A Governors Advisory Panel

Boston, Massachusetts

South Bay

Foundation

A Governors Advisory Panel Report

South Bay
Boston, Massachusetts

Strategies for the South Bay Planning Study Area

December 10–13, 2012

Urban Land Institute

About the Urban Land Institute

THE MISSION OF THE URBAN LAND INSTITUTE is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has nearly 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academicians, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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About ULI Advisory Services

THE GOAL OF ULI'S Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; hour-long interviews of key community representatives; and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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About the ULI Foundation

THE MISSION OF THE ULI FOUNDATION is to serve as the philanthropic source for the Urban Land Institute. The Foundation's programs raise endowment funds, major gifts, and annual fund monies to support the key initiatives and priorities of the Institute. Philanthropic gifts from ULI members and other funding sources help ensure ULI's future and its mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

The Foundation exists to support the content development and dissemination efforts of the Urban Land Institute and to educate the public—and those making decisions on behalf of the public—about responsible land use practice and patterns. Whether creating scholarship opportunities for worthy students, publishing original research on critical land use issues, or convening decision makers to discuss current industry developments, the ULI Foundation enables members to make a visible difference in communities around the world—and in the lives of countless individuals within those communities. The ULI Foundation has benefited from the generous philanthropy of many donors, who see in their giving an opportunity to provide for others through an organization that has meant so much in their own lives and careers.

Governors

ULI governors are a select group of members united by their commitment to ensuring the future of the organization. Becoming a governor is one of the most profound ways to make a visible difference to the future of our nation's communities as well as our collective professions. The Governors Program funds the largest and most significant endowment for ULI. The endowment has contributed about $2 million during the past three years to support many key content initiatives.

Governors Advisory Panels

The Governors Advisory Panel (GAP) program is unique in that the ULI Foundation funds the program completely. Governor John S. Hagestad has generously funded the program for the next three years. Like Advisory Services panels, GAPs will be organized as interdisciplinary panels that can help communities address important land use and real estate development issues.

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Acknowledgments

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The panel also thanks ULI Boston, especially Stephanie Wasser and Daniel St. Clair, who helped identify the need for a panel, organized many of the logistical issues, and participated in the tour, working dinners, and briefings.

The panel acknowledges and thanks the more than 20 individuals who were interviewed. Representing both city and state agencies and a diverse and informed public, these stakeholders provided valuable information and perspectives through the passion and understanding of the issues, greatly aiding the panel in its analysis.

Finally, the panel thanks Virginia Mayer, Mayor Menino's representative in Washington, D.C., for helping coordinate this panel effort.

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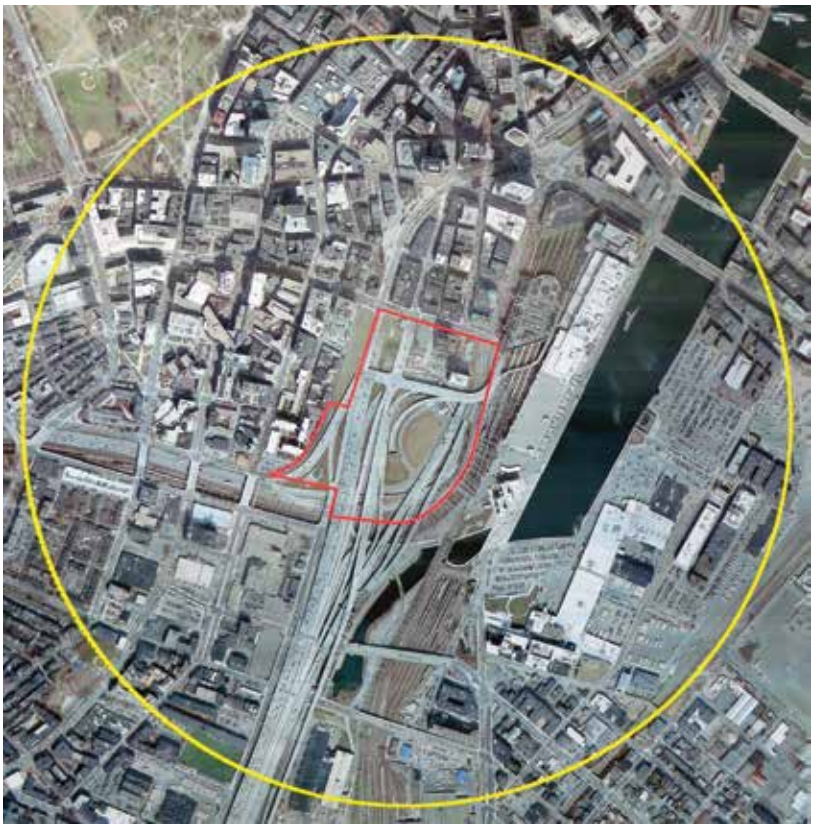
Background and the Panel's Assignment

THE SOUTH BAY PLANNING STUDY AREA IS located at the intersection of three of Boston's downtown neighborhoods: Chinatown, the Leather District, and South Station and the Fort Point Channel. The completion of the Central Artery Tunnel Project (CA/T) rerouted the city's major highways underground and created ten new surface parcels that are owned by the Massachusetts Department of Transportation (MassDOT). As a result of the CA/T, new surface parcels were created within the study area, giving the area significant potential to emerge as a vibrant, mixed-use development district within Boston's downtown. In 2004, the Boston Redevelopment Authority (BRA) issued the *South Bay Planning Study* to explore development options for these parcels.

The general economic crisis that peaked in 2008 was a key factor that adversely affected these and similar development opportunities across the country. In 2012, the economic context for planning in the South Bay district has improved, and the outlook for 2013 offers a positive trend. The regional economy is improving across the city, and significant employment and residential development growth is underway. Importantly, the transition from "Big Dig" to "Greenway" is a visible difference with far-reaching effects for local residents.



The designated South Bay Planning Study area is in red, and the half-mile-radius environs of direct influence lie within the yellow circle.

The study area presents severe challenges, given its intense and complex infrastructure. But it also presents an opportunity to capitalize on the completion of the Big Dig/ Greenway as one of the largest successes of public infrastructure in recent decades. Far left: Highways converge at the site, in particular I-93 southbound and northbound, and I-90. Left: To the north of the site, the Rose Kennedy Greenway (the former I-95 elevated highway) integrates the infrastructure with a series of open urban spaces that enhance the city fabric.

Left: A celebration at Chinatown Park, the open space of the Greenway just north of the South Bay study area. Center: Typical urban fabric in the Leather District. Right: South Station connects the site with regional and public transportation networks tied to the new infrastructure of downtown.

Chinatown

Boston's historic Chinatown neighborhood was built on tidal flats in the early 1800s in an effort to accommodate new immigrants drawn by the nearby manufacturing and railroad jobs. Today, the densely populated Chinatown neighborhood is the only one of its kind in New England. Adjacent to the Financial District, Downtown Crossing, and the Boston Common, Chinatown not only boasts a central location to many of the city's amenities, but also offers attractions in its own right, such as cultural festivals and Asian cuisine.

A street grid supporting brick rowhouses dating to the original South Cove development as well as late-19th-century buildings used for garment production and 20th-century institutional structures characterizes Chinatown, making it eligible for the National Register of Historic Places. Though very underserved in open and green space, the study area includes Pagoda Park, a modest but important recreational facility serving the youth of Chinatown and others, as well as Mary Soo Hoo Park, a small passive park near the neighborhood's historic gate.

Leather District

The nearby rail yards attracted leather and garment businesses to the area in the 19th and 20th centuries, leading to the construction of commercial buildings in the adjacent Leather District and west along Kneeland Street. Today, the newly reemerged Leather District boasts many historic manufacturing buildings converted to residential and commercial uses and quick access to the nearby Rose F. Kennedy Greenway.

South Station and Fort Point Channel

South Bay is located at the crossroad of New England's regional interstate highway system and the epicenter of the city's rail infrastructure; it is connected to some of the city's most important east–west and north–south streets. Within a five-minute walk from most of the district are the Massachusetts Bay Transportation Authority's Red and Silver subway lines as well as the South Station Transit Center.

A Vision for South Bay

An overarching reference for the area is the BRA *South Bay Planning Study* produced in 2004. The plan presented an ambitious strategy to generate a mixed-use neighborhood that would complement the existing neighborhood fabric. The report outlined a community vision with guiding principles that included the public realm, land use, urban design, transportation, jobs and career development, and sustainability. These recommendations were formalized in a series of plan components that outlined the desired physical attributes to support the social systems that would make up the new urban district.

The Panel's Assignment

The Governors Advisory Panel (GAP) was asked to reexamine the 2004 BRA planning study with a view to updating it for the area's current context. The panel aimed to provide an independent assessment of different scenarios while considering market feasibility and potential implementation ramifications.

Questions for the GAP to Address

The panel was asked to address the following questions during the study:

- BRA issued the *South Bay Planning Study* in 2004. What elements of the vision, plan, and types of uses should be updated in this plan?
- What is the financial feasibility of developing parcels in this area (particularly MassDOT parcel 25)?
- What is the market for these parcels, and what is the appropriate development strategy?
- What implementation tools could help in developing these parcels?

The Governors Advisory Panel touring the study area: left to right, Alan Boniface, Smedes York, Richard Gollis, and Richard Rosan.

Aerial view of the parcels considered in the study area.

Summary of Recommendations

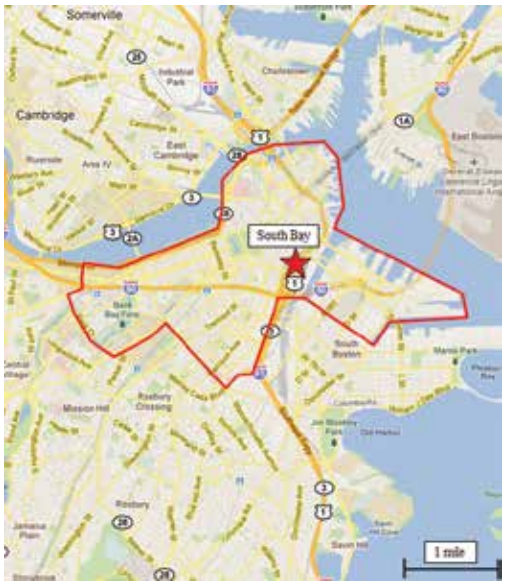
The panel focused on several physical, institutional, and organizational improvements that would help the city move forward with a redevelopment strategy. These recommendations include the following:

- Create connections between Chinatown, the Leather District, Tufts Medical Center, and adjacent properties.
- Cultivate the site as a "Greenway Gateway" to South Boston and the Rose Kennedy Greenway.
- Develop the parcels facing Kneeland Street through a joint venture between MassDOT and the BRA.
- Modify and alter those suggestions of the 2004 plan that are not economically feasible.
- Encourage maximum citizen input and participation when developing new plans for the site.

The remainder of this report elaborates on these recommendations.

Initial Observations and the Market

Boston Metro: The blue outline delineates the Boston metropolitan area. The U.S. Census Bureau–defined Boston-Cambridge-Quincy, MA-NH statistical area comprises the following counties: Norfolk, Plymouth, Suffolk, Essex, Middlesex, Rockingham (NH), and Strafford (NH).



Central Boston: The red outline delineates "Central Boston." Central Boston includes the following neighborhoods: South Boston Innovation District, Downtown/Chinatown, North End, West End/Bulfinch Triangle, Beacon Hill, Back Bay, Fenway/Kenmore, and South End/Bay Village.

THE CONTEXT FOR PLANNING in 2013 is significantly different from that for the 2004 *South Bay Planning Study*. In 2003, when a task force was formed, the Boston metropolitan area was in recovery from the 2001–2003 "tech bubble" that resulted in the loss of approximately 140,000 jobs and office vacancies that climbed from 3 percent to over 10 percent. In 2004 the recovery was just beginning; however, it was not broadly felt across all sectors. Downtown neighborhoods were still reeling from the effects of the CA/T project, which while completed below grade, still scarred the street level. The context for planning, therefore, was moving from recovery to stability.

In 2013, the current economic cycle makes the context for planning the South Bay district somewhat different. The regional economy is improving across the city, and significant new employment and residential development activity are underway. As noted earlier, there has been a substantial change from the "Big Dig" to the current "Greenway." The context for planning in 2013, therefore, is moving from recovery toward reinvestment.

Overall Economic and Demographic Conditions

The economy of the Boston Metropolitan Statistical Area is experiencing solid expansion following aggregate decline since 2008. Employment is returning to stabilized 1.0 percent to 1.5 percent annual growth, corresponding to 40,000–50,000 new jobs per year. Population is approaching 4.6 million with moderate 0.5 percent growth projected over the next five years. Key drivers of economic expansion continue to be education and health services, professional and financial services, information technology, and leisure and hospitality. Corresponding to the upswing in economic activity, uplift

DANIEL LOBO

Tufts Medical Center has several key facilities near the study area.

is being felt across the Commonwealth in all real estate asset classes.

Central Boston (as defined in the accompanying map) is a primary driver and beneficiary of the resurgent economic engine. Central Boston constitutes 3 percent of the metro population base (approximately 140,000), yet represents the core employment center with 28 percent of regional office space (90 million square feet of inventory). Net absorption is sporadic. Since 2000, the market has experienced two boom-bust cycles and is currently hovering in the range of 10 percent vacancy. Importantly, the scale of the market averages well under 800,000 square feet annually in deliveries and long-run net absorption.

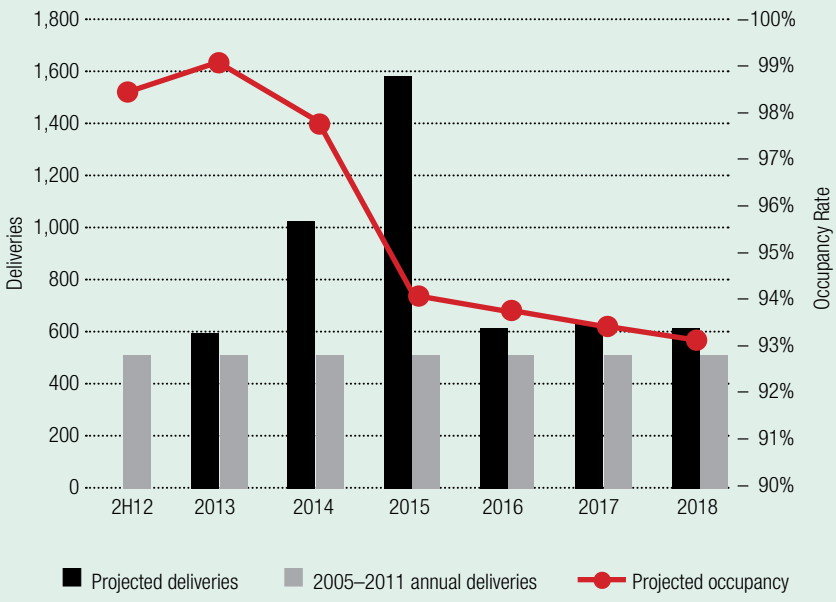
Market Drivers

The South Bay planning district is located in the Downtown/Chinatown submarket (as delineated on the map). The submarket comprises approximately 8,000 population with the highest proportion of seniors 65 years of age and older (16 percent) of all the Central Boston submarkets. Median household income is $41,000 (according to 2012 estimates), placing it well below the Metro ($67,000) and Central Boston ($55,000) levels. Therefore, implications for community needs, social services, and the like are recognized as among the most significant in the city of Boston. Within the Downtown/Chinatown submarket, the Leather District (composed of more affluent professional residents and creative office users) is essentially built out. As such, the opportunity to see increasing values and support for on-site retail activity depends on how surrounding locations mature.

Downtown/Chinatown: Office Absorption

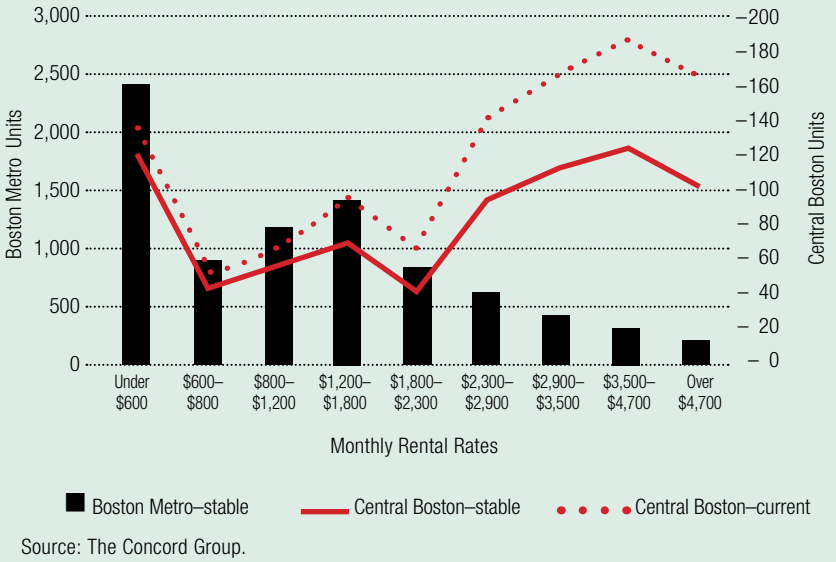
The office market in Downtown/Chinatown comprises approximately 48 million square feet, with a net decline in occupancy of more than 2 million square feet since 2000. Reported vacancy rates have pushed above 13 percent. Growth projections indicate limited opportunity in

Demand for Rental Apartment Units



Source: The Concord Group.

Demand for New Apartment Units



Source: The Concord Group.

the next five years for new office development outside the best (i.e., easiest to build) locations in the downtown core and South Boston Innovation districts. Given core location choices, prospects for a viable speculative office market in the South Bay district are unlikely.

The Tufts Medical Center in Boston is a major economic engine within the immediate vicinity of the South Bay Planning Study area. However, direct or spin-off real estate investment, such as research and development space and colocated office uses, has not been realized. In the future, as Tufts refines its institutional strategy, opportunities may evolve for the local area to capture new economic activity. Without a significant outside force (i.e., major employer relocation or catalytic activity), impetus for new office or research and development space in the South Bay district will be limited.

Central Boston: Population/Households

The greatest resurgence of activity in Central Boston is new residential apartment development. Vacancies are at all-time lows (3 percent), and rental rates are at all-time highs (averaging more than $2,700 per month, market rate). Currently, among the newest buildings, rents average more than $4.00 per square foot per month ($2,500 to more than $7,000).

The new development pipeline includes more than 20 projects and over 8,000 units. In the near term (through 2015), approximately 3,500 market-rate units will be delivered, of which 1,200 are in the Downtown/Chinatown submarket (including MassDOT's parcel 24, The Kensington, 120 Kingston, and Millennium Place). The more than 200 market-rate units at parcel 24 will be the market test for new luxury apartments in the Kneeland Street corridor. In addition, 500 units are planned in the nearby South End, and more than 1,000 units are likely to come on line in the burgeoning and popular South Boston Innovation District.

Annual demand (i.e., net new absorption) for market-rate apartments in Central Boston is approximately 700 units, based on projected demographic, employment,

and affordability metrics over the next five years. The development activity is a function of pent-up demand and positive job growth, yet is well above the stabilized average of 450–500 units per year. Vacancy rates are therefore likely to increase moderately, and a slight correction is anticipated by 2016. In addition, as market forces evolve, a number of the apartment units may "switch" to for-sale condominiums.

The increasing resident population over the next five to ten years will improve the critical mass required to support street-level retail, restaurants, and other services, and the aggregate income growth will bolster neighborhood reinvestment. Currently, specialized retail and restaurants are thriving in Chinatown, whereas ground-floor retail in the Leather District has had limited success. Increasing the density of residents with a direct connection to the Leather District is the most important driver for retail viability in that neighborhood.

The study area's competitiveness is conditioned by three key factors:

- Access: regionally excellent, locally constrained;
- Visibility: excellent; and
- Surrounding land uses: overwhelmed by infrastructure, except to the north/northwest.

The Downtown/Chinatown submarket will continue to be a viable choice for investment in the context of development opportunities across Central Boston as the market continues to improve. The South Bay Planning Study area parcels, however, need to compete on individual merits for feasibility in the context of market-rate rents and construction costs.

Overall the market supports development of new rental apartments in the near term (i.e., five to ten years), with the possibility of for-sale condominiums. Office space will become a stronger option in the long term (ten-plus years), with capacity for some viable projects in the interim.

The Kneeland Street corridor (top) with its existing fabric and density offers opportunities to reintegrate the study area (above) into the fabric of the neighborhoods.

South Bay Planning Study Area Rental Demand

The Kneeland Street corridor from Hudson Street to the eastern edge of the study area can reasonably support 600–800 units over the next ten years. Market-rate rents typically range from $3.50 to $4.50 per square foot (current dollars). Specifically, parcel 25 is feasible from a market perspective, given the time frames for permitting and construction (30-plus months), and logically follows the development of parcel 24. The site's visibility from off-ramps and the Greenway is a marketing advantage, although the access constraints are challenging. The highest value will be realized in the context of a master plan encompassing parcels 25 and 26 (A, B, and C).

The Challenges of Decking

Costs of decking and the associated use of air rights are prohibitively expensive given current and projected market conditions. Based on interviews with MassDOT and the BRA and independent research, decking over parcels 27, 28, 29, 30, and 31 will increase costs in the range of 25 to 50 percent (see table below for more details). Therefore, the development program recommended in the 2004 *South Bay Planning Study* is not feasible. However, opportunities exist to use the parcels on interim and long-term bases to create value within the study area's master plan.

The site presents a complex and very challenging range of ramped vehicular flows at very different levels.

Decking Costs

The 2004 study introduced several variations of a very ambitious scenario that would deck over the existing infrastructure on the study area, locating the highest-density development over the current highways.

Option	Cost per square foot	Total cost	Cost per FAR foot	Total with decking[c] per FAR foot	Cost premium
Low[a]	$700	$548,900,000	$140	$490	40%
High[b]	$2,000	$1,568,200,000	$400	$750	114%

Note: Assumptions: 18 acres, 5.0 FAR (average), 3,136,320 net buildable area (75 percent), $350 building cost (guaranteed maximum price per square foot).
a. Per New York City Inventory of Decking Opportunities (2008).
b. Per interviews.
c. Decking cost per square foot = $350.

Primary Recommendations

THE PANEL SUGGESTS that the key aspirational elements of the 2004 study act as the opening step in a longer-term development program focused on

- A successful new development program for the parcels alongside Kneeland Street;
- Collateral redevelopment of the adjacent neighborhood; and
- A partnering strategy to improve cooperation among area groups.

The increased connectivity and activity around the surrounding nodes will make the development programs successful, which will fundamentally transform the area.

Urban Design and Streetscape

The development program recommended in the 2004 *South Bay Planning Study* offers many strategies and aspirations that should inform any new development within the area. However, in terms of built form it does not offer feasible development scenarios. Looking at the existing economic constraints and opportunities, the parcels still offer a rich variety of options to engage a cogent development plan. Until any of these aspects can be fully developed, the panel recommends consideration of opportunities to use the parcels on interim and long-term bases to create value within the study area's master plan.

The study area sits at what can be interpreted as an unfinished end of Boston's Big Dig. It occasionally offers the perception of being a leftover of this world-class work of urban infrastructure. Since its completion, the Rose Kennedy Greenway offers a world-scale axis that could be punctuated in the study area. The current terminations are focused on solving traffic problems.

The study area (marked with a red star) is located just south of the final segment of the Greenway. It offers an opportunity to complement this seminal city-making effort through its open-space, neighborhood identity strategies.

The leftover space generated at the heart of parcel 27A (below, looking south) offers an opportunity to punctuate the site, possibly symbolically extending the Greenway and highlighting the gateway to downtown Boston (right, looking north).

However, the area offers the opportunity to consider the highway as a single strip, where the eastern ramps have less impact on the landscape.

The panel recommends that the Greenway needs to be terminated with appropriately scaled iconic elements and public space that would offer a critical element of public engagement in the study area. Although pollution remediation efforts would need to be undertaken, sites such as the current mound at the heart of parcel 27A have the potential for relatively feasible interventions that could achieve this goal.

As the panel evaluated the area as a gateway, the panel realized the area is unable to connect in a significant manner to other neighborhoods and amenities. Creative but functional connectivity to adjacent neighborhoods would enable both higher value and usefulness for the parcels and the adjacent neighborhoods to which the South Bay area is a potential nexus.

Chinatown and the Leather District would benefit from effective connections to South Boston and the Ink Block development in the South End and from a "destination" quality to the southern segment of the Rose Kennedy Greenway. This section of the study area is commonly perceived as part of the Leather District, and this effort would articulate that perception.

Fort Point Channel has the potential to be an important amenity in the urban realm as further development takes place. As adjacent structures such as the post office are altered in the future, greater links will be enabled to reach the channel.

Critical urban elements outside the study area need to be considered. It is essential that the parcels not be considered in isolation. A good example is provided by the planned supermarket development in the South End, which might benefit from a proactive pedestrian link to the site.

These links point to a broader pattern of roads and pedestrian routes that need to be addressed. For instance, Dorchester Avenue is a critical public link that needs to be reconstituted. These connections need to be effective links, especially for pedestrians.

The panel envisions a reconstituted parcels. This could be achieved through a carefully stewarded request for proposal (RFP) process that would allow potential developers to creatively solve issues under rules set out in the RFP. This approach not only facilitates a high value and realistic buildability by adjoining interests but is likely to attract a higher number of respondents. This RFP should do the following:

- Propose adaptive use of the power center (sustainable, civic, or iconic);
- Describe the amount of open space, and allow consideration of an eastern park;
- Describe connectivity to a new large park and iconic structure;
- Establish criteria for an inclusionary affordable housing threshold;
- Establish minimum employment;
- Include broad uses such as a hotel at the developer's discretion;
- Consider a 3.7-acre gross site;
- Enable building to maximum height on the south portion of site (300 feet);
- Define a buildable area of 1 million to 1.2 million square feet;
- Require appropriate vehicular access and contribution to access for neighboring sites; and
- Require active ground-oriented uses and architectural response.

A Greenway gateway offers potential as a driving idea to reengage the whole area. It becomes a key connector and a neighborhood asset. This strategy would increase the public area from the 2004 plan and would add significant value to the site and the Leather District, as well as contribute foot traffic to adjacent neighborhoods such as Chinatown. Its goal would be to appropriately mark the entrance to the city and the termination of the Rose Kennedy Greenway.

The gestures should maintain the Greenway's scale and feature the Boston's history and status. This opportunity for an iconic structure as gateway marker could be more than just art. It could be a building, it could be a visitors center for the Greenway, or it could be the starting point for a walking tour of the Greenway. Generating

Strategies for the site are extending the Greenway, generating connectors, and reconstituting the grid and urban fabric with an emphasis on the lots adjacent to Kneeland Street.

Effective connections that engage with the challenging infrastructure can be accomplished in various ways to generate a stimulating urban realm that supports the activity across all neighborhoods. Golden Jubilee Bridge and Hungerford Bridge, London (left), expand the pedestrian flow next to the railroad tracks. Zubizuri bridge and footway, Bilbao (right), connect over the river and roadways, linking to a new office development.

The power plant (far right and below) offers an opportunity to reconsider its use and is an iconic element of the skyline that defines this part of Boston. Historic reuse and densification have been completed successfully in other parts of the city. For instance, nearby Atlantic Wharf (right) offers a great precedent that integrates a new development with existing structures and opens up to existing circulation patterns. The general proposed massing hierarchies for the site in the 2004 report and recent proposals are consistent in keeping and expanding the grain of the neighborhoods and in maintaining the local identities while exploring the development potential of the area.

ARCHSTONE NEW DEVELOPMENT HLDINGS, CP + BERKELEY INVESTMENT, INC.

this element could clean up the area under the bridge and may reduce maintenance costs.

An open competition would enable media, fundraising opportunities, and an identity-making process. It would offer an opportunity for contributions from the developer of the new combined site (public art contribution) and parcel 25. The following criteria could be contemplated:

- Offer public access to a viewing area at least 150 feet above grade;
- Evaluate site soil remediation;
- Include a pedestrian connection to Fort Point Channel and Dorchester Avenue;
- Include a pedestrian link to the Ink Block site;
- Allow two acres of open and usable public space and play space of 3.8 acres total;
- Include noise and pollution control as part of the design; and
- Include new safety barriers.

Implementation Strategies

The panel envisions an array of different opportunities for development. With adequate commitment, sponsorship, and oversight from the different constituents, the elements can be configured in an action plan that would yield results in the coming years. The panel recommends that the following aspects be considered as part of the action plan:

- Efforts to reenergize and lead a community engagement process will be critical to ensure cogent development of the area that best serves all the involved constituents. The BRA has the knowledge, clout, and outreach to embrace facilitating this task in a fruitful manner.
- Parcels 26A, B, and C offer an opportunity for redevelopment under a common task force with shared interests that will guarantee the continuity of a healthy urban fabric along Kneeland Street.

STUART RICHARDS

DANIEL LOBO

The site offers opportunities to include an iconic gesture that could both provide a symbolic identity to the area and act as a gateway to downtown Boston. It would also be a finishing icon on the Greenway. Gestures could range from those of a large iconic impact, such as that generated by Angel of the North *(top) by Antony Gormley in Gateshead, Tyne and Wear, England, where it has become an identifier for the region, to subtle visual articulations of spaces around the highways such as* Uptown Rocker *(above) by Lloyd Hamrol, located in downtown Los Angeles. Such interventions can go beyond visual stimulation to uses such as a Greenway visitors center, a viewing gallery, and the like.*

MassDOT and Veolia Energy, with the BRA in an advisory position, have a ripe opportunity to engage in a process that will yield positive results.

- The BRA and MassDOT should generate an initiative to reduce red tape dedicated to the South Bay Planning Study area.
- Led by a cooperative partnership of the BRA, MassDOT, and the Rose Kennedy Greenway Conservancy, a Greenway Gateway Initiative with a formation and financing element and a conservancy element should be created.

Conclusion

THE PANEL WOULD LIKE TO COMMEND the sponsors for the comprehensive plan that was presented. The panel believes that because of demographic and other changes over the past eight years, the plan needs to be revised. The panel heard a number of times that what was needed was "a reality check." This analysis and the panel's recommendations are geared to be an integral part of that reality check, which will enable the site to reengage its development potential.

The panel has laid out a specific set of recommendations for a feasible redevelopment of Boston's South Bay, which offers insight into the successful growth of an area that acts as a symbolic gateway to the city.

The overall study area offers great value. The panel has come to think about it as a nexus of surrounding land uses. It is a focal point—adjacent to Chinatown, the Leather District, and Tufts Medical Center—but it can be better connected to adjacent properties. The panel's key recommendation is that the stakeholders take a broad look at the surrounding properties and how best to connect them with each other. These connections will add value to the site. In this way, employment opportunities, residential (market-rate and subsidized) uses, open space, retail, education, and other amenities will all be enhanced. To achieve this goal, the panel believes the study area needs a clearer identity, and efforts should be made to craft such an identity.

More specifically, as has been pointed out earlier, a portion of the 2004 plan is not economically feasible. However, a proposed joint venture on the parcels facing Kneeland Street that fosters a rich public realm will yield great value.

The panel strongly recommends maximum citizen input and participation as the process moves forward to guarantee broad participation and a resulting process and plan that is embraced by the whole spectrum of constituents.

About the Panel

Smedes York

Panel Chair
Raleigh, North Carolina

A Raleigh native, York is chairman of York Properties Inc. and of two related companies: Prudential York Simpson Underwood and McDonald-York Construction. He is past chairman of the Urban Land Institute and a member of ULI's board of trustees. He served as mayor of Raleigh from 1979 to 1983.

York has spent his professional career in real estate and construction. In addition to his business, he has served in a leadership capacity for many organizations, including past chairman of the North Carolina Chamber, the Greater Raleigh Chamber of Commerce, the Raleigh-Durham Airport Authority, and the North Carolina State University Board of Trustees. Current positions include chairman of Triangle Tomorrow, member of the board of directors of the Research Triangle Park Foundation and the YMCA of the Triangle, and chair of the North Carolina State University Foundation.

From 1964 to 1966, York served as a lieutenant in the U.S. Army Corps of Engineers, receiving an Army Commendation Medal for his service in South Korea.

York earned his BS in civil engineering from North Carolina State University and a master's of business administration from the University of North Carolina at Chapel Hill.

Alan Boniface

Vancouver, British Columbia

Boniface is recognized as a leading thinker on urban issues. His experience with large mixed-use projects, unique sustainable architecture, and public space design all contribute to a unique approach to city making. He is a frequent contributor to conferences and roundtables in the United States and Canada where urban thinking is being reshaped. Boniface has contributed to projects in many jurisdictions, including Beijing, Shenyang, Los Angeles, Vancouver, San Francisco, Portland, New York, and Memphis.

The current managing partner of the Vancouver studio of DIALOG, Boniface is the past chair of the Vancouver City Planning Commission (VCPC) and the chair of the Vancouver District Council of the Urban Land Institute. As chair of the VCPC, he oversaw a document outlining a scenario presented to the council for the provision of affordable housing in Vancouver. He is also a current member of the City of Vancouver Housing Affordability Task Force.

In addition to current design projects in Vancouver, Edmonton, Los Angeles, and Memphis, Boniface is helping reshape the planning process itself with an eye toward making special mixed, people-oriented, sustainable communities that can adapt and prosper through time. He is a member of the Architectural Institute of British Columbia, the Alberta Association of Architects, the American Institute of Architects, and the Royal Architectural Institute of Canada.

Richard Gollis

Newport Beach, California

Gollis is a cofounder and principal of the Concord Group based in Newport Beach, San Francisco, and Boston. The Concord Group is a real estate advisory firm providing strategic advice and valuation for land use issues and development of residential, commercial or retail, and industrial real estate projects. Clients include land developers, homebuilders, institutional investors, family landowners, public agencies, and universities throughout the nation.

Gollis has gained a wide range of experience in the analysis of residential and commercial development. In particular, his experience with the product program development for urban multiuse projects and large-scale master-planned communities has positioned him as a leading authority in the field.

Gollis is a governor of the Urban Land Institute Foundation, chair of the Community Development Council (Silver Flight), juror for the Awards for Excellence (global), and past chair of ULI Orange County/Inland Empire. He is cochair of the Advisory Board, Department of Policy/Planning/Design at the University of California, Irvine. A native of Boston, he is a graduate of Brown University with a degree in international relations.

Richard Rosan

Washington, D.C.

Rosan is the president of the Urban Land Institute Foundation, which is the philanthropic arm of the Urban Land Institute. ULI is a global nonprofit education and research institute supported by nearly 35,000 members representing all aspects of land use and development disciplines. Its mission is to provide leadership in the responsible use of land and in sustaining and creating thriving communities worldwide.

Rosan recently transitioned full-time into the role of ULI Foundation president after stepping aside as chief executive officer of ULI Worldwide. For more than 17 years, he served simultaneously as ULI's top executive and as the ULI Foundation president. Under Rosan's leadership, ULI experienced a fourfold increase in membership, expanded its global outreach into Europe and Asia, and secured many new funding sources. Rosan broadened ULI's intellectual content through the creation of the ULI Senior Resident Fellows program and the funded centers, which are supported through endowments from the ULI Foundation.

Rosan is an architect and a fellow of the American Institute of Architects. Prior to his service at ULI, he spent 22 years in New York City in several capacities, including 12 years with the city of New York, concluding with his service as the city's economic development director. Rosan also served for six years as president of the Real Estate Board of New York, and he spent five years in the private development business as a project director for several large New York City development projects.

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