Atlantic City New Jersey March 16–21, 2014





Atlantic City New Jersey

Strategies for a World-Class Resort City

March 16-21, 2014



About the Urban Land Institute

THE MISSION OF THE URBAN LAND INSTITUTE is

to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;

- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 32,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

Cover photo: City of Atlantic City

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About ULI Advisory Services

THE GOAL OF ULI'S ADVISORY SERVICES program

is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a three-day panel assignment is intensive. It includes an in-depth briefing, a site tour, and meetings with sponsor representatives; interviews of key community representatives; and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's three-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time. A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Acknowledgments

THE PANEL WOULD LIKE TO THANK the sponsor, the Casino Reinvestment and Development Authority, as well as its board and employees for their time and expertise, which helped make this panel a success. Special thanks go to John Palmieri, Susan Thompson, Elizabeth Terenik, and Bunny Thompson for preparing the briefing book and organizing the interviewees.

The panel also would like to thank the city of Atlantic City, especially Mayor Donald A. Guardian and members of the City Council, for their commitment to participate in the interview and briefing session, which provided the panel with the insight necessary to complete its work. The panel also thanks ULI Philadelphia, and especially Susan Baltake and Gerri Lipp, for their participation in this panel exercise.

Finally, the panel would like to thank the more than 90 interviewees who took the time to candidly share their thoughts and observations with ULI regarding the South Inlet neighborhood and the future of the city.

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Introduction and Vision

"A PERMANENT MONUMENT conceived as a tribute to the ideas of Atlantic City built by its citizens and dedicated to recreation, social progress, and industrial achievement: festivities, music, pageantry, drama, athletics, education, science, conventions, art, and industry."—*Brass plaque on the Atlantic City Boardwalk Hall*

Atlantic City is a resort city of 40,000 located on Absecon Island on the New Jersey coast. Incorporated in 1854, it is known for its beaches, its entertainment, its casinos, and its Boardwalk.

Atlantic City has had a rich history over the past 150 vears. It has been defined by its location as a barrier island facing the Atlantic Ocean and by the wetlands that surround the island. Its appeal has historically been as a seasonal resort community. Gambling became legal in Atlantic City in 1978. Although there have been ups and downs in the gaming industry over the past 30 years, Atlantic City is still recognized as the primary hub of gambling in the eastern United States. Currently, 11 casinos operate in Atlantic City and are concentrated on either the beachfront or the marina district. The opening of casinos on Native American reservations in the 1990s and the recent trend of legalized gambling in other states, such as Pennsylvania and Maryland, have had a significant negative impact on casino revenues in Atlantic City, which is expected to continue. During its recent history, Atlantic City has undergone

The Atlantic City shoreline is defined by its beach and casinos.





Regional map.

significant change including major alterations to its built environment through demolition and the introduction of the gaming industry as a primary driver to its economy.

The Assignment

At the request of the Casino Reinvestment Development Authority (CRDA), the ULI panel was asked to provide strategic advice regarding the South Inlet neighborhood. That neighborhood is located at the north end of Absecon Island and is bounded by the Atlantic Ocean, Absecon Inlet, Atlantic Avenue, and Delaware Avenue. It has seen significant public and private investment over the past five years with the opening of the \$2 billion Revel Casino resort, completion of the \$40 million South Inlet Transportation Improvement Project, \$3 million partial demolition and reconstruction of the Garden Pier, public replacement of Boardwalk street lights, new Boardwalk furniture, and beach access enhancements. CRDA has designated the South Inlet to be part of the Inlet Neighborhood Strategy Area (NSA), which identifies the area as a priority location for CRDA investment. Advances in developing the South Inlet neighborhood now position its financial and development resources to accomplish acceptable recommenda-



The South Inlet district in the early 20th century. The design, massing, and layout of these single- and multifamily units represented a thriving stock of beachfront housing catering to lower-, middle-, and upper-income visitors.

tions, leverage other resources, and build investor interest in the development program.

Questions posed by the CRDA, as well as questions posed by stakeholders during the panel visit, suggest that a new vision for the future of Atlantic City is appropriate and necessary to enhance its future wealth and well-being rather than managing its decline—a prospect that most likely will result from dramatic ongoing changes in the gaming industry. It is essential to diversify the economy of the city and the region in which Atlantic City is an essential part. Part of this overall economic diversification strategy will include a real estate strategy for the project area, as well as a strategy to manage resources over time.

Part of the vision is to return to Atlantic City's roots as members of a middle-income diverse community who want to experience the ocean environment while entertaining themselves and their families. The high season during the summer months will be high point of activity. However, with an opportunity to use community assets throughout the year, there is a prospect to enhance both pleasure visitations on weekends and business meeting activities during the week. The other part of the vision is to create new opportunities through education, new business activities, and enhancements of existing businesses. Thus, Atlantic City becomes a place for real people to live, work, and recreate.



A recent view of the South Inlet area shows the juxtaposition of the remnants of the original single- and multifamily neighborhood with the new residential towers and commercial structures housing the casinos.

Summary of Recommendations

The panel recommends redevelopment of the South Inlet area from two distinct but connected approaches. One centers around specific development, planning, design, and administrative actions associated directly with the South Inlet area. The other focuses on citywide strategies that will help diversify the city's economy and provide impetus for new residents to move to Atlantic City. Each approach feeds on the other, and the organizational and implementational framework recommended by the panel serves both approaches. A summary of those recommendations includes the following:

- Analyze and understand the real estate market affecting the South Inlet area and the city as a whole.
- For the Lighthouse District,
 - Rename the South Inlet neighborhood the "Lighthouse District."
 - Establish incentives and prepare the infrastructure to allow the private sector to invest in a stable, mixedincome, and mixed-use neighborhood.
 - Focus on revitalizing the historic inlet blocks southeast of Pacific Avenue and northeast of Vermont Avenue. Establish this area as an arts district.
 - Move forward with the acquisition and demolition of the View apartment building.

- Creatively design and activate the park.
- Designate blocks for a combination of mid-rise and low-rise housing with ground floor retail.
- Establish transitional residential densities on blocks adjacent to the Revel Casino.
- Move forward with the Boraie development.
- Encourage mixed-use buildings along important commercial frontages such as Atlantic Avenue.
- Establish a "pattern book" approach to new construction to ensure urban design and architectural standards that are consistent with the historic residential nature of the area.
- For Atlantic City as a whole,
 - Identify and embrace opportunities in education, medical services, and the new economy.
 - Help existing businesses evolve into more effective players in the local economy.

- Consider new entities such as a leadership committee, a program committee, a community foundation, and a Preserve Atlantic City organization.
- Partner with organizations and institutions.
- Create a financial menu to leverage the CRDA and Atlantic City's revitalization funding.
- Create a specific chronological approach to address both the citywide issue and the Lighthouse District improvements

The remainder of this report provides details for those recommendations.

Market Realities

ATLANTIC CITY HAS STRUGGLED for many years with ups and downs in the tourism industry and, in many respects, has succeeded in maintaining its position as a leading resort destination. At the same time, Atlantic City as a stable place to live and work has seen declines in population and in the household wealth of its residents (see figure 1).

Atlantic City reached its peak population in the 1930s with more than 66,000 residents and, since then, has declined every decade to an estimated 39,504 residents in 2012. In 1976, to revitalize the tourism industry, residents approved a measure enabling casinos to operate in the city. Subsequently, Atlantic City became the only gambling destination resort on the East Coast. Since the advent of gaming, however, the hope for higher income and economic stability for residents of the city has failed to reach its promise. Median income in Atlantic City was \$25,340 in 1979, rising to \$32,408 in 1989, and falling again to \$29,886 by 2012. In inflation-adjusted dollars, the 1989 median income would be equivalent to about \$60,000 in 2012 dollars, so the 2012 median is a 50 percent decline in purchasing power for residents.

Market Demand

The Urban Land Institute panels usually base recommendations on market demand. For the study area, planning must include other factors that can offer potential for change because typical market indicators do not show growth in demand. The green area in the drive times map (facing page) illustrates the area within a five-minute drive from the Absecon Lighthouse. According to ESRI BIS, a national data provider, 67 percent of households within this area have annual incomes below \$35,000. There is no retail demand for the area unless new residents are added. Moreover, without new residential demand produced by unforeseen change, the housing market in this area will fail to meet feasibility in the face of construction costs that have risen with inflation.

Current data regarding household income, age, and growth show losses in younger households, as well as growth only in households that are aging in place.

The city's reputation for gaming and beach resort tourism has supported many services that would otherwise have located elsewhere. Over the years, because of a lack of



Figure 1: Permanent Atlantic City Population, 1900-2012

Source: U.S. Census Bureau, Profile of General Population and Housing Characteristics.



Market demand drive times.

competition for gaming on the East Coast, that exclusivity has allowed the development of significant city assets such as Tanger Outlets and numerous restaurants—that contribute to the quality of life for local residents. That said, the declining population and real income in city neighborhoods have failed to support more mundane but desirable retail offerings such as quality grocery stores that would satisfy daily needs.

Projected household change from 2012 to 2017 in the five-minute drive time is a loss of six households. But such a loss does not tell the full story. Figure 2 shows household change by income and age cohort.

Household growth is seen only in cohorts older than age 64. There is, however, a trend showing that the household decline in all cohorts is in those households with an annual income below \$50,000. Many older households are likely to be aging in place—but for those who are migrating to the city, neighborhood amenities and existing housing stock may not address a higher income market. The loss of households with annual incomes under \$50,000 and with ages below 55 means that the main losses in Atlantic City are in working age households that match the income profile of local employment.

Thus, the potential conclusion is that the city is failing to provide for all income levels a range of housing that provides the neighborhood amenities and housing stock that would draw new residents.

Employment

The market for Atlantic City as a destination has changed fundamentally because gaming has been made legal in surrounding states. In fact, gaming revenue has declined by around 46 percent between 2008 and 2012. When gaming began in Atlantic City, it created a mighty river of income that flowed from all of the surrounding states.

Figure 2: Projected Change in Number of Households within a Five-Minute Drive of the Study Area, by Age and Income, 2012–2017



Figure 3: Change in Employment, Atlantic City, 2007–2011

Employment sector	Jobs (change)
Utilities	25
Construction	-610
Manufacturing	88
Wholesale trade	143
Retail trade	542
Transportation and warehousing	105
Information	-4
Finance and insurance	8
Real estate, rental and leasing	13
Professional, scientific, technical services	29
Management of companies, enterprises	22
Administration and support, waste management	-380
Education services	277
Health care and social assistance	544
Arts, entertainment, and recreation	-64
Accommodation and food services	-7,358
Other services	92
Public administration	1,594

Source: U.S. Census Bureau, Longitudinal Employer Housing Dynamic Program.

Now those states have constructed casinos that act as small dams in the river of income, thereby reducing its flow to half of its former peak. Industry experts believe that revenues will continue to decline because of increasing competition that will force casino closures here. There is even a possibility that within the next five to ten years only six casinos may remain open and solvent in the city. According to the U.S. Census Bureau's Longitudinal Employer-Household Dynamics data shown in figure 3, employment has declined as gaming has declined.

The major employment declines in Atlantic City follow a downward trend in gaming revenues. Employment in lower wage jobs in accommodation and food services, combined with the inability of the city's core to meet expectations in the housing market, has meant that many who hold jobs in Atlantic City choose to live in surrounding areas. Atlantic City welcomes about 27 million resort visitors every year, which results in 49,511 jobs in the city, according to 2011 data from Local Employment Dynamics of the Census Bureau. Of those employees, slightly over 81 percent of the jobs in Atlantic City were filled by nonresidents. The city, nevertheless, must pay for the infrastructure and public safety services that enable both the employment and the massive number of annual visitors while, at the same time, failing to capture the property tax revenue and infrastructure savings that would accrue if those employees were housed within the jurisdiction.

Housing

According to the Atlantic City Tourism District Master Plan, the city had an inventory of 1,135 housing units that were either foreclosures or for sale, and the report stated, "This condition negates the need for new development." That same report notes that property tax assessments result in taxation rates that are about 6 percent higher than the New Jersey average and that act as a disincentive to development. The report adds that values in Atlantic City have declined by 71 percent since the recession. Projections of household change based on past performance fail to indicate any burgeoning demand for new or resale ownership units—or for rental units.

Perceptions have the power to render even a good market infeasible if not addressed. Negative perceptions play a large part in suppressing a better housing market. Although market fundamentals also pose significant obstacles, it is critical to address any negative perceptions. It is necessary to get the facts and to publicize the positive reality of the vigor, diversity, historic richness, and authenticity of Atlantic City's neighborhoods. Most important, where the perception and reality coincide, a new strategy must be undertaken to correct and enhance markets. Atlantic City is losing young people, 81 percent of employees do not live there, and more than 8,000 jobs have been lost. It is time for a new approach.

A Vision for Economic Development

What is economic development? Many people think of economic development (a) as job creation, (b) perhaps as the creation of space for jobs such as the development of industrial parks, or (c) as an effort of both marketing and offering tax incentives to lure large-scale employers. Such efforts will not be successful in areas where the basic attributes that drive productivity are lacking. For Atlantic City, chasing jobs is not sufficient. The strategy must on the other side of employment; the city needs an available labor force in a productive environment that will take advantage of future demographic trends instead of allowing those trends to drive growth elsewhere.

Addressing current losses demands a reframing of the definition of economic development, which has been used to set policy: Create the conditions that enable productivity, profit, and growth either for local businesses or for businesses from elsewhere that wish to relocate. The goal of this idea about economic development is to spur a proactive policy that is within the city and that can create conditions to justify immediate and future investments in both real estate and overall economics.

Businesses are not formed to create jobs but to make profits. They locate where they can make the best use of resources that have the highest productivity and that yield the greatest profit and best opportunities for growth. Location factors include (a) proximity to suppliers and users of the product, (b) direct access to the resources necessary, (c) available suitable infrastructure and space, (d) community and education partners to assist with labor force training, and (e) a ready labor force with the technical or specialized skills necessary for productivity. Employers will move to population centers that provide the best housing and neighborhood options for their employees and that best reflect the lifestyle desired by their employees.

Increasingly, in an age when so much is done with computing and remote access, locating for other factors such as proximity to resources has become less important. Many firms now can locate anywhere with amenities that will attract and retain their labor force. Among them, for example, are gaming software, manufacturing software and prototype design, software for the arts, and software or design associated with aviation (such as for the Federal Aviation Administration [FAA]) and other creative industries.

Community attributes can help to recruit and maintain a productive labor force. For a neighborhood to maintain long-term stability, it needs housing for new single households, housing for young couples, units for families with children, move-up units as households achieve greater financial stability, downsizing units for baby boomers and empty nesters, units suitable for independent senior living, and some measure of assisted living for seniors.

When a neighborhood or a district composed of several neighborhoods has a full range of housing types, people gain an attachment to their community. Furthermore, the young people who come to live in the starter units stay and become over time the biggest supporters and eventually the venerable citizens of a community. Districts and neighborhoods with a mixed range of housing are thus attractive to a wide range of people because they offer a complete community.

Housing is important, but a community must have a mixed range of amenities close to home. Among those are retail, entertainment, and services. Access to good retail shops and restaurants, particularly to the everyday services that each household needs nearby, enhances the value of living in that neighborhood and its quality of life. Also desirable is having a range of recreation options, from structured options such as play areas or baseball fields to less structured options such as parks, opportunities for young adults such as music venues, and places for youths to gather safely. Although not often thought of as an amenity, access to educational infrastructure that is for all ages and is reasonably close to home not only is a social benefit but also is one reason that employers choose a location. Proximity to natural open space and public open spaces is an attribute that adds value and draws new community members.

Atlantic City has some but not all of those attributes. It currently lacks a mix and range of housing types in its vari-

ous neighborhoods, although it does possess them on a citywide basis. Access to services is spotty because much of the retail and services is aimed at transient tourism and at the gaming markets. Access to education exists but can be improved. Venues for young adults are few. If Atlantic City can leverage its overwhelming natural attributes and its rich cultural attributes by improving its neighborhoods, it will harness the power of the demographic change that is occurring nationally. This approach has worked in a similar resort city: Brighton, Great Britain, The fact is that Atlantic City should consider itself as a world city and should not restrict its horizon to a 60-mile radius, because only a limited number of great resort areas can offer the amenities that this city can offer if it addresses the needs of two demographic groups that make up the majority population of the country now.

Demographic trends for bringing the population back to Atlantic City are more favorable than at any time in the past 50 years. The demographic wave that produced suburban lifestyles is receding. At this point, the two demographic groups that compose the majority of the U.S. population—the millennials (now 20 to 30 years old) and the baby boomers—are both looking for similar characteristics in residential location. According to research that was published in the *Wall Street Journal* and was conducted by RCLCO, an Orlando, Florida, research firm, 88 percent of millennials want the following:

- Walkable, bikeable neighborhoods and streets
- Amenities and work within walking radius
- Smaller houses or smaller units at lower cost
- An urban street environment
- Access to transit
- Access to nature and recreation
- A strong sense of community

Those desires coincide almost exactly with the wishes of baby boomers and retiring seniors, and the fact that a major medical facility is nearby fulfills the list. Atlantic City was designed and built before the automobile; thus its form is a walkable and compact city. Suburban locations outside the city will have a hard time inventing this desirable environment while, if renovated, the neighborhoods within the city not only have walkability but also have the added advantage of some housing stock with materials and workmanship at a cost that can enable young people to access the housing market.

What this advantage means for the city is that—if neighborhood revitalization is pursued as aggressively as job creation—it can compete successfully with the suburbs to capture the coming demographic wave of millennials who will be the educated workforce needed for future employment. As such, this economic development strategy complements existing economic development efforts with a ground-up emphasis to match the typical top-down emphasis of attracting employers.

Revitalizing neighborhoods will require a rethinking of transportation priorities from primarily automobile to an equal consideration of all forms of transit. This effort requires making streets both bike friendly and pedestrian friendly. The city has this option because so many neighborhoods have the other qualities listed earlier. Capturing future labor force by revitalizing neighborhoods is an economic strategy aimed at the future and aimed at whatever jobs and industries time may bring, because it addresses a fundamental need for all business productivity.

For Atlantic City, another important attribute is community authenticity and identity. Places with unique identity (a) offer experiences for the residents that cannot be duplicated elsewhere and (b) create value for the community. Preserving historic assets and neighborhood identity offer an authentic sense of place. In a location with a population as diverse as Atlantic City, in which people speak 32 languages, the rich history seen in neighborhoods can act as a guide for future development patterns, can enhance the sense of identity and community, and has the potential to lift Atlantic City into the realm of world resorts.

Development Strategies for the Lighthouse District

BY REDEVELOPING THE LIGHTHOUSE District, the area currently known as South Inlet, Atlantic City has an opportunity to set a new standard and new direction for reclaiming the fabric of its neighborhoods. In addition, it has a chance to make clear that it is a real city and is inhabited by real people who are diverse in age, ethnicity, sexual orientation, socioeconomic status, and household composition. These are real people who live, work, and recreate in the blocks composing this special area of a historic community. The South Inlet neighborhood deserves a new start and needs a new name: thus, the Lighthouse District.

The Lighthouse District offers opportunities to create a neighborhood that integrates historic and modern buildings while creating a distinct and authentically Atlantic City character. Picture a safe and clean urban neighborhood with a variety of housing options within walking distance of the beach, local restaurants, galleries and shops, education venues, places of employment, a movie theater, a community center, and—as the centerpiece—the historic Absecon Lighthouse with an adjacent lively civic park that is anchored by a world-class, seafaring-themed play-ground and skate park.

As work in the Lighthouse District begins, it will be critical for the development to adapt to the reality of what is there, to remove what should not stay, and to rebuild in a care-



fully thought-out and strategic way. Beach cottages, row houses, and Atlantic City vernacular single-family houses will be interspersed with low- and mid-rise buildings that draw their inspiration from the surrounding scale and design of the Lighthouse District's historic fabric. In a committed effort to create a stable neighborhood, redevelopment will emphasize homeownership. Thus, it would be advantageous to implement a program that offers incentives for public safety workers and school personnel to purchase homes and condos in the neighborhood. Rental development should follow an 80/20 model (80 percent market and 20 percent affordable) that offers people who work nearby the opportunity to live near where they are employed. Proximity to the beach and Boardwalk make the area attractive for second-home property owners, and some design should consider this potential new neighbor.

As the neighborhood begins to repopulate, a key to the success of this reclamation will be the deliberate recruitment strategy for neighborhood service shops and restaurants. Those businesses should include one or two "pop-up" restaurants on the beach, a local coffee house that will function as a "front parlor" for the neighborhood, and shops that provide services and products for both visitors and residents. Equally important is the retention of anchors such as Tony Boloney's on Oriental Avenue. The



The historic and iconic Absecon Lighthouse is the most notable structure in the South Inlet neighborhood. The panel recommends rebranding the neighborhood as the Lighthouse District.

This photo, taken from the Revel Casino, portrays the tableau of the Lighthouse District. The character of the historic neighborhood can still be glimpsed in the type and scale of the buildings that remain. The panel recommends a focused series of strategies to encourage new development based on this historic layout.



neighborhood is a prime location for a home-grown arts colony with performing and visual artists, poets, and writers making their homes and creating their art.

It is important to make certain that the Lighthouse District connects to its neighboring areas. The Boardwalk offers an obvious opportunity to link the Garden Pier to Revel Boulevard on the west and to Gardner's Basin on the north. Investment in the redevelopment of the Pier and the Basin are corollaries to reclamation of the Lighthouse District. Atlantic Avenue and the redevelopment of the blocks between New Hampshire Avenue and Revel Boulevard should be linked to the Atlantic City Main Street efforts currently underway in the 1600–1800 blocks of this iconic city thoroughfare—two ends will be working toward the middle.

Development Time Frames

The ULI panel suggests a series of immediate, short-term, and long-term organizational and development actions for the Lighthouse District. The suggested time frame for each category is based on what the panel believes is actionable and urgent. Those time frames may change as a result of a variety of elements, such as the availability of specific funding and the CRDA's and the city's ability to ramp up staffing to oversee projects.

Immediate (in Next Six Months)

Immediate action should begin on creating a narrative and vision for the both the Lighthouse District and the larger diversification of Atlantic City's economy. This endeavor will explore new partnerships and a new organizational

structure as outlined later in this report. The vision and narrative must act as the guiding principles behind all immediate, short-term, and long-term action steps.

Two major projects are in the works, have been funded, and need to move forward immediately: (a) the reconstruction of the Boardwalk that connects the Lighthouse District to Gardner's Basin and to the seawall that protects this part of the beachfront and (b) the recently approved Boraie project that begins redevelopment of the neighborhood as a place that offers new housing choices to people who work nearby.

If this neighborhood is to become the Lighthouse District, then, in addition to the design and construction of Lighthouse Park, which must include a "wow" factor such as a world-class, seafaring-theme playground and skate park, CRDA should work with the Absecon Lighthouse Association to create a maintenance and operations fund to ensure that the Absecon Lighthouse remains in good repair and fully operational.

If CRDA and Atlantic City intend to develop this neighborhood proactively rather than reactively, then absolutely a critical first step is assembling land. The panel recommends that the CRDA buy it now while it is still relatively cheap and available. This purchase must include the acquisition and demolition of the View apartment building.

Much of the neighborhood's historic fabric has been demolished, thereby leaving behind a large checkerboard

The View condo building is out of character with the Lighthouse District. The panel encourages the CRDA to acquire and remove this structure as soon as possible.



of vacant lots. A critical step in reclaiming and rebranding the Lighthouse District is the restoration of a cluster of remaining historic buildings that are located adjacent to the beach along Oriental, Seaside, New Hampshire, and Dewey Place. Acquisition and restoration must be immediate; long-term protection will come from creation of Historic Atlantic City, which is part of the historic preservation ordinance.

Several years ago, CRDA contracted with Artspace Projects Inc., which is the leading nonprofit real estate developer of artist live/work space in the country, to conduct a market study that would test the feasibility of creating an artist community in Atlantic City. That study concluded that the market would support between 40 and 70 units. The CRDA should put together a program that creates incentives for artists to live in those newly restored buildings that make up the South Inlet historic district, which is within the Lighthouse neighborhood.

Short Term (Six Months to Two Years)

Next, CRDA must develop a detailed base map that is of the neighborhood, that identifies the property parcels and their owners, and that will include both the public sector (such as the Housing Authority, the CRDA itself, and the actual city of Atlantic City) and private sector interests. That mapping project should pay special attention to neighborhood historic assets that should be preserved and protected. Those structures will serve as the glue that binds infill construction together. At the same time, the city should consider using available tools to protect and preserve the individual structures or the neighborhood as a whole. Additionally, it would be helpful if the mapping project included assessed values, tax status, and market values (if available).

Once the big picture is in place, CRDA should open *its* toolbox and engage the city in opening its toolbox and should work on gaining control of as much of the Lighthouse District as possible. That control can take many shapes:



- Continue to assemble land.
- Set a clear roadmap for redeveloping the Lighthouse area, including zoning, demolition, heights, parking ratios, etc.
- Make certain that the projects that began in the short term move forward with urgency.
- With CRDA and the city working hand in hand, initiate a "zero tolerance" code and ensure enforcement that will require property owners to bring their holdings up to an acceptable standard.
- Again with the city and CRDA as partners, develop an incentive grant program for façade repair of both commercial and residential properties.

Long Term (Two Years and Beyond)

As the shorter-term projects take hold (that is, the Boardwalk connection is completed and its protective seawall is in place, the Boraie project is opening, the Absecon Lighthouse is secure and the new park is completed, the South Inlet historic district restoration is nearing completion, land assemblage is near completion, and a redevelopment strategy is in force), it is now time to stop and assess the market. Atlantic City will have "primed the pump" for more than two years with its catalytic projects. It is now time to issue a request for qualifications (RFQ) to solicit developers The Boraie development is a 250-unit residential mid rise with ground-floor retail space. For this location, the scale and character of this development provide an appropriate transition between the high-rise casinos and the historical uses in the South Inlet.

for projects in the Lighthouse District; if the market is ripe, the response should be forthcoming.

Long-term actions to build into the vision include diversifying the economy with a specific focus on the FAA, a fast train to Philadelphia (45 minutes from Atlantic City to downtown Philadelphia), the gaming software opportunities, the expanded regional shopping, and leveraging of the university and hospital uses in downtown Atlantic City.

Long-term actions for the Lighthouse District include designing a better interface between the residences and the Boardwalk, infill housing beyond those opportunities mentioned earlier, and specific development parcels in a market-sensitive RFQ.

Planning and Design for the Lighthouse District

THE ULI PANEL SUGGESTS RENAMING the South Inlet area as the Lighthouse District, which will reflect the prominence of the Absecon Lighthouse as the defining landmark. The intent of the panel's recommendations about zoning and about a focus on future housing revolves around place making. In essence, it is "back to the future"—bringing back a traditional Atlantic City residential neighborhood to attract middle-income residents who will live and work in the city along with second homebuyers. The development would focus on majority market rate ownership with some rental units. The result will bring the "city" back to Atlantic City through a walkable, compact development pattern where neighborhood quality is everything.

The new Lighthouse District will be a mix of mid-rise and low-rise residential units. Mid rise is defined as apartment buildings with a maximum of seven stories in different configurations including balconies. Low rise is defined as townhouse or detached dwellings with a maximum of three stories. Both uses can include bed-and-breakfast accommodations or tourist rentals.

The remains of the historic building fabric of South Inlet will be preserved as much as possible. The panel proposes the creation of an Inlet Historic District cluster that can serve as a catalyst for further development of the area. This endeavor should be a first-stage priority.

The panel also recognizes the unique setting of South Inlet and recommends that there be pop-up restaurants on the beach. The Garden Pier should be upgraded as the Atlantic City Historical and Cultural Museum, which will direct tourist traffic to the area.

The panel has divided the study area into blocks and has described how each block area could be redeveloped, preserved, or both. A pattern book of building types is also included.

Pattern Book for Urban Design

The CRDA and Atlantic City should create a pattern book approach to urban design for the Lighthouse District. That pattern book will establish a common vocabulary of architectural elements and design qualities that will represent the regional materials and building styles. The pattern books should speak to building types, massing and composition, key building components, materials, windows and

Architectural Pattern Book

An architectural pattern book establishes a common vocabulary of architectural elements and design qualities that represent the regional materials and building styles. It describes building types, architectural style, massing and composition, key building components, materials, window and door styles, and other design considerations. The pattern-book approach, which has been refined and perfected by Urban Design Associates, has been successfully deployed in a variety of communities around the country.

Creation of a pattern-book approach is a collaborative effort among the government, design professionals, and the community. The pattern book for the Lighthouse District must uniquely apply to Atlantic City.





The panel has suggested a variety of unit types and uses based on the blocks identified in this illustration.

doors, and other design issues. The pattern book should be uniquely Atlantic City, for which the panel believes there is no shortage of excellent examples.

Planning Proposal on a Block-by-Block Basis

During the short time that the panel had to analyze the study area, it became clear that the current approach to development must change. Just letting business as usual rule would probably not show any appreciable effect in the near term. More often now than in the past, private sector investment is spurred by public sector action. The CRDA and Atlantic City are in a position to help define the future for the Lighthouse District. The ULI panel's process has revolved around the concept that land development is about first understanding the nature of a given area, such as market demand and the community vision, and then making suggestions about land uses that begin with fulfilling those desires and meeting those market demands.

The following recommendations are on a block-by-block basis and attempt to meet the multiple goals of creating a new vision for the Lighthouse District and of beginning to suggest land uses that create a new ambiance for the city. There may very well be specific idiosyncrasies for individual blocks that will require CRDA and the city to modify the suggestions.

Block 1

The Boraie development has 250 mid-rise units, including parking and swimming pool and street-level retail. A second phase will be more retail oriented (supermarket and theater).

Block 2

Low-rise residential will have the look of existing and new urbanist CRDA-developed residential homes north of Atlantic and New Hampshire Avenues and will link the area southward toward the Lighthouse District. There will be allowances for ground floor retail and commercial uses along the Atlantic Avenue frontage.

Block 3

Low-rise residential townhouses and detached dwellings will preserve views of the Absecon Lighthouse and will consist of a combination of new and rehabbed existing structures. There will be allowances for ground floor retail or commercial uses along the Atlantic Avenue frontage.

Ground-floor retail space on Atlantic Avenue near the Lighthouse District. Although these retailers are not as vibrant and successful as those in other areas in the city, the panel recommends that new construction on Atlantic Avenue and other primary streets in the Lighthouse District continue this tradition of mixed-use buildings. New residential development in the Lighthouse District will help provide additional customers.



Block 4

A combination of existing residential buildings will preserve and retain the fabric of the former South Inlet neighborhood along with new low-rise buildings and one mid-rise apartment building along Pacific Avenue and next to the Revel energy-generation building. The low-rise townhouses wrap around the existing Metropolitan and Vermont plazas. Continued dialog with the owners of those buildings will help refurbish the exteriors as well as the roof garden of the parking garage on Metropolitan and Vermont Plaza.

Block 5

A low-rise residential zone will be similar to blocks 2 and 3, which take advantage of adjacent park views.

Block 6

A low-rise residential area will be along Pacific Avenue and between the park and the historic area. This approach retains the scale of the adjacent historic structures.

Block 7

The Inlet Historic District has the highest concentration of residential buildings that reflect the historic character of the old Inlet neighborhood. Those buildings should be preserved and restored as a catalyst for further redevelopment of the area in the form of artist housing. In fact, this area should be the first to be redeveloped.

Block 8

A low-rise residential area with single-family attached or detached houses should be designed in a similar manner to the development along New Hampshire Avenue. The View apartments will be demolished and replaced with a low-rise development. Demolition of the View is essential and must occur before the restoration of the Inlet Historic District in block 7 can begin.

Block 9

A mid-rise zone will act as a transition from the Revel Casino Hotel and the Metropolitan and Vermont Plaza buildings to the low-rise residential area. It would be a series of seven or eight individually designed residential apartment buildings (maximum of seven stories) situated in an enclosed green zone that provides views of the beach and the Boardwalk. The buildings closest to the Boardwalk would be no more than four stories. A green zone would be designed to be above the parking area.

Block 10

The adjacent large blank wall of the Revel Casino Hotel limits what can be built in that area. Low-rise townhouses should be built that face away from the Revel toward the mid-rise buildings and green zone of Block 9. A large backyard with a screen of tall trees should mitigate the impact of the Revel. Metropolitan Avenue should become an access road for the townhouses and to Block 9. Rhode Island Avenue will change to become for pedestrians only.

Park Blocks

The panel recommends expanding Lighthouse Park by one block to Altman Field, which will enhance the green grid of Atlantic City. The panel suggests adding more active uses, such as a skateboard park, to this park. The panel also recommends closing that stretch of S. Vermont Avenue along the park block except for cyclists.

The structures in block 7 provide examples of buildings that can be rehabilitated. The scale, design, and architecture of these buildings provide the inspiration for a new neighborhood that harkens back to the roots of Atlantic City as a beach resort community.





The park blocks provide a significant amount of green space leading from the Absecon Lighthouse to the shore of the inlet. This active and passive space provides a direct connection into the heart of the new district from the boardwalk.

> The panel does not embrace the concept shown in the Southeast Inlet Development Memorandum of December 2011 and in the Revel plan because the economic reality of today and the foreseeable future does not justify extensive investment in new infrastructure. Moreover, the panel does not recommend adding a diagonal avenue between Atlantic Avenue and the Boardwalk because of the intimate scale of development proposed. Instead, the panel believes in the use of a then-existing street pattern that echoes the Inlet character of the past. Such a plan would be a more efficient use of limited investment funds rather than creating new roads.

Transportation Alternatives

Atlantic City was largely designed and built prior to the widespread use of the car. Thus, it has a compact, walkable urban form that is also bicycle friendly. There is a need to reinforce that aspect of Atlantic City living. Walkability is more and more a desirable attribute for cities and is an attraction for new residents. The effect can be seen in the revitalization of cities such as Philadelphia and Hoboken.

According to the Atlantic City Bike and Ped Plan, only 49 percent of Atlantic City households have a car and about 65 percent of city resident workers do not use cars. That finding indicates a need to make the city less of a cardominated place.

The Atlantic City Bike and Ped Plan when implemented will create new opportunities for cycling infrastructure in the South Inlet area. The panel recommends creating bike parking areas, marking dedicated bike lanes, and introducing a bike-sharing scheme. Also there is a need to introduce traffic-calming measures and to complete a redesign of streets that will be designed to accommodate all modes of travel, that will reduce vehicular speeds, and that will enhance the pedestrian experience. Furthermore, additional streetscape enhancements will include trees when the blocks that are now vacant are redeveloped. This green feature will add connectivity to the other parks located in the North Inlet including Gardner's Basin and the Uptown complex.

The tourist traffic has adequate auto access to the city, and the proliferation of mega-sized casino parking garages and other public parking garages means that there is no shortage of parking. On-street parking in the Lighthouse District, combined with the on-site parking provided by new development, will meet resident parking demands.

Current mass transport opportunities provided by the Atlantic City Jitney Association and the New Jersey Transit bus service within the Lighthouse District are adequate.

The panel believes that the current bus and jitney system adequately serves the community.



Citywide Strategies

AS NOTED IN THE INTRODUCTION of this report, the panel believes there are two approaches to revitalization of the Lighthouse District. The recommendations mentioned in the previous sections concentrate on the Lighthouse District itself. Citywide strategies, as the name implies, focus on the larger city and region. Just as in the Development Strategies section, some immediate, short-term, and long-term actions are necessary to meet this vision.

Immediate (in Next Six Months)

Over the next six months, the CRDA and Atlantic City should complete the following:

- Develop the narrative and vision for what Atlantic City will become in the future. Publish and deliver the vision to the community and potential investors.
- Develop a financial menu to leverage CRDA funds and to leverage other federal, state, city, and private moneys.
- Identify expansion opportunities for the Tanger Outlets and Bass Pro.
- Expand the Convention Center's conferences and shows.
- Expand entertainment programming.

Short Term (Six Months to Two Years)

As the immediate action takes hold, the CRDA and Atlantic City should complete the following:

Diversify the Atlantic City employment base partnership, and prepare a strategic vision with Richard Stockton College of New Jersey and AtlantiCare Regional Medical Center, which is the hospital in downtown Atlantic City.

- Consider the location for and the creation of a public market. The panel understands that funding and design are already underway for this project.
- Develop a strategy for attracting regional job opportunities by partnering with federal, state, county, and private businesses (for instance, the FAA, gaming software, use of the airport, and work with other industrial parks). Determine whether other strategic land acquisitions outside the Lighthouse District will be opportunistic and strategic.
- Build an extension of the Boardwalk to Gardner's Basin.
- Begin designing a great park that activates the community.

Long Term (Two Years and Beyond)

Over the longer term, the CRDA and Atlantic City should complete the following:

University and hospital impact: Create a more detailed vision and narrative for the link between the city, the Stockton College, and AtlantiCare Regional Medical Center. In 62 of the 100 largest cities in America, universities and hospitals are now the largest employers. The University of Pennsylvania, in partnership with the surrounding neighborhoods, transformed Philadelphia, In Pittsburgh, the entire economy of the region was transformed by the universities and hospitals. Although the panel does not want to overstate the effect of a potential development of the Stockton College campus, increasing hotel, culinary, and entertainment curriculums seems like a natural. For the hospital, both occupational and physical therapy and environmental education offer possibilities. How those partnerships are shaped, the shared vision of their roles, and the identification of new

resources to expand their activities have real potential to significantly affect the economy of Atlantic City.

Capital resources: Every city and organization has limited resources, but there are always lots of choices. Clearly, diversifying the economy is a huge priority. The successes of the Tanger Outlets, the coming of the Bass Pro and other retail developments, and the efforts to expand convention businesses are all steps in the right direction. Also, developing the Lighthouse District is a wonderful opportunity to create a vibrant new neighborhood. Many communities would be jealous of the public revenue streams that are available to Atlantic City for development.

Organizational Capacity and Implementation

THE GOAL FOR IMPLEMENTING the panel's recommendation is to create a long-term governing and institutional framework so the community can be mobilized to work collaboratively on the growth and improvement of Atlantic City.

Governance

Leadership and organizational capacity are key elements for any city attempting revitalization. This section suggests several entities that will help move the reimagined Lighthouse District forward.

Leadership Committee

The panel recommends the creation of a high-level Steering Committee, which will have the authority to move ideas, plans, and projects through the implementation process. It would bring together the major stakeholders of the community so that all the barriers to implementation can be addressed by those with the power to get things done. The panel recommends that the Steering Committee be chaired by the governor's office, and membership of the committee should be decided by the local community. However, the panel recommends that the following people or offices be included in the membership:

- The Atlantic City mayor
- The chair of the Atlantic County Freeholders
- The CRDA chair
- The chair of the Atlantic City Alliance
- The superintendent of the Atlantic City Schools (American cities are discovering the value of quality schools to their economic development. The public schools of Atlantic City are an asset, but they also face challenges that can be a part of the committee's agenda.)

The executive director of the Public Housing Authority (The Housing Authority is the owner of a large amount of land that should be regarded as a part of the community's asset base and should be made a part of the committee's work.)

The governor's designee would serve as the chair, and the committee would be staffed by the CRDA's executive. This approach would include tasks such as preparing reports, preparing the agenda, and having responsibility for seeing that the decisions of the committee were implemented. The committee would meet quarterly, and only principals would attend (no substitutes). The meetings would be focused on mobilizing the community to expedite projects through implementation.

Program Committee

The panel was impressed by the rich cultural diversity of the Atlantic City community, and it recommends the creation of a Program Committee. The purpose of the committee would be to work out coordination and collaboration among all the organizations and individuals that currently operate events and programs or that intend to initiate new program offerings. By program is meant events such as music, theater, dance, art shows, or movies-any event. It also includes events sponsored by the casinos and hotels. The two main agenda items for the committee's work would be to coordinate the calendar of events and, more important, to stimulate new activities so that the calendar of events in Atlantic City is crowded and year-round. The panel suggests that staffing of this effort be by the Atlantic City Alliance, but there are other options if such staffing is not feasible. Membership would be open to all organizations (such as the Atlantic City Library, for instance) and to individuals who are actively involved in creating and sponsoring events.

Resource Mobilization Organizations

The panel recommends creating two organizations that are intended to harness the extraordinary energy and good will represented by community members whom it interviewed.

Community foundation. The first of those organizations is a community foundation. In the United States, such community foundations have proven themselves instrumental in providing a focus and opportunity for mobilizing philanthropic interests of community members who are looking for a way to do philanthropy but who do not have immense wealth. Community foundations are made up of many small bequests by people who love their community and want to make a small contribution, but who lack the ability to set up their own philanthropic effort. Bequests can be as small as a few dollars or can be very large. Bequests can be made during a lifetime or as part of a will. Donors can leave instructions about the purpose of their donation or can leave it up to the community foundation to decide on uses of the philanthropy.

The boards of community foundations are usually members of the community where the foundation operates. There are organizations that could be brought in to help the committee explore the creation of a community foundation. The panel suggests that—if the Atlantic City community decides to move forward with this idea—the CRDA should consider making an initial large challenge grant to capitalize the beginning of the foundation.

Preserve Atlantic City association. Atlantic City retains much of its traditional charm, and communities all over America are discovering that this fabric can make a great contribution to a city's economic development. The panel also recommends the creation of an advocacy organization that is focused on historic preservation. It would be a nonprofit, voluntary association of individuals who would like to preserve as much of the original fabric of Atlantic City as possible. The panel believes that such an organization should begin as a voluntary group and should be staffed by someone already working for an existing organization; thus, startup costs can be very limited. The organization could also be made a project of one of the classes of the Leadership in Energy and Environmental Design (LEED) program.

Implementation Steps

The panel has several recommendations about steps that the local community can take to move forward. Those recommendations are designed to enable the leadership of the community to send a signal that Atlantic City knows that it must move forward in a new direction.

Acquire and Assemble Land

The CRDA already has a well-established program focused on the purchase and development of land. The panel recommends that the CRDA take immediate steps to assemble a significant portion of the land in the Lighthouse District. This boundary includes all of the South Inlet and expands it by several more city blocks. The CRDA would acquire all of the vacant land and vacant buildings within the boundary. As for the occupied buildings, the CRDA would engage in discussions with the current owners about bringing those buildings and their occupancy up to a standard set by Atlantic City and CRDA. If those discussions indicate that the occupied buildings can be brought to a standard, the CRDA could be willing to help the owner with reaching that standard. If the discussions indicate that the owner is unwilling or unable to meet the standard, the CRDA should move to purchase those buildings as well.

Embrace Historic Preservation

The panel recommends that the CRDA save as many of the existing buildings in this area as possible. It also recommends that the CRDA move forward immediately to rehabilitate—using historic tax credits or new market tax credits and other forms of financing—all the buildings in the Lighthouse District as an example of the types of real estate development opportunities in Atlantic City.

Revise the Goals and Use of Funds

The panel recommends that the Leadership Committee work to move the subsidy funding interventions from being decided on a transactional basis to interventions being decided on a programmatic basis. The city receives more than a million dollars a year in Community Development Block Grant funding and \$300,000 in HOME Investment Partnerships Program (HOME) funds. The panel also recommends that the Leadership Committee review the policies for use of those funds and that it design programs for their uses, which will enable the city to allocate the funds more strategically. Such policies will be achieved by first developing and establishing a financial menu to leverage CRDA and Atlantic City funds.

Establish a Market Focus

The economy of Atlantic City is and will continue to be the economy of a tourist city. The economics of tourism have gone through considerable change. Tourists are increasingly searching out "off-beat" or hidden features of places to add to their store of experiences. This change means that the indigenous offerings of the Atlantic City community can be a significant contributor to the economic growth of the tourist industry.

Food. The casinos have begun to focus on high-quality and gourmet food offerings. The panel recommends that those efforts continue and even be enhanced. At the same time, marketing of the dining offerings, including ethnic food, within the existing community should be promoted. Events such as food festivals that showcase the excellence of all the dining options of Atlantic City could be enhanced.

Food has always been a big business,. Can Atlantic City create a brand to distinguish itself from other nearby locations? Is there the possibility of creating a regional gastronomic brand?

Entertainment. Again, the casinos are already doing excellent work in this area; the panel recommends that those offerings be augmented by supporting the efforts of the local and ethnic communities to showcase their culture with events. Some examples could include a Halloween Festival, Christmas in Atlantic City, fishing tournaments, and showcased ethnic celebrations such as a Chinese lantern festival (a form of Chinese Valentine's Day) or the Italian Feast of St. Anthony or the Festival of Latin America.

Encouraging locally focused entertainment could also directly improve potential for residential development, because not everyone wants to see casino-oriented entertainment. Around the country, smaller cities and towns are recruiting theater groups and musical festivals as a means of attracting permanent residents.

Conventions and business meetings. The casinos are already making efforts to expand such offerings, but the local community could be mobilized to enhance that effort. One possibility is to use the business networks of the local ethnic communities. There is also a potential to expand the midweek conventions and meetings market. The panel recommends that the Atlantic City Alliance accept responsibility for convening all the casinos, hotels, and other participants to bring greater collaboration and coordination to the effort to augment this activity.

Hospitality training. The tourist economy is a high service economy that requires a high level of training for those who provide the service. The panel recommends that the community focus on raising the level of professional and personal services offered in Atlantic City. Perhaps the resources of the Atlantic Cape Community College would be helpful to this effort.

Ecotourism. A growing tourism phenomenon is ecotourism, where tourists look for places that provide them an opportunity to experience nature. Atlantic City is blessed with a beautiful natural environment: the ocean, the bay, the dunes and beaches, and the wetlands are obvious assets that can offer another reason for tourists to come to Atlantic City. The city is also a flyway that can offer a draw to the burgeoning activity of birding. Relatively simple actions such as undertaking a new inventory of bird species, a new bird list, and a "rare-bird alert" website should be considered. In addition, partnering with Cape May bird activities should be investigated.

The city has already discovered the wetlands kayak connection, but the next level of ecotourism should be explored. Paddle boarding and even creating a historical interpretation of everyday life at a lifesaving station should be considered. Finally, programs with a scientific and lifelong learning approach should be considered. The clam fleet offers an opportunity for visitors to experience their own "Deadliest Catch" opportunity. The wind farm offers both school kids and tourists an opportunity to learn about renewable energy.

In addition, the Atlantic Ocean is an unending resource offering the potential to enhance activities that are already currently available such as dive boats, sports fishing, sailing charters, and parasailing.

Economic Diversity

The panel recommends the following major economic assets that can be protected and enhanced:

- Health care. As cities everywhere are discovering, health care institutions are major contributors to economic development.
- Stockton College. As is the case with health care, institutions of higher education are major contributors to the economic future of cities.
- The clam and crab fleet. As cities have discovered, it is easier to protect and save a business than to recruit one. The fishing fleet should be regarded in this light.
- Atlantic City's once substantial sports fishing industry. Although remnants of that activity remain, the panel heard that the industry could be significantly increased.
- The FAA. As it currently exists, the FAA is a source of technology employment.

The panel recommends that the community leadership clearly share that it regards those assets as valuable and that it will make efforts to retain them and partner with them as the opportunity arises.

Conclusion

ATLANTIC CITY IS AT A CRITICAL MOMENT. The choices that it makes now will very much define its future.

Atlantic City is no different from every other community; it can be a victim or a beneficiary of the forces of change. Everything depends on the choices and investment made today. Around the country are examples of decisions made by communities to manage decline. Some made a conscience choice to engage their community and invest in the future. Cities such as San Diego, California; Pittsburgh, Pennsylvania; Charleston, South Carolina; and Greenville, South Carolina, provided the leadership to effect that change. Atlantic City can do the same. Atlantic City and the CRDA have made some important investments to a new future: the Tanger Outlets and Bass Pro, the rebuilding of the Boardwalk to Gardner's Basin, and the recent support of the Boraie Housing Development are clear choices to move into a new future.

The panel challenges the leadership of Atlantic City to imagine more—imagine a far more diversified economy and the Lighthouse District as a vibrant neighborhood. It is difficult to think about the future and to commit the resources when the immediate challenges seem so overwhelming. The city needs to have the discipline to do it. And the CRDA must play a primary role with regard to land acquisition and redevelopment of properties in the Lighthouse District.

As part of its overall strategy, the city needs to work with all stakeholders and with city, county, and state government officials to adopt specific goals, plans, and implementation actions where all parties share the vision and work together to accomplish the goals set. It is important to understand that while Atlantic City on a physical island, it is connected to other places and people who have a stake in its success and must participate with it to accomplish the city's goals.

Also, when a city is going to do something new, there will be always the naysayers: "It is too big or small," "It is the wrong place," and always "There is never enough money." Whether something happens is never about those things; it is always about the community's will. Atlantic City is like a jigsaw puzzle: the pieces to revitalize this remarkable community are on the table; the city has a great start; and the challenge is to have the community will to be entrepreneurial, to imagine a growing city, to have the courage to demand high quality in every development, and to wake up every day with urgency that is shared within the partnerships.

About the Panel

Rick Dishnica

Chair Point Richmond, California

Dishnica is president of the Dishnica Company LLC. He formed the company in 1999 to pursue his individual investment goals, to develop infill housing both for rent and for sale in the San Francisco Bay Area, and to provide real estate and management consulting services to the real estate industry. Most of his work has been in the entitlement and development of residential properties in the San Francisco Bay Area for his own account and as a consultant. From 2008 to 2012, he has focused his activities on providing workout consulting services for two major clients: a residential developer and a real estate lender. In 2012, he refocused his consulting practice to build housing with a San Francisco–based housing developer.

Dishnica was an executive vice president and the chief operating officer of American Apartment Communities, a privately held real estate investment trust from 1994 through March 31, 1999, with responsibility for all apartment operations, development, and rehabilitation. Until its merger with United Dominion Realty Trust on December 7, 1998, American Apartment Communities owned and managed directly or through subsidiaries in its portfolio 54 apartment communities containing a total of 14,141 units in nine states (California, Colorado, Florida, Kentucky, Indiana, Michigan, Ohio, Oregon, and Washington). As of the date of the merger, the total asset value was \$787 million. Another portfolio containing an additional 4,000 units was retained to continue the business of American Apartment Communities.

Since 1982, Dishnica was also an executive vice president of the Klingbeil Company, predecessor to American Apartment Communities, with operating responsibilities for the western United States. During this period, he was directly responsible for developing 304 apartment units in San Francisco on the site of the former Winterland Auditorium. In addition, he was involved in developing three other apartment projects comprising 1,012 units in the San Francisco Bay Area. He was responsible for obtaining lower floater tax-exempt bond financing for all those projects, a new technique for financing apartments in the 1980s. All of those projects were in infill locations. During the period of 1989–1993, he also served as the chief financial officer and chief operating officer of K/W Realty Group, a Klingbeil-affiliated company in the for-sale housing business. His role in that company included overseeing the joint venture development of 42 subdivisions with more than 4,000 units of for-sale housing, most of which were located in three major metropolitan markets.

From 1980 to 1982, Dishnica was a principal of Comstock Ventures Limited, a real estate venture capital company. From 1978 to 1980, he was vice president of Fox and Carskadon Financial Corporation where he was responsible for the solicitation, analysis, negotiation, and management of real estate development joint ventures. From 1973 to 1978, he was an assistant vice president with Union Bank in San Francisco and had responsibility in the areas of commercial lending, real estate construction lending, and loan workouts. Before his employment with Union Bank, he served as an officer in the U.S. Navy, achieving the rank of lieutenant with assignments in Vietnam and as the officer in charge of a minesweeper. Rick received his master's in business administration from the University of Southern California in 1974 and his BS from Ohio State University in 1968.

Dishnica is a trustee of the Urban Land Institute. He was vice chair for Councils and served on the ULI Operating Committee. He is currently on the Advisory Board of the

ULI Rose Center for Public Leadership and the ULI Governance Committee. He is a member of the ULI Multi-Family Residential Council (Blue) and was its past chair. He is also chair of the Governance Committee and past chair of the ULI San Francisco District Council. He is a member and was a director of the National Multi-Housing Council. He was an independent director of BlackRock Apartment Value Fund III. He is also a member of the Board of International House at the University of California at Berkeley and serves on its House Committee. Dishnica served a six-vear term as a member of the Board of Trustees of Children's Hospital Foundation Oakland from 1988 through 1994, finally serving as its treasurer and chair of the Investment Committee, which was responsible for an endowment in excess of \$60 million. He was on the Board of Trustees of Bentley School for 13 years (from 1990 through 2003) and served as its president for four years (from 1993 to 1997), during which time he was responsible for developing a high school to expand Bentley's programs to K-12. He also served for four years (from 1999 through 2003) as a commissioner on the Berkeley Landmarks Preservation Commission.

Tom Cox

Pittsburgh, Pennsylvania

Cox is an independent consultant who provides strategic and tactical advice to organizations about issues of urban development, finance, and government operations. From 1979 to 1989, Cox was the executive director of the North Side Civic Development Council, which, under his leadership, became the community development corporation for 15 neighborhoods (pop. 60,000) in the north side of Pittsburgh. During his tenure, the organization developed sale housing, an incubator, and several industrial and commercial buildings; it also managed a seed and venture capital fund. The organization was identified by the Local Initiatives Support Corporation (LISC) as one of the ten best community development corporations (CDCs) in the United States during the 1980s. In 1989, Cox became the first executive director of the Neighborhood Progress Corporation, an intermediary organization created by the major civic organizations and philanthropies in Cleveland, Ohio. He oversaw the management of an annual \$3 million grants program to provide operating support to Cleveland's CDCs. During this time, he created a \$15 million development loan fund, a housing development corporation, and the first wholly owned subsidiary of the South Shore Bank of Chicago. The organization initiated the creation of a small business incubator and two Nehemiah housing developments, including a "smart growth" project with Duany Plater-Zyberk & Company (DPZ) as the project architect.

In 1994, Cox became deputy mayor and chief of staff to Mayor Tom Murphy, with major responsibilities for neighborhood and economic development as well as budget management, and was, in effect, the chief operating officer of the city. During his 12 years in the Murphy administration, the city payroll was reduced by 800 (out of an initial complement of 5,000). Some city services were privatized (payroll was the most significant).

As manager of the capital budget process, Cox instituted and made routine various city investment programs such as paving and vehicle purchase. New computer systems were purchased for budget management and to help the Police Bureau Institute's state-of-the-art personnel evaluation systems and crime-mapping systems in order to implement better police resource deployment practices. Every playground in the city (some 150) was repaired or replaced, which included the installation of child safety surfaces. Cox oversaw the securing of the provision of pro bono services by the McKinsey Consulting Firm in order to reengineer the Police Bureau and the Public Housing Authority.

As a consequence of his responsibility for neighborhood and economic development, Cox served as chair of the Urban Redevelopment Authority (the city's urban renewal operating agency) for 12 years. He oversaw the design and implementation of numerous projects including the creation of a \$60 million revolving development fund, two sports facilities, the convention center, a new headquarters for Alcoa, new office buildings for Mellon and PNC Banks, downtown housing, numerous neighborhood housing and commercial projects, and two new-town and in-town developments.

Cox was a visiting scholar at Zhongnan University of Economics and Law, city of Wuhan, People's Republic of China, for the academic year 2009–2010. He is a graduate of Yale University (BA in philosophy, 1961) and the Union Theological Seminary (MDiv, 1964). He is an ordained Episcopal priest.

Betty Massey

Galveston, Texas

Massey works as the executive director of the Mary Moody Northern Endowment, a private foundation that is based in Galveston, Texas, and that serves both Virginia and Texas. Among her responsibilities are the operations of two historic properties: the 1895 Moody family home in Galveston and the Mountain Lake Lodge, which is a historic resort near Blacksburg, Virginia.

Following the September 2008 landfall of Hurricane Ike, Massey (then chair of the Comprehensive Plan Committee for the city of Galveston) was appointed chair of the city's Long-Term Recovery Committee. This 330-member citizens committee developed Galveston's "roadmap for recovery."

At the same time, she led the effort to establish and served as the first chair of the Galveston County Recovery Fund, which was a coalition of four private foundations, two United Ways, the city of Galveston, and Galveston County. It was formed for the purpose of soliciting and distributing private charitable resources post–Hurricane Ike. In addition, Massey served as chair of the Board of Commissioners of the Galveston Housing Authority in the years following the storm.

Before joining the endowment in September 2000, Massey served 11 years as executive director of Galveston Historical Foundation, the second largest locally based preservation group in the United States. During her tenure, the organization was recognized with the Texas Governor's Award for Excellence in Historic Preservation and with the National Trust for Historic Preservation's Trustee Award for Organizational Excellence. The foundation's program of work included museum operations, educational programming, commercial redevelopment, and neighborhood revitalization.

With three decades of involvement in the Galveston Island community, during the past few years Massey has held leadership positions in a variety of civic and business organizations including the Galveston Chamber of Commerce, the Galveston Park Board of Trustees, and the United Way. She is a founding board member of the Galveston Independent School District's Educational Foundation. Currently, she serves as chair of the Community Liaison Board of the Galveston National Laboratory, which is located on the campus of the University of Texas Medical Branch.

For close to ten years, Massey has served on the Executive Committee of ArtSpace Projects Inc. the largest nonprofit developer of artist live/work space in the country. In the past, she has served on the Board of Advisors for the Center for Politics at the University of Virginia and as a member of Virginia Tech's Pamplin School of Business Advisory Board.

Massey is a graduate of the University of California at Berkeley.

Tom Murphy

Washington, D.C.

Murphy, the former mayor of Pittsburgh, is a senior resident fellow and ULI/Klingbeil Family Chair for urban development. His extensive experience in urban revitalization, what drives investment, and what ensures longlasting commitment is a key addition to the senior resident fellows' areas of expertise. Before his appointment as a senior resident fellow, Murphy was ULI's Gulf Coast liaison while helping coordinate with the leadership of New Orleans and the public to advance the implementation of rebuilding recommendations made by ULI's Advisory Services panel convened after Hurricane Katrina. In addition, he worked with the Louisiana state leadership—as well as with leadership in hurricane-affected areas in Alabama, Florida, and Mississippi—to identify areas appropriate for ULI involvement.

Before his service as the ULI Gulf Coast liaison, Murphy served three terms as mayor of Pittsburgh, from January 1994 through December 2005. During that time, he initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in Pittsburgh. Murphy led efforts to secure and oversee \$1 billion in funding to develop two professional sports facilities and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties into new commercial, residential, retail, and public uses. He also oversaw development of more than 25 miles of new riverfront trails and urban green space.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania House of Representatives. He focused legislative activities on changing western Pennsylvania's economy from industrial to entrepreneurial, and he authored legislation requiring the Commonwealth of Pennsylvania's pension fund to invest in venture capital. In addition, he authored legislation that created the Ben Franklin Technology Partnership, which is dedicated to advancing Pennsylvania's focus on technology in the economy. Moreover, he authored legislation to encourage industrial land reuse and to transform abandoned rail rights-of-way into trails and green space.

Murphy served in the Peace Corps in Paraguay from 1970 through 1972. He is a 1993 graduate of the New Mayors Program offered by Harvard University's Kennedy School of Government. He holds a master's of science in urban studies from Hunter College, and a BS in biology and chemistry from John Carroll University.

He is an honorary member of the American Society of Landscape Architects, a board member of the Pennsylvania League of Cities and Municipalities, and a board member of the National Rails to Trails Conservancy. He received the 2002 Outstanding Achievement of City Livability Award from the U.S. Conference of Mayors and was selected as the 2001 Pittsburgh Man of the Year Award by Vectors Pittsburgh.

Robert Ravelli

London, United Kingdom

Ravelli has been a planner for more than 20 years in the United States, the United Kingdom, Europe, and Australia. He earned a master's in city planning from the University of Pennsylvania.

Ravelli has a personal interest in Atlantic City because both his parents were born and raised there, and he has been visiting the area since childhood.

He advises the public and private sectors through his international best practice experience in (a) creating strategic and sustainable redevelopment strategies, (b) creating places that promote alternatives to car use, (c) linking transport and land use, (d) overseeing travel demand management, (e) controlling the impact of transport on public health, and (f) creating outreach campaigns to effect transport mode behavior change.

He is the author of the "Car-Free" transit guide series for New York and Philadelphia and is a guest lecturer at the University of Westminster, University College London, and the Princes Foundation for Building Community Graduate Fellows Program.

Ravelli was an assistant deputy mayor for the city of Philadelphia mayor's Office of Transportation for eight years under Ed Rendell. Ravelli currently works in London for clients such as Transport for London, the European Union, local government, and private developers as well as working for clients in the United States. He has participated in past ULI Advisory Panels dealing with developing transport and providing transport corridor analysis in Charlotte, North Carolina; Broward County, Florida; and, most recently, in Moscow, Russia.

Ravelli was involved with the London 2012 Olympics, prepared a health impact assessment of the Olympic Transport Plan, and was a volunteer "Gamesmaker" at one of the venues providing transport logistics assistance.

He is a proposal evaluator and a policy and program assessment monitor for various European Commission transport initiatives. He advised the city of Moscow, Russia, while looking at urban extensions, transport improvements, and regeneration of old industrial sites. He provides expert testimony about the spatial impacts of high speed rail in the United Kingdom to the Independent Transport Commission and is currently preparing both a transit-oriented development master plan for a station area on the Moscow Metro and a master plan for Bucharest, Romania.

Ravelli has recently branched out into the field of economic development and promotion of foreign direct investment. He assists U.K. companies that are looking to expand into the U.S. market by facilitating introductions and identifying relocation sites. His dual citizenship with the United States and the European Union provides a thorough understanding of the business practices and cultural nuances on both sides of the Atlantic. He recently assisted in the preparation of the London trade visit of Philadelphia Mayor Michael Nutter.

Ed Starkie

Portland, Oregon

Starkie has 27 years of experience in working with urban projects from conception and feasibility analysis to financing and development strategies. A particular career focus has been the economic structure of vital urban places and of downtowns and neighborhoods that are pedestrian- and transit-oriented environments. Recent work has received the California Preservation Foundation Award; the California Governor's Award for Historic Preservation; a Charter Award from the Congress for New Urbanism; the EPA Smart Growth Award; a Driehaus Form Based Code Award; and APA awards from Missouri, Texas, and Virginia.

Starkie is a financial adviser for private and public development who brings a unique, pragmatic approach that result in projects that are feasible, are profitable, and contribute to community livability. He also has served on the faculty of the University of Oregon's Urban Architecture Program and the Portland State University's Urban Planning and Architecture Programs. He has a master's of science from the Massachusetts Institute of Technology and a BS in landscape architecture from the University of Oregon.

Bob van der Zande

Amsterdam, Netherlands

Van der Zande has been director of residential markets for the city of Amsterdam since 2009. He is responsible for several residential programs in the city, such as the midsegment rental housing, the self-built housing program, and the student and youth housing. He works for the city administration, as well as being strategic adviser for the Metropolitan Region organization, which includes 16 smaller cities in the surrounding areas.

He was founder of the Development Corporation in 2003 and served as chief operating officer until 2009.

His commitment with ULI started when he was cofounder of the Urban Investment Network, a European ULI network that tries to improve the cooperation between private investors and city administrations. Cofounders were Barcelona, Edinburgh, Istanbul, and Torino from the public side and Allianz, ING, ECE, and Corio from the private side. He organized a summit for the Urban Investment Network in Amsterdam in November 2011 in the midst of a huge real estate crisis.

Van der Zande is a member of the Watertorenberaad, a national council for innovative spatial development and, since 2013, has been a member of the board of ULI Neth-

erlands. Last year, he was invited to give his advise and lectures for ULI Ireland, ULI Belgium, and ULI Germany. He is visiting lecturer at the University of Amsterdam.

He is also responsible for the real estate marketing strategy for Amsterdam, Utrecht, Rotterdam, and the Hague (the big four in Netherlands) at the largest European real estate fair, which is the Expo Real in Munich. He started the Amsterdam Investors Office Residential a year ago to improve the market for residential development in the region.

The office receives all kinds of investors—big and small, institutional and private—whom it guides to locations that match their investment strategy. It recently created an agenda for a selection of 15 development sites to be put on the market in 2014.

Van der Zande started his work in urban (re)development in the 1980s when parts of Amsterdam where occupied by squatters. People were moving out of the city, and suburbanization was the main strategy.

In the west part, he worked on urban renewal together with the six Housing Associations (they still possess 50 percent of all dwellings in Amsterdam, which means some 200,000) and inhabitants who lived in poor circumstances. Later on, he attributed to the Waterfront Development in the Eastern Docks, the development of the mixed-use area Zuidas, and a new strategy for cooperative development on the Zeeburgereiland (a 35-acre area near the city center). He graduated as an urban designer from the Delft University of Technology in 1978.





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