

**New Bedford Whaling
National Historical Park** | **Final General
Management Plan
Final Environmental
Impact Statement**

New Bedford, Massachusetts
June 2001



National Park Service
U.S. Department of the Interior

New Bedford Whaling
National Historical Park

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New Bedford Whaling National Historical Park News Release

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John Piltzecker 508-996-4469

Final General Management Plan/Environmental Impact Statement Available for Public Review

The Superintendent of New Bedford Whaling National Historical Park is pleased to announce the availability of the park's Final General Management Plan/Final Environmental Impact Statement (GMP/EIS) for public review. To receive a copy of the Final GMP/EIS, please contact the superintendent by mail at New Bedford Whaling National Historical Park, 33 William Street, New Bedford, MA 02740; by phone at (508) 996-4469; by fax at (508) 994-8922; or by e-mail at nebe_superintendent@nps.gov.

The National Park Service is accepting public comments on the Final GMP/EIS for a thirty-day period beginning July 2, 2001. Copies of the Final GMP/EIS are available at the National Park Service's visitor center, located at 33 William Street, and at the main branch of the New Bedford Free Public Library.

New Bedford Whaling National Historical Park commemorates the city of New Bedford's heritage as the world's preeminent whaling port during the 19th century. It is the only national park unit that focuses on the whaling industry's historic role in American and world culture. An extensive assemblage of cultural resources—cultural landscapes, historic buildings, museum collections, and archives—preserve this history and collectively recount the stories of this remarkable era. Whaling, a leading 19th-century enterprise, contributed to America's economic and political vitality, both domestically and abroad. A complex business network of maritime industries operated by whaling merchants supported the industry. The cultural diversity of the whaling fleet's crewmembers enriched New Bedford with a cosmopolitan influence that continues today.

New Bedford Whaling National Historical Park helps to preserve, protect, and interpret certain districts, structures, and artifacts that are associated with the history of whaling and related social, economic, and environmental themes for the benefit and inspiration of this and future generations. These efforts will be undertaken in partnership with the city of New Bedford, local and regional institutions, and the Inupiat Heritage Center in Barrow, Alaska.

- MORE-



New Bedford Whaling National Historical Park exemplifies a relatively new national park paradigm: Federal ownership of parklands is limited and partnerships are paramount in carrying out the park's mission and fulfilling the vision and goals for its future. All of the management options considered would rely on alliances between the National Park Service and its partners to achieve those goals. Collaboration will yield positive results, building on a solid foundation of historic preservation, research, and programming laid by other institutions.

In the Final GMP/EIS, the Proposal has been updated and amended in response to public and agency comments. The Proposal still calls for the National Park Service to share stewardship responsibility for resource protection with its partners and offer visitor programs complementary to partners' activities. However, in the Final GMP/EIS, the Proposal now incorporates the expanded National Park Service role and responsibilities regarding historic preservation and achieving universal access originally proposed under management option 3. NPS interpretive and educational activities would still emphasize promoting resource stewardship among park partners as well as the general public.

John Piltzecker, Superintendent of New Bedford Whaling National Historical Park noted, "We received a lot of thoughtful feedback during the public review period last fall and were able to integrate many of those ideas into the final plan. We were also pleased with the level of support from the community and local efforts to commence implementation of the plan."

This final review 30-day review period is referred to as the "No Action" period. It offers the public the opportunity to take a final look at the plan prior to the formal completion of the process. If no additional substantive comments are received by the end of the 30-day review period, the National Park Service will issue a record of decision that formally documents the ultimate choice of management option, any necessary mitigation measures, and the rationale for the decision.

-NPS-



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New Bedford, Massachusetts
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This document describes the conditions and experiences that should exist at New Bedford Whaling National Historical Park over the next 10 to 15 years. It presents a preferred proposal and two alternatives and assesses the potential environmental and socioeconomic effects of the actions presented on park resources, the visitor experience, and the surrounding area. The draft general management plan/ environmental impact statement (GMP/EIS) was available for public review from October 1, 2000 through December 1, 2000. The comments and responses are included in Appendix J. The final GMP/EIS has been revised to reflect substantive comments and concerns received during the comment period, and the text has been refined and clarified where necessary. This final document will be available for public review for 30 days. If no major comments are received during this period, a record of decision, indicating which alternative has been selected as the approved plan will be signed.

Comments should be submitted to:
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Cover: The bark *Wanderer*
Courtesy of the New Bedford Whaling Museum





Courtesy of the City of New Bedford

Aerial view of New Bedford's waterfront historic district

EXECUTIVE SUMMARY

New Bedford Whaling National Historical Park was created by Congress in November 1996 to help preserve, protect, and interpret certain districts, structures, and artifacts located in New Bedford, Massachusetts, that are associated with the history of whaling and related social, economic, and environmental themes for the benefit and inspiration of this and future generations. As part of the enabling legislation, Congress designated an associated site in Barrow, Alaska—the Iñupiat Heritage Center—to commemorate the whaling industry as it affected the Arctic region of Alaska and the native population in that area.

New Bedford Whaling National Historical Park commemorates a living history and heritage reaching back to New Bedford's dynamic era as the world's foremost whaling port during the 19th century. This history is preserved through a broad assortment of cultural resources—historic landscapes, buildings, and museum and archival collections—that collectively recount the story of a remarkable time. During much of the 19th century, whaling was one of

America's leading industries contributing to the new nation's domestic and foreign economic and political vitality. New Bedford's whaling merchants operated a complex business network that supported the whaling industry and included shipbuilding, rope and sail making, finance and insurance. The ethnic diversity of the whaling fleet's crew members—representing cultures from around the world—enriched New Bedford with a cosmopolitan influence that continues to this day.

New Bedford Whaling National Historical Park is a partnership park, with limited property in federal ownership, which must work collaboratively with other institutions to achieve its resource protection and public use mandates. The park actively coordinates programming and activities with a number of city offices and local institutions, including the New Bedford Whaling Museum, the New Bedford Port Society, the Schooner *Ernestina* Commission, the Rotch-Jones-Duff House and Garden Museum, the New Bedford Historical Society, the Waterfront Historic Area League (WHALE), and the New Bedford Historical Commission. The park has also



developed a relationship with the Inupiat Heritage Center in Barrow, Alaska. As previously suggested, Barrow was an important outpost for New England whalers in the Arctic during the late 19th century.

This final general management plan/environmental impact statement (FGMP/EIS) presents three options for the management, use, and development of the national historical park to best serve visitors while preserving the historic character, structures, and landscape of the park. This is the first general management plan developed for the park and will guide park management for the next 10 to 15 years.

The final GMP/EIS has been revised to reflect substantive comments and concerns received during the 60 day comment period for the draft document. The text has been refined and clarified where necessary. In addition, some aspects of the proposed management option have advanced as a result of local initiatives. Most significantly, with the concurrence of the Massachusetts Historical Commission and the New Bedford City Council, the New Bedford Historical Commission has been given the authority to appoint a representative of the National Park Service to the commission as a voting member. The historical commission also sought and received approval to expand the local historic district boundary so that it is congruent with the park boundary.

The three management options, described briefly here, were developed around the need to define an appropriate role for the National Park Service in New Bedford.

■ **Management Option 1**

Facilitating Stewardship: Under this alternative, which essentially maintains the status quo, the National Park Service would bring a national voice and visibility to New Bedford through its publications, and

facilitate coordination of the park partners' visitor services and resource protection programs.

■ **Management Option 2 (The Proposal)**

Fostering Stewardship: Under this option, the National Park Service would share stewardship responsibility for resource protection with its partners and would offer visitor programs that were complementary to the partners' activities. In the final GMP/EIS, this option now incorporates the expanded National Park Service role and responsibilities regarding historic preservation and wheelchair accessibility originally proposed under management option 3. National Park Service interpretive and educational activities would further promote resource stewardship. Management Option 2 has been selected as the National Park Service preferred alternative.

■ **Management Option 3**

Leading Stewardship: Under this option the National Park Service would assume the lead role among its park partners, exercising intensive and extensive involvement in the areas of resource protection, collections management, and visitor programming.

Estimated operations and development costs for each of the three management options are provided. Potential environmental impacts on the cultural resources, interpretive and educational programming, visitor services, park operations, parking, circulation, and access and the socioeconomic environment are also included.

The final GMP/EIS will be on review for 30 days. After the 30-day "no action" period, a record of decision will be prepared and circulated to interested parties. That record will complete the National Environmental Policy Act process.



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Part 1 | Planning Background



New Bedford Waterfront

Courtesy of the City of New Bedford

INTRODUCTION

This final general management plan/environmental impact statement (FGMP/EIS) presents and analyzes three alternative management options for the National Park Service at New Bedford Whaling National Historical Park. One of these management options is identified as the National Park Service's proposed direction. Potential consequences and environmental impacts of all alternatives have been identified and assessed. General management plans are intended to be conceptual documents that establish and articulate a management philosophy and provide a basic foundation for decision making and problem solving in parks. General management plans usually provide guidance over a 10 to 15 year period. Actions called for in general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or legal compliance, and competing park priorities prevent immediate implementation of many actions. Major—or especially costly—actions may be implemented 10 or more years into the future.

This FGMP/EIS has been developed by a core team of professionals including New Bedford Whaling National Historical Park staff, park planners from the National Park Service Northeast Region's Boston Support Office, and Boston National Historical Park, as well as representatives of the Inupiat Heritage Center and the National Park Service Alaska Region. The core team worked in consultation with representatives of the city of New Bedford, the Waterfront Historic Area League (WHALE), the New Bedford Whaling Museum, and several other local groups and organizations.

PURPOSE AND NEED FOR THE PLAN

The final GMP addresses strategies for National Park Service involvement in resource protection and the provision of visitor services; identifies National Park Service development proposals and associated costs; and addresses carrying capacity and park boundaries. The general management planning process also fulfills an organizational development function by providing a forum for the identification of workable strategies



for coordinating resource protection, exhibits, and programming among park partners, thereby providing for a seamless visitor experience. The final GMP defines an appropriate role for the National Park Service in New Bedford and suggests collaborative strategies for ensuring the long-term protection of the park's primary resources and the delivery of high-quality visitor services. Furthermore, the final GMP defines the relationship between New Bedford Whaling National Historical Park and the Iñupiat Heritage Center in Barrow, Alaska.

DESCRIPTION OF THE PARK

New Bedford Whaling National Historical Park was established in order to preserve for the benefit and inspiration of the people of the United States certain districts, structures, and artifacts located in New Bedford, Massachusetts, that are associated with the history of whaling and related social and economic themes in America. The park's enabling legislation, Section 511 of P.L. 104-333, the Omnibus Parks and Public Lands Management Act of 1996, as amended, appears in Appendix A.

New Bedford Whaling National Historical Park includes the New Bedford Historic District, a national historic landmark district. The park boundary also encompasses the segment of Route 18 running from the Route 6 overpass in the north to the extension of School Street in the south, and the block located north of Elm Street and also bounded by Acushnet Avenue to the west, Route 6 ramps to the north, and MacArthur Drive to the east. Both the city-owned Elm Street garage and the new Standard-Times Building are located on the Elm Street block. In total, the park encompasses approximately 13 city blocks contained within about 34 acres. The schooner *Ernestina*, a national historic landmark, is also considered to be within the boundary of the park and is berthed at State Pier on the waterfront with a land-based facility

located in the Sowle Building on North Water Street within the historic district.

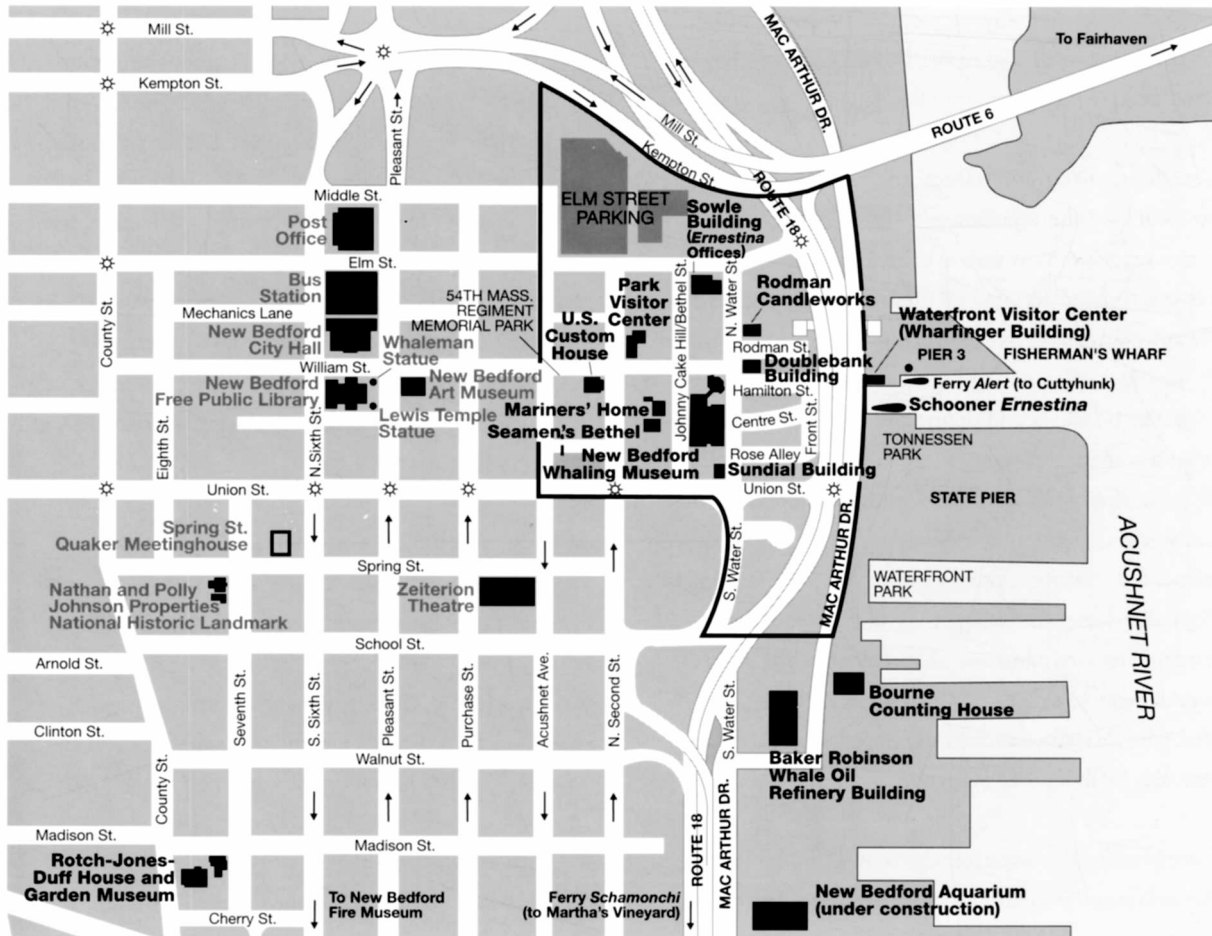
In addition, the National Park Service is authorized to assist in the interpretation and preservation of a number of specific sites named in the enabling legislation that are located outside the physical boundary of the park but which, for all intents and purposes, are considered to be part of the park. These sites include the southwest corner of State Pier; Waterfront Park (located to the south of State Pier); the Wharfinger Building; the Bourne Counting House; and the Rotch-Jones-Duff House and Garden Museum.

Within the park boundary there are more than 70 properties, the vast majority of which include historic structures that contribute to the park's historic fabric and are held in private ownership. The city owns and operates the Elm Street garage and is responsible for maintaining the streets, lighting and other public infrastructure within the park boundary. The Custom House is federally owned and is managed by the General Services Administration. The schooner *Ernestina* is owned by the Commonwealth of Massachusetts and is under the management of the schooner *Ernestina* Commission placed in the state's Department of Environmental Management.

A number of sites named in the park's enabling legislation are located on the waterfront. State Pier and Waterfront Park are properties that are owned and maintained by the Commonwealth of Massachusetts. There are a number of warehouse buildings on State Pier that house cargo that is off-loaded there. In addition, State Pier is the primary Coast Guard berthing location in the harbor and is the location of a freight ferry terminal leased and operated by the city of New Bedford. The Wharfinger Building is managed by the city's Office of Marketing and Tourism as a waterfront

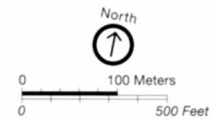


Existing Conditions



— National Park Boundary/Bedford Landing Waterfront Historic District

* Traffic light



Regional Context





visitor center. The Bourne Counting House is privately owned and is currently vacant. The Bourne Counting House is included within the Merrill's Wharf Historic District.

Development on New Bedford's waterfront is subject to local land use regulations (zoning, subdivision, and other regulations) as well as to state land use regulations relative to filled and flowed tidelands, as described under Chapter 91 of the Massachusetts General Laws. Chapter 91 and its implementing regulations recognize public rights to tidelands and define the constraints under which activities affecting those rights may take place. In general, activities and development in tidelands that are water-dependent as defined by the regulations are presumed to serve a proper public purpose. Water-dependent uses are varied; they include uses for the marine industry, commercial and recreational boating, waterborne passenger transportation facilities, and parks, boardwalks, sanctuaries, aquariums and marine research facilities and others.

Furthermore, the waterfront park areas are located in the designated port area (DPA). The Massachusetts DPA program was established in 1978 in order to preserve and promote maritime industry. Established under the state's Coastal Zone Management Program, DPAs are subject to specific provisions prescribed by Chapter 91 regulations.

Finally, the Rotch-Jones-Duff House and Garden Museum is owned by a nonprofit organization of the same name. This property is located approximately one-half mile from the National Park Service's visitor orientation center and is included within the County Street Historic District.

ALASKA

During the latter half of the 19th century, more than two thousand whaling voyages sailed out of New Bedford to the Arctic region of Alaska. New Bedford's whaling vessels are known to have visited the North Slope of Alaska, where a trading post/outfitter was located at Barrow. Many of the whaling crews "wintered over" in the Arctic in anticipation of the bountiful spring whaling season. The Iñupiat people were actively recruited as whalers and crews on the vessels. The Iñupiat engaged in active and brisk trade with the whalers, and also helped to supply the fleet with food.

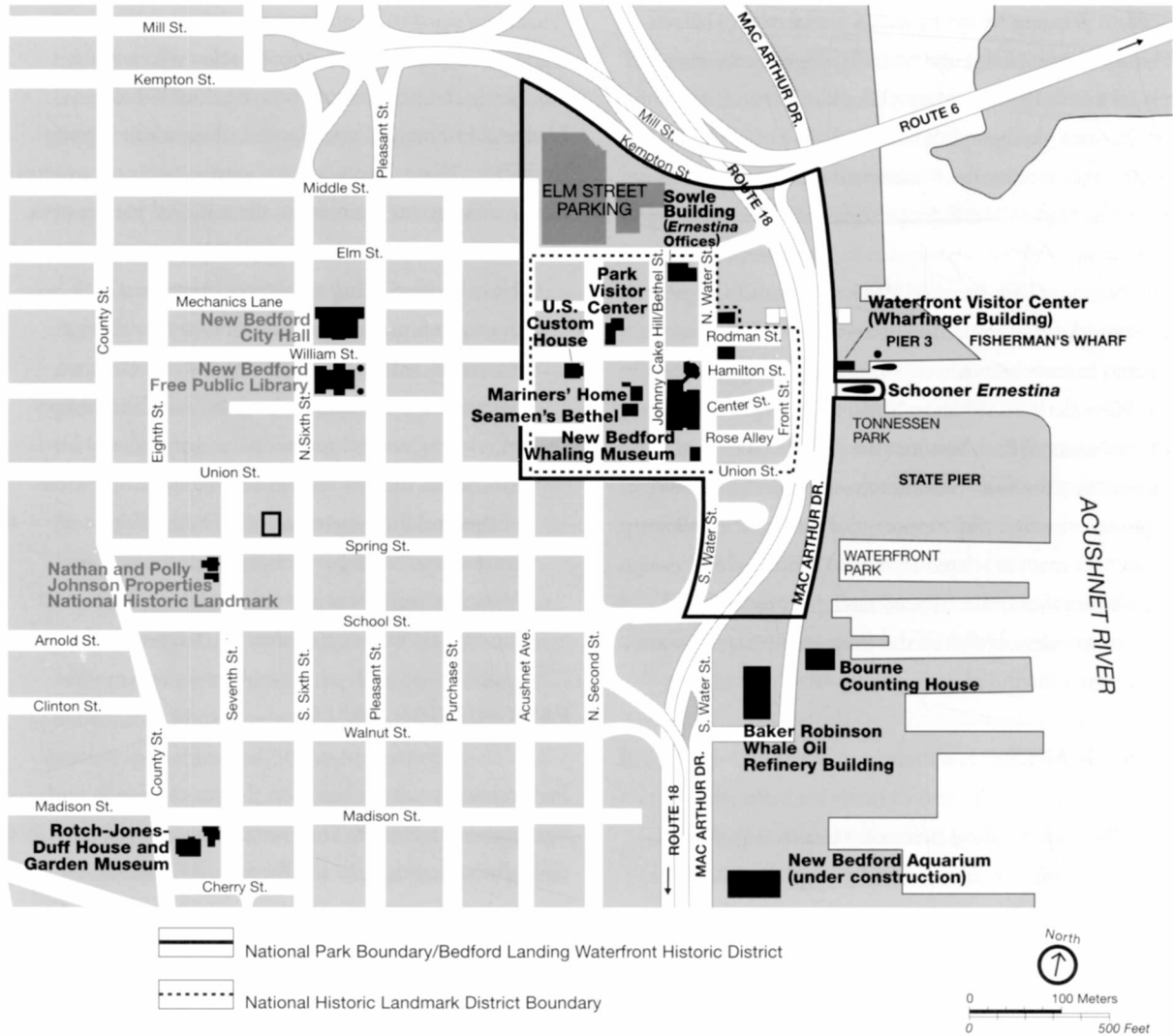
Although not fully documented, anecdotal evidence exists indicating that some New Bedford whalers settled in the Arctic villages in this region. Furthermore, some residents of the North Slope borough trace their ancestors back to the "Yankee whalers." The Iñupiat people of Alaska's North Slope continue to practice subsistence whaling. The Iñupiat culture is integrated in park themes.

In February 1999, the people of Barrow celebrated the opening of the Iñupiat Heritage Center. The Iñupiat Heritage Center provides a place where the language and knowledge of the Inupiat people can be passed on to all North Slope residents. The philosophical foundation of the Heritage Center is based on the ancient *qargi* (community house), where many community activities traditionally took place. The Heritage Center provides activities for the collection, preservation, and exhibition of historical materials, art objects, and scientific displays.

In celebration of the Iñupiat Heritage Center's opening, the National Park Service worked with the New Bedford Whaling Museum, the New Bedford Free Public Library, and the Iñupiat Heritage Center itself to facilitate the first exchange of exhibits. The Iñupiat Heritage Center,



Park Boundary





in cooperation with Barrow whalers, provided the New Bedford Whaling Museum with a partial rack of baleen. This inaugural exhibit also included photos and artifacts related to the 1887 arctic travels and interactions of reporter and photographer Herbert L. Aldrich. The Aldrich photos were among the first ever taken of the native people of Alaska's North Slope region.

The National Park Service's Alaska Regional Office and Gates of the Arctic National Park and Preserve serve as liaisons between the Iñupiat Heritage Center and New Bedford Whaling National Historical Park. These National Park Service offices have facilitated communication between the two sites and have provided information and support to the Iñupiat Heritage Center on matters related to federal funds, exhibit design and development, and cultural resource management. A summary description of the Iñupiat Heritage Center in Barrow is included in Appendix C.

SIGNIFICANCE

New Bedford Whaling National Historical Park commemorates a living history and heritage reaching back to New Bedford's dynamic era as the world's foremost whaling port during the 19th century. This history is preserved through a broad assortment of cultural resources—historic landscapes, buildings, and museum and archival collections — that collectively recount the story of a remarkable time. During much of the 19th century, whaling was one of America's leading industries contributing to the new nation's foreign and domestic economic and political vitality. New Bedford's whaling merchants operated a complex business network that supported the whaling industry and included shipbuilding, rope and sail making, finance and insurance. The diversity of the whaling fleet's crewmembers—representing cultures from around the world—enriched New Bedford with a cosmopolitan influence that continues to this day.

PARK MISSION STATEMENT

The mission statement is directly related to language describing the purpose of New Bedford Whaling National Historical Park found in the park's enabling legislation. The mission is the primary statement guiding park management for units of the national park system.

New Bedford Whaling National Historical Park helps to preserve, protect, and interpret certain districts, structures, and artifacts located in New Bedford, Massachusetts, that are associated with the history of whaling and related social, economic, and environmental themes for the benefit and inspiration of this and future generations. These efforts will be undertaken in partnership with the city of New Bedford, local and regional institutions, and the Iñupiat Heritage Center in Barrow, Alaska.

PARK MISSION GOALS

Park mission goals are based on the park's mission and significance statements. They serve as broad guiding principles for park programs and for priority setting. More specific statements for interpretation, resource protection, and park operations may be developed later from park mission goal statements. The park mission goals for New Bedford Whaling National Historical Park are as follows:

- ▶ Through partnerships with local, regional, and national institutions, organizations, and communities, New Bedford Whaling National Historical Park supports the preservation of the historic landscapes, structures, and museum and archival collections in New Bedford that are associated with the history of whaling.



- The park contributes to the accumulation of knowledge and understanding of historic resources related to the social, economic, and environmental history of whaling and their associated themes, and fosters the stewardship of these resources through a network of private and public partners.
- New Bedford Whaling National Historical Park collaborates with a wide range of institutions within the City of New Bedford and beyond to promote the delivery of high-quality, comprehensive, interpretive, cultural, and educational programming to the general public.
- At New Bedford Whaling National Historical Park visitors understand the global dimensions of the city's whaling industry and maritime trades (past, present, and future), including their social, economic, and environmental history, the diversity of cultures associated with the industry, and its relationship to arctic exploration and Native Alaskan cultures.
- Visitor pathways to destinations within the city are safe and easy to navigate. Virtual pathways guide visitors to well-designed and -developed destinations on the Internet that are easy to find and use.
- The park and its partners achieve these goals in a flexible, cost-effective, and responsive manner.
- The National Park Service recognizes that New Bedford Whaling National Historical Park is a source of community identity and pride and that positive, local participation in support of the park will yield success. New Bedford Whaling National Historical Park fosters a climate in which community initiatives and collaborations are encouraged.

PARK INTERPRETIVE THEMES

The park's enabling legislation clearly indicates that the history of American whaling and its economic, social, and environmental impacts are the primary themes for interpretation within the park. Due to the complexity of these primary themes, a number of theme statements were developed to more completely describe the scope and depth of the history of American whaling. The theme statements were prepared by Dr. Mary Malloy of the Sea Education Association, in consultation with park staff and planning team members. The themes have been reviewed by the park's institutional partners and by National Park Service historians and interpretive specialists. The park themes are as follows:

- New Bedford's geographic location influenced its development into the world's foremost whaling port in the 19th century.
- Whales provided important and valuable products, and the hunt for them fostered the development of highly specialized technologies and supported the economic base of New Bedford and the nation.
- The nature of a whaling voyage, requiring long separation from home and family, contributed to the development of unique cultures on shipboard and ashore.
- In pursuit of whales, New Bedford's fleet traveled the world's oceans and brought large numbers of Americans into contact with other cultures, including the native people of northern Alaska; in the process, the whaling fleet introduced materials, technology, plants, animals, and diseases into these cultures, which led to profound changes in the cultures and environments they visited.



- D In the critical century following America's independence, when scientific institutions were being founded and U.S. policy was being formed, information and artifacts collected by whalers greatly expanded America's knowledge of the world.
- D Whale hunting led to a decline in whale populations worldwide. Some species were endangered as a result of the hunt.
- D Whaling had an impact on the American imagination and influenced American literature, painting, fashion, and folk art. In New Bedford the whaling economy financed homes, businesses, and public buildings, and influenced the local architecture and landscape.
- D New Bedford today reflects its heritage as the 19th century whaling capital of the world. Many of the communities that participated in the whaling industry continue to contribute to the cultural fabric of the city. The descendants of those who first came to New Bedford aboard local whaleships developed thriving communities, which have grown to become a major cultural and political force in the region.

A complete narrative description of each theme may be found in Appendix B.

THE UNDERGROUND RAILROAD

The city of New Bedford and neighboring towns have known associations with the Underground Railroad. Several structures within the city have been identified as possible safe houses for escaping slaves. Many of the city's Quaker and free black residents were active in the abolitionist movement and were believed to have been involved in the harboring of those seeking their freedom. In 1998, the National Park Service employed historian Kathryn

Grover to develop a brief report examining the connections between the whaling industry and the Underground Railroad. Though not exclusively linked to the city's whaling industry, this research clearly indicated that there was a strong relationship between the port of New Bedford and the Underground Railroad. The National Park Service's Alaska Region is initiating a research project to explore and document possible Underground Railroad connections between New Bedford and northern Alaska.

SUMMARY OF PUBLIC INVOLVEMENT

Ongoing

With the arrival of a full-time superintendent at New Bedford Whaling National Historical Park in 1998, the National Park Service organized a monthly schedule of "partners in the park" meetings. "Partners in the park" constitute an informal working group, whose membership and attendance is fluid. Although there has consistently been a core group of key partners¹ who have been regular attendees, the meetings are open to any group or individual who would like to attend. The meetings occur on the second Wednesday of every month. In addition to discussing a variety of matters pertinent to park management, this group continues to provide a forum to address and discuss general management planning for the park, as needed.

Key Meetings and Contacts

In April 1997 representatives of the Iñupiat Heritage Center traveled to New Bedford and shared their initial

¹ These include the Rotch-Jones-Duff House and Garden Museum; the Waterfront Historic Area League (WHALE); the New Bedford Whaling Museum; the New Bedford Historical Society; the New Bedford Preservation Society; the Schooner *Ernestina* Commission; the New Bedford Free Public Library; the city of New Bedford; the New Bedford Port Society; and the New Bedford Oceanarium.



thoughts on how New Bedford and Barrow, Alaska, could work together. They offered a comprehensive prospectus of proposed programs and services that might be undertaken in partnership with the park and associated institutions in New Bedford. Some of the programs proposed were cultural exchanges, genealogy projects, and distance learning projects that make use of the Internet and other telecommunications technologies.

During the month of May 1997 four separate public “scoping” meetings were held at various locations in the community. A bilingual² invitational brochure was prepared and distributed via park partners, both at the meeting venues and at other locations throughout the city. The purpose of these meetings was to introduce the public to the planning process and to solicit comments and ideas about the national historical park. Comments were recorded on flipcharts. Approximately one hundred people participated; the largest meeting was videotaped and broadcast on the local cable access station.

During the summer of 1997, the planning team conducted in-depth interviews with representatives of partner institutions and key interest groups. These groups included the New Bedford Whaling Museum, WHALE, the Rotch-Jones-Duff House and Garden Museum, the New Bedford Port Society, the Schooner *Ernestina* Commission, the New Bedford Historical Society, the New Bedford Preservation Society, the New Bedford Free Public Library, and representatives of tourism interests in the town of Fairhaven, Massachusetts and of the local fishing industry. Each group offered information on its organizational mission, future directions and projects, and its perceptions of the National Park Service and its potential role in New Bedford.

In September 1997 a group of National Park Service staff representing both the park and the planning team traveled to Barrow, Alaska, to meet with community representatives. National Park Service staff from Gates of the Arctic National Park and the Alaska Regional Office assisted in coordinating the meetings, and continue to act as liaisons with the Barrow community. At the time of the meetings, organizers of the Inupiat Heritage Center noted their status as an area associated with New Bedford Whaling National Historical Park.

In November 1997 a vision, mission, and goals workshop was held at the Bourne Counting House. Approximately 75 representatives of city government, partner institutions, and other local interest groups were invited to attend. The session was facilitated by Claudia Sauermann Wu of the National Trust for Historic Preservation and members of the planning team. Workshop participants were invited to participate in small, breakout sessions to describe their visions for the future of the park and to react to draft mission and goal statements. The session was videotaped and presented on the city’s local cable access channel. The results of the workshop were written up and forwarded to workshop participants for review and comment. The vision, mission, and goal statements were later made available to the general public in several formats including the park’s website, a video newsletter, and a traditional newsletter mailing, described later in this section.

A video newsletter was taped and released with the cooperation of the city’s local cable access station in the spring of 1998. The Rotch-Jones-Duff House and Garden Museum served as a venue for taping, and subject matter focused on a planning update, baseline research on park resources undertaken in support of the plan, and current park programs and activities. The vision, mission, and goal statements were also broadcast, and the viewing public was invited to comment in

2 Portuguese and English



writing, by phone, or by electronic mail. Also, in the spring of 1998, park staff and planning team members met with a group of students at the Keith Junior High School in New Bedford. After hearing a short presentation regarding the planning process, the students offered their own suggestions for what New Bedford Whaling National Historical Park should include.

In September 1998 an Education/Interpretation Workshop took place at the New Bedford School Department Building on County Street. About 20 local educators representing the city's public schools, local museums, and other institutions were invited to participate. Once again, the session was facilitated by Claudia Sauermann Wu. The workshop offered an opportunity to generate ideas and comments specific to educational and interpretive programming within the park.

A formal newsletter was printed and distributed during the spring of 1999. The 1,300-piece mailing included the vision, mission, and goal statements, a description of the research completed in support of the plan, and an update on the planning process.

During the month of May 1999, two resource management work sessions were held to address issues and flesh out management options. The first session addressed historic preservation and brought together representatives of the park staff, park partners, the National Park Service's Northeast Regional Office and Cultural Resources Center, the National Trust for Historic Preservation, and the National Parks and Conservation Association. At the session, participants ratified proposed park priorities for historic preservation and worked with planning team members to solidify the management options. The second work session focused on collections management. Again park staff and park partners joined with National Park Service collections management professionals to

address issues, priorities, and strategies for long-term protection and use of park-related collections.

A second GMP newsletter summarizing the preliminary management options was distributed to individuals on the mailing list in October 1999. The newsletter reiterated the park's mission and goal statements and described the key features of each of the preliminary management options. Concurrent with the release of the newsletter, a set of presentation boards depicting the preliminary management options was posted in the park's visitor orientation center.

The draft GMP/EIS was made available for public comment from October 1 to December 1, 2000. In October 2000 a public meeting was held at the New Bedford Free Public Library to receive comments on the draft plan. About 50 people attended. Most expressed support for the proposed management option. Several attendees expressed support for adopting the historic preservation measures described in management option 3 in the proposed management option (option 2). Finally, there was considerable interest in pursuing ethnographic research involving a wide range of ethnic groups within the community. The National Park Service received 20 sets of written comments from government agencies, non-governmental organizations, and the general public. These letters have been included in Appendix J of this document.

IMPACTS TO BE CONSIDERED IN ANALYZING THE PLAN

To focus analysis of potential consequences of the three management options described herein, specific impact topics were selected for further review based on legislative requirements, resource information, planning issues, and concerns expressed by the public, the National Park Service, and other agencies during project scoping. Other



possible areas of impact were evaluated and found to be inapplicable. The description of the affected environment (see Part Three) and the assessment of environmental consequences (Part Four), focus on these impact topics. Impact topics selected for further analysis include cultural resources; interpretation, education, and visitor services; socioeconomic environment; traffic and parking; coastal zone management; and National Park Service administration and operations.

Cultural Resources

Each of the three outlined management options may have a direct and indirect effect on cultural resources, including historic structures, historic landscapes, collections, archaeology, and ethnographic resources.

Interpretation, Education, and Visitor Services

Each of the three outlined management options may have a direct and indirect effect on aspects of interpretation, education, and visitor services, including information and orientation, interpretive and educational opportunities, and public use.

Socioeconomic Environment

Each of the three outlined management options may have a direct or indirect effect on aspects of the socioeconomic environment, including the local area economy.

Parking, Circulation, and Access

Proposals in Option 2 and Option 3 may have a direct or indirect effect on parking, circulation, and access within the historic district, on the waterfront, and at the Rotch-Jones-Duff House and Garden Museum.

Coastal Zone Management

Proposals in Option 2 and Option 3 may have a direct or indirect effect on some aspects of coastal zone management, particularly as they pertain to the designated port area (DPA).

Park Operations

Each of the management options may have a direct effect on park operations including staffing and facilities.

IMPACT TOPICS ELIMINATED FROM FURTHER EVALUATION

The impact topics eliminated from further evaluation are briefly discussed here and will not be analyzed in detail in this document.

Air Quality

The Clean Air Act requires federal land managers to protect air quality, while the National Park Service's management policies³ address the need to analyze air quality during park planning.

New Bedford is part of the Metropolitan Providence Interstate Air Quality Region. The region was a nonattainment area for ozone⁴ as of October 1994. Furthermore, New Bedford Whaling National Historical Park exists within the heart of an urban environment, near a significant industrial complex. As in many areas, automobiles and other motorized vehicles are the primary source of pollutants within the city. In addition, a number of local firms are considered to be among the major pollution-emitting facilities in the Southeast

3 National Park Service management policies comprise the basic service-wide policy documents guiding park planning, land protection, natural resource management, cultural resource management, interpretation and education, park facilities and other aspects of park management. These management policies are periodically revised by the National Park Service.

4 A non-attainment area is an area designated by the EPA Administrator pursuant to Section 107(d) of the Clean Air Act as having air quality which does not meet one or more National Ambient Air Quality Standards (NAAQS). In this case, the area does not meet the NAAQ standards for ozone.



Massachusetts Air Pollution Control District, emitting more than 100 tons of pollutants/year. Implementation of the proposed option (Option 2) or either of the two alternative management options would not have an appreciable effect on the local or regional air quality. Consequently, the effects of the plan on air quality will not be evaluated further.

Soils

New Bedford Whaling National Historical Park exists within an intensively developed, urban context. Currently, no new construction on undeveloped sites is proposed under any of the three options; therefore, there would be virtually no immediate impact (for example, soil compaction) on local soils.

Floodplains

Executive Order 11988 ("Floodplain Management") requires an examination of impacts on floodplains and of the potential risk involved in having facilities within floodplains. The park is located on the waterfront of a port city situated on the banks of the Acushnet River. A significant portion of the park's related sites are in fact located within the river's 100-year and 500-year floodplains. A hurricane dike constructed in the 1950s protects the harbor from significant damage during major storm events. Consequently, floodplain management relative to each of the three options outlined in this plan will not be evaluated further.

Topography

The city of New Bedford slopes gently upward from its harbor on the west bank of the Acushnet River. With the exception of some natural rock outcroppings within the urban context that are interesting and of note, there are no outstanding topographic features in the area encompassed by the park or its associated sites. Implementation of the proposed option or either of the two alternative options would not have an appre-

ciable effect on the local or regional topography. Consequently, the effects of each of the options on topography will not be evaluated further in this analysis.

Water Resources

New Bedford draws its drinking water from surface water sources located within the town of Freetown, Massachusetts. The water is treated to meet Environmental Protection Agency standards for drinking water. The water source is located within the Buzzard's Bay watershed, which is generally of high quality but is also highly vulnerable to contamination. There are no intermittent or perennial streams within or adjacent to the park. The proposed option and its two alternatives would have no appreciable impact on long-term water quality in the area.

Threatened and Endangered Species

The Endangered Species Act requires an examination of the impact of federal actions on all federally threatened or endangered species. National Park Service policy also requires possible impacts on state-listed, threatened, or endangered species and federal candidate species be examined. The park comprises only disturbed habitats in an urban environment. In 1999 the Massachusetts Natural Heritage Program was contacted to provide information about the potential occurrence in the park area of species that might be threatened, endangered, or of special concern. This information was requested in support of this EIS. In its reply, the Massachusetts Natural Heritage noted no such species.

Vegetation/Wildlife/Aquatic Life and Wetlands

The National Environmental Policy Act requires the impact of federal actions on components of affected ecosystems be examined. National Park Service policy is to protect the abundance and diversity of natural resources. New Bedford Whaling National Historical Park is situated in a heavily developed urban environment that has been cleared of natural vegetation. Vegetation



and wildlife species in the area are those associated with disturbed areas and human development. The park area does not include surface waters; therefore, aquatic life is absent from the area. There are also no extant wetlands within the park. Therefore, wetlands will not be examined further in this analysis.

Prime or Unique Farmlands

A memorandum dated August 11, 1980, from the Council on Environmental Quality requires federal agencies to assess the effects of their actions on soils classified by the U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) as *prime* or *unique* farmlands. There are no farmlands within the park; therefore, prime or unique farmlands will not be examined further in this analysis.

Socially or Economically Disadvantaged Populations

Executive Order 12898 requires federal agencies to evaluate the impact of proposed actions on socially or economically disadvantaged populations. According to the standards set in this publication, there may be socially or economically disadvantaged populations existing within the study area. However, each of the three management options outlined in this document offers the potential to make a positive impact on the city's overall economic health and vitality. Economic impacts from new employment, the associated earnings, and new construction due to implementation of any one of the three management options are expected to be positive. Furthermore, none of the options would result in disproportionately severe environmental effects (including human health effects, economic effects, and social effects) on minority or low-income communities. None of the options would result in air or water pollution that would impact human health. There would be no significant change in the type or character of land use in the surrounding area that would affect minority or low-income

communities. Therefore, this issue will not be examined further in this analysis.

RELATIONSHIP WITH OTHER PLANS AND PROJECTS

A number of large-scale projects and initiatives are being proposed for areas adjacent to or encompassing the park. These major planning efforts—being undertaken by the city and private entities—could affect park programming and administration, and, consequently, the management options outlined in this document. These local and regional planning initiatives are briefly described in the following section.

New Bedford Oceanarium Proposed as an adaptive reuse for a former Commonwealth Electric generator plant on New Bedford's waterfront, the New Bedford Oceanarium would represent a substantial undertaking. The proposed site is located just to the southeast of the park's boundary. The oceanarium would be a community-based organization dedicated to environmental sustainability, educational enrichment, and economic revitalization. It would seek to create partnering opportunities that would help celebrate New Bedford's rich maritime heritage. A feasibility study completed in 1997 suggested that such an oceanarium could attract up to 1.36 million visitors annually and bring in annual revenues of approximately \$4.5 million.

New Bedford/ Fairhaven Harbor Master Plan The area addressed by this master plan encompasses areas named in New Bedford Whaling National Historical Park's enabling legislation; these areas possess visitor access and cultural resource values that are important to the park. The harbor master plan defines the communities' vision for the future of the harbor. Over a period of five to ten years, the plan proposes a number of activities that would complement the park's mission. These activities include:



Repairing public piers and wharves in the New Bedford central waterfront

Revitalizing/Redeveloping/Repairing State Pier as an active, multiuse water terminal facility with freight ferry service, break bulk cargo activities, Coast Guard vessels, and central berthing space for charter fishing and excursion vessels, and incorporating cultural uses in and around the pier (including the Schooner *Ernestina* and potential National Park Service facilities).

Developing a center for visitor services, programs, and support for the schooner *Ernestina*, the official vessel of the Commonwealth of Massachusetts, on the southwest corner of State Pier.

Developing a floating dock on the southwest corner of State Pier to provide berthing space for commercial excursion and charter fishing vessels.

Initiating cross-harbor water taxi and launch service between the New Bedford and Fairhaven central waterfronts, marinas, and other significant tourism destinations.

Enhancing pedestrian and bike access to the waterfront, including developing a pedestrian and bike network in all proposed infrastructure projects.

Redesigning Route 18 to provide improved waterfront access, including substantially enhancing pedestrian access between downtown New Bedford and the waterfront.

Undertaking a waterfront public access/open space study.

Route 18/ JFK Highway Access Improvement Project

In concert with Massachusetts Highway Department, the city of New Bedford released a request for proposals (RFP) for the Route 18/JFK Highway Access Improvement Project, and has awarded a contract for the redesign of the road. The project's objective is to identify a solution to vehicular and pedestrian access issues associated with both the existing roadway configuration and with the future plans for development of the New Bedford waterfront and the park.

Route 18 must efficiently, safely, and concurrently serve several diverse users, including pedestrians at one extreme and heavy-haul trucks at the other. Proposed economic development projects along the Route 18 corridor are expected to substantially increase vehicular trip generation and/or pedestrian traffic. Safety features currently envisioned by the city include progressive urban street-scapes, pedestrian and bicycle corridors, appropriate traffic signalization and efficient traffic channelization.

New Bedford Whaling Museum Expansion The New Bedford Whaling Museum has recently completed a major fundraising campaign for the restoration and expansion of its facility for its centennial celebration in 2003. The museum successfully raised over \$ 10 million and has developed a new and expanded entrance as well as additional exhibit space. The whaling museum is a major visitor destination within the park and is located on a prominent site.

Commuter Rail Service Expansion Plans are currently being developed by the Massachusetts Bay Transportation Authority (MBTA) to restore commuter rail service between Boston and New Bedford. The MBTA is currently working on establishing a route that to the extent possible serves the needs of New Bedford while addressing the concerns of communities along the route. At least one of the commuter rail stations would be located in New



Bedford's downtown. The restoration of this commuter service is likely to occur during the life of the plan.

City of New Bedford Master Plan In 1999 the city of New Bedford began work on a citywide master plan that would supercede the city's existing plan completed in 1963. The areas encompassed by the city's central business district and the national historical park are expected to be a focus of the master planning process.

Downtown New Bedford Commercial Area Revitalization District Plan (CARD) In 1998 the city of New Bedford prepared and submitted a CARD plan to the Massachusetts Department of Housing and Community Development. The state approved the plan early in 1999. With the exception of the Rotch-Jones-Duff House and Garden Museum, the area defined in the CARD plan encompasses the park. The purpose of the CARD plan is to highlight the disinvestment and distress in New Bedford's downtown while advancing a revitalization action plan that encourages investment and redevelopment within New Bedford's center. New Bedford's downtown is a Commonwealth of Massachusetts approved Economic Opportunity Area (EOA).

PLANNING ANALYSIS AND ISSUES

Issues Related To Park Administration

Overall National Park Service Role and Responsibilities

There are more than 70 historic buildings within the park boundary and an additional four structures are named in the enabling legislation for the park including one historic vessel, but most are in private ownership. A number of important collections (also privately or municipally held) are also associated with the park. The park's enabling legisla-

tion indicates that one of the park's purposes is to help preserve and protect these resources, with the exception of the *Ernestina*, a historic schooner.⁵ Furthermore, the National Park Service's Organic Act and the Historic Preservation Act of 1966 (as amended), among other pieces of overarching federal legislation also mandate that the National Park Service preserve and protect these park resources.

National Park Service policies and procedures related to resource protection (particularly with regard to competing for funding for special programs or construction) are heavily weighted toward traditional park models, in which most of the resource base is federally owned and managed. Currently, most proposals for the alteration or redevelopment of properties within the park boundary that are within the M.G.L. Chapter 40C district are reviewed and approved by the New Bedford Historical Commission. The National Park Service is represented on the historical commission through state approval and a recently enacted municipal ordinance. The relationship between the National Park Service and the historical commission is considered critical to ensure that the park mission and commission actions correspond.

Issues Related To Resource Protection

Historic Structures/Infrastructure/Street Furnishings

A parkwide historic structure inventory and condition assessment was completed by the National Park Service's Northeast Cultural Resources Center (NCRC). Of the 80 structures surveyed in 1998, more than 40 percent were found to be in fair to poor condition, implying that they could need preservation assistance in the future. In that case, the National Park Service would need to

⁵ The park enabling legislation prohibits the National Park Service from providing funds for the maintenance and preservation of the Schooner *Ernestina*.



anticipate a growing demand for technical assistance and advice. The Corson Block building located on a critical site on the northwest corner of William and Bethel streets was gutted by fire in 1997. The gutted building is located on the lot immediately adjoining the park's visitor center, across the street from the New Bedford Whaling Museum. Constructed between 1875 and 1884, this Victorian commercial building is a contributing feature within the historic district. Loss of this threatened structure would have a negative impact on the historic fabric within the district.

In the 1970s streets within the historic district were restored using paving patterns and materials found in 19th century New Bedford. These restored paving patterns and materials have become an important contributing feature within the historic district, serving to define its physical boundaries and effectively identifying it as a distinctive, integrated unit. Inappropriate materials (such as concrete and asphalt) have sometimes been used to maintain the paved surfaces within the historic district.

During the 19th century whaling era, the historic district was primarily commercial and industrial in use and character, with few, if any, ornamental plantings or street furnishings. The type, style, and location of planters, street lights, benches, and street trees (as well as of any outdoor interpretive media) must therefore be carefully considered—and in some cases, reconsidered.

Historic Landscape

Over time, the quality of critical views within the park (for example, from William Street to the Double Bank; from Water Street down Centre and Hamilton Streets to the water-front; Johnny Cake Hill) has been diminished due to the existing placement of street trees, fencing, and on-street parking.

Route 18, a six-lane, limited-access highway, separates the historic district from the waterfront. In its current state, the highway has a negative effect on historic views from the historic district to the water and generally detracts from the overall sense of place. Efforts to redesign the highway are underway. National Park Service input in the highway design process is needed to ensure that park values are preserved.

A number of parcels within the district are vacant and potentially could be redeveloped. Redevelopment of such parcels would require careful review and, potentially, some technical assistance, in order to ensure they are developed consistently with surrounding environment in terms of style, materials, massing and other aspects of the district's design.

Collections Management

Park-related collections are held by a number of local institutions in the city; these institutions vary in their capacity to manage and make available their holdings. In some cases, public access to collections is quite limited due to lack of finding aids, condition of materials, and lack of staff.

Currently, the National Park Service does not have a dedicated, climate-controlled exhibit space within the park, nor does it have any staff specifically trained to handle any of the collections. This limits the park's ability to independently mount temporary exhibits that take advantage of local holdings or other related collections.

Issues Related To Interpretation, Education, And Visitor Services

Currently, no comprehensive system is in place to coordinate visitor and interpretive services such as wayside panels, publications, visitor information, and interpretive



and educational programs. This lack could make it difficult for a visitor to experience and understand the park as a single entity.

No exhibits or audiovisual presentations currently orient visitors to the overall park mission and park resources. Because visitors view exhibits and attend programs and special events sponsored by a number of different institutions, visitors need a good, overarching introduction to the park and the wide range of options available to them, in order to have a more meaningful experience that reinforces the mission of the park.

Available classroom and flexible meeting space within the park is limited, and does not fulfill current needs for such space. Appropriate space must be found to meet this need.

Issues Related To Parking, Circulation, And Access

Although much improved, signage directing visitors to available parking lots and garages continues to be confusing—particularly as regards signs indicating the distinction between long-term and short-term parking.

Pedestrian access to New Bedford's waterfront from the historic district is severely constrained. The at-grade crossing at Union Street requires pedestrians to scurry across six lanes of traffic to the poorly timed rhythm of existing traffic signals. A wheelchair-accessible, pedestrian overpass located at the foot of Rodman Street is also available, but is not considered ideal.

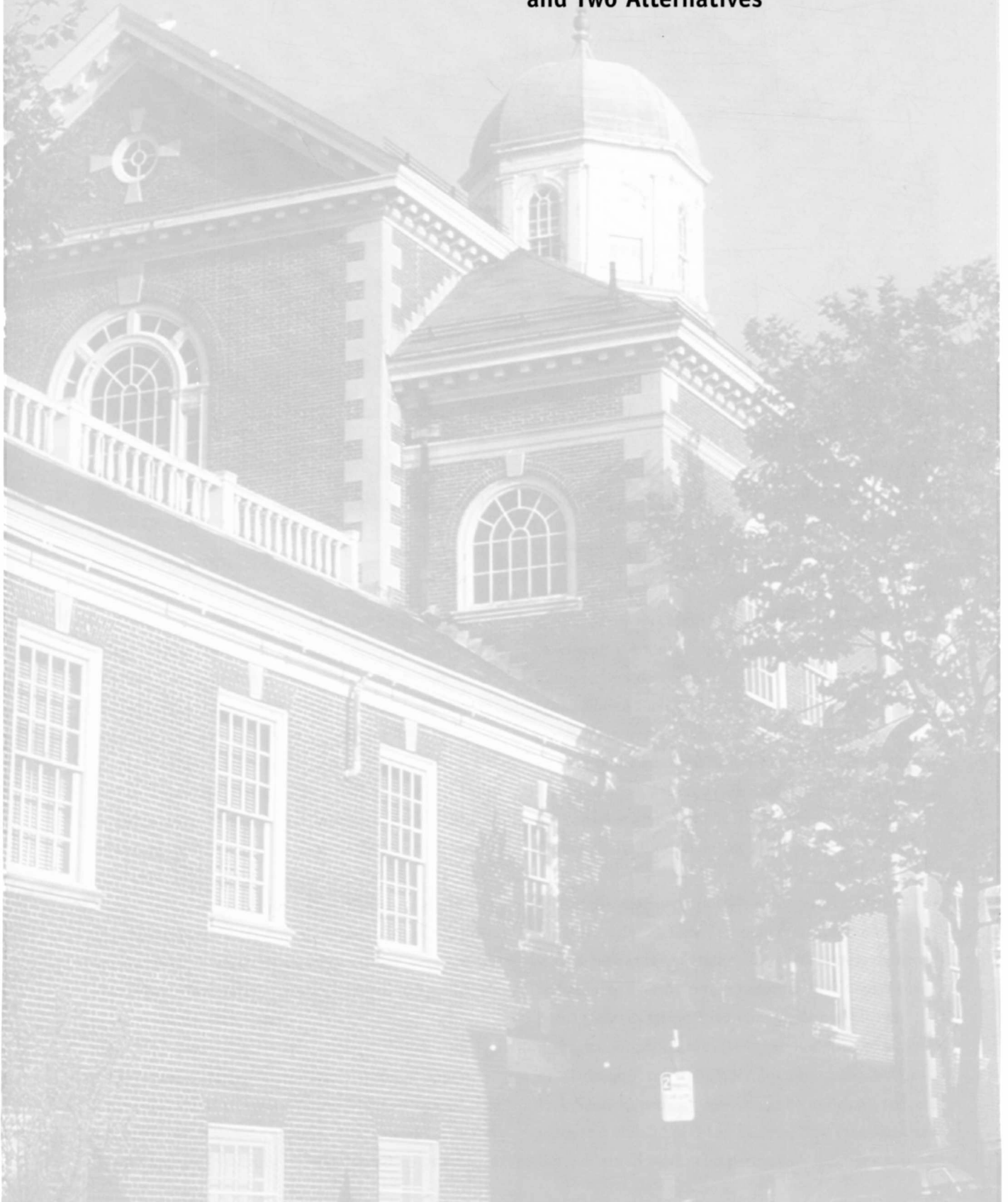
A major effort to redesign Route 18—which presently separates the city from its waterfront—is being undertaken. The park will need to respond to proposed changes, but currently requires staff and expertise to do so effectively.

There are currently no well-marked pedestrian pathways linking the historic district to sites along the waterfront, or to the Rotch-Jones-Duff House and Garden Museum.

Issues Related To Park Operations And Administration

Current office space for park staff is already cramped. As the park staff grows additional space will be needed to house park administrative and visitor education functions. Space leased from the General Services Administration in the Custom House is not wheelchair accessible.

**Part 2 | Description of the
Proposed Management Option
and Two Alternatives**



New Bedford Whaling Museum



Courtesy of the New Bedford Whaling Museum

Historic view of the Visitor Center

INTRODUCTION

After completing extensive research on New Bedford Whaling National Historical Park's historic landscapes, structures, and collections, and after consulting with the general public and the park's partners, the planning team developed three management options for the park. The critical question for the planning team to consider was how to define the appropriate role of the National Park Service in New Bedford. The three possible options outlined here for National Park Service involvement share some common elements, but demonstrate different levels of NPS involvement. In each case, the programs and projects suggested must directly relate to the park's mission and goals. In addition, all of the management options must support the overall mission, policies, and guidelines of the National Park Service.

This section describes the three management options for New Bedford Whaling National Historical Park. The section begins with a description of "Elements Common to All Management Options"—proposed actions that

would occur regardless of which management option is selected. These common actions are considered fundamental to the successful management of this park.

"Elements Common to All Management Options" is followed by a description of the "proposed option"—Management Option 2 "Fostering Stewardship." The proposed option was selected as such by the regional director of the National Park Service's Northeast Region in consultation with the park superintendent and with the consideration of public input. Two alternatives—Option 1 and Option 3—are also described.

Under the proposed option—Management Option 2—the National Park Service would share responsibility with its partners for protecting the park's historic resources and offering effective programming to the visiting public. Management Option 1 is a continuation of current management efforts, often referred to as the "no action" or "status quo" option. Under this option, the National Park Service's primary role would be to bring a national voice and visibility to New Bedford. The National Park Service would work with partners to facilitate ongoing



coordination of programs and activities related to visitor services and resource protection. Under Management Option 3, the National Park Service would assume primary responsibility for resource protection and visitor programming throughout the park via direct National Park Service management actions and programs.

While a general management plan provides the analysis and justification for future funding, the plan in no way guarantees that the money will be forthcoming. The plan establishes a vision of the future that will guide year-to-year management of the park, but full implementation of the plan could take a number of years and will depend upon availability of funds and coordination with partners.

ELEMENTS COMMON TO ALL MANAGEMENT OPTIONS

A VISION FOR NEW BEDFORD WHALING NATIONAL HISTORICAL PARK¹

New Bedford was the international capital for whaling in the mid-19th century. This city is therefore the best location to tell the story of American whaling and the human themes embraced within it.

Under any of the three options described in the final GMP/EIS, visitors to New Bedford would find:

- A fun, exciting, and dynamic place that tells the story of the people and places both near and far that played a role in the evolution of whaling. Visitors of all ages and backgrounds would enjoy the character of New Bedford's historic areas and learn more about them through entertaining and enlightening programs and activities,
- A lively and invigorated working waterfront that is connected to the park and is a tableau for telling the stories of those who chose a life at sea and those who stayed behind,
- A vibrant and inclusive network of people and cultural and educational institutions that are actively involved in a continuous collaboration to ensure that resources are protected and stories are told, so that future generations understand and appreciate the role of whaling and the sea in New Bedford's past, and their own connection to it.

VISITOR EXPERIENCE AREAS

Sometimes referred to as management zones, the areas identified in the following sections possess different characteristics; represent a range of possible visitor experiences and have different implications for management and public use. The identification of management zones is required by agencywide policies guiding park planning. For New Bedford Whaling National Historical Park, the planning team identified four visitor experience areas.

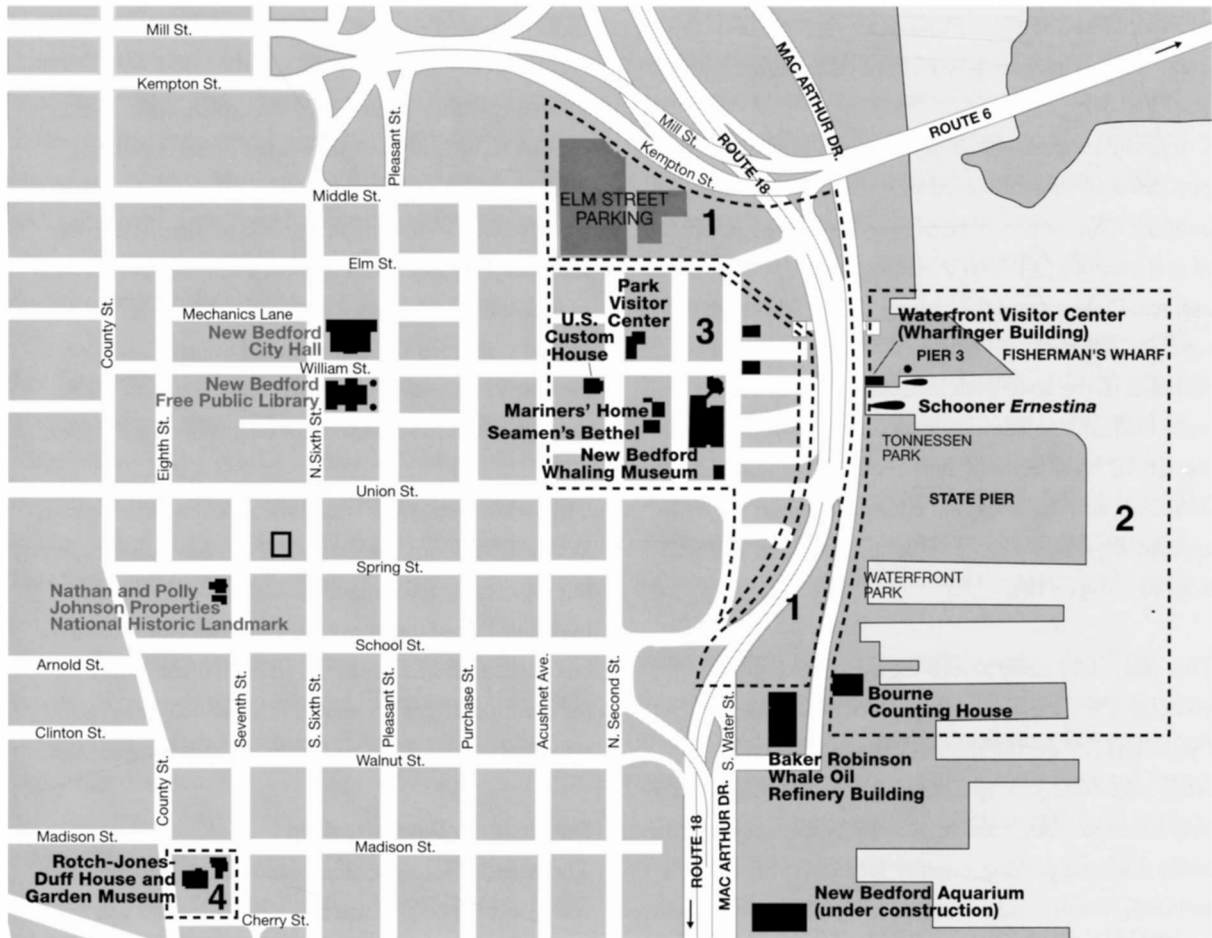
The Contemporary Waterfront/Maritime Area

The contemporary waterfront/maritime area would be the primary area where visitors learn about the contemporary fishing industry, life at sea, and maritime arts. In the contemporary waterfront/maritime area, the visitor would have the opportunity to observe the “real thing”—industrial waterfront activity ranging from small ferry activity and the comings and goings of the schooner *Ernestina* and other tall ships, to the unloading of cargo and maintenance of the fishing fleet. Here there would be fewer encounters with other visitors than in the historic district/commercial area. The visitor experience on the waterfront would be multisensory—encompassing sounds, smells, and climate as well as sights. There would be great potential for participation in historic and cultural

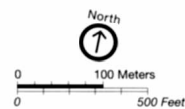
¹ The vision statement was drafted with extensive input from community representatives at the park's Vision, Mission, and Goals workshop in November, 1997.



Visitor Experience Areas



- 1 Gateway/Access Area
- 2 Contemporary Waterfront/Maritime Area
- 3 Historic District/Commercial Area
- 4 Historic District/Domestic Area





demonstrations and hands-on experiences. Finally, this area would be a venue for large-scale concerts and community events, including waterfront celebrations.

Currently, on most visitor days the area is likely to be populated by those involved in waterfront activities and industry. Concerns have been raised about the possibility of user conflicts between those engaged in waterfront industrial activity and the visiting public. Although this type of conflict has yet to appear, it is possible that as visitation to the waterfront increases conflicts will become more evident. The National Park Service will work with the city of New Bedford, representatives of waterfront industries, and the academic community to arrive at an appropriate method to monitor such conflicts and find ways to mitigate them.

This area could easily absorb crowds during special event days. In fact, it currently serves as a venue for “SummerFest” during the July Fourth weekend and other large-scale, city-sponsored events. Working with its cosponsors, the city takes responsibility for ensuring that traffic flow and parking, sanitary facilities (port-a-johns and trash barrels), and additional law enforcement needs are all addressed during large-scale special events.

The Historic District/Commercial Area

The historic district/commercial area would be the primary place where visitors learn about the history of whaling as an industry. Here the visitor would have a variety of activities from which to choose. There would be ample opportunities for viewing historic structures; self-guiding learning (via interpretive waysides, brochures, and guide-books); participating in guided tours; visiting museums; attending small-scale events including concerts, lectures, and films—both indoors and outdoors; and shopping and dining. This area would be best explored on foot. On an ordinary day, visitors to this area would be much more likely to encounter more visitors than on the waterfront.

Visitors would also encounter more “city sounds”—traffic, radios, sirens, and conversation.

Currently, during most visitor days the historic district appears to be quiet and somewhat underpopulated. Historically, this area experienced all of the intensive activity associated with an active commercial district and port. This area could support a much larger volume of foot traffic and activity and currently does so during festival weekends and other special events. However, increased congestion associated with vehicular traffic through the district would not be a welcome addition.

The various institutions within the area (the New Bedford Whaling Museum, for example) currently address carrying capacity by referring to local fire codes for public buildings. When presented with large groups, such as bus tours, each institution has an established procedure for ensuring visitor access in a manner that protects the resources as well as the quality of the visitor experience.

The Historic/Domestic Area

The historic/domestic area would be the primary place where visitors could learn about domestic life and the finance of whaling. The visitor would be offered a museum experience including both guided and self-guiding tours. There would also be opportunities to attend small events and concerts in the gardens, and to learn about horticulture and gardening. This area would offer a peaceful environment and would rarely be crowded. The area presents the visitor with a starting point from which to explore other parts of the County Street historic district.

Currently, during most visitor days the historic/domestic area appears to be a quiet, residential scene. The residential context and the character of the site would not support crowds in the same way that the historic/commercial area and the contemporary waterfront/maritime area would. However, small-scale events currently do and



would continue to work well in the Rotch-Jones-Duff House and Garden Museum's garden area. The museum currently addresses carrying capacity by referring to local fire codes for public buildings. Like the institutions in the historic commercial area, the Rotch-Jones-Duff House and Garden Museum has a defined procedure for addressing large groups such as bus tours; this procedure ensures visitor access while protecting resources and the quality of the visitor experience.

The Gateway/Access Area

This area would serve as the park's primary gateway. Visitors arriving by private vehicle are and would continue to be directed off the interstate highway onto the limited access highway (Route 18), and from there onto Elm Street and to visitor parking.

Currently, visitors have two options when crossing Route 18 to reach the waterfront. They may either use the at-grade, signaled crossing at Union Street or the pedestrian overpass.

PARTNERSHIPS

At New Bedford Whaling National Historical Park, the National Park Service would be building upon a solid and long-standing foundation of historic preservation, visitor programming, and research. The National Park Service acknowledges those institutions both old and new that contribute to this strong foundation, and would work in collaboration with those institutions to maintain it. Because of the cooperative nature of this park, any of the actions proposed here must involve collaboration between the National Park Service and its partners. To offer access to most resources and institutions associated with the social, economic, and environmental history of the whaling industry, and to ensure their preservation, the National Park Service will pursue a series of cooperative agreements. In accordance with the park's enabling legislation, the Secretary of the Interior through

the National Park Service has the authority to enter into cooperative agreements with interested entities and organizations, to provide for the preservation, development, interpretation, and use of the park.² Any work supported by National Park Service funds or technical assistance must support the park's mission and goals and meet National Park Service policies for resource management, visitor services, and accountability.

In addition, the park's enabling legislation requires every federal dollar for cooperative programs involving education, interpretation, and visitor services be matched by four nonfederal dollars, while every federal dollar for construction requires one matching nonfederal dollar. The National Park Service is authorized to accept donations of property, services, and goods as the nonfederal match.

After the final general management plan (GMP) is approved, a series of strategic and implementation plans that outline actions in greater detail would be developed. Specific roles and responsibilities for the National Park Service and its partners would be clearly defined in these implementation documents.

INTERPRETATION, EDUCATION, AND VISITOR SERVICES

Relevant Mission Goals

The mission goals of the park that describe future desired conditions relative to the park's interpretation, education, and visitor services for each of the three options developed by the planning team are stated here.

- New Bedford Whaling National Historical Park collaborates with a wide range of institutions within the City of New Bedford and beyond to promote

² State and local liability laws continue to apply within the boundary of the national historical park and are not in anyway enhanced or diminished by the presence of the park.



the delivery of high-quality and comprehensive, interpretive, cultural, and educational programming to the general public.

- D** At New Bedford Whaling National Historical Park visitors understand the global dimensions of the city's whaling industry and maritime trades (past, present, and future), including their social, economic, and environmental history, the diversity of cultures associated with the industry, and its relationship to arctic exploration and Native Alaskan cultures.
- D** Visitor pathways to destinations within the city are safe and easy to navigate. Virtual pathways guide visitors to well-designed and -developed destinations on the Internet that are easy to find and use.
- D** The National Park Service recognizes that New Bedford Whaling National Historical Park is a source of community identity and pride and that positive, local participation in support of the park will yield success. New Bedford Whaling National Historical Park fosters a climate in which community initiatives and collaborations are encouraged.

ALL Visitor Experience Areas

Program Support The National Park Service would support partners' sites in their efforts to develop, offer, and cosponsor educational and interpretive programs, publications, and exhibits that support the park's mission.

Park Staff The National Park Service would employ educational and interpretive staff dedicated to providing leadership and support to park partners in the development and implementation of education and interpretive programming.

Comprehensive Interpretive Plan The National Park Service would develop a parkwide, comprehensive interpretive plan that fosters links and coordination among institutions in terms of interpretive and educational programming, publications, exhibits, and visitor services.

Education Forum The National Park Service would participate in education forums that assemble park partners on a regular basis to discuss cooperative strategies and coordinate activities related to the delivery of high-quality, curriculum-based educational programming.

Internet Access The National Park Service would maintain an up-to-date park website with active links to websites belonging to its immediate partners and other sites (for example, National Park Service units and maritime museums), as appropriate.

Interpretive Waysides Interpretive waysides are outdoor panels that can be freestanding or attached to an existing structure such as a kiosk. They include descriptive information about park resources such as historic structures, historic landscape, and natural features. The National Park Service would update and expand the parkwide system of interpretive waysides to ensure that all park themes are well represented and to maximize visitor opportunities for self-paced, self-guiding interpretive experiences.

Quality Assurance The interpretive training program for park volunteers offered by the National Park Service and its partners would be augmented with a program of evaluation, audits, and mentoring to ensure that visitor service goals were met.

Wayfinding Informational and wayfinding panels located at the Elm Street garage and other major visitor parking areas would direct visitors to the park visitor center and identify key sites associated with the park



(such as the Whaling Museum and the Rotch-Jones-Duff House and Garden Museum). Similar panels may be installed at the local bus and train stations, marinas, ferry terminal, and the New Bedford Regional Airport.

The Historic District/Commercial Visitor Experience Area

Maritime Demonstrations With its park partners, the National Park Service would cosponsor demonstrations of historical maritime crafts and activities. Maritime demonstrations could include small craft construction, rope making, barrel making, and other similar activities. Other maritime activities could involve storytelling, music and other forms of live performance. The National Park Service would participate only in programs that supported the park's mission and its themes.

Visitor Orientation Center The old New Bedford Institution for Savings building located on the corner of North Second and William streets would continue to be the park's visitor orientation center. The building has been rehabilitated for visitor use and made wheelchair accessible. The visitor center would also house an orientation exhibit that would introduce visitors to the park, its mission, and its many sites and programs. The visitor center would be clearly identified using signs, banners, and other markers, as necessary. The National Park Service would operate the visitor center year-round. The National Park Service's volunteers in the park (VIPs) would staff the visitor center and lead walking tours under the supervision of park staff.

The Historic District/Domestic Visitor Experience Area **The Rotch-Jones-Duff House and Garden Museum**

The museum would continue to operate as a historic house museum, interpreting the life and times of the three families who occupied the house. The garden would continue to be a venue for concerts and other small-scale outdoor public events.

The Contemporary Waterfront/Maritime Visitor Experience Areas

The New Bedford/Fairhaven Harbor Master Plan The National Park Service would endorse activities related to educational services and amenities on the waterfront as proposed in the New Bedford/Fairhaven Harbor Master Plan. These activities include:

Developing a center for visitor services, programs, and support for the schooner *Ernestina*, the official vessel of the Commonwealth of Massachusetts, on the southwest corner of State Pier.

Initiating cross-harbor water taxi and launch service between the New Bedford and Fairhaven central waterfronts, marinas, and other significant tourism destinations.

Enhancing pedestrian and bike access to the waterfront, including the development of a pedestrian and bike network in all proposed infrastructure projects.

Redesigning Route 18 to provide improved waterfront access, including substantially enhanced pedestrian access between downtown New Bedford and the waterfront.

Undertaking a waterfront public access/open space study.

The Schooner *Ernestina* When in port, the schooner *Ernestina* would continue to provide dockside interpretive and educational programs to park visitors. The schooner *Ernestina* would also continue to participate in special programs and events such as Summerfest, "Portraits of a Port" Summer Teacher Institute, and Maritime Heritage Days. The schooner *Ernestina* Commission would also offer programming at their land-based facility located on North Water Street in the historic district.



The Gateway/Access Visitor Experience Area

Primary Gateway The corner of Elm Street and Route 18 would continue to be the primary gateway for the park. Directional signage would continue to guide visitors to this entry point.

RESOURCE PROTECTION

Relevant Mission Goals

The mission goals of the park that describe the desired future conditions relative to protecting the park's resources in each of the three options developed by the planning team are stated here.

- Through partnerships with local, regional, and national institutions, organizations, and communities, New Bedford Whaling National Historical Park supports the preservation of the historic landscapes, structures, and museum and archival collections in New Bedford that are associated with the history of whaling.
- The park contributes to the accumulation of knowledge and understanding of historic resources related to the social, economic, and environmental history of whaling and its associated themes and fosters the stewardship of these resources through a network of private and public partners.
- The National Park Service recognizes that New Bedford Whaling National Historical Park is a source of community identity and pride and that positive, local participation in support of the park will yield success. New Bedford Whaling National Historical Park fosters a climate in which community initiatives and collaborations are encouraged.

The Built Environment

Project Review As an interested party, the National Park Service would engage in the review of projects occurring within or adjacent to the park boundary that are proposed

by the city or park partners and that would have an effect on park resources or the visitor experience.

Historic Resource Information Clearinghouse The National Park Service would work with park partners to assemble existing information and identify research needs related to historic resources within the park. This assemblage of information might include Massachusetts Historical Commission Survey Forms, measured drawings, records of previous preservation efforts within the park, and other information. The National Park Service would act as a clearinghouse for this information, making it available to site managers, National Park Service staff, and the general public.

Documentation The National Park Service would prepare an up-to-date, comprehensive national register nomination for New Bedford Whaling National Historical Park. The new nomination would solidify the defined period of significance and identify all the contributing structures associated with the historical park. Structures defined as contributing under this nomination may be considered "mission essential" structures for purposes of this plan.

Parameters for National Park Service Involvement

The GMP outlines parameters to guide National Park Service involvement in historic preservation in New Bedford. These parameters would take the form of an established period of significance and priorities for historic structures and historic landscapes. The parameters were defined based on information gathered during the research phase of the planning process, and were refined after consulting with National Park Service staff and local agencies and preservation organizations.

Period of Significance According to the National Register of Historic Places, the *period of significance* is the span of time during which a property main-



tained the activities for which it attained the significance for which it meets the National Register criteria. New Bedford's significance is derived from its association with America's whaling industry. New Bedford's *period of significance* spans from 1760 to 1920 and represents the "cradle to grave" history of the city's role in the American whaling industry.

Historic Structures The National Park Service would help preserve and protect historic structures within the park according to the following priorities

Priority 1—Those structures identified in the existing national historic landmark nomination or park-enabling legislation (with the exception of the *Ernestina*).³

Priority 2—Those structures constructed during the period of significance that support the park mission and are under immediate threat of loss. The loss of the structure must be deemed to significantly compromise the historic fabric of the park.⁴

Priority 3—Those structures constructed during the period of significance that support the mission of the park and its primary interpretive themes and contribute to the historic fabric of the park.

Historic Landscapes The National Park Service would help preserve and protect historic landscapes within the park according to the following priorities

Priority 1—Those features that contribute to the overall streetscape and pattern of development that is characteristic of the historic district, including exemplary streetscapes such as Centre Street and Johnny Cake Hill.

Priority 2—Important views from key locations within the park (for example, the view down William Street to Double Bank, or the views to water from Water Street).

Priority 3—Paving Materials/Patterns (examples include cobble, Belgian block, bluestone, and granite).

Priority 4—Other landscape elements (street furnishings, trees, fountains, public art, natural rock outcroppings, and other related elements).

Contemporary Landscape The National Park Service recognizes contemporary initiatives to beautify the national historic landmark district and would work with city and local residents to ensure that the placement of trees and the style of street furnishings complement park resources and do not interfere with significant views, as described in the park's Cultural Landscape Report, Vol. 1.

Archeology The National Park Service would encourage management and documentation of all archeological resources that are associated with sites and structures within the park.

3 The following buildings are named in New Bedford Whaling National Historical Park's enabling legislation or the National Historic Landmark nomination papers for the Bedford Landing (Waterfront) Historic District: the New Bedford Institution for Savings, the Custom House, the Benjamin Rodman House, the New Bedford Whaling Museum Complex, the Seamen's Bethel, Mariners' Home, the Double Bank, the Rodman Candleworks, the Rotch-Jones-Duff House and Garden Museum, the Wharfinger Building, and the Bourne Counting House. In accordance with the park's enabling legislation, New Bedford Whaling

National Historical Park cannot provide preservation, maintenance, or construction monies for the schooner *Ernestina*. Additional sites could be identified as "mission essential" upon completion of an up-to-date, comprehensive national register nomination for the national historical park.

4 Currently, the Corson Block, located on the corner of William and Bethel streets, is an example of such a building. The 1877 structure was historically associated with maritime commerce and was recently gutted by a 1997 fire. The building occupies a prominent location within the park; its loss would have a tremendous impact on the historic fabric of the district.



Ethnography The National Park Service would provide support for the generation of a series of ethnohistories. Each report would highlight the historic and contemporary relationship that a particular group of people has had with the city's central waterfront and whaling history. A number of groups would be studied including but not limited to American Indians and African Americans, as well as immigrant communities from the Azores, Madeira, Cape Verde, and West Indies.

The Schooner *Ernestina* In accordance with the park's enabling legislation, the National Park Service does not have the authority to provide funds for the preservation and maintenance of the schooner *Ernestina*. However, the park is not precluded from providing such technical assistance as research and preservation advice and may assist in the identification of alternative funding sources to support the maintenance and preservation of the vessel. The National Park Service would thus be available to provide such technical assistance to the schooner *Ernestina*.

Collections Management

Parameters for National Park Service Involvement

The GMP outlines parameters to guide National Park Service involvement in the management of collections in New Bedford. These parameters would take the form of priorities for collection management. The parameters were defined based on information gathered during the research phase of the planning process and were refined after consulting with National Park Service staff and local agencies and institutions currently managing collections.

Priorities For Collections All collections identified in the scope of collections and the overview of park related collections support the mission of the park.⁵ Priorities for supporting the protection and use of these collections would emphasize the following.

Priority 1—Accessibility. Collections should be well documented and cataloged. Space should be available to enable researchers to make use of the collections on-site. Wherever possible the facilities where collections are stored should be made wheelchair accessible.

Priority 2—Climate controlled storage.

Collections should be housed in facilities with appropriate environmental controls (including controls for heat, humidity, light, and other parameters) in order to minimize deterioration of the collection.

Priority 3—Conservation needs. Significant museum and archival artifacts that require restoration work should be identified and conserved.

Collections Management Plan The National Park Service would work with partners to develop a collections management plan that fosters coordination among institutions, reinforces links among park-related collections, and enhances protection of and access to such collections. Within the context of completing the collections management plan, a survey and assessment of existing collection storage facilities would be undertaken. In preparation for the collections management plan, a clear statement of the scope of collections for each partnering institution would be prepared. Each collections statement would define the institutional mission, describe the scale and breadth of current collections, and outline guidelines for future acquisition.

⁵ The following institutions are addressed in the collections management documents: the New Bedford Whaling Museum, the New Bedford Free Public Library, the Schooner *Ernestina* Commission, the Waterfront Historic Area League (WHALE), the New Bedford Historical Society, and the New Bedford Preservation Society.



Collections Management Forum The National Park Service would convene and facilitate a collections management forum that would assemble park partners on a regular basis to discuss cooperative strategies and coordinate activities related to the care and use of park-related collections.

Collections Offered to the Park Donations of artifacts, archeological materials, or archival documents offered to New Bedford Whaling National Historical Park would be referred to the appropriate local institution. With the exception of those items that must be retained by the National Park Service in accordance with federal law (archeological artifacts found on park-owned land, for example) and those items associated with the historic resources information clearinghouse, the park would not hold collections.

NPS Documents The park would maintain documents generated by the National Park Service, archeological artifacts, and any other items that must be retained by the park as required by federal law, as well as any items associated with the historic resources information clearinghouse. Otherwise, as previously indicated, the National Park Service would not own or manage collections.

PARK OPERATIONS AND ADMINISTRATION

Relevant Mission Goals

The mission goals of the park that describe the desired future conditions relative to operating and administering the park's resources in each of the three options developed by the planning team are stated here.

- The park and its partners achieve these goals in a flexible, cost effective and responsive manner.
- The National Park Service recognizes that New Bedford Whaling National Historical Park is a source of community identity and pride and that positive, local participation in support of the park

will yield success. New Bedford Whaling National Historical Park fosters a climate in which community initiatives and collaborations are encouraged.

Alaska Liaison A cultural resource management specialist position, jointly funded by New Bedford Whaling National Historical Park and the Alaska Region, would be duty stationed in Alaska and would act as a point of contact with the Inupiat Heritage Center and between the historical park and the Alaska Region. This person would coordinate funding requests, assist in planning and implementing collaborative projects, including training and interpretive and educational programming, and coordinate technical assistance requests.

Maintenance The National Park Service would contract out janitorial and routine maintenance functions for park-owned facilities.

Park Offices The park's administrative offices would be located in the old New Bedford Institution for Savings building and the Custom House or other facilities. The Custom House space would continue to be shared with the US Customs Service.

Friends Group Currently, there is no group that advocates solely for the interests of the park. A friends group would be established to assist the park in meeting programming and visitor services goals.

PARKING, CIRCULATION, AND ACCESS

Relevant Mission Goals

The mission goals of the park that describe the desired future conditions relative to parking, circulation, and access for each of the three options developed by the planning team are stated here.

- Visitor pathways to destinations within the city are safe and easy to navigate. Virtual pathways guide



visitors to well-designed and -developed destinations on the Internet that are easy to find and use.

- D
The National Park Service recognizes that New Bedford Whaling National Historical Park is a source of community identity and pride and that positive, local participation in support of the park will yield success. New Bedford Whaling National Historical Park fosters a climate in which community initiatives and collaborations are encouraged.

Route 18 Redesign The National Park Service would actively pursue participation in the redesign of Route 18 and would make technical assistance available in certain disciplines (such as archeology and viewshed analysis).

Waterfront Pedestrian Access The National Park Service would endorse the pedestrian access proposals for the central waterfront as described in the New Bedford/Fairhaven Harbor Master Plan. Some of these proposals involve expanding public access to open space on both sides of the harbor and formalizing pedestrian and bicycle routes that would allow for circumnavigating the entire harbor area.

Parkwide Pedestrian Routes The National Park Service would work with the city of New Bedford and other park partners to improve and expand existing pedestrian routes along the waterfront and through the historic district, and would link the Rotch-Jones-Duff House and Garden Museum to the core of the park. Existing routes that would be considered include the “Nautical Mile” and self-guiding architectural tour routes. In addition, the existing system of wayfinding markers would be updated.

ALASKA

The story of Yankee whaling in the western Arctic is one of the most dramatic tales of sudden economic and cultural change in American history. Alaska Inupiat played

a role in helping Yankee whalers survive the vicissitudes of Arctic life while, at the same time, the Yankee whalers introduced a new way of life to the Inupiat people.

The New Bedford Whaling National Historical Park’s enabling legislation affiliates the Inupiat Heritage Center in Barrow, Alaska with the park to ensure that the contributions of Alaska Natives to the history of whaling is fully recognized. It directs the Secretary to provide financial and other assistance to the center.

The Inupiat Heritage Center would work cooperatively with the National Park Service’s Alaska Regional Office to seek funding through the Department of Interior’s budget to facilitate the intent of the enabling legislation. The Alaska Regional Office, the park, and its local partners would work with the center in collaboration and partnership to accomplish mutual goals in the areas of interpretive and educational programming, as well as research and documentation of people, materials, and activities associated with both historical and contemporary whaling on Alaska’s North Slope.

UNDERGROUND RAILROAD

New Bedford played an important role on the Underground Railroad and would therefore be eligible for support, as it is made available, under the National Underground Railroad Network to Freedom Act of 1998. This act authorizes the National Park Service to coordinate and facilitate federal and nonfederal activities to commemorate, honor, and interpret the history of the Underground Railroad, its significance as a crucial element in the evolution of the national civil rights movement, and its relevance in fostering the spirit of racial harmony and national reconciliation. New Bedford Whaling National Historical Park is an appropriate point of contact for access to national Underground Railroad program funds and technical assistance. The text of the Network to Freedom Underground Railroad legislation may be found in Appendix D.



THE PROPOSAL: MANAGEMENT OPTION 2— FOSTERING STEWARDSHIP

CONCEPT

In this management option, preferred by park management, the National Park Service would share responsibility with its partners for protecting the park's historic resources and offering effective programming to the visiting public. The National Park Service would bring the story of New Bedford and American whaling to a national audience. Public education, interpretation, research, and technical training aimed at generating understanding and fostering greater resource stewardship would be emphasized through National Park Service activities.

INTERPRETATION, EDUCATION AND VISITOR SERVICES

The Historic District/Commercial Visitor Experience Area

Programming and Special Events Under Option 2, National Park Service rangers and volunteers would provide special park programs⁶ in concert with park partners for specific audiences, and would participate in special events. National Park Service rangers would also provide interpretive programs during peak visitor hours and would help coordinate community-based programs (such as youth programs and elder hostels). National Park Service staff would work with park partners to develop and implement curriculum-based education programs for specific audiences. As stipulated by agency guidelines, National Park Service involvement in programs and special events must directly relate to park mission and themes.

Audiovisual Program An audiovisual program presenting the story of New Bedford and the American whaling industry would be hosted by the New Bedford Whaling Museum. The program would be made available to visitors free of charge and would introduce them to the primary theme of the park. The National Park Service would support and participate in the development of the audiovisual program.

Program Space A building within the park would be acquired by donation and redeveloped by the National Park Service or space could be leased, if pre-configured to meet National Park Service specifications. The National Park Service would use the building for community outreach and educational programming related to park themes. The space could be made available to park partners for park-related purposes. The first floor of the selected building would be retained as commercial/retail space in keeping with the historic character of the area, if applicable. Ideally, such a building would be centrally located within the national historic landmark district and would contain sufficient space to accommodate the park's growing needs for program space. The Corson Block buildings could be considered for this purpose.

Artist-in-Residence Program The National Park Service would work collaboratively with park partners to establish an artist-in-residence program. The program would be community based and would emphasize community outreach, particularly to city youth, and would embrace fine, literary, and performing arts that support the park's purpose and themes.

Temporary Exhibits Under Option 2, the National Park Service's Visitor Orientation Center would include space for temporary exhibits. With its park partners, the National Park Service would mount one or more temporary exhibits annually. These exhibits would highlight

⁶ Special park programs would be offered in addition to daily park or museum programs and would often be offered in conjunction with a larger event or celebration, (such as Thursday Evenings in the Park or the Maritime Heritage Festival).



specific aspects of New Bedford Whaling National Historical Park's primary themes and would complement exhibits and programs being sponsored by park partners and other park-related institutions.

The Contemporary Waterfront/Maritime Visitor Experience Area

Waterfront Visitor Contact Station The city of New Bedford would continue to manage the Wharfinger Building as a visitor contact station for the waterfront. In partnership with the city, the National Park Service would develop an exhibit for the Wharfinger Building, highlighting the building's historic use as a fish auction house, and would assist in improving its restrooms and other visitor amenities. The National Park Service could assist in staffing the Wharfinger Building during peak visitor season.

Concerts and Special Events The southwest corner of State Pier and Waterfront Park would provide a venue for concerts, special events, and maritime demonstrations offered by the National Park Service and its partners, when such events are related to park themes. The National Park Service would participate in water-based educational programs that are related to park mission and themes.

The Bourne Counting House At the Bourne Counting House, the National Park Service would work with private owners to obtain public access to the ground floor and to develop displays that interpret the history and function of the building in this new public space.

The Baker-Robinson Whale Oil Refinery Located across MacArthur Drive from the Bourne Counting House, the Baker-Robinson Whale Oil Refinery building was part of a larger industrial complex, and is one of the few remaining examples of whale oil refineries in the United States. Under Option 2, the National Park Service would seek a legislative change, giving New

Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of this property, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum. The National Park Service would support the creation of interpretive waysides describing the history and use of the Baker-Robinson Whale Oil Refinery.

The Historic/Domestic Visitor Experience Area

Nathan and Polly Johnson House Located on Seventh Street, the Nathan and Polly Johnson House is representative of a middle-class African-American merchant home and business during the whaling era. Furthermore, it is considered nationally significant for its association with Frederick Douglass. Under Option 2, the National Park Service would seek a legislative change giving New Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of this property, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum. The National Park Service would support the creation of interpretive waysides describing the history and use of the Johnson House. The site is a national historic landmark.

RESOURCE PROTECTION

The Built Environment

Preservation Assistance Working collaboratively with its park partners, historic preservation organizations, and land trusts, the National Park Service would actively seek the donation of preservation easements and other physical mechanisms to support preservation. Planning and historic preservation professionals would be on the park staff and would be available to advise and provide technical assistance to park partners. The National Park Service would provide extensive technical support for design, historic preservation, and collections management in the context of the park.



The National Park Service would offer training for preservation, emphasizing restoration and maintenance techniques for staff at the park's partner institutions. The National Park Service would help the city update, publish, and distribute design guidelines for the historic district.

Building Restoration Fund The National Park Service would establish a building restoration matching fund for "mission essential" buildings and landscape elements (for example, paving, street furnishings, and building facades). "Mission essential" buildings are those named in the park's enabling legislation or in the existing national historic landmark nomination form for the Waterfront Historic District. The funds would be made available through a competitive process and would require nonfederal matching funds. "Mission essential" landscape elements would be those described as contributing features in the New Bedford Historic District Cultural Landscape Report, Volume I, 1998 and, when completed, the park's cultural landscape inventory.

The New Bedford Historical Commission The National Park Service would seek appointment as a voting member of the New Bedford Historical Commission through the office of the mayor of New Bedford and the city council. Furthermore, the National Park Service would encourage the city to pursue expansion of the Massachusetts General Laws (M.G.L.) Chapter 40C district so that it be made congruent with the park's boundary. This would enable the Historical Commission to act on preservation matters parkwide.⁶

⁶ Prior to the publication of the final plan and with the concurrence of the Massachusetts Historical Commission, the city of New Bedford passed a local ordinance to appoint a representative of the National Park Service to the commission and to make the boundaries of the Chapter 40C district congruent with the park boundaries.

Collections Management

Collections Management Assistance The National Park Service would provide technical and financial assistance to expand and protect collections that support the park's mission and interpretive themes. A collection management professional would be on the park staff and would be available to advise organizations needing help with their park-related collections.

Universal Finding Aid The National Park Service would support the development of a *universal finding aid* that would enhance access to the park-related collections of all participating institutions. A universal finding aid is a paper or digital document that organizes information about various museum holdings in a manner that makes it easier for the public to gain access and use the collections associated with the park. The universal finding aid would include information on collections housed at all of the park-related sites. The finding aid could take a number of forms, including a published catalog, a CD-ROM, or a card catalog housed at a local institution.

Private Collections Within the greater New Bedford area, a number of private individuals possess significant artifacts, documents, photographs, and other materials related to the city's whaling era. Although these items have been cherished and cared for by their owners, it would be beneficial to formally inventory and document them, so that their importance is acknowledged and their future protection is secured. By making technical assistance and limited funding available for these purposes, the National Park Service would support the identification and documentation of private collections that are relevant to park themes and have yet to be housed and formally organized.

PARK OPERATIONS AND ADMINISTRATION

Provision of Technical Assistance Park staff would be comprised of National Park Service professionals in a



variety of fields (including planning, interpretation, and historic preservation); they would share expertise with partners and support park operations. To accommodate requests for technical assistance, professional staff at the national historical park would be available to offer advice and direction on daily resource management and visitor programming matters. Larger-scale projects would be contracted through National Park Service technical centers (for example, the Northeast Museum Services Center or the Building Conservation Branch of the Northeast Cultural Resources Center), or through existing indefinite quantities contracts with private sector architectural and engineering firms.

Park Offices In addition to the Custom House and the old New Bedford Institution for Savings building, office space could be located in the same building within the historic district that is selected for use as classroom and program space.

PARKING, CIRCULATION, AND ACCESS

Visitor Parking Plan The National Park Service and the city of New Bedford would undertake the development of hospitality-oriented parking plan that would emphasize clearly designated and easily accessible parking in garages, on streets, and in surface lots. The plan would also consider the appropriate location of bus drop-off and pick-up points, parking for buses and other large vehicles, and directional and parking signage.

Parking Restrictions In order to better represent exemplary streetscapes within the park boundary, the National Park Service would work with the city and park partners to pursue limiting or prohibiting parking on such streets as Johnny Cake Hill or Centre Street during daytime hours.

Shuttle Bus Service The National Park Service would work with the city of New Bedford to expand shuttle bus service to provide public transportation between parking areas and a number of downtown destinations—including the historic district—and to provide service to the waterfront as well as to the Rotch-Jones-Duff House and Garden Museum during the visitor season.

Intermodal Transportation Primarily through the use of informational materials, the National Park Service would encourage linking intermodal transportation sites such as the bus station, proposed train stations, and water taxis within the city and on the harbor to the park.

Wheelchair Accessibility The National Park Service would provide necessary assistance to make key visitor destinations within the historical park wheelchair accessible. This assistance could potentially extend from the initial site planning phase through construction, given the availability of funds and the importance of the project relative to the mission of the park.

PARK BOUNDARY

There are no proposals for changes to the physical park boundary under this management option.

LEGISLATION

The National Park Service would pursue legislative authorization to assist in the interpretation and preservation of the Baker-Robinson Oil Refinery and the Nathan and Polly Johnson House, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum.



An analysis supporting this proposal may be found in Appendix E. The park's enabling legislation would need to be changed to reflect the park's expanded resource protection responsibilities, as described in this option. The park's development ceiling⁷ of \$2 million would have to be raised by approximately \$6 million to pursue funds necessary to implement Option 2.

COSTS

Annual operating costs associated with Option 2 would be approximately \$1.4 million. Costs for resource-based research are estimated to be approximately \$900,000; costs for planning would be about \$300,000; costs for exhibits and interpretive media would be about \$1.1 million; costs for the construction program for the park would be about \$7 million. These figures represent 100 percent of the estimated project costs and do not account for the required federal/nonfederal matches. Under Option 2, staff size would expand to include up to 16.5 full-time equivalents (FTE) on staff. Most of these positions would be filled by specialists in the following disciplines: resource management, planning, historic preservation, administration and accountability, and visitor programming. See the detailed cost estimate given in Appendix E.

THE ALTERNATIVES:

MANAGEMENT OPTION 1—

FACILITATING STEWARDSHIP ("STATUS QUO")

CONCEPT

As in the proposed option (Option 2), the National Park Service's primary role in management Option 1 would be to bring a national voice and visibility to New Bedford. Through its signature publications and brochures, the National Park Service would bring the story of American whaling from New Bedford to an expanded national audience. The National Park Service would also work with its park partners to facilitate the ongoing coordination of programs and activities related to visitor services, visitor education, and resource protection.

INTERPRETATION, EDUCATION AND VISITOR SERVICES

The Historic District/Commercial Visitor Experience Area

Programming and Special Events The National Park Service staff would provide occasional on- and off-site programs and participate in special events with park partners. As stipulated by agency guidelines, National Park Service involvement in programs and special events must directly relate to park mission and themes.

Audiovisual Programs The National Park Service would provide assistance to its park partners to develop an audiovisual program relevant to park themes.

Program Space Park partners would continue to provide classroom and flexible program space in existing facilities.

⁷ A development ceiling is determined by a park's establishing legislation and is a predetermined limit placed on the type and total cost of construction.



The Contemporary Waterfront/ Maritime Visitor Experience Area

The Waterfront Visitor Contact Station The city of New Bedford would continue to manage the Wharfinger Building as a visitor contact station for the waterfront. The National Park Service would assist the city in developing an exhibit on the historic use of the building as a fish auction house.

Concerts and Special Events The southwest corner of State Pier would continue to be used as a location for concerts, special events, and maritime demonstrations (such as Summerfest) offered by park partners. The National Park Service would participate in concerts, demonstrations, and special events only when they supported the park mission and interpretive themes.

The Bourne Counting House The Bourne Counting House would remain under private ownership and would continue to be used for commercial purposes. There would be no public access to the building for visitor services purposes.

RESOURCE PROTECTION

The Built Environment

Preservation Assistance The National Park Service would provide advice and limited federal funds in support of design development and resource protection for sites within the park. The National Park Service would also support local efforts to protect building facades and other features identified in the *New Bedford Historic District Cultural Landscape Report, Volume One*, prepared by the National Park Service's Olmsted Center for Landscape Preservation in 1998. Preservation assistance could take the form of research reports (for example, historic structure reports, cultural landscape reports,

and historic furnishing reports), design standards, management guidelines, and site planning. The availability of preservation assistance would vary, depending upon park funding levels and agency-wide priorities.

The New Bedford Historical Commission The National Park Service would seek appointment as a nonvoting member of the New Bedford Historical Commission through the office of the mayor of New Bedford and the city council. The National Park Service representative would serve in an advisory capacity.

PARK OPERATIONS AND ADMINISTRATION

Provision of Technical Assistance To accommodate requests for technical assistance, the National Park Service would contract work either through National Park Service technical centers (for example, the Northeast Museum Services Center or the Building Conservation Branch of the Northeast Cultural Resources Center) or through existing indefinite quantities contracts with private sector architectural and engineering firms.

PARKING, CIRCULATION, AND ACCESS

Visitor Parking The primary visitor parking area would continue to be located on the upper stories of the Elm Street garage. Supplemental parking would be available in a limited number of small public parking lots and at on-street spaces (both metered and signed) within the historic district.

Shuttle Bus Service The "Catch the Whale" shuttle, a service provided by the city of New Bedford, would continue to provide public transportation between parking areas and a number of downtown destinations, including the historic district, and would extend service to the Rotch-Jones-Duff House and Garden Museum during the summer visitor season.



Wheelchair Accessibility The National Park Service would encourage efforts of all key sites within the park to become wheelchair accessible. Subject to the availability of funds, the National Park Service could provide design assistance.

Signage The National Park Service would be responsible for planning and designing park-related directional signage, as needed.

PARK BOUNDARY

No park boundary changes are proposed under this management option.

LEGISLATION

No legislative initiative is required under this management option.

COST

Annual operating costs under Option 1 are estimated to be approximately \$720,000. Costs for resource-based research are estimated to be approximately \$800,000; costs for planning would be about \$110,000; costs for exhibits and interpretive media would be \$640,000; and the cost of the construction program for the park would be about \$2 million. These figures represent 100 percent of estimated project costs and do not account for the required federal/nonfederal matching funds. Under Option 1, staff expansion would be minimal—a total of 9.5 full-time equivalent (FTE) employees would staff the park. See the detailed cost estimate given in Appendix F.

MANAGEMENT OPTION 3— LEADING STEWARDSHIP

CONCEPT

This management option represents the most intensive and extensive National Park Service involvement. In this option, the National Park Service would establish itself as the lead institution among the park's partners. The National Park Service's programs and activities would emphasize hands-on, "nuts and bolts" preservation, collections management, and visitor programming, as well as foster stewardship of New Bedford's historic resources through education, interpretation, and training.

INTERPRETATION, EDUCATION, AND VISITOR SERVICES

ALL Visitor Experience Areas

NPS Ranger Presence National Park Service rangers would augment staff at the park's partnering institutions by developing and presenting National Park Service programs at partners' sites. These programs would be based on themes and program objectives determined by the National Park Service. Ranger-led tours throughout the park would expand upon current volunteer-led programs.

The Historic District/Commercial Visitor Experience Area

Audiovisual Program As in the proposed option, an audiovisual program presenting the story of New Bedford and the American whaling industry would be hosted by the New Bedford Whaling Museum. The program would be made available to visitors free of charge and would introduce them to the primary theme of the park. The National Park Service would support and participate in the development of the audiovisual program.



Program Space As in the proposed option (Option 2), a building within the historic district would be acquired by donation and redeveloped by the National Park Service. The National Park Service would use the building for community outreach and educational programming related to park themes. The space would be made available to park partners for park-related purposes. The first floor of the selected building would be retained as commercial/retail space in keeping with the historic character of the area. Ideally, such a building would be centrally located within the national historic landmark district and would contain sufficient space to accommodate the park's growing needs for program space. The Corson Block buildings could be considered for this purpose.

Temporary Exhibits As in the proposed option (Option 2), the National Park Service's Visitor Orientation Center would include space for temporary exhibits. With its park partners, the National Park Service would mount temporary exhibits annually. These exhibits would highlight specific aspects of New Bedford Whaling National Historical Park's primary themes and would complement exhibits and programs being sponsored by park partners and other park-related institutions.

The Contemporary Waterfront/Maritime Visitor Experience Area

Waterfront Visitor Contact Station Through direct ownership or cooperative agreement with the city of New Bedford, the National Park Service would manage and staff the Wharfinger Building and program its use. The National Park Service would develop an exhibit for the Wharfinger Building, highlighting its historic use, and would improve its restrooms and other visitor amenities.

Concerts and Special Events Working with its partners, the National Park Service would support the development of a temporary structure that could be erected seasonally on the southwest corner of State Pier. The

structure would house concerts, special events, and maritime demonstration projects that are related to park themes and sponsored by the park and its partners. At the end of each visitor season, the temporary structure would be broken down and put into storage.

The Bourne Counting House The National Park Service would seek the donation of the Bourne Counting House and would rehabilitate it for use as a waterfront education center with classrooms, exhibits, and flexible program space that support the park's themes, and as office space for park partners. Areas of the building not used for these purposes could be used for other Designated Port Area (DPA)-compatible uses. The National Park Service would be involved in water-based educational programs related to park themes.

The Baker-Robinson Whale Oil Refinery Located across MacArthur Drive from the Bourne Counting House, the Baker-Robinson Whale Oil Refinery building was part of a larger industrial complex, and is one of the few remaining examples of whale oil refineries in the United States. Under Option 3, the National Park Service would seek a legislative change giving New Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of this property, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum. The National Park Service would support the creation of interpretive waysides describing the history and use of the Baker-Robinson Whale Oil Refinery.

The Historic/Domestic Visitor Experience Area

Nathan and Polly Johnson House Located on Seventh Street, the Nathan and Polly Johnson House is representative of a middle-class African-American merchant home and business during the whaling era. Furthermore, it is considered nationally significant for its association with Frederick Douglass.



Under Option 3, the National Park Service would seek a legislative change giving New Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of this property, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum. The National Park Service would support the creation of interpretive waysides describing the history and use of the Johnson House.

RESOURCE PROTECTION

The Built Environment

Preservation Assistance Working collaboratively with its park partners, historic preservation organizations, and land trusts, the National Park Service would actively seek the donation of preservation easements and other physical mechanisms to support preservation. Planning and historic preservation professionals would be on the park staff and would be available to advise and provide technical assistance to park partners. The National Park Service would provide extensive technical support for design, historic preservation, and collections management in the context of the park.

Building Restoration Fund The National Park Service would establish a building restoration matching fund for "mission essential" buildings and landscape elements (for example, paving, street furnishings, and building facades). "Mission essential" buildings are those named in the park's enabling legislation and in the existing national historic landmark nomination for the Waterfront Historic District. The funds would be made available through a competitive process and would require nonfederal matching funds. "Mission essential" landscape elements would be those described as contributing features in the *New Bedford Historic District Cultural Landscape Report, Volume 1, 1998* and, when completed, the park's cultural landscape inventory (CLI).

Historical Commission The National Park Service would promote the creation of a *special act commission* with new authorities that would address issues (such as streetscape and signage) not currently covered under the existing state law guiding local historical commissions. The special act commission would be dedicated to the national historical park through an expanded M.G.L. Chapter 40C district that encompasses the entire park. The National Park Service would seek a seat on the new commission as a voting member and would also provide staff to support the new commission. The creation of a special act commission would require the city of New Bedford to pursue and the state of Massachusetts to act on a "home rule" petition.

Collections Management

Collections Management Assistance The National Park Service would actively support park partners in their collection of artifacts and archival materials related to the park mission and interpretive themes and founded on parkwide goals for accessioning and maintaining collections. The National Park Service would provide extensive technical and financial assistance to protect park-related collections. Technical assistance would be made available on a competitive basis. A collection management professional would be on the park staff and would be available to assist organizations needing help with their park-related collections.

Universal Finding Aid The National Park Service would participate in the development of a *universal finding aid* that would enhance access to the park-related collections of all participating institutions. As noted in the proposed option (Option 2), a universal finding aid is a paper or digital document that organizes information about various museum holdings in a manner that affords easier public access to and use of the collections associated with the park.



Private Collections Within the greater New Bedford area, a number of private individuals possess significant artifacts, documents, photographs, and other materials related to the city's whaling era. Although these items have been cherished and cared for by their owners, it would be beneficial to formally inventory and document them, so that their importance is acknowledged and their future protection secured. By making technical assistance and limited funding available for these purposes, as in the proposed option (Option 2), the National Park Service would support the identification and documentation of private collections that are relevant to park themes and have yet to be housed and formally organized.

Combined Collections Storage Facility In order to ensure that appropriate collections storage space is available to all park-related institutions, the National Park Service would work with park partners to develop a combined collections storage facility. The facility would be located in a rehabilitated space that is climate-controlled and secure.

PARK OPERATIONS AND ADMINISTRATION

Provision of Technical Assistance Park staff would be comprised of National Park Service professionals in a variety of fields, including planning, interpretation, and historic preservation. They would share their expertise with partners and support park operations. To accommodate requests for technical assistance, professional staff at the national historical park would be available to offer advice and hands-on assistance on daily resource management and visitor programming matters. Larger-scale projects would be contracted through National Park Service technical centers (such as the Northeast Museum Services Center or the Building Conservation Branch of the Northeast Cultural Resource Center) or through existing indefinite quantities contracts with architectural and engineering firms. The National Park Service would provide staff to the special act historical commission.

Park Offices Additional office space would be located in a rehabilitated building within the historic district, the Wharfinger Building, and/or the Bourne Counting House.

PARKING, CIRCULATION, AND ACCESS

Visitor Parking Plan As in the proposed option (Option 2), the National Park Service and the city of New Bedford would undertake the development of a hospitality-oriented parking plan that would emphasize clearly designated and easily accessible parking in garages, on the street, and in surface lots. The plan would also consider the appropriate location of bus drop-off and pick-up points, parking for buses and other large vehicles, and would address directional and parking signage.

Parking Restrictions In order to better represent exemplary streetscapes within the park boundary, the National Park Service would work with the city and park partners to pursue limiting or prohibiting parking on such streets as Johnny Cake Hill or Centre Street during daytime hours.

Shuttle Bus Service The National Park Service would work with the city of New Bedford to expand shuttle bus service to provide public transportation between parking areas and a number of downtown destinations, including the historic district, and to provide service to the waterfront as well as the Rotch-Jones-Duff House and Garden Museum during the visitor season.

Intermodal Transportation As in the proposed option (Option 2), through the use of informational materials, the National Park Service would encourage linking intermodal transportation sites (such as the bus station, train stations, and water taxis) within the city and on the harbor to the park.

Wheelchair Accessibility The National Park Service would provide necessary assistance to make key visitor



destinations within the historical park wheelchair accessible. This assistance could potentially extend from the initial site planning phase through construction, given the availability of funds and the importance of the project relative to the mission of the park.

PARK BOUNDARY

The west side of Acushnet Avenue encompasses a number of early 20th century facades that provide an important architectural edge to the park and contribute to the overall integrity of its urban fabric. Although this area is included within New Bedford's central historic district, it is not adequately protected. The loss of or unsympathetic alteration to these structures would have an immediate and significant impact on resource values within the park. Option 3 proposes that the park be expanded to include the west side of Acushnet Avenue from Elm Street to Union Street. The Bourne Counting House and Wharfinger Building would need to be formally included within the boundary of the park.

LEGISLATION

Legislation supporting the implementation of Option 3 would be required at the state and federal levels. At the state level, "home rule" legislation would need to be enacted in order to create the special act historical commission. At the federal level, a change in the park's enabling legislation would be needed to alter the boundary as described in this option. The National Park Service would seek the legislative authority to provide preservation and interpretive assistance to the Baker-Robinson Oil Refinery building and the Nathan and Polly Johnson House, similar to the park's relationship with the Rotch-Jones-Duff House and Garden Museum. An analysis supporting this proposal may be found in Appendix E. Furthermore, the park's enabling legislation would need to be changed to reflect the park's expanded resource protection responsibilities, as described in this option. The park's development ceiling of \$2 million

would have to be raised by \$13.3 million to pursue funds necessary to implement this option.

COSTS

Annual operating costs associated with this management option would be approximately \$2.1 million. Costs for resource-based research are estimated to be approximately \$800,000; costs for planning would be about \$300,000; costs for exhibits and interpretive media would be about \$1.3 million, and the construction program for the park would cost about \$14.3 million. These figures represent 100 percent of estimated project costs and do not account for the required federal/nonfederal matches. Under this option, staff would be expanded to include up to 24 FTEs. Staff would include a larger corps of visitor services professionals (rangers and interpreters) who would fulfill proposed programming needs. Staff would also include specialists in the following disciplines: collections management, historic preservation, planning, administration and accountability, and landscape architecture. See Appendix F for a detailed cost estimate.

PROPOSALS CONSIDERED BUT REJECTED

Whaling Village on the Waterfront The National Park Service considered but rejected a proposal that portions of the historic district and the waterfront be reconstructed and recast as a 19th-century whaling village. The park's existing historic resources already offer the opportunity to effectively convey the story of American whaling in New Bedford. Such reconstruction would not comply with the Secretary of the Interior's "Standards and Guidelines for Archeology and Historic Preservation." Emphasis must be placed on preserving the existing historic resources.

Large Vessel Reconstruction The National Park Service considered but rejected a proposal that a typical example of a 19th-century whaling vessel be reconstructed on



New Bedford's waterfront. New Bedford Whaling National Historical Park already includes the 19th-century schooner *Ernestina*. The park's enabling legislation prohibits the National Park Service from providing funds for the preservation or maintenance of the *Ernestina*, primarily because of long-term cost considerations. For similar reasons, the construction, operation, and maintenance of a replica vessel would be impossible to support.

National Park Service Management of the Elm Street Garage

The National Park Service considered and rejected a proposal that it own and manage the Elm Street Garage. The garage is currently owned and operated by the city of New Bedford, which has made considerable physical improvements to the garage in the last few years. Current management is more than sufficient to serve the needs of park visitors. Furthermore, a significant portion of garage users on a weekly basis would not be visitors to the park.

Reduce the National Historical Park Boundary

The National Park Service considered and rejected a proposal to reduce the boundary of the national historical park, so that it be congruent with the existing boundary of the national historic landmark district. As currently defined, the park's boundary encompasses the national historic landmark district, the contiguous segment of Route 18 (MacArthur Drive), and the segment of Elm Street running from Route 18 on the east to Acushnet Avenue on the west and to the Route 6 interchange on the north. Although significant portions of Route 18 and Elm Street do not possess historic integrity, they are important in that they serve as gateways to the park. As long as these areas remain within the park boundary, the National Park Service will have legal authority and standing to participate in defining their future development.

Extend the National Historical Park Boundary to

Baker-Robinson Whale Oil Refinery Site The National Park Service considered and rejected a proposal to extend

the physical park boundary to include the Baker Robinson Whale Oil Refinery site. For the Baker-Robinson site, the proposed management emphasis in Option 2 and Option 3 would be placed on providing historic preservation and interpretive assistance. The National Park Service can acquire this authority legislatively by amending the park's enabling legislation to name the Baker-Robinson site, just as it names the Rotch-Jones-Duff House and Garden Museum. It is not necessary to extend the physical boundary of the park to accommodate the proposed management emphasis.

Law Enforcement Rangers

The National Park Service considered and rejected a proposal to introduce law enforcement rangers at New Bedford Whaling National Historical Park. Law enforcement rangers are responsible for protecting federal property and for upholding rules and regulations applicable on federal lands. In a park like New Bedford, which exists in an urban context in which the National Park Service holds very little property, such federal law enforcement presence is unnecessary. The park may develop agreements with local police and fire departments to address any special issues associated with visitor safety and the protection of federally owned properties.

Regional/Massachusetts Coastway

The National Park Service considered and rejected a proposal that would thematically and programmatically link a number of related coastal sites and museums in Massachusetts, Rhode Island, and Connecticut. The proposal would have created a relationship between New Bedford and various maritime-related sites that would have formalized cross-marketing and programming opportunities over the long term. At this time, there is little local support for the proposal; however, the National Park Service will continue to explore ways to forge thematic links with other regional coastal and maritime-related sites.



HIGHLIGHTS OF MANAGEMENT OPTIONS

	Option 1 Facilitating Stewardship (Alternative)	Option 2 Fostering Stewardship (The Proposed Option)	Option 3 Leading Stewardship (Alternative)
Concept/ The National Park Service Role	The National Park Service would act as facilitator to the park's partners.	The National Park Service would share responsibility for resource management with the park's partners.	The National Park Service would assume primary responsibility for the park's management.
Interpretive, Education, and Visitor Services	The primary role of the National Park Service would be to bring the park to a national audience via National Park Service publications. The National Park Service would also: ▀ Maintain a visitor orientation center answering the questions who? what? when? and why? about the park. ▀ Facilitate and participate in park Partner's programs. ▀ Upgrade and expand the present system of interpretive wayside panels.	The National Park Service would assume all responsibilities under Option 1 and: ▀ Help develop an audiovisual program presenting the story of whaling. ▀ Sponsor more visitor programming plus educational outreach. ▀ Take the lead, working with park partners, in rehabilitating or leasing a historic district building for use as classrooms and program space. ▀ Support development of Artist in Residence program in collaboration with park partners.	The National Park Service would assume all responsibilities under Options 1 and 2 and: ▀ Have National Park Service staff offer programs at partner sites. ▀ Seek the donation of Bourne Counting House for rehabilitation as a waterfront education center. ▀ Create a temporary, seasonal structure on State Pier, to be used as a sheltered space for concerts, special events, and other programs.
Resource Protection/Built Environment	The National Park Service resource protection priorities would emphasize "mission essential" buildings and landscape features. The National Park Service would also: ▀ Offer technical assistance emphasizing research, design, and technical advice. ▀ Seek to serve in an advisory capacity as a nonvoting member of the historical commission.	The National Park Service would assume all responsibilities under Option 1 and: ▀ Actively seek and hold facade and preservation easements. ▀ Sponsor preservation demonstration projects. ▀ Sponsor a restoration matching grant program for mission essential buildings and landscape. ▀ Sponsor technical training in fields of resource management and historic preservation. ▀ Seek to serve as a voting member of the historical commission. (Implemented 2001)	The National Park Service would assume all responsibilities under Options 1 and 2 and: ▀ Encourage the creation by special state legislative act of a new historical commission with expanded authorities.¹

¹ A special act historical commission would be able to address a broader range of design issues than just those related to structures under M.G.L. Ch. 40C, including landscape, signage, and street furnishings. The creation of the special act commission would require legislative action at the state and local levels.



HIGHLIGHTS OF MANAGEMENT OPTIONS

	Option 1 Facilitating Stewardship (Alternative)	Option 2 Fostering Stewardship (The Proposed Option)	Option 3 Leading Stewardship (Alternative)
Resource Protection/ Collections	National Park Service collection priorities would emphasize accessibility, climate-controlled storage, and conservation. The National Park Service would also: ▶ Work with partners to develop a collections management plan.	The National Park Service would assume all responsibilities under Option 1 and: ▶ Work with partners to develop a universal finding aid for park-related collections. ▶ Include a collections management professional on park staff to provide technical assistance and advice to partners on the care of collections.	The National Park Service would assume all responsibilities under Options 1 and 2 and: ▶ Redevelop an existing building for use as a combined collections storage facility.
Park Operations	National Park Service rangers would staff the visitor orientation center. The National Park Service would also: ▶ Maintain administrative offices at the visitor orientation center and the US Custom House.	The National Park Service would assume all responsibilities under Option 1 and: ▶ Expand the number of NPS rangers in the park. ▶ Expand the park staff to include team of resource management experts available to advise park partners. ▶ Expand administrative office space into another building within historic district.	The National Park Service would assume all responsibilities under Options 1 and 2 and: ▶ Increase National Park Service ranger presence parkwide. ▶ Expand park staff to include team of resource management experts available to provide hands-on support to park partners. ▶ Expand National Park Service management responsibilities to include the Wharfinger Building and the Bourne Counting House.
Parking, Circulation, and Access	The National Park Service would make the visitor orientation center wheelchair accessible and would provide technical assistance to park partners who wish to make their facilities wheelchair accessible. The National Park Service would also: ▶ Work with the city on the redesign of Route 18. ▶ Work with the city to make pedestrian circulation easier and safer. ▶ Identify the Elm Street garage as the primary visitor parking area.	The National Park Service would assume all responsibilities under Option 1 and: ▶ Work with the city to develop a visitor parking plan for the park. ▶ Encourage the city to limit or prohibit parking on the most historically evocative streets; for example, Johnny Cake Hill and Centre Street. ▶ Work with the city to expand shuttle service to include the waterfront during the visitor season.	The National Park Service would assume all responsibilities under Options 1 and 2.

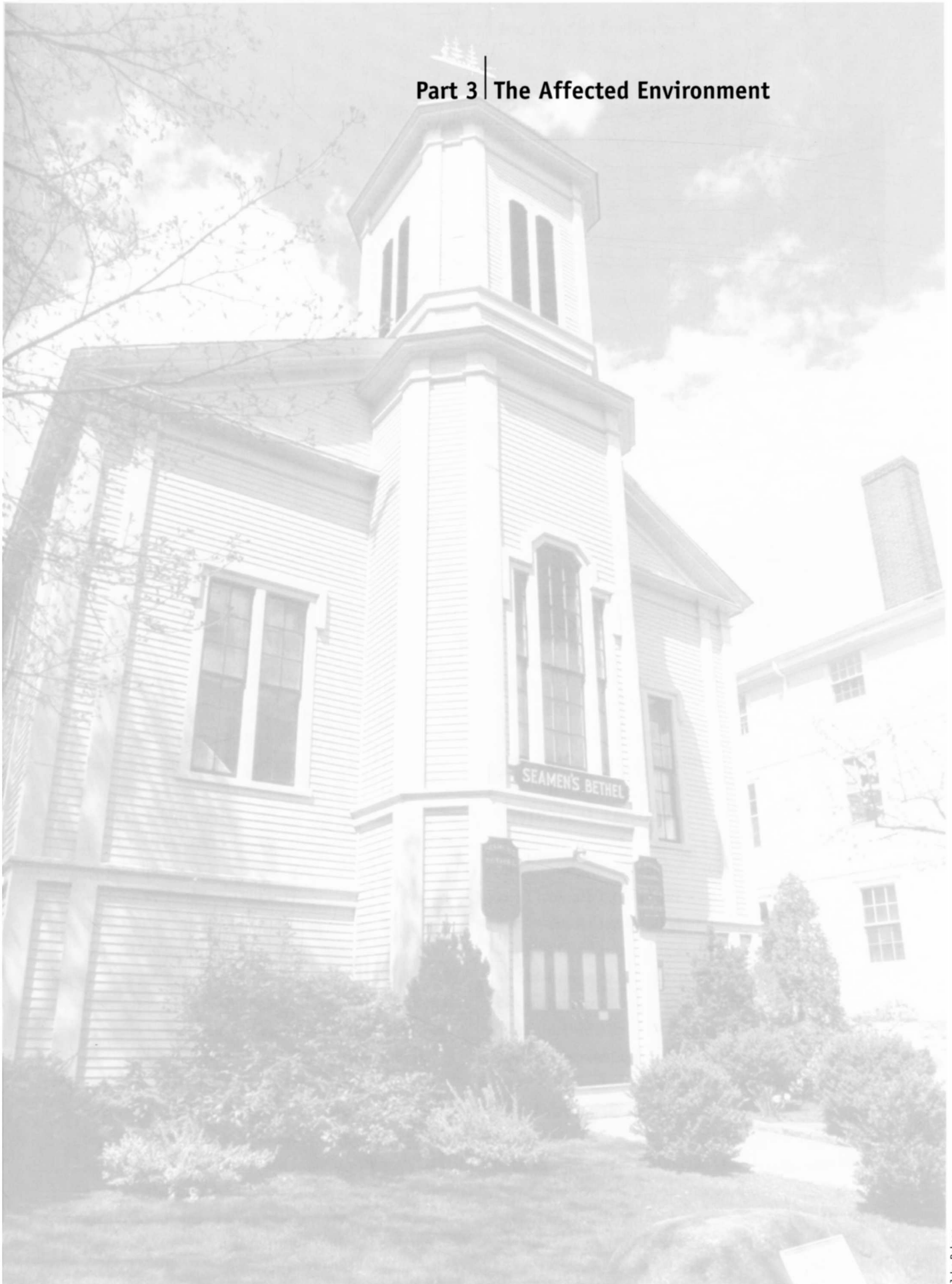


Description of the Proposed Management Option and Two Alternatives

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	Option 1 Facilitating Stewardship (Alternative)	Option 2 Fostering Stewardship (The Proposed Option)	Option 3 Leading Stewardship (Alternative)
Boundary	No physical change proposed.	No physical change proposed.	The National Park Service would extend the park boundary to the west side of Acushnet Avenue between Elm and Union Streets, and would name the Wharfinger Building and the Bourne Counting House as being within the park boundary.
Legislation	None required.	The National Park Service would seek authority to provide preservation and interpretive technical assistance to the Nathan and Polly Johnson House and the Baker-Robinson Whale Oil Refinery (similar to the Rotch-Jones-Duff House). The National Park Service would seek authority to accept the donation of properties or interests in properties for historic preservation purposes. The National Park Service would also seek an increase in its development ceiling to address costs associated with implementation of general management plan.	The National Park Service would propose all changes in Option 2.
Costs	Operations \$720,000 Research \$800,000 Planning \$110,000 Construction (gross) \$2.0 million	Operations \$1.4 million Research \$900,000 Planning \$300,000 Construction (gross) \$7.0 million	Operations \$2.1 million Research \$800,000 Planning \$300,000 Construction (gross) \$14.3 million

Part 3 | The Affected Environment



Seamen's Bethel



Larry Lowenthal

Rotch-Jones-Duff House and Garden Museum

INTRODUCTION

“Affected environment” is a term employed to describe the area(s) that would be affected or created by the management options that are under consideration in this final general management plan/environmental impact statement. This section describes existing conditions within the park and adjacent areas, but places special emphasis on those subjects (such as historic structures and visitor services) that are most likely to be affected by the proposals described in the management options.

For the purposes of this final GMP/EIS, this section addresses historic context, cultural resources, interpretation, education, visitor services, and socioeconomic conditions. As noted in Part One, a number of impact topics were eliminated from further analysis because they were not affected by the proposed management options. The topics eliminated from further analysis include: air quality, soils, floodplains, topography, water resources, threatened and endangered species, vegetation/wildlife/aquatic life and wetlands, prime or unique

farmlands, and socially or economically disadvantaged populations.

THE CULTURAL ENVIRONMENT

HISTORICAL CONTEXT

The area called “Acushnea” or “Cushnea” by the Wampanoags was included within the boundaries of the Plymouth Colony but remained free of European settlement for nearly 50 years after initial contact. The lands of Old Dartmouth, as the township incorporated in 1664 came to be known, encompassed the present Massachusetts towns of Dartmouth, Westport, New Bedford, Fairhaven, and Acushnet. The Wampanoag nation’s ancestral territory encompassed all of southeastern Massachusetts, Cape Cod, and the islands of Martha’s Vineyard and Nantucket.

The extensive tract of land called Old Dartmouth was purchased from the Wampanoag sachem Ousamequin (called Massasoit) and his son, Wamsutta, in 1652 by some members of the Plymouth Colony. Following King



Philip's War (1675–1676) and the loss of their leader Metacomet (known to European settlers as King Philip), much of the Wampanoag population dispersed. Although a small number of Wampanoag people remained, by 1690 Old Dartmouth's population consisted largely of Quakers, who began to settle along the shores of the Acushnet River early the following century.

At the middle of the 18th century, the township of Old Dartmouth remained an aggregate of small hamlets and scattered farmsteads. In 1755, the lands now occupied by New Bedford were still largely forested, and the few farmhouses in the area remained some distance from the river.

Around 1760 Joseph Russell III, regarded as the city's founder, drew up a plan for a village on the lower portion of his property near the western shore of the Acushnet River. Commercial and residential development followed, and by 1766 the land north of Union Street as far west as present Acushnet Avenue had been parceled and sold.

The catalyst for town development was the early whaling industry. Early English settlers had learned techniques of drift whaling from American Indians¹ and had engaged in coastal whaling since the 1690s. The American Indians of coastal New England, particularly the Wampanoag, continued their participation New Bedford's whaling industry until its collapse in the 1920's.

Nantucket emerged as the early leader in the industry. Accidental discovery of sperm whales by a Nantucket whaler in the early 1700s extended the range of whaling. Russell had engaged in whaling as early as 1755.

In May 1765 Joseph Rotch, a leading Nantucket whaling merchant, purchased a large plot from Russell and began the gradual transfer of his family's activities to Old Dartmouth. Rotch and Russell took advantage of the deep harbor, something Nantucket lacked but which had become essential as longer voyages and on-board processing demanded larger vessels. Joseph Rotch is credited with providing the capital and expertise that led to the rapid development and remarkable success of the whaling industry and, consequently, the burgeoning growth of the village. The Rotch purchase encompasses the present northern half of the national historical park. Many artisans, tradespeople, and mariners had accompanied the transfer of the firm of Joseph Rotch to the shores of Acushnet in 1769. Bedford village, named by Rotch as a compliment to Joseph Russell (who shared the surname of the Duke of Bedford), grew with this influx of Nantucket whalers. Rotch launched the first locally built whaling vessel from Fairhaven in 1767, introducing a fleet of larger vessels that ranged farther offshore for longer periods of time and initiating a lucrative shipbuilding industry that complemented Bedford's whale fishery. By 1775 there were close to 75 vessels and one thousand seamen engaged in the town's flourishing maritime industries. In 1777 Bedford's whaling expeditions reached the West Indies, the Gulf of Mexico, and the northeastern coast of South America.

At the beginning of the American War for Independence, commercial and residential buildings were intermingled along Union Street, although whaling-related industries and commerce were located closer to the waterfront and along Water Street, within one-quarter mile of Union Street. From the outset of the American colonies' struggle for independence, Bedford village suffered enormous financial losses. Wartime conditions caused a steady decline in the village's maritime economy, and the devastation of both the village and the whaling industry by a British invasion on September 5, 1778,

¹ The Aquinnah Wampanoag retain their aboriginal rights to any drift whales that beach along or near the shores of Neope (Martha's Vineyard).



was catastrophic. At the end of the War for Independence in 1783, Bedford village began a rapid recovery. The town of New Bedford was established as an independent municipality in 1787.

By the 1830s whaling had become almost exclusively an American industry, largely through the efforts of New Bedford agents, and in particular of Joseph and William Rotch, Sr. The voyage of the *Rebecca* from 1791 to 1793 initiated New Bedford's penetration of the Pacific whaling grounds. By the early 19th century, the Four Corners (Union and Water Streets) had become the commercial nexus of the town, and remained so during the heyday of whaling.

On the eve of the war with England in 1812, New Bedford was a thriving maritime town. Many of the substantial and pleasant residences and fine, expansive gardens of New Bedford's leading merchant families stood within blocks of the waterfront, among shops and artisan's dwellings. In 1800 the three individuals estimated to have a net worth in excess of \$100,000 — William Rotch; his son, William; and son-in-law Samuel Rodman — resided in mansions that clearly proclaimed the social differentiation of New Bedford's political economy.

The War of 1812 effectively closed the whale oil market, and New Bedford's maritime industries idled, ending most employment opportunities for the town's artisan and seafaring population. For the Rotches and others of New Bedford's whaling elite, the declaration of peace in 1815 ushered in a period of unbridled growth.

In 1823 New Bedford's whaling fleet equaled that of the town's closest competitor, Nantucket, in tonnage. By 1830 New Bedford's fleet of 120 vessels was nearly twice the size of Nantucket's whaling flotilla, imported nearly 85,000 barrels of whale oil, and supported 10 local spermaceti factories. At the close of the decade

New Bedford had replaced Nantucket as the nation's preeminent whaling center, employing nearly 10,000 workers in an industry capitalized at over \$12 million. New Bedford's whale products were in use up and down the Atlantic coast and were the chief source of illuminants to federal lighthouses. Such a flourishing business brought prosperity for the town's inhabitants. The population of New Bedford increased more than sevenfold between 1800 and 1830, and doubled again by 1845. Every branch of the maritime industries connected with the fitting out of whaling ships was in full operation along the waterfront: shipyards, bakers, coopers, oil refineries, caulkers, ropewalks, carpenters, sailmakers, riggers, shipwrights, outfitters, marine insurance companies, and banks. It was around this time that Lewis Temple, an African American blacksmith working in New Bedford, developed a harpoon with a toggling head that was less likely to be pulled out of the whale than other kinds of harpoons. This dramatically improved the success of the hunt.

The enterprising nature of New Bedford's mostly Quaker elite, whose entrepreneurial spirit firmly embraced the whaling industry, directed the early development of the town. The precipitous growth of whaling in New Bedford following the War of 1812 created an increased concentration of wealth among the prominent Quaker families and a growing rift between the merchant and working classes. This emerging hierarchy of wealth took geographic form in a new spatial configuration of class difference. During the 1820s a theological schism within the Society of Friends drove many of New Bedford's Quaker families into the Congregational and Unitarian churches, relaxing the constraints on luxurious living that the Friends' discipline had imposed.

In 1847 New Bedford's residents recognized the untenable nature of their town government, due to the chronic absence of many of the town's legal voters and adopted



a city charter. The new municipality's motto, *Lucem Diffundo* ("We diffuse light") gave evidence of the heady enthusiasm with which New Bedford's residents pursued the building of a prosperous and attractive city. Beginning in 1853 steamer service provided direct shipping from New Bedford's wharves to the whale oil market in New York City.

New Bedford's prosperity and the citizenry's tenacious claim to the waterfront were reflected in new public structures. Fashioned in Greek Revival style and constructed mostly of stone, New Bedford's public buildings were calculated expressions of austere monumentality and permanence. Among the public and commercial buildings constructed during New Bedford's period of civic improvement were a custom house, a courthouse, 10 schools, 20 oil and spermaceti processing plants, and four banks. The area encompassed within the current national historical park became more business-oriented and less residential, but remained the core of the city's maritime-related activity during the peak of the whaling era.

The financial panic of 1857 cut short prosperity's triumphant reign, and the high prices of oil began a steady decline. In part, the very success of New Bedford's whaling endeavors carried the seeds of its demise. As whaling ships traveled longer distances and their quarry became increasingly rare, the price of whaling products rose, spurring a search for alternatives. The discovery of petroleum in Pennsylvania in 1859 signaled the beginning of the end. Kerosene quickly supplanted whale oil, further depressing the sperm oil market.

As the stock of commercially valuable whales declined, the pursuit of them extended farther and became more relentless. A whaling captain first passed through the Bering Strait in 1848. In the Arctic, whalers discovered a new species, the bowhead, the last remaining intact population of commercial whales. Here the final stage of the

drama of Yankee whaling was played out. As whalers pursued the bowheads deeper into the Arctic, the shortness of the ice-free season forced them to set up year-round bases on shore. Whalers adopted native methods, but used them with modern technology; and these contacts, in turn, had an enormous impact on the native population.

Bowheads were a source of whalebone, or *baleen*, and during the last three decades of the 19th century this market kept New Bedford whalers afloat. Due to its strength and flexibility, baleen was used in a wide variety of consumer products. Baleen prices continued to rise long after the demand for the industry's other products had declined. However, the development of alternative materials, coupled with changes in consumer tastes, led to the collapse of the baleen market in the early 20th century.

Technological innovations added to New Bedford's litany of troubles. The completion of a transcontinental railroad in 1869 expedited the distribution of whaling products, thereby making it possible for San Francisco to serve as a homeport, but also obviating the need for the return of the Arctic fleet to New Bedford. By 1874, most whaling vessels owned by New Bedford interests were based in San Francisco. This transition to the Pacific represented a tremendous loss to New Bedford's maritime support industries. Steam-powered vessels put competitive pressure on wind-driven whalers, and factory ships, which allowed crews to process whale products at sea, reduced the fleet's dependence on its home port.

While the number of New Bedford whaling vessels had begun to decline around 1860, the destruction of a substantial portion of the fleet in a series of disasters over the next two decades dealt the industry a blow from which it did not recover. During the Civil War, Confederate privateers destroyed 28 New Bedford ships. Forty other whaling ships were scuttled in Charleston and Savannah harbors in a failed Union attempt to blockade the ports.



Another 32 ships were lost in 1871 when crews were forced to abandon the ice-bound Arctic fleet. A similar disaster in 1876 claimed 13 more ships. By 1897, New Bedford's whaling fleet had dwindled to 19 ships and barks, one brig, and 12 schooners. The industry's lingering denouement came to an end in 1924, when the *Wanderer*, the last whaling ship to be fitted out in New Bedford, sank off Cuttyhunk Island. Americans did not participate significantly in the industrial-style whaling that continues to this day.

Beginning with the opening of Wamsutta Mills in 1849, textile manufacturing supplanted whaling as New Bedford's premier industry. The two Arctic disasters directed most of New Bedford's whaling capital to the rising textile industry. In the last decade of the century, New Bedford ranked third in the number of spindles in operation in cotton manufacture in the United States, trailing only Fall River and Lowell, Massachusetts. Two massive mill districts, in the North End and the South End, framed the increasingly neglected waterfront district. During the textile era the orientation of commercial activity changed such that Union Street and the Four Corners lost importance.

The industrialization of New Bedford drastically transformed the social fabric of the community. Between 1870 and 1880 the city's population increased by 26 percent, largely due to the influx of immigrants who came to work in textile mills. By 1920 the Portuguese had become New Bedford's largest ethnic group; large communities of French Canadians, Cape Verdeans, West Indians, Irish, and Poles also were present. Some of those groups, especially the Cape Verdeans, West Indians and the Portuguese, had initially come to New Bedford to participate in maritime trades. New Bedford's harbor remained vital to the city's economic life, but bales of cotton had replaced the casks of whale oil that once crowded the wharves. The diminishing importance of

the waterfront in the daily lives of New Bedford's residents was reflected in the content and character of its commercial neighborhoods which descended into a state of decline and were less oriented toward supporting waterfront industry.

New Bedford whaling faded into a mythic past, as demonstrated by the establishment of the New Bedford Whaling Museum in 1903. The prosperity of the city's textile industry during World War I spurred further development along the waterfront, notably the construction of State Pier in 1916. However, a precipitous decline of textile manufacturing in New England began in the mid-1920s. Although many industrial buildings were abandoned, the wharves realized a new lease on life with the emergence of commercial fishing in 1909. Severe damage by hurricanes in 1938 and 1954 led to construction of a hurricane barrier in the early 1960s. Additional improvements to the harbor in the 1960s made New Bedford a premier east coast fishing port.

By the mid-20th century the severe decline of the waterfront district was unmistakable. In 1958 the Museum Committee of the Old Dartmouth Historical Society commissioned a feasibility study for the restoration of the neighborhood. The study laid the foundations for the formation of a community preservation effort. In 1962 a number of committee members formed the Waterfront Historic Area League (WHALE), a nonprofit corporation dedicated to historic preservation and the restoration of a working waterfront. WHALE succeeded in diverting a new highway, Route 18, thereby sparing several historic buildings. However, this success was a mixed blessing, as the new highway, once constructed, separated the waterfront historic district from the waterfront and destroyed much of the infrastructure of New Bedford's whaling past. Such devastating losses spurred WHALE toward a more aggressive program, with the acquisition, renovation, and resale of endangered buildings.



New Bedford's preservation community searched for additional support for the continued rehabilitation and management of the historic district. In 1988 the Massachusetts Department of Environmental Management expressed its intention to add New Bedford to the Heritage State Park system. When an economic recession stalled development during the early 1990s, the Citizens Advisory Committee began to advocate establishment of a national park in New Bedford. A Special Resource Study completed by the National Park Service in 1994 provided the basis for the establishment of a national park.

CULTURAL RESOURCES

One of the distinguishing characteristics of New Bedford, and a major factor in its designation as a national park, is the extent and diversity of its cultural resources, which are outstanding in several categories.

Although the component parts—historic landscape, structures, collections, ethnography, archeology—are described separately in the sections that follow, it is important to acknowledge each of their contributions to the whole. This is particularly true when considering the relationship between structures and the landscape in the historic district at the heart of the park. Maintaining the overall streetscape — including elements such as *scale* and *massing* (size and proportion, respectively) of buildings, as well as materials (granite, brick, and wood, for example)—is vital to retaining the sense of place that is currently so prominent and powerful in the historic district.

Although the park itself is a national historic district and is listed on the National Register of Historic Places, within the park boundary there are two different types of designated historic districts. One is the federally designated national historic landmark district. The other is the state-recognized local historic district, also referred to as a Chapter 40C district under the General Laws of Massa-

chusetts (M.G.L.). The boundaries of these two districts are very similar, but vary somewhat, most notably in the area to the south of Commercial Street, north of Elm Street, and east of Front Street.

Although each of the two designations implies different responsibilities and opportunities, their purposes are very similar: the preservation of historic resources. The national historic landmark designation recognizes the national significance of the district and makes the district eligible for technical assistance and grants through the National Park Service's Landmarks Program. The federal government has no local authority over the use and alteration of historic resources within a national historic landmark district unless federal funds are expended or other federal involvement is approved, as required under section 106 of the National Historic Preservation Act of 1966, as amended.

Under M.G.L. Chapter 40C, the state provides a vehicle for local communities to designate local historic districts and to create local historical commissions. The local historical commission has the authority to monitor and regulate the alteration of historic structures within a historic district. The complete text of M.G.L. Chapter 40C appears in Appendix G. This local authority makes the historical commission and the Chapter 40C district particularly significant to the protection of historic resources within the park and the national historic landmark district boundaries. Making the boundaries of the Chapter 40C district congruent with the national historical park's boundaries (completed in 2001) will facilitate the overall protection of the park's historical resources.

Furthermore, the city of New Bedford has been designated a certified local government through a program sponsored by the National Park Service. Through this program, the National Park Service makes funds available to certified local governments through each state



historic preservation office (SHPO). The program makes grants to communities on a competitive basis for a wide array of preservation projects.

Structures and Sites

In support of the planning process, the National Park Service's Northeast Cultural Resources Center prepared an inventory and conditions assessment of all existing structures associated with the park. The inventory included more than 80 structures and evaluated their exterior condition. The inventory team applied the Massachusetts Historical Commission's standards for evaluating building conditions, which use the following definitions.

Excellent: a building that has been restored, extensively rehabilitated, or is of recent construction.

Good: a building that has been well maintained, is without visible deterioration, and has historic integrity.

Fair: a building that has not been well maintained, is in need of maintenance or repair, has visible alterations or application of artificial siding, or has lost some of its historic integrity.

Deteriorated: similar to *poor*, a building that is visibly in need of major repairs, has signs of structural failure or damage, has been abandoned, or has lost much of its historic integrity.

Ruins: a building having extensive structural damage or collapse, with loss of roof or walls, allowing exposure to the elements, but with some walls or structural elements still standing.

Among the structures surveyed for this project, 25 percent were considered to be in excellent condition and 33 percent were considered to be in good condition. Forty percent were considered to be in fair condition and 2 percent of the buildings surveyed were considered to be deteriorated or in ruins. A copy of the *Historic Architecture Inventory and Conditions Assessment Report* is on file at the park's administrative offices.

A list of the buildings inventoried for this report may be found in Appendix H.

Historic District

The New Bedford Historic District (now referred to as the Waterfront Historic District to distinguish it from districts that have been designated subsequently) encompasses more than 11 city blocks. The district contains a number of structures that are described in the National Register nomination as "significant examples of the architectural types to be found in the commercial district of a major New England seaport of the 1810-1855 period." Despite losses and later intrusions, this compact and cohesive district is able to represent the variety of structures and functions that served or depended upon the whaling industry. Several structures within the district are individually distinguished and were specifically acknowledged in the National Register's nomination of the district as a national historic landmark district. These individual structures, along with those named in the park's enabling legislation, have been defined as "mission essential" structures: structures singled out as being of particular importance to carrying out the park's mission. The list of "mission essential" structures is subject to change pending the completion of an up-to-date, park-wide national register nomination.

Mission Essential Structures

United States Custom House (37 North Second Street) This is an imposing two-story, five-bay granite structure with a low-hipped roof and a projecting portico with a roof pediment supported by four Doric granite columns. Completed in 1836, the building was designed by Robert Mills, architect of the Washington Monument and designer of several other custom houses for the government. An outstanding example of a Greek Revival public building, the Custom House testifies to the economic importance of New Bedford at its peak and illustrates the registration and record-keeping aspects of



whaling and whaling's contribution to government revenues. The Custom House is largely intact in appearance and continues to carry out its original function. The building is individually listed in the National Register as a National Historic Landmark.

Benjamin Rodman House (50 North Second Street)

This Federal-style mansion, built about 1825 and sometimes called the Rotch-Rodman House, exemplifies how the wealth created by whaling was translated into substantial, commodious residential architecture, yet tempered by restrained Quaker taste. A rare and expensive feature is evidenced on the exterior by the use of smooth ashlar granite on its four elevations. This house was erected when the area near the waterfront was still prime residential territory, before the migration of wealth uphill to the west began in earnest.

New Bedford Institution for Savings (33 William Street) Designed by Clifton A. Hall (previously attributed to Russell Warren) and erected between 1853 and 1854, this one-story structure is largely in the Greek Revival style, with Italian Renaissance Revival features and a brownstone front and brick sides and rear. An addition was built in 1874 and enlarged again in 1905. With the Double Bank, this building conveys the commercial aspects of whaling and gives a sense of the economic impact of the industry. Later serving as a courthouse and subsequently occupied by various commercial functions, this building now functions as the park visitor center. It is generally in good condition, except for some deterioration of brownstone.

Seamen's Bethel (15a Johnny Cake Hill) Described by Melville in *Moby-Dick*, this two-story frame church was built in 1832. It was rebuilt in 1867 after a fire, at which time the front elevation was redesigned with Gothic Revival details and the present tower was added. Everything about this structure, in which worship services are still offered,

reminds one of the sea and its dangers. In *Moby-Dick*, Melville wrote about the chapel's marble memorials (*cenotaphs*) to sailors lost at sea. With the adjacent Mariners' Home, this building connects Americans with the lives of ordinary seamen, as well as with an early humanitarian effort and with concerns about maintaining a safe and orderly downtown environment.

Mariners' Home (15b Johnny Cake Hill) Built around 1787 to 1790 as the residence of merchant William Rotch, Jr., this three-story structure was moved from its original location at William and North Water streets in 1850. It is a Federal-style building with clapboard front, painted brick ends, and hipped roof. Shortly after its relocation, the house became the Port Society's Mariners' Home and began offering safe, morally upright, clean lodging to visiting sailors, a use continuing to the present. It thus represents the lives and concerns of ordinary seamen, as well as the effort of New Bedford's commercial elite to retain the downtown as a secure and pleasant area, even after they had largely abandoned it as a residential district.

Whaling Museum Complex (18 Johnny Cake Hill/North Water Street) Officially known as the Old Dartmouth Historical Society, the main building of the complex is considered significant for its Georgian Revival-style architecture, as well as its collections. The complex consists of a cluster of 19th- and 20th-century buildings and additions linked using compatible materials. The complex encompasses the Bourne Building (1915-1916), the National Bank of Commerce (1883), the Eben Hirst Building (approximately 1822-1824), and a series of more contemporary additions. The well-known Boston architectural firm of Peabody and Stearns designed the National Bank of Commerce.

Double Bank (60 North Water Street) Built between 1831 and 1833 from designs by Russell Warren in the Greek Revival Ionic temple style, the steps, foundation,



and front wall are of smooth, ashlar granite blocks, with the remainder of brick. The portico, supported by eight wooden columns and an interior wall, divides this “temple of finance” into halves. The Merchants and the Mechanics Banks jointly employed Warren, but the two halves were constructed under different contracts. The building appears to retain much of its original character and remains as a significant Greek-revival design by one of the foremost architects of the period.

Rodman Candleworks (72 North Water Street) Built around 1810 to 1820, this three-story, Federal, commercial-style building was constructed of granite rubble stone and stuccoed and scored to simulate stone ashlar. Samuel Rodman, Sr., the original owner, had married a daughter of William Rotch, Sr.; the building thus testifies to the dominance of a small circle of Quaker entrepreneurs in the early history of New Bedford whaling. Built for the manufacture of spermaceti candles, it was the city’s first candle works and remained under Rodman family ownership until 1890, exemplifying the diverse economic activity and employment derived from whaling.

Bourne Counting House (Merrill’s Wharf) Built in 1847-1848 and extensively rehabilitated in recent years, this commercial structure connects Americans to New Bedford’s whaling heyday. A massive three-and-one-half-story granite block structure, it was noticeably altered in the 1970s by raising the attic roof to create large glass dormers. It was earlier the office of Jonathan Bourne, the most important owner of whaling ships in his day and a prominent, early investor in textiles. His career symbolizes the transfer of wealth derived from whaling to other investments. Bourne was also a prominent local political leader.

Wharfinger Building (Pier 3) This small, classical style structure was built in 1934 under a federal Works Progress Administration (WPA) project. The term “wharfinger” means the owner or manager of a commercial wharf.

In 1942 the one-story west wing of the building was added and served as the New Bedford fish auction house until 1985. The building now serves as the city’s Waterfront Visitor Center and the New Bedford Office of Tourism.

Schooner Ernestina The schooner *Ernestina* (formerly the *Effie M. Morrissey*) is a national historic landmark and is included in the United States national historic landmark maritime heritage theme study. Built in 1894, the 112-foot vessel is described as one of two of the “oldest surviving Grand Banks fishing schooner, the only surviving 19th-century Essex-built fishing schooners, and one of two remaining examples of the Fredonia-style schooner. It is also one of only two sailing Arctic exploration vessels left afloat in the United States.” Though not built at New Bedford and not a whaling vessel, in an odd and unplanned way the *Ernestina* embodies the several ages of New Bedford maritime history. In its original manifestation as a fishing vessel, it pursued the same quarry, in much the same geographical area, as the present fishing fleet. As an Arctic explorer it ventured into the forbidding regions once frequented by whalers and recalls the contribution to Arctic exploration made by the whaling fleet. Finally, in its last active career, the *Ernestina* participated directly in immigration and maintained the personal links with the Cape Verde Islands that had been forged during the whaling era.

Rotch-Jones-Duff House and Garden Museum (396 County Street) This house and formal gardens are the best surviving examples of the “brave houses and flowery gardens” described in *Moby-Dick*. Occupying an entire city block, it is the only remaining whaling-era estate found in the city of New Bedford. Built in 1834 and attributed to the master architect Richard Upjohn, it is an outstanding example of the Greek Revival style. Much of the history of New Bedford’s whaling fortunes



is visible at this site. The wood-frame house is largely intact, while the grounds reflect a rich tradition in American horticulture.

Structures and Sites Proposed as Additions to the Park

In addition to those structures currently named in the park enabling legislation, an additional two sites may be added in accordance with recommendations made under Options 2 and 3 of this GMP. Should they be added, these structures would be considered essential to the mission of the park. They are:

Baker/Robinson Whale Oil Refinery Building (144 South Water Street Ext.) This structure is one of the few remaining whale oil refinery buildings in the United States. The original two-and-one-half-story Greek Revival, commercial-style building was constructed around 1845 by George T. Baker using large granite blocks. In 1858 the refinery was sold to Edward M. Robinson of W.A. Robinson and Co., which continued to do business at this facility until the close of the 1920s. From historic accounts and Sanborn Insurance maps, it is clear that this structure was part of a larger industrial complex dedicated to refining whale oil and manufacturing spermaceti candles. According to Patty Jo Rice, Ph.D., a historic preservation specialist who was consulted about the site, the Baker-Robinson Manufactory site is perhaps the only remaining early-American candle works building that has not been extensively rehabilitated. Furthermore, Dr. Rice notes that the Baker-Robinson Candleworks site provides the greatest potential to date of identifying the interior arrangement of a typical American spermaceti works. Properly documented, preserved and interpreted, it would be the only site of its type in the United States.

Nathan and Polly Johnson House (21 Seventh Street)

This dwelling, the former home of Nathan and Mary “Polly” Johnson, consists of two attached wood-frame structures. The front half is a modest, two-and-one-half-story, three-bay Greek Revival gable house, built around 1830-1840 with its principal front facing Seventh Street. The rear two-story ell was apparently built earlier than the front, and probably dates from about 1800; it retains some interior and exterior Federal-style details. The property was not only the first New Bedford home of the famed fugitive Frederick Douglass after his 1838 escape from slavery, but it is the only one of Douglass’ three New Bedford residences that survives. The Johnsons were local African-American merchants who ran a confectionery and a catering business from properties nearby their home on Seventh Street. The site was designated a national historic landmark in March 2000.

Cultural Landscape

The National Register documentation for the New Bedford Waterfront Historic District was prepared before the concepts of cultural landscapes had been defined. As a result, the nomination does not adequately describe landscape characteristics and features that should be recognized as contributing to the significance and integrity of the district. In an effort to remedy this deficiency, the NPS Olmsted Center for Landscape Preservation prepared a Cultural Landscape Report for the national historical park.

Based on an evaluation of integrity using the seven criteria employed by the National Register (*location, design, setting, materials, workmanship, feeling, and association*), the report concluded that the park “appears to have retained a moderate degree of integrity as a whaling landscape. In spite of many changes to the historic landscape during the course of two centuries of industrial development and neglect, portions of the [park] successfully convey a sense of past time and place. In particular, the waterfront



area maintains its romantic connection to the 19th-century whaling industry.”

The primary factor in defining the spatial organization of the park is the street pattern, coupled with the structures lining each street. The existing street pattern is an orthogonal grid that evolved in the late 18th and early 19th centuries. The blocks in the center of the park are smaller, providing an intimate scale to the streetscape. This scale is violated in many instances by the intrusion of large 20th-century commercial buildings.

Several openings in the building fabric (vacant lots) are scattered throughout the park where buildings have been moved or demolished; some of these lots now serve as surface parking lots. And some, planted with ornamental plant material, serve as small, contemporary pocket parks. A small, contemporary urban plaza was developed and dedicated in 1998 to commemorate the 54th Massachusetts Volunteer Regiment. The memorial plaza is located at the southeast corner of the intersection of Acushnet Avenue and William Street and abuts the Custom House. The 54th Massachusetts Volunteer Regiment was composed of African-Americans (many of whom came from New Bedford) who fought bravely for the Union Army during the Civil War.

As a result of changes in use over the years from grittier waterfront support industries to professional offices, retail, and residential uses, neighborhood beautification has been emphasized in recent decades, resulting in the planting of ornamental trees and the placement of flower planters and benches. Preliminary research suggests that the mostly deciduous material does not accurately reflect the park’s historic character.

Key viewsheds in the park remain in some locations. Views east to the river from Water Street are some of the most historically important, and though compromised

by Route 18, still suggest the waterfront’s importance to New Bedford. Vegetation alters the views down many of the streets in the park. Historically, views to the water were mostly unobstructed, as there was not the amount of planting that currently exists.

Within New Bedford Whaling National Historical Park, the streets and sidewalks are constructed with a limited variety of materials. These include granite, brick, flagstone, cobble, and asphalt. Belgian blocks also serve a variety of uses in the park. For instance, most streets are paved with Belgian block in a running bond pattern, as are the curb cuts for parking lot and driveway entrances. Belgian blocks are also used to pave tree pits. All curbstone is granite and provides an edge to the sidewalk.

In some locations, oblong granite blocks are set into the surface of the sidewalk or roadbed. These granite runners, or *pavers*, originally provided a smoother surface for the movement of goods between the waterfront and the storage and business facilities in town.

The modern flagstone panels (pavers), that constitute the majority of paving material used in the park’s sidewalks and crosswalks are of Kentucky bluestone and have a flaked, sedimentary appearance. In the core of this historic district concrete has been used to repair sections of damaged or broken flagstone in both sidewalks and crosswalks. However, original flagstone panels (pavers) remain in certain areas, such as in front of the Double Bank, and they should be preserved. Bricks are used primarily as ornamental paving material for sidewalks; not intended as a walking surface, they frequently form borders for the flagstone panels.

Archeological Resources

As part of the planning process, National Park Service archeologists conducted a reconnaissance survey to identify and evaluate potential archeological resources in the historical



park and related areas. The findings were based on documentary sources and can be confirmed only by actual testing; however, the report suggests that New Bedford may contain more important archeological resources than might be expected, considering that it has been an intensively developed urban area for more than two centuries.

The potential archeological evidence likely ranges from residential and domestic sites through small manufacturing and raw material processing to financial activities, although, due to the numerous development episodes, stratified deposits that demonstrate the entire chronology of economic change are unlikely to be found. Archeological remains of the early period of processing whale products may exist on either side of Centre Street, under existing parking areas and landscaped surfaces.

Parking areas, such as the lot adjacent to the Rodman Candleworks are likely to contain extensive deposits of construction or demolition debris within historic foundations and basements. The most significant archeological remains may lie in the narrow, intact spaces between historic building sites and in the backs of lots where privies, cisterns, outbuildings, and other trafficked or open spaces existed historically. The highest potential for evidence of prehistoric occupation would also be located in such spaces. Narrow passageways or alleys may offer the only reliable locations for complete stratigraphic sequences.

A notable aspect of the archeological potential of the national historical park is the extent to which the historic waterfront has been filled for purposes of road, railroad, and highway use, and thereby extended toward the east. The original historic shoreline straddled present Route 18. While little of the historic waterfront along the eastern boundary of the park remains above ground, extensive landfill episodes are likely to have preserved significant, intact archeological resources below grade along the

original shoreline. Intact remains, especially of the numerous historic wharves, could complement documentation by providing information about the processing of whaling products, the maintenance and outfitting of the whaling fleet, and details of the everyday life of maritime tradespeople.

In examining the park partner sites, the reconnaissance survey determined that, with its large lot, the Rotch-Jones-Duff House and Garden Museum might contain intact archeological deposits that could provide detailed information about the landscape history of the property. The Merrill's Wharf area also has high potential for intact archeological resources to be contained, both as deep deposits beneath the wharf landfill and as submerged cultural resources representative of maritime activity, as does the Baker-Robinson Whale Oil Refinery site.

Ethnographic Resources

A comprehensive survey has not been performed, but existing information indicates that New Bedford has potentially valuable ethnographic resources. This is a direct consequence of the fact that people involved with the whaling industry are still living in the New Bedford area, and maintain their association with resources connected with the New Bedford whaling industry including its waterfront as well as museum and archival collections associated with park. The schooner *Ernestina* would also be considered an ethnographic resource, due to the vessel's continued association with the Cape Verdean people, both in southeastern Massachusetts and the Cape Verde Islands. Furthermore, the Aquinnah Wampanoag, a federally recognized American Indian tribe, has ties to New Bedford's whaling industry and its waterfront, with several descendants of whalers living in the local area.

The "Faces of Whaling Oral History Project" has been conducted in partnership with the New Bedford Whaling Museum, the New Bedford Historical Society, and the



Azorean Maritime Heritage Society. The project has identified individuals who represent the diversity of cultures that went whaling and collected their stories. The oral histories have been transcribed, archived, and are made available to the public through the library at the New Bedford Whaling Museum. A second phase of the project, “Places of Whaling” will inventory and assess places that were known to support the whaling industry, including rooming houses, groceries, outfitters, and the like. These places are likely to be sites associated with the later period of New Bedford whaling that were identified earlier during the project.

The New Bedford Historical Society was founded to document, preserve, and celebrate the history, legacy and presence of African-Americans, Cape Verdeans, Native Americans, West Indians, and other people of color in New Bedford. A topic of special interest is the traditionally assumed link between maritime activities and the Underground Railroad. An investigation of this relationship, sponsored by the National Park Service, confirmed the existence of historic links between the Underground Railroad and maritime activity, though not strongly with the whaling industry itself.

Descendants of families that were prominent in the 19th-century whaling industry and whose concern with preserving their traditions was expressed in the establishment of the New Bedford Whaling Museum retain their interest in this heritage. The Iñupiat Heritage Center in Barrow, Alaska, is devoted to documenting, preserving, and perpetuating the history, language, and culture of the North Slope; some of which includes important resources—both historic and contemporary—related to whaling. A genealogical study is currently proposed that would explore familial links between native Alaskan and New Bedford families.

Potential exists for valuable oral history interviews to be conducted with Rotch, Jones, or Duff family members, as well as, with gardeners and other employees who worked at the Rotch-Jones-Duff House and Garden Museum. As always, these opportunities should be seized while they still exist. The contemporary fishing industry may have its own associations with the New Bedford waterfront; these, however, largely post-date the whaling era. The New Bedford Whaling Museum has undertaken some important projects documenting New Bedford’s fishing industry and associated groups.

Collections

While the National Park Service will not possess any significant collections, several of the partner institutions associated with the park have outstanding collections, including museum and archival materials. As part of the GMP process, the Northeast Museum Services Center, a unit of the National Park Service Boston Support Office, conducted a collections assessment of six partner institutions in New Bedford. This assessment also made recommendations on collections management issues, such as storage, preservation, and cataloging.

New Bedford Whaling National Historical Park’s enabling legislation states that the National Park Service will “help preserve, protect, and interpret the [park’s] resources, including architecture, setting, and associated archival and museum collections.” Park partners to varying degrees manage the park-related museum collections. Although the New Bedford Whaling Museum employs professional museum staff, most of the partners manage their collections with volunteer curators or with employees who address collections as one of several responsibilities.

Collections at many of the partner institutions are in jeopardy. Storage conditions do not meet professional standards, public access is marginal, at best, at several



locations, and conservation needs have not been assessed. No standardized record keeping or accountability system exists among these organizations. And yet, all partners hope the National Park Service will serve as the catalyst to provide unified guidelines and treatment recommendations to correct any deficiencies.

Currently, no comprehensive assessment of collection management exists for the park. This information is essential for consistent management of all the collections related to the park and for facilitation of current and future research access to the park's resources. Because of the unique legislative mandate that the National Park Service assist with managing collections held by other institutions, a comprehensive approach to all the collections must be developed as soon as possible. This comprehensive approach is addressed in all three management options developed by the planning team.

The New Bedford Whaling Museum/Old Dartmouth Historical Society

The New Bedford Whaling Museum (operated by the Old Dartmouth Historical Society) contains what is undoubtedly one of the world's outstanding collections pertaining to whaling; the collection is noteworthy both for its size and its diversity. The *Lagoda*, a fully-rigged, half-scale model of an actual whaling vessel, is especially notable.

The whaling and maritime portion of the museum collection embraces 550 whaling implements; 800 paintings, prints, and drawings; 45 ship models; 60 half-models; 30 carvings; 2,000 scrimshaw items; 1,200 ethnographic items; 100 navigational instruments; original custom house records; ships' logs; and 20,000 original photographs and negatives. The ethnographic objects are derived predominantly from the Pacific and Arctic regions frequented by whaling voyages.

The museum also holds a local history collection encompassing 1,000 paintings, prints, and drawings; 350 portraits, 150 items of furniture of local provenance; 3,500 locally produced items of glass and silverware; 650 household objects; 350 folk art pieces; 2,000 textile items; and 15,000 original photographs.

Staff estimates that 95 percent of the museum collection is accessioned and 70 percent is cataloged. However, only 20 percent of the collection has been inventoried. Finding aids for the archives would be beneficial.

The New Bedford Free Public Library

This institution has been accumulating special collections material since 1853. These collections include sizable genealogical holdings, photographs, city records, whaling material, and fine art. Recent acquisitions include 240 linear feet of local newspapers dating to 1850, and scrapbooks of local interest.

These special collections contain an enormous amount of material with direct relevance to whaling. Noteworthy are ships' manifests (not exclusively belonging to whaling vessels), whaling logbooks, U.S. Custom House papers, and illustrative material. The Aldrich photo collection depicting whaling in the Arctic is also noteworthy.

Other portions of the collection are of value to anyone studying New Bedford's population and often have a peripheral relationship to whaling themes. These include immigration lists from 1820 to 1942, federal census data, poorhouse records, lantern slides and other records pertaining to Cape Verdeans, lighthouse records, records of the New Bedford Horticultural Society, and much Quaker material. The collections include important sources relating to Black history, notably the Cuffe family records, abolitionist papers, and a good deal on the 54th Massachusetts Regiment, including the records of Camp



Mead and a letter written by William Jackson calling for equal pay for all soldiers.

Some of the most heavily used portions of the collection need to be copied to microfilm. An up-to-date assessment of preservation needs is also recommended.

The Seamen's Bethel

This institution does not attempt to maintain collections for their own sake, but its records, which date to around 1852, are themselves of considerable historical value. A fire-protection system has been identified as the primary need of this institution.

The Waterfront Historic Area League (WHALE)

The files of this organization, incorporated in 1962, document its preservation and restoration activities. The files include business records, plans and drawings, clippings, and photographs. The file also contains valuable research material for many buildings in the historic district, not limited to those in which WHALE has had a direct involvement. At present these files, which are of vital interest in documenting New Bedford's early and significant preservation campaign, are not properly surveyed, organized, or protected.

The Schooner Ernestina

The Schooner *Ernestina* Commission maintains its administrative records, as well as research material on the vessel, crews, and voyages, and related historical material. In addition to documents, the holdings include photographs, newsreel footage, paintings, prints, and ship-related accoutrements. The collection is not uniformly strong for the various careers of this vessel and is most complete for the period since it came under state ownership. The collection was stored in the commission's trailer on State Pier and recently transferred to new offices in the historic district. Storage continues to be inadequate in volume and lacks climate control and other

forms of preservation. In addition, records describing the provenance of the collection are inadequate, and the space available for research is insufficient.

The Rotch-Jones-Duff House and Garden Museum

Collecting activities focus on pieces with direct association with the house's occupants between the years 1834 and 1981 and are acquired primarily through family connections. Often the pieces acquired through the family do not reflect the actual period of occupancy in the house. The furnishings are presented in restored rooms dedicated to each of the named families. As a result, the direct relationship to whaling varies, depending on the prominence of each family in that industry. The current collection is estimated at between 3,000 and 4,000 items, including furniture, decorative arts, photographs, clothing and other textiles, paintings, prints, and drawings. Many of these objects belong to personal collections assembled by members of the families who lived in the house.

The New Bedford Historical Society

This organization was formed in 1996 as a nonprofit corporation dedicated to documenting and celebrating the history, legacy, and presence of African Americans, Cape Verdeans, American Indians, West Indians, and other people of color in New Bedford. As yet, it does not hold collections as an organization, but individual members have collections of family papers, oral histories, and other records, which may be donated when the society is situated in permanent quarters. The Historical Society has recently purchased the Nathan and Polly Johnson House at 21 Seventh Street

PARK OPERATIONS

NATIONAL PARK SERVICE STAFF

As a new unit of the national park system, New Bedford Whaling National Historical Park is still in the process of building its organizational capacity. To the thrills



of a celebratory concert offered by the New Bedford Symphony, the national historical park opened for its first visitor season in May 1998. In its first year of operation, the park functioned with two permanent staff members. At the present time the park staff is composed of a superintendent, a deputy superintendent, a community planner, a historical architect, an administrative program specialist, a full-time park ranger, and a part-time park ranger. The National Park Service has made an effort to reach out to the local community when filling new staff positions. Each member of the park staff must “wear many hats” to accomplish the variety of tasks required by park operations.

The park currently receives some administrative assistance from Lowell National Historical Park (NHP) and the Northeast Region’s Boston Support Office. Assistance provided ranges from help with personnel services to contracting and information management. Despite the availability of these services, the geographic distance between New Bedford and these two auxiliary offices can be a source of difficulty. The park often finds it more expedient to undertake many of these functions on its own, and is working on phasing out most of its administrative relationship with Lowell National Historical Park in fiscal year 2001.

Within the national park system, New Bedford Whaling National Historical Park is representative of a new breed of park units, with limited federal ownership that relies on a network of partners to achieve the park’s mission. Cooperative planning and management are critical to the success of such parks. Park partnerships take many forms and occur at many levels. To ensure a productive flow of communication, the park sponsors a monthly forum for park-related organizations and community groups. On the second Wednesday of every month, the groups meet to discuss park-related issues, current calendars, and other matters of interest, and to coordinate

activities whenever possible. Though not widely advertised, these meetings are open to the public.

VOLUNTEERS IN THE PARK

As a new unit of the national park system, New Bedford Whaling National Historical Park was fortunate to inherit not one but two strong, well-established volunteer groups. One group was committed to staffing the city’s visitor centers within the historic district and on the waterfront, the other was dedicated to providing walking tours highlighting the history and architectural features of the district. With the establishment of the park, these two volunteer groups joined and became the core of the national historical park’s volunteers in the park (VIPs). On average, in a single year, this corps of more than 70 volunteers donates more than 15,000 hours of service to the park. Services provided by volunteers include greeting visitors, providing directions and guidance on places to see, and offering walking tours. More than 1,000 visitors participated in walking tours during the summer of 1999.

PRINCIPAL PARTNERS

The park relies on cooperative agreements to formalize its relationship with its partners. Each cooperative agreement stipulates the specific range of projects to be undertaken, the manner in which each project will be funded, including matching funds, and the standards to be maintained as work is undertaken and products are generated. Any work supported by National Park Service funds or technical assistance must support the park’s mission and goals, and meet National Park Service standards for resource management and visitor services.

The park, its cooperating partners, and other local institutions collaborate on a number of fronts to address the mission of the park, including interpretive and educational development and programming, special events, infrastructure work, marketing, and exhibit development.



Partners with whom the park has a legislated connection or a formal cooperative agreement include the following.

1. *The City of New Bedford* The National Park Service works with many city departments on a number of areas of mutual concern including infrastructure, marketing and tourism, signage, and landscape; it also works on educational projects with the public schools. The city presently operates a waterfront visitor center in the Wharfinger Building, located on Pier 3. The building also houses the city's office of marketing and tourism. In addition, the park works closely with the New Bedford Historical Commission, which is responsible for reviewing and approving work on most of the structures located throughout the historical park. For fiscal year 1999, the city projected its contribution to maintenance of infrastructure and amenities within the historical park to be just greater than \$200,000.

2. *The Waterfront Historic Area League (WHALE)* A local historic preservation organization, WHALE donated the building housing the park's visitor center to the National Park Service in April 2000. Phase I of the building's rehabilitation was completed by the National Park Service in concert with WHALE and the Massachusetts Historical Commission. The National Park Service currently has a cooperative agreement with WHALE to support research and programming.

3. *New Bedford Whaling Museum/Old Dartmouth Historical Society* The New Bedford Whaling Museum offers a steady, year-round stream of high-caliber interpretive and educational programming. The whaling museum independently sponsors special events such as evening lectures, the "sailor series," and a heritage music series, and participate as cosponsors in larger events like Summerfest, the Maritime Heritage Festival and the "Portraits of a

Port" summer teacher institute. The whaling museum worked with the National Park Service and the New Bedford Free Public Library to assemble the Aldrich exhibit for the Iñupiat Heritage Center in Barrow, Alaska. The National Park Service has also developed a cooperative agreement with the whaling museum to support, among other things, the development of an oral history project—"Faces of Whaling." The New Bedford Whaling Museum has expressed serious interest in hosting an audiovisual program that would interpret the park's primary themes.

4. *The Iñupiat Heritage Center* Located in the city of Barrow on Alaska's North Slope, the center provides a place where the language and knowledge of the Inupiat people can be passed on to all North Slope residents through the provision of activities for the collection, preservation, and exhibition of historical materials, art objects, and scientific displays. The legislation establishing New Bedford Whaling National Historical Park directs the National Park Service to establish links between the park and the Iñupiat Heritage Center in Alaska. In order to recognize the contributions of Alaska natives to the history of whaling in the United States, and to commemorate the more than 2,000 whaling voyages to the western Arctic, the National Park Service will be working in partnership with the Iñupiat Heritage Center in Barrow.

5. *The Schooner Ernestina* The *Ernestina* is owned by the Commonwealth of Massachusetts and is operated by the Schooner *Ernestina* Commission. In cooperation with other park partners, the *Ernestina* participates in many park-related programs including Maritime Heritage Day and the "Portraits of a Port" summer teacher institute. The schooner *Ernestina* Commission offers land-based programming at its facility on North Water Street in the historic district.



6. ***The Rotch-Jones-Duff House and Garden Museum***

Located approximately three-quarters of a mile from the heart of the national historic landmark district, the Rotch-Jones-Duff House offers daily guided and self-guiding tours; holds lectures and symposia; and sponsors special events and concerts. The museum themes emphasize domestic life, finance of the whaling industry, and gardening and horticulture. The National Park Service has provided some support to preserve the physical infrastructure of the mansion.

7. ***The New Bedford Historical Society*** The Historical Society, with the assistance of WHALE, recently purchased the Nathan and Polly Johnson House at 21 Seventh Street; the house was the first home of Frederick Douglass after escaping slavery in the South via the Underground Railroad. The Historical Society has worked with the National Park Service to cosponsor scholarly research on maritime connections to the Underground Railroad and on an oral history project highlighting whalers of color. The historical society currently has a cooperative agreement with the National Park Service to support research and programming.

8. ***Wampanoag Tribe of Gay Head (Aquinnah)***

A federally-recognized tribe of over 800 members, the Wampanoag tribe has a long standing interest in the history of whaling in New England. The city of New Bedford is located within their historic, tribal homeland and from the outset of the New England whaling industry, the Wampanoag have been active participants. Many members of the contemporary Wampanoag community are descendants of New Bedford whalers — both captains and crew. The National Park Service will continue to consult with

the Wampanoag Tribal Historic Preservation Office on matters pertaining to archeology, ethnographic resources, and public programming.

9. ***Other Organizations*** In addition to the partners identified previously, the park has worked closely with a number of other organizations. They include, but are not limited to, the New Bedford Preservation Society, the Azorean Maritime Heritage Society, ArtWorks! at Dover Street, the New Bedford Symphony Orchestra, the New Bedford Free Public Library, New Bedford Area Chamber of Commerce, the New Bedford Port Society, the New England Steamship Foundation, and the Harbor Development Commission.

Friend's Group Missing from the partnership mix is a single organization dedicated to advocating for the overall protection of park resources and the advancement of park programming. Park “friends groups” are organizations that fulfill this role. New Bedford Whaling National Historical Park would encourage the development of such an organization.

ADMINISTRATIVE FACILITIES

The park's primary administrative offices are located on the second floor of the Custom House on North Second Street. The Custom House offices are leased through the General Services Administration (GSA). Given the present allocation of space, the park staff has very little room for growth in the Custom House. The Custom House is not currently wheelchair accessible. A small conference room and interpretive office space are located in the back of the old New Bedford Institution for Savings building. The front room, known as the “Bank Room” is used for visitor contact and a small Eastern National Cooperating Association sales space.



FEE COLLECTION

New Bedford Whaling National Historical Park is located in an urban environment with multiple access points and limited federal property ownership. A park entrance fee would not be practical. Several nonfederal park partners charge admission and program fees at their sites. These fees are critical to the partners' operating budgets and contribute to their ability to maintain and improve their sites, offer public programs, and work in partnership with the National Park Service. Sites charging entrance fees include the New Bedford Whaling Museum and the Rotch-Jones-Duff House and Garden Museum. The schooner *Ernestina* charges program fees. The New Bedford Port Society currently accepts a voluntary donation at the Seamen's Bethel. The national historical park does not currently charge fees for special programs and uses.

PARK MAINTENANCE

At this time, janitorial services are contracted out. Building maintenance on the Custom House is undertaken by GSA through contracts with the New Bedford Opportunity Center and others. Maintenance of streets, lighting, street furnishings, and other exterior features within the park are provided primarily by the city of New Bedford and, in some cases, by the museums, businesses, and private residents within the park. The city of New Bedford has a dedicated crew that works specifically to maintain the city areas associated with the park.

LAW ENFORCEMENT

New Bedford Whaling National Historical Park relies on the city's police and fire departments to provide for public safety and secure properties within the park boundary. At this time, the city provides some additional police presence in the national historical park on a daily basis, as well as during special events.

INTERPRETATION AND VISITOR PROGRAMS

The sites contained in and surrounding New Bedford Whaling National Historical Park offer a wide array of visitor services, education and interpretive programs, and media related to the city's whaling past. Walking tours, teacher institutes, school field trips, exhibits, festivals, and lecture series are just a few of the many offerings that interpret the park's themes.

The National Park Service, working both independently and in collaboration with its partners, has implemented a variety of programs and services supporting the park's themes. Existing National Park Service media includes a full-color park brochure, a seven-minute introductory video, an expanded website with links to the park's partners, and several local cable access television projects. A series of city-produced, wayside panels, along with a corresponding brochure, enable visitors to take a self-guiding walking tour of sites within and adjacent to the national historical park.

INTERPRETATION AND VISITOR SERVICES

Effective National Park Service interpretation facilitates a connection between the meanings of the park resources and the interests of the visitor. The institutions and organizations of New Bedford accomplish this connection through a variety of interpretive programs, tours, exhibits, and publications.

Visitor Centers

Visitors coming to New Bedford can receive free information about interpretive offerings at either of the city's two visitor centers. The New Bedford Whaling National Historical Park visitor orientation center is operated by the National Park Service and is open year-round. The Waterfront Visitor Center is operated by the City of New Bedford Office of Tourism and Marketing and is also open year-round. In 1998 and 1999, the city of New Bedford



operated two temporary tourist information centers throughout the summer—one located on Acushnet Avenue off of Interstate 195 (I-195), and the other located on Rodney French Boulevard near the Martha's Vineyard ferry.

The national historical park visitor orientation center relies on a dedicated volunteer staff to provide most visitor information services. The National Park Service volunteers, now numbering more than 70, also offer free one-hour walking tours of the historic district. The tours are offered on a daily basis in the summer, and on weekends or by appointment year-round. A formal training program is offered for new walking tour guides annually. The city's office of travel and tourism also hosts a range of special interest groups, bus tours, and walking tours throughout the year.

In the summer of 1998, the National Park Service sponsored the "Whaler Rangers" program, which enabled twelve students of junior high and high school age to work with project leaders on a number of projects in the historical park. Their projects included the development and production of a "Junior Ranger" activity book and a website designed by and for young people. The "Whaler Ranger," a kid's website, links to the historical park's official website. In the summer of 1999, the National Park Service helped sponsor two art-based programs for youth—"Murals in the Park" and "Project WIN."

Both the national historical park and waterfront visitor centers provide brochures, maps, and orientation material. Both are equipped with audiovisual equipment; on request the national historical park visitor orientation center shows a seven-minute film orienting visitors to the park. Both the waterfront and historical park visitor centers have small sales facilities. The national historical park sales outlet is operated by Eastern National, a co-operating, nonprofit agency.

The New Bedford Whaling Museum

At the center of the national historical park lies the New Bedford Whaling Museum, the largest museum in the United States devoted to American whaling and the history of the New Bedford area. The museum consists of galleries of scrimshaw, whaling gear, New Bedford glass, and works of art by world-famous artists. The 89-foot, half-scale model of the fully rigged whaling bark *Lagoda* is the centerpiece of the museum. Aside from long-term exhibits, the museum averages eight changing exhibitions per year that focus on local history, community voices, new scholarship, and orientation. Exhibit interpretation is often complemented by special lectures and symposia. Museum docents, complemented by printed labels and hands-on experiences, are the primary interpretive resources at the museum.

The New Bedford Whaling Museum hosts a variety of special programs throughout the year, offered both independently and in conjunction with other institutions. Special programs and festivals exhibit the talents of musicians, storytellers, actors, and maritime-craft demonstrators. Professional conferences and symposia showcase the museum collections and staff expertise. A variety of lecture series are offered to museum members and the general public. The membership lecture series, offered monthly, introduces speakers who have conducted research in the collections, on maritime topics, or on the history of the local area. The lunchtime lecture series introduces the public to new research and experiences related to current exhibits. The sailor's series is a four-part, winter lecture series that targets sailing enthusiasts by introducing speakers who have made extraordinary voyages, excelled in the sailing world, or built unusual craft. "Polar Bear Tales," a family-oriented event, celebrates the connection of the Old Dartmouth Historical Society and the schooner *Ernestina* to the Arctic and its peoples. The Maritime Heritage Festival is cosponsored with the schooner *Ernestina* and the Seamen's Bethel to offer a



look at the vibrant and continuing traditions of an active maritime community.

In addition to public programs, the museum reaches audiences through interpretive media. The museum newsletter highlights special events and collections of the museum. Exhibit catalogues highlight the artifacts and stories conveyed in special exhibits. In the past, a weekly local access television program, “18 Johnny Cake Hill,” utilized museum staff as commentators while the show’s host examined museum activities, including museum conservation, exhibit openings, and museum lectures.

The museum is currently involved in a live, demonstration project located in a temporary structure erected adjacent to the museum complex. The project is cosponsored by the Azorean Maritime Heritage Society and the National Park Service and offers the public the opportunity to observe the construction of a wooden Azorean whaling boat.

The Seamen’s Bethel

Across the street from the museum is the historic Seamen’s Bethel, operated by the Port Society. The Bethel is open to the public year-round. Inside, historic tablets (*cenotaphs*) chronicle the sacrifices of the maritime community, listing the names of those mariners lost at sea. Volunteers staff the building and provide information to the visiting public. The building is still used by the community as a venue for weddings, funerals, memorials, and other religious activities. The Mariners’ Home, located next to the Seamen’s Bethel, is not open to the public and is still used as it has been since around 1851—as an overnight haven for fishermen and merchant mariners.

The Rotch-Jones-Duff House and Garden Museum

The 22-room Rotch-Jones-Duff House and Garden Museum is the east coast’s only historic whaling mansion remaining on its original site, with gardens and grounds

open to the public. In addition to house and garden tours, the museum hosts four special exhibits per year that address topics relevant to the house’s history. Past exhibits have included topics on Victorian gardens, glass revival, and New Bedford’s horticultural history. Special programs and events include lecture series addressing maritime, art history, culinary, and horticultural topics; participation in the city’s annual house and garden tour; fashion shows; poetry readings; and holiday celebrations. During the summer the house hosts the New Bedford Heritage Concert Series, which runs for seven consecutive Friday nights. Like the New Bedford Whaling Museum, the house also offers a number of field trips to other institutions and events.

The Schooner Ernestina

The historic schooner *Ernestina* is preserved, restored, and operated by the Schooner *Ernestina* Commission. Its mission is to establish educational, cultural, and experiential programs in a context that celebrates human diversity, creativity, value, and dignity. The vessel hosts numerous dockside and sailing programs for those interested in vessel maintenance, schooner lore and history, maritime music, and the working waterfront. Groups come aboard during the schooner’s sailing season to participate in experiential day, overnight, and multi-day sails. When berthed in its home port of New Bedford, or while visiting other ports, *Ernestina* participates in different dockside events in collaboration with local communities. *Ernestina* staff now have office space at 89 North Water Street in the historic district, where they display a seven-panel interpretive display and other artifacts summarizing the schooner’s history and contributions. This seven-panel display is also a traveling exhibit that accompanies the vessel when it visits other ports.

Other Organizations

In addition to the previously mentioned institutions, a number of local organizations present interpretive



offerings to the public. The New Bedford Historical Society, dedicated to interpreting the history of people of color in New Bedford, has produced a Black Heritage Trail brochure. Visitors can use the self-guiding brochure to discover the many trail sites, designated by historic markers. The Historical Society sponsored a number of articles in local papers commemorating the contributions of people of color in New Bedford. During the city's celebration of Black History Month, the Historical Society sponsored theatrical performances and educational and social events to commemorate the voice of Frederick Douglass. In addition, the society cosponsored a number of lecture series, film festivals, and exhibits in collaboration with the Rotch-Jones-Duff House and Garden Museum, the New Bedford Whaling Museum, and the National Park Service. The Historical Society also worked with the National Park Service to sponsor a symposium on the Underground Railroad in southeastern Massachusetts, as well as related exhibits and brochures.

The New Bedford Preservation Society hosts a number of events and activities to commemorate the history of the architecture and gardens of New Bedford. Visitors to New Bedford can pick up a self-guiding brochure and venture out on architectural and informational walking tours of different neighborhoods of New Bedford. Volunteers offer tours during the annual New Bedford House and Garden Tour and Holiday House Tours. In addition, the preservation society sponsors a lecture series; plants specimen trees typical of those that grew in the city during the 19th century; and places plaques to identify the city's historic buildings.

The Waterfront Historic Area League (WHALE) is a nonprofit, member-supported, citizen's organization founded in 1962 to preserve the historic character of New Bedford and surrounding areas through real estate transactions, education, advocacy, and planning. Each

month, WHALE presents a monthly local access television program entitled "Soundings" that highlights different areas and architecture of the city. WHALE has also formed an educational focus group called TEACH (Teachers involved with Education, Archeology, Culture, and History), which is utilizing local teachers and educators to plan future programs and educational projects. WHALE participates in a number of collaborative educational efforts, such as teacher-in-service training and school field trip programs. In the past, WHALE has sponsored preservation leadership training for a national group of historic preservation professionals and a course to certify local realtors to be historic house specialists.

The New Bedford Free Public Library provides class tours for elementary, secondary, and college students, workshops for children and adults, exhibits for the general public, and presentations on subjects related to local history and genealogy.

Throughout the year, special events and cultural activities take place within the park; some of these have been cosponsored by the National Park Service. Cosponsored events include the Maritime Heritage Festival (May) and the Thursday Evenings in the Park Series (July—August), both of which feature music, craftspeople, and cultural demonstrators. The New Bedford Chamber of Commerce is the primary sponsor of Summerfest, New Bedford's waterfront July Fourth celebration, which brings 100,000 people to the national historical park. In 1998, the city of New Bedford, in partnership with New Directions (a job retraining and placement program), sponsored a summer "Theatre in the Park" program, which brought local students into the historical park on a daily basis to perform historical vignettes, puppet shows, skits, and improvisation. Recent new programs include "Murals in the Park" and a Thursday evening art and culture program called "AHA!—Art, History and Architecture."



Native Alaskan culture and the interpretation of the native Alaskan role in the 19th-century whaling era is provided by the Inupiat Heritage Center in Barrow, Alaska. The center opened in February 1999. An exhibit jointly sponsored by the National Park Service, the Old Dartmouth Historical Society/New Bedford Whaling Museum, and the New Bedford Free Public Library was installed.

EDUCATION PROGRAMS

The institutions and organizations of New Bedford present an impressive array of curriculum-based education programs for visiting school children and teachers. One example is a summer teacher institute titled "Portraits of a Port: New Bedford, 1847-1947," which examines the social, demographic, technological, political, and economic dynamics in New Bedford during the span of one century. Contributors include the New Bedford Whaling Museum, the schooner *Ernestina*, the Rotch-Jones-Duff House and Garden Museum, the New Bedford Historical Society, WHALE, and the National Park Service. The institute, offered for the first time in 1997, was most recently supported by a grant from the Massachusetts Department of Education. Teachers participating in the workshop received professional development and graduate credits through a special arrangement with the University of Massachusetts at Dartmouth.

"Working on the Water" is a collaborative hands-on educational program and curriculum development project that compares the fishing and whaling industries. Offered jointly by the New Bedford Whaling Museum and the schooner *Ernestina*, the program focuses on two types of vessels, the whaling bark and fishing schooner, and compares the work, technology, and social history of the eras. Activities are planned according to the Massachusetts Department of Education Curriculum Frameworks for Mathematics and Science and Technology.

Through a perpetual endowment from the Jessie B. DuPont Foundation, the New Bedford Whaling Museum encourages all schools in the Old Dartmouth region to bring their students to the museum free of charge. While visiting the museum, students receive a docent-led tour, which includes hands-on activity sessions and an orientation film. Those students unable to participate in the program receive free passes for themselves and their families. Teacher workshops connected to ongoing curriculum development and aimed at promoting the museum's resources for use as classroom support are offered several times a year.

Teachers bringing their classes to the schooner *Ernestina* can choose from a number of curriculum-based education programs that teach math, science, ecology, and history. During the program "Expedition to the Water Planet," students spend several days aboard the schooner, learning the skills necessary for sailing and operating the vessel. Daily classes designed specifically for the interests of the group focus upon marine science, literature, and history. "Maritime Matrix: Math, Science, and Sociology Afloat" is a full-day workshop for teachers that focuses on the principles of math, science, and the 103-year, multicultural history of the ship and its people. "Sea Connections," a ten-day institute for teachers, is a collaborative program that focuses on Massachusetts waters. The institute is cosponsored by the University of Massachusetts at Dartmouth, the Lloyd Center for Environmental Studies, and New Bedford public schools.

VISITOR USE STUDY

During the summer of 1999 a visitor study of New Bedford Whaling National Historical Park was undertaken by the National Park Service's Visitor Services Project, based at the University of Idaho. The study was administered during a one-week period in late July. A total of 420 questionnaires were distributed; 284 questionnaires



were returned, representing a response rate of 68 percent. A complete report of the study's findings is on file at the national historical park. A brief summary follows here.

Among survey participants, a large number of family groups were greater than two in number. The majority of survey participants were college educated. More than 40 percent of the survey participants were from Massachusetts. In addition to Massachusetts, 35 different states, the District of Columbia, and several foreign countries (7 percent of survey participants) were represented. The vast majority (75 percent) were visiting New Bedford for the first time.

The most used park facilities and services include the New Bedford Whaling Museum, the National Park Service Visitor Center, assistance from park staff and volunteers, and the Waterfront Visitor Center. The most used New Bedford area services were restrooms, street parking, and restaurants.

Ninety-one percent of survey participants rated the overall quality of visitor services at New Bedford Whaling National Historical Park as "very good" or "good."

PARKING, CIRCULATION, AND ACCESS

TRANSPORTATION ACCESS

The city of New Bedford is well served by I-195, which connects to Providence, Rhode Island (about 30 miles to the west) and Cape Cod (about 20 miles to the east). New Bedford is also connected to Boston (about 50 miles north) by limited access, state highway routes 140 and 24. Ferry service to and from Martha's Vineyard is also available from New Bedford. New Bedford Regional Airport provides limited commercial air service. Intercity bus service offered by Bonanza and American Eagle bus lines link New Bedford to transportation hubs in Boston and Providence. Regional bus service is also available, linking New

Bedford with the Massachusetts towns of Fairhaven and Mattapoisett. The city is currently working with the state's transportation authority to restore commuter rail service between New Bedford and Boston.

VEHICULAR CIRCULATION

The primary access route to the park is I-195 to Route 18 southbound to Elm Street. Route 18 is a six-lane, limited access highway, which leads visitors to the park within several minutes of leaving the interstate highway. Brown trailblazer directional signs for the national historical park are in place along I-195, and at the signalled intersection of Route 18 and Elm Street. This is a direct, rapid, well-signed route that leads visitors into the park. Traveling westbound on Elm Street, visitors are directed into the Elm Street garage. Directly across from the entrance to the Elm Street garage is Second Street, a direct path for pedestrians exiting the garage to the park's visitor center.

Trailblazer signs directing drivers to the park are also located at key points in the city—such as the intersection of Routes 140 and 6—and throughout the historic district, helping guide visitors to parking, the visitor orientation center, and key sites such as the New Bedford Whaling Museum.

The driving route from the downtown core of the park to the Rotch-Jones-Duff House and Garden Museum is currently poorly signed. The route is straightforward, involving a limited number of turns at well-marked signalled intersections. The route would be made even simpler with the introduction of clear signage guiding visitors between the Rotch-Jones-Duff House and Garden Museum and the park's core.

Vehicular traffic moving between the waterfront and the park's core travels back and forth along Union Street across Route 18. This intersection is also signalled.



BUSES AND SHUTTLES

Currently, tour and school buses pick up and discharge passengers on Union Street at the corner of Johnny Cake Hill. At this location there are two spaces for buses to park while passengers are visiting the national historical park. The New Bedford Whaling Museum has expressed an interest in relocating the bus pick-up and drop-off area to the corner of William and Johnny Cake Hill, to facilitate access to the museum's new entrance. There are some issues associated with the location of these pick-up and drop-off areas within and adjacent to the historic district raising concerns about air quality resulting from idling buses, congestion, the quality of the historic scene, and the difficulty large vehicles have negotiating streets within the historic district. Off-site parking for buses has been considered at a number of locations, but no official site has been identified. The issue of bus circulation and parking would need to be addressed in any future parking and circulation plans for the park.

In 1998 the city of New Bedford instituted the "Catch the Whale" shuttle service, which links the Elm Street garage with a number of points in the central business district, including the national historical park's visitor orientation center. During the summer of 1999 the city shuttle expanded service to include the Rotch-Jones-Duff House and Garden Museum and the Fire Museum. This expanded tourism loop is available from Memorial Day to Columbus Day and is offered Monday through Saturday from 10 a.m. to 4 p.m.. Complete shuttle bus service including all stops in the central business district and the park's central core is available Monday through Friday, 7:30 a.m. to 6:30 p.m., and Saturdays from 10 a.m. to 6 p.m.. The shuttle runs approximately every 20 minutes and is free to all riders. Shuttle bus service has been flexible, expanding its hours of operation to accommodate special events and programs such as Thursday Evenings

in the Park and AHA! nights. The single shuttle bus is owned and operated by the Southeast Regional Transit Authority (SERTA) and it is currently funded by the city of New Bedford.

PEDESTRIAN CIRCULATION

New Bedford is a walking city. The scale of the streets, the composition of the architecture, and the close proximity of key sites make the pedestrian experience an important visitor experience. A number of maps and self-guiding walking tour brochures, as well as formal, guided walking tours, are available to the public to make navigating the city by foot easier.

The presence of physical markers and signage directed at pedestrians in particular is quite limited. Pedestrians must rely almost exclusively on existing maps and brochures to find their way from one site to the next. Clearly delineated, marked routes guiding pedestrians from the core of the national historical park to the Rotch-Jones-Duff House and Garden Museum on County Street in particular should be addressed.

At this time, there are only two safe ways for pedestrians to move from the historic district, across Route 18 to the waterfront. These are an at-grade, signalled crossing at the corner of Union Street and Route 18, and a pedestrian overpass that runs from the base of Rodman Street to the corner of Pier 3, near the Wharfinger Building. Neither of these options fosters a desirable visitor experience. The pitfalls of this limited pedestrian linkage between New Bedford's downtown and its waterfront are well known and have been acknowledged by the city. The at-grade crossing requires pedestrians to hustle across six lanes of traffic in the limited amount of time prescribed by the timing of the traffic signals. As for the overpass, despite the city's best efforts, this route is often unsightly, due to the presence of graffiti, broken glass, and other debris.



With federal ISTEA (Intermodal Surface Transportation Enhancement Act) funds and a matching grant from the state, the city is currently undertaking the redesign of the Route 18 corridor. The redesign effort is currently in the planning phase and will focus significant attention on the need to improve the pedestrian link between downtown and the waterfront.

PARKING

Parking Demand Based on visitor projections generated for the plan, the National Park Service anticipates that the park will ultimately generate 300,000 annual visitors. Of these, approximately 70 percent (210,000 visitors) will arrive between May and October. This is the equivalent of approximately 8,100 visitors per *average* peak season week, or approximately 1,150 visitors per average peak season day.

Off-Street Parking Currently, two public off-street parking facilities are located within the core of the park: the 1,015-space Elm Street garage and the 70-space Custom House Square lot. A report prepared by the Southeastern Regional Planning and Economic Development Commission (SRPEDD) noted that about 70 percent of the spaces in the garage are reserved, leaving 308 spaces on a daily basis. Of that available total, only 13 percent of the available spaces were used during the time period covered by SRPEDD's December 1998 study. Based on SRPEDD's findings, National Park Service consultants determined that even allowing for a 19 percent increase in use to reflect peak season, there appears to be sufficient available space in the Elm Street garage to accommodate the *average* projected peak day parking needs for park visitors. Parking in the garage costs approximately 40 cents per hour, with a maximum daily charge of \$3.50.

Based on SRPEDD's December 1998 study and the observations of city and National Park Service staff, the Custom House Square lot is vastly underused. Its low

volume of use could be due to the fact that it is a new facility—or possibly to its pricing structure. The cost to park in this lot is 50 cents for each of the first two hours and \$1.00 for each successive half-hour. Consequently, parking in this lot for three hours costs \$3.00 while the fee to park all day in the Elm Street garage is \$3.50. This lot is priced to encourage short-term parking, but it appears that paying \$2.00/hour (after the first two hours) may not be attractive to locals or visitors.

On-Street Parking Within the historic district there are a total of 188 on-street parking spaces with durations of one hour or longer; of these spaces, there are only 164 spaces with a duration of two-hours or longer. Based on an assessment of park visitor parking needs, approximately 100 two-hour (or longer) on-street parking spaces² could satisfy park needs. Given the number of available spaces and the perceived need for on-street visitor parking, it at first might appear that a sufficient supply of such spaces already exists; this is the case only if these spaces were dedicated exclusively for visitor use. Because park visitors are not the exclusive users of these on-street spaces and must share them with employees, patrons, and clients of local businesses, it is unlikely that future parking demands can be met exclusively through the use of on-street parking.

Parking Outside the Core of the Park In contrast to the historic district, the Rotch-Jones-Duff House and Garden Museum has limited off-street parking options. Parking for this historic house museum is located primarily along County Street and on nearby residential side streets. For special events that take place outside normal business

2 This figure comes from a memorandum on parking in the historic district, prepared by the engineering firm of Fay, Spofford, and Thorndike. This figure is based on the assumptions—that the average visitor stay is two hours and that all visits occur between 9 a.m. and 5 p.m.



hours, the museum is often able to negotiate with adjacent businesses for use of their parking lots. To date, the parking of standard-sized vehicles has not been identified as a problem. Currently, during the visitor season, visitors to the Rotch-Jones-Duff House and Garden Museum are able to park at the Elm Street garage and take the “Catch the Whale” shuttle to the museum.

Public parking on the waterfront is also limited. The parking area on Pier 3, adjacent to the Wharfinger Building, can accommodate approximately 120 cars and could potentially offer a location for buses and recreational vehicles. There is also a limited amount of public parking located adjacent to the Bourne Counting House. While these lots could be made available for visitor parking, they are not centrally located and, therefore, not ideal as locations for primary visitor parking.

WHEELCHAIR ACCESS

There are six park-related structures that are currently open to the public. They include the National Park Service Visitor Orientation Center, the New Bedford Whaling Museum, the Seamen’s Bethel, the Rotch-Jones-Duff House and Garden Museum, the Wharfinger Building, and the schooner *Ernestina*. Of these, only the Seamen’s Bethel and the Schooner *Ernestina* are not wheelchair accessible.

A formal assessment of parkwide accessibility was not completed as part of the planning process; however, the observations of the National Park Service planning team and its consultants yielded the following conclusions. Although it appears that considerable effort was made to make the streets within the historic district wheelchair accessible, good wheelchair-accessible sections can be hard to find. William Street appears to be the most accessible, with well-distributed, smoothly paved crosswalks and curb cuts. The district’s side streets do not fare as well from an accessibility standpoint, particularly

where the sidewalks are narrower and crosswalks and curb cuts are harder to find. The pedestrian overpass linking the waterfront with the historic district is wheelchair accessible, and most of the streets leading from the historic district to the Rotch-Jones-Duff House and Garden Museum have sidewalks with appropriate crosswalks and curb cuts to accommodate wheelchair access.

Finally, according to National Park Service consultants, there appears to be a real shortage of on-street handicapped parking. On a recent field visit, only three on-street handicapped spaces were observed inside the park.

THE SOCIOECONOMIC ENVIRONMENT

THE LOCAL AREA

The city of New Bedford serves as an economic hub and service and transportation center for a number of nearby communities. Based on the planning team’s understanding of the region, the National Park Service would define the area most affected by the presence of the national historical park to include the communities of Wareham, Marion, Mattapoisett, Rochester, Acushnet, Fairhaven, Dartmouth, Westport, and Freetown.³

Population Concentrations and Trends

The city of New Bedford, is an urban community with a 1990 U.S. census population of 99,922. This represents a marked increase in population over 1980 census results, and population projections prepared by the state indicate that the trend is toward continued population growth. The city’s population is diverse, encompassing significant black and hispanic communities as well as other well-defined ethnic communities, including but not limited to Azorean, Cape Verdean, Madeiran, West Indian, French Canadian, Polish, and Norwegian. For the local

3 These are the communities that are represented by the New Bedford Area Chamber of Commerce.



area, the 1990 U.S. Census total population approached 209,000. Although Marion and Wareham mirrored New Bedford's racial diversity, most of the communities within the local area are predominantly white. In addition, southeastern Massachusetts is home to many members of the Wampanoag tribe. Over 800 people are officially affiliated with the federally-recognized Wampanoag Tribe of Gay Head (Aquinnah).

The Local Area Economy

In 1990 the median household income for New Bedford was \$22,647 (U.S. Census, 1990). This figure is considerably lower than that of the overall local area, which had an average median household income of approximately \$36,429. Furthermore, according to the 1990 census approximately 16.8 percent of New Bedford's population is living below the poverty line, nearly twice the state's average and the highest in the local area. Unemployment rates for New Bedford relative to the larger local area follow a similar pattern. In 1998 the average unemployment rate for New Bedford was 8.1 percent, which is considerably higher than unemployment rates for surrounding communities.

The New Bedford Economy

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

Overall, New Bedford is experiencing hard times economically. Since the mid-1980s the city has experienced severe job losses, high unemployment, and widespread economic disinvestment. Manufacturing as an employment sector has shown a decline of greater than 15 percent since 1985. Since hitting a high of 16.5 percent in 1991, New Bedford's unemployment rate has improved, although in any given year it has been consistently between 4 to 7 points higher than the statewide average.

New Bedford's largest employment sector remains manufacturing, although between 1985 and 1998 this sector experienced considerable decline. Between 1985 and 1998, New Bedford lost 11,170 manufacturing jobs, while that sector's percentage share of employment in the city dropped from 43 percent to 26 percent. During the same period, the total number of jobs across all employment sectors fell by more than 12,000. In addition to manufacturing, the city's economy has suffered losses in fishing, and finance, insurance, and real estate (FIRE). The most remarkable gain in employment has been in the service sector, where just greater than 1,500 jobs were added between 1985 and 1998. Other employment gains were reported in government, transportation, communications, and utilities sectors.

National Park Service Money Generation Model

The Money Generation Model is a method of analysis designed to provide national park managers and neighboring communities with a gross estimate of economic benefits that may be attributed to a national park in terms of sales, taxes, and jobs. The Money Generation Model was used to quantify the economic impacts of visitor spending at New Bedford Whaling National Historical Park during 1999. The figures derived from the Money



Generation Model will serve as a baseline for comparing the economic prospects of the three management options outlined in Part Two.

Analysis of visitor data indicates that approximately 192,000 visitors came to New Bedford National Historical Park in 1999.⁴ Excluding educational tours, total visitors amounted to about 173,000. Based on analysis of visitor log books, about 18 percent of visitors came from within 30 miles of the park, but only about 10,000 came from outside the defined local area. About 11 percent, roughly 20,000 visitors came an intermediate distance of between 30 to 100 miles. And about 71 percent, or 123,000 visitors, traveled more than 100 miles. Of the latter group, only 25 percent, about 31,000 visitors, are estimated to have paid for lodging.

Based on these visitation estimates, total direct and indirect visitor expenditures in 1999 amounted to about \$5.9 million. Total state and local tax revenues amounted to about \$430,000. The state tax total amounted to about \$400,000, about 70 percent of which was attributable to the state 5-percent sales tax. The local hotel tax contributed about \$30,000 in overall revenues.

The total spending of about \$5.9 million accounts for about 214 jobs. These jobs represent a mix of full-time and part-time jobs typical of the Massachusetts tourist industries. The 214 jobs are not necessarily new jobs created, but are just as likely existing jobs sustained by the presence of the park and its institutional partners.

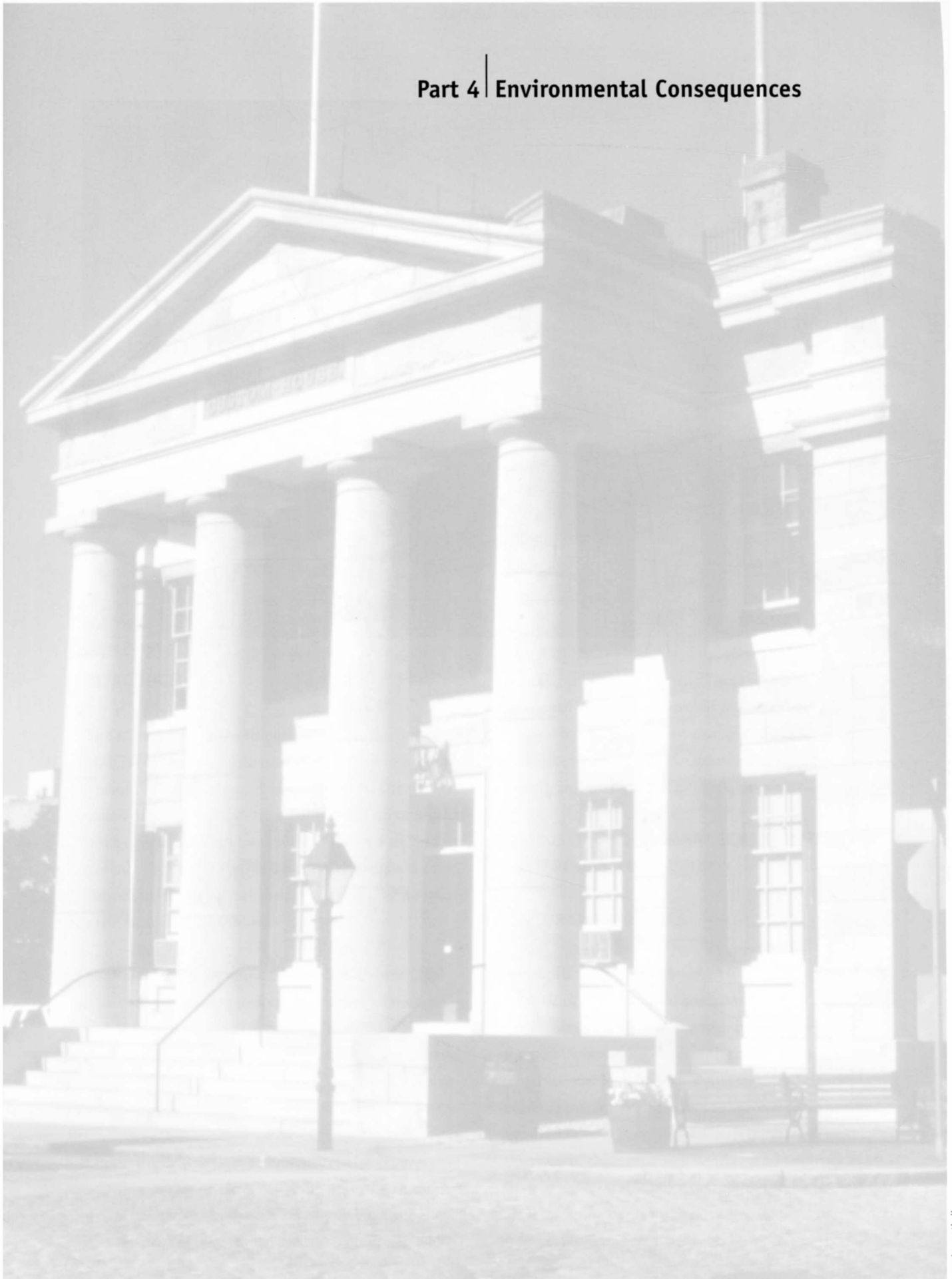
COASTAL ZONE MANAGEMENT/DESIGNATED PORT AREA

Development on New Bedford's waterfront is subject to local land use regulations (zoning, subdivision, and so on) as well as to state land use regulations relative to filled and flowed tidelands, under Chapter 91 of the Massachusetts General Laws. Chapter 91 and the implementing regulations recognize public rights in tidelands and define the constraints under which activities affecting those rights may take place. In general, activities and development in tidelands that are water dependent—as defined by the regulations—are presumed to serve a proper public purpose. Water-dependent uses are varied, including uses in marine industry, commercial and recreational boating, waterborne passenger transportation facilities, parks, boardwalks, sanctuaries, aquariums and marine research facilities.

Furthermore, park areas on New Bedford's waterfront are located in the designated port area (DPA). Established under the state's Coastal Zone Management Program, DPA's are subject to specific provisions under Chapter 91 regulations; Massachusetts established its DPA program in 1978 in order to preserve and promote maritime industry.

⁴ This figure has been adjusted to account for double counting.

Part 4 | Environmental Consequences



Custom House



Centre Street

INTRODUCTION

The management options outlined in this document establish overarching management guidelines for New Bedford Whaling National Historical Park. The general nature of the options dictates that the analysis of impacts also be general. Thus, although the National Park Service can make reasonable projections of likely impacts, these projections are based on assumptions that may not prove to be accurate in the future.

As a result, the environmental impact statement (EIS) is programmatic and presents an overview of potential impacts relating to each alternative. This EIS will serve as a basis for future, more in-depth National Environmental Policy Act (NEPA) documents prepared to assess subsequent developments or management actions.

Impact topics were selected for analysis by determining which resources or elements of the human environment would be affected by actions proposed under the three management options; topics were also chosen to address

planning issues and concerns. Those resources and environmental concerns that would not be appreciably affected by any of the three management options were eliminated from further consideration and comparative analysis and are discussed in Part One of this document.

PROPOSED OPTION: MANAGEMENT OPTION 2— FOSTERING STEWARDSHIP

CULTURAL RESOURCES

The Built Environment

Historic Structures and Landscapes Under Option 2, the National Park Service would share stewardship of the park's historic resources with other park partners. The National Park Service would expand the park's current programs and activities to become more heavily involved in education and outreach programs. The emphasis of these programs would be on fostering an understanding and appreciation for the park's resources and building support for their protection. Technical training for managers would also be emphasized, to



ensure that local managers are using best practices techniques for maintaining historic resources. In some cases, these activities could expand beyond the current boundary of the national historical park to encompass buildings such as the Nathan and Polly Johnson House and the Baker-Robinson Oil Refinery. The National Park Service would be more visible as an advocate for preservation concerns. Preservation professionals would be part of the park staff and would be available to consult on matters related to resource protection.

Also under this management option, the National Park Service would actively seek preservation easements and would support a restoration matching grant program to actively protect mission essential buildings and landscape features. The elimination of parking from exemplary streetscapes such as Johnny Cake Hill and Centre Street could enhance these areas' appearance as well as enhance the historic integrity of the cultural landscape.

The National Park Service would seek a seat as a voting member of the New Bedford Historical Commission. The National Park Service would work with the city to ensure that the boundaries of the M.G.L. Chapter 40C district (New Bedford Historic District) and the park boundary are congruent. In so doing, the New Bedford Historical Commission—the only body with real oversight authority for historic preservation in the park—would be able to address historic preservation issues parkwide.

Working with park partners to develop and implement preservation strategies and design guidelines, and to support the acquisition of preservation easements would have moderate, long-term, positive impacts on historically significant landscape features within the park by helping to protect cultural landscapes from inappropriate alterations.

Increased National Park Service involvement in the stewardship of park resources could provide local park

partners with access to additional sources of funding. Preservation efforts, including required research, would benefit from having access at all levels to National Park Service expertise. In addition to the benefits that would accrue to historic buildings in the park, the expanded level of National Park Service activity would facilitate preservation of other important historic structures in the city, such as the Baker-Robinson Whale Oil Refinery and the Nathan and Polly Johnson House.

Through training and public education, cultural landscapes and viewsheds would be better recognized and protected to a greater degree than under current management (Option 1). Training and technical assistance would be made available to park partners in an effort to protect resources. The public's awareness and appreciation of the park's significant historic features would be brought to a higher level through the increased involvement of the National Park Service's partners via on-staff preservation professionals and a National Park Service voting seat on the Historic Commission.

Archeology Under Option 2, the National Park Service would address preservation concerns largely as a *facilitator*, assisting other organizations by supporting, encouraging, and advising their efforts. In that vein, the National Park Service would encourage management and maintenance of all archeological resources that are associated with structures and sites within the park.

Redesign of Route 18 could potentially have a major impact on archeological resources. The highway lies over a former waterfront area that may have considerable archeological potential below the zone of previous disturbance.

National Park Service participation as a park partner would convey greater awareness of archeological resources, which could be expected to generate greater public interest in and support for preservation. Operation of



the park would make it possible to take a holistic view of New Bedford's whaling-era resources within the appropriate context and allow preservation needs to be prioritized. As a federally funded project, any alteration of Route 18 would have to comply with federal laws and regulations relative to historic preservation; but the direct involvement of the National Park Service could provide access to expertise that would contribute to obtaining the fullest possible protection of archeological resources. The potential for the National Park Service to positively influence the protection of archeological resources would be greatest when public dollars and federal and state preservation laws apply.

Ethnography Research projects and public programs emphasizing the links between historic activities such as whaling and the current populations of both New Bedford and Barrow, Alaska, would be sponsored by the National Park Service and its partners. Oral history projects like "Faces of Whaling" would ensure that the stories of the last remaining New Bedford whalers were not lost, but made available to the community and the visiting public. Distance learning projects linking the historic whaling port of New Bedford with the contemporary whaling community of Barrow, Alaska, would allow for an exchange of information that could enhance public understanding and appreciation of ethnographic resources. Both the New Bedford Whaling Museum and the Inupiat Heritage Center possess examples of material culture within their collections. The National Park Service would make technical assistance available to both institutions to ensure that such items are protected yet are made available to associated communities, as appropriate.

Working in concert with its partners, the National Park Service would enhance opportunities to identify, document, and protect ethnographic resources associated with the park. National Park Service participation as a park partner would convey greater awareness of ethnographic

resources, which could be expected to generate greater public understanding and support for those resources. As is the case with historic preservation, a certain level of ethnographic expertise already exists in New Bedford as well as in Barrow, Alaska. The National Park Service would make additional, outside expertise available, as well as provide access to any special National Park Service technical and financial assistance programs as appropriate and available.

Collections Management

Option 2 prescribes three additional impacts to museum collections. The first is the creation of a collections management professional position on the park's staff. The purpose of the position would be to consult and advise organizations needing help with their park-related collections. The second is the development of a universal finding aid that would enhance access to the various collections associated with the park. And, finally, the National Park Service would support the identification and protection of private collections that are relevant to park themes through a formal inventory and documentation effort. This effort would be strictly voluntary and would ensure that future protection is secured.

With the addition of a full-time collections management staff member, the National Park Service would proactively assist its partners and the public in the preservation of museum and archival collections, making technical assistance and advice more readily available to partners who need it. The advent of universal finding aids would provide access and organization to collections. The identification and protection of private collections would serve as a significant step to ensuring all objects related to the park's themes are preserved, regardless of ownership. Overall, the condition of and access to the museum and archival collections would be generally improved under Option 2. However, Option 2 does not



address collections storage, which for some partners would continue to be limited and inadequate.

The contribution of National Park Service technical assistance to those institutions with limited collections management staff and facilities would provide a great opportunity to ensure the long-term protection of these resources.

INTERPRETATION, EDUCATION, AND VISITOR SERVICES

Information and Orientation

Under Option 2, the National Park Service would devote more staff time to coordinating visitor and orientation services among the park partners. In partnership with the city of New Bedford, the National Park Service would develop exhibits for the Wharfinger Building, highlighting its historic use, and would assist in improving its restrooms and other visitor amenities. In addition, the National Park Service could assist in staffing the Wharfinger Building during the peak visitor season. Finally, the National Park Service would actively participate in the creation of an audiovisual presentation that would orient visitors to the primary themes of the park and would be hosted by the New Bedford Whaling Museum.

Through the creation of a dedicated orientation film, the use of temporary exhibits, and the efforts of the interpretation, education, and visitor services forums, visitors would enjoy a comprehensive, seamless park experience and would leave with an understanding of the park's purpose and primary themes. These initiatives, taken together, would further enhance the visitor experience.

Interpretation and Education Opportunities

Under Option 2, the National Park Service would share responsibility with its partners for offering effective

programming to the visiting public. This would include special presentations and events and curriculum-based education programs for specific audiences. National Park Service rangers would provide interpretive programs to the public during peak visitor hours and would help coordinate community-based programs (for example, youth programs and elder hostels). National Park Service involvement in all interpretive and education programs and special events would directly relate to park mission and themes.

The parkwide expanded presence of National Park Service visitor service staff would reinforce the public perception of a unified, national historical park.

The National Park Service's Visitor Orientation Center would include space for temporary exhibits where, with its partners, the National Park Service could mount one or more exhibits annually. These exhibits would highlight specific aspects of New Bedford Whaling National Historical Park's primary themes and would complement exhibits and programs being sponsored by park partners and other park-related institutions. The National Park Service would support and participate in the development of a New Bedford Whaling Museum audiovisual program that would present the story of New Bedford and the American whaling industry. The program, hosted by the museum, would be free to the public and would introduce visitors to the primary themes of the park.

The National Park Service would seek to acquire by donation a building or lease an appropriate space within the historic district that would be redeveloped by the park and its partners for use as classroom and flexible program space. In partnership with the city, the National Park Service would develop an exhibit for the Wharfinger Building, highlighting the building's historic use, and would assist in improving the building's restrooms and other visitor amenities. The southwest corner of State



Pier and Waterfront Park would provide a venue for concerts, special events, and maritime demonstrations offered by the National Park Service and its partners, when such events are related to park themes. In addition, the National Park Service would participate in waterbased educational programs related to park mission and themes.

The National Park Service would seek jurisdiction to interpret several historic buildings in New Bedford. At the Bourne Counting House, the National Park Service would work with private owners to obtain public access to the ground floor and to develop displays that interpret the history and function of the building. For the Baker-Robinson Whale Oil Refinery, the National Park Service would seek a legislative change giving New Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of this property, and would seek similar authority for the Nathan and Polly Johnson House.

The National Park Service would work closely with its park partners to present interpretive, educational, and special events programming to the public. This option builds upon the strengths of both the National Park Service and the partnering institutions to offer visitors opportunities to learn about the park's significance and themes. A free audiovisual program, developed by both the New Bedford Whaling Museum and the National Park Service, would provide visitors an introduction to New Bedford's whaling past.

An increased National Park Service presence in other areas of the park could bring more attention and visitation to other areas of the city. The presence of National Park Service staff at the Waterfront Visitor Center; participation in waterbased educational programs; enhanced interpretive exhibits about the history of the Wharfinger building; and the presentation of maritime-related programs on State Pier and Waterfront Park could draw attention to

the historic waterfront and its associated history. Visitors would be able to connect to one of the resources that made the entire whaling industry possible: New Bedford's illustrious harbor. National Park Service involvement in interpretation of sites such as the Baker-Robinson Whale Oil Refinery and the Nathan and Polly Johnson House would inform visitors of the historical significance of such areas, thereby encouraging recognition and preservation for those areas.

PARKING, CIRCULATION, AND ACCESS

Option 2 would expand upon current management activities (Option 1) by increasing the National Park Service's level of involvement in influencing the types and pace of improvements for visitor parking and mobility. It would leave implementation of those enhancements to the city of New Bedford and other park partners.

Option 2 proposes that, working cooperatively with the city, the National Park Service would help to develop a hospitality-oriented parking plan, which would include clearly designated signage program leading visitors to appropriate garages and surface parking areas. Also proposed in Option 2 is a cooperative approach toward re-designating the location of the reserved parking spaces in the city-owned Elm Street garage, such that reserved monthly parking spaces are shifted to the garage's upper floors. This re-designation would free up the lower floors for the general public, including park visitors. Additionally, as new public parking became available (such as the city-proposed garage on the park's southern edge) the signage program would incorporate these new locations as they came on-line.

In conjunction with the city, the National Park Service would work to increase shuttle bus service between parking areas and a number of downtown destinations, including the historic district, while establishing service



to the park's waterfront area during visitor season. Shuttle bus service would continue to the Rotch-Jones-Duff House and Garden Museum. As a means of connecting park-designated visitor parking locations with locations such as the Rotch-Jones-Duff House and Garden Museum and the waterfront (both located outside of the historical park) the shuttle system would be valuable to park visitors. The more apparent value of a shuttle service involves its ability to extend visitor stays by providing a connection to sites well outside the main park, and its ability to serve as a method to cross Route 18, pending the design and development of an improved pedestrian crossing of this six-lane roadway.

The National Park Service would encourage linking the park with intermodal transportation sites within the city of New Bedford and along the harbor. This linkage would be logically related to the shuttle bus service discussed previously, however, because the trips involved represent visitors who reach New Bedford by means other than automobile, the potential value to the park is much greater, given that parking for these intermodal visitor trips need not be provided.

Consequently, every visitor who can be shuttled from another mode of travel to the park frees a parking space for another visitor who drives to the park. This has major benefits for the park's long-term parking supply, because parking in the park area is anticipated to become increasingly short in supply in the mid- to long-term future.

While Option 2 does not propose to change the total amount of parking available, its improved signage and redesignation of the reserved parking floors in the Elm Street garage will help to maximize use of this major component of the park's existing parking supply. Based on a recent study of parking in the central section of New Bedford, the Elm Street Garage is known to be underutilized, even during the park's peak season. Consequently, with additional parking in the area of the park being at least

several years away, the concept of maximizing the use of the park's finite parking inventory is a positive approach toward meeting the park's mid-term needs.

The signage component of this approach should also help to reduce traffic congestion in the park and surrounding downtown area, as drivers will be directed to use the Elm Street garage as the primary location for parking. Thus, the amount of vehicles circulating on the park's narrow street system while visitors search for a parking space will be minimized.

From a safety perspective, minimizing the amount of unnecessary vehicular circulation within the park's narrow street system—and along the several main streets in the downtown area which border the park—reduces the frequency of conflicts between pedestrians and vehicles. This becomes a potentially important benefit as park attendance grows and an increasing number of visitors walk throughout the park, many perhaps paying more attention to their surroundings than to traffic. At the same time, an increasing number of drivers may be searching for parking spaces in an unfamiliar area, thus perhaps paying more attention to on-street parking availability and street signs than to pedestrians.

Under management option 2, the National Park Service would provide the assistance necessary to make key visitor destinations within the historical park wheelchair accessible. With the National Park Service assuming responsibility for implementation of accessibility improvements, the likelihood that the goal of universal accessibility would be greatly improved.

PARK OPERATIONS

Staff

The National Park Service would expand the support of its partners and enhance the protection of resources through



an increase in staffing of technical specialists. Such specialists might include an archivist, a community planner, a historical architect, an education specialist, and so on.

Additionally, more services would be provided to visitors as well as to audiences participating in outreach programs—through an increase of visitor services and interpretation staff. Additional staff, including a liaison to the Inupiat Heritage Center, would be hired to foster partnerships; provide technical assistance for preservation efforts; provide guidance on the implementation of education programs; provide more mission-based programs for park visitors; assist with archival work; and research and document the stories of the people of New Bedford and the city's link to the whaling era.

Additional staff pursuing greater workloads would be required to implement new programs, enhance the partnerships already in place, and expand new partnerships. The addition of staff would necessitate a major addition in operational funding, as well as administrative space. Without an appropriate increase in staff, the National Park Service would not have the capacity to implement the proposed management option.

Volunteers

Under Option 2, National Park Service interpretive and visitor service staff would be expanded and would, thereby, be more visible to the public. However, new National Park Service staff would emphasize special programs and activities more than daily visitor orientation and contact, which would continue to be the primary role of the park's volunteers. Volunteer-led walking tours would also continue. Increased National Park Service staff would increase opportunities for improved professional supervision and mentoring of volunteers.

Under Option 2, volunteers in the park (VIPs) would retain their significance in overall park operations. Increased

National Park Service staff could better enable the volunteer program to grow and thrive.

Partners

Option 2 proposes increased visitor programming, planning, and resource management initiatives, all of which require some contribution from the park's partners in order to be implemented. Park partner contributions could take the form of funds, staff time, or other in-kind services to meet the park's federal and nonfederal matching funds requirements. National Park Service staff would include a team of resource management professionals who would be available to park partners to provide technical assistance and advice in support of initiatives identified elsewhere in Option 2.

Due to the nature of funding this park, any proposed initiative would require a contribution from some or all park partners. However, this requirement would be offset by several factors. First, the presence of the national park unit offers the potential to draw a larger, national and international audience to New Bedford. In addition, the National Park Service would be sharing the responsibility for visitor programming and resource protection, thus expanding the public offerings and the opportunities to further ensure the preservation of New Bedford's historic resources. Finally, the National Park Service would make its technical expertise and in-house training available to local institutions, which would enable them to expand upon their current base of knowledge and technical expertise. These National Park Service actions would result in a net benefit to park partners.

Facilities (Including Office, Program, and Other Needed Space)

Under Option 2, the National Park Service would work with park partners to acquire and redevelop a building within the historic district for use as classroom, program, and office space. The acquisition of additional office space would be necessary in order to accommodate the increased



National Park Service staff called for under this option. Furthermore, an expansion of visitor programming initiated by the National Park Service would require dedicated classroom and program space in excess of what currently exists within the park. The addition of new classroom and program space would ensure that the National Park Service and its partners would be able to meet their needs.

Maintenance

Under Option 2, the National Park Service assumes management responsibility for additional office, classroom, and program space, and would thereby have to expand its maintenance and janitorial contracts. This would require the commitment of additional National Park Service staff time and money.

SOCIOECONOMIC ENVIRONMENT

Local Economy

Based on projections prepared by the National Park Service's consulting economist, under the Option 2, park visitation could achieve a moderate rate of growth of approximately 7 percent per year during the first five years of operation. After that time, growth in visitation would be likely to plateau, or decline. Based on this assumed rate of growth, by 2010, average annual park visitation could approach 300,000 visitors.

In order to determine the effects that the presence of the park may have on the local economy, the National Park Service's Money Generation Model was employed. The Money Generation Model is designed to provide park managers and neighboring communities with a gross estimate of economic benefits that may be attributed to the park in terms of sales, taxes, and jobs. The Money Generation Model was applied separately to each of the three outlined management options. For each application of the model, visitor projections and budget estimates for park operations and construction were used.

Because the Money Generation Model was developed for more traditional park units in the national park system, it does not offer a clear mechanism to factor in the federal/nonfederal matching requirements that New Bedford Whaling National Historical Park and its local partners must meet. Because the partnership is in its early stages and patterns or trends have yet to emerge, these requirements were not integrated into the analysis. The operating assumption for assessing the park's economic contribution to the local economy is that the economic benefit realized from these matching funds may not have been generated, in the absence of the park.

The following estimates of economic impacts were made based on the application of the Money Generation Model to Option 2. Option 2 would yield total local sales of about \$10.6 million, an incremental sales benefit (compared to 1999 figures) of about \$4.6 million. The state spending increment would be slightly higher from 1999 figures. Total tax revenues would amount to about \$780,000, which would yield an increment of about \$350,000. Most of this incremental tax benefit would accrue to the state in the form of sales and income taxes. Total jobs created in the local area would amount to 374, which would represent an additional 160 jobs in the local area.

Under Option 2, the elevated visibility of New Bedford that would result from inclusion in National Park Service publications could increase visitation to the area, which in turn could contribute to the revitalization of the New Bedford downtown. Furthermore, rehabilitation of the park's visitor orientation center, redevelopment of a historic structure within the district for office or classroom space, and a number of small projects could create a modest number of short-term job opportunities for local construction firms and laborers.

Proposals to improve pedestrian routes between the historic district, the waterfront, and the Rotch-Jones-



Duff House and Garden Museum could increase foot traffic through the city's downtown commercial/retail area, which could have a beneficial effect on local business. However, reliance on a shuttle bus that transports people from the core of the park to the Rotch-Jones-Duff House and Garden Museum or the waterfront could draw foot traffic away from the central business district, thus having the opposite effect.

Coastal Zone Management/Designated Port Area

Under Option 2, the National Park Service proposes making a section of the ground floor of the Bourne Counting House available to the general public for interpretive exhibits. Such use would fulfill waterfront-related educational mission and be consistent with uses supported in a designated port area (DPA).

Introducing additional public exhibits to the waterfront area would invite more visitors to this area. If visitors arrive in significant numbers during waterfront working hours, the National Park Service and its partners would have to make an effort to ensure that visitor activities do not interfere with waterfront industries.

CUMULATIVE IMPACTS

Cumulatively, few if any negative impacts are associated with Option 2. As a partnership park whose mission emphasizes helping the city of New Bedford and local institutions to preserve and interpret their whaling-related resources, much of what the park would undertake would represent "value added" in terms of resource protection and visitor services. In the city of New Bedford, historic preservation and architectural stewardship are fostered by programs and assistance offered by the Waterfront Historic Area League (WHALE), the New Bedford Historical Commission, the New Bedford Preservation Society, and the New Bedford Historical Society. Through research, public education, technical

assistance, and, in some cases, rehabilitation funds, the National Park Service would further enhance historic preservation initiatives associated with the park.

Similarly, collections management professionals at various institutions throughout the park have assembled and cared for important collections. The National Park Service would not expand upon these holdings, but through coordination of and assistance to existing efforts could enhance overall resource management and protection.

The cumulative effect associated with National Park Service visitor service proposals is similar to that of National Park Service actions associated with resource management. The National Park Service would continue the practice of coordinating programming and providing technical assistance to existing visitor service programs. The overall, cumulative effect would be an enhancement of visitor services across all park-related programs.

Internally, the park is composed of a number of pre-existing visitor destinations with well-established audiences. Externally, the park is the first of several proposed, visitor-oriented initiatives to come to fruition in New Bedford. Other initiatives, including the proposed New Bedford Aquarium and passenger ferry service from New Bedford to Martha's Vineyard and Nantucket, are advancing. Together with the park, these initiatives could result in increased visitation to the city and its attractions. This could result in greater economic activity throughout New Bedford's downtown, as well as increased traffic and congestion.

UNAVOIDABLE ADVERSE EFFECTS

Under Option 2, there are no known unavoidable adverse effects.



ALTERNATIVES

MANAGEMENT OPTION 1— FACILITATING STEWARDSHIP

CULTURAL RESOURCES

The Built Environment

Historic Structures and Landscape Under Option 1, the National Park Service would own very little property within the park boundary, and would, therefore, be limited in its authority to independently pursue historic preservation initiatives. However, as an interested party, the National Park Service would actively engage in the review of proposed projects within or adjacent to the park boundary that may have an effect on park resources or the visitor experience. With its full complement of preservation, planning, and design professionals, the National Park Service would have the potential to offer expert advice and critical input during key phases of project development. Despite limited federal ownership and resource management authority, this expertise could have a significant, positive influence on land use, and on design decisions relevant to the park.

With the goal of making diverse sites and entities function as a cohesive park, the National Park Service under Option 1 would seek to coordinate and harmonize initiatives largely undertaken by others. The National Park Service's recently completed *Historic Architecture Inventory and Conditions Assessment Report* has examined the entire historic district in a holistic and uniform fashion, enabling the National Park Service and its preservation partners to ensure that priorities for building preservation will be determined in an informed and rational way. Similarly, based on the findings of the park's cultural landscape report, the National Park Service and its preservation partners were able to establish priorities for preserving elements of the cultural landscape. Efforts that support protection of landscape

features such as exemplary streetscapes and viewsheds would be emphasized.

Under Option 1, the National Park Service would seek a nonvoting seat on the New Bedford Historical Commission; this would enable the National Park Service to act in an advisory capacity. In accordance with Chapter 40C of the General Laws of Massachusetts, the historical commission would have oversight over any proposed alterations to building exteriors, demolition of existing structures, and new development within the New Bedford Historic District, which is situated at the park's core.

Within the city of New Bedford a significant cadre of planning, design, and preservation professionals have provided leadership and technical expertise through many of the city's earlier historic preservation efforts. The National Park Service's contribution would be additive and would emphasize National Park Service priorities (for example, mission essential structures) and the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. National Park Service participation in land use and design decisions relevant to the park would enhance opportunities for the protection of historic resources within the park.

Even in the absence of additional National Park Service activity, the very existence of the national historical park would convey greater recognition of New Bedford's historic resources. This recognition and attention could be expected to generate greater public interest and support for historic preservation within the national historical park. Operation of the park would make it possible to take a holistic view of historic resources within the appropriate context. National Park Service support for local preservation initiatives would be expected to improve prospects for obtaining funding. Preservation efforts, including required research, would benefit from having access at all levels to National Park Service expertise.



Although additional cultural landscape elements are identified or emphasized in Option 1, limited power would be available to improve their use and preservation, due to lack of ownership. Furthermore, the current authorities of the New Bedford Historical Commission only extends to structures within the district. While this emphasis may support preservation of some elements of the historic landscape, such as the scale and the massing of structures along city streets, many other landscape elements, such as gardens, do not fall within the commission's purview. National Park Service design assistance and input would contribute to a heightened understanding of the resources. In general, beneficial impacts generated by National Park Service presence would be limited to influencing partners and suggesting design alternatives.

Archeology See impacts under Option 2.

Ethnography See impacts under Option 2.

Collections Management

Under Option 1, the National Park Service would provide leadership in the development of a Collections Management Plan (CMP). The CMP would provide guidance to participating park partners on matters related to record management, catalogs, and storage of collections parkwide. In addition to the development of the CMP, a collections management forum would be convened by the National Park Service. The forum would serve as a task force to develop and implement the overall plan for the national historical park as well as to coordinate collections-related activities. This forum would help managers and collections management professionals make informed decisions that would further the mission of the park and its partners as a whole.

The National Park Service's role in collections management in New Bedford would primarily be to coordinate and convene the managers of park-related collections

and to guide them through the development of the CMP. The development of a CMP and the establishment of the collections forum would fulfill an immediate and critical need for coordination of collection management activities. National Park Service collections would be adequately stored and maintained.

INTERPRETATION, EDUCATION, AND VISITOR SERVICES

Information and Orientation

Under Option 1, the National Park Service's role would emphasize bringing the city of New Bedford to a national audience by using the National Park Service's signature maps, brochures, and publications. At the park, the old New Bedford Institution for Savings building in the historic/commercial area would continue to serve as the national historical park's visitor orientation center. New exhibits would orient visitors to the park's mission and sites, thereby presenting a comprehensive overview of the park's resources and themes. National Park Service volunteers would staff the visitor orientation center year-round and lead walking tours seasonally under the supervision of park staff. The current training program for volunteers would be augmented with a program of evaluation, audits, and mentoring. To assist visitors with wayfinding and orientation outside of the visitor orientation center, panels would be located at the Elm Street garage and other points of entry in the city (the bus station, the ferry terminal, and the airport). The National Park Service would also work with its partners to expand and upgrade interpretive waysides parkwide, which would enhance visitor comprehension of the park's purpose and themes and reinforce the relationship of individual sites to the park as a whole.

The Wharfinger Building would continue to function as a waterfront visitor contact station operated by the city. To avoid duplication of effort and visitor confusion,



coordination between the city's site and the park's visitor orientation center would be essential. The waterfront visitor contact station would reinforce the connection between the waterfront and the core of the park. Despite signs and informational panels guiding visitors to the park's visitor orientation center, many visitors could bypass the orientation center and continue on to other park sites. Making comprehensive introductory material describing the park available at each park site would reinforce the fact that those sites are all part of the national historical park.

Modifications to the interior of the park's visitor orientation center, including the addition of new exhibits, would greatly enhance the visitor's experience by providing necessary information to orient the visitor to park resources and themes. A challenge would remain for those visitors who did not go to the park's visitor orientation center. The system of interpretive waysides, the waterfront visitor contact station, and strategically located park information could dispel visitor confusion. Additional responsibility would be placed on the park partners to inform visitors of other sites within the park. The exterior of officially designated New Bedford Whaling National Historical Park sites would be identified with appropriate signage or markers.

Interpretation and Education Opportunities

Under Option 1, The National Park Service would work with its park partners to develop a comprehensive interpretive plan that fosters links and coordination among institutions in terms of programming, publications, and exhibits. The National Park Service would support partners' efforts to develop, offer, and cosponsor educational and interpretive programs and interpretive media (publications, waysides, and exhibits) that support the mission and interpretive themes of New Bedford Whaling National Historical Park. National Park Service staff would provide occasional on- and off-site programs and

participate in park partners' special events that are relevant to park themes. The National Park Service would also provide assistance with partner-developed, audiovisual programs relevant to park themes.

In addition, the National Park Service would employ staff dedicated to providing support to park partners in the development and implementation of educational and interpretive programming. Furthermore, the National Park Service would participate in education forums that assemble park partners on a regular basis to discuss cooperative strategies and coordinate activities related to the delivery of high-quality, curriculum-based educational programming.

Several projects would improve interpretation and education services at New Bedford Whaling National Historical Park. The current VIP interpretive training program would be augmented with a program of evaluation, audits, and mentoring to ensure that visitor service goals are met. The parkwide system of interpretive waysides would be updated and expanded to ensure that all park themes are well represented and to maximize visitor opportunities for self-paced, self-guiding interpretive experiences. The National Park Service would cosponsor demonstrations of historical maritime crafts and activities with park partners that supported the park's mission and its themes.

Classroom and flexible program space would continue to be provided by park partners in existing facilities. The southwest corner of State Pier would continue to be used as a location for concerts, special events, and maritime demonstrations offered by park partners and cosponsored by the National Park Service, when appropriate.

The development of a comprehensive interpretive plan would present opportunities for park partners to collectively examine current and future interpretive programming and media development at New Bedford



Whaling National Historical Park. However, the extent to which the institutions would coordinate daily programming and media in order to present a collective, cohesive picture of the history of whaling in New Bedford remains to be determined. Up to the present, the partners have collaborated successfully on a number of special events and workshops. Other programming is developed independently by each institution. The development of an education forum would bring park partners together to encourage dialogue about educational programming. Park partners might also consider a similar forum for general public programs and special events.

The VIP program, like any interpretive operation, would benefit from evaluation, audits, and mentoring. Visitors would benefit from interactions with a professional, highly trained volunteer staff that would continue to improve. Those visitors not interacting with park volunteers could learn about park resources from improved interpretive waysides that cohesively present park themes.

Under Option 1, visitors would be introduced to the significance of New Bedford's whaling history at the park's visitor orientation center and through national park brochures. Park staff would assist park partners with the development of relevant public programming and audiovisual programs. Although the national park staff would participate in planning, direct contact with the public during interpretation, education and special event programs would be limited. Without a national park ranger contact, visitors going to different partner institutions may not view the site as a national park, nor understand each institution's relationship to the park. However, park partners could (and currently do) accomplish the park's mission of interpreting New Bedford's whaling history by presenting professional public programs. Relying on existing facilities for classroom and flexible program space would limit the park's ability to expand programming for the public.

PARKING, CIRCULATION, AND ACCESS

Primary visitor parking would continue to be located on the upper floors of the Elm Street garage. Supplemental parking would continue to be located in public surface parking lots and at on-street spaces. The National Park Service would plan and design key park-related directional signage. City shuttle bus service would continue to connect parking areas and the historic district. The existing service also connects those locations with the Rotch-Jones-Duff House and Garden Museum.

As documented in recent parking studies encompassing the park and its surrounding central business district area, the municipally owned Elm Street garage currently dedicates most of the garage's lower floors to monthly parking; while understandable, this is contributing to the under-utilization of this facility. Without an active National Park Service effort to encourage a change in this approach, this practice is likely to continue contributing to unnecessary traffic traveling through the park, which increases congestion on city streets, reduces air quality, and increases fuel consumption. At the same time, this unnecessary vehicular travel elevates the likelihood of pedestrian/vehicular conflicts.

The signage component of Option 1 is directed exclusively at park-related destinations. As a result, the ability of this option to reduce congestion on downtown streets may be limited, due to its exclusion of a comprehensive approach to parking and routing into and out of New Bedford. A detailed parking plan addressing parking locations, fees, and signage should be completed.

In general, the preceding actions miss an opportunity that a more active approach could produce: increasing the use of the existing parking supply and, thus, improving the efficiency of travel within the park. By not addressing these issues, Option 1 does little to mitigate what would be an increasingly noticeable impact on downtown



New Bedford due to increased traffic on the central business district's roadways as park visitation gradually increases. Additionally, the park's destination-focused signage plan appears to limit the benefit of reduced travel and congestion that would accrue from a broader-based approach to signage.

By continuing the existing shuttle bus service—which limits its trips to the Rotch-Jones-Duff House and Garden Museum to the peak visitor season—no meaningful change in visitor use of the shuttle bus service would be anticipated, other than that associated with the annual increase in visitation. Continuation of the shuttle service to the Rotch-Jones-Duff House and Garden Museum would represent a positive contribution to the ability of visitors to reach this destination.

Furthermore, by facilitating a park visitor's ability to reach an off-site destination, the shuttle would increase the length of time some visitors stay in New Bedford. This in turn increases the opportunity for increased visitor spending in the city, a benefit to the city's economy that would be a positive secondary impact from the park.

PARK OPERATIONS

Staff

Under Option 1, New Bedford Whaling National Historical Park would continue to operate at or near current staff levels. Few if any new positions would be created. Staff activity would emphasize support for the internal functions of the park, with limited activity related to community outreach and technical assistance. However, a staff position dedicated to acting as liaison between the park and the Inupiat Heritage Center would be created and cofunded by the Alaska Regional Office.

The emphasis for the National Park Service staff would be to work with park partners to facilitate the ongoing

coordination of programs and provide occasional on- and off-site programs. In the area of resource protection, park staff would facilitate access to National Park Service technical centers and architectural and engineering firms to support research, planning and design.

With staff levels remaining near current levels, the park staff would have difficulty providing any more than the presently provided basic services. This would be detrimental to the resources and inhibit the National Park Service from playing a greater role in discharging its legislated mandate.

Volunteers

Under Option 1, the role of VIPs would remain largely unchanged. Volunteers in the park would continue to staff the park's visitor orientation center year-round and offer walking tours to the visiting public during the visitor season. National Park Service staff would audit, evaluate, and mentor park volunteers. This quality assurance-oriented initiative would enhance visitor services as well as offer personal and professional development opportunities to park volunteers. With the limited National Park Service staff proposed under this option, the park's VIPs would be particularly important in providing visitor orientation and other services to the visiting public on behalf of the National Park Service.

Services offered by VIPs are essential to the visiting public and would continue to be a very important segment of the personal services offered by the park.

Partners

Under Option 1, a number of activities focused on quality control and coordination of visitor services would be undertaken. Park partners receiving federal assistance would be expected to participate in these activities and programs, possibly requiring commitment of additional staff time on the part of the park partners. Park partners



would also be featured in National Park Service publications and brochures highlighting the park, and would therefore be exposed to a larger, national tourism market. Although park partners would be making a relatively small investment in terms of quality and coordination of programming, they could reap substantial benefits in terms of national exposure and access to National Park Service technical and financial assistance.

Facilities (Including Office, Program, and Other Needed Space)

Under Option 1, the National Park Service administrative offices would be located in the old New Bedford Institution for Savings building and the Custom House. Current levels of classroom and flexible program space would be maintained.

Current office and program space is inadequate and would continue to be so. Additional space would be needed to accommodate current park operations and visitor programs.

SOCIOECONOMIC ENVIRONMENT

The Local Area Economy

Established in 1996, New Bedford Whaling National Historical Park is a relatively new addition to the city's local economy. A number of specific, proposed actions related to Option 1 could have an effect on the economy of the local area. Through its maps and publications, the National Park Service would be bringing the stories and sites associated with New Bedford Whaling National Historical Park to a national audience; this could expand the local area's tourism economy. Steps would be taken to ensure that visitors to the park have access to sites, programming, and services that are consistently open, available, dynamic, and of high quality. These measures could ensure that a greater percentage of visitors return to the park on a regular basis. Option 1 discusses the

current, ongoing rehabilitation of the old New Bedford Institution for Savings building for use as the park's visitor orientation center, and the expansion and update of the park's system of interpretive waysides. Both of these projects could employ local labor for short periods of time. Finally, Option 1 would foster the expansion of pedestrian routes linking the historic district with the Rotch-Jones-Duff House and Garden Museum and the waterfront, which could increase foot traffic through the city's central business district, potentially resulting in greater commercial activity.

Based on projections prepared by the National Park Service's consulting economist, Option 1, park visitation could achieve a modest rate of growth of approximately 5 percent per year during the first five years of operation. After that time, growth in visitation is likely to plateau, or decline. Based on this assumed rate of growth, by 2010 average annual park visitation could approach 270,000 visitors.

Based on the application of the Money Generation Model to Option 1, the following estimates of economic impacts were made. Option 1 would yield total local sales of about \$8.9 million relative to about \$5.9 million generated by 1999 visitation, an increment of about \$2.9 million. The incremental sales benefits within the state would be slightly higher compared to 1999 levels, about \$3.3 million. Total tax revenues under Option 1 would amount to about \$640,000, compared to a base of about \$430,000—an increment of about \$210,000. (A high percentage of these tax revenues would accrue to the state from retail sales tax and income tax.) Finally, Option 1 would generate 316 new local jobs, compared to 214 in 1999—an increment of 102 jobs in the local area.

As noted in the proposed management option (Option 2), based on the park's potential to nationally elevate the profile of the local area and to foster a visitor experience



that encourages repeat visitation, the presence of the park would make a positive contribution to the local economy. The national historical park is only one of several significant tourism-related initiatives that are advancing in New Bedford's downtown and waterfront areas. Taken together these initiatives—particularly the development of the proposed New Bedford Aquarium—have tremendous potential to revitalize the local economy well beyond the tourism-oriented service sector.

Coastal Zone Management/Designated Port Area

Under all management options, the National Park Service would endorse the activities related to educational services and amenities on the waterfront as proposed in the New Bedford/Fairhaven Harbor Master Plan.

The New Bedford/Fairhaven Harbor Master Plan has been reviewed by the state's Coastal Zone Management office and is considered to be in compliance with all federal and state regulations and guidelines. Therefore, the National Park Service endorsement of the actions proposed in the harbor master plan would not have an effect on the designated port area.

CUMULATIVE IMPACTS

See Option 2.

UNAVOIDABLE ADVERSE EFFECTS

Under Option 1 there are no known unavoidable adverse effects.

MANAGEMENT OPTION 3— LEADING STEWARDSHIP

CULTURAL RESOURCES

The Built Environment

Historic Structures and Landscapes Under Option 3 The National Park Service would establish itself as the leader in resource protection and programming within the park. The National Park Service would undertake major preservation initiatives and would seek the authority to hold property or interests in property for historic preservation purposes. The National Park Service would actively seek preservation easements and provide extensive technical support. Park staff would include planning and historic preservation professionals who would be able to provide park partners with planning and design assistance, as well as provide staff support to the New Bedford Historical Commission. A restoration matching grant program would be established to actively protect mission essential buildings and landscape features. A special act historical commission governing design issues and elements not covered under current historical commission authorities would be pursued. This reconstituted historical commission would, ideally, have increased authority to address cultural landscape issues within the park. The elimination of parking from exemplary streetscapes such as Johnny Cake Hill and Centre Street could enhance these areas' appearance as well as enhance the historic integrity of the cultural landscape.

National Park Service leadership in the stewardship of park resources would provide access to additional sources of funding. Preservation efforts, including necessary research, would benefit from having extensive access to all levels of National Park Service expertise. The National Park Service would have full and direct responsibility for at least one building in the historic district. In addition to the benefits that would accrue to historic



buildings in the park, the expanded level of National Park Service activity would facilitate preservation of several other important historic structures in the city.

Option 3 would also have a moderate long-term beneficial impact on the park's resources. By anticipating needs related to resource protection, preservation easements, technical support, design standards and restoration funds would provide quicker response rates.

Archeology See Option 2.

Ethnography See Option 2.

Collections Management

Option 3 charges the National Park Service to work with partners to develop a combined collections storage facility. This storage facility would make a considerable contribution to the long-term protection of museum and archival collections relevant to the park and would provide partners without adequate storage space a tool for the long-term preservation of objects.

With the addition of a combined collection storage facility, a greater proportion of the collection's of the park and its partners would be protected than under either the proposed management option (Option 2) or current management (Option 1).

INTERPRETATION, EDUCATION, AND VISITOR SERVICES

Information and Orientation

Under Option 3, the National Park Service would serve as the primary provider of visitor orientation and information services in the park, and would determine the themes and interpretive program direction for park partners. Through direct ownership or cooperative agreement, the National Park Service would manage and staff the

Wharfinger Building and program its use. National Park Service rangers would augment staff at the park's partnering institutions by developing and presenting National Park Service programs. National Park Service staff could also provide a level of consistency to visitor orientation and information services throughout the sites.

Option 3 would result in National Park Service coordination of all visitor orientation and information services within New Bedford National Historical Park. National Park Service management and staffing of both visitor centers should result in better coordination of services offered at each site, with greater reinforcement of the national historical park designation. The presence of National Park Service personnel at partnering institutions would emphasize each site's designation as part of the national historical park and lend greater identity to the park, as well as to the consistency of themes and interpretive messages parkwide.

Interpretation and Education Opportunities

Under Option 3, the National Park Service would establish itself as the lead institution in the planning and presentation of interpretive programming. National Park Service rangers would augment staff at the park's partnering institutions by developing and presenting interpretive, educational, and special events programs year-round. Ranger-led tours throughout the park would expand upon volunteer-led programs. National Park Service staff would take the lead to develop and implement curriculum-based educational programs for specific audiences.

In addition to the old New Bedford Institution for Savings building, the National Park Service would also manage and staff the visitor center at the Wharfinger Building and program its use. Working with its park partners, the National Park Service would support the development of a temporary structure that could be erected seasonally on the southwest corner of State Pier.



The structure would house concerts, special events, and maritime demonstration projects that are related to park themes and sponsored by the park and its partners. At the end of the visitor season, the temporary structure would be broken down and put into storage.

The National Park Service would seek the donation of the Bourne Counting House and would rehabilitate it for use as a waterfront education center with classrooms, exhibits, and flexible program space that support the park's themes. The National Park Service would also seek legislative changes, giving New Bedford Whaling National Historical Park the authority to assist in the interpretation and preservation of the Baker-Robinson Whale Oil Refinery and the Nathan Polly Johnson House, like the park's relationship with the Rotch-Jones-Duff House and Garden Museum. The National Park Service would support the creation of interpretive waysides describing the history and use of these two historic sites.

Under Option 3, the National Park Service would establish itself as the lead institution among the park partners in the development and presentation of interpretive and educational programs and media. This could result in more effective coordination of interpretive, educational, and special events programming throughout the park, thereby resulting in the presentation of a more cohesive, refined "story" to the public. The addition of public programming space in a building in the historic district and the Bourne Counting House would ensure both appropriate facilities for increased visitor programming and greater flexibility.

PARKING, CIRCULATION, AND ACCESS

Option 3 proposes that the National Park Service work with the city of New Bedford and park partners to limit or prohibit parking during daylight hours within exemplary streetscapes such as Johnny Cake Hill and Centre

Street. Such an action would clearly reduce the amount of total on-street parking available to the city and the park during the visitor day.

Reducing the amount of existing on-street parking for aesthetic and experiential reasons may somewhat undermine the improvements gained from increased parking utilization and improved signage. A recent 1998 parking study conducted in the section of New Bedford's downtown that includes the historical park concluded that there was a shortage of on-street parking spaces. Consequently, in the absence of a further study focusing on the possible impact of reducing the amount of on-street parking, the impact of such a reduction—although likely to be limited given the absolute number of spaces involved—may not be acceptable.

Eliminating parking at selected locations would allow for improved historic vistas and exposed streetscapes, at the same time creating a more pedestrian-friendly experience. This has a moderate beneficial impact on the safe flow of pedestrians and vehicles through the site.

Unlike the previous options, Option 3 would provide the assistance necessary to make key visitor destinations within the historical park wheelchair accessible. With the National Park Service assuming responsibility for implementation of accessibility improvements, the likelihood that the goal of universal accessibility will be reached is greatly improved, when compared with the two previous options. This increased likelihood is due to the combination of experience and funding that the National Park Service can apply to this issue.

PARK OPERATIONS

Staff

Option 3 places the National Park Service in the forefront of both preservation of park resources and visitor



programming. In the areas of preservation, interpretation, education, and research, the National Park Service would be the leader among the park partners. The establishment of a restoration fund to actively protect mission essential buildings and landscape features would be a complement to the increase in staffing.

Among the three management options, Option 3 would bring the greatest amount of National Park Service staffing to New Bedford. The addition of staff would represent an extremely large increase in funding levels. The National Park Service would also need additional funding to establish a restoration fund for mission essential structures throughout the park area. However, this administrative scenario appears to contradict the partnership concept upon which the park was founded, and may in fact be detrimental to the growth and importance of the community groups that work with the National Park Service in New Bedford.

Volunteers

Under Option 3, the National Park Service staff would assume many of the visitor services responsibilities that are currently fulfilled by the park's dedicated volunteers. This does not imply that the park volunteers would no longer be needed, but rather that their primary function within the park would change. As visitation expands, the National Park Service staff would need the support of a well-trained, motivated corps of volunteers.

Partners

Impacts under Option 3 are similar to those under the proposed option (Option 2). However, with the introduction of a greater preservation role for the National Park Service and the funding assistance offered by the building restoration matching fund, Option 3 would enable the National Park Service to more effectively support local partners in their efforts to protect local resources.

Facilities (including office, program, and other needed space)

With the addition of the Bourne Counting House and the rehabilitation of a structure within the historic district, the National Park Service and its park partners should have ample access to office, classroom, and flexible program space. Management of these facilities would require additional staff and financial resources.

Maintenance

Under Option 3, the National Park Service would have responsibility for the management of the park's visitor orientation center, a historic district education building, the Wharfinger Building, and the Bourne Counting House. Maintenance and janitorial services would have to be expanded to a degree where they would require increased National Park Service staff oversight and money.

SOCIOECONOMIC ENVIRONMENT

The Local Economy

Based on projections prepared by the National Park Service's consulting economist, under Option 3, park visitation could achieve a moderate to high rate of growth of approximately 10 percent per year during the first five years of operation. After that time, growth in visitation would be likely to plateau, or decline. Based on this assumed rate of growth, by 2010 average annual park visitation could approach 350,000 visitors.

Based on the application of the Money Generation Model to Option 3, the following estimates of economic impacts were made. Among the three management options, the greatest sales, tax, and employment benefits would result from Option 3. Total local area spending would amount to about \$13.1 million, an incremental benefit of about \$7.2 million relative to 1999. Spending within the state would be somewhat greater, yielding an increment of about \$9.0 million. Total tax revenues would amount to \$970,000, an incremental benefit of about



\$540,000. Option 3 would generate a total of 459 jobs in the local area, compared to a baseline total of 214—a net benefit of 245 new jobs.

As noted in the proposed management option (Option 2) and in Option 1, the elevated visibility of New Bedford that results from inclusion in National Park Service publications could increase visitation to the area, which in turn could contribute to the revitalization of New Bedford's downtown. Furthermore, rehabilitation of the park's visitor orientation center, redevelopment of a historic structure within the district for office and classroom space, and a number of small projects could create a modest number of short-term job opportunities for local construction firms and laborers.

Proposals to improve pedestrian routes between the historic district, the waterfront, and the Rotch-Jones-Duff House and Garden Museum could increase foot traffic through the city's downtown commercial/retail area, which could have a beneficial effect on local business. However, reliance on a shuttle bus that transports people among these areas of the park could draw away foot traffic, thus having the opposite effect.

The acquisition of the Bourne Counting House would remove that building from the local tax rolls and eliminate any possibility of it being used for commercial, revenue-generating purposes.

Coastal Zone Management/Designated Port Area

Under Option 3, there are two significant proposals for park activities within the designated port area. Under one proposal, the Bourne Counting House would be rehabilitated for use as a waterfront education center. The other proposal calls for the annual construction of a temporary, seasonal structure on the southwest corner of State Pier; this structure would house demonstration programs and special events. The waterfront education

center at the Bourne Counting House would emphasize New Bedford Whaling park themes, which are maritime themes, and would comply with use requirements within a DPA. The temporary structure on State Pier would often comply with use requirement within a DPA, however, occasional park programs that would not necessarily be educational, but which would certainly be cultural in nature, would also be likely to occur.

CUMULATIVE IMPACTS

See Option 2.

UNAVOIDABLE ADVERSE EFFECTS

Under Option 3 there are no known unavoidable adverse effects.

CONSULTATION/COORDINATION

Compliance with Federal and State Laws, Executive Orders, and Regulations

In implementing the New Bedford Whaling National Historical Park General Management Plan, the National Park Service would comply with all applicable laws and executive orders, including those listed in the sections that follow. Informal consultation with the appropriate federal, state, and local agencies has been conducted in the preparation of this document.

The draft general management plan/ environmental impact statement (DGMP/EIS) was on public review for 60 days from October 1 to December 1, 2000. This final GMP/EIS responds to or incorporates the public comments on the draft document. After a 30-day "no action" period, a record of decision will be prepared to document the selected management option and set forth any stipulations for implementation of the general management plan, thus completing the NEPA requirements. This EIS is essentially a programmatic statement, presenting an overview of potential impacts relating to each management option. More detailed plans may be developed for



individual actions outlined in the options. The more detailed plans would have to support the program defined by the option and would be subject to a more detailed review of environmental impacts.

Laws and Regulations Related to Cultural Resources

The National Park Service is mandated to preserve and protect its cultural resources through the National Park Service's Organic Act of August 25, 1916, and through specific legislation such as the Antiquities Act of 1906; the National Environmental Policy Act of 1969, as amended; the National Historic Preservation Act of 1966, as amended; the Archeological Resources Protection Act of 1979; and the Native American Graves Protection and Repatriation Act of 1990. In addition, cultural resource management will be guided by chapter 5 of the National Park Service Management Policies (2000), the Cultural Resources Management Guideline (DO-28), and other relevant policy directives.

Section 106 of the National Historic Preservation Act of 1966, as amended, requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertakings on National Register properties and allow the Advisory Council on Historic Preservation (ACHP) an opportunity to comment. Toward that end the National Park Service will work with the Massachusetts State Historic Preservation Office (SHPO) and the Advisory Council to meet requirements of 36 CFR 800 and the September 1995 Programmatic Agreement among the National Conference of State Historic Preservation Officers, the ACHP, and the National Park Service. This latter agreement requires the National Park Service to work closely with the SHPO and the Advisory Council in planning for new and existing National Park Service areas.

In accordance with the 1995 Programmatic Agreement both formal and informal consultation with the SHPO

has been conducted. In November 1997, a representative of the SHPO was in attendance at New Bedford Whaling National Historical Park's Vision, Mission, and Goals Workshop. In October 1998 formal written notification regarding the preparation of a GMP/EIS for New Bedford Whaling National Historical Park was sent to both the SHPO and the ACHP. In May 1999 preliminary management options were presented to staff representing the SHPO at the Massachusetts Historical Commission. Early in March, 2000, an advance copy of the draft GMP/EIS was submitted to the SHPO for their use and information.

The 1995 Programmatic Agreement also provides for a number of programmatic exclusions for specific actions that are not likely to have an adverse effect on cultural resources. These actions may be implemented without further review by the SHPO or ACHP provided that National Park Service internal review finds the actions meet certain conditions. Undertakings as defined in 36 CFR 800 not specifically excluded in the 1995 Programmatic Agreement must be reviewed by the SHPO. The Advisory Council, at its discretion, may review undertakings that have an adverse effect before they are implemented. A summary of Section 106 consultation requirements for proposed undertakings appears in Appendix I.

Under revised Section 106 regulations, federal agencies must consult with American Indian tribes having cultural or religious associations with lands being addressed in a proposed plan. For New Bedford Whaling National Historical Park, park planners consulted with the Wampanoag Tribe of Gay Head (Aquinnah) through their designee, Matthew Vanderhoop, Tribal Historic Preservation Officer, and Mark Harding, Deputy Tribal Historic Preservation Officer. A formal consultation meeting was held with the Tribal Historic Preservation Officer on January 8, 2001.



Laws and Regulations Related to Natural Resources

The National Environmental Policy Act of 1969, as amended, requires that the draft GMP/EIS be on public review for 60 days. A final GMP/EIS (or an abbreviated document if comments are not substantive) will then be prepared that responds to or incorporates public comments on the draft document. After a 30-day “no action” period, the National Park Service will prepare a record of decision and circulate it to interested parties to complete the NEPA process.

The National Park Service must comply with Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act, which apply to activities that affect wetlands, streams, brooks, ponds, and intermittent drainage channels.

New Bedford Whaling National Historical Park is in a mandatory Class II clean air area. Under the Clean Air Act, as amended (42 USC 7401 et seq.), maximum allowable increases of sulfur dioxide, particulate matter, and nitrogen oxide beyond baseline concentrations established for Class II areas cannot be exceeded. Although the various class increments allow modest industrial activities within the vicinity of the site, none of the three management options propose such activities. During any construction activities, the National Park Service will take all practical measures to limit fugitive dust and noise. Section 118 of the Clean Air Act requires all federal facilities to comply with existing federal, state, and local air pollution control laws and regulations. The National Park Service will work with the Commonwealth of Massachusetts to ensure that all site activities meet the requirements of the state air quality implementation plan.

Executive Order 11988, “Floodplain Management,” mandates that all federal agencies avoid construction within any 100-year floodplain, unless no other practical alternative exists.

Executive Order 11990, “Protection of Wetlands,” requires that all federal agencies must avoid, where possible, impacts on wetlands.

Federal agencies are required to analyze the impact of federal actions on agricultural lands, in accordance with the National Environmental Policy Act (45 FR 59189). This policy was developed to minimize the effect of federal programs on converting prime, unique, or locally important farmland to nonagricultural uses.

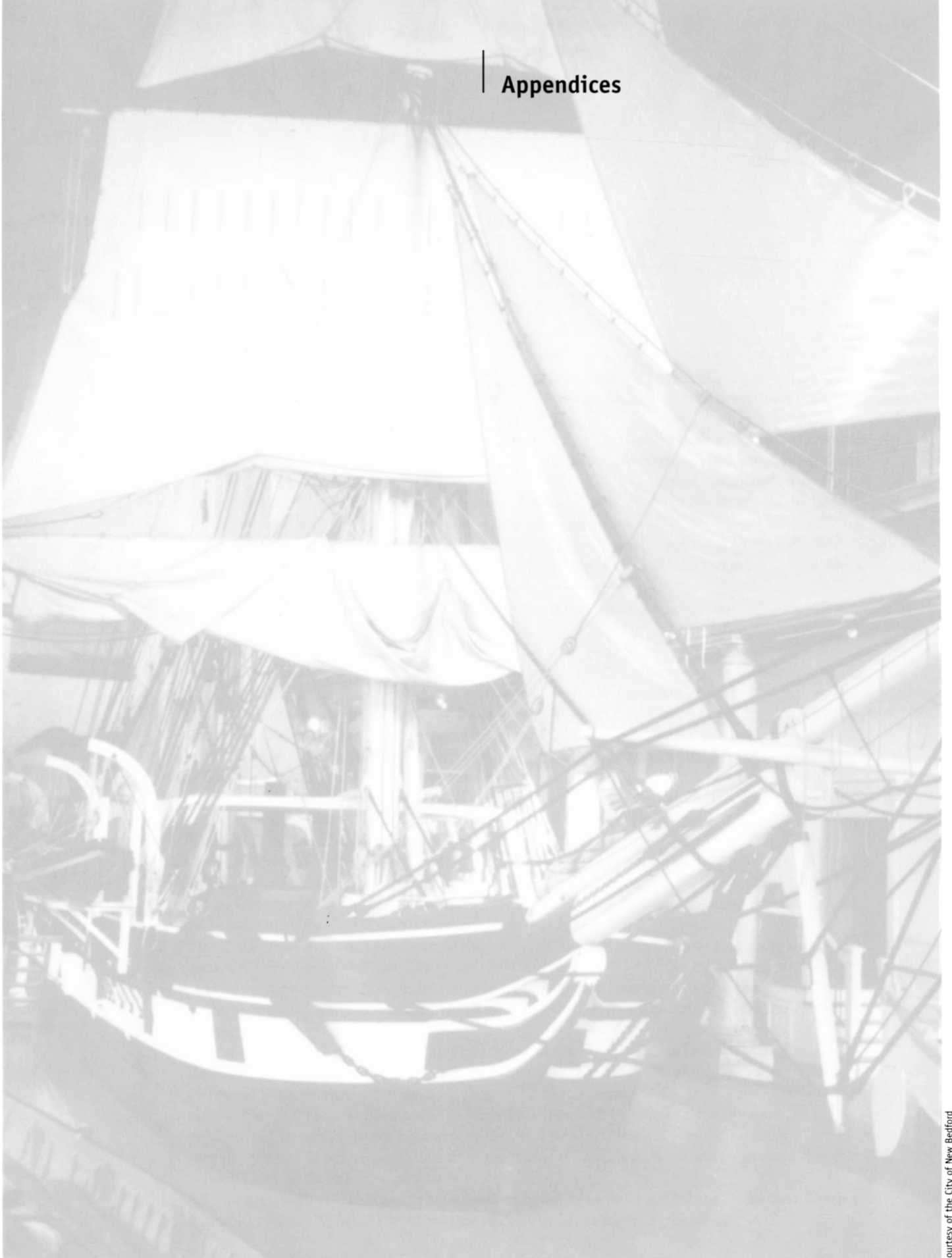
Section 7 of the Endangered Species Act of 1973, as amended (16 USC 1531 et seq.) requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any actions authorized, funded, or carried out by the agency do not jeopardize the continued existence of listed species or critical habitat.

Laws and Regulations Related to the Socioeconomic Environment

Under Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” the National Park Service must consider the impact of its actions on minority and low-income populations and communities, as well as the equity of the distribution of benefits and risks of those actions.

Universal Access

Federal guidelines published in accordance with the Americans with Disabilities Act of 1990 define specific access requirements for persons with disabilities to parking facilities, pathways, and buildings. The accessibility requirements apply to government facilities (Title II) and to private entities that provide public accommodations (Title III).



Appendices

The Lagoda



110 STAT. 4159 PUBLIC LAW 104-333—NOV. 12, 1996

SEC. 511. NEW BEDFORD NATIONAL HISTORIC LANDMARK DISTRICT. 16 USC 410DDD

(a) FINDINGS AND PURPOSES.—

(1) FINDINGS.—The Congress finds that—

- (A) the New Bedford National Historic Landmark District and associated historic sites as described in sub-section (c)(2), including the Schooner Ernestina, are National Historic Landmarks and are listed on the National Register of Historic Places as historic sites associated with the history of whaling in the United States;
- (B) the city of New Bedford was the 19th century capital of the world's whaling industry and retains significant architectural features, archival materials, and museum collections illustrative of this period;
- (C) New Bedford's historic resources provide unique opportunities for illustrating and interpreting the whaling industry's contribution to the economic, social, and environmental history of the United States and provide opportunities for public use and enjoyment; and
- (D) during the nineteenth century, over two thousand whaling voyages sailed out of New Bedford to the Arctic region of Alaska, and joined Alaska Natives from Barrow, Alaska and other areas in the Arctic region in subsistence whaling activities; and
- (E) the National Park System presently contains no sites commemorating whaling and its contribution to American history.

(2) PURPOSES.—The purposes of this section are—

- (A) to help preserve, protect, and interpret the resources within the areas described in subsection (c)(2), including architecture, setting, and associated archival and museum collections;
- (B) to collaborate with the city of New Bedford and with associated historical, cultural, and preservation organizations to further the purposes of the park established under this section; and
- (C) to provide opportunities for the inspirational benefit and education of the American people.

(b) DEFINITIONS.—For the purposes of this section—

- (1) the term “park” means the New Bedford Whaling National Historical Park established by subsection (c); and
- (2) the term “Secretary” means the Secretary of the Interior.

(c) NEW BEDFORD WHALING NATIONAL HISTORICAL PARK.—

(1) ESTABLISHMENT.—In order to preserve for the benefit and inspiration of the people of the United States as a national historical park certain districts structures, and relics located in New Bedford, Massachusetts, and associated with the history of whaling and related social and economic themes in America, there is established the New Bedford Whaling National Historical Park.

(2) BOUNDARIES.—(A) The boundaries of the park shall be those generally depicted on the map numbered NAR-P49-80,000-4 and dated June 1994. Such map shall be on file and available for public inspection in the appropriate offices of the National Park Service. In case of any conflict between the descriptions set forth in clauses (i) through (iv) and such map, such map shall govern. The park shall include the following:

- (i) The area included with the New Bedford National Historic Landmark District, known as the Bedford Landing Waterfront Historic District, as listed within the National Register of Historic Places and in the Massachusetts State Register of Historic Places.
- (ii) The National Historic Landmark Schooner Ernestina, with its home port in New Bedford.
- (iii) The land along the eastern boundary of the New Bedford National Historic Landmark District over the east side of MacArthur Drive from the Route 6 overpass on the north to an extension of School Street on the south.
- (iv) The land north of Elm Street in New Bedford, bounded by Acushnet Avenue on the west, Route 6 (ramps) on the north, MacArthur Drive on the east, and Elm Street on the south.

Appendix A

Park Legislation



- (B) In addition to the sites, areas, and relics referred to in subparagraph (A), the Secretary may assist in the interpretation and preservation of each of the following:
- (i) The southwest corner of the State Pier.
 - (ii) Waterfront Park, immediately south of land adjacent to the State Pier.
 - (iii) The Rotch-Jones-Duff House and Garden Museum, located at 396 County Street.
 - (iv) The Wharfinger Building, located on Piers 3 and 4.
 - (v) The Bourne Counting House, located on Merrill's Wharf.
- (d) RELATED FACILITIES.—To ensure that the contribution of Alaska Natives to the history of whaling in the United States is fully recognized, the Secretary shall provide—
- (1) financial and other assistance to establish links between the New Bedford Whaling National Historical Park and the North Slope Borough Cultural Center, located in Barrow, Alaska; and
 - (2) to provide appropriate assistance and funding for the North Slope Borough Cultural Center.
- (e) ADMINISTRATION OF PARK.—
- (1) IN GENERAL.—The park shall be administered by the Secretary in accordance with this section and the provisions of law generally applicable to units of the National Park System, including the Act entitled “An Act to establish a National Park Service, and for other purposes”, approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2, 3, and 4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467).
 - (2) COOPERATIVE AGREEMENTS.—(A) The Secretary may consult and enter into cooperative agreements with interested entities and individuals to provide for the preservation, development, interpretation, and use of the park.
 - (B) Any payment made by the Secretary pursuant to a cooperative agreement under this paragraph shall be subject to an agreement that conversion, use, or disposal of the project so assisted for purposes contrary to the purposes of this section, as determined by the Secretary, shall result in a right of the United States to reimbursement of all funds made available to such project or the proportion of the increased value of the project attributable to such funds as determined at the time of such conversion, use, or disposal, whichever is greater.
 - (3) NON-FEDERAL MATCHING REQUIREMENTS.—(A) Funds authorized to be appropriated to the Secretary for the purposes of—
 - (i) cooperative agreements under paragraph (2) shall be expended in the ratio of one dollar of Federal funds for each four dollars of funds contributed by non-Federal sources; and
 - (ii) construction, restoration, and rehabilitation of visitors and interpretive facilities (other than annual operation and maintenance costs) shall be expended in the ratio of one dollar of Federal funds for each one dollar of funds contributed by non-Federal sources.
 - (B) For the purposes of this paragraph, the Secretary is authorized to accept from non-Federal sources, and to utilize for purposes of this section, any money so contributed. With the approval of the Secretary, any donation of property, services, or goods from a non-Federal source may be considered as a contribution of funds from a non-Federal source for the purposes of this paragraph.
 - (4) ACQUISITION OF REAL PROPERTY.—For the purposes of the park, the Secretary may acquire only by donation such lands, interests in lands, and improvements thereon within the park as are needed for essential visitor contact and interpretive facilities.
 - (5) OTHER PROPERTY, FUNDS, AND SERVICES.—The Secretary may accept donated funds, property, and services to carry out this section.
- (e) GENERAL MANAGEMENT PLAN.—Not later than the end of the second fiscal year beginning after the date of enactment of this Act, the Secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a general management plan for the park and shall implement such plan as soon as practically possible. The plan shall be prepared in accordance with section 12(b) of the Act of August 18, 1970 (16 U.S.C. 1a–7(b)) and other applicable law.



(f) AUTHORIZATION OF APPROPRIATIONS.—

(1) IN GENERAL.—Except as provided in paragraph (2), there are authorized to be appropriated such sums as may be necessary to carry out annual operations and maintenance with respect to the park and to carry out the activities under section 3(D).

(2) EXCEPTIONS.—In carrying out this section—

(A) not more than \$2,000,000 may be appropriated for construction, restoration, and rehabilitation of visitor and interpretive facilities, and directional and visitor orientation signage;

(B) none of the funds authorized to be appropriated by this section may be used for the operation or maintenance of the Schooner Ernestina; and

(C) not more than \$50,000 annually of Federal funds may be used for interpretive and education programs for the Schooner Ernestina pursuant to cooperative grants under subsection (d)(2).

PUBLIC LAW 106–176

106th Congress

An Act

To make technical corrections to the Omnibus Parks and Public Lands Management Act of 1996 and to other laws related to parks and public lands.

Mar. 10, 2000

[H.R. 149]

114 STAT. 27 PUBLIC LAW 106–176—MAR. 10, 2000

SEC. 111. NEW BEDFORD WHALING NATIONAL HISTORICAL PARK.

(a) Section 511 of division I of the Omnibus Parks Act (110 Stat. 4159; 16 U.S.C. 410ddd) is amended as follows:

(1) In the section heading, by striking **“NATIONAL HISTORIC LANDMARK DISTRICT”** and inserting **“WHALING NATIONAL HISTORICAL PARK”**.

(2) In subsection (c)—

(A) in paragraph (1), by striking “certain districts structures, and relics” and inserting “certain districts, structures, and relics”; and

(B) in paragraph (2)(A)(i), by striking “The area included with the New Bedford National Historic Landmark District, known as the” and inserting “The area included within the New Bedford Historic District (a) National Landmark District), also known as the”.

(3) In subsection (d)(2), by striking “to provide”.

(4) By redesignating the second subsection (e) and sub-section (f) as subsections (f) and (g), respectively.

(5) In subsection (g), as so redesignated—

(A) in paragraph (1), by striking “section 3(D).” and inserting “subsection (d).”; and

(B) in paragraph (2)(C), by striking “cooperative grants under subsection (d)(2).” and inserting “cooperative agreements under subsection (e)(2).”.

Appendix B

Park Interpretive Themes— Descriptive Narrative



1. New Bedford's geographic location influenced its development into the world's foremost whaling port in the 19th century.

The prevailing southwest winds of Buzzards Bay make it one of the best sailing destinations on the Atlantic seacoast. In 1602 Bartholomew Gosnold planted the first British settlement in New England on Cuttyhunk Island, at the mouth of Buzzards Bay. The mainland across the bay was pronounced to be beautiful, made up of "stately groves, flowering meadows, and running brooks." The Wampanoag people who lived at "Acushnet" were "all courteous kindness" and quickly offered trade and friendship.

Though the original settlement was abandoned, the advantages of Buzzards Bay for navigation were well known early in the colonial period. The community of New Bedford would eventually grow on the bay, built on the west shore of the Acushnet River, where a large source of fresh water, a deep and commodious anchorage, and easy access out to the Atlantic Ocean were all the elements necessary for a successful port.

Though the land on which New Bedford sits today was purchased from Wampanoag people in 1652, there was no real settlement of English people on the site until after 1699, when Quakers built a meetinghouse there. The primary property owner was Joseph Russell, and by 1750 he had set up a tryworks on the Acushnet's west bank for rendering oil from whale blubber. In April 1761 Russell sent the ship *Manufacture* on a whaling cruise from the port, then still called Acushnet. In 1767 Joseph Rotch, an experienced whaleman from Nantucket, purchased land from Russell and joined him in the fledgling business; he launched the *Dartmouth* that same year. With Rotch's assistance, Russell and Isaac Howland built a spermaceti candle factory in 1768.

It was Rotch who suggested that the name of the place be changed from Acushnet to Bedford, to honor Russell (who shared his surname with the Duke of Bedford).

As they were the second city in Massachusetts to choose that name they were obliged to change it again, to New Bedford, in 1787. Despite the vicissitudes of the American Revolution and the War of 1812, New Bedford steadily ascended as an important whaling center.

In the 18th century, when whales were caught in near-shore waters, the island of Nantucket proved to have the greater advantage, in being nearer to the migratory routes. As voyages moved farther and farther off shore in the 19th century, however, the disadvantages of Nantucket's more shallow harbor with its obstructing sandbar and difficult access to the island through dangerous shoals led to a decline of that island's port. As voyages increasingly went beyond Cape Horn and the Cape of Good Hope in search of prey, and as ships increased in size, the greater convenience of New Bedford led to a rapid escalation in the city's involvement in the industry.

In 1800, 17 ships left from Nantucket compared to seven from New Bedford; in 1815 Nantucket could boast 50 ships to New Bedford's ten; and in 1820 the island outnumbered the port on Buzzards Bay by 45 to 36. But the gap closed quickly thereafter. In 1823 New Bedford passed Nantucket in the number of ships departing annually on whaling voyages, and never gave up its lead. In 1840 with the arrival of the railroad and easier access to markets in New York and Boston, the domination of the port was decisive. Even the sentimental Herman Melville was forced to admit in *Moby-Dick* that "New Bedford has of late been gradually monopolizing the business of whaling, and in this matter poor old Nantucket is now much behind her." And, while Ishmael made his voyage from Nantucket, Melville made *his* voyage in 1840 from Fairhaven, on a vessel named *Acushnet* for the river on which New Bedford and Fairhaven were built.



The port is still an important one today, with fishing having replaced whaling as the primary industry. Certain modifications have been made, including the construction of a hurricane barrier, completed in 1965, to protect the fishing fleet from the occasional surges that come when the wind turns to come from the south south-east. Ferries from New Bedford bring tourists to Martha's Vineyard and the Elizabeth Islands. Yachters consider the nearby ports of Mattapoisett and Marion among the most desirable in the country.

Melville once called New Bedford “a queer place.” Without whaling, he said, it would have been “in as howling condition as the coast of Labrador.” But he could not have failed to see the natural advantages that made it the most logical site for a port to develop on Buzzards Bay. And he could not help but admit he found it “perhaps the dearest place to live in, in all New England.”

2. Whales provided important and valuable products, and the hunt for them fostered the development of highly specialized technologies and supported the economic base of New Bedford and the nation.

2A. Whale Products

“New Bedford . . . is a land of oil, true enough.”
Moby-Dick

Occasionally, whales come out of the sea and die onshore. In ancient times people discovered that the stranded carcasses of such animals had valuable oil, bone, meat, blubber, and baleen. These products proved lucrative enough to inspire people on several continents to begin to hunt whales near their own shores. By the 17th century active whale hunts were being prosecuted by people from northern Europe, Asia, the Arctic, and the Pacific Coast of North America.

In the Massachusetts colony, settlers quickly began to include fishing and off-shore whaling among their other seasonal activities. Having brought the technology with them from Europe, the settlers of Cape Cod, Nantucket, and Long Island began to watch for whales alongshore and to send boats out to chase them when the opportunity arose. As whales moved farther offshore, New Englanders followed, eventually developing an industry with a remarkably well-adapted technology.

Americans depended on candles and oil-filled lamps to light their homes in the years before electricity. Whales provided both the best oil and the best candle wax for home illumination. In addition, whale oil was used to lubricate fine machinery. Two kinds of oil came from whales, oil rendered from the blubber, and the higher-grade spermaceti oil. All whales have a thick layer of blubber that keeps their body temperature regulated as they travel through cold water; at a high enough temperature this blubber can be rendered into oil—a process the whalers referred to as “trying out.” Sperm whales have an additional source of oil in a cavity in their head. This waxy oil, called *spermaceti*, can be separated by pressing into the highest grade of oil and a superior candle wax.

Some whales have a substance in their mouths, called *baleen*, which was also extremely valuable, especially in the 19th century. Baleen hangs in plates from the upper jaw of whales in the group known as *Mysticeti* and is used by them to strain their food out of seawater. Strong and flexible, these plates of baleen also proved useful to people. Many of the fashions of the last century would have been impossible without baleen. Sometimes called “whalebone” in the fashion industry, baleen was used to stiffen corsets and collars and to make the hooped frame on which skirts rode. Other products that utilized the flexible strength of baleen included umbrella ribs, riding crops, buggy whips, and hat brims.

Appendix B

Park Interpretive Themes— Descriptive Narrative



The third important product obtained from whales was *ambergris*, a substance produced occasionally in the intestines of sperm whales. Ambergris was used in fine perfumes to keep the scent from changing and was occasionally added to wine as an aphrodisiac.

2B. The Whale Hunt

“The Spermaceti Whale. . . is an active, fierce animal, and requires vast address and boldness in the fishermen.”
Thomas Jefferson

From the mastheads of their vessels (ships, barks, and schooners, not usually exceeding 400 tons), whalersmen watched for whales to come to the surface to breathe. If it was determined that the whale or whales in view was one of the species they hunted—animals which were not too fast to be pursued under sail or oar power, and which, once killed, could be expected to float long enough to be towed and processed—then one or more whaleboats was lowered from the side of the vessel for the chase. In each whaleboat were six men: an officer, a harpooner (called a “boatsteerer”), and four oarsmen. For the trip out to the whale the boatsteerer rowed at the bow oar and the officer steered with a steering oar; if conditions allowed, a mast and sail could be raised. When the boat reached the whale it was the job of the boatsteerer to thrust the harpoon. If the harpoon stuck, then the boat would be towed behind the whale by the line that was attached to it—an event referred to as a “Nantucket Sleighride.” When the whale tired from towing the boat and loss of blood, the men would pull themselves up to the whale’s back, the officer and boatsteerer would exchange places, and the officer would kill the whale by puncturing its lung with a long, iron lance. The whale would then be towed back to the ship for processing.

Americans developed the shipboard *tryworks* and *cutting stage* as voyages moved farther offshore, into the Atlantic.

These allowed for whales to be processed while laying alongside a ship at sea. The cutting stage was lowered over the back of the whale to allow two or three officers or boatsteerers to stand over the whale outboard of the ship’s rail. The blubber was loosened with sharp, long-handled spades and was hoisted with a winch and tackle onto the deck of the ship in a long strip called a *blanket piece*. That piece was subsequently cut into smaller pieces on deck or in a protected area just below the main deck, and the small pieces were conveyed to two *trypots*—cast-iron kettles bricked into a furnace on deck, the *tryworks*. The blubber was reduced to oil, which was conveyed, when cooled, into barrels assembled for the purpose by the ship’s cooper.

In the 1840s Lewis Temple, an African-American blacksmith working in New Bedford, developed a harpoon with a toggling head that pulled out of the whale much less frequently than other kinds of harpoons; this dramatically improved the success of the hunt. At around the same time, New Bedford ships began to press for the first time into the icy waters of the Bering Sea and Arctic Ocean in search of bowhead whales. The native people of the region had been involved in an active whale hunt for two thousand years. By the middle of the 19th century the indigenous people found themselves competing for whales with an ever-increasing number of Yankee ships. More than 2,500 American whaling voyages were made into Arctic waters in the last half of the 19th century and the early years of the 20th century.

Ice was a dangerous factor in the region. In 1871 and again in 1876, a number of ships were trapped near Point Barrow, Alaska, and had to be abandoned. In response to these disasters, a number of ship owners began to use auxiliary steam power, and as the 19th century came to a close, more and more New Bedford ships involved in the Arctic hunt carried steam engines in addition to sails.



Appendix B

Park Interpretive Themes— Descriptive Narrative

Other new technologies were adopted, including the use of guns and exploding harpoons. These new technologies would, however, be better exploited by the whalers of other nations; even as they were being introduced onto New Bedford vessels, the industry was beginning to decline and ship owners were moving their investments from whaling into the new and promising textile industry.

2C. The Whaling Business

Lucem Diffundo: “We light the world”

—New Bedford City motto

When a ship departed a New England port to begin a whaling voyage, the work of the owners and agent was already well advanced. It took a tremendous amount of planning to prepare a vessel for a long voyage. The officers and crew must be hired, their provisions purchased, and the vessel readied for hunting and processing whales with suitable gear and equipment. In the course of preparing a vessel, it was not unusual for an agent to be in contact with more than a hundred vendors of tools, boats, sails, rigging, navigating instruments, food, gear, medical supplies, and trade goods. Ships were either converted from the merchant service or purposefully built in the shipyards that began to spring up in New Bedford and the surrounding towns. Banks and insurance companies were founded, and grew in response to the demands of the whaling industry.

Most ships had a number of investors or owners, who generally employed an *agent* to oversee all of the details. (Often the agent held a share in the vessel as well.) During the course of the cruise the agent corresponded as well as possible with the captain, forwarding mail for the crew and making arrangements for the crew to ship barrels of oil back home and to purchase supplies *en route*. At the end of the voyage the agent’s job continued until the oil and baleen were sold and the investors, officers, and crew paid off.

In the earliest years of New Bedford whaling, a strong market for whale products in England existed, with whale oil and spermaceti candles making up half of the exports from New England to “old” England in the five years before the Boston Tea Party. But whalers were not always so lucky. The products brought back to New Bedford entered a marketplace that was constantly fluctuating with competition from new technology, changes in fashion, the health of whale stocks, and the vagaries caused by the large number of vessels active at different times and departing from numerous ports. By the second half of the 19th century investors had to wait a long time to see a return on their investment.

As whaling declined, textiles were on the rise, and many investors moved their money from one industry into the other. Ports closer to the Pacific whale stocks—Lahaina and Honolulu in the Hawaiian Islands—consequently arose to pick up much of New Bedford’s slack, consequently San Francisco took over the registry of many of New Bedford’s ships in the declining years.

3. The nature of a whaling voyage, requiring long separation from home and family, contributed to the development of unique cultures on shipboard and ashore.

The economy, society, and culture of New Bedford in the 19th century were influenced by the patterns of whaling voyages. Families were separated when men went to sea; women were relied upon to manage shops, farms, and families ashore; and the local population was personally connected to the native people, who lived on the shores of the Pacific, Arctic, and Indian Oceans. The world of the ship was isolated, highly structured, racially integrated, and, by the middle of the century, increasingly populated by both genders, as wives and children joined captains on longer voyages.

Appendix B

Park Interpretive Themes— Descriptive Narrative



Though the sea has traditionally been seen as romantic landscape—and work thereon compelling to Americans—whaling was not a romantic business, and whalers were not footloose adventurers. In the earliest years of the industry whalers were from seafaring communities and were brought up to view the ship as their workplace. As New Bedford grew to become the world's largest whaling port, the workforce was increasingly made up of men from farming and laboring backgrounds who sought to escape their fate by going to sea; men whose options on shore were limited because of their race or background; and immigrants who often landed at New Bedford on the very vessels on which they had served as crew. The community found aboard Yankee whaleships was not replicated anywhere else in America in the 19th century. Men of African ancestry and American Indians served side by side with men whose families had originated in Europe. Pay was based on shipboard position, and opportunities for advancement based on merit and experience were greater than any that existed on shore.

By the middle of the 19th century New Bedford whaling vessels did most of their hunting in the Pacific and Arctic Oceans. The length of time necessary to travel such vast distances and the declining number of whales meant that voyages became longer and longer. In 1851 the average length of a voyage was 46 months. Most of the men on shipboard were young and single, but for captains, almost all of whom were married, the separation from wives and children became a great hardship. Eventually, the vessel owners allowed captains to bring their families with them on long voyages; so that by 1853 the *Whaleman's Shipping List* could report that there was a captain's wife on one of every five whaleships sailing from New England ports.

The women who traveled with their captain-husbands were not, for the most part, extraordinary women. They

were ordinary women who found themselves in extraordinary circumstances. Each tried to create a home for her family in the cabin of a ship, surrounded by men with whom she would never have associated on shore. Beyond the walls of the ship, they sought company from the wives of other captains in chance meetings at sea, when they could exchange information, books, and presents during “gams” between ships. On shore at exotic locales they, like the men they accompanied, encountered people, cultural practices, natural phenomena, and animals and plants that most Americans could only read about. In some far-flung ports-of-call, like Lahaina on the island of Maui in the Hawaiian archipelago, and at Fremantle on the southwest coast of Australia, they attempted to recreate their New England world with Protestant churches, missionary activities, and shore communities where women mariners who were pregnant, ill, or yearning for female companionship could live among others like themselves while the ships went into the high latitudes of the Arctic and Antarctic.

Women who stayed home while their husbands went to sea were also thrust into situations unusual for American women of the day. In a letter written in November 1864 to the captain of the *Erie*, the captain's young bride confessed that she did not think she understood much “about outdoor affairs,” though she was then responsible for all the business of the family farm. “I do not know how now,” she wrote, “but I think I shall learn, and I try very hard to do as I ought.” In fact, her husband and the community depended on her rapid adjustment and self-education in business and agricultural matters. J. Hector St. John de Crèvecoeur, a late-18th century French observer of American ways, observed of Nantucket whaling captains and their wives: “What would the men do without the agency of faithful mates?” The same question could have been asked of New Bedford in the next century. Women provided the necessary continuity that kept the community functioning as the business of whaling ebbed and flowed.



4. In pursuit of whales, New Bedford's fleet traveled the world's oceans and brought large numbers of Americans into contact with other cultures; in the process, the whaling fleet introduced materials, technology, plants, animals, and diseases, which led to profound changes in the cultures and their environments.

Herman Melville claimed that there was no “single peaceful influence” that had “operated more potentially upon the whole broad world” of the 19th century as “the high and mighty business of whaling.” Melville was referring especially to the rapidly expanding knowledge of the Pacific and Arctic Oceans, and to the impact that American whalers had on the people who lived in those regions. In 1851, the year *Moby-Dick* was published, more than 20,000 Americans were engaged in the whalefishery. On New Year's Day of that year, 474 New Bedford-registered ships were engaged in long voyages; 135 ships departed from the port that year.

The impact of such a large influx of people on the indigenous communities and native ecological systems that they encountered was profound. Animals and organisms were transported from one place to another by the ships, and diseases were inadvertently introduced to native peoples who had no immunities or medicines to combat them. Euro-American technology, materials, alcohol, and weapons were introduced through trade. These factors, combined with zealous missionary activities, dramatically changed the economic and belief systems of native Pacific peoples. The indigenous residents of the Arctic experienced these same impacts and, in addition, were devastated by the whalers' depletion of the whale, walrus, and seal populations that the residents depended on for subsistence.

New Bedforders first entered the Pacific in 1793, when the *Rebecca* rounded Cape Horn. By the early 1820s they were on the “Japan Grounds” of the western Pacific, and

were beginning to make Hawaii the preeminent Pacific port-of-call. In 1852 more than 150 whaleships made a stop at Honolulu. Contact between Yankee whalers and native people was intense, sometimes violent, though usually productive for the trade of both parties. Several thousand Polynesian men signed aboard New Bedford ships, with some of them returning to New Bedford. According to Melville, “Feejeeans, Togatabooans,” and other Pacific Islanders could be seen around the port with their “wild specimens of the whaling-craft.” In 1874 the King of Hawaii visited New Bedford, the place where so many of his own visitors had originated.

In their search for whales, American sailors eventually covered the entire globe, in the process charting seas which had previously been unknown to all but the indigenous navigators. In the course of these voyages the sailors stopped at almost every island, looking to restock their supplies of food and fresh water, and even hiring new crew from the native population. They brought along goods to trade for provisions and occasionally bartered as well for souvenirs that would document their experiences when they returned home. Today the artifacts that were collected by sailors—and the descriptions and drawings that they entered into their journals—are valued as representations of cultural practices that, in many cases, are greatly altered or extinct. Yankee whalers were thus both documenting cultural changes and, unwittingly, contributing to them. The exchange of technological knowledge and trade goods did not go one way only. Yankee sailors depended on the good will and hospitality of the people they encountered along the way. In the Arctic disasters of the 1870s, Yankee whalers owed their survival to the local people of northern Alaska, who provided them with food and other support. Even in the best of times ships were always in need of fresh water, provisions, and firewood, and in the process of trading for these supplies the ships encountered new information on local waterways, stocks of fish and

Appendix B

Park Interpretive Themes– Descriptive Narrative



whales, and methods of catching them. Arctic and Northwest Coast Indian people, for instance, had toggling harpoon heads that might have inspired Lewis Temple's invention.

Even though New Bedford's 19th-century whaling technology died out in Massachusetts, it survived where it had been transplanted by foreign crewmen in the Azores and the Caribbean island of Bequia, and where elements of it were adopted by Alaskan Inupiat whalers in the Arctic.

5. In the critical century following America's independence, when scientific institutions were being founded and U.S. policy was being formed, information and artifacts collected by whalers greatly expanded America's knowledge of the world.

The notions of an independent America preached by Thomas Jefferson and Benjamin Franklin were not based only on a system of government. Like other influential thinkers of their day, both Jefferson and Franklin were committed to the development of a scientific tradition in their emerging nation. Science could provide both theoretical and practical knowledge, and could help Americans understand the landscape in which they lived and the wider world beyond. In the half-century following independence, a number of institutions were founded to organize and disseminate scientific information. Franklin was one of the founders of the American Philosophical Society in Philadelphia in 1785, and a number of similar institutions sprang up in Massachusetts soon after.

"Natural History," the most prominent field of scientific study in the 19th century, depended on the observation and comparison of specimens from nature, a practice that required the accumulation of large collections of prepared plants, animals, rocks, and minerals, and

representations in two and three dimensions of geological formations and phenomena. Sailors had a long tradition of collecting souvenirs of their voyages, and a number of "cabinets of curiosities" with roots in the maritime trades had already become the nuclei of scientific collections.

In the "cabinet," ethnological artifacts were exhibited side by side with rock and shell collections, mounted birds, butterflies, and small animals, and even items produced on shipboard by whalers. "Natural Curiosities," were distinguished from "Artificial Curiosities," the latter being those things made by humans.

Because whalers traveled to distant and exotic locations in the course of a voyage, it was logical that interested individuals and institutions turned to them to help develop their collections. The American Museum of Natural History in New York City, for instance, actually published a broadside guide to making collections especially aimed at mariners. New Bedford whaling captain Phillip Howland collected for the Boston Museum of Natural History, and Captain George Comer had a relationship with the Smithsonian and with the anthropologist Franz Boas at Columbia University.

Information on distant locations was also brought back to a curious government, poised to make diplomatic connections to nations in the newly expanding world, and curious about the potential of expanding national borders across the continent. The American annexation of Hawaii, Alaska, and the Pacific coast states can be traced in part to the whalers and traders who formed an active American presence in those places and in the adjacent waters long before an overland route to the west was feasible.



6. Whale hunting led to a decline in whale populations worldwide. Some species were endangered as a result of the hunt.

At the height of New Bedford's participation in the whaling industry, Yankee whalers hunted four primary species: right whales and sperm whales in all the oceans, grey whales on the west coast of America, and bowheads in the Arctic. Little was known about the size of whale stocks or the migratory patterns of the different species of whales that was not learned directly through the process of hunting them.

Handheld tools, sail and oar power, and the small-boat approach to the prey ensured that many whales got away; but Yankee whalers killed every whale they could, even if it meant killing a calf to take its mother. A four-year voyage could be counted a success if it had taken and processed only fifty-some whales. Nonetheless, the large number of vessels active at mid-century, and the concentration of effort on specific species located in well-identified locations, known as *whaling grounds*, meant that those grounds would inevitably see a dramatic decrease in population.

In 1851 the hydrographer Matthew Fontaine Maury published a chart of whale populations derived from the logbooks of American whaling voyages. By that time the North Atlantic Ocean was already stripped of sperm and right whales. The discovery of the breeding and calving grounds of grey whales in the shallow bays of Baja California in 1846 led to a hunt that very nearly decimated the species in just a few decades. By 1900 bowhead whales were almost extinct in the Arctic.

To make a profit in the 20th century, new technologies were required that would allow whale hunters to chase the faster, more sinkable species. Such a hunt, pioneered by the Norwegians, became popular in Antarctic waters

beginning around 1920. New Bedforders were still involved in the hunt then, to a limited extent, and using the old technology, now an anachronism. The crew of New Bedford's final whaling vessels, many from the Azores and Cape Verde, found themselves facing competition from steam-powered vessels with harpoon cannons at the bow. These "catcher boats" were as large as or larger than the New Bedford ships and schooners. They worked in company with factory ships large enough to drag a blue whale up onto the deck for processing. By 1930 right whales were facing extinction, and their hunt was banned worldwide.

The new technology wreaked havoc on the species that New Bedforders had never successfully hunted commercially. By 1982 in the southern hemisphere, humpback whales were reduced to 2 percent of their original population; blue whales to 5 percent, and finbacks to 21 percent. In 1972 the United States Congress passed the Marine Mammal Protection Act, which banned the hunting of marine mammals and the trade in products made from them. The native people of Alaska, who had hunted bowhead whales for generations before New Englanders arrived, were granted an exception to the law, and continue to hunt whales under quotas established to protect the current population.

7. Whaling had an impact on the American imagination and influenced American literature, painting, fashion, and folk art. In New Bedford the whaling economy financed homes, businesses, and public buildings, and influenced the local architecture and landscape.

It is accepted among literary scholars today that Herman Melville's great whaling novel *Moby-Dick*, is one of the most important and influential works of literature ever written by an American. Even after almost one hundred and fifty years, scholars and readers debate the "whiteness

Appendix B

Park Interpretive Themes– Descriptive Narrative



of the whale” and the monomania of Captain Ahab as defining characteristics of American Literature.

While it is easy to point to *Moby-Dick* as an influential literary by-product of the American whaling industry, it is by no means the only one. The poet Ralph Waldo Emerson was for a time a preacher in New Bedford and wrote of the whaling industry. Less well known, though sometimes as literate, are the private shipboard journals kept by many thousand young New Bedforders; some of these journals have been published. Several painters made their careers depicting the industry and all its hazards, most notably William Bradford, Robert Swain Gifford, Charles Raleigh, and Benjamin Russell.

The lives of whalers were filled with creative outlets on shipboard. Not all of the time on a whaling voyage was spent killing and processing whales. In fact, most of the time was spent *looking* for whales, and it was possible to go for weeks or months without successfully catching one. After taking care of the required maintenance on their vessel, most whalers had a number of leisure hours left in each day. Over the course of a voyage whalers developed activities to help them pass these often tedious and lonely hours between whales.

Many whalers kept a journal of their voyage in which they documented their life at sea. They sang songs and presented theatricals, which often are described in shipboard journals. Sailors also practiced a surprising number of handicrafts given the very limited range of materials that were available on shipboard. With the bones and teeth of whales, spare pieces of rope, and objects found on their occasional visits ashore (including coconut shells), seamen fashioned working tools, souvenirs of the

voyage, and gifts for loved ones back home. The unique circumstances of whaling voyages led to the development of unique art forms, the most important of which was *scrimshaw*, the decorative etching of pictures on whale skeletal bone and sperm whale teeth. Whalers could see heroism in their battle with the largest creature on the planet; their own descriptions of their lives and the artifacts they left behind document both their discomforts and their attempts to overcome those discomforts—to make a home and a community for themselves at sea.

In direct contrast to the grease and grime of the whaling voyage is the other industry which depended on the whaling business in the 19th century. Some of the most fashionable of women’s dresses, with their tight waists and hooped skirts, would never have been possible had not baleen been available for the strong but flexible stays that held women in and skirts out.

Back in New Bedford the whaling influence was also seen in the local architecture. “Nowhere in America,” said Melville, “will you find more patrician-like houses, parks and gardens more opulent, than in New Bedford. . . . Whence came they? . . . 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. . . . In summer time the town is sweet to see.

The success of the whaling business is reflected in the homes along County Street and the parks designed by Frederick Olmsted. But the business is also reflected in the homes of immigrants and working people who not only populated the ships, but worked ashore in the support industries.



8. New Bedford today reflects its heritage as the 19th century whaling capital of the world. Many of the communities that participated in the whaling industry continue to contribute to the cultural fabric of the city. The descendants of those who first came to New Bedford aboard local whaleships developed thriving communities, which have collectively grown to become a major cultural and political force in the region.

The preeminence of the whaling industry in the 19th century is still visible in the landscape of the city of New Bedford, and in the diversity of its population. Azorean and Cape Verdean men who were engaged in their home islands to work aboard New Bedford ships established a community here and sent for their families. The *Ernestina*, the last of the packet schooners that carried Cape Verdean immigrants to New Bedford, still plies the local waters, now providing educational programs.

Whaling was a business that employed large numbers of American Indians and African Americans; their communities are still important in New Bedford and the surrounding region. Frederick Douglass, who came to the shipyards of New Bedford hoping to find work as a caulker, found instead one of his first public audiences. African-American men found opportunities here to rise up through the hierarchical structure of shipboard management to become captains. Many African-American men invested in ships, and the African-American ship-builder John Mashow owned an interest in each of the ships he built. Lewis Temple, the African-American blacksmith and inventor who revolutionized the hunt

with his toggling harpoon, is honored with a statue on the lawn of the New Bedford Free Public Library.

Fortunately, whalemens and their families were interested in preserving the history of the industry while it was still flourishing. Traces of New Bedford's maritime heritage can be found in the shipboard documents of local captains and their wives, and the ethnological artifacts brought back by them as souvenirs of their voyages. The New Bedford Whaling Museum preserves not only documents and artifacts of the voyages, but of the places visited. The New Bedford Free Public Library, established in 1852, manages a large and important collection of whaling manuscripts, including the registers of New Bedford ships and some 250,000 Seamen Protection Papers, documenting the multicultural workforce. A National Park Service link between New Bedford and Barrow, Alaska, once again ties these two important whaling communities together.

Even as attitudes about whales and the relationship humans have with them have been changing profoundly in recent years, the landscape and institutions of New Bedford allow us to preserve a historical perspective. In its time, whaling was the heart and soul of the city. Not just for wealthy owners, but for workers at every level of society, every rank on shipboard, and every neighborhood in town. As the whaling industry was replaced in its local importance, first by cotton manufacturing, and then by fishing and a growing tourist economy, the knowledge of whaling in the city's past has always been preserved.

Appendix C
Summary Description of Iñupiat
Heritage Center, Barrow, Alaska



INTRODUCTION TO THE IÑUPIAT PEOPLE

Over the centuries the Iñupiat Eskimos built a lifestyle and developed a unique culture in harmony with the harsh environment of the Arctic, a culture found nowhere else on earth. The traditional hunt for the bowhead whale and the activities involved in preparing for the hunt are central to the Iñupiat lifestyle and bind families, elders, youth, and communities together. They sustain and perpetuate the culture, both physically and spiritually.

No other subsistence activity exists in any of the traditional whaling villages, whose roots lie so deeply embedded in preparation for and celebration of a successful hunt. The importance of the bowhead whale to the Iñupiat culture cannot and should not be understated. The Iñupiat way of life is dependent upon this greatest of creatures.

DRAFT MISSION STATEMENT/GOALS OF THE IÑUPIAT HERITAGE CENTER

The original draft mission statement and goals of the Iñupiat Heritage Center are as follows.

The Iñupiat Heritage Center will provide a place where the language and knowledge of the Inupiaq people can be passed on to all North Slope residents. The philosophical foundation of the Heritage Center is based on the ancient qargi or community house, where many community activities traditionally took place. The Heritage Center will provide activities for the collection, preservation and exhibition of historical materials, art objects and scientific displays.

Goals

1. To preserve, maintain and revitalize the use of the Inupiaq language;
2. To serve as a repository for artifacts and other cultural material for all villages of the North Slope, facilitating the procurement, creation and display of traveling exhibits to and from these villages;
3. To assume the role of qargi through which we shall strengthen the Inupiaq traditions;
4. To foster appreciation of the Iñupiat way of life through education and outreach, presenting information from an Inupiat perspective and world view;
5. To create an atmosphere in which the Inupiaq way of life is cherished and sustained by gathering and preserving the traditional knowledge and the material culture unique to the Inupiat of the North Slope;
6. To preserve and perpetuate traditional activities by providing a dedicated place to practice and perform those traditional activities;
7. To nurture, support and provide a base for comprehensive research which broadens and strengthens the knowledge of the Inuit culture, both local and circumpolar; and
8. To preserve and perpetuate Inupiaq art through support of Inupiaq art through support of Inupiaq artists and their work.



Appendix D
Network to Freedom Legislation
(P.L. 105-203 – July 21, 1998)

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ONE HUNDRED FIFTH CONGRESS OF THE UNITED STATES OF AMERICA SECOND SESSION

An Act

To establish within the United States National Park Service the National Underground Railroad Network to Freedom program, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the ‘National Underground Railroad Network to Freedom Act of 1998’.

SEC. 2. FINDINGS AND PURPOSES.

(a) FINDINGS—The Congress finds the following:

- (1) The Underground Railroad, which flourished from the end of the 18th century to the end of the Civil War, was one of the most significant expressions of the American civil rights movement during its evolution over more than three centuries.
- (2) The Underground Railroad bridged the divides of race, religion, sectional differences, and nationality; spanned State lines and international borders; and joined the American ideals of liberty and freedom expressed in the Declaration of Independence and the Constitution to the extraordinary actions of ordinary men and women working in common purpose to free a people.
- (3) Pursuant to title VI of Public Law 101-628 (16 U.S.C. 1a-5 note; 104 Stat. 4495), the Underground Railroad Advisory Committee conducted a study of the appropriate means of establishing an enduring national commemorative Underground Railroad program of education, example, reflection, and reconciliation.
- (4) The Underground Railroad Advisory Committee found that—
 - (A) although a few elements of the Underground Railroad story are represented in existing National Park Service units and other sites, many sites are in imminent danger of being lost or destroyed, and many important resource types are not adequately represented and protected;
 - (B) there are many important sites which have high potential for preservation and visitor use in 29 States, the District of Columbia, and the Virgin Islands;
 - (C) no single site or route completely reflects and characterizes the Underground Railroad, since its story and associated resources involve networks and regions of the country rather than individual sites and trails; and
 - (D) establishment of a variety of partnerships between the Federal Government and other levels of government and the private sector would be most appropriate for the protection and interpretation of the Underground Railroad.
- (5) The National Park Service can play a vital role in facilitating the national commemoration of the Underground Railroad.
- (6) The story and significance of the Underground Railroad can best engage the American people through a national program of the National Park Service that links historic buildings, structures, and sites; routes, geographic areas, and corridors; interpretive centers, museums, and institutions; and programs, activities, community projects, exhibits, and multimedia materials, in a manner that is both unified and flexible.



**Network to Freedom Legislation
(P.L. 105-203 – July 21, 1998)**

(b) **PURPOSES**— The purposes of this Act are the following:

- (1) To recognize the importance of the Underground Railroad, the sacrifices made by those who used the Underground Railroad in search of freedom from tyranny and oppression, and the sacrifices made by the people who helped them.
- (2) To authorize the National Park Service to coordinate and facilitate Federal and non-Federal activities to commemorate, honor, and interpret the history of the Underground Railroad, its significance as a crucial element in the evolution of the national civil rights movement, and its relevance in fostering the spirit of racial harmony and national reconciliation.

SEC. 3. NATIONAL UNDERGROUND RAILROAD NETWORK TO FREEDOM PROGRAM.

(a) **IN GENERAL**— The Secretary of the Interior (in this Act referred to as the ‘Secretary’) shall establish in the National Park Service a program to be known as the ‘National Underground Railroad Network to Freedom’ (in this Act referred to as the ‘national network’). Under the program, the Secretary shall—

- (1) produce and disseminate appropriate educational materials, such as handbooks, maps, interpretive guides, or electronic information;
- (2) enter into appropriate cooperative agreements and memoranda of understanding to provide technical assistance under subsection (c); and
- (3) create and adopt an official, uniform symbol or device for the national network and issue regulations for its use.

(b) **ELEMENTS**— The national network shall encompass the following elements:

- (1) All units and programs of the National Park Service determined by the Secretary to pertain to the Underground Railroad.
- (2) Other Federal, State, local, and privately owned properties pertaining to the Underground Railroad that have a verifiable connection to the Underground Railroad and that are included on, or determined by the Secretary to be eligible for inclusion on, the National Register of Historic Places.
- (3) Other governmental and nongovernmental facilities and programs of an educational, research, or interpretive nature that are directly related to the Underground Railroad.

(c) **COOPERATIVE AGREEMENTS AND MEMORANDA OF UNDERSTANDING**— To achieve the purposes of this Act and to ensure effective coordination of the Federal and non-Federal elements of the national network referred to in subsection (b) with National Park Service units and programs, the Secretary may enter into cooperative agreements and memoranda of understanding with, and provide technical assistance to—

- (1) the heads of other Federal agencies, States, localities, regional governmental bodies, and private entities; and
- (2) in cooperation with the Secretary of State, the governments of Canada, Mexico, and any appropriate country in the Caribbean.

(d) **APPROPRIATIONS**— There are authorized to be appropriated to carry out this Act not more than \$500,000 for each fiscal year. No amounts may be appropriated for the purposes of this Act except to the Secretary for carrying out the responsibilities of the Secretary as set forth in section 3(a).

Speaker of the House of Representatives.

Vice President of the United States and President of the Senate.



I. PROPOSAL

- A. Both the proposed management option (Option 2—Fostering Stewardship) and Management Option 3—Leading Stewardship, contain proposals to amend the park’s enabling legislation to name the Nathan and Polly Johnson House and the Baker-Robinson Whale Oil Refinery as sites that may receive interpretive and preservation assistance from the park. Both properties would remain in private ownership.
- B. Option 3 calls for the extension of the park’s physical boundary to encompass the structures located on the west side of Acushnet Avenue between Union and Elm Streets. This proposed boundary adjustment would encompass less than 3 acres of land. Option 3 also calls for formal inclusion of the Bourne Counting House and the Wharfinger Building within the park, so that they might be acquired and developed by the National Park Service for visitor services purposes.

II. BACKGROUND

New Bedford Whaling National Historical Park was established in order to preserve for the benefit and inspiration of the people of the United States certain districts, structures, and artifacts located in New Bedford, Massachusetts, and associated with the history of whaling and related social and economic themes in America by Section 511 of P.L. 104-333, the Omnibus Parks and Public Land Management Act of 1996. In addition the National Park Service is authorized to assist in the interpretation and preservation of a number of specific sites named in the legislation that are located outside the physical boundary of the park but for all intents and purposes are considered to be part of the park. These sites include the southwest corner of State Pier; Waterfront Park (located to the south of State Pier); the Wharfinger Building; the Bourne Counting House; and the Rotch-Jones-Duff House and Garden Museum.

As a new unit of the National Park System, New Bedford Whaling National Historical Park was the subject of several research efforts aimed at gathering baseline information on park resources. Two of these studies, in particular—the Historic Structures Inventory and the Cultural Land Use Study—identified additional sites presently outside the park boundary that were relevant to the park’s mission. A brief description of each of the properties follows.

A. Nathan and Polly Johnson House (21 Seventh Street)

This dwelling, home of Nathan and Mary (“Polly”) Johnson, consists of two attached wood-frame structures. The front half is a modest, two-and-one-half-story, 3-bay Greek Revival gable house built sometime around 1830-1840, with its principal front facing Seventh Street. The rear two story ell was apparently built earlier than the front, and probably dates from around 1800 and retains some interior and exterior Federal-style details. The property was not only the first New Bedford home of the famed fugitive Frederick Douglass after his 1838 escape from slavery, but it is the only one of Douglass’ three New Bedford residences that survives. The Johnsons were local African-American merchants who ran a confectionery and a catering business from properties nearby their home on Seventh Street.

The property is currently owned and managed by the New Bedford Historical Society and is a national historic landmark.

B. Baker-Robinson Whale Oil Refinery Building (144 South Water Street, Ext.)

This structure is one of the few remaining whale oil refinery buildings in the United States. The original two-and-one-half-story Greek Revival, commercial-style building was constructed around 1845 by George T. Baker



using large granite blocks. In 1858, the refinery was sold to Edward M. Robinson of W.A. Robinson & Co, which continued to do business at this facility until the close of the 1920s. From historical accounts and Sanborn Insurance maps, it is clear that this structure was part of a larger industrial complex dedicated to refining whale oil and manufacturing spermaceti candles. According to Patty Jo Rice, Ph.D., a historic preservation specialist who was consulted about the site, the Baker-Robinson Manufactory site is perhaps the only remaining early-American candle works building that has not been extensively rehabilitated. Furthermore, Dr. Rice notes that the Baker-Robinson Candle Works site provides the greatest potential to date of identifying the interior arrangement of a typical American spermaceti works. Properly documented, preserved, and interpreted, it would be the only site of its type in the United States.

The property is currently privately owned and used for industrial purposes.

C. West side of Acushnet Avenue

The park's cultural landscape report identifies a number of attributes as contributing features within the cultural landscape. Many of these attributes are also characteristic of the west side of Acushnet Avenue, including the size, density, and orthogonal configuration of the street blocks, and the pedestrian scale of the streetscape and buildings where clusters remain.

The west side of Acushnet Avenue encompasses a number of early-20th century facades that provide an important architectural edge to the park and contributes to the overall integrity of its urban fabric. Although this area is included within New Bedford's central historic district, it is not adequately protected. The loss of or unsympathetic alteration to these structures would have an immediate and significant impact on resource values within the park. Management Option 3 proposes that the park be

expanded to include the west side of Acushnet Avenue from Elm Street to Union Street.

The majority of properties on these blocks are privately owned.

D. The Bourne Counting House

Built in 1847-1848 and extensively rehabilitated in recent years, this commercial structure connects New Bedford to its whaling heyday. Historically, it was the office of Jonathan Bourne, the most important owner of whaling ships in his day and a prominent, early investor in textiles. Management option 3 calls for National Park Service acquisition and rehabilitation of this structure for use as a waterfront education center. This proposed addition to the park would encompass less than 3 acres. The building is currently privately owned and not open to the public.

E. The Wharfinger Building

This 1934 Works Progress Administration building served as New Bedford's fish auction house until 1985 and currently serves as the city's Waterfront Visitor Center. Management option 3 proposes that the National Park Service acquire, rehabilitate, and actively manage this waterfront facility. This proposed addition to the park would encompass less than 1 acre. The property is currently owned by the City of New Bedford.

III. CONSULTATION

The proposals described in section I are all addressed in New Bedford Whaling National Historical Park's draft general management plan/environmental impact statement. As a result, both formal and informal consultation with the appropriate state and federal agencies, the City of New Bedford, local preservation organizations, and the general public have taken place and will continue through the completion of the planning process. These proposals appeared in the park's General Management



Plan Newsletter #2—Preliminary Management Options. To date, no public comments have been received on this matter.

IV. APPLICABLE CRITERIA (NATIONAL PARK SERVICE MANAGEMENT POLICIES, CHAPTER 3.5, PAGE 25)

The three properties outlined in section II meet the following National Park Service management policies criteria:

1. Significant resources or opportunities for public enjoyment related to the purposes of the park.
4. The added lands will be feasible to administer considering size, configuration, ownerships, costs, and other factors.

As noted in section II, the Baker-Robinson Whale Oil Refinery building, located across MacArthur Drive from the Bourne Counting House, was part of a larger industrial complex and is one of the few remaining examples of whale oil refineries in the United States. Currently, the building is privately owned and being maintained for light industrial use and is not open to the public. Outdoor interpretive panels may be used to convey information about the historic use of the structure and associated complex. It represents an important link to park themes related to the technology and the business of whaling.

As noted in section II, the Nathan and Polly Johnson House, located on Seventh Street, is representative of a middle-class merchant home and business during the whaling era. It is considered nationally significant for its association with Frederick Douglass. Upon renovation of the building, the New Bedford Historical Society could open the building to the public for educational and interpretive purposes. The building represents an important link to park themes related to the business

of whaling; life in port, and whaling's legacy in New Bedford. The building was recently designated as a national historic landmark.

As noted in section II, the structures located along the west side of Acushnet Avenue are most significant for their contribution to the cultural landscape; they form an important edge on the west side of the park's urban context. The loss of any of these structures or the inappropriate redevelopment of these city blocks could have a profoundly negative effect on the cultural landscape and would detract from the quality of the visitor experience. However, the expansion of the park boundary to include the west side of Acushnet Avenue would be beneficial only if there were an accompanying expansion of the city of New Bedford's Chapter 40C district to include the same. As noted in the plan, the New Bedford Historical Commission, as enabled under Massachusetts General Law (MGL) Chapter 40C, has the authority to oversee historic preservation matters within the historic district encompassed by the park. Because most of the park is in private ownership, the National Park Service has limited historic preservation authorities and must rely on the city's historical commission to protect park resources.

As noted in Section II, the Bourne Counting House is historically significant for its strong association with people and activities related to New Bedford's whaling industry. The building is currently privately owned and the public does not have access to the building's interior. The proposed National Park Service ownership and use of the building would open to public access and use for educational purposes.

As noted in section II, the Wharfinger Building is an important point of visitor contact that anchors the visitor's experience on the waterfront. The structure also provides an important historic link to the city's fishing industry. The building is owned and managed by the city



and is open to the public. The proposal in management option 3 calls for National Park Service ownership and management of the site. This would only be necessary if the city chose to pursue an alternative use for the building that would remove it from public use.

With the exception of the Bourne Counting House and Wharfinger Building, the National Park Service will not own or manage any of these buildings. However, the National Park Service may provide preservation or interpretive assistance to the Johnson House and the Baker-Robinson building; such assistance would require additional federal funds. Any preservation work or programmatic assistance would have to be matched, as prescribed in the park's enabling legislation. In owning and redeveloping the Bourne Counting House and the Wharfinger Building, the National Park Service would incur considerable one-time construction costs and would be responsible for the long-term maintenance and operation of these facilities.

V. ACQUISITION COSTS AND PRIORITY

Those properties identified in section II for National Park Service would be acquired by donation only. Costs incurred by the National Park Service would involve the cost to rehabilitate the buildings over the short run plus any costs associated with the operation and maintenance of these facilities over the long term. More information on associated costs may be found in Appendix F of New Bedford Whaling National Historical Park's Final General Management Plan/Environmental Impact Statement.

Appendix F
Cost Estimates



Research, Planning, Construction
Management Option 1

	Net Construction Costs	Planning Costs	Gross Construction Costs
Construction			
<i>Phase I: (within 1 to 5 years of approved plan)</i>			
Rehabilitation of Park Visitor Center	\$708,000	\$247,800	\$955,800
Stabilize Corson Block Building	\$750,000	\$262,500	\$1,012,500
Construction Total			\$1,968,300
Exhibits and Interpretive Waysides			
Visitor Center Exhibits	\$180,000	\$60,000	\$240,000
Wharfinger Building exhibit/ Improvements	70,000	25,000	95,000
Update & expand park-wide system of waysides/informational panels	225,000	75,000	300,000
Exhibits and Interpretive Waysides Total			\$635,000
Planning			
<i>Phase I: (within 1 to 5 years of approved plan)</i>			
Comprehensive Interpretive Plan		\$ 30,000	\$30,000
Collections Management Plan		30,000	30,000
Strategic Plan (Implementation Plan)		50,000	50,000
Planning Total		\$ 110,000	\$110,000
Research			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Historic Resources Study/ Administrative History		\$80,000	\$80,000
NRHP Nomination for Park		30,000	30,000
Rotch-Jones Duff House – Cultural Landscape Report		25,000	25,000
Rotch-Jones Duff House – Historic Furnishing Report		50,000	50,000
Corson Block -- Historic Structures Report (HSR)		50,000	50,000
Seamen's Bethel – HSR		40,000	40,000
<i>Phase I – Subtotal</i>		<i>\$275,000</i>	<i>\$275,000</i>
<i>Phase II (within 5 to 10 years of approved plan)</i>			
Double Bank -- Historic Structures Report (HSR)		\$ 50,000	50,000
Bourne Counting House – HSR		40,000	40,000
Benjamin Rodman House – HSR		40,000	40,000
Rodman Candleworks – HSR		40,000	40,000
Whaling Museum Complex – HSR		50,000	50,000
Mariner's Home – HSR		40,000	40,000
Schooner <i>Ernestina</i> – HABS/HAER documentation		40,000	40,000
Ethnohistory Project (includes related Alaska projects)		200,000	200,000
<i>Phase II – Subtotal</i>		<i>\$ 500,000</i>	<i>\$500,000</i>
Research Total			\$775,000



Appendix F
Cost Estimates

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Operations
Management Option 1

<u>Park Staff</u>			
Title	FTE	Total	
Superintendent	1	\$84,500	
Deputy Superintendent	1	70,200	
Administrative Program Specialist	1	58,500	
Historical Architect	1	58,500	
Cultural Resource Management Specialist (AK liaison)	.5	35,100	
Community Planner	1	58,500	
Park Rangers	3	148,200	
Clerk	1	<u>32,500</u>	
Total FTE		9.5	Total Payroll (including benefits)
			\$546,000
<u>Park Operations</u>			
Travel & Training			\$10,000
Facility Maintenance			\$50,000
Supplies & Equipment			\$23,000
Visitor Services & Partnership Support			\$95,000
Total Operations			\$178,000
ONPS TOTAL			\$724,000

Appendix F

Cost Estimates



Research, Planning, Construction Management Option 2

	Net Cost	Planning Costs	Gross Cost
Construction			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Rehabilitation of Park Visitor Center	\$ 708,000	\$ 247,800	\$ 955,800
Stabilize Corson Block Building	750,000	262,500	1,012,500
<i>Subtotal (Phase I)</i>	<i>\$1,458,000</i>	<i>\$510,300</i>	<i>\$1,968,300</i>
<i>Phase II (within 5 to 10 years of approved plan)</i>			
Rehabilitate/Reuse Historic District Building	\$3,750,000	\$1,312,500	\$5,062,500
<i>Subtotal (Phase II)</i>	<i>3,750,000</i>	<i>1,312,500</i>	<i>5,062,500</i>
Construction Total	\$5,208,000	\$1,822,800	\$7,030,800
Exhibits and Interpretive Waysides			
Visitor Center Exhibits	\$180,000	\$60,000	\$ 180,000
Design & Develop Audiovisual program		400,000	400,000
Wharfinger Building exhibits	70,000	25,000	95,000
Update & expand park-wide system of waysides/ informational panels	225,000	75,000	300,000
Bourne Counting House exhibit	37,000	13,000	50,000
Exhibits and Interpretive Waysides Total	\$334,000	\$757,000	\$ 1,091,000
Planning			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Strategic Implementation Plan		\$50,000	\$ 50,000
Comprehensive Interpretive Plan		30,000	30,000
Collections Management Plan		30,000	30,000
Prepare revised design guidelines		10,000	10,000
Historic Preservation Plan		100,000	100,000
Visitor Parking & Signage Plan		75,000	75,000
Planning Total		\$ 295,000	\$ 295,000
Research			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Historic Resources Study/ Administrative History		\$80,000	\$80,000
NRHP Nomination for Park		30,000	30,000
Rotch-Jones Duff House -- Cultural Landscape Report		25,000	25,000
Rotch-Jones Duff House -- Historic Furnishing Report		50,000	50,000
Nathan & Polly Johnson House -- Historic Structures Report (HSR)		40,000	40,000
Baker-Robinson Whale Oil Refinery -- HSR		100,000	100,000
Seaman's Bethel -- HSR		40,000	40,000
<i>Phase I Research Subtotal</i>		<i>\$365,000</i>	<i>\$365,000</i>
<i>Phase II (within 5 to 10 years of approved plan)</i>			
Double Bank -- Historic Structures Report (HSR)		\$50,000	\$50,000
Bourne Counting House -- HSR		40,000	40,000
Benjamin Rodman House -- HSR		40,000	40,000
Rodman Candleworks -- HSR		40,000	40,000
Whaling Museum Complex -- HSR		50,000	50,000
Mariners' Home -- HSR		40,000	40,000
Schooner <i>Ernestina</i> -- HABS/HAER Documentation		40,000	40,000
Ethnohistory Project (incl. related Alaska projects)		200,000	200,000
<i>Phase II Research Subtotal</i>		<i>\$500,000</i>	<i>\$500,000</i>
Research Total		\$ 865,000	\$ 865,000



Appendix F
Cost Estimates

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Operations

Management Option 2

<u>Park Staff</u>			
	Title	FTE	Total
	Superintendent	1	\$84,500
	Deputy Superintendent	1	70,200
	Administrative Program Specialist	1	58,500
	Partnership Development Specialist (Community Planner)	1	58,500
	Preservation Specialist (Historical Architect)	1	58,500
	Cultural Resource Management Specialist (AK liaison)	.5	35,100
	Supervisory Park Ranger	1	58,500
	Education Specialist	1	58,500
	Education Assistant	1	49,400
	Folklife Specialist/Park Historian	1	58,500
	Facility Management Specialist	1	49,400
	Park Ranger	2	98,800
	Secretary	1	40,300
	Museum Specialist	1	58,500
	Office Automation Clerk	1	32,500
	Park Ranger (3 seasonal)	1	<u>32,500</u>
	Total FTE	16.5	Total Payroll (including benefits)
			\$902,200
<u>Park Operations</u>			
	Travel & Training		\$18,000
	Facility Maintenance		\$100,000
	Supplies & Equipment		\$38,000
	Visitor Services & Partnership Support		\$350,000
			Total Operations
			\$506,000
ONPS TOTAL			\$1,408,200

Appendix F
Cost Estimates



Research, Planning, Construction
Management Option 3

	Net Cost	Planning Costs	Gross Cost
Construction			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Rehabilitation of Park Visitor Center	\$708,000	\$247,800	\$955,800
Stabilize Corson Block Building	750,000	262,500	1,012,500
<i>Subtotal Phase I</i>	<i>\$ 1,458,000</i>	<i>\$ 510,300</i>	<i>\$ 1,968,300</i>
<i>Phase II (within 5 to 10 years of approved plan)</i>			
Rehabilitate/Reuse Historic District Building.	\$3,750,000	\$1,312,500	\$5,062,500
Rehabilitate/Reuse Bourne Counting House	4,025,000	1,408,750	5,433,750
State Pier Temporary Seasonal Structure with its storage	70,000	24,500	94,500
Combined Collections Storage Facility	1,250,000	437,500	1,687,500
<i>Subtotal Phase II</i>	<i>\$9,095,000</i>	<i>\$ 3,183,250</i>	<i>\$12,278,250</i>
Construction Total	\$10,553,000	\$3,693,550	\$14,246,550
Exhibits and Interpretive Waysides			
Visitor Center Exhibits	\$180,000	\$60,000	\$240,000
Design & Develop Audiovisual program		400,000	400,000
Update & expand park-wide system of waysides & Informational panels	225,000	75,000	300,000
Wharfinger Building Exhibit	70,000	25,000	95,000
Bourne Counting House exhibit	37,000	13,000	50,000
Partner site Exhibits		200,000	200,000
Exhibits and Interpretive Waysides Total	\$512,000	\$773,000	\$ 1,285,000
Planning			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Strategic Implementation Plan		\$50,000	\$50,000
Comprehensive Interpretive Plan		30,000	30,000
Collections Management Plan		30,000	30,000
Prepare revised design guidelines		10,000	10,000
Historic Preservation Plan		100,000	100,000
Visitor Parking & Signage Plan		75,000	75,000
Planning Total		\$295,000	\$ 295,000
Research			
<i>Phase I (within 1 to 5 years of approved plan)</i>			
Historic Resources Study/ Administrative History		\$80,000	\$80,000
NRHP Nomination for park		30,000	30,000
Rotch-Jones Duff House -- Cultural Landscape Report		25,000	25,000
Rotch-Jones Duff House -- Historic Furnishing Report		50,000	50,000
Johnson House -- Historic Structures Report (HSR)		40,000	40,000
Seamen's Bethel -- HSR		40,000	40,000
Baker-Robinson -- HSR		100,000	100,000
<i>Phase I Subtotal</i>		<i>\$365,000</i>	<i>\$365,000</i>
<i>Phase II (within 5 to 10 years of approved plan)</i>			
Double Bank -- Historic Structures Report (HSR)		\$50,000	\$50,000
Benjamin Rodman House -- HSR		40,000	40,000
Rodman Candle Works -- HSR		40,000	40,000
Whaling Museum Complex -- HSR		50,000	50,000
Mariners' Home -- HSR		40,000	40,000
Schooner <i>Ernestina</i> -- HABS/HAER Documentation		40,000	40,000
Ethnohistory Project (incl. related Alaska projects)		200,000	200,000
<i>Phase II Subtotal</i>		<i>\$460,000</i>	<i>\$460,000</i>
Research Total		\$825,000	\$ 825,000



Appendix F
Cost Estimates

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Operations

Management Option 3

Park Staff			
	Title	FTE	Total
	Superintendent	1	\$98,800
	Deputy Superintendent	1	84,500
	Administrative Officer	1	70,200
	Chief of Interpretation	1	70,200
	Partnership Development Specialist (Community Planner)	1	58,500
	Preservation Specialist (Historical Architect)	1	58,500
	Cultural Resource Management Specialist (AK liaison)	.5	35,100
	Facility Management Specialist	1	58,500
	Supervisory Park Ranger	1	58,500
	Education Specialist	1	58,500
	Education Assistant	1	49,400
	Historian	1	58,500
	Folklife Specialist (Special Events Coord.)	1	58,500
	Curator	1	49,400
	Maintenance Mechanic	1	49,400
	Park Rangers	5	247,000
	Museum Specialist	1	58,500
	Music Specialist	0.5	20,150
	Secretary	1	40,300
	Administrative Clerk	1	40,300
	Park Rangers (3 Seasonal)	1	27,500
	Total FTE	24	Total Payroll (including benefits)
			\$1,350,250
Park Operations			
	Travel & Training		\$20,000
	Facility Maintenance		\$240,000
	Supplies & Equipment		\$54,500
	Visitor Services/Partnership Support		\$423,000
	Total Operations		\$749,500
	ONPS TOTAL		\$2,099,750



Section 1. Citation.

This chapter shall be known and may be cited as the Historic Districts Act.

Section 2. Purpose.

The purpose of this chapter is to promote the educational, cultural, economic and general welfare of the public through the preservation and protection of the distinctive characteristics of buildings and places significant in the history of the commonwealth and its cities and towns or their architecture, and through the maintenance and improvement of settings for such buildings and places and the encouragement of design compatible therewith.

Section 3. Establishment of historic districts; prerequisites; enlargement or reduction of boundaries; amendment of creating ordinance; filing of maps.

A city or town may, by ordinance or by-law adopted by two-thirds vote of the city council in a city or by a two-thirds vote of a town meeting in a town, establish historic districts subject to the following provisions:— Prior to the establishment of any historic district in a city or town an investigation and report on the historical and architectural significance of the buildings, structures or sites to be included in the proposed historic district or districts shall be made by an historic district study committee or by an historic district commission, as provided in this section and in section four, who shall transmit copies of the report to the planning board, if any, of the city or town, and to the Massachusetts historical commission for their respective consideration and recommendations. The buildings, structures or sites to be included in the proposed historic district may consist of one or more parcels or lots of land, or one or more buildings or structures on one or more parcels or lots of land. The Massachusetts historical commission may consult with the executive director of the Massachusetts office of business development, the secretary of communities

and development and the commissioner of environmental management with respect to such reports, and may make guidelines for such reports, and, after public hearing, establish rules as to their form and manner of transmission. Not less than sixty days after such transmittal the study committee shall hold a public hearing on the report after due notice given at least fourteen days prior to the date thereof, which shall include a written notice mailed postage prepaid, to the owners as they appear on the most recent real estate tax list of the board of assessors of all properties to be included in such district or districts. The committee shall submit a final report with its recommendations, a map of the proposed district or districts and a draft of a proposed ordinance or by-law, to the city council or town meeting.

An historic district may be enlarged or reduced or an additional historic district in a city or town created in the manner provided for creation of the initial district, except that (a) in the case of the enlargement or reduction of an existing historic district the investigation, report and hearing shall be by the historic district commission having jurisdiction over such historic district instead of by a study committee; (b) in the case of creation of an additional historic district the investigation, report and hearing shall be by the historic district commission of the city or town, or by the historic district commissions acting jointly if there be more than one, instead of by a study committee unless the commission or commissions recommend otherwise; and (c) if the district is to be reduced written notice as above provided of the commission's hearing on the proposal shall be given to said owners of each property in the district. Any ordinance or by-law creating an historic district may, from time to time, be amended in any manner not inconsistent with the provisions of this chapter by a two-thirds vote of the city council in a city or by a two-thirds vote of a town meeting in a town, provided that the substance of such amendment has first been submitted to the historic district



Appendix G

General Laws Of Massachusetts (M.G.L.)

CHAPTER 40C. Historic Districts

commission having jurisdiction over such district for its recommendation and its recommendation has been received or sixty days have elapsed without such recommendation.

No ordinance or by-law creating an historic district, or changing the boundaries of an historic district, shall become effective until a map or maps setting forth the boundaries of the historic district, or the change in the boundaries thereof, has been filed with the city clerk or town clerk and has been recorded in the registry of deeds for the county or district in which the city or town is located, and the provisions of section thirteen A of chapter thirty-six shall not apply.

Section 4. Study committees; commissions; establishment; membership; terms; vacancies; compensation; officers.

An historic district study committee may be established in any city or town by vote of the city council or board of selectmen for the purpose of making an investigation of the desirability of establishing an historic district or districts therein. The study committee shall consist of not less than three nor more than seven members appointed in a city by the mayor, subject to confirmation by the city council, or in a town by the board of selectmen, including one member from two nominees submitted by the local historical society or, in the absence thereof, by the Society for the Preservation of New England Antiquities, one member from two nominees submitted by the chapter of the American Institute of Architects covering the area, and one member from two nominees of the board of realtors, if any, covering the area. If within thirty days after submission of a written request for nominees to any of the organizations herein named no such nominations have been made the appointing body may proceed to appoint the study committee without nominations by such organization.

Whenever an historic district is established as provided in section three an historic district commission shall be established which shall consist of not less than three nor more than seven members. An historic district commission shall be appointed in a city by the mayor, subject to confirmation by the city council, or in a town by the board of selectmen, in the same manner as an historic district study committee unless (a) the report recommending its establishment recommends alternate or additional organizations to submit nominees for membership and states reasons why such alternate or additional organizations would be appropriate or more appropriate for the particular city or town, the Massachusetts historical commission does not recommend otherwise prior to the public hearing on the establishment of the district, and the ordinance or by-law so provides; or (b) there is an existing historic district commission in the city or town which the report recommends should administer the new district, and the ordinance or by-law so provides. Unless the report recommends otherwise on account of the small number of residents or individual property owners, and the ordinance or by-law so provides, the members of the historic district commission shall include one or more residents of or owners of property in an historic district to be administered by the commission. If within thirty days after submission of a written request for nominees to an organization entitled to submit nominations for membership on the commission no such nominations have been made the appointing body may proceed to make the appointment to the commission without nomination by such organization. The appointments to membership in the commission shall be so arranged that the term of at least one member will expire each year, and their successors shall be appointed in the same manner as the original appointment for terms of three years. Vacancies shall be filled in the same manner as the original appointment for the unexpired term. Ordinances or by-laws adopted hereunder may provide for the appointment of alternate

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members not exceeding in number the principal members who need not be from nominees of organizations entitled to nominate members. In case of the absence, inability to act or unwillingness to act because of self-interest on the part of a member of the commission, his place shall be taken by an alternate member designated by the chairman. Each member and alternate shall continue in office after the expiration of his term until his successor is duly appointed and qualified. All members shall serve without compensation. The commission shall elect annually a chairman and vice-chairman from its own number and a secretary from within or without its number.

Section 5. Definitions.

As used in this chapter the word "altered" includes the words "rebuilt", "reconstructed", "restored", "removed" and "demolished" and the phrase "changed in exterior color"; the word "building" means a combination of materials forming a shelter for persons, animals or property; the word "commission" means the commission acting as the historic district commission; the word "constructed" includes the words "built", "erected", "installed", "enlarged", and "moved"; the words "exterior architectural feature" mean such portion of the exterior of a building or structure as is open to view from a public street, public way, public park or public body of water, including but not limited to the architectural style and general arrangement and setting thereof, the kind, color and texture of exterior building materials, the color of paint or other materials applied to exterior surfaces and the type and style of windows, doors, lights, signs and other appurtenant exterior fixtures; the words "person aggrieved" mean the applicant, an owner of adjoining property, an owner of property within the same historic district as property within one hundred feet of said property lines and any charitable corporation in which one of its purposes is the preservation of historic structures or districts; and the word "structure" means a combination of materials

other than a building, including a sign, fence, wall, terrace, walk or driveway.

Section 6. Certificates of appropriateness, non-applicability or hardship; necessity; applications and plans, etc.; building and demolition permits restricted.

Except as the ordinance or by-law may otherwise provide in accordance with section eight or said section eight or nine, no building or structure within an historic district shall be constructed or altered in any way that affects exterior architectural features unless the commission shall first have issued a certificate of appropriateness, a certificate of non-applicability or a certificate of hardship with respect to such construction or alteration.

Any person who desires to obtain a certificate from the commission shall file with the commission an application for a certificate of appropriateness, a certificate of non-applicability or a certificate of hardship, as the case may be, in such form as the commission may reasonably determine, together with such plans, elevations, specifications, material and other information, including in the case of demolition or removal a statement of the proposed condition and appearance of the property thereafter, as may be reasonably deemed necessary by the commission to enable it to make a determination on the application.

No building permit for construction of a building or structure or for alteration of an exterior architectural feature within an historic district and no demolition permit for demolition or removal of a building or structure within an historic district shall be issued by a city or town or any department thereof until the certificate required by this section has been issued by the commission.

Section 7. Factors to be considered by commission.

In passing upon matters before it the commission shall consider, among other things, the historic and architectural



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value and significance of the site, building or structure, the general design, arrangement, texture, material and color of the features involved, and the relation of such features to similar features of buildings and structures in the surrounding area. In the case of new construction or additions to existing buildings or structures the commission shall consider the appropriateness of the size and shape of the building or structure both in relation to the land area upon which the building or structure is situated and to buildings and structures in the vicinity, and the commission may in appropriate cases impose dimensional and set-back requirements in addition to those required by applicable ordinance or by-law. When ruling on applications for certificates of appropriateness for solar energy systems, as defined in section one A of chapter forty A, the commission shall also consider the policy of the commonwealth to encourage the use of solar energy systems and to protect solar access. The commission shall not consider interior arrangements or architectural features not subject to public view.

The commission shall not make any recommendation or requirement except for the purpose of preventing developments incongruous to the historic aspects or the architectural characteristics of the surroundings and of the historic district.

Section 8. Review authority of commission over certain categories of buildings, structures or exterior architectural features limited; authorization.

(a) Any city or town may provide in the ordinance or by-law establishing a district or in any amendment thereof that the authority of the commission shall not extend to the review of one or more of the following categories of buildings or structures or exterior architectural features in the historic district, and, in this event, the buildings or structures or exterior architectural features so excluded may be constructed or altered within the historic district without review by the commission:

- (1) Temporary structures or signs, subject, however, to such conditions as to duration of use, location, lighting, removal and similar matters as the commission may reasonably specify.
- (2) Terraces, walks, driveways, sidewalks and similar structures, or any one or more of them, provided that any such structure is substantially at grade level.
- (3) Walls and fences, or either of them.
- (4) Storm doors and windows, screens, window air conditioners, lighting fixtures, antennae and similar appurtenances, or any one or more of them.
- (5) The color of paint.
- (6) The color of materials used on roofs.
- (7) Signs of not more than one square foot in area in connection with use of a residence for a customary home occupation or for professional purposes, provided only one such sign is displayed in connection with each residence and if illuminated is illuminated only indirectly; and one sign in connection with the nonresidential use of each building or structure which is not more than twelve square feet in area, consist of letters painted on wood without symbol or trademark and if illuminated is illuminated only indirectly; or either of them.
- (8) The reconstruction, substantially similar in exterior design, of a building, structure or exterior architectural feature damaged or destroyed by fire, storm or other disaster, provided such reconstruction is begun within one year thereafter and carried forward with due diligence.



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- (b) A commission may determine from time to time after public hearing that certain categories of exterior architectural features, colors, structures or signs, including, without limitation, any of those enumerated under paragraph (a), if the provisions of the ordinance or by-law do not limit the authority of the commission with respect thereto, may be constructed or altered without review by the commission without causing substantial derogation from the intent and purposes of this chapter.
- (c) A city or town may provide in its ordinance or by-law, or in any amendment thereof, that the authority of the commission shall be limited to exterior architectural features within a district which are subject to view from one or more designated public streets, public ways, public parks or public bodies of water, although other portions of buildings or structures within the district may be otherwise subject to public view, and, in the absence of such provision of the ordinance or by-law, a commission may determine from time to time after public hearing that the authority of the commission may be so limited without substantial derogation from the intent and purposes of this chapter.
- (d) Upon request the commission shall issue a certificate of nonapplicability with respect to construction or alteration in any category then not subject to review by the commission in accordance with the provisions of paragraph (a), (b) or (c).

Section 9. Maintenance and repair, etc.

Nothing in this chapter shall be construed to prevent the ordinary maintenance, repair or replacement of any exterior architectural feature within an historic district which does not involve a change in design, material, color or the outward appearance thereof, nor to prevent landscaping with plants, trees or shrubs, nor construed to

prevent the meeting of requirements certified by a duly authorized public officer to be necessary for public safety because of an unsafe or dangerous condition, nor construed to prevent any construction or alteration under a permit duly issued prior to the effective date of the applicable historic district ordinance or by-law.

Section 10. Additional powers, functions and duties of commission.

The commission shall have the following additional powers, functions and duties:

- (a) If the commission determines that the construction or alteration for which an application for a certificate of appropriateness has been filed will be appropriate for or compatible with the preservation or protection of the historic district, the commission shall cause a certificate of appropriateness to be issued to the applicant. In the case of a disapproval of an application for a certificate of appropriateness the commission shall place upon its records the reasons for such determination and shall forthwith cause a notice of its determination, accompanied by a copy of the reasons therefor as set forth in the records of the commission, to be issued to the applicant, and the commission may make recommendations to the applicant with respect to appropriateness of design, arrangement, texture, material and similar features. Prior to the issuance of any disapproval the commission may notify the applicant of its proposed action accompanied by recommendations of changes in the applicant's proposal which, if made, would make the application acceptable to the commission. If within fourteen days of the receipt of such a notice the applicant files a written modification of his application in conformity with the recommended changes of the commission, the commission shall cause a certificate of appropriateness to be issued to the applicant.



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(M.G.L) CHAPTER 40C. Historic Districts

- (b) In the case of a determination by the commission that an application for a certificate of appropriateness or for a certificate of nonapplicability does not involve any exterior architectural feature, or involves an exterior architectural feature which is not then subject to review by the commission in accordance with the provisions of section eight, the commission shall cause a certificate of nonapplicability to be issued to the applicant.
- (c) If the construction or alteration for which an application for a certificate of appropriateness has been filed shall be determined to be inappropriate, or in the event of an application for a certificate of hardship, the commission shall determine whether, owing to conditions especially affecting the building or structure involved, but not affecting the historic district generally, failure to approve an application will involve a substantial hardship, financial or otherwise, to the applicant and whether such application may be approved without substantial detriment to the public welfare and without substantial derogation from the intent and purposes of this chapter. If the commission determines that owing to such conditions failure to approve an application will involve substantial hardship to the applicant and approval thereof may be made without such substantial detriment or derogation, or in the event of failure to make a determination on an application within the time specified in section eleven, the commission shall cause a certificate of hardship to be issued to the applicant.
- (d) Each certificate issued by the commission shall be dated and signed by its chairman, vice-chairman, secretary or such other person designated by the commission to sign such certificates on its behalf.
- (e) The commission shall keep a permanent record of its resolutions, transactions, and determinations and of the vote of each member participating therein, and may adopt and amend such rules and regulations not inconsistent with the provisions of this act and prescribe such forms as it shall deem desirable and necessary for the regulation of its affairs and the conduct of its business. The commission shall file a copy of any such rules and regulations with the city or town clerk.
- (f) The commission shall file with the city or town clerk and with any department of the city or town having authority to issue building permits a copy or notice of all certificates and determinations of disapproval issued by it.
- (g) A commission may after public hearing set forth in such manner as it may determine the various designs of certain appurtenances, such as light fixtures, which will meet the requirements of an historic district and a roster of certain colors of paint and roofing materials which will meet the requirements of an historic district, but no such determination shall limit the right of an applicant to present other designs or colors to the commission for its approval.
- (h) The commission may, subject to appropriation, employ clerical and technical assistants or consultants and incur other expenses appropriate to the carrying on of its work, and may accept money gifts and expend the same for such purposes. The commission may administer on behalf of the city or town any properties or easements, restrictions or other interests in real property which the city or town may have or may accept as gifts or otherwise and which the city or town may designate the commission as the administrator thereof.

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- (i) The commission shall have, in addition to the powers, authority and duties granted to it by this act, such other powers, authority and duties as may be delegated or assigned to it from time to time by vote of the city council or town meeting

Section 11. Approval or disapproval of exterior architectural features by commission; meetings; applications for certificates; public hearings; notices.

Meetings of a commission shall be held at the call of the chairman and shall be called at the request of two members of the commission and in such other manner as the commission shall determine in its rules. A majority of the members of a commission shall constitute a quorum. The concurring vote of a majority of the members of the commission shall be necessary to issue a certificate of appropriateness, a certificate of non-applicability or a certificate of hardship.

A commission shall determine promptly, and in all events within fourteen days after the filing of an application for a certificate of appropriateness, a certificate of non-applicability or a certificate of hardship, as the case may be, whether the application involves any exterior architectural features which are subject to approval by the commission. If a commission determines that such application involves any such features which are subject to approval by the commission the commission shall hold a public hearing on such application unless such hearing is dispensed with as hereinafter provided.

The commission shall fix a reasonable time for the hearing on any application and shall give public notice of the time, place and purposes thereof at least fourteen days before said hearing in such manner as it may determine, and by mailing, postage prepaid, a copy of said notice to the applicant, to the owners of all adjoining property and other property deemed by the commission to be

materially affected thereby as they appear on the most recent real estate tax list of the board of assessors, to the planning board of the city or town, to any person filing written request for notice of hearings, such request to be renewed yearly in December, and to such other persons as the commission shall deem entitled to notice. As soon as convenient after such public hearing but in any event within sixty days after the filing of the application, or such lesser period as the ordinance or by-law may provide, or within such further time as the applicant may allow in writing, the commission shall make a determination on the application. If the commission shall fail to make a determination within such period of time the commission shall thereupon issue a certificate of hardship.

A public hearing on an application need not be held if such hearing is waived in writing by all persons entitled to notice thereof. In addition, a public hearing on an application may be waived by the commission if the commission determines that the exterior architectural feature involved or its category or color, as the case may be, is so insubstantial in its effect on the historic district that it may be reviewed by the commission without public hearing on the application, provided, however, that if the commission dispenses with a public hearing on an application notice of the application shall be given to the owners of all adjoining property and other property deemed by the commission to be materially affected thereby as above provided and ten days shall elapse after the mailing of such notice before the commission may act upon such application.

Section 12. Review procedure provided by local ordinance or by-law.

A city or town may provide in its ordinance or by-law or in any amendment thereof, for a review procedure whereby any person aggrieved by a determination of the commission may, within twenty days after the filing of the notice of such determination with the city or town clerk, file a written request with the commission



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CHAPTER 40C. Historic Districts

for a review by a person or persons of competence and experience in such matters, designated by the regional planning agency of which the city or town is a member. If the city or town is not a member of a regional planning agency, the department of community affairs shall select the appropriate regional planning agency. The finding of the person or persons making such review shall be filed with the city or town clerk within forty-five days after the request, and shall be binding on the applicant and the commission, unless a further appeal is sought in the superior court as provided in section twelve A.

Section 12A. Appeal to superior court.

Any person aggrieved by a determination of the commission, or by the finding of a person or persons making a review, if the provisions of section twelve are included in a local ordinance or by-law, may, within twenty days after the filing of the notice of such determination or such finding with the city or town clerk, appeal to the superior court sitting in equity for the county in which the city or town is situated. The court shall hear all pertinent evidence and shall annul the determination of the commission if it finds the decision of the commission to be unsupported by the evidence or to exceed the authority of the commission, or may remand the case for further action by the commission or make such other decree as justice and equity may require. The remedy provided by this section shall be exclusive but the parties shall have all rights of appeal and exception as in other equity cases. Costs shall not be allowed against the commission unless it shall appear to the court that the commission acted with gross negligence, in bad faith or with malice in the matter from which the appeal was taken. Costs shall not be allowed against the party appealing from such determination of the commission unless it shall appear to the court that such party acted in bad faith or with malice in making the appeal to the court.

Section 13. Jurisdiction of superior court; penalty.

The superior court sitting in equity for the county in which the city or town is situated shall have jurisdiction to enforce the provisions of this chapter and any ordinance or by-law enacted hereunder and the determinations, rulings and regulations issued pursuant thereto and may, upon the petition of the mayor or of the board of selectmen or of the commission, restrain by injunction violations thereof; and, without limitation, such court may order the removal of any building, structure or exterior architectural feature constructed in violation thereof, or the substantial restoration of any building, structure or exterior architectural feature altered or demolished in violation thereof, and may issue such other orders for relief as may be equitable.

Whoever violates any of the provisions of this chapter shall be punished by a fine of not less than ten dollars nor more than five hundred dollars. Each day during any portion of which a violation continues to exist shall constitute a separate offense.

Section 14. Powers and duties of commissions established hereunder as historical commissions.

If the city council or town meeting so votes a commission established hereunder shall have the powers and duties of an historical commission as provided in section eight D of chapter forty and, in this event, a commission may be entitled an historical commission.

Section 15. Filing of ordinances, maps, reports, etc.

All ordinance or by-laws creating an historic district adopted by a city or town under authority of this chapter and under authority of any special law, unless the special law shall otherwise provide, amendments thereto, maps of historic districts created thereunder, and annual reports and other publications of commissions, and rosters of membership therein, shall be filed with the Massachusetts historical commission.

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Section 16. Special historic districts; acceptance and effect of this chapter.

A city or town in which there is located an historic district established under a special law may, upon recommendation of the historic district commission having jurisdiction over such district, accept the provisions of this chapter with respect to such district by a two-thirds vote of the city council in a city or by two-thirds vote of a town meeting in a town, and thereafter such historic district shall be subject to the provisions of this chapter notwithstanding the terms of any special act pursuant to

which such historic district was created. The provisions of this chapter shall not impair the validity of an historic district established under any special act.

Section 17. Severability.

The provisions of this chapter shall be deemed to be severable if any of its provisions shall be held to be invalid or unconstitutional by any court of competent jurisdiction the remaining provisions shall continue in full force and effect.



Appendix H

Inventory of Structures Associated with New Bedford Whaling National Historical Park

"Mission essential" structures are in bold. A mission essential structure is defined as those structures that are named in the New Bedford Whaling National Historical Park's enabling legislation or the existing National Historic Landmark nomination form.

Name of Structure	Location	Date of Construction	Evaluated for NRHP (Y/N)
T.M. Denham & Bros. (Crowell's Gallery)	382-386 Acushnet Ave	1877	N.
Southern MA Telephone Co.	390 Acushnet Ave.	c. 1923	N
Telephone Co. Bldg.	396 Acushnet Ave.	1924	N
Louis Hathaway House (NB Surplus Sales)	27 Bethel Street	c.1865	N
David A. Snell House	38 Bethel Street/ 77-79 No. Water Street	c. 1876-81 and c.1906-24	N
Tallman Warehouse/Ruben Russell Warehouse	13-17 Centre Street	c.1790-1800	N
Caleb Spooner House	22 Centre Street	1806	N
John Harrison Bldg.	23 Centre Street	c.1820	N
Henry Beetle House (Wise Surma Jones)	24 Centre Street	c.1804	N
Wm. Maxfield Bldg. (R.P. Valois)	25 Centre Street	1840, 1855, 1998	N
Gilbert Russell Bldg.	26 Centre Street	c.1822	N
Charles Beckman Bldg.	11-19 Commercial Street	c.1790-1800	N
Beckman Bldg. (Granite)	21-35 Commercial Street	c.1842	N
Telephone Exchange	5 Dover Street	c.1893	N
Sowle Bldg. (Skip's Marine)	22 Elm Street	1884	N
Standard Times Bldg.	25 Elm Street	1995	N
The Wilson Stables	38 Elm Street	1896	N
Elm Street Parking garage	51 Elm Street	c.1976	N
Seth Russell House	82-86 Front Street	c.1765	N
Joseph Taber Bldg.	90 Front Street	c.1825-40	N
Cultivator Shoal Club	94 Front Street	1931	N
John McCullough Bldg.	98 Front Street	c.1820-40	N
New Bedford Ship Supply	108 Front Street	c.1890	N
Coggeshall-Grinnell Block	114 Front Street	c.1832	N
Ivory H. Bartletts & Sons	13-15 Hamilton Street	c.1876	N
Selmar Eggars Bldg	1 Johnny Cake Hill	1872 and 1978	N
Seamen's Bethel	15 Johnny Cake Hill	1831-32	Y
Mariners' Home	15 Johnny Cake Hill	c.1787-90	Y
Seth Godfrey House	17 Johnny Cake Hill	c.1871-73	N
New Bedford Whaling Museum	18 Johnny Cake Hill	1915-16	Y
U.S. Custom House	37 No. Second Street	1834-36	Y
Bourne Warehouse and Auction Room	47 No. Second Street	c.1883	N
Benjamin Rodman House	50 No. Second Street	c.1825-30	Y
Abijah Hathaway House	66 No. Second Street	1846	N
Haile Luther House	70 No. Second Street	c.1840	N
Cornelius Howland	18 No. Water Street	c.1810 or earlier	N
Gilbert Russell Drygoods Store	24 No. Water Street	c.1790-1800	N
Eben Hirst Building (Whaling Museum Complex)	33 No. Water Street	c.1822-24	Y
Burroughs & Cushman Store (Duff Gallery)	36 No. Water Street	c.1820-35	N
National Bank of Commerce (Whaling Museum) Complex)	37 No. Water Street	1883	Y



**Inventory of Structures Associated with
New Bedford Whaling National Historical Park**

Name of Structure	Location	Date of Construction	Evaluated for NRHP (Y/N)
Bryant/Washburn Bldg.	42-44 No. Water Street	c.1825	N
Rotch Building	48 No. Water Street	c.1832	N
Double Bank Bldg.	60 No. Water Street	c.1831-33	Y
Rodman Candleworks	72 No. Water Street	c.1810-20	Y
Plumber's Supply Bldg.	26 So. Water Street	1922	N
Shuster Bros. Bldg.	22-24 Union Street	1927	N
Millie's Laundry	28-30 Union Street	1925	N
Benjamin Taber Double House	29 Union Street	c.1792	N
Tavern	34 Union Street	1925	N
Isaac Marder Bldg.	37 Union Street	1928	N
40-44 Union Street	40-44 Union Street	c.1790-1815	N
46-48 Union Street	46-48 Union Street	c.1882-87	N
Frank W. Pease Bldg.	47 Union Street	1908	N
E.L. Fisher Bldg.	50-52 Union Street	1927	N
Sundial Bldg.	63 Union Stree	c.1820	N
St. Anne Credit Union	93 Union Street	??	N
Naughty Dawgs	113 Union Street	1922	N
Abram Herman Bldg.	117 Union Street	1921	N
Abram Herman Bldg. II	123 Union Street	1921	N
Moby Dick Ship Chandler	125 Union Street	1916	N
Joseph & William R. Wing Bldg.	133 Union Street	c.1873	N
Berk's Clothing	137-139 Union Street	c.1850-70	N
141 Union Street	141 Union Street	1825-45	N
Hiller Printing	11 William Street	1948	N
Corson Block	21-27 William Street	1875 and 1884	N
John M. Foster Bldg.	22 William Street	1871	N
Smith Bros. Bldg.	28 William Street	c.1871	N
Andrew Robeson House	32 William Street	1821	N
NPS Visitor Center (New Bedford Institute for Savings)	33 William Street	1853-54	Y
Freestones	41 William Street	1877	N
Carters of New Bedford	55 William Street	1877	N
Parking Lot (former garage site)	William Street	N/A	--
Rotch-Jones-Duff House	396 County Street	1834	Y
Bourne Counting House	1 Merrill's Wharf	1843-47	Y
Wharfinger Bldg.	Pier 3	1934	Y
Schooner <i>Ernestina</i>	State Pier	1894	Y
Old Quaker Meeting House	17-19 Seventh Street	1785	N
Nathan & Polly Johnson House	21 Seventh Street	c.1800; c.1830-40	Y
Friends Meeting House	83 Spring Street	1822	N
Johnson House	96 Spring Street	c.1820-30	N
Baker-Robinson Whale Oil Refinery	144 So. Water St.	c.1845	N



**SECTION 106 Consultation Requirements
for Plan Undertakings**

The following consultation requirements for the indicated management options are subject to section 106 of the National Historic Preservation Act of 1966, as amended.

ACTION	COMPLIANCE REQUIREMENT
Option 1 Update and expand existing system of interpretive waysides Rehabilitate old New Bedford Institute for Savings building (Park Visitor Orientation Center) Improve and expand upon existing pedestrian routes Develop an exhibit for the Wharfinger Building	Programmatic exclusion IV b (12) Requires SHPO/ACHP review. Programmatic exclusion IV b (6) Programmatic exclusion IV a (1,2)
Option 2 Update and expand existing system of interpretive waysides Rehabilitate old New Bedford Institute for Savings building (Park Visitor Orientation Center) Install temporary exhibits at park visitor orientation center Improve and expand upon existing pedestrian routes Rehabilitate a historic structure within the park for use as classroom, office, and program space Conduct historic preservation projects under NPS leadership, as funding permits Universal/wheelchair accessibility projects under NPS leadership, as funding permits Develop an exhibit for the Wharfinger Building Make improvements to the Wharfinger Building, including new restrooms and other visitor amenities Redevelop portion of the ground floor of the Bourne Counting House for use as interpretive exhibit space	Programmatic exclusion IV b (12) Requires SHPO/ACHP review. Programmatic exclusion IV a (1,2) Programmatic exclusion IV b (6) Requires SHPO/ACHP review. Requires SHPO/ACHP review Requires SHPO/ACHP review Programmatic exclusion IV a (1,2) Requires SHPO/ACHP review. Requires SHPO/ACHP review.



**SECTION 106 Consultation Requirements
for Plan Undertakings**

Management Option 3	
Update and expand existing system of interpretive waysides	Programmatic exclusion IV b (12)
Rehabilitate old New Bedford Institute for Savings Building (Park Visitor Orientation Center)	Requires SHPO/ACHP review.
Install temporary exhibits at park visitor orientation center	Programmatic exclusion IV a (1,2)
Improve and expand upon existing pedestrian routes	Programmatic exclusion IV b (6)
Rehabilitate a historic structure within the park for use as classroom, office, and program space	Requires SHPO/ACHP review
Conduct historic preservation projects under NPS leadership, as funding permits	Requires SHPO/ACHP review
Universal/wheelchair accessibility projects under NPS leadership, as funding permits	Requires SHPO/ACHP review
Develop an exhibit for the Wharfinger Building	Programmatic exclusion IV a (1,2)
Make improvements to the Wharfinger Building, including new restrooms and other visitor amenities	Requires SHPO/ACHP review
Redevelop the Bourne Counting House for use as a waterfront education center	Requires SHPO/ACHP review
Develop a temporary, seasonal structure as sheltered space for programs on the southwest corner of State Pier	Requires SHPO/ACHP review
Develop a combined collections storage facility in an existing facility.	Requires SHPO/ACHP review
Expand the park boundary/Chapter 40C district to include the west side of Acushnet Avenue.	Programmatic exclusion IV b (5)



Appendix J

Comments and Responses on the Draft General Management Plan and Environmental Impact Statement

This section of the final general management plan/ environmental impact statement (GMP/EIS) provides an accurate, comprehensive presentation of the agency and public comments received on the draft general management plan/environmental impact statement. The comments and responses allow interested parties (including NPS decision makers) to review and assess how other agencies, organizations, and individuals have responded to the proposed action, the alternatives, and their potential impacts.

The National Park Service received approximately 20 comment letters, as well as numerous comments and questions presented verbally at a public meeting held on October 18, 2000. All comments received were reviewed and considered by the National Park Service in the preparation of the Final General Management Plan/ Environmental Impact Statement, consistent with the requirements of 40 CFR 1503. Comment letters from all federal, state, and local agencies, private organizations, and individuals have been reproduced in this section.

As defined in NPS-12: NEPA Compliance Guideline, comments are considered substantive when they:

- a) question, with reasonable basis, the accuracy of information in the GMP/EIS
- b) question, with reasonable basis, the adequacy of environmental analysis
- c) present reasonable alternatives other than those presented in the EIS
- d) cause changes or revisions in the proposal

Substantive comments were addressed by means of written responses, and where appropriate the text of the Final General Management Plan/ Environmental Impact Statement was revised. A revision that has been made is referenced in the response (for example, the “Historical Context” section of the “Affected Environment” has been revised to include additional information.) A number of comments were submitted that address usage, grammar, and punctuation. These comments will not be highlighted as substantive comments. However, they are appreciated and have been considered in editing the final document, as appropriate.

In accordance with federal privacy requirements, addresses and telephone numbers of all individuals have been blocked out. All written comments submitted to the National Park Service are available for review at New Bedford Whaling National Historical Park, 33 William Street, New Bedford, Massachusetts.

20 BLACK BROOK ROAD
AQUINNAH, MA 02535-1546



OFFICE (508) 645-9265
FAX (508) 645-3790

February 21, 2001

John Piltzecker
Superintendent
National Park Service
New Bedford Whaling National Historical Park
33 William Street
New Bedford, MA 02740

RE: Comments on the Draft General Management Plan (GMP) and the Environmental Impact Statement (EIS) for New Bedford Whaling National Historic Park

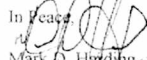
Dear Mr. Piltzecker:

The staff of the Wampanoag Tribe of Gay Head (Aquinnah), Tribal Historic Preservation Office (WTHPO) has reviewed the proposed Draft General Management Plan (GMP) and Environmental Impact Statement for the New Bedford Whaling Historic National Park (NBWNHP) by the National Park Service (NPS) and their many partners in this project. We offer the following comments.

The WTHPO would like the New Bedford Whaling Historic National Park staff for coming to meet with us in January concerning the GMP of this project. As we discussed and formalized in the Memorandum General Agreement, the WTHPO has been active on several NPS projects and would remain committed to the successful integration of our interpretations during the consultation process and all phases of planning pertaining to the project.

There were many Native American Tribes involved in the whaling trade throughout New Bedford's history. Participation from the Native American communities has been told, recorded, and passed down for generations. The oral history of many of the local Indian families has been an untapped source of valuable information. It is imperative that these oral traditions be told through the descendants of the Native American whalers for the proper interpretation of this historic era. The WTHPO looks forward to working with Inupiat Heritage Center and the North Slope Borough Planning Department in Barrow, Alaska regarding this project. We feel that the education of the public should be a priority of the NPS for the preservation of historic properties and landmarks from colonial and pre-contact periods.

Please forward any project component change to the WTHPO in writing directly. These comments are offered to assist in compliance with Section 106 of the National Historic Preservation Act of 1966, as amended (36 CFR 800). If you have any further questions please feel free to call me at 508-645-9265, extension 170.

In Peace,

Mark D. Hynding
Deputy Tribal Historic Preservation Officer

cc: James Peters, Massachusetts Commission of Indian Affairs, Executive Director
Brona Simon, Massachusetts Historic Commission, Deputy State Historic Preservation Officer

A FEDERALLY ACKNOWLEDGED TRIBE

Wampanoag Tribe of Gay Head (Aquinnah)



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 1
1 CONGRESS STREET, SUITE 1100
BOSTON, MASSACHUSETTS 02114-2023

OFFICE OF THE
REGIONAL ADMINISTRATOR

December 1, 2000

John Piltzecker, Superintendent
New Bedford Whaling National Historic Park
33 William Street
New Bedford, MA 02740

RE: New Bedford Whaling National Historic Park Draft General Management Plan/Draft
Environmental Impact Statement (ERP Number BLM-B65022-MA)

Dear Mr. Piltzecker:

In accordance with our responsibilities under the National Environmental Policy Act (NEPA)
and Section 309 of the Clean Air Act, we have reviewed the Draft Environmental Impact
Statement (DEIS)/ Draft General Management Plan for the New Bedford Whaling National
Historic Park in New Bedford, Massachusetts.

Based on our review of the DEIS we have no objections to the project as described and we rate
this EIS "LO-1 - Lack of Objections-Adequate" in accordance with EPA's national rating
system, a description of which is attached to this letter. Please feel free to contact me or Timothy
Timmermann at 617/918-1025 if you wish to discuss these comments further.

Sincerely,

Elizabeth Higgins
Senior Advisor for Policy
Director, Office of Environmental Review

Attachment

Environmental Protection Agency, Region 1

617-918-1010

Internet Address (URL) • <http://www.epa.gov/region1>

Recycled/Recyclable • Printed with Vegetable Oil Based Inks on Recycled Paper (Minimum 30% Postconsumer)



City of New Bedford
OFFICE OF THE MAYOR

FREDERICK M. KALISZ, JR.
Mayor

November 20, 2000

Mr. John Piltzecker
Superintendent
New Bedford Whaling National Historical Park
33 William Street
New Bedford, MA 02740

Dear Superintendent Piltzecker:

On behalf of my administration and the City of New Bedford, I am very pleased to enthusiastically support and endorse Management Option #2 of the draft General Management Plan.

My administration supports this option because it shares the responsibility of resource stewardship with park partners continuing the long-standing tradition of public/private partnership in New Bedford. In addition, Option 2 offers the opportunity to preserve the authenticity of the city's historic district and waterfront through the rehabilitation of sites worn by use and neglect. Finally, this option provides New Bedford with a first rate visitor orientation center with interpretive and educational programming and special events that would augment and enhance the existing assortment of activities.

The City of New Bedford is proud to be the lead partner and supporter of New Bedford Whaling National Historic Park. As the City's Chief Executive, I applaud the efforts of the National Park Service to develop such a thoughtful and comprehensive Management Plan for New Bedford Whaling National Historical Park.

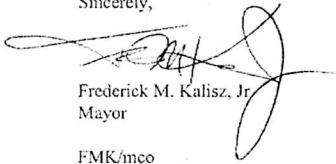
133 William Street, New Bedford, Massachusetts 02740
Tel: (508) 979-1410 Fax: (508) 991-6189 FKalisz@www.ci.new-bedford.ma.us

Office of the Mayor, New Bedford, MA
Honorable Frederick M. Kalisz, Jr., Mayor
Page 1

Mr. John Piltzecker, Superintendent
Continued Page 2.

The City of New Bedford has been involved in and is committed to helping chart the park's course through its General Management Plan. The collaborative efforts between the city and the park have been enormously productive to date and I look forward to continuing these collaborations in the future. Again, I am most pleased to add the support of my administration and the City of New Bedford to Option 2 of the draft General Management Plan.

Sincerely,



Frederick M. Kalisz, Jr.
Mayor

FMK/mco

Office of the Mayor
Honorable Frederick M. Kalisz, Jr., Mayor
Page 2



CITY OF NEW BEDFORD
IN CITY COUNCIL

January 25, 2001

RESOLUTION SUPPORTING AND ENDORSING
THE MANAGEMENT OPTION #2 OF THE GENERAL MANAGEMENT PLAN
FOR THE NEW BEDFORD WHALING NATIONAL HISTORICAL PARK

WHEREAS, The New Bedford City Council supports and endorses the Management Option #2 of the draft General Management Plan for the New Bedford Whaling National Historical Park; and

WHEREAS, This option will share stewardship of the Park's resources with the local partners; and

WHEREAS, This option will also build on the long-standing tradition of public and private partnerships in New Bedford; and

WHEREAS, The New Bedford City Council also supports the expansion of the local historic district so it will be made congruent with the National Park boundaries;

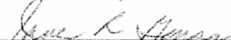
NOW, THEREFORE, BE IT RESOLVED, That the New Bedford City Council feels that a balanced support of the NEW BEDFORD WHALING NATIONAL HISTORICAL PARK is the best plan for the future since it builds on the strengths of the existing institution and organization.

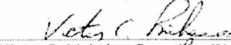
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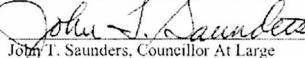

Denis Lawrence, Jr., City Council President

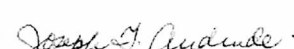

David Alves, Councillor At Large

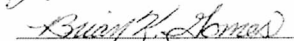

Dennis W. Farias, Councillor Ward One

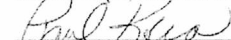

Jane L. Gonsalves, Councillor Ward Five

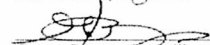

Victor C. Pinheiro, Councillor Ward Six


John T. Saunders, Councillor At Large


Joseph T. Andrade, Councillor Ward Four


Brian K. Gomes, Councillor At Large


Paul Koczera, Councillor Ward Two


George Rogers, Councillor At Large


George N. Smith, Councillor Ward Three

New Bedford City Council



OFFICE OF
CLERK OF COMMITTEES
133 WILLIAM STREET
NEW BEDFORD, MA 02740

CITY OF NEW BEDFORD
MASSACHUSETTS

Tel: (508) 979-1482
Fax: (508) 979-1407

MILDRED A. BARRY
Clerk of Committees
ROBERTA J. LASSEY
Assistant Clerk of Committees

November 28, 2000

John Pilzecker, Superintendent
New Bedford Whaling National Park
33 William Street
New Bedford, MA 02740

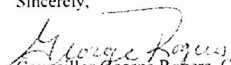
Dear Mr. Pilzecker:

On behalf of the Ordinance Committee of the New Bedford City Council, I am pleased to support and endorse Management Option #2 of the draft General Management Plan for New Bedford Whaling National Park.

The Committee supports this option, which proposes to share stewardship of the park's resources with its local partners, because it will build on a long-standing tradition of public/private partnership in the City of New Bedford. The Committee also supports the expansion of the local historic district so that it will be made congruent with the park's boundary, as well as permanent representation of the National Park Service on the New Bedford Historical Commission.

We feel that the shared stewardship approach outlined in Management Option #2 builds on the strength existing institutions and organizations. On behalf of the Ordinance Committee, I look forward to working with you as we chart a course for the historical park's future.

Sincerely,


Councillor George Rogers, Chairman
Ordinance Committee

GR/rjl

New Bedford City Council, Ordinance Committee, New Bedford, MA



City of New Bedford

OFFICE OF CITY COUNCIL

133 William Street • New Bedford, Massachusetts 02740 • (508) 979-1455

JOSEPH T. ANDRADE
Councillor Ward Four

November 27, 2000

Mr. John Piltzecker, Superintendent
NEW BEDFORD WHALING NATIONAL HISTORICAL PARK
33 William Street
New Bedford, MA 02740

Dear Superintendent Piltzecker:

I am writing to you regarding the draft General Management Plan for the New Bedford Whaling National Historical Park. I support Option 3 as this option CLEARLY defines the role of the NPS, and that is to assume total responsibility of the National Park and its boundaries.

In addition, I would like to add my endorsement to the letter dated October 10, 2000 from the Capeverdean Cultural Conference, and urge the NPS to consider the following:

- 1) 1) Boundaries of the Park be expanded to include areas where Capeverdean whalemens and their families lived.
- 2) 2) Hiring of minorities on the NPS staff, including middle and upper level management positions, whenever possible.
- 3) 3) That the efforts and achievements of Capeverdeans be thoroughly researched, documented and displayed.

Thank you for your time and attention to this matter.

Very truly yours,

Joseph T. Andrade
Councillor Ward Four

JTA/smt

Residence and Office: 77 North Street • New Bedford, Massachusetts 02740 • Tel. (508) 984-7696 • (508) 979-1451
Email: joeandrade@acmecity.com

New Bedford City Councillor Joseph T. Andrade, Ward 4

1. In order to expand the national historical park, the National Park Service's Criteria for Boundary Change must be applied. As noted in Appendix E of the general management plan, this criteria was applied in the cases of the Nathan and Polly Johnson House, the Baker-Robinson Building and the west side of Acushnet Avenue. As was the case with the properties named above, the most relevant criteria to be addressed includes:

I. Significant resources or opportunities for public enjoyment related to the purposes of the park.

IV. The added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors.

In addition to considering an expansion of the park's boundary, there are other methods available to commemorate the contributions of Cape Verdean whalemens and their families. For instance, the interpretive themes outlined in the proposed plan provide a range of opportunities for interpreting these stories. The park could also extend its outreach to local schools and community groups to develop educational and public programming relating to the history and contributions of Cape Verdeans in the whaling industry. Additionally, members of this community can work with the city and state to designate sites and areas for inclusion on the National Register of Historic Places or in the National Historic Landmarks Program.

2. The National Park Service is an Equal Opportunity employer. Selection for positions are made solely on the basis of merit, fitness, and qualifications without regard to race, sex, creed, age, marital status, national origin, sexual orientation, non-disqualifying handicap conditions, or any other non-merit factors.
3. The proposed management option (option 2) would support a series of ethnographic studies highlighting the historic and contemporary relationship between specific groups of people in New Bedford and the history of the American whaling industry. The National Park Service proposes working in partnership with local partners to research, document and convey the history of the many different communities involved directly and indirectly in this important part of American history. The Cape Verdean community will be included among the groups to be studied.

Author: "David A. Kennedy" <DaveK@WWW.CI.NEW-BEDFORD.MA.US> at np--internet
Date: 12/1/00 2:31 PM
Normal

TO: John Piltzecker (NEBE Superintendent) at NP--NARSubject: Comments on the Draft General
Management Plan----- Message Contents

It is with pleasure that the New Bedford City Planning Department offers the following comments on the vision, mission, mission goals and Management Proposal. My staff and I have been closely involved in the planning processes undertaken over the past three years, leading to the excellent recommendations found in the National Park Service's management options analysis. I note from others, that visioning is the art of seeing the invisible, and liken that to the process that the Park Service has undertaken to develop it's Management Proposal.

The Planning Department has worked with Park Service employees, Partners and other City stakeholders to develop a parking plan, exhibit space, public monument space and to help collect and analyze data used in attraction promotion. We have enjoyed our association with the Park Service and have learned much during the process.

We applaud the choice of Management Option 2 since we feel that it best allows the public/private relationships that we have helped develop and institutionalize over many years to continue. The resource pool of energy and social capital built in this fashion is generally, far more effective than individual, non-synchronous contributions of time, effort and money. We will continue to work on concepts, policies and projects which forward the Park Service's mission, and offer the staff resources available through the City Planning Department in that regard. We will continue to work with the Park Service on the Historical Commission, the Route 18 Steering Committee, Harbor Development issues, Wayfinder displays, Parking management and District expansion studies, zoning changes and cultural development opportunities.

Again, your presence and professional manner has been of invaluable assistance to my staff and I in analyzing the strengths and weaknesses of the harbor, highway and historic district contributions to the economy and to the future of New Bedford.

New Bedford City Planning Department, New Bedford, MA



ArtWorks! at Dover Street
Galleries & Studios

November 30, 2000

John Piltzecker, Superintendent
New Bedford Whaling National Historical Park
33 William Street
New Bedford, MA 02740

Dear John:

ArtWorks! expresses its sincere support for the Preferred Option 2 of the General Management Plan. As a nonprofit with a clear mission and focus, we appreciate your concept of enabling the cultural institutions to maintain their autonomy while creating programs in partnership with the Park that allow a richer story to be told.

1 However, it is our opinion that an important element is missing from the General Management Plan. We believe the theme of arts and culture is integral to the fabric of New Bedford Whaling National Historical Park. New Bedford in the 19th century was more than a bustling industrial economy. The city fathers (with their wives discreetly behind them) championed arts and culture: the public library, one of the first in the country; artists such as Albert Bierstadt and others who inspired a whole new genre of romantic naturalism: literature – Melville was inspired by the “romance” of the New Bedford whalers); glass production, both utilitarian and beautiful. Yes, historically New Bedford in the height of the whale-oil economy, was home to some of the finest artists in the world.

This story of the arts in New Bedford is both part of its history and central to its present revival. We in the arts community today – music, visual, and performing arts – have already demonstrated our commitment to the city, to the Park, and to the historical and humanistic themes that the Park embodies. In the present climate of New Bedford’s urban revitalization and the development of the National Park, the arts play a critical role both as instrument of change and messenger of hope.

We envision a strong partnership between the Park and the arts community. We are committed to making this Park “the best and brightest”. Our collaborative work on the Teen Art Coalition is one example of a project in which artists from ArtWorks! and rangers from NBWNHP work with inner city at-risk teens to interpret the themes of the City & Park in public art projects and in the acclaimed P.H.A.T. Magazine (Publication of History & Art by Teens, produced in collaboration with Spinner Publications, Inc). This innovative youth programming is capturing attention nationally and it is reinforcing

ArtWorks! Partners for the Arts and Community, Inc. is a nonprofit organization dedicated to supporting artists and increasing public access to the arts and through these efforts to contribute to the economic revitalization of greater New Bedford, Massachusetts.
99 Waterfront Avenue New Bedford, MA 02740 Tel: (508) 984-1588 Fax: (508) 984-1408

ArtWorks!, New Bedford, MA – Page 1

1. The national historical park’s themes support the park mission and are derived from its significance. Interpretive Theme No. 7 in Appendix B specifically highlights the cultural and artistic contributions fostered by the whaling industry. In its mission goals, the park articulates a commitment to collaborate with a wide range of institutions within the city of New Bedford and beyond to promote the delivery of high-quality, comprehensive, interpretive, cultural, and educational programming to the general public.



ArtWorks!, New Bedford, MA

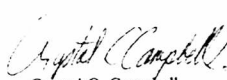
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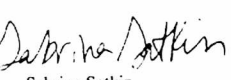
in youth the values of history through art. To enrich our work with teens, we would like to work with the Park Service to develop a national Artists-in-Residence Program in which guest artists are invited to live and work in New Bedford Whaling National Historical Park. Artists-in-residence programs are not new to the National Park Service and with the resources of the ArtWorks! contemporary art center, national artists can create art in New Bedford, work with the city's teens, and be available for visitors to the Park. The University of Massachusetts Dartmouth and the City of New Bedford have both signed on to be fully committed partners to this project. This innovative programming comes at a cost and to really fulfill our objectives for both of these programs realistically, this partnership requires an additional commitment by the Park of \$62,000 per year.

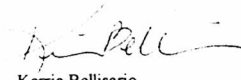
It is our express hope that our work together can continue and grow, and with the combined resources of many, we can build arts programming integral to the story of New Bedford Whaling National Historical Park.

Thank you for your interest in our comments.

Sincerely,


Crystal C. Campbell
Co-Chair, Board


Sabrina Satkin
Co-Chair, Board


Kerrie Bellisario
Executive Director

2. The national historical park currently advocates inclusion of art and cultural programming that support the park purpose and themes. An artist-in-residence program could significantly enhance park programming and the visitor experience. Therefore, an artist-in-residence program accomplished in collaboration with appropriate park partners has been included in the management proposal (option 2). Funding made available for the development of this program would be required to meet the legislatively mandated matching requirement of four non-federal dollars for every one federal dollar.

Capeverdean Cultural Conference
 98 Hillman Street, New Bedford, MA 027450
 (508) 994-2192; Fax - 508 994-2192, E-Mail: Zecabed@msn.com



October 10, 2000

Mr. John Piltzecker
 Superintendent
 New Bedford Whaling National Historical Park
 33 William Street
 New Bedford, MA 02740

Dear Mr. Piltzecker:

On behalf of the Capeverdean Cultural Conference, I wish to extend our best wishes to you, and to thank through you, the individuals and organizations who have given of themselves for the progress enjoyed by the New Bedford Whaling National Historical Park. As a participant at meetings of the "Partners in the Park" for the past year, on behalf of our organization, I am very much aware of the work undertaken, and the level of progress achieved so far. With the aim of continuing the contribution to the process, the Capeverdean Cultural Conference wishes to present some comments regarding the text of the draft General Management Plan.

Please find attached the comments and preferences, hereby summarized:

1

- Support for the contents of option 3, with the additional request that the boundaries of the park to include the places where the Capeverdean whalers and their families lived in New Bedford.

- Request that research funds be made available to refine and record the historical facts.

2

- Request better compliance with Executive Order 12898, including by hiring staff from the minority groups of the area at middle and higher level positions. We also request inclusion of members of the area minority groups in the decision making process.

3

- Request for changes to reflect accurate historical facts, since the GMP will be a reference document for posterity. To this extent, the Capeverdean Cultural Conference believes that the time-period of the presence of the Capeverdeans in the United States of America, particularly in New Bedford Massachusetts,

Cape Verdean Cultural Conference, New Bedford, MA – Page 1

1. In order to expand the national historical park, the National Park Service's Criteria for Boundary Change must be applied. As noted in Appendix E of the general management plan, this criteria was applied in the cases of the Nathan and Polly Johnson House, the Baker-Robinson Building and the west side of Acushnet Avenue. As was the case with the properties named above, the most relevant criteria to be addressed includes:

1. Significant resources or opportunities for public enjoyment related to the purposes of the park.

- IV. The added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors.

In addition to considering an expansion of the park's boundary, there are other methods available to commemorate the contributions of Cape Verdean whalers and their families. For instance, the interpretive themes outlined in the proposed plan provide a range of opportunities for interpreting these stories. The park could also extend its outreach to local schools and community groups to develop educational and interpretive programming relating to the history and contributions of Cape Verdeans in the whaling industry. Additionally, members of this community could work with the city and state to designate sites and areas for inclusion on the National Register of Historic Places or in the National Historic Landmarks Program.

2. The National Park Service is an Equal Opportunity employer. Selection for positions are made solely on the basis of merit, fitness, and qualifications without regard to race, sex, creed, age, marital status, national origin, sexual orientation, non-disqualifying handicap conditions, or any other non-merit factors.
3. A monthly "partners in the park" meeting is held the second Wednesday of every month. State, municipal and community representatives are welcome to participate in these monthly ad-hoc meetings to share information and strategies for coordinating activities and helping the park carry out its mission and achieve its goals for the future.

needs to be clearly articulated in the GMP, as argued in the body of the attached document.

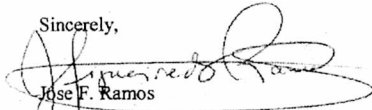
- In the same vein the history of Ernestina should be more reflective of the how and why Ernestina returned to the United States and why New Bedford.

4

- Invite the NPWNP to look into the possibilities of creating a project of exchange of environmental knowledge between the New Bedford Whaling National Park and an entity dealing with environmental problems in Cape Verde.

Please accept the assurance of our highest consideration and the wishes for a happy New Year.

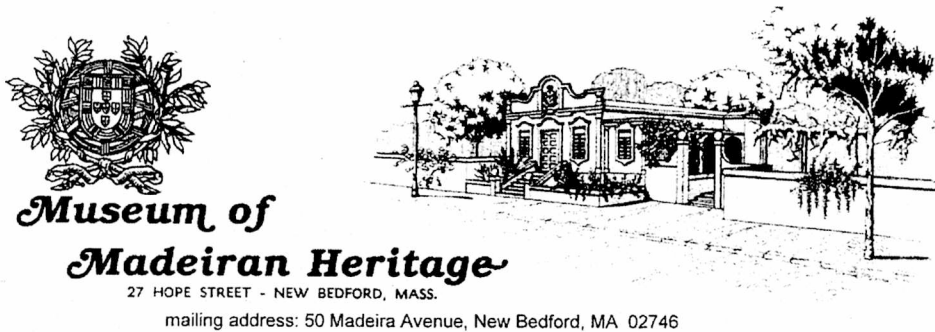
Sincerely,



Jose F. Ramos
Coordinator

Cape Verdean Cultural Conference, New Bedford, MA – Page 2

4. Exchanges of knowledge between New Bedford Whaling National Historical Park and an entity dealing with environmental problems in Cape Verde would be beyond the mission of the park unit. However, the National Park Service does have an Office of International Affairs in Washington, DC that works with foreign governments.



27 November 2000

John Piltzecker, Superintendent
New Bedford Whaling National Park
33 William St.
New Bedford, MA 02740

RE: Draft General Management Plan / Draft Environmental Impact Statement

Dear Mr. Piltzecker:

Please accept this correspondence as a written comment to your Draft General Management Plan. On behalf of the Clube Madeirense S.S. Sacramento, Inc. and the Museum of Madeiran Heritage, we wish to thank you for the opportunity to present public comments for your review in regards to the above-mentioned plan. We are interested in offering our support of your Draft General Management Plan in particular, proposed Management Option 2. Conditions are prime for the National Park Service to play a crucial role in the development of culture and tourism in the City of New Bedford. A continuation of the "no action" option would be a disappointment and a lost opportunity given the momentum and vitality that currently exists in the city. We are also interested in expressing our wishes to be considered in the plan for Option 2, relative to ethnographic studies, that may establish that the peoples of the island of Madeira, Portugal played a role in the historical development of whaling and of maritime commerce in the City of New Bedford.

The Clube Madeirense S.S. Sacramento, Inc. is a 340 all-volunteer organization dedicated to the traditions associated with the sponsorship the annual Feast of the Blessed Sacrament, the largest Portuguese festival in the world. Through our sponsorship of the feast and other activities, the Clube Madeirense S.S. Sacramento, Inc. promotes the culture and heritage of immigrants from the island

Museum of Madeiran Heritage, New Bedford, MA – Page 1

1. The proposed management option (option 2) would support a series of ethnographic studies highlighting the historic and contemporary relationship between specific groups of people in New Bedford and the history of the American whaling industry. The National Park Service proposes working in partnership with local partners to research, document and convey the history of the many different communities involved directly and indirectly in this important part of American history. The Madeiran community will be included among the list of groups to be studied.

of Madeira, and their descendents. Our pride in our community is best shown in our generosity in providing annual charitable donations to local civic organizations and the awarding of thousands of dollars each year in college scholarships.

Our pride in our ethnicity has motivated us to take the initiative to create the Museum of Madeiran Heritage. This Museum was built by the Clube Madeirense S.S. Sacramento, Inc. and was established for the purpose of preserving and promoting the history and culture of Madeira. Our newly renovated 1500 square foot building houses artifacts, artworks, photographs, handcrafts and exhibits related to Madeiran culture. Adjacent to the museum are beautiful gardens with a grape arbor, a central fountain and a brick patio reminiscent of the island.

The island of Madeira is well known for its maritime history and commerce. As a young man, Christopher Columbus lived and married on the island studying cartography and garnering information from ship's pilots. Madeira wine was a famed commodity traded around the world for centuries. The island was well known as a provisioning stop with countless historical ties to maritime history during age of exploration and discovery.

In addition Madeira is well known for it's whaling history. In the remote village of Canical, at the easternmost tip of the island, whaling was an active industry as recent as the last decade. Whaleboats were launched from shore and whales were harpooned in the same fashion as practiced by early Yankee whalers. Although whaling is no longer practiced, Canical is home to a whaling museum, which is a popular tourist attraction on the island. In the 1956 film "Moby Dick" starring Gregory Peck, Director-Producer John Huston expresses thanks in his opening credits to: "the Mystic Seaport Marine Historical Association, the Old Dartmouth Historical Society, the British Institute of Oceanography and the whalemens of Madeira for the great help they gave." Parts of the film were shot on and around the island of Madeira and likely involved Madeiran whalemens.

We are currently conducting research in an effort to establish a connection between Madeira and historical whaling in New Bedford. Initial investigations establish that New Bedford whalerships traded in Madeira routinely, stopping for provisions and likely trading whale oil for Madeira wine. Direct links to whaling such as Madeiran crew members settling in New Bedford have proved elusive, however, our research efforts are very preliminary.

In summary, we wish to express our support for Management Option 2 of the Draft New Bedford Whaling National Historical Park General Management Plan. We do humbly request that Madeirans be included under Option 2 for consideration in an ethnographic study researching Madeiran links and contributions to the New Bedford whaling industry. Through our Museum of Madeiran Heritage, we bring an established cultural facility and an interested and dedicated organization to the table. Notwithstanding, we look forward to

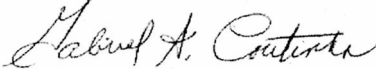
partnering on appropriate future projects with the New Bedford Whaling National Historical Park. Thank you for the opportunity to comment. Please do not hesitate to contact us should you have any questions or comments.

Sincerely,
MUSEUM OF MADEIRAN HERITAGE



Joseph V. Sousa
Chairman Museum Committee

CLUBE MADEIRENSE S. S. SACRAMENTO, INC.



Gabriel A. Coutinho
President

Museum of Madeiran Heritage, New Bedford, MA – Page 3

New Bedford Historical Society

Nathan and Polly Johnson House

Post Office Box 40684 • New Bedford, MA 02744

Phone (508) 979-8828 • Fax (508) 979-8836

November 27, 2000

John Piltzecker, Superintendent
Whaling National Historical Park
33 William Street
New Bedford, Massachusetts

Dear Mr., Piltzecker:

As the first 'Partner in the Park' to execute a Whaling National Historical Park Cooperative Agreement, the New Bedford Historical Society welcomes this opportunity to submit formal comments on the Draft General Management Plan/Environmental Impact Statement.

During the past three years, the Historical Society and the National Park Service have collaborated, directly and with other Park Partners, to undertake a variety of public programs and special events related to Park themes. This experience has provided us with a better understanding of the complexities associated with developing an urban National Historical Park, the benefits of Park partnerships, and, the critical role the Park has in helping to revitalize the City's Historic District and Downtown neighborhoods.

Given our mission, this Park is the premier public vehicle for ensuring that the story of whaling is told in its entirety, with due regard and sensitivity for Native Americans, West Indians, Cape Verdeans, African Americans and other people of color who enabled New Bedford to "light the world" during the 19th century. Accordingly, we enthusiastically endorse recommended inclusion of the Nathan and Polly Johnson House at 21 Seventh Street as an affiliated site of the Whaling National Historical Park, with the New Bedford Historical Society continuing to serve as steward of this National Historic Landmark.

Conceptually, the Historical Society supports the Preferred Alternative (Management Option #2) which is the most responsive to the local setting and has been demonstrated to be effective. However, this management approach will require more, not less, intensive leadership from Park personnel and a sustained NPS commitment to nurturing partnerships with community organizations.

Recognizing that the General Management Plan establishes the framework, priorities and implementation strategy for the next 10-15 years, we offer the following comments, corrections and suggestions to be considered for inclusion the final version or addendum, as appropriate.

*...preserving and celebrating the heritage of African-Americans, Cape Verdeans,
Native Americans, West Indians and other people of color in New Bedford, Massachusetts*

John Piltzecker
November 27, 2000
Page 2.

General Comments

Historical context is an extremely important element of this Park's General Management Plan because it defines the parameters and sets the stage for interpretive themes. The

1. Historical Context section should be augmented and presented or summarized at the very beginning of the document. For many Park visitors, the multi-ethnic character of the

whaling industry and New Bedford is an intriguing and neglected aspect of American history. The social and political forces of the 18th and 19th centuries dramatically affected everyday life for New Bedford people of color; although Frederick Douglass found freedom and honed his oratorical skills in New Bedford, he was unable to find work as a ship caulker because he was African American.

2. If the Park mission is to commemorate 175 years of whaling history and heritage, the DGMP focus on a 25-30 year period of exploitation and demise perpetuates a distorted emphasis on Euro-American accomplishments. It is insufficient to merely mention, as a back-drop, that the Wampanoag and other Native Americans were whalers before 1600 and taught the colonialists the technique of drift whaling. It is well known that Native Americans remained actively engaged in New Bedford whaling for decades, thereafter, as shipbuilders, financiers, captains and crew members. Moreover, their involvement in whaling and interaction with other communities of color reinforces the regional context in which the whaling industry functioned and flourished. In that regard, Nantucket has an important connection with the Park and its themes.

3. The Historical Context section should acknowledge Lewis Temple and, preferably, explain the significance of the Temple Toggle Iron to both the rise and decline of whaling. The

4. DGMP only references this "revolutionary" technological event as a phrase in Appendix B. Similarly, West Indian and Cape Verdean mariners actively participated in New Bedford whaling, following local expeditions to the Caribbean in the 1770s and Cape Verde in the 1790s. Some of these whalers settled near the waterfront area immediately south of the Park; their descendants and these communities are a potentially valuable source of oral history, suggested elsewhere in the DGMP but not referenced in historical context..

Connections between the whaling industry and the anti-slavery movement, both of which thrived in New Bedford during the 18th and 19th centuries, warrant further examination in order to credibly interpret the Park's socio-economic themes. The 1996 UGRR research referenced in the DGMP was undertaken, with Historical Society support, as a preliminary effort, not intended to be definitive nor conclusive. In fact, the NPS "National Network to Freedom Initiative" (included only as an Appendix) considers this Park to be the most promising source of documentation of maritime Underground Railroad history. The nexus of Quakers who financed the whaling industry and also supported abolition, and the fact that there are local descendants of slaves who escaped to freedom on-board coastal traders docked in New Bedford during the same period may yet prove to be more than an historic coincidence.

Similarly, the 54th Massachusetts Volunteer Regiment Plaza commemorates men of color from the greater New Bedford area who fought in the Civil War. Fortuitously, the 54th Memorial Plaza is prominently located at Custom House Square (which is not just a parking lot as stated) within the Whaling National Historical Park. According to enlistment records,

New Bedford Historical Society – Page 2

1. The historical context statement is supporting documentation for the plan and as such has been included among similar pieces in the Affected Environment section of document.
2. The National Park Service does recognize the important contributions that the Wampanoag and other Native Americans have made to the whaling heritage and history in America. The historical context statement has been augmented to address the role of Native Americans in New Bedford's whaling industry.
3. The historical context statement has been amended to acknowledge the importance Lewis Temple and the Temple Toggle Iron.
4. The historical context section of the general management plan has been amended to acknowledge the West Indian and Cape Verdean mariners' role in the whaling industry.

John Piltzecker
November 27, 2000
Page 3.

many of these men were employed, directly and indirectly, in local whaling trades and some were also descendants of slaves.

Finally, throughout the DGMP, references to the New Bedford Historical Society or Historical Society appear in lower case and should be capitalized, in all instances.

Specific Corrections

5	Pg. 42 and 48 - Nathan and Polly Johnson were African American (this is important)
6	Pg. 68 - The Nathan and Polly Johnson House is Greek Revival with Italianate detail gable, built circa 1855, with its principal front facing Seventh Street. . . . The Johnsons were prominent African American abolitionists, land owners and entrepreneurs.
7	Pg. 68 - The Cultural Landscape catalog of pocket parks in the Historic District should include the 54th Massachusetts Volunteer Regiment Memorial Plaza
8	pg. 70 - The first sentence describing the New Bedford Historical Society mission is inaccurate and should state: "The New Bedford Historical Society was founded to document, preserve and celebrate the history, legacy and presence of African Americans, Cape Verdeans, Native Americans, West Indians and other people of color in New Bedford."
	Pg. 72 - Heading for Rotch Jones Duff House & Garden Museum should be in bold type
9	Pg. 124 - Frederick Law Olmsted did not design any parks in New Bedford; Buttonwood Park was designed by his associate, Charles Elliot.
10	Pg. 129 - See correction as noted on Pg. 68.

Preferred Alternative

As stated previously, fostering community-based stewardship to achieve the Park mission through shared responsibility will require strong Park leadership, particularly during the initial years of Park development. While Park Partners may be equally enthusiastic and diligent, they do not have equal organizational capacity nor financial resources. In order to help strengthen the efficacy of this proposed management option, the Historical Society recommends that NPS shared responsibilities also include:

	• Participation with Park partners in programs and events outside the park boundaries related to the Park mission;
11	• Sponsorship at audio-visual programs at other venues hosted by other Park Partners in addition to the Whaling Museum location;
12	• Financial and technical participation in planning and developing the "Park Partners Education Center" for exhibit, program, classroom instruction, archival and collections space, which cannot be accommodated at existing venues;

New Bedford Historical Society – Page 3

5. The text has been amended as suggested.
6. The text has been amended as suggested.
7. The text has been amended as suggested.
8. The text has been amended as suggested.
9. The text has been amended as suggested.
10. The text has been amended as suggested.
11. The proposed management option (Option 2) does recommend that the park's visitor orientation audiovisual program be hosted by the New Bedford Whaling Museum. The National Park Service believes that the Whaling Museum's newly renovated, universally accessible, 250-seat theater will accommodate the park's visitor needs today and into the foreseeable future.
12. Under the proposed management option (Option 2), the National Park Service would develop, manage, and use a facility within the park to support park administration, community outreach, and educational programming. When appropriate, the space could be made available for park-related purposes.

John Piltzecker
November 27, 2000
Page 4.

• Technical and financial participation in planning, design, fabrication, exhibition of traveling exhibits related to Park themes such as the "Frederick Douglass Years in New Bedford" project produced with the Historical Society;

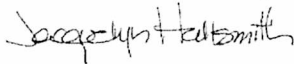
- 13 • Sponsorship of research and planning to formulate appropriate themes and facility requirements to present the Schooner Ernestina history as a Cape Verdean packet ship as well as the story of other immigrants connected to whaling who arrived in America at New Bedford State Pier, as outlined in the New Bedford-Fairhaven Harbor Master Plan.
- 14 • Personnel and budgetary provisions to assist Park Partners implement Park initiatives, manage collections and follow-up proposed Ethnography studies and Cultural Landscapes reports as well as other activities related to Park themes;
- 15 • Promote expanded use of Downtown Loop transit service to reach affiliated Park sites (Rotch Jones Duff House & Garden Museum, Nathan and Polly Johnson House) as well as other historic sites related to whaling era (Friends Meeting House, Lewis Temple shop site), and, the City's planned central waterfront trolley service.
- 16 In addition, there are two elements of Alternative #3 which should be incorporated into the Preferred Management Option: (1) creation of temporary, seasonal structure on State Pier for concerts, special events and other programs as recommended in the New Bedford-Fairhaven Harbor Master Plan; and, (2) creation of a National Park Service matching grant program to support the Park mission through building and landscape improvements which serve the general public.
- 17

In summary, telling another Euro-American version of whaling history, differently, maintains the status quo. The Whaling National Historical Park affords all of us an extraordinary opportunity to commemorate the whaling history and heritage of New Bedford's "hitherto under-represented constituencies," and, thereby, tell a new story. Toward that end, the Historical Society urges the NPS to commission ethnographic studies of Native American, Cape Verdean, African American and West Indian people involved in whaling throughout the Period of Significance, and, specific Cultural Landscapes reports of the historic West End and South Central communities which thrived during the same period.

18
19

We hope this review is informative and look forward to continuing our cooperative efforts to accomplish this exciting and challenging endeavor. Thank you for your consideration.

Yours truly,
New Bedford Historical Society, Inc.



Jacquelyn Hallsmith, President

New Bedford Historical Society – Page 4

13. The national historical park's themes support the park mission and are derived from its significance statement which identifies the primary theme as whaling. Immigration is an important subtheme and could be addressed in collaboration with Ernestina to develop appropriate programming and exhibits. This could be accomplished at a number of community venues through a variety of interpretive media. State Pier is just one of these venues. However, no NPS-sponsored, new construction is proposed for the waterfront in the proposed management option (Option 2).
14. As described under "Park Operations and Administration," the proposed management option (Option 2) does recommend that park staff, comprised of National Park Service professionals in a variety of fields (including planning, interpretation, and historic preservation) share expertise with partners and support park operations. Further, larger scale projects would be contracted through National Park Service technical centers or through existing indefinite quantities contracts with private sector architectural and engineering firms. As stated in the plan, after the General Management Plan (GMP) is approved, a series of strategic and implementation plans that outline actions in greater detail would be developed that outline specific roles and responsibilities for the National Park Service and its partners. This includes the following list of projects and initiatives: collections management, ethnography studies and cultural landscape reports. In reference to "budgetary provisions", the park's enabling legislation requires every federal dollar for cooperative programs involving education, interpretation, and visitor services are matched by four non-federal dollars.
15. The proposed management option (Option 2) does promote increased use of the Downtown Loop transit service between parking areas and a number of downtown destinations, while establishing service to the park's waterfront area during visitor season. The National Park Service would work collaboratively with the city of New Bedford toward this end.
16. Management Option 3 proposes the development of a seasonally-erected, temporary structure on State Pier. Given existing conditions, there are already sufficient venues to support NPS-sponsored outdoor programming.
17. Due to demonstrated local support and the outcome of the environmental impact analysis, the proposed management option (option 2) will be amended to include historic preservation measures outlined in management option 3 including "preservation assistance" and the "building restoration fund." The text of the plan has been amended accordingly.
18. The proposed management option (option 2) would support a series of ethnographic studies highlighting the historic and contemporary relationship between specific groups of people in New Bedford and the history of the American whaling industry. The National Park Service proposes working in partnership with local partners to research, document and convey the history of the many different communities involved directly and indirectly in this important part of American history. The African American, West Indian, and American Indian communities will be included among the groups to be studied.
19. The park supports the idea of preparing cultural landscape reports for these communities as collaborative projects with a park partner or partners. Through its proposed technical assistance program, the park could play a role in guiding their development. Federal funding for the development of these reports could be provided and would be required to meet the legislatively mandated matching requirement of four non-federal dollars for every one federal dollar.



NEW BEDFORD WHALING MUSEUM

18 Johnny Cake Hill
New Bedford
Massachusetts 02740-6398
Tel 508 997-0046
Fax 508 997-0018
whalingmuseum.org

November 17, 2000

John Piltzecker
Superintendent
New Bedford Whaling National historical Park
33 William Street
New Bedford, MA 02740

Dear John,

On behalf of the Board of Trustees and the staff of the New Bedford Whaling Museum, I am pleased to enthusiastically endorse Option 2 of the draft General Management Plan and Environmental Impact Statement for New Bedford Whaling National historical Park. We support this option, which proposed to share stewardship of the park's resources with park partners, will amplify the strengths of the partners. We also support of balanced partnership of public and private participation in preserving the rich cultural history of New Bedford.

The New Bedford Whaling Museum is proud to be a leading partner and support of New Bedford Whaling National Historical Park. The Museum has been involved in and committed to helping chart the park's course through the drafting of the General Management Plan. The collaborative efforts to date have been enormously productive and we look forward to future collaborations.

Sincerely,

Anne B. Brengle
Executive Director

New Bedford Whaling Museum, New Bedford, MA

OLD DARTMOUTH HISTORICAL SOCIETY



THE ROTCH-JONES-DUFF HOUSE & GARDEN MUSEUM

396 COUNTY STREET • NEW BEDFORD, MA 02740 • 508-997-1401

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EXECUTIVE DIRECTOR

Kathleen R. Corkum



November 7, 2000

John Piltzecker, Superintendent
New Bedford Whaling National Historical Park
33 William Street
New Bedford, MA 02740

Dear John,

On behalf of the Board of Trustees and Staff of the Rotch-Jones-Duff House and Garden Museum, I am pleased to relay our collective endorsement of Option II for the General Management Plan and Environmental Impact Statement.

The depth of research undertaken for this document is impressive. The time and attention devoted to gathering information from such a broad spectrum of shareholders resulted in a document that is inclusive and far-reaching. Outlining three alternatives helped to define options and contrast alternatives.

As a Partner in the New Bedford Whaling National Historical Park, the Museum is confident that the Management Plan will serve this collaboration by strengthening the Partners individually and collectively, facilitating the shared goal of telling the important story of New Bedford's maritime history.

Thank you for your efforts and expertise in developing this plan. I look forward to its adoption and working with the Park in the future.

Sincerely,

Kate Corkum
Executive Director

Rotch-Jones-Duff House & Garden Museum, New Bedford, MA



Commonwealth of
Massachusetts
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Massachusetts Department of
Environmental Management

November 20, 2000

John Piltzecker, Superintendent
New Bedford Whaling National Historical Park
33 William Street
New Bedford, MA 02740

Re: Comments to Draft Master Plan

Dear Mr. Piltzecker:

This letter is intended to offer feedback as part of the comment period for the Draft General Management Plan for the New Bedford Whaling National Historical Park.

Specific comments regarding the Schooner Ernestina follow:

1. On pages 12, 35, 72, and 75 the description of Schooner Ernestina should include a mention and/or description of the site of the archive, offices and program space for Schooner Ernestina at 89 North Water Street in the F.A. Sowle Building (corner of Elm St. and Water St.)
2. The offices of the Schooner Ernestina Commission are another venue and programmatic site that stands on its own aside from the ship and could be included in the plan in an expanded way. We currently have 1500 sq. ft and are negotiating the leasing of an additional 1000 sq. ft in the building.
- 2 3. On pages 13 and 14, the maps should include the F.A. Sowle Building in the Bethel x Elm x Water St. block.
- 3 4. On pages 13 and 14, the maps should name the SW corner of State Pier, especially since it is mentioned elsewhere in the plan. One of the primary uses for the site would water-dependent in relation to the Schooner Ernestina or critical in support of the operation and programs of the organization and fall within the restrictions of a Designated Port Area. This activity is with or without the temporary uses for the site (which we endorse in concept) as currently mentioned in the Draft Master Plan.
- 4 5. On page 12 in the lower right hand column, the description of State Pier appears not completely accurate. State Pier is owned by the Commonwealth of Massachusetts and managed by the Division of Waterways in the Department of Environmental

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MASSACHUSETTS

Page 1 of 2

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Schooner Ernestina Commission, New Bedford, MA – Page 1

1. The text has been amended as suggested.
2. The maps have been amended as suggested.
3. State Pier has been clearly denoted on all of the maps in the plan. The “southwest corner” indicates a general area within which the National Park Service is authorized to support public programming but has not been specifically delineated and, therefore, would be impossible to depict on a map at this time.
4. The text has been amended as suggested.



Commonwealth of
Massachusetts

SCHOONER
ERNESTINA
COMMISSION

Management (DEM). A significant portion of the north half of the pier is leased by the City of New Bedford for the operation of the Ferry Terminal. The South face of the pier is leased by Coast Guard from DEM. Aside from the Ferry Terminal, the pier is maintained by the state. The Harbor Development Commission (HDC) has jurisdiction over the activities on the piers and adjacent lands in the Designated Port Area. Authority over the State Pier resides with DEM. HDC and DEM work collaboratively to manage the Central Waterfront area with HDC having exclusive authority over all but State Pier.

6. Three examples of projects that will be developed this year are "Call Me Ishmael" Sails with interpretative educational activity stations on the ship, on-the-waterfront film series using the foresail of the ship as a screen and planning for the interpretation of the Cape Verdean packet trade. These are the kinds of activities that could be included in the Master Planning Process to be collaboratively developed and offered jointly by the Schooner Ernestina Commission and the New Bedford Whaling National Historical Park in the future.

Thank you for this opportunity to comment on the plan. In addition to specific comments above, I would like to endorse the conclusion suggested by the plan that "Management Option 2" be the preferred alternative.

I am attaching copies of Schooner Ernestina's Millennium Program Book and Business and Spending Plan for year 2000 as support documents for the operation and activities of the organization. Thank you very much for your efforts.

Sincerely,

Gregg Swancy
Executive Director

Encl: Millennium Program Book, Business and Spending Plan

P.O. BOX 2010
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02741-2010

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Massachusetts Department of
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Page 2 of 2

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## Schooner Ernestina Commission, New Bedford, MA – Page 2

# W H A L E

Waterfront Historic Area League

November 30, 2000

John Piltzecker, Superintendent  
New Bedford Whaling National Historical Park  
33 William Street  
New Bedford, MA 02740

RE: General Management Plan

Dear John,

On behalf of the Waterfront Historic Area League, we are submitting the following comments regarding the DRAFT General Management Plan prepared by the New Bedford Whaling National Historical Park and the Boston Support Office of the National Park Service.

In general WHALE supports Management Option 2 – FOSTERING STEWARDSHIP. This option is the one preferred by park management.

Our specific comments are:

## INTERPRETATION, EDUCATION AND VISITOR SERVICES

Programming and Special Events: Agree with NPS Option 2.

Audiovisual Program: Agree with NPS regarding the NB Whaling Museum ~~hosting an audiovisual program presenting the story of New Bedford~~

However, we feel that this option is sufficient only until such time as the New Bedford Visitor Center has its own presentation facility and space. See Program Space.

Program Space: We recommend and offer the Corson Block located at 25-27 William Street and 27 Bethel Street to be adapted as an Education Facility to be used by the National Park Service and its Partners in the Park. Organizations such as WHALE, the NB Whaling Museum, the New Bedford Historical Society and the Rotch-Jones-Duff House and Garden Museum should coordinate Educational Programming with the National Park Service in this facility. All of these organizations, as well as many others, currently offer education programs related to the existing Park themes.

The Double Bank Building 62 North Water Street New Bedford, MA 02740  
Telephone: (508) 997-1776 Fax: (508) 984-5523 Web: [www.waterfrontleague.org](http://www.waterfrontleague.org)

Waterfront Historic Area League (WHALE), New Bedford, MA – Page 1

1. The proposed management option (option 2) does recommend that the park's visitor orientation audiovisual program be hosted by the New Bedford Whaling Museum. The National Park Service believes that the Whaling Museum's newly renovated, universally accessible, 250-seat theater will accommodate the park's visitor needs today and into the foreseeable future.

John Piltzecker, Superintendent  
General Management Plan Comments  
November 30, 2000  
Page 2 of 4

Temporary Exhibits: Agree with NPS Option 2.

The Contemporary Waterfront/Maritime Visitor Experience Area: Agree with NPS Option 2.

Concerts and Special Events: Agree with NPS Option 2.

The Bourne Counting House: Agree with NPS Option 2.

The Baker-Robinson Whale Oil Refinery: Agree with NPS Option 2.

The Historic/Domestic Visitor Experience Area, Nathan and Polly Johnson House: Agree with NPS Option 2.

#### RESOURCE PROTECTION

- 2 Built Environment- Preservation Assistance: WHALE prefers Option 3 for the Sponsorship of a matching grant program for mission essential buildings and landscapes. Many properties within the boundaries of the park could use a jump-start in planning and executing quality restoration projects. In addition, this assistance could provide aid to buildings seeking universal accessibility. This section of Option 3 would allow this and would mirror a similar program offered at the Lowell National Park .

The New Bedford Historical Commission: Agree with NPS Option 2. Much of this recommendation is in the process of being adopted by the New Bedford City Council and its Ordinance Committee.

Collections/Collections Management Assistance: Agree with NPS Option 2

Universal Finding Aid: Agree with NPS Option 2.

Private Collections: Agree with NPS Option 2.

#### PARK OPERATIONS AND ADMINISTRATION:

Provision of Technical Assistance: Agree with NPS Option 2.

- 3 Park Offices: Agree with NPS Option 2. WHALE, however, would not support the removal of the US Customs Service from the Custom House. WHALE would support other Park offices in the Corson Block should it be selected as the Education Center for the Park and its Partners.

**WATERFRONT HISTORIC AREA LEAGUE**

#### Waterfront Historic Area League (WHALE), New Bedford, MA – Page 2

2. Due to demonstrated local support and the outcome of the environmental impact analysis, the proposed management option (option 2) will be amended to include historic preservation measures outlined in management option 3 including “preservation assistance” and the “building restoration fund.” The text of the plan will be amended accordingly.
  
3. The proposed management option (option 2) does not advocate, nor would park management support the removal of the US Customs Service and staff from the historic Customs House. The text of the plan has been amended to clarify this point.

#### PARKING, CIRCULATION, AND ACCESS

Visitor Parking Plan: Support NPS Option 2. This collaboration by the City, NPS and WHALE has already been presented to the Mayor and is pending submission to the New Bedford Traffic Commission.

Shuttle Bus Service: Agree with NPS Option 2.

Intermodal Transportation: Agree with NPS Option 2.

- 4 Wheelchair Accessibility: Agree with NPS, but encourage this to be strengthened with Option 3's recommendation that a restoration matching grant program be facilitated by the NPS.

#### PARK BOUNDARY

- 5 WHALE supports Option 3. This option would provide for the Park boundaries to be extended to the back yard lines of the existing buildings on the west side of Acushnet Avenue between Elm and Union Streets, and would name the Bourne Counting House and the Wharfinger Building as being within the Park boundary. Further, we believe the plan should contemplate and permit the future addition of other designated sites, including important structures such as the Nathan and Polly Johnson House and any others, yet to be researched and discovered, as contributing to the themes of the New Bedford Whaling National Historical Park. This could be a built-in, long-term solution to the ever-increasing knowledge about the participation of several ethnic groups in the development of the Whaling Industry

LEGISLATION: Agree with NPS Option 2.

COSTS: Agree with NPS Option 2 except with the addition of the above-described alternatives from Option 3.

After Executive Committee and full Board discussion, and In addition to the above comments and recommendations, WHALE submits the following suggestions:

## WATERFRONT HISTORIC AREA LEAGUE

## Waterfront Historic Area League (WHALE), New Bedford, MA – Page 3

4. The park would support extending assistance related to wheelchair accessibility from the initial site planning through construction, given the availability of funds and the relationship of the project to the mission of the park. The proposed management option (option 2) has been amended accordingly.
5. New Bedford Whaling National Historical Park supports the protection of the west side of Acushnet Avenue from Elm Street to Union Street. There are many mechanisms available to accomplish this objective including: a.)expanding the existing local historic district; b.)designation of a new local historic district; c.)acquisition of facade easements; and d.)expanding the park's boundary with the accompanying expansion of the existing local historic district. Because the expanding the park boundary would have to coincide with an expansion of the existing local historic district to have any effect, options a through c would be considered more effective than an expansion of the park boundary relative to the protection of this segment of Acushnet Avenue.
6. Under management option 3, proposals for Bourne Counting House and the Wharfinger Building called for their acquisition by donation and for their development for visitor services purposes by the National Park Service. These specific proposals necessitated the inclusion of these properties within the national historical park. Such National Park Service actions are not identified under the proposed management option (option 2), therefore such a change is not required.
7. In order to expand the national historical park, the National Park Service's Criteria for Boundary Change must be applied. As noted in Appendix E of the general management plan, this criteria was applied in the cases of the Nathan and Polly Johnson House, the Baker-Robinson Building and the west side of Acushnet Avenue. As was the case with the properties named above, the most relevant criteria to be addressed includes:
  - I. Significant resources or opportunities for public enjoyment related to the purposes of the park.
  - IV. The added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors.
 In addition to considering an expansion of the park's boundary, there are other methods available to commemorate the people, places, and events associated with the New Bedford whaling industry. For instance, the interpretive themes outlined in the proposed plan provide a range of opportunities for interpreting their stories. The park could also extend its outreach to local schools and community groups to develop educational and public programming relating to them. Additionally, members of this community can work with the city and state to designate sites and areas for inclusion on the National Register of Historic Places or in the National Historic Landmarks Program.



John Piltzecker, Superintendent  
 General Management Plan Comments  
 November 30, 2000  
 Page 4 of 4

**Visitor Center:** Between May and October the National Park Visitor Center should be staffed by volunteers between the hours of 8:30AM and 6:00 PM. Since there is no other general purpose visitor center within the park except the Wharfinger Building, the Park Visitor Center should operate as a full-service hospitality center.

**Visibility and Relationship Management:** WHALE strongly feels that the Park Service should include, as a central component of its mission, the goal of assuming a high profile in the neighborhood and the community at large. Toward that end it should:

1. Increase its visibility on the streets
2. Increase its participation in community events.

**Walking Tour Guide Education Programs:** Walking Tour Guides should be kept abreast of all of the changing environment within the Park, Waterfront and Downtown. While this is no easy task, continuing education would keep guides current and enhance the Visitor's experience.

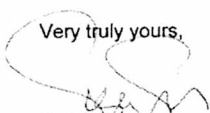
**Partnerships:** The Park Service should play a proactive role in offering assistance to its Park Partners. Many Partners are unaware or unsure of what they can do for the Park Service and/or what the Park Service can do for them.

8

**Friends Group:** The plan should speak about the potential for the creation of a Friends Group to work along with the Park Service to attain mutually attainable goals that satisfy both the public and private sectors.

The Board of Directors of the Waterfront Historic Area League is very pleased to be able to comment and support this ever growing, ever changing, positive force in New Bedford. The creation of the New Bedford Whaling National Historical Park has helped to raise the City's self esteem and has opened the doors to every one in this community by presenting opportunities for inclusion that did not exist in the past.

Very truly yours,

  
 Gregory Jones,  
 PRESIDENT

WATERFRONT HISTORIC AREA LEAGUE

## Waterfront Historic Area League (WHALE), New Bedford, MA – Page 4

8. The general management plan, under "Elements Common to All Management Options" recommends the creation of a park Friends Group that advocates solely for the interests of the park. This group would be established to assist the park in meeting programming and visitor services goals.

Author: "Cris Castelo" [REDACTED] at np--internet  
Date: 9/27/00 8:14 PM  
Normal

TO: John Piltzecker (NEBE Superintendent) at NP--NARS  
Subject: draft management  
----- Message Contents

Hi...

Just received the summary of the draft plan for the New Bedford Whaling National Historic Park.

1 I thought it was most enlightening, especially the Interpretive Themes section. I've always wondered why New Bedford has never really touched on the issue of endangered species of whales. Wouldn't it be an interesting subject for the National Park to address? To my knowledge even the Whaling Museum has any kind of exhibit highlighting this.

Well, keep up the good work!

Cris Castelo

Chris Castelo, New Bedford, MA

1. Interpretive Theme 6 in Appendix B describes the impact of the whaling industry on the world's whaling population. In concert with its partners New Bedford Whaling NHP will collaborate on the development of research, publications, brochures, exhibits or other interpretive media that convey the stories and ideas represented by this theme.

Comments on Draft General Management Plan/Draft Environmental Impact Statement  
New Bedford Whaling National Historical Park

*Kathryn Grover, 15 November 2000*

I think this is an impressive report, though I do have one overarching concern about it and a lot of specific observations. The big issue is that I'm not sure the differences between the "status quo" option, Option 1, and the preferred alternative are sufficiently clear to make a convincing case in readers' mind that Option 2 is indeed preferable. It would perhaps help to include, as some other GMPs I've edited have done, a descriptive "vision" of what each option would be like for the visitor. I'm not a huge fan of some of these statements; I think the prose sometimes is so hyperbolic (for example, Appendix A in the New Boston Federal Courthouse Visitor Program plan) that the effect is opposite of what's intended—no one would believe a park could ever be as great as the description implies. But some are good (such as the Weir Farm GMP "visitor experiences" sections in description of management alternatives), and I do think it makes one's case stronger if readers can envision how they might experience the park under the different proposed alternatives.

What follows are specific points, some of them little typographical corrections:

Specific issues:

16 (see also 117): The theme stated at the bottom of the page—"New Bedford's geographic location influenced its development into the world's foremost whaling port in the 19<sup>th</sup> century"—is certainly correct but I think a bit limiting. It is true that the river was suitably deep for larger whaling vessels and that it was a mainland port close to Nantucket. But it was also inhabited by a large group of Quakers, some of whom had family ties to Quakers on Nantucket and specifically to those Quakers who controlled the whaling industry in the eighteenth century. Moreover, even before the move to New Bedford Nantucket whaling masters had confronted the problem of labor scarcity on the island and were compelled to come to the mainland for labor, chiefly Native American and black. In short, there are cultural and demographic reasons in addition to geographical ones.

17, column 1, first point: I always thought that whaling was one industry that was virtually devoid of "highly specialized technologies," the Temple toggle iron being one of the few real innovations in how the trade was undertaken

17, column 1, third and fourth points, on whaling fleets introducing materials etc. into other cultures and on coming back to New Bedford with information and artifacts that expanded knowledge of the world: both are reciprocal processes that introduce a certain cosmopolitanism in New Bedford, both in terms of crew members from diverse cultures and in the form of "curiosities" that gave an urbane cast to the city.

RESPONSE TO NEW BEDFORD GMP / PAGE 1

**Kathryn Grover, New Bedford, MA – Page 1**

1 21, column 1, bottom: what does it mean to be "a nonattainment area for ozone"?

21, column 2, line 2 under soils: delete comma between "developed" and "urban"

2 22, column 2, "socially and economically disadvantaged populations": shouldn't some statement be made to the effect that none of the three management options can be expected to trigger gentrification to the extent that it would displace socially and economically disadvantaged populations? Did this issue come up at all?

23, col 1, line 4: insert "that" between "area" and "would"

23, col 2, item 5, "initiating cross-harbor water...": Seems to me this opens up at least one interpretive possibility, exploring whaling vessel building and repair here and the role of Fairhaven itself in whaling launches

32, col 1, line 4 from bottom: insert em dash between "outdoors" and "and"

3 37, col 1, lines 1-3: why does period of significance end at 1920 instead of 1925 (so as to embrace departure of last whaling vessel and the wreck of the *Wanderer*)? It seems to me 1925 is really the "grave."

4 40, col 2, lines 3 and 4 from bottom: my personal view is that NBWNHP could be more than a "point of contact" for access to national funds and assistance on UGRR projects but could itself be the regional interpretive center and information clearinghouse within the UGRR Network to Freedom Initiative.

5 41, col 1, last 2 lines: I think the distinction between option 2 programming and special events having to relate directly to park mission and themes and option 1's wording on page 45, that they "would concentrate exclusively on park themes" is not sufficiently clear to show a distinction between the two, if that's what you mean to show. It's not clear to me, in other words, how options 1 and 2 differ on that score.

41, col 2, "program space": I think the plan could make a stronger case for this if it were to cite current and potential programs that need space not currently available (e.g., the Gathering)

The same treatment—citing potential exhibitions—would help "temporary exhibits" section, too. Here's a specific instance of how the inclusion of "vision" stuff would strengthen the GMP's case.

6 Another possible component of the Interpretation, Education, and Visitor Services section would be the development of thematic (but whaling-related) walking tours in different neighborhoods (those of whaling merchants, whaling artisans, unskilled laborers such as stevedores, sites of major whaling-related

RESPONSE TO NEW BEDFORD GMP / PAGE 2

## Kathryn Grover, New Bedford, MA – Page 2

1. A footnote has been added to define a nonattainment area.
2. While the National Park Service's presence in New Bedford will contribute to the stability and possibly the growth of the local visitor economy, it is not likely that it will single-handedly foster the scale of economic change that could result in gentrification. However, as noted on page 97 in the environmental impact section of the plan, the combination of commercial, educational, and cultural initiatives in downtown New Bedford may indeed be a catalyst for gentrification. The city of New Bedford's planning and economic development programs should consider addressing this issue through the current city-wide master planning process.
3. According to the cultural landscape report prepared for the park, the *John R. Manta* returned with New Bedford's last whaling catch in 1925. The National Park Service is seeking to prepare an updated national register nomination for the park. At that time, the park will consider the formal determination of a period of significance and will support the suggestion that it span the years from 1760 to 1925.
4. The identification of New Bedford Whaling NHP as a point of contact for funding and technical assistance is consistent with the provisions of the Network to Freedom legislation found in Appendix D. The park has devoted considerable staff and financial resources to support projects associated with the Network to Freedom Program and will continue to do so given the availability of funds. The proposals that New Bedford Whaling NHP be a regional interpretive center and information clearinghouse for Underground Railroad are well beyond the legislated purpose of the park. However, if a park partner wished to pursue such a role, NPS may be able to provide some funding support and technical assistance.
5. We agree that the distinction is unclear. Both alternatives should read: "As stipulated by agency guidelines, National Park Service involvement in programs and special events must directly relate to park mission and themes. The text has been amended accordingly.
6. Though not specifically described, the development of this type of programming would be fostered by the National Park Service. There is nothing proposed in the plan that would preclude such programming.

industry), some outside park boundaries.

7 42, col 1, lines 8 & 9: it seems to me that a Wharfinger Building exhibit should highlight not only the building's historic use but the current situation—how do fish make their way into retail markets and restaurants today? Not many people know, and it's not uninteresting.

8 42, col 1, Bourne Counting House: Here, too, I think the exhibit could deal not only with this building specifically but with others like it, both extant and demolished.

9 42, col 2, Johnson House: shouldn't the plan mention that the Johnsons were people of color and that there was a large and active community of color here, in order to amplify the diversity theme? And don't you guys usually capitalize "national historic landmark" (last line of this paragraph)?

10 46, col 2, "cost": Plan states that the cost of construction for the park under Option 1 would be about \$2 million, but it's unclear from the description of this option what would have to be built or renovated, especially in a "status quo" alternative.

47, col 2, last line: funny dingbat should be deleted before "seasonally"

49, col 1, line 7: I don't think M.G.L. has been cited before, so it should be spelled out and abbreviated here (Massachusetts General Laws?), as the abbreviation does appear again.

50, col 2, second-to-last line under "park boundary": another dingbat to delete before "included"

11 51, col 1, line 3: I'm not sure the general reader will know what is meant by the park's "development ceiling"; wouldn't hurt to explicate it briefly

51, col 2, "large vessel reconstruction": I hate to see this escape from the park's thinking, because, after all, the *Ernestina* was not a whaling vessel and because a recreated whaling vessel could be a great living history site, much more vibrant and certainly more diverse than *Mayflower II* in Plymouth. Can't it be tucked away in the distant future in some vision statement?

60, col 1, line 1: I'm not sure it's safe to say that early Dartmouth was "largely" Quaker; I think there were lots of wayward Congregationalists from Plymouth and meandering Baptists from Rhode Island and MA. At least one early account states that the Quakers in NB specifically were south of Elm Street and the Congos north of it.

12 60, col 1, par 3, line 3: I'd add "western" before "shore"

60, col 2, line 9: transpose the comma and end parens; it should be ), not ,)

RESPONSE TO NEW BEDFORD GMP / PAGE 3

### Kathryn Grover, New Bedford, MA – Page 3

7. This is certainly an interpretive story that could be addressed within the context of the Wharfinger Building. There is nothing proposed in the plan that would preclude such an action.

8. See comment above.

9. The text has been amended accordingly.

10. A detailed cost proposal identifying proposed projects under each alternative can be found in Appendix G.

11. A definition of "development ceiling" will be included as a footnote on appropriate page.

12. The text has been amended accordingly.

13 61, col 1, par 2, line 3: as of 1812 I don't think there were many "fine, expansive gardens," if any, in NB. I don't think they begin to appear until, at the earliest, the 1820s

14 61, col 2, lines 3-6: I'd add "outfitters" to this list

15 61, col 2, par 2: I find the statement "This emerging hierarchy of wealth took geographic form in a new spatial configuration of class difference" to be not only vague but glib and not entirely correct; JA Parker builds a gigantic mansion abutting a working-class neighborhood, for example. And the last statement, about "constraints on luxurious living," oversimplifies the case: it wasn't always, or even usually, the case that the disagreements of the 1820s had to do with luxury, in my reading of the minutes, and many disowned Quakers continued to feel "constrained" about such things anyway. How about "loosening (or "relaxing") the constraints that the Friends' discipline had imposed?"

62, col 1, lines 3 & 4 from bottom: I'd name a few of the "consumer products" in which baleen was used, just to add color to the text, and in the last line I would similarly name "alternative materials"

62, col 2, lines 1-3 from bottom: It isn't really until after the Civil War and then not fully until advent of electricity that textile manufacturing supplanted whaling. Wamsutta Mills was the only antebellum textile plant in the city.

16 63, col 1, par 2, last 4 lines: I find this last statement quite vague: in what ways, specifically, was the waterfront's declining importance reflected in "the content and character of its commercial neighborhoods"? A little descriptive detail would go a long way here.

63, col 2, par 2, line 13: add a comma after "constructed"

64, col 1, line 3: delete comma after "separately"

17 65, col 2, "Benjamin Rodman House": I've never heard or seen in print that this house has ever been called the Rotch-Rodman House. I would normally associate that term with the William Rotch Rodman House on County Street.

18 Also, it's not quite true that this house was built "before the migration of wealth uphill to the west began." Gilbert Russell had built on County Street in 1805, Joseph Rotch and James Arnold had moved to and around County Street in 1821 and 1822, and Charles W. Morgan had moved into his County Street mansion in 1825.

19 67, col 1, Ernestina par, line 3: there's a word missing after "heritage"

20 67, col 1, last line: I'd insert "surviving" between "best" and "examples"

RESPONSE TO NEW BEDFORD GMP / PAGE 4

#### Kathryn Grover, New Bedford, MA – Page 4

13. Research for the cultural landscape report for the park supports the notion that there were some, though not many, properties possessing landscaped grounds as early as 1812. Please refer to [Safely Moored at Last: Cultural Landscape Report for New Bedford Whaling National Historical Park](#), published in 1998 by the National Park Service.

14. The text has been amended as suggested.

15. The text has been amended as suggested.

16. The text has been amended as suggested.

17. The Benjamin Rodman House is referred to as the Rotch Rodman house on the Massachusetts State Inventory Form (Form B) on file at the Massachusetts Historical Commission.

18. The text has been amended as suggested.

19. The text has been amended as suggested.

20. The text has been amended as suggested.

# Kathryn Grover, New Bedford, MA – Page 5

- 21 68, col 1, Johnson par, line 4 from bottom: again, would it not be worth inserting "African American" between "local" and "merchants"?
- 68, col 2, last 2 lines: I think Tom Puryear would argue that the views to the water were unobstructed not only by lack of planting but because whaling merchants deliberately sited their houses at the heads of streets so that they could have a view toward their wharves and factories on the waterfront.
- 72, col 1, par 2: worth noting, too, that the library has extensive manuscript records of whaling agents and outfitters and other whaling-related businesses in NB
- 72, col 2, last par: italic and boldface title on RJD paragraph
- 73, col 1, NB Historical par, last sentence: add a period
- 73, col 1, NPS staff par, line 10: delete "s" on "architects"
- 76, col 1, park maintenance par, line 1: change "janatorial" to "janitorial"
- 22 100, col 2, par 3, lines 6-9: would these waysides be updated and expanded in option 2?
- 23 105, col 1, collections paragraph: have the staffing needs for a collection storage facility been factored into costs of option 3?
- 117 (see also 6): if New Bedford had not been so close, geographically and culturally, to the center of the American whaling industry in the eighteenth century, it would not have developed as a whaling port no matter how good a port it was
- 118, col 1, par 3, lines 9-11 from bottom: my understanding is that a Nantucket sleigh ride is a specific thing, one of many types of things that could happen when a harpoon stuck in a whale; isn't it only when the whale decides to dart for the ocean floor that the sleigh ride happens?
- 119, col 2, par 2, lines 5-6: shouldn't you eliminate second "consequently" and use period instead of comma after "slack"?
- 24 120, col 1, par 1, last two lines: I don't think, judging from Lance E. Davis et al., *In Pursuit of Leviathan* (1997), 180-85, that this assertion can be made safely, and I don't know of any study that's correlated shipboard vs. shoreside occupational advancement. Where does this come from?
- 25 124, col 2, last par, line 3: Olmsted did not design any parks in New Bedford to my knowledge; his firm worked on parks and private grounds in NB, but I think most if not

RESPONSE TO NEW BEDFORD GMP / PAGE 5

21. The text has been amended as suggested.
22. Updating and expanding the system of waysides is common to all alternatives. The environmental impact analysis has been corrected to reflect this.
23. Yes, alternative 3 calls for two full time equivalent (FTE) positions dedicated to collections management. See Appendix F.
24. Research and documentation supporting this claim may be found in the monograph, "African Americans in the Maritime Trades: A Guide to Resources in New England," *Kendall Whaling Museum Monograph Series No. 6* written by Dr. Mary Malloy and published by the Kendall Whaling Museum in 1990. According to Dr. Malloy, the opportunities for advancement of African Americans on shipboard industries were much greater than for those engaged in on-shore industries.
25. The text has been amended as suggested.



all of the work was done after he had retired.

124, col 1, par 2, line 2 from bottom: I'd add "and Providence" after "New Bedford."

26 124, col 1, par 3: I don't think there's evidence that more than a handful of black men rose through the shipboard hierarchy to become captains, and I'm also not sure evidence supports that "many" black men invested in ships; what's the source of these claims?

27 124, col 2, par 2: NB Whaling Museum not founded by Jonathan Bourne but by his daughter

124, col 2, par 3, line 5: change period after city to either a comma or an em dash (what follows it is an incomplete sentence)

131, col 2, last line: add period after "Service"

28 134, under "Research": Option 2 won't do Historic Structures Reports on Corson's Block and the Seamen's Bethel as in Option 1? How come?

29 147: it could be worth adding dates of construction to this inventory, I think

30 One final carping comment: What is the distinction supposed to be between "interpretive" and "educational?" Education is interpretation. Is the distinction really between interpretive programs for adults as opposed to interpretive programs for children? On page 41 the plan makes a distinction between "public education" and "interpretation" that is equally puzzling to me. Any effort to translate scholarship of any sort to a lay audience is interpretation to my mind.

Thanks for the opportunity to comment.

RESPONSE TO NEW BEDFORD GMP / PAGE 6

## Kathryn Grover, New Bedford, MA – Page 6

26. See citation in comment 24 above.

27. The text has been amended.

28. These research items should appear in all alternatives. The cost estimates have been amended accordingly.

29. Dates of construction have been added to the building inventory. See amended text in Appendix H.

30. The National Park Service makes a distinction between educational and interpretive programs. Educational programs are curriculum-based and are consistent with state-wide and national curriculum standards, as applicable. Educational programs are targeted primarily toward school groups. Interpretive programs are not guided by the scope and requirements of existing curricula and are prepared for and delivered to the general public.

Author: John Magnan [REDACTED] at np--internet  
 Date: 10/15/00 11:11 PM  
 Normal

TO: John Piltzecker (NEBE Superintendent) at NP--NARS  
 Subject: Management Plan-----  
 ----- Message Contents

Dear John,

After careful review of your educational and well-considered Management Plan (draft), I am registering my support for Option 3. I fail to see anything "controlling" about said option, and would welcome its adoption.

1 Should Option 2 be selected, which seems likely, please consider moving your support for no parking on Hamilton and Centre Streets, now in Option 3, into Option 2.

Also, while I strongly support your presence on the Historical Commission, my reading of the City Ordinance authorizing the commission says that you are disqualified from being a residential member by virtue of your close association with numerous New Bedford preservation organizations (i.e., The Partners). I intend to address this issue with the commission at an early date, but do not take it as any lack of support of your role.

Respectfully submitted,

John Magnan  
 22 Centre Street

**John Magnan, New Bedford, MA**

1. New Bedford Whaling National Historical Park agrees that parking restrictions for exemplary streetscapes should be considered within the context of a hospitality-oriented parking plan developed in collaboration with the city of New Bedford. The proposed management option (Option 2) will be amended accordingly.

Steven C. Sharek, New Bedford, MA

November 6, 2000

Mr. John Pilzecker, Superintendent  
New Bedford Whaling National Historical Park  
33 William St.  
New Bedford, MA 02740

Dear Ms. Pilzecker:

I am writing in regard to the Draft General Management Plan / Environmental Impact Statement for the New Bedford Whaling National Historical Park.

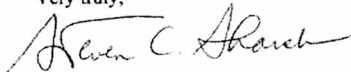
After reviewing the Draft, I would urge the National Park Service to adopt a far more intensive and aggressive approach to Park management than the one being proposed. I urge you to adopt *Management Option 3*, the alternative representing the most extensive Park Service involvement.

As a federal agency, the Park Service has a wealth of financial and staff resources that could play a major role in promoting the City of New Bedford and making the Park a first-class attraction for visitors. If the City and region fail to realize this fact, I feel we would be wasting a tremendous opportunity to create and maintain the type of attraction that could significantly assist our economy and enrich our lives.

The *designation* of the Park is a nice thing and I know the Park Service employees now working for the Park are doing their best. But the Park designation is not enough, the status quo is not enough, and even modest increases in the resources being brought to bear (on the scale now being proposed) are simply not enough. We need a first-rate large-scale commitment, the type of commitment embodied in Management Option 3. Without it, we will have squandered a unique opportunity – perhaps our own 21st century version of the Charles W. Morgan.

I sure hope that doesn't happen.

Very truly,



Steven C. Sharek  
Former Member, City Council

Subject: Draft General Management Plan-- Rev.  
 Date: 11/30/00  
 From: Bill Teixeira  
 To: Thomas Ross

Bill Teixeira, New Bedford, MA

I finally just got to read the Draft General Management Plan you handed me at the club a few weeks ago. Reviewing the plan which by the way was put together in a real nice format and really got to the very important issues which have effected New Bedford in the past. Now if implemented with the ideas outlined will increase the importance we as a city have to offer the region and the rest of the world as we move forward.

The two areas which I feel are important and I am most partial to are the Cultural resources, and the visitor experience to our area.

Starting with the later visitor experience:

The one time visitor to the city is the goodwill ambassador for the area when that person leaves. They will either carry the good news about the area or the bad experience they had and it will be spread to thousands of future visitors to an area by word of mouth. The one thing I did not see in the report was the training of the people who will deal directly with the general public on a day to day basis, the clerk or the waitress. This is one of the keys to spread the good news of New Bedford and the surrounding area. At present there is training of the National Park Volunteers who will take the tourist around the Park or area but, none for the retail personal in general. They should be trained on how to handle the tourist and cater to them in every way so when that person leaves they will leave with a good feeling about the area. This could be accomplished by a partnership with the local retailer who wants their business to grow along with the City. This could be accomplished by setting up a one day retail training program for new people hired for the retail business in the National Park Area or the downtown area.

The second area which is needed in the downtown area and especially the National Park area is the restaurant situation and lack of. During the summer months which we all know is the busiest time for the city but on Sundays there

are few or no restaurants open. The Restaurant problem is real and there needs to be a real effort to bring in some good reasonably priced food for the visitor. We have capitalized on the Whaling industry as a draw to our great city but what about the ethnic people of the area that have great restaurants but, none in the downtown area. There are many possibilities and there needs to be contact with the good local restaurants and they should be given an incentive to open a satellite in the National Park area. I have even thought of a small Portuguese style Restaurant (Medeiran of course) serving a limited menu and showing or selling Portuguese items to the public which would educate the visitor of the importance of the Portuguese to the area on whaling and the industrial growth of the clothing industry.

The most important thing to get any area moving is to set aside politics and get united in a common goal. Get finical help from the State or Federal Government and get a plan in place which will benefit the area in general and not a few. We all see what is going on here and there is some who fight the system and are looking for their own benefit and not for the common good of the area in general. I think the report in general was done with thought and purpose for the good of the community and if some or all of the ideas are implemented there will be great success in the future for the City the area and its people.

Regards, and thanks for given the citizen the opportunity to comment on this report.

Bill Teixeira

Regards,  
 Bill Teixeira



**Access:** how visitors get to the park and to the features therein, including roads and trails.

**Administrative facility:** a facility that contains office space for park staff and storage space.

**Archeology:** the study of prehistoric and historic artifacts and features that can be analyzed to better understand past cultures.

**Certified local government:** A local government officially certified to carry out some of the purposes of the National Historic Preservation Act, as amended.

**Chapter 40C District:** A Local Historic District that is established and administered by a local community and that has three main purposes: to preserve the unique characteristics of structures and their surroundings within the area; to maintain and improve the setting for those structures; and to encourage the builders of new structures in the area to choose architectural designs that complement the historic structures.

**Circulation:** how visitors move through the facilities and grounds of the park.

**Cultural landscape:** a geographic area (including both cultural and natural resources and the wildlife and domestic animals therein) either associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.

**Cultural resources:** resources that are significant for their cultural association and integrity. They include archeological resources, cultural landscapes, historic buildings and structures, museum objects and archival materials, and ethnographic resources.

**Cumulative impacts:** Impacts on the environment that result from the incremental impacts of the actions when added to the other past, present, and reasonably foreseeable actions, regardless of who undertakes them. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time.

**Designated port area:** any port area suitable for maritime-industrial uses and so designated in accordance with the procedures established by the Department Of Environmental Protection under chapter 91 of the Massachusetts General Laws.

**Environmental Impact Statement (EIS):** The detailed public statement required by the National Environmental Policy Act (NEPA) when an agency proposes a major action that has the potential to significantly affect the quality of the human environment. The statement includes a detailed description of the proposed action and alternatives, as well as the identification and evaluation of potential impacts that would occur as a result of implementing them.

**Ethnography:** an area of anthropology concerned with the systematic description of lifeways, including hunting, agriculture, family life, festivals, and religious celebration.

**Interpretation:** a single-contact visitor experience designed to reveal meanings and relationships through the use of presentations, original objects, firsthand experience, or graphic illustrations. Activities or media designed to help people understand, appreciate, and care for the natural and cultural environment.



**Mission essential structure:** Those structures that are named in the New Bedford Whaling NHP's enabling legislation or the National Historic Landmark nomination form.

**Mission goals:** goals based upon the park's purpose and significance that broadly identify desired future conditions for land and resources, visitor experience and interpretation, facilities, visitor use, operations, and partnerships.

**National historic landmark:** Places where significant historical events occurred, or where prominent Americans worked or lived, that represent those ideas that shaped the nation, that provide important information about America's past, or that are outstanding examples of design or construction.

**Park mission:** the simple statement describing the reason that a unit of the National Park Service was created. These statements are generally derived from the enabling legislation or legislative history. They are used to guide development of more detailed visions and management plans.

**Park operations:** the activities, programs, and staffing necessary to manage and operate the park.

**Preservation:** the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.

**Resources:** the natural (wildlife, vegetation, and so on) and cultural (artifacts, historic structures, and so on) elements of the site.

**Significance:** the meaning or value ascribed to an historic property or cultural landscape based upon the National Register criteria for evaluation.

**Stewardship:** care of resources to preserve and protect them for future generations.

**Viewshed:** the area that can be seen from a particular location, including near and distant views.

**Visitor experience area:** a geographical area for which management goals have been developed to determine what can and cannot occur in terms of resource management, visitor use, access, development of facilities, and park operations. These areas identify how different areas in the park will be managed to achieve desired resource and social conditions.



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*Cultural Landscape Report for New Bedford Whaling  
National Historical Park, Volume One*. 1998.



**NATIONAL PARK SERVICE PLANNING TEAM**

**New Bedford Whaling National Historical Park**

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Michael Caldwell, Deputy Superintendent  
Jennifer Gonsalves, Park Ranger  
Thomas E. Ross, Community Planner  
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**Gates of the Arctic National Park and Preserve  
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 Oceanarium  
 Arthur Bennett, Community Advocate  
 Jean Bennett, Community Advocate  
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 Whaling Museum  
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 Theresa Coish, Director, New Bedford Free  
 Public Library  
 Kate Corkum, Executive Director, Rotch-Jones-Duff  
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 New Bedford  
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 Maryann Kilgour, New Bedford School Department  
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 Patty Jo Rice, Ph.D., Historic Preservation Specialist  
 Douglas Rae, Economist  
 John Robson, Photographer/Videographer  
 Chris Skelley, Massachusetts State  
 Historic Preservation Office  
 Monique Stylos, New Bedford Cable Access  
 Matthew Vanderhoop, Wampanoag Tribe of Gay Head  
 (Aquinnah)  
 Eileen Woodford, National Parks Conservation Association  
 Claudia Sauermann Wu, National Trust for Historic  
 Preservation



Courtesy New Bedford Whaling Museum

"At last . . . we stood on board the schooner. Hoisting sail, it glided down the Acushnet river. On one side, New Bedford rose in terraces of streets, their ice-covered trees all glittering in the clear, cold air. Huge hills and mountains of casks on casks were piled upon her wharves, and side by side the world-wandering whale ships lay silent and safely moored at last; while from others came a sound of carpenters and coopers, with blended noises of fires and forges to melt the pitch, all betokening that new cruises were on the start; that one most perilous and long voyage ended, only begins a second; and a second ended, only begins a third, and so on, for ever and for aye . . ." Herman Melville, *Moby-Dick*