

**BOSTON NAVAL
SHIPYARD
CHARLESTOWN
PLANNING &
DEVELOPMENT
PROGRAM**

BOSTON NAVAL SHIPYARD/CHARLESTOWN

PLANNING & DEVELOPMENT PROGRAM

Boston Redevelopment Authority
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CONTENTS

- I INTRODUCTION**
- II DEVELOPMENT CONTEXT & SITE CHARACTERISTICS**
- III REUSE GOALS & OBJECTIVES**
- IV LAND USE PLAN**
- V IMPLEMENTATION PROGRAM**
- VI ECONOMIC ANALYSIS**

INTRODUCTION

The Boston Naval Shipyard at Charlestown was formally closed July 1, 1974. This action, in conjunction with the closing of the South Boston Naval Annex and the Chelsea Naval Hospital has significantly affected the City of Boston. It resulted in the direct loss of some 5,900 jobs in 1973-74, a year of unusually high unemployment and caused an immediate drop in related port activity and business procurement. At the same time, the cessation of Navy activity has made some 180 acres of waterfront land available for redevelopment in Boston. It is essential that development of these properties be coordinated and integrated into Boston's overall planning and development program. The purpose of this plan is, therefore, to set forth the reuse and development proposals for the Boston Naval Shipyard and to outline the implementation mechanisms necessary to the achievement of the plan.

The Charlestown Shipyard served as the headquarters for the First Naval District for 150 years. It contained facilities for shipbuilding, conversion and repair and the manufacture of rope and chain. During World War II when a new ship was launched every month, 50,000 people, mostly civilians from Boston and the metropolitan area, worked at the yard.

The shipyard site is also the permanent home of the USS Constitution, the Navy's oldest commissioned ship. As Boston's largest single tourist attraction, 1,000,000 persons visit the ship every year. The entire site is a National Landmark and many of its older buildings, specifically the ropewalk, are of particular historic significance.

The shipyard has traditionally been a major blue-collar employer in Boston. In a city facing a long-term decline in manufacturing jobs, the shipyard was a place where skilled and semi-skilled resident labor could find permanent employment. The presence of ships with home port in the First Naval District was also of vital importance to the three ship repair companies in the port of Boston who relied on Navy contracts to provide continuity of employment for up to 1,000 people.

A. Recent Planning Efforts

In April 1973, the Secretary of Defense announced the closing of the Boston Naval Shipyard. That same year, successful efforts were initiated to create a National Historic Park on 27 acres of the surplused Charlestown property. The City of Boston, through its two development entities - the Boston Redevelopment Authority and the Economic Development and Industrial Commission (EDIC) - began extensive planning and analysis work seeking to optimize the reuse of the remaining 103 acres of the site, hereinafter referred to as the project area.

The Authority and EDIC jointly commissioned a comprehensive land use planning and transportation study which identified alternative land use concepts for the redevelopment of the shipyard at Charlestown. This lengthy planning effort involved the combination of disciplines including planning and architectural, environmental and traffic analysis as well as extensive economic feasibility studies. The

land use study included an evaluation of a wide variety of uses and resulted in the development of a few selective development alternatives. It was concluded that the site was too large and too varied for a single kind of reuse and that a mixed development concept with strong public sector participation was necessary.

Initially, substantial efforts were made to promote the site for manufacturing reuse; preferably, port related ship construction and ship conversion. This course was chosen as the best means to re-employ labor displaced by the closing of the yard, to further the creation of needed blue collar jobs and to minimize public sector investment in converting the site to civilian use. The Charlestown yard was extensively marketed as a unified shipbuilding facility and as individual buildings to other manufacturers.

After two years of such marketing efforts, it has been concluded that the Charlestown shipyard is too crowded with obsolete structures and too limited in terms of access for successful modern industrial reuse.

A city wide reassessment of efforts took place in the summer of 1975, and other possible land use packages were explored. The Boston Redevelopment Authority was designated the lead City agency for the planning and implementation of development of the site. The Authority at once initiated a review of alternative development concepts and began to develop a more viable plan for a mixture of appropriate new uses at the shipyard.

B. Community Involvement

The Charlestown community has always maintained an active interest in the Boston Naval Shipyard. Local residents worked at the yard and maintained various commercial services that relied on the existence of the shipyard. Charlestown residents, particularly the membership of the Charlestown Preservation Society and the Charlestown Historical Society have been concerned with the preservation of key structures within the yard and the creation of a National Park to protect those structures and the USS Constitution. It is in large measure through their efforts that the National Park Site was created.

During the past 2 years of City planning efforts, the community has been continually involved through the Charlestown Base Conversion Advisory Committee. Key city officials have met regularly with this group to establish community goals and preferences for land use alternatives. The future of the shipyard has been an issue of major concern to the community and the Charlestown Little City Hall Manager and Charlestown District Planner have maintained a continued dialogue with individual residents and specific interest groups. This dialogue will continue throughout the reuse and development process.

C. Current Status

The Boston Naval Shipyard is available for immediate acquisition from the Federal Government. The General Services Administration lacks sufficient funding to protect and maintain the site from serious deterioration as of January 1, 1976. New development and reuse of the site should begin as rapidly as possible in order to prevent prolonged disuse.

There are various mechanisms through which the City, State or a public authority could acquire all or part of the shipyard. Transfer costs could be reduced or waived entirely for certain reuses specified in the Federal Property and Administrative Services Act. The shipyard could be acquired at negotiated sale with the General Services Administration or through the participation of the State Land Bank which can acquire and hold land for development in cooperation with a local development agency.

The decision to acquire the site through City-State cooperation must be made rapidly in order to prevent deterioration of the property and in order to commence redevelopment of the site. Redevelopment will require a substantial investment of public funds and a commitment of Federal and State funds is absolutely necessary to the process.

The following Planning and Development Program for the Boston Naval Shipyard is intended as a master plan for this effort. The plan identifies City goals, and a summation of the planning concepts that have been developed over the past two years. An implementation plan and economic analysis of the project are also included.

The project is complex because of the scale of the site and because of difficult problems associated with reuse. At the same time, the development of an integrated mixed use plan will mean new jobs, new housing, new taxes, new capital investment and an attractive new waterfront area for the City of Boston.

DEVELOPMENT CONTEXT & SITE CHARACTERISTICS

The successful reuse and development of the Charlestown Navy Yard hinge upon a number of important factors relating to the condition of the site, its desirability for new uses and new construction, and a number of problems, which must be resolved, to make reuse and development feasible. These factors are summarized below:

A. Excellent Location

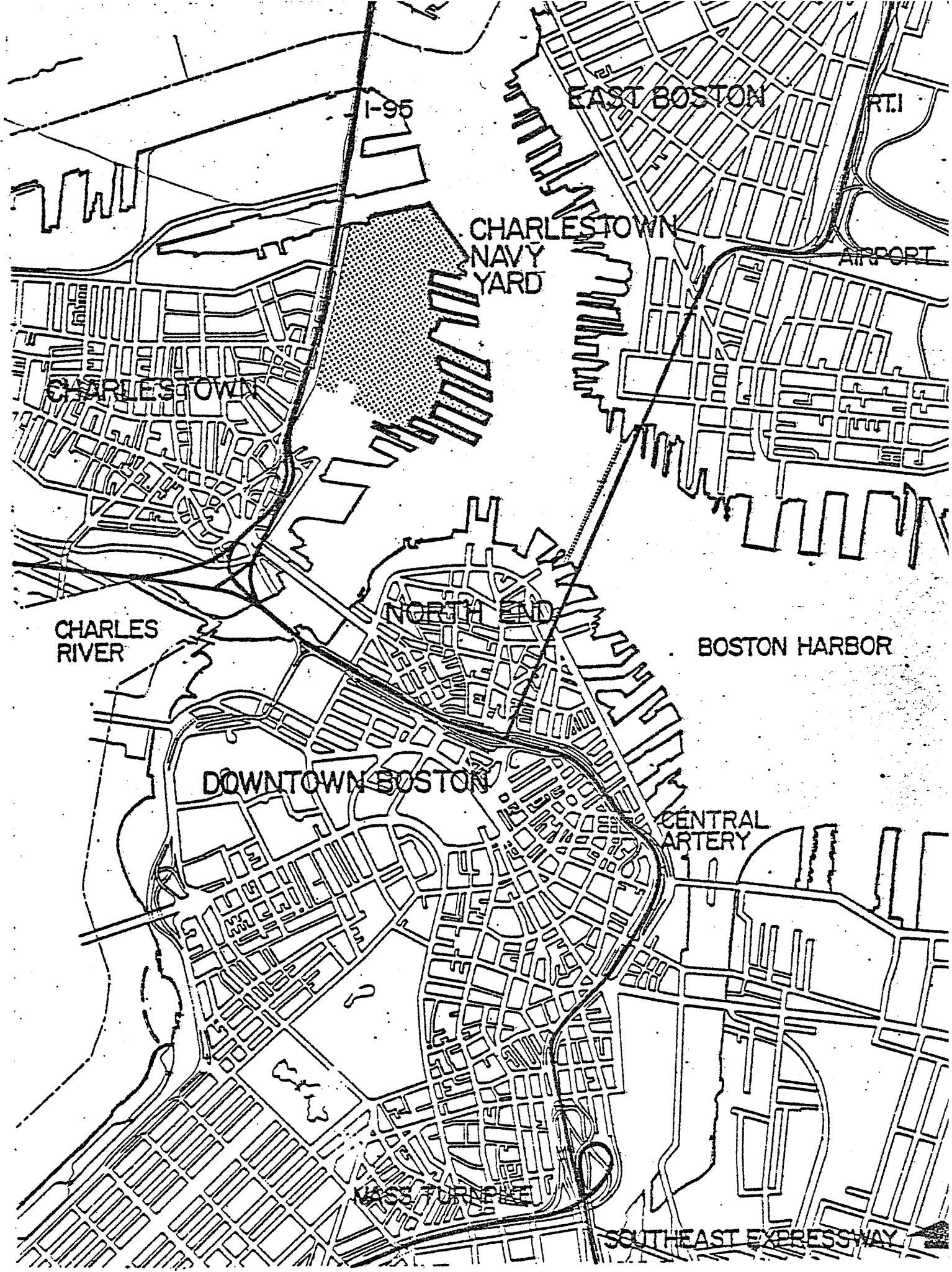
Located near the heart of Boston's Regional Core, just minutes from Downtown, on prime waterfront land near the junction of major highways connecting to points in all directions in the region, the Charlestown Naval Shipyard is one of the largest and best situated and development sites in the City.

It faces the attractive North End neighborhood across the quiet but heavily travelled waters of Boston's Inner Harbor and commands exciting views of the new skyscrapers that mark Boston's resurgent downtown, the historic downtown waterfront now undergoing extensive rehabilitation and revitalization and attractive new housing developments now under construction in East Boston.

The site's location in Charlestown, one of Boston's most historic and attractive neighborhoods and the setting for Bunker Hill Monument and the U.S.S. Constitution, gives the site an unique flavor on Boston's Freedom Trail,

B. Fair Access Slated for Significant Improvements

While direct access is available via automobile to Interstate Routes 95 (Mystic River Bridge and 93 and the Central Artery), local linkages between these highways and the Navy Yard are not as good as they might be, primarily due to local traffic problems in and around Charlestown where local street traffic converges with highway traffic.



EAST BOSTON

RT.1

AIRPORT

CHARLESTOWN
NAVY
YARD

CHARLESTOWN

CHARLES
RIVER

NORTH
END

BOSTON HARBOR

DOWNTOWN BOSTON

CENTRAL
ARTERY

SOUTHEAST EXPRESSWAY

I-95

In addition to making access to the Navy Yard needlessly more difficult these traffic problems combined with the presence of the Mystic River Bridge have had the further effect of cutting the Navy Yard off from the Charlestown community physically, visually and psychologically. For example, the present traffic pattern make it necessary for local entrance/exit ramps of the Regional Highway System and the northern portions of the Navy Yard to pass through residential area streets located on the Charlestown Community side of the Bridge.

Pedestrian movement between the residential community and the Navy Yard is also difficult because of the barriers created by the Bridge and the highway ramps.

The problems and the site's previous use as a Naval Base have thus deprived Charlestown residents of enjoying the most exciting part of their community's shoreline. Fortunately, improvements are already being planned to reduce the negative impact of this barrier and improve linkages between the Navy Yard, Charlestown, Downtown and the Regional Highway System. These improvements, scheduled for construction in 1976-77, in the vicinity of Water and Chelsea Streets and City Square, will reroute vehicular traffic going to and from the Yard away from residential streets in Charlestown to the Navy Yard side of the Bridge. When these improvements are completed vehicular access between the Yard, Downtown and the Regional Highway System will be greatly improved and more direct.

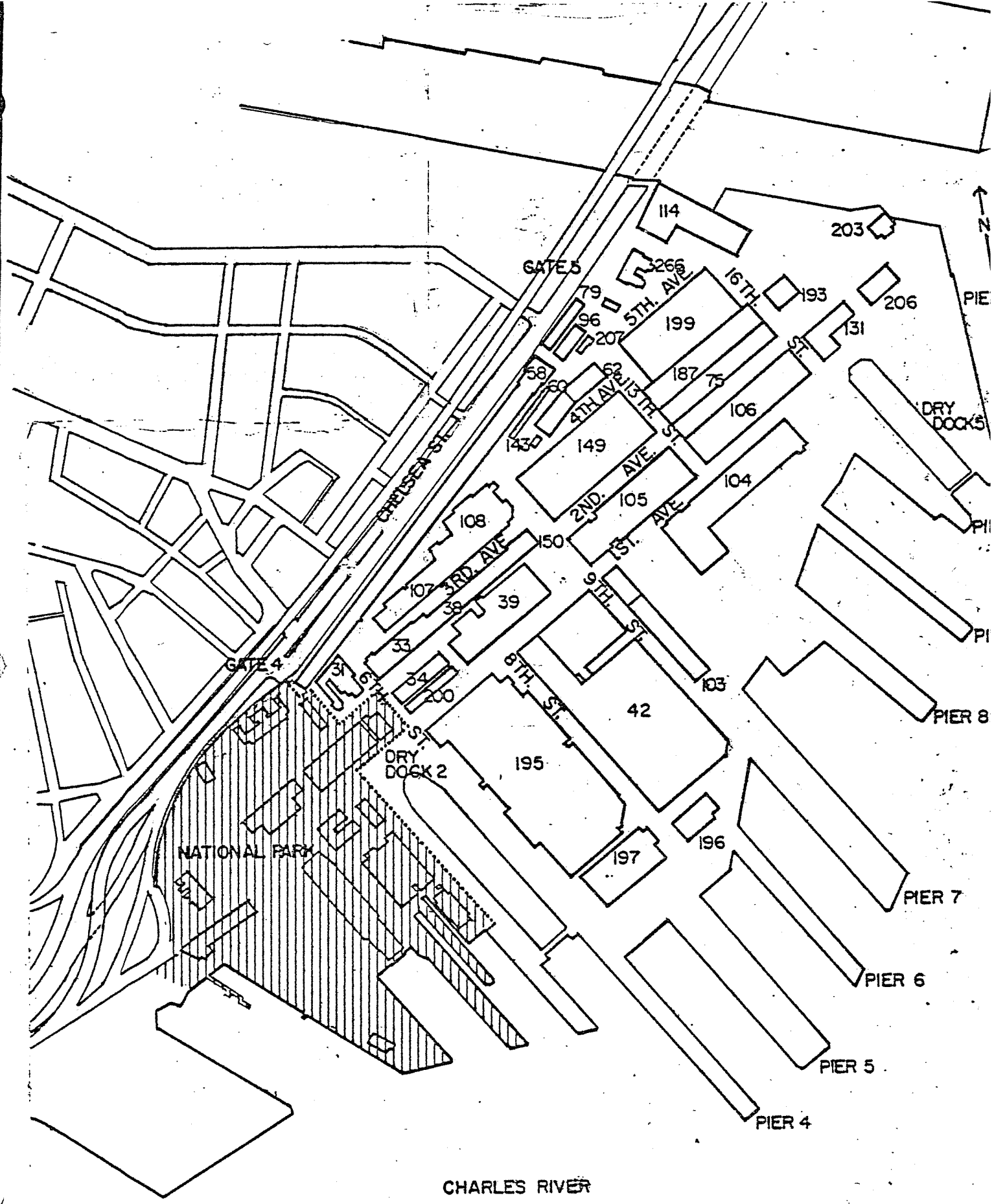
An important adjunct to these improvements will be improved pedestrian access between the U.S.S. Constitution National Historic Site, Bunker Hill and other points of interest along the Freedom Trail in Charlestown and Downtown.

C. Good Internal Street System

The Navy Yard has a good internal street system providing access to all areas of the Yard. Although it presently has four entrances and exit points, two (Gates 1 and 2) which formerly served as main gates to the Navy Yard, are now part of the U.S.S. Constitution National Historic Site and will be closed to through traffic. Access to the new uses proposed in this plan will be via Gates 4 and 5 on Chelsea Street. This requirements points up further the importance of the external circulation improvements at Water and Chelsea Streets and at City Square mentioned above.

D. Versatile Site With Opportunities for New Development as Well as Restoration of Historic Structures

The Charlestown Naval Shipyard contains 130 acres of land and water rights on the eastern most edge of Charlestown. Of these, about 103 acres are in the project area. The remaining area comprises the U.S.S. Constitution National Historic Site. The land is generally flat with a slight slope up from the water in the southern portion of the base. The Charlestown Naval Shipyard has been built up over a period of approximately 170 years and generally developed from the south to the north. During this time a substantial portion of the land was filled from the existing shoreline to establish the present pier and bulkhead line. Included in the project area covered by this plan are about fifty buildings containing 3.2 million square feet of floor space in fair to good condition. Many of these are of significant architectural and historic interest. Building construction varies in type with the more solid buildings consisting primarily of brick, granite and stone. Nearly all of the structures are three stories in height or less with three notable exceptions: Building 149 (10 floors), Building 197 (7 floors),



CHARLES RIVER

EXISTING SITE PLAN

and Building 199 (9 floors). All of the granite and stone buildings were built in the 19th Century, with the Rope Walk (Building 58) constructed in 1836 being the oldest.

Although the Navy Yard is intensely developed with buildings, roads, piers, dry docks, etc., and has very little unimproved open space, nearly all of the structures having the most historic and architectural significance are concentrated in a linear grid along the western portion of the Yard between Chelsea Street and First Avenue. The structures between this area and the water's edge are for the most part World War II era obsolete industrial buildings not suitable for reuse.

The project area contains 9 piers, 5 of which are wooden and in fair to good condition. The remaining piers have steel bulkheads which have shown signs of deterioration. The piers and slips at the Shipyard are considered too short, too close together, and in too shallow water to be suitable for commercial use by ocean-going vessels. There are two operable dry docks in the project area, both of which are old and considered only marginally useful for modern shipbuilding and repair.

The utility system and services at the Charlestown Naval Yard are extensive and diverse but in need of major repairs in some areas. There is a power plant on the base, which provides steam and electricity but it is inefficient and in fair condition.

These site conditions suggest that although the site cannot be adapted for modern civilian shipbuilding purposes, the Yard does have potential for other types of reuse. The fine granite and stone historic structures offer

potential for pursuing historic preservation objectives within a defined area while the remainder of the site (about 39 acres not including piers and water) with its exciting waterfront views of Boston's skyline, offers unique potential for new development and public recreation amenities.

E. National Register Status - A Mixed Blessing

The Boston Naval Shipyard at Charlestown is the second oldest naval shipyard in the United States dating back to 1803. Within the project area of the Yard are two rows of granite buildings that have served in a variety of capacities since the middle of the 19th century. A number of these were designed by the noted Architect, Alexander Parris.

Because of the historic nature of the Shipyard itself and of its buildings, the entire site has been named a national landmark and placed on the National Register of Historic Places. These designations indicate the site is one of value to the country as a whole and that reuse and new development must be carried out with concern for the protection of buildings and areas of value. The designation means that all federal actions and federally funded actions concerning the Navy Base must be reviewed by a special Presidential Advisory Commission appointed for that purpose.

During the early planning period, specialists in architectural history, including National Park Service staff, evaluated the site and its structures in order to determine which structures were to be considered of most significant historical interest. Buildings were evaluated on the basis of age, architectural significance and historic importance.

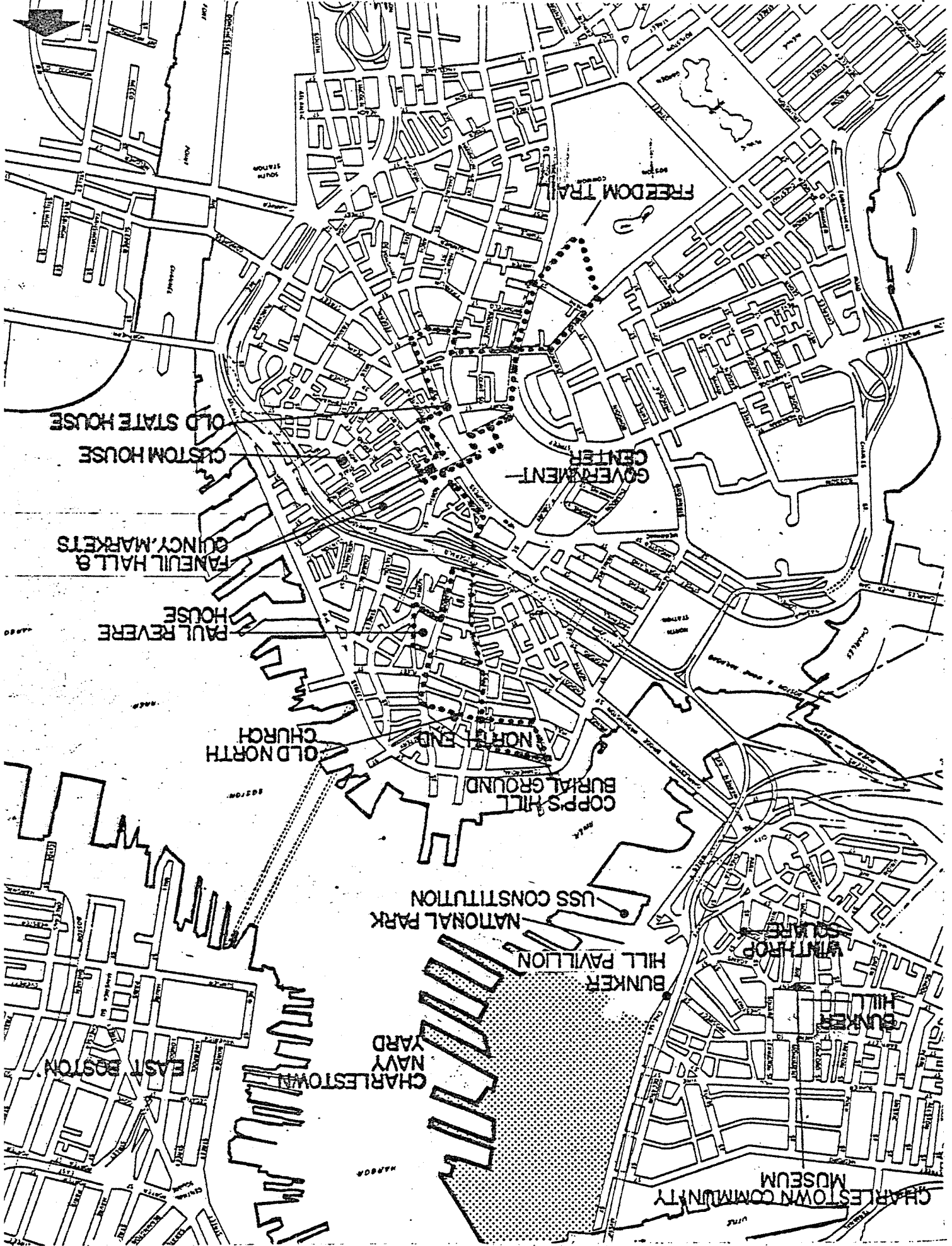
The controls imposed by the status of the site as a national historic landmark have implications relating to feasibility of reuse. On the one hand, there is the guarantee that restoration of buildings will respect their historic and architectural integrity. On the other hand, carrying out restoration will be costly. Virtually all of the buildings are inadequate in terms of amenities required by civilian users, such as air conditioning. In some cases new means of egress and other structural changes including wiring, plumbing and heating will be required in order to conform to the new Massachusetts Building Code and insure public safety. Particular problems are presented by the historic Rope Walk Building which is over 1300 feet long and has only two means of egress -- one at each end.

These constraints will require substantial capital. It is recognized then that in order to achieve the objective of preserving historic and architecturally significant structures, it will be necessary to provide substantial public inducements in the form of access improvements, amenities, and careful interpretation of guidelines to attract sufficient private investment to finance rehabilitation. It is to be expected that with these inducements, this process will require the sacrifice of some buildings, which in the best of all possible worlds, would otherwise be retained.

F. The U.S.S. Constitution and Historical Charlestown - Building Blocks for Navy Yard Reuse

Occupying the remainder of the Navy Yard not included in the project area is New England's greatest single tourist attraction, the U.S.S. Constitution, the oldest existing warship in the world and flagship of the First U.S. Naval District, which attracts over one million persons per year to the Yard.

RELATIONSHIP TO OTHER HISTORIC RESOURCES FROM THE BOSTON NAVY YARD AT CHARLESTOWN



OLD STATE HOUSE

CUSTOM HOUSE

FANEUIL HALL & QUINCY MARKETS

PAUL REVERE HOUSE

OLD NORTH CHURCH

COPPS HILL BURIAL GROUND

NATIONAL PARK
USS CONSTITUTION

BUNKER HILL PAVILION

CHARLESTOWN NAVY YARD

EAST BOSTON

CHARLESTOWN COMMUNITY MUSEUM

GOVERNMENT CENTER

FREEDOM TRAIL

The development of the 27 acre U.S.S. Constitution National Historic Site in the oldest part of the Navy Yard will insure that this level of tourists will be maintained or increased in the future.

The National Historic Site, which will be operated by the National Park Service, will contain informative displays on the Constitution, the Boston Naval Shipyard, and life in the United States Navy over the years. In addition, the Constitution Foundation, a private non-profit corporation, will have a museum and gift shop within the National Park area.

Outside the Navy Yard but within brief walking distance are several other important attractions which depict Charlestown's rich heritage. These include the recently opened Bunker Hill Pavilion with its multi-media presentation of the famous battle, the Bunker Hill Monument and the Charlestown Community Museum.

It is expected that these new and improved attractions will increase the average length of stay per visitor at the Navy Yard. In turn they will create greater demand for visitor services such as hotel accommodations, restaurants, shops and even other attractions. As such, they constitute a major building block for stimulating private investment in reuse and development of the Yard.

G. Environmental Constraints - Difficult but Solvable

As in all developments, environmental considerations create new and significant constraints. Within the Navy Base, reuse and development must take into consideration the impact of the surrounding environment on proposed new uses as well as the impacts such new uses will have on the surrounding

environment.

The Mystic River Bridge, a double deck suspension structure, which carries I-95 traffic north from Boston forms the entire western boundary of the Navy Yard. The Bridge rises from grade to over 165 feet in the air as it leaves Charlestown on its way across the Mystic River to Chelsea and is the source of significant visual, noise and air pollution. This level of pollution indicates that uses requiring attractive outside environments, such as housing, should be placed on the eastern, or waterfront section of the Yard whenever possible.

The small northern boundary of the Yard along the Little Mystic Channel faces Mystic Pier 1, a Massport freight handling area. Because of the industrial character of land use of neighboring areas in this direction, this portion of the Yard would also not be appropriate for new uses requiring good views and environmental amenities. However, this area is very suitable for light industrial reuse and development.

Looking at the other side of the coin, the National Historic Park and U.S.S. Constitution to the south and the Boston Harbor to the east are both considered valuable environments, which are compatible to a variety of high amenity uses such as housing, visitor attractions related tourist-oriented commercial retail activities and public open space.

These considerations suggest that through careful planning it is possible to overcome the major environmental constraints present at the Navy Yard and still provide for a rich variety of new uses and activities.

REUSE GOALS & OBJECTIVES

In planning for the redevelopment of the Boston Naval Shipyard at Charlestown, potential uses are considered in the context of the following goals.

A. DEVELOPMENT OF THE SHIPYARD MUST BE DIRECTED TOWARD THE CREATION OF NEW JOBS FOR BOSTON RESIDENTS

The closing of the yard resulted in a serious loss of job opportunities for the Boston resident labor force. The current unemployment rate in Boston is 15.3% due in part to a national recession. Every effort should be made to begin reconversion as soon as possible in order to create construction related job opportunities in one of the hardest hit employment sectors. More important, the reuse of the shipyard should generate new permanent employment opportunities which match the needs and skills of the resident labor force. Every effort should be made to attract modern manufacturing firms to offset the loss of blue collar jobs. At the same time it must be recognized that Boston's real long-term growth is in the service sector and new activity in office and tourism is similarly important.

B. RE USE OF THE BOSTON NAVAL SHIPYARD SHOULD GENERATE LARGE SCALE NEW CAPITAL INVESTMENT IN BOSTON AND INCREASE THE CITY'S TAX BASE

The successful redevelopment of the shipyard at Charlestown should involve over \$85 million in new capital investment. This would include about \$70 million in private investment. Such a large scale infusion of capital would represent a serious financial commitment to Boston and to Charlestown and would serve as a generator of considerable economic activity.

Simultaneously a financial commitment to the redevelopment of the Charlestown shipyard could significantly expand the City's tax base. In Boston, where the property tax is the City's only source of revenue and where 60% of assessed property is tax exempt, it is mandatory that the City expand its tax base. As Federal property, the navy yard has always been tax exempt. The addition of over 60 acres of valuable land and buildings to the tax roles is an important goal.

C. DEVELOPMENT OF THE BOSTON NAVAL SHIPYARD SHOULD TAKE ADVANTAGE OF ITS WATERFRONT LOCATION

The Boston waterfront historically has been valuable for port related activities. Although demand for industrial port related waterfront land is declining, the waterfront is still extremely valuable. In Charlestown particularly reuse should be geared toward taking full advantage of an historic waterfront site. Housing, tourism and recreation as well as manufacturing development should be oriented to the waterfront.

D. DEVELOPMENT OF THE SHIPYARD SHOULD RELATE TO THE NEEDS AND CHARACTER OF THE CHARLESTOWN COMMUNITY

Residents of the area see the shipyard as an extension of their community and are understandably concerned about economic and social effects which new development could have on Charlestown. Specific resident concerns include new job opportunities, historic preservation and the creation of open space. A particular objective should be the improvement of Charlestown's connection to the waterfront.

E. DEVELOPMENT OF THE SHIPYARD SHOULD BE GEARED TOWARD MEETING PART OF THE CITY'S CRITICAL NEED FOR NEW HOUSING

Boston has a scarcity of land available for new housing construction. What land is available is usually small, in scattered sites and often unbuildable. The shipyard is an attractive site which can be developed without disruption of the immediate community. It is large enough that a portion of it could be developed for housing and have a significant impact on the city's needs.

F. NEW USES OF THE SHIPYARD SHOULD PROTECT, AS FAR AS POSSIBLE, THE ARCHITECTURAL, HISTORICAL AND ENVIRONMENTAL CHARACTER OF THE SITE

The shipyard is important both for the fine historic buildings located there as well as for its character as a naval shipyard. Plans for the site should attempt to preserve not only buildings of architectural and cultural merit but some of the essential qualities of the shipyard--the piers, the scale, the textures, the relationship to the water. Every effort should be made to reuse and preserve significant buildings on the site. There are many examples in Boston and elsewhere of creative and economically viable reuses for historic structures.

LAND USE PLAN

The concept for the reuse of the Boston Naval Shipyard is based on the need to create an economically viable project that maximizes diverse reuse goals and objectives. The design calls for a mixture of mutually supportive uses that take best advantage of the physical characteristics of the site and coincide directly with growth sectors in the Boston economy. The diversity of uses makes it possible to plan for the development of so large a site within a phased and reasonable time frame. The interrelated nature of the use components of the plan is key to the success of the entire project.

A. Development Concept

The development concept attempts to take maximum advantage of the attractive physical location of the shipyard on Boston's waterfront. The presence of the U.S.S. Constitution National Historic Site and its potential for attracting over 1,000,000 visitors a year is a major impetus for tourism related investment in the shipyard. The many valuable historic buildings within the site, the in-town yet insulated location of the shipyard, suggest the development of the Navy Yard for tourism including hotel, retail and other museum and institutional uses.

The site is an ideal location for new housing development. Some 15 acres of land on the waters edge and adjacent to an attractive historic area is an excellent site for market and for mixed use housing. The presence of housing would in turn enhance the demand for commercial activities in the shipyard and bring more people and continuous activity into the site.

There is also appropriate space for light manufacturing, office space and similar

loft-space uses without impairing the visual quality of the entire site. The use of the extreme Northwest corner of the site plus selective second story space is retail buildings for light manufacturing particularly craft related and incubator industries would enhance the job creation goals of the City and local community.

The presence of these activities and their respective inhabitants and visitors will provide the basis for developing major new open space and recreation facilities that will serve the residents of the shipyard, Charlestown and the Boston region. Included in these facilities will be an extensive harbor front promenade, eight acres of open park land and a public marina. Appropriate landscaping, open space and the presence of boats along an active waterfront will all serve to enhance the character and quality of the site.

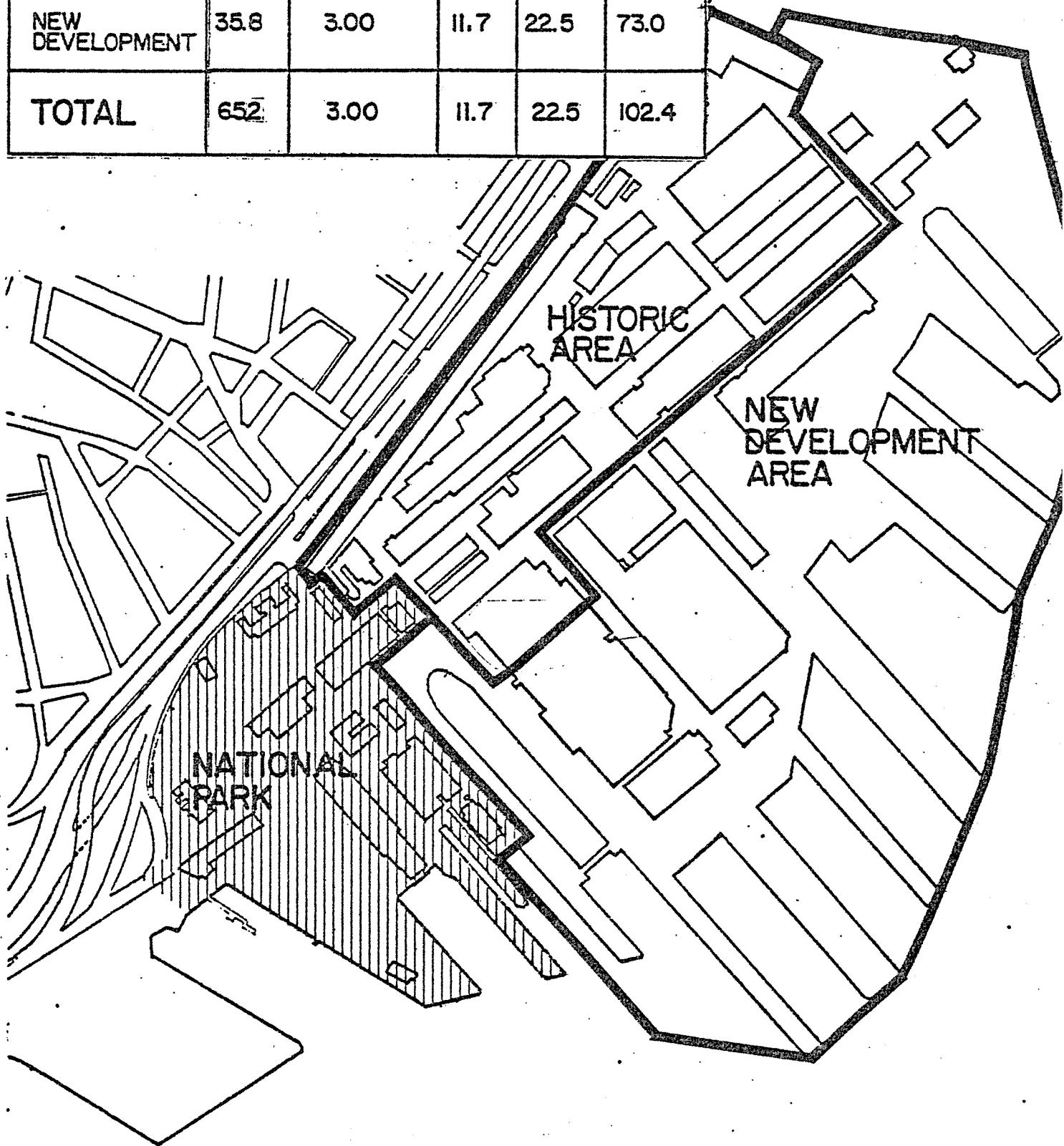
B. Development Districts

The character and location of buildings within the project area and the relative architectural/historical merits of those buildings suggest the division of the property into two distinct development districts.

1. Historic Preservation District

of the buildings identified as particularly significant can be defined to include the area from the western boundary of the site to First Avenue plus building #36, the sail loft. This district contains some of the Parris granite buildings, the Ropewalk, the tar and hemp houses and the forge. The district has a 19th century emphasis and every effort should be made to reuse this section preserving the character of the individual buildings and the neighborhood.

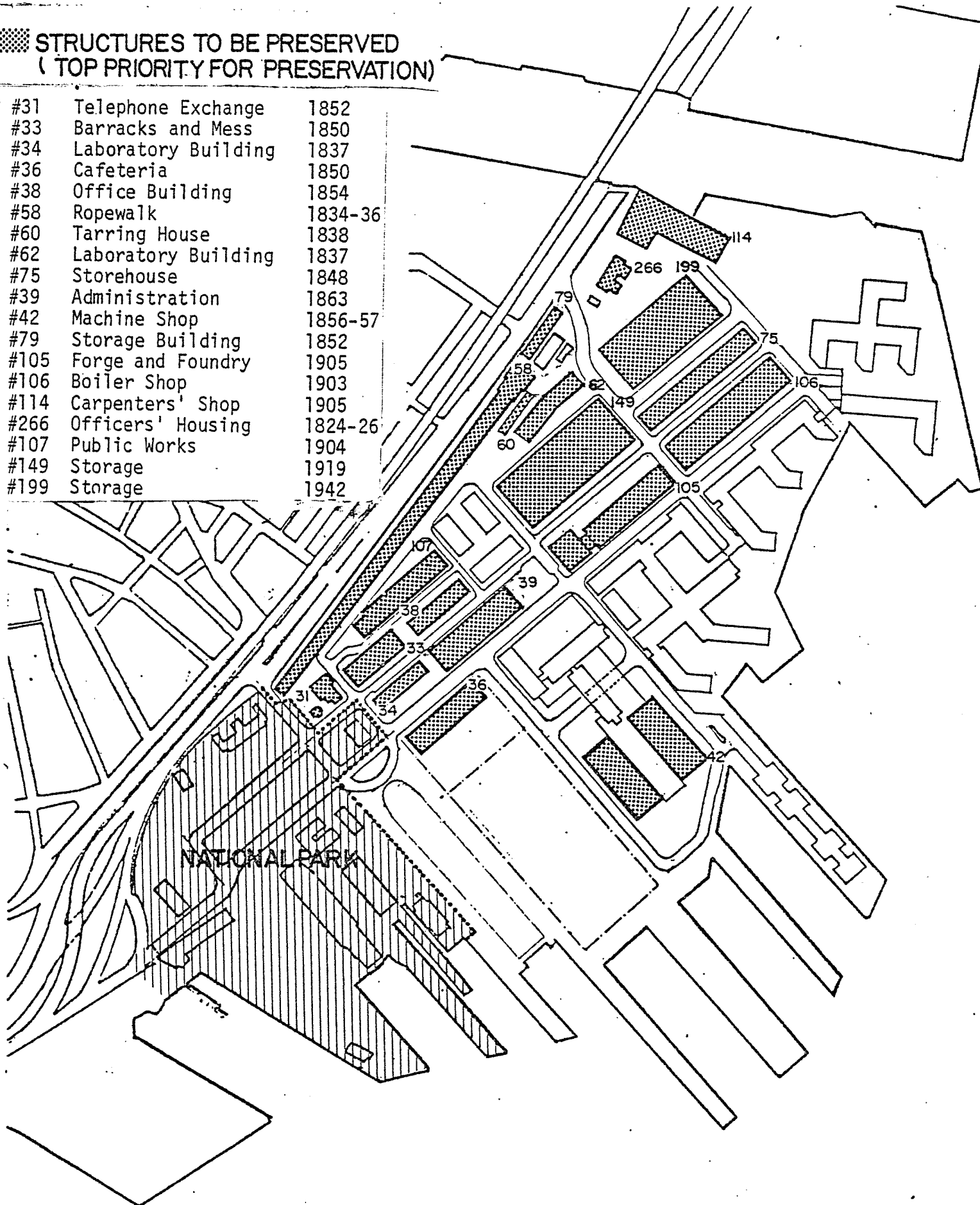
	LAND	DRY DOCKS	PIERS	WATER	TOTAL
HISTORIC AREA	29.4				29.4
NEW DEVELOPMENT	35.8	3.00	11.7	22.5	73.0
TOTAL	65.2	3.00	11.7	22.5	102.4



DEVELOPMENT DISTRICTS

**STRUCTURES TO BE PRESERVED
(TOP PRIORITY FOR PRESERVATION)**

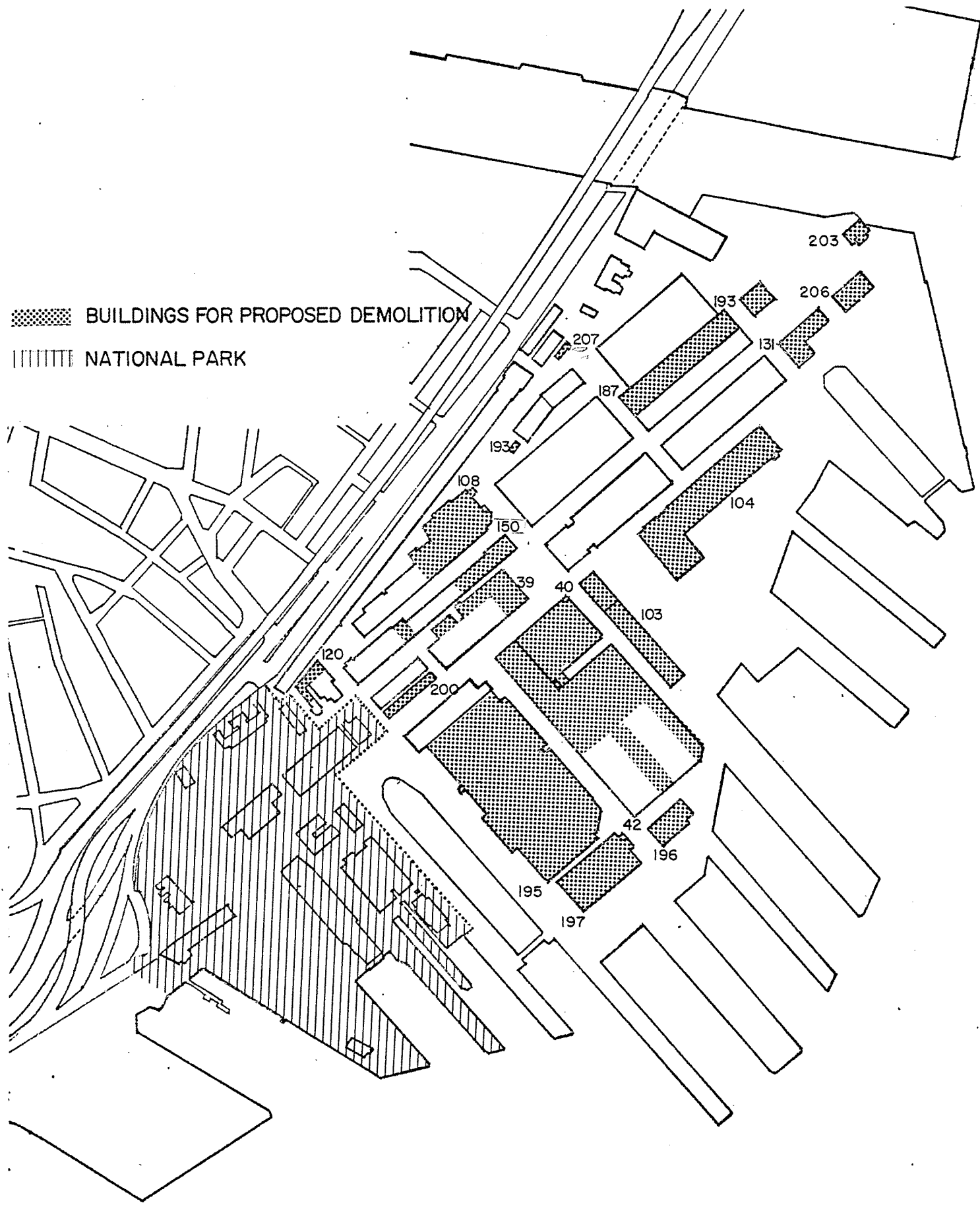
* #31	Telephone Exchange	1852
* #33	Barracks and Mess	1850
* #34	Laboratory Building	1837
* #36	Cafeteria	1850
* #38	Office Building	1854
* #58	Ropewalk	1834-36
* #60	Tarring House	1838
* #62	Laboratory Building	1837
* #75	Storehouse	1848
#39	Administration	1863
#42	Machine Shop	1856-57
#79	Storage Building	1852
* #105	Forge and Foundry	1905
#106	Boiler Shop	1903
#114	Carpenters' Shop	1905
#266	Officers' Housing	1824-26
#107	Public Works	1904
#149	Storage	1919
#199	Storage	1942



HISTORIC STRUCTURES



▨ BUILDINGS FOR PROPOSED DEMOLITION
▨ NATIONAL PARK



PROPOSED DEMOLITION



The historic district would be linked visually to the National Historic Site and individual buildings would be adapted for tourism, commercial and other uses without interfering with the integrity of facades. In order to enhance the reuse potential of the most historic and architecturally significant structures, it will be necessary to remove a few structures of lesser importance.

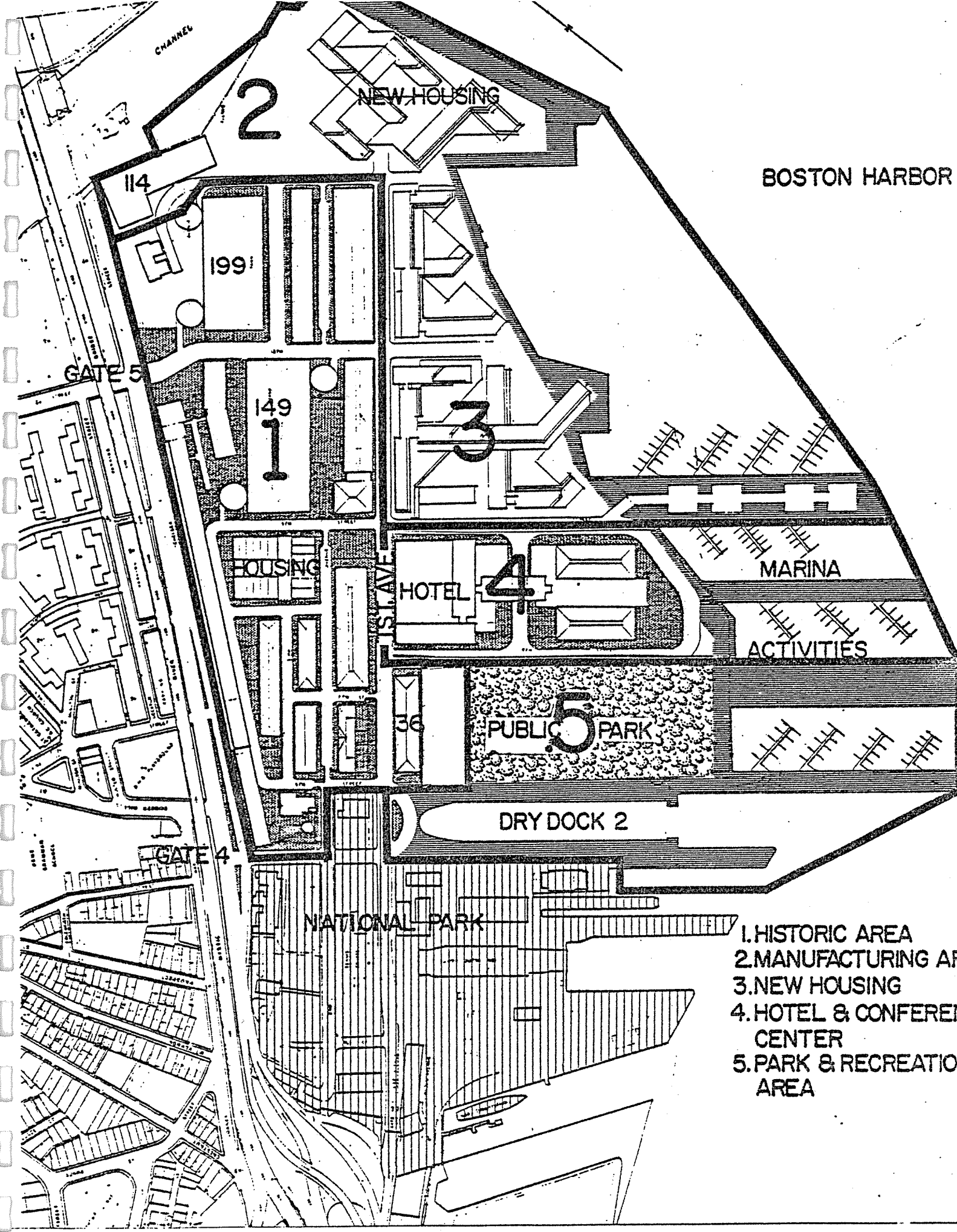
2. New Development District -- The area between 1st Avenue and the Waterfront is heavily encumbered by vast 20th century industrial buildings. These structures overshadow the historic district and visually block it from the water. These 20th century buildings are too large and too close together for adaptive reuse. Five major buildings contain over 700,000 square feet.

Development of this district would be based on extensive demolition and new construction. Housing, hotel and park development should be designed to complement the historic district.

C. Use Areas

Within this general district concept discreet areas can be identified by kinds of use. The defining of these areas suggests appropriate zoning and methods of acquisition for different portions of the shipyard site.

1. Historic Area - Mixed Use Development - That portion of the Boston Naval Shipyard bordered by Chelsea Street between gate 4 and gate 5 down to first avenue preservation and building 36 should be maintained and preserved essentially as an Historic District. The area is comprised of 28.8 acres including 2,000,000 square feet of buildings.



CHANNEL

2

NEW HOUSING

BOSTON HARBOR

114

199

GATE 5

149

3

HOUSING

HOTEL

4

MARINA

ACTIVITIES

SLAVE

36

PUBLIC PARK

DRY DOCK 2

GATE 4

NATIONAL PARK

- 1. HISTORIC AREA
- 2. MANUFACTURING AREA
- 3. NEW HOUSING
- 4. HOTEL & CONFERENCE CENTER
- 5. PARK & RECREATION AREA

CHANNEL

LIGHT
MANUFACTURING

39- MASS. COLLEGE OF ART

105

106- SOCIETY FOR THE
PRESERVATION OF
NEW ENGLAND
ANTIQUITIES

PARKING

75

106

WATERFRONT
PROMENADE

GATE 5

PARKING

195

NEW
HOUSING

HOTEL

&
CONFERENCE
CENTER

COMMUTER
BOAT

MARINA ACTIVITIES

39

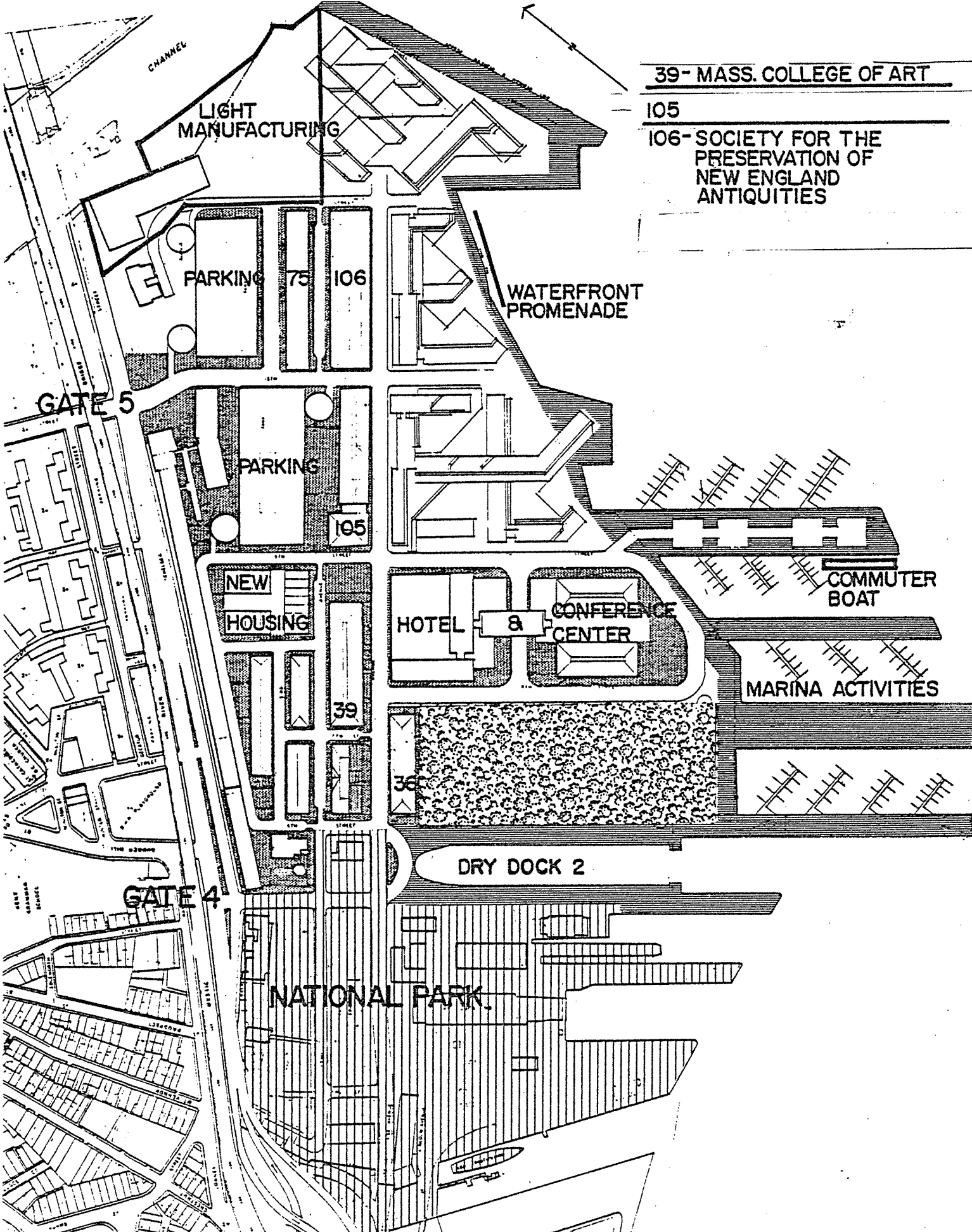
36

DRY DOCK 2

GATE 4

NATIONAL PARK

LAND USE PLAN



The intent of reuse is to create an attractive historic neighborhood worth visiting in its own right. The area will be restored to recapture the architectural and naval significance of the buildings within a pedestrian oriented commercial and museum environment. The whole open space network will be landscaped and provided with street furniture to create a pleasant atmosphere for shopping and strolling. The historic section will be a visual continuation of the national park and will contain retail, restaurant and other tourist oriented facilities to attract park visitors. Housing, office space and loft industry will also be a part of this mixed use area.

The two large warehouse structures, buildings 149 and 199, will be converted to parking garages to service new uses in the historic area and the National Park. Other specific uses are described as follows:

Commercial/Retail

Up to 82,000 square feet of rehabilitated ground floor space is available for commercial reuse within the historic area. There is strong market support for a variety of types of commercial development that will blend well together. Buildings #33, 34, 36, 38, and 107 are the closest to the National Park and most suitable for quality tourist related retail. In addition, these buildings could support at least two restaurant facilities to cater to park and visitors of the historic area, Bunker Hill and other historic sites in Charlestown as well as Charlestown residents who are presently undersupplied with restaurants.

The area should be encouraged to grow as a specialty shopping area possibly around such themes as antiques, marine related goods, imported goods, designer furniture and other specialty items. Should the specialty concept absorb the space allocated, it would be possible to expand these services into the rope

walk and its auxiliary buildings with the ropewalk used for public market and display area for crafts, antiques and gallery space.

The Society for the Preservation of New England Antiquities will reuse building #106 for museum and restoration workshop space. Long associated will be the National Park Service and colleges and universities interested in historic preservation, the SPNEA plans a major museum with whole sections of houses and significant buildings reconstructed within building #106, an older industrial type building. The society consults actively to institutions and individuals interested in preservation, and visitors will be provided the opportunity to see work in process. SPNEA will also use the site as a place to carry out university courses in preservation. The presence of SPNEA will contribute most significantly to the continuance of a dedication to the historic quality of the site.

College

It is possible that a state owned college will locate on the site. The Massachusetts College of Art should be encouraged to seriously consider the Navy Yard as the most appropriate new location to serve its student body of 1,100. The College is looking for 330,000 square feet of classroom, studio and administrative space. These needs can be accommodated in buildings 39 and 105.

Building #39, formerly a navy administration building has 151,000 square feet of office space much of it in large open bay areas that could be converted for classrooms. Building 105 is a historically valuable industrial building which could serve a variety of studio and work space needs. If the college requires more space as it's enrollment grows, consideration would be given to additional space in building 199 or the use of building #62 and the rope walk for studio space.

The waterfront site, its proximity to museums would provide an attractive atmosphere for a college of this type. The college could acquire the appropriate buildings at no cost. The presence of students at the site could generate demand for housing, restaurant and retail uses in nearby historic structures.

Other Institutions

Other institutions, particularly museums and exhibits which attract visitors may be similarly appropriate for locating at the Charlestown shipyard. Museums selected for the area should be of general interest preferably having to do with naval history, technology, and Boston's history. Museum uses would be attracted to the site because of the relatively inexpensive space, the proximity of other visitor attractions and the historic quality of the area. With landscaping and refurbishing of pedestrian ways, attractive museum uses would preserve and enhance the value of historic buildings. Although such facilities may be in most instances tax exempt, they should be encouraged to locate in the shipyard as opposed to alternative sites. In the City of Boston the presence of such institutional uses will attract more people to the site, provide an increase in demand for commercial, office and housing space and contribute significantly to the overall character of the area.

Office/Loft - Demand exists for inexpensive clean space for small office, incubator industry and craft uses. Second story space in buildings 107, 33, 34 and 38 buildings which will have first floor retail use could be renovated for office and loft industry purposes. In addition, building 75 is most appropriate for a graphic arts-printing center and the upper floors of 149 and 199 could provide inexpensive space to start up firms requiring heavy floor loads.

Office space needs would be generated by the presence of the hotel. Marine related office and craft activities might be highly attracted to this location.

Other office uses might be related to the presence of college and museums and governmental offices needs generally.

Housing - Some 50-75 units of rehabilitated housing could be developed in buildings such as 107, 33, 34 and 38 within the historic area. In addition, 30 new town house units could be constructed on the site of building 108, the power plant.

New Construction would be of materials and design necessary to blend in with the historic neighborhood. The presence of people living within the historic area would give more life to the neighborhood for longer hours. The College, museums and offices could contribute significantly to demand for this kind of housing.

BUILDINGS TO BE RETAINED

<u>DEVELOPMENT AREA</u>	<u>BUILDING NO.</u>	<u>TYPE CONSTRUCTION</u>	<u>YEAR BUILT</u>	<u>NO. FLOORS</u>	<u>TOTAL FLOOR AREA</u>	<u>PREVIOUS USE</u>	<u>POTENTIAL USES</u>
<u>HISTORIC AREA</u>	31*	Brick/Frame	1852	3	4,715	Telephone Exchange	Offices, Retail, Restaurant
	33	Granite/Frame	1850	3	43,480	Enlisted Men's Quarters	Housing, Retail, Restaurant
	34	Granite	1837	3	30,384	Laboratory	Restaurant, Retail, Housing
	36	Granite	1866	3	59,476	Cafeteria	Restaurant, Retail
	38	Stone/Brick	1854	3	25,503	Post Exchange	Housing, Restaurant, Retail
	39	Brick	1866	3	129,636	Administration & Substation	Hotel, Offices, Art College
	58	Stone/Frame	1836	3	140,494	Ropewalk	National Park or other Exhibit, Arts & Crafts Studios
	60	Stone	1838	2	8,957	Storage (Former Tarhouse)	NPS Exhibit, Commercial, Retail
	62	Granite	1837	2	34,278	Ropewalk	Art College, Retail
	75	Stone	1848	1	27,045	Warehouse	College
	105	Brick	1903	2	59,990	Forge & Chain Shop	Museum, Art College
	106	Brick	1903	2	64,962	Boiler Shop	SPNEA
	*107	Brick	1904	2	45,192	Public Works Shop	Office, Commercial, Housing, Art College
	114	Brick	1904	3	81,941	Ship Repair Shop, Substation	Light Industry, Art College
	120	Brick	1905	2	19,868	Dispensary, Dental Clinic	Art College, Offices, Retail
149	Concrete/Brick	1919	10	686,664	Warehouse	Parking	
*150	Brick	1920	2	14,210	Switching Station	Switching Station	
199	Concrete	1942	9	582,783			
SUBTOTAL					2,059,308		
<u>VISITOR ACCOMMODATIONS CENTER</u>	42	Brick	1857	3	** 80,974	Machine Shop	Visitor Accommodations Center, Museum
<u>HOUSING AREA</u>	*103	Brick	1903	2	54,000	Ship Repair Shop	Housing, Art College
<u>LIGHT INDUSTRIAL AREA</u>	No Buildings will remain in this New Development Area. See Building 114 in Historic Area Above						
<u>WATERFRONT PARK SITE</u>	123	Brick	1905	1	1,585	Pump House for Drydocks #1 & 2 Cafeteria	Pump House for Drydock #1 (NPS)
GRAND TOTAL					2,140,282		

* Buildings which may be demolished if appropriate.

** Square footage listed represents 25% of total floor space of Building 42. Approximately 75% of this structure will be demolished.

*** Rehab cost estimates are based on \$/square feet figures according to potential reuse. The \$/square feet figures used in the calculations were adapted from those listed in the Wallace, Floyd, Ellenzweig Report on the Charlestown Navy Yard, July, 1974.

2. Manufacturing Area - The northeast corner of the Shipyard bounded by gate #5 and the parking garages, the Little Mystic Channel and Third Avenue is to be dedicated to manufacturing uses. This area closest to the Mystic River Bridge and the channel is removed from the rest of the site while having excellent access through a widened gate #5 for truck traffic and goods movement. The area contains building 114 with 79,943 square feet, a building which has proved to be uniquely attractive to clean, labor intensive manufacturing firms. The area immediately adjacent to building 114 along the channel is a storage area and contains several small buildings which should be demolished for new construction. The manufacturing site, although small, could begin to answer some of the local and city-wide needs for new job creation without impacting other development schemes for the yard. The designation of this site does not preclude, however, the utilization of loft type space in buildings in the historic area for incubator type new technology space or for workshops. A total of 250,000 square feet of industrial space might be developed within the project area.

3. New Housing Development Area - A new housing area has been identified as some 15.4 acres of waterfront land plus water and piers between 9th Avenue and the Little Mystic Channel. This parcel, part of the new development district, will bring people into the site on a 24 hour basis while answering a city-wide need for new housing sites. The housing site could accommodate 700 to 1,000 units

of luxury and mixed income housing. Apartments would be predominantly one and two bedroom units catering primarily to people who work downtown and want the recreational advantages provided by the harbor and marina.

Midrise and townhouse type structures would complement nearby historic architecture and preserve view corridors between the historic area and the water. Design controls will call for green space between units and public access to a promenade along the water edge in front of apartment buildings.

Convenience shopping and related services would be incorporated into the Housing Development Area. Parking should be provided on site, adjacent to housing structures.

4. Hotel/Conference Center

A 14 acre site in the center of the new development district has been identified as a hotel site. The parcel where buildings #40 and 42 are presently located has optimal harbor views and will look out over a new park and marina and toward the U.S.S. Constitution. The hotel which could incorporate a conference center would provide 24 hour activity and strong market support to uses in the adjacent historic area.

The hotel would be of maximum size if accompanied by a major conference facility located within the reconstructed shells of the historic portion of the building #42. Boston needs more conference -type space and the Charlestown shipyard could serve as an appropriate location for such a facility. In addition, the hotel would attract tourists and visitors because of its attractive location and good proximity to downtown and the airport. The average visit to the

U.S.S. Constitution Historic site and other related attractions could be as long as a full day, generating demand for specific overnight accommodations.

Parking is provided in an adjacent structure. The hotel site includes 2 piers space which could be developed as a transient marina and as open space for hotel visitors.

5. Waterfront Park

In order to provide open space, enhance the waterfront environment thus making it more attractive to developers and to provide increased opportunities for local residents and visitors to enjoy the waterfront, the City of Boston will develop a 20 acre Waterfront Park (including 8.9 acres of land) on the area now occupied by Building #197, a portion of Building #195, Dry Dock #2 and Piers 3, 4, and 5.

The Waterfront Park will serve as a visual and functional link between the new uses in the Navy Yard and other points in the City facing the inner harbor. It will open vistas from the historic district and hotel/conference center and provide pedestrian access to the water's edge and public use of the piers for transportation and pleasure boating.

This large public area is divided by use into the areas described below:

Landscaped Area

The land immediately adjacent to Building #36 will be cleared and developed for a mixture of active and passive recreation purposes. Facilities will include an active play area, a water edge sitting area, a tot lot and an amphitheatre.

Dry Dock #2

In order to enhance the park and bring the waterfront closer to activities planned for the historic area, Dry Dock #2 will be modified to permit it to be filled with water by the tides in the harbor.

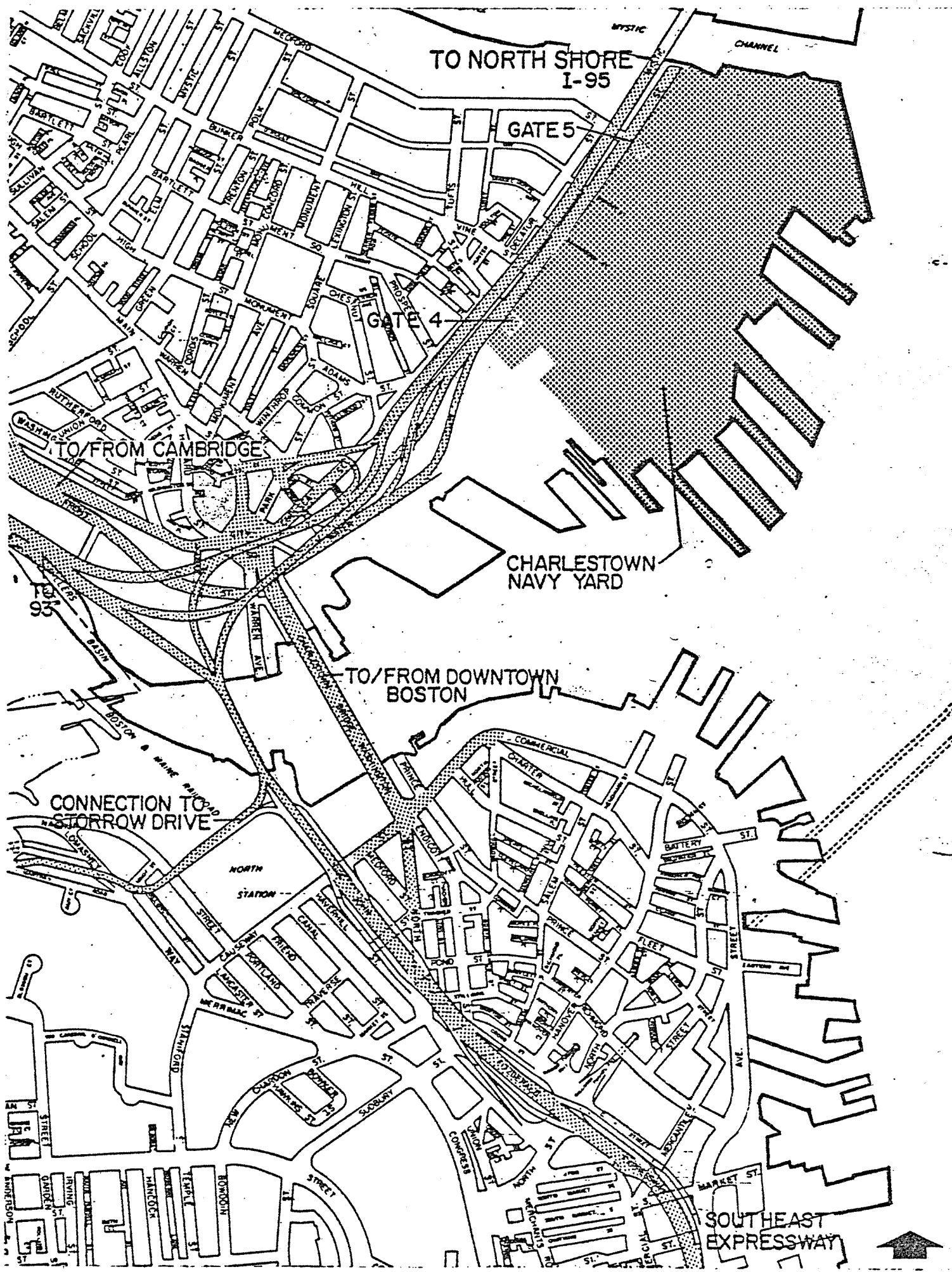
Other improvements to the dry dock area will include appropriate fencing to provide for the safety of park users, and a promenade around it.

Marina - A 200 slip marina will be developed off piers 4 and 5 in front of the public park. The slips will be constructed by floating docks and hanging catwalks from existing piers to accommodate tidal action. There is an acute shortage of marine facilities in Boston Harbor both for transient and permanent mooring. The presence of a large marina will not only provide visual attraction but will serve an important recreational need.

The presence of the marina will create a demand for specialty retail facilities and skilled labor in the marine service and repair business. Parking for the marina will be on the piers with long-term parking facilities provided by the parking garages.

D. Access to the Site

The proposed new uses for the site plus the development of the U.S.S. Constitution National Historic Site will generate a need for improved vehicular, pedestrian and mass transit access to the area.



TO NORTH SHORE
I-95

GATE 5

GATE 4

TO/FROM CAMBRIDGE

CHARLESTOWN
NAVY YARD

TO/FROM DOWNTOWN
BOSTON

CONNECTION TO
STORROW DRIVE

NORTH
STATION

SOUTHEAST
EXPRESSWAY



PROPOSED LOCAL ACCESS

1. Vehicular Access

The planned reuses at the Navy Yard in conjunction with National Park activities will result in a sizeable increase in traffic volumes. The traffic generated by the National Historic Site, and other Navy Yard reuse activities will approach 2,000 vehicles during the peak traffic hour (4-5P.M.). The planned Chelsea/Water Streets Connection will route traffic along Water Street, around the periphery of the National Historic Site, and directly onto Chelsea Street to Gates #4 and #5. The Chelsea/Water Streets Connection will significantly reduce site generated traffic in residential areas, such as Lowney Way and other Charlestown Streets.

2. Transit Access

The provision of improved public transportation is an important element of the transportation plan. Emphasis is being placed on improving the transit linkages between the Navy Yard/National Park sites and the new MBTA rapid transit stations and Downtown Boston. One proposal involves a shuttle bus operating between Haymarket Square Station (served by two rapid transit lines and a large number of bus routes) near Government Center and Gate 4 on Chelsea Street adjacent to the National Park. Three shuttle buses operating on a 10-minute headway could meet projected transit trip demands generated by all the proposed reuses.

Preliminary ridership projections suggest that the National Park and other new uses at the Shipyard will generate a high level of transit patronage with 9% of all visitors arriving on MBTA buses and approximately 16% arriving on a non-scheduled basis by way of charter, tour and school buses.

Finally, a water taxi ferry service, now being planned, will provide public transportation from the South Shore and downtown to the Yard. This service will

encourage tourists and day visitors to leave their cars while visiting the many attractions along the Boston Waterfront and extend the Navy Yard's development outreach to the Harbor Islands.

3. Pedestrian Access

Strengthened pedestrian linkages at Gates 1, 4, and 5 are an important component of the reuse plan.

The Charlestown Navy Yard is a 20-minute walk from Boston's Government Center and the many historic sites on the Freedom Trail. The pedestrian route passes over the landscaped Warren Avenue Dam (under construction) and affords views of the major entry points to downtown Boston for trains, rapid transit, cars, and pleasure boats. In Charlestown, the route crosses Paul Revere Landing Park (in planning), past the Bunker Hill Pavilion to the U.S.S. Constitution National Historic Site and Navy Base.

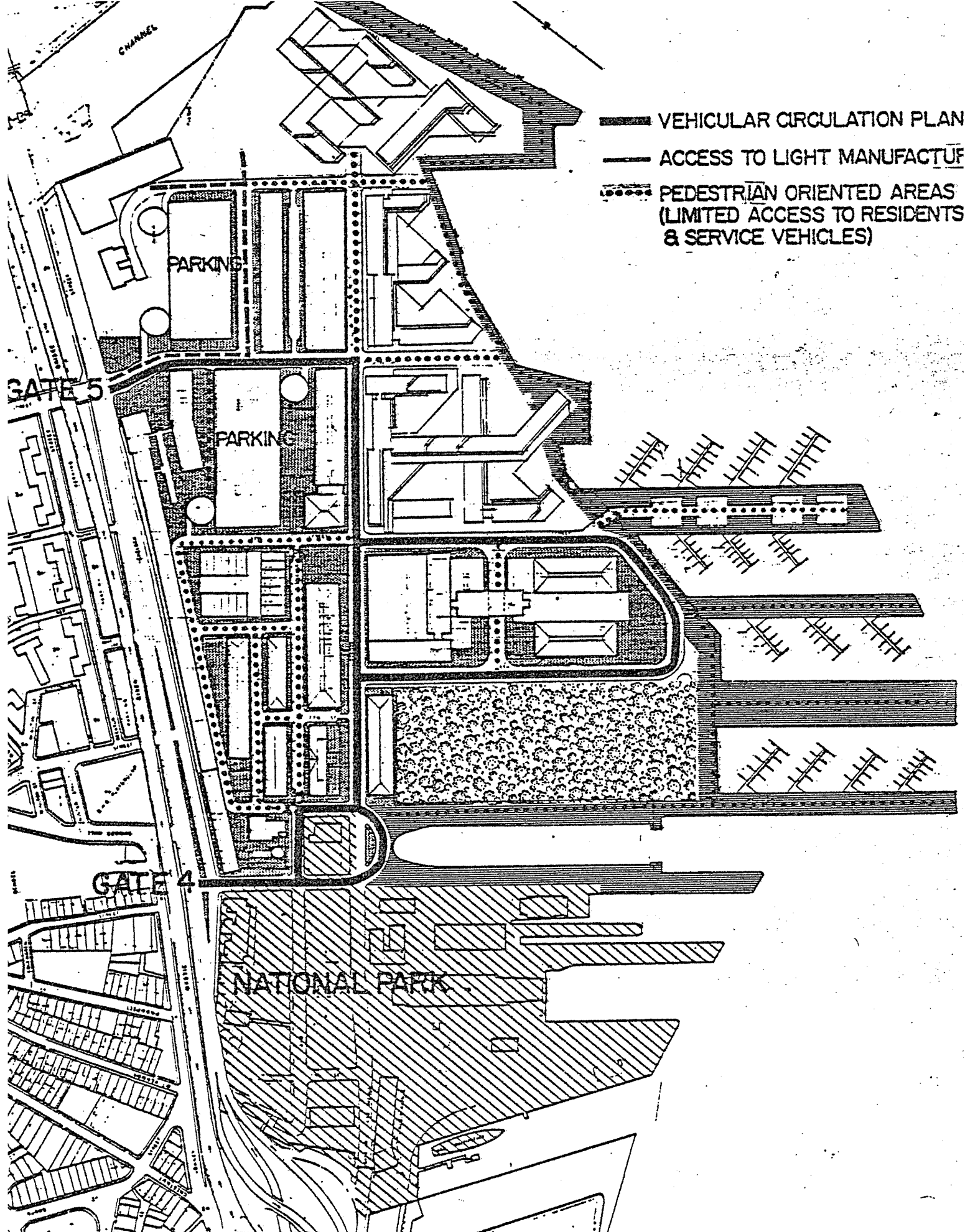
A short walk beyond this point brings the visitor to the Bunker Hill Battle Ground and Monument, which is also part of the Boston National Historic Park.

E. Internal Circulation

The internal vehicular circulation system will restrict major traffic flows to three arterial streets:

- . Fifth & Sixth Streets

To facilitate access via the main entrance (Gate 4 widened and improved) to the U.S.S. Constitution and Historic Landmarks Area.



- VEHICULAR CIRCULATION PLAN
- ACCESS TO LIGHT MANUFACTURE
- PEDESTRIAN ORIENTED AREAS
(LIMITED ACCESS TO RESIDENTS & SERVICE VEHICLES)

PROPOSED INTERNAL VEHICULAR & PEDESTRIAN CIRCULATION PLAN

. 13th Street

To facilitate access via a widened and improved Gate 5 to the main parking facilities, the housing and the light industrial area.

. 1st Avenue

To facilitate access between Sixth and 13th Streets and to the Hotel and the marine facilities via 9th Street.

In order to facilitate bus services to various points in the Yard, MBTA bus routes will be established along these streets with several stops along the way.

A drop off point will be provided for tour buses in the vicinity of Dry Dock #2 to allow visitors convenient access to the U.S.S. Constitution, and the attractions of the Historic Landmark Area. Tour bus parking will be provided at a waiting station in a landscaped lot beneath the ramp of the Tobin Bridge.

While vehicles will not be denied access to other streets within the Yard, they will be restricted through the use of neckdowns and other street modifications designed to slow vehicular movement.

The restriction of major vehicular traffic flow to designated arteries will permit the Historic Area with its many ground floor retail establishments and eating places to be oriented to leisurely pedestrians wishing to meander through the area to shop, eat or visit the attractions offered there.

In addition to being the main vehicular entrance to the Navy Yard, Gate 4 will also serve as the main pedestrian access point to the Project area. Its location

opposite Tremont Street puts it in easy walking distance to the Monument and the Freedom Trail.

F. Parking

In order to accommodate the parking requirements of the vehicles coming to the Navy Yard, it is estimated that up to 3,500 spaces will have to be provided in parking structures and lots located at key locations throughout the Yard.

The majority of the spaces (about 2,000) serving primarily visitors to the U.S.S. Constitution, the Hotel/Conference Center, and other attractions at the Yard will be provided by converting Buildings 149 and 199 into public parking facilities. These structures will be rehabilitated by the City of Boston at a cost of about \$3.1 million. These facilities will be financed through revenue bonds and will be self supporting. Up to 300 spaces are projected to be constructed privately as part of the Hotel/Conference Center to serve hotel users. Parking for persons residing within the Yard will be provided integrally with the Housing.

The remainder of the parking spaces provided in the Yard (about 500) will consist of short term curb side parking on selected streets and parking for marina patrons on Pier 7. The latter will be developed privately in conjunction with the private marina facilities.

IMPLEMENTATION PROGRAM

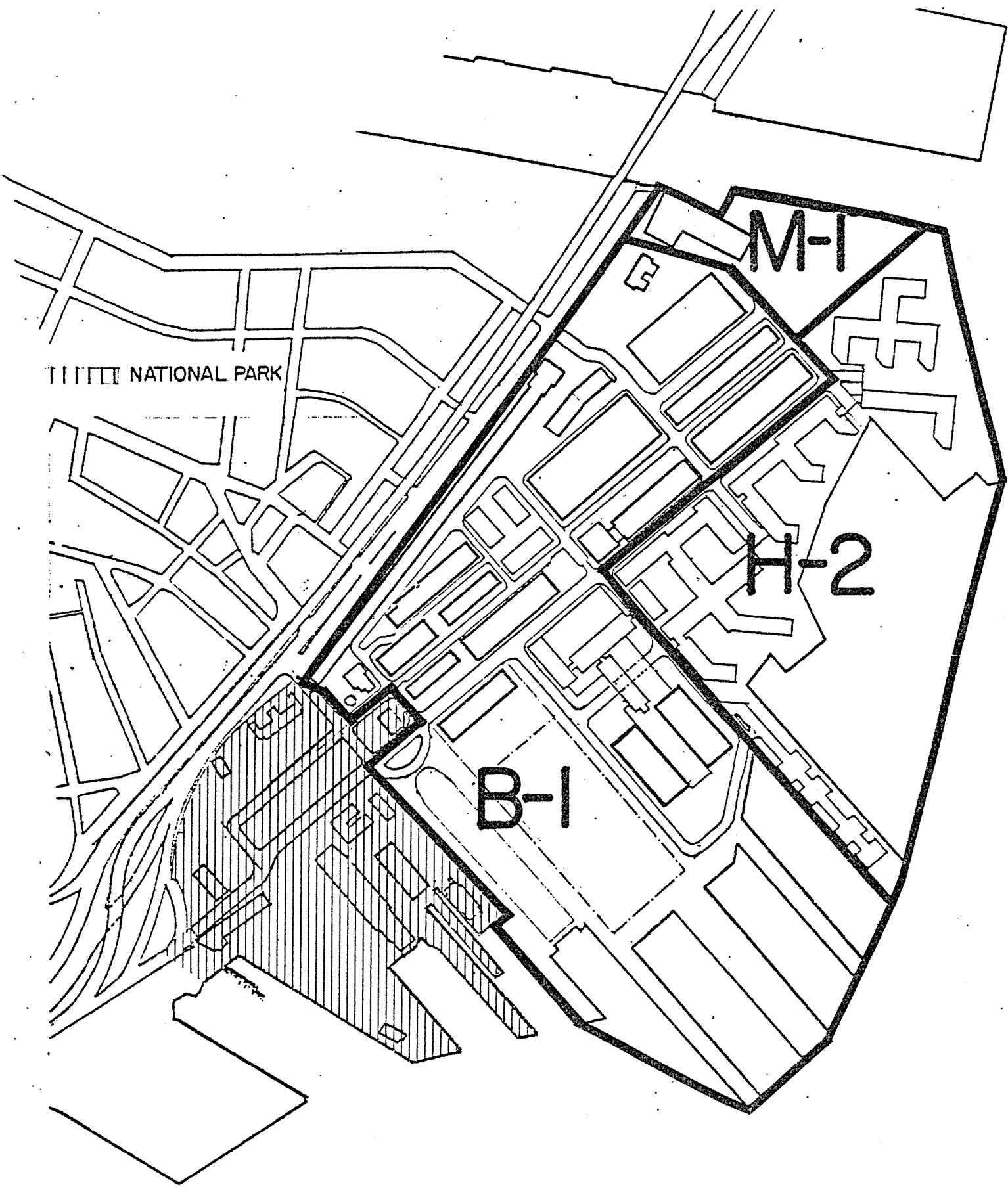
The successful reuse of the Boston Naval Shipyard in accordance with the integrated mixed use concept set forth in the plan requires public sector ownership, control and development. The implementation of the plan, therefore, calls for specific actions on zoning, acquisition, the identification of funding sources, and the phasing of public investments. Finally, one central organization must have the authority to market and develop the site.

A. Zoning

In order to achieve the reuse objectives which have been outlined for each development area, and to ensure appropriate and compatible development, the portion of the shipyard included in the project area has recently been rezoned. The rezoning was necessary to encourage designed development and to give the City a measure of continued control over the form and nature that development will take.

Changes in the zoning map were made in accordance with the reuse and development plan. As shown on the accompanying map, the rezoned area is divided into three zones:

- B-1 General Business - including commercial, residential, institutional, and recreational with a floor area ratio of 1.0 (Light manufacturing is a conditional use under this zone designation);
- H-1 Apartment with a floor area ratio of 2.0;
- M-1 Light Manufacturing with a floor area ratio of 1.0



NATIONAL PARK

M-1

H-2

B-1

PROPOSED ZONING



In addition, as details of the land use are further refined and after the site is acquired from the federal government, subdistricts within the rezoned area may be designated as Planned Development Areas (PDA's). This designation affords developers additional flexibility in terms of building massing and open space and affords the City additional control with respect to the circulation plan and site and building design.

B. Acquisition

Although zoning will provide a measure of control, public sector ownership is necessary to the successful redevelopment of the shipyard. The site is available to state and local governmental institutions for negotiated sale from General Services Administration. Both the Commonwealth of Massachusetts and Boston Redevelopment Authority have indicated interest in the acquisition of the shipyard property. Ideally a joint city-state effort should be used to maximize the successful implementation of the reuse plan.

Since August 4, 1975 the shipyard has been available for negotiated sale. Either the City of Boston, the Boston Redevelopment Authority, or the Commonwealth could initiate action toward the completion of a purchase transaction. The importance of the Commonwealth, in what is essentially a local development project, stems from the existence of a State Land Bank created in 1975 for the specific purpose of acquiring and maintaining excessed Defense Department properties in Massachusetts at the request of local governments. Up to \$20 million has been allocated for the acquisition, protection,

and maintenance of excessed properties in Boston Harbor. The creation of the Land Bank is viewed as an exemplary instance of city-state cooperation in meeting a difficult challenge and in implementing a significant development effort in the Massachusetts economy.

In addition to the direct purchase of the shipyard by the BRA or the Land Bank, provisions of the Federal Property and Administrative Service Act of 1949 allow for the disposal of Federal properties for specified purposes at a 100% discount. Three provisions of the statute are applicable to the shipyard development.

An amendment to the property disposal act in 1966, (40 USC 484 (k) (3),) made it possible for areas of historic merit to be acquired by an appropriate government entity for the purposes of historic preservation. This provision would require that the property remain in public hands and that any profits generated from leases of the property be used for historic preservation and parks funding. The 29.8 acres on the attached map identified as Historic Preservation District will be acquired by the Boston Redevelopment Authority under this provision without affecting the implementation of the land use plan. Developed properties within this area would be disposed of via long term lease rather than sale.

Similarly the Property Disposal Act provides for the disposal of land for park and recreation purposes via the Bureau of Outdoor Recreation of the Department of Interior (40 USC 484 (k) (21).

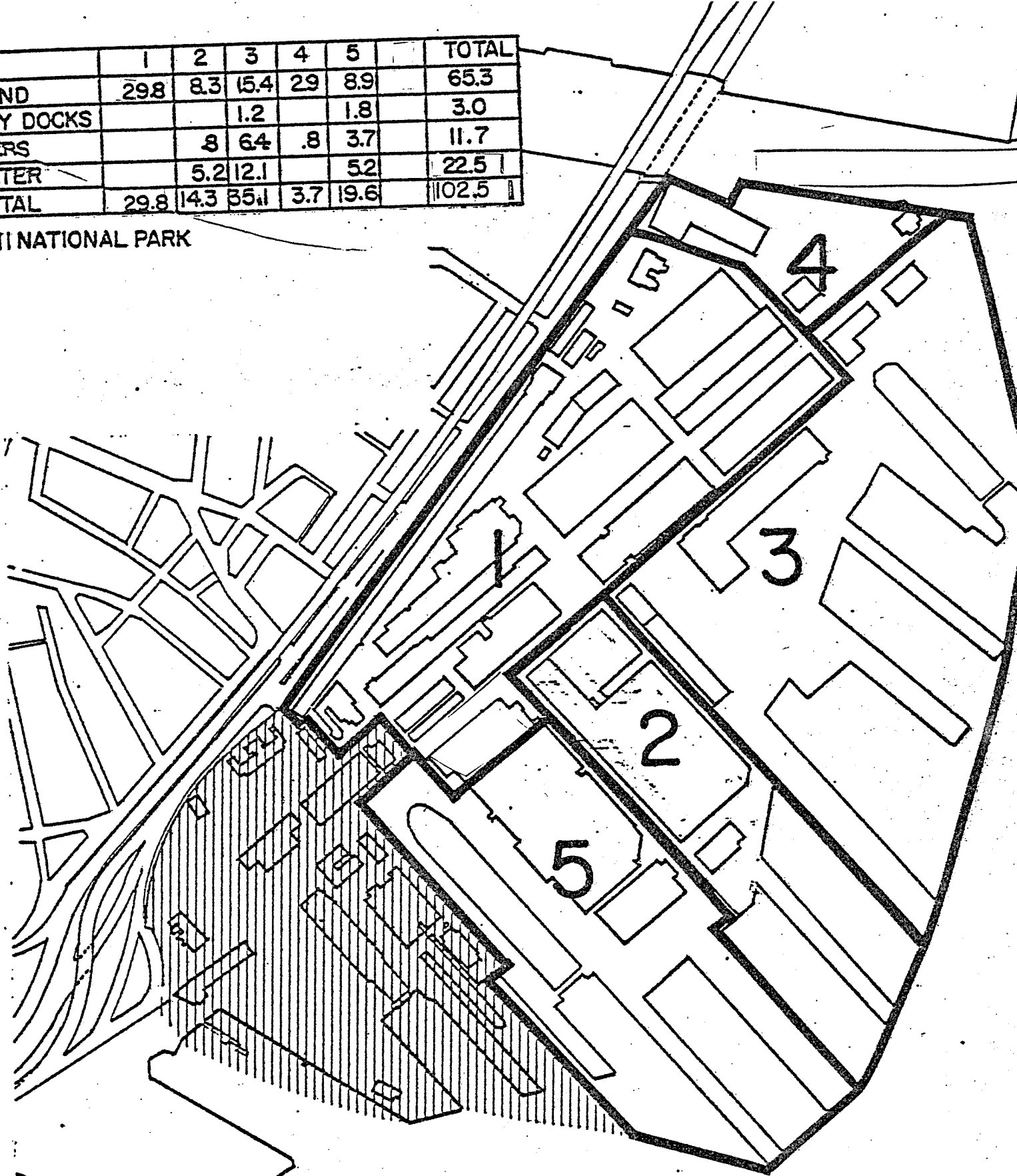
That area, which is to be developed as a public park and marina, will be acquired via this mechanism. The advantage of this procedure is the possible availability of BOR funds to assist in park development.

Under the Surplus Land for Community Development Program, the Department of Housing and Urban Development may acquire and hold surplus property for future lease or sale for the purposes of housing development. The 35 acre area designated for new housing development could be held by HUD for future disposition to the Boston Redevelopment Authority for mixed income housing development. Land cost to the BRA could be written down based on the "fair value" for the housing uses intended.

These then are the several mechanisms for acquisition of the Boston Naval Shipyard. If all of the federal transfer vehicles are utilized, acquisition costs for the site would be negligible. Steps to acquire the shipyard must begin immediately as no development, no expenditure of government funds can begin prior to a firm commitment on acquisition. As the General Services Administration lacks funds to secure the site adequately, serious delays on acquisition would lead to deterioration of the property as well as keep a potentially valuable resource dormant.

	1	2	3	4	5	TOTAL
AND	298	8.3	15.4	29	8.9	65.3
RY DOCKS			1.2		1.8	3.0
ERS		8	64	.8	3.7	11.7
ATER		5.2	12.1		5.2	22.5
OTAL	29.8	14.3	35.1	3.7	19.6	102.5

III NATIONAL PARK



1. MIXED USE AREA
 2. HOTEL SITE
 3. HOUSING SITE

4. LIGHT MANUFACTURING AREA
 5. PARK SITE

ACQUISITION AREAS

The Boston Redevelopment Authority will act as the catalyst to bring about the acquisition and development of the entire Shipyard using the appropriate acquisition mechanisms. Acting for the City of Boston, the Authority will apply for the transfer of the historic area and the park and marina area at no cost.

B. Coordination of Development

The Boston Redevelopment Authority will act as developer for the entire site. Development responsibilities will include site preparation and the improvement of all public area--streets, parks, and related open space. The Authority will market the site, identifying appropriate private developers for historic buildings as well as new developments such as the hotel and housing. Working with private users, the BRA will insure design controls and coordinate developer plans with the Land Bank, the Charlestown Community and the Interior Department's Division of Archeology and Historic Preservation and all other relevant agencies. The phasing of development, the compatibility of design and scale must all be closely coordinated by the public agency responsible for the development of the site.

The BRA will identify and apply for appropriate sources of Federal and State funds necessary for the implementation of the reuse plan. The site requires serious physical upgrading of utilities, streets and the waterfront and coordinated Federal and State assistance is essential to the success of the project. First phase improvements will be with EDA and BOR assistance for that area immediately adjacent to the National Historic Site and the Kennedy Museum. Later site development will include the balance of the historic area and demolition and site improvements to the new development area.

If the Land Bank mechanism were used, the developer role of the BRA would have to be clarified. In order to apply for and expend funds in the new development area, that area which could be acquired by the State's Land Bank, and in order to market that area to potential users, the BRA would enter into a contractual agreement with the Bank allowing the BRA to act as developer on behalf of the Bank. During the first five years, the Land Bank would allow the BRA to improve the site and any sales of parcels within the site would be made in conformance with this plan and with the agreement of both the BRA and the Bank. Proceeds from sale of land would be shared between the Authority and the Bank proportional with the investment of each entity.

The BRA would at the end of the five year life of the Land Bank agree to acquire all unsold land in the new development area. The BRA would also have the right to acquire any land parcels from the Land Bank during the first five years.

The goal of the development process is a fully reutilized Charlestown Shipyard in 10 to 12 years. The Boston Redevelopment Authority would be the public agency primarily responsible for attaining that goal. At the end of the development term, the City of Boston would retain title and manage the historic area, the park, and marina area. That portion of the Yard acquired through the Land Bank for new construction would be privately held.

C. Development Costs

The reuse of the Shipyard will involve a minimum of \$99.5 million in new capital investments. Public and private sector development costs for the reuse of the Shipyard have been developed based on extensive consultant work plus in-house analyses. All costs are estimates and based on 1975 dollars.

Acquisition Cost - The cost of acquisition of the historic area and park and marina area will be negligible because of the methods of acquisition as discussed above. Up to 53.1 acres may be acquired through negotiated sale from the General Services Administration. Value should be based on the marketability of the site for the intended uses set forth in the Land Use Plan discontinued by public and private sector restoration and improvement costs.

Public Sector Development Cost - The Boston Redevelopment Authority acting for the City of Boston will assume responsibility for public improvement and site preparation costs necessary to encourage

private investment. Redevelopment of the site will involve and investment of \$17.4 million in public funds. Specifically, funding will be necessary for the demolition of unusable structures, utilities and street repair, waterfront improvements as well as the creation of public parking garages and a park open space as follows:

Internal Access and street repair will involve and estimated \$2.2 million. This will include the widening of the two points of access Gates #4 and #5 and the upgrading of the street system to meet standards of the City of Boston and to facilitate good traffic flow.

Utilities costs to the public sector would involve \$2.6 million principally to upgrade sanitary and storm sewer systems but also for lighting, and police and fire alarm systems. This sum does not include the demolition of the power plant and the provision for new electrical and telephone lines on the Shipyard site. It is assumed that these costs will be under Edison and Telephone Companies.

Pier Demolition and Repair \$711,000 will be required to secure the waterfront from further deterioration. This work will include the removal of older wooden piers, the repair of bulkheads and the restoration of four major piers for marina and other waterfront uses.

Building Demolition. It has been established that many of the structures on the site have no modern reuse and that the entire Navy Yard is too heavily encumbered with buildings to provide for modern redevelopment. Although no building is slated to be demolished that can be appropriately reused, some \$3 million in demolition will be required as part of site preparation costs for the land uses proposed. Selective demolition will open up the site for improved access, better views to the harbor and to allow for the quality reuse of remaining structures. Demolition is essential to new development on the hotel and housing parcels.

Parking Structure. Buildings 199 and 149 are to be reutilized as parking garages to provide for visitor parking to the National Park and other activities at the shipyard. Funds to convert these buildings, estimated at \$3.1 million, will be raised through the City Revenue Bonds.

Public Park and Promenade. Reuse plans for the Charlestown shipyard call for a 8.9 acre public park plus continuous privately funded public open space along the waterfront. Depending on park design and the treatment of other open areas, landscaping will involve up to \$5.5 million in public funds.

BUILDINGS TO BE DEMOLISHED

<u>DEVELOPMENT AREA</u>	<u>BUILDING #</u>	<u>TYPE CONSTRUCTION</u>	<u>YEAR BUILT</u>	<u># FLOORS</u>	<u>TOTAL FLOOR AREA S.F. (Not Includg. Lofts & Basements)</u>	
<u>HISTORIC AREA</u>	58 (Addition Only)	Frame	Unknown	3	25,760	
	79	Brick	1852	2	14,620	
	96	Brick	1899	1	5,430	
	*107	Brick	1904	2	54,192	
	108	Brick	1904	2	21,706	
	143	Stucco	1917	1	1,090	
	*150	Brick	1920	2	14,210	
	187	Frame/Metal	1919	1	39,907	
	200	Brick/Concrete	1942	3	20,646	
	207	Concrete	1942	1	2,569	
						<u>200,130</u>
	Subtotal					
<u>VISITOR ACCOMMODATIONS CENTER</u>	40	Brick/Steel	1867	2	52,958	
	42 (Portions)	Brick/Steel	1857	3	** 242,922	
	196/227	Brick	1939	1	13,124	
					<u>309,004</u>	
Subtotal						
<u>HOUSING SITE</u>	*103	Brick	1903	2	54,000	
	104	Brick/Concrete	1905	3	145,848	
		Steel				
	131	Brick	1940	3	42,360	
	206	Frame/Cement Asbestos	1942	2	17,594	
					<u>259,802</u>	
Subtotal						
<u>LIGHT INDUSTRY AREA</u>	193	Brick	1936	1	7,284	
	203	Metal	1942	1	7,877	
					<u>15,161</u>	
Subtotal						
<u>WATERFRONT PARK</u>	195	Brick	1938	2	202,522	
	197	Brick	1941	7	196,267	
	211B	Frame	Unknown	2	2,800	
	229	Brick	1955	1	300	
	230	Concrete Block	1957	1	1,350	
	231	Brick	1958	1	628	
	271	Metal	1962	1	1,634	
	274 (Substation)					
	278	Concrete Block	Unknown	1	800	
	A	Concrete Blocks	Unknown	1	121	
	C	Metal	Unknown	1	144	
	E	Frame	Unknown	1	750	
						<u>407,316</u>
Subtotal						
Grand Total					<u>1,191,413</u>	

* Buildings which may be retained if appropriate.

** Square Footage listed represents 75% of total floor space of Building 42. Two original granite sections containing approximately 25% of the floor space in the structure will be restored and reused.

Federal assistance will be sought from the U.S. Economic Development Administration, the Bureau of Outdoor Recreation and HUD to help finance these costs. EDA's Title IX was enacted in 1975 for "special economic development and adjustment assistance: to assist areas facing defense move-out's and similar specific local dislocations. An application to EDA for \$9 million over 3 years for site improvements, property management and a development staff is being filed in October, 1975. At the same time funding from BOR and the Commonwealth will be needed for park and open space development. All costs associated with housing sites development will come from traditional Redevelopment Authority funding sources.

Private Sector Costs - The investment of \$17.4 million of public monies will encourage the additional investment of \$82 million in private capital. This investment in 1975 dollars is summarized below:

Housing	\$47,800,000
Hotel	15,000,000
Comercial Retail	3,000,000
Office/Loft	1,200,000
Industrial	4,000,000
Marina	300,000
Institutions	<u>\$10,700,000</u>
	\$82,000,000

D. Phasing of Development

The complete reuse of the Boston Naval Shipyard should take place over ten to twelve years. Timing will be a function of the demand for space in the local economy and the availability of capital generally. Public sector investment in the site will have been accomplished in the first five years with heaviest expenditures taking place in years 1-3.

The college and some exhibit space will be in place first year and with their existence and the proximity to the National Park, the buildings in the historic area closest to the park will be developed thereafter. It is projected that mixed use commercial/office and housing in the older structures will begin in year two and continue through year six.

New housing construction would not be initiated until year three with 300 units under construction. Thereafter additional units would be constructed on a scheduled basis through year ten.

There is a current demand for additional hotel rooms in the City of Boston. Hotel development could be begin as early as year three when the National Park and initial historic area uses are fully operative.

Manufacturing space could be developed as early as year two, once roadway and access problems have been solved.

The Boston Naval Shipyard is of such a scale that it cannot be redeveloped within a short time frame. There is too much space to be absorbed over a short term. Within each use concept demand for

space does exist in Boston but the development of 1000 dwelling units, 82,000 square feet of retail space and 100,000 square feet of loft space will be a ten year project.

E. Assessment of Environmental Impact

The disposition of Federal Land for the purposes set forth in the planning and development program will require an assessment of environmental impact and, possibly, a complete environmental impact statement. Because the project is on the National Register, a review of the project must be submitted to the Advisory Council on Historic Preservation under section 106 of the National Historic Preservation Act of 1966.

The responsibility for environmental impact and 106 review is legally that of the key agency involved in a federal action affecting the site. A complete environmental review of the plan of use should be coordinated through the G.S.A. that would simultaneously clear the way for subsequent action by other federal agencies.

The Boston Redevelopment Authority will assume the responsibility for collecting and preparing environmental data leading to a draft environmental impact statement. The draft statement will be prepared with the cooperation and participation of G.S.A., and fulfill the requirements of both Federal and State environmental statutes.

ECONOMIC ANALYSIS

For more than a decade now the City of Boston and its Charlestown neighborhood have been experiencing a process of revitalization that has brought new jobs, new people and new roles signifying a new phase in the economic history of the City and one of its oldest neighborhoods. But much remains to be done, and the present moment could be a critical turning point in the process of replacing obsolescent roles with new ones which would bring new elements of life to Boston and to Charlestown. The proposed development project in the Charlestown site of the Boston Navy Yard holds the potential for turning the demise of an institution that has long been intertwined with the Nation's history, into a positive factor contributing to Boston and to its economy, and to the emergence of Charlestown from blight and decay to a prime residential area. The proposed development project would cap important efforts, trends, and achievements already underway in the revival of the Boston economy and in the revitalization of Charlestown.

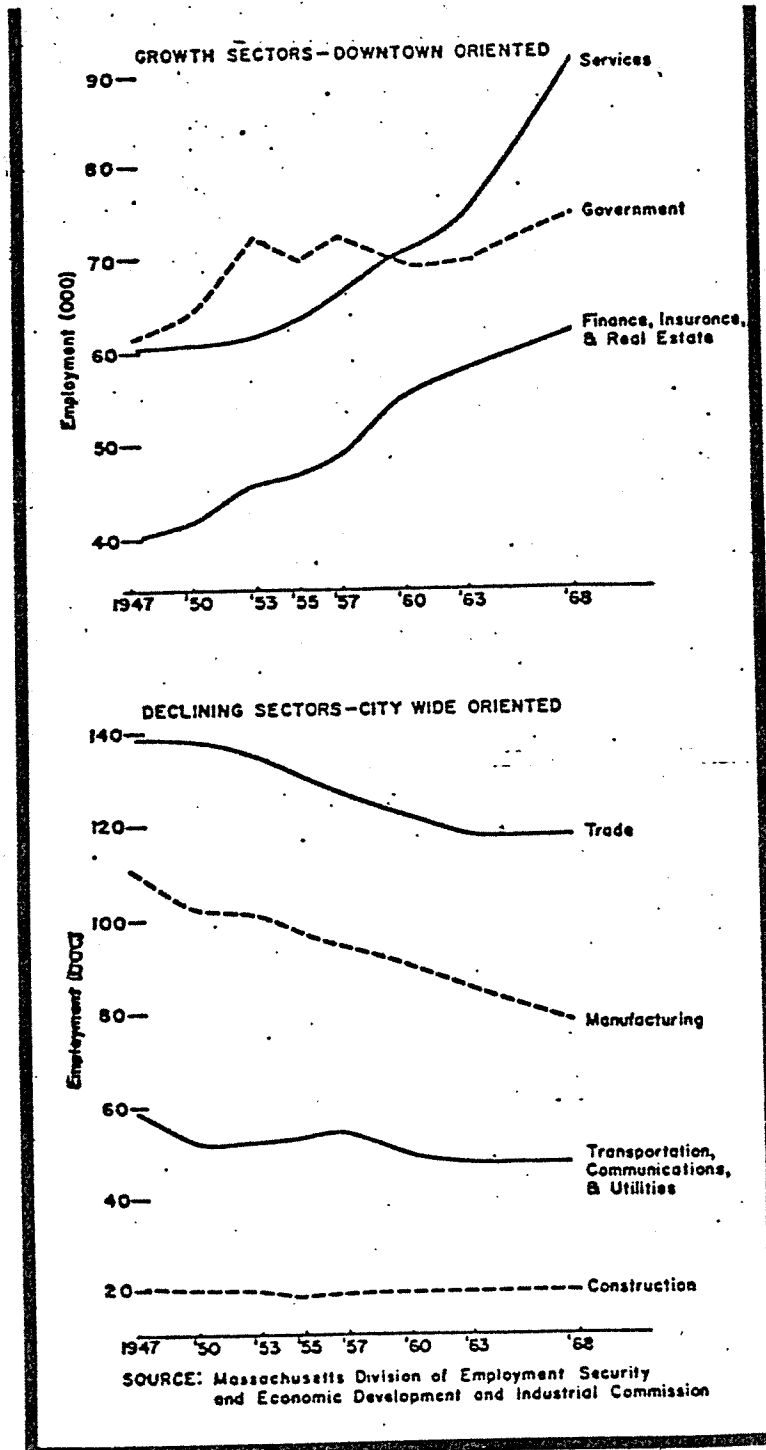
A. Trends in the Boston Economy

During the 1960's, the economy of the City of Boston began to grow, reversing over a decade of decline in population and employment. Since 1963, the City has achieved a net gain of 40,000 jobs.

This growth process has involved a significant structural change in the economy of the City. From a manufacturing and trade center, Boston has become an ever expanding service economy. Against the overall gain in employment, Boston has lost 20,000 blue collar jobs, prior to the closing of the Boston Naval Shipyard. Some 60,000 new jobs were created in finance, insurance, business, medicine and education, and recreation and tourism in the same period.

Increasing and Declining Employment Groups (1947-1968)

Boston, Massachusetts



Employment projections for the next decade indicate a continuation of these trends in job growth. The most recent U.S. Bureau of Labor Statistics projections indicate that nationally 60% of all new jobs in the 1970's will be in services. This trend will be more pronounced in Boston due to the continued out-migration of manufacturing activity.

Although it is a policy of the City of Boston to encourage, wherever possible the stabilization of employment in the manufacturing sector, new employment projects focusing on manufacturing have been difficult to implement. Any creation of new blue collar jobs will occur in the industrially zoned land in South Boston, particularly in the former South Boston Naval Annex.

B. The Impact of the Boston Naval Shipyard Project

The proposal for redevelopment of the Boston Naval Shipyard coincides with growth trends of the Boston economy. The potential benefits of the proposed redevelopment of the Shipyard can be measured in terms of jobs and investment, and income and tax revenue. Even more important, is the potential contribution to the kind of economy Boston is becoming, and to the refurbished urban infrastructure that is being created so painstakingly in Charlestown.

The proposed hotel, commercial, industrial, and residential uses of the Charlestown site of the Boston Navy Yard will not replace the 5000 Navy Base jobs in Charlestown in 1973. But this will be hard to achieve on a site heavily encumbered by obsolete buildings in an era when every large city in the Nation has been losing industrial jobs over the last decade. The Nation, Boston, and Charlestown cannot recreate the past, but they do have a future that will be different, and perhaps brighter.

A new and better Charlestown is emerging from a neighborhood that fell from a population of 31,000 in 1960, to 15,000 in 1970, and the redevelopment of the Charlestown Naval Shipyard would advance and encourage this process in revitalization. Key indicators of revival include modest growth in population since 1970, centered mainly in young, middle class adults, an extraordinary rise in residential property values, more rapid than that of any other neighborhood in the City, \$40 million of urban development expenditures over the past decade, and a total of \$151 million of public and private investment underway and planned. By the end of this year, the pour \$35 million of expenditures into Charlestown in public facilities, community development, housing improvement, urban renewal, and neighborhood services.

Apart from these impact on the Boston economy and revitalization of Charlestown, the redevelopment of Charlestown Naval Shipyard will have important benefits in terms of jobs and investment, income and tax revenue. The present proposal foresees a total development cost estimated at \$100 million for all components of the program for the Charlestown site, including the 450 unit hotel/conference center and convention complex, 700-1000 units of housing, 82,000 square feet of retail space, 150,000 square feet of industrial space and 350,000 square feet of institutional and museum space.

The proposed investment program would yield 455 construction jobs in the peak year, or an average of nearly 300 construction jobs per year over a 10 year period, and nearly 1,300 permanent jobs, with an annual payroll of \$15.3 million. Secondary employment will support another 800 jobs in the local and regional market.

Retail sales in commercial tourist expenditures, parking, hotel and personal services are estimated at nearly \$18 million per year, with secondary impacts on the City and regional projected at \$13 million per year.

The City of Boston would gain an estimated annual tax revenue of over \$2 million, and the State would receive almost \$1.6 million a year in income taxes.

The City of Boston would gain property tax revenue from the Charlestown site of the Boston Navy Yard for the first time. The planned investment creation of jobs, generation of income would come at a time when they are sorely needed in view of the national economic recession.