

SPECIAL RESOURCE STUDY
FOR
NEW BEDFORD, MASSACHUSETTS



National Park Service • North Atlantic Region • Boston • Massachusetts

"Of all Sailors, they (whalemen) are by all odds the most directly brought into contact with whatever is appallingly astonishing in the sea; face to face they not only eye its greatest marvels, but hand to jaw, give battle to them."

Herman Melville, Moby Dick, (1851)

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EXECUTIVE SUMMARY

The New Bedford Special Resource Study was prepared by the North Atlantic Regional Office of the National Park Service (NPS) through a cooperative agreement with the Waterfront Historic Area League (WHALE). The purpose of this study is to determine whether the New Bedford National Historic Landmark District and other cultural resources meet NPS criteria for national significance, suitability and feasibility for inclusion in the Park System. A statement of significance prepared for this study assesses the national significance of New Bedford's Landmark District and adjacent areas as distinctive sites in the country to preserve and interpret the story of whaling and related social and economic themes. Based on research and active public participation, the Study Team developed three management alternatives for preservation of the city's resources.

Alternative A: New Bedford Whaling National Park. Under this concept, Congress would designate the core of the New Bedford study area as a new unit of the National Park System. NPS would have responsibility for planning and implementing programs for visitor use and interpretation in cooperation with local organizations. A General Management Plan would define priorities for site preservation and identify the location of a visitor orientation center, most likely in an existing historic structure.

Alternative B: Planning and Interpretive Technical Assistance. This alternative involves the creation of a technical assistance program through which NPS staff will assist in developing plans and interpretive programs by working with a local partnership and local cooperators. The staff would provide planning and interpretive technical assistance in the city and would assist in implementation of the plan. Interpretive centers would be developed with grants from the Park Service, but no federal land ownership is anticipated in this alternative.

Alternative C: Local Action Option. This is an entirely private nonprofit operation of historic sites and cultural programs paid for by public and private funds. This alternative projects the current operation level of local historic and cultural organizations into the future, assuming that local organizations would continue the local tradition of preserving historic properties on an individual basis. However, some organizations may not be able to continue to support activities or preservation projects as they have in the past due to reduced levels of public and private funding.

Conclusions

The New Bedford National Historic Landmark District and adjacent sites represent an outstanding example of buildings, sites, and streets associated with the whaling industry, a subtheme not fully represented in the National Park System. The District and historic sites also have exceptional value in representing the theme of maritime history. There are many opportunities in New Bedford for public enjoyment at the waterfront, in the historic core of the city, at key sites throughout the city, and in the Town of Fairhaven. The study concludes that the Landmark District, and the National Historic Landmark Schooner ERNESTINA, meet the criteria for national significance as well as suitability and feasibility for inclusion in the National Park System.

Background

The City of New Bedford, a maritime community located on the southeast coast of Massachusetts, has a rich and diverse history. Its location by the sea has largely determined the city's livelihood and character. What made New Bedford distinctive however, was the particular direction it took. It became the center of the country's whaling industry. In fact, New Bedford came to symbolize whaling, and New Bedford and whaling are to this day still synonymous in the popular imagination.

New Bedford has had many periods of growth and decline. After the collapse of the whaling industry late in the nineteenth century, there was a period of prosperity brought on by the development and expansion of the textile industry. That industry too has experienced decline. In the recent past, New Bedford has experienced severe job losses, high unemployment, and widespread economic disinvestment. These economic problems have reverberated throughout the community and its cultural resources.

Like many communities that experienced long periods of decline, New Bedford paradoxically still has a rich array of buildings and settings which retain a high degree of integrity from the community's periods of prosperity. The cultural resources that survive from the era of whaling are particularly noteworthy. These resources, not surprisingly, are clustered in an area on and near the city's waterfront.

By the early 1960s, the city's historic waterfront was decaying and most of its buildings were in disrepair. The entire area was threatened with demolition through a city sponsored and federally funded urban renewal program. In response, the Waterfront Historic Area League of New Bedford, Inc. (WHALE) was organized to preserve the buildings in the waterfront area and the history that this area represents, particularly the city's whaling era.

In 1962 a comprehensive program, led by WHALE in cooperation with the Bedford Landing Taxpayers Association, the Old Dartmouth Historical Society, private property owners, and the City of New Bedford, was initiated to preserve, rehabilitate and reuse architecturally significant buildings in the waterfront area. Since that time, this public/private partnership resulted in some \$3.7 million in public investment, \$2.7 million in private investment, rehabilitation of 36 buildings and the creation or expansion of over 40 businesses including over 200 new jobs. WHALE also helped establish the New Bedford National Historic Landmark District in 1966¹ and other preservation mechanisms.

¹ This 20 acre (13 city block) mixed use district, bounded by Elm, Water, Rodman, Front, Commercial, and Union Streets, was designated as a National Historic Landmark District called the New Bedford Historic District. It was also listed in the National Register in 1966. In 1971 the City created a local historic district in the area. In 1975 the NHL/National Register boundaries were adjusted to be consistent with the local district.

In 1988 as part of a later revitalization initiative, with city participation, the Massachusetts Department of Environmental Management developed a Heritage State Park master plan. The Heritage State Park program was designed to assist cities with resource protection and economic development by creating parks in historic urban areas. Following an extensive public participation process involving local historic and cultural groups, the plan for New Bedford's waterfront area was developed. This historical maritime park was conceived as a means to protect the city's valuable historic resources and waterfront. Unfortunately, the park plan was not implemented because the State ceased funding the Heritage Park program.

Over twenty years has elapsed since the initial investment by WHALE in the Waterfront Historic District buildings. Some of the most valued rehabilitated buildings are showing the effects of deferred maintenance. Other buildings of special historic significance, bypassed in the earlier program, are in need of substantial rehabilitation.

These needs have emerged at a time when New Bedford is reeling from the combined stresses of a major exodus of manufacturing jobs, a fishing industry that is struggling, the loss of substantial retailing activity in the city center, and an unemployment rate that is among the highest in the Northeast. This economic decline has adversely affected private giving to cultural resource institutions, has caused reduction of local government funding and has reduced advertising of and visitation to cultural and historic resources. Despite the best efforts of a dedicated constituency for the preservation of historic resources, there is a fear that some of these resources could be lost because of the difficult and protracted economic downturn.

To protect New Bedford's historic resources, Senator Edward M. Kennedy took an interest in helping the city explore ways to preserve its past. In 1990, Congress, at the request of Senator Kennedy and with support from Senator John F. Kerry, Congressman Gerry Studds, and Congressman Barney Frank, appropriated funds for a National Park Service Special Resource Study to consider the feasibility of creating a National Park in New Bedford. The study was initiated in the fall of 1991 after a Memorandum of Understanding was signed. The NPS's North Atlantic Regional Office entered into a cooperative agreement with WHALE to produce the study. Extensive public participation and support were generated during the study process.

Study Purpose and Process

The purpose of the New Bedford Special Resource Study is to evaluate the New Bedford National Historic Landmark District for possible inclusion in the National Park System. In order for an area to become a National Park unit, it must meet all three criteria of national significance, suitability, and feasibility. In addition, management alternatives must be developed and evaluated. The Management Alternatives section describes the components of a potential park and then compares and contrasts the various alternatives for developing and managing the park. The study looks at historic, cultural, and natural resources as they exist and evaluates appropriate ways for them to be protected and interpreted. This study follows NPS guidelines

found in the Management Policies, "Criteria for Parklands"² and "Guidelines for Special Resource Studies"³

The study process involved conducting historical research, reviewing previous plans including the Heritage State Park plan and other local initiatives, and reviewing previous National Register nominations. In addition, site assessments were conducted to inventory and assess the historic and cultural resources of the generalized study area.

A statement of significance was developed by evaluating the cultural and historical resources in a larger national context and by linking the Historic Landmark and National Register components to the assessment of significance of the larger area which is described in detail in the next section. An assessment of suitability was developed by comparing New Bedford's resources to other themes and resources already represented by and interpreted in the National Park System elsewhere in the country. A feasibility assessment was also prepared which identified threats and determined whether the resources were of appropriate size, configuration, accessibility, and ownership to be efficiently developed and administered by the Service.

The study team⁴ then developed park themes and assessed their interpretive potential. It also formulated management approaches and assessed potential costs of resource protection.

As part of the study process, the team met with many individuals, groups, and organizations to explain the study process and to receive input from these entities. The study process has unified a diverse group of public and private individuals and organizations around the concept of an historical park in New Bedford. As a result, a coalition has formed that informally calls itself "the Partnership".⁵ To define goals for the project and to develop a viable plan, the study team worked closely with local and state organizations represented by the Partnership as well as with historians, preservationists, museum professionals, managers of related sites, land planners, and individuals with related expertise.

² Management Policies, US Department of Interior, National Park Service, 1990.

³ Special Directive 92-11 from the Director of the NPS, August 12, 1992.

⁴ Members of the study team are listed in Appendix A of this report.

⁵ The Partnership is a group of individuals and private and public institutions in New Bedford dedicated to developing a comprehensive historical park and coordinating tourism efforts.



Cutting on the whaleship SUNBEAM, in *Sperm Whaling*, P. 148.
Credit: New Bedford Whaling Museum.

Locational Context

New Bedford, a city of about 100,000 people, is located on the southeastern coast of Massachusetts where the Acushnet River empties into Buzzard's Bay. Map 1 on the following page shows its regional setting. The broad harbor that separates New Bedford from the Town of Fairhaven is the most prominent natural feature of the area. The harbor is the home port of a contemporary fishing fleet, which for eight of the last ten years has brought in the most valuable catch of any United States port. Historically, that same harbor was the whaling capital of the world.

In addition to its maritime industries, New Bedford also built impressive land-based industries in the late nineteenth century. Thus the city has a broad array of multi-story brick mill buildings which served the textile, glass making, and brass industries. These building complexes totalling some 18 million square feet, many of which are now vacant, are located in a north-south direction adjacent to the river. Dense residential neighborhoods of diverse ethnic groups, punctuated by the tall spires of neighborhood churches, surround these industrial facilities.

New Bedford has always attracted and maintained a population of unusual ethnic diversity. The whaling industry drew seamen (and a few women) from free Africa, Ireland, Portugal, and the Portuguese Islands of Madeira, the Azores, and Cape Verde. Later immigrants, some attracted to whaling and others to the textile mills, came from France, Canada, Poland, Germany, Russia, Italy, Syria, Spain, Greece, Czechoslovakia, Sweden, Scotland, and Albania. Their descendants have remained in New Bedford partly because of its well-deserved reputation for tolerance.

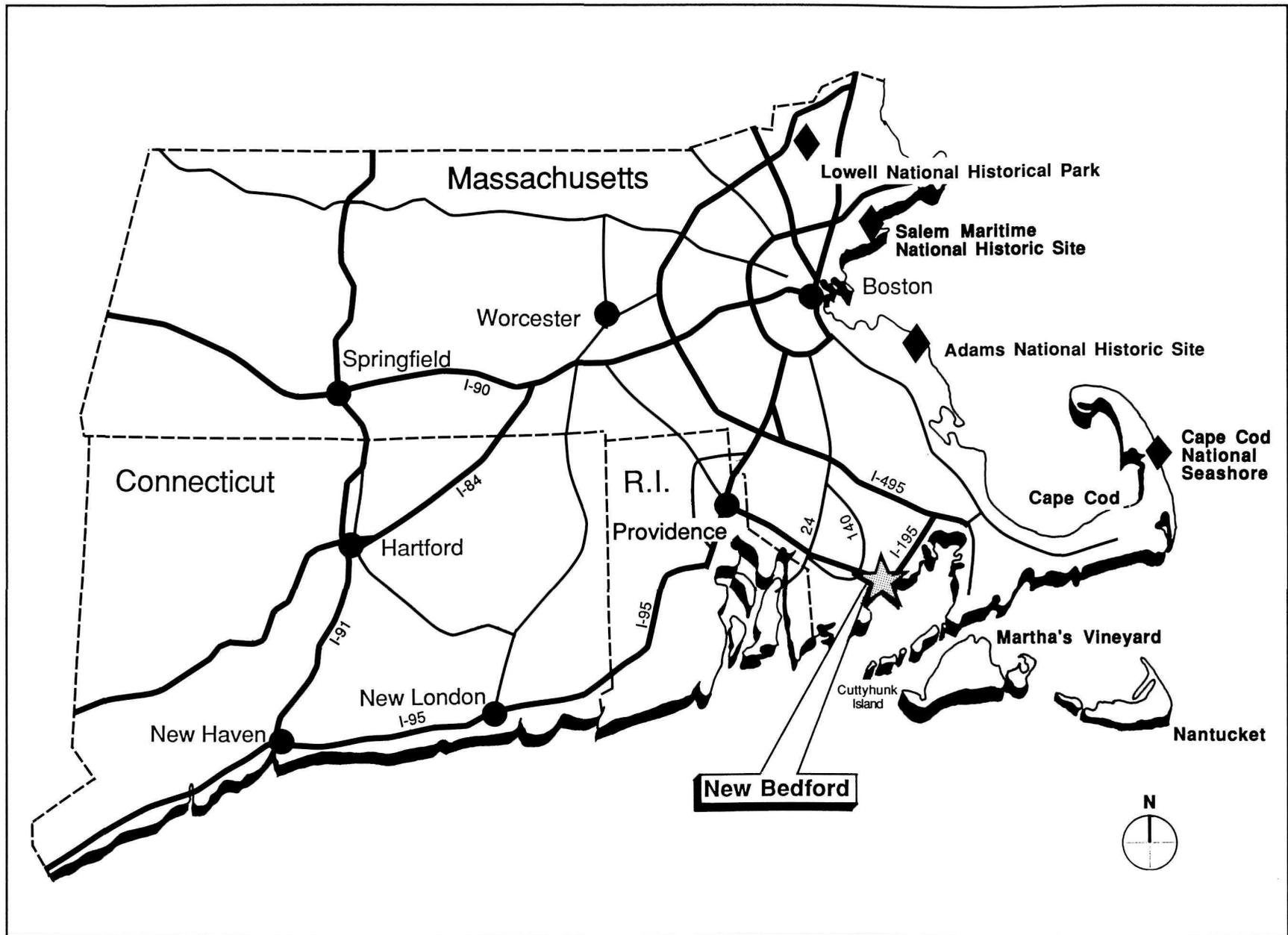
The city's downtown sits on a sloping hill overlooking the waterfront. The historic waterfront district occupies an area between the city's business core and the edge of the harbor. This historic area with its nineteenth century buildings, museums, and setting that survive from its peak as a whaling capital is the subject of this study. See Map 2 on the following page which shows the context of the study area.

The city is served by Interstate 195 which connects to Providence, Rhode Island (about 30 miles to the west) and Cape Cod (about 20 miles to the east). New Bedford is also connected to Boston (about 50 miles north) by limited access, state highway Routes 140 and 24.

Study Area

The study area for this project centers on several of the National Register districts and accompanying areas which were the focus of New Bedford's whaling industry. It consists of the following components: 1) the National Historic Landmark District (coterminous with the New Bedford Historic District) which was the location of and the center of commerce for the whaling industry; 2) the Central New Bedford National Register District which

Map 1



Regional Setting

encompasses the downtown and many of the current and historic civic buildings; 3) the Merrill's Wharf National Register District, a one acre district on the waterfront which contains original historic buildings and pier structures; and 4) the central waterfront and wharves from Merrill's Wharf up to just south of the Route 6 bridge.

These historic districts and the waterfront contain the largest concentration of the historic resources that tell the story of whaling and New Bedford's relationship to it. The study area is vital to the understanding of the historic context and the development of the whaling industry and the rich resources that are still extant in New Bedford.

The study area can be understood by examining Map 3 on page 10 which shows the existing National Register Districts. The study area consists of National Register Districts One, Two, and Four plus the waterfront from District Four to Route 6 (but excluding Fish Island).

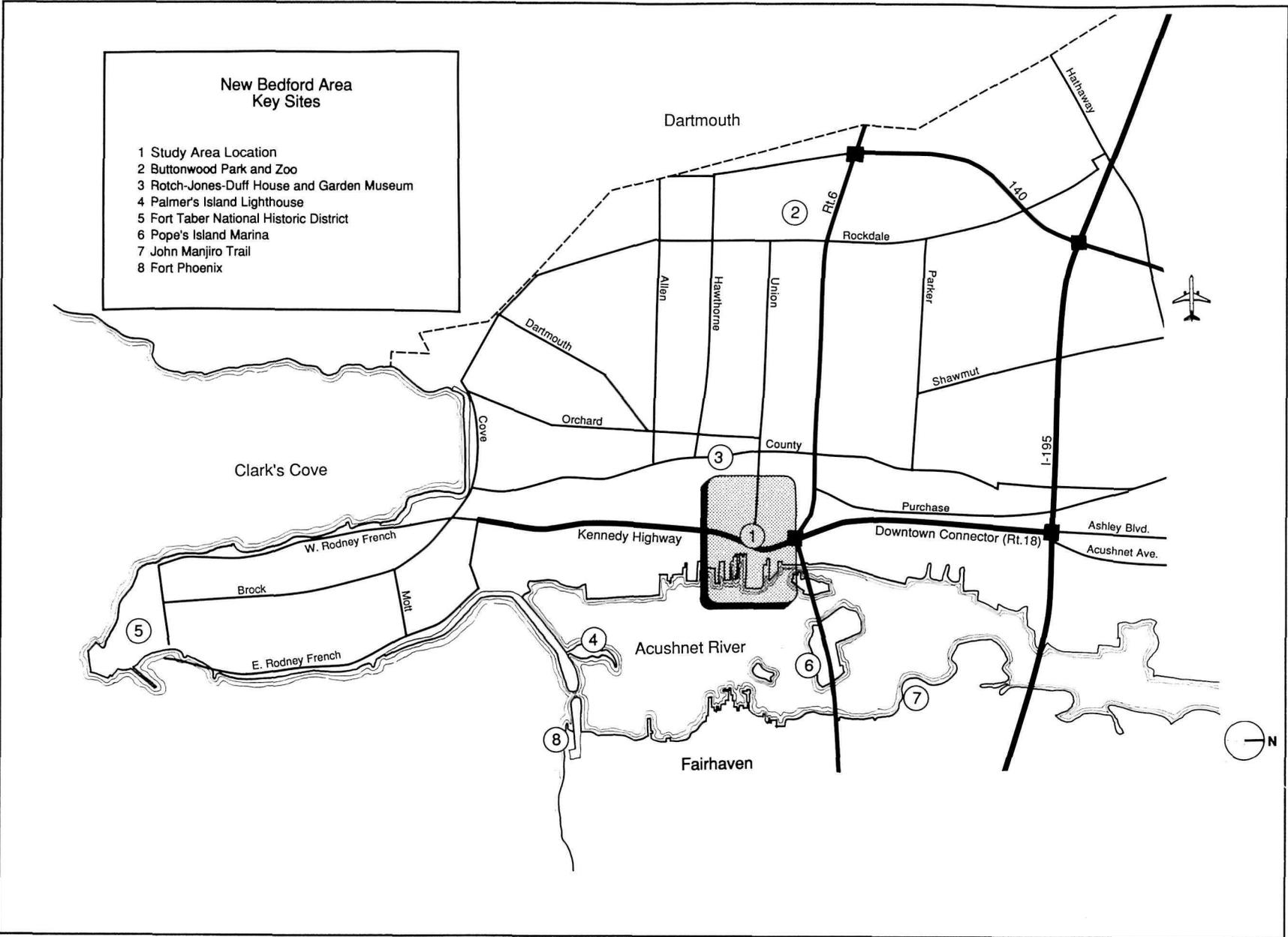
Major Characteristics and Features

The study area and the adjacent National Register Districts, shown on Map 3, embody the historical and cultural resources associated with New Bedford's role as the whaling capital of the world during the early to mid-nineteenth century. The area includes the following resources and features: a broad array of business, residential and institutional structures exemplifying the Federal, Greek Revival, Italianate and Victorian styles of architecture; museums, historical exhibits, and records which convey the importance, diversity, and financial power of the whaling era; a functioning area of the city which still serves the material (ships chandleries and supply houses) and social needs (restaurants, clubs and taverns) of those who make their living from the sea; and businesses and civic institutions which serve the contemporary needs of the broader community.

The study area also includes the waterfront, an operating contemporary port for a fleet of some 300± seagoing ships. Fishing trawlers and scallopers bring in an annual catch that has been the most valuable of any United States port for eight of the last ten years. The National Historic Landmark Schooner ERNESTINA, berthed on the waterfront, is another feature of the study area. ERNESTINA, built in 1894 in Essex, Massachusetts and the oldest Grand Banks fishing schooner in existence today, transported immigrants from the Cape Verde Islands to New Bedford.

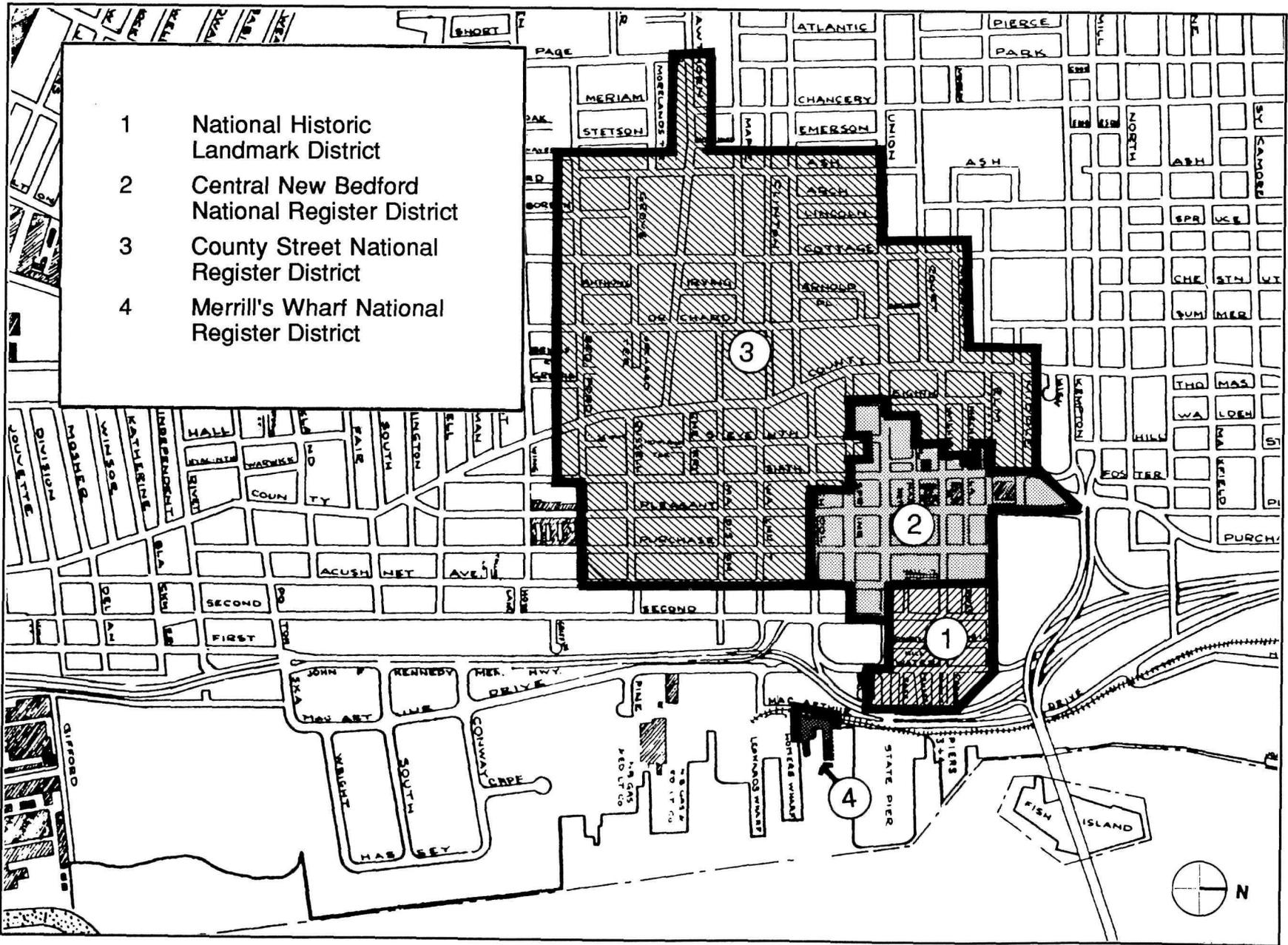
There are other cultural resources outside of the study area which also contribute to a broad understanding and appreciation for the city's development during the whaling era. These include: The Rotch-Jones-Duff House and Garden Museum, a whaling era home and its grounds open to the public; the Buttonwood Park (designed by Frederick Law Olmsted) and Zoo; Palmer's Island where an historic light house was located; Fort Taber, an historic fort located at the southern tip of New Bedford on Buzzard's Bay; and the Town of Fairhaven, located across the harbor from New Bedford and the site of shipyards, the Manjiro Trail, and Fort Phoenix.

Map 2



Study Area Context

Map 3



Existing New Bedford National Register Districts

Introduction

The National Park Service has developed criteria to evaluate the national significance of a site. These criteria, listed in the National Park Service Management Policies, state that a resource is nationally significant if it meets all of the following requirements:

- It is an outstanding example of a particular type of resource.
- It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
- It offers superlative opportunities for recreation, public use and enjoyment, or for scientific study.
- It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of resources.

The guidelines state, "Nationally significant cultural resources include districts, sites, buildings, structures or objects that possess exceptional value or quality in illustrating or interpreting our heritage and have a high degree of integrity of location, design, setting, materials, workmanship, feeling and association."⁶ These are virtually the same as the criteria for National Historic Landmark designation.

Recent National Park Service directives clarifying the preparation of significance statements for special resource studies state that "areas that have been designated as NHL's (National Historic Landmarks) or NNL's (National Natural Landmarks) have been determined to be nationally significant and require no further analysis of significance if being studied for potential addition to the National Park System."⁷ Therefore, New Bedford's National Historic Landmark District and the Schooner ERNESTINA already meet the criteria for national significance by virtue of their previous designation.

The following Statement of Significance was prepared for the New Bedford Special Resource Study.

⁶ National Park Service, Management Policies, 1988.

⁷ Memorandum to Regional Directors from Director James Ridenour, "National Significance Determinations in Special Resource Studies", 1989

Historical Significance and Themes

[Emerson] guessed the secret of New Bedford's success. Her spacious harbor, in contrast to the bar-blocked entrance to Nantucket; her mainland situation and her railroad connections counted for much; but her persistent specialization in whaling alone, counted most. Other small seaports of New England hugged the delusion that foreign trade would return; New Bedford hugged her oil casks.

Samuel Eliot Morrison.⁸

New Bedford. New Bedford is today a medium-sized city situated on a wide harbor at the mouth of the Acushnet River in southeastern Massachusetts. As one would guess from this location, the sea has largely determined the city's livelihood and character. This historical development, however, followed a particular direction--whaling--that made New Bedford distinctive among the numerous locations that derived their existence from the sea.

The details of New Bedford's historical growth are summarized in the National Register nomination for the [Waterfront] Historic District cited in the Appendix. In brief, whaling was an important mainstay of the world economy and New Bedford represents the whaling industry at its peak (between 1820 and 1860) by every measure of production, investment and manpower. Moreover, it came to symbolize whaling, so that whaling and New Bedford are still synonymous in the popular imagination--and deservedly so.

Whaling. To understand the full significance of the whaling industry, it is necessary to take a broad view of its historical importance and an imaginative view of its potential for meaningful interpretation. Whaling was, it is true, an archaic, predatory and adventurous pursuit, but if it is seen as nothing more than that, it would have only an antiquarian appeal. In actuality, however, whaling embodies diverse social and economic themes that are of considerable importance in American history and are worthy of being preserved and interpreted in order to enhance understanding of our heritage.

The economic influence of New Bedford whaling extended far beyond the direct value of the catch, however impressive. Due to its uses around the world for lighting and lubrication, whale oil helped facilitate the American Industrial Revolution. In a sense, by creating demands it was ultimately unable to satisfy, whaling helped shape an environment in which the petroleum industry was able to flourish. Moreover, the leaders of the whaling industry were shrewd enough to turn their resources into new enterprises, especially textiles, when they foresaw the inevitable decline of whaling. This entrepreneurial spirit extended New Bedford's prosperity for two or three generations and contributed significantly to the present physical appearance of the city.

⁸ The Maritime History of Massachusetts, 1783-1860, Samuel Eliot Morrison, Houghton Mifflin Co., 1921.

Cultural Diversity. Whaling at New Bedford embraces elements that express the cultural diversity of the American past. Because of this, New Bedford offers exceptional possibilities for recognizing the contributions of portions of the population that have traditionally tended to be ignored. Indians and African-Americans were especially conspicuous because of the tolerant attitude of the Quakers who were prominent in the business and the greater opportunities available in seafaring.

The whaling and maritime trades that dominated the New Bedford economy during the nineteenth century provided many opportunities for free Blacks. During that time, New Bedford was a hotbed of abolitionist sentiment as well as a place of safety for the runaway slaves who followed the North Star to freedom.⁹

New Bedford, perhaps more than any other site in New England, thus offers a good opportunity to interpret the history of African-American life in the North. Its community of persons of African descent -- the second largest in Massachusetts before the Civil War -- was a cosmopolitan mix of freed slaves from Africa, West Indian and Cape Verdean whalers, and fugitives from the American South. The city was a key stop on the underground railroad. One of those who escaped north to freedom was Frederick Douglass, one of the best known African-Americans of his time. Douglass established himself in the hospitable environment of New Bedford and began his anti-slavery work. The long and notable African-American presence has been recognized by the establishment of a Black History Trail in New Bedford.

Much the same can be said of women, who benefitted from the relative tolerance of the Quakers and the opportunities for greater independence presented when men were absent on extended voyages. Others chose to express their independence by not staying at home: there are many vivid accounts of ship captains' wives and children sharing the hazards of long voyages.

Because of whaling, New Bedford was a far more cosmopolitan place than most American cities of its size. The most direct human result was the immigration of ethnic groups, notably people from Portugal and its dependent islands of the Azores and the Cape Verdes, who contributed to American diversity. The contacts and immigration initiated by whaling have continued into modern times and can provide an important supplement to the broader immigration story as told at sites such as Ellis Island and Lowell. A fruitful connection with Japan portrayed at nearby Fairhaven, Massachusetts, relating to the career of John Manjiro,¹⁰ is also noteworthy.

⁹ Creating Community: The African Experience in Massachusetts (Commonwealth Museum Curriculum Guide).

¹⁰ John Manjiro was a Japanese fisherman rescued by a Fairhaven Whaling ship Captain on an island off Japan. Manjiro came back to New Bedford on the whaling ship and a friendship developed between the two men that created a long-term cross-cultural relationship between the two cities and the two countries.

Related Themes. A further way in which New Bedford exemplifies a vital social theme derives from the inspiration whaling provided for the arts. In view of the romantic aspects of whaling this is not surprising. Indeed, one must be careful to keep in mind that the main purpose of whaling was not to provide time to perform intricate works of scrimshaw. *Moby Dick* by Herman Melville is only the most conspicuous example of the use of whaling themes in the arts, a category which includes many other works of literature, painting and folk music, as well as the ubiquitous handicrafts.

Another fascinating effect of whaling is the increase in geographical knowledge it contributed. In this report there is a close analogy to the trade in beaver and other skins, except that as the whale hunters had to venture ever farther afield, their journeys took them across oceans rather than continents. Most of the distant lands and seas explored by whaling vessels now lie outside U.S. jurisdiction, but the close ties whalers established with Alaska and Hawaii presumably contributed to bringing them into the American sphere. These influences worked both ways: contact with the relaxed lifestyle of the South Seas presumably broadened the outlook of staid New Englanders. Of necessity, New Bedford whalers enlarged our knowledge of the Pacific and Arctic regions and oceanography.

One of the vital underlying themes of New Bedford relates to modern conservation issues. The historical over-exploitation of whales, which required ever-longer and more distant voyages, has striking parallels with present concerns over depletion of natural resources. In particular, there are obvious similarities to the situation in the contemporary fishing industry. These problems are directly visible at New Bedford, which in the twentieth century has developed into one of the major American fishing ports. Fishing vessels now tie up and process their catch in essentially the same location where whaling ships once docked, in direct proximity to the Waterfront Historic District. Issues of historic preservation are also represented to a significant degree at New Bedford, since the local group WHALE (Waterfront Historic Area League) was one of the first in the nation to make a systematic and successful effort to preserve and adaptively reuse an entire historic district (the area in which whaling-related resources are concentrated).

Resources

New Bedford's historic resources possess exceptional value in illustrating the whaling-centered themes identified above. The city is especially distinguished because it does not depend on a single resource or category of resources, but possesses a variety of mutually supportive resources that in the aggregate contribute to the primary theme. Indeed much of the historical maritime infrastructure remains today. These resources include:

Buildings. The recognized New Bedford [Waterfront] Historic District (a National Historic Landmark) contains a number of buildings, both commercial and residential, related to the city's history as a center of whaling. Despite some losses and intrusions, this district is noteworthy for its integrity of style and function. It is compact and cohesive, yet it is still able to represent the variety of buildings that served or depended upon the whaling industry.

The NHL nomination describes the following as the most significant buildings in the district:

United States Custom House. Designed by Robert Mills, architect of the Washington Monument, and constructed by Seth H. Ingalls in 1834-36, this two-story granite ashlar building has a giant Doric portico and low hipped roof. An outstanding example of a Greek Revival public building, this imposing structure testifies to the economic importance of New Bedford at its peak and illustrates the registration and record-keeping aspects of whaling and its contribution to government revenues. In fact, for much of the whaling period, customs duties were principal source of government revenues.

New Bedford Institution for Savings. Attributed to Russell Warren and erected in 1853, this one-story structure is largely in the Italian Renaissance Revival style with brownstone front, brick sides and rear. With the Double Bank it conveys the commercial aspects of whaling and gives a sense of the economic impact of this industry.

Mariners' Home. Built circa 1790 as the residence of merchant William Rotch, Jr. and moved from its original location at William and North Water Streets, this Federal style building with clapboard front, brick ends, and hipped roof has a center hall plan with good detail and paneling, yet in all reflecting Quaker restraint. Beginning in 1857 it offered (and still offers) safe, moral, and clean lodging to visiting sailors, thus representing the lives and concerns of ordinary seamen.

Seamen's Bethel. Described by Melville in *Moby Dick*, this two-story frame church was built in 1832. It was rebuilt in 1867 after a fire, at which time the front elevation was redesigned and the present tower added. Everything about this structure, in which worship services are still offered, reminds us of the sea and its dangers. This is one of the oldest surviving mariner's churches which were visible examples of an early humanitarian effort for a downtrodden group.

Double Bank. Built between 1831 and 1835 from designs by Russell Warren in the Greek Revival Ionic temple style, the steps, foundation and front wall are of polished granite, with remainder of brick. The portico, supported by eight wooden columns and an interior wall, divides this "temple of finance" into halves.

Rodman Candleworks. Built in 1810, this three-story Federal-style building was constructed of stone and later stuccoed. It has quoined window and door frames and corner quoins. Built for the manufacture of spermaceti candles, it was the city's first candleworks and continued in this function until 1890, exemplifying the economic activity and employment derived from whaling.

Benjamin Rodman House. This Federal style mansion, built in 1820-21, exemplifies how the wealth created by whaling was translated into substantial, commodious residential architecture, yet tempered by the restrained Quaker taste.

Bourne Counting House (Merrill's Wharf Building). Built in 1847-48 and rehabilitated in recent years, this building is part of a relatively unaltered section of waterfront with direct links to the peak period of New Bedford whaling. It was the office of Jonathan Bourne, the most important owner of whaling ships of his day and a prominent early investor in textiles, symbolizing the transfer of whaling-derived wealth into new forms of investment. Structurally it is a massive granite block structure, originally three stories, now altered to three and one half. Its window fenestration was substantially altered in a contemporary rehabilitation, and it is the centerpiece of a separate (Merrill's Wharf) Historic District, approved in 1977.

Whaling Museum. Sponsored by the Old Dartmouth Historical Society, the museum is a harmoniously linked cluster of twentieth century buildings in Georgian Revival style. It is here that the half scale ship, LAGODA is located. The collection is among the most important in the world.

Collections. The Whaling Museum (officially the Old Dartmouth Historical Society) contains an outstanding collection of artifacts related to whaling. LAGODA, a fully-rigged half-scale model of an actual whaling vessel, is especially notable. An excellent collection of paintings, with many portraits of New Bedford luminaries, represents another resource that contributes to humanizing and personalizing the whaling era.

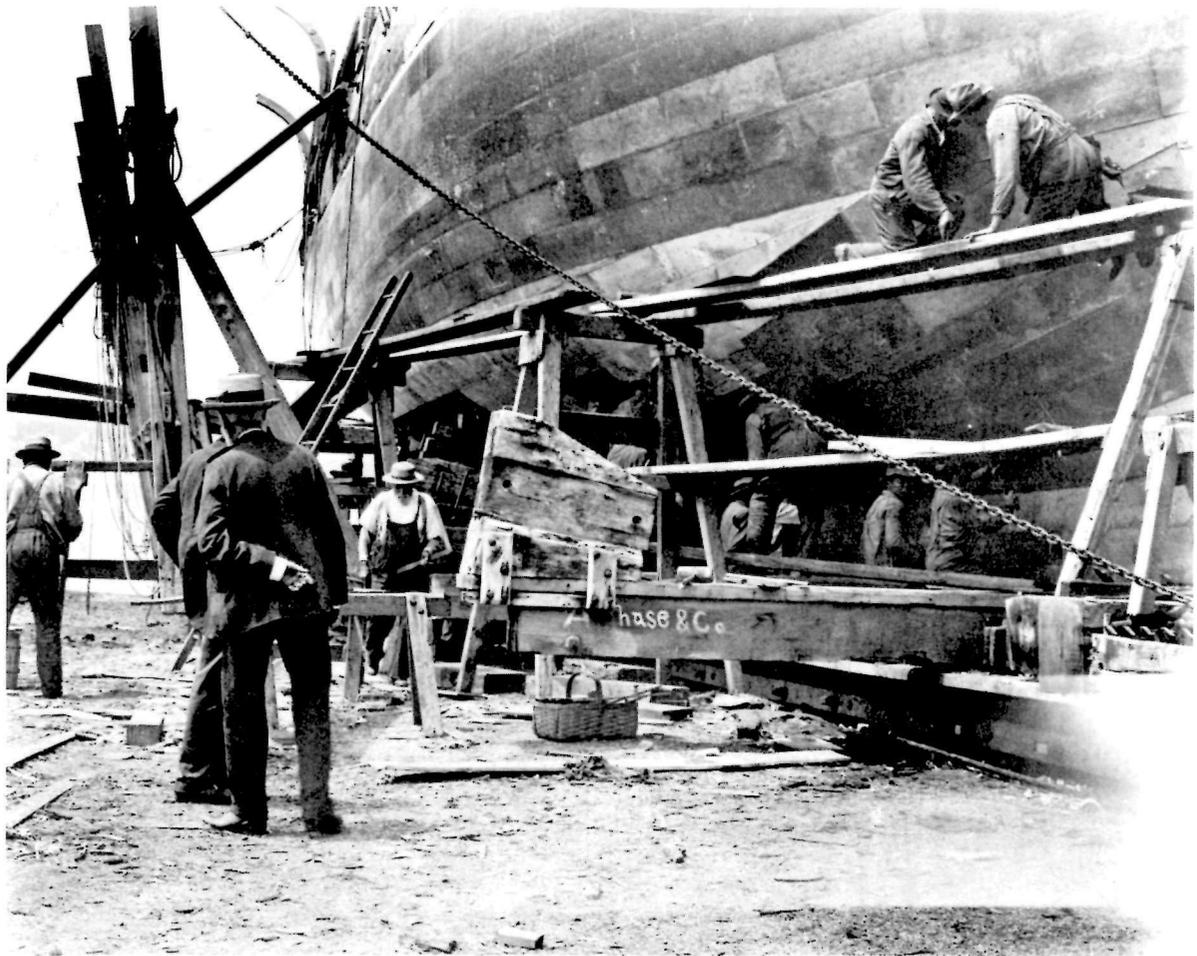
Documentary Resources. The Whaling Museum and the Melville Whaling Room of the New Bedford Public Library between them contain what is probably the most comprehensive body of documentation related to the whaling industry in America. These holdings emphasize primary materials such as log books, journals and business records, as well as photos and published works. The Library has created a massive reference file of cards on whaling crews and vessels. Both institutions contain extensive holdings on related subjects such as Quakers and the Black community, as well as materials on other and sometimes derivative industries such as textiles. These resources, as well as the collections in the Whaling Museum, are among the key assets which support New Bedford's exceptional potential for interpretation.

ERNESTINA. The Schooner ERNESTINA (formerly the EFFIE M. MORRISSEY) is a National Historic Landmark and is included in the Maritime Heritage of the United States National Historic Landmark theme study. Built in 1894, it is described as one of two of "the oldest surviving Grand Banks fishing schooner, the only surviving nineteenth century Essex-built fishing schooner, and one of two remaining examples of the Fredonia-style schooner. It is also one of only two sailing Arctic exploration vessels left afloat in the United States." Though not built at New Bedford and not a whaling vessel, in an odd and unplanned way ERNESTINA embodies the several ages of New Bedford maritime history. In its original manifestation as a fishing vessel it pursued the same quarry and in much the same geographical area as the present fishing fleet. As an Arctic explorer it ventured into the forbidding regions once frequented by whaling vessels and recalls the contribution to Arctic exploration made by whalers, whether directly or by assisting formal expeditions of discovery.

Finally, in its last active career ERNESTINA participated directly in immigration and maintained personal links with the Cape Verde Islands that had been forged during the whaling era.

Conclusions

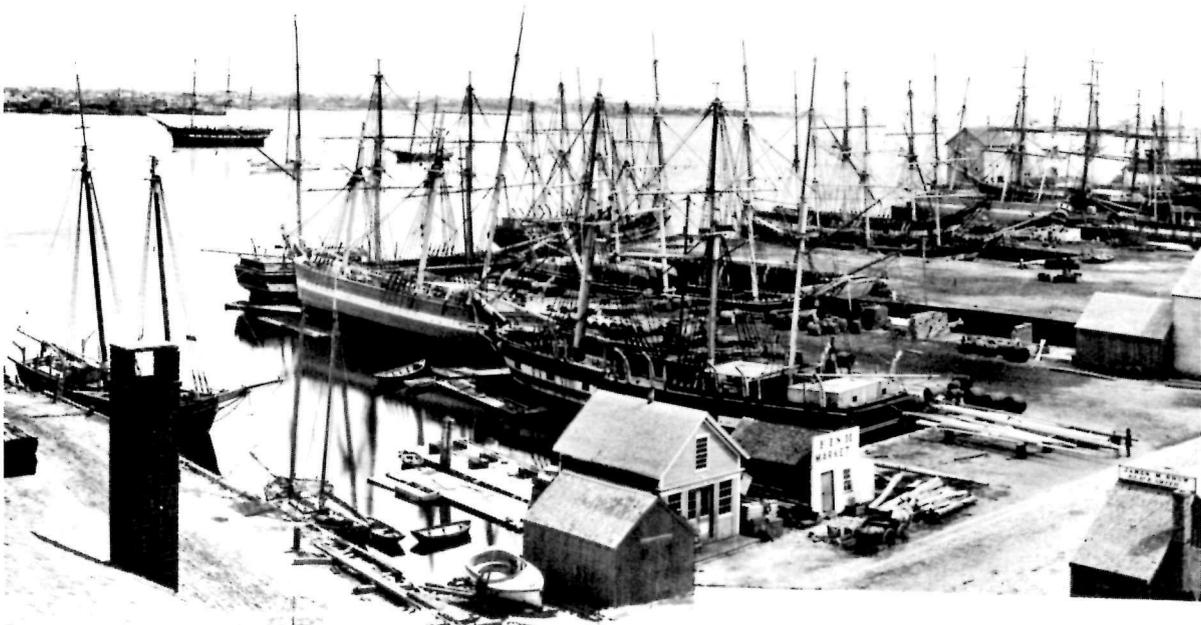
In the aggregate, New Bedford's whaling resources are stronger and more comprehensive than any alternative site in the United States such as Nantucket, Lahaina, Sag Harbor, or San Francisco. Taken together, the National Historic Landmark District, the National Historic Landmark Schooner ERNESTINA and other historic resources present in the adjacent historic districts at New Bedford that support the theme of whaling clearly meet the criteria for national significance. If the story of whaling, with the human themes that are rightfully embraced within it, is to be preserved and presented anywhere, New Bedford is the logical and most suitable location to do so.



SUNBEAM, a whaling ship Credit: New Bedford Whaling Museum



Schooner ERNESTINA, built in 1894.



New Bedford Wharves, c. 1870. Credit: New Bedford Whaling Museum.

Introduction

The chapter on significance describes the historical and cultural resources of the city and suggests that certain areas are of national significance. In addition, National Park Service management policies require that sites under consideration for inclusion in the National Park System be evaluated for their suitability.

The guidelines for suitability state that proposed new sites should represent a cultural theme or type of recreational resource that is not already adequately represented in the System or is not comparably represented and protected for public enjoyment by some other land-managing entity. Adequacy of representation is determined on a case-by-case basis by comparing the proposed area to other units of the System for differences or similarities in the character, quality, quantity or combination of resources and opportunities for public enjoyment.

This chapter determines the suitability of including New Bedford in the National Park System by examining National Park sites and other sites around the country and determining the extent to which the story of whaling is already being told. In addition, the chapter explores potential themes for interpretation in New Bedford.

Adequacy of Representation of the Theme

In order to determine the adequacy of representation of the theme, the study team researched other sites where whaling is possibly being interpreted. The research included both National Parks and other sites in the United States. After completing the preliminary research, team members visited selected National Parks and other sites which appeared historically or thematically linked to New Bedford to determine if New Bedford is the best place to tell the story of whaling. National Parks were visited in Boston and Salem, Massachusetts and San Francisco, California. Other sites were visited in Gloucester, Nantucket, Plymouth and Sharon (all in Massachusetts) as well as Mystic, Connecticut.

National Park Sites. The following is a description and overview assessment of the National Parks that were visited.

Boston National Historical Park (Charlestown Navy Yard), Boston, MA. This National Park tells the story of America's naval history through historic buildings, drydocks, a museum, and the USS CONSTITUTION, the country's oldest and best known sailing fighting ship. Whaling is not an interpretive theme in Boston.

Salem Maritime National Historic Site, Salem, MA. This National Park, established in 1937, has a general maritime trade theme and includes wharves, an historic warehouse, and the U.S. Customs House. It tells the story of one of the nation's greatest mercantile centers including its trade with the Orient. The history of whaling is not the focus, and it is not interpreted at the site.

San Francisco Maritime National Historic Park, San Francisco, CA. The predominant theme of San Francisco Maritime, exemplified through its collection of historic vessels, is San Francisco's importance as a nineteenth century maritime transportation hub and port. Whaling ships returning from the Pacific to off load their oil and to re-stock for further expeditions is just one of the stories presented at this Park. The Park is located along the city's central waterfront area and includes a maritime museum, waterfront park, the large Hyde Street Pier and a collection of sailing and steam-powered vessels. The San Francisco Maritime National Historical Park has the largest collection of historic vessels that sailed the Pacific Coast and Ocean. While the saga of whaling ended on the West Coast, it began on the East Coast and New Bedford's National Landmark District survives as authentic and singular evidence of New Bedford's importance in the story.

Although there are important archival resources at San Francisco's National Park Service library relative to the history of whaling, the interpretation of whaling is not the primary theme of the site. The story of American whaling as a major industry ends in San Francisco, where the industry moved toward the end of the nineteenth century. Whaling ships from New Bedford used San Francisco as their Pacific port and eventually moved their base of operation to the city to continue whaling in the Pacific and Arctic Oceans.

Other Sites. Several other sites, not in the National Park System, were also examined to determine the extent to which they interpreted the whaling theme. They are described in the following paragraphs.

Gloucester, MA. There is currently a National Park Service Special Resource Study being conducted for that community. The themes of fishing and the visual arts are being explored. Gloucester was not a whaling center so whaling is not one of the themes being evaluated.

Historic Nantucket, Nantucket Island, MA. According to Nantucket Visitors Guide, Historic Nantucket "...is a collection of eleven buildings throughout the town which are owned by the Nantucket Historical Association. Together, they portray how islanders lived and worked as the island developed: from a small farming community, to the center of America's whaling industry and eventually, to an important summer resort". The Historical Association also manages a Nantucket historical museum, a whaling museum, libraries, archival and artifact collections as well as a variety of public programs. Nantucket Island, as a whole, is a National Historic Landmark.

Although whaling in North America started among Native Americans and on Long Island, the story of whaling as an industry begins in Nantucket, which was an early Quaker settlement. The Quakers initiated the whaling industry after learning how to catch whales from local Native Americans. As the industry evolved, deeper harbors were needed for larger boats, and mainland connections were needed to distribute products. These, among other economic factors, caused the early whaling industry to move its base from Nantucket to New Bedford.

While it was the New Bedford whalers who wrote the longest and most important chapter in the history of American whaling, Nantucket is an important part of that story, too. The Nantucket Historical Society is interested in working with New Bedford to make that story known.

Kendall Whaling Museum, Sharon, MA. This museum has an excellent collection of scrimshaw, whaling era artifacts, and documents available for research. However, it is not located in a coastal community having historic associations with whaling.

Mystic Seaport, Mystic, CT. According to its Statement of Purpose, Mystic Seaport is "...a nonprofit, educational maritime museum dedicated to the expansion of Man's knowledge and understanding of American maritime history by showing its impact on the economic, social and cultural life of the United States. Primary emphasis is on the maritime commerce of the Atlantic Coast during the nineteenth century."

The site is a re-creation of a New England maritime community located on 17 acres along a small inlet of Long Island Sound. Mystic Seaport has assembled a large number of historic buildings and vessels, provides educational programs and owns an extensive archive of maritime history. It was founded in 1961 and has always been privately owned and operated. Although the theme of whaling is not a primary focus, the facility owns the only surviving whaling vessel, CHARLES W. MORGAN, an historic whaling ship originally from New Bedford.

Interpretive Potential

The National Park Service compendium of themes, *History and Prehistory in the National Park System and the National Historic Landmarks Program*,¹¹ lists themes as a framework for evaluating national significance as well as NPS Units and National Historic Landmarks organized by those themes. Not all themes are presently represented by National Parks or National Historic Landmark properties. Whaling as a separate topic is not well represented in the National Park System. At sites such as San Francisco Maritime and Cape Cod National Seashore whaling is treated as a secondary theme. Furthermore, the broader historical theme into which it falls (the "Fishing and Livestock" subhead of "Extractive or Mining Industries") remains unrepresented in the System. Thus there are opportunities for New Bedford to become a part of the National Park System because whaling has national significance and it is not presently represented in the Park System as a primary interpretive theme of existing parks.

Primary Theme and Interpretive Concepts. Whaling is the primary theme evaluated in this study. As the result of research performed during this study, the study team concluded that the theme of whaling is not interpreted in a comprehensive manner anywhere in the country. New Bedford is one of three sites in America where whaling could be told through existing historic structures, archival records and extensive collections. The primary theme of whaling embraces

¹¹ Prepared by the History Division, National Park Service, Washington, D.C., 1987.

many subthemes identified in the National Park Service Thematic Structure. The interpretive concepts are listed below.

Whaling. This interpretive concept embodies several components which are described in the paragraphs below.

History of Whaling. This interpretive concept could explore Native American whaling practices, settlement period and colonial centers on the eastern seaboard, Nantucket's rise to pre-eminence, the move to New Bedford, the post-Civil War decline, and the shift to San Francisco. This interpretive concept could also explore how whaling affected and was affected by the Revolutionary War, the War of 1812, the Civil War and World War I.

Whaling Industry, Technology and Whaling Vessels. This interpretive concept could explore the changing design and construction of vessels, the changes of whaling tools and techniques, and the technological advances in refining whaling products. This in turn allows explanation of changes in species that could be caught and products developed from catch.

Whale Products in Nineteenth Century Life. This interpretive concept could explore the products of whaling and their uses, how business was structured, how much money was earned, the profits and wages, where money was invested (architecture, textiles) and the relationship to future economic development of the city.

Life on a Whaling Vessel. This interpretive theme could explore the work required and the daily routines, the search and the hunt, dangers of life at sea, processing techniques, food, diaries, scrimshaw/art work, and pay.

Economic and Social History. This interpretive concept embodies several components which are described in the paragraphs below.

Whaling Community Life. This interpretive concept could explore communication with ships, cycle of commerce, spiritual life, support businesses, and the family life of owners and employees.

Voyages to Different Worlds. This interpretive concept could explore where ships traveled in the world and what they found, life in different ports, the hardships of the Arctic, and the exploration of other parts of America.

Women and Whaling. This interpretive concept could explore women's roles in the community and at home, women's roles when they went on whaling voyages, and women's issues in the nineteenth century and in a Quaker community.

Resource Conservation. This interpretive concept could explore over-fishing in the seventeenth, eighteenth, nineteenth and twentieth centuries and its effects on whale populations, saving whales, other nations' whaling treaties, and the future of the species. Comparisons to twentieth century over-fishing and natural resource conservation could be explored.

Cultural Diversity and Immigration. This third interpretive concept has several components described below.

Immigration. This interpretive theme could explore the patterns of immigration developed from whaling routes with emphasis on Portuguese and Cape Verdean immigration.

New Bedford and African-American History. This interpretive concept could explore the role of African-Americans in the whaling industry, the Underground Railroad and the abolitionist movement, Frederick Douglass, and the tolerance for cultural diversity in New Bedford.

The Role of Quakers. This interpretive concept could explore the role of Quakers, their dominance as ship owners, and their tolerance of cultural diversity as an influence on the development of the community.

Arts and Literature. This interpretive concept could explore New Bedford as an artistic influence on Melville, Emerson, Whitman and other writers and artists.

Related Themes As Interpretive Concepts. In addition to the four primary themes, there are also related interpretive concepts which could be developed. Those related themes could be as follows: the fishing industry in general looking at its past, present conditions, and likely future trends and related resource conservation issues; the architecture of New Bedford and the influence of travel and wealth on design trends; urban planning and development; and water transportation exploring export and import patterns.

Conclusion

Based on the site studies and other research, the study team concluded that there is no location in the United State which comprehensively interprets the whaling era. Furthermore, the team concluded that there is no other site in the United States that has better or more comprehensive resources to interpret that era than does New Bedford. The city has an abundance of archival materials, artifacts, interpretive resources, historic properties and settings from the whaling era. Finally, the study team concluded that there is a wide array of themes and interpretive concepts that can be developed and presented effectively. With appropriate preservation and interpretation, these diverse resources offer extensive potential for the enjoyment of future generations.



**New Bedford Waterfront Scene; foot of Middle Street
Credit: New Bedford Whaling Museum**

Introduction

The third criterion that must be met for a new unit to merit inclusion within the National Park System is feasibility. The definition requires that several standards be met such as: the size and configuration of the potential park site must be sufficient and appropriate to protect the resources and to accommodate public use; access and development patterns and potential must be realistic so that the park can be created; any land acquisition costs must be reasonable; and, any threats to the resources must be noted. These issues are addressed and assessed.

Potential National Park Location

Since the determination of feasibility is in part a function of physical and locational characteristics, it is necessary to identify and define a potential National Park location. That potential location is then evaluated against the selected feasibility criteria which are described in this section of the report.

For purposes of this analysis the potential National Park location has the following components: 1) the National Historic Landmark District; 2) the land on the east side of the NHL District over to the east side of MacArthur Drive along the waterfront from the Route 6 overpass on the north to an extension of School Street on the south, 3) the land north of Elm Street bounded by Acushnet Avenue on the west, Route 6 (ramps) on the north, J.F. Kennedy Boulevard on the east and Elm Street on the south; and 4) the Schooner ERNESTINA, also a National Historic Landmark, currently berthed at a waterfront pier. The National Historic Landmark District and the National Historic Landmark, Schooner ERNESTINA, are already determined to be nationally significant and therefore may be eligible to become a unit of the National Park System. Map 4 on the following page illustrates the boundary configuration of the potential National Park site.

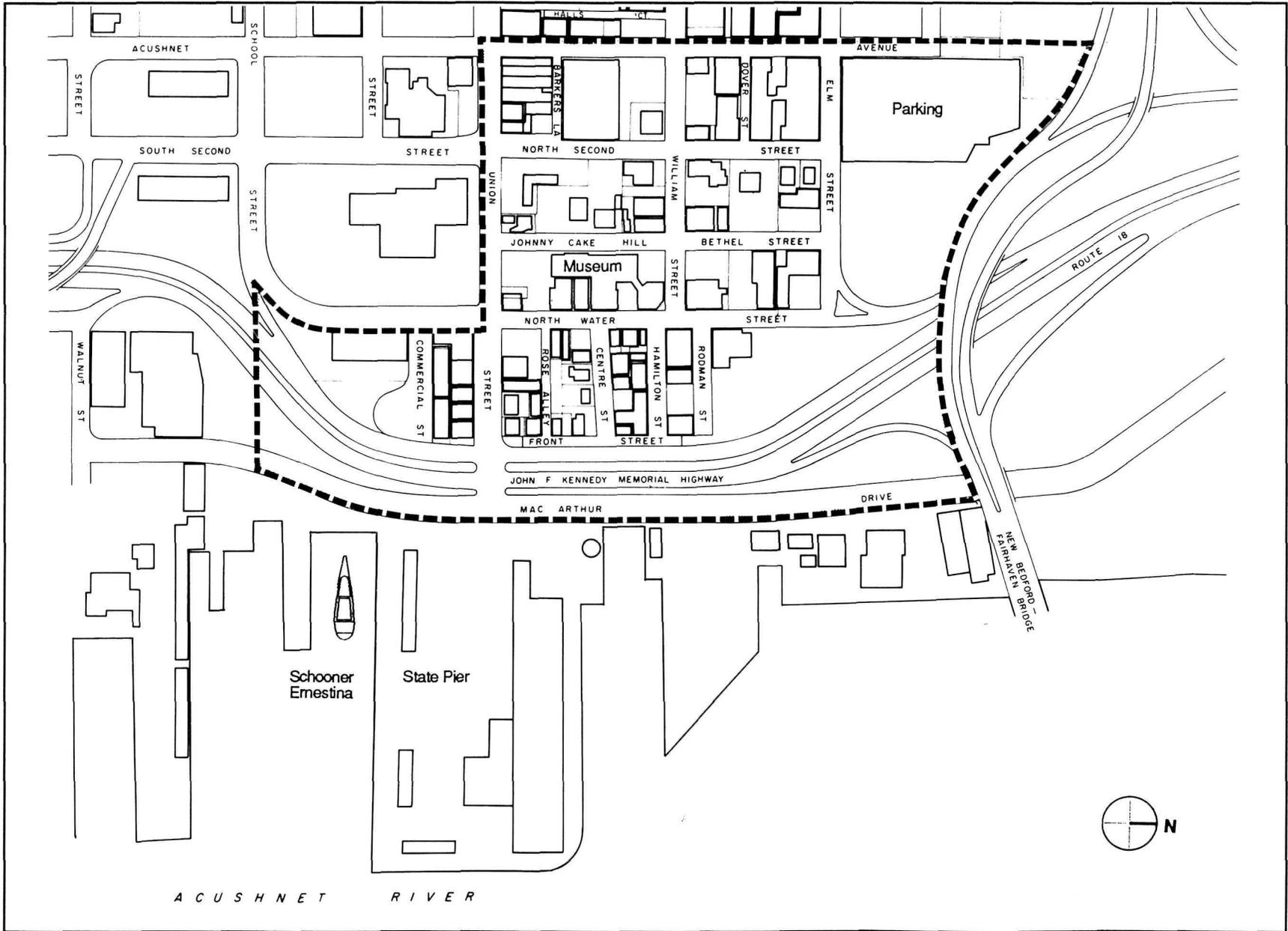
Feasibility Criteria

The characteristics of feasibility are discussed and evaluated in the paragraphs that follow in this section.

Site Size and Configuration. In determining feasibility the size and configuration of the potential National Park site must be sufficient and appropriate to protect the resources and to accommodate public use.

The National Historic Landmark District itself covers approximately 20 acres representing 13 full city blocks and a portion of another block. Some 20 buildings in that District, most constructed between 1810 and 1855, which are significant examples of architectural types found in the commercial district of a major and prosperous New England seaport of that period. In addition to the primary institutional buildings, like the customs house and banks there are additional good examples of Federal and Greek Revival buildings with first floor

Map 4



Proposed Park Boundaries

shops and upper floor residences. This site, not surprisingly, has the greatest concentration of significant buildings of the era, in comparison to any part of the larger study area. In addition, the National Landmark District contains the New Bedford Whaling Museum, a centerpiece for interpreting the whaling era and other institutional uses.

The site is clearly large enough to provide widespread interpretive potential and to provide an opportunity for protection of important historic resources. Finally, the configuration of the site, typically dense urban city blocks, can easily accommodate public use. The maximum dimensions of the District about 800 feet by 1000 feet. These distances are relatively easy for pedestrians to negotiate. Furthermore, because of a fully developed urban street system, it is possible to access other parts of the study area and even the waterfront via a pedestrian bridge over a limited access highway which separates the district from the waterfront.

Access and Development. As part of this criterion of feasibility, appropriate access, vehicular and pedestrian, must be demonstrated. Additionally, the development patterns must demonstrate that a National Park might reasonably be created.

First, the potential park location is served by a well designed and traveled regional highway network. The city, in general, is served by Interstate 195, a four lane limited access highway which runs in an east-west direction less than a mile north of the waterfront district study area.

Interstate 195 connects to Interstate 95 in Providence on the west and to Cape Cod on the east. Routes 24 and 140, limited access state highways, connect to Boston and points north. The site is directly served by Route 18 (a four lane limited access highway) which runs from Interstate 195, to a ramp access directly into the city street system and the potential park site.

The park site area also has a City owned parking garage within it. Although it does not conform architecturally, it does provide 198 parking spaces for those visiting and using the surrounding areas. An additional (and newer) City owned parking garage provides parking just on the northern edge of the potential park site. It provides 1048 parking spaces and consequently is a major source of parking support immediately adjacent to the Landmark District.

At a pedestrian level, all of the city streets have sidewalks most of which already have handicapped access ramps. At the present time Route 18 which divides the National Historical Landmark District from the waterfront provides a barrier because of its layout. With improvements to Route 18, it can be concluded that the potential park site meets all of the needed access criteria.

The development pattern of the park site is that of a relatively dense urban commercial neighborhood. The National Landmark District has an unusually high number of structures that contribute to its historic character. There are some intrusions of later architecture and a few vacant parcels. Furthermore, there are several buildings which are underutilized, partially vacant or totally vacant and in need of rehabilitation.

From a development potential standpoint, the underutilized, partially vacant, totally vacant buildings and/or open land sites provide numerous opportunities for development of such facilities as a visitor center, interpretive centers, and/or program sites for a National Park.

Acquisition Costs. As is the case of communities experiencing widespread economic disinvestment, New Bedford has been experiencing a downward spiral of property values. This has occurred because rental rates have declined, because sales rates have declined, and because vacancy rates have increased. As long as there is excess supply in the broader downtown and the waterfront district (with vacancy rates estimated by some brokers to be as high as 40 percent in the downtown), there will be negative pressure on property values. Consequently, acquisition costs for an appropriate property should be reasonable, since alternative uses at least in the short term are not plentiful.

Threats to the Resource. In a general sense, all of the resources in the proposed National Park area are threatened by the declining regional economy. This economic turmoil has resulted in decreased investment and philanthropic contributions, both public and private, to historic and cultural resources within the potential park area and elsewhere as well. While no historic structures are in immediate danger of demolition, there is a widespread need for investment to reverse the decline that has been accelerating in recent years. There are two types of threats to historic resources - physical deterioration due to lack of investment and maintenance, and the loss of educational benefits to local residents and visitors due to the loss or lack of interpretive programs.

While there was a comprehensive program, led by several non-profit organizations and the city, to rehabilitate and reuse historic buildings and to enhance public facilities in the National Historic Landmark District, it has been almost twenty years since that investment occurred. Now, some of the most valued buildings which had been rehabilitated are showing the effects of deferred maintenance. Others of special historic significance, bypassed in the earlier program, are in need of substantial rehabilitation.¹²

Examples of properties bypassed and now in need of substantial rehabilitation include The William Maxfield building at 25 Centre Street built in 1840; 114 Front Street, a four story brick and granite commercial building built in 1831; and early rubble stone and wood industrial structures built as early as 1830 at 90 Front Street and on Rose Alley.

The Sundial Building, a Federal period commercial structure from 1820, was saved from demolition after a gas explosion and rehabilitated on the exterior by WHALE in 1977. Now owned by the Old Dartmouth Historical Society, it still needs complete interior renovation to realize its potential.

¹² The National Historic Landmark District is being re-surveyed in 1993. The survey will document the condition of and threats to architectural integrity of buildings in the District.

In addition, there are several properties, which, while architecturally significant, are suffering deterioration because of long term loss of commercial tenants. The historic Foster building, a former antique shop, on the southwest corner of William Street and Johnny Cake Hill and the adjacent Seth Godfrey house are but two examples of a larger pattern that has occurred in the district and elsewhere in the broader study area.

Despite intervention by the National Trust's Main Street Program in 1987 and the formation of a downtown planning and advocacy organization, Downtown New Bedford, Inc., the adverse economic factors have impeded substantial investment in and revitalization of structures in the central downtown area.

Another example of a threat to an historic resource is the National Historic Landmark Schooner ERNESTINA. Owned by the Commonwealth of Massachusetts, ERNESTINA is under the governance of the Schooner ERNESTINA Commission. Although, in the mid-1980s, the Commonwealth spent hundreds of thousands of dollars for the repair and Coast Guard certification of the ship, it does not provide funds on an annual basis for required maintenance and basic operations. Consequently, its condition has been deteriorating. Responding to the precarious plight of the ship, in 1992 a group of 1,500 supporters, many of them Cape Verdean Americans descended from immigrants who came to the United States on ERNESTINA, mobilized in support of the ship. Acting from a strong commitment, a largely volunteer effort contracted to operate the ship for the summer of 1992.

A coalition of ERNESTINA supporters has requested an emergency allocation from the Commonwealth of Massachusetts to support and repair the ship. While the request may be favorably acted upon, it will not be a long term solution to the problem of saving this nationally significant resource.

On the interpretive side, there are several non-profit organizations in New Bedford whose mission is to preserve the city's whaling era heritage through educational and interpretive programming, including the Old Dartmouth Historical Society, the New Bedford Port Society, the Rotch Jones Duff House and Garden Museum, WHALE, The New Bedford Walking Tour Guides, and the Fairhaven/New Bedford-Tosashimizu Sister City Committee. Other organizations preserve and interpret the city's rich cultural history, including, the Cape Verdean Cultural Center, the Black Heritage Festival Committee, and the New Bedford Preservation Society, and Spinner Publications.

These organizations have had a long tradition of producing quality educational and interpretive programming, but their efforts are also being threatened. The depressed local and regional economy with the accompanying decline in public and private funding support for cultural organizations has affected both staffed and volunteer operations alike. All groups are struggling under seriously limited budgets, are increasingly relying on dedicated volunteers, and are spending an inordinate amount of time on fund raising efforts, often in direct competition with each other.

One local organization recently succumbed to the pressures. The New Bedford Glass Museum, showcasing New Bedford's glass-making industry, operated in the Federal period Benjamin Rodman House in the Landmark District, until declining visitations and decreased operating support forced its demise and liquidation in 1991. The bulk of its collection is retained and protected in the Whaling Museum.

Reduced financial support has led to lower marketing budgets. The result has been declining attendance figures. For example, the New Bedford Whaling Museum's annual attendance was as high as 80,000 in the 1970s but by the early 1990s it had declined to the low 50,000s. Other facilities are experiencing similar trends with resulting stress on the cultural resources.

In summary, New Bedford has a valuable collection of historic resources and cultural programs which are inadequately protected and interpreted because of economic decline and the resultant loss of public and private financial support.

Conclusion

The study team found that a potential National Park in New Bedford would meet the test of feasibility. From a physical standpoint the potential park site is of sufficient size and configuration to accommodate public use. Furthermore, it has significant resources that can be protected and interpreted. The potential park site is also accessible from the regional highway network and from local streets. Also, there are public parking garages either in or immediately adjacent to the site that can accommodate substantial visitation. The site has a development pattern and potential that would allow for the creation of National Park facilities with reasonable land acquisition costs. Finally, the study team found the resources threatened by economic disinvestment, deferred maintenance, and the general decline in the economy of the community and the region.



Waterfront Historic District, looking southeast.
Credit: WHALE, John Bullard, 1985.

Introduction

The final component of the Special Resource Study process explores management alternatives to identify appropriate management systems to protect and interpret nationally significant resources. Resource studies customarily evaluate at least three management alternatives. One alternative is usually the creation of a National Park unit and one alternative is a local action option, which is often described as the status quo or only marginal change from existing conditions. In between those alternatives can be a variety of options ranging from federal technical assistance to a state or local park or some other specially designated or protected area management system.

For this study, the three alternatives are as follows: Alternative A: New Bedford Whaling National Park as a unit of the National Park System; Alternative B: Planning and Interpretive Technical Assistance with funding from the National Park Service for such assistance, and Alternative C: Local Action Option which embodies an approach much like what is now occurring and which does not provide for National Park Service funding.

The study team examined existing National Parks, federally legislated commissions, and other management models to explore their appropriateness for New Bedford. It became clear during the study process that regardless of the management approach, those that appeared to work best had linkages to strong local organizations. These linkages or relationships are often called partnerships. Partnerships can either be informal or formal and usually involve multiple local organizations working together with the National Park unit toward a mutual set of resource protection and interpretive programs. Local partnerships can support the NPS with involvement in educational programs, support of funding requests, production of informational materials, coordination of volunteers, and other activities which enhance the work of NPS staff.

In addition to partnership relationships, the Park Service has successfully worked with individual organizations through cooperative agreements to accomplish specific needed tasks. Cooperative agreements are formal contracts, involve Federal funding, and have specific duration. The organizations provide specific resources or services to the NPS. The management alternatives presented in this section are based on models found in other settings used for resource protection, preservation, and interpretation. The next sections describe the three alternative approaches for New Bedford to consider.

Alternative A: New Bedford Whaling National Park

General Description. This alternative would establish a unit of the National Park System in New Bedford, designated and funded by Congress. The park boundaries would include the National Historic Landmark District and the Schooner ERNESTINA also a National Historic Landmark, berthed on the waterfront. In addition the land between the Landmark District and MacArthur Drive the boundary includes Parcel 19 (so-called) to the north of the Landmark District due to its development potential for support facilities and its proximity to the Landmark District. It is also anticipated that there would be cooperative agreements with five important historical properties which provide important links to the whaling era. They are: The Rotch Jones Duff House and Garden Museum, the Bourne Counting House (also known as Durant Sail Loft), the Wharfinger Building, and the southwest corner of the State Pier, and the existing waterfront park.

The role of the National Park Service in this alternative would involve the following elements. The NPS would act as the lead agency for interpretive planning and work with a partnership of local institutions and individual cooperator agencies; would fund and develop a general management plan for preservation, interpretation, management and maintenance of the Park; would acquire, develop, and manage a visitor orientation center; could enter into cooperative agreements to provide grant funds to specific institutions both for technical assistance in interpretive and educational programs and for preserving important cultural resources; and could provide grant funds for infrastructure improvements to enhance the visitor experience.

The primary theme of the Park would be whaling with the auxiliary maritime themes, immigration as well as African American and Cape Verdean history, and all the themes described in the Statement of Significance. The interpretive concepts, described in the Suitability chapter of this study, would illustrate the wide impact that the whaling era had during its period of primacy both on the City of New Bedford and the country. These themes can best be interpreted in the National Historic Landmark District because of the large number of buildings, the setting, artifacts, and cultural resources evident in that location. However, important links through cooperative agreements to other institutions and facilities must also be established to interpret the theme comprehensively.

From a facilities standpoint, the visitor would have the benefit of a full service visitor orientation center, developed, staffed, and maintained by the National Park Service. The center would provide an overview of the city's history and its resources; and it would interpret the whaling era through displays, interactive educational exhibits, audio-visual presentations and other techniques to present the drama and impact of whaling. The center would also inform visitors about NPS guided walks, museum tours, trolley rides, boat tours and other integrated activities that would comprehensively tell the story of whaling and explain New Bedford's history.

In addition to the visitor center, there could be audio walking tours, exterior exhibits, other interpretive centers illustrating whaling trades, tours of ships (such as ERNESTINA) at the waterfront, boat tours of the harbor, and trolley tours to other historic sites in the city that contribute to an understanding of the whaling era.

The National Park Service could provide funds to develop the interpretive centers (in addition to the visitor orientation center), to expand the interpretive trail being developed, to develop a comprehensive signage system, and to assist in planning and implementing safety improvements to Route 18 so that the National Park site can be linked more effectively to the waterfront.

Management Entities and Funding Sources. Under this alternative, the National Park unit would be managed by the National Park Service with principal funding coming from Federal sources on a long term basis. Some Federal funding might be matched with non-Federal sources. NPS management would primarily focus on those facilities that the Service owned or operated. Management coordination would also be shared with a local partnership and its local member groups to provide a comprehensive interpretive program to the general public. For example, a cooperative agreement could be developed with the Whaling Museum to develop and provide interpretive educational programs. Similarly, the Park Service could enter into a cooperative agreement with one or more of the five entities responsible for the properties outside of the Park to restore historic resources and present them more effectively to the public.

Land Ownership. Land ownership within the National Park will remain largely as it is at the present time. There is likely to be a mixture of private, municipal, and non-profit ownership. The Park Service would likely purchase a building for a full scale visitor orientation center within the Park area. In addition, the Service could also grant funds to local cooperator institutions to purchase and rehabilitate historic structures for interpretive centers. In the final analysis, however, the Park Service would own only a very small percentage of land in the proposed National Park.

Preliminary Cost Estimates. As part of this study, very preliminary cost estimates were developed for acquisition and development of facilities and for on-going operation of the National Park unit. These estimates are defined as Class C estimates which means the most general and thus subject to considerable refinement and modification as the planning process moves along.

Alternative A: Cost Estimates

Capital Expenditures

Visitor Center	
Acquisition & Development	\$4,300,000
Interpretive Exhibit	\$600,000
Other Interpretive Centers	<u>\$5,500,000</u>
Sub-Total	\$10,400,000

Annual Operating Costs

NPS Staff & Maintenance, Material	\$1,700,000
ERNESTINA Support	\$300,000
Cooperative Agreements	<u>\$1,000,000</u>
Sub-Total	\$3,000,000

The Capital Expenditure costs assume acquisition of an appropriate historic structure(s) for the development of a visitor facility within the structure. The operating costs include salaries and benefits for NPS staff and for program operations and maintenance expressed in 1993 dollars.

Alternative B: Planning and Interpretive Technical Assistance

General Description. This alternative envisions a planning and interpretive technical assistance approach to be funded by the National Park Service usually for a specific period of time. As the name implies, the level of activity by the Park Service focuses on planning and programming and is less comprehensive than a full Park Service presence in a National Park unit. In this alternative, the boundaries are descriptively the same as the National Park described in Alternative A. However, the boundaries are not intended to define a park so much as to create a focus for the planning and interpretive technical assistance effort.

The role of the National Park Service in this alternative would involve the following elements. The NPS would work cooperatively with a local partnership and cooperators to develop a preservation and interpretive plan; would provide funding and staff on site as part of the planning process; would work cooperatively with established local partners to create long term strategies for local groups to preserve, protect, and interpret, significant cultural resources; would provide staff and grants to local organizations to enhance educational and interpretive programs; would provide staff and grants to develop one or more interpretive centers through cooperative agreements; and could provide grants for selected historic building preservation and for infrastructure improvements to improve the visitor experience.

Like the National Park alternative, the primary theme of this alternative would be whaling and the auxiliary maritime themes as described in the Statement of Significance. The planning and interpretive technical assistance might also examine themes such as immigration, African American and Cape Verdean history, and fishing. While whaling would be interpreted in the National Historic Landmark District, other planning and interpretive technical assistance in and

near the waterfront and the downtown and elsewhere in the city might be added to broaden the understanding of the primary whaling theme.

In this alternative, there would be no federally funded, developed, and staffed visitor orientation center. However, NPS staff, working with local cooperator institutions, could provide staff and grants to plan and develop one (and perhaps more) interpretive centers, and could provide grants for selected priority preservation projects in the study area. While these centers would be owned by others, the National Park Service could enter into a cooperative agreement to provide programming and interpretive funding for the center(s).

The National Park Service's general role in this alternative would be to provide a planning and interpretive function, to coordinate planning efforts at the local level, and to provide grants to other entities, such as local cooperating institutions, which would allow these entities to carry out more of the ongoing operations in the community. In this alternative, the Federal legislation could require matching funds in order for a project to be eligible for National Park Service staff and grant support.

Management Entities and Funding Sources. In this alternative, the management approach would be more diverse than in Alternative A. The National Park Service would assign staff to New Bedford to provide planning, interpretive, educational, and management technical assistance to local cooperator institutions and local partnership of institutions. This staff could be assigned to New Bedford for several years or for an even longer period of time depending on the language of the enabling legislation. The staff could also administer Federal grants designed to assist local cooperator institutions both in development of projects and in the operation of interpretive and educational programs.

Funding from the Federal government would be subject to annual appropriations and could be terminated at any time. Other ongoing funding would be provided by local cooperator agencies and partnership entities.

Ownership. In this alternative, the National Park Service would not likely purchase, develop, and maintain ownership of a visitor orientation center or other property within focus area. Nevertheless, it could provide grants of Federal funds to local organizations to coordinate the purchase, development, and/or use of one or more interpretive centers, and for other specifically designated facilities (such as fishing boat for touring). Otherwise, the property in the study area would remain in the same ownership patterns as exist today.

Preliminary Cost Estimates. As in the case of Alternative A, very preliminary cost estimates were developed for this alternative. In this alternative the capital costs are lower. They are defined as Class C by the National Park Service because of their level of generality.

Alternative B: Cost Estimates

Capital Expenditures

Building Acquisition and Improvements	\$2,200,000
Interpretive Exhibits	<u>\$ 500,000</u>
Sub-Total	\$2,700,000

Annual Operating Costs

NPS Staff	\$350,000
Program Budget	\$100,000
ERNESTINA Support	\$250,000
Cooperative Agreements	<u>\$300,000</u>
Sub-Total	\$1,000,000

The Capital Expenditure costs assume acquisition of existing building(s) for one or two interpretive centers using matching federal funds. This category also provides some grant support for local programming/interpretation and possibly limited capital improvements.

Alternative C: Local Action Option

General Description. This alternative is the status quo condition with the local organizations continuing in roles the same as or similar to those they play at the present time. Local historic and cultural organizations would function at their current funding levels or perhaps at reduced funding levels if current trends continue. There would be no specific boundary definition since no defined "park" is being created under this alternative.

It is possible that the local Partnership could be incorporated as an entity to provide a more formal vehicle for planning, resource protection, and interpretation. In that case, the Partnership could act as the lead agency to coordinate planning, resource protection, and interpretive activities.

The existing visitor orientation center, staffed by volunteers, would continue to provide information about what was available for a visitor to do in New Bedford. Any and all existing offerings could be mentioned as sources of activities. A volunteer staffed guided walking tour is currently functioning in the downtown. A new state funded interpretive trail with wayside exhibits funded by the Massachusetts Department of Environmental Management is being developed as a complementary resource to the volunteer walking tours.

Preservation and interpretation of certain key components of the city's resources may be at risk under this alternative. For example, ERNESTINA has not been able to support itself at its present location. Without increased funding, it may very well deteriorate and have to be moved to a location where it can support itself or receive additional financial support. Other resources may experience the fate of the Glass Museum without adequate visitation and financial support.

Key historic properties in the waterfront area will likely experience deterioration and possible endangerment. The Partnership, WHALE and/or other entities may have to monitor this process and take action on a case by case basis when a crisis emerges. However, their response would occur in an environment of declining philanthropy and government support.

Management Entities and Funding Sources. In this alternative, there is no central management entity. Formation of a partnership could provide a coordinated, albeit, voluntary management process. Nevertheless, no existing entity would be bound to follow the management recommendations of the Partnership.

Funding would be received essentially from the same sources providing it today. Those sources include private charitable donations and memberships, foundation and government grants, and charges for services and products.

Ownership. All properties would continue in the same ownership pattern as exists today. Buying, selling, and leasing would be carried out by any willing private, nonprofit, and/or governmental entity.

Cost Estimates. In this alternative there are no costs to Federal government because they would not be involved in New Bedford. Costs of capital investment and operations would be borne by the local agencies and institutions as is the situation today. Expenditures by these entities would be governed by need and the availability of funds from multiple sources. In this Alternative funding is likely to continue at present levels or even decline due to economic conditions and the lack of governmental support.



Centre Street looking toward waterfront, by Baptiste. Credit: New Bedford Whaling Museum.

The final step in the Special Resource Study process is to compare the management alternatives and to determine which approach will best meet the needs of protecting, preserving, and interpreting the cultural resources of New Bedford. Each of the alternative's principal advantages and disadvantages is discussed below.

Alternative A: New Bedford Whaling National Park

Principal Advantages. This alternative would create a National Park unit to preserve, interpret, and maintain the critical resources that exemplify the whaling era. These resources were determined to be nationally significant, suitable and feasible for interpretation in New Bedford, as part of the National Landmark Historic District. NPS funding for the National Park would create a permanent NPS presence with an ability to protect and interpret the historic resources. This alternative would provide needed physical facilities such as a visitor orientation center and similar facilities. Finally, it could provide an important catalyst toward cooperative planning stimulated by an NPS presence in the community.

Principal Disadvantages. One of the disadvantages of Alternative A is that even though the NPS can work outside the Park's boundaries to a certain extent, the Park has a relatively compact physical focus. Second, there may be perceived loss of local autonomy in the area of preservation and interpretation. Finally, the designation process for a National Park unit can be lengthy, as can the general management planning process that follows designation. This may result in a short term decline in local investment as the community awaits results of planning.

Alternative B: Planning and Interpretive Technical Assistance

Principal Advantages. This alternative would create a planning and interpretive technical assistance effort with the assignment of National Park Service personnel for some period of time. An advantage of this alternative is that the focus of the planning and interpretive technical assistance could be somewhat broader because no National Park is being created. The NPS staff could play a coordinating role in planning and interpreting New Bedford's historical resources. Also, there may be less of a perceived loss of autonomy because of the limited time of NPS involvement and because their work would be oriented more toward planning and interpretation than acquisition and development.

Principal Disadvantages. The principal disadvantage of Alternative B is that the NPS role will be more limited and it will focus on planning and interpretation rather than creating a physical presence. Another disadvantage is that a long term presence in New Bedford is not expected. Furthermore, the NPS would not build or take on an historic building and staff a visitor orientation center to provide a central organizing focus to the visitor experience. Although local institutions and perhaps the Partnership could receive some management and funding support during the period that the NPS maintained an active presence in the city, that support would disappear when the NPS withdrew, leaving historic resources almost as threatened and the local organizations as beleaguered as they are today.

Alternative C: Local Action Option

Principal Advantages. The principal advantage to this alternative is that local institutions can do exactly what they are doing or something new without any perceived loss of autonomy. The institutions can choose to interpret themes comprehensively and in cooperation with other institutions or in any manner consistent with their available resources.

Principal Disadvantages. Recent history has demonstrated that some of New Bedford's resources are threatened due to a lack of governmental and philanthropic funding and due to a deteriorated local economy that limits private investment. In this Alternative, local institutions have been incapable, due to lack of resources, of protecting and interpreting the rich array of historic resources that portray the whaling era. Continuing the status quo is likely to increase the threat to the resources. In addition, there is no single entity, with the capacity of the National Park Service, to serve as an organizing force around which to coalesce both planning and capital investment efforts. New Bedford needs help if it is to interpret whaling comprehensively and if it is to protect its cultural resources.



GREYHOUND, shipping crew. Credit: New Bedford Whaling Museum.

NEW BEDFORD
MANAGEMENT ALTERNATIVES COMPARED

	ALTERNATIVE A: NEW BEDFORD WHALING NATIONAL PARK	ALTERNATIVE B: PLANNING AND INTERPRETIVE TECHNICAL ASSISTANCE	ALTERNATIVE C: LOCAL ACTION OPTION
Land Ownership	NPS, Local Institutions, Private Owners	Local Institutions and Private Owners	Local Institutions and Private Owners
Site Management	NPS with local Institutions	Local Institutions with NPS Technical Assistance	Local Institutions
Preservation	NPS assistance for structures related to New Bedford whaling history	Only structures threatened by imminent loss	Emergency Stabilization by Local Institutions or Private Owners
Visitor Center/Offices	New Facility in Existing Building	Present Facility	Present Facility
Interpretive Centers	Four to five centers	One to two centers	No centers
Interpretive & Educational Programs	NPS lead with local Institutions-Extensive Programs	NPS and Local Institution-Moderate Level of Programs	Local Institutions-No NPS Funded Programs
Research Program	Extensive	Limited	None
The ERNESTINA	NPS Lead with State and Local Organizations. Long Term Involvement	State and Local Organizations-Short Term NPS Assistance	No Assistance
Parking	Existing Parking	Existing Parking	Existing Parking
Acquisition/Development Cost	\$10,400,000	\$2,700,000	No New Development
Annual Operating Cost	\$ 3,000,000	\$1,000,000	No New Operations

Appendix A: Study Team and Contributors

Principal Investigators

Catherine C. Barner
A. Robert Thoresen
Therese S. Kelly

National Park Service, North Atlantic Regional Office Study Team

Sarah M. Peskin, Division Chief, Planning (Team Captain)
Ellen Levin, Community Planner
Larry Lowenthal, Historian
John Maounis, Regional Curator
Cynthia Kryston, Chief, Visitor Services and Interpretation

Consultants

Gilham and Gander, Architects and Urban Designers
Kathryn Grover, Historian
McCabe Enterprises, Economic Consultants
Vanasse Hangen Brustlin, Engineers

Other Contributors

National Park Service Assistance

Robert McIntosh, Associate Regional Director, Resource Management and Research
Terry W. Savage, Associate Regional Director, Planning, Development, and Engineering

Special thanks to the following National Park Service professionals:

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William Thomas, Superintendent, San Francisco Maritime
Michael Bell, San Francisco Maritime
Douglas Nadeau, Planning Director, Golden Gate National Recreation Area
Michael Harrington, San Francisco Maritime

Waterfront Historic Area League (WHALE)

F. Tenney Lantz, President
Therese S. Kelly, Executive Director

New Bedford Contributors

Anne B. Brengle, Executive Director, Rotch-Jones-Duff House & Garden Museum
Paul Cyr, New Bedford Public Library
Martin Manley, Director, Harbor Development Commission

Sheila Martines Pina, Executive Director, Bristol County Convention and Visitors Bureau

Marc Rousseau, City Planner, City of New Bedford

Antone G. Souza, Director, Office of Community and Economic Development, City of New Bedford

Anthony Zane, Executive Director, Old Dartmouth Historical Society

State Team Members

Robert Baker, Massachusetts Government Land Bank

Eugene Cavanaugh, Department of Environmental Management

Charles Gibson, Department of Environmental Management

Leslie Lewis, Department of Environment Management

Judy McDonough, Executive Director, Massachusetts Historical Commission and State Historic Preservation Officer

Laurel Rafferty, Coastal Zone Management

Special Thanks to

Jean Bennett, Chair, New Bedford Heritage State Park Advisory Committee

Local Organizations Participating in the Study:

Bristol County Visitors and Convention Bureau

Cape Verdean American Veterans

Cape Verdean Beneficent Association

Cape Verdean Heritage Center

U.S Coast Guard and Coast Guard Light Ship

Downtown New Bedford, Inc.

Downtown Retailers and Business People

ERNESTINA/MORRISSEY Historical Association

Fairhaven/New Bedford Tosashimizu Sister City Committee

Friends of Buttonwood Park

Greater new Bedford Chamber of Commerce

Heritage State Park Advisory Committee

Mass Dept. of Env. Management: Heritage State Park, State Pier & ERNESTINA

The John Manjiro Historic Trail, a project of the Japan Society of Boston

City of New Bedford

New Bedford Harbor Development Commission

New Bedford Seafood Co-Operative Association, Inc.

New Bedford Port Society

New Bedford Preservation Society

New Bedford Public Library

New Bedford Walking Tour Guides

New Bedford Visitor Information Center

North End Business Association

Offshore Mariners Wives Association
Old Dartmouth Historical Society and Whaling Museum
Rotch-Jones-Duff House and Garden Museum
Schooner ERNESTINA
South End Business Association
Spinner Publications
Zeiterion Theater
Zoological Society

Appendix B: Massachusetts Coastway

Massachusetts has a beautiful and varied coastline rich in history and natural resources. The geographical configuration of the coast has been a catalyst for the development of commercial centers, coastal defenses, transportation networks, and rural settlements. A Massachusetts Coastway could preserve, protect, and interpret diverse historic and cultural sites, recreation areas, and natural areas by providing public access to the water along the full length of the coast via water and land transportation systems and a public information program. In addition, such an approach would make connections among important Massachusetts sites by emphasizing historical themes, providing environmental education, encouraging recreational opportunities, promoting tourism, guiding public development, and supporting preservation efforts.

The North Atlantic Region of the National Park Service is involved with a number of special resource studies in cities located along the Massachusetts coast. Although there are nationally significant resources in most of these cities, not all merit National Park status or long term NPS assistance. However, when the cities are put in the larger context of the Massachusetts coast, the sites could work together with existing National Parks to tell the story of New England's rich maritime history.

Each site could benefit by being part of a larger Coastway network through shared information materials, signage, educational programs, and a coordinated transportation system. The concept of "welcome centers" along the coastway could be developed as places for visitors to get information, find out about the specific sites, assess what transportation options are available and learn about featured programs. Possible welcome centers might be located in Fall River, Boston, and Gloucester. Other cities, like New Bedford, could be incorporated into the Coastway and as a result could attract more visitors because of the concept.

The Massachusetts Coastway could be an approach where existing privately-owned historic and natural resources could be greatly enhanced by a comprehensive planning effort which might involve the National Park Service. The NPS is recognized for its leadership in resource management and interpretive planning including expertise in developing quality visitor information could set the design standards and plan the visitor services. Planning for state-wide tourism and the management of local sites would best be accomplished by the state, cities and towns and by private institutions. These activities could be coordinated by the NPS in cooperation with the state of Massachusetts and the cities and towns along the coast. State funds may not be essential to undertaking this project, but it is important that there is a sizeable commitment from state government in the form of staff time and general support for the concept.

Appendix C: National Register Nomination

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**NATIONAL REGISTER OF HISTORIC PLACES
INVENTORY -- NOMINATION FORM**

SEE INSTRUCTIONS IN *HOW TO COMPLETE NATIONAL REGISTER FORMS*
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

1 NAME

HISTORIC New Bedford Historic District

AND/OR COMMON

New Bedford Historic District

2 LOCATION

STREET & NUMBER Acushnet Avenue, Elm, Water, Rodman, Front, Commercial and Union Streets

CITY, TOWN

New Bedford

___ VICINITY OF

___NOT FOR PUBLICATION

CONGRESSIONAL DISTRICT

Twelfth

STATE

Massachusetts

CODE

025

COUNTY

Bristol

CODE

005

3 CLASSIFICATION

CATEGORY	OWNERSHIP	STATUS	PRESENT USE	
<input checked="" type="checkbox"/> DISTRICT	<input type="checkbox"/> PUBLIC	<input checked="" type="checkbox"/> OCCUPIED	<input type="checkbox"/> AGRICULTURE	<input checked="" type="checkbox"/> MUSEUM
<input type="checkbox"/> BUILDING(S)	<input type="checkbox"/> PRIVATE	<input checked="" type="checkbox"/> UNOCCUPIED	<input checked="" type="checkbox"/> COMMERCIAL	<input type="checkbox"/> PARK
<input type="checkbox"/> STRUCTURE	<input checked="" type="checkbox"/> BOTH	<input checked="" type="checkbox"/> WORK IN PROGRESS	<input type="checkbox"/> EDUCATIONAL	<input checked="" type="checkbox"/> PRIVATE RESIDENCE
<input type="checkbox"/> SITE	PUBLIC ACQUISITION	ACCESSIBLE	<input type="checkbox"/> ENTERTAINMENT	<input type="checkbox"/> RELIGIOUS
<input type="checkbox"/> OBJECT	<input type="checkbox"/> IN PROCESS	<input checked="" type="checkbox"/> YES: RESTRICTED	<input checked="" type="checkbox"/> GOVERNMENT	<input type="checkbox"/> SCIENTIFIC
	<input type="checkbox"/> BEING CONSIDERED	<input checked="" type="checkbox"/> YES: UNRESTRICTED	<input type="checkbox"/> INDUSTRIAL	<input type="checkbox"/> TRANSPORTATION
		<input type="checkbox"/> NO	<input type="checkbox"/> MILITARY	<input type="checkbox"/> OTHER:

4 OWNER OF PROPERTY

NAME multiple ownership (administered by New Bedford Historical Commission c/o City Hall)

STREET & NUMBER

CITY, TOWN

New Bedford

___ VICINITY OF

STATE

Massachusetts

5 LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, Registry of Deeds, Southern District
REGISTRY OF DEEDS, ETC.

STREET & NUMBER

CITY, TOWN

New Bedford

STATE

Massachusetts

6 REPRESENTATION IN EXISTING SURVEYS

TITLE Historic American Buildings Survey (listings for individual buildings)

DATE

1961

FEDERAL STATE COUNTY LOCAL

DEPOSITORY FOR SURVEY RECORDS

Division of Prints and Photographs, Library of Congress

CITY, TOWN

Washington 20540

STATE

D.C.

7 DESCRIPTION

CONDITION		CHECK ONE	CHECK ONE
<input type="checkbox"/> EXCELLENT	<input type="checkbox"/> DETERIORATED	<input type="checkbox"/> UNALTERED	<input checked="" type="checkbox"/> ORIGINAL SITE
<input checked="" type="checkbox"/> GOOD	<input type="checkbox"/> RUINS	<input checked="" type="checkbox"/> ALTERED	<input type="checkbox"/> MOVED DATE _____
<input type="checkbox"/> FAIR	<input type="checkbox"/> UNEXPOSED		

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

The New Bedford Historic District, bounded by portions of Acushnet Avenue and of Elm, Water, Rodman, Front, Commercial, and Union Streets, is comprised of eleven city blocks and part of a twelfth, totaling some 19.6 acres. Within this area, some 20 buildings, most of them constructed between 1810 and 1855, are significant examples of the architectural types to be found in the commercial district of a major New England seaport of that period. In addition to the primary buildings, such as the Custom House and the banks, the district contains good examples of smaller Federal and Greek Revival buildings with shops on the ground floor and living quarters above, and several gable-roofed warehouses of brick or stone, 2½ to 4 stories in height.

The Historic District is separated from New Bedford's still active waterfront, immediately to the east, by the John F. Kennedy Expressway, a limited access highway now under construction. To the north and south of the district are areas devoted to mixed commercial-industrial use. On the west is New Bedford's central business district.

The construction of intrusive elements within the area in recent years was a significant factor in the adoption of a local historic district ordinance aimed at preventing further deterioration of its historic character and encouraging its rehabilitation. Chief among the intrusive elements are a gas station at the corner of Second and Union Streets and a parking structure and lot which occupy most of the block bounded by Acushnet Avenue, Barkers Lane, Second and William Streets. Many buildings in the area have been turned to new commercial uses and their character affected by inappropriate signing and changes in fenestration. However, the local historic district commission hopes, with the cooperation of property owners, to see these inappropriate elements gradually removed.

Among the buildings of primary interest in the district are the following (numbers correspond to those on the attached district map):

1. United States Custom House. Designed by Robert Mills and constructed by Seth H. Ingalls in 1834-36; two-story, granite ashlar building with low hipped roof and giant Doric portico; an outstanding example of the Greek Revival public building.
2. New Bedford Institution for Savings. Designed by Russell Warren and erected in 1853; a one-story structure in Renaissance Revival style with brownstone front, brick sides and rear; after 1896 housed the Third District Court.

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3. Samuel Rodman House. Built in 1831; a square, three-story building of dressed stone with quoins; hipped roof broken by interior chimneys and gabled dormers.
4. Mariner's Home. Built c. 1790 as the residence of merchant William Rotch, Jr.; moved from original location at William and North Water Streets; a Federal style building with clapboard front, brick ends, hipped roof; center hall plan with good detail and paneling.
5. Seamen's Bethel. Described by Melville in Moby Dick; two-story frame church built in 1832; rebuilt in 1867 after a fire, at which time the front elevation was redesigned, the present tower added, and the original interior (seating) plan reversed.
6. Whaling Museum. Sponsored by the Old Dartmouth Historical Society; a massive 20th century building in Georgian Revival style; houses extensive collections illustrating the history of the whaling industry.
7. Mechanics Bank (north half) and Merchants Bank (south half). Built in 1831 from designs by Russell Warren; Greek Revival, Ionic temple style; steps, foundation, and front wall of polished granite, remainder of brick; portico supported by eight wooden columns, northern four with entasis, southern four without; interior wall divides the building into halves.
8. Samuel Rodman Candlehouse. Built in 1810; square, three-story building of stone, later stuccoed; semicircular lunette windows at third story level; quoined window and door frames and corner quoins.

8 SIGNIFICANCE

PERIOD	AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW				
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY-PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION	
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY-HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE	
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE	
<input type="checkbox"/> 1600-1699	<input type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN	
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER	
<input checked="" type="checkbox"/> 1800-1899	<input checked="" type="checkbox"/> COMMERCE	<input type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION	
<input type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input checked="" type="checkbox"/> INDUSTRY	<input type="checkbox"/> POLITICS/GOVERNMENT	<input type="checkbox"/> OTHER (SPECIFY)	
		<input type="checkbox"/> INVENTION			

SPECIFIC DATES c. 1790, 1810-1855 BUILDER/ARCHITECT Russell Warren and others

STATEMENT OF SIGNIFICANCE

The New Bedford Historic District, bounded by portions of Acushnet Avenue and of Elm, Water, Rodman, Front, Commercial, and Union Streets, is a good example of the commercial district of a major New England seaport of the period 1810-1855. The district retains some 20 historic buildings, several of which were designed by the noted architect Russell Warren.

New Bedford began its rapid growth as a whaling port shortly after the town's establishment in the early 1760's. By 1840, she had superseded Nantucket as the nation's leader in the industry and maintained that position until the growth of the petroleum industry, beginning in the late 1850's, brought American whaling to an end. New Bedford's last whaling voyage ended on August 20, 1925.

In the late 1960's, a campaign was begun to preserve the remaining portions of New Bedford's historic waterfront. Led by a citizens' group, the Waterfront Historic Area League, it resulted in 1971 in the enactment of a local ordinance (under the authority of a state enabling act) establishing the Bedford Landing Waterfront Historic District.

HISTORICAL BACKGROUND

New Bedford, located at the mouth of the Acushnet River on Buzzards Bay, began its rapid rise as a whaling port shortly after the town's establishment, as Bedford Village, in the early 1760's. Joseph Russell, who is regarded as the town's founder, promoted New Bedford's birth because of his extensive land holdings in the general area. Several ship builders, a blacksmith, and other skilled workers soon settled there.

In 1765, Joseph Rotch, a leading Nantucket whaling merchant, moved to New Bedford. He and Russell took advantage of the deep harbor, something Nantucket lacked, and spurred the development of whaling by the young settlement. A ship, the Dartmouth, soon slid from the ways at New Bedford, the first locally constructed whaling vessel. The ship carried the first load of New Bedford whale oil to London in 1767. Within eight years, New Bedford and the nearby area claimed fifty whaling sloops.

(Continued)

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The American Revolution led to the near destruction of New Bedford. Angered by the depredations of New England privateers, the British raided the coast of Connecticut and southeastern Massachusetts in the fall of 1778. Two thousand redcoats attacked New Bedford early in September. The inhabitants, alerted to the danger, had already fled, leaving their homes unprotected and many vessels unmanned. Smoke soon told the tale. Fires set by the British destroyed 11 homes, 76 shops, 26 storehouses, 2 ropewalks, and 34 ships.

Despite the devastation suffered during the Revolution, New Bedford rapidly recovered, and within half a century after 1783 had become America's greatest whaling port. She dispatched the Rebecca on a voyage in September, 1791, and the vessel became the first American whaler to fill her hold with oil taken from the Pacific Ocean. The precedent-breaking ship returned on February 23, 1793. War again disrupted New Bedford's whaling industry when Great Britain and the United States joined in battle during the War of 1812. But as after the end of the Revolution, New Bedford rapidly recovered from the effects of the second war. By 1823 her whaling fleet equalled that of Nantucket in tonnage. Both towns strove for dominance during the next several years, with New Bedford finally edging beyond her competitor. In 1827 Nantucket recorded a total catch of 33,063 barrels of sperm oil, while New Bedford posted a total of 38,752. And in 1828 New Bedford sent out forty-nine vessels, twenty-four of which sailed for the Pacific. The town continued to develop the industry in the 1830's, and by the end of the decade had superseded Nantucket as America's whaling center.

New Bedford reached her zenith in the 1840's and 1850's. In 1841 she employed about 10,000 men in the industry and had at least \$12,000,000 invested in ships and equipment. She owned half of the Nation's whaling ships by 1857. In the same year, her fleet accounted for 48,108 barrels of sperm oil, 127,362 barrels of whale oil, and 1,359,850 pounds of whalebone.

New Bedford's eminence in the whaling industry is explained by several factors. First, she possessed an excellent harbor. Located on the mainland, unlike Nantucket, the town also benefited from the rise of the railroad. Second, the demand for whaling's products increased during the first half of the nineteenth century. But most important was the enterprising and vigorous nature of the merchants engaged in the industry. Mostly Quakers, the New Bedford whale oil merchants concentrated on their business and availed themselves of every opportunity to exploit the industry.

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New Bedford whaling reached its peak in 1857 and then gradually declined, largely because of competition from the growing petroleum industry. After the Civil War, in which New Bedford lost many ships, whaling continued but at an even slower pace. Natural disasters during the last three decades of the 19th century--numerous ships were caught and crushed in ice packs in Arctic waters--were also a factor in the death of the industry. New Bedford's last whaling voyage ended on August 20, 1925.

9 MAJOR BIBLIOGRAPHICAL REFERENCES

(See Continuance Sheet)

10 GEOGRAPHICAL DATA

ACREAGE OF NOMINATED PROPERTY c. 19.6 acres

UTM REFERENCES

A	1,9	3,3,9	8,6,0	4,6	1,1	0,0,0	B	1,9	3,3,9	8,9,0	4,6	1,0	7,3,0
	ZONE	EASTING		NORTHING			ZONE	EASTING		NORTHING			
C	1,9	3,3,9	6,2,0	4,6	1,0	7,0,5	D	1,9	3,3,9	5,9,0	4,6	1,0	9,7,0

VERBAL BOUNDARY DESCRIPTION

The boundaries of the National Historic Landmark designation for the New Bedford Historic District are those of the Bedford Landing Waterfront Historic District, established by the City of New Bedford in 1971 under authority of the Massachusetts Historic Districts Act, Chapter 40 C of the Massachusetts General Laws. Boundaries are outlined in red on the attached map of the Bedford Landing Waterfront Historic District, prepared by the New Bedford City Planning Department.

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE	CODE	COUNTY	CODE
STATE	CODE	COUNTY	CODE

11 FORM PREPARED BY

NAME/TITLE Polly M. Rettig, Historian, Landmark Review Project; original form prepared by S. S. Bradford, Historian, 1/24/67

ORGANIZATION	DATE
Historic Sites Survey, National Park Service	1/30/75
STREET & NUMBER	TELEPHONE
1100 L Street NW.	202-523-5464
CITY OR TOWN	STATE
Washington 20240	D.C.

12 STATE HISTORIC PRESERVATION OFFICER CERTIFICATION

THE EVALUATED SIGNIFICANCE OF THIS PROPERTY WITHIN THE STATE IS:

NATIONAL ___ STATE ___ LOCAL ___

As the designated State Historic Preservation Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the National Park Service.

FEDERAL REPRESENTATIVE SIGNATURE N/A National Historic Landmark

TITLE

Landmark Designated: 11-73-66
date

DATE Boundary Certified:

Ornelius White 6-12-76

Chief, Hist. & date

DATE Arch. Surveys

FOR NPS USE ONLY

I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

(NATIONAL HISTORIC LANDMARK)

DIRECTOR, OFFICE OF ARCHITECTURE AND HISTORIC PRESERVATION ATTEST:

KEEPER OF THE NATIONAL REGISTER

Wm. M. ...
1.18.75

DATE Boundary Affirmed:

Acting Director OAHPS 4/11/76
date

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PAGE 1

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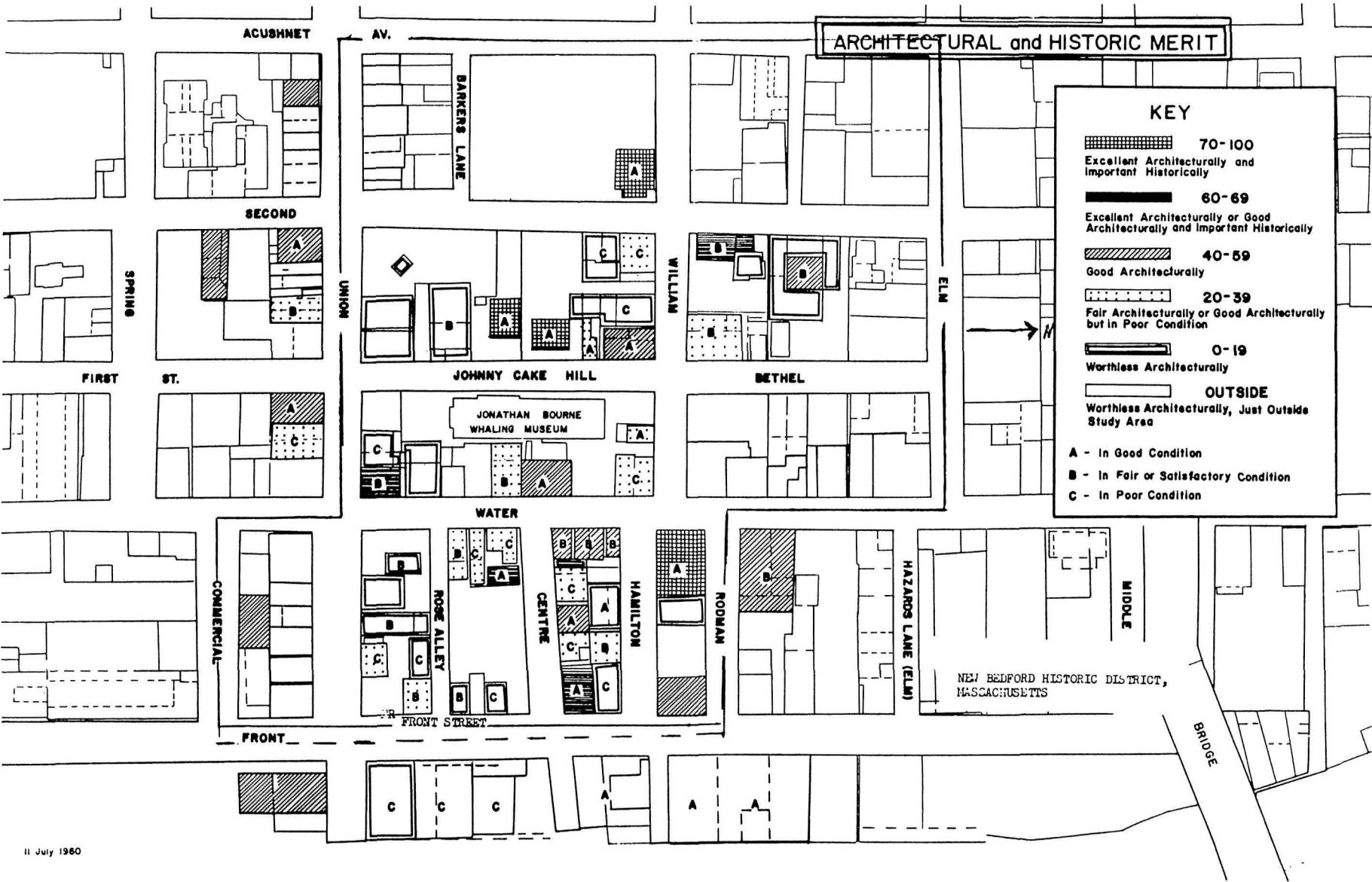
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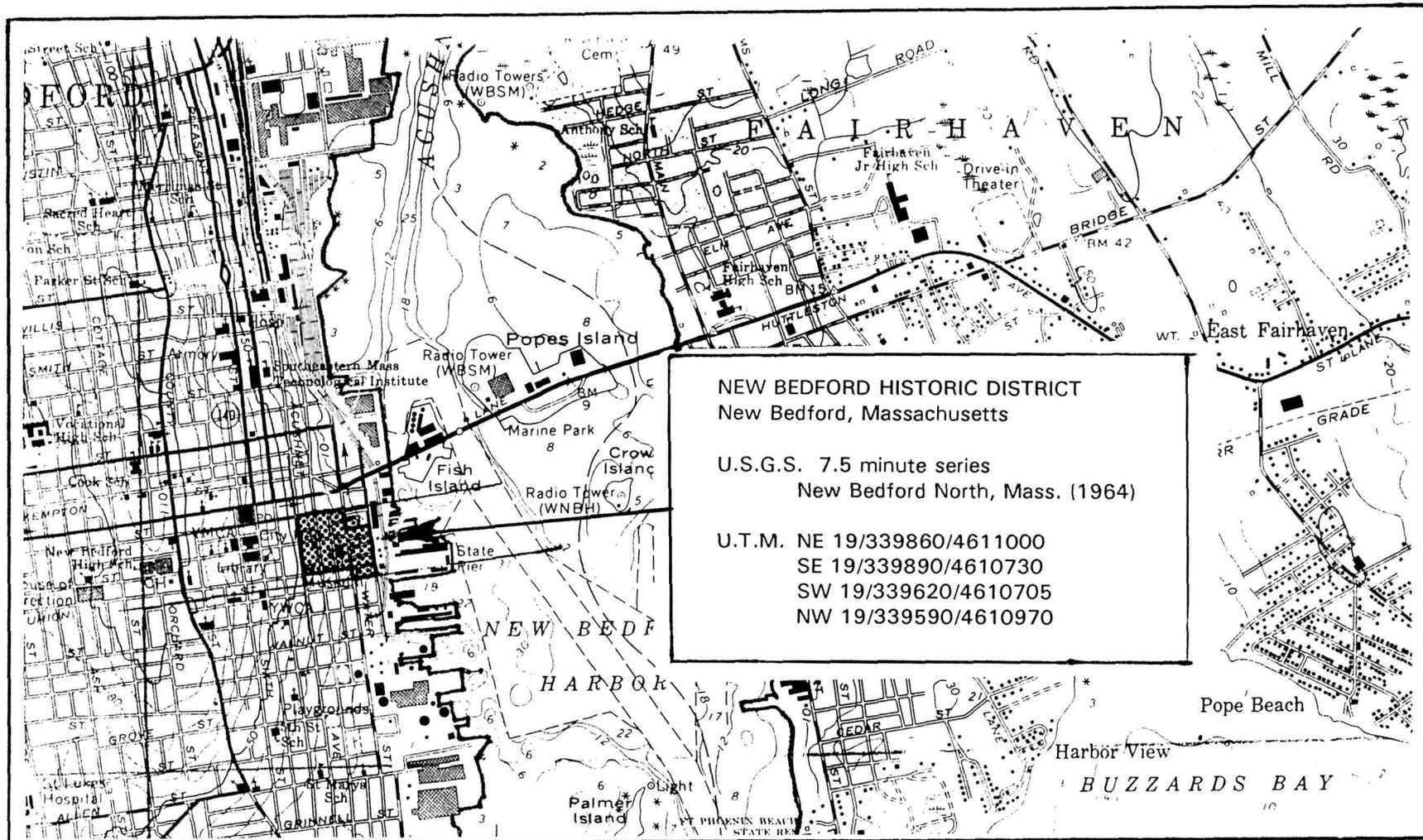
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NEW BEDFORD WATERFRONT HISTORIC DISTRICT -- LOCATION MAP

Appendix D: Environmental Assessment

New Bedford Special Resource Study Environmental Assessment

1.0 INTRODUCTION

The National Park Service (NPS) has prepared this Environmental Assessment (EA) for the purpose of presenting a range of Management Alternatives to Congress and describing the respective environmental consequences of each option presented in this study. These management alternatives have been developed by the NPS pursuant to the New Bedford Special Resource Study.

A Special Resource Study is used by the NPS to evaluate a resource for national significance and to assess its suitability and feasibility for inclusion into the National Park System. As part of this special resource study, the study team developed and is now presenting a range of possible management alternatives, but has not identified a proposed or preferred alternative. The management alternatives represent possible options for use and protection of the resource, with various levels of Federal, state, local, and private involvement.

Upon completion of the New Bedford Special Resource Study and final NPS approval of its form and contents, this study will be transmitted to Congress. Ultimately, Congress will decide on the appropriate course of action. At that time, legislation may be introduced by Congress to authorize a new unit of the National Park System.

Purpose and Need for the Study:

Located in southeastern Massachusetts on Buzzards Bay, the city of New Bedford possesses historic and cultural resources representative of its rich and diverse past. As the 19th century whaling capital of the world, New Bedford was immortalized in Melville's literary classic, **Moby Dick**. In turn, the city became a major area for the manufacture of textiles, overseas shipping and is currently one of the most active fishing ports on the eastern seaboard. The city was also notable as a port of entry for many immigrant groups, particularly those arriving from the Cape Verde Islands.

In order to preserve and better use these resources, the city of New Bedford and local citizen's groups joined in collaboration with the Massachusetts Department of Environmental Management (DEM) to create the New Bedford Heritage State Park in 1989. The effort resulted in the creation of a master plan for the park, however state and local budgetary constraints made full implementation of that master plan infeasible. In 1990, representatives of the city and community groups approached their Congressional delegation seeking further assistance for the preservation of their waterfront resources.

In 1991, Congress directed the National Park Service to prepare a Special Resources Study of New Bedford's historic central and waterfront areas. The North Atlantic Regional Office of the National Park Service, in cooperation with the Waterfront Historic Area League (WHALE), was charged with preparing the study. In order for an area to become a National Park unit, it must meet all three criteria identified in the NPS "Criteria for Parklands " of national significance, suitability, and feasibility. The study process also calls for the development of a range of management alternatives for the study area. During the preparation of the study, other recent planning efforts were considered including the New Bedford State Heritage Park plan completed in 1989 and the city's harbor planning effort which continues under the guidance of Massachusetts Coastal Zone Management.

Having applied the "Criteria for Parklands," the NPS study team reached the following conclusions:

The New Bedford National Historic Landmark District and adjacent sites represent an outstanding example of buildings, sites, and streets associated with the nineteenth century whaling industry, a subtheme not fully represented in the National Park System. The Landmark District and historic sites also have exceptional value in representing the theme of maritime history. The study concludes that the Landmark District, and the Schooner ERNESTINA, meet the criteria for national significance as well as suitability and feasibility for inclusion in the National Park System.

The following sections generally describe the resources currently under study, the proposed management alternatives, and summarize their environmental consequences. In Section 2.0, the study area is addressed by describing the resources related to the whaling era and their level of historical significance. Section 3.0 includes summaries of the three proposed management alternatives and their associated environmental consequences. Finally, in section 4.0, governmental and community organizations consulted, and the nature of their involvement during the study process is discussed.

2 .0 DESCRIPTION OF STUDY AREA

Physical Description:

In general. The Study Area is composed of approximately 13 city blocks reaching from the waterfront westward into New Bedford's Central Downtown district (See Maps 2 and 3 in Study). The resources involved represent a broad array of business, residential, and institutional structures that convey the importance, diversity, and financial power of the whaling era. These structures continue to be used to serve the material (ships chandleries, and supply houses) and social needs (restaurants, clubs, and taverns) of the waterfront community, as well as, the business and institutional needs of the city's broader population. The study's assessment of national significance concluded that "taken together, the National Historic Landmark district, the National Landmark ERNESTINA, and the other historic resources present at New Bedford clearly meet the criteria for national significance. If the story of whaling, with the human themes that are rightfully embraced within it, is to be preserved and presented anywhere, New Bedford is the logical and most suitable location to do so."

The Harbor. The broad harbor that New Bedford shares with the Town of Fairhaven is the most prominent natural feature of the area. Located at the mouth of the Acushnet River, the harbor is presently the home port of a contemporary fishing fleet that has the most valuable catch (in dollar value) of any port in the country.

During its heyday as a whaling port over 200 whaling vessels sailed from New Bedford. New Bedford's spacious harbor contributed to its success as a whaling port (in contrast to Nantucket's bar-blocked harbor), as well as to its continued use by a substantial deep sea fishing fleet.

In the 1950's, a hurricane dike was developed to shield the harbor from the open sea and protect the waterfront from major storm damage. The development of the dike was a direct response to extreme storm damage experienced during that decade resulting in the destruction of a considerable portion of the fishing fleet.

Architecture and Streetscape. The following description draws heavily from the National Register nomination form for the New Bedford Waterfront Historic District dated January, 1978, and the study's significance statement (See Map 3 in Study).

The New Bedford Historic District, bounded by portions of Acushnet Avenue and of Elm, Water, Rodman, Front, Commercial, and Union Streets, is comprised of eleven city blocks and part of a twelfth, totaling some 19.6 acres. Within this area, some 20 buildings, most of them constructed between 1810 and 1855, are significant examples of the architectural types to be found in the commercial district of a major New England seaport of that period. In addition to the primary buildings, such as the Custom House and the banks, the District contains good examples of smaller Federal and Greek Revival buildings with shops on the ground floor and living quarters above, and several gable-roofed warehouses of brick or stone, two and one-half to four stories in height.

The Historic District is separated from New Bedford's still active waterfront, immediately to the east, by the John F. Kennedy Expressway (Route 18), a limited access highway providing a link to Interstate Route 195. To the north and the south of the district are areas devoted to mixed commercial-industrial use. On the west is New Bedford's central business district.

A number of non-historic, non-contributing structures exist within the District. Chief among these structures are a gas station at the corner of Second and Union Streets and a parking structure and lot which occupy most of the block bounded by Acushnet Avenue, Barkers Lane, Second and William Streets. A parking structure also exists on Elm Street at the corner of Second Street. Many buildings in the area have been turned to new commercial uses and their character affected by inappropriate signing and changes in fenestration.

Among the buildings of primary interest in the District are the following:

United States Custom House: Designed by Robert Mills, architect of the Washington Monument, and constructed by Seth H. Ingalls in 1834-36, this two-story granite ashlar building has a giant Doric portico and low hipped roof. An outstanding example of a Greek Revival public building, this imposing structure testifies to the economic importance of New Bedford at its peak and illustrates the registration and record-keeping aspects of whaling and its contribution to government revenues.

New Bedford Institution for Savings. Designed by Russell Warren and erected in 1853; a one-story structure in Renaissance Revival style with brownstone front, brick sides and rear. With the Double Bank it conveys the commercial aspects of whaling and gives a sense of the economic impact of the industry.

Benjamin Rodman House. This Federal style mansion, built in 1820- 21, exemplifies how the wealth created by whaling was translated into substantial, commodious residential architecture, yet tempered by the restrained Quaker taste.

Mariners Home. Built circa 1790 as the residence of merchant William Rotch, Jr. and moved from the original location at William and North Water Streets, this Federal style building with clapboard front, brick ends, hipped roof, center hall plan with good detail and paneling. Beginning in 1857 it offered (and still offers) lodging to visiting sailors, thus representing the lives and concerns of ordinary seamen.

Seaman's Bethel. Described by Melville in Moby Dick, this two-story frame church was built in 1832. It was rebuilt in 1867 after a fire, at which time the front elevation was redesigned and the present tower added. Everything about this structure, in which worship services are still offered reminds us of the sea and its dangers.

Whaling Museum. Sponsored by the Old Dartmouth Historical Society, this massive 20th century building in Georgian Revival style houses extensive collections illustrating the history of the whaling industry.

Double Bank. Built in 1831 from designs by Russell Warren in the Greek Revival, Ionic temple style, the steps, foundation, and front wall of polished granite, with the remainder of brick. The portico supported by eight wooden columns, and an interior wall divides this "temple of finance" into halves.

Rodman Candleworks. Built in 1810, this three-story Federal style building was constructed of stone and later stuccoed. It has quoined window and door frames and corner quoins. Built for the manufacture of spermaceti candles, it was the city's first candleworks and continued in this function until 1890, exemplifying the economic activity and employment derived from whaling.

Bourne Counting House (also known as Merrill's Wharf Building and Durant's Sail Loft) is located within the Merrills Wharf Historic District (See Map 3). Built in 1847-48 and rehabilitated in recent years, this building is part of a relatively unaltered section of waterfront with direct links to the peak period of New Bedford whaling. It was the office of Jonathan Bourne, the most important owner of whaling ships of his day and a prominent early investor in textiles, symbolizing the transfer of whaling-derived wealth into new forms of investment. Structurally it is a massive granite block structure, originally three stories, now altered to three and one-half. Its window fenestration was substantially altered in a contemporary rehabilitation, and it is the centerpiece of a separate (Merrill's Wharf) historic district, approved in 1977.

Rotch-Jones-Duff House. Located within the County Street Historic District (See Map 3), this historic house museum also offers significant insights into New Bedford's whaling era. The house was designed and built by John Upjohn for the Rotch family in 1833. The fine proportions of this Classical Revival house have been altered only by the addition of a belvedere and dormers on the roof. It stands as supreme witness to the enormous success of the whaling merchants of New Bedford during the golden age of whaling.¹³

Schooner ERNESTINA. The National Historic Landmark Schooner ERNESTINA, berthed on the waterfront, is another feature in the study area. The ERNESTINA, built in 1894 in Essex, Massachusetts, is the oldest Grand Banks fishing schooner in existence today. Historically, the ERNESTINA has transported thousands of Cape Verdeans from their island homeland to New Bedford's port. Many Cape Verdeans were involved in the nineteenth century whaling industry and their descendants continue to fish out of New Bedford.

¹³ New Bedford Preservation Society, Inc., "County Street -- Walking Tour" brochure.

Socioeconomic Environment:

New Bedford, a city of about 100,000 people, is located on the southeastern coast of Massachusetts where the Acushnet River empties into Buzzards Bay. The city's population is diverse with a variety of ethnic groups represented including substantial African- and Latin-American communities.

New Bedford is a maritime community and has traditionally relied on the sea for its livelihood. Fishing continues to be one of the city's primary industries. Although not the city's primary employer, the fishing port currently brings in the most valuable catch in the United States. A substantial portion of waterfront businesses continue to support the fishing industry. Manufacturing, followed by a growing service sector, currently provide most of New Bedford's jobs.

Overall, New Bedford is experiencing hard times economically. Since the mid-1980's the city has experienced severe job losses, high unemployment, and widespread economic disinvestment. Manufacturing, as an employment sector, has shown a decline of over 10 percent since 1982. New Bedford presently has one of the highest unemployment rates in the state.

The city is well served by Interstate 195 which connects to Providence, Rhode Island (about 30 miles to the west) and Cape Cod (about 20 miles to the east). New Bedford is also connected to Boston (about 50 miles north) by limited access, state highway routes 140 and 24. Ferry service to and from Martha's Vineyard is also available from New Bedford.

3.0 SUMMARY OF ALTERNATIVES

As recommended under NPS guidelines for the completion of Suitability/Feasibility Studies, a study team typically proposes three or more management alternatives for the study area. These alternatives offer options to ensure that any significant resources are protected, preserved, and interpreted to the most appropriate degree. The following alternatives were developed with public participation through general public meetings and consultation with the city, local organizations, and interest groups. This section describes the proposed alternatives and summarizes their potential environmental consequences. Because these alternatives make no site specific recommendations for development or other intensive activity, the evaluation of environmental consequences is fairly broad. The proposed alternatives and their potential environmental consequences are summarized below.

Alternative A: New Bedford National Historical Park. Under this concept, Congress would designate the core of the New Bedford study area as a new unit of the National Park System. NPS would have responsibility for planning and implementing programs for visitor use and interpretation in cooperation with local organizations. A General Management Plan would define priorities for site preservation and identify the location of a visitor orientation center, most likely in an existing historic structure.

Impacts to Natural Resources: The park area would be located within an area of intense urban development in which any existing natural resources have already been highly impacted. According to the state's Natural Heritage Program, there are no threatened and endangered flora or fauna inhabiting the study area. There are no wetland areas located within the study area. Development of a National Park unit will not appreciably contribute to further degradation of water or air quality or the integrity of other natural resources in this area.

Impacts to Cultural Resources: The park area encompasses one National Historic Landmark district and related resources located within three adjacent National Register districts. Under this alternative, federal development of a new visitor center is proposed and is expected to be located in an existing structure. Additional existing structures may be used by the National Park Service for the development of smaller interpretive centers. The specific locations of these sites have not been determined, however, any rehabilitation of historic structures will be accomplished in compliance with Section 106 of the Historic Preservation Act. It is anticipated that NPS involvement will ensure a basic level of preservation and maintenance of historic structures in the study area.

Impacts to Socioeconomic Environment: The New Bedford study area is presently a common destination for daytrippers. Inclusion into the National Park System will raise the area's profile to the national level, potentially prompting greater visitation. Under this alternative the visitor to New Bedford will be better oriented to area resources and will leave with a deeper appreciation of New Bedford's whaling heritage. This alternative proposes limited development on the waterfront in order to allow for continued public access to the waterfront and/or water based transportation, and for purposes of interpreting waterfront industry. Any development related to the use of the waterfront may be reviewed for consistency with Coastal Zone Management and Chapter 91 of the Massachusetts General Laws. Care will have to be taken to ensure that the waterfront's commercial areas are not subject to gentrification. These waterfront businesses are needed to support the activities of the nearby fishing fleet.

Air Quality, Parking & Traffic: Based on the study team's preliminary observations, heavy automotive and pedestrian traffic is unlikely to occur regularly and there is adequate parking available to accommodate an expected average daily volume of cars. Parking for busses is limited, but can be made available. On special event days, automotive and pedestrian traffic will exceed norms and will require further planning to adequately accommodate it. Proposed traffic improvements to Route 18 should enhance pedestrian and vehicular access to the waterfront from the city's downtown area and vice versa. Development of the proposed National Park unit will not appreciably contribute to further degradation of water or air quality or the integrity of other natural resources in this area.

Economic Impacts: The NPS Money Generation Model was applied to the study area using visitation projections over a ten year period. The visitor projections were based on those of comparable urban parks in the National Park system. Based on the results of the model, combined tourist and federal expenditures could have a substantial and positive impact on the

local economy in terms of tax revenues, sales, and job creation. Although expanding tourism and related activities may require increased services at a greater cost to the city, the local property tax base will be largely unaffected due to NPS acquisition being limited to a visitor center building.

Alternative B: Technical Assistance. This alternative involves creating a technical assistance program with NPS staff assisting the development of a preservation and interpretive plan. The staff will work with a local partnership and local cooperators to provide technical assistance to the city for a specified time period and will initiate the implementation of the plan. Interpretive centers will be developed with grants from the Park Service, but no federal land ownership is anticipated in this alternative.

Impacts to Natural Resources: As in Alternative A, the park area would be located within an area of intense urban development in which any existing natural resources have already been highly impacted. According to the state's Natural Heritage Program, there are no threatened and endangered flora or fauna inhabiting the study area, nor are there wetland areas. However, under this alternative greater emphasis is placed on Palmer's Island which will continue to be managed by the city as recreational open space. As a result of this greater emphasis there may be an increase in visitation to the island and Fort Phoenix with all the accompanying impacts of increased recreational use.

Impacts of Cultural Resources: Under this alternative, there would be no federal ownership. Any development efforts would be sponsored by the local partnership and funded through a combination of private sources and federal grants. As with alternative A, Section 106 compliance will be undertaken as necessary. However, reliance on limited public and private money for on-going maintenance and preservation could hamper long-term protection efforts.

Impacts to Socioeconomic Environment: National Park Service technical assistance would enable historical and cultural organizations better advance and coordinate interpretive, educational programming and historic preservation. This may invite a higher visitation than presently experienced. Under this alternative, one or two interpretive centers will be developed to orient the visitor to New Bedford's resources. Facilities will be smaller and will not accommodate the range of interpretive media that a full visitor center would. Informational materials should still be adequate to orient the visitor. Under this alternative, use of the waterfront historic sites for interpretive purposes are possible under this alternative, including use of Palmers Island and Fort Phoenix. However, waterfront will continue to be dominated by commercial uses to the exclusion of other uses. Care will have to be taken to ensure that the waterfront's commercial areas are not subject to gentrification. These waterfront businesses are needed to support the activities of the nearby fishing fleet.

Air Quality, Parking & Traffic: As in Alternative A, major changes in the volume of automotive and pedestrian traffic are not expected to occur and parking for the average daily volume of cars appears to be adequate. Proposed traffic improvements to Route 18 should

enhance pedestrian and vehicular access to the waterfront from the city's downtown area and vice versa. Proposed technical assistance efforts will not appreciably contribute to further degradation of water or air quality or the integrity of other natural resources in this area.

Economic Impacts: The NPS Money Generation Model was applied to the study area using visitation projections over a ten year period. The visitor projections were based on those of comparable urban parks in the northeastern United States. Based on the results of the model, combined tourist and limited federal expenditures could have a positive impact on the local economy in terms of tax revenues, sales, and job creation. Although expanding tourism and related activities may require increased services at a greater cost to the city, the local property tax base will be largely unaffected.

Alternative C: Local Action Option. This option relies on private nonprofit operation of historic sites and cultural programs paid for by public and private funds. The current operational level of local historic and cultural organizations should remain constant, assuming that local organizations will continue their tradition of preserving historic properties on an individual basis. However, it is possible that some of the organizations may not be able to continue their support for activities or preservation projects as they have in the past due to reduced levels of public and private funding.

Impacts to Natural Resources: This alternative does not propose further development within the study area. The alternative would result in limited to no further impact on the area's natural resources.

Impacts to Cultural Resources: This alternative does not propose any federal action for planning and development. The preservation program will rely heavily on infusion of public and private dollars. Current economic conditions have caused property managers to defer maintenance and rehabilitation of structures. Conservation of archives and museum collections will rely exclusively on the economic well-being of the current custodians. Under this alternative preservation and care of historic resources will depend on the vitality of the local economy.

Impacts to Socioeconomic Environment: The New Bedford study area will continue to be a common destination for daytrippers. Under this alternative the visitor to New Bedford will be oriented to area resources by volunteers at the existing visitor orientation center. Limited interpretive programs will be available. Proposed traffic improvements to Route 18 should enhance pedestrian and vehicular access to the waterfront from the city's downtown area. Under this alternative visitation is not expected to grow significantly, therefore, impact on the local economy is expected to remain the same. New demands on municipal services are unlikely.

4.0 CONSULTATION AND COORDINATION

During the course of the study a number of local interest groups, historical and cultural institutions, city departments, and concerned individuals were identified. A large number of these groups and individuals had been involved in the earlier state park planning effort and sat on the New Bedford Heritage State Park Advisory Board. These advisory board members have continued their involvement and have contributed to the completion of this study. Many are also presently involved in the "Partnership", an informal organization of historical and cultural institutions which have coalesced around preservation and visitor use issues in the Waterfront Historic District.

Public involvement for the study occurred on a number of different levels. All of the organizations listed below were informed of the study and invited to share their thoughts and concerns. WHALE organized two major public information tours to further educate the public as to the purpose of the study and also published a newsletter that was distributed to over 1,000 groups and individuals. A general public meeting was also held to present the preliminary findings of the study to the public.

A number of state offices were also consulted during the preparation of the study. These offices were the source of needed information about resources, current state activities within the study area, and state policies and general laws that required consideration. The state offices that were consulted also appear below.

The following organizations were consulted during the study:

Bristol County Visitors and Convention Bureau
Cape Verdean American Veterans
Cape Verdean Beneficent Association
U.S. Coast Guard and Coast Guard Light Ship
Downtown New Bedford, Inc.
ERNESTINA/MORRISSEY Historical Society
Friends of Buttonwood Park
Greater New Bedford Chamber of Commerce
Heritage State Park Advisory Committee
The John Manjiro Historic Trail, a project of the Japan Society of Boston
City of New Bedford
New Bedford Harbor Development Commission
New Bedford Seafood Co-operative Association, Inc.
New Bedford Port Society
New Bedford Preservation Society
New Bedford Public Library and Archives
New Bedford Walking Tour Guides
New Bedford Visitor Information Center

North End Business Association
Old Dartmouth Historical Society and Whaling Museum
Rotch-Jones-Duff House and Garden Museum
Schooner ERNESTINA
South End Business Association
Whale Discovery Center, Plymouth, MA
Zeiterion Theater
Zoological Society

Commonwealth of Massachusetts:

Massachusetts Coastal Zone Management
Massachusetts Department of Environmental Management:
-- Heritage State Park
-- ERNESTINA
-- State Pier
Massachusetts Historical Commission
Massachusetts Natural Heritage & Endangered Species Program

IV. ENVIRONMENTAL ASSESSMENT: MATRIX OF MANAGEMENT ALTERNATIVES

POINT OF ANALYSIS	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C
VISITOR EXPERIENCE Visitor Orientation	In this alternative a full service state of the art visitor orientation center is planned. Visitors will have ample materials for orienting themselves to the resources and the physical environment.	In this alternative, one or two interpretive centers are developed to orient the visitor to New Bedford's resources. Facilities will be smaller and will not accommodate the range of interpretive media that a full visitor center would -- materials should still be adequate to orient the visitor.	Limited to small existing facility staffed by volunteers. Orientation of visitors limited to distribution of brochures and maps. Occasional walking tours offered by volunteers.
Understanding and Appreciation of Resources.	Visitor orientation center will offer the public a well developed introduction to park resources. Through active preservation and interpretation of existing resources and the development of satellite interpretive centers, visitors will be offered ample opportunity to develop their understanding and appreciation of historic resources. Improved access to the waterfront could only further this end.	Interpretive Centers used to describe a range of interpretive themes presenting a broader introduction to New Bedford's history. This may require greater effort on the part of individual visitors to develop a full understanding of the area.	Brochures will offer some insights into resources; visitors will have limited interaction with interpreters and exposure to a very narrow range of interpretive media.
Visitor Safety	Potential threats to visitor safety rest with current Rte 18 traffic situation and pedestrian crossing, and a moderate-to- high level of criminal activity in the area. This alternative proposes improvements to Rte 18 making pedestrian access to the waterfront safer. Greater pedestrian activity and an active management presence on NPS' part may lessen criminal activity in the area. Greater vigilance on the city's part would be required.	Potential threats to visitor safety rest with the current Rte 18 traffic situation and moderate to high level of criminal activity in the area. Limited emphasis on pedestrian access to the waterfront may offset both traffic and crime hazard to visitors.	See Alternative B.

POINT OF ANALYSIS	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C
Crowding	On a typical business day crowding is not anticipated -- there is ample parking and minimal to moderate road congestion. However, crowding may prove to be a problem during special events calling for additional city efforts to control flow of traffic and direct visitors to auxiliary parking and event locations.	See Alternative A.	See Alternative A.
Opportunities for Waterfront Use	This alternative calls for NPS to support safety improvements to Rte 18 to enhance pedestrian access to Waterfront. Water-based tours and interpretive programming are likely outcomes of this alternative. Recreational uses such as swimming and boating are unlikely.	Use of waterfront historic sites for interpretive purposes are possible under this alternative, including use of Palmers Island and Fort Phoenix. However, waterfront will continue to be dominated by commercial uses to the exclusion of other uses.	Waterfront will continue to be dominated by commercial uses to the exclusion of other potential uses.
Automobile and Boat Access to Site	Site is easily accessible from local network of highways; this alternative should include improved signage. Commercial, tour, and commuter boat access are possible in this alternative. Recreational boat access may be limited.	See Alternative A.	See Alternative A.
Accessibility and Comfort of Park Facilities	Visitor Center & Interpretive centers will be developed to be fully accessible for handicapped visitors. Visitor Center will include restrooms and other appropriate visitor amenities. Curb cuts to accommodate handicapped access are found throughout the study area. Existing paving materials may make access difficult for some visitors.	Interpretive Centers will be developed to be fully handicapped accessible. Facilities will be small in scale with basic visitor amenities. Curb cuts to accommodate handicapped access are found throughout the study area. Existing paving materials may make access difficult for some visitors.	Present visitor orientation site has limited visitor amenities. Visitor amenities such as restrooms may be found at other institutions and businesses in the historic district.
Availability of Community Tourist Accommodations	Presently there is a limited number of rooms available to accommodate visitors to the City of New Bedford. A single franchise of a major motel chain is located within the city. More lodging is available throughout the Bristol County region.	See Alternative A	See Alternative A

POINT OF ANALYSIS	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C
CULTURAL RESOURCES: Treatment of Cultural Elements	Under this alternative, preservation of existing historic structures within the study area is accomplished through grants program. Conservation of existing archives and museum collections will also have high priority. All elements to be available for interpretation.	Under this alternative, property owners will have to compete for preservation grant monies in absence of comprehensive management; conservation of existing archives and museum collections will be left to individual institutions again with conservation funds available on a competitive basis.	Preservation program will rely heavily on infusion of public and private dollars. Current economic conditions have caused property managers to defer maintenance and rehabilitation of structures. Conservation of archives and museum collections will rely exclusively on the economic well-being of the current custodians.
NATURAL RESOURCES: Waterfront/Harbor	Potential to increase commuter and tour boat traffic on harbor. Under this alternative, no further environmental impact to waterfront/harbor anticipated.	Waterfront uses are not expected to change. Limited to no impact on waterfront/harbor conditions.	See Alternative B.
Palmer's Island/Fort Phoenix	Palmer's Island/Fort Phoenix are not addressed under this alternative.	Potential increase in visitation to Palmer's Island and Fort Phoenix.	See Alternative B.
Water Quality	Proposed development not expected to affect water quality.	Limited to no adverse impact on water quality.	See Alternative B.
Air Quality	Proposed development should have limited to no adverse impact on air quality.	See Alternative A.	Limited to no adverse impact on air quality.
Noise Impact	Proposed development should have no adverse impact related to noise.	See Alternative A.	Limited to no adverse impact related to noise.
SURROUNDING COMMUNITY: Area's Reputation as a Tourist Destination	The New Bedford study area is presently a common destination for daytrippers. National Park Service designation will raise the area's profile to the national level, potentially prompting greater visitation.	National Park Service affiliation or assistance will raise the area's profile and enhance its reputation as a tourist destination.	New Bedford will continue to be a common destination for daytrippers in the Southeastern MA/RI area. However, visitation to key institutions (e.g. the whaling museum) has declined somewhat.
Impacts on Local Services and Retail Economy	Based on results of NPS Money Generation Model, combined tourist and federal expenditures could have a substantial and positive impact on the local economy. Waterfront services may find themselves competing with tourist-related services -- care will have to be taken to reduce this risk.	Based on results of NPS Money Generation Model, combined tourist and federal expenditures could have a substantial and positive impact on the local economy.	Under this alternative visitation is not expected to grow significantly, therefore, impact on the local economy is expected to remain the same.

POINT OF ANALYSIS	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C
Impacts on Municipal Services	Increase in tourism and related activity may require increased services on part of municipal government. Results of NPS Money Generation Model indicate that income tax revenues would increase.	Increase in tourism and related activity may require increased services on part of municipal government. Results of NPS Money Generation Model indicate that income tax revenues would increase.	Under this alternative visitation is not expected to grow significantly. New demands on municipal services are unlikely.

