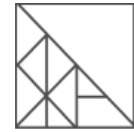


# **Greenway District Planning Study Use and Development Guidelines**

**City of Boston  
Mayor Thomas M. Menino**

**Boston Redevelopment Authority  
John F. Palmieri, Director**

**August 2010**



Boston  
Redevelopment  
Authority

**City of Boston**

Mayor Thomas M. Menino

**Boston Redevelopment Authority**

One City Hall Square  
Boston, MA 02201  
617.722.4300  
[www.bostonredevelopmentauthority.org](http://www.bostonredevelopmentauthority.org)

John F. Palmieri, Director  
Brian P. Golden, Executive Director/Secretary  
Kairos Shen, Chief Planner  
Prataap Patrose, Deputy Director of Urban Design  
Richard McGuinness, Deputy Director for Waterfront Planning  
David Carlson, Senior Architect

Project Managers  
Peter D. Gori, Senior Manager Public Realm Projects  
Lauren Shurtleff, Planner II

**Utile, Inc. Architecture + Planning**

50 Summer Street  
Boston, MA 02110  
617.423.7200  
[www.utiledesign.com](http://www.utiledesign.com)

**Greenberg Consultants Inc.**

20 Niagara Street  
Unit 603  
Toronto M5V 3L8  
Ontario, Canada  
416.603.3777  
[www.greenbergconsultants.com](http://www.greenbergconsultants.com)

**HR&A Advisors Inc.**

99 Hudson Street  
3rd Floor  
New York, NY 10013  
212.977.5597  
[www.hraadvisors.com](http://www.hraadvisors.com)

**Nelson/Nygaard Consulting Associates**

10 High Street  
Suite 903  
Boston, MA 02110  
617.521.9404  
[www.nelsonnygaard.com](http://www.nelsonnygaard.com)

# [Letter from Mayor Menino]

[ This page left intentionally blank ]

# [Letter from John F. Palmieri]

[ This page left intentionally blank ]

## Table of Contents

<b>01. Purpose of the Study</b>	<b>7</b>
<b>02. Study Methodology and Summary</b>	<b>9</b>
Urban Design and Form	
Environmental Conditions	
Program and Use	
Economics	
<b>03. District-Wide Guidelines</b>	<b>11</b>
Ground Floor Program and Streetscape Activation	
Environmental Principles	
<b>04. Guidelines by Subdistrict</b>	<b>13</b>
Chinatown and Leather District	
Dewey Square	
Financial District	
Wharf District	
Town Cove	
Market District and Government Center	
North End	
<b>05. Digital Appendix</b>	<b>29</b>
Greenway Study Public Meeting Presentations	
Market District Feasibility Study Final Report	
Economic Package	
Greenway Cafe Guidelines	
Greenway District Shadow Study	

[ This page left intentionally blank ]



## 01. Purpose of the Study

The dismantling of the elevated Central Artery and the subsequent creation of the Rose Fitzgerald Kennedy Greenway introduced a new set of opportunities for the City of Boston. The City now has the ability to reconnect the downtown neighborhoods to the harbor, to convert what had been the backs of buildings to new frontages, to create a new residential neighborhood, and to activate the parks with new users and activities.

If the elevated highway divided the City, the new park system has begun to stitch together old neighborhoods. Beyond the repairing of the urban fabric, the Greenway has also created connections between districts that were previously remote. In this regard, one of the fundamental challenges facing this study is to establish a set of guidelines that is both universal enough to enhance the continuity of the existing open space system and establish it as a district in its own right, and also specific enough to reinforce the diverse characters of existing neighborhoods touching the parks. To this end, the study places equal weight on the corridor-wide urban design issues and the individual role of each potential building parcel along its edges.

This analysis required that each parcel be evaluated and understood at both the macro and micro context in order to determine its specific role and how to maximize its benefit to the entire corridor. Currently, these plots are subject to one or more zoning districts and overlays that do not account for the presence of the Greenway as one of Boston's most significant new open space assets. While much new development has already occurred in response to the decommissioning of the elevated highway, many potential development sites, both large and small, remain on the mile-long corridor. The objective of the Greenway District Planning Study is to create a set of guidelines specifically for these parcels adjacent to the Greenway and to establish design controls which achieve the following goals:

**Preserve** the newly created open spaces (environmentally, aesthetically, and economically) by identifying densities, heights and other building massing criteria that are

compatible with the recreational activities and horticultural life that are being encouraged to grow there.

**Activate** the broader public realm in and surrounding the parks by identifying and strategically locating desired uses, particularly at the ground plane, 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 and into the Downtown neighborhoods.

**Balance** the development pressures in the Greenway District with other growth areas and development opportunities in the City as a whole.

Above all, the guidelines recognize that the Greenway is not only a unified and continuous system of parks and other public amenities, but also a complex network of unique local conditions that resulted from the collision of the former highway with a multitude of urban conditions. In this regard, recommendations for the design of its built edges must be mindful of the whole and the need for continuity, but also specific and flexible enough to respond to this variety of micro-contextual issues. There is no one-size-fits all solution; each subdistrict and parcel is unique, both in terms of contributing to the long-term success and the overall public character of the Greenway as well as its responsibilities in activating its immediate context.

[ This page left intentionally blank ]

## 02. Study Methodology and Summary

In order to determine the appropriate building envelope and other design considerations for parcels along the Greenway, multiple sites in the district were selected as locations for design test cases. These sites consisted of parking garages, inactive building edges, and vacant and underutilized parcels that in some cases can be grouped and assembled into larger sites. After an initial Greenway-wide analysis of the existing conditions, hypothetical development scenarios were created at multiple scales and degrees of intervention. These development options were tested using a four-pronged approach for measuring the impacts and appropriateness of these development scenarios. Each of the four analytical tools employed--Urban Design and Form, Environmental Conditions, Program and Use, and Economics--has the ability to greatly impact the way in which people utilize spaces along the Greenway.

### Urban Design and Form

Presently, the City's fabric is in the midst of healing from a decades-long interruption created by the elevated Central Artery. Many buildings that once abutted the highway now have dormant edges that can and should be revitalized. New cross connections will continue to emerge as people begin to reconnect across the Greenway and use the space differently. The access and views to the water that exist along much of the Greenway must be preserved and celebrated; the same can be said for the view corridors that have been reintroduced with the demolition of the elevated Central Artery. Each of these aspects contributes to the special character of the Greenway District and should be reinforced.

As a first step, development scenarios were considered that:

- Relate to their immediate context in terms of appropriate heights, densities, form, and orientation;
- Enhance, or do no harm to, existing view corridors;
- Present opportunities to repair the missing "teeth" along the Greenway and provide clarity and continuity at the edge of the new public realm.

Once these scenarios were identified, they were tested for environmental impacts, feasibility of specific programs, and size of potential buildout.

### Environmental Conditions

In the summer months, shadows cast by buildings can provide welcome shade for pedestrians. Conversely, in the fall and spring, shadows can be detrimental to one's enjoyment of a space, particularly in the late afternoon and early evening hours, when additional sunlight is welcomed. Adverse wind conditions can also make an environment inhospitable to pedestrians and park users. This study aims to protect the new parks from an unfavorable microclimate.

Both high and low density development scenarios were subject to a full-spectrum shadow impact analysis between the hours of 8AM and 5PM from March 21 to October 21. Shadow impacts were measured based on several variables: location of shadow (since the effects of potential shadows cast on park parcels, ramp parcels, and the watershed were understood differently), size of shadow, and duration of shadow. Additionally, development scenario shadow impacts were measured relative to the potential shadow impacts that could be expected from future buildings conforming to the current zoning ordinances.

Wind impacts were estimated using RWDI's "Virtualwind" software to identify the general wind behavior along the Greenway corridor. This model identified likely hot spots where high wind speed will impact pedestrian activities. In addition to identifying hot spots, the study also provided some qualitative architectural strategies to mitigate wind impacts.

### Program and Use

In order to thrive and succeed, the Greenway must offer a variety of uses to engage and attract the public. The Greenway will benefit from a greater number and strategi-

cally-located retail opportunities, restaurants, cafes, markets, cultural and civic centers, offices, residences, hotels, and other amenities. The Greenway's sense of place will depend in great part on the activation of the surrounding edges of the parks with complementary uses and users.

Accordingly, the potential impacts of the full build-out scenarios were subject to a district-wide programmatic analysis. This effort tallied not only potential new building areas, but the likely uses and population associated with these areas. What emerged from this study was the conclusion that new development alone will account for an important but relatively small percentage of the entire population that will be living and working near the Greenway. It is therefore important that the Greenway is able to engage the bulk of the people who are already in the Downtown, change their behavior and attract a new regional audience who will view the Greenway as a special destination. The study looked at use and program opportunities for creating a new neighborhood and also creating places in and adjacent to the new parks that can become these destinations. To that end, the study identified new opportunities for additional housing in the Greenway District, which will naturally contribute to additional weekend and evening activity in the parks. The study also focused on the importance of the ground level and how individual projects had the potential to dramatically transform and enrich their immediate contexts with new use types as well as strategic and timely ground floor interventions.

### Economics

The Greenway is the result of a dramatic transformation of a transportation corridor into a major urban park and civic asset. This transformation has created the potential to exponentially increase the local and regional value. Over the long term, this value must be safeguarded against development that does not contribute in a meaningful way to the vitality of the parks and the public's investment in them.

In order to better understand the creation of value along the Greenway, and hence shape a policy that balances the need for development growth here and elsewhere in the City, property values in the district were tracked relative to the Central Business District as a whole. It was revealed that, with the exception of the period of heavy construction between 2000 and 2005, the value of Greenway District properties grew at a faster rate than the adjacent neighborhoods, and will likely continue to do so for the long term because of the new open spaces and connections to Boston Harbor. While the accrual of value may take a period of years based on the fact that the City has already planned for significant growth in the South Boston Waterfront and the North and South Station areas, a carefully managed approach to development was warranted around the Greenway in order to protect the public investment that has created this value in the first place (See Appendix).

[ This page left intentionally blank ]

## 03. District-Wide Guidelines

### Ground Floor Program and Streetscape Activation

While appropriate heights and densities are regulated by subdistrict, the fulfillment of certain district-wide goals that aim to activate the ground plane around the Greenway will apply. To animate the parks and to achieve a greater ground-floor public accessibility in the district, the following will be required of all proposed development in the area:

Primary building entries should face the Greenway. New buildings, or substantially renovated buildings, should have primary entries facing the Greenway. Moreover, ground floor uses and orientations should relate to adjacent features and uses along the park (e.g., the Rings Fountain in the Wharf District, and the future Mary Soo Hoo Park in Chinatown). Where this may not be feasible due to particular arrangements of the streets or other constraints, buildings should provide retail, restaurants, cafes, or other publicly accessible active programming directly along the Greenway edge.

Buildings in excess of 50,000sf must provide publicly accessible ground-floor uses fronting the Greenway. These may include restaurants, cafes, retail, cultural institutions, or other uses that enhance the sense of the Greenway as a destination. Banks, offices and other uses that do not animate adjacent pedestrian zones will not be permitted along the Greenway edges.

Ground floor retail and restaurants will conform to design standards set forth in the Greenway Café Guidelines. Even where outdoor cafes are not provided, signage and awnings will be governed by the relevant sections of the Café Guidelines for these items (See Appendix).

Because these general guidelines may not capture the particularities of each site, further clarification on ground floor use can be obtained in the more specific subdistrict guidelines under “Programmatic Goals.”

### Environmental Principles

#### Shadow

One of the objectives of the Greenway District development guidelines is to minimize the shadow impacts of new developments on the park parcels. Of particular concern are the shoulder seasons of early spring and late fall, when significant shadow impacts limit the use of the parks more dramatically, and when the microclimate most significantly affects the viability of the plantings.

While sunlight on the park parcels should be preserved as much as possible, measures to protect it should also be balanced with the need for new development and active programming at the park’s edges. To this end, the following policy will be adopted:

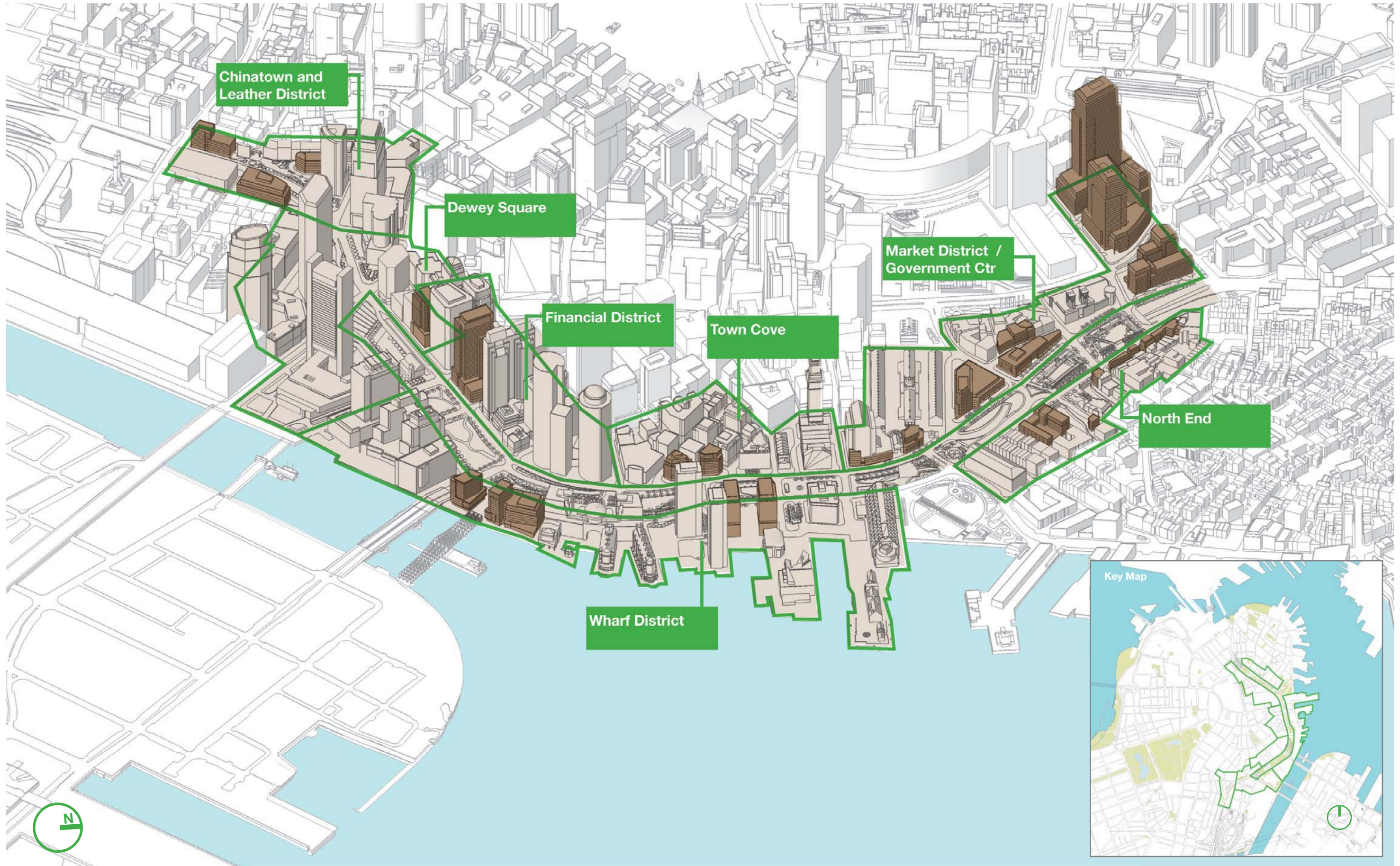
New development along the Greenway will be required to minimize any shadow impacts over and above those shadows that might be cast by an as-of-right development scheme in conformance with current zoning. While the recommended limitation on heights listed by subdistrict in these guidelines already anticipates a reduced shadow impact, new proposals will be required to consider refinements to the building shapes for the purpose of minimizing shadow impacts on the Greenway park parcels.

Shadow impacts will be judged according to several factors, including the extent of the shadow as compared to what would be created by as-of-right build-out, its duration, seasonal reach, and the ground level uses it affects. Shadows on ramps, or other future building parcels, will not be considered as detrimental as those cast on park parcels, Harborwalk or other key parts of the public realm.

#### Wind

Because of the sensitive nature of the public spaces affected, proponents of projects that fall within the Greenway District and are subject to Article 80 Large Project Review will be required to submit wind study data for projects over 100’. The BRA currently requires buildings over 150’ to undergo physically-modeled wind tunnel analysis, but given the importance of maintaining welcoming microclimactic conditions in the Greenway District, detailed wind impact studies for projects 100’ and higher is appropriate in this area. Projects will be reviewed specifically for their impact on the park parcels, Harborwalk, or other key parts of the public realm to assess their impact on pedestrian comfort levels.







## 04. Guidelines by Subdistrict

### Greenway Subdistricts

Chinatown and Leather District  
 Dewey Square  
 Financial District  
 Wharf District  
 Town Cove  
 Market District and Government Center  
 North End

### Overview, Goals, and Potential Development Sites

Each of the Greenway District's seven subdistricts is characterized by a unique set of concerns that define its identity. The particular characteristics of each subdistrict are described in the following pages. The study defines specific goals for each subdistrict based on a desire to celebrate the established character and ameliorate existing conditions that pose a challenge to the larger goals of the study. Additionally, potential development sites are identified that have the capacity to embody the subdistrict-specific goals outlined earlier.

Proposed design guidelines for each subdistrict consist of three types of recommendations, which argue for both measured, quantitative standards, as well as qualitative principles:

### Dimensional Criteria

Dimensional Criteria represent the most quantitative and concretely-defined proposed guidelines. These recommendations propose specific building height, setback and massing requirements for future development in an effort to protect the microclimate(s) of adjacent parks and public spaces. Dimensional Criteria also ensure that new development aims to preserve and celebrate the character and scale of existing buildings within each subdistrict.

### Programmatic Goals

Programmatic Goals for each subdistrict aim to better define the edges of the Greenway by suggesting active ground floor uses at select moments. While more qualitative and less precise than Dimensional Criteria, Programmatic Goals nevertheless propose specific ground floor interventions that will transform the character of the Greenway's edges.

### Connectivity

Connectivity Guidelines stress the importance of connections between each subdistrict and its neighbors. These guidelines aim to reinforce important Crossroads in each subdistrict, thereby enhancing significant view corridors and stitching together neighboring subdistricts across the Greenway.

# Chinatown and Leather District



## Overview

The Chinatown and Leather District subdistrict is distinguished primarily by the proximity of the park to the adjacent buildings. It is the only segment of the Greenway with buildings directly abutting a park, and is also the only area where the east and west sides of the Greenway are separated by a single street. While this south-facing park with potentially active uses so close to its edges has all the ingredients for a successful urban destination, underutilized properties nearby will need improvements before the space can succeed. Currently, these parcels are primarily vacant retail and restaurant spaces, as well as remnant “scarred edges” dating back to the original Central Artery construction. Filling these parcels with active uses and improving their physical appearance will provide a twofold benefit to the public realm here. Additionally, future development should strengthen the Beach Street corridor and link Chinatown and the Leather District by developing uses that animate the primary intersection of Beach and South Streets and the area marked by the Chinatown Gate. On the east side of the Surface Artery, the predominance of the garage in tandem with the I-93 on-ramp present significant hurdles to a greater continuity between the two neighborhoods.

## Goals

- ▶ Promote continuity and reinforce the neighborhood scale along the Beach Street Crossroad
- ▶ Reinforce the more dense scale and fabric at the Essex and Kneeland Street edges, transitioning to and complementing these important Crossroads
- ▶ Enliven the park with renovated storefronts and new developments at its northern edges
- ▶ Repair the fragmented parcels to the south of the park to strengthen the Surface Artery street edge and the connection to Kneeland Street











## Potential Development Sites

The **Edinboro Street sites**, particularly 2 Edinboro Street, present hold great promise for residential, hotel and/or boutique office uses. The current southern blank face presents a special architectural opportunity to front onto the park. These sites boast proximity to South Station, Chinatown and the rest of Downtown that can offers users an ideal location at the center of much of the city’s activity. Additionally, these sites can contribute to the life of the emerging Chinatown park by locating entrances and/or restaurants and cafes along its edges. Hotel uses would complement established residential and office uses already in the area. Additional height along Essex Street will provide a necessary transition to the scale of the Financial District without casting shadows on the park.

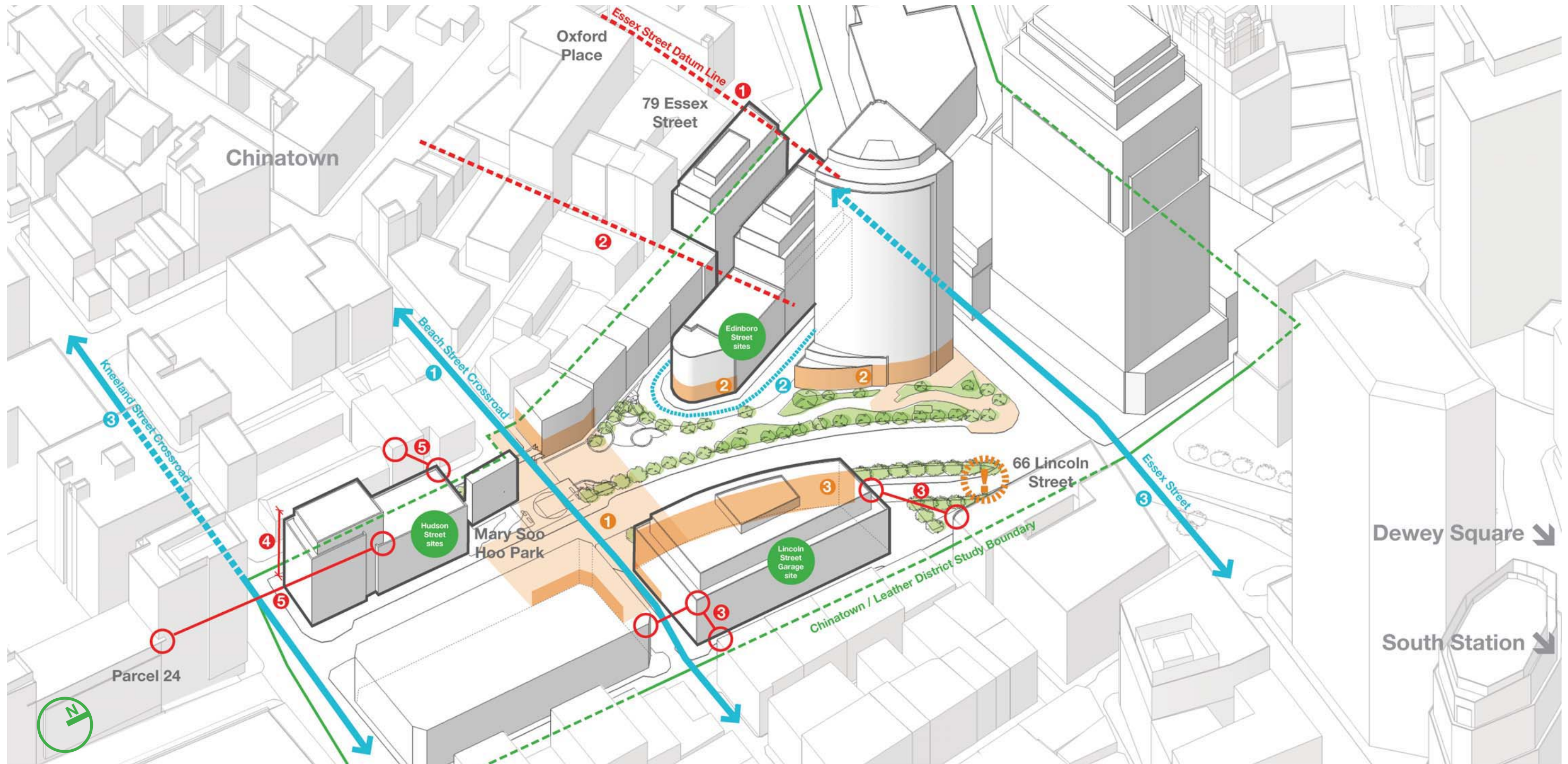
Because of the length of its frontage on the Greenway, the **Lincoln Street Garage Site**, if redeveloped, could profoundly affect the character of the Chinatown Park and the adjacent Beach Street Crossroad. The southwest corner of the property, in particular, presents a significant challenge to the legibility of the Beach Street corridor, as the active uses on Beach and Lincoln Streets are segregated from the intersection by a very active garage entry. Future additions or redevelopment of this site will be limited to 100’ by the high potential for shadows cast on the park. Development here should align with the 80’/100’ heights of the existing Leather District fabric and should reinforce the existing character and scale of the neighborhood.

The **Hudson Street Sites** present an opportunity to anchor the important Kneeland Street / Surface Artery intersection, and to create a strong gateway to the Chinatown neighborhood from the south. Additionally, development on the Hudson Street Sites can activate the ground plane south of the park. The recommended 125’ tall volume at the sites’ southern edge would create consistency on Kneeland Street as well as a much needed transition in height to the permitted development on Parcel 24.

### Subdistrict Legend

-  Subdistrict Area Boundary
-  Key Height Alignment
-  Height Datum
-  Specific Dimension
-  Area of Proposed Programmatic Activation
-  Important Pedestrian Node
-  Significant Connections
-  Pedestrian Connections
-  Significant Building Entries
-  Potential Development Sites





### Dimensional Criteria

- 1 Edinboro Street sites – Maximum height 175'. Provide a 10' setback at a height aligning with the Oxford Place building fronting Essex Street (approximately 125').
- 2 Edinboro Street sites - Step down to the existing heights at the park-facing side to align with the step-down at the back sides of Oxford Place and 79 Essex Street. Encourage double street frontage on Edinboro and Kingston Streets in this location.
- 3 Lincoln Street Garage Site - 80' height at street edges to align with adjacent buildings, 100' maximum, to align with 66 Lincoln Street, or as limited by shadow impacts on the parks, with a 10' setback.
- 4 Hudson Street sites - 125' maximum height on Kneeland Street.
- 5 Hudson Street sites - Step down to the height of the adjacent Chinatown neighborhood scale and the low-rise portion of Parcel 24. Encourage double street frontage on Hudson Street and the Surface Artery.

### Programmatic Goals

- 1 Concentrate active ground floor uses at the Beach Street Crossroads intersection.
- 2 Provide transparency and active uses at park edge and locate major building entries facing the park.
- 3 Mitigate the negative impacts on the pedestrian realm created by the I-93 on-ramp. Consider building over portions of it to bring active uses closer to Surface Artery.

### Connectivity

- 1 The continuity of the Beach Street Crossroad should be made more legible through the concentration of active uses along its edges and at the Surface Artery intersection.
- 2 Pedestrian traffic from the Financial District through Edinboro and Kingston Streets should be enhanced by redevelopment on the Edinboro Street sites.
- 3 Kneeland and Essex Streets provide clear southern and northern boundaries which delineate the district. These important thoroughways also link the area to important points both east and west such as the Common and South Station.

# Dewey Square



## Overview

Dewey Square has both the densest built surroundings and the highest volume of pedestrians of all the subdistricts along the Greenway. In this regard, Dewey Square is perhaps at a more mature stage of its urban development than those areas where the “scars” of the Central Artery are more apparent. With the exception of the Hardware/NSTAR site, there are relatively few locations where significant new buildings might be located in this area. The goals for Dewey Square should therefore focus less on large development and more on small-scale interventions that improve the public realm and reinforce the physical definition of Dewey Square as a place and a destination. The northwest edge of One Financial Center, for example, is presently underutilized because of the vent structure and highway ramps located there. Strategic additions at this and similar locations could reclaim underutilized areas and diversify and strengthen the ground floor uses around the Square. The area already has an established abundance of pedestrians, and a few select programmatic interventions should give additional pass-through visitors a reason to pause.











## Goals

- ▶ Fill in underutilized building edges at the periphery of the Square
- ▶ Leverage the existing high pedestrian counts in future public realm improvements
- ▶ Locate any new construction at the northwest portion of the subdistrict where the context is already dense, opportunities to improve the Purchase Street edge are great, and the potential for new negative environmental impacts is small
- ▶ Enable the Summer Street Crossroad to serve as a connection from the Downtown and the Greenway to the Fort Point Channel, the South Boston waterfront, and the Boston Convention and Exposition Center.

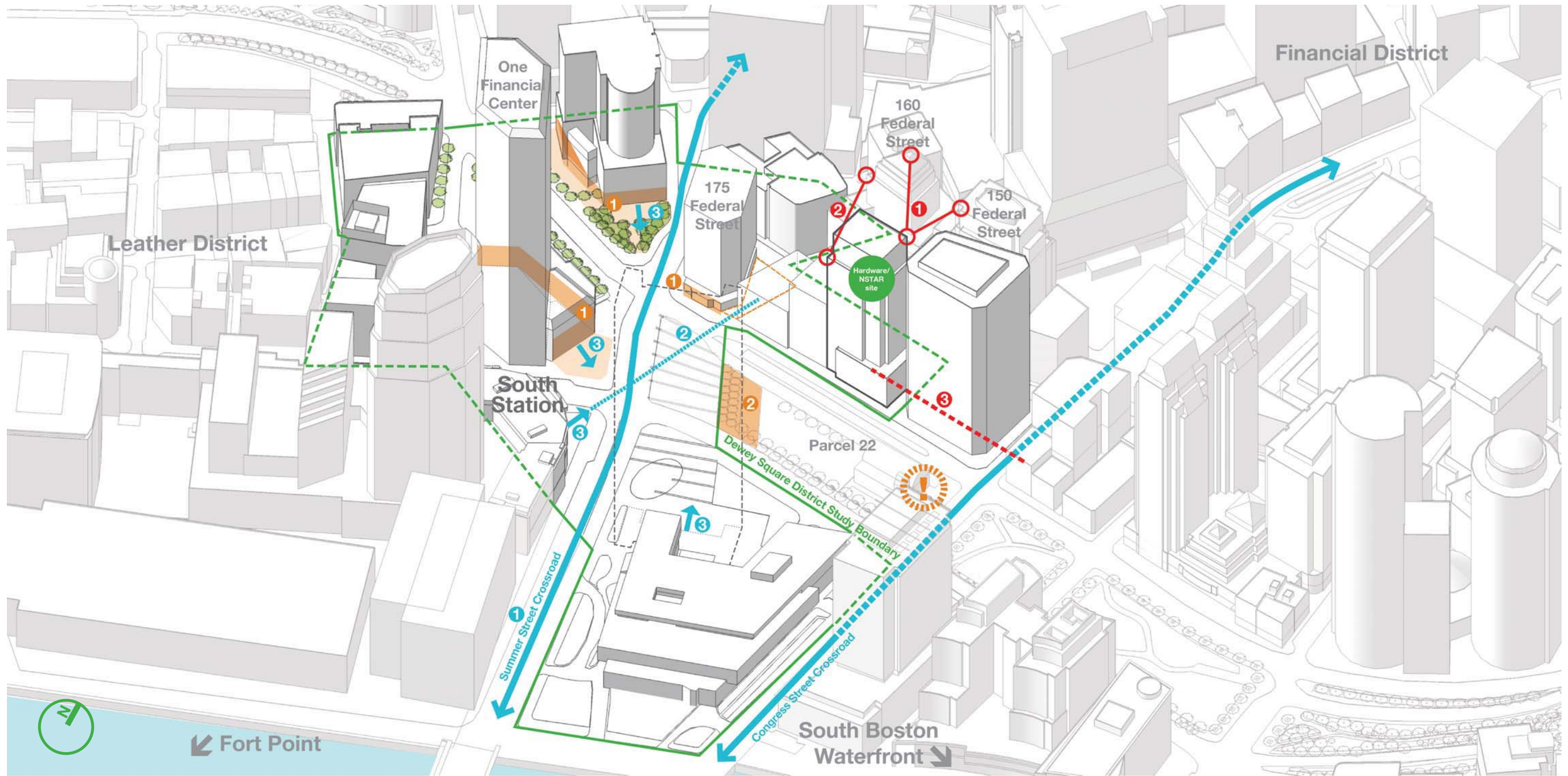
## Potential Development Sites

The **Hardware/NSTAR site** presents a unique opportunity to solidify the built edge of the Financial District side of the Greenway. Further, development on this site could provide an appropriate transition from the Financial District buildings along High Street to the open spaces of Dewey Square. The building should be massed in a way that relates to the highly articulated buildings along High Street, and negotiates the scale change between 73 High Street and 45 High Street.

### Subdistrict Legend

-  Subdistrict Area Boundary
-  Key Height Alignment
-  Height Datum
-  Specific Dimension
-  Area of Proposed Programmatic Activation
-  Important Pedestrian Node
-  Significant Connections
-  Pedestrian Connections
-  Significant Building Entries
-  Potential Development Sites





**Dimensional Criteria**

- 1 The total height at the Hardware/NSTAR site should match the heights of 150 and 160 Federal Street, or approximately 350’.
- 2 Development on the Hardware/NSTAR site should be articulated in such way as to establish connections to other significant datum lines in adjacent buildings.
- 3 Lower-level development on the Hardware/NSTAR site should reinforce the Purchase Street street edge by aligning streetfront building edges with existing adjacent buildings and matching existing building heights in the area.

**Programmatic Goals**

- 1 Inactive building edges fronting Dewey Square should be filled in with uses that diversify the activity mix of the Square. In particular, these include the northwest edge of One Financial Center and the base of 175 Federal Street.
- 2 Given its centrality to the life of Dewey Square, the impact of future uses on Parcel 22 should be considered in all development proposals around the subdistrict. Establishing physical links and complementary uses at the ground level to the park parcel are desired.

**Connectivity**

- 1 As the longest Crossroad, Summer Street both anchors and is anchored by the concentration of activity in Dewey Square. Planning efforts to date have attempted to balance the legibility of the street against the multi-directional qualities of the Square. Future interventions along this spine should enhance this balance.
- 2 The connection between South Station and the Federal Street “gateway” to Dewey Square is the most heavily travelled pedestrian corridor in the City. Development near this entry point should improve the physical conditions of the public realm at this important location.
- 3 Dewey Square is the only portion of the Greenway with a number of significant and active building entries facing the park. Future development should not only face the park, but also extend the internal porosity of the public realm already present in these buildings.

# Financial District



## Overview

The Financial District is marked by a strong presence of large commercial structures that play a significant role in shaping the Boston skyline. At the ground plane, it is distinguished by the change in elevation from east to west that creates a psychological barrier across the Greenway. The parks in this area also serve as the gateway to the South Boston waterfront from the Financial District and the greater Downtown. Given the presence of large buildings and the particular orientation of the Greenway at this section, the Financial District is one of the few subdistricts that can support tall structures without significant negative environmental impacts on the parks. Despite the concentration of Crossroads here, significant improvements to the programming of the edges of the existing properties will be required to create a sense of place and to create continuity across the Greenway.











## Goals

- ▶ Re-center the district with Greenway-focused programming at the parks' edges
- ▶ Strengthen the Congress Street and Oliver Street/ Northern Avenue Crossroads as connections from the Downtown to the waterfront and enable their continuity across the Greenway
- ▶ Reinforce the presence of the Financial District on the Greenway and on the skyline with new dense development on the Richardson Block

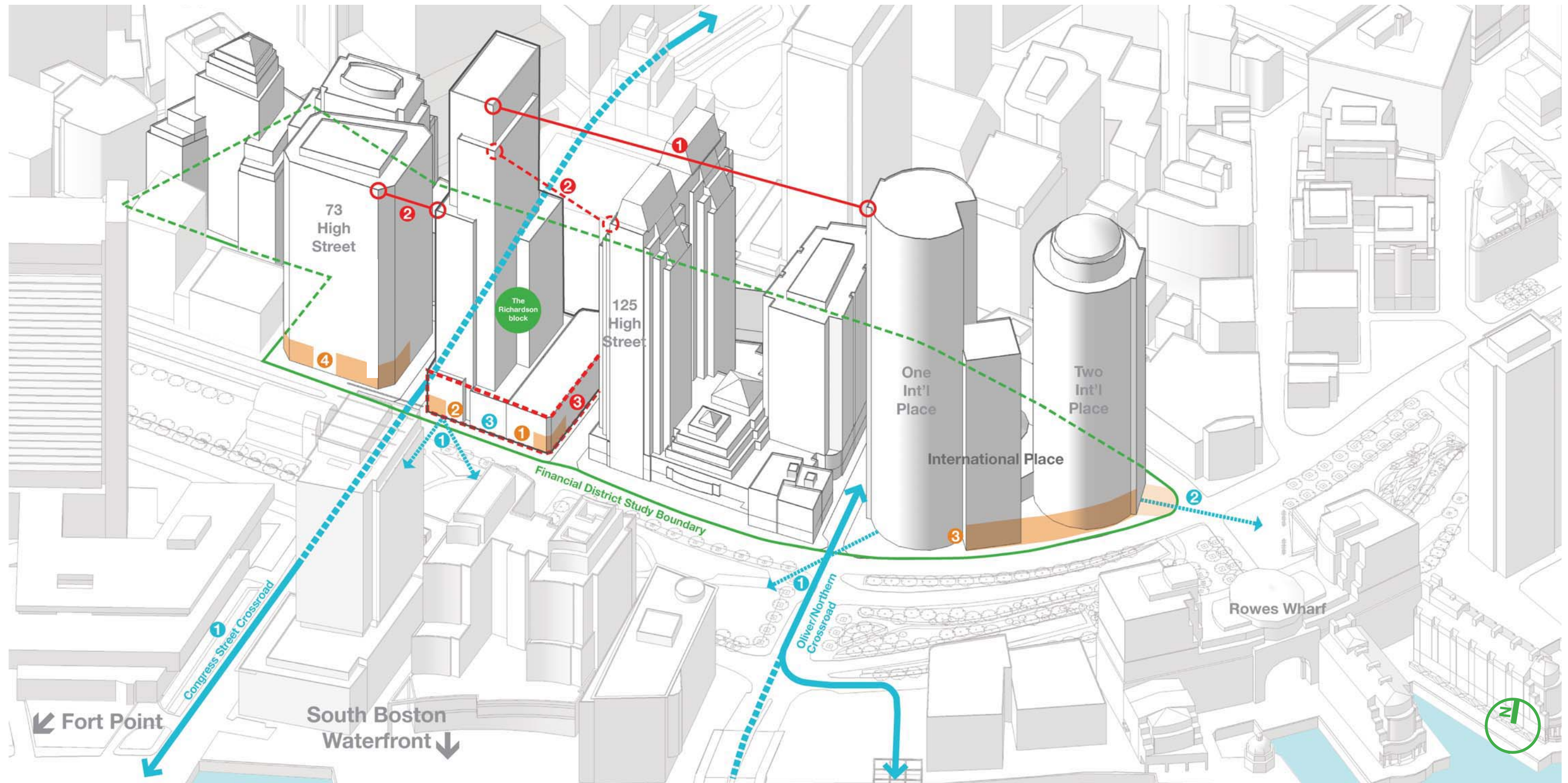
## Potential Development Sites

The **Richardson Block**, as an assembled parcel, represents one of the few remaining Greenway sites capable of supporting significant density. Because of its unique location relative to the orientation of the parks, significant heights are possible with minimal shadow impact on the Greenway. From an Urban Design standpoint, the heights are supported by three other adjacent Financial District towers. At the ground plane, the existing historic buildings, particularly along Pearl Street, should be preserved either in whole or in part to retain the character of the street there and to provide a lower-rise base to support a tower. While heights as high as 600' (to match One International Place) are possible here, a floor area ratio (FAR) of 20.0 is recommended in order to encourage a slender residential or residential/hotel use at that height, whereas commercial office use with a larger floor plate will reach a lower height of approximately 400'. While there is ample precedent for commercial office use in this immediate area, a residential development would provide the added benefit of diversifying the population in this subdistrict throughout the year while also creating a second residential "anchor" across the street from the Intercontinental Hotel and Residences.

### Subdistrict Legend

-  Subdistrict Area Boundary
-  Key Height Alignment
-  Height Datum
-  Specific Dimension
-  Area of Proposed Programmatic Activation
-  Important Pedestrian Node
-  Significant Connections
-  Pedestrian Connections
-  Significant Building Entries
-  Potential Development Sites





**Dimensional Criteria**

- 1 600' height limit, corresponding to One International Place. The site can support a maximum FAR of 20.0.
- 2 The building should be shaped in such a way as to correspond to adjacent buildings, 73 and 125 High Street in particular. Tower elements should be set back significantly from the existing structures to retain the scale of the existing streetscape.
- 3 Existing historic buildings on Pearl Street should be retained in whole or in part.

**Programmatic Goals**

- 1 Retain the character and street activation of the existing buildings.
- 2 The important intersection at Congress Street should be marked by a significant architectural element and/or two-story active frontage.
- 3 The base of International Place, formerly the back of the building, should be reactivated with new entries and/or café uses.
- 4 To the extent feasible in a new development at the Hardware/NSTAR site, small retail or restaurants would help link the activity of Dewey Square to the northern parts of the Greenway, and to mark the significance of the Congress Street intersection.

**Connectivity**

- 1 The subdistrict contains two important Crossroads within two blocks of each other. Currently these cross-Greenway connections are tenuous. The legibility of these connections can be further realized by new, Greenway-facing program and entries at the Richardson Block and by locating active uses at the east edge of One International Place. Because of the east-west grade differential of the Greenway at this location, these programmatic links are especially important.
- 2 The existing northeastern facing entry at One International Place is currently underutilized, but offers great potential to contribute to the activation of the Broad Street / Rowes Wharf node of the parks. Additional street level uses along the Greenway edge would help reinforce these connections.
- 3 Should a development occur on the Richardson Block site(s), a publicly accessible through-block connection along the historic Gridley Street right-of-way must be preserved.

# Wharf District



## Overview

The Wharf District represents a unique condition along the Greenway, and is characterized by free standing pier-like structures that contrast with the continuous urban blocks on the east side of the Greenway. The Wharf District is also the section of the Greenway that comes closest to Boston Harbor and the mouth of the Fort Point Channel. The waterfront and its many destinations and amenities including the New England Aquarium, the new Harbor Islands Pavilion, Central Wharf Park, the Walk to the Sea, and the Harborwalk – together with multiple water transportation hubs – serve as a unique complement to Greenway in this area. Further, existing Wharf District buildings and properties are characterized by a variety of building heights. In order to preserve and enhance the emerging relationship between the water and the nearby open space parcels, new development should emulate the pier-based development patterns, including the rhythmic massing and openings to the harbor, ensuring that waterfront access is maintained and improved. Perpendicular connections between the Greenway and the Harborwalk should be created with every new development so that the open spaces of the Greenway and those of the waterfront work synergistically to form an attractive, lively, multi-use destination.

The majority of the Wharf District is subject to Massachusetts General Laws (M.G.L.) Chapter 91. These waterways regulations promote public access and water-dependent uses and also regulate non-water-dependent uses including residential, office and commercial uses. The waterways regulations also dictate building height, lot coverage and setbacks from the water that are more restrictive than City zoning and significantly impact the design and feasibility of developments in the Wharf District. In order to implement the City's vision for the Greenway and how it connects to the Harbor in the Wharf District, the guidelines developed in this study will inform future municipal harbor planning for this area.

## Goals











- ▶ Create and enhance access to the waterfront and South Boston
- ▶ Reinforce the openness of the freestanding pier-like structures
- ▶ Facilitate the accessibility of the Harborwalk
- ▶ Further diversify abutting uses

## Potential Development Sites

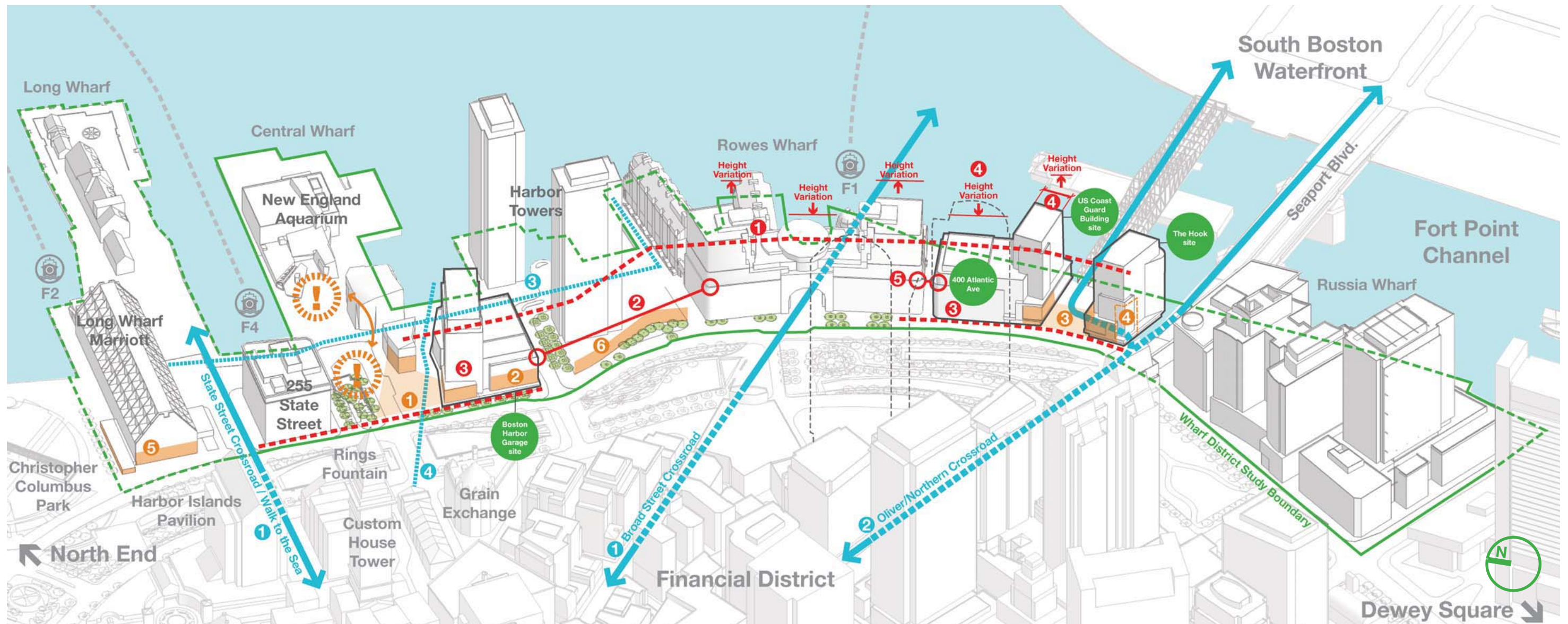
The **Boston Harbor Garage** site presents a richness of possibility, boasting proximity to the harbor, adjacency to the New England Aquarium and the hub of tourist activity, and frontage along some of the “greenest” parts of the Greenway. These and other advantages also bring with them certain responsibilities, including enhancing waterfront visibility and access, responding to the urgent need for publicly accessible and active edges, and protecting the Greenway from excessive shadow or wind effects. A height limit of 200’ at this location, in conjunction with a varied building profile, can provide the porosity necessary to ensure that the same east-west visual access to the water inherent in most other Wharf District parcels. Ground floor uses should complement the nearby destinations and should enhance enjoyment of both the water and the Greenway.

The **Hook Lobster Site (15 Northern Avenue)**, the **U.S. Coast Guard Building** and **400 Atlantic Avenue** together frame important new connections to the emerging South Boston waterfront. These include the Old Northern Avenue Bridge, a part of the Oliver Street/Northern Avenue Crossroad, and the Moakley Bridge. While these sites are limited in size and development potential (particularly the Hook site), they nonetheless offer the possibility of increased legibility for both pedestrians and motorists where it is currently lacking. These parcels should contribute to the continuity and accessibility of the Harborwalk, which presents a significant challenge where the Moakley Bridge ramps up above grade. Like the Harbor Garage site, these sites should maintain visual access to the water, and should reiterate the pattern of alternating heights established at Rowes Wharf.

### Subdistrict Legend

-  Subdistrict Area Boundary
-  Key Height Alignment
-  Height Datum
-  Specific Dimension
-  Area of Proposed Programmatic Activation
-  Important Pedestrian Node
-  Significant Connections
-  Pedestrian Connections
-  Significant Building Entries
-  Potential Development Sites





### Dimensional Criteria

- 1 All new buildings will have a maximum height of 200' (with the exception of the Hook site, at 175'), equivalent to the taller portions of Rowses Wharf. Buildings should combine both low-rise and mid-rise elements in a way that takes cues from the existing context. Individual massing alternatives will be evaluated for how the shadows they create will impact the actively used portions of the park.
- 2 New buildings should establish a datum at the property's edge facing the Greenway. Ideally, the datum corresponds to and reinforces the heights in the immediate context, including the lower portions of Rowses Wharf, the parapet of 255 State Street, or the tallest portion of Long Wharf, at about 125'. Taller portions of any new building should be set back by 10'-15' at this datum on the Greenway-facing sides of the building.
- 3 New development at the Boston Harbor Garage, 400 Atlantic Avenue, and the U.S. Coast Guard Building should reinforce the Atlantic Avenue street edge by building to it along a majority of its frontage. Significant breaks in that alignment should be in the service of opening connections to the waterfront.
- 4 All sites in the Wharf District, including 400 Atlantic Avenue, should vary in height like Rowses Wharf, where taller masses alternate with lower masses of approximately 125' to allow for intermittent exposure to the sky plane, and to maintain visual access to the water. The lengths of any upper portion of a building over 125' should be limited to 125' on the Greenway-facing portions of the building.
- 5 The lower portions of 400 Atlantic Avenue should align with those of Rowses Wharf.

### Programmatic Goals

- 1 The lively occupation of the forecourt to the New England Aquarium should be extended as close the Greenway as possible. An additional ticket kiosk or similar related programming venue might facilitate this goal. New development on the Boston Harbor Garage site should feature active uses at the northwest corner that help anchor this node of activity and enhance enjoyment of the harbor.
- 2 New or replaced uses for the Atlantic Avenue edge of the Boston Harbor Garage should offer as many uses as possible that are complementary to the adjacent parks— restaurants, cafes, retail.
- 3 The ground floor uses at 400 Atlantic Avenue and the Hook site should reinforce the presence of the Oliver Street /Northern Avenue Crossroad with complementary active uses. Concentrations of small cafes will help mark the space between them as an important link over the bridges between the Greenway and South Boston.
- 4 The southwest corner of the Hook site should acknowledge in its architectural form the importance of the Moakley Bridge "gateway" to the South Boston waterfront. The form and orientation of the building should reflect the important urban morphologies that have created the site and that announce the grid of the adjacent emerging neighborhood.
- 5 The edges of the Long Wharf Marriott site have the opportunity to offer expanded ground level uses complementary to the adjacent Greenway and Christopher Columbus Park.
- 6 The base edge of Harbor Towers is currently defined by a perimeter fence. This location would benefit from an increased residential presence and openness at the ground level.

### Connectivity

- 1 State and Broad Streets are two important Crossroads, the only two that terminate at the water's edge. Future development along these axes should enhance these rare direct views to the water from the Financial District, such as those through the arch at Rowses Wharf.
- 2 Development at the Hook site and 400 Atlantic Avenue should enhance the ground plane in such a way as render this most fragile Crossroad connection more legible. Ground floor uses and special attention to landscape design will help in this regard.
- 3 All developments in the Wharf District should enhance the continuity and accessibility of the Harborwalk by providing additional points of connection from the Greenway and by "repairing" breaks in the community caused by grade changes and buildings or other obstructions.
- 4 All developments in the Wharf District, and the Boston Harbor Garage site in particular, should increase visual access to the waterfront, either at the building edges or through-building connections.

# Town Cove



## Overview

Town Cove's pre-war scaled commercial buildings are arranged around a tight cluster of small blocks and narrow streets that frame the relatively grand scale of the Custom House Tower, one of the most iconic elements of Boston's skyline. The immediate adjacency of the small winding streets and the largest open expanse of park area in the Wharf District create a condition that is unique on the Greenway. More significantly, the neighborhood provides an important scale transition from the heights of the Financial District to the Wharf District area, allowing critical afternoon sun to reach the well-populated Wharf District parks. While the majority of this district is intact (with very strong cornice heights at the Greenway edge), and has even experienced significant residential development as of late, its eastern edges still bear the "scars" of the elevated highway – including truncated wharf buildings with blank facades facing the park and several vacant parcels and parking lots. Future development in this area should focus on repairing these damaged edges and preserving the scale, character and historic street patterns that mark Town Cove as a distinct and legible Boston neighborhood.

## Goals











- ▶ Preserve the historic character and scale of the neighborhood
- ▶ Preserve views of the Custom House Tower
- ▶ Repair and fill in unfinished edges along the Greenway
- ▶ Retain and enhance connections to the small-street network

## Potential Development Sites

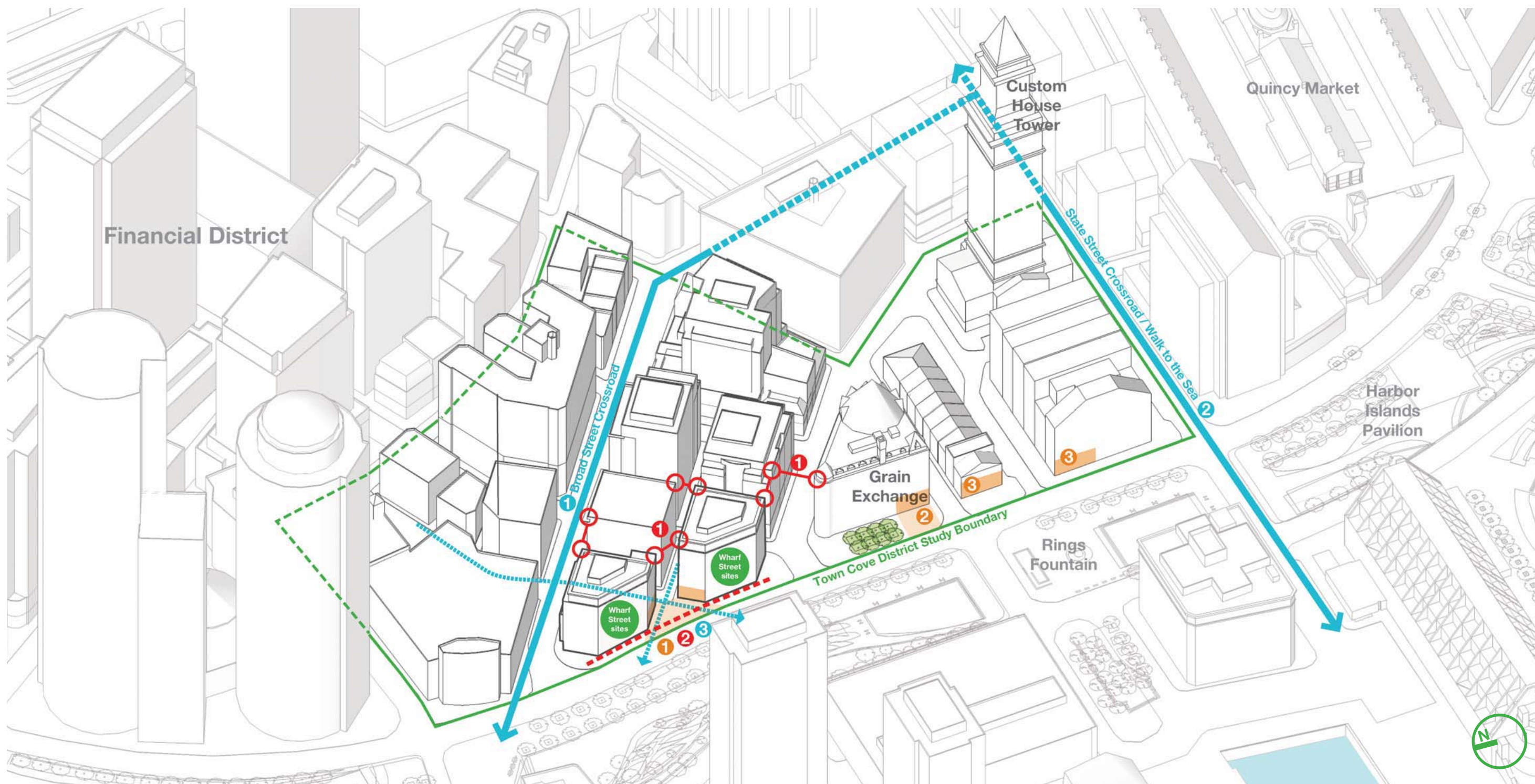
### Wharf Street Sites

These two sites present an unusual opportunity to create a bridge between the rapidly emerging Broad Street corridor and one of the liveliest segments of the parks. Because there is such uniformity in height in this area, it is recommended that any new construction align with adjacent properties, including the important Grain Exchange building next door. As these sites lie directly to the west of the parks, potential shadow impacts will be a critical factor in the design approach. The small footprint of these sites would be most easily developed for residential use that would further diversify the established uses in this area. A redevelopment of the southern parcel would require that some or part of the existing historic structures be preserved.

### Subdistrict Legend

-  Subdistrict Area Boundary
-  Key Height Alignment
-  Height Datum
-  Specific Dimension
-  Area of Proposed Programmatic Activation
-  Important Pedestrian Node
-  Significant Connections
-  Pedestrian Connections
-  Significant Building Entries
-  Potential Development Sites





### Dimensional Criteria

- 1 The Wharf Street sites should align in height with the adjacent buildings, approximately 130'. Existing Town Cove architectural features including cornice lines should be complemented by new development.
- 2 The built front edge of these parcels should extend to the property line.

### Programmatic Goals

- 1 Visual and physical access to Wharf Street, Franklin Street and Well Street should be maintained. These small streets are integral to the character of Town Cove and provide multiple venues for pedestrians to “discover” the Greenway. The area between the two buildings would benefit from a café or other use capable of animating the park edge.
- 2 The over-sized sidewalk in front of the Grain Exchange could provide area for an outdoor café, public art, or similar program to enliven what for years was the back door of this important building.
- 3 While the edges of these wharf structures have been restored and in one case are partially occupied by balconies, further activation at the ground level is possible.

### Connectivity

- 1 Broad Street, the first Crossroad to be reconstructed, anchors the southern portion of Town Cove with a rich array of restaurants, shops and diverse uses. Development at 112 Broad Street and the adjacent parcels should provide a bridge from these uses to the activity on the parks.
- 2 As a major Crossroad, State Street provides a rare moment of direct visual connection between the Financial District and the water. There are already significant retail uses on the northeast corner of this intersection. To the extent that reciprocal active uses can be created on the south-east corner without undermining the historical character of the existing wharf building, these would help frame State Street as the “gateway” to Downtown.
- 3 Small scale streets are an integral part of the unique character of Town Cove. New development should retain and enhance these connections.

# Market District and Government Center



## Overview

The mixed-use Market District/Government Center subdistrict is well established, and serves as the key foundation of the successful North End Parks. This area, in combination with nearby attractions like Faneuil Hall, the Freedom Trail, the North End, Christopher Columbus Park, and the waterfront itself, make this area the most consistently populated portion of the entire Greenway. For tourists and locals alike, the area provides not only the retail and restaurants of Quincy Market, but an attractive desire line to and from City Hall. The BRA's expanded Market District concept would shift this center of gravity north and provide a programmatic bridge between the tourism-focused activities of Quincy Market and the historic Haymarket. The idea for an indoor year-round public market offering local and regional produce and related products in the area around Parcel 9 would also link the west side of the parks to those already-established restaurants, shops, and specialty grocers in the North End.

## Goals

- ▶ Increase residential opportunities west of the Greenway and north toward the Bulfinch Triangle to reinforce its strong neighborhood character
- ▶ Set the stage for an expanded Market District in Boston's Downtown that builds on the existing historic fabric while providing 21st century accessibility and amenities needed in this part of the city
- ▶ Improve the architectural quality and retail transparency of the Greenway's western edge as a complement to the intensity and uniqueness of the North End

Potential new development in this area can contribute to these goals in several ways. First, by providing greater levels of transparency and permeability at the Greenway edges of Quincy Market, most notably Marketplace Center and the Dock Square Garage site, the connections between the life of the market district and its surroundings can be made more seamless. Second, by filling in the vacancies on the Blackstone Street sites and Parcel 9 with food-related programming, Hanover Street may be more fully realized as a clear Crossroad reconnecting the North End to Government Center. Finally, replacing the Government Center Garage with a higher and better use would not only improve the physical and social qualities of the park edge, but would also improve the link of the market areas to the Bulfinch Triangle.

## Potential Development Sites

There are two development opportunities at **Marketplace Center**, and both offer the possibility of strengthening important links between Quincy Market and the New England Aquarium. Marketplace Center 1 (south) would add greater transparency and activity to the important State Street intersection. **Marketplace Center 2 (north)** would be an ideal location for a small boutique hotel. Any redevelopment of Marketplace Center 2 would need to appropriately respect and relate to the architecture of Faneuil Hall and Quincy Market while minimizing new shadow impacts on the Armenian Heritage Park, the Harbor Islands Pavilion and Christopher Columbus Park.

While it provides valuable parking for visitors to the area, the **Dock Square Garage** is a blank spot in an otherwise highly active series of street edges. This is true not only along the Greenway frontage but also along North and Clinton Streets, both of which could serve as improved cross streets between the Market District and the North End proper. A whole or partial intervention on the site might create greater continuities between the existing concentrations of activity north-south and east-west. The scale and architecture of the existing neighborhood and adjacent landmarks, including Quincy Market, must be respected. This and the desire to preserve and enhance views of the Custom House Tower and to the harbor from City Hall Plaza will dictate massing on this site.

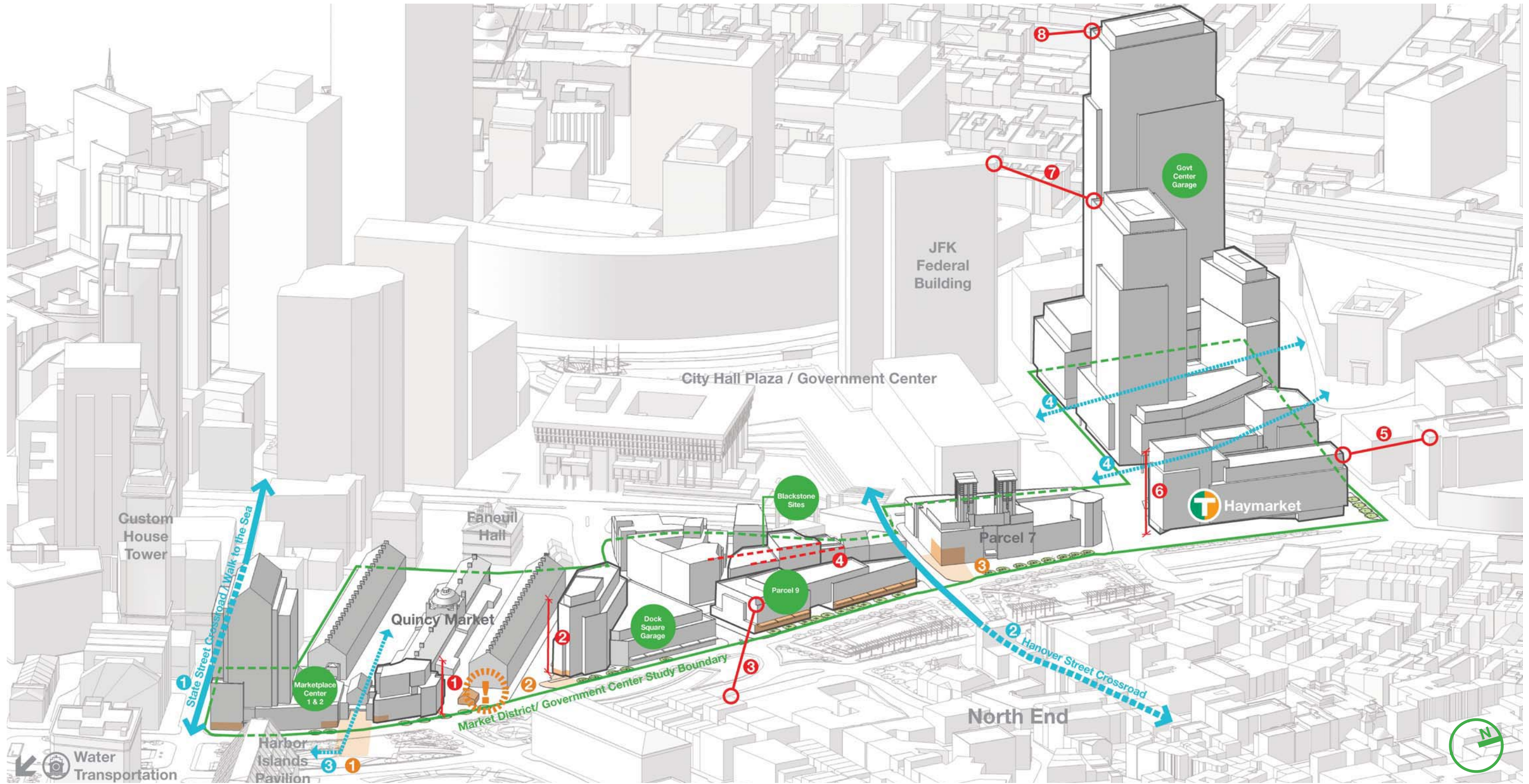
The **Blackstone Street Sites** and **Parcel 9 sites**, if developed with ground-floor market uses, would complement the North End and Haymarket areas. Such development will also solidify this area as a new local amenity as well as a regional destination for consumers, purveyors, producers, and growers of food and food-related products. The historic network of streets and alleys in the Blackstone Block are highly conducive to this kind of shopping experience that, along with its prominent location on the Greenway, are certain to make this one of the Greenway District's most exciting opportunities for redevelopment.

The **Government Center Garage** is the largest single site in the Greenway District. Its eastern edge presents a unique opportunity to replace an inactive garage face with a higher and better use for this park-facing property. While this eastern edge should retain the scale of the adjacent context in the Bulfinch Triangle and Parcel 7, the western portions of the site appear capable of supporting much greater density and heights up to 600' without adversely affecting the Greenway parks environmentally. **Given the potential scale of development here, and the complexities of phasing and other planning considerations, further study will be required in order to prescribe specific massing and uses.**

### Subdistrict Legend

- Subdistrict Area Boundary
- Key Height Alignment
- Height Datum
- Specific Dimension
- Area of Proposed Programmatic Activation
- Important Pedestrian Node
- Significant Connections
- Pedestrian Connections
- Significant Building Entries
- Potential Development Sites





### Dimensional Criteria

- 1 Height should be limited to 75' to minimize shadow impacts and view obstruction from City Hall Plaza, Faneuil Hall, and Quincy Market. This location could be an interesting place for a new 21st century architectural element. Buildings should be stepped back at a height that aligns with the existing base of the buildings.
- 2 125' additions to the Dock Square Garage site should minimally infringe on the views of the Custom House Tower from the north.
- 3 55' scaled to the heights in the North End.
- 4 The Blackstone Block sites should conform to the historic heights in the area, ranging between 55'-85'.
- 5 125' to correspond with the heights in the Bulfinch Triangle.
- 6 150' at the New Sudbury Street corner of the existing Government Center Garage.
- 7 400' or approximately aligned with the taller portion of the JFK Federal Building.
- 8 400-600' matching the tallest buildings in the Downtown.

### Programmatic Goals

- 1 The existing market entry at Marketplace Center should be further activated with Greenway-facing retail.
- 2 A restaurant or café use at this critical juncture would strengthen connectivity between the parks and Quincy Market.
- 3 Market uses at the ground floor of both Parcels 7 and 9 will complement Haymarket and Hanover Street as the primary spine of the Market District.

### Connectivity

- 1 State Street, an important Crossroad, marks the southern boundary of the Market District. This connection is also the official "Walk to the Sea," and the new Harbor Islands Pavilion will serve as a gateway to the Harbor Islands and ferries.
- 2 Future development at Marketplace Center, currently blank, should allow publicly accessible uses to turn the northwest corner.
- 3 Market uses at the ground floor of Parcels 7 and 9 will complement the Haymarket and reinforce Hanover Street as the primary spine of the Market District and Crossroad to the North End.
- 4 North-South connections between the Government Center Garage site and the Bulfinch Triangle will link the Market District to this important mixed-use and entertainment zone, and to the critical transportation hubs at Haymarket and North Station.

# North End



## Overview

The North End is perhaps the largest intact historical district of all the neighborhoods abutting the Greenway. Once seamlessly connected to the former Scollay Square, the North End was disconnected from Downtown by the elevated Central Artery. The North End has thus developed as an urban island with a unique character. While this isolated condition, with its abundant historical sites and popular restaurants, has reinforced the area as a destination, the depression of the Central Artery now presents the opportunity for some of these introverted attributes to face outward again and accelerate the reconnection to Downtown. The vacant Parcels 11A and 11B, as well as the underutilized frontage at the Cross Street Crescent sites, will help provide the North End with a face onto the Greenway, and will expand the food-related attractions of the Market District with restaurants and other food-related retail in the North End. Given the aforementioned consistency and size of the North End historical fabric, it is appropriate to generally limit development along its edges to heights consistent with the existing buildings.

## Goals

- ▶ Reestablish connections to downtown by promoting infill development along the edges of the North End
- ▶ Limit the scale of the new development to heights and densities consistent with the historical fabric and nearby buildings
- ▶ Encourage new food-related uses to strengthen and expand the footprint of the Market District

## Potential Development Sites

### Cross Street Crescent

These parcels present a terrific opportunity to capitalize on both the strengthened Crossroad connections of Hanover and Salem Streets as well as the new park frontage. The edges of these plots still bear the scars of the highway, and an actively programmed “skin” of retail, restaurants and cafes would help bridge the gap to Downtown as well as reinforce food-related uses of the emerging Market District.

### Parcel 11A

The challenge of this “missing tooth” parcel is its proximity to the exposed tunnel. If developed properly, the site can both anchor the southern edge of the important Hanover Street gateway to the North End as well as provide some screening of the tunnel.

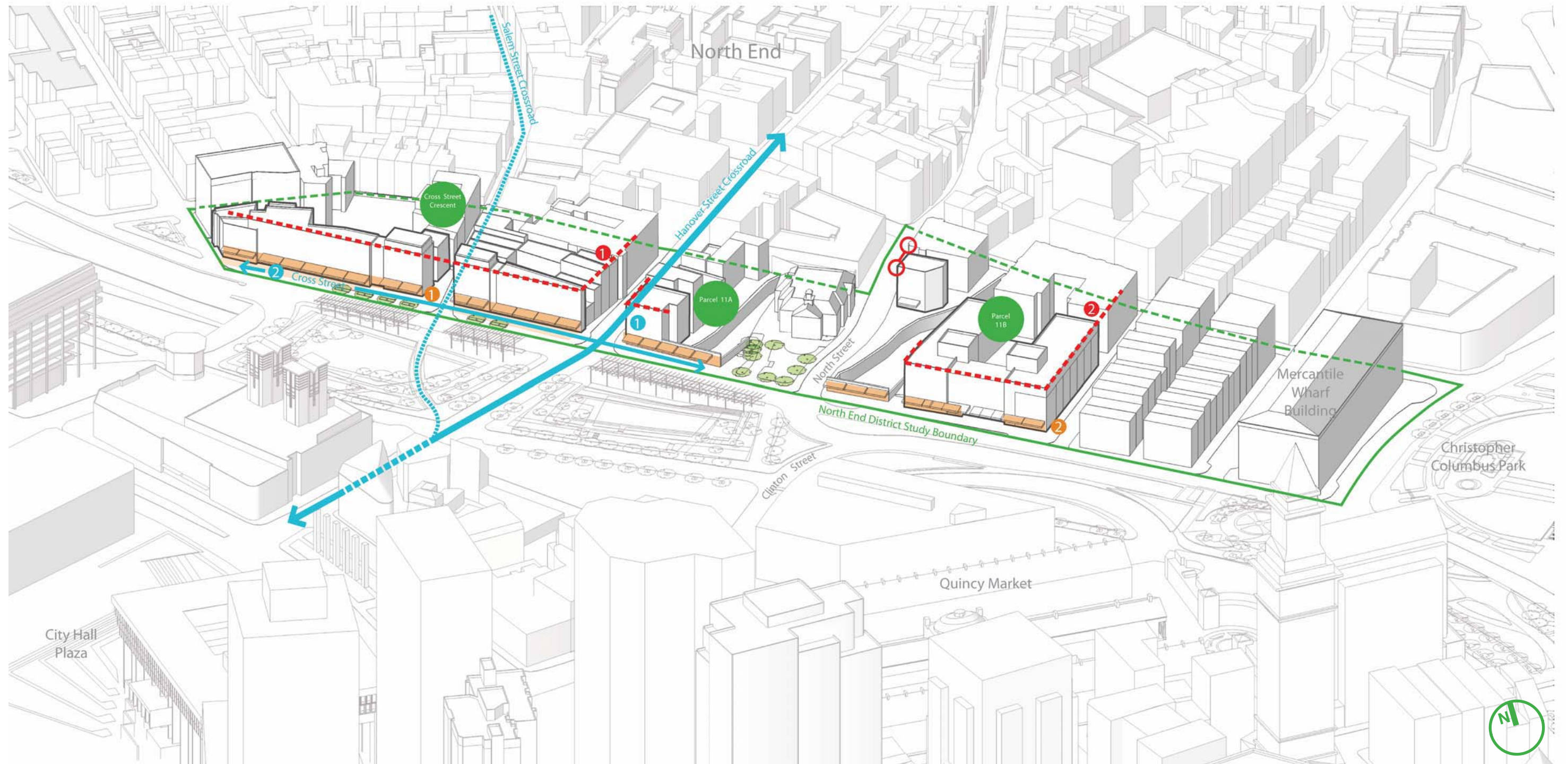
### Parcel 11B

This is one of the largest vacant parcels on the entire Greenway. Like Parcel 11A, one of the major challenges for future development will be the size and proximity of the exposed tunnel. Capped at the 55’ height limit of the surrounding North End, infill development on this parcel would significantly improve the continuity of both the Greenway edge and the residentially scaled fabric around it.

### Subdistrict Legend

- Subdistrict Area Boundary
- Key Height Alignment
- Height Datum
- Specific Dimension
- Area of Proposed Programmatic Activation
- Important Pedestrian Node
- Significant Connections
- Pedestrian Connections
- Significant Building Entries
- Potential Development Sites





### Dimensional Criteria

- 1 All buildings directly abutting the existing North End fabric should be capped at the current zoning height of 55'.
- 2 The base of Parcel 11B should be a maximum of 55' or aligned with the existing abutting properties.

### Programmatic Goals

- 1 Active restaurant and retail should be promoted at the park's edge. These uses here would create reciprocal food-related programming across from the emerging Market District.
- 2 The development of Parcels 11A and 11B should be accompanied by some effort to screen the exposed tunnels.

### Connectivity

- 1 Improvements to the Hanover Street Crossroad will be instrumental in repairing some of the discontinuities caused by not only the Central Artery but the urban renewal of Government Center. Development on Parcel 11A is critical to strengthening this important gateway to the North End.
- 2 Development on the Cross Street Crescent can further animate this important pedestrian desire-line from North Street over to Clinton Street.

[ This page left intentionally blank ]

## Digital Appendix

The following materials have been referenced in the preceding pages, and are available online at:

<http://www.bostonredevelopmentauthority.org/planning/PlanningInitsIndividual.asp?action=ViewInit&InitID=145>

### Greenway District Planning Study Public Meeting Presentations

#### Public Meeting 01: 17 February 2009

Introduction to the Study, Review of Background Material including the Boston 2000 Plan and Article 49 of the Boston Zoning Code

#### Public Meeting 02: 18 March 2009

Drivers of the Study, Logic of the Study Area, Primary Zones of the Greenway, Analysis Methodology, Sites for Additional Study

#### Public Meeting 03: 21 May 2009

Vision and Narrative, Development Study Scenarios

#### Public Meeting 04: 22 June 2009

Transportation Planning

#### Public Meeting 05: 10 September 2009

Vision and Methodology, Development Scenarios, Overall Impacts: Environmental Conditions, Overall Impacts: Program and Use

#### Public Meeting 06: 18 March 2010

Economic Assessment, Population and Use Analysis, Further Environmental Analysis, Revised Massing Heights, Format and Scope of Final Guidelines

#### Public Meeting 07: 29 April 2010

Guidelines Final Draft Recommendations, Individual Subdistricts, Ground Floor Use Proposals

### Market District Feasibility Study Final Report

### Economic Package

### Greenway Cafe Guidelines

### Greenway District Shadow Study

