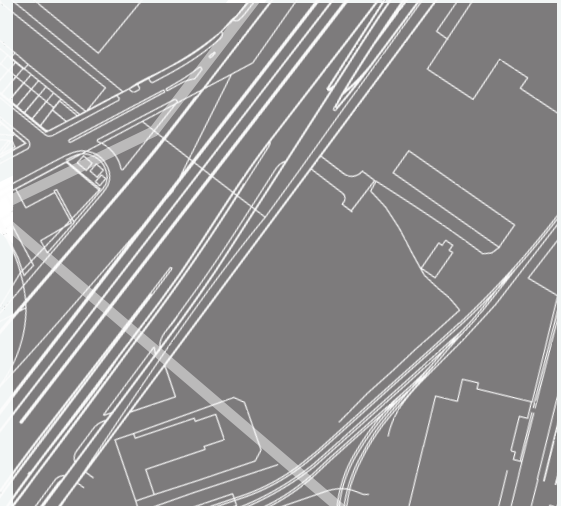
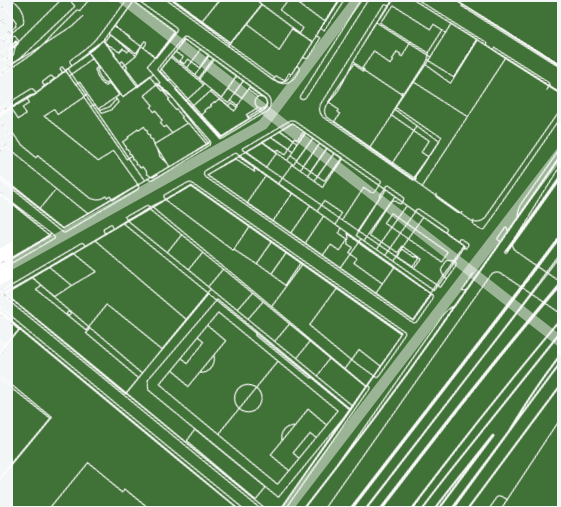


**HARRISON
ALBANY
CORRIDOR
STRATEGIC PLAN**



Boston
Redevelopment
Authority

NOVEMBER 2012/ FINAL DRAFT

HARRISON ALBANY CORRIDOR STRATEGIC PLAN

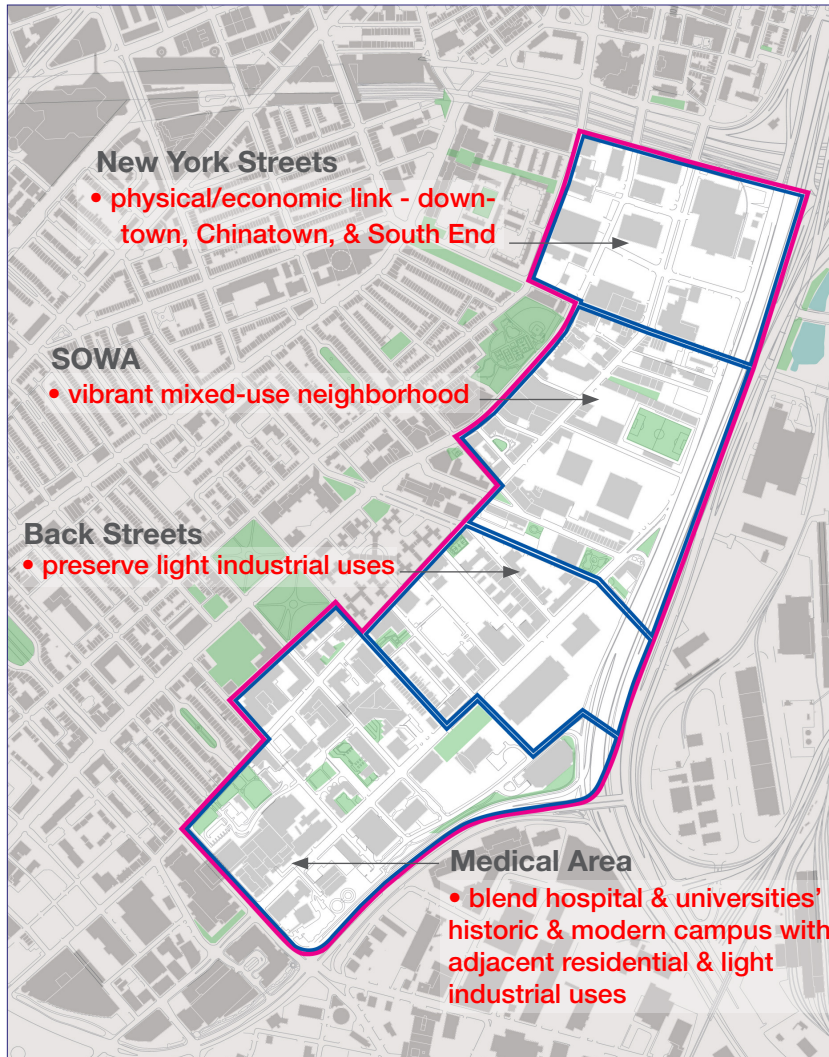


Introduction

The “Harrison-Albany Corridor” is located in the South End neighborhood in the City of Boston and is bounded by the Massachusetts Turnpike to the north; Albany Street/Southeast Expressway/Massachusetts Avenue Connector to the east; Massachusetts Avenue to the south; and generally Washington Street/Harrison Avenue to the west. It is a neighborhood that is in transition. Once a thriving industrial area that had access to the Boston Harbor, it is now an area that is uncertain of its future and identity. While the Study Area is mostly comprised of commercial and light industrial uses of moderate scale, residential uses are slowly starting to infiltrate. This two-year planning effort has created the opportunity to think strategically about the types of uses, the public realm, and the scale of development which are best suited for the Study Area to attract and maintain jobs, preserve the funky and eclectic vibe while continuing to be a good neighbor to the popular and successful remainder of the South End.



View of the study area looking Northeast



Map of district sub-areas

Due to market pressure stemming from the successful redevelopment of the Washington Street corridor, its proximity to downtown, adjacency to regional highway network, and concerns of residential encroachment into a traditionally non-residential employment area, Mayor Thomas Menino expressed interest in evaluating the development potential of this historically industrial area of the South End and developing a plan to manage its growth. In April 2009, the Boston Redevelopment Authority (“BRA”), together with its consultant team and a 30-member business and resident Advisory Group, met for the first of 16 working sessions held over the course of the next two and a half years to develop a vision and draft a Strategic Plan for the Harrison Albany Corridor. The purpose of this plan is to: guide future growth within the Study Area through the drafting of a collective vision; reevaluate existing land use controls; update current zoning; calibrate future build-out to transportation capacity; create new connections; and enhance public transportation.

Several of the initial Advisory Group working sessions led to the drafting of vision statements for four distinct planning sub-areas within the Study Area. For the New York Streets sub-area, the salient point was its role as a physical and economic link between downtown, Chinatown, residential South End and South Boston. For the south of Washington Street sub-area (“SOWA”), the main point was to enhance its role as a vibrant mixed-use neighborhood. For the Back Streets sub-area, it was most important to preserve existing light industrial uses while accommodating compatible new growth. For the Medical sub-area, it was important to blend the hospital’s and universities’ historic and modern campuses with adjacent residential and light industrial uses.

Public Realm

Building upon the collective vision for the Study Area, an urban design framework was created to enhance the public realm in order to knit disparate areas together. The main goal of the public realm plan is the improvement of pedestrian connectivity and circulation within the Study Area as well as to neighboring areas and more specifically, the following components:

- Enhancement not only of north-south connections through use corridors, but also the strengthening of four main east-west streets for an interconnected open space network; and at the intersection of these, the creation of ground-level place-making opportunities;
- Enhancement of pedestrian and vehicular circulation through the breaking up of large blocks with new connections;
- Implementation of streetscape / public realm improvements shall occur through the BRA Article 80 development review process, which will require certain projects to provide public amenities that reinforce the recommendations in the public realm plan; and
- Creation of street design types that reinforce and improve streetscape character based on the functions of those streets as well as enhancing frontage for existing and future developments.



Map of urban design framework

Land Use & Dimensional Regulations

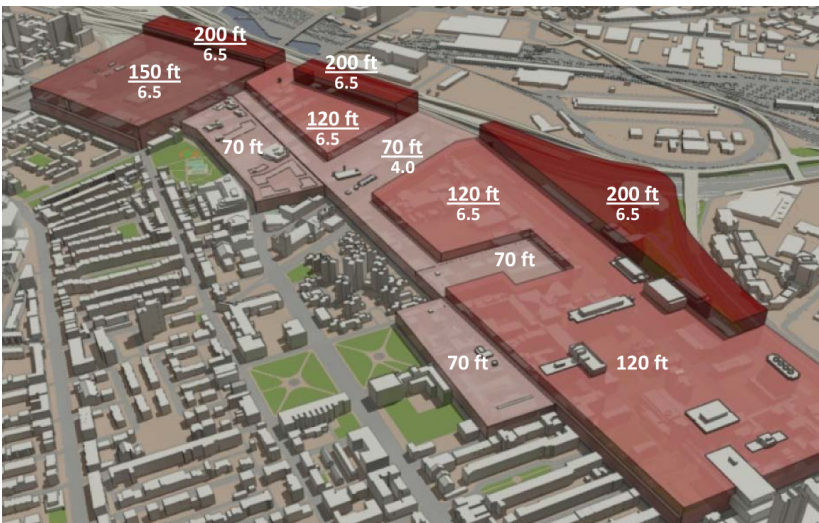
The plan recommends several changes and amendments to Article 64 (South End Neighborhood District) of the Boston Zoning Code. The first major recommendation is the creation of three new zoning sub-districts that reflect the redevelopment vision statements, and generally follow the Harrison-Albany Corridor Strategic Plan planning sub-area boundaries for the New York Streets, SOWA and Back Streets sub-areas. Within certain sections of these three new zoning sub-districts and the existing BioSquare Economic Development Area (“EDA”), the as-of-right maximum building heights and floor to area ratios (“FAR”) would be increased. In areas eligible for Planned Development Area Master Plans (“PDA”), additional height and density would be allowed in exchange for specific public use amenities identified through the PDA process. It is also recommended that a lot coverage requirement be established within the three proposed zoning subdistricts and existing BioSquare EDA.

The next major recommendation is revising the existing land use regulation table found in Article 64. The table would be revised to reflect the uses implied in the vision statements for the proposed three zoning sub-districts. Most of the recommended changes to the land use table would be less restrictive in order to promote growth and facilitate permitting. One exception is the recommendation to make residential uses conditional in the Back Streets sub-area to protect existing businesses.

Lastly, due to overlapping jurisdictions, the BRA will ask the South End Landmarks Commission to consider amending the Standards and Criteria for this area to include the new heights. The goal is to simplify development review process for proponents.



Proposed As of Right Height/FAR



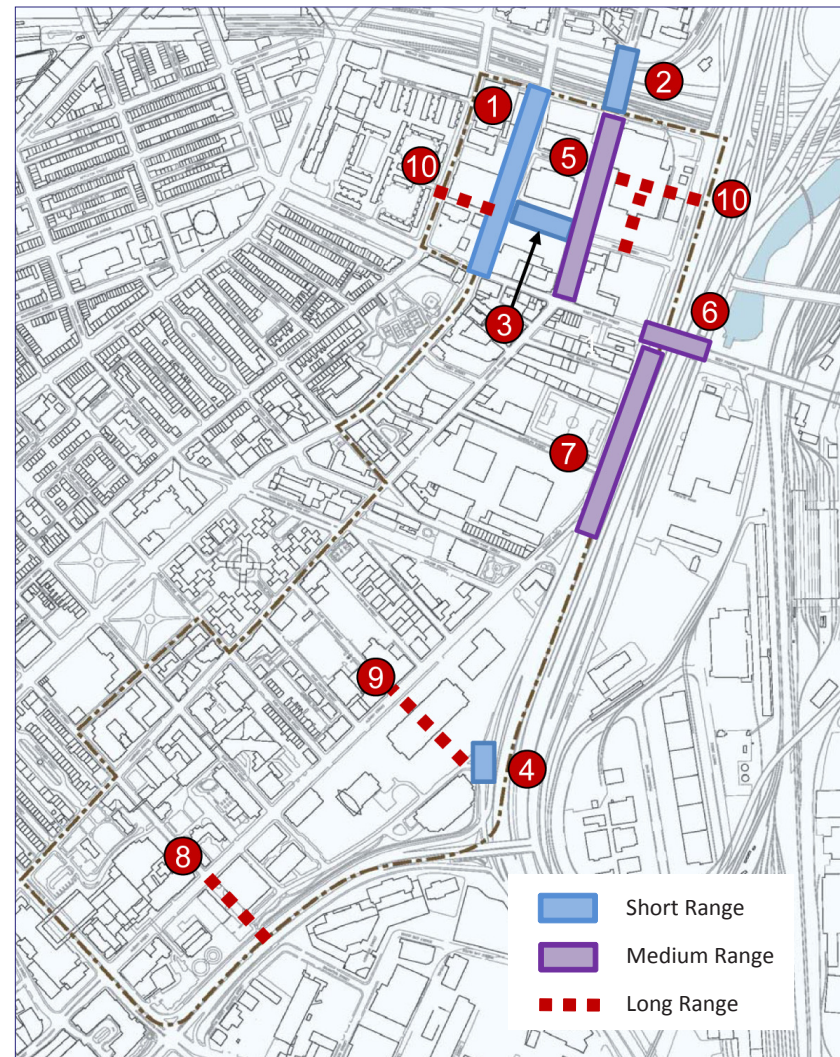
Proposed PDA Height/FAR

Transportation

Transportation planning is an integral part of the reshaping of the Study Area's public realm and its ability to create capacity for accommodating future growth. This plan makes both physical transportation improvement and policy/zoning recommendations. In collaboration with Boston Transportation Department ("BTD"), the following package of proposed roadway network changes is intended to improve multimodal access and circulation for the neighborhood, add capacity to accommodate future development and better utilize and enhance public space.

- Five short-term recommendations involving changes in street directionality, improved signal systems, a proposed new connection, and improved signage and wayfinding
- Three medium-term recommendations involving expansion of the public realm by utilizing excess roadway capacity and improved circulation through a change in directionality
- Three long-term/development-related recommendations involving new connections to the regional highway and local midblock connections

It is worth noting that the aforementioned street improvements are not limited to enhancing transportation in the area but also intended to integrate pedestrian/public realm improvements such as the environment under the Expressway.



Assumed transportation network improvements

The plan makes two important parking-related recommendations. The first is to revise parking ratios within Article 64 to establish maximum parking ratios and eliminate minimum parking requirements in order to create a multimodal, non-auto oriented mixed-use district. The second recommendation is for shared parking strategies in conjunction with Article 80 review, as well as an off-site multi-user parking facility under the Expressway. These two recommendations came as a result of a comprehensive inventory of existing on- and off-street parking spaces and other curbside regulations.

To further promote other modes of transportation in the Study Area, this plan recommends the creation of mobility hubs in conjunction with redevelopment or public infrastructure projects. Additionally, this plan supports the realization of the South Bay Harbor Trail that will create a new bicycle network through the area. Equally important, this Plan supports BTD's Complete Streets policy of requiring on-site bicycle amenities within new developments such as bike storage and shower/ changing facilities (as to be determined through the Article 80 process).

Finally, this Plan foresees the biggest opportunity for public transit improvements as being accomplished through bus and Bus Rapid Transit ("BRT") enhancements. This plan recommends a series of realistic modifications to existing bus routes to improve interconnectivity within the Study Area (they will also utilize the proposed changes in street directionality). Pending the completion of the Newmarket commuter rail station, this plan recommends increased bus service as demand grows. Lastly, this plan strongly advocates for the continued support for the implementation of Silver Line Phase III and the Urban Ring.

Implementation

Implementation of the recommendations from this Strategic Plan will be an ongoing process that could extend over the next 15 to 20 years or even longer. In the short-term, new zoning and short-term transportation improvements are possible and inexpensive to implement.

Other recommended measures that can be implemented in the short-term will help to support the realization of the vision described throughout this Plan and will ensure that new development is in scale with the character of the individual sub-areas and fits within the existing transportation network.

Implementation of the mid- and long-term recommendations in the plan will be dependent upon availability of funding as well as coordination and cooperation with other entities including City of Boston departments, state agencies such as the Massachusetts Bay Transit Authority ("MBTA"), State Transportation Department ("MassDOT") and private property owners. The BRA will help to coordinate the implementation of this plan.



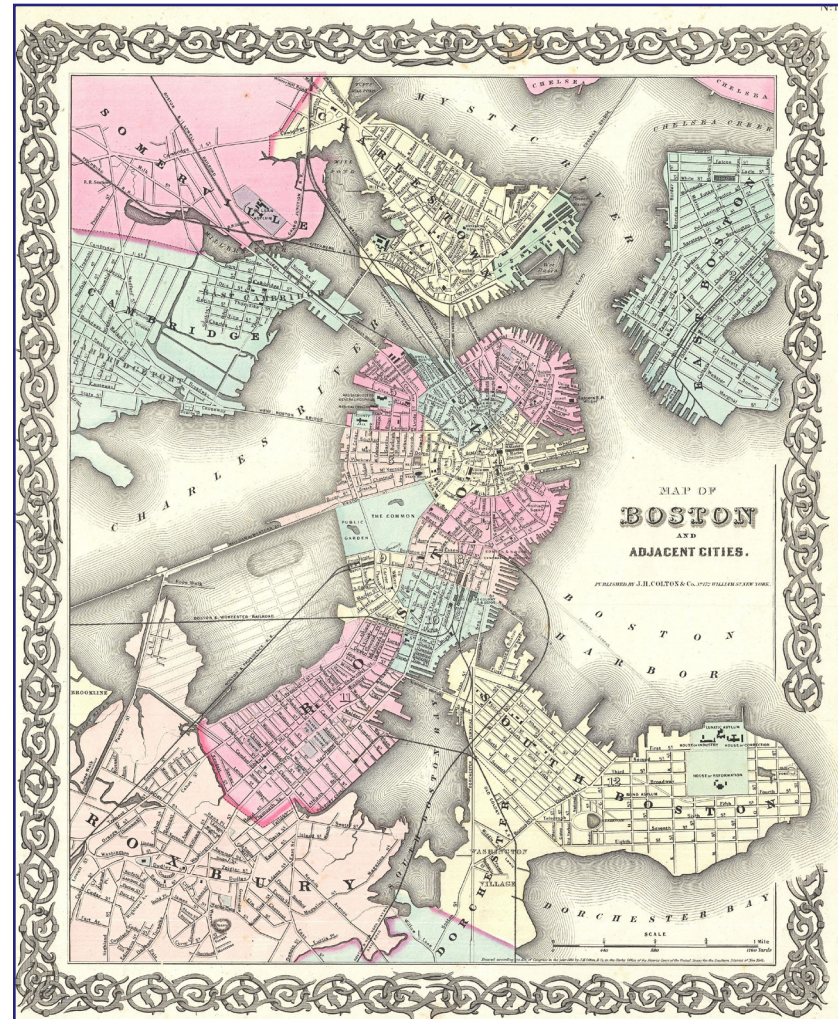
Aerial View from south

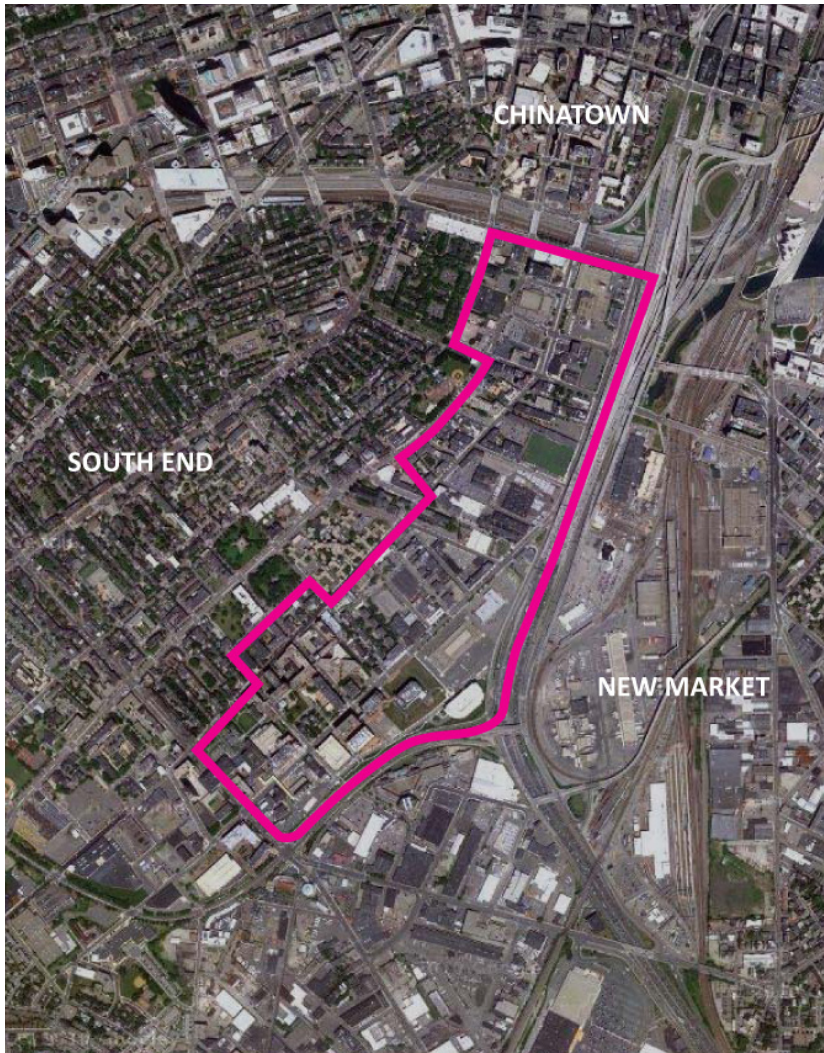
Introduction

A history of the South End neighborhood of Boston begins with Washington Street. One of the city's oldest thoroughfares, it was, until the 1850's, the only road connecting colonial Boston to the rest of the state. When tidal marshes to the northwest were filled in, speculative residential development soon followed and the largest Victorian neighborhood in the nation began taking shape.

The height of residential development in the South End neighborhood, bounded roughly by Massachusetts Avenue, the Southwest Corridor, Berkeley and Washington Streets, was between 1850 and 1873.

The neighborhood would soon fall out of fashion, however, when the mansions of the Back Bay were constructed in the latter part of the century. To the southeast of Washington Street, along the Roxbury Canal, wharves and factories on Harrison Avenue and Albany Street were thriving by the middle of the 19th century due, in large part, to proximity to railroads and ports.





2010 Aerial of Study Area

By the late 19th century the South End had fallen victim to hard economic times and for most of the next century the built environment was victim to neglect and demolition. In 1901 a segment of the Boston Elevated Railway was constructed on Washington Street, casting its buildings in shadow and hastening the decline of the street's vitality until the structure was removed in 1987.

In 1995 Mayor Thomas M. Menino appointed a task force to revitalize Washington Street in the South End/Lower Roxbury, one of Boston's oldest and most prominent thoroughfares. The Washington Street Task Force Plan recommended new zoning for the corridor as well as the creation of a local Main Streets organization. Today, Washington Gateway Mainstreets continues to support Washington Street's economic vitality. In fact, the success of Washington Street has spilled over to Harrison Avenue and, to some extent, Albany Street, in the form of new residential units and commercial spaces. Recognizing that this part of the city would continue to attract development, Mayor Menino recommended in 2008 that a vision and plan for the industrial section of the South End be created to manage its inevitable growth.

The first step toward crafting a vision was to define the physical boundaries for the area to be studied. Harrison Avenue and Albany Street are the major north-south corridors in the industrial South End and together form the spine for the new Study Area. Because it was anticipated that changes to the zoning code might be recommended, the Study Area's northern, eastern and southern boundaries were derived from the existing boundaries for the South End zoning district. These are the Massachusetts Turnpike to the north; Albany Street/Southeast Expressway/Massachusetts Avenue Connector to the east; and Massachusetts Avenue to the south. The Study Area's western boundary includes all of Harrison Avenue and portions of Washington Street in the northern section of the area.



Corner of Harrison Avenue and Traveler Street



View from Plympton Street looking north



Converted industrial building on Harrison Avenue



Harrison Avenue looking north from the Boston Medical Center



Aerial view of Washington Street looking north

Purpose

It is hoped that this Strategic Plan will assist in guiding future development in the Study Area so that it meets the needs of a diverse community in a way that does not jeopardize existing neighborhood uses. The area is currently home to a range of land uses including light industrial, wholesale distribution, medical, commercial (office and retail), and small pockets of multi-family residential. In addition, the presence of underutilized and vacant land parcels within the Study Area poses an opportunity for potential redevelopment.

The planning process has included:

- creating a long-term vision for the Study Area, broken down by sub-areas;
- comparing existing and potential future land uses allowed under the zoning code for the South End Neighborhood District (Article 64);
- analyzing the existing urban design framework and proposing a public realm plan;
- studying the existing transportation network and identifying weaknesses and areas of improvement; and
- projecting a future transportation network based on future development build-out over an approximate 30 year timeframe.

All of the above efforts have led to recommendations which may relate to zoning and thus will ultimately amend the current Zoning Article for the South End Neighborhood District (Article 64). Other recommendations in this plan may not be zoning-related, but are of equal importance to implement.

Process

To develop the strategic plan the BRA and City team worked with a 30-member Mayor-appointed Advisory Group that consisted of neighborhood business owners, major property owners, institutions, representatives from several neighborhood associations and community members at-large. The Advisory Group met 14 times as well as two additional times with the community at-large, once during the visioning, and once to present the draft plan. All Advisory Group and community meetings were advertised and open to the public.

The first year and a half of the planning process was spent defining the vision and urban design framework. The study area was divided into four distinct sub-areas to allow the Advisory Group members and the public a closer study and understanding of the goals of each sub-area. There were also special interest topics interspersed throughout the agendas pursuant to Advisory Group requests. Transportation became a topic of heightened interest after the urban design framework was established. The existing traffic network was studied, along with other modes of transportation. A projection of future traffic conditions was modeled based on future build-out. With the results of the traffic modeling, the future zoning recommendations (specifically maximum heights and densities) could be crafted.

Several series of recommendations were presented to the Advisory Group over the course of several meetings. The recommendations changed based on feedback given by the Advisory Group and area stakeholders until a collective vision was crafted. In summary, this plan contains a set of zoning recommendations intended to open up the existing zoning and spur appropriate development in the Study Area while maintaining the eclectic mix of uses found there today.

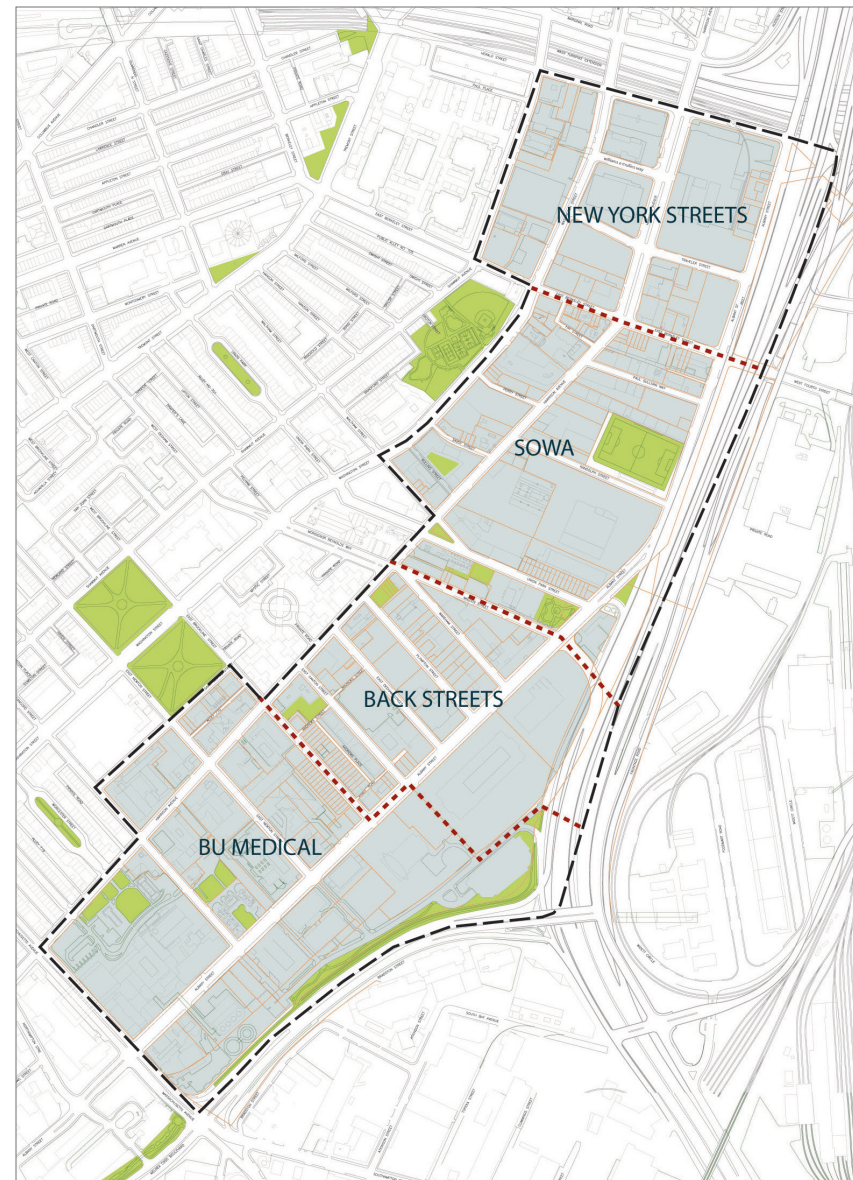


Members of the Advisory Group on a walking tour of the Study Area

Introduction

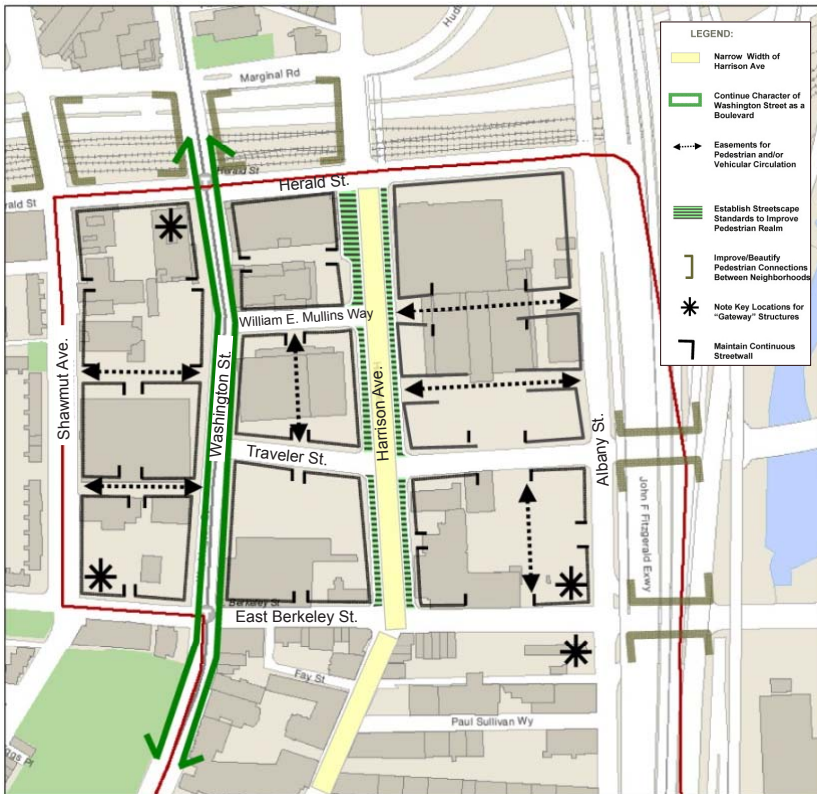
With the geographical boundaries of the Study Area in place the Advisory Group began identifying goals and objectives for the planning study. These were arranged in six categories: 1) Urban Design, Public Realm and Historic Preservation; 2) Open Space and Sustainability; 3) Transportation; 4) Housing; 5) Commercial/Office/Retail; 6) Industrial and Institutional. It became apparent that while certain concerns, such as the need for improved circulation, apply to the entire Study Area, the diversity of the built environment, mix of uses and economic priorities vary greatly from one end of the Study Area to the next. For example, the northern section of the Study Area, with its under-utilized parcels and large blocks, has different needs than the area just to the south, where historic industrial buildings occupied by a diverse mix of businesses and residents give the area more of a neighborhood feel. Moving farther south, small business owners on Wareham, Plympton and Malden Streets are concerned with retaining affordable commercial space while the adjacent Boston Medical Center balances its expanding campus with local and regional transportation demands.

Given this diversity, the Advisory Group decided to divide the Study Area into four distinct sub-areas and crafted a vision statement, based on the goals and objectives for each one. The four sub-areas are: 1) New York Streets; 2) SOWA; 3) Back Streets; and 4) Boston Medical Center/ Boston University Medical Campus.





Surface parking lot in the New York Streets sub-area



New York Streets sub-area vision diagram

New York Streets

Bounded on the north by Herald Street and the Massachusetts Turnpike, on the west by Shawmut Avenue, on the east by Albany Street/Interstate-93, and on the south by East Berkeley Street, the area derives its name from a historic pattern of tightly gridded east and west oriented streets, many named for towns and cities in New York state including Rochester, Genesee, Oswego, Troy, etc.

Today, the New York Streets sub-area contains untapped potential. Its physical adjacency to two major highways and downtown Boston make it an attractive location for commercial and residential development, however, under-utilized parcels predominate. With little retail space and ground floor activity in the area, the pedestrian experience is compromised. This condition is compounded by long distances between streets, or large blocks, which are a product of the elimination of the “New York” streets. Further, street directionality in the New York Streets sub-area is such that vehicular circulation is more convoluted than necessary.

Vision Statement

The New York Streets sub-area should emphasize its location as the vital physical and economic link between the City's downtown, Chinatown, and South End neighborhoods with convenient access to South Boston and the regional roadway system. Future development should provide exciting new 18-hour uses within a pedestrian-friendly public realm that includes a finer grain of city blocks that allow for enhanced transportation access and circulation. Non-residential uses should provide new jobs for Boston residents.

SOWA

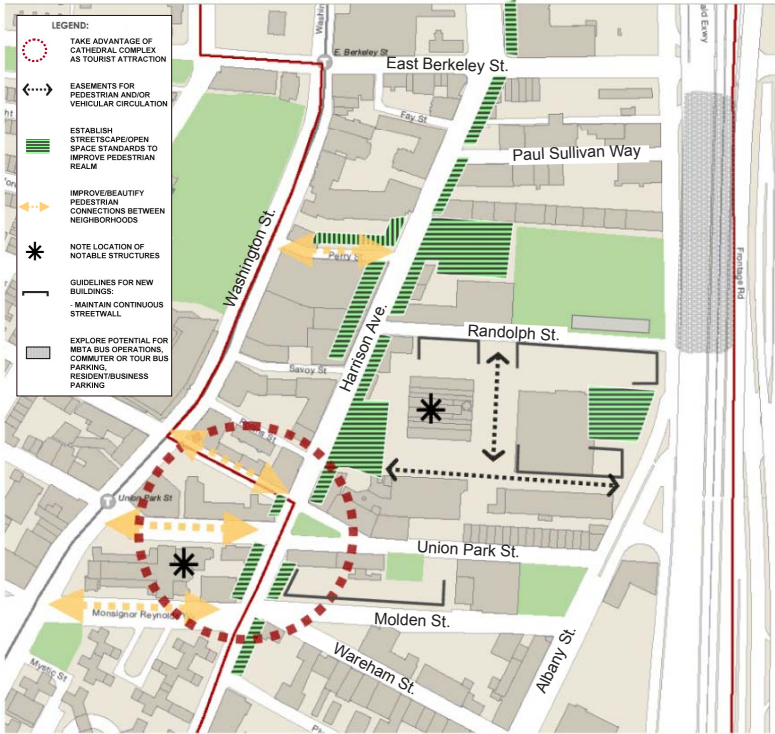
Immediately south of the New York Streets sub-area is the SOWA (South of Washington) sub-area. This district is bounded on the north by East Berkeley Street, on the west by Washington Street, on the east by Albany Street, and on the south by Malden Street. The area is a lively and eclectic mix of former industrial loft buildings, many now converted into artists' work space and housing; as well as galleries, shops and restaurants primarily oriented to Harrison Avenue and East Berkeley Street. Institutions with deep roots in the South End also have a presence in SOWA, including the Cathedral of the Holy Cross and its associated schools as well as the Pine Street Inn, a social services organization. In the past ten years new residents have moved to the SOWA sub-area, giving it the feel of a truly mixed-use neighborhood.

Vision Statement

The SOWA sub-area should maintain the feel of a vibrant mixed-use neighborhood. Existing historic resources and industrial character should be preserved while fostering a diverse range of uses including housing, commercial, artist space and strategically-located retail. Streetscape improvements should be focused to improve the pedestrian experience and reinforce connections to public transit.



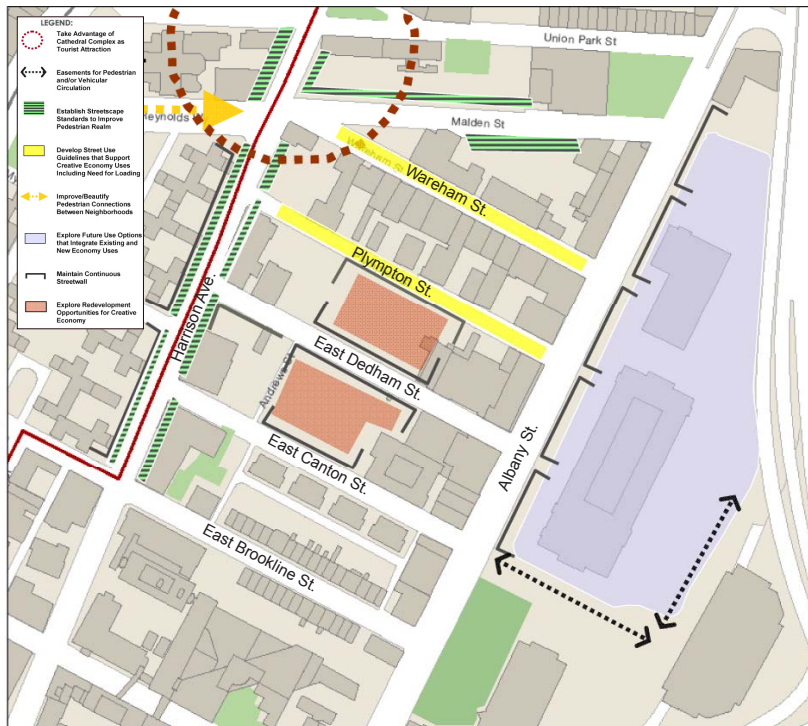
Harrison Avenue in the SOWA sub-area



SOWA sub-area vision diagram



Wareham Street in the Back Streets sub-area



Back Streets sub-area vision diagram

Back Streets

To the south of SOWA, the Back Streets sub-area is defined by Malden Street to the north, Harrison Avenue to the west, the Southeast Expressway viaduct and Frontage Road to the east, and East Canton Street to the south.

The Back Streets sub-area gets its name from the Mayor's economic initiative to preserve industrial land and support small and medium-sized industrial and commercial businesses. Malden, Plympton, Wareham and East Canton Streets are lined with small-scale historic buildings whose adaptability is well-suited to the affordable commercial and industrial space they contain. On Albany Street, two wholesale flower markets occupy single-story buildings on large lots. Residential uses are the exception in Back Streets and are not always compatible with commercial activity such as truck use and loading.

Vision Statement

The Back Streets sub-area should continue to preserve light industrial uses while encouraging complementary commercial and research uses that create new jobs. The architectural character of future development should reinforce the existing scale, incorporate new green technologies, and set an example for quality contemporary design in a historic context. The sub-area should welcome a new streetscape that improves the aesthetics and safety for pedestrians and vehicles.

Boston Medical Center/ B.U. Medical Campus

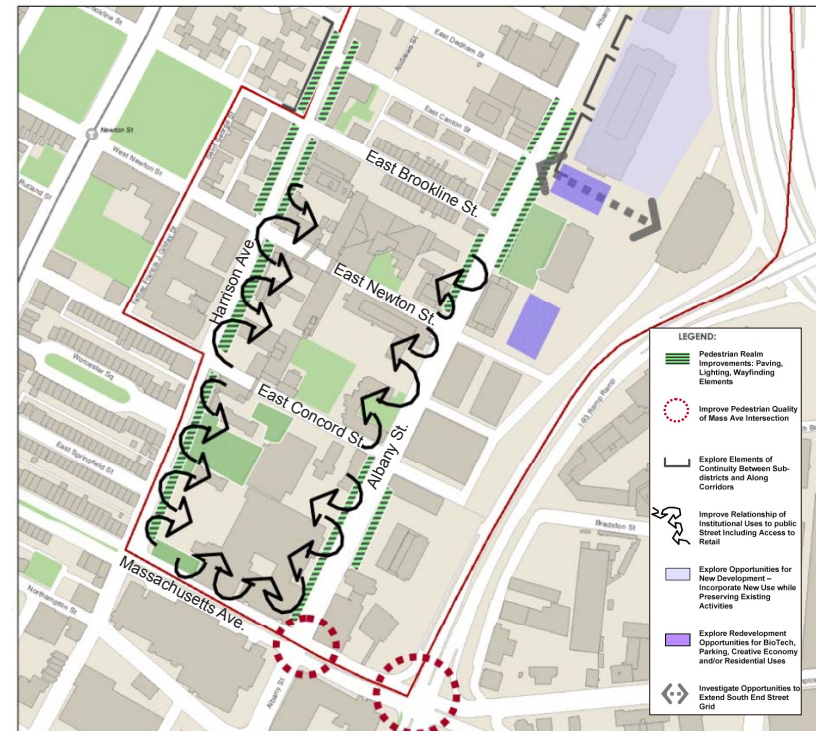
The fourth and final sub-area, to the south of Back Streets, is the Boston Medical Center/Boston University Medical Campus sub-area. Defined generally by East Canton Street to the north, Harrison Avenue to the west, the Massachusetts Avenue Connector to the east, and on the south by Massachusetts Avenue, this sub-area is dominated by a campus of hospital and hospital-related uses including biomedical research facilities. The urban fabric is larger in massing and scale in this part of the Study Area, with the exception of a pocket of residential buildings on East Brookline Street. The properties within the Boston Medical Center sub-area fall within the BUMC Institutional Master Plan (“IMP”) physical boundaries. The purpose of an IMP is to establish the zoning regulations for the campuses of major institutions. Goals of any adopted IMP in the City of Boston are to provide for the well-planned development of institutions and to enhance their public service and economic development role in the surrounding neighborhoods; to encourage economic growth and the diversification of the economy, with special emphasis on creating and retaining job opportunities; to preserve, enhance and create open space; to protect the environment and improve the quality of life; to promote the most desirable use of land; and to promote the public safety, health, and welfare of the residents.

Vision Statement

The BU Medical sub-area should continue to strive for smart growth that blends the hospitals’ and universities’ historic and modern campus with the adjacent residential and light industrial uses while improving its regional transportation access. Opportunities for job training and job creation for Boston residents should continue to be promoted.



Corner of Harrison and Massachusetts Avenues in the B. U. Medical sub-area



B. U. Medical sub-area vision diagram

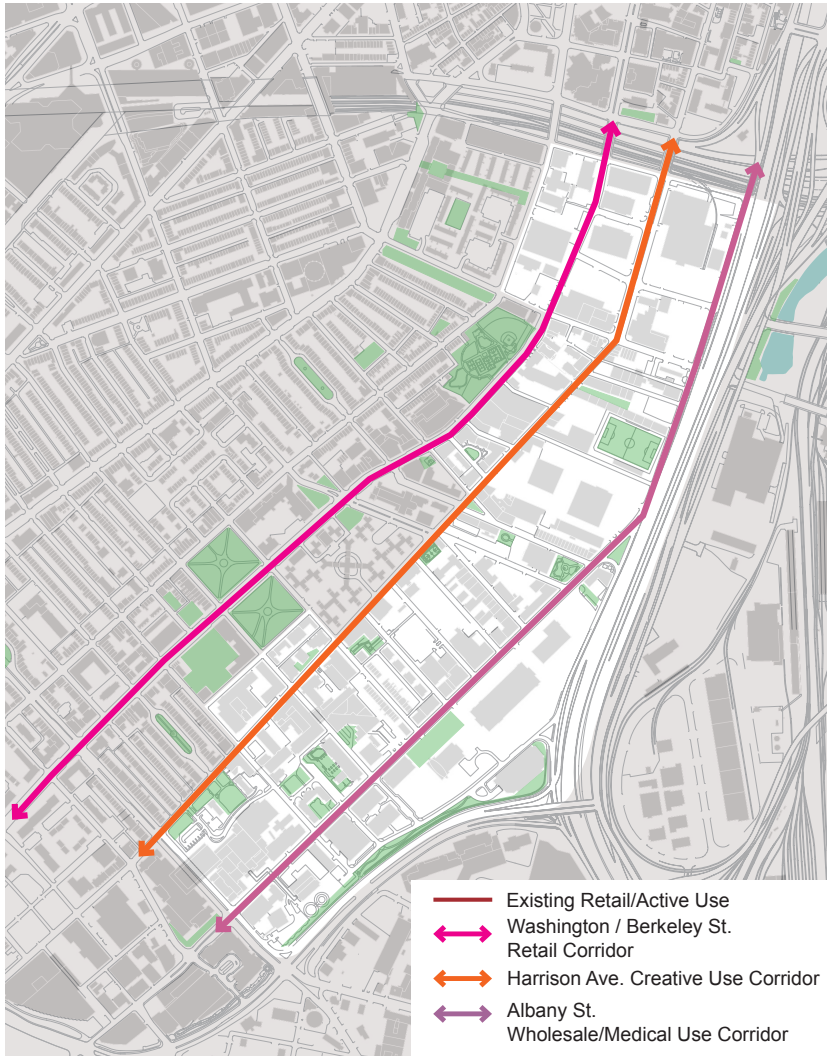
Physical Framework Recommendations

The existing physical environment in the Harrison Albany study area varies greatly from one sub-area to the next. For example, the pedestrian-friendly environment of SOWA gives way to super-blocks and underutilized parcels to the north in the New York Streets sub-area and a working light industrial neighborhood to the south in the Back Streets sub-area. Further south, the Medical sub-area's institutional campus and lab buildings co-exist with pockets of residential uses.

Early in the planning process the Harrison Albany Advisory Group determined that a successful public realm plan would offer recommendations to knit these somewhat disparate areas together. The resulting enhanced connectivity would not only improve the pedestrian experience and circulation within the study area but would optimize its proximity to Downtown, Chinatown, South Boston and the residential South End.

All of the Physical Framework Recommendations, which combine to form the Harrison Albany Corridor Public Realm Plan, were devised as tools to enhance connectivity. The Use Corridor study examines both thematic and physical links within the study area. The Open Space study identifies four streets as appropriate locations for enhanced landscaping to improve east-west connections through the study area. Ground level place-making opportunities are also identified as tools to enhance the public realm. The identification of streetscape types will ensure that future improvements reinforce the principles in this plan. Finally, a comparison of the historic and current street patterns shows how one might begin to break up the larger blocks with new streets.

An in-depth analysis of these studies follows.



Use Corridor Diagram

Use Corridors

In addition to improving physical connectivity, the Advisory Group sought to identify thematic connections between four sub-areas whose characters differ substantially from each other. In addition to a vision for each sub-district, as described in the previous section, the Advisory Group identified street and open space networks which link the sub-areas. Three north-south corridors serve as common threads throughout the Study Area:

Washington Street Retail Corridor

Active ground floor retail uses contribute to the lively, mixed-use character of Washington Street in the South End and should be reinforced and extended in the SOWA and NY Streets sub-areas. It is expected that the Washington Gateway Main Streets organization will continue to foster new development along Washington and East Berkeley Streets. New construction should contribute to a positive pedestrian experience by featuring ground floor retail space with open and transparent storefronts and closely-spaced pedestrian entries facing the street. Parked cars should be screened from the street and all parking and loading activities should be relegated to the interior of the property.

Harrison Avenue Creative Use Corridor

Harrison Avenue, particularly in the SOWA and Back Streets sub-areas is home to creative economy uses such as art galleries, artist work space, architecture studios and other small businesses that bring jobs to this part of the South End and contribute to the eclectic character of the neighborhood. These uses should be encouraged through the zoning code and by preserving the historic buildings in SOWA and Backstreets that are well-suited to these types of small businesses. Ground floor facades should be visually accessible from the street, where practicable.

Albany Street Wholesale/Medical Corridor

Existing medical uses in the Medical sub-area and wholesale uses in the Back Streets sub-area should be retained and encouraged. Loading and delivery areas should be clearly marked to maintain pedestrian safety and reinforce the character of the Back Streets sub-area. This can be done with an architectural feature such as a canopy or with pavement striping or the like. Since wholesale businesses are not open to the public at-large, the ground floors of these buildings may not necessarily be designed to attract pedestrian traffic. In these cases streetscape improvements, especially along Albany Street, should be considered.



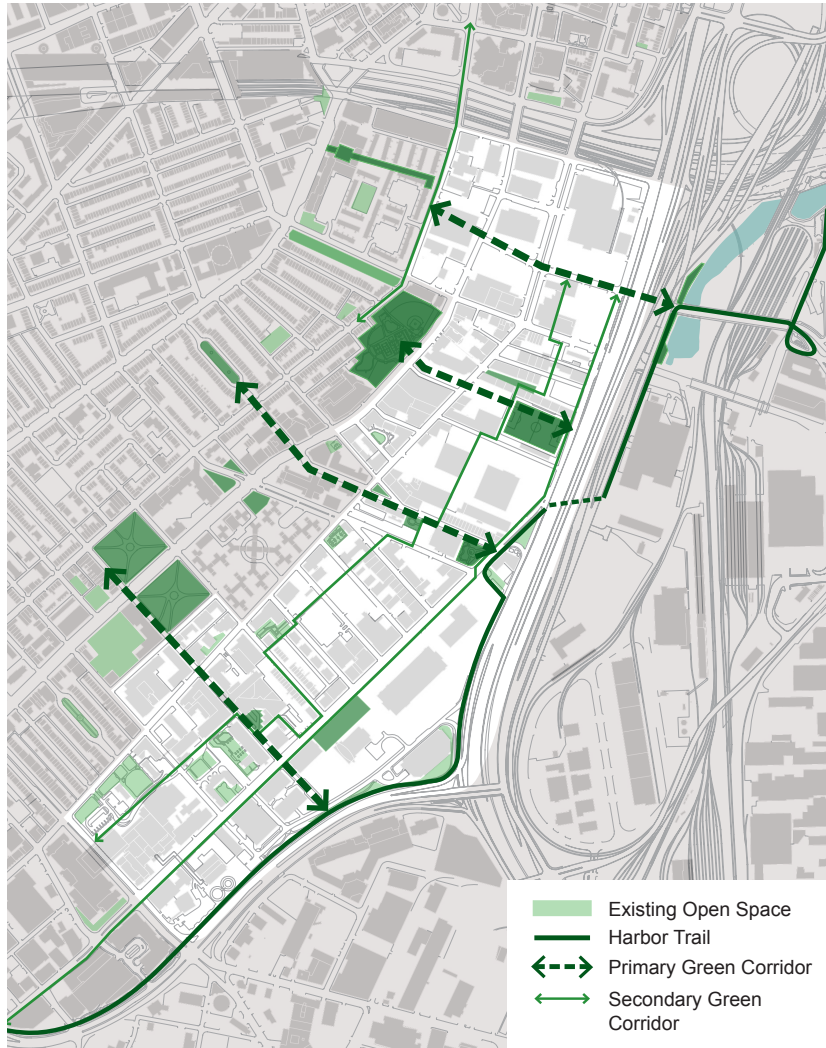
Washington Street Retail Corridor



Harrison Avenue Creative Use Corridor



Albany Street Wholesale/Medical Corridor



Green Corridor Diagram

Green Corridors

The open space network proposed by the Advisory Group would achieve the following:

Create four primary East-West Green Corridors to encourage way-finding and connections between the residential South End, the Study Area and beyond to the Fort Point Channel and adjacent South Boston neighborhood. The four streets are: Traveler Street, Perry Street, Union Park Street, and East Newton Street.

Connect major existing open spaces found in the South End neighborhood and the proposed South Bay Harbor Trail. These primary Green Corridors would develop an enhanced pedestrian network of paths and open spaces along with increasing their visibility and use.

Enhance north-south pedestrian connections along a secondary green path that would variously run along public sidewalks as well as between and through private properties. This Green Path would be a potential enhancement to future redevelopment. Another enhancement could be the addition of a spur to the South Bay Harbor Trail running up Albany Street. This spur would assist commuter cyclists headed to work in the area. Additionally, where there is an opportunity to break up a large block but the creation of a new street is not practical, a green pedestrian corridor would still provide a crucial connection on a more intimate scale. It could also offer a way for pedestrians to discover and explore the neighborhood. Finally, enhanced signage is recommended to reinforce the proximity to South Boston.

Activate the space under the Southeast Expressway through the use of lighting, signage or public art.



Atlantic Avenue's wide sidewalk outside of South Station's Bus Terminal



Mixed Use retail corridor on Thayer Street in SOWA



Daytime view of the Cumbernauld highway underpass in Scotland



Nighttime view of the Cumbernauld highway underpass in Scotland



Place-Making Opportunities Diagram

Place-Making Opportunities

Intersections of North-South Use Corridors with East-West Green Corridors are logical locations for place-making opportunities.

A place-making opportunity should provide visual interest, contribute toward an attractive public realm and encourage pedestrian traffic.

A place making opportunity could be located at the ground level and be designed as a public open space such as a park or plaza. It could be a special streetscape design, an area to display public art, or it might be a location where the architecture of the building responds to a view corridor.



Boston City Hall Plaza Arcade



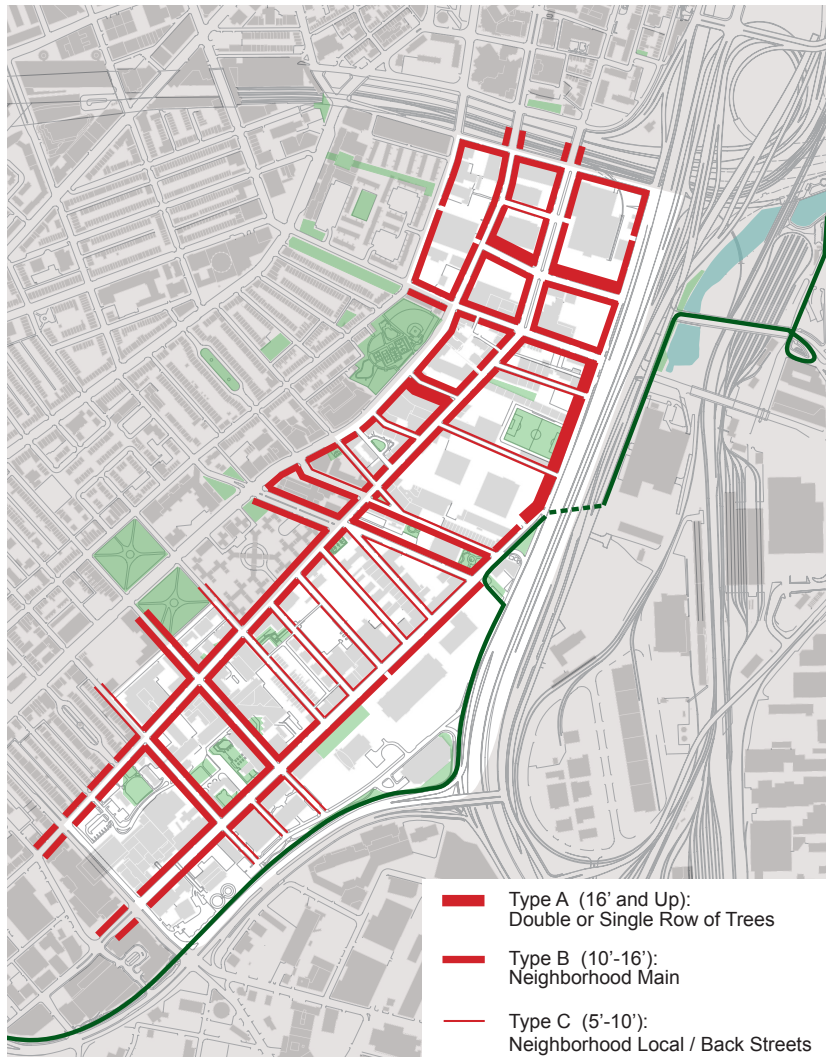
Plaza at One Brigham Circle in Mission Hill



One Post Office Square, Boston



Plaza along Tremont Street in the South End



Streetscape Guidelines Diagram

Streetscape Guidelines

Streetscape, defined as the space between the building line and the curb, is an integral part of the public realm. A successful streetscape ties together all the different street elements including buildings, trees, street lights and furniture. A well-designed streetscape helps form and enhance the character of streets.

Three types of streetscape guidelines for the Study Area are recommended to reinforce and improve streetscape character based on the functions of those streets as well as enhance frontage for existing and future developments. Each type has specific standards to meet the different scale and character of the streets in each sub-area while allowing flexibility to be creative and adaptive for many conditions. Any proposed development proposing changes to the public right-of-way should refer to these guidelines.

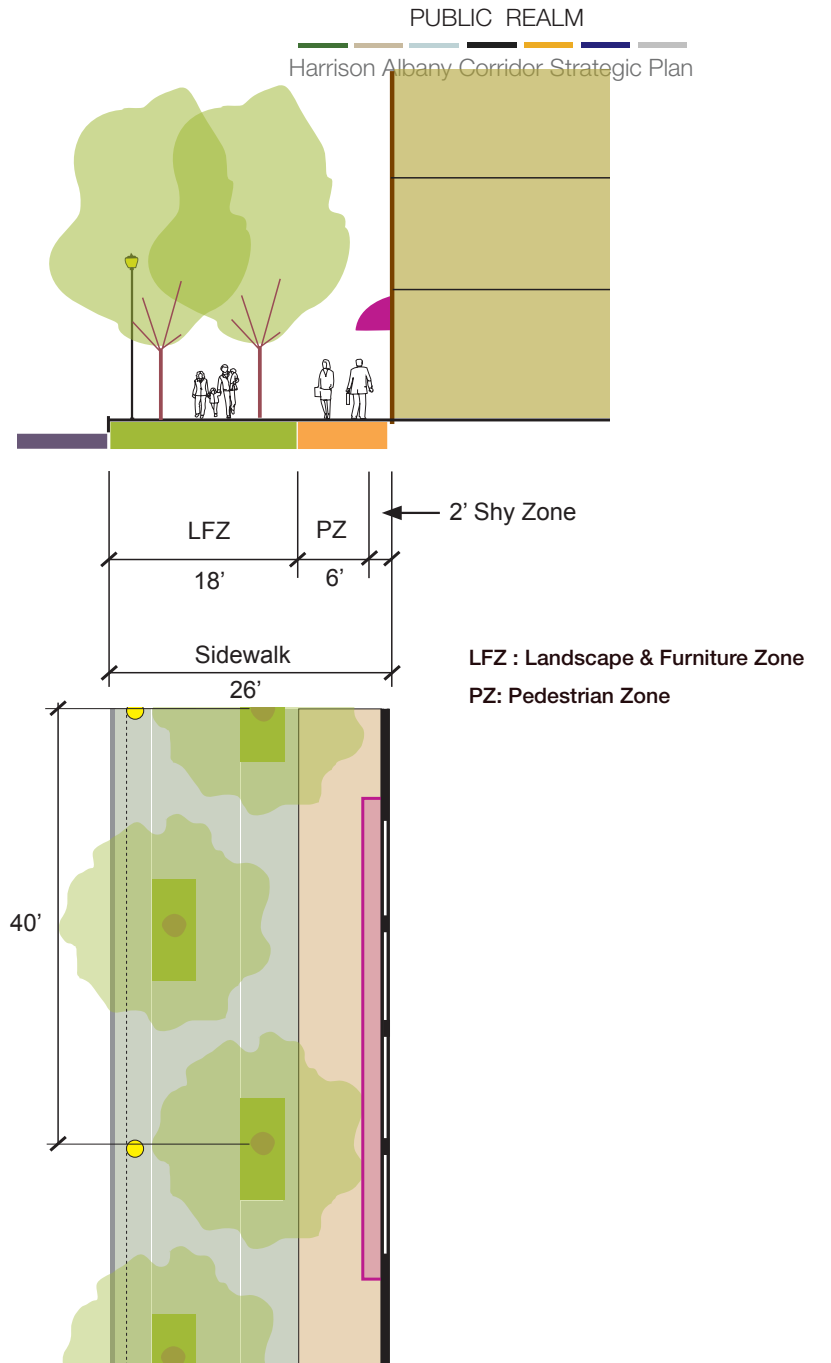
The following streetscape types A, B and C are developed in keeping with the Boston Transportation Department's Complete Streets guidelines which have been adopted as a city-wide policy. The goal is to create streets that become both great public spaces and sustainable transportation networks.

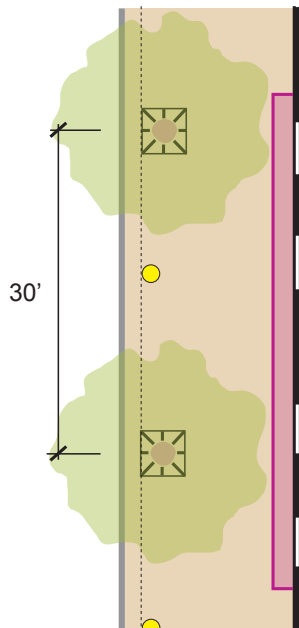
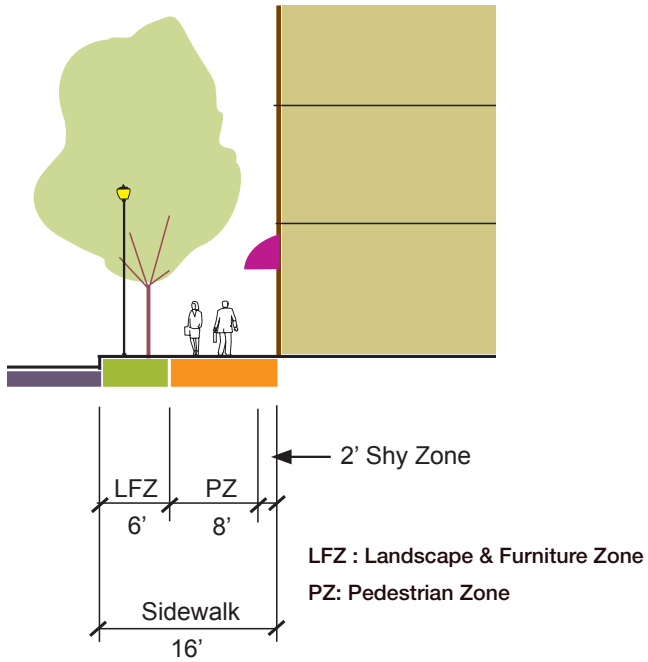
TYPE A : Single or Double Row of Trees (16' and Up)

Type A are streets identified as primary East/West Green Corridors. This streetscape type would greatly enhance connectivity and improve the quality of the pedestrian environment in the Study Area. Traveler, Perry, Union Park, and East Newton Streets, along with the section of Albany Street in the New York Streets and SOWA sub areas are recommended for this Type A.



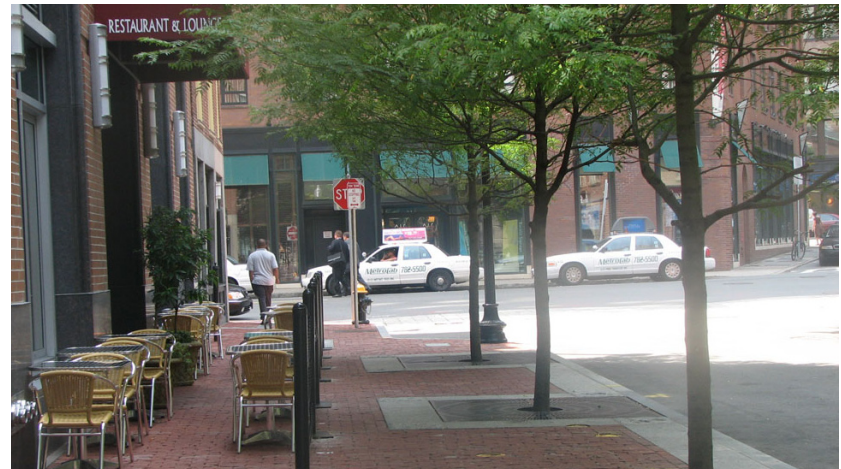
Stuart Street, Boston





TYPE B : Neighborhood Main (10'-16')

Type B are the most commercially active and culturally vibrant connector streets in the Study Area. Their design supports and enhances the current functions and roles of these streets. The three Use Corridors fall into this type. Type B streets include Shawmut Avenue, Washington Street, Harrison Avenue, Albany Street, Herald Street, East Berkeley Street, Monsignor Reynolds Way, Malden Street, East Newton Street, and East Concord Street.



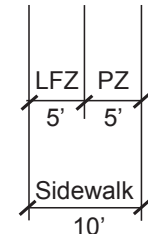
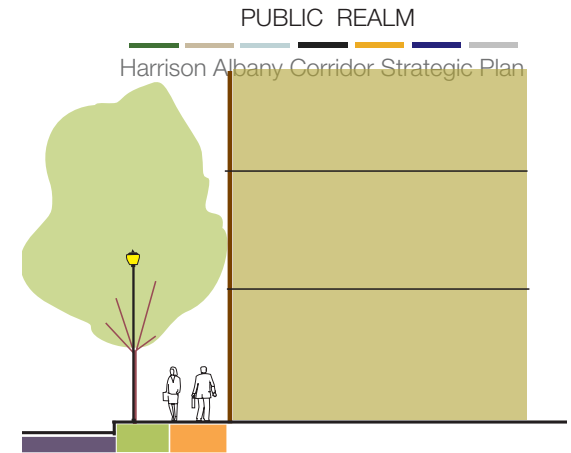
Merchants Row, Downtown Boston

TYPE C: Neighborhood Local (8'-10')

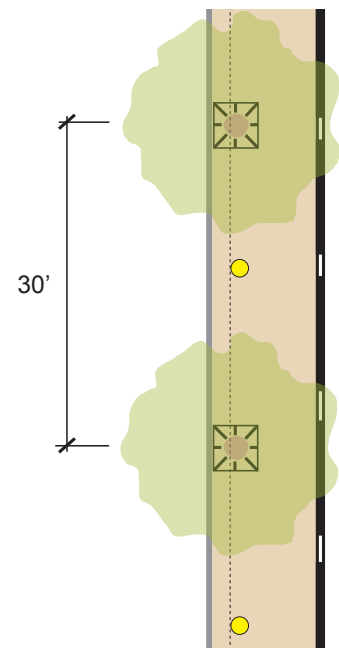
Type C streets typically cross major connector streets. These streets have distinctive characteristics associated with each sub-area. Type C streets are designed to maintain the existing character, scale, and use of those streets while improving the overall streetscape quality. Type C can be sub-divided into two categories, "Neighborhood Local" and "Back Streets." "Neighborhood Local" streets are William E. Mullins Way, Paul Sullivan Way, Randolph Street, Savoy Street, Rollins Street, East Brookline Street, East Canton Street, and East Concord Street.

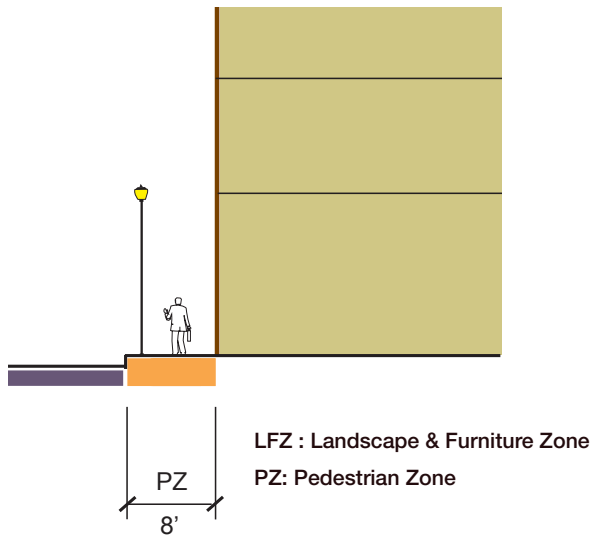


Residential street in Back Bay, Boston



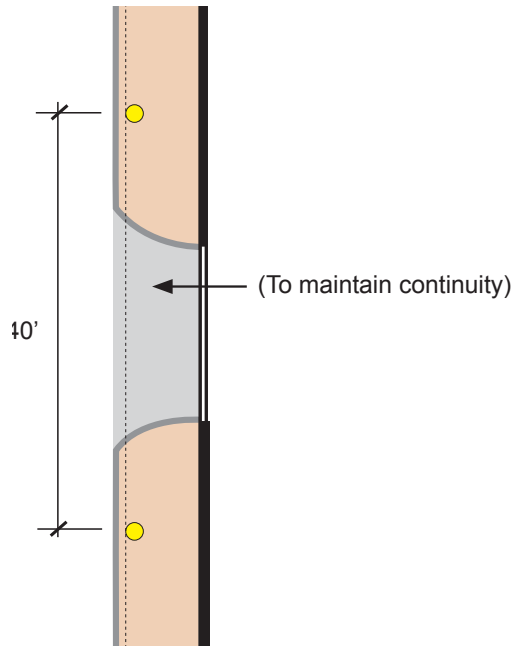
LFZ : Landscape & Furniture Zone
PZ: Pedestrian Zone



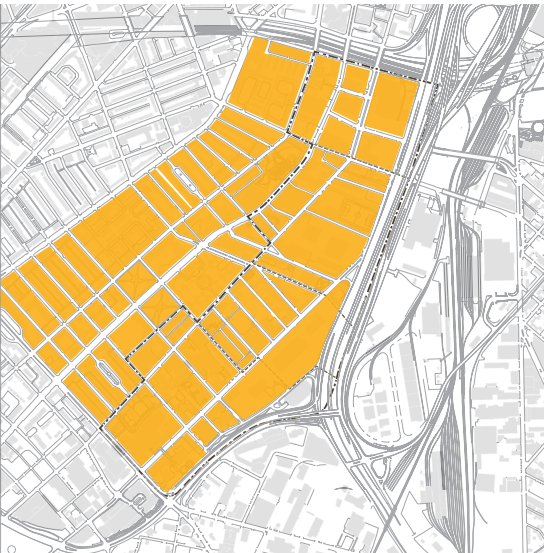
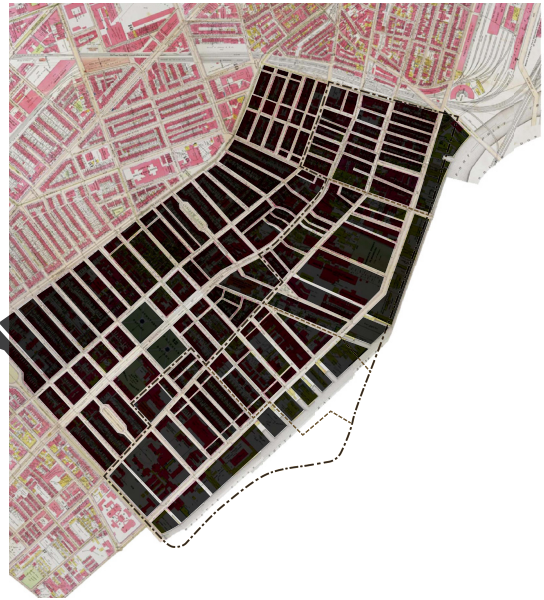


TYPE C: Back Streets (5'-8')

“Back Streets” are designed to accommodate the needs of the businesses in the Back Streets sub-area while ensuring the safety and quality of the pedestrian environment. Type C “Back Streets” are Malden Street, Wareham Street, Plympton Street, East Dedham Street, and East Canton Street.



Wareham Street, South End



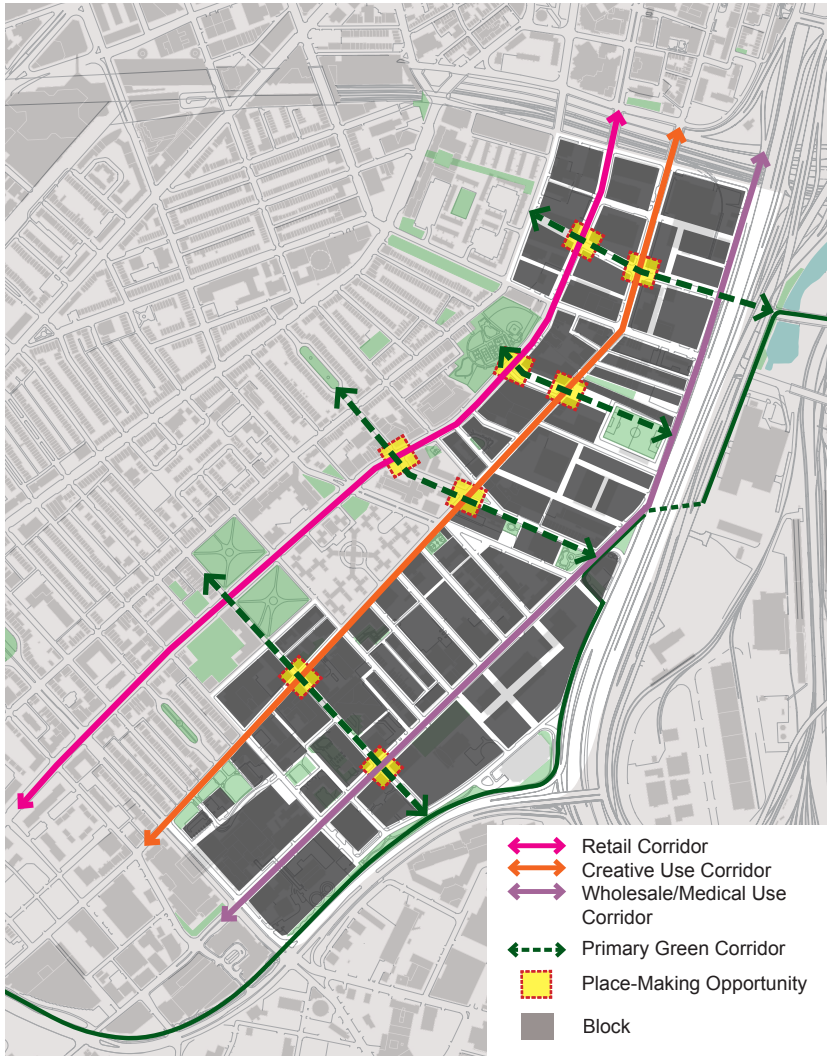
Top: 1908 Street Grid and Block Pattern
Bottom: Today's Street Grid and Block Pattern

Street Grid and Block Pattern

A comparison of today's street grid and block pattern with that from historic maps at the turn of the 20th century reveals a marked shift in the size of the city's blocks, particularly in the New York Streets and SOWA sub-areas. Larger blocks are detrimental to efficient traffic flow as well as the pedestrian experience. New developments in these sub-areas should be encouraged and in some cases required to incorporate new vehicular and pedestrian connections. Enhanced traffic flow will alleviate congestion on surrounding streets and improved walkability will strengthen the Study Area's connectivity to adjacent neighborhoods and public transportation.



Overlay of 1908 and today's street grid and block patterns showing missing streets in yellow



Public Realm Diagram

Public Realm

The Public Realm Plan for the Harrison/Albany Study Area envisions enhanced pedestrian and vehicular connections achieved by breaking up large blocks and designing attractive streetscapes that enliven the pedestrian experience. Implementation of the Public Realm Plan will not only provide physical improvements to the Study Area, it will provide stronger connections to Downtown, South Boston and public transportation.

Implementation of the Plan will occur through the Boston Redevelopment Authority's Article 80 review process. As described in the next chapter on dimensional regulations, certain projects will be required to provide public amenities which reinforce the recommendations in this plan.

Height

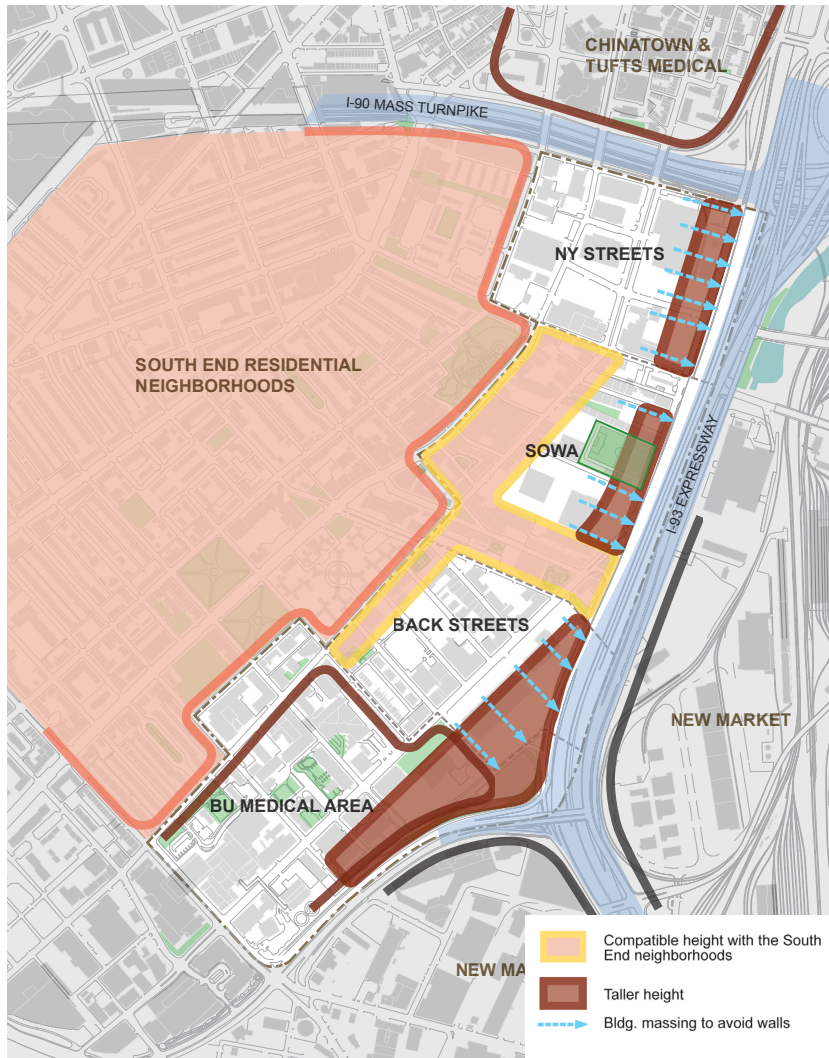
Building height is a key element in the urban design framework and zoning envelope. It directly contributes to the physical characteristics of the Study Area, and height regulations often have an effect on incentives for development. A significant outcome of the planning process was the recommendation to reconsider the current heights prescribed by zoning to, in part, lay the groundwork for achieving the vision for each sub-area. The Advisory Group determined that the heights and densities allowed under the current zoning do not reflect today's economic climate and that greater flexibility is necessary to stimulate development in the areas where growth is desired. An analysis of heights would also provide an opportunity to address the disconnect between current zoning heights and the height limits required under the South End Landmark District Commission's Standards and Criteria.

The following physical conditions and market pressures factored into the analysis of zoning heights in the Study Area:

- existing heights and building types in the residential South End neighborhood;
- the vision of the New York Streets sub-area as the geographical and economic link to Chinatown, Downtown, and South Boston;
- the physical impact of the Southeast Expressway, which is approximately 40 feet above Albany Street in the New York Streets sub-area;



Existing Contextual Height Diagram



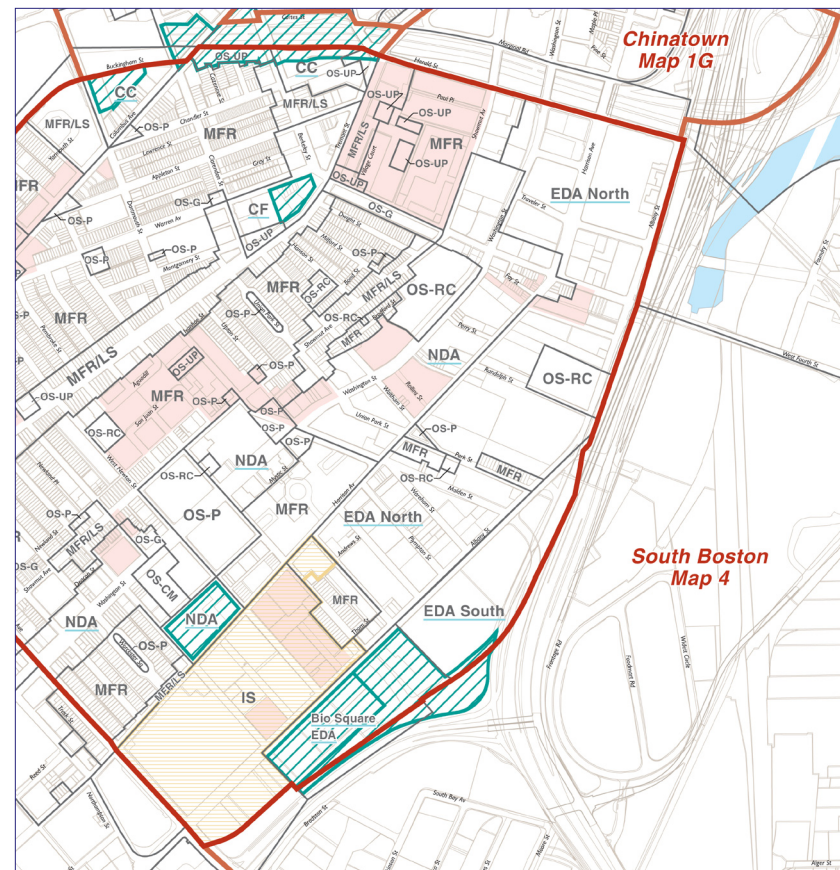
Height Concept Diagram

- building heights and types along Harrison Avenue through the SOWA and Back Streets sub-areas;
- potential growth of research and development industry in the Back Streets sub-area;
- existing physical characteristics and future growth potential of the BMC/BU Medical sub-area; and
- impacts of development on the transportation network.

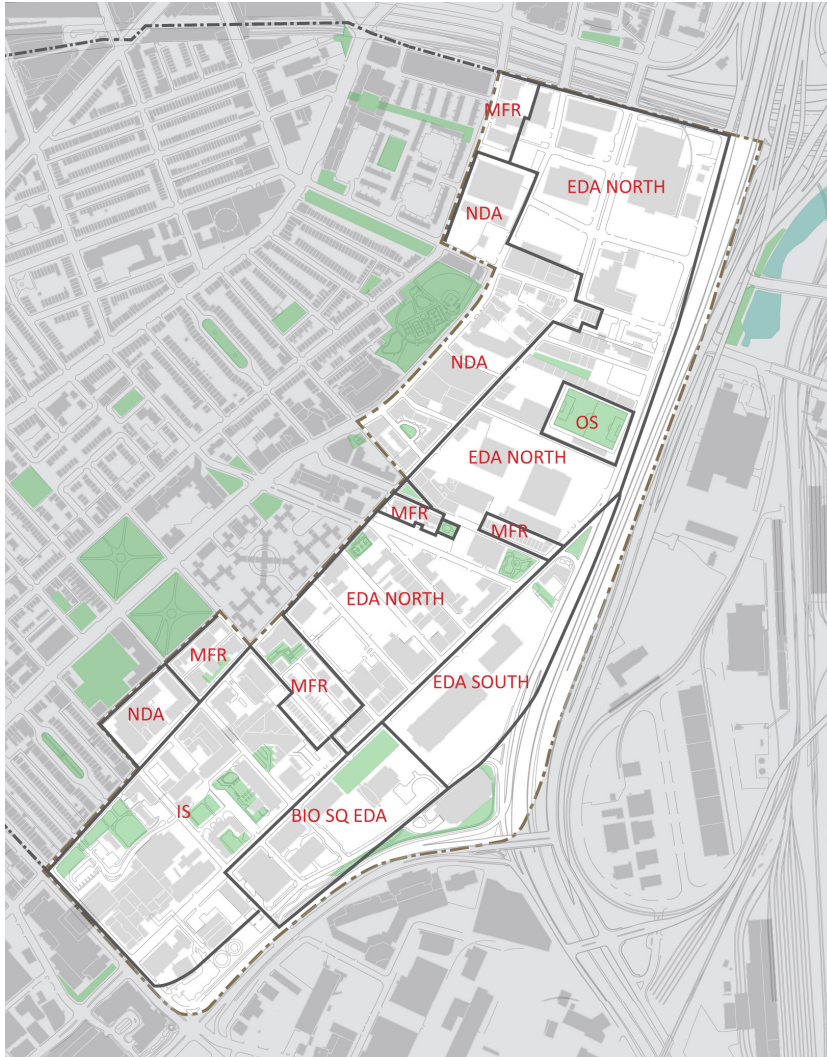
These considerations formed the basis for urban design analyses conducted throughout the planning process. These would ultimately lead to recommendations to increase the zoning heights and densities in parts of the Study Area. The next chapter describes these recommendations and how they can be integrated into the Zoning Code.

Introduction

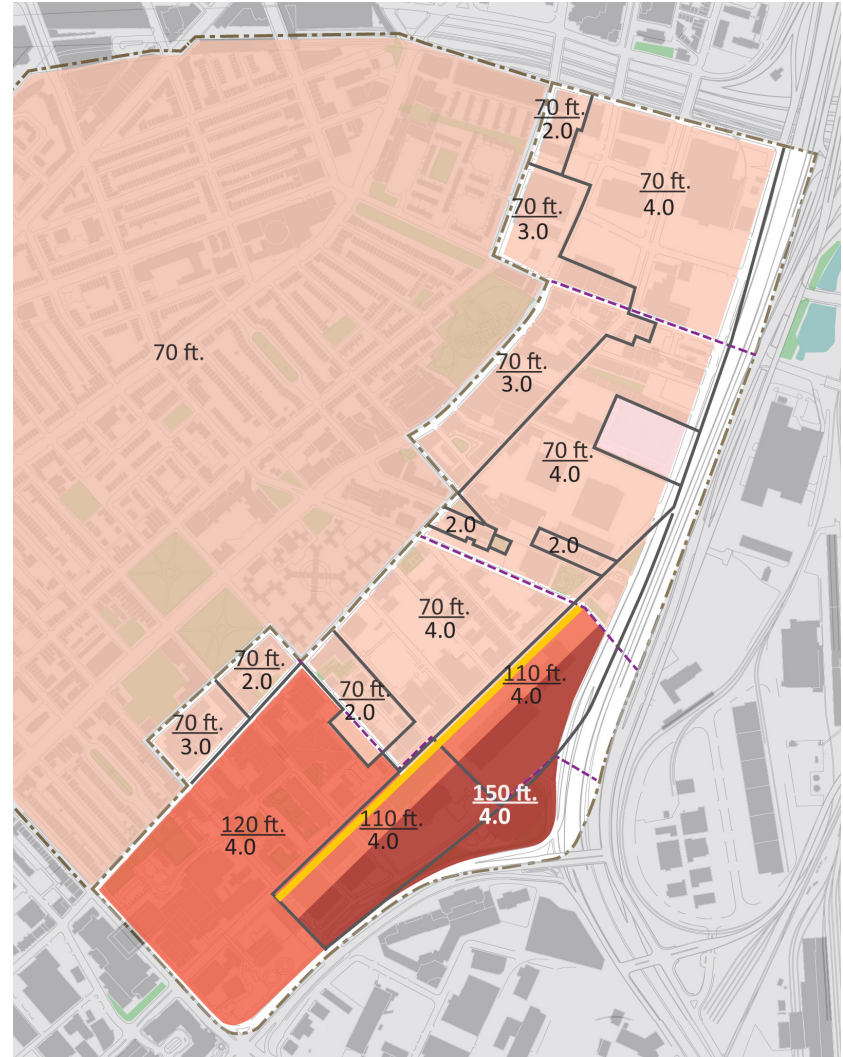
The City of Boston Zoning Code regulates allowed uses and dimensional requirements throughout the city and this chapter begins with an analysis of the zoning that affects the Harrison/Albany Corridor Study Area. The city's South End Landmark District Commission (SELDC) also has review authority over dimensional requirements in the Study Area. The Advisory Group examined the current zoning and SELDC criteria to determine whether these regulations can meet the changing needs in the Study Area.



South End Neighborhood District Map



Existing Zoning Sub-Districts in the Study Area



Existing Maximum Allowable As-of-Right Heights and FARs

EXISTING ZONING CODE & LANDMARK REGULATIONS

Existing Sub-Districts

The Harrison/Albany Corridor is located in the South End Neighborhood District and is therefore subject to Article 64 of the Boston Zoning Code. The Study Area is currently comprised of seven types of zoning sub-districts, each with its own range of allowed uses and dimensional requirements for buildings such as height and density limits. Below is a brief description of the zoning sub-districts that exist in the Study Area today.

Multi-Family Residential (“MFR”)

Most of the residential South End is zoned multi-family residential but only small pockets of this sub-district exist in the Study Area today. In a MFR sub-district, residential uses are a priority and most commercial activity is discouraged. The height limit in a MFR sub-district is 70 feet and the allowable Floor-to-Area Ratio (FAR) is 2.0. Rowhouses on East Brookline and Union Park Streets are in MFR sub-districts, as is the northwest section of the New York Streets sub-area.

Neighborhood Development Area (“NDA”)

The Neighborhood Development Area sub-district was established to provide a buffer between residential and industrial uses and accommodates a variety of uses including residential, retail, offices, and artist space, to name a few. Like a MFR sub-district, the height limit in a NDA is 70 feet, however the allowable FAR is 3.0 to allow for greater density than in a residential sub-district. Washington Street, which sits between the residential South End to the west and industrial neighborhood to the east, is zoned as a NDA; therefore parts of the New York Streets and SOWA lie within a NDA.

Open Space (“OS”)

Open Space sub-districts are intended to enhance the quality of life for city residents by protecting open space resources. All of the existing open space in the Study Area can be found in the SOWA sub-area: Rotch Park is specifically designated for recreational space and contains a multi-purpose playing field. Two smaller open spaces can be found on Union Park Street. Peter’s Park on Washington Street near East Berkeley Street lies just outside the Study Area boundaries and provides active and passive outdoor space to South End residents.

Economic Development Areas (“EDA”)

Most of the Study Area, with the exception of the Boston Medical Center sub-area, is zoned as an Economic Development Area. This sub-district was established to encourage economic growth, including light manufacturing and research and development and to expand entrepreneurial opportunities at a building scale that is appropriate to the surrounding area. In the EDA North, South and BioSquare a similar mix of uses is allowed including offices, commercial, retail, artists’ mixed-use space, manufacturing, schools and hotels. The EDA BioSquare is distinguished by its partiality toward commercial uses specifically related to the Boston University medical campus. All three EDAs have a maximum as-of-right FAR of 4.0; but differ in their respective maximum as-of-right building heights. In the EDA North, the maximum allowable height is currently 70 feet, however in EDA South and EDA BioSquare heights up to 150 feet are allowed as-of-right.

Institutional (IS)

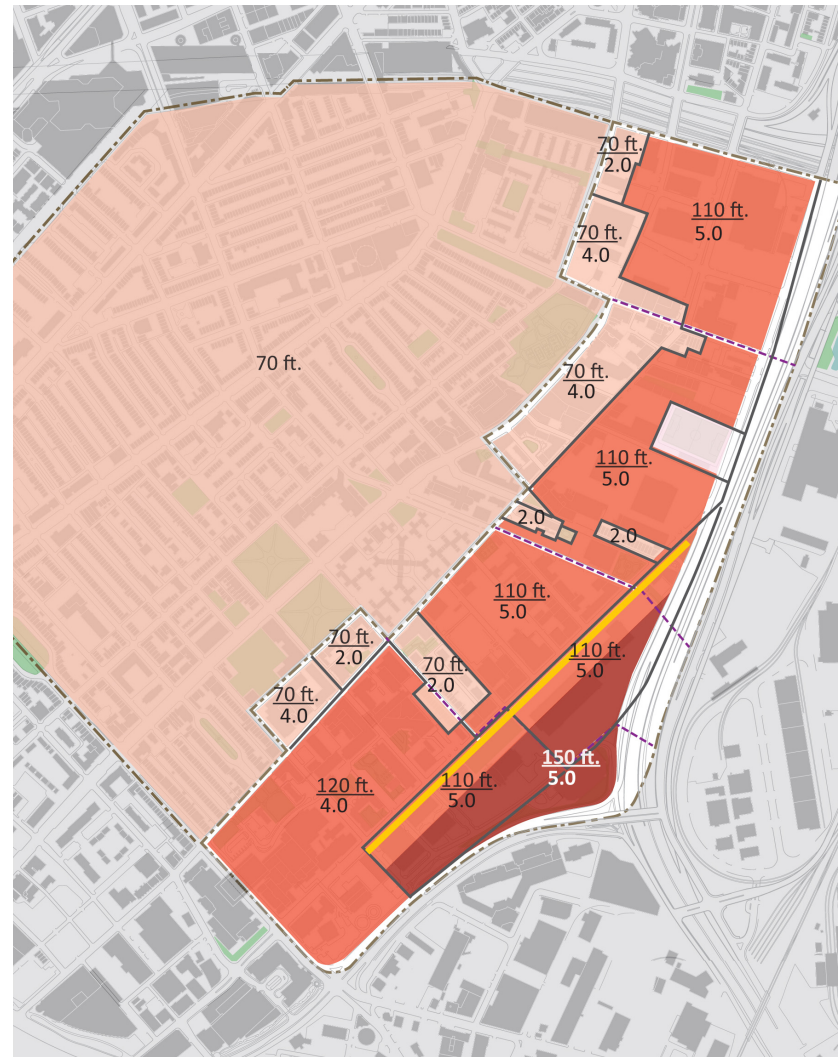
The Institutional sub-district accommodates a variety of institutional uses such as educational, laboratory, health care, business and the arts; and has a maximum FAR of 4.0 and a maximum building height of 120 feet. Most of the Boston Medical Center sub-area is in the IS zoning sub-district and is also subject to an Institutional Master Plan (IMP). All institutional projects in the South End Neighborhood District, whether inside or outside the Institutional zoning sub-district, are subject to the Institutional Master Plan Review Requirement. Pursuant to the IMP Review Requirement, a task force was established prior to the creation of the Harrison/Albany Corridor Advisory Group to publicly review changes to the Boston University Medical Center IMP. Therefore, changes to the underlying IS zoning are not part of this study’s considerations.

Planned Development Areas (PDA)

A Planned Development Area is a zoning district which overlays as-of-right zoning regulations and can be allowed in select parts of the South End Neighborhood District. With respect to the zoning sub-districts in the Study Area today, PDAs are only allowed in NDAs and EDAs. The purpose of a PDA is to allow a development which is suitable to the area but may not be accommodated by the underlying zoning and provides jobs and housing to a mix of economic groups. Public benefits derived from PDAs, in addition to economic growth and diversification, may include amenities such as community or cultural space and improvements to the public realm such as improved streetscape design. Developments with a mix of uses or a collection of buildings are typically considered for PDA designation and only parcels that are greater than one square acre are PDA-eligible.

Greater height and density may be afforded to PDA developments as follows:

- In the EDA North, heights up to 110 feet and FARs up to 5.0.
- In the EDA South and EDA BioSquare, the as-of-right height of 150 feet is not increased for PDAs, however FARs may increase to 5.0.
- Although PDAs are allowed in NDA sub-districts, there is no corresponding change to allowable heights and FARs.



Existing Maximum Allowable PDA Heights and FARs

PLANNED DEVELOPMENT AREAS (PDAs)

What is a PDA?

A Planned Development Area is an overlay zoning district. The Zoning Commission may approve a request to establish a PDA where a development that is well suited to its location cannot be accommodated by the general zoning for the area. For example, a PDA may be appropriate where a development involves a large building, a cluster of buildings, or a mix of uses.

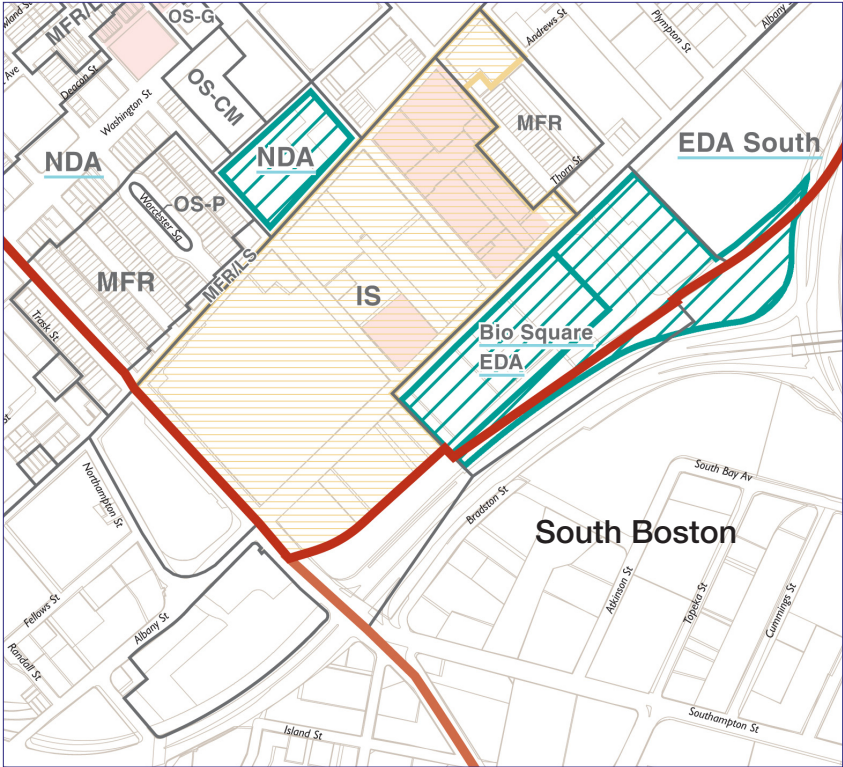
What is included in a PDA?

A PDA Development Plan must specify the proposed location, dimensions, and appearances of all buildings, as well as all proposed uses, parking and landscaping.

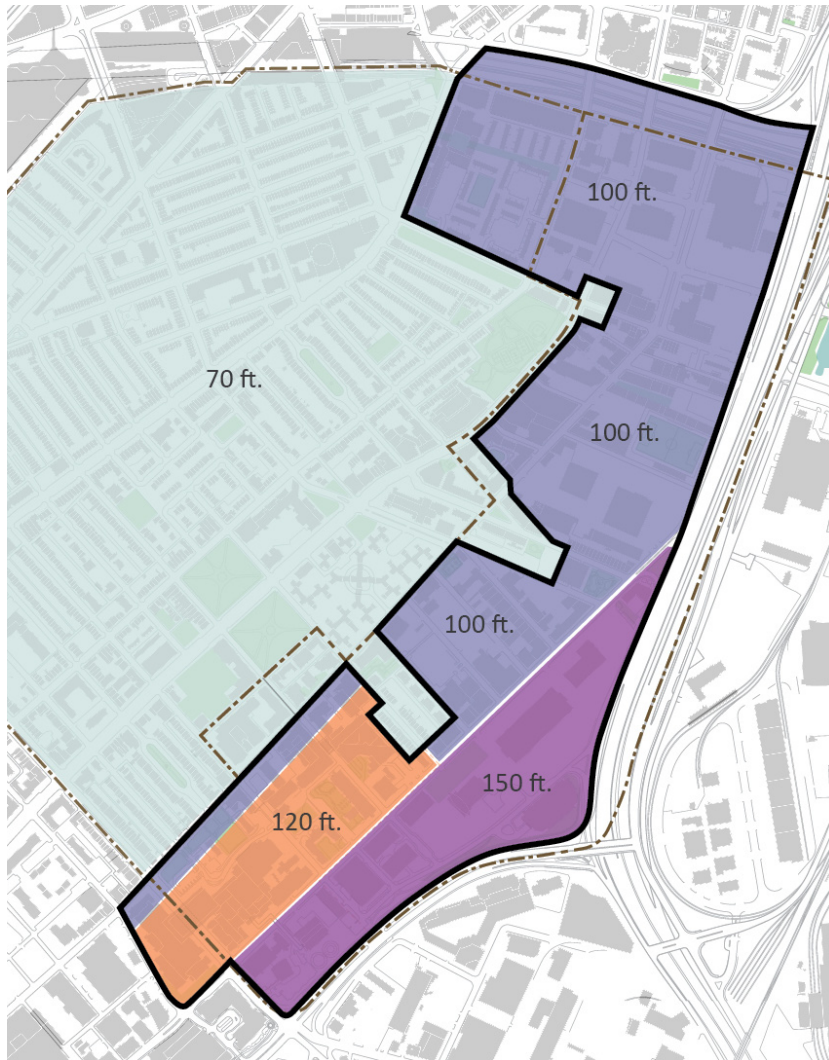
- Site must be greater than acre
- Benefits include:
 - More flexible zoning law; supersedes underlying zoning
 - Public benefits such as publicly-accessible open space, streetscape improvements, creation of jobs
- Eligible Areas:
 - Economic Development Area (EDA), Neighborhood Development Area (NDA), Community Facilities (CF), Community Commercial (CC)

South End Neighborhood District Boundary

The Harrison/Albany Corridor Study Area forms the eastern edge of the South End Neighborhood zoning district. The southern portion of the district's eastern boundary is intended to coincide with the Massachusetts Avenue Connector. However, the location of the roadway has changed since the zoning district was created, leaving portions of land that are contiguous to the South End in the adjacent South Boston Neighborhood zoning district.



South End Neighborhood District Southern Boundary



South End Landmark District Commission Protection Area Boundary and Height Maximums

South End Landmark District Commission Jurisdiction

In addition to dimensional regulations required by the Zoning Code, the city's South End Landmark District Commission also has jurisdiction over the height of structures in the Harrison Albany Corridor Study Area. The South End Landmark District and Protection Area were created in 1983 to protect one of the largest collections of Victorian architecture in the country. (See map on the facing page). The boundaries for the Protection Area roughly correspond to those of the Study Area. According to the Standards and Criteria, the Protection Area was created to "protect views of the adjacent Landmark District, to ensure that new development of major alterations adjacent to the District is architecturally compatible in massing, setback and height and to protect light and air circulation within the District." The Commission's jurisdiction in the Protection Area is limited to demolition, land coverage, height of structures, landscape, and topography.

Generally speaking, in most of the New York Streets, SOWA and Back Streets sub-areas (or EDA North) where the maximum allowed zoning height is 70 feet, the corresponding dimension allowed under the Protection Area standards is 100 feet. It is one of the recommendations of this study to eliminate inconsistencies between maximum zoning heights and those of the Protection Area in order to simplify the review process for the community, proponents, and pertinent City departments.

PROPOSED CHANGES TO ZONING SUB-DISTRICTS

The following recommendations are analyzed in greater depth on the following pages.

No changes to existing IS, NDA, MFR and OS sub-districts with the following exception – change portions of the existing MFR and NDA sub-districts found in the New York Streets sub-area to an EDA;

Create three new EDA sub-districts that reflect the redevelopment vision statements and loosely follow the boundaries for the New York Streets, SOWA and Back Streets sub-areas;

Increase the as-of-right maximum building heights and FARs

Modify the dimensional and land use regulations for the existing BioSquare EDA;

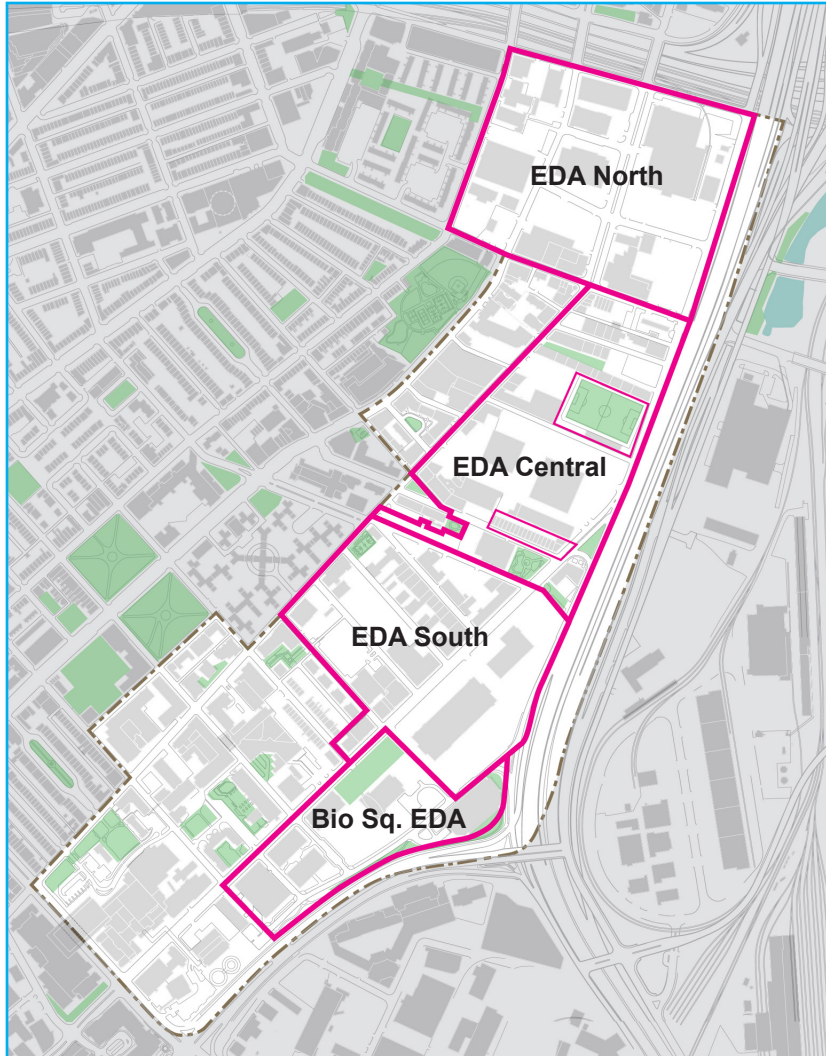
Create new street wall setbacks and building step-backs;

Increase the heights and FARs allowed for PDA projects in exchange for specific public amenities

Create a lot coverage requirement for PDA projects;

Revise allowed land uses within the three proposed sub-districts to reflect the uses implied in the vision statements;

Revise parking ratios;



Proposed Zoning Sub-Districts

New Sub-Districts

EDA – North (New York Streets)

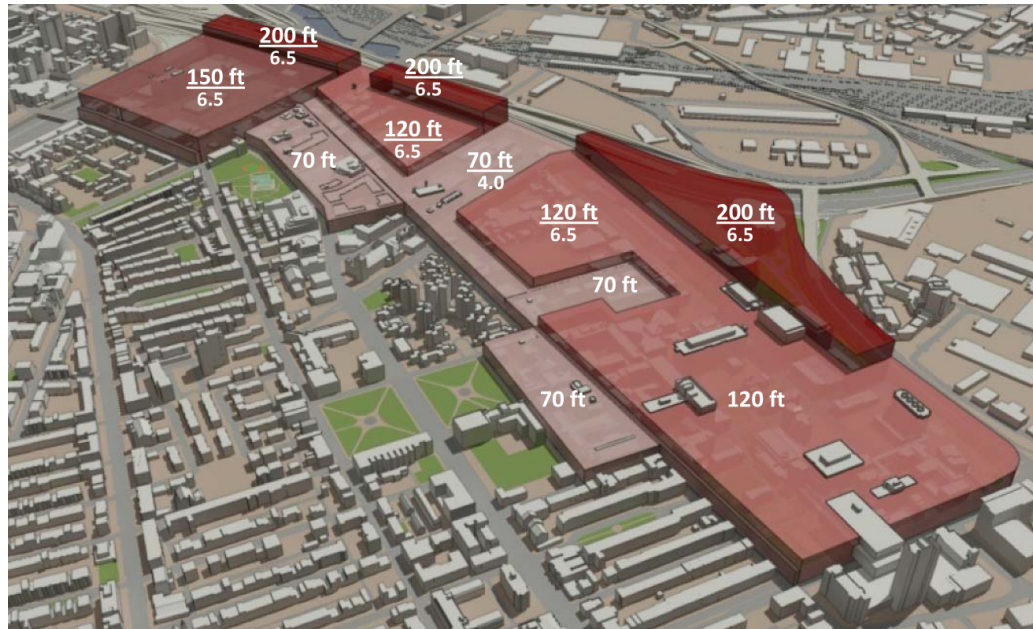
The first proposed zoning sub-district is the EDA North sub-district which is bounded by Herald Street to the north, Albany Street to the east, East Berkeley Street to the south, and Shawmut Avenue to the west. Its boundaries correspond to the “New York Streets” HACSP planning subarea that was referred to throughout the planning study working sessions. The intent and purpose of the sub-district is based on the following vision statement that was collectively drafted throughout the process: “A vital physical and economic link between the City’s downtown, Chinatown, and South End neighborhoods with convenient access to South Boston and the regional roadway system. Future development should provide exciting new 18-hour uses within a pedestrian-friendly public realm that includes a finer grain of city blocks that allow for enhanced transportation access and circulation. Non-residential uses should provide new jobs for Boston residents.”

EDA – Central (SOWA)

The second proposed zoning sub-district is the EDA Central sub-district which is bounded by East Berkeley Street to the north, Albany Street and I-93 to the east, Malden Street to the south, and Harrison Avenue to the east. Its boundaries correspond to the “SOWA” HACSP planning sub-area that was referred to throughout the planning study working sessions. The intent and purpose of the sub-district is based on the following vision statement that was collectively drafted throughout the process: “A vibrant mixed-use neighborhood. Existing historic resources and industrial character should be preserved while fostering a diverse range of uses including housing, commercial, artist space and strategically-located retail. Streetscape improvements should be focused to improve the pedestrian experience and reinforce connections to public transit.”

EDA – South (Back Streets)

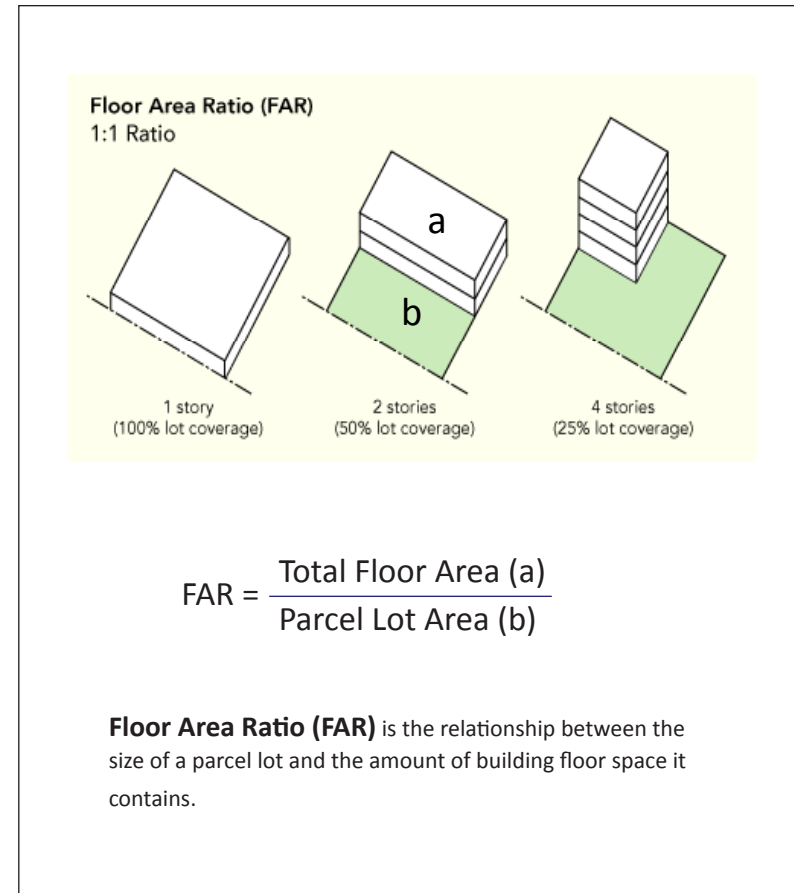
The third proposed zoning sub-district is the EDA South sub-district which is bounded by Malden Street to the north, I-93 to the east, the BioSquare EDA and East Canton Street to the south and Harrison Avenue to the west. Its boundaries correspond to the “Back Streets” sub-area that was referred to throughout the planning study working sessions. The intent and purpose of the sub-district is based on the following vision statement that was collectively drafted throughout the process: “Preserve the light industrial uses while encouraging complementary commercial and research uses that create new jobs. The architectural character of future development should reinforce the existing scale, incorporate new green technologies, and set an example for quality contemporary design in a historic context. The sub-area should welcome a new streetscape that improves the aesthetics and safety for pedestrians and vehicles.”



Top: Proposed As-of-Right Heights and FARs; Bottom: Proposed PDA Heights and FARs

Proposed Recommendations for Increased Heights & FARs

The following recommended increased heights and FARs pertain to the three proposed EDA sub-districts as well as the existing EDA-BioSquare sub-district. The purpose of the increase in heights and FAR is to encourage (re)development consistent with the vision statements. As a means to achieve variations in building height, encourage the development of new jobs and mixed-use/residential development, and obtain public realm improvements, certain areas within the sub-districts have been identified as eligible for additional height and density in exchange for providing specific public benefits. Only projects that are subject to Large Project Review under Article 80 of the Boston Zoning Code and are PDA-eligible, may take advantage of these bonuses.



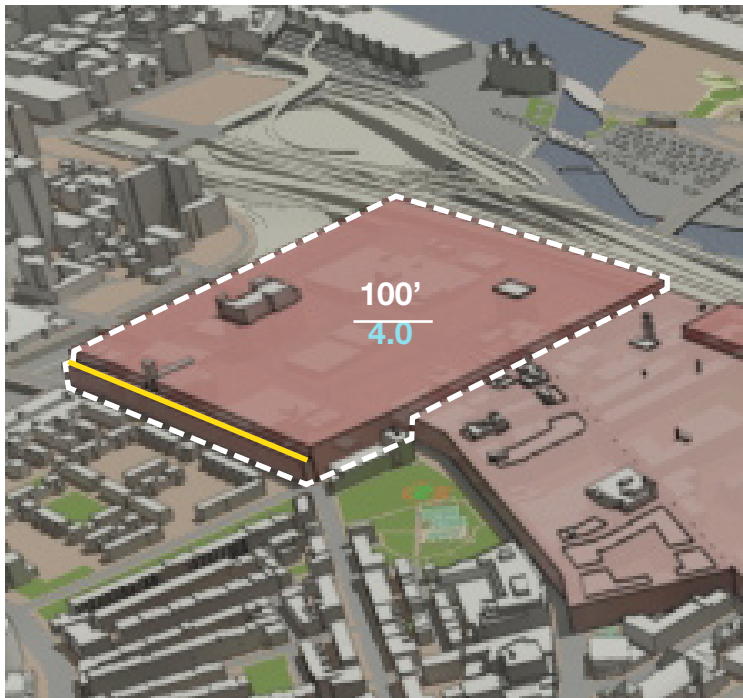
Proposed EDA North Height/FAR

As-of-Right

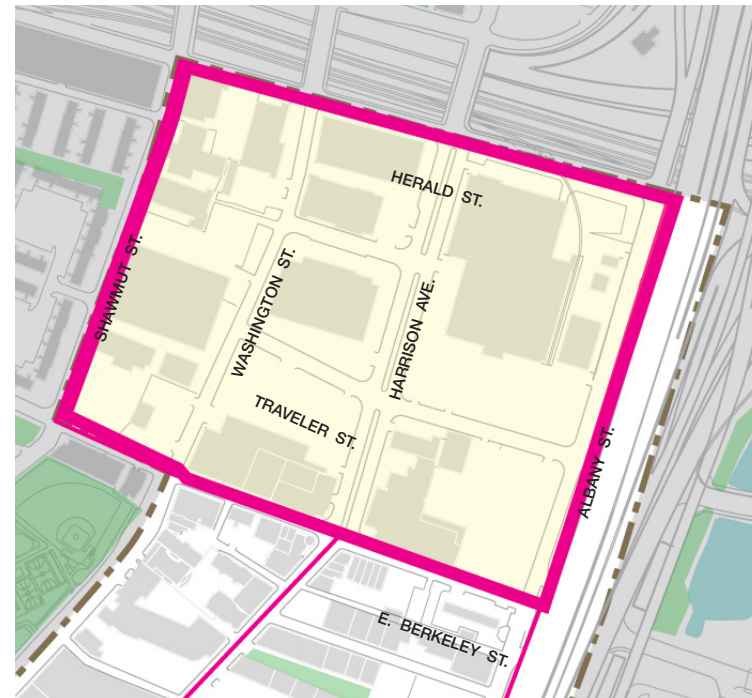
In the EDA North, it is recommended that the maximum as-of-right height be increased from 70 feet to 100 feet while the existing maximum as-of-right FAR be retained at 4.0. In order to provide an accessible pedestrian-friendly urban ground floor interface it is recommended that the front yard/street wall setback for Herald and Albany Streets as well as the north side of Traveler Street be ten (10) feet and the remaining streets in the sub-area have a modal set back. Additionally, there is a

10-foot building step-back after the first 70 feet in building height along the eastern edge of Shawmut Avenue in order to minimize the perceived height from the right-of-way along the main façade.

— Street Wall: 10 ft. Stepback at 70'



Proposed As-of-Right Height and FAR - EDA North

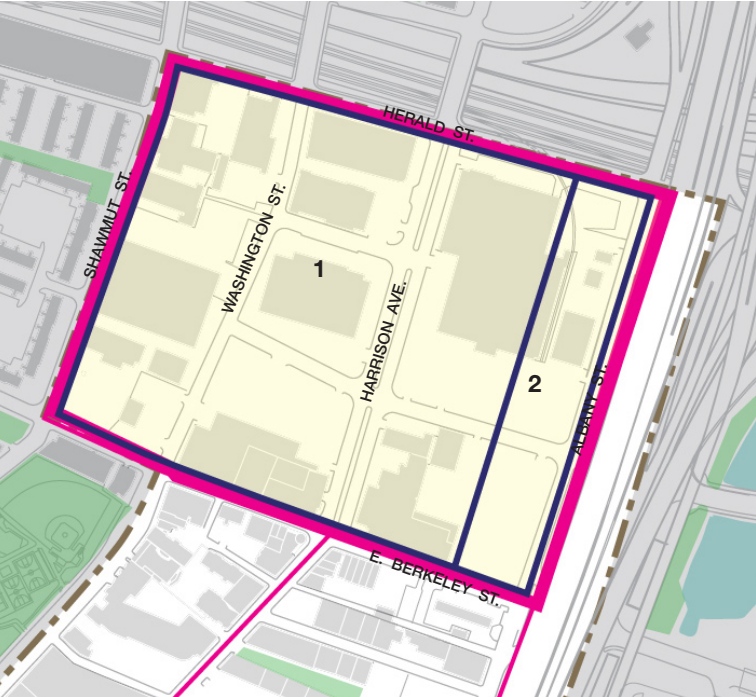


Proposed EDA North Sub-District

PDA

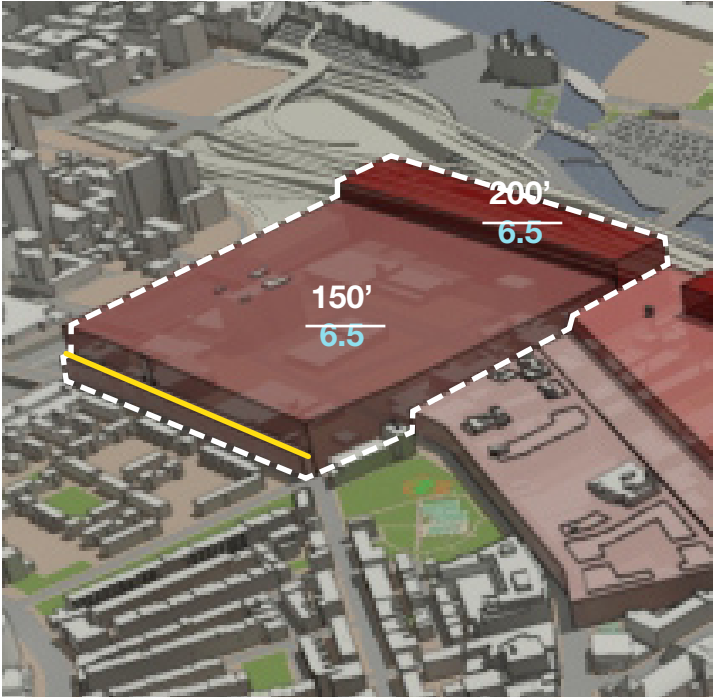
Within the EDA North zoning subdistrict, PDAs will be allowed. The maximum allowed PDA FAR in the sub-district shall be 6.5. The maximum allowed PDA building height within area 1 (see map), shall be 150 feet. The maximum allowed PDA building height within area 2 (see map) (within 165 feet from Albany Street), shall be 200 feet.

		FAR	HEIGHT
EXISTING ZONING	<i>As Of Right</i>	2/3/4.0	70
	<i>PDA</i>	2/4/5.0	70/100
PROPOSED ZONING	<i>As Of Right</i>	4.0	100
	<i>PDA</i>	6.5	150/200



Proposed PDA Height Areas - EDA North

— Street Wall: 10 ft. Stepback at 70'



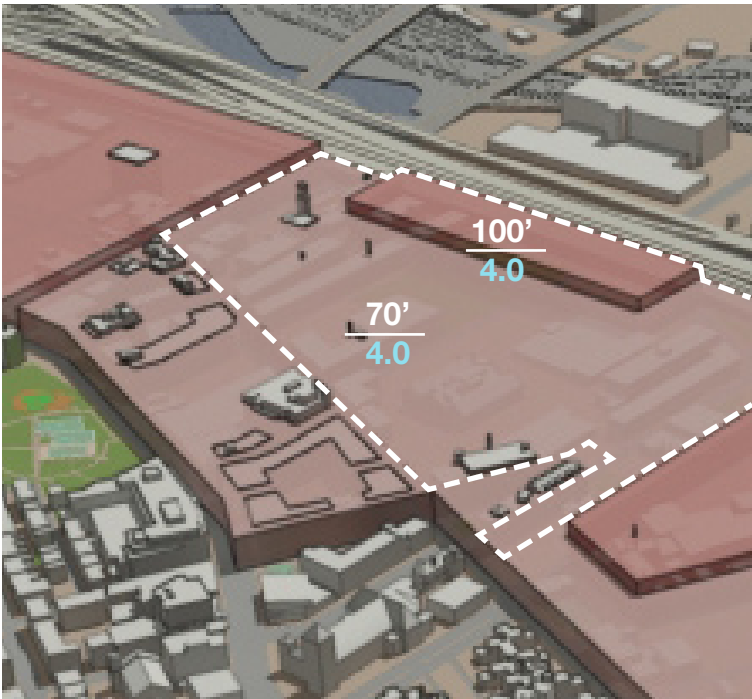
Proposed PDA Heights and FARs - EDA North

Proposed EDA Central Height/FAR

As-of-Right

In the EDA Central, it is recommended that the maximum as-of-right height remain at 70 feet as well as the maximum as-of-right FAR remain at 4.0 within most of the sub-district. Within the eastern portion of the sub-district that is within 165 feet of the Albany Street public right-of-way running from the centerline between Paul Sullivan Way on the north and the southern parcel boundary for the existing MBTA operations site to the south, the maximum as-of-right height shall be 100 feet and the maximum as-of-right FAR shall remain at 4.0. In order to provide an

accessible pedestrian-friendly urban ground floor interface the proposed front yard/street wall setback is ten (10) feet along Albany Street while the remaining streets in the sub-area have a modal set back.



Proposed As-of-Right Heights and FARs - EDA Central

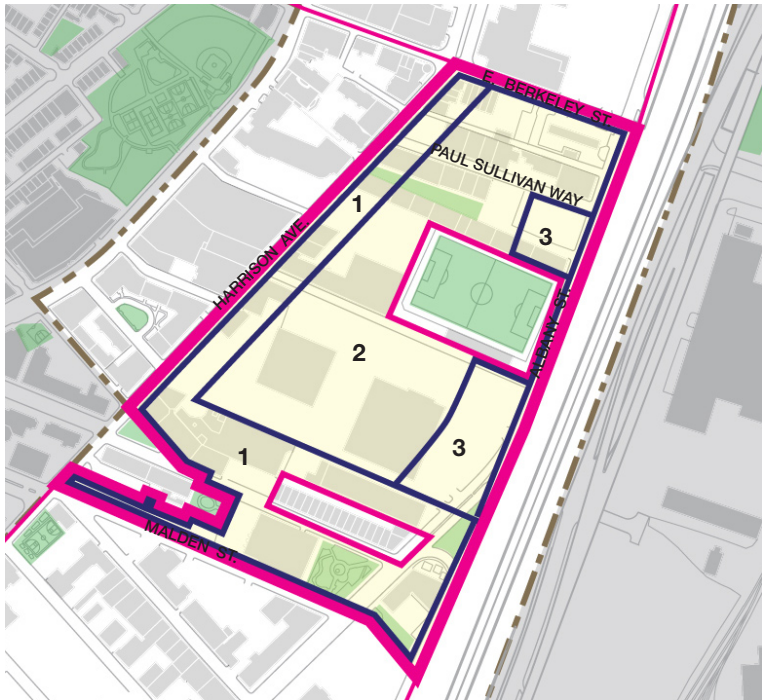


Proposed EDA Central Sub-District

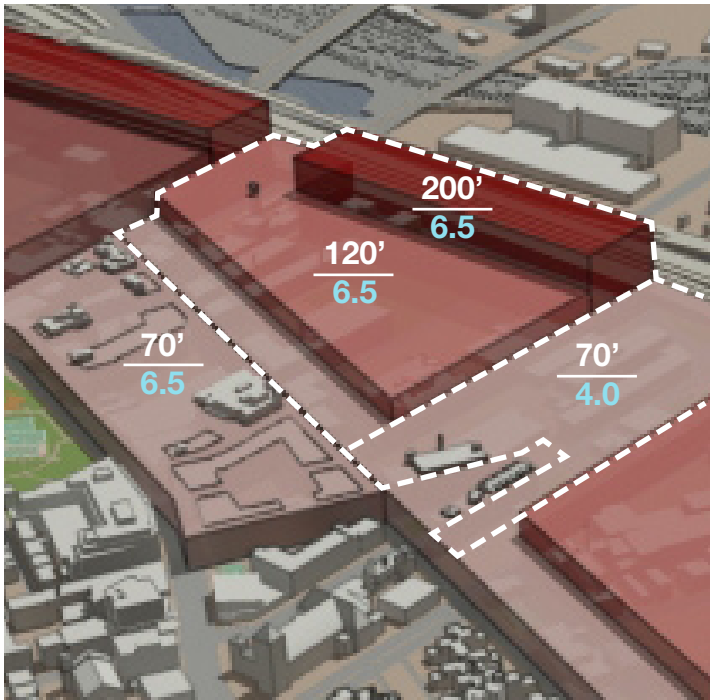
PDA

Within the EDA Central zoning subdistrict, PDAs will be allowed. The maximum allowed PDA FAR in the sub-district shall be 6.5. Within area 1 (see map) the maximum allowed PDA building height shall be 70 feet. Within area 2 (see map) (for the portion of the subdistrict beyond the 100-foot setback from eastern edge of Harrison Avenue to 165 feet from Albany Street), the maximum allowed PDA building height shall be 120 feet. Within area 3 (see map) (within 165 feet from Albany Street running from the centerline between Paul Sullivan Way on the north and the southern parcel boundary for the existing MBTA operations site to the south), the maximum allowed PDA building height shall be 200 feet.

		FAR	HEIGHT
EXISTING ZONING	<i>As Of Right</i>	4.0	70
	<i>PDA</i>	5.0	110
PROPOSED ZONING	<i>As Of Right</i>	4.0	70/100
	<i>PDA</i>	6.5	120/200



Proposed PDA Height Areas - EDA Central



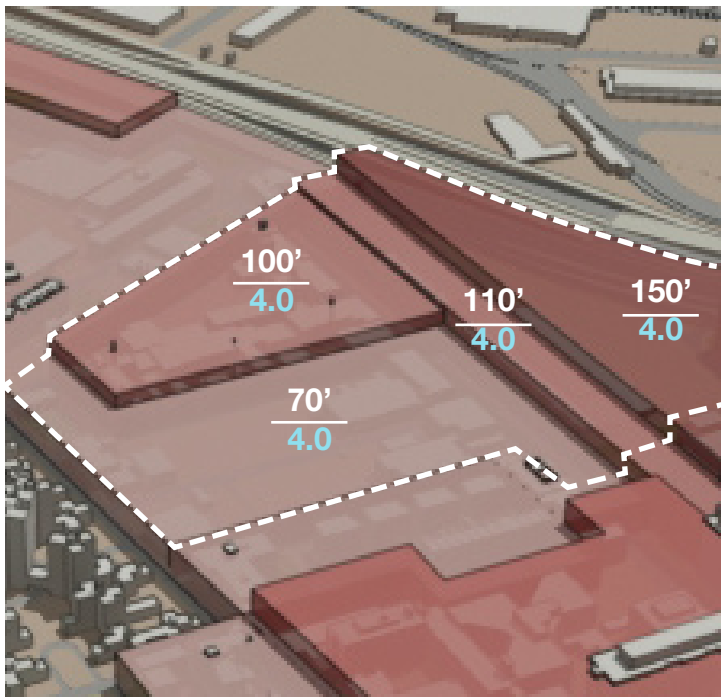
Proposed PDA Heights and FARs - EDA Central

Proposed EDA South Height/FAR

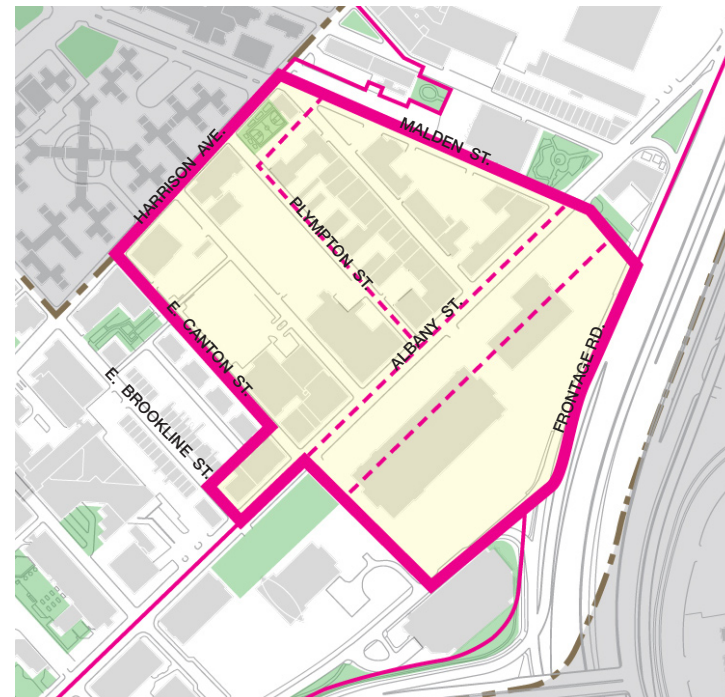
As-of-Right

In the EDA South, it is recommended that the maximum as-of-right height remain at 70 feet as well as the maximum as-of-right FAR remain at 4.0 in the area bounded by Plympton Street on the North, Albany Street to the East, East Canton Street to the South and Harrison Avenue to the West. Within the portion of sub-district bounded by Malden Street to the North, Albany Street to the East, Plympton Street to the South and 100 feet to the east of Harrison Avenue to the West, it is recommended that the maximum as-of-right height be increased from 70 feet to 100 feet while the existing maximum as-of-right FAR remain at 4.0. Within the eastern portion of the subdistrict that is to the east of the Albany Street right-of-way centerline, the maximum as-of-

right heights shall remain at 110 feet and 150 feet while the maximum as-of-right FAR shall remain at 4.0. In order to provide an accessible pedestrian-friendly urban ground floor interface the proposed front yard/street wall setback is ten (10) feet along the north side of East Canton Street and a modal setback for the remaining streets. Additionally, there is a 10-foot building step-back after the first 70 feet in building height along East Canton Street in order to minimize the perceived height from the right-of-way along the main façade. Finally, it is recommended the 10-foot building stepback after the first 70 feet in height along the eastern portion of Albany Street be removed.



Proposed As-of-Right Heights and FARs - EDA South



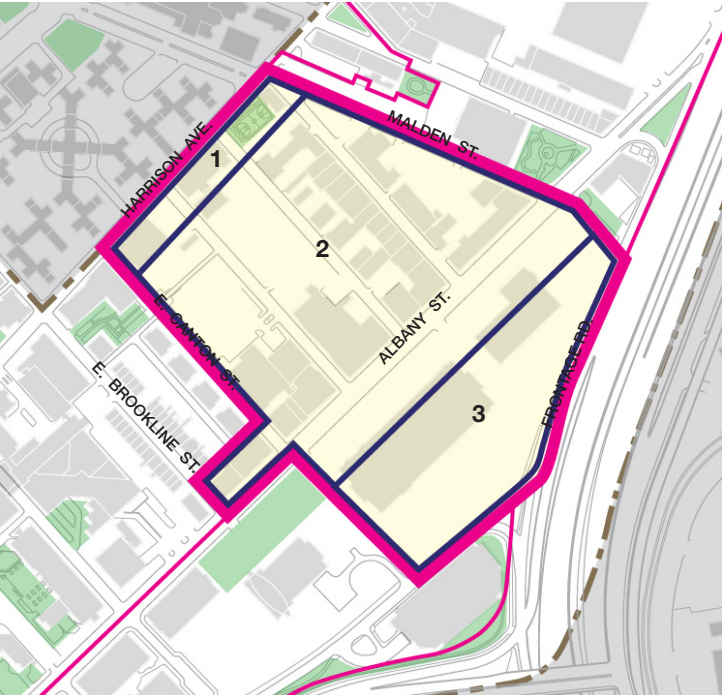
Proposed EDA South Sub-District

PDA

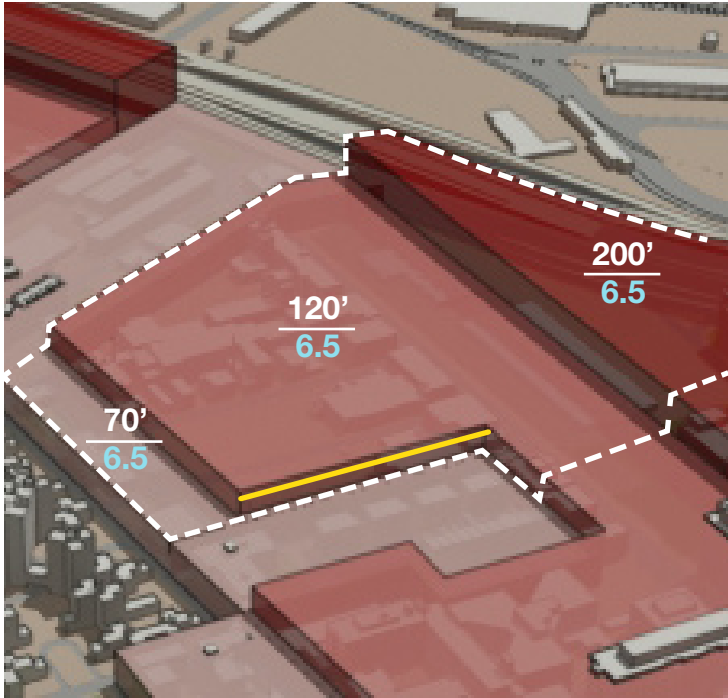
Within the EDA South zoning subdistrict, PDAs will be allowed. The maximum allowed PDA FAR in the sub-district shall be 6.5. Within area 1 (see map) the maximum allowed PDA building height shall be 70 feet. Within area 2 (see map) (the portion of the subdistrict beyond the 100-foot setback from the eastern edge of Harrison Avenue), the maximum allowed PDA building height shall be 120 feet. Within area 3 (see map) (the portion of the sub-district beyond the 100-foot setback from Albany Street and toward the Expressway), the maximum allowed PDA building height shall be 200 feet.

		FAR	HEIGHT
EXISTING ZONING	<i>As Of Right</i>	4.0	70/110/150
	<i>PDA</i>	5.0	110/150
PROPOSED ZONING	<i>As Of Right</i>	4.0	70/110/150
	<i>PDA</i>	6.5	120/200

— Street Wall: 10 ft. Stepback at 70'



Proposed PDA Height Areas - EDA South

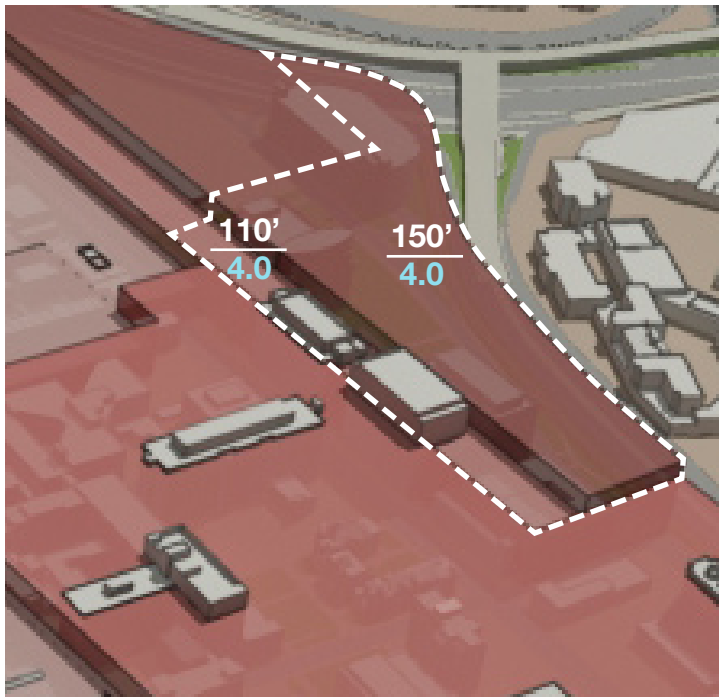


Proposed PDA Heights and FARs - EDA South

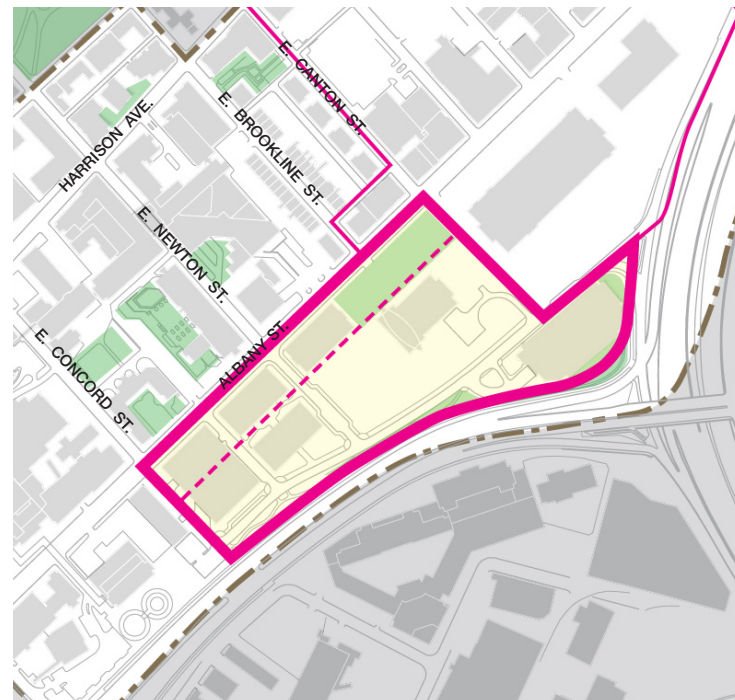
Proposed EDA BioSquare Height/FAR

As-of-Right

In the EDA BioSquare, it is recommended that the maximum as-of-right heights of 110 feet and 150 feet as well as the maximum as-of-right FAR remain within the sub-district. Additionally, it is recommended the 10-foot building step-back after the first 70 feet in height along the eastern portion of Albany Street be removed.



Proposed As-of-Right Heights and FARs - EDA BioSquare

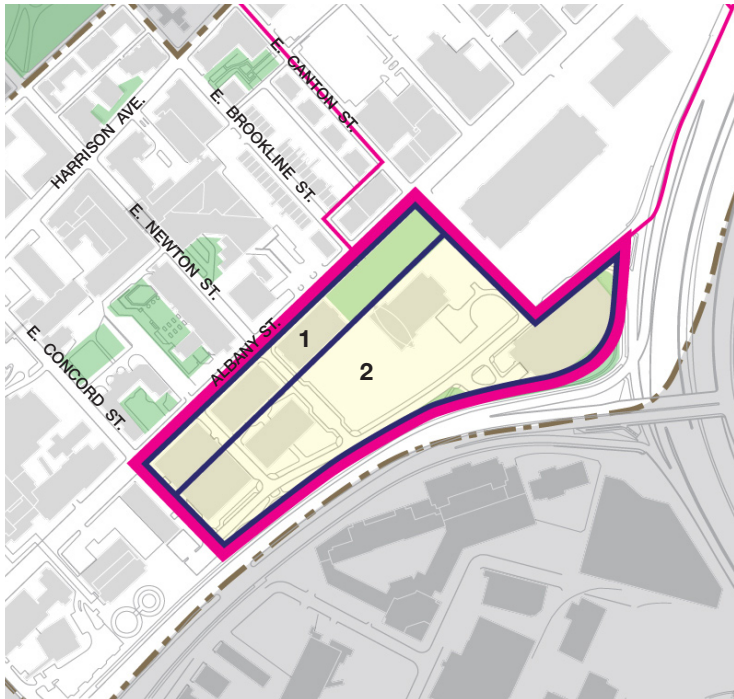


Proposed EDA BioSquare Sub-District

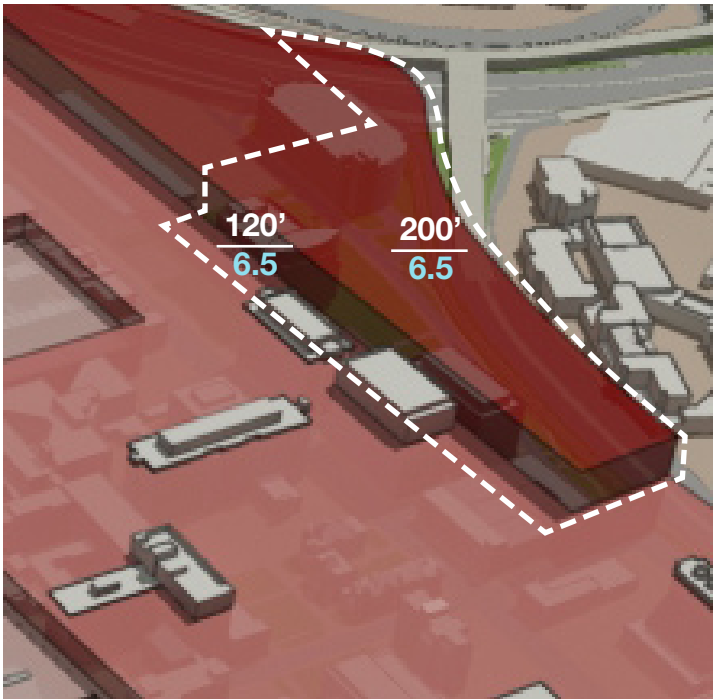
PDA

Within the EDA BioSquare zoning subdistrict, PDAs will be allowed. The maximum allowed PDA FAR in the sub-district shall be 6.5. Within area 1 (see map) (the portion of the sub-district within 100-feet east of Albany Street), the maximum allowed PDA building height shall be 120 feet. Within area 2 (see map)(the portion of the sub-district beyond the 100-foot setback from Albany Street and toward the Expressway), the maximum building height shall be 200 feet.

		FAR	HEIGHT
EXISTING ZONING	<i>As Of Right</i>	4.0	110/150
	<i>PDA</i>	5.0	110/150
PROPOSED ZONING	<i>As Of Right</i>	4.0	110/150
	<i>PDA</i>	6.5	120/200



Proposed PDA Height Areas - EDA BioSquare



Proposed PDA Heights and FARs - EDA BioSquare

Public Amenities Required of PDA Projects

In addition to raising the as-of-right height in portions of the Study Area, the Advisory Group recognized that even greater heights and densities would be appropriate in certain areas provided, however, that specific and significant public benefits are received in return. The desired public benefits were discussed throughout the planning process and include:

- Enhanced pedestrian and vehicular connectivity achieved by introducing new streets or through-ways to break up large blocks
- Affordable incubator space for start-up businesses
- New affordable housing units
- Cultural space

In order to ensure that projects with higher density produce the desired public benefits, only projects that are PDA-eligible (one acre and above) and which undergo the Article 80 and PDA review processes may take advantage of the increased heights and FARs. . These review processes, which are open to the public, will require PDA projects to provide affordable residential, commercial and/or cultural space and comply with lot coverage requirements to ensure access to the public realm and improve vehicular and pedestrian connectivity.

These requirements were devised to produce tangible public benefits without sacrificing a project's financial feasibility.

PDA projects must provide one use amenity AND comply with lot coverage requirements, as follows.



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
THOMAS M. MENINO

EXECUTIVE ORDER
OF
MAYOR THOMAS M. MENINO

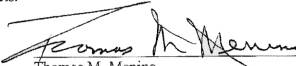
An Order Relative to the Inclusionary Development Policy's Income Policy

I, Thomas M. Menino, Mayor of Boston, created the Inclusionary Development Program (IDP) through An Order Relative to Affordable Housing dated February 29, 2000, as amended by An Order Relative to Affordable Housing Cost Factor, dated February 3, 2005, and later amended by An Order Relative to the Inclusionary Development Policy, dated May 16, 2006, (collectively the "Order"). To provide further clarification and ease of implementation, the following changes are ordered.

That 50% of the on-site and off-site affordable homeownership units, required in projects subject to the IDP, be made affordable to households earning less than or equal to 80% of the Area Median Income ("AMI") and that 50% of the affordable units be made affordable to households earning greater than 80% and less than or equal to 100% of the Area Median Income. The City of Boston recognizes that these income restrictions are comparable to 130% and 160% of Boston Median Income ("BMI").

That the on-site and off-site affordable rental units, required in projects subject to the IDP, be made affordable to households earning less than or equal to 70% of the AMI. The City of Boston recognizes that these income restrictions are comparable to 100% and 125% of the Boston median Income (BMI).

I request that the Boston Redevelopment Authority adopt the above Order as it policy in connection with proposed projects.


Thomas M. Menino
Mayor of Boston

Dated: 9/27/07

Use Amenity

One of the following use amenities must be included in a PDA project.

Affordable Housing

20% of the project's residential units must qualify as affordable housing units according to the Inclusionary Development Program of the City of Boston.

OR

Affordable Cultural Space

5% of the bonus square footage must be provided on site to a non-profit cultural entity whose eligibility for the program is to be determined by the BRA.

OR

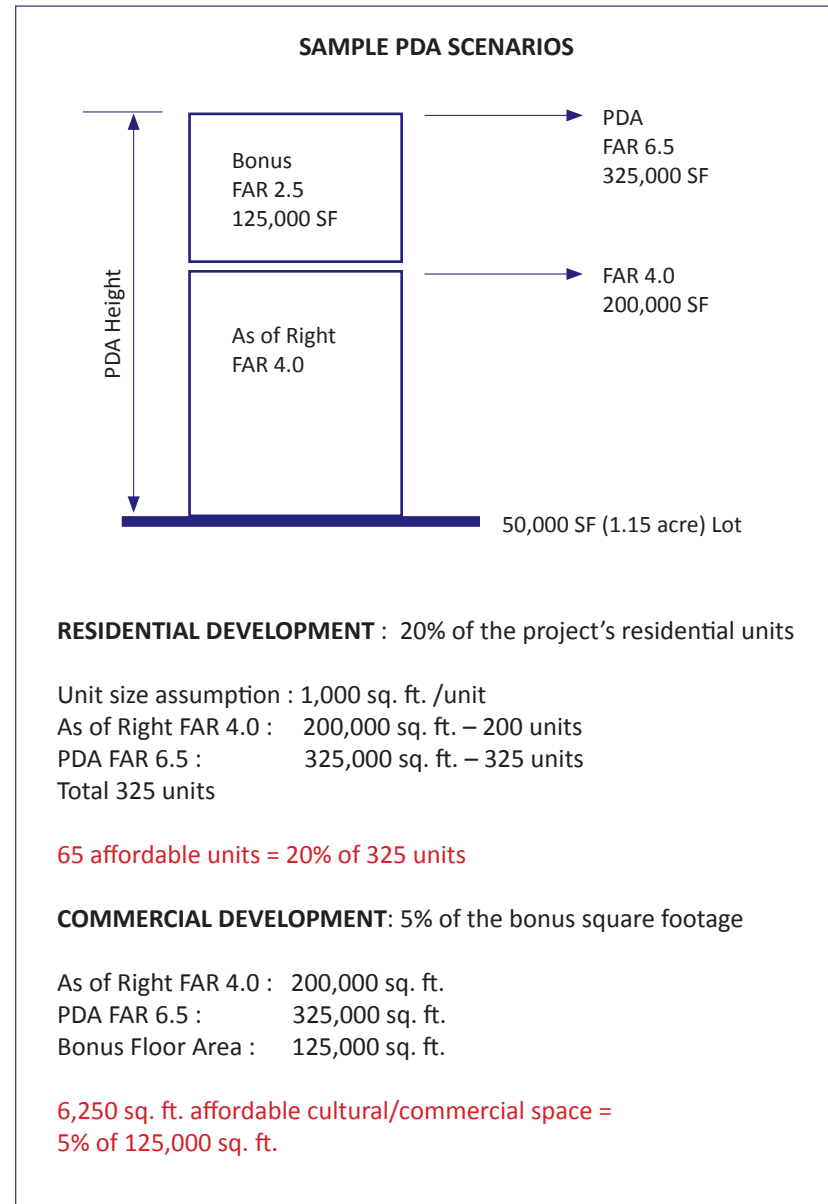
Affordable Commercial Space

5% of the bonus square footage must a) be provided on site to a start-up business whose eligibility for the program is to be determined by the BRA or b) its equivalent value must be provided to a program/loan fund.

OR

Mixed-Use Projects

For mixed use projects, an equivalent combination of the aforementioned amenities may be combined pursuant to the BRA's approval.

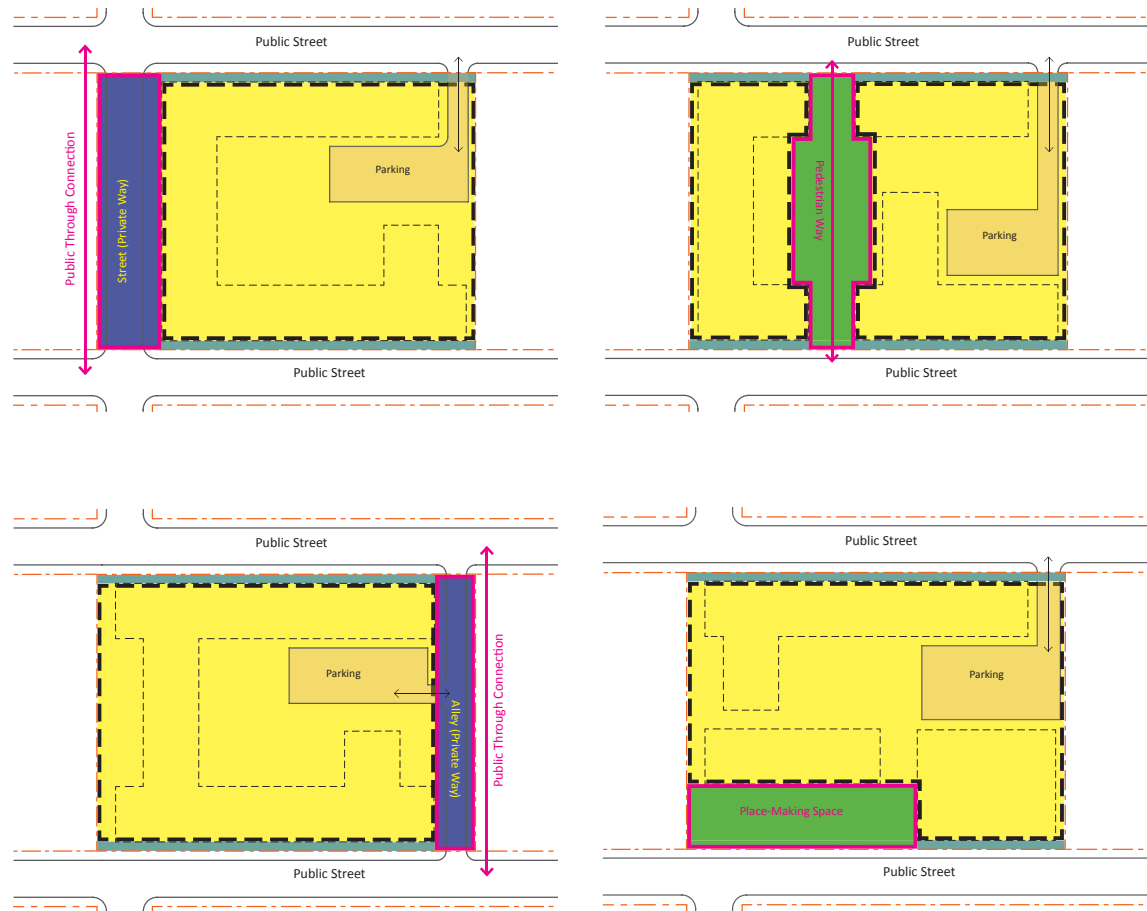


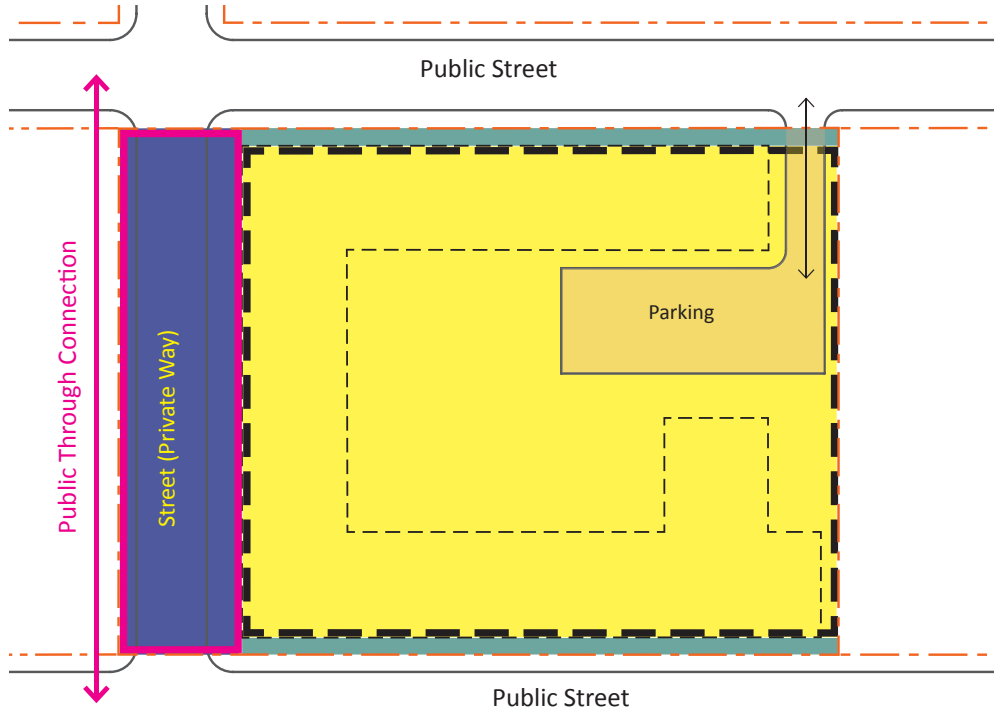
Lot Coverage Requirements

In addition to providing a use amenity, all PDA projects must meet the following lot coverage requirements

The Harrison Albany Corridor Strategic Plan (HACSP) recommends a pedestrian friendly public realm that includes a finer grain of city blocks allowing for enhanced transportation access and circulation. To realize the goal put forth by the HACSP, it is recommended that for parcels one acre or more the development footprint would not cover more than 80% of the lot. The remaining 20% of the lot would be designed and built to ensure public access or enhance the public realm and will be determined through the Article 80 review process.

Development features that would be counted towards the overall development footprint of 80% include building footprints, structured parking, surface parking, and service area(s). Public Realm features to be built and maintained by the development that would be counted towards the overall public realm





Street (Private Way)

footprint of 20% include:
 A street (private way) would be a continuous through-block connection linking streets at both ends, and would be open to public vehicle and pedestrian access including cyclists. It should be designed to meet City standards, while its location should contribute to creating compatible block sizes and enhancing connectivity to the existing network of streets. Finally, the street would be owned and maintained by the development.



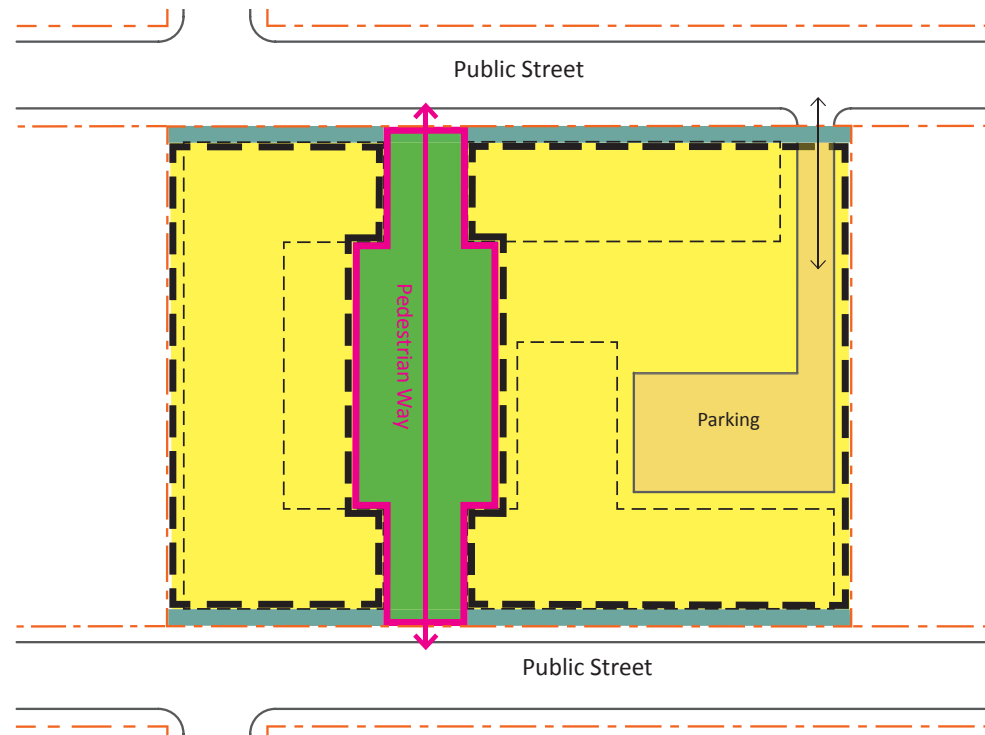
Rollins Street, South End



Crosstown Center, South End/ Lower Roxbury

Pedestrian Way (Private Way)

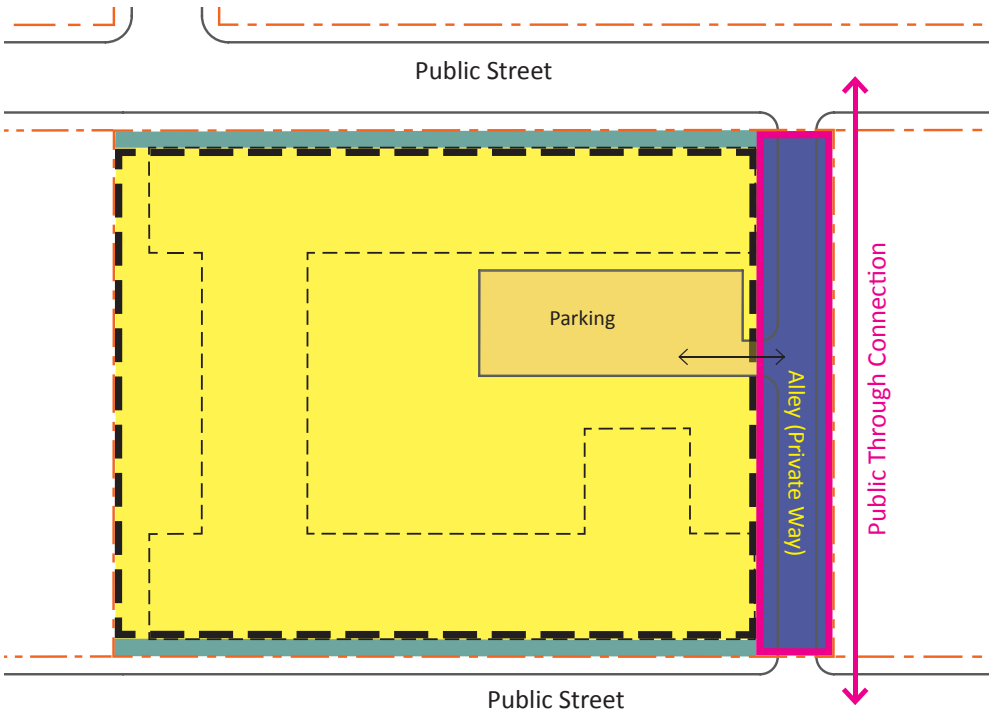
A pedestrian way would be a continuous through-block connection linking sidewalks at both ends that is open to the public and limited to pedestrians and cyclists, where feasible. The pedestrian way would be open to the sky with a minimum number of exceptions for minor projections over it. Each end of a pedestrian way should be visible from the street, while its location and design should contribute to creating compatible block sizes and enhancing connectivity to the existing network of streets. Finally, the pedestrian way would be owned and maintained by the



Dallas, Texas



Victoria, British Columbia



Alley (Private Way)

development. An alley would be a continuous through-block connection linking streets at both ends that would provide access to the development site for activities such as drop-off, parking, loading or other service areas. The alley would be open to public access and may be limited to vehicle traffic but should be designed to accommodate pedestrians and cyclists, where feasible. Its location and design should contribute to creating compatible block sizes and connectivity to the existing network of streets. Finally, the alley would be owned and maintained by the development.



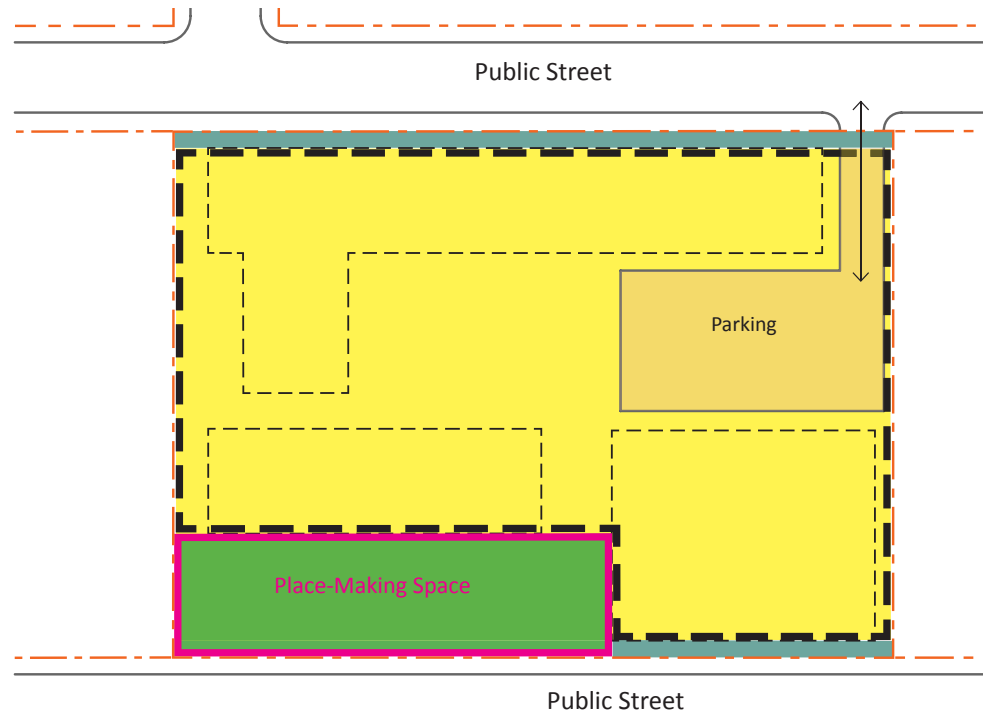
Harvard Square, Cambridge



Beacon Hill

Place-Making Space

A place-making space would be an open air plaza or green space such as a park that is located on the ground level and is open to the public. Its location and design should contribute to the overall character of the neighborhood and enhance the public realm of the area. Finally, the place-making space would be owned and maintained by the development.



Silver Spring, Maryland



San Jose, California

Land Use

The way in which land uses are treated (i.e., allowed, conditional or forbidden) in the Harrison-Albany Study Area is shown in Table B (“Use Regulations”) of Article 64, Zoning Article for the South End Neighborhood District (page 50 for Economic Development Areas [“EDA”], Neighborhood Development Areas [“NDA”] and Institutional [“IS”]). The South End was rezoned from the base zoning code of 1965, and Article 64 was adopted in 1998. Currently, allowed uses do not have to go through the City’s Zoning Board of Appeal (ZBA), and are permitted outright by the City’s Inspectional Services Department (ISD). Conditional uses require a community process and a hearing with the ZBA. The same is the case for a forbidden use; however, it is inherently more difficult to permit because they are typically more controversial types of uses due to noise, exhaust, parking, traffic or any other effects perceived as negative by abutters.

As noted in the Vision, the Harrison-Albany Corridor planning process has broken down the Study Area into four distinct sub-areas: New York Streets, SOWA, Back Streets, Medical. This exercise was done to allow the Advisory Group members and the public a closer study and understanding of the goals of each sub-area, as they are unique to one another. However, for purposes of rezoning, which is the ultimate goal of this planning study, it is best to translate each sub-area, as closely as possible, into an established zoning subdistrict that is currently being used in Article 64. The New York Streets sub-area will precisely form the EDA North zoning subdistrict. However, the SOWA sub-area will approximately form the EDA Central zoning subdistrict, in that it will not

include the existing NDA north of Harrison Avenue as those heights and FARs will not change from the existing requirements. The BackStreets sub-area will almost exactly form the EDA-South zoning subdistrict, and the Medical sub-area will continue to use the boundaries of the Biosquare EDA / PDA and IS Subdistrict. The requirements of the established 2003 Boston University Medical Center (BUMC) Institutional Master Plan (IMP) supersede the existing underlying zoning IS Subdistrict (see <http://www.bumc.bu.edu/imp.html>). Thus, we would make no recommendations for rezoning in the IS Subdistrict, with only slight changes to the Biosquare EDA / PDA (see Chapter 5).

In summary:

- New York Streets sub-area → EDA-North
- SOWA sub-area → EDA-Central
- BackStreets sub-area → EDA-South
- Medical sub-area → IS (superseded by BUMC IMP requirements), and Biosquare EDA / PDA,

Generally speaking, the existing use regulations in Article 64 are friendly to the types of uses that are being encouraged through the visions of the respective sub-areas. However, there are some discrepancies. An example of a forbidden use in the Economic Development Areas in Article 64 is a “Bar” (see table below). Due to hours of operation and the sale of alcohol, the neighborhood wanted to have a full community process on this use when Article 64 was being written and thus the use is currently forbidden. However, a bar could be a suitable use due to the Study Area’s detachment from the main residential part of the South End. Or, a bar might be a fine accessory use to other primary uses in the Study Area (i.e., hotel). We would recommend that a bar be made a conditional use in the EDA North and EDA Central subdistricts, while continue to be forbidden in the in the EDA South and existing EDA BioSquare subdistricts.

There are several proposed changes to residential uses and how they are currently being regulated in Article 64 today. For example, “Multi-family Dwellings” (more than three dwelling units per building) are allowed in existing Economic Development Areas, however accessory and non-accessory dormitories are forbidden. The Advisory Group determined that, while this scenario works in parts of the Study Area, some adjustments are advisable to respond to existing demands and priorities. For example, given the proximity of the Study Area to both Tufts Medical School and Boston University Medical Center, an accessory dormitory might be a desirable use in the New York Streets and BU Medical sub-areas. Therefore it is recommended that accessory dormitories be made a conditional use in the EDA North and EDA BioSquare zoning subdistricts, but remain a forbidden use in the EDA Central and EDA South zoning subdistricts. Given the priority placed on retaining and creating new jobs in the Back Streets sub-area and because residential uses are often incompatible with industrial uses,

PROPOSED LAND USE REGULATION CHANGES WITHIN FOUR NEW PROPOSED ZONING SUBDISTRICTS				
	<u>EDA-North</u>	<u>EDA-Central</u>	<u>EDA-South</u>	<u>EDA BioSquare</u>
	(New York Streets sub-area)	(SOWA sub-area)	(BackStreets sub-area)	(Medical sub-area)
	Existing / Proposed	Existing / Proposed	Existing / Proposed	Existing / Proposed
Bar	F / C	F / C	F / F	F / F
Liquor Store	F / C	F / C	F / C	F / C
Multi-family Dwelling	A / A	A / A	A / C	A / C
Accessory Dorms	F / C	F / F	F / F	F / C
Artists’ Mixed-Use	A / A	A / A	A / C	A / C
Fitness Center or Gymnasium (≤2000sf)	C / A	C / A	C / C	C / A
Elderly Housing	C / A	C / A	C / C	C / C
Fitness Center or Gymnasium (≥2000sf)	C / C	C / C	C / C	C / C
General Retail Business (amended footnote)	C / A	C / C	C / C	C / C
Research Laboratory (amended footnote)	C / A	C / C	C / A	C / A
Small Take-out Restaurant	C / A	C / A	C / A	C / A
Airport-related Remote Parking Facility	C / F	C / F	C / F	C / F

it is recommended that the multi-family dwelling use be changed to a conditional use in the EDA South and EDA BioSquare zoning subdistricts, but remain an allowed use in both the EDA North and EDA Central zoning subdistricts. In the same vein, “Artists’ Mixed Use” is currently allowed in Economic Development Areas. While day work space for artists is an appropriate use Study Area-wide, especially in the EDA South, allowing the artist to also live where he or she works may create incompatibilities for abutting industrial business owners and operators who have specific needs and requirements. Thus, it is recommended that “Artists’ Mixed Use” be made a conditional use in EDA South and EDA Biosquare zoning subdistricts since Back Streets and medical businesses are heavily located there. It should continue to be permitted outright in the EDA North and EDA Central subdistricts. “Elderly Housing” is currently conditional in all Economic Development Areas. Thus, it is recommended that “Elderly Housing” is allowed outright in EDA North and EDA Central zoning subdistricts, while it remain conditional in the EDA South and EDA Biosquare zoning subdistricts.

A “Research Laboratory” is also a high job generator, and is currently conditionally allowed in Economic Development Areas. There is a wide range of research laboratory facilities which are not explicitly defined in Article 2A of the Boston Zoning Code (“Definitions Applicable in Neighborhood Districts”), and it is not the role of zoning to outline the details of the safety or operational factors in a research lab. The Federal Centers for Disease Control and Prevention outlines biosafety levels and maintains a certification process independent of zoning. Given that a “Research Laboratory” separately achieves the necessary federal and state permits to operate, it is recommended that this use continue as a conditional use in the EDA Central zoning subdistrict while it should be an allowed use in the EDA North, EDA South and ED -BioSquare zoning subdistricts where it either already exists or is envisioned.

Another example is a “Fitness Center or Gymnasium”, which currently is a conditional use in the Economic Development Areas. This means that any small yoga or Pilates studio, for example, has to go for a hearing with the ZBA. It is recommended that this use be allowed in the EDA North, EDA Central and EDA BioSquare zoning subdistricts, with a footnote denoting its maximum size (i.e., <2,000 s.f.) in the use regulations. Any Proponent trying to do this use would still need to comply with parking requirements in order to proceed as-of-right. This use should remain conditional, regardless of size, in the EDA South zoning subdistrict. Parking for large-scale gymnasium uses (i.e., >2,000 s.f.) is often the issue with Abutters of this type of use, and it is recommended that this use should be conditional in all four zoning subdistricts .

These are only a sampling of uses that are recommended for change in the way they are currently treated. There are other uses that are currently not in the use regulations, but through the planning process, were learned as being uses that should be included depending on location (see table below). For example, “GreenTech and CleanTech” types of uses would be appropriate for all of the EDA North, EDA Central, EDA South zoning, and existing EDA BioSquare subdistricts. Also, creative economy sector types of uses such as video gaming software creation, uses associated with the film and music industry, uses associated with the printing and publishing industry, advertising, broadcasting and digital media, architectural design and industrial design, etc would be appropriate for all of the EDA North, EDA Central, EDA South, and existing EDA BioSquare zoning subdistricts.

These use recommendations are for purposes of this planning document, while they will be formally added and codified into Article 64 during the subsequent rezoning phase for the Study Area.

Introduction

Implementation of the recommendations from this Strategic Plan will be an ongoing process that could extend over the next 15 to 20 years or even longer. In the short-term, new zoning and short-term transportation improvements are possible and inexpensive to implement. Other recommended measures that can be implemented in the short-term will help to support the realization of the vision described throughout this Plan and will ensure that new development is in scale and character of the individual sub-areas and fits within the existing transportation network.

Implementation of the mid- and long-term recommendations in the plan will be dependent upon availability of funding as well as coordination and cooperation with other entities including City of Boston departments, state agencies such as the MBTA, MassDOT and private property owners. The BRA will help to coordinate the implementation of this plan.

For each plan recommendation, the following chart indicates the parties that will be involved in implementation, and the time frame in which implementation can be expected to occur. For the purpose of this chart, short-term is defined as up to four years, mid-term is defined as five to eight years, and long-term is defined as more than eight years.

This chart provides the City, the community and the BRA a framework for implementation and a guide for coordination with other agencies.

Key:

BRA = Boston Redevelopment Authority

Parks = City of Boston's Department of Parks and Recreation

BTD = City of Boston's Department of Transportation

DPW = City of Boston's Department of Public Works

SELDC = South End Landmarks District Commission

MASSDOT = Massachusetts Department of Transportation

MBTA = Massachusetts Bay Transportation Authority

	DEPARTMENT/ENTITY	TIMEFRAME
<u>OPEN SPACE</u>		
Creation of primary & secondary green corridors to connect to the South Bay Harbor Trail, Fort Point Channel and South Boston neighborhood	BRA, PARKS	Ongoing
Protect existing community gardens from shadows	BRA	Ongoing
Require maximum lot coverage for parcels greater than one acre (Planned Development Areas) in order to promote the creation of open space	BRA	Ongoing
<u>LAND USE / ZONING</u>		
Rezone Study Area with new height and FAR maximums	BRA	Ongoing
Coordinate South End Landmarks Protection Area height guidelines to proposed rezoning heights	BRA, SELDC	Short-term
Allow for appropriate contemporary uses in the use regulations	BRA	Short-term
Promote primary use corridors *Washington/Berkeley = Retail *Harrison = Creative Use & Commercial *Albany = Wholesale & Medical	BRA	Ongoing
Maintain the creative economy by attracting artist and entertainment uses along with retail and residential uses in the EDA Central zoning subdistrict	BRA	Ongoing
Attract new and support existing businesses to the overall Study Area	BRA	Ongoing
Maintain and attract light industrial and creative economy uses in the BackStreets sub-area; discourage residential uses	BRA	Ongoing
Maintain and attract medical and biotech uses in the EDA North and EDA BioSquare zoning subdistricts	BRA	Ongoing
Require maximum lot coverage for parcels greater than one acre (Planned Development Areas)	BRA	Ongoing
Require a public use amenity (i.e., commercial, cultural, or affordable residential) in exchange for greater height and FAR in Planned Development Areas (parcels greater than one acre)	BRA	Ongoing
Require front setbacks according to the Streetscape Types Guidelines on designated streets throughout the Study Area	BRA	Ongoing
Consider parking maximums in the Study Area for non-commercial uses (currently, there is no parking requirement for commercial uses)	BRA, BTD	Ongoing
<u>URBAN DESIGN</u>		
Build new streets and alleyways in order to return to historical street and block patterns (see Transportation)	BRA, BTD, Private Developer	Ongoing
Open up ground floor use to pedestrians in Medical area; create ground-floor amenities so they are visual and accessible to general public and pedestrian	BRA	Ongoing
Creation of Placemaking Nodes (i.e., squares, plazas, parks, active ground-floor use, streetscape) negotiated through the Article 80 development process (potential locations include Washington & Herald Streets, Shawmut Ave & E. Berkeley St, Harrison Ave & E. Berkeley St, Herald & Albany Sts, Albany & Randolph Sts, Frontage Rd & sight line of Plympton St)	BRA, Private Developer	Ongoing
Encourage LEED-certifiable buildings < 50,000 s.f.	BRA	Ongoing

TRANSPORTATION

	DEPARTMENT/ENTITY	TIMEFRAME
Promote shared parking between developments	BRA, BTD, Private Developer	Ongoing
Promote BTD’s Complete Streets streetscape guidelines with any new development	BTD/BRA	Ongoing
Break up super blocks with vehicular and/or pedestrian connections negotiated through the Article 80 development process	BRA, BTD, DPW, Private Developer	Ongoing
Creation of Mobility Hubs negotiated through the Article 80 development process (potential locations include Washington & E. Berkeley Streets, Harrison Ave. & Traveler St, Albany St & Frontage Rd, Albany St & E. Concord St)	BRA, BTD, DPW, Private Developer	Ongoing
Improve signage and pavement markings for wayfinding and definition of space	BTD	Short-term
Convert Washington Street to two-way from Herald Street to East Berkeley Street (maintain “bus only” lanes for Silver Line) to improve circulation and local site access	BRA, BTD, MBTA	Short-term
Two-way traffic over the Harrison Avenue bridge in order to facilitate better circulation and connectivity to Chinatown	BRA, BTD	Short-term
Two-way traffic along Traveler Street to improve circulation	BRA, BTD	Short-term
Complete Bio-Square connection to Frontage Road to relieve pressure on Massachusetts Avenue/Melnea Cass Boulevard intersection	BRA, BTD, MASSDOT	Short-term
Improve the pedestrian conditions under the Expressway at both Traveler and East Berkeley Streets with lighting and fencing	BRA, MASSDOT, BRA, Private Developer	Mid-term
Coordinate with the MBTA to consider relocation of their bus servicing lot under the Expressway	BRA, MBTA, MASSDOT, BRA	Mid-term
Reduce the cross-section of Harrison Avenue between Herald Street and East Berkeley Street to better allocate public space for pedestrians and cyclists	BRA, BTD, DPW	Mid-term
Convert the segment of East Berkeley Street under the Expressway to two-way to provide for enhanced traffic distribution and connectivity to the West Fourth Street Bridge and South Boston	BRA, BTD	Mid-term
Reduce the cross-section on Albany Street from East Berkeley Street to Frontage Road to better allocate public space for pedestrians and cyclists and create better frontage for development	BRA, BTD, DPW	Mid-term
Configure space within several parcels under the expressway to allow for tour bus parking or alternative use to help reduce undesirable activity that continues to escalate on these parcels	BRA, MASSDOT	Mid-term
Extend East Concord Street to Massachusetts Avenue Connector to relieve regional transportation pressure on Massachusetts Avenue, provide enhanced circulation within the Study Area, and better connectivity to/for Newmarket	BRA, BTD, MASSDOT	Long-term
Extend East Dedham Street to Frontage Road tying into future Bio-Square intersection (see above) This will relieve regional transportation congestion and provide enhanced traffic circulation within the Study Area	BRA, BTD, MASSDOT	Long-term
Create new local roadway connections within the New York Street sub-area. This will improve access and add capacity for future development that will relieve congestion along the existing streets. These new connections will also facilitate on-site loading and internalized parking	BRA, BTD, Private Developer	Long-term
Make modifications to existing Bus Routes 8, 47, and 9 in order to extend those bus routes to the New York Streets and SOWA sub-areas	MBTA, BTD	Mid-term