

# **DOWNTOWN ZONING TEXT AMENDMENT**& HISTORIC CHARACTER STUDY

Public Meeting | July 10, 2024



### **ZOOM CONTROLS TO LISTEN TO INTERPRETERS**



**(EN)** Look for the interpretation icon **(globe)** at the bottom of your screen and select the language you want to hear.

(简体中文) 查找屏幕底部的翻译图标(地球仪), 然后选择您想听到的语言。

(繁體中文) 查找屏幕底部的翻譯圖標(地球儀), 然後選擇您想听到的語言。



### **ZOOM MEETING INFO + TIPS**

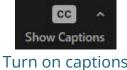


- **Zoom controls are available at the bottom of your screen.** Clicking on these symbols activates different features.
- Use raise hand function (dial \*9 if joining by phone) and wait to be called upon to unmute (dial \*6 if joining by phone) before asking your question or providing comment.
- Please ask questions in the **chat** along the way! (We will also have a discussion period at the end)









Turn on captions

### **VIRTUAL MEETING GUIDELINES**



### **Meeting Recording**

This event will be recorded and posted on the PLAN: Downtown project webpage at <a href="https://bit.ly/PLAN-Downtown">https://bit.ly/PLAN-Downtown</a> for those who are unable to attend the zoom event live.

It is possible that participants may be recording the meeting with their phone cameras or other devices. If you do not wish to be recorded during the meeting, please turn off your microphone and camera.

If your camera and microphone are off, you can still participate through the text chat feature at the end of the presentation.

### **Virtual Meeting Etiquette**

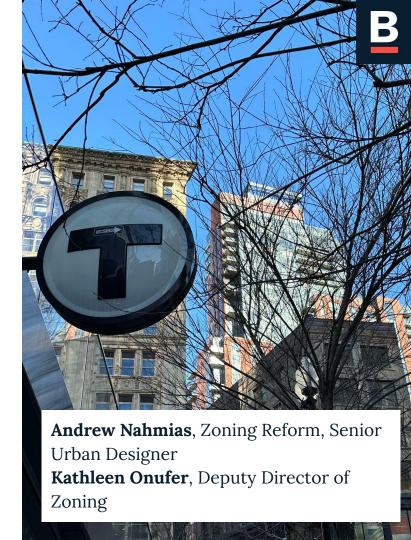
We want to make sure that what we cover is accessible to everyone so you can all share your informed feedback.

We want to ensure that this conversation is a pleasant experience for all, and that all community members/ stakeholders are comfortable sharing their comments, questions, and feedback.

Please be respectful and mindful of each other's time when asking questions/providing comments, so that all attendees can participate in the meeting.

### **AGENDA**

- 1. Draft Downtown Zoning Amendment
- 2. Responding to what we heard:
  - a. Downtown Historic Context Guidelines and PLAN: Downtown Amendment
    - < Pause for Questions (10 min) >
  - b. Conditional Uses
  - c. Encouraging Adaptive Reuse
  - d. Clarifying Height Limits
  - e. Updating Greenway Overlay District
  - f. Next Steps & Updating District Boundaries
    - < Questions and Comments (20 min) >



### TIMELINE



#### **WE ARE HERE**



Public Meeting April 9

Release of Draft Zoning Text Amendment Draft Zoning
Amendment
8 Week Public
Comment
Period
Until June 4
and
Virtual Office
Hours

Public Meeting July 9

Overview of Historic Context Study and Zoning Comments Draft Historic
Context
Design
Guidelines
Public
Comment
Period
Until
August 2

Public Meeting August (anticipated)

Release of Final Draft Zoning Text Amendment and Design Guidelines BPDA Board
August
(anticipated)
Zoning Text

Amendment and Historic Context Design Guidelines PLAN: Downtown Amendment Boston
Zoning
Commission
September
(anticipated)

(Public comment period for 20 days prior)

### **Downtown Historic Character Study**

### A NEW SKYLINE DISTRICTS FOR DOWNTOWN



### **SKYLINE DISTRICTS**

enable job growth, new housing, entertainment and cultural destinations, and a vibrant mix of uses while encouraging the preservation of historic areas.

The Skyline District contains 2 sub-districts:

- → Sky-District
- → Sky-Low District



**SKY-DISTRICT** is characterized by the city's most significant job, housing, and entertainment density and accommodates future growth near major transportation assets.



**SKY-LOW DISTRICT** are areas of cohesive historic buildings dating to prior eras of downtown. **Historic Overlays** within this district set smaller height and form regulations specific to the scale of the historic area.

### **DOWNTOWN ZONING UPDATES IN THE APRIL 10TH DRAFT**



### Advancing through zoning reform:

- Modernization of uses through new Article 8 use table
- Form-based zoning approach, focusing on ground floor uses, responding to the existing context, and creating additional public realm
- Protections on theater structures (moving into Article 85)
- Preserving key mitigation policies (Development Impact Project Extractions/ Linkage) for large scale-projects
- Elimination of PDA eligible areas

### Maintaining existing:

- Functions of Article 80 Development Review and Approval
- Environmental impact analysis and performance standards for wind as evaluated through Article 80
- Green buildings regulations (Article 37)
- Demolition review (Article 85)
- Inclusionary zoning (Article 79)
- Groundwater Conservation Overlay District and Coastal Flood Resilience Overlay District

### **COMMENTS ON THE APRIL 10TH DRAFT**

6 virtual office hours and 47 survey responses, emails and letters

"Please do not do construction in downtown." -Lily, Downtown resident

"Cities are safer, wealthier, more dynamic, and all around better off when there are more people.

Zoning for and encouraging more housing in downtown Boston will be an unmitigated positive for current and future residents." - James, Downtown area resident

"Strongly support the increased height and density provided for by this amendment. After seeing many other city centers become dangerous, undesirable places to visit after the pandemic, I want to ensure Boston has an opportunity to be a vibrant and bustling downtown." - Jordan, visits Downtown

"I like the idea of thinking outside the box to bring more life to downtown crossing." - Karan, works Downtown

I like the designation of Sky-Low to protect neighborhoods that contain historically significant buildings and which have heavy tourist traffic. - Brett, Downtown Resident

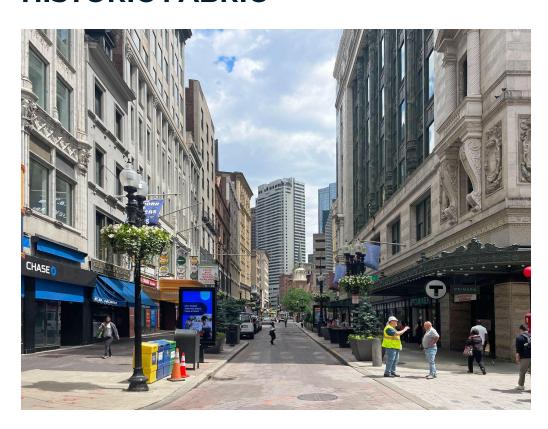
"I like the plan to create zones for taller buildings and higher density sections of the city. The downtown area could be a lot more vibrant with more restaurants, nightlife, and activity if we had a higher concentration of people living there to support it." -Eric, works Downtown

"I am concerned with the spot zoning allowing heigh on the Bromfield/ Washington street corner and Pi Alley garage sites up to FAA and Shadow Law limits" ~13 Downtown residents "This Plan should ensure that preservation is the standard and expected course of action across all of downtown." - Boston Preservation Alliance

"Increasing density will help downtown become a vibrant neighborhood to attract new residents and visitors outside of traditional working hours, allowing new commercial opportunities to open and be profitable. Proximity to public transit, outdoor spaces, offices, and necessary staples like grocery stores make further developing downtown an obvious solution." - Matt, visits Downtown

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# DOWNTOWN HISTORIC CONTEXT STUDY: ENSURE DEVELOPMENT ENHANCES AND RESPECTS DOWNTOWN'S HISTORIC FABRIC

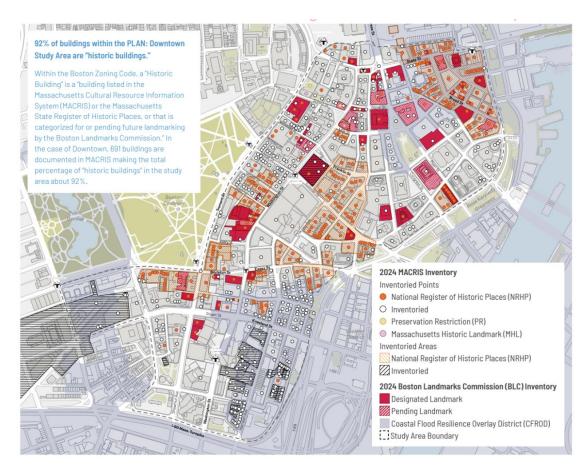


The Downtown Historic Context Study Expands on PLAN: Downtown's initial historic analysis.

- Creates a new chapter to PLAN:
   Downtown's Design Guidelines as a guide to navigating existing conditions.
- Serves as a tool in creating more predictable guidance for development to navigate and enhance Downtown's historic fabric where the significance of historic sites often goes unnoticed until they are at risk from new development.

### **DOWNTOWN HISTORIC CONTEXT STUDY**



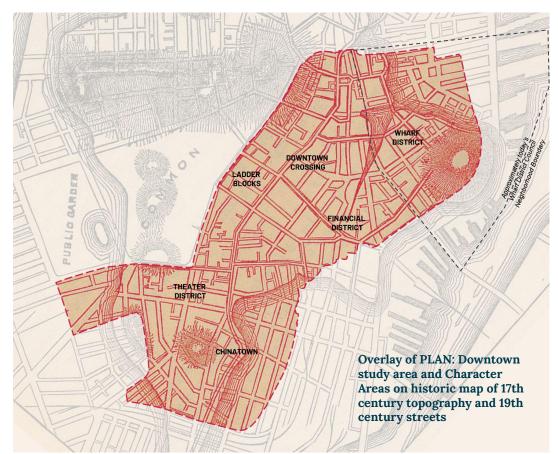


#### **KEY TAKEAWAYS:**

- 92% of buildings within the PLAN: Downtown Study Area are "historic buildings"
- Nearly every style of American architecture and every decade since the 1700s is represented in Downtown's architecture.
- Each neighborhood displays characteristics that make it distinct: block structure, street types, parcel size, building heights, architectural styles, historical eras, or building materials.
- Historic context is a springboard to thoughtful development. Downtown is not a museum, but an opportunity to add layers to its long history of growth.

# PROVIDE HISTORIC CONTEXT FOR EACH CHARACTER AREA IN PLAN: DOWNTOWN'S DESIGN GUIDELINES





Adds historic context and additional location specific design principles for each character area of PLAN: Downtown

- Downtown Crossing
- Ladder Blocks
- Theater District
- Wharf District
- Financial District

These more place specific guidelines overlap significantly with the general PLAN: Downtown design guidelines that apply across Downtown, and they should be used together in shaping and evaluating projects.

Additional guidelines for Chinatown will be developed as part of the Chinatown zoning process

# GIVE A CLEAR OUTLINE OF DESIGN REVIEW PROCESS AND SUBMISSION STANDARDS



The design guidelines should be utilized for all types of projects, but will be the basis of design review for projects undergoing design review through the Planning Department.

Projects should conduct a context analysis to help implement the design guidelines.

#### **Context Analysis:**

Demonstrating an understanding of a project's context is key to successfully implementing these design guidelines. Projects should:

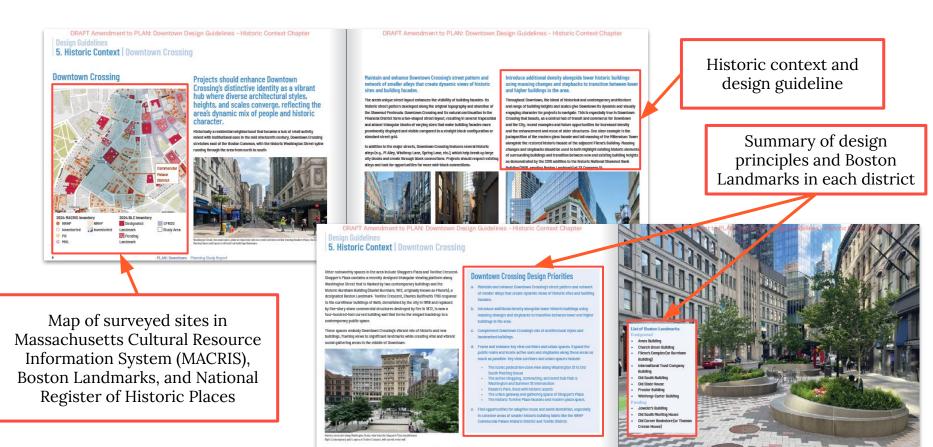
- Analyze the surrounding built context and public realm, highlighting key historic and cultural assets that the project will impact and enhance.
- Examine and refer to existing historic surveys and resources for the site and surrounding buildings, including:
  - Boston Landmarks Commission (BLC) data and resources
  - Massachusetts Cultural Resource Information System (MACRIS) data
  - National Register of Historic Places (NRHP) resources
- c. Create relevant elevations, site and context plans, massing studies, and street views that illustrate the project's relationship to the surrounding context.

Different forms of design related development review include but are not limited to:

- Appeal for zoning relief from the Zoning Board of Appeal (ZBA)
- Planning Department design review as a component of Article 80 review
- Boston Landmarks Commission (BLC) review and approval for changes to a Boston-landmarked building
- Article 85 Demolition Delay application (reviewed by BLC) for a proposed demolition of an existing non-Boston-landmarked structure
- Coastal Floor Resilience Overlay District (CFROD) resilience review
- Groundwater Conservation Overlay District (GCOD) conditional use permit

# PROVIDE HISTORIC CONTEXT FOR EACH CHARACTER AREA IN PLAN: DOWNTOWN'S DESIGN GUIDELINES





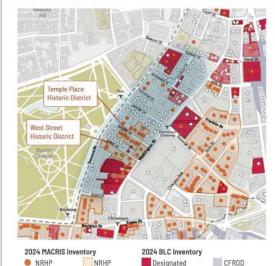
PLAN: Bowntown Planning Study Repo

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### LADDER BLOCKS

DRAFT Amendment to PLAN: Downtown Design Guidelines - Historic Context Chapter
Design Guidelines
5. Historic Context | Ladder Blocks

#### **Ladder Blocks**



Landmark

Pending

Landmark

Inventoried

Projects should enhance and respect the Ladder Block's cohesive pattern and scale of smaller parcels, storefronts, and historic facades.

The Ladder Blocks area comprises the series of blocks between the eastern edge of the Boston Common and Washington Street. A series of parallel through-streets connect Tremont and Washington Streets, forming a ladder pattern, while shorter tertiary lanes and alleys break up the scale of blocks.





view up Bromfield St from Washington St

1934 view up Bromfield St from Washington St today

### **Ladder Blocks Design Priorities**

- Maintain the small-grained scale of building frontages, parcels, public alleys, and streets.
- Create ground floors that respond to the scale and pattern of existing historic ground floor frontages.
- c. Find opportunities for the restoration of historic facades and the adaptive reuse of buildings to avoid demolition in the area. Key areas include the NRHP Temple Place Historic District, West Street Historic District, and Washington Street Theatre District.
- d. Complement historic architectural styles and facade articulation while finding alternatives to directly mimicking historic ornamentation.
- Frame and enhance key view corridors that connect Washington Street and the Boston Common and alleys that contribute to the areas smaller scale.





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: Study Area



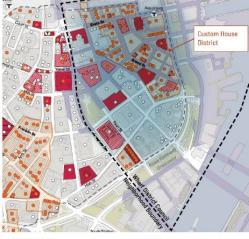
### WHARF DISTRICT

DRAFT Amendment to PLAN: Downtown Design Guidelines - Historic Context Chapter

**Design Guidelines** 

5. Historic Context | Wharf District

### Wharf District (within the PLAN: Downtown study area)



- 2024 MACRIS Inventory
- Inventoried MHI (
- 2024 BLC Inventory CFROD Designated Study Area Landmark **Pending** Landmark

Projects should enhance and maintain the Wharf District's smaller-scale parcels and historic fabric, shaped by warehouses and other maritime commerce structures that helped give the district its name.

The portion of the Wharf District neighborhood that is within the PLAN: Downtown study area developed incrementally through a series of expansions of the Shawmut peninsula to construct wharfs, warehouses, and other structures for maritime commerce along the Boston harbor. The area of the Wharf District east of Batterymarch Street features a series of small historic blocks that are a result of this process.



### **Wharf District Design Priorities**

- a. Maintain the Wharf District's fine grained street pattern connecting Downtown to the Rose Kennedy Greenway and waterfront.
- b. Transition and stepdown project massings between taller and lower areas and maintain clusters of smaller parcels, especially within the Custom House District.
- c. Complement the building eras and architectural styles and their overall facade articulation that help define the street walls of the Wharf District.
- d. Enhance and frame key open spaces and their connections, as well as view corridors leading to and from the waterfront and Rose Kennedy Greenway, including:
  - · Direct view corridors towards the Rose-Kennedy Greenway, such as along State St.
  - · McKinley Square in front of the Custom House
  - Jenney Plaza in front of the Central Wharf block
  - India and Milk St plaza
- e. Adhere to the Greenway District Design Guidelines for projects along the Rose Kennedy Greenway.
- f. Sites within the Coastal Flood Resilience Zoning Overlay District must follow the City's climate resilience policies, requirements, and Coastal Flood Resilience Design Guidelines.

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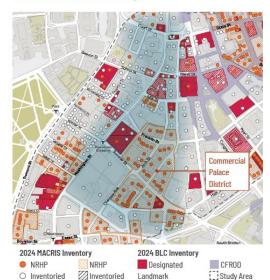
### THEATER DISTRICT

DRAFT Amendment to PLAN: Downtown Design Guidelines - Historic Context Chapter Design Guidelines

5. Historic Context | Downtown Crossing

### **Downtown Crossing**

MHL



Pending

Landmark

Projects should enhance Downtown Crossing's distinctive identity as a vibrant hub where diverse architectural styles, heights, and scales converge, reflecting the area's dynamic mix of people and historic character.

Historically a residential neighborhood that became a hub of retail activity mixed with institutional uses in the mid nineteenth century, Downtown Crossing stretches east of the Boston Common, with the historic Washington Street spine running through the area from north to south.



### **Theater District Design Priorities**

- Ensure the project massings and footprints respond to the Theater District's various street patterns and block scales.
- Compliment and maintain the visual prominence of historic theaters and facades and iconic street walls in the Theater District.
- Enhance and frame key urban spaces and the connections between them.
  - The view south along Tremont St to Stuart St showcasing theater marquees.
  - The iconic theaters and facades in the NRHP Washington Street
    Theatre District
  - The vibrant entertainment, dining, and student hub at the intersection of Tremont St and Boylston St.
- find opportunities for adaptive reuse to avoid demolition. Key areas include the NRHP Washington Street Theatre District and Piano Row Historic District.
- Sites within the Coastal Flood Resilience Zoning Overlay District must follow the City's climate resilience policies, requirements, and Coastal Flood Resilience Design Guidelines.

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### FINANCIAL DISTRICT

DRAFT Amendment to PLAN: Downtown Design Guidelines - Historic Context Chapter

Design Guidelines

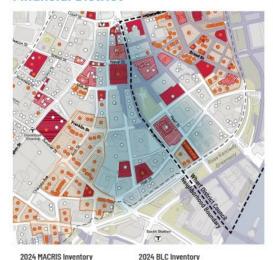
CFROD

[] Study Area

PLAN: Downtown Planning Study Report

5. Historic Context | Financial District

### **Financial District**



Designated

Landmark Pending

Landmark

Inventoried

MHI

Projects should enhance and break down the large commercial blocks of the Financial District, highlighting its blend of historically significant structures from different eras and its key public spaces.

The Financial District became the core of Downtown Boston's financial activity during the second half of the 20th century. This is area is often viewed as overlapping with the Wharf District Council Neighborhood boundary and is roughly defined as the large commercial blocks between Devonshire St and Oliver St.



### **Financial District Design Priorities**

- a. Enhance the pedestrian experience by breaking up large blocks by expanding the public realm and introducing mid-block connections whenever possible and breaking up long facades with active uses, lobbies, windows, and artwork to create a more engaging streetscape.
- Maintain the small-grained scale and enhance the public realm of smaller parcel clusters in the district.
- Frame and enhance key open spaces, large and small, that showcase the Financial District's range of buildings and eras.
- d. Find opportunities for density that build on the range of styles within the Financial District and respond to the neighboring context through stepbacks and massing changes.
- Adhere to the Greenway District Design Guidelines for projects along the Rose Kennedy Greenway.
- f. Sites within the Coastal Flood Resilience Zoning Overlay District must follow the City's climate resilience policies, requirements, and Coastal Flood Resilience Design Guidelines.

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### **DOWNTOWN CROSSING**

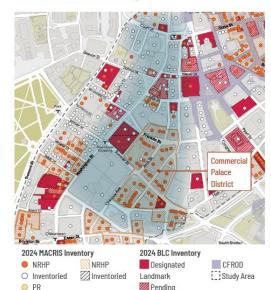
DRAFT Amendment to PLAN: Downtown Design Guidelines - Historic Context Chapter

**Design Guidelines** 

5. Historic Context | Downtown Crossing

### **Downtown Crossing**

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Landmark

Projects should enhance Downtown Crossing's distinctive identity as a vibrant hub where diverse architectural styles, heights, and scales converge, reflecting the area's dynamic mix of people and historic character.

Historically a residential neighborhood that became a hub of retail activity mixed with institutional uses in the mid nineteenth century, Downtown Crossing stretches east of the Boston Common, with the historic Washington Street spine running through the area from north to south.



hington Street, the areas spine, plays an important role as a retail and view corridor framing Reader's Plaza, the Old South ting House and lavers of old and new buildings Downtown.

### **Downtown Crossing Design Priorities**

- Maintain and enhance Downtown Crossing's street pattern and network of smaller alleys that create dynamic views of historic sites and building facades.
- Introduce additional density alongside lower historic buildings using massing changes and stepbacks to transition between lower and higher buildings in the area.
- c. Complement Downtown Crossing's mix of architectural styles and landmarked buildings.
- d. Frame and enhance key view corridors and urban spaces. Expand the public realm and locate active uses and stepbacks along these areas as much as possible. Key view corridors and urban spaces include:
  - The iconic pedestrian-zone view along Washington St to Old South Meeting House
  - The active shopping, commuting, and event hub that is Washington and Summer St intersection
  - Reader's Park, lined with historic assets
  - The urban gateway and gathering space of Shopper's Plaza
  - The historic Tontine Plaza facades and modern plaza space.
- e. Find opportunities for adaptive reuse and avoid demolition, especially in cohesive areas of smaller historic building fabric like the NRHP Commercial Palace Historic District and Textile District.

### **OUTLINE KEY DOWNTOWN CASE STUDY PROJECTS**

Case studies showcase elements of different Downtown projects that effectively respond to their historical context.

#### **Case Studies**

The following case studies showcase project designs that effectively respond to their historical context. These projects range from restoring historic facades and landmarks, adaptively reusing or adding to historic buildings, or undertaking new construction that continues the area's long history of growth and density in the heart of Downtown. Each case study highlights key design considerations made during the process. While these projects may not exemplify all the design guidelines outlined in this document. they demonstrate various ways in which projects can enhance and celebrate Downtown's rich architectural and cultural history.

#### **Godfrey Hotel**

Adaptive Reuse, Historic Facade Preservation |

The 2016 Godfrey Hotel project renovated and restored two historic buildings, the Blake Building and the Amory Building into a 243 room hotel along

- · Historic Preservation: Utilizing federal and state Historic Rehabilitation Tax Credits, restored the Blake and Amory Buildings, which date back to the early 20th century, preserving original architectural details, including terracotta facades, decorative cornices, and historic window
- · Adaptive Reuse: Vacant office buildings were re-purposed to a hotel and ground floor retail spaces, that alongside a restored historic lobby, helped activate the surrounding area
- · Modern Addition: Modern ground-level storefronts provide some contrast to the historic context and the building's original historic features above.



#### Congress Square

Adaptive Reuse, New Addition, Historic Facade Preservation | Downtown Crossing

This 2019 project involved the renovation of five historic buildings and the addition of a new modern mixed-use tower. It included approximately 600,000 square feet of office space, 20,000 square feet of retail space, and a 200-room hotel.

- · Historic preservation: Carefully restored five existing historic buildings, which date back to the early 20th century, including windows and ornamental details of their facades.
- · Adaptive reuse and sustainability: Combined and adapted five existing office historic structures into hotel, retail, and office spaces. Advanced City sustainability goals and policies through both the reuse of the existing buildings and sustainability and energy efficiency upgrades to building
- · Maintained urban fabric: Maintained mid-block alleys, streets, and facade elements such as entries, fenestration, historic bluestone paving slabs and architectural ornamentation that help break up the large block.

- · Contrast between old and new: Created a dynamic contrast between the masonry and intricate details of the existing historic buildings and the new 350,000 square feet modern glass addition constructed above.
- Coordination with BLC: BLC reviewed massing materiality, and coloration of the project, especially for the addition to the National Shawmut Bank Building (a pending landmark).





80 Broad St - Folio

New construction, Preservation | Wharf District

The 2006 80 Broad St. project infilled a block in the Wharf District with a residential building and ground floor retail, replacing a former parking lot while preserving and incorporating a 1807 historic structure

- · Historic preservation: Preserves and incorporates a 4,000-square-foot structure designed in 1807 by architect Charles Bulfinch
- · Ground floor transparency and activation: Retail spaces with large windows and granite details wrap around three sides, providing maximum street exposure and defining the property's edge.
- · Massing breakdown and stepbacks: Building massing is divided into two distinct masses that step down and stepback to create terraced and reduce its overall scale in keeping with its surroundings and the lower four-story Bulfinch building at its base.





#### Modern Theatre

New Addition, Facade Preservation | Theater District The 2011 Modern Theatre Cultural and Residential

Project restored the historic facade of the Modern Theatre and created a 197-unit student residence hall. studio theater, and art gallery

- Historic Preservation: Utilizing federal and state Historic Rehabilitation Tax Credits, restored the early 20th century Blake and Amory Buildings preserving original architectural details, including terracotta facades, decorative cornices, and historic window designs.
- Adaptive Reuse: Vacant office buildings were re-purposed to a hotel and ground floor retail spaces, that alongside a restored historic lobby, helped activate the surrounding area.



#### Modern Addition: Modern ground-level storefronts The 2024 Winthrop Center is the tallest tower.

the building's original historic features above.



#### Winthrop Center

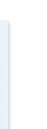
provide some contrast to the historic context and 

Downtown and largest Passive House office project in the world, with a program that includes office,

- Mid-block connection: Introduced an interior through-block connection, breaking up an otherwise long block and creating a connection the public space of Winthrop Square.
- Contextual stepback: Upper-story stepbacks align with neighboring buildings.









# PAUSE FOR COMMENTS AND QUESTIONS

# THROUGHOUT THE CITY, CONDITIONAL USES REQUIRE A CONDITIONAL USE PERMIT FROM THE ZBA



### <u>Criteria for approval</u>: Outlined in **Section 6.3 - Conditional Uses**

I would appreciate if you could provide me with text in the zoning amendment (if exists) where the criteria and requirements for obtaining a variance for conditional use are specified. - Kim. Downtown resident

#### Section 6-3. - Conditions Required for Approval.

modified

The Board of Appeal shall grant any such appeal only if it finds that all of the following conditions are met:

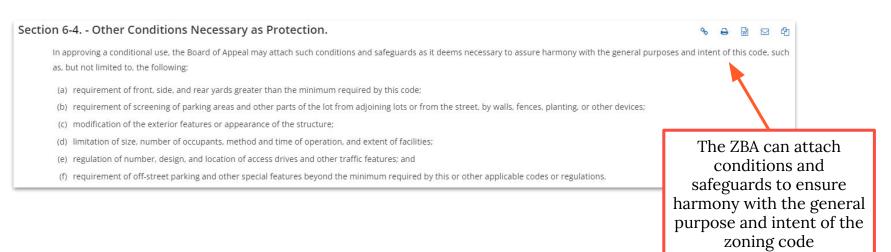
- (a) the specific site is an appropriate location for such use or, in the case of a substitute nonconforming use under <u>Section 9-2</u>, such substitute nonconforming use will not be more objectionable nor more detrimental to the neighborhood than the nonconforming use for which it is being substituted;
- (b) the use will not adversely affect the neighborhood;
- (c) there will be no serious hazard to vehicles or pedestrians from the use;
- (d) no nuisance will be created by the use;
- (e) adequate and appropriate facilities will be provided for the proper operation of the use;
- (f) if such appeal relates to a Development Impact Project, as defined in <u>Section 80B-7</u>, the applicant shall have complied with the Development Impact Project Exaction requirements set forth in Section 80B-7.3; and
- (g) if such appeal relates to a Proposed Project in an area designated a Greenbelt Protection Overlay District as defined in Section 29-2, the Applicant shall have complied with the requirements set forth in Section 29-3 and Section 29-5 and the standards set forth in Section 29-6.
- (h) if such appeal relates to a Proposed Project in an area designated a flood hazard district as defined in Article 25, the Applicant shall have complied with provisions set forth in Article 25.
- (i) if such appeal relates to a Proposed Project in an area designated a Coastal Flood Resilience Overlay District (CFROD), as defined in <u>Article 25A</u>, the Applicant shall have complied with provisons set forth in <u>Article 25A</u>.
- (j) if such appeal relates to any Proposed Project which is subject to or shall elect to comply with Section 80B of this Code, Large Project Review, the Applicant shall have complied with the provisions set forth in Article 37.

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# THE PROCESS FOR CONDITIONAL USES IS ESTABLISHED IN ARTICLE 6

### Approval process:

- 1. A project seeking a conditional use permit or a variance must file an appeal with the ZBA
- 2. Planning Department staff create non-binding recommendations on ZBA applications that consider zoning and planning context (including PLAN: Downtown). These recommendations are then provided to the ZBA for their consideration.
- **3.** ZBA approves, approves with any conditions necessary as protection under Section 6-4, (such as a proviso for Planning Department design review, or denies an appeal.



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# EVALUATING IF USES ARE APPROPRIATE THROUGH CONDITIONAL USE PERMITS

Conditional use permits determine if the use is appropriate at a specific site, and allows for specific conditions to be put on the use to avoid adverse impacts.

Downtown's draft use table supports a more flexible range of allowed uses to support employment and new businesses, but some uses can have scale, capacity, and loading requirements that are not appropriate in SKY-LOW areas or should be evaluated on a site by site basis in SKY include:

- Light Manufacturing of Trade Establishment Uses
- Entertainment/Events (Large/Extra Large)
- Research Laboratory

We note that the Light Manufacturing/Trade Establishment use is Forbidden in Sky-Low-D and only Conditional in Sky. Such restrictions would hamper our district's potential to host the emerging climate tech industry (to cite just one example) and mute its overall economic vibrancy and diversification. - Downtown BID

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April 10th Draft Downtown Zoning Amendment -Article 8 Use Table



# CREATE PATHWAYS TO EXTEND EXISTING CONDITIONAL USES THAT DO NOT TRIGGER ADDITIONAL DEVELOPMENT IMPACTS

- 1. New development impact uses (commercial/office, research lab, hotel, active uses like retail/services, health care, higher education) are conditional uses above 50,000 gsf.
- 2. Existing development impact uses can be extended or be converted between uses without triggering an extension of a Non-Conforming Use (Article 9) provided that it does not trigger a new development impact project (add or substantially rehabilitate more than 50,000 gsf net development impact use).

Help continue to support the retenanting and repositioning of existing buildings downtown, and ensure full analysis and mitigation of the impacts of new development impact uses.

The proposed zoning "would require that life sciences "both new development and full or partial building conversions like One Winthrop Square – secure zoning relief from the Board of Appeal before seeking building permits. While the current research uses in One Winthrop Square would be allowed to continue under the transition rules for zoning amendments, any expansion of the research space within the building – to accommodate Scorpion or another tenant –would require zoning relief.

Securing variances or conditional use permits from the Board of Appeal generally takes a minimum of six months. The process is costly for developers and building owners, both in terms of internal resources and outside legal and consultant support. - Nan Fung Life Sciences Real Estate

# ENSURING DEVELOPMENT IMPACT PROJECTS MITIGATE THEIR IMPACTS (LINKAGE) WITH CONDITIONAL USE PERMITS



Conditional use permits are a means of ensuring the legal foundation of Boston's Development Impact Project Exactions (Linkage) that ensures that large-scale commercial development brings direct benefits to Boston's residents by contributing to funds for affordable housing and workforce training.

Required for any commercial development that:

- requires zoning relief
- proposes to erect, enlarge or extend or substantially rehabilitate a structure by over 50,000 square feet

Downtown draft zoning enforces linkage for the following development impact uses by making them conditional:

- Office Large (>50,000 sf)
- Hotel Large (>50 rooms or >50,000sf)
- Retail Store Extra Large (>50,000sf)

	SKY-LOW	SKY
ACTIVE USES		
Retail Store - Small	А	Α
Retail Store - Medium	А	Α
Retail Store - Large	Α	Α
Retail Store - Extra Large	C	C
COMMERCIAL USES		
Hotel - Small	А	А
Hotel - Large	C	C
Office - Small	А	Α
Office - Medium	Α	Α
Office - Large	C	C

April 10th
Draft
Downtown
Zoning
Amendment Article 8 Use
Table

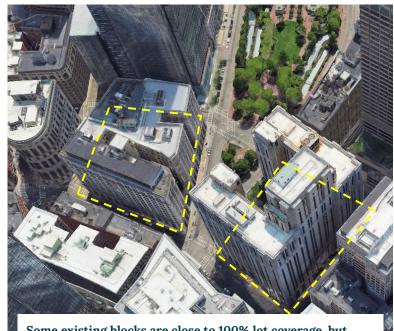
We urge the BPDA to revise the Draft Zoning Amendment so that Research Laboratory, along with all office, retail, and hotel uses, remain allowed uses in the new Downtown Skyline district, as they are today. - Nan Fung Life Sciences Real Estate

# ENCOURAGE ADAPTIVE REUSES AND ADDITIONS THAT RETAIN EXISTING BUILDINGS



Introduce provisions to the draft zoning amendment that ensure that Existing structures that do not conform to the proposed dimensional requirements can be enlarged or altered as long as the dimensional non-conformity (such as building lot coverage) is not increased.

Continued use/adaptive reuse of our existing buildings is the most impactful climate action we can take, and that upgrading an existing building is more affordable than new construction. - Boston Preservation Alliance

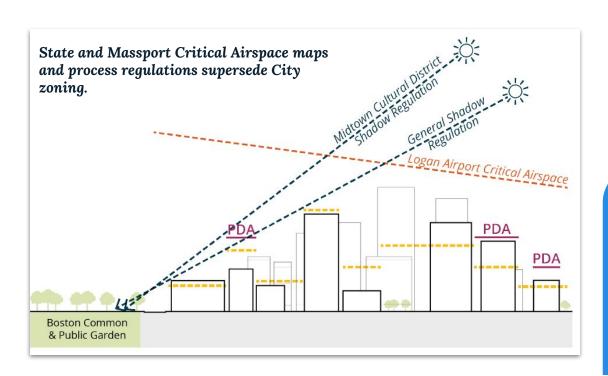


Some existing blocks are close to 100% lot coverage, but could be potential adaptive reuses sites. Proposed zoning limits lot coverage to 95% for large parcels; new additions would be limited to 95% lot coverage and have to comply with other zoning limits.

# CLARIFYING FAA AND MASSPORT CRITICAL AIRSPACE HEIGHT LIMITATIONS



Building heights must comply with FAA and Massport Critical Airspace maps and process to determine height.



Since zoning is one of the first resources developers review when assessing potential development sites, it would be helpful to include in the Zoning Amendment and Draft Zoning Map Guide language similar to that in the PLAN Downtown report: The Federal Aviation Administration (FAA) and Massport have critical airspace maps and a process for building heights. - Massport

### **CLARIFYING STATE SHADOW LAW HEIGHT LIMITATIONS**



Maximum height of structures cannot exceed the height that would cast "new shadows according to the State shadow law for the Public Garden and Boston Common.

## Draft Downtown Zoning Amendment - Max. Height for SKY-LOW-D

HISTORIC OVERLAY	Height in feet (max)	Building Floor Plate (max sf)
Downtown <sup>1</sup>	155', or such height that complies with the provisions of the Boston Common Shadow Law (Ch. 362, 1990), and Public Garden Shadow Law (Ch. 384, 1993), whichever is lesser.	20,000

#### Footnotes to Table C

 Structures built within the boundaries of the Midtown Shadow Overlay, as shown on map 1A, shall abide by the restrictions of Chapter 362. AN ACT PROTECTING CERTAIN PUBLIC COMMONS (1990) Section 2C and Chapter 384. AN ACT PROTECTING THE BOSTON PUBLIC GARDEN (1993) Section 2B.

"Additional building volume allowed at 155'...penetrates the sunshine envelop [and] will add additional shadows to the park" - Friends of the Public Garden

## Definition of new shadow in State shadow law and summary of Ch. 362, 1990 shadow regulations:

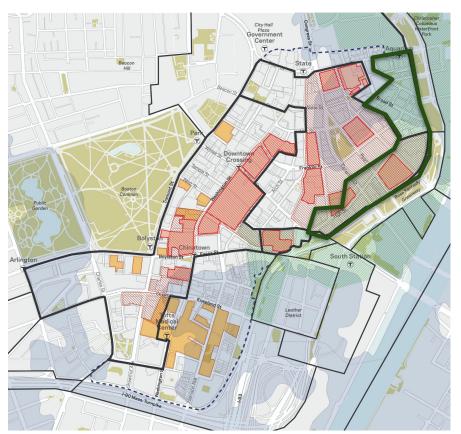
"New shadow," the casting of a shadow at any time on an area which is not cast in shadow at such time by a structure which exists or for which a building permit or local zoning entitlements through the Zoning Board of Appeal or Boston Zoning Commission have been granted on the date upon which application is made to the permit-granting authority for a proposed structure and which would not be cast in shadow by a structure conforming to as-of-right height limits allowed by the Boston Zoning Code as in force on March thirty-first, two thousand and seventeen. New shadow shall not include a de minimis shadow cast by an antenna, fence, flagpole, sign or other similar structure.

Projects can cast "new shadows" on the Boston Common:

- Only during the first hour after sunrise or before seven o'clock in the morning, whichever is later, or the last hour before sunset
- In the Midtown Cultural District, no new shadow for more than two hours from eight o'clock in the morning through two-thirty in the afternoon on any day from March twenty-first to October twenty-first, inclusive, in any calendar year.

## MODERNIZING USES AND MAINTAINING DESIGN GUIDELINES I THE GREENWAY DISTRICT





Article 49A Greenway Overlay District has ground floor use requirements that are overly restrictive and do not align with the modernized use table of the Skyline District that allow for uses like take-out restaurants.

- Removing the Overlay from the Skyline District would ensure the area has consistent and updated uses.
- The PLAN: Downtown amendment. adds the Greenway Overlay District design guidelines to the PLAN: Downtown design guidelines

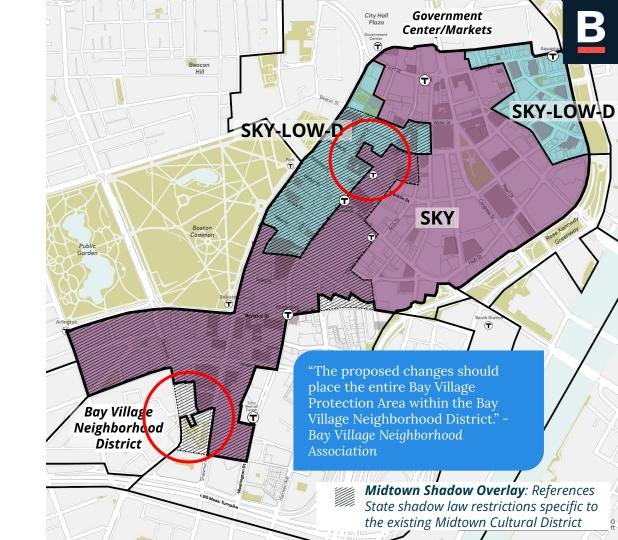
Greenway Overlay District in the Study Area

# COMMENTS ON ZONING DISTRICT BOUNDARIES

Other comments on the April 10 Draft Amendment focused on finding the appropriate boundary between districts that supports existing historic context and growth.

These areas include the boundaries between:

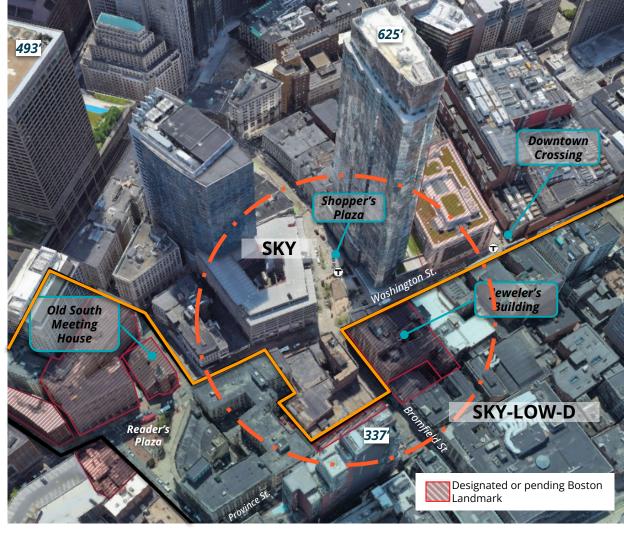
- Skyline Districts and the Bay Village Neighborhood District
- 2. SKY and SKY-LOW-D around the **Bromfield St. and Washington St. intersection**



COMMENTS ON
BROMFIELD ST AND
WASHINGTON ST
INTERSECTION SKY
AND SKY-LOW
DRAFT BOUNDARIES

April 10th Draft
Downtown Zoning
Amendment





## COMMENTS ON BROMFIELD ST AND WASHINGTON ST INTERSECTION

Only a handful of locations, including the 11 Bromfield Street cluster... have the potential to host truly dynamic redevelopments for our district and Boston overall—projects that could deliver hundreds of desperately-needed housing units along with tens of millions of dollars annually in new property taxes and millions of dollars in community benefits. - Downtown BID

The opportunity for new tall buildings presents a chance for architecturally interesting elements to be incorporated in a prominent part of the city. - Eric, works Downtown

Downtown today does not need another high-rise office or apartment building or even a lab.... More new modern apartments will only compete with these efforts to renovate and continue the older buildings to be used. For ecological reasons alone, this building should not be built.. - Nancy

"I also am encouraged that you are allowing for denser developments on both that big above ground parking garage near State and those mostly abandoned buildings on Bromfield. I think those two sites have long been eyesores in the area and hopefully more generous zoning can encourage thoughtful and dense developments there. - Patrick, Downtown area resident

"I am concerned with the spot zoning allowing height on the Bromfield/ Washington street corner and Pi Alley garage sites up to FAA and Shadow Law limits. Height on these sites in the historically sensitive Ladder Blocks should be limited to the Sky-Low maximum of 155 feet for the benefit of the neighborhood character and tourism at large." ~ 13 Downtown residents

"This [potential] tower in the middle of the Ladder Blocks destroys the integrity of the character of this area, imperils the historic assets, works against tourism (which is currently providing the greatest source of activation to this portion of Downtown) and destroys the uniformity of the shopping corridor." -Kim, Downtown resident

There is no way that the proposed height for that parcel is consistent with the abutting context of historic buildings. – Beatrice, frequently visits Downtown

Shopper's

Plaza

"Do not allow thinly veiled concerns about high-rise residential views hold sway on an important policy question." - *James*, *Downtown area resident* 

SKY-LOW-D

# USING THE DOWNTOWN HISTORIC CONTEXT GUIDELINES TO HELP SHAPE THE BOUNDARIES BETWEEN SKY AND SKY-LOW

The Draft Historic Context Design Guidelines set a framework for how new project designs will be evaluated, can showcase, enhance, and respect historic context, and use it as a springboard for new growth.

Height is not the only factor shaping building design and ensuring projects respect the surrounding context.

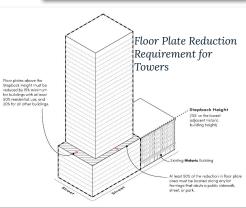












### **NEXT STEPS**



#### **WE ARE HERE**



Public Meeting April 9

Release of Draft Zoning Text Amendment Draft Zoning
Amendment
8 Week Public
Comment
Period
Until June 4
and
Virtual Office
Hours

Public Meeting July 9

Overview of Historic Context Study and Zoning Comments Draft Historic
Context
Design
Guidelines
Public
Comment
Period
Until
August 2

Public Meeting August (anticipated)

Release of Final Draft Zoning Text Amendment and Design Guidelines BPDA Board
August
(anticipated)
Zoning Text
Amendment
and Historic

Boston
Zoning
Commission
September
(anticipated)

Context Design

Guidelines

PLAN:

Downtown

Amendment

(Public comment period for 20 days prior)

**Downtown Historic Character Study** 

### **THANK YOU!**

#### **PLAN: DOWNTOWN WEBSITE:**

- Public Comments on April 10th Draft Zoning Amendment
- <u>Draft PLAN: Downtown Historic Context Design Guidelines</u>

SUBMIT COMMENTS AND QUESTIONS ON THE DRAFT HISTORIC CONTEXT DESIGN GUIDELINES TO:

PLANdowntown@boston.gov

# April 10th Draft Downtown Zoning Boundaries

# **Existing Zoning**

#### **Zoning Districts**:

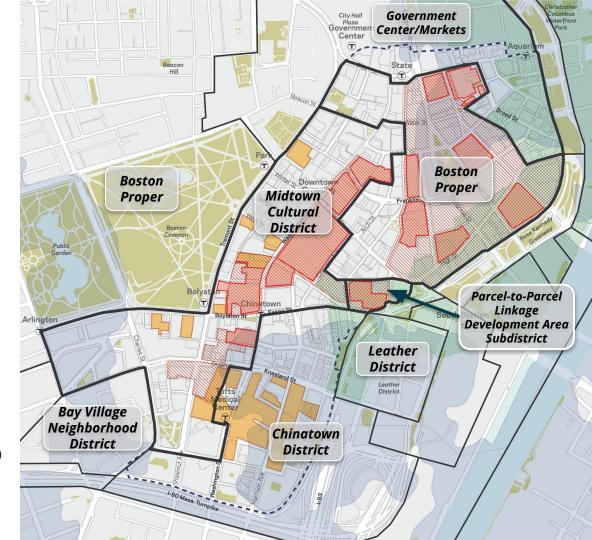
- Midtown Cultural District (Article 38)
- South Station Economic Development Area (Article 40) (Parcel-to-Parcel Linkage Development Area Subdistrict)
- Government Center/Markets (Article 45)
- Bay Village Neighborhood (Article 63)
- Chinatown (Article 43) (boundary changes to be determined with ongoing Chinatown Rezoning Process)

#### Overlays and existing plans staying in place:

- 14 existing PDAs
- Institutional Master Plans
- Coastal Flood Resilience Overlay District (CFROD)

#### Removing:

Existing Planned Development Area (PDA) eligible areas

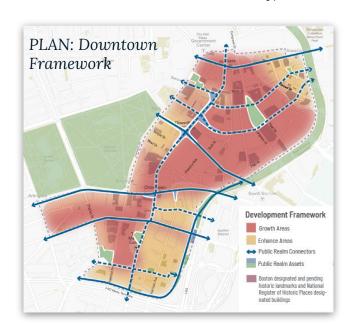


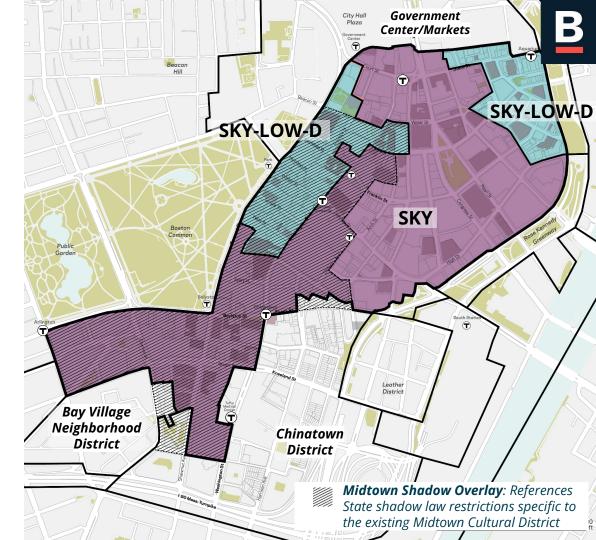
# **Skyline Districts**

April 10 Draft Boundaries

Skyline sub-districts:

- SKY
- SKY-LOW-D (SKY-LOW with Downtown Historic Overlay)



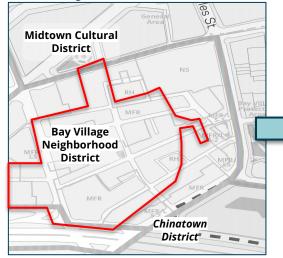


# **Bay Village Neighborhood District**

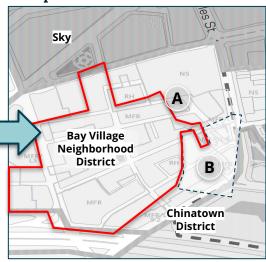


Move portions of the Bay Village Protections District structurally into the Bay Village Neighborhood Article NS Subdistrict.

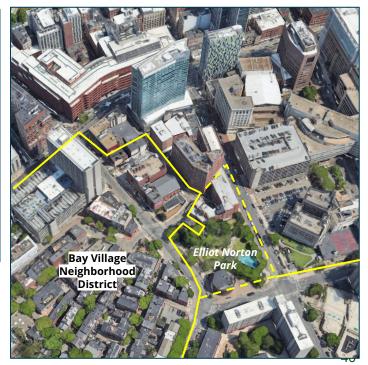
# Existing Proposed



Bay Village Historic
District



- A. Moved into Bay Village Neighborhood NS
- B. Boundaries to be determined along side Chinatown Zoning Process



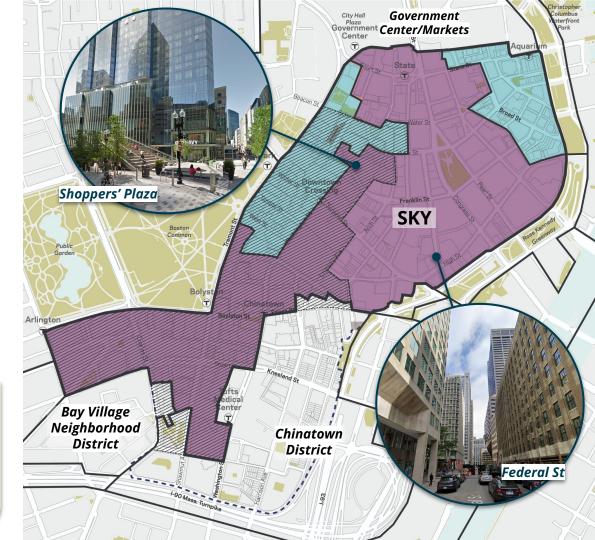
### **SKY District**

Characterized by the city's most significant job, housing, and entertainment density and accommodates future growth near major transportation assets.

- Allows larger retail or entertainment/event uses
- Larger active use and dimensional requirements for large sites
- Height allowed to limits of State Shadow Law and Critical Airspace, whichever is lower
- Research laboratories are a conditional use with floor plate restrictions

#### **PLAN: Downtown Public Comment:**

"There are very few places in the Boston region that have the kind of transportation infrastructure to support very high density residential and commercial developments. We should be doing everything in our power to encourage maximum density here." —Boston resident



### **SKY-LOW**

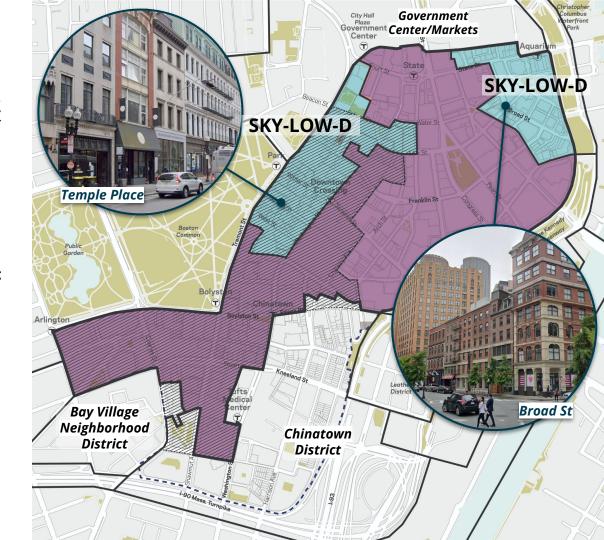
Areas of cohesive historic buildings dating to prior eras of downtown. Smaller use and form regulations help maintain the scale of the area.

- Stricter limit on large entertainment/uses
- Smaller allowed building floor plate set by Historic Overlay: 20,000 sf max
- Height Downtown Historic Overlay:155'
- Research laboratories are forbidden

#### **PLAN: Downtown Public Comment:**

"Preserving the integrity of the Ladder Blocks character area is important to the city's historic fabric, its tourism economy, and protection of neighboring historic landmarks."

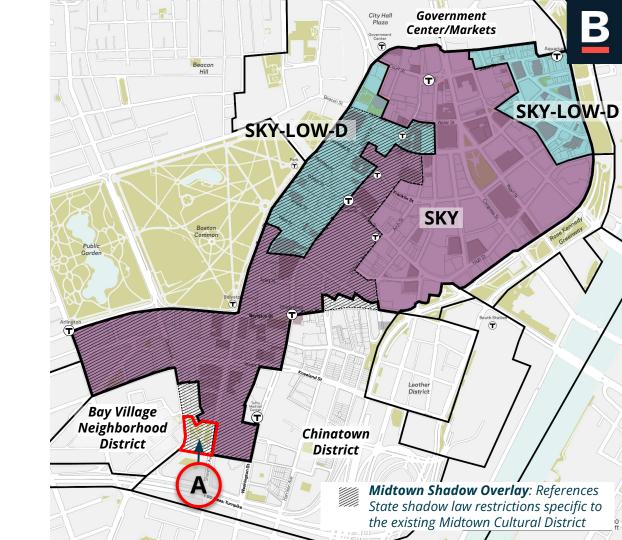
—Downtown resident



# **Skyline Districts July Draft Boundaries**

Skyline sub-districts:

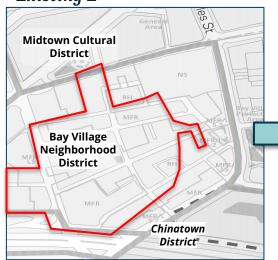
- SKY
- SKY-LOW-D (SKY-LOW with Downtown Historic Overlay)
- A Moves area into the Bay Village Neighborhood Article NS Subdistrict.



# A. MAINTAIN THE CHARACTER AREA OF THE BAY VILLAGE NEIGHBORHOOD (Update to Skyline district boundary)

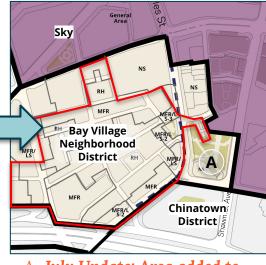


#### Existing Z

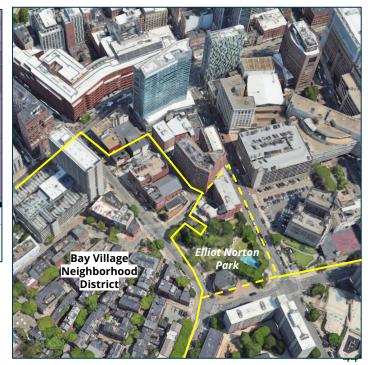


— Bay Village Historic
District

#### Proposed



A. July Update: Area added to Bay Village Neighborhood NS





# New Form Based Regulations

Activate ground floors, maintain the scale of key historic areas, and enhance the public realm

### Ensuring Active Ground Floors



# **Performance Requirements for Active Uses**

Skyline Districts set the location, width, and depth of Active Uses and when they are required.

Civic Uses, Open Space Uses, Shelter Facilities, and affordable housing developments are not required to have active uses on the ground floor.

USE AND PERFORMANCE STANDARDS	SKY-LOW	SKY
STANDARDS FOR USES THAT ARE NOT ACT	IVE USES	
Ground Floor Active Use Requirement (for building widths greater than 100' along primary lot frontage)	Yes	,1
Percentage of Building Width of Ground Floor Active Use (min)	30%2	
Depth (min) of Ground Floor Active Use	20'	25'

#### Footnotes to Table A

- 1. Active Use(s), as defined in Article 8 Table A, are required to occupy a minimum of the ground floor building width at the minimum depth along primary lot frontage specified in Article 31 Table A, except when the principal use(s) is a Civic Use, Open Space Use, or Shelter Facility Use, as defined in Article 8 Table A; or when a Proposed Project is an affordable housing development project in which at least 60% of units income restricted at 100% or below of AMI and reviewed under Article 80 Small or Large Project Review. Any Proposed Project that is located within the boundaries of the Greenway Overlay District shall also be subject to the requirements of Article 49A
- For any project that is subject to or has elected to comply with Large Project Review or Small
  Project Review under the provisions of Article 80, the required Ground Floor Active Use width and
  depth may be located along any Building Facade through such review process.

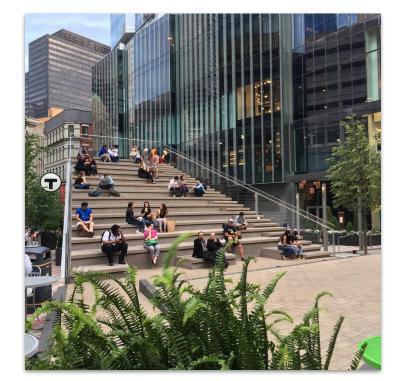
# Enhancing the Public Realm

# **Ground Floor Amenity Space**

New definition for an at grade space open to the outdoors for uses such as playing, gathering, and seating that is directly accessed from the ground floor. Includes:

- Publicly Accessible Open Space, as defined in Article 8
- Publicly accessible sidewalk provided on the lot
- Outdoor space for tenants or customers, including restaurant seating or outdoor event and performance areas
- Publicly accessible through-block pedestrian connections of a width not less than ten (10) feet





### **Dimensional Table: Lot Standards**



Lot standards change for lots over 20,000 sf to ensure more public public realm and space between buildings:

• Lower Building Lot Coverage

Higher Ground Floor Outdoor

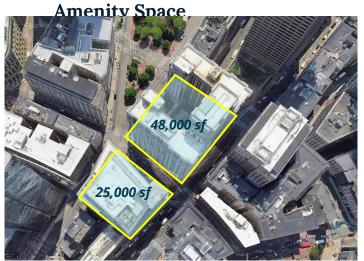


TABLE B: DIMENSIONAL REGULATIONS				
BUILDING LOT STANDARDS	SKY-LOW	SKY-1		
Building Lot Coverage (max)				
Lots area less than or equal to 20,000 sf	95%	95%		
Lot area greater than 20,000 sf	90%	85%		
Ground Floor Outdoor Amenity Space (n	nin)			
Located along the Primary Lot Frontage for Lot Area less than 20,000 sf	0%	0%		
Located along the Primary Lot Frontage for Lot Area greater than 20,000 sf	5%1	10%1		
Front Yard (min)	0,			
Rear Yard (min)				
With a party wall	0'			
Without a party wall	5'			
Side Yard (min)				
With a party wall	0'			
Without a party wall	5			

# **Dimensional Table: Building Form Standards**



Building Form Standards set building mass requirements including:

- Height:
  - Set by the table or
  - Historic Overlay or
  - State Shadow Law, whicher is lesser
- **Stepack Height** (new term!)
- Maximum length of **blank wall**
- Ground floor height minimum to ensure space for commercial spaces

BUILDING FORM STANDARDS	SKY-LOW	SKY-1
Height in feet (max)	180', or such height that complies with the provisions of Boston Common Shadow Law (Ch. 362, 1990) and Public Garden Shadow Law (Ch. 384, 1993), whichever is lesser. <sup>2</sup>	Such height that complies with the provisions of Boston Common Shadow Law (Ch. 362, 1990) and Public Garden Shadow Law (Ch. 384, 1993) <sup>3</sup>
Stepback Height	8	%
Abutting a Lot containing a non-Historic Building <sup>4</sup>	155'	
Abutting a Lot containing a Historic Building <sup>4</sup>	Building height of abutting Historic Building or, in the case of multiple abutting Historic Buildings, the lowest Historic Building building height	
Blank Wall of Facade (max) <sup>3</sup>	15'	20'
Ground Floor Height (min)	14'	
Multiple Buildings Allowed Per Lot	Yes	

#### Footnotes to Table A

- 1. For any project that is subject to or has elected to comply with Large Project Review under the provisions of Article 80, the required Ground Floor Outdoor Amenity Space may be located along any lot frontage through such review process.
- If in a Skyline Historic Overlay see TABLE C
- Structures built within the boundaries of the Midtown Shadow Overlay, as shown on map 1A, shall abide by

COMMONS (19 GARDEN (199)

#### TABLE C: SKYLINE HISTORIC OVERLAYS Building Floor Plate (max sf)

4.	For any project
	Project Review
	established on
5.	For projects the
	provisions of A

HISTORIC OVERLAY	Height in feet (max)
W 1 1 16 Downtown <sup>1</sup>	155', or such height that complies with the provisions of the Boston Common Shadow Law (Ch. 362, 1990), and Public Garden Shadow Law (Ch. 384, 1993), whichever is

20.000

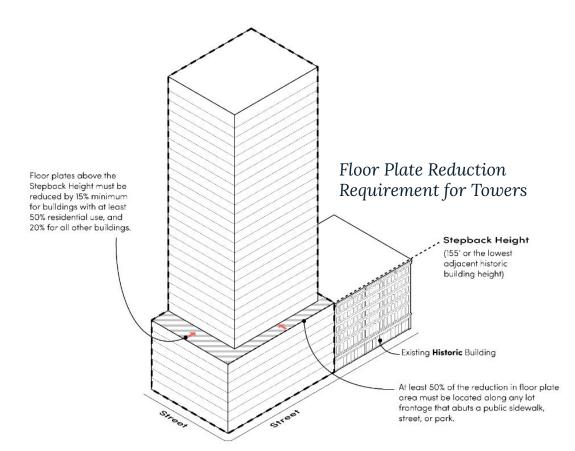
# **Ensuring Towers Enhance and Respect Existing Built Context with Stepbacks**



#### **New Definitions:**

- **Tower:** A building with a building height greater than 155' and floorplate greater than 10,000 sf.
- **Stepback Height:** The building height at which a building floor plate must be reduced or the height above which all upper stories must be recessed from the facade of the story below.

Downtown a tower must stepback or reduce it's floor plate at 155' or (if there is one) the building height of a Historic Building in an adjacent lot.



# Creating Space Between Towers with a Tower Separation Requirement



If a proposed Tower abuts a lot with an existing Tower, all stories above 155' or the height of neighboring Historic Building must stepback from the lot line:

- Buildings with greater than or equal to 50% of gross floor area residential use: 30' min.
- All other buildings: 20' min.

