

Waterfront Activation Network Plan for the Charlestown Navy Yard

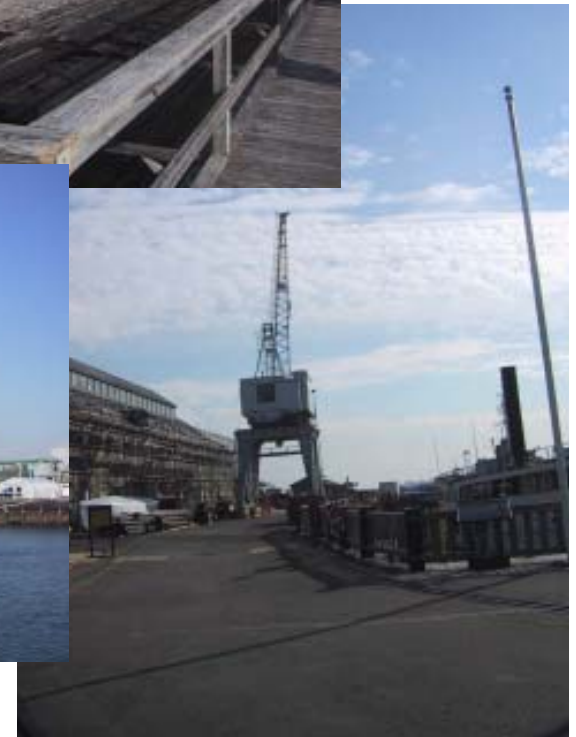


City of Boston
Mayor Thomas M. Menino



**Boston
Redevelopment
Authority**
Paul L. McCann, Acting Director

2007





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(team leader, background planning, urban design and story loop concept)

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(public art)

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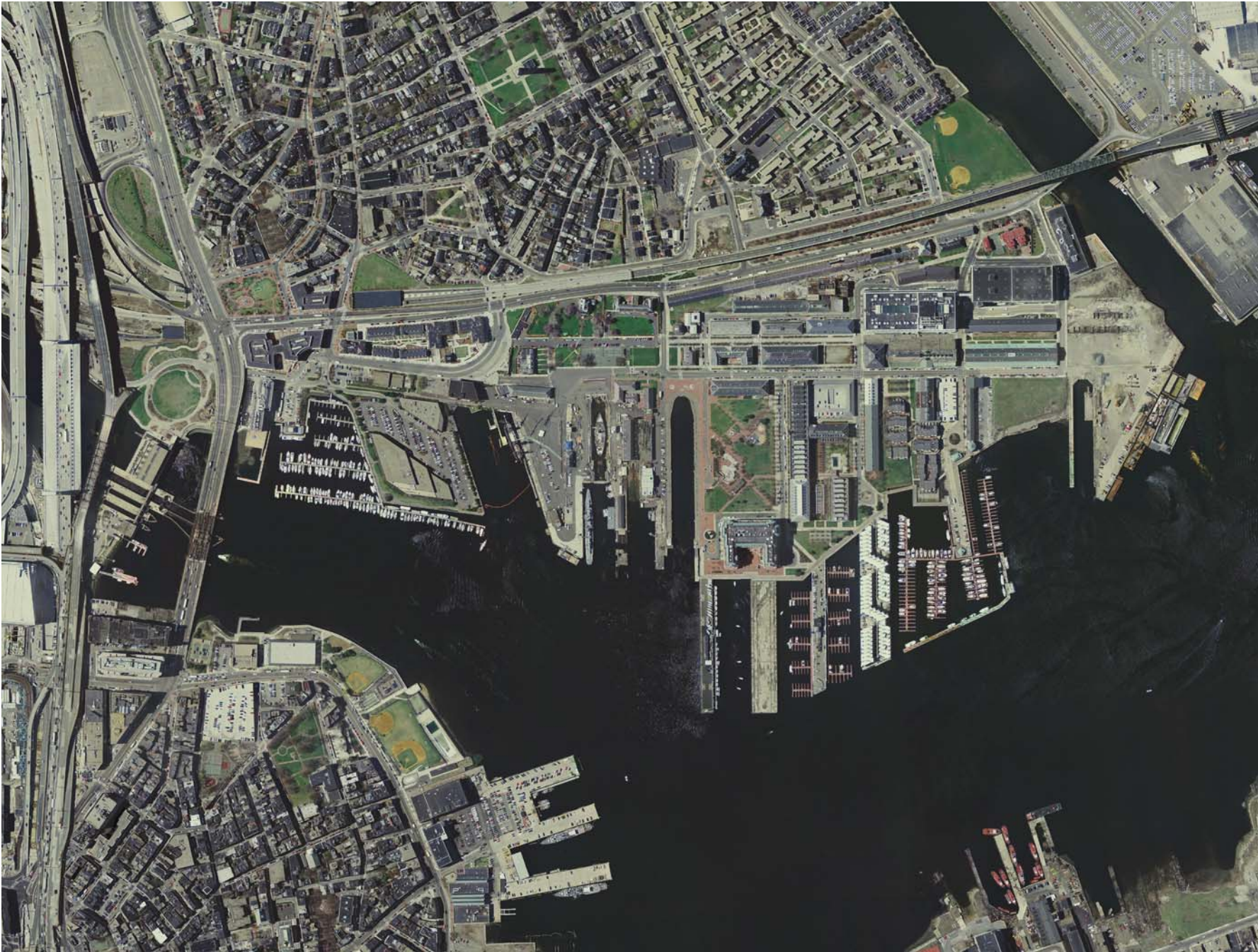
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Chapter 1: Introduction and Overview

This Waterfront Activation Network Plan for the Charlestown Navy Yard lays out a conceptual plan for public access and enjoyment of the Harborwalk and waterfront areas of the Navy Yard. General goals and objectives of the plan are outlined and an analysis of existing conditions supports the plan. Identification of public destinations and amenities as well as suggestions for locations and uses of Facilities of Public Accommodation (FPAs) and Special Public Destination Facilities (SPDFs) are illustrated. An implementation framework for realizing the plan is proposed, and an extensive appendix is provided with historical, case study, and Municipal Harbor Plan Amendment information.

The Charlestown Navy Yard and Massachusetts General Law Chapter 91

The Charlestown Navy Yard is an important piece of the 47 miles of Boston shoreline; this Amendment to the Municipal Harbor Plan provides a conceptual framework for public destinations and waterfront activation from Tudor Wharf to Building 114 in the Navy Yard. The Navy Yard is representative of the changes that have occurred along most of the Boston waterfront; there has been a steady transition from industrial to private uses along the waterfront. During the industrial era, public access to the waterfront took the form of commercial and industrial activity. As industrial activities left the waterfront, demand for other uses such as residential and recreational has increased. This new demand precipitated a revision of guidelines to protect the public's rights to tidelands in the 1980s. The Commonwealth of Massachusetts' Executive Office of Environmental Affairs (EOEA) instituted licensing requirements under the statewide waterway regulations of the Massachusetts General Laws. The original goal of these regulations, primarily Chapter 91, was to protect public navigation rights, largely focusing on maritime uses.

The latest versions of the waterway regulations (ca. 1989) indicate that filled tidelands are included in the regulatory jurisdiction. These waterway regulations introduced a requirement that waterfront property owners construct a Harborwalk, preserve and create usable open space, and reserve all ground floor space over flow tidelands for public use. Other basic regulations defined height limits at the water and set-back requirements. A 100-foot set-back or water-dependent use zone (WDUZ) was established. Since each community is distinct, its build-out is unique. The harbor-planning process allows each community to tailor the regulations to its unique needs while preserving public access.

Facilities of Public Accommodation

“Facilities of Public Accommodation” or “FPAs” is a term taken directly from the language of statewide waterway regulations adopted by the Department of Environmental Protection (DEP) under the authority of the Commonwealth of Massachusetts stating that between 40% and 75% of ground floor square footage within Chapter 91 jurisdiction be dedicated to public use as a Facility of Public Accommodation and that a public pedestrian walkway be constructed at the water's edge around any new development (known as the Harborwalk). That jurisdiction is bounded along the first public way or within 250 ft of the high water mark (source: <http://www.mass.gov/dep/brp/waterway/faqs.htm>). Facilities of Public Accommodation (FPAs) have been defined in the waterfront regulations as “Facilities at which goods or services are made available directly to the public on a regular basis, or at which the

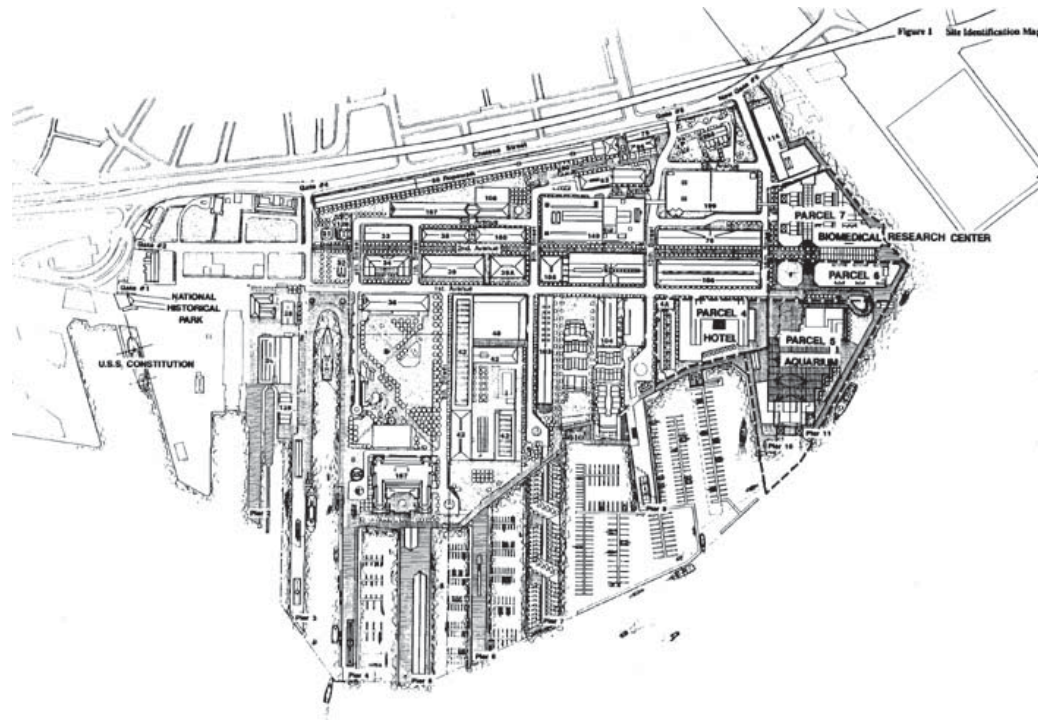
advantages of use are otherwise open on essentially equal terms to the public at large.” (310 CMR 9.01)

Special Public Destination Facilities

Special Public Destination Facilities (SPDFs) are a fairly recent appearance in FPA regulations. The term was introduced in the 1991 Harborpark Plan, but issues of quality, the level of build-out expected from developers and rent requirements were not addressed in that plan.

Navy Yard Planning History

The proposed Waterfront Activation Network Plan for the Charlestown Navy Yard builds on previous planning work in the Yard and has its roots in the 1974 transfer of the Yard from the United States Government to the Boston Redevelopment Authority (BRA). From the time of its decommission in



In the Charlestown Navy Yard Master Plan of 1973, the Yard was split into four development areas, each with a unique set of development guidelines and restrictions. This plan, from the BRA 1991 Environmental Impact Report, shows the anticipated build-out of the Yard after redevelopment.

1974 a number of planning initiatives have been undertaken in the Charlestown Navy Yard to ensure that ongoing uses and redevelopment are appropriate to the historic character of the yard and that recent efforts meet the intent of Chapter 91 regulations. These efforts include:

- Navy Yard Master Plan (1975-78)
- Harborpark Plan: City of Boston Municipal Harbor Plan (1990)
- Double Interpretive Loop Plan (1991)

In addition, there have been ongoing planning efforts by the National Park Service to ensure the National Historical Site at the Navy Yard can achieve its fullest potential. All of these planning efforts are summarized below.

Charlestown Navy Yard Master Plan

In preparation for the transfer of the Navy Yard to the BRA, 27 acres of the Navy Yard were designated as a National Historical Site. The BRA and EDIC also commissioned a comprehensive land use planning effort in 1973 for the remaining 103 acres. At that time, the entire shipyard was designated as an historic landmark on the National Register of Historic Places and it was stipulated that new development would show consideration for the protection of buildings and areas of value. In addition, the Historic Preservation District was designated, allowing development but with a major consideration toward preservation. The New Development District was earmarked as the area for extensive demolition and new construction of housing, a hotel and a park.

The earlier 1978 plans envisioned a significant component of light industrial space, in part to ameliorate the elimination of jobs resulting from the Navy Yard's closure. By 1990, regional economic forces had severely affected the viability of these uses in urban core locations such as the Navy Yard. However, biomedical research emerged as a new growth economy, providing a broad range of employment opportunities.

The City's efforts to establish this new growth economy were successful in 1987 with the conversion of Building #149 into the Massachusetts General Hospital Biomedical Research Center. Other biomedical research uses have since been attracted to the Yard in order to benefit from proximity to this Research Center.

Harborpark Plan: City of Boston Municipal Harbor Plan

In 1984, the City established the Harborpark planning program for the entire Boston waterfront including the Charlestown Navy Yard. In October 1990, the City of Boston and the Boston Redevelopment Authority completed the Harborpark Municipal Harbor Plan. The Harborpark Plan was approved by the Massachusetts Secretary of Environmental Affairs in May 1991. The four primary goals of the Harborpark Plan include:

- Provide public access to the waterfront through the City's Harborwalk program;
- Revitalize Boston's underutilized and dilapidated shoreline through private investment that brings public benefits and amenities that are shared

by all of Boston residents;

- Activate the waterfront zone through appropriate urban design, active public and cultural uses and water-dependent uses;
- Protect and enhance the waterfront's maritime-industries.

The Harborpark Plan sets minimum standards for public access and open space in the varied waterfront subdistricts along Boston Harbor. The Harborpark Plan recommended devoting facilities of public accommodation ("FPAs") with special consideration to facilities that enhance the destination value of the waterfront including cultural uses at the ground level of buildings containing residential uses or alternative locations that more effectively promote public use and enjoyment of the waterfront. The Harborpark Plan suggests that areas with more intensive development such as the Downtown Waterfront could support at least 25% of the first floor area.

The plan codified land use controls to ensure continuous visual and physical public access along the entire water's edge of the Boston Inner Harbor. Prior to this, projects would routinely be designed with private yards, terraces, and balconies along the water. This development pattern enhanced private value and marketability at the expense of the public. Harborpark regulations ensured that the primacy of access to the water's edge is preserved for the public and also makes provisions for the Harborwalk. The regulations also seek to protect and enhance maritime industries.

The completed Harborpark Plan of 1990 was informed by an extensive BRA community planning process in 1987 in the Charlestown Navy Yard.

The plan was created to guide completion of the Navy Yard redevelopment. The planning principles outlined in the plan evolved over the course of nearly 125 meetings with Charlestown residents, local merchants, harbor advocacy groups, historic preservation officials, organized labor, and other interested parties.

General recommendations for the Boston waterfront include preservation of 1/3 of the waterfront for open space and recreation as well as the creation of new waterfront housing units. Private investment was encouraged to provide a mix of uses, new jobs and housing. Specific recommendations for the Navy Yard included:

- Maximize public access to and activity along the waterfront while preserving the Yard's original form and character
- Improve and expand open space and create an open space network
- Connect the Navy Yard to surrounding communities (between Charlestown Gateway/Tudor Wharf and CNY, improve City Square)

The Secretary's approval of the Harborpark Plan supports the City's objectives to develop a network of special public destination facilities ("SPDFs") within the waterfront subdistricts. The Secretary specifically pointed to the proposed "Double Interpretive Loop Plan" for the Charlestown Navy Yard that suggests SPDFs that help link the collection of historic piers, drydocks and backland buildings.

Special Requirement 8 of the Harborpark Decision provides additional guidance for SPDF

network plans including the amount of space and how to distribute the SPDFs among the waterfront subdistricts. This requirement indicates that plans shall be developed in accordance with the following provisions:

- How does the network plan enhance the destination value of the Navy Yard by serving significant community needs, attracting a broad range of people or providing innovative amenities for public use?
- How does the plan encourage diversity in the pattern of uses and population of users at the waterfront?
- How will we solicit creative use concepts from the planning and advocacy community at large in the choice of facility operators?

- How will we give special consideration to public and non-profit organizations that otherwise would be unable to afford market rates for waterfront space?
- How does the plan appropriately distribute SPDFs among the respective subdistricts particularly on pile supported structures with new residential uses or elsewhere in the surrounding area where opportunities exist to offset privatization particularly at the immediate waterfront and at other sites that have traditionally played a significant role in maritime culture of the subdistrict?
- How are the SPDFs recommended by this plan of a condition, size and type which is appropriate to meet needs identified in the Navy Yard and are consistent with the guidelines for Harborwalk, the proposed double interpretive

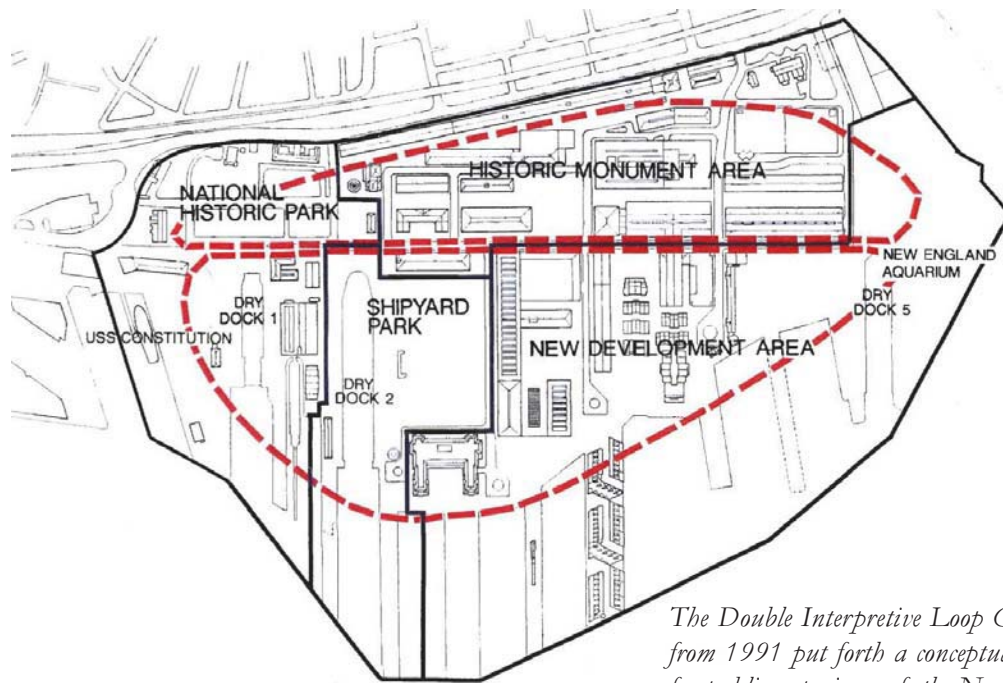
loop plan and other networks for pedestrian circulation?

- How does the plan address/further define the requirement of SPDFs to be concurrent with the development of the residential uses over flowed tidelands?
- How does the plan incorporate other terms and conditions in a manner analogous to the specification of public benefit criteria in other City zoning articles such as the Midtown Cultural District?

The Secretary also concurred with the City's analysis that waterfront sub-districts that do not have the intensive development of the Downtown Waterfront may not support SPDFs equal or greater than 25% of the ground floor area. To address this matter, the Secretary approved a substitution requiring at least 50% of ground floor space on piers with residential uses to be occupied by FPA's including SPDFs.

Double Interpretive Loop Plan

An approach to achieving the goals of the Harborpark Plan was the 1991 *Double Interpretive Loop Plan*. In 1988, the New England Aquarium unveiled plans to relocate to the Charlestown Navy Yard. The aquarium proposed to build the world's largest, most technologically advanced facility which included a whale tank within Drydock #5 as its centerpiece. The aquarium was seen as an ideal magnet to activate the Yard's waterfront and to establish a dynamic relationship with the U.S.S. Constitution at the other end of the Yard. It was envisioned that visitors would circulate between these two "magnets," thus making the entire Charlestown Navy Yard more familiar, accessible, and significant as a public resource.



The Double Interpretive Loop Concept Plan from 1991 put forth a conceptual framework for public experience of the Navy Yard.

As part of this relationship between these two major destinations, the Plan proposed the creation of a “double interpretive loop” that tied the two major attractions into an overall system which would have enhanced people’s appreciation of the entire Yard as an historic resource. When the New England Aquarium withdrew its plans to relocate to Yard’s End in the Navy Yard, the Double Interpretive Loop Plan was not put forward as a proposed amendment to the City’s Municipal Harbor Plan and no other action was taken at that time.

North End Historic Piers Network Plan

In January 1999 the City completed a SPDF network plan for the North End to accommodate the development of residential uses on Battery Wharf. The Commonwealth of Massachusetts approved this plan in March 1999. The Secretary’s approval supports the distribution of SPDFs at key anchor sites along the waterfront and modifies Requirement 8c substituting qualitative standards for the 4:1 quantitative standard. This decision was based upon the combination of diverse attractions and the nature of special programming proposed in the North End Historic Piers Network Plan.

Study of Cultural, Civic, and Non-Profit Facilities of Public Accommodation in Boston Harbor

The Boston Redevelopment Authority completed a *Study of Cultural, Civic and Non-profit Facilities of Public Accommodation in Boston Harbor* in 2005. Beginning in 2003 the BRA began an assessment of waterfront development in light of MGL Chapter 91 requirements for Facilities of Public Accommodation (FPAs). The Study was based on input received during numerous meetings, informal discussions and numerous stakeholder interviews with the intent to creatively tackle the challenges to successful waterfront redevelopment and the improving public use and enjoyment of Boston Harbor. The analysis of FPAs includes investigation of space availability and demand for such space for cultural, non-profit, and other uses.

The report presented the overall perspective of FPA space on the Boston waterfront, illustrating what properties are subject to Chapter 91 regulations, overall land use and water transportation, and existing and future FPA spaces across the entire waterfront. Two case studies, *Clippership Wharf and Russia Wharf*, illustrated characteristics of successful projects to inform future development strategies. An in-depth analysis of FPAs identified challenges and opportunities for each waterfront neighborhood. With the assistance of the BRA’s Economic Development and Research Departments, demographic data and physical characteristics of each waterfront neighborhood were summarized within the context of the development parcels and FPA spaces. Based on that information and analysis, a set of recommendations was offered for future cultural, educational and civic development on the waterfront. The recommendations to address these challenges were presented in three parts:

- Waterfront neighborhood themes and suggested uses
- City-wide waterfront themes and issues
- Implementation strategies

The City-wide waterfront themes and issues addressed in the Study included:

- Identification of suitable non-profit, cultural, civic and educational uses
- Greater efforts toward Harborwalk planning and coordination
- Programming and coordination
- Ensuring affordability and suitability of FPAs for non-profit use

Some of the suggested uses for the Navy Yard included an Interactive Maritime Park, smaller SPDFs along the waterfront that provide interpretive interactive exhibits on maritime history, and year-round educational uses including Courageous Sailing. The study also suggests providing space that is rent free and built-out with funding for programming and staffing as ways to support non-profit, cultural, civic and educational uses.

Facilities of Public Accommodation: Commercial, Retail, and Restaurant Market Demand and Supply Analyses, Water’s Edge Districts, Boston, MA

The study of supply and demand for commercial, retail and restaurant uses within the Water’s Edge Districts (WED) of Boston provides an estimate of the supportable commercial FPA development envelope (over the next 25 years) for each District

and also suggests a series of development principles that can be useful in guiding the development of successful commercial FPA's in the future.

- The CNY has FPA totals that had not been finalized at the time of the report in 2006, including Yard's End, Parcel 5 and Pier 5. Any increase in new commercial FPA's will further exacerbate the potential oversupply condition.
- In the CNY, the isolated nature of the Navy Yard from a retail market capture point of view, the abundance of better, more competitive commercial opportunities for consumers in these markets and the un-evolved nature of the physical environments are likely to impact negatively on the ability of these WED's to successfully absorb new commercial space during the planning time horizon.

Guiding principles for commercial waterfront development include:

- Location – the relative isolation of locations like the Charlestown Navy Yard will continue to prove challenging for retail developments in the future.
- Access and visibility – retail spaces do best when they can be seen directly from the street and feel easily accessible on foot.
- Critical Mass/Scale - Retail spaces do best when they are part of a larger retail environment. Single spaces rarely do well unless they are occupied by destination users (restaurants and some specialty stores).
- Environmental Quality - Great retail needs great streets. The quality of the pedestrian environment is critically important to the success of urban retail.

- Design - Projects that open their ground floor commercial areas to the street and invite traffic in from the outside rather than insulating and isolating it for the benefit of onsite users alone, will enjoy broader exposure to potential consumers and greater potential for long term retail success.
- Development Density and Land Use - Projects that can only effectively reach their onsite consumers, or that are located in areas where only one demand source dominates will have severely constrained retail potentials.
- Development Timing - Retail follows other development, it does not lead. This has been a significant factor for commercial endeavors in the Charlestown Navy Yard.

Current plans for the Charlestown Navy Yard call for the development of nearly 93,000 SF of new commercial FPA space between now and 2030. Assuming that the existing commercial FPA's are in equilibrium with existing demand sources and that added sales will not be absorbed by existing establishments, market forecasts suggest that only 35,300 SF of new retail and restaurant space can be supported in the Charlestown WED during this time frame, an excess supply of over 57,000 SF. In short, there is currently more commercial FPA space planned for the Charlestown District than the market can reasonably be expected to absorb.

CHARLESTOWN WED			
Retail/Commercial FPA's	Existing SF	Future SF	Total SF
Building 114	8,500	0	8,500
Yard's End	0	40,000	40,000
Parcel 5	0	0	0
Parcel 4	0	40,995	40,995
Flagship Wharf	10,200	0	10,200
Pier 6	5,000	0	5,000
Pier 5	0	5,000	5,000
Tudor Wharf	33,578	0	33,578
Total space existing and planned (2004)	57,278	85,995	143,273
Future Space Demand (2030)	57,278	30,800	88,078
(Over)/Under Supply Existing and Proposed Through 2030			(55,195)

Chart from the Facilities of Public Accommodation Commercial, Retail, and Restaurant Market Demand and Supply Analyses Study showing that the current and future build-out of FPA space will create a significant over supply of space than can be filled by commercial, retail, and restaurant uses.

National Park Service Planning

The National Park Service has a number of planning projects underway. The events of 9/11 made security a more prominent issue in how the National Historical Site (NHS) is managed and this has affected the goals and projects for the NHS. As part of these planning projects, the National Park Service (NPS) would like to achieve the following:

- Provide maximum accessibility to resources
- Provide a better visitor experience, better information and smoother visitor flow
- Separate Navy functions and public uses
- Create an isolated security zone
- Re-establish the Harborwalk connection to the community
- Rehabilitate Pier 2 to provide additional space for ship berths and programs



A new visitor center in Building 5 will help centralize visitor services for the National Historical Site and the entire Navy Yard. Enhanced exhibits can orient the visitor to destinations and amenities throughout the Yard.

To achieve these goals a number of specific projects have been approved in the NPS national construction program. These projects include the following:

- The *rehabilitation of Building 5* (Fiscal Year 2006) will allow the NPS to move the park visitor center from Building 125 (where it has little visibility and minimum attendance) to Building 5 and to provide upgraded exhibits to enhance the quality of the visitor experience.
- The *rehabilitation of Building 24* (underway at the time of this report in 2005), which is currently leased by the US Navy and used for ship repairs, will include exterior repairs and replacement of asbestos siding and windows. The slate roof, gutters and downspouts will also be replaced.
- The *rehabilitation of the Commandant's House* (Fiscal Year 2005) includes interior renovations to



Building 125 is the former site of an exhibit on the history of the Navy Yard. The building's lack of visibility made it difficult to attract visitors and a new visitor center in Building 5 should greatly enhance the visitor experience. It is hoped that future uses for this building support the NHS and the Navy Yard as a public destination with an active waterfront. Source: National Park Service

preserve historic finishes, an upgrade of the electrical system to meet current code, an upgrade of the fire alarm system and accessibility improvements.

- The *rehabilitation of Building 125* (Fiscal Year 2005) includes selected rehabilitation for enhanced building use, accessibility improvements, structural stabilization, window repairs and an upgrade of mechanical and electrical systems to meet current code.
- Other NPS Projects projected for the future include the *rehabilitation of Dry Dock 1*, *replacement of the barge with an accessible ferry landing*, and the *dry docking and rehabilitation of the USS Cassin Young*.

These projects are intended to provide enhanced visitor services and a more centrally located visitor entrance for the NHS and the Navy Yard as well as upgrade other facilities for increased use for public events and possible leasing.



This illustration shows the proposed National Historical Site rehabilitation projects. Source: National Park Service

Goals and Objectives of the Amendment

The 1991 Double Interpretive Loop Plan outlined a concept for public destinations in the Navy Yard that sought to link historic sites, entice visitors throughout the Navy Yard and waterfront, and provide FPAs and SPDFs that met Chapter 91 requirements. Since that plan was set aside, the Navy Yard has been lacking in a public destination network plan that achieves similar goals and objectives. This amendment seeks to outline a new waterfront activation network plan in the current Navy Yard context and for the expected economic and development climate. The plan also seeks to acknowledge market realities and is based on achievable results in the long and short term.

Much planning work has been accomplished in the Navy Yard and this amendment to the Municipal Harbor Plan embodies many goals that are common to the planning efforts highlighted earlier in this section:

- An accessible waterfront available for public enjoyment with a complementary open space network
- A legible and accessible Harborwalk
- Waterfront uses that include recreation, economic activity, jobs and housing
- Protection of existing water dependent uses
- Preservation of original form and character where possible
- Provision of a cohesive interpretive experience for a diverse population
- Encouragement of private investment with mixed uses and public amenities and benefits

In addition, attention is paid to the implementation of the amendment – how will these goals be realistically accomplished and by whom? This amendment looks to a variety of resources and partners to achieve implementation goals.

Public Process

In developing the MHP Amendment to the Harborpark Municipal Harbor Plan for the Charlestown Navy Yard's "Double Interpretive Loop Plan", the BRA has coordinated with State and City officials and with the Municipal Harbor Plan Advisory Committee ("MHPAC") which includes representatives from harbor advocacy groups, residents, elected officials, business people, business and real estate associations, and other interested parties. The BRA held two (2) meetings with the MHPAC to discuss the MHP Amendment. The BRA also held three community meetings in coordination with the Charlestown Neighborhood Council as well as a community workshop/charrette. Additionally, the BRA has presented findings to the Charlestown Municipal Harbor Plan Advisory Committee, the Boston Harbor Association Harbor Use Committee, National Park Service, Courageous Sailing program, CNY residents and businesses.

Chapter 2: The Charlestown Navy Yard Waterfront Context

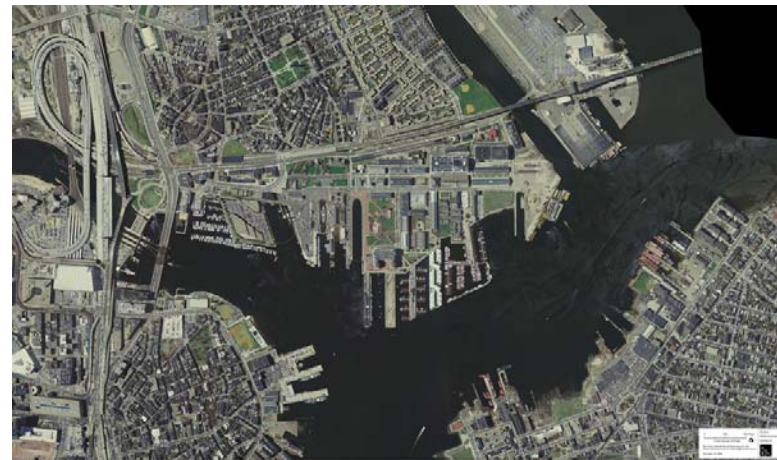
Site Description

The area covered by this amendment is the Charlestown waterfront; it includes all the piers from the Washington Street Bridge to the Tobin Bridge over the Little Mystic Channel and goes back about 100 feet from the shoreline. In order to put the project area in context, however, this report will consider the entire Navy Yard and surrounding area, including its connections to the heart of Charlestown.

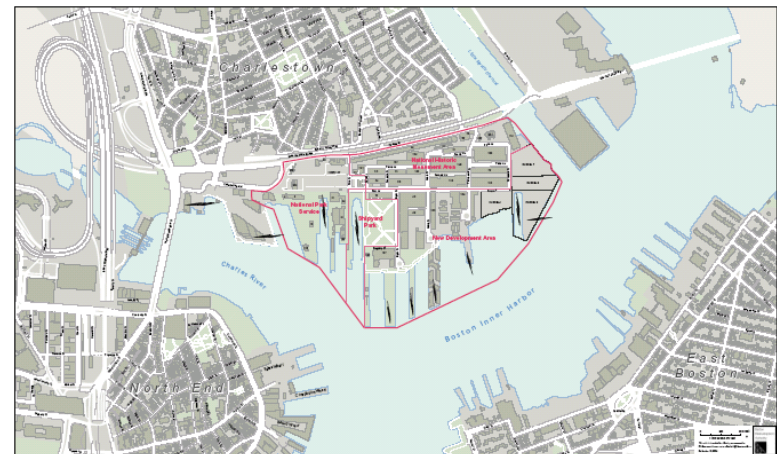
Most of the project area falls within the boundaries of the Charlestown Naval Shipyard, which stretches from Gate 1 off Constitution Road all the way to the Little Mystic Channel, bounded to the north by Chelsea Street. The BRA acquired approximately one hundred acres of the Charlestown Navy Yard in 1978 and has since managed its revitalization pursuant to plans developed at the time of the transfer. The remaining thirty acres at the western end of the Yard were established as a National Historical Park under the NPS.

The BRA acquisition involved conveyance of three distinct parcels: a Public Park Parcel, the Historic Monument Transfer Area (“HMTA”), and the New Development Area (“NDA”). The Public Park Parcel consists of 16 acres and includes Dry Dock #2, Pier 4, and Shipyard Park, which at the time of conveyance was occupied by Building 195 — a mammoth electrical shed. The HMTA encompasses 31 acres to the north of First Avenue and includes those existing structures with the greatest historical significance in the Yard. The NDA includes 58 acres between the Historic Monument Transfer Area and Boston Harbor and is characterized by a mix of converted historic buildings and new construction styles. The entire Navy yard is on the National Register of Historic Places.

Most of the Navy Yard waterfront, which is a significant portion of the project area, is located in the NDA, so its character is distinct from the rest of the Yard. While a number of historic exteriors have been preserved, the interiors have been converted into condominiums. Historic elements preserved include Building 197 at Flagship Wharf (the old Electric Shop); Building 36, the old Joinery; Buildings 40 and 42, the Steel Mill and Foundry, now Parris Landing Condominiums; Building 103, the Chain Stores, now the Anchorage



The area covered by the amendment includes the waterfront between the Washington Street Bridge and the Tobin Bridge (Building 114 in the Navy Yard).



The Navy Yard is segmented into three distinct parcels. However, the entire Yard is on the National Register of Historic Places.

Condominiums; Building 104, the old Ship-fitters Loft, now the Shipways Condominiums; and Building 114, the old Sawmill, now the site of a Massachusetts General Hospital biomedical research facility.

General Site History

After the Revolutionary War ended in 1783, the United States essentially dissolved the small navy it had formed during the war. Throughout the next decade, however, a new need for naval defenses arose as pirate attacks on American trade vessels threatened to undermine the country's economy. As a result, Congress reestablished the navy in 1794 by authorizing the construction of six 44-gun frigates with one to be built at Hartt's Yard (Constitution Wharf today) in the North End of Boston. That boat, the *U.S.S. Constitution*, was launched in October of 1797, seven months after the inauguration of President John Adams, an advocate of a first class Navy. This new legislation created the opportunity to open a new shipyard where the navy could build its fleet on a more permanent basis.

The Continental Congress considered a number of locations, but eventually chose for the country's first shipyard Moulton's Point, a site located at the confluence of the Charles and Mystic Rivers and overlooked by Dr. Aaron Putnam's mansion house in Charlestown. It was also the place where British General William Howe led his troops ashore on June 17, 1775 en route to Breed's (Bunker) Hill.

In honor of the 25th Anniversary of the Battle of Bunker Hill, on June 17, 1800, the General Court of the Commonwealth approved "An Act Authorizing the United States to Purchase a Certain Tract of Land in Charlestown for a Navy Yard," not to exceed 65 acres, exclusive of flats. By April 3, 1801, the transfer of ten lots was completed. Additional purchases were made in 1817, 1863, and 1920; and considerable land was added over the years by filling in the marshes and mud flats and reordering the shoreline to arrive at the 84 acres of land and 46 acres of water which currently constitute the Yard.

Early development was minimal in the yard. Storehouses for timber, a sawmill, a blacksmith shop, a wharf, barracks, and the Commandant's House were its main structures before the first Shiphouse in the United States was constructed in 1813, the same year the Yard completed its first ship. The Shiphouse was a huge, gambrel-roofed, timber-framed, many-windowed building, 210' X 70' X 50' high; large enough for a ship to be constructed indoors. It was the second of its type to be built, one in Portsmouth having preceded it by a few months.

The era between the opening of the Navy Yard and the beginning of the Civil War, was a period of growth for the yard. The new engineering and architectural practices of Colonel Loammi Baldwin and Alexander Parris shaped its appearance, changing it from a rural environment to a planned



The Charlestown Navy Yard's history was one of change as it constantly adapted and reinvented itself to changing technology and needs.

brick and granite neighborhood with services such as a Marine Hospital (later moved to Chelsea) and all the major elements that organize the Yard today. During this period, the Yard's stone wall was designed and built, its streets were planned and laid out, and some of the Yard's major historic buildings were constructed, including the Ropewalk, Tarring House, and Hemp House. The architectural influence of Joseph E. Billings in the 1940s was of particular importance adding such prominent structures as the Carpenters and Joiners Shop (Building 24) of 1847; the two-story brick Tinnerns and Plumbers Shop (Bldg. 28) of 1849-50; the unique octagonal brick Muster House (Bldg. 31) of 1852-54; the Steam Engineering Building (later the machine Shop and Foundry, Bldg. 42) of 1856-58; the two-story brick Boiler House (Bldg. 79) of 1857; the two-story brick Heavy Hammer Shop (Bldg. 40) of 1863 (west elevation demolished in 1939-41 for Bldg. 42A); the three-story, slate-roofed Sail Loft and Joiners Shop (Bldg. 36) of 1866; and the three-story brick Ordnance Storehouse (Bldg. 39) also of 1866.

The USS Inca was one of many ships docked in the Yard in 1898 as the Navy Yard began to attract more repair orders from the US Government.



After the Civil War, however, the United States began building modern, steel-hulled warships, and the Yard was all but shut down except for equipment production. Its obsolete physical plant fell into disrepair as the Navy turned more frequently to private yards to build its ships. By the end of the nineteenth century, however, this pattern had begun to change. The Charlestown Navy Yard attracted a significant amount of repair work, and by 1903, an extensive building program was under way that yielded ten new structures over the next two years (Bldgs. 103, 104, 105, 106, 107, 108, 114, 120, 123, 125). All were brick with steel or concrete frames, a pattern that continued through World War I. The Colonial and Renaissance revival details of the first 20th century buildings soon gave way to a stripped-down factory style. During this period the Yard's three great Shiphouses were demolished. To supplement the Yard's Dry Docks (Dry Dock #2 was designed and built between 1898 and 1906), a Marine Railway was installed in 1918, lacing through the Yard's avenues and streets.

The period between the two World Wars saw another lull in production, enlivened only by the development of the "Die-Lock Chain." Invented by A. M. Leahy and Dr. Charles G. Lutts, it revitalized the research aspect of the Yard. Repair work had slowed to a trickle, however, the physical plant of the Yard deteriorated steadily.

By the late 1930s, the United States was preparing for its entrance into World War II. In 1938, Congress approved President Roosevelt's request for \$1 billion for naval defense. That same year, the Charlestown Navy Yard launched two 1500-ton destroyers, the *USS Mayrant* and the *USS Trippe*, and also began a construction program of large industrial-style buildings. Between 1941 and 1942, two

Shipbuilding Ways and a third Dry Dock were constructed to accommodate the new production levels and shipbuilding activities.

Originally known as the United States Navy Yard at Charlestown, or simply, the Charlestown Navy Yard, the Yard's name changed to the Boston Naval Shipyard in 1945. In Charlestown, ship launchings and repairs reached an all-time high during World War II, with a labor force of 47,000, up from 2,860 in 1938. Between 1941 and 1945, 141 new ships were built, many of which were destroyers, destroyer escorts, and LST's. Additionally, 3,260 ships were overhauled, and 1,820 were docked. The Yard's last great contribution was the development of bow-mounted sonar rooms for guided missile destroyers in 1966. The last ship to be commissioned was the *Kalamazoo*, a replenishment oiler, in 1973.

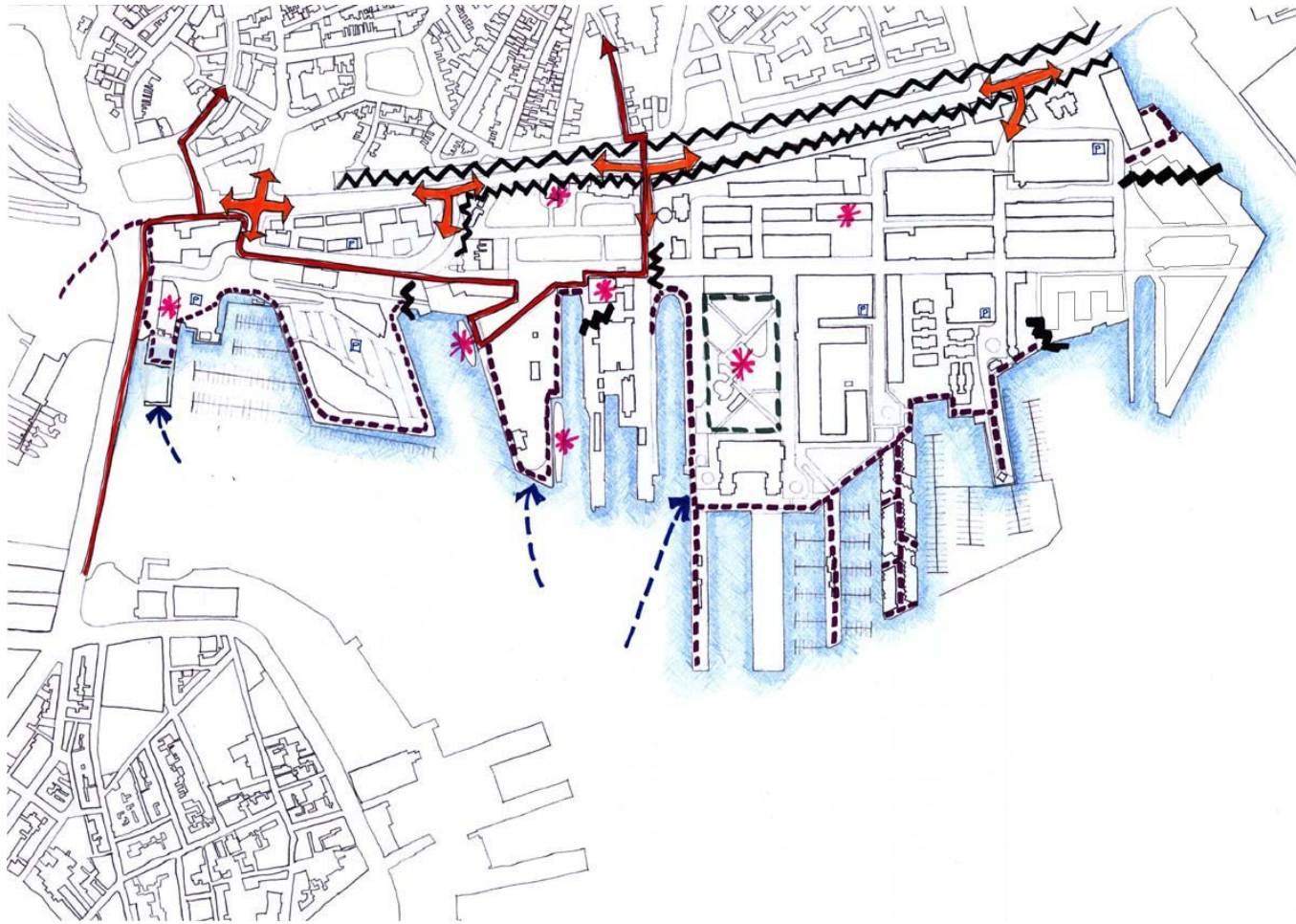
During World War II almost 50,000 people reported daily for work in the Yard



Building construction ceased after World War II. Production ended at the Ropewalk in 1971, and the Department of Defense announced the closing of the Navy Yard in April of 1973, ending employment for 5,200 workers. Ceremonies for decommissioning the Yard were held on July 1, 1974.

From the *Independence*, a ship of the line launched in 1814, to the *Kalamazoo*, the Charlestown Navy Yard commissioned about 500 ships. Notable among these, in addition to the first, were the schooner *Alligator* (1820); the *Merrimac* (1855), a screw frigate later converted by the Confederacy to an iron clad and defeated by the *Monitor* in 1862; the screw sloop *Hartford* (1858), Admiral Farragut's flagship; the *Monadnock* (1866), a double-turreted iron clad, the first monitor iron clad to sail from the Atlantic to the Pacific; and the iron clad *Intrepid* (1874), the first torpedo boat. The *U.S.S. Constitution* was the first and last ship to be repaired in the Yard.

— The above CNY history was adapted from “The Double Interpretive Loop Plan” 1991 draft, prepared by the Boston Redevelopment Authority.



This analysis drawing of the physical conditions of the Navy Yard shows the barriers and breaks in continuity to enter the Yard and along the Harborwalk.

The Freedom Trail

The Freedom Trail runs across the Washington Street Bridge from the North End into Charlestown's City Square, follows Constitution Road to the Navy Yard, crosses through two sets of barriers and arrives at the *U.S.S. Constitution* and the Constitution Museum before heading back up to the Bunker Hill Memorial in the heart of Charlestown. The Trail is an important link between the North End, Charlestown, and the Charlestown Waterfront. Currently the Trail is cut off on its entrance into the Yard, and within the Yard it is disconnected from the Harborwalk. Additionally, no signage or information kiosks exist along the Trail that would entice visitors to return and explore other waterfront destinations and amenities. Such information is critical as the Freedom Trail tends to be an experience unto itself, and it primarily provides an opportunity to make a good first impression.

Some of the critical points along the Trail for signage and information are at the Gateways to the Yard (discussed below), the points along Constitution Road where the Freedom Trail and Harborwalk intersect, and, most importantly, the point where the Trail hits the northeast corner of Shipyard Park and turns to pass through the Historic Monument Transfer Area. The last location is a critical juncture between the National Historical Park and the rest of the Yard and is blessed with views down First Avenue, out across Dry Dock 2 to the Harbor and Boston and back to the HMTA's historic buildings. With little in the way of signage, visitors have no clues as to what lies ahead in the Navy Yard.



As visitors leave the USS Constitution area and the museum no signage or maps indicate what remains to explore in the Navy Yard. Freedom Trail visitors turn at this point and head up to the Bunker Hill Monument...never knowing the Yard is worth another visit on another day.

Gateways to the Yard

City Square

The City Square archeological site is a gateway to both the Charlestown waterfront and to the neighborhood's downtown. It represents an opportunity to make a stronger gateway connection to the Charlestown waterfront (and Navy Yard) and the Harborwalk with a site of historical significance in the community. It is the only designated archeological landmark district in Boston and it encompasses nine important archeological sites, including a Native American pottery workshop. The district's Water Street boundary traces Charlestown's earliest shoreline; connecting this boundary to the Harborwalk would allow visitors to viscerally experience the change from the original waterfront to its current form. Water Street originally connected City Square to the water, and parts remain intact. It was the site of an old corduroy road, and old bridge pilings are still visible from the shore. Other important sites include Hoosac Stores, the warehouses where goods were transported from the East to the Midwest, the old Mill Pond east of the bridge near what is now Paul Revere Park, and the Tow Path. The archeological site tells a story that connects each side of the North Washington Street Bridge. This connection will be strengthened if the current plan to build a pedestrian connection beneath the bridge when the gas pipe is moved and the bridge is reconstructed is implemented.

Navy Yard Gates

Entrances to the Navy Yard are well-defined by its wall and gatehouses. Gate 1 is located just off of Constitution Road as it bends back up to meet Chelsea Street. This access point, which is also the point of entry into the Navy Yard for the Freedom Trail, is currently partially blocked with chain link fence and concrete barricades. Signage is minimal and unwelcoming. Pedestrian access to this Gate from Charlestown requires passing through a tunnel beneath the Tobin Bridge before crossing Chelsea Street. The underpass at Gate 4, which is where the Freedom Trail crosses Chelsea Street to enter Charlestown, is an equally dismal environment. Gate 5, between the far end of the Ropewalk and the Captain's Quarters, and the Sixteenth Street entrance to the Yard are both directly across from playing fields along the Mystic Channel and represent an important opportunity to connect the activities of the Yard (especially any recreational programming) with the recreational activities along the Mystic Channel. These entrances currently service residents near Yard's End and the Massachusetts General Hospital employees working in the Yard. No obvious connection exists across Chelsea Street and signage is minimal at best.

The sense of physical disconnection in the Yard belies its close proximity to surrounding areas. The entire Charlestown waterfront includes about a mile and a half of frontage and three miles of shoreline. From the northeast corner of Shipyard Park, both Yard's End and Paul Revere Park are within a 10-minute walk. This distance feels much longer because pathways are poorly marked and discontinuous. At three miles, the Harborwalk is too long for most visitors to walk its entire length in any single visit.



Gate 1 is a major entrance to the Navy Yard for visitors on the Freedom Trail and for Charlestown residents. The chain link fence, lack of signage with information about the entire Yard, and concrete barriers provide an unwelcoming environment.



The Tobin Bridge overpass is one of many barriers to entry to the Navy Yard. The overpass, busy Chelsea Street with its few pedestrian crossings, and the brick wall around the Navy Yard all contribute to the Yard's character of a "gated community."

In addition, the Harborwalk is lacking amenities such as picnic benches, seating and play spots that would make its distance seem more manageable, especially for families with children.

The Bunker Hill Monument is less than a 10-minute walk from almost any point along the waterfront, but limited gateways and connections across Chelsea Street serve to extend the walking time and sense of distance. Similarly, the Charlestown waterfront is less than half a mile from either the North End or East Boston by water and the walk between Government Center and Tudor Wharf is no

more than 20 minutes. The apparent disconnections can be viewed as numerous opportunities to make the waterfront seem as close to its surroundings as it actually is.

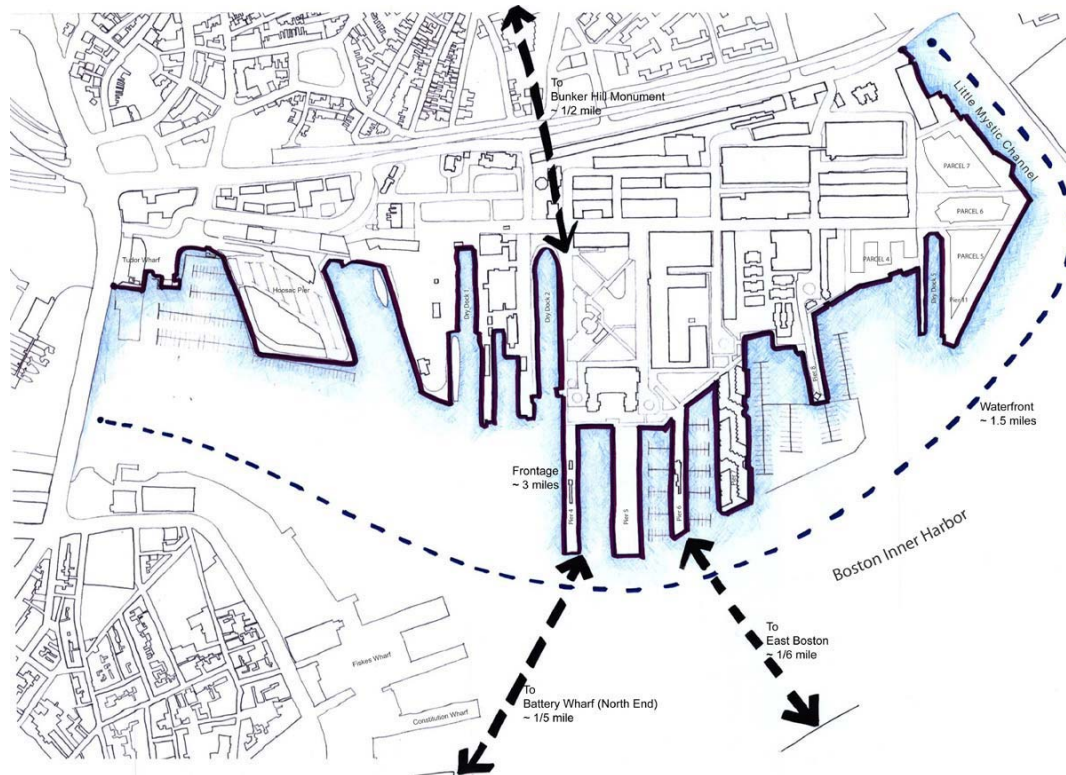
Water Connections

Water connections between Boston, East Boston, and the Charlestown Waterfront are limited. The Massachusetts Bay Transportation Authority operates shuttle service between Long Wharf in downtown Boston and the only water shuttle T-stop in Charlestown, which is on Pier 4. An interior water transportation

waiting area of approximately 3,000 square feet was required on the ground floor of the Flagship Wharf building in accordance with their Chapter 91 license conditions. Only 500 square feet of the ground floor is currently dedicated to a waiting area. The remainder of the space is currently leased to the New England Historic Seaport.

In Summer 2005, Save the Harbor Save the Bay launched a weekend shuttle service that stopped at a few points in the Charlestown Navy Yard, but was discontinued at the end of the summer. This service provides a model for facilitating greater waterside access to the Yard's destinations.

The Charlestown waterfront is closer to East Boston and Downtown Boston than it appears at first impression. There are opportunities to create a strong visual presence for the Navy Yard across the Harbor.



Seasonal water transportation is available on an on-call basis as well through City Water Taxi in the Navy Yard. Three docking access points are available in the Navy Yard at Tudor Wharf at the Marriott Residence Inn, the Pier 4 Water Transportation Terminal, and the Shipyard Quarters Marina at Pier 8. Signage about this

The Navy Yard is within a ten-minute walk from uptown Charlestown and a twenty-minute walk to Government Center.



service is limited and the drop-off sites are widely scattered.

In the short term, no additional water transportation routes or terminals are planned for the Navy Yard. In the future, however, expanded terminals and service is envisioned as outlined in the Boston Inner Harbor Water Transportation Study, which was prepared by TAMs in 2000. The study recommends expansion of the Pier 4 water transportation terminal to include a second float to accommodate low freeboard water taxi and public touch and go drop off. The study also recommends a secondary terminal at Pier 10 in the Yard's End portion of the Navy Yard to accommodate public water transportation as well as water taxi and public touch and go use. Additionally, an interim docking facility at Parcel 4 was required as part of that site's Chapter 91 license. Finally, a docking facility for water taxi and public touch and go traffic is recommended for Pier 1 in the National Historic Park area.

Public Transportation

No subway connections exist along the Charlestown waterfront. Aside from water transit, the only other public transportation that reaches the waterfront is the bus. Bus Route 92 connects the eastern section of Chelsea Street above Tudor Wharf and Hoosac Pier to Downtown Boston, Charlestown, and the Assembly Square Mall. Bus Route 93 connects Sullivan Square to Downtown Boston and traverses Chelsea Street from Vine Street to Washington Street with an alternate route through the Navy Yard. For most residents and regular visitors of the Navy Yard, the MGH/

Partners shuttle, though private, is the most convenient form of transportation as it runs from North Station to a number of stops in the Yard. The shuttle runs only during working hours on weekdays.

Public Destinations and Amenities

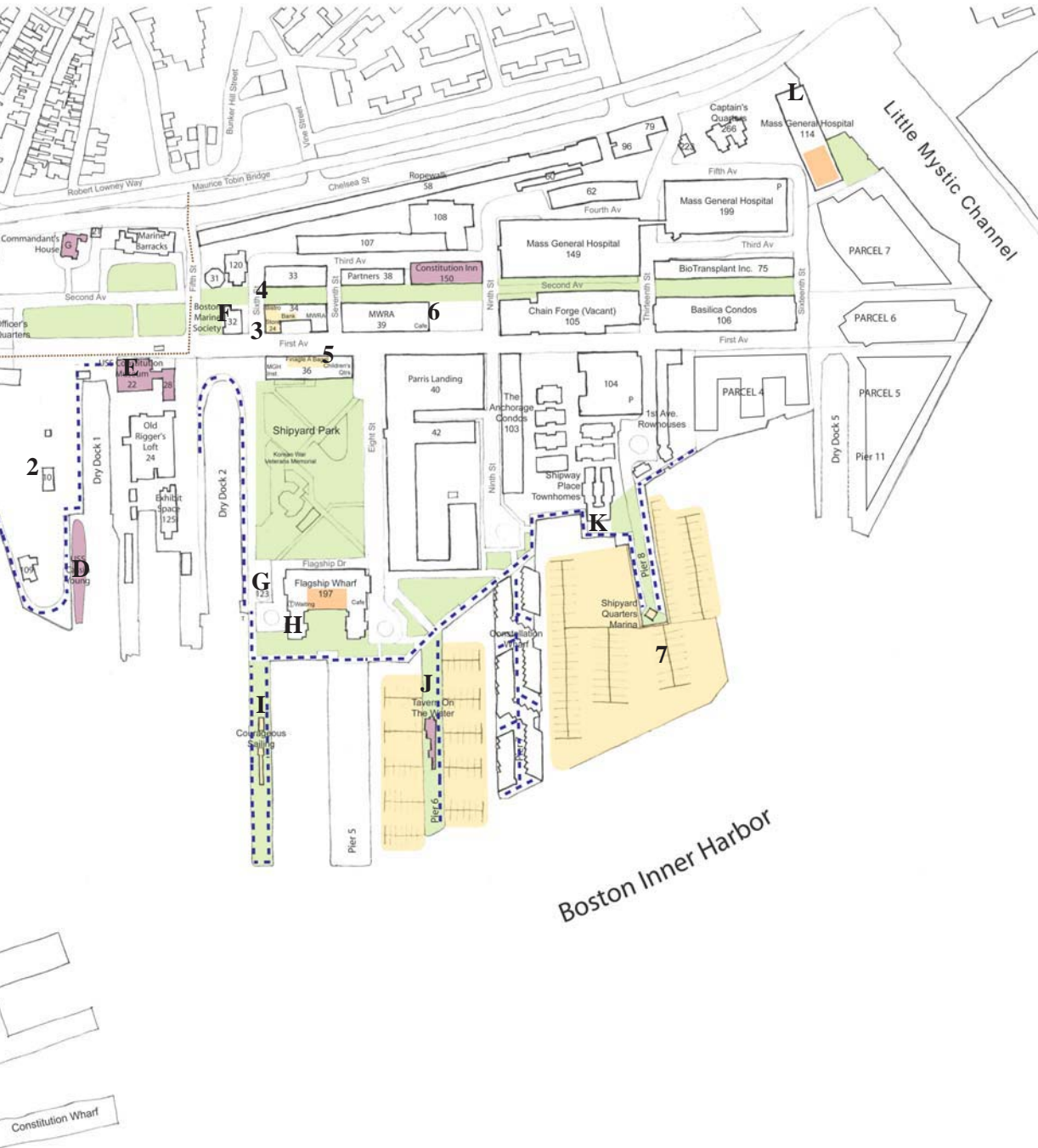
Aside from the U.S.S. Constitution, few major destinations are located within the Charlestown waterfront area. The destinations that exist are located along the waterfront are scattered and disconnected. Tudor Wharf and the Constitution Marina attract many visitors but the Harborwalk in their vicinity is poorly marked or nonexistent.

*A. Tudor Wharf
The Residence Inn at Tudor Wharf provides FPA space that includes a café, interpretive exhibits in the hotel lobby and along the Harborwalk, and a pool and exercise room.*



*B. Bunker Hill Visitor Center/Freedom Trail
Run by the National Park Service, this visitor center serves visitors to the Freedom Trail. The NPS plans to relocate its visitor services, including exhibit space on the history of the Navy Yard (formerly housed in Building 125 in the Yard) to Building 5 just inside Gate 1 by the USS Constitution.*





C. U.S.S. Constitution

The oldest commissioned ship in the US Navy, the USS Constitution attracts approximately one million visitors each year and serves the largest public destination in the Navy Yard. The challenge is to draw some of these visitors to explore the rest of the Yard.



D. U.S.S. Cassin Young

This WWII destroyer built at the Charlestown Navy Yard first saw action in the Pacific in April 1944. The ship survived two attacks by Kamikaze pilots. It was decommissioned in 1946 and then returned to duty in 1951 where it served mostly in the Atlantic and Mediterranean. The Cassin Young is a National Historic Landmark that was transferred for use as a museum to the National Park Service in 1978.



E. U.S.S. Constitution Museum

The USS Constitution Museum, run by the Constitution Foundation in a building at the National Historical Park, offers artifact displays, hands-on exhibits and computer-simulated reenactments related to the history of the USS Constitution, the sailors that served on the ship, and the people who have worked on its restoration. Educational programming is available at the museum and classroom programs are also offered.



F. Boston Marine Society

This building, located in the National Historical Park, houses the oldest society for sea captains in the world. Founded in 1742 as The Fellowship Club, and later changing its name to the Marine Society, the organization has been an active sponsor of improving navigation instruments and techniques for sailors and of proper training for seaman. The extensive BMS art and artifacts collection and its collection of books are on display at its building in the Navy Yard from Monday through Friday.



G. Dry Dock #2 Pump House (potential)

The former pump house for Dry Dock #2 now sits vacant but held temporary art exhibits in the recent past. While not currently a visitor destination, the Pump House has great potential, because of its unique architectural form and its prominent location near the T water shuttle, to be a destination.



H. Flagship Wharf T Shuttle Waiting Room/Office Space

This 500 square foot waiting room is part of the FPA requirement for Flagship Wharf's Chapter 91 licensing. While devoid of signage and interpretive exhibits, the space has potential to be more user friendly and a piece of a larger interpretive display and exhibit network along the waterfront. The 2500 square foot space used for Historic Seaport/Schools for Children is not a public destination at this time but may offer opportunities for reconfiguration when the lease is reviewed for renewal in September 2005.



I. Courageous Sailing

While not necessarily a draw for the casual tourist, this non-profit sailing program is a water-dependent use that serves over 750 children each year in its sailing education and environmental stewardship programs (offered in partnership with Save the Harbor Save the Bay).



J. Tavern on the Water

This restaurant, located on Pier 6 in the Navy Yard, offers a full service menu for weekend brunch, and daily lunch and dinner.



K. Shipways

The National Park Service considers Shipway 1 to be the single most important historical site for shipbuilding in the United States. This shipway was the site of continuous shipbuilding from before the government bought the Charlestown Property until 1956 when the last ship was constructed here. Both Shipway 1 and 2 with their inclines going below the level of the adjacent piers, are all that remain of the complex of shiphouses, approaches and cranes that made up this productive shipbuilding site throughout the Navy Yard's history. While interpretive exhibits and signage are lacking at these sites, they have great potential to be significant destinations in the Navy Yard.



L. Building 114

Building 114 is a former woodworking and boat shop that has been converted to a medical research facility by Massachusetts General Hospital. 8500 square feet of this building is required to be FPA space, but a portion of this remains vacant despite efforts to find tenants. Currently, it does not function as a public destination.



Sites within the National Historical Park (NHP) are similarly disconnected. In the rest of the Yard, even the most basic amenities like food and bathrooms are difficult to find. The largest destination outside of the NHP in the Navy Yard, the Courageous Sailing Center, is a model for building connections between different sites and programs. The Center's sailing program is free to any child in Boston and the Charlestown site attracts about 750 children per year to sail, fish, fix boats, etc. In addition, 350 adult members come every night during summer, and events on the Pier draw anywhere from 300 to 2000 people. Courageous actively seeks opportunities to form partnerships with other related activities such as environmental or sports and recreation programs to keep students engaged throughout the day. However, these programs are open only to members and do not serve the transient public for safety and training reasons.

Public amenities shown on the map include:

1. Constitution Marina
2. Shipyard Galley Food Concession (NPS) – Building 10
3. Store 24
4. Sixth Street bistro
5. Finagle a Bagel
6. Adam's Café – Building 39
7. Shipyard Quarters Marina.

Signage and Wayfinding

The destination and amenity map on the previous page is one piece of a larger story in the Yard. While many of these sites are scattered, the lack of coherent signage and a narrative that connects the waterfront's various destinations contributes to the perception that there are conflicting messages and images in the Navy Yard. What signage exists along the waterfront and especially within the Navy Yard is piecemeal and various business and historic site signs compete for visitors' attention. Similarly, interpretive experiences occur seldom along waterfront, and taken together, they do not tell a coherent narrative about the history of the site. This lack of consistent signage in the Yard contributes greatly to the mixed image presented to visitors and residents. The signage in the Yard can be defined in four categories:

- Gateway
- Wayfinding
- Harborwalk
- Interpretive

Better signage and stronger connections to the uptown residential and business areas are needed to transform the Yard and the Harborwalk into a waterfront neighborhood for all of Charlestown. Gateway signs at and near the entrances to the Yard are non-existent. Gate 1, which is the main gateway along the Freedom Trail to the National Historical Park, is a disappointing entrance to the park with no overall orientation for visitors as to the Navy Yard context and history.

Once within the Yard, the visitor is met with no signage or with a mix of signs of varying styles



Signage is a free-for-all at the Navy Yard and the resulting clutter does a disservice to the businesses and public destinations in the Yard and visitors attempting to find their way.



This pedestrian connection under the Tobin Bridge overpass, as well as an additional tunnel connection at Gate 1 are main routes to the Navy Yard from uptown Charlestown. These two connections lack signage, lighting and a friendly design to encourage use and welcome Charlestown residents to the Yard.



Harborwalk signs in the Navy Yard lack a wayfinding component that directs pedestrians to the next waterfront destination. Here on Hoosac Pier, these Massport-installed signs give no information regarding what lies ahead on the Harborwalk (USS Constitution).



This major gateway from the National Historical Park to the rest of the Navy Yard has little interpretive signage and no overall map of the Yard to help entice and orient visitors.

and sizes calling out the locations of businesses and organizations in the Yard. These signs add visual clutter to the environment and are difficult to read and decipher. No consistent style and size for wayfinding exists throughout the Yard. If you enter Gate 4 from Chelsea Street, how do you know how to find Courageous Sailing? The historic Shipways? The NPS visitor center? Signs with maps throughout the Yard can help to orient the visitor and point out places of discovery just around the next corner. In addition, street signs should be more legible and consistent throughout the Yard.

The Harborwalk also suffers from lack of clarity. Signage is critical to reassuring pedestrians that they are where they are allowed to be on the Harborwalk particularly because its three miles of pathway (when completed) meander, following long piers, disappearing at vacant lots, and passing through private residential development (in the case of Constellation Wharf). In addition, Harborwalk signs have no wayfinding component. The signs at Hoosac Pier, for instance, tell the visitor that the Harborwalk is on Massport property but this does not inform the visitor what is up ahead (the *USS Constitution*) or the name of the Pier. Lastly, portions of the Harborwalk disappear, either because of NPS security concerns surrounding the *USS Constitution* (at Hoosac Stores) or at vacant lots awaiting development. The visitor is left with no information about where to go or what lies ahead at these particular spots.

Lastly, the interpretive signage in the Yard is spotty at best. While the NPS offers signage at Dry Dock #1 and some other sites within the National Historical Park, these signs do little to tie the NHP to the rest of the Yard and interpretive signage all but disappears as one leaves the area managed by the NPS. What are those sloping ramps that look like a derelict pier? The Shipways! What are they there for and what is their significance? What is the significance of the light towers at the end of some of the piers and at the dry docks? How did uses change in that building during the history of the Navy Yard? What boats were constructed here during WWII? The Yard is rich with a multi-layered history and lacking in interpretive signage and exhibits to explain this past.

The Harborwalk: Public Paths, FPAs and SPDFs

Turning the Harborwalk in the Navy Yard into a coherent interpretive pathway can help develop a public realm that supports other public uses. Its current lack of clarity and completeness provides an opportunity to fully realize its interpretive potential. The physical gaps in the Harborwalk – across the parking lot at the Tudor Wharf hotel and Constitution Marina, through the barriers at Hoosac Stores and the National Historical Park, at Parcel 4 and Yard's End – are opportunities to develop a temporary marking system for the Harborwalk that can be used throughout the entire city. Scattered and ineffective FPAs provide lessons for how such spaces should be planned and developed. The empty FPA space in Building 114 demonstrates the importance of attracting a market for public uses along the waterfront;; the office space at Flagship Wharf, which is leased to an educational non-profit, illustrates the need not

only for public uses, but for uses that serve a transient public in the spirit of Chapter 91; and whereas the Copia (previously MEZE) restaurant and retail developments on the CANA parcel successfully provide a needed resting point for both visitors and residents, its uses do not tie directly to the waterfront.

The fact that the Harborwalk currently terminates at Building 114 and resumes around the Little Mystic Channel is both a challenge and a condition that offers significant opportunities. While it is always



The existing public network in the Yard has significant gaps in the Harborwalk as well as at major gateways to the Yard.



Building 125's remote location makes it a challenge to draw the public. When an exhibit on the history of the Navy Yard was housed here, few visitors made the trip to the end of the Pier to the building.

difficult to attract people to a place that feels like a “dead end,” that very quality provides an opportunity to develop a distinct identity for the Navy Yard Harborwalk.

SPDF-like destinations in the Yard are the *USS Constitution*, the *USS Cassin Young*, Courageous Sailing and the Constitution Museum. Evidence suggests that many of the visitors to Old Ironsides come only to see the ship. Only a fraction of the visitors continue along the Freedom Trail up to the Bunker Hill memorial, and when Building 125 was open as a Navy Yard history exhibit, the National Park Service

saw only 1500 visitors to that museum each year. Though the exhibit was seasonal and not centrally located, it illustrates the major challenge of how to entice more of the Constitution’s visitors to return to the Yard and explore it further at another time.



Public gathering spaces are scattered throughout the Yard. Future development of Pier 5, and Yard’s End could provide more public gathering space for festivals, public events and performances.

All in all, as shown in the Existing Public Network Plan above, there isn't a sufficient number of public destinations along the waterfront to draw more public to the Harborwalk, which in turn, supports more public uses. This catch-22 situation is one of the driving forces of this proposed Amendment to the Municipal Harbor Plan.

Open Spaces

The largest open space along the waterfront is Shipyard Park, which technically encompasses not only the actual park but also includes Dry Dock #2, and Piers 3 and 4. However, as large as this park is, it is not designed for public gatherings. Grade changes, the Korean War Memorial, various structures and play areas make it a true amenity for the neighborhood but not a space that is easily programmable for public events...that role must fall to larger waterfront spaces existing in the National Historical Park and at some of the piers and along the Harborwalk. The waterfront spaces that may be able to accommodate large events and gatherings are the parking lots on Hoosac Pier (on weekends when not used for office building parking), the waterfront National Historical Park space between the USS Constitution and the USS Cassin Young, the ends of Piers 4, 5 and 6, and the open space at Yard's End. However, the space at Yard's End has some security restrictions based on post-9/11 Coast Guard regulations. These areas must be secured from public access if not activated but temporary, planned events are allowed. In addition, parcel 5 will be used as a temporary staging/parking area while condominiums are built on parcel 4 beginning in the spring of 2005. The map to the left attempts to put estimates on

capacities for public events. While it is not meant to imply maximum capacities for the Yard, it can begin to suggest the appropriate scale of events, assuming transportation and parking issues are addressed in a thoughtful and thorough manner.

Watersheet Activation

Most of water activities occur in three places. The Constitution Marina and the Shipyard Quarters Marina each offers year-round berths for private boats. However, while docking slips are seemingly plentiful at these marinas, the number of slips available to transient boaters is significantly fewer.

At the 300-slip Constitution Marina, all vacant or unoccupied slips are used for transient docking when available; arrangements must be made with the Dockmaster in advance. Shipyard Quarters Marina has approximately 5,200 linear feet of dock as well as 400 docking slips. It has reserved 300-400 linear feet for transient docking and additional space is available when unoccupied by a lessee and arrangements are made in advance with the Marina Manager. Shipyard Quarters Marina is currently planning to expand its total capacity by adding slips that can accommodate vessels between 50 and 60 feet in length.

In addition, Courageous Sailing is headquartered at Pier 4 and the sailing program it runs is a major component of year-round watersheet activation in the Navy Yard. In addition to the boats at these three locations, the docking barge at the National Historical Park accommodates tour boats and other transient docking of larger vessels. At some point in the near future, the NPS would like to replace the barge with a permanent dock for this purpose. The T water shuttle stop is near the foot of Pier 4 and the related waiting room is adjacent on the ground floor of Flagship Wharf. The T water shuttle dock is also an occasional berthing point for tour boats and some visiting ships and this is managed by the BRA. In 2004, two ships—one each from Mexico and Brazil—were docked at Pier 4. US Navy ships also dock in the CNY but these are not open for public viewing. NATO ships also dock in the Yard. In 2004, six ships were open to the public. Two docked at Pier 1 and four docked at Pier 4. In the spring of 2005, the BRA will arrange dredging of Pier 4 to allow continued accommodation of tall ships and deeper vessels in the Yard.

Image of the Yard and Summary of Opportunities and Challenges

The Navy Yard has a nondescript image. Remnants of its industrial past remain in the form of cranes and light towers on the piers, but they are neither prominent nor consistent enough to create a coherent image. The disconnect between the NHP and the rest of the Navy Yard creates two distinct environments (one focused on preserving history and the other marked by current trends in residential and economic development) with no story that connects them. Very little of the area's history is communicated through the environment along the water. Even the Historic Monument Transfer Area feels much more corporate

than historic. Mixed messages also contribute to the failure to draw *USS Constitution* visitors further into the Yard. The visitor view, upon leaving the Constitution Museum, is one of a quiet, corporate environment with few compelling attractions.

At the same time, there is much to celebrate and explore in the Navy Yard. Its importance to naval history could be emphasized in many ways, and its location at the mouths of two rivers in the Boston Harbor presents an opportunity for it to serve as a site for environmental learning. Additionally, its proximity to the thriving community of Charlestown presents opportunities to connect the Yard to neighboring activities already in existence, such as community gardening and local boating. However, the Yard's seemingly remote location, the lack of consistent image, and the relatively low-density business and residential uses present challenges to the creation of a compelling waterfront destination that acknowledges that the Charlestown Navy Yard waterfront belongs to all.

The Waterfront Activation Network Plan must acknowledge that an overall conceptual framework must be established that allows the creation of a network of varied public destinations that begin to build a market to support a vibrant waterfront. These destinations must appeal to Charlestown residents, regional visitors and tourists while preserving the character and integrity of the Yard. As the destinations are defined and created, a market will develop for additional amenities such as shopping and dining. And lacking another large anchor/public destination on the scale of the *USS Constitution*, the public attraction will be found in a carefully conceived and constructed network of smaller interpretive sites and destinations. Chapter 4: The Waterfront Activation Network Plan outlines the strategies to meet these challenges.

Chapter 3: Case Studies

Waterfront Activation Case Studies

In creating an active waterfront network for the Charlestown Navy Yard, research was conducted to look at waterfront trails, interactive parks and historical venues around the world. The research attempted to compare similar contexts and goals, if any and to draw useful lessons for the Navy Yard effort. While there are many cases of waterfront parks worldwide, the search quickly narrowed to sites and efforts that had the most similarity to the context of the Charlestown Navy Yard, the surrounding uses, and the relationship of the Navy Yard with the city center. All in all, over 30 case studies were reviewed with more in-depth research focused on the following:

- Saint John Inner Harbour/Harbour Passage, New Brunswick, Canada
- Point State Park, Pittsburgh, PA
- Ohio and Erie Canal Towpath Trail, Cleveland to Philadelphia
- Augustus F. Hawkins Natural Park, Los Angeles, CA
- Bicentennial Commons at Sawyer Point, Cincinnati Gateway and Riverwalk Peter Rose Way, Cincinnati, OH
- Brooklyn Heights Promenade, Brooklyn, NY
- Bilbao, Spain
- Piers Park, East Boston, MA
- Liberty State Park, Jersey City, NJ
- Circular Quay, Sydney, Australia
- Main Beach Park and Heisler Park, Laguna Beach, CA

- Montshire Museum of Science, Norwich, VT
- Royal Naval Dockyard, Bermuda
- Washington Navy Yard, Washington, DC
- Mystic Seaport, Mystic, CT
- Historic Dockyard, Chatham, UK
- University Park, Cambridge, MA

Many of these cases are described in more detail in the Appendix. Each of the cases found in the Appendix describes the key groups involved in implementation, the issues addressed, key recommendations of the plan, actions, successful design aspects and specific relevance to the Charlestown Navy Yard waterfront. Of the cases studied, four were found to have particularly relevant elements, including implementation strategies, interpretive signage, overall conceptual organization and public art opportunities. These four are described in more detail below:

Saint John Inner Harbour – Harbour Passage

Saint John, New Brunswick, Canada

Overview

The vision for the future of Saint John is as a waterfront defined by a wonderfully comprehensive system of high quality public open spaces, linked to one another by Harbour Passage and connected to Uptown Saint John. To realize this goal, the first priority of the Saint John Waterfront Development Partnership was to improve the city's most visible and frequented

waterfront district. To that end, they developed the Harbour Passage, a cranberry red multipurpose recreational trail winding along Saint John's waterfront. The goal of the Passage is to redefine the image of the Inner Harbour and make it a point of entry into the St. John region. The Passage links a series of nationally and internationally significant historic and cultural resources, each with their own valuable role to play in telling the story of the Greater Saint John Region.

The Harbour Passage provides public access to the water, with a minimum width of 10 meters (33 feet). The Passage, created in two phases, runs for 1.5 miles, which is approximately the length of the waterfront of the Charlestown Navy Yard (not including piers). The Harbour Passage is paved with red brick and features signage, lighting and seating areas as well as interpretative structures and panels about various waterfront related activities. The path creates a series of interconnected waterfront parks, recreation spaces and heritage sites. Plowed in the winter, the Passage is popular all year, featuring the Winter Lights Celebration to draw visitors in the coldest months. According to the Partnership, "The City has embraced it with open arms... Even in winter, runners and walkers are out."

A proposed Interpretive Center will have displays and programming based on the waterfront's history and character as well as links to nearby historic sites and outdoor spaces for events. The proposed Visitor Center is designed to be highly



The recreational trail at Harbour Passage provides space for year-round walking, running and recreational use and ties the interpretive elements of the Passage together. The red color of the passage is intended to make it easily readable in the landscape.



Interpretive signage along the waterfront trail ties the various historic sites, views, and activity areas together in Saint John.



Even in the bleakest winter months, thoughtful programming draws crowds to outside spaces along the Inner Harbour in New Brunswick and helps activate the spaces throughout the year.

visible to visitors, with a nine-meter-high sculpture featuring fish and other sea creatures. The Center will house information about the Passage and other area attractions for cruise visitors, bus and vehicle tours, and special events. In addition, there is a proposed Round Reef Marine Park and Bay of Fundy Discovery Centre. The Park will feature water play and hands-on experience of the tides, given that the Port of Saint John has the highest tidal change of any major port in the world (28 feet) and the phenomenon of the Reversing Falls. The Discovery Center, in addition to displays and interactive features, will be a focal point for advanced marine biology and aquaculture research and development activities.

Organization

In January of 2001, the Saint John Waterfront Development Partnership was officially introduced to the community. This Partnership consists of the City of Saint John, Saint John Development Corporation, Uptown Saint John Inc., Enterprise Saint John, Saint John Board of Trade and Saint John Port Authority. These six groups fund the Partnership with the City of Saint John contributing the majority of the funds. Over a three year period, more than \$535,000 has been committed by the six partners. All six organizations are cooperating to launch a new era of community development focused predominantly on the city's waterfront.

Point State Park

Pittsburgh, PA

Overview

Point State Park is a 36-acre park located at the confluence of three rivers adjacent to downtown

Pittsburgh. The area, which had become a slum wasteland in the 1950s, was reclaimed and made a park in the early 1970s. It is now a National Historic Landmark site that celebrates and preserves the strategic and historic heritage of the area during the French and Indian War. Visitors walk along riverfront promenades and overlooks for striking views of Pittsburgh, its busy waterways, many bridges and picturesque hillsides. Natural landscaping and a majestic fountain enhance the beauty of this unique park at the



The design of the waterfront walkway includes elements such as a stepped wall that allows seating and picnicking along the waterfront.



Pittsburgh's Point State Park is a successful revitalization of a former wasteland with no beneficial public purpose.

“Forks of the Ohio.” The Park is at the meeting place of rivers – the Monongahela River and the Allegheny River meet at Point State Park and form the beginning of the Ohio River. Amenities in the park include a stepped wall along the Allegheny River that provides seating for outdoor events. The bike and in-line skate routes through the Park connect other regional and local bikeways. The Fort Pitt Museum, the Fort Pitt Blockhouse and more than twenty plaques interpret the history and significance of the area. The Fort Pitt Museum revives the fateful days of the French and Indian



The fountain is a centerpiece of Point State Park and incorporates environmentally friendly design.

War in a variety of exciting ways, with life-sized exhibits depicting events and styles of life on the Pennsylvania frontier. The fountain is a major centerpiece of the park – it draws everything together and gives it a focal point. When the fountain is in operation, there are over 800,000 gallons of water in the system, which creates a special fan design symbolizing the three rivers. Water in the fountain is recirculated, and the amount lost during fountain operations is replaced with water taken from a 54-foot deep well that penetrates sands and gravels under the park. These sands and gravels are beneath the groundwater

table and are saturated with water that infiltrates from the nearby rivers.

Organization

The Park is operated by the Pennsylvania Department of Conservation and Natural Resources and managed and maintained by the City of Pittsburgh under a reimbursable arrangement. The creation of the park was arranged by the Pittsburgh Regional Planning Association and the Allegheny Conference on Community Development, which is composed of leaders in business, industry, commerce and government. The Pennsylvania Historical and Museum Commission administers the Fort Pitt museum, located in the park.

The Ohio and Erie Canal Towpath Trail

Ohio (from Cleveland to New Philadelphia)

Overview

The Ohio and Erie Canal Towpath Trail is a shared recreational trail through the Cuyahoga Valley National Park, following the historic route of the Ohio and Erie Canal. It is over sixty miles in length and is accessible via ten trailheads. The Towpath Trail can be experienced through a corridor-wide interpretive story. These experiences reinforce the geography of the corridor by linking historical and chronological phenomena to the visible qualities of the landscape.

The interpretive journeys are part of a strategic framework for the whole of the Heritage Corridor – this framework is story-driven and uses the primary theme of “Routes to Prosperity” to organize and clarify the many resources of the Corridor. Within that framework, there are four

main themes: The Land, Moving Along the Corridor, Prosperous Valleys, and People and Communities of the Region. There are four primary interpretive journeys that focus on the Corridor and illustrate the four themes, and there are four secondary journeys that emphasize one or two themes and focus on issues other than transport. There are signs, waysides, kiosks, maps, brochures, and audio guides that are associated with the interpretive journeys.

A sample Primary Interpretive Journey would be The Industrial Valley and Cleveland Urban Neighborhoods. This Journey conveys the story



The towpath of the Ohio and Erie Canal acts as a continuous interpretive spine through rural and urban areas. Themes for telling the canal’s story have been developed to enrich the visitor experience.



Interpretive signage is an important component of the canal experience and enhances visitors’ understanding of history.

of the technological ingenuity, entrepreneurship and industrial might that were made possible by the Canal. It also addresses the evolution of local communities as immigrant groups were drawn to the region by these economic forces. In the northern end, the Journey includes a visit to the CanalWay Center to visit the Exhibit Hall, which explores the nature, people, and systems that have shaped and continue to shape the Cuyahoga River Valley. Existing interpretive resources for this journey include the Irishtown Bend Archaeological District, Old Superior Viaduct, Cleveland ethnic neighborhoods, Mather Museum and others. The interpretive approach is a successful way to recognize that one can see, perceive and experience an area in a variety of ways, telling the story of a place while linking that narrative to the visible landscape.

Organization

Numerous groups were and are involved in the implementation, management and marketing of the Towpath Trail. The Ohio and Erie Canal Association (OECA) manages the Ohio & Erie Canal National Heritage Corridor through the development and implementation of a corridor management plan. The OECA also oversees a matching grant program to promote local implementation of the plan. The OECA Board includes members from the four counties in the corridor, the National Park Service and the primary non-profit partner organizations, namely the Ohio Canal Corridor and the Ohio and Erie Canalway Coalition. These partner organizations have been crucial in getting federal designations, increasing public awareness through community outreach, and providing educational programs and events.

Augustus F. Hawkins Natural Park

Los Angeles, CA

Overview

Augustus F. Hawkins Natural Park is an 8.5 acre urban park in Central Los Angeles. The park was once a cement storage yard, located amidst an industrial wasteland. Opened in December of 2000, the park mimics a native California setting with hills and topographic features. Native plants continue to bring nature back to the industrial landscape. The park features strolling paths, picnic spots, an outdoor amphitheater, and grassy areas that provide comfortable gathering places. Given its location in the urban core, the park has a ranger on site 24 hours and is surrounded by an eight-foot boundary fence. This fence, while providing protection, does not act as a visual barrier as it is artistically decorated with natural themes.

The Discovery Center located in the park houses interpretive displays about nature and natural resource issues. It provides interactive information about ecosystems and wildlife, the history of the Park, and information about other Los Angeles parks. The Center also houses after-school programs where groups of children gather to take classes in art, science, gardening, music, and other aspects of exploring the natural world. Additionally, there are special interpretive nature programs for children that are scheduled each month and are free to area families. The Natural Park emphasizes the importance of nature as a teaching tool given the harsh urban setting in which local residents live. To further that understanding,

the Park undertakes many family and child-centered programs.

For example, the Camping Program provides classes on camping and leadership skills as well as a trip for young people to the mountains for three days and two nights of hiking, outdoor skills, and plant and animal programs. The Saturday Bus Program departs from the Center every Saturday to take families from the community to explore a mountain, canyon, stream, beach or meadow, accompanied by a staff naturalist. The Campfire Programs occur the first Thursday of every month with park staff supplying the songs and the marshmallows while the community provides the singing and family spirit. Additional activities for area children include the Junior Ranger Program, a Homework Club, Saturday Science Classes, and Gardening and Crafts activities.

Organization

The programs and events at Hawkins Natural Park are sponsored through a partnership of the Santa Monica Mountains Conservancy, a state agency, and the Mountains Recreation and Conservation Authority, a local government entity.



While the Augusts Hawkins Park focuses on a more natural setting, the environmental programming that is an inherent part of its mission has important lessons for the Charlestown Navy Yard waterfront.

Lessons Learned

As illustrated above and in the detailed information in Appendix, there is no single case that serves as a prototype for the Charlestown Navy Yard Waterfront Activation Network Plan. While we examined many interesting features of projects around the world, we found no specific example to follow. This is one of the most valuable lessons learned in the case study analysis. While this makes the formation of the Activation Plan more challenging, it also suggests that the Plan has real potential to be a landmark case in waterfront development and activation.

The lessons we did learn in our examination range from organizational structure to climate considerations to carefully planned and innovative programming. Some of the most successful cases that we have found in the urban realm involve

multi-level partnerships, usually with partners at the state and local levels. These partnerships can include a national presence as well, with the National Park Service, National Trust for Historic Preservation or other Federal agency involvement. These partnerships allow for community, local, state, and federal parties to be involved and vested in the project's success. Often, the local groups and community organizations are outside the government realm, with non-profits playing a considerable role in the success of many of the case studies. In Saint John, New Brunswick, the Saint John Development Partnership was created to manage waterfront redevelopment. This Partnership is made up of six entities, including the City, Board of Trade, and business groups. The Ohio and Erie Canal Towpath Trail involves numerous local non-profits as well as city, county, state and federal government entities. Local partner organizations led the campaign for the federal designation of the National Heritage Corridor. They also work to increase public awareness through community outreach, educational activities and fundraising events. These cases demonstrate the importance of many different levels of government and community working together to achieve a common goal.

Another very relatable lesson learned is that winter weather does not necessarily create dead space. Instead, it demands thoughtful programming as well as physical attention. The ability of spaces to transform from one use in the summer to another in the winter months has been well utilized. Also, spaces and walkways must be treated in the wintertime to provide access to pedestrians in the snowy months. On Saint John's

Harbour Passage, advocates were astonished that "even in winter, runners and walkers were out" on the plowed path. We have also found many examples of successful and interesting winter activities and programs, including:

- Ice rinks and skating are an "ideal amenity for public spaces... They fill a critical need for activities in the wintertime." They can also transform from a summer water feature into a winter rink.
- Outdoor art installations also draw people in the colder months. In Portland, OR, a festival entitled "28 Days of Grey" in the month of February draws large crowds.
- Many cities have created Winter Kite Festivals to bring people outdoors and allow the bright colors of the kites to play off the snow-covered ground.
- Additional "one-day" festivals can be catered to families – for example, a "snow day" with city-provided sleds and cocoa is successful in some cities.
- Holiday markets bring people out of doors to do shopping.
- Ice sculptures can serve as temporal public art, and they could also be created as part of a neighborhood contest in the Navy Yard and Charlestown.
- Additional activities include standard winter exercise such as sledding, snow shoeing and cross-country skiing.



Creative and thoughtful programming and design can encourage year-round use of waterfront parks and trails. Summer wading pools can transform to winter skating rinks and empty lots can host winter carnivals.

Another very important programming tool to increase winter activity includes kiosks that sell hot soups and hot drinks. Additionally, special lighting and heating technologies can help make better use of the potential of winter spaces, making them more tolerable when the temperature drops. In Charlestown, the FPA and SPDF spaces along the water's edge can serve this purpose (when properly programmed) with services and rest spaces away from the chill of the outdoors.

Another element of the year-round management of space includes careful programming of that space. We have found that getting local residents involved in the planning and programming benefits both residents and visitors, drawing a wide range of age groups. In the case of Augustus F. Hawkins Natural Park, concerns and desires of area residents played a big part in the child and family-centered activities that now draw a regional audience. The importance of nature as a teaching tool in this harsh urban setting is promoted through programs sponsored by local and state organizations. In this case, the activities for children and families include camping programs, Saturday science classes, gardening, and other nature-related events.

Another magnet for visitors is the use of public art, which plays a vital role in creating interest in the area as well as a marketable and recognizable sense of place. This public art can take many forms, as we observed in Laguna Beach's Heisler Park. In this public park, the artist-designed benches were created for specific sites, through a city-sponsored contest. This integration of public art in unusual places allows for discovery by the users.



Programming with a twist can help people envision the waterfront and outdoor spaces differently in the cold winter months, as demonstrated by this kite festival.

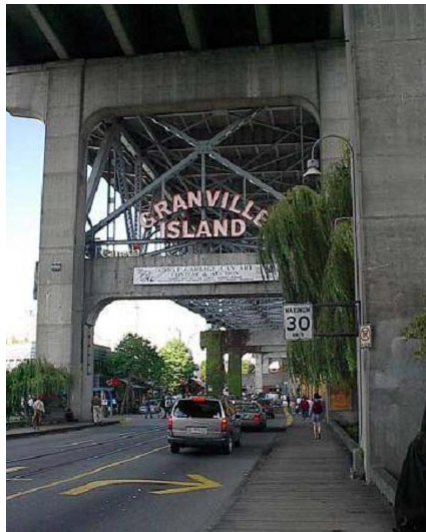


This fog fountain at University Park in Cambridge, MA draws adults and children with its magical qualities.

Another innovative way to incorporate public art is in the treatment of proximate infrastructure, which is especially relevant in the Yard, given the Tobin Bridge overpass which borders its entry points. In Granville Island, Vancouver, structural beams of the highway overpass are decorated with art and signage denoting the location and direction of Granville Island. The infrastructure then serves to welcome visitors, instead of deter them. In Cincinnati's Bicentennial Park, industrial infrastructure is artistically woven together to create a gateway – four smokestacks symbolize river boats and winged pig sculptures are mounted on top to serve as symbols of the mid 1800s hog market in that city.

Hand-in-hand with public art has been the use of culture and interpretative stories to generate awareness of a space. This use of culture as central to revitalization can work not only on a large scale as in Bilbao, Spain, but also on a smaller scale in the Yard, creating interest in the social and physical history of the place. There is also the possibility to create new cultural uses along the waterfront, further leveraging culture as a way of focusing interest and attention on the area. The use of interpretation and culture has been very successful, especially in the case of the Ohio and Erie Canal Towpath Trail. In this case, various interpretive stories woven along the length of the path allow visitors to experience different facets of the history and physical character of the area. One can experience the Path in a variety of

different ways, which draws a diverse group of users. Given the Navy Yard's fascinating history, this type of cultural interpretive attraction could be very successful, allowing visitors to go on journeys throughout the Yard, experiencing all that it has to offer, both in history and character.



Other waterfronts have turned infrastructure liabilities into assets – using large scale industrial elements to market public space and mark gateways to the waterfront.



These pylons at Battery Park City in NYC are of a scale and style that imitate the former grand industrial structures of a working waterfront.



Bronze site models of the Navy Yard can work much as these University Park maps do here – to orient the visitor and provide historical background.



While the scale of Bilbao's waterfront is quite grand, the strategy of placing elements of art and well-designed public destinations throughout the waterfront to activate large stretches of former industrial land is successful and can be adjusted for a smaller scale waterfront and public destinations.

Chapter 4: The Waterfront Activation Network Plan

This chapter outlines the conceptual plan and critical elements to achieve a vibrant waterfront public realm in the Charlestown Navy Yard. The analyses of existing conditions and context combined with a knowledge of previous planning efforts and objectives have produced waterfront goals and themes which are described in the first section of this chapter.

The second section then presents the Waterfront Activation Plan:

- *Conceptual Plan: the Story Loops*
 - *Public destinations and amenities*
 - *Chapter 91 Licensing Requirements for FPAs, SPDFs, and other spaces*
- *Chapter 91 Guidelines for Size Requirements and qualities of a SPDF and FPA*
- *Activating the Public Realm*
 - *The Harborwalk: a vibrant waterfront trail*
 - *Opportunities for public art*
 - *Gateways to the Charlestown waterfront*
 - *Signage and interpretation guidelines*
 - *Proposed uses and programming*
- *Transportation and Parking*
- *Watersheet activation*

Following these elements, requirements for Chapter 91 licensing in the Navy Yard are described and a summary of public benefits concludes this chapter.

Goals of the Waterfront Activation Network Plan Part 1

Consistency with 1991 Municipal Harborpark Plan and Special Requirement 8

The plan uses the concept of SPDFs to create a network of destinations in the Navy Yard concurrent with the goals of Special Requirement 8 of the Harborpark Decision:

- To enhance the destination value of the Navy Yard by serving significant community needs, attracting a broad range of people and providing innovative amenities for public use.
- To encourage diversity in the pattern of uses and population of users at the waterfront.
- To solicit creative use concepts from the planning and advocacy community at large in the choice of facility operators.
- To give special consideration to public and non-profit organizations that otherwise would be unable to afford market rates for waterfront space.
- To distribute SPDFs among the respective subdistricts to offset privatization particularly at the immediate waterfront and other sites that have played a significant role in maritime culture of the Navy Yard.
- To recommend SPDFs of a condition, size and type that is appropriate to meet needs identified in the Navy Yard and consistent with the guidelines for Harborwalk, the proposed Double Interpretive Loop Plan and other pedestrian circulation networks.

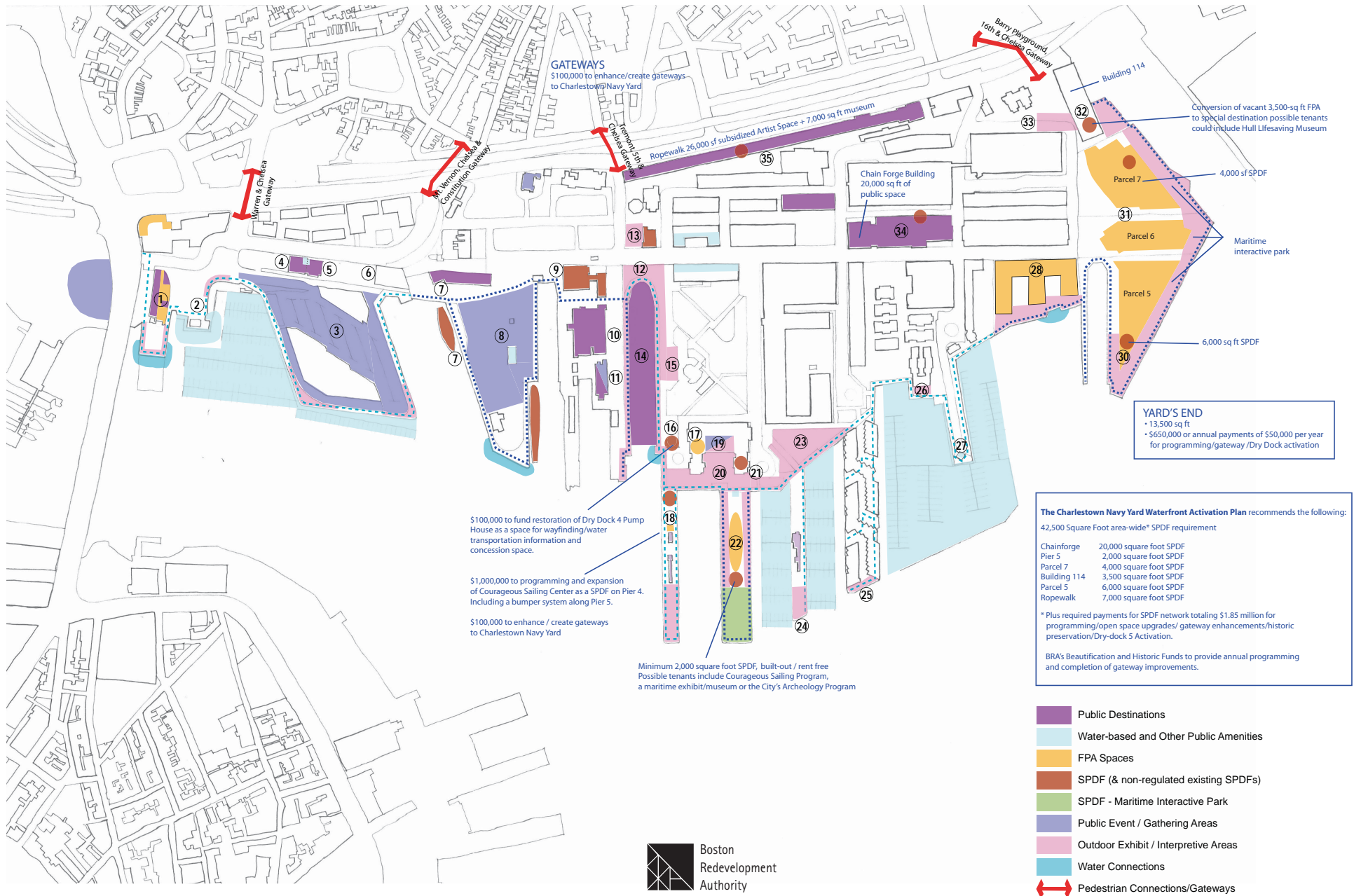
- To further define the requirement of SPDFs to be concurrent with the development of the residential uses over flowed tidelands.
- To incorporate other terms and conditions in a manner analogous to the specification of public benefit criteria in other City zoning articles such as the Midtown Cultural District.

Enhancing Destination Value

The network plan helps form a coherent image of the historic Charlestown Navy Yard by strengthening connections to and along the Harborwalk System; it ties the existing scattered destinations including the National Park Service Area and the Historic Monument Area to the



A major goal of the Waterfront Activation Network Plan is to create a waterfront that belongs to the entire Charlestown neighborhood. Currently, there are many physical and psychological barriers between the Navy Yard and uptown Charlestown. This pedestrian “tunnel” isn’t a very pleasant experience for Charlestown residents wishing to cross Chelsea Street and enjoy the waterfront.



Special destinations will be built to suit for the proposed tenant. Special destinations are located at intervals that allow for visual continuity from one public destination to the next. Combined, the special destinations create a powerful network that supports the Story Loops. The SPDF requirement outlined in the Secretary's Decision are allocated to existing open space on the Harborwalk or adjacent to the Harborwalk to activate areas of the yard that currently have no public destinations specific areas include: the foot of Dry Dock #2 which act as a gateway from the National Historical Site and Freedom Trail to the rest of the Navy Yard; Dry Dock #2 Pump House; Grade change and Harborwalk connection from Chelsea Street to the Little Mystic and Ryan Playground; pedestrian tunnel and walkways to uptown Charlestown neighborhood; Dry Dock #5 watersheet activation.

Special destinations will at a minimum have public restrooms, seating and dining furniture, interpretive signage, exhibits and public art; shuttle stop service (water and/or land), gateway markings; identifying icons for Story Loops and self-guided tours.

Determining SPDF Concurrent with Pier 5 Residential Development

The SPDF and Maritime Interactive Park at Pier 5 will be completed concurrently with the residential uses. Possible uses include Courageous Sailing Center or the City of Boston Archeology Program. The 3,500 square feet at Building Number 114 is now available for a civic or cultural use. Hull Life Saving Museum is looking to relocate from their South Boston Facility and may be a good fit for this site. \$1.2 million will be provided concurrently with the construction of the residential uses on Pier 5 for programming, support of existing anchor destinations, conversion of Dry Dock #2 Pump house into public space, grade change and Harborwalk connection from Chelsea Street to the Little Mystic and Ryan Playground; and enhancements to the pedestrian tunnel and walkways to uptown Charlestown neighborhood. The BRA will lead the formation of the Charlestown Navy Yard partnership.

Incorporating Other Terms and Conditions

The terms and conditions of the Plan are analogous to the public benefit criteria of Article 38 Midtown Cultural District including the creation of new cultural facilities, rehabilitation of historic buildings and landmarks and guidelines for maintenance and programming of new open space.

Goals of the Waterfront Activation Network Plan Part 2

Clarity, Connectedness, Identity, Interest and Implementation

The overall goals of the Waterfront Activation Network Plan are to create a sense of clarity and connectivity throughout the Charlestown Navy Yard and to establish an identity that encompasses the entire Yard. These goals work in collaboration to make the Navy Yard a destination that will be a place of interest for diverse audiences at varied times of the day and year.

Clarity and connectivity are important goals of the Plan as they enhance the experience of residents and visitors. Connectivity is achieved through enhanced visual connections. The view corridors that are created will link places of interest, tying the Harborwalk to destinations in the Navy Yard and beyond. Points of entry into the Yard will be strengthened and made more appealing, facilitating connectedness to uptown Charlestown and the Mystic River developments. Visual connections to the Harbor are created through an interesting mix of nighttime lighting, public art, and interpretive signage, making the Navy Yard visible as a place of fascination on Boston's waterfront. Clarity is achieved through improved signage and symbolism, making clear the relationship between the neighborhood and the water, between uptown Charlestown and the Yard, and between Boston and the Yard.

Another primary theme of the Charlestown Navy Yard Waterfront Activation Network Plan is an enhanced interpretation of historic resources throughout the entire Navy Yard. It is intended that this Plan shall activate the waterfront, improving resident and visitor experiences by increasing awareness of the Yard's role in the military history of the United States. Interpretive exhibits and signage provide an interactive richness and diversity of experience that adds to an understanding of the city as a special place. Through interpretive stories, the numerous current and future historical and cultural resources of the Navy Yard will be marketed and celebrated in a consistent fashion.

The destination value of the Yard will be enhanced through tourist-oriented guides and promotion.

Visitors and residents will be encouraged at the start of their visit to include more than one Navy Yard attraction in their visit. At the same time, parking and transportation options will become clearer, ensuring that the Yard is not overrun with visitor vehicles during peak visitor times and special events and putting a clear shuttle plan in place to substitute for limited public parking.

In summary, the goals of the Waterfront Activation Network Plan are embodied in four overall themes:

Clarity and Connectedness (of the Harborwalk)

At a very basic level, the Harborwalk must read as one entity and visitors must be clear of their location on the Harborwalk and within the Navy Yard. Efforts here include protecting and enhancing views, providing consistent signage and symbolism and providing clear and compelling land and water gateways to the Yard.



Throughout the Yard, signage and maps will orient visitors and inform them of other “discoveries” on the waterfront. This example shows the maps at University Park in Cambridge that offer a history of the site and help visitors get their bearings.



Identity (for Entire Navy Yard)

An often-heard comment is, “Every time the landscape changes in the Yard you feel like you shouldn’t be there again.” This is a result of conflicting images presented by the Yard—historic resource and visitor attraction, private residential community, medical office park. The Plan presented here provides a unifying identity for the entire yard. This identity is expressed as a story that can be read start to finish or as events that read as chapters. Either way, the identity has consistent graphics, markers, symbolism, and infrastructure.

There are conflicting images of the Yard. Interpretive signage such as this panel at Dry Dock 1 along with a visitor center at the National Historical Park contrasts sharply with other areas of the Yard such as this portion of the Harborwalk near Parris Landing that has no interpretive signage and feels more corporate and residential to the visitor.

Interest (for diverse audiences at varied times of the day and year)

The major visitor attraction in the Navy Yard is the *USS Constitution*, which draws one million visitors a year. Most come specifically to see the ship or they visit the National Historical Park as a stop on the Freedom Trail. This Plan seeks to attract multiple audiences throughout the entire Navy Yard:

- The larger Charlestown community —to ensure the waterfront is the larger neighborhood’s waterfront
- Residents of the region – to create a place to go within an hour’s drive for 2-3 hours on a weekend
- Tourists – to provide a compelling waterfront destination for out-of-town visitors



Freedom trail visitors to return for another visit as well as create a year-round waterfront amenity for local and regional residents.

Implementation (of physical and programmatic elements)

The Charlestown Navy Yard is perceived as being somewhat difficult to access and remote from the center of Boston. Coupled with the fact that the Harborwalk breaks at Building 114 in the Navy Yard before resuming along the Little Mystic, there are real challenges to implementing a Waterfront Activation Network Plan that creates a vibrant, active waterfront for multiple audiences. This Plan will only succeed with a practical, far-reaching implementation strategy involving many partners and funding sources. Implementation, described in Chapter 5, includes immediate actions and temporary uses and programming to jump-start the Plan.



A key component of the Plan is the formation of an organizational and programming entity that can coordinate and market events such as festivals, performances and markets. These programming efforts must work in parallel with “bricks and mortar” projects to create a vibrant waterfront and to create a market for other uses in the Navy Yard.

The Conceptual Plan: The Story Loops

The waterfront is 1-1/2 miles from Tudor Wharf to Building 114 in the Navy Yard. If one walks along the perimeter of every pier, that distance grows to almost three miles. A major challenge to creating a conceptual plan for the waterfront is to create an identity that can give visitors and residents choices in their waterfront experience. While some would choose to walk their dogs, stroll, or jog along the perimeter and the Harborwalk, others may wish to visit a few select historic sites or public destinations. The Waterfront Activation Network Plan seeks to provide alternative ways to experience the waterfront and the Navy Yard within one overall identity for the yard. This Conceptual Plan is called The Story Loops. The Plan is based on the recognition that the Yard comprises a large area and that the existing public realm of the Yard is really the street network that exists away from the Harborwalk—particularly First Avenue. The Story Loop concept divides the Yard into smaller story components and links them from First Avenue to the Harborwalk. The concept is composed of two elements: The Harborwalk and the Story Loops.

Public Destinations and Amenities

The goal of the Waterfront Activation Network Plan is to create major and minor public destinations and amenities all along the Charlestown Navy Yard waterfront. Creating a public plan that activates the entire waterfront will help even-out public use of the Yard, which currently concentrates in and around the National Historical Park and the *USS Constitution*. This network of destinations includes interior and

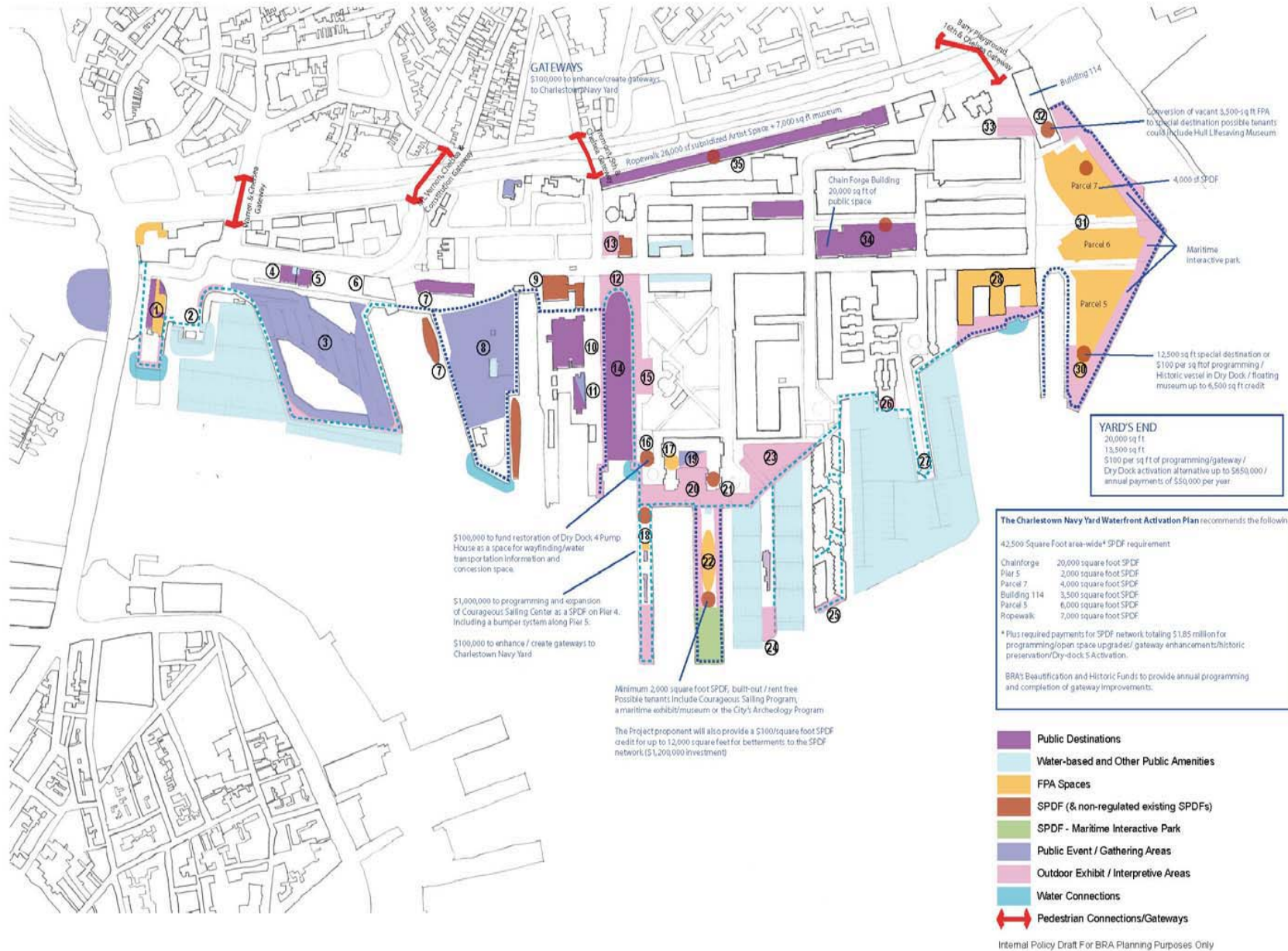
outdoor spaces that will attract a broad-based public on a year-round basis.

The public destinations plan shown here allocates space throughout each of the five Story Loops and indicates as specifically as possible what uses should be required and/or encouraged to achieve the potential of the Story Loop concept. This plan provides input into the specific requirements for Chapter 91 licensing that are outlined in the next section of the report. This list below highlights additional opportunities for public destinations –some short term, others longer-term upon parcel re-development, and still others temporary in nature. This list is keyed to the numbers on the map and photos/sketches:

Public Destinations Map Key

1. Tudor Wharf
2. Constitution Marina
3. Hoosac Pier and Constitution Plaza
4. 105 Constitution Road
5. CNY Visitor Information Center at Bunker Hill Pavilion, 55 Constitution Road
6. Hoosac Stores 1 and 2
7. CNY Visitor Center (proposed)
8. National Historical Park Pier and *USS Constitution/USS Cassin Young*
9. *USS Constitution* Museum
10. Riggers Loft, Building 24
11. Building 125
12. Foot of Dry Dock #2
13. Boston Marine Society
14. Dry Dock #2
15. Shipyard Park and Open Structure
16. Dry Dock #2 Pump House
17. Flagship Wharf - T Water Shuttle Waiting Area

(list continued on page 36)



Public Destinations Map Key

- 18. Pier 4/Courageous Sailing
- 19. Flagship Wharf Second Level Plaza
- 20. Flagship Wharf Harborwalk
- 21. Flagship Wharf FPA Space
- 22. Pier 5
- 23. Parris Landing Harborwalk
- 24. Pier 6 - The Tavern on the Water
- 25. Constellation Wharf
- 26. Shipways
- 27. Shipyard Quarters Marina
- 28. Parcel 4 - The Harborview Point
- 30. Yard’s End Parcel 5
- 31. Yard’s End Parcels 6 and 7
- 32. Building 114
- 33. Fifth Avenue and 16th Street
- 34. Chain Forge, Building 105
- 35. Rope Walk, Building 58

Chapter 91 requirements:

Chapter 91 Licensing requires that public access and enjoyment of the waterfront be preserved. As residential uses become more common on waterfront property, new measures must be taken to preserve public access and prevent privatization of the water’s edge. This Waterfront Activation Network Plan seeks to provide a vibrant public realm linked to public destinations along the Charlestown waterfront to support the unique amenity of the Navy Yard. Specific recommendations outlined in this chapter meet both the letter and the spirit of Chapter 91 at the Charlestown Waterfront:

- Uses acceptable for FPAs, SPDFs and other public destinations in each Story Loop (other than retail and restaurant that support the community);

- Guidelines for size requirements of FPA and SPDF spaces;
- Harborwalk design, amenities and programming.

The Harborwalk

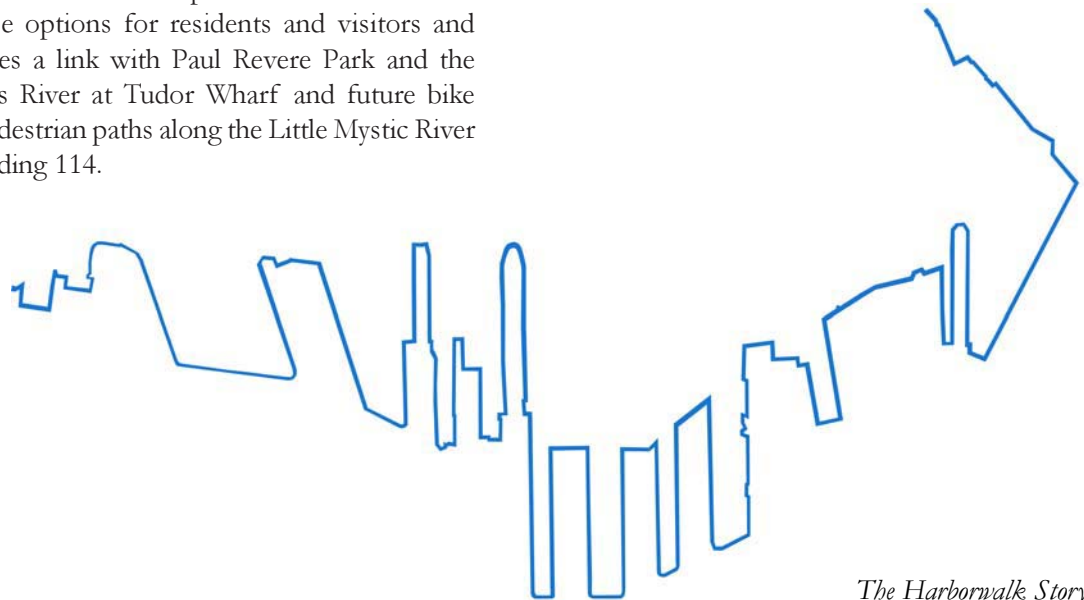
The Harborwalk presents one story within the Waterfront Activation Network Plan. When completed, the Harborwalk will provide almost three miles of waterfront experience from Tudor Wharf to Building 114. This experience provides interpretive elements regarding:

- The Navy Yard’s connection with the entire city;
- The Boston Harbor cleanup;
- The changing role of the harbor in history
- Critical views across the harbor and to Charlestown;
- The Navy Yard throughout its history.

The Harborwalk also provides recreation and exercise options for residents and visitors and provides a link with Paul Revere Park and the Charles River at Tudor Wharf and future bike and pedestrian paths along the Little Mystic River at Building 114.

The Story Loops

The second component of the Waterfront Activation Network Plan is comprised of the Story Loops. The loops are intended to create thematic areas within the yard and to provide choices for visitor and resident experiences. The loops are small enough to do in an afternoon – recognizing the fact that at some point in the future, there will be too many destinations to visit on any one day in the Yard. These loops offer the choice between the three-mile long future Harborwalk trail and smaller paths within the Yard. They give choices – one can go the long way or take a short loop: each is a rich experience and can be done independent of the other. They offer an experience within the larger Navy Yard experience. Each loop runs from the Harborwalk through the Yard to the perimeter wall at Chelsea Street and passes through the active public realm of First Avenue.



The Harborwalk Story

It should be stressed that these are *suggestions* for the stories. Upon further study and planning, the themes could change and coordination and collaboration with the National Park Service and Boston Landmarks Commission as well as other groups and agencies will be critical to fully developing the stories. What is important here is the organizational concept of the Waterfront Activation Network Plan. In addition, breaking down the Navy Yard experience into smaller components has the added benefit of allowing the themes to offer targeted opportunities for corporate and philanthropic sponsorship. This will be discussed more in Chapter 5 - Implementation. Below are details on the stories for each loop and how they fit the Navy Yard context.



Uses acceptable for FPAs, SPDFs and other public destinations in each Story Loop (other than retail and restaurants that support the community)

A list of acceptable uses for each Story Loop seeks to clarify the role of major and minor public destinations in the overall vibrancy and success of the waterfront. Some of these uses are outdoor destinations, others are possible FPAs and still others are recommended SPDFs for sites that are to be developed or redeveloped. In some Story Loops, such as Loop 1, there are no current redevelopment opportunities. In these cases, acceptable uses are listed to guide future redevelopment, if it occurs, and outdoor uses become critical in activating existing spaces along the waterfront. In all cases, these uses are intended to create layers of stories and spaces for varied destinations and interest areas that explore and reveal the Navy Yard over time.

Story Loop 1: Commerce and Trade

Story Loop 1 is composed of Tudor Wharf and Hoosac Pier. Within this loop lies a rich history of waterfront activity that was the backbone of Boston's commerce and trade in the nineteenth and early twentieth centuries. Hoosac Stores 1 & 2, owned by the National Park Service and officially part of the National Historical Park, are thought to be one of just a few surviving structures of their type along the entire Boston waterfront. These warehouses are compelling historic evidence of Boston's role in the industrial revolution. Hoosac Stores 1& 2, and the privately owned Hoosac Stores 3, along with the railroad right of way, are physical examples of the once thriving complex of docks, wharves, grain elevator, warehouses and related structures that comprised this portion of the Charlestown waterfront. This Story Loop offers opportunities to provide rich interpretive experiences related to commerce and trade in 19th and early 20th century Boston that also include the history of Frederick Tudor's rise as the "Ice King" and the strength and importance of the Fitchburg Railroad and Hoosac Tunnel. The area was also tied to the well-known red-ware potters of Charlestown and housed 17th and 18th pottery warehouses with kilns nearby. By the end of the 1800s, more than 50% of the freight (mostly grain and livestock) exported from the city was exported from Hoosac Docks. Today, there are other possible links to Boston's commerce and trade. Views of the Coast Guard base in the North End, the Logan Airport control tower, and of tankers coming and going in Boston Harbor all offer opportunities to tell the story of the role of the site, the Harbor, and the city in commerce and trade throughout Boston's history.



Public Destinations and Amenities

1: Tudor Wharf Exhibit and Signage

2: Constitution Marina

As a water-dependent use, the Constitution Marina has no FPA requirements. The Marina is leased by Massport to Bosport, the marina operator. Bosport is preliminarily proposing a small restaurant upon the watersheet at the southwest corner of the watersheet at the water's edge within the area used for the Marina and fairway closest to the rip rap edge. Requirements for permitting changes to the size of the Marina and/or uses on the site should include:

- Completion of the Harborwalk along the edge of the waterfront, connecting

the Residence Inn to Hoosac Pier Harborwalk;

- Addition of Harborwalk signs (could be done sooner with outside funding source);
- Sponsorship of major public art piece at Harborwalk on axis with main entrance to parking lot;
- Interpretive signage along the Harborwalk;
- Interpretive signage and displays in lobby and at exterior entrance of any new uses such as a floating restaurant.

3: Hoosac Pier and Constitution Plaza Office Buildings

Massport owns this site and leases these office buildings to National Development

(lease runs to the year 2061). Massport maintains the Harborwalk. These properties have no FPA spaces but there are temporary uses that would be appropriate in activating the waterfront here:

- Weekend use of the parking lot between the two office buildings and of the Harborwalk for a weekly public market or flea market, and as special event space to accommodate an annual Ice Festival.

In addition, enhancements to the Harborwalk should include:

- Wayfinding signage added to Harborwalk signs;
- Interpretive signage at areas with significant views of Bunker Hill Monument, *USS Constitution*, Logan Airport Control Tower;

This little-used section of the Harborwalk at Hoosac Pier and the adjacent office parking lot could be transformed into a vibrant public market on weekends.



- Sponsorship of major public art piece at Harborwalk on axis with main entrance to parking lot;
- Public art and bronze map of Navy Yard/Charlestown waterfront as Navy Yard and National Historical Park come into view to orient visitor and to offer an overview of Navy Yard offerings. Future redevelopment of buildings on the site should require:
 - SPDF that focuses on Commerce and Trade (see list of possible uses for each Story Loop destination later in this section).

4: 105 Constitution Road

This Massport-owned property is up for redevelopment with National Development being the new lease holder on the property. Office space is one of the proposed new uses for the property. In redevelopment of this property, it is suggested that there be:

- Provision of public restrooms (possibly accessible from the exterior of the building) for use during weekends (weekly public market or special public events).

5: Charlestown Navy Yard Visitor Information Center at Bunker Hill Pavilion, 55 Constitution Road

The Visitor Center is currently owned and operated by the National Park Service. The NPS plans to relocate the visitor center to Building 5 just inside Gate 1 of the Navy Yard with work beginning in 2006. It has been discussed that this building and site will be available for lease from the NPS after the center is relocated. While the NPS is not required to follow Chapter 91 licensing requirements, it is suggested that the following be considered if this site is redeveloped/leased:

- A non-profit tenant that can support the area as a visitor destination such as a trade and/or vocational school (ceramics, wood craftsmanship, etc.)
- Provision of public restrooms (possibly accessible from the exterior of the building) for use during weekends (weekly public market or special public events)

6: Hoosac Stores 1 & 2

The owner of the property, the National Park Service, issued a Request for Proposals (RFP) in 2004 for the reuse of the six story red brick warehouse building, and they continue to seek requests for development proposals. The Hoosac Store building was built in 1895 and was part of a bustling complex of warehouses, docks and wharves, where goods were stored before being transferred from steamships to trains bound to the American West. Overlooking the USS Constitution, the Hoosac Stores building could be successfully redeveloped as civic, hotel, cultural, or educational uses designed to provide activity and vitality to the west end of the Navy Yard.



Visitors to the Freedom Trail are blocked access to the Paul Revere landing marker located on the other side of this fence at the back of Hoosac Stores. It is recommended that the existing marker be moved and this barrier be removed to allow easier access.



A major sculpture or public art piece on axis with the main entrance to the Residence Inn and Hoosac Pier Parking areas could act as a powerful gateway to the waterfront. This sculpture for South Boston is an example of the scale of a piece that could be installed, with a commerce and trade theme, in Story Loop 1.

Re-development and occupancy of this building is suggested to include:

- Extensive interpretive signage and displays on the building exterior along the Harborwalk. Currently, a marker signifying Paul Revere's Landing is located behind Hoosac Stores along the closed section of Harborwalk that connects Hoosac Pier to the *USS Constitution*. When the Harborwalk reopens to the *USS Constitution* it would be desirable to move this marker and provide additional interpretive materials accentuating the view to Old North Church in the North End, between Hoosac Stores and the proposed new NPS Visitor Center in Building 5. This would allow better visibility from both the Harborwalk and the Freedom Trail.

The first of these will be listed by Story Loop and the second two will be revisited later in the chapter.

Uses acceptable for FPAs, SPDFs and other public destinations

SPDFs:

- Coast Guard and/or Homeland security exhibit focusing on the harbor and issues of security and protection throughout Boston's history
- Exhibit on the role of Boston in commerce and shipping from past through the present. A Massport collaboration is possible here with an exhibit on Boston's current port operations on the waterfront and on Logan Airport.

FPAs or other public destinations:

- Non-profit trade and craftsmanship schools that have a public exhibit, workshop, and/or lecture component. An example might be the North Bennet Street School which offers courses and public workshops in bookbinding, fine cabinetry, preservation carpentry and violin making and restoration as well as others. Trade and apprentice schools are a part of the Navy Yard's history and these uses were once housed in buildings 79 and 34.
- Floating restaurant at the Constitution Marina
- Pottery or ceramics center such as Mud Flat Studios in Somerville. This type of use would be open to the public on a membership basis and would build on previous uses and history on the site.
- Restaurant on the water that would provide visitors at this end of the waterfront an opportunity to rest and enjoy the views across the Harbor.

Story Loop 2: National Historical Park

The National Historical Park in the Charlestown Navy Yard is owned and managed by the National Park Service. Here, approximately one million visitors come each year to see the *USS Constitution*, the oldest commissioned ship in the US Navy. The Freedom Trail also passes through this section of the Navy Yard before turning through the gate and heading up to the Bunker Hill Monument. While

visitors to the USS Constitution don't appear to explore beyond the confines of the National Historical Park, this section of the Navy Yard clearly has the potential to act as the starting point for any visitor experience in the Yard. In the coming years, when the new Visitor Center opens in Building 5, there will be increased space and visibility for visitor orientation, not only for the Historical Park but for the entire Navy Yard. In addition, there are future leasing possibilities in the Yard and while it is outside the purview of this Plan to dictate management to the NPS, it is hoped that leasing decisions in buildings such as Building 125 and improvements to infrastructure will support more active public use and destinations along the waterfront. Stronger physical and programmatic connections are also a possibility here as the Plan develops and efforts are made to entice visitors to the rest of the Yard.

Public Destinations and Amenities

7: Charlestown Navy Yard Visitor Center (proposed) in Building 5

The NPS is proposing a new Navy Yard visitor center here which will include exhibits on the history of the entire Navy Yard, as well as a gift shop and tour maps and information. It is suggested that:



**Loop 2
National Historic Site**



- The visitor center should be transparent to both the Freedom Trail and Harborwalk sides of the building to provide a connection between the two walks.
- The visitor center be the starting point for walking tours throughout the entire Navy Yard.
- Audio tour guides, either on tapes or as cell-phone based guides, can be picked up or ordered here to begin entire Navy Yard self-guided tours or specific Story Loop tours.

8: National Historical Park Pier and USS Constitution/ USS Cassin Young sites

This area forms the core of the National Historical Park. The *USS Constitution* draws approximately 1 million visitors each year and the *USS Cassin Young* is also open to public visits. Much of the pier is an expanse of asphalt with a small concessions building located in the middle portion of the area. It is suggested that the concession area have higher visibility for visitors and that some sort of protective structure be added to shield visitors from the elements. The Harborwalk is not well defined in this area and should be constructed and signed to provide a clear pathway and interpretive signage for visitors. This pier is an ideal area for public gatherings and events/performances.

9: USS Constitution Museum

This museum acts as a gateway to the rest of the Navy Yard outside of the National Historical Park. Better signage at its exits, including a site map of the entire Navy Yard, can help direct visitors to other destinations along the waterfront.

10: Riggers Loft, Building 24

Currently leased by the US Navy for wooden boat repairs, the building is not open to the public. In the short-term, it is suggested that interpretive signage and photographs be provided that explain the activities that occur in the building, including previous repairs to the *USS Constitution*. In the future, it is suggested that provisions be made to open this building to public visits or viewing. This could be done by the use of openings in the building to allow visitors to see repair operations or perhaps a public catwalk system such as the kind used in facilities such as the International Yacht Restoration School (IYRS) on the Newport RI waterfront.

11: Building 125

This building has been used by the National Park Service to house an exhibit on the history of the entire Navy Yard. This exhibit, now closed, was open seasonally and attracted approximately 1500 people each year. When the visitor center moves to Building #5, the exhibit will be installed there and the Park Service will investigate leasing this building to a private user. Given its location along Dry Dock #2, this building would be an ideal location for a public destination or use that enhances the public's enjoyment of the waterfront and builds upon the history of the Navy Yard.

Uses acceptable for FPAs, SPDFs and other public destinations

This Story Loop is completely under the jurisdiction of the National Park Service and not subject to Chapter 91 licensing requirements. However, a strong network of destinations in the NHP serves not only this area but also benefits the entire Navy Yard. The following are some suggestions for uses in this area of the Navy Yard:

- Visitor information at Gate 1 on Constitution Road would provide visitor “passports” that would then be stamped at destinations and interpretive sites throughout the Navy Yard. Returning completed passports to a central site, such as a visitor center in Loop 3 or the USS Constitution Museum would earn the visitor a map or other souvenir of the visit;
- Interpretive signage and exhibit highlighting the British landing site for Bunker Hill (located near the *USS Constitution*);

Uses acceptable for FPAs, SPDFs and other public destinations (continued)

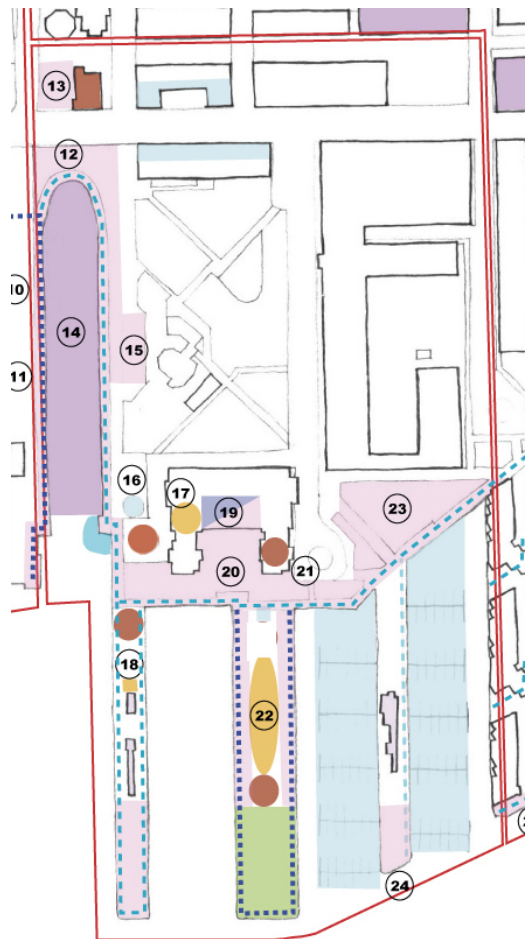
- Exhibit highlighting the history of the entire Navy Yard (located in the renovated building 5 visitor center);
- Dry Dock #1 leased for boat repairs...an opportunity for the public to see the dry dock work in action;
- Walkway at the end of Dry Dock #1 to connect to buildings along Baxter Road;
- Pier 3 to have water access to the Harbor Islands and workboat access as well;
- ICA Vita Brevis programming to continue.



The International Yacht Restoration School in Newport, RI has second story galleries in the main work building that allow the public to visit year-round and watch students at work on boat restoration. A similar arrangement could make the Riggers Loft, Building 24 or Building 125 accessible for public visits. Photo source: IYRS web site

Story Loop 3: Seamanship

This loop starts at the boundary of the National Historical Park at Dry Dock #2 and Fifth Street and continues through Shipyard Park and Piers 4, 5 and 6. A major piece of the waterfront in this Story Loop is Courageous Sailing – a non-profit sailing center that serves over 700 Boston children each year in its free sailing program. Located on Pier 4, Courageous Sailing’s program has been growing rapidly (15-20% in the past few years according to the director) and is space constrained. Courageous is also teamed with Save the Harbor/Save the Bay in an environmental summer youth program. They offer sailing three seasons of the year and have high-school and after-school sailing programs and would be



**Loop 3
Seamanship**



willing to expand lessons and demonstrations for the public to promote the seamanship theme of the Story Loop. Courageous also sees close ties with Story Loop 5.

Other components of this loop include Dry Dock #2 which is part of Shipyard Park and is owned by the BRA. The foot of the Dry Dock contains a large open space that can act as a gateway to the rest of the Yard from the National Historical Park. The pump house for Dry Dock #2 stands near the “T” water shuttle dock and waiting room and is currently vacant.

Public Destinations and Amenities

12: Foot of Dry Dock #2

Currently this area acts as the gateway from the National Historical Park to the remainder of the Navy Yard. As visitors leave the USS Constitution Museum and turn to continue on the Freedom Trail to Bunker Hill this area offers an opportunity to provide information about the entire Yard and to entice visitors to return another day to explore the waterfront. This plan suggests that the foot of Dry Dock #2 play host to a portion of an outdoor maritime interactive park.

13: Boston Marine Society

As the world’s oldest continuing sea captains’ association, the Boston Marine Society offers an opportunity for visitors to explore exhibits and records that chart the advocacy efforts of this association to support seamanship and to provide support for sea captains. The exterior area adjacent to the building could act as a

continuation of the maritime interactive park across the street at the foot of Dry Dock #2 while also informing the public of the Marine Society’s mission and exhibits, which could be featured in a new Navy Yard SPDF.

14: Dry Dock #2

This Dry Dock is not functioning but could serve as a protected water demonstration and learning center for public waterborne activities such as kayaking lessons, sailing demonstrations, and canoeing. It would also be an ideal location for SNUBA activities, which are a cross between snorkeling and SCUBA by which visitors might explore underwater exhibits related to historical Navy Yard activities (e.g. the degaussing station where ships were demagnetized with an assortment of submerged instruments). It could also become a location for public art exhibits or nighttime lighting displays to draw visitors.

15: Shipyard Park and related Open Structure

Shipyard Park is a two-acre open space that serves residents of the Navy Yard, uptown Charlestown and visitors. While its design is not conducive to large public gatherings, the open structure along Dry Dock #2 could serve as a type of Dry Dock activities center. It is envisioned that this structure could act as a seasonal center for kayak rentals, sailing demonstration registrations and other activities that would occur in the protected waters of the Dry Dock.

16: Dry Dock #2 Pump House

The former pump house has been used for exhibits in the past but currently remains vacant. Given the pump house’s location adjacent to the T water shuttle dock and to the foot of Dry

The foot of Dry Dock #2 is part of Shipyard Park and can serve as a compelling gateway to the Navy Yard. It is proposed that a Maritime Interactive Park be planned for the Yard with its components spread out in interior and exterior spaces along the waterfront to create a series of public destinations and activity centers. Envision knot tying stations, sail hoisting, virtual kayaking, and other interactive elements here at the Dry Dock.



The gems in the Marine Society’s collection could be made more available to the public through an outdoor exhibit and/or signage that explains the history of the Society and ties the Society’s mission to the seamanship theme of Story Loop #3.



Shipyard Park structure



Dock #2 (and the gateway from the National Historical Site to the rest of the Navy Yard) and its visibility from the entrance/exit to the NHP, the pump house could serve as an ideal visitor booth and concession stand. Similar to the role of the Hood milk bottle on Fort Point Channel, this small building could offer snacks, drinks and visitor orientation and maps for Navy Yard visitors. It would also help to mark the water gateway to the Navy Yard from the T water shuttle stop.

17: Flagship Wharf – T Water Shuttle Waiting Area

This 500 square foot indoor shuttle waiting area is a welcome shelter in inclement weather but it is poorly signed and lacks amenities as basic as seating. The waiting area should also have better exterior signage at the building and at the T shuttle dock, and it should provide a signaling system to alert passengers to the water shuttle's arrival. The waiting room should also house exhibit space, particularly involving the role of the Harbor in providing transportation throughout its history.

18: Pier 4/Courageous Sailing

Pier 4 is part of Shipyard Park and houses the non-profit Courageous Sailing Center. Supported by the City of Boston's Parks and Recreation Department, Courageous Sailing is a destination for the youth and adults who are members of the center and the organization is water-dependent. However, the Sailing Center could use additional signage about the organization's history, mission and future plans. The environmental partnership between Courageous and Save the Harbor/Save the Bay is also a hidden component of the role of these two organizations and the environmental education and programming could have a greater public visibility at this site and in Story Loop 5: The Environment.

19: Flagship Wharf Second Level Public Plaza

This public plaza was provided as part of the Chapter 91 licensing agreement for Flagship wharf. However, its remote location and small signage discourage public use. It is suggested that interpretive signage and better public access signs be provided to make this a true public area.

20: Flagship Wharf Harborwalk

The Harborwalk in front of Flagship Wharf could provide space for a component of the maritime interactive park that can string along the waterfront throughout the Navy Yard. The Seamanship theme of Story Loop 3 can continue with exterior sculpture exhibits and interactive displays that include knot-tying, sailing, hoisting, and binocular stations to identify ships in the harbor and other activities and learning experiences for the public.



The protected waters of the Dry Dock could make an ideal environment for kayaking lessons and public sailing demonstrations provided by Courageous Sailing instructors. A collaborative venture with the Island Alliance might allow that organization's more advanced kayaking trips to start day-long adventures from this point.



21: Flagship FPA Space

Currently Historic Seaport/Schools for Children, Inc. occupies 2500 square feet in Flagship Wharf (this was supposed to be part of a 3000 square foot shuttle waiting area that was reduced to 500 square feet with the remainder going to the organization for a minimum of ten years which ended on September 11, 2005). The offices housing Historic Seaport/Schools for Children does not serve as a public destination along the waterfront. It is suggested that this space be converted to a SPDF or FPA-type destination if and when the organization vacates the space. The BRA should work with this non-profit to find them an appropriate location within the Navy Yard. The waterside of Flagship Wharf is occupied by privatized spaces and does not contribute to enhancing public access and enjoyment of the waterfront.

22: Pier 5

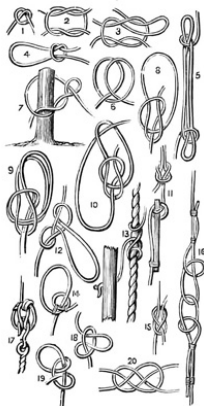
The Charlestown Navy Yard Master Plan recommended residential use on this currently vacant and inaccessible pier. The approved Harborpark Plan allows residential use on Pier 5 with the provision that no less than 50% of the ground floor be dedicated to Facilities of Public Accommodation including to an extent deemed appropriate in accordance to Requirement 8, special public destination facilities. Although residential uses are not allowed on the ground floor they are permitted on the second floor provided that they are accompanied by a commensurate increase in one or a combination of public open space, building setbacks, interior facilities of public accommodation, or water-based public activities. Based upon the proposed residential use on Pier 5, the City is required to revise the Harborpark Plan to include a network of special public destination facilities within the interior spaces along the Charlestown Navy Yard waterfront. The



By dispersing public destinations and interactive elements along the entire Navy Yard waterfront, public activation of the Harborwalk is less dependent on one large public use and can be more realistically achieved through smaller venues and exhibits such as a “safety suit station” and ship identification charts and exhibits with binoculars.



The SPDF space at Pier 5 should embody the seamanship theme of Story Loop #3 and could provide opportunities to explore the rules and challenges of sailing the seas. A new implementing entity in the Navy Yard would work to develop the themes of the exhibits and to attract major sponsors.



Knot tying stations, sculptures and interactive flags, signal and ship identification games can be used along the entire length of the Harborwalk to activate the waterfront and to create a market for complementary indoor uses in FPAs and SPDFs.

quantity of the aggregate special destination facilities is based on the gross square feet of residential use proposed on Pier 5.

The current development proposal for Pier 5 includes 89 residences, and no less than 75% of the ground floor dedicated to facilities of public accommodation, a bed and breakfast and café and special public destination facilities. The project will extend Harborwalk along Pier 5 to new open space. The exterior space will be designed and programmed as an Interactive Martime Park as suggested by this Plan.

Pier 5 benefits from its adjacency to a well used segment of Harborwalk and being located between two piers that contain very active public uses, including the MBTA water transportation terminal, Courageous Sailing Center, and the Tavern on the Water.

23: Parris Landing Harborwalk

This space, similar to the Harborwalk in front of Flagship Wharf, has sufficient space to house components of a maritime interactive park.

24: Pier 6

This pier is currently home to the popular restaurant Tavern on the Water and to seating and interpretive displays at the end of the pier. The views across the Harbor (including a view to the entrance of the New Convention Center in South Boston) are extraordinary and provide an ideal opportunity to develop the pier end as a public destination. A graphic light feature such as a large-scale structure displaying each Pier's number would be especially stunning at Pier 6, which is highly visible from McKay's Clippership docks, East Boston, and Boston Harbor.

Uses acceptable for FPAs, SPDFs and other public destinations

- Courageous Sailing – proposed expansion with 7200 SF boathouse on two levels (classrooms, boat space, offices). The portion of this expansion that provides interpretive exhibits, public uses and sailing demonstrations would be considered a SPDF; classroom space, offices, and boat storage would not be included in public destination space but is supporting a water-dependent use.
- Visitor and orientation center for the entire Navy Yard providing:
 - Map (perhaps as bronze sculpture or an image board) of the Entire Yard with all public destinations and Story Loops marked);
 - Self-guided tour brochures and tour tapes rentals;
 - Brochures on Navy Yard attractions;
 - Interpretive history exhibits;



With spectacular views across the harbor, Pier 6 offers an ideal opportunity to connect the history of the Navy Yard with Boston Harbor. Signage such as that pictured above can point out landmarks of past and present.



- o Possible concession space for souvenirs, snacks and drinks;
- o Sale of water shuttle tickets, tickets for other cultural and tourist venues (aquarium, deer island tours, ICA, Kennedy Library, etc.);
- o Information on special events and transportation/parking.
- Maritime Interactive Park with the following uses/spaces (some of these should be outdoor spaces along the Harborwalk but others should be indoors):
 - o Sail hoisting,
 - o Knot tying stations,
 - o Nautical chart reading,
 - o Binocular stations,
 - o Signal flag identification stations,
 - o Kayaking lessons, and
 - o Sailing demonstrations.
- Model ship exhibit space and retail shop. A partnership with a university or organization that has a collection of model ships could make this destination possible. The USS Constitution Museum Model Shipwright Guild exhibit is one example of the type of exhibit that could be permanently displayed in SPDF space in this Story Loop. MIT also has a collection of ship models. Private retail galleries that might consider an annex or Charlestown extension include the American Marine Model Gallery in Salem and Boston's own Lannan Ship Model Gallery.

FPAs and other public destinations:

- Restaurants
- Reception and special event/function spaces
- Bed and Breakfast

Outdoor spaces:

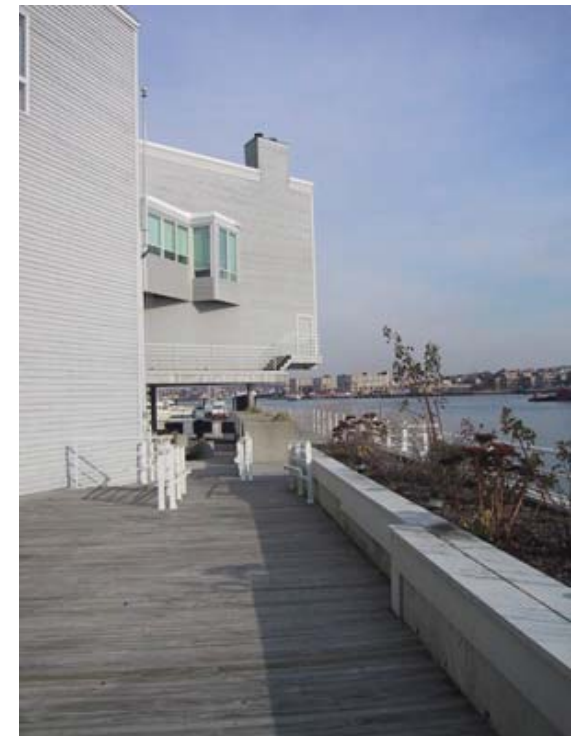
- Public demonstrations of sailing principles
- Kayaking and canoeing opportunities in Dry Dock #2;
- SNUBA (a cross between snorkeling and SCUBA) in Dry Dock #2
- Boston Marine Society expansion of exhibit space and signage to outdoor space adjacent to building
- Maritime interactive park spaces with uses and exhibits as outlined above under SPDFs.
- Public gathering space with electrical, water and data hookups and event lighting.

Story Loop 4: Maritime Technology and Science

This loop encompasses two of the last remaining vacant buildings in the Yard and these buildings have great historical significance for the role the Navy Yard played in maritime technological advances. The Chain Forge and the Rope Walk provide opportunities to incorporate interpretive experiences in this Story Loop regarding the making of rope for the US Navy and the innovative



The public viewing signs are either too small or are placed in areas that aren't immediately apparent to visitors.



patents received for forging nautical chain. As well, Parcel 4, with its planned (but of currently undetermined use) FPA space is also in this loop. Dry Dock #5 forms the boundary of the loop and offers possible future opportunities for visiting ships and perhaps a permanent ship museum.

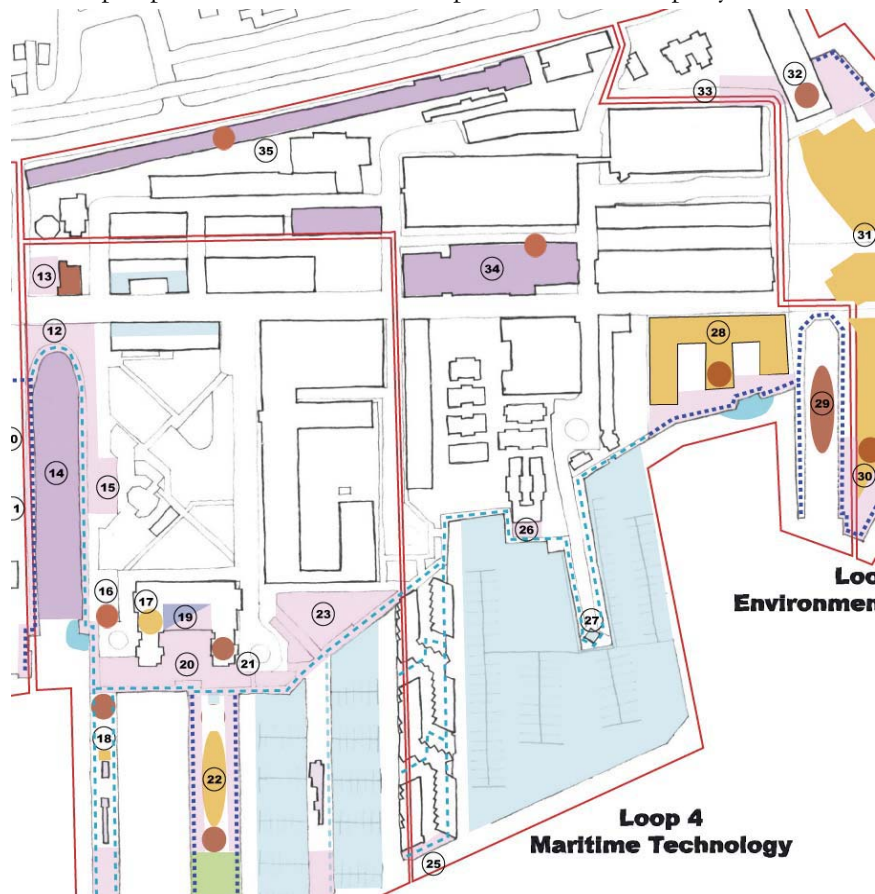
Public Destinations and Amenities

25: Constellation Wharf

The Harborwalk and public viewing area at the end of the wharf have a minimal amount of signage and are difficult to locate. The message sent from this area is “private, don’t enter.” Better signage and pavement markings are needed to inform the public of the spectacular views from the end of the pier.

26: Shipways

The area of public easement around Shipways Condominiums includes the historic Shipways. Currently, the Shipways lacks interpretive signage and exhibits to explain the importance of this area to ship building and launching during the heyday of the Navy Yard. Bronze ship sculptures here could help explain the innovation and operation of the Shipways.



27: Shipyard Quarters Marina

The Marina is the second-largest marina in the City of Boston. Currently the pier is used mostly for marina activities and parking. Because parking lots can disrupt the continuity of the Harborwalk, a clear pathway should be marked as Harborwalk for public access.

28: Parcel 4/Harborview Point

The BRA approved the construction of a 425,000-SF residential development known as Harborview Point on Parcel 4, which should be completed in 2007. In addition to housing 224 residential condominium units, the new development will add nearly 40,000-SF of ground floor retail and restaurants uses which will help to activate the Navy Yard by serving visitors and residents alike. The development also includes 92,500-SF of structured parking for 340 spaces. Additionally, 1.3 acres of open space will enhance the public realm. In addition, over 550 feet of Harborwalk with pedestrian amenities such as benches, lighting, and landscaping will enhance the public realm. This represents a major challenge because the findings of a BRA-commissioned retail demand analysis indicate that there is not a strong retail market in this location. While it is not the pervue of this Plan, it is recommended that incentives be offered to the project proponent to re-allocate FPA

space to SPDF space in return for a negotiated reduction in overall ground floor public space. A SPDF in this location would help the creation of a network of public destinations on the waterfront to generate the foot traffic necessary to support public uses in this location. Thoughts on this exchange of FPA for SPDF space are given in the next section.

29: Dry Dock #5

Dry Dock #5 is in disrepair and its future is uncertain. Given the Dry Dock's strategic location at Yard's End and its unique character, it is suggested that this area be included in Story Loop #4 and be a highlight of the maritime technology and



Parking is currently the primary use of this Shipyard Quarters pier.



Dry Dock 5 currently exists as under-utilized space.

science theme of this area. The Dry Dock could be a major docking area for both permanent and visiting vessels and it can serve to draw the public to this now-remote end of the Navy Yard. The Dry Dock's proximity adjacent to potential public gathering and open space in future development at Parcel 5 fits well with the development of this area as a major destination in the Navy Yard.

34: Chain Forge, Building 105

Reuse of this vacant building is being planned by the BRA but faces large obstacles including environmental cleanup. The National Park Service is in possession of the chain forge equipment and enough historical artifacts exist to prepare a full exhibit on the technology advances made in this building. A special public destination facility (SPDF) here would support the Story Loop 4 theme of technology and science and the BRA supports the public use of approximately 20,000 SF of space in this structure for a museum and exhibit space.

35: Rope Walk, Building 58

The BRA is currently working on a grant to use this building for possible incubator space, including artist studios. The unique nature of the Rope Walk makes it an ideal candidate for a special public destination facility (SPDF) that ties current uses to the building's historic role in the Yard's rope making operations. The BRA has earmarked approximately 7,000 SF in this building for a possible museum.

Uses acceptable for FPAs, SPDFs and other public destinations

SPDFs:

- A Maritime Technology and Science Discovery Center that provides:
 - Ship tracking stations for traffic in the harbor,
 - Ship/boat identification exhibits and binocular stations,
 - Navigation systems from sextants to GPS;
- Peabody-Essex Museum annex;
- Ship building and/or repair school such as one modeled after:
 - on scale and model of IYRS in Newport, RI,
 - Lowell Boat works in Merrimack Valley,
 - Hull Lifesaving Museum;
- Ship models display/store;
- Sail loft;
- Artist in residency program in Chain Forge and/or Rope Walk Buildings (managed by ICA or other arts institution);
- Ship and boat museums including permanent and temporary docking facilities:
 - Warships, tugboats, sailing vessels, lobster boats and other fishing vessels.

FPAs and other public destinations:

- Bunker Hill Community College.

Outdoor spaces:

- Harborwalk interactive sculpture that explores the Story Loop theme.

Story Loop 5: The Environment

At the end of the Navy Yard stands Yard's End, a compelling site with great visibility both from and of Boston Harbor. This Story Loop encompasses Yard's End and Building 114 and offers opportunities for strong connections to the cleanup of Boston Harbor. The Harbor is the major destination here, along with public space and destinations that will be required of future development on parcels 5, 6 and 7. Possible shuttle connections to Deer Island and the Boston Harbor Islands can link environmental programming to projects and sites across the Harbor.



Parcels 4 and 5 in the Charlestown Navy Yard.

*Public Destinations and Amenities***30: Yard's End Parcels 5 and 6/Spaulding Rehabilitation Facility**

It is estimated that development on these parcels would require 35,000 square feet of FPA space on the ground floor. It is suggested that a portion of this be required to be SPDF space to help create the necklace of destinations along the waterfront. This parcel is also in a key location to host a signature construction of some kind that draws attention to the waterfront and creates a design statement at the Head of the Harbor.

31: Yard's End Parcel 7

This parcel would be required to provide approximately 61,000 square feet of FPA space if developed under current Navy Yard zoning. Again, required FPA space could be renegotiated to include some SPDF space at this remote end of the Yard.

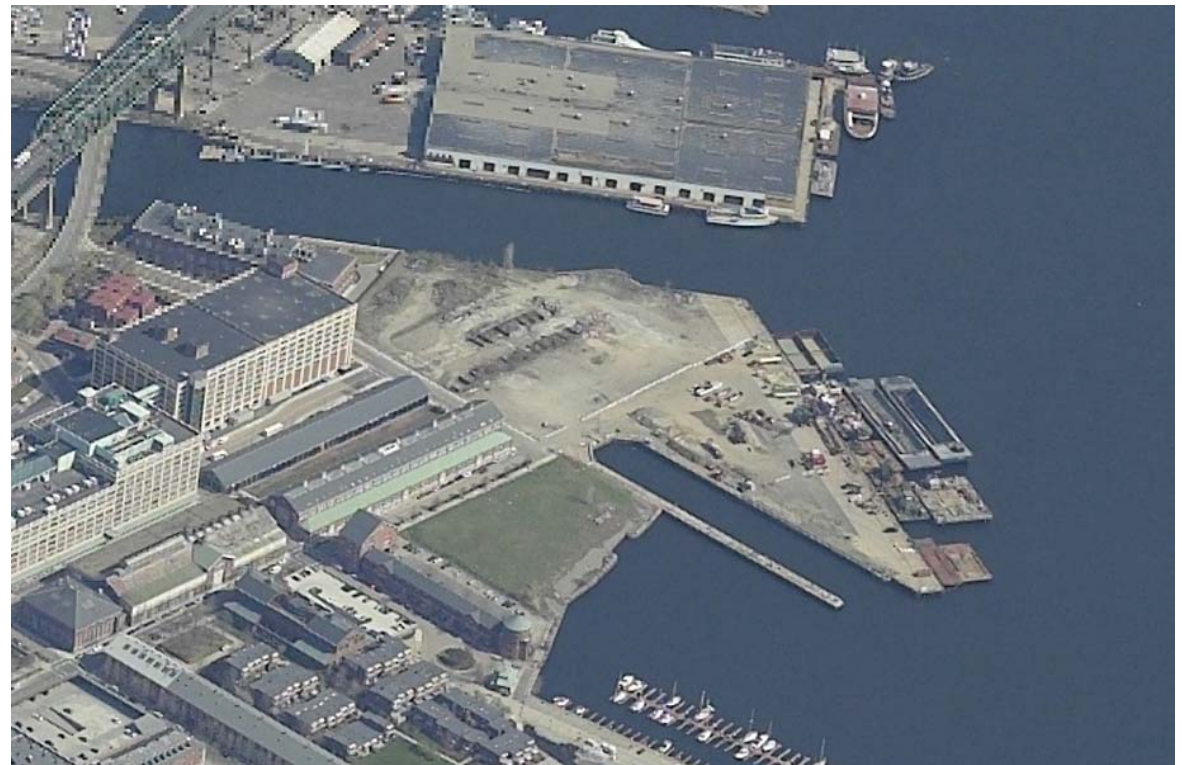
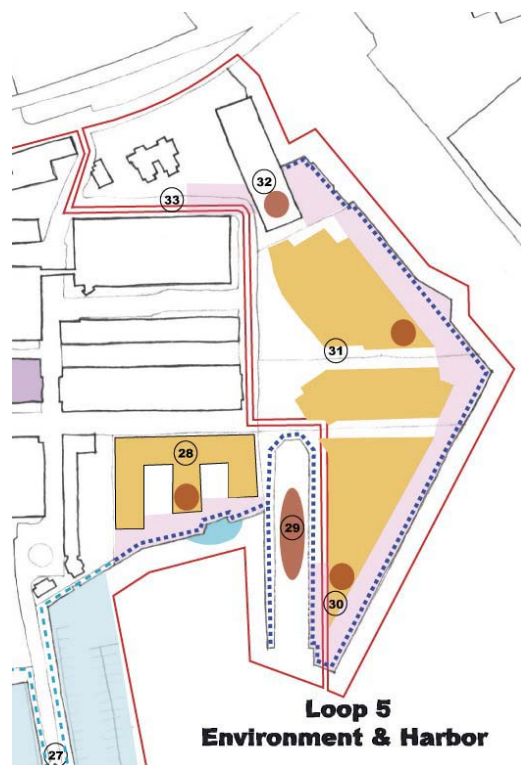
32: Building 114

Required FPA space in the building is vacant, but the building itself features public bathrooms, an outdoor Bandsaw exhibit and indoor interpretive exhibit. These amenities make this an ideal

location for SPDF development, and the empty FPA space could be converted to a SPDF designation and filled accordingly.

33: Fifth Avenue and 16th Street

This area is a transition area from the Harborwalk to the historic area of the Navy Yard, including the Rope Walk and Chain Forge buildings. Interpretive signage and public art should be included in this area to direct visitors to other Navy Yard sites of interest that are remote from the waterfront.



36: Chelsea Street Connection to Ryan Playground

A new connection across Chelsea Street that welcomes Charlestown residents to the Navy Yard and encourages Navy Yard visitors to explore other Charlestown amenities along the waterfront should be developed here to tie the environmental theme of Loop 5 to the outdoor, recreational environment of neighboring Ryan Playground.

Uses acceptable for FPAs, SPDFs and other public destinations

SPDFs:

- Harbor/Environment Discovery Center with the following possible spaces/uses:
 - Interactive displays and exhibits on unique features of the Harbor's geology and marine ecology
 - Weather watch station
- Space for Save the Harbor/Save the Bay environmental partnership with Courageous Sailing: fishing program, water quality monitoring...all happening in a more public way with signage and public participation stations, harbor cleanup
- Space for non-profit advanced marine biology and aquaculture research and development activities with possibilities for annexes or extensions of the following organizations and institutions:
 - Woods Hole Oceanographic Institute
 - Boston Science Museum
 - New England Aquarium
 - New Bedford Whaling Museum

FPAs and other public destinations:

- Signature restaurant/catering hall and event space with water views (unlike any other space currently found in Boston)
- Bunker Hill Community College extension and continuing education
- Lobster/fishing trips
- Sailboat rides

Outdoor spaces:

- Flexible open space that can be used for recreation as well as for public festivals and performances. Space to be provided with electrical, water and data hookups.
- Interior space for storage for arts and performance groups using adjacent outdoor space
- Spray pond with ice skating in the winter
- Docking space and shuttle connection to Deer Island and Boston Harbor Islands with interpretive displays on Harbor cleanup efforts and results
- Recreational uses (including skating and a summer spray pond) that link uses to Ryan Playground north of the Tobin Bridge.

Requirements for Story Loops, SPDFs and FPAS

Each Story Loop in the Navy Yard should contain:

- Harborwalk creation, marking and signage
- Major destination (SPDFs, FPAs)
- Minor destinations
- Public restrooms
- Food and dining opportunities
- Seating and dining furniture (for brown baggers)
- Interpretive signage, exhibits, public art
- Shuttle stop/service (water and/or land)
- Gateway markings
- Identifying icons for loops (in signs and maps)
- Self-guided tours

In addition, two levels of requirements exist for development and improvements (requirements for each can be found on page 61):

Level One (mandatory for all)

- Harborwalk
- Special consideration for cultural, educational, non-profit uses that create destinations in the Yard (space build-out and/or free or subsidized rent)
- Public restrooms, seating, dining furniture
- Interpretive signage, wayfinding
- Shuttle service support (land and/or water for weekends and special events)

Level Two (a minimum to be provided based on project particulars)

- Selected public art opportunities
- Maritime Interactive Park Elements
- Support for public gathering and event spaces (electrical, water and data hookups)
- Additional interpretive signage and wayfinding
- Other (CNY gateway improvements, marketing support, etc.)

The Harborwalk: A Vibrant Waterfront Trail

Currently, the Charlestown Harborwalk suffers from lack of clarity and connection between points of interest along the waterfront. While interpretive signage is offered at select locations, the great majority of the Navy Yard Harborwalk is devoid of consistent signage and wayfinding assistance, and lacks links back to Navy Yard history. The Waterfront Activation Network Plan proposes that the Harborwalk be a compelling path, both real and imagined, that moves along the waterfront to let people experience the past, present, and future in many ways. As it weaves through the five Story Loops, the Harborwalk highlights a series of “discoveries” along the waterfront, which the transient visitor might read as chapters of the waterfront’s story. As the connecting spine to the Loops, the Harborwalk itself reads as a “volume” existing as one part of a series that winds through Boston’s waterfront neighborhoods. To act as this interpretive spine or “volume,” the Harborwalk should provide multiple kinds of experiences, or lenses, for diverse audiences that offer visitors and residents views onto distant histories, current context and everything in between. Interpretive signage, public art and public destinations are the vehicles by which visitors may explore layers of waterfront and Navy Yard experiences including lenses on the maritime, industrial, military, political, economic, social and scientific.

Harborwalk Clarity and Connectedness

To achieve Harborwalk clarity, it is proposed that the existing Harborwalk signs be adapted to include a wayfinding addition at the bottom of the sign. Temporary signage is also recommended. In this way, pedestrians will know where they are and where they are heading. Enhanced pavement markings are also recommended. These signs and markings are illustrated and described in the section on signage found later in this chapter. Connectedness should be improved by enhancing visual connections and corridors with binocular stations and signature structures that signal the locations of major destinations along the path.

Elements of the Harborwalk

In addition to signage and pavement markings, the Harborwalk will consistently need public amenities to make it user-friendly and to encourage use by residents and visitors alike. These should be supplemented by routine maintenance to keep the path welcoming and pleasant, especially during winter months when snow must be plowed and the benches cleared. The amenities that should be provided along the Harborwalk include:

- Seating options
- Picnic Benches
- Interpretive signage

- Binoculars at viewing stations with signage
- Plantings
- Trash receptacles and mutt mitt stations for dog owners
- Heated outdoor spaces at buildings along the Harborwalk
- Shade and wind shelters
- Strong focal features at the end of every pier (public art is one possibility)



The existing Flags at Sea signage at the Navy Yard could be expanded to include interactive signage and identification games for Harborwalk visitors. Photo source: The Boston Harbor Association (TBHA)]

Chapter 91 Licensing Guidelines

Guidelines for size requirements and qualities of a SPDF and FPA network in the Navy Yard (for undeveloped parcels)

Currently, 34,000 square feet of SPDF is required in the Navy Yard. The unlikelihood of filling the 34,000 square foot SPDF occupancy at one site with a major public tenant is confirmed by a number of factors influenced by market and site conditions. As pointed out earlier in this document, the Charlestown Navy Yard is a somewhat remote waterfront site in Boston and the Harborwalk currently dead ends at the far end of the yard. The Navy Yard is also remote from the remainder of the Charlestown neighborhood, cut off by Chelsea Street, disparate land uses, the Tobin Bridge overpass and the brick wall surrounding the Yard. Given the limited number of residential units and offices within the Yard, as well as the current lack of a public destination cluster, there is no clear market for a single large SPDF of 34,000 square feet. However, it is clear from the assessment of existing public destinations and amenities that the market can grow for public uses in the Yard, and this Plan presents the strategy for this to occur. A key component of this strategy is to require an equivalent amount of SPDF space and some programmed outdoor exhibit space dispersed throughout the remaining Navy Yard development parcels to ensure a continuous waterfront trail of destinations –SPDFs that are realistic in size and achievable for current and projected market demand and context.

To determine an appropriate range of acceptable SPDF sizes in this network of public destinations, existing public destinations and unique spaces along the entire Boston waterfront were surveyed. SPDF-like spaces range from the Pilot House exhibit in the North End, at less than 500 square feet, to the proposed 1000 square foot Coast Guard exhibit at Battery Wharf to the 57,000 square foot IMAX theater at the New England Aquarium. The Aquarium itself is a major public destination at 108,000 square feet.

Within the Navy Yard, the major public destinations are the USS Constitution Museum, the Constitution Museum, the USS Cassin Young and potentially, the Boston Marine Society. These destinations are all clustered at the National Historical Site; moving northeast from Dry Dock #2, no public destinations serve to activate the waterfront. Courageous Sailing is a destination and water dependent use at Pier 4 but serves mostly members and is not open to public boat rental and activities.

The 34,000 square feet of required SPDF space, if dispersed along the waterfront from the last public destinations of the Constitution Museum and Boston Marine Society (by Dry Dock #2) to Yard's End, could be broken into up to six smaller pieces that would create a “necklace” of destinations through the remainder of the yard, balancing somewhat the heavy emphasis on visitors and interpretation that exists



The New England Aquarium downtown is an example of a large special public destination.



The Pilot House exhibit is an example of how even smaller spaces can become special destinations.

in the western half of the Yard. In reality, SPDFs of 500-1000 square feet may make sense occasionally in well-trafficked areas but it appears that a minimum size of approximately 2000-6000 square feet should be the goal for Navy Yard destinations in order to obtain the exhibit space and/or public uses that will draw people to the waterfront.

To summarize these recommended requirements, the chart below looks at the development parcels in the Yard and shows current estimated FPA requirements based on build-out under HarborPark Zoning:

<u>Parcel</u>	<u>Total estimated development</u>	<u>SPDF/FPA portion</u>
Pier 5	application – 170,800 SF	34,000 SF SPDF/FPA
Parcel 4 - Harborview Point	under construction	40,995 SF FPA
Parcel 5	no current plans – 175,000 SF (est.)	35,000 SF FPA
Parcels 6 & 7 - Spaulding	approximately 305,000 SF (est)	61,000 SF FPA
Totals		170,995 SF

Total public destination space of: 170,995 square feet of FPA space on all remaining development parcels. Of this total, 34,000 square feet is required to be SPDF-quality.

This Plan is charged by the Commonwealth of Massachusetts to develop a network of SPDF space throughout the Charlestown Navy Yard waterfront. Allocating some of the 34,000 SF of required SPDF space throughout all of the remaining development parcels (not including Parcel 4 - Harborview Point which is close to completion) supports the Story Loop concept by achieving the goal of activating the entire Navy Yard waterfront with compelling and unique destinations. Below is detailed description of recommended SPDF/FPA requirements for remaining development as well as a map showing recommended SPDF locations/sizes and outdoor spaces.

In the following recommendations, the allocated SPDF requirements are outlined and guidelines are given for additional monetary contributions for the support and development of an Interactive Maritime Park and SPDF network on open space on the Harborwalk or adjacent to the Harborwalk on the development parcel in question, or at specified locations (shown on page 56). As this Interactive Maritime Park is developed, dedicated indoor space (either FPA or SPDF) becomes even more necessary to provide year-round spaces and activities that complement the outdoor exhibits. Thoughtful development of this outdoor network is seen as a very visible complement to the interior space and a critical component of creating a market for public uses in the Yard.

The recommended sizes were determined by reviewing existing SPDFs and SPDF-type spaces along the waterfront and in the City of Boston and an FPA study on commercial demand. These sizes and quality/location requirements were also determined with the following criteria in mind:

- Ideally, there should be a SPDF at the end of every pier in the Navy Yard (either interior space, Maritime Interactive exterior park space, or both).
- SPDFs should be located at intervals that allow visual continuity from one public destination to the next.
- Smaller SPDFs create a powerful network when clustered with other smaller SPDFs to create a network that supports the Story Loops.
- A SPDF need not be a large, freestanding cultural facility. It could be a small exhibit or public use that is tied to a network of exhibits so the entire network becomes a destination or a use that is unique or site-specific enough to appeal to a wide audience and activate the waterfront as a destination.
- Additional monetary provisions should be allocated to existing open space on the Harborwalk or adjacent to the Harborwalk to activate areas of the Yard that currently have no public destinations.

These specific areas where SPDF improvements can be provided are:

- The expansion of Courageous Sailing.
- The foot of Dry Dock #2 which acts as a gateway from the National Historical Site to the rest of the Navy Yard
- Dry Dock #2 Pump House
- The grade change and connection from Chelsea Street to the Harborwalk at the Little Mystic and Ryan Street Playground connections
- The pedestrian tunnel and walkway across Chelsea street to uptown Charlestown neighborhood
- Dry Dock #5 watersheet activation with historic vessel/floating museum



These guidelines are intended to create an interpretive network of public spaces that creates a unified sense of place at the Charlestown waterfront and connects that waterfront back to the Charlestown neighborhood and to the City of Boston.

SPDF Requirements

Project proponents must provide all SPDF space built-out and rent free, including utilities, for the duration of the Chapter 91 license.

Pier 5

Uses: Seamanship exhibit, interior and exterior Interactive Maritime Park

Location/Quality: primary - end of pier in building, secondary - foot of pier in building. Also along Harborwalk and end of pier

SPDF Goal: 2,000 square feet

A minimum of 2,000 SF is required to be at the end of Pier 5. This space could be available to Courageous Sailing or the City's Archeology program provided it is managed as a public facility with basic SPDF amenities including bathrooms and interpretive signage or for another SPDF use.

Additional funds of \$1.2 million will be contributed to enhance the Interactive Maritime Park and open space network, which will be used for the following:

- \$100,000 to a fund to restore Dry Dock #2 Pump House as a space for visitor information, concessions, and transportation information.
- \$100,000 to enhance Chelsea Street gateways to the Navy Yard through the provision of public art and interpretive signage and wayfinding.
- \$1 million to support existing cultural anchors and the overall Navy Yard SPDF network and programing. This can include support for the creation of an Interactive Maritime Park along the waterfront.

Parcel 4 / Harborview Point

Uses: Maritime Technology & Science exhibit (interior space only)

Location/Quality: interior of building along the Harborwalk

Current SPDF requirement: none

To encourage SPDF uses along the entire waterfront in efforts to build a strong public waterfront network, it is recommended that changes be made to the regulations requiring the provision of FPA space. It is recommended that the project proponent may have the option, in this project, to convert up to the total required FPA space to SPDF space. The project proponent would be allowed to reduce the total public space provided on the ground floor by a negotiated percentage (the recommended maximum is 50%). For example, if a 50 % reduction in public space would be allowed, the project

proponent would provide the remaining space as a SPDF. No additional FPA space would be required. The SPDF space must be provided built-out and rent and utility free for the duration of the Chapter 91 license. It is also recommended that to take advantage of this public space reduction, the project proponent must provide a minimum of 8,000 SF of SPDF for a single use/tenant. All FPA and SPDF space must be provided along the Harborwalk. This option, while not under the purview of this Waterfront Activation Network Plan, is recommended as an incentive for developers to work closely with the City of Boston and a possible Navy Yard Partnership to identify suitable SPDF tenants and uses for waterfront development.

Parcel 5

Uses: Environment and the Harbor exhibit, maritime interactive park, trade school, university continuing education facility or extension school, performing arts, public function or signature public space, yacht or boat restoration school/facility

Location/Quality: primary – along Dry Dock #5 and at the Head of the Harbor

SPDF Goal: 6,000 square feet

In addition to SPDF space, outdoor public gathering and event space will be provided along the remainder of Dry Dock #5 and along the Harborwalk. \$650,000 and any additional annual subsidy payments required by the Department of Environmental Protection for extended license terms would support the creation of an Interactive Maritime Park in the following ways:

- Funds for Dry Dock #5 activation in the form of support for a historic vessel/floating museum..
- Funds to enhance Chelsea Street gateways to the Navy Yard through the provision of public art and interpretive signage and wayfinding.
- Funds to support the overall Navy Yard SPDF network and programing. This can include support for the creation of an Interactive Maritime Park along the waterfront.

SPDF space must be provided at the end of Parcel 5 at the Head of the Harbor and along Dry Dock #5.

Parcel 6/Spaulding Rehabilitation Facility

Uses: Environmental and Harbor exhibit, maritime interactive park

Location/Quality: primary - end of First Avenue view corridor, along pedestrian pathways connecting the site and existing pedestrian paths in the Navy Yard to the Harborwalk and along the Harborwalk

Current SPDF requirement: none

The BRA is continuing its development review process currently in the urban design phase for the construction of a 240,000-SF 150-bed inpatient rehabilitation facility. The Spaulding Rehabilitation Facility will include a gymnasium, therapy rooms, and the SRH's innovative Charles H. Weingarten Adaptive Sports and Recreation Program. This program encourages patients to participate in sports and activities including canoeing, rowing, kayaking, sailing, paddleboating, and windsurfing. The location of this sports therapy and recreation program along the Harbor at the Navy Yard's End will make active use of the waterfront and watersheet. The facility will also include 300 parking spots. Construction is anticipated to start in 2008. Various suggestions for enhancing the Spaulding Rehabilitation Facility from community organizations and local non-profits such as The Boston Harbor Association have included:

- Enhancing the water-dependent use of the proposed Charles H. Weingarten Adaptive Sports and Recreation Program by: (a) pursuing an exemption to the Harbor Line at that location, similar to the legislation which permitted the boat dock on the Charles River at the existing hospital site; (b) seeking approval to conduct the Weingarten program at the BRA's Dry Dock on Parcel 5; and (c) interim use by collaborating with Courageous Sailing Center to conduct sailing programs from the Courageous dock, perhaps storing the Hospital's specially-designed watercrafts at the Courageous dock and bringing Spaulding patients by van to the Courageous facility.

- Incorporating universal design into the Harborwalk in order to make the Hospital's Harborwalk a model for 21st century development on the waterfront. Examples of universal design elements include a Braille and/or audio handrail system, tactile interpretive displays on glass, and wayfinding elements along the Harborwalk which help guide users with disabilities.

Parcel 7

Uses: Environment and the Harbor exhibit, maritime interactive park, trade school, university continuing education facility or extension school

Location/Quality: primary – along pedestrian pathways connecting the site and existing pedestrian paths in the Navy Yard to the Harborwalk and along the Harborwalk

SPDF Requirement: 4,000 square feet

SPDF space to support the new network of public uses along the Navy Yard waterfront will

be provided built-out and rent free, including utilities, for the duration of the Chapter 91 license.

Building 114

Uses: Environment and the Harbor exhibit, maritime interactive park, museum

Location/Quality: existing FPA space

SPDF Requirement: 3,500 square feet

The existing FPA space in Building 114 will be converted to SPDF space to support the new network of public uses along the Navy Yard waterfront. This space will be provided built-out and rent free, including utilities, for the duration of the Chapter 91 license.

Ropewalk / Building 58

Uses: Historical and Harbor exhibit, artist live/work space, cultural and civic organizations, maritime interactive park, trade school, university continuing education facility or extension school

The BRA is working with a local architect to devise potential redevelopment schemes for architect Alexander Parris' best-known building, the quarter-mile long 33,000-SF Ropewalk Building, which was built in 1837. The reuse of the building could potentially include artists' work space as well as office space for cultural and civic organizations. This historic building was where the Charlestown Navy Yard manufactured most of the cordage for over a hundred years that was used by Navy ships ranging in size from destroyer escorts to aircraft carriers. The BRA's plans for redeveloping the building will ensure that the rehabilitation and reuse of the building will preserve the architectural and historic character of the building as well as allow for the general public's continued enjoyment of it.

The redevelopment schemes also include enhancing the public realm and pedestrian experience along Flirtation Walk as well as highlighting its history. The Flirtation Walk was a landscaped boardwalk which was built in the 1890s and that followed a line of mature trees south of the Ropewalk Building. The boardwalk was the connecting walkway between gate 4 and the lower yard officers' quarters. Flirtation walk remained until World War II, when buildings 31, 108, and 120 were expanded. In addition, the redevelopment of the Ropewalk will include approximately 6,000 square feet of exhibit space highlighting the ropemaking process and its importance to the maritime uses of the Yard.

Chain Forge / Building 105

Uses: Historical and Harbor exhibit, maritime interactive park, trade school, university continuing education facility or extension school

The BRA is working toward devising potential redevelopment schemes that will incorporate the historic machinery within the envelope of the 20,000-SF Chain Forge building and allow it to remain open to the public. The Chain Forge was built in 1904 and is where die-lock chain technology was invented and

perfected for production in 1926. Die-lock chain was the strongest chain ever produced and for the next five decades, most of the anchor chain use by Navy ships was made in the Chain Forge. The historic reuse of the building will ensure that the building's history is preserved. The monumental scale of the building lends itself well to commercial, residential, or institutional uses or a combination of uses.

Extended License Term

The BRA requests that the Commonwealth of Massachusetts Department of Environmental Protection (DEP) consult with the City regarding implementation of the *Charlestown Navy Yard Waterfront Activation Network Plan* and the *Boston Inner Harbor Passenger Water Transportation Plan* as the basis for an extended license term.

If DEP determines that additional public benefits above those directly provided through the implementation of the Network Plan are required for extended license terms, such benefits should be directed to support the Waterfront Network Fund and the Maritime Interactive Park as referenced in the *Charlestown Navy Yard Waterfront Activation Network Plan*. Such benefits should also be applied to support water transportation service, including subsidies, in the Charlestown Navy Yard. Such benefits may be provided in

the form of an annual subsidy subsequent to the granting of a Chapter 91 License.

Summary of Possible SPDF/FPA Build-Out Scenarios

The chart on the next page shows possible SPDF/FPA scenarios. Upon full build-out of the Navy Yard, using approximate estimations for FPA requirements for some parcels, projects could have the following amounts of SPDF and FPA space with the designated funds used to support the overall Navy Yard

Site	FPA	SPDF req'mt	FPA req'mt	Additional Funds for SPDF network
Pier 5	0	2,000	32,000	\$1.2 million and free SPDF build out, rent and utilities
FPA is estimated as no development is pending:				
Parcel 5	35,000	6,000	29,000	\$650,000 plus annual subsidy (see “Extended License Term”, above) and free SPDF build out, rent and utilities
Parcel 7	61,000	4,000	57,000	Free SPDF build out, rent and utilities
Bldg 114	3,500	3,500	none	Free SPDF build out, rent and utilities
Ropewalk	0	7,000	26,000	Subsidized artists’ work space and free SPDF build out, rent and utilities
Chain Forge	0	20,000	none	Free SPDF build, rent and utilities
Totals	99,500	42,500	144,000	\$1.85 million and free SPDF build out, rent and utilities

This SPDF network plan and requirements provides for 186,500 SF of public ground floor space along the waterfront in these six development parcels. In addition, all SPDF space in the Navy Yard must be provided by project proponents built out and rent free, including utilities to ensure affordability by cultural and non-profit uses and to increase the likelihood these spaces will be filled with special public destinations that activate the waterfront.

SPDF network. All SPDF space is required to be provided by the project proponents built-out and rent free, with utilities, for the duration of the Chapter 91 license.

Guidelines for size requirements and qualities of a SPDF and FPA network in the Navy Yard (for redeveloped or improved parcels)

The recommended uses and improvements listed earlier in this section in the sidebar on page 54 would be required for built out parcels and developments under the following conditions:

Change in Use:

Complete compliance for FPA requirements and Harborwalk improvements including Level One and Level Two requirements.

Improvements of 30% or over of existing building value:

Complete compliance for FPA requirements and Harborwalk improvements including Level One and Level Two requirements.

Improvements of under 30% of existing building value:

Level One compliance for Harborwalk improvements.

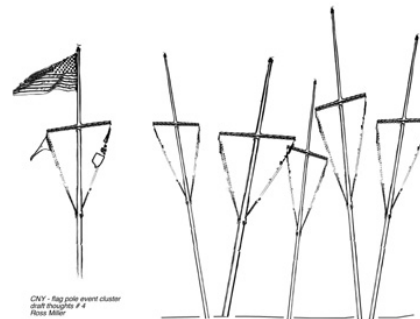
Opportunities for public art and lighting

Public art is a critical component of this Waterfront Activation Network Plan. Throughout the Story Loops, public art is used to animate history and draw public interest. Public art gives people a reason to go and then to go back again and again to the sites at the Navy Yard. The public art map below indicates the areas of the Yard that are conducive to public art installations and includes ideas about public art opportunities in the Navy Yard and along the waterfront. Not meant to be a definitive list, this map shows possibilities for public art to enhance interpretive sites and to highlight key elements of the Story Loops.

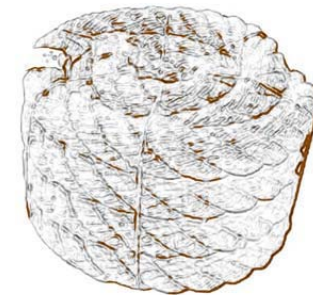
There are a variety of opportunities to use public art to enhance and support the Story Loop themes. Sculptures, discovery plaques, temporary installations, pavement markings, and exterior furniture can all be elements of a public art plan.

Maritime Interactive Park/Trail

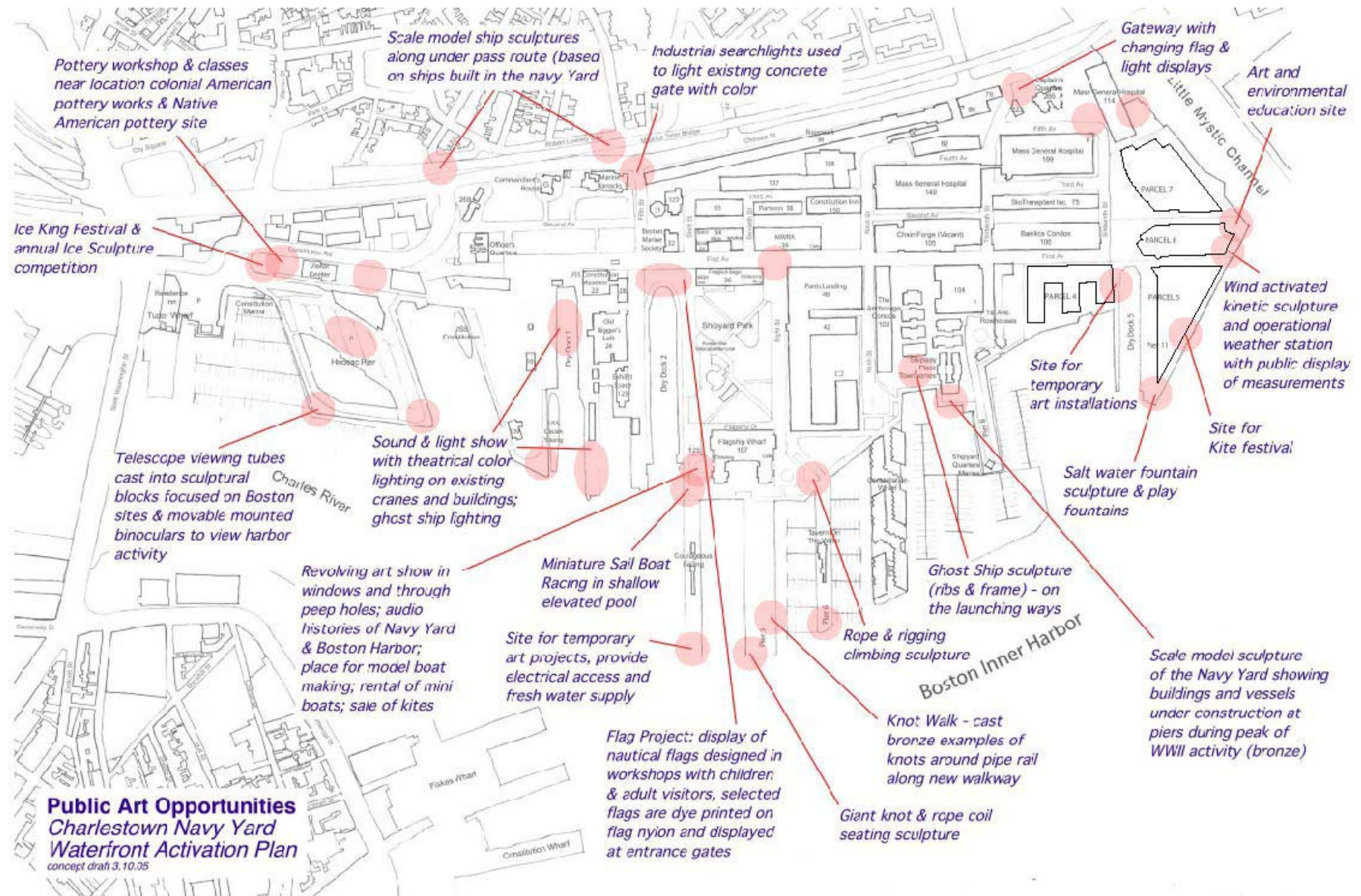
Some of these public art opportunities are permanent installations such as a rope and rigging climbing structure suggested for the Harborwalk in the vicinity of Parris Landing or the ghost ship sculpture suggested for the Shipways. These elements are seen as key components of the Maritime Interactive Park/Trail that weaves along the Harborwalk indoors and out.



Elements of a Maritime Interactive Park could include sail and flag hoisting stations such as these.



Elements along the Harborwalk and at Maritime Interactive Park locations can support the maritime theme. These cast concrete benches are a whimsical interpretation of coils of rope.



Taking advantage of a variety of public art opportunities is essential for creating a coherent interpretive experience in the Charlestown Navy Yard. The Charlestown waterfront's rich history and beautiful setting create the potential for a dense network of public art that ties together the five Story Loops.



Public art can provide support for the Story Loops by introducing new elements into the public's experience as well as by using historical elements, such as the bandsaw used at Building 114, to tell the story of the Navy Yard. Source: TBHA.

First Avenue

Because the Story Loops seek to connect the existing public realm of First Avenue to the Harborwalk and to draw people to the waterfront, public art opportunities are highlighted along this street as a means of developing “gateways” to the Story Loops and waterfront. The map shows suggestions including a knot wall display, sail shape display (flapping fabric) and some seats and benches in boat shapes.

Public Gathering/Temporary Installations and Programming

Temporary installations and gatherings are a way that public art can help keep the Yard vibrant and dynamic. Sites like those at the end of Pier 4 and on Parcel 5 at Yard's End would be ideal places to provide space for temporary opportunities such as art installations or public events or festivals. While these are site-specific recommendations, other temporary public art opportunities capture synergy from artist residencies and public programming. These opportunities could have homes throughout the Navy Yard and might include an artist-in-residence program like the current Vita Brevis program co-sponsored by the Institute for Contemporary Art and the National Park Service, new artist studio space in the Rope Walk, educational programs as part of Bunker Hill Community College or other educational institutions.

Public art opportunities can also expand to include water shuttle service that connects the Navy Yard waterfront to other cultural venues, such as the ICA, Kennedy Library, and Aquarium.

Lighting

Lighting is a key component of the public art and activation strategies for the Navy Yard. Goals for lighting in the Yard include:

- Use of existing light towers to create an identity for the CNY on and across the waterfront.
- Nighttime lighting that ties the National Historic Park to the rest of Navy Yard and creates a “light” event in the CNY.
- Use of lighting to highlight the remaining marine-industrial armature or infrastructure along the Harborwalk.



There are various techniques that can be used to accentuate the light towers and call attention to the marine infrastructure of the Navy Yard. These photos illustrate possibilities that include lighting the end of the piers with lights that indicate the pier numbers across the harbor (but don't reflect back into the Navy Yard and create glare for residential uses) and special lighting to be used during events and public gatherings.

The NPS has completed a lighting plan for the National Historical Park. This Plan should be studied and extended to include the entire Navy Yard, and indeed, Tudor Wharf and Hoosac Pier as well.

Specific examples of lighting opportunities include using the light towers on Pier 3 along Baxter Road and at the ends of Piers 4 and 6 to create signature elements for the Navy Yard to be enjoyed from the Yard and from across the Harbor.

Other marine infrastructure that can be accentuated with lighting includes the cranes in the Navy Yard.



Special lighting can be used to highlight the marine-industrial infrastructure of the Yard both on a nightly basis and for special events.



The three light towers on Baxter Road, adjacent to Dry Dock #2, could play host to a light net that implies the presence of the masts and rigging of a ghost ship in the Yard. This light net technique can be used at other locations along the Waterfront, perhaps at Shipways and Dry Dock #5, to support the interpretive signage and Story Loops.

Harborwalk Signage and Markings

Enhancements to the Charlestown Harborwalk can take a cue from the success of the Freedom Trail. The Harborwalk, despite its presence on the water's edge, suffers from its lack of definition and connectedness in the Navy Yard. The Freedom Trail's success lies in great part in its exemplary role in orienting visitors and assuring pedestrians they are on the "correct path" and that they won't get lost. Particularly in the Navy Yard, with the current disconnects of the Harborwalk through the Constitution Marina/Residence Inn parking lot, across the National Historical Park area, at Constellation Wharf and along undeveloped parcels adjacent to and in Yard's End, a pavement marking system similar to the concept of the red line on the Freedom Trail would do much to achieve continuity of a public way on the waterfront.

It is proposed that even an interim solution, such as these blue "water bubbles" on the pavement, could do much to alleviate visitor confusion and to open up all the waterfront areas for public enjoyment. These bubbles are one possible solution to marking the waterfront trail and could be achieved in a temporary manner with heat-sealed vinyl shapes (similar to roadway yellow stripe markings) and even stenciled spray painted markings in more temporary sections of the Harborwalk at Yard's End.

To achieve Harborwalk clarity, it is proposed that the existing Harborwalk signs be adapted to include a wayfinding addition at the bottom of the sign. In this way, pedestrians will know where they are and where they are heading.



These blue bubbles are intended to mark the public access ways of the waterfront and to provide a visual connection from one set of markings to the next...to lead the pedestrian's eye from one point to another in a discovery of the treasures of the Navy Yard waterfront.



The proposed Harborwalk signage would have a repetitive and consistent presence on the Charlestown waterfront and would contain a wayfinding element on each sign to give visitors information on where they are and where they are going. These wayfinding signs can be added to existing Harborwalk signs and should be included on all new signs. The bubbles on the signs are proposed in order to tie into the recommended waterfront trail markings to make the public way of the Harborwalk more obvious to visitors, particularly at areas with private tenancies such as Constellation Wharf.

As changes are made in public pathways, temporary signage should also be employed to redirect pedestrians along the Harborwalk. Specifically, the area of the Harborwalk that has been cut off between Hoosac Stores and the USS Constitution, because of post-9/11 security concerns, should have temporary signage in place to transform this area from a confusing junction to a clear path for visitors.

These temporary signs can also be used during public events, times when visiting ships are docked in the Navy Yard, and special festivals to direct visitors to venues and along modified pedestrian routes.

Interpretive Signage

Currently, most interpretive signage is located in the National Historical Park. Interpretive signage in the form of panels, signs, discovery trails, public art elements and maps/brochures is needed throughout the Yard to inform visitors of the history of the Yard and its relationship to the City of Boston and the Harbor. It is recommended that Chapter 91 licensing require interpretive exhibits in public areas of buildings such as lobbies, waiting areas and public-use conference rooms. Signage should also be required along the Harborwalk and at outdoor gathering spaces and public entrance points. It is suggested that a logo or icon be developed for each Story Loop and that these standard graphics be used on interpretive signs to inform the visitor of which Story Loop he or she is in at the moment.

In addition to traditional signs, maps and brochures of the Navy Yard and individual Story



Temporary signage in the form of sandwich boards can be employed to redirect pedestrians where construction work is underway or where there are other temporary deviations in the public waterfront pathway.



Standardized interpretive signage along the Harborwalk and throughout the Navy Yard can give a sense of order to the visitor experience and help to illustrate the Story Loops. These suggestions for panoramic interpretive signs along the Harborwalk emphasize the role of the Navy Yard in the commerce, trade, culture and recreation of the entire city.

Loops will play an important role in the visitor experience. These maps should be exhibited on panels at key places in the Yard such as gateways from First Avenue and the Harborwalk to each Story Loop and should also be available in printed form at visitor centers in the Yard.

Navy Yard Wayfinding

A standardized wayfinding system in the Navy Yard can eliminate sign clutter, support the visibility of Yard businesses and point visitors toward the Story Loops and specific public destinations. It is proposed that the wayfinding system consist of simple black and white signs that echo the industrial character of the Yard by using industrial fonts and simple fastening systems to avoid clutter. Signs should be attached to existing structures wherever possible to avoid the installation of numerous sign poles throughout the Yard.

In addition to being located at the major thresholds at Gates One, Four and Six, and destinations, wayfinding signs should also be provided at major intersections throughout the Yard. Signs intended to guide drivers should be larger and emphasize locations of parking, Story Loops and major destinations. Those geared toward pedestrians may be smaller and more detailed.

A complete pedestrian map showing all public destinations and amenities such as restrooms should be provided at Yard visitor centers and on panels at key gateways to the Yard. Transition areas such as Dry Dock #2 should also have panels showing a complete map of the Yard. The maps produced by WalkBoston are good examples of a user-friendly format and design that can open hidden treasures in the Yard to visitors and workers alike.

Navy Yard Gateway Signage and Markings

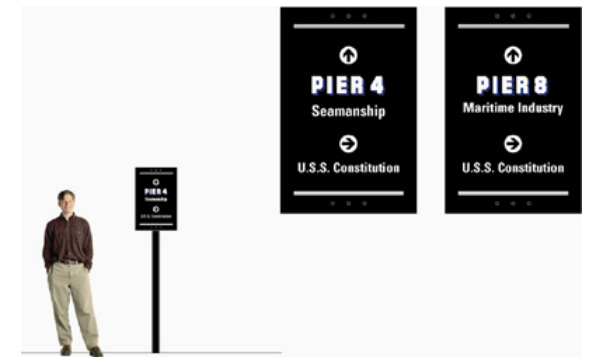
There are four major types of Gateways to the Yard and all suffer from lack of clarity and an inviting design:

Auto gateways along Chelsea Street

The Navy Yard is separated from Chelsea Street by a brick wall and entrance “gates.” While the gates are simply openings in the wall, they harken back to a time when workers poured into the yard at these points. As with the buildings throughout the Yard, the gates are numbered and people in the Yard still refer to these numbers. Large numbers at each gate could be one way to mark the Yard entrances.



Wayfinding signs should be simple and clear so as not to compete with interpretive and gateway signage. The simple fonts of the marine-industrial infrastructure of the Yard should be used as a guide in the creation of a wayfinding system.



Wayfinding signs should be attached to existing structures wherever possible and should be simple in design to provide visitors with a recognizable system to locate businesses and destinations throughout the Yard.

Pedestrian gateways along the Freedom Trail and across Chelsea Street into the Yard

Pedestrians use mostly the same gateways as autos with the exception of Gate One which is for pedestrian use only. All entrances would benefit from better signage indicating the gate number and the Navy Yard. In addition, the entrance to the National Historical Park at Gate One along the Freedom Trail would benefit from a redesign to soften the harsh image now presented by chain link fence and concrete barriers. At all gateways, signage showing an entire map of the Navy Yard and the Story Loops should be installed for pedestrians.

Pedestrian gateways pose a particular challenge for uptown Charlestown residents who are cut off from the Yard by vehicular and structural barriers. The two main pedestrian links under the Tobin Bridge overpass are bare environments devoid of signage. In each case, the addition of interpretive signage celebrating the contribution of Charlestown residents to the day-to-day wartime workings of the Navy Yard and maps that connect activities within the Navy Yard to those nearby in Charlestown, such as community gardens and “Little Montego Bay” would help establish greater connections. The installation of public art that links the residential neighborhood across Chelsea Street to the Yard could go a long way to welcoming residents to the Yard and informing visitors of important historical connections.

Water gateways at the landing dock in the NHP and at the T Shuttle landing on Pier 4

As development occurs on the remaining Navy Yard parcels and as public destinations are

The two major pedestrian connections under the Tobin Bridge overpass from uptown Charlestown to the Navy Yard are bleak environments. Public art and interpretive signage such as these found at the Cambridge Public Library could improve these connections and help establish the waterfront as the “neighborhood’s waterfront.” Source: TBHA



Marking the pedestrian pathways from the residential areas of Charlestown to the Navy Yard can be accomplished in numerous ways. These sketches illustrate some possibilities for creating user-friendly connections including the addition of model ship sculptures, interpretive signage, and possible life-size statues of World War II workers walking to the Navy Yard with lunch pails and tools, ready to begin another day of shipbuilding. These statues could meander from the residential areas across Chelsea Street and into the Yard at key points – creating fascinating points of visual and historical interest.

The T water shuttle dock at Pier 4 has the potential to be a major gateway to the Yard. Better signage, including a public art installation, can make it an icon on the waterfront and easier to find for commuters and visitors.



provided, the importance of water shuttle connections for commuters, visitors and tour boats will grow over time. The points marking these water gateways should be clearly marked on pedestrian and city maps and can be physically marked with public art and large-scale signage – offering visual interest from the water and across the Harbor at key points.

Electronic gateways, such as web sites

Current web sites for the Freedom Trail and National Park Service highlight selected areas of the Navy Yard but no single web site exists that highlights the history of the entire Yard. More detailed information is provided in Chapter 5 Implementation that discusses the importance of an overall organizing entity to coordinate the many aspects of the Yard. One such task would be the creation and maintenance of a web site that would introduce the Yard to visitors and provide information on the Story Loops, special events, walking tours and all public destinations. Other web sites would be linked to this main Navy Yard web site.



Temporary programming can draw the public to the waterfront like this gathering at Long Wharf for an impromptu dance performance.

Programming

A key component of this Waterfront Activation Network Plan is public programming. A new Navy Yard organization will be responsible for programming public events and coordinating special exhibits and performances in the Yard. The public programming component of the Activation Plan will always be an important element of the Navy Yard but is critically important in the near future; the lack of a network of public destinations calls for programmed events to raise public consciousness about the Yard and to create a market for other uses in the Yard that will grow support for more permanent public destinations.

Programming tasks include everything from the development of age-appropriate curriculum guides for school children, creation of audio tours such as acoustic-guides (on MP3 players or by cell phone access), to the planning of historical reenactments and outdoor performances and festivals. Programming could also include temporary plans to fill vacant FPA space with “storefront artists” such as what is being done in Pittsfield, MA and Downtown Crossing, Boston. Additionally, special sites throughout the Yard could be designated at various times for artist “hacks” or events/installations.

The NPS is seen as a critical partner for programming in the Navy Yard and future endeavors should support and continue efforts over the years that have allowed performing arts ventures in the Yard such as:

- Handel & Haydn Society (Handel’s Music for the Royal Fireworks)
- Boston Academy of Music (HMS Pinafore) (South Pacific)
- Boston Landmarks Orchestra (South Pacific)

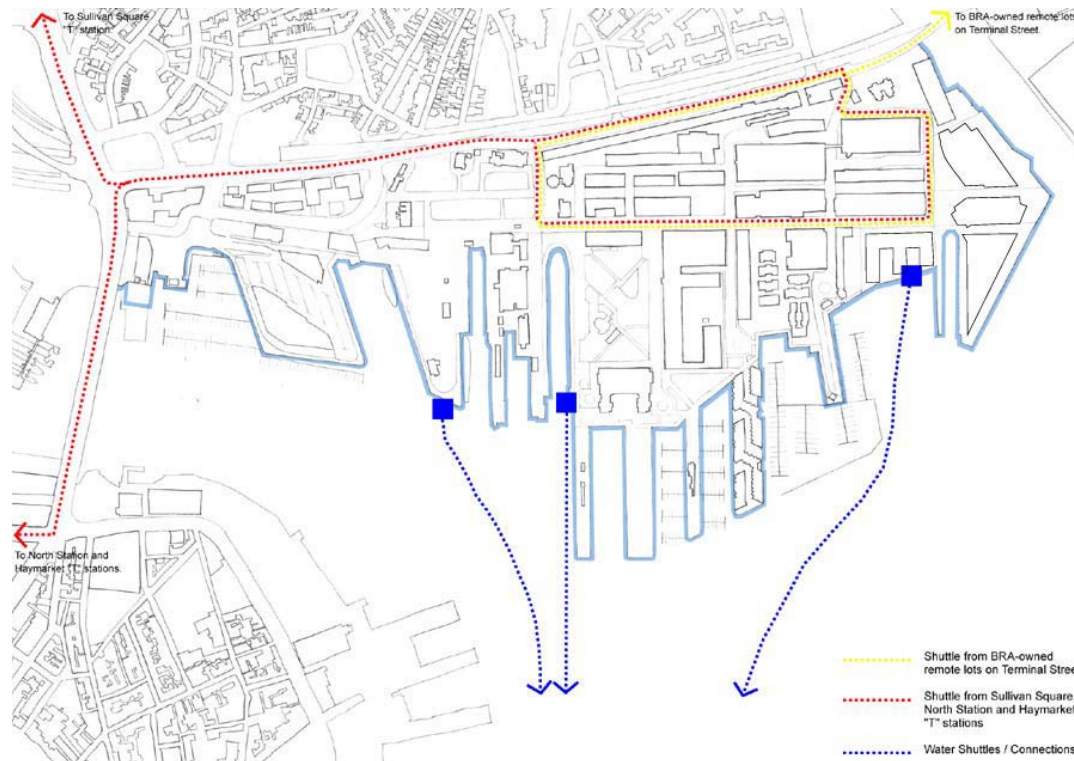
The Story Loops provide ample framework for the organization of special events including a possible ice festival in Story Loop #1. This event might be called the Ice King Festival and could be held on or near January 22nd. According to the journal of Fredrick Tudor, the Ice King, this day was the coldest day in 1828, and a turning point in his business that year. There are many such opportunities to link public programming to historical events in the Yard.

Transportation and Parking

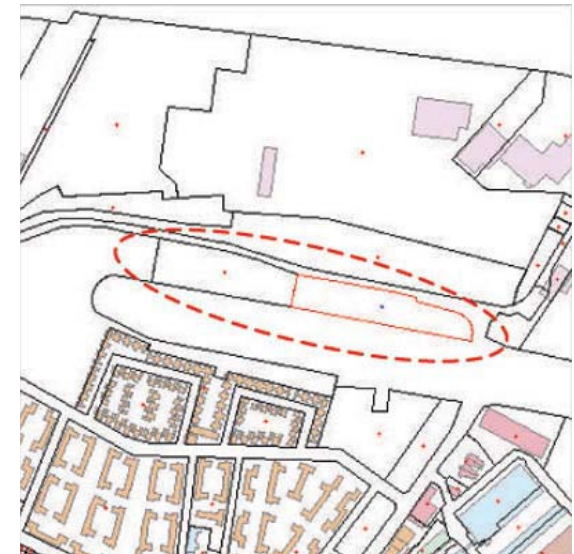
With the growth of public destinations in the Yard over time, limited public parking and nearby public transportation will create the necessity to provide alternate plans for Yard visitors. Currently, special events such as musical performances or Harbor festivals create traffic and parking congestion in the residential areas surrounding the Yard. These have been isolated incidents thus far because of the limited number of major events. However, as the success of the public network plan grows, a plan for parking and transportation must be in place to meet public demand and maintain quality of life for Navy Yard and uptown residents and businesses.

The parking and transportation plan for the Navy Yard has three components:

- Public parking provisions
- Shuttle service between T stations and the Yard
- Enhanced water shuttle service during weekends and/or special events



The limited number of public parking spaces in the Navy Yard requires the identification of supplemental parking areas for use during weekends and special events. Two BRA-owned lots on Terminal Street could be used for overflow parking on weekends and during special events. These lots contain a public boat ramp and one of the lots is currently subleased to Massport for the Boston Auto Port. While these lots are close to Gates 5 and 6 in the Yard, it is recommended that shuttle service be provided to points throughout the Yard in continuous loops on the weekends.



These two BRA-owned lots near the Navy Yard on Terminal Street could be used for public parking during weekends and special events.

Free shuttle service can also run between the Navy Yard and Haymarket and Community College “T” stations. This service can be funded by contributions from developers and Navy Yard tenants and can be provided by a private transportation service such as Patriot or Paul Revere. It may also be possible to continue MGH shuttle service on weekends to provide transportation links between North Station and the Yard for visitors.

The Navy Yard web site (to be developed) and National Park Service sites should highlight the existence of the lots and of the T Station shuttle links. All promotional literature for public destinations and special events should also clearly state that public parking in the Yard is limited and should highlight remote parking and T shuttle connections whenever possible.

Watersheet activation

The Navy Yard’s greatest asset is the water, and successful activation of the landside public realm must be coordinated with existing and enhanced activation of the surrounding watersheet. With the second-largest marina in Boston, and the *USS Constitution*, the Navy Yard already has an active watersheet, but its uses are not currently coordinated to support existing or potential activation of the landside public realm. The Yard’s unique location at the mouths of both the Charles and Mystic Rivers and its three Dry Docks give it a surprising mix of watersheet characteristics from the locks of the Charles to the Mystic Channel to the open Harbor to the protected waters of the Dry Docks, and this allows for a variety of potential uses.

Permanent Ship Berths:

Pier 1

The *USS Constitution* is a major tourist draw, but it also continues to be run and maintained by the US Navy, and its location has created a security challenge post 9-11. As large swaths of Pier 1 have been closed to the public, the public realm of the Pier has become more confusing and uninviting. If the *Constitution’s* location were switched with that of the *USS Cassin Young*, the Navy would be better able to secure its operations without greatly impacting the public’s experience of the Yard.

Dry Dock #5 at Yard’s End

Dry Dock #5 could potentially be a permanent berth for a new ship that could act as a major tourist destination at the farthest edge of the Yard.

Marinas and Transient Docking:

Constitution Marina at Tudor Wharf

Despite the fact that Tudor Wharf built out berths specifically designated for transient docking, most of these have been taken over by the marina for permanent docking of boats. This is a critical gateway to the eastern-most portion of the Charlestown Waterfront, and it is important to maintain transient berths so the public can access the Harborwalk and waterfront from the waterside as well as landside. This is particularly important because automobile parking is scarce in the Yard.

Shipyard Quarters Marina

This marina is located at Piers 6 and 8, but its presence makes Piers 5 and 7 useless for boat docking of large ships because it needs the navigation room to get smaller boats out. This limits the possibilities for watersheet activation on those piers.

Visiting Ship Berths/Docks:

National Park Service

Ideally visiting ships would be able to dock at the end of Pier 1. This may not be possible because of the security restrictions of the US Navy.

Pier 2 and Pier 3

These piers are also affected by the Navy’s security restrictions. The 300 -foot security zone around the *USS Constitution*, enacted by the US Navy as part of the Homeland Security initiative, would impact Pier 2 if the *Constitution* were moved to the end of Pier 1. Pier 3, built over filled tidelands, is currently closed to the public because of deterioration.

Pier 4

This Pier might be a potential location for visiting ships on the side opposite from Courageous Sailing's docking area. The BRA has an agreement with the US Navy to dock vessels there and it intends to dredge this area.

Parcel 4

Visiting boats may be able to dock in front of Parcel 4 between Pier 8 and Dry Dock #5. The front of Pier 11 might also be used if it does not interfere with navigation from Little Mystic Channel and Mystic Pier (MassPort).

Dry Dock Usage:

NPS Dry Dock #1

This Dry Dock should be leased for active dry dock usage to keep that aspect of the Navy Yard's working waterfront alive. Pre-arranged public viewings and tours of the Dry Dock will allow the public to learn about the Yard's history as a center of boat building and repair and will connect waterside and landside uses.

Dry Dock #2

This Dry Dock is owned by the BRA and is part of Shipyard Park. It should be restored and either leased to berth small vessels or for boat demonstrations. If it is used only temporarily, other temporary recreational and/or educational uses could also help keep the space activated. The protected waters make the Dry Dock an ideal space for kayaking and/or boat demonstrations and instruction.

Dry Dock #5

If necessary repairs are made to Dry Dock #5, it could berth permanent or visiting vessels and complement a landside destination with watersheet activity.

Commuter/Tour Boats:

NPS Harbor Island Tours

The Harbor Islands are a major destination on the Boston Harbor. The National Park Service could run tours from Pier 3 to the Islands to connect the Navy Yard to the wider Harbor (taken from NPS Master Plan).

Chapter 5: Making It Happen: Implementation

The Recommendations highlighted in the previous chapter offer a conceptual framework for the creation of a vibrant Charlestown Navy Yard waterfront. These recommendations represent careful consideration of previous planning efforts in the Navy Yard and also take into account the current Municipal Harbor planning process and input during public meetings in Charlestown.

Clearly there is no shortage of creative ideas for waterfront activation. To be successful, a rational and clear road map must clearly define the goals to be achieved. Turning this Waterfront Activation Network Plan into reality will involve concerted effort among all parties who have participated in its evolution to date. In this regard, the BRA will continue to provide support for the further coordination and collaboration of all stakeholders. To assist this effort as it moves forward, some of the key components necessary to “make it happen” are highlighted, including:

- *Implementing entity or organization*
- *Funding possibilities*
- *Recommended build out phasing and temporary uses*

Implementing Entity

This waterfront activation network plan proposes a number of tangible recommendations for making the Charlestown Navy Yard engaging, lively, and well-used and a continuing benefit to residents, neighbors, and visitors to Boston. In order to make the plan a reality, however, an implementing entity is proposed to ensure long-term commitment to desirable use of the waterfront. This entity, called the Charlestown Navy Yard Partnership (CNYP) for the purposes of this report, would concentrate on the Charlestown waterfront and would coordinate with other waterfront organizations, such as Friends of Fort Point Channel and others to coordinate activities, focus, and impact, as appropriate.

The CNYP initially would be responsible for coordinating programming, use, interpretation and access to the waterfront. Realistically this group would not have the funding or mandate to initiate the creation or construction of major public destinations but it would be a key advocate to ensure that waterfront activation and public destinations occur as envisioned. The CNYP could be conceived as a combination of a “Friends of the Park” and a “Waterfront Improvement District” or “Business Improvement District” concept (without the required service district fee imposed).¹

¹ *Business improvement districts are prevalent in many communities around the country and often are generated by downtown merchants, public or private entities seeking added investment in their commercial district for marketing, special events, programming, and improved maintenance. They are typically funded by fees or tax assessments by property owners in the district.*

Collaborating Partners

The CNYP would be composed of members acting as collaborating partners. These members would be existing organizations and entities who already demonstrate their commitment to the area and have specific responsibilities and roles. Such groups include:

- The City of Boston and all relevant departments (Boston Landmarks Commission, City Archeologist, etc.)
- The Boston Redevelopment Authority
- National Park Service
- Charlestown Neighborhood Association
- Charlestown Waterfront Coalition
- Friends of the Navy Yard
- Freedom Trail Foundation
- Charlestown Navy Yard Property Owners
- Massachusetts General Hospital
- Boston Marine Society
- Charlestown Museum
- USS Constitution Museum Foundation, Inc.
- Courageous Sailing
- Bunker Hill Community College
- The Boston Harbor Association
- The Boston Harbor Islands Alliance

- Charlestown Catholica Elementary School
- Charlestown Historical Society
- Charlestown Preservation Society
- Charlestown Working Theater, Inc.
- Holden School
- McLaughlin House
- Mishawum Park Tenants Association
- MotionArt, Inc.
- New England Historic Seaport, Inc.
- Officina Hispana

Representatives of these groups, among others, would be key participants in the CNYP. Within the organization, members would take on roles based on expertise. Major employers in the Navy Yard should be strongly encouraged to take a major role in helping to activate the waterfront for the benefit of the community as well as their own employees.

The CNYP may choose to contract out specific public art, programming or educational activities with organizations with unique expertise in that area. Creation of public art opportunities, for example, could be inspired or actually implemented by *Vita Brevis*, an independent organization created in 1997 to “produce artworks in unusual places; ponds and parks, historic sites, riverbanks, and abandoned buildings. It was established by following the lead of artists, was fortified by learning from the best practice in the field, and responded to the need to build audiences for art outside the mainstream museums. The overarching goal of *Vita Brevis*: to find innovative

strategies to connect Boston audiences to contemporary art.²

This Summer of 2005, for example, the artist Jerry Beck, Founder and Director of the Revolving Museum, will be an Institute of Contemporary Art Artists in Residence at the Boston National Historical Park developing an interactive environment for the Charlestown Navy Yard, described as addressing “the impact of the current military conflict on our everyday lives, and will be built partially from the creative reuse of the Yard’s industrial and marine materials.” This project is the fifth installment of the ICA’s collaboration with the National Park Service in Boston.

Other groups could lead walking tours, such as WalkBoston or neighborhood associations. The Charlestown Working Theater could lead family programming or theatrical productions. The Island Alliance or Outward Bound could offer environmental and experiential learning. Courageous Sailing continues to be an important and critical anchor to the Charlestown waterfront and for recreational and educational opportunities for people in the broader Boston community. The National Park Service and the Constitution Museum are natural and continued partners for waterfront activation. Specifically, the National Park Service is seen as the major programming

partner, bringing its expertise in interpretation, programming and curriculum development to the Navy Yard waterfront activation network plan. Voluntary membership fees would help support the initial efforts toward programming with the intention that fundraising and corporate sponsorship would enhance this at a later date (see section on funding below).



This sculpture at the Paul Revere House by artists Laura Baring-Gould and Michael Dowling was part of the ICA’s 2001 Vita Brevis program. The Vita Brevis programs at the Boston NHP can be models for public art initiatives throughout the Navy Yard. Source: The Boston Foundation web site.

² Jill Medvedow, James Sachs Plant Director, Institute of Contemporary Art, “Contours and Context: Five Years of Vita Brevis” in *Vita Brevis: History, Landscape and Art 1998-2003* by Jill Medvedow and Carole Anne Meeham.

Organizational Structure and Responsibilities

The CNYP structure is modeled, in part, on the experience and impact of other non-profit organizations created to guide the use and enjoyment of waterfront or public park areas around the country. Close to home, for example, is the model of the Friends of Fort Point Channel, Inc., a non-profit organization that was incorporated in 2004 with the following mission:

- To establish and maintain the Fort Point Channel and watershed as the next great place in Boston for residents and visitors;
- To promote the historical, recreational, cultural, environmental and community use of the Fort Point Channel; and
- To support the growth of the area adjacent to the Fort Point Channel in a manner that enhances economic revitalization, public use and access.

The Friends of Fort Point Channel operates with a small staff and standing committees including the Executive, Finance, Marketing and Promotion, Program, and Environmental Quality Committees. Its Board of Directors includes public agencies, advocacy organization, residents, artists, and community organizations serving Boston's neighborhoods.

Other non-profit parks organizations are structured in a similar way but with a different configuration of standing committees. Partnership for Parks, a non-profit organization created to provide support and technical assistance leading to improved public parks in New York City,

recommends the following configuration of committees for local parks organizations they advise:

- Beautification (gardening and cleaning),
- Membership (recruitment and management),
- Fundraising/Finance,
- Publicity and Public Relations (deals with press, advertises events),
- Safety (locks the park at night, works with police),
- Ecology (concerned with restoration and education in natural parks),
- Newsletter,
- Event Planning.

Another local example of a relevant organization is the Emerald Park Conservancy. A public-private partnership, the Conservancy was formed in 1996 and incorporated in 1998 as a non-profit organization to "bring together government, business, residential and institutional representatives, community leaders and organizations, and environmental and park advocates in support of the Olmsted legacy."

Their programs focus on:

- Parks restoration and maintenance;
- Public education including presentations, exhibits and publications;
- Constituency-building and park advocacy;
- Volunteer and other activities that promote parks stewardship;
- Improvement of public access to and through the park system, among other activities.

Another relevant model is the Freedom Trail

Foundation. Incorporated in 1964, the Foundation was run for 34 years by volunteer support. Currently the Foundation has a staff of five and works in the areas of education, marketing, capital improvements and income-generating projects. They offer tours with costumed historical characters, educational programs for schoolchildren, special events, programming, and help preserve 16 national historical sites on the Trail. The Freedom Trail Foundation could be an important collaborator with the National Park Service and other partner organizations under the umbrella of an implementing entity for the Charlestown Navy Yard.

For Charlestown Navy Yard implementation, subcommittees should be established to address issues of fundraising, event programming, marketing, coordination and interpretive exhibit/destination planning. The committees would consist of:

- Fundraising,
- Marketing,
- Event programming,
- Cultural and Historical Exhibits and Destinations.

In the interest of activating the waterfront as soon as possible, the Cultural Committee should be set up immediately. This committee should be composed of organizations and entities such as:

- Massachusetts Historic Commission,
- Boston Landmark Commission,
- City of Boston Archeologist,
- Charlestown Historic Society,
- Bostonian Society,
- Maritime History Committee,
- National Park Service,

- Freedom Trail,
- Maritime Society,
- Institute for Contemporary Arts
- Urban Arts,
- Interested universities particularly Bunker Hill Community College,
- Other arts, theatrical, and other cultural organizations.

The Cultural Committee would begin to coordinate exhibit and interpretative materials from a wide variety of sources to inventory the “mothballed” exhibits and artifacts to showcase in SPDF spaces. A survey of existing historical

artifacts and exhibits would be useful in planning for interpretive destinations along the Navy Yard waterfront. The committee could also act as a clearinghouse for FPA and SPDF exhibits in new and existing development and it can address some of the challenges of exhibit security, conservancy and management.

Funding Possibilities

Implementation funding and resources can come from five sources:

- Public Sources;
- Chapter 91 Licensing Requirements;

- Boston Redevelopment Authority article 80 Project Review funds;
- Membership dues of major tenants, property owners and organizations;
- Corporate sponsorship of story loops and individual components;
- Grants and philanthropic support.

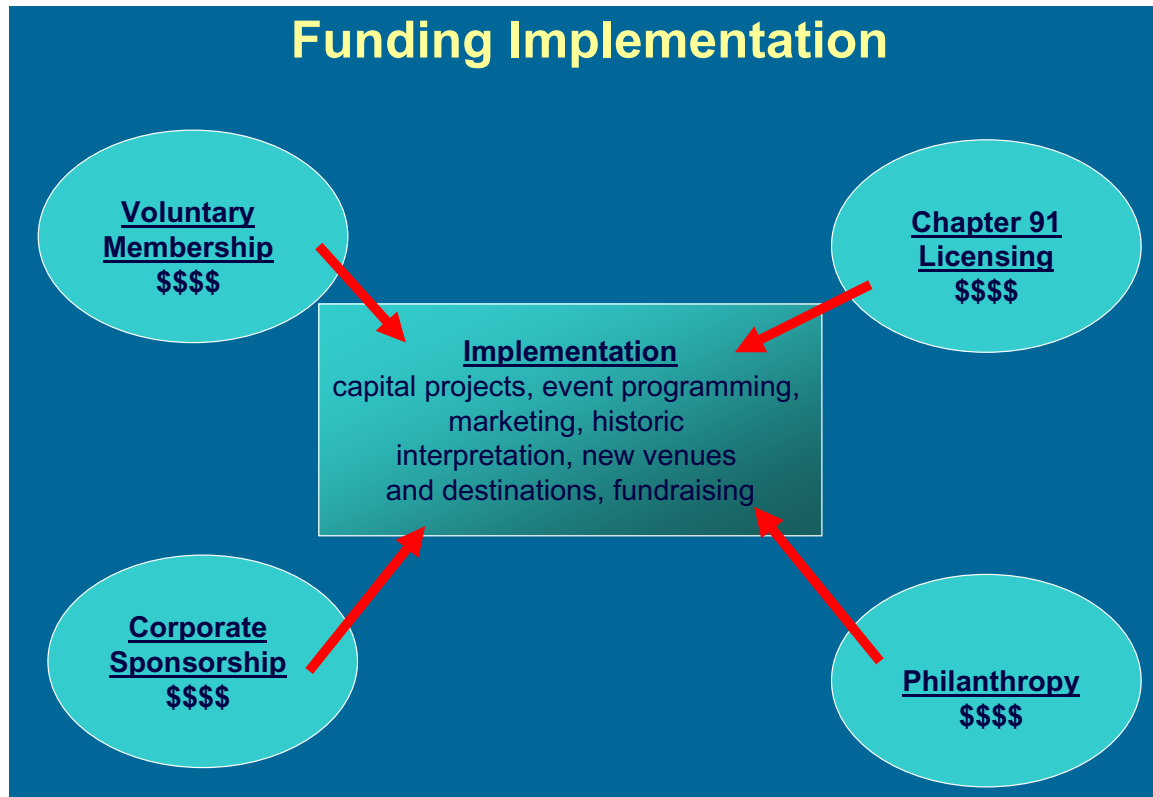
Public Sources

- Boston Redevelopment Authority
- State
- Federal
- City

Chapter 91 Licensing Requirements

While more detailed information on Chapter 91 Licensing requirements is provided in Chapter 4: The Waterfront Activation Network Plan, this section summarizes some of the resources and funding that would come from new development requiring Chapter 91 licenses. New development on the waterfront would provide Harborwalk construction and maintenance, FPA and/or SPDF space as outlined in the map and charts in Chapter 3, space and possible funding for interpretive signage and exhibits. These developments could also provide special lighting, public space for events and other elements as shown in Chapter 3. A list of amenities tied to Chapter 91 licensing includes:

- Harborwalk construction, signage and maintenance
- FPA/SPDF space to support story loops
- Reduction in lease cost of space to SPDF tenants



- Build out of space in some cases
- Public restrooms
- Public seating areas
- Public art sponsorship
- Special event and pier lighting and public gathering space infrastructure
- Electrical and water hookups for public events and temporary art installations
- Date hookups in certain areas
- Ongoing contributions to shuttle service fund
- Shuttle on weekends and for special events from remote parking lots
- Shuttle from T stations
- Water shuttles for special events and weekends

Membership dues

The CNYP would be composed of voluntary membership of organizations, agencies and landowners. Annual membership dues, based on a sliding scale, to be determined, would support a core staff of director and support person (perhaps part-time to start). The director would be responsible for undertaking or contracting the basic operations of the organization. These operations would include:

- Programming of events
- Marketing efforts
- Print brochures, website, special events marketing
- Self-guided tours and walking maps, audio tours
- The organization could provide additional funding support to the NPS to take on some of these roles within the Navy Yard
- Fundraising
- Attracting corporate sponsorship and philanthropic support

- Overall Navy Yard coordination

Corporate sponsorship:

The story loops of the Navy Yard make ideal components to offer for corporate sponsorship. In addition, corporations can give financial support for a Navy Yard wayfinding plan, a public art plan, historic interpretation and gateway signage. Special events may also require corporate sponsorship and partnerships. Components of the plan to be sponsored include:

- A story loop (signage, SPDF, interpretation, marketing)
- A single destination within a story loop (SPDF, exhibit)
- Gateway signage (Chelsea Street gateways and story loop gateways along First Avenue and on the Harborwalk)
- Wayfinding throughout the Navy Yard
- Lighting throughout the Navy Yard
- Special events and performances

Philanthropic Support:

Grants and financial assistance from philanthropic organizations can also provide support for all those elements with which corporate sponsorship can help. In particular, grants can also provide support for the work necessary to develop an extensive network of interpretive exhibits, signage, tours, marketing and educational materials to celebrate the story loops.

The Story Loops: Possible Sponsors and Support:

The following abbreviated list is provided to offer some suggestions for possible support of the

story loops in the Navy Yard. It would be one of the first tasks of the CNYP to begin work on fundraising:

- Trade and Commerce
 - Massport
 - US Coast Guard
 - Boston Chamber of Commerce
 - Boston Visitors and Convention Bureau
- National Historic Site/Charlestown Navy Yard History
 - US Navy
 - National Park Service
- Seamanship
 - Peabody-Essex Museum – sponsorship of a satellite facility (possibility for sponsorship in another loop)
 - Ship Model Associations and/or merchants
- Maritime Technology and Construction
 - Raytheon
 - Defense contractors
 - Boat builders
- The Environment
 - Massachusetts Institute of Technology -- environmental and technology programs and centers
 - Woods Hole Oceanographic Institute (satellite sponsorship)
 - Legal Sea Foods waterfront restaurant and event facility with related interactive exhibits

Recommended Build-out Phasing and Temporary Uses

Short-term Actions and Temporary Uses

A key concern of stakeholders is the short term AND long term feasibility of this plan. As such, the phasing of plan recommendations and actions, and the implementation of short-term and temporary uses will be critical to the plan’s success. Some ideas can be implemented in the immediate future (action plan) for very little money. Others will require more planning, funding and coordination. The following short-term actions are recommended for the next year to ensure implementation of this plan:

Short-term Actions	Responsible Parties
Begin formation of implementing entity for Waterfront Activation Plan	BRA to take lead in efforts to incorporate non-profit entity. Stakeholders to be actively involved in creation and implementation of entity.
Form cultural task force (to eventually be sub-committee of entity once it is formed) to look at developing story loops and identifying mothballed exhibits and artifacts for use in SPDFs	BRA/NPS to take lead in forming committee immediately
Plan and install temporary Harborwalk signage and wayfinding	BRA to plan and fund (in preparation for events and visiting ships)
Complete interim segments of the Harborwalk in appropriate locations	BRA to plan and fund (in preparation for events and visiting ships)
Enhance existing Harborwalk markings as an interim measure for visitor clarity	BRA
Address developer compliance with Chapter 91 licensing agreements and with BRA LDAs	BRA/DEP
Coordination of CNY events and performances at a single location/website	Implementing entity

Temporary Uses and Programming

As a complement to the short-term actions recommended above, there are temporary uses and programming opportunities that should be pursued to raise public awareness of the Charlestown Waterfront and to increase public use. These temporary uses and programming opportunities are ways to begin implementing aspects of the Waterfront Activation Network Plan without substantial investment in “bricks and mortar” type projects.

Temporary Use	Location
Seasonal fruit and vegetable market	Constitution Marina/Tudor Wharf and/or Hoosac Pier Harborwalk and parking lot
Public Market (could be permanent) and push carts	Hoosac Pier Harborwalk and parking lot
Summer Public Arts Events	See public art opportunities map in Chapter 4 for locations scattered along the waterfront
Summer Theatrical and Musical Performances	NHP and possible other spaces
Series of WalkBoston-organized or NPS directed walking tours of CNY	Harborwalk and interior streets of Navy Yard
Inter-generational fishing education and story-telling events about the harbor, fishing tales, etc.	All the piers

Longer Term Actions and Programming

Over the long term, stable funding for programming and maintenance should be secured. Designated open spaces should develop consistent, regularly scheduled programming to allow a public audience to grow over time. Once the implementing entity is formed, it should reach out to possible partners and sponsors immediately to build relationships and explore opportunities for permanent interpretive exhibits and destinations. The new entity should also meet with developers and work with them to fill FPA and SPDF spaces with uses that serve a transient public at the waterfront. The BRA should take a lead role in the creation of a new signage and wayfinding system for the Yard that can be replicated (with minor modification) in other waterfront neighborhoods. Improvements to the Yard’s major gateways should also be a top priority of the BRA as their current condition does not invite visitation.