

**Executive Office of Environmental Affairs  
Office of Coastal Zone Management**

Notice of Submission of a Request for a Notice to Proceed for the  
City of Boston Downtown Waterfront District Municipal Harbor Plan  
pursuant to 301 CMR 23.00

In accordance with the applicable regulations at 301 CMR 23.00, the City of Boston has submitted a Request for a Notice to Proceed to the Director of the Office of Coastal Zone Management to initiate the development of a Municipal Harbor Plan for the Downtown Waterfront District.

Written comments on the proposed planning program will be considered. Comments must be received by 4:30pm on Friday, September 6, 2013 (30 days after publication of this notice in the Environmental Monitor). Comments should be addressed to:

Office of Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114  
Attention: Valerie Gingrich

Copies of the state regulation under which the proposed planning program will be evaluated (301 CMR 23.00) can be obtained at the State Bookstore, Room 116, State House, Boston, MA 02133, or at <http://www.mass.gov/eea/docs/czm/fcr-regs/23.pdf>

**CITY OF BOSTON**  
**REQUEST FOR NOTICE TO PROCEED**  
**FOR**  
**DOWNTOWN WATERFRONT DISTRICT**  
**MUNICIPAL HARBOR PLAN**  
**A MUNICIPAL HARBOR PLAN OF THE CITY OF BOSTON**

**City of Boston**

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**Boston Redevelopment Authority**

**Peter Meade, Director**

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July 31, 2013

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## **DOWNTOWN WATERFRONT DISTRICT MUNICIPAL HARBOR PLAN - REQUEST FOR NOTICE TO PROCEED**

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### **1.0 INTRODUCTION**

This Request for Notice to proceed for the City of Boston's Downtown Waterfront District Municipal Harbor Plan (the "Downtown Waterfront MHP") is submitted to the Director of the Massachusetts Office of Coastal Zone Management by the Boston Redevelopment Authority (BRA) in accordance with the Municipal Harbor Planning Regulations at 301 CMR 23.00. The Downtown Waterfront District Harbor Planning Area, shown in Attachment A, comprises approximately 42.1 acres, 20.3 acres of which are flowed Commonwealth Tidelands and 21.9 of filled tidelands; Attachment B provides a summary of tidelands distribution within the planning area. The 26 property parcels within the planning area are subject to M.G.L. Chapter 91 jurisdiction and are bounded to the west by Atlantic Avenue and the Rose Fitzgerald Kennedy Greenway, the Inner Harbor and Fort Point Channel to the east, and framed by Christopher Columbus Park to the north and the Evelyn Moakley Bridge to the south.

The Municipal Harbor Planning Regulations establish a voluntary procedure by which municipalities may obtain approval of Municipal Harbor Plans (MHP) from the Secretary of Energy and Environmental Affairs ("Secretary"), promoting long-term, comprehensive, municipally-based planning of harbors and other waterways that fully incorporates state policies governing stewardship of trust lands. Approved plans guide and assist the Massachusetts Department of Environmental Protection (MassDEP) in making regulatory decisions pursuant to MGL Chapter 91 and the Waterways Regulations (310 CMR 9.00) that are responsive to harbor specific conditions and other local and regional circumstances.

The Downtown Waterfront District MHP provides an opportunity to build on and implement the recently-completed Greenway District Planning Study Use and Development Guidelines (the "Greenway District Guidelines"), as well as improvements made within the district since the 1990 Harborpark District Plan, including the completion of the Central Artery/Tunnel Project, the construction of the Rose Fitzgerald Kennedy Greenway, the Boston Harbor Cleanup Project, BRA water transportation infrastructure improvements at Long Wharf, the New England Aquarium expansion, the Crossroads Initiative and enhancements to HARBORWALK.

### **2.0 HISTORIC AND PLANNING BACKGROUND**

#### **2.1 HISTORY OF THE DOWNTOWN WATERFRONT DISTRICT**

Boston's history and development are inextricably linked to the Downtown Waterfront District, the location of the City's first port, originally known as the Town Cove. Following its discovery by the Massachusetts Bay Company and John Winthrop in 1614, Boston quickly established itself as a bustling port and by 1660 almost all of the English imports for New England came through Boston Harbor.

Construction of Boston's waterfront began in earnest in 1634 with the development of the harbor's first wharves. Downtown Boston's wharves provided busy mooring areas where clipper ships from around the world brought goods to and from Boston Harbor. The most prominent of Boston's early wharves was Long Wharf, which was constructed in the early 1700's and extended over a third of a mile from the early shoreline adjacent to Faneuil Hall out into the deep harbor waters. Due to its length and location it was the center of early Boston's booming shipping industry and acted as a gateway into the city. By the end of the 18<sup>th</sup> century, Long Wharf was the busiest among Boston's 80 wharves providing docking facilities for up to 50 vessels. Because it served private merchants and the public who could buy directly from the warehouses and stores located there, Long Wharf functioned as a marketplace long before construction of Quincy Market in the 1820's.

After the Revolutionary War, Long Wharf was again used predominantly for trade. In addition to commerce with Europe, Boston merchants began trading with China and the East Indies using the wharf's warehouses for storage of imported goods. During the 1830's and 1840's the Gardiner Building (Chart House) and Custom House Block

were also constructed on the wharf to sell and store cargo. The buildings still stand today as the last remnant of what once were numerous storage and shipping buildings constructed on the wharf. After the Civil War, Long Wharf's importance declined with diminishing trade in Boston and business there shifted to coastal trade and fishing. In the late 19<sup>th</sup> century and early 20<sup>th</sup> century the Long Wharf and the adjacent T-Wharf served an important part of Boston's fishing industry with Italian immigrants from the North End running shore-side operations and sales from the wharves and Atlantic Avenue.

As Boston's maritime commerce evolved over time, the wharf and its surrounding buildings changed. Infill on the land side of the wharf significantly decreased its length, as did the construction of Old Atlantic Avenue. The condition of the wharf and its associated infrastructure declined during the 20<sup>th</sup> century along with marine commerce and trade within the Harbor. In the mid 1960's the wharf was purchased by the BRA as part of the City's Urban Renewal program with the intent of promoting public use and private redevelopment of the property. Currently Long Wharf is occupied by the Marriott Long Wharf Hotel as well as the Gardiner Building and Custom House Block which serve as restaurant and office space. Boston Waterboat Marina is located on the north side of the wharf, serving as Boston's oldest continually operating marina facility. Today the wharf also provides water transportation facilities on both its north and south sides and is Boston's most active water transportation hub, offering ferry service to the Harbor Islands National Recreation Area, Boston's waterfront neighborhoods, other coastal communities, as well as service for whale watching and sightseeing.

The Downtown Waterfront District is home to other important wharves in addition to Long Wharf. Just to the south is Central Wharf which was constructed around 1816 to accommodate the increase in commerce following the war of 1812. Central Wharf was the waterfront's second deepwater wharf and a focal point of the 15.9 acre Custom House District, an area characterized by 19<sup>th</sup> century mercantile buildings including the iconic Customs House Building, constructed in 1848. During the 19<sup>th</sup> century the wharf was part of the largest and longest continuous blocks of warehouses and merchant buildings in the country with over 54 stores. Over time the wharf decayed with the transfer of shipping activity beyond Boston. Most of the original stores were demolished, however, the western extent of the buildings were left in place between Milk and Central Streets. Central Wharf was later transformed in the late 1960's with the construction of the New England Aquarium which serves as one of the City's largest attractions.

Adjacent to Central Wharf is India Wharf which was completed in 1804 and was topped by a long, merchant building with 32 stores, designed by famed Boston architect Charles Bullfinch. The wharf was financed by Uriah Cottings along with several investors and was the first of many new commercial facilities to be built along the central waterfront. The location served as the primary departure point for ships headed to India and the Orient. After completion of the wharf Mr. Cottings engaged in land-making, or filling of the harbor, to better connect India Wharf to landside connections and adjacent wharves. Through this infilling between existing wharves he created Broad Street and then later completed India Street in 1806. Additional filling between Long Wharf and India Wharf during the 1850's established the area where the Harbor Garage is now located. The wharf and long building were demolished in stages from 1868-1962 leaving only a fragment of the original wharf structure. The remains of the wharf were redeveloped in 1971 and the area is now home to the Harbor Towers, the first high-rise residential buildings on Boston's waterfront and the City's tallest residential towers. India Wharf Marina also currently operates at the location.

Beyond India Wharf is Rowes Wharf which was originally home to the Sconce, or South Battery, a protective barrier built in 1666. During the 1740's, the battery was extended into the harbor and in the early 1760's, Rowes and Foster's Wharves, named after their respective owners, were built on the battery site. Rowes was a merchant sailor and used the shop and two warehouses on his wharf to support his whaling, coastal fishing, and other enterprises. Continued land-making during the 1860s and 1870s established Atlantic Avenue which extended from Rowes Wharf to Lewis Wharf and created Boston's current shoreline. A rail line was also developed along Atlantic Avenue facilitating the transfer of goods from the wharves to North and South Stations. By the early 20<sup>th</sup> century, the wharves were used for fruit and other importation, as well as a base for the salt fish trade with the West Indies and the British Maritime Provinces.

In the late 19<sup>th</sup> century, steamship operations predominated and the south shore was served from Rowes Wharf by the Eastern Steamship Line from the 1860's to 1940. The Boston, Revere Beach and Lynn Railroads had built wharf and ferry terminals between Rowes and Foster's Wharves that serviced East Boston with their ferries. Boston's waterfront began to decline by the 1930's, however, the Bay State Navigational School remained at Rowes Wharf as did the Cape Cod Steamship Company at Foster's pier through the 1940's. During the 1960's Urban Renewal period, much of the maritime activity left Rowes Wharf, with the exception of the Massachusetts Bay Lines which had operated at the location for more than 20 years. The area underwent a major redevelopment in the mid 1980's and is now the home of the Boston Harbor Hotel and Rowes Wharf Condominium. The Boston Harbor Commuter Service also began operations from Rowes Wharf in 1984. Waterside infrastructure currently includes a marina and one of the city's most active water transportation facilities. The wharf redevelopment dramatically changed the area and resulted in numerous public amenities, waterfront programming and some of the first sections of exemplary HARBORWALK that serve as the standard expected today from new waterfront development.

Two major public works projects, the Boston Harbor cleanup and the Central Artery/Tunnel Project, have had dramatic and positive impacts on the Downtown Waterfront District. By the mid-20<sup>th</sup> century much of Boston's waterfront had been in economic decline for decades and was characterized by numerous dilapidated wharves, piers and warehouses. The construction of the elevated Central Artery highway in the 1950's served to alienate the waterfront, effectively cutting off the harbor from Downtown, relegating it to a backwater of the City. The public's interest in using and accessing the harbor was also deterred by its use as a dumping ground for the city's sewerage, sludge and stormwater. By the 1980's Boston Harbor's water quality was so poor a court case was initiated for violations of the Federal Clean Water Act. The enforcement case, known as the Boston Harbor Case, resulted in a \$5.5 billion dollar effort to clean up the harbor through the separation of combined sewer overflow systems and the construction of the Deer Island Sewerage Treatment plant. The Boston Harbor cleanup, administered by the Massachusetts Water Resource Authority, significantly improved water quality and clarity, providing for a healthier marine habitat and vastly increasing the number of swimmable beach days. The clean-up has removed psychological barriers as well creating renewed interest in meaningful public waterfront access and recreation.

The 1980's also saw the initiation of the Central Artery/Tunnel Project, a \$15 billion dollar effort to suppress the highway and reconnect the Downtown to its waterfront. The last sections of the elevated artery were removed in 2004 and the redevelopment of the new open space parcels commenced soon thereafter. Based upon the Boston 2000 Plan, which served as the Master Plan for the Central Artery air rights, seventy-five percent of the 27-acre area has been developed as open space and the remaining twenty-five percent is designated for commercial and residential development, some of which has already been completed. The area now known as the Greenway District is anchored by The Rose Fitzgerald Kennedy Greenway, which was formally completed in 2008. The Greenway now provides a 1.3 mile corridor of signature parks spanning just over 15 acres. Framed by surface roads and ramps, the plazas, gardens and tree-lined promenades serve to reconnect City districts and neighborhoods previously separated by the elevated highway. Given the quality and level of programming of the new parks and density of adjacent communities, the Greenway is currently one of the most active and vibrant open space areas within the City.

## **2.2 MUNICIPAL HARBOR PLANNING IN BOSTON AND PLANNING CONTEXT**

Boston is unique within the Commonwealth as its harbor is comprised of numerous waterways and varied waterfront districts and uses, making it difficult to develop a single, comprehensive harbor-wide plan. The City has therefore opted to divide the harbor into districts and produce multiple MHP's based upon local development timetables, and the planning and zoning needs of its waterfront communities. Many of the City's Municipal Harbor Plans have also developed from neighborhood master planning efforts. These planning initiatives, together with the City's zoning authority and the Article 80 project review procedures, have proven to be effective tools for the implementation of the City's vision for its waterfront. A complete list of all the harbor planning efforts the BRA has completed may be referenced in Attachment C.

The Downtown Waterfront District Municipal Harbor Plan will expand upon the Greenway District Planning Study Use and Development Guidelines, a master plan for the area surrounding the Rose Fitzgerald Kennedy Greenway. The Boston Redevelopment Authority and its consultants undertook a year and a half long planning process resulting in the Greenway District Planning Study, which was completed in the spring of 2010 and adopted by the BRA Board on July 20, 2010.

The district-wide guidelines respond to the Study's goals to preserve the newly created open spaces and promote the environmental and aesthetic attributes of the area, along with its economic viability. The goals specified in the study include: identifying densities, heights and other building massing criteria that are compatible with the recreational activities and horticultural life that are being encouraged to grow in the area; activate the broader public realm in and surrounding the parks by identifying and strategically locating desired uses that will contribute positively to the Greenway; ensure the long term value of the public's investment in creating the Greenway by shaping development to maximize the quality of the parks and extend their impact beyond its edges into the Downtown neighborhoods; and balance the development pressures in the Greenway District with other growth areas and development opportunities in the City as a whole. The resulting guidelines articulate requirements for proposed developments to ensure that they animate the parks and achieve greater ground-floor public accessibility and activation, while minimizing shadow and wind impacts.

Due to the size and scope of the Greenway District seven subdistricts were established with specific guidelines better recognize the unique characteristics and urban contexts of the various neighborhoods within the study area. The planning objectives for the Wharf Subdistrict, which comprises much the area subject to the Downtown Waterfront District MHP, are to improve access to the waterfront and South Boston, reinforce the openness of the freestanding pier-like structures, facilitate the accessibility of the HARBORWALK, and further diversify abutting uses. Subdistrict guidelines also include guidance on appropriate heights and densities for the area to protect and enhance the emerging spatial relationship between the waterfront and new open space areas.

## **2.2.1 RELATED PLANNING EFFORTS AND EXISTING ZONING**

- *Harborpark Plan: City of Boston Municipal Harbor Plan, 1991.* The central goal of the Harborpark Plan is to ensure public access to Boston's waterfront and open space, recreational, residential, and commercial uses. The Harborpark Plan re-establishes the historical ties between Boston residents and a waterfront that has always played a major role in the city's vitality. The primary urban design objectives for the North End/Downtown Waterfront are to: maximize public access to and activity along the entire waterfront area while preserving the original form and character of the area; promote active water-dependent uses such as public landings, commercial boating activities, and water taxi facilities; ensure that newly constructed buildings continue to reflect and blend with the existing historic waterfront architecture; maintain view corridors to the harbor from significant streets in the North End neighborhood; and relate height, scale and massing of new development to the adjacent North End and Downtown Financial District areas.
- *Boston Zoning Code, Harborpark District, Article 42A, 1990.* The planning area falls within the North End and Downtown Subdistricts of the Harborpark zoning district. The zoning emphasizes public access and water dependent uses, and establishes height, massing, setback and public realm requirements to advance these interests.
- *The Boston 2000 Plan, 1991.* The Boston 2000 Plan was adopted by the City as the master plan for the Central Artery air rights, covering the footprint of the elevated artery from Causeway Street to Kneeland Street. The Plan articulates broad principles for the development of the 27-acres of land after the removal of the elevated highway, devoting seventy-five percent of the land to open space and the remaining twenty-five percent for commercial and residential uses. A primary focus of the plan was to reconnect Boston's Downtown neighborhoods with the waterfront and HARBORWALK.

- *Boston Zoning Code, Central Artery Special District, Article 49, 1991.* The goals and objectives of this Article and the Central Artery Special District Plan are to direct downtown development in a way that promotes balanced growth for Boston that is sensitive to surrounding neighborhoods, provides public access, connections, and public open spaces.
- *Port of Boston Economic Development Plan, 1996.* A joint effort between the BRA and the Massachusetts Port Authority, the Plan studied the maritime industrial economy of Boston and land use needs of Maritime businesses. The goal of the Plan was to make the port more competitive in the global market place by: promoting and encouraging development of the seaport economy; maintaining maritime jobs and preserving property for maritime industrial uses; provide waterside and landside public infrastructure to support growth of the industrial seaport; promote the port as a component of the Boston tourist trade; and redevelop portions of the port for a mixed Harbor-wide economy.
- *Boston Harbor Islands National Recreation Area, 1996.* The United States Congress designated the 34 harbor islands as a National Recreation Area, to be managed by the National Park Service. The park also includes 16 islands of the Boston Harbor Islands State Park which was established in the 1970's. The Downtown Waterfront serves a key gateway to the Harbor Islands, with water transit terminals at Long Wharf and the opening of the Harbor Islands Pavilion on the Greenway in June 2011, which provides maps, ticket kiosks and information on island programming, history and activities.
- *City of Boston Inner Harbor Passenger Water Transportation Plan, BRA, 2000.* The BRA's Passenger Water Transportation Plan for Boston Inner Harbor is intended to address the growing appeal of water travel and promote access to the harbor by boat for residents, commuters, and visitors. To accommodate anticipated growth in ferry travel, the Plan focuses on expanding the capacity and quality of Boston's water transportation terminals and associated intermodal connections. Four Inner Harbor districts are analyzed in the Plan: Downtown, South Boston, Charlestown and East Boston. The Plan describes how and where to provide appropriate terminal and boating facilities to encourage the full growth of the ferry industry in response to the increasing demand for new routes and services.
- *The Fort Point Channel Watersheet Activation Plan, 2002.* A collaborative effort between the BRA, the Fort Point Channel Working Group and Fort Point Channel Abutters Group, the Plan envisions the channel as a location for a wide range of water's edge and "floating" public uses, including piers, docks and landings for cultural attractions, recreational boating and sightseeing. The Plan also endeavors to seamlessly balance these public uses with the existing water-dependent uses along the Channel, including the Gillette facility and Neptune Marine Services, as well as advancing water transportation initiatives.
- *The Crossroads Initiative, 2004.* This effort focuses on enhancing the safety, accessibility, environmental quality, and the economic vitality of twelve cross streets proving seamless connections from Boston's downtown neighborhoods through the Greenway to the waterfront.
- *Facilities of Public Accommodation: Commercial Retail & Restaurant Market Demand and Supply Analyses, 2006.* This study evaluated the market support for commercial FPA development within the Water's Edge Districts of Boston. The intent was to create an understanding of how much space the market can reasonably be expected to absorb in each District over the course of the next 25 years and the conditions necessary for that space to be economically viable and sustainable in the long term.
- *Study of Cultural, Civic, and Non-Profit Facilities of Public Accommodation in Boston, 2005.* This study analyzed the network of public spaces on the waterfront in relation to the spatial needs of Boston's cultural, civic, educational and non-profit organizations. Existing FPA space was inventoried as well as new space projected to come on line in the next ten to fifteen years. Several themes specific to the Downtown Waterfront are referenced in the study, including the presence of numerous visitor destinations and a strong market for additional hotels, museums and restaurants; the presence of water



dependent uses and opportunities for new water-based recreation and historical interpretive elements; new residential development in the area and the need for FPA's that serve such populations; and the need to coordinate FPA planning with the new open space and development plans associated with the reclaimed Central Artery land. The study also provides suggestions for future cultural, recreational, entertainment and temporary uses in the planning area.

- *The Seaport Public Realm Plan, 1999 - and the North End Historic Piers Network Plan 1999.* While not specific to the Downtown Waterfront District planning area these initiatives involve communities adjacent to the Downtown Waterfront District and provide planning context. These plans emphasize improved connections to and along the waterfront, public amenities, and enhanced civic uses and open spaces.
- *City of Boston Climate Action Planning (Ongoing).* As a coastal city, Boston is particularly vulnerable to rising sea levels and more frequent and intense coastal storms, which are anticipated with a warming climate. Under Mayor Menino's leadership, Boston has been at the forefront of climate change adaptation and mitigation planning. With the Mayor's participation in the U.S. Conference of Mayors Climate Protection Agreement in 2005, and his 2007 Executive Order Relative to Climate Action in Boston, the City is committed to meeting or exceeding the emissions targets specified in the Kyoto Protocol, by reducing community greenhouse gas emissions 25% by 2020 and 80% by 2050. The Mayor has also engaged the public in this effort through his Climate Action Community Advisory and Leadership Committees, which have developed recommendations for climate change mitigation and adaptation measures, as outlined in the 2011 report, *A Climate of Progress*. More recently the Mayor has come forth with specific policy directives to prepare the City for impacts related to sea level rise.
- *City of Boston Open Space Plan 2008-2014.* Developed by the City's Parks Department and updated every five years, the Open Space Plan provides a comprehensive overview of all the City's open space resources regardless of ownership or type of use. The plan is an integrated effort reviewing open space areas on a community level and relating these resources to demographic and socio-economic trends and needs. Through the planning process new opportunities for open space are realized and prioritized.
- *Boston Zoning Code, Green Buildings, Article 37, 2007.* The nation's first green building zoning is a key aspect of Mayor Menino's climate mitigation and adaption agenda. The zoning article requires that all new buildings over 50,000 square feet be certifiable at the LEED Silver standard. The code ensures that major building projects are planned, designed, constructed and managed to minimize adverse environmental impacts, conserve natural resources, and promote sustainable development and quality of life in Boston.
- *The Old Northern Avenue Bridge Rehabilitation (Ongoing).* The City is currently advancing design plans for the restoration of this historic triple barreled Pratt-type steel bridge. The restored bridge will accommodate vehicular traffic as well as pedestrians and bikes, serving as a link from the South Boston Waterfront to the Downtown and Greenway. The bridge will also be raised to the clearance elevation of the Moakley Bridge to better facilitate navigation of the Fort Point Channel.

### **3.0 THE DOWNTOWN WATERFRONT DISTRICT PLANNING AREA**

#### **3.1 GEOGRAPHIC AREA**

The Downtown Waterfront District Municipal Harbor Planning Area, shown in Attachment A, is framed by the Rose Kennedy Greenway to the west, Evelyn Moakley Bridge to the south and Christopher Columbus Park to the north; one of the most dynamic and active areas within the City of Boston. The area is comprised of over 26 individual parcels and includes approximately 42.1 acres of watershed and developed landside area. Over 10 acres within the planning area is open space, excluding public ways, and includes approximately 1.3 miles of continuous HARBORWALK. The parcels within the planning area include, Hook Lobster, The United States Coast Guard

Building, the Atlantic Building, the Rowes Wharf Condominium and Boston Harbor Hotel, the Harbor Towers Condominium, the Boston Harbor Garage, the New England Aquarium, the Eaton Vance Building and the Marriot Long Wharf Hotel. This area also falls within the Wharf Subdistrict of the Greenway District Study.

### **3.2 PARCELS IN THE PLANNING AREA**

The Downtown Waterfront District planning area includes the following properties:

**Long Wharf** – The oldest continually operated wharf in the country, Long Wharf accommodates a number of public and private uses and serves as one of the City's primary water transportation hubs. The 402-room Marriot Hotel and garage was opened in 1982 as part of the redevelopment and transformation of the wharf from a blighted property to the modern, service oriented uses and public open space we currently associate with the Downtown Waterfront District. The eight-story 277,000 s.f. brick building with peaked, upper story massing and bowed harbor-side wall reflects the profile of a cruise ship. The interior lobby is open to the public and connects Christopher Columbus Park to Central Wharf and Old Atlantic Avenue. In 2012 the Marriott completed a four year, \$30 million renovation of the hotel including upgrades to the lobby, the new Waterline restaurant and Harbor View Ballroom, room and suite upgrades and new public restrooms at the hotel's north entrance. As with many buildings constructed adjacent to the elevated Central Artery, the ground plane facing the Greenway does not include many openings other than service and loading entrances. Currently, Tia's Restaurant operates on the northern side of the building and various trolley tour companies have ticketing kiosks on the Greenway end of the structure. The Marriott and Long Wharf are also bounded to the north by Christopher Columbus Park. One of the City's first waterfront parks, it was opened in 1976 and updated in 2003 and provides numerous public amenities including active lawn areas, a play lot, spray fountain, the Rose Kennedy rose garden, wisteria trellis and programming throughout the year.

Additional structures on Long Wharf include the 3-story Gardiner Building, which houses the Chart House restaurant, and the brick and granite Custom House Block building. This former warehouse, constructed in 1848, rises 5-stories and now serves as office space. Both the Gardiner Building and the Custom House Block are on National Register of Historic Places. The BRA owns many of the wharf's public ways and open spaces, including the popular plaza at the end of Long Wharf which may soon accommodate a restaurant as part of the existing emergency ventilation/egress shelter constructed by the MBTA for the Blue Line. Both the north and south sides of the wharf provide water transportation terminals which service the inner harbor, harbor islands and coastal communities including Winthrop, Salem, Lynn, Quincy and Provincetown. The terminals service over one million visitors and commuters a year. The BRA has administered over \$8 million in waterside and landside upgrades over the past 15 years, including new water transportation terminals on the north and south side of Long Wharf, new and improved sections of HARBORWALK, seawall stabilization as well as public amenities such as benches and wayfinding signage.

**Eaton Vance Building, 255 State Street** – Immediately to the south of Long Wharf is the eleven-story 231,000 s.f. Eaton Vance office building, constructed in 1916. The building is owned and managed by Pembroke Real Estate, Fidelity Investments real estate division. The building was converted into office and commercial space in the 1980's by the New England Telephone company which had utilized the property as a switching center. The lower floors of the building currently provide space for several restaurants including Legal Sea Foods, City Landing and Emack and Bolio's Ice Cream. The property is located in an area with significant public foot traffic being situated between Faneuil Hall Market Place and the New England Aquarium and Long Wharf water transportation facilities. Opportunities exist to enhance the pedestrian experience around the building and connections to the adjacent Greenway and Frog Pond Foundation Park, constructed and maintained by Pembroke, which separates the property from the Harbor Garage. Several tour bus kiosks and vendors operate during the warmer months on the waterside of the building on Old Atlantic Avenue.

**Central Wharf, The New England Aquarium** – The New England Aquarium is one of Boston's premier attractions with well over 1.3 million visitors a year. The five-story, 136,000 s.f. reinforced concrete building was completed in 1969, and provides a home for over 20,000 marine animals. The primary attraction at the Aquarium is the 200,000

gallon Giant Ocean Tank which opened in 1970 and has recently been upgraded and refurbished. The facility was expanded in 1998 with the completion of the West Wing, a glass and steel addition which included a harbor seal exhibit, ticketing booth, galleries, gift shop and lobby. In 2001, the Aquarium constructed the Simons IMAX theater with a six-story high screen and waterfront deck. More recent modifications include the construction of the Marine Mammal Center on the harbor side of the building, improvements to HARBORWALK, interpretive signage, and installation of a ramp and dock system on the southern side of Central Wharf. The Aquarium conducts year-round educational programming both on and off-site, performs research, as well as maintaining marine animal care and rehabilitation in Duxbury and Quincy. The Aquarium provides for perimeter public access around Central Wharf with numerous public amenities, and maintains docking infrastructure on the north side of the wharf where its harbor and whale watch excursions operate from. The plaza in front of the Aquarium provides ticketing kiosks and is an active public gathering area.

**The Boston Harbor Garage, 70 East India Row** – The seven-story 459,000 s.f. structure provides six levels of parking with ground floor retail and office space utilized by the New England Aquarium, among others. The building is located at a hub of tourist activity with its proximity to the harbor, adjacency to the New England Aquarium, and the frontage along some of the most active parts of the Greenway. The garage also houses utilities and operational infrastructure for the adjacent Harbor Towers condominiums.

**India Wharf, Harbor Towers, 65 & 85 East India Row** – The two forty-story 400-foot tall residential towers were completed in 1971 and continue, along with the Harbor Garage and Aquarium, the concrete, brutalist architectural theme along the Downtown Waterfront. The construction of the two tallest residential structures in Boston at the time, assisted in redevelopment and reinvention of the Downtown Waterfront which had long been in decline. There are 624 units and approximately 1,200 residents within the buildings which are managed as separate condominiums. The Harbor Garage was constructed along with the towers and provides for tenant parking spaces as well as mechanical systems which serve the residential structures. The property provides perimeter public access along the waterfront as well as an enclosed yard and pool area for unit owners. The property also includes a small marina and a public plaza with a steel sculpture, entitled “Untitled Landscape” at the base of the buildings.

**Rowes Wharf, Boston Harbor Hotel & Rowes Wharf Condominium** – Completed in 1987, the Rowes Wharf development includes a mix of uses, water dependent activity, numerous public amenities, and access to the harbor. The building’s varied massing, ranging in height from seven to sixteen-stories, along with its vaulting archway creates an openness and porosity between the waterfront and the Greenway. The property includes the Boston Harbor Hotel, along with office space, residential uses and ground floor retail activity. Since the opening of the Greenway restaurants including the Alley Bar, Mistral and Pasta Beach have functioned to further activate the Atlantic Avenue side of the facility with café seating and dining. HARBORWALK is present around all of the wharfs and programming is provided throughout the summer months with music, movies and outdoor dining. Additional unique public amenities at Rowes Wharf include the waterside gazebo, an observatory known as Foster’s Rotunda, and the hotel lobby which is home to a number of Norman B. Leventhal’s historic waterfront maps. Waterside facilities include a small marina and water transportation hub providing a ticketing area and public restrooms, and commuter service to Hull as well as harbor excursion services. The water transportation terminal serves over 600,000 commuters a year and is the operational center for Massachusetts Bay Lines, Odyssey Boston Cruises and Rowes Wharf Water Transport water taxi.

**The Atlantic Building, 400 Atlantic Avenue** – This converted six-story 264,000 s.f. brick and beam warehouse currently houses the offices of the Goulston and Storrs law firm. The property fronts on Atlantic Avenue and provides HARBORWALK on the waterside of the property along with a private deck area.

**United States Coast Guard Building - Captain John Foster Williams Building, 408 Atlantic Avenue** – This eight-story building was constructed in 1918 as a warehouse for goods to be inspected at the adjacent Custom House. The structure was built by, and continues to be maintained by the Federal Government. Currently, the United States Coast Guard and Office of Homeland Security operate out of the building. HARBORWALK is present on the waterside of the building with a stairway bringing the walkway up to the elevation of the adjacent Northern

Avenue Bridge landing. Access to the building is through the old loading bays on the southern side of the building, which open onto Old Northern Avenue, an area currently being used for vehicular parking.

**Hook Lobster, 440 Atlantic Avenue** - The Hook Lobster parcel consists of less than one-half acre of land and pier, the majority of which is pile-supported structure over flowed tidelands. The property is uniquely situated between the Evelyn Moakley and Old Northern Avenue Bridges, and provides a gateway to the Fort Point Channel and South Boston Waterfront. The site is currently occupied by James Hook Lobster co., a wholesale and retail distributor of fresh seafood in Boston since 1925. After a fire destroyed the one-story warehouse style building in 2008, a modular structure was installed to conduct operations at the site. A pile supported seawater pump and pump house constructed during the MBTA Silverline Transitway Project is also present on the property.

### **3.3 WATER DEPENDENT USES AND THE WATERSHEET**

The Downtown Waterfront District accommodates a variety of water dependent uses which rely upon direct access to the harbor and serve to make the planning area's watersheet some of the most active in the City. The New England Aquarium and Hook Lobster are two such uses that utilize sea water intake infrastructure as part of their daily operations. Water dependent businesses within the Downtown Waterfront District also include a number of marinas and water transportation operators. Marina facilities are currently located at Rowes Wharf and India Wharf Marina, where Boston Harbor Mini Speed Boats have been in operation for the past two seasons. Boston Waterboat Marina has also been operating from Long Wharf for decades, and the adjacent North End wharves are home to several marinas, including Boston Yacht Haven at Commercial Wharf. Recreational mooring fields are also located proximal to the planning area including a Special Anchorage Area off of India Wharf. The Downtown Waterfront serves as the City's primary water transportation hub providing for a number of inner harbor and coastal community service options. Water transportation facilities are found at Rowes Wharf where Massachusetts Bay Lines, Odyssey Boston Cruises, Rowes Wharf Water Transport water taxi and Boston Harbor Cruises operate vessels from, and Long Wharf where Boston Harbor Cruises and Boston's Best Cruises (Harbor Express) run sightseeing and ferry transit service. Much of the watersheet within the Downtown Waterfront District is also within the 'magenta zone', which is an area declared to be non-navigable by the United States Congress and therefore not subject to United States Army Corps jurisdiction.

### **3.4 TRANSPORTATION INFRASTRUCTURE**

Significant transportation infrastructure is located in and around the planning area due to the Downtown Waterfront's central location within the City and proximity to visitor, business and residential uses. The area has unique transportation requirements due to the convergence of various uses, attractions and landside and waterside transportation infrastructure. The western extent of the planning area is framed by the Thomas P. O'Neill Tunnel (I-93) and surface artery roads which provide access for regional and local vehicular traffic to Downtown. The area is also served by public transit with the MBTA's Aquarium Blue Line station at the base of Long Wharf, as well as rush hour bus service on Atlantic Avenue and the F1, F2 and F4 ferry routes, providing service from Long Wharf and Rowes Wharf to Charlestown, Quincy, Hull, Hingham, Salem, Logan Airport and more recently Winthrop and Lynn. Means to better connect transit nodes, enhance landside and waterside public transportation infrastructure, and improvements to bicycle and pedestrian access and circulation will be explored during the planning process to contend with current and future traffic congestion challenges. Additionally there are a number of sightseeing tour operators such as the Boston Duck Tours and Old Town Trolley that run ticketing kiosks and stops from the Long and Central wharf area.

## **4.0 THE DOWNTOWN WATERFRONT ACTIVATION AND PUBLIC REALM PLAN**

Planning for the Downtown Waterfront District Municipal Harbor Plan will be informed through the development of a Downtown Waterfront Activation and Public Realm Plan. The plan will follow the model established by the Fort Point Channel Watersheet Activation Plan which has provided a menu of public realm benefits to facilitate the development of subsequent Downtown harbor plans and plan amendments.

The BRA has already sponsored two public workshops to engage a variety of stakeholders and draw upon their ideas and concepts for waterfront programming, activation and infrastructure improvements. The BRA and their consultant team will be developing and refining the plan over the next five months during which time a draft will be provided for additional input from the public as well as the Municipal Harbor Planning Advisory Committee. The plan will also be informed by several MHP Advisory Committee subcommittees that will be convened to review matters specific to climate change, water-dependent uses and year-round programming within the planning area. A final plan is anticipated by late fall 2013.

The waterfront activation and public realm plan will address the following key elements:

- Identify and prioritize year-round and all-hour public uses that will ensure that the Downtown Waterfront retains and enhances its role as a special destination.
- Address the needs of water-dependent uses along the Downtown Waterfront.
- Recommend appropriate locations for docks, landings, floating barges, fishing piers, moorings, marinas, boat houses, permanently-moored vessels, water transportation terminals, and water taxi docks, as appropriate.
- Recommend landside facilities that will be needed to support the activation of the watersheet.
- Recommend programming opportunities for the Downtown Waterfront for recreation, education, culture and entertainment.
- Identify points of access to the Downtown Waterfront from surrounding areas and neighborhoods by various modes, including vehicular, pedestrian, transit, water transportation, bicycle and also links to other open spaces, waterfront areas, and destinations.
- Identify and improve key connections between the waterfront, Greenway and adjacent communities and open space resources.
- Identify means of enhancing and protecting the variety of open space resources within and around the planning area, as well as opportunities for new open space areas.

## **5.0 THE MUNICIPAL HARBOR PLANNING ADVISORY COMMITTEE (“MHPAC”)**

The Downtown Waterfront MHPAC consists of members appointed by the Mayor from all of Boston’s waterfront communities, as well as representatives from institutions, resident associations and business organizations within the planning area. The Advisory Committee also includes elected officials and representatives from federal, state and local regulatory agencies, harbor advocacy groups and commercial interests. A complete list of the MHPAC members is included as Attachment D.

The BRA and their consultants will hold regular public meetings during the MHP planning process as well as coordination meetings with stakeholders, officials and agencies having jurisdiction over, and ownership interests in the planning area. The Office of Coastal Zone Management and the Department of Environmental Protection will be consulted throughout the planning effort.

The BRA will meet with the MHPAC monthly during the planning process and the committee will serve to advise the City on the development of the MHP. The MHPAC will be provided with background on the planning area and the context within which the planning effort will proceed, including review of the Greenway District Study Guidelines. Property owners within the planning area will also present the committee with proposed modifications and development programs related to their property. The MHPAC will also review the Waterfront Activation and Public Realm Plan and discuss possible substitutions, offsets and amplifications that might be

associated with proposed development programs. A schedule and tentative list of proposed topics for each of the MPHAC meetings is provided in Attachment E.

## **6.0 PUBLIC PARTICIPATION PROCESS**

The public participation program associated with the Municipal Harbor Plan commenced in March of this year with a series of public events, including walking tours of the planning area and project overview presentation held at the New England Aquarium IMAX Theater, which attracted over 150 stakeholders. The BRA and their consultant team have also held two public workshops to develop the Waterfront Activation and Public Realm Plan, the first of which was attended primarily by residents, business operators and representatives from advocacy organizations; the second workshop focused on a younger professional demographic with an interest in waterfront and harbor related issues. Outreach for these events built upon the recent Greenway District Study program which included a broad spectrum of residents, property owners, advocacy organizations and public agency representatives. Additional contacts were also made with resident, commercial and neighborhood associations in and around the planning area, as well as with water dependent and harbor specific public and private entities.

The Municipal Harbor Planning Advisory Committee meetings will serve as the public forum for review and discussion of all aspects of the planning process. The MPHAC meetings will be held monthly during the planning effort and will be open to the general public; Attachment E provides a proposed meeting schedule and subject matter to be covered. Most meetings will involve a presentation by BRA staff and their consultant team on a designated topic with an opportunity for public discussion and questions at the end of the meeting. Property owners within the planning area will also be invited to appear at scheduled meetings to review proposed development programs. Notice of meetings and agendas will be posted on the BRA's website, the project website and emailed to distribution lists compiled from prior planning events and MPHAC meetings. Subsequent to meetings all presentation material will also be posted on the BRA's webpage. Throughout the process the City will continue to consult with Office of Coastal Zone Management and the MassDEP Waterways Program and keep staff apprised of meetings and related events.

## **7.0 THE MUNICIPAL HARBOR PLANNING PROCESS**

The Downtown Waterfront District Municipal Harbor Plan will bring together the many planning efforts that have been undertaken over the years that relate to the Downtown area and Boston Harbor. The process will afford the City of Boston an opportunity to benefit from the public access and waterfront activation provisions of the state's Harbor Planning Program and Waterways Regulations while developing a plan that is responsive to the unique characteristics of the Downtown Waterfront District. The BRA, with the help of its consultant team of Utile Inc., Durand & Anastas Environmental Strategies, and Noble & Wickersham, will work with CZM and MassDEP to develop a Municipal Harbor Plan that meets planning objectives specific to the Downtown Waterfront District and is consistent with CZM's program and the state's tidelands policies.

### **7.1 PLANNING OBJECTIVES FOR THE DOWNTOWN WATERFRONT DISTRICT**

The Downtown Waterfront District ("District") is Boston's first waterfront and provides a unique nexus between the City's historical resources, cultural, civic, residential and commercial uses; as well as numerous recreational opportunities and extensive landside and waterside transportation infrastructure. The District is arguably the most activated stretch of waterfront in the Commonwealth, with a wide variety of active water-dependent uses. In many ways, the goals of the Chapter 91 and MHP programs have been met and exceeded. However, one important reason the City is pursuing this MHP is to further improve upon the area's successes and expand the opportunities for developing an even more vibrant waterfront.

The objectives for the future of the District are to enhance the numerous resources within the planning area to further increase public access to the waterfront, improve activation and year-round programming of the watershed and landside areas, enhance connections between the waterfront, the Greenway and adjacent communities, and facilitate greater building density and diversity of uses that complement the unique open space

resources of the District. The City also hopes to update the approach to managing both the water sheet and the public open spaces to accommodate multiple uses by many people. The general concepts that will guide the MHP planning process include the following:

**Continue to Develop the District as an Active, Mixed Use Area that is an Integral Part of Boston's Economy** – It is the existing mix of commercial, retail, residential, cultural and recreational uses that make the Downtown Waterfront one of the most attractive successful districts within Boston. This District is the most active of Boston's waterfront communities due to its concentration of attractions and adjacencies to Faneuil Hall Marketplace, the Rose Kennedy Greenway, Fort Point Channel and the quickly developing South Boston Waterfront Innovation District. Efforts must be made to further develop the mix of uses to attract new populations to the area, during all times of the day and seasons throughout the year. The removal of the elevated artery highway has left residual spaces that are underutilized and inactive building edges that are oriented away from the Greenway and waterfront. New programming concepts, design principals and development that fronts on both the waterfront and Greenway can reactivate these areas and enliven the public realm. Crucial to this effort will be the advancement of an active and diverse ground floor environment that mixes restaurant, retail, civic and cultural uses to engage the public and enhance the streetscape and adjacent open space areas. Additional residential and office uses will also be central to the economic advancement and continued year round activation of the District. The current and future activation and programming of the District also has implications for congestion within the area requiring a review of means to improve pedestrian circulation and efficient multimodal transit opportunities. The redevelopment of properties within and adjacent to the planning area, and the possible reduction of public parking spaces in Downtown, will require a focus on enhancing public transportation options and promoting alternative means of transit.

**Promote Access to Boston Harbor, the Harbor Islands and Water Transportation** - The Downtown Waterfront District is the most active of Boston's waterfront communities with over 12 million visitors frequenting the area and 1.4 million utilizing its water transportation services. Water transportation terminals at Long Wharf and Rowes Wharf, the Boston Harbor Island Alliance Pavilion on the Greenway, continuous HARBORWALK and waterfront plazas, and facilities of public accommodation such as the New England Aquarium provide a significant amount of infrastructure in the area. Opportunities exist to build upon existing water transportation infrastructure and improve multi-modal transit connections to alleviate current and future congestion within the planning area. Underutilized areas along the harbor will also be reviewed to improve access, pedestrian circulation and create a more "user friendly" waterfront. Modifications could include permanent ticketing and waiting areas for water transportation, updated transit and ferry wayfinding signage, and programming such as a waterside element of the Freedom Trail. Other improvements might include the reconstruction of historic T-Wharf, activating the underutilized dock on the south side of Central Wharf, and subsidies to provide for additional service to the Harbor Islands and inner harbor water transportation.

**Improve Waterfront Wayfinding and Open Space Connections** – The District's waterfront has continuous HARBORWALK, providing a seamless connection from the Fort Point Channel and South Boston Waterfront to the North End. The HARBORWALK at Rowes Wharf was some of the first sections of HARBORWALK constructed in the City, and established the standard that is expected throughout Boston's waterfront. The completion of the Marine Mammal Center at the Aquarium provides an example of some of the most recent, improved portions of the walkway system. The HARBORWALK as a whole, however, lacks continuity in quality and a unifying design theme. The planning process will provide an opportunity to explore improved means of wayfinding signage so the HARBORWALK system "reads" more intuitively to the public and makes connections to the adjacent Greenway. The integration of HARBORWALK into existing wayfinding initiatives such as Connect Historic Boston, an effort to better connect Boston's historic resources with transit, bike and pedestrian paths, will also be reviewed. Portions of HARBORWALK that present design challenges will also be addressed in the planning process. The southern extent of the planning area will be an area of particular focus due to the existing bridges which create discontinuity in the HARBORWALK sequence, as well as the waterside of 400 Atlantic Avenue where HARBORWALK in the form of a stairway lacks universal access. Opportunities in this area also exist to establish a more formal gateway and connection between the Greenway and the South Boston Waterfront Innovation District. Access to the water and HARBORWALK system can be improved upon with new development which is designed to increase visual access to

the waterfront at building edges or through-building connections. The District also affords the potential for more extensive historic and interpretive signage to further engage the public and activate public spaces.

**Enhance Open Space Resources and the Public Realm** – Opportunities for the creation of additional open space resources within the District will be explored through the planning process. The Boston Parks and Recreation Department’s most recent Open Space Plan (2008-2014) indicates that the broader Downtown Boston area, which includes the Downtown Waterfront and adjacent communities, as underserved with regard to open space available to local residents with only 2.25 acres per thousand residents, far below the city’s overall ratio of 7.47 acres per thousand residents. The Downtown community must also share many of their open space resources with the tourists and office workers that frequent the District. There is also a lack of open space areas with opportunities for active recreational use, as most of the parkland is designed and sized for passive uses. The Chapter 91 Waterways open space performance standards for non-water dependent projects will facilitate increases in open space within the planning area and ensure its activation and maintenance. New development programs should also address these needs and must serve to protect and enhance the quality of existing open space resources and promote the public’s use of these areas. Throughout the planning process, design opportunities will be explored to improve the public realm along the edges of existing buildings and create new “front doors” to remedy the condition of many properties along the Greenway which have their parking entrances, loading docks, service entrances and mechanical systems facing the parks. Additionally, creative concepts and resources for further programming open spaces for year round, off-hour and weekend activation will also be addressed through the planning process.

**Create a Climate Resilient Waterfront** – With rising global temperatures, coastal cities such as Boston must prepare for increasing sea levels, more frequent and intense storm events, and heat waves. As much of the Downtown waterfront is comprised of historic fill placed at an elevation a few feet above mean high water, and with expected increases in sea level by 2100 ranging from 2 to 6 feet, the District is vulnerable to sea water inundation. The affects of higher seas is already apparent at the ends of Long and Central Wharves which are inundated during storm surges and high-high tide events. As the new building infrastructure planned for the District will have an anticipated life span of 50 to 100 years, the implementation of climate smart development principals as part of these projects will be a necessity. Opportunities will be explored to integrate climate resiliency with energy conservation measures such as combined heat and power and district energy system that will allow property owners to save on energy costs and also maintain building functionality during power outages due to storms or inundation. The planning effort will allow for a review of anticipated climate change impacts on existing and future built infrastructure and a review appropriate and practical adaptation strategies.

**Implement the Greenway Study Wharf District Guidelines** – The Greenway District Guidelines articulate four planning goals for the Wharf District: create and enhance access to the waterfront and South Boston; reinforce the openness represented by existing freestanding pier like structures; facilitate the accessibility of HARBORWALK; and, further diversify abutting uses. Guidance specific to the Wharf Subdistrict provides background on existing urban design parameters and context for future development programs in the area. Reference is made to the unique free standing pier-like structures along the waterfront that vary in height, uses and architectural style, and contrast with the continuous urban blocks found on the east side of the Greenway. In order to enhance the relationship and connections between the waterfront, nearby open space parcels and existing buildings, the Guidelines specify that new development should emulate the pier based development patterns, including varied massing and openings to the harbor and create new perpendicular connections between the Greenway and HARBORWALK.

## **7.2 EXISTING CONDITIONS**

The MHP will provide an overview of existing conditions within the MHP planning area including detailed mapping information, data tables, existing conditions photos, existing built infrastructure and uses, property ownership, delineations of Chapter 91 jurisdiction including Commonwealth and Private Tidelands, open space resources, landside and waterside public amenities, Facilities of Public Accommodation, water dependent uses, transit locations, and additional information relevant to the Downtown Waterfront. The MHP will also provide a



summary of prior and current planning projects specific to the Downtown Waterfront and how the MHP planning process will build upon and complement these initiatives.

### **7.3 SUBSTITUTIONS, OFFSETS AND AMPLIFICATIONS**

The MHP provides the City with the means to tailor the state's Waterways Regulations through the use of substitute provisions, offsets and amplifications to meet the City's development and planning goals and respond to harbor specific conditions. Substitute provisions may include alternative use limitations or numerical standards that are less or more restrictive than Waterways requirements provided they are accompanied by related measures that will offset adverse impacts on tidelands policy objectives in a manner that is of comparable or greater effectiveness than the Waterways standards. The MHP process also allows for the amplification of the discretionary requirements of the Waterways Regulations. For example, the City of Boston routinely requires a more generous HARBORWALK than what is required by the Waterways Regulations.

The Municipal Harbor Plan will examine opportunities to modify the use and numerical standards of the Waterway Regulations to reflect the local vision for the Downtown Waterfront. A site by site review of potential substitutions will be provided in the MHP as well as recommended offsets. Offsets are required by MHP Regulations to mitigate or compensate on both a parcel by parcel and an area-wide basis for any adverse effects of substitute provisions on water-related public interests. The development of offsets will draw from the Downtown Waterfront Activation and Public Realm plan. Proposed offsets will be commensurate with the degree of any adverse effect to public access, pedestrian level activities, and water-dependent use, employing an approach that is either quantitative, such as one unit of replacement for one unit lost, or qualitative, such as a package of varying types of improvements that improve the quality of the water-related public interests. The latter strategy can provide greater opportunity to develop a package of offsets, either onsite or offsite when a particular location cannot accommodate corresponding offsets.

Due to the existing conditions within the MHP planning area, prior planning efforts and the numerous opportunities to enhance landside and waterside access, public amenities, and water dependent uses, it is anticipated that substitutions or amplifications may be pursued for the following standards:

- Building Height (310 CMR 9.51(3))
- Facilities of Public Accommodation (310 CMR 9.51(3) and 310 CMR 9.53(2))
- New Pile Supported Structures (310 CMR 9.51(3))
- Water Dependent Use Zone (310 CMR 9.51(3))
- Water Dependent Uses Along Shoreline (310 CMR 9.52)
- Lot Coverage and Open Space (310 CMR 9.51(3) and 310 CMR 9.53(2))
- Activation of the Waterfront (310 CMR 9.53(2))

### **7.4 CONSISTENCY WITH STATE POLICIES AND OBJECTIVES**

The MHP will include a section focused on compliance and consistency with CZM's policies and state tidelands objectives and associated regulations. The MHP will also include a discussion regarding the MHPs consistency with any applicable state planning efforts related to the planning area.

### **7.5 IMPLEMENTATION**

The MHP will include a section discussing how the MHP will be enforced and implemented. It is anticipated that zoning amendments will incorporate the specific allowances and requirements of the MHP. The MHP will include a discussion of any municipal regulatory and policy changes, process and timeframe for such changes, lead responsibilities, and where applicable, cost estimates.

- Regulatory Changes - Identify any recommended modifications to the Boston Zoning Code and City policies, such as dimension and use regulations, open space requirements, setbacks from the waterfront, and height restrictions.
- Process – Describe the process for accomplishing changes, such as zoning, and offset requirements and the timeframes in order to demonstrate City's commitment to effectuating mitigation in a timely manner.
- Schedule – Develop a list of priorities for implementing the Municipal Harbor Plan recommendations, identifying the agency with lead responsibility.
- Cost Estimates – Provide a range of costs for any capital improvements recommended.



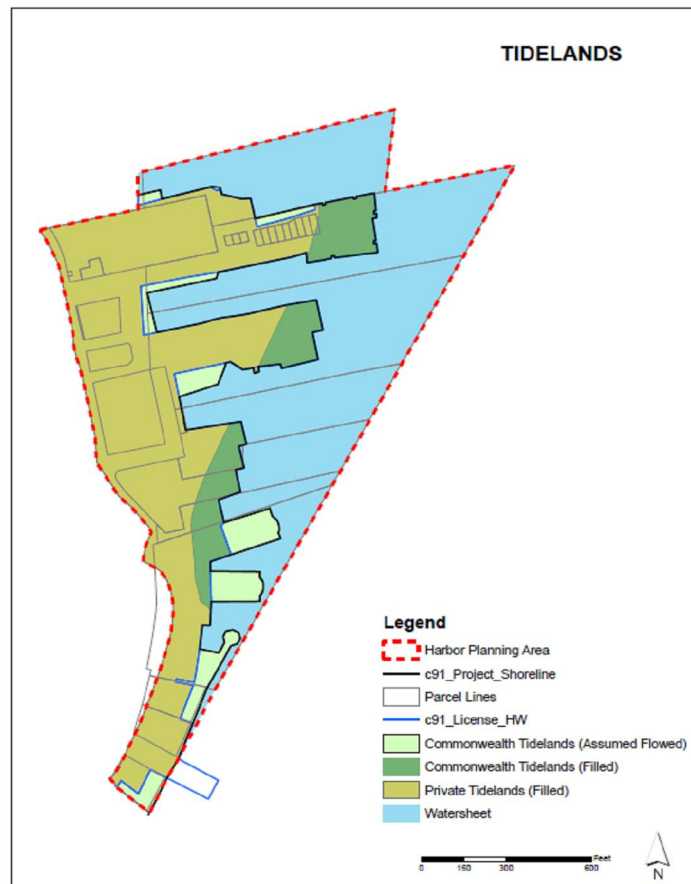
## Attachment B

### Tidelands Summary

Downtown MHP - Area Summary

(Units: Acres)

Harbor Planning Area	42.1		
<b>Watersheet (seaward of project shoreline)</b>			
Flowed Commonwealth	20.2		
<b>Area within Project Shoreline</b>			
	21.9		
Filled		20.17	
			16.98
Private			
			3.19
Commonwealth			
Flowed			
Commonwealth (Assumed)			1.73
<b>Total Commonwealth Tidelands</b>			
Filled and Flowed			25.12
<b>Total Private Tidelands</b>			
Filled			16.98



## Attachment C

### City of Boston Harbor Planning Initiatives

1973	<b>Charlestown Navy Yard Master Plan</b> (amended 1978, 1991)
1984	<b>HARBORWALK Program</b> Ongoing
1985	<b>Boston Harbor Project (MWRA)</b> Completed 2001
1990	<b>Harborpark Plan Municipal Harbor Plan</b> Approved by EOE May 1991 North End, Charlestown Gateway, Charlestown Navy Yard, Dorchester/Neponset
1993	<b>Back to Beaches Program (DCR)</b>
1995	<b>Neponset River Greenway (DCR)</b> Ongoing
1996	<b>Port of Boston Economic Development Plan (Massport/BRA)</b>  <b>New Charles River Basin Master Plan (DCR)</b>  <b>Lower Neponset River Reservation Master Plan (DCR)</b>
1997	<b>Long Island – Dorchester Beaches Public Access Plan</b>
1999	<b>South Boston Marine Industrial Park Master Plan (BRA/EDIC)</b>  <b>Seaport Public Realm Plan</b>  <b>North Station Limited Geographic Amendment (Harborpark Plan)</b> 226 Causeway Street, 131 Beverly Street, 160 North Washington Street, Lovejoy Wharf and part of Gridley Locks  <b>Minor Geographic Amendment to Harborpark Plan</b> Charlestown Navy Yard - Building 114
2000	<b>Boston Inner Harbor Passenger Water Transportation Plan</b>  <b>South Boston Waterfront District Municipal Harbor Plan</b> Approved by EOE December 2000
2001	<b>Massachusetts Port Authority Memorandum of Understanding</b> South Boston/Commonwealth Flats  <b>East Boston Municipal Harbor Plan</b> Approved by EOE July 2002 Clippership Wharf, Hodge Boiler Works

- 2002                    **Fort Point Channel Watersheet Activation Plan**
- Massachusetts Port Authority Memorandum of Understanding, East Boston**
- Fort Point Downtown Waterfront Municipal Harbor Plan Phase I**  
Approved by EOEa October 2002  
500 Atlantic Avenue
- Amendment to South Boston Waterfront District Municipal Harbor Plan**  
Approved by EOEa January 2003  
Parcel J Fan Pier Development Project "Institute of Contemporary Art"
- 2003                    **Fort Point Downtown Waterfront Municipal Harbor Plan Phase II**  
Approved by EOEa March 2004  
Russia Wharf
- 2006                    **Lovejoy Wharf Municipal Harbor Plan Amendment**  
Approved by EOEa October 2006
- Facilities of Public Accommodation Studies**  
Study of Cultural, Civic and Non-Profit FPA's in Boston  
FPA Commercial, Retail and Restaurant Market Demand Analysis
- 2007                    **Charlestown Navy Yard Waterfront Activation Plan**  
**Charlestown Navy Yard Water-Dependent Use Management Plan**  
Approved by EOEa April 2008
- 2008                    **Amendment to the East Boston Municipal Harbor Plan**  
Approved by EOEa December 2008 Part I  
March 2009 Part II  
80 Border Street, Boston East Parcel, 6-26 New Street
- 2009                    **Amendment to South Boston Waterfront District Municipal Harbor Plan**  
Approved by EOEa October 2009  
Fort Point District 100 Acres Master Plan, Gillette Parcels

## Attachment D

### Downtown Waterfront Municipal Harbor Planning Advisory Committee Members

#### Chairman

Jack Hart, Esq.

#### Neighborhood Representatives

Harbor Towers I: Ann Thornburg  
Harbor Towers II: Meredith Rosenberg  
Rowes Wharf: Paul Saperstein  
Broad Street: John Gambino  
North End: Francine Gannon  
North End: Bob Venuti  
Charlestown: Lois Siegelman  
East Boston: Brian Gregory  
South Boston: Lorraine Downey  
Dorchester: Orlando Perilla

#### Ex Officio

Boston City Council: Councilor Salvatore LaMattina  
Boston City Council: Councilor Bill Linehan  
Massachusetts State House: Senator Anthony Petrucci  
Massachusetts State House: Representative Aaron Michelwitz

#### Government Agency Representatives

Massachusetts Port Authority: Andrew Hargens, Senior Planner/Project Manager  
Massachusetts Water Resources Authority: Marianne Connolly, Senior Program Manager  
Massachusetts Department of Transportation: Richard Davey, Secretary and CEO  
Massachusetts Department of Transportation: Clinton Bench, Deputy Director of Planning  
Boston Environment Department: Jake Glickel, Chief of Staff

#### At-Large Representatives

The Boston Harbor Association: Vivien Li, President  
Save the Harbor Save the Bay: Bruce Berman, Director  
Save the Harbor Save the Bay: Patty Foley, President  
A Better City: Richard Dimino, President and CEO  
Boston Shipping Association, Inc.: Dick Meyer, Executive Director  
Seaport Advisory Council: Louis Elisa, Executive Director  
Greater Boston Chamber of Commerce: Jim Klocke, Executive Vice President  
National Park Service: Cassius Cash, Superintendent  
National Park Service: Bruce Jacobson  
Institute for Human Centered Design: Valerie Fletcher, Executive Director  
Institute for Human Centered Design: Christopher Hart, Dir. of Urban & Transp. Projects  
Boston Society of Architects: Eric White, Executive Director  
Boston Natural Areas Network: Valerie Burns, President  
Greater Boston Real Estate Board: Gregory Vasil, CEO  
Boston Harbor Island Alliance: Philip Griffiths, President  
New England Aquarium: Bud Ris, President and CEO  
Wharf District Council: Suzanne Lavoie, Executive Director  
Rose Fitzgerald Kennedy Greenway Conservancy: Linda Jonash, Director of Planning and Design  
Friends of Christopher Columbus Park: Joanne Hayes-Rines, President

## Attachment E

### MHPAC Meeting Schedule and Proposed Topics

Meeting 1	Preliminary discussion with MHP Committee and Review of Chapter 91 and MHP Regulations
Meeting 2	Presentation/Discussion of Planning Area and Context and Greenway District Use and Development Guidelines
Meeting 3	Review 1 <sup>st</sup> draft of Request for Notice to Proceed with Committee and Establishment of Working Groups: <ul style="list-style-type: none"><li>• Climate Change</li><li>• Water Dependent Uses</li><li>• Year-round Programming</li></ul>
Meeting 4	Presentations by Property Owners, Developers and Public Projects
Meeting 5	Presentations by Property Owners, Developers and Public Projects
Meeting 6	Presentations by Property Owners, Developers and Public Projects
Meeting 7	Discussion on Urban Planning Context and Analysis of Property Owner Plans
Meeting 8	Presentation/Discussion Waterfront and Public Realm Activation Plan and Reports from Working Groups
Meeting 9	Discussion and Analysis of Substitute Provisions/Offsets/Amplifications
Meeting 10	Discussion and Analysis of Substitute Provisions/Offsets/Amplifications
Meeting 11	Draft Substitute Provisions/Offsets/Amplifications
Meeting 12	Draft Substitute Provisions/Offsets/Amplifications
Meeting 13	Draft MHP Review
Meeting 14	Draft MHP Review



## **Attachment F**

### **Planning Staff and Consultant Team**

#### Boston Redevelopment Authority

Richard E. McGuinness, Deputy Director for Waterfront Planning  
Chris H. Busch, Senior Waterfront Planner  
Lauren Shurtleff, Senior Planner

#### Consultant Team

Utile, Inc.  
Durand & Anastas Environmental Strategies  
Noble & Wickersham

## Attachment G

### Source Documents and Resources

Wharf District – Financial District Edges Study, Artery Business Committee, June 2004  
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