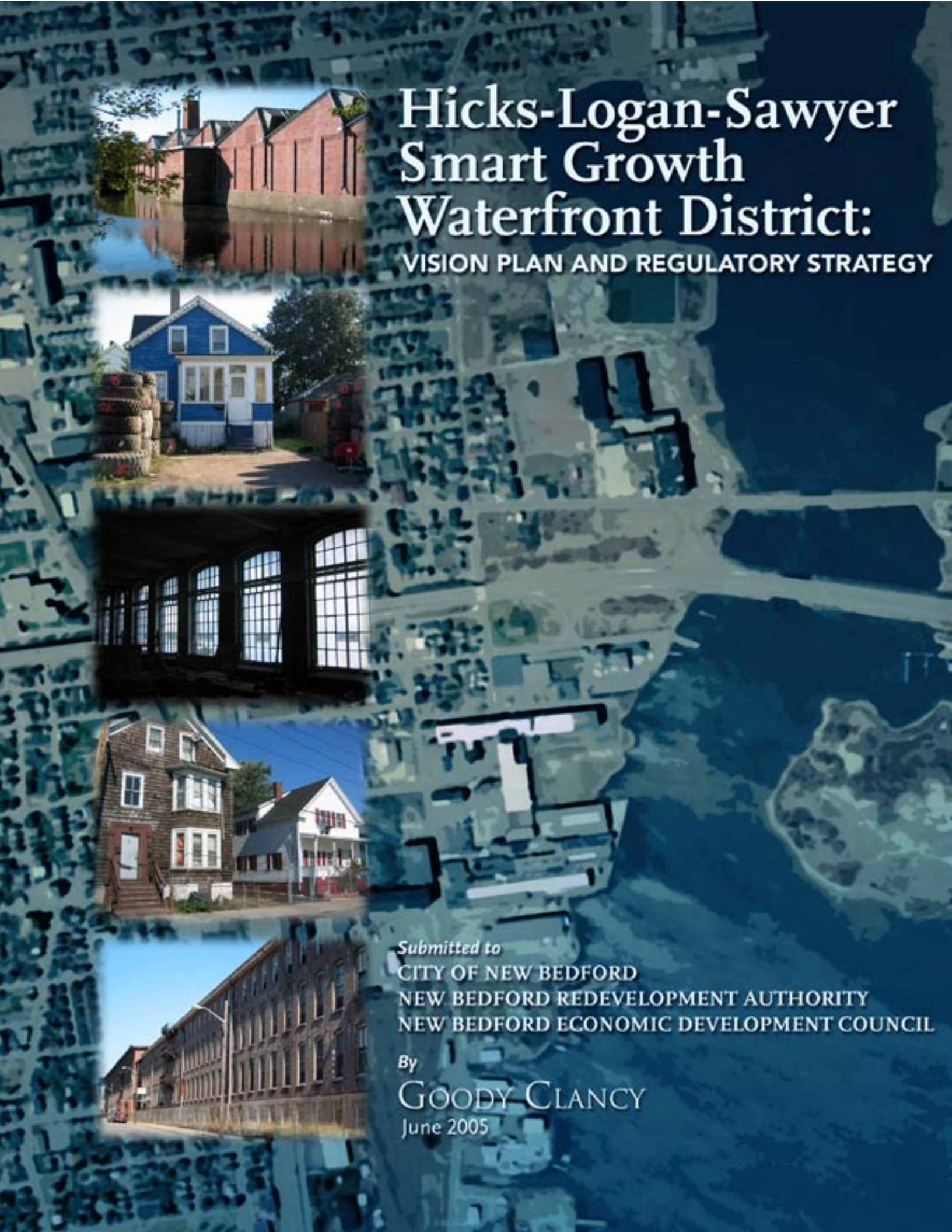

Hicks-Logan-Sawyer Smart Growth Waterfront District:

VISION PLAN AND REGULATORY STRATEGY

Submitted to

CITY OF NEW BEDFORD
NEW BEDFORD REDEVELOPMENT AUTHORITY
NEW BEDFORD ECONOMIC DEVELOPMENT COUNCIL

By

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Hicks-Logan-Sawyer Smart Growth Waterfront District:

VISION PLAN AND REGULATORY STRATEGY

I New Bedford, Hicks-Logan-Sawyer District and Smart Growth

II The Hicks-Logan-Sawyer Vision Plan

III The Importance of the Public Realm

IV Planning Directions and Regulatory Strategy

CREATING THE HICKS-LOGAN-SAWYER SMART GROWTH WATERFRONT DISTRICT

One of New Bedford's oldest industrial neighborhoods has the potential to become a 21st century smart growth district. Located on the Acushnet River just north of the working harbor, adjacent to the future commuter rail station and at the City's I-195 gateway, the Hicks-Logan-Sawyer (HLS) District can become an unconventional mixed-use district, bringing new development and redevelopment to the waterfront. This report describes a vision for redevelopment of the HLS District based on smart growth principles and a regulatory strategy focused on creating a coherent public realm.

New Bedford faces many challenges.

At the same time that it must plan for the future, the City has immediate needs to serve its people and public resources are limited. Decades of economic dislocation in the fisheries industry and traditional manufacturing combined with a workforce lacking skills for the new global economy have made job creation a perennial issue. Because the City has no "greenfield" lands for easy development, growth sites tend to be brownfields, contaminated sites that require remediation before they can be redeveloped. And the harbor itself is a Superfund site that is slowly being cleaned up.

New Bedford is a smart growth location.

Southeastern Massachusetts is the fastest growing region in the state, with sprawling residential and commercial development in suburban and rural

The HLS District has four identified brownfield sites (outlined in red).

towns. State government, through the Office of Commonwealth Development and through legislative measures, in recent years has created programs and incentives to encourage smart growth development patterns that direct development to places that already have infrastructure while avoiding greenfield locations. Revitalization of the state's older cities is an important part of the smart growth strategy.

Smart growth development principles encourage the implementation and integration of the following characteristics:

- Compact, multi-use development
- Expanded mobility through a variety of transportation options
- Infill development in existing developed areas, redevelopment of underutilized and vacant sites, and adaptive reuse or recycling of existing buildings
- Efficient use and management of existing infrastructure rather than costly extension of new infrastructure
- Fostering of a strong sense of place
- Streamlined and predictable development decisions
- Open space conservation

New Bedford is a classic smart growth location. With no buildable greenfield sites, revitalization of New Bedford means redevelopment, building on sites where there is existing infrastructure and nearby dense development. The City's history and many historic buildings give it a unique character.

Plans for commuter rail linking New Bedford to Boston will make the city an intermodal transportation center, with passenger rail and highway facilities combined with the ferry service to Martha's Vineyard.

Planning has produced results for New Bedford.

New Bedford has been successful in using planning to unlock opportunities in areas that had not seen investment for decades. The City's overall planning goals, described in recent planning documents, focus on economic development and quality of life:

- Retain and create jobs for diverse skill levels
- Enhance educational opportunities
- Expand the city's tax base
- Balance industrial, commercial and residential land uses
- Maintain and enhance livable neighborhoods and the historic downtown
- Restore the natural environment and expand the open space system

The Downtown Master Plan helped jump-start the redevelopment of key properties that had been vacant for decades. The Harbor Master Plan created a framework for development of the working waterfront – the Designated Port Area – for traditional and new water-dependent industries. Brownfield redevelopment has been the centerpiece of the City's efforts. As a Superfund Site, an EPA Brownfields Showcase Community, and a Portfields Demonstration Pilot Site supported by a partnership with three federal agencies, NOAA, EPA, and EDA, New Bedford is making progress, exemplified by the clean-up and redevelopment of Standard-Times Field, which had been vacant for 60 years. The increasing benefits of the City's partnerships with local, state and federal agencies have all begun to pay dividends for the revitalization of New Bedford. These benefits are now being extended to the HLS District.

Revere Copper retains many distinctive mill buildings.

The Hicks-Logan-Sawyer District has unique assets and difficult challenges.

Named after three of the streets in the planning area, the HLS District covers 95 acres. Nearly half of the land is occupied by old mill buildings on 13 parcels and 75% of the 2.3 million square feet of building space is in mill buildings.

The only major mill building that continues its original use is the Revere Copper facility, which has been producing copper and copper alloy plating sheet metal since 1862. The last large textile business has closed and the building sold to a developer who contemplates a predominantly residential use. Other mill buildings contain diverse uses including warehouse uses, antique sales, nonprofit organizations and social services offices. Other

activities in the area include four large fish processing businesses, two large auto-related businesses, a marine engineering company, an electric motor repair company, a rubber tire recycler, and a restaurant.

Industrial and residential buildings are often located side by side.

Eighty-two housing units in single family and small multifamily homes remain in the northwest corner of the HLS area. Many of the housing units are owned by the tire recycling business, which is established in the midst of the residential blocks. The 2000 Census found a residential population of 235, of whom 54% were Latino. The majority of this population is composed of Guatemalan immigrants, many of whom work in the nearby tire recycling business. Nearly half of the households had incomes below the federal poverty level in 2000.

HLS District assets include a waterfront and gateway location, distinctive old mill buildings, unusual elements such as a large, spring-fed fire pond, and city and water views. But the District also represents challenging problems. Although there are only four identified brownfield sites, it is not unlikely that other contamination exists in the district. The infrastructure needs upgrading – some of the pipes date from the late nineteenth century – and the district has no streetscape amenities. The only public open space is a small former brownfield that has been made into a basketball court.

Previous plans, such as the Harbor Master Plan, designated part of the HLS district (the area between Wamsutta Street and I-195) in general terms as an "urban industrial park." The basis for this designation was the City's desire for development that produces jobs.

Several mills have distinctive ramps to the second floor.

Existing land use

- Hicks-Logan Planning Area
- Mixed Use
- Single Family
- Multiple Family
- Apartments
- Commercial & Retail
- Office
- Institutional
- Government
- Public Authority
- Industrial
- Open Space & Parks
- Transportation & Parking
- Vacant

THE HICKS-LOGAN-SAWYER VISION PLAN

The HLS District needs an unconventional smart growth approach.

In Massachusetts, smart growth is typically identified with residential clustering, higher densities in municipal centers, and housing within walking distance of transit stations. However, smart growth in cities also brings revitalization and economic development opportunities through nonresidential and mixed-use development. In the case of the HLS District, it is important to make the most of the district's assets while offering the flexibility that will be needed to attract private investment.

The Harbor Plan envisioned job creation through revitalization of the mills and an urban industrial park for the HLS District combined with recreational development of the waterfront from Kilburn Street to the Revere Copper building to include public open space, a new marina, and a public boat ramp. Traditional industrial users are unlikely to be attracted to this location. Southeastern Massachusetts is already oversupplied with industrial park land. The HLS District offers some advantages in terms of waterfront and seaport access that could benefit some industrial users (seafood processing, boat building and repair, and water transportation), but other portions of the New Bedford waterfront have been designated for most of these uses under the state-approved Harbor Plan. One of the old mills has already been purchased for residential use. Other opportunities for diverse uses, including job-producing uses, will arise. The HLS Plan must provide sufficient flexibility in land uses to allow the City to welcome unforeseen opportunities, while at the same time establishing a regulatory framework that is sufficiently robust to shape the character of the public realm.

Uses that have been discussed for location in the HLS area include an intelligent transportation systems regional center and a regional bus facility. Because the coast between Newport, RI and the New Bedford contains more marine scientists than any other region in the United States, the marine technology sector may offer opportunities for the HLS area. The

Hicks-Logan-Sawyer Vision Plan

waterfront location and proximity to a planned commuter rail station suggest that the HLS district has great potential as a mixed-use district. It could add resources to the city's tourism economy while offering attractive office, retail and residential development opportunities. And since the New Bedford economy is heavily dependent on industrial activities, the Hicks-Logan-Sawyer site may represent an opportunity to attract alternative uses that help diversify the city's economy and tax base.

The Vision for a revitalized HLS District provides for a mixture of uses and activities.

The HLS Vision includes the following elements:

- A wide range of land uses, from residential and recreational to light industrial
- Waterfront uses such as recreational marinas, parks, housing, restaurants and shops
  (uses not permitted in the Designated Port Area)
- Public spaces and activities on the water and waterfront to attract people to the district from around the region
- Transit-oriented development near the new commuter rail station and intermodal
  transportation center
- Marine science and technology business opportunities
- Jobs for New Bedford residents in retail, services and light industry
- Development that provides additional non-residential tax base for New Bedford

In order to meet the goals of the City and permit it to take advantage of opportunities as they arise, the HLS district must allow for diverse types of land uses as well as support the needs of the adjacent Designated Port Area. What makes this an "unconventional mixed use district" is the exceptionally wide range of land uses and mixture of uses anticipated to be located in this relatively small area. Appropriate management of the edges and transitions among uses, whether in different blocks, buildings or the same building, is critical to the success of the HLS Vision. Much of this success will depend on the design and management of the shared public realm through regulations and a cohesive design identity.

The Vision Plan identifies four sub-areas in the HLS District:

1. **MILL REUSE TRANSIT-ORIENTED-DEVELOPMENT SUBDISTRICT** bounded by Wamsutta, Acushnet, Logan and North Front Street. This area is adjacent to the future commuter rail station and encompasses over 850,000 SF of vacant and und erutilized mill buildings suitable for redevelopment for residential and office uses. Redevelopment of the Shepard Mill for predominantly residential use is already being pursued. The large, fire suppressant mill pond in this 15-acre block could become a major amenity and attraction.

2. **PORT TRANSITION SUB-AREA** on the waterfront adjacent to the Designated Port Area. MacLean's Seafood expanded to this site in 1998. It functions as an extension of the working harbor, even though it is technically outside the DPA. Studies have suggested that dredging could help double

The waterfront is one of the most important assets in the HLS District.

the processing output of this facility. The industrial edges of this property must be treated with care.

3. **MARINA SUBDISTRICT.** The HLS Marina Subdistrict includes the potential for public waterfront access, revival and expansion of marinas for recreational vessels, redevelopment of historic mill structures, and new construction. Revere Copper, the former Grinnel Mill (with multiple tenants), and several fish processors occupy this area. A wide variety of uses could be appropriate for this area as long as they are compatible with residential and recreational uses, which must be part of the mix. Views of the redeveloped Marina Subdistrict will enhance the I-195 entrance to New Bedford from across the river.

Layers of history are evident in Revere Copper buildings.

4. **GATEWAY REINVESTMENT SUBDISTRICTS.** These two areas are important visible gateways to the City on both sides of I-195. Both are now occupied by an unharmonious mixture of uses and types of structures.

Gateway Reinvestment South is bounded by Acushnet Avenue and I-195, North Front Street, and Logan Street. It contains most of the remaining housing in the HLS District as well as the tire recycling and other small businesses. City-owned land in this area has been designated for the future regional Intelligent Transportation Systems Center.

The Gateway Reinvestment South subdistrict is a mixture of housing, vacant lots, industrial buildings, and miscellaneous uses including a church and a restaurant.

Gateway Reinvestment North is bounded by I-195, Belleville and Mitchell Avenues, Sawyer Street, and the waterfront. Occupied by a mixture of small-scale buildings, such as a convenience store and fast food, with underutilized and unoccupied mill buildings, including the Fairhaven Mills brownfield site contaminated with asbestos, the area has attracted interest from a major retailer and is expected to be redeveloped. This is the only part of the HLS District that has an edge (on Belleville and Mitchell Avenues) with a large residential neighborhood. The new Riverside Park is adjacent to this area.

On Granville Island in Vancouver, industrial buildings and uses coexist with a variety of permanent and temporary activities, such as this farmers' market.

There are models for reviving industrial waterfronts with new uses.

A possible model for a revitalized Hicks-Logan-Sawyer is Granville Island in Vancouver where industry coexists with commerce, entertainment, and the arts. Once called "Industrial Island," it was busy with ironworks, shipyards, and other manufacturers until the 1960s when it declined into a polluted island of mostly-vacant, deteriorating industrial buildings. Starting in the 1970s, Granville Island was redeveloped for public uses while retaining the industrial character of the buildings. Today it includes a 90,000 square foot public market, artists' studios and performance spaces, a children's water park, marinas, restaurants, shops – and a cement factory. The cement plant has retooled to become environmentally sound and holds an annual open house that attracts over 4,000 people. The company recently signed a long-term lease and expects to continue on Granville Island for another half-century. This experience shows that it is possible for industrial uses to continue to operate in adjacency to other kinds of activities.

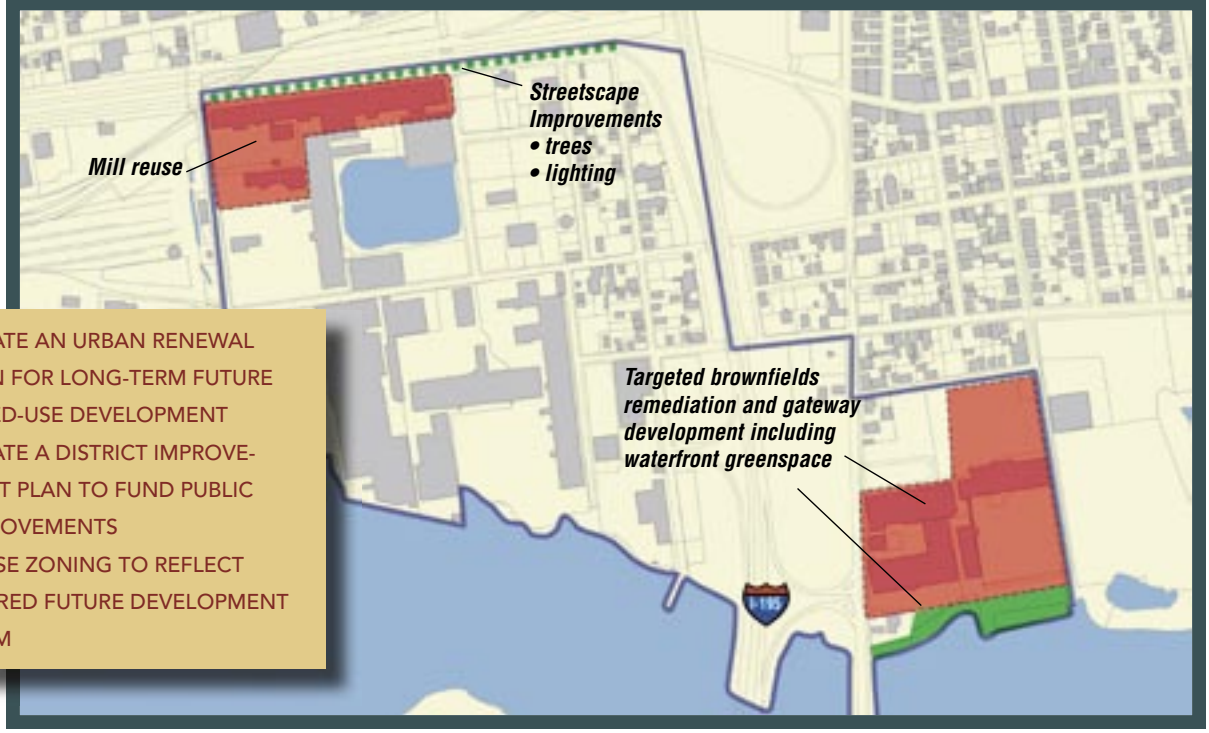
HLS smart growth principles focus on the public realm.

The way to unlock the development potential of the HLS District is through investment in the public realm – streets, sidewalks, parks and other public spaces. A coherent, flexible and robust public realm will tie together diverse land uses into one district. Smart growth principles to guide and shape the HLS district include:

- **Allow a wide mix of land uses.**
- **Provide high quality public spaces and streetscapes to soften the transition between different land uses.**
- **Mix new construction with redevelopment of historic buildings.**
- **Include housing to support retail and services.**
- **Provide transportation links and choices: commuter rail and ferry for regional travel; trolley, bicycle and pedestrian routes to downtown and the neighborhood.**
- **Share parking where possible.**
- **Design major roads to accommodate safe and attractive pedestrian crossings as well as truck traffic to and from the Designated Port Area.**
- **Incorporate green building and stormwater management techniques to improve environmental quality and health.**

HLS Vision Phase 1—Within one year

New investment in prominent locations creates tax increment financing capacity.



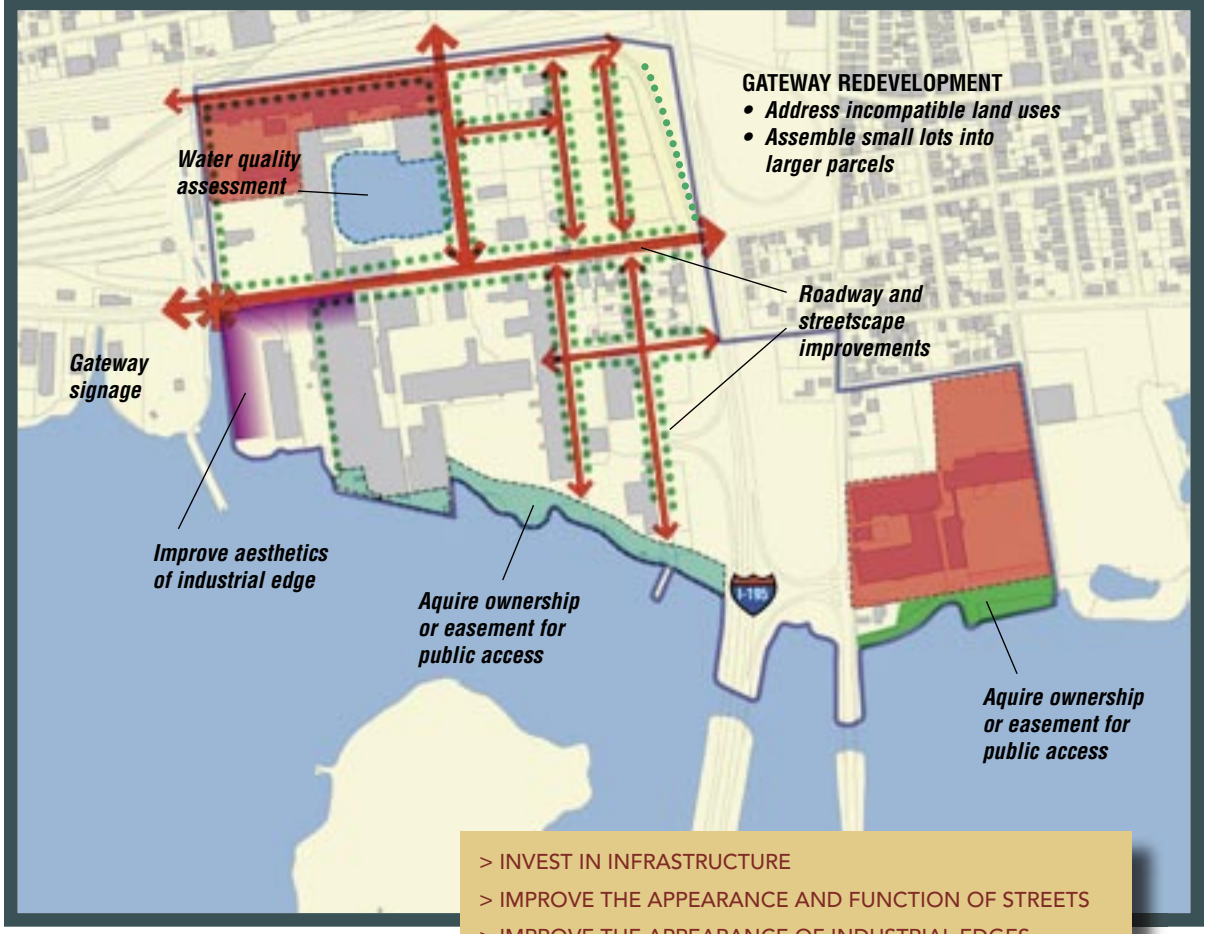
> CREATE AN URBAN RENEWAL PLAN FOR LONG-TERM FUTURE MIXED-USE DEVELOPMENT

> CREATE A DISTRICT IMPROVEMENT PLAN TO FUND PUBLIC IMPROVEMENTS

> REVISE ZONING TO REFLECT DESIRED FUTURE DEVELOPMENT FORM

HLS Vision Phase 2 – Two to five years

Invest in the public realm and gateways.



> INVEST IN INFRASTRUCTURE
> IMPROVE THE APPEARANCE AND FUNCTION OF STREETS
> IMPROVE THE APPEARANCE OF INDUSTRIAL EDGES
> ESTABLISH WATERFRONT OPEN SPACES THROUGH OWNERSHIP OR PUBLIC ACCESS AGREEMENTS
> PREPARE FOR REDEVELOPMENT THROUGH BROWNFIELD REMEDIATION AND RELOCATION OF INAPPROPRIATE USES
> ASSESS THE WATER QUALITY AND POTENTIAL OF THE MILL POND AND CONSERVE THE EDGES FOR GREEN SPACE
> PROGRAM INFORMAL CONCERTS OR OTHER PUBLIC EVENTS NEAR THE WATER

HLS Vision Phase 3 – Three to seven years

Attract uses that benefit from an enhanced public realm and improved waterfront access.

> CREATE WATERFRONT PARKS AND MARINAS
> CREATE GREEN SPACES AT THE MILL POND
> CREATE A REGIONAL ACTIVITY ANCHOR SUCH AS A SEA-FOOD AND FARMERS' MARKET
> PROGRAM REGIONAL EVENTS

The HLS District is consistent with the Commonwealth's Sustainable Development Principles.

The state Office for Commonwealth Development has created a set of principles which are being applied across state agency programs and in funding criteria for capital investments and municipal grants. The HLS Smart Growth Vision Plan and Regulatory Strategy are consistent with these principles.

REDEVELOP FIRST

The HLS district is in the heart of an older industrial city. This district has suffered significant disinvestment compared to the rest of New Bedford and the city as a whole has experience disinvestment compared to other parts of its region and the state.

CONCENTRATE DEVELOPMENT

The development proposed by the plan will be dense and compact.

BE FAIR

The residential elements of the plan are expected to include mixed-income projects as well as market rate development. The approximately 235 existing residents are currently housed in substandard units. Any redevelopment process will include a thorough public participation process and require a plan to meet the housing needs of HLS residents.

RESTORE AND ENHANCE THE ENVIRONMENT

The HLS district has several identified brownfield sites and is also part of several initiatives linked to remediation of contamination to New Bedford Harbor. The HLS plan is intended to result in remediation and redevelopment of the brownfield sites, clean up of the mill fire pond so that it becomes an amenity, and improvement of the environmental conditions of the waterfront edge of the district. "Green" building will be encouraged in new and adaptive reuse development. Related initiatives include:

CONSERVE NATURAL RESOURCES

Waterfront parks, marinas, and other open space amenities will be part of the plan.

EXPAND HOUSING OPPORTUNITIES

Housing will be one of the uses in the HLS district. New Bedford has very little buildable land and housing prices have increased substantially in the last ten years. Median single family home prices more than doubled from 1993 to 2003 and condominium prices quintupled in the same period. There is a limited supply of condominiums in New Bedford and this kind of housing can serve as entry-level ownership housing. Permanently affordable housing will be part of the residential mix.

PROVIDE TRANSPORTATION CHOICE

The HLS area is adjacent to the future inter-modal transportation station.

INCREASE JOB OPPORTUNITIES

Many years ago, the HLS district provided many jobs for New Bedford residents. Job creation through new business investment is an essential goal of the plan for a mixed-use redevelopment of the area. The New Bedford/Fairhaven Harbor Plan focused on supporting the city's water-dependent economic activities from traditional harbor industries to new tourism and public access opportunities. In this plan, the HLS area was identified as an area appropriate for mixed uses and further planning. Other city planning documents have emphasized the importance of job retention and creation, expansion of the city's tax base, and sensitivity to infrastructure constraints and the close proximity of industrial, commercial, and residential uses in economic development planning. The HLS Vision Plan provides for job-creating businesses in the district.

FOSTER SUSTAINABLE BUSINESSES

Port-related and marine businesses will continue to operate in parts of the HLS district. In addition, the new regulatory framework will provide incentives for sustainable building practices.

PLAN REGIONALLY

The Southeastern Regional Planning and Economic Development District (SRPEDD), the regional planning agency for New Bedford, and the South-Coast Development Partnership, a public-private partnership to promote business and tourism in southeastern Massachusetts, are included in the planning process to make sure that the HLS plan benefits from and can contribute to smart growth outcomes in the region as a whole. SRPEDD, which also serves as the regional economic development agency, identified redevelopment planning for the HLS District as one of six "Highest Priority Projects" for 2004-2005 in the 2004 Comprehensive Economic Development Strategy for Southeastern Massachusetts.

III THE IMPORTANCE OF THE PUBLIC REALM

The HLS Vision Plan has an inherent flexibility in uses and development directions that can realistically help New Bedford achieve its goals. The key to making it work is a framework for the public realm of streets and public spaces that will establish a coherent, functional and attractive environment for all the different types of land uses and activities envisioned for the district.

Public Realm Framework

The existing character of the HLS District reflects the fact that many buildings and parcels are underutilized and have suffered from disinvestment in recent decades. The district is dominated by 19th and early-20th mill buildings, with a few smaller-scale and simple light-industrial buildings from later periods of the 20th century as well as a small residential area that began as housing for mill workers. The streets in the HLS District are not pedestrian-friendly and there are few reasons for pedestrians to circulate in the district. North Front Street serves as a major truck route from New Bedford's Designated Port Area (DPA) to Interstate-195. Employees, customers, vendors and clients reach their destinations by vehicle. Many of the residents work in the tire recycling business that is located in the midst of the residential area. The only public open space, a basketball court on Belleville Avenue, is located close to the residential buildings. As a result of these conditions, the streetscape is unimproved and the visual appearance of private properties from public areas in general is often unappealing. Where sidewalks exist, they are often weedy and deterioriated, there are few street trees, and street lighting is minimal. However, Acushnet Avenue will be receiving street trees and lighting within the next year.

Achievement of the Vision depends on creation of a cohesive urban design framework encompassing the public realm of streets and public places and the impact of private development as it faces the public realm.

General Design Principles

The public realm includes areas in public ownership such as streets, parks and plazas. The character of the public realm comes not only from the design and materials of the public spaces themselves but also from the relationship of private buildings and spaces to the public realm.

The large mill precincts could become centers of activity.

FOCUS ACTIVITY IN PUBLIC SPACES

- The waterfront and the historic mill precincts of the HLS District already offer some examples of large and small spaces framed by buildings that could be shaped into a series of public spaces.
- Buildings and landscape elements should define streets and public spaces, framing and containing them.
- Buildings should be oriented towards public spaces.
- Locate building entrances on public spaces.
- Promote ground floor uses that are active and that animate the street.
- Locate parking and service entrances away from the public spaces to minimize impacts.
- Create strong physical connections between public spaces and private areas.

PROTECT VIEW CORRIDORS

- The waterfront is a defining part of the HLS identity.
- Preserve views down streets to the water.
- In new construction, consider a system of stepped up heights from the waterfront to Route 18 in order to preserve water views.

Rehabilitated industrial buildings like these in the Pearl District of Portland (OR) can be used for housing or businesses.

RETAIN AND ADAPT THE BEST HISTORIC BUILDINGS IN THE DISTRICT

- Like other parts of New Bedford, the HLS District has a distinct industrial history. Some of that legacy should be preserved to continue defining the District's character.

Buildings must be evaluated for the feasibilty of adaptive reuse.

New construction can fit harmoniously with older buildings, as here in Cambridge.

Special events like these temporary arts pavilions in Montreal can bring people to the HLS District.

INCORPORATE ART AND PROGRAMMING INTO PUBLIC SPACES

- Art and activity will bring people to the HLS District and help give it identity, especially during the transition period. Outdoor concerts, dances, and films; a farmers' and seafood market; unconventional sports events; and similar activities could be programmed to attract people to the HLS area and lead them to feel comfortable there.

PROVIDE FOR CONTINUOUS PUBLIC ACCESS ALONG THE WATER

- The waterfront should be publicly accessible and offer a continuous pedestrian route, regardless of whether the land is publicly or privately owned.
- Areas should be reserved on or near the water for public spaces where events, programs, and temporary activities – such as a farmers'/seafood market – can be located.

New marinas on the HLS waterfront could help meet the high demand for recreational moorings in New Bedford, as in these piers and marinas in Southport (ME) and Quincy (MA).

Simple sidewalks and trees improve the pedestrian environment on an arterial street in industrial East Cambridge.

MAKE ALL STREETS PEDESTRIAN-FRIENDLY

- Include sidewalks, trees, pedestrian-scale lights and other amenities, such as benches, on all streets.
- Ensure safe pedestrian crossings on North Front and other streets with significant traffic using elements such as crosswalks and pedestrian-activated crossing lights, raised intersections, or other design elements.
- Where possible, include parallel parking to create a barrier between pedestrians and street traffic.

Block by Block Analysis and Guidelines

The block by block analysis below provides preliminary guidance to guide redevelopment in the HLS District, focusing on how the form and character of private development can shape the public environment of the

district. The streets are assigned a type according to their likely future use in a simple street hierarchy and the focus is on pedestrian experience of the street. The designation of particular streets as a certain type may change with the detailed development of the urban redevelopment plan and as new development takes place. The proposed new Route 6 bridge connection in the vicinity of Wamsutta Street may also change the particulars of street types. The purpose here is illustrative of the approach and to provide an initial analysis assuming that existing streets will continue. The general function and characteristics of the street types are as follows:

- Major Arterial: Truck route and regional connector.
- Minor Arterial: Smaller street that provides access to the interstate for all vehicles
- Neighborhood A: Streets with predominantly non-residential uses or that are at the edges of residential uses.
- Neighborhood B: Smaller streets within mixed-use precincts that have a high degree of pedestrian-friendliness and function well with residential uses.
- Service: Streets that can function to provide parking, loading and other service access to predominantly non-residential uses.
- Pedestrian: Pedestrian promenade along the waterfront.

PORT TRANSITION

The Port Transition area is the southernmost parcel within Block 1 in the Marina Subdistrict. It contains a successful seafood processing business similar to businesses in the DPA and employs New Bedford residents. It will function as a transitional area from the HLS District to the DPA. Its industrial uses will continue but its edges must be friendly to the HLS District.

BLOCK	STREETS	STREET TYPE	CHARACTER
1	General character		• Industrial – seafood processing • Transition to DPA
	North Front Street	Major Arterial	• Accommodate trucks but more pedestrian-friendly • Fenced and landscaped edge • Screen parking
	Waterfront	Pedestrian	• Not open to the public • Possible long term potential for narrow public walkway easement as part of a harborwalk

MARINA SUBDISTRICT

An improved and appealing waterfront will be the key attraction of this subdistrict, turning a shoreline of weeds and asphalt into a place. Marinas for recreational vessels, a public waterfront park, public events like concerts, and restaurants, markets or other activities open to the public will draw people to the area.

BLOCK	STREETS	STREET TYPE	CHARACTER
1	General character		• Focus should be towards the waterfront, with residential uses towards the water • Mix of residential, retail, office uses • Strong street edges • Potential for new streets, plazas and pedestrian ways internal to the block • Potential for major public attraction near water such as a public market including seafood
	North Front (east side)	Major Arterial	• Accommodate truck route but make more pedestrian-friendly • Enclose parking areas and limit curb cuts • Create a continuous street edge with buildings or landscape elements
	Kilburn (north and south sides)	Neighborhood B	• Pedestrian friendly • Sidewalks and trees • Parallel parking • Create a continuous street edge with buildings or landscape elements • Views toward public park and marina
	Potential mid-block connections	Neighborhood B	• If all or some of the buildings are demolished, potential to extend Belleville Ave and Logan Street into Block 1 • Views down Logan to the waterfront • Enhanced access from the interior of the block to I-195 without the need to use North Front Street
	Waterfront	Pedestrian	• Public open space for waterfront access and events • Marina • Potential for restaurants and shops open to the public

BLOCK	STREETS	STREET TYPE	CHARACTER
2	General		• Small block • Western portion of block more suitable for non-residential uses with appropriate transition
	North Front (east)	Major Arterial	• Non-residential • Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Limit curb cuts
	Washburn (north and south)	Minor Arterial	• Accommodate truck access to interstate ramps • Continuous street edge • Parking behind buildings • Limit curb cuts
	Belleville (west)	Neighborhood B	• Pedestrian friendly • Suitable for residential uses • Street edge with setbacks
3	general		• Less suitable for residential because of traffic configuration
	North Front (east)	Major Arterial	• Non-residential • Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Parking behind buildings • Limit curb cuts
	Kenyon (north and south)	Neighborhood B	• Pedestrian friendly on south side • Continuous street edge
	Belleville (west)	Neighborhood B	• Pedestrian friendly • Continuous street edge
4	General		• Mixed use with residential • Opportunity for internal circulation and public spaces
	Washburn (north and south)	Minor Arterial	• Pedestrian friendly with emphasis on south side\ • Need to accommodate truck access to ramps • Enclose parking and limit curb cuts on south side • Continuous street edge on south side • Open space and marina access on north side east of ramps
	Belleville (east)	Neighborhood B	• Safe pedestrian access to open space • Move open space to more central location and use site for non-residential uses
	Waterfront	Pedestrian	• Open space and marina • Potential for restaurants, shops, activities

MILL REUSE TRANSIT-ORIENTED-DEVELOPMENT SUBDISTRICT

With a location next to the future commuter rail station and regional intermodal transportation center, the Mill Reuse TOD Subdistrict is well-positioned for residential and office development. Although not on the waterfront, the large mill pond in this subdistrict offers tremendous potential for creative use as an amenity for the future residents and employees in this area. The historic mill buildings are suitable for adaptive reuse as housing, offices, artists' studios and artisans' workshops, and other uses that do not require large-scale freight traffic.

BLOCK	STREETS	STREET TYPE	CHARACTER
5	General character		• Transit-ready development • Adaptive reuse of mill buildings • Mill pond as an amenity • Mix residential with office, retail
	Wamsutta Ave	Neighborhood A	• Buildings or landscape elements to street edge • Entrance to courtyard, parking • Pedestrian friendly • Safe crossing and path to train station
	North Front Street	Major Arterial	• Non-residential • Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Limit curb cuts
	Logan	Neighborhood A	• Open access to mill pond • Pedestrian friendly • Street edge at Logan/North Front corner
	Acushnet	Neighborhood A	• Pedestrian friendly

GATEWAY REINVESTMENT SOUTH SUBDISTRICT

Containing the remnants of the millworkers' residential neighborhood and small-scale businesses and light industry, this subdistrict has smaller parcels and buildings than the rest of the HLS District. It is an object lesson that not all mixtures of land uses can work well, for example, the combination of housing and outdoor tire recycling.

The vision for this area is a mixture of light manufacturing and other small-scale office and technical uses. In addition to the regional Intelligent Transportation Systems center, the subdistrict will be redeveloped to accommodate light manufacturing for the region's growing marine science and technology sector. The subdistrict will have easy access both to the commut-

er rail station and to I-195 and will be able to accommodate limited freight traffic that will not have to enter subdistricts that are more residential in character. Implementation of the vision will require addressing the incompatible land uses in this Subdistrict.

BLOCK	STREETS	STREET TYPE	CHARACTER
6	General character		• Attractive edges • Transition from residential uses • Potential for land assembly • Job-creating uses
	Acushnet	Neighborhood A	• Pedestrian friendly
	Logan (north)	Neighborhood A	• Pedestrian friendly • Continuous street edge with building or landscape elements
	Howe (west)	Service	• Service functions for businesses in Block 6: parking entry, loading, etc. • Safe pedestrian passage
	Hicks (south)	Service	• Pedestrian friendly • Continuous street edge with building or landscape elements
7	General		• Attractive edges • Transition from residential uses • Potential for land assembly • Job-creating uses
	Logan (north)	Neighborhood A	• Pedestrian friendly • Continuous street edge with building or landscape elements
	Howe (south)	Service	• Service functions for businesses in Block 7: parking entry, loading, etc. • Safe pedestrian passage
	Hicks (south)	Neighborhood A	• Pedestrian friendly • Continuous street edge with building or landscape elements
	North Front (west)	Major Arterial	• Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Limit curb cuts

BLOCK	STREETS	STREET TYPE	CHARACTER
8	general		• Attractive edges • Potential for land assembly • Job-creating uses
	Acushnet	Neighborhood A	• Pedestrian friendly
	Hicks (north)	Neighborhood A	• Pedestrian friendly • Continuous street edge with building or landscape elements
	Washburn (south)	Service	• Potential to function as a service road for businesses on Blocks 8 and 9
	North Front (west)	Major Arterial	• Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Limit curb cuts
9	General		• Attractive edges • Potential for land assembly • Job-creating uses
	Washburn (north)	Service	• Potential to function as a service road for businesses on Blocks 8 and 9
	North Front	Major Arterial	• Accommodate truck route but make more pedestrian-friendly • Continuous street edge • Limit curb cuts

GATEWAY REINVESTMENT NORTH SUBDISTRICT

This part of the HLS District has the greatest market interest because of its location just off I-195 at the entry to New Bedford. The arrival of Seven-Eleven and McDonald's demonstrates the attraction of sites with visibility from I-195 and regional traffic. The fire-damaged Fairhaven Mills, a brownfield site with significant asbestos contamination at a gateway location, is being discussed for a Home Depot. While not an ideal or typical smart growth use, it is a sign of new investment that, when accompanied by a city plan for the entire area, can help draw attention to the HLS District's potential. The big box retailing issue is more complex than sometimes recognized, because value-oriented retail, which has usually been available in the suburbs, can benefit lower-income urban residents. It is also possible to negotiate for a more urban and less suburban design character. Retailers also tend to redevelop in shorter cycles than owners of other kinds of property. If the HLS District becomes successful and values increase, this site could be redeveloped again in ten or twenty years. Capture of the waterfront for public access is an essential element of the

vision plan that can provide the springboard for longer-term redevelopment of this area after the EPA dewatering facilities are no longer necessary and Superfund cleanup is finished.

BLOCK	STREETS	STREET TYPE	CHARACTER
10	General character		• Attractive edges with appropriate transitions to adjacent areas
	Belleville Ave	Neighborhood A	• Pedestrian friendly
	Coggeshall Street	Major Arterial	• Continuous street edge • Landscaping • Limit curb cuts
	Mitchell	Neighborhood B	• Pedestrian friendly • Transition to residential neighborhood and neighborhood scale
	Sawyer	Neighborhood B	• Pedestrian friendly • Screening for any service areas
	Waterfront	Pedestrian	• Public access to waterfront open space

IV PLANNING DIRECTIONS AND REGULATORY STRATEGY

Planning Directions

PLANNING CREATES VALUE.

The Vision Plan is the first step in changing the HLS District into a lively waterfront neighborhood where people work, live and play. The vision in itself encourages property owners and others to start thinking about the potential of the HLS District in new ways. However, more detailed planning that spells out implementation strategies and the specific public realm actions that the city expects to pursue will have the effect of creating a new understanding of the value of the HLS District. At the same time, while this more detailed planning is underway, it is important to put into place an interim regulatory system that is compatible with the Vision Plan, in case development proposals emerge in advance of the implementation plan and associated final regulations.

THE HLS DISTRICT NEEDS AN URBAN RENEWAL PLAN AND A DISTRICT IMPROVEMENT FINANCING (DIF) PLAN.

The Vision Plan sets forth a conceptual framework for redevelopment of the HLS District, but in order to achieve the vision, the planning process must advance to a greater level of detail. More detailed planning, in the form of an urban renewal plan and a DIF plan, will give the city more tools to create an environment that will be attractive to private investors.

A MODERN URBAN RENEWAL PLAN CREATES A COORDINATING FRAMEWORK FOR PRIVATE INVESTMENT IN THE CONTEXT OF MEANINGFUL PUBLIC PARTICIPATION.

Under MGL Chapter 121B, municipalities can create a redevelopment plan to assist them in revitalizing areas that otherwise would see little, if any, private investment. Called an urban renewal plan, this plan is then implemented by a redevelopment authority like the New Bedford Redevelopment

Authority. A generation ago, these plans were used to justify wholesale clearance of areas deemed "blighted," with the local government resorting to eminent domain (government-compensated taking of private property for public purposes) over large areas. Today in Massachusetts, these plans are implemented in a very different way. Their role is to provide a framework for public actions and investments that are designed to attract investment from the private sector. The Redevelopment Authorities play a coordinating role. Together, the plan and the coordination activities create value to attract private investment. Significant and meaningful public participation activities and public hearings are required before an urban renewal plan can be approved.

An urban renewal plan must also be approved by the state Department of Housing and Community Development, which has to make several findings before approval:

- Without public involvement, the area would not be redeveloped.
- The plan and proposed projects will enhance and promote private investment.
- There is a sound financing plan.
- The area is decadent, substandard or blighted.
- The plan is complete according to the regulations.
- The plan's relocation plan, if any, has been approved.

With an approved urban renewal plan, the Redevelopment Authority has the right to take a variety of actions that can advance progress towards achieving the vision, ranging from financial capacity to land assembly and design standards. Under the state statute, redevelopment authorities may do any of the following in order to implement an approved plan:

- Establish rehabilitation and design standards
- Assemble and dispose of land, including the taking of real estate through eminent domain
- Relocate businesses and residents occupying urban renewal sites
- Demolish and/or rehabilitate substandard structures
- Participate in real estate development and commercial revitalization
- Issue bonds, borrow money and invest funds
- Receive grants and loans
- Accept gifts or requests.

It is likely that the urban renewal plan for the HLS District would provide for some of these actions, but may not include all. The conceptual focus of the Vision Plan is on the development of a public realm that can tie together a variety of different land uses, old and new structures, an improved

waterfront and other amenities into a diverse and lively district. The role of the Redevelopment Authority in this urban renewal plan will be to create attractive public spaces and a robust framework for the edge or transition between private and public spaces and between different kinds of land uses. The Vision Plan does not emphasize using public agencies to engage directly in the redevelopment of private property.

An urban renewal plan contains many detailed elements. The early work already completed on the HLS District includes a preliminary evaluation of existing conditions and the vision plan. A number of other elements still need to be completed and funding is being pursued to support this work. The required elements include:

- Data demonstrating the area meets eligibility criteria (i.e., vacancies, declines in value, job losses, etc.)
- Project objectives: all proposed redevelopment, including detailed job creation and retention estimates
- Site characteristics including boundaries and topography; areas proposed for changes; property lines and building footprints (existing and proposed); existing uses and proposed uses and zoning; circulation network, existing and proposed; parcels to be acquired; lots to be created for disposition; buildings to be rehabilitated, constructed and demolished
- Specific zoning and regulatory controls for the physical character of the area
- Site measures and protections to address environmental issues
- Redevelopers' obligations (e.g., restrictions that exist or will be placed on property owners)
- Disposition for each parcel, including any known redeveloper
- Documentation of meaningful citizen participation during the planning process and expected citizen participation during implementation
- A financial plan with cost estimates for any parcel to be acquired (including appraisals); for site preparation; for proposed public improvements; for relocation expenses; gross and net project cost; administrative expenses and contingency reserves.
- Public improvements with a description of their general design and an explanation of how they will help achieve the plan's objectives
- A relocation plan for any businesses or residences proposed to be relocated.
- Local approvals including evidence of a public hearing

If demolition or clearance is proposed, it must be shown to be necessary to achieve the objectives of the plan. Likewise, proposals for rehabilitation of existing buildings must be accompanied with a demonstration that the area

has desirable qualities, rehabilitation will create desired vitality over the long term, and that rehabilitation is economically feasible.

DISTRICT IMPROVEMENT FINANCING WILL HELP THE CITY FINANCE INFRASTRUCTURE AND PUBLIC REALM IMPROVEMENTS TO ATTRACT NEW INVESTMENT.

Passed in 2003, MGL Chapter 40Q allows municipalities to designate specific districts to capture the increase in property tax revenues from new development in those districts in order to apply those funds to finance public works or infrastructure improvements. This gives Massachusetts communities a tool that has been available for years in many other states. The municipality can bond against the future tax increments or it can use these funds from year to year. A DIF district cannot be more than 25% of the municipality's area. If bonding is desired, the district will be designated an "invested revenue district" (IRD) and the development program will be called an "invested revenue district development program" (IRDDP). DIF programs must be approved by the state's Economic Assistance Coordinating Council.

When a municipality decides to create a DIF district, it must create a development plan for the area. Many of the required elements of a DIF development program are modeled on the requirements for an urban renewal plan, which means that the HLS urban renewal planning process can also serve for the DIF process. Like an urban redevelopment plan, a DIF plan must include meaningful public participation. In addition to these elements, a DIF plan also requires additional tax and financial information, including the following:

- For all parcels, the assessed value, most recent property tax, and any past due unpaid taxes
- If an IRD is proposed, information on any parcels that are subject to Tax Increment Financing agreements (an incentive agreement that allows reduced property tax payments for a specified number of years) and a statement of the anticipated impact of these agreements on the DIF district
- A statement explaining the development district and IRD boundaries
- An IRDDP statement including how the tax increments will be calculated and measured and by whom; estimates of projected assessed values in the future; projects to be wholly or partially financed with the tax increments; details about any proposed bonding; and the estimated impact on all taxing jurisdictions in which the district is located

Regulatory Strategy

With the exception of the area occupied by the Shepard Mill building on Acushnet Street, which was recently rezoned to allow residential and mixed-uses, the HLS District is zoned for commercial and industrial uses. Industrial B, which covers most of the district, allows for most forms of manufacturing, Industrial A allows light manufacturing, parking lots and restaurants. The Harbor Commission also has zoning jurisdiction over the HLS district as far north as I-195.

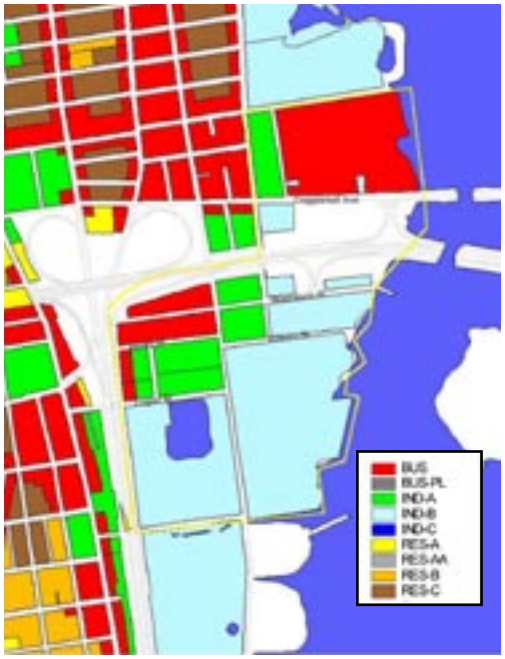


Figure 3: Existing zoning:The base zoning is all industrial or businesses.

In order to achieve the HLS smart growth vision, the city will have to modify the land use regulations for the area in a more fundamental way than simply changing the uses that are permitted. A discussion of zoning and regulatory options follows.

CONVENTIONAL, BY-RIGHT (EUCLIDEAN) ZONING

Conventional, by-right zoning would hinder the revitalization of the HLS District. In practice, it functions to separate land uses, promote retention of the existing parcelization, and enable piecemeal redevelopment. The focus of conventional zoning is to proscribe development that is not wanted rather than providing guidance on the kind of development that is desired. It provides neither the incentives nor the flexibility to encourage creative and flexible redevelopment to meet the City's goals for the HLS District and gives the City no leverage to shape development.

SPECIAL PERMIT OPTIONS WITH PERFORMANCE STANDARDS

Conventional zoning can be combined with special permit options that require developers seeking certain uses, amounts or types of development to apply for a special permit and to meet performance and design standards. The special permits can also include incentives, of which density bonuses are typically of most interest to developers, to encourage certain kinds of uses or development characteristics. This kind of regulatory option is most successful in circumstances where there is strong market demand and developers easily accept the cost of a special permit process.

In the case of the HLS District, where the goal is to provide significant flexibility in uses and attract new investment within a broad development framework to an area that has been languishing, a special permit process would be too narrowly focused and would tend to function as more of a barrier than an incentive to revitalization of the HLS District. Traditional

density incentives will not work in this context because the market is seeking locations for lower density uses, such as big box retailing.

PUD (PLANNED UNIT DEVELOPMENT) WITH DESIGN GUIDELINES

Planned Unit Developments (sometimes known by other designations such as Planned Development Districts) allow owners who meet a property size threshold to develop the property with a master plan created through a negotiated process with the city and the community. The master plan typically differs significantly from underlying conventional zoning in density, mixture of uses, and other characteristics. The master plan often contains detailed performance standards and design guidelines to shape the development as it occurs over time. PUDs can be allowed in certain geographic areas or they can be "floating" zones that apply anywhere based on the minimum threshold requirements.

A PUD could be a viable option for certain parts of the HLS District where there are single owners of multiple parcels. However, there are several ways in which a PUD approach falls short of what is needed for the entire HLS District. Since flexibility and mixing of uses is part of the vision for the entire district, a PUD approach would not be required to avoid the constraints of single-use districts. This approach also can have the effect of creating homogeneous development within the PUD. It is less suitable to the HLS goal of overall improvement in the public realm as a framework for flexible revitalization throughout the district and requires a very high investment in detailed master planning from both developers and city staff.

OVERLAY DISTRICT

Overlay districts, as the name implies, are superimposed on existing underlying zoning, adding requirements because of the sensitivity or other special characteristics of the area. Since the underlying zoning of the HLS District is not suitable to achieve the smart growth vision, a conventional overlay would not be sufficient. The district needs to have entirely new zoning that can facilitate and guide a wide variety of land uses, shaping the edges and transitions to ensure a that a lively mixture of uses is also harmonious. An Interim Planning Overlay District, discussed below, has somewhat different characteristics because of its purpose to control development while planning is ongoing.

FORM-BASED ZONING

While conventional, Euclidean zoning focuses on the predictability of land uses, density and dimensions, form-based zoning focuses on regulating the form of private development as it is related to the design of streets and

public spaces – the public realm. It is therefore more appropriate to the vision for the HLS District, with its emphasis on flexibility in land uses tied together by a cohesive public realm. Form-based zoning also strives for sufficient detail and guidance in the code itself in order to avoid the need for complex review processes and special permits. The goal is to provide sufficient clarity so that community and developers can feel confident that buildings that meet the code will be acceptable.

Pure form-based zoning codes require the development of a vision plan for the physical character of an area and include the following components: a ***Regulating Plan***, ***Building Envelope Standards***, and ***Definitions***. In some cases, the codes also include Architectural Standards that closely regulate building design.

The ***Regulating Plan*** takes the place of a traditional zoning map. It typically shows the type of building permitted on a particular site, street types, the location of public spaces, the alignment of buildings and street trees along streets. The types of buildings result from the desired design of the area as developed in the vision plan.

Building Envelope Standards are prepared in the form of diagrammatic elevations and cross-sections for each of the building types and permitted variations. The standards regulate the form of the building types in terms of siting on a parcel and streets, arrangement of entrances, parking and so on; the range of permissible dimensions; elements of a building such as windows, doors, porches, and balconies and requirements for quantity, configuration and size. Uses are also part of the building standards, either in the designation of the type of building (e.g., multifamily residence, workplace) or in mixed-use structures (e.g., ground floor retail and upper story office or residential uses).

The ***Definitions*** explain all of the design elements in the code and are customized based on the vision plan and design plan in order to make the desired characteristics as clear as possible.

Although a pure form-based zoning approach may not be necessary or desirable in the HLS District, the emphasis on regulating private property to attain certain outcomes in the public realm should be at the foundation of the new zoning framework for the HLS District.

Additional frameworks and incentives

GREEN BUILDING INCENTIVES

Encouragement of "green building" should be part of the revitalization of the HLS District. As a Superfund site working hard to reverse the consequences of an earlier era of development and industrialization, New Bedford has a particular interest in encouraging development that is more environmentally sensitive. As green building technology is increasingly part of the mainstream, making the HLS District a "green" district could eventually become part of its appeal and branding as a smart growth district.

Zoning can include promotion of basic green building technologies and site development strategies as development standards. If any uses or types of development become subject to a special permit process, the project proponents can be required to provide an analysis of any additional green strategies to be used in the project and the special permit findings should take into account environmental contributions. Non-zoning strategies could include creation of an awards program for developers of environmentally-responsible buildings.

PERMIT STREAMLINING OPTIONS

A zoning system that includes a set of standards and guidelines for desired development should in itself help make permitting easier because project proponents will know the character of the development that the city is seeking in the HLS District. Although permitting processes are controlled in many respects by state law, the city could offer enhanced preapplication assistance as an incentive to potential developers in the HLS District by setting deadlines for scheduling of preapplication conferences and identification of all needed permits, designation of a project coordinator to consolidate time schedules, and similar "customer service" to smooth the permitting process.

TRANSFER OF DEVELOPMENT RIGHTS (TDR)

The final zoning for this district should include opportunities for Transfers of Development Right (TDR) from other areas and potentially from regional open space preservation targets to the HLS District. The viability of TDR for the HLS District will depend on increasing market interest in the district.

ADAPTIVE REUSE OF HISTORIC MILL BUILDINGS

The HLS District was a center of textile production in New Bedford and contains historic mill buildings that have the potential for adaptive reuse.

In addition, Revere Copper has been operating at the same location since 1862. The distinctive character of many of these buildings, along with unusual characteristics such as the mill pond, can become part of a new identity for the district. The mill buildings that are still occupied appear to be in reasonably good condition. The long and narrow buildings with many large windows are suitable for residences and for European-style office design that emphasizes natural daylight and ventilation. At the same time, it should be recognized that not all of the mill buildings are likely to be physically or financially suitable for reuse.

Regulating development while planning continues

The plan for the HLS District is not yet detailed enough to support completely new zoning. As noted earlier, an urban redevelopment plan and DIF plan will be prepared, which will require a higher level of detail and result in final zoning for the HLS District. At this point, an IPOD (Interim Planning Overlay District) is a suitable way to regulate development in the transition.

Interim Planning Overlay District

Interim Planning Overlay District (IPOD) zoning is used by Massachusetts communities to regulate development in areas where existing zoning may no longer be appropriate while the community prepares studies and plans that will result in permanent new zoning. The purpose of the IPOD is to ensure that any development that occurs during the planning period will not be incompatible with the new planning goals.

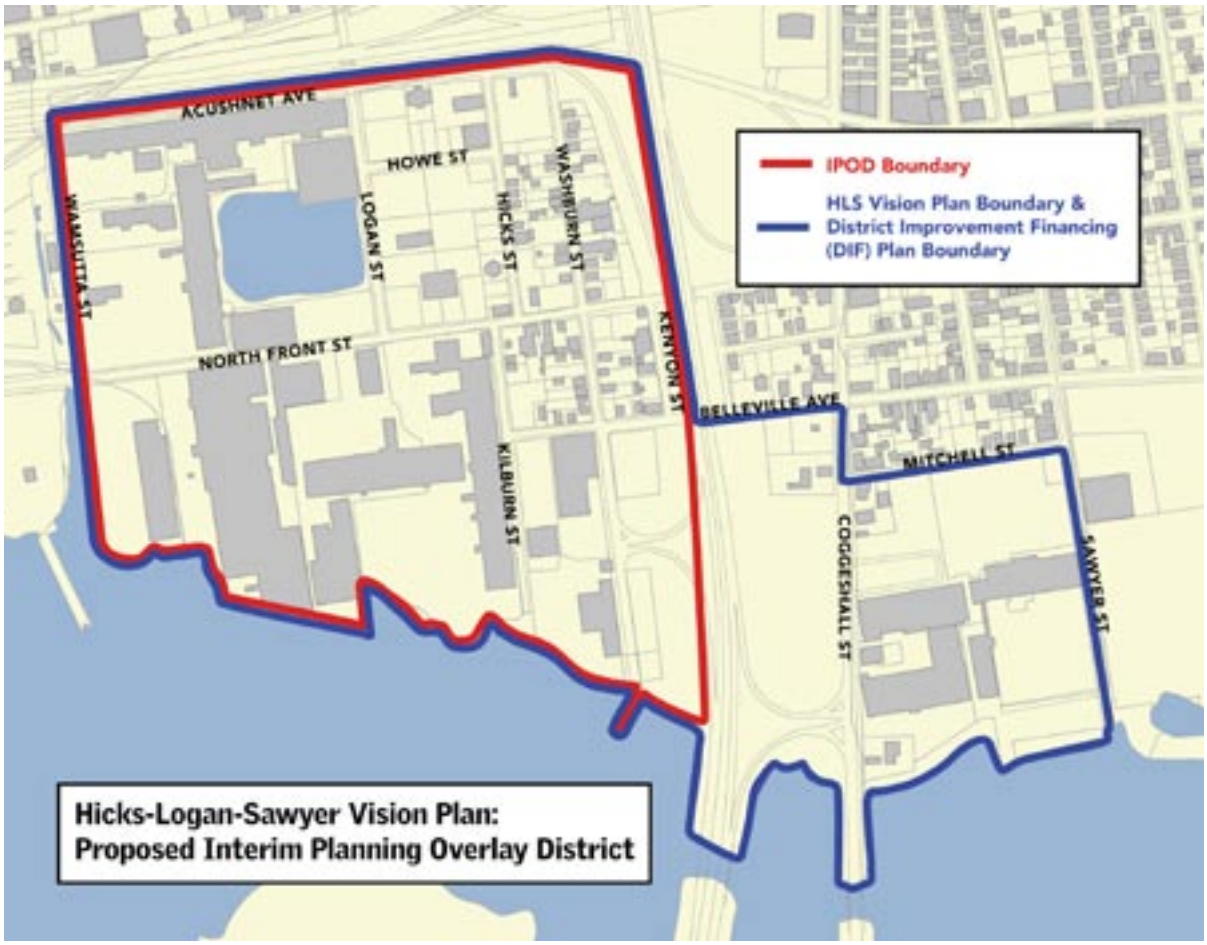
The legal basis for an IPOD comes from case law, legal rulings that determine if a new zoning technique meets or violates the tenets of Chapter 40A, the state zoning act, and, more generally, property owners' right to due process. Site plan review, overlay districts and IPOD zoning are illustrative examples of case law zoning. Communities without express written regulations regarding IPOD zoning have turned to interim zoning based on case law derived from development moratorium decisions. In Collura v. Arlington (1975) the courts upheld Arlington's two year moratorium on apartment construction to allow time to design new apartment zoning regulations. The court found that:

> "the objectives of an interim provision such as the one here are consistent with the purposes of zoning. Interim zoning can be considered a salutary device in the process of plotting a comprehensive zoning plan to be employed to prevent disruption of the ultimate plan itself."

An IPOD is a form of development moratorium clearly linked to a planning process such as the HLS District planning process that is underway. However, the purpose of an IPOD is not to stop development, but to regulate it using an interim device. In Massachusetts, a planning process leading to a comprehensive zoning plan that implements "the ultimate plan itself" is the public purpose sustaining the use of an IPOD. The ultimate objective of the IPOD is to protect the public's interest in planning for the future use of a designated area, so that actions by private parties will not preclude the perceived public benefit of "plotting a comprehensive zoning plan".

Cities and towns have some discretion in designing IPODS, specifically regarding time frame and the nature of allowable development. An IPOD is an overlay district and can supersede all or only a few of the underlying zoning regulations. A community has the authority to exempt certain areas from IPOD regulations and it has the authority to allow certain types of additions or changes to existing property. However, in all instances to date, all significant development under an IPOD has been controlled by a special permit process. The special permit process and an associated and simultaneous site plan review has been considered the most appropriate regulatory process since it permits communities to require site specific development conditions on a project by project basis. The special permit process also allows for public comment through a required public hearing. Finally, since an IPOD is a zoning device, decisions emanating from the special permit granting authority can be appealed to superior court. No form of zoning regulation can remove an applicant's right to appeal to the court system.

An IPOD is the most effective zoning approach to insure that any significant development that occurs while the detailed urban renewal and DIF plans are being prepared will be compatible with the ultimate goals of the HLS Vision Plan. In order to be effective, the IPOD should include design and development principles to guide project proponents on what kind of development is desired in the district and to serve as the framework for staff review and for the findings that the special permit granting authority will need to make in evaluating the project proposal. An exception should be included to allow small expansions of existing uses by right, so that current property-owners can make limited modifications by right without having to get a special permit. The proposed IPOD boundaries extend from Wamsutta Avenue to I-195, covering the core area of the HLS District.



Shaping an unconventional mixed-use district

This Vision Plan provides the framework for smart growth development in the Hicks-Logan-Sawyer District so that it can become a lively waterfront area where people can work, live, shop, and play. With a diversity of uses, the new HLS District will help New Bedford meet its goals for waterfront recreation and revitalization, brownfields remediation, locations for marine technology activities, job creation, and transit-oriented development. This framework needs further implementation – in a modern urban renewal plan and a District Improvement Financing plan that will give the city the tools to achieve the vision and transform a district that once was one of the engines of the city's prosperity into an exciting 21st-century smart growth waterfront district.