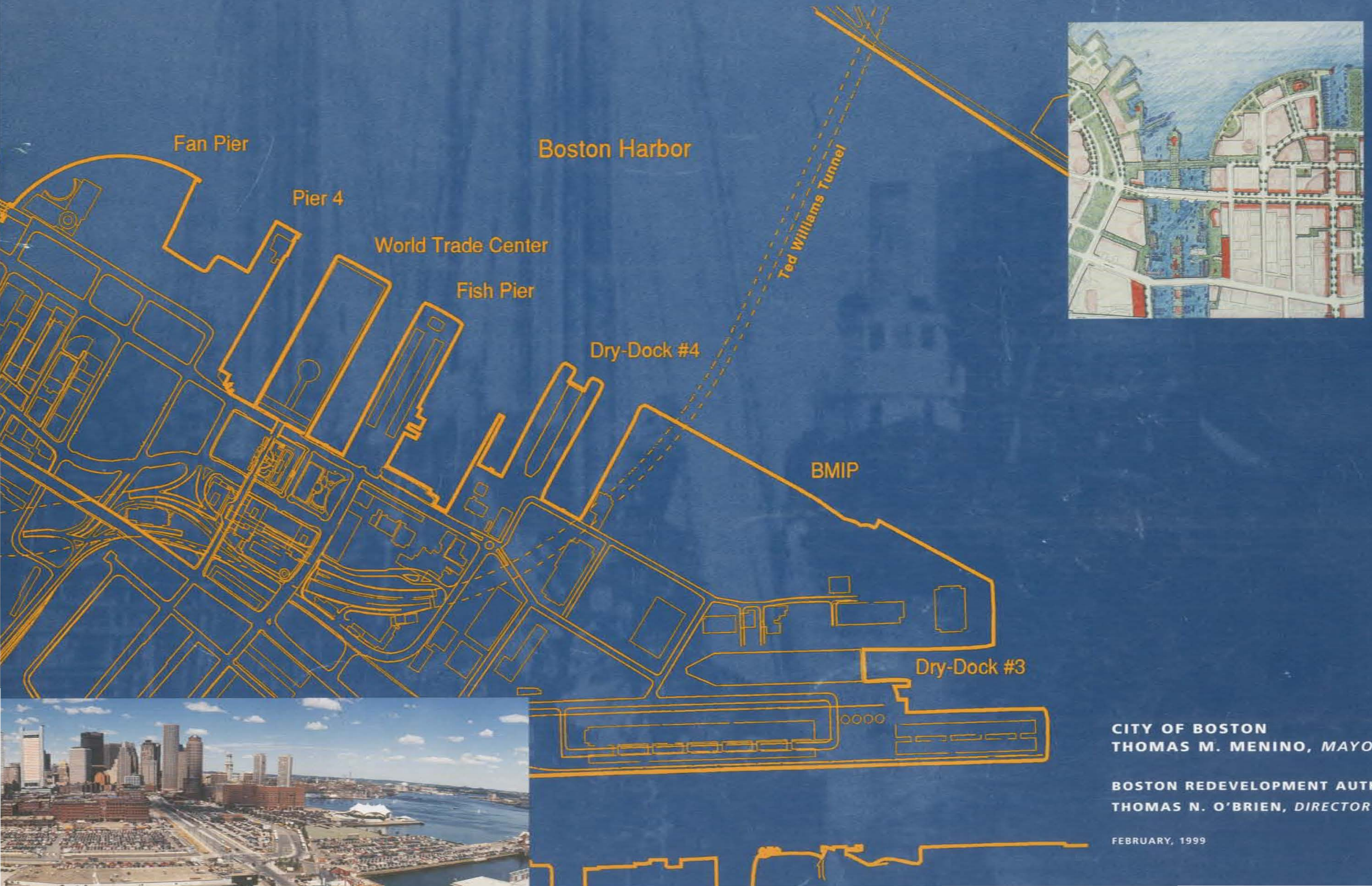
THE SEAPORT PUBLIC REALM PLAN



CITY OF BOSTON
THOMAS M. MENINO, *MAYOR*

BOSTON REDEVELOPMENT AUTHORITY
THOMAS N. O'BRIEN, *DIRECTOR*

FEBRUARY, 1999

Preface

In the beginning of 1997, Mayor Thomas M. Menino charged the Boston Redevelopment Authority with leading one of Boston's most substantial planning initiatives of the past twenty years. The BRA then began the community process of creating a public realm plan for the Seaport district, the one thousand acre expanse located east of downtown and north of South Boston. This area, which in the latter half of the twentieth century consisted mainly of parking lots and warehouses, was swiftly becoming the focal point of new development opportunities in Boston. The BRA was to facilitate the creation of a plan that would guide future development in the Seaport district and provide the greatest amount of benefits for the entire City of Boston.

Mayor Menino asked the BRA to develop a vision for the area that allows the public good to drive private development. This area has had no public realm plan to date, and change of this magnitude has not occurred in the Seaport since the turn of the century. In the absence of a plan, private parties began driving the development agenda, proposing everything from waterfront high-rises to gigantic sports stadiums. This Seaport Public Realm Plan will ensure that this emerging district will provide not only a place for business expansion and job opportunities, but also an accessible waterfront, an attractive open space network, active civic uses, new places to live, a strong urban design character and a convenient system of public transit.

The Seaport already possesses two distinct advantages to encourage future development – its location and the amount of public investment in the district. Positioned between the downtown and the airport, proximate to several residential neighborhoods, on the deep-water port and linked to the regional highway system, the Seaport has the ideal location to attract future development. The benefits of the Seaport's location are further enhanced by the twenty billion dollars of public investment, including efforts to clean up Boston Harbor, depress the Central Artery, build a Third Harbor Tunnel, develop a Silver Line Transitway and construct a new convention center. All of these investments have combined with the area's strategic location to create an incredible and unique development opportunity. The public realm plan sets the context and provides a guide for all future development in the area, fitting each piece into our overall vision for the Seaport.

This public realm plan is the culmination of over two years of work with planners, design professionals, environmentalists, elected officials, community residents and concerned citizens. The Boston Redevelopment Authority has held over thirty-five community meetings and hundreds of smaller sessions to arrive at what we believe are the basic principles upon which all parties can agree. The BRA released an interim plan in November of 1997, which was meant to share ideas to date, provide a framework for future discussion, and move the process closer to this final plan. The interim report served its purpose of engendering discussion and improving the content of this final public realm plan.

Through these hundreds of community meetings and smaller working groups, the BRA arrived at five basic objectives that guided all of our work on the public realm plan:

- **To connect the Seaport with Boston Harbor and to encourage people to experience the water as well as the land.**
- **To preserve and enhance the industrial port, which has provided jobs and economic opportunity for Boston for over two hundred years.**

A. View of Harborwalk and the Fort Point Channel

- **To create a vibrant, mixed-use neighborhood in the Seaport, with substantial residential and civic uses that will attract people to the area even after the end of the workday.**
- **To develop the Seaport within the economic context of the rest of Boston, adding to our City's commercial office, hotel, retail and tourist industries and enhancing our position as the economic engine of the region.**
- **To ensure that the residential neighborhood of South Boston, immediately adjacent to this area, remains a vibrant community and receives significant amounts of affordable housing and job training opportunities.**

These five objectives pervade the public realm plan, which begins with an analysis of the urban character of the Seaport and the rest of the city. The urban design firm of Cooper, Robertson, which planned the waterfront in Sydney, Australia and Battery Park City in Manhattan, provided this analysis in conjunction with BRA staff. The analysis then led to a number of design principles, which ensured that the final plan was in keeping with the present context of Boston's character. Finally, the physical plan provides concepts and language, drawn from the principles and based on the analysis, which specifically lay out our vision for the Seaport.

Several issues and focus areas have been raised and discussed during this public process. There have been a few issues that have captured enough attention that they deserve additional highlighting in this preface. The residential character of the Seaport has been one of these topics. The BRA is calling for the creation of between five and eight thousand units of housing in the Seaport District and South Boston neighborhood, which can equal as much as forty percent of the total development in the area and is the same percentage of residential uses as in the Back Bay. This residential component is important for two reasons. First, having people who live in the area at night will complement those who work there during the day. This is what creates a twenty four-hour neighborhood: having people who work, visit or live here at all hours and generate the special activity only found in urban centers. Second, housing is in short supply throughout the city, and particularly in the neighborhood of South Boston. Creating housing units in the Seaport ensures that workers who will fill these newly created job opportunities will have places to live on New Northern Avenue and in the historic Boston Wharf District, and will not have to drive up housing prices on West 3rd Street and in the St. Vincent's neighborhood. The new housing to be developed must also have a sizable affordable component, and the BRA will not allow only the affluent to have the opportunity to live in this area.

The open and civic spaces in the district have been another focus of public attention. The BRA has outlined an open space network that will have the same relationship to the Seaport that the Boston Common and Commonwealth Mall have to the Back Bay. Several major parks, including ones at the end of Pappas Way, in the Fort Point area and on a rebuilt pier in the Fan Pier Cove, will draw visitors in the same way as Post Office Square and M Street Park now do. Another integral piece of the open space plan is Harborwalk, a waterfront walkway that will allow unfettered access to Boston Harbor and that will be paid for by private developers. Since the landowners in this area, both public and private, have enjoyed the benefits of twenty billion dollars of public investment, it is incumbent upon them to give something back by creating new public spaces. Landowners will also be asked to set aside some of their developable parcels for civic uses, including major sites on Fan Pier Cove, on Pier 4, near the Evelyn Moakley Bridge, and in front of the new Boston Convention and Exhibition Center. Some of these sites will be over one acre in size, the same area taken up by Boston Symphony Hall.

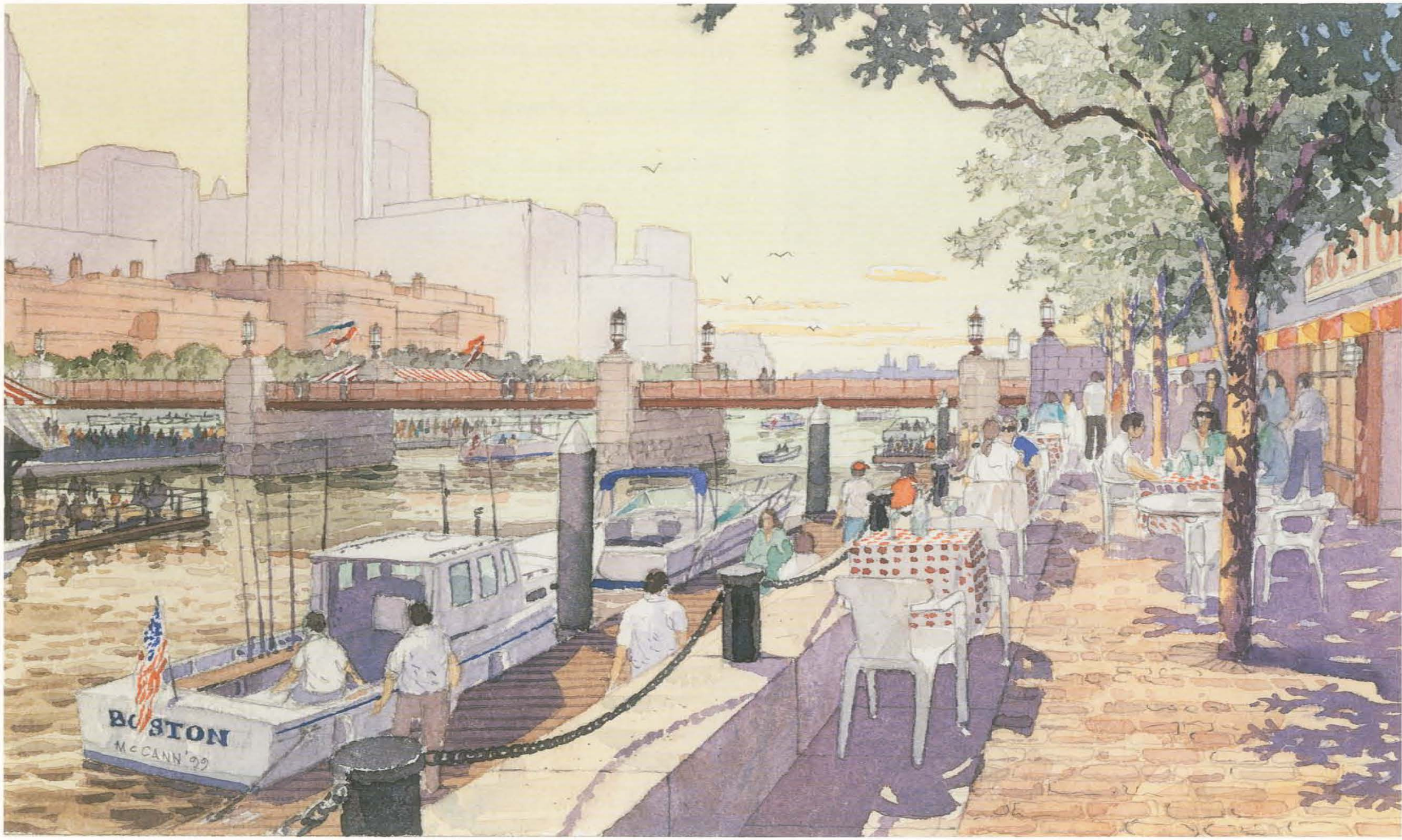
Transportation receives its own chapter in the plan because it is so integral to the long-term success of this district. Working with the Boston Transportation Department, the Commonwealth's transportation agencies and the Conservation Law Foundation, the Seaport Public Realm Plan has identified several networks of transportation improvements for vehicular and pedestrian traffic, as well as mass transit. The Seaport has been divided into three major east-west and three major north-south boulevards. The plan also calls for the addition of a Silver Line Transitway stop near Wharf 8 at the entrance to the Marine Industrial Park. Water transit comprises a significant portion of the transportation plan to ensure that workers, visitors and residents can easily enter and exit the Seaport district. Lastly, the BRA has added two new truck routes to ensure that the trucks, which are the mainstay of the industrial park and Conley Terminal, can continue to travel freely, while at the same time managing these routes so trucks remain away from existing residential areas of South Boston.

Transportation management has been closely linked with our layout for heights and densities. The public realm plan outlines the main areas where we believe appreciable height and density should occur in the Seaport, and each area is near or on a proposed Silver Line transit stop. The major concentration of heights in the district will be between Summer Street and New Northern Avenue, in the area at the front door of the convention center. Heights will slope down from this center in all four directions – towards Fort Point Channel, towards Boston Harbor, towards the industrial port and towards the South Boston neighborhood. The entire Seaport district will have an interim height limit of one hundred and fifty feet, and developers can only go above this height if they propose public realm and community benefits that allow them to earn their way above the base height. Even with the possibility of earning additional height through community benefits, very few buildings in the district will approach three hundred feet. The Financial District and Back Bay high-rises will continue to be the defining marks of the Boston skyline, and they will be framed by the lower, waterfront scale of the downtown wharves, the North End, and now, the Seaport.

The process of developing the Seaport Public Realm Plan has exemplified the best of Boston's civic tradition. All the constituencies interested in the Seaport, some of whom have historically been at odds, have come together and helped forge a unified vision for the City of Boston's newest frontier. None of this would have been possible without the leadership of Mayor Menino, and he has called on all of us to continue with our work and turn this vision into reality. Now is the time to complete the planning process and move on to specific projects. The planning goals will still be implemented over the coming months through City of Boston Zoning Code and the Municipal Harbor Plan, and development projects will still be reviewed under Article 80. While there is more community process to come, the discussion must now shift from planning of the overall area to the particulars of specific projects.

We could not have arrived at this day without the dedication and commitment of thousands of individuals and organizations. We at the Boston Redevelopment Authority look forward to continuing our partnerships as we begin the historic work of implementing this Seaport Public Realm Plan.

Thomas N. O'Brien, *Director*
Boston Redevelopment Authority



A.

Table of Contents

Feb. 15, 1924

February 1999

Dear Friend:

It is my pleasure to present the Seaport Public Realm Plan. This Plan was shaped and strengthened by community meetings with Boston residents, working sessions with planning and design professionals, and visits to vibrant waterfronts across the country.

The Seaport is the next growth frontier in Boston thanks to its proximity to downtown and billions of dollars of public infrastructure investments. Boston's growing economy will create thousands of new jobs in the Seaport and give us opportunities to enhance our maritime and industrial sectors. The new Boston Convention and Exposition Center will be the keystone of Seaport development. It will attract thousands of new visitors and millions of new dollars into Massachusetts each year, a powerful catalyst for new hotels throughout the region. The Plan ensures that the area will be a destination not just for workers, but also for residents and visitors. The Plan identifies areas for new cultural facilities, new parks, and new gateways to a cleaner Boston Harbor and the Islands.

Boston is a great city because of its neighborhoods. This Plan ensures that Boston's treasured residential character will be an essential ingredient in the Seaport district. New places to live will go up next to new offices and new hotels, and each new residential project will include some form of affordable housing. As Mayor, I believe that no less than one out of every ten new homes in the Seaport needs to be affordable in order to create a real neighborhood that will raise the quality of life in our city.

These are but a few of the principles and goals in this Seaport Public Realm Plan. Now as we turn from the planning to the implementing of this vision for the Seaport, I look forward to working with all of you to make this Plan a reality.

Sincerely,

Thomas M. Menino
Mayor of Boston

Framework for the Plan

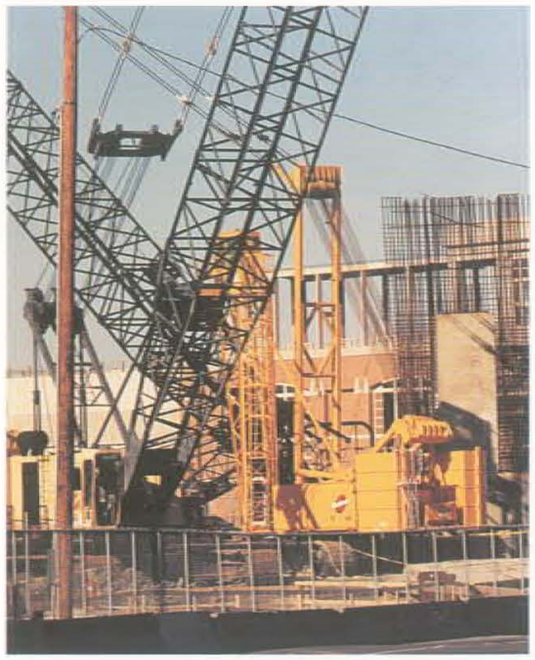
A.

A. The industrial areas and the many surface parking lots in the Seaport today

The Seaport – located between Boston's downtown, the interstate highway system, the airport, the deep water port, and the South Boston neighborhood – is the next growth frontier for Boston. Transformed largely through massive landfill operations throughout the 19th century, the Seaport became a combination of shipping, docks, wharves and rail facilities, making this district the heart of the City's industrial waterfront.

The Seaport is once again undergoing a major transformation. Twenty billion dollars in public infrastructure improvements recently completed or currently underway will greatly improve access to this district, creating opportunities to expand Boston's commercial economy and significantly enhancing the value of real estate in the district. While this profound change offers great opportunities for growth, it also underlines the need to create a strong public realm and a residential neighborhood that reflect and reinforce the positive qualities of Boston as a livable city. The Boston Redevelopment Authority is responsible for reshaping a district, which is fast becoming defined by a highway system, and creating instead a vibrant neighborhood defined by the harbor and an urban public realm.

A. New infrastructure underway in the Seaport



A.

The Seaport is framed by three important bodies of water – the Fort Point Channel to the west, the Reserved Channel to the east, and the Inner Harbor along its northern perimeter. Connected to downtown Boston across Fort Point Channel by a series of bridges, some dating from the turn-of-the-century, the Seaport is being linked to the regional highway system and Logan International Airport as a result of the Central Artery/Third Harbor Tunnel Project. The district will be connected to the South Boston neighborhood through newly created north-south pedestrian oriented streets, and to the South End and Roxbury through the Silver Line Transitway and the proposed greenway bicycle and pedestrian route linking Fort Point Channel to the Southwest Corridor park.

Today, major portions of the Seaport house Boston's modern port facilities and maritime industries at Conley Terminal and the Boston Marine Industrial Park. Areas closer to downtown along Fort Point Channel have emerged as a residential and artist live-work community and have accommodated growth for Boston's service sector economy. The new Federal Courthouse and the World Trade Center Hotel both opened in 1998, and the Boston Convention and Exhibition Center is scheduled to be opened in 2003.

Through federal and state funding for the largest infrastructure project in the country, the Seaport is currently undergoing a major transformation of its transportation infrastructure, thus creating the capacity for considerable new growth. This new infrastructure, particularly the formidable network of highway ramps in front of the planned convention center, also challenges landowners, their architects and the City to create a new neighborhood that has the same livable qualities as others throughout Boston.

Few downtown cores have the opportunity to incorporate such large and strategically located acreage into their urban fabric and economy, which makes the creation of this public realm plan so important. Managing growth to benefit the residents of Boston is the responsibility of municipal government, and the future of this area is far too important to be shaped only by private sector profit motives. Most importantly, we need to ensure that the Seaport is developed according to the following sound public policy objectives, which will both enhance land value and balance the goals of many constituencies:

- **Promote Boston Harbor as a shared natural resource;**
- **Preserve and enhance the industrial port;**
- **Plan the Seaport as a vital, mixed use neighborhood;**
- **Develop the Seaport as an integral part of Boston's economy; and**
- **Enhance the South Boston community.**

The public realm is that aspect of the environment that is visible and accessible to the public, including both open spaces and the building walls that frame them. The concept encompasses areas long thought of as public, such as parks, tree-lined boulevards, sidewalks and streets, but also areas held in private ownership that are truly public in terms of their function, impact on the streetscape or historic context. The fundamental principle of the

public realm rests on the belief that cities by their nature are public places as well as clusters of private property. Unlike downtown Boston, where the existing urban context is well-defined and where the clues for designing buildings that fit within its context are clear, the Seaport has large tracts of vacant land currently used as commuter parking lots and has not yet found its image as a district.

The creation of the public realm in the Seaport involves expanding upon the existing street grid to provide the framework within which new development will be located. This involves a layering of elements, moving in degree from one level to the next: an activated and publicly accessible water surface and water's edge where land and water meet; a street and block plan that controls development; view corridors and pedestrian ways that bring people to the water; Harborwalk and an open space system that connect the different neighborhoods; the creation of distinctive, mixed-use neighborhoods that will sustain themselves and bring 24-hour life to the district; and retention of the robust maritime and industrial imagery that characterize this area of the city. In this manner, the Plan can evolve directly from the current context and is not an isolated invention that insensitively displaces that which came before it.

The Seaport Public Realm Plan was developed in stages, the first of which was identifying the objectives for the planning listed above and described in detail in the next section. The second step involved analysis of the Seaport's role in the City of Boston, which led to the development of ten planning principles. These principles then formed the basis for the physical plan. These steps were all conducted within the context of an extensive public dialogue, both prior to the release of an Interim Seaport Plan in November 1997 and in the year following its publication.

The Seaport Public Realm Plan is the product of a detailed and arduous investigation, which required the participation, time and patience of government agencies and their community and civic partners. Implementation of the Plan will require all of our continued commitment to this work.

A. Five Primary Objectives

These objectives are based upon an understanding and balancing of the needs and aspirations of residents, property owners, advocacy groups, and business and port operators. They are the policy context in which the BRA conducted the analysis of the Seaport's role in the City of Boston.

B.

B. Boston Light

1. Promote Access to Boston Harbor as a Shared Natural Resource

Boston Harbor – including Fort Point Channel and the nearby Harbor Islands National Park – is the defining feature of the Seaport. While the Harbor has always been our most valuable natural resource and center of economic activity, its qualities as a public resource have been greatly enhanced in recent years by the public investment in cleaning Boston Harbor through the building of the Deer Island Sewerage Treatment Plant, and by opening up the water's edge through enforcement of the public's historic rights in tidelands. All aspects of the Seaport Plan must recognize and promote the essential relationship between the land and the water and new development must occur within this context. The public realm system must embrace the surrounding waters as part of the Seaport and citywide open space network that connects the Seaport to downtown, the North End, East Boston, Charlestown, the South Boston res-

A. Containers heading to Conley Terminal

idential community, Dorchester, the Emerald Necklace and Harbor Islands. As the district grows, it also must be linked to the downtown and other waterfront neighborhoods and to the Boston Harbor Islands National Park Area through Boston's expanding water transit system.

View corridors, pedestrian ways, streets and transit must create direct links to the water for port industry, neighborhood housing, commercial activity, water transportation, fishing, recreation, civic uses, and quiet contemplation by the sea. The rich maritime history that is still reflected in actively used structures such as the Boston Wharf warehouses, Boston Fish Pier and Dry Dock No. 3 in the Marine Industrial Park, and in the industrial imagery of the Black Falcon Terminal must be protected and integrated into new development.

The height of new development in the Seaport must also be consistent with that of Boston's traditional neighborhoods that are lower as they approach the water's edge. And uses, particularly at the pedestrian level, must be publicly accessible to welcome residents, visitors and workers to the Harbor. New development must recognize the value that both the harbor location and recent public investment have added to its value and return benefits to the public that in turn enhance the

A.

waterfront. Most importantly, the edge where the water meets the land must be preserved in perpetuity as public for the enjoyment of all.

2. Preserve and Enhance the Industrial Port

The economy of Boston has always been dependent upon its relationship to the sea. Evolved over centuries, the industrial port still thrives today with its center firmly anchored in the Seaport, and includes the Boston Marine Industrial Park, Conley Terminal, the Black Falcon Cruise Ship Terminal, Boston Fish Pier and supporting backlands. Over $40 million has been invested by the City in the Marine Industrial Park for the reconstruction of piers, berths, roads, dry docks and buildings. In Dry Dock No. 3, one of the largest dry docks on the East Coast, the World War II battleship *U.S.S. Massachusetts* is currently under repair. In addition, a new, state-of-the-art seafood processing center was completed in 1998, further expanding this thriving industry. The Massachusetts Port Authority (Massport) has invested $50 million in Conley Terminal's cranes, berths and backlands to handle the latest generation of cargo ships. Harbor dredging necessary to accommodate new deep draft vessels is currently underway.

While the consolidated Port is a reminder of Boston's extensive seafaring history, it is primarily a source of decent wage jobs for Boston residents and of revenue entering our economy. Over 4,800 people are employed directly through the Marine Industrial Park and Conley Terminal alone, and there are three times as many indirect jobs created from their work. More than $8 billion worth of goods flows through the Port every year, and thousands of tons of food, computers, gasoline and other essentials pass over its docks every day. The Seaport Plan must protect the Port and its boundaries, including the provision of

B.

adequate buffers between new uses and existing industrial ones, and of convenient truck movement into and out of the Port.

3. Plan the Seaport as a Vital, Mixed-Use Neighborhood

Because of our cohesive and vibrant neighborhoods, Boston is considered one of the most livable cities in the nation. Our neighborhoods provide attractive places to live, work, play and participate in community life with convenient access to a broad range of goods and services. A primary goal of the Seaport Plan is that this district emerges as a lively, mixed-use neighborhood in keeping with this strong, long-standing tradition. To achieve this goal, three essential components are provided for in the Plan: a critical mass of residential uses, active civic and public uses, and a safe and convenient pedestrian, street and water transit system.

First, one of the disadvantages of being such a desirable city is that the cost of housing in Boston and, in particular, the South Boston community, is constantly rising. Given the proximity to the Financial District and the opening of the Boston Convention and Exhibition Center in 2003, it is clear that commercial and hospitality uses will expand into the Seaport. It is therefore essential that land use controls implementing the Plan require new housing to be built in order to address current as well as future demand. Residential uses – important beyond their direct relationship to the cost of and demand for housing – are the heart and soul of a neighborhood, creating life in the community at the end of the workday. They support retail services and public facilities that an office district does not. Residents of a neighborhood also provide the stewardship necessary to maintain and oversee their streets, parks and playgrounds. A relatively small residential and artist live/work community currently exists in the Fort Point Channel area as a solid core for residential growth. Opportunities must also be provided to expand the South Boston residential community along an enhanced D Street, to create new housing along with commercial uses in the Inner Harbor area, and to significantly expand the existing Fort Point Channel community in order to ensure that approximately 5,000 to 8,000 housing units are constructed in the Seaport and South Boston.

Second, civic and pedestrian oriented uses must be an integral part of this new neighborhood. Sound neighborhood planning and zoning can require ground floor public uses in a mixed-use district, but creating new civic uses is more difficult with respect to both their financing and their ongoing operation. Private property owners and public institutions must work in concert to ensure that civic uses will create important public destinations in the area. The Seaport is fortunate in housing a thriving artist community that will continue to create a distinctive character for civic uses and spaces.

Finally, a sound transportation plan – a crucial building block for any new neighborhood – will help people travel to and from their jobs, homes and other destinations in their neighborhood and throughout Boston with relative comfort and ease. While the Seaport has a nearly completed underground highway system that will adequately serve regional through traffic, more work must be done within the district itself. The Seaport Plan must establish a pedestrian system that takes precedence over cars, links the interior of the

B. Vital, mixed-use neighborhoods like the North End are an essential part of Boston's tradition

A. Shipping has always been an integral part of Boston's economy

B. Downtown as seen from the Harbor

district to the waterfront, connects South Boston residents to the Seaport and brings visitors to new activities within the district. To become a vital neighborhood, a local street system must be superimposed onto the regional highway grid and the public land and water transit system must exceed minimal levels of service to become the travel mode of choice.

A.

B.

4. Develop the Seaport as an Integral Part of Boston's Economy

Boston is the economic center of the metropolitan area, the Commonwealth of Massachusetts and the rest of New England. It is the regional magnet for professional, business, government, financial, higher education and medical services, as well as for transportation, communication, export, cultural and entertainment services.

The strength of our economy over the long term stems from its diversity and ability to reinvent itself as conditions change. From the shipbuilding and clippership trade in the early 19th century that positioned Boston as an international financial center, through our innovative textile and manufacturing era in the 20th century, to our strong financial services, educational, medical and tourism economy today, Boston has been able to effectively adapt and build upon our assets to maintain our economic strength.

The single most important aspect of this economic diversity is the wide range of jobs for Bostonians at all skill levels, which eases the stress on employment during periods of economic downturn. The economy of the Seaport must continue to develop as a diversified system within the district and throughout the city.

Today the Seaport is a microcosm of a diverse regional economy. The City of Boston's Marine Industrial Park employs 3,800 people and has been expanding its activities. The first phase of a new seafood processing district opened in 1998 and a second phase is in planning by Massport. The $35 million International Cargo Facility now underway will employ 800 people. Container volume at Conley Terminal is expected to continue its growth in volume, and cruise ship landings should double by the year 2004.

In the financial services sector, Thomson Financial recently completed 450,000 square feet of rehabilitated office space bringing 2,000 employees into the Boston Wharf district. Both the new Federal Courthouse and the Seaport Hotel opened in 1998 and two World Trade Center office buildings have been proposed adjacent to the hotel, with the East Office Tower now under construction.

In addition to the Port itself, the one development with the greatest economic impact on the Seaport will be the Boston Convention and Exhibition Center, authorized by the City and Commonwealth in 1998 and now under design. The convention center will serve as a catalyst for new growth, particularly within the hospitality market. It is anticipated that over the long term, 6,000 hotel rooms will be built in the Seaport creating over 5,200 new jobs. Retail, service, cultural and entertainment establishments also will grow in response to increased convention center activities.

One of the primary planning goals for the Seaport requires that it be developed as a mixed-use neighborhood and not simply as an extension of the downtown Financial District. Because the commercial office market is a critical sector of our economy, it should be allowed to expand into the Seaport in an appropriate balance with residential, industrial, hotel and other uses. Boston as a whole has historically absorbed approximately 800,000 square feet of new office space a year, and over the next twenty to thirty years, the Seaport can meet a portion of this demand. It is anticipated that over the long term, approximately four to five and a half million square feet of office space will be built in the Seaport, primarily between Northern Avenue and Summer Street.

Because the Seaport will be developed as only a part of a diverse city economy, its build-out is expected to take between two to three decades to complete. The build-out generated by the Downtown Waterfront and Government Center Urban Renewal Plans, begun in the 1960s, is only now nearing completion. The Charlestown Navy Yard mixed-use development plan, started 20 years ago, is currently only half-complete. It is similarly expected that development of the Seaport will span twenty to thirty years and several economic cycles. Growth will be monitored through the BRA's review process to ensure that the required balance of uses and proportions of total build-out are met.

C.

C. Buckley Park

5. Enhance the South Boston Community

Because the South Boston residential community lies immediately to the south of the Seaport, it has the greatest potential to benefit in a number of ways from Seaport growth. The Seaport Public Realm Plan must ensure that mechanisms to maximize benefits from new development are incorporated not only as plan policies, but also into the regulatory framework of implementing the Plan.

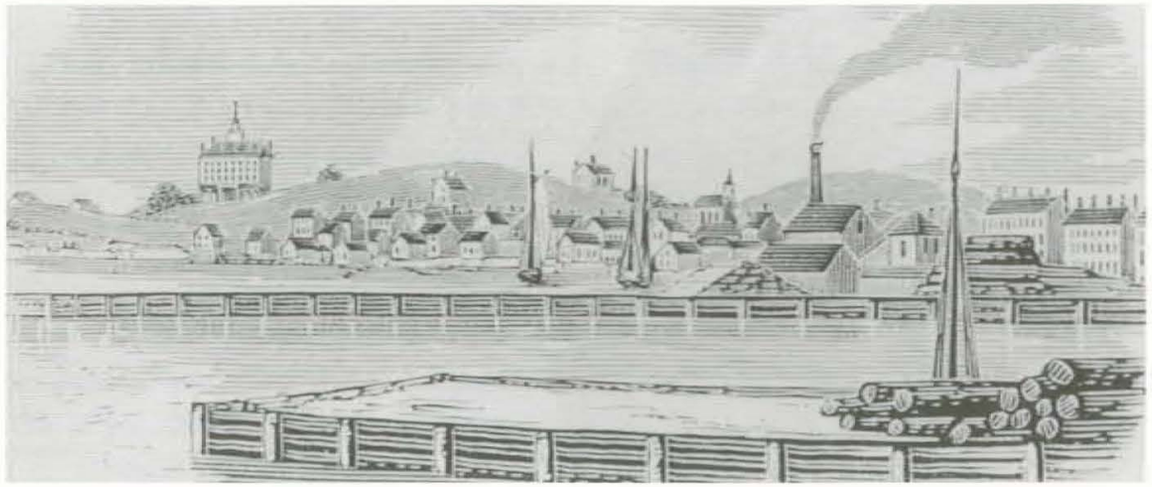
The Plan must ensure that new jobs created in the Seaport are available to South Boston residents and are actively marketed through job training programs and the South Boston Jobs and Development Resource Center. Furthermore, moderate-income housing must be available in the Seaport. To this end, the

A. South Boston, c. 1839

Enhancement Zone along D Street will be developed to accommodate community housing and at the same time to connect South Boston to the waterfront.

In addition, the BRA has agreed that the majority of housing linkage funds generated by commercial and hotel uses built in the Seaport directly benefit new housing in the South Boston community. A number of vacant sites within the community have already been identified and presented to the neighborhood as appropriate locations for new community housing. Thanks to the efforts of Boston City Council President James M. Kelly, State Senator Stephen F. Lynch and State Representative John A. Hart, Jr., the South Boston Betterment Trust was formed to provide a vehicle for housing funds to flow to South Boston.

The Plan also includes a maximum as-of-right zoning height of 150 feet consistent with an agreement between the Boston Redevelopment Authority and South Boston's elected officials. Any height in excess of 150 feet will be considered only through a Planned Development Area public zoning process, in order to weigh community benefits against the additional height under consideration. Developers can exceed this base height by, among other things, meeting with and working alongside the South Boston community.



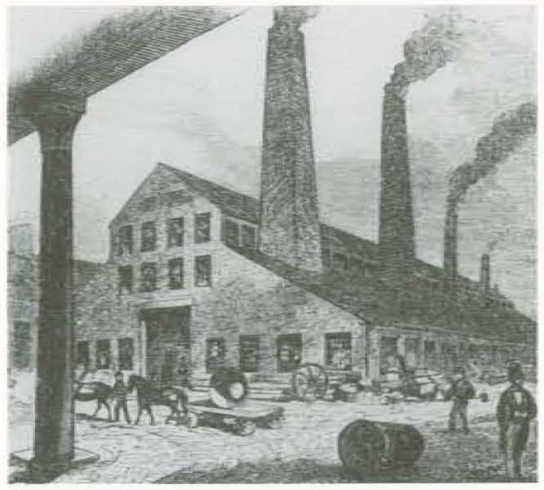
A.

Improvements to the public realm committed to as part of the Boston Convention and Exhibition Center will also benefit the community, particularly by enhancing pedestrian access into the Seaport and to the Harbor. In particular, improvements along D Street will create an inviting pedestrian corridor, drawing South Boston to the waterfront just as Dartmouth Street draws the South End to the Esplanade.

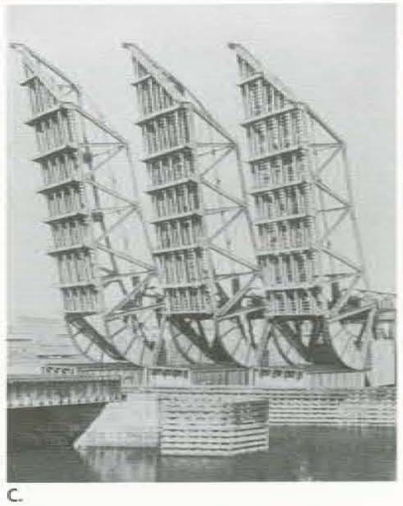
B. Historical Context

Much of the area now known as the Seaport was originally tidal marsh, with South Boston a peninsula of about 600 acres separating Boston Harbor and South Bay from Dorchester Bay. During the Colonial period, South Boston was home to several large farmsteads, and during the Revolutionary War, Telegraph Hill and Nook Hill (the West Broadway area) were used as important fortifications during the Battle of Dorchester Heights.

In 1804, South Boston was annexed to Boston and legislation was passed to allow landfill to create new sites for commercial development. The South Boston toll bridge opened the following year, connecting the area to the central core and extending the street grid of the South End across Dorchester Neck, with Broadway as a principal axis. In that same year, the Dorchester Avenue turnpike was established, connecting the district to the Dorchester mainland. A commercial axis developed along Broadway with residential uses clustering around West Fourth Street and industrial activities beginning to be established around Fort Point Channel, including iron and glass foundries and shipyards.



B.



C.

B. Alger's Iron Foundry, c. 1810

C. The Three Tower Bridge, c. 1890

Major industrial activity began after 1810. The South Boston Iron Company, established in 1814, dominated the iron foundries and industrial life in South Boston's first half century, leading expansion of the Foundry Street area. The first glassworks was constructed at B and 2nd Street in 1812 and Wheelwright's Shipyard at the foot of Dorchester Street in 1812. Although these three industries dominated growth throughout this period, to a lesser extent brickmaking began to develop during this time, with kilns located in the B, C, and 4th Streets blocks.

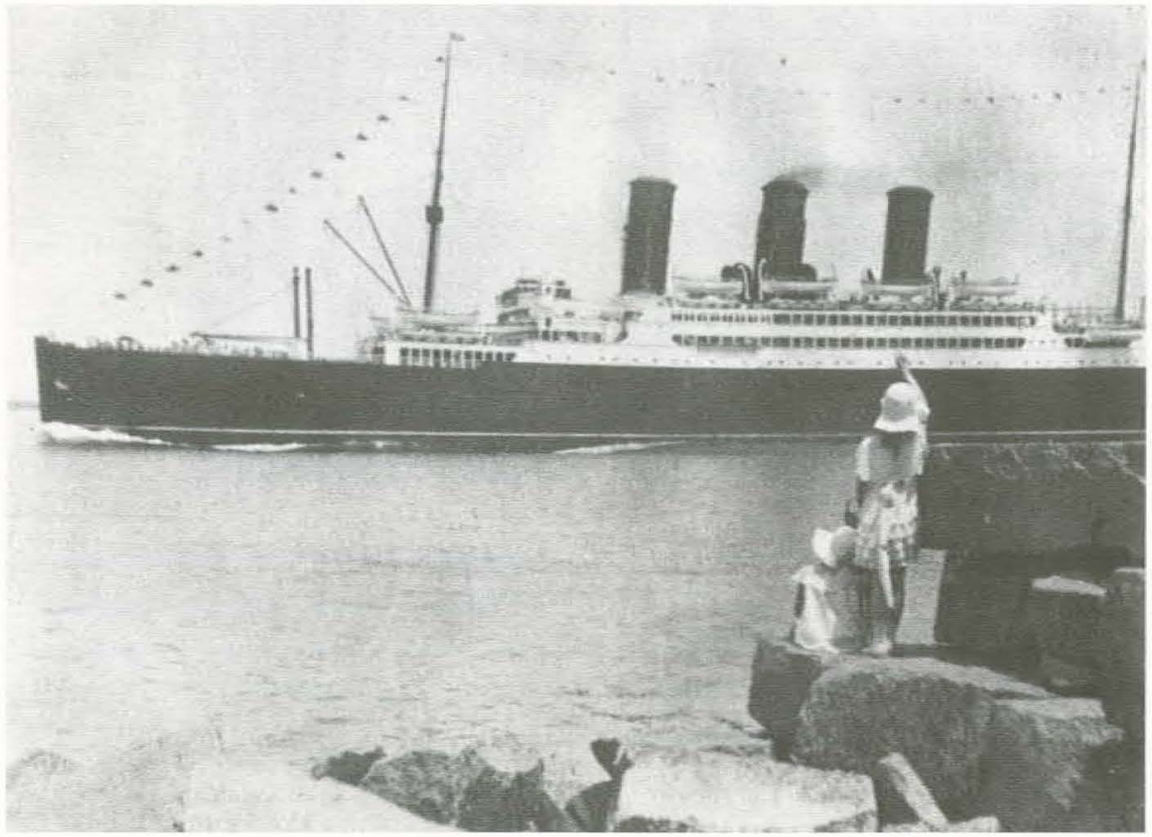
With the opening of the North Free Bridge in 1828, residents of Boston began moving to South Boston in large numbers. In the year of South Boston's annexation to Boston in 1804, 60 documented families lived in the area. By 1830, the population had reached 2,200 and by 1850 it had grown to 13,000. After the introduction of the street railway system in 1854, the population rose even more rapidly. The industrial expansion prompted by the Civil War also attracted large numbers of skilled workers to South Boston, and between 1850 and 1870, the population tripled, reaching over 39,000.

During the early industrial era of the 1830s, iron foundries and machine shops formed the major economic base of South Boston. After the arrival of the Old Colony Railroad in 1844, two locomotive works were completed. South Boston shipyards shared in the glory of Boston's clipper ship era, including Harrison Loring's City Point Works that built record-breaking clipper ships, such as The Northern Light in 1851. The first petroleum refinery in Boston was established in 1861 and oil works soon followed. In 1826, a brewery was constructed at the site of a freshwater spring at D and 2nd Streets.

Additional space was soon needed for new development, leading to extensive landfill operations. In 1833, 75 acres of mud flats were filled for a large railroad terminus for the Boston and Worcester railroads. Founded in 1836 and a pioneer in reclaiming the mud flats, the Boston Wharf Company began a series of landfill operations along the Fort Point Channel not completed until the last quarter of the 19th century. The Fort Point Channel itself was laid out and the first granite seawalls constructed in 1837. In 1866, the Board of Harbor and Land Commissioners recommended filling almost 750 acres of tidelands as part of a large project to create additional land, piers and channels in South Boston. Eleven wharves–four belonging to the Commonwealth of Massachusetts and four to the New York, New Haven & Hartford Railroad–added to South Boston's port facilities.

Fort Point Channel gradually filled with bridges from Boston at Broadway in 1871 and lift-spans at Congress Street in 1875, Summer Street in 1900, and Northern Avenue in 1908 connecting the downtown to Boston Wharf Company lands. The most important, the Old Colony Bridge, rebuilt in 1899 as a Scherzer Rolling Lift type, carried the main railroad lines into South Station, and when completed was said to have been the largest of its type in the world.

A. The Benoit sisters waving at passing ocean liner, c. 1920



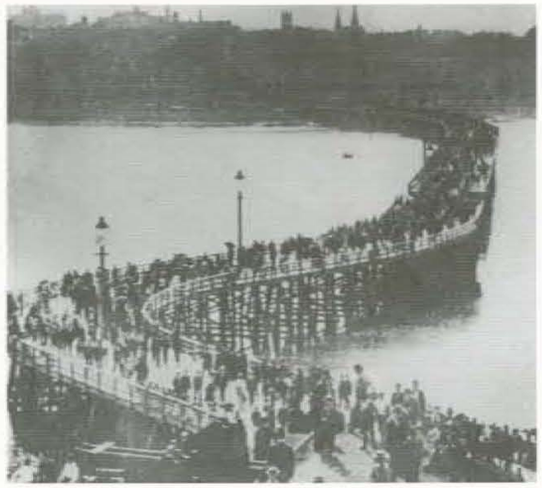
A.

Beginning in the 1880s, the warehouses, machine shops, a sugar refinery, two elevator manufacturers, and new docks filled land to the northwest along Fort Point Channel. Between 1895 and 1900, South Boston became the center of the wool trade, and for many years thereafter, nearly all the lumber and sugar brought into South Boston was stored on Boston Wharf property. Much of this area now forms the Fort Point Channel Historic District, an area that has been determined eligible for listing on the National Register of Historic Places.

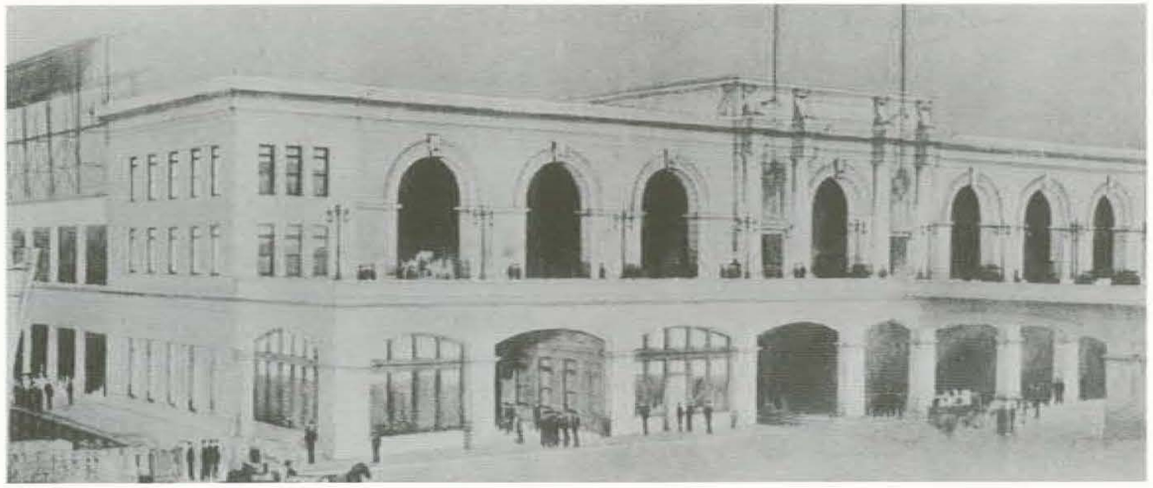
South Boston's population grew dramatically after the Civil War, but slowed thereafter. Starting around 1895, the city's population as a whole began to decline, and South Boston's peak population was reached in 1910 at just under 72,000. This same period also witnessed a change in employment patterns. At the start of the industrial era, hundreds had been employed in local mills, foundries and factories, but by 1900, thousands were employed in shops and stores, mostly in the downtown.

The late 19th century also witnessed the decline of previously dominant industries. The increasing expense of shipping coal and iron to Boston from the south and west caused most of the iron foundries to close by the mid 1880s, as did the last glassworks. Boston was shifting from an active mercantile port to a center for steamship lines and railroad ferry terminals. At the turn of the century, South Boston was a center for rail operations, with rail lines snaking across the filled land to the water, and the combination of shipping, docks, wharves and rail facilities made South Boston the heart of Boston's industrial waterfront.

As manufacturing grew in importance, proximity to both the experienced labor force of South Boston and to the downtown grew in importance. Manufacturing tended to locate in the area south of the wharves where machinery, iron, glass, brick, wagons, soap, elevators and beer were manufactured. In 1905, based on the revolutionary notion of creating a disposable razor blade cut from strips of thin



B.



C.

B. Wooden bridge to Castle Island, c. 1918

C. Commonwealth Dock Head House, c. 1912

sheet steel, the Gillette Safety Razor Company opened its South Boston plant.

Boston's fishing fleet consolidated in South Boston, giving rise to a robust seafood processing industry that continues to this day. In 1914, the Commonwealth of Massachusetts built the Boston Fish Pier, transferring the city's fishing industry previously housed along Atlantic Avenue. The 1,200 foot long, 300 foot wide pier provided an efficient facility for fishermen, fish processors, and fish distributors and, at the time, was considered to be one of the most modern of its kind in America. Over the next few decades, the decline of the industry reduced landings on the Boston Fish Pier, leading to its deterioration. In 1972, it was purchased and restored by the Massachusetts Port Authority. A handsome brick and stucco structure of neo-classical design, the Boston Fish Pier is eligible for listing on the National Register of Historic Places.

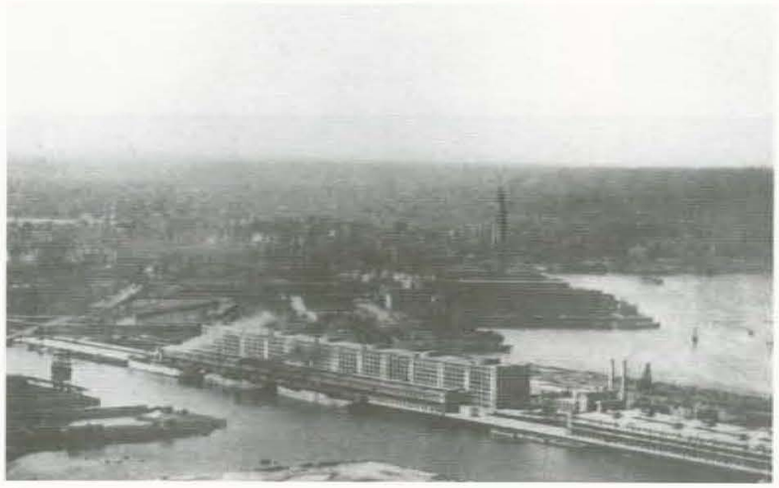
Commonwealth Pier, also completed in 1914, supported the largest pier building in the world at the time. Through the use of an enormous two-story shed structure, Commonwealth Pier could handle both freight and passenger traffic, with railroad tracks entering the Pier at grade and a viaduct 30 feet above the street carrying vehicles traveling from Summer Street to the upper level. Essential to the structure's efficient design was its intermodal capabilities – passengers and cargo could be transported by rail or truck directly onto the pier where they were transferred to vessels waiting at the apron, while passengers waited to embark in the facility's elegant Beaux Arts headhouse.

As industry was evolving, the growing South Boston neighborhood was also enjoying the waterfront for recreation. In 1918, the wooden bridge connecting Marine Park and Castle Island was opened, allowing thousands of visitors and South Boston residents to enjoy views of the water set against the Boston skyline.

In 1920, the U.S. Government purchased land in South Boston to create the South Boston Naval Annex, including Dry Dock No. 3, which became the only facility of its kind north of Philadelphia capable of accommodating capital ships such as the *Leviathan*, the

A. The Boston Army Supply Base, c. 1930

B. Boston Marine Industrial Park



A.

B.

Queen Mary, battleships and aircraft carriers. At the same time, the U.S. Army also purchased the adjacent land from the Commonwealth for the South Boston Army Base. Most of the buildings on the two sites were erected between 1914 and the mid-1940s, with the Army Base in use during World Wars I and II, as well as the Korean War. During World War II, over 50,000 people worked around the clock repairing and overhauling American and Allied ships.

The Seaport's role as a shipping and distribution center began to decline in the 1940s, along with the decline of manufacturing in New England, as companies either went out of business or moved south and west. As trucking and airfreight outpaced rail and shipping, the area's advantage as an intermodal distribution point was eclipsed. Interstate highways made trucking cheaper than rail, and the Central Artery, built in 1959, cut off the area from the central core of Boston.

In 1956, the Massachusetts Port Authority was established and began to buy and rehabilitate port properties. In 1966, the shipping company SeaLand pioneered the use of standardized containers in the trans-Atlantic trade, a move that would dramatically change the world's shipping industry. Massport created the Castle Island Container Terminal in South Boston, one of the first in the country, and in 1980, built a new and larger common-user operation known as Conley Terminal.

During the 1970s and 1980s, the City of Boston made acquisitions to promote maritime and industrial activities in South Boston. In 1974, the federal government closed the Naval Annex and shortly thereafter the land was acquired and transferred to the City's Economic Development and Industrial Corporation (EDIC) to promote economic growth and maritime industrial development. In 1983, EDIC added a portion of the former army base to its holdings and these properties now make up the City's Marine Industrial Park, housing approximately 200 businesses employing some 3,800 workers.

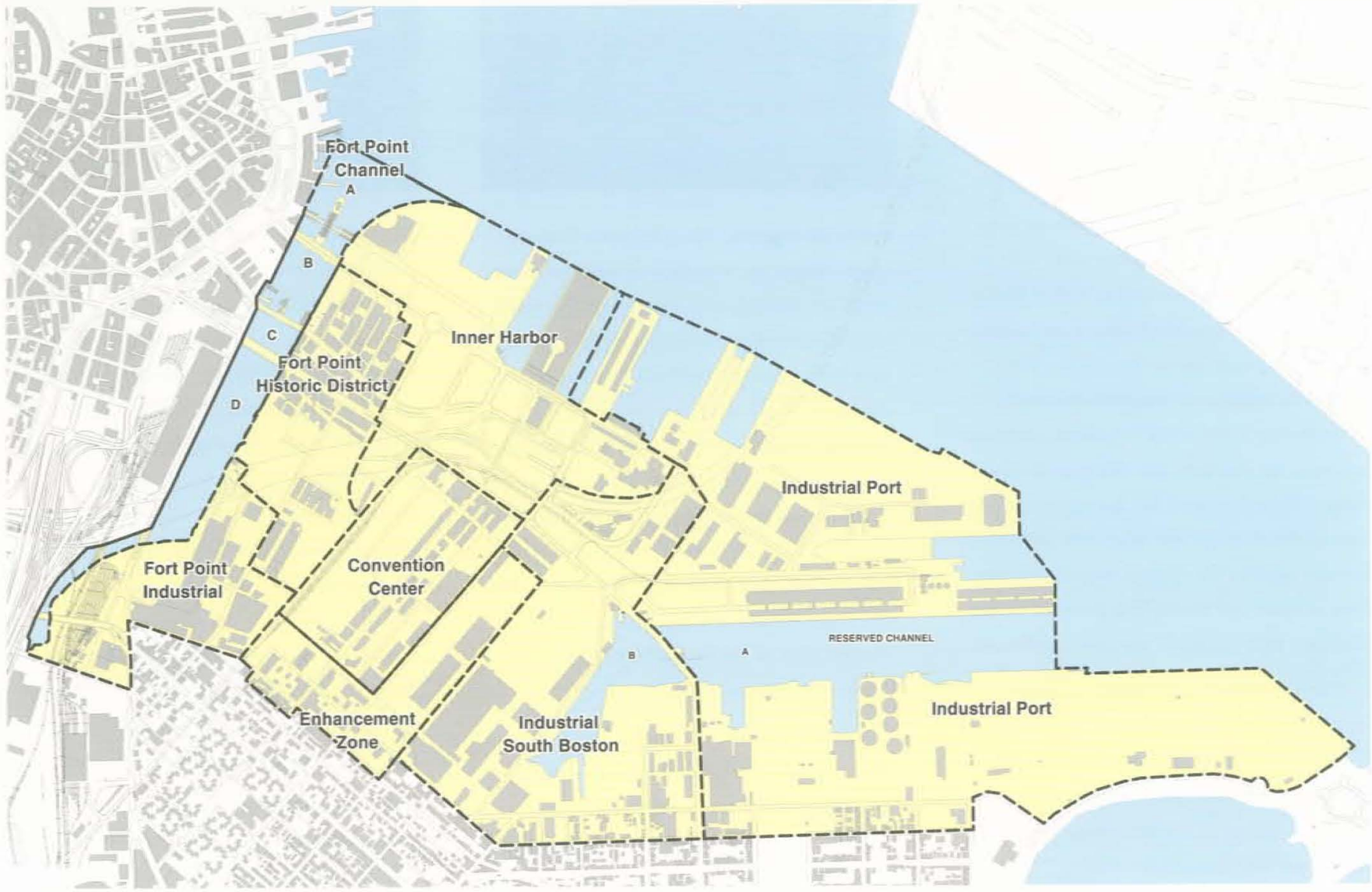
To ensure the competitiveness of Boston's port, a number of steps have recently been taken to enhance maritime industries. At the same time, portions of the Seaport closer to downtown have seen more service-oriented development in recent years, including a new federal courthouse, new and renovated office buildings, a hotel and restaurants.

For much of its history, the Seaport has been characterized by a pattern of land use that placed large tracts of land under the ownership of single entities, such as the Army and Navy, railroad or shipping companies, and major industrial operations. As economic uses and technological changes occurred, some of these entities left or reconstituted their businesses creating opportunities for a small number of private owners the ability to acquire large parcels of land. Today, this condition is particularly characteristic of the Inner Harbor subdistrict.

C. The Seaport Today

Over the years, well-defined districts throughout the Seaport have developed based on land use patterns. More recently, certain uses have emerged that will affect the long-term character of the area, and it is useful to conceptualize the Seaport in terms of these smaller districts. It is also important to note that, with the exception of the maritime industrial areas owned by the City of Boston and Massport, and the new Federal Courthouse on Fan Pier, the Seaport is predominantly privately-owned land.

C. The Seaport's subdistricts



C.

A.

B.

A. The Boston Wharf Company buildings

B. The M.V. Chelsea docked in the Fort Point Channel

Fort Point Historic District. Lying along the easterly edge of Fort Point Channel, this area is composed of large, ornamental brick warehouses constructed by the Boston Wharf Company in the late 19th and early 20th centuries, refurbished over time and now containing an eclectic mix of uses. A portion of this area, encompassing 98 industrial, commercial and civic buildings and five bridges, has been determined eligible for listing on the National Register of Historic Places.

Many of these former warehouses are now home to financial services companies such as Thomson Financial Services, as well as architects, engineers, graphic designers and photographers. In recent years, the area has also attracted a number of computer-oriented firms dealing with interactive media, computer software, the Internet, and web page development. There is a small but strong residential core in this district, and more than 400 artists live and work in the district, attracted to the type of space and atmosphere provided by the district's high-ceilinged, masonry warehouses.

A strong cultural and tourism presence emerged on Fort Point Channel with the opening in 1979 of the Children's Museum in a renovated brick and timber warehouse on Congress Street. It was later joined by the Computer Museum and the Boston Tea Party Ship, docked at the Congress Street Bridge, increasing the area's character as an important visitor destination. The Children's Museum has embarked on an ambitious redesign of its wharf area and adjacent water sheet for public educational and recreational programs, using Fort Point Channel itself as a learning resource. At the same time, the MBTA is working closely with the Children's Museum on designing a new park on an adjacent parcel as mitigation for the South Boston Transitway project. The U.S. Postal Service owns a large tract of land that spans from this district into the adjacent Inner Harbor district along the western edge of the South Boston Bypass Road up to Summer Street.

Fort Point Channel. Given the significance of its water surface and the bridges that span it between the downtown and South Boston, Fort Point Channel itself has been designated as a district. The Channel is naturally divided into separate basins by the bridges crossing it, and each of these has been developed over time in a distinctive way. The City is currently studying issues associated with the Old Northern Avenue Bridge, while emergency repairs are being undertaken for its fender system. The Evelyn Moakley Bridge has taken over the vehicular function of the Old Northern Avenue Bridge. The reconstruction of the Summer Street Bridge is complete, the Congress Street Bridge is undergoing reconstruction, and work will soon begin on the Dorchester Avenue Bridge. A new Broadway Bridge has been built that aligns with Traveler Street, replacing the existing bridge, and the Old Colony Railroad Bridge will be replaced.

Fort Point Industrial. This area is home to the city's largest industrial employer, the Gillette Corporation, which employs some 5,000 workers in three shifts and produces more razors than any other factory in the

C.

D.

- C. The Gillette Company
- D. The Seaport Hotel

world. RCN also has a facility here. The Post Office will relocate its vehicle maintenance facility further north and demolish the existing building.

Inner Harbor. As rail transport went into decline, much of the land formerly occupied by rail yards was sold, resulting in several large tracts of land in the ownership of just a few entities, including the Fan Pier Land Company, McCourt-Broderick Limited Partnership, Anthony Athanas, Massport, and the U.S. Postal Service. A good deal of this land has been given over to surface parking for Financial District commuters, a condition still very much in evidence today.

Today, the Inner Harbor's waterfront location and convenient proximity to both the Financial District and Logan Airport, combined with the anticipated improvements to transportation capacity, make this precinct a prime focus for new growth.

Significant development has occurred in the district in recent years. The World Trade Center meeting and convention facility, completed in 1986, has created a magnet for business visitors to the Seaport. The 1914 Commonwealth Pier building, listed on the National Register of Historic Places, was rehabilitated into an 850,000 square foot, state-of-the-art complex that includes an exhibition hall, amphitheater, conference and meeting space, along with commercial office space. Across Northern Avenue, several complementary buildings are being developed as part of the World Trade Center complex. The 427 room Seaport Hotel opened in 1998, the East Office Building broke ground in July 1998 and is scheduled to open in the summer of 2000, and the West Office Building is currently in the planning stages. Major office tenants will include Fidelity Investments, which developed the complex as a joint venture with the John Drew Company.

A new federal courthouse opened on Fan Pier in 1998, accommodating courtrooms, chambers and office space for the U.S. Court of Appeals and the U.S. District Court as well as the U.S. Attorney's Office and federal marshals. It replaces facilities in Post Office Square's McCormack Building.

The Boston Convention and Exhibition Center. Bounded by the Haul Road to the west, Summer Street to the north, D Street to the east and Cypher Street to the south, this site is the location of the new Boston Convention and Exhibition Center, the catalyst for a wide range of related uses and activities in the

A. The Foundry

Seaport. Planned as a 1.7 million square foot facility containing a 600,000 square foot exhibition hall, the BCEC will ensure that Boston remains competitive in the convention and business meeting market. Scheduled to open in 2003, it will, when fully built out, attract some 500,000 delegates annually to Boston and will generate an infusion of direct spending from convention delegates and tourists at hotels, restaurants, retail shops and other businesses that will help support the economy of the area. The convention center is expected to create demand for new hotels and related tourist and hospitality uses north of Summer Street. Increased pedestrian activity will also help support local retail activity and enliven the area's streets and sidewalks.

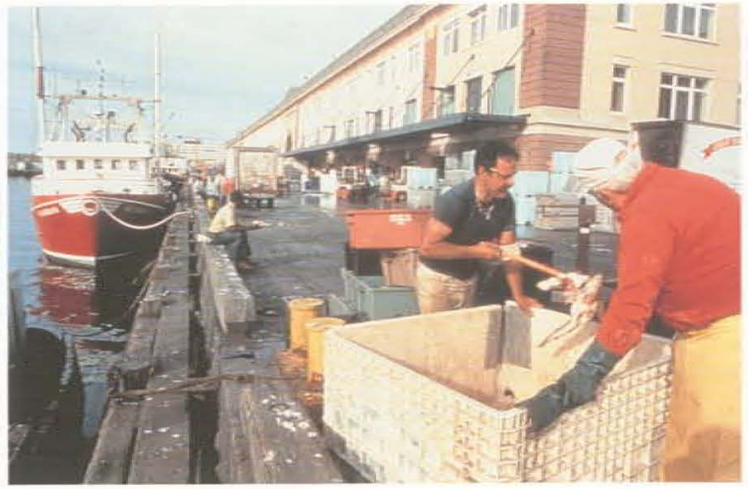
Enhancement Zone. With the assistance of South Boston community representatives, the Enhancement Zone was created on the east and south of the convention center where entertainment uses would be prohibited to limit potentially adverse impacts on the South Boston community. The Enhancement Zone is viewed not as an area of division between areas and uses, but one of compatible transition, where affordable housing for South Boston residents can be constructed.

Industrial Port. Many of Boston's maritime industrial activities are located in this district, due in part to the area's deep water access, including intermodal cargo transportation, seafood offloading and processing, ship repair services, and the cruise ship industry. Uses that support the port are located throughout the backlands. In 1996, the BRA and Massport developed the Port of Boston Economic Development Plan, which evaluated Boston's port industries and recommended strategies to help them remain competitive. Currently being implemented, these strategies have informed the land use recommendations and urban design concepts for the Industrial Port district.

As the backbone of Boston's maritime strength, this district serves the needs of large, deep draft container ships at Conley Terminal. Under a recently established optimization program, Massport consolidated all container operations at Conley and all bulk cargo at its Charlestown terminal. This shift has resulted in the need for additional container warehousing and distribution facilities, prompting the development of a new the International Cargo Port trans-shipment facility in the Seaport.

A.

B.



C.

D.

B. Reserved Channel

C. Seafood processing at Fish Pier

D. Ship repair at Dry Dock No. 3

The City's Marine Industrial Park (MIP) is located within this district. The City has made over $40 million in improvements to the infrastructure of the MIP, which in turn has leveraged more than $150 million in private investment. Today, approximately 200 businesses employing more than 3,800 people are located in the MIP in such diverse activities as food processing, ship repair, interior design, printing, circuit board assembly, seafood distribution, and general warehousing, among others. The BRA recently submitted a Master Plan for the MIP to the Commonwealth's Executive Office of Environment Affairs that retains the City's ownership of the park and requires a minimum of two-thirds of the land area be devoted to water-dependent industrial uses.

In addition, the City recently completed a new 70,000 square foot state-of-the-art seafood processing and distribution center in the MIP, allowing the retention and growth of businesses being displaced by infrastructure projects in the vicinity. This building is the first phase of a planned seafood district, and Massport is planning a second phase. These facilities complement both the Boston Fish Pier, home of Boston's fishing fleet, where offloading, processing and distribution are carried out, and Cardinal Medeiros Wharf, home of the lobster fleet.

This district also includes the Black Falcon Cruise Ship Terminal. According to Massport, the cruise industry is the fastest growing segment of Boston's commercial port activity. In 1997, over 100,000 passengers and 61 cruise ships called at Black Falcon and efforts are being made to upgrade Boston's capacity by creating a cruise port-of-call operation. Two dry docks, built originally by the U.S. Navy, are located here: Dry Dock No. 3, which can handle some of the largest ships afloat, including the *Queen Elizabeth II*, and Dry Dock No. 4, just off Northern Avenue.

A. Trucking is a key business in the Industrial Port

B. Existing zoning

A.

Industrial South Boston. This large tract provides backlands for port activities and space for general industry, including the Diversified Pappas site leased from Massport, assorted industrial and trucking uses along E Street, and a new Federal Express installation. Along the southern border of this district and the Industrial Port district between East 1st and East 2nd is an area where residential uses are mixed with industrial uses, identified because of the special care that must be taken to protect these residential properties from the impacts of their industrial neighbors.

D. Regulatory Context

Several laws, regulations and ordinances affect the development of the Seaport, and some of the more significant are presented here to inform the reader of the existing constraints and opportunities involved in planning the Seaport.

Municipal Zoning

The Boston Zoning Code sets forth the land use regulations for the City of Boston as promulgated by the Boston Zoning Commission. Since its adoption in 1965, the Boston Zoning Code has been amended continuously to manage economic growth and shape the City's urban fabric.

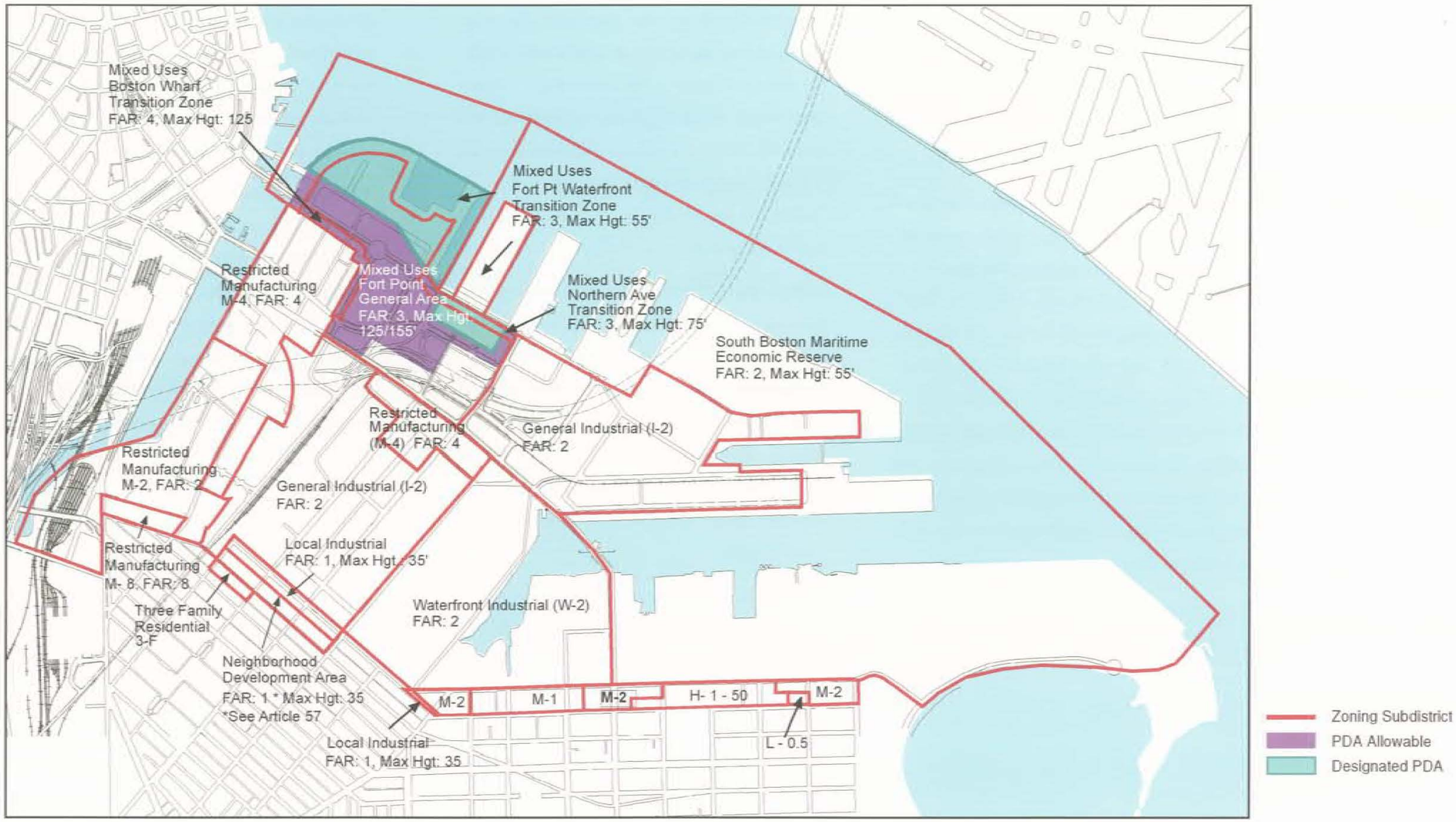
The BRA, as the City's planning agency, is responsible for citywide comprehensive planning, special planning studies and zoning. In this capacity, the BRA has been responsible for conducting the City's comprehensive rezoning process that began in the mid-1980s. The new zoning that has been adopted since the 1980s reflects not only changes in Boston's built environment and economic character since the 1960s (when the earlier Zoning Code was adopted), but also a change in philosophy about the zoning process and its desired result. Where earlier policy relied on generic zoning controls and a minimum of public review, the new policies sought to preserve the distinctive characteristics of Boston's many neighborhoods and to incorporate community participation in the rezoning process.

Reflecting the new themes, Boston's zoning today incorporates community participation as an integral part of planning and zoning. It also sets forth detailed regulations to preserve and enhance the special character of each distinct area of the city, rather than relying on generic use and dimensional regulations. Using this fine-grained approach to zoning, the BRA is able to develop carefully crafted zoning regulations to achieve a vision for the Seaport that will result in a Boston district that is unique to its time and place. Often while planning is underway and new permanent zoning is being written, temporary zoning controls will be put in place to protect an area from inappropriate development during this period.

PERMANENT ZONING

The following provides an overview of some of the aspects of development that zoning may regulate.

• *Establishment of Planned Development Areas.* The zoning code contains a number of special overlay districts, including the PDA designation. A PDA designation allows for a more comprehensive balancing of the impacts and benefits of a project. PDAs provide for both greater flexibility and additional controls for project development. Through the use of a



B.

PDA designation, the City may be able to achieve, to a greater degree, certain public policy goals for a particular area, such as more affordable housing or public improvements.

• *Building height and density.* By establishing a maximum height and floor area ratio allowed for new development, the zoning will greatly determine the urban character of the new Seaport and the public's experience of place.

• *Use requirements.* The character of an area is determined in large measure by the types of uses found there. The zoning can specify which uses are allowed, conditional, or forbidden. The zoning may fine-tune this further, for example, setting a priority for a certain type of use or restricting certain uses from certain areas such as piers. The zoning may address the provision of water-dependent and water-related uses and require a percentage of the ground floor of buildings to be devoted to facilities that attract the general public.

• *Street wall continuity, street wall height and setback requirements.* These specific design requirements help to reinforce the importance of the street and mitigate the impact of taller buildings. Street wall continuity addresses how a proposed building must align with the existing building alignment of a particular block in order to reinforce the street wall. Street wall height sets a height of the building wall experienced by the pedestrian at the sidewalk edge; buildings elements taller than this height are required to be set back by a certain specified amount.

• *Open space.* The degree to which the public is invited into and made to feel welcome in new development projects can be greatly enhanced by the amount and type of open space provided on the private development parcel. The zoning can specify the percentage of the lot area that is required to be devoted to open space as well as requirements for public access.

• *Affordability requirements.* The zoning may contain mechanisms to achieve affordable housing either on-site or off-site.

• *Harborwalk.* In waterfront districts, the zoning specifies setbacks from the shoreline and from the ends and sides of piers. This is to accommodate the City's pedestrian waterfront walkway known as Harborwalk. Not only are developers required to provide this area for public use, they must design it according to the City's Harborwalk standards which include requirements for lighting, benches, signage, plantings and materials.

• *Design guidelines.* In recognition of the unique character of Boston's many districts, the zoning typically contains a set of urban design guidelines that express a design intent for an area. For example, in many Harborpark districts, an urban design guideline is that building elements should generally step down in height toward the water's edge. The design guidelines are in addition to specific design requirements.

• *Tidelands requirements.* For projects subject to state waterways requirements (discussed in the next section), the BRA must submit a recommendation stating whether it believes that the project would serve a proper public purpose and would not be detrimental to the public rights in tidelands. The zoning can provide guidance in making this determination by laying out the standards against which the BRA would judge a project. Typically such standards address public access to the waterfront and open space, housing affordability, water transportation facilities, and allowed uses on filled and floating structures.

• *Parking.* The zoning establishes parking requirements including where parking must be located (e.g., below grade) and may limit the amount of parking that may be provided.

Interim Zoning

Most of the Seaport is subject today to interim zoning rules that have been adopted or are pending before the Zoning Commission. These interim rules, known as an Interim Planning Overlay District or IPOD, were put in place to protect the area from inappropriate land uses during the time that this Plan and new zoning are in development. An IPOD establishes temporary zoning controls for an area while a comprehensive planning and rezoning process is under way. In December 1997, the Zoning Commission adopted an IPOD for the area along Cypher Street and D Street, south and east of the convention center site (the Buffer Zone IPOD; now referred to as the Enhancement Zone). In February 1998, the BRA Board approved a proposed IPOD for the entire Seaport area west and south of the Marine Industrial Park that has been taken under advisement by the Zoning Commission. If adopted, the Seaport IPOD is retroactive to the date of the first notice of public hearing, which occurred on March 2, 1998.

The IPOD overlays the Seaport's existing zoning, which would be replaced with new zoning regulations based on the planning that takes place during the IPOD period. This underlying zoning for the Seaport contains a mix of districts, some of which date to the 1965 version of the Zoning Code and some of which were adopted as part of either the city's Harborpark program for the waterfront or the rezoning of the city's neighborhoods. It is anticipated that, upon completion of review of the Seaport Plan and its approval by the BRA Board, an amendment to the Boston Zoning Code will be drafted codifying the recommendations of the Plan into zoning. This zoning amendment will require public hearings and approval by both the BRA Board and Boston Zoning Commission and, if adopted, the new permanent zoning will replace both the interim and underlying zoning for the Seaport IPOD area.

State Waterways Regulations

Chapter 91 of the Massachusetts General Laws (State Waterways Law) regulates the use of tidelands and other waterways in Massachusetts. Projects proposed to be built in an area within the jurisdiction of Chapter 91 must receive a license from the Commonwealth's Department of Environmental Protection, which has developed waterways regulations. Much of Boston's waterfront is subject to the Commonwealth's Chapter 91 jurisdiction. To protect the public's rights in tidelands, the waterways regulations require public access to property along the water and restrict its use to water-dependent uses and other uses that otherwise serve a proper public purpose.

The Commonwealth's stewardship of tidelands includes not only those presently under water *(i.e., flowed tidelands)*, but also those that were at one time under water but subsequently filled *(i.e., filled tidelands)*, moving inland to the point of the historic high tide line as it existed prior to alteration. However, the regula-

tions exclude so-called landlocked tidelands from those geographic areas subject to jurisdiction, applying only to those filled tidelands between the waterway and the first public way, or 250 feet from the water, whichever is farther landward. The only exception to this rule is in areas selected by the Commonwealth as Designated Port Areas.

An approximation of the area within Chapter 91 jurisdiction is included for informational purposes only on the plan entitled *Waterfront Regulations*. It should be noted that the determination whether the waterways regulations apply to any area of land or water or activity thereon, is made through a formal process known as a Request for Determination of Applicability.

For those land areas that fall within the jurisdiction of Chapter 91, the waterways regulations specify use, dimensions and other requirements for activities and structures. Some of the major regulatory requirements control setbacks, open space, building heights, Facilities of Public Accommodation at ground level and Facilities of Private Tenancy over water. The regulations distinguish between Commonwealth tidelands and private tidelands (the former generally being closer to the water).

• *Setbacks.* The waterways regulations establish a water-dependent use zone that runs parallel to the present shoreline (including the ends of piers and wharves). The depth of this zone varies in proportion to the depth of the lot or pier (generally 25 percent).

• *Open space.* The waterways regulations establish two requirements relating to open space. The first limits the site coverage of nonwater-dependent buildings to approximately 50 percent. The second requires that approximately 50 percent of a project site on Commonwealth tidelands consist of exterior open spaces for public use and enjoyment.

• *Height.* The waterways regulations limit the height of new or expanded buildings for nonwater-dependent uses to 55 feet if the building is located over the water or on filled tidelands within 100 feet of the high water mark. Farther back, the height may increase by half a foot for each additional foot of setback on filled tidelands.

• *Facilities of public accommodation at ground level.* The waterways regulations require, in effect, that, if a building contains nonwater-dependent uses and is located (i) on private tidelands within 100 feet of the project shoreline, or (ii) on Commonwealth tidelands farther from the shoreline, the entire ground floor must be devoted to Facilities of Public Accommodation. (This requirement does not apply to buildings on private tidelands that are located more than 100 feet landward of the project shoreline.) The definition of Facilities of Public Accommodation is set forth in the waterways regulations but in general, a Facility of Public Accommodation is one at which goods or services are made available directly to the transient public on a regular basis or at which advantages of use are otherwise open on essentially equal terms to the public at large, rather than restricted to a relatively limited group, i.e., retail, civic, cultural and entertainment uses.

• *Facilities of private tenancy over water.* The Waterways regulations prohibit housing, offices, and other private nonwater-dependent development on pile-supported structures over water.

While Chapter 91 regulates tidelands statewide, the Waterways regulations allow for some municipal discretion. To accommodate local conditions of the various municipal harbors on the Massachusetts coast, the regulations allow municipalities to propose, through a Municipal Harbor Plan, specific use and dimensional requirements as substitutes for corresponding requirements in the waterways regulations. The substitute requirements, if approved, will apply to Chapter 91 license applications within the municipality.

The waterways regulations also contain requirements to protect the public's rights of navigation and the state legislature has established harbor lines for this purpose. The waterways regulations prohibit the extension of certain types of structures beyond these lines. The extension of structures beyond the state harbor lines requires legislation to either relocate that portion of the harbor line or to create an exception to the harbor line for an individual structure.

Designated Port Areas and Maritime Economy Reserve Districts

In 1978, the Commonwealth of Massachusetts, through its Office of Coastal Zone Management, established the Designated Port Area (DPA) program to preserve land along major shipping channels for maritime commerce, industry, commercial fishing and similar maritime-dependent uses. The waterways regulations include special requirements for uses and structures in DPAs.

The intent of the DPA program is to preserve the industrialized coast to meet the long term space needs of the water-dependent industries and to prohibit non-industrial or nonwater-dependent types of development that might have an exclusionary effect upon maritime commerce.

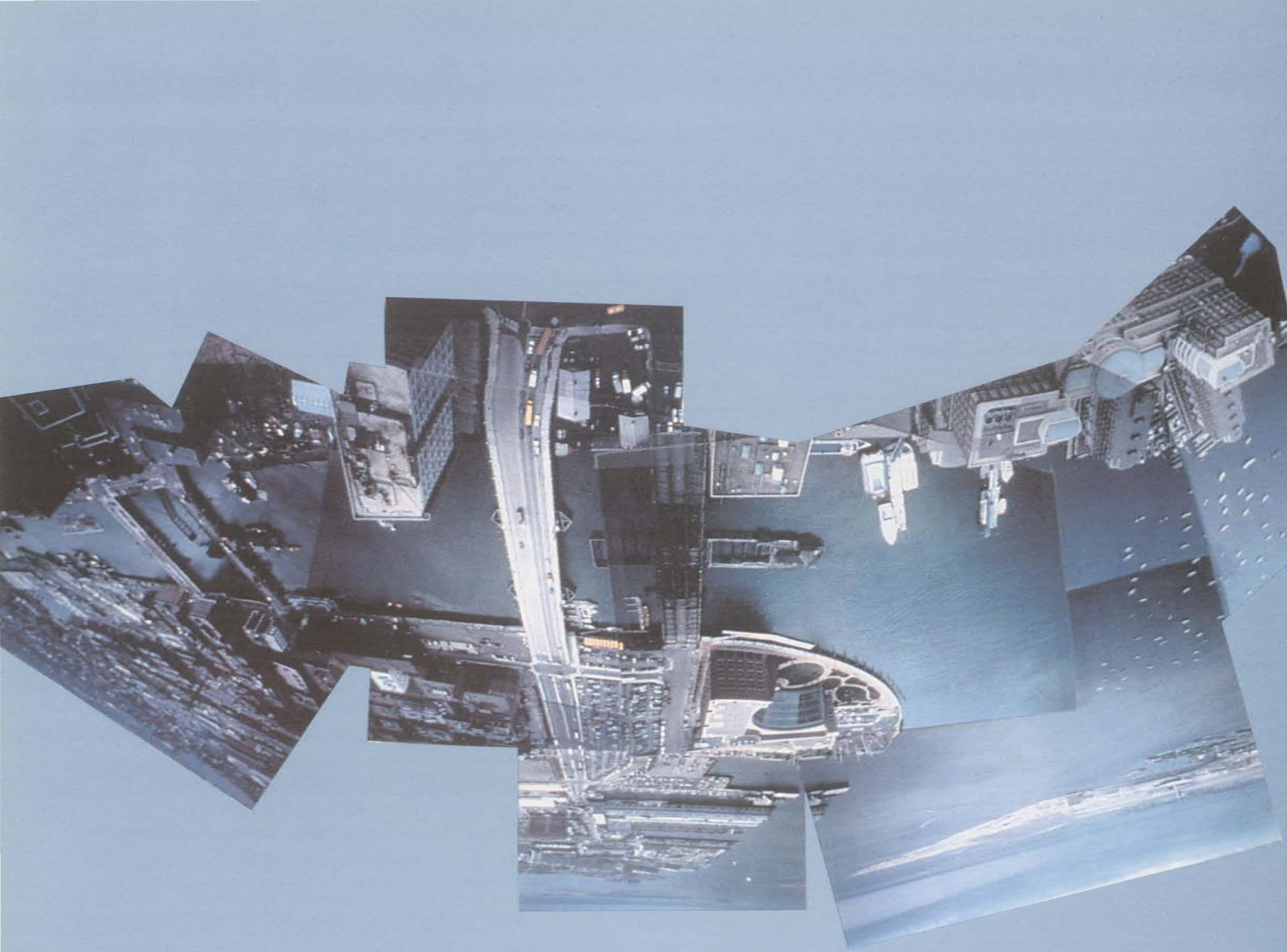
In 1988, the City of Boston established a new type of zoning district, the Maritime Economy Reserve (MER) district, to refine the land-use regulations applicable in the DPAs of Boston Harbor. While the Commonwealth's regulations permit certain nonmaritime industrial uses within DPAs, the Zoning Code's requirements for MER districts limit the allowed uses to maritime industrial uses and related maritime transportation and services. One of the City's MER districts is designated in a portion of the Seaport.

The Commonwealth has designated a number of DPAs in urban waterfronts throughout Massachusetts, including a portion of the Seaport. The Seaport DPA runs approximately from Commonwealth Pier, down Northern Avenue to Harbor Street, across the Reserved Channel, and along East 1st Street to Conley Terminal. This DPA covers a broader area than that included in the City's MER district.

Federal Aviation Administration Regulations

The Seaport is located across Boston Harbor from Logan International Airport's main westbound runway and portions of the Seaport's air space are used for departing flights. Under federal regulations governing airports and air traffic, an area of safe operation extends from a point at the end of every runway and stretches outward and upward. Obstructing this safe area may affect approach and departure patterns and could adversely restrict the weight allowed on individual aircraft, resulting in limits on passengers, baggage, or cargo permitted on flights below their normal capacity.

While the FAA does not regulate private development, the agency may determine if a particular development project poses a hazard to aviation and if such a determination is made, the FAA can order changes in flight patterns as well as runway alterations, possibly resulting in restrictions on Logan's capacity. Because physical development in the Seaport - depending on its location and height -- could have an adverse effect on capacity at Logan, the Plan takes this physical constraint into account in its recommendations and balances the goals of Seaport development with the need to minimize impacts on Boston's international airport.



Analysis

Bearing in mind the City's policy objectives discussed earlier, it is necessary to understand the physical opportunities and constraints of the site to see what may be possible. Historically, the city has had an ever-changing relationship with the water. In the 17th and 18th centuries, an intimate connection was established between land and sea as the Harbor became the natural and economic resource of the region. In the 19th and 20th centuries, the focus shifted inland with the expansion of the city – its landfills, the building of neighborhoods and institutions, and Olmsted's Emerald Necklace. The next century will bring the Harbor and the expanded metropolitan Boston together in a new way, linking the City, the Port, the Harbor, and the Islands.

A.

A. THE HARBOR SETTING

The Harbor has a distinct form and organization that defines not only the Seaport, but also Boston's sense of place within the larger geographic region. Boston's three bays and

B.

A. Boston Common and Public Garden, c. 1845

B. Fan Pier, c. 1920

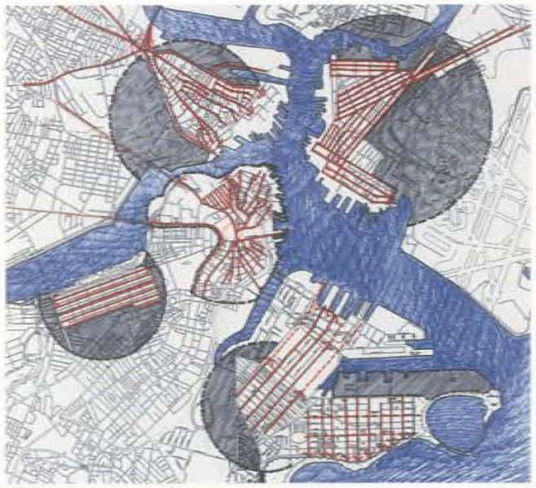
A. Diverse street patterns of water oriented neighborhoods

B. How Charlestown and the Shawmut Peninsula meet the water

five rivers form a powerfully legible and recognizable setting within the larger Massachusetts Bay. The Harbor has evolved as a regional natural resource, and within it, the Inner Harbor is essentially a channel located off the Bays and provides a memorable arrival to the city. The Seaport comprises the entire south side of the channel and has the potential to provide a strong, defining role for this significant entry.

1. Waterfront Neighborhoods

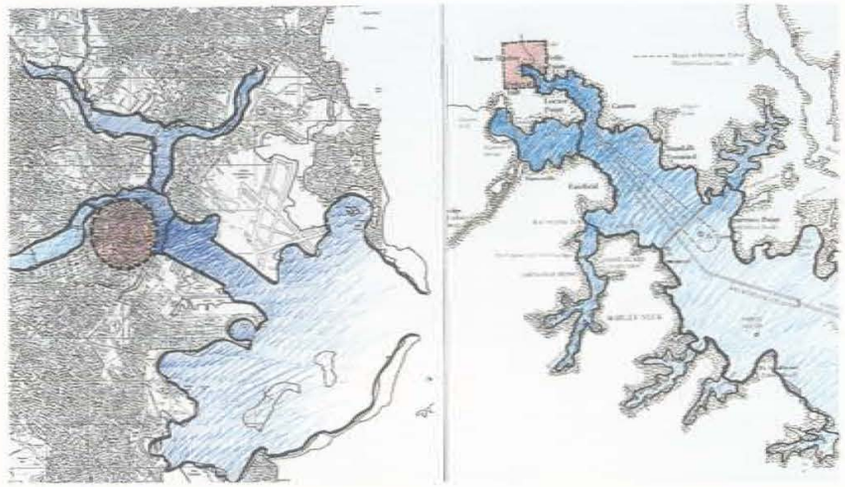
Several of Boston's historic neighborhoods cluster around the Harbor and give it its unique character and structure. Each neighborhood (East Boston, the North End, Charlestown, South Boston, Beacon Hill and Back Bay) comes to the water in a different way, with dissimilar street patterns and orientations, views and access, and topographic changes at the water's edge. The Seaport will become the next new neighborhood on the water, and its distinguishing characteristics will be derived from its vast size, large-scaled infrastructure, flat topography and unique mix of uses, including a working port.



A.

B.

C.



D.

C. Baltimore Inner Harbor

D. Scale comparison between Boston and Baltimore

2. Boston and Other Harbors

It is useful to compare Boston's harbor with those of other cities: to understand the relative size and scale of each, their respective physical and functional roles, as well as lessons learned from their harborfront revitalizations.

BOSTON. Boston's harbor is long and spread out, containing many waterfront uses and districts -- historic, residential, commercial, tourist, working port. It has great deep water access and will be greatly enhanced with the completion of several vast infrastructure and other projects -- highway and tunnel, airport, convention center and the Deer Island Sewerage Treatment Plant. It also has a complex mix of uses and a variety of scales and physical settings -- varying from small to large and from public (historic, commercial, civic, tourist-related) to more private or protected (residential or industrial). Other cities can provide clues for Boston about how uses on the water can activate, inform and give rise to landside development.

BALTIMORE. The overall length of the two harbors is similar: from the Key Bridge to Inner Harbor and downtown Baltimore is the same distance as from Deer and Long Islands to Long Wharf in Boston. Baltimore's Inner Harbor, however, is small and compact and its waterfront uses are highly concentrated. It has many boats and complex water programs. The Inner Harbor has become the city's central park resource; it does not have to be big to perform this role. The key to Baltimore's renewal was starting first with a water plan and then sorting out uses on the water in order to reinforce tourist, retail, office, civic and institutional uses.

A. Vancouver Inner Harbor

B. Scale comparison between Boston and Vancouver

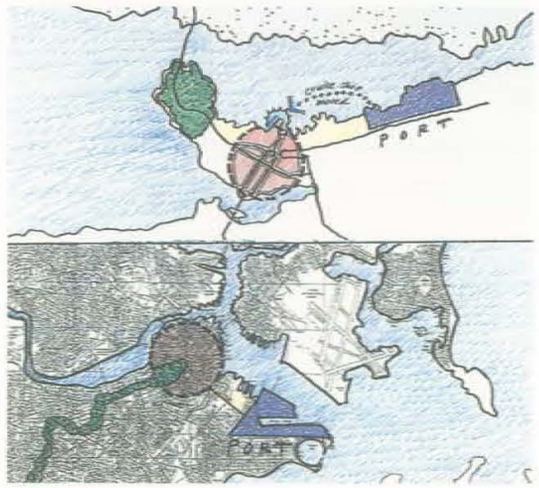
C. Sydney Inner Harbor

D. Scale comparison between Boston and Sydney

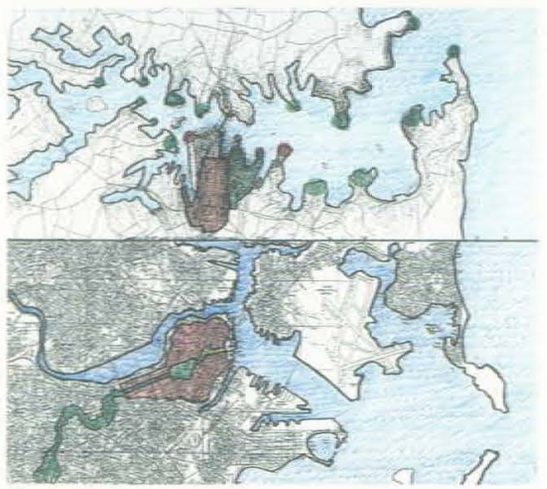
VANCOUVER: Vancouver's peninsula (the size of Boston's Shawmut Penisula) is this city's regional park. Vancouver's business district is in the center, while the Port District is remote, located to the far side. In order to activate the downtown, the new super-liner terminal was moved closer to downtown, using its deep water as a valuable resource that any city would desire. Other cities like San Juan, Sydney, and Miami have taken advantage of this resource to create activity centers downtown and reinforce major public projects. In the case of Vancouver, the ships now dock at the foot of the convention center, and with an IMAX and other visitor facilities, has created a new focus within easy walking distance of downtown. The Seaport, particularly with its underutilized piers (Pier 4, World Trade Center, and Fish Pier) near the convention center site, could be activated in a similar way.

A.

C.



B.



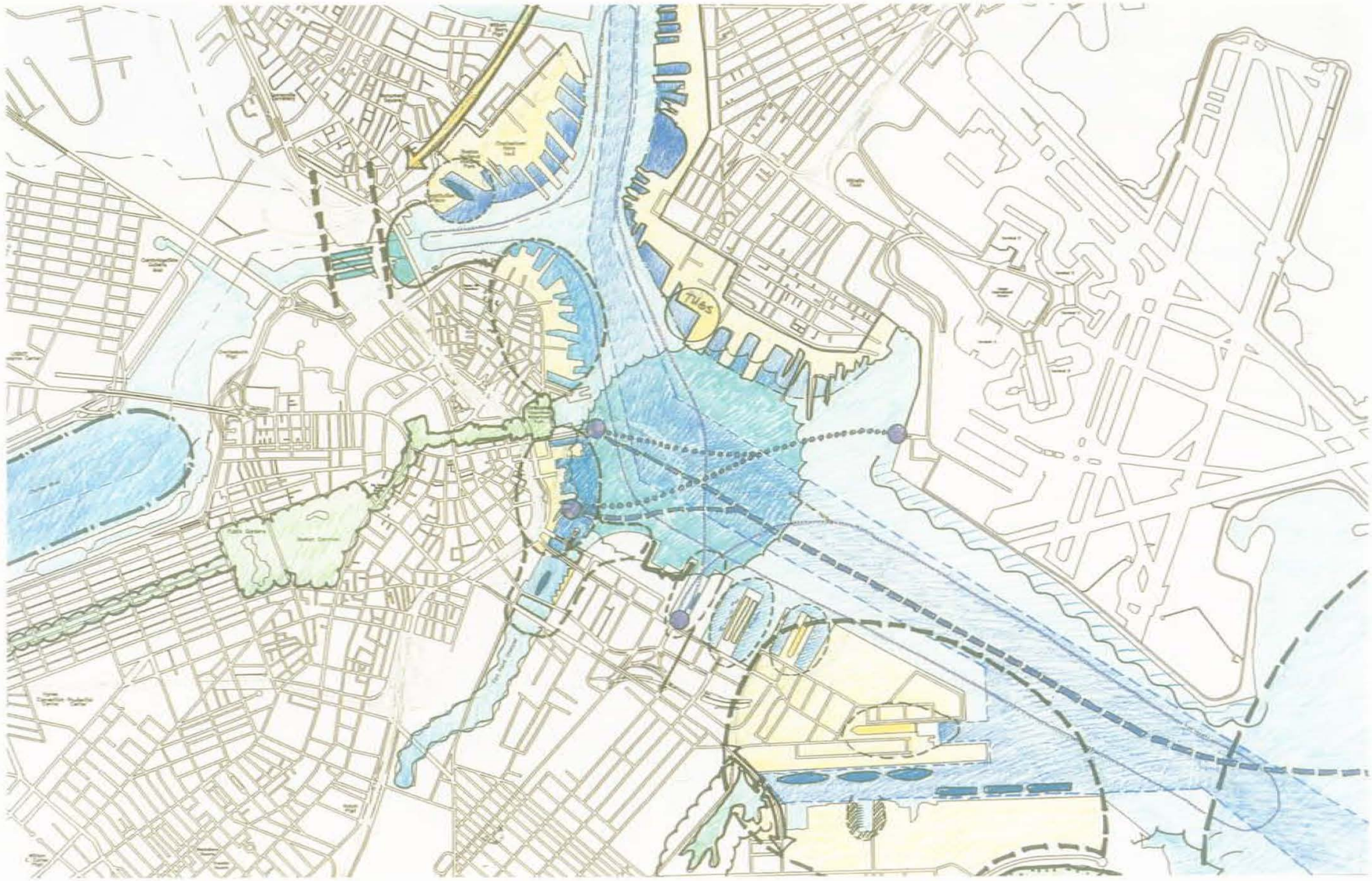
D.

SYDNEY. Sydney's downtown peninsula is very similar to Boston's downtown penisula in size, shape and scale. Sydney has developed a new convention/expo district adjacent to its historic core. It is a very concentrated area, but now quite separated by highway infrastructure and challenging topography. As another critical tool, water transport has become a source of activity for the downtown and has been the way to expand development along its harborfront. In addition, Sydney has established a public policy to designate the Harbor as its central regional park, providing a focus for the location of a variety of civic uses which now dominate the water's edge. The city has also devised strategies to encourage new in-town mixed use neighborhoods balanced alongside its traditional working port.

3. The Harbor as Transportation Corridor

The Harbor is activated by several water transport systems that share it with industrial port traffic–local water shuttle and taxis, suburban commuter, daily tourist excursions, longer overnight excursions and cruises. Over the long-term, these operations could potentially be located at various docking locations with multiple functions or users in order to activate specific portions of the harborfront. In addition, water transport can be linked to land-based transit in direct ways (South Station, North Station, the new Silver Line), in order to tie a dynamic harbor to the land. The Seaport lies at the center of this activity and can play a critical role in harbor transportation.

E. Harbor transportation corridors and zones



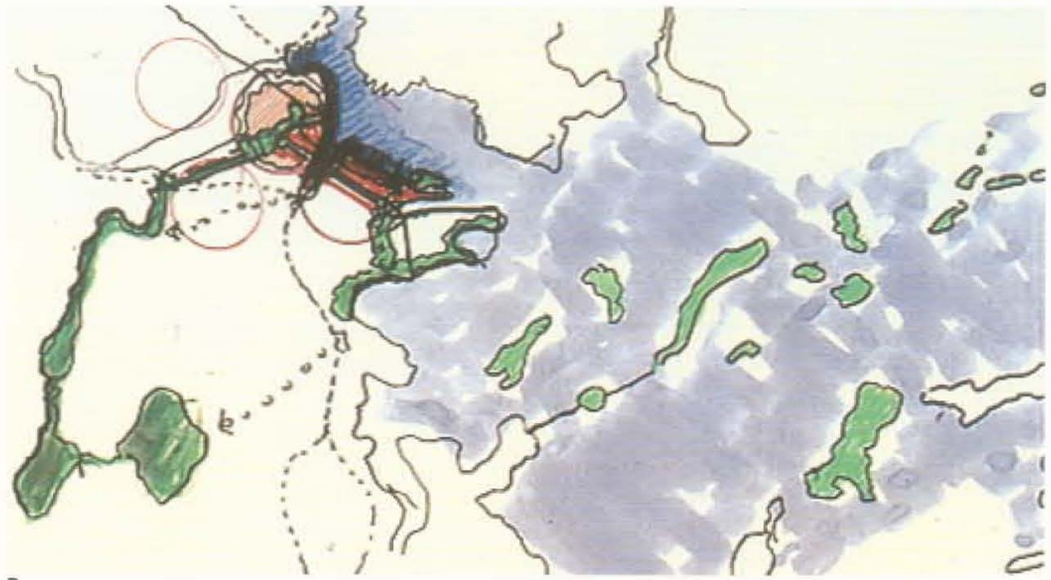
E.

A. Olmsted's 19th century Emerald Necklace

B. Larger harbor as a 21st century regional open space resource

C. Waterfront served by transit

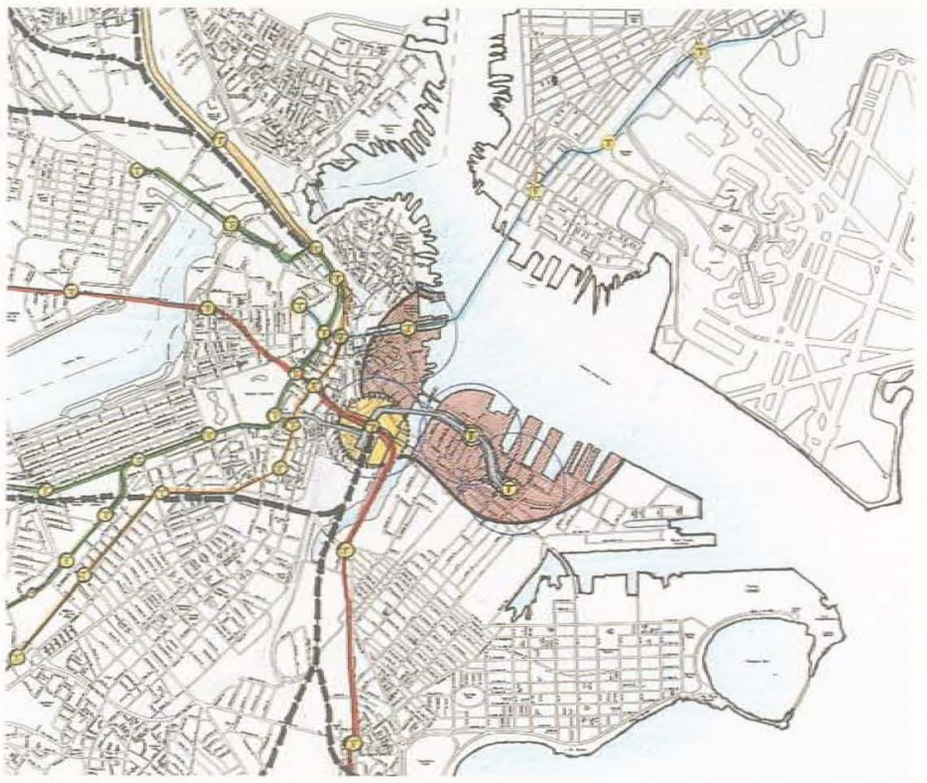
A.



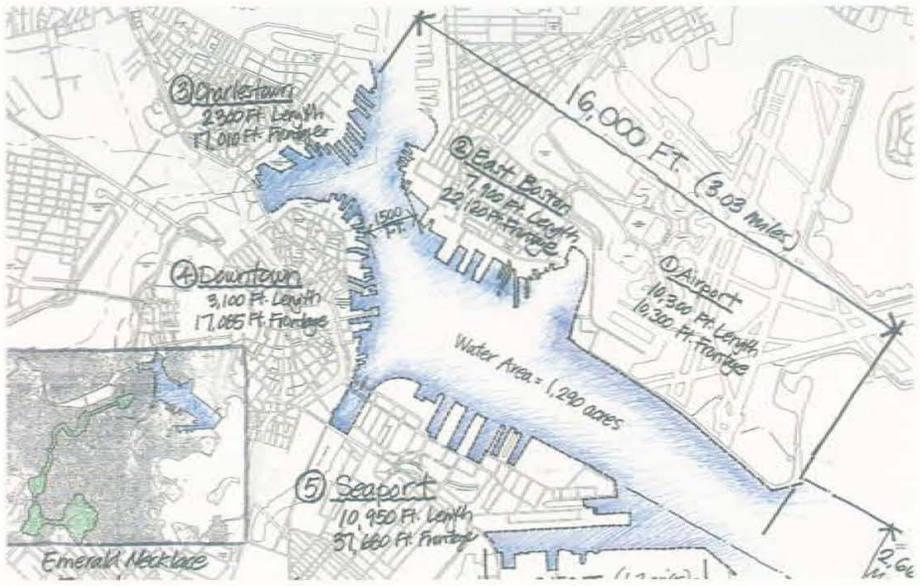
B.

4. The Harbor as Public Space Resource

The Seaport can play an important role in expanding Boston's public realm. As a collection of large parks and linear open space corridors, Olmsted's Emerald Necklace provides a rich open space resource for the city. The Walk-to-the-Sea first extended this system from the Common through City Hall Plaza and Quincy Market to Long Wharf. The Seaport can play a critical role in developing a



C.



D.

E.

D. Inner Harbor: a major open space

E. Inner Harbor: comparable to Manhattan's Central Park

harborfront link from the Olmsted system, as well as connecting the city to the Harbor Islands. It can also play a significant role in the Harbor's revival by tying into and extending the existing public realm of Boston – its public streets, parks, open space corridors and pedestrian and bikeways – along an activated waterfront edge.

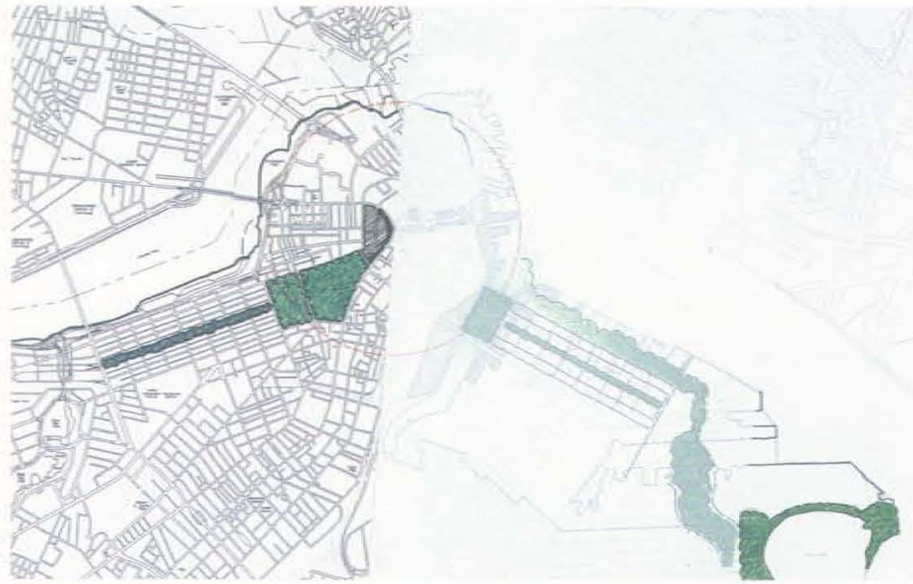
Two scale comparisons are worth looking at to illustrate the potential of the Harbor as an open space resource. The Emerald Necklace, a major component of Boston's public space system, reshaped over 2,000 acres of Boston when first built. Its frontage length is only 17.5 miles.

By comparison Boston's Inner Harbor is approximately 1,290 acres (water only, not including any area on land), about three miles long, and contains almost 20 miles of frontage, if one were to walk its entire length. This comparison suggests that the Harbor is potentially a major component of Boston's public space system. It is remarkable to note that in size, length, width and acreage, Central Park – at 895 acres and as the frontyard for Manhattan's neighborhoods – fits within the outline of the Harbor.

A. Open space and walking distance comparison

B. Back Bay open space system over laid onto the Seaport

A.

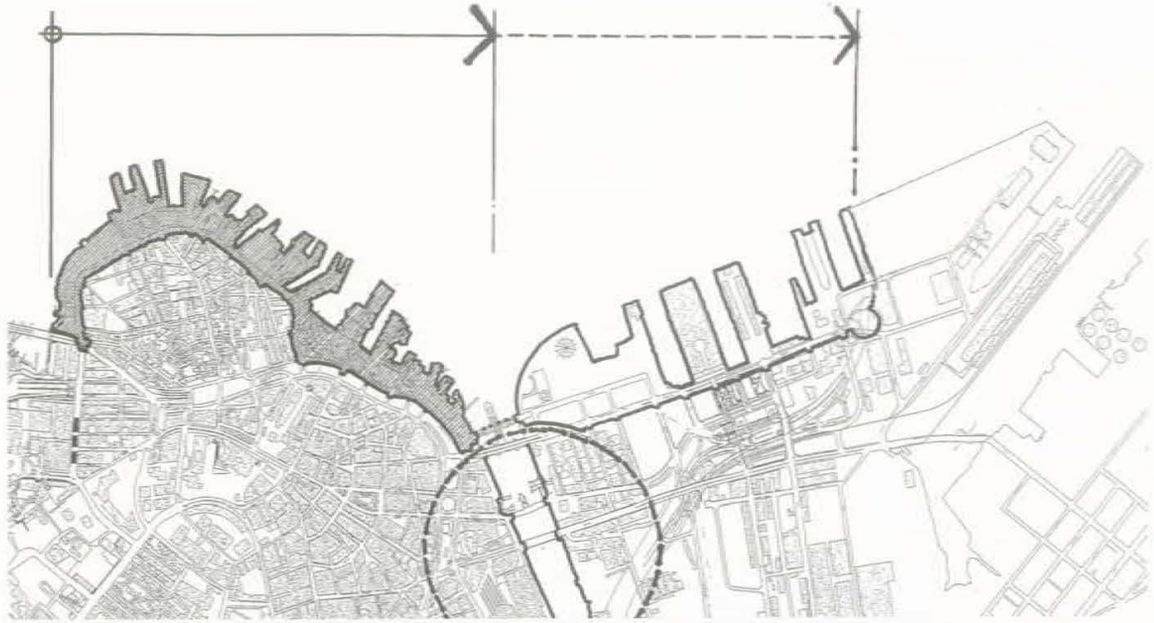


B.

Another comparison shows the physical relationship to a well-loved Boston public open space network comprised of the Public Garden, Boston Common, Commonwealth Avenue and the Fenway. The comparison demonstrates the scale of spaces and walking distances between places which are familiar to Bostonians as a city-making strategy for the Seaport. If we were to take this open space system and 'fold it over' onto the Seaport site, we would see several things:

- With City Hall Plaza as the centerline of the fold, the Public Garden lies over Fort Point Channel. The Public Garden is essentially the same size as the primary basin of the Channel.
- The distance from Fort Point Channel to the Fish Pier and Wharf 8 is roughly the same as that of Commonwealth Avenue from Arlington Street to Massachusetts Avenue, a comfortable walk for most Bostonians.
- And, if we extend from there the Fenway, it would act as a linear park corridor through the site from Wharf 8 to the L Street Beach and Castle Island.

The point of this comparison is not to replicate the Back Bay or its open spaces in the Seaport, but to show that the Seaport



C.

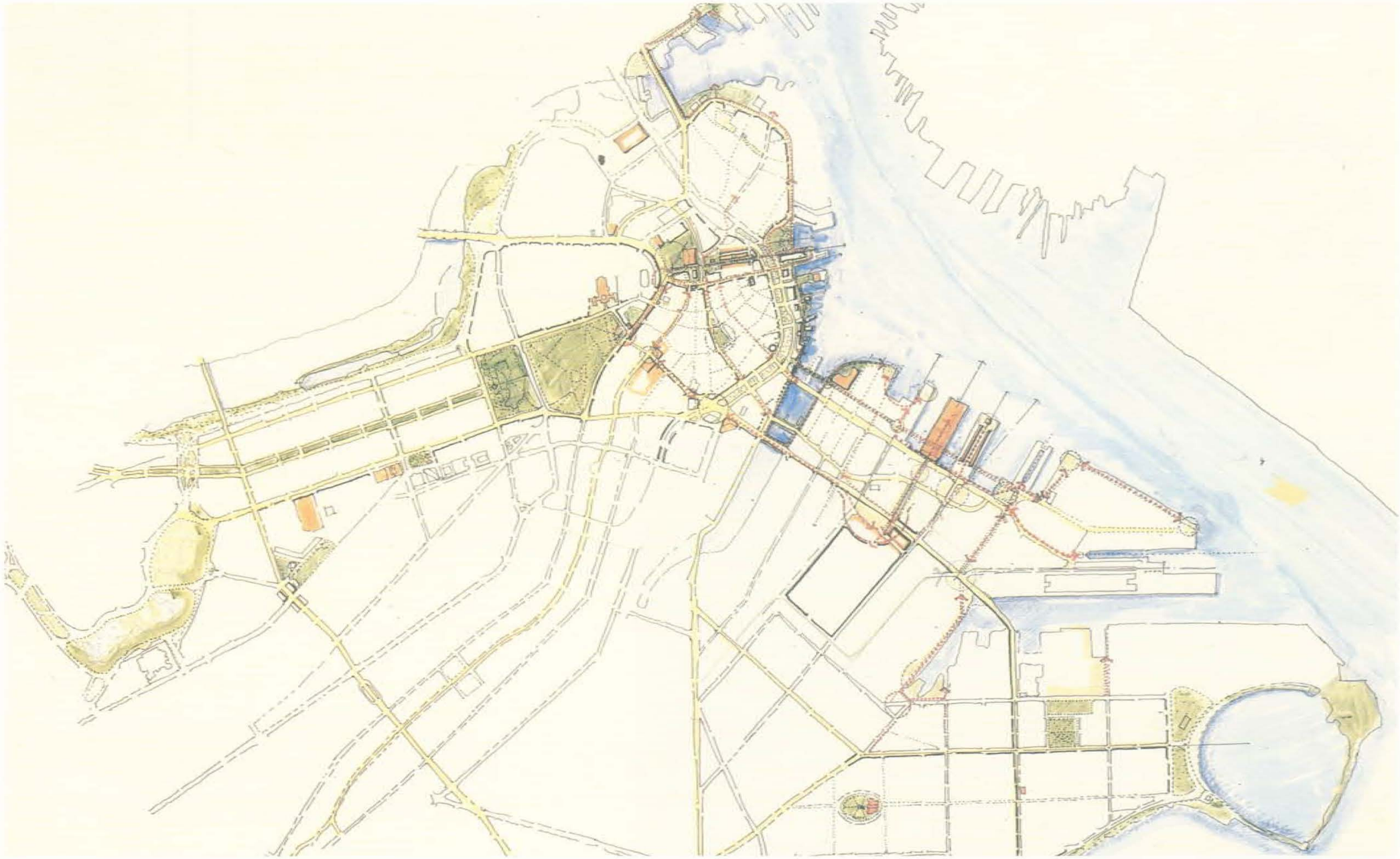
D.

could be organized on a similar scale with comparable walking distances and linear park traditions appropriate to the city. It provides a clue as to how one could provide multiple ways to connect South Boston to the waterfront.

By accommodating an extension of Boston's publicly accessible waterfront, the Seaport can literally double the length of downtown's waterfront and can function as a counterpoint in character and design to Boston's inland open spaces -- the Boston Common and Public Garden. This concept can also provide a vision for Harborwalk (rather than just a literal extension of the system around every pier within the district). This extended walk can connect existing neighborhoods with important cultural/civic/historic sites.

C. Fort Point Channel will serve to connect the waterfronts of downtown and the Seaport

D. Boston's Harbor edge

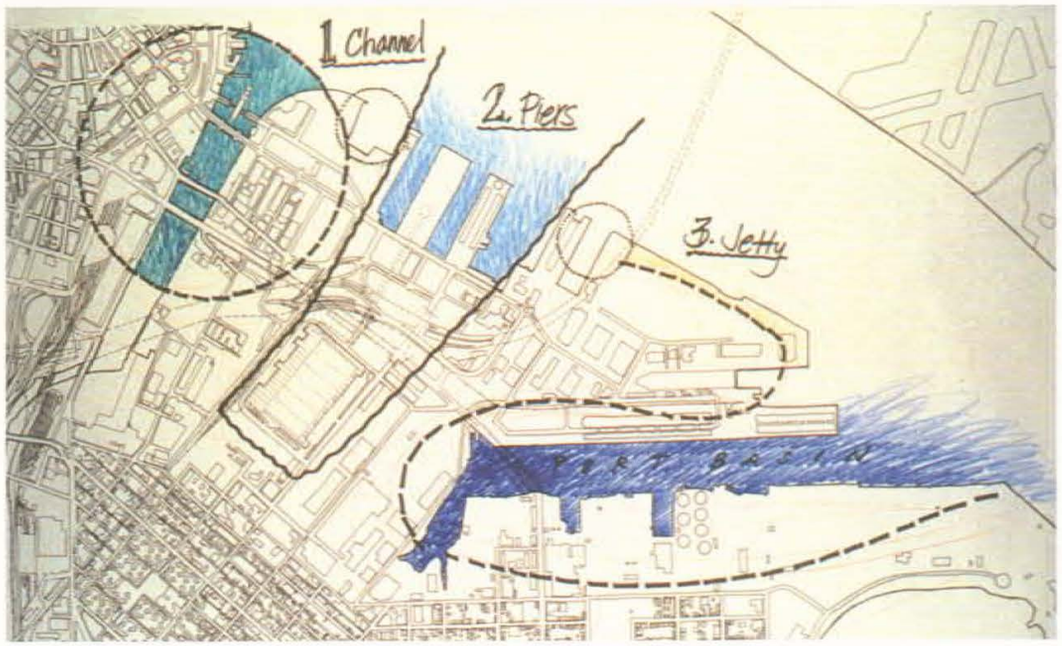


A.

B.

C.

D.



E.

- A. Public realm connections
- B. Fort Point Channel
- C. The Piers
- D. Reserved Channel
- E. The three districts centered on three bodies of water

B. THE SEAPORT

1. Three Districts of the Seaport

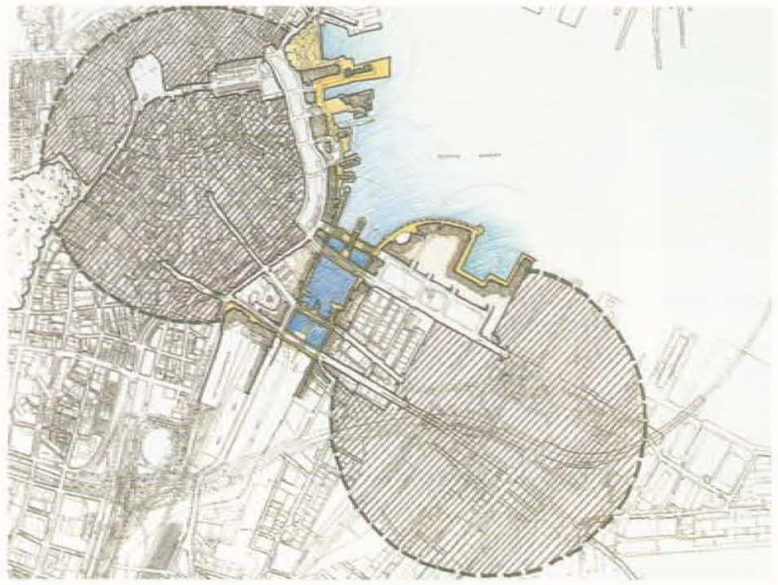
The Seaport can be seen as three distinct places, each defined by three differently scaled bodies of water: Fort Point Channel, the Piers, and the Reserved Channel. In this way, the size of this vast undefined area can be broken down and thought of as a collection of several neighborhoods and special places.

• *Fort Point Channel:* an intimately-scaled, narrow channel similar to a riverfront in the heart of an historic European city with active edges, small-scaled boats and activities in the water, many bridge crossings, and a pedestrian scale. As the critical place where downtown

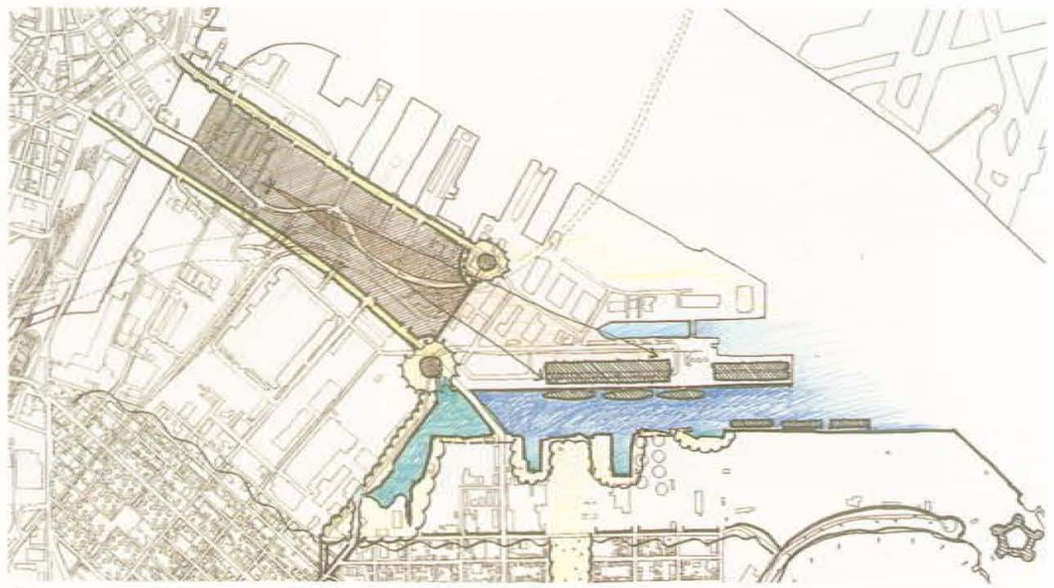
A. Fort Point Channel district's physical characteristics

B. Reserved Channel district's physical characteristics

C. The Piers district's physical characteristics



A.

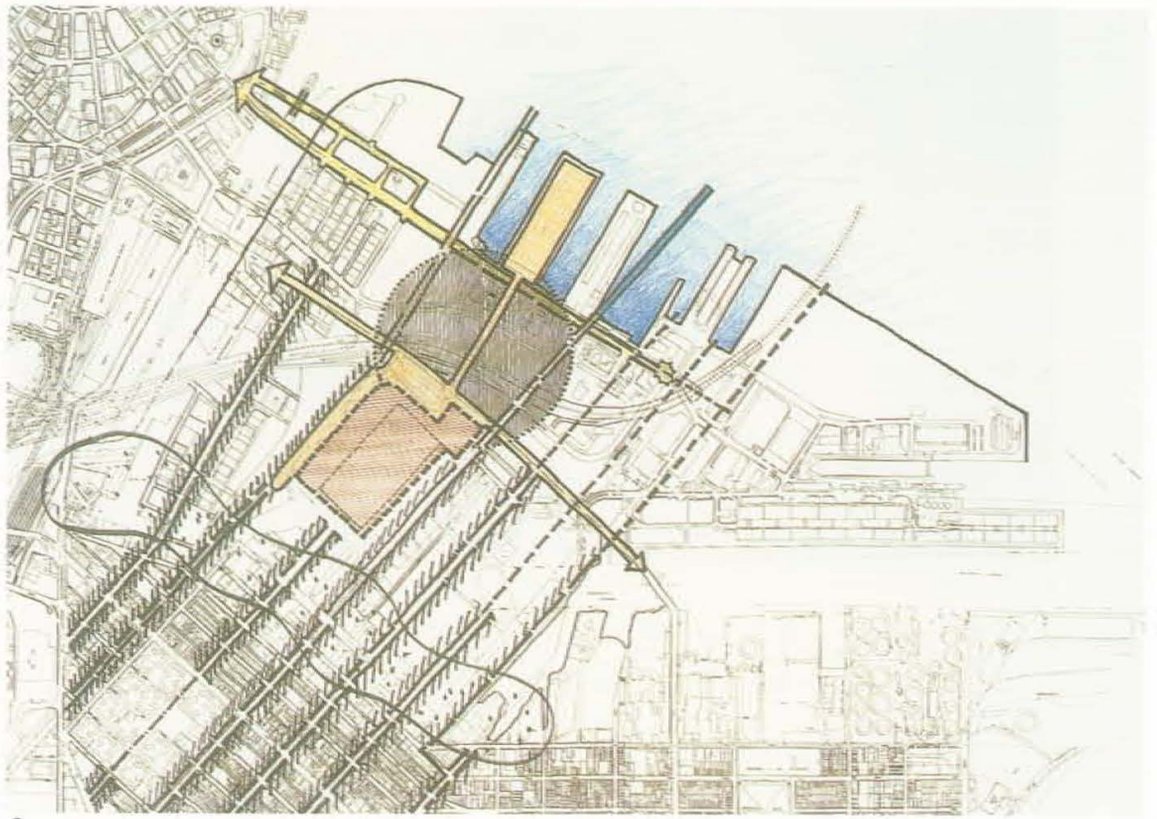


B.

meets the Seaport, it has the potential for becoming the next great civic space of the city.

• *The Piers:* the mid-scaled waterfront of the Seaport with large, long piers and slips that accommodate larger scaled boats and boating activity. The scale of the Piers (Fish Pier, World Trade Center, and Pier 4), deep water slips, and adjacency to the convention center make for a potential activity focus for visitors and tourists.

• *The Reserved Channel:* the largest scale of the three, wide open, the greatest expanse of water (the North Jetty, Reserved Channel and Dry Dock), an active, gritty location of port uses and industrial activity. The working port provides the great physical character for the Seaport, and its continued operations are



C.

D.

E.

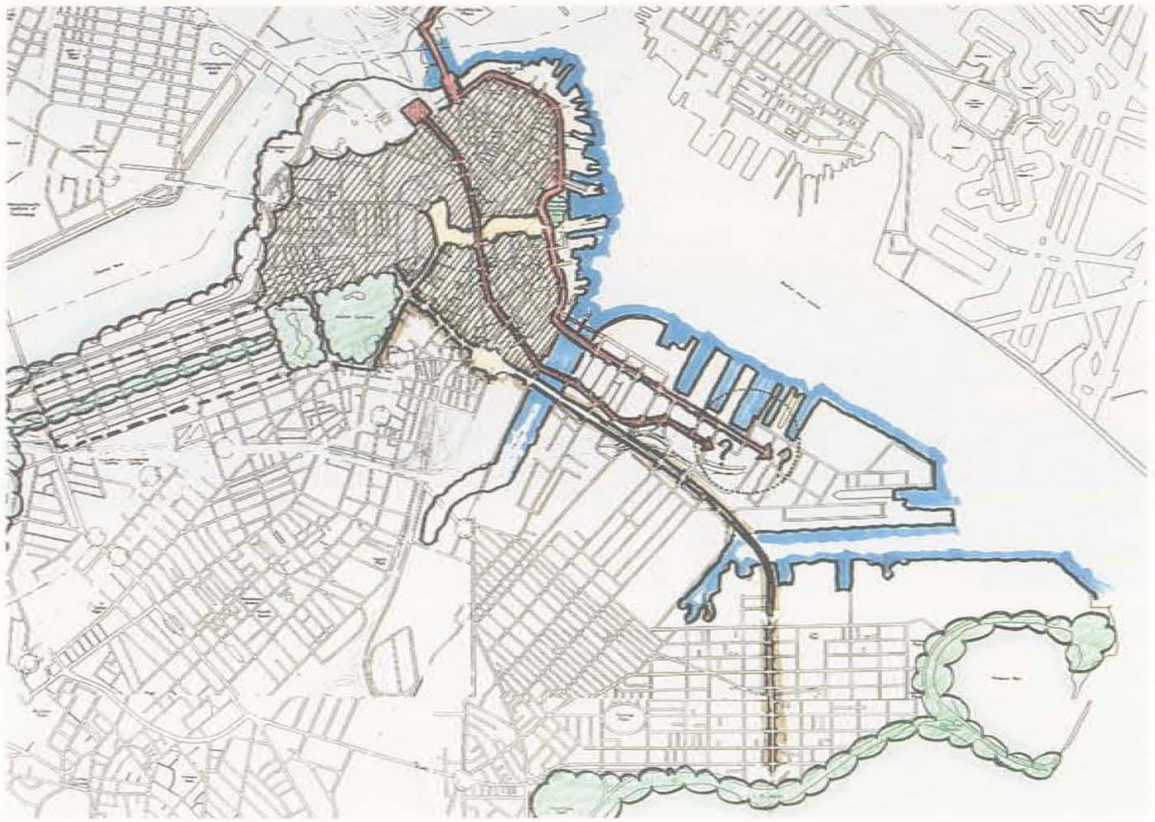
F.

D. Northern Avenue

E. Congress Street

F. Summer Street

G. The three main east-west streets connecting down town and the Seaport

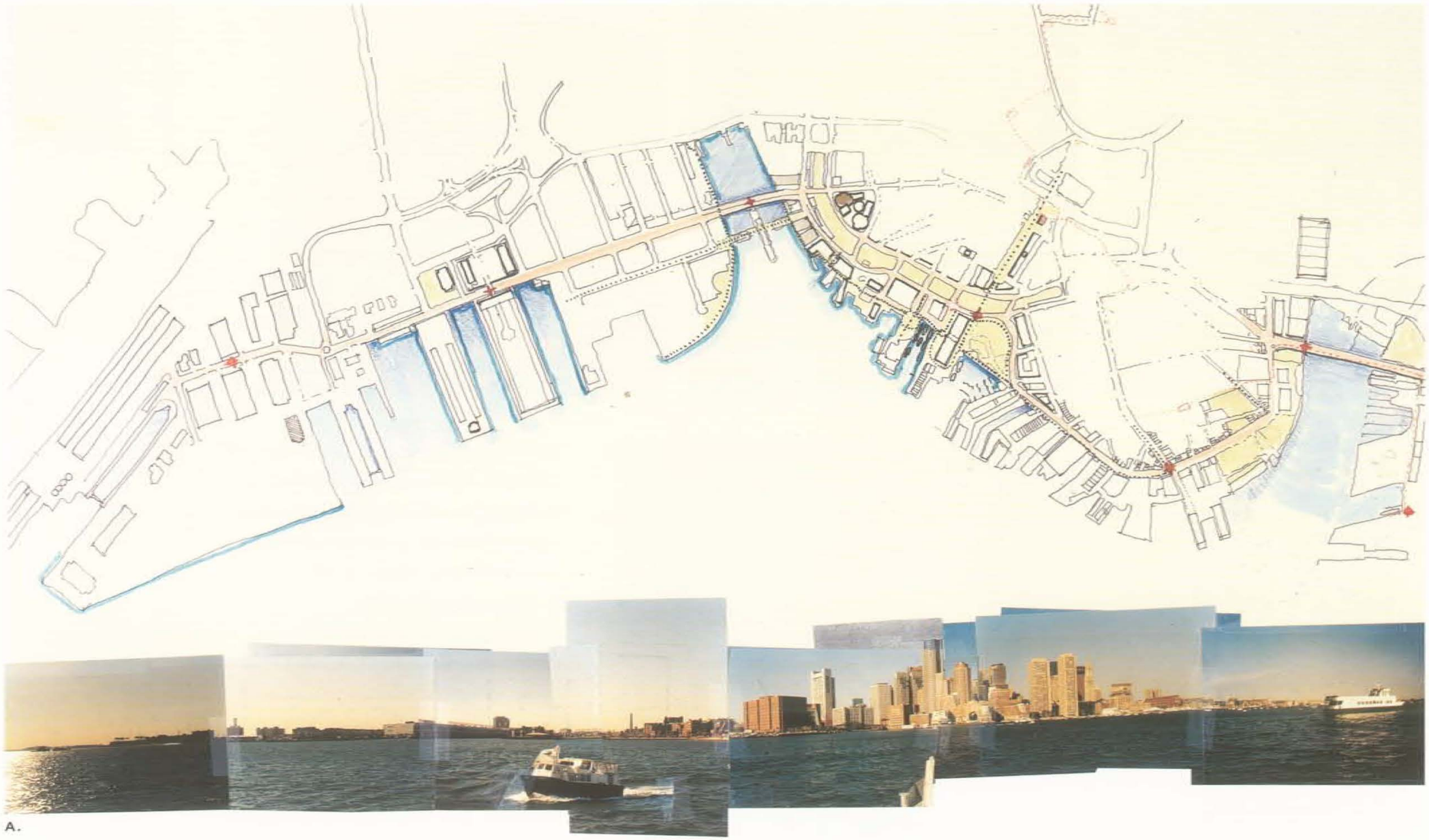


G.

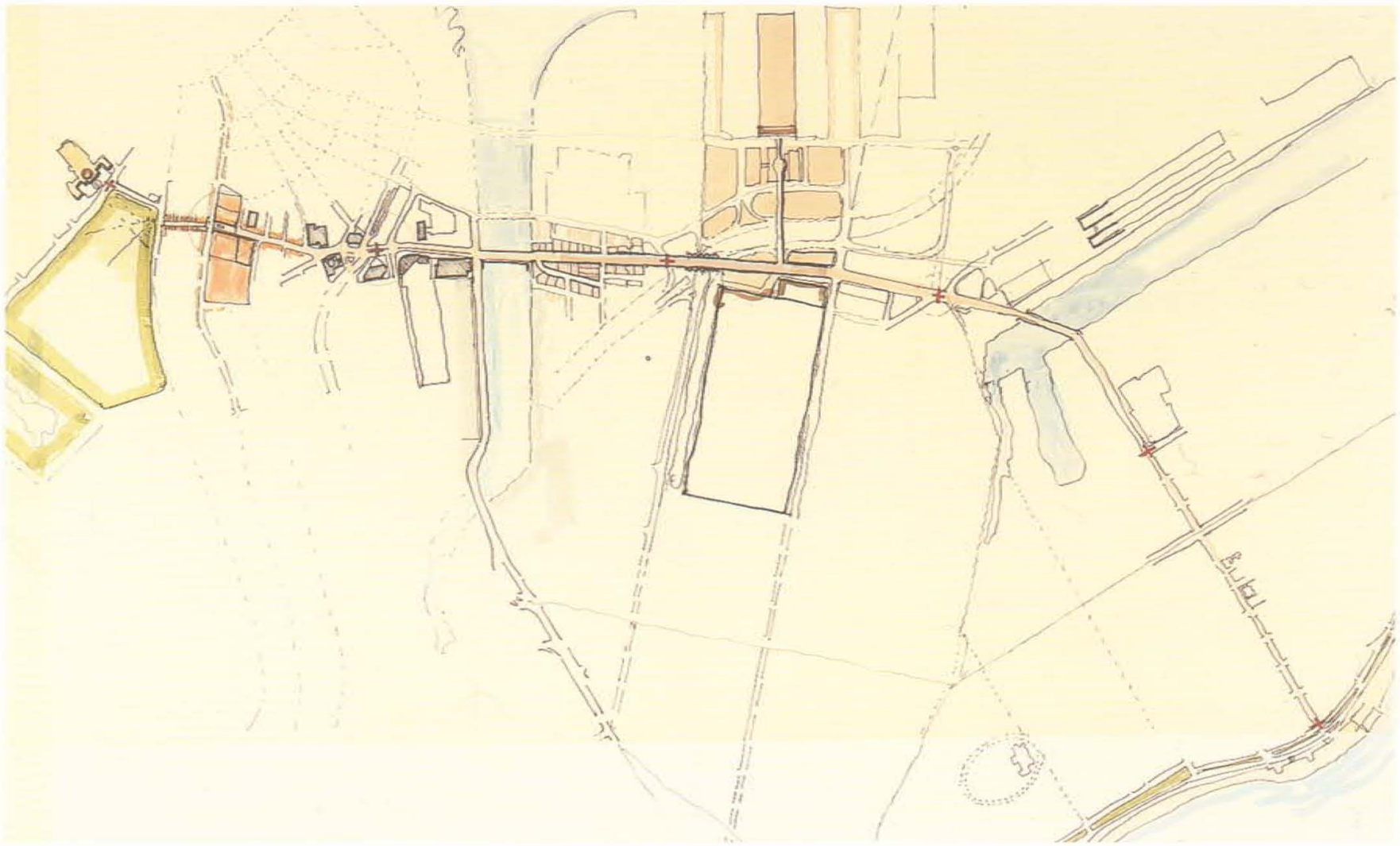
vital to the city. These operations also contribute to a place of great visual interest. From here one not only gets a sense of the entire Harbor, but an overview of the downtown and Harbor Islands as well.

2. Three Main Streets

Three main streets tie the Seaport to downtown and the rest of the city – New Northern Avenue, Summer Street and Congress Street. New Northern Avenue has the potential to become Boston's grand waterfront boulevard, similar to Pratt Street in Baltimore, Lake Shore Drive in Chicago or the Litoral in Barcelona. New Northern Avenue is the easternmost extension of a network of streets that begins in Charlestown, comes along Atlantic Avenue, crosses over Fort Port Channel and concludes at Wharf 8.



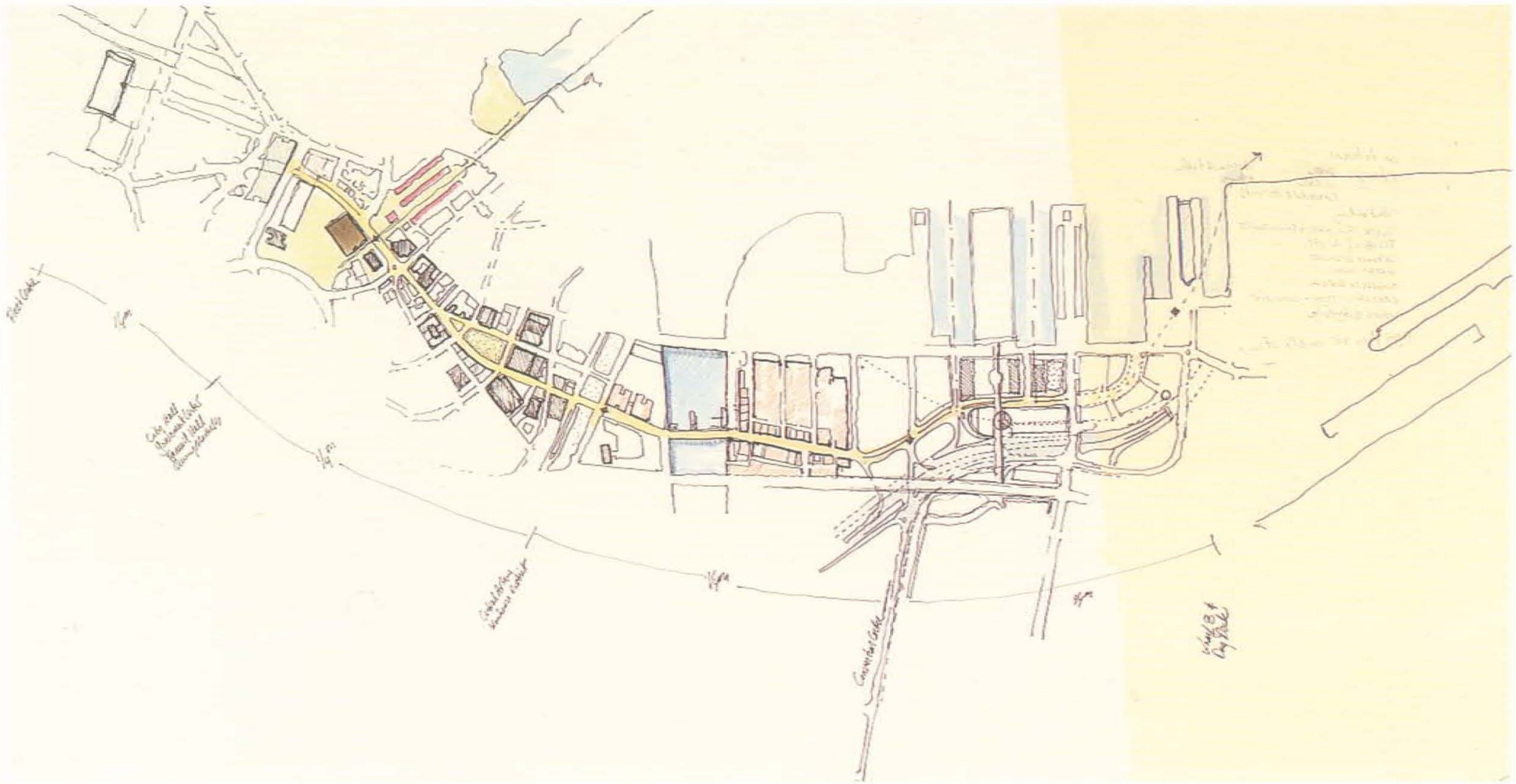
A.



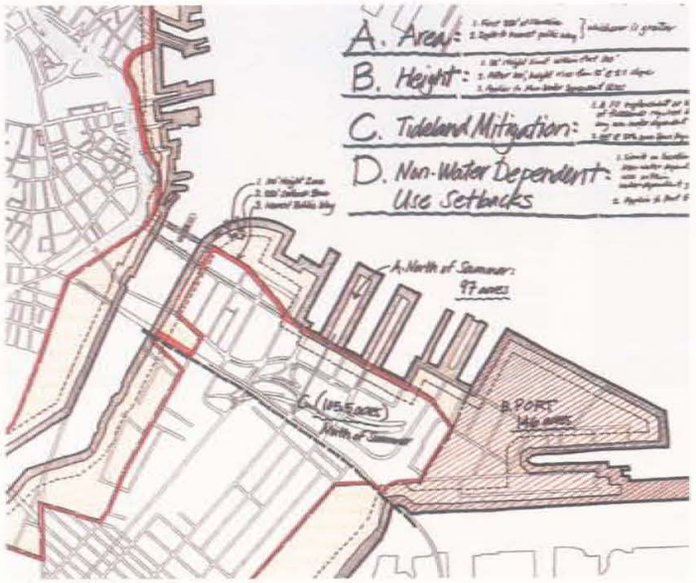
A. Boston's waterfront boulevard

B. Summer Street

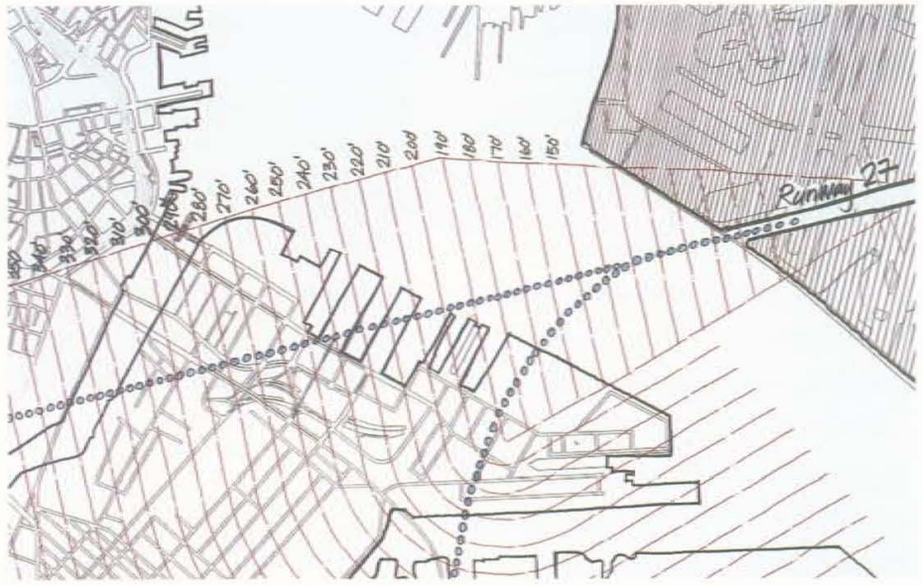
B.



A.



B.



C.

A. Summer Street
B. Chapter 91 regulations
C. Federal Aviation Administration height cone

The scale of the Seaport is not, however, 'old Boston' -- the Seaport's piers, in size and length, are bigger; the distance from New Northern Avenue to the water is twice that of Atlantic Avenue to the Harbor, and the street is much wider – but the pedestrian experience can be remarkable. The challenge here is to develop strategies to connect New Northern Avenue as much as possible to the water.

Summer Street is the Seaport's front door and address, the main civic street for the city, which starts at the Common, passes through the Seaport and South Boston, ending at the L Street Beach. It is wide, the longest of the three streets, with long distance vistas and is elevated in the heart of the district at the convention center. The challenge here will be to connect elevated Summer Street to other streets and to the water as well.

Congress Street is the in-between street, coming from the FleetCenter, behind City Hall, through Post Office Square and across Fort Point Channel through the Boston Wharf District. It is a narrow, winding pedestrian-oriented street for most of its length, but in the Seaport becomes part of the tunnel and highway access network and takes on a major change of scale and character. In the Seaport, Congress Street can serve a broad range of circulation and service functions including truck access from the Ted Williams Tunnel and to the Port. The challenge here will be to overcome the impacts of the highway and preserve some of the pedestrian character of Congress Street.

For the most part, the existing street pattern has little to do with a waterfront setting, nor is it comparable to the street grid of a typical Boston neighborhood: the blocks are too big, the north-south streets are discontinuous, and most do not reach the water. The area needs to be subdivided into smaller chunks organized around a finer grain of streets and blocks.

3. Site Constraints

Development in the Seaport is affected by Chapter 91, the state waterways requirements, and by the FAA flight cone from Logan Airport, which establishes effective limits for building heights, varying from 150 feet to approximately 300 feet. These two sets of requirements will affect use, open space, building bulk and treatment of the water's edge.

A. Highway tunnel construction in the Seaport

B. The impact of the Central Artery

C. Existing building heights and their relationship to the water

The application of these requirements results in relatively low buildings in comparison to development across the Channel in the downtown.

4. The Built Form

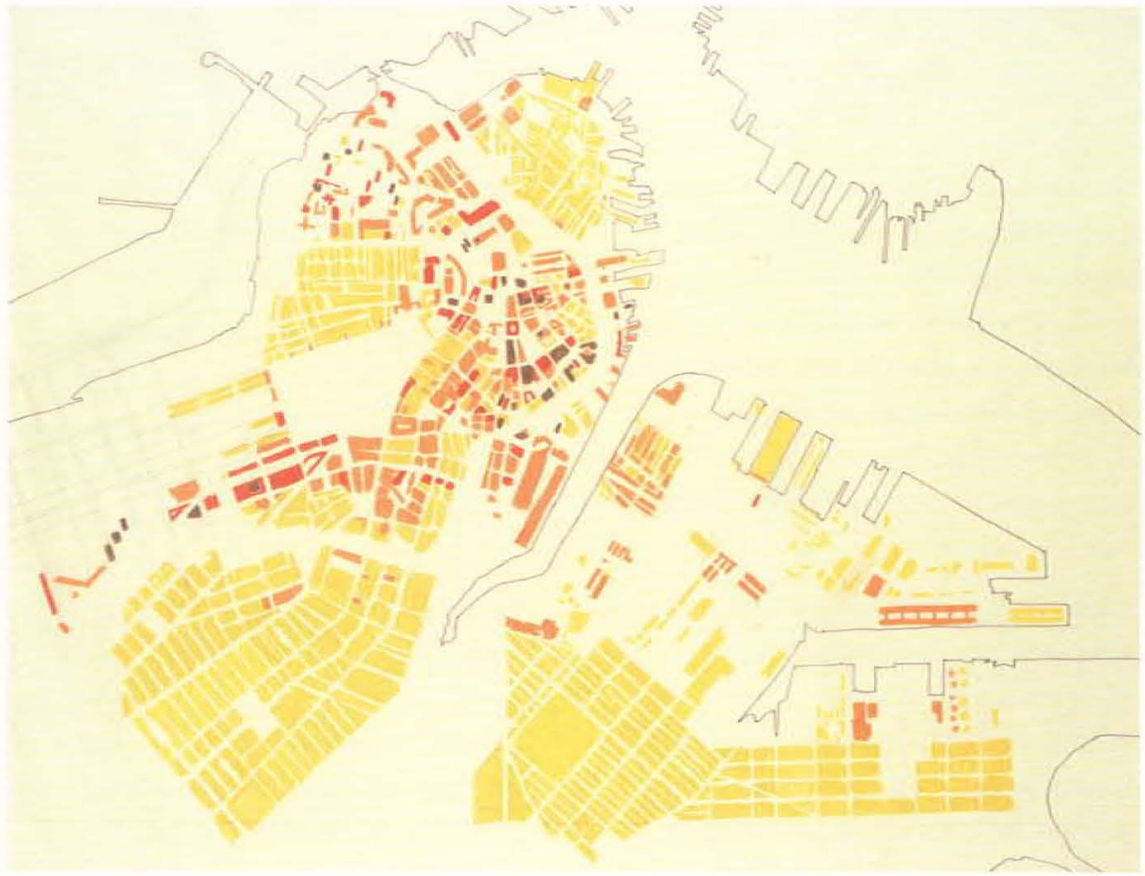
Boston's existing built form is instructive in evaluating appropriate new building forms and heights for the Seaport. Boston is a predominantly low-rise city at the water's edge and Boston's buildings typically step back from the water in identifiable height zones -- three to five-story structures at the water's edge, six to eight-story commercial wharf buildings, 200 to 250-foot pre-World War II office towers, 300 to 350-foot mid-rises, up to 500-foot plus newer office towers.

5. Transportation Infrastructure

Two key Seaport issues include: vehicular circulation and truck routes, and the legacy of the Central Artery. The free flow of trucks is essential to the port and industrial areas. Streets have been designed at a width to accommodate truck turning movements. In some areas, truck traffic has made for a difficult pedestrian environment, particularly where trucks have cut through residential areas, or compromised public access to the waterfront. At the same time, those dependent on trucking have raised concerns that additional development, especially residential

A.

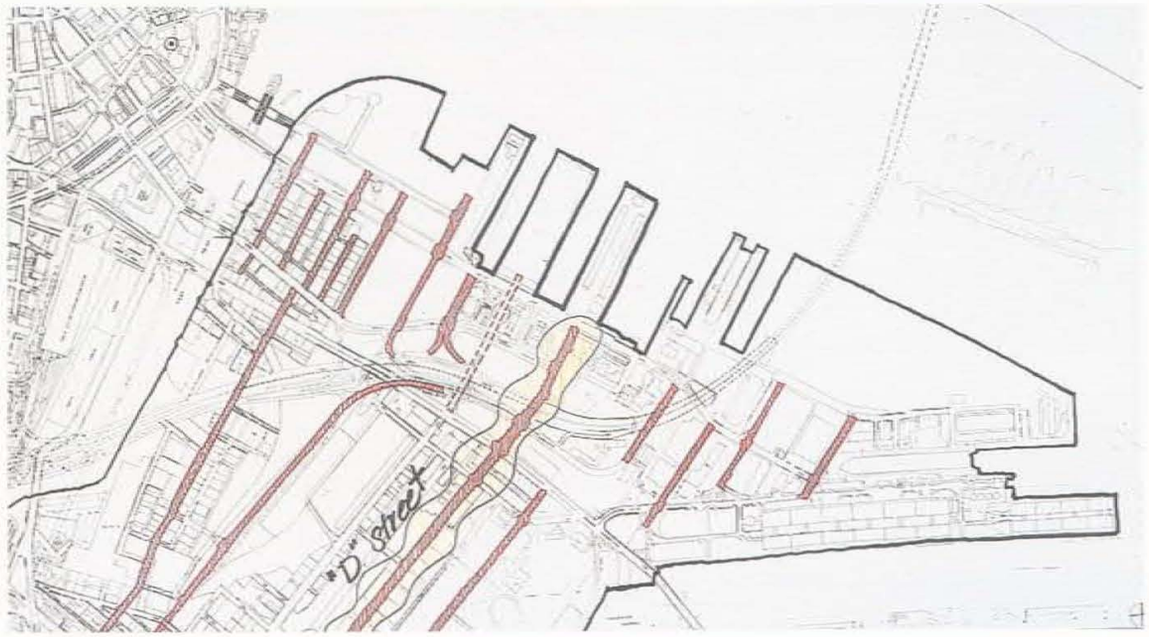
B.



C.

D.

E.



F.

- **D. Viaduct Street crossing over Northern Avenue**
- **E. Summer Street in front of the Wormwood smokestack**
- **F. Disconnected north-south streets**

development, may eventually imperil trucking. Maintaining the South Boston Bypass Road and Haul Road is critical and more options are needed for trucks on such limited-access routes while seeking to balance the needs of other uses (for example, the proposed residential area known as the Buffer/Enhancement Zone.) Any plan must seek out a variety of routes and choices to port facilities in areas east of the convention center, as well as direct links to the tunnel ramps to the airport and interstate highways. Congress Street will play a greater service role over time as it ties to new road infrastructure. In addition, the long-term role of New Northern Avenue, Congress, Summer, and D Streets must be resolved as new developments come on line. The physical legacy of the Central Artery is a network of roads, ramps and tunnel infrastructure between Summer Street and the water that exacerbates the north-south disconnection, cuts off key landmarks such as the Wormwood smokestack from the water, and produces some unbuildable land parcels. The master plan attempts to remedy these conditions.

Planning Principles for the Seaport

The preceding analysis leads to a set of planning principles that will guide the future building of the Seaport. Ten organizing principles define the concept plan. They deal with the planning approach; the layout and orientation of the plan; the quality of its neighborhoods; public places and pedestrian environment; public access to and experience of the water; the balancing of uses; waterfront amenities; and building form and special design opportunities.

A.

B.

A. The fishing fleet at Fish Pier, c. 1923

B. Develop the Seaport as a new waterfront neighborhood

A. Establish three districts around three bodies of water

B. The Seaport today

THE SEAPORT NEIGHBORHOOD

Develop the Seaport as a new neighborhood for Boston, designed as a mixed-use, walkable waterfront community that continues Boston's tradition along its harbor of diverse physical settings with strong connections to the water.

THE WORKING PORT AND SOUTH BOSTON

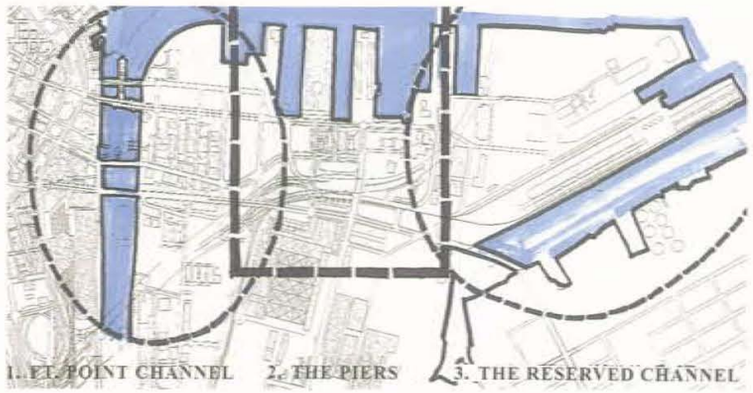
Reinforce the port with improved truck access and regional infrastructure.

Derive the character of the Seaport from its maritime heritage and continue to protect the working port as a significant part of Boston.

SITE ORGANIZATION

Create three water-related districts as centerpieces for the Seaport, each focused around a distinct body of water: Fort Point Channel, the Piers, and the Reserved Channel/Working Port, each having its own water and land-side ambiance, scale and mix of uses.

• Fort Point Channel (east and west sides, from the Coast Guard Building to and including Fan Pier): A critical junction where downtown and the Seaport come together, the Channel has the unique potential as a dynamic new civic place in the city and the setting for the most intimate and varied pedestrian experience on the entire waterfront. With the continuation of the Old Northern Avenue Bridge right-of-way as an important pedestrian connection for Harborwalk, an intensely active, mixed-use, high density focus can be created -- including retail, restaurant, leisure, entertainment and institutional uses with both a day and nighttime spirit appealing to office workers, commuters, visitors and local residents alike.

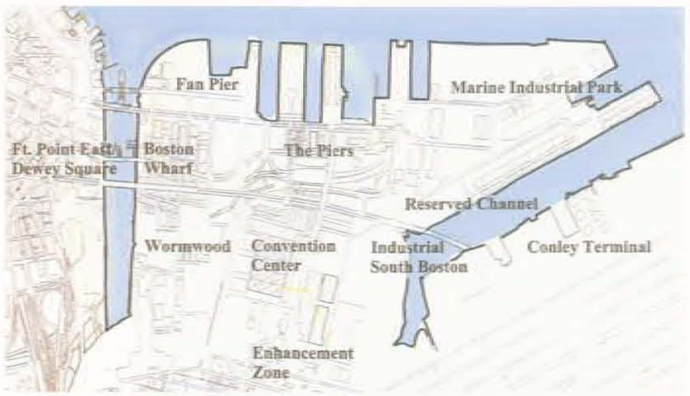


A.

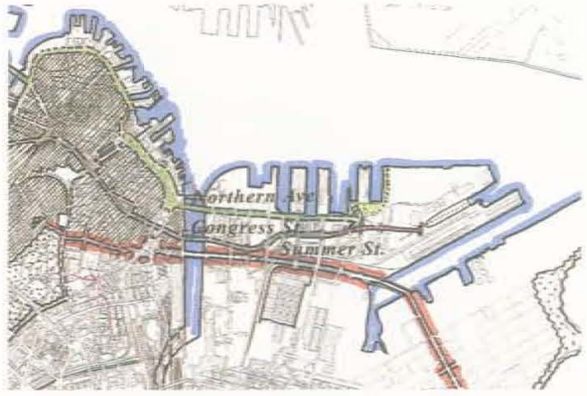
B.

• The Piers (from Pier 4 to the edge of Wharf 8 and inland to Summer Street and the front door of the convention center): As a place of large-scaled piers and water slips, wide streets, the convention center and new, mid-density commercial projects -- this area should become a new public activity destination in the city. A potential destination for visitors and tourists, it can extend the waterfront's cultural loop with various facilities and public spaces, becoming a transportation gateway to the downtown from outlying areas and for port-of-call vessels.

• The Reserved Channel/Working Port. The business of the commercial port provides a large capacity of maritime infrastructure, and intensity of related activities captivating to both residents and visitors. Planning solutions should seek to maintain industrial port functions while identifying surplus land for a broader mix of maritime-related development opportunities consistent with the BMIP Master Plan. Possible routes and locations for expanded public access to the water's edge without impacting port operations should be carefully explored.



C.



E.

D.

F.

2. Design the districts as an integrated grouping of smaller, special areas. The design of each area should bring out the unique physical qualities, distinct mix of uses, and connections to its adjacent waterfront. The districts and their smaller, special areas are:

FORT POINT CHANNEL DISTRICT

- Fort Point East/Dewey Square
- Fan Pier
- Boston Wharf
- New Wormwood Area

THE PIERS DISTRICT

- The Piers (Pier 4 to edge of Wharf 8)
- The convention center

RESERVED CHANNEL/WORKING PORT DISTRICT

- The Port/Reserved Channel
- Conley Terminal
- Old Summer Street/Pappas Way

INTEGRATED STREET NETWORK

THREE EAST-WEST STREETS THAT TIE TO THE CITY

Connect the downtown to the Seaport by emphasizing Summer, New Northern, and Congress streets as three important east-west streets within the site. Each street corridor should be designed to highlight its unique role and character within the city as well as in the Seaport, and care should be taken to control the right-of-way dimensions of these streets and avoid overly-engineered design solutions (i.e., number of lanes, curb radii, directional signage, etc.).

- New Northern Avenue constitutes the Seaport portion of Boston's waterfront boulevard, which threads together a number of important waterfront neighborhoods and places (the Charlestown Navy Yard, Charles River and Lovejoy Wharf, the North End, Columbus Park and Long Wharf, Rowes Wharf and Fort Point Channel). As the front

C. Design the districts as an integrated grouping of special areas

D. Boston Wharf and Wormwood areas

E. Reinforce three important east-west streets from downtown into the Seaport

F. The three main streets in the Seaport

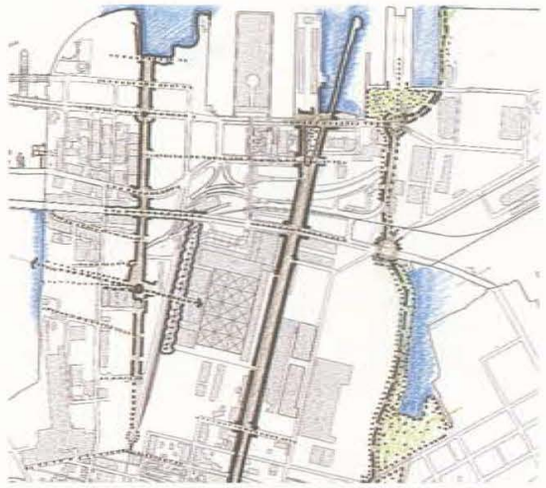
A. Create three memorable north-south neighborhood streets

B. Residential East Broadway, c. 1880

door to the Harbor and the address for Fan Pier, the World Trade Center and the working port, New Northern Avenue can become the signature street in the Seaport and the city, for both pedestrians and vehicles. A distinctive public street design is required to highlight its special character.

• Summer Street can be a main street for downtown and the Seaport and will link many facilities and neighborhoods of city-wide importance (Boston Common, Downtown Crossing, Dewey Square and South Station, Fort Point Channel, the convention center, and South Boston). Summer Street will become a prime address within the Seaport.

• Congress Street can serve a broad range of service and circulation functions. It should connect the Seaport with the airport and regional highway network via the various tunnel ramps along its length.



A.

B.

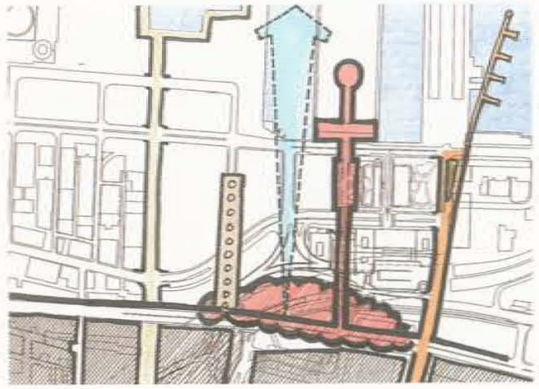
Three Memorable North-South Neighborhood Streets

Establish New Wormwood Street, D Street and Old Summer Street as the principal north-south connections from upland neighborhoods to the water, with each terminating at the water's edge in a public place that extends the view and experience of the Harbor inboard.

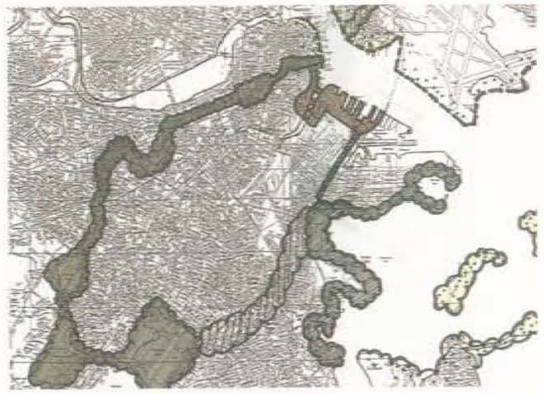
• New Wormwood Street (currently known as West Service Road) should be developed as a more intimate, pedestrian-scaled street on the edge of the convention center and Fort Point Historic District. Linking a series of small-scaled parks, the Wormwood smokestack, Summer and Congress Streets and terminating at Fan Pier Cove, it can become the focal point of a new, mixed-use residential neighborhood.

• D Street should be developed as the primary connection from South Boston to the waterfront at the Piers–both a vehicular and pedestrian oriented boulevard terminating at the water between the Fish Pier and Wharf 8 in a widened park setting.

• Old Summer Street (Pappas Way) has the potential to provide an open space and recreation connection from Broadway and Telegraph Hill in South Boston along the Back Basin north to New Northern Avenue.



C.



E.

D.

F.

Viaduct Street

- Use the reconstructed Viaduct as the centerpiece to create a more recognizable development pattern at the heart of the Seaport by:
- Providing strong physical links and visual corridors between the convention center, the transit stop, World Trade and the Piers, thereby creating a true nucleus and strong sense of place for this pivotal area.
- Planning for the accommodation of additional streets to connect upper level Summer Street (and the convention center) with New Northern Avenue and the water.
- Maximizing development potential over and adjacent to the ramps to reinforce the pedestrian environment between the convention center and the water.
- Creating a stronger, better-defined entry to the Seaport from the tunnel and the airport.

OPEN SPACE AND CIVIC USE

The Harbor and Harbor Islands

Make the Harbor Boston's new public space resource -- open and accessible to all.

Recognize Boston Harbor as a central, city-wide, shared amenity, an open space that orders and unifies a complex collection of waterfront neighborhoods into a larger, more coherent whole.

Acknowledge the significance of the Seaport as the critical piece of the Harbor's revival that will help link downtown, the Seaport, the Working Port, the Outer Harbor and Harbor Islands.

Ensure that this vision for the Harbor can also achieve the following long term design goals:

- **provide a clear organizational focus for downtown, the Seaport, existing waterfront neighborhoods and the Harbor Islands;**
- **provide a new 21st century urban setting integrated with Boston's memorable 19th and 20th century waterfronts;**
- **create an animated sense of place for the waterfront inseparable from the experience of urban life in Boston;**

A. Extend Harborwalk

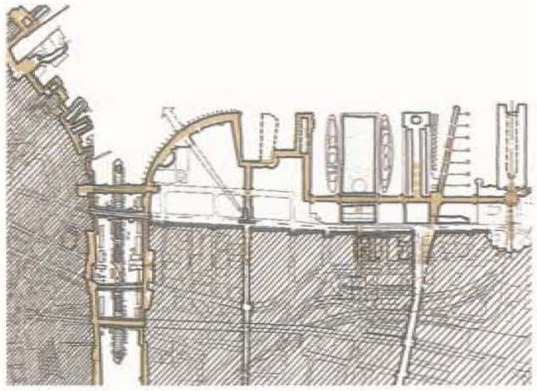
B. Fan Pier Harborwalk

- establish a city-making strategy to maintain Boston's role into the next century as an important national and international destination; and,
- complete a waterfront counterpart to the land-based Olmsted park system.

The Seaport District

Design the Seaport's waterfront as a major extension and enrichment of Boston's existing public realm.

Take advantage of the Seaport's size and unique location within the Harbor to complete and extend the waterside link of Olmsted's Emerald Necklace (a coordinated but not completed system linking Franklin Park and the Arnold Arboretum with Commonwealth Avenue, the Public Garden and the Common). Maximize the district's public space opportunities at the water's edge and locate a wide choice of public uses and activities along the harborfront.



A.

Bring together the waterfront and inland parks and recreation amenities as part of a larger, interconnected regional network organized around the Harbor, five rivers and green spaces identified in the Boston 400 plan.

Accommodate several signature open spaces and a variety of smaller scaled inland parks connected to a fully activated Harborwalk.

Harborwalk

Extend Harborwalk along the entire length of the Seaport waterfront with a character that varies along its length in response to the distinct districts it passes through.

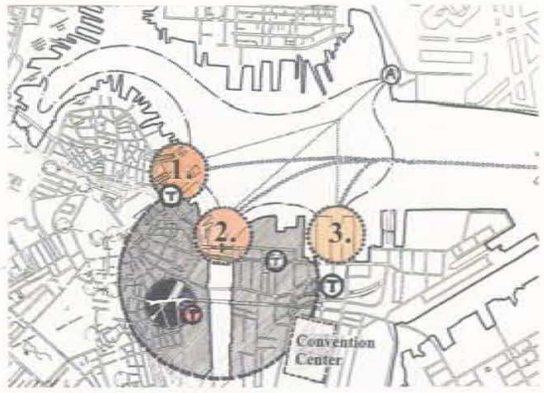
From downtown Harborwalk, continue the path along the water's edge over the alignment of the Old Northern Avenue Bridge, along the edge of Fan Pier, around Fan Pier Cove, then split into a walkway at grade along Northern Avenue or around the pier buildings.

B.

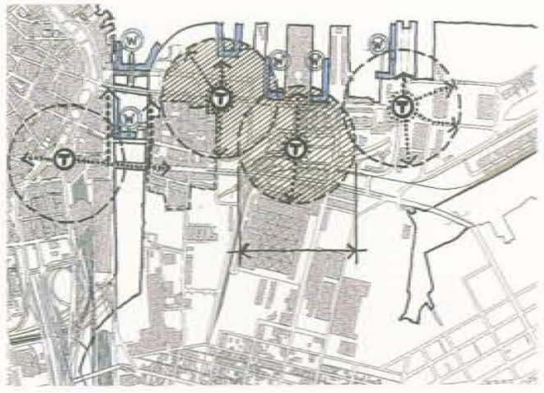
Consider further extensions of the walk along the North Jetty to its eastern-most tip, Dry Dock No. 3, and the Reserved Channel, connecting to South Boston's L Street Beach and Castle Island.

WATER USES

The Seaport should offer an active and assorted combination of water-based uses and amenities by expanding the commercial waterfront from Long Wharf through Fort Point Channel to Fan Pier Cove; establishing the Piers as the public activity center of the waterfront that caters to both locals and out-of-towners; and reinforcing the working port.



C.



E.

D.

F.

INTEGRATED LAND-WATER TRANSPORTATION SYSTEM

Water Transportation

Expand the role of the Harbor as a transportation corridor. Create three waterside hubs: Long Wharf, Fort Point Channel and the Piers District and link their routes to landside transportation terminals and stations. While each of these hubs will serve a variety of transportation types, they may take on a predominant character.

- **Long Wharf** (Aquarium, Quincy Market, Government Center, and the Financial District) should cater mainly to tourist excursions and long distance commuters.
- **Fort Point Channel** (Basins A and B plus Rowes Wharf to Fan Pier) should be linked to South Station and the Northern Avenue Silver Line station, catering mainly to local shuttle users and commuters.
- **The Piers District** (World Trade Center, convention center and the Silver Line station) should cater to excursion passengers, commuters, out-of-town visitors and working harbor craft.

Landside Transportation

- Link new water transport to existing land-based transportation systems, including public transit and regional roadways.
- Connect the Seaport to South Station – Boston's major transportation hub – via water-based commuter and shuttle stops within the Fort Point District.
- Make the Silver Line stops the nucleus of higher density development around New Northern Avenue and the Piers District and develop strong physical and visual connections from these station stops inboard to new development and outboard to the water.
- Connect the Seaport to the proposed Urban Ring so that the facilities of the Seaport can be accessed and enjoyed by a regional population.
- Explore connections from Back Bay and its hotels to the Seaport, especially to Fan Pier, the convention center and other regional tourist facilities in the Piers District.

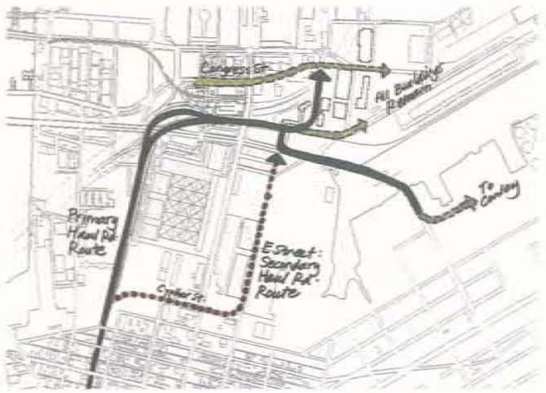
E. Expand role of Harbor as transportation corridor
F. Rowes Wharf
G. Extend Silver Line
H. Seattle's waterfont transit

A. Improve access to working port

B. Trucks at Fish Pier

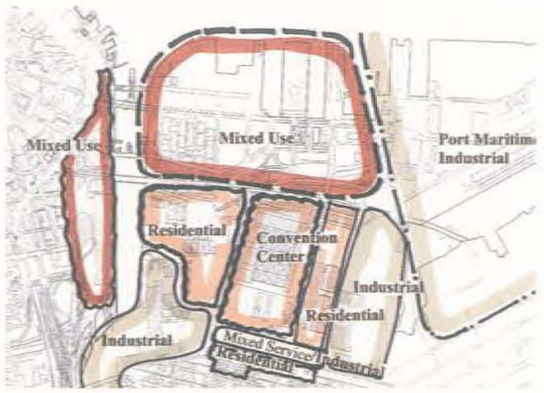
C. Reinforce the water plan with compatible landside uses

D. Existing mixed use along A Street



A.

B.



C.

D.

Improved Access to the Working Port

• Develop a better balance between truck traffic bound for the Port, pedestrian access to the waterfront, and residential streets and neighborhoods.

• Every effort should be made to facilitate industrial truck traffic to industrial areas without relying on residential or commercial streets as primary truck routes.

• An additional access point to the South Boston Bypass Road will provide more direct access to the heart of the working port, while minimizing the impacts of trucks on residential streets, particularly 1st, 2nd and D Streets, and on the St. Vincent's neighborhood in South Boston.

• Additional access to the port should be developed from Congress Street and the Massport Haul Road.

LAND USE

Reinforce the water plan with a compatible set of landside uses.

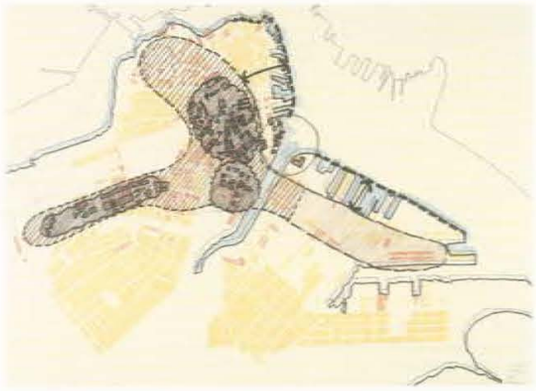
Develop the Seaport as a balanced, mixed-use neighborhood catering to a wide range of users and activities. The Public Realm Plan should:

• encourage residential, cultural, civic, retail, restaurant, recreation and entertainment uses closer to the waterfront, not office space or large hotels;

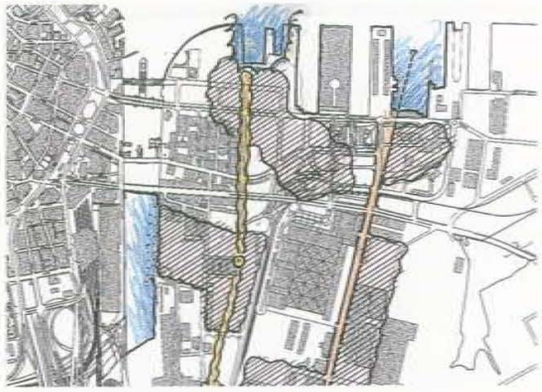
• locate the most diverse residential and office development near transit stops, between New Northern Avenue, Congress and Summer Streets;

• create settings appropriate for a broad mix of housing types, costs and densities;

• provide mixed-use, local retail and neighborhood services; and



E.



G.

F.

H.

- design a compact, walkable environment with small-scaled streets, blocks and neighborhood parks all with localized connections to the waterfront.

Integrate the new convention center into the areas surrounding it through careful design along all its edges–Summer, D and Cypher Streets and the Haul Road.

BUILDING FORM

As found in all of the city's harborfront neighborhoods, continue Boston's tradition as a low-rise city near the water's edge, stepping back in height to downtown's high-rise financial district. Downtown should remain preeminent in the skyline, with no individual building or group of buildings in the Seaport competing with its skyline nor confusing downtown's position as the center of Boston's urban life.

BENEFITS FOR THE SOUTH BOSTON COMMUNITY

1. Make certain that the Enhancement Zone to the east and south of the convention center is planned to encourage affordable residential development and attractively designed to provide comfortable pedestrian access to the Harbor from the South Boston neighborhood.

2. Support the development of affordable housing throughout the South Boston neighborhood, and artist live-work space in the Fort Point Historic District.

3. Provide good paying jobs at a variety of skill levels that are a part of a diverse economy including jobs in the port and industrial sectors.

E. Respect existing pattern of building heights and their relationship to the water

F. The downtown sky line should remain preeminent

G. Expand residential uses in the Seaport

H. Residential K Street


Mc CANN '99

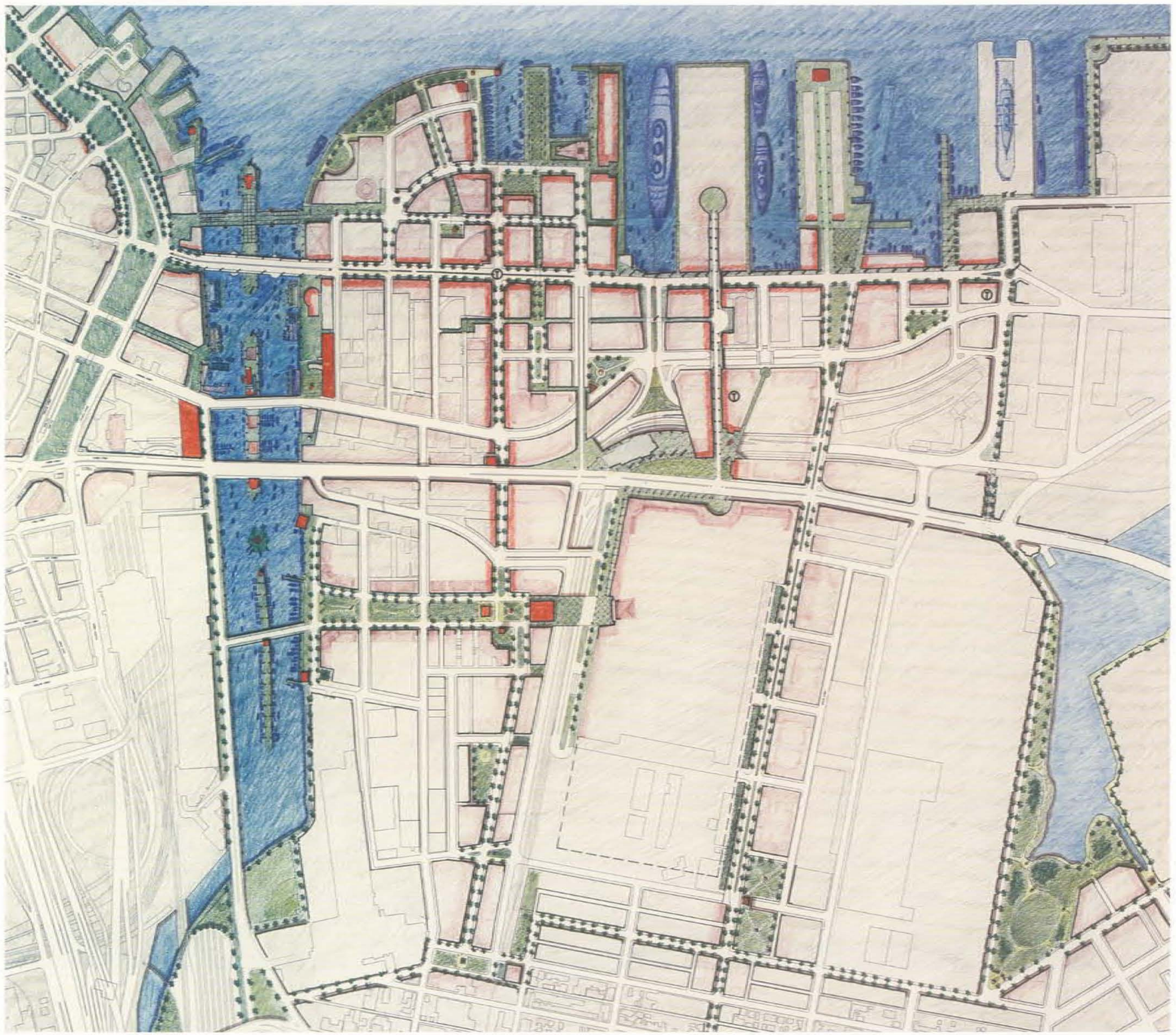
Physical Plan

The planning principles from the previous chapter, when taken together, convey a statement of the planning concept and design intent for the Seaport. They are not in themselves a complete master plan, but they help set its basic structure, and in this way, they embody the initial phase of the master planning process. The following description illustrates how the planning principles have been integrated into the concept plan. The overall pattern of use on land and water is described, the street and block layout explained, transportation systems outlined, the open space diagrammed, and special places illustrated. What can remain flexible, within certain boundaries, are the land use and development controls to allow adjustment to future market conditions. What must be fixed is the delineation of the public realm. Of highest priority are all elements of the public framework - streets, public spaces and connections to a publicly accessible waterfront. Next in importance are those elements that make up what is best about Boston's most desirable

A. The Seaport and the Inner Harbor

A.

A. The Seaport Public Realm Plan



A.

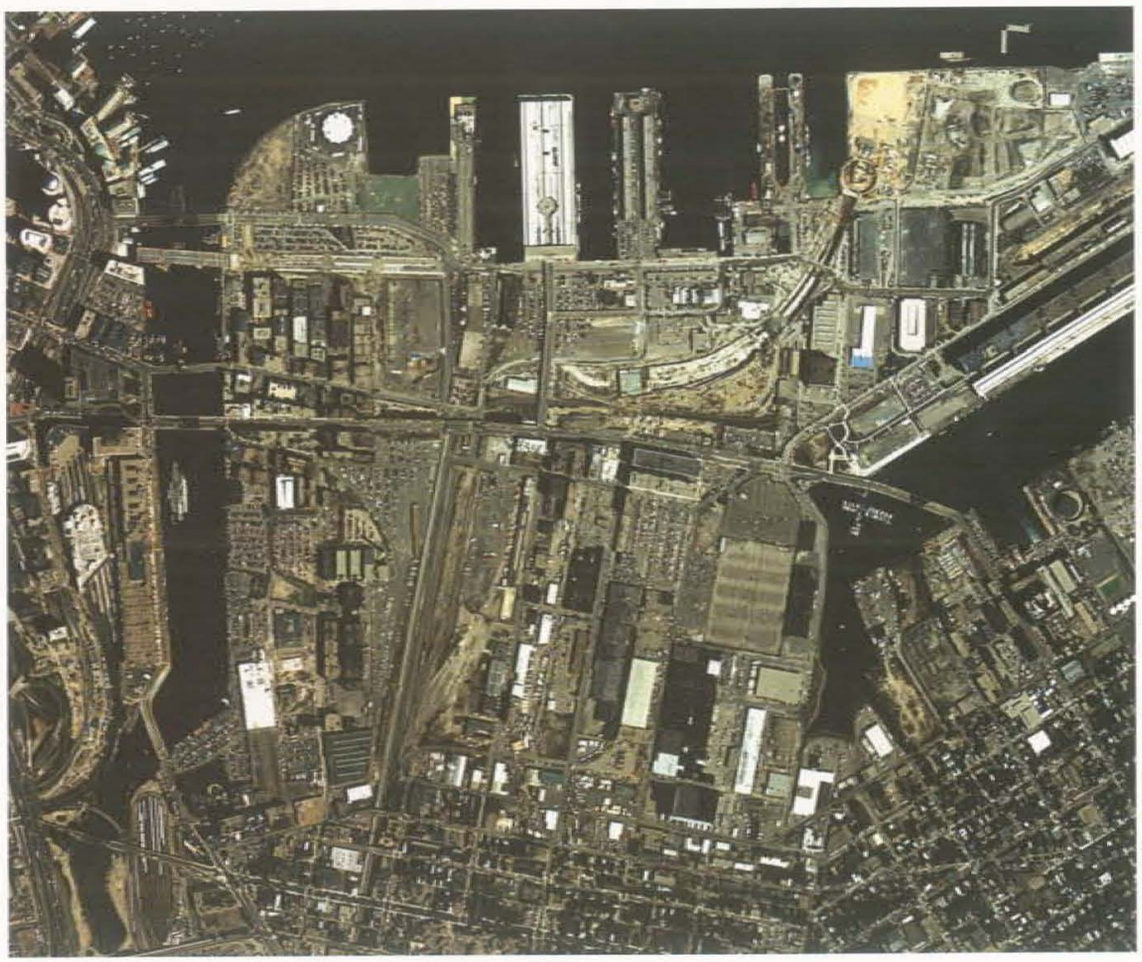
neighborhoods – its intensive mix of land uses and building types, and most importantly, a critical mass of housing. And lastly, are the uses and facilities necessary to ensure a fully activated waterfront.

MASTER PLAN ELEMENTS

1. Street and Block Plan

The proposed system of streets and blocks provides a finer grained grid pattern than what currently exists, promoting the physical, visual and functional integration of the Seaport with downtown and adjacent neighborhoods. The proposed street and block system is designed to achieve several objectives:

- It brings the smaller, irregular block sizes and shapes of Boston into the Seaport.
- It sets the structure for a flexible parceling system which can be easily staged.
- It builds in amenities and activities at street level.
- It begins to knit back areas fragmented by the new highway construction.
- It furnishes the connections to the rest of the city that will help make the Seaport neighborhoods natural extensions of downtown and South Boston.
- By controlling the size of the block, the scale of any one building or development can be controlled.



B.

B. The Seaport today

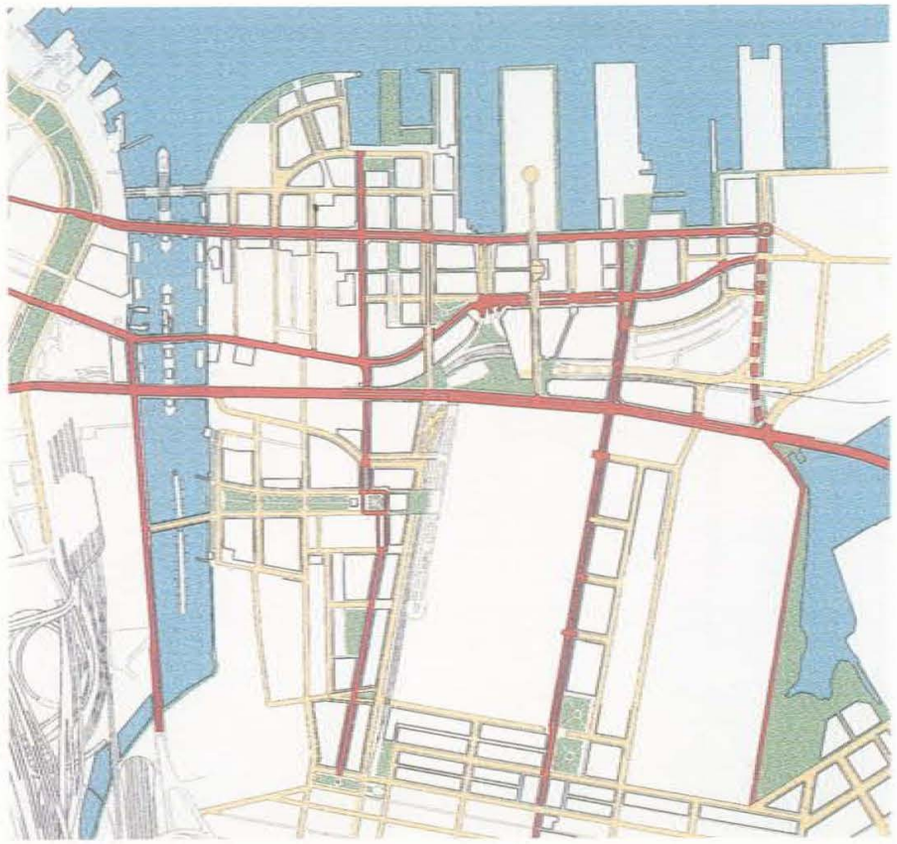
The physical characteristics of the three Seaport areas are highlighted in their grid patterns. The Fort Point Channel District has the irregular, odd-shaped blocks and parcels, narrow streets and pedestrian alleys, and shifting orientations of the street grid focused to Harbor views as was developed historically just across the way in downtown. The blocks found in the Piers District are much larger and begin to rationalize a pattern using the tunnel infrastructure to reinforce a waterfront orientation. The working port and Reserved Channel take on the orientation of D Street and the South Boston grid.

A. Street and block plan

A.

A. Streets

Three principal east-west streets (New Northern Avenue, Congress Street and Summer Street) continue directly into the Seaport and serve the entire district, linking downtown, South Boston, and the working port. Each of these streets will be a main focus of activity, and will be both recognizable addresses and the center for retail, commercial, residential, tourist and community activities and facilities. Each will have different right-of-way dimensions, enhanced pedestrian sidewalks and promenades, and individual streetscape design standards. Three continuous north-south streets (New Wormwood, D Street, and Old Summer Street/Pappas Way) will serve the neighborhoods and provide access to the water from South Boston. They will be smaller in scale than the east-west corridors and will be landscaped and specially treated where they meet the waterfront. In addition, a number of smaller-scaled streets (public and private), service alleys and pedestrian ways local to each area of the Plan will be provided and oriented to allow views and access to the water. The streets and public ways shown on the Plan are to be open to the sky, although in extremely limited circumstances, the BRA may consider requests to locate building elements over a street or public way at a height sufficient to maintain their public and pedestrian nature.



B.

B. Upper Level System

An upper level system is overlaid onto the at-grade street system, providing connections from the convention center down to grade and to the water. The front of the convention center is pushed up to the Summer Street frontage with its drop-off arrival plaza on the west face of the convention center. Viaduct Street is extended from the convention center to the World Trade Center. An additional upper level street will tie Summer Street north to the water.

C. Haul/Bypass Road Additions

An additional access point to the South Boston Bypass Road, together with other street extensions and modifications to the Massport Haul Road, are proposed to provide better access to the port and other industrial uses while relieving truck traffic on D Street, 1st Street, and 2nd Street. The new access point to the South Boston Bypass Road would be made at Cypher Street from the existing

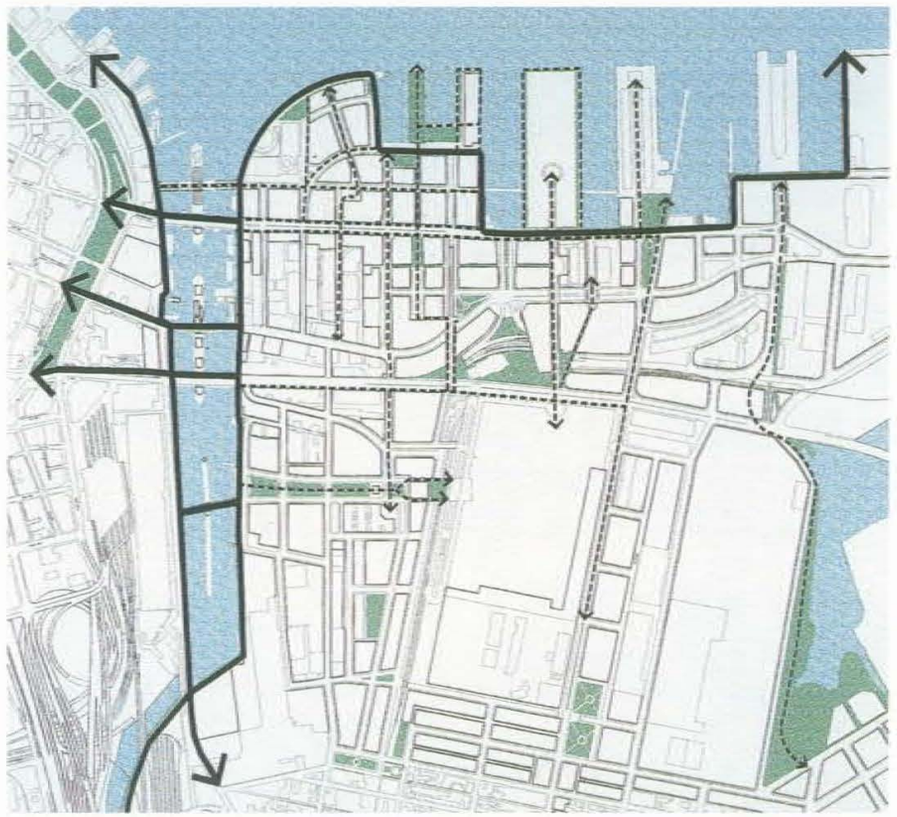
A. Pedestrian circulation

road, run along the southern edge of the convention center site, going under D Street, then up to grade to E Street. This route would continue north up E Street to Summer Street and, like the Haul Road, would be specifically signed for trucks. This new route would have multiple access points, allowing industries more direct access from Cypher and E Streets to the Bypass Road. The Plan also proposes a connection from the Massport Haul Road to Dry Dock Avenue for an additional southern entry point to the Boston Marine Industrial Park (BMIP). In addition, Congress Street would be extended to the BMIP for another entry to the park in the north with better access to Fid Kennedy Avenue and the North Jetty.

2. Pedestrian Circulation

There are three sets of pedestrian movements accommodated in the plan: walking to the Seaport from downtown or east-west movements; walking to the water from the interior or north-south movements; and walking along the Harbor's edge.

The major east-west movement is accommodated at the Fort Point Channel bridge crossings - New Northern Avenue, Congress Street and Summer Street. Old Northern Avenue provides a key pedestrian connection from downtown, the new Central Artery park and Harborwalk via Rowes Wharf to the Fan Pier. From here one has several choices, a walk along the water's edge or an interior walk along Old Northern Avenue to Pier 4. Future crossings across Fort Point Channel should not be precluded. Within each district, the local pattern and orientation of new streets, street extensions and view corridors directs the pedestrian to the water. Mt. Washington Street, Wormwood Street, a new



A.

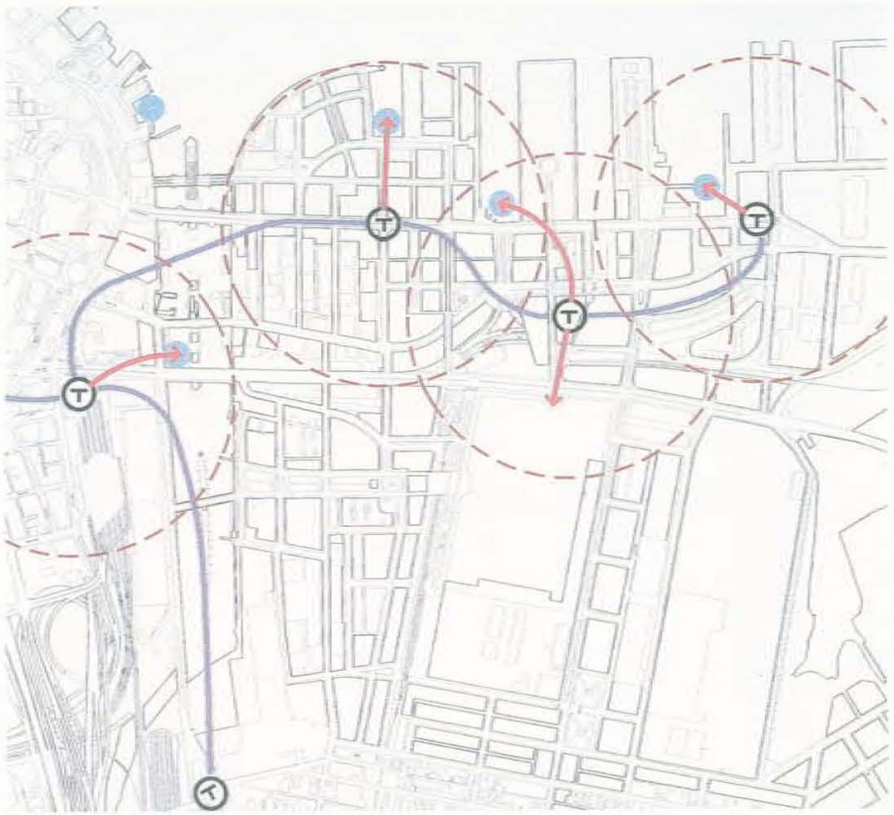
street proposed north of Wormwood, and Melcher Street all lead to Fort Point Channel.

Three major north-south routes will tie the waterfront inboard to new residential enclaves, parks, and existing South Boston neighborhoods:

- **New Wormwood Street (from 1st Street past the Wormwood smokestack to New Northern Avenue and Fan Pier Cove).**
- **D Street promenade from South Boston to waterfront.**
- **An upgraded Old Summer Street (Pappas Way) from 1st Street, past Summer Street to Northern Avenue.**

North-south movements are reinforced on Fan Pier. Its entire street plan carries pedestrians from the Boston Wharf District to the water, particularly via Pittsburgh, Farnsworth, and a proposed new street (New Wormwood Street). In the Piers District, a variety of routes will connect Summer Street and the convention center visually and physically to New Northern Avenue and the water, including upper-level streets and sidewalks (Viaduct Street), exclusive pedestrian ways to Congress Street aligned with Seaport Lane, view corridors (B Street), and new streets (East Service Road).

The third set of pedestrian movements are those that relate to walking along the waterfront, the esplanades, waterfront parks and civic places of the Seaport. These are discussed in the next section, under Special Places.



B.

B. Transit diagram

3. Transit

The plan provides three transit stops for the Silver Line, one at New Northern Avenue near the Federal Courthouse, one at Viaduct and Congress Street, and one at New Northern Avenue at Wharf 8. Additional surface routes are also planned. These stops are directly linked to water transit stops. The Silver Line will have transfer points to the Red Line and in a future phase to the Green Line and Washington Street replacement service. The main east-west and north-south streets can accommodate city bus service and can easily connect to regional routes.

4. Land Use

The proposed distribution of land uses throughout the Seaport emphasizes the creation of mixed-use neighborhoods and public open space. The distribution of uses essentially follows the three primary districts of the plan:

A. Civic uses

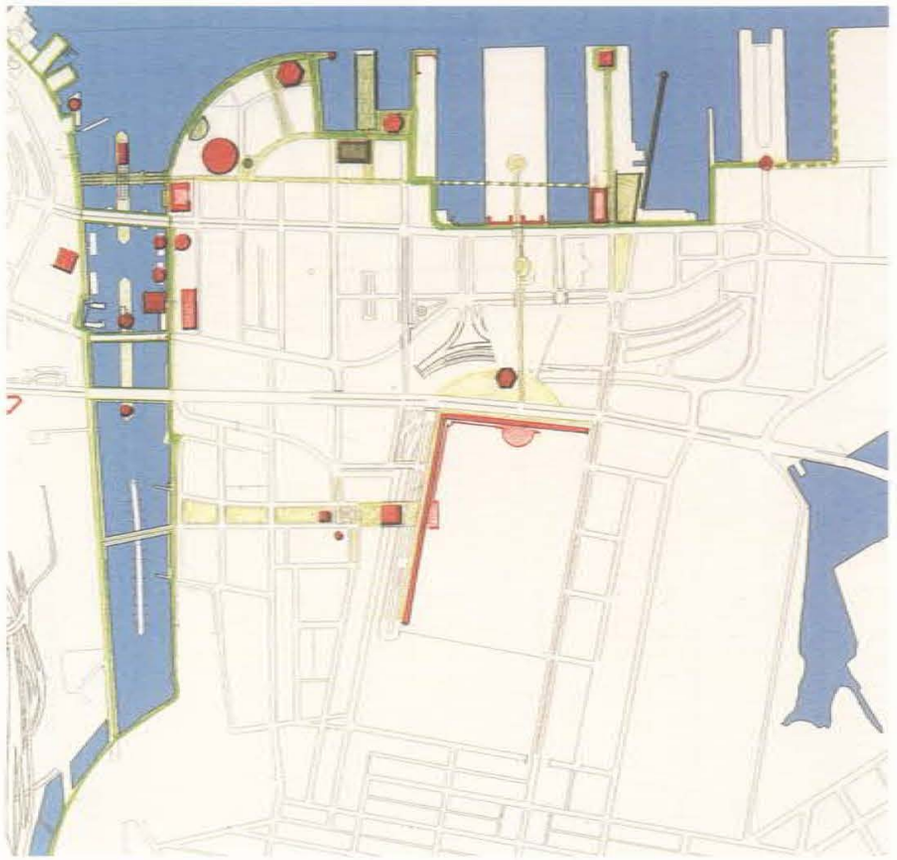
• ***The Fort Point Channel District*** is the most mixed-use, and would include public, civic, residential, retail, hotel and commercial uses. Fan Pier and Pier 4 areas would include a mix of public, civic, hotel, office, residential and retail uses. The Boston Wharf area would be mixed-use, with an emphasis on residential and hotel between West Service Road and B Street. And south of Summer Street would be mixed-use, predominantly residential, with some office and retail uses.

• ***The Piers District*** would be primarily exhibition, hotel and transportation-related uses with a zone between Summer Street and Northern Avenue of office and hotel to service the convention center and World Trade Center. The D Street corridor would be predominantly residential.

• ***The Reserved Channel District*** is the industrial area located predominately east of D Street, uses would remain unchanged.

At final build-out projected over 20 to 30 years at Boston's average growth rate, new development in the Seaport could be in the range of between 16 and 21 million square feet, exclusive of the convention center. As many as 6,000 hotel rooms could be constructed, and locations appropriate to residential use could accommodate between 5,000 and 8,000 units. Retail and commercial facilities will be required at street level in all non-port areas along major avenues and street frontages. In some locations, such uses may be required on the second and higher levels. Density will be concentrated along the Silver Line transit route.

It would be unrealistic to set residential density targets at this time, since such goals would build inflexibility into the Plan. Instead, the Plan postulates a density range necessary to meet the general magnitude of housing units called for by the City's program in an overall balanced manner. The Plan provides for a range north of Summer Street of 2,500 to 4,000 units, and a range south of Summer Street of 2,500 to 4,000 units, including community housing sites in South Boston.



A.

The next stage of planning will also address the need for community facilities in these neighborhoods. Requirements will depend on the magnitude and demographic characteristics of the eventual population to be served. The street and block system allows for flexibility in the choice of sites for future community facilities. It is therefore not necessary to specify the number or location of such uses at this time; they can be located later as needs emerge without narrowing development opportunities.

It is the intent of the Plan, however, that civic and public uses – whether indoor or outdoor facilities – including museums and galleries, historic or commemorative installations, community or municipal buildings, certain types of retail/entertainment, recreation and open spaces – be located along the Harborwalk route. Final zoning for these sites will spell out locations and requirements.

A more detailed listing of suggested uses by area follows.

• *Fort Point Channel:* this will be an intensely public area with civic and public uses along the Channel and a continuous Harborwalk, providing a place of coming together for the downtown and the Seaport.

• *Fan Pier and Fan Pier Cove:* mixed-use, institutional, and residential; visitor accommodations of an intimate waterfront scale and setting not available elsewhere; retail, food, entertainment, leisure uses and activities at both street and second levels; and maximum retail frontage along Old Northern Avenue.

• *Fort Point Historic District:* mixed-use office, institutional, live-work spaces, loft residential, with maximum ground floor retail.

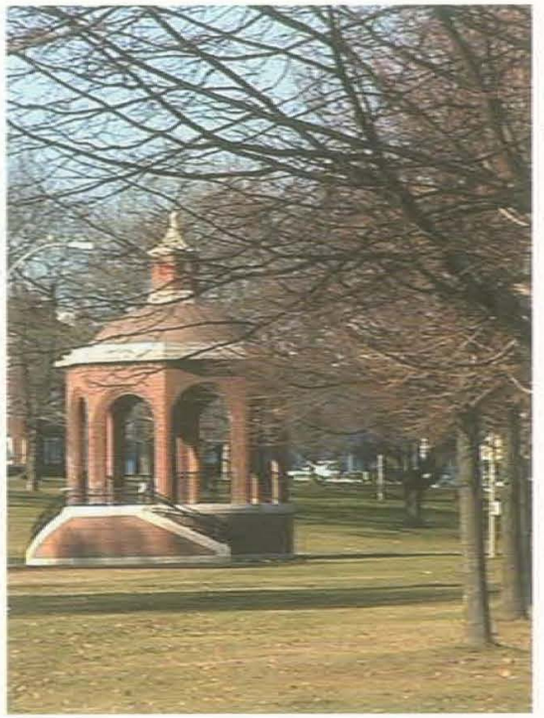
• *New Wormwood Area:* residential with supporting retail services.

• *The Piers and Convention Center:* exhibition and transportation, with tourist and visitor-related services such as retail, entertainment, hotels, and parking, with higher density commercial and residential.

• *Wharf 8:* the fishing fleet, water transportation and uses related to BMIP operations.

• *The Port:* working port functions and maritime commerce and industry.

• *Old Summer Street Corridor:* mix of uses including convention center support, selected low density commercial and service industrial uses fronting on E Street and the new truck route, and low-rise residential on D Street.



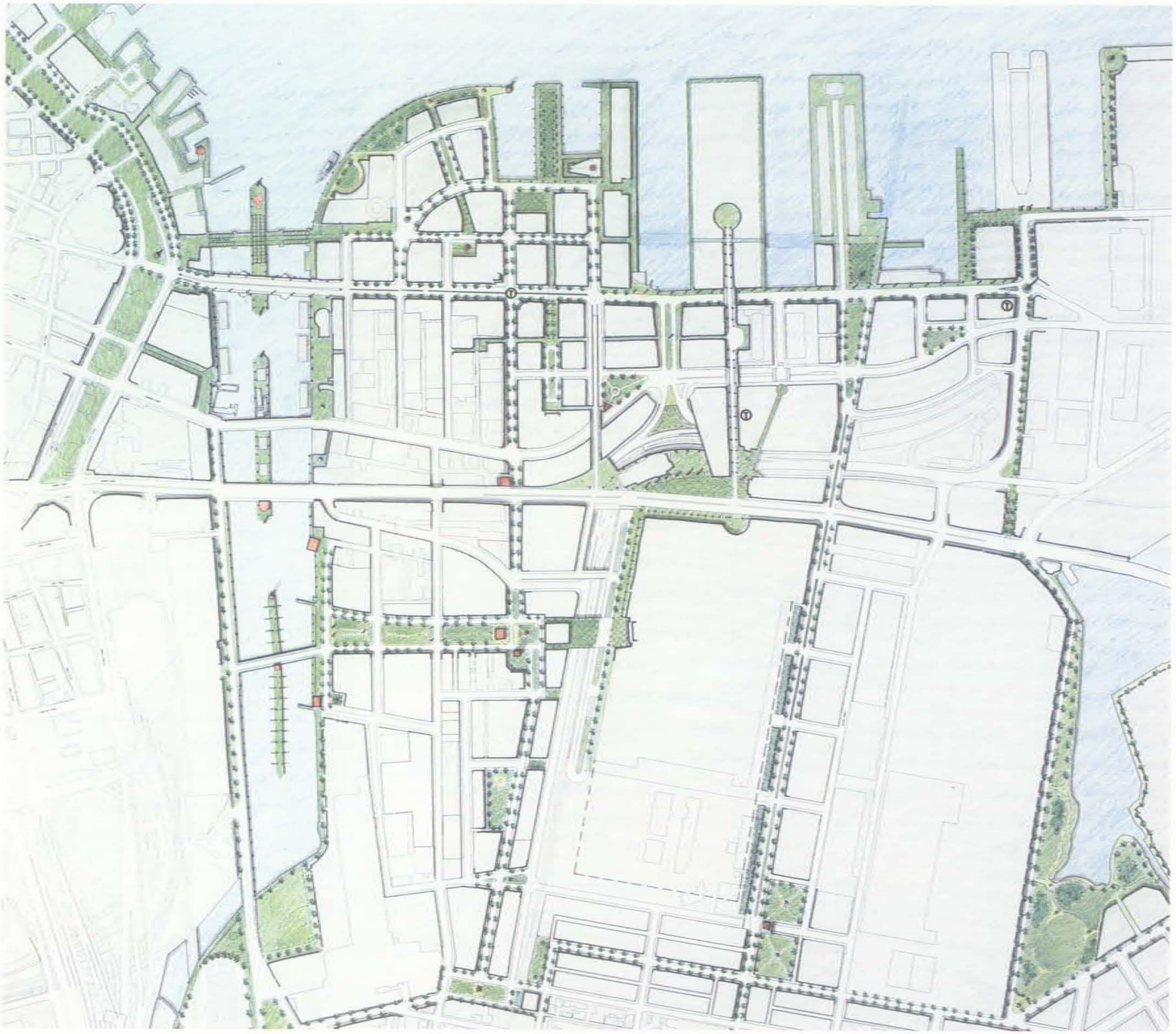
B.

B. Marine Park

5. Open Space

The most treasured public resource in Boston is its open space. The open space system proposed for the Seaport takes full advantage of the water as a public space resource and recreational amenity. Over 44 acres of the Seaport outside of the industrial area have been allocated to open space. If the district were to eventually include 5,000 to 8,000 residents, the open space would meet the desired citywide minimum average of 5.5 acres of open space per 1,000 people.

A. Open space plan



A.

The open space system will be comprised of: 1) parks, esplanades and other types of public space; 2) building courtyards, resident parks and other private open spaces; and 3) streets, pedestrian ways and other public rights-of-way. Many Boston neighborhoods tend to have both large public space resources that are shared at their edges, such as Boston Common, as well as smaller-scaled parks and open spaces within the neighborhoods themselves. That strategy has been applied to the Seaport.

A variety of open space types is provided. The size and scale of these parks is purposefully controlled and balanced within each area of the Plan. The layout of open space in the Seaport is meant to foster the sequential small-scale spaces that give Boston its special character from block to block. The sense of the water is extended inland through linear parks, pedestrian ways, view corridors and street connections.

The open space plan is organized as a sequence of experiences that create the special places of each district. Harborwalk comes into the Seaport as an extended esplanade and linear park. At Fan Pier Cove, Harborwalk brings one to a new public pier and civic space. Fort Point Channel is flanked by promenades on both sides, expanding into a park at the Children's Museum on one side and the Central Artery open space corridor on the other. In the Wormwood neighborhood, a large park space will link the upland area with the waterfront esplanade along the Channel. The convention center will be the site of a two-acre overlook Plaza. D Street will terminate at the water's edge at a prominent open space and 1st Street will be the location of a major neighborhood park at the end of the Reserved Channel.

Recreational uses along the waterfront will be a principal public amenity of the Seaport. As a public esplanade, the Harborwalk system will give the public access to the harborfront in many places for the first time. It will stretch the entire length of the Seaport, linking downtown to the Fish Pier and the North Jetty and providing unimpeded views of downtown, the Inner Harbor, Logan Airport and the Harbor Islands. Harborwalk will widen and narrow along its length, with esplanades, parks, piers and civic facilities. Pedestrian walkways and sidewalks will link directly to Harborwalk. The Viaduct from the convention center plaza to New Northern Avenue will make it possible for pedestrians to go from the convention center and public transit to the water without crossing a street. Other access points to Harborwalk will follow the street system and pedestrian walks within each area of the Seaport. The grid alignment planned in these areas is based upon an orientation to the waterfront.

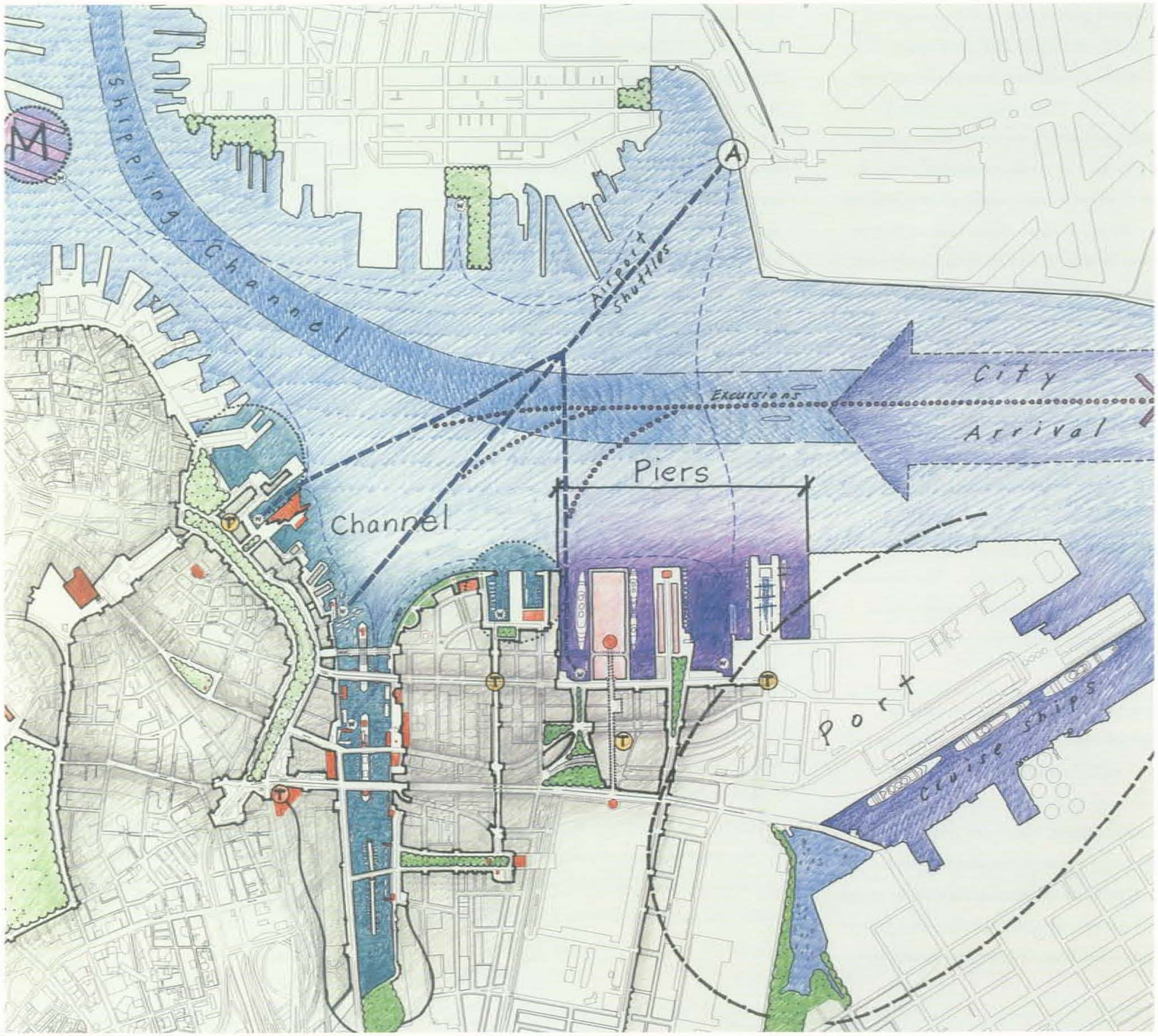
Landscaping will be another amenity of the Plan. A combination of densely planted park areas and hardscaped areas is envisioned. Transitions from waterfront spaces to inboard parks via streets and pedestrian ways will be seamless. Detailed programs and design treatments should wait until the needs of users (residents, workers, tourists and visitors) are better defined. The design of the system must take into account extremes of weather conditions. Planting will vary by the season and trees will be located in areas where they can break winter winds. Where buildings along inner streets can act as windbreaks, areas around these buildings will be landscaped so that they can act as attractive alternatives to the waterfront during cold winter months.

6. Water Plan

The Seaport will derive its vitality and character from a well-formulated plan of water uses. The waterfront will be activated by three components:

- **water transportation and commuter facilities;**
- **anchorage and docking space for various types and sizes of vessels; and**
- **uses on the water or on vessels docked at each waterfront location.**

A. Water plan

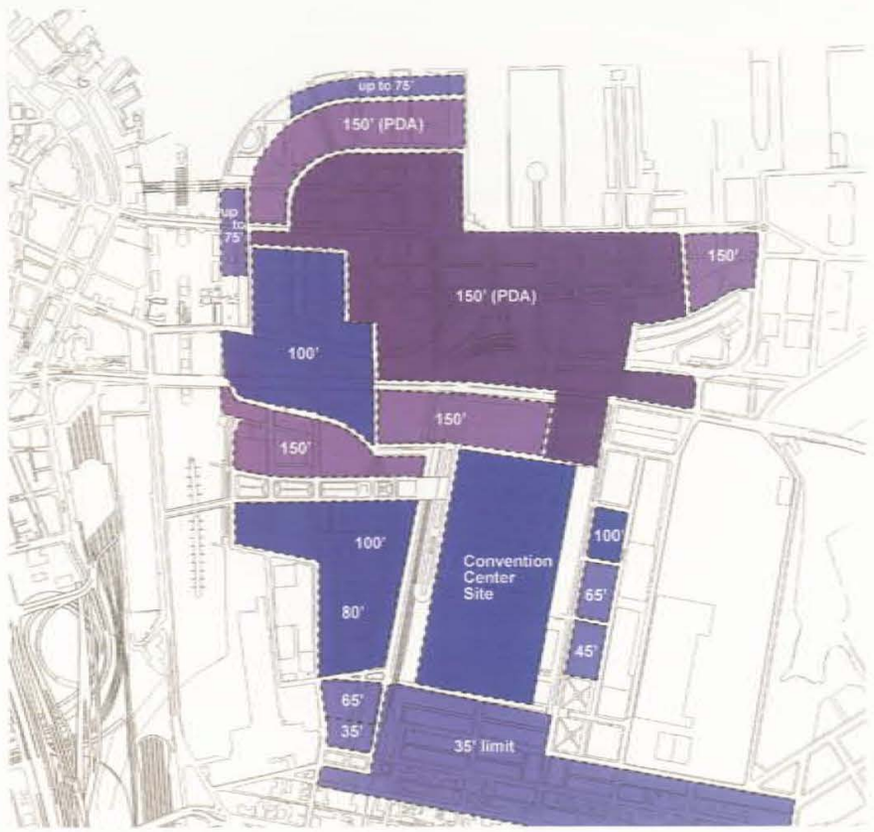


A.

• *Fort Point Channel and Fan Pier Cove* will contain the greatest mix of craft and waterborne uses. Fort Point Channel will provide commuter, water taxi and shuttle stops, a cultural/historical loop, water-oriented recreation for families and children, entertainment vessels, and vessels devoted to museum, cultural and other institutional uses. Small-scale recreational boating can occur within the southern portions of Fort Point Channel. The Fan Pier bulkhead can accommodate temporary docking for larger excursion or tour boats. Fan Pier Cove is ideally suited for commuter, water taxi and shuttle stops, a seasonal anchorage for larger-scale yachts, charters, and visiting craft; and entertainment and restaurant vessels.

• *The Piers District* provides a location and deep water for larger-scale vessels catering to the convention center and tourists and visitors. The World Trade Center slips will provide commuter, water taxi and airport shuttle stops. The Plan explores expanding the role of the Piers as a port-of-call for cruise ships visiting Boston and for larger-scale excursion, dinner and cruise boats and other charters.

In addition, vessels serving the North and South Shore and Cape Cod, could be accommodated here. In the basin between the Fish Pier and Wharf 8, the Plan suggests a docking location for working harbor craft, the fishing fleet connected with an outdoor market, and service and layover capabilities for working harbor craft -- all capable of being viewed from an extended Harborwalk.



B.

• *The Working Port* (North Jetty, Reserved Channel and Dry Docks) will accommodate the full range of working harbor vessels. The North Jetty would continue to be available for working harbor vessels and could accommodate cruise ships. The Reserved Channel should continue serving the biggest cruise and container ships as well as providing a service layover facility for working harbor craft. The back basin of the Reserved Channel is well suited for its current use as an anchorage for recreation craft and for fishing or other recreational uses.

7. Building Form and Height

The intent of the Plan's recommendations on height is to create diversity and variety of building types, scales and heights; to frame public spaces; and important street corridors and to reinforce the concept of linking inland sites visually with the waterfront. In this way the Seaport will frame the southern face of the Harbor in a manner similar to that of other Boston waterfront neighborhoods as well as preserve downtown as preeminent in the city skyline.

As in other Boston waterfront neighborhoods, the Seaport will be low-rise at the water's edge and buildings will step back and up as they get further away from the water. A series of height zones is established, consis-

B. Generalized building heights

A. Fort Point Channel

tent with building heights along the Harbor. Within the first 200 feet from the bulkhead, buildings are generally restricted to 75 feet in height. In the next zone, buildings can step up to 100 to 150 feet in height. In the area marked "150 PDA," lying mostly north of Old Northern Avenue, the predominant maximum height will be 150 feet, but through a PDA, an owner may propose greater height on an individual parcel provided the overall building heights on the owner's parcels in that area averages less than 150 feet.

In the area centered around New Northern Avenue and Congress Street, the base building height will be 150 feet, but a property owner can apply through the PDA process for a height in excess of 150 feet with provision of appropriate community benefits. In several prominent locations in this inland area -- whether to define or frame a prominent open space, avenue frontage, or view corridor -- taller buildings may be allowed. It is anticipated that over time there will be buildings at 175 feet, 200 feet, 250 feet and a few at approximately 300 feet. The south side of Summer Street adjacent and next to the convention center, and the westerly parcels in the New Wormwood Area will be studied for possible heights above 150 feet.

A.

SPECIAL PLACES

Certain places of special significance enjoy a locational prominence or have a particular design potential that give them an important role in the realization of the Plan. How these places are developed will be important in determining the success and design quality of the area as a whole. The following section walks the reader through each of these special areas; the text annotates the accompanying illustrative site plan.

1. Fort Point Channel

The Fort Point Channel area has the potential to become the next great place in the city. Here, the water is the special place. It is here that the downtown and its commercial waterfront meet the Seaport. The bridge crossings, the streets and promenades along its edges, together with boat activity, water transport, public uses and piers within the Channel, will create a dynamic setting for a variety of uses

B.

C.

D.

B. Congress Street bridge, c. 1880

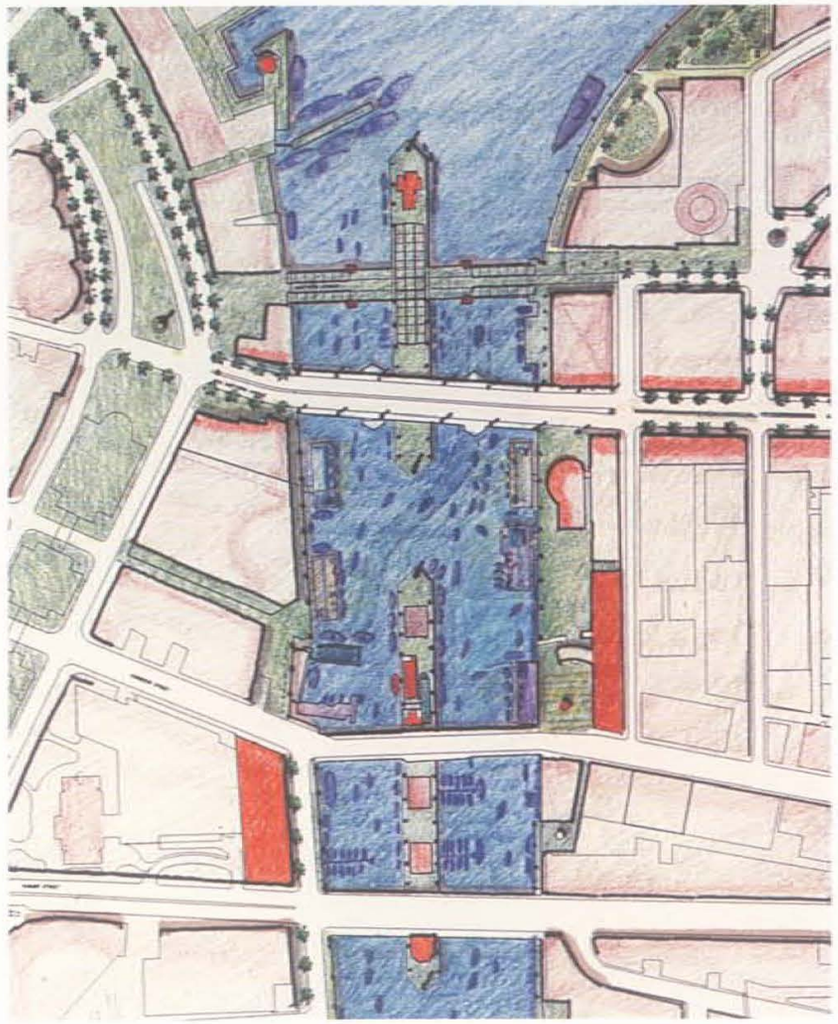
C. Docks in the Fort Point Channel

D. Recreational boating in Manchester, England

E. Public Realm Plan detail: Fort Point Channel

on land. It will be framed by commercial, office, and residential uses in buildings of varying size and height. Retail, civic/public, museum, recreational and entertainment uses will be maximized as the first and second levels along all building frontages lining the promenades. Existing buildings should investigate incorporating covered arcades and public uses along all Channel-side building faces.

North of Summer Street, the Plan suggests that Fort Point Channel become the location for a wide range of 'floating' public uses, piers, docks and landings. South of Summer, it is intended that smaller craft and recreational open space for use by residents and adjoining neighborhoods will be accommodated. And the Channel will perform a civic role in tying other public venues -- like the new Central Artery park, Dewey Square, South Station, Chinatown, and South Bay Harbortrail -- to this waterfront resource.



E.

A. Boylston Street at Copley Place

B. Barcelona's waterfront boulevard

2. New Northern Avenue

New Northern Avenue will become the city's premiere waterfront boulevard and address, civic in nature, creating places along its length and serving as a destination international in stature. As a mixed-use street, it will become the location for office, restaurants and retail, residential, exhibition, transit and tourist destinations and facilities. It will bring people along the water, and will be activated by the piers and excursion and cruise ship berths along its length. It culminates at its eastern end at Wharf 8, where the Dry Dock, the Silver Line and working port come together. The existing roadbed will be reduced in width to accommodate landscaped medians, widened sidewalks, a double allee of trees, special paving and lighting in an attempt to produce a new public corridor equal to the allure of a Commonwealth Avenue or a Boylston Street.

A.

B.

3. Harborwalk

Those pedestrian movements that are related to the waterfront, the esplanades, waterfront parks and civic places of the Seaport can be considered the extension of the city's Harborwalk system. The design intent is a seamless connection to the existing walk via the Old Northern Avenue Bridge pedestrian connection onto Fan Pier or around the entire perimeter of Fort Point Channel. Harborwalk then continues around the great curve of the Fan to Pier 4 and threads its way through the piers both along New Northern Avenue as well as out and around each pier. A special meeting place would occur at the World Trade Center, where Harborwalk intersects the Viaduct. The walk continues to a Park at the terminus of D Street, combined with civic uses at the Fish Pier, then skirts the water to Wharf 8, and to the North Jetty. Along the entire length of Harborwalk, a series of parks, overlooks, civic uses or cultural facilities will enrich the promenade at key locations.

C. Examples of public waterfront promenades





C.


A. Fan Pier today

B. Public Realm Plan detail: Fan Pier

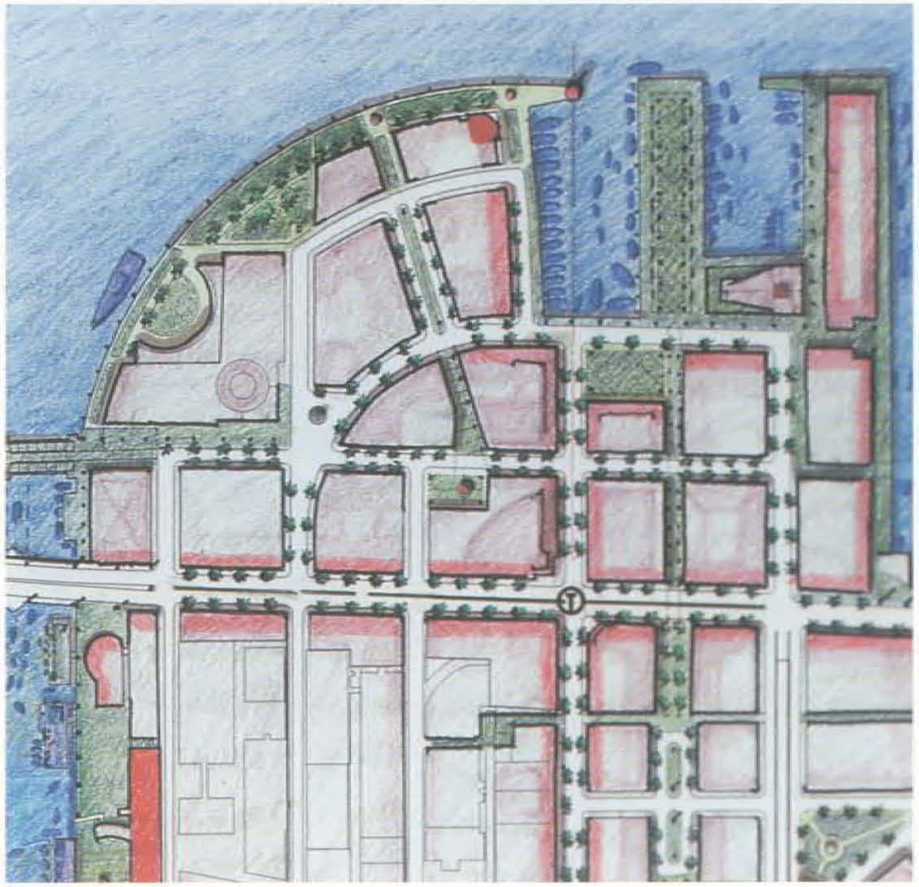
C. Fan Pier, c. 1960

D. View from the new public pier in Fan Pier Cove looking south

A.

4. Fan Pier

The Seaport begins at Fan Pier, already a civic location with the opening of the new Federal Courthouse. The street and block plan celebrates the shape of the Fan and recalls the historic configuration of the pier during the heyday of rail and shipping. The pattern of streets and blocks is intended to maximize views and access to the Harbor and to relate the Federal Courthouse to the larger whole. The broad curve of the Pier will become a wide promenade with an esplanade, shaded seating areas, and linear park with sweeping views of the Harbor as one walks toward Fan Pier Cove. It will be a public viewing platform of civic stature. This broad promenade will also be the location of civic uses and buildings as one proceeds to Fan Pier Cove. When approaching from downtown via the Old Northern Avenue Bridge pedestrian connection, a new curved street



B.

C.

D.

A. Rowes Wharf public dock and ferry terminal

B. Active ground level on Newbury Street

C. Indoor and outdoor public spaces at Quincy Market

will lead to the water, or alternatively, one can continue along a more sheltered Old Northern Avenue lined with retail shops, leading to Pier 4, the slips, and other destinations. Old Northern Avenue can be thought of as a pedestrian way similar to other intimate retail walks in the downtown and a possible preferred path in winter.

At the east end of Fan Pier, Fan Pier Cove becomes a celebration at the water. A lighthouse at the northwest corner marks New Wormwood Street's progression from the smokestack to the Harbor and a new open space -- a public pier -- is located in the middle of the Cove, doubling the available shoreline for pedestrians, replacing the pier that used to be there. Wave attenuation measures will provide protection for small pleasure boats, excursion boats, as well as water taxis. Civic buildings or uses, both indoor and outdoor, are located in more protected spots in the southern and southeastern edges of the Cove.

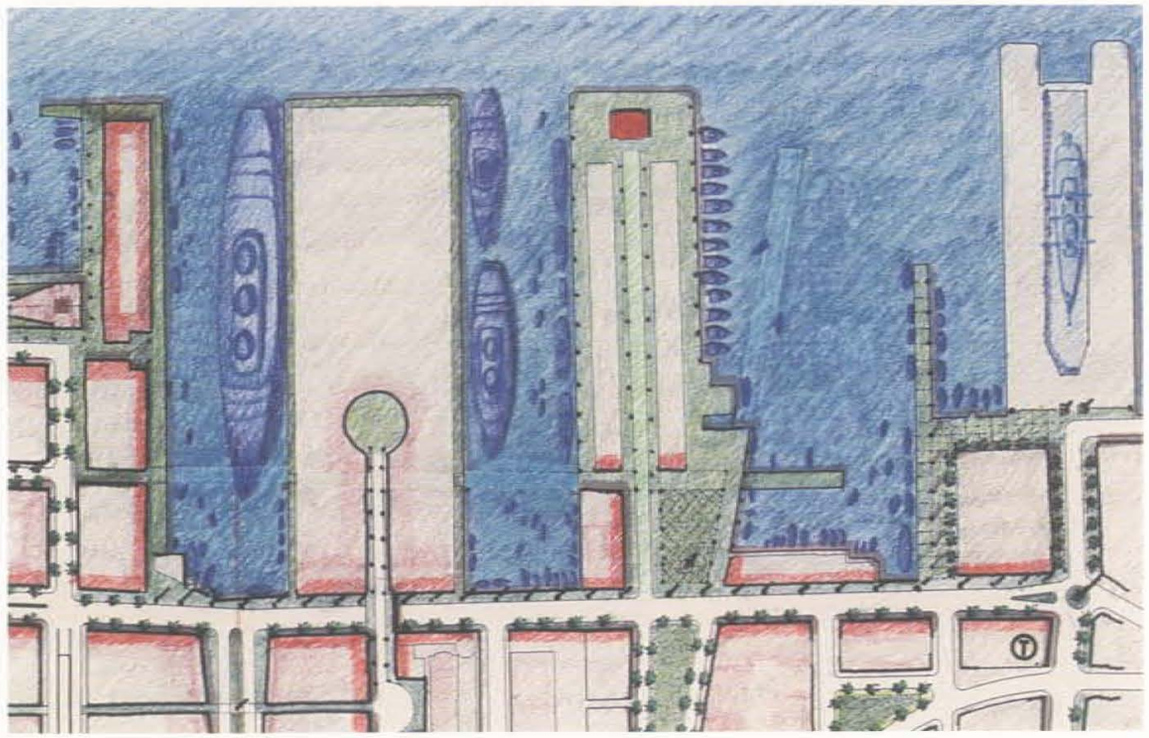
A.

B.

C.

E.

D.



F.

D. Fish Pier

E. Canada Place in Vancouver

F. Public Realm Plan detail: Northern Avenue from Pier 4 to Dry Dock No. 4

The rest of Fan Pier is laid out to provide the smaller irregular blocks that are so characteristic of Boston, to bring streets in the Boston Wharf district through to the Fan, and to provide highly visible locations for civic buildings and facilities.

The sense of the water and the Cove is also drawn inboard, south toward the center of the Seaport by way of New Wormwood Street and a public pedestrian way centered on the new pier, which leads to a residential and hotel district located between New Northern and Congress.

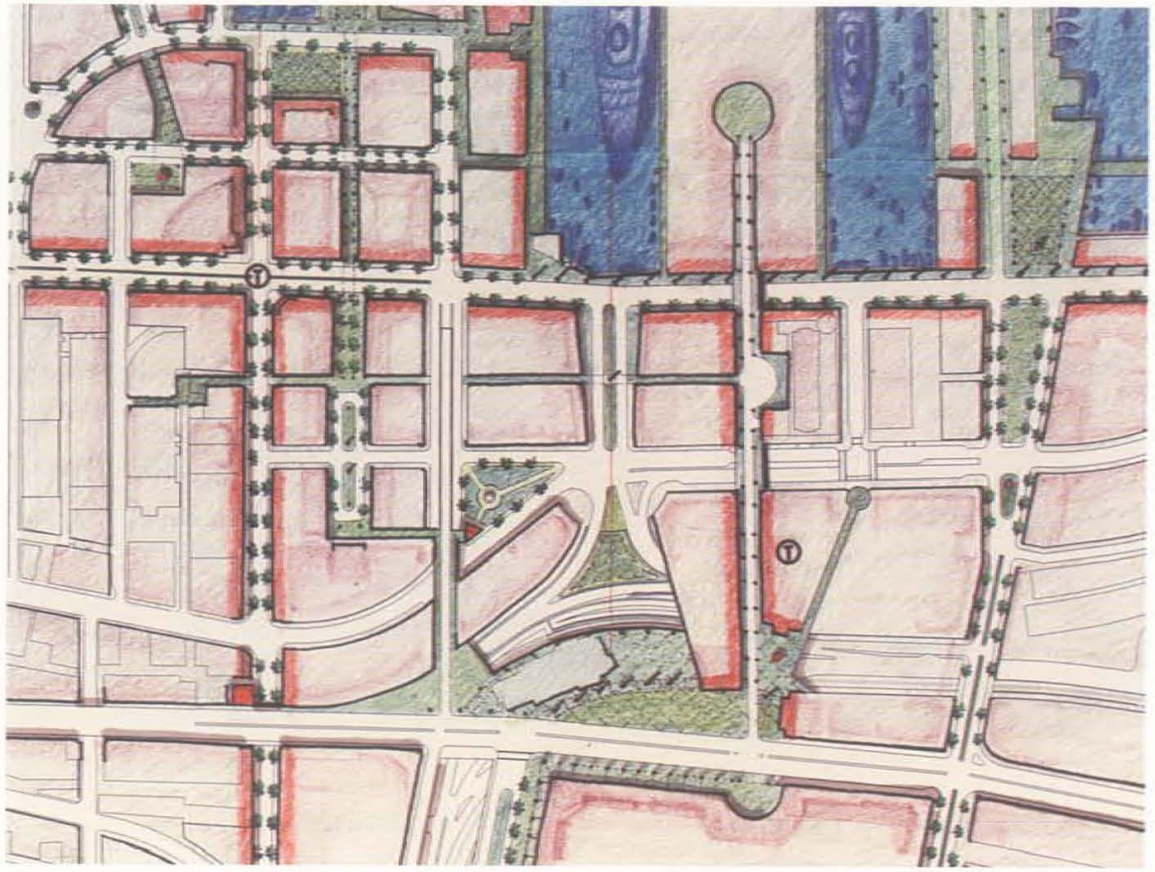
5. The Piers District

Further east on New Northern Avenue lies the Piers District, where the water comes all the way to the Boulevard. This area will have a great variety of waterfront activity and public access will be maximized at all the Piers. The World Trade Center, other conference venues and new residential/retail/restaurant/hotel development on Pier 4 will bring an added population to this area. Within the deep water slips, new water transport stops, larger-scale excursion and charter boats, and a port-of-call dock for visiting cruise liners will create a new visitor destination for the city. D Street will meet the water at a public park, with the opportunity for improved pier access allowing the public a closer view of the operations of the fishing fleet. Here the waterfront may include a variety of uses linked to the maritime industry like an indoor/outdoor produce and fish market at the forecourt of the Fish Pier similar to those in Seattle, Washington and Portland, Maine. And Bostonians will have the ability to view up-close port activities. The area will be serviced by two Silver Line stations with access to New Northern Avenue and pedestrian routes to the water.

A. The old Summer Street bridge in front of the convention center site

B. Public Realm Plan detail: Viaduct Street and the Piers District

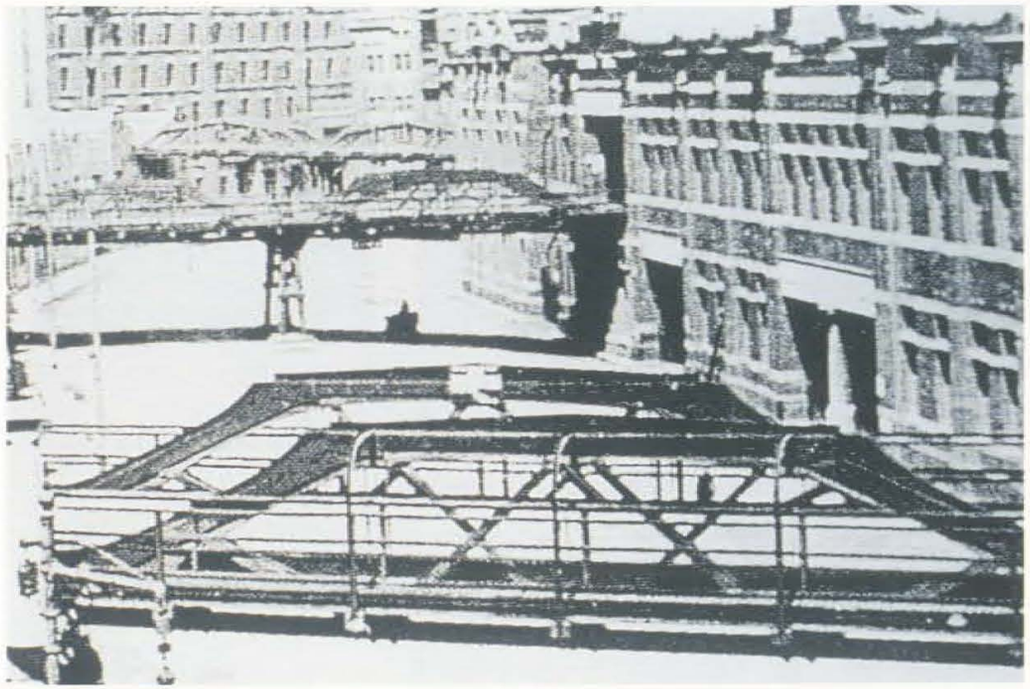
A.



B.

Inland on Summer Street, will be the front door of the new convention center. Here, elevated Summer Street needs to be linked to the water and the convention center needs to relate to everything around it in order to substantially reduce the impact of an inevitably large and inward-oriented building. The distance from Summer Street to the water is the same as that from City Hall to Atlantic Avenue and Christopher Columbus Park in the North End, a familiar walk for Bostonians, but the change in grade and the highway infrastructure are insurmountable.

As illustrated, the front of the convention center, which in earlier plans is shown set back to allow for a plaza south of Summer Street, is now pushed forward to front on Summer Street. The plaza would be moved to the north of Summer Street while additional space in the convention center would be built out with public uses (i.e., covered lobby and drop-off, visitor orientation, conference or hotel



C.

D.

C. Elevated street connections in Walsh Bay, Sydney

D. Park Avenue crossing over 42nd Street at ground level in Manhattan

uses) as a public face to the street. The new plaza, built over highway ramps and railroad lines, would become the harborside overlook for the convention center, with a view of the water along a newly created B Street visual corridor. Air rights development will be maximized here and, along with the vent building, will frame the overlook and orient one's view north to the Harbor.

Several measures are proposed to make as strong a connection as possible between the convention center and the waterfront, including:

- **a rebuilt Viaduct Street to provide above-grade access to the World Trade Center. It will be lined with retail and public uses, the lobby of the Seaport Hotel, a new Silver Line station and covered walks to create a strong vehicular and pedestrian link between the World Trade Center and the new convention center.**
- a pedestrian connection to the north and east from the convention center would allow easy access to Congress Street and to the Silver Line station.
- **to the west a new ramp street will provide an additional vehicular route from Summer Street down to New Northern Avenue. The pedestrian routes tied to this new street will connect to Congress Street, New Wormwood Street, the residential/hotel area just east of Boston Wharf and to Fan Pier Cove.**

The bridges over Congress Street will give unique character to this area. New York's Park Avenue and Sydney's Walsh Bay serve as models here.

A. Examples of residential neighborhoods at the water's edge in Hamburg, Oslo and Charlestown

B. Fort Point Channel

C. Plan concept of New Wormwood neighborhood

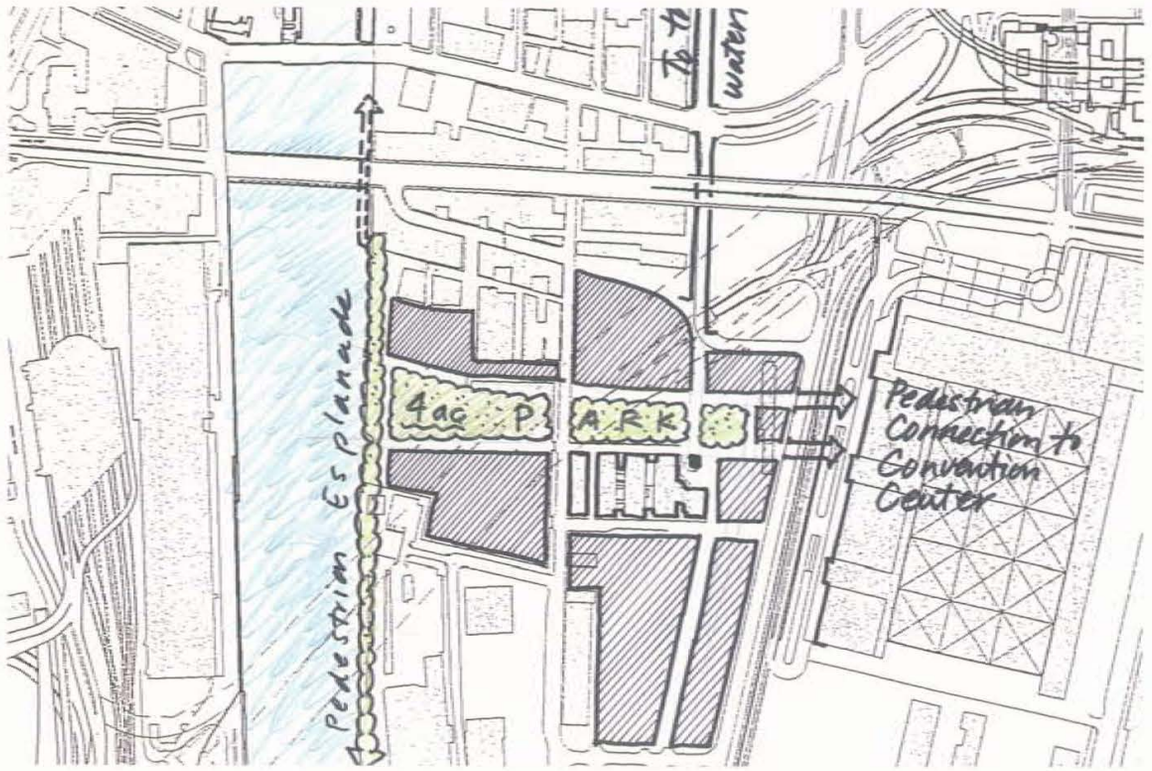
D. View of Wormwood park and smokestack from across the Fort Point Channel

6. Wormwood Neighborhood

A residential mixed-use neighborhood is proposed for the Fort Point Channel area between the convention center site (north of Gillette) and the Channel, building upon the existing residential core and artist community. Combining new, infill, and rehab construction, the neighborhood is organized around a new north-south street, "New Wormwood," and an east/west linear park with the smokestack as the focal point. New Wormwood Street, on axis with the stack, will extend all the way from West 2nd Street to the new Fan Pier Cove to the north. As a location for a system of local parks and playgrounds, ground floor shops and residential buildings, New Wormwood will offer a wonderful tree-lined pedestrian oriented street from the St. Vincent's neighborhood to the water, while A Street can be maintained for truck access.

A.

B.



C.

D.

A. Wormwood Street today

B. Neighborhood playground at Marine Park

C. M Street Park

A.

B.

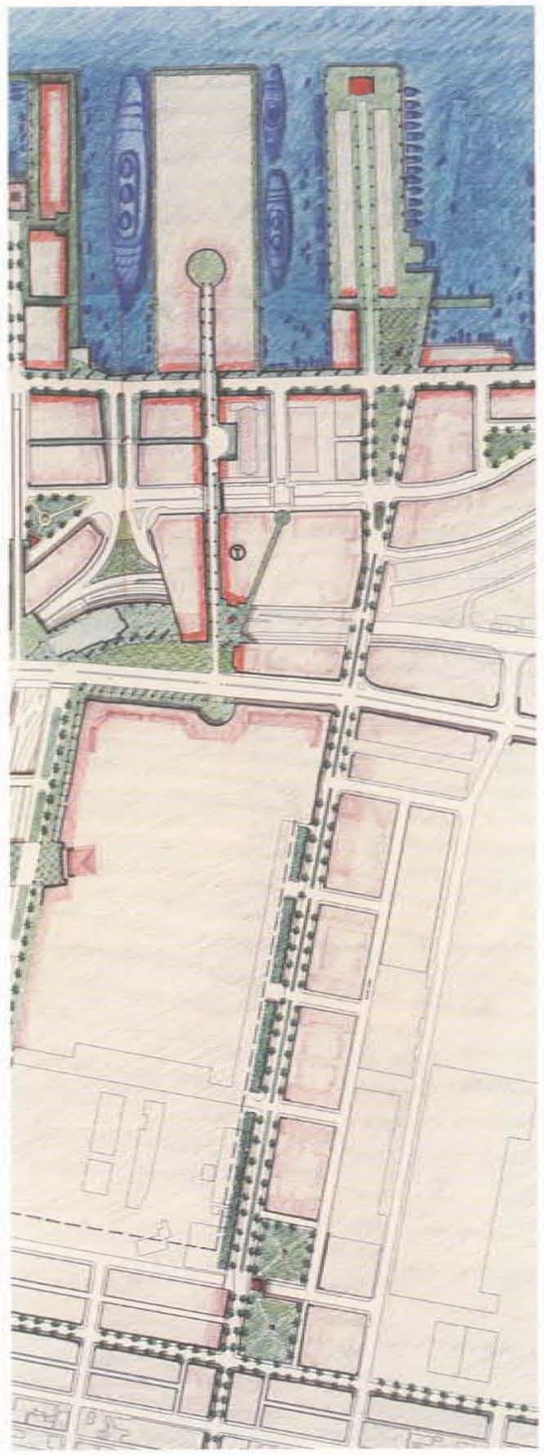
C.

A new linear park of 3.5 acres is proposed for residents and families as the heart of the neighborhood. It will also provide a waterside setting and address for new residential buildings. The park would be formed by the westerly extension of existing Wormwood Street and a new street to the north of it. It would be approximately 120 feet wide at its easterly end, widening to 180 feet as it approaches Fort Point Channel and framed by six, eight and ten-story residential buildings. An esplanade at its western end will extend Harborwalk south to South Boston, Chinatown, and the South End. At its eastern end, a community facility would serve the neighborhood as well as provide a link to the convention center and its drop-off/entry plaza via a pedestrian connection over the South Boston Bypass Road.

Existing buildings, which stretch south from the smokestack to West 2nd Street, could be converted to live-work spaces or be rehabilitated for office use. Properties south of Wormwood Park or east of the Gillette plant in this proposed residential area may, if purchased by Gillette, be used for the purposes of growth of the Gillette facility. With the exception of the new east side connector, no additional curb cuts would be added to the Bypass Road to keep trucks free flowing. Residential buildings abutting the Bypass Road would be buffered at the lower stories by parking and non-residential uses.

D.

E.



F.

D. D Street in the Enhancement Zone today

E. Future residential parcels along West 2nd Street

F. Public Realm Plan detail: D Street

7. D Street and the Enhancement Zone

The State legislation locating the convention center designated the area immediately east and south of the convention center as a Buffer Zone (now termed Enhancement Zone) and prohibited uses incompatible with the adjacent residential neighborhood. Working with the community and South Boston elected officials, it was determined that this area could provide a good location for the expansion of community housing.

D Street borders the convention center on its east and is one of the three streets identified that could best serve as a pedestrian route from the St. Vincent's neighborhood and the rest of South Boston to the water.

Two overriding – and often conflicting – policy issues for this study were the protection of trucking (as the key to continued success of the port and industrial area) and community housing. The conflict today occurs primarily on 1st Street, and on north-south streets of the St. Vincent's neighborhood. Trucks leaving from the industrial area south of Summer Street do not always go north and onto the Haul/Bypass Road, but rather come across 1st Street and down through the residential area of St. Vincent's to get onto the highway system further south. Looking to the

A.

B.

C.

A. Father Martin Homes under construction

B. Andrew Square town-houses

C. Tent City

future as this Plan is built out, there is the need to introduce a new east side connector to the Bypass Road at Cypher Street to help quiet D Street and 1st Street and to allow more community housing along these corridors.

The BRA identified over 100 sites in the South Boston area that could be suitable for community housing. This area as well as D Street could comprise a receiving area for any program in addition to linkage that would tie market-rate development in the Seaport to assist construction of community housing. If 1st Street can be quieted, residential uses in South Boston could move north from 3rd to 2nd Streets or beyond. The new Cypher Street truck connection to the Bypass Road should help alleviate truck traffic from these streets, and improve the environment as a setting for residential development.

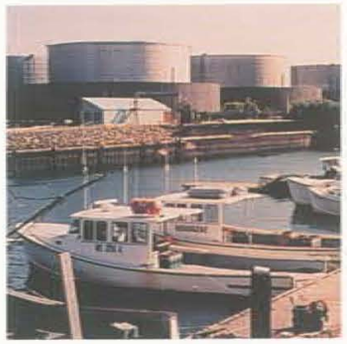
D Street will extend northward through revitalized West 2nd and 1st Streets to Summer Street and on to the water. Anchored at West 1st Street, there will be a new 2.25 acre community park. New low-rise community housing will be developed here.

D Street at the convention center poses a serious design challenge. A convention center can be a daunting neighbor for residential use, and trucks now use D Street, in part because it is the current exit/entry to the Ted Williams Tunnel. The additional east side connection to the Bypass Road and proposed extension of the truck route in this Plan, as discussed below, will go a long way to relieving truck traffic at D Street.

The plan proposes that D Street should be narrowed south of Summer by 30 feet and trucks be directed away from D Street south of Summer Street. This not only would provide better pedestrian access to the water for South Boston residents, but also make feasible residential use on D Street south of Summer. The street narrowing will permit a more generous landscaped setback on the east side of D Street, buffering new residential buildings. Residential development will occur on the first 200 feet east of D Street in buildings ranging from three to four stories in the south and eight to ten stories nearer Summer Street. The housing types will be mixed, including rowhouses, duplexes, small apartments, and apartment buildings built around small parks and courtyard spaces. Community and retail services will occur at street level. It is also possible that with detailed design of the convention center, a 60 to 90-foot frontage depth along the west side of D Street could be set aside for residential use with proper buffering between the two uses. In this way, residential development could line both sides of the street.

At Northern Avenue, D Street would end at the water at an enhanced open space next to the east office building in the World Trade Center complex. This open space, created in part by Massport's redesign of D Street's angled arrival at Northern Avenue, needs to be better defined and framed by public use, perhaps through temporary structures in order to maximize the benefits to the public at this critical waterfront location. To the east of

D.



E.

F.

D. Public Realm Plan detail: Old Summer Street (Pappas Way)

E. Cardinal Medieros Pier

F. Waterfront Park

this open space will be additional residential buildings, possibly with hotel and commercial use as well. D Street will terminate at the Harbor and the Fish Pier with public space, civic uses and accessible piers.

8. East First Street and Old Summer Street (Pappas Way)

This is currently an underutilized portion of the Reserved Channel area. The Plan takes a long-term view and proposes a revitalized East 1st Street for community housing. A portion of the triangle of land between East 1st Street and Pappas Way would be transformed into a three to four-acre park, with direct access to the water. Localized waterside uses, including fishing, small craft and marina activities, along with active recreation spaces could be developed here. Pappas Way could be converted into a small-scale waterfront street and esplanade. A pedestrian route would thread its way from here, across Summer Street on the edge of the Marine Industrial Park to New Northern Avenue, Wharf 8 and the water.

CONCLUSION

Streets and blocks, land and water uses, circulation and open spaces, and resulting special places, address the planning, design and development possibilities of the Seaport and its surroundings. They form a unified plan framework and a cohesive strategy for its execution. The Plan offers public decision-makers and private landowners and investors a framework for achieving the important public objectives of this Plan. This framework is still preliminary and can only become a complete master plan after detailed discussion, review and consultation by those who will turn the Plan into reality. The making and implementation of a plan are interrelated parts of the same enterprise: successful city building.


BOSTON HARBOR
DOWNTOWN
FORT POINT CHANNEL
IMMERSED TUBE TUNNEL
STATE STREET
HIGH STREET
C14C2
C17A9
C14C4
C14C5
C17A6
C14C3
C17A3
C17A1
C01A2
C05B1
C05A1
R01C1
C01A4
COMMONWEALTH PIER
FISH PIER
C01B1
R01A1
C21B1
C09B1
C14A2
C09F1
C04A2
C04A3
C20A1
C01A3
C09A1
C09A3
C24A2
C24F1
C24A1
C02A1
CA/T FIELD OFFICES

Overview of the Transportation Network

Central to the planning of the Seaport has been the idea that the transportation network should work in tandem with the urban vision, character and uses of the district. Up until now, the vast highway infrastructure under construction in the area has been its defining feature. The Public Realm Plan, with its emphasis on urban scale and connections to the Harbor, changes that focus. Most importantly, the Plan overlays a street and block plan onto the highway system that is the basis for new development. Adoption of the street and block plan will enable the City to control the scale of buildings, their relationship to public spaces, and ultimately the overall urban design character of the district. A carefully designed street and block plan will also improve vehicular, pedestrian and bicycle circulation.

The following discusses the area's transportation infrastructure as it will be built by the Central Artery/Tunnel (CA/T) Project to be completed around 2004 along with several enhancements proposed by the Public Realm Plan. A transportation study now underway will assess the capacity of the infrastructure to serve the proposed plan and make recommendations where necessary for additional improvements.

With the completion of the CA/T Project and the South Boston Piers Transitway portion of the Silver Line, the Seaport will have excellent connections to the regional highway and transit systems, and will also benefit from improved pedestrian and bicycle connections as part of new local street construction. Truck access will be improved through the completion of the South Boston Bypass Road, a commercial vehicle route that connects to the Massport Haul Road. Rail access will be maintained to the port. In addition to land-based transportation, the Seaport has an extensive waterfront, making it ideally suited to the use of water transportation.

LAND BASED TRANSPORTATION SYSTEMS

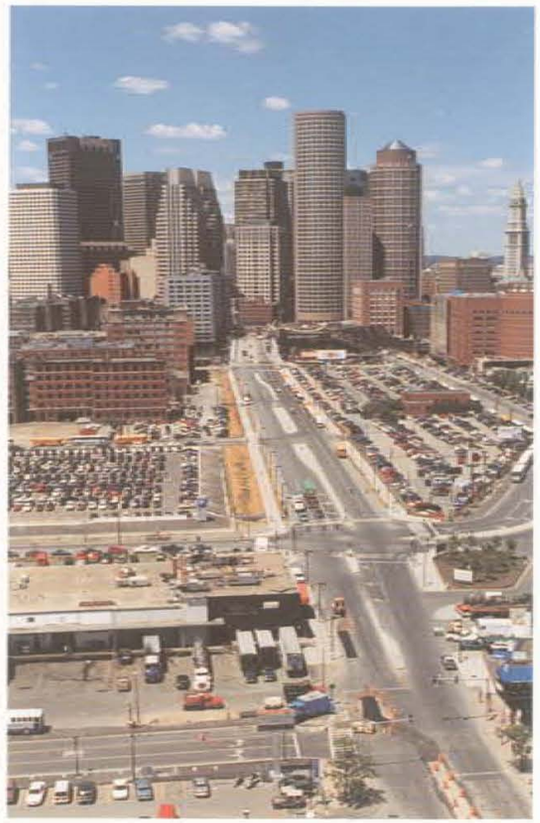
A. Roadway Network

This section describes key aspects of the roadway system after completion of the CA/T Project in the Seaport, and how this system relates to the downtown and the South Boston neighborhood. The CA/T Project will significantly alter traffic patterns in the Seaport by extending Interstate 90 to Logan Airport via the Ted Williams Tunnel, with new ramps providing access to and from the Seaport to this highway system. These ramps will be integrated into the local street system, including the area's three main east-west corridors: Summer Street, Congress Street and New Northern Avenue. D Street and West Service Road currently provide connections to the highway as well as being important north-south corridors in the area.

The Public Realm Plan's proposal for changes and enhancements to the surface roadway network have not been tested from a traffic engineering standpoint. The transportation study will assess the viability of these recommendations and make refinements that preserve the design intent while respecting traffic engineering realities. The general configuration of these corridors is presented below.

- **Summer Street** provides connections from downtown through the Seaport into residential South Boston. The Public Realm Plan proposes new vehicular and pedestrian connections from the elevated level of Summer Street to the streets at grade north and south. These additional streets help to better organize the blocks and frontage between West Service Road and D Street as well as provide additional connections from Summer Street and the front door of the new convention center to New Northern Avenue and the water's edge.

A. Northern Avenue



A.

• **Congress Street** provides east-west connections to and within the Seaport and will be the primary east-west street feeding local traffic to the highway ramps. Outside the Seaport, Congress Street is the major cross-town connector through the downtown to North Station. The Public Realm Plan proposes two changes to Congress Street: The first is to extend Congress Street east beyond D Street into the Boston Marine Industrial Park (BMIP). This extension will provide an additional route for trucks destined for the BMIP and a better termination for this important city street. The second change is to split Congress Street into a one-way pair system between B Street and West Service Road that may better organize traffic around the B Street intersection and subdivide the surrounding large land parcels into more developable city blocks.

• **New Northern Avenue** is the northernmost east-west connector in the Seaport and also provides the most direct connections with Interstate 93 ramps in the downtown. In the Public Realm Plan, New Northern Avenue is treated as an extension of Atlantic Avenue and serves as the Seaport's major waterfront boulevard.

• **D Street** is the only north-south connector in the Seaport that crosses the three major east-west corridors and physically extends south into the existing residential areas. It is also an important access route to and from the regional highway system with intersections closely spaced between Fargo Street and New Northern Avenue. D Street extends south to Old Colony Avenue and Dorchester Avenue, but city enforced circulation patterns and circuit breakers make it difficult to use this corridor as a through-route to the Seaport. The creation of community housing on D Street between Summer and Cypher Streets will be accompanied by a relocation of trucks from D to E Street. Massport has proposed extending the D Street view corridor to the water's edge and replacing D Street with a couplet of one-way streets between Congress Street and New Northern Avenue. A new urban park between the pair of one-way streets will be created that will function as an extension of Seaport Park as well as provide a new public destination at the end of D Street and the head of the Boston Fish Pier.

• **West Service Road** currently forms a boundary between the older wharf district and the largely undeveloped land to the east. An important link in the area's highway system, it provides a connection for traffic from the Seaport to Logan Airport by way of the Massport Haul Road. The Public Realm Plan proposes to rename West Service Road to New Wormwood Street and extend it south to West 2nd Street to serve as the central spine for the newly proposed Wormwood residential area. In addition, it will provide another connection from residential South Boston to the water as well as extending the view corridor from the Wormwood smokestack to Fan Pier Cove.

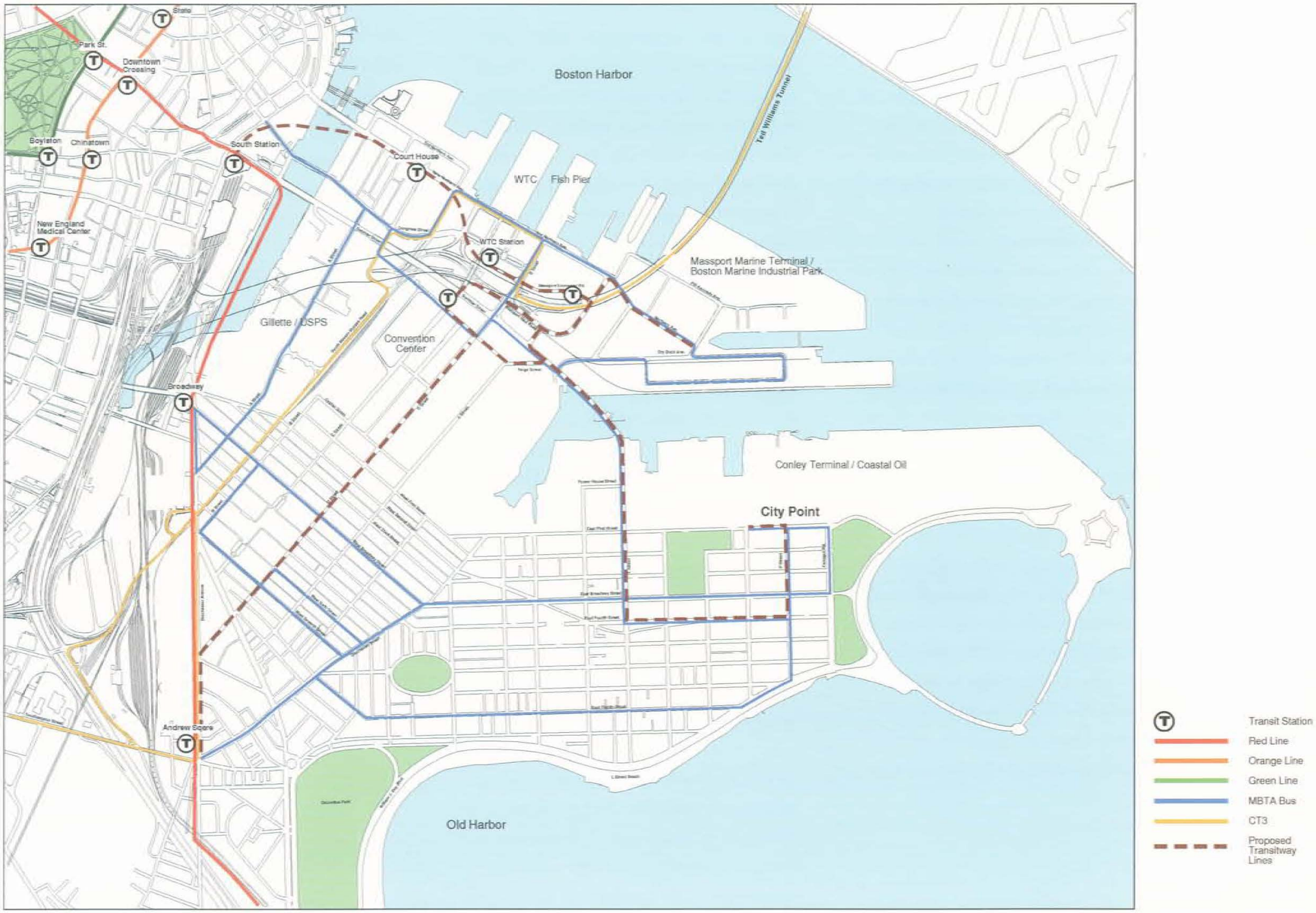
• **Other North-South Streets.** At the completion of the CA/T Project, other north-south roadways in the Seaport will provide local circulation between Congress Street and New Northern Avenue such as B Street and East Service Road. Sleeper and Pittsburgh Street extensions will connect streets in the Fort Point area to the new streets in the Seaport. In addition, a network of commercial vehicle roadways will provide access for trucks traveling into and through the area, including the Massport Haul Road, which runs from New Northern Avenue to the South Boston Bypass Road; the South Boston Bypass Road, connecting the Seaport District and the I-93/Massachusetts Avenue interchange; and Pump House Road, which will provide a critical connection between Summer Street and the Massport Haul Road east of D Street. These roadways separate truck traffic from general traffic as part of a strategy to provide access to the port and industrial activities in an efficient manner that avoids travel through residential streets. The Public Realm Plan supplements these major streets with a series of secondary streets that subdivide the large land parcels into more developable and manageable city blocks.

• **The Two-Level Roadway System.** The roadway system in the Seaport reflects both the past use of the area as a major rail terminus and the complexities of the new highway interchange construction resulting from the CA/T Project. In the past, large portions of the Seaport were used as rail yards with access to the piers along the waterfront. Bridges for cars and trucks spanned over the rail lines with Summer Street located at the upper level and Congress at the lower. Because Melcher Street and D Street provide the only current connections between the two levels for all traffic, the Public Realm Plan proposes a new ramp street to connect the upper level Summer Street and the front door of the convention center (bridging over Congress Street) to the lower level of New Northern Avenue and the water's edge.

• **Ramps.** The CA/T Project will construct separate ramps serving I-93 and I-90, increasing the overall number of ramps in the area and the complexity of intersections along key corridors such as Congress Street. As a result, intersections along D Street and Congress Street will be close to one another and will need to accommodate high levels of turning movements approaching the highway ramps or making local connections. The operation of D Street north of Summer Street is further complicated by the proximity of the portal for the new South Boston Piers Transitway to the D Street/Congress Street intersection. These conditions require careful coordination of the signal system to manage traffic and transit operations. The Public Realm Plan does not propose any changes to the proposed ramp system.

• **Downtown Connections.** Vehicular connections between the Seaport and downtown are made via three bridges that cross the Fort Point Channel at New Northern Avenue, Congress Street and Summer Street. In addition to linking the Seaport with local destinations, the Evelyn Moakley and Summer Street bridges provide easy connections for Seaport traffic going to and from I-93 by ramps located along Atlantic Avenue at Purchase Street and at Dewey Square. The Public Realm Plan takes advantage of these existing connections. In addition, a new bridge in the vicinity of Mt. Washington Street is proposed that will connect the new residential area in the Wormwood Area to Dorchester Avenue.

A. Public transit system: existing and future concepts



A.

• **South Boston Circulation Patterns.** Over the past ten years, the Boston Transportation Department, in cooperation with other agencies such as the Metropolitan District Commission, has implemented a series of circulation changes in South Boston to discourage cut-through traffic. These improvements include street direction changes on D, E, H, I, and K Streets, turn restrictions at various locations in the neighborhood, and median closings along Day Boulevard. In addition, the City has also reconstructed Andrew Square to improve roadway alignment, provided separate signal phases for Dorchester Street and Boston Street, reduced pedestrian crossing width, added new pedestrian signals and provided urban design amenities.

These changes were made in order to discourage the use of local South Boston streets to gain access to the downtown, to mitigate impacts from potential traffic diversions caused by CA/T construction, and any future traffic from emerging development in the Seaport. The Public Realm Plan maintains all of these traffic measures.

B. Transit Service

Several transit improvements are underway or in planning in the Seaport. The South Boston Piers Transitway or Silver Line service is under construction, with completion anticipated by the end of 2002. In addition, Urban Ring planners are evaluating potential routes for circumferential service into the area. Massport has developed the Airport Intermodal Transit Connector (AITC) to improve connections between South Station and Logan Airport using the Piers Transitway tunnel.

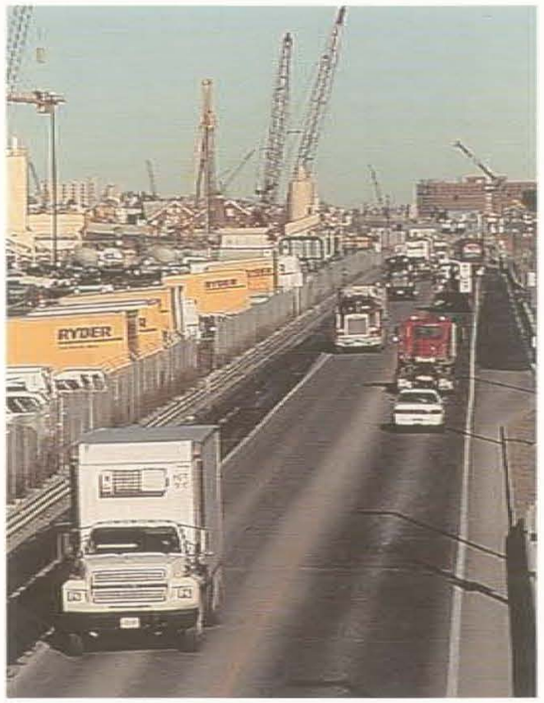
• **The South Boston Piers Transitway,** or Silver Line, will greatly improve transit access to the Seaport. The first phase will connect South Station, the region's primary intermodal transportation facility, to the Seaport using an underground bus tunnel and then surface routes south and east of D Street.

The second phase will extend the service from South Station to Boylston Station for Green Line transfer and also connect with the Silver Line service along Washington Street. Dual mode buses will operate under electric power from an overhead catenary system in the tunnel from South Station to D Street where they will enter and exit the underground tunnel. The buses will engage and disengage the overhead catenary along a new Massport Connector Road east of D Street parallel to the Ted Williams Tunnel and will operate independent of catenary on local streets using internal combustion engines with clean fuels.

The Transitway project included stations located at Fan Pier/Courthouse and World Trade Center (providing access to Congress Street and Viaduct Street). More recently, as part of the convention center planning, a new station was added for this facility. The Public Realm Plan also proposes an additional station east of D Street on Massport property at the entrance of the BMIP to service the port. New surface routes are being proposed as well. Routes with the greatest potential include service out to the BMIP and Dry Dock No. 3 and service to the South Boston residential areas, including a route along L Street to City Point and one down D Street to Andrew Square.

A. South Boston Bypass Road

B. Targeted enhancements to truck routes



A.

• **Urban Ring (Circumferential Transit).** The MBTA is also evaluating a new transit system that will connect the radial transit lines outside the downtown Boston core. One of the crosstown bus routes (CT3) just started by the MBTA in December 1998, uses the South Boston Bypass Road to Logan Airport via the Ted Williams Tunnel. This route uses New Northern Avenue and D Street to access the Ted Williams Tunnel temporary ramps until new ramp connections to the South Boston Bypass Road are completed as part of the CA/T Project.

• **Airport Intermodal Transit Connector.** Massport has proposed a new transit service that will take advantage of new infrastructure improvements to link Logan Airport with South Station. The Airport Intermodal Transit Connector (AITC) will include a route through the South Boston Piers Transitway tunnel with stops at each of the proposed stations in the tunnel. The service will provide a one-seat ride from South Station and the Seaport to each terminal at the airport, and its implementation will coincide with the opening of the Transitway service.

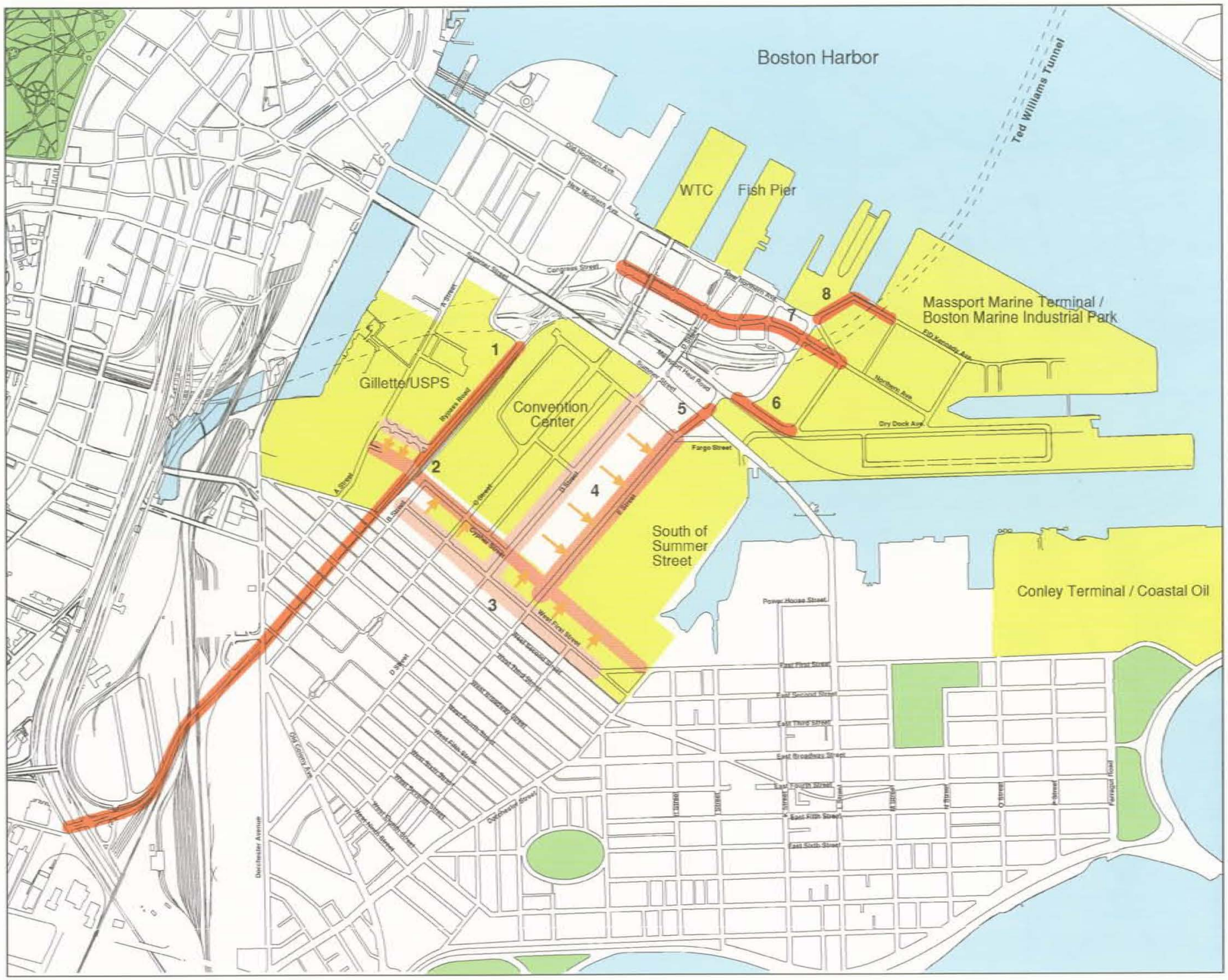
C. Truck Routes

The operation of the port and the viability of the industrial uses in South Boston will depend on the ability of the roadway network to provide connections to and from the regional highway system. The CA/T Project will improve connections and provide new infrastructure to accommodate truck circulation and highway access.

Three types of roadways in the Seaport provide access for trucks from the regional highway system to the port and to industrial areas: commercial vehicle only roadways like the South Boston Bypass Road; signed truck routes (on streets with other traffic) such as New Northern Avenue; and other streets commonly used by trucks that are not signed. To prohibit the use of streets in the residential neighborhood by cut-through truck traffic, the City of Boston has posted truck restrictions on local streets in the residential neighborhood south of East and West 1st Street in South Boston.

The South Boston Bypass Road, a commercial vehicle roadway completed as part of the CA/T Project to allow trucks to bypass the neighborhood, connects the area with I-93 at the Massachusetts Avenue interchange. The Massport Haul Road provides connections between the Bypass Road and the BMIP and Northern Avenue. Highway ramps to and from I-90 are located along the Massport Haul Road. Northern Avenue will be used by trucks entering the area from I-93 north. The following describes the routes that connect major industrial and port uses in the Seaport with the regional highway system, followed by a discussion of a number of targeted enhancements proposed in the Public Realm Plan to improve truck access.

• **Conley Terminal** is a major container terminal located on the easternmost end of East 1st Street along the southeast side of the Reserved Channel. Trucks traveling between the terminal and the highway system will use East 1st Street to connect with Summer and L Street and the Massport Haul Road via Pump House Road. Massport is, however, studying a new roadway to relieve truck traffic on East 1st Street that would be parallel to and north of East 1st Street that would provide a dedicated truck connection from

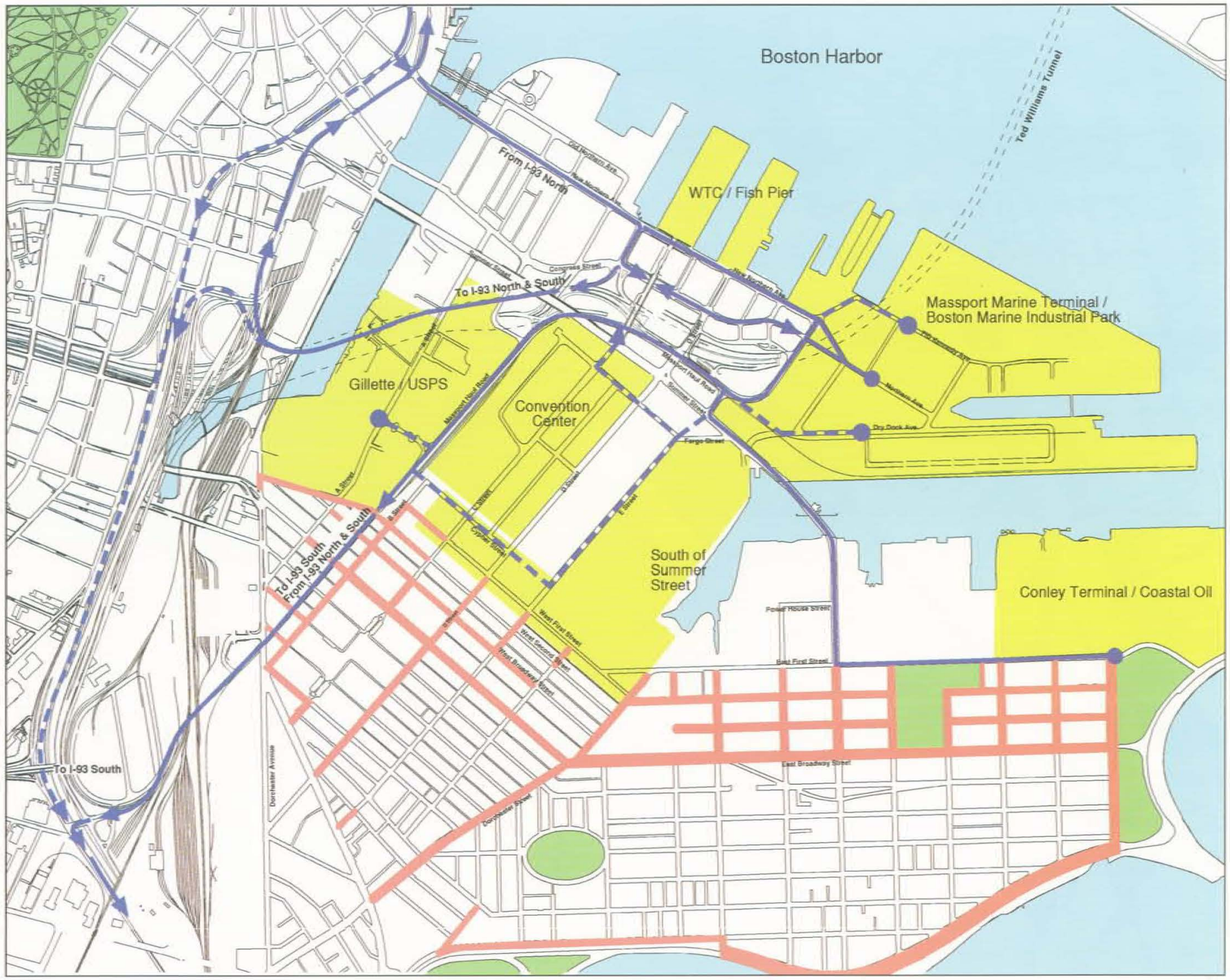


1. Maintain and enforce restrictions on the Bypass Rd.
2. Provide East Side Connector to South Boston Bypass Rd. at Cypher Street and aligning it with west side mid point access Rd.
3. Relocate truck route from West First St. to Cypher St.
4. Relocate truck route from D St. to E St.
5. Simplify connection between Haul Rd. and areas south of Summer St. by extending and aligning E St. with Pump House Connector Rd.
6. Introduce new truck entrance to BMIP from the south by extending Haul Rd. to Dry Dock Ave.
7. Provide more direct truck connection to highway ramps by extending Congress St. into BMIP
8. Extend Haul Rd. across Northern Ave. to North Jetty and Fid Kennedy Ave.

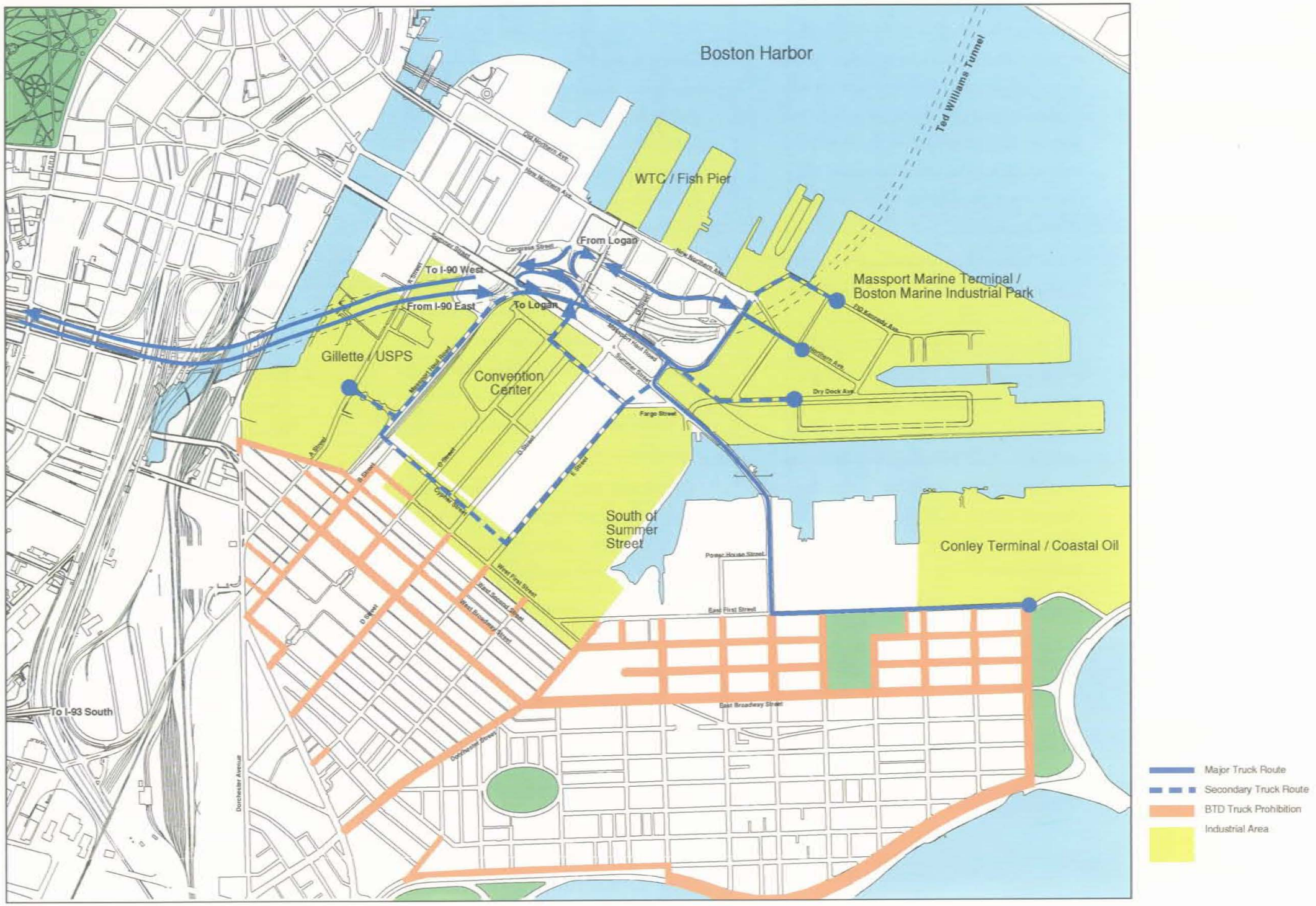
B.

A. Proposed Seaport truck routes to and from I-93

B. Proposed Seaport truck routes to and from I-90



A.


Boston Harbor
Ted Williams Tunnel
WTC / Fish Pier
From Logan
To I-90 West
From I-90 East
To Logan
Massport Marine Terminal /
Boston Marine Industrial Park
Gillette / USPS
Convention
Center
South of
Summer
Street
Conley Terminal / Coastal Oil
To I-93 South
Major Truck Route
Secondary Truck Route
BTD Truck Prohibition
Industrial Area

B.

Conley Terminal to Summer Street. The Massport Haul Road in turn will provide connections to the I-90 highway ramps, South Boston Bypass Road and Northern Avenue. Key traffic issues on this route include commuter-related congestion on Summer Street and the operational characteristics of the Pump House Road intersections, which are closely spaced.

• **The Boston Marine Industrial Park (BMIP)** is located on the eastern end of the Seaport on the northwest side of the Reserved Channel. The Massport Haul Road and Northern Avenue connect the industrial uses in the BMIP with the regional highway system. Key traffic issues include the general operating conditions of the Massport Haul Road and Northern Avenue. The Public Realm Plan proposes new entries to the BMIP from Congress Street and the Massport Haul Road to Dry Dock Avenue.

• **Industrial uses** are located along both East and West 1st Streets, D Street, E Street and Pappas Way. East and West 1st Streets and C Street are signed truck routes providing connections to the Massport Haul Road and the South Boston Bypass Road just north of Fargo Street. C Street between Cypher and Fargo Streets will be eliminated with the construction of the new convention center, but the C Street connector to the Haul Road beneath Summer Street will be retained. As part of the planning that emerged from the Central Artery Project, trucks were also expected to use other streets including D, E, Pappas Way, Fargo, and Pump House Road. Key traffic issues for these streets relate to the physical condition of the roadway, the location of loading docks that block portions of the travel way when in use, and the difficult turning maneuvers at intersections with tight geometries inadequate for truck movement. Too often trucks leaving this area go west on 1st Street and then south through the South Boston neighborhood to get to the highway system.

The Public Realm Plan has proposed the following targeted enhancements to truck routes to improve access to Conley Terminal, the BMIP and industrial uses:

1. Maintain and enforce vehicle restrictions on the South Boston Bypass Road.
2. Provide an East Side Connector to the South Boston Bypass Road at Cypher Street and align it with a west side midpoint access road.
3. Relocate the truck route from West 1st Street to Cypher Street.
4. Relocate the truck route from D Street to E Street.
5. Simplify connections between the Haul Road and areas south of Summer Street by extending and aligning E Street with Pump House Connector Road.
6. Introduce a new truck entrance to BMIP from the south by extending the Haul Road to Dry Dock Avenue.
7. Provide more direct truck connections to highway ramps by extending Congress Street into the BMIP.
8. Extend the Haul Road across Northern Avenue to the North Jetty and Fid Kennedy Avenue.

D. Rail Service

Conrail provides rail service into the port with a single track that runs parallel to the South Boston Bypass Road. The rail alignment continues between Summer Street and the Massport Haul Road to the BMIP. The CA/T Project will construct an at-grade rail crossing at C Street and Pump House Road. The existing at-grade crossing at Dry Dock Avenue will be retained. The proposed Cypher Street truck route connection to the Bypass Road will require an at-grade crossing. The Public Realm Plan does not propose any other changes to this vital rail connection.

A.

A. Cruise ships at Black Falcon Terminal

II. WATER BASED TRANSPORTATION

Water transportation can play a critical role in the development of a vibrant Seaport, with gateway terminals providing year-round activity and ferry routes providing efficient and enjoyable links to other harbor destinations. Water transportation planning for the Seaport has been undertaken in parallel with a harbor-wide Passenger Water Transportation Plan currently being completed, the focus of which is on terminal facility siting, development and management. It is assumed that the various existing and future ferry routes will evolve in response to market demands with changing origin and destination needs around the harbor over time. Specific ferry terminal sites are proposed in the plan for projected service needs to the year 2010.

A. Planning and Design Principles for Water Transportation

Certain key planning and design principles guide the development of the Seaport's water transportation system:

- *Include water transportation as a critical component of a seamless Seaport intermodal transit system:* Strategic siting of terminals should promote seamless passenger transfers from one mode of transit to another. Pedestrian access to Silver Line stops and vehicular drop-offs for buses and taxis are key.

- *Provide terminal and service facilities for a full range of ferry services to meet growing Seaport needs:* Terminals should be designed to accommodate a wide range of interconnecting transit and excursion ferries, with different dock sizes to allow for a mixture of vessel types and sizes. A public landing should be included at each site, as appropriate.

- *Reserve sites for ferry terminal gateways at key waterfront locations:* Just as land-based public transit stations are public spaces, ferry terminals also need to be treated as public space.

- *Fully coordinate Seaport services with the harbor-wide ferry system:* The Seaport ferry routes should be fully integrated with existing and future harborwide services, with ferry transit connections to key Inner Harbor sites such as the downtown Long/Rowes Wharves hub, Logan Airport, and North and South Stations. Terminal design and performance standards should be consistent harbor-wide in terms of quality of service.

- *Design terminals and routes to meet universal access standards:* Existing and new terminals should be designed to provide optimal access for all users. Ferry vessels should also be fully accessible.

B. Existing South Boston Terminals and Ferry Services

A variety of docks and service facilities are currently located along the Seaport waterfront, with differing ownership and management conditions.

- *Fan Pier:* A new GSA-owned dock exists at the Federal Courthouse, which is being used for dockage of educational and historic vessels and a stop on the World Trade Center to North Station/Lovejoy Wharf shuttle. It has

A. Water taxi

B. Water transportation systems: existing and proposed

A.

convenient access both to the Silver Line Courthouse station and to the downtown across the Old Northern Avenue Bridge. A private water taxi stop exists at Anthony's Pier 4 restaurant.

• *World Trade Center:* The World Trade Center is the most active terminal in the Seaport. The recently built Marine Terminal on the west side of the pier serves the Spirit of Boston and the North Station shuttle. The present shuttle dock has limited capacity for vessels and passengers, and is hidden from public view. Additional excursion landing and berthing sites are leased to various excursion and charter operators, including the seasonal Provincetown ferry.

• *Fish Pier:* On the east side, an apron location is reserved for truck fueling of ferry and other commercial vessels, while the nearby ice facility serves the fishing fleet and other vessels.

• *Wharf 8:* The landing next to Northern Avenue serves as the boarding and berthing location for A.C. Cruise Lines, an excursion operation, and the remaining dock space is used by lobster boats.

• *Reserved Channel:* A small floating dock is maintained by the City for Marine Industrial Park commercial vessels as well as the Thompson's Island ferry.

C. Ferry Route Types

Routes and services may be categorized into different functional types that have varying terminal facility needs and location preferences.

• *Year Round Water Transit:* Services operating five to seven days per week, include Inner Harbor shuttle routes and Outer Harbor, North and South Shore commuter routes.

• *Seasonal Excursion Services:* Current services include World Trade Center to Provincetown. Future services might include Harbor Islands routes, Cape Cod routes, and, in the longer term, North Shore routes.

• *Water Taxi and Cultural Loop:* Seasonal harbor-hopping services connecting numerous Inner Harbor destinations.

• *Public Landings:* Accommodations need to be included at most primary and secondary terminals, unless otherwise inappropriate, for touch and go drop-offs for commercial, charter and private vessels.

• *Ferry Servicing Facilities:* Ferry servicing needs include layover berthing, provision delivery, dockside fueling and maintenance; sites are needed at a variety of locations.

D. Terminal Design and Location Criteria

The plans for future Seaport ferry services and facilities will need to accommodate all of the above ferry types, by expanding existing facilities and designating new sites for future additions. The site location and terminal design criteria combine harborwide and Seaport specific factors.

• *Harborwide terminal* locations are categorized based on function and volume of service. Primary sites are those serving a regional transportation function, are multi-functional, serve greater numbers of routes, and larger


Rowes Wharf
Federal Court House
U.S. PIER & BULKHEAD LINE
Russia Wharf
Fan Pier Basin
Museum Wharf
WTC
Fish Pier
Wharf 8
TERMINALS and SERVICE SITES
Primary Terminal -Existing
Primary Terminal -Proposed
Secondary Terminal -Existing
Secondary Terminal -Proposed
Service Site -Existing
Service Site -Proposed
Public Landing -Existing
Public Landing -Proposed
Water Taxi Stop -Existing
Water Taxi Stop -Proposed
WATERWAYS
Fairway
Turning Basin
Floating Breakwater
Existing Harborwalk Access

B.

volumes of users. Secondary terminal sites serve neighborhoods or smaller districts, have fewer routes, and smaller volumes of users. In the Seaport, a future primary site is proposed for an expanded World Trade Center. Currently, World Trade is categorized as a secondary site as is the Federal Courthouse. Future secondary sites are proposed for Russia Wharf/Boston Edison, Museum Wharf, the Old Northern Avenue Bridge, Fan Pier Cove, Wharf 8, and Pier 1 near Summer Street in the Reserved Channel.

• *Public landings* are needed at all primary terminal sites and at secondary sites as appropriate. There are currently no public landings in the Seaport.

• *Water taxi stops* are currently located at Children's Museum, Pier 4, and World Trade Center and future water taxi and Cultural Loop stops should be expanded to include all of the primary and secondary terminals, as appropriate.

• *Ferry servicing functions* currently take place at the primary and secondary terminals, but will require separate locations as ferry landing demands increase. Existing service sites are at the World Trade Center and the Fish Pier. Wharf 8 is projected as an additional site in the future.

• *Route location determinates*, transit ferry routes should provide an equal or shorter total travel time than landside alternatives to attract regular riders. Point-to-point service is generally required to offer competitive travel time for transit connections. For most Inner Harbor shuttles, scheduled intermodal connections and short walking distances are a must. For excursion ferries, locations at active waterfront sites are desirable along with transit links and parking.

• *Terminal design criteria* include projected berthing space needs by site and by use. General criteria include the following:

- **Primary and secondary terminals should generally accommodate multiple ferry functions, unless otherwise inappropriate, to provide intermodal transfer opportunities.**
- **All terminals should be fully accessible and meet harbor-wide standards.**
- **Public landings and water taxi docks should be included and maintained at all primary and secondary terminals, as appropriate.**
- **Landside support facilities should include ticketing, waiting, information and restrooms.**
- **Landside intermodal linkages should include Harborwalk pedestrian connections, and, wherever practical, provide bus and taxi drop-offs.**

• *Recommended terminal locations* are based on a combination of recent route and demand studies, evaluation of current route performance and expansion needs, and projection of new waterfront development demands. Location assessments included waterside factors such as route functions, berthing demands, competing watersheet uses, visibility from public access points, fairway adjacency, weather protection and harbor fetch. Landside locational factors included projected adjacent land uses, intermodal connections, walking distance radii, transit and parking availability.

E. Activity Zones and Ferry Terminal Locations

In the near term, passenger ferry terminals should be improved predominantly at existing dock sites. In the next ten years, existing facilities should be expanded and new terminals added as adjacent waterfront sites become more fully developed. Terminals and routes shown are projected to the year 2010.

World Trade Center: Ferry terminal expansion is proposed for both sides of the World

Trade Center along the New Northern Avenue frontage, and this location should serve as the primary ferry hub for the Seaport. Specific sites would include:

- **World Trade Center Marine Terminal West (expanded existing)**
- **World Trade Center Marine Terminal East (new)**

The World Trade Center area is currently the most active and diversified along the Seaport waterfront. Therefore the expanded Marine Terminal would serve as the primary terminal in the district. With the proposed reconfiguration of the Viaduct as a key pedestrian link, the terminal would be best situated to serve the new convention center and tie to the Silver Line. The terminal would use both sides of Commonwealth Pier and accommodate a full range of linked services, including Inner Harbor shuttle, seasonal excursion, water taxi and Cultural Loop, as well as charter and eventually commuter service. By locating the ferry terminals along Northern Avenue at the inboard end of the pier, they would combine better visual exposure and access for pedestrians.

Fort Point Channel: Terminals to be located on both sides of the Fort Point Channel to use docks at the following new and existing sites:

- **Federal Courthouse (existing)**
- **Russia Wharf/Boston Edison (new)**
- **Children's Museum (new)**
- **Old Northern Avenue Bridge area (new)**

Several secondary terminal sites should be located in Fort Point Channel at new docks. The Russia Wharf/Boston Edison terminal will serve as the primary ferry connection to South Station and should provide projected Inner Harbor shuttle services. The Children's Museum should have a seasonal water taxi and Cultural Loop terminal. The Old Northern Avenue Bridge site should accommodate a new terminal on the west side serving a combination of shuttle, commuter and excursion ferry routes.

The existing Federal Courthouse terminal is being made handicapped accessible and should continue to be a location for dockage of historic and educational vessels, and a stop on the North Station/Lovejoy Wharf water shuttle service. This service is actively used by employees and jurors at the Courthouse.

Fan Pier Cove: A new Fan Pier Cove terminal should be included as the surrounding site is developed and sufficient demand is created for transit or excursion services. The terminal would need an adequate turning basin for Harbor shuttle and excursion vessel access. The protected basin and terminal can serve as

A.

A. Wharf 8 dock

a new gateway and activity center and could have the character of a Rowes Wharf depending on the adjacent building development, Harborwalk, and ground-level uses that evolve.

Wharf 8/Fish Pier Basin: The basin between Wharf 8 and the Boston Fish Pier is the widest along the Harbor front, and offers many opportunities for water transportation facilities and services. Expanding terminal and service facilities at the following sites is proposed:

- **Fish Pier East fuel and ice service docks;**
- **Wharf 8 terminal; and**
- **Wharf 8 layover berthing and provisioning.**

A. Excursion vessel

An expanded excursion and shuttle terminal site could be developed at Wharf 8 adjacent to Northern Avenue. The terminal would continue to serve A.C. Cruise Lines as well as provide new shuttle docking for nearby commercial uses such as Jimmy's Harborside and other activities. As the former Pier 7 is replaced, ferry servicing and layover facilities could be added. The inboard end of the Fish Pier should retain its pier side fueling and ice house.

Reserved Channel: The limited use commercial and charter vessel dock would be expanded at the inboard end of the Reserved Channel near the Summer Street bridge. The expanded multi-use dock should be maintained at or near the current site of Pier 1 in the Reserved Channel to serve new adjacent commercial and industrial uses and provide for charter ferry and seasonal shuttle service for the Black Falcon Cruise Terminal, as well as periodic events such as the Tall Ships. Regularly scheduled shuttle services do not appear feasible from the site because of the excessive distance by water to other Inner Harbor sites.

F. Potential Ferry Connections, Intermodal Links and Gateways

The Seaport will be greatly enhanced by a dynamic water transportation system, which will need to include a diversity of seasonal and year round ferry routes, seamless intermodal connections to the public realm and transit network, and a variety of gateways to and from the Harbor.

A.

- *Proposed Ferry Routes:* The Passenger Water Transportation Plan projects ferry route expansion to the year 2010; as the Seaport develops, however, it is likely that new markets may emerge and new ferry services would respond.

1. Year Round Services: Transit ferry services could include expanded existing, projected new routes, and some possible longer term routes:

- Expanded existing route from World Trade Center to Lovejoy/North Station with intermediate stops at Federal Courthouse and Rowes Wharf.
- Projected new route from Russia Wharf to Pier 4/CNY.
- Projected new route from Old Northern Avenue to Pier 10 in the Charlestown Navy Yard.
- Possible additional longer term routes might include shuttle service from the Fan Pier Basin to Long Wharf; Old Northern Avenue Bridge to the South Shore; and World Trade Center to the North Shore.

2. Seasonal Services: Seasonal ferry services include expanded existing, projected new routes, and some possible longer term routes:

- Expanded existing routes from World Trade to Provincetown and the Wharf 8 service to Gloucester and other North Shore sites.
- Projected new routes including restoration of the Cultural Loop with links to most of the primary and secondary sites, particularly Museum Wharf and various shuttle connections to Long

Wharf linking with Harbor Islands services.

- Expanded water taxi services could also be likely.
- Possible new longer term links might include World Trade Center, Federal Courthouse, or Old Northern Avenue to the Harbor Islands; expansion of World Trade to Cape Cod, North Shore and South Shore routes.

• *Public Realm, Pedestrian and Harborwalk Connections:* Since much of the Public Realm Plan emphasizes a walking environment, the ferry terminals will be located to best serve the new precincts. Along the water's edge, Harborwalk will be punctuated by ferry terminals and shuttle connections to transfer riders to other points in the Harbor. Terminal sites will be designed to frame and highlight view corridors. Signs, lights and public art will individualize these new activity nodes.

• *Intermodal Transit Connections:* The ferry terminals should also be connected to the various landside transit services and other intermodal linkages.

- Silver Line transit stations should be connected by pedestrian ways to their nearest ferry terminals.
- Urban Ring connections to the Seaport could link with the primary terminal at the World Trade Center, providing Ring neighborhoods with direct access to the Harbor and its Seaport ferries.
- Bus routes providing scheduled service should have reserved drop-off areas at curbsides adjacent to terminals.
- Shuttle and taxi stops should be incorporated at curbsides near terminnals.
- Park and Float: Parking will be needed near those terminals offering excursion services, particularly on evenings and weekends.
- Harborwalk and other pedestrian ways are critical access links from the ferries to various destinations.

• *Gateways to and from the Harbor:* With the key waterfront locations linking Seaport avenues to the various basins where terminals are sited, combined with associated new view corridors, these sites will serve as important gateways for the district. The gateways will function in two directions: From the Seaport out to the Harbor, and for ferry users, from the Harbor into the Seaport.

G. Implementation of the Ferry System

Several important factors are noted with respect to the phased growth of the ferry system.

• *Reservation of terminal sites:* Designated terminal sites will need to be reserved at key locations for future development to assure availability at such time as market demand supports additional services.

• *Dock management:* It is preferable that all primary and secondary terminals be publicly managed to maximize dock usage, and to standardize the user experience at different landings.

• *Regulatory and permitting requirements* should welcome the ferry terminals as key waterfront components of the sub-districts along the Harbor, providing working maritime uses.

• *Terminal funding options* should include combinations of resources that might fit each given situation, including transportation bond bill and Seaport bond bill funding, federal TEA-21 legislation, and other public and private sources.

Implementation of the Public Realm Plan

A.

A. URBAN DESIGN GUIDELINES SUMMARY

A formal set of design guidelines will be adopted for the Seaport as part of the final zoning. The following general objectives are the basis for the guidelines:

- To protect and enhance Fort Point Channel – the proposed center of activity in the Seaport – and the adjacent late 19th and early 20th century industrial, commercial and civic buildings between New Northern Avenue and Gillette.
- To ensure that new commercial, residential, hotel, retail, open space and civic development in Fan Pier, the Piers, the convention center and the Enhancement Zone effectively activates and enhances the network of new parks, civic spaces and uses, squares, walkways and shopping streets, and vice versa.
- To provide a substantial number of housing units that will create a residential environment welcoming to families and individuals.
- To create a high quality urban design character for the emerging Seaport.

Given below are preliminary general guidelines for districts, which will be expanded to accompany final Seaport zoning.

Fort Point Channel District: Boston Wharf and Wormwood

1. Building Scale and Character

- Singled out in the plan as the center of Seaport activity, Fort Point Channel is positioned to develop into a very active public destination, and development should be of a scale compatible with its distinctive character.
- Inappropriate penthouse additions and additions designed to fill out the zoning envelope that detract from the historic and architectural integrity of the older warehouse buildings are discouraged.
- New infill buildings should contribute to the quality of the historic district by their compatibility with the predominant heights, scale, materials, colors, facade treatments, and relationship of buildings to the streets; additional height will be considered on the two parcels adjacent to the Fort Point Channel immediately to the north and south of Wormwood Park.

2. Public Space

- Minor streets, lanes, and alleys should be preserved and improved as pedestrian ways, since these features enhance the convenience and pleasure of walking through the district, control the scale of development, and maintain district character.

A. The vent building is a straight forward expression of its function

• New public spaces should be programmed and designed to be of a type, size and character appropriate to their locations.

• In addition to the overall public space network, the residential area should have a signature neighborhood park of at least one acre, ideally sited on the south side and adjacent to a retail edge. The neighborhood park would be the centerpiece of a system of smaller parks and open spaces, such as tot lots and community gardens, that are designed into new residential development parcels.

Piers District: Fan Pier, the Piers, the Convention Center and the Enhancement Zone

The architecture in this district should be contemporary, diverse and energetic, but coherent as a group of buildings. By drawing on the imagery of the port - its strength, simplicity and directness - every opportunity should be taken to reinforce a new sense of place.

1. Building Scale and Character

• The sense of human scale in new construction should be emphasized through familiar block and building sizes and shapes, modulated materials, detailed facades and storefronts, and articulated entryways.

• Buildings over 150 feet should be located on carefully targeted sites consistent with other urban design objectives such as public transit access, density distribution and district design.

• All new development regardless of uses should enhance the unique organization and character of its district.

• Building mass should be divided vertically to establish human scale and to relieve the expansiveness of large and undifferentiated blocks.

• Buildings should relate equally well to both the ground and to the sky, but not necessarily with the rigidly articulated formalism of downtown 19th century structures.

• Large, undifferentiated expanses of curtain wall and mirrored glass should be avoided. Lively facades with a variety of transparency, shadow, shade and layering should be constructed.

• Contemporary and traditional materials should be combined in inventive ways, with special attention to ground floor treatments that ensure an inviting pedestrian environment.

2. The Street Environment

• The traditional pattern of Boston's blocks and street walls should be reinforced by setting the majority of a new building's exterior wall along the sidewalk in order to establish and maintain the street's continuity.

• Larger windows in the building facades at the ground floor should acknowledge passers-by as well as those who use the building by providing special pedestrian-scaled design treatments to entries and storefronts.

• Along major pedestrian ways, storefronts with displays should be designed to give the sidewalk a sense of activity by being visually permeable and providing interest at close range.

• Protection should be provided from the cold, wind, and precipitation by adding covered and interior pedestrian ways and sitting areas that provide interior greenery, sunshine and views of the city without detracting from the primacy of the exterior pedestrian realm.

• In new construction the street space should be reinforced with a cornice line consistent with the traditional range of building heights in adjacent areas.

• Any building element that may rise above the prevailing cornice line should be related to its role as part of the skyline, using such treatments as variable setbacks, orthogonal and sculptured elements, and appropriate facade materials.

• Taller buildings elements should be designed in consideration of their impacts on light and wind conditions, views and visible sky at street level. Building tops should be shaped with attention to their view against the sky, with all mechanical and rooftop equipment integrated into the overall building form.

3. Sustainability and Universal Accessibility

• New structures in the Seaport should incorporate currently available sustainable technologies in order to reduce both their pollution and 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.

4. Through-block Connections and Interior Public Spaces

• At appropriate locations, through-block connections and a system of enclosed open spaces should be incorporated in the form of pedestrian ways and public corridors to provide alternative protected routes during foul weather - a longstanding tradition in the Financial District.

5. Public Space

• In new development, additional public space should be provided whenever possible and appropriate. 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 location in the Plan.

• Fine art should be provided 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, small seasonal skating areas, facade lighting, and environmental art are encouraged.

6. Parking and Loading

• Underground parking and servicing are strongly encouraged.

• 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.

• 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.

7. Convention Center

• The convention center must have a strong presence along elevated Summer Street and the proposed elevated roadway - parallel and directly adjacent to the Haul Road - the facility's main front doors and vehicular access points.

• The entrance should be of a grand scale that protects visitors from the weather and also allows views of the Harbor and of downtown Boston. Public art is encouraged. Safe and generous pedestrian crossings at street level must be provided to the north side of Summer Street at East Service Road, Viaduct and D Streets to ensure street level activity and pedestrian access to the Harbor.

• The architectural vocabulary of the new convention center should be bold, functional, forward-looking and expressive of its use, consistent with the robust and forthright architectural treatment evident in the brick warehouses and other maritime and industrial structures throughout the district.

• The architecture should be memorable and take advantage of the opportunities of large-scale functional elements such as entrances, the long span roof and extensive public spaces within the building. The scale of the building, however, must be appropriately modulated to avoid monotony and excessive repetition; special attention must be given to minimize the physical and audible impacts of the large service areas, loading docks and large expanses of windowless walls.

8. The Enhancement Zone

• Developed in conjunction with South Boston community representatives, the Enhancement Zone should be developed to provide compatible transition between the east and south edges of the proposed convention

center and the adjacent industrial parcels and residential community.

- Recognizing that the area's uses and physical character are in rapid transition, the Enhancement Zone should be designated a special study area to allow for detailed site planning so that industrial uses are properly distributed and residential areas are developed and protected.

- Design guidelines for the new housing should promote community housing with character conducive to family living; density that allows for a critical mass of residents to create a neighborhood; and scale that is low as it approaches First Street and compatible with the South Boston neighborhood.

- In addition to design guidelines for new construction, a program for improving existing industrial properties should be undertaken, including more stringent building code enforcement, fence repair, and the introduction of clear industrial signage standards.

Reserved Channel: Working Port District

Because every effort is being made to preserve and strengthen the industrial port, few, if any, urban design guidelines will be imposed except for fencing and signage. This should provide the greatest amount of latitude to ensure that our working port remains a viable and thriving economic engine for the Seaport District and the City of Boston.

B. ZONING CONTROLS AND DEVELOPMENT REVIEW

Land use in the South Boston Seaport is regulated, in part, by the City of Boston through its zoning powers. The Boston Zoning Code codifies the City's zoning regulations. In order to implement the use and dimensional recommendations of this Plan, the Zoning Code will be amended to provide new zoning regulations for the Seaport.

Seaport Zoning Amendment

Once the land use and dimensional recommendations of this Plan have been thoroughly reviewed by the public, a zoning amendment will be drafted to codify the recommended use and dimensional regulations. This Plan requires the approval of and adoption by the Boston Redevelopment Authority Board. The proposed zoning amendment must be authorized by the BRA Board for recommendation to the Zoning Commission. These steps require a public hearing. The proposed zoning amendment also requires the approval of the Zoning Commission after a public hearing, followed by the signature of the Mayor. The new zoning will implement the Seaport Plan by regulating a number of different aspects of development.

- *Establishment of PDAs.* The zoning will establish those areas or sites where Planned Development Areas (PDAs) may be allowed. A PDA is a special type of zoning overlay district that allows for a more comprehensive balancing of the impacts and benefits of a project. PDAs will be approved only after an extensive public review process that ensures the PDA plan conforms to the principles of the Seaport Public Realm Plan and offers substantial public benefits. PDAs provide for both greater flexibility and additional controls for project development, and are proposed to be allowed in the Inner Harbor district, the Fort Point Waterfront, and the Enhancement Zone.

- *Height.* This section will establish the maximum allowable building heights for the Seaport which will range from 55 feet to 150 feet as-of-right with a limited number of sites able to achieve higher heights subject to an approved PDA development plan that would balance height with public benefits.

- *Density.* This section will establish the maximum allowable floor area ratios (FAR) for the Seaport. As-of-right FARs will be specified as well as whether additional density will be allowed through a PDA process.

- *Use.* This section will establish those uses that are allowed as-of-right, conditional and forbidden in the Seaport. The zoning will also specify those uses that are permitted or required on the ground floors of buildings to create activity at street level. To create a

vibrant and active 24-hour district and to ensure that the area develops at each stage as a mixed-use area, it is necessary that housing be brought on line concurrently with office space and hotels, whose markets may be stronger and whose value per built foot is greater. Therefore, zoning requirements to promote the concurrent development of housing may be considered. Owners of property whose parcels include areas that will be zoned for residential use could be required in PDA agreements to build or cause to be built residential use, in each stage of development, in a proportion roughly similar to the proportion that would be residential in their overall development. It is recognized that with the addition of many new housing units and residents, certain new civic uses will be needed, such as schools, libraries, and public safety facilities. The BRA will work with City agencies with responsibilities in these areas to site such uses.

- *Open Space.* This section will specify the percentage of open space that must be included in a proposed development project to meet the Plan's open space scheme.

- *Affordable Housing Requirements.* The zoning will contain mechanisms to achieve the affordability goals of the Plan. These mechanisms may include the inclusion of on-site affordable housing units in new residential developments as well as the creation of affordable units off-site. In general, if units are created off-site, a greater percentage will be required. The BRA is setting a goal that 10% of all housing created is affordable.

- *Harborwalk Requirements.* As with all other waterfront districts, the continuous pedestrian waterfront walkway known as Harborwalk will be required. Harborwalk will have different dimensions and character as it winds through the Seaport and therefore different setbacks will be required depending on location. Part of the richness of Harborwalk is its variety, reflecting the various activities and urban textures on the land adjacent.

- *Public Realm Improvements, Public Art and Civic Gestures.* Cities by their nature and function are public places as well as clusters of private property. Elements that celebrate and enhance the public nature of cities should result from private development. Two methods for achieving this objective are proposed: for all new development projects, public realm improvements will be required by the zoning consistent with the Seaport Plan, such as Harborwalk, open space, view corridors, water transportation facilities and civic uses. PDA projects would have a higher threshold requirement and be required to contribute to a Seaport Public Realm Enhancement Fund to finance public realm improvements consistent with this Plan.

- *Urban Design Guidelines.* Urban design guidelines will be incorporated into the zoning and guide the review of the urban design component of the BRA's Article 80 development review process.

- *Tidelands Requirements.* As a portion of the land area in the Seaport is subject to the Chapter 91 Waterways requirements, standards for tidelands would apply to some of the new development in the Seaport. For projects requiring a Chapter 91 license from the state, the BRA, as the City's planning agency, is required to submit a recommendation (Section 18 recommendation) stating whether it believes the project would serve a proper public purpose and would not be detrimental to the public's rights in Tidelands. This section of the zoning will lay out the standards against which the BRA would judge a project to make that determination. This section of the zoning will address:

  - **General standards for the determination of proper public purpose.**
  - **Public access to the waterfront and open space.**
  - **Creation of affordable housing on publicly and privately-owned land.**
  - **Provision for water transportation facilities.**

- **Uses allowed in Tidelands proposed to be filled and on floating structures.**
- **Regulations governing piers and other structures.**

• *Community Benefits.* The community benefits plan described will be implemented through the zoning, including through the PDA process and through linkage requirements.

• *Linkage.* Development in the Seaport will be subject to requirements for linkage. The linkage program seeks to mitigate the impact of large-scale development on the supply of housing and jobs available to low- and moderate-income people by requiring the payment of a development exaction or an equivalent in-kind contribution for the creation of affordable housing and project-related job training programs. Projects that devote more than 100,000 square feet of gross floor area to certain nonresidential uses, or that result directly in a reduction in the supply of low- and moderate-income dwelling units, will be subject to Development Impact Project (DIP) exactions or linkage. The exactions are $5 per square foot for the housing exaction and $1 per square foot for the jobs contribution exaction based on the gross floor area over 100,000 square feet devoted to DIP uses. According to a Memorandum of Understanding between the BRA and elected officials of South Boston, not less than 50 percent of linkage generated by development in the Seaport should be directed toward the impacted community of South Boston.

• *Harborpark Consistency.* The zoning for the Seaport will be consistent with a set of policies for the Inner Harbor adopted in 1984 known as Harborpark. Harborpark was conceived as both a physical plan for the waterfront along Boston Harbor as well as a series of policies and guidelines regarding Inner Harbor access and urban design. Harborpark was, in part, a response to what had become by the mid-1980's intense interest in development along the Harbor's edge. As a framework for ordering growth, the Harborpark policies sought balance and rationality in the revival of the waterfront between the public interest and private harbor uses.

Public Participation in Design and Development Review

The Boston Zoning Code contains tools that are available to planners to implement a vision for an area, including a type of zoning overlay known as a Planned Development Area (PDA). As discussed above PDAs are overlay districts that may be designated by the Zoning Commission to accommodate development that may be appropriate to its location but is not otherwise allowed by the underlying zoning. PDAs provide for both greater flexibility and additional controls for project development.

The establishment of a PDA requires the review and approval of a detailed development plan, a public process that requires a public hearing before the BRA Board and the Zoning Commission. In order to establish a PDA, a project proponent must submit a development plan for approval that describes the proposed development in detail, including its proposed uses, site design and landscaping; the location, dimensions, and appearance of all structures; traffic circulation; parking and loading facilities; access to public transportation; and other information that may be required by the BRA.

Subject to the approval of a such a plan, PDAs may allow for greater height and density, a greater range of uses, a greater or lesser number of parking spaces and other variations from the provisions of the underlying zoning.

Many of the zoning articles for the downtown, Harborpark and neighborhood districts include district-specific PDA requirements to ensure that a PDA development plan is consistent with the planning goals of the underlying zoning. These requirements specify where PDAs are allowed.

Certain areas of the Seaport will be designated where PDAs will be allowed. The zon-

ing will also set forth standards for the approval of a PDA development plan. These standards typically include public benefit criteria, such as the creation of affordable housing, the provision of public realm improvements, the creation of additional open space, or contribution to job growth in an identified segment of the Boston economy.

The designation of a PDA allows for a more comprehensive balancing of the impacts and benefits of a project. Projects will be required to meet certain standards for PDA approval, including the project's compatibility with the surrounding context, the project's relationship to the Harbor and Fort Point Channel, and the type and degree of public benefits provided.

Article 80 Development Review

In 1996, the City replaced the Zoning Code's array of regulations for BRA development review with a new zoning article: Article 80, Development Review and Approval. Article 80 consolidates and coordinates all of the Zoning Code's requirements for the BRA's review of real estate development.

Article 80 creates a method for ensuring that new projects proposed for development in the Seaport are constructed in accordance with both the Seaport Plan and the design guidelines established in the zoning, and that impacts of the project are properly mitigated. Article 80 is similar to the state Massachusetts Environmental Policy Act (MEPA) process for the review of environmental impacts associated with new development.

For large projects, Article 80 sets forth a comprehensive, public review of projects at the schematic design stage to evaluate its impacts and determine appropriate measures to mitigate those impacts. Article 80 provides for public comment periods, and project approval requires a public meeting and vote of the BRA Board. The review process may require three public review stages – scoping, draft and final – with comments at each stage. A cooperation agreement between the applicant and the BRA enforces agreed upon mitigation measures.

Large Project Review may require the analysis of a variety of project impacts. The Review components of relevance to the Seaport are discussed below:

- *Transportation.* The transportation component requires the preparation of a Transportation Access Plan (TAP) which analyzes the project's impact on the area's transportation network and proposes appropriate mitigation measures. The TAP may include one or more of the following elements: traffic management, parking management, construction management, and monitoring of mitigation measures.

- *Environmental Protection.* The environmental-protection component may require studies to determine the project's impacts on the surrounding environment, such as wind; shadow; air and water quality; effect on groundwater levels; relationship to wetlands; geotechnical impacts; solid and hazardous waste; noise levels and construction impact. Measures to mitigate impacts must be proposed.

- *Urban Design.* Under the urban design component, the BRA may review the project's design to determine whether it is architecturally compatible with surrounding structures, enhances the urban design features of the subdistrict in which it is located, augments the quality of the pedestrian environment and is consistent with any urban design guidelines established by the zoning for the project's location. Urban design guidelines are being developed for each district of the Seaport.

- *Historic Resources.* The historic resources component may require analysis of the project's impact on the historical, architectural, archaeological or cultural resources of a district, site, building, structure or object listed on the state Register of Historic Places, together with proposed mitigation measures.

- *Infrastructure Systems.* The infrastructure systems component may require a description of the project's anticipated water and electric-

ity consumption, sewage generation and energy requirements, and their impacts on the capacity of existing, infrastructure systems.

• *Tidelands.* The tidelands component is required for any project that requires a state license under M.G.L. Chapter 91. For such licenses, the BRA, as the City's planning agency, is responsible for issuing a "Section 18" determination assessing whether a project serves a "proper public purpose." The tidelands component of Large Project Review requires an evaluation of the project for compliance with the tidelands standards of the applicable zoning district. The Seaport zoning amendment will include such standards.

• *Development Impact Projects.* As discussed, throughout the city, projects that devote more than 100,000 square feet of gross floor area to certain nonresidential uses, or that result directly in a reduction in the supply of low and moderate income dwelling units, are subject to Development Impact Project (DIP) exactions (also referred to as linkage) under Article 80. For these projects, the DIP component of Large Project Review requires the applicant to submit the measurement of gross floor area required for calculating the DIP exactions.

C. WATERWAYS REGULATIONS AND THE MUNICIPAL HARBOR PLAN

As discussed previously, land use and building dimensions in coastal areas are regulated by the Commonwealth of Massachusetts under Chapter 91 of the Massachusetts General Laws. A portion of the Seaport is subject to Chapter 91. Projects proposed to be built in an area within the jurisdiction of Chapter 91 must receive a license from the Commonwealth's Department of Environmental Protection (DEP), which has developed waterways regulations.

The waterways regulations specify use, dimensions and other requirements for activities and structures. However the regulations allow a municipality to propose alternative requirements to reflect harbor-specific conditions and municipal land use objectives. To do so, the municipality must submit a Municipal Harbor Plan to the Massachusetts Secretary of Environmental Affairs that sets forth use, dimensional and other requirements for projects in the harbor area and an explanation of the plan's policies and objectives.

To the extent that the plan's requirements have been approved by the Secretary, DEP will apply those requirements as substitutes for the corresponding provisions of the waterways regulations. In effect, the Municipal Harbor Plan provides a tool to dovetail local waterfront land use interests with the Commonwealth's statewide concerns. The Plan must meet certain requirements, which are set forth both in the waterways regulations and in the separate regulations for the review and approval of Municipal Harbor Plans.

Although these regulations require a Municipal Harbor Plan to describe broad waterfront planning goals and procedures, the plan's legal effect is limited to replacing specific use and dimensional requirements set forth in the waterways regulations. Therefore, the provisions of a Municipal Harbor Plan will not necessarily affect all areas of the waterfront, even if it describes the entire area.

In order to implement the Seaport Plan fully, an analysis will be undertaken to determine where and to what extent the land use and dimensional requirements of the new Seaport zoning differ from the requirements of the waterways regulations. That analysis will identify the specific substitutions that will be needed from the waterways regulations to realize the City's vision for the Seaport. It is anticipated that substitutions will be sought in certain locations for, among other requirements:

- height in excess of the Chapter 91 55-foot limitation;
- open space requirements in certain locations along the Fort Point Channel to maintain the integrity of the Boston Wharf buildings; and possibly
- setback requirements for certain sites where the Chapter 91 requirement would not result in the type of active revitalization sought due to a site's existing configuration.

It is also anticipated that adjustments to the state harbor line along the Fort Point Channel will be sought in order to allow for the continuation of a limited number of piers for public access and other water-related uses. Based on this analysis, the BRA will prepare a proposed amendment to the City's approved Municipal Harbor Plan that will present the substitute requirements requested for the Seaport.

D. COMMUNITY BENEFITS PLAN

Development of the Seaport has great potential to provide numerous benefits to the South Boston community and residents of the city in general. These benefits can be expressed in three categories: jobs and job training, housing, and public realm improvements.

USE	BUILD OUT (MILLIONS OF SQUARE FEET)	PERMANENT JOBS	CONSTRUCTION JOBS
OFFICE	4.2–5.4	16,800–21,600	3,528–4,536
HOTEL	6.0	5,220	4,452
RESIDENTIAL	5.0–8.0*	–	4,200–6,720
RETAIL	0.5–.75	1,250–1,875	420–630
INDUSTRIAL	0.5–1.25	558–1,395	165–420
TOTALS	16.2–21.4	23,828–30,090	12,765–16,758

*One million square feet of residential development equals approximately 1,000 units

Jobs and Job Training

One of the major community benefits of economic development is jobs for Boston's residents. Growth in the Seaport will provide a significant number of permanent and construction jobs over the next two to four decades through new office, hotel, retail, housing and industrial development. The following table provides one potential development scenario to demonstrate an order of magnitude of the number of permanent and construction jobs that could be achieved over the long term (based on an estimate of 5.6 construction job (years) per million dollars of hard costs.)

In addition to the permanent employment generated by economic growth, construction jobs play a critical role. In general, 53 percent of construction hard costs are absorbed as construction wages. Based on the 1995 average construction industry payroll earnings per employee of $44,987, every $1 million of construction hard costs provides one year of average wages for 5.6 workers.

In order to ensure that these jobs are actually available to residents of the South Boston neighborhood and other neighborhoods of the city, several mechanisms and agreements are incorporated into this Plan. These mechanisms are consistent with the March 11, 1998, Order of the Boston City Council approving the Boston Convention and Exhibition Center Project, and the March 11, 1998, Memorandum of Understanding between the Boston Redevelopment Authority and Boston City Council President James M. Kelly, Senator Stephen F. Lynch and Representative John A. Hart, Jr.

The City's Linkage regulations defined in Article 80 of the Boston Zoning Code include requirements for a Jobs Contribution Exaction for job training in addition to a Housing Exaction. In accordance with the March 11, 1998 Memorandum of Understanding, it is a goal that an annual aggregate of not less than fifty percent of the Jobs Contribution Linkage funding be directed toward the South Boston neighborhood as the most immediately impacted community. The City and state through designated representatives will monitor the progress toward this goal annually.

Also in accordance with this agreement, a Jobs and Development Resource Center has been established in South Boston to help members of the community prepare for and secure job placement. The Boston Redevelopment Authority has hired a job training and placement specialist to serve residents' needs.

Housing

Boston continues to be one of the most desirable cities in the country in which to live and work. As an older central city there is relatively little land available for growth. The competition for land is strong between commercial and residential uses and commercial interests are typically more financially capable of winning this competition. Research shows that 39 percent of Boston's jobs are held by Boston residents and that a typical housing unit in Boston has 1.38 workers living in it. New commercial development in the Seaport will place pressure on an already tight housing market in Boston and this pressure will be greatest in the South Boston neighborhood, the residential community closest to the Seaport. Pressure on housing in South Boston over the past few years already has increased dramatically as recent analysis has shown: rents for a typical apartment in South Boston have increased 68.5 percent from $650 per month in 1991 to $1,095 per month in 1998. Thomson Financial, the 23rd largest employer in Boston with over 2,000 employees, reports that 60 percent of its employees live within five miles of its Fort Point Channel headquarters.

Without effective measures to promote balanced growth, housing demand due to job growth will exceed housing supply leading to upward spiraling rental prices and ownership costs. Because long term residents of many of Boston's neighborhoods could be displaced by young professionals able to pay rising housing costs, it is essential that this Plan include land use policies as well as requirements to achieve an appropriate balance between residential and commercial uses.

In order to achieve a balance of housing with other uses, one of the primary implementation strategies of this plan is a set of zoning requirements described below. Specific areas of the Fort Point Channel area and the Enhancement Zone along D Street should be restricted to residential uses. Approximately twenty-five percent of the built area of the Inner Harbor subdistrict should be required to be residential.

Housing affordable to the impacted community, and not just the number of housing units, also is crucial. Linkage, community benefits from the Planned Development Area review process and inclusionary zoning requirements will be the primary mechanisms to address moderate-income housing needs. In accordance with the March 11, 1998 Memorandum of Understanding, the BRA recommends that the majority of the linkage funds derived from commercial development within the Seaport be targeted toward the South Boston neighborhood. Specifically, the Boston Redevelopment Authority, working with the Neighborhood Housing Trust, will establish an annual aggregate goal of allocating no less than a majority of housing linkage derived from development within the Seaport pursuant to Article 80 of the Boston Zoning Code, as a community benefit to South

Boston for the purposes of developing affordable housing and assisting senior citizens, first-time home buyers and other individuals with their housing needs.

Also in accordance with this Memorandum, the Boston Redevelopment Authority has identified parcels of land within South Boston appropriate for the development of affordable single and multi-family housing. The Planned Development Area review process will assist in the development of community housing as one of the benefits derived from any bonus height or density granted through this public plan review process.

Additionally, the new zoning for the Seaport will address housing affordability by requiring that ten percent of the housing within the Seaport be built as moderate income units on-site or provide an amount equal to twenty percent of the units in the form of off-site, moderate income units within the Seaport and South Boston.

Public Realm Improvements

New streets and boulevards, large green parks, paved plazas and pocket parks tucked into the urban fabric, along with Harborwalk - a lively promenade along the water's edge - and improvements to the Harbor itself, collectively constitute significant public benefits for residents, workers and visitors alike.

Financed by both private developers and public agencies, the public realm improvements involve any element that contributes to the pedestrian experience. The public realm is the common meeting place where community members experience civic life. Using sound planning principles designed to protect and enhance the public realm, the Seaport Plan and its soon to follow detailed zoning and urban design guidelines will ensure that future growth will be compatible with the city's much lauded human scale and character - the kind of public realm Bostonians expect now and for generations to come.

A Seaport Public Realm Enhancement Fund will be established to help support public realm improvements that are focused on public use and enjoyment of the Harbor and the Harbor Islands. The fund will be provided through contributions from private development in the Seaport, based on the fact that private land values have been greatly enhanced by billions of dollars of public infrastructure improvements. Separate from this fund, property owners developing waterfront sites will be required to build extensive public improvements including piers, bulkheads, Harborwalk, water transit docks and amenities, water enhanced civic uses and waterfront open space. Inland parcels would benefit from these waterfront improvements in terms of increased land and building value. To balance this inequity, inland property owners will be expected to pay a proportionately higher amount into the Enhancement Fund, to offset the lower cost of their public realm improvements.

E. TRANSPORTATION PLAN

The proposed plan provides recommendations for the physical layout of streets and blocks, extension of transit routes and stops as well as a strategy for managing trucks and vehicular traffic in general. Implicit in all of the recommendations are three overarching goals regarding transportation: protect the residential neighborhood from regional cut-through traffic; preserve and enhance the transportation network serving the working port; and implement a street and transit system that can support appropriate development. In order to implement the Plan, further traffic analysis on the proposed recommendations will be conducted by the BRA, Boston Transportation Department and their consultants. The goal of these on-going traffic studies is to arrive at a comprehensive transportation plan and a traffic management strategy for the Seaport.

The continuing transportation study will focus on five particular areas: vehicular traffic; truck traffic; transit; pedestrians and bicycles; and parking. The following is a summary of the most important goals in each of these five areas the study will be focusing on.

Vehicular Traffic

- Prevent cut-through traffic in residential neighborhoods.
- Implement the proposed street and block plan while ensuring that the traffic operations of the major thoroughfares and intersections are not significantly affected.
- Balance acceptable vehicular operations with pedestrian safety and urban quality of the streets.
- Maximize the use of the regional highway system by ensuring convenient links between local streets and the highway ramps.
- Establish a clear hierarchy of streets by assigning types and volume of traffic allowed on each street.
- Systematize local service traffic and routes.
- Investigate any regional traffic or transportation initiatives that may have a benefit for the Seaport such as the Back Bay Turnpike ramp.

Truck Traffic

- Keep trucks out of the residential neighborhood by maintaining and enforcing existing truck prohibitions through the residential neighborhood.
- Rationalize truck routes and minimize conflict with other land uses by routing trucks through industrial zones.
- Provide the most convenient and direct connections between regional highways and truck destinations to preserve working waterfront.
- Keep South Boston Bypass Road truck exclusive.
- Extend dedicated bypass truck routes wherever possible.
- Provide multiple signed routing alternatives for trucks.
- Promote appropriate developments along designated truck routes.

Transit

- Reduce reliance on single-occupancy vehicles.
- Improve transit connections between the Seaport and residential South Boston and the rest of the city as well as within South Boston.
- Implement a new Silver Line stop in the eastern portion of the Seaport to serve the BMIP.
- Extend surface routing of Silver Line buses from the Seaport down into residential South Boston.
- Encourage the funding and execution of phase II of the Silver Line connection between South Station and Boylston Station.
- Integrate new Silver Line transit stations with other bus and water transit stops as well as with pedestrian and bicycle corridors.
- Explore routing of Urban Ring transit service and its integration with the Silver Line and airport bus services.

Pedestrians and Bicycles

- Encourage pedestrian scale and pedestrian-oriented development.
- Maximize pedestrian safety in the design of streets, sidewalks and intersections.
- Link pedestrian destinations with Harborwalk and normal streets and integrate these pedestrian routes with public open spaces.
- Accommodate bicycles in the design of all the streets and connect these bicycle routes with other existing routes.
- Ensure quality public pedestrian access to the water's edge.

Parking

- Maintain and manage parking supply regulated by the parking freeze.
- Phase out commuter parking for downtown and the airport in the Seaport.
- Minimize surface parking lots by concentrating parking into compact urban structures and requiring underground parking especially near the water's edge.
- Prevent commuter and office worker parking in the neighborhood by enforcing on-

street parking regulations in the residential neighborhood.

- Recommend appropriate on-street parking strategy for the residential and commercial areas within South Boston.

F. NEXT STEPS

Submission of the Seaport Public Realm Plan to the BRA Board for approval and adoption as the comprehensive plan for the Seaport. The Seaport Plan will be submitted to the BRA Board at a public hearing in early 1999.

Development of Urban Design Guidelines. Urban design guidelines will be developed fully for each area of the Seaport to create and guide the urban character of these areas.

Zoning Amendment. The Boston Zoning Code codifies the land use regulations of the City of Boston. A zoning amendment will be drafted to codify the recommended use and dimensional regulations of the Seaport Plan. The urban design guidelines will be incorporated into the zoning and will be used to guide the review of new development projects under the urban design component of the BRA's Article 80 development review process. The zoning amendment also requires the approval of the BRA Board as well as the Boston Zoning Commission after public hearings.

Article 80 Development Review. Article 80 of the Zoning Code establishes a process for the review of proposed development projects. Many criteria are evaluated, including transportation impacts, environmental impacts, architectural design, infrastructure impacts, impact on historic resources and compliance with tidelands regulations. Where adverse impacts are found, mitigation measures are required. Article 80 is one of the critical mechanisms for continued participation by the community in ensuring that the environmental impacts of development are adequately addressed and mitigated.

Submission of Municipal Harbor Plan Amendment. An analysis will be undertaken to determine where the land use and dimensional recommendations in this plan differ with the requirements of Chapter 91. Based on this analysis, an amendment to the City's existing Municipal Harbor Plan will be drafted to incorporate the Seaport and to request substitutions from the state requirements. The first step in this process is to request a scope from the state Office of Coastal Zone Management that will outline the issues and areas to be evaluated.

South Boston Transportation Study. The City of Boston has contracted with the firm of Louis Berger & Associates to undertake a South Boston Transportation Study for the Seaport. The purpose of the transportation study is to assess the area's transportation infrastructure and the potential new land development in the Seaport, analyze impacts and formulate a transportation management plan that will protect the residential neighborhood of South Boston, preserve the working port, and enable appropriate development.

Master Plan for the Boston Marine Industrial Park (BMIP). The BRA will complete the master planning for the park in order to obtain a master Chapter 91 license for this critical area. The plan will set forth the proportions of each use that may be allowed overall within the BMIP. The City will retain its ownership of the park and thus can more easily manage the uses to retain its predominant maritime character.

Identification of Funding for Infrastructure. The Seaport Plan contemplates the construction of new streets, Harborwalk, piers, open spaces, and civic uses. Some of this new infrastructure will be financed by developers as part of new development projects, while other infrastructure will likely need to be publicly financed. In those cases, appropriate state and federal funding sources will be identified and applications for grants made.

Acknowledgements

The Boston Redevelopment Authority would like to thank the hundreds of members of the community who have devoted their time and effort to working with us in developing the Public Realm Plan for the Seaport. Many of your ideas have been incorporated into this Plan and will enhance the City for generations to come.

Contributing Organizations

Boston Greenspace Alliance
Patrice Todisco, *Executive Director*

Boston Natural Areas Fund
Valerie Burns, *Director*

Boston Shipping Association
A. Ross Pope, *Chairman*
Al Frizelle, Executive *Director*

Boston Society of Architects – Seaport Focus Team
Constance Budurow, *Chair*
Todd Lee, *Chair*

Boston Society of Landscape Architects
Richard "Skip" Burck

Conservation Law Foundation
Douglas Foy, *President*
Stephanie Pollack, *Vice President*
Bennet Heart, *Co-Director, Community Projects*

Greater Boston Chamber of Commerce
Charles Gifford, *Chairman*
Paul Guzzi, *President*

Greater Boston Real Estate Board
Jack Spurr, *President*

New England Transportation Institute
Bob Pritchard, *Executive Director*

Saint Vincent's Neighborhood Association
Robert Costello, *President*

Seaport Alliance for a Neighborhood Design

South Boston Historical Society

South Boston Neighborhood Leaders Group

South Boston Residents Group
Kathleen Kenneally, *President*

South Boston Waterfront Committee
Roderick Macdonald, *Chair, Master Plan Subcommittee*
Kenneth Sinkiewicz, *Past President*

The Boston Harbor Association
Robert T. Kenney, *Chairman*
Vivien Li, *Director*

Walk Boston
Jon Seward, *Vice President*

Elected Officials

J. Joseph Moakley, *U.S. Congressman*

Stephen F. Lynch, *Massachusetts State Senator*

John A. Hart, Jr., *Massachusetts State Representative*

James M. Kelly, *Boston City Council President*

Public Officials

Joseph Casazza, *Boston Public Works Commissioner*

Andrea d'Amato, *City of Boston Chief of Environmental Services*

Justine Liff, *Boston Parks and Recreation Commissioner*

Public Agencies

Central Artery/Tunnel Project

Federal Aviation Administration

Massachusetts Bay Transit Authority

Massachusetts Port Authority

Boston Redevelopment Authority

Te-Ming Chang, *Urban Designer*
Linda Mongelli Haar, *Director of Planning and Zoning*
Jeong-Jun Ju, *Urban Designer*
Robert Kroin, *Chief Architect*
Peter McDonald, *Computer Cartographer*
Homer Russell, *Director of Urban Design*
Kairos Shen, *Senior Urban Designer*
Nancy Tentindo, *Deputy Director of Infrastructure Planning*
Michael Vaughan, *Regional Manager – South Boston*

Contributing Consultants

Cooper, Robertson and Partners
Alexander Cooper
Michel Dionne
David McGregor
Randy Morton
Brian Shea, *Partner in Charge*
Nicholas Stanos

Louis Berger and Associates

McLaughlin Dodge Design

Charles R. Norris, *Planning Consultant*

Recycled Paper Printing, Inc.

Simon Martin-Vegue Winkelstein Moris
Karen Alschuler

Taylor McDougal Burns Architects
Carol Taylor
Hubert Murray

Wallace, Floyd, Associates Inc.

BOSTON REDEVELOPMENT AUTHORITY

BOARD OF DIRECTORS

Clarence J. Jones, *Chairman*
Consuelo Gonzales-Thornell, *Treasurer*
Joseph Nigro, *Co-Vice Chairman*
Michael Taylor, *Co-Vice Chairman*
John M. Moscardelli, *Member*
Harry Collings, *Secretary*