

EAST BOSTON WATERFRONT DISTRICT
MUNICIPAL HARBOR

P L A N
A MUNICIPAL HARBOR PLAN OF THE CITY OF BOSTON



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Thomas M. Menino
Mayor

Boston
Redevelopment Authority
Mark Maloney
Director

Prepared by
ICON architecture, inc.

MARCH 2002

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MARCH 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

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East Boston Municipal Harbor Plan

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1. Introduction

1.1. Purpose

The Boston Redevelopment Authority (BRA) has developed the East Boston Municipal Harbor Plan for submittal to the Secretary of Environmental Affairs in accordance with 301 CMR 23.00, et seq., *Review and Approval of Municipal Harbor Plans*. The purpose of the plan is to create a comprehensive framework to guide the development of East Boston's Inner Harbor waterfront in a manner that reflects the city's and community's vision for the area and conforms to the objectives of the state's Waterways Regulations. The East Boston Municipal Harbor Plan (EBMHP) will provide guidance to the community, developers and to the Department of Environmental Protection (DEP) Chapter 91 licensing process. It is intended to be a planning tool for the near to mid-term future that will be updated to reflect conditions at the end of the ten-year timeframe being requested for this plan.

This submittal of the EBMHP builds upon the East Boston Master Plan that the BRA developed with extensive community participation from 1998 to 1999 and published in April 2000. The Master Plan process grew out of a local planning initiative that reflected the East Boston community's desire to manage and promote growth in an orderly way. The economic boom of the 1990's was also a contributing factor to the development of the Master Plan and the Municipal Harbor Plan. During this period, the East Boston waterfront, which includes many underutilized properties, has become more attractive for development, especially in light of its outstanding views of and proximity via transit to Downtown Boston.

This document constitutes the BRA's submittal to the Secretary of Environmental Affairs for approval as the East Boston Municipal Harbor Plan. The state approved East Boston Municipal Harbor Plan will be determined by the Secretary's decision and any conditions included in it. Since the Office of Coastal Zone Management is conducting a boundary review of the Designated Port Area concurrently with the development of the EBMHP, it is anticipated that an amendment to this submittal will be filed through the process provided for in 301 CMR 23.00, *Review and Approval of Municipal Harbor Plans*.

1.2. Relationship to City of Boston Harbor Planning

The City of Boston, through the Boston Redevelopment Authority, initiated its harbor planning efforts with the submittal of a Municipal Harbor Plan for a portion of the waterfront in October 1990. This plan, which the Secretary of Environmental Affairs approved in May 1991, was effective for five years. Through correspondence beginning in 1996, the BRA requested additional time to file its renewal, and the Secretary concurred, stating that the MHP would remain in full force and effect until such time as the City renews it. Because the size and complexity of Boston Harbor made it difficult to develop a single plan to address the varying needs, functions, and characteristics of the different waterfront areas that constitute Boston Harbor, the BRA has divided the harbor into eight harbor planning districts: Charlestown Waterfront, Charlestown Navy Yard, North Station Waterfront, Downtown/North End Waterfront, South Boston Waterfront, Dorchester Bay/Neponset River Waterfront, East Boston Waterfront, and the Boston Harbor Islands. (See **Figure 1-1, Boston Inner Harbor Area**)

Since the original 1990 filing, the BRA has accomplished the following measures.

- In 1999, the City filed and received approval for two geographic amendments to the MHP, one in the North Station Waterfront and one in the Charlestown Navy Yard.

- In July 2000, the BRA submitted the Municipal Harbor Plan for the South Boston Waterfront.
- In December 2000, the Secretary of Environmental Affairs issued his decision on this plan.

In addition to the East Boston MHP, the City is currently in the process of developing the Fort Point MHP. It is also continuing its work with the Fort Point Channel Working Group in the development of a Watersheet Activation Plan.

The City is also involved in other planning endeavors that affect the waterfront. The BRA has:

- Completed a *Master Plan for the Boston Marine Industrial Park* in South Boston in December 1999.
- Completed *The Inner Harbor Passenger Water Transportation Plan* in January 2000.
- Participated in the development of a resource management plan for the Boston Harbor Islands National Historic Park Area that will improve access to the islands while at the same time preserving their unique characteristics.

1.3. State Programs Affecting the MHP Process

1.3.1. Waterways Regulations (310 CMR 9.00)

Through Chapter 91 of the Massachusetts General Laws (Chapter 91), the Commonwealth vested DEP with the general care and supervision of its Harbors, tidewaters, and tidelands. The Commonwealth also charged DEP to preserve and protect the rights of Massachusetts inhabitants in the tidelands by ensuring that uses of the tidelands are limited to water-dependent uses or uses that otherwise serve a public purpose. Chapter 91 conferred upon DEP the authority to fulfill this statutory mandate through the issuance of licenses that prescribe terms and conditions for the use and development of tideland areas (Chapter 91 Licenses).

In response to the mandate, DEP has established comprehensive regulations to preserve, protect, and promote the public's rights and interest in the tidelands (310 CMR 9.00, the Waterways Regulations). The Waterways Regulations prescribe the conditions and criteria for granting a Chapter 91 License. By establishing use restrictions and height, setback, and open space requirements for nonwater-dependent use projects, the Waterways Regulations seek to ensure that much of the Commonwealth's waterfront either is preserved for water-dependent uses or is available for use by all its residents for a public purpose.

1.3.2. Municipal Harbor Planning Regulations (301 CMR 23.00)

In order to encourage municipalities to develop long-term comprehensive plans for their harbors that are consistent with the Waterways Regulations, the Massachusetts Office of Coastal Zone Management (CZM) established a voluntary procedure by which municipalities may obtain approval for a Municipal Harbor Plan from the Secretary of Environmental Affairs. One of the key benefits of this planning process is that it enables municipalities to develop a local plan that reflects its unique circumstances and goals in a manner that is consistent with state policy. The tailoring process can include Substitutions for the Waterways Regulations' numerical standards for nonwater-dependent uses that are consistent with the Chapter 91 mandate to protect and preserve the rights of the Commonwealth's inhabitants in the tidelands. The Municipal Harbor Plan can also include more detailed standards for the discretionary sections of the Waterways Regulations, which are called Amplifications. Mitigation measures, called Offsets, are required when Substitutions do not provide equivalent or greater standards than those found in the

Waterways regulations. DEP applies the general principles and concepts, Substitutions, Amplifications and Offsets of the Municipal Harbor Plan in making Chapter 91 licensing determinations.

The procedure and standards for obtaining approval of a Municipal Harbor Plan are delineated in the Massachusetts Office of Coastal Zone Management's regulations, *Review and Approval of Municipal Harbor Plans*, 301 CMR 23.00. These regulations establish standards for content of the plan and a process for its review and approval, including public notice and comment. These include specific criteria for the evaluation and approval of requests for Substitutions. In approving a Municipal Harbor Plan, the Secretary of Environmental Affairs must make a written determination that the plan meets the standards of the Municipal Harbor Plan Regulations and is consistent with applicable CZM policies and the tidelands' policy objectives and regulatory principles as set forth in the Waterways Regulations.

1.4. East Boston Municipal Harbor Plan

The East Boston Waterfront district consists of the Inner Harbor waterfront, including Massport properties, and lower Chelsea Creek. As a quasi-public agency whose primary mission is related to port activities and which is exempted by legislation, Massport is not subject to the Municipal Harbor Planning process. A separate Municipal Harbor Plan will be developed for Chelsea Creek because its characteristics and functions are very different from the Inner Harbor waterfront. The East Boston Municipal Harbor Plan sets out a planning framework for the Inner Harbor waterfront. The geographic boundaries are discussed below. (**Section 1.5**)

The City filed a Request for Notice to Proceed for the East Boston Municipal Harbor Plan in accordance with CZM's regulations, 301 CMR 23.00, on December 28, 2000. On March 12, 2001, the Director of the Office of Coastal Zone Management issued the Notice to Proceed for the East Boston Municipal Harbor Plan, which includes certain stipulations concerning the development and approval of the plan. The EBMHP submittal set forth in the following pages has been prepared in accordance with the Notice to Proceed's general guidance and direction.

At the time the Request for Notice to Proceed was filed, it was the BRA's intention to include a DPA Master Plan (DPAMP) in the EBMHP. The BRA has done preliminary analysis of the DPA and presented the results to both the MHPAC and the East Boston community. As a result of this work, it has become evident that there are questions about the existing DPA boundary that need to be addressed. In response to this need and a request for review filed by a property owner, CZM initiated a Boundary Review study in mid-December, 2001 that will evaluate the current East Boston DPA boundary. Since this study will be coordinated with and conducted in parallel with the BRA's on-going work, the City in consultation with CZM and the Municipal Harbor Plan Advisory Committee has decided to submit the East Boston MHP and an amendment. The first submittal, the EBMHP, addresses the Study Area described below in **Section 1.5** and includes all the material discussed in the Request for Notice to Proceed with the exception of the DPA Master Plan. It includes the following sections:

- **Introduction** – A general overview of the East Boston Municipal Harbor Plan.
- **Consensus Building and Agency Coordination** – A brief history of East Boston and a description of the processes used to obtain public input and to coordinate the EBMHP with regulatory and planning agencies.
- **Historic and Planning Background** – A brief history of East Boston and a description of the planning work previously conducted pertaining to the East Boston waterfront.

- **Summary of the East Boston Master Plan** – A synopsis of the recommendations of the East Boston Master Plan regarding the Inner Harbor waterfront.
- **Planning Context for the Inner Harbor** – A discussion of the role of the East Boston waterfront in the Harbor as a whole.
- **Transportation Overview** – A summary of the transportation issues related to the waterfront.
- **EBMHP Urban Design, Shoreline and Watersheet Goals, Guidance and Requirements** - A description of the planning goals, guidelines and requirements that apply to all projects located in the study area.
- **Open Space and Public Access Goals, Guidelines and Requirements** – A presentation of the Open Space Concept Plan and its elements that should be incorporated into waterfront projects in the study area.
- **Tailoring Chapter 91** – An explanation of the Waterways regulatory framework and its application to the study area and a presentation of site specific Substitutions, Amplifications and Offsets for Clippership Wharf and Hodge Boiler Works properties.
- **Implementation** – A description of the measures that will be used to carry out the recommended Substitutions, Amplifications, and Offsets in a timely manner.
- **Consistency** – A description of how the Plan conforms to state policies, regulations, and agency plans.

The Amendment to the EBMHP, which may include the DPA Master Plan depending upon the results of CZM's Boundary Review study, will be submitted subsequent to the completion of CZM's study process. Any additional Substitutions, Amplifications, and Offsets that evolve out of CZM's Boundary Review will be included in the Amendment. These will include any Substitutions, Amplifications, and Offsets that may be developed as a result of the Boundary Review process for any non-DPA parcel or properties that lie both within and outside of the DPA. Although the submission of the DPA Master Plan is being deferred, the area-wide analysis establishes that the Substitutions, Offsets, and Amplifications being sought for two of the non-DPA parcels in this submittal are sufficiently separate from the DPA to ensure that development proceeding under the EBMHP will not interfere with or threaten the continuation of marine industrial uses in the DPA.

1.5. Geographic Area

The study area for the EBMHP is located along the Inner Harbor shore of East Boston (See **Figure 1-3 Study Area**). It lies directly across Boston Inner Harbor from the Charlestown, the North End, Downtown, and South Boston Harbor districts. (See **Figures 1-2, North End and Downtown Waterfront and 1-3, East Boston Waterfront**) The East Boston Municipal Harbor Plan does not include the Chelsea Creek area. The City of Boston intends to develop a separate Municipal Harbor Plan for this area in the future, most likely in conjunction with the cities of Chelsea and Revere, which also border the Chelsea Creek waterfront. The plan area generally extends from Jeffries Point to the Chelsea Creek entrance to Boston Harbor. The landside boundary coincides with the first public way. The boundary excludes the Massport Waterfront parcels, beginning with Pier 1 and running through to the Navy Fuel Pier, which are the subject of Massport planning and a Memorandum of Understanding between Massport and DEP rather than this Municipal Harbor Plan.

1.5.1. The Waterfront Boundary

The waterfront boundary starts at the northern edge of the Shore Plaza East housing development and continues south along the East Boston waterfront past the Jeffries Point Yacht Club and Porzio Park and ends at the cove where Maverick Street meets the shore.

1.5.2. Landside Boundary

The landside boundary is drawn generally along the first public way, which for planning purposes represents the area of Chapter 91 jurisdiction, excluding those parcels defined in the Waterways regulations as *landlocked tidelands*. The landside boundary runs the length of Border Street; jogs down Maverick Street to New Street; heads southeasterly along Summer Street; runs south toward the Harbor along Lewis Mall and Lewis Street; and picks up again after the Massport owned parcels, beginning at the Jeffries Cove end of Marginal Street west to Jeffries Street. Finally, the landside boundary turns north to Maverick Street and then southeast to the end of Maverick Street at Jeffries Cove.

1.5.3. Planning Sub-Areas

The character of the East Boston waterfront varies as one moves from the northern boundary of the study area to its southeastern corner. The Request for Notice to Proceed proposed four sub-areas, which at that time seemed suitable to identify for planning analysis. During the EBMHP development process, further understanding and refinement of existing conditions and development trends, planning issues and approaches resulted in a refinement of those planning area groupings into nine planning sub-areas: (See **Figure 1-4 Sub-Areas**. **Figure 1-5** is included as a reference for adjacent context and uses found along the East Boston Waterfront.)

- Existing Residential
- The Traditional Working Waterfront – North and South Border Street
- The Gateways – Liberty Plaza/Central Square and Lewis Mall/Maverick Sq.
- The Neighborhood Extensions – West and East-Massport
- Massport Shipyard
- Jeffries Point

A general description of existing conditions will be discussed in a north to south geographic sequence in the following sub-sections. Since there is little opportunity for development in the Existing Residential and Jeffries Point sub-areas and the Massport properties – Neighborhood Extension East and the Shipyard – are not subject to the Municipal Harbor Plan process, the major focus of the EBMHP is on the remaining six planning sub-areas.

Existing Residential

This sub-area is located at the northern end of the study area where Shore Plaza East is located. This large multi-unit development, constructed in the 1970's, contains approximately 380 units located in 4 buildings, each of which is about 80 feet high and is built perpendicular to the shore. Its current owner plans to continue the Section 8 subsidized housing program for these units. It is highly unlikely that there will be any change or opportunity for development at this site in the mid term future so the EBMHP does not make any recommendations for this sub-area. (See **Illustration 1-1**)

The Traditional Working Waterfront (North and South Border Street)

The north Border Street area extends south from Shore Plaza East up to the northern boundary of Liberty Plaza commercial center. It includes the Umana/Barnes School and one of the DPA sub-areas. (See **Illustration 1-2**) With the exception of the Umana/Barnes School, most of the buildings in the section of the waterfront are three to four stories high. With the exception of the Umana/Barnes School, land uses in the DPA are primarily water-dependent industrial, including Boston Tow and Transportation and the Westerbeke Company. The adjacent neighborhood across Border Street, however, is primarily residential and abuts the Eagle Hill Historic District. Water depths at the seaward boundary of this area range from 13 to 27 feet.

The south Border Street area extends from the south end of Liberty Plaza to LoPresti Park, between Border and New Streets and the Harbor. This area is also part of the East Boston DPA. (See **Illustration 1-3**) Approximately two-thirds of this planning sub-area is vacant land. (See **Illustration 1-4**) Several buildings in this area are vacant, including one located adjacent to Liberty Plaza Shopping Center and several located on New Street. The remaining buildings are generally underutilized. The southern end of the area contains 19th century industrial buildings of varying heights. The Boston Tow and Transportation property is the only one that is currently in water-dependent use. The tallest building is nine stories. Across Border Street most of the buildings are two to three stories high and industrial in character. A large residential public housing project, Maverick Gardens, whose buildings are three stories high, is located across from the New Street waterfront properties. Water depths at the seaward boundary of this area range from 18 to 22 feet.

The Gateways

Two areas of the waterfront have the greatest potential to serve as water-based gateways into East Boston, connecting it to downtown Boston and Charlestown. The Lewis Mall and the Liberty Plaza Shopping Center are identified in the East Boston Master Plan as sites for future ferry links between East Boston and other parts of Boston such as the Financial District, Charlestown, the North End, and South Boston. These potential transit nodes will provide Gateways into East Boston. In addition, the shore of the Shaw's supermarket site is reserved for water-dependent uses through the Chapter 91 license of the supermarket.

The Liberty Plaza Gateway area is a major East Boston commercial district, containing a shopping center and a large supermarket on the waterside of Central Square. The inland side of Central Square also contains shops and restaurants catering to the East Boston community. The scale is similar to other areas of the waterfront, consisting of low buildings of two to three stories. (See **Illustration 1-5**)

Lewis Mall and Lewis Street run between the waterfront and Maverick Square, one of East Boston's community commercial districts and its public transit hub. Lewis Mall is a pedestrian area between Sumner and Marginal Streets bordered by Heritage Apartments, housing for the elderly, and Clippership Apartments. Lewis Street, a public street open to vehicular traffic, extends from Marginal Street to the shore, where the site of the former East Boston ferry terminal is located. This area is included in the Gateway sub-area because of its potential as a future water transportation terminal that will serve the new residential developments proposed for Clippership Wharf and Massport's Pier 1 as well as the connection to Maverick Square.

The Neighborhood Extensions

This planning sub-area, beginning with LoPresti Park and extending to the Massport Shipyard, includes the Hodge Boiler Works site and the vacant Clippership Wharf site, to be developed for residential use. (See **Illustration 1-6**) Though not part of the Municipal Harbor Plan, the

Massport properties (Piers 1-5) (See **Illustrations 7-9**) are conceptually included in this planning sub-area because all these parcels along the southwestern waterfront have the unique opportunity to expand the existing Jeffries Point and Sumner Street neighborhoods to the waterfront as a part of the new development amenities and parks.

This planning sub-area is adjacent to existing residential areas, including Maverick Gardens (twelve three-story buildings), Clippership (two stories) and Heritage Apartments (three to six stories) public housing complexes, the Jeffries Point Neighborhood, and to the Traditional Working Waterfront. Most of the remaining surrounding neighborhood consists of low buildings of two to three stories.

Massport Properties

The Massport properties make up two sub-areas along the East Boston waterfront, including Piers 1 and 5, Piers Park I and II, the Massport East Boston Shipyard, and the Naval Fuel Pier. These two areas are included for reference purposes only, and are not part of the study area because they are not part of the EBMHP study area. (See **Figure 1-4 and Illustrations 1-7 and 1-8**) Massport and DEP are currently developing a Memorandum of Understanding to govern Chapter 91 jurisdiction of these parcels.

Jeffries Point

This area, located at the southeastern corner of the study area, abuts Logan International Airport. It consists primarily of the Jeffries Point Yacht Club and Porzio Park. It is part of the same DPA sub-area as the Massport Ship Yard and Navy Fuel Piers but has been separated from them for the purposes of this planning document because the Massport properties are not included in the EBMHP study area.

The adjacent area is part of the Jeffries Point Neighborhood with its buildings in the two to three story range. (See **Illustrations 1-9**)

1.6. Goals

A two-tiered set of goals, developed with the participation of the MHPAC and public comments, guides the Municipal Harbor Plan development process. These goals are derived from and are consistent with the East Boston Master Plan.

1.6.1. Goals Related to the Water's Edge

- Preserve and promote water-dependent industrial uses.
- Preserve and promote water-dependent uses where appropriate.
- Provide full and appropriate utilization of the Inner Harbor waterfront.
- Maintain and improve the quality of life and the public's enjoyment of the waterfront.
- Preserve, protect, and enhance public access to and use of the waterfront.
- Diversify water and land transportation linkages.
- Support compatible economic development consistent with Chapter 91 principles.

1.6.2. Additional Goals

- Promote housing to meet community needs.
- Reinforce existing commercial and business centers.
- Reconnect neighborhoods through better access and pedestrian pathways.
- Preserve, maintain, and enhance historic residential neighborhoods and natural resources.
- Address overall community access to parking.

Figures for Chapter 1

Figure 1-1 Boston Inner Harbor Area

Figure 1-2 North End and Downtown Waterfront

Figure 1-3 East Boston Waterfront

Figure 1-4 Study Area

Figure 1-5 Sub Areas

Figure 1-6 Waterfront Context

Illustration 1-1 Shore Plaza East

Illustration 1-2 Boston Tow and Transportation – Border Street

Illustration 1-3 Boston Tow and Transportation – New Street

Illustration 1-4 Clippership Wharf

Illustration 1-5 Border Street/Liberty Plaza

Illustration 1-6 New Street Properties, LoPresti Park, Hodge Boiler Works

Illustration 1-7 Massport Pier One

Illustration 1-8 Massport Marina

Illustration 1-9 Jeffries Point Cove

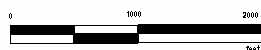


Figure 1-1
Boston Inner Harbor Area

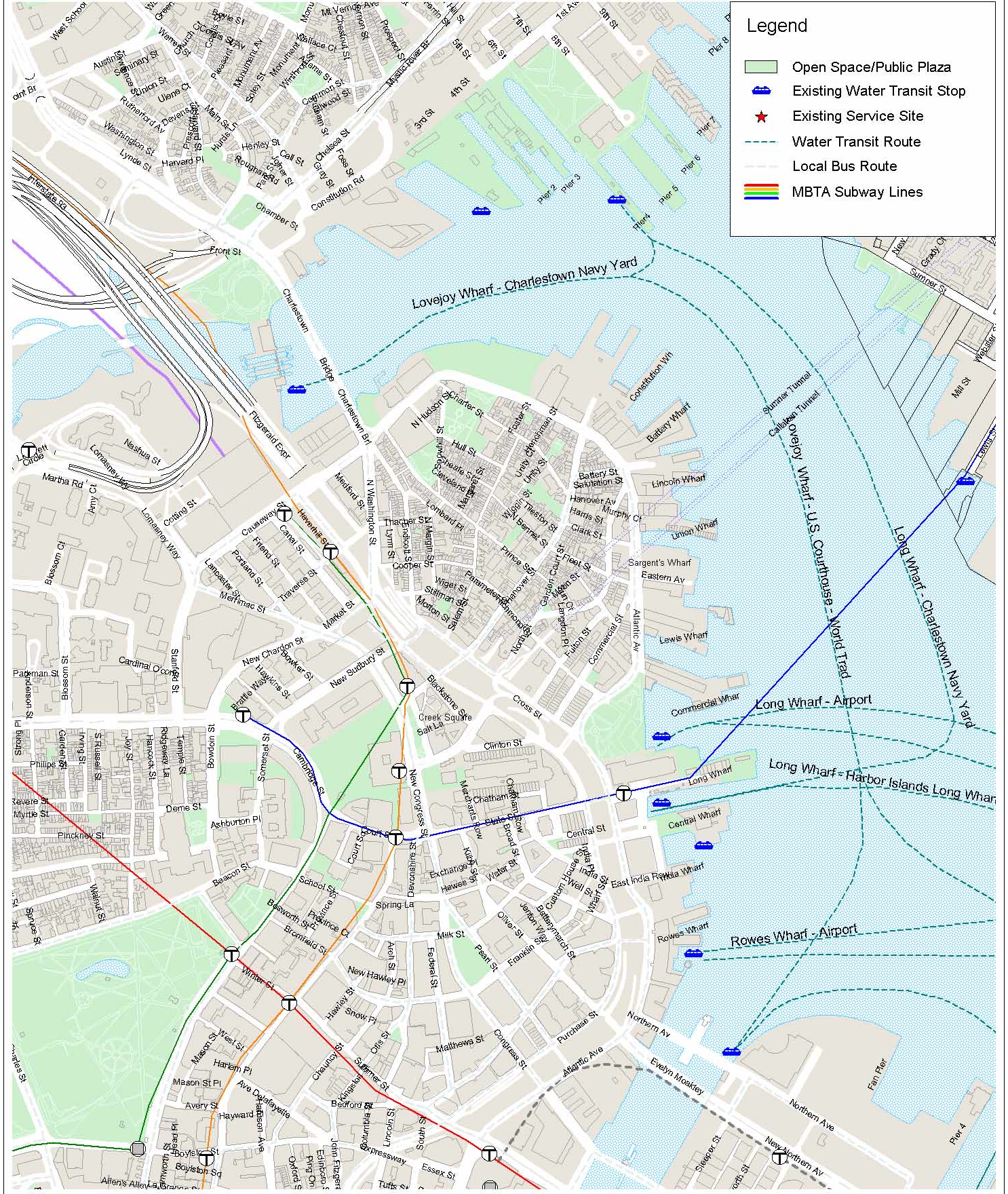
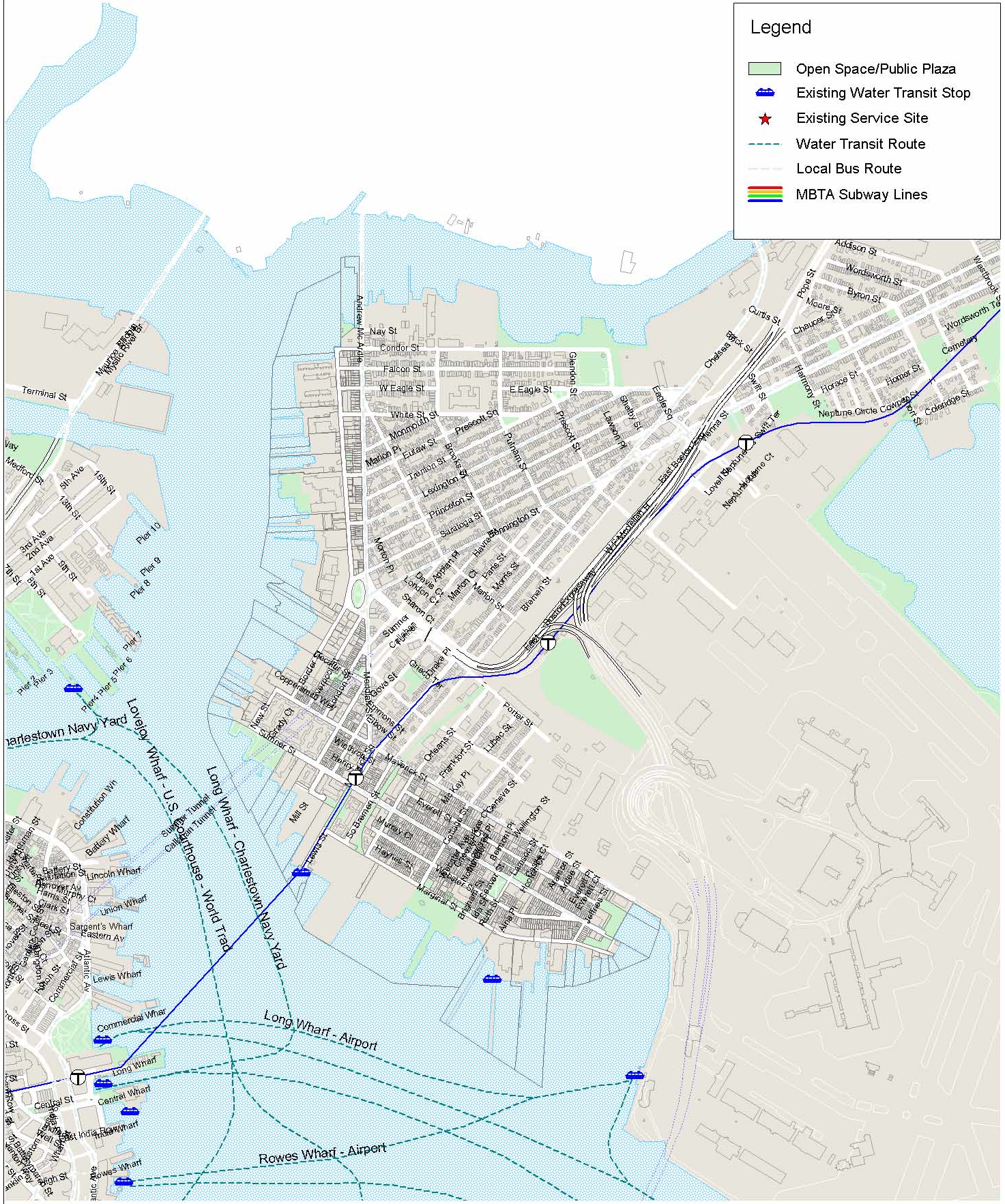
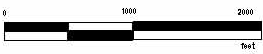


Figure 1-2
North End and Downtown Waterfront



Legend

- Open Space/Public Plaza
- Existing Water Transit Stop
- Existing Service Site
- Water Transit Route
- Local Bus Route
- MBTA Subway Lines

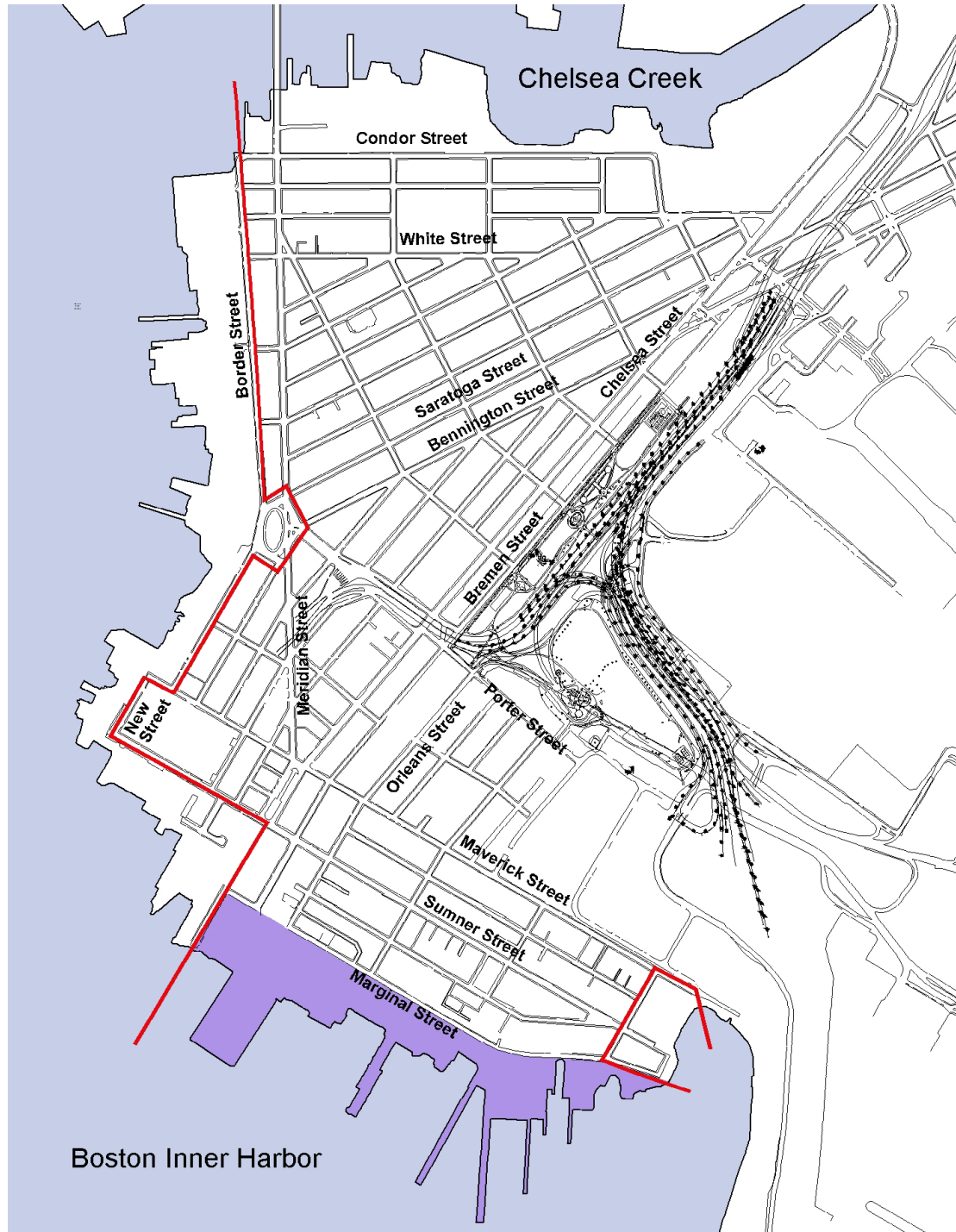


Scale 1" = 1,500'

Figure 1-3
East Boston Waterfront

Legend

-  Study Area Boundary
-  Massport Waterfront Parcels

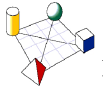


EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure I-4
Study Area**

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.




Date: March 2002

Scale:  0 400' 800' 1600'

EAST BOSTON MUNICIPAL HARBOR PLAN

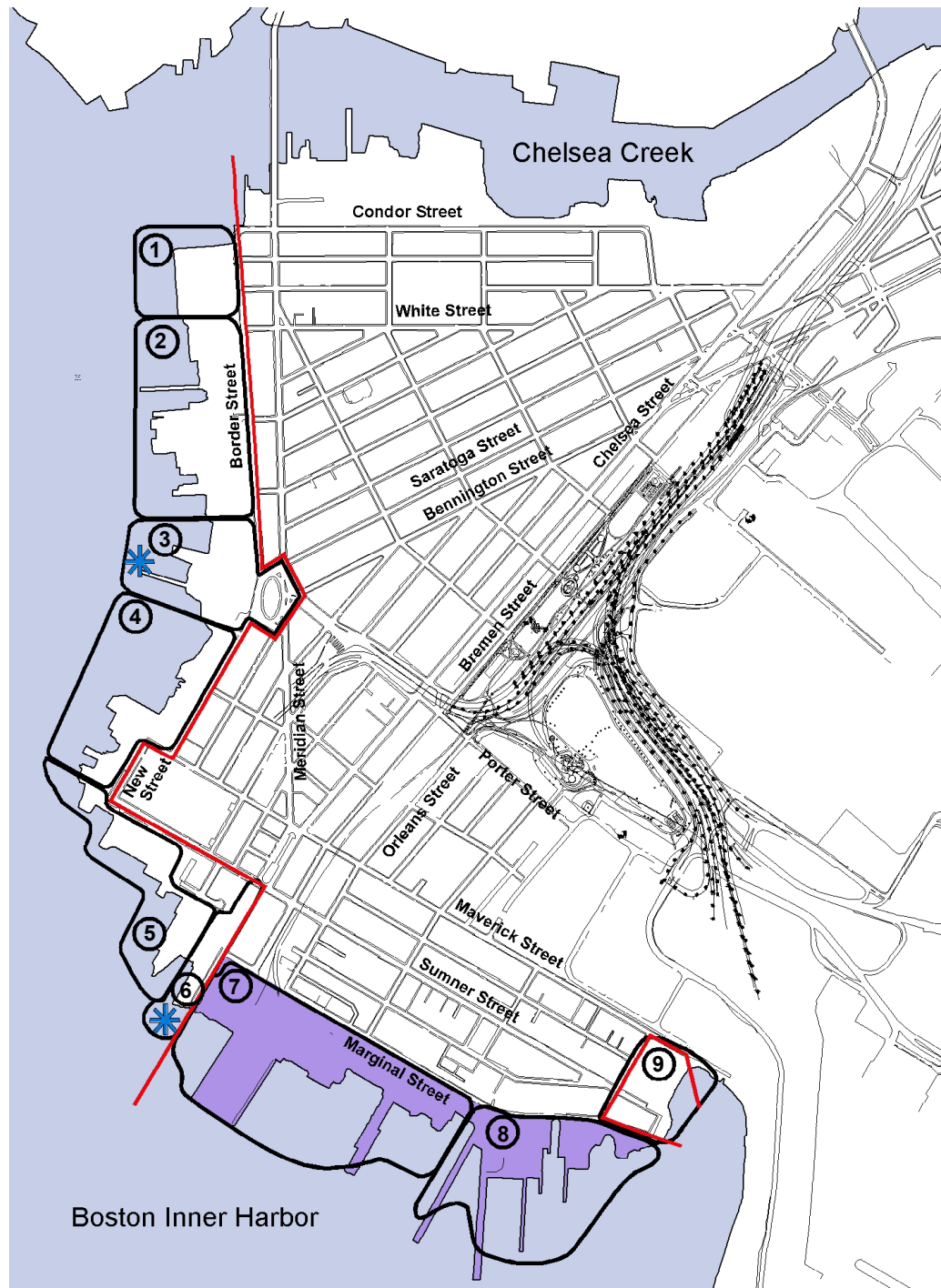
Figure 1-5
Sub Areas

Legend

 Study Area Boundary

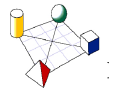
 Massport Waterfront Parcels

- ① Existing Residential (Shore Plaza East)
- ② Traditional Working Waterfront (North Border Street)
- ③ Gateway (Liberty Plaza/ Central Square) 
- ④ Traditional Working Waterfront (South Border Street)
- ⑤ Neighborhood Extension (West)
- ⑥ Gateway (Lewis Mall/ Maverick Station) 
- ⑦ Neighborhood Extension (East - Massport)
- ⑧ Massport Shipyard
- ⑨ Jeffries Point



prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.




Date: March 2002

Scale: 

EAST BOSTON MUNICIPAL HARBOR PLAN

Legend

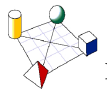
 Study Area Boundary

**Figure 1-6
Waterfront Context**



prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

Chapter I

I-1 Shore Plaza East



I-2 Boston Tow and Transportation
Border Street



I-3 Boston Tow and Transportation
New Street



I-4 Clippership Wharf



I-5 Border Street
Liberty Plaza



I-6 New Street Proper-
ties, LoPresti Park,
Hodge Boiler Works



EAST BOSTON MUNICIPAL HARBOR PLAN

Chapter I

I-7 Massport Pier One



I-8 Massport Marina



I-9 Jeffries Point Cove



2. Consensus Building and Agency Coordination

2.1. Overview

The BRA has fulfilled its commitment to an open planning process for the East Boston Municipal Harbor Plan described in the Request for Notice to Proceed. The consensus building process began with the first meeting of the City's Municipal Harbor Plan Advisory Committee devoted to the East Boston Municipal Harbor Plan in September 2001 and will conclude in 2002.

The process is two-tiered with the City's Municipal Harbor Plan Advisory Committee serving as the primary public forum and East Boston community meetings affording the community residents the opportunity for discussion and input at major milestones in the planning process. Representatives of CZM and DEP have attended all meetings and have met with the BRA staff and its consultant regularly throughout the entire planning process.

2.2. Municipal Harbor Plan Advisory Committee

The Municipal Harbor Plan Advisory Committee (MHPAC), appointed by Mayor Menino in July 1999, has continued its role as the waterfront-wide advisory group to the BRA. The MHPAC is broad-based, including community representatives from the City's waterfront neighborhoods, elected officials, representatives from federal, state and city agencies, educational institutions, advocacy groups and commercial interests. Roderick Macdonald from South Boston chairs the member MHPAC with representation distributed as follows:

- Neighborhood – eight, five of whom are from East Boston;
- Government – six;
- At-Large – sixteen; and
- Ex-Officio – five, including two City Councilors, two state legislators, and one member of the U.S. Congress.

(See **Chapter 2 Appendix, Consensus Building** for the list of members.) At the start of the East Boston MHP, the MHPAC was augmented with three additional representatives from East Boston to ensure a balance between citywide and East Boston interests.

MHPAC meetings are regularly held in Boston City Hall and are open to the public. The meetings, which are scheduled at a minimum of one per month, are very well attended. At the beginning of the planning process, meetings were held every two weeks so that between September 2000 and December 2001 a total of 25 MHPAC meetings were held. Non-member attendees participate in meeting discussions and, when appropriate, the Committee also seeks additional expertise from local business and industry groups. A database of names of individuals and organization representatives who have attended meetings and/or requested information has been used to notify the members and attendees of all MHPAC meetings. Attendance at meetings is generally quite good for both MHPAC members and the general public.

The process has included special meetings to allow developers to present their plans to the MHPAC. At the first meeting, all the developers presented brief descriptions of their conceptual proposals. At the MHPAC's request, the BRA then invited developers with more advanced proposals to individually present their plans, including proposed Substitutions, Amplifications and Offsets. Massport was included in this process in order to understand how their developer's

proposals relate to the EBMHP and to evaluate consistency between the two separate planning initiatives being conducted by the BRA and Massport.

Since the East Boston Inner Harbor is a part of the larger Boston Harbor, it is important that citizens and citywide stakeholders be given an opportunity to participate in the East Boston harbor planning process. The outreach process has included citywide notice, both in newspapers and on the Internet, of the meetings held in City Hall to discuss the draft of the first part of the EBMHP.

2.3. Community Meetings

The BRA held three well-attended East Boston community meetings to afford all East Boston residents the opportunity to learn about and comment on the Municipal Harbor Plan as it developed. The BRA published notices for the meetings in the East Boston newspapers to ensure as broad participation as possible. The meetings were held at significant milestones in the planning process. Minutes of MHPAC meetings can be found in **Chapter 2 Appendix, Consensus Building**.

- **Meeting 1, December 12, 2000** – This community meeting, which was held in the Harborside Community Center, was used to introduce the East Boston community to the Municipal Harbor Plan, explain its relationship to the East Boston Master Plan, and the planning process. Participants were asked for ideas and comments on the proposed EBMHP goals.
- **Meeting 2, June 20, 2001** – The purpose of this meeting, held in the Jeffries Point Neighborhood Association/East Boston Social Center, was to present to the community the preliminary findings of the DPA Master Plan and the Open Space Concept Plan. There was active discussion about both topics.
- **Meeting 3, March 4, 2002** – The final draft of the first part of the EBMHP, addressing all aspects of the EBMHP except the DPA Master Plan, was presented for discussion at the Harborside Community Center.

The BRA's planning reflects the comments and ideas received at MHPAC and community meetings. In addition to discussion at meetings, MHPAC members and attendees were encouraged to submit comments on draft texts on a standard comment form that was shared with all committee members. The BRA's response to the comments was also recorded on these forms and distributed at MHPAC meetings. (See **Chapter 2 Appendix, Consensus Building**)

2.4. City of Boston Coordination

Boston City Council – In addition to the two City Councilors who are members of the MHPAC, all members of the Council received an invitation from the BRA to attend the meetings of the Municipal Harbor Plan Advisory Committee in an email memorandum from Jansi Chandler dated October 26, 2000. (See **Chapter 2 Appendix, Consensus Building**)

City Agencies – Throughout the development of the EBMHP, the BRA has coordinated with city agencies whose interests relate to the EBMHP, such as the Environment Department, the Landmarks Commission, the Commission for Persons with Disabilities and the Department of Neighborhood Development.

2.5. Agency Coordination

Staff from CZM and DEP has been closely involved throughout the entire EBMHP planning process. They have attended all MHPAC meetings, providing their expertise to answer MHPAC members' questions and generally to keep abreast of the plan development and the issues and comments raised at the MHPAC meetings.

In addition, BRA staff, the BRA's consultants – ICON architecture, inc. – and agency staff have held on-going consultation meetings. These meetings covered various issues and topics, including the review of methodology for determining the historic low water mark for estimating the Commonwealth Tidelands boundaries, and the DPA land use calculations, assumptions and build-out analyses for individual properties, and approval process. In the 11-month period between September 2000 and October 2001 over 18 meetings were held, not including numerous telephone consultations.

3. Historic and Planning Background

3.1. History of the East Boston Waterfront

Today's East Boston community grew out of the consolidation of five islands. It originated with the grant of Noddle's Island to the colony in 1620. In 1633, Samuel Maverick, Episcopalian and Royalist, acquired Noddle's Island and became the first recorded resident. The islands began to play vital roles in Boston's commerce in the 1700's. Settlers used the islands for both commercial and agricultural purposes, using the marine location to establish salt works and the natural topography for farming and grazing.

The East Boston Harbor was significant in the American Revolution as the site of the first British naval attack in the late 1700's. British troops sailed into the harbor, invading the islands and seizing the livestock. Colonists retaliated, sinking the British ship and recapturing their land and livestock.

As an island community, linkage to Boston was important to East Boston from an early date. Noddle's Island was linked by ferry to Boston as early as 1796. The connection to Boston was formalized in the 19th century when the island became part of the City of Boston after it was chartered in 1822. Soon after, in the 1830's, The East Boston Company, founded by William Hylsop Sumner, son of Governor Sumner, developed a pioneering planned community in East Boston. The community was laid out in a grid pattern and acquired its name, East Boston. The development was expanded with the building of the Maverick Hotel, named after East Boston's first resident. East Boston was soon promoted as a waterfront resort within easy reach of Boston by ferry to Maverick Square. In 1835, the transportation service expanded to two ferries shuttling supplies and passengers between Boston and East Boston.

From 1840 to 1865, East Boston became a significant waterfront industrial center, with shipyards being the most prominent feature. East Boston wharves served as Boston's center for European grain exports as well as the London-based Cunard Line, bringing immigrants and trade. Donald McKay's shipyard built fast and famous merchant ships called clippers. The record setting clipper ship, *Flying Cloud*, became the fastest vessel to transport merchandise to California. East Boston's dry docks also produced America's first steel hulled sailing ships and iron steamships during this shipbuilding heyday. The Eastern Railroad Company constructed a terminus near Maverick Square, further promoting trade through rail access to the shipyards and shaping a maritime industry based on a railroad distribution system.

During this same period, East Boston rivaled Ellis Island as a port of entry to the United States. The rapid growth of the shipbuilding industry attracted many immigrants, especially from Canada and Ireland. Subsequent European immigrant waves followed through the end of the 19th into the early 20th centuries, dominated by Italians and then Irish. The 1926 immigration quotas soon brought an end to this trend. East Boston continues to attract many recent immigrants to the United States even though it is not necessarily their port of entry.

The wooden ship building industry, including clipper ship production, diminished in 1870 after a waterfront fire destroyed many of East Boston's piers. Land based transportation began to take over as the principal linkage mode. In the place of the wooden ships came the Boston, Lynn, and Revere Beach railroads. In 1904 the cross-harbor subway tunnel was built, challenging the future of the ferry service.

The construction of Boston Airport in the 1920's by filling the mud flats between Apple, Bird and Governor's Islands created the core of today's Logan airport. Development of the Sumner

Tunnel, finished in 1934, and later the Callahan in 1961 brought East Boston closer to the city, promoting automobile travel and easy links to Logan and air travel. In the 1950's the construction of McClellan Highway (Route 1A) provided a modern automobile link to the north.

These developments all continued to adversely affect the role of the East Boston Harbor. The East Boston waterfront was no longer the community's industrial engine. Numerous maritime and waterfront industries changed use; the few that continue to function appear today as part of the historic marine industry continuum. The existing waterfront industries have had to adapt to constraints of existing conditions, including continuing residential development and transportation connection limitations imposed by existing street network and traffic conditions. Nevertheless, economic and cultural changes of East Boston's Harbor and related neighborhoods present many opportunities for a modern waterfront today. Current water-dependent industrial uses include tugboat operations, shipyard, layover for tugs, barges and water transportation vessels, fish gear distribution, lobster trap storage, pilot operations, and water transportation services. The now vacant and underutilized parcels along East Boston's harbor and potential links into East Boston are important to the City of Boston's future and therefore should be developed to meet East Boston's needs within the context of the entire Boston Harbor.

3.2. Key Historic Features

The East Boston Harbor's historic existence has left key individual features and areas that are significant to the understanding and "memory" of the city's development and success. Within the Study Area and its immediate context, the Boston Landmarks Commission has identified certain features as Boston Landmarks. These include the Donald McKay House, Trinity House, and several residential properties on Princeton Street. These properties are all located within a newly designated National Register Historic District. They are both local historic landmarks and nationally designated historic structures. There are over 6,000 buildings and structures documented as historic by the Boston Landmarks Commission in the East Boston community, and several districts are recommended for designation or listing on the National Historic Register. There are also other important historic features along the waterfront such as the granite seawalls, Jeffries Point Yacht Club and port-related structures significant to the development of the community. The Boston Landmarks Commission has inventoried the East Boston waterfront for additional structures that may also deserve protection.

The planning of the Harbor must also consider and celebrate the many physical and cultural reflections of the diverse immigrant populations that have been and continue to be part of the area's development, as well as the historic public and open spaces such as Maverick and Central Squares, and the Sumner/Callahan tunnel entrance, which have physically shaped East Boston's waterfront area.

3.3. Planning History

In recent history, the Boston waterfront has been the focus of many concerns, opportunities and future development ideas. The past twenty years of planning efforts and accomplishments have helped guide development and redevelopment of the East Boston Harbor as an active part of the Boston Harbor. These efforts include community planning, open space preservation, historic preservation, transportation, and zoning:

3.3.1. Community Planning Efforts

- ***Comprehensive Planning Initiative*** – Started in 1996-97, this effort identified primary community goals for East Boston and became the catalyst for the East Boston Master Plan. Many goals identified including economic development, transportation, open space, and housing have direct impact on the waterfront. The Municipal Harbor Plan will be a vehicle for the realization of these priority goals.
- ***East Boston: Building Momentum for Change*** – Prepared by Comunitas for the Neighborhood of Affordable Housing in 1995, the plan summarizes a consensus building workshop conducted with participating community groups such as the East Boston Master Planning Recreation and Land Use Council, the NOAH Board of Directors, the Maverick Business Alliance and Latino community leaders. Key issues, opportunities and desired outcomes for the area were discussed.
- ***Massport Strategic Plan*** – This 1999 plan is the result of a year long process in which Massport worked with the community and coordinated its efforts with the BRA's Master Plan in order to develop a strategy for the future use of its waterfront properties along Marginal Street. The Plan resulted in the development of design guidelines for these properties: Pier 1 to house a mixed residential/commercial development of 600 units; Pier 3 to become the second phase of Piers Park; Pier 5 to be an expansion of the Massport Marina, and the Shipyard to continue its current maritime industrial activities.
- ***East Boston Master Plan*** – This plan, published in April 2000, was conducted by the BRA through a community-based process including the advisory Planning Coordinating Group and community public meetings. It provides a comprehensive framework for East Boston's future. A detailed summary is provided in **Chapter 4, Summary of East Boston Master Plan.**

3.3.2. Open Space and Historic Protection Efforts

- ***East Boston Greenways Access*** – The Greenway Access plan creates a cohesive new linear public park system across East Boston to reconnect residents with waterfront resources of Inner Harbor parks, swimming beach and salt marshes. The Greenway links existing and proposed open spaces including Piers Parks I and II, Bremen Street Park, Memorial Stadium, Wood Island Bay Marsh, Constitution Beach, and Belle Isle Reservation by re-using 1.5 miles of former railroad corridor and quiet neighborhood streets in a protected walking and biking trail. Through cooperative efforts of city and state agencies, the Greenway link will utilize interpretive themes to help tell the rich maritime, industrial, social, and natural history of the area. The Municipal Harbor Plan will be instrumental in the implementation of this plan and other open space projects. The Greenway Access Plan was prepared by the City of Boston in 1998 in cooperation with the East Boston Greenway Council, Boston Natural Areas Fund and Trust for Public Lands.
- ***Survey and Planning Grant – Part 1: East Boston*** – This study, prepared by the Boston Landmarks Commission for the Massachusetts Historical Commission in 1990, reviews the history of East Boston's topography, architecture, and development. The study illustrates a framework for researching historical landmark evaluation. Recommendations are provided regarding districts and properties worthy of Boston Landmark status.
- ***Freedom Trail and Historical Sites*** – The East Boston Bicentennial Committee completed research of the history and historic details of East Boston in the mid 1970's.

The data was used to strengthen a proposal for creation of heritage parks and corridors through East Boston.

3.3.3. Zoning Efforts

In the past few decades, the BRA conducted two zoning initiatives to update the East Boston zoning:

- ***East Boston: A Plan to Manage Growth*** – This plan, prepared by the BRA in March, 1988, identified key elements to produce an interim zoning amendment that would occur within a proposed interim planning overlay district. These elements include a boulevard planning district, affordable housing reserve district, mixed-use reserve district, new light manufacturing zone, prohibition of airport related uses, transportation master plan, transportation access plan, open space plan, height standards, use controls, and action programs.
- ***Article 53 of the Boston Zoning Code: BRA East Boston Neighborhood District*** – Adopted by the Zoning Commission of the City of Boston, February 16, 1993. The purpose of Article 53 is to establish the zoning regulations for the comprehensive plan for the East Boston Neighborhood District. The zoning regulations prescribed are comprehensive for every facet of physical development in East Boston.

Future zoning changes may be initiated after the completion of the EBMHP process in order to ensure consistency between the state approved EBMHP and its amendment, if applicable, and the Boston Zoning Code.

3.3.4. Transportation

- ***Boston Inner Harbor Passenger Water Transportation Plan*** – The 1999 plan identifies pre-schematic concept plans and detailed recommendations for locating new terminals and expansion of existing terminals. The plan also makes recommendations for appropriate types of services for the different locations.
- ***Urban Design Study – Airport Edge*** – Prepared by Comunitas for Massport, January 1993. This study is a starting point for discussions of compatible uses adjacent to Logan Airport and the East Boston Community. Existing conditions, possible uses, and design options are addressed in the design exploration of six sites.
- ***East Boston Main Streets Transportation Action Plan – Preliminary Recommendations*** – Prepared by the BTB in 1998, the draft plan outlines recommendations to support the Main Streets Program including traffic management, access to public transit, pedestrian and bicycle facilities, new parking regulations, an enforcement plan and on-going projects. The plan documents a parking turnover study conducted for Meridian Street, Maverick Square, and side streets.

3.3.5. Port of Boston Economic Development Plan

This 1996 plan, a joint venture by the Massachusetts Port Authority and the Boston Redevelopment Authority, identified opportunities and set out strategies for East Boston, South Boston, and Charlestown. The following are the priority implementation actions recommended for the East Boston Harbor study area:

- a. Create a Maritime District from Central Square to Porzio Park promoting public access and supporting East Boston's marine services businesses.
- b. Facilitate the Conrail Corridor greenway.

- c. Strengthen the Waterfront Commercial District at Central Square.
- d. Integrate East Boston into an Inner Harbor water transit system.
- e. Support community planning efforts to strengthen connections within the community and access to the waterfront.

Mid-term implementation measures recommended are:

- a. Consider new landside uses for the East Boston piers that are compatible with the continued marine services and support activities and a new waterfront park.
- b. Support community and MBTA efforts to revitalize Maverick Square and link it to the waterfront and piers areas.

3.3.6. Current Planning

The challenges and opportunities arising along the East Boston Waterfront and adjacent neighborhoods identified and focused through the Community Planning Initiative were the catalyst for the preparation of the East Boston Master Plan. The 1999 Master Plan, a comprehensive study and resulting recommendations plan, was prepared with in-depth community input, support, and commitment for implementation. The Master Plan, its recommendations, and the goals it sets out for the Waterfront, are the basis for preparation of the East Boston Municipal Harbor Plan and the amendment to it anticipated after the completion of CZM's Boundary review of the DPA. The East Boston Municipal Harbor Plan, when amended after the completion of CZM's Boundary review, will also respond to issues related to port resources and marine industrial activities, serving as the Designated Port Area Master Plan for the study area. **Chapter 5** will provide detailed information on the planning context.

4. Summary of East Boston Master Plan

4.1. Introduction

The East Boston Master Plan (EBMP) describes how new growth and economic development can occur within East Boston, while providing a framework for preserving the neighborhoods and their resources. The Master Plan identifies a vision for the future as well as an understanding of East Boston's unique physical environment and historic resources.

The Master Plan was issued in April 2000 by the City of Boston. It was developed through a year-long process conducted by the Boston Redevelopment Authority (BRA) and its consultant, ICON architecture, inc., with the advice of the community-based Planning Coordinating Group (PCG), building upon the earlier community-based Comprehensive Planning Initiative. This process involved local outreach in the form of monthly PCG meetings that were open to the public. These meetings were well attended by representatives of the community, Massport, and other interested parties. As part of the consensus building process, the BRA also held three public workshops and two community meetings to review and discuss key milestones during the Master Plan's development.

The EBMP is organized into two sections: *Elements of the Plan*, the planning considerations, and *Focus Areas and Projects*, geographic sub-areas, to which the planning elements are applied to develop specific recommendations. The six Planning Elements are: 1) Open Space and Public Environment, 2) Land Use, 3) Historic Resources and Heritage, 4) Transportation and Parking, 5) Development Guidance, and 6) Regulatory Environment.

The five Focus Areas are: 1) the Neighborhoods, 2) the Commercial Centers, 3) the McClellan Highway-Upper Chelsea Creek Corridor, 4) the Airport Edge, and 5) the East Boston Waterfront. A brief review of each Focus Area follows:

4.1.1. Neighborhoods

Maintaining the unique character of the residential neighborhoods is a key aspect of the Master Plan. The Plan makes recommendations for smaller scale housing and commercial development and the creation of additional buffer areas to protect the residential neighborhoods from adjacent development sites like Logan Airport. In addition, the Plan calls for the development of new connections to the waterfront and harbor.

4.1.2. Commercial Centers

The commercial centers are an important part of the urban environment where people shop in East Boston on a daily basis. These centers are supported by local residential neighborhoods, which make up the majority of their customers. The Master Plan identifies the need to renovate existing structures within the commercial centers and to create infill mixed-use developments, combining commercial/retail with second story office or residential uses. Improvements to the public realm, such as increasing street trees, widening sidewalks, and reducing the length of crosswalks are also key aspects of the Master Plan.

4.1.3. McClellan Highway-Upper Chelsea Creek Corridor

The Master Plan recommends new large-scale industrial and commercial developments in this area, which would provide employment opportunities for local residents. Since the majority of this area falls within the Chelsea Creek Designated Port Area, new development would have to

meet Massachusetts Coastal Zone Management and Chapter 91 regulations promoting water-dependent industrial uses and prohibiting residential, institutional, recreational and many commercial uses. This section includes design guidance to prevent the creation of a strip mall environment and to provide landscaped public access to Chelsea Creek.

4.1.4. Airport Edge

The Master Plan identifies the need to synthesize many of the current proposals, which are in various stages of development, to form a cohesive vision for the community. These include Massport's Airport Edge Buffer Program, hotel developments, CA/T mitigation efforts, and the East Boston Greenway.

4.1.5. East Boston Waterfront

This focus area includes the entire East Boston waterfront, extending from the Jeffries Point/Massport waterfront, along the Inner Harbor waterfront, to the lower section of the Chelsea Creek where it borders Eagle Hill and Condor Street. The study area for the Municipal Harbor Plan, the Inner Harbor, does not include the Chelsea Creek area. The BRA intends to develop a separate Municipal Harbor Plan for this area in the future. An extended discussion of the Waterfront Focus Area follows below in Sections 4.2, 4.3, and 4.4.

4.2. The Waterfront Focus Area

The Master Plan identifies the Inner Harbor waterfront as having great development potential given its rich history, its strategic location for maritime activities, and its excellent views of downtown Boston and Charlestown. It recommends maintaining the maritime use and maritime port activities along the waterfront. The Master Plan brings all these pieces together to create a cohesive vision for the waterfront that balances the community's desire for increased open space, waterfront access and cultural activities with private sector development interest and regional demand for port-related activities, which will help to revitalize the current underutilized conditions.

The Master Plan provides a framework for enlivening and integrating the Inner Harbor waterfront into the community fabric in a meaningful way. It presents recommendations for a diversity of land use activities, pedestrian and vehicle access, and open space and cultural opportunities. Recommendations also include regulatory and urban design guidelines intended to protect the public interest in and access to the community's waterfront resources.

4.3. Master Plan Recommendations: Boston Inner Harbor

4.3.1. Land Use

- Expand the mix of uses on the waterfront to include additional residential, retail/commercial and cultural uses coexisting with present marine industrial, residential and institutional uses.
- Increase the quality of residential use on the waterfront by building new housing on Pier 1, Clippership Wharf, Boston East and other waterfront properties that become available for development, while improving Shore Plaza East and other residential uses adjacent to the waterfront.
- Promote potential retail and commercial uses at new development sites that complement abutting commercial and retail uses in Maverick and Central Squares.

- Maintain maritime uses and port services including those at the Shipyard, and along the Inner Harbor waterfront.
- Promote cultural/institutional uses that reflect the heritage of the community. A cultural foundation should be formed and housed in a temporary facility as a first step toward the creation of a museum on the waterfront.

4.3.2. Open Space and Public Environment

- Create additional waterfront parks along the Inner Harbor waterfront. Expand Piers Park by creating an additional waterfront park at Pier 3 to create a major waterfront open space abutting the Jeffries Point neighborhood with spectacular views of Boston Harbor and downtown Boston.
- Expand Harborwalk to connect the waterfront open space system and public environment. The existing East Boston Harborwalk, which runs from the Harborside Hyatt Hotel to Porzio Park, should be extended in conjunction with the new parks and new activities developed on the waterfront to extend along the Inner Harbor up through Chelsea Creek. The Master Plan recommends a Harborwalk route that continues along Marginal Street's existing and new waterfront park system, threads its way around the proposed Pier 1 and Clippership Wharf developments, and connects to LoPresti Park. From that point, it would extend along the waterfront of properties located along New Street accommodating any DPA limitations of those properties to the Boston East site, then connect with the existing Harborwalk at Liberty Plaza, and continue along the Border Street waterfront to Shore Plaza East. The route would then turn onto Condor Street along the Chelsea Creek, through the Hess Oil site and up to the proposed Urban Wilds Park.
- Create waterfront pocket parks and public access. In connection with future redevelopment at Pier 1, Clippership Wharf, and the Boston East site, pocket parks and public access rights-of-way should be an integral part of the site design.
- Upgrade existing public waterfront open space. Public spaces such as Porzio Park, LoPresti Park, and the Umana/Barnes School property should be enhanced to be part of a cohesive waterfront open space network.
- Facilitate public access and use of the waterfront. Privately owned harbor properties where waterfront space is unused, such as Clippership Wharf, Pier 1, New Street Properties, Liberty Plaza, Shore Plaza East, and Hodge Boiler Works, present opportunities to continue the Harborwalk. Properties within the DPA may have limitations because of safety reasons.

4.3.3. Historic Resources and Heritage

- Undertake projects designed to illustrate East Boston's rich history. These could range from historic markers and exhibit panels mounted along the Harborwalk, to interpretive landscapes designed to be integrated into the waterfront park system, to a cultural waterfront facility such as a museum with community space and exhibits, modeled after the BRA's North End Historic Piers program.
- Establish historic districts to include the contiguous waterfront areas where the density of historic maritime features and waterfront integrity is high.
- Adopt historic waterfront guidelines that would not only protect significant structures but would also ensure the contextual respectfulness of new development.

4.3.4. Transportation

- Designate a continuous “Waterfront Way” with a signature streetscape treatment along existing streets and new sections created within and between the development parcels.
- Create a continuous pedestrian system linking the Greenway to the Harborwalk (including passage through the Shipyard).
- Provide additional landings for water transportation services, servicing, and layover.
- Implement the Maverick Station renovation design to allow for creation of a head house closer to the waterfront as development of new residences intensifies.
- Improve traffic and pedestrian circulation at Central Square.

4.3.5. Waterfront Access – Landside

- Create an additional street system to support vehicular access and traffic when developing larger waterfront parcels such as Pier 1 and Clippership Wharf. Suggestions include the establishment of a vehicular link between Orleans Street and South Bremen Street located within the Pier 1 site so that it accommodates the pedestrian portion of Marginal Street at the intersection with the Greenway. From Jacobbe Way, the link would proceed northeasterly along Clippership Lane to Sumner Street. (See **Figure 4-1, Master Plan Transportation Elements**)
- Integrate a new street system while developing contiguous large parcels to allow for improved vehicular flow.
- Connect a new street pattern to the existing East Boston street system to preserve public use of and access to the waterfront.
- Encourage use of alternative routes to divert vehicles from the congested Maverick Square and Meridian Street.
- Develop and maximize use of non-auto modes of transportation including water shuttles, bicycles, walking, buses, a waterfront trolley, and the Blue Line.
- Improve transit service and access to accommodate new waterfront development when it occurs. A new entrance to the Maverick Station on the waterside of Sumner Street should be created. Extra peak hour service should be added on the Blue Line, as development intensifies, by turning trains around at Maverick Square.
- Allow on-street parking on new streets.
- Create a connected pedestrian circulation system along Harborwalk, the Greenway, and connecting streets and sidewalks.
- Upgrade the existing waterfront street network from Marginal Street to Condor Street and designate it as East Boston’s “Waterfront Way” with a signature streetscape design.

4.3.6. Water Access - Waterside

- Provide water transportation facilities (such as public ferry terminals for scheduled services, water taxis/cultural loop, and charter use) at key sites along the waterfront including the expanded Logan South, existing Lewis Mall, and a new terminal at the Liberty Plaza/Central Square waterfront. Commuter shuttle services with associated landside improvements to facilitate access and passenger drop-off/pick-up may be added from Lewis Mall and Liberty Plaza once an adequate volume of ridership is established.
- Create additional space for public landings for small vessels at ferry terminals.

- Develop docks and landings for water taxis and small boats at several existing and new locations. Existing docks with low freeboards are located at Boston Marine Shipyard. Though low freeboard docks exist at Piers Park Sailing Center, they are restricted for Piers Park sailing vessel use. Additional sites may be added as part of a new development such as Clippership Wharf and Boston East sites. Such docks would provide a touch-and-go landing for smaller private and commercial vessels.
- Allow space for vessel support services (particularly ship repair and maintenance services) and layover berthing along the waterfront at a variety of East Boston pier sites, which would add to the East Boston economy by providing maritime employment.

4.3.7. Development Guidance

- Maintain view corridors to the water along Marginal Street, Clippership Lane, Lewis Mall, Bremen and Orleans Streets, and the Greenway.
- Maximize views by designating the Harborwalk to be barrier-free, limiting fences only for safety purposes, and creating structures and shelters that are transparent and screen-like.
- Develop unified and unique lighting and signage consistent with Harborwalk and waterfront street frontage that celebrate East Boston's waterfront heritage.
- Create building blocks compatible in scale and character with the waterfront and adjacent neighborhoods.
- Make street access an extension of the existing street pattern.
- Screen and landscape undesirable uses (such as surface utilities, parking lots, and/or parking garages) with trees, shrubs, and other plantings. Parking garages should include street level retail frontage and other public spaces.
- Respect setbacks at the edge of the water, which would include designing plazas or parks with street furniture and landscaping consistent with City Harborwalk standards, taking advantage of the waterfront views.
- Provide municipal services when developing larger parcels. The developer should address additional city service needs such as fire, police, schools, etc.

4.3.8. Regulatory Framework

- Provide for public access to and along the waterfront through extension and enhancement of the Harborwalk and creation of new public open spaces.
- Require proper public purpose of projects within tidelands including conserving the capacity for water-dependent use through such measures as height and setback limits.
- Preserve maritime industrial uses within the Designated Port Areas.
- Continue and promote port service activities along the Inner Harbor.
- Provide water transportation facilities.

4.4. Master Plan Recommendations: Chelsea Creek

The Master Plan includes recommendations for the Chelsea Creek waterfront, all of which constitutes the Chelsea Creek Designated Port Area. Many of the recommendations are conceptually similar to those for the Inner Harbor waterfront. The Master Plan does not propose any changes to the Chelsea Creek Designated Port Area and recommends maintaining the existing maritime port uses.

The Land Use Recommendations for Chelsea Creek also include promotion and protection of historic resources and creation of public access to the Creek. These include incorporation of public parks and access into the development of the Hess Oil and Car Barn sites, development of guidelines to protect the historically significant industrial buildings along Chelsea Creek, and measures to promote the historical significance of the Creek in the American Revolution.

The development of docks and landings for water taxis and small boats is possible at several existing and new locations along Chelsea Creek. These docks would provide touch-and-go landings for small private and commercial vessels. The Master Plan identifies the MBTA Car Barn Site as a potential location for a dock and landing.

4.5. Master Plan Recommendations: Boston East and Hess Oil DPA Sites

In addition to the recommendations for the items listed above, the East Boston Master Plan suggests specific uses for two DPA waterfront sites. These include the Boston East Site and the Hess Oil Site. Of the two, the Boston East Site, located within the Municipal Harbor Plan study area, lies within two separate sections of the Inner Harbor DPA. The north and south ends of this site are located within two different section of the DPA, while the central portion of the site lies outside any of the DPA sections. The Master Plan recommends that housing be developed on this site, which would require modification or removal of the DPA classification, since residential use is not permitted in a DPA.

The Hess Oil site is located between Condor Street and Chelsea Creek and is within the Chelsea Creek Designated Port Area. The Master Plan identifies the community's desire for using this parcel as open space. This would require the removal of its current DPA classification. The change is seen as a difficult proposition, since the existing site meets significant DPA characteristics: large enough area to include backland operations, good truck access, and location on a shipping channel where large public sector capital improvements are underway. In addition, the current Maritime Economy Reserve (MER) zoning does not allow open space. The Master Plan suggests that this site could be reserved for environmentally friendly industrial uses compatible with the adjacent residential neighborhood while providing open space through a landscaped pedestrian access to the waterfront bulkhead line within the DPA.

Figures for Chapter 4

Figure 4-1 Transportation Elements

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 4-1
Transportation Elements**

LEGEND

-  - McClellan Hwy. improvements
-  - Connector Road - Airport/Chelsea St.
-  - CA/T Mitigation projects
-  - "Waterfront Way"
-  - East Boston Greenway
-  - Alternative routes to be promoted.
-  - New Thru-streets
-  - New "No Left Turn 7-9am" sign
-  - MBTA Maverick Station Improvements
-  - Potential Ferry Routes
-  - Vessel Service
-  - Primary Ferry Terminal Sites
-  - Vessel Layover
-  - Water Taxi/Cultural Loop
-  - Waterfront Trolley w/stops
-  - MBTA Station Stop
-  - MBTA Blue Line

* All notations and symbols are for illustrative purposes only and are not to scale.



5. Planning Context

Boston Harbor is the focus of many planning and development projects. It is important to understand the role of East Boston's waterfront relative to the Harbor as a whole as well as to the community itself. This chapter discusses planning projects that affect East Boston and summarizes existing and proposed plans for the Harbor and for East Boston. This information will provide a contextual framework that will assist in developing an understanding of the relationship of the East Boston Inner Harbor waterfront to other planning efforts underway around the Harbor and in the East Boston community.

5.1. Inner Harbor

In order to plan for East Boston's Inner Harbor Waterfront, it is necessary to understand other Inner Harbor planning projects. The major ones are summarized below.

5.1.1. Port of Boston Economic Development Plan, 1996

The Economic Development Plan (Port Plan) investigates the various market sectors, such as petroleum, cruise, seafood, marine services, and waterfront tourism that the Port of Boston served in the past and will serve in the future. Analysis of the port areas in South Boston, Charlestown, and East Boston shows the unique opportunities and constraints for the harbor economy.

The Port Plan's comprehensive analysis creates a framework for the future development of Boston Harbor. The Port Plan includes an implementation plan that sets forth explicit harborwide actions. Most of the seven priority actions have been implemented, including:

- Boston Harbor Navigation Improvement Project to dredge major channels. (See Chapter 6, *Transportation Overview*)
- Massport's Marine Terminal Optimization Program that consolidates container facilities at Conley Terminal in South Boston and creates a dedicated autoport at the Moran Terminal in Charlestown.
- *Boston Inner Harbor Passenger Water Transportation Plan* (January 2000) that establishes a framework for building a Boston Harbor water transportation system.
- Expansion of pedestrian public access through the Harborwalk program.
- Preservation and development of critical marine industrial areas such as seafood processing facilities at the Boston Marine Industrial Park and Massport Marine Terminal and intermodal cargo facilities at the former Boston Army Base.

About half of the mid-term actions have also been implemented, including:

- Coordination with the Central Artery/Tunnel Project to ensure improved highway access to the marine industrial port.
- Creation of incentives for private investment through the designation of Economic Opportunity Areas such as the Boston Marine Industrial Park, which has helped support the Pilot Seafood Processing building at Massport's Marine Terminal.
- Establishment of a state offset to the federal Harbor Maintenance Tax.

The reader is referred to the Port Plan for more details on Charlestown and South Boston. Presented below are the recommendations for East Boston.

Port of Boston Economic Development Plan Recommendations for East Boston

The Port Plan recognizes the differences between East Boston's Inner Harbor waterfront and the rest of Boston Inner Harbor. Though the East Boston Inner Harbor waterfront benefits from a deep draft shipping channel, its lack of backlands and landside transportation access and connections has limited modern cargo operations development. In contrast to Charlestown, South Boston, and parts of Chelsea Creek, East Boston's waterfront is generally shaped by its 19th century history. The shoreline mainly consists of traditional finger piers, and small lots and buildings in close proximity to adjacent residential neighborhoods. Furthermore, limited vehicular access to East Boston's Inner Harbor Waterfront precludes maritime industrial activity that relies heavily on the use of large trailer trucking. Based on these characteristics of small scale land use and the proximity to Inner Harbor locations, the Port Plan recognizes the East Boston's ideal location for Boston's marine service and support industries, such as tugs, barges, lightering support, harbor launches, fuel and pump-out facilities. The Port Plan recommends a mixed development of the East Boston Inner Harbor waterfront that balances less truck dependent marine service and support industries and mixed-use commercial and residential development. In addition, it recommends continued waterfront open space and recreational facilities to serve the residential community and inclusion of a cultural facility such as a maritime museum dedicated to East Boston's historic role in Boston's nautical history and the clippership trade.

Priority actions for the Inner Harbor include:

- Creation of a Maritime District from Porzio Park to Central Square promoting public waterfront access and supporting marine services.
- Facilitation of the Greenway on the Conrail Corridor.
- Strengthening the Waterfront Commercial District at Central Square.

Mid-term Actions include:

- Consideration of new landside uses compatible with marine service and support uses and Piers Park.
- Improvement of Maverick Square and its connections to the waterfront.

The Port Plan recognizes the importance of Chelsea Creek to the region as a petroleum and bulk cargo port. Priority recommendations focus on the navigational improvements to Chelsea Creek; efforts to strengthen links between the port and highways in order to reduce truck traffic impacts on local streets; and development of public access to the Creek through open space improvements. Mid-term action recommendations pertain to comprehensive highway access planning and collaboration with the private sector to facilitate petroleum cargo operations in compliance with public safety and regulatory standards.

5.1.2. Updating Existing Municipal Harbor Plans

In October 1990 the City, through the BRA, submitted to the Secretary of Environmental Affairs a Municipal Harbor Plan for a portion of the Boston waterfront. The Secretary of Environmental Affairs issued a decision in May 1991 approving substitution requests for the areas of Charlestown and the North End. The plan was subsequently amended twice by 1) the March 1999 North Station Municipal Harbor Plan Amendment, approved in July 1999 and 2) the Charlestown Navy Yard Amendment for Building 114, approved by the Secretary in October 1999.

The BRA is in the process of developing Municipal Harbor Plans for other sections of Boston's waterfront. In order to address the different characteristics and opportunities of various harbor neighborhoods, BRA has divided the Harbor into eight districts: Charlestown Waterfront,

Charlestown Navy Yard, North Station Waterfront, Downtown/North End Waterfront, South Boston Waterfront, Dorchester Bay/Neponset River Waterfront, East Boston Waterfront, and the Boston Harbor Islands. In July 2000 the BRA submitted the Municipal Harbor Plan for the South Boston Waterfront and in December 2000 the Secretary of Environmental Affairs issued his decision on this plan. The BRA is also currently in the process of developing the Fort Point Channel MHP as well as continuing its work with the Fort Point Channel Work Group in the development of a Watersheet Activation Plan. The BRA plans to continue updating plans for other sections of the Harbor.

South Boston Municipal Harbor Plan

The BRA submitted the South Boston Municipal Harbor Plan (SBMHP) to the Secretary of Environmental Affairs in July 2000. After an extensive public process, the Secretary issued his decision in December 2000.

As outlined in the SBMHP, a primary goal of the City's waterfront planning is to ensure that the public obtains or maintains meaningful access to the City's harbor areas in conformance with the Commonwealth's public trust doctrine as embodied in Chapter 91. By seeking state approval of the SBMHP, the City is seeking to take advantage of the flexibility provision of the Commonwealth's Waterways Regulations. The SBMHP proposes Substitutions of the use and dimensional requirements of the Waterways Regulation to reflect the City's planning and development goals for the South Boston Waterfront. The requested Substitutions reflect the urban nature of Boston Inner Harbor and a desire to create a density, scale, and activity level consistent with those in other areas of the city and supportive of the broadest public use of the waterfront.

The SBMHP contains detailed information about the planning context for South Boston.

East Boston Municipal Harbor Planning

The BRA has opted to segment the harbor planning for the East Boston waterfront district into two MHPs: 1) the *East Boston Municipal Harbor Plan* which deals with the waterfront on the Inner Harbor, and 2) The *Lower Chelsea Creek Municipal Harbor Plan*, which will deal with the waterfront along the Chelsea Creek. This East Boston Municipal Harbor Plan submittal includes all the EBMHP elements required in the NTP, except the DPA Master Plan; the BRA intends to file an amendment that includes the DPA Master Plan and any changes, Substitutions, Amplifications, and Offsets resulting from CZM's Boundary Review. The Chelsea Creek MHP will be developed in the future.

The reason for dividing the East Boston waterfront into two MHPs is that the two waterfront segments have very different characteristics. Because Chelsea Creek is primarily a regional shipping channel whose shorelines are in two separate municipalities, Boston, Revere and Chelsea will need to collaborate on the development of the Chelsea Creek Municipal Harbor Plan.

5.1.3. Boston Inner Harbor Passenger Water Transportation Plan, January 2000

This study, conducted by the BRA, addresses the water transportation potential in the Inner Harbor, focusing on Downtown, South Boston, Charlestown, and East Boston. It includes recommendations for improvements to terminals as well as discussing market demands. The Plan provides a comprehensive framework for water transportation planning throughout the Inner Harbor that will guide the East Boston Municipal Harbor Plan. The Plan's findings for East Boston are discussed in **Chapter 6, *Transportation Overview***.

5.2. Boston Harbor National Park Area

The Boston Harbor National Park Area, established by Congress in 1996, is a joint public/private partnership, involving local, state and federal agencies working in partnership with the private sector in the development and implementation of a General Management Plan (GMP). The 13-member Harbor Islands Partnership is responsible for coordinating this undertaking. The member organizations are the National Park Service, U.S. Coast Guard, Massachusetts Department of Environmental Management, Metropolitan District Commission, Massachusetts Water Resources Authority, The City of Boston, Boston Redevelopment Authority, Massachusetts Port Authority, Thompson Island Outward Bound Education Center, The Trustees of Reservations, The Island Alliance, and The Boston Harbor Islands Advisory Council.

The National Park Area consists of 34 islands ranging in size from one to 214 acres. Their uses have varied over time, including military defense facilities, solid waste disposal, summer residences, commercial fishing, agriculture, public health, immigration, and public welfare. The Park includes significant national historic resources. There are three National Historic Landmarks: Fort Warren on George's Island; Boston Light on Brewster Island, the oldest manual (un-staffed) lighthouse in the country; and Long Wharf in downtown Boston, the longest continuously operating pier in the country. Twenty-one of the islands are designated within an archaeological district on the National Register of Historic Places.

The draft GMP focuses on protecting and preserving existing island resources, particularly the smaller, more remote islands while encouraging and broadening access and usage of the larger, already developed islands. The GMP identifies three islands as hubs for ferry and visitor services: George's, Spectacle, and Peddock's Islands. East Boston is identified as a potential island gateway.

5.3. East Boston

5.3.1. Zoning

Article 53 of the Boston Zoning Code contains zoning requirements for East Boston and is one of the documents reviewed in developing the EBMHP submission. It was adopted in 1993 after a broad based public process and was amended in 1996. Article 53 currently includes regulations for six types of Waterfront Subdistricts with the following purposes:

- Waterfront Service: to preserve for "Water-Dependent Commercial Uses adequate piers, docks, and land necessary for the repair, maintenance, and sale of Commercial and Recreational Vessels and protecting against the encroachment of uses that threaten the continued economic viability of water-dependent commercial uses."
- Waterfront Manufacturing: "to protect the working waterfront and supporting maritime industrial uses through promotion of related manufacturing uses."
- Maritime Economy Reserve: "to provide for Light Manufacturing Water-Dependent Uses, and to preserve sites for Maritime-Dependent Industrial Uses along the waterfront consistent with applicable state policy and the needs of the maritime industry."
- Waterfront Commercial: "to ensure that the commercial areas located near the waterfront develop in a manner that is sensitive to and compatible with the Neighborhood Plan goals for East Boston, and the state policy."
- Waterfront Residential: "to provide for residential uses in areas on the waterfront where they can be accommodated without conflicting with commercial and industrial maritime uses."

- Waterfront Community Facility: “to ensure that community facilities located near the waterfront develop in a manner that is sensitive to and compatible with the goals for the waterfront expressed in the East Boston Neighborhood Plan and applicable state policies.”

The other zoning subdistricts on the East Boston Inner Harbor waterfront are:

- Open Space – Urban Wild: Land not in the city’s park system that includes undeveloped hills, scenic views, meadows, inland waters, wildlife habitat, or estuary. These subdistricts are limited to conservation and passive recreational uses.
- Open Space – Recreational: Land appropriate for recreational uses including: walkways, physical education areas, children’s play areas, swimming facilities, skating, and sports areas.
- Open Space – Waterfront Access: Lands that abut the water within city jurisdiction that may be used for waterfront recreation activities such as fishing, swimming, and boat launching facilities. Land in this subdistrict may also be used for lobster operation facilities.
- Community Commercial: to provide “diversified commercial environment serving larger markets” and to “encourage the development of neighborhood businesses that provide essential goods and services as well as jobs and entrepreneurial opportunities for the East Boston community.”

See Figure 5-1, City Land Use Regulations.

The Zoning Regulations also include specific requirements for determining whether a project meets a public purpose in conformance with Chapter 91. These include public access to the waterfront and open space; pedestrian access to private flowed and filled and Commonwealth tidelands; access, maintenance, and design of open space and pedestrian ways; signage for public access facilities; public access in the Maritime Economy Reserve Subdistrict; requirements for affordable housing; water transportation facilities; restrictions on fill, floating structures, and piers; and requirements for Facilities of Public Accommodation. The East Boston Municipal Harbor Plan may recommend changes to the existing zoning if necessary to implement the EBMHP, particularly to ensure consistency between the Zoning Code and Chapter 91 regulations for Designated Port Area parcels

5.3.2. East Boston Master Plan

The East Boston Master Plan is the basis upon which the Municipal Harbor Plan is being developed. Chapter 4, *Summary of East Boston Master Plan*, provides a summary of the Master Plan recommendations.

The Master Plan also provides a planning framework for new development in East Boston.

The current economic conditions have generated a great deal of interest in the development and redevelopment of various sites along the East Boston Inner Harbor waterfront. Several major public projects will affect East Boston. These include: the Logan International Airport Modernization Project; the Central Artery/Tunnel Project; the MBTA Station Modernization (described in Chapter 6, *Transportation Overview*); MDC renovations of Constitution Beach; and the Greenway.

5.3.3. Massport

Massport owns a significant stretch of the East Boston Inner Harbor Waterfront, beginning at Pier 1 southeast of Lewis Street extending to the former Navy Fuel Pier abutting Jeffries Cove. Massport is not subject to the Municipal Harbor Planning process and therefore is not included in the East Boston Municipal Harbor Plan. Nonetheless, the BRA and Massport are committed to continuing their on-going planning coordination to ensure the compatibility of both agencies' planning and development efforts. Massport has executed a Memorandum of Understanding (MOU) with the Department of Environmental Protection (DEP) regarding the proposed development of Massport waterfront property in East Boston.

- **East Boston Waterfront Development** – Massport is in the process of developing Piers 1, 3, and 5 as well as the East Boston Shipyard and Marina. The agency has recently selected Roseland Property Company/Sea Chain Marine LLC as the developer and operator of East Boston Piers 1 and 5 as well as the Shipyard and Marina. Massport's proposal includes: Pier 1 to be developed as a mixed residential/commercial complex of about 600 units; Pier 3 to be the site of the second phase of East Boston Piers Park, and Pier 5 to be developed as an extension of the Marina. The Shipyard will continue to be a water-dependent industrial use.
- **Airport Edge Buffer Program** – Massport is also improving the buffer area between the airport and the abutting East Boston neighborhoods through its Airport Edge Buffer Program. This program includes a viewing access point from the Greenway to Wood Island Marsh in the North Service Area, beautification of the shoreline along Bayswater Street, and landscape screening and improved access at the Southwest Service Area. The Bayswater Airport Edge Buffer design and construction is completed. Massport selected the designer for the Southwest Service Area in January 2001.
- **Logan 2003** - According to Massport, the goal of this comprehensive \$1 billion program is to increase the airport's efficiency within its existing borders in a manner that is environmentally beneficial to surrounding neighborhoods. It includes, on the landside, new roadways and additional parking capacity in the new West Garage, a relocated Hilton Hotel, and an expansion and improvement of Terminal E, the international port of entry. Proposed airside improvements include the runway 14/32; taxiway additions and improvements; reduction in approach minimums and peak period pricing, a peak period demand management tool.

5.3.4. Central Artery/Tunnel Project

The CA/T Project affects traffic circulation in East Boston as well as open space facilities. When fully open to the public, the Ted Williams Tunnel, described in more detail in *Chapter 6, Transportation Overview*, will reduce the amount of traffic using the Sumner and Callahan Tunnels and subsequently reduce traffic impacts at the East Boston portal. On the East Boston side new ramp connections to McClellan Highway/Route 1A will address the problem of airport traffic spillover into the neighborhoods.

The CA/T Project is providing the East Boston community with two major open space benefits. The Bremen Street Park will provide the community with significant open space replacing the 1,300-space surface parking lot serving airport users. In addition, the reconfiguration of ramps at the airport will result in an expansion and rehabilitation of Memorial Stadium. The stadium connections to the adjacent Gove Street neighborhood will be enhanced, improving access by residents.

5.3.5. MDC Constitution Beach

Located along the harbor shore north of Logan Airport, Constitution Beach is an important recreational resource for East Boston and adjacent communities. This renovation project is part of the \$30 million “Back to the Beaches” project initiated by the MDC with support from the City of Boston, The Boston Harbor Association, and community representatives. The MDC construction of improvements to the beach and the bathhouse, including a pedestrian overpass, is projected to be completed in 2002.

5.3.6. East Boston Greenway

The Greenway, initiated by the Boston Natural Areas Fund and sponsored by a public/private partnership, is an open space corridor linking Piers Park to the south to Belle Isle Marsh to the north. The route will provide widespread public access to East Boston’s waterfront and other open spaces.

The first section of the East Boston Greenway from Marginal Street to Porter Street is currently in construction and projected to be completed in Spring 2002. This part of the Greenway is owned and will be managed by the City of Boston Parks and Recreation Department. The half-mile section connects Piers Park at the waterfront to the heavily used Memorial Stadium.

5.3.7. Lewis Mall Reconstruction

Lewis Mall is a pedestrian walkway running between Sumner and Marginal Streets, providing direct access to the waterfront from Maverick Square. The Boston Housing Authority, which owns the Mall, completed improvements of the walkway in 2000. The Lewis Mall Project involved new paving, drainage, electrical, and landscaping improvements to the area of the Mall between Sumner Street and the existing fountain.

5.3.8. Main Streets Program

The City of Boston currently has a Main Streets Program operating within Maverick Square, Central Square, and the Meridian Street Commercial Corridor. The program promotes businesses within East Boston through marketing, signage and physical improvements such as façade improvements. The Program funds have also been used to address parking and traffic issues affecting those commercial areas. The Master Plan recommends extending the Main Streets Program to Day Square and Orient Heights Square.

5.3.9. Development Opportunities

There is an increasing interest in East Boston development opportunities. Though East Boston is heavily built up, there are two areas that are currently attracting developer interest. At the northern end of East Boston, development of a portion of Suffolk Downs is in the planning stages. The McClellan Highway corridor also contains undeveloped land parcels that are attractive to development, particularly uses oriented to airport commerce. The Chelsea Creek DPA, which also has underutilized and vacant parcels, has potential for development that is consistent with a Designated Port Area. Though the Chelsea Creek DPA will be examined in a separate Municipal Harbor Plan, it was considered in the context of the entire East Boston waterfront as a part of the Master Plan.

The Inner Harbor Waterfront represents the second area of recent developer interest, particularly given its excellent views of the downtown Boston skyline and Charlestown and its proximity to Maverick Square's transportation connections. Within the Municipal Harbor Plan boundaries two projects have filed PNF/ENF's. They are:

- **Pier 1** – Massport is proposing to develop this former shipping pier into approximately 600 residential units, existing maritime industrial uses, water transit facilities and related mixed-uses. (See above *Massport Piers Project*)
- **Clippership Wharf** – The Winn Company is proposing the development of the vacant Clippership Wharf, located on west side of Lewis Mall, opposite Massport's Pier 1. This mixed-use development project is anticipated to contain about 400 residential units, commercial uses and such water – dependent uses as crew and office space for water taxi operators, tie-up for water transportation vessels, short term docking, and educational mudflat resource facility. Like Pier 1, the development will provide extraordinary views and connections to Boston and will transform this long vacant and dilapidated section of the waterfront into an active community.

The Master Plan recommends measures to ensure that both Clippership Wharf and the Massport development will be integrated into the existing East Boston community. The projects will undergo appropriate city review and state permitting before being implemented.

In addition to the Clippership Wharf and Pier 1 projects, the waterfront, with its underutilized uses, is attracting a great deal of developer interest. The BRA has received a number of inquiries regarding properties located along the waterfront at Border Street, Sumner Street, New Street, and Hodge Boiler Works site. Most of the proposals entail residential /mixed-use development and artist live/work space.

Property owners in the area immediately adjacent to the Municipal Harbor Plan area are also considering redevelopment. The most significant is the Boston Housing Authority, which submitted an application for HOPE VI funding in 1999 to reconstruct the Maverick Gardens Public Housing Project, located adjacent to the waterfront between Havre and New Streets and Maverick and Sumner Streets. The objectives included reduction of the density of the buildings and integration of the project into the East Boston community by the introduction of through-streets linking the site to the existing street network. The 1999 application was denied, but the Boston Housing Authority received approval of a second funding request in October 2001.

In Central Square, the owners of the former Lombardo's Function Hall, located on the southeast side of Central Square are proposing to convert the function hall into a commercial facility with Walgreens as its principal tenant. The adjacent vacant parcel on Meridian Street is proposed as the parking lot for the store. This new retail use would strengthen Central Square's role as a major community-shopping destination. Though it is not within the EBMHP Area, its close proximity warrants its inclusion in this section.

5.4. Waterways Regulations

Though most of East Boston's Inner Harbor Waterfront lies seaward of the Historic High Water Line, most of the parcels landward of the first public way are not subject to Chapter 91/Waterways Regulations because they meet the definition of "Landlocked Parcels." In addition, there are four non-contiguous parcels that constitute the East Boston Designated Port Area. At least two parcels bridge DPA and non-DPA areas, New Street in DPA Area 3 and Border Street in DPA Area 1 and will be evaluated during CZM's Boundary Review Study. See **Figure 5-2, Regulatory Boundaries.**

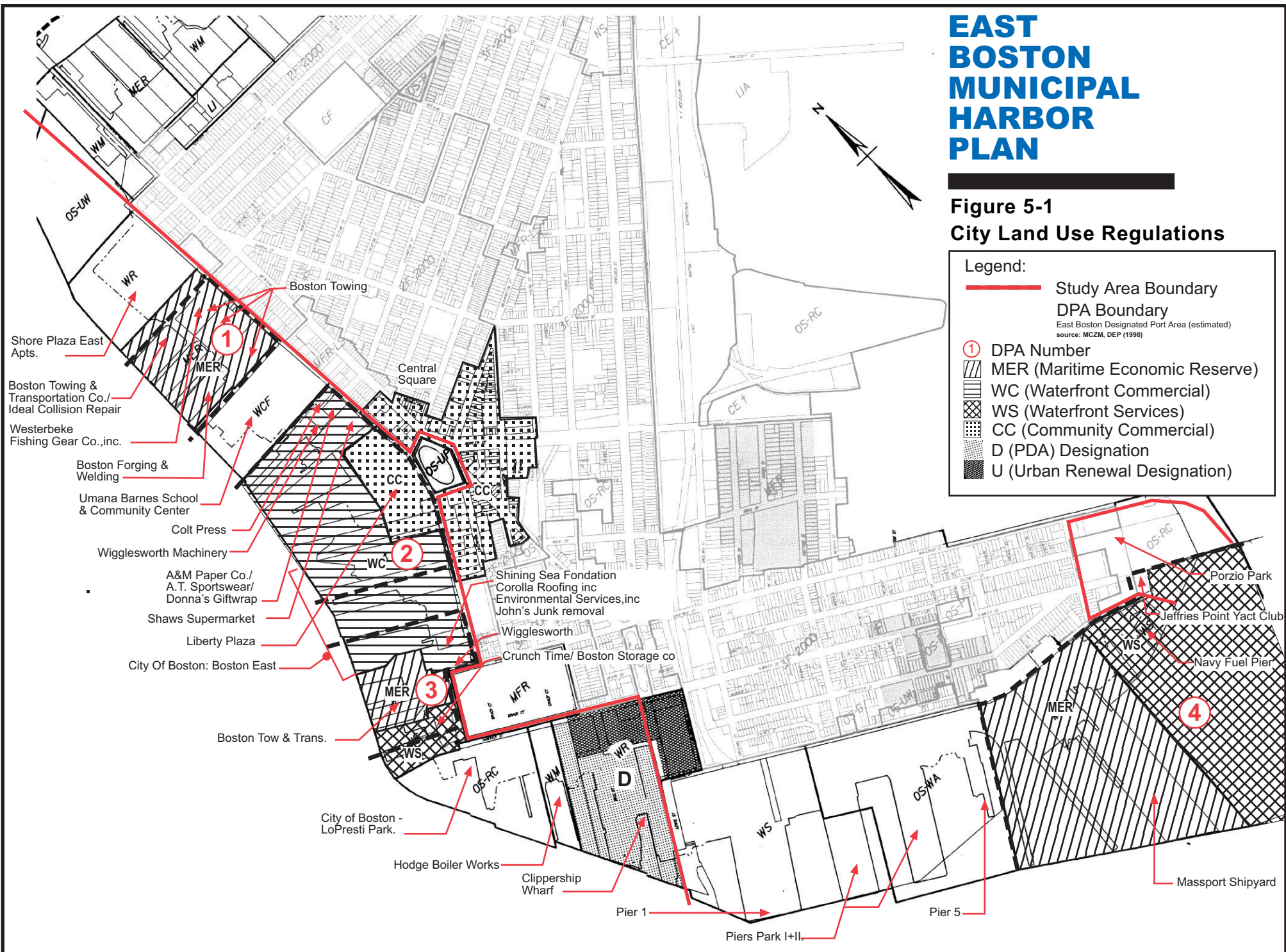
Figures for Chapter 5

Figure 5-1 City Land Use Regulations

Figure 5-2 Regulatory Boundaries

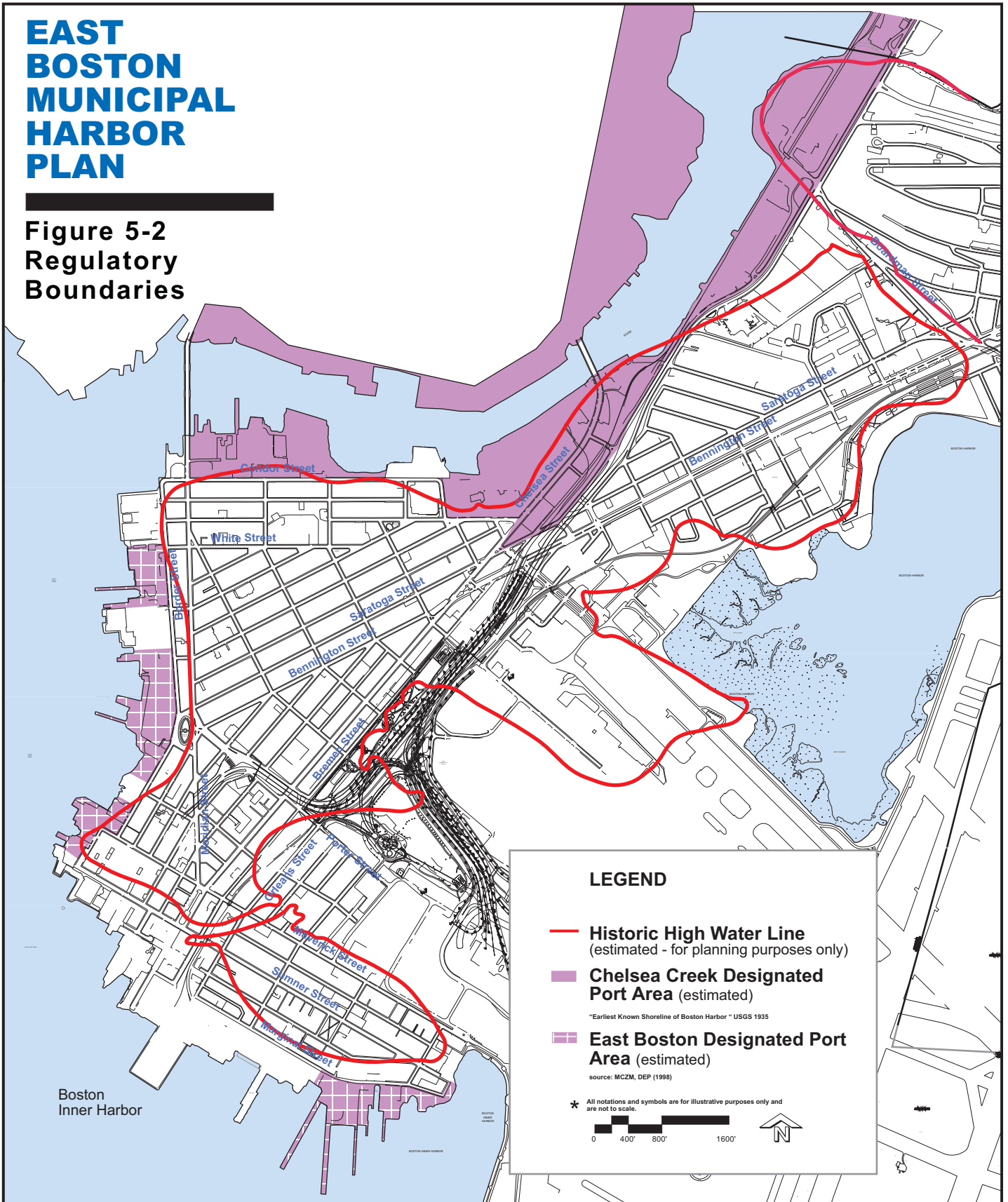
EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 5-1
City Land Use Regulations



EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 5-2
Regulatory
Boundaries



6. Transportation Overview

The East Boston Municipal Harbor Plan builds on the land and water transportation recommendations of the *East Boston Master Plan*. Those recommendations, discussed in more detail in Chapter 4, *Summary of the East Boston Master Plan*, are centered on the concept of strengthening pedestrian and vehicular circulation, along, to and from the water and enhancing water transportation along the harbor. This chapter summarizes transportation issues and existing and proposed projects key to furthering land and transportation resources.

6.1. Land Transportation

6.1.1. Street System

East Boston has a street system that is defined by the limited number of major streets and roads that connect to nearby communities, reflecting its island based origin. These connections are the harbor tunnels; the McArdle and Chelsea Street bridges across Chelsea Creek; and Saratoga Street, which crosses the Belle Isle Inlet. McClellan Highway (Route 1A) and Bennington Street are the two direct land connections into Revere and points north.

A local street network, much of which is in a grid pattern, reflecting its origin as a planned community, ties these major roadways together. The exception is Orient Heights where the hilly topography has dictated a contoured street system rather than a grid pattern. (See **Figure 6-1, Significant Roadways**)

6.1.2. Circulation Issues

Though most of the key intersections operate at acceptable levels of service, there are several which are below the acceptable peak hour standard. According to the *East Boston Master Plan*, "Transportation Study Memorandum," June 1999, the intersections with unacceptable levels of service include Chelsea and Curtis (unsignalized) and Neptune and Bennington, Bennington and Saratoga, and Meridian and Condor (all three signalized). Congestion tends to keep travel speeds average or low during peak traffic periods.

Traffic impacts from Logan Airport, the harbor tunnels, and commuters are of continuous concern to East Boston's residential neighborhoods. Certain measures such as restricted use of the Massport gate at the Neptune Road Bypass have had some effect on controlling traffic, but they need to be better enforced and enhanced to significantly curtail impacts. The City is currently working with Massport to restore restrictions at the Maverick Street gate. In the Orient Heights neighborhood measures need to be implemented to control through traffic bypassing Saratoga Street on Bayswater and Goldstar Streets. During the Master Plan process, the community expressed concern about the potential for additional traffic effects resulting from the development of the waterfront and safety concerns about current trucking activity.

The four local commercial districts have individual circulation and parking problems that have been met with varying degrees of success over the years. In Central Square, the two-way traffic rotary flow around the park creates pedestrian crossing problems and isolates the park. Heavy traffic flow from Meridian Street and Bennington Street via Porter Street to the Sumner Tunnel also adds to circulation problems in Central Square. Though the Liberty Plaza Shopping Center includes off-street parking, on-street parking continues to be a problem. In Maverick Square, the frequent bus traffic circulating around the Square as well as taxi and school bus traffic contribute to congestion and pedestrian conflicts. Orient Heights is affected by peak-hour traffic congestion, lack of pedestrian amenity, and insufficient off-street parking. Day Square traffic and parking has

improved since the traffic redesign implemented by the City several years ago; however additional improvements might be made to increase pedestrian amenity and safety. The East Boston Main Streets program has provided resources for examining traffic and parking problems in Central and Maverick Squares. The MBTA station improvement projects at Maverick and Orient Heights are expected to solve some of the problems in these areas.

Truck traffic is an important circulation issue for East Boston. It represents a higher percentage of traffic than in many other city neighborhoods due to Logan Airport and the location of many industries in the area. There are very few designated truck routes in East Boston. Truck exclusions are posted on Maverick Street from Chelsea Street to the Maverick Gate Airport entrance and on Condor Street. Street configurations and turning radii are important considerations for the types of future water-dependent industrial activities. The Ted Williams Tunnel's flammable cargo prohibition forces trucks with such cargoes to go through Chelsea and onto local East Boston streets such as Meridian, Chelsea, and Condor Streets. Massport's East Boston Shipyard has vehicular access only at the west gate.

As in other urban neighborhoods, both residential and commercial parking in East Boston are issues of concern to the community. Residential permit parking programs exist in Jeffries Point, Maverick Square, Orient Heights and Wood Island, and because of the geographic extent of each sub-area, parking permits are generally available to all East Boston residents. The sticker program prevents commuters from parking throughout the neighborhoods. The MBTA provides parking only at Orient Heights and Suffolk Downs.

6.1.3. Public Transportation

The MBTA provides both subway and bus transportation in East Boston. Rapid transit access for East Boston residents is among the best in any Boston neighborhood. Service on the Blue Line is generally considered good, with trains running every four minutes during peak periods, nine minutes midday, and less frequently on weekends and nights. There are six MBTA bus routes, one of which is basically an express route between Salem and Haymarket with a stop in East Boston. Maverick Square is the major bus terminus, serving four routes. Paul Revere Transportation Company, which provides private bus service in Winthrop, has some routes that serve the Orient Heights MBTA station.

6.1.4. Current Land-Based Transportation Projects

Urban Ring

The Urban Ring is a major regional Massachusetts Bay Transportation Authority (MBTA) project now in the Major Investment Study stage of planning and analysis. The planning stage was completed in mid-2001 and work on the Draft Environmental Impact Statement will begin in March 2002. The project will improve regional transportation by providing cross-town access between East Boston and communities in the northwest through a combination of new bus routes, additional commuter rail signalization and new rail options. East Boston represents the easternmost point of a circular route that extends from Logan Airport through Chelsea to Wellington Station in Everett, then down through Somerville and Cambridge to the Longwood Medical Area and Ruggles Station in Boston. From there the service proceeds to Andrews Station in South Boston and then through the South Boston Waterfront District to Logan Airport via the Ted Williams Tunnel. The Urban Ring service will benefit East Boston by improving access for East Boston residents working in Somerville, Cambridge, the Longwood Medical Area and the South Boston Waterfront, and by providing more convenient transit alternatives to Logan Airport, the largest East Boston employer, thereby potentially reducing private vehicle traffic.

Highways

- The Ted Williams Tunnel will connect Logan Airport to the Central Artery and I-90, upon the completion of the I-90/I-93 Interchange. The four-lane tunnel, which is currently restricted to commercial vehicles only, except on weekends and designated holidays, will open to general purpose traffic when the tunnel connects to the Turnpike Extension (I-90) on the south and to Route 1A on the north in late 2002.
- McClellan Highway/Route 1A is part of the North Shore Transportation Study improvements package. The current plan for the East Boston section of that corridor is a “Fly-Over” connecting Route 1A and Boardman Street, replacing the signalized at-grade intersection. This improvement will eliminate traffic spillover into East Boston local streets, reducing congestion and bypass volumes and increasing capacity for development. Other improvements to Route 1A are planned further north in the Revere area.

Truck Bypass Route

A community-based proposal has been made to create a new airport exit road connecting to Chelsea in the railroad cut that parallels McClellan Highway in the area of Neptune Road near Day Square. This new road would alleviate congestion in the vicinity of the Route 1A on- and off-ramps at Neptune Road, which in turn would reduce traffic in Day Square and Eagle Square and would relieve congestion and pedestrian conditions at several intersections. This proposal might be enacted by the MBTA as part of the Urban Ring project.

Street Improvements

- The proposed developments for Clippership Wharf and Pier 1 will require implementation of traffic planning principles to mitigate traffic impacts on Orleans Street, Maverick Square, and Meridian Street. The *East Boston Master Plan* recommends encouraging the use of London and Havre Streets for access to Route 1A and the Sumner Tunnel from Clippership Wharf as a means of minimizing impacts on neighborhoods. The Master Plan also recommends a vehicular connection between Orleans and South Bremen Street, which accommodates the pedestrian section of Marginal Street at its intersection with the Greenway, and across to Lewis Street and Jacobbe Way and up Clippership Lane to Sumner Street as a means of diverting traffic from the proposed Pier 1 development to Maverick Square, away from the neighborhood streets.
- The Bremen Street Park, a CA/T mitigation measure, will replace the existing Park’N Fly parking lot with a linear park. The resulting transfer of 1,300 parking spaces to the airport premises will help reduce existing traffic impacts on adjacent neighborhoods.
- Truck circulation will be improved when repairs are completed to the McArdle Bridge in 2002. The replacement of the Chelsea Street Bridge with a new bridge with greater vertical and horizontal clearances is planned for the future.

MBTA Blue Line Service

The MBTA Blue Line rapid transit service runs through East Boston, providing access to the area at five different stations: Maverick, Airport, Orient Heights, Suffolk Downs and Wood Island. The MBTA is in the process of modernizing the Blue Line to accommodate longer six-car trains.

- Modernization of the Wood Island and Suffolk Downs stations is complete.
- The Airport Station is being completely rebuilt as part of the Central Artery/Tunnel project. The new Airport Station is expected to be open by the end of 2002.

- The Maverick Station modernization includes the reconstruction of the main head house at Maverick Station and the emergency egress head house at Lewis Mall, which may be converted into a second station entry point if ridership increases. Preliminary design (30% completion) was approved in January 2000. Currently a design proposal (60%) is in the process of being submitted for review, and construction is expected to begin in 2004.
- The Orient Heights Station modernization project is expected to be reactivated in 2004; construction is projected for 2008.

6.2. *Water Transportation*

As a community that once was completely dependent upon water transportation to Boston, East Boston still has the potential to generate sufficient market demand to improve water based transportation service for its residents. Currently the most active passenger ferry system serves Logan Airport from Rowes Wharf. This service has expanded since its inauguration in the late 1980's. The ferries are available to East Boston residents though targeted to airport users. In addition, current commuter ferry service from the South Shore (Quincy and Hull) to Long Wharf includes a Logan Airport stop.

In the mid-1990's the community's desire to restore community-oriented ferry service to Boston resulted in the construction of a new ferry terminal at the end of Lewis Mall with MBTA service to downtown. This service ran in 1995-1996 but failed due to insufficient commuter and non-commuter ridership. The highest demand appeared to be seasonal during warm weather months, primarily for recreational purposes.

Water taxi service also exists in East Boston. Two docks with appropriate freeboard are located at the East Boston Shipyard and Logan Airport water shuttle dock.

The *East Boston Master Plan*, which was coordinated with the BRA's water transportation study, recommends providing water transportation facilities at key sites along the waterfront. The Master Plan's findings for East Boston ferry terminals, water taxis, cultural loops, public landings and ferry servicing and layover, drawn from the *Boston Inner Harbor Water Transportation Study*, are summarized below:

- **Logan Airport** – This terminal, identified as a primary ferry terminal site, is owned and managed by Massport. It has very good landside facilities and connections that are anticipated to accommodate future expansion. The Harborwalk provides an excellent pedestrian connection between Jeffries Point and the terminal.

The Downtown-to-Airport shuttle service demand is expected to continue from Rowes Wharf, even though the Ted Williams Tunnel has siphoned off some demand. Development in the South Boston Waterfront is likely to generate additional commuter, inner harbor shuttle, and water taxi demand. The daily ferry service from the South Shore, introduced in 1997, is expected to continue. Current plans are for the expansion of Logan Terminal that will more than double its capacity and provide ADA/MAAB compliant access. Future service may include links to North Station and South Boston, expanded ferry services to the south and north shores, and occasional charter and excursion service.

- **Lewis Street** – This terminal, identified as a secondary ferry terminal site in the *Boston Inner Harbor Passenger Water Transportation Plan*, is located at the end of Lewis Street, a public right-of-way owned by the City of Boston. Lewis Street heading inland becomes Lewis Mall, a pedestrian walking area, owned by the Boston Housing Authority, which is

within short walking distance of Maverick Square. Landside facilities include a vehicle turn-around and drop-off cul-de-sac and a passenger kiosk. The facility normally includes a 120-foot floating dock that is fully compliant with handicapped access requirements. This float, owned by Massport, is currently on loan to the Harbor Island National Recreational Area at Little Brewster Island as a part of a demonstration project.

Though ferry service failed due to its duplication of the Blue Line at Maverick Station, commuter service may well have new potential as residential development occurs at Clippership Wharf and Pier 1 and new open space and cultural and recreational facilities attract people to the Greenway and Piers Park II. Initial services are likely to be seasonal recreational shuttle links with year round commuter services added later when market demand increases. The terminal can be improved to serve water taxis and provide a public touch-and-go drop-off with the addition of floats with a lower freeboard. Waterside access could also be improved through the removal of adjacent pile fields that currently constrain navigation. In addition, landside improvements could encourage the public to use the terminal as a public gathering spot given the spectacular views of the harbor and the Boston skyline. The existing cul-de-sac turn-around could function better with the addition of a through loop road to accommodate automobile and bus drop off and an expanded shelter that could serve both as a waiting and viewing area.

- **Liberty Plaza** – The Liberty Plaza Shopping Center is located in Central Square and has access to the waterfront along its northern end with a view corridor, parking, and a segment of the Harborwalk. The Plaza is located within one of the East Boston DPA parcels. Currently there is no existing ferry terminal at Liberty Plaza, but the site is identified as a secondary ferry terminal site in the in the *Boston Inner Harbor Passenger Water Transportation Plan*. The Chapter 91 license for the renovation of Liberty Plaza in the mid-1990's required the developer to provide the opportunity for a small boat landing. A modest float was installed on the north side of the existing finger pier but reportedly was removed some time after its construction and has not subsequently been replaced.

The potential exists for other inner harbor routes, such as one from Liberty Plaza to Pier 4 in the Charlestown Navy Yard where links could be made to existing services from the Navy Yard to North Station and Long Wharf. Such a route could also encourage Charlestown Navy Yard residents to patronize restaurants and shops in East Boston. In order to meet these demands, it is recommended that a substantial water terminal facility be built that could accommodate larger shuttle type vessels, water taxis, and a public landing with a four-foot freeboard dock combined with a two-foot freeboard float. On the landside the existing parking lot could provide vehicular access and drop-off, and the addition of a small sheltered area could serve both as a waiting and viewing area. An extension of the Harborwalk would improve waterfront access.

- **Water Taxi, Cultural Loop, and Public Landing Facilities** – Several sites for landing facilities exist along the East Boston waterfront in addition to the three larger facilities described above. Potential for additional low freeboard docks exists in association with new development. Such docks could provide touch-and-go landings for small private and commercial vessels in addition to dockage for water taxis and cultural loop service.
- **Tug Boat Operations** – The East Boston Inner Harbor Waterfront is home to the two principal tug boat companies in Boston Harbor: Boston Tow and Transportation with facilities on Border Street and New Street, and Bay State Towing on Pier 1. Though there are other tug boat operations located within East Boston and Boston Harbor, these

two provide the majority of tug services within the Harbor, such as tugboats for docking ships, bunker barges to deliver fuel to ships, marine construction assistance, and dockage.

- **Layover Berthing, Service and Shipyard Sites** – The East Boston Inner Harbor is projected to fill the expanding need for ferry servicing, layover, and repair services with increased ferry activities anticipated for Boston Harbor. The DPA sites both within and outside Massport properties have potential to provide service, maintenance and repair facilities. In addition to Massport's Pier 1, potential layover sites include Clippership Wharf and Boston Tow and Transportation's shipyard (former General Shipyard) on Border Street, which also provides ship support capability. It is possible that additional locations will be identified as a result of CZM's Boundary Review Study.

Two Massport sites, Massport East Boston Shipyard and both sides of Massport's Pier 1, meet the basic layover site criteria of a location close to downtown ferry terminals. Pier 1 has a good transit connection to downtown at the Maverick T Station. Layover facilities should include a conventional wharf or pier-side tie up with fenders, cleats, and vehicular access. Such facilities can be compatible with residential use. Massport is in the process of redeveloping the Shipyard/Boston Marine Works complex but, as discussed above, plans on retaining and upgrading the maritime industrial capabilities of these facilities.

Ferries need fuel, water, waste pump-out and removal, electricity, and access to stores for provisioning. Most ferry operators prefer to provide these services at their own secured facilities, but operators lacking this capability in the Inner Harbor will need such servicing. An additional demand for servicing can come from vessels such as tugboats, small coastal cruise ships, visiting yachts, and charter boats. The Massport East Boston Shipyard is planned for redevelopment to provide such facilities, and the potential for developing such services exists at the Liberty Plaza finger piers.

Vessel repair and construction for ferries and other small boats is expected to continue to occur at the Massport East Boston Shipyard complex. The services currently provided at the Shipyard include water-based construction for the Central Artery/Tunnel Project, routine maintenance, boat building, and boat and ship repair facilities, including dry-dock overhaul and repair capability, and ship lifts. The facility is capable of repairing ships constructed of composite materials and would be able to provide such services to new ferries made of such materials.

6.3. Maritime Trade

Two recent undertakings relate to maritime trade activity in East Boston. One is the Master Plan recommendation for maritime industrial uses along the waterfront. The second, a major infrastructure project that is currently underway, is the dredging of Chelsea Creek Channel.

- **Maritime Industrial Uses** – The Master Plan acknowledges the role that the East Boston waterfront currently plays in the provision of port-wide support services. The Massport East Boston Shipyard, currently used by many operators, is well-suited to continue to provide fuel, routine maintenance, ship lifts, dry dock, and repair facilities. Massport, recognizing the maritime industrial value of the Shipyard, is proposing to continue and upgrade the Shipyard through the development project currently underway.

The need for vessel support services and layover berthing sites could be met at additional sites along the waterfront including Pier 1, the Boston East Site, Liberty Plaza and the small shipyard at McArdle Bridge. These recommendations are consistent with the 1996

Port of Boston Economic Development Plan that includes the promotion of such services under the priority implementation steps.

- **Dredging** – The Boston Harbor Navigation Improvement Project, sponsored by Massport and the Army Corps of Engineers, has deepened key portions of the Inner Harbor, its tributary channels, and berth areas to allow significantly larger vessels to use Boston Harbor so that it can remain an active and competitive port. The purpose of the Project is to create channels up to 40 feet, equivalent to the main shipping channel. Chelsea Creek is being dredged to a depth of 38 feet. The Mystic River and Reserved Channel dredging projects have been finished, and the Chelsea Creek Project is nearly complete. The dredging in the areas around the McArdle Bridge and the MWRA Water Main Pipe (north of the McArdle Bridge) and the completion of Upper Chelsea Creek (north of the Chelsea Creek Bridge) were completed in 2001.

Additional navigation improvements are underway or being studied. One is the Army Corps of Engineers' maintenance dredging of the main shipping channel into the Harbor to 40' depth. The second is a Massport Study to evaluate the feasibility of a 45' channel to Conley Terminal and the North Jetty.

6.4. Railroads

The East Boston Inner Harbor Waterfront was once served by a railroad network that transported goods from the piers currently owned by Massport to the north and northwest over Chelsea Creek. Today those lines and associated rights-of-way are no longer in service. The western end of the right-of-way is being adapted from its abandoned state to become the Greenway. Portions of the railroad north of Neptune Road/Bennington Street are being evaluated for future uses such as an Urban Ring and/or a truck access road, as described above.





Figures for Chapter 6

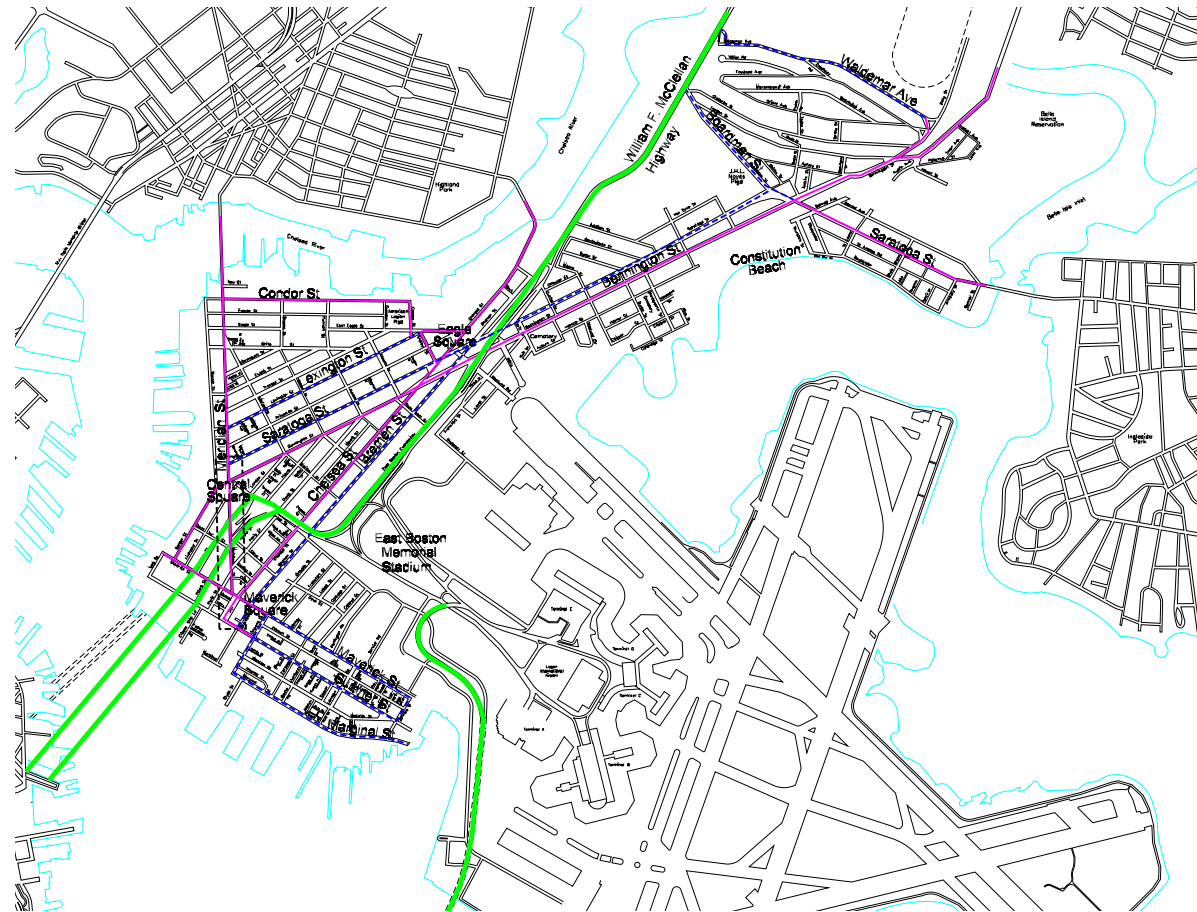
Figure 6-1 Significant Roadways

EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 6-1

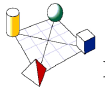
Significant Roadways

-  National Highway system Route 1 and Tunnel
-  Major arterial Streets
-  Local collector Roads
-  East Boston Main Street districts



prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



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Scale: Not to scale

7. East Boston Municipal Harbor Plan Urban Design, Shoreline, and Watersheet Goals, Guidelines and Requirements

7.1 Introduction

The East Boston waterfront, as it is redeveloped over the next decades, must provide the public with meaningful access to the waterfront, preserve and strengthen the working port, enhance the East Boston community, and become a positive economic force in East Boston's and the city's economy. The Waterways Regulations establish numerical and dimensional requirements for use, height, setbacks (Water-Dependent Use Zone), and lot coverage for nonwater-dependent uses. These regulatory requirements are aimed at maintaining the potential for water-dependent use as well as protecting the public trust rights, including access to the water and preventing the privatization of the waterfront. This chapter sets out planning goals, guidelines, and requirements that apply to all properties in the study area, (Massport properties are outside of the study area) in order to facilitate the implementation of the community's vision for the East Boston Inner Harbor waterfront through the EBMHP.

The purpose of this chapter conforms to the purpose of the state-approved municipal harbor plans as stated in 301 CMR 23.01(2), Review and Approval of Municipal Harbor Plans. The goals and guidelines will provide guidance to EOE agencies, particularly the Department of Environmental Protection, in matters relating to waterways management, such as Chapter 91. They are advisory in nature.

The requirements described in the chapter are, in many cases, a restatement of the Waterways Regulations requirements. Other requirements have been developed in order to achieve the goals of the EBMHP and apply to all properties outside the DPA, including any properties that might be removed from the DPA after CZM's completion of the DPA Boundary Review Study. Site specific Substitutions may modify these requirements. Many of these goals, guidelines and requirements were developed as part of the South Boston Municipal Harbor Plan, and, because they address harbor-wide issues, have been modified to suit the EBMHP study area's different characteristics. The intent of this chapter is to support the Waterways Regulations, promote water-dependent uses, and help ensure quality redevelopment along the waterfront.

The goals, guidance and requirements of this chapter build and elaborate upon the East Boston Master Plan. They are incorporated into the EBMHP because they are applicable throughout the East Boston Waterfront, and they are not to be considered offsets for the impacts of substitute provisions. The contents of this chapter will be applied, where appropriate, by the BRA through their review of projects under Article 80.

The goals, guidelines and requirements are included in the following sub-sections of this chapter.

- Urban Design Guidelines
- Standards and Guidelines for Shoreline
- Standards And Guidelines For The Watersheet

7.2 Planning and Urban Design Guidelines

A major component of the Municipal Harbor Plan is a set of preliminary planning and urban design guidelines for the East Boston Waterfront. These guidelines address, among other things, general planning principles, building scale and character, public spaces, street environments, sustainability and universal accessibility. Some of these guidelines are further explored as substitutions, amplifications and offsets in **Chapter 9, Tailoring Chapter 91**, which expands and applies guidelines to two key sites along the waterfront. The guidelines listed below are subject to the City's Article 80 review process and should also guide DEP in making Chapter 91 licensing determinations.

7.2.1 General Planning and Design Objectives

The following objectives are generally drawn from the East Boston Master Plan. The intent is to advance their implementation by integrating them into the East Boston MHP Submission.

- Visually and physically enhance the East Boston Waterfront.
- Promote the Water-Dependent Industrial uses in the DPA and in the East Boston Inner Harbor water-dependent uses that exist along other parts of the waterfront.
- Expand the mix of uses in the waterfront area to include additional residential, retail/commercial and cultural uses.
- Establish an active pedestrian connection between Lewis Street and Central Square waterfront areas/ferry terminal sites including Maverick Square and Central Square neighborhood shopping districts, and the Meridian Street commercial spine.
- Enhance the water transportation entry to East Boston and promote the design and use of spaces, buildings, signage and programmatic elements to help establish a "sense of arrival" in the community.
- Ensure sensitivity to existing neighborhoods through the scale and historic character of buildings and public spaces, access routes and uses.
- Ensure sensitive massing plans that avoid walling off the neighborhood from the waterfront.
- Promote visual, pedestrian, and vehicular connections from the existing neighborhood to the areas of public waterfront in keeping with the existing city fabric.
- Establish and activate the proposed network of existing and new parks, plazas, walkways and shopping streets, and integrate them with the proposed Waterfront Way and the Harborwalk described in the East Boston Master Plan.
- Provide affordable housing units on sites in the East Boston Waterfront and East Boston neighborhood.
- Encourage public facility uses on ground floors of structures that are in proximate location to public spaces, plazas or the Harborwalk.

7.2.2 Parking and Loading Area Design Guidelines

The East Boston waterfront generally consists of small, developed parcels with the exception of several large vacant land parcels, such as the Boston East site, Clippership Wharf, and Massport Pier 1. Parking is a chronic problem for East Boston residents. Any new development must provide adequate parking for its residential, industrial and commercial users. This need, however, should be balanced against the urban design goal of creating a cohesive and active waterfront. Large, surface parking lots are discouraged along the waterfront because they interrupt the urban fabric although small amounts of well-designed surface parking integrated into a project may be

necessary. Structured parking facilities will be considered inland if such uses serve as a buffer to adjacent land uses or provide parking for new developments or the neighborhood. Every effort should be made to ensure that such structures are not located immediately adjacent to the waterfront.

Every effort should be made to ensure that service delivery and loading areas are located in a manner that takes into consideration the impacts on the adjacent residential neighborhoods. This is particularly important for new developments along the waterfront. The “back door” functions should be screened, located away from, or oriented in a manner that minimizes impact on the existing neighborhoods. Parking, truck entrances, and on-street loading should not impact pedestrian safety, not adversely affect the visual quality and activity of the building’s street wall, and maintain low levels of street sound. Service and delivery activity should be located and scheduled to minimize disruption of pedestrians and peak hour traffic. Local delivery and service by small trucks is encouraged.

7.2.3 Signage

Informational and directional signage is a critical element in making the waterfront accessible to all and easy to use and enjoy. **Chapter 8, *Open Space and Public Access Guidelines and Requirements*** includes a section on informational, directional, Harborwalk, and Waterfront Way signage.

7.3 Goals and Guidelines for the Waterfront

These goals and guidelines have been developed to conform to and support the Waterways Regulations while reflecting the planning objectives for the East Boston waterfront. The intent is to create an active and exciting waterfront that incorporates a variety of public uses along the waterfront and create an environment where everyone feels welcome. Though the Waterways Regulations require water-dependent uses in the areas subject to Chapter 91 jurisdiction, they include provisions for nonwater-dependent uses that are aimed at preventing the privatization of the waterfront and promoting public activities, particularly in the Commonwealth Tidelands; public access; protection of water-dependent industrial resources; and the right to fishing and fowling. This section provides guidance for the shoreline and waterfront aspects of development projects to meet the goals of the East Boston MHP Submission. Additional goals and guidance are provided in **Chapter 8, *Open Space and Public Access Goals, Guidelines and Requirements***, and in **Chapter 9, *Tailoring Chapter 91, which discusses Substitutions, Amplifications and Offsets***.

7.3.1 Goals and Guidelines for the Shoreline Area

The Waterways Regulations set forth a very clear standard at **310 CMR 9.51** that nonwater-dependent use projects do not “unreasonably diminish the capacity of tidelands to accommodate water-dependent use. The Regulations also **require** the reservation of area at the water’s edge for water-dependent uses in amounts imposed by formula in relation to the size of the lot or the piers or wharfs on site. This area is referred to as the Water-Dependent Use Zone (WDUZ). Baseline requirements for two aspects of the shoreline development in the WDUZ, water transit and structures within the WDUZ, are set forth below. A detailed description of the Waterways WDUZ requirement and additional site-specific recommendations for the WDUZ are presented in **Chapter 9, *Tailoring Chapter 91***.

Water Transit Goals and Guidelines

Increasing public water transportation opportunities is a priority goal across Boston Harbor. By increasing the convenience of water transit, we broaden its appeal and begin to make it part of people's everyday lives. Water transportation facilities do not necessarily have to be located in a WDUZ but are clearly identified in the Waterways Regulations as the type of facility that would meet the requirement for at least one water-dependent activity facility in the WDUZ [310 CMR 9.52(1)(a)]. It is important that public water transportation facilities, particularly when located in a WDUZ, be designed in such a manner that they promote and encourage the use of water transportation through the provision of basic support amenities. For example, facilities that support water transit, such as information and ticket booths and waiting areas should be conveniently located to serve users, whenever appropriate. Also, public water transportation docks should be located as close to land as possible to minimize the amount of time required to make intermodal connections. More specific information regarding the design and location of water transit facilities is contained below in **Section 7.3.2, Goals and Guidelines for the Watersheet, Chapter 6, Transportation Overview (Section 6.2)**, and in **Chapter 8, Open Space and Public Access Goals, Guidelines and Requirements**.

Structures Located Within the Water-Dependent Use Zone

The purpose of the WDUZ is to maintain enough land area immediately adjacent to the watersheet to support and foster water-dependent uses and public access. Because, in some instances, structures located within the WDUZ can assist with the accomplishment of these goals, the Waterways Regulations permit structures devoted to water-dependent use to be located within a water-dependent use zone. Small structures designed to shelter pedestrians from wind or sun or while they wait for water transit, or which provide small watercraft or fishing rentals, or sell ferry tickets or snacks, will support and foster water-dependent uses and public access. Not all of these uses are appropriate at every site. Also, depending on the site, it is possible that some or all of these uses could be accommodated more effectively on the ground floor of a site's larger buildings. It is also possible that small, freestanding structures located close to the water may, in some circumstances, be more desirable. In accordance with the Waterways Regulations provisions pertaining to public rights in the Tidelands, specifically 310 CMR 9.35(5), such structures should not block public access to the Harborwalk and, to the extent possible, should be temporary in nature. When designing such structures the waterside view should be taken into consideration. The design of structures on individual sites will be reviewed in the Article 80 process.

7.3.2 Goals And Guidelines For The Watersheet

The watersheet in the East Boston Waterfront should be used for water-dependent industrial uses as well as water-dependent purposes, including public access, which attract the public and generate activity year-round. As described elsewhere, landside requirements, such as setbacks and Harborwalk, will facilitate the public to access and use the water's edge. But it is also the goal of the Municipal Harbor Plan to promote the public's use not only of the water's edge, but also of the water itself. Nonwater-dependent uses that would privatize the water, such as commercial and office uses, should not be allowed in this watersheet. Similarly, with regard to residential uses, floating vessels in which the owner lives are acceptable only if moored in a developed marina facility.

Development projects on the East Boston Waterfront should include facilities appropriate to each site that promote water-based public activity, such as ferries for commuters and excursion passengers, water shuttles and water taxis, public landings, fishing areas, docks for the charter or

rental of vessels, vessel layover areas, floating barges for public performances or for public access, visiting or tall ships.

Where water-based recreational uses can be accommodated, (sailing, excursion and charter boats, etc.), the EBMHP will allow these activities only if available for the general public's patronage. Recreational activities should be located so that they will not interfere with navigation or water transportation services and where water quality and environmental conditions are suitable. Where appropriate, these activities should have associated landside support, such as a boathouse or a structure with lockers, public restrooms, and some food service.

Water-based facilities should be designed to relate well and function together with landside public areas (whether interior or exterior) and pedestrian amenities, such as the Harborwalk, parks, plazas and play areas, ferry waiting areas, restrooms, boat houses, and fishing-related services.

The following sub-sections describe guidelines for watersheet facilities and uses. The program and type of use included in any one development site will depend on a number of factors, including the location of the site, the proposed development program, and navigational conditions, among others. The type and location of watersheet uses will be determined through the City's Article 80 project review process and the DEP Chapter 91 licensing process.

Water Transportation Terminals

A major policy goal of the City is to promote the use of water transportation as an alternative to vehicular transportation both for work trips as well as excursion trips. In the past ten years, Boston has experienced resurgent use of ferries for transportation. Water transportation service is provided by a number of operators who provide service routes among the Inner Harbor neighborhoods of Boston and to the Harbor Islands recreational areas as well as longer haul routes to other coastal communities on the north and south shores. The BRA undertook a study to recommend how and where to build new terminals or to expand existing terminals to ensure increased patronage of ferries and to determine what the best location is for these facilities. The study report, *Boston Inner Harbor Passenger Water Transportation Plan* (Water Transportation Plan), describes in detail where new terminals should be located and existing ones expanded and the types of services that are appropriate at different locations. Pre-schematic concept plans are provided for each recommended terminal site that lays out the locations for different types of ferry dockage: Inner and Outer Harbor commuter vessels, excursion vessels, water taxi/Cultural Loop service, and layover berthing and service areas. A summary of the Water Transportation Plan is contained in **Chapter 6, Transportation Overview**.

On the East Boston Inner Harbor, the recommended sites are:

- Logan South/Airport Terminal: Primary ferry terminal serving large commuter ferries, Inner Harbor shuttles, water taxi and excursion vessels
- Lewis Mall: Secondary ferry terminal serving Inner Harbor shuttles, water taxi/Cultural Loop and possible educational tour boats.
- Liberty Mall: secondary ferry terminal serving Inner harbor shuttles and water taxis

Water taxi stops are incorporated at these terminals but may also occur elsewhere along the East Boston waterfront, such as the Boston East site.

The Boston Inner Harbor Passenger Water Transportation Plan should provide guidance to DEP in issuing Chapter 91 licenses.

Marinas

The Waterways Regulations contain detailed standards for recreational boating facilities, including marinas. These standards address such issues as number of restrooms required, sewage pump-out facilities, utilities, design of lighting, and handling of petroleum fuels. These standards are generally adequate for the East Boston Waterfront with some additional guidance described below.

Marinas can play an important role in promoting access not only for the boating public, but also for the general public as well by creating links in the City's Harborwalk system. Marina operators have expressed to the City, however, that the goal of public access needs to be balanced with their need to provide reasonable security for their customers by restricting access to the floating docks and slips where the vessels are berthed. Therefore, marinas at a minimum should be required to provide perimeter access on the bulkhead as part of the City's Harborwalk network, including appropriate Harborwalk amenities, such as benches, lookout areas, and binoculars. Private recreational boating facilities located in Commonwealth Tidelands are **required** by the Waterways Regulations, **310 CMR 9.35(4)(a)**, to make reasonable arrangement to provide public pedestrian access along the water's edge. DEP should encourage marinas located in Private Tidelands and should require marinas located in Commonwealth Tidelands to allow the public to use their docks for special purposes, such as fishing derbies or viewing special events and provide public restrooms.

Marinas should also help to respond to the general need for public transient dockage in Boston Harbor by making available slips for transient dockage. Private recreational marinas located in Commonwealth Tidelands are **required by** the Waterways Regulations at **310 CMR 9.35 (4)(b)** to include public benefits such as berths for public transient use. See also sub-sections on **Public Landings/Short Term Dockage and Transient Dockage for Visiting Boats**.

In order to ensure that marina facilities in the East Boston Waterfront are available to the general public, marinas must comply with the use standards for public recreational boating facilities found in 310 CMR 9.38(1).

Shoreline Walkways and Safety Ladders

Other sections of this report address the extensive public pedestrian network required of projects located in tidelands, such as the Harborwalk. In any area along the waterfront that is accessible to the public where seawalls or conditions prevent easy access to the land, safety ladders should be provided every 75-100 feet. Safety ladders along shoreline walkways are cited as an example of public amenities to be included in open spaces for public recreation in Commonwealth Tidelands in the Waterways Regulations at **310 CMR.53 (2)(b)**.

Public Landings/Short-Term Dockage

In general, the Boston waterfront as a whole would benefit by having more locations from which the general public could access the shore from a boat for a short period. This is true of the East Boston Waterfront district as well. For the purposes of this discussion, the term Public Landing/Short Term Dockage will be used to refer to the following:

- Dockage for dinghies for those boaters using moorings;
- Dockage for passenger pick-up and drop-off lasting no more than ten to fifteen minutes;
- Dockage for a short stay, such as one to four hours, and not including overnight dockage (often termed parking meters for boats).

Projects requiring a Chapter 91 license can respond to this need in different ways depending on whether the project is a water-dependent use project or nonwater-dependent use project.

Nonwater-dependent use projects

Nonwater-dependent use projects should be required to provide dedicated space for a Public Landing/Short-Term dockage use. Private recreational marinas located in Commonwealth Tidelands are **required by** the Waterways Regulations at **310 CMR 9.35 (4)(b)** to include public benefits such as berths for public transient use. It is particularly important that facilities that attract the general public (e.g., hotels, restaurants, parks, museums, retail uses) should be accessible to the public from both the shoreline and the water.

This could take different forms depending on the size of the nonwater-dependent use project and the other water-dependent uses included in the project. A full water transportation terminal that is located in or adjacent to a large development (as defined by Article 80) project, should set aside a portion of the terminal for shared use by water taxi services and for a Public Landing/Short Term Dockage area. This area should have a two to three-foot freeboard for access onto boats. The BRA's *Boston Inner Harbor Passenger Water Transportation Plan* shows these areas for each terminal site. Large property owners adjacent to such terminals should be responsible for supporting such terminals as appropriate in a manner reflective of DEP policies.

In smaller development projects, where a full terminal is not warranted, a small, stand-alone floating dock should be installed for shared use as a water taxi/public landing similar to the one at Sargents Wharf located in the Downtown/North End Waterfront. Under Chapter 91 requirements, property owners may be required to provide water transportation subsidies.

Water-dependent use projects

Water-dependent use projects, excluding water-dependent industrial ones, such as marinas, should be encouraged to accommodate Short Term Dockage needs by posting signs letting the boating public know how to make the necessary arrangements by phone or radio. While, in general, marina operators have an economic incentive to manage the demand for slips to accommodate short-term dockage, it is recommended that if a slip is vacant for more than 24 hours, that it be made available for short-term use.

Transient Dockage for Visiting Boats

There is also a need for transient slips for the boater who would like to come into Boston Harbor for a short stay. For the purpose of this discussion the term *transient dockage* will be used to refer to slips that are part of a marina that offer daily, overnight, weekly, or monthly stays.

Nonwater-dependent use projects should be encouraged to increase the overall supply of dockage by including, where appropriate, a well-managed marina that offers transient dockage and includes the features discussed below.

For new marina projects, DEP should require marina owners and operators to post signs visible to the boating public indicating the availability of transient slips with directions as to how to make necessary arrangements for transient dockage by telephone or radio. Short-term dockage and transient dockage should not be confused with free dockage; it is assumed that there would be a charge for use of such space.

Fishing and Fishing Piers

One of the fundamental rights of the public protected by Chapter 91 is fishing [310 CMR 9.35(3)]. Nonwater-dependent use projects should not preclude the public from fishing in accordance with this regulatory provision. Landside support, such as cutting table provisions, wash-down hoses, and fishing pole securing devices, should be provided where possible and to the extent feasible, to encourage and facilitate recreational fishing.

Another water use that is encouraged along the East Boston Waterfront is fishing boat charters. There is an unmet demand for such charters, which would help activate the waterfront. Providing the general public with the ability to go out in the Harbor for a half-day or a daylong fishing excursion will attract more people to the East Boston Waterfront.

New Piers

The East Boston waterfront can accommodate new piers, particularly within the footprint of former piers that have deteriorated or been removed. Construction of new piers in the area of a former pile field may be permitted by DEP. If the pile field was licensed, plans for new piers are subject to DEP review. If no license were associated with the pile field, the proponent would have to apply for a Chapter 91 license. Proposed marina piers for permanent and transient docking may be appropriate depending upon the site.

Floating Structures

Floating barges may be appropriate on a seasonal or occasional basis if they provide uses that attract the public, such as a floating stage for theater or concerts, an outdoor cafe, public swimming, or a fishing location, and are an effective means of activating the watersheet and the shoreline. A good model is the “Blues Barge” installed in past summers at Rowes Wharf for blues concerts. These types of structures should be bottom-anchored so that they do not occupy water sheet on a permanent basis and can be moved into place for seasonal use. Bottom-anchored structures are permitted annually by the Harbormaster through the 10A Permit process.

Permanently Moored Vessels

An increasing challenge to the management of watersheet is the haphazard installation of vessels as permanent or quasi-permanent structures. The use and location of these vessels is increasingly a matter of concern as to their impact on the public use of the watersheet, the aesthetic quality of these structures, and their effect on landside uses.

In many cases, a permanently moored vessel can contribute to an overall scheme of public activation, such as vessels that serve an historical or educational purpose. However, vessels or barges are sometimes also used for private, nonwater related uses, such as offices and residences, uses that are not in keeping with the City’s long-term vision for the area. Permanently moored vessels to the greatest extent possible should be public, such as providing cultural, educational or historic facilities.

The regulation of permanently moored vessels or other structures is complex and depends on a number of factors. In some instances, such as a bottom-anchored vessel, an annual permit, known as a 10A permit, is required from the Harbormaster. A vessel with a permanent attachment to the land requires a Chapter 91 permit. If a vessel is not a U.S. Coast Guard certified vessel, but is permanently docked and occupied, it also comes under the City’s building code as a structure.

The City recommends that requests for approval (Chapter 91 License, 10A Permit) to install a permanently moored vessel within the East Boston Waterfront Municipal Harbor Plan Area be

subject to BRA review for consistency with the Municipal Harbor Plan. See Sub-Section 1.4, BRA Review of DEP 10A Permits.

Navigation

In siting water uses, it is essential that channels of navigation be protected, including the shipping channels in Boston Inner Harbor and the various fairways between the major piers in conformance with the Waterways Regulations **310 CMR 9.35(2)**.

Other Recreational Uses

As the water quality of the Boston Harbor improves, water sports are becoming popular. Swimming, sea kayaking, wind surfing, and scuba diving, among other sports, may become a demand. Currently, swimming is popular off Porzio Park, though no formal facilities exist. Facilities that help to promote or control these types of water activities may be needed. Equipment rental/storage facilities, accessible decks or floating barges, as well as diving boards, showers, and capacity for life preserving equipment should be considered viable amenities at appropriate places along the waterfront.

7.4 BRA Review of DEP 10A Permits

The City believes that more oversight of moorings, floats, rafts, marinas and permanently moored vessels than that currently provided by the Waterways Regulations is appropriate in the East Boston Waterfront. The use of the watersheet is integral to the planning of the landside uses and, therefore, proposed water uses need to be evaluated and reviewed in a more comprehensive fashion than currently required by the Waterways Regulations and therefore the following Amplification is recommended.

The placement on a temporary basis of moorings, floats, or rafts, including marinas, and vessels held by bottom anchor is subject to an annual permit from the harbormaster. In some instances a public hearing is required and the harbormaster's written determination must include certain findings, including that the project will serve a proper public purpose and not interfere with navigation, among others. These instances include floats or rafts that extend beyond the state harbor line, encompass an area greater than 2,000 square feet, or constitute a marina. 310 CMR 9.07(2)(b). Marinas must also conform to the requirements of 9.39(1). DEP may review the harbormaster's permit within 30 days and may affirm it, set it aside or amend it, as it deems necessary. 310 CMR 9.07(2).

Because watersheet use and management is increasingly becoming a planning issue, the BRA would like the opportunity to provide comment on all new 10A permit applications for moorings, floats, rafts, marinas and permanently-moored vessels within the watersheet of the East Boston Waterfront Municipal Harbor Plan Study Area, whether or not they meet the requirement for a public hearing, in order to evaluate such proposals against the City's planning efforts. Therefore, for proposed activities in the watersheet of the EBMHP Area, the BRA is requesting notification and to be given 30 days to provide comment to the harbormaster and/or DEP for consideration in issuing permits. Future reconfiguration of marinas should also be subject to BRA review and comment to the harbormaster and to DEP. It is noted that Massport does not acknowledge BRA jurisdiction within its watersheet; nonetheless, the opportunity for the BRA to provide comment formally or informally will assist in achieving coordination and an overall vision for waterside activities.

7.5 Racial Justice

The submittal of EBMHP takes into consideration racial justice through all the measures, guidance, and requirements to ensure public access to all individuals to the waterfront. A great deal of care and consideration of the need to prevent privatization of the waterfront is reflected in this submittal.

8. Open Space And Public Access Goals, Guidelines and Requirements

8.1 Introduction

This chapter sets out goals, guidelines, and requirements to build upon the recommendations of the East Boston Master Plan and define the East Boston community's goals for enhancing East Boston's open space system. They are consistent with the Waterways Regulations by ensuring that redevelopment along the waterfront provides the public with extensive quality open space and meaningful access to the waterfront.

The purpose of this chapter conforms to the purpose of the state approved municipal harbor plans as stated in 301 CMR 23.01(2), Review and Approval of Municipal Harbor Plans. The goals and guidelines will provide guidance to EOE agencies, particularly the Department of Environmental Protection, in matters relating to waterways management, such as Chapter 91. They are advisory in nature.

The requirements described in the chapter are in many cases a restatement of the Waterways Regulations requirements. In some instances the requirements have been developed to ensure that the goals and vision of the EBMHP will be implemented; the requirements set forth in this chapter are applicable to properties within the study area, including any properties that might be removed from the DPA after CZM's completion of the DPA Boundary Review Study. Site specific Substitutions may modify these requirements and will take precedence. Some of these open space goals, guidelines and requirements were developed as part of the South Boston Municipal Harbor Plan and because of their generic relevance to the overall Harbor have been modified to the suit the EBMHP study area's different characteristics. The intent of this chapter is to support the Waterways Regulations, promote water-dependent uses, and help ensure quality redevelopment along the waterfront.

The Open Space Plan, as presented, is based on the existing DPA boundary lines. Should the boundary change as a result of the CZM Boundary Review Study, any revisions required to update the Open Space Plan will be included in an amendment to the EBMHP. The East Boston waterfront currently offers extensive open space amenities. Several existing large and successful open space areas provide recreational opportunities to the neighborhoods, including LoPresti Park (**Illustration 8-1**), Piers Park I (**Illustration 8-2**), Porzio Park, and the Umana/Barnes school grounds. Other open space amenities are proposed for the area, including the East Boston Greenway and Piers Park II. All of these open spaces are critical to quality of life in East Boston, and are the underlying foundation of the recommendations of this chapter. **Figure 8-1** illustrates existing and proposed open space along the waterfront.

The East Boston Master Plan recommends a variety of open space improvements, including expansion of the Harborwalk, additional waterfront open spaces, streetscape improvements, and other public space improvements (**Figure 8-2**). The Master Plan also recommends recognizing and preserving East Boston's historic and cultural fabric and integrating this fabric with the open space network. This chapter further elaborates upon the Master Plan's recommendations by identifying areas where existing open space can be improved and augmented and describing how these amenities can be linked into a network of open space infrastructure that enhances the quality of life of East Boston residents and supports the development of East Boston's communities. The baseline guidelines outlined in this chapter were developed through a public process to ensure that they reflect the community's needs.

8.2 The Open Space Concept Plan

The term open space can be broadly defined to include both public and private space and can describe a variety of different types and scales of spaces, from plazas to walkways to parks. This Municipal Harbor Plan establishes an open space concept plan that serves as a set of baseline requirements to guide property owners in the development of their property and to guide DEP in issuing Chapter 91 licenses for these parcels. Design and programming of open spaces must be consistent with this plan, helping to create a highly accessible and well-maintained East Boston waterfront that is supported by an array of public amenities and characterized by an ease of movement. The open space network should be a unified, cohesive system that celebrates and enhances the waterfront while respecting its traditional marine uses. **Figure 8-3** illustrates the Open Space Concept Plan. The elements of the concept plan include the following:

- Public Access to the Waterfront
- Harborwalk
- Programming and Activation of Public Spaces
- Public Space Amenities
- 24-Hour Public Access
- Maintenance Plan and Standards

Although the Massport parcels (indicated in **Figure 1-3, Chapter 1**) are not subject to the Municipal Harbor Planning process and are not within the EBMHP study area, they will be an essential piece of a connected open space network, and any future development of these parcels will necessarily be reviewed for consistency with this MHP. For this reason, the guidelines provided in this chapter will include some reference to those parcels.

8.2.1 Public Access to the Waterfront

Public access usually consists of pedestrian access to and along the waterfront but can also be used to describe access by bicycles, rollerbladers, and other means. Historically, the East Boston community has had inadequate public access to the waterfront. A primary goal of the Open Space Concept Plan for the East Boston waterfront is to ensure that residents and visitors enjoy the benefits of public access to the waterfront. This goal is particularly challenging in East Boston because of the high percentage of the waterfront land that lies in large parcels dedicated to marine industrial uses. The guidelines of this plan are designed to meet this challenge and achieve compatibility between the varying interests in the waterfront. Property owners should maximize opportunities to provide public access along the waterfront wherever possible.

Public access should also include as a goal the provision of visual access to the waterfront. It is important that existing view corridors from upland sites and existing public streets be preserved and new ones created, as appropriate, because they reinforce the waterfront identity of the community and enhance quality of life. Significant views to the waterfront should be incorporated into the design for any development. The siting and height of structures and the placement of landscaping should maintain and, where possible, enhance public views and vistas of the waterfront and harbor. The exact location of view corridors is a part of the site specific analysis in Chapter 9 and will also be identified in future site specific provisions in the amendment to this submission to occur after the completion of CZM's Boundary Review process.

Some key view corridors have been identified in this study and are illustrated in **Figure 8-4**.

8.2.2 Harborwalk

The centerpiece of the City's goal to provide public access to the waterfront is the Harborwalk. From the initiation of Harborpark by the BRA in the early 1980's, when the City first set the goal of creating a continuous 43-mile waterfront walkway along Boston Harbor, the City has been working diligently in partnership with private developers and property owners and Harbor advocates to improve waterfront sites and realize this goal.

This MHP proposes that the Harborwalk extend along the length of the study area boundary, from Shore Plaza East to the cove where Maverick Street ends in Jeffries Point, linking up with the existing Logan Airport Harborwalk segment. **Figure 8-5** illustrates the proposed Harborwalk for East Boston. More than just a public walkway, the Harborwalk includes seating, pedestrian scale lighting, landscaping, public art works, fishing piers, public landings, public restrooms, and observation decks, and incorporates universal design standards throughout. The Harborwalk should be taken into account when property owners are planning their sites. The chief goal is to create a continuous Harborwalk with a character that varies along its length in response to the distinct sub districts and developments that it passes through.

Property owners and developers **are required** to complete the Harborwalk along the seaward edge of their parcels in accordance with the Harborwalk standards developed by the BRA. Exceptions to this requirement can be considered where physical constraints of the site prevent compliance with this requirement. Although the Waterways Regulations require a minimum walkway width of ten feet, the City's Harborwalk standards require a minimum walkway width of 12 feet (10 feet clear). (See **Chapter 9.4.6**) However, the visual opportunities and activity generation potential suggest that portions of the Harborwalk in East Boston may be suitable for a wider dimension, which would depend upon site specific conditions. Some portions of the Harborwalk should integrate larger open space areas such as public plazas, civic space, fishing platforms, and other water-based activity areas. The Harborwalk should be located within a site's setback or Water-Dependent Use Zone. The exact dimensions of Harborwalk as a component of the setback will be determined in the Article 80 review process. **Figure 8-6** illustrates two sections of the Harborwalk that were shown in the East Boston Master Plan. Plans for waterfront sites should also promote connections between the neighborhood and the Harborwalk to bring people to the water's edge.

Though the Harborwalk is appropriate for much of the East Boston Harbor, there are areas of DPA that may not be suitable for public access. In such areas, it is recommended that the Harborwalk be designated along the Waterfront Way (see section below) or make an appropriate link around the DPA, and that viewing of DPA activities be encouraged through use of view platforms or educational markers wherever possible (see section below). The Harborwalk may be limited within the DPA areas. The Harborwalk should be located on existing land and piers to the greatest extent possible. Some project proponents should be encouraged to provide float systems adjacent to a seawall to accommodate vessel dockage and public access where appropriate. Such float systems, however, would be in addition to, not in lieu of, the upland Harborwalk.

Site-specific Harborwalk Guidelines

The following areas should be given particular consideration in establishing an active and continuous Harborwalk:

- Portions of the Harborwalk have been developed in East Boston along the waterfront between the Harborside Hyatt Hotel and Porzio Park. Another small area of Harborwalk has been dedicated at Liberty Plaza; however it is not visible or inviting from public areas. This Harborwalk section should be easily accessible from Border Street and appropriately signed.

Both areas of existing Harborwalk should be extended along the waterfront, tied into a continuous Harborwalk system, and integrated with new development.

- From Porzio Park, the Harborwalk should continue along the water's edge past the Jeffries Point Yacht Club, along the length of Massport's Navy Fuel Pier Buffer Area (Figure 8-5, #1). Beyond this proposed open space, the water-dependent industrial uses of the Massport Shipyard (DPA area) are not appropriate for full public access. Therefore, the Harborwalk should connect to Marginal Street, providing an Inland Harborwalk connection along the landside of the Massport Property to reestablish the Harborwalk at the newly developed Piers Park (Figure 8-5, #2).
- Continuing the Harborwalk east along the Piers Park water's edge, there is a unique opportunity to provide over 1.5 miles of unspoiled views of the Boston waterfront and skyline, and continuous waterfront access and activity. The Harborwalk should be included as a major component of Pier I, Clippership Wharf, and Hodge Boiler Works future developments. Within these developments, the Harborwalk should be well-integrated with key pedestrian routes and view corridors, particularly Lewis Mall and Marginal Street. Additionally, the developer for each project should assure that public plazas, pocket parks, and other open spaces are incorporated into the Harborwalk in opportune locations to help activate the waterfront. It is critical that the Harborwalk within these developments maintain a visual and physical continuity and standard to encourage pedestrian use of its length. (Figure 8-5, #3)
- The DPA areas along New Street may not be appropriate for waterfront Harborwalk, depending upon the water-dependent activities occurring. A signed connection should be provided along the New Street Waterfront Way pedestrian route, linking the existing LoPresti Park Harborwalk to a new Harborwalk extension at the Boston East site if a waterfront Harborwalk is not feasible (Figure 8-5, #4) It is anticipated that a full discussion of the New Street properties, including open space elements, will be included in the Amendment to the EBMHP.
- The Liberty Plaza waterfront presents another opportunity to provide a Harborwalk as part of East Boston's primary "Gateway." The proposed ferry landing will generate activity and will require a pedestrian activity area, which should be integrated with the Harborwalk. The Harborwalk should extend along the waterfront to the Umana/Barnes School public open space areas. (Figure 8-5, #5)
- The corner where Border Street and Condor Street meet provides an excellent opportunity to develop an expanded Harborwalk "deck" which would allow unrestricted views across the harbor as well as an accessible fishing location. Fishing pole rests, trash receptacles, interpretive signage, and seating would encourage waterfront activity and access from the adjacent neighborhoods. Interpretive signage could include markers highlighting scenic views from the site (see Programming section below). (Figure 8-5, #6)

Inland Harborwalk and the Waterfront Way

In areas where it is not possible to continue the Harborwalk along the water's edge, such as at DPA parcels, the route should move inland, providing pedestrians a continuous route with a connection to the next point of access to the Harborwalk at the water's edge. Where feasible, the inland Harborwalk should follow the Waterfront Way, as noted above (Figure 8-5). The Waterfront Way has been identified in the East Boston Master Plan as a signed, improved pedestrian route along the first landside streets in the waterfront district. The Waterfront Way is an important element of the overall open space network, serving as a linear public open space to

be integrated with the larger open space network, and providing a compatible transition between the non-DPA parcels, the adjacent industrial parcels, and the residential community. Proposed Waterfront Way improvements, intended to enhance the area's waterfront identity, include pedestrian-scale lighting, landscaping, and street furniture (**Figure 8-7**). The Waterfront Way should be developed in conjunction with East Boston community representatives.

Harborwalk Signage

The City's Harborwalk signage program is another important component of the Harborwalk. The signage program is a graphic system developed to direct people to and along the Harborwalk and to nearby public amenities, such as a water transit station or public restrooms, to parks and open spaces, to cultural venues, and to historic exhibits – in essence to help pedestrians make the most of their waterfront experience. Property owners will be **required** to incorporate appropriate Harborwalk signage throughout their sites in conformance with the Waterways Regulations 310 **CMR 9.35(5)(b)**. Signage is particularly important and should be continued along the inland Harborwalk and along the Waterfront Way. Around DPA parcels, or where safety issues preclude a continuous walkway, signed viewing platforms may be appropriate. **Figure 8-8** illustrates the Harborwalk signage, as it should be used in East Boston.

8.2.3 Programming and Activation of Public Spaces

Creative programming of open space and other public areas can contribute greatly to the activation of a site. The term “programming” can mean many different things, from providing amenities that support passive recreation to hosting special events such as a waterfront festival, and everything in between. The East Boston waterfront can accommodate a range of programming options. The emphasis in programming, however, should be 1) to ensure that the waterfront provides basic amenities such as seating and lighting and places for refreshments and restrooms to accommodate the public; and 2) to ensure that the infrastructure can accommodate periodic events that serve to introduce residents and visitors to the accessibility of the waterfront and encourage them to return any time on their own. The waterfront should not be so overly programmed that the tranquility and beauty of the urban harbor are spoiled and freedom to sit and read, fish, or watch vessels go by is hindered.

Property owners developing a project subject to the Article 80 Large Project review process on the East Boston Waterfront **should be required** to develop programming strategies for their sites that will provide the public with an assortment of program options, from passive recreation to special events, and to take into account the infrastructure needs of the entire range of options. Developers of smaller projects that are not subject to the Article 80 Large Project review process should be encouraged to develop strategies that will attract the public to the water's edge. Each of the East Boston waterfront sites is unique, and no single set of programming strategies will be appropriate for all areas. Property owners should develop programs that reflect the unique characteristics of their sites, and coordinate their efforts where appropriate.

In addition to providing for special event programming where appropriate, property owners also will be required to incorporate more passive recreational elements into their projects. Such elements should focus on providing cultural, educational and/or historic programming and uses that will enhance the waterfront area and draw people at all times of the year and in all kinds of weather, such as those discussed below. For larger sites, an integrated combination of new cultural, educational and historic programming may be appropriate, while owners of smaller sites may be required to incorporate only one or two such elements into their projects. Appropriate number and scale of these programming elements will be reviewed and determined during the Article 80 review process.

Facilities of Public Accommodation required by Waterways Regulations for nonwater-dependent uses play an important role in activating the waterfront. These are discussed in detail in **Chapter 9, Tailoring Chapter 91**.

Historic and Educational Programming and Signage

Historic Programming

The history of East Boston's waterfront is an important aspect of not only Boston's history, but also that of the nation. As the East Boston waterfront is built out over the next several decades, there is an opportunity to begin to tell the story of Boston Harbor in both large and small ways. New development in the East Boston waterfront can provide the opportunity to implement the BRA's Historic Piers Network by incorporating elements that celebrate this history into exterior and interior public spaces. For example, the BRA has developed a Historic Pier Network Plan for the North End Waterfront. The goal of this Network Plan is to tell the story of the North End Waterfront in a series of interior and exterior interpretive exhibits located on each of the area's piers. The Historic Network Plan implementation should be encouraged to the greatest reasonable extent, where appropriate. The East Boston Waterfront is suitable for a similar historic network, and such components will be required at appropriate locations and at an appropriate scale within any new project through the City's Article 80 review process. The East Boston Master Plan has outlined a Heritage Trail through the neighborhoods and historic districts of East Boston. The Trail abuts the waterfront in several areas, presenting ideal opportunities to promote links between the Heritage Trail, the Harborwalk, and the open space network.

Signage such as historic markers can be used to help interpret important historic elements and events that helped to shape the East Boston Harbor (**Illustration 8-3**). These interpretive elements should be coordinated with the Harborwalk signage program and incorporated into the pedestrian routes of the Harborwalk, public plazas, and the open space network. The location and need for historic and educational signage will be determined on a site-by-site basis in the Article 80 review process.

Figure 8-9 identifies key locations of historic markers and educational signage opportunities. These opportunities are presented as guidance with the understanding that the intent of these opportunities may be more appropriately met in different ways at the time a project is proposed. These include historic sites that are identified in the East Boston Master Plan as well as by the Massachusetts Historical Commission and are listed below:

- Jeffries Point - A marker incorporated into the Harborwalk that tells the story of the Jeffries Point neighborhood and Yacht Club, the first chartered yacht club on the Atlantic coast.
- The Immigration Building - A marker incorporated into the Harborwalk at the proposed Navy Fuel Pier open space where there is a view to the Immigration Building that interprets its location and story.
- The Immigrant's Home - A marker incorporated into the Waterfront Way at Piers Park II that marks the location of the historic refuge for immigrant's landing in North America from Ireland, Europe and Scandinavia, founded in 1881.
- Historic Ferry and Tunnels - A marker incorporated into the Harborwalk or along the lower part of Lewis Mall that tells of the importance of the cross-harbor ferry, and the development of the submerged transportation tunnels below.
- Bunker Hill Monument - A marker incorporated into the Harborwalk at the end of the view corridor on the west side of Clippership Wharf that tells the story of the Bunker Hill Monument.

- Hodge Boiler Works - A marker incorporated into the Harborwalk within the Hodge site that describes the company's history of steam engine boiler and plate-iron production from the 1860's to the 1950's.
- Atlantic Works – A marker that tells the story of the former East Boston Dry Dock Company, which built the 800-horse power engines for the first iron steamship in the country.
- Boston Cold Storage - A marker incorporated into the Waterfront Way that identifies the Boston Cold Storage Company, which was constructed in 1908 for the freezing and storing of fish.
- East Boston Waterfront Economy - A marker incorporated into the Harborwalk in the site line of the Decatur Street corridor that tells of the surrounding historic economy including the Atlantic Works, Boston Cold Storage, and the American Architectural Iron Works
- Sturtevant Saw and Planing Works – A marker on the Waterfront Way and Heritage Trail that tells the story of this 1800's woodshop owned by William L. Sturtevant.
- Central East Boston - A marker incorporated into the Harborwalk at Liberty Plaza Gateway that interprets the area's historic sites such as the Patrick J. Kennedy House, the East Boston Public Library, and Pigeon & Sons -- Masts & Spars, a well-known shipbuilding and fitting center of the 1800's.
- The McKay Shipyards - A marker incorporated into the Waterfront Way on Border St. that tells the history of the famous clipper ships built by Donald McKay in the 1840's and 1850's.
- Clippership Wharf – A marker describing East Boston's shipping history and economic role.

Educational Programming

New public areas also will provide opportunities to develop innovative educational programs focused on the Harbor and the City's working port. Property owners should consider how to incorporate programming into their sites that will help to develop an appreciation of Boston's important harbor industries as well as natural waterfront elements.

The expansive pedestrian access along the neighborhood extensions presents numerous opportunities to provide outdoor educational programming and viewing platforms. Educational interpretive markers should be used to inform the public about the natural and man made elements of the Boston Harbor that can be seen from the particular marker location, including the many marine activities that occur daily. The markers might describe such things as scenic views, specific birds that frequent the site, buildings or bridges visible across the harbor, or the types of ships docked nearby (**Illustrations 8-4 and 8-5**). These markers would be a great enhancement to the public's enjoyment of the waterfront as well as an activating feature along the Harborwalk and associated public spaces.

The public open space at the Shore Plaza East and the Umana/Barnes School provide other key opportunities to enhance public awareness and education through programmatic elements such as interpretive signage. Developers and owners may also work with the current school authorities as well as the civic organizations to provide for contributions to the public spaces and waterfront environment such as community plantings or gardens, amenities such as fountains or benches, and plaques and bricks which recognize organizations, individuals and efforts. Educational, historic, and cultural programming may often overlap. Educational programming should be encouraged and ensured wherever opportunities exist to expand upon cultural and historic programs and uses.

Cultural Programming and Signage

Owners and developers can incorporate cultural elements throughout their sites, including works of public art (**Illustration 8-6**), exhibits of local artists and artisans (such as Open Studios in artists live-work space), concert and other performance spaces. There are many opportunities along the waterfront to provide public space associated with the cultural arts. Small performance spaces and exhibit spaces should be included within the design of public plazas and open space. The East Boston community has expressed a strong interest in the establishment of local cultural institutions and has many advocates for a shipbuilding museum, an immigration museum, a Jazz Hall of Fame, performance buildings, and artist studios as well as an expanded library. These needs should be considered in the programming of both outdoor space and indoor facilities as part of the required facilities of public accommodation.

Signage and markers will be an important aspect of cultural programming. Cultural facilities and venues should be clearly identifiable through signage. The signage should be coordinated with other amenity and public signage of the Harborwalk, Heritage Trail and Waterfront Way. The East Boston logo should also be a part of identifying signage. **Figure 8-10** identifies possible opportunity areas for cultural markers.

Informational and Directional Signage

A system of signage is needed to help people orient themselves and make the most of their time along the East Boston waterfront. Informational kiosks with maps directing the public to attractions, amenities and transit stops should be located throughout a site. Likewise, information regarding nearby attractions, water transit schedules, hours of operation and a host of other items must be readily available to the resident and visitor alike. Signage should also be coordinated with Harborwalk, Inland Harborwalk links, and Heritage Trail. Directional signage should be consistent in defining the routes, while amenity, interpretation and educational signage should be readily identified as informational. A shape, or color coordination system can easily be used to manage signage and allow it to be readily recognized. Informational kiosks may sometimes be combined with historic markers (**Illustration 8-7**).

While signage is necessary, it should not be allowed to clutter or overwhelm the waterfront. It is also important to note that providing signage, maps and information is an ongoing obligation. As the East Boston Waterfront is built out over the next several decades, way-finding elements must be continually updated to provide the public with the accurate and reliable information they will need to take advantage of all that the area has to offer. Some of the key locations for informational kiosks have been identified (**Figure 8-11**). Signage requirements for a particular site will be specified through the Article 80 review process.

Watersheet Activation

As described in **Chapter 7, *Baseline Guidelines and Requirements***, beyond providing access to the water's edge, it is important that opportunities are provided to the East Boston community to engage in direct activity with the water such as swimming, boating, fishing, or otherwise congregating (**Illustration 8-8**). There are many opportunities along the waterfront to activate public space, helping to draw people to the water and increasing the feeling of safety. Property owners should provide amenities that promote public activity along the waterfront. Facilities that are encouraged include:

- Fishing platforms, supported by amenities such as pole rests, cleaning tables, seating, and sale of bait
- Small boat rental or charter boats

- Waterside facilities that provide access for the water-going public to landside facilities like restaurants, shops, etc.
- Entertainment and arts programming barges (e.g. Blues Barge) on a temporary or seasonal basis

8.2.4 Public Space Amenities

In order to maximize the public's use and enjoyment of the waterfront, a mix of public amenities should be located throughout a site. Residents and visitors must have places to purchase ferry tickets, use a public restroom, call a water taxi, purchase snacks, rent small watercraft or fishing gear and to buy bait, and to enjoy the waterfront area. Not every use is appropriate for every site, nor is this intended as an exhaustive list, but these are the types of public amenities that are critical to the activation of the waterfront area. Also, given New England weather patterns, it is important to have protected areas where the public can wait for water transit or just relax and enjoy the Harbor, helping to activate the waterfront during weather when the waterfront may be less hospitable.

In some instances, these supporting amenities will be located within the ground floor of a larger development. In other instances, it may be appropriate to place some or a combination of these amenities in small structures located within a site's open space areas. For example, wind and shade structures in strategic locations can help to extend the appeal of being close to or on the water later in the season. Some of these structures could be erected on a seasonal basis. It is important, however, that these small public structures do not comprise a significant portion of a site's open space.

In considering open space design and programming, decisions must be made in the larger context of the design and programming of the entire site's exterior and interior public areas. Because the Municipal Harbor Plan is not a project review process, determination of the appropriate number, size, and design of these types of structures will be left to the Article 80 review process.

8.2.5 Lot Coverage Calculation for Nonwater-Dependent Uses

Lot coverage calculation for nonwater-dependent uses is an important regulatory tool to support the open space plan and ensure both physical and visual access to the waterfront. These requirements are outlined and applied to site-specific locations in **Chapter 9, Tailoring Chapter 9I**.

8.2.6 Through-Block Connections and Interior Public Spaces

At appropriate locations, through-block connections that link into existing adjacent neighborhoods should be made. A system of enclosed open spaces where appropriate should be encouraged to be incorporated in the form of pedestrian ways and public corridors to provide alternative protected routes during foul weather.

In new development, additional public space should be provided whenever possible and appropriate, especially along retail and commercial uses to encourage them to "spill" out from the indoors to outdoors and promote activity. For example, providing plaza spaces adjacent to buildings allows outdoor café seating or small performance spaces. The design of public open space, interior spaces, and pedestrian ways should be an integral part of project design.

New public space should be of a type, size, and character appropriate to its use and context, particularly within large developments such as Clippership Wharf and Pier I.

As described above, fine art should be encouraged in public spaces. Food service, performing arts, civic activities, and recreation facilities should also be accommodated where appropriate. Special features such as arcades, building overhangs, promontories, fountains, facade lighting, and environmental art are encouraged.

8.2.7 24-Hour Public Access

All pedestrian open space areas established within the EBMHP area must be open and accessible to the public 24 hours per day in accordance with the Waterways Regulations 310 CMR 9.35 (a) and (c). No gates, fences or barriers may be placed on the open space in a manner that would impede or discourage the free flow of pedestrian movement. Only temporary access restrictions in pedestrian open space areas, as may be required in emergencies or in connection with construction or maintenance, are permitted, and then only if such interference is minimized to the extent reasonably practicable and consistent with public safety, and such barriers are in place no longer than necessary.

8.2.8 Height Limits

Building heights can affect the quality of open space. Particularly in terms of wind and shadow. The goal is to create a public pedestrian environment that enhances the public's use of the waterfront and that ensure that the pedestrian and public environment is not adversely affected by structures. Chapter 9, *Tailoring Chapter 91* addresses height substitutions in detail for nonwater-dependent uses.

8.2.9 Management Plan and Standards

In order to ensure that a site's interior and exterior public areas are maintained at a level that will ensure that these areas will remain attractive, safe, and accessible to the public, this submittal of the East Boston Municipal Harbor Plan requires that each developer prepare a Management Plan in accordance with Waterways Regulation **310 CMR 9.35(5)**. During the South Boston Harbor Municipal Plan study, a sub-committee of the Municipal Harbor Plan Advisory Committee focused on developing these baseline standards, which address maintenance of parks, Harborwalk, streets, sidewalks, landscape areas, public restrooms, park and sidewalk furniture, and the watershed. This plan submittal adopts the standards of the South Boston Municipal Harbor Plan, provided in Appendix 2.

8.2.10 Requirements for Open Space and Public Access Plan Submittals

In order to enable the BRA to adequately review a project and ensure that open space and other public spaces serve the public's interest in access to and enjoyment of the waterfront, any project subject to Article 80 Small Project or Large Project Review will be required to submit to the BRA an Open Space and Public Access Plan. This requirement will also apply to properties that may fall outside the DPA after CZM completes its Boundary Review.

The Open Space and Public Access Plan should include plans, drawings, specifications, descriptions of open space and exterior and interior public spaces and uses, and descriptions of

proposed management measures and access-related rules and regulations, if any, sufficient to permit the BRA to:

- Determine the compliance of the project with this Chapter 8.0.
- Determine compliance with interim or final zoning adopted for the area.
- Make a Section 18 Recommendation.

8.3 Open Space and Public Access Standards for Planning Sub-Areas

As described in **Chapter 1, Introduction**, the Municipal Harbor Plan has identified sub-areas for planning purposes. The sub-areas with greatest potential for development and revival within the waterfront district are: the Traditional Working Waterfront, the Neighborhood Extensions, and the Gateways. **Figure 1-4, Chapter 1** locates these districts. In each of these sub-areas, particular open space and public access standards are appropriate. These standards are consistent with the *City of Boston Open Space Plan 2000*.

8.3.1 The Gateways

As sites for future ferry links between East Boston and other parts of Boston, the Lewis Mall and the Liberty Plaza Shopping Center are transit nodes that can serve as gateways into East Boston. It will be critical that the development of public space in these areas provides a sense of arrival and promotes an active waterfront that draws people into the commercial nodes of East Boston. At present, Liberty Plaza turns its back to the water, and, if left as is, would be an imposing and uninviting face to the waterfront. Public space at these gateways should be enhanced and expanded and vehicular and pedestrian circulation should be improved.

Meridian Street, which serves as the main commercial street in the East Boston waterfront area, links the Liberty Plaza/Central Square gateway to the north and the Lewis Mall/Maverick Station gateway to the south. Creating active public spaces in these gateways will help to anchor the Meridian Street commercial spine and encourage movement along it. **Figure 8-12** illustrates this concept.

The following goals have been developed for open space and public access improvements in this sub-area:

- Establish a ferry terminal at Liberty Plaza respecting the marine industrial uses as the site.
- Ensure strong, direct, visual and physical connections from the Liberty Plaza ferry pier to East Boston's activity node of Central Square. Design of this space should support public activity with such features as shelters and seating in passenger waiting areas and commercial uses fronting the water.
- Promote public activity and viable commercial uses along Lewis Mall to extend the Meridian Street commercial zone to the waterfront.
- Ensure strong visual and physical links between the proposed Lewis Mall ferry pier and the Maverick Square commercial area.
- Ensure that uses and structures adjacent to the ferry piers promote pedestrian activity, are integrated with the Harborwalk and other public spaces, and are visually attractive.
- Provide a visual vertical landmark that is recognizable from the Boston waterfront that locates the ferry pier and harbor entrance to East Boston. Examples may include public works of art, building towers, or clock towers.

8.3.2 The Traditional Working Waterfront

The following goals have been developed for open space and public access improvements in this sub-area:

- Promote the Harborwalk extension and waterfront public access wherever possible along the waterfront, particularly at the Boston East Site and the Shore Plaza East development.
- Strengthen the pedestrian connection and access through the Umana/Barnes School property from both Border and Meridian Streets to encourage usage of existing waterfront open space.
- Preserve the water view corridor of Decatur Street to provide a strong Maverick Street connection with the waterfront.
- Encourage viewing facilities at opportune points at or adjacent to DPA areas to allow public viewing of waterfront industry activities.

8.3.3 The Neighborhood Extensions

The following goals have been developed for open space and public access improvements in this sub-area:

- Preserve the open waterfront views to the Boston Harbor along the entirety of the shoreline.
- Connect the East Boston Greenway into the Pier I development, ensuring a visual link and physical link to the water's edge and Harborwalk.
- Strengthen views and public access from existing neighborhoods through new development to the waterfront.
- Ensure programmatic development of uses that attract pedestrian use and enhance the activation of the waterfront and Harborwalk.
- Ensure public plazas and pockets of open space, through new projects and redevelopment that are linked visually or physically and provide a cohesive open space structure bounded by the Harborwalk, Porzio Park, and Piers Park.
- Stabilize the piers of LoPresti Park to allow for small-scale water access for the neighborhood.
- Encourage facilities for activation of public spaces catering to a variety of age levels and abilities.
- Encourage public facility uses on ground floors of all structures within access of public spaces, plazas or the Harborwalk.

8.4 Sustainability and Universal Accessibility

New structures in the East Boston Waterfront should incorporate currently available sustainable technologies in order to reduce their pollution, energy costs and impact on the environment.

Transportation, open space, access to the Harbor, pedestrian facilities and residential, civic and commercial buildings should be usable by all people to the greatest extent possible, without the need for adaptation or specialized design. East Boston has a higher percentage of elderly residents compared to the city average. All open space improvements should include special provisions for the elderly.

8.4.1 Universal Access Design Standards

The East Boston Master Plan makes a commitment to universal access design in the statement: "Transportation, open space, access to the Harbor, pedestrian facilities and residential, civic and commercial buildings should be usable by all people, to the greatest extent possible, without the

need for adaptation or specialized design.” The following outcome guidelines are organized according to the seven principles of universal design and provide more specific guidance.

Equitable Use

The design is equally useful, appealing and safe for all users.

- Harborwalk provides for safe enjoyment of all users by differentiating areas for pedestrians, cyclists and users of other recreational equipment.
- All indoor and outdoor paths of travel are stable, firm and slip resistant regardless of weather.
- Vertical transportation options (stairs, elevators, escalators) are visible from lobby and included in a single signage system.
- Street furniture accommodates differing abilities and sizes of users and is placed at distances convenient for people with limited stamina or mobility.
- At least one restroom in areas of public accommodation is fully accessible and unisex to allow companion care and comfort for a diversity of users.
- All building design, construction, interior design, maintenance and management is attentive to providing the best possible indoor air quality by minimizing the use of potential contaminants and maximizing mitigating measures such as ventilation.
- Standard street furniture toilets are unisex, fully accessible, easy to understand through instructional symbols, self-cleaning, usable by children and adults, and designed for comfort and security of any user.
- Light timing at crosswalks is set to allow all users to cross the street safely during a walk signal including small children and people using wheelchairs and canes.
- Retail businesses display merchandise at varying and easy to reach heights as well as allow a clear width for ease of movement throughout interior.

Flexibility in Use

The design accommodates a wide range of individual preferences and abilities.

- Design sidewalks wide enough to be used as gathering spaces without impeding other pedestrians.
- Intersections use multi-sensory (sight, sound, touch) indicators for safe crossing.
- Include multi-sensory elements (smell, sound, touch) in landscape features outdoors and indoors.
- Include counters at varying heights to allow transactions and comfortable sightlines for a variety of standing and seated users at outdoor vending places and indoor food outlets.
- Offer options of unfixed seats in restaurants and bars and, if using a high stool option, provide standard height seating also.
- Offer tactile (raised letters and Braille) and/or audio option for accessing information at historical markers along the Harborwalk.
- Make lighting in places of public accommodation adjustable in brightness for areas in which visitors require task lighting (e.g., registration, menu reading, lip-reading).

Simple and Intuitive Use

Design is easy to understand, regardless of user's experience, knowledge, language skills, or current concentration level.

- Standardize signs and symbols for public parking places throughout.
- Coordinate the Route, interpretation, and activity signage systems to allow them to be readily recognizable.
- Install digital or two dimensional district maps with clear indications of landmarks, routes and public restrooms; include audio option.
- Create visual and tactile markers to direct visitors to destination sites.

Perceptible Information

The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.

- A uniform and legible system of wayfinding includes signs with standard fonts, size and color, use of landmarks as cues to orientation, and standardization of symbols and terminology throughout the district.
- Clear schedules and fares are posted for all water recreation and transportation vehicles at the waiting area and installed at a height readable by a seated person.
- Lobbies and public spaces will be designed to maximize acoustical conditions that minimize ambient noise and enhance voice clarity. Define edges out of doors, especially at the Harbor's edge and on docks by adding a change in texture and/or color or by illuminating the outer edge.
- Define public space and private space as well as semi private space clearly and provide access accordingly.

Tolerance for Error

The design minimizes hazards and the adverse consequences of accidental or unintended actions.

- Design sidewalks with standard 'zones' for curb, furnishings, pedestrians, and frontage.
- Minimize glare on large vertical glass surfaces; delineate doors with color contrast; and mark surface with designs to indicate presence of invisible surface.
- Install mirrors at entry and exit points to parking garages as well as visual and sound alarms to alert pedestrians passing entries and exits.
- Select matte finishes for indoor flooring that are stable and minimize glare.
- Install handrails and guardrails on the landside of flat docks for stability and safety for adults and children.

Low Physical Effort

The design can be used effectively and comfortably and with a minimum of fatigue.

- Exterior doors will be a minimum of 36" wide and designed to allow easy opening with a minimum of strength and no need to grip.
- Eliminate obstructions in front of mirrors in public restrooms.
- Provide shelter and seating at public transit stops for ground and water transportation.
- Design street crossings with protected median areas to allow safe crossing for pedestrians at multi-lane, two-way arteries.

Size and Space for Approach and Use

Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility.

- Design all public spaces with sufficient turn-around space for strollers, scooters, crutches, wheelchairs, walkers and guide dogs.
- Distribute accessible seating in entertainment and sports venues to permit choice for all users without forfeiting line of sight.
- Create pedestrian access corridors between destinations and parking or public transportation sites that do not use stairs but level access or elevators.

Figures for Chapter 8

Figure 8-1 Waterfront Open Space: Existing and Proposed

Figure 8-2 Open Space Resources Identified in the E. Boston Master Plan

Figure 8-3 Open Space Concept Plan

Figure 8-4 Views to the Waterfront

Figure 8-5 Harborwalk

Figure 8-6 Harborwalk Sections

Figure 8-7 Streetscape Improvements on the Waterfront Way

Figure 8-8 Harborwalk Signage

Figure 8-9 Historic and Educational Programming

Figure 8-10 Cultural Programming

Figure 8-11 Informational and Directional Signage

Figure 8-12 Gateways

Illustration 8-1 LoPresti Park

Illustration 8-2 Piers Park I

Illustration 8-3 Historic Marker

Illustration 8-4 View of Downtown Boston from East Boston

Illustration 8-5 Educational signage in France describing view to bridge

Illustration 8-6 Public Art

Illustration 8-7 A combined information kiosk and historic marker

Illustration 8-8 Swimming in the water off an East Boston pier

EAST BOSTON MUNICIPAL HARBOR PLAN

Legend




-  Existing Open Space
-  Proposed Open Space
-  Greenway connection

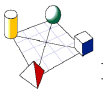


Figure 8-1:

Waterfront Open Space: Existing and Proposed

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ICON architecture, inc.




Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

Legend

-  Existing Open Space
-  Proposed or Enhanced Open Space
-  Proposed Plazas
-  Greenway
-  Greenway segment under study
-  Landscape Street Improvements
-  Pedestrian Connection and/or View Corridor
-  Lower Bennington Street Crosswalk Improvements
-  "Waterfront Way"
-  Harborwalk Route

* All notations and symbols are for illustrative purposes only and are not to scale.

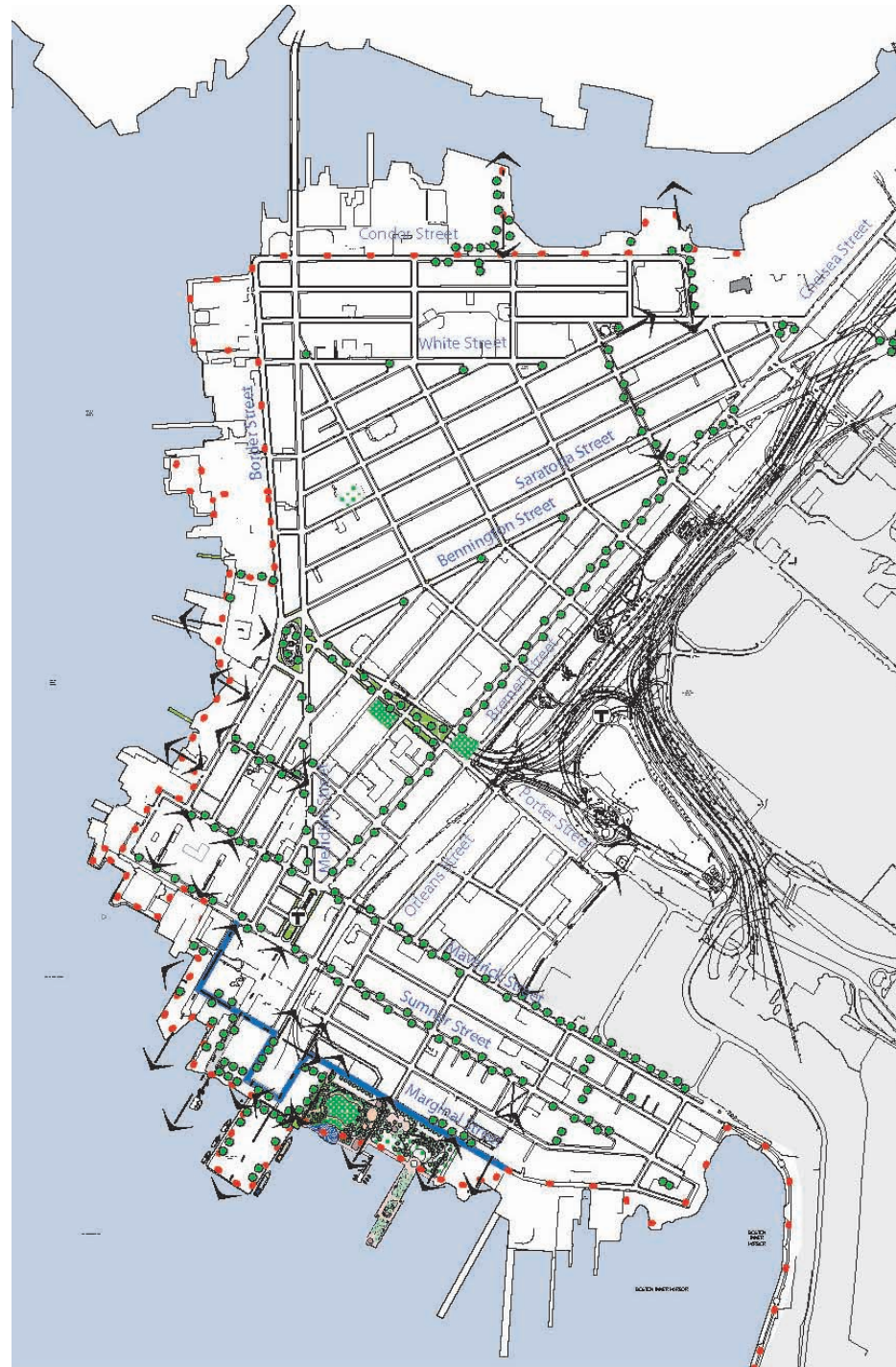
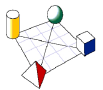


Figure 8-2:

Open Space Resources Identified in the East Boston Master Plan

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











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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-3

Open Space Concept Plan

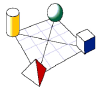
Legend

-  Existing Open Space
-  Proposed Open Space
-  View Corridors
-  Harborwalk
-  Inland Harborwalk
-  Waterfront Way
-  Gateway Areas
-  Activity Nodes
-  Commercial Spine
-  Connection
-  Heritage Trail
-  Historic or Educational Marker
-  Cultural Features
-  Information Kiosk



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

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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-4

Views to the Waterfront

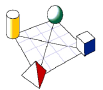
Legend

-  Existing Open Space
-  Proposed Open Space
-  View Corridors



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Date: March 2002







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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-5

Harborwalk

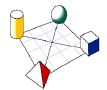
Legend

-  Existing Open Space
-  Proposed Open Space
-  Harborwalk
-  Inland Harborwalk
-  Waterfront Way
-  See references in the text



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Boston Redevelopment Authority

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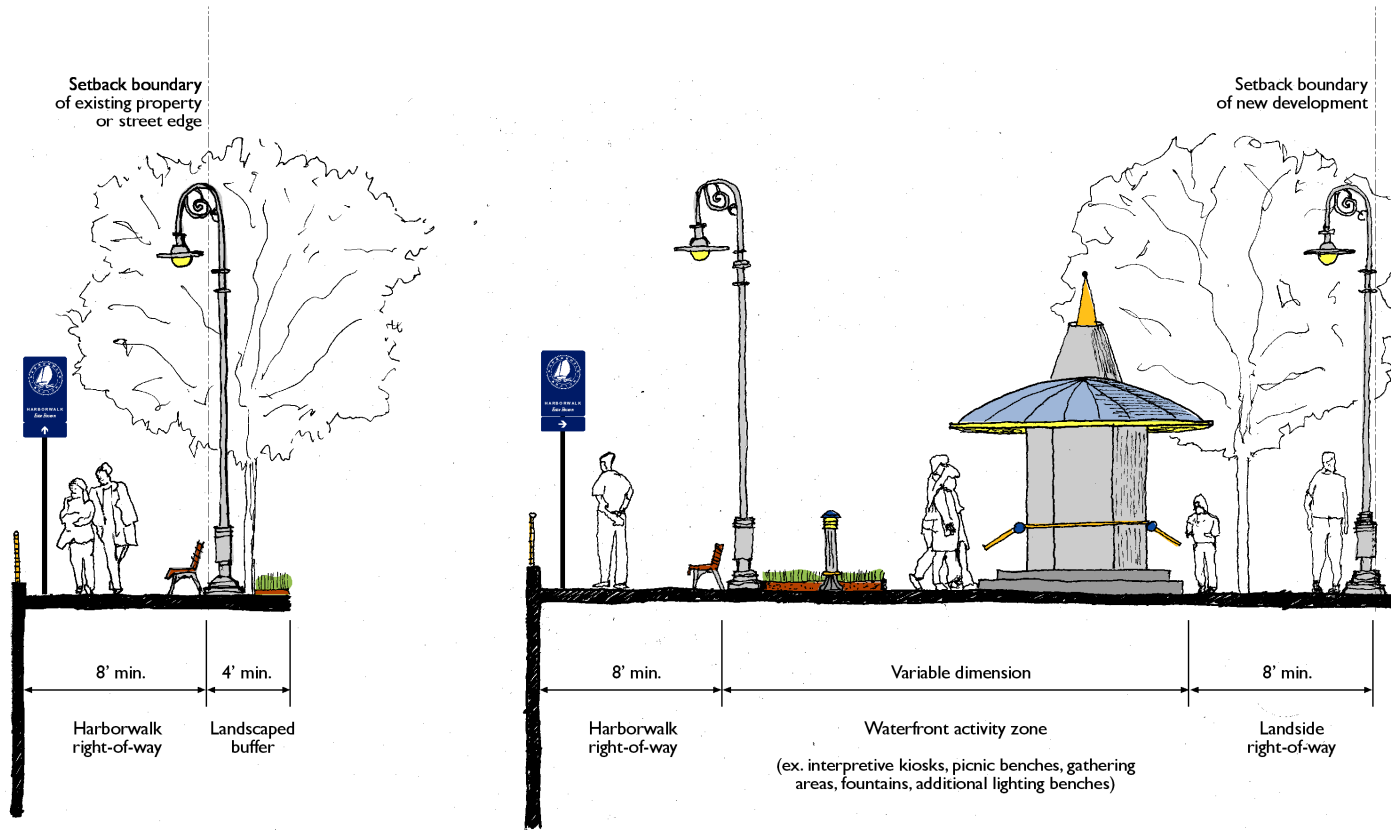
Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

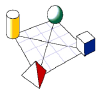
Figure 8-6

Harborwalk Sections



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Date: March 2002

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EAST BOSTON MUNICIPAL HARBOR PLAN

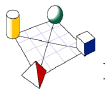
Figure 8-7

Streetscape Improvements on the Waterfront Way



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EAST BOSTON MUNICIPAL HARBOR PLAN

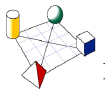


Figure 8-8

Harborwalk Signage

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






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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-9

Historic and Educational Programming

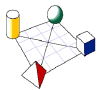
Legend

-  Existing Open Space
-  Proposed Open Space
-  View Corridors
-  Harborwalk
-  Inland Harborwalk
-  Waterfront Way
-  Heritage Trail
-  Historic and Educational Marker



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ICON architecture, inc.



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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-10

Cultural Programming

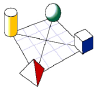
Legend

- Existing Open Space
- Proposed Open Space
- Harborwalk
- Inland Harborwalk
- C Cultural Features



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Date: March 2002








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EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 8-11

Informational and Directional Signage

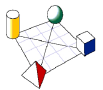
Legend

-  Existing Open Space
-  Proposed Open Space
-  View Corridors
-  Harborwalk
-  Inland Harborwalk
-  Waterfront Way
-  Information Kiosk



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prepared by:
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Date: March 2002

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EAST BOSTON MUNICIPAL HARBOR PLAN

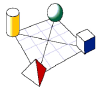
Figure 8-12
Gateways

- Legend**
-  Existing Open Space
 -  Proposed Open Space
 -  Harborwalk
 -  Inland Harborwalk
 -  Gateway Areas
 -  Activity Nodes
 -  Commercial Spine
 -  Connection



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Date: March 2002

Scale: Not to scale

8-1 LoPresti Park



8-2 Piers Park I



8-3 Historic Marker



8-4 View of Downtown Boston from East Boston

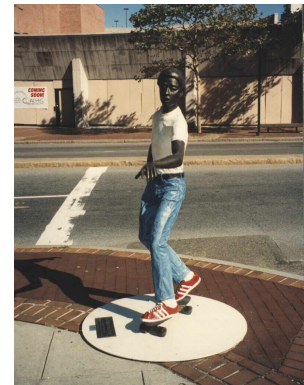


8-5 Educational Signage in France describing view to bridge

... TO NORMANDY BRIDGE

- A cablestay bridge constructed between 1988 and 1995
- World record central span of its type in 1995 (856 metres)
- Total length 2141,25 metres (1.33 miles)
- Deck width 23.6 metres
- Pylon height 202.7 metres (697 feet)
- 184 cablestays with lengths between 95 and 450 metres and a maximum diameter of 17 cm
- The bridge can withstand wind speeds of up to 300 kilometres an hour (187mph)
- It was formally opened on the 20th january 1995.

8-6 Public Art



**8-7 A combined Infor-
mational Kiosk and
Historic Marker**



**8-8 Swimming in the
Water off an East
Boston Pier**



9. Substitutions, Amplifications and Offsets

9.1 Introduction

The Municipal Harbor Plan provides the City with the opportunity to customize provisions of the state Waterways Regulations that set numerical standards for nonwater-dependent uses in Tidelands. When the Municipal Harbor Plan sets numerical standards that differ from but are consistent with the goals of those in the Waterways Regulations, they are called “Substitutions.” The substitute provisions of MHPs can serve as the basis for alteration of up to seven specific use limitations and numerical standards affecting nonwater-dependent use projects outside of Designated Port Areas, thereby incorporating local planning goals into the complex decisions involving the Commonwealth’s balancing of public rights and private uses in the tidelands. In order to ensure that the goals of the Waterways Regulations are met by Substitutions, the MHP needs to compare the relative impacts of the Substitutions versus the Waterways Regulations. The MHP has to demonstrate that the substitute provisions meet or are more effective than the comparable Waterways Regulation requirements. For each Substitution, the MHP should include written and graphical analyses and data illustrating compliance with the Waterways Regulations regarding minimum use limitations or numerical standards found at 310 CMR 9.51(3)(a) through (e), 9.52(1)(b)(1) or 9.53(2)(b) and (c). The analysis should discuss the on-the-ground effect of any substitute provision. If a Substitution results in impacts that adversely affect the public’s interests in tidelands to a greater degree than would occur under the Waterways Regulations, the effects must be mitigated through Offsets.

Provisions of the MHP that complement or provide more specific requirements than are found in the discretionary requirements (do not specify numeric standards) of the Waterways Regulations are defined as “Amplifications” as long as they meet the underlying principles of such requirement. [301 CMR 23.05(2)(b)] Amplifications provide guidance that DEP must adhere to the greatest reasonable extent when issuing a Chapter 91 license. [310 CMR 9.34(2)(b)2]

In order to determine where Substitutions and Amplifications are appropriate for consideration along the East Boston waterfront, we have first looked at the recommendations of the East Boston Master Plan for the waterfront as a whole, developed general policies to guide the determination of need for Substitutions and Amplifications, and then applied those principles on a parcel by parcel basis as appropriate.

This Chapter will address Substitutions and Amplifications at three levels:

1. General Policies that set the framework for guiding substitution, amplification, and offset recommendations.
2. The Regulatory Framework for Substitutions and Amplifications, which includes a review of the Waterways Regulations’ requirements and also a subsection on General Provisions of the EBMHP submittal that provides additional guidance regarding the application of the regulatory requirements to the EBMHP.
3. Site Specific Recommendations for two parcels: Clippership Wharf and Hodge Boiler Works.

Site Specific Substitutions, Amplifications, and Offset take precedence over the guidance provided in the General Provisions sub-sections.

In addition, this Chapter will include a discussion about Massport's proposed development of Piers 1, 3, and 5.

The goal of the EBMHP is to tailor the Waterways Regulations to meet the unique character and vision of the East Boston Inner Harbor waterfront in a way that meets or exceeds the state's tideland policy as implemented through the Waterways Regulations.

This Chapter is based on the original DPA boundaries for the East Boston Waterfront. There may be changes to the boundary as a result of the CZM's DPA Boundary Review. The BRA is planning to file an EBMHP Amendment, which will include modifications to this chapter.

9.2 East Boston Master Plan

The Municipal Harbor Plan builds on the East Boston Master Plan, which was published in April 2000. (See **Chapter 4** for a summary of the Master Plan). The Master Plan recommendations relevant to the consideration of substitutions and amplifications at the time of this submittal are summarized below:

1. Public access and open space:
 - Create waterfront parks and expand the Harborwalk.
 - Create a connected pedestrian circulation system along the Harborwalk, Greenway, and connecting streets and sidewalks.
 - Maintain view corridors to the water along Marginal Street, Clippership Lane, Lewis Mall, Lewis, Bremen and Orleans Streets, and the Greenway.
 - Respect setbacks at the edge of the water; include plazas or parks with street furniture and landscaping consistent with the Harborwalk standards, taking advantage of water views.
 - Maximize views by designating the Harborwalk to be free of visual and physical barriers; using fencing only as needed for safety reasons; creating structures and shelters that are transparent and screen-like.
2. Urban Design
 - Create buildings and parcels that are compatible in scale and character with waterfront and adjacent development parcels as well as existing neighborhoods.
 - Make new streets and pedestrian access in proposed developments an extension of the existing street patterns to integrate these areas into existing neighborhoods and preserve access to waterfront.
 - Upgrade the existing waterfront street network into the "Waterfront Way", a unified and visible continuous street with its individual identity.
 - Develop unified lighting and signage consistent with Harborwalk and "Waterfront Way" frontage, which also celebrates East Boston's waterfront heritage.
 - Screen and landscape undesirable uses, such as parking lots and garages. Parking garages should include street level retail frontage and other public spaces.

3. Land Use
 - Promote potential retail and commercial uses at new development sites that complement abutting commercial and retail uses in Central and Maverick Squares.
 - Promote cultural/institutional uses that reflect the community's heritage.
4. Water Transportation and Access
 - Provide water transportation facilities at Lewis Mall and a new ferry terminal at Liberty Plaza/Central Square, including additional space for public landings.
 - Develop docks and landings with low freeboard for water taxis and small boats.
 - Allow space for vessel support services where possible in the DPA.
5. Land Transportation and Waterfront Access
 - Expand the existing street network within large new developments to support vehicular access and improve traffic flow.
 - Allow on street parking on new streets.
 - Develop a Maverick Square "T" Station head house on Lewis Mall to accommodate new users of the waterfront.
6. Historic Resources and Heritage
 - Illustrate East Boston's heritage through interpretive landscapes, historic markers and exhibit panels as a part of the waterfront park system.
 - Adopt guidelines to protect historically significant structures and ensure contextual respectfulness of new development.

9.3 EBMHP General Policies for Substitutions, Amplifications, and Offsets

9.3.1 Substitutions and Amplifications

We have integrated the Master Plan recommendations with regulatory requirements and other considerations to develop general policies for guiding decisions on both Substitutions and Amplifications for nonwater-dependent uses in the Tidelands jurisdiction. These policies also take into account the goals and principles identified in **Chapter 7, *East Boston Municipal Harbor Plan Urban Design, Shoreline and Watersheet Goals, Guidelines and Requirements***, and **Chapter 8, *Open Space and Public Access Goals, Guidelines and Requirements***, particularly those pertaining to the key areas for major development and revival within the waterfront. The goal is to create an active waterfront, that is integrated into the existing East Boston surroundings, accessible to the public, provides a visual connection, and respects and celebrates the waterfront's history.

These following policies, which are intended to provide a consistent framework for individual recommendations, are grouped by objectives:

Protection of the Public Trust in Tidelands

- Promote water-dependent activities in the Water-dependent Use Zone, in conformance with the Waterways Regulations.
- Activate Commonwealth Tidelands from both the landside and waterside.
- Ensure that pedestrian spaces are pleasant and useable, conforming to wind and shadow standards to the extent feasible.
- Include waterside design elements and amenities, such as views and gateways, that create strong visual and physical linkages between the water and land, attracting public use.
- Activate waterfront using public spaces to support FPAs whenever possible.

Respect for and Strengthening of Existing Community

- Promote building design that fully integrates new developments into the existing neighborhood and to one another.
- Respect the scale, height, and massing of the neighborhood, especially along the street wall. Include new streets and circulation patterns to integrate new development into existing street patterns and minimize traffic impacts.

Cultural Heritage

- Promote in new buildings a design continuum that evokes the distinctive character of the historic industrial buildings included on the Inventory of Historical and Archaeological Assets of the Commonwealth. In East Boston these are either rectangular multistory buildings, generally of uniform height, or smaller shed-like structures with low peaked roofs. The buildings run perpendicular to the waterfront, reflecting the historic pattern of wharf and wharf build outs. (See **Chapter 9 Appendix**)
- Integrate interpretive and educational elements/facilities into waterfront developments and improvements.
- Respect the architectural heritage of historic pier forms and historic granite seawalls.

Open Space and Access

- Redistribute Chapter 91 allowable heights across a property, where appropriate, to improve the configuration of a building and its mass; create new buildings that are compatible with the surrounding neighborhood and developments, and improve open space amenities.
- Integrate elements of the *Open Space Concept Plan* described in **Chapter 8**, to the greatest extent feasible.
- Maximize the amount of open space available for pedestrian use, particularly in the Commonwealth Tidelands.
- Ensure view corridors to the waterfront, landmarks, and across the harbor, maximizing opportunities for view corridors from existing street patterns.
- Ensure access along and to the waterfront, extending the Harborwalk to the greatest extent feasible.

- Ensure that public open space, access, and views receive location and siting priority over private open space, access, and views.

9.3.2 Offsets

The goal of Offsets is twofold: to effectively compensate for or otherwise offset any reduced effectiveness of substitute provisions in promoting the state's Tidelands policy and to foster public use and access to the waterfront throughout the year. The Waterways Regulations recognize that there is more than one way of achieving this goal. Offsets may be in-kind, such as increased open space at one location in exchange for less open space at another; or out-of-kind, such as increased open space in appropriate locations to offset ground level impacts associated with greater heights; or qualitative, such as a water transit subsidy to offset impacts of a reduced WDUZ. Certain benefits effectively offset or compensate for certain impacts more than others.

The hierarchy for selecting offset measures is as follows:

1. **In-Kind** in a proximate location. This approach is not applicable when its application would undercut the reasons for which the requested Substitution has been developed.
2. **Increased performance standard** of another quantitative requirement of the Waterways Regulations. This is considered where an in-kind offset is not appropriate.
3. **Qualitative measures** that will effectively promote the goals of the Waterways Regulations. This approach is to be considered when neither of the quantitative offset types is feasible.

9.4 The Regulatory Framework

The MHP Regulations permit a municipality to include substitute provisions for the Waterways Regulations numerical requirements for nonwater-dependent use provided that the plan includes other requirements which, considering the balance of effects on an area wide basis, will mitigate, compensate or otherwise offset adverse effects on water-related public interests. The combination of substitute provisions and compensatory, mitigation and offsetting measures must promote state tidelands objectives with comparable or greater effectiveness.

In accordance with the Waterways Regulations, it is the potential negative impacts of numerical substitutions that must be offset. It is assumed that impacts of any construction will be minimized to the extent practicable through the Article 80, MEPA and Chapter 91 permitting and licensing processes. The City's approach to Offsets is essentially the same as the City's approach to Substitutions. Both are designed to promote an active and vital working urban waterfront. To the extent that particular substitute provisions create negative impacts on public water-related interests, the Offset for these impacts will also promote active public use of the East Boston waterfront.

The General Substitution/Amplification Policies have been applied to each parcel or, in certain cases, groups of parcels proposed as one development to determine the need for Substitutions and/or Amplifications for nonwater-dependent uses. The Substitution and Amplification recommendations for each parcel are organized according to the following regulatory categories for nonwater-dependent uses in the Private and Commonwealth Tidelands: Water-dependent Use Zone; Public Access Network; Lot Coverage and Open Space; Open Space for Public Recreation; Facilities of Private Tenancy; Facilities of Public Accommodation; Building Height; and New Pile-Supported Structures for Nonwater-Dependent Use. Please note that some of these regulations overlap with one another.

Sections 9.4.1 through 9.4.9 of this Chapter discuss these provisions of the Waterways Regulations for which Substitutions may be proposed. For each Substitution, there is a discussion of the general provisions that may be necessary to implement the goals and principals for East Boston’s waterfront. Please note that there may be changes to these sections as a result of CZM’s DPA Boundary Review and associated EBMHP Amendment.

9.4.1 New Pile-Supported Structures for Nonwater-Dependent Use - 310 CMR 9.51(3)(a)

This regulatory requirement is aimed at preserving the available watersheet and to limit new pile supported structures to water-dependent uses.

The Regulatory Requirement for New Pile-Supported Structures

The Waterways Regulations prohibit new pile-supported structures for nonwater-dependent use from extending “beyond the footprint of existing, previously authorized pile-supported structures or pile fields, except where no further seaward projection occurs and the area of open water lost due to such extension is replaced, on at least a 1:1 square foot basis, through the removal of existing, previously authorized fill or pile-supported structures or pile fields elsewhere on the project site.” [310 CMR 9.51(3)(a)]. DEP shall waive the on-site replacement requirement if the project conforms to a MHP which “specifies alternative replacement requirements which ensure no net loss of open water will occur for nonwater-dependent purposes, in order to maintain or improve the overall capacity of the state’s waterways to accommodate public use in the exercise of water-related rights, as appropriate for the harbor in question.” [310 CMR 9.51(3)(a)]

General Provisions for New Pile-Supported Structures

One of the primary goals of this Municipal Harbor Plan is to provide public access to both the waterfront and the watersheet. Not everyone has the opportunity to get out onto the water, whether on a boat or a floating walkway. This Municipal Harbor Plan submittal reaffirms this principle and does not include any substitutions for this provision.

9.4.2 Facilities of Private Tenancy – 310 CMR 9.51(3)(b)

The Waterways Regulations’ provisions for Facilities of Private Tenancy are designed to prevent privatization of the waterfront. By controlling the locations where facilities of private tenancy are permitted, the Waterways Regulations seek to ensure that areas adjacent to the water are welcoming to the public and available for water-dependent uses or facilities of public accommodation.

The Regulatory Requirement Regarding Facilities of Private Tenancy

The Waterways Regulations prohibit locating nonwater-dependent facilities of private tenancy on pile-supported structures on flowed tidelands, or at the ground level of any filled tidelands within 100 feet of a project shoreline. The DEP shall waive this use limitation if the project conforms to an approved Municipal Harbor Plan specifying alternative limitations and other requirements that ensure that: “no significant privatization of waterfront areas immediately adjacent to the WDUZ will occur for nonwater-dependent purposes, in order that such areas will be generally free of uses that conflict with, preempt, or otherwise discourage water-dependent activity or public use and enjoyment of the WDUZ.” [310 CMR 9.51(3)(b)]

General Provisions Relating to Substitutions for Facilities of Private Tenancy Requirements

The East Boston waterfront should be integrated into the fabric of the East Boston community and available for its use. Since a large portion of the waterfront is reserved for water-dependent

industrial use as a Designated Port Area, it is all the more important that the remaining non-industrial sections are available for public use and enjoyment. See **Chapters 7 and 8** for additional details of this submittal of the E.B. Municipal Harbor Plan. This EBMHP includes Substitutions for Facilities of Private Tenancy at Clippership Wharf that meet the goals of the Waterways Regulations to prevent privatization and to increase public use and enjoyment of the waterfront. See **Section 9.7.2** for further discussion.

9.4.3 Water-Dependent Use Zone (WDUZ) – 310 CMR 9.51(3)(c)

The requirement to maintain a WDUZ, or setback, as it is more commonly referred to, is designed to maintain sufficient space at the water's edge both for water-dependent uses and public access. Buildings constructed too close to the water's edge can render a waterfront area unsuitable for certain water-dependent uses and create a pedestrian environment that is cramped and uninviting, and therefore underused. On the other hand, strict application of the Chapter 91 requirements also can discourage public access by hindering a density of activity close to the water or by resulting in a design that does not meet the goals of this plan. For these reasons a certain amount of flexibility in the size and configuration of the WDUZ may be required for individual parcels.

The Regulatory Requirement for the WDUZ

The Waterways Regulations prohibit new or expanded buildings for nonwater-dependent use, and parking facilities at or above grade for any use, from being located within a WDUZ. The width of the WDUZ, which varies throughout the East Boston Waterfront, is determined as follows:

- Along the ends of piers and wharves, the zone extends for the lesser of 100 feet or 25% of the distance from the edge to the landward lot line of the property, but not less than 25 feet;
- Along the sides of piers and wharves, the zone extends for the lesser of 50 feet or 15% of the distance from the edge to the edge immediately opposite, but not less than ten feet; and
- Along portions of other project shorelines, the zone extends for the lesser of 100 feet or 25% of the weighted average distance from the present high water mark to the landward lot line of the property, but not less than 25 feet.

Project Shoreline is defined in the Waterways Regulations as the high water mark, or the perimeter of any pier, wharf or other structure supported by existing piles or to be replaced pursuant to 310 CMR 9.32(1)(a) 4, whichever is further seaward. "The DEP shall waive these numerical standards if the project conforms" to an approved Municipal Harbor Plan "which specifies alternative setback distances and other requirements which ensure that new buildings for nonwater-dependent use are not constructed immediately adjacent to a project shoreline, in order that sufficient space along the water's edge will be devoted exclusively to water-dependent activity and public access associated therewith, as appropriate for the harbor in question." [310 CMR 9.51(3)(c)].

General Provisions Relating to Substitutions for the WDUZ Regulatory Requirement

As a general rule, the Chapter 91 regulatory WDUZ should be adhered to given the relatively small scale of many of the East Boston waterfront parcels. Limited site-specific substitutions are proposed when necessary to meet or strengthen other Public Trust principles. These may be related to the depth of the WDUZ and/or the configuration of the WDUZ. A Substitution for the WDUZ configuration is recommended for the Hodge Boiler Works property.

9.4.4 Lot Coverage and Open Space - 310 CMR 9.51(3)(d)

The location and design of open space plays an important role in a waterfront's ability to attract people and become part of their routine. Open space and physical and visual access to the waterfront are key components of the EBMHP's guidelines and standards for open space that guide the recommendations for substitutions and amplifications. (See **Chapter 8, Figures 8-3**)

The Regulatory Requirement for Lot Coverage

The Waterways Regulations require that, with respect to private as well as Commonwealth Tidelands, new structures for nonwater-dependent uses may not exceed a 50% lot coverage ratio. "The DEP shall waive this numerical standard if the project conforms to" an approved Municipal Harbor Plan "specifying alternative site coverage ratios and other requirements which in general ensure that buildings for nonwater-dependent purposes will be relatively condensed in footprint, in order that an amount of open space commensurate with that occupied by such buildings will be available to accommodate water-dependent activity and public access..." [310 CMR 9.51(3)(d)]. Lot areas used for water-dependent purposes are not subject to the 50% limitation.

General Provisions Relating to Lot Coverage Substitutions

Open space, including open space leading to the water's edge, is an important component of any neighborhood; sufficient open space is a significant factor in making a neighborhood truly livable. This MHP includes Concepts for Open Space for individual specific sites, discussed below in **Section 9.6**, that identify **Critical Open Space** areas as well as other **Potential Open Space** areas to achieve the 50% lot coverage requirement. The **Critical Open Space** areas should be implemented in the development of the individual sites evaluated for Substitutions and Amplifications in **Section 9.6**. The other **Potential Open Space** areas achieve the 50% open space requirement, but they are suggestions based on a theoretical building footprint. The final configuration of the other Potential Open Space areas will be the developer's responsibility and will also be subject to the Article 80 review process.

9.4.5 Building Height – 310 CMR 9.51(3)(e)

Building heights and massing define the physical character of a neighborhood. They also are instrumental in shaping the ground level environment for pedestrians, affecting the degree to which the area is attractive to and useable by the public and private users. The importance of integrating the waterfront into the existing neighborhood fabric scale, height and massing is reflected in **Section 9.3, General Policies for Substitution and Amplification, Respect for and Strengthening of Existing Community**.

The Regulatory Height Requirement

The Waterways Regulations prescribe strict height limitations. "Within 100 feet landward of the high water mark or if located over water," heights of buildings for nonwater-dependent use shall not exceed 55 feet. [310 CMR 9.51(3)(e)] For each foot that this distance increases beyond 100 feet, the building's height may increase by one-half foot. The DEP shall waive this numerical requirement if the project conforms to an approved Municipal Harbor Plan specifying alternative height limits and other requirements that in general ensure that "buildings for nonwater-dependent use will be relatively modest in size in order that the wind, shadow, and other conditions of the ground level environment will be conducive to water-dependent activity and public access associated therewith." [310 CMR 9.51(3)(e)] In the Notice to Proceed with the E.B. MHP, March 2000, the Secretary of Environmental Affairs requires a detailed analysis of wind, shadow, and other effects on the ground level environment. These analyses are provided below.

General Provisions Relating to Height Substitutions

The existing East Boston neighborhood adjacent to the waterfront consists of buildings that range from three to nine stories. In the community and Municipal Harbor Plan Advisory Committee meetings concerning new waterfront development, residents have been consistently opposed to tall buildings, but generally in favor of height limits of five to six stories. Strict application of the Chapter 91 heights to the East Boston Waterfront area will produce new development that will **not** be in keeping with the surrounding context, buildings in the neighborhood and the community's opinion. As a general rule, new buildings should avoid the 2-to-1 sloped back profile allowed under Chapter 91. Instead the street edge of new buildings should respond to the height of existing surrounding buildings, not exceeding a 65' height limit and to the greatest extent feasible, articulate through a setback or an architectural feature the relationship to the height of those buildings. The building form should evoke the shape of East Boston industrial buildings listed in the Inventory of Historical and Archaeological Assets of the Commonwealth (See **Chapter 9 Appendix**) As a goal, the maximum overall height of new buildings should be in the range of 75' to 80' though exceptions to this rule can be considered where the proposed heights are consistent with predominant heights in the area or are needed specifically to accommodate Facilities of Public Accommodation (up to 86') that will help to promote the activation of the waterfront provided that the heights meet the c. 91 regulatory limits or substitute provision, and the proposed development will fit well into the neighborhood context. (Height is to be measured under the Boston Zoning Code.)

FAA Considerations Regarding Height and Noise

The East Boston waterfront area is located approximately within one mile of Logan International Airport, southwest of Runway 15R/33L centerline and northeast of Runway 27 centerline.

HEIGHTS

Due to the area's relative close proximity to Logan International Airport, development will need to be consistent with FAA building height requirements. The FAA uses Part 77 of the Federal Aviation Regulations as a screening process to identify obstructions in the vicinity of an airport. The FAA uses these guidelines to require developers to notify the FAA of any proposed construction or alteration of an object. The developer is required to notify the FAA of the proposed construction or alteration if the object: 1) is greater than 200 feet above ground level at the site, or 2) is within 20,000 feet of the nearest point on the nearest runway and penetrates the 100:1 (100 feet horizontally for every foot vertically) imaginary surface from that point on the runway. If the proposed project does exceed either of the above thresholds, then a Form 7460-1 must be filed with the FAA in Burlington, Massachusetts. None of the site-specific recommended height substitute provisions meet the 200-foot threshold.

Generally, if an obstruction penetrates any of the protective Part 77 surfaces, even if it is found to not be a hazard to air navigation, it must still be marked and/or lighted. The FAA may even recommend marking and/or lighting a structure that does not exceed 200 feet AGL or Part 77, Subpart C standards because of its particular location (AC 70/7460-1J).

NOISE

Due to the East Boston waterfront area's relative close proximity to Logan International Airport, the existing ambient noise level is impacted by turboprop aircraft over flights and, to a lesser degree, from turbojet aircraft departing from Logan. Based on the 2000 noise contour for Logan, the East Boston waterfront area near Jeffries' Cove and adjacent to the Meridian Street Bridge is between the 65 and 60 Day-Night sound level (DNL) contour and the East Boston Waterfront

area along the Boston Harbor is between the 60 DNL and 55 DNL contours. The FAA categorizes DNL levels 65dba or higher as "significant."

General Provisions for Wind and Shadow Impacts

As outlined in CZM's Notice to Proceed, the East Boston MHP must demonstrate that any substitute provisions proposed for the Chapter 91 height regulation will "with comparable or greater effectiveness, result in wind, shadow, and other conditions of the ground-level environment that will be conducive to water-dependent activity and public access" The standards and policies described below provide the basis for the analysis of the proposed substitutions to meet this requirement. Impacts are discussed in **Section 9.5**. The East Boston MHP submittal is using the standards for wind and shadow that the BRA developed in conjunction with the South Boston Municipal Harbor Plan submittal.

BRA Municipal Harbor Plan Wind Standard

Wind impacts are typically summarized in terms of Melbourne criteria. In 1978, W.H. Melbourne developed probabilistic criteria for average and peak pedestrian level winds which accounted for different types of pedestrian activity as well as the safety aspects of such winds. Five categories of pedestrian level winds are defined:

- Comfortable for Long Periods of Standing or Sitting;
- Comfortable for Short Periods of Standing or Sitting;
- Comfortable for Walking;
- Uncomfortable for Walking; and
- Dangerous and Unacceptable.

The criteria are not absolute (any location can have dangerous winds in a major storm or hurricane). Rather, they imply that the location would have wind speeds such that the activity suggested is possible most of the time, and would be perceived as such by most people who frequent the location.

Mr. Durgin has reinterpreted the Melbourne criteria to apply to equivalent average winds. The equivalent average is similar to the hourly average used by Melbourne, but combines the effects of steady and gusting winds. The Melbourne criteria, expressed in terms of equivalent average, are shown graphically in Figure 13 of the Durgin Wind Study. (See **Chapter 9 Appendix**.)

Building shape and the location and configuration of entrances both affect pedestrian winds and pedestrian traffic near a building. Since only basic building massings and heights are available for the East Boston MHP, detailed discussion of pedestrian winds close to any of the representative buildings must be left to the project review stage. However, where there are groups of buildings, their exact shape is not as important as their massing and height in terms of how they will affect pedestrian winds on the adjacent Harborwalk and adjacent open spaces.

Winds in Boston come primarily from the northwest, west and southwest. **Figures 7 - 11** of the Durgin Wind Study show pedestrian level wind roses for Boston in winter, spring, summer and fall. (See **Chapter 9 Appendix**) These figures show that northwest winds tend to occur during the colder months and southwest winds during the warmer months. Spring and fall are transitional, but winds are stronger in the spring than in the fall. Strong easterly winds usually occur during storms when there is precipitation.

For the most part, the weather in New England is dominated by either large coastal storms (fall, winter and spring) or the Bermuda High (summer). Typically, when a coastal storm occurs, it rains or snows for 4 to 12 hours, then it clears, and as the storm moves to the northeast, the winds blow from the northwest for three or four days until the next weather system arrives. These storms and the northwest winds following them occur mostly in the fall, winter and spring. Northwest winds are particularly uncomfortable in the winter, when typically they occur on cold days. The Bermuda High is generally responsible for the southwest winds that occur in the summer.

The Durgin Wind Study was used as a basis for developing a maximum not-to-exceed standard for pedestrian level winds in the EBMHP Area. Boston's naturally windy climate is even more so along its waterfront area. Because of the orientation of the Harbor, it is most vulnerable to northeast and easterly winds, both of which occur primarily during storms.

Based upon Boston's naturally gusty wind conditions, the data from the Durgin Wind Study, the BRA's wind speed guideline and the BRA's own experience applying the guideline to Boston's windy climate, the BRA has determined that the appropriate maximum-not-to-exceed standard is to prohibit Category 5 (Dangerous and Unacceptable) from new building at any location in the EBMHP Area. Experience with the BRA effective gust wind speed guideline has shown that, given the windy conditions on the Boston's waterfront, a certain amount of flexibility will be required if the BRA uses anything less than Category 5 as a standard. Because the BRA is establishing a maximum-not-to-exceed standard, Category 4 is appropriate as a threshold for acceptable wind conditions in the EBMHP study area.

During the Article 80 review process, projects that are required to complete analyses of pedestrian level winds will still be tested against the BRA's effective gust wind speed guideline. For projects that cause ground-level ambient speeds to exceed the Article 80 pedestrian wind guidelines, through the flexibility of the Article 80 process, measures designed to mitigate wind impacts will be adopted. But in no event may any proposed project result in Category 5 pedestrian level winds.

BRA Shadow Impact Policy

Important dates in understanding sun access are the summer and winter solstices (June 21 and December 21), and the spring and autumn equinoxes (March 21 and September 21). An analysis of June 21 can be useful for understanding what type of sun access is provided on a summer day. June 21, however, receives more sun access than any other day of the year and, therefore is not useful for setting shadow standards, as every other day of the year will receive less sun access and greater shadows. As the shortest day of the year, December 21 is not useful for setting standards because the sun is located at such an angle as to cast large shadows for any structure, including low-rise buildings.

In a climate such as Boston's, sun access is most important in the shoulder seasons of spring and fall, when radiation from the sun is capable of compensating for cool air temperatures. One could consider basing sun/shadow standards on either the spring or autumn equinox (March 21 or September 21). Sun/shadow impacts will be the exact same on either of these days, with a one-hour difference resulting from the fact that March 21 is in Eastern Standard Time and September 21 is in Eastern Daylight Time. Autumn, however, is when Boston is at its best, and September 21 is really only the beginning of the season. The City believes it is more appropriate to base sun/shadow standards at the end of what are traditionally considered the "outdoor months", when people often are seeking opportunities to spend time out of doors, before the weather turns colder. For these reasons, the City has used October 23 as the appropriate date to study shadow impacts and as a base for establishing shadow standards, a traditional practice that the City

continues with this Municipal Harbor Plan (as in the South Boston Municipal Harbor Plan). Shadow impacts should be assessed on both the land and adjacent watershed.

The East Boston Inner Harbor waterfront has a unique and distinct attraction beyond its magnificent views of downtown Boston and the harbor. East Boston's Inner Harbor is geographically oriented toward the sun and as such, enjoys maximum sunlit coverage across the harbor to its south. This particular feature benefits not only LoPresti Park and Piers Park, but also the entirety of the designated Harborwalk area, including the public open spaces that are to be included in private developments in the Municipal Harbor Plan Study Area. In the event that a proposed height substitution results in additional net new shadow, an offset of that impact will be required.

9.4.6 Public Access Network – 310 CMR 9.52(1)(b)

Public access to the waterfront is one of the major principles of the Public Trust doctrine that is protected through the Waterways Regulations. It is important to provide for public access in the areas for water-dependent activities to promote public uses as well as to prevent the privatization of the waterfront. The Open Space Concept Plan presented in **Chapter 8** provides a detailed discussion of how the EBMHP intends to meet this Chapter 91 policy.

This subsection of the Waterways Regulations, 310 CMR 9.52(1)(b), complements the WDUZ requirements discussed above. It requires a project to include a pedestrian access network of a kind and to a degree that is appropriate for the project site and the public water-related facilities at the site. At a minimum, the network must consist of:

- Walkways, no less than ten feet wide, and related facilities along the entire length of the WDUZ; and wherever feasible, the walkways should be located adjacent to the project shoreline and except as otherwise provided in a municipal harbor plan, and
- Appropriate connecting walkways that allow pedestrians to approach the shoreline walkways from public ways or other public access facilities to which any tidelands on the project site are adjacent.

Chapter 8, *Open Space and Public Access Guidelines and Goals*, provides the guidance for the Public Access network. It reflects the City's standard for a minimum 12' wide Harborwalk (10 feet clear) and recommends greater widths at certain points along the waterfront. The City's minimum standard substitutes for the Waterway's regulatory requirement of a minimum walkway width of ten feet [310 CMR9.52 (1)(b)1]. *The Open Space Concept Plan* states that property owners and developers should implement the Harborwalk requirement along the seaward edge of their parcels in accordance with the Harborwalk standards developed by the BRA, a stipulation that supports this Waterways Regulation for the WDUZ zone.

The Open Space Plan also includes the concept of a Harborwalk that has a greater purpose than functioning as merely as public walkway. It includes seating, lighting, landscaping, public works of art, fishing piers, public landings, public restrooms, observation decks, and is, of course, handicapped accessible throughout. Where changes to the 12 foot Harborwalk requirement are not specified in this Municipal Harbor Plan, the exact dimensions of Harborwalk as a component of the setback will be determined in the Article 80 review process.

9.4.7 Open Space for Public Recreation in Commonwealth Tidelands – 310 CMR 9.53(2)(b)

Commonwealth Tidelands are defined as those areas below the historic low water mark or 1650 feet seaward of the historic high water mark, whichever is closer to the land. Under the Waterways Regulations, Commonwealth Tidelands are held to higher standard relative to the Public Trust Doctrine than private tidelands. One element of the higher regulatory standard is to require activities and uses for active or passive public recreation on a year-round basis that are located as close to the water as is feasible in order to ensure continuing public enjoyment and use of the Commonwealth Tidelands.

The Regulatory Requirement for Public Recreation

For nonwater-dependent use projects located on Commonwealth Tidelands, that portion of the site not located in the building footprint must include exterior open spaces for active or passive public recreation, such as parks, plazas and observation areas. The amount of such space shall be “at least equal to the square footage of all Commonwealth Tidelands on the project site landward of the project shoreline and not within the footprint of any buildings, less any space deemed necessary by the DEP to accommodate other water-dependent uses.” [310 CMR 9.53(2)(b)1]. The Waterways Regulations permit a portion of the open space located on Commonwealth Tidelands to be used for public ways and above-ground parking facilities, provided that below ground facilities are not a reasonable alternative, and provided that the amount of space devoted to public vehicular use does not exceed the amount devoted to public pedestrian use. “The DEP shall waive this requirement if the project conforms to” an approved Municipal Harbor Plan specifying “alternative requirements for public outdoor recreation facilities that will establish the project site as a year-round locus of public activity in a comparable and highly effective manner.” [310 CMR 9.53(2)(b)2].

For the purpose of the EBMHP, an estimated Historic Low Water Mark line has been developed in consultation with CZM and DEP. This line delineating Commonwealth Tidelands is for planning purposes only. See **Figure 9-1 , Commonwealth Tidelands**. A description of the methodology uses to determine the Historic Low Water Line can be found in **Chapter 9 Appendix**.

General Provisions for Public Recreation

Public activation of the East Boston waterfront is important to maximize the opportunities for community use as well as to create a vibrant urban neighborhood balanced with the needs of a working waterfront. The objectives of the EBMHP are consistent with the regulatory requirements with no recommendations for Substitutions.

9.4.8 Facilities of Public Accommodation- 310 CMR 9.53(2)(c)

Ensuring that the waterfront is not privatized in the Commonwealth Tidelands serves the same planning and urban design objectives as those achieved through the Facilities of Private Tenancy regulatory provisions. However, since the public’s interest in the Commonwealth Tidelands is greater than in the Private Tidelands, a higher regulatory standard needs to be met.

The Regulatory Requirement Regarding Facilities of Public Accommodation

For projects located on Commonwealth Tidelands, the Waterways Regulations require that 100% of the ground floor of structures containing nonwater-dependent uses be devoted to Facilities of Public Accommodation (FPAs). This requirement can be modified by DEP if it “determines that an alternative location would more effectively promote public use and enjoyment of the project

site or is appropriate to make ground level space available for water-dependent use or upper floor accessory services.” [310 CMR 9.53(2)(c)]. In addition, DEP shall waive the FPA requirement if the project conforms to an approved MHP that “ specifies alternative requirements for interior FPAs that will establish the project site as a year-round locus of public activity in a comparable and highly effective manner” [310 CMR9.53 (2)(c)2].

General Provisions for Facilities of Public Accommodation

Requiring ground floor facilities of public accommodation is an important component of the City’s strategy to activate the East Boston Waterfront. The Waterways Regulations define facilities of public accommodation 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]. Examples of interior facilities of public accommodation referenced in the regulations include restaurants, performance areas, hotels, retail establishments, and educational and cultural institutions. By encouraging a variety of public uses along the water, both interior and exterior, we have the potential to create an exciting urban experience that will welcome all, and at which all will feel welcome. Substitutions for FPAs are recommended for Clippership Wharf and are discussed below in **Section 9.6.2**.

9.5 Impact Analysis Requirements

The Municipal Harbor Plan Regulations 301 CMR 23.05(2)(d) require that substitutions for numerical standards of the Waterways Regulations for nonwater-dependent uses [(310 CMR 9.51(3)(a) through (e), 9.52(1)(b)(1), or 9.53(2)(b) and (c) need to be analyzed to demonstrate that the proposed substitutions:

1. **Will not diminish unreasonably** the capacity of any tidelands to accommodate water-dependent uses; and
2. Will promote with **comparable or greater effectiveness**, the specific tidelands policy associated with the Waterways standard being modified

The analysis conducted in conjunction with the proposed Substitutions compares the quantitative differences in ground level effects between:

1. The Chapter 91 Compliant, based on the Waterways Regulations, and
2. The MHP Compliant based on the proposed Substitution.

The analysis for the proposed Substitutions compares the ground level impacts to water-dependent activities and public access, taking into consideration the character of the anticipated use at ground level. In order to evaluate the potential effects of Chapter 91 Substitutions and Offsets, Chapter 91 Compliant schemes that are theoretical but reasonable from a development feasibility point of view and that meet all of the Chapter 91 dimensional requirements were developed for both the Clippership Wharf and Hodge Boiler sites. See **Figure 9-2 , Parcel Locations for Site Specific Recommendations and Illustration 9-1**. Wind and shadow studies were then prepared that compared the impacts of the Chapter 91 Compliant scheme with those of an MHP Compliant scheme that conforms to the EBMHP’s proposed Substitutions and Offsets. Where the negative impacts of the MHP compliant alternative (based on the Substitution) are greater than the Chapter 91 Compliant alternative, Offset measures to mitigate the impacts, are proposed. The results of these evaluations are presented below.

9.6 Parcel Specific Substitutions, Amplifications and Offsets

This section presents recommendations for tailoring the Waterways Regulations for two sites outside the DPA that have potential for development: Hodge Boiler Works and Clippership Wharf. After the completion of CZM's DPA Boundary Review additional sites may be considered for Substitutions, Amplifications, and Offsets recommendations. They will be addressed through an Amendment to this MHP.

Because the EBMHP has been developed in parallel with the planning for the redevelopment of several sites such as the Clippership, Hodge, and Massport's Pier 1 within the Neighborhood Expansion planning subdistrict, certain of Substitutions, Offsets and Amplifications specified in this EBMHP submittal are very specific, drawn from and consistent with the ongoing planning for the these development projects. The BRA is mindful that the undertaking of actual development is dependent upon multiple factors, including, for example, economic cycles and market acceptance, and that some of the specificity in the Substitutions, Offsets and Amplifications that seems appropriate today may be inappropriate with the passage of time, or based upon actual experience. Therefore, the BRA proposes that with respect to civic, cultural or community uses, any changes in specified programmatic uses, precise square footage, or building location, require the BRA to certify to DEP, prior to Chapter 91 licensing, that such change is consistent with public principles of this EBMHP, rather than seeking an amendment to this MHP. This approval process is consistent with the Secretary of Environmental Affairs' decision on the South Boston Municipal Harbor Plan.

9.6.1 Hodge Boiler Works – 111 Sumner Street

Existing Site Conditions

The Site

This site consists of two buildings: the shop building and the office building. The main structure is the shop, a three story building which is 68' at highest point. The office building, located to the east of the main building is a one and two story connected building. Both buildings were constructed in 1902 and are included in the Inventory of Historical and Archaeological Assets of the Commonwealth in East Boston. See **Illustrations 9-2, 9-3**. Based on the historic low water line included in the 1865 Chesbrogh map, the Hodges Boiler Works site consists entirely of private tidelands.

Zoning

The property is zoned as Waterfront Manufacturing. This zoning subdistrict has a building height limit of 55'. Residential use is not allowed. Some of the uses allowed include manufacturing, outdoor storage of new materials, wholesale business offices, open space, fire and police stations, places of worship, wholesale businesses, research laboratories, prototype manufacturing, restaurants, trade uses, waterfront terminals, all waterfront services, and maritime dependent uses. Conditional uses include community uses, certain entertainment and recreational uses, trade and professional schools, certain industrial uses such as artists' mixed-use and printing, open space recreational buildings, retail uses, warehousing, and motor and rail freight terminals.

Site Context

The context for this property is varied. Immediately adjacent to the west is LoPresti Park, a public park that serves the neighborhood, particularly the public housing project, Maverick Gardens, across Sumner Street to the north. This housing project, which consists of multiple 3-story buildings, will soon be totally restructured through Hope VI federal funding. The ultimate

building height and massing of the redevelopment is currently unknown, though the Housing Authority's guidelines to developers will indicate two locations where building heights up to 70 feet may be suitable. On the other side of LoPresti Park, to the northeast, is the New Street Property, consisting of three buildings of 5, 9, and 3 stories. Two large new development projects will be developed to the east of the Hodge Boiler Works. Clippership Wharf will be developed immediately adjacent to the Hodge Boiler Works site and will contain buildings with a general height limit of 80 feet. An exception to this limit is that some structures potentially may increase in height to a maximum of 86 feet when the ground floor height is increased in order to accommodate certain types of FPAs. (**Figure 9-3, Clippership Wharf**) The second new development is proposed by Roseland on Massport Pier 1 and contains buildings varying in height, with a maximum of 6 stories. The building across Lewis Street from Clippership on Pier 1 is proposed to be five stories (estimate about 65' - 75'). (**Figure 9-4, Massport**) The building shapes proposed for both Clippership and Pier 1 are generally reminiscent of historic wharf building shapes with the bulk of the building being one height and running perpendicular to the waterfront. Existing buildings to the east of Hodge Boiler Works between Clippership Wharf and Sumner Street include Clippership Apartments (two stories) and the Heritage Apartments, a complex consisting of three, five, and six-story buildings. The Clippership Apartment complex will be redeveloped as a part of the Maverick Gardens Hope VI Project and is one of the areas that the Housing authority sees as having the potential for increased height (up to 70 feet). Across Sumner Street toward Maverick Square, at a slightly higher elevation, are small single structures averaging about two to three stories in height.

Site Specific Policies for Substitutions and Amplifications

The General Policies for Substitutions and Amplifications, described above in **Section 9.3**, frame the Substitutions and Amplifications recommended for the Hodge Boiler Works site. However, the specific Substitutions and Amplifications for Hodge Boiler Works are shaped by the concepts discussed below. Because the entire site is located in Private Tidelands, no substitutions for the provisions that apply to Commonwealth Tidelands are required.

Connections and Access

Promote both vehicular and pedestrian access for the neighborhood through two Critical Open Space Areas:

- Extension of London Street along the east side of the site. Such an extension will provide vehicular access to the WDUZ and to Clippership Wharf and will create a pedestrian connection to the waterfront at both the Hodge Boiler Works and Clippership Wharf sites.
- Creation of a visual and physical link to LoPresti Park through an open space pedestrian corridor [extension of Monsignor (Msgr.) Jacobbe Rd.] located in the WDUZ. In order to create a well defined link that is activated with public uses, we are recommending that there be flexibility in the depth of the WDUZ boundary (without changing the overall required square footage of the WDUZ) to create a straight sight line between Msgr. Jacobbe Road and LoPresti Park that is framed by the building edge and lined with Facilities of Public Accommodation to activate the link. (See **Table 9-1, Proposed Substitutions and Amplifications for Hodge Boiler Works** for a full description.)

Building Height, Volume, and Massing

- Create a cohesive character to the new waterfront neighborhood extension; and ensure that a new building on the Hodge Boiler Works site has a scale and mass that fits with the existing East Boston context and the proposed new Hope VI renovated Maverick Gardens, and Pier 1 developments.
- The height and massing of a new building on the Hodge Boiler Works site should be comparable to the adjoining buildings on Clippership Wharf. The Sumner Street edge of the building should respect the existing neighborhood scale either through height or architectural detailing of the street wall. To the extent feasible, the building shape should evoke the rectangular block-like character of historic industrial buildings located along the East Boston waterfront. In order to achieve these goals, the Chapter 91 regulations will be tailored through Substitutions by limiting the height to a level lower than that permitted under the regulations and allowing increased levels in certain areas of the building envelope to ensure the feasibility of construction and to create a well defined and framed open space corridor to LoPresti Park. (See **Table 9-1** for full description of the Substitutions and Amplifications.)

Activation of the Waterfront and Open Space

Ensure that the public is attracted to use the open space and is drawn to the water on a year-round basis. The Chapter 91 regulatory requirements for the WDUZ and the Facilities of Private Tenancy 100' setback zone are the framework for public activity and use of the site.

- Facilities of Public Accommodation will be located on the ground floor in the proposed building edge along the LoPresti Critical Open Space connection, with particular emphasis on activating the edge adjacent to LoPresti Park. The Developer may reallocate a portion of the FPA requirement within the 100-foot Private Tenancy Setback Zone to a public activity structure to be located at the waterside end of London Street extension. (See below.)
- A Substitution is proposed to allow a reconfiguration of the WDUZ without a square footage net loss so that the area toward the water at the end of London Street would not be in the WDUZ, allowing the placement of a nonwater-dependent public activity structure that is a Facility of Public Accommodation.

Hodge Boiler Works Chapter 91 Compliant Scheme

The Chapter 91 Compliant scenario was developed to conform to all the setback and height requirements allowed under the Waterways Regulations. The building footprint was determined by removing those portions of the site that are subject to setbacks for the WDUZ and the 50% open space based on Critical Open Space areas identified to meet view corridors and access connections. The footprint resulting from this process of elimination is approximately 142 x 234 feet, sufficient to be developed for either residential or commercial purposes. The shape of the building respects the historic industrial building type found in East Boston, including the existing building on the site. The height conforms to that allowed under the Chapter 91 regulations.

Table 9-1 Hodge Boiler Works Proposed Substitutions, Offsets and Amplifications

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Height: 310 CMR 9.51(3)(e) – Conservation of Capacity of Water-Dependent Use.</p>	<p>Substitution #1</p> <p>Establish a general height limit of 80 feet throughout the site with the following special conditions:</p> <ol style="list-style-type: none"> a. Impose a height limit of 65 feet along Sumner Street and within 100 feet of the shoreline with a permissible height increasing in the 2:1 slope per Chapter 91 regulations up to a maximum of 80 feet. b. For those portions of buildings with ground floor FPAs located outside the 100' FPT setback zone and the 65' height limit along Sumner Street, when floor-to-floor heights are greater than the typical upper floors, increase allowable height by the difference between the typical ground floor and the ground floor; but in no case higher than 86 feet. <p>(Height to be measured under the Boston Zoning Code.)</p> <p>(See Figure 9-5, Concept for Volume, Diagram C)</p>	<p>Offset #1</p> <p>None required if no adverse shadow or wind impacts are created within Ch. 91 compliant scheme.</p> <p>If needed, the Offset for height shall be:</p> <p>An additional one-half (0.5) square foot of exterior public open space beyond that required by Chapter 91 provided for every square foot of net new shadow impact within Chapter 91 jurisdiction caused by a proposed project as compared to the shadows created by a reasonable baseline condition that adheres to the dimensional standards in the Chapter 91 regulations. The additional public open space must be within the project site.</p>	

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>WDUZ:310 CMR 9.51(3)(e) Conservation of Capacity of Water-Dependent Use.</p>	<p>Substitution #2</p> <p>Allow averaging of the depth of the WDUZ provided that:</p> <ol style="list-style-type: none"> 1. 100% of the required square feet of WDUZ shall be provided on the site; and 2. In areas where buildings with FPTs are proposed, the WDUZ shall be no less than 75% of that required under the regulations, with a minimum depth of 35 feet; <p>and</p> <ol style="list-style-type: none"> 3. To allow a nonwater-dependent public activity structure that is a Facility of Public Accommodation in the London Street alignment, closer to the water, the minimum depth of the WDUZ shall be a minimum of 25 feet. <p>(See Figure 9-6, Water-Dependent Use Zone.)</p>	<p>None proposed</p>	

Chapter 91 Requirement	Substitution	Offset	Amplifications				
<p>Lot Coverage: 310 CMR 9.51(3)(d) – Conservation of Capacity for Water-Dependent Use.</p> <p>Nonwater-dependent building can cover only 50% of parcel, thus leaving 50% open.</p>	None proposed.	None required.	<p>Amplification #1</p> <p>1.1 Develop Critical Open Space areas identified in the Concept for Open Space to create view corridors, public access and amenities.</p> <p>Critical Open Space Areas</p> <table border="1" data-bbox="1166 594 1479 919"> <tr> <td data-bbox="1166 594 1260 730">Area A</td> <td data-bbox="1260 594 1479 730">Access to WDUZ via London Street extension.</td> </tr> <tr> <td data-bbox="1166 730 1260 919">Area B</td> <td data-bbox="1260 730 1479 919">Along the extension of Msgr. Jacobbe Rd. toward LoPresti Park.</td> </tr> </table> <p>Amplifies 310 CMR 51(2)(b)</p> <p>1.2 In coordination with the Clippership Wharf site, provide sufficient area for pedestrians (minimum of 6 foot wide sidewalk) along London Street extension to ensure conditions that invite access to the waterfront and to ensure the objectives of the Hodge Critical Open Space Area A.</p> <p>Amplifies 310 CMR 9.51(2)(c) and (d)</p> <p>(See Figure 9-7, Concept for Open Space - Hodge Boiler Works and Figure 9-8, Concept for Open Space - Clippership Wharf)</p>	Area A	Access to WDUZ via London Street extension.	Area B	Along the extension of Msgr. Jacobbe Rd. toward LoPresti Park.
Area A	Access to WDUZ via London Street extension.						
Area B	Along the extension of Msgr. Jacobbe Rd. toward LoPresti Park.						

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Lot Coverage: 9.51(2)(b) and 9.51(3)(d) – Conservation of Capacity of Water-Dependent Use.</p>	<p>None proposed.</p>	<p>None required.</p>	<p>Amplification #2 Provide a public activity structure at the end of London Street extension that shall be designed so that it does not obscure harbor views. The exterior design and landscaping of the Public Activity Structure will be reviewed by the BRA to ensure that they enhance accessibility on the site. Amplifies 310 CMR 9.51(2)(d). and 310 CMR 9.51(2)(b) Amplification #3 The Developer will fund or implement (through site design and programming) the on-site portion of the East Boston Historic Piers Network, including a historic marker at the water's edge. Amplifies 310 CMR 9.51(2)(b) and 9.35(5)(b) and 310 CMR 9.35(5)(b) (See Figure 9-7, Concept for Open Space - Hodge Boiler Works and Figure 9-8 Concept for Open Space - Clippership Wharf)</p>

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Facilities of Private Tenancy: 310 CMR 9.51(3)(b) Conservation of Capacity for Water-Dependent Use.</p>	<p>Substitution #3 Allow re-organization of FPAs under the following conditions:</p> <ol style="list-style-type: none"> 1. 100% of the required square feet of the ground floor FPAs shall be provided on site. 2. Some of the ground floor FPAs may be reallocated to ensure distribution along the LoPresti Park Open Space Connection (Area B on Figure 9-7) and to provide for the proposed free standing public activity structure. 3. Some of the FPAs will be retained in the 100' setback zone adjacent to LoPresti Park. <p>(See Figure 9-9, Hodge Boiler Works Facilities of Private Tenancy)</p>	<p>Offset #2</p>	
<p>Facilities of Public Accommodation: (FPA) 9.53 (2) (c) – Activation of Comm. Tidelands.</p>	<p>Not Applicable.</p>		

9.6.2 Clippership Wharf – Sumner/Lewis Streets

Existing Site Conditions

Clippership Wharf is a vacant, thirteen-acre parcel of land and water bordered by Sumner Street, Lewis Mall, Lewis Street, Marginal Street, and Monsignor Jacobbe Road. The site includes approximately five acres of watersheet and eight acres of land, including approximately 58,000 square feet of deteriorated decking supported by wooden piles. (See **Illustrations 9-4, 9-5**)

From the 1850's to the 1970's, the Clippership site was primarily used for shipping, warehousing, and rail transport of maritime cargo. The National Dock and Warehouse Company originally constructed the wharves in 1886, and National Dock remained the principal occupant until 1973. Construction of clipperships did not occur on the site, although it did take place at other East Boston wharves during the 19th century. However, ship repair was conducted on the site. National Dock closed its operations at the site in the early 1970's, primarily due to the shallow water depth and discontinuation of railroad service. Ancillary functions at the site over the years included flour milling, machinery and furniture repair, coal storage, wool wholesaling, and construction material sales.

More recently, the site accommodated a restaurant in the 1960's, but it and other small buildings were destroyed by fire in the 1970's. The Hines and Smart Corporation leased a portion of the site to operate a lobster wholesale facility from 1968 through the late 1980's. The site has been vacant since then.

The entire Clippership Wharf site comprises filled, non-landlocked former tidelands subject to Chapter 91 jurisdiction. The seaward half of the site comprises Commonwealth tidelands. The delineation of the Tidelands was established through DEP License No. 2135 issued in 1989.

Zoning

The Boston Zoning Commission by Map Amendment No. 215, adopted on April 12, 1988, designated the property as a Planned Development Area Overlay District (PDA), which allows for a more flexible zoning that encourages public benefits for the East Boston community, including new job opportunities and affordable housing. The site retained its PDA overlay designation when East Boston was rezoned in 1993 through the adoption of Article 53, which established the property as a Waterfront Residential district that allows multifamily residential uses. Other possible uses, such as local retail and service uses, are conditional or forbidden uses. Article 53 requires that projects on tidelands subject to Chapter 91 include affordable housing, public uses, open space, and waterfront yard areas. Article 53 also establishes requirements for Planned Development Areas and regulations governing design and development review. Other requirements such as off-street parking and loading requirements would be determined through the Article 80 Large Project Review. Any non-conformity with Article 53 will be addressed in a PDA Development Plan for the site.

Site Context

The site is located south of Maverick Square and west of the Jeffries Point neighborhood, and directly abuts several residential complexes providing affordable housing for seniors and families. North and east of the site are the Boston Housing Authority-owned (BHA) Heritage Apartments built in 1975, which accommodate elderly and disabled residents. This 301-unit complex includes 16 buildings ranging in height from 2 to 6 stories. Lewis Mall, a paved and landscaped area that extends from Maverick Station to Lewis Street, is also owned by the BHA and is used by

its residents for outdoor relaxation and recreation. The 411-unit Maverick Gardens housing complex located north of Sumner Street is currently comprised of 12 three-story brick structures constructed in 1941. The BHA recently received Federal Housing and Urban Development HOPE VI funds to completely re-build the Maverick Gardens complex, including Clippership Apartments, a BHA complex of 20 units in four buildings, located directly north of the Clippership site on Clippership Lane.

The Hodge Boiler Works site at 111 Sumner Street directly abuts the Clippership site to the northwest. This site, described in more detail earlier in this chapter, was identified for potential residential development in the BRA's *East Boston Master Plan*. Just to the west of the Hodge Boiler site is the City's LoPresti Park.

Massport's Pier 1 parcel is located across Lewis Street to the southeast of the Clippership site. This parcel includes filled land area and a substantial existing pier and industrial building that extend into the harbor in a highly visible waterfront location. Roseland Development is in the process of planning the re-development of this site as a 600-unit residential and mixed-use project with buildings ranging from three to seven stories in height. The Pier 1 site directly abuts the East Boston Greenway, the Piers Park, and Lewis Mall and Street.

Site Specific Policies for Substitutions and Amplifications

The General Policies for Substitutions and Amplifications, described above, frame the Substitutions and Amplifications recommended for the Clippership Wharf site. The specific Substitutions and Amplifications for the Clippership Wharf Site are shaped by the concepts discussed below.

Connections and Access

Promote the integration of the new waterfront development with the existing East Boston community, and ensure that new Facilities of Public Accommodation complement existing neighborhood commercial areas. Promote vehicular and pedestrian access for the neighborhood through the site, and promote the use of water transportation for all East Boston residents and workers.

- Activate Lewis Mall and Street as the primary connection between the waterfront and Maverick Square to support MBTA and water transportation, to support the existing and proposed commercial activities of East Boston, and to re-connect the East Boston neighborhood to the waterfront. In order to achieve these goals, the EBMHP will tailor the Chapter 91 regulations to permit the shift of a portion of the required Facilities of Public Accommodation from Commonwealth Tidelands and the Private Tenancy Setback Zone to Private Tidelands within the Clippership Wharf site, and to permit a portion of ground floor footprint within Commonwealth Tidelands and the Private Tenancy Setback Zone to be occupied by specified Facilities of Private Tenancy.
- In coordination with the adjacent developer of the Hodge Boiler site, extend London Street along the west side of the site to provide additional access from Sumner Street to the Water-dependent Use Zone (WDUZ), increase connections between Clippership Wharf and the Hodge Boiler site to the west, and activate the western portion of the site.
- Extend Monsignor Jacobbe Road to connect Clippership Way to the London Street extension noted above. Such an extension will enhance access to the WDUZ, increase connections between Clippership Wharf, the Heritage Apartments, the planned MBTA Maverick Square Headhouse, Lewis Mall and the Hodge Boiler site, and will activate the site.

- Extend Clippership Way from Monsignor Jacobbe Road to the harbor end of the site. Such an extension will enhance access to the WDUZ, will provide vehicular access to the docks that will be constructed to provide berthing space for harbor transportation vessels, and will activate the western portion of the site.
- Extend Marginal Street from Lewis Street to Clippership Way to enhance access to the WDUZ, increase connections between Clippership Wharf, Pier 1, Lewis Mall and the Hodge Boiler site, and activate the site.
- Create a visual and physical open space link from Monsignor Jacobbe Road to the water through the middle of the site. Such a connection will provide pedestrian access and amenities through the middle of the site and will enhance the connectivity between the existing East Boston community and the new development on the site.

Building Height, Volume, and Massing

Create a cohesive character for the new waterfront neighborhood extension and ensure that new buildings on the Clippership Wharf site have a scale and mass that fit with the existing East Boston context and the proposed new developments at Pier 1 and Hodge Boiler Works.

- Ensure that the height and massing of new buildings respects existing neighborhood scales. The Lewis Mall, Monsignor Jacobbe Road, and Sumner Street buildings should be lower than permitted under the Chapter 91 dimensional regulations.
- Tailor the massing envelope to encourage an increase in site open space by comparison with the requirements of Chapter 91, and take advantage of the prevailing winds and sun orientation to create sunny and inviting open spaces on the site.
- Ensure that the building design incorporates street-wall architectural elements to reflect the scale of the existing neighborhood and to enliven the pedestrian environment. To the extent feasible, the building shapes should evoke the rectangular, block-like character of historic industrial buildings located along the East Boston waterfront.
- Tailor substitutions to reduce the height of the building envelope on the landward portions of the site, and to increase the height of the building envelope on the seaward portions of the site.

Activation of the Waterfront and Open Space

Ensure that the public is attracted to use the open space and the Facilities of Public Accommodation (FPA), and is drawn to the water on a year-round basis.

- Promote retail, service, commercial and community uses that both complement and extend abutting commercial, service, retail, and community uses in Maverick Square and Central Square.
- Provide an appropriate mix of ground floor retail, service, commercial and community uses. Identify ground floor private tenancy uses in Commonwealth Tidelands and Private Tenancy Setback Zone that complement the public and water-dependent uses also proposed for the site.

Table 9-2 below provides a detailed description of the EBMHP's proposed substitutions and offsets for the Clippership Wharf site.

Clippership Wharf Chapter 91 Compliant Plan

As discussed in **Section 9.5** above, in order to evaluate the impact of Substitutions and determine the need for Offsets, a project planned under the proposed Substitutions must be compared to one planned in compliance with the "baseline" Chapter 91 regulations ("Chapter 91 Compliant plan"). The Clippership Wharf Chapter 91 Compliant plan was developed as a "reasonable" site build out that: stays within Chapter 91 dimensional regulations; meets the basic goals of the East Boston Master Plan and the East Boston community; and includes the same building program as the MHP Compliant scheme proposed by the developer. The Chapter 91 Compliant plan is similar in layout and organization to the MHP Compliant plan.

The Chapter 91 Compliant plan differs from the MHP Compliant plan in two key ways:

- The building height and massing is concentrated closer to the community and further from the water's edge in order to stay within the Chapter 91 height envelope.
- In order to fit the same program on the site and stay within the Chapter 91 height envelope that reduces building heights near the water, a greater proportion of the site's land is occupied by buildings. This results in 58 percent open space on-site with the Chapter 91 Compliant plan versus 63 percent open space with the MHP Compliant plan.

Table 9-2 Clippership Wharf Proposed Substitutions, Offsets and Amplifications

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Height/Volume: 9.51(3)(e) – Conservation of Capacity of Water-Dependent Use.</p>	<p>Substitution #1</p> <p>Allow 80’ height limit throughout the site subject to special conditions:</p> <p>a. Building heights are limited to 65 feet along Sumner Street and within 100 feet of the wharf ends, with the permissible height increasing in the 2:1 slope per the Chapter 91 regulations up to a maximum of 80 feet.</p> <p>b. For those portions of buildings located along Lewis Street seaward of Marginal Street with ground floor FPAs that have floor-to-floor heights greater than the typical upper floors, increase allowable height by the difference between the typical ground floor and the actual ground floor; but in no case higher than 86 feet. *</p> <p>(See Figure 9-3, Concept for Volume)</p> <p>* Height is measured in accordance with the Boston Zoning Code.</p>	<p>Lowered height and volume on landward majority of site counterbalances increased height on seaward portion.</p> <p>Offset #1</p> <p>If needed, the Offset for height shall be:</p> <p>An additional one-half (0.5) square foot of exterior public open space beyond that required by Chapter 91 provided for every square foot of net shadow impact caused by a proposed project as compared to the shadows created by a reasonable baseline condition that adheres to the dimensional standards in the Chapter 91 regulations. The additional public open space must be within the project site. (See Table 9-4)</p>	<p>None proposed.</p>

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Facilities of Private Tenancy and Facilities of Public Accommodation in Commonwealth Tidelands: 310 CMR 9.53(2)(c) – Activation of Commonwealth Tidelands</p> <p>Facilities of Private Tenancy and Facilities of Public Accommodation in Private Tidelands: 310 CMR 9.51(3)(b) – Conservation of Capacity for Water-Dependent Use.</p>	<p>Substitution #2</p> <p>Permit FPTs to occupy a portion of the ground floor, in Commonwealth Tidelands or the ground floor of Private Tidelands within the FPT setback zone. Restrict the FPT use of this ground floor space to artists/artisans live/work space to be certified through an agreed upon process. The workspace of such artist live/work accommodations shall be open for public access no less frequently than twice a year. No more than 10,500 square feet (SF) of FPTs shall be allowed under this substitution. This restriction shall not apply to areas governed by Substitution #3.</p>	<p>Offset #2</p> <p>Offset 2.1 - Provide additional land area in the WDUZ in Commonwealth Tidelands on the western side of the site that must include outdoor arts programming related to the arts-related ground floor FPA. <i>This offsets at a ratio of 1 SF of allowable FPT use to 2 SF of additional WDUZ provided.</i></p> <p>Offset 2.2 - In association with the artists live/work FPT use in Commonwealth Tidelands, provide an arts-related ground floor FPA of no less than 2,000 square feet (such as gallery, exhibition, or teaching space), a portion of which may be devoted to a maritime museum. This space shall be at the harbormost end of the building. The space shall be provided at no cost for rental and fit out to the users for the life of the Chapter 91 license. The users of this space shall be determined in consultation with the BRA. <i>This offsets at a ratio of 1 SF of allowable FPT use to 1 SF of free, arts-related FPA use provided.</i></p> <p>Offset 2.3 - Provide FPAs in Private Tidelands outside the FPT setback zone in areas of buildings facing the water on the western side of the site. A minimum of 1,000 SF shall be provided under this offset. <i>This offsets at a ratio of 1 SF of allowable FPT use to 1 SF of FPA use.</i></p> <p>Offset 2.4 - Provide no less than 1,000 square feet of environmental/arts education FPA use, a portion of which may be used for a maritime</p>	<p>Amplification #1 - Provide a public activity element at the harbormost end of the western pier. [Amplifies 310 CMR 9.51(2)(b)]</p> <p>Amplification #2 - In coordination with the Hodge Boiler Works site, provide sufficient area for pedestrians (minimum of 6 foot wide sidewalk) along London Street extension to ensure inviting access conditions to the waterfront and to ensure the objectives of the Hodge Critical Open Space Area A. [Amplifies 310 CMR 9.51(2)(c) and (d)] (See Figure 9-8, Concept for Open Space - Clippership Wharf)</p> <p>Amplification #3 - Provide outdoor arts programming related to the arts-related ground floor FPA where the FPT substitution is utilized. [Amplifies 310 CMR 9.51(2)(b)] (See Figure 9-8, Concept for Open Space)</p> <p>Amplification #4 - Provide support facilities for water transportation passengers in the building closest to the Lewis Water Transportation Terminal. [Amplifies 310 CMR 9.52]</p> <p>Amplification #5 - Provide historic marker at the water's edge. [Amplifies 310 CMR 9.35(5)(b)]</p> <p>Amplification #7 - The exterior landscape design and building façade design shall be subject to review by the BRA to ensure that they enhance public accessibility to the site. [Amplifies 310 CMR 9.51(2)(b) and (d)]</p>

Chapter 91 Requirement	Substitution	Offset	Amplifications
		<p>museum. This space shall be located on the western side of the project. The space shall be provided at no cost for rental and fit out to the users for the life of the Chapter 91 license. The users of this space shall be determined in consultation with the BRA. <i>This offsets at a ratio of 1 SF of allowable FPT use to 1 SF of free environmental/arts FPA use.</i></p> <p>Offset 2.5 - Provide no less than 1,000 square feet of community FPA use at no cost for rental and fit out to the users for the life of the Chapter 91 license. This space may be combined with the arts-related use or the environmental education use (Offsets 2.2 and 2.4). The users of this space shall be determined in consultation with the BRA. <i>This offsets at a ratio of 1 SF of allowable FPT use to 1 SF of free community FPA use if it is located on the western side of the site; and offsets at a ratio of 2 SF of allowable FPT use to 3 SF of free community FPA use if it is not located on the western side of the site.</i></p> <p>Offset 2.6 - Provide FPAs in buildings in Private Tidelands outside the FPT setback zone facing Lewis Mall and Lewis Street. Provide retail, service, commercial and community uses on the ground floor of buildings facing Marginal Street (on the seaward side of Marginal Street) in areas not located within Commonwealth Tidelands or the FPT setback zone. <i>This offsets at a ratio of 1 SF of allowable FPT use to 2 SF of FPA use provided along Lewis Mall and Street.</i></p>	<p>Amplification #8 - The developer will fund or implement (through site design and programming) the on-site portion of the East Boston Historic Piers Network Plan to be developed by the BRA. [Amplifies 310 CMR 9.51(2)(b)]</p>

Chapter 91 Requirement	Substitution	Offset	Amplifications
<p>Facilities of Private Tenancy: 9.51(3)(b)– Conservation of Capacity of Water-Dependent Use.</p>	<p>Substitution #3 Permit FPTs to occupy those portions of the ground floor of any building on Private Tidelands where removal of existing licensed pier structure has shifted the line of measurement for the required FPT setback.</p>	<p>Offset # 3 Restore watersheet by removing previously licensed fill or structures in a ratio of no less than 2:1 watersheet restoration to occupancy of the additional private tenancy setback zone created by the removal, where the restoration of watersheet provides a benefit to navigation. In this portion of the East Boston waterfront where the commercial shipping channel is close to the shoreline, this benefit accrues to recreational uses, boating, fishing, and navigation.</p>	<p>None proposed.</p>

9.7 Discussion and Analysis of Substitutions

9.7.1 Height and Volume of Future Development

Height/Volume Discussion for Hodge Boiler Works

The dimensional regulations of Chapter 91 require buildings to fit within an envelope that begins at 55 feet in height within the first 100 feet landward of the shoreline and then increase at a ratio of 1 foot in height for each 2 feet in distance from this 100-foot contour. The result of this regulation is allowable building heights that are lowest closer to the water and highest at the site's greatest distance from the water. Because of the rectangular shape of the Hodge Boiler Works site, the dimensional regulations of Chapter 91 would permit buildings in excess of 160 feet in height on the landside of the site, resulting in building volumes that are not the most desirable for the community from an urban design perspective. A dimensional regulation that balances the need for maintaining visual and physical access to waterfront with the need for a respectful relation between the new and existing buildings will result in a project design that meets the goals of both Chapter 91 and the East Boston community.

The context for this property is varied and is in a state of flux. To the west of the parcel is the New Street property, with buildings ranging in height up to 130 feet. Maverick Gardens, a public housing project, is located across Sumner Street to the north. This housing project will soon be completely restructured through Hope VI federal funding. The proposed building height and massing of the redevelopment is currently believed to include mid-rise buildings up to about 70 feet at two locations, the present site of Clippership Apartments and at the corner of Sumner and New Street. To the east, the Clippership Wharf development proposes buildings predominantly in 80-foot height range with the exception of up to 86 feet in height to accommodate ground floor FPAs.

The proposed height and volume Substitutions are based on a conceptual design that could be built for residential units with Facilities of Public Accommodations to be primarily located along the LoPresti Park Critical Open Space corridor. The building footprint was determined using the Waterways Regulations to define the allowable building area for a nonwater-dependent building. The conceptual building would conform to the scale of the surrounding neighborhood as well as the proposed **adjoining** development at Clippership Wharf and the design guidelines for the Hope VI project at Maverick Gardens.

Height/Volume Discussion for Clippership Wharf

The dimensional regulations of Chapter 91 require buildings to fit within an envelope that begins at 55 feet in height within the first 100 feet landward of the shoreline and then increases at a ratio of 1 foot in height for each 2 feet in distance from this 100-foot contour. The result of this regulation is that allowable building heights are lowest close to the water and highest at the site's greatest distance from the water. Because of the rectangular shape of the Clippership Wharf site, the dimensional regulations of Chapter 91 would permit buildings in excess of 170 feet in height on the landside of the site. The height contour established by Chapter 91 is not in conformance with the goals of the East Boston Master Plan that calls for the residential redevelopment of Clippership Wharf at building heights compatible with their neighbors. A dimensional regulation that balances the need for maintaining visual and physical access to the waterfront with the need for a respectful relationship between the new and existing buildings will result in a project design that meets the goals of both Chapter 91 and the East Boston community.

Permitting somewhat taller buildings nearer the water, and substantially lower buildings further back from the water will allow the construction of fewer, moderate-height buildings (ranging from 5 to 7 floors). This will accomplish the goals of Chapter 91 and the community by enhancing access to the waterfront, maintaining

view corridors, creating substantial open space areas, establishing heights that are compatible with existing development, creating no tall buildings near existing residential buildings, and including no surface parking lots.

With the building configuration proposed with the EBMHP substitutions in place, 63% of the entire site will be open space, and 67% of the site within Commonwealth tidelands will be open space, an additional 50,000+ square feet of open space by comparison to that required under Chapter 91. As documented in the shadow analysis presented below, the trade off of height for open space allows for the creation of more square feet of additional sunlit open space than the square feet of additional shadow cast by the MHP Compliant scheme over the Chapter 91 Compliant scheme.

The addition of no more than 6 feet to the height envelope of buildings with ground floor FPA uses allows the creation of more inviting and generous public spaces, and better meets the technical needs for ducting and ventilation of uses such as restaurants, without either eliminating or adding one floor of residential use above. Most specifically, the range of heights across the site places taller elements closer to the water's edge than allowed without a height substitution, allowing buildings to NOT be concentrated along the site perimeter closer to existing residential buildings.

As described below, the proposed height/volume substitution will create a similar wind environment on the site to that created under the Chapter 91 Compliant scheme.

9.7.2 Height/Volume Technical Wind Analysis

Hodge Boiler Summary Wind Analysis

A qualitative assessment of pedestrian level winds (PLW) comparing the effects of the Chapter 91 Compliant and the MHP Compliant schemes for the Hodge Boiler Works was conducted by Frank Durgin, P.E. Sixty-one locations were evaluated on the Hodge Boiler Works, LoPresti Park and Clippership Wharf sites, along the proposed Harborwalk and in existing and proposed nearby public open spaces for northwest, southwest, northeast, east and southeast wind. The locations of sites are the same as those used in the Clippership analysis below with the addition of four sites close to the proposed Hodge Boiler Works buildings. (See **Chapter 9 Appendix** for the full text of the Durgin study)

None of the locations for the proposed MHP compliant scheme exceed BRA guidelines. In the Chapter 91 compliant scheme, only one location would exceed the BRA guideline of Dangerous and Unacceptable, Category 5. The exceedance occurs for annual, southwesterly, and storm winds.

Clippership Wharf Summary Wind Analysis

A separate assessment was made of pedestrian level winds in the vicinity of the proposed Clippership Wharf development for Article 80 review as scoped by the BRA. This study was conducted by Frank Durgin and compared pedestrian level winds at 57 locations on the Clippership Wharf, Hodge Boiler Works and LoPresti Park sites, along the proposed Harborwalk and in existing and proposed nearby public open spaces for northwest, southwest, northeast, east and southeast wind. (See **Figure 1** of Durgin Wind Study in **Chapter 9 Appendix**) Results were obtained for: 1) existing conditions for the site and surroundings; 2) a baseline configuration with a vacant Clippership Wharf site, but including a five-story residential building in place of the existing Hodge Boiler Works Building and including the planned residential buildings on Pier 1; 3) an MHP Compliant scheme for the Clippership site, with an assumed five-story residential building in place of the existing Hodge Boiler Works Building, and the planned residential buildings on Pier 1; and 4) a Chapter 91 Compliant scheme for the Clippership site, with an assumed five-story residential building in place of the existing Hodge Boiler Works Building, and the planned residential buildings on Pier 1. The Clippership MHP Compliant scheme includes five buildings similar in height to many of the surrounding buildings and,

as a result, it reduces pedestrian level winds at many locations in the site and has little effect on pedestrian level winds near the site.

None of the 57 locations considered for the four site conditions proposed above will have pedestrian level winds that exceed the BRA guideline of Category 5 (wind speed of 31 mph more often than once in 100 hours.) The locations chosen for the study included areas of expected pedestrian activity. Five of the locations analyzed are in areas adjacent to the site; eleven are on the proposed Harborwalk; four are in walkways in the site; and the rest are at entrances or building corners within the Clippership site.

Comparing the MHP Compliant scheme with the Chapter 91 Compliant scheme for annual winds indicates that pedestrian level winds at 55 of the 57 locations are not expected to change category. In one location, the pedestrian level winds category decreases by one category, from a 3 (Comfortable for Walking) under the Chapter 91 Compliant scheme to a 2 (Comfortable for Short Periods of Standing or Sitting) for the MHP Compliant scheme. This location is in a public space at the entrance to the open space between buildings 3 and 4. In one location, the pedestrian level winds category increases by one category, from a 2 (Comfortable for Short Periods of Standing or Sitting) under the Chapter 91 Compliant scheme to a 3 (Comfortable for Walking) for the MHP Compliant scheme. This location is at the west edge of Building 5, away from the water and the Harborwalk.

Conclusion

As noted above, none of the 57 locations assessed for either existing or any of the four site conditions will have pedestrian level winds that exceed the BRA Category 5 guideline. No offset for wind impacts is required for the Clippership site. The BRA believes that the most useful approach with respect to wind impacts is to focus attention on specific site and building design measures that will be reviewed under Article 80.

9.7.3 Height/Volume Technical Shadow Analysis

Methodology

In order to quantify the shadow impacts of the requested height substitution for the Hodge Boiler Works and Clippership Wharf sites, shadows were measured at hourly intervals from 9:00 a.m. to 5:00 p.m. on October 23. All shadows cast on land and the shadows cast on the first 100 feet of watersheet were included in the measurement. Shadows cast across existing or proposed building footprints were not included. Net shadow impacts were determined by calculating the difference in the sum of all shadows (of duration longer than one hour) cast by the MHP Compliant scheme as compared to the Chapter 91 Compliant scheme, minus any additional sunlit ground that would be provided by the MHP Compliant scheme as compared to the Chapter 91 Compliant scheme. As explained below, the deduction of sunlit area does not apply to the Hodge analysis.

The measurements were done as follows:

For each hour from 9:00 a.m. to 5:00 p.m. on October 23rd:

- Identify the area where shadow remains for more than one hour that would be caused by the MHP Compliant scheme beyond the shadow area caused by the Chapter 91 Compliant scheme on open land area or on watersheet within 100 feet of the shoreline.
- Identify the area where sunlight remains for more than one hour that would be allowed by the MHP Compliant scheme within either the footprint of, or shadow area caused by, the Chapter 91 Compliant scheme.
- Total the aggregate shadow increase area.
- Total the aggregate added sunlit ground.
- The difference between the totals is: Net Shadow Impact

Hodge Boiler Summary of Shadow Analysis and Impacts

Figures 9-10 to 9-17 depict the shadows cast by both the MHP Compliant and the Chapter 91 Compliant on October 23 for Hodge Boiler Works from 9:00 AM to 4:00 PM, including the watersheet, the property itself, LoPresti Park, Sumner Street and Maverick Gardens, the adjacent portion of Clippership Wharf site, and Clippership Apartments.

The two building schemes, though feasible for development, are conceptual. They do not represent any actual development design. Both concepts are similar to one another in site location, building footprint and massing; the primary differences is in the height of the building. The MHP Compliant concept additionally includes a free standing Public Activity Structure. (See **Figure 9-5**) The building footprint was developed by determining the building area of the lot after deducting Chapter 91 restrictions and setback requirements for nonwater-dependent uses.

The following is a summary of the shadow impacts and differences between the two schemes (**Figures 9-10 to 9-17**):

- At 9:00 a.m., the sun is relatively low in the sky and long shadows are cast. The MHP Compliant scheme casts less shadow square footage than the Chapter 91 Compliant scheme, but the configuration of the shadow is different, resulting in an area of new shadow on the waterside (southwest) of LoPresti Park but a smaller shadow area nearer the street. The free standing Public Activity Structure casts a shadow.
- At 10:00 a.m., the sun is still relatively low in the sky. The effect of the shadows is the same as at 9:00; the total square footage of MHP Compliant shadow is somewhat smaller than the Chapter 91 compliant scheme and the new area of shadow is smaller. The amount of shadow across Sumner onto Maverick Gardens increases for both concepts, though the MHP Compliant shadow is smaller. The Maverick Gardens site benefits from additional sunlight.
- From 11:00 to 12:00 as the sun rises, the shadows shortened so that by noon there is not very much new shadow area cast by the MHP Compliant scheme in LoPresti Park and the shadow from the free standing Public Activity Structure is reduced. Shadows lengthen on Maverick Gardens, though the area (SF) of the MHP Compliant shadow is smaller than the Chapter 91 Compliant scheme.
- From 1:00 p.m. to 4:00 p.m. as the sun moves across the sky toward the west, the shadows are primarily cast across Sumner Street onto the Maverick Gardens property, growing longer and moving in an easterly direction. At all times the MHP compliant shadow area (SF) is less than the Chapter 91 Compliant.
- No shadow is cast on the watersheet at any hour.

Conclusion

Since both building scenarios occupy the same location of the site and the same footprint, the difference in shadow is primarily the result of the lower height and the free standing Public Activity building substitution provisions. The orientation on the site results in both schemes benefiting from sunlight for most of the day. The amount of shadow area (SF) resulting from the MHP Compliant scheme is less than the Chapter 91 Compliant scheme though the shape of the shadow is a slightly different configuration. As a result, there is more sunlit ground under the MHP Compliant scheme with benefits primarily accruing to LoPresti Park and the Maverick Gardens project. (See **Figures 9-10 to 9-17**) **Table 9-3** below summarizes the shadow impacts.

Table 9-3 Hodge Boiler Works Shadow and Sunlight Comparison

Total square feet of identical shadow cast* by the Chapter 91 Compliant scheme and the MHP Compliant scheme	580,566 SF
Shadow cast* by MHP Compliant Scheme (both buildings)	400,169 SF
Net Sunlit ground gained under the MHP Compliant Scheme	180,397 SF

*For more than one hour between 9:00 a.m. and 5:00 p.m. on October 23

Clippership Wharf Summary of Shadow Analysis and Impacts

Figures 9-18 to 9-26 depict the shadows cast by both the MHP Compliant scheme and the Chapter 91 Compliant scheme on October 23 for Clippership Wharf including areas adjacent to Lewis Street, areas adjacent to Msgr. Jacobbe Rd. and areas adjacent to the Hodge Boiler works. Existing building shadows at each hour are shown in dark gray on the diagrams.

Because the MHP Compliant scheme and the Chapter 91 Compliant scheme are relatively similar in scale and layout, the comparative shadow study indicates relatively similar shadow impacts. The following text provides a summary of the overall shadow impacts and of the differences between the two schemes.

- At 9:00 a.m. the sun is relatively low in the sky and long shadows are cast. Under both schemes, much of the site is in shadow (as shown in pale gray in the diagrams). The MHP Compliant scheme casts somewhat longer shadows than the Chapter 91 scheme near Buildings 2 and 5 at this time of day (as shown in blue on the diagrams). The harbor ends of both of the Clippership Wharf piers are in full sun with either scheme.
- At 10:00 a.m. the sun is still relatively low in the sky, but more of the site is in sunshine, especially the west side of the cove, near Building 2, and the waterfront in front of Building 5. The Chapter 91 Compliant scheme casts somewhat shorter shadows on the cove area and on the watersheet west of the site, while the MHP Compliant scheme leaves a substantial portion of the central garden in the sun (as shown in yellow on the diagrams).
- At 11:00 a.m. and 12:00 p.m., most of the site is sunny. The Chapter 91 Compliant scheme casts slightly less shadow along the west sides of the buildings, and the MHP Compliant scheme leaves a much larger sunny area in the Central Garden.
- At 1:00 p.m. and 2:00 p.m., most of the site is sunny. The Chapter 91 Compliant scheme casts slightly less shadow along the east sides of the buildings, and the MHP Compliant scheme leaves a much larger sunny area in the Central Garden.
- At 3:00 p.m., much of the eastern side of the site is in shadow. The Chapter 91 Compliant scheme casts somewhat less shadow on Lewis Street, while the MHP Compliant scheme casts somewhat less shadow on Lewis Mall and also maintains a greater area of sun in the Central Garden.
- By 4:00 p.m. and 5:00 p.m., nearly all of the central and eastern portions of the site are in shadow, with only small differences between the two schemes.

Conclusion

Due to the fortuitous orientation of the Clippership Wharf site, in both schemes the waterfront remains in sun almost continuously for the entire day, at the harbor ends of both the east and west piers, and in the area in

front of Building 5, along the continuation of Monsignor Jacobbe Road. Of particular importance, from 11:00 a.m. to 4:00 p.m. the entire Harborwalk is continuously sunny.

In total, 52,320 more square feet of added sunlit ground than of added shadow increase area are created by the MHP Compliant scheme than by the Chapter 91 Compliant scheme. Thus, the Net Shadow Impact is 52,320 square feet. **Table 9-4** below provides the calculations of relative shadow impacts of the Chapter 91 and MHP schemes.

Table 9-4 Clippership Wharf Shadow and Sunlight Comparison

Total square feet of identical shadow cast* by the Chapter 91 Compliant scheme and the MHP Compliant scheme	1,401,553 SF
Additional shadow cast* by MHP Compliant scheme compared to the Chapter 91 Compliant scheme	198,365 SF
Additional sunlit ground created* by MHP Compliant scheme compared to the Chapter 91 Compliant scheme	250,685 SF
Net Shadow Impact	52,320 SF more sunlit ground is created by the MHP Compliant scheme than by the Chapter 91 Compliant scheme

*For more than one hour between 9:00 a.m. and 5:00 p.m. on October 23.

9.7.4 Facilities of Private Tenancy and Facilities of Public Accommodation Discussion and Analysis

Hodge Boiler Works Discussion and Analysis

The 100-foot setback zone for Facilities of Private Tenancy (See **Figure 9-9, Facilities of Private Tenancy**) generally occurs in the shape of two arcs, with the most westerly arc extending much further inland than the most easterly arc. As a result, the 100-foot setback assumes an odd configuration on the site that could result in a clustering of ground floor FPAs in that corner of the site and not necessarily along the entire water-facing building perimeter. The goal of the Substitution, therefore, is to allow a reallocation of FPAs along the water-facing perimeter of the building while still maintaining some FPAs facing LoPresti Park.

The FPT Substitution also permits the location of a free standing public activity structure, which is in keeping with Open Space Concept Plan (**Chapter 7**). This structure will not only activate the waterfront, but is intended to serve as a year-round public destination that can be viewed through the London Street extension from Sumner Street. Its square footage will be included in the total 100% requirement for FPAs for the Hodge Boiler Works site.

Clippership Wharf Discussion and Analysis

The Clippership Wharf site is located just south of Maverick Square, and lies just west of Lewis Mall/Lewis Street which is the public way that connects Maverick Square and the East Boston community to the Lewis Water terminal, the (past) and future location of water transportation services. As called for in the East Boston Master Plan (see **Chapter 4** of this document), Lewis Mall/Lewis Street is the primary spine that will connect the existing East Boston community to the Neighborhood Extensions Subdistrict of the EBMHP and the water's edge. The substitutions for the Clippership Wharf site were developed to meet the community and City goals of strengthening and emphasizing this connection. The substitutions include the re-organization of a portion of the FPAs on the site, and the allowance of FPTs to occupy those portions of the buildings from which FPAs have been shifted. There is no substitution proposed for the quantity or type of FPAs that will be required on the site.

The substitutions are discussed in the following sub-sections.

FPA Location

Location of FPAs on the site are designed to meet the goals expressed in the East Boston Master Plan, and by many members of the community to strengthen the existing Maverick Square commercial area; create a strong pedestrian spine along Lewis Mall/Street between Maverick Square, the Blue Line MBTA Station, and the water transportation terminal; and connect the existing neighborhood to the waterfront. These goals reflect the recognition that the land use and access characteristics of the Neighborhood Extension Subdistrict in East Boston dictate that new development will be primarily residential. For commercial and non-commercial public uses to be successful, they will need to draw their primary patronage from people who live in East Boston. Further, to the extent that visitors come to East Boston, the goal is to encourage access by public transportation (both MBTA and water transportation).

Locating FPAs in the Lewis Street corridor makes it far more likely that they will be convenient to both these groups, and therefore be used and enjoyed over time. Once East Boston residents and visitors are on the waterfront, it is far more likely that they will also take advantage of the other features of public access, thus helping to achieve the goals of broad public access and activation. Concentrating FPAs on Lewis Street will also help support the operation of the Lewis Street Water Transportation Terminal, thus increasing the level of water-dependent use activity in the district. All of these goals are better served by focusing FPAs along Lewis Street than by including FPAs on the ground floor of all buildings located within Commonwealth Tidelands or the Private Tenancy Setback Zone.

In order to ensure that all of the waterfront of the site is activated and clearly accessible to the public at all times, the Substitutions and Amplifications require that all of the buildings in Commonwealth Tidelands include some FPAs, that the harbor most ends of each building be occupied by FPAs, that new public streets provide access to the waterfront, and that the ground floor programming of buildings where FPTs are allowed include significant arts-related elements that are open to the public.

Private Tenancy Setback

Permitting some of the FPAs to be shifted from Commonwealth Tidelands or the Private Tenancy Setback Zone to Private Tidelands creates the need for a substitution allowing facilities of private tenancy (FPTs) to be located on the ground floor of buildings in Commonwealth Tidelands or the Private Tenancy Setback Zone. The substitution will require that this ground floor area be occupied by artist/artisan live-work space, that arts-related FPAs be provided within the building, and that arts programming be provided in nearby outdoor areas. The goal of such a combination of arts-related activities is to provide the density of activity needed to activate this portion of the site. The Substitution proposed identifies an alternative private tenancy use that, while not a public use, brings some special characteristics that help protect against privatization. More importantly, this private tenancy use is proposed because of the synergy it offers with other public destination uses. The artists live/work use (though a private tenancy use), in concert with the arts-related interior space and arts-related

programming, will help to give this part of the property a special identity, and help to make it attractive as a special destination.

The substitution will be offset through a series of measures designed to specifically activate the western side of the project site where the substitution will be permitted. First, the substitution will be offset by a series of provisions requiring activating uses on the western side of the project, in areas facing the water. Free space will be provided for an arts-related use at the harbor most end of the western wharf, to work in concert with the specified artists live/work space, serving to create an arts destination. Additional free space for an environmental education related use (which could work in concert with the water sheet and WDUZ), as well as FPAs located in private tidelands, will provide public uses along the western side and connect to the Hodge Boiler Works site. Providing greater space reserved for water-dependent uses along the length of the western side, and, as a specified offset, in Commonwealth Tidelands, is a further step to ensure public access and activity. The amplifications that accompany this substitution require additional programming, activity elements, and circulation routes to activate the site's public realm.

In addition to these measure, other provisions are included that strengthen the connection of the western side to the community. These include the extension of London Street between the Clippership and Hodge sites, which is provided as an amplification. Other offsets address the connections between the MBTA station, the Lewis Water Transportation Terminal, Maverick Square, and the waterfront, to strengthen this gateway to East Boston and through the site to the western side. These offsets require FPAs or retail, service, commercial or community uses along the key pedestrian routes along Lewis Mall/Street and Marginal Street. These important pedestrian routes lie in private tidelands outside the private tenancy setback zone, and without these offsets, would not be required to incorporate public uses.

9.8 Massport East Boston Development Proposal

Massport owns Piers 1 and 5 and the East Boston Shipyard. Through an extensive public process, Massport developed a Request for Proposals for these properties. Massport selected the team of Roseland/Sealink as the developers of these parcels. As a part of the EBMHP development process, Massport and its development team have briefed the Municipal Harbor Plan Advisory Committee, informing its members and agencies on its plans for these parcels. In general the plans for the development on Pier 1 are consistent with the EBMHP. Massport is also proposing to enlarge Piers Park with a second phase as well as to develop water-dependent uses including a marina and the development of the East Boston Shipyard.

Figures for Chapter 9

Figure 9-1 Commonwealth Tidelands

Figure 9-2 Parcel Locations for Site Specific Recommendations

Figure 9-3 Clippership Wharf Chapter 91 Compliant Scheme and MHP Compliant Scheme

Figure 9-4 Massport Pier 1

Figure 9-5 Concept for Volume Hodge Boiler Works

Figure 9-6 Hodge Boiler Works Water Dependent Use Zone

Figure 9-7 Concept for Open Space Hodge Boiler Works

Figure 9-8 Concept for Open Space Clippership Wharf

Figure 9-9 Hodge Boiler Works Facilities of Private Tenancy Setback

Figure 9-10 Hodge Shadow Analysis 9 A.M.

Figure 9-11 Hodge Shadow Analysis 10 A.M.

Figure 9-12 Hodge Shadow Analysis 11 A.M.

Figure 9-13 Hodge Shadow Analysis 12 Noon

Figure 9-14 Hodge Shadow Analysis 1 P.M.

Figure 9-15 Hodge Shadow Analysis 2 P.M.

Figure 9-16 Hodge Shadow Analysis 3 P.M.

Figure 9-17 Hodge Shadow Analysis 4 P.M.

Figure 9-18 Clippership Wharf Shadow Analysis 9 A.M.

Figure 9-19 Clippership Wharf Shadow Analysis 10 A.M.

Figure 9-20 Clippership Wharf Shadow Analysis 11 A.M.

Figure 9-21 Clippership Wharf Shadow Analysis 12 Noon

Figure 9-22 Clippership Wharf Shadow Analysis 1 P.M.

Figure 9-23 Clippership Wharf Shadow Analysis 2 P.M.

Figure 9-24 Clippership Wharf Shadow Analysis 3 P.M.

Figure 9-25 Clippership Wharf Shadow Analysis 4 P.M.

Figure 9-26 Clippership Wharf Shadow Analysis 5 P.M.

Illustration 9-1 Hodge & Clippership Wharf



Illustration 9-2 Hodge Boiler Works

Illustration 9-3 Hodge Boiler Works

Illustration 9-4 Clippership Wharf

Illustration 9-5 Clippership Wharf

Legend

-  Estimated low water mark based on E.S Chesbrogh map, 1852
-  East Boston Municipal Harbor Plan Study Area



EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 9-1

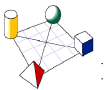
Commonwealth Tidelands

Note: The location of the referenced map is approximate and is for planning purposes only.

Source base map:
The base map is a composite of the BRA GIS and Boston CAD files, provided by the BRA

prepared for:
Boston Redevelopment Authority




prepared by:
ICON architecture, inc.



Date: March 2002

Scale: Not to scale

Legend

-  East Boston Municipal Harbor Plan Study Area
-  Hodge Boiler Works
-  Clippership Wharf



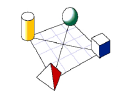
EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 9-2
Parcel Locations for Site Specific Recommendations

Source base map:
The base map is a composite of the BRA GIS and Boston CAD files, provided by the BRA

prepared for:
Boston Redevelopment Authority

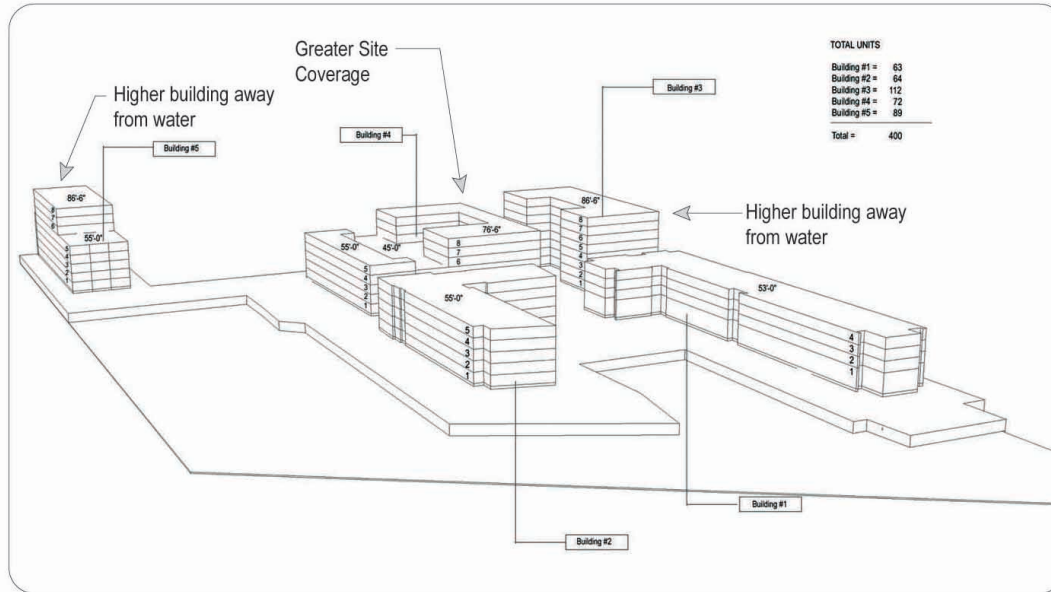
prepared by:
ICON architecture, inc.



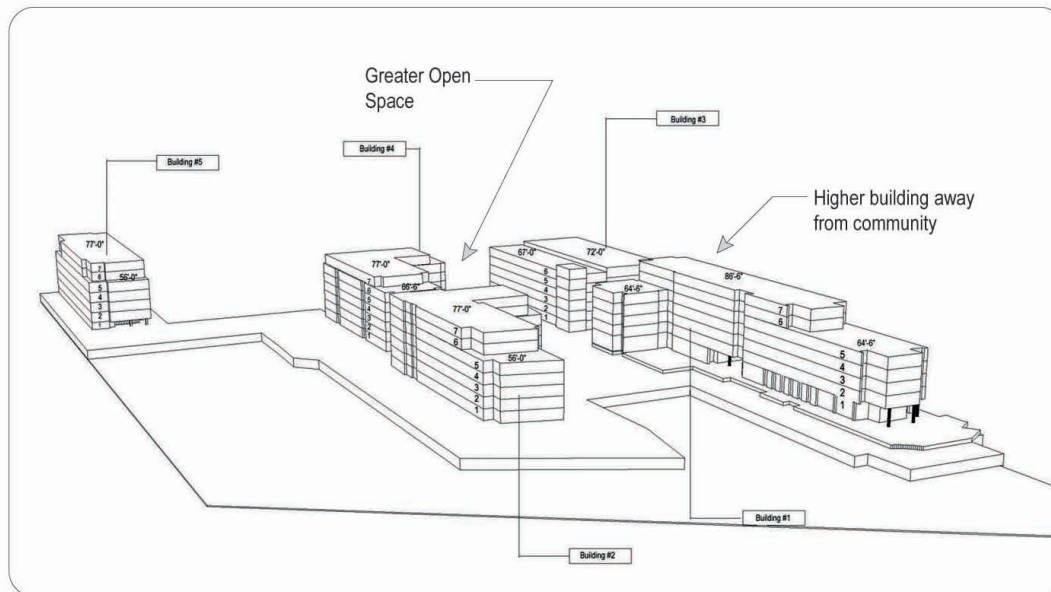
Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN



CHAPTER 91 COMPLIANT SCHEME



MHP COMPLIANT SCHEME

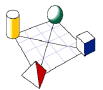
Figure 9-3

Clippership Wharf Chapter 91 Compliant Scheme and MHP Compliant Scheme

Diagram source :
CBT: Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



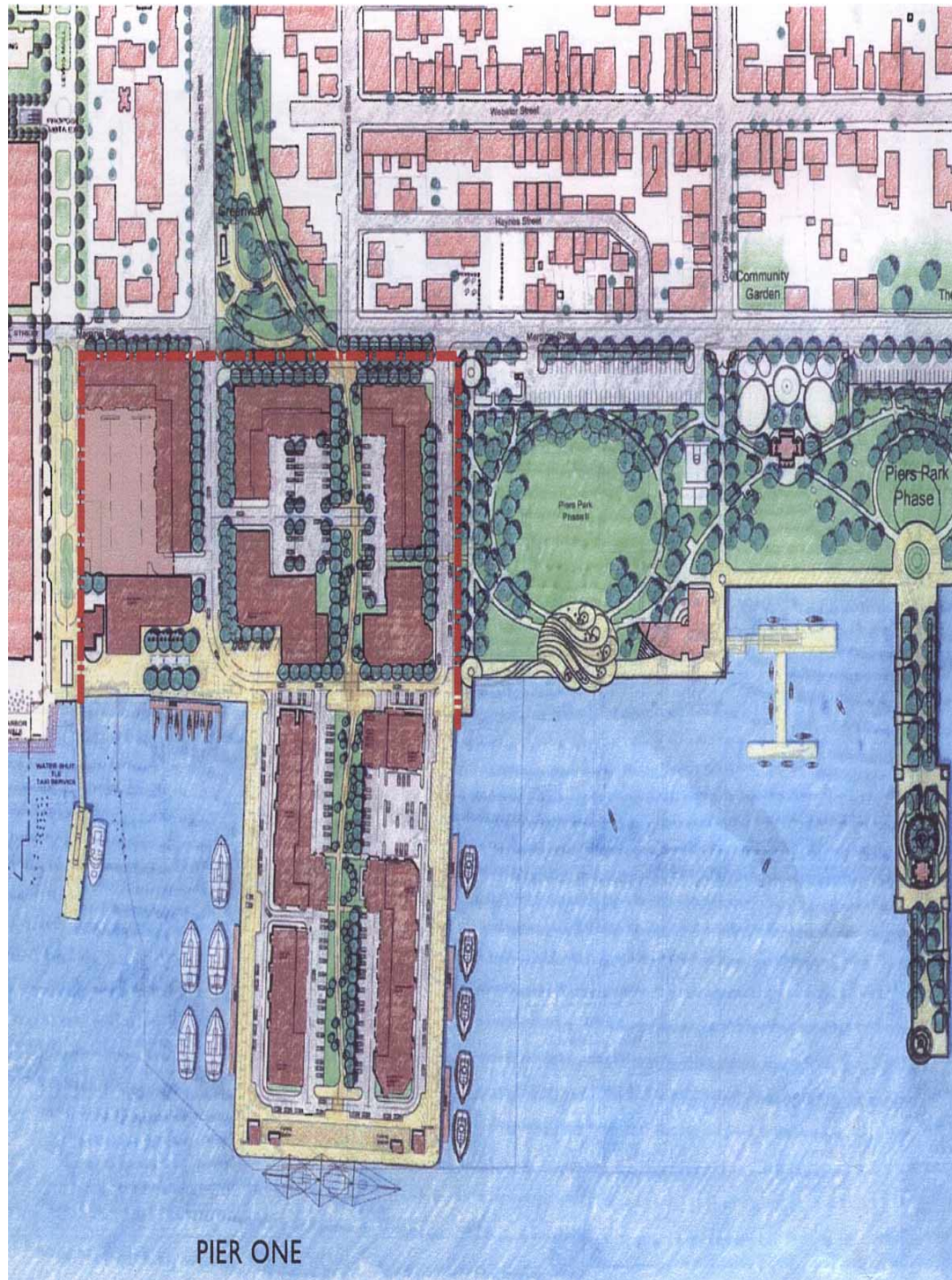
Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 9-4

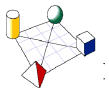
Massport Pier 1



Source: East Boston Portside at Pier One
Boston Harbor Shipyard and Marina.
Figure 2-1 from the Project Notification
Form/Environmental Notification Form
Oct 15, 2001 submitted by Roseland
Property Company.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

Legend






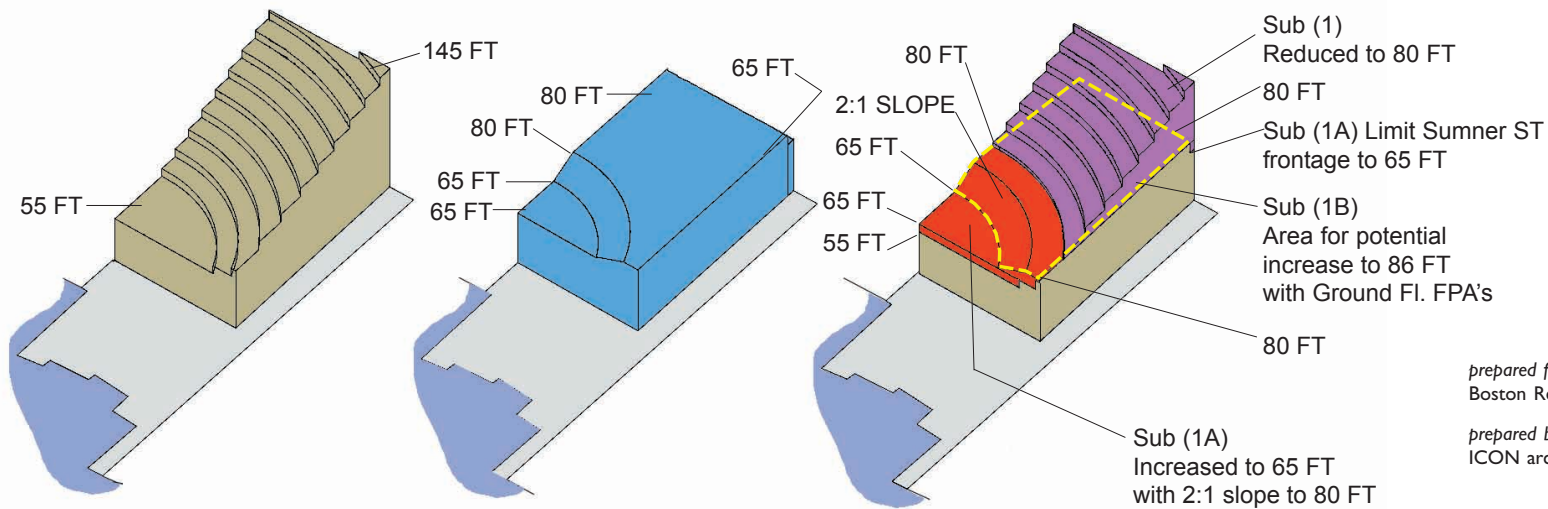
-  Chapter 91 Compliant Volume
-  MHP Concept for Volume
-  Substitution of Volume (Additional)
-  Substitution of Volume (Reduced)
-  Location for additional height for Ground floor FPA's

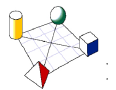
Figure 9-5

Concept for Volume Hodge Boiler Works



prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

Scale: Not to scale

Diagram A
Chapter 91 Volume

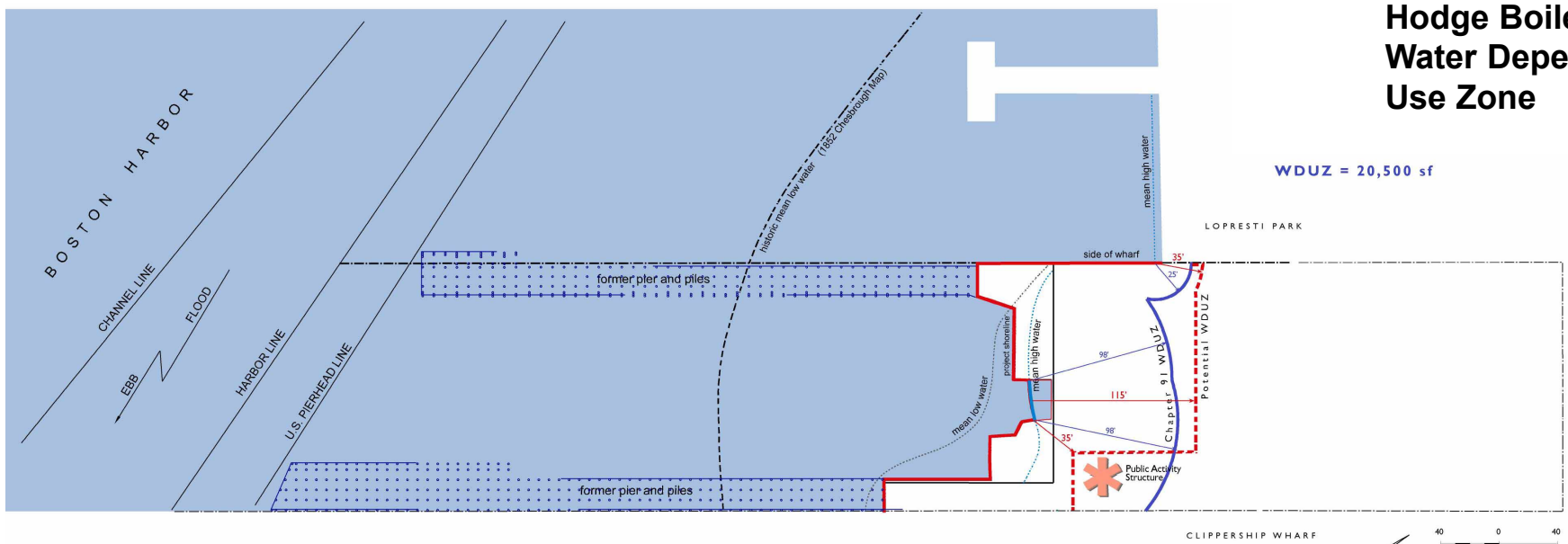
Diagram B
MHP Volume

Diagram C
Substitutions

EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 9-6

Hodge Boiler Works Water Dependent Use Zone



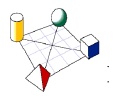
WDUZ = 20,500 sf



Diagram source:
Fort Point Associate

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

Legend

-  London St Ext
-  Public Activity Structure
-  Harborwalk
-  WDUZ
-  Critical Open Space Areas
-  Historic Marker
-  View Corridor

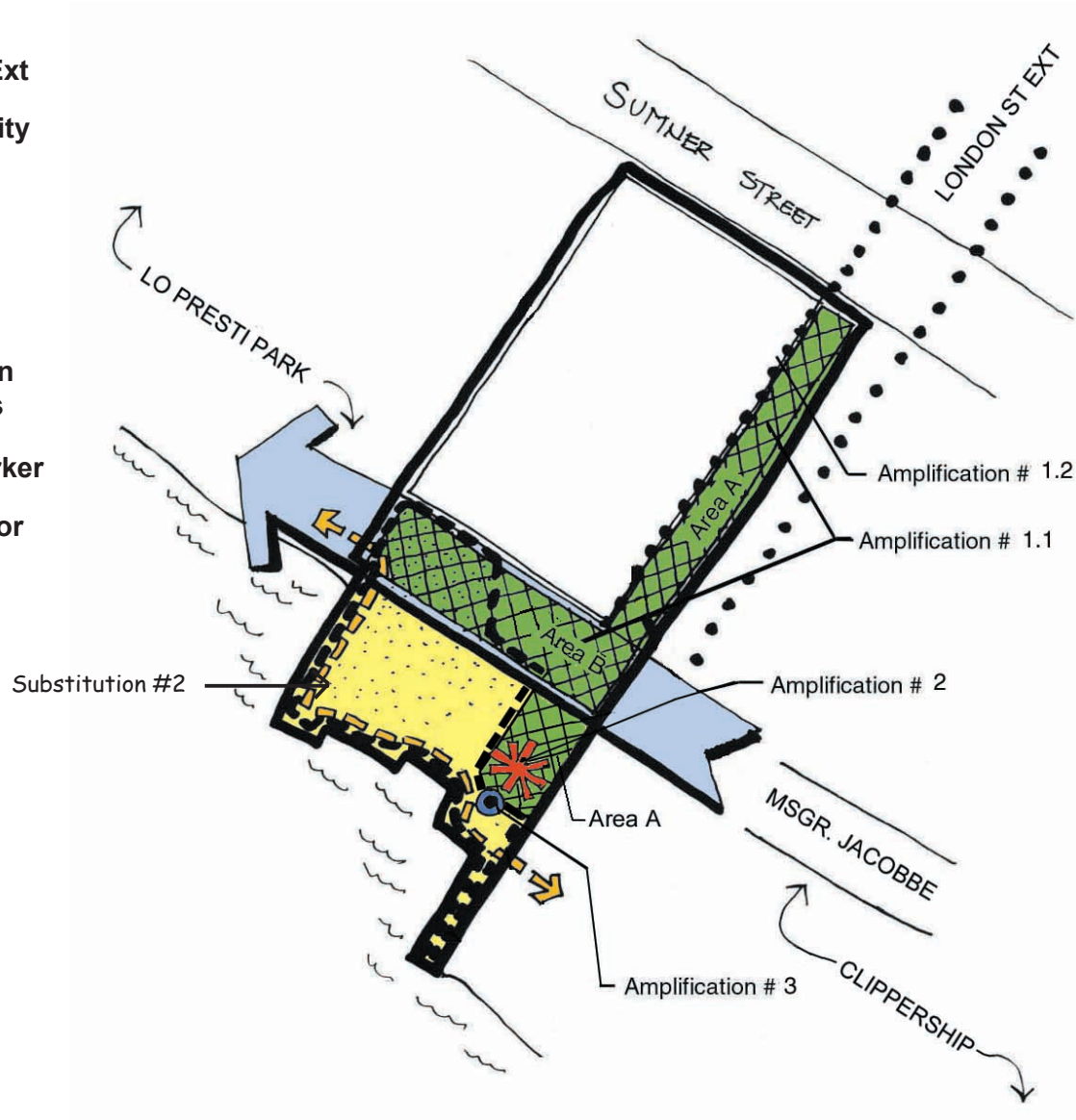
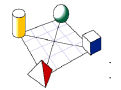


Figure 9-7

Concept for Open Space Hodge Boiler works

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



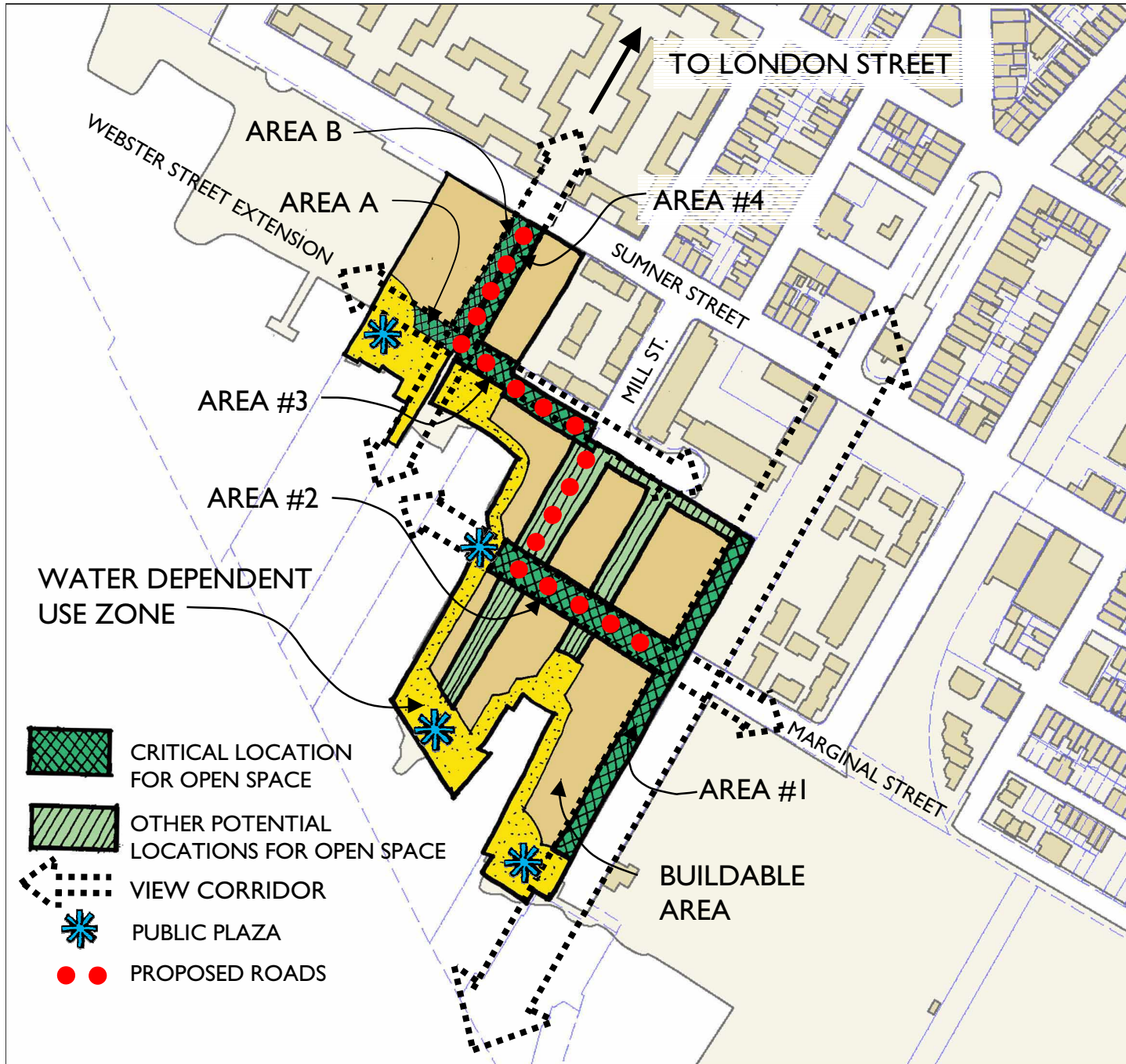
Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

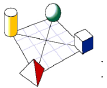
Figure 9-8

Concept for Open Space



prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

Scale: Not to scale

EAST BOSTON MUNICIPAL HARBOR PLAN

Figure 9-9

Hodge Boiler Works Facilities of Private Tenancy Setback

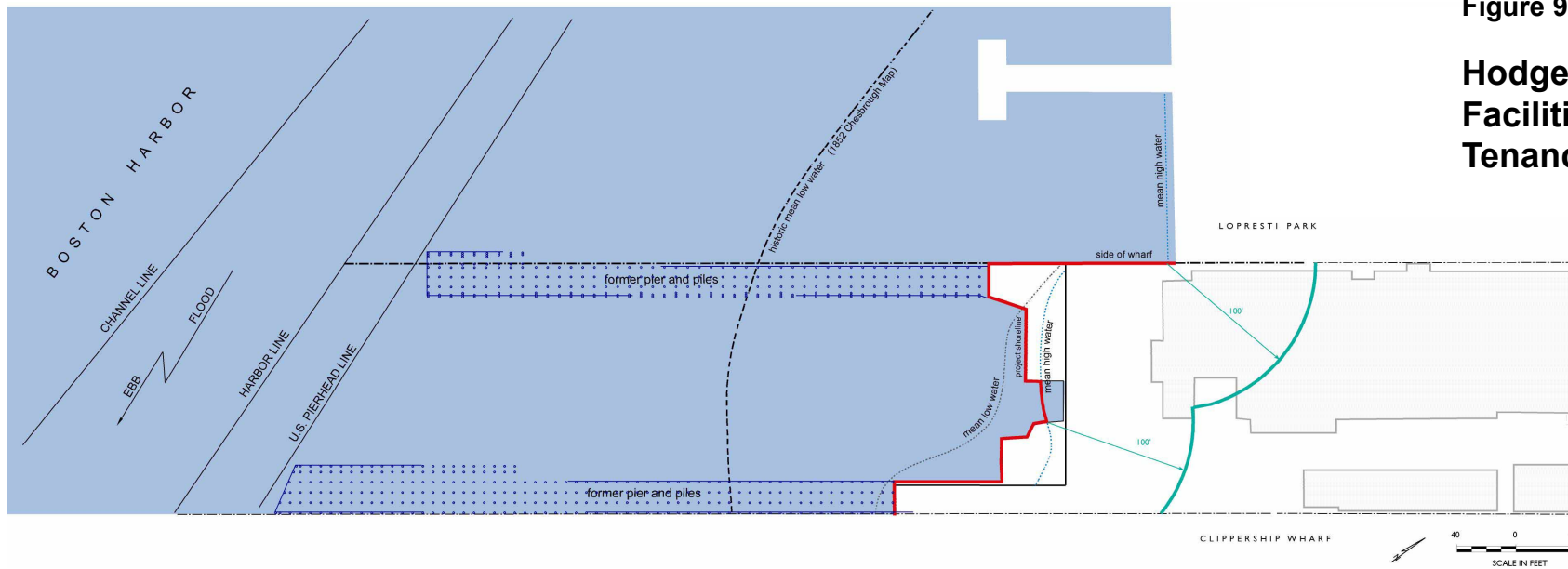
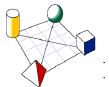


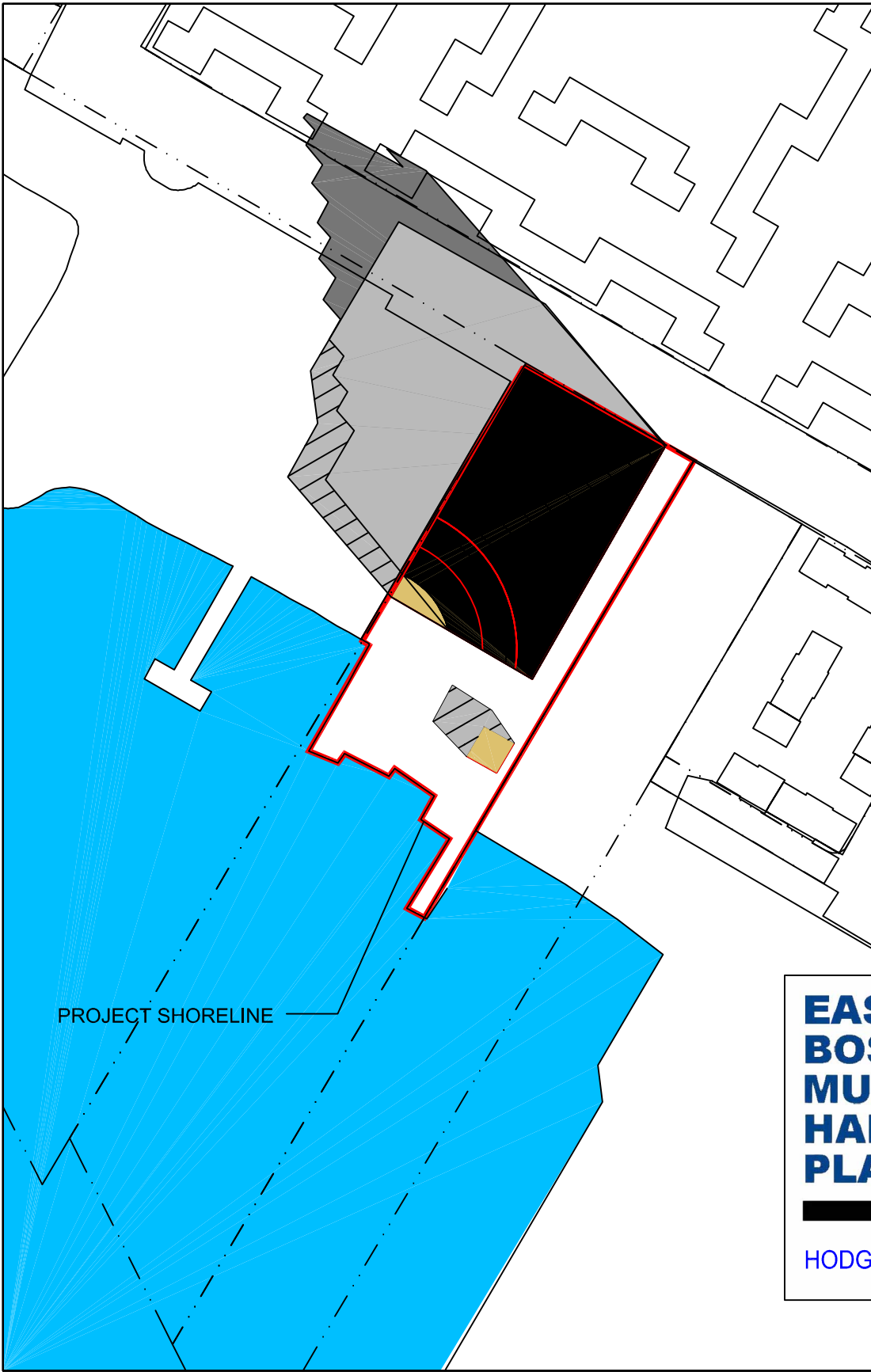
Diagram source:
Fort Point Associate

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



Date: March 2002

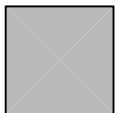


**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

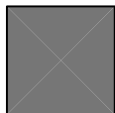
HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

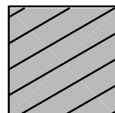
9:00 A.M.



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COMPLIANT AND MHP
COMPLIANT SCHEMES

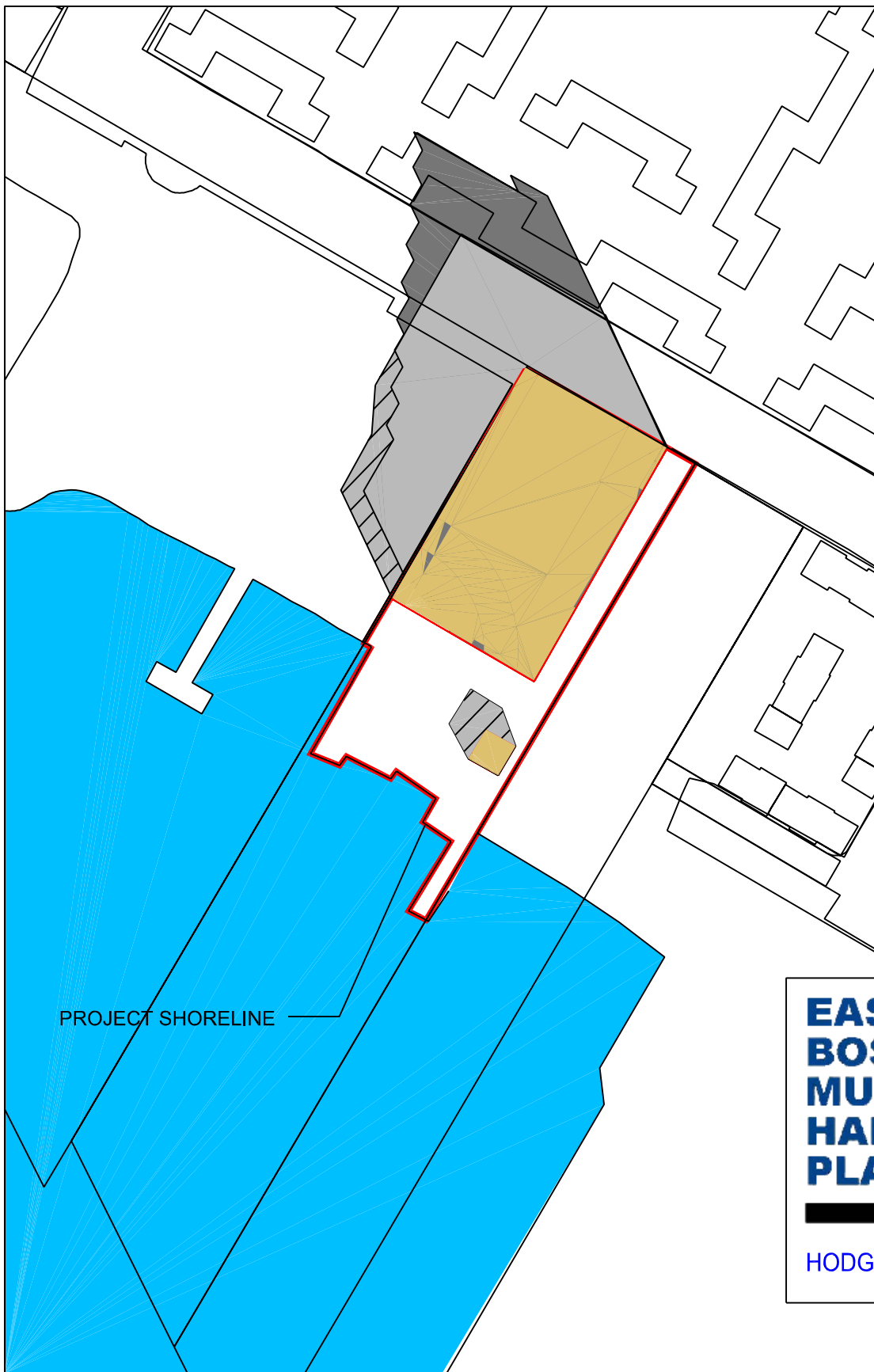


SHADOW CAST BY
CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT



SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT

Figure 9-11



**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

10:00 A.M.



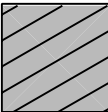
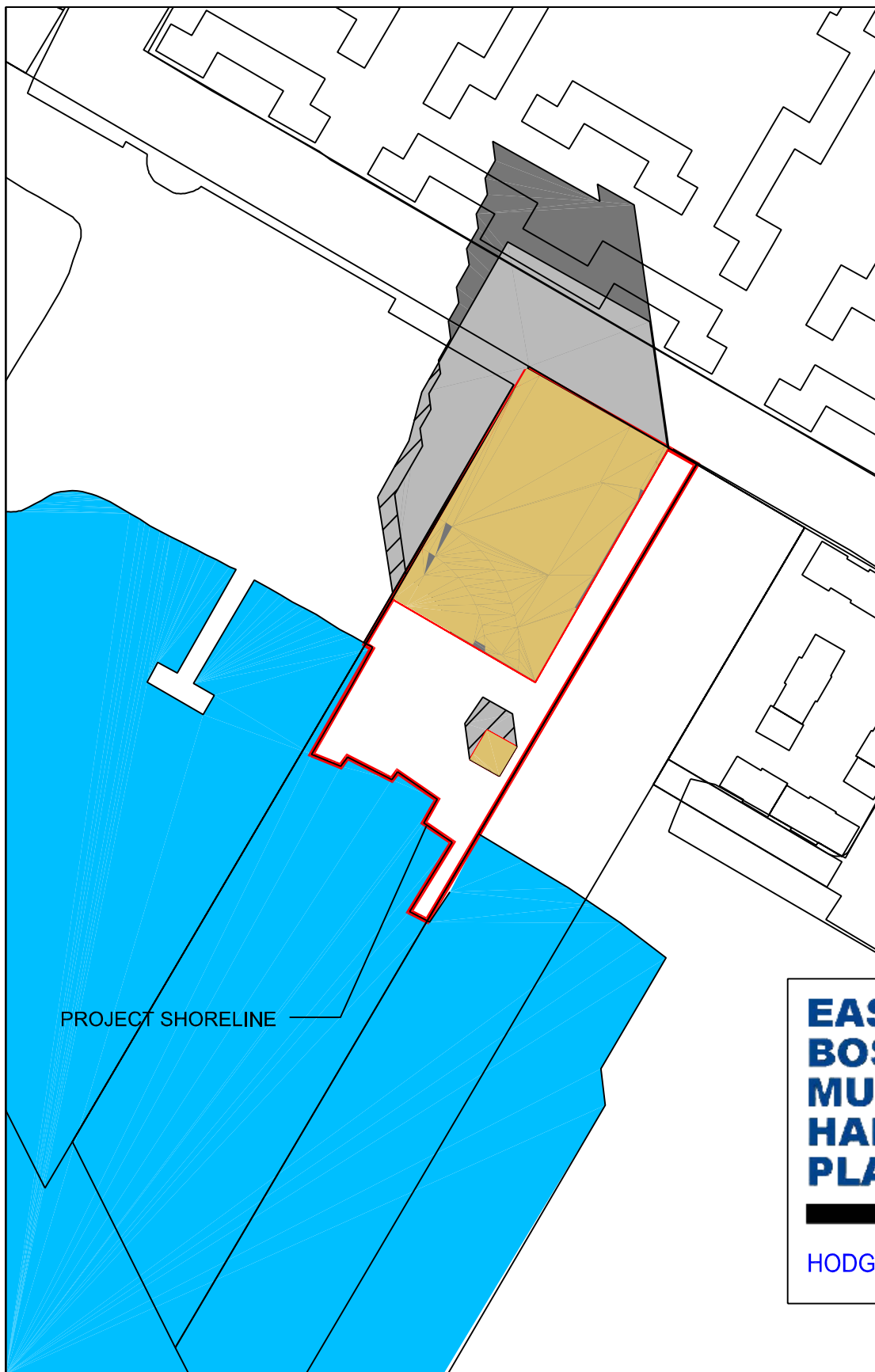
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-  SHADOW CAST BY CHAPTER 91 COMPLIANT AND NOT MHP COMPLIANT
-  SHADOW CAST BY MHP COMPLIANT SCHEME AND NOT CHPTR 91 COMPLIANT

Figure 9-12



PROJECT SHORELINE



**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

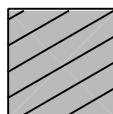
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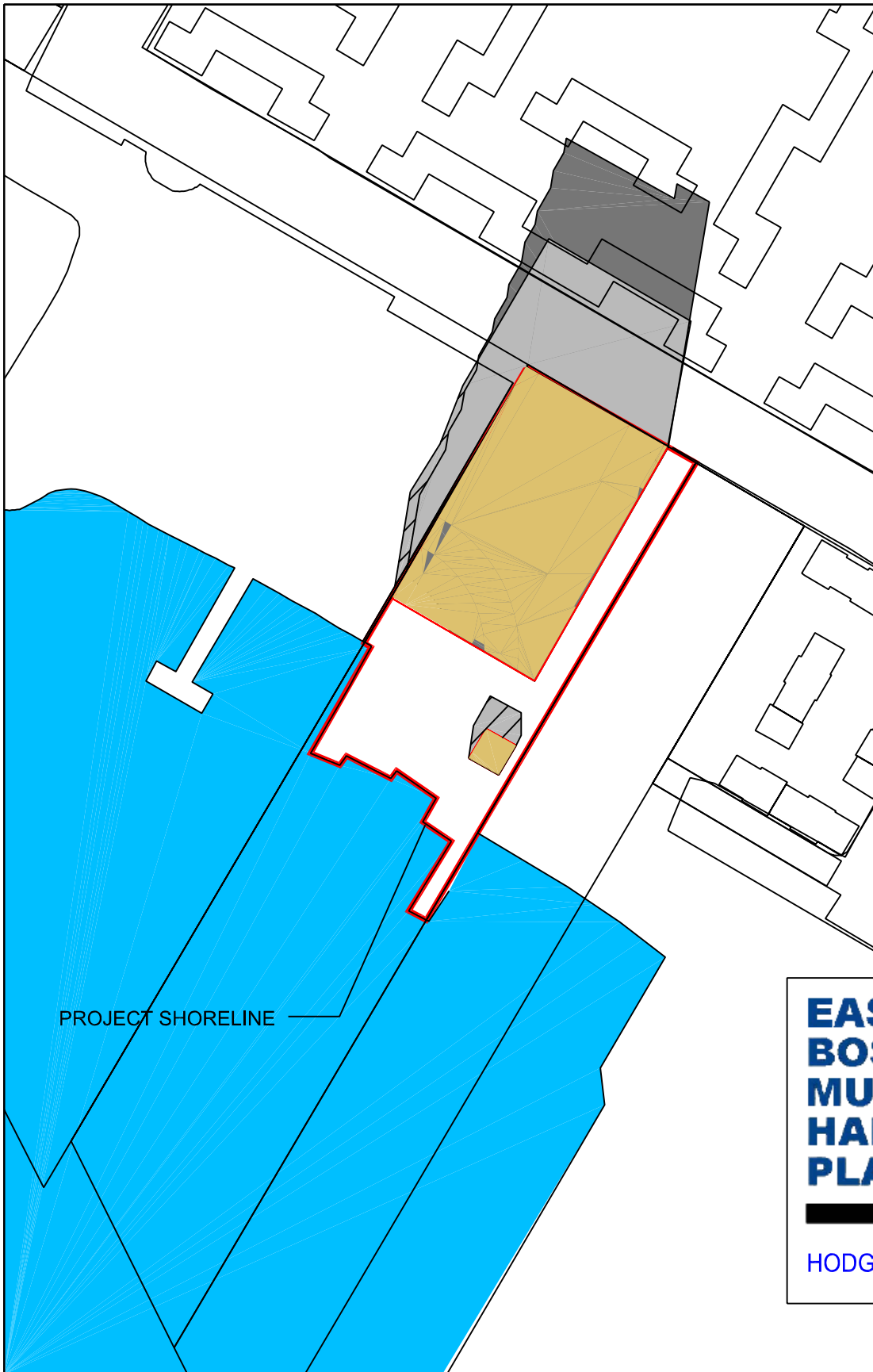


SHADOW CAST BY
CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT



SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT

Figure 9-13



PROJECT SHORELINE



**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

12:00 Noon




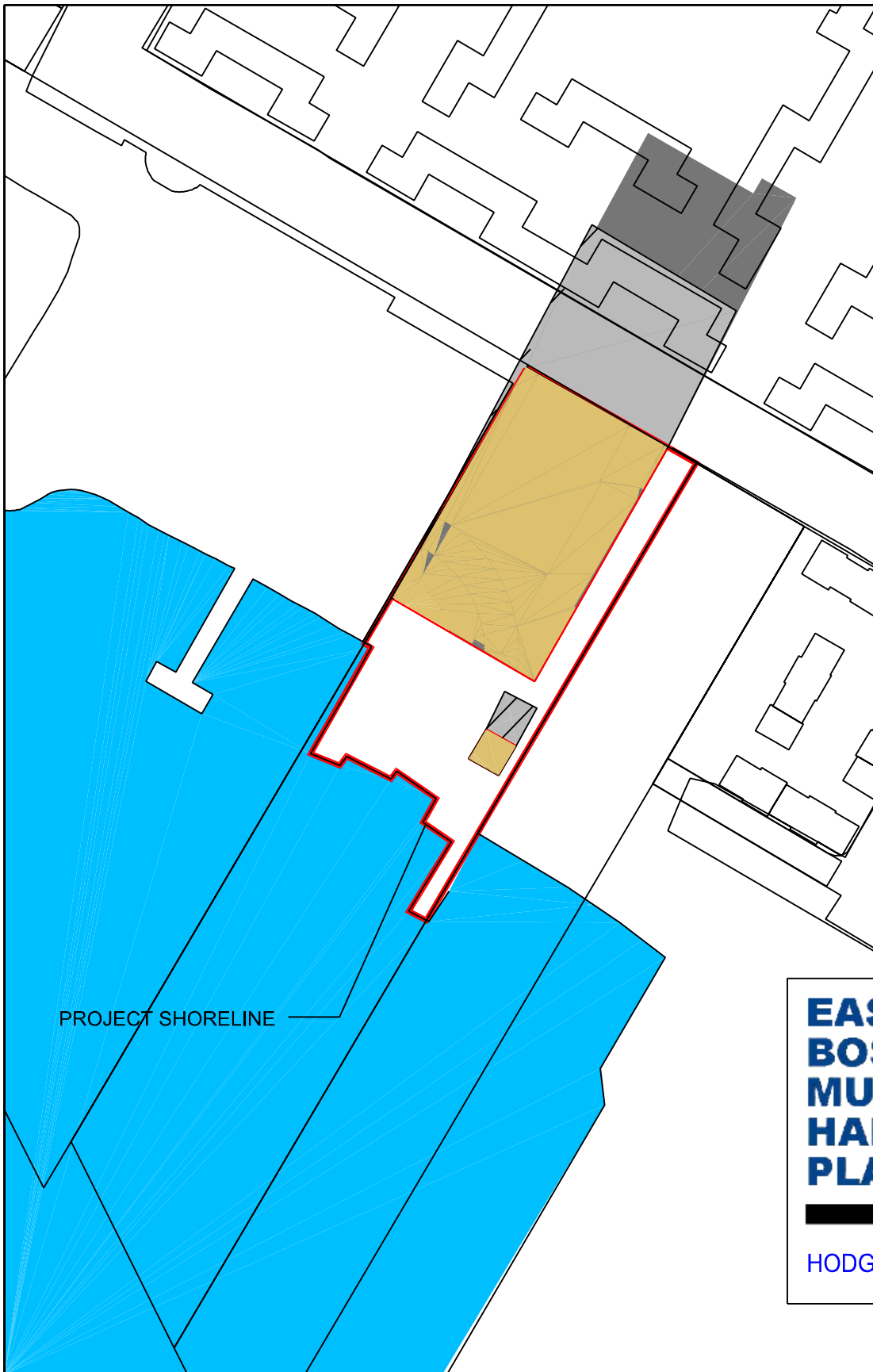
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|--|---|---|--|---|---|
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CAST BY CHPTR 91
COMPLIANT AND MHP
COMPIANT SCHEMES |  | SHADOW CAST BY
CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT |  | SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT |
|--|---|---|--|---|---|

Figure 9-14



PROJECT SHORELINE

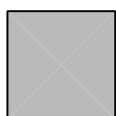


**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

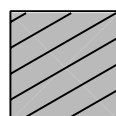
1:00 P.M.



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COMPLIANT AND MHP
COMPIANT SCHEMES

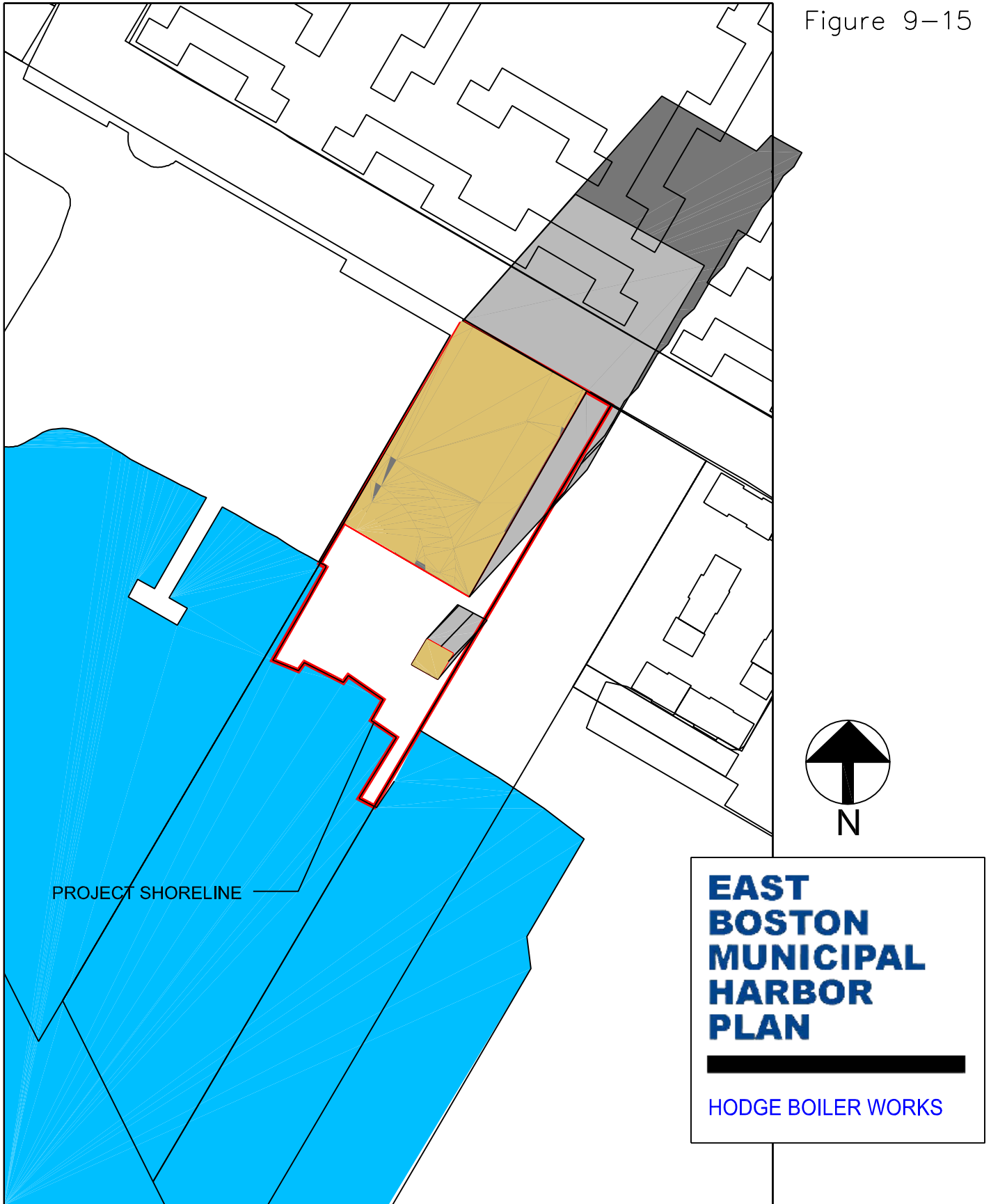


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CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT



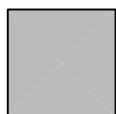
SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT

Figure 9-15



SHADOW STUDY FOR 10/23

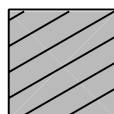
2:00 P.M.



IDENTICAL SHADOW
CAST BY CHPTR 91
COMPLIANT AND MHP
COMPIANT SCHEMES

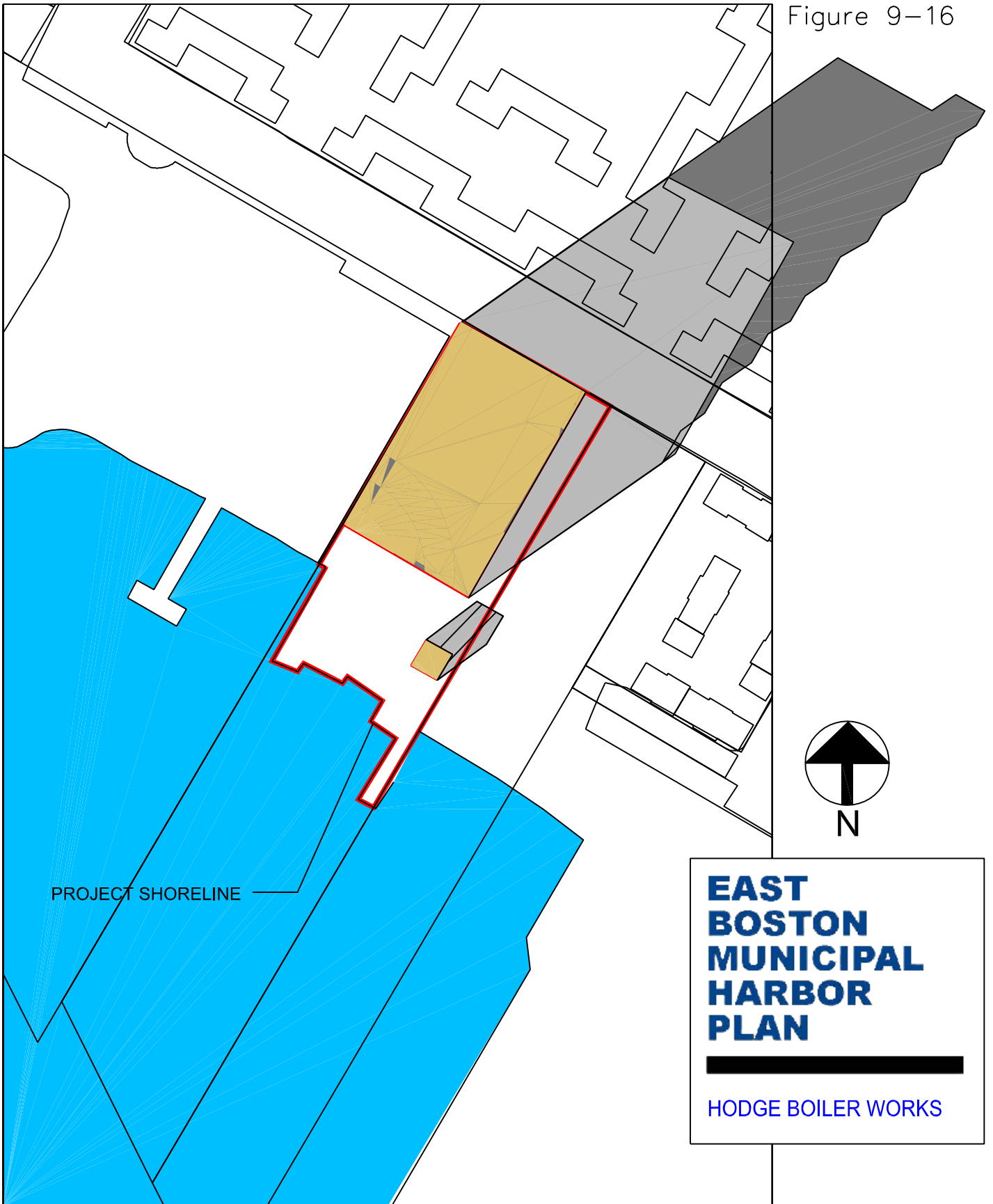


SHADOW CAST BY
CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT



SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT

Figure 9-16



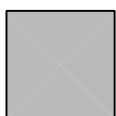
PROJECT SHORELINE

EAST BOSTON MUNICIPAL HARBOR PLAN

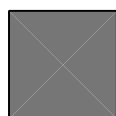
HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

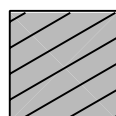
3:00 P.M.



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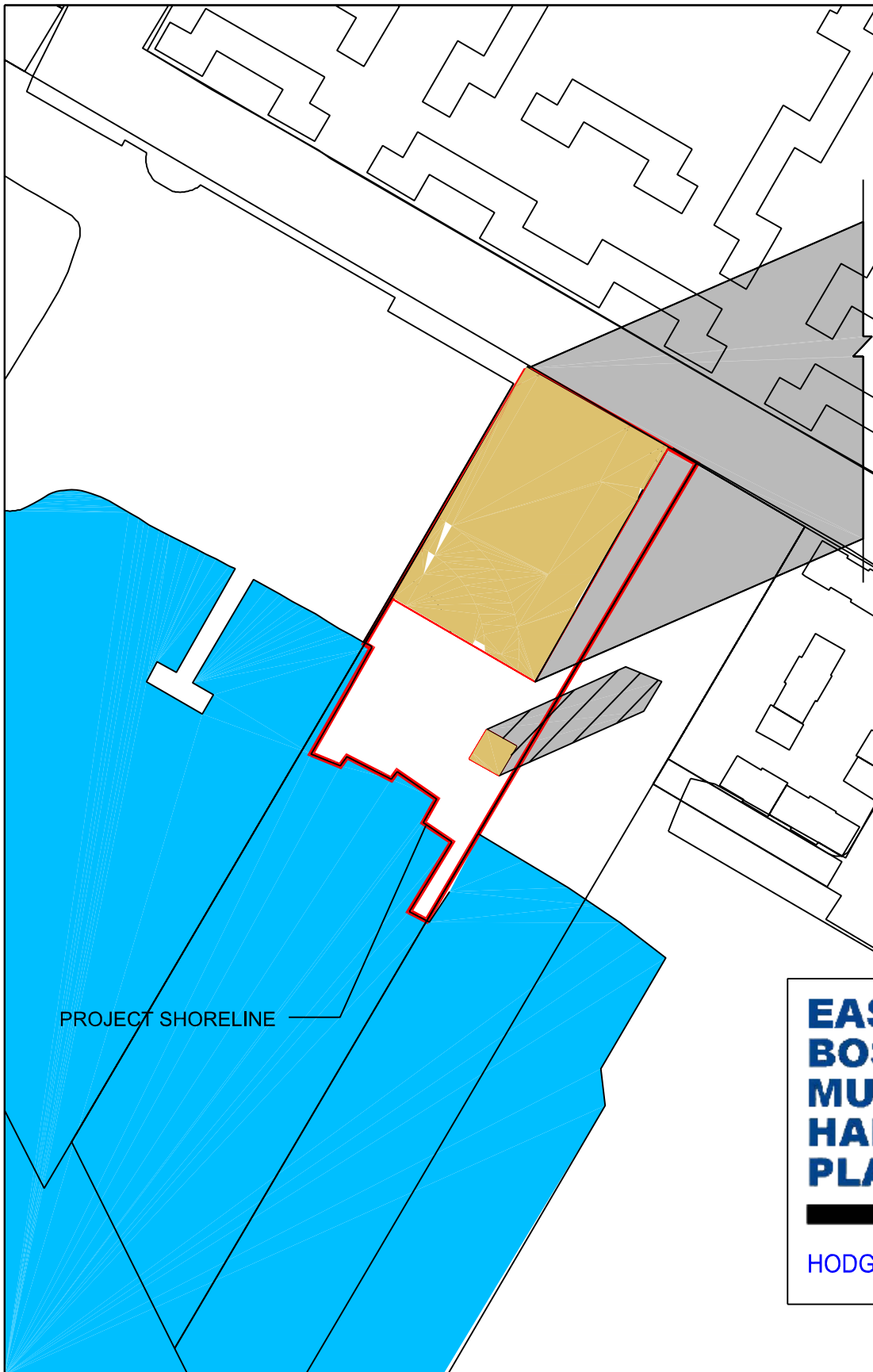


SHADOW CAST BY CHAPTER 91 COMPLIANT AND NOT MHP COMPLIANT



SHADOW CAST BY MHP COMPLIANT SCHEME AND NOT CHPTR 91 COMPLIANT

Figure 9-17



PROJECT SHORELINE






**EAST
BOSTON
MUNICIPAL
HARBOR
PLAN**

HODGE BOILER WORKS

SHADOW STUDY FOR 10/23

4:00 P.M.

- | | | | | | |
|--|---|---|--|---|---|
|  | IDENTICAL SHADOW
CAST BY CHPTR 91
COMPLIANT AND MHP
COMPIANT SCHEMES |  | SHADOW CAST BY
CHAPTER 91 COMPLIANT
AND NOT MHP
COMPLIANT |  | SHADOW CAST BY
MHP COMPLIANT
SCHEME AND NOT
CHPTR 91 COMPLIANT |
|--|---|---|--|---|---|

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-18
Clippership Wharf
Shadow Analysis**










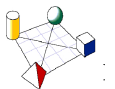
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant scheme	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	18,066 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	6,828 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	
	100' Off Project Shoreline	
	10:00 a.m. shadow extent, MHP Compliant scheme	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 9.00 a.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-19
Clippership Wharf
Shadow Analysis**



Symbols:

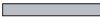

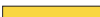
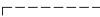

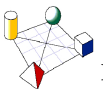
- | | | |
|---|---|--------------|
|  | Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out | |
|  | Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme | 31,582 sq.ft |
|  | Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme | 24,107 sq.ft |
|  | Ch-91 Compliant Scheme building and shadow outline | |
|  | Shadow cast by existing and proposed off-site buildings | |

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

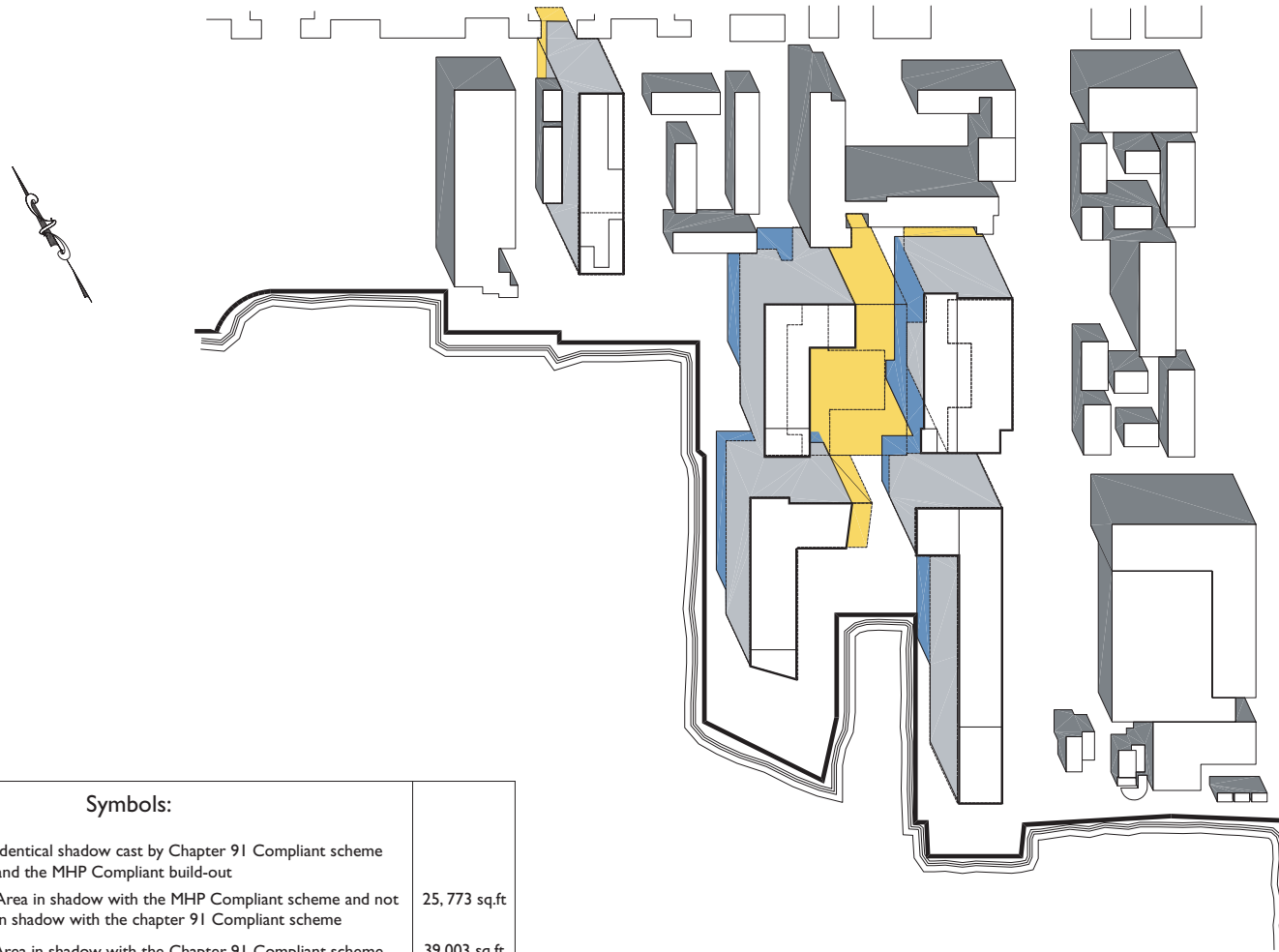
prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-20
Clippership Wharf
Shadow Analysis**



Symbols:






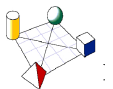
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	25,773 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	39,003 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

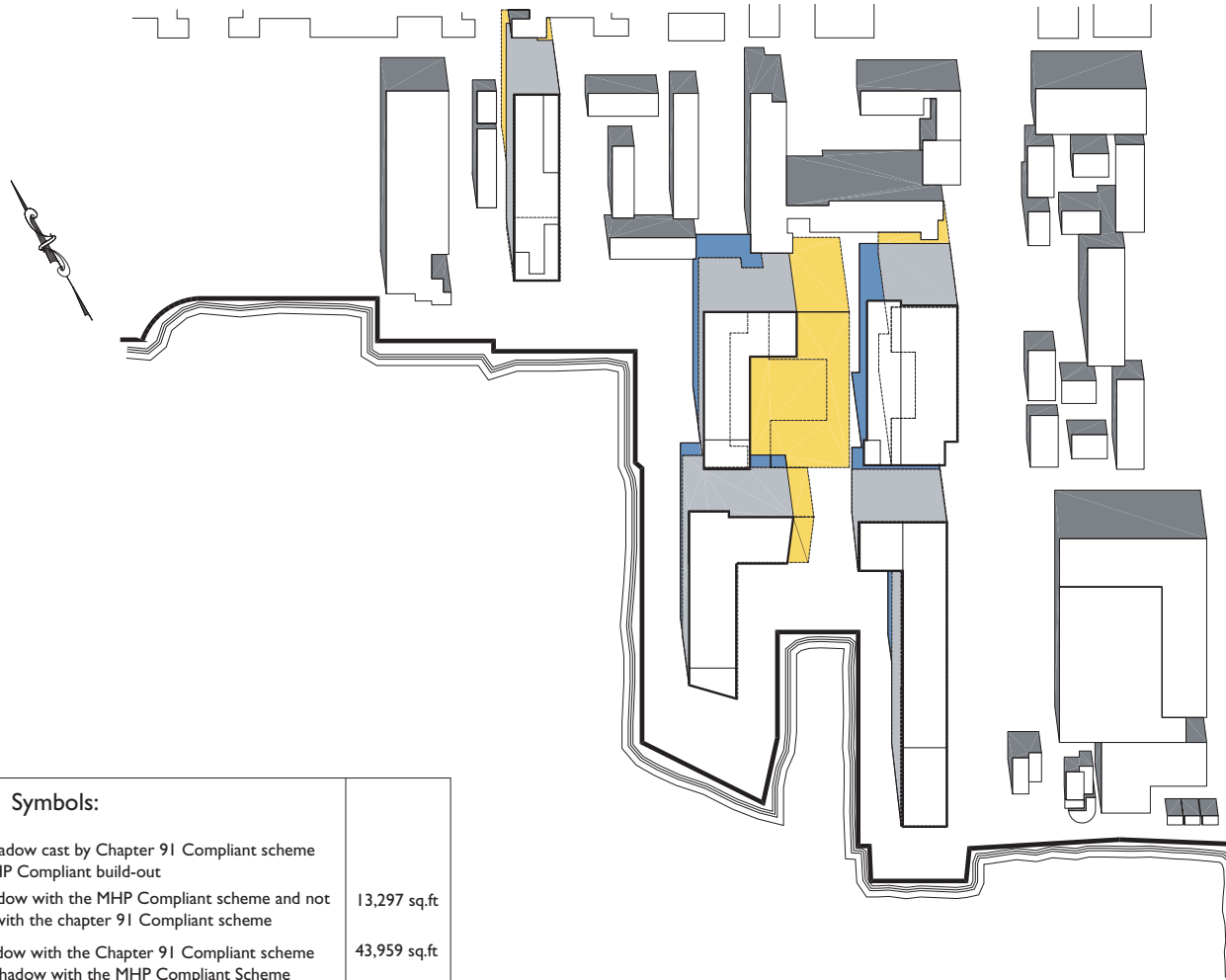
Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 11.00 a.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-21
Clippership Wharf
Shadow Analysis**








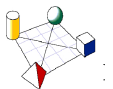
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	13,297 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	43,959 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 12.00 Noon

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-22
Clippership Wharf
Shadow Analysis**



Symbols:






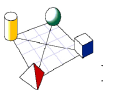
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	8,377 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	42,217 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

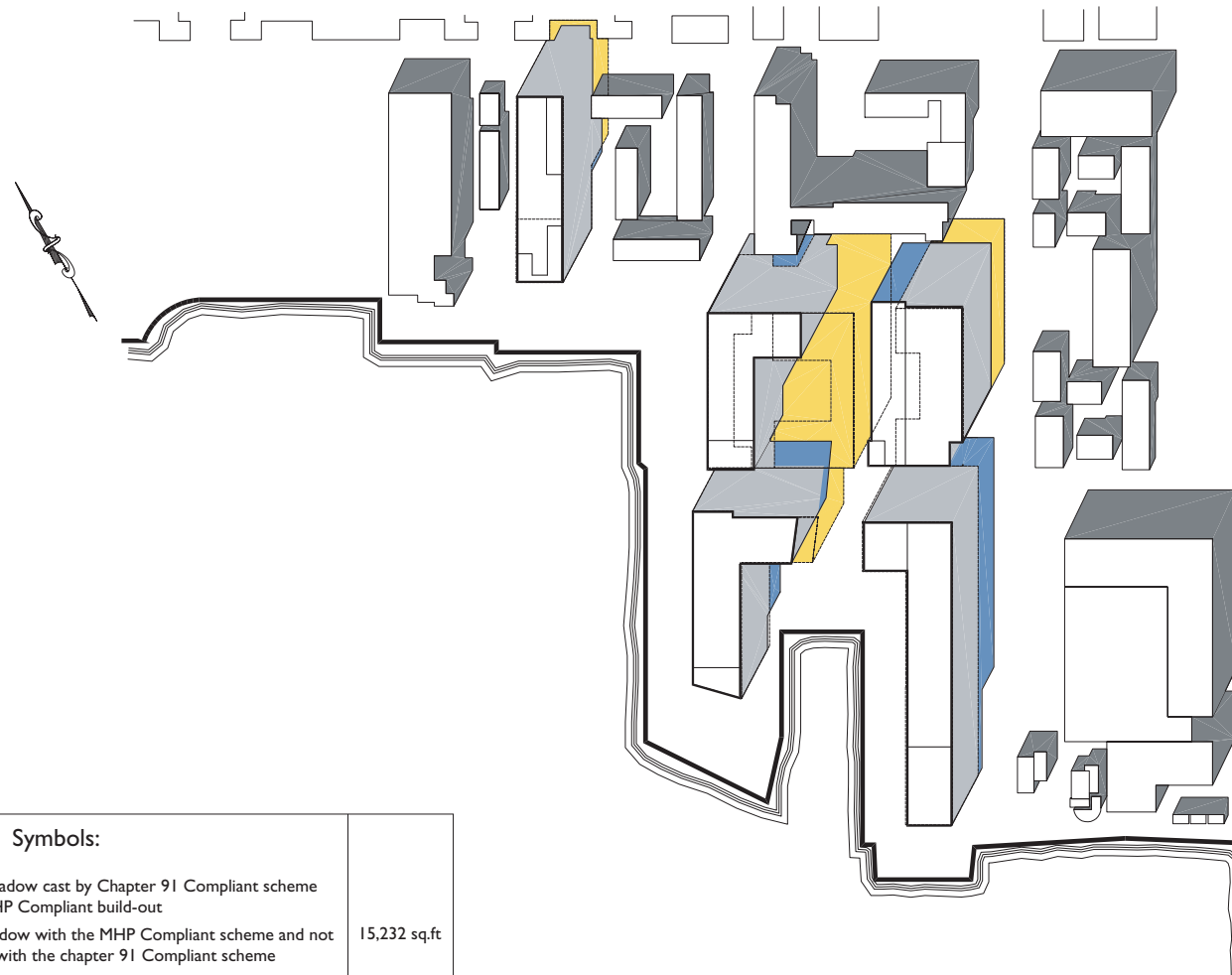
Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 1.00 p.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-23
Clippership Wharf
Shadow Analysis**








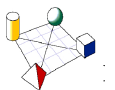
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	15,232 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	49,043 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

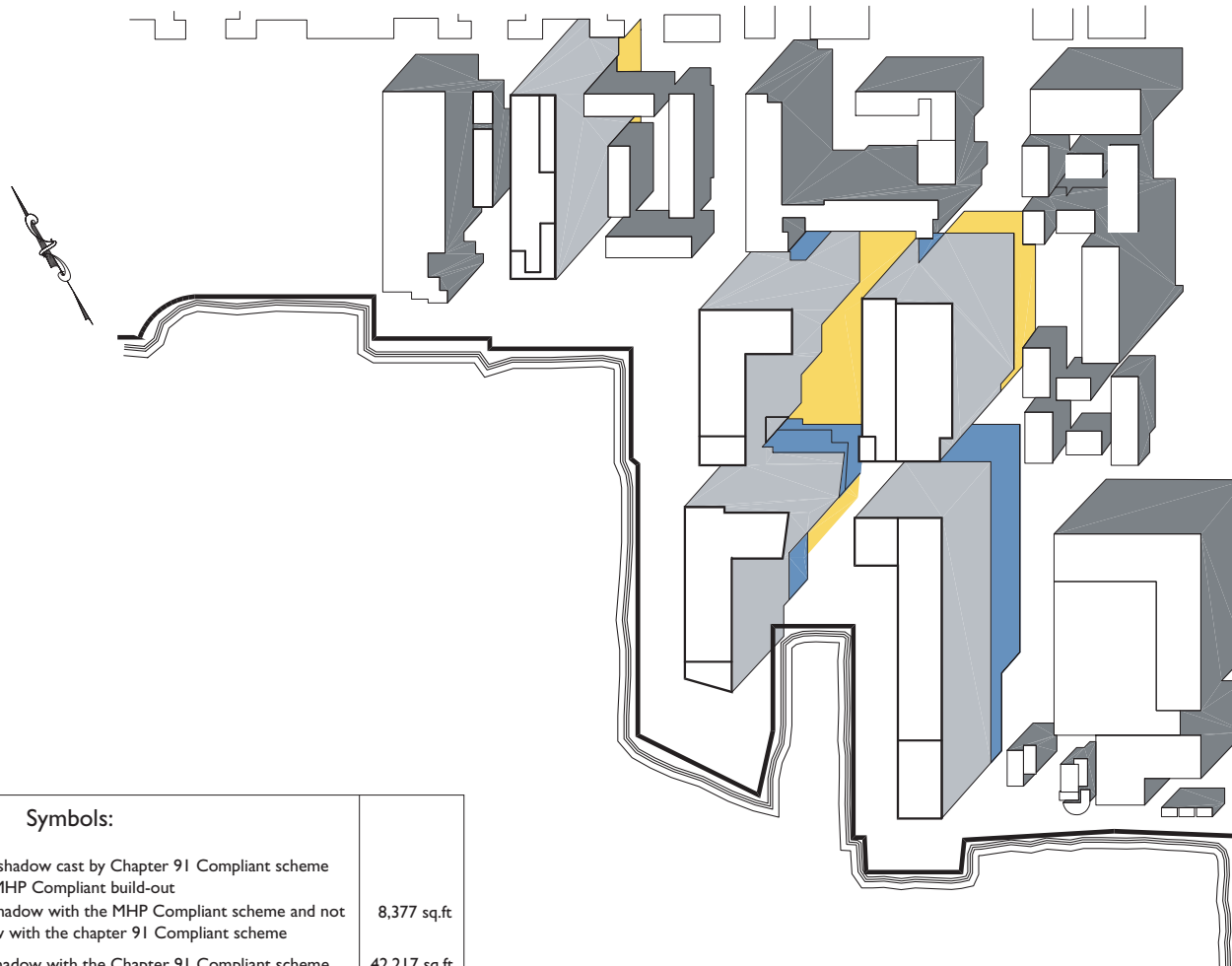
Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 2.00 p.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-24
Clippership Wharf
Shadow Analysis**








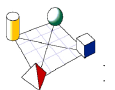
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	8,377 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	42,217 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 3.00 p.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-25
Clippership Wharf
Shadow Analysis**








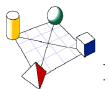
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant build-out	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	20,098 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	5,685 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 4.00 p.m

Date: March 2002

EAST BOSTON MUNICIPAL HARBOR PLAN

**Figure 9-26
Clippership Wharf
Shadow Analysis**








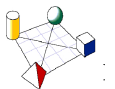
Symbols:		
	Identical shadow cast by Chapter 91 Compliant scheme and the MHP Compliant scheme	
	Area in shadow with the MHP Compliant scheme and not in shadow with the chapter 91 Compliant scheme	7,917 sq.ft
	Area in shadow with the Chapter 91 Compliant scheme and not in shadow with the MHP Compliant Scheme	3,303 sq.ft
	Ch-91 Compliant Scheme building and shadow outline	
	Shadow cast by existing and proposed off-site buildings	

Diagram source:
CBT Childs Bertman Tseckares, inc.

prepared for:
Boston Redevelopment Authority

prepared by:
ICON architecture, inc.



CLIPPERSHIP WHARF DEVELOPMENT

Shadow Study Overlay -Comparing Proposed+CH-91 Alternate-

October 23 @ 5.00 p.m

Source: CBT/childs.bertman.tseckares, inc

Date: March 2002

9-1 Hodge & Clippership Wharf



9-2 Hodge Boiler Works



9-3 Hodge Boiler Works



9-4 Clippership Wharf



9-5 Clippership Wharf



10. Implementation

The City of Boston will implement the EBMHP in several ways. The primary tools are:

- Permanent Zoning Changes
- Section 18 Determination
- Article 80 of the Boston Zoning Code

10.1 Permanent Zoning

The provisions of this East Boston MHP will also be implemented by the adoption of permanent zoning changes for the two properties for which parcel specific substitutions, amplifications and offsets are recommended, namely the Hodge Boiler Works and Clippership site. Such zoning amendments will, at a minimum, permit the uses contemplated for each site, adopt height limitations consistent with the proposed substitutions, and incorporate the Planning and Urban Design, Shoreline and Watersheet Goals, Guidelines and Requirements discussed in Chapter 7 and the Open Space and Public Access Goals, Guidelines and Requirements discussed in Chapter 8.

Amendments will be proposed as appropriate to conflicting or inconsistent provisions of Chapter 53 of the Boston Zoning Code. With respect to the Clippership Wharf site in particular, which lies within a Planned Development Area (“PDA”) Overlay District, the BRA will entertain an amendment to the Development Plan for the PDA that conforms to the specific substitutions, amplifications and offsets recommended for the Clippership site.

The process for the adoption of these zoning amendments will be initiated by the BRA by petition to the Zoning Commission for amendment to Article 53 and by approval in the first instance of the amendment to the Development Plan for the Clippership Wharf PDA. In the latter case, the PDA amendment must await the completion of the review of the Clippership Wharf project under Article 80 as described above. Ultimate approval of these recommended amendments to the Boston Zoning Code or Development Plan must be voted by the Zoning Commission and approved by the Mayor.

10.2 Section 18 Determination

For all projects on tidelands, except for water-dependent use projects located on private tidelands, Chapter 91 and the Waterways Regulations require the DEP to make a determination that a project serves a proper public purpose. [G.L. c.91, §18; 310 CMR 9.31(2)]. The Waterways Regulations also give a municipality the opportunity to make a Section 18 Determination, that is, submit a written recommendation to the DEP stating whether the municipality believes the project serves a proper public purpose and is not detrimental to the public’s rights in the tidelands. [310 CMR 9.13(5)].

The City has developed a comprehensive list of factors to be considered in making this determination. They are included in Chapters 7, 8 and 9 of this East Boston Municipal Harbor Plan submittal. The Section 18 criteria require the BRA to evaluate a project in terms of how well it preserves and enhances the public’s rights in the tidelands, including visual and physical access to the water, interest in historic preservation, interest in industrial and commercial waterborne transportation of goods and persons, interest in repair and rehabilitation of dilapidated piers and interest in safe and convenient navigation in Boston Harbor.

10.3 Boston Zoning Code Article 80

The review process involves three stages: scoping, draft and final. Each of these stages includes a required public comment period. In addition, the BRA must invite other City agencies (and may invite other public agencies) to participate in a joint scoping session before the BRA. Article 80 also authorizes the BRA to coordinate Large Project Review with any other review to which a project may be subject, including the Commonwealth's Chapter 91 licensing and MEPA review procedures.

The purpose of Large Project Review is to assess a project's impacts on its surroundings and on City resources and to identify necessary mitigation measures. All projects subject to the Large Project Review threshold must address eight separate scope components of Large Project Review: (1) transportation; (2) environmental protection; (3) urban design; (4) historic resources; (5) infrastructure systems; (6) site plan; (7) tidelands and (8) Development Impact Projects. The BRA's determination of the adequacy of a project's impact analysis and mitigation proposals is subject to a vote of the BRA's board at a public meeting. No permit may be issued for a project before the project proponent has entered into a cooperation agreement with the BRA to enforce the mitigation measures.

10.3.1 Transportation

The applicant must submit a Transportation Access Plan that analyzes the project's impacts on the City's transportation network. The analysis must encompass both the construction phase and post-construction phase, and propose measures to mitigate, limit or minimize any adverse impacts. The Transportation Access Plan may be required to contain any one or more of the following elements: traffic management, parking management, construction management and provisions for monitoring the effectiveness of any mitigation measures.

10.3.2 Environmental Protection

The applicant also is required to conduct studies to determine the direct or indirect damage to the environment reasonably attributable to the project and propose appropriate mitigation and design measures. Elements for which environmental studies and mitigation measures may be required include: wind, shadow, daylight, solar glare, air quality, water quality, flood hazard districts/wetlands, groundwater, geotechnical impact, solid and hazardous wastes, noise, construction impact, rodent control and wildlife habitat.

10.3.3 Urban Design

For the urban design component, the applicant must submit such plans, drawings and specifications as are necessary for the BRA to determine that the project: (a) is architecturally compatible with surrounding structures; (b) exhibits an architectural concept that enhances the urban design features of the subdistrict in which it is located; (c) augments the quality of the pedestrian environment; and (d) is consistent with any established design guidelines that exist for the areas in which the project is located. The general guidelines established in the Public Realm Plan will be applied until such time as expanded guidelines are developed.

10.3.4 Historic Resources

The applicant shall identify all historic, architectural, archaeological, or cultural resources located within 1/2 mile of the proposed project. To do so, the applicant shall consult the Inventory of Historic and Archaeological Assets of the Commonwealth (Massachusetts Historical Commission). Following the identification of historic resources that are likely to be affected by the proposed project, the applicant must submit an analysis of any potential adverse effects that the project may have on historic resources and propose

measures to avoid, minimize, or mitigate these adverse effects. The BRA may forward this component to other public agencies for their review and comment.

10.3.5 Infrastructure Systems

The applicant must submit a description of the project's anticipated water and electricity consumption, sewage generation and energy requirements. The submission must include an evaluation of the project's impact on the capacity and adequacy of existing utilities and systems, including the need for any additional systems facilities.

10.3.6 Site Plan

Site plan review is required only for projects that are located in a Conservation Protection Subdistrict or a Greenbelt Protection Overlay District. These designations were created to protect areas with significant natural features. The purpose of site plan review is to evaluate the project's impacts on these natural features. The applicant's site plan may be required to include a survey map showing the location of the natural features, photographs of their location and condition, a site plan showing the project, including planned grading, landscaping, streets, sidewalks, utilities and other planned features, a drainage and soil report, a proposed maintenance program for the significant natural features and any other information relating to their preservation and protection as the BRA may request.

10.3.7 Tidelands

For any project that requires a Chapter 91 License, the applicant must submit an analysis of the project together with such plans, drawings and specifications as may be necessary for the BRA to determine that the project complies with the standards and requirements for a Section 18 Determination and other tidelands aspects of the underlying zoning provisions.

10.3.8 Development Impact Reports

A Development Impact Project is a project which (a) requires zoning relief, (b) will devote more than 100,000 square feet of gross floor area to Development Impact Uses (certain office, retail, service, institutional, educational and hotel or motel uses), or will result directly in a reduction in the supply of low-and moderate-income dwelling units; and (c) involves the creation or substantial rehabilitation of more than 100,000 square feet of floor area. An applicant must provide the BRA with the gross floor area measurement necessary for the BRA to calculate the Housing Exaction (\$7.18/square foot) and Jobs Contribution Exaction (\$1.44/square foot) for the project.

The Housing Exaction requirement is designed to mitigate the impacts of large-scale real estate development on the available supply of low and moderate income housing and increase the availability of such housing by requiring developers of Development Impact Projects to make a development impact payment to the Neighborhood Housing Trust, or to contribute to the creation of low and moderate income housing.

The Jobs Contribution Exaction is designed to provide jobs training for low and moderate income people to enable workers to compete for new non-manufacturing jobs created by the displacement of the manufacturing sector by more profitable commercial uses. Developers must make a payment to the Neighborhood Jobs Trust or create or expand job-training programs.

If a proposed project triggers the Development Impact Project Exactions, which are designed to mitigate the impacts of large-scale real estate development on the available supply of low and moderate income housing and

increase the availability of low and moderate income housing.

The EBMHP submittal includes multiple references to the Article 80 process as a way of ensuring that certain issues and requirements are met. These are:

1. Review of Project meetings, Article 80 threshold.
2. Planning and urban design guidelines.
3. Design of structures on individual sites.
4. Appropriate location and scale of any new project.
5. The types and locations of watershed uses.
6. Water transportation terminal provisions.
7. Determination of location and exact dimension of Harborwalk.
8. Programming strategies, including number and scale of programming elements.
9. Compliance with signage requirements and guidelines, including, the location and need for historic and educational signage.
10. Determination of appropriate number, size, and design of double amenity structures.
11. Compliance with open space and public access plan requirements.
12. Impacts of construction to be minimized.
13. Final configuration of potential open spaces.
14. Analysis of pedestrian-level wind impacts to ensure that ground level ambient speeds do not exceed pedestrian wind guidelines.
15. Wind impact mitigation measures.
16. Measures to implement site specific offsets in a timely manner.
17. Measures to protect historic resources, including historic granite seawalls.
18. Measures to implement Historic Network Plan.
19. Measures to ensure public access in accordance with EBMHP recommendations.

11. Consistency With Coastal Zone Management Harbor Planning Approval Standards, Program Policies and Management Principles

11.1 Consistency with Coastal Zone Management Harbor Plan Approval Standards

CZM Regulations 301 CMR 23.05 set the standards for state approval of a Municipal Harbor Plan. The plan must be:

- Consistent with state Tidelands policy objectives and associated regulatory principles. **Section 11.2** addresses this topic.
- Consistent with CZM policies. **Section 11.3** addresses consistency.
- Compatible with plans of state agencies owning property in the plan area. Massport is the only state agency that owns property along the East Boston waterfront. Though it is not subject to the MHP process, Section 9.8 addresses the compatibility between the EBMHP and Massport's plans for its piers and property.
- Implementable. It must include enforceable implementation measures to ensure that commitments made will be carried out in a timely fashion. Chapter 10 addresses implementation.

The East Boston Harbor Plan addresses the following topics contained in the Notice to Proceed:

- Municipal Harbor Plan Geographic Definition – Chapter 1 includes the boundary and preliminary planning sub areas, which are redefined in Chapter 9.
- Goals – these are discussed in the following manner:
 - Two-tiered level of goals for the water's edge;
 - Chapter 7 – Goals and guidelines for urban design, the waterfront, and the watershed; and
 - Chapter 8 – Goals and guidelines for open space and public access.
- Planning Process and Public Participation – Chapter 2 discusses the planning process, including the MHPAC's role, community meetings, and a schedule for meetings.
- Setting and Context – Chapters 3 to 6 address planning history and content, summarizes the East Boston Master Plan, and provides an overview of transportation issues.
- Open Space and Public Access – Chapters 7 and 8 address these topics. A conceptual open space plan is provided in chapter 8 that is implemented through Chapter 9 where applicable.
- General urban design, shorelines and watershed goals, requirements and guidance are provided in Chapter 7. This chapter will be used in DEP Chapter 91 licensing decisions.
- Changes to Waterways Regulations numerical requirements for nonwater-dependent uses including analysis of impacts and comparison to Chapter 91 requirements, offsets, and mitigation are included Chapters 9. This chapter will be used in DEP Chapter 91 licensing decisions.
- Maps and illustrations are provided as necessary. They are provided for Chapters 1, 2, 4, 5, 6, 8 and 9.

11.2 Consistency with State Tidelands Policies

Standards for approval of a municipal harbor plan are set forth at 301 CMR 23.05 and require consistency with ten state tidelands policy objectives, as set forth in the Waterways Regulations at 310 CMR 9.00, *et seq.*, and summarized in the MHP Regulations at 301 CMR 23.05(3)(a). The MHP Regulations identify ten primary state tidelands policy objectives. This submittal of the East Boston Municipal Harbor Plan is consistent with the Tidelands Policy Objectives as follows:

11.2.1 Compliance with Applicable Commonwealth Environmental Programs

To ensure that development of all tidelands complies with other applicable environmental regulatory programs and is especially protective of aquatic resources with the coastal Areas of Critical Environmental Concern, as provided in 310 CMR 9.32(1)(e) and 9.33.

This submittal does not include any recommendations that are inconsistent with other environmental regulatory programs. There are no Areas of Critical Environmental Concern in the Study Area.

11.2.2 Protection and Promotion of the Public Trust Doctrine

To preserve any rights held by the Commonwealth in trust for the public to use tidelands for lawful purposes, and to preserve any public rights of access that are associated with such use, as provided in 310 CMR 9.35.

This submittal protects and promotes the Public Trust Doctrine by providing and promoting public access and open space along and to the waterfront. Chapters 7, 8 and 9 address the provision of public access and open space through guidelines, requirements, and substitutions. Chapter 8, which presents the Open Space Concept Plan, is dedicated entirely to these issues.

11.2.3 Preserves Water-Dependent Uses and Locations for Maritime Industry

To preserve the availability and suitability of tidelands that are in use for water-dependent purposes, or which are reserved primarily as locations for maritime industry or other specific types of water-dependent use, as provided in 310 CMR 9.32(1)(b) and 9.36.

The general principles, guidance, and substitutions for nonwater-dependent uses all are geared around the protection of water-dependent uses. There are no changes to the required land area for Water-Dependent Use Zone. In fact, Clippership Wharf provides more WDUZ area than is required under the regulations. The DPA uses will be addressed in the BRA's amendment to this submittal.

11.2.4 Licensed Fill and Structures

To ensure that all licensed structures are structurally sound and otherwise designed and built in a manner consistent with public health and safety and with responsible environmental engineering practice, especially in coastal high hazard zones and other areas subject to flooding or sea-level rise, as provided in 310 CMR 9.37.

Not applicable. This submittal does not include recommendations about licensed fill and structures. The review to ensure consistency with this policy occurs during the BRA's review of development projects. The State Building Code regulates issues of building integrity, and state inspectors have responsibility for plan review.

11.2.5 Prevention of Privatization of Recreation Boating Facilities

To ensure patronage of public recreational boating facilities by the general public and to prevent undue privatization in the patronage of private recreational boating facilities, as provided in 310 CMR 9.38; and to ensure that fair and equitable methods are employed in the assignment of moorings to the general public by harbormasters, as provided in 310 CMR 9.07.

The general principles found in Chapters 7 and 9 and substitute provisions in Chapter 9 address the need to prevent privatization of private recreational boating facilities. Chapter 8, Open Space and Public Access, also identifies public access opportunities.

11.2.6 Sound Engineering Design of Marinas, Boatyards, and Launching Ramps

To ensure that marinas, boatyards and boat launching ramps are developed in a manner that is consistent with sound engineering and design principles, and include such pumpout facilities and other mitigation measures as are appropriate to avoid or minimize adverse impacts on water quality, physical processes, marine productivity, and public health as provided in 310 CMR 9.39.

Not applicable. The City's review of such facilities will be coordinated with state project review. The City will defer to the State with regard to detailed engineering requirements for marinas, docks, and launching ramps.

11.2.7 Dredging and Disposal of Dredged Material

To ensure that dredging and disposal of dredged materials is conducted in a manner that avoids unnecessary disturbance of submerged lands and otherwise avoids or minimizes adverse effects on water quality, physical processes, marine productivity, and public health, as provided in 310 CMR 9.40.

Not applicable. No dredging is associated with this MHP. The permitting required under Chapter 91 and the Wetlands Protection Act will assure compliance with this objective.

11.2.8 Protection of Tidelands Capacity for Water-Dependent Use

To ensure that nonwater-dependent projects do not unreasonably diminish the capacity of any tidelands to accommodate water-dependent uses, as provided in 310 CMR 9.51.

Chapters 7, 8 and 9 include measures to prevent unreasonable diminishment of tidelands capacity to accommodate water-dependent uses. The Clippership Wharf Project includes removal of old pilings and creation of additional watershed as an Offset.

11.2.9 Devotion of a Reasonable Portion of Nonwater-Dependent Projects to Water-Dependent Use

To ensure that nonwater-dependent use projects on any tidelands devote a reasonable portion of such lands to water-dependent uses, including public access in the exercise of public rights in said lands, as provided in 310 CMR 9.52.

Chapters 7, 8 and 9 include guidance, substitute provisions and amplifications that ensure that nonwater-dependent uses devote a reasonable portion of land to water-dependent uses. There is no substitute provision to the amount of area required for the WDUZ and the Harborwalk minimum width is increased from 10 feet to 12 feet.

11.2.10 Promotion of Public Use and Enjoyment of Commonwealth Tidelands

To ensure that nonwater-dependent use projects in the Commonwealth Tidelands, except in Designated Port Areas, promote public use and enjoyment of such lands to a degree that is fully commensurate with the proprietary rights of the Commonwealth therein, and which ensure that private advantages of use are not primary, but merely incidental to the achievement of public purposes, as provided in 310 CMR 9.53.

Chapters 7, 8 and 9 ensure the protection and promotion of public access, use and enjoyment as appropriate and in conformance with the Waterways Regulations. The proposed substitute provisions are consistent with this objective.

11.3 Consistency with Coastal Zone Management Program Policies and Management Principles

The following section summarizes CZM's Program Policies and Management Principles. It describes why the East Boston Municipal Harbor Plan is consistent with each policy or principle or explains that the policy or principle is not applicable to the area affected by the Municipal Harbor Plan.

11.3.1 Water Quality

Water Quality Policy #1 - Ensure that point-source discharges in or affecting the coastal zone are consistent with federally-approved state effluent limitations and water quality standards.

The Massachusetts Water Resources Authority is the regional agency charged with improving water quality in Boston Harbor. In addition, through the Article 80 Large Project Review, the City requires evaluation and mitigation of a proposed project's impacts on the water quality of Boston Harbor and any other affected water bodies.

Water Quality Policy #2 - Ensure that non-point pollution controls promote the attainment of state surface water quality standards in the coastal zone.

The environmental protection component of the Article 80 Large Project Review includes an evaluation and mitigation of a proposed project's impacts on water quality in Boston Harbor, including construction-related run-off.

Water Quality Policy #3 - Ensure that activities in or affecting the coastal zone conform to applicable state requirements governing sub-surface waste discharge and sources of air and water pollution and protection of wetlands.

The environmental protection component of the Article 80 Large Project Review requires analysis and mitigation of a proposed project's impacts on air and water resources. The Scoping Determination for Large Project Review may require analysis of the project's impacts on, among other factors, air quality, water quality, wetlands, groundwater, and solid and hazardous wastes. The analysis and mitigation required by Large Project Review is coordinated with, but in addition to, the state's MEPA review.

11.3.2 Habitat

Habitat Policy #1 - Protect wetland areas including salt marshes, shellfish beds, dunes, beaches, barrier beaches, salt ponds, eel grass beds, and freshwater wetlands for their role as natural habitats.

The EBMHP Area does not include or abut, and is not in close proximity to, the ecologically significant resource areas identified in this Policy. It is anticipated that ongoing Boston Harbor clean up will one day render shellfish from the Harbor safe for consumption. The environmental protection component of the Article 80 Large Project Review addresses a proposed development project's impacts on the water quality of Boston Harbor and other affected water bodies.

Habitat Policy #2 - Promote the restoration of degraded or former wetland resources in coastal areas and ensure that activities in coastal areas do not further wetland degradation but instead take advantage of opportunities to engage in wetland restoration.

The East Boston Inner Harbor shoreline consists are filled tidelands and also includes degraded wetland areas resulting from many sources of pollution found in the Harbor. This degradation affects the habitat along the

shoreline and wherever possible should be restored. The EBMHP is consistent with this goal.

11.3.3 Protected Areas

Protected Areas Policy #1 - Assure preservation, restoration and enhancement of complexes of coastal resources of regional or statewide significance through the Areas of Critical Environmental Concern (ACEC) Program.

The EBMHP Area does include complexes of coastal resources of regional or statewide significance.

Protected Areas Policy #2 - Protect state and locally designated scenic rivers and state classified scenic rivers in the coastal zone.

Not applicable.

Protected Areas Policy #3 - Review proposed developments in or near designated or registered historic districts or sites to ensure that the preservation intent is respected by federal, state and private activities and that potential adverse effects are minimized.

This Municipal Harbor Plan seeks to protect historic resources in the East Boston Waterfront area by respecting the existing structures identified in the Inventory of Historical and Archaeological Assets of the Commonwealth Inventory of and requiring new development to be consistent with the historic form of these structures. It also seeks to respect the existing historic granite seawalls. In addition, the historic resources component of the Article 80 Large Project Review requires review and mitigation of a project's adverse impacts on historic districts and resources, such as historic seawalls. Through the Article 80 process, the BRA invites the Boston Landmarks Commission and other historic agencies to participate in the review process. In addition, Article 85 of the Boston Zoning Code establishes a separate procedure by which the Boston Landmarks Commission may delay the demolition of a significant building in order to examine the feasibility of alternatives.

11.3.4 Coastal Hazards

Coastal Hazard Policy #1 - Preserve, protect, restore and enhance the beneficial functions of storm damage preservation and flood control provided by natural coastal landforms, such as dunes, beaches, barrier beaches, coastal banks, land subject to coastal storm flowage, salt marshes, and land under the ocean.

Not applicable. The EBMHP Area does not include or abut, and is not in close proximity to any of the natural coastal landforms identified in this Policy.

Coastal Hazard Policy #2 - Ensure that construction in water bodies and contiguous land areas will minimize interference with water circulation and sediment transport. Approve permits for flood or erosion control projects only when it has been determined that there will be no significant adverse effects on the project site or adjacent or down coast areas.

The environmental protection component of the Article 80 Large Project Review includes an examination of a proposed project's construction impacts and requires mitigation of any adverse impacts.

Coastal Hazard Policy #3 - Ensure that state and federally funded public works projects proposed for location within the coastal zone will:

- *Not exacerbate existing hazards or damage natural buffers or other natural resources;*
- *Be reasonably safe from flood and erosion-related damage;*
- *Not promote growth and development in hazard-prone or buffer areas, especially in Velocity zones and ACECs; and*
- *Not be used on Coastal Barrier Resource Units for new or substantial reconstruction of structures in a*

manner inconsistent with the Coastal Barrier Resource/Improvement Acts.

Not applicable.

Coastal Hazard Policy #4 - Prioritize public funds for acquisition of hazardous coastal areas for conservation or recreation use, and relocation of structures out of coastal high hazard areas, giving due consideration to the effects of coastal hazards at the location to the use and manageability of the area.

Not applicable.

11.3.5 Ports Policy

Ports Policy #1 - Ensure that dredging and disposal of dredged material minimizes adverse effects on water quality, physical processes, marine productivity and public health.

Any new project will be required to obtain all applicable federal and state permits with respect to any proposed dredging.

Ports Policy #2 - Promote the widest possible public benefit from channel dredging, ensuring that designated ports and developed Harbors are given highest priority in the allocation of federal and state dredging funds. Ensure that this dredging is consistent with marine environmental policies.

No applicable.

Ports Policy #3 - Preserve and enhance the capacity of Designated Port Areas (DPAs) to accommodate water-dependent industrial uses, and prevent the exclusion of such uses from tidelands and any other DPA lands over which a state agency exerts control by virtue of ownership, regulatory authority or other legal jurisdiction.

CZM is currently undertaking a boundary review of the East Boston DPA. This EBMHP submittal will be amended to address DPA issues.

In addition, the EBMHP submittal summarizes the 1996 Port of Boston Economic Development Plan that Massport and the BRA work jointly to prepare. The objective of the Port Plan is to make the port more competitive in the global marketplace and benefit all who live, work and visit Boston Harbor. A more detailed discussion of the Port Plan is contained in Section 5.1.1.

Ports Management Principle #1 - Encourage, through technical and financial assistance, expansion of water-dependent uses in designated ports and developed Harbors, redevelopment of urban waterfronts and expansion of visual access.

The purpose of this Municipal Harbor Plan is to ensure that the redevelopment of the East Boston Waterfront occurs in a manner that is consistent both with the City's plans for the area and the Commonwealth's tidelands policy objectives. A detailed discussion of these issues will be contained in the amendment to this MHP that will be prepared after CZM completes its Boundary Review Study.

This submittal discusses access, physical and visual, to the East Boston DPA in Chapter 8.

11.3.6 Public Access Management

Public Access Management Principle #1 - Improve public access to coastal recreation facilities and alleviate auto traffic and parking problems through improvements in public transportation. Link existing coastal recreation sites to each other or to nearby coastal inland facilities via trails for bicyclists, hikers, and equestrians and via rivers for boaters.

Chapters 8 and 9 contain extensive discussions addressing issues of increased public access and connections and links throughout the East Boston waterfront, including Massport properties that are outside the purview of the EBMHP. These chapters also address connections to the Greenway and the existing components of the

Harborwalk. These chapters, as well as Chapter 6, discuss water and land transportation. Water transportation and landside access measures, including public transportation on the Blue Line, are discussed in connection with the two site specific properties, Hodge Boiler Works and Clippership Wharf.

Public Access Management Principle #2 - Increase capacity of existing recreation areas by facilitating multiple uses and by improving management, maintenance and public support facilities. Resolve conflicting uses whenever possible through improved management rather than through exclusion of uses.

Chapters 7, 8 and 9 include provision for improving access to and connections between existing recreational facilities. The EBMHP includes provisions in Chapter 9 for maintenance of public activation and access uses.

Public Access Management Principle #3 - Provide technical assistance to developers of private recreational facilities and sites that increase public access to the shoreline.

Chapters 7, 8, 9, contain extensive discussions addressing issues of increased public access, including establishing standards and guidelines for the development of open space and public space areas, including public recreation areas. Additional guidance is provided with respect to specific projects during the Article 80 review process.

Public Access Management Principle #4 - Expand existing recreation facilities and acquire and develop new public areas for coastal recreational activities. Give highest priority to expansions or new acquisitions in regions of high need or limited site availability. Assure that both transportation access and recreational facilities are compatible with social and environmental characteristics of surrounding communities.

Most of the new public recreational facilities in the EBMHP Area will be located on private land. Chapters 7 and 8 contain extensive requirements and guidelines regarding the development of open spaces and public spaces in the EBMHP Area to ensure that public areas, both interior and exterior, not only *are* open and available for public use and enjoyment, but that they also *feel* truly public. Additional guidance is provided with respect to specific projects during the Article 80 review process. These discussions reference the development of Piers Park II by Massport for consistency purposes since the Massport properties are not subject to the MHP process.

Transportation issues are addressed through discussion about water transportation facilities, particularly at the two Gateways areas identified and discussed in Chapters 7, 8 and 9. Public transportation to the new Piers Park II and the new waterfront developments in the Neighborhood Extension planning subarea is also addressed in these chapters.

11.3.7 Energy

Energy Policy #1 - For coastally dependent energy facilities, consider siting in alternative coastal locations. For non-coastally dependent energy facilities, consider siting in areas outside of the coastal zone. Weigh the environmental and safety impacts of locating proposed energy facilities at alternative sites.

Not applicable.

Energy Management Principle #1 - Encourage energy conservation and the use of alternative sources such as solar and wind power in order to assist in meeting the energy needs of the Commonwealth.

Not applicable.

11.3.8 Ocean Resources

Ocean Resources Policy #1 - Support the development of environmentally sustainable aquaculture, both for commercial and enhancement (public shellfish stocking) purposes. Ensure that the review process regulating aquaculture facility sites (and access routes to those areas) protects ecologically significant resources (salt marshes, dunes, beaches, barrier beaches, and salt ponds) and minimizes adverse impacts upon the coastal and

marine environment.

Not applicable.

Ocean Resources Policy #2 - Extraction of marine minerals will be considered in areas of state jurisdiction, except where prohibited by the Massachusetts Ocean Sanctuaries Act, where and when the protection of fisheries, air and marine water quality, marine resources, navigation and recreation can be assured.

Not applicable.

Ocean Resources Policy #3 - Accommodate offshore sand and gravel mining needs in areas and in ways that will not adversely affect shoreline areas due to alteration of wave direction and dynamics, marine resources and navigation. Mining of sand and gravel, when and where permitted, will be primarily for the purpose of beach nourishment.

Not applicable.

11.3.9 General Management

Growth Management Principle #1 - Encourage, through technical assistance and review of publicly funded development, compatibility of proposed development with local community character and scenic resources.

The City participates in the review of publicly-funded projects in a variety of ways and at a number of different levels to ensure compatibility with local community character, historic and scenic resources. With respect to private development, the BRA's Article 80 process allows for a review of a project's impacts with respect to transportation, environmental protection, urban design, historic resources and infrastructure systems. This review process provides access for other agencies and private developers to the technical assistance of experienced BRA and other agency personnel in matching the design and planning goals of a proposed project with the policies and requirements of all applicable regulatory programs. Chapters 7, 8 and 9 of this Municipal Harbor Plan also contain extensive guidelines and requirements designed to ensure that local community character and historic and scenic resources are enhanced by new development. The chapters discuss the importance of maintaining views of the harbor as well as including interpretive and educational signage.

Massport's development is outside the purview of the MHP planning process; nonetheless this submittal addresses issues of consistency of the Massport development in Chapter 9.

Growth Management Principle #2 - Ensure that state and federally-funded transportation and wastewater projects primarily serve existing developed areas, assigning highest priority to projects that meet the needs of urban and community development centers.

Not applicable.

Growth Management Principle #3 - Encourage the revitalization and enhancement of existing development centers in the coastal zone through technical assistance and federal and state financial support for residential, commercial and industrial development.

One of the primary goals of this Municipal Harbor Plan is to promote redevelopment of portions of the East Boston Waterfront for new residential, commercial and water-dependent industrial uses, and to ensure that such redevelopment occurs in a manner that is consistent both with the City's plans for the area and the Commonwealth's tidelands policy objectives. A detailed discussion of these issues is contained in Chapters 7, 8 and 9.

APPENDIX 2-1

Municipal Harbor Plan Advisory Committee Membership List

Municipal Harbor Plan Advisory Committee

Committee Chair:

Roderick Macdonald

Neighborhood Representatives:

East Boston

Karen Buttiglieri

Karen Maddalena

Eleanor Saraceni

Scott Smith

Robert Strelitz

Charlestown

Dennis Callahan

South Boston

Roderick Macdonald

Dorchester

Victor Campbell

Ex Officio:

Councilor Paul Scapicchio
Boston City Council

Councilor James M. Kelly
Boston City Council

Representative Martin Walsh
Massachusetts State House

Congressman Stephen F. Lynch
United States Congress

Representative John A. Hart, Jr.
Massachusetts State House

Government Representatives:

Massachusetts Development Finance Agency

Michael Hogan, President and CEO
David Slattery, Senior Executive Vice-President

Massachusetts Port Authority

Richard Henderson, Director of Planning and Development

Metropolitan District Commission

Julie O'Brien, Planning Director

Massachusetts Water Resources Authority

Marianne Connolly, Coordinator
Lorraine Downey, Manager – Basin Water and Sewer Divisions

Executive Office of Transportation and Construction

James Scanlon, Acting Secretary
Astrid Glynn, Director of Intermodal Policy and Programs
Todd Fontanella, Supervisor of Alternative Transportation

City of Boston Environment Department

Nancy Grilk, Chief of Staff
Bradford Swing

At-Large Representatives:

The Boston Harbor Association

Vivien Li, Executive Director

Save the Harbor/Save the Bay

Bruce Berman
Patricia Foley

Boston Natural Areas Fund

Valerie Burns, Executive Director

City of Boston Office of Civil Rights

Stephen Spinetto, Commissioner for Persons with Disabilities

The Children's Museum

Neil Gordon, Vice President of Finance and Administration

The New England Aquarium

Jose Luis San Miguel, Project Manager

Roxbury YMCA

Harold Sparrow, Director

Artery Business Committee

Richard Dimino, President and CEO

Bissera Antikarov, Manager of Urban Design and Planning

Community Representative

Earl Moore

Boston Shipping Association, Inc.

A. Ross Pope, President

Al Frizelle, Executive Director

Greater Boston Chamber of Commerce

Jim Klocke, Director of Environmental Affairs and Economic Development

Lynne Salken, Issues Manager

Urban Harbors Institute University of Massachusetts/Boston

Richard F. Delaney, Director

Jack Wiggin, Assistant Director

National Park Service

Terry W. Savage, Superintendent

Sarah Peskin

Conservation Law Foundation

Stephanie Pollack

Seth Kaplan

Bennett Heart

Boston Society of Architects

Todd Lee

Greater Boston Real Estate Board

Joy Conway

APPENDIX 2-2

Municipal Harbor Plan Advisory Committee Meetings Schedule and Minutes

EAST BOSTON MUNICIPAL HARBOR PLAN MHPAC MEETING* SCHEDULE

East Boston Master Plan Overview	September 15, 2000
Draft Planning Program Comments on Request for NTP	September 27, 2000
Draft Chapters 3 & 4: Historic Planning Background and East Boston Master Plan; Massport presentation	October 18, 2000
Discuss comments on Draft Chapters 3-6; Harbor Issues and Goals	November 29, 2000
Open Space Requirements and Guidelines Report	December 13, 2000
Massport Presentation of Proposed Development and Preliminary DPA Data Analysis	January 17, 2001
DPA Briefing: Regulations Introduction Port Economic Development Plan Implementation	February 7, 2001
Port Users Panel	February 28, 2001
Port Users Panel	March 14, 2001
Preliminary Findings of DPA Master Plan: Transportation Constraints, Existing Marine Infrastructure, Exiting Market, and Existing Land Use Analysis	March 28, 2001
Chapter 91 Build Out Analysis for Non-DPA Parcels	April 4, 2001
Property Owners: Development Proposals	April 11, 2001
Discussion of Proposed Substitutions/Amplifications and DPA Master Plan Alternatives	April 25, 2001
Massport Presentation of Roseland Proposal	May 2, 2001
Discussion of DPA Master Plan Alternative Strategies	May 16, 2001
Draft DPA Master Plan	June 6, 2001
Draft Substitution Recommendations/Conceptual Impacts	June 13, 2001
Draft Section: Implementation	August 1, 2001
Draft MHP/DPA Master Plan	August 22, 2001
Substitutions & Effects	September 12, 2001
Discussion of Policies in Substitutions, Amplifications & Effects	October 3, 2001

*East Boston Municipal Harbor Plan
March 2002*

Massport Development Project Presentation	October 31, 2001
Discussion of Clippership Wharf	November 14, 2001
Discussion of separation of DPA Master Plan and MHP	November 28, 2001
Discussion of Clippership Wharf Discussion of CZM Boundary Review	December 12, 2001
Hodge Boiler Works Presentation Review of Open Space Plan and discussion of draft chapter 1-8	December 19, 2001
Discussion of Hodge Boiler Works Discussion on revised draft chapters 1-9	January 16, 2001
Discussion of outstanding issues	January 30, 2002
Discussion of draft chapters 9-11	February 13, 2002
Review of entire draft MHP	March 6, 2002

* All MHPAC meetings are held from 3-5 in Boston City Hall, room to be specified.

Public Meetings Schedule

Planning Program and Issues and Goals	December 12, 2000
DPA Master Plan, Open Space Regulations And Guidelines	June 20, 2001
Draft Plan	March 4, 2002
Final Plan	TBA

M E E T I N G M I N U T E S

DATE: September 15, 2000

RE: EB MHPAC Meeting September 13 - #1

BY: Beatrice Nessen

ATTENDEES: EBMHPAC Members, BRA: Jansi Chandler, Project Manager; Ann Chiacchieri, Land Use Counsel; Nancy Tentindo, Deputy Director for Planning. ICON: Beatrice Nessen

Agenda: copy attached

Schedule of Meetings through end of Year: copy attached

Jansi presented an overview of the E.B. Master Plan. Copies of the Plan had been mailed to all of the Municipal Harbor Plan Advisory Committee members and copies were available at the meeting. Three additional people are being added to MHPAC to increase the East Boston representation to four: Karen Buttighieri (current member); Bob Streilitz; Ellie Serasini; and a fourth to be announced.

Discussion included an offer by Save Our Shores to do a water based tour of the East Boston waterfront and questions about how the Harbor Plan will handle Massport's parcels – will the Harbor Plan develop Substitutions, Amplifications, and Offsets for Massport properties? The BRA response was that the MHP would look at Massport parcels.

Beatrice Nessen reviewed the preliminary schedule. Questions were posed about Chapter 91 tailoring opportunities as well as the purpose of the DPA Master Plan. Some questions were parcel specific from real estate and developers.

Next meeting is September 27 at which we will present the Request for Notice to Proceed.

**Summary of EBMHPAC Meeting
September 27, 2000**

ICON representative, Beatrice Nessen, presented draft Request for Notice to Proceed (see attached agenda). MHPAC will have several weeks to review in detail and provide comments. October 25 meeting is currently scheduled to receive their comments. At the meeting the following comments were made regarding the draft:

- P. 4; Add to the discussion about the community meetings that they will be held in East Boston in the evening.
- P. 4: Project Boundary- some discussion about whether using the HMHWL as basis left out certain areas. Answer: no- more inclusive with 2 exceptions where the line was modified to include all areas of DPA and all of Porzio Park
- P. 5: Central Sq. Gateway: clarify description of sub-area. Delete Maverick St
- P. 7: Add more information about amount of housing the project area so it is clear that the mixture includes as well as abuts residential neighborhoods.
- Massport: Make clear what areas of Massport planning will be discussed and commented upon in MHP

Other comments made at the meeting to BRA:

- Make certain that MCZM, DEP and Massport staff attend meetings
- Invite representatives of marine industry, such as Boston Shipping Assoc. , freight forwarding, tug operators, etc.

BOAT TOUR: Wednesday, October 4 10-12 AM leaving from north side of Marriott Hotel, dock is adjacent to Harbor Express dock.

TBHA Walking Tour: Tuesday, October 3, 5-7, meet at Maverick T station.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary

October 18, 2000

Review and Discussion of the East Boston Municipal Harbor Plan Draft Request for Notice to Proceed and Massport Presentation

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Committee Chair Rod Macdonald.

Rod opened the meeting by apologizing to anyone who showed up for the cancelled October 11 meeting. He urged people to sign in at meetings and to give their email address and/or fax number so that the BRA staff can

I. Feedback on Request for Notice to Proceed

Relationship between MHP and DPAs

Relationship between MHP and Massport property

Specificity/Inclusivity of Request

Community Outreach

II. Presentation of Draft Historic and Planning Context and Summary of East Boston Master Plan

III. Massport Presentation

1. Pier 1

A 200,000 square foot shed takes up the majority of Pier 1. Historically, the pier was used for ship to shore transfer and a rail line ran down what is now the Greenway. But as this type of activity died down in the 1960s and 1970s, the shed was almost entirely vacated. Left unused, the structure deteriorated to the point that a portion of the roof eventually caved in and it had to be replaced. Massport tried to encourage maritime industrial activity to occupy Pier 1, but without the railway, there was insufficient transportation to meet industrial needs. Looking at other development projects in the harbor, Massport decided to seek alternative uses for Pier 1.

The consensus that arose out of the East Boston community was that housing would be the ideal use for Pier 1. The proposed mixed-use residential development will include 500-600 units with facilities of public accommodation

on the ground floor. It will be publicly accessible, have a face to Marginal Street that is consistent with the community, and not be gated.

2. Piers Park Phase I and II

Piers Park Phase I was mandated by legislation in 1986. Massport funded the \$17 million project, working with the PiersPAC to develop the park's design. Massport also added a sailing program, which cost an additional \$1.2 million plus one quarter million for boats. Piers Park Phase I is designed as a passive park.

Piers Park Phase II will be designed as an active park. Massport will add other floats to the sailing program docks to accommodate more boats. Phase II will also include the installation of a water feature, the continuation of Harborwalk, a fishing pier, an unmarked field for recreation, and basketball and volleyball courts. Pier 3 will be demolished and the area dredged so that boats will have access.

3. Shipyard

4. Pier 5

5. The MOU

Under the Enabling Act, Massport is not subject to Chapter 91 and, thus, is also not subject to a Municipal Harbor Plan. If Massport seeks to utilize its property for maritime industrial uses than no license is necessary. However, for the type of mixed-use development that Massport is proposing in East Boston, the Enabling Act requires Massport to formulate a Memorandum of Understanding (MOU) with the state.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary

November 29, 2000

Review and Discussion of the East Boston Municipal Harbor Plan Draft Chapters 3-6 and Goals

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:10 p.m. in the BRA Board Room by Committee Chair Rod Macdonald.

Jansi Chandler began with an update on the BRA's extended outreach efforts for the East Boston Municipal Harbor Plan. She told the committee that an official invitation to become involved in the process had been made to the City Council. Ads have been placed in sixteen neighborhood newspapers asking people to attend MHP Advisory Committee meetings. The first community meeting will also be held in East Boston on December 12, from 6:30 to 8:30 p.m at the Harborside Community Center.

Bruce Berman asked that whatever notice is sent out about the community meeting also be emailed to the MHPAC so that they might distribute it to their respective mailing lists as they see fit.

Rod requested that Massport schedule time at a future meeting to give a presentation on their development intentions now that they have selected a developer for their property. Richard Henderson of Massport agreed to set something up for the January meeting.

Beatrice Nessen asked for comments on the draft chapters 3-6 of the Plan.

Valerie Burns asked why Chelsea Creek was not included in the East Boston MHP. She expressed that Chelsea Creek is integrally related to the East Boston Waterfront in many ways. Jansi suggested that Chelsea Creek be thought of as a second phase in the planning process on the East Boston waterfront. As Chelsea Creek is a DPA and shared with the City of Chelsea, the area presents its own unique challenges for planning which provide rationale for creating a separate plan for the area. Bruce commented that he had originally thought that Chelsea Creek ought to be included in the East Boston MHP, but that the opportunity to work in conjunction with the City of Chelsea provides just cause to address the area in a second phase of planning.

Toni Pollak remarked that rail options are not explored in the Transportation Overview chapter. She stated that if they are to be left out, a convincing rationale must be presented as to why.

Karen Maddalena stated that there are existing traffic problems which need to be considered even before thinking about the traffic that new development might bring. Before redevelopment occurs, the issue of current traffic on narrow, residential streets needs to be addressed.

Scott Smith pointed out that there are maritime industrial uses that are not entirely dependent on trucks and would not present the same traffic issues as those which relied heavily on truck access. Vivien Li suggested that people with the technical expertise to answer these kinds of questions (from Boston Pilots, Boston Line & Tow, etc.) be invited to participate in the MHP process.

Susan Loucks commented that in addition to industrial development, residential development is also likely to create more traffic. She also emphasized that regulatory issues, such as the allowance of mineral piles at industrial sites, need to be addressed in the MHP. For example, people often question why salt piles are allowed in Chelsea Creek without understanding that the material comes by ship.

Several committee and audience members expressed that creating flexibility in the kind of uses that can exist on the East Boston waterfront is essential. John Weber commented that the most recent modifications to Chapter 91 encourage such flexibility.

Rod suggested that a list of current water-dependent uses be compiled as a basis for understanding the type of activity occurring on the waterfront presently. Beatrice responded that this will be done as part of the DPA Master Plan.

Jamy Buchanan recommended that the committee invite people who have attempted to develop in the area and have been unable to do so to come and share their experiences at a meeting. This would give people an idea of some of the challenges of developing on the waterfront. Varney Hintlian explained the difficulty of finding a water-dependent use for his property.

Karen Maddalena noted that in addition to the potential for a maritime museum on the East Boston waterfront, opportunities for other types of museums, such as an immigration museum also exist. With regard to the Transportation Overview chapter, she commented that lack of residential parking is a serious problem in many areas.

One audience member suggested that someone from the Department of Energy, possibly the Petroleum Council, participate in the MHP process in order to relay to the committee how the MHP might impact them on the state level.

Nancy Tentindo offered to make available to the committee copies of the Port of Boston Economic Development Plan from 1996. This plan may provide important background for understanding existing and potential industrial activity on the East Boston waterfront.

Richard asked if East Boston might be rezoned as a result of the East Boston Municipal Harbor Plan. Nancy answered that that while it could influence future zoning decisions, rezoning East Boston was not an intended consequence of the plan.

Valerie asked for clarification as to what is and what is not in Chapter 91 jurisdiction in East Boston. She requested that a map be made that shows its exact boundaries. Beatrice responded that for East Boston the boundary for planning purposes will be the first public way and that a revised map will be in the request for Notice to Proceed.

Beatrice presented draft goals for the MHP and asked for comments.

Shirley Kressel stated that supporting economic development should not be a goal of the MHP, as the intent of Chapter 91 is to ensure public access to the waterfront and protect water-dependent uses. Valerie added that the most economically beneficial development may conflict with the aim

of Chapter 91 to maintain water-dependent uses on the water's edge. Several committee members remarked that one of the goals of the MHP should be to promote economic development as long as public access to the waterfront is preserved, protected, and enhanced. Some committee members suggested qualifying the goal of economic development with language to indicate that it ought to be consistent with the aim to provide public access to the waterfront and to ensure water-dependent uses. Others recommended re-ordering the goals so that economic development falls at the end of the list. Bissera Antikarov commented that all goals for the East Boston MHP should be tied closely into the aim of assuring public enjoyment of the waterfront.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, December 13, 2000 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary December 13, 2000

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:10 p.m. in the BRA Board Room by Jansi Chandler.

Jansi Chandler began by announcing that Rod Macdonald, Committee Chair, would not be able to attend the meeting.

Several materials were made available at the meeting:

- A preliminary schedule for future Municipal Harbor Plan Advisory Committee meetings
- A proposed timeframe for East Boston community meetings
- Minutes from the previous meeting (11/29/00)
- The 1996 Port of Boston Economic Development Plan
- Revised Goals for the East Boston MHP
- A chart summarizing the applicability of the South Boston MHP Open Space and Public Access Guidelines to East Boston

Beatrice Nessen told the committee that she had wanted to have the finalized Request for Notice to Proceed ready for the meeting, but it was not yet completed. Instead it will be mailed next week. Several changes have been made to the document:

- The boundaries of the four planning sub-areas have been modified. The new boundaries keep two of the three DPAs together in the second planning area (Border Street South/Central Square Gateway). It also uses the turn of the corner at Lo Presti Park to separate two planning sub-areas. The names of the Planning Areas have been changed to reflect their new boundaries. The four areas are: Border Street North, Border Street South/Central Square Gateway, New Waterfront, and Jeffries Point Waterfront.
- A few changes were made to the description of the process, to reflect comments of the committee. These included a specification that East Boston community meetings be held in East Boston and at night and an explanation as to why Chelsea Creek would be left out of this phase in planning.
- Some of the language on substitutions and offsets was fine-tuned for greater clarity.
- Some of the language on the Designated Port Area Master Plan was made more specific, particularly with regard to its transportation elements.

One audience member asked if revisions to the RFNTP and draft chapters would be redlined so that it would be easier to tell what changes had been made. Beatrice answered she could provide redlined copies.

Jamy Buchanan commented that even though Chelsea Creek is excluded from the East Boston MHP it is important to still think of DPAs in terms of region-wide industrial capacity. Jim Doolin noted that the Port of Boston Economic Development Plan approaches industrial uses in the context of the harbor in its entirety and is, therefore, a useful reference for the East Boston MHP process.

Beatrice presented the Revised Goals for the MHP. Jamy asked what was intended by “compatible economic development” as a goal. Shirley Kressel commented that the phrase is too flexible, and that any economic development should be related to water-dependent uses. Valerie Burns suggested that the goals should indicate that economic development must be consistent with Chapter 91.

Shirley said that she would not like parking to be goal, as the plan should focus on public transportation. Beatrice responded that addressing the community’s parking needs is a secondary goal and that creating parking access and providing public transit are not mutually exclusive ideas.

Lucia Vasak De Cordre of ICON presented the Preliminary Conceptual Plan for the Open Space and Public Access Guidelines. This plan included existing parks, existing open spaces that are not “green,” future parks (ie. Piers Park Phase II), existing and intended harborwalk, and potential harborwalk “links” that could connect portions of harborwalk where there is not direct access to the water’s edge. In some places, the plan indicated areas where harborwalk might be broadened, for example around Liberty Plaza. In addition to showing the open space configuration, one of goals of the Preliminary Conceptual Plan was to create view corridors that could allow visual and draw people to the water’s edge, such as down Meridian Street.

Bruce Berman noted that it is important that the types of uses indicated in the Conceptual Plan reflect the natural environment. He brought up the example that fishing piers and related facilities should be located in places where one might actually catch fish.

Lucia presented an overlay to the Preliminary Conceptual Plan for the Open Space and Public Access Guidelines that showed existing and potential cultural and historic activity nodes. These nodes are intended to compliment the open space configuration. Lucia noted that swimming opportunities were one of the potential activities to be explored, provided safety issues are carefully addressed. Several committee members mentioned water transportation terminals as important ways to connect East Boston to the rest of the City. Bob Strelitz remarked that East Boston should also be connected by water transit to the Harbor Islands. Other potential cultural and historic activity nodes presented in the overlay included museums and a history walk.

Because the meeting was running over time, Beatrice briefly explained the Open Space and Public Access Applicability Table that she had provided and asked committee members to review them and report back with any comments. This table examines the Open Space and Public Access Guidelines of the South Boston Municipal Harbor Plan

and considers how they might be applied to or modified in the East Boston Municipal Harbor Plan.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, January 17, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary*
January 17, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald.

Jansi Chandler announced that the East Boston Municipal Harbor Plan Request for Notice to Proceed was submitted to the Massachusetts Office of Coastal Zone Management on December 12, 2000. A notice of the submission appeared in the Environmental Monitor on January 10, 2001. A public hearing will be held on January 23, 2001 at 7 p.m. in the Harborside Community Center. Comments on the Request for Notice to Proceed are due to CZM by February 10, 2001.

Rod requested that an updated Advisory Committee list be distributed at the next meeting that includes changes made for the East Boston process.

Jansi explained that today's meeting agenda has changed, as Massport's presentation will be delayed until they can provide more detailed information on their plans for the development of their piers.

John Weber presented an overview of what is and is not permitted in Designated Port Areas. He outlined what constitutes water-dependent and supporting uses according to the regulations.**

Rod commented that the regulations indicate that water-dependent industry is a non-renewable resource that DPAs are intended to protect. He asked when the DPAs were designated and what was the process through which their boundaries were determined. John responded that the DPAs were designated in the 1970s and that they were determined by a study of the uses in the areas and consultation with industrial users and others involved in activities in along the waterfront.

Nancy Tentindo asked why the DPA boundaries are non-contiguous and if there have been any boundary changes in East Boston. John replied that there have not been any DPA boundary changes in East Boston, and that he was not sure on the specifics regarding their lack of continuity. He explained that is probably had to do with uses in the area that were not at the time—and still may not be—water-dependent industrial and so had to be left out.

Jamy Buchanan raised the question of temporary uses allowed in DPAs that are not necessarily water-dependent industrial. John said that temporary and supporting uses are permitted in certain cases, but that amount is required to remain fairly small (around 25-33%, depending on certain factors).

Beatrice Nessen presented charts that depict contradictions between what is allowed in DPAs and what is permitted within some of the zoning designations that overlap with DPAs in East Boston. These charts bring to light some of the complexities of DPA

designations. The differences between City zoning and the State regulations will have to be addressed as the planning process unfolds.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, February 7, 2001 at 3:00 p.m. in the Piemonte Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

*The agenda for this meeting is attached.

**Materials from this meeting are attached.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary February 7, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald.

Rod announced that Debbie Hadden and Richard Henderson of Massport and Nancy Tendindo of the BRA would be giving a presentation on the Port of Boston Economic Development Plan.

Debbie began by talking about Boston's port industries.

Richard then moved on to discuss the seafood and ship repair industries. Boston's seafood industry is thriving. While local catch has declined over the past few years, seafood imports have increased, compensating for this loss. One of the greatest issues facing the industry is the need for modernized facilities that comply with stricter federal regulations on how seafood is packaged and shipped. In order for the seafood industry to continue to prosper, thus, it is important that planning efforts protect existing operations while also addressing the ways in which it is evolving.

The Port of Boston Economic Development Plan envisions Boston as a full service port, with a range of ship maintenance and repair services. Currently, Boston has several major facilities that are dedicated to ship repair. Drydock 3 in South Boston, for example is capable of handling very large ships. East Boston's waterfront is suited to smaller-scale repair services, however infrastructure and facilities improvements would have to be made in order to take full advantage of this opportunity.

Nancy gave an overview of East Boston's port industry history, a description of the marine industrial characteristics of East Boston, and a summary of the findings of the Port of Boston Economic Development Plan with regard to East Boston.

In the mid-nineteenth century, Boston became a major waterfront city with active, lively ports. East Boston played an integral role in the City's waterfront industrial development, particularly as a place for shipbuilding. By the late nineteenth century, Immigration...In many ways, East Boston's waterfront has preserved its intimate, nineteenth century scale.

Certain key characteristics of East Boston's waterfront substantially influence the types of activities that occur presently, and those that would be likely to occur in the future. The East Boston waterfront lacks good land-side transportation access for trucks and other commercial vehicles. In order to reach the waterfront it is necessary to navigate through narrow, residential streets. On the other hand, water-side transportation access is very good, due in part to efforts to dredge the area over the past few years. The one caveat is that in many areas dilapidated piers block direct access. Other defining features

of the East Boston waterfront are that generally the parcels are small and poorly configured, and there is very little backland. Finally, East Boston has many public areas along its waterfront

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary February 28, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Jansi Chandler.

Jansi Chandler welcomed everyone and explained that today's meeting would be run differently from most others, as a panel of water-dependent and maritime industrial users has been invited to inform the Committee about the issues and challenges they face.

Nancy Tentindo made an announcement welcoming all to participate in the planning process for the Fort Point Channel Watersheet Activation Plan. Anyone interested can contact Richard McGuinness at the BRA.

John Weber announced that the comment period for the Request for Notice to proceed ended two weeks ago, and that written comments are now available at the BRA and Coastal Zone Management.

In order to familiarize the panelists with the East Boston MHP, Jansi reviewed the MHP process and outlined the boundaries of the area being considered under the plan. She introduced Scott Smith, Advisory Committee member and panel moderator.

Scott explained that the purpose of today's panel is to help the Advisory Committee better understand the needs of and issues facing water-dependent and maritime industrial users. Invited participants include a cross-section of users, representing a diversity of activities. He began by asking the panelists to introduce themselves.

Panelists Present

Scott Smith, Moderator – Boston BoatWorks
Capt. Gregg Farmer – Boston Pilots
Bill Walker – Boston Harbor Express
Lt. Eric Hahn – Harbormaster
Jon Wales – Boston Towing & Transportation
Capt. Viking Gustavson – Gloucester marine Railway Corp.
Rick Nolan – Boston Harbor Cruises
Larry White – C. White Marine
Michael Glassfeld – Spirit Cruises/Bay State Cruise
Jay Spence – Mass Bay Lines
Tom Cox – BosPort Docking

Uses Represented

- Commuter Boats
- Marina
- Harbor Tours/Ferry
- Harbormaster
- Pilots
- Tow Boats/Tugs
- Boat Building/Repair

Scott asked each panelist to describe what their biggest needs are. The following comments were made:

Needs

Tugs

- Berthing
- Maintenance facility
- Parking
- Access

Pilots

- 24-hour operation
- Communications (tower)

Commuter Boats

- Residential development on harbor
- Full-scale dry dock
- Berthing/maintenance (in water)

Construction

- Landside access
- Watersheet
- Service/maintenance facility

Excursion Boats

- Parking
- Visual sight-line
- Compatible with adjacent uses (residential)
- Residential development on harbor

Harbormaster

- Dock space
- Maintenance facility
- Parking
- Landside access

Ferry

- Reasonable rent
- Public access
- Sewage pumpout facility
- Long-term lease
- Maintenance facility (with drydock)
- Location near other modes of public transportation
- Common docking facility
- ADA compliance
- Fueling
- Trash removal
- Pumpout facility

Marine

- 200 slips (min.)
- Parking
- Shallow water (about 10')
- Marina—allowable DPA use

Following this, Scott opened up the floor give the panelists a chance to talk about some of the issues that are most important to them and take questions from the Advisory Committee and the audience. Several key issues arose:

Key Issues

Compatibility between marine industrial uses and neighborhoods

- Heavy industry may not work in East Boston.
- Industrial users must provide extra security.
- Strict rules reduce noise problems.
- Look at N.J. as an example (Roseland).
- Industry can serve to activate the waterfront in such as way as to enliven a residential community.

Towing

- Industry must be part of the planning process.
- Need expansion berthing space (newer vessels).
- Large capital investment needed to maintain DPA properties.
- 24-7-365 operation.
- DPA designation devalues land value.

- \$5 capital investment = \$1.25 revenue = \$.10 return.
- Industry can not support Capital Investments.

DPA Configuration

- DPA areas should be contiguous.
- A harbor-wide approach needs to be taken, like that which Massport has taken in different activities in separate areas.
- DEDesignation should be considered in certain areas.
- Locating marine industrial businesses in close proximity is often mutually-beneficial.

Economic issues

- There is a different mix of water-dependent and marine industrial activity in Boston today than in the past; there seems to be a shift away from the container industry and toward tourism, takers, and certain others.
- Capital intensive businesses have a hard time generating the income needed to make property improvements.
- DPAs tend to depress property values—this has both negative and positive effects.
- Landside transportation limitations make it difficult for truck-intensive businesses to locate themselves in East Boston.

Allowable DPA uses

- Greater flexibility in what is allowed in DPAs might give more options to land-owners and tenants.
- Recreational uses, like marinas, are not recognized as allowable in DPAs, but perhaps they should be in some cases.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, March 14, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
March 14, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Jansi Chandler.

Jansi announced that Coastal Zone Management has submitted its Notice to Proceed and that copies are available to the public. She introduced Richard McGuinness, Senior Waterfront Planner at the BRA, moderator for today's discussion with water-dependent and maritime industrial users. In order to familiarize the panelists with the East Boston MHP, Jansi reviewed the MHP process and outlined the boundaries of the area being considered under the plan. Today is the second of two meetings dedicated to learning about the issues surrounding port industries in East Boston.

Richard began by asking panelists to introduce themselves and state what business they represent. He explained that invitees represent a variety of industrial activities both in East Boston and other portions of the City's inner harbor. The following panelists were present:

Panelists Attending

Richard McGuinness – Moderator
Jay Spence – Mass Bay Lines
Tom Cox – BosPort Docking
Larry Russo – Russo Marine
George Bell – Foreign Auto Servicing
Gregg Farmer – Boston Pilots
Mike Leone – Massport
Rob McPherson – Boston Water Taxi

The following comments were made:

Do DPAs help you as a port user and how?

- Pilots need DPAs – they protect berthing space.
- DPAs are essential because they help maintain the industries in the Port of Boston, the only full-service port in New England. The industry brings in \$3 billion a year and employs 9,000 people.
- DPAs are a “limited resource.”
- Not only do DPAs support heavy (or “traditional”) industrial activity, but they encourage other supporting uses that are also an essential part of the local economy.
- DPAs can be too restrictive – Autoport in Charlestown, for example, only has its lot filled with cars for half the year. The DPA designation makes it difficult to find creative uses for that property during the other half of the year.
- There need to be more facilities available for recreational boaters. These facilities, if permitted in DPAs, would serve as an excellent buffer between heavy industry and

residential areas. These facilities bring the public to the water and have positive economic impacts.

- While DPAs protect a valuable resource, they do sometimes restrict private property owners unnecessarily. Their appropriateness needs to be evaluated on a case-by-case basis.

What types of activities could you envision occurring in East Boston's DPAs?

- Boston's water taxi service could be expanded. Taxis are compatible with residential development and may serve as an incentive for prospective buyers to purchase property, as they provide an alternate means of transportation to and from their homes.
- Marinas should be allowed.
- The supporting services that industrial users need to operate should be encouraged in East Boston's in DPAs. These industries may not always bring in the most revenue, but they are important to the local economy and add to the character of the neighborhood.
- Creative ways to cross-subsidize traditional water-dependent industries, such as the Massport Shipyard plan, should be permitted in DPAs.
- The needs of industry must be balanced with the concerns of nearby residents.
- DPA uses should not increase land-side traffic congestion.
- Recreational boating services should be permitted, including public launch ramps. Ways to store boats efficiently without using up valuable watersheet should be pursued, such as indoor, valet, rack storage.
- DPAs should be contiguous, not separated.
- DPAs should allow some mix of uses, such as residential and commercial development where industrial activity is light and compatible.

What kinds of improvements would enhance existing DPAs?

- Better facilities for hauling out boats are necessary.
- Instead of smaller areas, it's better to designate large tracts of land as DPAs. Parcel "swapping" should be considered in certain cases.
- DPAs should be more accessible to the public. The activities that occur in DPAs can be used to draw people to the water. People like to see what's going on in them. Harborwalk and other points of access for the public should be established where it is safe to do so.
- Vessel repair services should be expanded.
- Centralizing services of like kinds permits industries to operate most efficiently.
- Public transportation is needed.
- There should be more travel lifts that can handle larger loads (ie. a 200 ton lift).

Other Issues

- For whom do marinas provide access? Access needs to be provided to people who can not afford to keep their boats in marinas. Public launches are one possible way to help resolve this issue.
- Storage facilities for boats should be architecturally pleasing.

- While Massport is not subject to the East Boston MHP, the activities that will occur on Pier One are relevant to this planning process. Currently, Pier One does very little lifting of boats out of the water. There is not a working travel lift at the site. The long-term goal is to have such services on Pier One, but that requires a large capital investment.
- Are there land-side constraints that prevent the development of industry on the East Boston waterfront? For some activities, all that is needed is good water-side access. In some cases, trucks may have trouble, but in others there does not appear to be a problem. It depends on the particular site.
- Water taxi facilities need to be placed appropriately. In East Boston, Central Square might be a good location for an additional terminal.
- East Boston should be a destination, not a stop-over. Blight that can be caused by industry should be minimized.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, March 28 in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
March 28, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Nancy Tentindo.

Nancy announced that the final drafts of chapters 3-6 and minutes from the last MHPAC meeting are available. Also available is a packet of information on ICON's preliminary findings for the DPA Master Plan, the subject of today's meeting. She announced that the Waterfront Center of Washington DC would be giving a slide show presentation on Friday, March 30 at the Boston Public Library on active waterfronts around the world. On Saturday, March 31, there will be an all-day charrette as part of the development of the Fort Point Channel Watersheet Activation Plan on shaping a vision for the Fort Point Channel. All are invited to attend both events.

Beatrice Nessen gave a power point presentation on the preliminary findings for the DPA Master Plan. Following is a summary of her presentation:

Goal of the DPA Master Plan

Preserve and enhance DPA Capacity to accommodate Water Dependent Industrial Use.

MCZM Notice to Proceed Requirements

DPA Master Plan Criteria:

1. Preservation of land for water dependent industrial (WDI) uses
2. Compatibility of uses to ensure continuation of WDI uses
3. Allowable Supporting DPA Uses
4. Strategy for Promoting WDI Uses

DPA Master Plan Schedule

Preliminary Findings – March

Alternatives – April

Neighborhood Strategy – May

Water Criteria

Generally all four sub-areas meet criteria:

- Contiguous to navigable channel
- Shorelines are generally developed with piers connecting to land
- Water area is appropriate for berthing

Land Area Criteria

- Contiguous with other DPA lands
 - The four sub-areas are not contiguous
 - Within each sub-area, lands are contiguous
- Access to major transportation systems
- No rail access
- Road system is constrained
- Water and sewer Capacity: Available in all four sub-areas
- Suitability of site topography for industrial use

Land Use Criteria

- Compatibility of existing uses
 - DPA 1 uses are predominantly water dependent industrial.
 - DPA 2 contains water dependent industrial uses along shoreline, significant percent of commercial use and vacant or underutilized property.
 - DPA 3 uses are a mixture of water dependent and commercial.
 - DPA 4/Jeffries Point Yacht club adjacent land uses are a mixture of residential, commercial, and industrial.

MCZM Notice to Proceed Requirements:

1. Preservation of Land for WDI

- Supportive DPA Uses: Under the waterways regulations, supportive DPA uses are limited to 25% of Project Site (Landside) unless otherwise provided in DPA Master Plan.
- Existing Land Use Allocation:

Entire East Boston Waterfront DPA, excluding Massport properties

Water Dependent Industrial	45 %
Non-Water Dependent Industrial	6 %
Water Dependent Commercial	1 %
Non-Water Dependent Commercial	21 %
Vacant	27 %

By DPA

DPA Number	WDI	NWD-I	WD-C	NWD-C	OTHER	VCNT.	TOTAL
1	96.2 %	3.4 %	0 %	0.4 %	0 %	0 %	100%
2 incl. Shaws	32 %	4 %	0 %	47 %	1 %	26 %	100%
2 w/o Shaws	42 %	5 %	0 %	18 %	1 %	34 %	100 %
3	31 %	11 %	0 %	8 %	0 %	50 %	100 %
4	0 %	0 %	100 %	0 %	0 %	0 %	100 %

2. Compatibility of uses to ensure continuation of WDI uses

3. Allowable Supporting DPA Uses

Zoning Sub-Area	Allows Supporting Uses
Central Square Community Commercial	Yes
Maritime Economy Reserve	No
Waterfront Commercial	Yes
Waterfront Service	Yes

4. Strategy for Promoting WDI Uses:

Existing Conditions

- Transportation
 - Access to major highways constrained by McArdle Bridge and Condor Street Truck Exclusions
 - Waterfront Road system width and configuration impose constraints on size of trucks
- Marine Infrastructure

DPA Sub-Area	Condition of Facilities	Serviceability	Water Depths	Access to Channel	Berthing/ Maneuvering	Shoreline Development
1	Fair	Existing heavy marine operations	13' to 15'	Contiguous to Main Channel	Approximately 2,700 linear feet from 4 piers	Substantial connected to land
2	Poor, except for timber pier at Liberty Plaza; concrete ramp - poor	Existing use at Liberty Plaza	17' to 28'	Contiguous to Main Channel	Approximately 2,000 linear feet from 3 piers/pier remnants	Substantial connected to land
3	Fair	Existing heavy marine operations	18' to 22'	Contiguous to Main Channel	Approximately 2,000 linear feet from 3 piers	Substantial connected to land
4	Jeffries Point Yacht Club – Not evaluated				N/A	

Market Conditions:

Existing Conditions

Support services such as layover, berthing, and operations for harbor vessels; marine repair for smaller size vessels.

Potential Harbor Activities

- Limited parking and access network precludes meaningful charter/excursion activities.
- Existing fleet of tug, pilot, barge and other lightering vessels was adequate for projected increases in shipping.
- Ferry and water taxi demand will be driven by waterfront development—some potential.
- Dockage and wharfing for harbor support vessels.
- Repair and maintenance with ancillary uses.

The following comments were made on the presentation:

Vivien Li asked what is meant by “vacant” property. She remarked that it would be beneficial to distinguish between property where there are buildings without tenants and property where there is no structure at all. Beatrice responded that in their analysis both scenarios are considered “vacant,” but that such a differentiation could be made.

Bob Strelitz commented that the DPA Master Plan should not encourage industrial use that will increase truck traffic on East Boston’s narrow, residential streets.

Several meeting attendees remarked that berthing/maneuvering space needs to be broken down in more detail to provide a picture of how much is useable in its current state and how much is potentially usable.

Jamy Buchanan and others disagreed with the conclusion that “meaningful” charter/excursion are not viable in East Boston. While the large-scale charter/excursion activities may not be feasible, there does seem to be demand for growth of this industry. Bruce Berman noted that this can and should coincide with the increase of other recreational opportunities on the waterfront.

Deb Hadden disagreed with the conclusion that the existing fleet of tug, pilot, barge, and other lightering vessels is adequate. She said that more in-depth analysis of this issue is imperative. Many agreed and commented that there is substantial evidence to indicate that this industry is growing harbor-wide.

Richard Henderson commented that aerial photos of the DPAs would be useful in helping the Advisory Committee see how they currently look.

Jamy Buchanan suggested another land side and water side tour of the East Boston waterfront while we undertake the DPA Master Plan.

*East Boston Municipal Harbor Plan
March 2002*

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, April 4, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary
April 4, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald.

Rod opened the meeting by explaining that ICON would be giving a presentation on the preliminary Buildout Analysis for Non-DPA Parcels. He mentioned that several people had suggested another walking tour of the MHP area in the next month, which will be scheduled. He said that whereas in the past six months the committee had been educating itself about the issues on the East Boston waterfront, we are now getting into the more substantive part of the planning process. Rod announced that next week at the regularly scheduled meeting time we will be hearing from three property owners on the East Boston waterfront about their development proposals. As a follow-up to this meeting, there will be a Public Realm Session focusing on Clippership Wharf scheduled for April 13 from 9-12 p.m.

Several committee members expressed concern that the Public Realm Session time is inconvenient, especially for East Boston residents. Jansi responded that perhaps the meeting could be rescheduled for an alternate time or another similar meeting could be scheduled so that more people could participate.

Following is a summary of ICON's presentation, given by Geoffrey Morrison-Logan, on the Non-DPA Parcel Buildout Analysis:

Non-Water Dependent Chapter 91 Provisions—Substitute through MHP

1. No net loss of open water area	1:1 replacement
2. Water Dependent Use Zone a. Facilities that generate water dependent activity b. Pedestrian access network	Setback from shoreline, piers and sides of piers
3. Open Space	1 sq. ft. upland of shoreline: 1 sq. ft. of tideland with NWD use
4. Height Limit	55' plus ½ foot for each additional foot from the 100 ft. setback line
5. Activation of Commonwealth Tidelands	<ul style="list-style-type: none">• Promote year-round public use and enjoyment• 1 sq. ft. of open space: 1 sq. ft. of non-water dependent building in Commonwealth Tidelands
6. Facilities of Private Tenancy	Not allowed within 100 feet of shoreline
7. Facilities of Public Accommodation	Required in first floor of FPT in Commonwealth Tidelands

Assumptions

- Buildout assumes NWD uses.
- Does not take into consideration Boston zoning.
- Parcels outside DPA, except Shore Plaza East, Umana/Barnes School, Boston East.
- All buildout information is for planning purposes only. This information is not for licensing purposes.
- All Commonwealth Tideland delineations are preliminary.
- Sources:
 - Prior Chapter 91 License (Clippership Wharf)
 - BRA/GIS Map and Databases
 - Historic Map: “Boston: it’s Environs and Harbours with the Rebels Works Raised Against that Town in 1775”
 - Compiled Plan of Land for New Street Parcels, by Gunther Engineering, July 1996

The analysis shows a conceptual plan, giving the approximate location where buildings might be placed, not an exact configuration. It is the basis for beginning to think about substitutions and offsets. Seth Kaplan asked we develop a further analysis realistically so as to not spend time and energy unnecessarily exploring options that are not going to occur in real life. Others agreed that certain configurations, while they might be allowed under Chapter 91, are unbuildable and, thus, should not be considered. Seth noted that in addition to addressing the quantitative Chapter 91 standards, the qualitative standards set by Chapter 91 will influence what should be built. Valerie Burns commented that shadow and wind studies will help in making these qualitative judgments. Beatrice Nessen agreed and reiterated that this analysis is just a starting point; it shows the maximum envelope allowed under Chapter 91, serving as a foundation for beginning the discussion on this subject.

Geoffrey presented the graphical buildout analysis for three parcels: Clippership Wharf, Hodge Boiler Works and the New Street Properties. Following are the numeric calculations that accompanied the graphics:

Chapter 91 Compliant Buildout Analysis: Clippership Wharf

Parcel Area:	350,127 sq. ft.
Concept for open space and public access:	96,348 sq. ft.
Ground Floor Building Foot Print:	167,907 sq. ft.
Commonwealth Tidelands:	50% Open Space Required/54% in Buildout

Chapter 91 Compliant Buildout Analysis:

Hodge Boiler Works

Parcel Area:	65,115 sq. ft.
Concept for open space and public access:	21,797 sq. ft.
Ground Floor Building Foot Print:	32,524 sq. ft.
Commonwealth Tidelands:	50% Open Space Required/100% in Buildout

Chapter 91 Compliant Buildout Analysis:

New Street Properties

Parcel Area:	55,774 sq. ft.
Concept for open space and public access:	21,015 sq. ft.
Ground Floor Building Foot Print:	27,871 sq. ft.
Commonwealth Tidelands:	50% Open Space Required/79% in Buildout

Vivien Li suggested that cultural efforts in East Boston MHP be coordinated with other neighborhoods so as not to replicate what is already existing or planned and to address cultural needs harbor-wide.

Shirley Kressel asked why development proposals are being heard before the public realm session is talking place. She said that we should not allow development to drive our planning. Several people expressed the belief that it is important that our planning not be conducted in a vacuum and that it take into account other processes that are already underway. Vivien noted that by working in conjunction with developers and others everyone involved participates in a process of collective education whereby different parties can learn from each other. Seth said that it is important that developers not acquire any “special status” and be accommodated unless their proposals are consistent with the values and the spirit of Chapter 91. Jamy Buchanan reminded the committee that the challenge in South Boston, where the question was one of balancing private development and public access, was very different from East Boston, where there is substantial underutilized property that needs to be enlivened.

Rod asked if John Weber of CZM could remind us of the values of Chapter 91 as they are spelled out in the legislation. John referred everyone to the standards for approving a Municipal Harbor Plan 301 CMR 23.05 and read some excerpts from it that highlighted the intention of Chapter 91 to promote Municipal Harbor Plans that preserve, protect and enhance public’s access to the waterfront.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, April 11, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email

*East Boston Municipal Harbor Plan
March 2002*

(Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
April 11, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod Macdonald opened the meeting and explained that the time of the Public Realm Session focusing on Clippership Wharf, to be held on April 25, will be moved to 3:30-5:30 p.m. to better accommodate MHPAC members and others who wish to attend. He said that today we would hear four development proposals from property owners/developers on the East Boston waterfront:

- 1. 164-172 Border Street – Joe Ricupero, Michael Interbartolo**
- 2. New Street Properties – Bruce O'Hanian, Varney Hintlian**
- 3. Hodge Boiler Works – Tim Clapp**
- 4. Clippership Wharf – Carol Gladstone, David Hancock, Marion Pressley**

Following is a summary of each of the presentations:

164-172 Border Street

This property is within DPA 2. The existing piers are in a state of disrepair. Due to the narrowness of the roads, including Border Street, truck access to this site is limited, restricting industrial use.

The first floor would consist of commercial/restaurant space. The second floor would be for office/commercial. The third through sixth floors would be residential (32 condo units).

Over 50% of the development area would be left as open space and the setback from the water would be 100 feet (8 feet closer than the existing building).

Michael Interbartolo handed out a package of drawings of the proposed development.

New Street Properties

Site Background

- Site characteristics
 - Area @ 171,130/sf (86,326/sf land area; 84,804/sf water area)
 - 3 vacant buildings @ 157,000 SF (9,5,3 story connected structures)
 - LoPresti Park area taken by eminent domain
- Family owned and used since 1960's

- Candy storage to early 1980's
- General storage thereafter
- DPA constrained
 - 9 & 3 story building in DPA
 - DPA line cuts thru integrated 9 and 5 story structures
 - Never in marine industrial use
 - Dredging and pier replacement needed for modern DPA use
- Economic hardship
 - Building functionally obsolete for industrial/modern storage uses (multi-story, low ceiling heights); constrained road network
 - Current zoning (including DPA) precludes economically viable uses (e.g. residential/office)
 - Buildings currently 90% Vacant
 - Property rental does not cover taxes and maintenance expenses
 - Substantial investment needed to replace piers, dredge pier area & renovate landside improvements
 - Without ROI potential, substantial investment not feasible

Neighborhood Factors

- Major public residential development across street (Maverick Gardens)
- Playground and park next door
- Constrained residential streets; tight turning radius; no parking
- Adjacent to Boston Towing; no interest in site (land or water)
- MBTA easy walking distance; master planned for trolley service

Conceptual Future Vision

- Restore piers for functional waterfront. e.g.
 - Ferry berthing
 - Pilot's office use
 - Commercial and recreational boating facilities
 - Transient docking
- Economics of waterside improvements
 - Fixed pier restoration: \$180-200/SQ. FT.
 - Dredging: \$ 20/cubic yards if clean
 - \$ 70/cubic yards if contaminated
 - Floating Piers: \$500,000 each if handicapped accessible
- Create buffer between DPA uses (Boston Towing) and residential neighborhood uses (homes and park)
- Establish public amenities on waterfront and in existing buildings, e.g.

- Extended Harborwalk through LoPresti Park and out into waterfront
- Public fishing points and viewing points
- Public gathering spot, sheltered

- Restore existing vacant buildings
 - Lower floors mixed uses for DPA and Supporting DPA
 - Include Facilities of Public Accommodation and small businesses useful to neighborhood and DPA users
 - Upper floors recommend residential due to surrounding neighborhood and traffic constraints; office use possible

Summary Concepts/Essential Conclusions

- Landside site does not meet DPA criteria or DPA users needs (now or foreseeable)
- Waterside improvements impossible without landside subsidies
- Landside existing vacancies too dramatic to cure with Supporting DPA Uses or “marketing”
- Residential neighborhood, traffic constraints, demand for housing supports residential and mixed use renovations for existing structures
- Residential mixed use compatible vision with Community Master Plan and MHP Goals Statement
- Actual marine industrial users can get new, viable space if DPA boundary removed from landside
- Without regulatory relief on landside, future use limited to storage and no waterside improvements feasible

Hodge Boiler Works

This project would be adjacent to Lopresti Park and the proposed Clippership Wharf development. The site is 144,000 square feet of land and piers.

The proponent sees the opportunity for the creation of a residential development (a “bookend” to Clippership) and a marina for over 100 slips in this area. The proposed residential structure is a 6-story, 170-180,000 square foot structure (with a building footprint of approximately 30,000 square feet) with parking. An on-site affordable housing component would be included. A restaurant on the first floor of the residential building may be included.

The use of open space is important. One of the benefits of the marina is that it would help to connect the currently discontinuous Harborwalk. The total coverage area of the building would be less than 50% of the total land area; parking would be underneath the building.

Clippership Wharf

The proposal for housing on Clippership Wharf was initiated in the late 1980s. Since that time, the vision for this site has undergone significant changes, though the intention is still to develop the area for residential uses. In the past three years, the developer has participated in City planning efforts in order to try to coordinate their project with these initiatives and assure that the project is in concert with the neighborhood. The decision to develop housing is consistent with the East Boston Master plan and reflects its recommendation for housing in this area. The aim of the developer is to create neighborhood ties, not a gated community.

The proposed project would include 400 condominium units. There will be at-grade and structured parking (1½ spaces per unit plus 70 spaces for retail). Five buildings are proposed with facilities of public accommodation on some of the ground floors. Open space would be aggregated along the edge of the pier and view corridors would extend from the existing street grid.

One of the most important goals of the project is to assure its connection both to East Boston and the rest of the City. The potential for water shuttle service to Charlestown and Downtown exists of the end of the pier. Additionally, it is imperative that the development work to enhance connections to the Greenway and Piers Park. Compatibility with the surrounding neighborhood, particularly along Marignal Street, is also essential. One final potential point of connection would be the Maverick T Station; renovations to the station and a second head-house closer to the site would help to reduce traffic to and from the development.

This project has three issues in conforming to Chapter 91:

- Facilities of Public Accommodation – There is some ground floor area that is not a FPA; instead FPAs have been aggregated in a way that seems to make more sense.
- Setback of Facilities of Private Tenancy – One building is closer to the water's edge than Chapter 91 permits.
- Height – A portion of one building is higher than 55 feet (58-78 feet).

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, April 25, 2001 at 3:00 p.m. in the Piemonte Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary April 25, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod Macdonald announced that today's meeting is aimed at getting individual input from Advisory Committee and audience members on their visions for the DPAs.

Rod announced that the next East Boston Municipal Harbor Plan meeting will be held on May 2. Roseland Properties/SeaChain will be presenting on Massport Pier 1, Pier 5, and the Shipyard. On May 7 there will be a walking tour of the East Boston waterfront beginning at 9 a.m. at the Maverick T station.

John Weber announced that ICON's Chapter 91 build out analysis for non-DPA parcels will soon be available on CZM's website at www.state.ma.us/czm.

Beatrice presented the existing land use allocation (excluding Massport properties) for the East Boston Waterfront DPAs. They break down as follows:

Water Dependent Industrial	45%
Non-Water Dependent Industrial	6%
Water Dependent Commercial	1%
Non-Water Dependent Commercial	21%
Vacant	27%

Rod began the discussion by asking Advisory Committee members to make comments on the use of DPAs. He noted that ICON has identified three possible approaches to DPAs on the East Boston waterfront

- 1) No change
- 2) Moderate – No net loss of DPA resources
 - Boundary modifications
 - Method for determining limits for allowable uses
 - Public subsidies
- 3) Aggressive – Loss of DPA resources
 - Boundary modification/de-designation
 - Public subsidies

Vivien Li commented that the entire committee seems to be open to the idea of change—that is why they are participating in the process. She remarked that the discussion needs to become more concrete and more attention must be directed toward the particulars of each DPA. Issues such as economic support/subsidization and exactly what maritime industrial activities should occur in each DPA must be addressed. A harbor-wide understanding of Boston's port industries is also essential. Additionally, she stated that

technical information, such as water depths, is needed in order for the committee to make informed decisions. She advised the committee to be wary of decisions to de-designate based on the “highest and best use” for waterfront property.

Richard Henderson agreed with Vivien that the committee needs more technical information on water depths and which buildings are actually in use in the DPAs. He noted that DPA number two is a good model for other DPAs because the activities that occur in C White Marine and the shopping center compliment each other well.

Nancy Grilk emphasized her concern for the protection of the watershed and historic granite walls in the DPAs.

Scott Smith reiterated Vivien’s point that the committee must ask itself if DPA activity is essential in Boston Harbor and, if so, which types. He expressed that he believes maritime industrial activity, such as small-scale ship-building and repair, *does* belong in East Boston. He said that innovative solutions such as cross-subsidization of DPA activity and creative models for integrating traditional DPA uses with commercial and other uses should be explored.

Bob Strelitz explained that DPA issues should be considered in a long-term timeframe. He brought up the importance of water transportation in connecting East Boston to the rest of the City. He also urged caution in de-designating DPAs, commenting that we must look to develop the East Boston waterfront in ways that will be appropriate in the long-run, and will have lasting positive effects even as market conditions change.

Karen Maddalena noted the need for a balance between various uses on the East Boston waterfront; specifically, constructing too much luxury housing could be problematic if there is a downswing in the economy.

Rod agreed with Bob that it is prudent to take a long-term approach. If too much DPA area is lost to the highest and best use, he said, it will most likely never be recovered. He stated that a good argument can be made for expanding the types of activities permitted in DPAs to include uses such as marinas and ancillary commercial activities to help subsidize water-dependent industry.

Michael Interbartolo commented that it is important to ask why water-dependent uses in East Boston are diminishing. He noted that this may have less to do with a harbor-wide trend and more to do with the lack of infrastructure in East Boston (narrow, residential roads, etc.). He remarked that these constraints should guide the Advisory Committee in defining which types of water-dependent industrial activities should occur in East Boston. He asked if DPA designations are necessary to ensure compatible industrial development.

Varney Hintlian stated that there is a win-win solution in which residents and developers can both benefit. He suggested that the Advisory Committee think about the current market definition of marine industrial and how it might differ from a more traditional definition.

Jamy Buchanan requested that the Advisory Committee begin to get more specific about which water-dependent industrial uses they want in East Boston and in which locations.

Richard Henderson asked everyone to keep in mind how other development across the harbor will impact the needs and opportunities for development in East Boston.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, May 2, 2001 at 3:00 p.m. in the Piemonte Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

Meeting Summary May 2, 2001

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Sarah Kelly.

Sarah Kelly began by announcing that today we would be hearing from Roseland Properties/Seachain on their development proposals for Massport Pier 1, Pier 5, and the Shipyard. She reminded everyone that on Monday, May 7 at 9:00 a.m. there will be a walking tour of the East Boston MHP area departing from the Maverick Square T Station.

Richard Henderson of Massport introduced Jamie Fay of Fort Point Associates, Marshall Tycher of Roseland and Joe Sugar of Seachain who would be giving a presentation on Pier 1, Pier 5 and the Shipyard. A summary of the presentation follows:

Planning Context

1. Port of Boston Economic Development Plan
2. Boston Inner Harbor Water Transportation Plan
3. East Boston Master Plan
4. Massport East Boston Waterfront Strategic Plan

Shipyard Existing Conditions

- Purchased by Massport to preserve maritime industrial activities
- 9 acres of upland and 20 acres of watersheet including 12 buildings and 4 piers
- Predominant use is construction staging with other industrial and maritime industrial uses
- Buildings in poor condition, dilapidated piers and seawalls
- 40% building vacancy and 80% pier vacancy
- No public access through the shipyard

Shipyard Proposal

- \$10 million private investment
- Promote Shipyard as marine service center
- Enhance existing and attract new marine industrial tenants
- retain/expand boat building activities
- Upgrade existing industrial and office buildings
- Renovate piers and docks
- Clean up shipyard site
- Create pedestrian access

Pier 5/Marina Existing Conditions

- 3.2 acres of upland and 18 acres of watersheet
- 180 slip marina
- No public access on Pier 6
- Dilapidated Pier and unstable shoreline
- Pier 5 not in DPA

Pier 5/Marina Proposal

- \$5 million public investment
- Upgrade existing 180 slip marina
- Upgrade existing fuel dock
- New 200-slip public recreational marina
- 7,500 square foot marine service building with restaurant and associated parking/boat storage
- Seawall construction, pier rehabilitation and dredging
- Walkway link to Golden Stairs
- Harborwalk link to Piers Park
- Publicly accessible pier

Pier 1 Existing Conditions

- 5.5 acre pier, 8 acres of backland, and 4.5 acres of watersheet
- Underutilized shed occupying 85% of Pier
- Active maritime uses on pier apron
- Paved backlands used for parking, storage, trailer truck training
- No public access
- Not in DPA

Pier 1 Proposal

- 94.5 million projected private investment
- 600+ residential units
- At-grade and structured parking
- Facilities of Public Accommodation
- Maritime uses and berthing
- Water transportation
- Public access and open space

Residential Uses

- 600+ units
- Studio, 1,2 and 3-bedroom units
- 55+ height over pier
- 5-6 stories, with 75+ maximum height on backlands

Public Realm Context

- Extension of existing street grid and view corridors

- New Street adjacent to Piers park
- Harborwalk/access along water
- Walking links to Greenway
- Open Space (67% of site) and 7.5 acres of publicly accessible open
- Public waterfront square
- Waterfront plaza

Circulation and Parking

- Main entrance via South Bremen Street
- Secondary entrance onto Marginal Street
- One-way loop around Pier 1
- Walk to Maverick Station
- At-grade and structured spaces
- On street public parking
- On site water transportation

Maritime Uses and Berthing

1. Marine Services and vessels
 - Harbor Pilots
 - Sea Tow
 - Boston Waterboat
 - Other
2. Commuter vessel layover
 - Visiting ships
 - Water transportation docking
 - Public landing
 - Recreational fishing

FPAs (20% of area)

- Restaurant
- Health Club
- Convenience Store
- Community Room/small business center
- Water transportation terminal
- Pier pavilions
- Public landing
- Marine Services support

Chapter 91 Compliance

1. Proposed Uses
 - Berthing/layover of marine vessels
 - Harbor pilots
 - Water transportation dock

- Extension of Greenway
 - Pedestrian walkways
 - Residential (Pier 1 and backlands)
 - Surface and structured parking
 - Retail, restaurant, health clubs
2. Substitutions
- Facilities of Private Tenancy – Allow FPT’s over flowed tidelands
 - Facilities of Public Accommodation – Provide 20% of ground floor for FPA’s
 - Building Heights – Allow small portion of site to exceed Chapter 91 height
 - Public Open Space – Allow small portion of site for residential parking
3. Proposed Offsets
- Smaller building footprint over flowed tidelands – Existing = 86% of pier;
Proposed = 25% of pier
 - Lot coverage – 33% of total site covered by building footprint; 58% is publicly accessible open
 - Restrict height to 55 feet over water; Proposed height of 75 feet on backlands is significantly less than max. height of 235 feet.
 - Water dependent use zone – Approximately 19,000 square feet of additional setback area
 - Greater water dependent activity
 - Redevelopment of Pier 1 provides financial feasibility for redevelopment of the Marina and Shipyard

Next Steps

- Conceptual design review
- DEP/Massport MOU
- Public meetings
- PNF/ENF filing

Bob Strelitz and Karen Buttiglieri commented that 600+ units are too many. They recalled that the original proposal they heard was for 580 units maximum.

Bruce Berman commented that the way in which a travel lift is used in the Shipyard, will determine how “public” it really is. Jamy Buchanan added that there are many ways in which communities can be “gated” without physical barriers to access; only if resources (like the travel lift) are available for all to use should they be considered public amenities. Scott Smith noted that there is a scarcity of lay down space available to the public and asked if Seachain intends to include lay down space. Joe Sugar responded that they would include some public lay down space, but that allowing too much would make it too difficult to regulate.

Valerie Burns comments that coordination with the work being done on the Greenway is essential, especially in order to preserve the view corridor from its end to the water. The

Greenway is currently the longest unbroken path for walking and biking. She also reminded everyone that FPA's do not only have to be for commercial and retail uses.

Jean Tropeano asked if a water-bus service can coexist with the proposed residential development or if residents will complain about the noise. Jamie Fay responded that the two uses are compatible as long as the residents are made aware that they are moving to an active waterfront. Noise issues can also be addressed by design (double/triple pane glass, good insulation, etc.).

Tom Cox asked if the shipyard is more like a boatyard in size and function. Joe Sugar responded that their proposal includes a 100-200 ton travel lift. The location is not ideal for very large vessels, but traditional shipyard activities would be able to take place.

Nancy Tentindo asked if and how water transportation is included in the development plans. Joe Sugar responded that a water ferry service (operating on a regular schedule) would be initiated. It is important to work with Clippership Wharf and other developments in order to coordinate water transportation efforts.

Vivien Li emphasized the importance of Massport working together with Clippership. She also stated that the committee should have the opportunity to participate in that discussion.

Blossom Hoag agreed with Vivien that parallel planning processes will not benefit anyone—Massport needs to work with the Advisory Committee and other developers on the East Boston waterfront.

An audience member expressed concern that retail development will increase traffic in the neighborhood and suggested that inter-modal transportation system be established to support the development. Jamie Fay agreed and said that Massport is working to develop landside infrastructure to support the proposed water-side activities.

Karen Buttiglieri commented that the redevelopment of the Maverick Square T Station should be integrated into the development.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, May 16, 2001 at 3:00 p.m. in the Piemonte Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
May 16, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod opened the meeting by announcing that the next Community Meeting will be held on June 20 from 6:30 to 8:30 p.m. at the Jeffries Point Neighborhood Association/East Boston Social Center.

Beatrice Nessen and Geoffrey Morrison-Logan gave a presentation on DPA Master Plan alternatives. Below is a summary of their presentation:

Goal of the DPA Master Plan

Preserve and enhance DPA capacity to accommodate water dependent industrial use

MCZM Notice to Proceed Requirements

DPA Master Plan Criteria

1. Preservation of land and water-dependent industrial (WDI) uses
2. Compatibility of uses to ensure continuation of WDI uses
3. Allowable supporting DPA uses
4. Strategy for promoting WDI uses

Water Criteria

Generally all four sub-areas meet criteria:

- Contiguous to navigable channel
- Shorelines are generally developed with piers connecting to land
- Water area is appropriate for berthing

Land Area Criteria

- Contiguous with other DPA lands
 - The four sub-areas are not contiguous
 - Within each sub-area, lands are contiguous
- Access to major transportation systems
- Water and sewer capacity: Available in all four sub-areas
 - All sub-areas are level
 - Backlands are limited
- Compatibility of existing uses
 - DPA 1 uses and predominantly water dependent industrial. Adjacent uses are mixed.
 - DPA 2 contains water dependent industrial uses along shoreline, significant percentage of commercial use and vacant or underutilized property. Adjacent uses are primarily local commercial.

- DPA 3 is a mixture of water dependent industrial and commercial uses. Adjacent uses include industrial and public housing.
- DPA 4/Jeffries Point Yacht Club adjacent uses are a mixture of residential, commercial and industrial.

Existing Land Use Allocation

Entire East Boston Waterfront DPA (Exclusive of Massport properties):

- Water Dependent Industrial 45%
- Non-Water Dependent Industrial 6%
- Water Dependent Commercial 1%
- Non-Water Dependent Commercial 21%
- Vacant 27%

Zoning: Allowable Supporting DPA Uses

Zoning Sub-Area	Allows Supporting Uses
Central Square Community Commercial	Yes
Maritime Economy Reserve	No
Waterfront Commercial	Yes
Waterfront Service	Yes

Existing Conditions

DPA Number	WDI	NWD-I	WD-C	NWD-C	OTHER	VCNT.	TOTAL
1	96.2 %	3.4 %	0 %	0.4 %	0 %	0 %	100%
2 incl. Shaws	32 %	4 %	0 %	47 %	1 %	26 %	100%
2 w/o Shaws	42 %	5 %	0 %	18 %	1 %	34 %	100 %
3	31 %	11 %	0 %	8 %	0 %	50 %	100 %
4	0 %	0 %	100 %	0 %	0 %	0 %	100 %

Condition of Facilities

	DPA 1	DPA 2	DPA 3
Condition of Facilities	<u>Fair</u>	Poor, except for timber pier at Liberty Plaza; concrete ramp - poor	Fair
Serviceability	Existing heavy marine operations	Existing use at Liberty plaza	Existing heavy marine operations
Water Depths	13' to 15'	17' to 26'	18' to 22'
Access to Channel	Contiguous to main channel	Contiguous to main channel	Contiguous to main channel
Berthing Potential	Approximately 2,700 linear feet from 4 piers and 1 Bulkhead	Approximately 800 linear feet in use; potential for 2,000 linear feet from 3 piers/pier remnants	Approximately 2,000 linear feet from 3 piers
Shoreline Development	Substantial connected to land	Substantial connected to land	Substantial connected to land
Transportation Constraints	Constrained access at McArdle Br/Condor St. Limit on veh. size. Pedestrian safety.	Inland access constrained at Cantral Sq. Border/Central Sq. entry to Liberty Plaza	Limit on vehicle size. Pedestrian safety. Inland access limited by Maverick Sq. traffic

East Boston Waterfront Urban Design Concept

- 1) Traditional Waterfront: Mixed use extending north from Lo Presti Park to Chelsea Creek
- 2) Neighborhood Extension: New residential development and parkland beginning with LoPresti Park and extending east
- 3) Harbor Gateways: Liberty Plaza/Central Square and Lewis Mall
- 4) Commercial Spine: Corridor between Liberty Plaza/Central Square and Lewis Mall Gateways, linking Central and Maverick Squares

Opportunities

- Marine service such as tug and tow operations, layover, berthing, marine construction, marine support services and boat repair
- Water transportation facilities
- Recreational boat storage

Constraints

- Road network and capacity
- Pedestrian safety
- Adjacent land uses
- Condition of marine infrastructure
- Inconsistencies between zoning and Waterways regulations

Issues

- How to preserve and promote WDI in face of market conditions and need for marine infrastructure capital improvements
- How to achieve urban design goals
- How to create waterside gateways
- How to strengthen connection to harbor at central square
- How to link neighborhoods to waterfront
- How to ensure compatibility between DPA and adjacent uses
- How to clarify DPA boundary lines
- How to ensure zoning compatibility

DPA Master Plan Objectives

- Preserve DPA resources to meet current and potential growth of water services sector
- Promote WDI uses through economic cross subsidization from supportive uses
- Clarify DPA boundaries to conform to parcel lines
- Minimize conflict between incompatible land uses

DPA – Option 1

Baseline

- Revise zoning to permit all allowable, supporting and temporary DPA uses
- Implement traffic recommendations
- Public Access
- Public Subsidy
- calculate land use allocation as one DPA
- Clarify DPA boundaries

NWD-C	<u>Existing</u>	<u>Potential Growth</u>
DPA	22%	3%

DPA – Option 2

Increase in SU

- Revise zoning to permit all allowable, supporting and temporary DPA uses
- Implement traffic recommendations
- Public access
- Public subsidy
- Calculate land use allocation and one DPA
- Clarify DPA boundaries

- Increase the amount of allowable supportive use – How much?

NWD-C	<u>Existing</u>	<u>Potential Growth</u>
DPA	22%	?%

DPA – Option 3a

Redefine DPA

- Revise zoning to permit all allowable, supporting and temporary DPA uses
- Implement traffic recommendations
- Public access
- Public subsidy
- Clarify DPA boundaries
- Calculate land use allocation as 4 separate DPAs
- Creation of Central Square waterfront gateway
 - Require specific guidelines for redevelopment
 - Encourage reconfiguration of Liberty Plaza Shopping Center

NWD-C	<u>Existing</u>	<u>Potential Growth</u>
DPA 1	.4%	24.6%
DPA 2	47%	0%
DPA 3	8%	17%
DPA 4	0%	25%

DPA – Option 3b

Redefine DPA (Boundary Change)

- Revise zoning to permit all allowable, supporting and temporary DPA uses
- Implement traffic recommendations
- Public access
- Public subsidy
- Clarify DPA boundaries
- Calculate land use allocation as 3 DPAs
- Remove Liberty Plaza Shopping Center from the DPA
- Require specific WDI and urban design goals for Liberty Plaza/Central Square Gateway
- Use Boston East as DPA Land Bank
- Promote additional SU through boundary modifications

NWD-C	<u>Existing</u>	<u>Potential Growth</u>
DPA 1	.4%	24.6%
DPA 2	12%	13%
DPA 3	0%	25%

DPA – Option 4

Change DPA Size

- Revise zoning to permit all allowable, supporting and temporary DPA uses
- Implement traffic recommendations
- Public access
- Public subsidy
- Clarify DPA boundaries
- Calculate land use allocation as 3 DPAs
- Consolidate WDI uses
- Promote additional SU through boundary modifications

NWD-C	<u>Existing</u>	<u>Potential Growth</u>
DPA 1	.4%	24.6%
DPA 2	26%	0%
DPA 3	?%	?%

DPA Goal	Opt. 1	Opt. 2	Opt. 3A	Opt. 3B	Opt. 4
Preservation of WDI	Fair	Fair	Good	Good	Fair
Compatibility to ensure continued use	Poor	Poor	Good	Good	Good
Supporting use	Poor	Good	Good	Good	Good
Promoting WDI	Fair	Good	Good	Good	Good
Urban Design Concepts	Poor	Poor	Good	Good	Good

Jamy Buchanan asked why vacant and underutilized land is not included in the Land Area Criteria – Compatibility of Uses for DPA 3. Beatrice responded that these summaries are intended to broadly describe each DPA and more detailed descriptions follow.

Richard Henderson asked if the calculations for DPA 1 include all piers, including those that are derelict. Beatrice responded that derelict piers are included.

Bruce O’Hanian commented that in DPA 3 the piers are more dilapidated and the water depths are lower than is indicated in the presentation. Beatrice said that she can make the appropriate changes to her figures.

Bruce Berman stated that the categories (Good, Fair, Poor) used to evaluate the various alternatives are too ambiguous and need to be better clarified.

Stephanie Pollack said that it is important to make clear the separate policy objectives of changing DPA boundaries. She stated that it seems that the committee has two goals: (1) to subsidize maritime industrial activities and (2) to open up land that is not/will not be used for maritime industrial activities to other activities.

Rod Macdonald commented that there were aspects of the proposed alternatives that he did like, and some that he did not like. He liked the idea of “exchanging” privately owned land in a DPA for the City’s Boston East site. That way the burden of DPA restrictions is not imposed as much on private citizens. He also liked removing the shopping center from DPA 2, as it is grandfathered in and will not be used for maritime industrial activities. He said that he was concerned about option 3b because it is important not to impose too many conditions on the types of non-maritime industrial activities that would be allowed in DPAs as we can not predict what changes in the economy/real estate market might occur. He felt that the overall square footage of DPA area should be reduced, particularly away from the water.

Richard Henderson asked John Weber of CZM if a DPA area with an active maritime industrial use could be de-designated. John responded that it has never happened before and reminded everyone that the Master Plan recommendations have to relate to the approval criteria outlined in the Notice to Proceed (ie. to preserve and promote water-dependent industry). Rod suggested, however, that the preservation and promotion of water dependent industry might not necessarily be best achieved by maximizing the total DPA area, but by concentrating it, which might improve its economic viability.

Vivien Li stated that the committee needs time to process this information before coming to a conclusion about it. She also noted that more information is needed in certain key areas. More specifics are needed about the Shipyard (ie. is it really a Shipyard, or is it a Boatyard?). The committee also has to know what infrastructure exists on the Boston Tow properties, and what is needed. Alternative funding/subsidy options should be explored, including the Seaport Bond Bill. She remarked that the committee’s focus seems to be too much on individual parcels, and not enough on the “big picture.” Finally, there the MHP needs to be flexible, allowing room for change, because nobody knows what the future will bring.

Jonathan Wales said that Massport has landbanked a large amount of the heavy water-dependent uses and their future intentions must be fully disclosed so that the MHP reflects these realities. What Massport does will have a direct and profound impact on the rest of the East Boston waterfront; by charging their industrial tenant lower rents than private landowners they foreclose on competition. He insisted that the committee needs to be more specific about what kind of demand for water-dependent industrial activity can be expected in East Boston and what particular types of companies are going to be needed to accommodate this demand.

Richard Henderson clarified that Massport’s shipyard, *will* be a shipyard, not a boatyard.

Stephanie Pollack commented that DPA issues clearly need to be approached by looking at Massport's land, the DPA properties, and the rest of the waterfront together. The solution that she would prefer would be one which does the least "damage" to Chapter 91. She would not like to see the definition of DPA uses expanded and she would prefer redrawing boundaries to blurring DPA definitions. She stated that promoting water-dependent industrial activities is not achieved simply by maximizing DPA square footage; it is imperative to carefully consider *which* land is best suited to DPA uses.

Alice Gray stated that a more thorough economic analysis is needed.

Jamy Buchanan commended Beatrice and Geoffrey on the helpful presentation. The committee needs to work together with CZM to assure that the boundary clarifications for which they ask are acceptable, as they will be the starting point from which a determination of offsets and substitutions will be made.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, June 6, 2001 at 3:00 p.m. in the Piemonte Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
June 6, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod opened the meeting and announced that a meeting has been added to the MHPAC schedule for Wednesday, June 20, 2001 from 3:00 p.m. to 5:00 p.m. This meeting will focus on Substitution Recommendations/Conceptual Impacts for Clippership Wharf and Hodge Boiler Works.

Beatrice Nessen of ICON Architecture gave a presentation on DPA Master Plan Strategies. Frank Mahady of FXM Assoc. gave an economic overview. Following the presentation she asked the committee for feedback. (Please see attached or request a copy by emailing sarah.kelly.bra@ci.boston.ma.us or calling 617-918-4349.)

Valerie Burns asked Frank Mahady how he might quantify the impact of Massport on the economic viability of water-dependent industrial activities in East Boston. Frank responded that while it is difficult to quantify, the presence of Massport does even further limit the opportunities for such development.

Rod stated that he believes that bold change is needed with regard to DPAs in East Boston; currently they are not working in the way in which they should. He commented that the East Boston DPAs should not be considered in isolation as their use will have state-wide ramifications. He believes that the discontinuous DPA area, currently considered one DPA, should be split into three or four separate DPAs. This will allow for 25% supporting uses in each DPA. He stated that the Liberty Plaza shopping center should be taken out of the DPA as it is a grandfathered use and will never become marine industrial. He is in favor of redrawing the DPA boundary to include Boston East because it is a city-owned site and the city, more than private citizens, should carry the burden of DPA restrictions. He said that the option of relocating DPA boundaries so that some of the land furthest from the water is dedesignated should also be explored.

Rod asked Beatrice if the MHP would have a 10-year life. Beatrice answered that there is no set life; that determination is made independently for each MHP.

Bruce Berman asked to what extent off-site substitutions in other areas of the Boston waterfront can be incorporated into the MHP. John Weber responded that it is possible, but it becomes somewhat difficult because it is more complicated to begin looking outside East Boston.

One audience member commented that the Boston East site should not be designated as a DPA. Instead of adding more DPA area the focus of the DPA Master Plan should be on consolidation of DPA activities.

Richard Henderson asked if it would be acceptable to CZM to dedesignate areas that have existing water-dependent industrial uses in them. John Weber responded that DPA dedesignation would be difficult in such a scenario, but if the committee could demonstrate that they were not “pulling the rug out” under anyone and that arrangements were being made to compensate it *may* be possible to dedesignate in such areas.

Bob Strelitz commented that the Advisory Committee needs to carefully weigh the advantages and disadvantages of turning the rest of the Boston East site (2/3 of which is currently in a DPA) entirely into a DPA. Valerie Burns added that in order to make that determination it is imperative to hear from DND.

Vivien Li said that she is not convinced that Boston East is a good site for a DPA. She does not believe that enough technical information has been presented to the committee for them to make an educated decision one way or the other. She emphasized that deciding where the DPAs in East Boston ought to go should not be simply a numbers game, but rather needs it to make sense based on the physical characteristics of the area.

Rod Macdonald responded that adding Boston East and taking away DPA 3 would lend contiguity to the DPAs that is currently lacking. Beatrice Nessen added that because Boston East is publicly-owned property it could take advantage of Seaport Bond Bill funds.

Jamy Buchanan noted that all options presented include the administrative change of clarifying DPA boundaries along parcel and/or building lines. She stated that there is consensus among the committee that this baseline is acceptable. Jamy also commented that it is unfair to make property owners pay for the lifting of DPA restrictions that have been burdening them for years. Simply lifting the restrictions will finally allow for development that will benefit the community.

Phil Chase stated that he favors Option 4 for many reasons. The presence of Massport, he said, makes it exceedingly difficult for property owners in DPAs to obtain tenants as they can not compete with Massports’ low rents. This, coupled with the reality that many kinds of maritime industrial business are declining in the Port of Boston, points to the need to dedesignate some of the existing DPA area.

Bissera Antikarov proposed that some combination options 3b and 4 be explored in greater depth.

Rod asked the committee if they could come to consensus on splitting East Boston’s one discontinuous DPA into three or four, thereby expanding the allowable supporting uses. The committee agreed to this. He then asked if the committee could agree on removing the shopping center from the DPA. Valerie Burns said that she is hesitant to go ahead

and endorse that idea at this time. She was concerned about backlands to provide landside support for industrial activities on the water's edge.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, June 13, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
June 13, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:15 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Jansi Chandler stated that next advisory committee meeting, scheduled for June 20th, will focus on substitutions and offsets for Clippership Wharf and Hodge Boiler Works. There will also be a community meeting on June 20th from 6:30-8:30 p.m at the East Boston Social Center.

Beatrice Nessen said that a draft of the DPA Master Plan will be completed after the community meeting on June 20th. She gave a presentation on narrowing the DPA Master Plan Alternatives. (Please see attached or request a copy by emailing sarah.kelly.bra@ci.boston.ma.us or calling 617-918-4349.)

David West from the Department of Neighborhood Development (DND) stated that it is DND's position that the portion of Boston East that is not in a DPA should not be designated as a DPA by the MHP. To the contrary, DND would like to see the portion of their site that is in the DPA dedesignated to allow for the development of housing. He explained that this location has been identified by the East Boston community an appropriate one for mixed-income housing. NOAH is developing artist housing across the street that would compliment such a project. He commented that he does not see the site as necessarily good for industrial use.

Jansi Chandler said that she had been aware that DND was thinking of housing on the non-DPA portion of the site. Richard Henderson asked if DND had considered, or planned to conduct any economic analysis, for other uses for the site beyond housing. David West responded that DND planned first to look at housing, but could then consider other options.

Rod Macdonald explained that the discussion about designating the rest of Boston East as a DPA began for several reasons. First, the thought arose that the state might be more amenable to an exchange of DPA areas than to a net loss. Boston East seemed an appropriate "trade-off" because, as city-owned land, it would take some of the burden of DPA restrictions off of private land-owners. Additionally, the Boston East site does not have any existing structures on it, unlike many other properties that do which could be converted into apartments.

Bruce Berman stated that if the Advisory Committee comes to the conclusion that the DPA area should be reduced then the MHP should directly state this and convey the rationale behind this decision. They should not try to swap DPA land simply for the sake of making the MHP more palatable to CZM.

Beatrice Nessen clarified that the removal of the shopping center from the DPA would not include the Shaws; the Shaws license indicates that the supermarket is considered a supporting use.

Bob Strelitz stated that the shopping center should not be exempted if the property South of Macdonald's (Ricupero's property) is not as well, in the interest of fairness and practicality.

Nancy Tentindo asked if just the land side of Liberty Plaza was proposed in ICON's analysis to be dedesignated or if the water side was as well. Beatrice responded that just land-side dedesignation was proposed.

Jim Klocke said that he liked the idea of removing the grandfathered shopping center from the DPA.

Richard Henderson agreed that the shopping center should be removed. He stated that he was not, however, convinced that Boston East should become part of the DPA. He suggested looking at leaving the portion of Boston East that is out of the DPA out and keeping DPA 3 in. He said he would like to see more economic analysis on Boston East that explores different options for its development. He brought up the idea of providing some parking on Boston East for residential developments, such as that which might occur on New Street.

Greg Ketchen stated that he is concerned about the potential loss of DPAs, particularly on the water-side. He said that watershed continuity of DPA uses is very important.

Vivien Li remarked that the committee needs a more precise understanding of the license agreement for Shaws. She also stated that it is good to hear from DND on the issue of Boston East. She noted that it is important to get direct, frank comments from property-owners. She said that she is also concerned about protecting watershed DPA uses and emphasized that not all of these uses need to be shipyard-related uses; they can be smaller-scale, cleaner uses as well (ie. fishing opportunities or water transportation). She said that she is not as fixated on exactly how much square footage of DPA area is preserved and believes that when the committee has reached a consensus it will then have to make an argument to CZM for why it has come to that conclusion. She stated that in making his decision the Secretary will not be counting square feet of DPA, but will be looking at the overall picture of how DPAs have been treated. She said that she would like to know from Massport exactly what will go in the shipyard, because this will profoundly impact the rest of East Boston's DPAs. Massport's shipyard needs to be considered alongside DPA 1 in order to determine if a version of Option 4 (concentrating DPA area) is desirable.

Bruce Berman stated that he agreed with Vivien that DPA 1 and the Massport Shpyard are the more appealing DPA sites. He commented that whether or not the committee determines that Boston East is an appropriate DPA site, it was a worthwhile exercise to

consider it. He said that he does not want to disregard any options simply because they might slow down the process; it is essential to think creatively and stay open-minded.

Vivien Li advised the committee against getting into conversations of “fairness” as it applies to DPA designations. The fact is, without DPAs the entirety of Boston harbor would be without water-dependent industrial uses.

Jamy Buchanan stated that regardless of whatever land might be dedesignated, there is a consensus among the committee that the baseline boundary clarifications presented in every one of ICON’s proposed options are desirable. These clarifications do require only minor administrative changes along parcel and/or building lines.

Richard Henderson asked exactly what the baseline clarifications are. Rod responded that they would be more accurately defined in the first draft of the DPA Master Plan.

Nancy Grilk emphasized the importance of water transportation improvements. She said that the committee must start with an understanding of where docks exist currently and historic piers are. On that note, Vivien Li said that it is important that the East Boston MHP be consistent with the Boston Inner Harbor Passenger Water Transportation Plan.

Richard Henderson expressed concern about dedesignating DPA 3. He said that much of the infrastructure is already in place to support water-dependent industrial activity in this area. He suggested that while some of the buildings away from the water might be dedesignated, the watershed and area along the water’s edge might be appropriate to keep as a DPA.

Jamy Burchanan reminded the committee that taking away DPA restrictions does nothing to alter the impact of Chapter 91; these restrictions will remain in place.

Bissera Antikarov said that some combination of Option 3b and Option 4 seems to be what committee members want.

Nancy Tentindo commented that she is concerned about compatibility issues between residential and maritime industrial uses that might result from dedesignation of DPAs inland while preserving them along the water and/or on the watershed.

Richard Henderson asked if a new building with retail on the first floor and offices above it would be permitted in a DPA as a supporting use. John Weber responded that small business uses are allowed if they are adaptable to uses in existing buildings and on “minor infill parcels”. He stated that if one could make the case that a parcel is a small infill parcel then that may be allowed.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, June 20, 2001 at 3:00 p.m. in the BRA Board Room.

*East Boston Municipal Harbor Plan
March 2002*

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
August 1, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Jansi Chandler.

Jansi Chandler stated that Rod Macdonald, Committee Chair, would be unable to attend today's meeting. She clarified that the first half of the meeting would be dedicated to the East Boston Municipal Harbor Plan and a discussion of substitutions and amplifications for Clippership Wharf and the second half would be used for an introduction to the Fort Point Channel Municipal Harbor Plan.

Carol Gladstone stated that the PNF/ENF for Clippership wharf has been filed. There will be a community meeting on Wednesday, August 8th at 7:00 p.m. at the Harborside Community Center in East Boston.

Valerie Burns asked if the comment period for the PNF has been extended. Karen Buttiglieri recommended that it be extended on behalf of the East Boston community. Carol Gladstone responded that it has not yet been decided if the comment period will be extended. The current deadline is August 16, 2001.

Beatrice Nessen of ICON Architecture gave a presentation on substitutions and amplifications for Clippership Wharf and Hodge Boiler Works. (Please see attached or request a copy by emailing isabel.kriegel.bra@ci.boston.ma.us or calling 617-918-4443.)

Bruce Berman asked Beatrice to explain the public access goal in the draft substitutions and amplifications that has to do with the hierarchy of public and private spaces. Beatrice replied that public spaces need to be put where they are most usable and, thus, should in many cases take priority over private spaces. Blossom Hoag recommended that the language used be modified to indicate a hierarchy *within* public spaces in addition to that of public *over* private spaces.

Bob Strelitz asked how 80 foot buildings can be "integrated" into East Boston, which currently has only one building so high.

Bruce Berman suggested that the goals of the substitutions and amplifications be listed so that the protection of public tidelands is first, in order to indicate its priority.

Valerie Burns emphasized that views from public spaces to the water, not just view corridors down streets, are very important.

Vivien Li commented that the Facilities of Public Accommodation (FPA) requirements on waterside buildings on the Clippership Wharf site should not be removed or “traded” for requirements on buildings on upland parcels. If the committee wants to see more upland FPAs then they can try to achieve that through amplifications.

Beatrice Nessen stated that the thinking behind “trading” FPA requirements was in order to move FPAs to Lewis Street/Mall and strengthen it, making it a street that draws people to the water. She said that the other consideration in determining where FPAs should go has to do with where tenants will and will not locate. Nancy Tentindo added that certain configurations of FPAs are more likely to be economically successful than others.

Bruce Berman asked how ICON’s presentation of substitutions and amplifications on Clippership wharf corresponds to the developer’s proposal. Carol Gladstone responded that ICON’s depiction does not reflect the building footprints in their proposal so it is difficult to explain how their proposal differs.

Valerie Burns stated that while she does agree with the basic principle of strengthening Lewis Mall and Street, this goal could be achieved without making the entire ground floor of upland buildings FPAs. Some of the first floor space of the buildings on Lewis Mall and Street could be FPAs and some should stay on the waterfront. Bob Strelitz reiterated that East Boston residents are cut off from the waterfront and FPAs on the water’s edge would greatly benefit the community.

Valerie Burns asked if non-commercial FPAs were being considered. Vivien Li said that the definition of FPAs should extend beyond restaurants and cafes. Karen Buttiglieri noted that senior citizens services are needed in East Boston. Bob Strelitz remarked that the East Boston Social Center would love to have some space on the waterfront. Bruce Berman noted that some social service uses that might technically be considered Facilities of Private Tenancy, might actually be desirable on the waterfront.

Stephanie Pollack said that the Advisory Committee needs to start from the assumption that all ground floor uses within Commonwealth Tidelands are FPAs and anything that deviates from that needs to be justifiable under Chapter 91. She said that Fan Pier in South Boston, where civic space will be leased at below-market rates, could be used as an example. Nancy Tentindo stated that the committee should be careful in drawing comparisons between South Boston and East Boston as the scales are so different.

Blossom Hoag warned that if the massing of the development is too big, it will be difficult to attract small-scale businesses.

Ben Lynch said that while DEP does give some flexibility to change around FPAs through Municipal Harbor Plans, Chapter 91 explicitly states that these changes must support the basic aim to support waterfront activity and provide public access to the water.

Carol Gladstone said that the developer is not proposing a reduction of overall FPA area. She stated that they would like as much flexibility as possible so that they can find a configuration that suits everyone. She added that they have been talking with day care centers about locating on their property.

Stephanie Pollack stated that it is frustrating not to be able to see the Pier 1 development proposal on the other side of Lewis Mall when trying to make decisions about FPA locations at Clippership Wharf.

Tim Clapp commented that he supports the wide street between Clippership and Hodge Boiler Works as presented by ICON. He said that it works well both aesthetically and functionally.

The meeting was adjourned at 5:00 p.m. The next meeting is Wednesday, August 8, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
August 22, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald.

Rod Macdonald went over the scheduling for the upcoming MHP Advisory Committee meetings. The next meeting to discuss the East Boston MHP is September 12, 2001 3-5 PM in the Piemonte Room, 5th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is September 5, 2001 3-5PM in the BRA Board Room, 9th floor Boston City Hall. Rod introduced Isabel Kriegel who has taken over Sarah Kelly's duties (isabel.kriegel.bra@ci.boston.ma.us).

The Advisory Committee went around the table introducing themselves.

Nancy Tentindo stated that there would be a re-presentation of substitutions and explained that the building footprints had been in a conceptual form for Clippership Wharf before the PNF but that now there is an actual site plan that will be used. Nancy stated that sites without PNFs will continue using theoretical footprints. Nancy briefly discussed the purpose of a Harbor Plan and said that the Chapter 91 regulations invite plans for the community vision of the Waterfront and that Chapter 91 should not be viewed negatively, but as an opportunity. Nancy stated that the East Boston Master Plan is guiding the development of the East Boston MHP.

Jansi Chandler stated that there had been a two year planning process before the MHP process. Jansi referred to an overall Master Plan graphic and said the benefits of the Master Plan are evident now. Jansi stated that the substitutions and amplifications are derived from the principles in the Master Plan. Jansi said that people seemed comfortable with the review of the principles at a past meeting and indicated that the revised principles were included in a new handout available at today's meeting.

Beatrice Nessen referred to a chart developed to illustrate the difference between general substitutions and amplifications and site-specific substitutions and amplifications (see attached). Beatrice said the former apply across the board, whereas good examples of the latter are Hodge Boiler Works, Clippership Wharf and New Street.

Jansi announced the community meeting in East Boston had been extremely well-attended and well-received.

Karen Buttiglieri stressed the need to go to these meetings and to be more open and generous about the planning process. Karen said that without waterfront development East Boston will be out of the loop.

Rod Macdonald asked about the status of Pier 1.

Richard Henderson answered that the MOU is being published today (August 22) and that the comment period would be 45 days concluding October 9, 2001. Richard also announced the public hearing on October 2, 2001 6PM at the Harborside Community School.

Vivien Li stated that she noticed the enthusiasm at the BRA's public meeting and that the developer gave good responses. Vivien added that there had been a good dialogue and that the BRA had done a good job.

Rod Macdonald introduced the Clippership team.

Carol Gladstone introduced herself and the rest of the Clippership team.

David Hancock gave a presentation on Clippership Wharf. (Please request a copy by emailing isabel.kriegel.bra@ci.boston.ma.us or calling 617-918-4443.)

Rod Macdonald asked about the re-creation of the water.

David Hancock pointed out the area is currently covered watersheet and that the intention is to take the coverage away.

Bruce Berman asked if there were any changes to Building 2.

David Hancock answered that there was little change to Building 2. David also stated that the year-round amenities are what will bring people to the waterfront.

Carol Gladstone said that it is important to have something happening on the ground floor and that she believes residential ground floor space is better than vacant space.

Karen Buttiglieri stated it is friendlier to the neighborhood to have more going on in Building 3.

David Hancock completed the Clippership Wharf presentation.

Rod Macdonald requested comments from the Advisory Committee.

Valerie Burns voiced her concerns about Buildings 2, 4 and 5 by saying they are right on the waterfront. Valerie wondered what that side of the development will feel like. Valerie said specifically that she is less convinced of Building 3's activation because it is a quiet residential zone. Valerie suggested transferring some of the housing to Buildings 2 or 4 to balance it out. Valerie asked that the committee think about what they want the water's edge to feel like.

David Hancock said that a) the streets were open to anyone and people were encouraged to use them, b) that there is a real worry about depending on public spaces to create

activity, and c) that the hope is that Hodge Boiler Works will be developed at the same time, thereby activating the West side. Davis said he didn't think the amount of residential was going to make the site feel private.

Carol Gladstone added that they are maintaining flexibility throughout the plan and would like to encourage keeping the space open.

Valerie Burns stated that the committee should not be fearful of failure because this has great Facilities of Public Accommodation (FPA) opportunities, and that a lot has been learned through past failures.

Karen Maddalena stated her concern that Building 2 is going to be similar to a gated community.

Karen Buttiglieri said she had no problem with Building 2, that it should be completely occupied. Karen also said that Buildings 3 and 4 will work in the context of the neighborhood.

Nancy Grilk asked if there were any plans for a private marina at Clippership, if they anticipated any on-street parking, and where the noisy HVAC units would be located.

Carol Gladstone responded no about the marina, that the site was very close to the shipping channel. Carol also stated that there would be on-street parking on all of the streets.

David Hancock said the HVAC units would go above the 7th floor.

Nancy Grilk asked if the rubble seawall existed currently.

David Hancock responded that it is currently collapsed but that they have plans to stabilize it, and keep the granite.

Vivien Li said that she is confused: it seems that there is a conflict between Chapter 91 and the Master Plan. Vivien stated that nothing is precluded by Chapter 91. Vivien also said that she had anticipated delving into the offsets and that she would like to discuss water-dependent uses. Vivien said she likes the layover space for water transportation but is afraid that it will not activate the area. Vivien said she supports the activation of Lewis Mall and asked if that can be realized through an Article 80 process, thereby utilizing both processes. Vivien said that she is uneasy about there being enough activity at Piers Park. Vivien also said that community services should be looked at for development, not simply traditional commercial uses.

Rod Macdonald stated that the discussion would be carried over to the next meeting.

Richard Henderson stressed the importance of using the new T headhouse and said he felt there should be retail around it to draw people. Richard also said that the water taxi was

not going to bring people to Clippership, but that he was indeed open to seeing the ground floor of Building 2 used for private tenancy. Richard added that in regards to Building 5 it is important to have a connection to get to the waterfront and not to rely solely on Hodge Boiler Works.

Carol Gladstone said that they are working on making the West side of Building 2 more attractive and visually strong. Carol added that Jacobi Way served as a connector for Building 5 and the waterfront.

Bruce Berman stated there ought to be public space in every building and the way he sees it Buildings 2 and 5 are predominantly private residences. Bruce also said that he wishes to see economic development along the waterfront. Bruce stated that private tenancy on private tidelands is uncomfortable, whereas private tenancy on Commonwealth tidelands is a stretch. Bruce urged the developers to include more Facilities of Public Accommodation (FPA).

Carol Gladstone pointed out the public versus private space on the plan.

Bruce Berman said that people want one thing and that is public accommodation at the end of the pier.

Bennett Heart said that he had heard a lot of good things said at this meeting and that his concerns are also about the first floor. Bennett said that it was important to activate Lewis Mall and that Building 2 should have some sort of public accommodation. Bennett also wondered how the space would feel with the first floor raised for parking underneath, and if it was possible to make Building 3 a surface parking lot while the other buildings were being developed.

Jim Klocke said he is optimistic about getting a good plan and that this process is not about satisfying every element of Chapter 91.

An audience member suggested renaming one end of Marginal Street to help distinguish the two parts of it. He also said that he was concerned about the heights of Buildings 1 and 2. He suggested a combination of residential and commercial zone with artist locations in order to develop a livelier street. He also asked who will maintain the public areas such as restrooms.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, September 12, 2001 at 3:00 p.m. in the Piemonte Room, 5th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, September 5, 2001 at 3:00 p.m. in the BRA Board Room.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
September 12, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the Piemonte Room by Nancy Tentindo.

Nancy Tentindo announced that today's meeting would concern substitutions and offsets and that Beatrice Nessen would give a presentation on the regulatory framework regarding substitutions and offsets, followed by the Clippership Team fielding questions from the Committee and the audience. Nancy also announced that the Request for Notice to Proceed for the Fort Point Downtown MHP process will be submitted on Monday, and that the Committee and audience should feel free to comment.

Beatrice Nessen gave a short presentation on the Chapter 91 Waterways Regulations and the substitutions pertaining to non-water dependent uses (Please request a copy by emailing isabel.kriegel.bra@ci.boston.ma.us or calling 617-918-4443.)

Jansi Chandler introduced the Clippership Team and announced that they would continue the discussion of the proposal at Clippership Wharf.

Carol Gladstone said the Clippership Team is receiving comments and that they are expecting to have the scope on Friday, September 14th.

David Hancock pointed out the Clippership Wharf property and quickly ran over the Master Plan.

Wendy Landman stated that the Clippership Team would be removing the dilapidated pier and restoring the watershed. Wendy also stated that the Clippership Team was hearing and taking into consideration the comments from the Committee and the audience such as the balancing of the Facilities of Public Accommodation (FPAs) and the Facilities of Private Tenancy. Wendy said they are trying to avoid the privatization of Clippership.

Bruce Berman asked if the removal of the piers was a public benefit.

Wendy Landman answered that it is space outside the shipping channel for small boats to get to the shoreline, therefore for the public benefit to take them down and free up that space. Wendy added that during the development of Clippership they are seeking interim uses that will be FPAs, such as small office space.

Valerie Burns asked the Clippership Team to explain the phasing of the development.

Carol Gladstone answered that since these are going to be condos, they see them being financed one building at a time, and that the second building would not be able to be built until most of the first building's condos are sold.

Valerie Burns asked about the duration of the interim uses.

Carol Gladstone answered that there are a series of time periods, and that this relates not simply to Clippership Wharf but to the East Boston waterfront as a whole.

Wendy Landman stated that the types of FPAs being discussed are day care centers, schools, and small offices. Wendy also addressed the issue of height, and said that there is an overall height limit on the site with 2 exceptions: the pier ends. Wendy explained that the offset for this is the creation of additional open space. Wendy also addressed the design modifications on the site, the first being to continue the street on the shared property between Clippership Wharf and Hodge Boilerworks. Wendy said they are also shifting the floating dock to create a more active use at the end of the pier, shifting the day care facility to the garden side of the site, and are shifting FPAs to the end of Building 2 because of concerns raised about activating that area.

Wendy Landman said that the Clippership Team was taking into account the comments and relating them to the site, which would take most of October. The Team will continue talking to the Advisory Committee and will come back to talk about the progress at the end of October/beginning of November.

Karen Maddalena asked about the possibilities of senior centers on the site. She said many seniors need a senior center in East Boston.

Wendy Landman answered that the Clippership Team is looking into it.

Brad Swing asked about the Pier 1 activation and the development of Lewis Street.

Wendy Landman answered that Pier 1 is an evolving process and that Lewis Street plays a critical role in bringing people to that area

Valerie Burns asked if the Team was looking into redistribution of the FPAs in Buildings 4 and 5 as well.

Carol Gladstone answered that they are looking at all the buildings.

Bruce Berman said that he shares the community's concern that something gets built, and asked that for the interim uses, could the developer think about reasonable tenants since this project is about success, not money.

Jamy Buchanan stated that sites should be looked at individually as far as whether the restoring or removing of dilapidated piles is a public benefit.

An audience member asked the depth of the piles.

Wendy Landman answered they range from shallow to deep depending.

Vivien Li asked where they are thinking of having the day care center and the school. Vivien asked if there is enough space the areas designated as future FPAs for a charter school.

Wendy Landman said that they haven't fully discussed that yet, but just putting it on the table as an idea.

Carol Gladstone added that if there is a charter school, it would be a new school, and that there isn't a footprint yet but they are close to having one..

Vivien Li suggested that it might be helpful to see that space and to talk about the potential of having a charter school in that space.

Jamy Buchanan asked if a day care center would be considered a FPA.

An audience member from CZM answered that if it is non-exclusive, it would qualify as a FPA.

Vivien Li stated that this process will set precedents for commonwealth tidelands, and that the Committee should look to set something that will be difficult to undo.

Rod Macdonald suggested that the committee not draw blinders around what it's trying to do, that there are dangers to setting precedents.

An audience member suggested probing the idea of retail space that is used by all people in order to solve the problem of bringing people to the site.

An audience member said that these height substitutions should allow for view corridors and serve a public purpose. He said there should be a general offset—that there be decks on the buildings so that the public can use them, since the heights will be blocking the views of tenants behind the site.

Bruce Berman said that that the FPAs are the offset in this case.

The audience member said that the FPAs don't matter because they are on the ground floor, he would like to see a separate height offset.

Carol Gladstone commented that they are shrinking the footprint to maintain the views, and stated that 63% of the site is overall open space and 50% of the site is purely green, while 13% is street/circulation space.

An audience member commented that the FPAs are shifting away from the water's edge.

Carol Gladstone pointed out the proposed FPAs on the slide.

The audience member said that there is a better way to carry out the goals of Chapter 91, and that substitutions are not just a preference for the developer.

Carol Gladstone answered that the proposals came from specific directions in the East Boston Master Plan.

Rod Macdonald said that it is not just a question of looking for substitutions, but that the purpose of the Municipal Harbor Planning process is to look at the overall area. Rod added that there is flexibility in the law through the MHP process, and that it is not fair to say that there should not be substitutions.

Richard Henderson stated that the FPAs at the end of Building 2 meet the goals of Chapter 91, but that there should also have activity at the T station.

Valerie Burns added that the Committee is not necessarily moving to consensus, but that there is still a lot to discuss.

Carol Gladstone said that there is a concern not to have any dark space.

Jamy Buchanan said the developers need to be concerned about dark space, because some of these spaces may not be occupied year-round if the rent is too high or for other reasons. Jamy added that the best way to address the dilapidated piles is through waterside improvements, and that she would like to hear more about why it is better for the public to remove the ones on this site.

Carol Gladstone answered that in addition to opening up the shipping channel, they are working under the assumption that the Lewis Ferry Terminal will be active again.

A member of the audience suggested moving 3 boat pier in the southern direction.

Another member of the audience asked about the range of the selling units.

Carol Gladstone answered that there would be a range, anywhere from \$300,000-\$1 million on the upper floors. She added that there is range of square footage and that there will be 10% affordability.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, October 3, 2001 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, September 26, 2001 at 3:00 p.m. in the Hearing Room, 8th Floor Boston City Hall.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
October 3, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod Macdonald introduced Beatrice Nessen from ICON architecture to make an announcement.

Beatrice Nessen asked for comments from the committee and the audience regarding the general document on Substitutions/Amplifications and for comments on the principles and policies (pp. 1-4).

Rod Macdonald announced that the Hope IV Grant had been awarded to Maverick Gardens.

Jamy Buchanan asked if anyone knew exactly what the grant is going to do, for example will it restructure the streets? Jamy also asked about the timeframe for the construction.

Carol Gladstone answered that the preliminary planning entails completely rebuilding and reconnecting all of the streets.

Jansi Chandler added that the timeframe was not known.

Jamy Buchanan commented that it would make sense for New Street to do construction at the same time to make the traffic changes easier.

Rod Macdonald asked for comments about Substitutions and Amplifications, and asked for people to send them to Beatrice if they had none to discuss at the present time.

Valerie Burns asked for clarification on page 3.

Beatrice Nessen answered that they are setting priority of public open space over private tenancy.

Nancy Grilk asked that the word "seawalls" be added to the sentence "Respect the architectural heritage of historic pier forms" on page 3.

Jansi Chandler said that they are looking for comments on Hodge Boiler Works. Jansi added that at the Advisory Committee meeting on October 31st Roseland would give an update on the development which would set the context for Clippership and the non-DPA parcels. Jansi announced that hopefully the Clippership Team would come back to the

Committee at the meeting on November 14th to share the comments on the substitutions. Jansi said that by the end of the year there would be conclusion on the non-DPA parcels and a final draft of the MHP—then the remaining question would be how to proceed with New Street and Boston East as part of the MHP.

Valerie Burns announced that the MOU for Pier 1 is out for comment now, and asked if the Committee could get a briefing on the MOU to see how Pier 1 fits into the MHP.

Jansi Chandler replied that they would try to have a briefing from Massport at the meeting on October 31st.

Rod Macdonald stated the primary concerns about the Roseland development are: the traffic congestion it will cause, making a greenway connection to Pier 1, the development on Pier 1, and Lewis Street. Rod asked the Committee and the audience if there were other things to address.

Beatrice Nessen gave a presentation on Hodge Boiler Works (Please request a copy by emailing Isabel.Kriegel.bra@ci.boston.ma.us or calling 617-918-4443.)

Valerie Burns commented that it is important to show the connection to LoPresti Park. Valerie also asked about the height of the buildings in terms of the neighborhood context.

Beatrice Nessen answered that some of the buildings in the neighborhood are as tall as those proposed for Hodge Boiler Works, and that these buildings will be in keeping with the historic buildings in the surrounding area.

Valerie Burns asked if these new buildings will in fact be taller than the other existing ones.

Beatrice Nessen answered that they will be.

Vivien Li stated that the redistribution of the volume of the buildings toward the waterfront in order to keep the lower heights near the existing neighborhood seemed to be the opposite of normal Chapter 91 concepts, and asked for the reasoning behind this.

Beatrice Nessen answered that this is an offset to the developer, and that the concept was to provide compensatory height as an incentive.

Valerie Burns said that in order to be sensitive to the community the additional height toward the water goes against Chapter 91.

Beatrice Nessen answered that this is why it's a substitution.

Rod Macdonald stated that zoning requirements will probably not allow for 165 feet by the water.

Beatrice Nessen answered that this is an exercise in terms of Chapter 91 regulations.

Rod Macdonald stated that it may not be appropriate to change it in this instance, and not have the building step back.

Brad Swing added that it would be useful to have the historic context.

Valerie Burns said that it is important for the East Boston Committee members to weigh in. Valerie added that the 80 foot figure may not be problematic if representing issues of context.

Rod Macdonald said that if the current height is 68 feet, maybe there do not need to be any substitutions.

Jamy Buchanan stated that this is a unique circumstance of existing buildings, and that it is important about disincentivizing.

Rod Macdonald asked about the possibility of building out onto the site.

Beatrice Nessen responded that it is a water dependent use zone.

Rod Macdonald suggested a substitution to bring out the building footprint onto the water dependent use zone with an FPA in the piece of the building.

Vivien Li asked about the distinction between having a public activity structure and an allowed non-water dependent structure in a water dependent use zone.

An audience member said that he didn't think you could put a restaurant out there, because that is not an allowable substitution.

Jamy Buchanan asked about a pavilion, or is a marina would qualify, perhaps with a small place to be indoors while at the marina.

Beatrice Nessen asked about the possibility of moving the water dependent use zone.

Rod Macdonald stated that this would allow for more buildable area without going up.

Valerie Burns said she has concerns about LoPresti because she doesn't see a lot of room to retain a connection.

Jamy Buchanan said that there are examples of space being poorly used all over the Harbor and that in this instance it is important that the space be buildable. Jamy also suggested having some sort of four-season room.

Rod Macdonald said that they need to be aware of open space requirements. Rod also summarized the points made at the meeting: first, that the 80 foot height is a question—perhaps it should be more like 5-6 stories in keeping with the surroundings. And second, whether it would be feasible to move the water dependent use zone, and if so, only to move it if 50% of the overall site would be retained as open space and if the connection to LoPresti Park remains.

Carol Gladstone commented that a street connection is a great idea.

Beatrice Nessen commented on the Shadow Study completed by Icon architecture.

Rod Macdonald said the height of the Clippership building near it is 65-75 feet.

An audience member commented that residential buildings in the area are limited to 3 stories.

Rod Macdonald stated that the existing building is 68 feet and that anything done to the existing building would require no substitutions.

Valerie Burns commented that they need to have more of a conversation on the shadow study.

An audience member said that winds are quite a consideration, and that they need to think about the direct wind effect.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, October 31, 2001 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, October 17, 2001 at 3:00 p.m. in the BRA Board Room, 9th Floor Boston City Hall.

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MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
October 31, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Nancy Tentindo, BRA

Nancy Tentindo announced that Rod Macdonald would be absent for the meeting. Nancy discussed the schedule for the MHP: stating that the intention was to have the MHP for the non-DPA areas finished by the end of the year, with Beatrice completing a draft by early January. Once that stage was complete, the Committee would turn its attention to the DPA areas. Nancy introduced Richard Henderson, Massport.

Richard Henderson explained that there is a parallel process going on for the MOU, and that there was a public hearing the first week of October and that the public comment period ended on October 9th. Richard stated that Massport is weighing the comments now, and the final draft of the MOU will be printed in its entirety in the Environmental Monitor.

Vivien Li asked if the comments shared a general characteristic.

Richard Henderson answered that the comments were varied and hard to characterize. Richard added that they were more appropriate to the MEPA process.

Vivien Li asked when the Committee could expect to see the final draft.

Richard Henderson answered hopefully by the end of November.

Bruce Berman asked about if there would be an opportunity to comment after the final version of the MOU is printed in the Monitor. Bruce expressed his concern regarding seeing the changes to the Substitutions and Offsets for the first time in the final draft. Bruce added that many of the comments to the MOU concerned the Facilities of Private Tenancy.

Vivien Li stated that at some point during this meeting she would like to discuss the fact that the MOU allows for larger development than what Roseland is proposing.

Jamie Fay gave a presentation on Roseland, focusing on the Chapter 91 issues.

Karen Maddalena asked is there would be sufficient parking.

Jamie Fay answered that there will be.

Vivien Li asked if the sidewalk on Harborwalk through the shipyard would be separate from the trucks.

Jamie Fay answered that yes, that is the goal.

Shirley Kressel asked about the size of the garage.

Jamie Fay answered that it will be 360 spaces.

Vivien Li asked about how many cars they were planning for.

Jamie Fay answered 1.1 parking spaces for each unit.

Vivien Li asked why the number would be so high while trying to promote the use of water transportation.

Jamie Fay answered that cars will most likely be used on weekends, not during the week.

Bruce Berman asked if it is going to be short term parking on the pier.

Jamie Fay answered yes, they do not want long term parking there.

Scott Smith asked how many slips there will be.

Jamie Fay answered that he doesn't know exactly the number.

Bruce Berman asked if it will be public landing or transient docking.

Jamie Fay answered that it will be a public landing. Jamie added that they hope it will create business for harbor taxis.

Karen Maddalena asked if it would operate like a parking spot with a time limit and meter.

Jamie Fay answered yes, they are looking for turn-over.

Jamie Fay continued with the Roseland presentation.

An audience member asked if the public parking was separate from the 1.1 space per unit figure.

Jamie Fay answered yes.

The audience member asked about having retail.

Jamie Fay answered that there is limited potential for retail. Farnsworth Street is a good example of a similar garage.

Karen Maddalena stated that East Boston does not have enough retail, and more emphasis should be put on retail.

Jamie Fay answered that they would love to have retail.

Karen Maddalena asked why there isn't any.

Jamie Fay stated that the demand for retail does not exist there.

Karen Maddalena stated that those moving into Clippership and Roseland will need and want somewhere to shop.

Jamie Fay answered that they would be happy to think about it.

Bruce Berman stated that this is a community of 30,000 people, and the 1,000 apartments created through the development at Clippership and Roseland will not change the population of East Boston dramatically enough to necessitate a lot of retail.

Karen Maddalena stated that the community feels a need for decent stores.

Vivien Li stated that there is still lots of space that needs to be programmed. Vivien added that the main issue is having Facilities of Public Accommodation to enliven the area.

Jamie Fay added that if they have someone who would like to run a dress shop, they would be happy to accommodate.

An audience member asked about reconfiguring the garage to accommodate both retail and cars.

Jamie Fay answered that the building they are talking about isn't 15-20 stories, and the neighborhood simply does not have the density and it would be a challenge to fill the space.

Richard Henderson said that the area is residential.

Jamie Fay said that the reality is given the density you can't have all Facilities of Public Accommodation. Jamie added that they think in this case these should be located at the water's edge.

Karen Maddalena pointed out the area around Maverick Square, where there are residences above storefronts.

Jamie Fay stated that when a use draws upon the public, it needs to be accessible, and developing at the waterfront cuts off a percentage of potential people.

Bruce Berman stated that he is concerned that these are mostly privatizing uses. Bruce suggested offices.

Jamie Fay answered that offices are even more difficult. Jamie stated that the area does not make for great office location, and that there would also be a traffic issue. Jamie stated that 40% of the area on the pier and 20% of the area on the backlands is first floor Facilities of Public Accommodation.

Bissera Antikarov stated that it is important to have a mix.

Vivien Li asked if they are planning on phasing the development.

Jamie Fay answered that this is 100% of the proposed project.

Vivien Li asked why they are not covering more area.

Richard Henderson answered that the developer was not in the room when Massport was drawing up the MOU.

Jamy Buchanan informed the Committee that because the MHP and DPA plans were being separated, the New Street site is being held up. Jamy added that the Committee had already decided that changing the DPA boundary was a goal for this site, so the New Street owners have filed a formal request for boundary review with the State.

Nancy Tentindo asked if the Committee would pencil in November 28th for another MHP Advisory Committee meeting.

Shirley Kressel asked what stage of the process they are in.

Jamie Fay answered that they have filed the PNF/ENF and the comment period ends on November 19th.

Beatrice Nessen announced that the comments on Hodge Boiler Works have been taken into consideration.

Jansi Chandler added that they will continue to take comments on it, and encouraged the use of the formal comment form. Jansi added that the next MHP meeting is on November 14th.

Phil DeNormandy stated that he is the owner of the Hodge Boiler Works property and that he is busy absorbing all of this. Phil added that it is important how London Street gets opened to basically be a pedestrian way. Phil stated that people enjoy the openness of Lewis Wharf and that he would like the same feeling here.

Bruce Berman stated that Lewis Wharf is not a model, and that the public does not use the space, only the tenants.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, November 14, 2001 at 3:00 p.m. in the Piemonte Room, 5th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, November 7, 2001 at 3:00 p.m. in the Piemonte Room, 5th Floor Boston City Hall.

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MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
November 14, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the Piemonte Room by Rod Macdonald, Committee Chair.

Rod Macdonald introduced the Clippership Team, and announced that they were back to show the Advisory Committee the changes since the last presentation before the Committee.

Roger Cassin from Winn Development responded to a newspaper article about Maverick Station from the previous week and clarified that Clippership will be proceeding without hesitation. Roger introduced the Clippership team, Carol Gladstone, Wendy Landman and David Hancock.

Carol Gladstone stated that the Clippership had presented before the Advisory Committee two months previously and the presentation the Committee is about to see focuses on the changes since the last meeting, namely two areas of substitutions. Carol said the first concerns height and the second concerning the location of the Facilities of Public Accommodation (FPAs) and the Facilities of Private Tenancy (FPTs). Carol added that the Clippership team had received the study scopes from MEPA, and that the goal is to make this the last meeting before the Advisory Committee.

David Hancock gave a presentation on Clippership's substitutions. (Please request a copy of the substitution text by emailing isabel.kriegel.bra@ci.boston.ma.us or calling 617-918-4443.)

Rod Macdonald asked how the team planned on ensuring that only artists were permitted to live in the proposed artist live/work space.

Carol Gladstone answered that it would have to be clearly stated in the Chapter 91 license.

Bruce Berman commented that the proposal looks good, especially the new artist component.

Karen Buttiglieri said she commends what she sees in this presentation and is ready to go on to the next step.

Bob D'Amico stated that BTM is looking at the potential to change Liverpool and London Streets. Bob added that there is a dialogue going on currently to see if this change would be welcomed in the neighborhood.

Carol Gladstone stated that it is good timing to be studying that.

Bissera Antikarov said she is very pleased with the changes and that she thinks they are positive, creative changes. Bissera added that artists tend to look for public spaces and that the idea of artist live/work space is a good tendency toward minimizing the privatization of the space.

Nancy Grilk asked where the team was moving the water transportation facility.

David Hancock answered that the water transportation facility wasn't being moved. He said it moved the other docking not anticipated to serve as the main water transportation area but a place where boats could tie up.

Richard Henderson asked about the roadway, and if Hodge Boiler Works does not go forward, will the roadway still be built.

Carol Gladstone answered that they haven't thought it through completely, but that there will certainly be a walkway regardless of whether Hodge is completed.

Bruce Berman stated that it would be appropriate to show that on the plan.

Jansi Chandler said that it will be shown in the MHP.

Roger Cassin stated that these are planning, not construction, documents.

Jansi Chandler said that the BRA feels comfortable with how the developer has responded to the comments.

David Hancock gave the second half of the Clippership presentation on the shadow and wind studies.

Carol Gladstone said that they are creating more open space, and that open space will be shadowed and sheltered because of the height in the front.

Nancy Grilk asked for clarification on the building heights, and if the building which were 7 stories are now 8.

David Hancock pointed out the respective building heights on the plan.

Wendy Landman announced that she would go over the language for the Substitutions and Offsets.

Bruce Berman questioned the language used to describe the artist live/work space.

Jansi Chandler responded that the BRA is undergoing a process to define "artist."

Bruce Berman suggested taking the broadest definition, but they should make sure to have some form of a definition. Bruce also asked if they are unable to find a commercially reasonable tenant, then there will be no gallery.

Carol Gladstone responded that they have yet to decide whether the gallery space will be counted as part of the free FPA space.

Bruce Berman responded that in the interest of not coming back before the MHP Advisory Committee, the Clippership team should figure that point out.

Jansi Chandler added that his issue does need to be addressed, and that there are a few minor issues reflected in the language to be worked through.

Rod Macdonald voiced a concern regarding the lease term since this is a ten-year MHP.

Wendy Landman responded that they have used the same terms written into the Pilot House, and that if a business is going to relocate or open up at Clippership they will want a long lease. Wendy added that this is a substantial marketing effort.

Jamy Buchanan asked is the gallery space is the same as the 4,000 s.f.

Carol Gladstone answered that it might be, and that the team needs to look at what the community uses are.

Rod Macdonald asked about the percentage of FPAs in building 1, why on the sheet there is a potential to have 25% be non-FPAs yet in the proposal all of building 1 is FPAs.

Wendy Landman answered that they are trying to write the Substitutions from a regulatory standpoint, and that they are concerned with having the flexibility to do a whole bunch of things on the site, but at the same time trying to be generic.

Nancy Tentindo said that they do not want to keep having to amend the MHP.

Rod Macdonald responded that on the flipside, they don't want to completely leave it open. Rod added that the Committee had not heard any real concerns regarding the height.

An audience member responded that he had some concerns with the height, that 7 stories creates a wall and 5 stories would be more acceptable.

Bruce Berman responded that the choice is not between 5 or 7 stories, it's the fact that Chapter 91 allows for greater height.

Bissera Antikarov said that there is a good overall distribution of height, and that it is not creating a wall effect.

Bruce Berman asked about the methodology for calculating the shadow study and about the change in net sunlight.

David Hancock responded that the only change is that they are creating more sunny open space.

Rod Macdonald stated that it seems to be much more conservative than what was done for the South Boston MHP.

Karen Buttiglieri stated that shadows are important to the neighborhood.

Carol Gladstone stated that as part of the Article 80 process they will do a full shadow study.

Rod Macdonald summarized the meeting by saying that there may be a few language issues in the Substitutions text, and asked for any additional comments. It was agreed that the BRA would work through the language changes with the developers to reflect the Committee's concerns and that a redlined document would be distributed to the Committee for final review and comment.

The meeting was adjourned at 4:30 p.m. The next meeting to discuss the East Boston MHP is Wednesday, November 28, 2001 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, December 5, 2001 at 3:00 p.m. in the BRA Board Room, 9th Floor Boston City Hall.

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MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
November 28, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod Macdonald made some scheduling announcements: the upcoming MHP Advisory Committee meeting will be on December 5th to discuss the Fort Point Downtown MHP, December 12th to discuss the East Boston MHP and tentatively December 19th. Rod also said that the Advisory Committee had heard from the Clippership Team at the last Advisory Committee meeting regarding the changes and comments to the proposed substitutions.

Nancy Tentindo announced that the Notice to Proceed for the Fort Point Downtown Waterfront MHP has been issued by CZM and that CZM and the BRA will be presenting it to the Advisory Committee at the MHP meeting on December 5th.

Jansi Chandler added that although Phil DeNormandie was scheduled to discuss Hodge Boiler Works at this meeting, he will be presenting in front of the Advisory Committee on December 12th.

Nancy Tentindo described the proposal to separate the Municipal Harbor Plan and the Designated Port Area Master Plan. Nancy explained that it has become increasingly clear that the DPA Master Plan and the DPA issues are more complex and will require more processing time with the Committee, with the internal processes within the BRA and with other city agencies, with CZM, with the property owners, etc. Nancy added that at the same time, good progress is being made on the Municipal Harbor Plan and the BRA feels it is important not to hold up parcels that are not involved in DPA matters. Therefore, Nancy explained that the BRA is proposing to file the Municipal Harbor Plan, which would include substitutions for non-DPA parcels, and then after submission continue to work on the DPA Master Plan. There would then be a second filing that would be comprised of the DPA Master Plan and any additional substitutions for any parcels that came out of the DPA. Nancy went on to say that there are some consequences in separating the two processes, the first being the treatment of the New Street parcel which is partially encumbered by the DPA, and the second is the Boston East parcel.

Valerie Burns asked for an explanation of the DPA Boundary Review process.

Nancy Tentindo answered that it is separate from the DPA Master Plan, and that she would like to address it after hearing from the Advisory Committee concerning the separation of the MHP.

Vivien Li said the MHP Advisory Committee has been meeting for between two and a half to three years, and been very accommodating in regards to separating out sites such as BECo and Chelsea Creek, and that looking at all of these things in isolation means not taking the whole picture into consideration. Vivien added that she is very concerned by the idea of breaking off pieces and that this proposal is not comprehensive.

Scott Smith said he echoed what Vivien said, and added that it is hard to keep all the pieces in perspective. Scott also said that the properties in the DPAs are clearly not functioning well currently.

Bissera Antikarov said she has mixed feelings about the proposal, because on the one hand she does not want to see some of the properties held back, but she shares Rod's concern that the other properties could get left behind.

Karen Maddalena said she liked the idea of working on the DPA and the MHP simultaneously.

Valerie Burns said there are basically three levels of properties in the east Boston MHP, those not in a DPA, those with some part in a DPA, and those completely in a DPA. Valerie added that she think sit is still a shame that Chelsea Creek is not included in the MHP since the Committee might make different choices is it were looking at both. Valerie added that she feels more comfortable with the pieces not in a DPA moving forward, but that she would like a better understanding of the scheduling.

Nancy Tentindo responded by saying that the State has indicated that the DPA Boundary Review will take between six and eight months, but the results will be rolled into the DPA Master Plan.

Bennett Hart said he would like to revisit the question of Chelsea Creek if that is a possibility, and that he agrees on the importance of doing things in a comprehensive manner. Bennett added that he thinks they should move ahead with the MHP without New Street and Boston East, since the possibility of changing these parcels DPA status should not be a quick decision.

Richard Henderson asked what parcels they are talking about removing from the DPA.

Richard Henderson said he is in favor of separating Clippership and Hodge from the rest, however he is concerned that once the pressure is off on Clippership the Committee will never complete a DPA Master Plan.

Bob Strelitz said that there is a crying need from New Street and that it would seem irresponsible to continue on without New Street, but at the same time it seems irresponsible not to push ahead with a draft.

Bruce Berman said he feels ambivalent, and that he would like to propose changes in legislation since it is defective that they are unable to get this finished in a timely fashion.

Bruce added that he is tempted to hold up the East Boston MHP because when the development cycle goes forward they may not get speedy action from the State on the rest of the MHP. Bruce also added that the process is extremely frustrating, since it is totally fragmented to begin with, and that he does not see an easy way out, but that he would like to walk through the consequences of phasing.

Rod Macdonald said the Committee needs to hear from the State on the realistic timing. Rod added that the Committee has held a lot of meetings, come to consensus on some things and not on others, but that the East Boston community is anxious to see something proceed on the Waterfront. Rod asked to hear from the State regarding the DPA Boundary Review.

Deerin Babb-Brott explained that a DPA Boundary Review would look at the criteria to see if the parcels within the DPA were suitable to remain in the DPA.

Jansi Chandler asked for clarification on the sequencing of a DPA Boundary Review.

Deerin Babb-Brott answered that if a DPA Boundary Review is undertaken, it will be on a parallel track with the DPA Master Plan, and will coordinate and provide information to the working group. Deerin added that with the consent of the BRA, the State could submit to MEPA on Friday to have a Boundary Review.

Jansi Chandler asked if this would be about a 4 month process.

Deerin Babb-Brott answered that it would most likely be a 4 month process.

Nancy Tentindo asked about including substitutions for New Street in the first filing.

Deerin Babb-Brott answered that the State would prefer not to see alternatives in the first filing.

Bruce Berman stated that CZM could cut out the alternatives and approve the rest of the plan.

Deerin Babb-Brott stated that it is clear that New Street is encumbered by having the DPA line through the middle of it, but that CZM cannot simply snap the line to one side or the other. Deerin added that the DPA Boundary Review would review the DPA lines, and that New Street is the only property egregiously affected by the line running through the middle, and that CZM might be able to snap other lines at the Director's discretion on other properties.

Brad Swing asked why and how these decisions were made.

Deerin Babb-Brott answered that the decision can be made if an informed decision about which way to snap the line can be made. Deerin added that in the case of a line running

through a building, CZM cannot make an informed decision and therefore needs a DPA Boundary Review.

Rod Macdonald said that the New Street team has been at every MHP Advisory Committee meeting and that they are the property most affected by the arbitrary DPA line, but that other properties adjoin New Street and other considerations should be given to whether they should be in the DPA. Rod added that his concern is that the 3-4 month process may take longer than they anticipate it to.

Deerin Babb-Brott cited the section in the Chapter 91 regulations about the criteria for a parcel in a DPA. Deerin added that CZM recognizes that development opportunities have been scarce, but that 4 months seems reasonable.

Bruce Berman said that there are profound access problems and decaying infrastructure in the plan area, and that it is frustrating to work with legislation that protects in the extreme.

Rod Macdonald said that Deerin makes a good point regarding the DPAs, in that once you remove maritime industrial, there is no putting it back. Rod requested that at the next MHP Advisory Committee meeting, CZM come back with a very realistic time period.

Vivien Li said that they should not wait until the next meeting.

Bruce Berman asked who could request a DPA Boundary Review.

Deerin Babb-Brott answered that property owners or the BRA.

Valerie Burns said she finds this problematic.

Nancy Tentindo stated that CZM had originally told the BRA to request the Boundary Review, and then proceed with the DPA Master Plan, but now the 2 are going to go together and inform one another.

Rod Macdonald said that they should go ahead and get the placeholder in the Environmental Monitor, and requested hearing more about the process and the timeline through a 2-way conversation with the State.

Valerie Burns said the staff also needs to think about the Fort Point Downtown MHP, because the Committee needs to know what it's doing.

Brad Swing asked for clarification on why this conversation had not taken place earlier.

Rod Macdonald answered that there had been a miscommunication between the State and the City.

Bruce Berman asked if there was public input in the DPA Boundary Review.

Deerin Babb-Brott answered that there is a public comment period, a designation report with another public comment period, and then a final decision. Deerin clarified that the Boundary Review puts the criteria to each DPA and looks at planning use, and that this is not an antagonistic relationship.

Bruce Berman stated that there could be two different outcomes.

Nancy Tentindo said that she envisions the staff putting a great deal of work into this.

Deerin Babb-Brott added that it is possible to extend the comment period.

Richard Henderson asked which properties they are looking at for the Boundary Review.

Jansi Chandler said that it is her understanding that CZM could look at the entire DPA in the East Boston waterfront area specified in the Notice to Proceed.

Deerin Babb-Brott said that the first step is making a distinction right at the beginning about which areas could use administrative movement versus a full-blown Boundary Review. Deerin added that he didn't see why that couldn't happen right away.

Bissera Antikarov asked if the Committee is still talking about separating the process.

Vivien Li stated that during the Boundary Review sites could be added to the DPA as well as removed.

Rod Macdonald asked to hear from the New Street team.

Varney Hintlian said the New Street property has been extremely difficult to rent, and it is screaming to be fixed up. Varney added that they have paid their dues and are anxious not to be left behind and hopes not to have to go through an eight month process.

Jamy Buchanan added that they have raised process issues from the beginning, and that she wants to emphasize the reality. Jamy stated that although she understands that CZM wants to preserve the DPAs for future use in case they are needed, the reality is that this site does not meet the criteria. Jamy added that the regulations were written for the purpose of change and that change is not bad. Jamy stated that the regulations cannot put in or keep in property that is not in conformance. Jamy stated that she is worried about the timeframe and the process if they go on with the parcels not affected by the DPA. Jamy added that there could be substitutions, etc for the site but that they would need to talk with the Committee about those.

Rod Macdonald addressed the next steps: the first is to put the placeholder in the Environmental Monitor in order to get the clock ticking on the DPA Boundary Review process; the second is that the BRA and CZM need to discuss the timing and the schedule, possibly form a sub-committee, and decide whether or not the State has a two-

way participatory process. Rod added that it would be helpful to hear back from the BRA and CZM at the next MHP Advisory Committee meeting.

Richard Henderson asked if the MHP is submitted with Clippership and Hodge, then CZM goes through with a boundary review and the Committee works on a DPA master plan, would it be quick to do an amendment for New Street with the substitutions if there need to be any?

Rod Macdonald answered that it would be quick, and that as he understands it, the first stage would go up to LoPresti Park, and the second stage would be the DPA Mater Plan.

Deerin Babb-Brott stated that the State would prefer not to refer to the MHP as a “phased” plan but as a plan with pieces or stages, but that CZM is not participating in a phased approach.

Jamy Buchanan stated that her concern is that the planning will be applied to New Street without there being a discussion about it, and that New Street will be subject to the MHP not Chapter 91 if the plan is submitted this way.

Jansi Chandler stated that the MHP would include general guidelines that would impact New Street and added that if any of these might negatively impact New Street they should be identified now.

Jamy Buchanan said that he concern is that there are many provisions which will affect New Street that they have yet to discuss.

Jansi Chandler said that the MHP becomes a piecemeal document if they say that New Street is not subject to the plan.

Jamy Buchanan said she understands that this would be a very difficult thing to do.

Jansi Chandler added that when they see the document can have that discussion.

Vivien Li said that it is very difficult to have this discussion with the State sitting in the back of the room. Vivien added that the regulations have always been the same, and that there are reasons to have regulations, but that CZM should sit at the table so that if the Committee comes across any problems the State can right them. Vivien added that she hopes the information that the Committee needs to give the State will be information that the need.

Jansi Chandler stated that Deerin mentioned using that information in the fact finding portion of the boundary review.

Rod Macdonald suggested an alternative plan.

Deerin Babb-Brott asked if he meant option 5 or 5B.

Nancy Tentindo said that there had been no consensus on that.

Beatrice Nessen said that they had four options, and a sub-committee sat down with a conglomeration.

Rod Macdonald said that this was a starting point for the next discussion.

Bruce Berman asked if when CZM does its boundary review, will it look at all of the East Boston DPAs or simply the ones the Committee asks it to look at.

Deerin Babb-Brott answered that it is at the discretion of the State, and that they can apply it to as many parcels as they feel is necessary. Deerin added that the State will support wherever the BRA wants to go, and that since the Master Plan is a part of the MHP, they will start by looking at the three DPAs.

Rod Macdonald suggested going on to discuss any comments on the Clippership changes.

Bruce Berman said that he liked the addition of “artisans” to the artist live/work text. Bruce added that the language should be stronger concerning the FPA at the end of the pier so that it cannot be changed, something like “arts related FPA.”

Valerie Burns stated that she has serious concerns about some of the substitutions, such as making the artist live/work space an FPA. Valerie added that the gallery is a great addition, but that artist live/work space is not necessarily anything less than an FPT on the ground floor. Valerie said that she does not see the western edge as having any more public activity.

Vivien Li said that she too has concerns with the western edge. Vivien added that she likes the opening up of the road with Hodge Boiler Works, but that it still feels very private.

Rod Macdonald responded that at the last Advisory Committee meeting there was an overwhelmingly positive response to the changes, the key change being the opening up of the road. Rod added that FPAs are not going to be the easiest thing to attract.

Valerie Burns stated that she thinks it a little bit romantic thinking that the artist live/work space will be an FPA, and that they should not expect to activate this area through those means.

Bruce Berman stated that in the live/work space the artists have to have the public in to look, and added that he thought it was a positive obligation to have the public in twice a year to look.

Valerie Burns said that it seemed like a serious overreach and that the Committee should be realistic about what open studios are.

Nancy Tentindo said that the issue of layover space is consistent with the City's plan for layover space.

Bennett Hart said that he appreciated Valerie's looking closely at the substitutions, but that it was indeed going to be more public having open studios twice a year, and that is better than not having it.

Richard Henderson added that at a minimum, London Street can be an offset and that the Clippership team should take credit for that.

Vivien Li added that it would be good to tie Lewis Mall to the waterfront.

Bennett Hart asked about a package of offsets addressing that.

Valerie Burns said that she is concerned with opening a door which would connect artist live/work space with Chapter 91, and urged the committee to think through artist live/work space and what it really is.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, December 12, 2001 at 3:00 p.m. in the Piemonte Room, 5th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, December 5, 2001 at 3:00 p.m. in the BRA Board Room, 9th Floor Boston City Hall.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
December 12, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the Piemonte Room by Rod Macdonald, Committee Chair.

Rod Macdonald made some scheduling announcements: the next MHP Advisory Committee Meeting to discuss East Boston is scheduled for December 19th. Rod added that chapters 1-8 of the Draft MHP will be handed out at the end of the meeting for review by the Committee. Rod introduced Tom Skinner, Director of Coastal Zone Management.

Tom Skinner said that the MHP for East Boston is something new and different, and that the State is working on an accelerated DPA Boundary Review process. Tom announced the Public Information Session on Monday, January 7, 2002 and the end of the public comment period February 6, 2002.

Rod Macdonald asked about the process for getting closure.

Tom Skinner answered that the State will release a draft with the Boundary Review decision.

Valerie Burns asked for clarification on what the comments should be about.

Tom Skinner answered that the public should submit general comments on the Notice and on the process, and that the State is not releasing any additional documents between now and February 6th.

Bruce Berman asked when CZM would issue the draft.

Tom Skinner answered that the State is currently playing catch-up, and could theoretically issue a draft as early as February 8th to get the next Comment period going. Tom added, however, that it was unlikely he would issue the draft that early, it was likely CZM would come back at some point in mid-February.

Nancy Tentindo stated the Advisory Committee would start working on the DPAs in mid-February by revisiting the past work. Nancy added that the Committee would most likely work on the DPA areas for 2-3 months.

Jamy Buchanan asked about comments on the criteria and regulations, not simply on the Notice.

Tom Skinner responded that generally after the first comment period the State begins its information gathering, but that in this case those two steps have been compressed, and the State is currently doing information gathering.

Jamy Buchanan suggested that it might help if the Committee and audience were to comment on substantive criteria in the regulations in addition to commenting on the Boundary Review announcement.

Tom Skinner responded that there are three types of boundary review, not simply the four criteria.

Bob Strelitz asked for clarification on the two processes, and if the Boundary Review was conducted first in order to establish the area on which to do the DPA Master Plan.

Tom Skinner responded that the two processes are put together.

Deerin Babb-Brott added that the process could be thought of as a “nested” process.

Tom Skinner explained that originally in the Notice to Proceed CZM envisioned the two processes happening in a linear way. Tom added that since the Notice to Proceed, things have changed and that the State will be working closely with the City and doing a lot of information sharing.

Vivien Li stated that there is a lot of work to do here before any determinations are made, and that it is hard to say when the Committee will be where.

Tom Skinner said that after February 6th CZM has up to 6 months to conduct information gathering activities, and that he would like to stress that CZM is using time now to do these activities, and that he is hoping that working with the City and the Committee they will be able to go faster.

Bruce Berman asked if comments could be resubmitted.

Tom Skinner answered that when CZM has a plan they will come back to the Committee and there will be plenty of time for additional comments.

Phil DeNormandie, owner of Hodge Boiler Works, described Hodge as the smallest of three sites in the area, and that his goal is to make it as distinct as possible.

Jamie Fay presented some options for Hodge Boiler Works to the Committee. Jamie said they had addressed some of the comments from the Committee concerning varied heights, mix of uses. Jamie showed the Committee some possible solutions, and said the location of the low water line is still being determined.

Rod Macdonald stated the low water line is really a technical question, and added that the Committee has decided that the London Street connection is very important and Jamie

and Phil should discuss this with the Clippership team. Rod added that people have voiced strong objections to having height along the street since that cuts off the waterfront.

Jansi Chandler asked if Phil and Jamie could return next week for further discussion of Hodge.

Jamie Fay replied that they would like to return next week.

Rod Macdonald stated that Hodge is trying to design an envelope since they don't know what they want to build.

Vivien Li asked what Jamie meant by FPAs on the "backside" of the site.

Jamie Fay responded he had meant the waterfront side.

Bob Strelitz asked what the anticipated height is.

Jamie Fay answered a little over 100 feet, about 10 stories.

Bob Strelitz stated that a height of 100 feet would shadow Maverick Gardens, and that is he is not sure that would be favorably looked upon.

Jamy Buchanan said that amplifications are for sight specific concerns, since they enable a more difficult requirement than that of Chapter 91. Jamy added that there has not been a lot of discussion about them, and that the Committee should remember that they do not have to set amplifications because local zoning will most likely be restrictive in a case like the height. Jamy stated that to do amplifications may constrain the development of other sites.

Bennett Hart stated that Chapter 91 is an envelope, and that the licensing will determine a lot of what the building can do, that it is not necessarily by right.

Bob Strelitz stated he hopes the developer will plan within the context of the larger site.

Vivien Li stated the Secretary in South Boston wanted the MHP to be the vehicle to set restrictions because then the licensing goes much quicker.

Bruce Berman stated that there are many different ways to end up with what the Committee wants.

Rod Macdonald stated the issues critical to the Committee are to provide access to the waterfront and to activate the waterfront.

Beatrice Nessen asked what the term for setting more stringent numerical value than Chapter 91.

An audience member responded that in the past it has been termed “amplifications.”

Beatrice Nessen said that if the MHP sets more stringent standards, it should be called substitutions.

Bennett Hart responded it could be agreed that it is a substitutions which requires no offset.

Beatrice Nessen said that in the text amplifications refer to dealing with discretionary regulations.

Jamy Buchanan stated that this is no South Boston which gets a lot of investment, and the more the Committee does to restrict, the longer it will take to get investment in East Boston.

Bob Strelitz asked about FAA limits.

Richard Henderson answered that he does not believe it will be an issue.

Jansi Chandler added that the BRA has met with Massport regarding FAA limits and that the BRA was told it will not be an issue.

A representative from BTD suggested that certain heights might interfere with helicopter flight patterns.

Bruce Berman asked if one does not use a substitution, not required to do an offset, but if one uses an amplification, what is the requirement.

Vivien Li said she would like to look at the context in order to see that there is activation on all sides.

Rod Macdonald said that the Committee would defer the conversation to next week.

Beatrice Nessen handed out the redlined copies of chapter 1-8 of the draft MHP, and said that the comments have been taken into account. Beatrice added that the appendices are not there nor are some of the amplifications pertinent to chapters 7 and 8. Beatrice explained that chapter 7 is baseline guidelines and chapter 8 is a detailed discussion of open space guidelines. Beatrice announced that chapter 9 would be given to the Committee on January 9th to be discussed on January 16th, and will include general principles and some additions specific to substitutions to Clippership. Beatrice explained that the rest of Part I of the MHP will contain the implementation section and the consistence section, and that Part II will be the DPA Master Plan.

Rod Macdonald asked the Committee to focus on chapters 1-2 and 7-8 since they have been over 3-6 quite a bit.

Jansi Chandler added that the intent is to get the chapters to the Committee one week ahead of the scheduled discussion in order to get comments. Jansi asked the Committee to use the comment sheets provided.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, December 19, 2001 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, January 9, 2002 at 3:00 p.m. in the Piemonte Room, 5th Floor Boston City Hall.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
December 19, 2001**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Nancy Tentindo, BRA.

Nancy Tentindo thanked the Advisory Committee for all of its hard work over the last year, and announced the next MHP Advisory Committee meeting to discuss the Fort Point Downtown Waterfront will be held on January 9, 2002. Nancy introduced ICON architecture to present Chapter 8 of the draft, the Open Space Concept Plan.

Beth Foster gave a quick overview of the Open Space Concept Plan and pointed out the key concepts in the plan: preserving public access (including visual access), Harborwalk, and educational programming.

Beatrice Nessen clarified the viewing platforms in the plan along stretches of inland Harborwalk are all based upon the pre-DPA boundary review harbor. Beatrice asked the Committee for comments on draft chapters 1-8.

Vivien Li asked is there will be interim Harborwalk along the edge where Piers Park II is planned in the event the park is not built.

Beatrice Nessen responded that they assume the park will be built.

Vivien Li stated that it is a realistic assumption that there will not be a park and that there should be an interim Harborwalk and it could be a possible offset.

Richard Henderson stated Massport is moving along with the design of Piers Park II, and that Massport is not paying for the construction of the park. Richard also asked how Piers Park II is any different from any of the other projects that may or may not get built, such as Clippership or Hodge.

Jansi Chandler suggested the Committee go around the table and give comments and added that comments can be handed in anytime up through the end of next week.

Vivien Li said she is supportive of historic markers, and since there are very few examples of these around Boston maybe East Boston can be the prototype. Vivien cited the examples in the Charlestown Navy Yard and in MDC Park as modern and up to date. Vivien added the connection to the greenway is important. Vivien suggested looking at the Marine Industrial Park as an example when the time comes to figure out how to get people through the DPAs.

Nancy Grilk stated her concern with cantilevering and requested it be out in the text of the draft that cantilevering would be used only as a “last resort.” Nancy also asked if it would be possible to include Marine Harbor Debris Clean-up as a baseline.

Nancy Tentindo responded that the BRA would have to look into adding that.

Tom Skinner clarified the 2-part MHP process by stating part 1 is the MHP and part 2 is the amendment. Tom added the Notice to Proceed did not have a phased approach planned for the MHP, but that the amendment would not need an additional Notice to Proceed.

Jim Klocke said he liked the promotion of signage. Jim added he did not think the MHP could enable the Marine Debris Clean-up, but maybe Article 80 review could.

Richard Henderson echoed Jim regarding the Marine Debris Clean-up. Richard said he would like to add some language to section 3.3.5, Economic Development Plan for the Port of Boston. Richard asked if the dates for the new Maverick Station could be checked.

Bennett Hart said he hopes there will be as much public access to the DPAs as is possible, and that they will not be closed off because it is simpler to do so.

Jamy Buchanan said it would solve a lot of problems to take New Street out of Part I, or to make New Street not subject to the substitutions or amplifications. Jamy added that New Street has not analyzed the whole set of substitutions and amplifications, and it is not fair or effective to impose these amplifications on New Street.

Beatrice Nessen asked Jamy about New Street in regard to the Open Space Concept Plan.

Jamy Buchanan answered that the restrictions should not be present for New Street, such as view corridors. Jamy added that the Committee should leave this site out of the first part and talk about the site and its substitutions and amplifications in the next part.

Beatrice Nessen answered that the Open Space Plan is advisory.

Jamy Buchanan said that DEP has to require the amplifications.

Jansi Chandler asked if CZM could clarify the terms “substitution” and “amplification.”

Jamy Buchanan said even the South Boston MHP did not deal with the distinction very clearly, and that a lot of what is being discussed here has never been tested, such as how much private property can the public take.

Ben Lynch explained that substitutions apply to measurable standards, for example if a higher height is chosen than that allowed by Chapter 91. Ben added that offsets are provided for substitutions, but if no measurable impacts are made, there is no offset.

Jansi Chandler asked if the substitution is required.

Ben Lynch answered that the MHP becomes the licensing standard in lieu of waterways regulations, therefore a developer cannot not use the MHP but use Chapter 91. Ben explained that amplifications are discretionary standards, having non-numerical value. Ben added that an amplification is not required like a substitution. Ben asked the Committee if this helped clarify.

Jamy Buchanan said she agrees on the definition of amplifications, but is not sure about substitutions. Jamy added that an amplification is supposed to seek something harder to do.

Nancy Tentindo stated that the purpose of the MHP is to give a municipality an opportunity to tailor Chapter 91 to its own specific needs. Nancy added that the MHP is supposed to be what the municipality envisions.

Jamy Buchanan said the zoning is where you seek to be more strict than Chapter 91. Jamy added that if New Street is included in Part I it should be included in the “neighborhood” section. Jamy explained that it has never been a working waterfront, and it is next to a park and next to housing.

Deerin Babb-Brott explained that a commercial use within the waterfront is different from a water dependent use.

Jamy Buchanan asked the Committee to revisit the local zoning.

Nancy Tentindo stated that the zoning does not have to be submitted to the Secretary.

Jamy Buchanan said it does not make sense to be as restrictive about barges and live-aboards.

Nancy Tentindo explained that without these restrictions there is an issue with people pulling up to the shore without any facilities.

Beatrice Nessen said she is finishing up the chapter on tailoring Chapter 91 and will email the text and to an extent the graphics.

Jansi Chandler introduced Jamie Fay to present on Hodge Boiler Works.

Jamie Fay gave a short presentation on Hodge Boiler Works (Please request a copy by emailing isabel.kriegel.bra@ci.boston.ma.us or calling 617-918-4443).

Jansi Chandler asked if an agreement had been made on the low water line.

Jamie Fay answered they are still looking at it and he needs to sit down with Beatrice to discuss it further.

Tom Skinner asked if CZM could be in on that conversation.

Beatrice Nessen said they have had the line signed off on by CZM at the beginning of the MHP process.

Jamy Buchanan suggested having one big meeting so that everyone could be on the same page.

Vivien Li asked Jamie about the free standing structure at the water's edge.

Jamie Fay described the structure as a focal point, something to draw people down to the water's edge. Jamie said it could be an observatory but they don't know yet.

Vivien Li asked if they meant to count the free standing structure as an FPA.

Jamie Fay answered it depends how people think of it.

Vivien Li said it does not sound water dependent. Vivien added that it would be a non-water dependent FPA in the water dependent use zone.

Bennett Hart stated they would have to get permission to shift the FPAs out of the tidelands area.

Vivien Li said she has some concerns with a) the total amount of FPAs, and b) with the proposed free standing structure in the water dependent use zone. Vivien asked Jamie what level they intended to participate in the East Boston historic piers network.

Jamie Fay said he does not know what the plan is nor what would be appropriate.

Vivien Li suggested helping to fund the piers could be a good offset.

Deerin Babb-Brott pointed out of Jamie's four proposed substitutions for the re-organization of FPA location, only number 2 is an appropriate substitution.

Bennett Hart said that the FPA shift is one he would like to know more about since it is a slippery slope and the Committee and Jamie should be cautious about it.

Jansi Chandler stated Jamie needs to clarify the historic water mark and the shift in FPAs between now and January 16th.

Tom Skinner asked Jamie if the entire waterfront edge will be FPAs.

Jamie Fay answered people need to realize that an FPA can mean activation, and he did not mean to have no FPAs, just to possibly move some around in order to activate.

Tom Skinner said that Chapter 91 does not always allow for the shift.

Vivien Li said there are other ways to activate, some secured through the Article 80 process. Vivien said the MHP is not in lieu of other processes.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, January 16, 2002 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, January 9, 2002 at 3:00 p.m. in the Piemonte Room, 5th Floor Boston City Hall.

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

MUNICIPAL HARBOR PLAN ADVISORY COMMITTEE

**Meeting Summary
January 16, 2002**

The meeting of the City's Municipal Harbor Plan Advisory Committee was called to order at approximately 3:00 p.m. in the BRA Board Room by Rod Macdonald, Committee Chair.

Rod Macdonald announced the agenda of today's MHP Advisory Committee meeting: Jamie Fay will present his proposal based on the revised tidelines for Hodge Boiler Works, and Beatrice Nessen will go over some of the issues which have arisen from the comments on draft Chapters 1-8. Rod asked for further comments on draft Chapters to be given to Jansi Chandler ASAP so that the Committee can stay on schedule and go over redlined chapters 1-9 at the meeting on January 30th. Rod announced that there will be two MHP Advisory Committee meetings in February to discuss East Boston, one of which will be a community meeting at night in East Boston.

Beatrice Nessen said at the last meeting it was obvious when looking at the lines for commonwealth tidelands at Hodge that there was an inconsistency. Beatrice explained the original process and said that the map was chosen based on age and was clearly not appropriate. Beatrice clarified that while the State had initially approved of the proposed methodology, they had never seen and therefore could not have approved the line which resulted. Beatrice explained when they did see the line, they expressed concern with how the methodology had been applied. Beatrice explained after meeting with the agencies and the representatives for Hodge they had selected to use the Chesbrough map and to tie it into landmarks in the harbor.

Valerie Burns asked if it would be possible to have a copy of the map for the Committee to look at, and if the new map would affect properties other than Hodge.

Beatrice Nessen responded that a copy of the map will be circulating soon, and that the lines are very similar for the other properties. Beatrice explained that Jamie Fay's presentation would address the issue of how the revised line impacts Hodge.

Vivien Li asked about the schedule for upcoming meetings.

Jansi Chandler explained the Committee will go over all of the comments on draft Chapters 1-9 at the meeting on January 30th. Jansi said the Advisory Committee meeting on February 13th would be an advertised public meeting.

Vivien Li asked Massport if there would be any additional information about the MOU available, since it is a contextual issue.

Richard Henderson responded that hopefully they will.

Jamie Fay gave a short presentation on Hodge Boiler Works.

Valerie Burns stated the new waterline is a significant change, and asked what the justification for the previous line was.

Janis Chandler responded that the change was most significant for the Hodge site. Janis added the methodology for choosing a line had been discussed with the State and was thought to be right but that when implemented it resulted in distortions. Janis explained that since then, they have gone back and met with the State and revised it.

Vivien Li stated this is a fairly significant change, and she has concerns with the implications of this.

Beatrice Nessen said they had not distributed the maps because they had been focused on the methodology, and it was an oversight.

Vivien Li suggested since the change is fairly significant, maybe there could be a separate meeting to go into the nuances with the environmental department and other agencies. Vivien expressed her concern about the implications for the other properties.

Rod Macdonald asked for clarification on the end determination.

Tom Skinner responded that the final determination is usually done when the applicant submits for the Chapter 91 license. Tom added the first line looked too far seaward.

Rod Macdonald asked how and when is the line determined since the line has significant impact.

Ben Lynch responded that the line is determined during the licensing application. Ben added that he had met with the representatives for Hodge and the City and that the Chesbrough map seemed to be the most accurate.

Rod Macdonald commented that the process is the classic chicken and egg dilemma.

Jamy Buchanan suggested that a DEP determination of applicability would be a solution to the dilemma.

Tom Skinner responded that they are trying to do that, and added that the problem only surfaced at the last East Boston MHP meeting.

Jamy Buchanan said that in the New Street case, they already have an amnesty license which will not get revisited, and they want to formalize it.

Beatrice Nessen asked the State about existing licenses.

Ben Lynch responded the Chesbrough map is the best map. Ben added that in the case of existing licenses, a determination would be done on a site by site basis. Ben stated that this is a presumptive line.

Rod Macdonald asked about Clippership, and since they have been using a presumptive what the timing might be on the determination.

Ben Lynch responded a determination is made within 60 days from day of receipt of submission.

Valerie Burns stated her frustration that the situation had been brought up by a developer who had the resources available to notice the problem. Valerie said she is concerned that they not react only to the research of the developers.

Nancy Tentindo said that Beatrice has done extensive research, and that ultimately it is DEP who has to accept the proposed line.

Valerie Burns asked what qualifies as the “best” line.

Nancy Tentindo answered there was a meeting with all of the interested parties to look at the different maps.

Jansi Chandler added the staff had presented the line to the Committee based on the methodology; since then they have sat down with the State, not the developer. Jansi said that they can repeat that meeting so the Committee can see what went into it.

Rod Macdonald asked who should be involved in that meeting.

Vivien Li suggested Landmarks, the Conservation Commission and the State, and that the invitation should be extended to everyone.

Bruce Berman asked if the Chesbrough line is picked, is that the line for the whole harbor.

Ben Lynch responded the Chesbrough line registered the best.

Richard Henderson asked about which line Clippership was using.

Carol Gladstone responded that it was a detailed process and they don't know exactly the process.

Jamie Fay gave a presentation on the substitutions and amplifications for Hodge Boiler Works.

Jansi Chandler asked for clarification about whether or not the developer has an option if the proposed substitutions and amplifications are approved.

Nancy Tentindo responded there is not an option, the City's MHP takes precedence.

Vivien Li said she doesn't understand the 50% relocation of FPAs.

Jamie Fay answered that they are looking for flexibility as to where to put the FPAs. Jamie explained that in some cases this would move them closer to the water's edge and into the water dependent use zone.

Bennet Heart asked what percentage of total space is going to be shifted. Bennet added that at Hodge it lacks the theory behind moving these unlike at Clippership. Bennet said here he sees a developer who does not know what he is going to do on the site yet but wants flexibility.

Jamie Fay answered that it creates an opportunity.

Bruce Berman stated it is ironic that they are looking at the building envelope without a building plan. Bruce asked what percentage the Committee allowed on the other sites.

Beatrice Nessen answered that in Clippership's case, in draft Chapter 9, they allowed up to 40%.

Valerie Burns said she does not see how it is in the public's best interest to give the flexibility the developer is asking for, and that the FPAs are where they should be.

Rod Macdonald summarized Jamie Fay's presentation. Rod said that until recently the Advisory Committee had proposed substitutions and amplifications for the site, and that Jansi has basically made three changes: additional height at Sumner Street, the relocation of 50% of the FPAs onto another portion of the site, having 100% of the water dependent use zone on site, but vary the line.

Vivien Li stated the building heights are a community concern. Vivien added that the relocation of the FPAs here and at Clippership into the water dependent use zone doesn't seem necessary. Vivien added that not doing that would not preclude activation.

Karen Maddelena stated that she is in favor of development but is concerned with the height.

Valerie Burns suggested the Committee remember the importance of context. Valerie stated Hodge is a very key connection, and that she is concerned with FPAs being moved away from that corridor. Valerie added it is a slippery slope in terms of moving FPAs out of buildings and into the water dependent use zone.

Richard Henderson suggested maybe in order to even out the FPAs they could be brought to London Street. Richard said he is concerned with the way the FPAs are set up now. Richard suggested maybe taking out the curve in the water dependent use zone and

moving the FPAs so the connection is made. Richard added they should be careful on the language.

Bennet Heart stated his concern regarding the height. Bennet added that he is concerned with the moving of FPAs to the water dependent use zone, but that he agrees it could be nice to have a gazebo there.

Richard Henderson asked if that was doable.

Nancy Tentindo responded it was actually encouraged in South Boston, but not on a one-to-one ratio.

Ben Lynch said it needs to be water dependent.

Rod Macdonald asked if that meant having fishing or something like that.

Karen Maddalena asked what the process is for making sure there aren't too many overlapping fishing places, etc.

Jansi Chandler explained this is done in the Article 80 process.

Tom Skinner explained that the height is a substitution because dealing in numeric standards. Tom added that what activates the water's edge is not always what is good from an urban design standpoint.

Rod Macdonald stated that in terms of the height question, it can be left up to the community and the Article 80 process. Rod suggested in terms of the movement of the FPAs, that they should be required throughout the face of the building along the water.

Jamy Buchanan stated that there is no choice about having FPAs allowed in the water dependent use zone, they must be water dependent to be there. Jamy added that the water dependent use zone can be reconfigured. Jamy said the Committee should allow for the flexibility of the height.

Rod Macdonald asked about the connection between this site and LoPresti park.

Bruce Berman commented that they want to reinforce the connection.

Beatrice Nessen suggested evening out the water dependent use zone, would make it less 4%.

Vivien Li asked if the 25 feet setback includes Harborwalk.

Rod Macdonald responded that there can be no building within that 25 feet.

Jamy Buchanan suggested reconfiguring the water dependent use zone, to make it functional, since in many places it simply doubles as open space. Jamy said that in this case, if it were to be laid out all the way through the site it would be more useful.

Jamie Fay suggested relating the site to the water better, maybe in one corner pulling it to the water, in one corner pulling it away.

Rod Macdonald stated that if they bump out the water dependent use zone, then it will be dedicated for FPA use, and it is most important to have them on London Street.

Valerie Burns said if there is any adjustment, there should be no net loss.

Tom Skinner stated they should not write off the waterfront, that it is not just for pedestrian use, and that it varies from site to site.

Jamy Buchanan stated the water dependent use zone is not the most practical configuration.

Tom Skinner apologized for not being better prepared in terms of the waterline.

Rod Macdonald asked the Committee to look at the issues presented in draft Chapters 7 and 8.

Beatrice Nessen gave a synopsis of the list of issues.

Valerie Burns asked if it was predicated on the boundary review process.

Beatrice Nessen said some of the requirements in South Boston may be reiteration.

Nancy Tentindo explained that in South Boston there were watershed guidelines, such as Fan Pier Cove and Fort Point Channel. Nancy added that it is a different case in East Boston.

Rod Macdonald said the safety ladders are a good example, and suggested having it in the MHP as a guideline but not a requirement.

Bennet Heart said he would like to go back and reread the text with the distinction between guideline and requirement in mind.

Beatrice Nessen asked about the concept of floating barges.

Valerie Burns said there were lots of reasons why the Committee did what it did in South Boston, the Chelsea for example. Valerie stated they need to be careful in East Boston as well.

Karen Maddalena referenced the floating dry-dock nicknamed the “green monster” in East Boston.

Beatrice Nessen asked if the 24-access should be a guideline or a requirement.

Valerie Burns commented 24-access is the fundamental concept of what Harborwalk is, and she is concerned by any exception to 24-hour access.

Rod Macdonald stated there are always problems with 24-hour access being limited.

Carol Gladstone asked where the comments concerning 24-hour access were coming from since they weren't from the developers.

Jamy Buchanan asked if people knew what East Boston was like now.

Valerie Burns stated that Massport parks are not public parks and do not function like other parks. Valerie added that other parks one can walk through at all hours, that there are signs but they are accessible.

Bennet Heart asked what the point of having the signs is.

Valerie Burns answered that it is so the police can enforce if something is going on inside the park.

Jamy Buchanan said it is not only Harborwalk but all open space. Jamy commented Harborwalk has a different sense, that the concern is more with managing security on a site which is located next to a public park and public housing.

Beatrice Nessen said in rereading the regulations, it conforms to them, maybe the question is just rewording.

Karen Maddalena commented her understanding is to have public access.

Jamy Buchanan said people are worried about barges, but what about restaurants, why are they rejecting these activities.

Nancy Tentindo said the question is about permanency.

Rod Macdonald suggested continuing the conversation at the next meeting.

The meeting was adjourned at 5:00 p.m. The next meeting to discuss the East Boston MHP is Wednesday, January 30, 2002 at 3:00 p.m. in the BRA Board Room, 9th floor Boston City Hall. The next meeting to discuss the Fort Point Downtown MHP is Wednesday, January 23, 2002 at 3:00 p.m. in the BRA Board Room, 9th Floor Boston City Hall.

*East Boston Municipal Harbor Plan
March 2002*

Note: If anyone on the committee has any edits or comments with respect to this meeting summary, please submit them to Jansi Chandler in writing via fax (367-6087) or email (Jansi.Chandler.BRA@ci.boston.ma.us) within seven (7) days of receipt. A copy of your comments will be placed with the records of the meeting.

APPENDIX 2-3

Example of Comment Form and Disposition

APPENDIX 2-4

Memorandum to City Council, October 2000

*East Boston Municipal Harbor Plan
March 2002*

From: Sarah Kelly
Sent: Wednesday, November 29, 2000 10:17 AM
To: Jarsi Chandler
Subject: FW: East Boston Waterfront Municipal Harbor Plan

Jarsi,

This was sent out on 10/30.
Sarah

——Original Message——

From: Sarah Kelly
Sent: Monday, October 30, 2000 12:54 PM
To: Peggy Davis-Mullen, CCouncil; Maureen Feeney, CCouncil; Mickey Roache, CCouncil; Maura Hennigan, CCouncil; Brian Honan, CCouncil; James Kelly, Council; Michael Flaherty, CCouncil; Michael Ross, CCouncil; Paul Scapicchio, CCouncil; Chuck Turner, CCouncil; Charles Yancey, CCouncil; Daniel Coriley, CCouncil CCouncil; Stephen Murphy, CCouncil
Cc: Jarsi Chandler
Subject: East Boston Waterfront Municipal Harbor Plan

Attached please find information about the commencement of Municipal Harbor Plan Advisory Committee meetings focusing on East Boston.

Esst Boston MI-IF

information.do..

To: Boston City Council
From: Jansi Chandler, Project Manager
Re: East Boston Waterfront Municipal Harbor Plan
Date: October 26, 2000

Last month, the Boston Redevelopment Authority (BRA) initiated a Municipal Harbor Plan (MHP) for the East Boston waterfront. A MHP is a land use plan prepared by the city under the Commonwealth's statewide licensing regulations for waterfront projects. When complete, the document will detail a harbor plan tailored to the characteristics of East Boston and be reflective of the planning goals of the community as described in the recently completed Master Plan for East Boston.

The Boston Municipal Harbor Planning Advisory Committee (MHPAC), a broad-based group of community representatives, elected officials, and representatives from state and regulatory agencies, educational institutions, advocacy groups, and commercial interests, will serve as advisors to the development of the plan. This group meets on a regular basis in Boston City Hall. **The meetings are normally scheduled every other Wednesday from 3-5 and are open to the public. Our next meeting is scheduled for Wednesday, November 15th.** You are invited to participate in this and all subsequent meetings.

If you have any questions about meeting schedules, please call (918-4349) or e-mail (Sarah.Kelly.bra@ci.boston.ma.us) BRA Planner, Sarah Kelly. For more information about the East Boston MHP process, please call (918-4325) or e-mail (Jansi.Chandler.bra@ci.boston.ma.us) me.

I look forward to your participation as we move forward with this important planning process.

APPENDIX 2-5

East Boston Community Meeting Agendas and Notices

**East Boston Community Meeting
Tuesday December 12, 2000
Harborside Community Center
(Lunchroom)
6:30 – 8:30 P.M.**

**Introduction to the
East Boston Municipal Harbor Plan**

AGENDA

Opening Remarks

Jansi Chandler,
BRA Project Manager

The East Boston Municipal Harbor
Plan

Beatrice Nessen, Project
Manager, ICON architecture

- What it is and how it relates to the Master Plan.
- How it benefits East Boston and the city.
- What the process is.
- What the schedule is.
- What the proposed goals are.

Questions and comments

Participants

East Boston Municipal Harbor Plan
Community Meeting – June 20, 2001
Neighborhood Association/East Boston Social Center
425 Sumner Street
6:30 to 8:30

AGENDA

10 min.	Introduction	Jansi Chandler, BRA Project Manager
25 min.	Designated Port Area Master Plan - Preliminary Recommendations	Beatrice Nessen, ICON architects, inc.
20 min.	E. B. Municipal Harbor Plan - Preliminary Open Space Recommendations	Elizabeth Foster ICON architects, inc.
20 min.	Workshop	Community Participants
20 min.	Summary	Beatrice Nessen and Elizabeth Foster
10 min.	Conclusion	Jansi Chandler

The East Boston Times –Leader Free Press, Wednesday, Nov. 22, 2001

**BOSTON REDEVELOPMENT AUTHORITY
EAST BOSTON
MUNICIPAL HARBOR PLAN
PUBLIC MEETING
June 20, 2001**

The BRA and the Municipal Harbor Plan Advisory Committee invite you to the second Community Meeting on the East Boston Municipal Harbor Plan*

We will be presenting for your review and ideas:

- **Preliminary Open Space Plan for access to and along the waterfront**
- **Designated Port Area Master Plan preliminary recommendations for those areas of the waterfront reserved for water dependent industrial uses under state regulations.**

**This meeting will be held on
Wednesday, June 20, 2001 from 6:30 to 8:30 p.m.
at the Jeffries Point Neighborhood Association/
East Boston Social Center, located at
425 Sumner Street, East Boston.**

**If you have any questions, please contact
Jansi Chandler at (617) 918-4325.**

- **The East Boston Municipal Harbor Plan addresses the waterfront extending between the northern end of Border St./ (Shore Plaza East) to Jeffries Point Yacht Club (exclusive of Massport properties)**

Parkway and West Roxbury Transcripts, Wednesday, Nov. 22, 2001

*You're Invited
to*

**PARTICIPATE IN DEVELOPING THE
EAST BOSTON MUNICIPAL HARBOR PLAN**



Join the local Municipal Harbor Plan Advisory Committee and let your voice be heard as we develop a plan for our waterfront in East Boston.

Meetings are held every other Wednesday

Our Next Meeting - Wednesday, November 29, 3:00 - 5:00pm
Boston City Hall, 9th Floor, Board Room

*For more information about the East Boston MHP process,
call Jansi Chandler at 918-4325. If you have questions about
the meeting schedules, contact Sarah Kelly at 918-4349.*

El Mundo, Semana del 23 al 29 de Nov, 2000

YOU'RE INVITED

to

Participate in Developing the East Boston Municipal Harbor Plan

Join the Municipal Harbor Plan Advisory Committee
and let your voice be heard as we develop a plan for our
waterfront in East Boston.

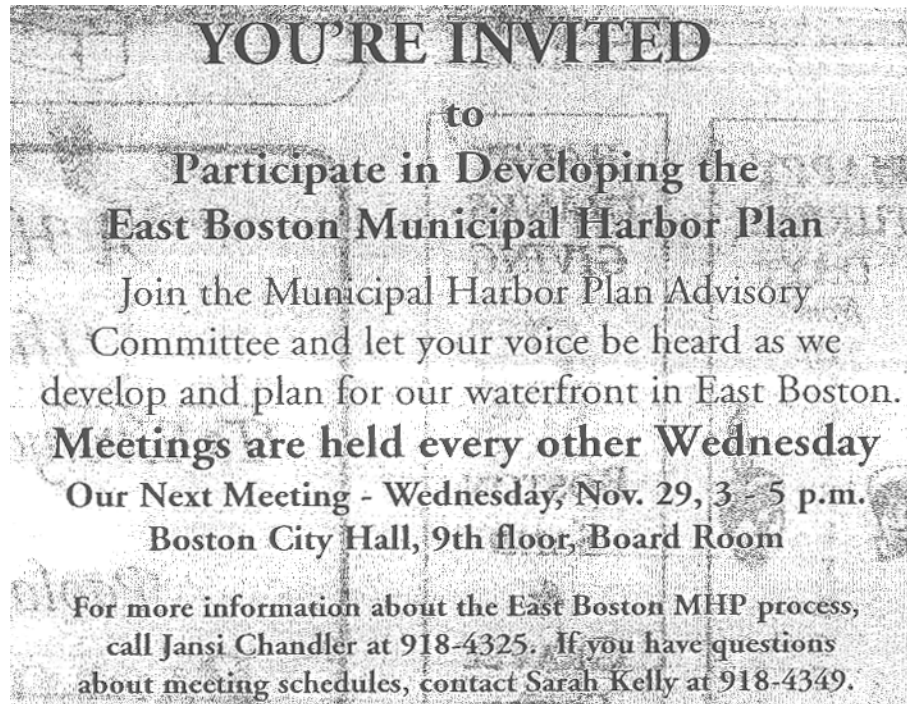
Meetings are held every other Wednesday

Our Next Meeting - Wednesday, November 29,
3:00 - 5:00pm
Boston City Hall, 9 Floor, Board Room

For more information about the East Boston MHP process,
call Jansi

Chandler at 918-4325. If you have questions about meeting
schedules, contact Sarah Kelly at 918-4349

The Charlestown Patriot, Thursday, Nov.. 23, 2000



YOU'RE INVITED

to

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East Boston Municipal Harbor Plan**

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Committee and let your voice be heard as we
develop and plan for our waterfront in East Boston.

Meetings are held every other Wednesday

Our Next Meeting - Wednesday, Nov. 29, 3 - 5 p.m.
Boston City Hall, 9th floor, Board Room

For more information about the East Boston MHP process,
call Jansi Chandler at 918-4325. If you have questions
about meeting schedules, contact Sarah Kelly at 918-4349.

Bay State Banner, Thursday, Nov. 23, 2000

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Chandler at 918-4325. If you have questions about meeting
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Post- Gazette, Thursday, Nov. 24, 2000

YOU'RE INVITED

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***Meetings are held
every other Wednesday
Our Next Meeting***

Wednesday, November 29, 2000 - 3:00 - 5:00 pm
Boston City Hall, 9th Floor, Board Room

For more information about the East Boston MHP process, call Jansi Chandler at 918-4325.

If you have questions about meeting schedules, contact Sarah Kelly at 918-4349.

Allston Brighton Tab, Friday, Nov. 24, 2000

*You're Invited
to*

**PARTICIPATE IN DEVELOPING THE
EAST BOSTON MUNICIPAL HARBOR PLAN**



Join the local Municipal Harbor Plan Advisory Committee and let your voice be heard as we develop a plan for our waterfront in East Boston.

Meetings are held every other Wednesday

Our Next Meeting - Wednesday, November 29, 3:00 - 5:00pm
Boston City Hall, 9th Floor, Board Room

*For more information about the East Boston MHP process,
call Jansi Chandler at 918-4325. If you have questions about
the meeting schedules, contact Sarah Kelly at 918-4349.*

South End News, Friday, Nov. 24, 2000

YOU'RE INVITED

to

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Committee and let your voice be heard as we
develop a plan for our waterfront in East Boston.

Meetings are held every other Wednesday

Our Next Meeting

Wednesday, November 29, 3:00 - 5:00 pm

Boston City Hall, 9th Floor, Board Room

For more information about the East Boston MHP process call Jansi Chandler at 918-4325.

If you have questions about meeting schedules, contact Sarah Kelly at 918-4349.

Boston Tab, Friday, Nov. 24, 2000

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to*

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EAST BOSTON MUNICIPAL HARBOR PLAN**



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Meetings are held every other Wednesday

Our Next Meeting - Wednesday, November 29, 3:00 - 5:00pm
Boston City Hall, 9th Floor, Board Room

*For more information about the East Boston MHP process,
call Jansi Chandler at 918-4325. If you have questions about
the meeting schedules, contact Sarah Kelly at 918-4349.*

The Sampan. Friday, Dec. 1, 2000

YOU'RE INVITED

to

Participate in Developing the East Boston Municipal Harbor Plan

Join the Municipal Harbor Plan Advisory Committee
and let your voice be heard as we develop a plan for our
waterfront in East Boston.

Meetings are held every other Wednesday

Our Next Meeting - Wednesday, November 29,

3:00 - 5:00pm

Boston City Hall, 9 Floor, Board Room

For more information about the East Boston MHP process,
call Jansi

Chandler at 918-4325. If you have questions about meeting
schedules, contact Sarah Kelly at 918-4349

The East Boston Times –Leader- Free Press, Wednesday, Dec. 6, 2000

YOU'RE INVITED
to
**LEARN ABOUT THE
EAST BOSTON
MUNICIPAL HARBOR PLAN**

**TUESDAY, DECEMBER 12, 2000
HARBORSIDE COMMUNITY
CENTER CAFETERIA
6:30 P.M. - 8:30 P.M.**

**Join the Boston Redevelopment Authority
to
learn about the process,
identify the goals, and understand the
benefits of the
East Boston Municipal Harbor Plan**

**Questions? Please
call Jansi Chandler at 918-4325**

The East Boston Times –Leader- Free Press, Wednesday, June 13, 2001

**BOSTON REDEVELOPMENT AUTHORITY
EAST BOSTON
MUNICIPAL HARBOR PLAN
PUBLIC MEETING
June 20, 2001**

The BRA and the Municipal Harbor Plan Advisory Committee invite you to the second Community Meeting on the East Boston Municipal Harbor Plan*

We will be presenting for your review and ideas:

- **Preliminary Open Space Plan for access to and along the waterfront**
- **Designated Port Area Master Plan preliminary recommendations for those areas of the waterfront reserved for water dependent industrial uses under state regulations.**

This meeting will be held on Wednesday, June 20, 2001 from 6:30 to 8:30 p.m.

at the Jeffries Point Neighborhood Association/

East Boston Social Center, located at

425 Sumner Street, East Boston.

If you have any questions, please contact

Jansi Chandler at (617) 918-4325.

- **The East Boston Municipal Harbor Plan addresses the waterfront extending between the northern end of Border St./ (Shore Plaza East) to Jeffries Point Yacht Club (exclusive of Massport properties)**

The East Boston Sun Transcript, Friday, March 1, 2002

BOSTON REDEVELOPMENT AUTHORITY

YOU'RE INVITED TO

Participate in a Public Meeting for the East Boston Municipal Harbor Plan

**Join the Municipal Harbor Plan Advisory Committee in reviewing the final draft of
the Municipal Harbor Plan.**

Wednesday, March 6, 2002

3:00-5:00pm

Boston City Hall, 9th Floor, BRA Board Room

**For more information about the East Boston MHP process, contact Jansi Chandler at 617-918-4325
or email at Jansi.Chandler.bra@ci.boston.ma.us.**

**If you have questions about meeting schedules, call Isabel Kriegel
at 617-918-4443 or email at Isabel.Kriegel.bra@ci.boston.ma.us.**

APPENDIX 8-1

Maintenance Plans and Standards of South Boston Municipal Harbor Plan

Appendix 2: Maintenance Standards

Draft For Discussion

Draft For Discussion

Municipal Harbor Plan Maintenance Standards for Public Realm Land and Water's Edge

prepared by Rod Macdonald, Greg Ketchen and Valerie Burns,
sub-committee of the Municipal Harbor Plan Advisory Committee
February 9, 2000

General Recommendations for Baseline Maintenance

1. Each property owner prepares an annual maintenance and management plan which addresses the specific elements of streets, walkways, parks, landscape, surface and water's edge of their development. The maintenance plans should be in keeping with the public realm of standard Class A development such as Post Office Square and Rowes Wharf. These plans must be accompanied by executed contracts that will implement the plans. In addition a capital plan with schedule and funding sources should be prepared to insure quality of the public realm over time.
2. A Public Realm Management Committee be created to oversee the implementation and coordination of the various maintenance and management plans. The Committee should consist of representatives of the state, city and nonprofit advocacy/neighborhood groups and representatives of the property owners. The Committee, in addition to its monitoring function, can serve as an information sharing and problem solving entity that works for the coordination of maintenance and management of the Public Realm into a cohesive system. The Rowes Wharf Management Committee is predecessor of such an entity.
3. Property owners should participate in the newly formed Harbor Debris Cleanup Initiative that is working to maintain Boston Harbor and its edge in a safe, healthy and navigable condition.

Maintenance Recommendations

Maintenance of parks, harborwalk, streets, sidewalks and other public areas

Each public space will have its own unique characteristics such as landscape plantings and choices of pavement, lighting, furniture, and signage, etc. The goal of the maintenance standards is to ensure public spaces that are useable, attractive, inviting, safe and secure. The following addresses basic maintenance elements which all plans must include:

1. Inspection: On a seven day a week basis, site to be inspected twice daily; additional inspection for high traffic areas.

2. Trash, Litter and Animal Waste:

Trash receptacles should be provided in all public areas such as parks, harborwalk, and sidewalks and placed in areas of high use and so as not to impede pedestrian circulation.

Empty all trash containers daily. Trash containers in areas of high activity may be needed to be emptied two - four times a day or more. Wind blown trash is a major source of debris in the water. Attentive maintenance of trash receptacles has both land and water impacts. Additional trash receptacles should be provided during special events such as festivals and during high use periods.

Inspect all sites for strewn trash at least daily.

Street cleaning by hand or machine from April through October on a twice weekly basis, November through March on a weekly basis as weather permits.

Provide dispensers for plastic bags for dog owners to dispose of their animals' waste into appropriate receptacles. Keep plastic bag dispenser filled and waste receptacles emptied daily.

3. Landscape Areas:

Furnish all labor and materials necessary to provide complete and continuous maintenance of all landscape area in order to keep such areas in a healthy, groomed and growing condition, including the following:

Lawn care to include: watering, fertilizing; weed, disease and pest control, aeration, de-thatching, over-seeding, leaf pick-up and removal; edging of plant beds and lawn edges, and mowing. The frequency of these items will be determined by the type, extent and use of the lawn areas. For example, Post Office Square Park has 55 lawn mowings a year.

Tree and Shrub Care to include: watering, fertilizing, deep root fertilizing, disease and pest control, pruning, cabling, and replacement of trees and shrubs as necessary.

Plantings (annuals and perennials) to include: watering, fertilizing, mulching, weeding, lime applications, dead heading, dividing, transplanting and planting of bulbs and annual plants and replacement as necessary.

4. Pavement:

Paving materials in parks and harborwalk and sidewalks will vary and require specific treatments. Pavement maintenance should include daily litter pickup, sweeping, pressure washing, graffiti removal and prompt replacement of broken or ruptured surfaces.

Snow removal from all streets and walkways. Efforts should be made to use only sand and to minimize salt use to protect landscape and water quality.

Cleanout/repair of storm sewer/runoff drains as necessary.

5. Park and sidewalk furniture; public restrooms:

Daily inspection of park and sidewalk furniture with maintenance items to include graffiti removal, repair of broken or damaged elements.

Restrooms to be inspected regularly, stocked and cleaned daily, more often in high traffic areas and during events.

6. Lighting:

Harborwalk, floats, dock's and water's edge should be well lighted and consistently lighted to invite public activity after daytime hours.

Maintain all lighting fixtures in park, on streets and walkways in good working order. Based on daily inspection, replace all broken or damaged poles, luminaries, bulbs or other components daily.

7. Waterfront; watersheet:

Furnish all labor and materials necessary to provide complete and continuous maintenance of all piers, floats and walkways.

8. Other:

Additional elements requiring maintenance may include drinking fountains, bicycle racks, ornamental fountains, public art, play equipment, and directional, regulatory and interpretive signage.

Water's Edge Maintenance

The Boston Harbor Debris Cleanup Initiative is developing standards and practices to keep the water's edge free of debris and safe for users. Property owners, boat operators, regulators and advocates are working together to find shared solutions. As new developments are built, the planning, construction and maintenance of the water's edge should be informed by this group.

Maintenance of waterside conditions should include maintenance of the seawall in a safe and secure condition; maintaining depth of water to allow safe navigation at mean low water of public and private vessels with draft up to 15 feet; removal of large obstructions; maintenance of floats, docks and wave attenuation structures to allow safe vessel operation.

Note: Committee recommends creation and maintenance of drop off/pick up locations for private boats (5 minute maximum).

APPENDIX 9-1

Methodology for Determining Historic Low Water Mark

Methodology for Determining Historic Low Water Mark

The following methodology was used to determine the historic low water mark (HLWM) of East Boston for the East Boston Municipal Harbor Plan. The historic low water mark developed for the East Boston Municipal Harbor Plan is strictly for planning purposes and is not intended for use in the Chapter 91 licensing process. Historical maps of Boston Harbor were the primary source material. Chapter 91 licenses were consulted for reference purposes.

Maps considered:

1. Boston: Its Environs and Harbour with the Rebels Works Raised Against that Town in 1775 from the observations of Lieutenant Page of His Majesty's Corps of Engineers and from the Plans of Cap. Montresor.
2. Chart of Boston Harbor surveyed by Alexander Wadsworth U.S.N. by order of Come. William Bainbridge. Philadelphia: John Melish, 1817.
3. Boston (Mass.) City Council. Harbor Committee 1852. Map of Boston Harbor showing Commissioner's lines, wharves etc. prepared by order of the Harbor Committee of the City Council of 1852, under the direction of E.S., Chesbrough, City Engineer. Boston: Tappan and Bradford's Lith., 1852.

The Lieut. Page Plan is one of the oldest maps available that includes East Boston and shows a low water mark around the pertinent area. In addition, the Lieut. Page Plan encompasses a wide area of the Inner Harbor. The Wadsworth Map is considered to be an accurate survey of Boston Inner Harbor. The Chesbrough Map clearly identifies the low water mark as the Original Mean Low Water Mark and is accompanied by a detailed narrative documenting the author's methods.

Chapter 91 Licenses Referenced:

The referenced Chapter 91 Licenses are distributed along the Inner Harbor of East Boston. Not every license was documented because project resources were not available to carry out such a detailed evaluation of the Waterfront. The research focus was on historic licenses to the extent feasible.

1. Harbor and Land Waterways License No. 2388, 1900 (one of the Boston East parcels)
2. Harbor and Land's Waterways License No. 2434, 1900 (Parcel to the north of Shaws Supermarket)
3. Harbor and Land's Waterways License No. 2727, 1903 (Massport East Boston Shipyard)
4. Port of Boston License No. 168, 1916 (a second Boston East parcel)
5. DEP License No. 2135, 1989 (Clippership Wharf)
6. DEP License 6757, 1997 (Shaws Supermarket Parcel)

Methodology:

Digital copies of the Chesbrough, Lieut. Page, and Wadsworth maps were scaled and overlaid on the standard base map used for the project, a GIS map provided by the BRA. Three reference points were chosen to register each map to the base map. The licenses were then scaled, and the historic low water mark (HLWM) recorded on each license was compared with the line representing the low water mark on the Chesbrough, Lieut. Page and Wadsworth maps. In comparing the map lines to the licenses, the following was found:

- The Port of Boston license No. 168 exactly matched the low water mark on the Wadsworth map;

- DEP License No. 2135 was closer to the HLWM on the Wadsworth map than the HLWM on the Chesbrough and Lieut. Page maps.
- Harbor and Land Waterways Licenses No. 2388 and No. 2434 are closer to the HLWM on the Chesbrough map. However, low water mark lines on these two licenses are also very close to the HLWM on the Wadsworth map, since these licenses are located at points where the HLWM on both maps are very close to each other.
- DEP License 6757 lines up with the Wadsworth Map HLWM and is close to the Chesbrough map.
- Harbor and Land Waterways License No. 2727 did not match or was not close to any of the HLWM on the three maps.

It is important to note that no single historic map is the source for determining the HLWM for Chapter 91 licenses. Because of resource constraints, it was not possible to conduct in depth research to determine what historic maps were used in the individual license application as the basis for delineating the HLWM.

Determination:

In determining which map to use to establish the HLWM for the planning purposes of the East Boston Municipal Harbor Plan, several factors were considered of primary importance:

1. The oldest and most reliable plan available;
2. The purpose for which the map was created. For example, maps prepared to show shoreline features are preferential to those prepared to show upland planometric features; and
3. The level of confidence associated with map registration.

Using these factors the three maps were evaluated for suitability for developing Commonwealth Tidelands delineation for planning purposes of the East Boston Municipal Harbor Plan:

Lieut. Page Plan - Although this 18th century document was the oldest map considered, its HLWM delineation proved too difficult to properly register.

The Wadsworth Map - Surveyed in 1817, it is one of the oldest available nautical charts of the Boston Harbor. As described above, the majority of existing c.91 licenses depicted the HLWMs in close proximity to the HLWM found on this map. However, because we could not register this Plan accurately to our base map, it was not chosen as the determinative map for planning purposes.

The Chesbrough Map – This map, prepared in 1852 by the City of Boston’s engineer, who was charged by the Board of Harbor Commissioners with depicting the original shorelines and the extent of filling in Boston Inner Harbor, was chosen because:

- It is an historic map with engineering documentation that contributes to an understanding of its reliability;
- Its express purpose included depiction of the original shoreline; and
- It includes landmarks that currently exist and therefore enabled the plan to be properly registered.

APPENDIX 9-2

Durgin Wind Studies for Hodge Boiler Works and Clippership Wharf

**A QUALITATIVE ASSESSMENT COMPARING THE EFFECT OF THE
CODE-LIMITED EAST BOSTON MUNICIPAL HARBOR PLAN AND
CHAPTER 91 HODGE BOILER WORKS BUILDINGS ON PEDESTRIAN
LEVEL WINDS**

BY FRANK H. DURGIN, P.E.

1.0 SUMMARY

This is a qualitative assessment of pedestrian level winds (PLWs) comparing the effects of a baseline buildout allowable under Chapter 91 and the proposed code-limited buildout allowable under the East Boston Municipal Harbor Plan (EBMHP) for the Hodge Boiler Works site. Two previous studies [1 and 2] have been made of PLWs in this area. The first was for the proposed Clippership Wharf Development and the second for the effects of a different Hodge Boiler Works residence building on PLWs in Lo Presti Park. Most of the locations studied in this study are the same as those considered in the previous two. Four additional locations (66-69) are considered here. All four are close to the proposed Hodge Boiler Works buildings (see Figure 1).

None of the locations for the proposed Municipal Harbor Plan height exceed BRA guidelines. Only one location in the Chapter 91 buildout (66, at the NW corner) will have PLWs that exceed the BRA guideline wind speed of 31 mph oftener than once in 100 hours. This exception occurs for SW, storm and annual winds.

The detailed results are presented in Figures 12-19 and Table 1 for both the four new locations and those from the two other studies. Categories for the four new locations are given at the bottom of Table 1. PLW categories near the EBMHP building are slightly increased compared to the 55-foot building considered in the previous two studies, but the PLW categories are unchanged. The 155 foot height of the of the Chapter 91 building along Sumner Street causes the increases in PLW Category at locations 66 and 67 at the NW and NE corners of the Chapter 91 building. For this assessment, it has been assumed that there is no landscaping in Lo Presti Park, or near either of the two code-limited buildings.

2.0 INTRODUCTION

This is an assessment of PLWs in the vicinity of two code-limited buildouts of the Hodge Boiler Works site. One alternative is the baseline buildout allowed under the state Chapter 91 program and the second is the buildout allowed under the proposed East Boston Municipal Harbor Plan guidelines. The assessment is based on:

The wind assessment made for the proposed Clippership Development [1];

2 The Supplement to the Clippership Development Assessment assessing PLWs in Lo Presti Park [2];

3 Isometric views of the EBMHP and Chapter 91 code-limited buildings obtained from Fort Point Associates;

Site visits to the area for the previous two assessments;

Photographs taken during the site visits for the previous two studies [1 & 2];

6 An evaluation of the urban context of the project site;

7 A review of the Boston wind climate; and

8 The author's 30 years of experience dealing with PLWs.

The interaction of the wind with buildings and structures is very complicated and, at times, difficult to predict, especially for an urban area with a mixture of open spaces, low-rise, and mid-rise buildings. Thus this evaluation provides a qualitative assessment of PLWs.

3.0 LOCATION AND DESCRIPTION OF THE HODGE BOILER WORKS SITE AND SURROUNDING AREA

3.1 DESCRIPTION OF EBMHP CODE-LIMITED CONDITION (Figure 1)

The Hodge Boiler Works site is in the East Boston waterfront area. It is bounded by Sumner Street to the N, the extension of London Street to the E, the Boston Inner Harbor to the S and Lo Presti Park to the W. The EBMHP code-limited building would occupy the N end of the site. It would be 80 feet tall, but have setbacks at 65 feet at both the N and S

ends of the building. The heights of most surrounding buildings and the locations considered are shown in Figure 1. Both the locations and the numbers are identical to those used in references 1 and 2. Locations 66 to 69 are new and Location 6 has been moved from the middle of London Street to the E sidewalk.

3.2 DESCRIPTION OF CHAPTER 91 CODE-LIMITED CONDITION (Figure 2)

The Chapter 91 code-limited buildout would vary in height from 55 feet at the S end to 155 feet at the N end. The steps shown in Figure 2 are each 10 feet high. As in Figure 1, the heights of the Chapter 91 building and most others on the map are indicated. All the locations considered are numbered.

3.3 THE SURROUNDING AREA (Figures 1 and 2)

North of Summer Street is Maverick Gardens with many 40-foot buildings. The heights (25 to 35 feet) of buildings just NE and E of the site are indicated in the figures. To the S is the Boston Inner Harbor. The City of Boston with its many tall buildings is SSE across the Inner Harbor. The 85 foot and 130 foot buildings E of New Street and NW of the Park provide some sheltering for NW winds.

4.0 THE WIND CLIMATE

4.1 THE VARIATION OF WIND SPEED WITH HEIGHT

In general, the natural wind is unsteady (*i.e.*, it is gusty) and its average speed increases with height above the ground [3]. Figure 3 depicts how the average wind speed varies with height for different types of terrain. While generally it does not happen, when one puts up any building, the possibility exists that the building will bring the higher speed winds at the top of the building down to ground level.

Figure 4 shows schematically how an isolated building typically interacts with the wind. Because the wind speed increases with height, as the wind is forced to a stop at the upwind façade, the pressure recovered on that façade is higher near the top than at the bottom of the façade. As a result, the wind flows down the windward façade and forms the vortex upwind of the building shown in the figure. This vortex is stretched and accelerated as it goes around the two upwind lower corners, causing the accelerated flow areas (A) shown on the left hand side of Figure 4. Similar accelerated areas also occur for winds blowing

at the corners of the building (B in Figure 4). The W façade, which faces Lo Presti Park for both buildouts, will interact with W winds in ways similar to that shown in Figure 4. The added height of the Chapter 91 buildout at its NW corner results in accelerated winds at that corner for W winds.

Monolithic buildings (*i.e.*, those that do not change shape with height), if they are significantly taller than most of the surrounding buildings, almost invariably will be windy at their bases. However, when there are many buildings of similar height in an area, they tend to shelter one another. For W and N winds the Chapter 91 building at 155 feet along Sumner Street is much taller than any nearby building. The EBMHP building heights on the other hand, are more consistent with the heights of the surrounding buildings.

4.2 STATISTICAL DESCRIPTION OF THE BOSTON WIND CLIMATE

The project site is located about 1.5 miles W of Logan Airfield. Thus, the wind data from Logan Airfield usually used to define the winds for Boston is applicable. Figure 5 depicts a wind rose for Boston. The wind speeds are estimated at pedestrian level at the airport. The length of each line radiating from the center of the figure to the outermost crossing line is proportional to the total time the wind comes from that direction. The other lines crossing the radial lines indicate the frequency of winds less than 7, 10, and 15 mph. As noted in the figure, the wind rose is based on surface wind data from Logan Airfield taken from 1945 to 1965. Data from 1965 to 2001 is also available, but it is not believed to be as representative of the true winds in Boston. Many 25- to 40-story buildings have been built in the financial district of Boston since 1965. The financial district is just one mile W of Logan Airfield.

Figure 5 shows that the winds in Boston come primarily from the NW, W and SW. Figures 6 through 9 show pedestrian level wind roses for Boston for winter (Dec., Jan., and Feb.), spring (Mar., Apr., and May), summer (Jun., Jul., and Aug.) and fall (Sept., Oct., and Nov.). These figures show that NW winds tend to occur during the colder months and SW winds during the warmer months. Spring and fall are transitional, but winds are stronger in the spring than in the fall. Strong easterly winds usually occur during storms when there is precipitation.

The average wind speed at Logan Airfield at 58 feet (the average height at which the data was taken) is 12.9 mph. At pedestrian height (*i.e.*, at chest height, 4.5 feet) it is about 8.6 mph. The average wind speeds at 58 and 4.5 feet at Logan Airfield for each month are shown in Figure 10. Seasonally, the average wind speed at pedestrian level is 9.4

mph in the winter, 9.2 mph in the spring, 7.4 mph in the summer, and 8.2 mph in the fall.

5.0 CRITERIA

Since the early 1980s, the BRA has used a guideline criterion for acceptable winds of not exceeding a 31 mph effective gust more often than once in one hundred hours. The effective gust is defined as the average wind speed plus 1.5 times the root mean square variation about the average. The effective gust can be shown to be about the fastest one-minute gust in an hour. When many locations are considered, the effective gust averages about 1.4 times the average hourly wind speed [3]. However, the ratio can vary widely from 1.4 for individual locations.

In 1978, Melbourne [4] developed probabilistic criteria for average and peak PLWs, which accounted for different types of pedestrian activity as well as the safety aspects of such winds. Durgin [5] suggested the use of an Equivalent Average, which combines the effects of average, gusting, and peak winds and later [6] reinterpreted Melbourne's criteria to apply to Equivalent Average winds (Figure 11). The Equivalent Average used in this figure is similar to an hourly average, but combines the effects of steady and gusting winds. Five categories of PLWs are defined:

- 1) Comfortable for Long Periods of Standing or Sitting;¹
- 2) Comfortable for Short Periods of Standing and Sitting;
- 3) Comfortable for Walking;
- 4) Uncomfortable for Walking;
- 5) Dangerous and Unacceptable.

These criteria are not absolute (any location can have dangerous winds in a major storm or hurricane). Rather, they imply that the location would have wind speeds such that the activity suggested could be undertaken comfortably most of the time, and would be perceived² as such, by most people who frequent the location. For example, the PLWs at Logan Airfield are on the dividing line between Category 4 (uncomfortable for walking) and Category 3 (comfortable for walking) (see Figure 11). But they are well under the BRA 31 mph effective gust wind speed guideline (converted to an equivalent average wind), which is in the

¹ The numbering system for the Categories was reversed in December 1999. Before December, 1999, the slowest winds were in Category 5 and the fastest in Category 1. Since the December, 1999, the slowest are in Category 1 and the fastest in Category 5.

² On a somewhat windy day, a person familiar with the location would choose not to go there for the specified activity.

middle of Category 4. Therefore, most people would perceive conditions in the open at Logan Airfield as marginally comfortable for walking.

6.0 PEDESTRIAN LEVEL WINDS AT THE SITE

6.1 INTRODUCTION

The objective of this study is to compare the expected PLW Categories for the EBMHP and Chapter 91 code-limited buildings.

In the following sections, the effects of NW winter winds, SW summer winds, and easterly storm winds will be compared for the EBMHP and Chapter 91 code-limited buildings. The results from these directions will be summarized by an estimated prediction of annual PLWs at each location for each of the two buildings considered.

The estimated categories are shown in Figures 12 to 19 for all locations for the EBMHP and the Chapter 91 code-limited buildings. Categories for NW, SW, easterly storm and annual winds are given. These same results are tabulated in Table 1. The last four locations listed in Table 1 are in the immediate vicinity of the two Hodge Boiler Works buildings.

For the most part the weather in New England is dominated by either large coastal storms (fall, winter, and spring) or the Bermuda High (summer). Typically, when a coastal storm occurs, it rains or snows for 4 to 12 hours, then it clears, and, as the storm moves to the NE, the winds blow from the NW for three or four days until the next weather system arrives. These storms and the NW winds following them occur mostly in the fall, winter and spring. NW winds are particularly uncomfortable in the winter, when typically they occur on cold days. The Bermuda High is generally responsible for the SW winds that occur in the summer.

6.2 NORTHWEST (WINTER) WINDS

6.2.1 Introduction

NW winds blow diagonally at the W façade of the two buildings (see Figure 12). The estimated categories for all locations for the EBMHP and the Chapter 91 conditions are shown in Figures 12 and 13 (also see Table 1).

6.2.2 NW Winds: Discussion (Figures 12 and 13)

For NW winds, there is no change in PLW Categories between the Chapter 91 and EBMHP alternatives. PLWs are increased somewhat for the Chapter 91 building, but not enough to cause a change in Category.

6.3 SOUTHWEST (SUMMER) WINDS

6.3.1 Introduction

The prevailing winds in the summer are from the SW. SW winds blow diagonally across the Inner Harbor and Lo Presti Park at the W façades of the two buildings (Figure 14). The estimated categories for all locations for EBMHP and the Chapter 91 buildings are shown in Figures 14 and 15 (also see Table 1).

6.3.2 SW Winds: Discussion (Figures 14 and 15)

For SW winds, there is no change in PLW Categories between the Chapter 91 and EBMHP alternatives in any location except for 66. Again PLWs are increased somewhat for the Chapter 91 building, but not enough to cause any changes in category. However, the increase at location 66 for the Chapter 91 building is such that the PLWs there are expected to just exceed the BRA guideline wind speed.

6.4 EASTERLY STORM WINDS (Figures 16 and 17)

6.4.1 Introduction

Easterly winds occur about one third of the time. Light easterly winds occur as a storm starts or in the summer as a sea breeze. During the first 4-12 hours of a typical coastal storm, it rains or snows depending on the temperature. The wind is from the NE or SE depending on whether the center of the storm passes to the east or west of the city.

For strong easterly winds, it will generally be raining or snowing, and people expect it to be windy. Easterly winds cover the NE, E and SE wind directions. The Categories for each of these wind directions were determined and have been combined to obtain a single result for easterly winds. Bear in mind that the total time the winds come from all three of these easterly directions is about the same as the time the wind comes from either the NW or SW.

6.4.2 Easterly Storm Winds: Discussion. (Figures 16 and 17)

For easterly storm winds, comparing the Chapter 91 with the EBMHP buildings, PLW Categories are unchanged at all but 3 locations (60, 64, and 66). The PLW Category at location 64 increases from 2 in the Chapter 91 building to 3 due to additional sheltering of the higher Chapter 91 building. At location 60, the PLW category for the EBMHP decreases from 4 to 3. At location 66, the PLWs for the EBMHP are acceptable at 4 but for the Chapter 91 building exceed the BRA guideline wind speed. Both these increases are due to the 155-foot height of the Chapter 91 building at its N end.

6.5 Annual Winds

6.5.1 Introduction

In the above discussion, only winds from three general wind directions are discussed. While specific important directions are considered, one cannot infer the overall annual windiness at any location. To remedy this situation, PLW Categories were estimated for the missing S, W and N wind directions. Those categories, along with the five for the other wind directions, were then used with an eight compass point statistical description of the Boston wind climate to estimate the overall annual category for each of the 45 locations considered. The resulting estimated categories for each location for the EBMHP Condition and the Chapter 91 building are listed in the last two columns in Table 1. In comparing these annual estimates with those for the three specific directions, one must remember that the total occurrence of winds from the easterly directions is roughly equal to that for either NW or SW. These annual estimates are qualitative and must be treated as such.

6.5.2 Discussion (Figures 18 and 19)

For annual winds, comparing the Chapter 91 with the EBMHP condition, the EBMHP results in the same or lower wind speeds than the Chapter 91 buildings except at location 6. PLW Categories are unchanged at all but 6 locations (1, 6, 60, 66, 67, and 68). PLWs decrease under the EBMHP buildings sufficiently at locations 1, 60, 67 and 68 that the PLW category is decreased by one. At location 6 the additional sheltering of the taller building in Chapter 91 reduces the category from 2 to 1. The increased PLWs at location 66 in the Chapter 91 building noted for SW and storm winds cause annual PLWs to exceed the BRA guideline wind speed.

7.0 SUMMARY AND CONCLUSIONS

This is a qualitative assessment of PLWs comparing the effects of proposed code-limited EBMHP and Chapter 91 versions of Hodge Boiler Works residences. Two previous studies [1 and 2] have been made of PLWs in this area. The first was for the proposed Clippership Wharf Development, and the second for the effects of a different Hodge Boiler Works residence building on PLWs in Lo Presti Park. Most of the locations studied in this study are the same as those considered in the previous two. Four additional locations (66-69) are considered here. All four are close to the proposed Hodge Boiler Works building (see Figure 1).

Only one location (66 at the NW corner of the Chapter 91 building) will have PLWs that exceed the BRA guideline wind speed of 31 mph oftener than once in 100 hours. This exception occurs for SW, storm and annual winds. For the EBMHP building, PLWs at location 66 are in Category 4, uncomfortable for walking, but do not exceed the BRA guideline wind speed.

The detailed results are presented in Figures 12-19 and Table 1 for both the four new locations and those from the two other studies. Categories for the four new locations are given at the bottom of Table 1. PLW categories near the EBMHP building are slightly increased compared to the 55-foot building considered in the previous two studies, but the PLW categories are unchanged. The 155 foot height of the of the Chapter 91 building along Sumner Street causes the increases in PLW Category at locations 66 and 67 at the NW and NE corners of the Chapter 91 building. For this assessment, it has been assumed that there is no landscaping in Lo Presti Park or near either of the two code-limited buildings.

8 REFERENCES

- 1) Durgin, F. H., "A Qualitative Assessment of Pedestrian Level Winds for the Proposed Clippership Wharf Development in East Boston, Massachusetts," November 12, 2001.
- 2) Durgin, F. H., "A Qualitative Assessment of Pedestrian Level Winds for Lo Presti Park: Supplement to the Clippership Wharf Development Assessment", February 26, 2002.
- 3) Davenport, A.G., and Isyumov, N., "The Application of the Boundary Layer Wind Tunnel to the Prediction of Wind Loading", Proceedings of Intl. Seminar on Wind Effects on Buildings and Structures, Ottawa, Canada, September, 1967.

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- 5) Durgin, F.H., "Use of the Equivalent Average for Evaluating Pedestrian Level Winds," Presented at the Sixth U.S National Conf. On Wind Engineering, University of Houston, Houston, Texas, March 7-10, 1989, *Journal of Wind Engineering*, Vol. 36, pp. 817-828, 1990.
- 6) Durgin, F. H., "Pedestrian Level Wind Criteria Using the Equivalent Average," *Journal of Wind Engineering and Industrial Aerodynamics*, Vol. 66 (1997), pp. 215-226.

TABLE 1
ESTIMATED CATEGORIES FOR NW, SW, STORM, AND ANNUAL WINDS
FOR CHAPTER 91 AND EBMHP CODE-LIMITED BUILDOUTS

Loc No.	NW		SW		STORM		ANNUAL		Loc No.
	Chapter 91	BMHP	Chapter 91	BMHP	Chapter 91	BMHP	Chapter 91	BMHP	
1	3	3	1	1	3	3	4	3	1
2	3	3	1	1	3	3	3	3	2
3	3	3	1	1	3	3	3	3	3
4	2	2	1	1	2	2	3	3	4
5	3	3	3	3	1	1	3	3	5
6	1	1	1	1	1	1	1	2	6
7	2	2	2	2	1	1	2	2	7
8	1	1	1	1	2	2	2	2	8
9	3	3	3	3	1	1	3	3	9
10	1	1	3	3	1	1	3	3	10
11	1	1	3	3	2	2	3	3	11
12	1	1	2	2	1	1	2	2	12
13	1	1	3	3	1	1	3	3	13
14	1	1	2	2	1	1	2	2	14
15	2	2	2	2	3	3	2	2	15
16	2	2	2	2	2	2	2	2	16
17	2	2	2	2	2	2	2	2	17
18	3	3	3	3	2	2	3	3	18
19	1	1	1	1	2	2	2	2	19
20	2	2	3	3	2	2	3	3	20
21	2	2	3	3	2	2	3	3	21
22	3	3	3	3	1	1	3	3	22
23	1	1	1	1	1	1	1	1	23
24	1	1	2	2	2	2	2	2	24
25	1	1	1	1	2	2	2	2	25
26	1	1	1	1	3	3	2	2	26
27	1	1	1	1	1	1	2	2	27
28	1	1	1	1	2	2	2	2	28
29	3	3	3	3	1	1	3	3	29
30	2	2	2	2	1	1	2	2	30
31	2	2	2	2	1	1	2	2	31
32	1	1	2	2	1	1	2	2	32
33	2	2	2	2	1	1	2	2	33
58	2	2	3	3	3	3	3	3	58
59	2	2	3	3	3	3	3	3	59
60	3	3	3	3	4	3	4	3	60
61	3	3	3	3	3	3	3	3	61
62	3	3	3	3	3	3	3	3	62
63	3	3	3	3	3	3	3	3	63
64	3	3	3	3	2	3	3	3	64
65	3	3	3	3	1	1	3	3	65
66	3	3	BRA*	4	BRA*	4	BRA*	4	66
67	3	3	1	1	3	3	4	3	67
68	1	1	1	1	2	2	2	1	68
69	1	1	3	3	2	2	3	3	69

* Exceeds the BRA guideline wind speed

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2/26/02

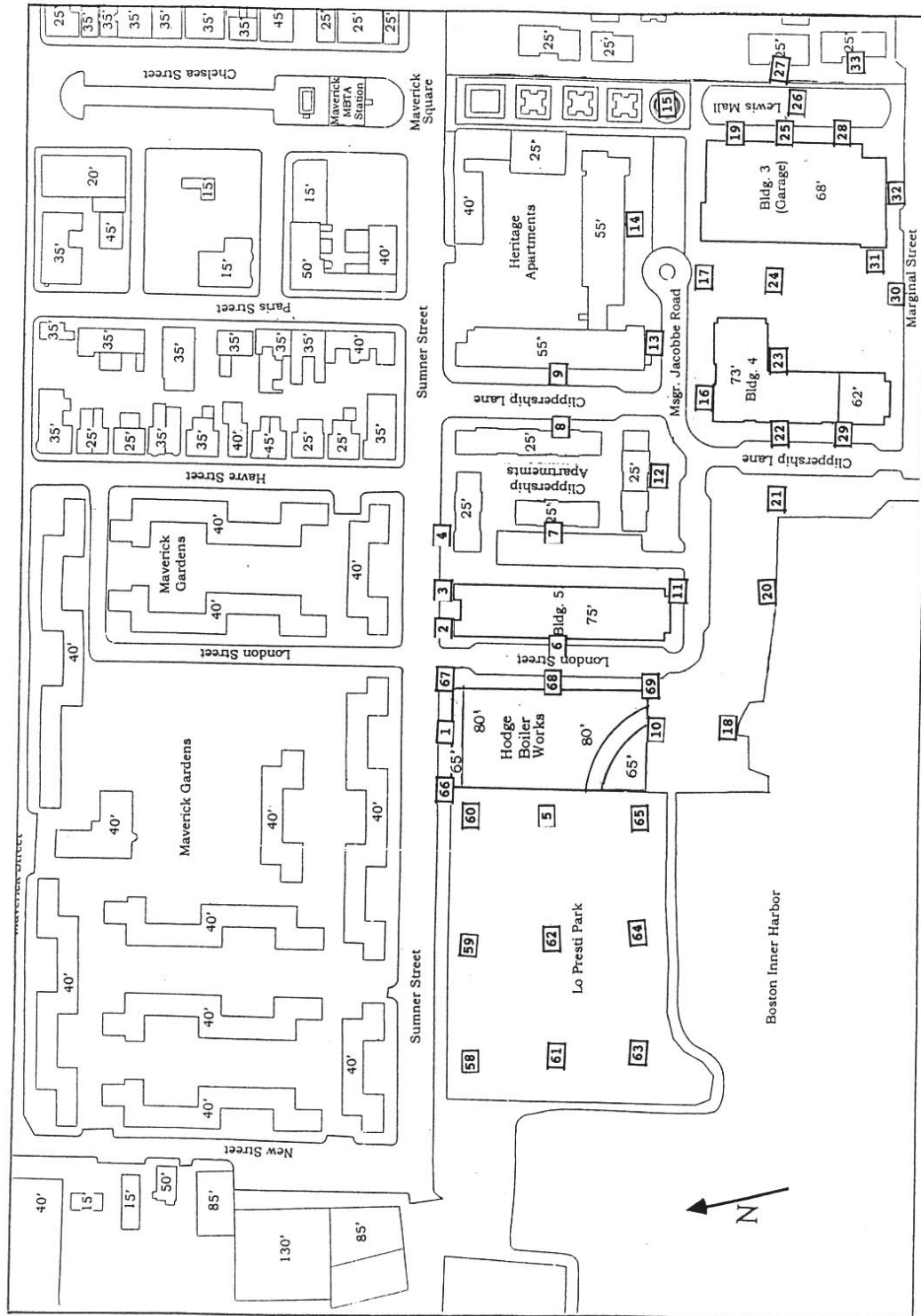


Figure 1 Map Showing Municipal Harbor Plan Hodge Boiler Works Conditions, PLW
Location Numbers and Building Heights

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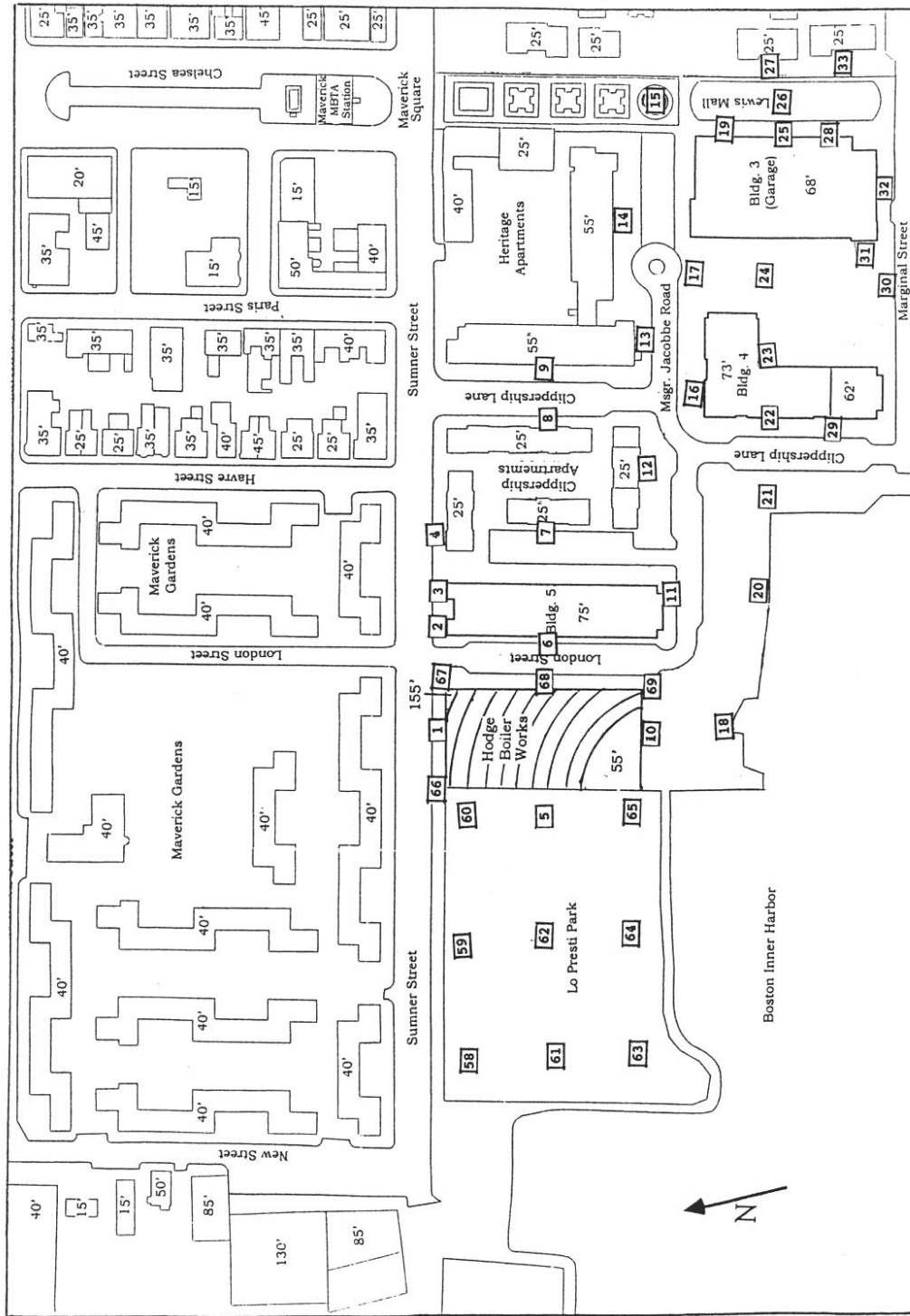


Figure 2 Map Showing Chapter 91 Hodge Boiler Works Conditions, PLW
Location Numbers and Building Heights

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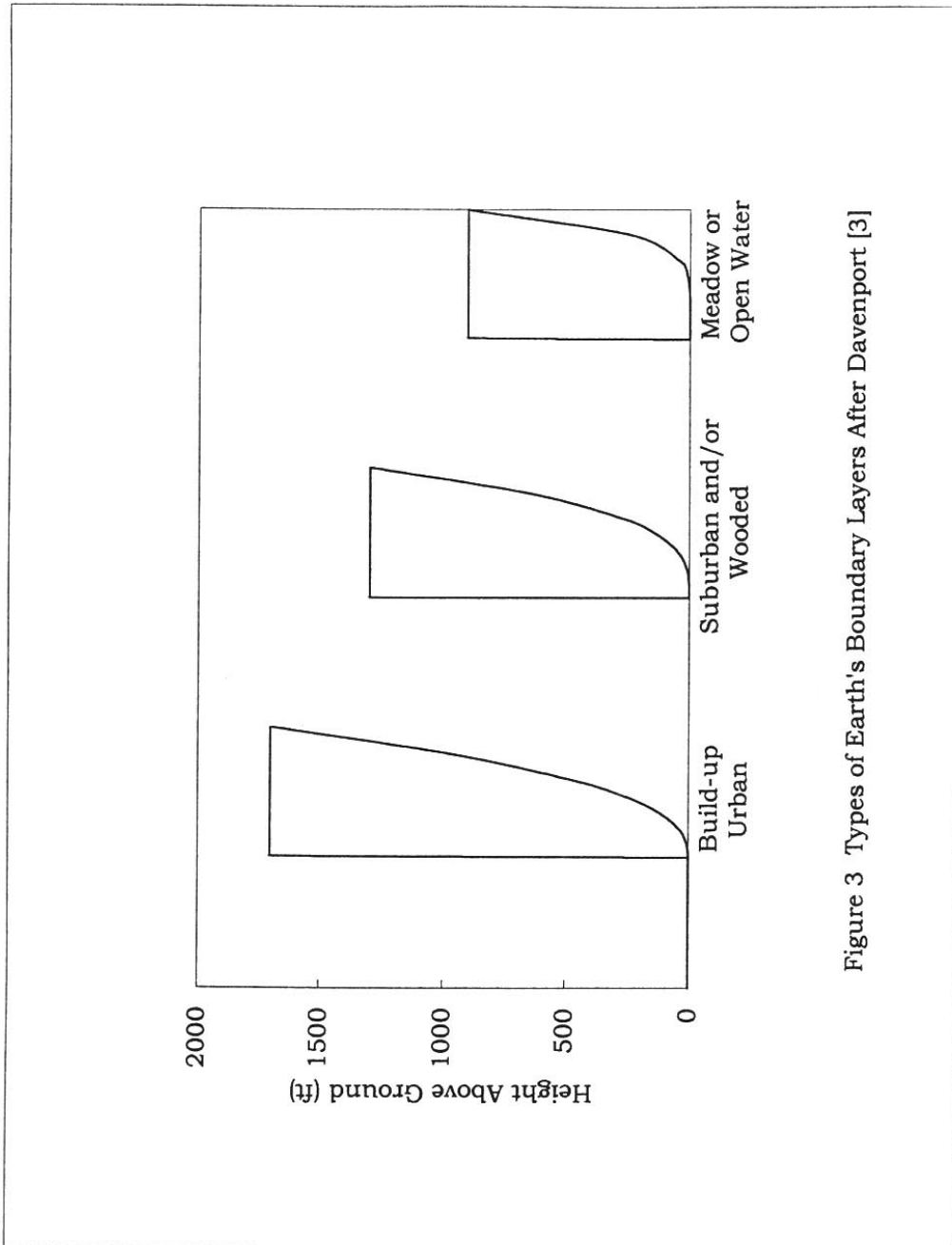


Figure 3 Types of Earth's Boundary Layers After Davenport [3]

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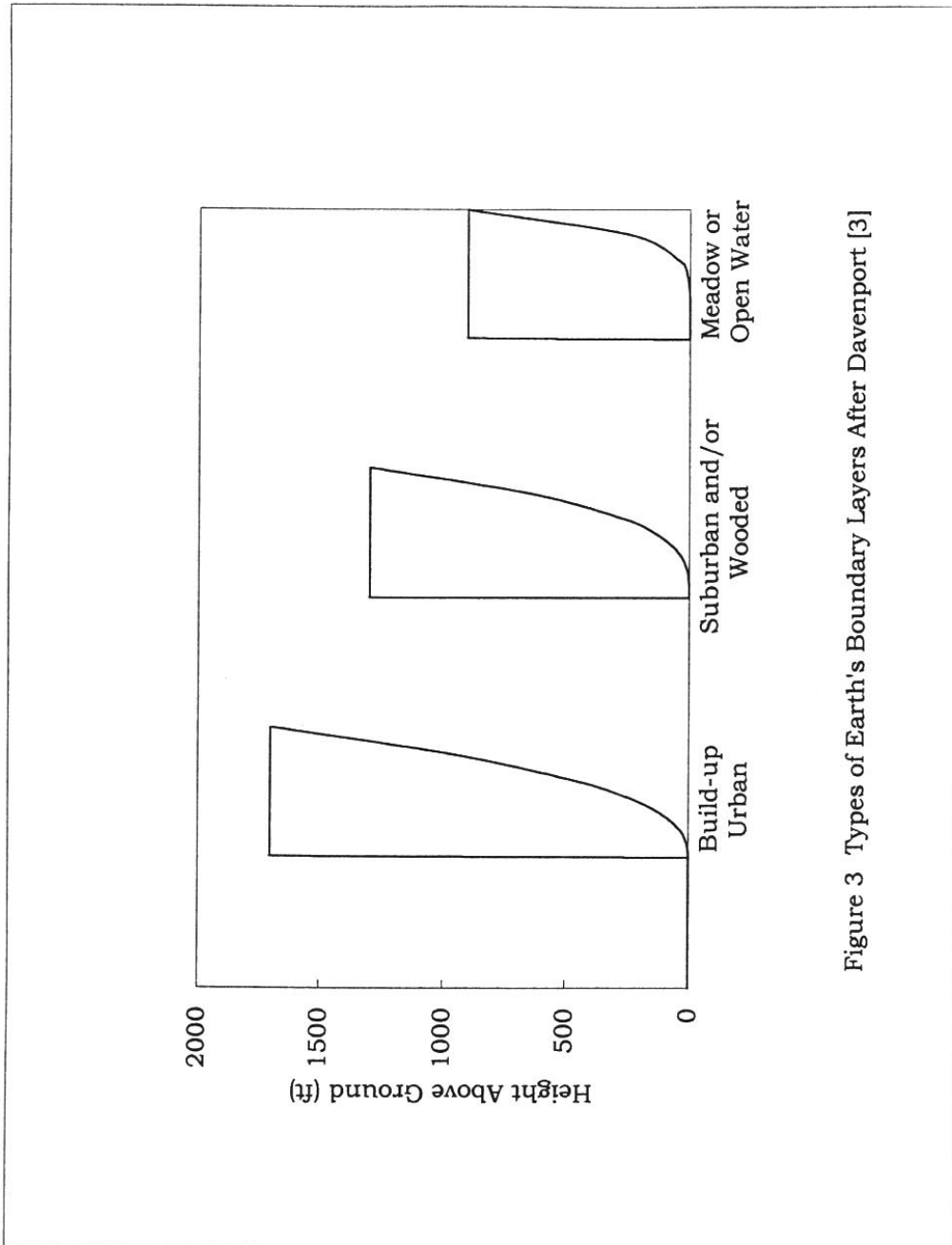


Figure 3 Types of Earth's Boundary Layers After Davenport [3]

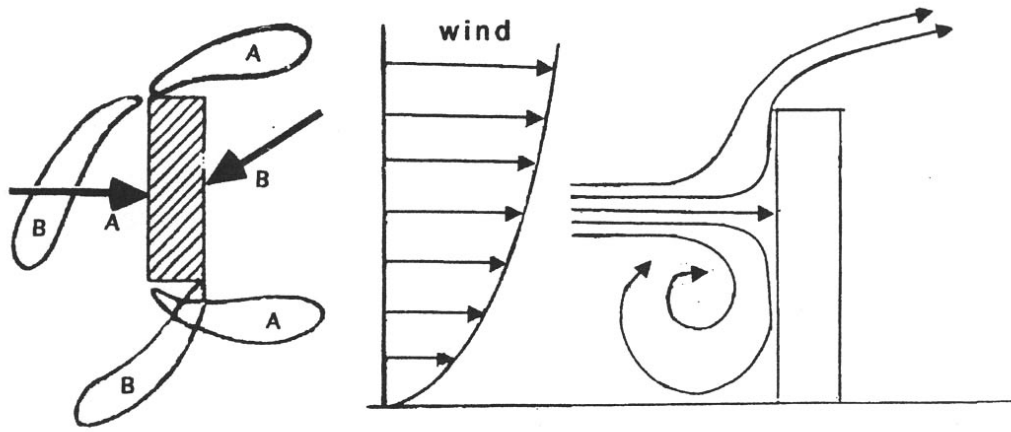


Figure 4 Schematic of how the Wind Interacts with an Isolated Building

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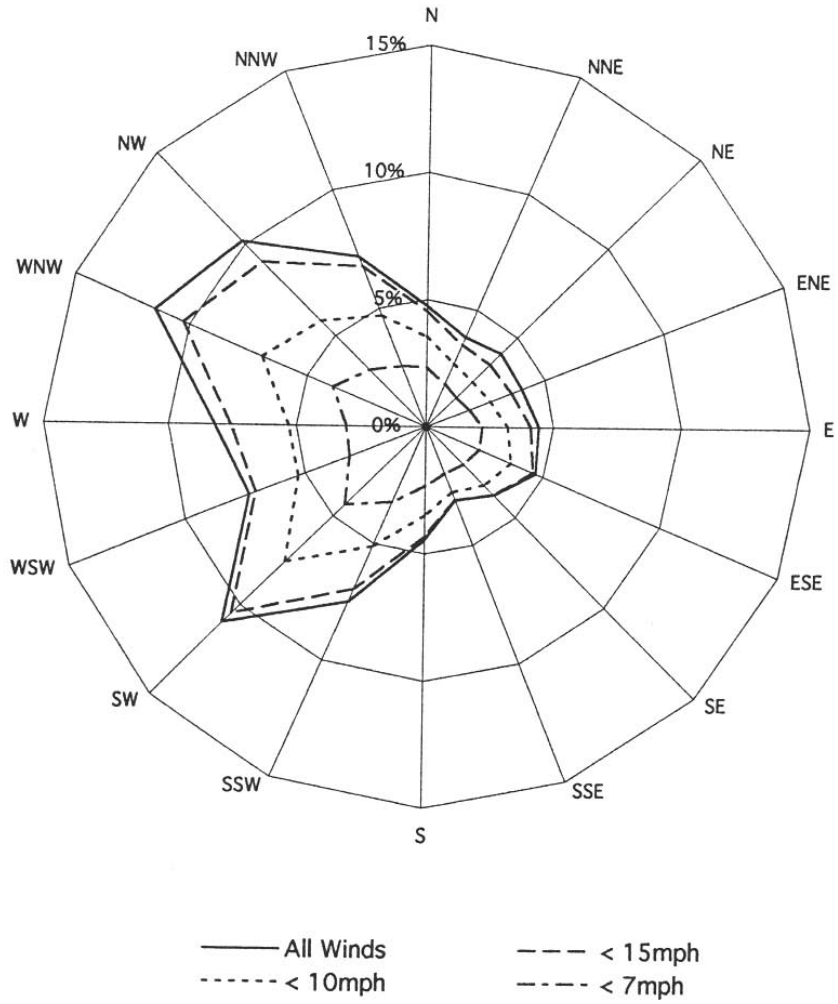


Figure 5 Annual Pedestrian Level Wind Rose for Boston Based on Surface Data from Logan Airfield 1945-1965

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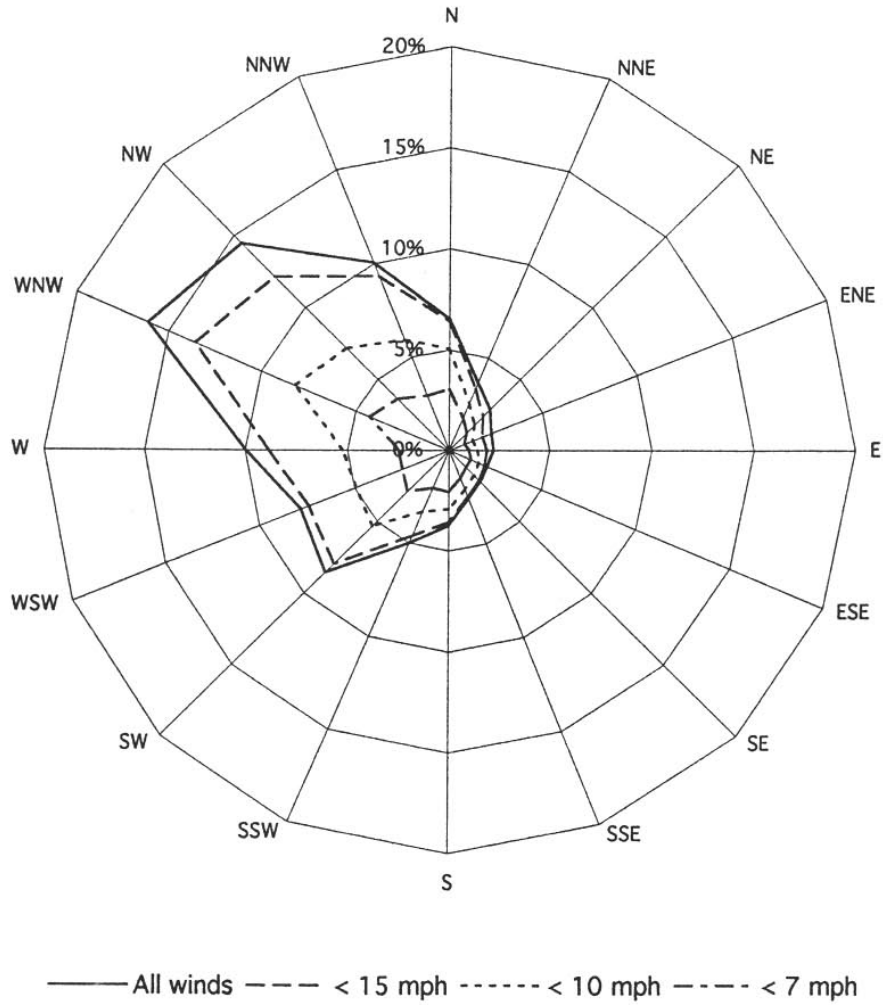


Figure 6 Winter (December, January, February) Pedestrian Level
Wind Rose for Boston Based on Surface Data from Logan Air Field
1945-1965

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2/26/02

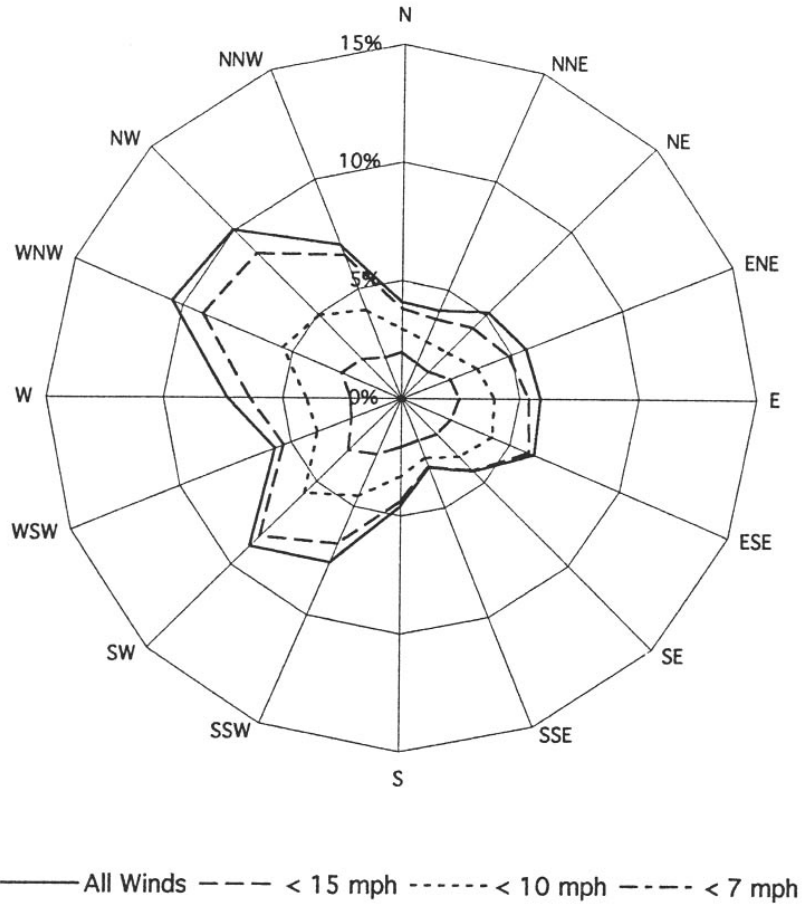


Figure 7 Spring (March, April, May) pedestrian Level Wind Rose for Boston based on Surface Data from Logan Air Field 1945-1965

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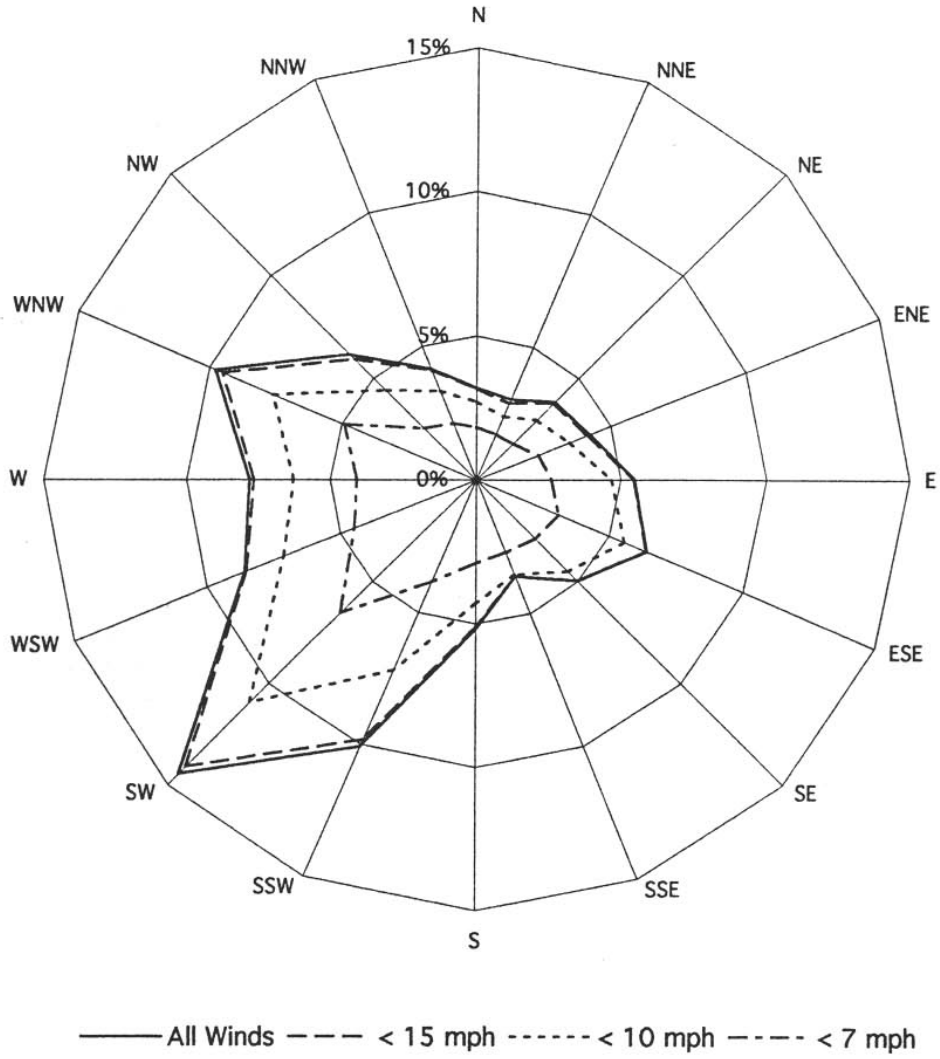


Figure 8 Summer (June, July, August) Pedestrian Level Wind Rose for Boston based on Surface Data from Logan Air Field 1945-1965

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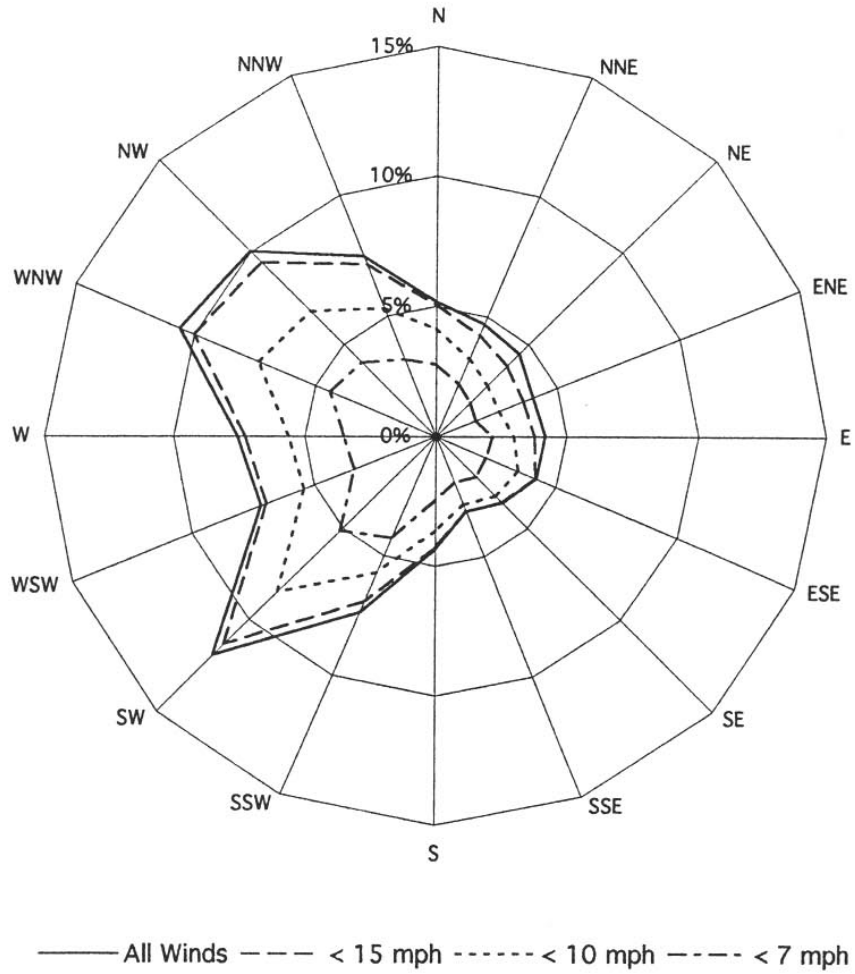
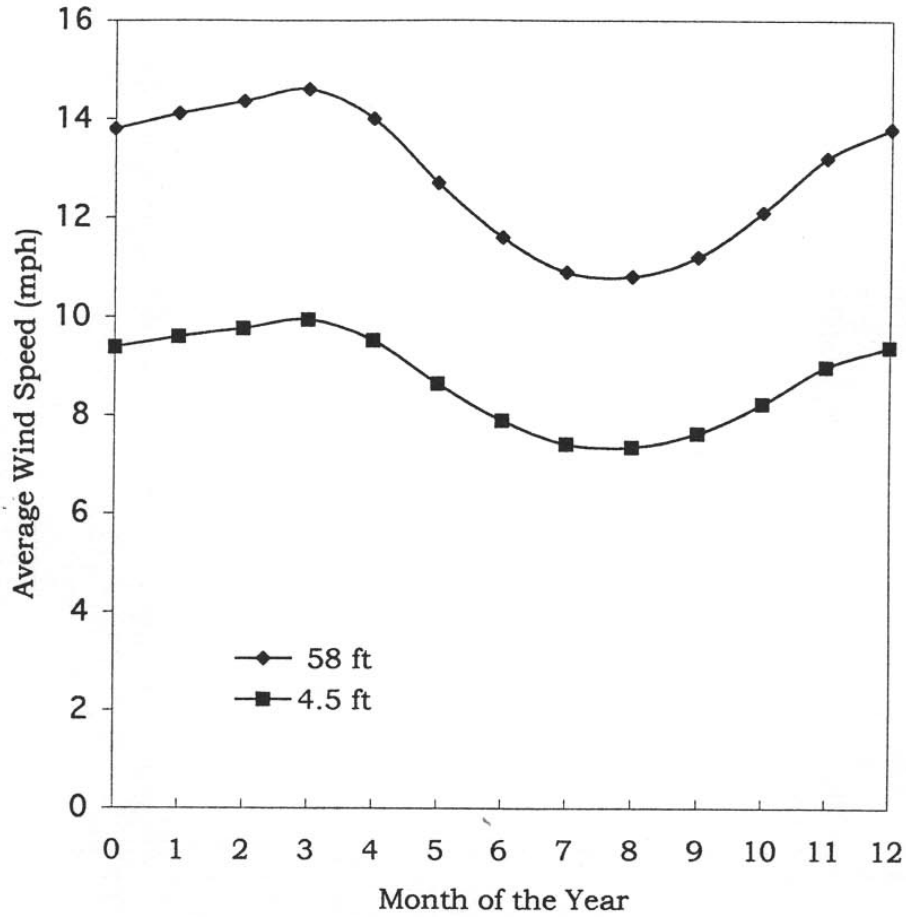


Figure 9 Fall (September, October, November) Pedestrian Level
Wind Rose for Boston based on Surface Data from Logan Air Field
1945-1965

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Yearly Average is 12.9 mph at 58 feet

Figure 10 Average Wind Speed at Logan Airfield
Based on Surface Data from 1945-1965

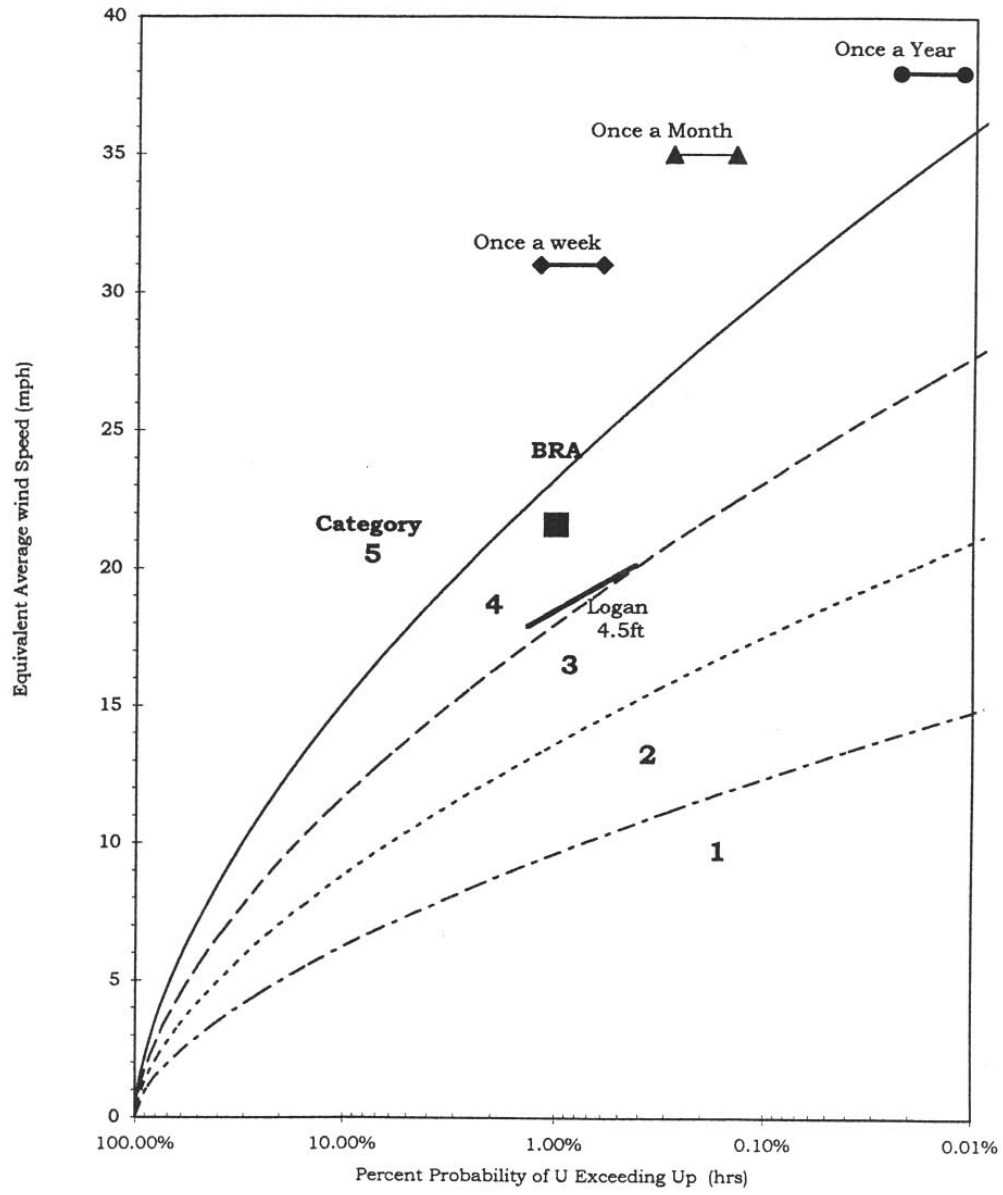


Figure 11 Criteria for Equivalent Average Wind Speeds

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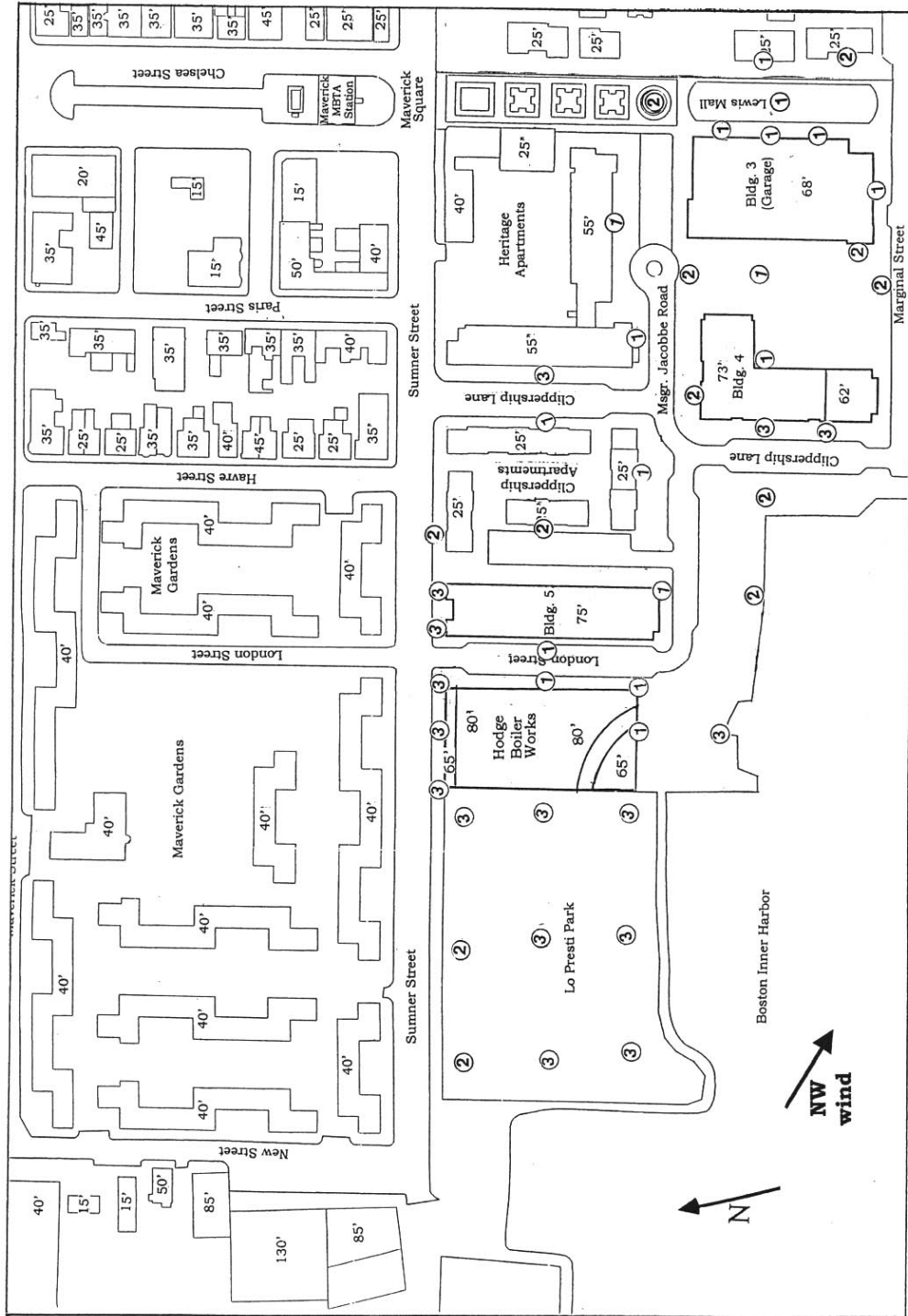


Figure 12 Hodge Boiler Works PLW Categories for BHP Conditions with NW Winds

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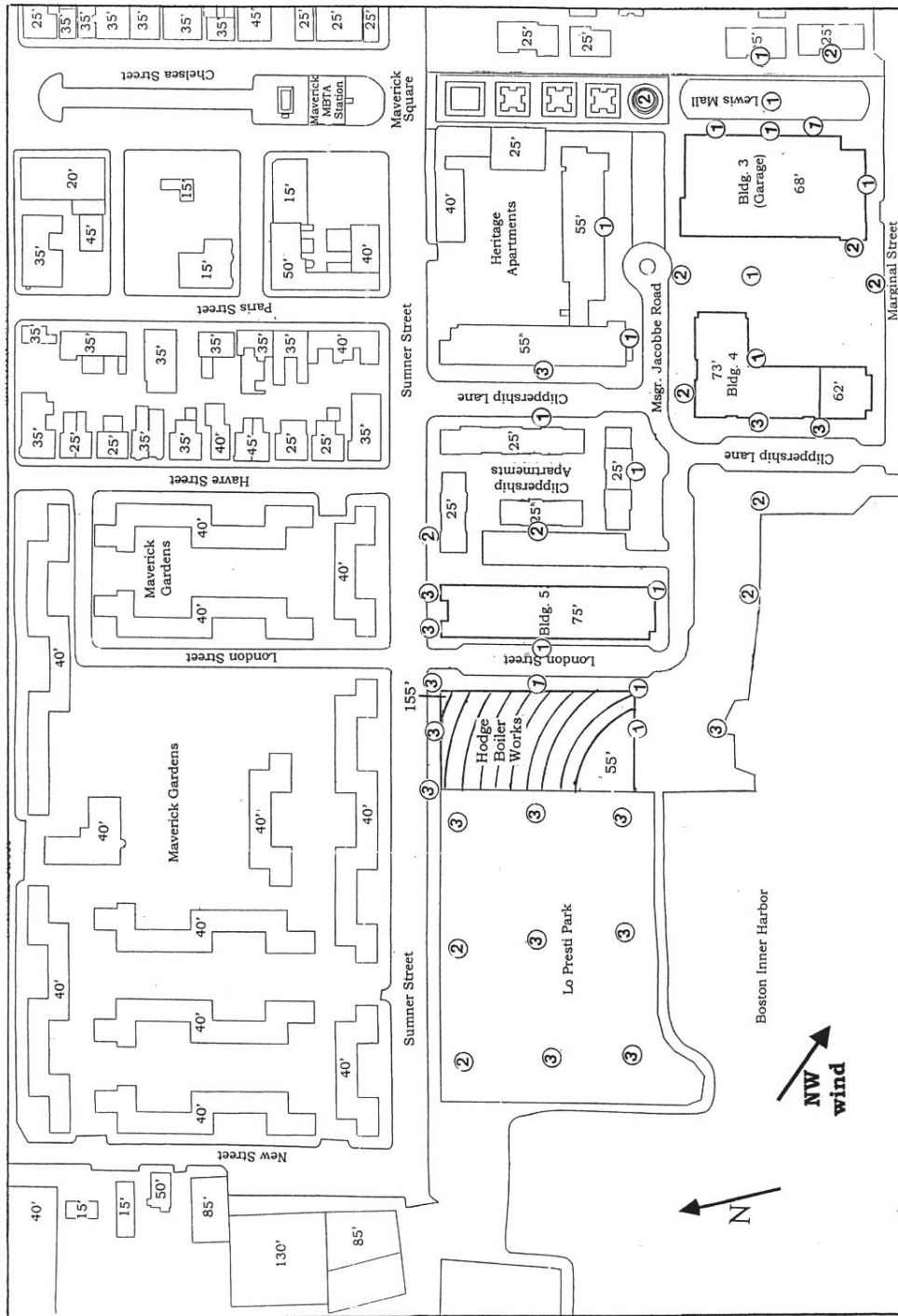


Figure 13 Hodge Boiler Works PLW Categories for Chapter 91 Conditions with NW Winds

Frank H. Durgin, P.E.

2/26/02

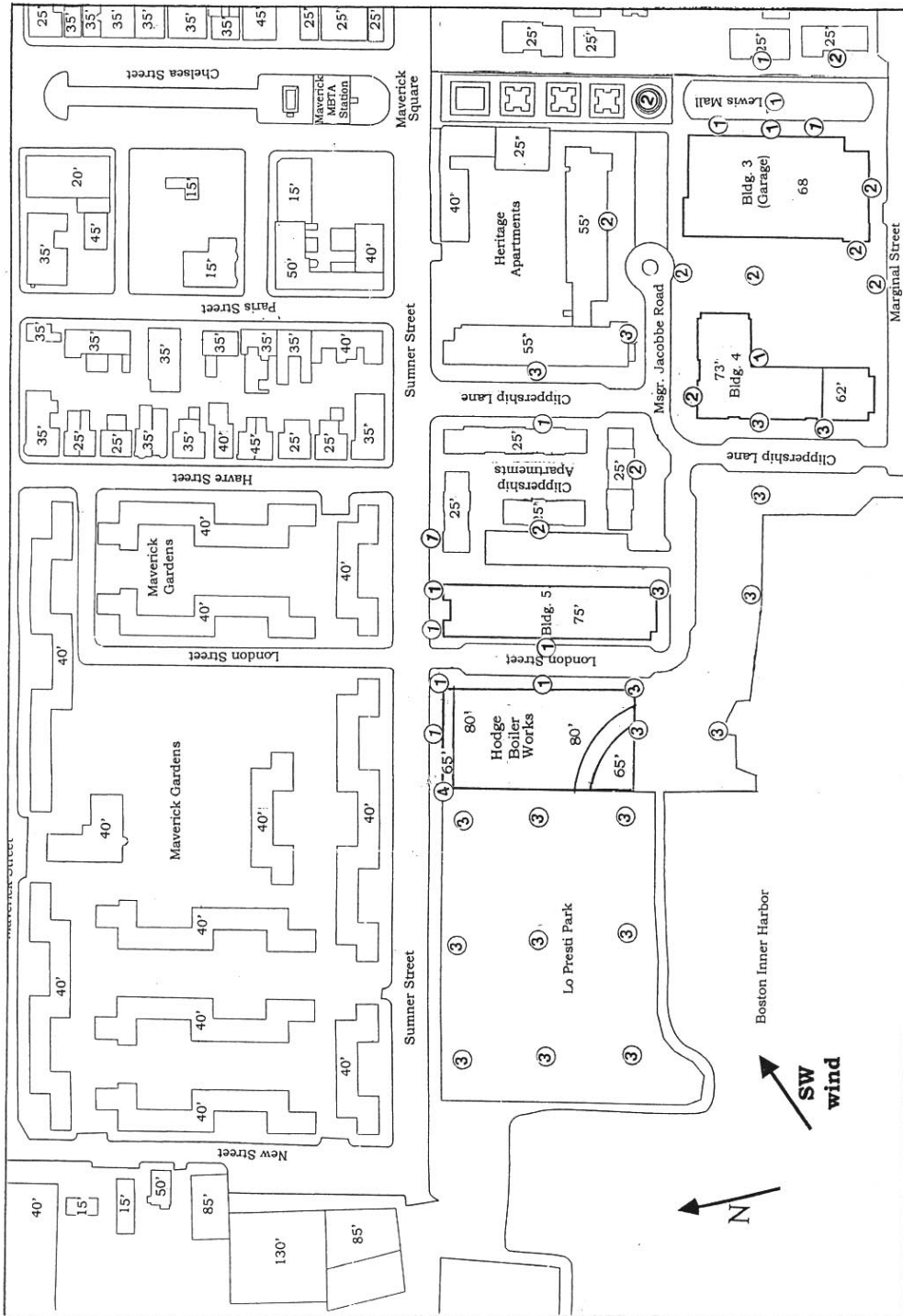


Figure 14 Hodge Boiler Works PLW Categories for BHP Conditions with SW Winds

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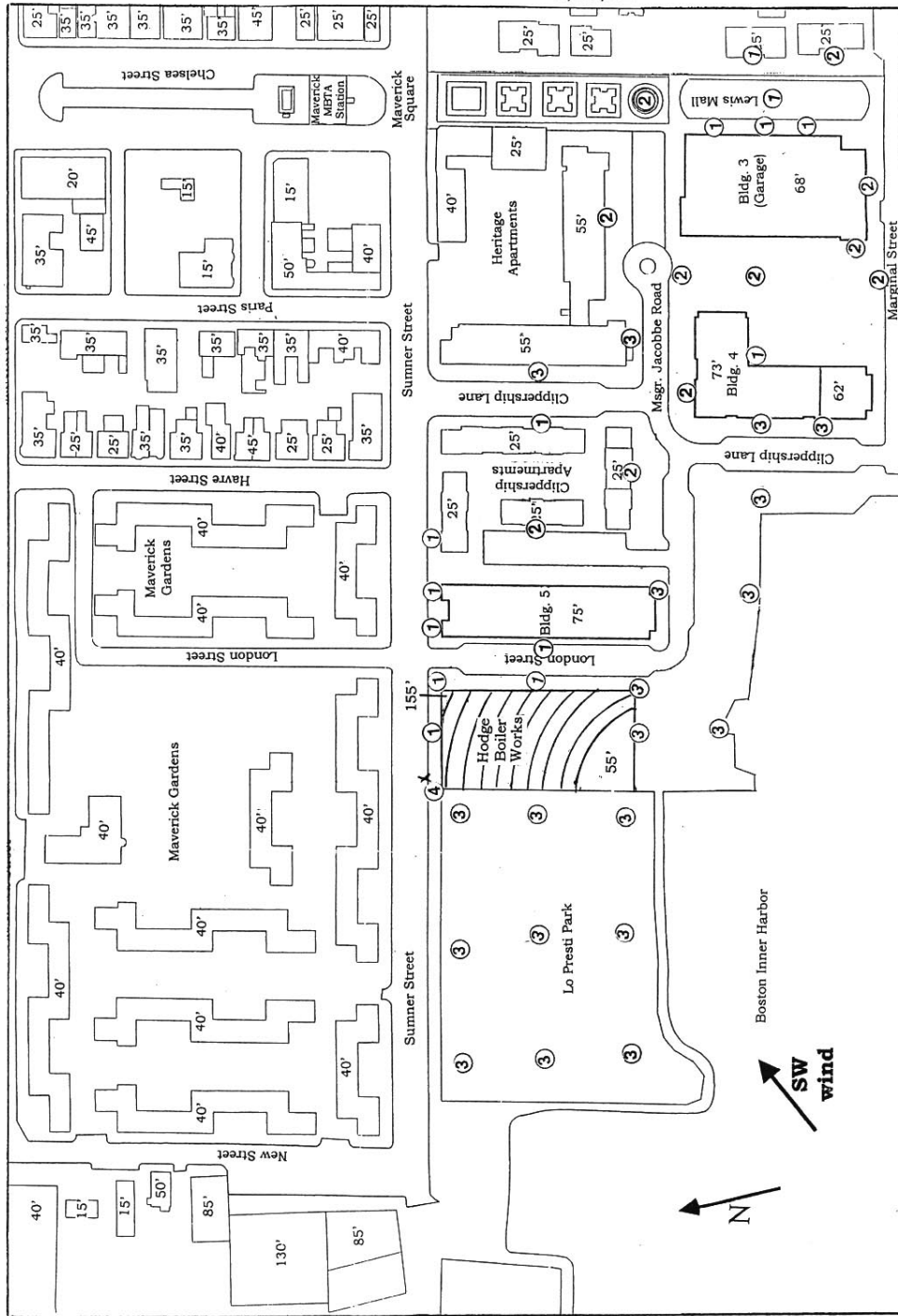


Figure 15 Hodge Boiler Works PLW Categories for Chapter 91 Conditions with SW Winds

Frank H. Durgin, P.E.

2/26/02

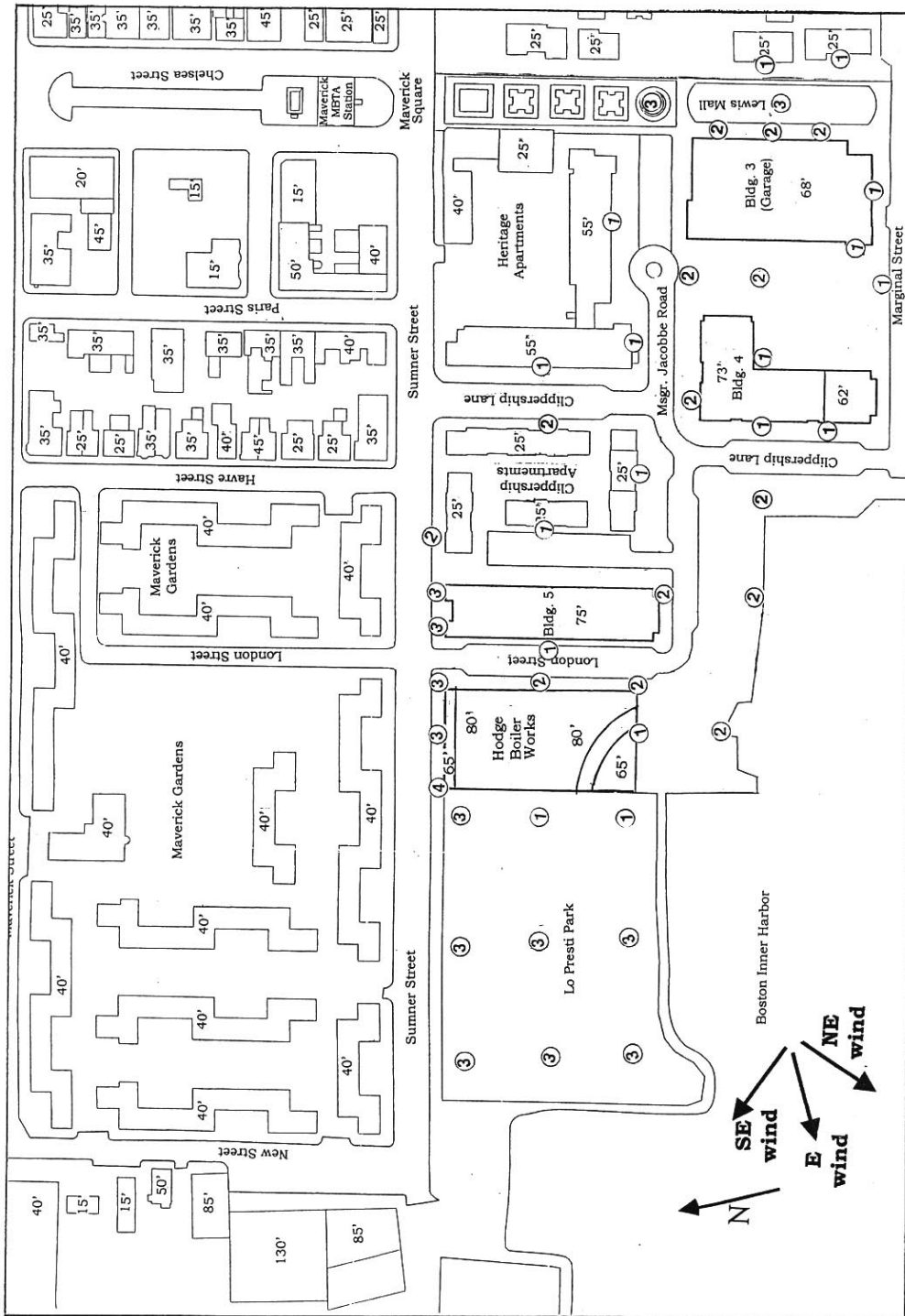


Figure 16 Hodge Boiler Works PLW Categories for BHP Conditions with Easterly Storm Winds

Frank H. Durgin, P.E.

2/26/02

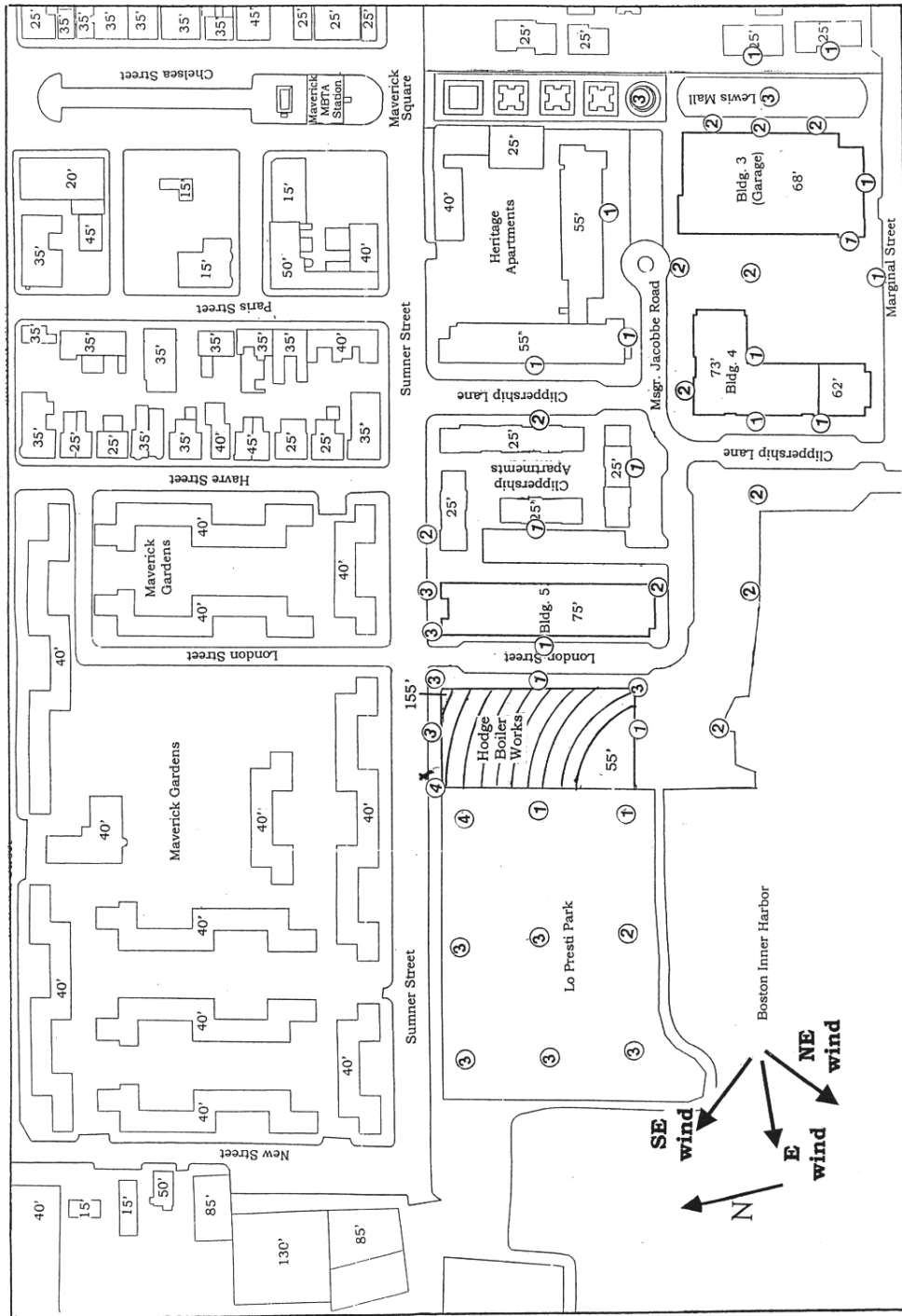


Figure 17 Hodge Boiler Works PLW Categories for Chapter 91 Conditions with Easterly Storm Winds

Frank H. Durgin, P.E.

2/26/02

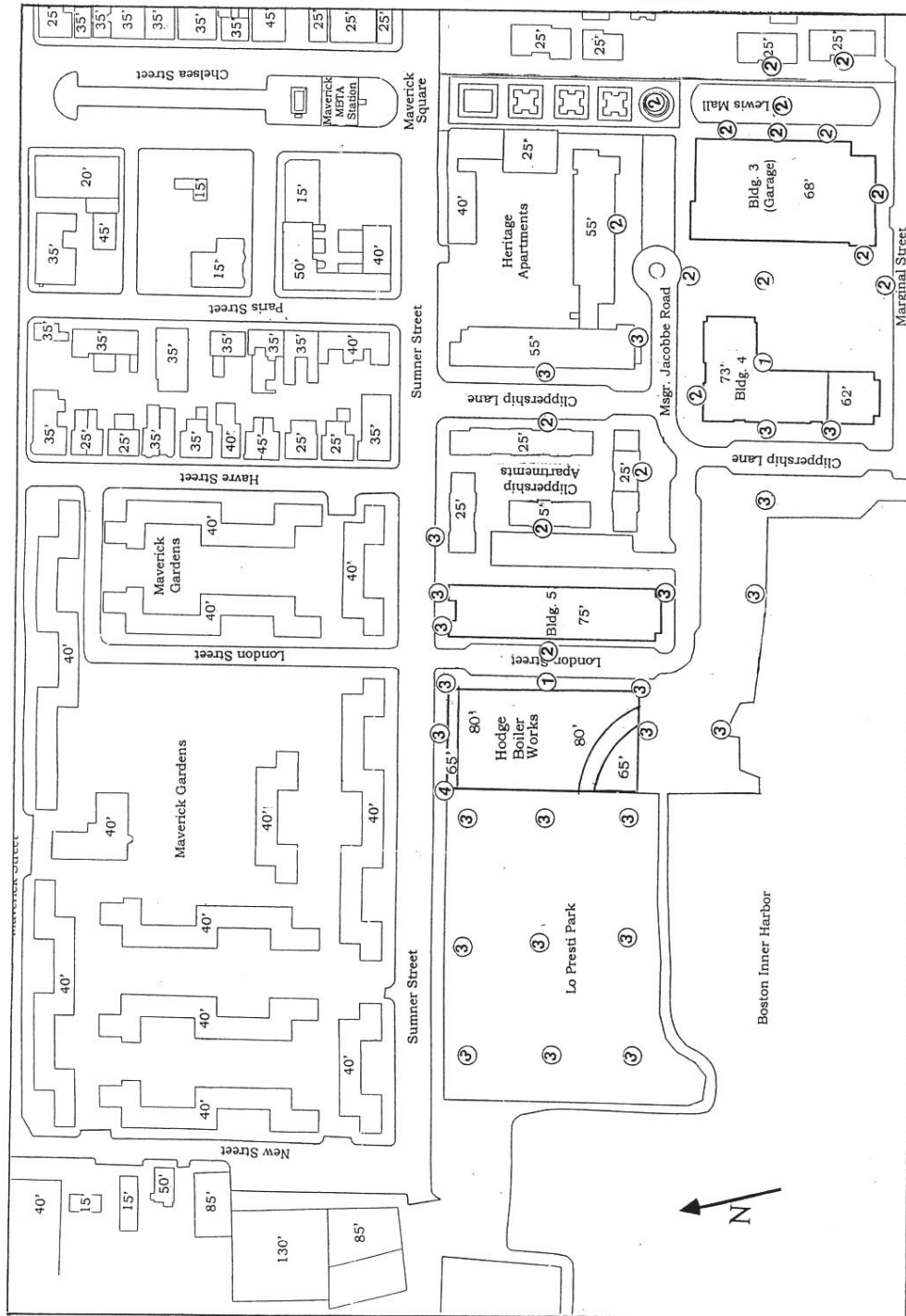


Figure 18 Estimated Annual PLW Categories in Hodge Boiler Works for BHP Conditions

Frank H. Durgin, P.E.

2/26/02

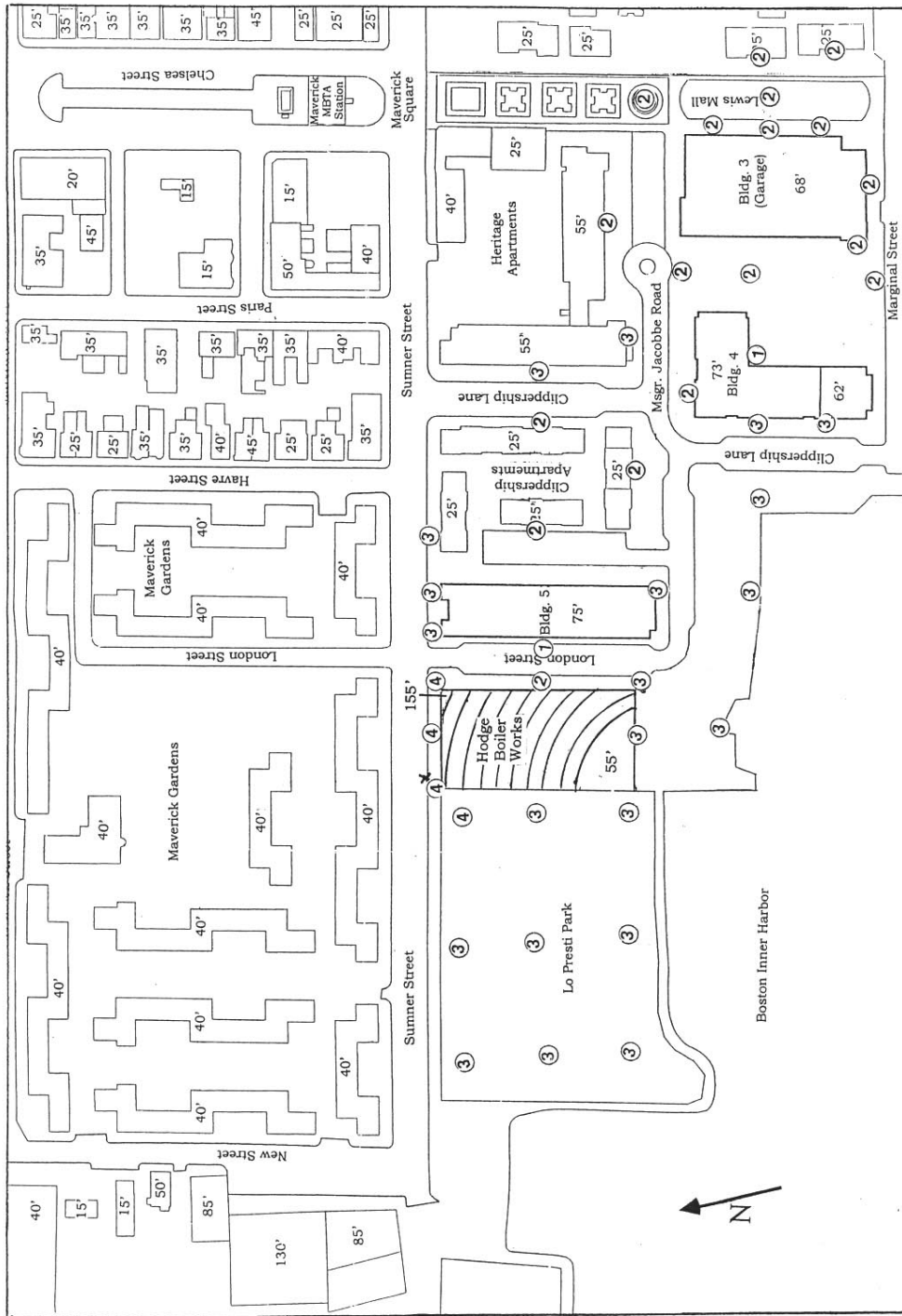


Figure 19 Estimated Annual PLW Categories in Hodge Boiler Works for the Chapter 91 Conditions

**A QUALITATIVE ASSESSMENT OF PEDESTRIAN LEVEL
WINDS FOR THE PROPOSED CLIPPERSHIP WHARF DEVELOPMENT
IN EAST BOSTON MASSACHUSETTS**

BY

FRANK H. DURGIN

NOVEMBER 12, 2001

**SUBMITTED TO:
VANASSE HANGEN BRUSTLIN, INC.
101 WALNUT STREET,
P. O. BOX 9151
WATERTOWN, MASSACHUSETTS 02471-9151
ATTENTION CAROL LURIE**

A QUALITATIVE ASSESSMENT OF PEDESTRIAN LEVEL WINDS FOR THE PROPOSED CLIPPERSHIP WHARF DEVELOPMENT IN EAST BOSTON MASSACHUSETTS

BY FRANK H. DURGIN, P.E.

1.0 SUMMARY

A qualitative assessment has been made to determine the effect of the proposed Clippership Wharf Development in East Boston, Massachusetts, on pedestrian level winds (PLWs) in its vicinity. Results are obtained for: 1) Existing conditions with the site and surroundings as is; 2) A Baseline configuration that leaves the site as is, but includes a five story residential building in place of the existing Hodge Boiler Works Building and the planned residential buildings on Pier 1; 3) A Preferred Alternative for the site; and 4) A Chapter 91 Compliant Alternative. The preferred option includes five buildings similar in height to many of the surrounding buildings. As a result, the preferred reduces PLWs at many locations in the site and has little effect on PLWs near the site.

None of the 57 locations considered for either existing or any of the four site conditions will have PLWs that exceed the BRA guideline wind speed of 31 mph oftener than once in 100 hours.

The detailed results are presented in Figures 14- 29 and Table 1 and are summarized in Tables 2, 3, and 4. For this assessment, it has been assumed that there is no landscaping for existing conditions and none associated with the new buildings except for the proposed lawns.

2.0 INTRODUCTION

This is an assessment of the effect of the proposed Clippership Wharf Development in East Boston, Massachusetts, on PLWs in its vicinity. The assessment is based on:

- 1 Topographic and Planimetric Survey maps of the area from the Boston Redevelopment Authority (BRA);
- 2 Elevations and roof and floor plans of the proposed building options contained in the Project Notification Form obtained from Vanasse, Hangen, Brustlin, Inc.;
- 3 Two site visits to the area for this assessment;

- 4 13 photographs taken during the first site visit;
- 5 An evaluation of the urban context of the proposed project site;
- 6 A review of the Boston wind climate; and
- 7 The author's 30 years of experience dealing with PLWs.

The interaction of the wind with buildings and structures is very complicated and, at times, difficult to predict, especially for an urban area with a mixture of low-rise, mid-rise, and high-rise buildings. Thus this evaluation provides a qualitative assessment of PLWs.

3.0 LOCATION AND DESCRIPTION OF THE PROJECT AND SURROUNDING AREA

3.1 DESCRIPTION OF EXISTING CONDITIONS (Figures 1& 2)

The site, in East Boston, is at the former Clippership Wharf off Summer Street. It is empty and bounded by the extension of London Street, Maverick Gardens, Msgr. Jaccobe Road, Lewis Mall and Road, and Boston Inner Harbor. Two existing conditions and two build conditions are considered. They are: 1) Existing conditions with the site and surroundings as is (Figure 1); and 2) A Baseline condition that leaves the site as is, but includes a five story residential building in place of the existing Hodge Boiler Works Building and the planned Residential builds on Pier 1(Figure 2). The 57 locations analyzed are indicated in both figures.

3.2 DESCRIPTION OF BUILD CONDITIONS (Figure 3 & 4)

Two build alternatives are considered: 1) A Preferred Alternative (Figure 3); and 2) A Chapter 91 Compliant Alternative (Figure 4). Both involve 5 separate buildings. The heights and shapes of the buildings are indicated in the figures. Major pedestrian entrances are indicated by the small arrows. The 57 locations that were analyzed are shown in the figures. Those locations were chosen to cover areas of expected pedestrian activity. 5 are in surrounding areas adjacent to the site where PLWs might be affected by the proposed buildings: 11 are on the proposed Harbor Walk; 4 are in walkways in the site; and the rest are at entrances or building corners. Location 10 is moved in Figure 1 so that it is at the end of the existing Hodge Boiler Works Building. Location 23

is in and under Building 3 for the Chapter 91 Compliant Alternative. Location 46 is in an underpass through Building 1.

3.3 THE SURROUNDING AREA (Figures 1 and 2)

North of Summer Street are many buildings between 30 and 40 ft. The heights of buildings just north and to the E of the site are indicated in the figures. To the S and W is the Boston Inner Harbor. The City of Boston with its many tall buildings is due S across the inner harbor.

4.0 THE WIND CLIMATE

4.1 THE VARIATION OF WIND SPEED WITH HEIGHT

In general, the natural wind is unsteady (*i.e.*, it is gusty) and its average speed increases with height above the ground [1]. Figure 5 depicts how the average wind speed varies with height for different types of terrain. While generally it does not happen, when one puts up any building, the possibility exists that the building will bring the higher speed winds at the top of the building down to ground level.

Figure 6 shows schematically how an isolated building typically interacts with the wind. Because the wind speed increases with height, as the wind is forced to a stop at the upwind façade, the pressure recovered on that façade is higher near the top than at the bottom of the façade. As a result, the wind flows down the windward façade and forms the vortex upwind of the building shown in the figure. This vortex is stretched and accelerated as it goes around the two upwind lower corners, causing the accelerated flow areas (A) shown on the left hand side of Figure 6. Similar accelerated areas also occur for winds blowing at the corners of the building (B in Figure 6). The W facades of Buildings 2 and 4 and the S facades of Buildings 1 and 2 are exposed to winds off the harbor and will interact with winds off the harbor in ways similar to that indicated in the figure.

Monolithic buildings (*i.e.*, those that do not change shape with height), if they are significantly taller than most of the surrounding buildings, almost invariably will be windy at their bases. However, when there are many buildings of similar height in an area, they tend to shelter one another. This is the case for this site.

4.2 STATISTICAL DESCRIPTION OF THE BOSTON WIND CLIMATE

The project site is located about 1.5 miles W of Logan Airfield. Thus, the wind data from Logan Airfield usually used to define the winds for Boston is applicable. Figure 7 depicts a wind rose for Boston. The wind speeds are estimated at pedestrian level at the airport. The length of each line radiating from the center of the figure to the outermost crossing line is proportional to the total time the wind comes from that direction. The other lines crossing the radial lines indicate the frequency of winds less than 7, 10, and 15 mph. As noted in the figure, the wind rose is based on surface wind data from Logan Airfield taken from 1945 to 1965. Data from 1965 to 2001 is also available, but it is not believed to be as representative of the true winds in Boston. Many 25- to 40-story buildings have been built in the financial district of Boston since 1965. The financial district is just one mile W of Logan Airfield.

Figure 7 shows that the winds in Boston come primarily from the NW, W, and SW. Figures 8 through 11 show pedestrian level wind roses for Boston for winter (Dec., Jan., and Feb.), spring (Mar., Apr., and May), summer (Jun., Jul., and Aug.), and fall (Sept., Oct., and Nov.). These figures show that NW winds tend to occur during the colder months and SW winds during the warmer months. Spring and fall are transitional, but winds are stronger in the spring than in the fall. Strong easterly winds usually occur during storms when there is precipitation.

The average wind speed at Logan Airfield at 58 feet (the average height at which the data was taken) is 12.9 mph. At pedestrian height (*i.e.*, at chest height, 4.5 feet) it is about 8.6 mph. The average wind speeds at 58 and 4.5 feet at Logan Airfield for each month are shown in Figure 12. Seasonally, the average wind speed at pedestrian level is 9.4 mph in the winter, 9.2 mph in the spring, 7.4 mph in the summer, and 8.2 mph in the fall.

4.0 CRITERIA

Since the early 1980s, the BRA has used a guideline criterion for acceptable winds of not exceeding a 31mph effective gust more often than once in one hundred hours. The effective gust is defined as the average wind speed plus 1.5 times the root mean square variation about the average. The effective gust can be shown to be about the fastest one-minute gust in an hour. When many locations are considered, the effective gust averages about 1.4 times the average hourly wind speed [2]. However, the ratio can vary widely from 1.4 for individual locations.

In 1978, Melbourne [2] developed probabilistic criteria for average and peak PLWs, which accounted for different types of pedestrian activity as well as the safety aspects of such winds. Durgin [3] suggested the use of an Equivalent Average which combines the effects of average, gusting, and peak winds and later [4] reinterpreted Melbourne's criteria to apply to Equivalent Average winds (Figure 13). The Equivalent Average used in this figure is similar to an hourly average, but combines the effects of steady and gusting winds. Five categories of PLWs are defined:

- 1) Comfortable for Long Periods of Standing or Sitting;¹
- 2) Comfortable for Short Periods of Standing and Sitting;
- 3) Comfortable for Walking;
- 4) Uncomfortable for Walking;
- 5) Dangerous and Unacceptable.

These criteria are not absolute (any location can have dangerous winds in a major storm or hurricane). Rather, they imply that the location would have wind speeds such that the activity suggested could be undertaken comfortably most of the time, and would be perceived² as such, by most people who frequent the location. For example, the PLWs at Logan Airfield are on the dividing line between Category 4 (uncomfortable for walking) and Category 3 (comfortable for walking) (see Figure 13). But they are well under the BRA 31mph effective gust wind speed guideline (converted to an equivalent average wind), which is in the middle of Category 4. Therefore, most people would perceive conditions in the open at Logan Airfield as marginally comfortable for walking.

¹ The numbering system for the Categories was reversed in December, 1999. Before December, 1999, the slowest winds were in Category 5 and the fastest in Category 1. Since the December, 1999, the slowest are in Category 1 and the fastest in Category 5.

² On a somewhat windy day, a person familiar with the location would choose not to go there for the specified activity.

6.0 PEDESTRIAN LEVEL WINDS AT THE SITE

6.1 INTRODUCTION

The objective of this study is to examine the effects of the proposed Preferred Alternative on PLWs about the site and at nearby buildings.

In the following sections, the effects of NW winter winds, SW summer winds, and easterly storm winds will be discussed for Existing Conditions, Baseline Conditions, the Preferred Alternative, and the Chapter 91 Compliant Alternative. The results from these directions will be summarized by an estimated prediction of annual PLWs at each location considered.

The estimated categories for all locations, wind directions, and annual winds for Existing Conditions, Baseline Conditions, the Preferred Alternative, and the Chapter 91 Compliant Alternative are shown in Figures 14 to 29. The results for all locations, wind directions, and annual winds are tabulated in Table 1 and summarized in Tables 2, 3, and 4. Tables 2, 3, and 4 indicate both the number of locations that will not change category and those that will change up or down one or two categories. Table 2 compares Existing Conditions with the Preferred Alternative. Table 3 compares Existing and Baseline Conditions. Table 4 compares the Preferred Alternative with the Chapter 91 Compliant Alternative.

For the most part the weather in New England is dominated by either large coastal storms (fall, winter, and spring) or the Bermuda High (summer). Typically, when a coastal storm occurs, it rains or snows for 4 to 12 hours, then it clears, and, as the storm moves to the NE, the winds blow from the NW for three or four days until the next weather system arrives. These storms and the NW winds following them occur mostly in the fall, winter, and spring. NW winds are particularly uncomfortable in the winter, when typically they occur on cold days. The Bermuda High is generally responsible for the SW winds that occur in the summer.

6.2 NORTHWEST (WINTER) WINDS

6.2.1 Introduction

NW winds blow diagonally across the site from the Hodge Boiler Works to Building 1 (see figure 16). The estimated categories for all locations for existing and build conditions are shown in Figures 14 and 17 (also see Tables 1, 2, 4, and 4).

6.2.2 NW Winds: Discussion (Figures 14 to 17)

For NW winds, comparing Existing Conditions with the Preferred Alternative PLWs at 32 of the 57 locations considered are not expected to change category. The PLW Category increases by one at only 3 locations, but decreases by one at 12 locations and by two at 10 locations. Comparing the Existing and Baseline Conditions PLWs at 54 of the 57 locations considered are not expected to change category. At all three of those that change the PLW Category decreases. Comparing the Preferred Alternative to the Chapter 91 Compliant Alternative PLWs at 54 of the 57 locations considered are not expected to change category. In this case the PLW Category at 1 location increases by one and at the other 2 it decreases by one.

6.3 SOUTHWEST (SUMMER) WINDS

6.3.1 Introduction

The prevailing winds in the summer are from the SW. SW winds blow diagonally across the Inner Harbor at Buildings 2 and 4 (Figure 20). The estimated categories for all locations for existing and build conditions are shown in Figures 14 and 15 (also see Tables 1, 2 and 3).

6.3.2 SW Winds: Discussion (Figures 18 to 21)

For SW winds, comparing Existing Conditions with the Preferred Alternative PLWs at 24 of the 57 locations considered are not expected to change category. The PLW Category increases by one at only 3 locations, but decreases by one at 19 locations and by two at 11 locations. Comparing the Existing and Baseline Conditions PLWs at 53 of the 57 locations considered are not expected to change category. At all four of those that change the PLW Category decreases by one. Comparing the Preferred Alternative to the Chapter 91 Compliant Alternative PLWs at 53 of the 57 locations considered are not expected to change category. In this case the PLW Category at 1 location increases by one and at the other 3 it decreases by one.

6.4 EASTERLY STORM WINDS (Figures 22 to 25)

6.4.1 Introduction

Easterly winds occur about one third of the time. Light easterly winds occur as a storm starts or in the summer as a sea breeze. During the first 4-12 hours of a typical coastal storm, it rains or snows depending on the temperature. The wind is from the NE or SE depending on whether the center of the storm passes to the east or west of the city.

Since for strong easterly winds, it will generally be raining or snowing, and people expect it to be windy, the emphasis in evaluating the effect of the proposed buildings should be on entering or exiting buildings. Easterly winds cover the NE, E, and SE wind directions. The Categories for each of these wind directions were determined and have been combined to obtain a single result for easterly winds. Bear in mind that the total time the winds come from all three of these easterly directions is about the same as the time the wind comes from either the NW or SW.

6.4.2 Easterly Storm Winds: Discussion. (Figures 22 to 25)

For easterly storm winds, comparing Existing Conditions with the Preferred Alternative PLWs at 29 of the 57 locations considered are not expected to change category. The PLW Category increases by one at only 2 locations, but decreases by one at 18 locations and by two at 8 locations. Comparing the Existing and Baseline Conditions PLWs at 52 of the 57 locations considered are not expected to change category. At all five of those that change the PLW Category decreases: by one at 2 and by two at 3. Comparing the Preferred Alternative to the Chapter 91 Compliant Alternative PLWs at 49 of the 57 locations considered are not expected to change category. In this case the PLW Category at 4 location increases by one and at the other 4 it decreases by one.

6.5 Annual Winds

6.5.1 Introduction

In the above discussion, only winds from three general wind directions are discussed. While specific important directions are considered, one cannot infer the overall annual windiness at any location. To remedy this situation, PLW Categories were estimated for the missing S, W, and N wind directions. Those categories, along with the five for the other wind directions, were then used with an eight

compass point statistical description of the Boston wind climate to estimate the overall annual category for each of the 57 locations considered. The resulting estimated categories for each location for Existing Conditions, Baseline Conditions, the Preferred Alternative, and the Chapter 91 Compliant Alternative are listed in the last four columns in Table 1. In comparing these annual estimates with those for the five specific directions, one must remember that the total occurrence of winds from the easterly directions is roughly equal to that for either NW or SW. These annual estimates are qualitative and must be treated as such.

6.5.2 Discussion (Figures 26 to 29)

For annual winds, comparing Existing Conditions with the Preferred Alternative PLWs at 32 of the 57 locations considered are not expected to change category. The PLW Category increases by one at only 2 locations, but decreases by one at 21 locations and by two at 2 locations. Comparing the Existing and Baseline Conditions PLWs at 55 of the 57 locations considered are not expected to change category. At both of those that change the PLW Category decreases by one. Comparing the Preferred Alternative to the Chapter 91 Compliant Alternative PLWs at 56 of the 57 locations considered are not expected to change category. In this case the PLW Category at the one location that changes decreases by one.

7.0 SUMMARY AND CONCLUSIONS

A qualitative assessment has been made to determine the effect of the proposed Clippership Wharf Development in East Boston, Massachusetts, on PLWs in its vicinity. Results are obtained for: 1) Existing conditions with the site and surroundings as is; 2) A Baseline configuration that leaves the site as is, but includes a five story residential building in place of the existing Hodge Boiler Works Building and the planned residential buildings on Pier 1; 3) A Preferred Alternative for the site; and 4) A Chapter 91 compliant Alternative. The preferred option includes five buildings similar in height to many of the surrounding buildings. As a result, the preferred reduces PLWs at many locations in the site and has little effect on PLWs at locations near the site.

None of the 57 locations considered for any of the four site conditions considered will have PLWs that exceed the BRA guideline wind speed of 31 mph oftener than once in 100 hours.

The detailed results are presented in Figures 14- 29 and Table 1 and are summarized in Tables 2, 3, and 4. For this assessment, it has been assumed that there is no landscaping for existing conditions and none associated with the new buildings except for the proposed lawns.

8 REFERENCES

- 1) Davenport, A.G., and Isyumov, N., "The Application of the Boundary Layer Wind Tunnel to the Prediction of Wind Loading" , Proceedings of Intl. Seminar on Wind Effects on Buildings and Structures, Ottawa, Canada, September, 1967.
- 2) Melbourne, W.H., "Criteria for Environmental Wind Conditions", Journal of Industrial Aerodynamics, Vol.3, 1978, pp. 241-249.
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- 4) Durgin, F. H., "Pedestrian Level Wind Criteria Using the Equivalent Average", Journal of Wind Engineering and Industrial Aerodynamics, Vol. 66 (1997), pp. 215-226.

TABLE 1
ESTIMATED CATEGORIES FOR NW, SW, NE, STORM, AND ANNUAL
WINDS FOR EXISTING (Ex), BASELINE (Bl), PREFERRED (Pd), AND
CHAPTER 91 COMPLIANT (Ch) CONDITIONS

Loc No.	NW				SW				STORM				ANNUAL				Loc No.
	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	
1	3	3	3	3	1	1	1	1	3	3	3	3	3	3	3	3	1
2	3	3	3	3	2	2	1	1	3	3	3	3	3	3	3	3	2
3	3	3	3	3	2	2	1	1	3	3	3	3	3	3	3	3	3
4	3	3	3	3	1	1	1	1	3	3	3	3	3	3	3	3	4
5	3	3	3	3	3	3	3	3	2	2	2	2	3	3	3	3	5
6	1	1	2	2	1	1	2	2	3	3	3	2	3	3	3	2	6
7	3	3	2	2	2	2	2	2	1	1	1	1	3	3	2	2	7
8	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	8
9	3	3	3	3	3	3	3	3	1	1	1	1	3	3	3	3	9
10	1	1	1	1	3	3	3	3	1	1	1	1	3	3	3	3	10
11	3	3	1	1	3	3	3	3	3	3	2	1	3	3	3	3	11
12	1	1	1	1	3	3	2	2	1	1	1	1	2	2	2	2	12
13	1	1	1	1	3	3	3	3	1	1	1	1	3	3	3	3	13
14	1	1	1	1	3	3	2	2	1	1	1	1	3	3	2	2	14
15	2	2	2	2	3	3	2	2	2	2	2	2	3	3	2	2	15
16	3	3	3	3	3	3	1	1	2	2	2	2	3	3	3	3	16
17	2	2	2	3	3	3	2	2	3	2	2	3	3	3	2	3	17
18	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	18
19	2	2	1	1	3	3	1	1	2	2	2	3	3	3	2	2	19
20	3	3	2	2	3	3	3	3	3	3	2	2	3	3	3	3	20
21	3	3	3	3	3	3	3	3	3	3	2	2	3	3	3	3	21
22	3	3	3	3	3	3	3	3	3	3	1	1	3	3	3	3	22
23	3	3	1	1	3	3	1	1	3	3	1	1	3	3	1	1	23
24	3	3	1	1	3	3	2	1	3	3	2	2	3	3	2	2	24
25	2	2	1	1	3	3	1	1	3	3	2	3	3	3	2	2	25
26	3	3	1	1	3	3	1	1	2	2	3	3	3	3	2	2	26
27	3	3	1	1	3	3	2	1	1	1	1	1	3	3	2	2	27
28	3	3	1	1	3	3	1	1	3	3	2	3	3	3	2	2	28
29	3	3	3	3	3	3	3	3	3	3	2	1	3	3	3	3	29
30	3	3	2	1	3	3	2	3	3	3	1	1	3	3	2	2	30
31	3	3	2	1	3	3	2	1	3	3	1	2	3	3	2	2	31
32	3	3	1	1	3	3	2	2	3	3	1	1	3	3	2	2	32
33	3	3	2	2	3	3	2	2	1	1	1	1	3	3	2	2	33
34	1	1	1	1	3	2	2	2	1	1	1	1	3	2	2	2	34
35	3	3	3	3	3	3	1	1	3	3	2	2	3	3	3	3	35

TABLE 1(Cont'd)
ESTIMATED CATEGORIES FOR NW, SW, NE, STORM, AND ANNUAL
WINDS FOR EXISTING, BASELINE, PREFERED, AND CHAPTER 91
COMPLIANT CONDITIONS

Loc No.	NW				SW				STORM				ANNUAL				Loc No.
	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	Ex	Bl	Pd	Ch	
36	3	3	2	2	3	3	2	2	3	3	2	2	3	3	2	2	36
37	3	3	3	3	3	3	1	1	3	3	3	3	3	3	3	3	37
38	3	3	3	3	3	2	2	2	2	2	2	2	3	3	3	3	38
39	3	3	3	3	3	3	3	3	3	3	2	2	3	3	3	3	39
40	3	3	1	1	3	3	1	1	3	3	3	3	3	3	3	3	40
41	3	3	2	2	3	3	2	2	3	1	1	1	3	3	2	2	41
42	3	1	1	1	3	2	2	2	3	1	1	1	3	2	1	1	42
43	3	3	3	3	3	3	3	3	3	3	1	1	3	3	3	3	43
44	3	3	2	2	3	3	3	3	3	3	2	2	3	3	3	3	44
45	3	3	3	3	3	3	3	3	3	3	2	2	3	3	3	3	45
46	3	3	3	3	3	3	3	3	3	3	2	2	3	3	3	3	46
47	3	3	2	2	3	3	2	2	3	2	3	3	3	3	2	2	47
48	3	3	4	4	3	3	4	4	3	3	2	2	3	3	4	4	48
49	3	3	1	1	3	3	1	1	3	3	3	3	3	3	2	2	49
50	3	3	3	3	3	3	3	3	3	3	2	2	3	3	3	3	50
51	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	51
52	3	3	1	1	3	3	1	1	3	2	3	3	3	3	2	2	52
53	3	1	1	1	3	3	3	3	3	1	1	1	3	3	2	2	53
54	3	3	3	3	3	3	3	3	3	3	2	3	3	3	3	3	54
55	3	3	4	4	3	3	4	4	3	3	2	2	3	3	4	4	55
56	3	2	2	2	3	3	3	3	3	3	3	3	3	3	3	3	56
57	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	57

TABLE 2
SUMMARY OF LOCATIONS THAT CHANGED CATEGORY
BETWEEN EXISTING AND PREFERED BUILD

Direction	NW	SW	STORM	Annual
No Change	32	24	29	32
Up 2 Cat.	0	0	0	0
Up 1 Cat.	3	3	2	2
Down 1 Cat.	12	19	18	21
Down 2 Cat.	10	11	8	2

**TABLE 3
SUMMARY OF LOCATIONS THAT CHANGED CATEGORY
BETWEEN EXISTING AND BASELINE CONDITIONS**

Direction	NW	SW	STORM	Annual
No Change	54	53	52	55
Up 2 Cat.	0	0	0	0
Up 1 Cat.	0	0	0	0
Down 1 Cat.	1	4	2	2
Down 2 Cat.	2	0	3	0

**TABLE 4
SUMMARY OF LOCATIONS THAT CHANGED CATEGORY
BETWEEN THE REFERRED AND CHAPTER 91 COMPLIANT
ALTERNATIVES**

Direction	NW	SW	STORM	Annual
No Change	54	53	49	56
Up 2 Cat.	0	0	0	0
Up 1 Cat.	1	1	4	0
Down 1 Cat.	2	3	4	1
Down 2 Cat.	0	0	0	0

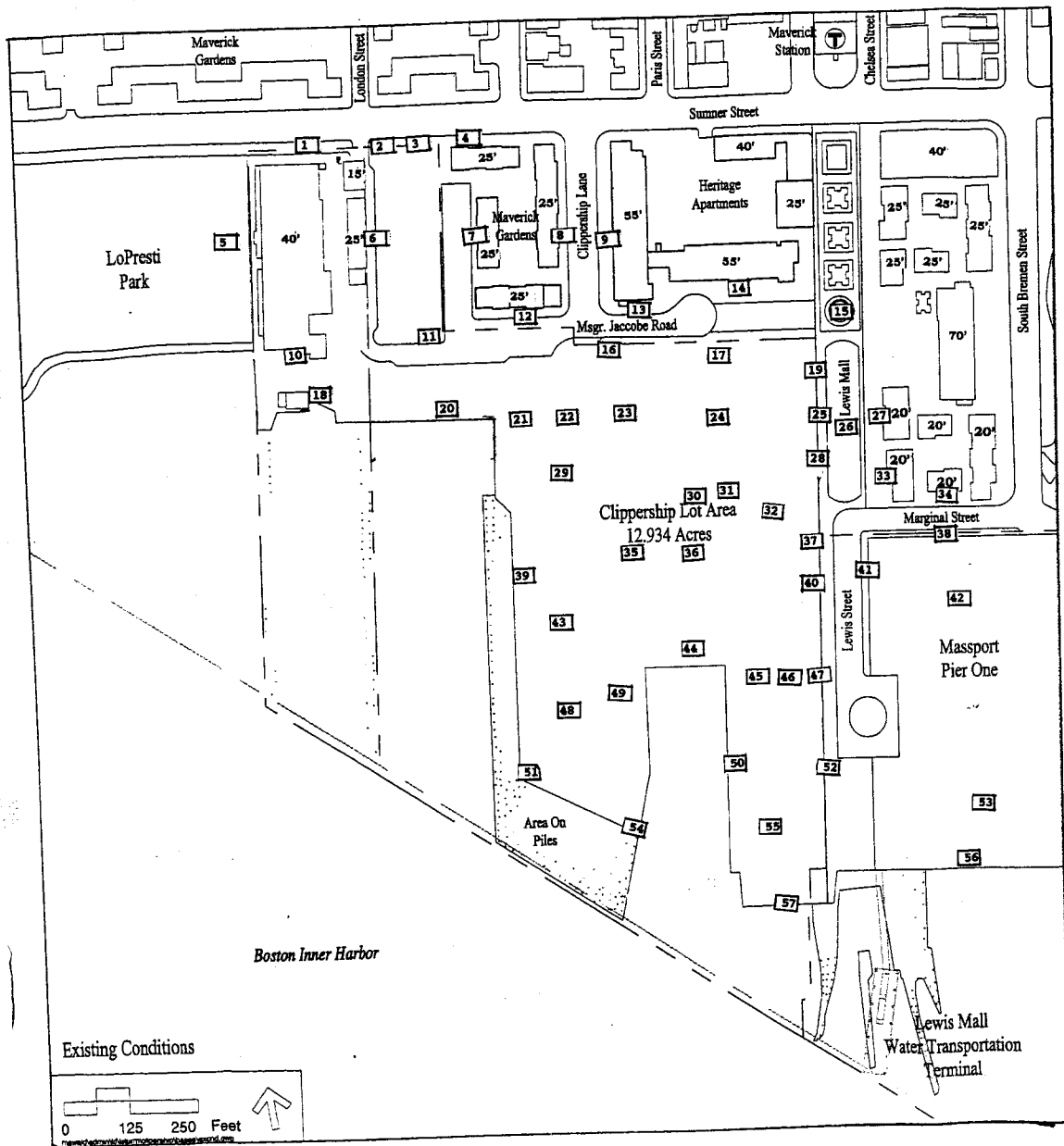


Figure 1 Map of Existing Conditions Showing PLW Location Numbers

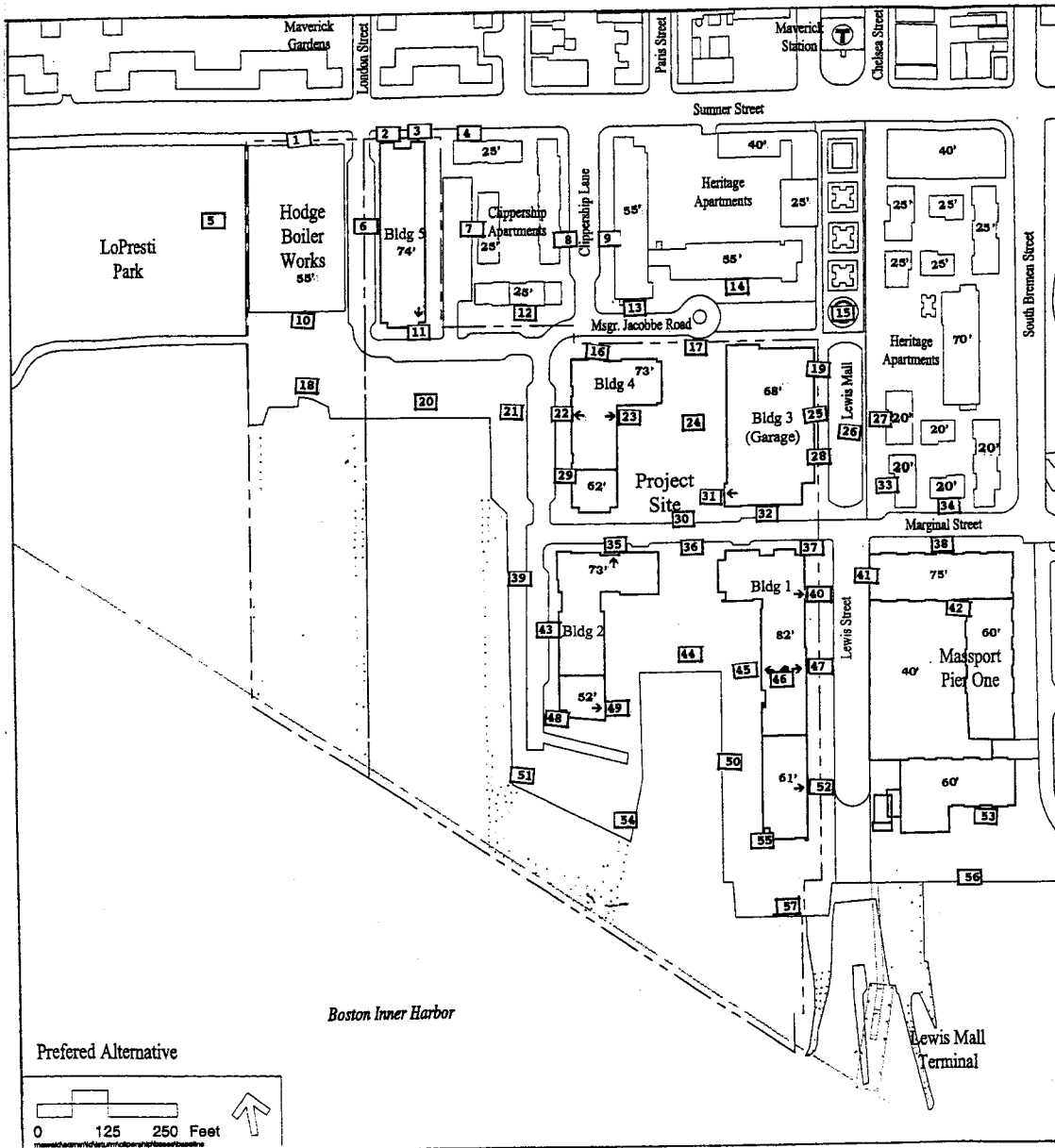


Figure 3 Map of Preferred Alternative Showing PLW Location Numbers and Some Building Heights

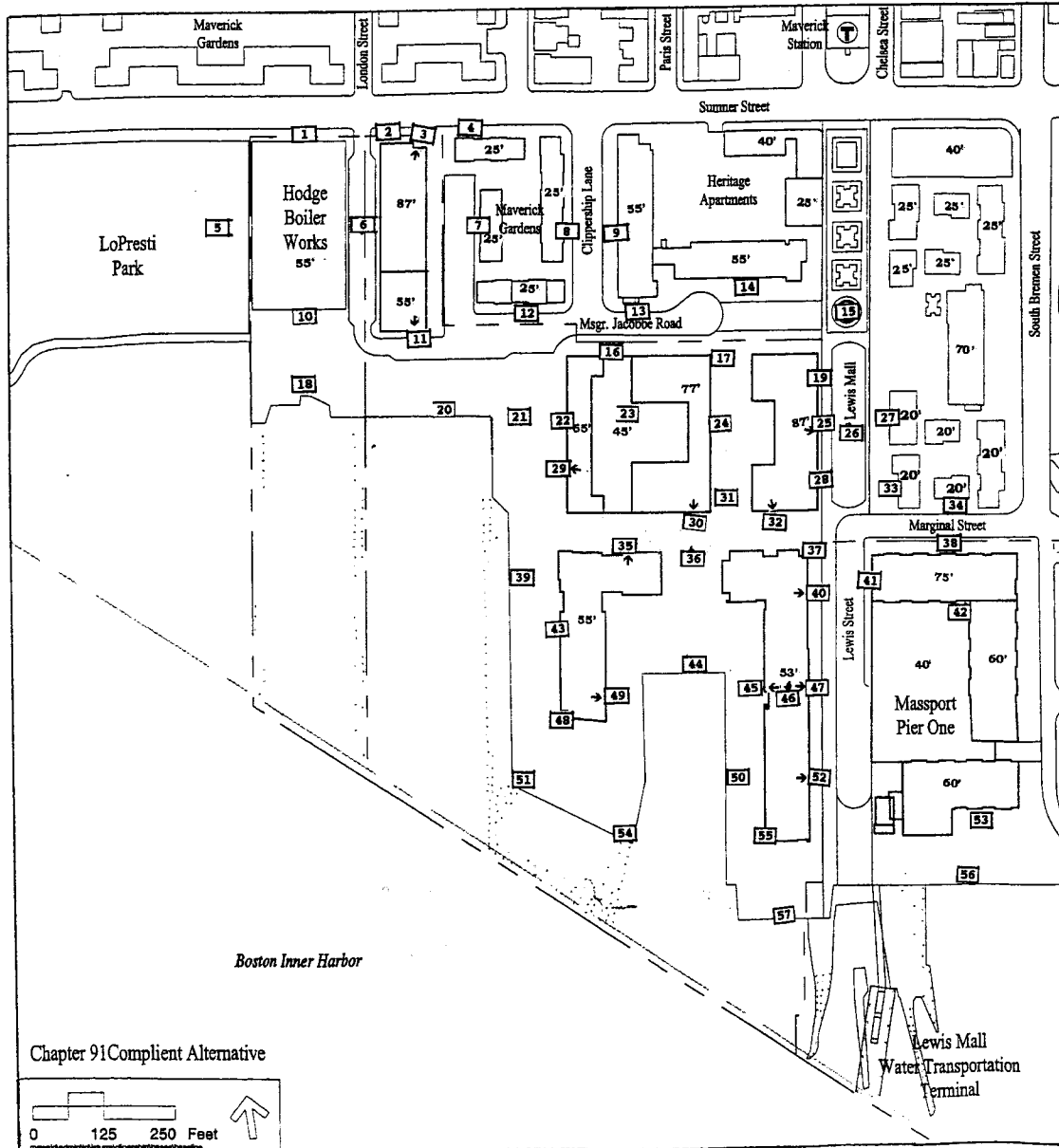


Figure 4 Map of Chapter 91 Compliant Alternative Showing PLW Location Numbers and Some Building Heights

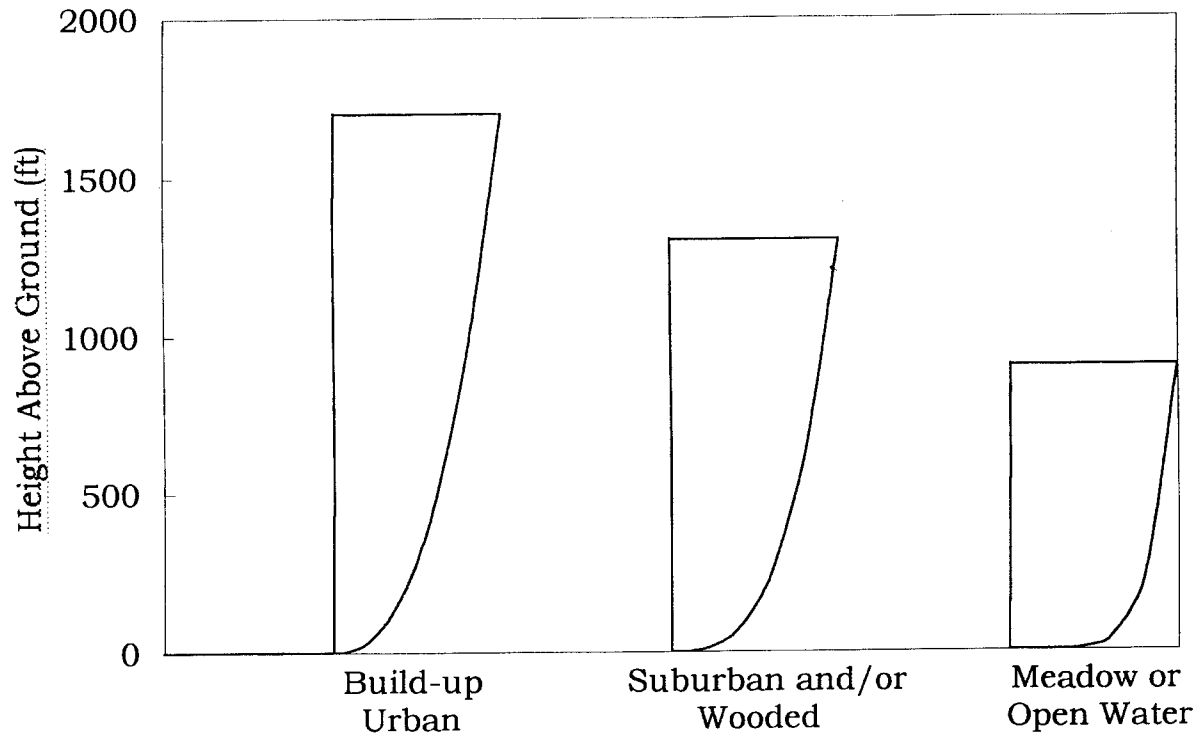


Figure 5 Types of Earth's Boundary Layers after Davenport [1]

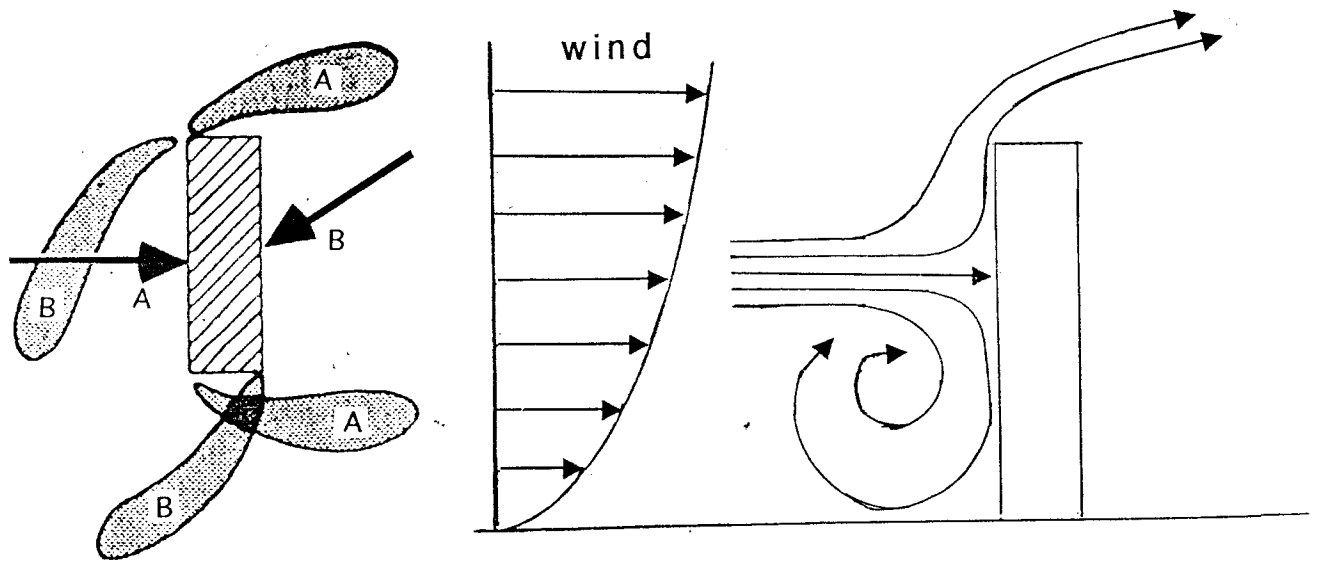


Figure 6 Schematic of how the Wind Interacts with an Isolated Building

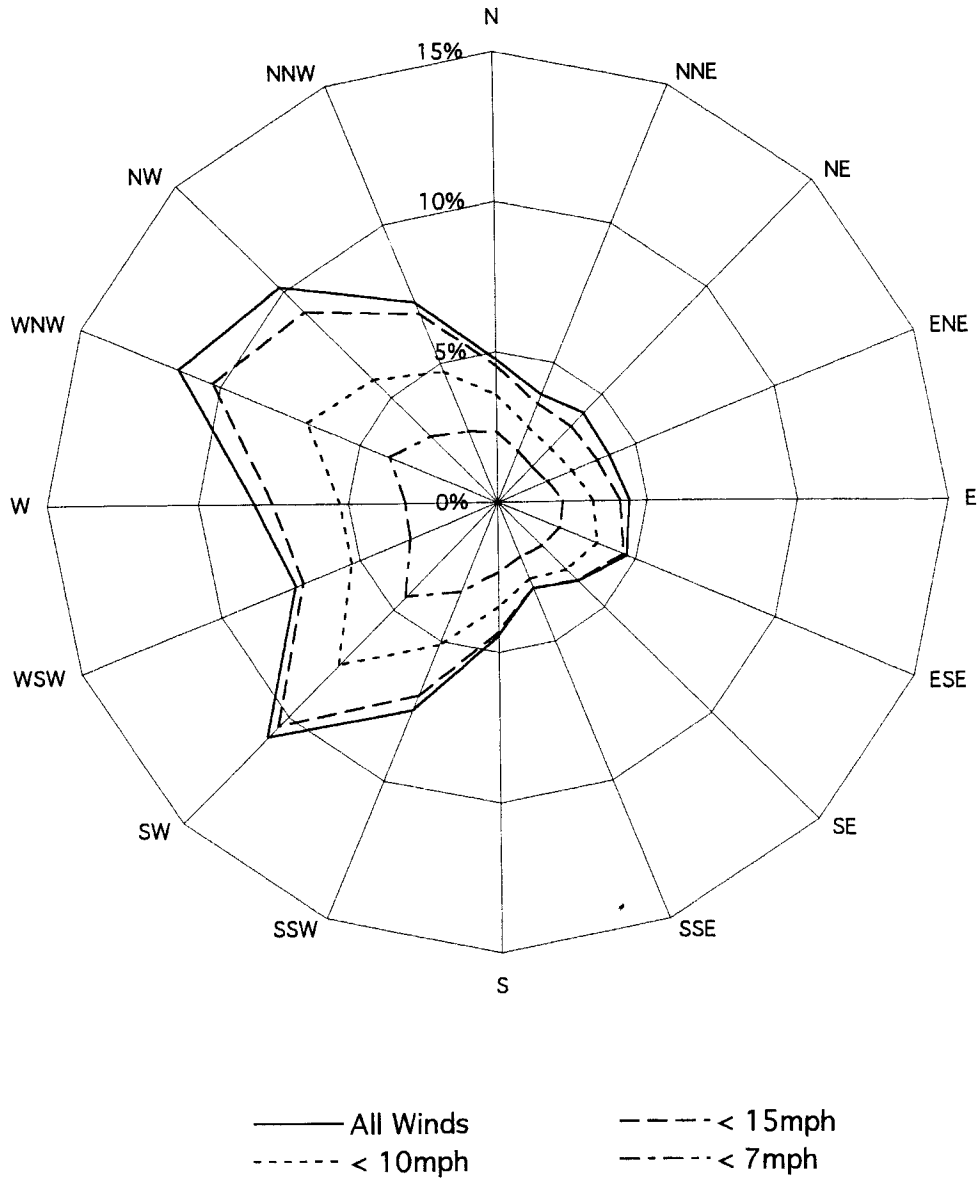
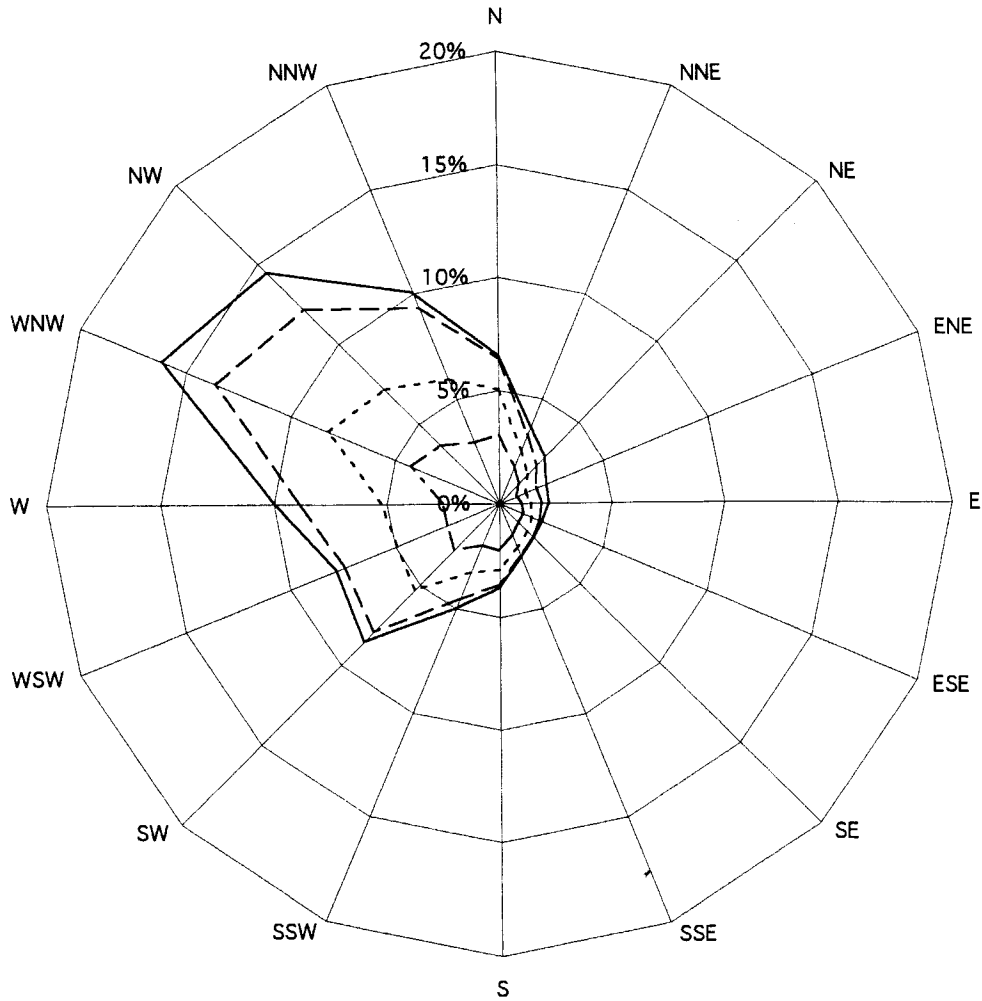


Figure 7 Annual Pedestrian Level Wind Rose for Boston Based on Surface Data from Logan Airfield 1945-1965



—— All winds - - - - < 15 mph - - - - - < 10 mph - - - - - < 7 mph

Figure 8 Winter (December, January, February) Pedestrian Level Wind Rose for Boston Based on Surface Data from Logan Air Field 1945-1965

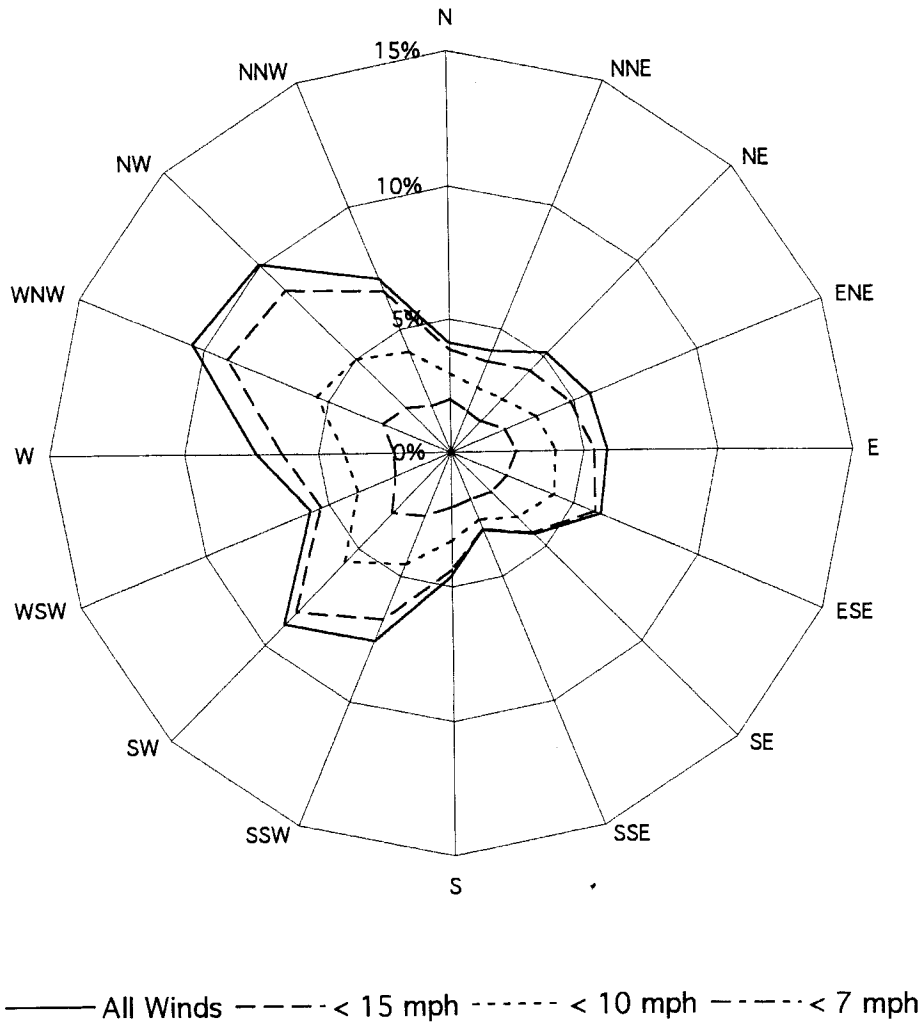


Figure 9 Spring (March, April, May) pedestrian Level Wind Rose for Boston based on Surface Data from Logan Air Field 1945-1965

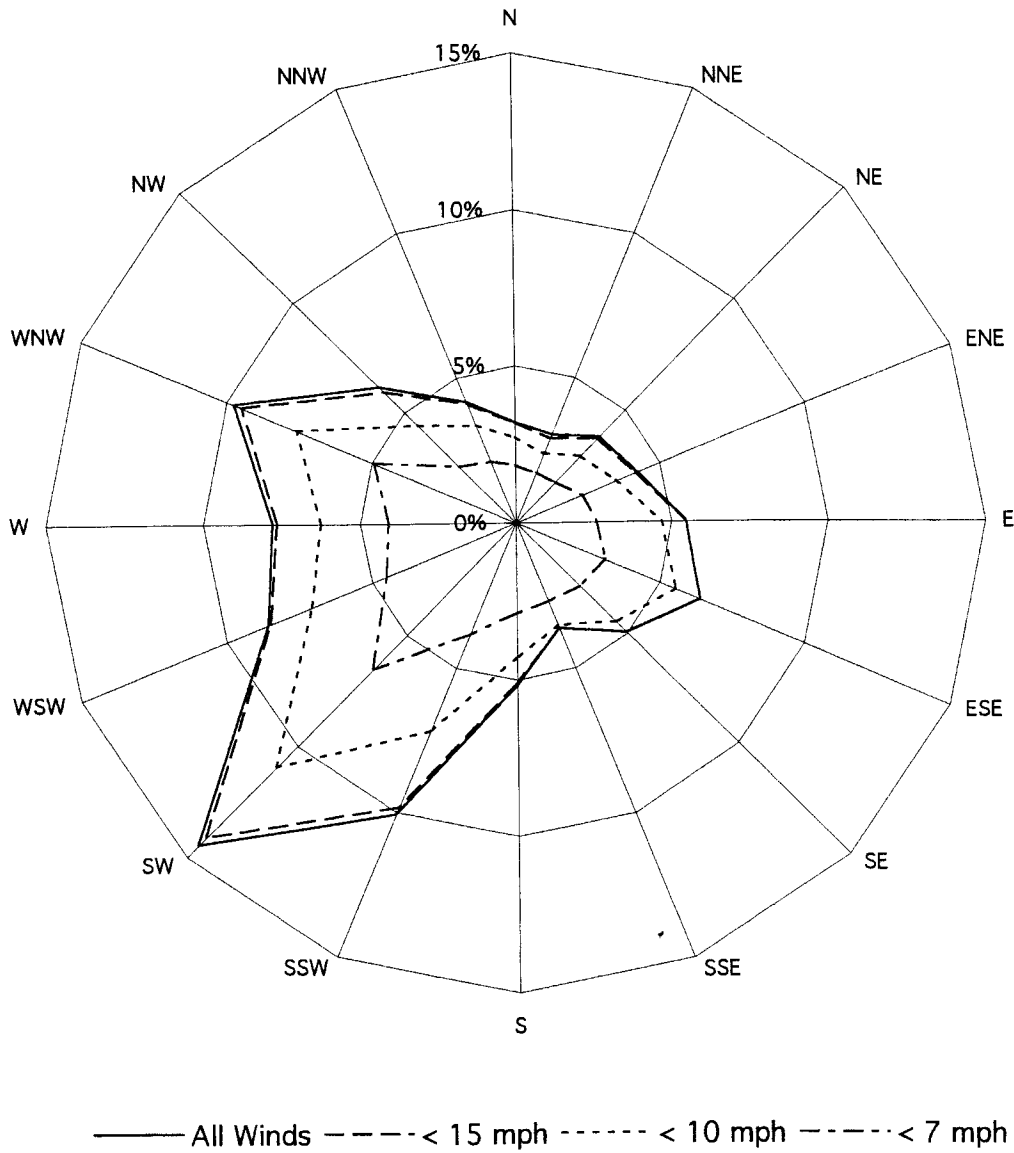
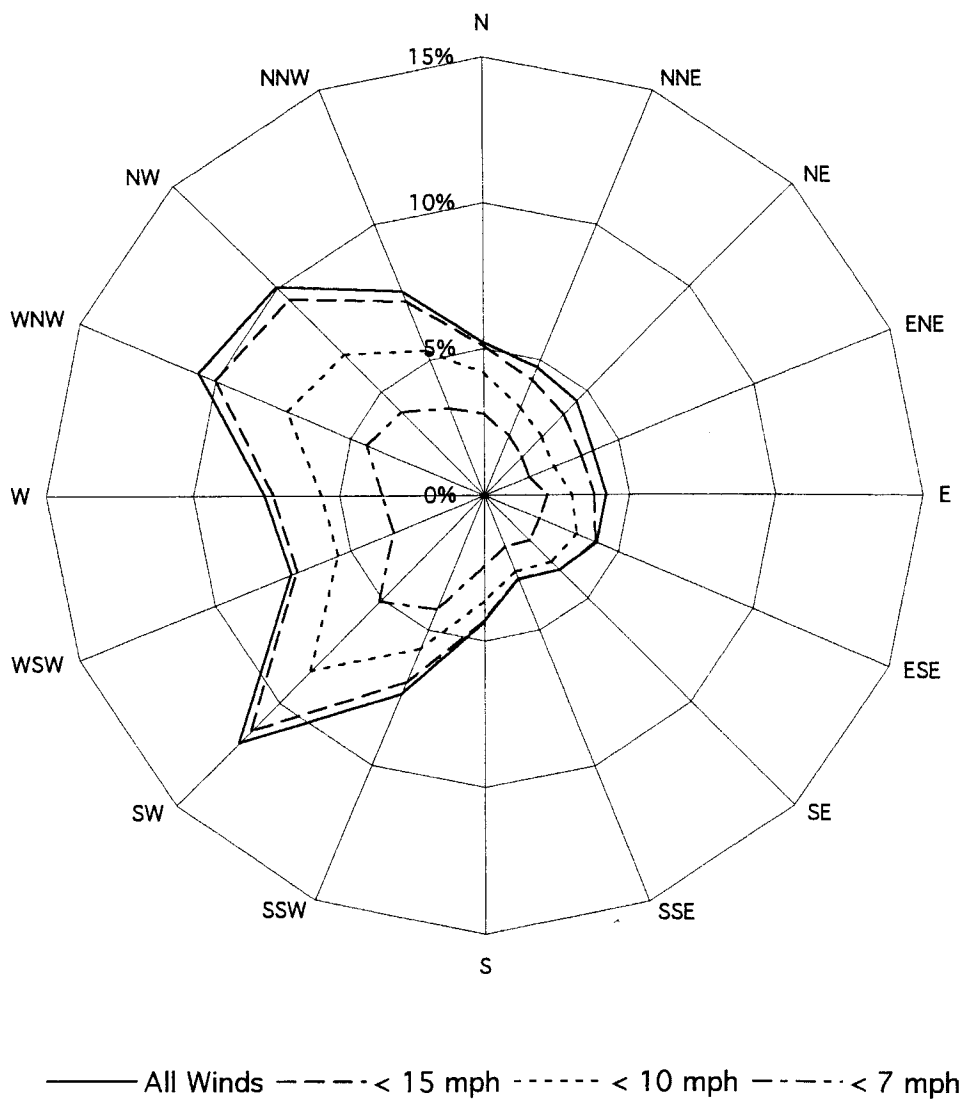
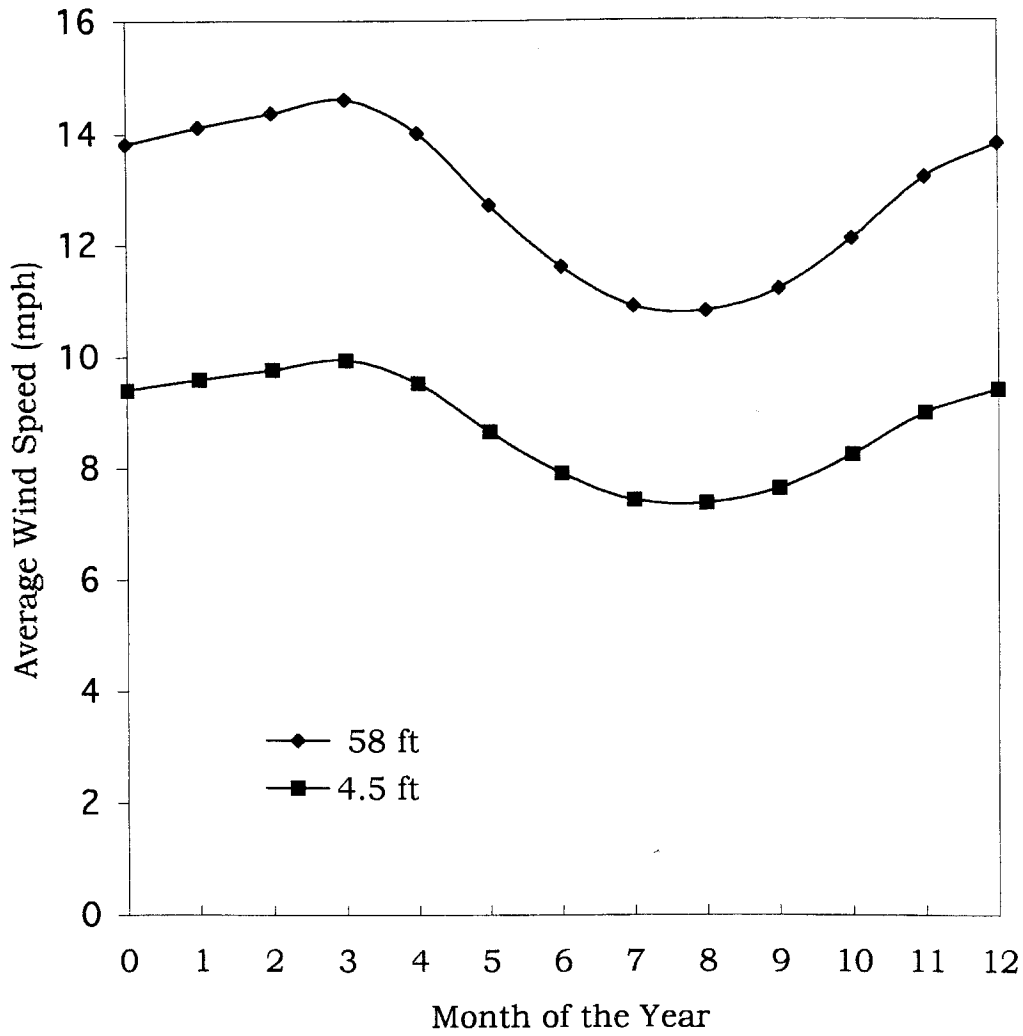


Figure 10 Summer (June, July, August) Pedestrian Level Wind Rose for Boston based on Surface Data from Logan Air Field 1945-1965



**Figure 11 Fall (September, October, November) Pedestrian
Laevel Wind Rose for Boston based on Surface Data from
Logan Air Field 1945-1965**



Yearly Average is 12.9 mph at 58 feet

Figure 12 Average Wind Speed at Logan Airfield
Based on Surface Data from 1945-1965

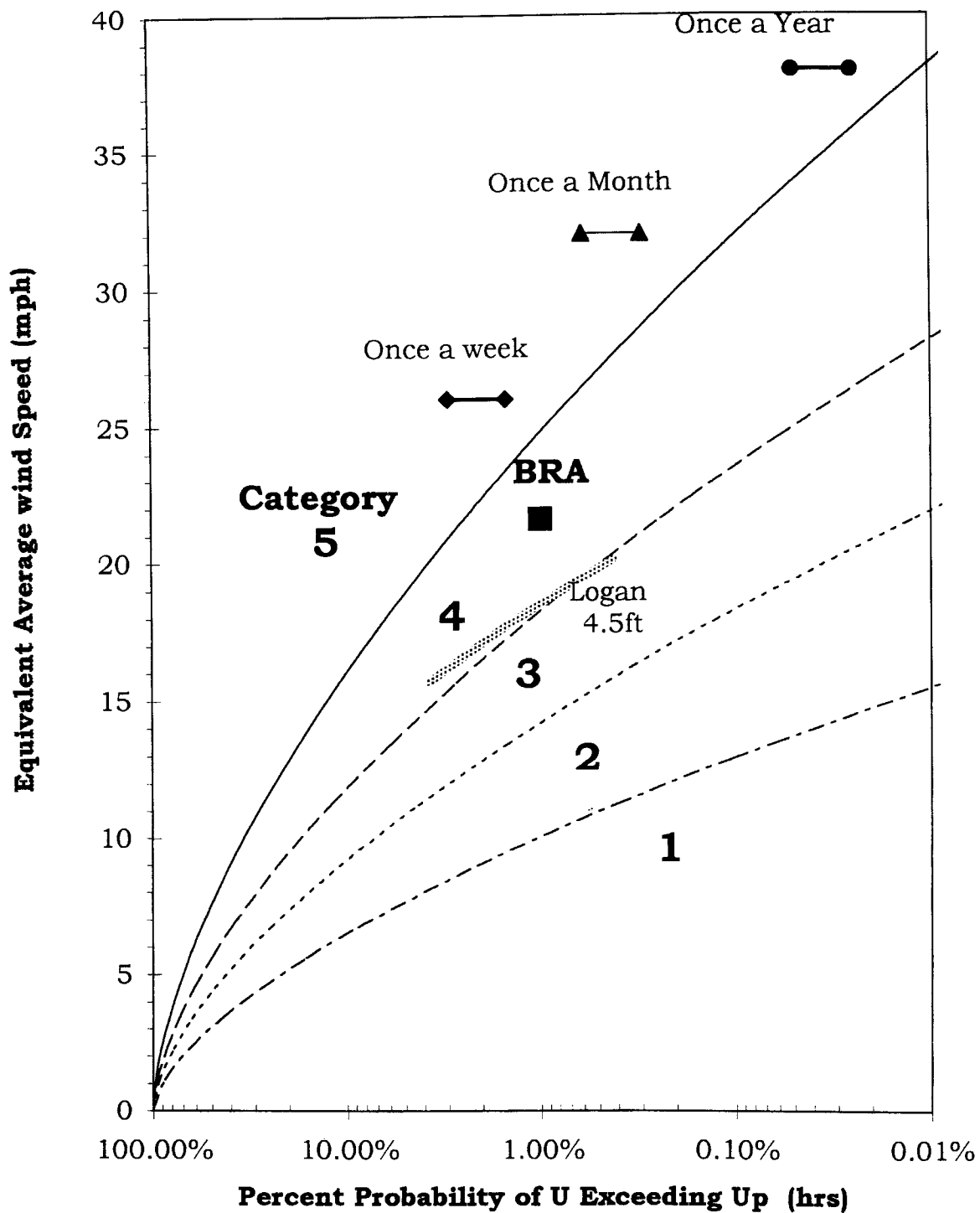


Figure 13 Pedestrian Level Wind Criteria for Equivalent Average Winds K= 1.6

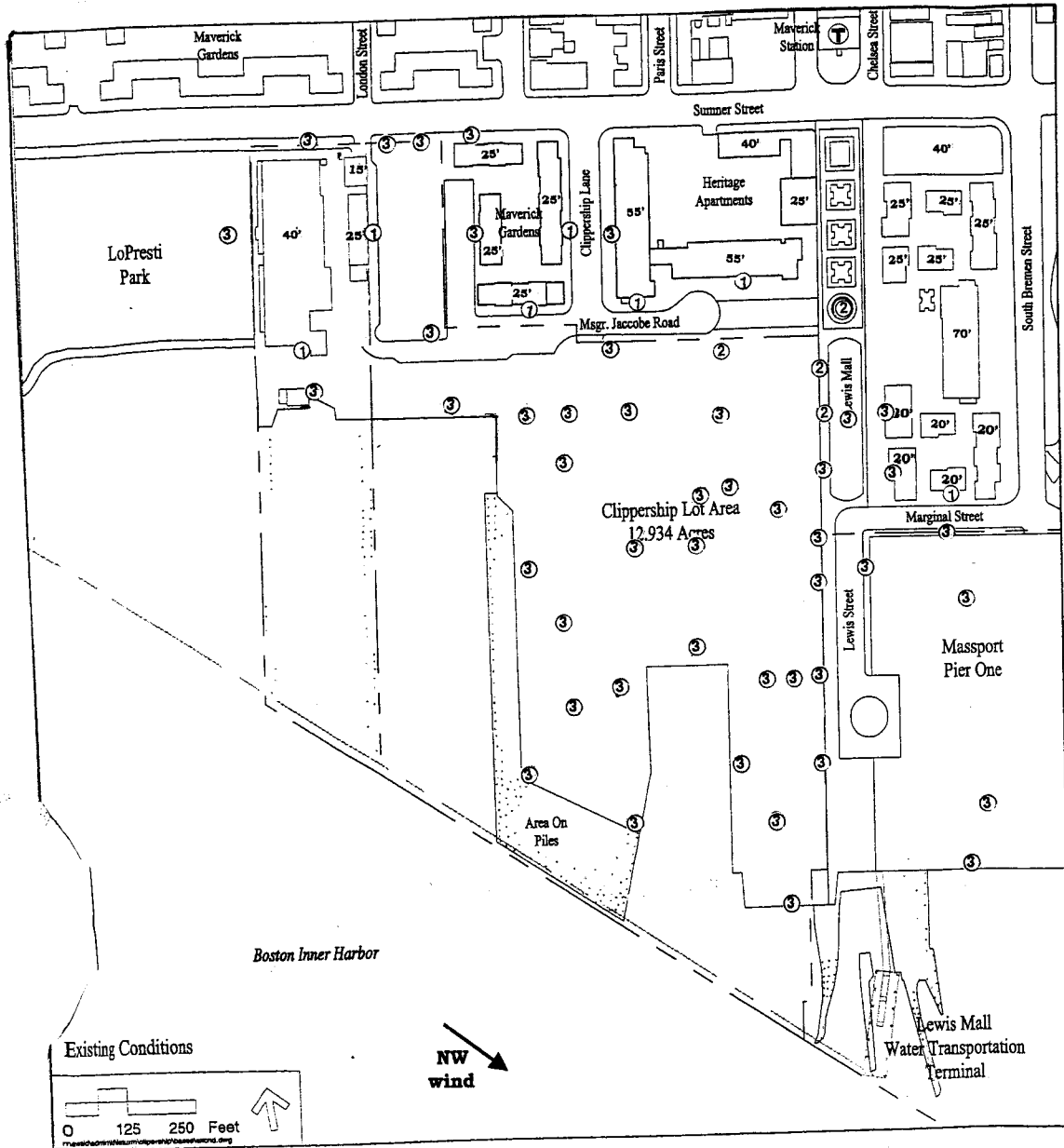


Figure 14 Categories for Existing Conditions with NW Winds

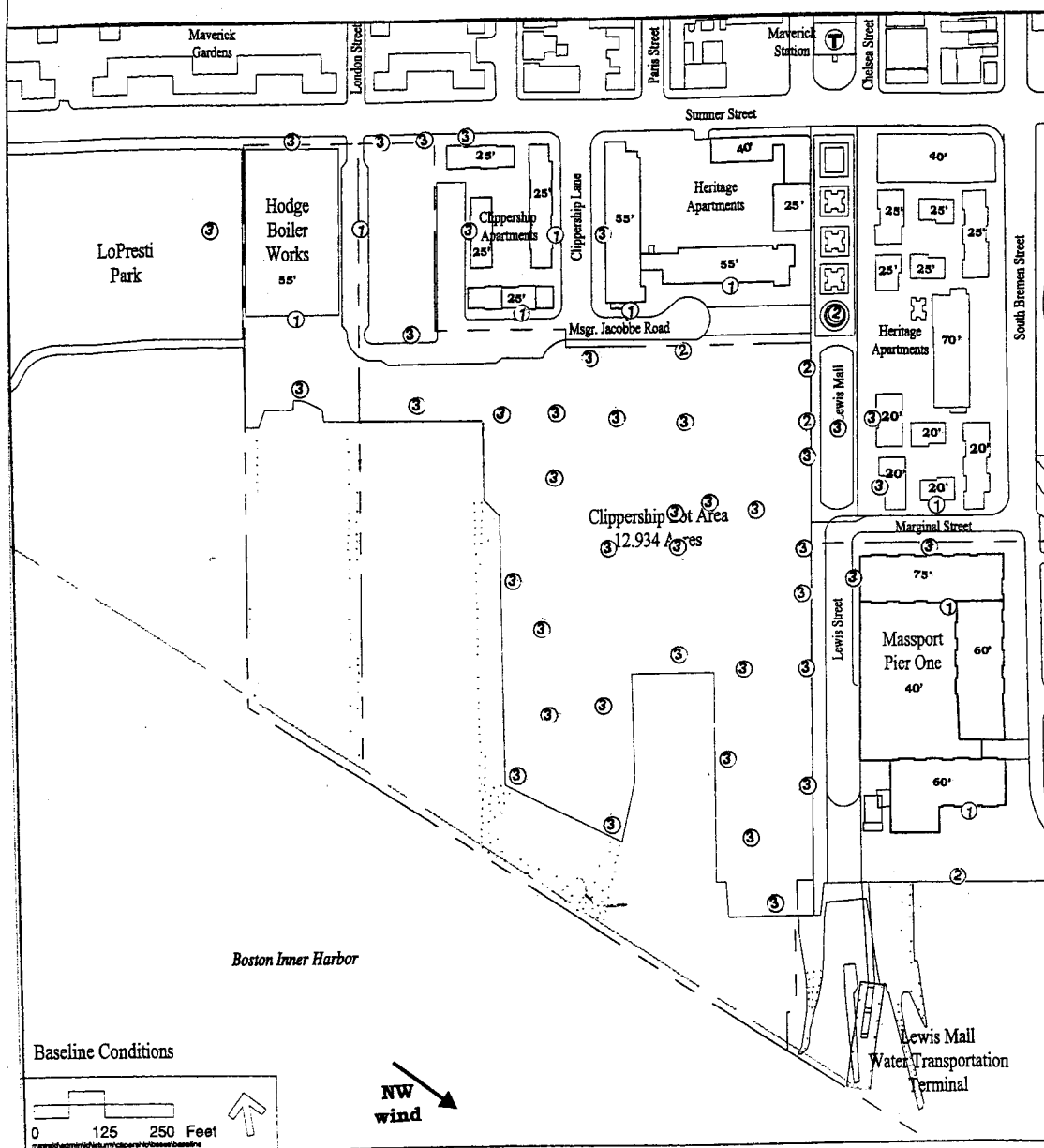


Figure 15 Categories for Baseline Conditions with NW Winds

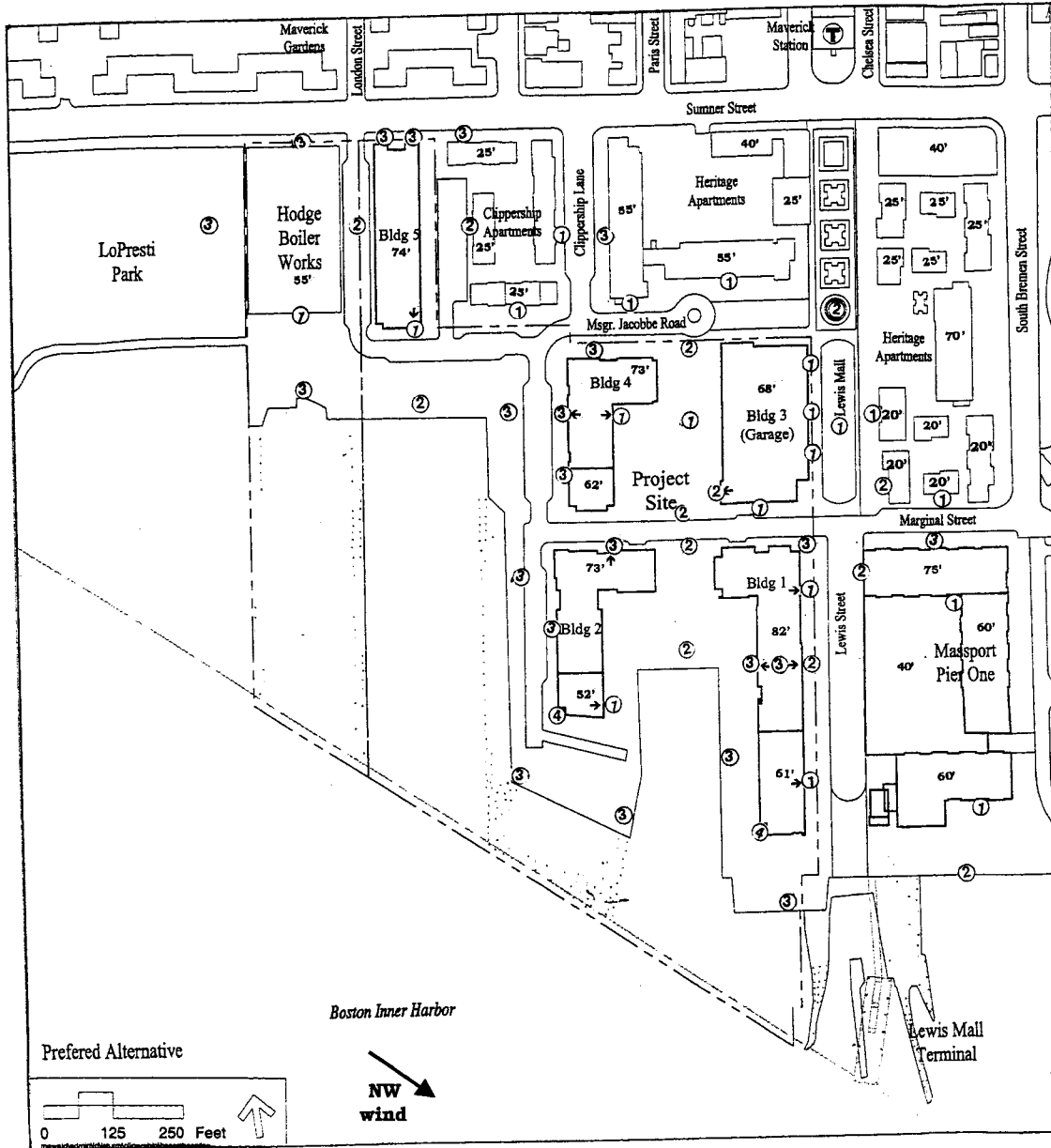


Figure 16 Categories for Preferred Alternative with NW Winds

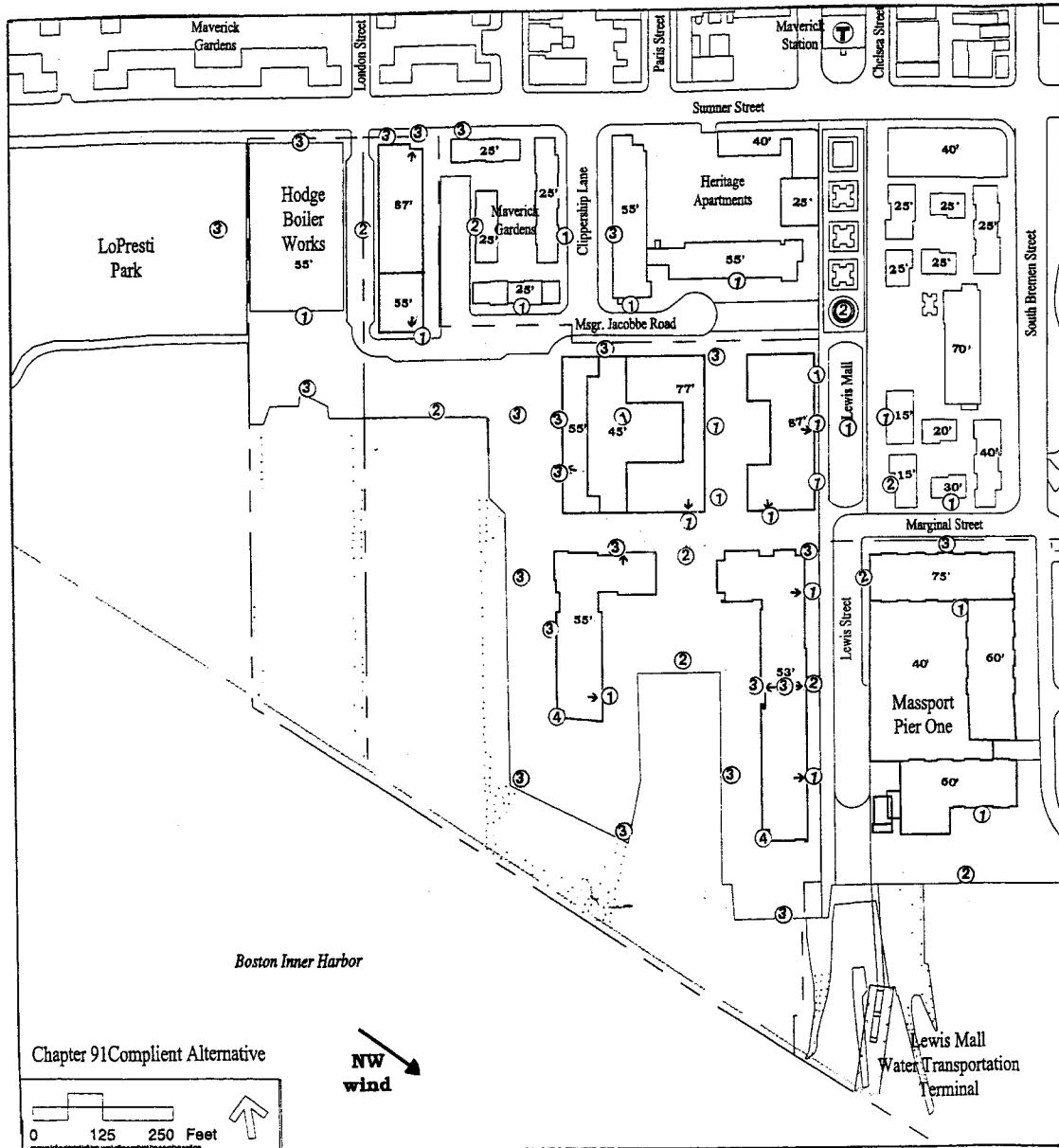


Figure 17 Categories for Chapter 91 Compliant Alternative with NW Winds

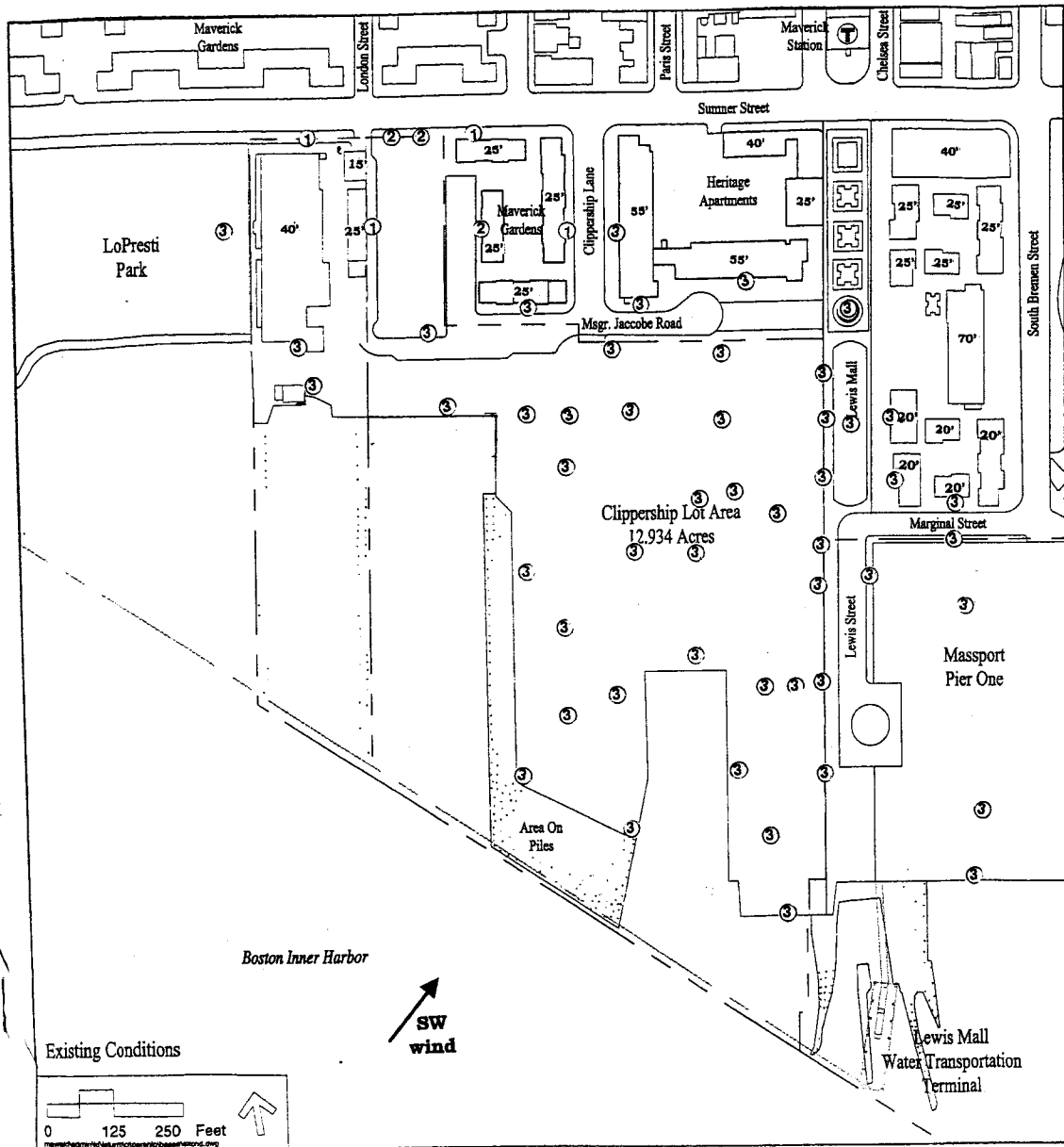


Figure 18 Categories for Existing Conditions with SW Winds

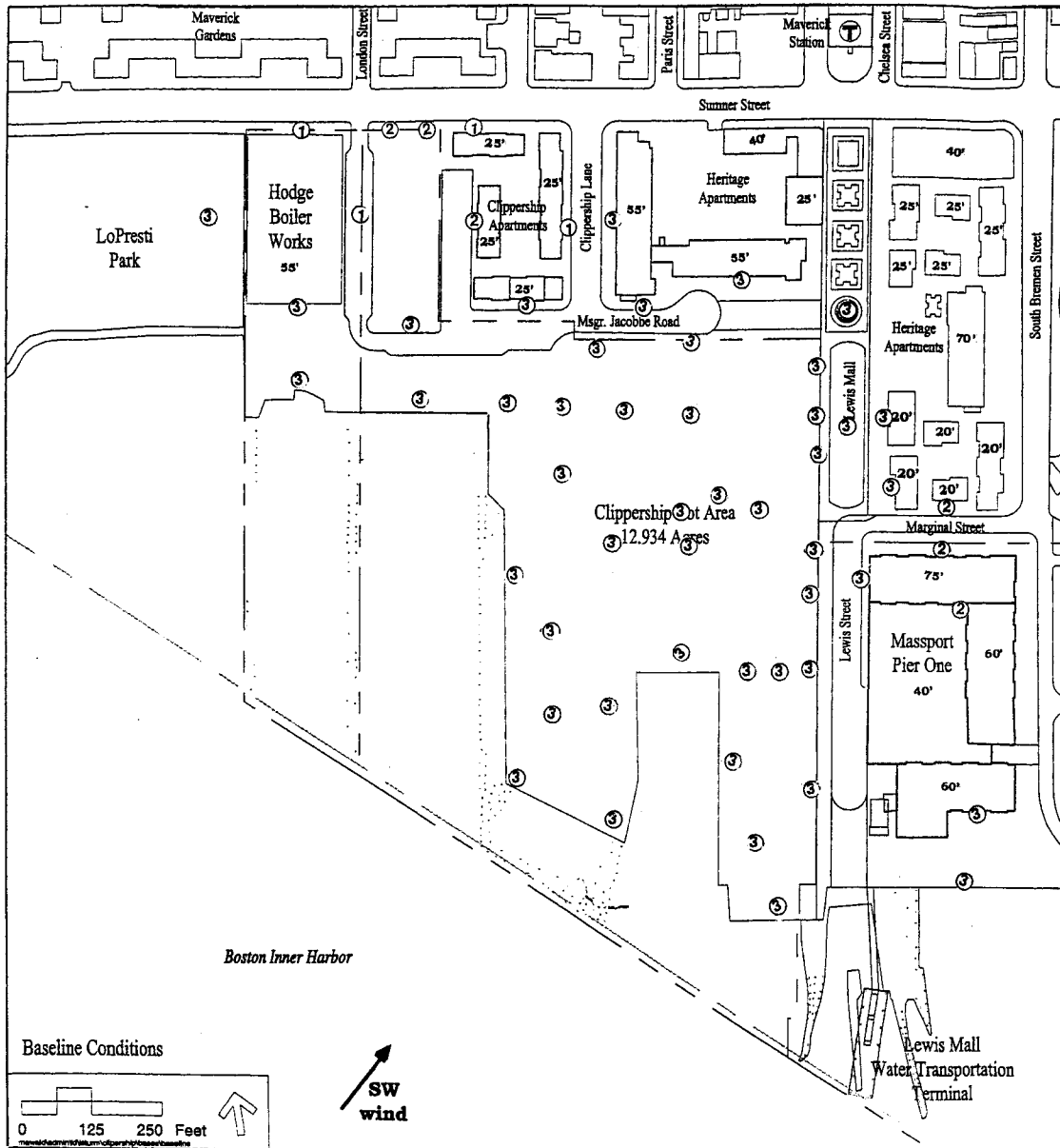


Figure 19 Categories for Baseline Conditions with SW Winds

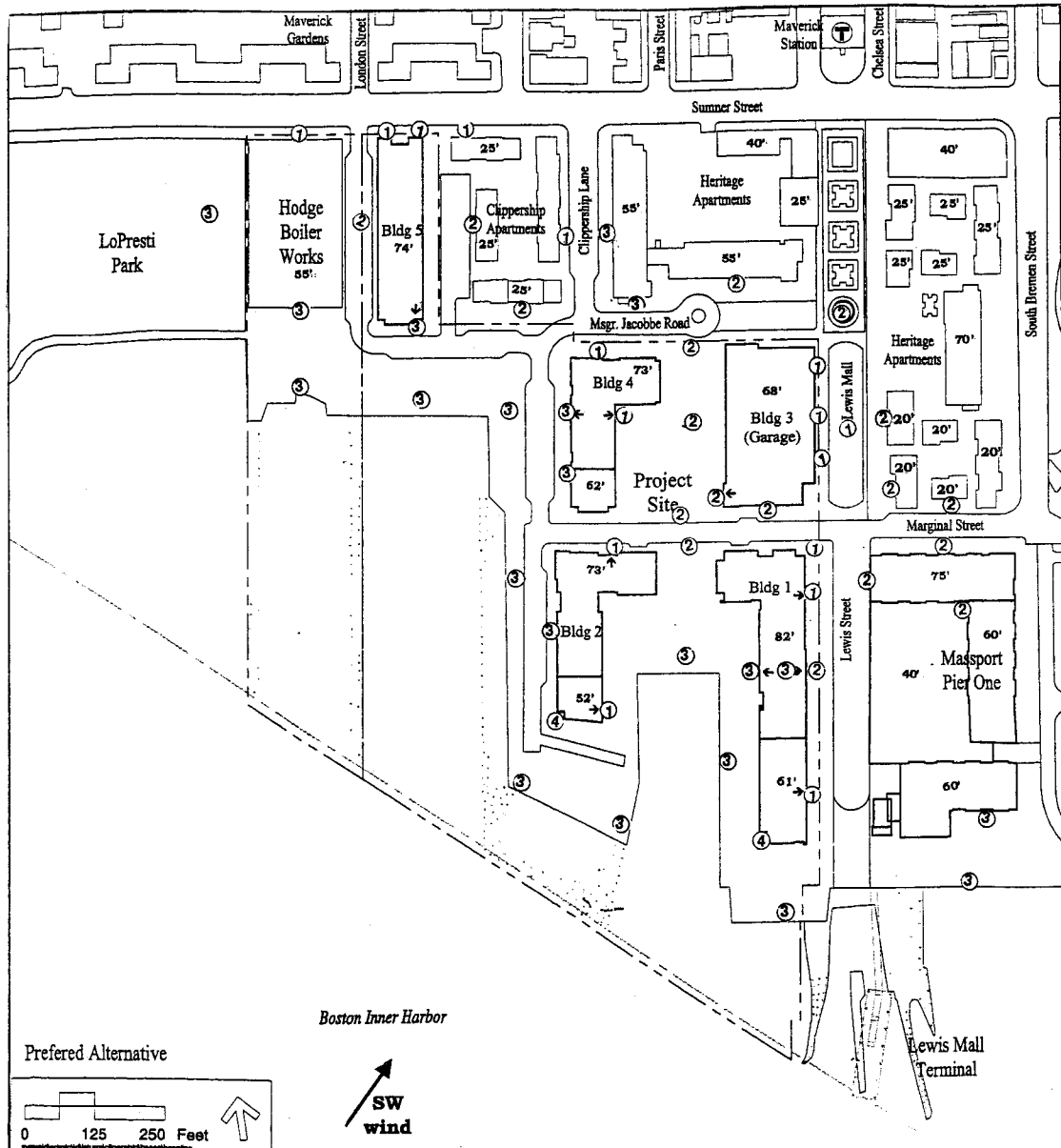


Figure 20 Categories for Preferred Alternative with SW Winds

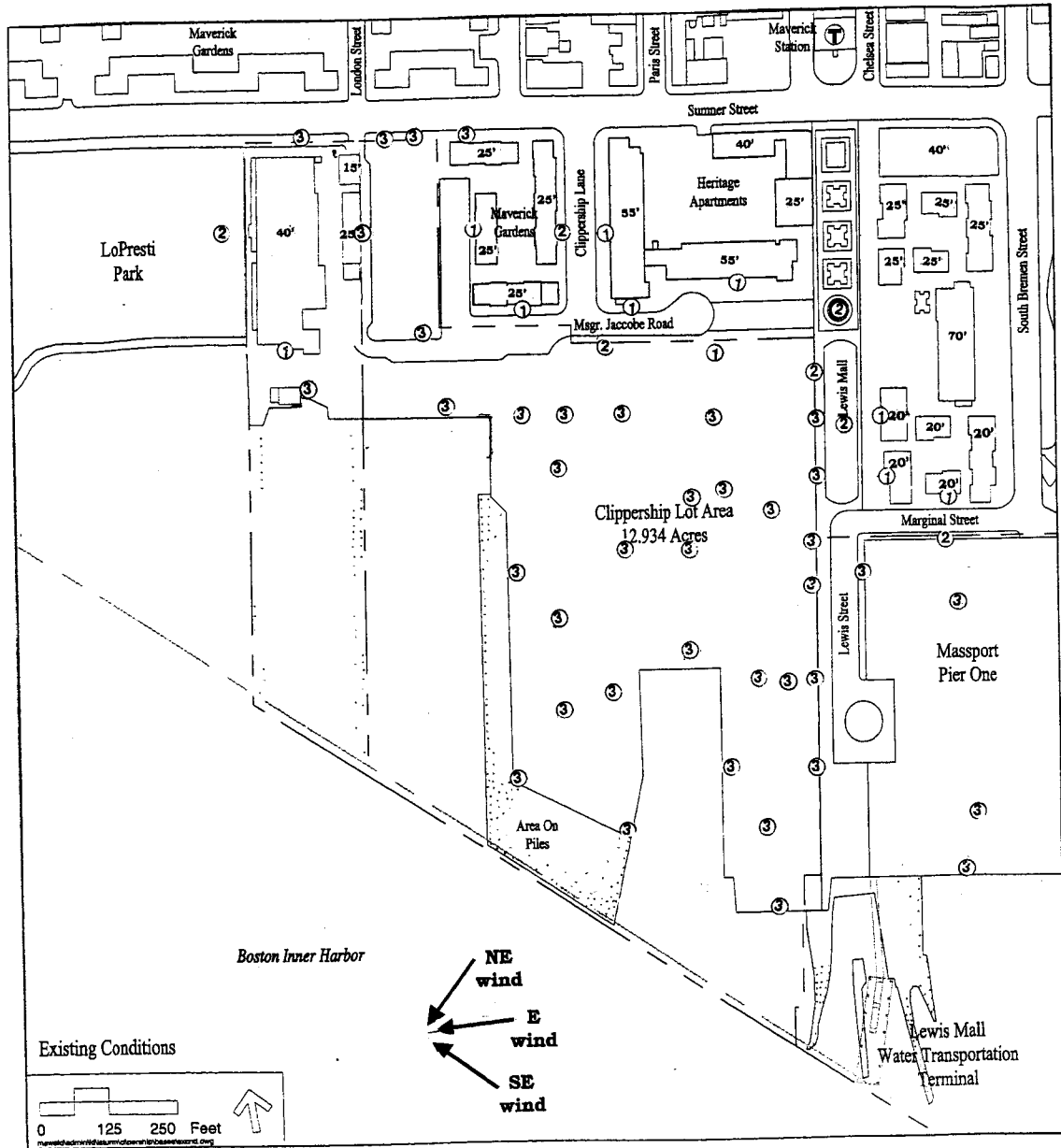


Figure 22 Categories for Existing Conditions with Easterly Storm Winds

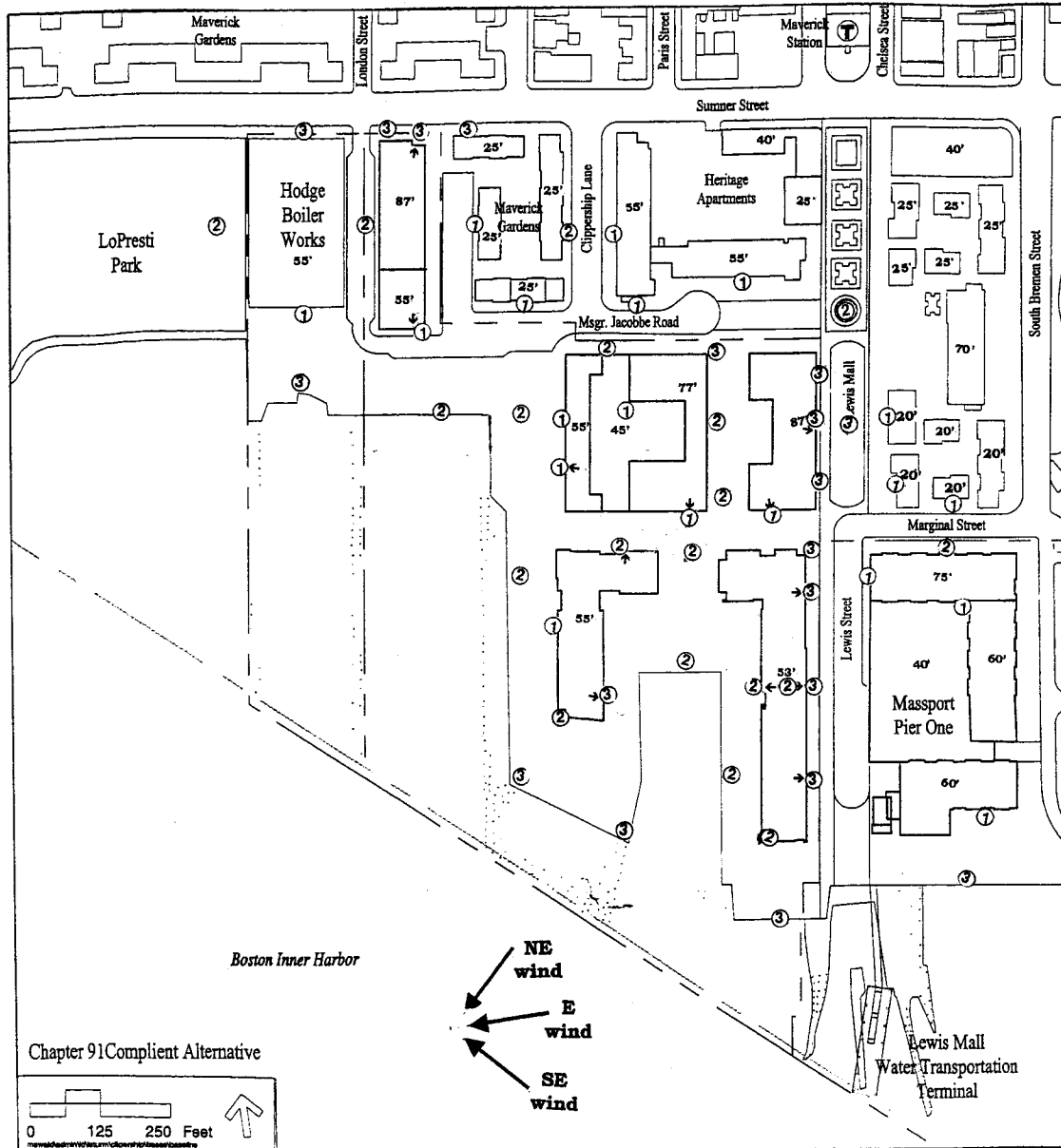


Figure 25 Categories for Chapter 91 Compliant Alternative with Easterly Storm Winds

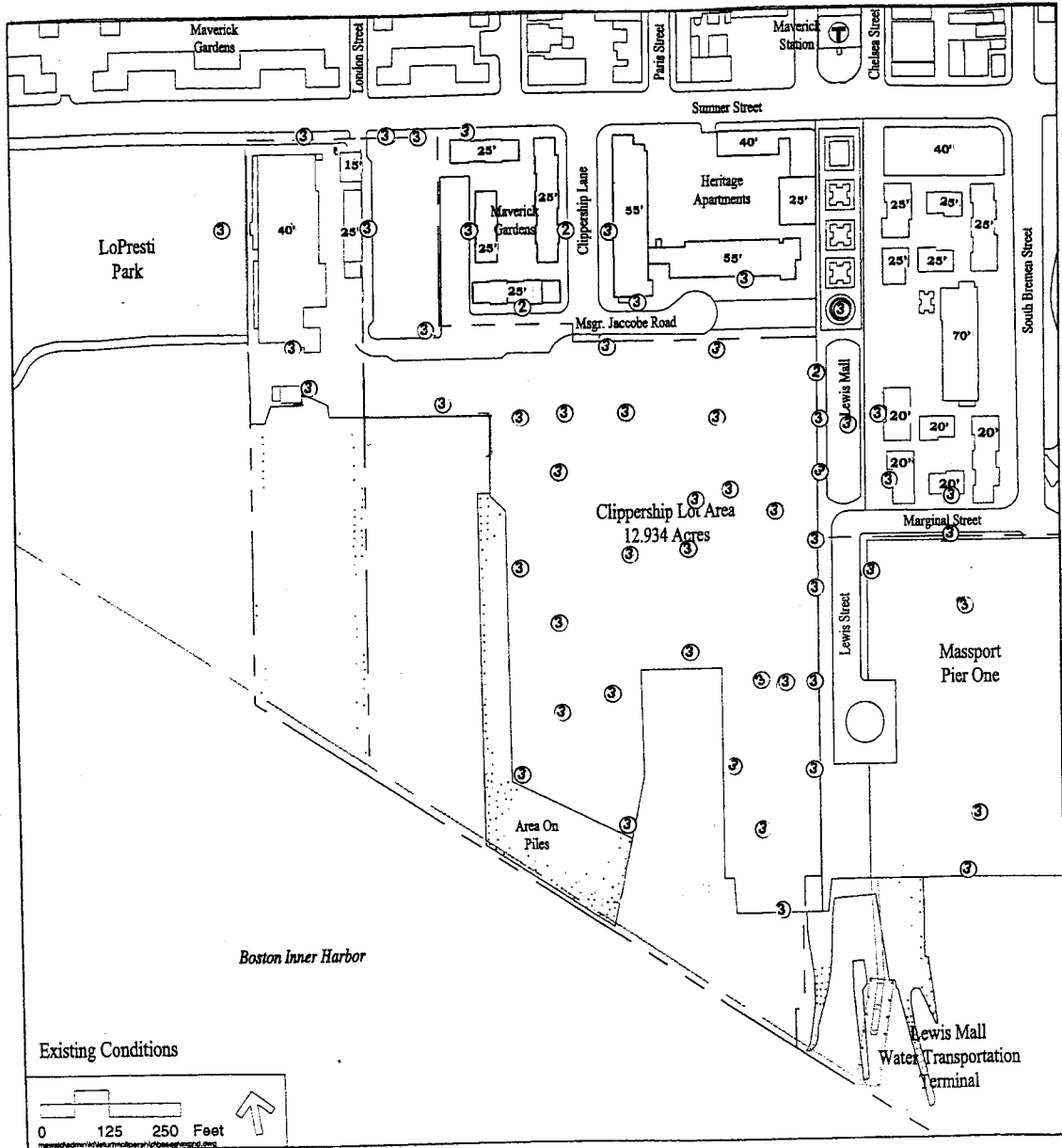


Figure 26 Estimated Annual Categories for Existing Conditions

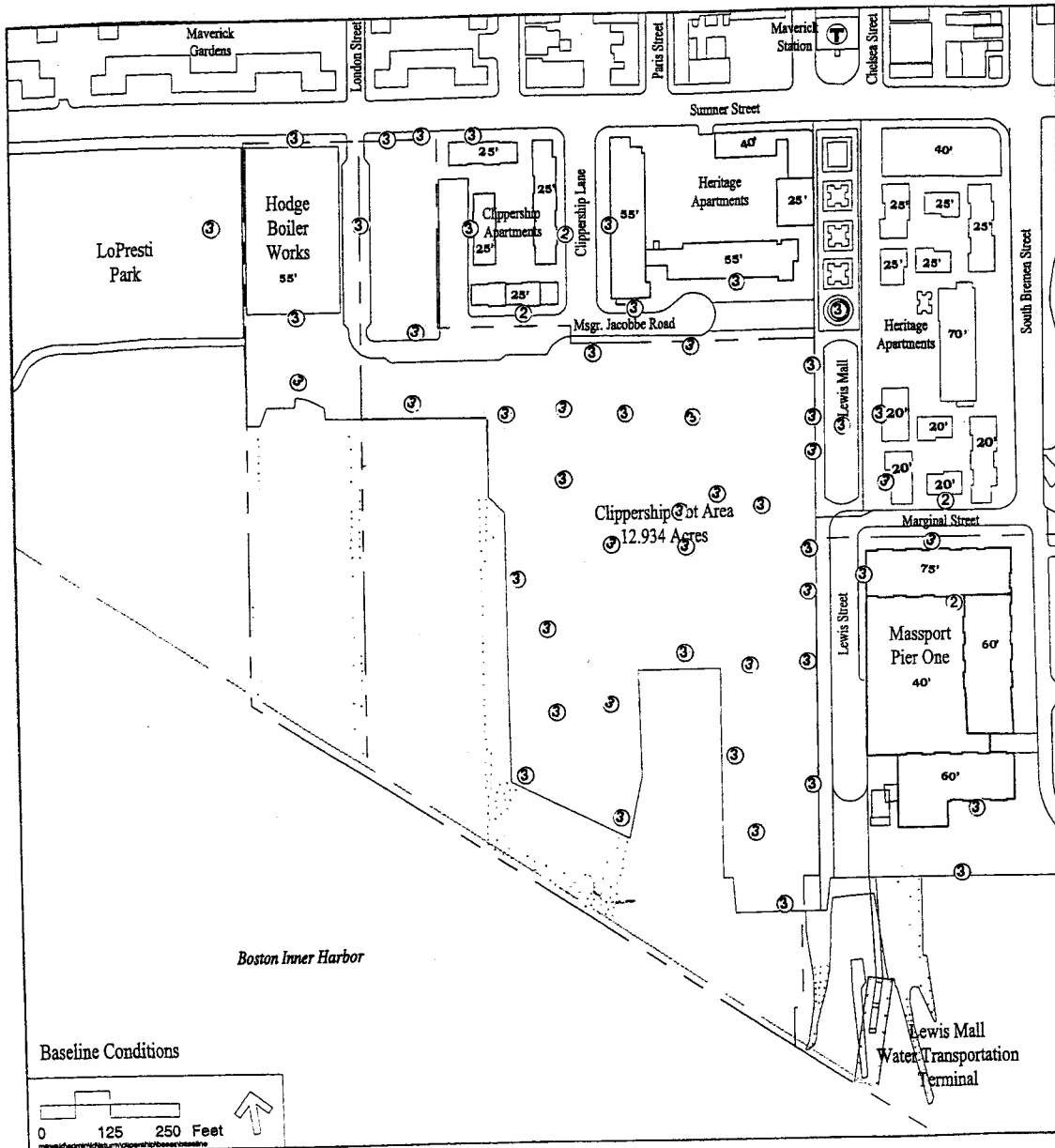


Figure 27 Estimated Annual Categories for Baseline Conditions

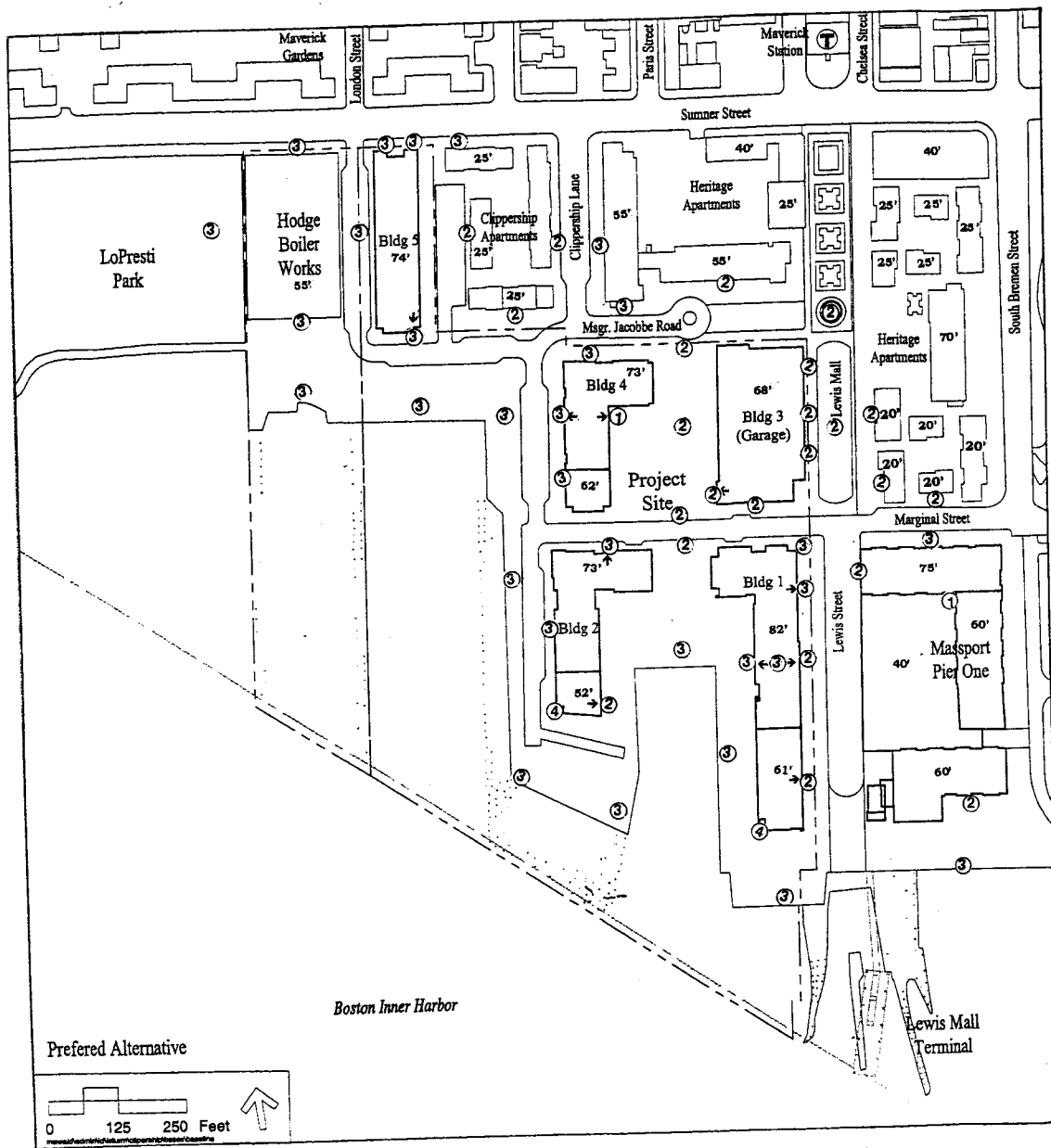


Figure 28 Estimated Annual Categories for Preferred Alternative

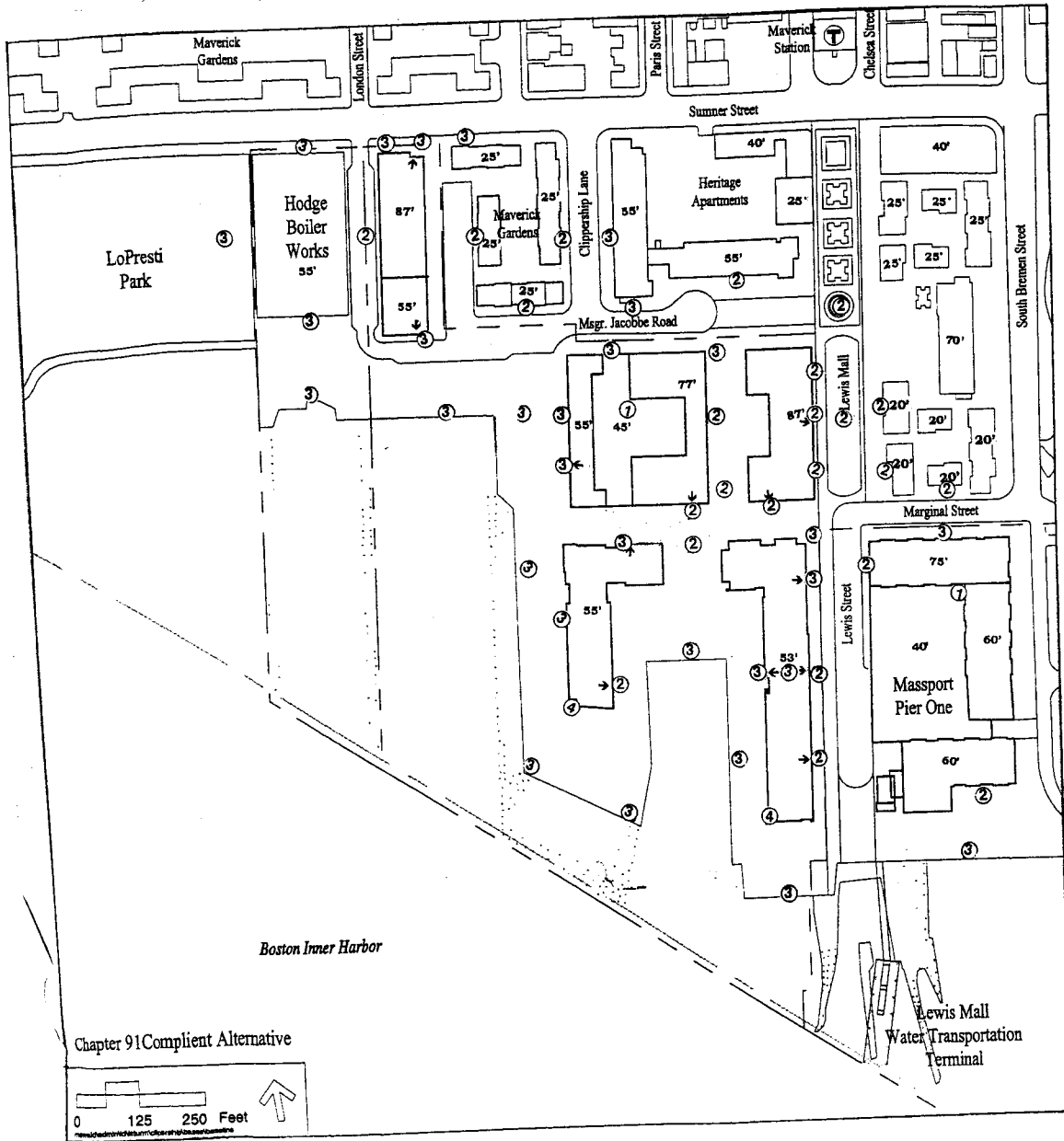


Figure 29 Estimated Annual Categories for Chapter 91 Compliant Alternative

APPENDIX 9-3

Historic Inventory Photos



129 Border Street



149-151 Border Street



161-163 Border Street



139 Border Street



170 Border Street



404 Border Street



80 Liverpool Street



Atlantic Works-Border Street



Boston Cold Storage 1



Boston Cold Storage 2



Boston East



Boston East-Border Street 1



Boston East-**Border Street 2**



Boston Tow at **New St**



Briggs-266 **Border Street**



Hodge-111 **Summer Street**



West End-279 **Border Street**



Westerbeke-400 **Border Street**



Wigglesworth



West End- 285 Border Street

APPENDIX 10-1

List of Article 80 Review Items

Article 80, Large Project Review List

The following issues and requirements identified in the East Boston Municipal Harbor Plan are to be addressed in the Article 80, Large Project Review:

1. Review of Project meetings, Article 80 threshold.
2. Planning and urban design guidelines.
3. Design of structures on individual sites.
4. Appropriate location and scale of any new project.
5. The types and locations of watershed uses.
6. Water transportation terminal provisions.
7. Determination of location and exact dimension of Harborwalk.
8. Programming strategies, including number and scale of programming elements.
9. Compliance with signage requirements and guidelines, including, the location and need for historic and educational signage.
10. Determination of appropriate number, size, and design of public amenity structures.
11. Compliance with open space and public access plan requirements.
12. Impacts of construction to be minimized.
13. Final configuration of potential open spaces.
14. Analysis of pedestrians level wind impacts to ensure that ground level ambient speeds do not exceed pedestrian wind guidelines.
15. Wind impact mitigation measures.
16. Measures to implement site specific offsets in timely manner.
17. Measures to protect historic resources, including historic granite seawalls.
18. Measures to implement Historic Network Plan.
19. Measures to ensure public access in accordance with MHP recommendations.