

COLLECTIVE PRIVATE URBAN RENEWAL
IN NEW BEDFORD'S HISTORIC DISTRICT

by

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This thesis examines the waterfront historic district in New Bedford, Massachusetts. It is, hopefully, the beginning of a process of collective private renewal that may lead the revival of the district as a vital element in the city's recovery. It describes the problems and some of the potential of an effort by an organized group of citizens to renew their community - an alternative to renewal by the government or by large developers.

Two themes run throughout the thesis. The first is the city itself: how any attempt at planning for the district must acknowledge its relationship to the city. The second is the role the "professional" plays. This thesis is the work of a "location-oriented change-maker," a person whose first allegiance is to a location and its problems and secondly to a profession that might be involved in solutions to the problems.

The thesis begins with a history of the district, which was the city in the days of whaling. It then discusses the problems that face the people of New Bedford today and the plans the city has for her future. The second part of the thesis is a description of the historic district and its people and concludes with a discussion of what it might become and how. Physical implications are included in the appendix.

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All the people in the waterfront historic district that I have met have willingly given me their time though they all must be very tired of being studied. It is a pleasure to do work that allows contact with such people. Though many people assisted in my research, I take full responsibility for all errors, omissions and conclusions.

Finally I thank Judi and Matthew, who was born when this was started, for their support.

Somerville, Massachusetts
May, 1974

John K. Bullard

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*"On another level of communication, humor is essential, for through humor much is accepted that would have been rejected if presented seriously. This is a sad and lonely generation. It laughs too little, and this, too, is tragic."*¹

Saul Alinsky

INTRODUCTION

This thesis is about the possibility for revival of a place in New Bedford that served as the heart of the city in better times and is now blighted and under-utilized although possessed of some potential. This place, comprised of 14 blocks and about 70 buildings, is generally referred to as the waterfront historic district.

In dealing with this subject, this thesis necessarily encompasses two related themes. One of these is the city of New Bedford: her past, her people, her problems, her plans. It is futile to talk of reviving the waterfront historic district without considering the impact such action might have

on the rest of the city. Improving one section of the city at another's expense is an empty gesture. It is also impractical to plan a strategy of implementation without understanding how the actors who are necessary to the strategy view such a project in terms of their total responsibilities. While this philosophy of considering the larger context could be expanded up through state, national and global scales, and while any boundary, however vague, is subject to discussion, for purposes of this thesis, the city boundaries seem to be the largest area that can be comprehensively covered.

The second, related theme concerns the way a person goes about effecting change. Assuming the purpose of an education in the architectural and planning professions is to learn how to initiate and/or control environmental changes, in what perspective may any skills that are acquired be put? The professions of "change-making" are skill-oriented; one learns how to do something, then one finds a place and a reason to do it. This is how a professional remains impartial, aloof, "clean." It is also why professionals need only be as moral as their clients. It may be that more professionals today are attempting to "educate" their clients, but this can only happen if a client is willing to be educated.

This thesis is an attempt at "location-oriented change-making." The professional, if that title is still merited, works in a location of special attachment and determines what problems exist and what efforts might be made to improve the situation. The location-oriented change-maker assumes an undefined role until it is understood what is needed. It is hoped that in this way solutions will not be determined by whatever the consultants feel they can do best. What the location-oriented change-maker sacrifices to achieve this mobility is the security that comes from conforming to standard models. This thesis serves also as an academic security blanket while roles

are defined for the waterfront historic district.

None of this is to say that existing models of the architecture and planning professions should be changed. The thesis is just a beginning of one person's work; it is certainly not attempting to advocate change for others. As this is a personal solution, it may, therefore, be helpful to understand something about where it comes from.

I was born in New Bedford and have spent my non-school life in that area. My father is a doctor in the city; my grandfather, before he died, was a lawyer there. Parts of my family have been in New Bedford since Joseph Rotch in 1765; a fact my grandfather was fond of telling me, but which only after his death in 1965 had any meaning to me. For reasons I do not fully understand, the involvement of my ancestors in New Bedford's history exerts a formidable pressure upon me.

Superposed on this ancestral influence, came my desire in the late sixties to work somewhere in the fields of architecture, planning and community development. At that time, there was considerable feeling that professionals should work with powerless client groups. Storefront law firms, advocate planning offices, neighborhood health centers and community design centers all emerged as alternatives to established professional models.

* Ellis opened his "History of New Bedford":

"The history of New Bedford as a definite part of the Commonwealth of Massachusetts, and of the old town of Dartmouth, would properly begin with the record that in the year 1765, Joseph Rotch, who had previously settled on the Island of Nantucket, came here with his capital, energy, and enterprise to establish himself in the whaling business. He found here upon his arrival a little hamlet, comprising among its inhabitants Joseph Russell, John Louden, shipbuilders; Benjamin Taber, blockmaker and boat builder; Gideon Mosher, mechanic; Elnathan Sampson, blacksmith. Under the impulse of these sturdy pioneers, Bedford village was founded and grew." 2

My graduate education has been an attempt to make some sense out of this superposition. I found it difficult to work for "disadvantaged" community groups that I had no knowledge of or feeling for. The motivation of middle-class students working in poor communities seemed artificially forced. While it is understandable to experience feelings of guilt for one's situation, I could not be motivated by such feelings, and motivation must be strong and deep if one is to work for change.

Saul Alinsky offered the following advice:

"We must begin from where we are if we are to build power for change, and the power and the people are in the big middle-class majority. Therefore, it is useless self-indulgence for an activist to put his past behind him. Instead, he should realize the priceless value of his middle-class experience. His middle-class identity, his familiarity with the values and problems, are invaluable for organization of his own people."³

Having this advice and expanding "where we are" to include physical as well as social location, I felt reassured that working in a city that I know and love with people that I am familiar with might, besides being naturally rewarding, be the most efficient way to work for social change.

There are advantages and disadvantages to such an arrangement. New Bedford, with her proud heritage, has fallen on very hard times. While her size is less than cities like Boston and San Francisco, her problems are nevertheless complex. It seems important to have some knowledge of the total scope of these problems before working on any one of them. Because of her small size, one person's effort might have some effect on the city; yet her size is also responsible for losing the people who might best put forth this effort. Larger cities are attracting the young people whose skills and attitudes are needed by cities like New Bedford. So despite equally complex problems, there are fewer resources to combat them. To survive, it seems

mandatory that small cities reclaim their young folk who have gone elsewhere to be educated.

A professional working in New Bedford would have the time to acquire an understanding of the various problems. The question, though, is whether that location-oriented professional would have the skills to deal with them. Advanced forms of transportation and communication have made specialization possible. Cities can hire school architects to do their schools, hospital architects for their hospitals, environmental planners to do their impact statements. A location-oriented professional cannot afford specialized skills. The question this thesis asks and does not answer is, "Does the location-oriented change-maker have enough to offer to be of value and therefore to survive?"

"Always go straight-forward and if you meet the devil, cut him in two and go between the pieces: if anyone imposes on you, tell him to whistle against a nor-wester and to bottle up moonshine." 1

advice of William Sturgis to Robert Forbes who was going to sea at the age of thirteen

II.

BETTER DAYS

One of the reasons that the waterfront historic district is a crucial element in any plan for New Bedford's resurgence as a viable city is that it represents the most direct connection to a time when the city's name, carried on the transoms of her whaling fleet, was respected around the world. New Bedford now faces the serious problem (explained further in the following chapter) that her people seem to have lost the pride in their city that is so necessary in convincing others of New Bedford's advantages. Because the past may be used to uplift community attitude, it can be used as a tool for economic development.

Assuming this is an acceptable goal, we must regard history in a different light. The historians' concern for factual accuracy and comprehensiveness is not needed here. For the purposes of community revival, we can afford to edit. While New Bedford was considered the "leading city in the world in the manufacture of Fine Cotton Goods"² in the 1920's, the textile industry is overshadowed in our history by whaling. This is probably due to the romantic nature of the whaling business. Although both industries concentrated great wealth in the hands of a few, people tend to remember only the wealth of whaling. The depressing conditions of the north end mill villages are too immediate to be forgotten.

We need also to not be concerned with facts. Number of barrels, dates of voyages and the like are not as important to us as what life was like in the glory days. Images supplant facts; Moby Dick is as important a source, or more so, than Ricketson's, Ellis' and Pease' histories. Naturally, images evolve from facts but because other more qualified than this writer have provided color with documentation, we will offer only a sample of images that attempt to illustrate New Bedford in the age of sail.

As stated in the introduction, the history of New Bedford as a definite place begins with Joseph Rotch's purchase of ten acres from Joseph Russell. The Ten Acre Lot "extended from a point just east of the present Pleasant Street, down both sides of what is now William Street to the water."³ Ellis relates,

"Under the mighty impetus given by this energetic businessman, with his abundant means and skillful methods, the wheels of industry began to move. Houses and shops multiplied, highways were opened, wharves were built, the population increased and the river front became the center of an active business. Shipbuilding was vigorously prosecuted, one after another vessel was launched, and soon a goodly fleet was engaged in the fishery on the coast, returning with good cargoes that found a ready market. Other ships were engaged in the merchant service, sailing over every ocean and bringing home

the products of other countries in exchange for those of our own. Under a grove of buttonwood trees that stood by the river bank, near the spot where now is Hazard's Wharf, the keel of the first ship was laid. This vessel.... was named the Dartmouth and....was distinguished in the American Revolution as one of the fleet of tea ships that were boarded by the 'Tea Party.'" 4

The American Revolution followed shortly and British troops wreaked havoc in the city.

"When the British retired the condition of the town was pitiful. Warehouses, shipyards, rope walks and stores that had given employment to the inhabitants; dwellings and barns; the fleet of seventy ships - all gone up in flame and smoke, New Bedford's contribution to the price paid for American independence." 5

Though many citizens were Quakers and thus opposed to all wars, they were as helpful to the American side as their religious principles would permit and their sacrifice was substantial.

After the war, the city embarked on a path of uncertain growth. "The men of enterprise and capital began to push their business schemes; shops, warehouses, and wharves became busy with the fitting of vessels for merchant and whaling voyages, and but a few years elapsed before a goodly fleet was again on the ocean." 6 But New Bedford's fortunes were dependent on international accord and in these times, there was only reluctant recognition of our rights.

The situation deteriorated until war broke out in 1812. New Bedford's harbor was closed, some of her ships burned and privateers ruled the waves. "The wheels of industry....ceased to move, and her fleet....had been driven from the ocean. Her shops and shipyards were closed, the wharves were lined with dismasted vessels, the port was shut against every enterprise by the close blockage of the enemy, and the citizens wandered about the streets in enforced idleness." 7 It is understandable then how it is with some pride

that a New Bedford ship was the first to carry the American Flag into British waters.

Again New Bedford overcame adversity and set to work rebuilding. By 1830 she had passed her island sister as the leading port for whaling. Of 148 voyages that commenced in 1830 from the east coast, 80 originated in New Bedford.⁸ As the industry grew, the effect on the shoreside operations was dramatic. "In many of the towns, the chief activities became tributary to the whale fisheries."⁹ Everett Allen, in a fascinating new book (Children of the Light) on arctic whaling describes the scene:

A few miles away, along New Bedford's bustling riverfront, the forges glowed hot orange from daybreak to dark at Green's iron foundry and James Durfee's blacksmith shop and in a dozen other manufactories where ringing hammers shaped the metal - hook, sheet, strap, plate, eye and bolt - for Concordia's needs. Roper, whaleboat builder, sailmaker, chandler, sparmaker; suppliers of twine, oars, trousers and treacle; creators of tryworks, bricks, and mortar, and barreled biscuits; shapers of casks, staves and barrelheads, and logbooks, all had a hand in this production and labored in its behalf in lofts, over roaring fires of whirling lathes, in shed, bakery, barn, store, mill, and office, depending.

"For this was the nature and the business of New Bedford. This is what the city - its chimneys, drays, ovens, warehouses, wharves, banks and railways was about: the production, maintenance, and operation of the whaleship."¹⁰

The essence of whaling was a diversity of purposes and personalities that inspires the romantic: Strict Quaker owners named Howland, Rotch, and Rodman who managed their lives and businesses with meticulous caution yet risked thousands of dollars sending ships across the ocean in the uncertain pursuit of oil and succeeded in making New Bedford a city that could be termed opulent; Captains who shouldered the responsibility that comes with absolute command of men's destinies for periods of four years and who were charged with locating in all the waters of the world the source of a nations energy. Some, like Captain Edmund Gardner found that locating the whale was only half the battle.

His log relates this encounter of February 21, 1816:

"...When I got near to one, lay down my paddle, took harpoon in hand, threw into the whale, took my other harpoon in hand, but have no recollection of what I did with it. I recollect of seeing the Whale's teeth but further I know nothing, 'till getting up from the bottom of the boat. Found I was much... stunned, called one of the boat's company to cut off the line and take me to the ship. I was bleeding copiously when taken on board, my shoes were quite full of blood. When on board, found one tooth had entered my head breaking in my skull, another had pierced my hand, another had entered the upper part of my right arm, the fourth had entered my right shoulder, from the shoulder to the elbow of the right arm was badly fractured. My shoulder was broken down an inch or more (where it now is), my jaw and five teeth were broken, tongue cut through, my left hand was pierced with a tooth and much broken and very painful. 'Twas favorable I retained my senses...." 11

Whaling was a tough business; the dangers illustrated above were compounded by tedious intervals between sitings. Scrimshaw (some, forgetting the Indians, say the only native American art form) evolved as a method of fighting boredom. Considering how this cycle of boredom and excitement was repeated over four year periods, it is understandable how the men who pursued this avenue might be possessed of some character. Pease described the sailor as:

"made up in part of adventurers from all over the earth, nondescripts from foreign ports, country lads from the farms of New England drifting about the waterfront looking for chances to ship, mingling with actual cannibals from the islands of the South Seas." 12

This was New Bedford at her romantic best. Austere merchants, making more money than their Quaker religion allowed and thus spending it to build opulent mansions, banks and culture centers, working together with "nondescripts" and "cannibals" to fashion a city. In the waterfront historic district - the Ten Acre Lot - lie the physical remains of this city. As whaling gave way to textiles, industry moved northward up the river and the banks, newspaper, library and city hall located to the west. When the textile companies moved to the South and nothing arrived to take their place, New Bedford went into an imperfect state of suspended animation. The fishing

industry struggles to regain the prominence of a century ago and a few visitors come to see the remains. Most of the buildings are occupied by businesses that are independent of one another and therefore weaker. In the counting houses, there is nothing to count.

Bleak as it may be now, it is hard to imagine that there is no use for a deep water port in a world that is three-quarters covered by water. The future depends in part on rekindling the spirit that successfully challenged for "A dead whale or a stove boat."¹³

It is fitting to end any discussion of New Bedford's past with Melville for no one has better described it:

"Still New Bedford is a queer place. Had it not been for us whalemens, that tract of land would this day perhaps have been in as howling condition as the coast of Labrador. As it is, parts of her back country are enough to frighten one, they look so bony. The town itself is perhaps the dearest place to live in, in all New England. It is a land of oil, true enough: but not like Canaan; a land, also, of corn and wine. The streets do not run with milk; nor in the Springtime do they pave them with fresh eggs. Yet in spite of this, nowhere in all America will you find more patrician-like houses; parks and gardens more opulent, than in New Bedford. Whence came they? how planted upon this once scraggy scoria of a country?

"Go and gaze upon the iron emblematical harpoons round yonder lofty mansion, and your question will be answered. Yes; all these brave houses and flowery gardens came from the Atlantic, Pacific and Indian oceans. One and all, they were harpooned and dragged up hither from the bottom of the sea. Can Herr Alexander perform a feat like that?"¹⁴

"If anything can go wrong, it will."

Murphy's Law

"All I've known of it since I started was work hard, work hard all the time and take everythin as it comes. You know you're going to have a lot of hardships. Some fellas fold up on it - they won't do it. 'Course our family's been on the sea all their lives." 1

Crewmember of the Ellen Marie

III. PEOPLE & PROBLEMS

It seems clear to everyone familiar with New Bedford that the city is facing hard times. As easy to reach as this conclusion is, determining the extent and the severity of the multifarious problem is another matter. The best attempt at this was a series of 40 articles by Everett S. Allen that appeared in the New Bedford Standard-Times in November and December of 1971. The series has been reprinted and includes statistics from various agencies as well as interviews with "40 area people representing labor, management, education, the anti-poverty programs, industrial development, banking and other sectors of the community."² Allen organized the series by calling employment the "No. 1 Problem" and relating others to it. Though things are

bound to change in 2-1/2 years,* the series is still, in the words of the author "the most detailed, cross-sectional view of leadership's opinions of the employment situation in the New Bedford area ever recorded,"⁴ and is the prime source for this chapter.

New Bedford's unemployment rate is the best evidence that the economy is at the crisis level. Table 1 shows the persistence of the problem.

TABLE 1: UNEMPLOYMENT IN NEW BEDFORD, 1960-1970

<u>Year</u>	<u>New Bedford SMSA</u>	<u>Massachusetts</u>	<u>U.S.</u>
1960	8.2	5.1	5.5
1961	9.4	5.9	6.7
1962	7.7	5.4	5.5
1963	7.8	5.8	5.7
1964	7.8	5.7	5.2
1965	6.8	4.9	4.5
1966	6.0	4.2	3.8
1967	6.8	4.0	3.8
1968	5.9	4.0	3.6
1969	5.9	3.9	3.5
1970	8.6	5.3	4.9

Figures provided by: New Bedford Office, Massachusetts Division of Employment Security

*On April 23, 1974, Joseph Welch, Chairman of the Southeast Labor Market Advisory Council called the regional economic situation "worse now than it has been in years." He claimed that New Bedford's unemployment rate was now 9 percent, and concurred with Allen's 1971 statements that unemployment is the "most serious problem the area faces." 3

Non-whites and youths 16-22 years of age are hardest hit suffering double the average of the SMSA.⁵ The causes of unemployment fall in three areas: 1) high costs to industry of locating in New Bedford, 2) low-skilled labor force, and 3) ineffectual efforts of industrial development.

The disadvantages of locating industry in New Bedford are according to Chester Barrett, chairman of the board of the Merchants National Bank, "related to factors indigenous to the state-New Bedford's situation is not unique; it is part of an economic climate that makes this commonwealth unattractive to industry."⁶ The General Electric Company, Massachusetts' largest employer, noted the following factors in a February 1971 company statement:

- Fuel and power costs for many years higher than in most states;
- The costliest workmen's compensation program in the country;
- One of the country's highest cost employment security programs;
- One of the highest corporate taxes in the country;
- A 19 per cent higher property tax rate than the U.S. average;
- The percentage of total taxes borne by manufacturing in Massachusetts is 70 per cent above the average tax burden borne by manufacturing nationally....
- High transportation costs and higher plant construction costs because of the climate."⁷

The tax and locational problems discouraged industry to such an extent that New Bedford, listing 2401 businesses in 1966, had only 2343 in 1970 - a decrease of 58 firms in four years. Between 1969 and 1970 the city lost 12 "major market" firms (employing 25 or more persons). "As New Bedford's private sector payrolls decrease, marking a persistent narrowing of the city's economic base, the payrolls of its public and private nonprofit enterprises - financed by taxes - continue to grow." The rise of the nonprofit agencies reflects an attempt to solve the problems of the city that are due in part to its economic predicament. This vicious cycle has meant that those businesses that do choose to locate in the New Bedford area, do so in the suburbs (in

the same period that the city lost 58 firms, each of the five suburbs registered a gain).⁸

The loss of the city's industry to the suburbs corresponds to a population out-migration that has increased the ring percentage of the SMSA in ten years from 28 to 33 per cent.⁹ This has meant that while Southeastern Massachusetts is continuing a population boom, New Bedford, whose population was over 130,000 in the 1920's, has decreased to just over 100,000 (1965)¹⁰ and is now showing only a slight gain (101,759 in 1970).¹¹

New Bedford's population has several extreme characteristics which partly reflect both the causes and effects of economic decline. The population, a "majority of minorities," is generally short of schooling, poorly paid, low-skilled or possessed of obsolete skills, old, and restricted in the jobs available.

The 1960 Census showed that of all cities in the country with populations over 100,000, New Bedford's people had the least schooling (8.4 years median).¹² The 1970 Census revealed that "of the population 25 years old and over in New Bedford, 53.1 per cent had a grade school education or less, 27.8 per cent were high school graduates, including 8.4 per cent who had completed some years of college." The median years of schooling had risen to 8.8.¹³

Compounding the lack of schooling is the language barrier. An estimated 10 per cent of the population can neither read nor write English.¹⁴ This is due to the high percentage (48.0) of foreign stock (persons foreign born or children of foreign born parents). Most of these are Portuguese (33%) and French Canadian (19%). 54.7% of the population "reported that a language other than English was spoken in their home when they were children."¹⁵ Classification by race in a city like New Bedford is hard because Portuguese Cape

Verdeans are clearly of African descent but are sometimes classified as white. For the record, figures indicate 3,335 Negroes,¹⁶ about 1,700 Puerto Ricans and 7,300 Cape Verdeans.¹⁷

The evidence that the labor force is low-skilled is found in the low percentage of professional, technical, managerial and administrative workers (13.8%);¹⁸ the high percentage of jobs in the manufacturing sector (45.8%)¹⁹ and the wages that are so low that full employment often does not raise incomes above the poverty level. In October 1970, wages in the apparel industry averaged \$76.20 per week; electrical machinery was \$81.95.²⁰

These factors of low wages and low education combine in another "vicious cycle, making it seem necessary for every boy and girl, especially in poverty areas, to drop out of school at the age of 16 to supplement the family income. The resulting lack of high school education prevents most of the youths and young adults from obtaining work with adequate wages, so they, in turn, require their sons and daughters to drop out of school at 16 to find a job to supplement the family income."²¹ This is the reason that even today approximately "60 per cent of the youths 16 to 21 years of age in the area have not had a high school education and are not now attending school."²² Nor is there reason to believe that educating everyone will solve the problem. "Three out of four graduates of Southeastern Massachusetts University (in Dartmouth) leave Greater New Bedford to find employment and careers, although at least half of all graduates come from the area and a high percentage of them would like to stay here." James A. Flanagan, SMU placement officer explained, "Part of the problem arises because local business, industry and social services have little or no place for graduates from any college."²³ In other words, even attempts to break the education-wage vicious cycle by educating people has failed.

As bleak as this may seem, there is one further element that detracts from the picture: immigrants and illegal aliens. John Vertent, Jr., Chairman of the Industrial Development Commission, believed that in 1971 there were at least 4,000 aliens working illegally as well as 3,500 additional workers who were principally newly arrived Portuguese. He stated, "I am not opposed to immigration, but what these figures mean is that this area, already in deep employment trouble, in a relatively short space of time has acquired 7,500 people in its work force (which totaled 43,853 in 1970)²⁴ who are willing to transplant their lower standard of living to this country and with whom our jobless workmen cannot, therefore, compete, either in terms of money or hours worked per day. In many instances, these new arrivals are willing to violate work laws, with the cooperation of the employer. Can anyone seriously say that our situation would not look much brighter if we had 7,500 fewer working people to be concerned about?"²⁵

Everett Allen summarized the situation: "This is where we are now - an area in which an alarmingly high and increasing percentage of the population requires help to do no more than exist, and a community which, in fact, is not sociologically or economically compatible with the trends and demands of mid-20th Century America, at least as far as thousands of its people are concerned."²⁶ It is discouraging to note that facing such a tremendous challenge, New Bedford has failed to mount a significant drive for industrial development.

Gerald Cusick, Executive Director of the Industrial Development Commission blames this on the lack of statewide policy. Industries "won't come into our state at all because we have a competitive, rather than a coordinated effort."²⁷ Howard Baptista, Director of the Redevelopment Authority accused the city of a lack of commitment: "To have a one-man Industrial Development Commission with a \$50,000 -a-year budget for a city of this size is ridiculous."²⁸ However,

Mayor John A. Markey pledged to replace Cusick "because the job isn't being done"²⁹ and was prepared to pay for the best, his offer was turned down because the "best" felt that the job was impossible.³⁰ Cusick is still Director.

The lack of public leadership in this area is shown by the negligible effort that has gone into long-range planning. John C. Sharp, past Director of ONBOARD commented, "To my knowledge, Greater New Bedford never has had a job skills inventory. No one knows on an inventory basis - including the Division of Employment Security - the kind of skills there are in the manpower pool or the active working force of the SMSA....How can you plan if you don't know the problem and its dimensions? There is no accurate basis even for (a) beginning." He also noted that New Bedford has not had an "in-depth economic study" since the Arthur D. Little, Inc. report in 1962. "Neither the city, nor the Industrial Foundation, nor the Industrial Development Commission, nor any other agency or group in the last nine years has commissioned an updating of this study. So the city does not have a comprehensive basis on which to devise and develop an economic plan for its future."³¹

Private groups have done no better in their attempts. The Chamber of Commerce, according to Richard Pline, Director of Model Cities, "never seems to emerge as a force which ought to be reckoned with or consulted in business, and industrial development."³² There seems to be considerable feeling among the people I have talked with that the Executive Vice President, Frank Dixon, is not doing all that needs to be done.

The banks are willing to cooperate in an industrial development effort; they have done so in the past by pooling mortgages for the Industrial Park. However, they do not feel it is their position to initiate the effort. Karl Goodwin, President of the New Bedford Five Cents Savings Bank, said, "A broadly

based effort, led by City Hall - with which we would be eager to cooperate - could bring us the industries with high labor content and low material content that we need."³³

But a "broadly based effort" has not emerged from City Hall or anywhere else - and this points out yet another obstacle to economic revival: there is very little citizen involvement in community affairs. As Howard Baptista says, "The lack of volunteer effort that you get here from people in a position to do things - to serve on boards - is absolutely shocking. I'm on 27 boards. 75% of the people on them are the same; 75 to 100 people in this town make an effort to do all the things that need to be done. Most people don't serve at all. We are in great need of an attitudinal change, of a feeling among a majority of residents that they have some responsibility to the community."³⁴

Why this lack of interest? Richard Pline says the attitude has been produced by the "massive impact of the textile industry loss, the educational level, the lack of outside stimuli and prolonged economic stagnation."³⁵ Whatever the reason there seems to be universal agreement that a change in attitude is necessary. The Standard-Times in an editorial following the "Employment" series called for a "Platform for Progress" that urged a "revival of community spirit aimed at creating a new attitude and image for Greater New Bedford - the kind of attitude and image we have every reason to possess." ³⁶

Walter Janiak, Director of New Bedford Vocational High School concurs, "That's what this community needs. Every resident of this city, all of us, need to be reconvinced of its worth and importance, and we ought to preach it wherever we go - we used to."³⁷

"It's not easy tearing down half the downtown district..." 1

*Howard Baptista
Executive Director, NBKA*

"With all this manure, there must be a pony somewhere."

Will Rogers

IIII.

PLANS

Just as we took a city-wide approach in discussing the problems facing New Bedford, we take a similar approach in briefly looking at the efforts that are being carried out to combat the problems. Again it is important to know something about what is going on in and what is planned for the entire city to ensure that efforts in the waterfront historic district are not redundant or counterproductive.

As written reports have not kept up with the changes that have occurred

in redevelopment efforts, the sources for this segment are, or shortly will be out-of-date. The best comprehensive source available seems to be Peter Laudati's Economic Environmental Study, but there are some problems with that. The first is that the study draws largely on material from an economic base study done by Arthur D. Little, Inc. in 1962. Thus parts of the information are 12 years old, although the City Planning Department has updated some of the material through 1971. This writer has used verbal interviews and newspaper articles to further update the material. These types of sources have, in the past, been subject to criticism. It is hoped that the information presented, despite being incomplete, unreliable and out-of-date, may still help in establishing a framework for change in the selected district.

Any discussion of physical change in the city must center around the New Bedford Redevelopment Authority (NBRA). Almost nothing has been constructed in the city since the textile crash in 1929. The NBRA has been trying to make up for four decades of neglect with one decade of intense activity. The result, as anyone visiting could tell you, is dramatic. The amount of cleared land in the city has led some citizens to believe that agriculture is the city's newest industry.

Considering the extent of New Bedford's predicament described in the last Chapter, the extremism of redevelopment efforts should be understandable. It is this writer's opinion that the NBRA, with some courage, took the only path that might lead to economic recovery. Industry must be attracted to provide the jobs that will produce the long-term benefits in other sectors. In a capitalist, industrialist society, problems of education, housing, health care, etc. are dependent on employment.

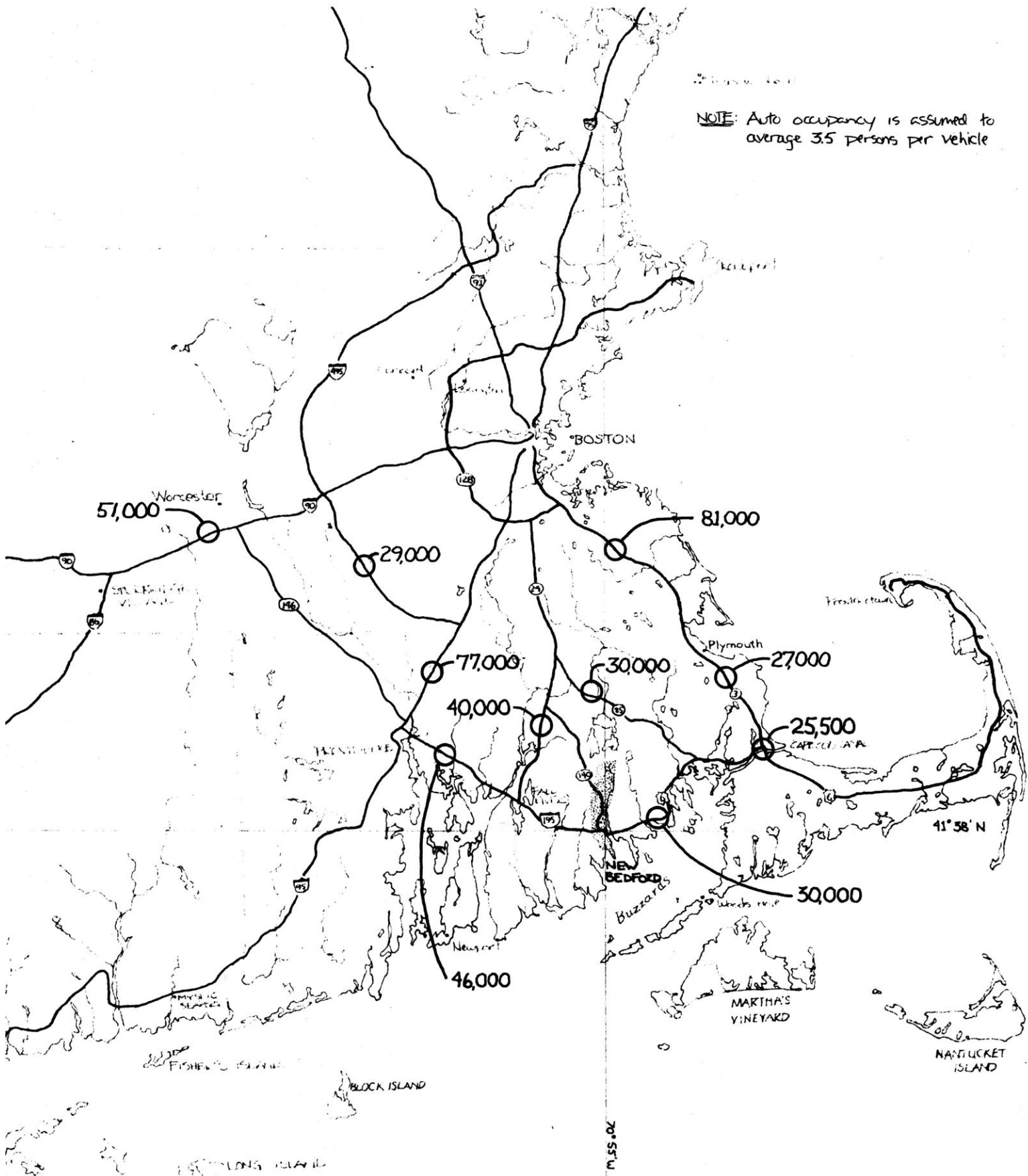
Efforts at industrial development have occurred in two locations: the

Industrial Park and the Harbor (see map, p. 28). The Industrial Park, in the northern section of the city near the airport and the main road to Boston, is run by the Industrial Development Commission and, at the end of 1971, had thirteen industries including the Polaroid Corporation operating.²

Development of water-related industry is of primary importance because, in attracting industry, New Bedford must offer advantages unavailable elsewhere to offset the unfavorable situation produced by the state tax policy. What New Bedford has is a protected (since the completion of a massive Hurricane Dike) deep water harbor. The NBRA has concentrated on two avenues in developing this area. One has been to provide better access to the wharves from the major transportation routes. The new Kennedy Highway (see map, p.30) runs along the waterfront and connects to Route 195 which in turn intersects an improved Route 140 (see map, p.27). The other effort has been in improving the sites along the waterfront. This is the case of the South Terminal Project.

South Terminal "is primarily designed to alleviate the waterfront congestion, remove all obsolete structures and make new sites available for modern units." ³ Included with the rehabilitation of existing piers and wharves is the construction of a new 1,665 foot long pier that permitted the creation of 19 acres of new land. At the end of 1971 only 13 of the 180 acres were uncommitted. New development includes "fish processing plants, truck terminals, bus terminal, news distributor, large shopping center complex, YMCA facilities, as well as off-street parking." ⁴ Work has not yet started on the rehabilitation of the piers and wharves but the \$1.9M necessary has been assured by HUD.⁵ It is probable that money will not be available for the construction of an overpass connecting the historic district with the waterfront. The south terminal site that is of most immediate concern to the historic district is at the northerly boundary between the district and the downtown connector. This triangular site

NOTE: Auto occupancy is assumed to average 3.5 persons per vehicle



TEN ACRE VIVAL



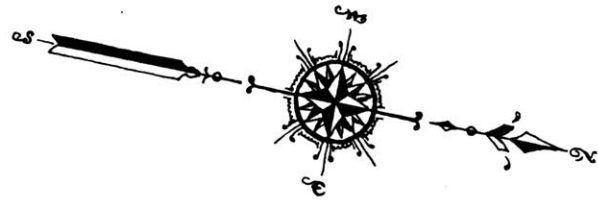
TRAFFIC VOLUME PROJECTIONS FOR 1975

Source: CRANE/DPW STUDY

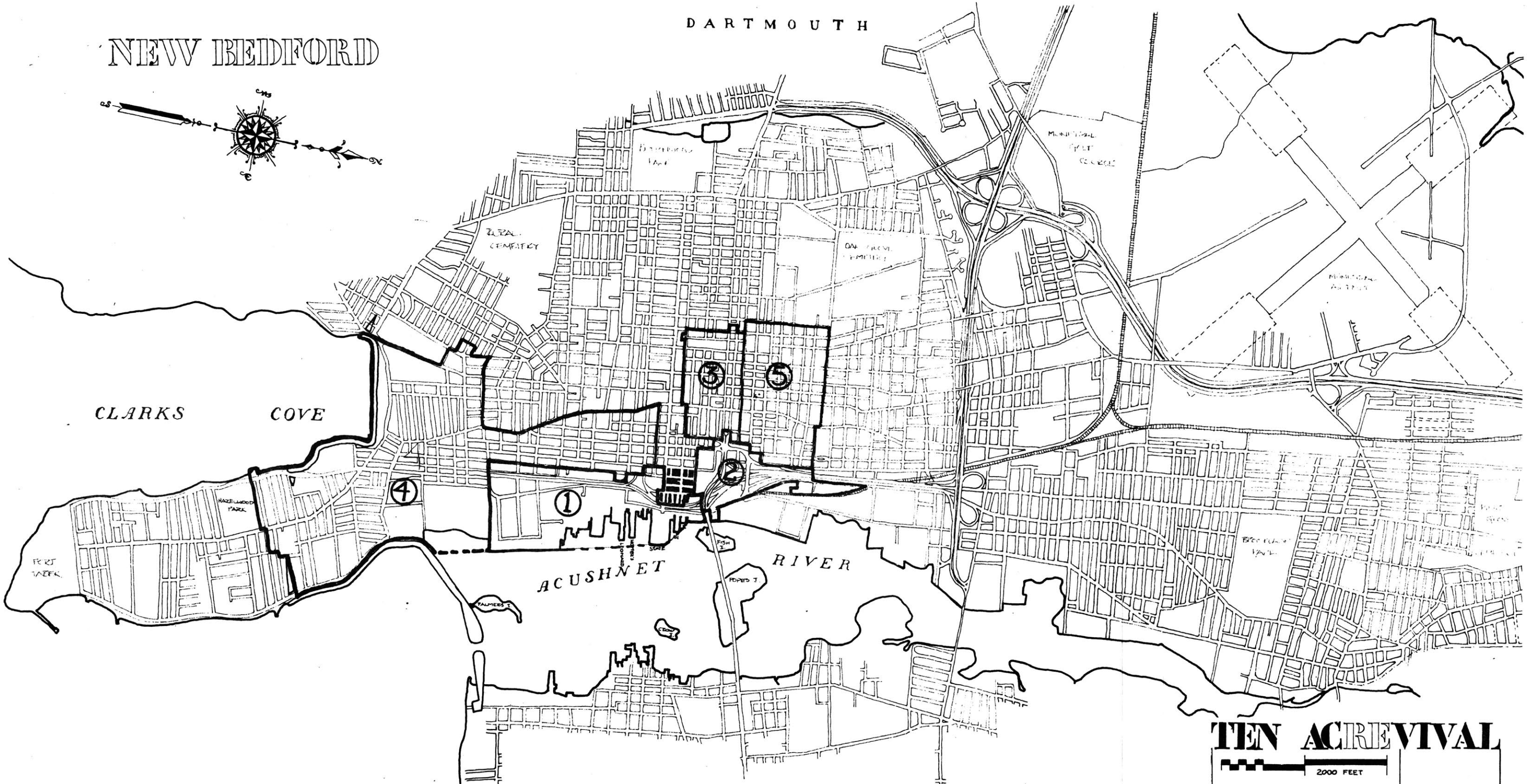
27

Drawn from ATLAS OF THE WORLD

NEW BEDFORD



DARTMOUTH



CLARKS COVE

ACUSHNET RIVER

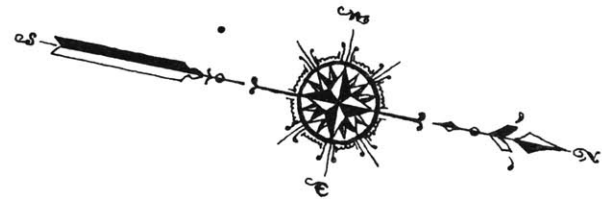
FAIRHAVEN

TEN ACRE VIVAL



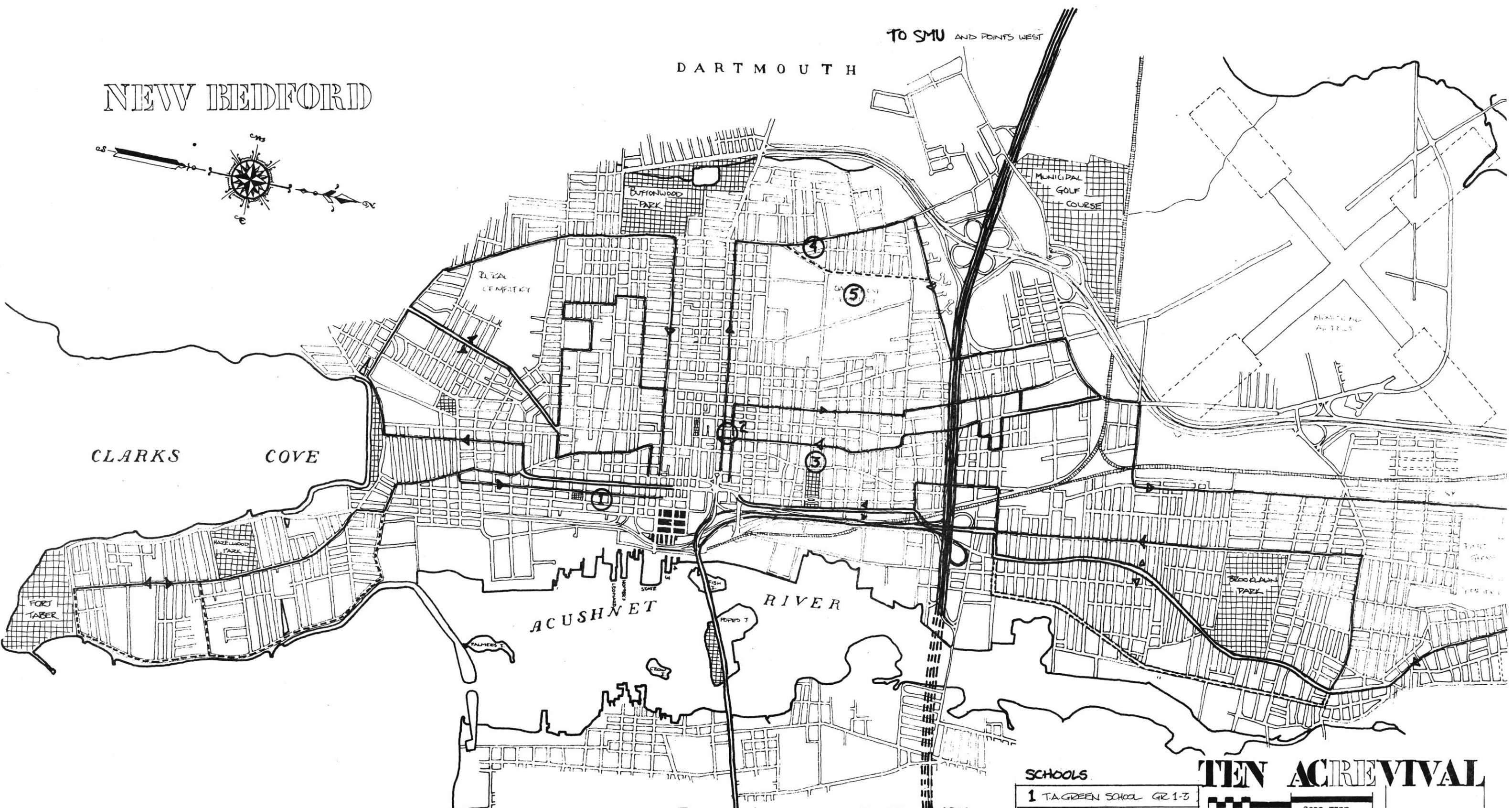
1 SOUTH TERMINAL Renewal Area	IMPROVEMENT AREAS
2 NORTH TERMINAL Renewal Area	4 MODEL CITIES Area
3 WEST END Renewal + Model Cities	5 SYCAMORE WEST Concentrated Code

NEW BEDFORD



DARTMOUTH

TO SMU AND POINTS WEST



CLARKS COVE

ACUSHNET RIVER

ROUTE 6 ROUTE 195
 FAIR HAVEN TO CAPE COD
 ROUTE 195 NOT YET COMPLETE

SCHOOLS

- 1 T.A. GREEN SCHOOL GR 1-3
- 2 CARNEY ACADEMY GR 1-6
- 3 PARKER ST. SCHOOL GR 1-6
- 4 KEITH JUNIOR HIGH
- 5 NEW BEDFORD HIGH

TEN ACRE VIVAL



FACILITIES

- BUS
- AUTO
- ▣ PARKS & PLAYGROUNDS



STANDARD TIMES PUBLIC LIBRARY CITY HALL SURFACE PARKING POST OFFICE ELDERLY HOUSING

PLEASANT

CENTRAL BUSINESS DISTRICT: RETAIL, FINANCIAL AND OFFICE

SUPERBLOCK
CINEMAS, RESTAURANTS
DEPARTMENT STORES
260,000 \$

MOTEL

AIR-RIGHTS
236 HOUSING

STREET OPEN AIR MALL

ACUSHNET
PARKING STRUCTURE
232 CARS

PARKING GARAGE
1100 CARS
80% SUPERBLOCK
20% LOCAL

HISTORIC DISTRICT
JOHNNY CAKE HILL
BETHEL

NBRA
FUTURE: UNCERTAIN
RAMP SPACE

TO ROUTES
195 AND 140

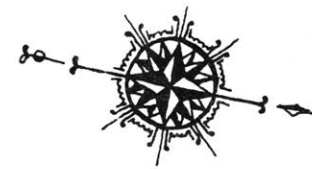
WATER
NBRA
FUTURE: UNCERTAIN

ROUTE 6
TO FAIRHAVEN & CAPE COD

PARKING

J.F. KENNEDY HIGHWAY
DOWNTOWN CONNECTOR

PARKING



TEN ACRE VIVAL



- NEW STRUCTURES
- CIRCULATION
- HISTORIC DISTRICT BOUNDARY

PROPOSED
DOWNTOWN
RENEWAL

30

contains the Rodman Candleworks - a structure of historic, if not economic, merit. The NBRA desires the inclusion of this building in any plans put forth by developers, but that does not assure the building's existence. The site will probably not be disposed of until the downtown connector-bridge interchange is finished. This \$4.5 million project, located in the North Terminal, is presently the source of much consternation with regard to its contract deadline of June 1975. Raymond C. Lundgren, Vice President of the construction company responsible admitted, "There's no way we're going to finish this job by June 1975. I'd say we'll be done no earlier than December 1975, and more likely by June 1976."⁶ The candleworks does not, therefore, seem immediately threatened.

The North Terminal provides other headaches besides the road interchange. Bordering the waterfront historic district to the north, it is scheduled to provide facilities that expand the downtown section of the city. A "superblock" is planned for the area (see map p. 30). Known as Melville Mall, it will tie into the open-air Mall that is presently under construction on Purchase Street. The superblock will contain about 260,000 square feet on two floors and will have a cinema, restaurants, and department stores. At the present time the developer, Lester Dworman, has about a month left on an NBRA ultimatum to start construction or leave.

An 1,100 car parking structure is scheduled to be built to the east of the superblock by the city. The \$4.5 million structure is also being held up as there is some confusion as to whether it should commence prior to the superblock or not. Henry Horn, Assistant Director of the NBRA feels that 80% of the garage's capacity will serve the superblock with the remaining 20% used to alleviate the severe parking problem in the waterfront historic district.

Farther in the future is an air-rights office and residential structure that will bridge the gap created by a widened Route 6. This will have 320 units for low to moderate income families. A high-rise luxury apartment building and a motel are also planned for the North Terminal Area but developers have not, as yet, been selected.

Although there is some housing provided in both Terminal projects (South Terminal has 144 units of low and moderate income housing and 100 units of elderly) most of the new housing is being built in the West End. In 1970, riots in New Bedford forced reconsideration of the NBRA plans. The original plan scheduled the waterfront historic district as the third project. During the riots, city officials felt that new housing in the West End was more important, and that area was designated as both a renewal area and part of the larger Model Cities area. To date 200 units are under construction by the United Front and construction of 240 units is supposed to be started in the Fall through West End Associates. United Front and West End Associates are surrogate tenant groups that were given control of the cleared land by the NBRA.

The housing moratorium has caused delays but money is now available and shortly 440 units of new housing for low and moderate income families and the elderly will be available in the West End. When combined with the 320 units in the North Terminal, the 112 elderly units in the old New Bedford Hotel and the 244 units in the South Terminal, this adds 1,116 units of new stock for the elderly and low and moderate income families. Through Concentrated Code Enforcement in the Sycamore West Improvement Areas and the various programs available under Model Cities, existing housing is being upgraded in other sections of the city.

Despite the admitted need to develop a tourist industry, very little is

being done on that front. Fort Taber, at the southern tip of New Bedford, is being converted to a recreation area. Buttonwood Park and the Zoo were improved in 1970. The city has toyed with the idea of a marina, but deed restrictions on the land have made that improbable. Instead a 317-ship marina will be built across the harbor in Fairhaven.⁷ (The City Council is also considering a proposal to bring back the Woods Hole, Martha's Vineyard and Nantucket Steamship Authority for summer service). Another idea that has been around for a while is to form an "Historic Walk" from the waterfront historic district west to County Street and then south by all the mansions. This would be accompanied by the formation of a County Street Historic District. This idea has run up against DPW plans to improve drainage and storm and sanitary sewers, along the same street. To obtain State funding for this, the street must be widened and the sidewalks narrowed. This conflict between plans has resulted in court action which, at this time, is not resolved.

Crucial to any tourist development is the improvement of public transportation. This is currently under active study in the City Planning Department and funding arrangements are being worked out.

In summary, the road construction has greatly affected the waterfront historic district. On the one hand, the downtown connector has cut off the district from the waterfront. Although the fishing boats will continue to moor along the wharves just to the east of the district and will be clearly visible from Johnny Cake Hill, visitors wishing to get a closer look will have four lanes of highway, plus two lanes of service road to cross. This barrier sheds some doubt as to whether we are still addressing a waterfront historic district.

The downtown connector is valuable in other, possibly more important, ways. First, by giving access to industry, it makes it easier to assume that the

waterfront will continue to be a central part of the city. Secondly, it brings the historic district closer to the people who might use it. Considering that Route 195 is the main road to the Cape from points west and south, the historic district is now (or will shortly be) one mile and no stop lights from several million potential visitors.

The downtown connector is a potential generator of activity for both the district and waterfront as well as a barrier between the two. It is a question of philosophy whether a unified decaying area is preferable to an active divided one. It is hard to imagine a realistic solution that could provide an active and undivided area.

The historic district remains connected to the existing business district to the west and the proposed retail district to the northwest. The downtown mall, the superblock and the air-rights are all encouraging pedestrian movement, long espoused as a goal for the historic district. Although, providing retail and office space to an already glutted market, neither area competes with the specialty nature of the historic district. While one certainly may question the timetable of proposed development, it seems clear that any action that does occur will strengthen the center city.

The residential construction should not make enough of a dent in a 2.1 percent vacancy rate⁸ to discourage additional residential construction.

This is what surrounds the historic district. Most of this will take place whether or not anything happens to the historic district. However, the many ideas that address the tourist industry - public transportation, marina, steamship service, additional historic districts, bicentennial activity - seem unorganized. It is apparent that revival of the waterfront historic district is the primary element in developing a tourist industry that would complement

and assist other economic development areas. Action in that district would start to tie the other ideas together into a comprehensive policy that could have significant impact on New Bedford's economic base.

"People aren't willing any longer to be passive victims of plans handed down from on high, or of developers whose only concern is profit.

As a result, perhaps the single most important issue in architecture and planning today is finding a way to get ordinary citizens plugged into the planning of new developments in a way that's creative, and not merely obstructionist." 1

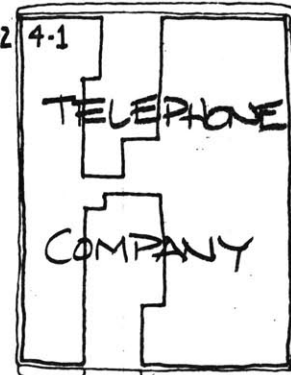
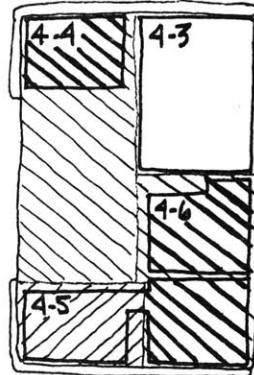
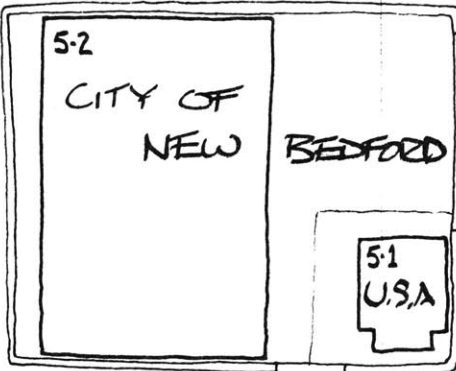
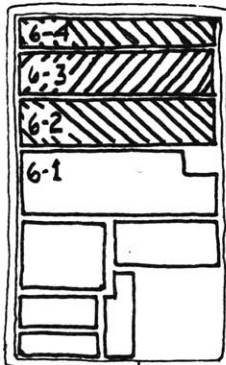
Robert Campbell

IV. HISTORIC DISTRICT

The waterfront historic district is the hole in the doughnut of activity described in the past chapter. It is officially 14 blocks (see map p. 37) containing roughly seventy structures owned by 43 individuals, corporations and institutions (see Appendix p. 75). The 15 acre area is bounded on the west by Acushnet Avenue, on the north by Elm Street and Rodman Street, on the east by the downtown connector and on the south by Commercial Street and Union Street.

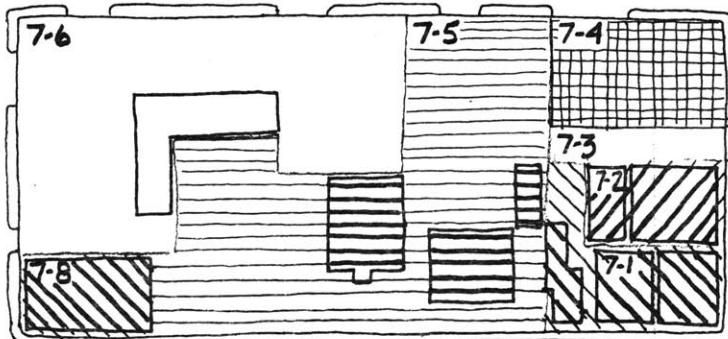
The best reference work on the district is a recently published demonstration study, Preservation and Rehabilitation of a Historic Commercial Area.

ACUSHNET AVENUE

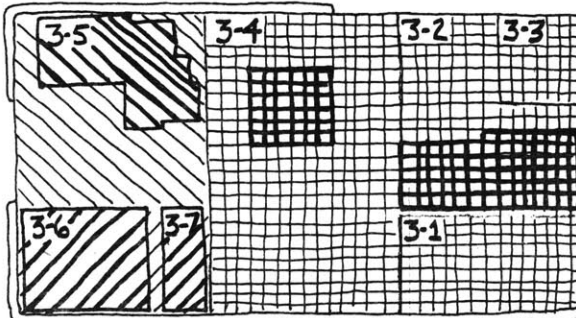


UNION STREET

SECOND STREET

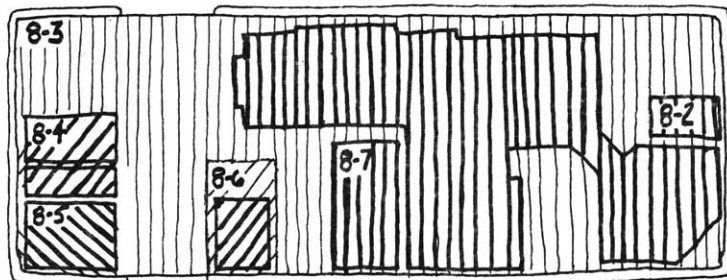


WILLIAM STREET

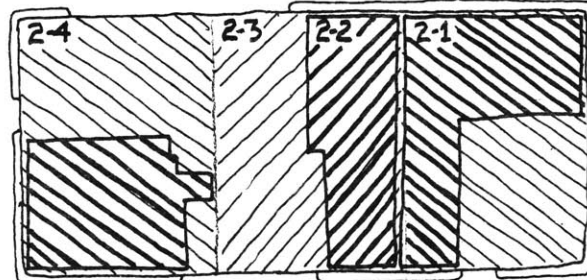


ELM STREET

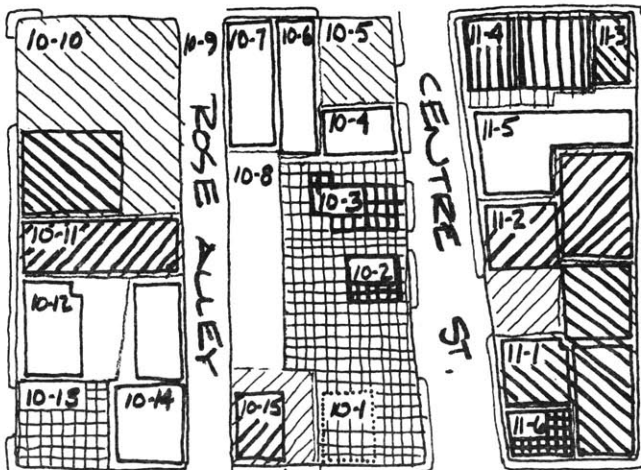
JOHNNY CAKE HILL



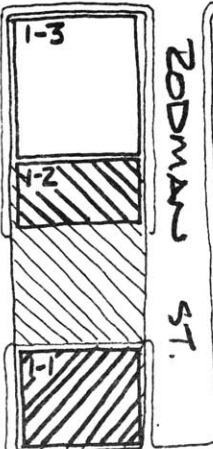
BETHEL STREET



WATER STREET



HAMILTON ST.

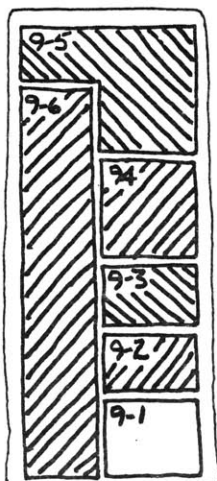


ZODMAN ST.

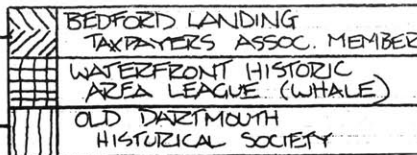


NEW BEDFORD REDEVELOPMENT AUTHORITY

COMMERCIAL ST.



KENNEDY HIGHWAY



TEN ACRE VIVAL



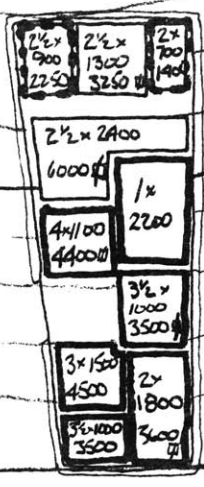
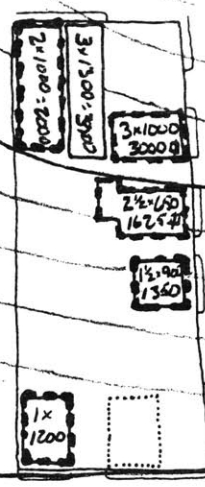
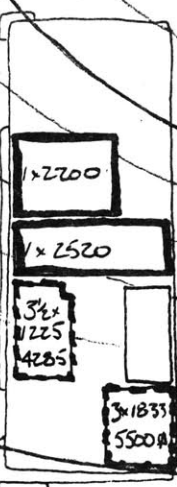
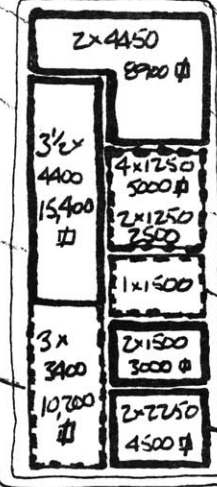
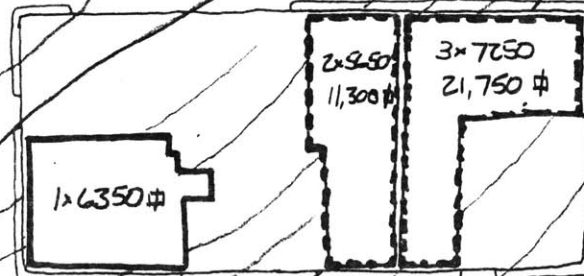
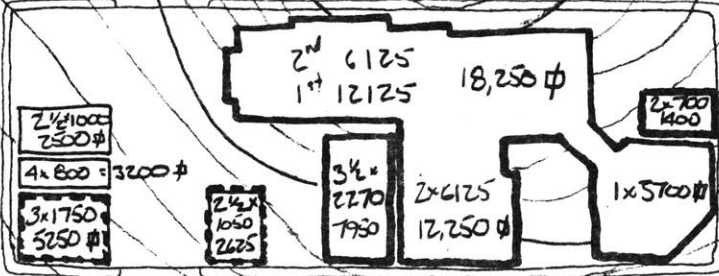
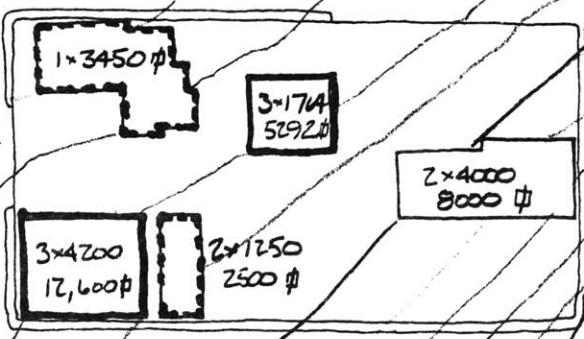
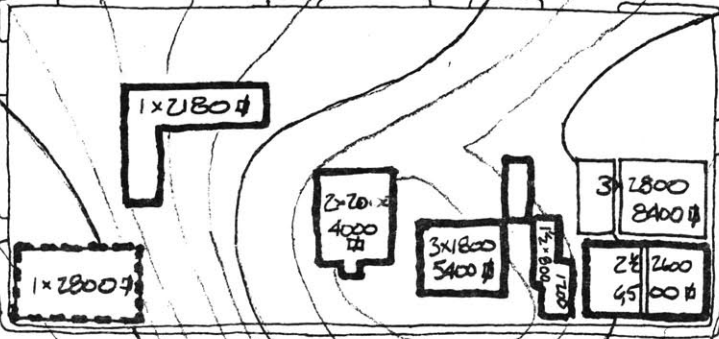
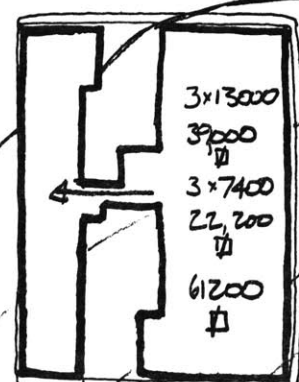
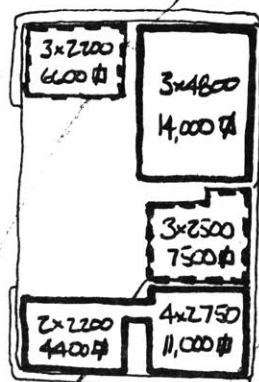
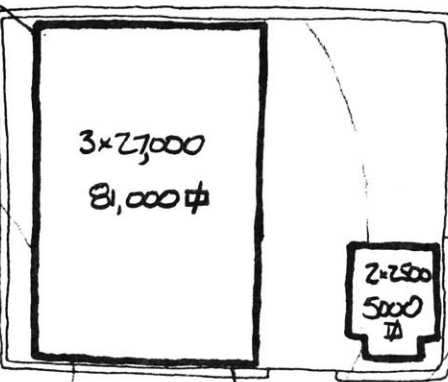
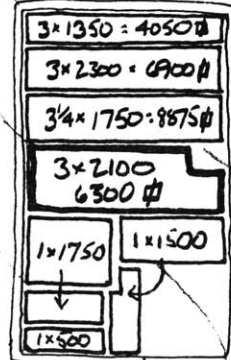
COLLECTIVE OWNERSHIP

NEW BEDFORD PORT SOCIETY



37

SOURCE: URBAN DESIGN GROUP
STUDY FOR NIRA: PARTLY
UPDATED BY THE AUTHOR

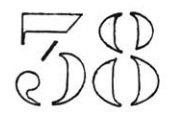


TEN ACRE VIVAL



- GOOD
- FAIR
- POOR

BUILDING CONDITION
No. OF FLOORS + AREA
TOPOGRAPHY



SOURCE: PETER A. LAUDATI
FOR THE URBAN DESIGN
GROUP / NISRA STUDY

RESIDENCE "C"
INDUSTRIAL "A"

BUSINESS
INDUSTRIAL "A"

BUSINESS
INDUSTRIAL "A"

* PROFIT POTENTIAL
ASSUMING ENTIRE
DISTRICT IS REHABED

NOTE:

- INDUSTRIAL "A"
- NO RESIDENCES
 - 25' SETBACK
 - 50% COVERAGE

- BUSINESS
- MAX. 50% MANUFACTURE
 - NO SETBACK
 - 100% COVERAGE



TEN ACRE VIVAL



ZONING
SEE NOTE

	REHAB FEASIBILITY
	PROFIT POTENTIAL*
	SUBSIDY REQUIRED



This was conducted for the New Bedford Redevelopment Authority by The Urban Design Group, Inc. of Newport. Although the work for the study was carried out in the 1960's, with the result that the proposed plan is now physically and financially out of date, the data and some of the ideas behind the plan are still valuable. This thesis will employ material from that study without attempting a review of the work.

The topography (see map p. 38) of the district can be described as "a convex parcel of land, sloping from an interior node or crown on Johnnycake Hill eastward to the commercial waterfront and harbor and north and south to adjacent commercial areas. The earth formation is generally ledge with dominant rock outcroppings evident in the area of Johnnycake Hill." ²

The circulation system is presently uncertain due to the disruption caused by NBRA activity in the North and South Terminals. The recent past has shown Water Street and Acushnet Avenue to be heavy carriers of north bound traffic and Second Street heavy with southbound. East-west traffic has not been very heavy. Maps showing the existing patterns as well as the officially proposed plan and a suggested "alternative" can be found on pages 30,39,84. Plans for circulation should bear in mind that the existing streets occupy approximately 35 percent of the 640,000 square feet in the district.* The district is not served by public transportation.

The demonstration study surveyed the utility systems in the district. They found the water distribution system (including fire hydrants) to be "antiquated, but adequate." The sewage disposal system, also run by the city was described as "below standard for adequate and efficient contemporary

*measured from the mid-point of immediately bordering streets, except on the east where the border is assumed between the downtown connector and the service road.

service in a central city area".

Private utilities include gas, electric and telephone systems. Gas lines were installed in 1950 and are "in good operating condition. Telephone service is underground and also in good condition. Electric service is partly pole-mounted, "an anachronism in a contemporary central city." ³

The NBRA report had the buildings in the area surveyed as to structural condition, market feasibility and "associative" values. The latter was a scoring system that included "symbolic value", "esthetic quality" and "environmental value." This thesis regards those as irrelevant in that associative values are included in the market study. In an area such as the waterfront historic district, building value is determined to some extent by such subjective factors so we will not include them twice.

Of the 68 existing buildings surveyed, the study listed 30 in "good" condition, 23 in "fair" condition, and 15 in "poor" condition. The locations are shown on the map on p. 38. However, the report cautioned, "while these descriptions give a general indication of the condition of the district as a whole, they have limited value toward an understanding of the district's rehabilitation potential." ⁴

That aspect was covered in a Rehabilitation Reuse Appraisal conducted for the NBRA by Peter A. Laudati and Son, in 1968. This study was based on a philosophy of selected renewal that was planned for the district. Under this plan, standards would be set and owners would be able to keep their property by meeting the standards. The NBRA would acquire the remaining properties by eminent domain and sell to developers at reduced price. It was, therefore, important to know the appraised value before rehabilitation (V_a), the cost of rehabilitation (V_b) and the after rehabilitation appraised value (V_d). A

factor for developer's fees (C_1) and another for costs incurred working under urban renewal (C_2) were also estimated. With these figures it was possible to estimate the "fair value for rehabilitation"-the price that the NBRA would sell the acquired property for. The formula developed was as follows:

$$V_r = V_d - [V_a + V_b + V_b(C_1 + C_2)]$$

The demonstration study points out that the formula "has been widely used by appraisers in the New England area, with full HUD acceptance".⁵

That may be true. However it was not used by Mr. Laudati who (correctly) ignored the V_a in computing the "fair value for rehabilitation." This obfuscation should not be allowed to cloud the findings. We assumed that the difference between the "after value" and the "before value" represented the potential improvement of the property. The total cost (cost plus adjustment) could then be compared with this potential improvement benefit to determine private feasibility. Laudati's figures show that of the 32 existing buildings examined (see map, p. 40), only seven had a potential benefit greater than cost.⁶

The district is presently commercial in use (see map, p. 39). Although zoned (with the exception of blocks #4 and #6) industrial "A", which does not allow residences, only two buildings would be non-conforming if zoning were changed to business which allows residences and forbids wholesaling.⁷

Possibly related to this is the large amount of vacant or underutilized space (see Table "2", p. 44). Most of this is located above the ground floor and some storage space is probably needed. However, it is disturbing to see almost \$400,000 in gross rental income (at the prevailing rate of \$2.50/sq. ft.) unrecovered by the owners.

Table 2 :VACANT AND STORAGE SPACE IN THE WATERFRONT HISTORIC DISTRICT

Block	Total Space (sq.ft.)	Vacant/Storage (sq.ft.)	Percentage
1	29,100	9,000	31
2	39,400	7,250	18
3	31,592	19,742	62
4	91,700	27,150	30
5	5,000	—	—
6	30,975	13,000	42
7	28,700	10,700	37
8	57,125	11,900	21
9	51,000	4,750	9
10	27,580	14,001	51
11	34,350	22,550	66
12	15,050	15,050	100
Total	441,572	155,093	35

Parking is a sizeable problem, especially in the summer when 1000 people visit the Whaling Museum each day. The Kerwin Garage holds 232 cars and another 362 are accomodated on the many small surface lots that litter the district. This total of 594 spaces, even when augmented by the 220 spaces that are forecasted to be available in the North Terminal Elm Street Garage, does not come close to meeting the needs of the area.

Zoning laws require one off street space for every 1000 square feet of office or commercial space and one space for every housing unit.⁸ If the existing space were renewed with an emphasis on residential use, 1283 spaces would be required for 152 residences, 67,600 sq. ft. of office space and 158,600 sq. ft. of commercial space. This deficiency of over 450 spaces is exacerbated by the theory that the Kerwin Garage, the city's only parking structure, is also supposed to serve the neighboring central business district, and by the realization that far too much land is devoted to surface lots.

In summary, we have described an area of acknowledged "associative value," whose buildings are for the most part in need of substantial improvements. The

district's sewage disposal system needs considerable repair and her electric service should be brought underground. We have found 35 percent of the district devoted to a circulation system that carries heavy through traffic in a north-south direction. We have concluded that too much land in the district is devoted to surface parking despite the considerable deficit in off-street spaces. We have shown that built space is also wasted, with 35 percent of the total being vacant or used for storage. In the next chapter we will look at the people who own the district and the reasons why revival has not occurred.

*Bilt zeitung dairy apple
Of geltzie sniedypye
Groppy gribble grapple
Varoum the reason why?*

*Remplinish thou thy cravie
With all that bodes within
Fall gather barge and davie
The lamb within a bin. 1*

John Lennon

V.

COLLECTIVE

Ownership of the district is shared by the 43 people and organizations shown in Appendix "A" p. 75 . The part that these owners play in reviving the district is the subject of this thesis. At the present time that part is up to them.

The key part of any development process is assemblage. This is because of the influence that neighborhood has on the value of individual properties. As Dan Weisberg, a former M.I.T. real estate professor said, "Always own the worst property in the best neighborhood; its value will be supported by the surroundings." A developer must be able to control or predict the neighborhood

factor before risking money on property improvements. Because part of every dollar spent on a piece of property goes towards increasing the value of surrounding properties, a developer wants to be in the position of benefiting both ways.

A simplified model of this will serve as an example. Assume properties are aligned in a grid pattern. In other words every piece of property is surrounded by eight others. Assume also that when a dollar is spent improving the value of one property, each surrounding piece increases in value by a nickel. Our last assumption is that one dollar of improvements produces a total of one dollar in increased value.

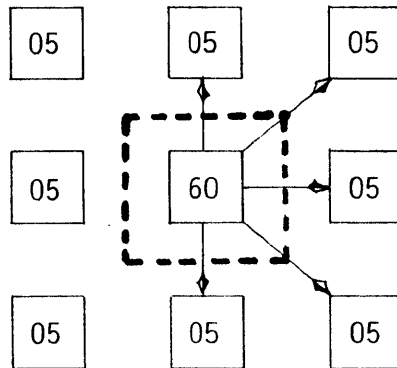
Table "3" on p.48 shows how assembling property reduces the percentage of increased value lost to surrounding properties. It is only in the ideal case of equal improvements by everyone that nobody loses.

If the district is to be developed, or revived, and if assemblage is an element, we must look at how it could be achieved. The standard renewal tool is eminent domain. This could be used if the federal program of urban renewal was continued and the NBRA acquired the historic district or parts of it. Eminent domain can also be used by an "Urban Redevelopment Corporation" set up under Chapter 121A of the Massachusetts General Laws.² In that case a private corporation receives benefits for acting towards a public purpose.

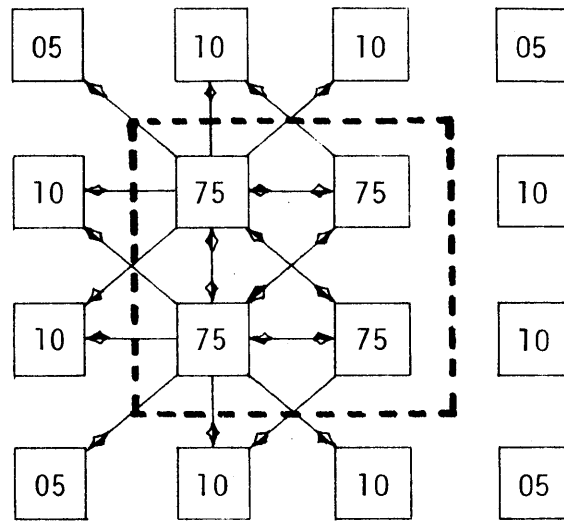
Land can be assembled privately without government regulation if the developer is sharp. In 1963, James Rouse set about assembling 15,000 acres in Maryland for the new town, Columbia. He negotiated 165 purchases from 328 individual owners for an average price of \$1,450 per acre. To do this,

"he worked through various front organizations, straws, dummy corporations, and nominees, each of which was represented by a separate lawyer and realtor

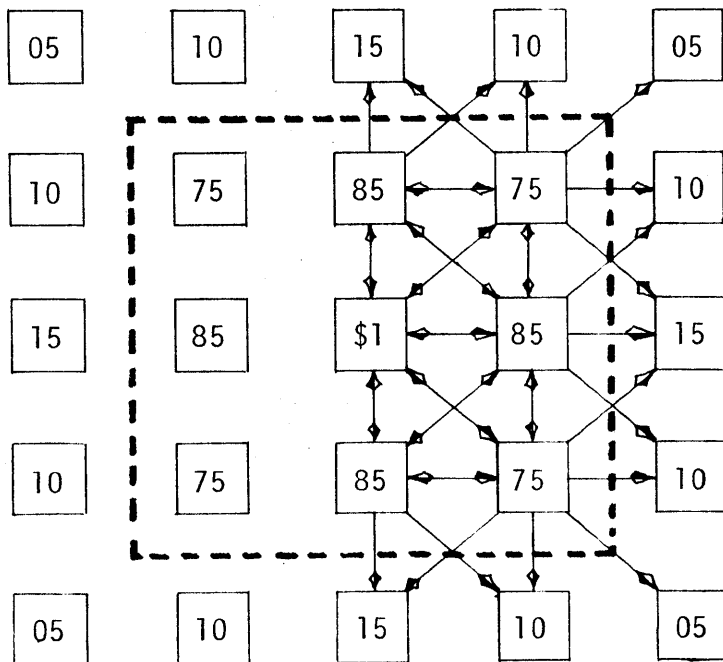
Table 3: INCREASE IN BUILDING VALUE FOR \$1 OF IMPROVEMENTS



1 Property improved
40% Loss to surrounding area



4 Properties improved
25% Loss to surrounding area



9 Properties improved
18% Loss to surrounding area

who did not know the identity of the real client. Almost none of his employees knew of this project... Secret strategy meetings to make rapid decisions were held daily in hotel rooms and out-of-the-way places. This was essential, since each purchase presented a separate problem necessitating an individual solution." 3

A more local example of this type of assemblage is Nantucket where Mr. Walter Beinecke purchased their historic district.

Another way to assemble land-the approach we will explore-is to assemble the owners of the land. There are several reasons for this. Most immediately, communication is so good in the district that holdouts would be inevitable in the process described above. But more importantly land assemblage would destroy the character of the district. The nature of the area since Joseph Rotch bought the Ten Acre Lot has been one of small lots owned and operated by different people doing different things-organized only by the shared responsibility for "the production, maintenance, and operation of the whaleship." Third, if we can assume that revival of the district will create value, then it seems proper that the value go to the present owners.

The above discussion is intended to justify our looking at the owners through the organizations in the area. Eight entities own or represent all but nine properties (see map, p. 37). They are the following:

- Bedford Landing Taxpayers Association (BLTA)
- City of New Bedford
- New Bedford Port Society (NBPS)
- New Bedford Redevelopment Authority (NBRA)
- New England Telephone and Telegraph Co., Inc.
- Old Dartmouth Historical Society (ODHS)
- United States of America
- Waterfront Historic Area LEague (WHALE)

For the purposes of revival, the Telephone Company need not play a part. Their buildings, located in the northwest corner of the district, are in good repair and not likely to deteriorate. They pay twice as much tax as everyone

else combined and require 241 parking spaces which use up most of the off-street parking in the district.

The United States Department of Commerce owns the "Custom House" (Master list no. 5-1, see map p. 37) which houses the Coast Guard and other service recruiting stations. The building is in excellent repair and likely to remain so. Our proposed assemblage will not include this property for the same reasons we exclude the Telephone Company; the buildings do not threaten the district; their upkeep is secure; they are owned by bureaucracies that would be extremely difficult to work with.

The city owns and operates the Kerwin Garage and the adjoining surface lot (5-2). The Redevelopment Authority owns the Rodman Candleworks (12-1) and its site. Neither of these public entities should be included. Although an organization of property owners will have to work closely with the city and the NBRA, this working relationship will be simpler if public and private remain separate. The city participates in the process through its power of regulation. The NBRA is more a "holder" of land than an owner and participates by selecting who develops the Candleworks parcel.

We are left with the four organizations that, for the most part, ARE the district. Below is the writer's attempt at describing who these groups are and what their goals are.

Our trip, like any trip to the district, starts with the Old Dartmouth Historical Society, which runs the Whaling Museum. Incorporated in 1903, the Museum, with its half-scale model of the bark Lagoda, attracts almost 100,000 people to the city each year. The society was formed

"for the purpose of creating and fostering an interest in the history of the territory included in Old Dartmouth, to wit, the territory now

included in the City of New Bedford, and the towns of Fairhaven, Acushnet, Dartmouth and Westport; of promoting historical research; of collecting documents and relics and providing for their proper custody." 4

Recently the ODHS hired Cambridge Seven Association to design and build an auditorium on the corner of William and Water Streets. The architectural firm also produced a plan for expansion that incorporated a north-south spine down the middle of their block. The Museum acquired the masonry building (8-7) on Water Street and is in the process of rehabilitating it for display space. The ODHS also owns the small wood frame building next to the auditorium (8-2) and two attached wood frame structures across Water Street (11-4). They would like to acquire all the property on their block eventually so that expansion will be possible when necessary. Mr. Richard Kugler, the Director, said the Museum had no need for wood frame buildings (a fire hazard) so those properties, if acquired, would be moved if possible. Kugler saw no need to keep the property to the east of Water Street as the Museum is not interested in being a landlord.

Although much can be learned from the fine exhibits within the Museum walls, the experience is not independent of the surroundings. While it is possible to collect and protect documents in a room without windows, "creating and fostering" interest is another matter. The Centre Street Exhibit, with its pictures of activity on the wharves, is enhanced by the view down today's Centre Street. The activity is still there, though the boats are smaller, and many of the buildings remain. Standing in the exhibit room looking out the window down the street and seeing the scenes in the pictures come to life is INTERESTING for it brings one in touch with history. To that extent the ODHS has a stake in the area.

The New Bedford Port Society operates the Seamen's Bethel and the Mariner's Home on the top of Johnnycake Hill. The Society was started in 1830 in response

to deteriorating conditions that culminated in the "Ark Riots" in which righteous citizens figured the best way to get rid of a brothel was to burn it down. This they did twice. Pease related in his address to the 100th Anniversary of the Society that

"the realization came that such disorderly methods were not to be tolerated, however well intended... It was borne in upon a group of thoughtful men that the responsibility was upon them to give concern to measures for moral help to this abandoned class, instead of attempting to terrorize it and drive it from its lairs by force and violence." 5

Realizing the deeper causes of these conditions these thoughtful men organized the Society with the object

"to protect the rights and interests of seamen and to furnish them with such moral, intellectual and religious instruction as the board of managers shall deem practical." 6

The Port Society today has wandered from its original objective. The president, Mr. Richard Paull, says the Society is trying "to bring a light to the district" and to that end they provide beds for some seamen and conduct services in the Bethel monthly. However, the biggest concern seems to be in keeping all the land within 500 feet of the Bethel free of barrooms. One is forced to speculate that the monthly services are just as important in maintaining the status of the Bethel as a church (in order to invoke the 500 foot rule) than in furnishing seamen with religious instruction.

It is most disappointing to this observer that the suburbanites who form by far the greatest measure of the membership seem to have lost sight of the reasoning behind the formation of the Society. Disregarding for the moment the elitest thinking behind any attempt at giving someone "moral, intellectual and religious instruction," the attempt was made because of the deplorable conditions in the area. Pease describes:

"Respectability avoided these districts. It was not welcomed by the vicious, lawless creatures who resorted here for unrestrained dissipation. Even the constabulary left the dwellers in these precincts to their devices, and human life was not safe there after dark."7

This could be reprinted in today's paper to describe the area around the Pequod Lounge (4-5). Today's Port Society feels the answer to these conditions is to remove the bars. That is only a sophisticated method of accomplishing what the Ark rioters did 140 years ago.

One would hope that the members of the Port Society would conclude that physical and economic revival of the district would accomplish their goals in a manner consistent with their original intentions.

Like the Old Dartmouth and the Port Society, the Waterfront Historic Area LEague (WHALE) is made up almost entirely by people who live outside New Bedford. Unlike the other two though, WHALE's intention has always been to support physical and economic revival in the district. WHALE started as an offshoot of the Old Dartmouth fifteen years ago when people realized that economic development and physical preservation were goals that were incompatible with the educational and research activities of the Museum. The split was somewhat encouraged by personality clashes; behind the stated goals was an attempt to start another museum. This petty rivalry has died down but not disappeared.

Between 1963 and 1965 WHALE surveyed the district and secured funding to initiate the demonstration grant study mentioned earlier. When it became clear that the district would not be renewed, WHALE worked to get it classified as an "historic district" to protect against further loss. To that end they have also purchased quite a bit of property; they are presently the largest landowner.

From its inception two characteristics have marked WHALE as a progressive historical organization. One is their commitment to "adaptive preservation"- new uses in old buildings. They have realized that preservation of commercial activity is just as important as the structures that housed the activity. Williamsburg is held as an attempt to isolate the past, producing hollow sterility. The second progressive characteristic has been their willingness to work with the Redevelopment Authority. WHALE quickly reached the political awareness that it could have a greater influence on the district by working with the agency that would be initiating the action. They have continued to work with the NBRA. Often times there is disagreement over proposals but the history of participation has fostered some degree of trust and has kept each group aware of the concerns of the other.

The same cannot be said of the remaining group, the Bedford Landing Taxpayers Association. It was formed two years ago in response to the downtown connector. The highway, besides making access to the businesses on Front Street (now a service road) difficult, cut them off from the waterfront. BLTA's first action was to get the Rotch Counting House, a building that was standing in the way of the highway, put on the National Register. WHALE had been trying to raise money to move the structure across the street but had abandoned the idea and was resigned to its loss. The BLTA saw it as an opportunity to stop the highway and when the NBRA knocked it down, the Taxpayers took them (and Sec'y. Romney) to court. In an out-of-court settlement the Redevelopment Authority agreed to widen the service road four feet and said they would try to construct an overpass from the district to the waterfront. The estimate for that is now \$300,000 and no one knows where it might come from.

The second aversion the BLTA has is found in its name: Taxpayers. That is a pretty clear message to the Port Society, the Old Dartmouth and WHALE,

all of whom are viewed to be in league against the small businessmen. This fear, while blown out of proportion by unfamiliarity, is legitimately based. There seem to be two reasons for this. The first is a class difference. The historical organizations are composed of "old families," descendants of the whaling merchants who live in the suburbs and either appear to have relatively high incomes or don't appear to work. The second is related to the first. The people from the historical organizations know what is best for the district and when they do talk to the small businessmen, it is to give advice as to what the taxpayer should do with his property. This image will be regarded by some as unjustified but that is irrelevant. Images can destroy communication and trust just as easily as anything else. It is a fact that in conducting the \$85,000 demonstration grant study, much information was received from the taxpayers who let the consultant thoroughly inspect their properties. Yet their opinions were not solicited and results and recommendations were not distributed.

It is this kind of treatment, sometimes foolish, other times insensitive, that has separated the BLTA from the "outsiders". It is this schism that must be bridged if collective private revival is possible. It has been mentioned often that the character of the district is in the diverse businesses as much as in the physical structures. The taxpayers, whose motives may be classified as 99 per cent profit, are the essence of the district. They have made an investment in the area and in the city (a majority of the members live in New Bedford) and they stand to benefit the most if economic revival is possible. They are organized, but past experience has made them wary of all planning activity.

In conclusion, one thing is apparent: the four groups need each other. The Whaling Museum, like a major tenant in a shopping center, provides the

"draw" to the area. It attracts the tourists who might make possible new business in the area. It benefits by being located in the area that its exhibits describe and by having that area preserved to an extent that gives reality to the exhibits. The Port Society provides the Bethel and Mariners Home that could become the center of the community. They need revival because without it, religious instruction is so much window dressing. WHALE provides outside support that would be needed to achieve any form of revival. They own enough property to make a sizeable impact on the area. They need assistance in planning so that they may know how to achieve their desired impact. The Taxpayers provide the means for economic revival. They own the property and run the businesses that can make the theory that physical preservation leads to economic return come true. Their investment would be the greatest, but the monetary return is theirs.

"I won't even go down there anymore."

*Redevelopment Authority official
about the Taxpayers' Association*

"Those people belong in jail."

*Taxpayers' Association official
about the Redevelopment Authority*

VII. BEGINNING STEPS

Before discussing what the district might become, it is useful to repeat that this thesis is conceived of as the beginning of a planning process that probably would take a couple of years to complete. It postulates the need for a "location-oriented change-maker": someone with a knowledge of and commitment to a place.

Just as necessary, though, is the idea of community control of the process. The combination of an assembled community directing an informed and committed professional is the ideal. However that situation, if achieved, occurs later. The thesis is the backdrop for the process; it is, hopefully, a reasonable description of the problem.

This chapter attempts the first step in the planning process. It is a provocation-a suggestion-to the citizens in the district of what might happen there. It represents a small investment of time and is in no way intended as what the district SHOULD be. It's purpose is to start discussion by the citizens as to what SHOULD be.

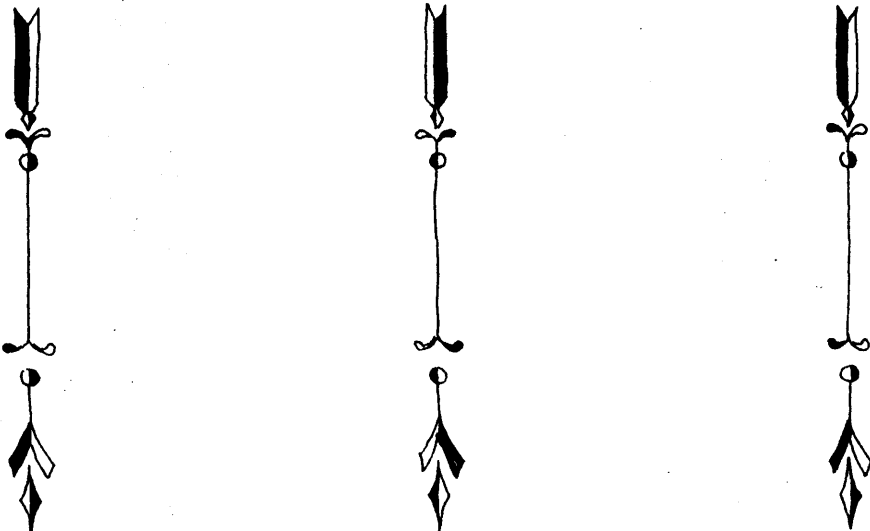
It is customary in planning and design to start with a "Statement of Goals." Planners assume (optimistically?) that once the goals are accepted the rest of the process is an orderly, rational progression of thought that evolves into built form and policy recommendations. While goals are subjective, the planning process is objective, even scientific. We lay that piece of religion out front, fully expecting every recommendation and suggestion to be vehemently debated, regardless of goals.

Table "4" shows an example of how this process might begin in the historic district. We begin with goals for the city that are derived from the discussion in Chapter II. We then suggest methods of achieving those city goals which lead towards objectives for the district. From there we develop methods of achieving the district goals: suggestions of policy and physical change (see Plans in Appendix "E"). Naturally this system would be expanded and revised in discussions with government officials and district citizens. Again we attempt only to provoke.

Expanded educational opportunities: The Whaling Museum is presently the only easily accessible source of information about New Bedford's history. Its exhibits could be expanded to include the panorama and materials that it now possesses but cannot display. The textile museum that is being planned for Fall River could be brought to New Bedford, or shared-if not in the district, then in the North End. A museum of people and water could address the

Table 4 : GOAL PROGRESSION FOR ECONOMIC DEVELOPMENT

City's Goals	Method	District's Goals
new attitude of New Bedford's worth and importance	foster pride in the city's heritage	expand the educational opportunities in the district
maintain and expand existing industry	develop confidence in people's ability to improve their situation	increase the income potential of the buildings and land in the district
reverse differential outmigration to the suburbs	create a high quality living and working environment	preserve the character of the district and improve the support systems
attract new industry to the city	develop tourism	attract more visitors and increase their spending
encourage community involvement in government	open communication and build trusting relationships	organize citizens to initiate development process



many parts the ocean plays in our society: source of food and fuel, transportation, recreation, depository... Extension courses in local history and walking tours could foster pride in the city's heritage. Street fairs exhibiting today's businesses would instill continuity; the district is full of interesting people. Mr. Arthur Hathaway, the carpenter and resident sage, is a unique source of knowledge. The revival of the district would by itself, be an education in what a city should be: how it is possible to be urban and personal at the same time.

Increase the income potential: There are four ways to increase income potential in the district. The vacant space could be rented out as offices and residences; vacant land could be built upon; sales could be increased and existing rents could be increased. Needless to say there must be a reason for this. What are the advantages of locating in the district? Proximity to transportation (road, rail or water), to the fishing fleet and downtown, to the source of tourism all combine as advantages for certain businesses. The nature of the buildings and the richness of environment make the district a "prestige" location for an office wishing to impress its customers. The unusualness of the area make it the place to live and assert one's independence from urban sprawl and cardboard houses. "They don't build things today the way they used to." If the roads are built, if the fishing fleet survives, if the buildings and services are improved, if tourism is developed, the historic district would be very valuable to some people.

Preserve the character and improve the support systems: Before the income potential is realized, the district has to be "upgraded." Buildings must be made habitable, sewage capacity increased, electric lines buried. Pedestrian traffic must be given priority; through traffic banned, but access available. Life-supporting uses must be encouraged; grocery stores, day care centers,

pharmacies, recreation areas, and off-street parking should be provided for. A variety of uses in what is already a rich physical fabric would create the kind of environment that could compete with the suburbs for the families with increasing incomes-the families New Bedford needs to recapture.

Revitalization of the district would have beneficial ramifications to surrounding areas. Twenty-four hour usage would mean safer streets which would mean better business for the Mall, the Superblock and area restaurants.

Attract more visitors and increase spending: Presently under 100,000 visitors a year spend under half a day and under ten dollars in the historic district-not very big when one considers that Sturbridge Village draws 700,000, Mystic 550,000 and the U.S.S. Constitution 600,000.¹ Bringing back the Woods Hole, Martha's Vineyard and Nantucket Steamship Authority would divert much Cape Cod traffic to the nearby waterfront. If and when Alex Byron returns to New Bedford with the sunken whaler, Ansel Gibbs, additional visitors would be attracted. The Bicentennial is bound to increase tourism somewhat. As other attractions, such as Fort Taber, a textile museum, walking tours and the like are developed, the area will see repeat visitors. And as these additional attractions are complemented by increased support services, such as public transportation, rest rooms, bike paths, pocket parks, and information kiosks, people will spend more time. And as hotels, restaurants, gift shops, antique stores, and clothing boutiques set up, these people will spend more money.

Citizen initiation of development process: If what is described above can be considered potential, then it must be realized, and that requires initiative. This will not come from the public sector, despite the lip service, because there is certainly not the money and probably not the imagination in leadership that is required. For reasons previously described, initiative

will not come from an outside private source. If revival is to happen it will be initiated from within the district. We have demonstrated that revival is in the city's interest as well as in the interest of the district's citizens. Because of the present leadership vacuum and the shared goals, it is an ideal setting for the citizens' group to start (and thereby control) the process. If the revival has broad based community and public participation from the start, then public figures and private citizens may come to talk to one another rather than yell. People may start to listen and reason and eventually people may start to trust. And what would be all-right.

"Be as decent as you can. Don't believe without evidence. Do not trust humanity without collateral security; it will play you some scurvy trick. Cultivate a taste for distasteful truths. Endeavor to see things as they are, not as they ought to be."

Ambrose Bierce

VIII.

NOW WHAT?

In the preceding pages we have addressed the possibility of revival in New Bedford's waterfront historic district. Feasibility in our case is contingent on two factors: the people and the market. In this period of "new federalism," no one is going to do anything with the district but the residents themselves. In addition, any desired development must be financially feasible; there must be a market that will support investments. For collective private urban renewal to be possible, BOTH these conditions must be met.

As we have explained, this is a complicated procedure - certainly beyond the scope of a thesis. We have therefore used the thesis as a tool for

defining the setting in which any change must take place. We have shown how the problems of the district are linked to those of the city, how planning for the district involves awareness of the relationships within the district and within the city. We have ended with suggestions of what might happen in the district, with the hope that those suggestions will provoke the discussion that is the beginning of citizen participation and control of the planning and development process.

In conclusion, we ask what could happen now? Probably what happens now is what has happened in the past-nothing. Property tax assessments are low. Development of the surrounding area and studies of the district have both increased property values at no cost to the owners. Individual action is not rewarded and collective action is difficult due to the different personalities. Businessmen in New Bedford tend to conservatism. As one said, "they want two dollars back on a dollar's investment and they want it in advance." Lastly, there seems to be no one both willing and able to assume the leadership necessary to accomplish significant changes.

Another possibility is outlined in a memorandum to the owners found in Appendix "B" (p. 78). It suggests that the various groups form a single organization, TEN ACRE REVIVAL, for the purposes of planning and implementing desired changes. It also recommends the engagement of a full time director to assist in the process of revival and suggests that the four groups share in the salary.

Without a broad-based commitment, revival is impossible. If a person has no investment in the planning process, then that person can opt out of the process any time disagreements arise. Reconciling the interests of all parties into a single strategy will involve compromise and if a person can decide to fight a plan on another level, before a different audience, then

compromises will not be reached. Conflicts, such as whether or not a restaurant may serve liquor, must be resolved within the district. Without a united front, the district will not be taken seriously by those in a position to help (public officials, capital sources, potential residents and merchants). The revival idea has already received broad-based vocal support but that is not enough. The property owners in the district will all have to make investments in the future if revival is to succeed. Broad-based financial support of the planning process is an initial expression of good faith. Without it further investments will be very hard to come by.

The concept of revival as suggested in the preceeding chapter is multi-faceted. Building improvements must be backed by support system improvements. New businesses must be attracted to the area at the same time that tourism is increased. Different activities that bear on the district-the return of the Ansel Gibbs, the Bicentennial, the steamship to the islands, development of a marina-all must be coordinated to produce maximum return to the district. For a collective to have the same leverage available to a large developer, it must have the ability to make decisions and that implies a delegation of work to a consultant responsible to the citizens' group.

For revival to happen, much needs to be done. The discussion of what "might" be has to be carried through to what "should" be. A market study has to be conducted to see what the area can support. Of the 7,000,000 people who visit Cape Cod each summer,¹ how many pass New Bedford? Who are they and what do they want? As yet there are no answers to these and other questions that must be asked and answered. The area must be promoted: to tourists, merchants, residents, banks, and others. The organizational form that a collective should take must be examined. Should the district be organized as a condominium with TEN ACRE REVIVAL owning building shells and

open space and selling inside space to merchants, residents and institutions? How should owners who want to move out of the district (i.e. Mr. Cataldo's boiler repair business, Mr. Karalekas' fruit business, Mr. Raposa's motor repair shop) dispose of their property? Should TEN ACRE REVIVAL develop the Candleworks site itself or should it participate in NBRA negotiations with an outside developer as happened in the West End? How can capital be raised? The Small Business Administration provides low interest loans but requires a lot of paperwork and collateral. Doctors and lawyers might want to participate in a Real Estate Investment Trust. The philanthropists who have generously donated to the district in the past might be encouraged to give again if they had confidence that a long lasting improvement was possible. Bankers have said they are willing to collectively support efforts such as this. Various government organizations provide historic preservation grants. All these avenues must be explored in detail and arranged into a total package. Demonstrating leverage is the best tool there is in raising money and this can be accomplished through a comprehensive strategy for implementation.

It is not easy for people who think their position is secure to take risks and revival is certainly a risk. It has worked in other areas-Annapolis, Nantucket, Boston, Charlestown, Savannah, New Orleans-but that doesn't mean it will work in New Bedford. One must try to imagine what possessed the whaling merchants to send their ships, with total personal liability, to the far reaches of the water, and one must hope that whatever that quality was, it still resides in the people of the district.

FOOTNOTES

Introduction

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⁵Zephaniah W. Pease, History of New Bedford (New York: The Lewis Historical Publishing Co., 1918), p. 27

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⁷Ibid., p. 73-74.

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¹¹Ibid., p. 2.

¹²Allen, Employment, p. 5.

¹³City Planning, Profile, p. 14.

¹⁴Allen, Employment, p. 5.

¹⁵City Planning, Profile, p. 12-13.

¹⁶Ibid., p. 9.

¹⁷Allen, Employment, p. 5-7.

¹⁸City Planning, Profile, p. 18.

¹⁹Ibid., p. 19.

²⁰Allen, Employment, p. 5.

²¹Ibid., p. 6.

²²Ibid., p. 5.

²³Ibid., p. 39.

²⁴City Planning, Profile, p. 16.

²⁵Allen, Employment, p. 45.

²⁶Ibid., p. 20

²⁷Ibid., p. 33.

²⁸Ibid., p. 41.

²⁹Ibid., p. 88.

³⁰Interview, Benjamin Baker (City Planner), March, 1974.

³¹Allen, Employment, p. 47.

³²Ibid., p. 38.

³³Ibid., p. 56.

³⁴Ibid., p. 42.

³⁵Ibid., p. 37.

³⁶Ibid., p. 92.

³⁷Ibid., p. 32.

Chapter III

¹Howard Baptista, "Summary of Urban Renewal Activities," New Bedford Redevelopment Newsletter, December 17, 1973, p. 2.

²Peter A. Laudati and Son, Providence, R.I., Economic Environmental Study, New Bedford CRP (For the New Bedford City Planning Department, updated through 1971), p. 79.

³Ibid., p. 79.

⁴Ibid., p. 82.

⁵Baptista, "Summary," p. 1.

⁶Don Fraser, "Project engineer forecasts bridge interchange delay," Standard-Times (New Bedford), April 16, 1974, p. 3.

⁷Jack Stewardson, "City's brief fling with marina idea given deep six," Standard-Times (New Bedford), April 8, 1974, p. 1.

⁸City Planning, Profile, p. 24.

Chapter IV

¹Robert Campbell, "The nerve!...trying to save a neighborhood," Boston Sunday Globe, June 24, 1973, p. A-7.

²The Urban Design Group, Inc., Newport, R.I., Preservation and Rehabilitation of a Historic Commercial Area (For the New Bedford Redevelopment Authority, 1973), p. 59.

³Ibid., p. 60-61.

⁴Ibid., p. 61.

⁵Ibid., p. 67.

⁶Peter A. Laudati and Son, Providence, R.I., Rehabilitation Reuse Appraisals, Waterfront Historic District (For the New Bedford Redevelopment Authority, 1968), pp. 1-34.

⁷New Bedford, Mass., Zoning Ordinance (1972), sec. 9-239 and 9-246.

⁸Ibid., sec. 9-207A.

Chapter V

¹John Lennon, In his Own Write (New York: Simon and Schuster, 1964), p. 75.

²Massachusetts, General Laws (1971), Chapter 121A, Urban Redevelopment Corporations, sec.11.

³Philip David, Urban Land Development (Homewood, Illinois: Richard D. Irwin, Inc., 1970), pp. 499-500.

⁴Old Dartmouth Historical Society, Corporation Papers, New Bedford, Mass., August 10, 1903.

⁵Pease, "Historical Address," no page number.

⁶Ibid.

⁷Ibid.

Chapter VI

¹Interview (telephone), Tom Martin, Economic Research Associates, February, 1974.

Chapter VII

¹David A. Crane and Partners, Architects, Boston, Mass. with Economics Research Associates, Bicentennial Transportation Study, (For the Department of Public Works, Boston, Mass., 1974), p. 5.

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APPENDIX A

LIST OF OWNERS

PARCEL	NAME	BUSINESS ADDRESS
1 - 1	Manuel Henriques (Harborside Restaurant)	114 Front Street
1 - 2	Hathaway Advertising Co. (Franklin S. Seymour, Jr.)	13 Hamilton Street Tel. 997-7617
1 - 3	N.B. Fishermen's Pension Trust (Jacob Ostensen)	62 N. Water Street Tel. 994-9601
2 - 1	Jodeb Realty Trust (Joseph Raposa)	89 N. Water Street Tel. 997-0582
2 - 2	Esther B. Klaren	38 Bethel Street
2 - 3	Thornton P. Klaren, Jr. et al	Tel. 997-9457
2 - 4	Hiller Printing, Inc. Charles & Ira Hiller	11 William Street Tel. 992-1702
3 - 1, 10- 1	Waterfront Historic Area LEague	13 Centre Street Tel. 996-6912
3 - 2, 10- 2		
3 - 3, 10- 3		
3 - 4, 10-13		
7 - 4, 11- 6		
3 - 5	Johnson's Inc. (Wilbur Johnson)	33 William Street Tel. 994-2333
3 - 6	N.B. Surplus Sales, Inc. (Joseph Paiva)	25 William Street Tel. 994-5024
3 - 7		
7 - 2		
4 - 1	N.E. Tel. & Tel. Co., Inc. (W.H. Thomae)	185 Franklin Street Room 1104F Boston, Mass. 02107
4 - 3	N.B. Joint Board TWUA Realty Corp. (George E. Geriger)	384 Acushnet Avenue Tel. 997-9367
4 - 4	William J. Carter et al (Carter Realty)	55 William Street Tel. 992-9300
4 - 5	Mt. Royal Realty, Inc. (Samuel L. Lipman)	415 Olympia Bldg. Tel. 993-1776
9 - 3		

PARCEL	NAME	BUSINESS ADDRESS
4 - 6	Electric Sales Realty Trust (Roland Poitras)	47 N. Second Street Tel. 996-8578
5 - 1	United States of America	U.S. Dept. of Commerce Washington, D.C.
5 - 2	City of New Bedford	Traffic Commission Tel. 999-2931
6 - 1	Lora L. Rozefsky	102 Newton Street Brookline, Mass.
6 - 2	Jacob & William Greenberg (N.B. Wallpaper Co.)	133 Union Street Tel. 997-9463
6 - 3	David Berkman (Berk's Clothing)	139 Union Street
6 - 4, 9 - 2 10 - 11, 9 - 4 9 - 5	Myron Marder et al	37 Union Street Tel. 992-1722
7 - 1	William Kranzler (Kranzler's Antiques)	Johnny Cake Hill Tel. 992-5536
7 - 5	New Bedford Port Society (Bethel & Mariner's Home)	15 Johnny Cake Hill Tel. 992-3295
7 - 6	Paul A. Benjamin (Whaling Museum Shell)	4 N. Second Street Tel. 996-9369
7 - 8	Julius M. Portnoy & Sidney Wainer (Union Tobacco Co.)	87 Union Street Tel. 992-7948 994-5667
8 - 1, 8 - 3 8 - 2, 8 - 7 11 - 4	Old Dartmouth Historical Society, Inc.	18 Johnny Cake Hill Tel. 997-0046
8 - 4	Catherine C. O'Malley (John O'Malley) (O'Malley's Tavern)	67 Union Street Tel. 993-3326
8 - 5	State Fruit Co., Inc. (Tony Karalekas)	63 Union Street Tel. 993-0788
8 - 6	Alan B. Cooper & Robert Hathaway (Northeast Marine Electronics)	7 N. Water Street Tel. 994-2916

PARCEL	NAME	BUSINESS ADDRESS
9 - 1	Bella Gerstein et al (Harry's Fruitland)	471 Union Street Tel. 993-7448
9 - 6	Carl Beckman (C.E. Beckman Co.)	11 Commercial Street Tel. 994-9674
10 - 4	Eliza M. DeWolf (DeWolf & Vincent, Inc.)	257 Union Street Tel. 999-4015
10 - 5	Alice & Abel Pacheco	13 N. Carrollton Ave. N. Dartmouth, Mass.
10 - 6	Stephen C.L. Delano	1838 Drift Road Westport, Mass.
10 - 7	Jeremy B. & Anne E. Whitney	20 N. Water Street Tel. 999-5677
10 - 8 10 -14	Joseph Cataldo (N.E. Boiler Repair)	90 Front Street Tel. 997-9137
10 -10	Elfrieda Kruger (Kruger Bros. Chandlers)	47 Union Street Tel. 992-1750
10 -12	Maurice A. Hurley (Engraver)	31 Union Street Tel. 993-9112
10 -15	William Kouscourous (Cultivator Shoals Club)	94 Front Street Tel. 992-8204
11 - 1	Rasmus & Sarah Tonnessen (N.B. Ship Supply)	108 Front Street Tel. 994-2961 994-8384
11 - 2	Henry Kaller (P. Kaller & Son)	16 Hamilton Street Tel. 993-1785
11 - 3	George & Arleene Steele	58 N. Water Street Tel. 999-6473
11 - 5	Arthur P. Hathaway (D.L. Hathaway & Son)	27 Centre Street Tel. 997-7263
12 - 1	N.B. Redevelopment Authority	21 S. Sixth Street Tel. 997-9441

APPENDIX B

March 20, 1974

MEMORANDUM

To: Bedford Landing Taxpayers Association (Mr. William Johnson, Pres.)
New Bedford Port Society (Mr. Richard C. Paull, Pres.)
Old Dartmouth Historical Society (Mr. Elliot S. Knowles, Pres.)
Waterfront Historic Area League (Mrs. Stephen C. L. Delano, Pres.)

From: John K. Bullard

PROPOSAL SUMMARY:

1) That the above named organizations together form a single committee for the purpose of planning and implementing a process of REVIVAL that has the support of all people in the Historic District.

2) That this committee engage the full time services of a DIRECTOR to assist in this process. That the Director's salary (\$15,000./year or \$5.00/hr. and expenses) is to be paid from funds secured from ALL the organizations on the committee.

BACKGROUND:

The principles that guide the above organizationd differ: economic, charitable, educational, preservative. It is, therefore, understandable why these "neighbors" have not acted together in the past - why, for instance, the Historic District Commission has met with little support.

It seems equally apparent that these organizations have one thing in common that outweighs all else: LOCATION. These groups are, after all, "neighbors" in a district that, because of Urban Renewal, has become an isolated section of the City. There also appears to be a consensus as to the need for some form of REVIVAL in the district. Something must be done to reduce the amount of vacant or underused space (both buildings and land); some sense must be made out of existing and proposed traffic patterns; more people could be attracted to the district, both day time visitors and full time residents; more parking is needed in a way that does not waste valuable land....the list goes on.

Not only is there an agreed need for revival, but the general form that revival should take is seen by all. The district's chief resource is the stock of "historic" structures. Any revival plan that is to gain acceptance will realize the link between utilization of this resource and economic benefits. Merchants in the area realize that the character of the district can provide them with an advantage in attracting customers; that historically based revival can produce not only higher property values but higher income potential. Preservationists in the area long ago

realized that the district is first of all a commercial center and that maintaining that aspect is central to the preservation of the area's function.

Because of these shared attitudes and because the people in the area are, above all else, friendly and cooperative, I believe revival is possible and that there are possibilities of improving the area in ways that are agreeable to all. While the desire for some kind of revival is felt by most, implementation is restrained by several conditions: First, the prospects of public funding (Urban Renewal or Revenue Sharing) of large scale rehabilitation in the near future are remote. Second, individual action by any one property owner (even one as large as WHALE) will not affect the neighborhood to the extent necessary to justify private financing. No matter what the immediate goal, increased tourism, higher rental income, higher property value - all or in some extent dependent on the quality of the entire neighborhood. Using the Rotch Rodman House as an example, WHALE would need to rent space in the building at about \$6. per square foot to justify rehabilitation costs. That kind of increase over prevailing rates (about \$3.) would only be possible if the whole area were rehabilitated. Third, some properties, though necessary to the revival of the district, are unfeasible even if the neighborhood is upgraded. Fourth, necessary public improvements (i.e. streets, utilities, parking), concessions (i.e. tax abatements), and policy changes (i.e. zoning) will not materialize without political pressure and a demonstration of economic return to the City.

PROPOSAL:

The above observations and conditions lead me to propose the following: the addressed organizations should together form a single committee (possibly later becoming a corporation) for the purpose of planning and implementing a process of revival that has the support of all people in the district. This might be named something like TEN ACRES DEVELOPMENT COMMITTEE (after Joseph Rotch's original purchase in 1765) and would have on its Board of Directors one delegate from each of the four addressed organizations. As its designed task is not uncomplicated, the Committee might find it necessary to engage the full time services of a DIRECTOR whose skills should include primarily the ability to communicate with all parties. Additional skills in the areas of planning, architecture and rehab construction would be desirable.

The advantage of a single "holding" organization would be to provide a "client" that represents all concerns in the district. This would allow a plan to develop broad support from its inception. While conflicts are bound to occur, they can be better worked out DURING the planning process. While participatory planning is inefficient in that all interests have some control, the alternative (planning FOR people), as evidenced by the widening of County Street and the resulting hold-ups that may cost the planners over \$80,000. and leave them open to numerable law-

suits (and has already cost a number of trees), is to my way of thinking both inefficient and destructive. The renewal plan for the Historic District (orange book) is destructive because it proposes the acquisition and demolition of buildings that represent people's livelihood without including those people's interests. It is no more proper than it is necessary.

A plan conceived under the proposed committee, while it might take longer to develop, would have numerous advantages. It would be a plan with no political risk. Unlike Urban Renewal which was discontinued for, among other things, the uproar that sprang from the areas that were supposed to be being "renewed," any political body that might be involved would see that participating in such a plan would not risk the making of enemies. While retaining collective control over the development process, it would possess the advantage of "leverage" available to large developers. All participants in the financing (and there would be many now that comprehensive renewal is over) would see how their contributions were making a larger thing possible. A large developer also can afford to take losses on certain segments of a project if, on the whole, there is a return. This principle would allow the Ten Acre Development Committee to assume losses on small properties if it could recoup them on large sites (i.e. the Rodman Candleworks parcel).

I believe a full-time Director/Coordinator is necessary to carry out the Committee's wishes on this plan for development. As much as WHALE and the Taxpayers' Association have achieved in the past, and those achievements are considerable, a comprehensive plan for the area represents a different magnitude of undertaking that is probably too much for part-time volunteers. The Old Dartmouth and Port Society, while they have people employed, are busy with their operations. The addressed organizations do not lose control by hiring a director anymore than any "client" does when hiring assistance.

I would estimate that the process of designing a plan and securing financing will take between one and two years. You might wish to consider a salary of \$15,000./year or \$5.00/hr. plus expenses. I think that it is mandatory that ALL the addressed organizations participate in this investment for two reasons: so that the Director will be responsible to all the organizations and not become the agent for one faction; more importantly, so that each organization will be responsive to the Director. A person is not likely to dismiss or ignore someone who is taking his money.

While I urge that considerable thought be given to what is to happen to the district now that programs that dictate futures seem "inoperative," I remind you, though I doubt you need it, that time has never been an ally of the people in the district. While people waited for others to plan, the Kennedy Highway was built, Front Street erased, and too many buildings to remember have been destroyed.

APPENDIX C

'Ten Acres' committee proposed for historic revival

By ROBERT BARCELLOS
Standard-Times Staff Writer

Four organizations in the city's waterfront historic district are being urged to form a single committee to plan and implement a process of revival that would have the support of all connected with the district.

John K. Bullard of Somerville, a former South Dartmouth resident who helped formulate plans for the Bedford Landing Historic District, also recommends that such a committee — which he suggests might be known as the Ten Acre Development Committee after Joseph Rotch's original purchase in 1765 — consider hiring a director.

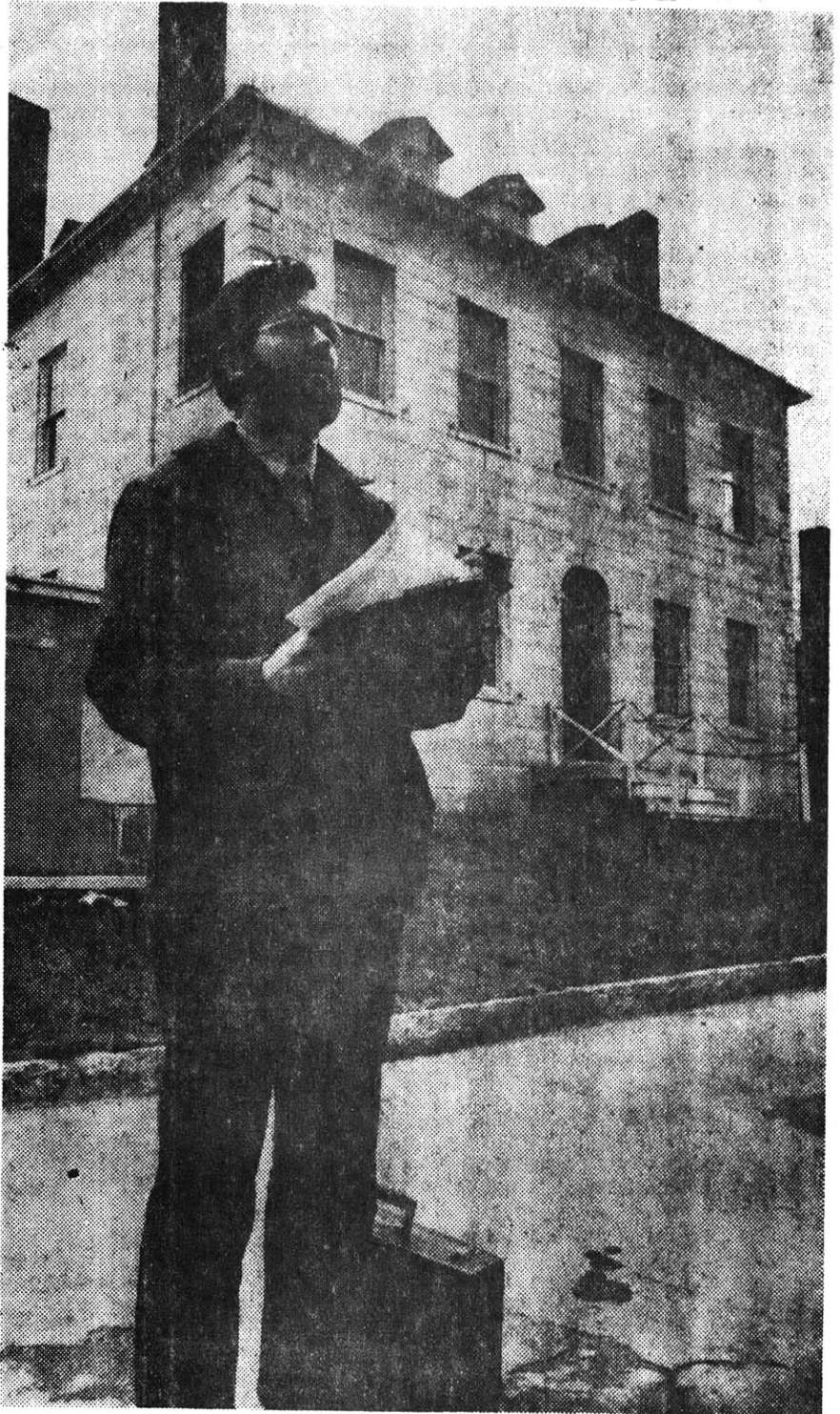
Bullard, a graduate student of architecture and planning at the Massachusetts Institute of Technology, outlined his proposal in a memorandum sent to the heads of the Bedford Landing Taxpayers Association, the New Bedford Port Society, the Old Dartmouth Historical Society and the Waterfront Historic Area League last month.

The principals guiding these four organizations differ, their respective purposes being economic, charitable, educational and preservative, Bullard explains. He said "It is, therefore, understandable why these 'neighbors' have not acted together in the past — why, for instance, the Historic District Commission has met with little support."

Equally apparent, however, Bullard further adds, is that the four groups have "one thing in common that outweighs all else." This common denominator is location, and Bullard points out that these groups have become neighbors in a district that because of urban renewal work has become an isolated section of the city.

Bullard feels that revival is necessary to reduce the amount of underused or vacant space — both buildings and land — within the district and also advises something be done to make sense out of existing and proposed traffic patterns, attract more people to the district — both as visitors and full-time occupants — and find more parking without wasting valuable land.

"Not only is there an agreed need for revival, but the general form that revival should take is seen by all," explains Bullard. "The district's chief resource is the stock of 'historic' structures. Any revival plan that is to gain acceptance will realize the link between utilization of this resource and economic benefits.



—Standard-Times Staff Photo by Hank Seaman
PRESERVING THE PAST — John K. Bullard, who has proposed plans for a waterfront historic district committee, looks over land several agencies want preserved. Behind Bullard is the Rotch-Rodman House, a former mansion built in a by-gone era.

"Merchants in the area," he adds, "realize that the character of the district can provide them with an advantage in attracting customers — that an historically-based revival can produce not only higher property values but higher, income potential.

"Preservationists in the area long ago realized that the district is first of all a that aspect is central to the preservation of the area's function."

Bullard feels that the shared attitudes of the people in the district, together with their spirit of friendliness and cooperativeness, provide a conducive atmosphere for revivals.

He recognizes four drawbacks, however, to any program of revival in the district. They are:

— The remoteness of public funding (such as urban renewal money or revenue-sharing) for large scale rehabilitation.

—The fact that individual action by any one property owner will not affect the neighborhood to an extent necessary to justify private financing. (Increased tourism, higher rental income and higher property values, he points out, all are dependent in some way on the quality of the whole neighborhood.)

— The state of some properties, though necessary to the revival of the district, that makes them unfeasible, and,

— The understanding that necessary public improvements (streets, utilities and parking), concessions (tax abatements) and policy changes (zoning) won't materialize without political pressure and a demonstration of economic return.

With these conditions in mind, Bullard proposed that the four organizations form a single committee (which could later be incorporated) and that a director be hired whose skills should include communicating with all parties concerned as well as a knowledge of planning, architecture and rehabilitation construction.

Bullard is critical of the so-called "orange book" renewal plan for the city's historic district as "destructive because it proposes the acquisition and demolition of buildings that represent people's livelihood without including people's interests." He also notes that portions of the renewal plans, prepared in 1966 by the Urgan Design Group of the Corinthian Conservation Company, Inc. of Newport, R.I., and released only a few months ago, are now obsolete.

Bullard believes that any planning for the district should be initiated on a cooperative basis, with a sense of trust.

"A plan conceived under the proposed committee, while it might take longer to develop, would have numerous advantages," he explains. It would be a plan with no political risk.

He estimates it would take a year or two to design such a plan and secure financing. He notes that such a project also will be beneficial to persons in the district who are not affiliated with any of the four groups.

In urging quick consideration of the matter, Bullard reminds the groups that "time has never been an ally of the people in the district. While people waited for others to plan, the Kennedy Highway was built, Front Street was erased and too many buildings to remember have been destroyed.

Bullard, who indicates he has discussed his ideas with officials of the Planning Department and the New Bedford Redevelopment Authority, says that he found a receptive attitude when he also discussed his proposal with leaders of each of the groups.

Mrs. Stephen C.L. Delano, president of WHALE, said that her organization had responded favorably to Bullard's proposal during the organization's annual meeting on April 2. Bullard is a WHALE director.

Bedford Landing Taxpayers Association President Wilbur D. Johnson said that his board would discuss the idea, adding that he personally felt that "perhaps something should happen to get the four groups together."

Richard C. Kugler, director of the Old Dartmouth Historical Society's Whaling Museum, said that the matter is under consideration by the committee of his board, but added that it was too early for a recommendation.

Port Society President Richard Paull, who also is secretary of WHALE, said that his executive committee would be discussing the proposal. Atty. Paull, however, added that he was pleased by Bullard's interest and readiness to assist in such a matter.

Bullard has been working on and off with the city's Planning Department and WHALE since 1970.

Bullard also has assisted the Planning Department in the design and construction of several parks.

A native of this area, the 26-year-old Bullard grew up in South Dartmouth and was graduated from Harvard in 1969 with a Bachelor of Arts degree, magna cum laude, in architectural sciences.

Bullard, whose parents are Dr. and Mrs. John C. Bullard of Paskamansett Lane, South Dartmouth, is a direct descendant of Joseph Rotch, who made the 10-acre purchase that became the heart of city's historic waterfront commercial area.

He is the husband of the former Judith A. Havens. The couple's first child, Matthew, was born in January.

Bullard has made his home in Somerville since taking up graduate studies in 1971.

APPENDIX D

INTERVIEWS
FROM:

Benjamin B. Baker - New Bedford City Planner
Howard Baptista - Executive Director, New Bedford Redevelopment Authority
William Carter - Board Member, Bedford Landing Taxpayers Assoc. (Realtor)
Joseph Cataldo - Property Owner (Boiler Repair)
Sarah DeLano - President, Waterfront Historic Area League
Warren Dillon - Massachusetts Department of Commerce and Development
Frank Dixon - Executive Vice President, New Bedford Chamber of Commerce
Karl Goodwin - President, New Bedford Five Cents Savings Bank
Arthur Hathaway - Property Owner (Carpenter)
Robert Hathaway - BLTA (Marine Electronics)
Terry Hiller - BLTA (printer)
Henry Horn - Assistant Director, NBRA; Member of NBHS
Jerry Hurley - Small Business Administration
Wilbur Johnson - President, BLTA (Antiques)
Thornton Klaren - BLTA, WHALE, Old Dartmouth Historical Society
Elfrieda Kruger - BLTA (ship chandlery)
Richard Kugler - Director, ODHS, Member of NBHS
Martin Lipman - Attorney for BLTA
Myron Marder - Board Member, BLTA: WHALE (Boat Owner)
Howard Nickerson - Chairman, NBRA (Fishing Consultant)
Richard Paull - President, New Bedford Port Society; WHALE, ODHS (Lawyer)
Vincent J. Peternel - Mayor's Assistant; New Bedford Bicentennial Commission
Roland Poitras - Board Member, BLTA (Wholesale Electronics)
Joseph Raposa - BLTA (Electric Motor Repair)
George Steele - BLTA; WHALE (Cotton Imports)
Julian Underwood - Architect

TO:

Robert Barcellos - New Bedford Standard-Times
Old Dartmouth Historical Society - Finance Committee
New Bedford Bicentennial Commission
WHALE - Annual Meeting

PUBLIC LIBRARY CITY HALL

PEOPLE & CARS - CAN COEXIST IF THEY HAVE SEPARATE NETWORKS. MALL HAS STARTED A NORTH/SOUTH MOVEMENT. WILLIAM STREET COULD PROVIDE A PEDESTRIAN CONNECTOR TO THE WATERFRONT WITH THE AID OF AN OVERPASS. SYSTEM THEN COULD EXTEND TO COUNTY STREET, ETC.

2ND STAGE: AS MARKET IMPROVES, DUE TO INCREASED ACTIVITY, MORE EFFICIENT STRUCTURES FOR PARKING AND OTHER USES WOULD REPLACE SURFACE LOTS

PARKING 232 CARS

PARKING GARAGE 1100 CARS BUS TERMINAL PARKING 350 CARS

FIRST STAGE: WHILE MARKET FOR LAND IN NEW BEDFORD IS NOT YET PROVEN, CONVERT OPEN SPACE TO SURFACE PARKING (LITTLE COST) THIS ADDS 880 SPACES TO THE 220 AVAILABLE FROM THE ELM ST. GARAGE AND THE 232 FROM KEVIN FOR A TOTAL OF 1330 SPACES ERASING THE NEED FOR LARGE LOTS WITHIN THE DISTRICT.

PARKING 200 CARS

PARKING 100 CARS

PARKING 80 CARS

PARKING 150 CARS

OVERPASS

YACHT TIE-UP AND LAUNCH

FISHING FLEET AND DAILY AUCTION

RECOVERED WHALER ANSEL GIBBS

STEAMSHIP TO THE ISLANDS



TEN ACRIE VIVAL

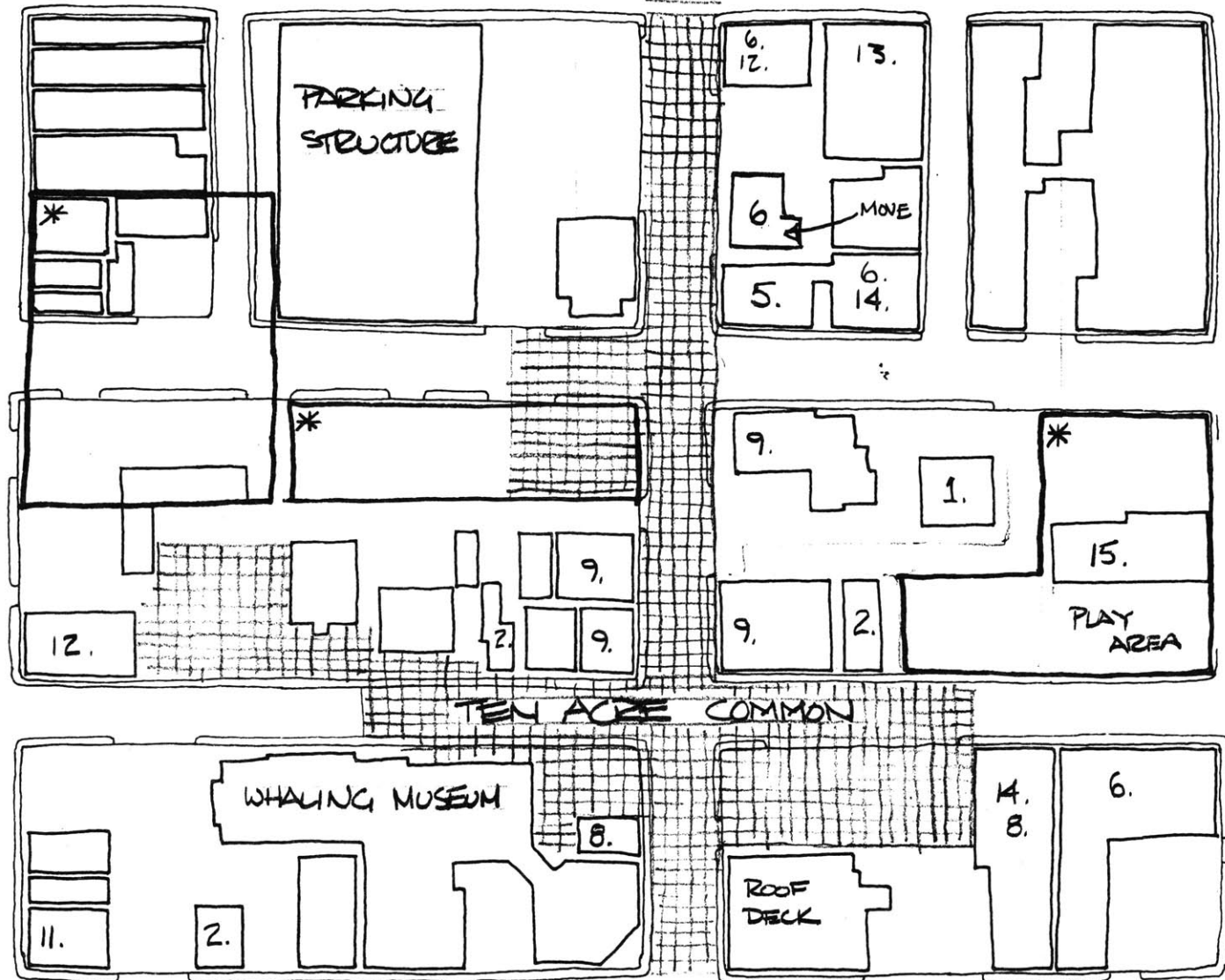


200 FEET

REVIVAL EXAMPLE



FIRST STAGE WOULD BE TO MAKE OPEN SPACE AS ATTRACTIVE AS POSSIBLE. WHEN AREA IS POPULATED SEVERAL PARCELS COULD BE FURTHER DEVELOPED*

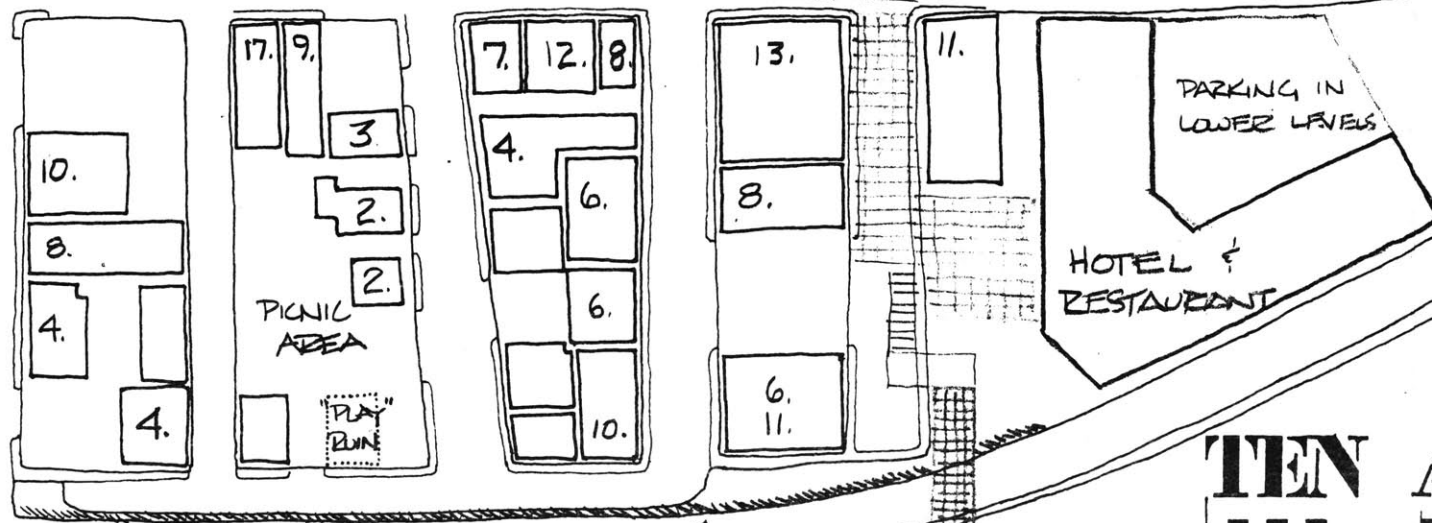
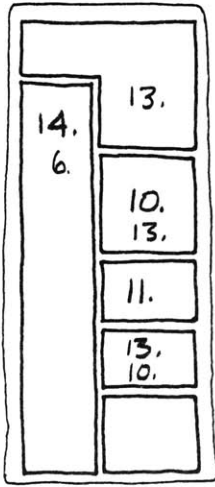


PARKING STRUCTURE

NEW USES:

1. INFORMATION / CHAMBER OF COMMERCE / REST ROOMS
2. RESIDENCE / SINGLE
3. WATER MUSEUM
4. CRAFTS
5. GROCERY STORE
6. MULTI-FAMILY TIES
7. BUSTOL COUNTY DEVEL.
8. OFFICE
9. ANTIQUES
10. SHIP CHANDLERY
11. RESTAURANT
12. CLOTHING
13. UNION HALLS
14. HARDWARE, ETC.
15. DAY CARE CENTER
16. LAUNDOMAT
17. DOCTOR

* HELD FOR FUTURE DEVELOPMENT



SAFETY AND ACOUSTIC BARRIER

PARKING IN LOWER LEVELS

HOTEL & RESTAURANT



TEN ACRE VIVAL



REVIVAL EXAMPLE



APPENDIX E

ALTERNATIVE PLANS: STRATEGY FOR CHANGE

Assuming a "change-maker" had the demonstrated support of the district's citizens, what strategy would be recommended? It would seem appropriate to start with the issues of parking and vehicular circulation as those are of most immediate concern.

It has been pointed out before that everyone agrees more parking is needed in the district. Despite the amount of land devoted to surface lots, the district still provides less than 50 per cent of the off-street spaces required in the zoning ordinance. There are several parcels of land surrounding the district that are presently uncommitted: the land east of the Elm Street parking garage and the four triangular pieces between Water Street and the waterfront service road. The Redevelopment Authority plans that these areas would eventually become parking; they also have come to the conclusion that the unpaved roads in the North Terminal project will have to be temporarily asphalted because dust storms are now causing disturbances as far away as Fairhaven. It is, therefore, not at all out of line to propose that those areas (shown on page 84) should be landscaped and surfaced to provide about 880 spaces, and that this action should happen immediately; there is no need to wait for completion of the downtown-connector and the bridge interchange.

If the Redevelopment Authority is amenable to the idea, then the planner, with help from WHALE and possibly the Buzzards Bay and New Bedford Garden Clubs, could submit landscaping designs that would lessen the separational effects that the highway and service road have achieved. As the areas must be treated anyway to prevent dust, the additional cost would not be significant.

The TEN ACRE REVIVAL committee would also propose that the City build the Elm Street parking structure whether or not the superbloc is assured of development. This again is a question of timing as opposed to expense and, as the City has found out, delaying construction means added costs.

It is not unreasonable then to assume that 1000 to 2000 parking spaces (depending on the structure) could be provided adjacent to the district in a relatively short amount of time at a cost that is largely unavoidable, considering urban renewal local share requirements and the eventual need for some surface treatment of all open land. All the committee is suggesting is a chance to offer design assistance and a commitment from the City to act with deliberate speed.

The related issue of vehicular circulation is another matter of concern. The proposed Redevelopment Authority plan (page 30) would result in unnecessary through traffic which is detrimental to the pedestrian nature of the district. Under their proposed system, Water Street would be carrying most of the traffic from the downtown connector to the central business district. Second Street would service those coming from anywhere but the connector to the Elm Street parking garage - the largest facility in the City. William Street would be an alternative (to Union Street) route from downtown to the connector and the waterfront.

The circulation plan proposed on page 84 would eliminate all traffic from William Street, would provide only for access on Second Street and would restrict Water Street to local traffic. All local businesses would retain access, but through traffic would be placed at the perimeter. Pedestrian traffic would therefore be encouraged. A plan such as this that is supported by the committee would require no money to be implemented. In fact by keeping Acushnet

Avenue and Water Street running in their present direction, considerably less confusion would result. Like the parking issue, this is more a matter of policy change than a request for additional spending. One might assume, therefore, that such a suggestion would be well received.

Zoning is another issue that does not involve a request for money. If acceptable to the committee, a petition to change the zoning from "Industrial A" to "Business" would free up vacant space for residential use at no cost to the City. This would only provide the opportunity for residential use; rehabilitation would have to be undertaken by the property owners, but a zoning change would be a necessary first step.

The City would be approached for one further request: to encourage the return of the steamship to the islands and to dock it within walking distance of the historic district. With adequate parking this would provide an additional "draw" for the area which would increase the marketability of tourist related businesses in the district. The City Council is presently considering a proposal for this; it must be emphasized that the distance between the district and the steamship (and its parking) is crucial.

Thus the first step in the development of the district is an approach to the City for policy changes that, at little cost to the public, would benefit the district greatly. By approaching an outside entity (the City) one hopes that the district's citizens would be drawn closer together. In defining the City as "them," one also defines the community as "us;" the requests to the City and the Redevelopment Authority would unify the district's citizens and fulfillment of the requests would, at little cost, provide encouragement by the benefits of substantially increased parking, pedestrian-oriented vehicular circulation, residential development potential and increased visitations to the district.

To encourage citizens to work for change one always confronts the adage that "you can't fight city hall." The best way to destroy this feeling of hopelessness is to set up several "battles" that can be won, inspiring the confidence and resolve needed to tackle further, more difficult issues. The various requests to the City and the Redevelopment Authority serve this purpose. None of the four issues (parking, circulation, zoning and the island steamship) involve substantial outlay of City funds; therefore, it is hoped all will be considered reasonable. If progress is made on any of the four fronts, then the first "battle" against inertia will be won and the citizens will start to realize some of the power available to them.

As this approach is carried out, the traditional planning process is also occurring. A development plan is suggested, reviewed and revised until the committee reaches an optimal compromise. Costs are estimated, a market study conducted, and a financing package assembled. The process is not unusual.

In the historic district though we can depart a bit from this established process. At the point when a plan is accepted by the citizens, WHALE should start to develop its properties. It would also behoove the Old Dartmouth to dispose of or develop its buildings and properties that are not to be used for museum functions. Development at this time might not provide a return but that is not the purpose of these non-profit institutions. The object here is to start a physical and positive momentum within the district. WHALE is the natural leader.

While this initial revival effort is made, a movement towards creative use of the district's open space should be encouraged. If the initial requests for parking and circulation are met, there becomes little need for surface parking and through traffic in the district. The commitment to pedestrian

traffic evidenced in the downtown mall would continue in the district. Surface parking lots, open space and unused street sections would be landscaped into a system of pocket parks, picnic areas, playgrounds and walkways that would encourage pedestrian movement within and through the district. Because some of the open space is owned by private individuals, incentives and/or acquisitions would be necessary to produce parks from parking.

When the open space has been improved, visitors to the museum, steamship passengers, and downtown shoppers would be encouraged to spend more time in the district. This would presumably enhance the environment which might increase the marketability of residences and apartments in the area. These stages are far enough away though to be only speculation.

In summary, the general development strategy is to provide adequate parking outside the district and remove through traffic. As this eliminates the need for surface parking within the district, open space could be improved and made attractive to pedestrians. As this is done and the zoning is changed, the properties within the district become easier to market and privately initiated rehabilitation becomes possible, led by non-profit development. The coordination of ancillary attractions, such as the steamship to the islands, enhances the process.

The "change-maker" organizes a strategy that generates momentum by providing benefits at little cost (such as surrounding surface parking or zoning changes) or at cost borne by more willing parties (such as a City parking facility or WHALE's landscaping and rehabilitation). The collective private renewal - the revival of

the small businesses - follows the advance work done by public and non-profit institutions. The order of investments is as follows: 1) public policy, 2) non-profit, 3) public, and 4) private.

It is important to remember that this process is incremental and flexible; defining the strategies for "what happens after this" is conjecture. There are innumerable areas in which to press for change. If resistance is met in one, then we move to another. It is important only to retain a general idea of the desired environment and a specific strategy for what issues can be pursued right now. The steps between are defined by the successes and failures of present efforts. If a total plan of action is defined, then a single failure along the way - one unexpected turn - negates the entire strategy. In a resilient system, single failures only change the course of action; they do not end it.