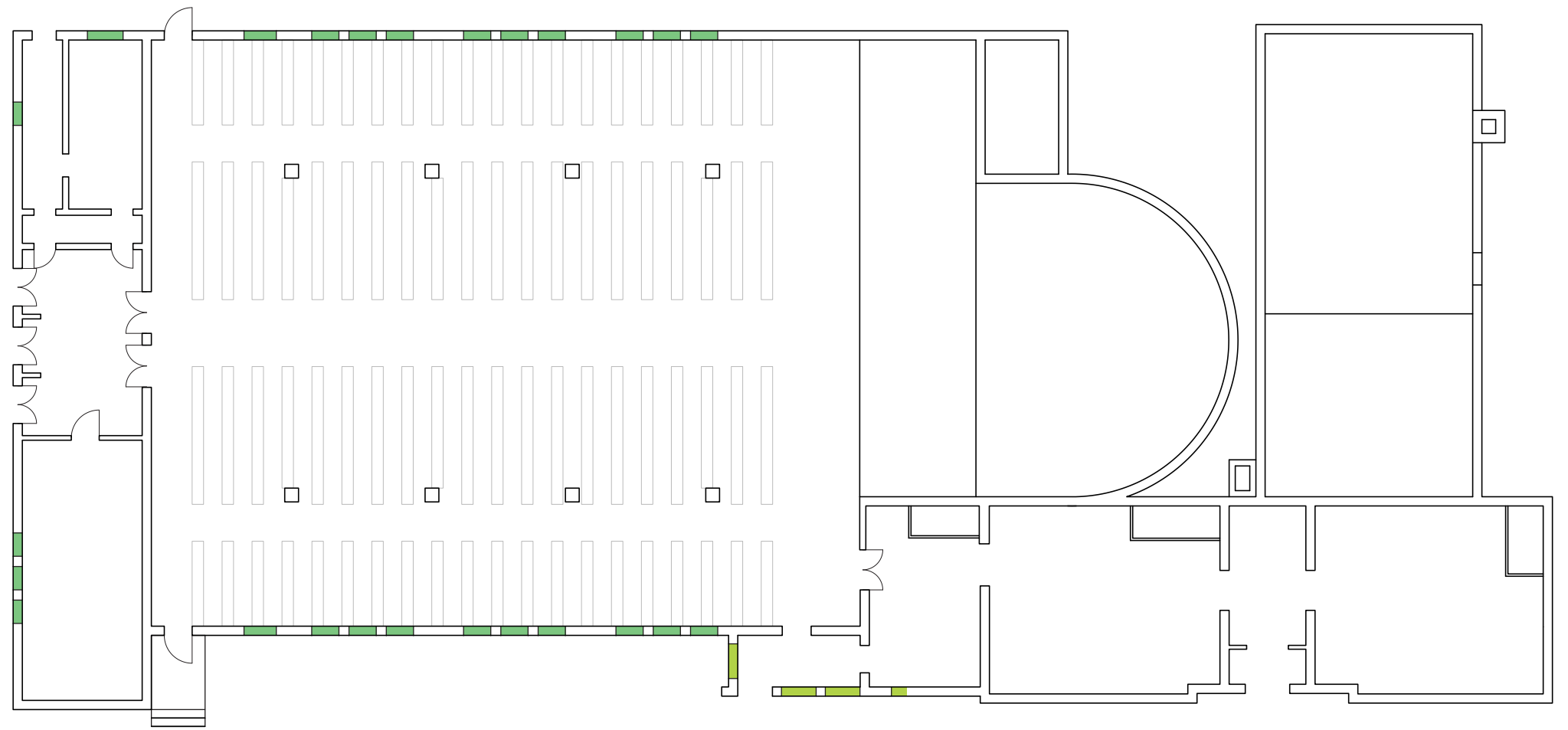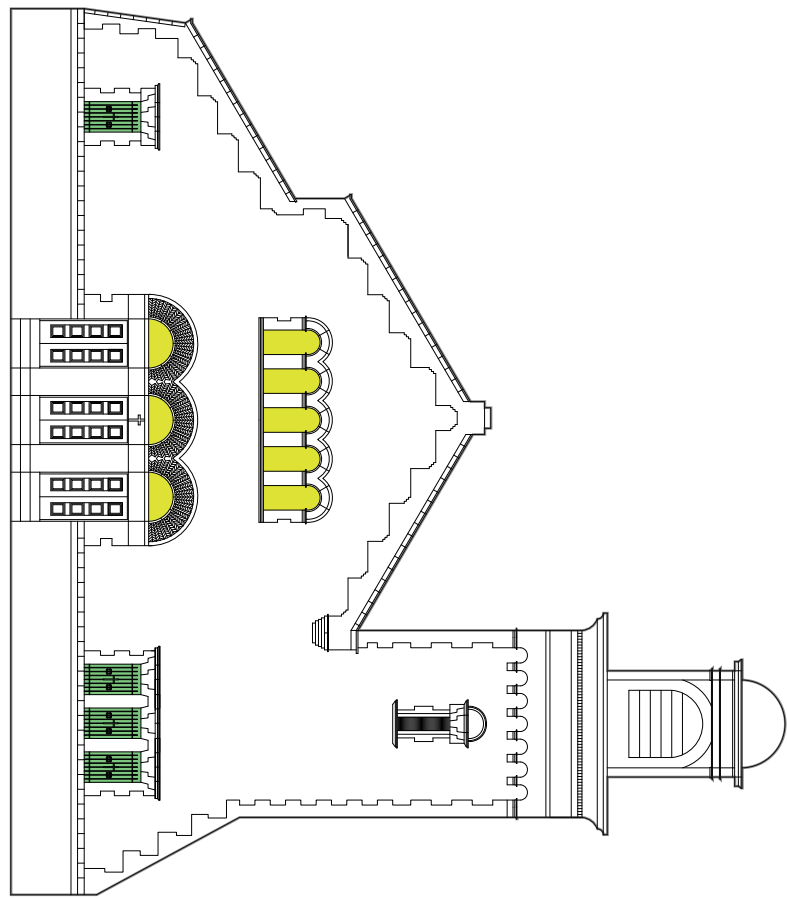
Clear Glass
Lavers & Westlake Glass
Other Original Stained Glass

Low Tolerance For Change in Sanctified Spaces
Lavers & Westlake Stained Glass Key, East Elevation

⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨

I-01

I-02
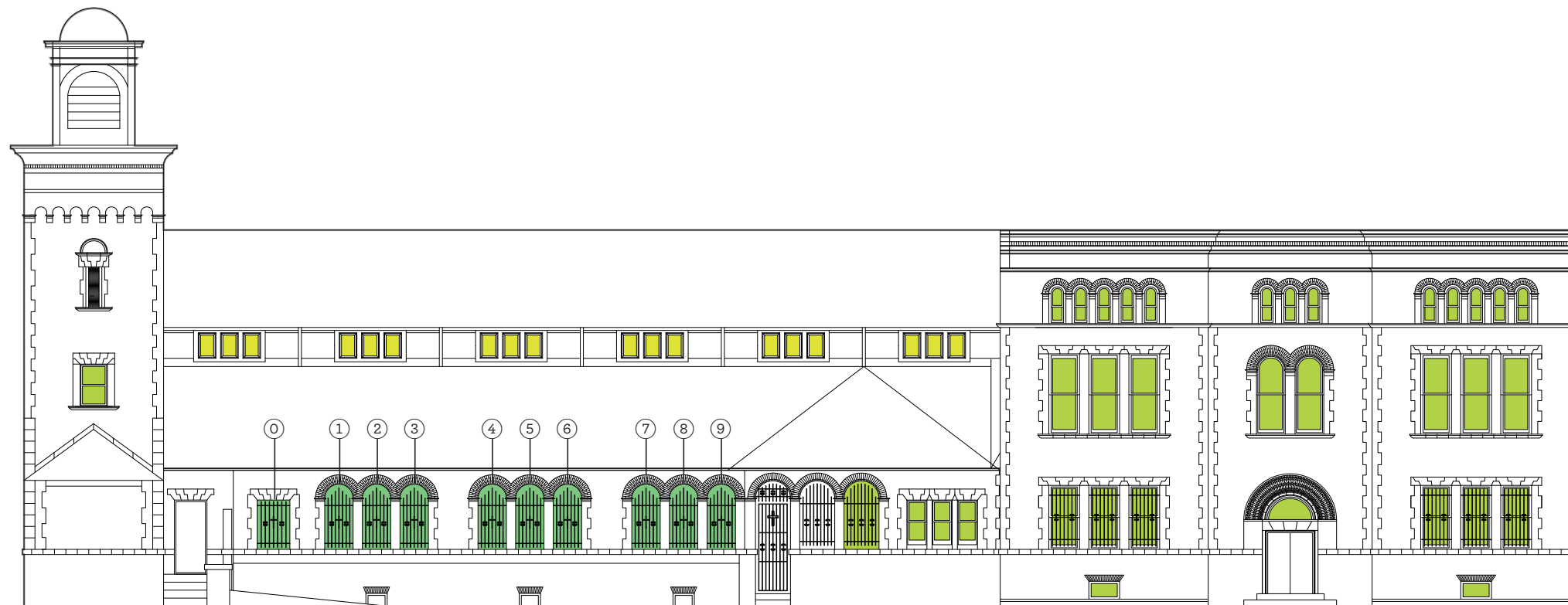
Photographs, Mary Feitz

Sanctuary Interior and Image Key

Low Tolerance For Change in Sanctified Spaces

I-01   I-02

Kitchen   Assembly

Photographs, Mary Feitz

2nd Floor Interior and Image Key

High Tolerance For Change in Parish House
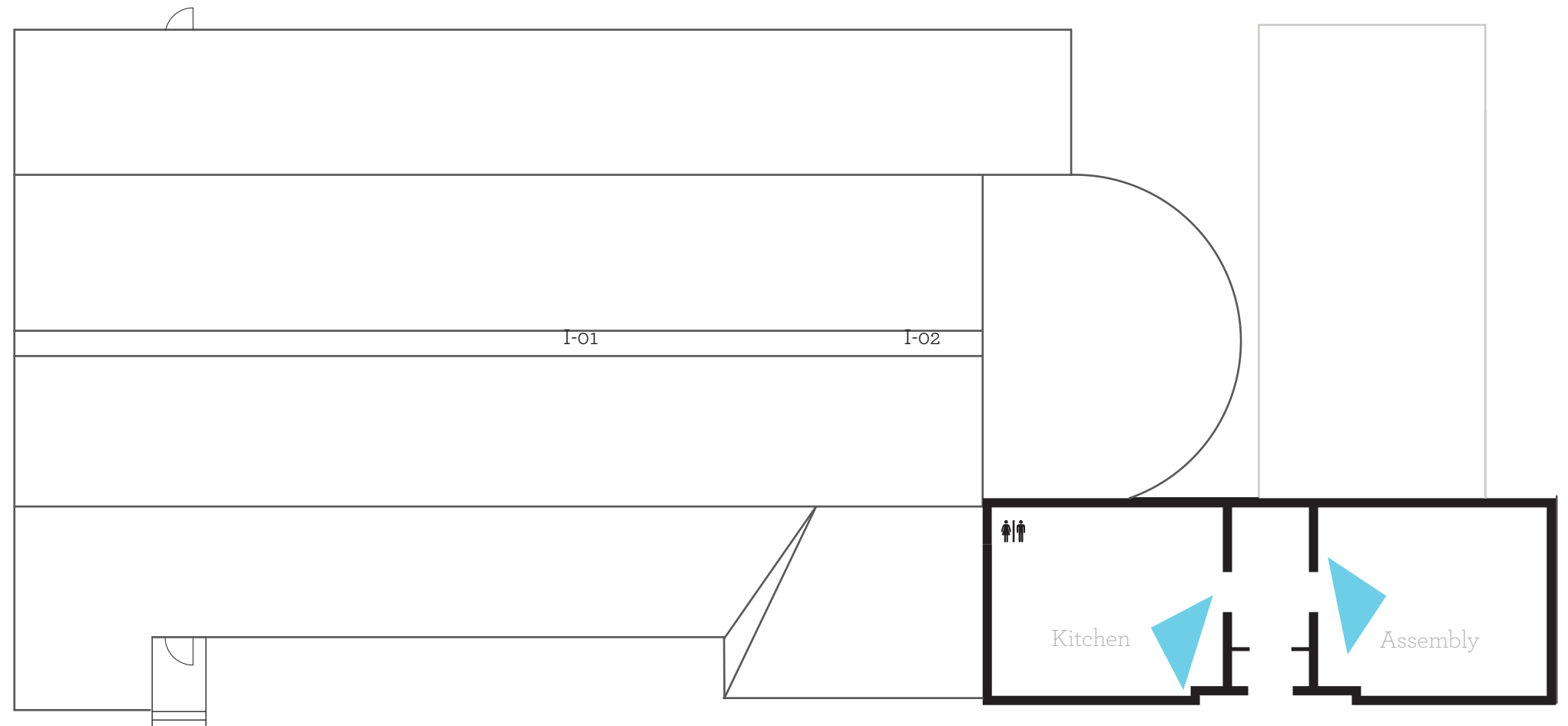
Pi-01

Pi-02

Pi-01

Pi-02

Square Footage Calculation

Division of Interior Space: Sanctified Spaces in Green; Secular Spaces in Blue

Pacific Avenue

Kentucky Avenue

275
275
370
5535
80
246
813
514
167
505

Office
Narthex
Chapel
Aisle
Nave
Aisle
Organ
Choir
Chancel
Chapel
Vestry
Reading
Hall
Music

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Scenario I: The Church of the Ascension Remains an Active Church
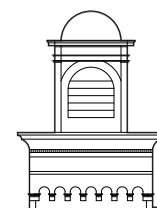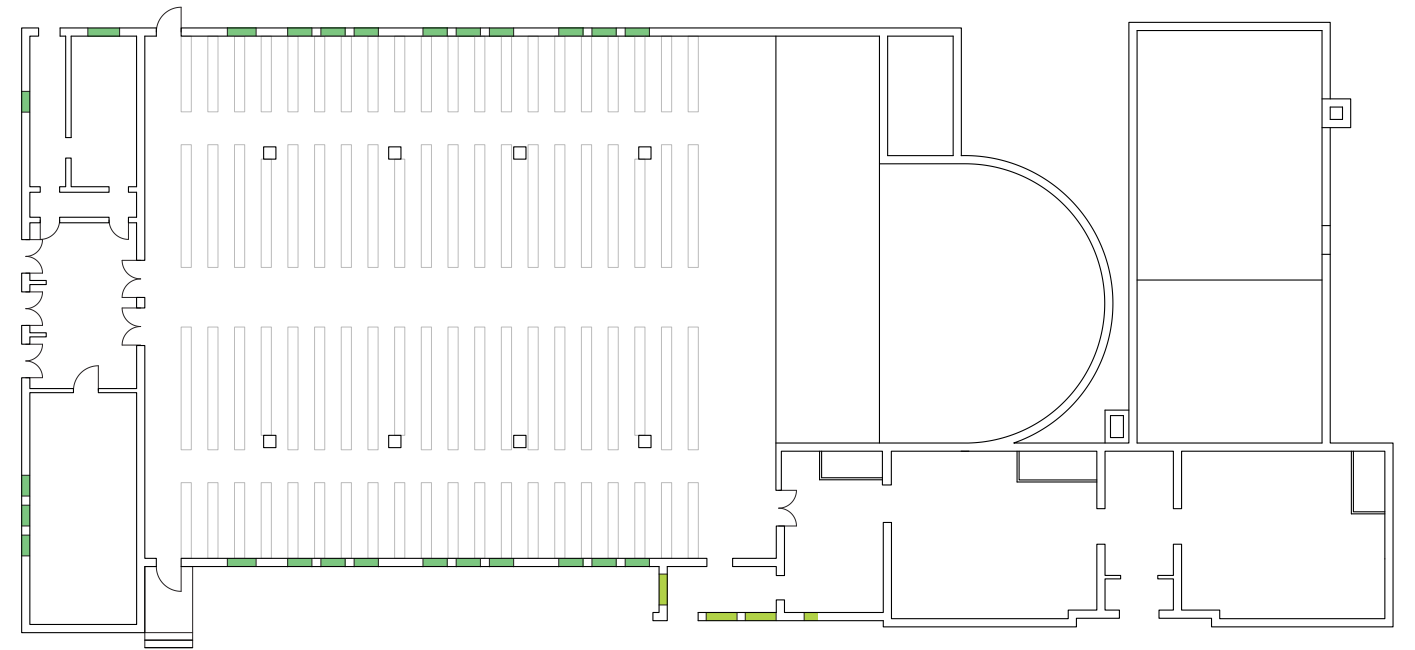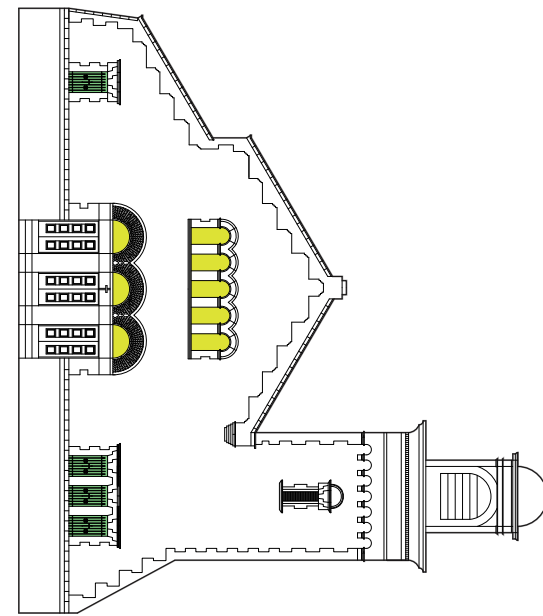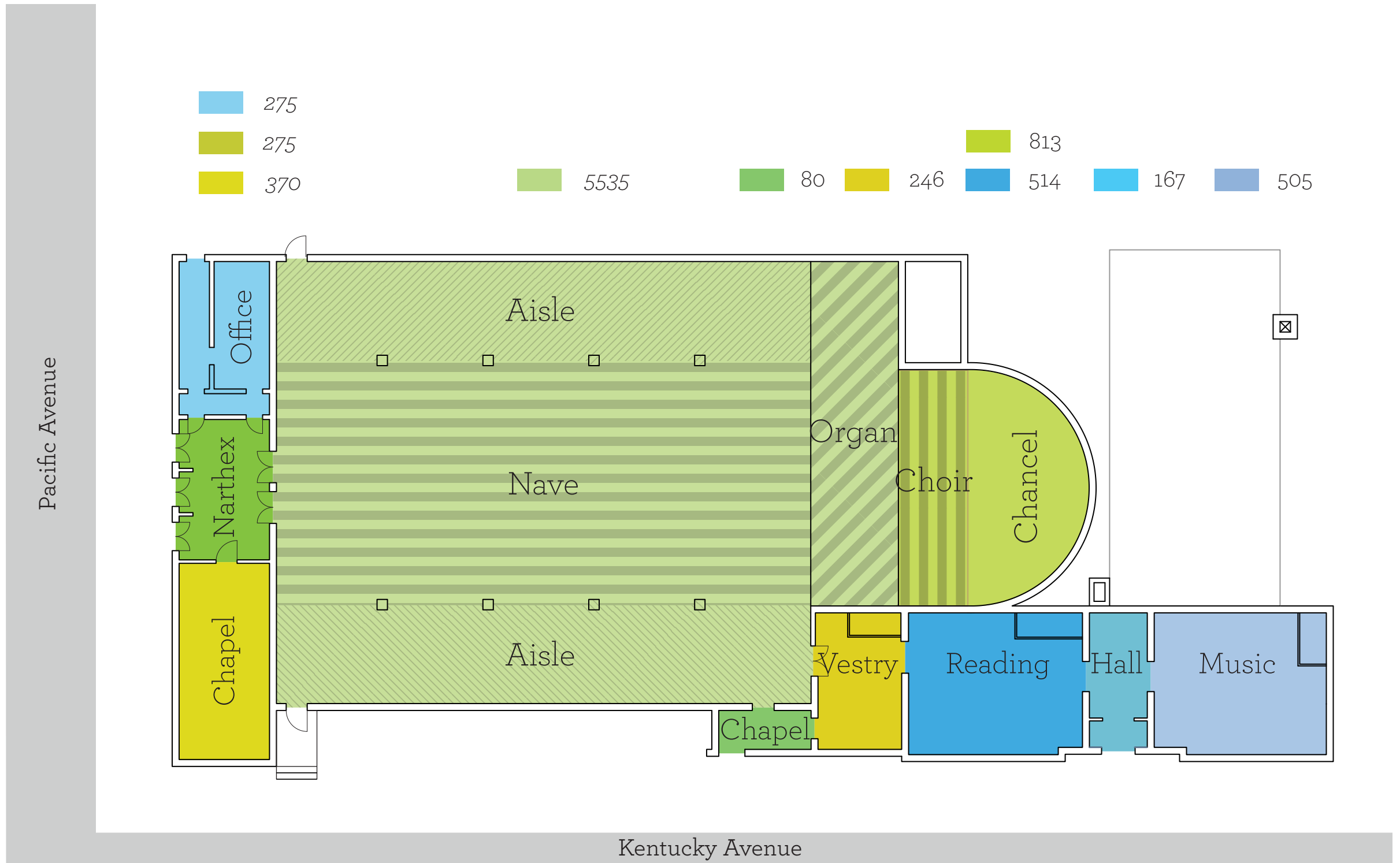
With immediate and strategic action taken by the Rector, Wardens, and Vestrymen of the Church of the Ascension to secure the church's continued place as a testament to and inextricable component of the city's rich history, to ensure greater involvement by the public, and to appease the Episcopal Diocese of New Jersey, the Church of the Ascension might well remain an active institution, even in the face of depopulation, religious divestment, and heightened scrutiny In this scenario, which is admittedly optimistic, preservation is adopted as the treatment for the entirety of the church complex; in the absence of historic resource legislation specific to Atlantic City, the recommendations that follow defer to the Secretary of the Interior's Standards for the Treatment of Historic Properties, the principal document of reference in preservation practice in the United States, which serves as a guideline for state and national preservation efforts.

Preservation is defined by the Secretary of the Interior as follows:

> "The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project."[25]

Preservation is considered an appropriate course of action:

> " ... When the property's distinctive materials, features, and spaces are essentially intact and thus convey the historic significance without extensive repair or replacement; when depiction at a particular period of time is not appropriate; and when a continuing or new use does not require additions or extensive alterations, Preservation may be considered as a treatment."[26]

Because the physical material of the Church of the Ascension is in remarkably good repair, preservation, rather than restoration, renovation, or reconstruction, which typically involve or necessitate greater material loss, seems an apt fit for treatment of the church in its present state. The Secretary of the Interior's Standards for Preservation further offers the following parameters to guide treatment, and which are relevant to the recommendations that follow:

> "1. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.
>
> 2. The historic character of a property will be retained and preserved. The replacement

of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided. …

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture."[27]

For the Church of the Ascension to retain an active spiritual function, the Rector, Wardens, and Vestrymen of the Church of the Ascension must recognize their urgent need to act and must remedy a dire lack of investment in the future of the church, and would be advised to heed the following recommendations:

Stabilize material deterioration on the exterior of the church, including cracks in stucco and mortar loss.

As stated above, the exterior reflects the Church's role and image in public realm, as a physical landmark and as State and National Heritage that bespeaks the development of the year-round city. Material loss presents an immediate threat to the integrity of the building as heritage, and the presence of superficial, but highly visible conservation conditions are liable to misrepresent the incredible durability of the building and vibrance of its small congregation. While replacement of lost material is outside of the scope of strict preservation, as defined above, it is possible that balustrades, crucifixes, and other non-structural exterior terra cotta features that were removed due to weathering are in the possession of the church and can be restored.

Initiate documentation of the church's current condition and maintenance of archives.

The nominations to the National and New Jersey Registers of Historic Places, written in 1984, note that the church retained the August 16, 1916 blueprint by Stewart A. Jellett Co. for installation of radiant heating. This document, as well as untold others, has since been lost in the December 2014 transfer of materials from the Parish House to the office that fronts Pacific Avenue.[28] While a copy has been attained served as a basis for documentation included in this report, the loss of materials meant to be protected by the Church, and which represent its architectural, social, or spiritual development, should be avoided at all costs. Extensive archival research in both Philadelphia, where the church architects and several artisans involved in the design of the church were based, and Atlantic City unearthed neither original architectural drawings nor lost materials, but did uncover documentation of which the current church administration was unaware. Part of the intent of this report is to provide base documentation, in the form of floor plans, elevations, and text, to allow a more thorough assessment by those with a greater degree of access to the church; while included documentation is based on

extensive photography, archival research, and measurements taken on-site, more extensive documentation is impossible without greater cooperation by the church with a survey team or less restricted access to the church interior. Documentation both encourages careful looking at the building, which can further aid in the diagnoses of conservation conditions and targeted solutions, and forms a record of the building over time and in the face of closure.

Prioritize maintenance and renewal of mechanical systems.

While original, functional radiators and furnaces remain on the interior of the church, antiquated pipe networks that deliver heat and water to the interior have become less reliable and, at the time of this writing, were under repair to address a lack of heat in the sanctuary. While the extent to which the church is reliant in-part upon the network laid in 1916 is unknown, a lack of usable facilities — in particular, due to a loss of heat in winter months — discourages occupation by parishioners, who most value the church in its current state. Further, a rupture in the system can cause leaks, flooding, freeze-thaw conditions, and other physical damage to the material integrity of the church, and should be anticipated and avoided. As stated in the Secretary of the Interior's Standards for Preservation, "sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project."

Increase compliance with the Americans with Disabilities Act Standards for Accessible Design.

The church has received funding in the sum of $1,500 to install a wheelchair lift from the first to the second floor of the Parish House at 30 Kentucky Avenue[29]; a concrete ramp of unknown date and slope allows access from Kentucky Avenue to the sanctuary. Though the church is not required to undertake extensive interior alterations to meet compliance with the Americans with Disabilities Act should alteration "that will not threaten or destroy the historic significance of the building or the facility" prove infeasible, care should be taken to ensure that users with disabilities are able to access services with relative ease, and a system should be in place to address and provide assistance to users of the accessible ramp entrance on Kentucky Avenue. Although a wheelchair lift has been installed in the Parish House, that space is, in fact, little used by parishioners, except for the first-floor restrooms; because access to the restrooms by wheelchair requires access via a ramped entrance on Kentucky Avenue, the clearance of an accessible path, the installation of grab bars in the restroom stalls, and other considerations for users with wheeled transport should be considered.

Develop a strategy for greater ease of access from the main entrances at 1601 Pacific Avenue and 30 Kentucky Avenue.

An outgrowth of the above, the church should consider solutions, both reversible and permanent, that would allow differently-abled users to approach the church from its traditional, formal entrances to afford each visitor a comparable experience of the grand procession from monumental exterior to delicate interior.

Communicate a sense of active use and occupation to encourage interest.

While there is a streetlight at the intersection of Kentucky and Pacific Avenues, there is, at present, no exterior lighting campaign to illuminate the church after dark; because services occur during daylight and evening events have been suspended, the church does little to communicate a sense of vitality or act as sentinel to Kentucky or Pacific Avenues after dark. While consultation or contract with an architectural lighting designer, a common practice of larger-scale museums and institutions, may not be within the scope of the church's current budget, solutions to the after-hours darkness of the church should be approached creatively, and can range from inexpensive holiday lighting on the exterior to be installed by volunteers from the parish or the city, low-cost, high-efficiency electric lights or candles in the windows, especially in the clear glass windows of the Parish House and tower, a commitment to maintaining light in the Sanctuary for a dedicated number of hours after dark, etc.

In the age of social media, the lack of an Internet presence or easily searchable contact information has discouraged a number of interested parties from further attempts to reach or visit the church, and has led some to the mistaken impression that the church is no longer operational. A website could direct potential investors and interests to the proper contact channels, publicize the rich history of the church, and share images of the interior to pique the curiosity of potential visitors who, at the moment, will not find a single such image on the Internet. An Instagram account could be used to share images that communicate the material richness and intricacy of the place, while a Twitter account could be used to broadcast the dates and times of events and to attempt greater engagement with the public. A Facebook page could accomplish all of the aforementioned tasks and allow visitors to "like" their experience or to "check in," publicizing the fact of visitation to a wide audience.

Renew focus on community outreach with emphasis on parishioner input.

In the 2011 Diocesan Convention Report, the church described its activities as follows:

"In 2007 we also introduced the Hip-Hop Series to our congregation and community lead by Rev. Tim Holder. The response was not received by the congregation positively, but we continued the program through 2009, because he was funded and he explained he could reach the children in the community. We feed the homeless and we have an ECW [Episcopal Church Women, an Episcopal empowerment organization that encourages female participation in ministry] project for the Nursing Homes in the surrounding areas. As a result, we submitted proposals to supplement our income of royalties, DIT Funds, etc. to the City of Atlantic City for approximately $200,000 under Historic site for funding repairs and the homeless. We are in process of answering a request for use of our facility for Hollywood when making movies. This will help in trying to recover from some fraud and misrepresentation of the past."[30]

Increased involvement by the Atlantic City community in the affairs of the church, whether as tourists or as the intended audience of teaching and mission, is requisite for the continued vitality of the church; without greater attempts to elicit interest and solicit income, the lack of

attendance and contribution to the diocese will likely outweigh current small-scale mission in the financial reckoning of the diocese. From the report of parishioner discontent with hip-hop ministry, though, it is clear that conversation must be had with the parishioners to determine whether certain types of users, functions, event, or content might be taken as incongruous to the church's mission or as otherwise offensive. Attempts to draw non-religious or non-Episcopalian visitors should be heightened, as the Atlantic City Episcopal community itself, with 67 numbers individuals comfortably affiliated with the Church of the Ascension and St. Augustine's, does not account for enough individuals to generate a more robust attendance. By drawing in visitors who are connoisseurs of organ music, hymnals, choral music, Lavers & Westlake or D'Ascenzo Studios glass, architectural terra cotta, radiant heating technology, or other aspects of the building or service, the Church can potentially strike on a cadre of attendees, investors, donors, contributors, or volunteers of time, materials, publicity, or other resources.

Scenario II: The Church Retains an Active Religious Function and Supports a Shared Use

The traditional uses of various spaces within the Church of the Ascension, the underutilized nature of spaces in the Parish House, the concentration and quality of handicraft materials in the sanctuary and chapel, and the additive nature of the church complex speak to the Parish House as a non-sanctified, non-sacred addition that might be repurposed for a vibrant shared use sympathetic to the needs of the still-active church.

In the installation of a shared use in the Parish House, preservation as defined above would remain the appropriate strategy for the sanctuary, narthex, office, vestry, and chapels, while renovation would be the treatment standard adopted in the Parish House hall, music room, and reading room, as well as for the two upper stories. Such a division would reflect the low tolerance for change in the more ornate areas that have been associated with spiritual services, and high tolerance for change in the Parish House, where intact millwork remains, but which has more open, flexible floor plans, a kitchen, restrooms, and clusters of tall, clear glass windows which provide abundant interior light. In this scenario, the recommendations to the Rector, Wardens, and Vestrymen of the Church of the Ascension that were outlined in Scenario I would hold to make the function of the church as robust as possible, in addition to the following.

According to the Secretary of the Interior:

"Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

Rehabilitation is considered an appropriate strategy when:

" ... repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment."[31]

Because alterations or additions to support a new use are included in a shared use scheme, rehabilitation is an apt treatment for the Parish House in this instance. The Secretary of the Interior's Standards for Rehabilitation further offers the following parameters to guide treatment, and which are relevant to the recommendations that follow:

"1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that

characterize a property will be avoided."[32]

Because the Church has been inscribed to the National Register of Historic Places, rehabilitation to support an income-producing, non-residential use would be eligible for rehabilitation tax credits. While properties designated solely on the basis of religious merit are ineligible for such funds as a result of the separation of church and state and the fact that traditional religious institutions are not-for-profit and do not generate revenue, the Church of the Ascension was nominated on the basis of religious value as well as social value and architectural merit, and would therefore be eligible for rehabilitation tax credits.

According to the Secretary of the Interior:

"Rehabilitation projects must meet the following Standards, as interpreted by the National Park Service, to qualify as "certified rehabilitations" eligible for the 20% rehabilitation tax credit. The Standards are applied to projects in a reasonable manner, taking into consideration economic and technical feasibility.

The Standards apply to historic buildings of all periods, styles, types, materials, and sizes. They apply to both the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment as well as attached, adjacent, or related new construction

… 9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired."[33]

Because parishioners have expressed their discontent with programming outside of the realm of their traditional ministry, extreme care should be taken to broach the subject of shared use with them and to vet any potential users. To ensure that such a level of consideration is taken, adherence to the guidelines set forth in the Preservation Alliance of Greater Philadelphia's 2013 publication, "Preserving Historic Churches: A Guide to Identifying and Evaluating Opportunities for Shared Use of Religious Properties,"[34] which introduces a multi-phase process for evaluating the fit of a shared use with a parish, has been adapted with heavy embellishment and amendment to the Church of the Ascension as follows:

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Phase I: Shared Space Acceptability Assessment

Convene parishioners and affiliates of the Church of the Ascension to examine the idea of shared space; note objections to categories of proposed uses, taking care to recognize the profound physical and psychological impact that such close interaction with newcomers might have on members of the parish, who should be encouraged to be clear about their constraints and potential discomforts. It is of extreme importance to approach the topic not as a foregone conclusion but with as much sensitivity and open-mindedness as possible, as the effect of alienation of any current attendees of services at the church could be devastating.

- Discuss categories of potential tenants that might conflict, or be seen to conflict, with the religious mission of the church and its attendees
- Discuss times of the week or calendar year when the presence of another tenant might conflict with service or other use by the parish
- Discuss areas of the church complex that parishioners would not want used by or accessible to others
- Discuss the amount of income that the church would need or hope to raise from shared space, and what this income would fund
- Solicit other general considerations or concerns from parishioners.
- Appoint a space planning committee comprised of willing parishioners and supportive professionals to spearhead the planning and implementation work set forth in the subsequent phases

Phase II: Existing Space and Current Use Assessment

- Determine what spaces might be suitable for use by others and document the character of those spaces. Perform a room-by-room assessment of size, current use, current condition, maximum capacity, and any other information that might aid in characterization of the space.
- Note the presence of entrances, especially of separate entrances that the congregation and tenants might use, the presence of accessible stairwells or ramps, access to parking or open space, etc.
- Rank the listed rooms to indicate which are most adaptable and suited for another use

Phase III: Neighborhood Context Assessment

The most suitable candidates for a shared use that is mutually beneficial to the church and to its context are likely to be organizations in the vicinity or services that the neighborhood needs and lacks. Assess the surrounding neighborhood with respect to existing services and needs. Consider the current population, how the neighborhood has changed in the history of the building, in the memory of the parishioners, and in the wake of economic hardship caused by the last year of casino closures, which impact employment and spirit of the

resident community. Consider census data a reference for information on the population and demographics of the neighborhood.

- Maintain awareness of local business scene and developing industries
- Interview locals, real estate agents, parents, non-profit organizations, etc.

Phase IV: Building Use Assessment

- Brainstorm to generate an initial broad range of ideas, not all of which need be immediately practical.
- Examine the above list in terms of which inventoried spaces they might fit
- Rank each scenario in terms of practicality, noting that the church of the ascension, with religious and social functions and an additively-developed property, offers complexities that less loaded projects with single spaces or buildings do not

Phase V: Potential Space User Assessment

- Identify categories and individual potential space users for the above scenarios.
- Determine the amount that potential tenants could pay with research into the "going rates" for their physical space requirements
- Analyze recent sale prices for similarly-sized properties
- Compile a list of comparable sales or shared uses

Phase VI: Required Modification Assessment

- Determine necessary modifications for each scenario, if any
- Itemize the costs of necessary changes, including those to mechanical systems, plumbing, heating, access, as well as of any equipment that might be updated, including kitchen appliances, glazing, etc.

Phase VII: Financial Assessment

- Compare income over time with cost incurred in modification
- Factor in any increase operating costs a new tenant might incur

Phase VIII: Negotiations

The parish might see fit to hire a professional real estate agent to list the space, advertise its availability and negotiate with prospective tenants on its behalf, or else to designate a member

or the space planning committee to contact organizations whose interest was identified during the Phase III and to explore communication with organizations that had expressed interest. The parish might also approach other non-profit or community organizations in the area who might be potential tenants, which would allow the entirety of the complex to retain its property tax-exempt status.

SCENARIO III: THE CHURCH IS DESANCTIFIED AND THE BUILDING IS ADAPTIVELY REUSED

The reluctance of the parish to embrace novel forms of ministry or to acknowledge the dire nature of their situation might, if the active preventative measures above are not heeded, result in the desanctification of the church and liquidation of parish assets. The Episcopal Church outlines the procedure for desanctification as follows:

"This service is used to deconsecrate and secularize a consecrated building that is to be taken down or used for other purposes. The form for this service is provided by the BOS [Book of Occasional Services]. The presiding minister may be the bishop or a deputy appointed by the bishop. The altar and all consecrated and dedicated objects that are to be preserved are removed from the building before the service begins. The service begins with an address by the presiding minister. This statement acknowledges that for many the building has been "hallowed by cherished memories." The address prays that those who suffer a sense of loss will be comforted by knowledge that the presence of God is not tied to any place or building. The presiding minister also states the intention of the diocese that the congregation will not be deprived of the ministry of Word and sacrament. The bishop's Declaration of Secularization is then read. It revokes the Sentence of Consecration, and remits the building and all objects in it for any lawful and reputable use in accordance with the laws of the land. After the Declaration of Secularization is read, the presiding minister and people say the Lord's Prayer. The presiding minister says the concluding prayers. The peace may be exchanged at the end of the service."[35]

Although the 23 Lavers & Westlake stained glass panels, the altar, the four manual M.P. Möller Pipe Organ Company organ, and other charismatic features would be removed in preparation for deconsecration, elements like the architectural terra cotta and custom-built millwork, meant to accommodate the vestments and instruments of service, are integrated into the building fabric and would remain in place for the subsequent user.

In the event of an adaptive reuse of the structure, it would be hoped that the subsequent user retains a sensitivity to the history of the building, as displaced parishioners would retain a sense of involvement with the church through recollection of service within or contribution to its maintenance and operation.

Still, a vacated church property provides potential users access to desirable architectural features, including high ceilings, grand spaces, and intact, original millwork, and, from the exterior, can remain a local landmark as Christopher John Kiley notes, "a former church that has been successfully redeveloped to a different use can provide a rich environment to users that cannot be provided in any other building type while remaining a contributing element of the visual image of its community."[36] For the church, retaining or partnering with a developer is an option should the parish wish to have influence in determining the subsequent use of the building or site; the closeness of the church's partnership with its developer will determine the level of parish control in the outcome. The

church can further choose to sell the building and the site outright with the option to attach conditions to the deed or terms of the sale that will limit its future use in some manner. Conditions could range from ensuring preservation of the exterior, interior, or both, to prohibiting certain categories of reuse by agencies whose work conflicts with the mission and beliefs of the church. Any condition attached to the deed or terms of sale will impact the value of the property.[37]

Further considerations in the adaptation of the church to suit a non-religious function include both zoning and building codes. While the parcel occupied by the church is exempt from zoning regulations as long as a church retains its religious function, a redundant church proposed for conversion will be subject to rezoning. In the case of the Church of the Ascension, the property now falls within the Central Business District, where active commercial functions are encouraged, though not required. Consultation of the Code of the City of Atlantic City indicates that Atlantic City does not distinguish between new construction and building rehabilitation, and that substantial modification to meet structural, electrical, life safety, building material, natural disaster, or environmental standards could possibly be in order should the church be adapted to suit a new use.

Whether the adaptation would be eligible for preservation tax credits is linked to the appropriateness of the new use, the extent to which other, more appropriate uses are achievable, and the retention of historic fabric.

While the property valuation, programming, and other processes required for successful adaptation are outside of the scope of this report, certain suggestions can be offered:

The historical function of the church is both religious, in providing the faithful a dedicated space of worship, and social, in providing a space of interaction for its parishioners and influencing the development of institutions in the city meant to cater to a resident population. While services held in the building are intended for devout Episcopalian worshippers, the church and its attendees view its mission in the city as a public service, meant to serve and influence the Atlantic City community. Bearing these facts in mind, the introduction of a populist function, one that does not limit access according to social, economic or other factors, is in keeping with the overall mission of the church and can be sensitive to the desires of those who worship there presently. Community centers, institutional nodes, affordable commercial outposts, or cultural venues are all allowable within Central Business District zoning, and would continue the life of the church as a place where the residents of Atlantic City socialize and interact.

An adaptive reuse scheme, of all of the scenarios outlined in this report, holds the greatest potential to restore activity to a larger swath of Kentucky Avenue and the city, rather than to the church alone, or to the church and its immediate environs. The church site itself holds incredible potential for the revitalization of Kentucky Avenue as a music district, the infusion of active street life into a section of Atlantic Avenue that vacates after office hours, and as a demonstration of the recognition and funding that come with historic register designation in Atlantic City. To introduce a social function that serves the greater Atlantic City community to the adapted church is to acknowledge and renounce the exclusionary history of the early church — the founding of St. Augustine's Episcopal

Church on Arctic Avenue in 1900 was largely a result of discomfort among white worshippers at the Church of the Ascension with the migration of black Episcopalian workers from elsewhere — and, in conjunction with a larger revitalization of the Kentucky Avenue corridor, would recall a vibrant and expressive moment in Atlantic City's history when Club Harlem was as prominent a venue of black performance as the Apollo Theater in Harlem.

While Atlantic City has offered varied forms of entertainment throughout its history, live music is now largely performed in casino theaters which cater less to residents of Atlantic City and more to visitors willing and able to pay a premium for tickets. A music-centered adaptation of the church would aim to provide residents readier access to underrepresented forms of music, including jazz and blues, that once poured onto Kentucky Avenue from a constellation of venues. The fact that the church has a santuary suitable for small-scale musical performance is further encouragement for such a compatible adaptation.

On the National and New Jersey Registers of Historic Places since 1986, the Church of the Ascension is under threat as a religious institution mired in legal and financial trouble and with a diminishing congregation; just last year, the Beth Israel Synagogue, which was inscribed on both the National and State Historic Registers, was demolished and its site left vacant. A conversion of the church to suit an income-generating function would serve as a model of the benefit of register designation not to prevent demolition, which has proven an ineffective strategy in Atlantic City, but for its inclusion as a tourist destination in the larger framework of national heritage and significance.

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