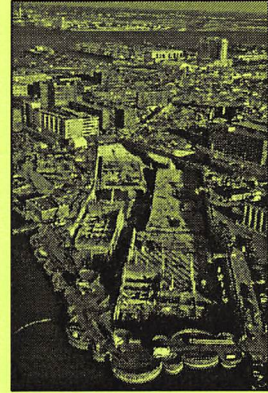


Waterfront Development in Boston



South Boston Waterfront District Municipal Harbor Plan: Introduction

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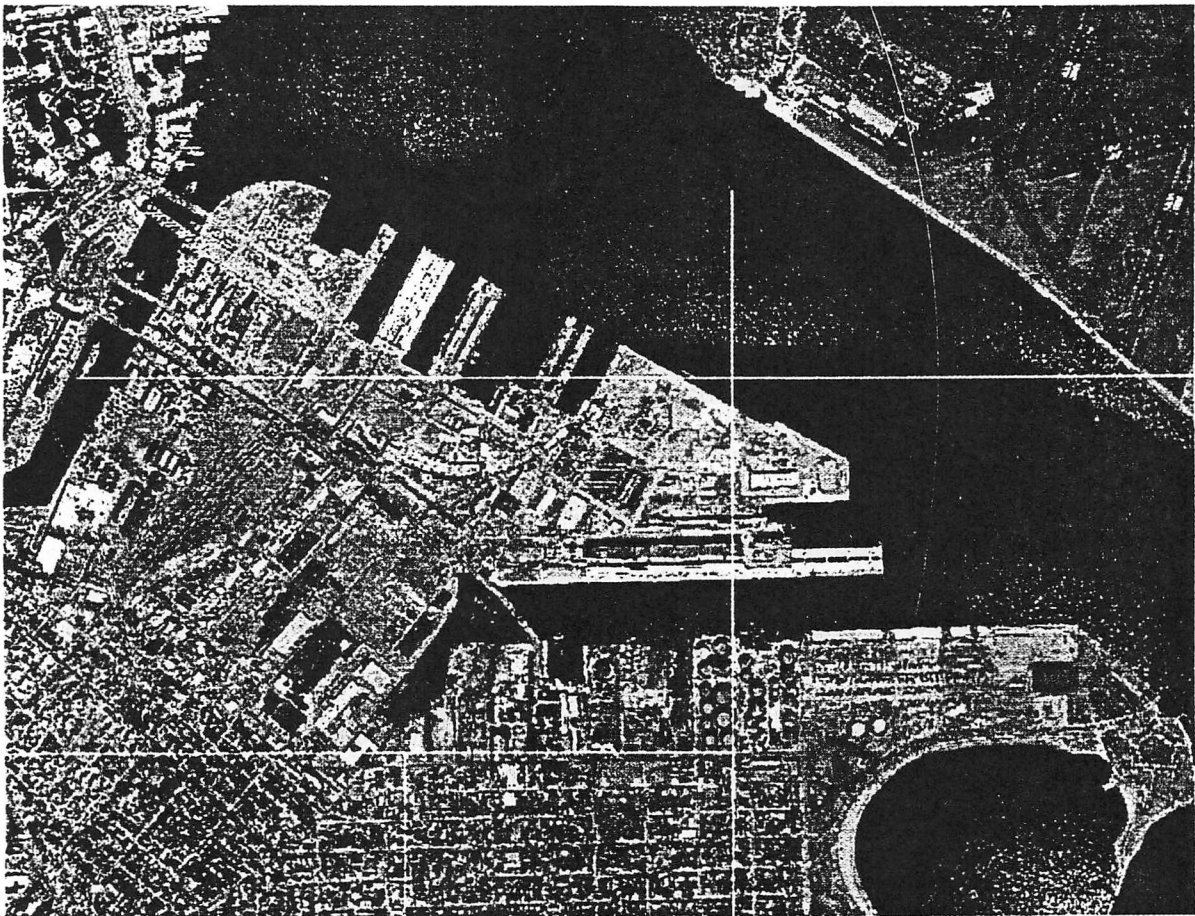
East Boston Gets Chance to Look Ahead: BRA Plan, Noting Location, Offers Some Hope for a Boom

Alan Lupo; The Boston Globe
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SOUTH BOSTON WATERFRONT DISTRICT

MUNICIPAL HARBOR

A MUNICIPAL HARBOR PLAN OF THE CITY OF BOSTON



CITY OF BOSTON
Thomas M. Menino
Mayor

Boston Redevelopment Authority
Mark Maloney
Director

JULY 2000

PREFACE

This Municipal Harbor Plan for the South Boston Waterfront is submitted to the Secretary of Environmental Affairs of the Commonwealth by the Boston Redevelopment Authority in accordance with 301 CMR 23.00 *et seq.*, Review and Approval of Municipal Harbor Plans, implementing M.G.L. Chapter 91. The Municipal Harbor Plan is a primary implementation strategy for the Public Realm Plan for the South Boston Waterfront that includes land both within and outside of Chapter 91 jurisdiction.

In 1997, Mayor Thomas M. Menino charged the Boston Redevelopment Authority with creating a vision for the public realm for the South Boston Waterfront and defining a framework for future development in the district. After two years of extensive public process and thoughtful, deliberate debate, the Public Realm Plan was issued by the Boston Redevelopment Authority. The five primary planning principles which will guide the build-out of the area are:

- Promote access to Boston Harbor as a shared natural resource and connect people, land and water.
- Preserve and enhance the industrial port and balance the growth of mixed use and recreational activity along Boston Harbor with the needs of maritime commerce.
- Plan the district as a vital mixed-use neighborhood that expands the City's residential communities and provides a lively mix of open space, civic and cultural, water-transit and commercial uses and job opportunities that are mutually supportive and bring activity to the waterfront.
- Develop the district as an integral part of Boston's economy, enhancing our City's hotel, commercial office, retail and visitor industries and our position as the economic catalyst for the region.
- Ensure that the South Boston residential community and all neighborhoods of the City are not only protected from potential impacts from development, but share in the benefits of private investment.

These five principles provide the basis for this Municipal Harbor Plan. The Plan spans the Chapter 91 jurisdictional area along the east side of Fort Point Channel and along the Fan Pier and Pier 4, and builds upon the City's overall Harborpark planning policies that include:

- Promote access to Boston's waterfront and the public's rights in the tidelands.
- Revitalize Boston's underutilized and dilapidated piers and shoreline.
- Activate the waterfront zone.
- Promote the working port.

Today, much of the South Boston Waterfront consists of parking lots and warehouses, but the Plan capitalizes on the area's two distinct advantages - its location and the tremendous influx of public investment in the district. This part of the waterfront is strategically positioned between the downtown and the airport. Its close proximity to several residential neighborhoods, the deep-water port, and its connection to the regional highway system make it an ideal location for attracting future development. The benefits of its location are further enhanced by twenty billion dollars of public investment, including major clean-up of the Boston Harbor, depression of the Central Artery and construction of a Third Harbor Tunnel, development of the Silver Line Transitway and the construction of the new convention center. All of these investments have combined to create a unique opportunity for the development of a new urban neighborhood.

This Municipal Harbor Plan ensures that as growth proceeds along our urban waterfront in the 21st century, it will be defined by always ensuring that all of the Commonwealth's residents have access to our precious tidelands.

The Plan is the culmination of the work started in the Public Realm Plan, coupled with a one year public process to create this Municipal Harbor Plan. The Municipal Harbor Plan Advisory Committee members, area residents, advocacy groups, property owners and public agencies have had a tremendous impact on this document. The Commonwealth's Office of Coastal Zone Management and Department of Environmental Protection have provided invaluable input regarding implementation of the Chapter 91 Waterways regulations and provisions for this Plan.

The Waterways regulations establish the same use and dimensional parameters for waterfront development along the entire Massachusetts

coastline. The regulations also allow a city to propose substitutions to these parameters that tailor them to the unique characteristics of an individual harbor and reflect the planning goals and objectives of the particular city. Any such substitutions must provide for compensatory or offsetting measures for any adverse impacts produced, and must promote the Commonwealth's tidelands policy objective with greater or equal effectiveness.

This Municipal Harbor Plan requests substitutions that reflect the *urban* nature of Boston Inner Harbor and a desire to create a density, scale, and activity level consistent with other areas of the City and supportive of the broadest public use of the waterfront. The substitutions also reflect the excellent urban design qualities and intimate pedestrian-oriented scale for which Boston is famous and contributes to our livable qualities. The plan requires, among numerous other components, a minimum of fifty-percent open space on all major development sites; Harborwalk along the entirety of the waterfront; major water transportation facilities; a minimum of one-third residential and maximum of one-third office uses on new development sites; civic and cultural uses; application of urban design and universal access guidelines; public and open space maintenance guidelines; subsidies for water transportation and open space acquisition and maintenance; and offsets for any impacts from development on the tidelands.

The City of Boston looks forward to implementing this Plan over the next several years to protect the public's rights in the tidelands. We will continue to make Boston Harbor's waterfront, water sheet and Harbor Islands National Park area a common ground for all to share in our rich resources.

SOUTH BOSTON WATERFRONT DISTRICT MUNICIPAL HARBOR PLAN

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1.0 INTRODUCTION

This Municipal Harbor Plan for the South Boston Waterfront District is submitted to the Secretary of Environmental Affairs of the Commonwealth by the Boston Redevelopment Authority in accordance with 301 CMR 23.00, et. seq., Review and Approval of Municipal Harbor Plans. The South Boston Waterfront District, shown in Figure 1-1, comprises approximately 1025 acres of land and adjacent watersheet spanning from the east side of Fort Point Channel to the Reserved Channel. This Municipal Harbor Plan covers a portion of the South Boston Waterfront District that is within the jurisdiction of Chapter 91 (MHP Area). The MHP Area, shown in Figure 1-2, is comprised entirely of Commonwealth tidelands, and includes Fort Point Channel and portions of the Fort Point Historic, Fort Point Industrial and Inner Harbor Subdistricts.

The Chapter 91 jurisdictional boundary line in the South Boston Waterfront District, as determined by the Department of Environmental Protection, is shown in Figure 1-3. The convention center Subdistrict and the Enhancement Zone are located entirely outside of Chapter 91 jurisdiction. Portions of the Fort Point Industrial, Fort Point Historic and Inner Harbor Subdistricts likewise are outside Chapter 91 jurisdiction. Those areas of the District not subject to Chapter 91 jurisdiction are discussed in this Request for Scope for contextual purposes only and are not included in the MHP Area.

The MHP Area also does not include all of the areas of the District that are subject to Chapter 91 jurisdiction. The South Boston Designated Port Area, shown in Figure 1-4, was the subject of a separate joint BRA/Massport planning process that resulted in the Port of Boston Economic Development Plan of 1996. Also, the City recently issued a new master plan for the Boston Marine Industrial Park. Neither of these areas is included in the MHP Area. A portion of Massport's Commonwealth Flats Development Area also is located within jurisdiction, but Massport is in the process of developing a Memorandum of Understanding with DEP to govern the development of nonwater-dependent use projects in this area. Because Massport is not subject to this municipal harbor planning process, a discussion of their development plans for Commonwealth Flats is included for contextual purposes only. No portion of the Commonwealth Flats Development Area is included in the MHP Area.

1.1 IMPLEMENTATION OF THE PUBLIC REALM PLAN

This Municipal Harbor Plan emerged primarily from a series of open public meetings with the Municipal Harbor Plan Advisory Committee appointed by Mayor Menino, the Fort Point Channel Working Group, representatives of the South Boston Design Advisory Committee, the South Boston and Fort Point residential communities and representatives of advocacy groups and individuals throughout the City, as well as meetings with representatives of the Commonwealth's Department of Environmental Protection and Coastal Zone Management Office. This Municipal Harbor Plan also is a direct result of the City's comprehensive master planning process for the South Boston Waterfront. In

February 1999, after more than two years of cooperative effort between the BRA and many constituencies, the City issued its Public Realm Plan for the South Boston Waterfront (Public Realm Plan). Approval of a Municipal Harbor Plan reflective of the Public Realm Plan is one of the City's primary tools for implementing the Public Realm Plan. A detailed summary of the Public Realm Plan is included in Chapter 4 of this submission.

This Municipal Harbor Plan incorporates the planning principles and the physical planning concepts of the Public Realm Plan. Chapter 2 of this Municipal Harbor Plan is a discussion of the public processes that resulted in the development of the Public Realm Plan and this Municipal Harbor Plan. Chapter 3 is a brief history of Boston Harbor and the South Boston Waterfront. A summary of the Public Realm Plan is contained in Chapter 4. Chapter 5 provides a detailed discussion of land and water transportation issues facing the South Boston Waterfront. Because so much of Boston's waterfront is now or was recently the subject of a major planning initiative, Chapter 6 is a comprehensive discussion of the planning context for the South Boston Waterfront. Chapter 7 establishes baseline requirements and guidelines for nonwater-dependent use projects in the MHP Area. Chapter 8 is a discussion of the substitute provisions of the Waterways Regulations and an introduction to the type of substitutions that are sought through this Municipal Harbor Plan. Chapters 9-12 analyze the particular substitutions and offsets that are proposed for each of the subdistricts included in this MHP Area. Chapter 13 establishes a ten-year effective period for the Municipal Harbor Plan instead of the five-year period provided for under the MHP Regulations. Chapter 14 discusses the tools that the BRA will use to implement this Municipal Harbor Plan. Finally, Chapter 15 is a detailed analysis of how this Municipal Harbor Plan meets Coastal Zone Management guidelines and policies.

1.2 MASSACHUSETTS GENERAL LAWS CHAPTER 91, THE WATERWAYS REGULATIONS AND THE MUNICIPAL HARBOR PLAN REGULATIONS

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

The DEP responded to this mandate by establishing comprehensive regulations to preserve, protect and promote the public's rights and interest in the tidelands (310 CMR 9.00, the Waterways Regulations). Most particularly, the Waterways Regulations prescribe the conditions and criteria for the granting of a Chapter 91 License. By establishing use restrictions and height, setback and open space requirements, the Waterways Regulations seek to ensure that much of the Commonwealth's waterfront either

is preserved for water-dependent uses or is available for use by all of the residents of the Commonwealth.

While the Waterways Regulations are applicable to all of the Commonwealth's tideland areas that are not landlocked, the DEP recognized that each Harbor and each Harbor-front community within the Commonwealth is unique. In order to encourage municipalities to develop long-term, comprehensive plans for their Harbors which are consistent with state waterways and tidelands policies, the DEP established a voluntary procedure by which cities and towns may obtain approval of Municipal Harbor Plans from the Secretary of Environmental Affairs (301 CMR 23.00 - the MHP Regulations). These individual Municipal Harbor Plans, developed in consultation with the Massachusetts Office of Coastal Zone Management (CZM), afford each city and town the opportunity to develop a Harbor plan tailored to the characteristics of the individual Harbor and reflective of the planning goals of the individual community. Approved Municipal Harbor Plans in turn are used by DEP for guidance in making decisions regarding use and development of tideland areas that are responsive to local objectives and priorities and Harbor-specific conditions.

The MHP Regulations also allow municipalities certain latitude with respect to the use, height, set back and open space limitations of the Waterways Regulations, provided the substitute requirements proposed by the municipality are consistent with the mandate of Chapter 91 to protect and preserve the rights of the Commonwealth's inhabitants in the tidelands and otherwise are consistent with the Waterways Regulations. In the context of obtaining approval for a Municipal Harbor Plan, a city or town may propose substitutions for specific use limitations or numerical standards delineated in the Waterways Regulations. The Municipal Harbor Plan must demonstrate that, in the context of its overall planning goals and the distinctive features of the Harbor in question, the municipality's substitutions will promote the state tidelands policy objectives with comparable or greater effectiveness than the corresponding provisions of the Waterways Regulations. If approved by the Secretary, the substitutions will be applied by DEP in lieu of the corresponding provisions of the Waterways Regulations in its evaluation of Chapter 91 License applications for the affected area.

The standards for the Secretary's review and approval of Municipal Harbor Plans also are set forth in the MHP Regulations. In approving a Municipal Harbor Plan, the Secretary must make a written determination that it is consistent with the Harbor Planning Guidelines developed by the CZM, other applicable CZM policies, and tidelands policy objectives and regulatory principles as set forth in the Waterways Regulations. The MHP Regulations also include specific criteria for the evaluation and approval of substitution requests.

1.3 THE CITY OF BOSTON'S HARBOR PLANNING

A Municipal Harbor Plan, together with the City's zoning power and the Article 80 review process, are three powerful tools that the City has at its disposal to implement its Harbor

vision. The City, through the Boston Redevelopment Authority (the BRA) submitted a Municipal Harbor Plan for a portion of the waterfront for approval in October 1990 (the 1990 Municipal Harbor Plan). The Secretary issued her decision on May 22, 1991 (the Secretary's Decision). The MHP Regulations provide that harbor plan approvals remain effective for a period of five years from the date of approval. In accordance with the MHP Regulations, the Secretary's Decision states that it would expire on May 22, 1996 unless an extension request was filed prior to that date. Through correspondence beginning in January 1996, the City requested additional time to file its renewal application and to amend the existing plan to introduce geographic areas not included in the 1990 Municipal Harbor Plan. The Secretary acknowledged that the 1990 Municipal Harbor Plan would remain in effect until the City formally submitted it for renewal.

The renewal of the 1990 Municipal Harbor Plan (MHP Renewal) is one of a series of steps planned by the City to complete its Harbor planning process. The size and complexity of Boston Harbor make it difficult to develop a plan in a single planning process that encompasses the entire Harbor area. See Figure 1-5. Also, different areas of the Harbor have different characteristics and opportunities. The City, therefore, has divided the Harbor into eight districts: Charlestown Waterfront, Charlestown Navy Yard, North Station Waterfront, Downtown/North End Waterfront, South Boston Waterfront, Dorchester Bay/Neponset River Waterfront, East Boston Waterfront and the Boston Harbor Islands. Relevant overlapping or Harbor-wide issues are coordinated as planning for each district proceeds.

Simultaneous with the preparation of the MHP Renewal, the BRA is proceeding with other steps in a comprehensive Harbor planning process. In March 1999, the City submitted the North Station Municipal Harbor Plan Amendment to EOEA in order to add a small geographic area between North Station and the North Washington Street Bridge to the City's Municipal Harbor Plan. The Secretary approved this amendment in July 1999. The Secretary also approved an amendment to add a small geographic area that includes the historically significant Building 114 to the Charlestown Navy Yard District in October 1999. The BRA currently is in the process of developing the Fort Point Downtown Amendment to add the area south of the old Northern Avenue Bridge through the Post Office site to the City's Municipal Harbor Plan. The City recently completed a comprehensive master planning process for East Boston. To implement certain aspects of the master plan, a Municipal Harbor Plan for portions of the East Boston Waterfront will be developed.

Not all of the City's Harbor planning initiatives will include a Municipal Harbor Plan component. Because the City's industrial port remains critically important to the City's continued economic vitality, the BRA recently completed a new Master Plan for the Boston Marine Industrial Park. Also, as a member of the Boston Harbor Islands Partnership, the BRA is taking part in the development of a resource management plan for the Harbor Islands that will improve access to the islands while at the same time preserving their unique character. Finally, tying all of these planning efforts together is the City's Inner Harbor Passenger Water Transportation Plan that was issued in January, 2000. This

plan focuses on maximizing landside accommodation of all levels of water transit including commuter, excursion, water taxi and the Inner Harbor Cultural Loop, as well as layover and service space.

1.4 THE SOUTH BOSTON WATERFRONT MUNICIPAL HARBOR PLAN

One of the primary goals of the City's waterfront planning is to ensure that the public obtains or maintains meaningful access to the City's Harbor areas. Similarly, the purpose of the Waterways Regulations is to protect the public's rights to use and enjoy the Commonwealth's tideland areas. The use and dimensional requirements of the Waterways Regulations establish baseline standards for nonwater-dependent projects as a means of ensuring the availability of the tidelands for public use and enjoyment. The MHP Regulations provide a municipality with flexibility to substitute use and dimensional requirements that are more reflective of the individual municipality's planning goals and Harbor area than the corresponding Waterways standard. Further, they require that any adverse effects on the public's rights caused by the substitute requirements should be offset by other requirements that will enhance the public's ability to use and enjoy the tideland areas.

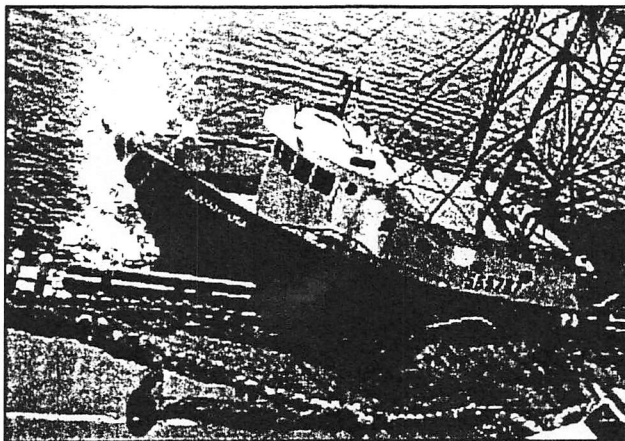
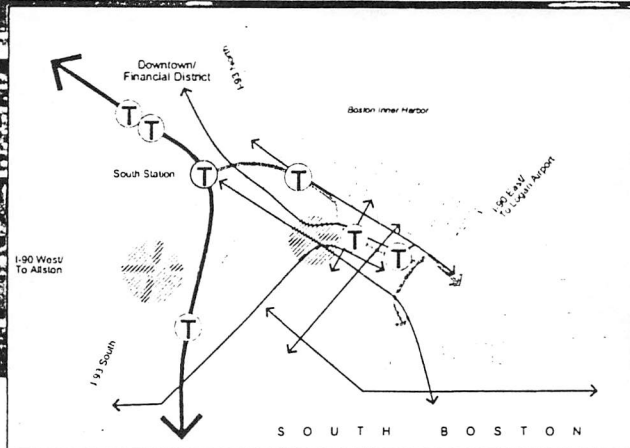
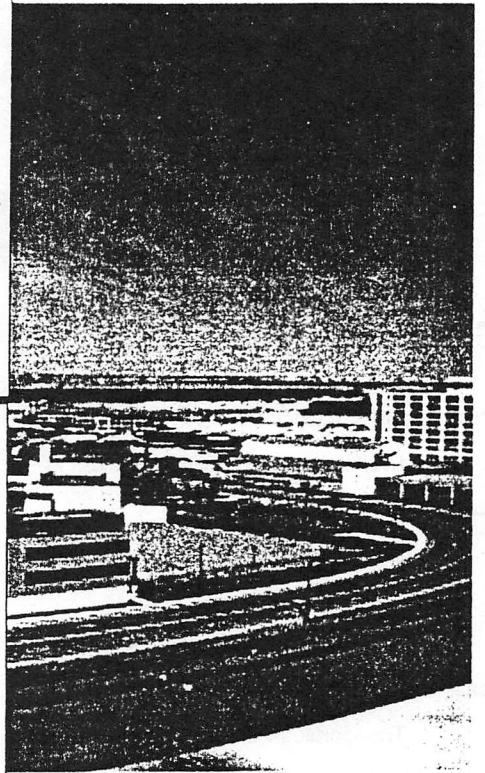
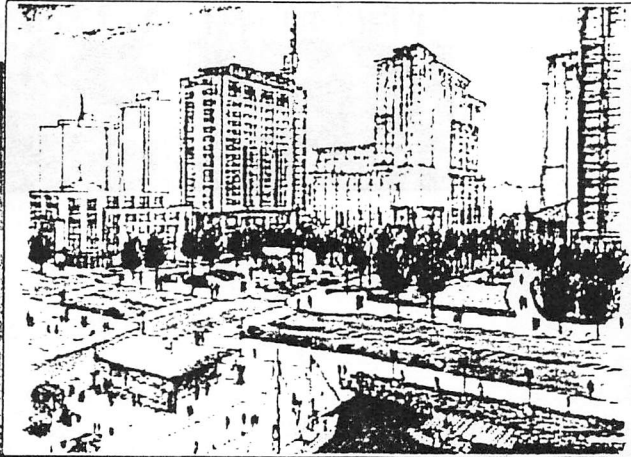
The City has elected to file a municipal harbor plan in order to take advantage of the ability to develop substitute use and dimensional requirements. Strict application of the Waterways standards is not always in keeping with the City's planning goals for a site, and can result in development that is less hospitable to public use and access than a more creative combination of substitute and offset provisions. The City's approach to substitute and offset provisions is to develop a program of substitutions and offsets that, when implemented, will create a better and more inviting public environment. By maximizing the pedestrian realm through the creation of quality open spaces and activation of the watersheet, we can fulfill the mandate of Chapter 91 in a manner that also furthers the City's waterfront planning goals and does not cause adverse impacts.

To begin the municipal harbor planning process, the BRA filed a Request for Scope with EOEA in July 1999. The Request for Scope outlined the City's goals for the South Boston Waterfront, and identified many of the substitutions that the BRA intended to develop with the South Boston Waterfront Municipal Harbor Plan. In October 1999, the Secretary of Environmental Affairs issued a Scope to guide the City's planning efforts. This Municipal Harbor Plan complies with the Secretary's Scope and meets the standards for approval set forth in 301 CMR 23.05, et. seq.

Commonwealth Flats Strategic Plan

Summary and Action Plan

May 2000



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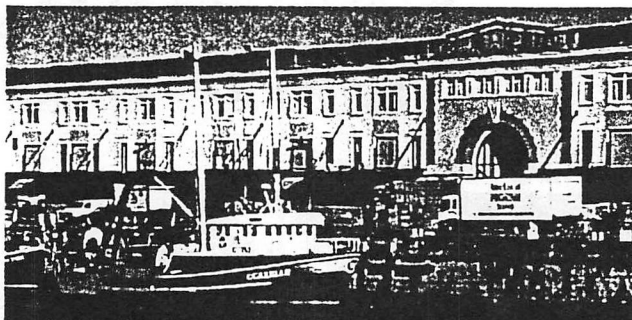
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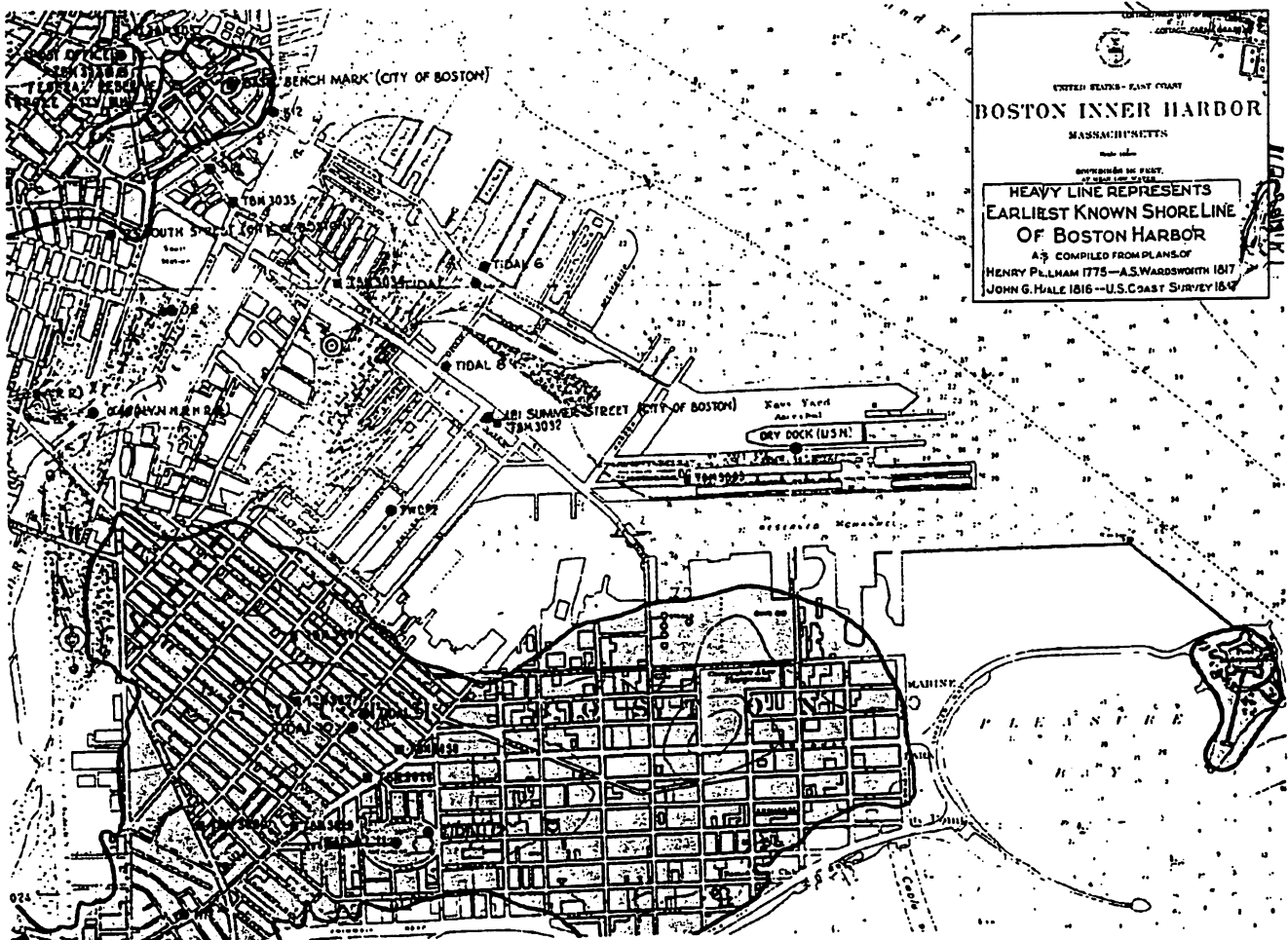
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Preface

An Important Moment in Boston's History

Boston is experiencing a remarkable urban phenomenon. An area which for most of the latter half of the 20th century was tangential to the City's economic wellbeing – and even its self-image – has, seemingly overnight, taken center-stage in deliberations about Boston's future. The Commonwealth Flats, newly named the South Boston Waterfront, is brimming with anticipations; with plans, potential investors, and developers; and with visions, hopes, and worries...

Until recently considered to be situated away from major corridors of regional growth, the area today – thanks in part to the substantial access improvements of the Central Artery/Third Harbor Tunnel Project – finds itself convenient to both downtown Boston and Logan International Airport. Indeed, the South Boston Waterfront is located precisely between these two important regional nodes and it provides the first encounter with Boston for arriving airport travelers. The district is seen as a first-rate real estate investment opportunity.

Until recently seen as underutilized industrial land (in a post-industrial era holding such land to be of marginal value) the area today is seen as the logical extension of development in the City of Boston, able to accommodate a full range of urban uses, including places to work and live as well as cultural, recreational, and institutional domains; however, it would be a mistake to characterize this opportunity as a limited to a simple expansion of Boston's financial district.

At the same time, popular assumptions about the decline of maritime-based industries are being challenged by a resurgence in shipping activities, expanding demand for cargo handling and freight forwarding facilities, the rapid growth of cruise itineraries and resulting demand for better and expanded terminals, and demand for modern seafood processing facilities. All of these events point to the importance of maintaining and re-investing in the industrial core of this area with regard to Boston's ability to compete in the national and global economy.

Generally overlooked by visitors, the area today is seen as ideal for siting a major convention center – in concert with the existing World Trade Center – and thus for accommodating hotels, restaurants, entertainment, and other supporting visitor-oriented venues.

For many years seen as utilitarian land created by land-filling, the area today is seen as vital to the public's rediscovery of the waterfront and Boston's maritime heritage. This is occurring in concert with the dramatic improvements being made in the water quality of Boston Harbor. As the public steward of nearly 300 acres of property in South Boston, Massport will play a pivotal role in determining the nature of the transformation underway in the Waterfront. Consistent with its core mission of operating the Port of Boston, Massport is committed to assuring that change in the South Boston Waterfront will result in a productive, active, diverse, desirable, attractive and humane part of the City of Boston.

Alex Krieger, May 2000

Introduction

A unique urban condition exists on the South Boston Waterfront: large tracts of underutilized waterfront land lie near the center of a major U.S. city, an international airport, and a major cargo port. The massive public investment in transportation infrastructure being made in South Boston by the Central Artery/Tunnel (CA/T) and the MBTA South Boston Piers Transitway (Transitway) Projects will improve significantly transportation connections between the district, the surrounding metropolitan area, and the region.

The South Boston Waterfront

The decision to construct the Boston Convention & Exhibition Center (BCEC) in the South Boston Waterfront will establish the area as a new center for tourism in the City and attract a variety of visitor-related uses to the district. At the same time, resurgent maritime and industrial activities such as cruise ship landings, seafood processing, and cargo handling also will benefit from better transportation access and the cleaner waters of Boston Harbor. Together, these conditions present an unprecedented opportunity within the South Boston Waterfront to create an inviting and active urban neighborhood featuring a vibrant mix of land uses with numerous benefits: new jobs, much-needed additional housing stock, hotels, retail/restaurant, and cultural/entertainment attractions near the BCEC, and tax revenues and other economic benefits for the City of Boston and the South Boston community.

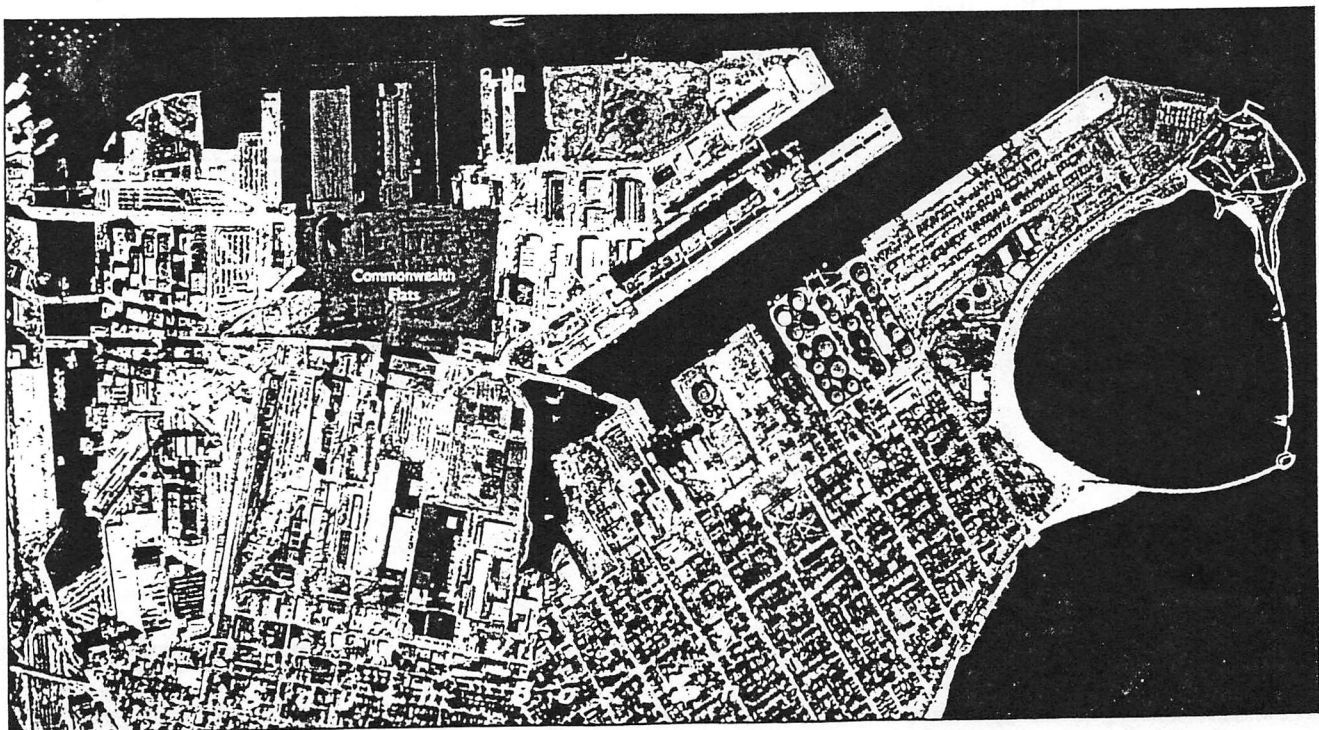
The redevelopment of existing urban waterfront land represents a sound regional environmental policy as well. It will focus demand for regional growth in urbanized areas that already are well served by infrastructure instead of adding to suburban sprawl.

Massachusetts Port Authority

The Massachusetts Port Authority (Massport) is one of the largest land owners in the South Boston Waterfront, with nearly 300 acres of marine terminals, development parcels, and other properties. Massport recognizes it has a unique role in shaping the future of this district. Massport's primary missions include the operations and development of Logan International Airport and the Port of Boston. In addition to its stewardship of the port, the Authority has undertaken thoughtful and appropriate city building on its non-maritime properties in the area known historically as Commonwealth Flats. This includes initiating an inclusive and on-going planning process for Massport's Commonwealth Flats properties, advocating for and investing in specific high-priority infrastructure improvements, focusing on the issues and goals of the South Boston community, and strengthening cooperative relationships with the Boston Redevelopment Authority (BRA) and other key agencies.

The Commonwealth Flats Strategic Plan

From its inception, Massport intended for the Commonwealth Flats Strategic Plan to serve as an important guide for the Authority's internal decision-making, including prioritizing and phasing commercial mixed-use development projects and core capital improvements to create dependable revenue streams that are needed to finance additional maritime improvements and operations. Given the evolving nature of physical and economic conditions in the South Boston Waterfront overall, the Plan creates a flexible planning framework.



The South Boston Waterfront indicating Commonwealth Flats and Massport owned or controlled properties.

With this context, in 1998 Massport selected a team of nationally recognized consultants to assist in preparing the Commonwealth Flats Strategic Plan. Led by Chan Krieger & Associates, the multi-disciplinary team included Economic Resource Associates, Vanasse Hangen Brustlin, Inc., and R.F. Walsh Company. Massport directed the team to develop a plan based on an integrated approach to physical planning, transportation, real estate and development economics, community concerns, and regulatory influences.

Essential to formulating an appropriate and balanced strategy for Massport's property in Commonwealth Flats, Massport has developed the Plan within the context of existing and projected plans for the Authority's maritime and industrial facilities, including the Conley Container Terminal, the Black Falcon Cruise Terminal, the Fargo Street Terminal, and the Massport Marine Terminal.

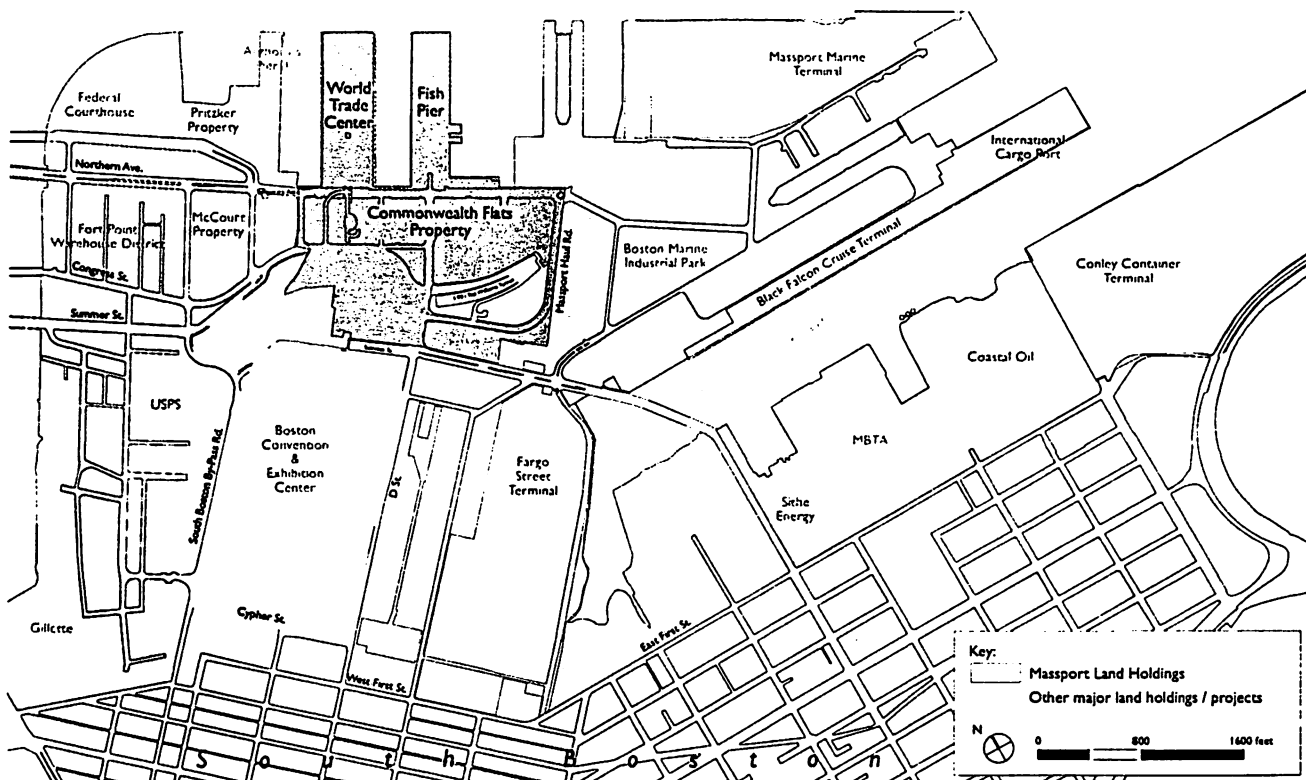
As the Plan advanced, Massport initiated a series of consultations to gather valuable feedback and maintain consistency with concurrent planning efforts and on-going construction projects. This process has involved many meetings and work sessions with City staff; groups representing the community such as the South Boston Leadership Group and Mayor's Waterfront Advisory Committee; advocacy groups such as the Conservation Law Foundation, the Boston Harbor Association, the Seaport Alliance for Neighborhood Design, and the Boston Shipping Association; local, state, and federal elected

officials; and other major project sponsors and land owners within the South Boston Waterfront.

Early in January 2000, Massport voluntarily submitted to the State the *Commonwealth Flats Development Area Draft Environmental Impact Report* under a Special Review Procedure. This has assessed the overall impacts and proposes mitigation for the full-build development program anticipated for Commonwealth Flats.

As a result of this outreach and environmental documentation, Massport believes that its Commonwealth Flats Strategic Plan establishes a context that is well understood by the City, the community, and reviewing agencies and which will allow individual commercial development projects on the Authority's property to move forward. Furthermore, Massport believes that the recommendations contained within Massport's Commonwealth Flats Strategic Plan and those in the BRA's *South Boston Waterfront Public Realm Plan* are compatible with respect to land use, urban design, open space, and transportation planning and policy initiatives.

On an ongoing basis, Massport will continue to play a leading role in coordinating planning and the review of individual commercial development projects with its sister agencies and the community. Massport's continued focus will be to implement priority actions items in the South Boston Waterfront that benefit the Port of Boston, the Authority's properties overall, the South Boston community, and the city as a whole.



Massport ownership, including the development area in Commonwealth Flats and the various port terminals, and other major property owners and land uses within the South Boston Waterfront.

Plan Principles

Maintain Priority of Port-Related Activities

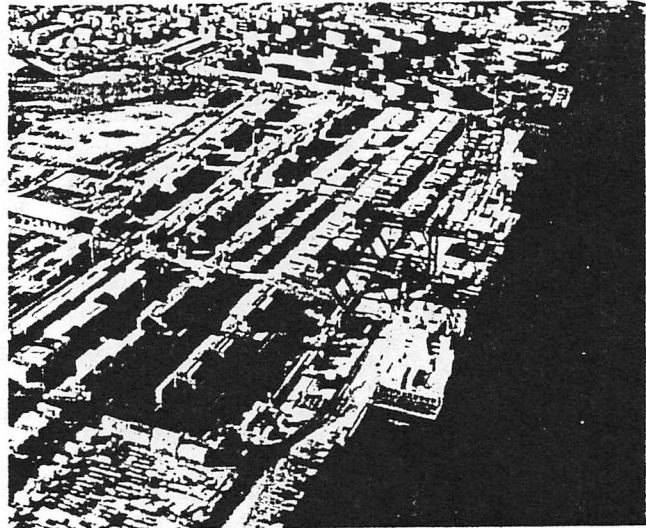
Consistent with its core missions, Massport will maintain a large majority (nearly 80 percent) of its South Boston land holdings for maritime and industrial use. The Authority is reinvesting in its maritime terminals, creating new freight handling and warehousing facilities, and expanding seafood processing facilities to improve the competitive position of the Port of Boston. A transitional use area will buffer port activities and the main transportation access corridor that serves them from non-maritime development concentrated on land closer to downtown Boston. The successful development of a mixture of commercial uses, limited to Massport's Commonwealth Flats property in South Boston, will generate a revenue stream to help finance port operations and expenditures for necessary capital projects to improve the Port.

Improve the Transportation System

Together with State and City agencies, Massport will enhance access to, from, and within the district by investing in key transportation infrastructure. Critically important are improvements to truck and rail access, which will help revitalize the Port, provide more direct connections to Logan Airport and the interstate highway system, and keep trucks off local streets. A more coherent, efficient pattern of local streets linking to the new interstate system at the waterfront will reduce demands for traffic to cut through the South Boston community and facilitate redevelopment of areas currently lacking adequate access. Massport will ensure maximum use of public transit by clustering its mixed-use development around the planned transit stations and stops and by extending the reach of service through the Airport Intermodal Transit Connector (AITC). Additional passenger water transportation services will expand transportation options to employees and visitors.

Create a Balanced Mixed-Use District

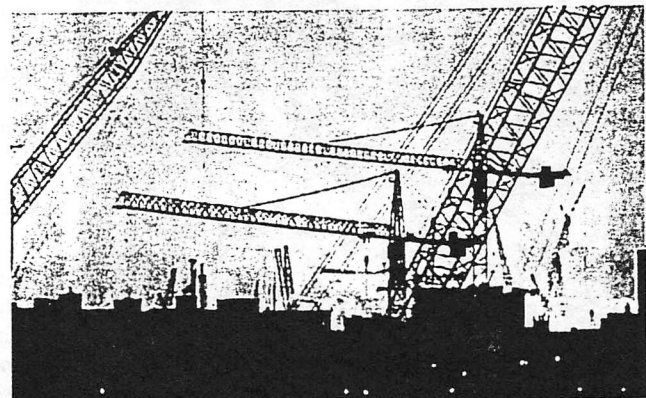
Massport is committed to establishing a vital commercial district featuring a balanced mix of office, hotel, restaurant/retail, cultural, and residential uses on roughly 70 acres of its land in Commonwealth Flats. These uses are consistent with the overall land use pattern contemplated in the BRA's South Boston Waterfront Public Realm Plan. This development will strike an appropriate balance between the needs of Boston's commercial and tourism-based economic sectors with those of the working port and the neighboring community. From an asset management perspective, diversifying land use on Massport property by introducing additional commercial and residential development will enable the Authority to better withstand market fluctuations. This will strengthen Massport's overall financial position and create more dependable sources of revenue to help fund investments in the Port and district infrastructure.



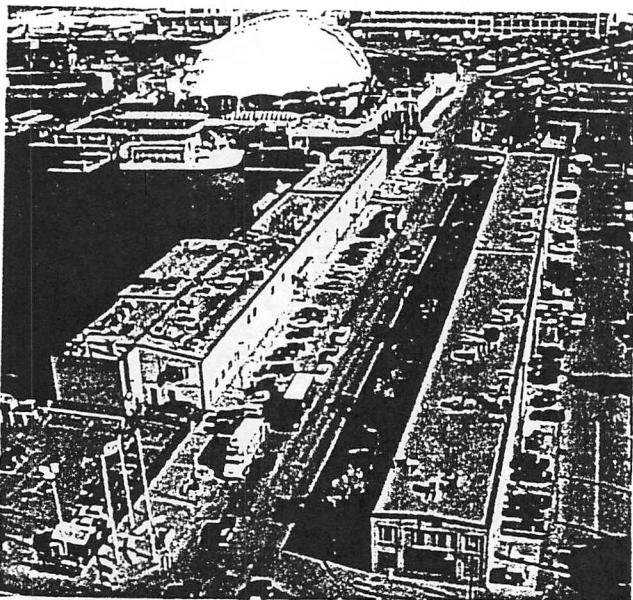
Container shipping operations at Massport's Conley Terminal on the Reserved Channel.



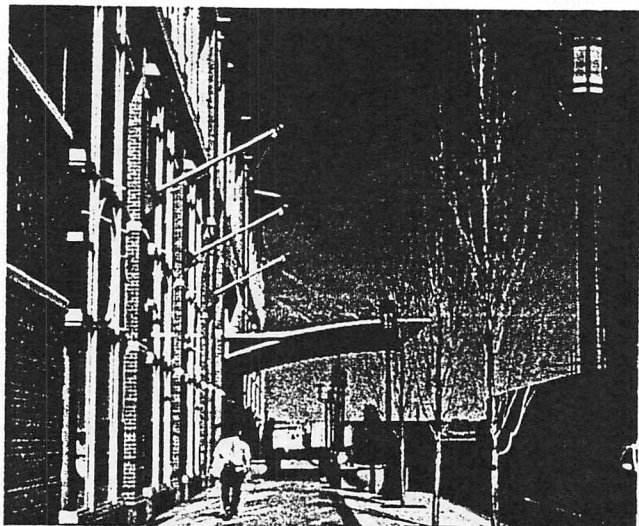
Massport seeks to improve truck access to maritime uses and industrial activities throughout the South Boston Waterfront.



The sea of cranes over the South Boston Waterfront -- the CA/T and Transitway Projects are improving transportation infrastructure in the district.



Massport plans mix of uses along Northern Avenue, with a strong focus on restaurants and other uses that expand and enhance public use of the waterfront.



Smaller, pedestrian-friendly streets in the area east of D Street also will open to the water (Seaport Lane in front of the Seaport Hotel).



Massport properties in Commonwealth Flats are well situated to focus future development near the transportation infrastructure currently being built by the CA/T and Transitway Projects.

Be a Good Neighbor

The Commonwealth Flats Strategic Plan creates a mechanism for Massport to communicate its development intentions to the City as a whole, and in particular, the South Boston community. It establishes the context for an informative and responsive review process for individual project proposals. Massport will continue to work with the South Boston community to minimize any adverse impacts of development on its land. Generous public open spaces will extend the Harborwalk and provide public access and a wide range of activities near the water's edge. New business and employment opportunities will be created in commercial market sectors. Private developers of commercial projects on Massport's Commonwealth Flats property will make substantial payments in the form of City property taxes and through voluntary linkage payments. Improved truck routes and buffer zones will protect the community and allow expansion of existing residential areas.

Advocate Strong, Cohesive Urban Design

Massport will maintain high design standards for public realm improvements and private developments on its property. The scale and character of development will be governed by strong, clear urban design principles. These principles will be applied through a thorough design review process coordinated with the City of Boston. They will help create an appealing urban district of mixed land uses that contribute accessible and inviting civic spaces and public improvements of the highest quality, including a coherent system of public streets and open spaces.

Undertake Environmentally Responsible Development

Redevelopment of Massport's underutilized urban waterfront properties in Commonwealth Flats, in lieu of new development in suburban areas, supports a sound regional environmental policy: urban redevelopment rather than suburban sprawl. Concentrating urban redevelopment near the new infrastructure improvements currently under construction within the district, particularly the South Boston Transitway, will focus growth and help reduce regional sprawl. Reuse of urban waterfront property provides a mechanism to remediate contaminated soil conditions that may be present. Massport will ensure that principles of sustainable design guide the design and construction of buildings, site improvements, and operational systems within Commonwealth Flats.

Conduct Inter-agency Coordination

Massport has and will continue to actively share its planning goals, policies, and priorities for its South Boston Waterfront property with other City and State planning and regulatory agencies and the South Boston community. The Authority seeks to ensure that its planning recommendations are coordinated with and responsive to those of other recognized plans, specifically those included in the BRA's *South Boston Waterfront Public Realm Plan*, and with community expectations.

South Boston Waterfront Context

The historical and present context of Commonwealth Flats within the South Boston Waterfront includes the area's emergence as working port with a tradition of complementary mixed commercial uses. This evolving history reflects the adaptation and redevelopment of land uses in response to national and global transportation and commerce trends, including the conversion of certain parcels to non-maritime uses. Within the last few years, intense interest in the South Boston Waterfront has resulted in a number of studies focused on strengthening the working port, district-wide master planning, and specific infrastructure projects.

The Evolution of the South Boston Waterfront

Since its creation as filled land in several phases over more than 100 years, the South Boston Waterfront has been an important center of maritime activity on Boston Inner Harbor. Beginning in the mid-century, trucking gradually surpassed rail as the preferred transportation mode for goods entering the port, which drastically reduced the backlands required to support rail operations. Subsequent changes in global trade patterns, the advent of containerized shipping, and a decrease in the number of fishing vessels based in Boston Harbor reduced the need for wharves, slips, and dry-docks.

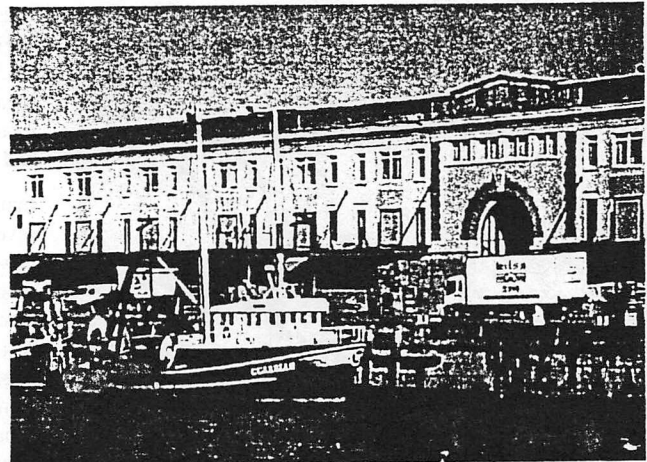
In the mid-1980s, Fidelity Investments and The John Drew Company converted Commonwealth Pier from cargo and warehouse operations into the World Trade Center (WTC). This pioneering adaptive reuse project introduced office and exhibition/meeting space uses to the district and created a landmark destination along the South Boston Waterfront.

Today, the South Boston Waterfront is undergoing a major transformation largely due to the extensive investment in transportation infrastructure underway by the CA/T and Transitway Projects. In response to improved district access, as well as to changing patterns in global commerce, Massport recently consolidated container operations at Conley Terminal in South Boston and automobile operations at Moran Terminal in Charlestown. Freight forwarding operations are expanding in South Boston and demand for cruise ship embarkations is at an all-time high. Boston's seafood industry has adapted to challenges and the Boston Fish Pier has retained its role as the center of Boston's seafood brokering and processing industries. The Boston fishing fleet continues to dock at the pier.

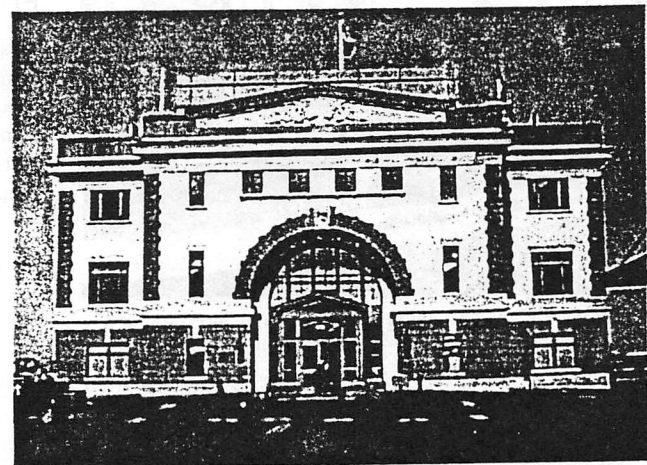
In addition to these maritime uses, mixed-use development on Massport property as well as the emergence of the BCEC site in the South Boston Waterfront will attract new complementary uses to the area. The introduction of commercial and residential uses, together with resurgent maritime industrial uses, will diversify and strengthen the economy of the district, create a range of employment opportunities, and provide new amenities for residents and visitors alike.

Architectural History and Character

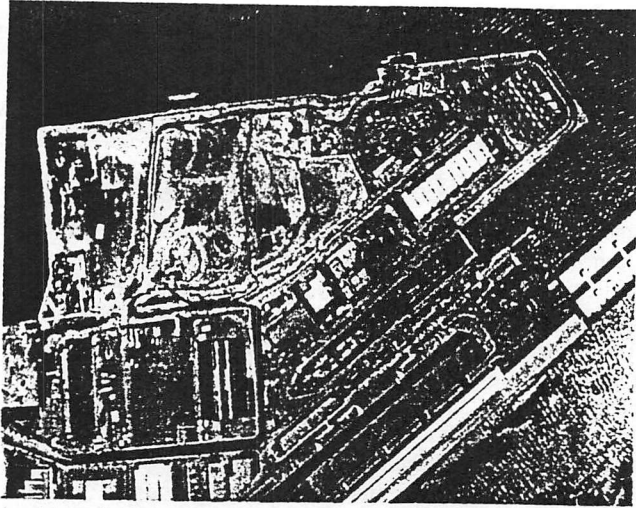
The unique architectural character of the South Boston Waterfront results from several strong historical and contemporary influences: the collection of late-Nineteenth Century brick buildings of the historic Fort Point District; the Fish Pier and Commonwealth Pier (WTC) with their associated headhouses and sheds; the various dry-docks, cranes, and other maritime and industrial facilities and equipment; and the structures built by the CA/T Project. Together, these structures and their associated activities give the district a rich maritime and industrial character. The BCEC and development on Massport parcels have a rich combination of architectural influences from which to draw, from turn-of-the-century maritime buildings and equipment to the forward-looking, contemporary vent structures of the CA/T Project.



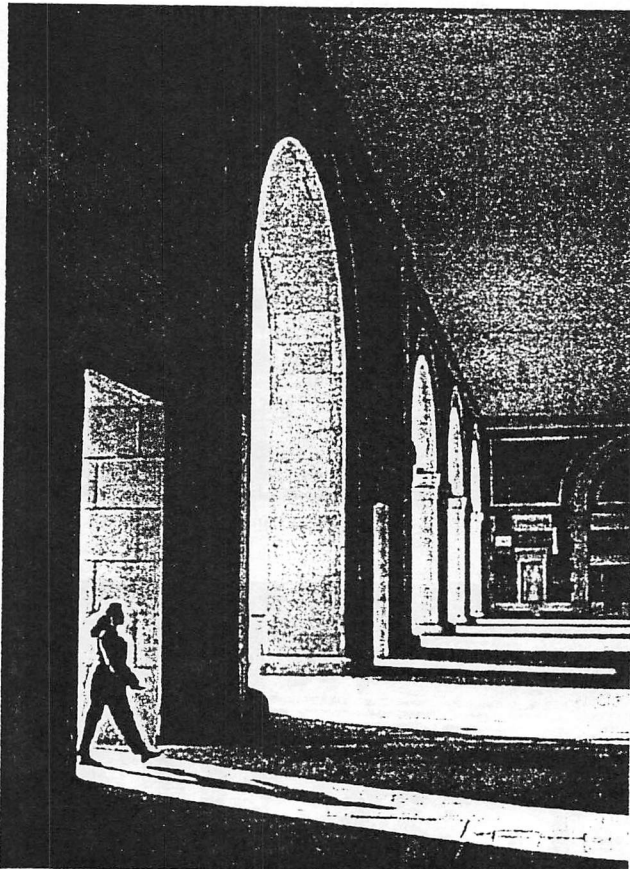
The Fish Pier is home to Boston's Fishing Fleet and seafood processing businesses.



Massport's renovation of the Exchange Conference Center preserved an historic waterfront landmark and created a new meeting venue that showcases the harbor.



Land is available at the Massport Marine Terminal for expansion of seafood processing and other port activities.



The World Trade Center headhouse lends unique architectural and historical character to the district.

Unique District-wide Access Conditions

Today, as in the past, three bridges form gateways between the South Boston Waterfront and downtown (e.g., Summer Street, Congress Street, Northern Avenue). D Street provides the primary north-south connection between the waterfront of the Inner Harbor and the South Boston community. Originally, a system of elevated roadways, including Summer, Ramp, and Viaduct Streets, was introduced to provide direct truck access to Commonwealth Pier and to reduce conflicts between cars, trucks, and trains. This vestigial second-level street system is a unique condition that helps define the character of the area. At completion, the CA/T Project will reconstruct the elevated Summer and Viaduct Streets, which provide the only direct vehicular access to the second level of the World Trade Center.

The South Boston Neighborhood

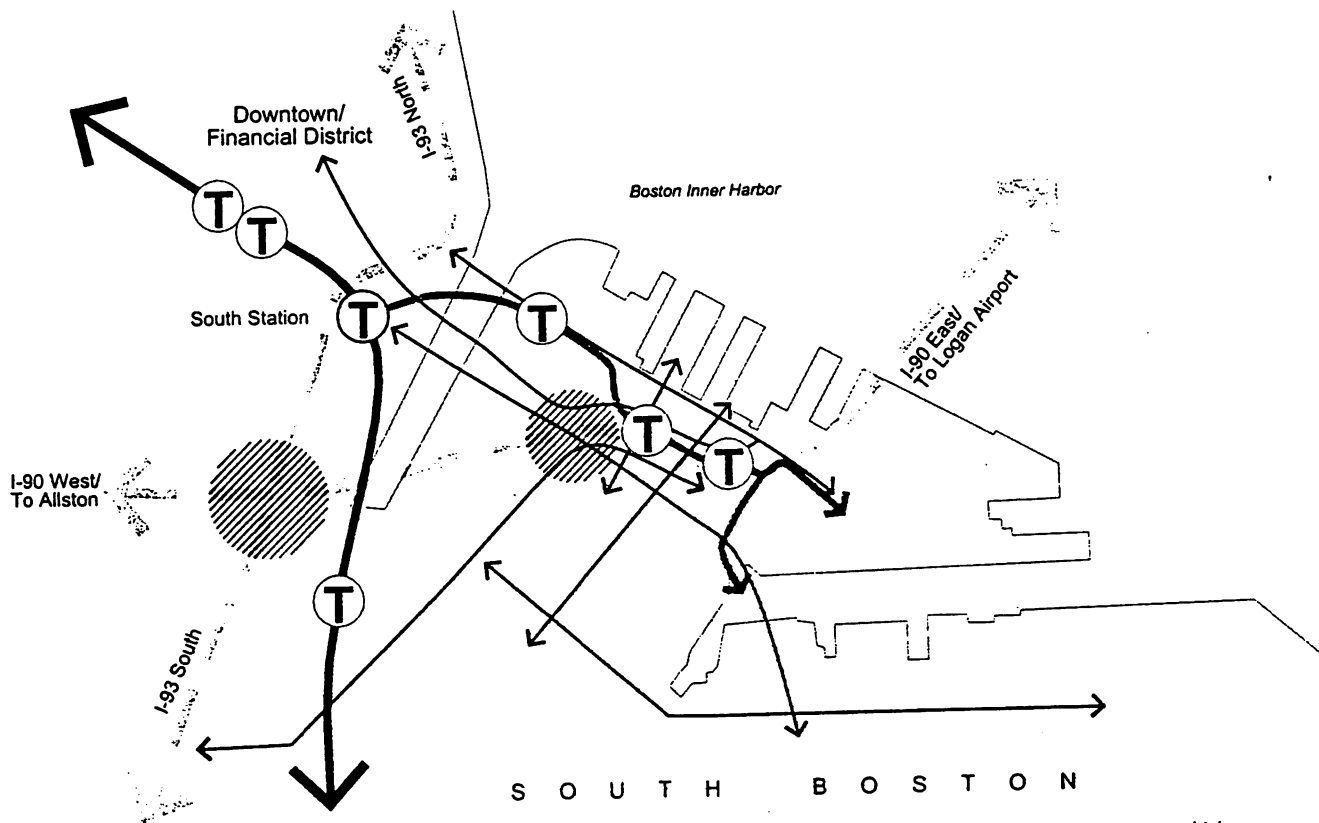
The residential neighborhood of South Boston begins primarily on Second Street to the south of Massport's holdings. Housing and industrial uses have been juxtaposed in this area for years. Industry provides well-paid jobs, but holds potential conflicts with the community's desire for residential growth opportunities. Issues of concern for residents include, among others, through traffic, the location and impact of existing and proposed truck routes, increasing affordable housing in the area, employment opportunities and improving environmental quality.

In response to high demand for new housing in South Boston, several recent projects have rehabilitated existing buildings or built new in-fill housing. New housing, built at a scale, density and price range compatible with the existing housing stock and resident incomes, is high on the list of priorities. The City of Boston has defined an "Enhancement Zone" to the south and east of the Boston Convention and Exhibition Center. Portions of this zone along D Street are being considered as potential housing expansion sites adjacent and to the north of the St. Vincent's neighborhood.

Previous and On-going Studies

Massport's Commonwealth Flats Strategic Plan is a natural, complementary extension of several important planning initiatives concerning the South Boston Waterfront. In addition to input from community groups and port advocates, the Plan builds upon the port-focused foundation of information and recommendations contained in the following studies and reports:

- Massport's eight-point Maritime Optimization Program for its port properties and operations (on-going);
- *The Port of Boston Competitive Task Force Final Report* (December 1998);
- *The Port of Boston Economic Development Plan*, jointly prepared by Massport and the BRA (March 1996);
- *The BRA's South Boston Waterfront Public Realm Plan* (February 1999);
- The Central Artery/Tunnel Project (under construction);
- The MBTA South Boston Piers Transitway Project (under construction);
- Boston Convention & Exhibition Center (currently under design); and
- The Boston Transportation Department *South Boston Transportation Study* (on-going).



The CA/T and the MBTA Transitway Projects will greatly enhance district access by providing new connections to the interstate highway system and links to the MBTA public transit network via South Station.

Massport's key role in the cooperative efforts that produced the *Port of Boston Economic Development Plan*, Massport's *Maritime Optimization Plan*, and the *Port of Boston Competitive Task Force Final Report* are of particular importance. Together, these documents already provide a comprehensive assessment of and strategy for the needs of maritime industries and supporting uses in the Port of Boston. In addition, these documents incorporate extensive input by community and interest groups on port-related issues.

Catalysts for Redevelopment

A number of major capital projects are planned or underway in the South Boston Waterfront that will have significant influence on Massport property. In addition to the specific projects described below, the extensive investment of the Massachusetts Water Resources Authority (MWRA) and others related to the clean-up of Boston Harbor cannot be overlooked as a major catalyst to the interest and reinvestment in Boston's waterfront. The specific urban design and policy proposals contained in the Strategic Plan reflect Massport's on-going work with the sponsors of these projects.

The Central Artery/Tunnel Project

The CA/T Project is constructing direct access to Interstate 90 from the heart of Massport's South Boston property, with connections to Logan Airport and the Massachusetts Turnpike, and Interstate 93. These new connections, the majority of which are scheduled to be completed in 2002, will dramatically add to

the transportation capacity of the district, improve truck routes to and from the working port and help alleviate congestion on surface streets within the district. The CA/T Project is scheduled to be fully complete in 2004.

The MBTA South Boston Piers Transitway

The South Boston Piers Transitway will be an underground transit connection for dual-mode (electric and diesel) vehicles providing service between the South Boston Waterfront and the Red Line at South Station with two intermediate stations (e.g., Courthouse Station, World Trade Center Station) and stops serving such destinations at the BMIP, the BCEC, the South Boston community, and Logan Airport. The Transitway is currently scheduled to begin fare operations late in 2003.

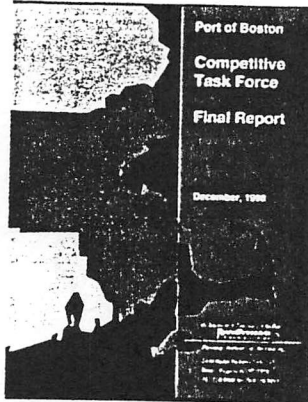
World Trade Center

The conversion of Commonwealth Pier to mixed-use in the mid-1980s pioneered the redevelopment of an underutilized waterfront property and a established a unique development partnership between Massport and Fidelity Investments/The John Drew Company. In 1998, the 427-room Seaport Hotel opened for business and construction began on the 480,000-square foot East Office Building (due to open in August 2000) at the corner of 'D' Street and Northern Avenue. Also permitted are future development phases on Massport property, including the West Office Building (approximately 500,000 square feet, currently under construction and scheduled for opening in 2002) and an additional office building or hotel located south of Congress Street.

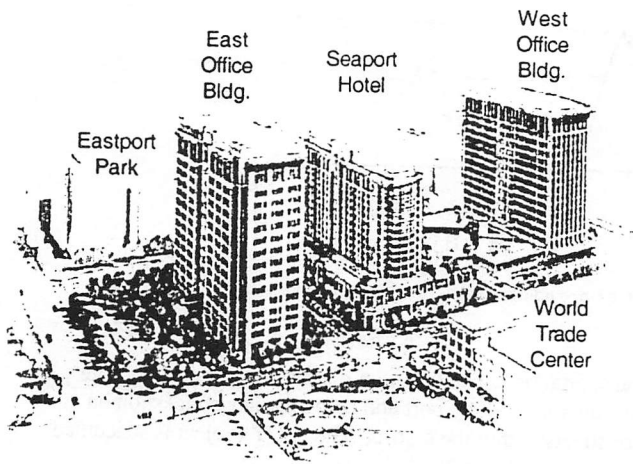


Port of Boston
Economic
Development
Plan

Executive Summary



The Port of Boston Economic Development Plan and the Competitive Task Force laid the foundation for the Commonwealth Flats Strategic Plan.



Pioneering mixed-use development by World Trade Center/Fidelity Investments on Massport property includes the East Office Building/ Eastport Park (under construction), Seaport Hotel (opened in 1998), and West Office Building (under construction, opens 2002).

The Federal Courthouse and Fan Pier

The Fan Pier, directly across the Fort Point Channel from downtown Boston, is one of the most dramatic and high-profile development sites along the South Boston Waterfront. In mid-1998, the new Federal courthouse opened on the western portion of Fan Pier. The owners of the remainder of the Fan Pier currently are planning a more than three million square feet of mixed-use development to the east of the courthouse.

The Boston Convention & Exhibition Center

The Boston Convention & Exhibition Center, scheduled to open in 2003, will be a major feature in the South Boston Waterfront district defined by its scale and the activity it attracts to the district. The project will strengthen the pedestrian role of the rebuilt Viaduct Street. Several thousand new hotel rooms will be required throughout the City to serve the facility, many of which are likely to be provided in new hotels in the South Boston Waterfront.

Regulatory Context

A number of regulations that influence the use and character of Massport's property in the South Boston Waterfront are summarized below.

Chapter 91/Tidelands

Massachusetts General Law Chapter 91 and 310 Commonwealth of Massachusetts Regulations Section 9.00 (the "Waterways Regulations") provide mechanisms for protecting and promoting the public's interest in the State's tidelands and other water resources, and promoting public use and enjoyment of such resources. Massport is working directly with the Department of Environmental Protection on an MOU that would address licensing of commercial and residential developments within the area of jurisdiction in Commonwealth Flats. Massport is also participating in the City of Boston Municipal Harbor Plan process to ensure compatibility between the City's efforts and those of Massport and DEP.

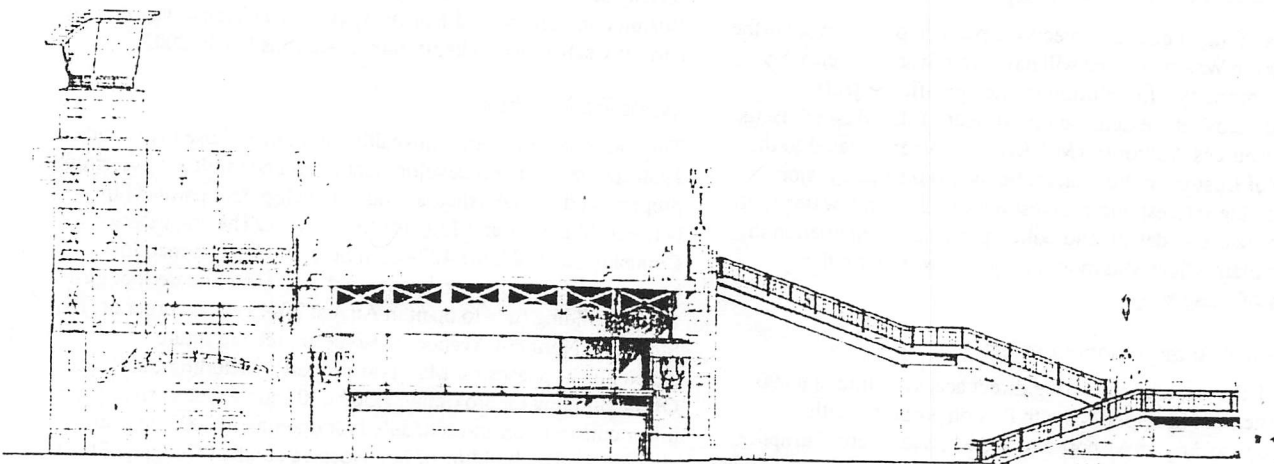


Illustration of the Congress Street elevation of the future MBTA World Trade Center Transitway Station showing the entrance on Congress Street and the stair connecting to the elevated Viaduct Street level.

Designated Port Areas (DPAs)

Chapter 91 and the Waterways Regulations define regulatory boundaries in ports throughout the state called Designated Port Areas (DPAs) in which water-dependent industrial uses are given priority over non-water-dependent uses. The DPA in South Boston includes the Fish Pier, Commonwealth Pier (World Trade Center), Massport Marine Terminal, Black Falcon Cruise Terminal, and a portion of Conley Container Terminal to the east. This regulatory boundary of the working port helps Massport focus its reinvestment in maritime facilities in the South Boston Waterfront and its advocacy for truck routes and other important projects that support these facilities.

Terminal Instrument Procedures (TERPS)

As the owner and operator of Logan International Airport, Massport must protect and enhance airport safety and efficiency by minimizing obstacles protruding into the airspace associated with runway procedures. Massport has worked with the Federal Aviation Administration (FAA) and the City of Boston to identify building heights that can accommodate an overall development program while not adversely impacting the safe and efficient use of Logan runways. The FAA U.S. standard for Terminal Instrument Procedures (TERPS) regulations have been used to develop maximum heights for future buildings in the South Boston Waterfront with the exception of an area where a 150 foot maximum building height has been established to provide for emergency procedures for Runway 27 at Logan International Airport.

South Boston Parking Freeze

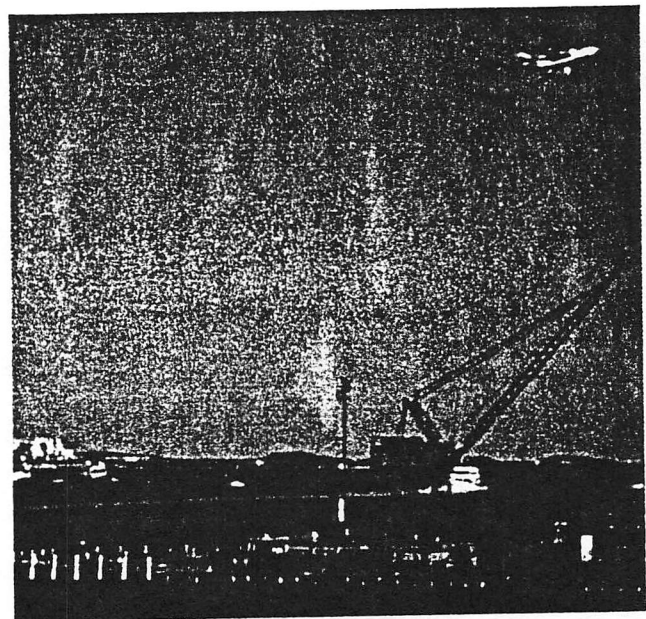
The Parking Freeze regulations applied to the South Boston Waterfront are intended to improve air quality by limiting vehicle trips to the area by restricting available parking spaces. The regulations (310 CMR 7.33) establish a count of the maximum number of allowable parking spaces on Massport and City of Boston property in area north of First Street. Massport administers the parking freeze regulations relative to redevelopment on its property in the South Boston Waterfront.

Development Project Review

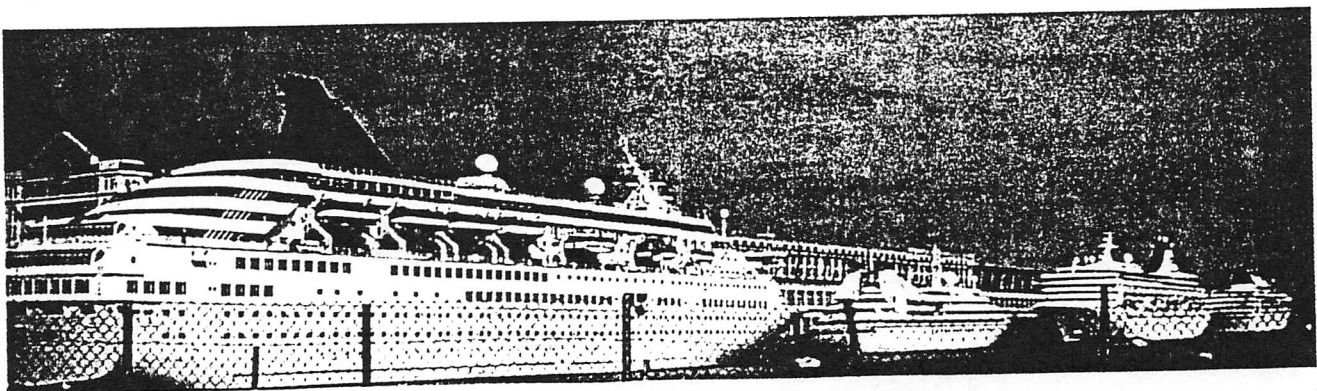
Massport will undertake a comprehensive review of commercial development projects in Commonwealth Flats. This will include a thorough community review that will be required of developers of Massport's Commonwealth Flats properties. Massport's review will embrace the intent and scope of that usually required for large commercial developments within the City of Boston.

Massport will continue to coordinate planning and design information with the Boston Redevelopment Authority and other appropriate city agencies to ensure that development within Commonwealth Flats is compatible with City development plans for the South Boston Waterfront.

Although Massport and projects on its property are not subject to local regulation, including, without limitation, the City of Boston Zoning Code ("Code"), developers of large commercial (non-maritime or non-industrial) development projects within the Commonwealth Flats may choose to voluntarily undertake a large project review process with the City under Article 80 of the Code. For example, the multi-phased World Trade Center development (e.g., the Seaport Hotel, the East Office Building, the West Office Building) has voluntarily completed a City of Boston review process under the urban redevelopment provisions of Massachusetts General Law Chapter 121A. The proposed Parcel F-1 office building project has filed a Project Notification Form (PNF) with the City of Boston which has initiated the large project review and approval process under Article 80 of the Code. The proposed Parcel F-2 hotel/residential project also has filed a PNF with the City.



The safe and efficient operation of Logan International Airport and stewardship of the Port of Boston are core Massport missions.



Vessel landings have increased steadily at Massport's Black Falcon Cruise Terminal on the Reserved Channel.

Development Strategy

Role of Commonwealth Flats Property

Massport's Commonwealth Flats properties will play a pivotal role in the successful redevelopment of the South Boston Waterfront. Covering a total of approximately 70 acres, development of Massport's Commonwealth Flats properties will provide key opportunities to:

- Generate significant additional employment within a wide range of commercial uses;
- Help meet regional demand for new office space, hotels and housing within an existing urban area in the City of Boston;
- Leverage the public sector's investments in transportation infrastructure that are currently underway;
- Create substantial new public open space and access to Boston Harbor;
- Provide economic benefits to the South Boston community and the City as a whole;
- Enhance the City's tax property base; and
- Provide Massport with economic resources to finance port-related and other needs.

One of Massport's fundamental objectives in developing its property in Commonwealth Flats is to create a substantial and dependable revenue stream to the Authority that provides the economic resources that the Authority can use to finance maritime operations and capital improvements. Achieving this objective is essential because the port has greater capital improvement needs than can be financed with port operating revenue. Massport receives no tax revenues from the State, as do many other port authorities in other states, and must create the economic resources to self-finance operations and capital improvements. The Commonwealth Flats Strategic Plan contains the following important actions related to Massport's commercial mixed-use development portfolio necessary to meet this objective:

Establish a compelling vision. The Strategic Plan provides this vision for Massport's property planned for commercial mixed-use in the Commonwealth Flats.

Invest in priority first-stage infrastructure projects. These projects provide the critical functions necessary to support Massport development, including streets, utilities, open space, and other public amenities. Massport infrastructure investments necessary to support the proposed development program at full build-out are estimated to cost more than \$25 million.

Implement "catalyst" development projects. The Fidelity/WTC development projects on Massport property represent pioneering investments in the Commonwealth Flats area. The next catalyst projects in the commercial sector include the Parcel F office and hotel buildings and possibly an initial phase of housing east of D Street. Together, these projects demonstrate Massport's mixed-use approach early in the redevelopment process. A proposed new seafood processing facility located on

the Massport Marine Terminal is an important industrial sector catalyst project.

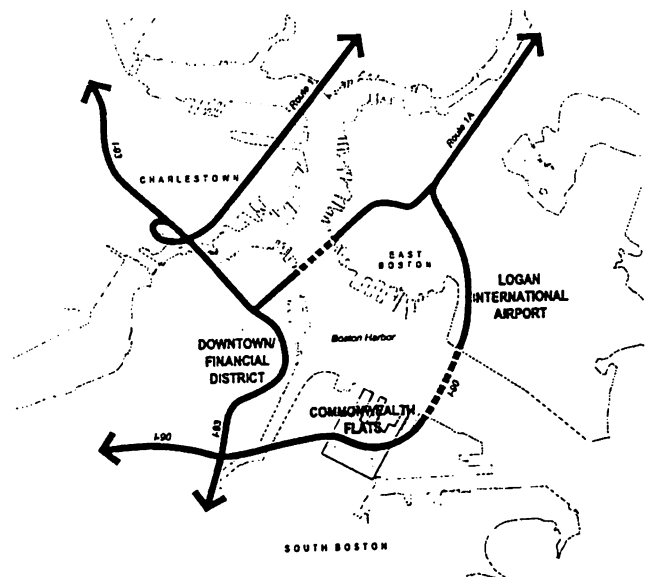
Deliver superior management and public services. Long-term maintenance and management of the streets and public spaces on Massport property in Commonwealth Flats is essential to sustain land values over time. As master developer, Massport will ensure that a capable management entity exists.

Real Estate Factors

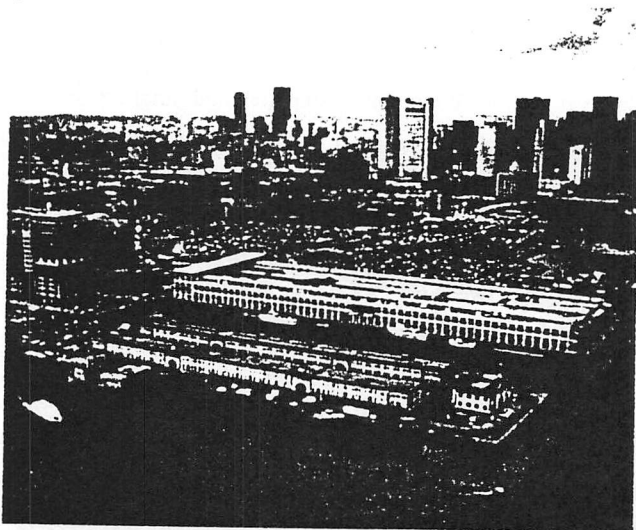
Location and Competition

Massport's property in Commonwealth Flats has several favorable location-specific market characteristics: a central waterfront location, proximity to Logan International Airport (it is the "first stop" from the airport for Boston's commercial development), adjacency to the BCEC, and unsurpassed access to the metropolitan area and the region created by the CA/T and Transitway Projects. As a result, Massport has a tremendous opportunity to implement a mixed-use development program that responds to regional needs and market demands for office space, hotels, restaurants, destination and ancillary retail, and housing. In addition, opportunities for new visitor destinations and cultural facilities are excellent.

Development competition, regionally and even locally within the South Boston Waterfront, is a factor which will influence the type and pace of development that will be possible on Massport property. While Massport property is well positioned, inner-ring suburban sites - particularly in Cambridge and Waltham - and in-fill sites in downtown Boston represent competitive alternatives, especially in the office and hotel markets. In addition, within the South Boston Waterfront itself, the land

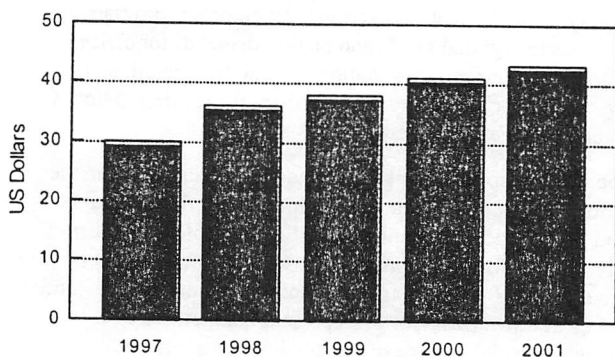


Massport development property in the South Boston Waterfront benefits from its location near both downtown Boston and Logan Airport.



The conversion of the Commonwealth Pier to office and convention space in the mid-1980s is a prime example of a catalyst development project in the district.

Boston CBD Office Rental Rates



Increasing rental rates for office space in Boston CBD between 1997 and 2001 (projected).

Source: Cushman & Wakefield, MarketBeat Boston, Mid-1999.



The mix of uses proposed for Massport's Commonwealth Flats development property will benefit from its proximity to downtown Boston.

between Massport holdings and the Financial District has substantial development capacity. Development of these properties, depending upon the timing and uses, will influence the pace and type of development that can be achieved on Massport's Commonwealth Flats property.

The Market Outlook

Current economic indicators portray strong regional demand for office space, hotel rooms, and housing - all key components of the Massport mixed-use development program. Extremely low office vacancy rates have created an acute need for additional office space in the downtown market. Hotel occupancy rates and room rates at historical highs have driven demand for additional rooms higher as well. The opening of the BCEC in 2003 is projected to add significant additional hotel demand within the district. Rising sale prices for housing, extremely low vacancy rates and high monthly lease rates for rental housing, all indicate an acute need for more housing supply in Boston and the metropolitan region.

Economic conditions will be the strongest influence on the pace and mix of commercial development Massport is able to achieve. Full redevelopment of Massport property in Commonwealth Flats will likely take twenty years or more; therefore, the mixed-use development program proposed in the Strategic Plan that represent diverse market segments help reduce the risk from downturns in individual market cycles and provide flexibility to respond to changing economic conditions.

The Development Program

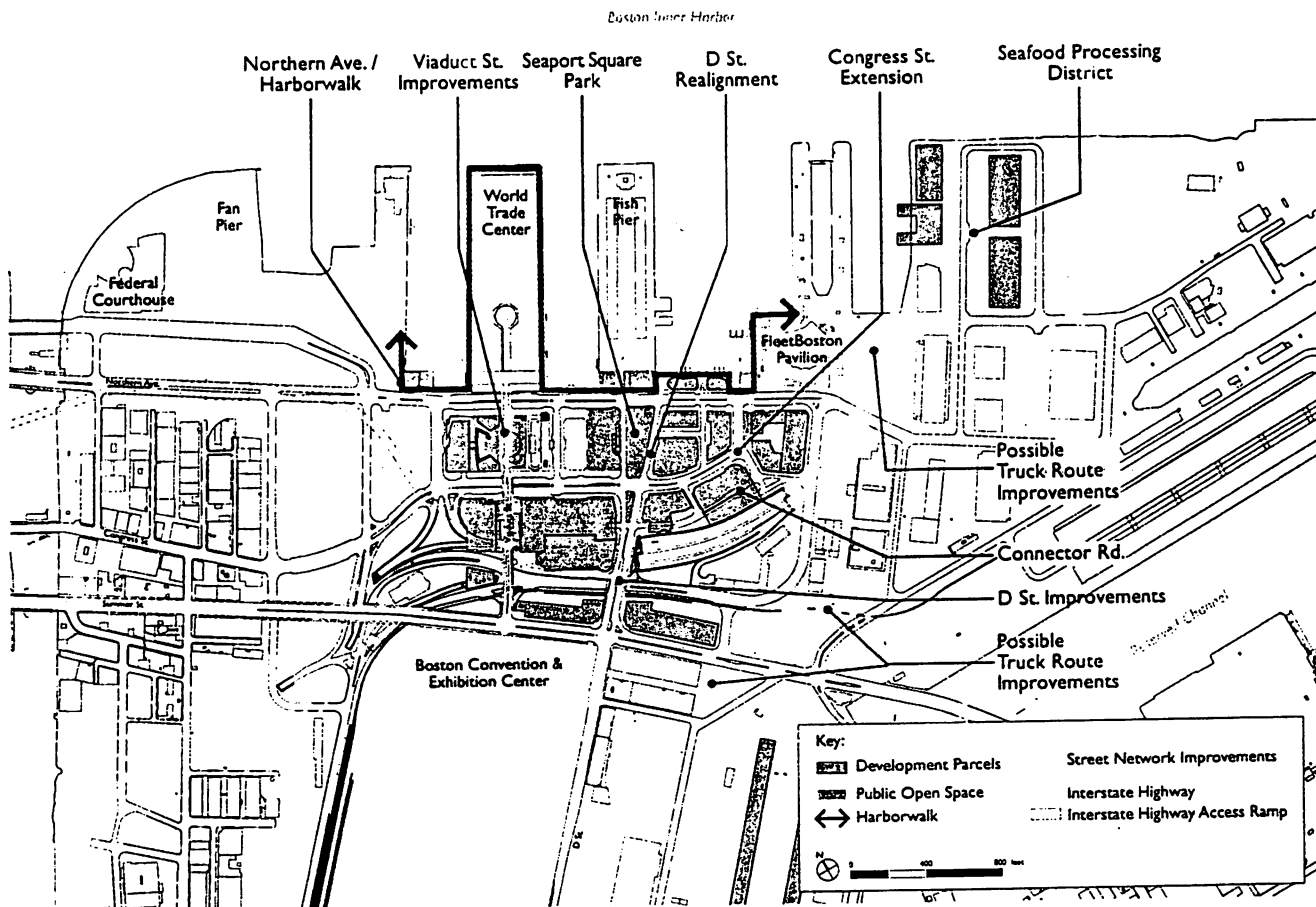
Massport's development program is based on creating a pattern of mixed land uses that maximizes the opportunities presented by the waterfront location, the available roadway and public transportation infrastructure, and the adjacent land uses. The Commonwealth Flats Strategic Plan proposes a total of approximately 7.4 million square feet of commercial mixed-use in new and renovated building area at full build-out. Approximately 1.8 million square feet of this building area exists today, including World Trade Center, the Fish Pier, the Seaport Hotel, and the East Office Building.

Full build-out of Massport's Commonwealth Flats property is not expected to occur for over 20 years. Massport's projected development program is summarized in Table 1 by use type in the near term (five to seven years) and at full build-out.

Mixed Use

Massport has a unique opportunity to establish the character of new development within the Commonwealth Flats. A well balanced mix of commercial uses and housing will support a substantial number of jobs, provide needed housing, and create new business opportunities. The World Trade Center, the Seaport Hotel and the soon to be completed East Office Building already have established the mixed-use nature of the area and established a new business and trade address. Expanding the emerging portfolio of mixed-use development on Massport's Commonwealth Flats property in South Boston will create a more appealing and valuable urban waterfront area.

By dampening overall development risk, this mixed-use strategy also creates a more dependable source of income for the Authority to help finance investments in port operations and capital improvements and district infrastructure improvements.



Summary of priority infrastructure investments and catalyst projects proposed in the Commonwealth Flats Strategic Plan.

Including housing and hotels in the mix with other commercial uses will extend public activity in the Commonwealth Flats beyond the typical work day to an 18-hour active day. Further, housing, hotels, and public open space programs in Commonwealth Flats will make the area very active on weekends, unlike districts that include exclusively office development.

Environmentally, the mixed-use development program allows the efficient utilization of infrastructure resources by creating opportunities to share parking, utilities, public transit, open spaces and roadways among a number of different land use types that, in terms of their demands on these systems, have varying but complementary characteristics. Mixed-use is also favorable from an environmental perspective because it sites jobs near housing, which allows opportunities for residents to walk to jobs within the district reducing the reliance on single-occupant vehicle trips.

Urban Redevelopment

The Commonwealth Flats Strategic Plan presents what is essentially a redevelopment plan for existing urban land in the South Boston Waterfront. Massport is planning the reuse of currently underutilized land resources in an area that is undergoing enormous public investment in transportation infrastructure systems by the CA/T, MBTA, and BCEC projects. This investment is intended, in part, to accommodate regional growth by stimulating the redevelopment of the inner city. Massport seeks to gain maximum utility from and synergy with these major public investments by accommodating employment

growth, hotels, visitor services, retail facilities, and much needed increases in the housing supply. Importantly, with the redevelopment of Commonwealth Flats significant portions of regional growth are being appropriately focused in an existing urban area in lieu of suburban sites that do not have the existing infrastructure to properly accommodate growth.

Redevelopment of Massport's Commonwealth Flats property also will play a important environmental role through the reuse of sites that were formerly used for industrial purposes. This will provide mechanisms to appropriately remediate any existing contaminants found on the development sites.

Compatibility with Other Planning Initiatives

Massport's Commonwealth Flats Strategic Plan and the BRA's South Boston Waterfront Public Realm Plan both recommend a development program with mix of commercial uses and a substantial residential component. Both plans also have similar public open space components.

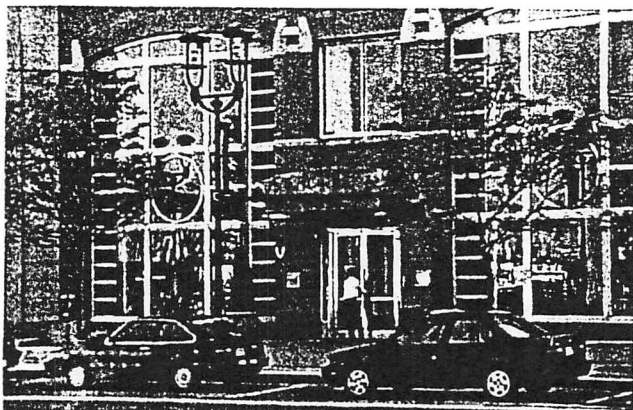
Massport's property is strategically located adjacent to the BCEC site, between the future convention facility and the waterfront to the north. As a result, Massport's property will provide important supporting development to the BCEC in the form of hotels, restaurants, retail shops, and high quality public spaces. The existing WTC exhibition space on Commonwealth Pier will continue to provide a complementary meeting/exhibition venue to that of the BCEC.



The Seaport Hotel and the East Office Building are elements of the clustered mixed-use development proposed in the Strategic Plan.



Jimmy's Harborside Restaurant, a well-known waterfront destination, anchors "Restaurant Row" along Northern Avenue.



Mixed-use development in Commonwealth Flats will include new retail and restaurants that extend active public use of the waterfront.

Land Uses

The following sections describe the overall rationale for each of the components of the proposed mixed-use development program. Ranges of proposed build-out area by land use type are summarized in Table 1.

Office

Office development in Commonwealth Flats provides important opportunities for growing businesses to expand and retain jobs within the City. The office vacancy rate in downtown Boston is extremely low and lease rates have been climbing to historical highs. A number of Massport parcels, particularly those located adjacent to the South Boston Transitway stations/stops and access ramps to I-90 / I-93, are appropriate for potential office building development. These include Parcels A-1, A-2, the C Block, F-1, H-1, and K-1. Their site area and dimensions are suitable for office use. They offer a range of conditions relative to prominence - from exceptional regional prominence to a more limited presence within the district. The central location of these parcels will concentrate relatively tall and dense development along the transportation spine for Commonwealth Flats and farther away from the edge of the water.

Hotel

The waterfront setting, the presence of the adjacent of the BCEC and the close proximity to Logan International Airport make several parcels in Commonwealth Flats ideal for hotel use. The decision to locate the BCEC within the South Boston Waterfront has significantly increased demand and need for hotels in the district. Parcel D-2 is located immediately north of the BCEC site across Summer Street and could have a direct weather-proof pedestrian connection with the BCEC facility. Parcel F-2 and the C Block parcels benefit as hotel sites from their location along D Street and Viaduct Street, respectively, both major pedestrian routes between the BCEC and the waterfront. Hotel uses within Commonwealth Flats will encourage walking to the regional destinations such as the BCEC and influence the emergence of retail, restaurants and other visitor related activities that will be attractive to employees and residents of the area as well.

Retail and Restaurant

Retail and restaurant development will play a critical role providing amenities and character to the Commonwealth Flats mixed-use area. New retail and restaurant outlets in Commonwealth Flats will be of two types: ancillary uses which support local office, hotel, and residential development; and, destinations which attract visitors from within and beyond the district. These uses will provide amenities for workers, visitors, and residents in the district. Retail and restaurant developments will be sited along Northern Avenue to reinforce the existing "Restaurant Row", along the Viaduct and in other appropriate locations to take advantage of the waterfront setting, be exposed to visitor and local markets alike and make maximum contributions to enlivening the streets of the district. Existing landmarks such as Jimmy's Harborside and the No Name Restaurant will continue to be important to the future success of the area.

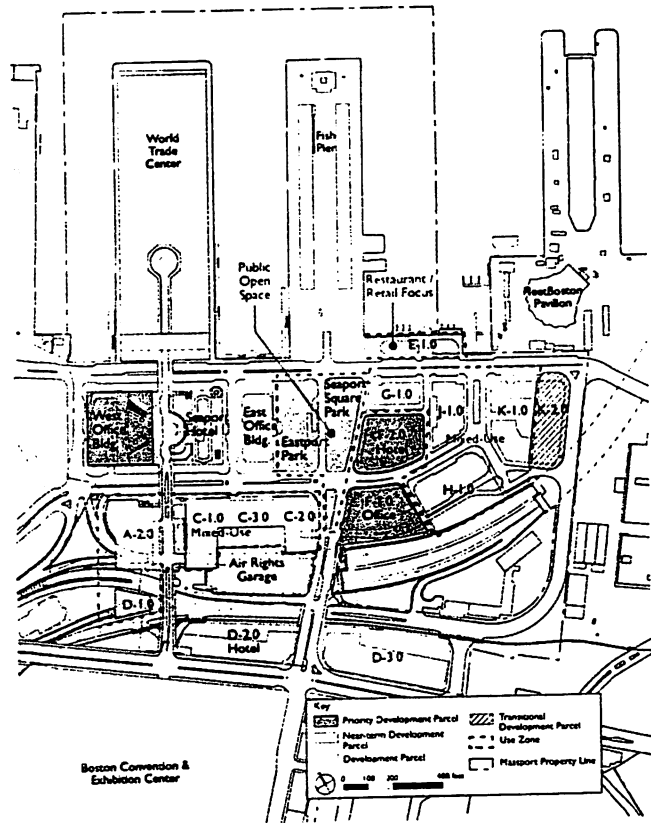
Residential

Residential development plays several key roles in the success of the Commonwealth Flats mixed-use development, from creating an environment that is attractive to other types of uses in a mixed-use program to contributing to the dependability of the development revenue stream to the Authority. Housing in Commonwealth Flats will contribute to the overall housing supply in the City which is urgently needed and is consistent with the BRA's South Boston Waterfront Public Realm Plan program.

Housing in Commonwealth Flats will add vitality to the public realm, extend the active day beyond the traditional 9 to 5 workday, and increase the demand for goods, services and amenities that help activate important street frontages. Including housing in the mixed-use development program also implements principles of sustainable development in that residents of the district will have opportunities to walk to work or take immediately available public transit. Further, housing structures are inherently more modest in scale than office buildings or hotels which presents opportunities to be more responsive to minimizing shadows, creating view corridors and establishing a comfortable pedestrian scale near the water.

The Strategic Plan proposes a total of 600 to 800 units of rental housing within the mixed-use development program targeted for Parcels G, J, the C Block, and possibly K-1. These locations are suitable for housing and can be appropriately buffered from key truck routes. Massport will not locate housing within the transitional use area (Parcel K-2) or on Parcels D-1, D-2, or D-3 which abut the railroad and Massport Haul Road.

Massport and the developers of housing in Commonwealth Flats will explore the possibility of including an affordable housing component, on site or off site, based upon the overall feasibility of the housing projects. Developers of large commercial projects in Commonwealth Flats that voluntarily undertake large project review under Article 80 of the Boston Zoning Code will make voluntary linkages payments. The City's linkage program was created primarily to provide funds to create affordable housing.



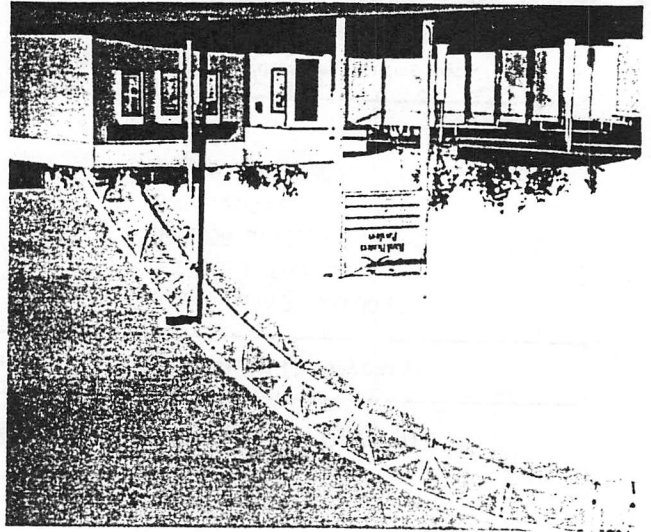
Massport development parcels and the general development program proposed in the Commonwealth Flats Strategic Plan.

Table I. Summary of Commonwealth Flats Proposed Development Program

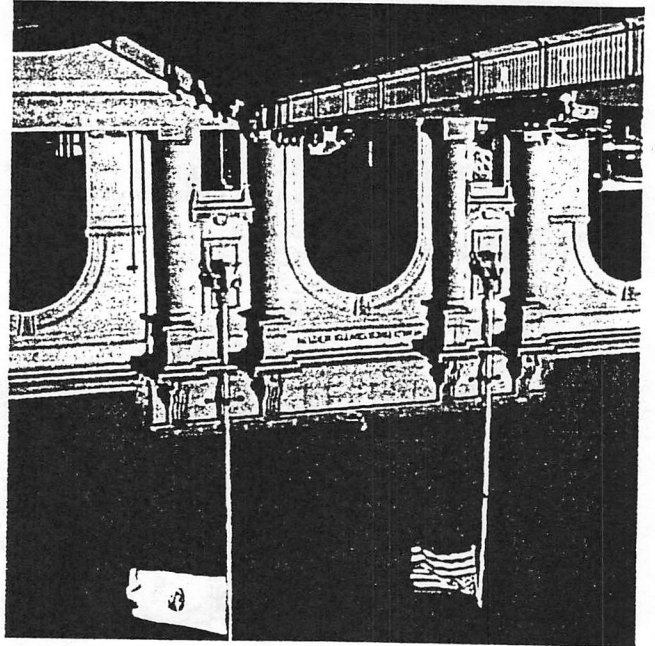
Development Type	Near Term (within 5-7 years)	Full-Build (>20 years)
Office	1,700,000 to 2,100,000 sf	3,000,000 to 3,360,000 sf
Hotel	900 to 1,100 rooms	1,500 to 1,700 rooms
Retail / Restaurant	200,000 to 240,000 sf	300,000 to 450,000 sf
Residential	300 to 500 units	600 to 800 units
Cultural / Entertainment	30,000 to 50,000 sf	60,000 to 100,000 sf
Conference / Exhibition	230,000 sf	230,000 sf

Note: The proposed program for Commonwealth Flats includes approximately 1.8 million square feet of total existing building space.

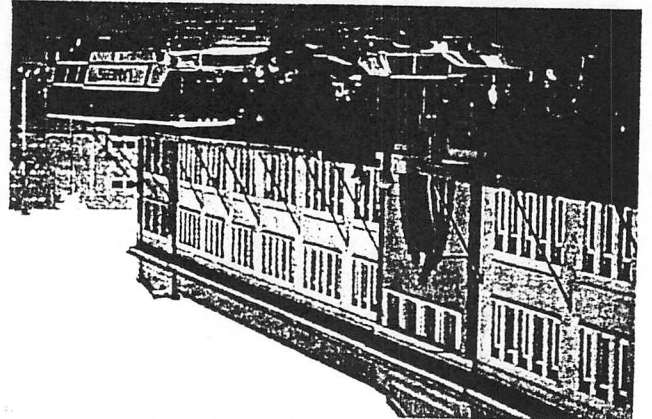
Temporarily relocated FleetBoston Pavilion brings the public to the waterfront for evening concerts.



The World Trade Center will continue to be an important venue for conventions and exhibitions in Commonwealth Flats along with the BCEC.



The No Name restaurant attracts bus loads of diners to the Fish Pier.



Cultural/Entertainment
As with retail and restaurant uses, this category of development will provide significant amenities to workers, residents, and visitors to the city. Massport's Commonwealth Flats property is well situated to become home to new or relocated cultural activities given the attractive waterfront setting, the planned high quality public open spaces and presence of the BCEC and WTC. Opportunities exist in the plan for museums, cinemas, educational facilities or other cultural and institutional uses to be located on Massport property. Located near the BCEC and WTC, and well-served by the new Transitway line, activities would be accessible for city residents and conventioners alike.

Physical Plan

Plan Components

The Commonwealth Flats Strategic Plan includes several fundamental planning concepts that have guided the preparation of the physical plan. These concepts are described in the following sections.

Seaport Square

Seaport Square is defined by public open space bounded by Massport development parcels that will be centrally located along D Street between Congress Street and Northern Avenue. Seaport Square will be the focus of Massport's mixed-use development in the South Boston Waterfront. It will create a signature public open space for the district consisting of a Massport park adjacent and complementary to Fidelity's Eastport Park (which is under construction). Furthermore, it will extend the experience of the waterfront inland, reaching toward the BCEC. Development adjacent to the square, composed of office, hotel, and possibly residential uses, will benefit from the expanded waterfront access and views. Retail, restaurant, and public uses will activate the street level of buildings flanking the square.

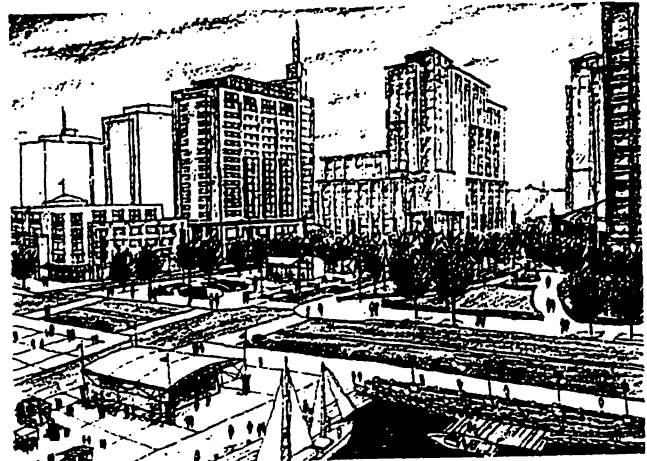
Connections to the Harbor

D Street is the north-south street connecting the Summer Street corridor and BCEC to the waterfront. Massport proposes in the Strategic Plan a realignment of the northbound lanes of D Street so that these lanes extend directly to the waterfront to the east of the Fish Pier. The southbound lanes will remain in their current position, creating an open space area between them. This realignment will open new view and access corridors along D Street to the harbor. Not only will this concept create a substantial public open space to anchor Seaport Square, but together with Congress Street extension across D Street, it will improve pedestrian and vehicular traffic flow in the area.

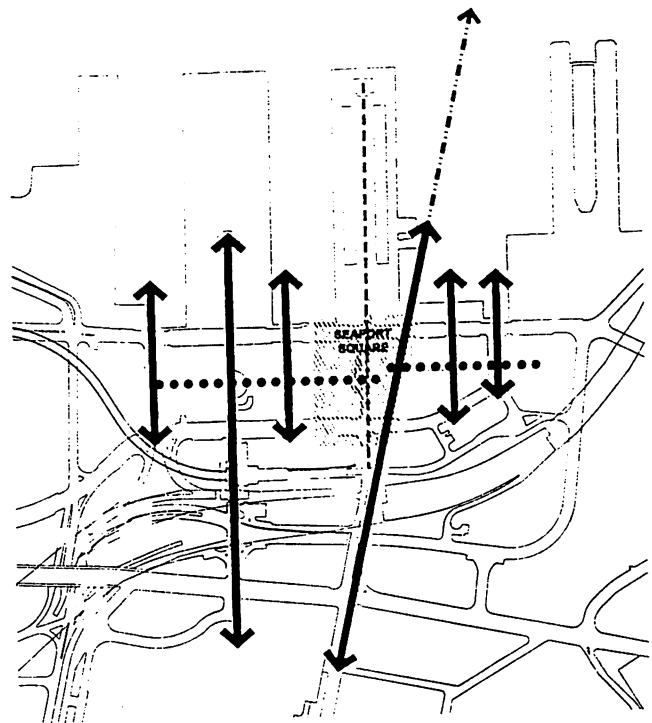
In addition to the realignment of D Street, the Strategic Plan calls for a number of additional north-south streets ending at the water between B Street to the west and Massport Haul Road to the east. Some of these streets, for example, the extension of Congress Street east of D Street, will play a significant vehicular transportation role. Others, such as the existing Seaport Lane, will provide smaller-scale, pedestrian-friendly access routes to the waterfront by dividing the blocks to more manageable size.

East of D Street

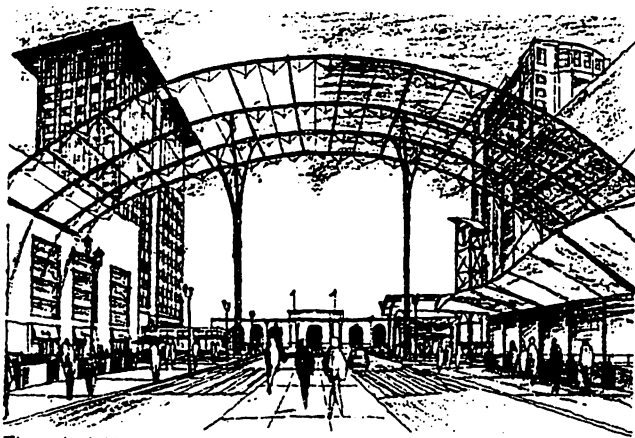
The Plan envisions a finer grained development in this area unencumbered by the tunnels and other below grade infrastructure associated with the CA/T and Transitway Projects. The mix of uses here will include office, hotel, housing, and retail. Parcel F, programmed for office, hotel, and residential use, will begin to establish the mixed-use character of this area. Importantly, a transitional use zone adjacent to Massport Haul Road had been established as part of the plan. The uses within the transition zone will buffer the port and industrial operations to the east from the more sensitive commercial uses and housing (which will not be allowed in the transitional use area). Parcels along Northern Avenue and the extension of Congress Street will provide housing in a mixed-use setting with retail and/or office



Seaport Square will provide a landmark public open space serving the entire district and create an address for Massport's mixed-use development.



Major urban design concepts of the Strategic Plan include introducing Seaport Square and strengthening connections to Boston Harbor.



The rebuilt Viaduct Street will link a series of public plazas, including one at the WTC Transitway Station.

space on the first floor, and in some cases the second floor as well. "Restaurant Row" will be continued along Northern Avenue as part of the redevelopment concept.

The Viaduct Promenade

The elevated position of Viaduct Street presents a rare and exciting opportunity for development to benefit from views of the downtown and the harbor. In addition, while challenging, developments that about the Viaduct can take advantage of a dual level access and circulation system. Hotels, destination retail, entertainment, and office uses are planned along the rebuilt Viaduct Street to complement the BCEC and the World Trade Center located at either end. These major facilities will help establish the Viaduct corridor as a visitor destination. Development parcels along Viaduct Street will be well served by the Transitway at WTC Station.

The C Block

This area will support the most dense mixed-use development proposed in the Strategic Plan in recognition of the immediate access to public transportation, a substantial structured parking supply and a central location within Commonwealth Flats. Office, hotel, housing and retail uses can all be part of the mix of uses in this block. Given its footprint size, adjacency to parking and integration with public transit, this location provides the best opportunity for a destination quality retail / entertainment facility within Commonwealth Flats.

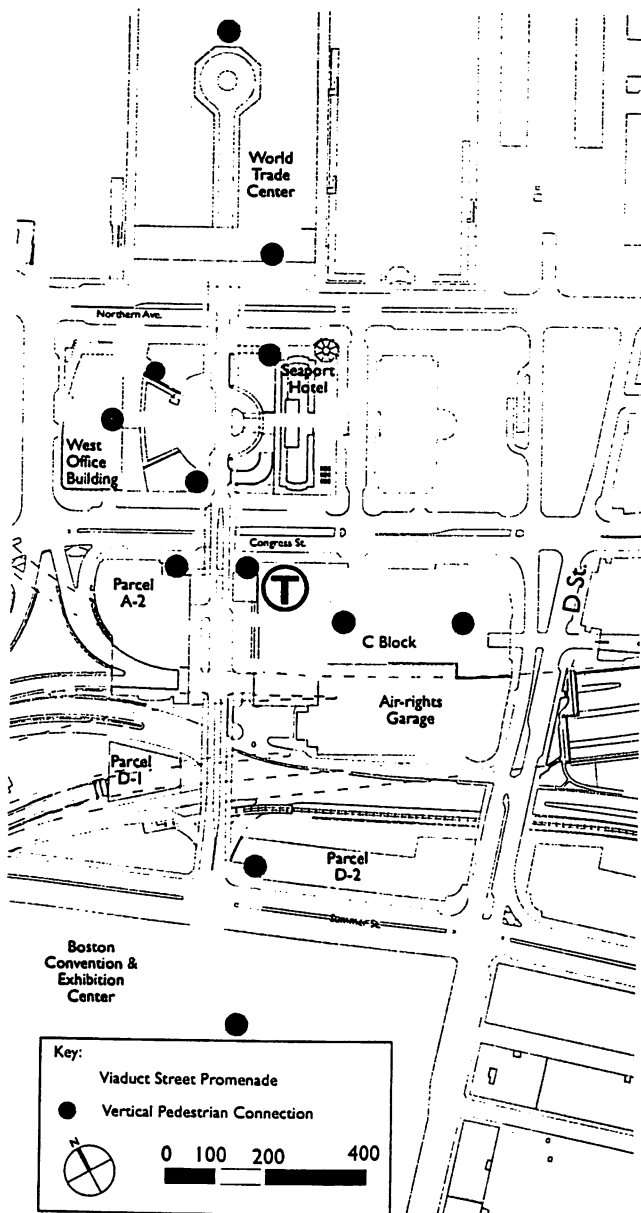
These parcels will be seamlessly integrated with the World Trade Center Transitway station and are adjacent to the Massport air rights parking structure planned immediately to the south. A vertical mixing of uses may be possible in this area, including office or housing over destination retail, for example. The C Block parcels will sponsor a generous public pedestrian path between the Viaduct level and Congress Street below to facilitate through block connections to Seaport Square and the waterfront.

The C Block Parcels are perhaps Massport's most valuable real estate parcels in the long-term, given the most favorable conditions described above and their presence on Seaport Square overlooking Boston Harbor.

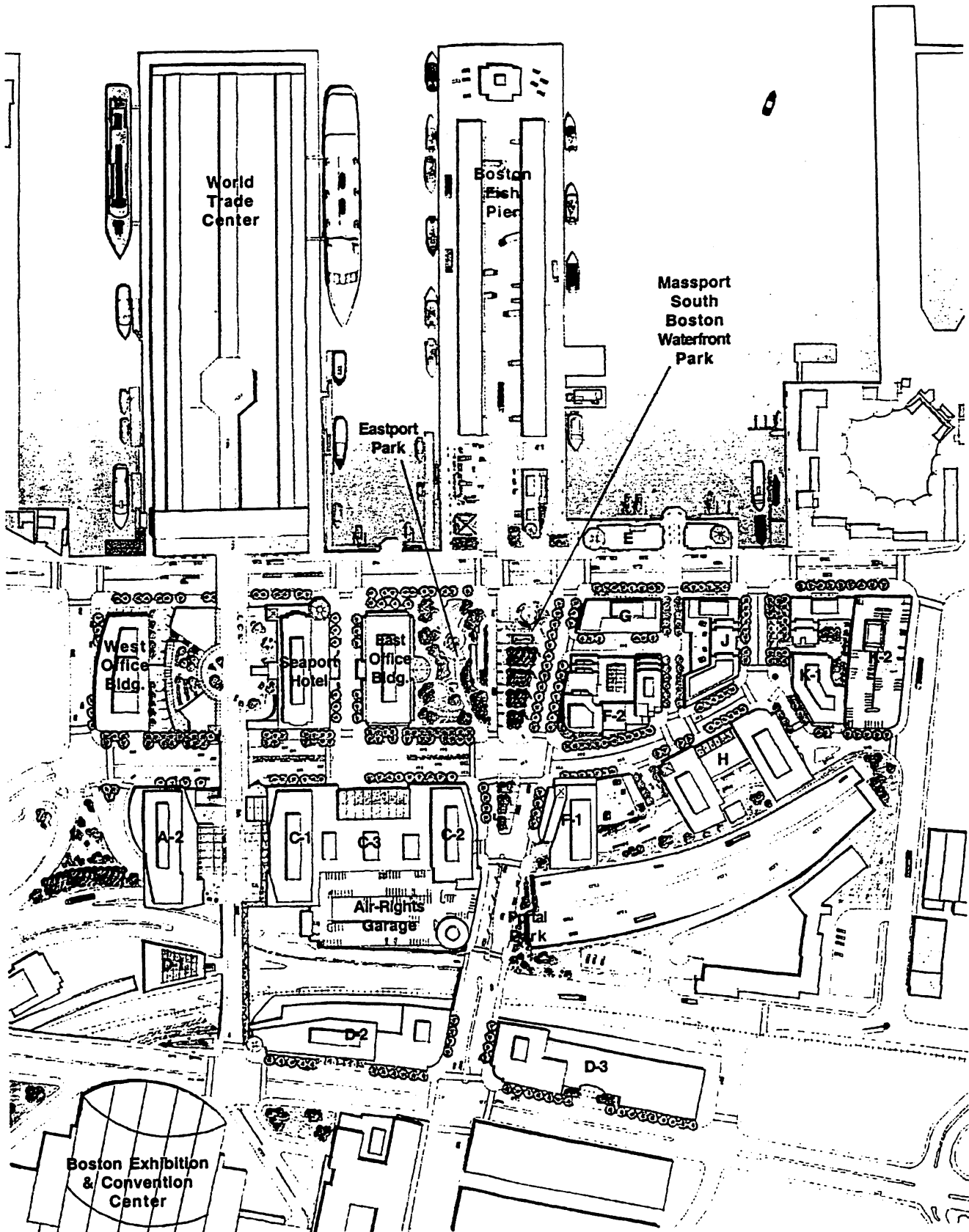
The Piers and Northern Avenue

The Boston Fish Pier, including the No Name Restaurant, Commonwealth Pier (the World Trade Center), and Jimmy's Harborside Restaurant on Northern Avenue currently are defining landmarks in Commonwealth Flats and bring Boston residents and tourists to the harbor. The Strategic Plan calls for sustaining and enhancing focus on restaurants and waterfront access. Improved pedestrian connections will be designed in concert with the needs of truck access in this area. Redevelopment of the Jimmy's Harborside restaurant site (including a new Jimmy's) will provide for the extension of Harborwalk on the waterside and new public access to the harbor from Northern Avenue through a new mid-block connection. The site of the current Building No. 5 on the southern side of Northern Avenue will be redeveloped as mixed uses that retain the basic "restaurant row" streetfront with residential uses above.

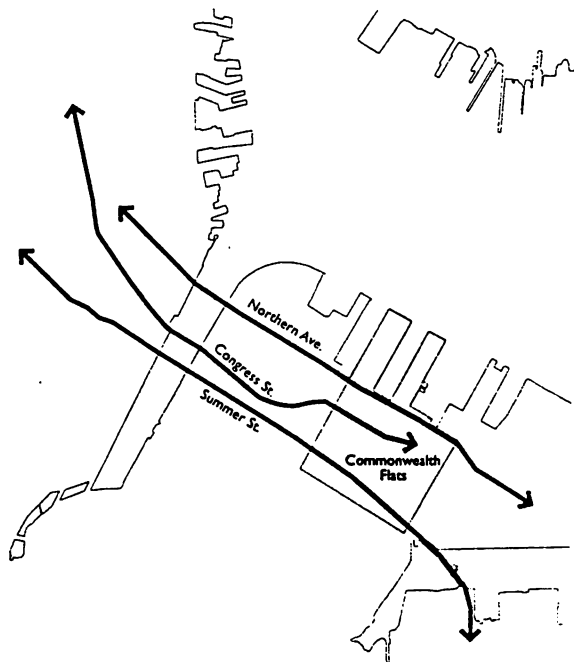
Seafood processing and fishing fleet operations on the Boston Fish Pier are an important economic activity in the Port of Boston and contribute to the unique character of the Commonwealth Flats. Although the Fish Pier is not particularly



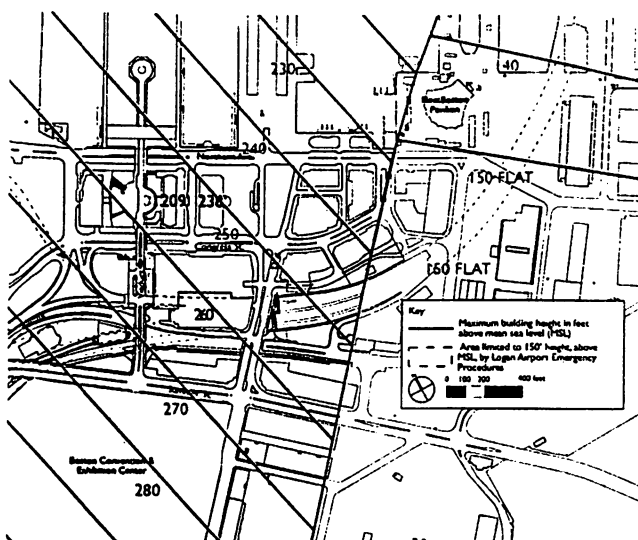
Once it is reconstructed by the CA/T Project, Viaduct Street will connect the BCEC to the south, the World Trade Center to the north, and Massport development parcels and transit in the middle.



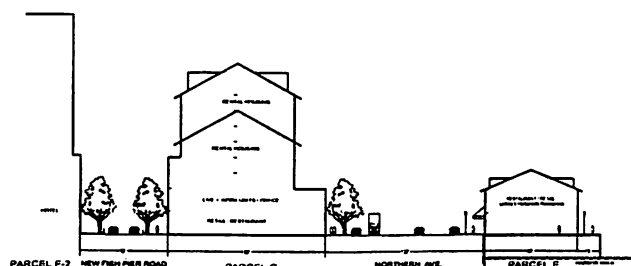
The Strategic Plan proposes mixed-use development on Massport's waterfront development parcels focused around Seaport Square and the realigned D Street. Viaduct Street and its adjoining buildings will feature unique elevated plazas and vistas of the city and the harbor. A smaller scale of buildings and streets east of D Street will create a pedestrian-friendly environment. Waterfront parcels will open to the water to encourage public access and activities on the watersheet. Massport development parcels are labeled.



Three major arterial streets provide east-west connections between Commonwealth Flats & downtown Boston.



Maximum building heights in Commonwealth Flats measured from mean sea level. Source: Massport, South Boston Airspace Analysis Composite of Critical Imaginary Surfaces Plan, March 1999



Cross section showing relative building heights planned along Northern Avenue at the waterfront.

well designed or efficient for modern seafood processing, this use will continue for the foreseeable future to accommodate seafood processors and the fishing fleet. The head of the Fish Pier is envisioned as development focused on public uses, including passenger water transportation facilities, within a public setting that complements the Fish Pier activities and Seaport Square.

Summer Street

Massport's development parcels along Summer Street will have prominent positions along this important street corridor and will be advantaged by their adjacency to the BCEC. Parcel D-2 is directly across Summer Street from the BCEC and perfectly positioned to provide a hotel that complements the BCEC Headquarters Hotel and the hotel portfolio on the balance of Massport's property. These parcels are also adjacent to the railroad line and Massport Haul Road which makes them unsuitable for housing.

Building Height, Scale, and Density

The planned scale and density of development on Massport's property is urban, but intentionally moderate when compared to that of downtown Boston. The overall floor area ratio (FAR) planned for Commonwealth Flats is approximately 2 to 3, whereas the FAR for downtown Boston overall is considerably higher. The generous amount of public open space Massport plans, particularly within Seaport Square, provides an appropriate balance to the built environment in this important waterfront location.

Massport has planned the most intensive development along Congress Street in the area west of D Street where it will be best served by public transit. Areas east of D Street will feature smaller blocks and narrower streets to create an inviting, pedestrian-scaled environment. Through its design review process, Massport will require developers to pursue building designs that provide variations in massing of larger buildings to reduce their perceived scale within the district and to create high quality skyline views from the South Boston neighborhood.

The Strategic Plan proposes taller buildings south of Congress Street and west of D Street and set back from the waterfront in the area east of D Street. Massport plans to step building heights down to the east towards Massport Haul Road in response to Logan Airport operating needs and to create an appropriate transition between the area of mixed-use development and the working port. In addition, buildings will reduce in height towards the harbor edge in order to create a more pedestrian scale, as contemplated by Chapter 91 Tidelands principles, and Massport's desire to enhance public waterfront view and access conditions.

Protecting Port Operations

One of Massport's fundamental responsibilities is enhancing the maritime and industrial activities related to the working port. This includes improving truck and rail routes, siting new maritime and industrial facilities, and buffering these uses from surrounding commercial and residential uses to avoid use conflicts. The Strategic Plan proposes a transitional use zone adjacent to the Massport Haul Road (Parcel K-2) that will include uses that do not present conflicts to the working port activities. Structured parking, public safety and district maintenance facilities, upper-floor professional offices are being considered, as are other uses

that could meet the standard of not conflicting with adjacent industrial and maritime activities. Further, Massport will limit direct vehicular access to the Massport Haul Road from this parcel to that which is compatible with truck route operations, including the prohibition of curb-cuts for structured parking facilities.

Building heights will be lower near Massport Haul Road than those further to the west in order to create an appropriate transition in scale to the industrial uses to the east of the Massport Haul Road.

Within Massport's proposed mixed-use development area, proposed residential uses will be sited and designed so as not to present impacts or limitations to truck routes and industrial activities to the east. Housing will not be included on Parcel K-2, D-1, D-2 or D-3 as they abut the Massport Haul Road. Design of housing will require sound-reducing construction techniques for interior spaces (double glazed windows, etc.); locating housing beginning on the second floor above commercial / public uses; and, use of other building design features (such as setbacks) that can effectively address potential noise issues.

Environmental Design

Massport has incorporated several environmental priorities into its planning for Commonwealth Flats that are outlined below:

Planning and Design

- Focusing urban redevelopment on Massport property around major infrastructure systems that are being built by the CA/T and MBTA Transitway Projects to use these existing resources more efficiently.
- Planning an integrated mix of land uses that will create office space to attract and retain jobs in the city and housing to allow people to live nearer to jobs and transit, both of which will help improve the regional balance of jobs and housing and reduce dependence on single-occupancy vehicles.
- Locating and designing buildings in a manner that responds to solar conditions, including orienting taller building elements on a north-south axis, reducing building floor plates at the upper floors, and providing north-south oriented streets.
- Creating a flexible, accessible, and safe built environment that embraces the concepts of "universal design" and invites and easily accommodates a wide range of users from local communities and throughout the region.
- Building flexible structures and open spaces that can be adapted in the future to accommodate new uses and emerging system technologies.
- Presenting interpretive and educational information to the public on topics such as the natural, cultural, and historical/contemporary significance of Boston Harbor or a showcase of environmental issues and technologies.

Transportation

- Establishing strong transportation demand management (TDM) programs to encourage the use of public transit, water transportation, and other alternative transportation modes serving the district that help reduce the use of single-occupancy vehicles and their associated traffic congestion and air quality impacts.
- Exploring opportunities to expand the use of alternative fuel vehicles in the South Boston Waterfront by businesses and the public.

Urban Design Principles

Massport will employ a series of detailed design guidelines as part of the design review of development proposals for its Commonwealth Flats projects. These guidelines are based on the following design principles:

Building Heights. Modest overall building heights will ensure the safe, efficient operation of Logan Airport and be reduced toward the water and to the east toward the working port.

Architectural References. The design of new buildings and structures on Massport property will express important references (i.e., cornice lines, setbacks) that are characteristic of historic structures in the area such as the headhouse of the World Trade Center and the buildings on the Fish Pier.

Public Open Space. A network of ample public open spaces will provide public access and views to the water and support a variety of activities at the harbor's edge and on the water.

Building Massing. Patterns of building massing and open space will be organized by an integrated, area-wide planning approach rather than on a parcel-by-parcel basis.

Active Streetfront Facades. Active street level uses will be programmed into building facades along all major streets.

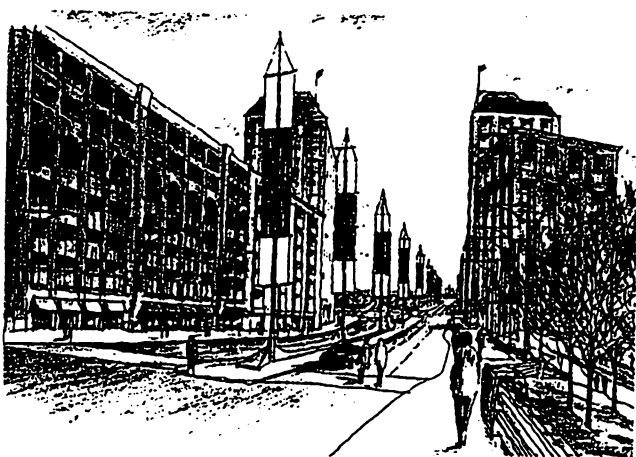
Transit Oriented Development. More intense development will be focused around planned public transit facilities to maximize ridership and reduce single-occupancy vehicle trips.

Enhanced Streetscape Design. Distinct streetscape elements, including lighting, signs, and landscaping (as is already evident along portions of Northern Avenue) will be used throughout the district to reinforce the area's maritime character and to maintain a high quality for the public domain.

Green Technologies and Operations

- Increasing project energy efficiency through the implementation of building energy management systems and the use of emerging "green technologies" to improve lighting, heating, and cooling efficiency.
- Reducing project water demand through the use of low-flow fixtures, gray water recycling systems, and other devices and mechanisms.
- Encouraging the use of building materials that are appropriate for this region and a waterfront environment, that include recycled content, that are derived from local sources, and that have a low embodied energy.
- Establishing solid waste recycling programs, recycling facilities, and programs to purchase recycled products within commercial and residential development projects on Massport property.
- Exploring the use of sustainable urban landscape treatments featuring native species that reduce the need for irrigation, fertilizers, and intensive maintenance.

Massport is developing a series of sustainable design guidelines that will be used to initiate and review the design of roads, buildings and public open spaces. These guidelines will be used in Massport's project design review process.



Massport plans to realign D to meet the water at Northern Avenue and invest in special lighting and other streetscape improvements to unify this major north-south connection between Northern Avenue and Summer Street

Transportation Strategy

Massport proposes a multifaceted transportation framework to provide access to its development parcels in the South Boston Waterfront. The strategy relies on the major infrastructure improvements being made in the district by the CA/T and South Boston Transitway Projects. The Plan intends these streets to be safe, efficient, and appealing for pedestrians, bicyclists, and vehicles. It seeks to limit vehicle trips through providing a mix of complementary land uses and by encouraging the use of public transit and other alternative modes through an aggressive Transportation Demand Management program. Parking required to support mixed-use development will be shared, public and located in below grade structures wherever it is economically feasible.

A Better Pattern of Streets

Massport proposes physical improvements to the streets it owns and operates on its property in South Boston. This will extend and reinforce the vital role that Northern Avenue, Congress Street, 'D' Street, and the Viaduct Street play in defining development parcels, influencing land use relationships, and providing vital access to destinations within the district. New streets will be designed to serve a wide range of users, be more pedestrian friendly, provide access to new development parcels, and maintain access between port properties and the interstate highway system. In areas designated for commercial mixed-use redevelopment, a street pattern will be implemented that establishes a traditional scale of blocks more in keeping with a pedestrian scale environment.

The following are core proposals for the street network:

- *D Street Realignment* -- will create a couplet of northbound and southbound one-way streets which will be enhanced by a package of streetscape improvements between Summer Street and Northern Avenue;
- *Congress Street Extension* -- east of D Street will create a smaller scale of development parcels, provide additional access to BMIP, and reduce traffic demand on Northern Avenue;
- *Northern Avenue as a Waterfront Boulevard* -- serving the diverse needs of trucks, automobiles, bicycles, and pedestrians throughout the district and at different times of the day;
- *Viaduct Street as an Elevated Promenade* -- will be reconstructed by the CA/T Project and Massport to connect



The CA/T Project will rebuild Viaduct Street as a bridge over Congress Street.

WTC, the MBTA Transitway WTC Station, and the BCEC and support an active mix of hotel, office, and retail/restaurant uses; and

- *Connector Road for the MBTA Transitway* -- will be built by Massport east of D Street to allow Transitway vehicles to travel more efficiently across D Street to serve the Massport development, the BCEC, the South Boston community, and Logan International Airport by Massport's Airport Inter-modal Transit Connector via the Ted Williams Tunnel.

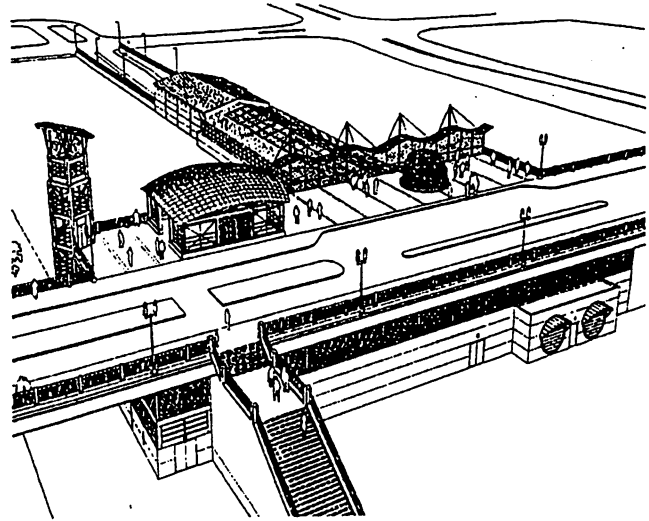
Public Transit

The core of Massport's public transit strategy relies on the South Boston Piers Transitway. Mixed-use development on Massport parcels will be oriented around the stations and stops along this new service route. Massport already has underway a project to design and construct the Connector Road east of D Street for Transitway vehicles which will enhance this future service. Massport has planned the Airport Inter-modal Transit Connector that will extend Transitway service beyond South Boston to Logan International Airport. In addition, Massport intends to work with the MBTA and other agencies to plan expanded bus service routes to its development area, the BCEC, and the South Boston community.

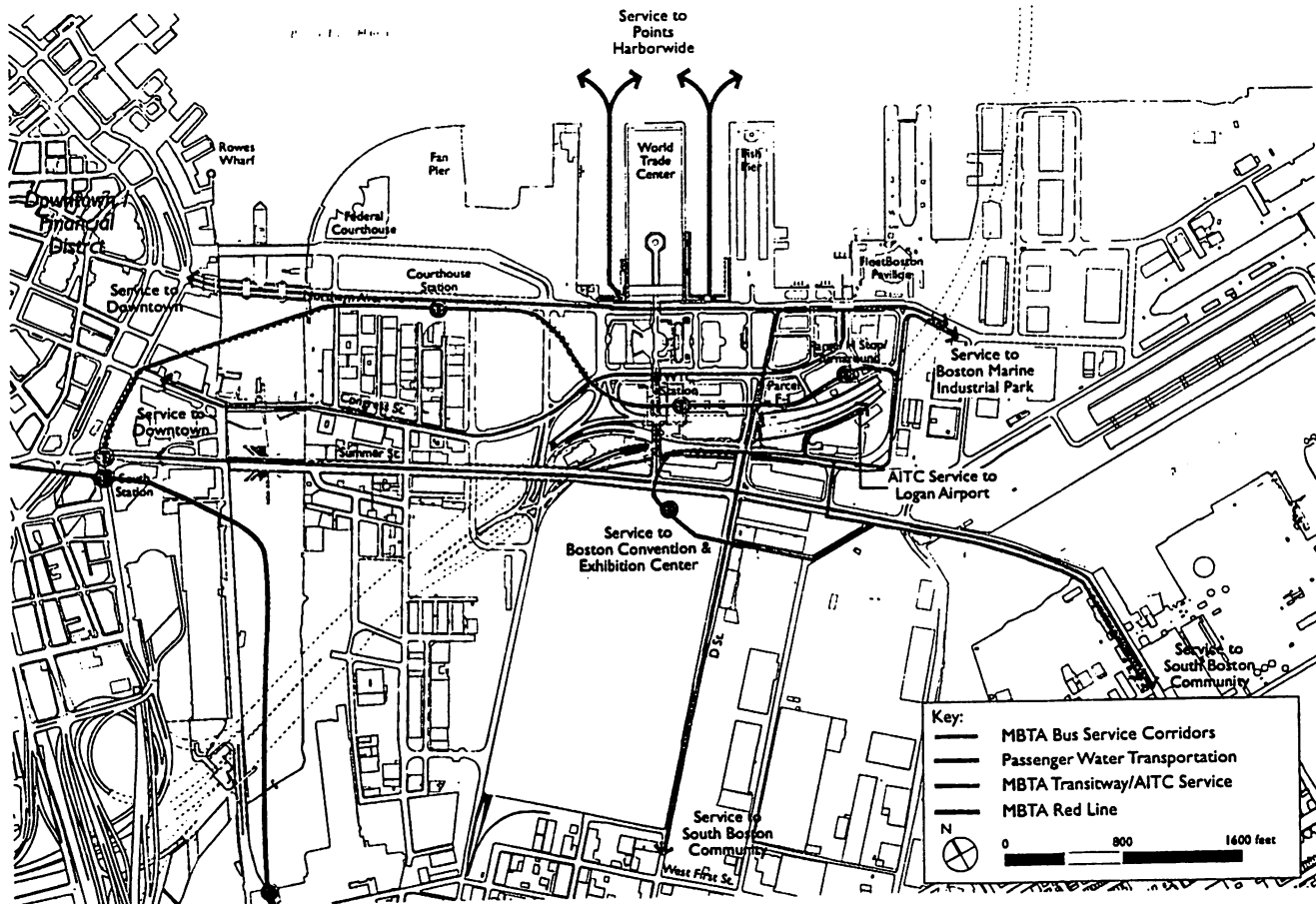
Passenger water transportation facilities at Commonwealth Pier and the Boston Fish Pier will expand water shuttle and water taxi service between the South Boston Waterfront and points throughout the harbor, the north shore and south shore commuter and excursion destinations.

Pedestrians and Bicyclists

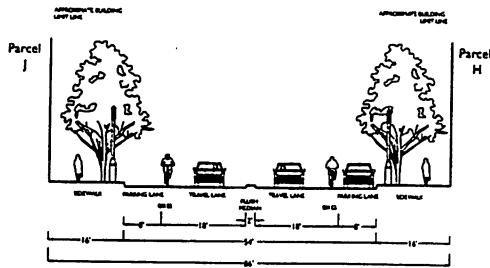
The streets and associated sidewalks and streetscape improvements in Commonwealth Flats are being designed with a high level of pedestrian and bicycle accommodation and amenities. Particular attention has been paid to location and design of crosswalks, street lighting, street tree plantings and signs. Many of the details have been fully coordinated with the City of Boston to assure continuity within the overall waterfront.



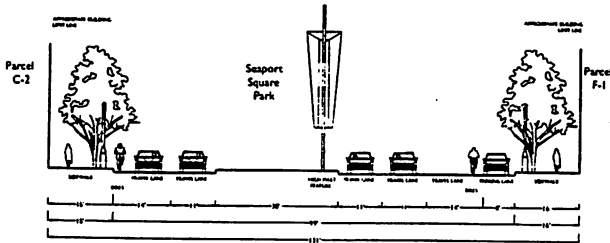
The WTC Transitway Station will provide public transit service to the district.



The South Boston Waterfront will be served by a diverse network of public transit services.



Typical Congress Street Section east of D Street.



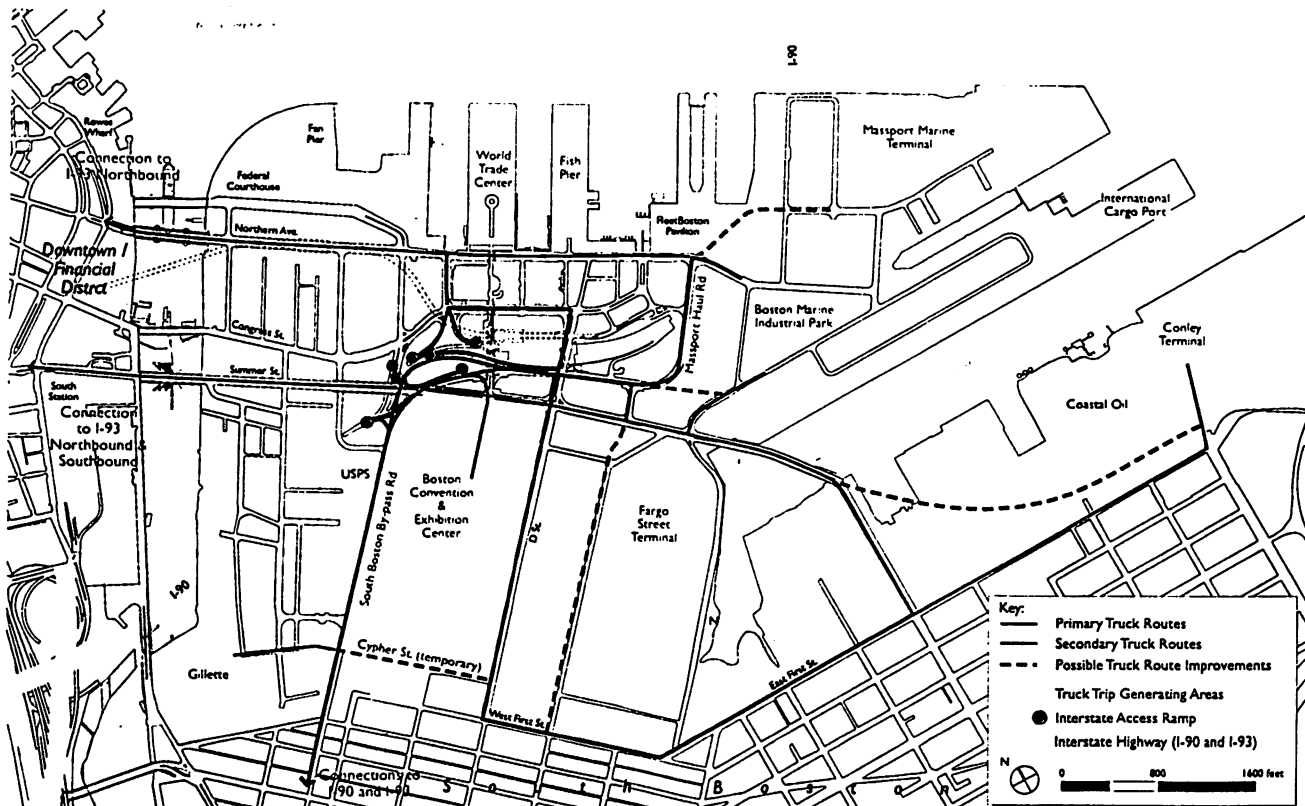
Typical D Street section across southern portion of Massport South Boston Waterfront Park.

Massport is investing in specific enhancements on D Street, Viaduct Street, Congress Street, and Northern Avenue. Virtually all streets in the district are being designed to accommodate bike travel within the street section. Massport has made early investment in widening sidewalks and increasing structural capacity of the Viaduct Street. This will allow a pedestrian cover over the eastern sidewalk between the BCEC/Summer Street and the World Trade Center Transitway Station to be added at a later date.

Truck Routes

Preserving and improving access to maritime and industrial properties is a priority of the Commonwealth Flats Strategic Plan since it directly supports Massport's on-going efforts to revitalize the working port. Massport is designing its new streets to safely accommodate truck traffic and truck turning movements while minimizing potential conflicts with pedestrians. Massport has worked closely with the CA/T project to design the Massport Haul Road as a grade-separated, vital general traffic connection between the interstate highway network, the South Boston By-Pass Road (commercial vehicles only), and port industrial areas to the east. The Massport Haul Road will be completed over the next few years as part of the CA/T project.

Over the last two years, Massport and the Boston Harbor Association took the lead in convening regular meetings of a Truck Routes Working Group for South Boston that has brought industrial and port businesses and community leaders together with city and state agencies to examine truck route-related issues in the area. The Strategic Plan proposes several specific truck route improvements in South Boston which are supported by this group. These improvements include a new Haul Road serving Conley Container Terminal and new links between the Massport



Proposed truck routes and potential truck route improvements in the South Boston Waterfront.

Haul Road and the BMIP. Massport will continue to coordinate with the Working Group and others to help plan and implement these proposals.

Parking

The Commonwealth Flats Strategic Plan calls for a combination of public on-street parking, off-street above grade, and off-street below grade (under buildings) parking resources. Shared parking has been planned for whenever possible to serve varied (and complementary) demands of the proposed mixed use program. This has resulted in the Plan accommodating the minimum number of parking spaces necessary. On-street public parking will be maximized to the extent possible to provide convenience and a traditional urban street character within the mixed-use district.

Massport's parking plan favors, to the extent it is economically and physically feasible, the use of below grade parking facilities and will provide a limited amount of above grade structured parking in locations where its shared use is maximized. Two above grade public parking structures are included in the Plan - one located centrally over the Turnpike Extension mainline, and another east of D Street along the Massport Haul Road. The total supply of parking provided at full "build-out" of the development program is approximately 6,700 spaces, the approximate equivalent of 1 parking space per square foot of development.

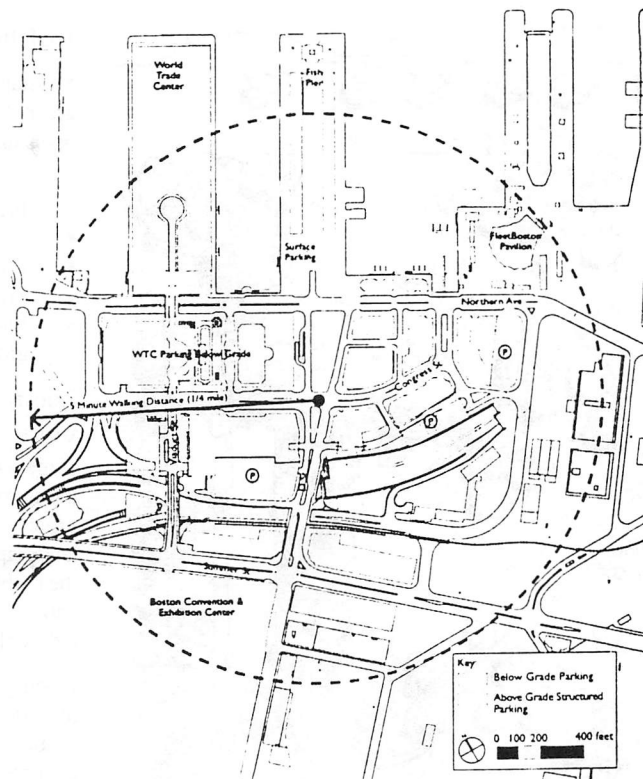
Massport's parking plan has been created to support its proposed development program within the parking limits dictated by the South Boston Parking Freeze including total parking supply and operational requirements (i.e. setting aside spaces in the peak hour).

Transportation Demand Management (TDM)

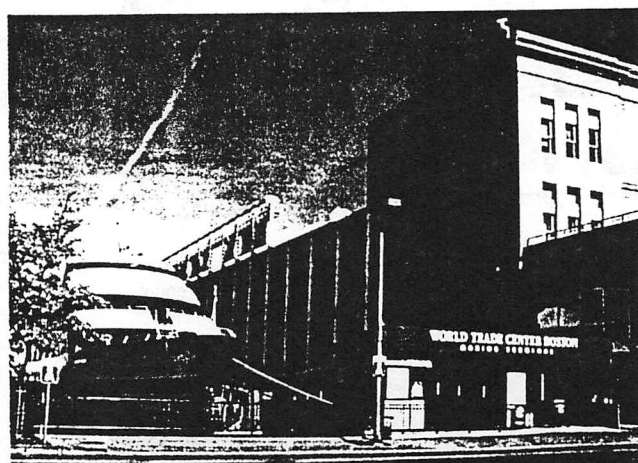
Massport recognizes the importance of transportation demand management to encourage alternative modes of district access and reduce single occupancy vehicle trips to the South Boston Waterfront. Tenants on Massport development parcels will be expected to actively embrace TDM measures for their employees such as ridesharing, van pools, public transit subsidies, flex-time work schedules, etc.. The existing Seaport Transportation Management Association (TMA) or other appropriate organization will be important to implementing these programs. The housing included in the proposed mix of land uses will create new opportunities for people to live near their work, reducing vehicular commuter trips.

Utility Systems

At present the Commonwealth Flats utility systems west of D Street are largely complete and include water, sanitary sewer, stormwater, telecommunications and electric power. These systems represent part of Massport's early investment in Commonwealth Flats to support its long-range development program. Massport is designing and building ample telecommunications infrastructure capacity in its streets to support the rapidly evolving demand for new and improved communications technology. A conceptual utilities plan for east of D Street has been completed. Since the utilities will be located within the new street grid, they will, in general, be constructed as the streets are built to serve adjacent development parcels.

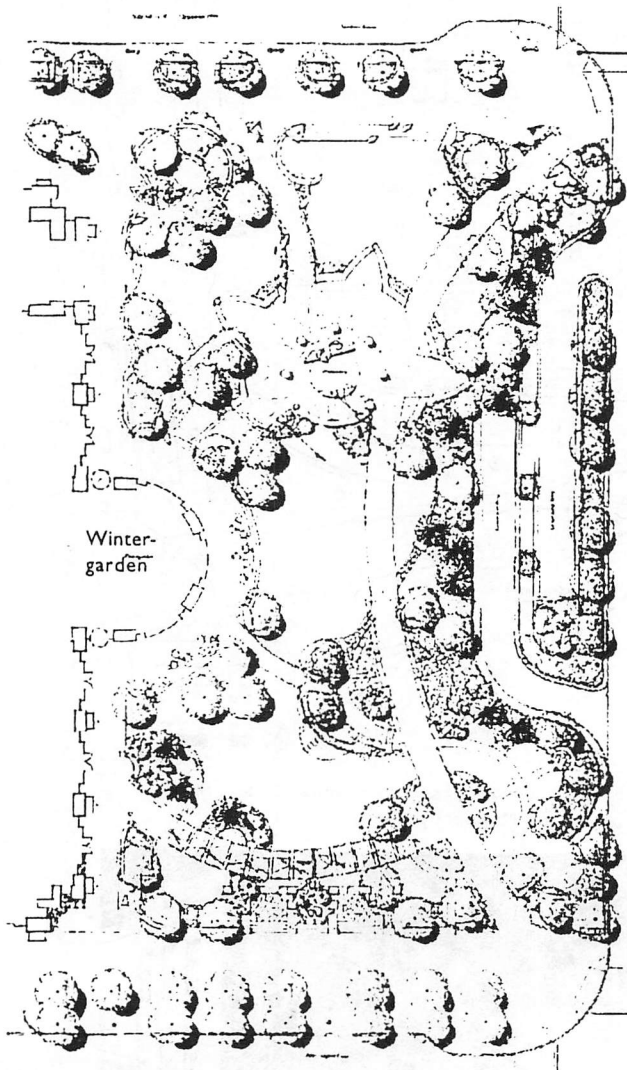


Massport proposes a number of parking facilities to meet the demands of parking on Massport property.

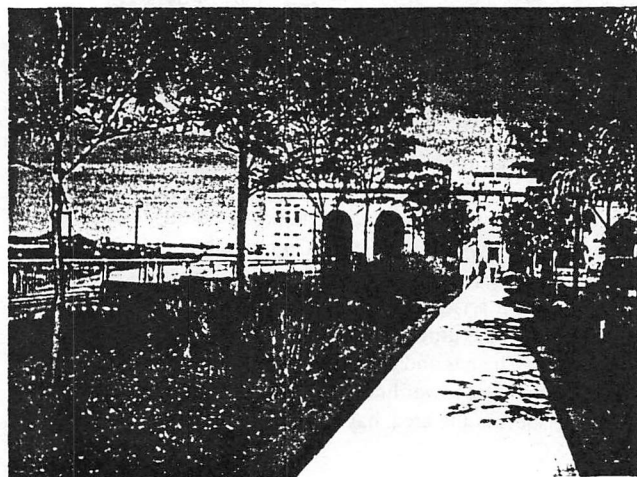


Passenger water transportation terminals along Northern Avenue will help reduce automobile trips to/from the district.

Massport will continue to coordinate with the private utility companies and the Boston Water and Sewer Commission (BWSC) to ensure that new utility extensions are in place to serve future demand as it arises. Massport will continue to own and operate a portion of the utility systems in the Commonwealth Flats. The gas and electrical systems are privately owned. Water and sewer lines, designed and constructed by Massport in the area, have been and will be transferred to BWSC.



Fidelity's Eastport Park will provide a green oasis on Northern Avenue and D Street, including a wintergarden to allow the public to enjoy the waterfront in the colder seasons.



The Viaduct Street Promenade will offer spectacular views to the harbor and an interesting vantage point from which to watch the street activity below.

Public Open Space

Substantial new waterfront public open space area and activities are included in the Commonwealth Flats Strategic Plan. Specific open space proposals include the following items:

- Provide much needed green areas and open paved areas,
- Sponsor public activities and destinations,
- Provide views to the water,
- Provide public access to the water; and
- Enhance the district's character for a diverse set of user groups: employees, residents and visitors.

Fidelity / World Trade Center

Well landscaped public open space adjoins the new Seaport Hotel at the Viaduct level and a 1.3 acre public park will be finished in the summer of 2000 as part of Fidelity's East Office Building project ("Eastport Park"). Eastport Park will be a generously landscaped park with public walkways, a promontory for viewing the harbor, a shade structure, a substantial public art program and enhanced paving and lighting materials. The East Office Building also includes a winter garden which extends into Eastport Park.

Fidelity's West Office Building, which broke ground in the spring of 2000, will include a substantial public open space at the Viaduct level as well as an outdoor pedestrian thru-block connection between Northern Avenue and Congress Street.

Massport South Boston Waterfront Park

Seaport Square will be anchored by Eastport Park and Massport's adjacent 1.2-acre "South Boston Waterfront Park" created by the realignment of D Street. Massport's objectives for South Boston Waterfront Park include:

- Creating a park that is a landmark and an important public place in the city, the region, and the South Boston Waterfront;
- Creating a park that is a major public destination at the harbor's edge;
- Creating a park that responds to its adjacency to Boston Harbor in establishing the character of the park and providing views to the harbor;
- Program and design the park so that it addresses the needs of residents and employees in the immediate area, residents of the larger community and visitors; and
- Program and design the park so that it is enjoyable, active and useable throughout the year, daytime and night time, and on weekdays and weekends.

South Boston Waterfront Park is planned to complement other open space in the area with an active program that features interpretive / educational elements, protected / indoor space, food service, public toilets, and other elements that will define it as an inviting and important public destination. South Boston Waterfront Park will sponsor daily, seasonal and annual events that can be undertaken in combination with Eastport Park, Harborwalk, and the head of the Fish Pier.

Harborwalk

Linking these public open spaces with the Harborwalk is a fundamental concept of Massport's open space plan. Harborwalk will extend the length of Northern Avenue on Massport property and includes, as it currently does, a loop around Commonwealth Pier. Pedestrian improvements (including signs) to Northern Avenue and new connections to and along the harbor edge east of the Fish Pier at the Jimmy's site will strengthen public access to the harbor considerably.

D Street Portal Park

Massport has worked with the CA/T project to create "Portal Park", a public open space area overlooking the Ted Williams Tunnel portal along D Street. Plantings, seating, lighting, and walkways will be included to help make D Street more inviting for pedestrians.

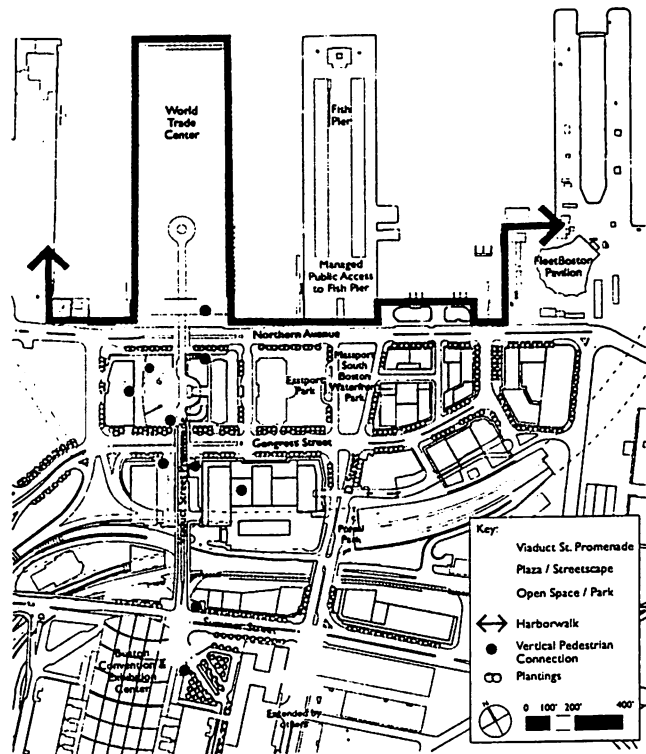
Congress Street Extension Square

The Plan includes a public open space at the terminus of Congress Street at Northern Avenue. This landscaped space will create a new view corridor to the harbor and provide an appropriate termination to Congress Street at the waterfront.

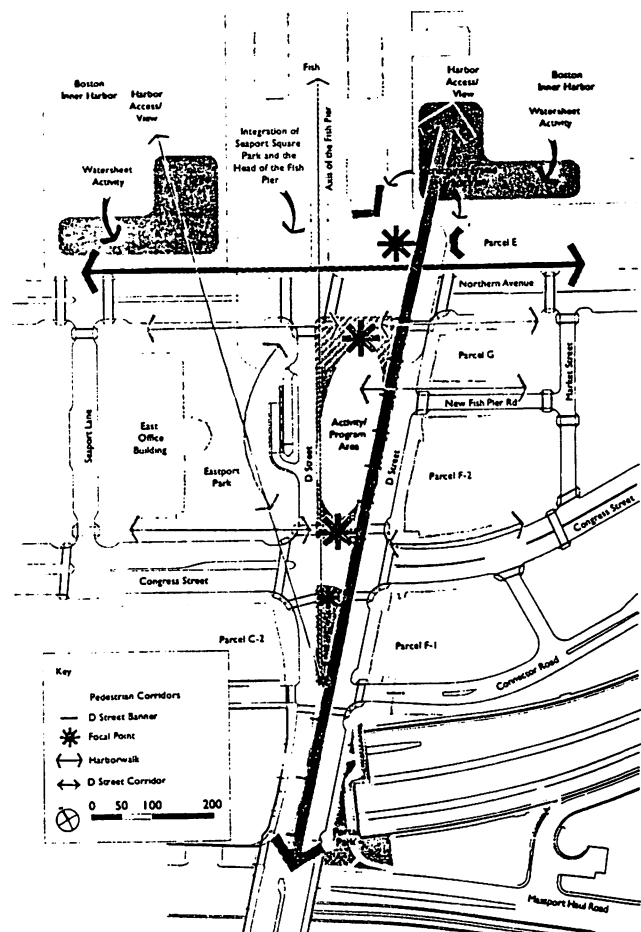
Plazas and Through Block Connections

Public plazas and sidewalks along Viaduct Street will play an important role as an elevated pedestrian connection between the World Trade Center and the Boston Exhibition & Convention Center. As development proceeds, functional requirements such as weather protection for pedestrians can be provided by building overhangs and covered or enclosed walkways. Public connections that encourage vertical pedestrian circulation between the Viaduct Street Promenade and Congress Street will be provided within the development parcels adjacent to Viaduct Street. Parcel A-2 and the C Block, for example, will be closely linked to the headhouse of the World Trade Center Transitway Station and will feature elements such as indoor atriums, arcades, and wintergardens. A grand stair at the World Trade Center West Office Building will provide an important connection between Viaduct Street and Northern Avenue at the waterfront.

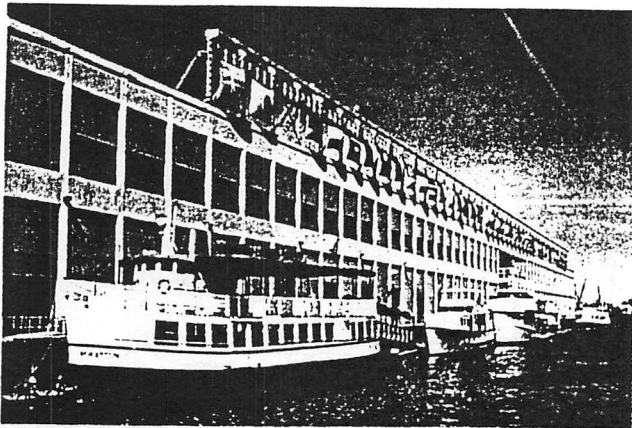
In total, the Commonwealth Flats Strategic Plan will create a system of open space resources, including parks, plazas, and enhanced streetscape areas, that will strengthen public views and physical access to the water, create venues for a wide variety of year-round public activities, and improve the quality and character of the area as a business center, a residential neighborhood, and a visitor destination.



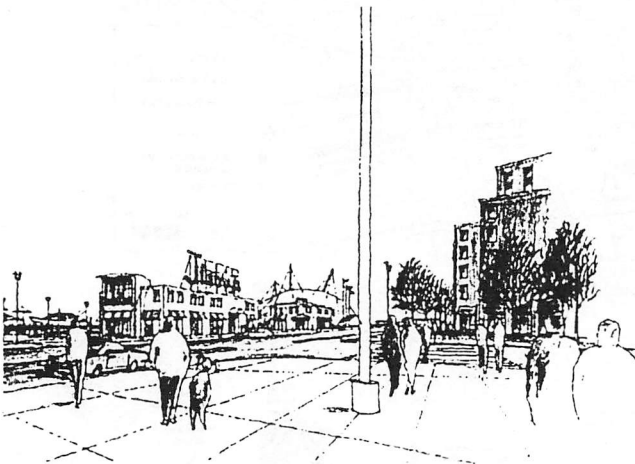
Massport's public open space plan for Commonwealth Flats.



Massport South Boston Waterfront Park context and influences.



WTC will continue to be a hub for water shuttle, water taxi, and excursion vessel operations.



Massport proposes to improve public access to the waterfront in the vicinity of Jimmy's Harborside Restaurant and on the head of the Fish Pier. This will complement Massport's South Boston Waterfront Park and the termination of realigned D Street at the water's edge.

Expanding Use of the Harbor

Proximity to Boston Harbor is perhaps the single greatest asset associated with Massport property in South Boston. Access to deep water sets the Massport's property apart from many other waterfront sites in Boston. Conley Terminal, Black Falcon Cruise Terminal, North Jetty/Massport Marine Terminal will all continue to make full use of these limited deep-water resources under the initiatives of Massport's Maritime Department. Massport's Commonwealth Flats waterfront commercial mixed-use development plans will complement and benefit from a variety of harbor activities.

The Strategic Plan proposes several specific initiatives related to harbor use: provide additional opportunities to accommodate ferry or cruise ship port-of-call landings at World Trade Center and in the slip to the east of the Fish Pier; preserve and improve fishing vessel berthing at the Boston Fish Pier; expand water shuttle and water taxi services to Massport's Commonwealth Flats development properties in a manner consistent with the BRA's *Boston Harbor Passenger Water Transportation Plan (1999)*; and introduce new locations for public/transient vessel landings and increased vessel services along the Commonwealth Flats waterfront.

On the Massport Marine Terminal, Massport is developing in phases a seafood processing district that could include a display auction and associated fish unloading facilities.

Community Protections and Benefits

The South Boston community, elected officials, and vested interest groups have identified important needs and issues related to the development of Massport's Commonwealth Flats properties. These include: preserving the working port; managing and controlling vehicular traffic; community benefits; creating new housing supply; creating new employment opportunities; and preserving environmental quality. The Strategic Plan addresses these issues in ways that complement the project-by-project review that will take place when individual development projects come forward.

Preserving and Expanding the Working Port

Operating and developing the port is a core mission of Massport. Supporting these functions through the creation of a dependable revenue stream for financing operating and capital needs and creating an appropriate land use plan are primary objectives of the Strategic Plan. The Commonwealth Flats area has been planned for commercial mixed use covering about 70 acres. The balance of Massport property in South Boston (230 acres or 80 percent) as well as virtually all of the harbor's edge has been committed to maritime and industrial uses. Key actions contained in the Strategic Plan include the following items:

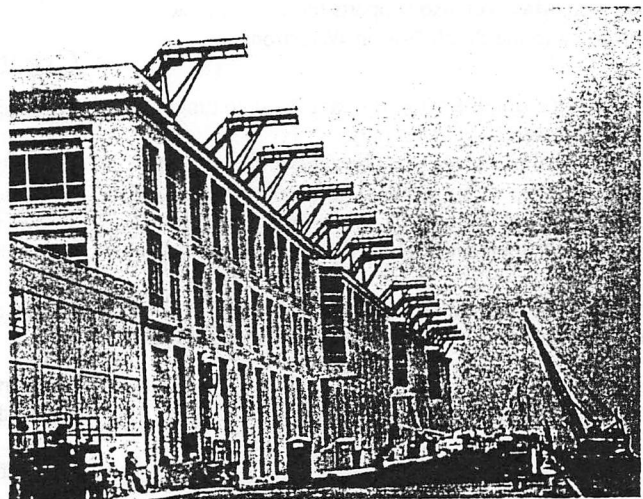
- Protecting and improving key truck routes serving the port and associated industries;
- Locating transitional uses adjacent to the Massport Haul Road so they are between potentially sensitive uses (such as housing) that are in the commercial mixed use area and the working port area / main truck routes to buffer potential impacts; and
- Ongoing cooperative planning with the CA/T, BCEC, the City, maritime businesses, other port constituents, and the community— this includes Massport's co-sponsorship with TBHA of an ongoing Truck Routes Working Group.

Massport was a key participant preparing the *Port of Boston Economic Development Plan* and the *Port of Boston Competitive Task Force Final Report*. Massport's Maritime Department has initiated an eight point Terminal Optimization Program that addresses dredging, double-stack rail, marine terminal optimization, expanded

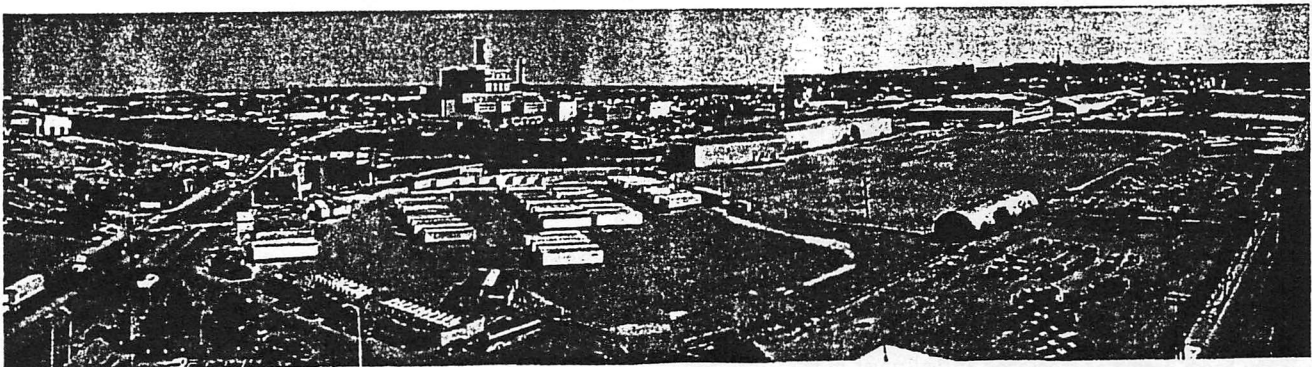
shipping carrier services, labor relations, cruise industry growth, autoport implementation, and the *Port of Boston Economic Development Plan* implementation. Within Massport's maritime properties in South Boston on the Massport Marine Terminal, Massport is planning new seafood processing facilities as a near-term priority.

Managing and Controlling Traffic

Massport recognizes that successful management and control of traffic is a fundamental concern of the South Boston community, particularly the potential for increased trips through residential areas. The Strategic Plan addresses these concerns. However, the implementation of traffic and transportation improvements must be acknowledged as cooperative inter-agency efforts involving the City of Boston, Massachusetts Highway Department (MHD), Massachusetts Turnpike Authority (MTA), the Massachusetts Bay Transit Authority (MBTA) and Massachusetts Convention Center Authority (MCCA). The Strategic Plan includes the following:



International Cargo Port, currently under construction, and future expansion of the nearby Black Falcon Cruise Terminal along the Reserved Channel are priority maritime undertakings for Massport.



Massport has identified its Fargo Street Terminal south of Summer Street for expansion of maritime and industrial uses.

- Ensuring that access and egress ramps serving the interstate highway system in Commonwealth Flats operate well to reduce the potential for increased through traffic in the South Boston community.
- Limiting the total parking supply to only the amount needed to serve the commercial mixed-use development on Massport property under an aggressive shared parking model, and do not provide for satellite parking facilities serving downtown Boston or Logan Airport.
- Maximizing the use of public transit through development that is oriented around the Transitway and bus routes serving the district. Massport is investing in the design and construction of the Connector Road, which will bring additional efficiency to the Transitway operations.
- Expanding Transportation Demand Management (TDM) programs (similar to those offered by the existing Seaport TMA) to increase the transportation alternatives available to those working in Commonwealth Flats.
- Increasing the availability and use of passenger water transportation by providing new water transportation facilities at key locations.
- Having individual projects be reviewed under the MEPA and City of Boston (voluntary) review processes to provide mitigation measures to control traffic that are acceptable to the community.

Beyond those actions that are within the Commonwealth Flats Strategic Plan area, Massport also supports the following actions beyond its property in the South Boston Waterfront:

- Ensuring that the South Boston By-pass Road continues to be used for commercial vehicles only.
- Continuing use of one-way circuit breakers and evaluating additional measures within the South Boston neighborhood as part of the on-going Boston Transportation Department (BTD)/Massport-sponsored South Boston Transportation Study; and
- Continuing the Truck Routes Working Group that Massport co-sponsors with TBHA to assure that area-wide

truck routes meet the needs of the working port and associated industries while not conflicting with community plans and goals for housing, open space, and other development.

Community Benefits Contributions

Although Massport and projects on Massport land are exempt from local regulation, to the extent that developers of large private commercial projects (non-maritime and non-industrial) in Commonwealth Flats choose to voluntarily undergo large project review under Article 80 of the Boston Zoning Code, Massport anticipates that these developers will make voluntary linkage payments equal in value to those required under the City's linkage program. These payments will be made in accordance with Article 80 and other applicable City of Boston policies, ordinances and agreements.

Massport recognizes that the South Boston community is the most directly affected by the potential impacts of projects in Commonwealth Flats and that the community benefits should be distributed in a manner that addresses the needs of the South Boston community as well as the City as a whole. In addition to the voluntary linkage payments already committed to as part of the World Trade Center project, developers of the large commercial projects proposed in the Plan would pay an estimated \$13 to \$14 million based on the current linkage formula.

Creating New Housing Supply

The Strategic Plan includes 600 to 800 new residential units within the overall mixed-use program for Commonwealth Flats. This is compatible with the City's plan for the South Boston Waterfront. It is anticipated this housing will be market rate rental units. This increases the overall supply of housing in the South Boston Waterfront and provide housing opportunities for employees within the district. The increase in the overall housing supply will incrementally reduce existing and potential pressure on the South Boston rental housing stock.

Massport and the developers of housing in Commonwealth Flats will explore the possibility of including an affordable component based upon the overall feasibility of the housing projects. In addition, as described in the Community Benefits section above, developers of large commercial projects on Massport's Commonwealth Flats property will make voluntary linkage payments.

Creating Employment Opportunities

The overall development program for Massport's property in Commonwealth Flats supports over 16,000 permanent jobs in a variety of commercial sectors. This level of employment will be achieved over time as the area is redeveloped. In addition, over 6,000 construction jobs will be provided by development on Massport property. The availability of these jobs will be dependent on the pace of development.



In-fill housing in the South Boston neighborhood at the corner of D and West Second Streets.

Development on Massport property, as well as the BCEC, will result in significant new demand for goods and services within the district. This demand will create opportunities for expansion of existing businesses and creation of new businesses. Massport is committed to continuing to sponsor small business forums and information sessions that target South Boston businesses and minority-owned businesses for these opportunities.

Summary of Economic Benefits

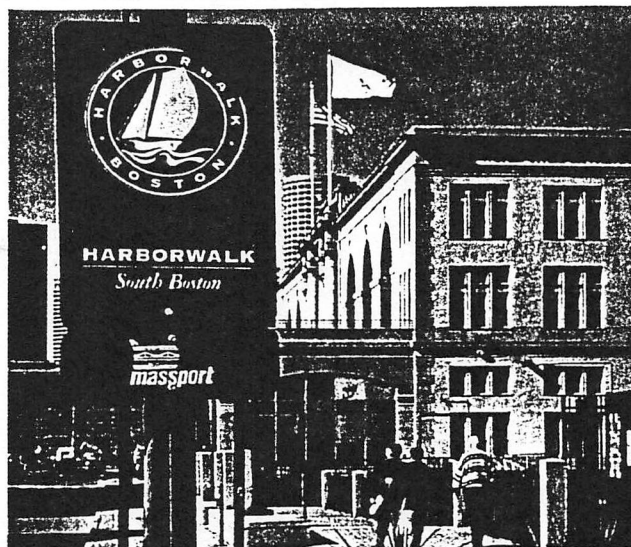
Development of Massport's Commonwealth Flats property as contemplated by the Strategic Plan will create significant direct and indirect economic benefits to the region, the City and the neighboring South Boston community. Some of the direct benefits include:

- New property tax revenues for the City of Boston estimated to be in excess of \$30 million annually;
- Over 16,000 permanent jobs and over 6,000 construction related jobs; and
- Voluntary linkage payments by developers of Massport property estimated to be \$13 to \$14 million.

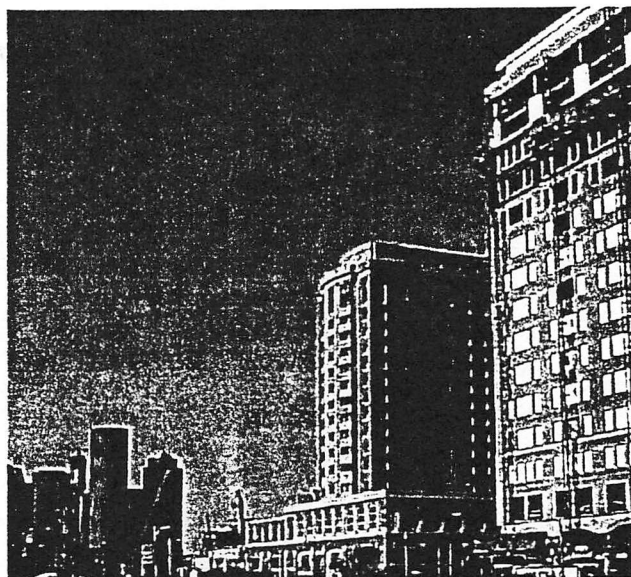
Preserving Environmental Quality

The Commonwealth Flats Strategic Plan has been crafted with considerable attention to issues of environmental impacts and environmental quality. In fact, the Plan has provided the basic underpinnings for the Authority's environmental permit filings - The Commonwealth Flats Development Area (CFDA) Draft Environmental Impact Report filed in early January 2000. Environmental quality initiatives that respond to the community's concerns include:

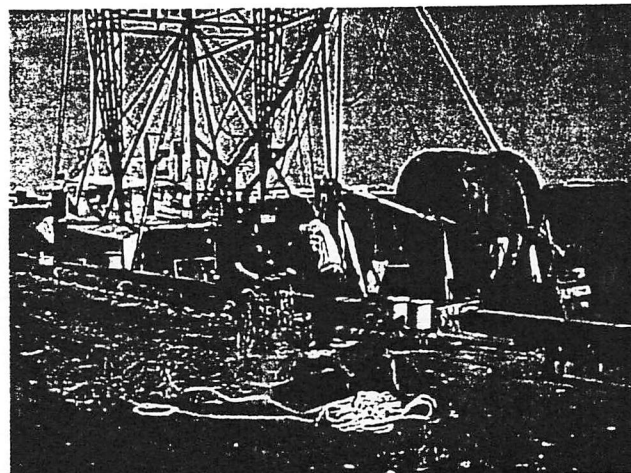
- *Public Open Space* -- expanding substantially public open space resources and public access to the waterfront;
- *Building Height and Massing* -- keeping building heights modest, orienting taller building elements perpendicular to the water, and reducing building heights towards the water and towards the working port to preserve views and minimize shadow impacts;
- *Transportation* -- implementing transportation strategies, including an aggressive TDM program, that focus on use of public transportation and limiting parking to minimize single occupant vehicle trips and minimize impacts on air quality;
- *Alternative Fuels* -- exploring opportunities for siting an alternative fuels facility in South Boston to encourage use of alternative fuels by fleet and shuttle vehicles expected to be operating in South Boston including coordination with other area entities such as BCEC;
- *Sustainable Design* -- developing and implementing the principles of sustainable design including the use of "green technologies" for buildings, site improvements, and operational programs through Massport's design review process;
- *Truck Routes* -- planning truck routes that reduce noise and the intrusion of trucks on residential areas; and
- *Hazardous Materials Remediation* -- remediating environmental contamination on development sites in compliance with State and Federal regulations.



The extension of Harborwalk along Northern Avenue will anchor and improve public waterfront access in Commonwealth Flats.



Mixed-use development in Commonwealth Flats will bring well-paying jobs to the district in financial services and other sectors.



Maritime and industrial activities will play an important role providing jobs in the South Boston Waterfront.

Priority Actions

Infrastructure Capital Investments

Massport has made or is planning to make investments of more than \$25 million in the design and construction of extensive new infrastructure within Commonwealth Flats. These investments are summarized in the following figure and Table 2. They include capital improvements projects related to utility systems, public transit, streetscape improvements, roadway improvements, open space, and building foundations.

The design and construction of the key roadway segments proposed in the Strategic Plan are vital early actions essential to ensure efficient coordination with the CA/T project design and construction sequence and to define development parcels. Among others this includes: realigning D Street to create the D Street couplet; the extension of Congress Street; construction of the Connector Road; and other secondary roadway improvements.

Early investments in public open space are also important to establish the quality of the physical environment early in the redevelopment process for Commonwealth Flats. This includes Massport's 1.2-acre Seaport Square Park on the harborfront along D Street which dramatically expands the open space currently under construction by Fidelity adjacent to the East Office building (Eastport Park).

Development Projects

Parcel F-1 and F-2 Development

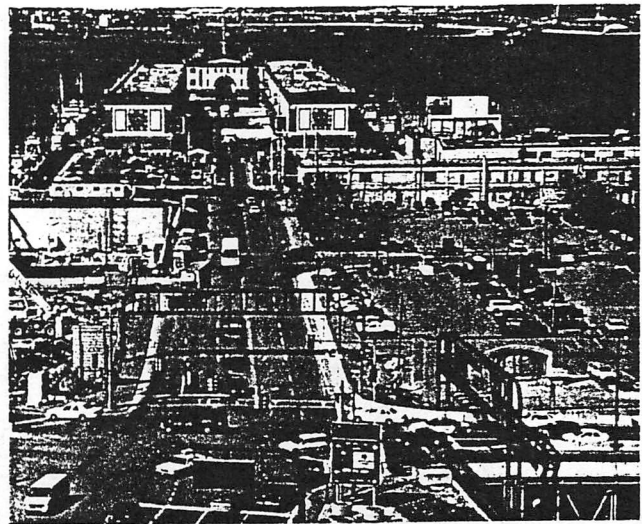
Parcel F (470,000-square foot office building, up to 450 hotel rooms, approximately 100 rental apartments, and supporting retail and restaurant uses) reinforces Massport's mixed-use plans for the district. As a catalyst project it has already attracted new development interests and new sources of private capital which strengthen the credibility of the district to a broader range of potential investors. The office building is scheduled to open by the spring of 2003, and the hotel / residential component is currently scheduled to open by the fall of 2003.

Residential Development East of D Street

An initial phase of rental housing is planned east of D Street on parcels G and J of approximately 400 to 450 units. Massport is currently assessing the feasibility of market rate housing in a mid-rise configuration on these parcels. The current market for rental housing is extremely strong and housing plays an important role in establishing the vitality and attractiveness of the area to a wide range of other uses (hotel and office in particular). Furthermore, Massport acknowledges that housing development is a priority of the BRA's South Boston Waterfront Public Realm Plan. Parcels G and J will provide the housing as part of a mixed use development (housing starting on the second floor above retail and restaurant uses) and will include design features (soundproof construction, setbacks from streets) in order to minimize potential conflicts with truck routes.

A New Seafood Processing Building

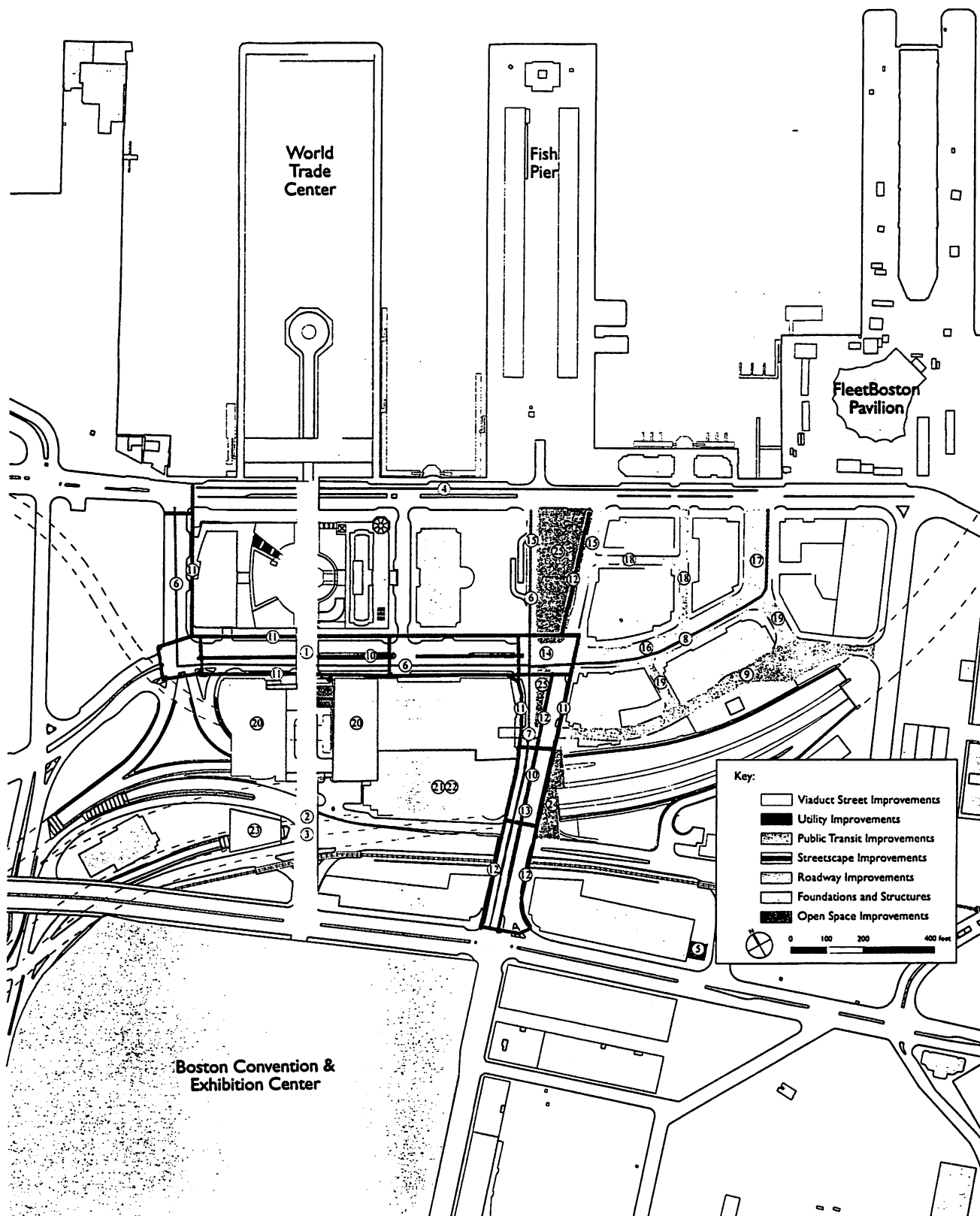
As part of Massport's development initiatives related to but beyond Commonwealth Flats, an initial phase (65,000 ft²) of modern seafood processing space will be built on the Massport Marine Terminal located within the Boston Marine Industrial Park. The project broke ground early in 2000 and will be in operation later this year. It will provide much needed capacity for displaced seafood processing businesses and expand upon the adjacent New Boston Seafood Center in the Boston Marine Industrial Park.



Development of Parcel F-1 (office) and Parcel F-2 (hotel/residential), both expected to open in 2003, will be early projects in the area of mixed-use development Massport proposes east of D Street.



Massport proposes expanding the emerging seafood processing district in the BMIP, including state-of-the-art facilities and possibly a new auction facility.



Summary of Massport's Commonwealth Flats investments.

Table 2. Massport's Commonwealth Flats Infrastructure Investments

Capital Improvement Project	Project Description	Purpose/Benefit	Project Date/Trigger	Estimated Cost (1999 dollars)	Responsible Parties
<i>Viaduct Street Improvements</i>					
① Viaduct Street Reconstruction	Reconstruct and realign the former elevated Viaduct Street between the Seaport Hotel and Summer Street	Reconnect vehicular and pedestrian access to the upper level of the World Trade Center to/from Summer Street linking WTC; WTC Transitway Station; Massport development Parcels C, D-1, and D-2; and the future BCEC	1999-2001	\$2,600,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
② Viaduct Street Sidewalks	Design and construct widened sidewalks along the reconstructed Viaduct Street	Provide an improved pedestrian system serving the WTC; the Transitway; Massport development Parcels C, D-1, and D-2; and the future BCEC	1999-2001	\$150,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
③ Viaduct Street Structural Steel	Design and fabricate reinforcements to the structural steel of the elevated Viaduct Street bridge	Enable potential future installation of a covered walkway between the WTC Transitway Station, Summer Street, and the BCEC to enhance pedestrian system	1999-2001	\$15,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
<i>Utility Improvements</i>					
④ Northern Avenue Sewer Line	Design and construct a section of 18-inch diameter sanitary sewer line in Northern Avenue between B Street and Trilling Way	Provide sanitary sewer service capacity to serve Massport development in the Commonwealth Flats Development Area	1985	\$2,600,000	Funding: Massport Design: Massport Construction: Massport
⑤ Summer Street Pump Station	Design and construct a sanitary sewer pump station along Summer Street	Provide sanitary sewer service capacity to Massport development parcels in the Commonwealth Flats Development Area and improve district-wide network	1985	\$1,700,000	Funding: Massport Design: Massport Construction: Massport
⑥ B, D, and Congress Street Utilities	Design and construct a full complement of utilities in B Street between Northern Avenue and Congress Street, D Street between Northern Avenue and Summer Street, and Congress Street between B and D Streets.	Provide utility service capacity to Massport development parcels in the Commonwealth Flats Development Area and improve district-wide network	1997-1998	\$1,000,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑦ D Street Telecommunications Duct Bank	Design and construct a telecommunications duct bank in D Street between Congress and Summer Streets	Provide telecommunications service capacity to Massport development parcels in the Commonwealth Flats Development Area and improve district-wide network	2000-2003	\$300,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑧ Congress Street Telecommunications Duct Bank	Design and construct a telecommunications duct bank in the extension of Congress Street east of D Street	Provide telecommunications service capacity to Massport development parcels in the Commonwealth Flats Development Area east of D Street	Timed to meet the needs of development on Massport parcels east of D Street	\$300,000	Funding: Massport Design: Massport Construction: Massport

Table 2. Massport's Commonwealth Flats Infrastructure Investments (continued)

Capital Improvement Project	Project Description	Purpose/Benefit	Project Date/Trigger	Estimated Cost (1999 dollars)	Responsible Parties
Public Transit Improvements					
⑨ Transitway Connector Road	Design and construct a road between D Street and the Massport Haul Road	Provide a more efficient route for MBTA South Boston Piers Transitway/AITC vehicles to cross D Street; meet vehicle turn-around and other operational needs; and provide an additional stop serving Massport's future development in the area east of D Street	2000-2001	\$4,200,000	Funding: Massport Design: Massport and MBTA Construction: Massport
Streetscape Improvements					
⑩ Raised Medians on Congress and D Streets	Design and construct raised medians on Congress and D Streets	Improve traffic flow and pedestrian conditions on Massport Streets within the Commonwealth Flats Development Area	2002-2003	\$300,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑪ Upgraded Sidewalk and Crosswalk Pavers on B, Congress, and D Streets	Install concrete pavers for sidewalks and crosswalks along B, Congress, and D Streets on Massport property	Improve the pedestrian conditions and overall streetscape design on Massport Streets within the Commonwealth Flats Development Area	2002-2003	\$600,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑫ D Street Lighting Improvements	Design and fabricate a distinctive lighting fixture along D Street between Congress and Summer Streets	Improve the pedestrian environment of this important connection to the waterfront	2002-2003	\$200,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑬ D Street Bridge Widening	Investment in widening of D Street Bridge between Congress and Summer Streets	Enable wider sidewalks and a center raised median for traffic control	2002-2003	\$200,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
Roadway Improvements					
⑭ Congress and D Street Four-Way Intersection	Design and construct a four-way intersection at Congress and D Streets (in lieu of a three-way intersection)	Accommodate the D Street couplet roadway design and Seaport Square Park	2001-2002	\$500,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
⑮ D Street Couplet	Design and construction of D Street couplet roadway design	Improve traffic flow, create the parcels for Seaport Square Park	Timed to meet the needs of development on Massport parcels east of D Street	\$1,000,000	Funding: Massport Design: Massport Construction: Massport
⑯ Congress Street Extension, Phase I	Design and construct the east-west portion of Congress Street Extension from D Street to the north-south segment of existing Trilling Way	Improve traffic conditions, establish finer-scale parcelization, create a boulevard median in the area of existing Trilling Way, and terminate Congress Street at the waterfront	Timed to meet the needs of development on Massport parcels east of D Street	\$1,500,000	Funding: Massport or Developers Design: Massport Construction: Massport or Developers
⑰ Congress Street Extension, Phase II	Design and construct the north-south section of Congress Street Extension and build an open space square	Reconstruct north-south Trilling Way to create an open space square and terminate Congress Street at the water's edge	Timed to meet the needs of development on Massport parcels east of D Street	\$1,400,000	Funding: Massport or Developers Design: Massport Construction: Massport or Developers

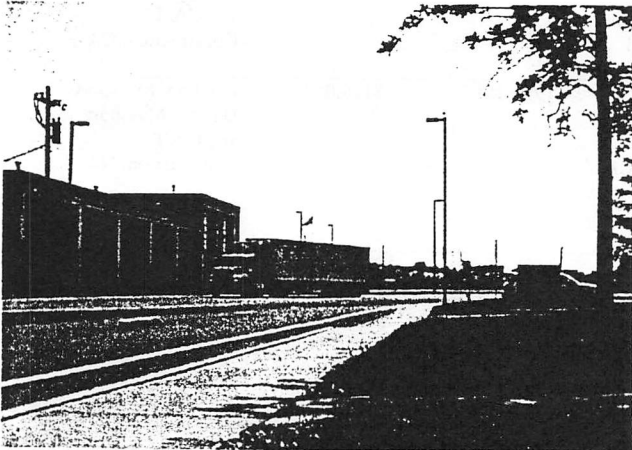
Table 2. Massport's Commonwealth Flats Infrastructure Investments (continued)

Capital Improvement Project	Project Description	Purpose/Benefit	Project Date/Trigger	Estimated Cost (1999 dollars)	Responsible Parties
Roadway Improvements (Continued)					
⑮ Market Street and New Fish Pier Road	Design and construct local streets in the area east of D Street	Create finer-scale parcelization, provide service access, and establish new pedestrian corridors to the waterfront	Timed to meet the needs of development on Massport parcels east of D Street	\$1,200,000	Funding: Massport or Developers Design: Massport Construction: Massport or Developers
⑯ East and West Cross Streets	Design and construct local street connections between the proposed Congress Street extension and the Connector Road	Provide access to Massport development parcels and link pedestrians in the area east of D Street to the MBTA Transitway stop on Connector Road	Timed to meet the needs of development on Massport parcels east of D Street	\$750,000	Funding: Massport or Developers Design: Massport Construction: Massport or Developers
Foundations and Structures					
⑳ Foundations for Parcel A-2 and C-1	Design and early construction of slurry wall foundation elements for Parcels A-2 and C-1	Support future air-rights construction on Massport Parcels A-2 and C-1, over the I-90 ramps in this area and improve urban design character	1998-1999	\$2,600,000	Funding: Massport Design: Massport Construction: CA/T
㉑ Air-Rights Garage Design	Design an air-rights garage over the I-90 main line north of the Massport Haul Road between D and Viaduct Streets	Early design of the garage to facilitate the design and construction of reinforced foundations as part of the CA/T Project to allow efficient future use of air-rights over the I-90 main line	1990-1992	\$150,000	Funding: Massport Design: Massport and CA/T Construction: NA
㉒ Air-Rights Garage Foundations	Design and construct foundations to support a future Massport garage to be constructed in air-rights over the I-90 main line north of the Massport Haul Road between D and Viaduct Streets	Build early reinforced foundations as part of the CA/T Project to allow efficient future use of air-rights over the I-90 main line	1998-1999	\$150,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
㉓ Parcel D-1 Engineering Study	Engineering evaluation to assess the foundation requirement for development on this small parcel located across from the BCEC site in air-rights over the I-90 main line and access ramps	Facilitate future air-rights development on Parcel D-1 to improve urban design character along Viaduct Street in the vicinity of the BCEC	Timed to meet the needs of development on Massport Parcel D-1	\$150,000	Funding: Massport Design: Massport and CA/T Construction: NA
Open Space Improvements					
㉔ Portal Park	Design and construct improvements to "Portal Park" along the eastern side of D Street between Congress and Summer Streets	Provide a better pedestrian environment and overall urban design along D Street in this area	2002-2003	\$300,000	Funding: Massport Design: Massport and CA/T Construction: CA/T
㉕ Massport South Boston Waterfront Park	Design and construct a 1.2-acre public open space on Massport property along D Street between the South Boston Transitway and Northern Avenue	Create a public waterfront destination within and provide a significant amenity for the community and Massport's adjacent development parcels	Timed to meet the needs of development on Massport parcels east of D Street	\$3,000,000	Funding: Massport Design: Massport Construction: Massport

Preserve and Strengthen the Port

Transitional Use along the Massport Haul Road

Massport has included in the Strategic Plan a commitment to implement development along the Massport Haul Road that acts as a transition and buffer between the working port activities to the east and the emerging commercial mixed-use district to the west. Massport, along with the port industries, truckers and other advocates are concerned that adequate protection and accommodation of truck routes is provided by addressing basic land use compatibility. In response, the Plan does not propose housing as an acceptable use adjacent to the Massport Haul Road (Parcels K-2, D-1, D-2 and D-3). Further, the Plan recommends that uses such as structured parking, public service, district maintenance operations, and upper-floor office be considered within the mix of uses in the transition area on Parcel K-2. Solidifying this proposal is an important early action for development in the area east of D Street.



Massport proposes to locate transitional uses along the Massport Haul Road to buffer this priority truck route.



New truck route connections and other improvements are possible along E Street south of Summer Street.

Truck Route Improvements

Massport will continue to advocate with other agencies for improvements to priority truck routes, many of which are beyond the Authority's ownership. A primary objective is creating better links between maritime and industrial areas and the Massport Haul Road and South Boston Bypass Road. Key truck route improvements include: construction of a dedicated haul road serving Conley Terminal; improvements to Cypher Street as a temporary connection to the South Boston Bypass Road during construction of the BCEC (or a suitable alternative south of Summer Street); and new connections between the Massport Haul Road and BMIP.

Environmental Permitting

Massachusetts Environmental Policy Act (MEPA)

Massport has initiated a voluntary state environmental permitting process under the Massachusetts Environmental Policy Act (MEPA) that includes an assessment of the *Commonwealth Flats Strategic Plan* development program (referred to as the *Commonwealth Flats Development Area Special Procedure and Environmental Impact Report*). This will accomplish three basic objectives:

- First, it provides a comprehensive impact assessment of Massport's long-range development plans in Commonwealth Flats which benefits the South Boston community, the reviewing public, the regulating agencies, the City of Boston, and the political leaders in their planning and deliberations for the South Boston Waterfront.
- Second, it provides the requisite development and infrastructure context for Parcel F and other individual development projects to proceed with their own permitting processes.
- Third, it provides Massport's overall development program with standing with MEPA and other regulatory agencies, requiring subsequent development proposals by others in the South Boston Waterfront area to acknowledge and include the Massport development program in their analyses.

Massport submitted the *Commonwealth Flats Development Area Draft Environment Impact Report* to MEPA in January 2000 and is in the process of preparing the Final Environmental Impact Report.

Chapter 91 Tidelands

A portion of the Commonwealth Flats development area also falls within the jurisdiction of Chapter 91 Tidelands regulations. Massport has initiated negotiations of a Memorandum of Understanding with the Department of Environmental Protection (DEP) to codify the process and criteria for project approvals with the Commonwealth Flats Strategic Plan as the foundation document. Concurrently, Massport is participating in the Harbor Planning Advisory Committee established by the Boston Redevelopment Authority to assist in the development of the South Boston Municipal Harbor Plan to communicate Massport's plan and ensure planning and policy matters are well coordinated throughout the South Boston Waterfront.

Conclusion

The Commonwealth Flats Strategic Plan has established a number of priority initiatives that are critical to establishing a vibrant mix of uses on Massport's commercial development properties in South Boston. Together, this Strategic Plan and Massport's Commonwealth Flats Environmental Impact Report filings provide the policy, physical planning and technical foundation for review of individual commercial development projects. Most importantly, the net revenues received by Massport from the commercial and residential development described in this Plan will be one of the principal economic resources that the Authority can use to finance additional maritime improvements and operations. As identified in the Introduction to the Plan, operation of the Port of Boston is a primary responsibility of the Authority and the Authority must utilize all its assets to generate revenues to support the operation of and reinvestment in the Port of Boston.



Massport East Boston Waterfront

STRATEGIC PLAN



Massachusetts Port Authority

Planning and Development Department
December 1999

I. INTRODUCTION

This report is the result of a yearlong planning effort to develop an overarching strategy for the future use of Massport's waterfront properties located along Marginal Street in East Boston. The planning process provided a comprehensive approach to land use, infrastructure and implementation issues associated with the East Boston Piers, Marina and Shipyard areas. The process created a framework for Massport to pursue development opportunities consistent with Massport's mission, regulatory guidelines, and community goals.

This strategic planning effort was prompted by several compelling events and concurrent planning processes. The first was Massport's commitment to proceed with a design process for a Phase II of the East Boston Piers Park in accordance with Legislation enacted in the early 1990s. In addition, the Boston Redevelopment Authority was actively engaged in a master planning effort for all of East Boston, and a number of significant initiatives for green space, transit station reconstruction, and general neighborhood were moving forward. Perhaps most importantly, many members of the East Boston residential and business community expressed a strong interest in redeveloping and upgrading the waterfront.

As a result, Massport proceeded with a public planning effort that focused on three primary goals. First was to promote a more intensive and appropriate use of Massport's properties balancing Massport's maritime mission and state regulations promoting water-dependent uses, community goals of uses compatible with the adjacent residential neighborhood, and Massport's requirement to generate income from property redevelopment to help support its maritime activities. Second was to insure compatibility between the Phase II Park design and its context of potential development on Massport's surrounding property. Third was to provide a parallel and cooperative planning effort with the City's master plan, which would integrate Massport's efforts with plans and initiatives for surrounding areas.

The planning process was conducted by Massport, in concert with a multidisciplinary consulting team led by The Cecil Group, Inc. and with the East Boston community and other engaged parties such as the Boston Redevelopment Authority. This report outlines the work performed by and incorporates recommendations proposed by the consultant team.* Their comprehensive and thoughtful approach to the public process and thorough analysis of the important issues related to a potential redevelopment program has resulted in a strategic planning document which offers insight and guidance to the Authority as it moves forward in a Requests for Qualifications process for development and new operations for Pier 1, the Marina and the Shipyard.

The first task of the planning team was to establish an inventory of information to be used throughout the planning process. A summary of this information, which includes site conditions and a description of several planning activities surrounding the site, is presented in Sections II and III. Site Description and Site Context. The second task was to identify potential uses that could be considered for the development of each parcel within the project area. The consultant team examined and analyzed several different combinations of uses, location on the site, density or intensity of use, parking requirements and other planning considerations. Section IV. Program Alternatives Analysis, provides a summary of these analyses and explorations.

As a result of the study of program alternatives, an illustrative development program has evolved through review and discussions with Massport and the community. This potential development program combines a range of uses.

* The project team included The Cecil Group; Parsons, Brinckerhoff, Quade and Douglas, Inc.; Bonz/REA, Inc.; Carol R. Johnson Associates, Inc.; Anne Meyers Associates; Urban Harbors Institute; and Navigistics Consulting.

originally envisioned by the community, that were found to be the best and highest uses for the study area through a process of analysis and evaluation of program alternatives. Section V of this report describes the illustrative development program.

A keystone of Massport's East Boston waterfront properties is the development of Piers Park Phase II, a 4-acre addition to the award winning East Boston Piers Park. Part of the strategic planning effort was to create a conceptual design for the Phase II site that complemented and enhanced the overall program for the area. The East Boston Piers Project Advisory Committee (PAC), created by legislation to oversee the park planning and design, actively participated in park planning and design. Section VI, Phase II Park, provides a description of the planning considerations and conceptual design for the park.

The planning team created Design Guidelines, described in Section VII, from the development program analysis and park conceptual design. These design and development guidelines establish use and site organization principles derived from the process of analysis and interaction with Massport and the community, and will be used to guide future redevelopment of the site in terms of physical organization and urban design considerations.

At the foundation of the planning effort was an extensive community participation process. This approach involved the participation of citizens in a series of public meetings to ensure collaboration with the community at every stage of the planning process. Section VIII contains a summary of these public meetings.



Port of Boston
Economic
Development
Plan

Executive Summary

March 1996

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INTRODUCTION AND SUMMARY

Bostonians have always drawn sustenance from the sea and its maritime industries. The shore has historically been a threshold, not a boundary. Industries such as fishing, shipbuilding, and maritime trade have brought prosperity to New England for over 300 years. In that time, the Port of Boston has risen to the challenge of providing the means to capture maritime industry and create jobs for Bostonians: the Long Wharf in the 1700s, the clipper shipyards in the 1800s, the busy wartime drydocks, and today's container terminals and deep draft shipping channels. Drawing on a heritage of ingenuity and a talent for spotting opportunity on the sea's horizon, the Port has sustained the region's vitality — earning its reputation many times over as a world-class port.

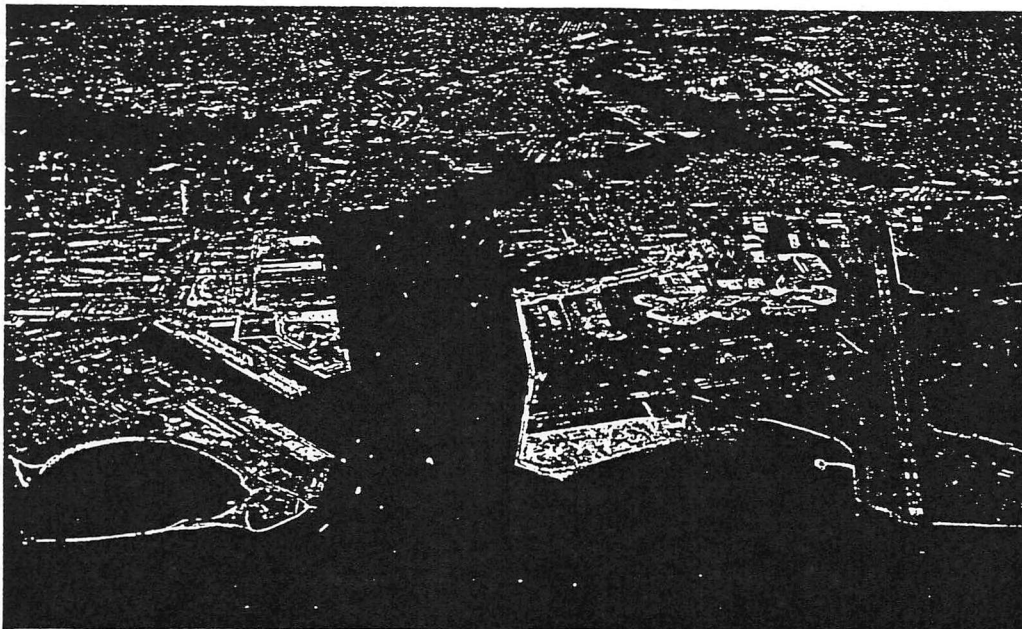
Today, the Port of Boston handles more than \$8 billion worth of goods flowing in and out of New England. Its industries employ over 9,000 people. It boasts extraordinary commerce: the world's largest cruise vessels; giant oil tankers and container ships; sailboats, tugboats, water taxis, and fishing boats. On its docks, workers handle goods that New Englanders make or use every day.

As the 21st century approaches, markets, industries and modes of transportation are all changing, creating a demand for the Port to reinvent

itself to remain competitive. Perhaps the biggest challenge and opportunity for the Port is the changing global economy itself. As new markets open along the Southern Pacific rim, a new trade route is developing transiting the Indian Ocean, passing through the Suez Canal, and leading directly to ports on the United States east coast. Boston must take bold steps to attract carriers using the new trade route. Huge container vessels — three football fields long carrying over 4,000 truck containers — are the standard. To compete for their trade, Boston must provide deeper water, specialized services, modern terminal facilities, and efficient container transfer between ship and rail.

Moreover, new infrastructure improvements — the Central Artery, Ted Williams Tunnel, and new interstate highway connections — present a once-in-a-generation opportunity. A new transportation network will link port industries directly to all modes of freight and passenger transportation, a true competitive advantage on which Boston will capitalize.

Planning for the future, responding to the changing marketplace, reinventing itself to take advantage of opportunity, seizing advantages — this is the heart of Boston's great seaport tradition.

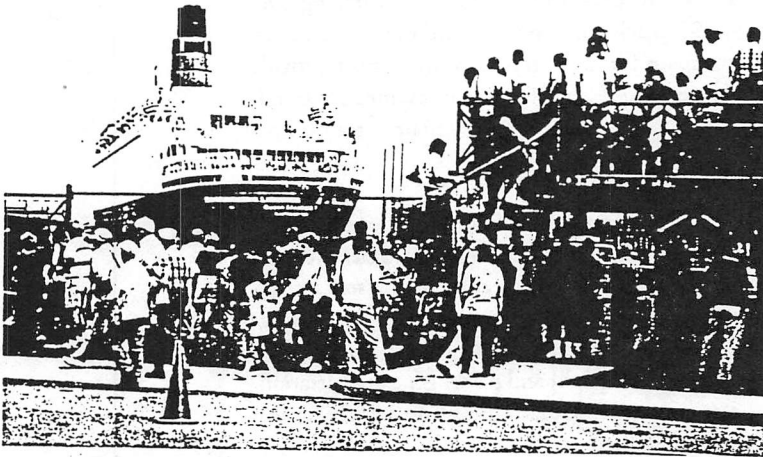


Aerial View of the
Port of Boston

photo: Aerial Photos International, Inc.

The Port of Boston Economic Development Plan

In the spirit of that tradition, Mayor Thomas Menino and Governor William Weld have seized on an opportunity to chart the Port's future. They asked the Boston Redevelopment Authority/Economic Development and Industrial Corporation (BRA/EDIC) and the Massachusetts Port Authority (Massport) to join forces to create The Port of Boston Economic Development Plan, a plan to make the Port more competitive in the global marketplace and benefit all who live, work and visit at Boston's harborside.



Queen Elizabeth II at
Drydock no. 3

The staffs of both authorities developed a mission statement and set of goals. They met with the residents of the port communities that are the subject of the Plan — South Boston, Charlestown and East Boston — to present the mission and discuss strategy. The agencies also held workshops with community representatives and industry groups to craft the economic development strategy.

Objectives of the Plan

The Plan's goals are clear:

■ *Promote and encourage the development of the seaport economy.* The vitality of the seaport economy, particularly shipping, affects the region's economic competitiveness in terms of the cost of doing business and the price of consumer goods. For local businesses, expanding markets by exporting is one of the chief available means of economic growth and job creation.

■ *Maintain maritime jobs and preserve essential port properties for active maritime industrial uses.* The seaport economy is a source of good-paying industrial jobs — over 9,000 — at all skill and education levels that are important to Bostonians who have a long tradition of participation in port industries. Seaport industries require properties with certain key characteristics — access to deep draft channels, rail and highway access, and substantial backland — that should be reserved for industrial uses.

■ *Provide the waterside and landside public infrastructure to support the future growth of the industrial seaport.* Boston's maritime infrastructure — drydocks, piers, bulkheads, shipping channels, rail heads — represents an enormous public investment in the seaport. Such specialized infrastructure is critical to the growth of the seaport economy. It must be upgraded and modernized to anticipate changing technologies and markets, so that Boston can compete with other Atlantic Coast ports for a greater share of maritime industrial activity. The Boston Harbor Navigation Improvement Project and implementation of doublestack rail to Beacon Park Yard are critical to our maritime infrastructure.

In recognition of the larger economic fabric of the City and region within which the Port of Boston operates, two additional objectives were also identified for the study:

■ *Promote the Port as a component of the Boston tourist trade.* While the destination value of Boston's commercial waterfront is readily apparent, not so apparent are opportunities for tourism and public access related to the industrial activities of the seaport. Strategically located points of interest, historical attractions, and outdoor markets create a greater synergy between the industrial port and the commercial economy, while ocean cruising, charters, and water transit create opportunities for more people to enjoy the water and access waterfront destinations.

■ *Redevelop appropriate portions of the Port for a mixed harborwide economy.* With technological and market-driven changes in the seaport economy, the water and landside needs of seaport industries also change. Today, new standards in vessel size, container movement, and backland requirements have rendered some sites obsolete for maritime industrial activity. These properties should be reprogrammed for a mix of other uses.

Port of Boston Economic Development Strategy

Boston has vibrant and successful port industries. Our research indicates that many have tremendous growth potential. This Plan determined actions that the Commonwealth, the City of Boston, and Massport can take to bring the Port into the 21st century and provide the environment for economic growth. The industries that were analyzed as part of the Plan are summarized below.

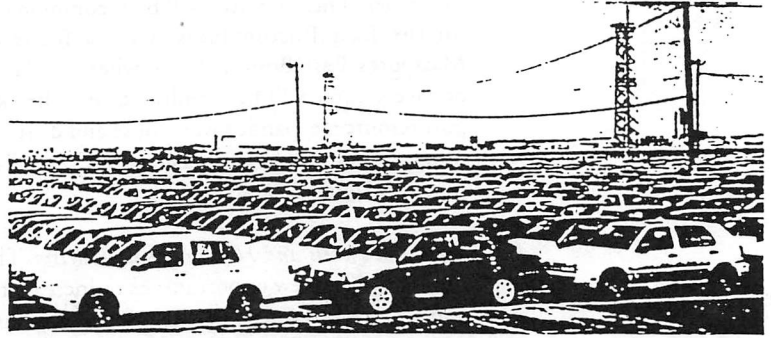
■ *Cargo Shipment.* The backbone of the seaport economy is the trade in commodities that move over land and sea. To enhance the Port of Boston's competitive position, Massport is introducing a new system for cargo handling in Boston. Massport's Marine Terminal Optimization Program will create specialized, highly efficient cargo terminals on the harbor.

— *Containerized cargo* will be handled exclusively at Conley Terminal in South Boston. With its depth, post-panamax cranes, and close seaward access, Conley Terminal can handle the next generation of deeper, wider and taller container ships.

— *Automobiles* will be handled at Moran Terminal and the Mystic Piers in Charlestown, where Massport will create Boston Autoport, a specialized facility for the transshipment and processing of import and export autos. On-dock rail access gives Moran Terminal the potential for rail distribution of autos throughout North America.

— *Dry bulk cargo* will be handled at Medford Street Terminal in Charlestown, home of the former Revere Sugar and Somerville Lumber properties.

■ *Petroleum and Other Liquid Cargo.* Nearly all of the metropolitan region's home heating oil and gasoline supply comes through the Port of Boston, half of which traverses the Chelsea Creek corridor, which is severely constrained from a navigational standpoint. The Chelsea Street Bridge, identified as one of the most significant navigational restrictions in the northeast, must be replaced. The City of Boston has commissioned a design of a replacement bridge with greater clearances. Chelsea Creek also requires dredging to provide increased draft to accommodate newer OPA90-compliant tankers. These improvements



will make Chelsea Creek access deeper, wider and taller, and above all, safer.

Imported Volkswagens
at Port of Boston

■ *Cruise Industry.* One of the brightest spots in the port economy is the oceangoing cruise industry, which is expected to double in size over the next ten years. With the increase in cruise traffic, an additional berth will be activated for cruise ships at the nearby Massport Marine Terminal north jetty where cruise ships are visually and physically closer to the downtown and the growing Fort Point commercial economy. The growth of the cruise ship industry offers local residents and visitors opportunities for greater access to cruise travel and provides economic benefits to our retail, hotel and restaurant industries.

■ *Seafood Processing.* While the decline of the New England groundfish catch is well-known, the seafood processing and distribution sector, centered in South Boston, continues to thrive, in large part because of the industry's expertise in sourcing supplies worldwide and selling to diverse international markets. However, many of these firms face displacement by construction projects or will require new facilities to meet upcoming federal regulations. The City of Boston and Massport, through this Plan, are creating a new Seafood District at the Marine Industrial Park with expansion space on the adjacent Massport Marine Terminal. Up to 300,000 square feet of new facilities are planned. To provide another local source of fish supply, aquaculture development in the Port will also be pursued.

■ *Ship Repair.* The Port of Boston has excellent ship repair facilities, particularly Drydocks No. 3 and No. 4 in South Boston, a legacy from its role in naval shipbuilding. The City and Massport are working closely together to keep these assets busy and in good working order.

■ *Marine Service and Support.* A working seaport depends on a complex system of services that sup-

port the day-to-day operations of basic seaport industries. These services will be accommodated on the East Boston Piers, with a focus on Massport's East Boston Pier 1 where a Marine Service Center will be established. Another key port resource, expanded warehouse and distribution facilities, will be located close to Conley Terminal in South Boston.

■ **Public Access and Harbor-Based Tourism.** This Plan identifies new opportunities to increase the public's access to and enjoyment of the waterfront, a longstanding City of Boston policy under the Harborpark Program and an important policy goal of Massport. *The Cultural Loop: Boat by Boat*, a new water transit service linking Boston's cultural waterfront attractions, was initiated and funded by the City of Boston and Massport in the summer of 1995. The City and Massport are assessing the feasibility of supporting the siting of a *Maritime Museum* on the East Boston waterfront as part of a Maritime District extending from Central Square to Porzio Park. A new pedestrian entry and interpretative walk are being designed at the *Boston Fish Pier* where visitors will observe the seafood industry firsthand. A new *Fresh Seafood Market* at the Boston Fish Pier is planned for residents to shop for fresh fish year-round, creating a festive center of activity for residents and tourists along Old Northern Avenue. Massport and the City are promoting Port of Boston facilities for *Charter Sail and Motor Yacht Excursions*, including development of a schooner cruise industry centered on the East Boston waterfront.

Major Implementation Strategies

The Plan consists of a number of action steps to be taken by Massport and the BRA/EDIC or recommended to other agencies. Priority actions are listed below by geographical area of the Port.

Harborwide

1. Dredge Boston Harbor, the Reserved Channel, and Mystic River to 40 feet, Conley Terminal berths to 45 feet, and Chelsea Creek to 38 feet to handle the next generation of oceangoing ships.
2. Make Boston an intermodal gateway to inland North America with doublestack rail.
3. Implement Massport's Marine Terminal Optimization Program for more efficient and cost effective cargo handling.

4. Build a water transit system that unites Boston's waterfront destinations.
5. Expand the pedestrian access system throughout the waterfront.
6. Create aquaculture reserve zones to build a new industry.
7. Preserve critical marine industrial areas of the working waterfront.

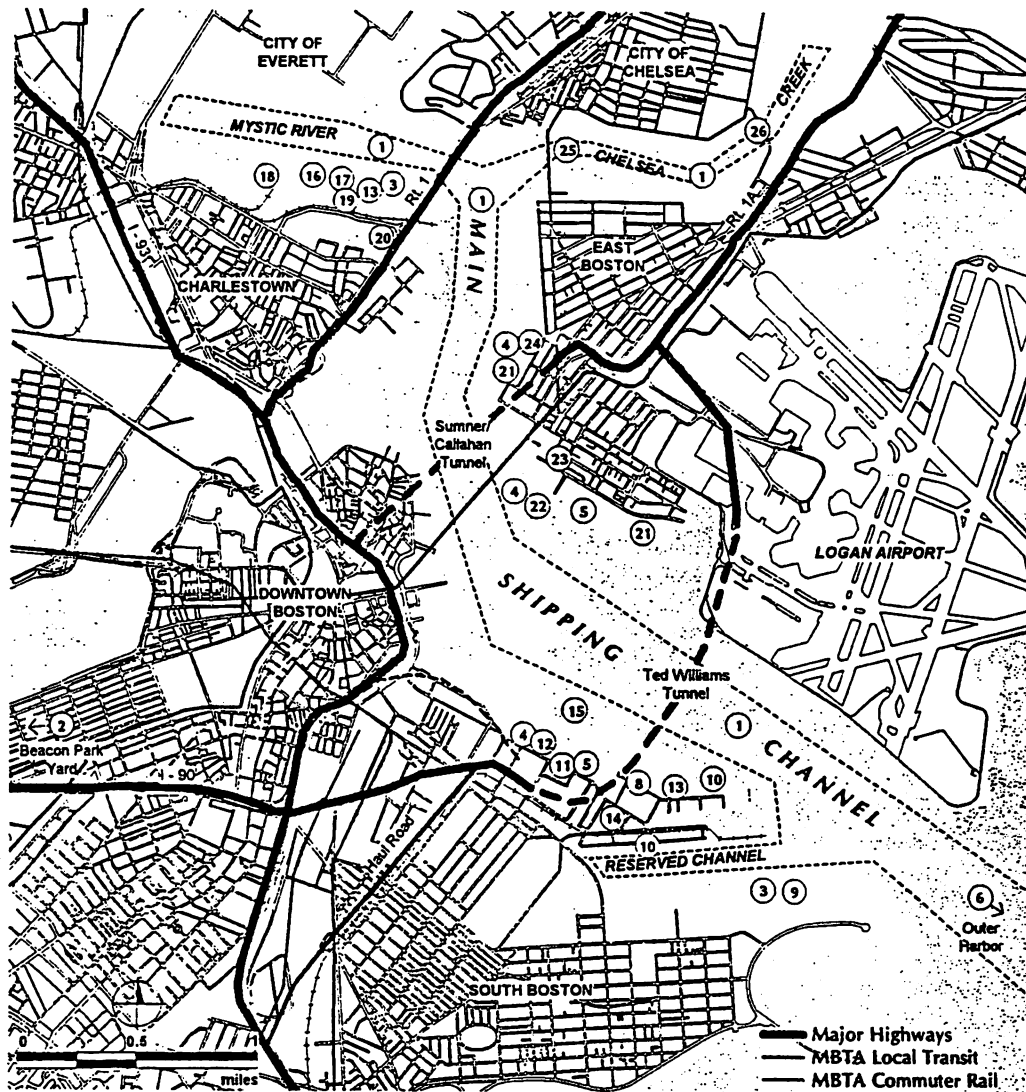
South Boston

8. Maintain the preeminence of Boston's seafood industry with a new Seafood District.
9. Consolidate all container handling operations at Conley Terminal and develop it into a world-class, highly competitive container port through upgrades and expansion.
10. Expand cruise ship activity through port improvements and marketing, and provide additional docking locations more accessible to downtown and Fort Point destinations.
11. Develop a transition zone at the Boston Fish Pier and Wharf 8 between the industrial port and commercial areas along Northern Avenue to protect the working port and promote tourism. Develop a Fresh Seafood Market and enhance pedestrian access to the Boston Fish Pier and waterfront.
12. Design a water transit terminal accessible to Northern Avenue at the World Trade Center/Boston Fish Pier to serve the Inner Harbor.
13. Give businesses a competitive advantage through an expanded Foreign Trade Zone.
14. Complete the Master Plan for the Marine Industrial Park over the next two months.
15. Promote the Port and its industries at the Exchange Building Presentation Center.

Charlestown

16. Create Boston Autoport, a dedicated, 21st-century facility for automobile handling, at Moran Terminal and the Mystic Piers.
17. Give Boston Autoport a competitive advantage with a Foreign Trade Zone designation.

PORT OF BOSTON ECONOMIC DEVELOPMENT PLAN **MAJOR IMPLEMENTATION STRATEGIES**



18. Create the Medford Street Terminal for bulk cargo handling.
19. Maintain on-dock rail access as a critical component of Boston Autoport and other maritime activity.
20. Expand the pedestrian access system to link residential areas to industrial areas and provide safe viewing areas overlooking the port.
- East Boston**
21. Create a Maritime District from Central Square to Porzio Park that would host a maritime museum, historic vessels, and schooner charters as well as marine service businesses and other commercial and mixed uses.
22. Support marine service businesses at the East Boston Piers with a particular focus on a Marine Service Center at Pier 1.
23. Facilitate the Conrail Corridor green space connection.
24. Strengthen the waterfront commercial district at Central Square.
25. Dredge Chelsea Creek to 38 feet to maintain deep draft access.
26. Rebuild Chelsea Street Bridge to improve navigation and safety in Chelsea Creek and to improve connecting landside access.

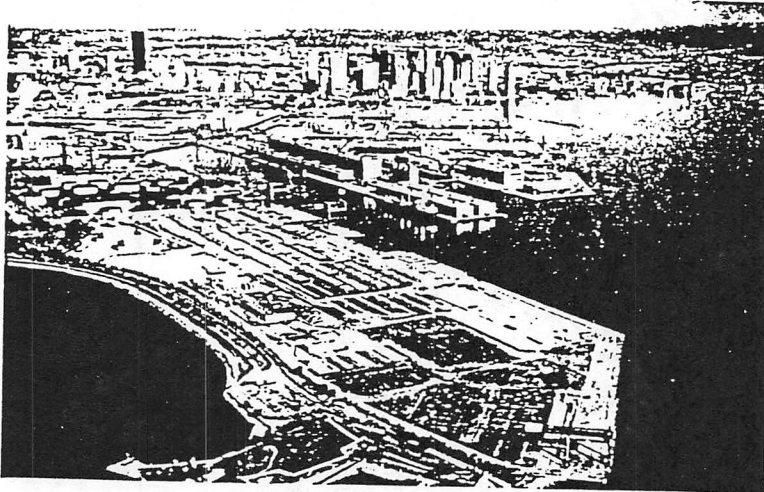
THE PORT AND ITS NEIGHBORHOODS

The Port of Boston is a 16-mile band of land and waterfront wrapped around the shipping channels of Chelsea Creek, the Mystic River, Boston Inner Harbor, and the Reserved Channel. While maritime industrial activity occurs throughout the harbor, there are areas within the City of Boston today that represent the future of the Port

activities have changed considerably. What remains unchanged is the Port's mission as an economic gateway to the world.

Today, the Port of Boston is New England's major seaport as well as a center of national and international shipping and commerce. The Port is a full-service industrial transportation hub serving the New England, upstate New York, U.S. midwest and eastern Canadian regions. Cargoes crossing Boston's docks include petroleum, liquefied natural gas, containerized cargo, autos, lumber, scrap metal, gypsum, electrical machinery and a wide array of consumer goods.

Boston's natural advantages as a port include direct access to the open ocean and a geographic position that places it one day's sailing closer to Europe and to Asia via the Suez Canal than other major U.S. ports. The Port of Boston gives Massachusetts importers and exporters a competitive edge through rapid service to and from ports worldwide.



South Boston Port Area

photo: Aerial Photos International, Inc.

because they possess the key qualities for seaport development:

- deep water channels,
- landside access to highway and rail networks, and
- large, appropriately zoned land areas.

The Port of Boston Economic Development Plan promotes specific areas within South Boston, Charlestown and East Boston. These areas feature maritime infrastructure such as drydocks, bulkheads and piers. Massport and the City of Boston hold substantial waterfront industrial properties that generate great economic and public benefit. In order to develop a complete picture of economic activities within the Port, areas other than these three City of Boston sub-areas are discussed from time to time, including waterfront industrial areas in Everett, Chelsea and Revere.

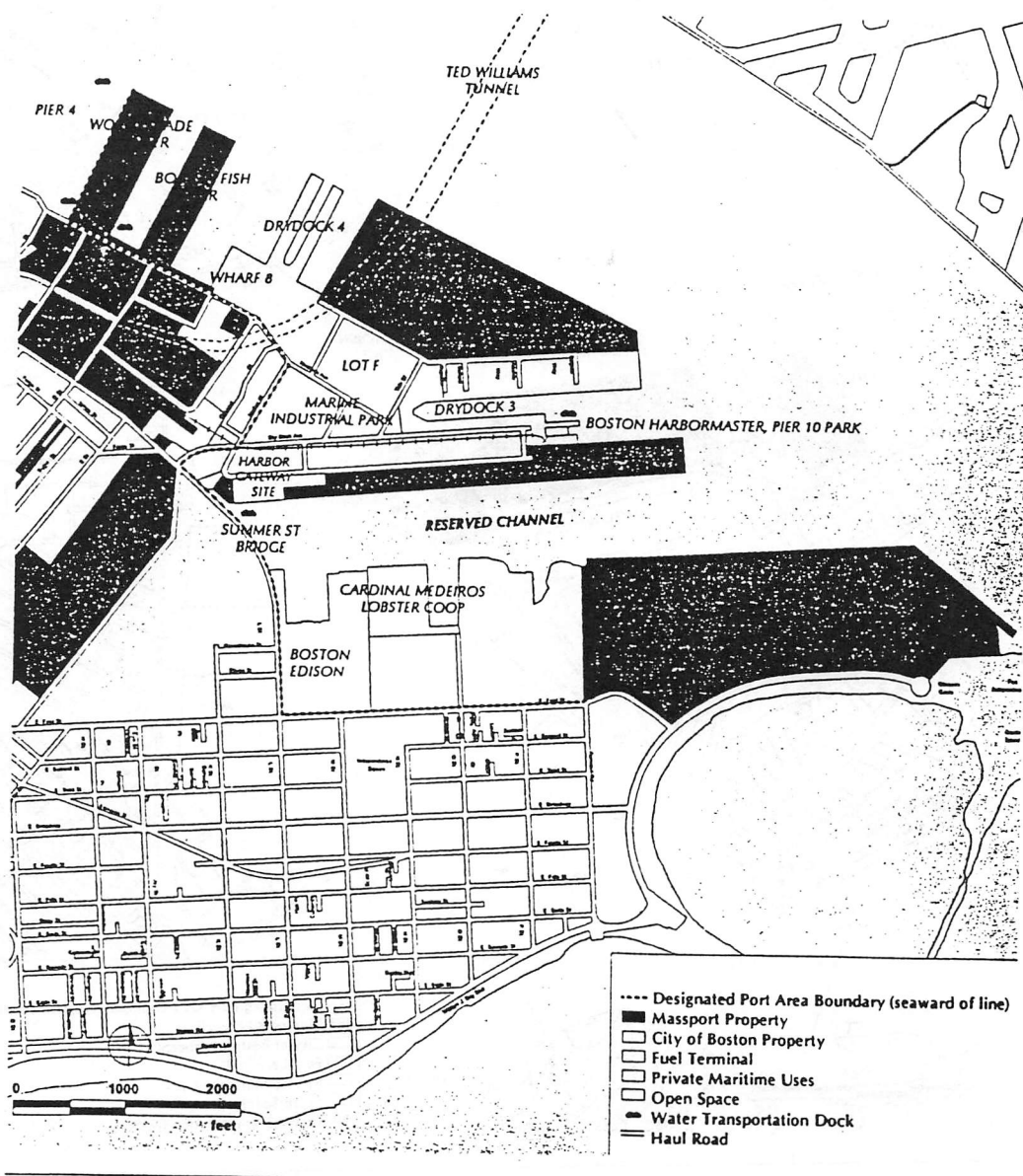
Established as a fishing and shipbuilding center, Boston Harbor has been one of America's most active seaports for over 300 years. During that time, the Port and the nature of its maritime ac-

The South Boston Port Area

The South Boston port area was created over the past 150 years by dredging and landfilling the Commonwealth Flats. It was developed for large-scale uses that required a waterfront location and were typically served by rail. A network of at-grade rail lines served the piers and warehouses, while viaducts carried wagon (and later truck) traffic above rail lines, allowing both rail and street traffic to operate at the same time.

Approximately 40 percent of Boston's seafood businesses can be found along Northern Avenue along with many of the area's tourist-oriented facilities. The City of Boston has made major investments in the Marine Industrial Park to house a wide variety of tenants. The Park, covering 191 acres, includes Drydocks No. 3 and 4 which are special assets to the Port of Boston. They are well-built, have direct access to the Main Ship Channel and are economically irreplaceable. The Marine Industrial Park also contains the Subaru auto processing facility, cement storage, the design center, seafood processing firms, and warehousing.

SOUTH BOSTON PORT AREA



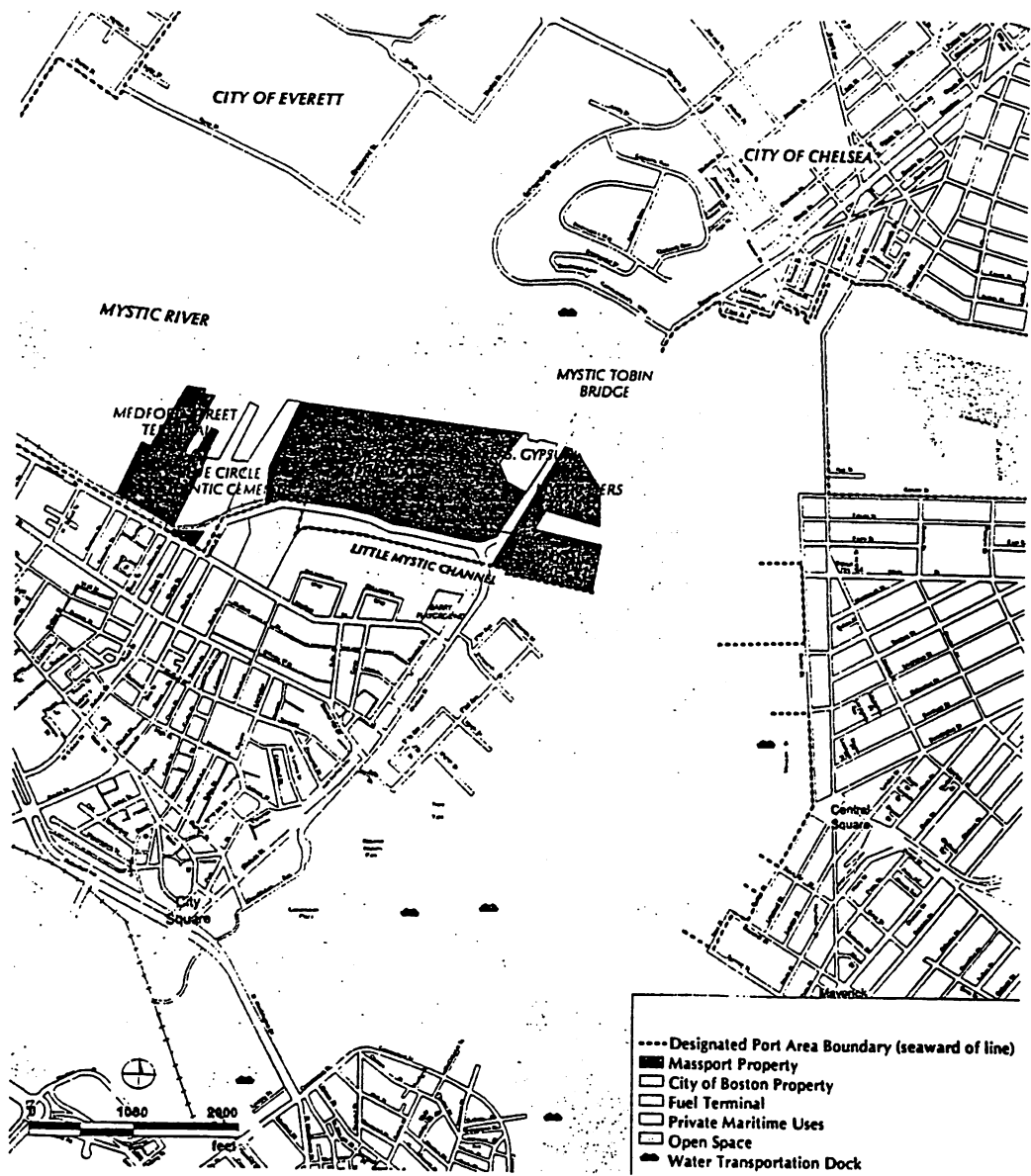
On the Reserved Channel is the Black Falcon Cruise Terminal which has the capacity to berth four cruise ships at its approximately 3,000-foot wharf. The 101-acre Conley Terminal represents a major investment by Massport to expand public container facilities within the Port of Boston. It has four active ship berths served by four post-panamax cranes which are among the largest on the U.S. east coast, giving Boston a competitive advantage in attracting the newer, larger ships anticipated on the North Atlantic by 2000. Buildings 117, 118 and 119 are cargo warehouses. Many activities that support the Port can be found in the Summer Street and West First Street industrial area, such as seafood companies, truck-

ing companies, freight forwarders, warehousing and distribution, and light industrial activities.

Transportation Infrastructure

Major infrastructure improvements have already begun to transform this area's transportation access dramatically. The influence of these transportation projects on the maritime economy of South Boston cannot be underestimated. By 2003, the South Boston waterfront will be fully connected to the interstate highway system. Truck routes serving the waterfront will be upgraded, producing shorter travel on local streets and greater trucking efficiency. These public infra-

CHARLESTOWN PORT AREA



structure projects will provide sufficient transportation capacity to support redevelopment in the Fort Point/Courthouse area.

■ The Central Artery/Tunnel (CA/T) Project, now under construction by the Massachusetts Highway Department (MHD), will have positive long-term impacts on the South Boston waterfront. The South Boston Haul Road — a dedicated artery for commercial vehicles between Congress Street and Interstate 93 — provides a direct route for trucks between the interstate highway system and the seaport.

■ The recently opened Ted Williams Tunnel, an Interstate 90 connection beneath Boston Harbor, dramatically improves truck access between South Boston and East Boston/Logan Airport. In 2003, the Tunnel and the South Boston waterfront will be connected to the interstate highway system via a link beneath Fort Point Channel.

■ The New Northern Avenue Bridge and New Northern Avenue have been constructed to improve connections between downtown and the South Boston waterfront. The Summer Street and Congress Street bridges over the Fort Point Chan-

nel and the Summer Street Bridge over the Reserved Channel will be rebuilt over the next several years to improve access.

■ The Massachusetts Bay Transportation Authority (MBTA) soon will begin construction on the South Boston Piers Transitway, a tunnel busway that will carry electric buses from South Station to the World Trade Center with a station accessible to the new Federal Courthouse.

Navigational Access

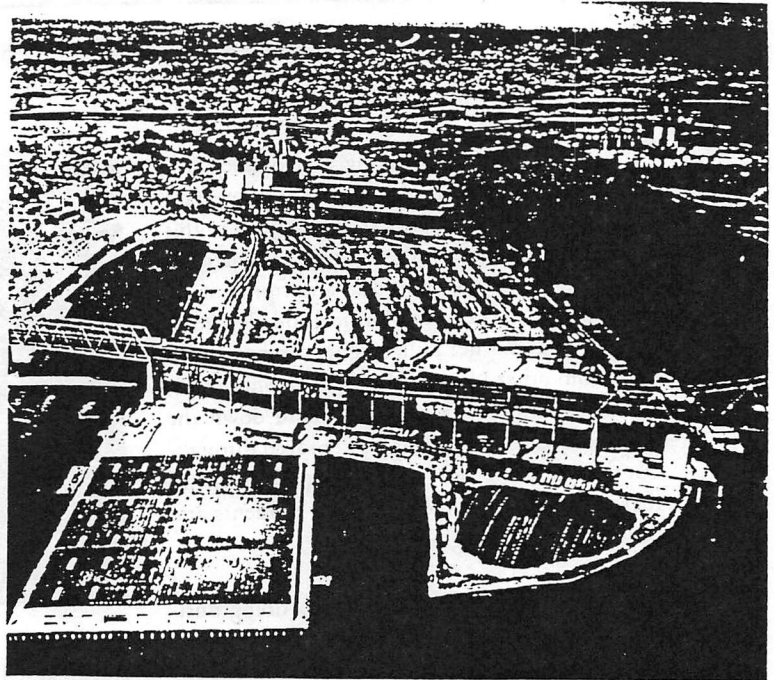
Sites with deep water berths are maritime economic resources that are impossible to replicate elsewhere. The proposed Boston Harbor Navigation Improvement Project will increase the depth of the Main Ship Channel and Reserved Channel to 40 feet at Mean Low Water (MLW) and increase the depth at the Conley Terminal berths to 45 feet at MLW.

Zoning and Designated Port Areas (DPAs)

A large amount of waterfront area between Commonwealth Pier and Castle Island has been mapped by the Massachusetts Coastal Zone Management Program as a Designated Port Area (DPA), a classification that restricts use of these areas primarily to water-dependent industry and supporting uses. In 1988, the City of Boston rezoned much of the waterfront from Commonwealth Pier to Castle Island as a Maritime Economy Reserve (MER) zone. Allowed uses in MER zones are similar to those in DPAs — water-dependent industrial and supporting uses.

Significant Properties Owned by Massport and the City of Boston

The Marine Industrial Park, owned by the City of Boston's BRA/EDIC, is comprised of 191 acres, of which approximately 30 are under water and 161 acres are land. Massport has 47 acres of this area under long-term lease for the Massport Marine Terminal. BRA/EDIC and Massport capital investment in the Marine Industrial Park is over \$60 million, which has resulted in private investment of over \$160 million. These investments have helped the City to promote waterfront development and secure major leases for a range of maritime, industrial support, and commercial uses that have brought economic vitality and jobs to the Park. Recognizing this success, the City is now actively marketing the Marine Industrial Park for a full range of uses. This Port of Boston Economic



Development Plan has informed the City on the space needs to support existing as well as new and expanded maritime industries, and on availability of areas appropriate to support a commercial economy.

Charlestown Port Area

photo: Aerial Photos
International, Inc.

Major maritime properties owned by Massport include Conley Terminal, the Black Falcon Cruise Terminal, Buildings 117, 118, and 119, and the Boston Fish Pier. Other Massport properties that support the Port include Commonwealth Pier, the 16-acre Fargo Street Terminal, and numerous industrial properties in the Commonwealth Flats.

The Charlestown Port Area

Settled in the early 17th century, Charlestown was already a thriving harborside community with busy shipyards by the time of the American Revolution. Around 1790, the U.S. Navy, attracted by the area's wharves and deep water, developed a shipyard and completed the U.S.S. Constitution there in 1797.

During the early 19th century, shipbuilding employed more workers than any other Charlestown industry. By the 1840s, the Charlestown peninsula had become the meeting point for inland railroads and tidewater cargo wharves. World War II created heavy labor demands in the naval shipyard, and immigrants, sailors and laborers converged on Charlestown. After the War, industrial activity on the waterfront slowed. Massport's de-

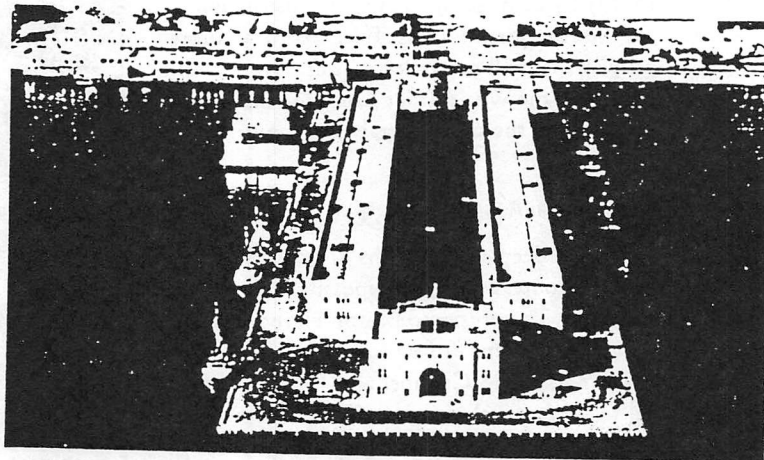
CREATING A FAVORABLE BUSINESS CLIMATE

The importance of creating a favorable business climate in the seaport cannot be overemphasized. None of the industries analyzed in this report is locked into the Boston area. International cargoes can easily be moved to and from our region through the ports of Montreal and New York. Petroleum and other bulk cargoes can be distributed from other New England ports. Ship repair facilities compete with yards up and down the east coast. Cruise ships can be deployed throughout the world on short notice. The loss of any of these activities would be a loss to residents and businesses in our region.

Reducing the costs associated with doing business in the seaport is the key ingredient of this strategy. The Commonwealth of Massachusetts has undertaken a broad-based program within the past few years to reduce the cost of doing business in the state generally. However there are certain areas that have a particular impact on the cost of doing business in the seaport. The leadership of Massport and the City of Boston, along with other state and local agencies, will provide the setting and create the opportunity for future growth, making Boston the port of choice for these industries.

■ *Promote the port internationally.* In the increasingly international nature of the economy, promotion of the Port of Boston and its industries worldwide is essential. Massport has taken the lead in international promotion, including bringing Volkswagen's northeast distribution facility to Boston, engaging Canadian officials in negotiations on Boston-to-Canada cruise ship routes and soliciting an Asian container carrier to service Boston. The Exchange Building Presentation Center on the Boston Fish Pier will advance efforts to market the seaport's assets to a worldwide audience.

■ *Reevaluate and coordinate state and municipal land use controls.* To protect maritime industry, the City of Boston has adopted zoning of waterfront areas for various levels of maritime use. The Massachusetts Coastal Zone Management (CZM) Program has defined certain areas as Designated Port Areas (DPAs). The City and Massport will work with the CZM program and other state agencies to re-evaluate DPA areas in Boston. Sev-



eral areas will receive special attention in light of the findings of this Plan, including the potential removal from DPA designation of the Central Square area in East Boston.

Massport Presentation
Center at Boston
Fish Pier

■ *Pre-permit development sites.* The reduction in up-front time and expense achieved by public sector pre-permitting of development sites can be a significant factor in attracting new business to the Port. Little or no environmental or regulatory review would be needed to begin construction. Two industries in particular will benefit from this approach:

— *Seafood Industry.* Publicly-owned sites have been identified for seafood processing use. Two waterfront parcels in the Marine Industrial Park have already been pre-permitted for this purpose.

— *Intermodal Warehousing and Distribution.* Publicly-owned sites in proximity to the Port will be identified for warehousing and support and pre-permitted for typical warehouse construction.

■ *Offset the Federal Harbor Maintenance Tax (HMT).* The Federal government assesses a Harbor Maintenance Tax (HMT) on all cargoes shipped through U.S. ports. Boston competes directly with Canadian ports that are not subject to such a tax and is therefore at a competitive disadvantage because of the HMT. Moreover, the tax is based on the value of cargo shipped through the port, and since cargoes in this region are high-

value, Boston is additionally disadvantaged. A bill will be filed in the state legislature to offset the impact of this tax through a compensating reduction in state tax assessments for Massachusetts-based corporations. Should this bill pass, it would improve Boston's competitive position vis-a-vis Canadian ports such as Montreal.

■ *Make financing available to Boston's port businesses.* In 1994, the City of Boston received special recognition as an Enhanced Enterprise Community. This federal designation makes available \$22 million in financing and special tax incentives for economic development projects. Eligible projects include equipment, working capital, and real estate financing for projects providing jobs for low- and moderate-income persons. Financing through this program would be appropriate to assist Boston's seafood industry in relocating to more modern processing facilities meeting new federal standards.

■ *Designate the seaport as an Economic Opportunity Area (EOA).* The state Municipal Economic Development Incentive Program is designed to encourage job creation through business attraction and expansion. The program offers the potential for both state tax credits and local property tax relief. It involves designating a geographic area within which economic development is desired. Following designation of an EOA, a Certified Project may be established which, upon approval at the local and state level, qualifies the project for tax benefits. Businesses are eligible for a five percent tax credit on new capital investment in plant and equipment, and a waiver of the corporate excise tax on assets. Property tax benefits are the subject of a negotiated agreement between the municipality and the business relating to capital investment, job creation and other community benefits. The numerous small businesses that comprise the maritime industries struggle to remain competitive in a high-cost environment. Creation of a Seaport Economic Op-

portunity Area will provide a focused area for special economic development assistance, spurring investment and job creation in the seaport.

■ *Explore measures to reduce the impact of water and sewer costs on the seafood industry.* Perhaps unique among seaport businesses, the seafood industry has high-volume water and sewer requirements. With the advent of the harbor cleanup project, the industry has faced steadily rising utility rates for water and sewer service. To promote a viable seafood industry within the City of Boston, efforts are underway to develop a cooperative program with the Massachusetts Water Resources Authority and the Boston Water and Sewer Commission to assist the industry in reducing overall water and sewer use and to remove regulatory hurdles to alternative sources of supply.

■ *Establish a Foreign Trade Zone (FTZ).* An FTZ is a specially designated area where commerce may take place free of duties on foreign imports and exports. The zones, which are established by the U.S. Department of Commerce, are intended to prevent unfavorable tax treatment of businesses that manufacture and distribute imported and exported goods that may be subject to higher or double taxation on products.

The City of Boston and Massport are currently pursuing the expansion of an FTZ at the World Trade Center to extend its advantages to the industrial seaport and its support areas. The expanded FTZ will include the Marine Industrial Park, Massport's South Boston properties, privately-owned industrial lands in South Boston as well as the Crosstown Industrial Area, which has greatly improved access to the port as a result of the Bypass Road completed in December 1995. FTZ designation will also be sought for Boston Autoport in Charlestown, to give that facility a competitive advantage over other east coast ports.

Massport concluded that fuel delivery via common on-shore or common off-shore terminals would not offer significant advantages over the proposed dredging and bridge replacement projects in the short-term. However, an on-shore common terminal should be considered at the state level as a long-term alternative.

Landside Access to Petroleum Terminals

For the most part, petroleum terminals along the Chelsea Creek distribute products throughout the region by truck. Roadway access to and from these terminals varies, and is generally in need of improvement. Fuel trucks are prohibited from highway tunnels and in some areas use local streets. Additional state-level transportation planning is needed to establish, on a regional basis, appropriate highway connections and routing to meet regional fuel delivery needs.

As an initial matter, improvements should be made to give trucks better access to Route 16 and Route 1A from the Chelsea Street bridge, including increasing the capacity of area bridges for higher weight limits and signalization of key intersections in Revere and Chelsea.

CRUISE INDUSTRY

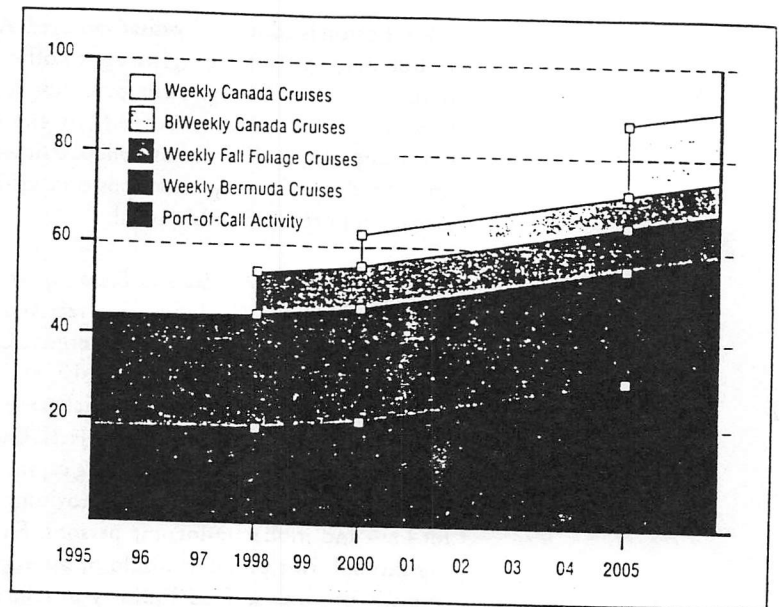
Key Conclusion: *The cruise industry is growing in the Port of Boston. By 2005, Boston will see as many as four cruise ships in port at one time. This growth can be accommodated at the Black Falcon Cruise Terminal with some expansion of passenger facilities and an additional berth at the Massport Marine Terminal.*

One of the brightest spots in today's port economy is the cruise industry. Cruise activity has increased dramatically in recent years, from 15 sailings in 1990 to 47 in 1994. Boston possesses some of the most attractive port-selection criteria for cruise lines, such as:

- a large potential passenger base,
- suitable pre- and post-cruise activities,
- a positive tourism reputation,
- world class hotels and restaurants, and
- frequent and expansive airlift.

The Boston Cruise Market

Boston cruise activity has traditionally been greatest during the fall foliage season. Since the initiation of weekly Boston-to-Bermuda service in 1994, traffic has increased across the entire oper-

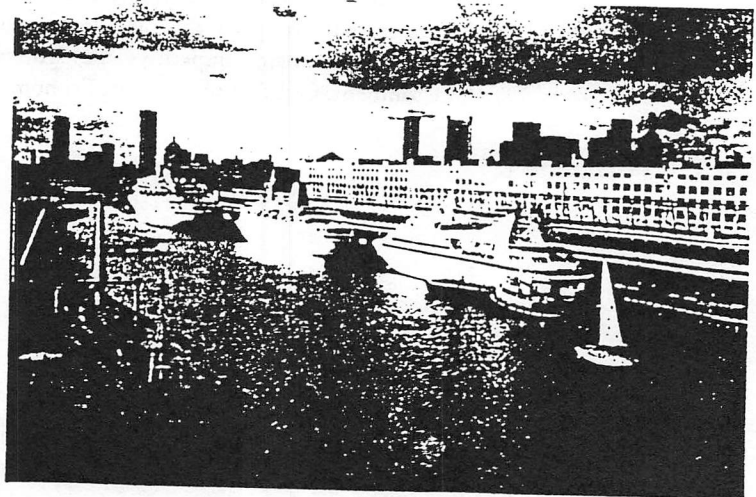


ating season from May through October. This growth trend is expected to continue over the next ten years. The Ports of Boston and Halifax are aggressively pursuing cruise lines to initiate a scheduled service between the two ports.

Forecast of Boston
Cruise Vessel Traffic
Through 2005

The growth of the cruise industry provides economic and tourism opportunities for Boston and regional residents. On the economic side, the ships and their crews create a huge demand for services during port calls, while passengers inject dollars into the region's tourist attractions and activities. On the tourism side, the massive and beautiful cruise ships create an added attraction for residents to visit the Boston Harbor working waterfront.

Cruise Ships at Black
Falcon Cruise Terminal



Black Falcon Cruise Terminal

The Port of Boston has one of the finest cruise terminals on the Atlantic Coast. Unlike terminals in Boston's competitor ports, Black Falcon Cruise Terminal is within one mile of downtown tourist attractions and offers a clean, safe, and uncongested passenger environment. Cruise activity is expected to double in Boston over the next ten years. With planned modifications to the passenger facilities, and an additional berth at the adjacent Massport Marine Terminal, the Black Falcon Cruise Terminal can accommodate a tripling of cruise activity.

Economic Impacts of Cruise Industry

Cruise ships generate substantial economic impacts on the local and regional economies. Spending for vessel services and supplies, as well as passenger services and pre- and post-cruise activities result in a direct local impact. These impacts, in turn, generate a greater total impact on the regional economy through indirect employment and its positive influence on the economy.

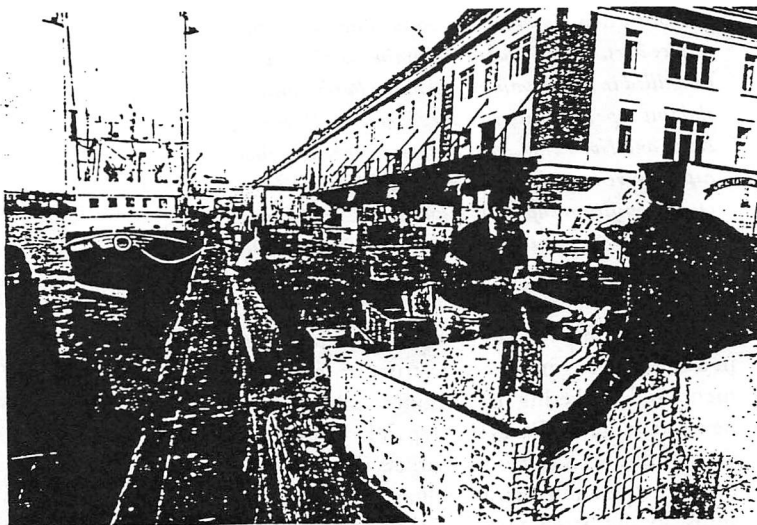
Cruise activity forecasts for Boston between 1995 and 2005 project annual economic impacts of:

- \$18.6 million in sales directly related to cruise activity,
- 200 jobs, with an annual payroll of \$6.6 million, and
- approximately \$26 million in indirect impacts.

These impacts total approximately \$51.2 million annually.

Unloading Harvest at
Boston Fish Pier

photo: George Vasquez



SEAFOOD INDUSTRY

Key Conclusion: To maintain Boston's preeminence as a world center for seafood processing and distribution, Massport and the City of Boston will develop a new Seafood District at the Marine Industrial Park. Up to 300,000 square feet of new seafood processing space will accommodate firms being displaced by construction projects, along with those requiring more modern facilities to meet upcoming federal regulations. To help build a new source of supply for the industry, a reserve zone for the development of aquaculture will be designated in Boston Harbor.

Boston has long been a leading national processing and distribution center for seafood products. Approximately 1,900 people work in the seafood industry here, with about \$650 million worth of annual sales to regional, national and international markets. While there has been much publicity over the decline in New England groundfish landings, the Boston seafood processing and distribution industries continue to thrive by developing new worldwide sources of supply and by diversifying product offerings.

Boston's seafood firms have been able to maintain their competitive edge in part because of their efficient access to highways and the airport to distribute fresh and frozen products. A South Boston location is important to many firms wishing to be close to Logan Airport, to the New England Fish Exchange on the Boston Fish Pier, to each other, and to their labor base. The new Ted Williams Tunnel and associated highway improvements linking the district to the airport and the regional highway network will greatly improve the ability of firms to reach their markets, but in the short term companies face displacement and disruption caused by the construction.

The Groundfish Crisis

The amount harvested in New England's traditional groundfish fishery has declined dramatically from about 300 million pounds in 1984 to about 150 million pounds in 1992. Stocks are expected to rebuild over the next six to eight years. Boston's infrastructure of the Boston Fish Pier as the landing point for harvesters, the New England Fish Exchange as the wholesale trading market for the fish, and the traditional groundfish processing sector, must all be kept intact in order to capitalize on the eventual recovery of that fishery.

Need for New Facilities

Several seafood firms will be displaced by construction projects. Efforts are now underway to find a new home for several firms from the New England Seafood Center at 145 Northern Avenue, which is being taken for the construction of the South Boston Piers Transitway. In addition, significant capital investment in upgrading older facilities or relocation to new facilities may also be necessitated by new federal requirements. These new federal HACCP (Hazard Analysis of Critical Control Points) regulations will require the industry to invest in new equipment and facility improvements to maintain cool temperatures and washable surfaces in areas where fish are handled.

Seafood District

The City of Boston and Massport are developing new locations for the industry in South Boston. It is estimated that between 250,000 and 300,000 square feet of new processing space may be required over the next seven years for firms moving from displaced or antiquated facilities. The City and Massport have begun to develop a Seafood District at the Marine Industrial Park. Firms requiring expansion space in the near future could be accommodated on Lot F where a first phase development provides 80,000 to 100,000 square feet. A future phase development on the adjoining Massport Marine Terminal would provide between 150,000 and 200,000 square feet. The build-out will be timed to coincide with the revitalization of the New England groundfish fishery, which should result in increased processing activity.

Boston Fish Pier

The Boston Fish Pier was constructed in the early part of this century and has operational disadvantages for modern seafood firms. However, it is important to the market identity of the Boston seafood industry and offers economical space. It is also necessary as a home for the local fishing fleet to support off-loading and servicing, and is the home of the New England Fish Exchange. Massport is committed to maintaining it for these uses as long as its facilities continue to meet the contemporary needs of the industry.

Aquaculture

Many industry specialists have been investigating new means of increasing the fish supply, in-

cluding aquaculture. Aquaculture involves growing fish in a contained facility, rather than harvesting them in the open ocean. A closely related field, mariculture, involves farming fish in natural water bodies. A seminar sponsored by *The Port of Boston Economic Development Plan* and hosted by the New England Aquarium explored this industry and addressed the question whether an aquaculture industry could be developed in Boston Harbor. Given Boston's national reputation as a seafood center, the development of

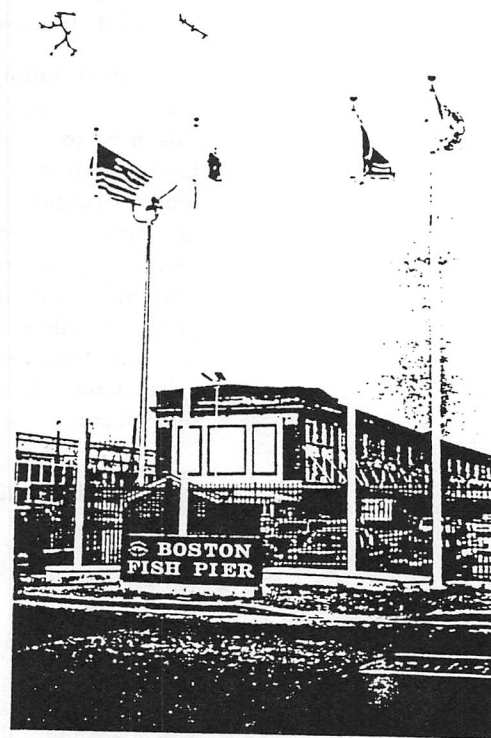
an aquaculture industry here may hold promise. The proceedings and conclusions of this conference will be released as a supplement to *The Port of Boston Economic Development Plan*.

Massport and the City will work with other agencies to identify a site in Boston Harbor to be designated and pre-permitted for the development of a mariculture facility. The former sewerage vats at Moon Island are also being explored for use for mariculture, and an inland site will be identified for a closed system aquaculture facility. Requests for Proposals will be issued.

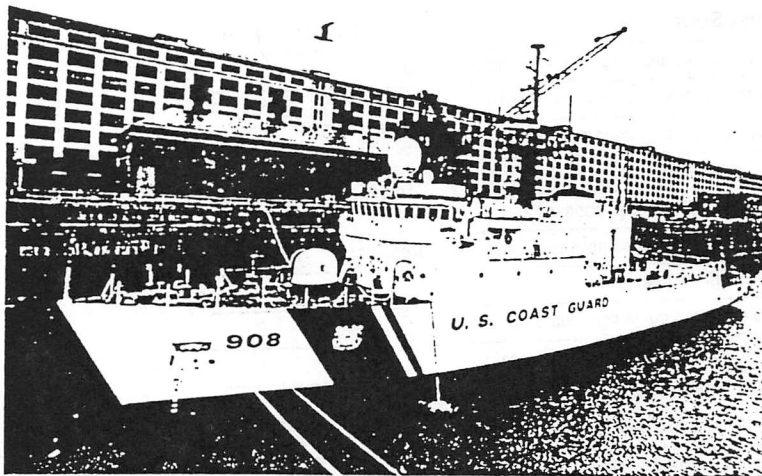
SHIP REPAIR INDUSTRY

Key Conclusion: *To maintain Boston's status as a full service Port, it is critical to maintain a pool of workers skilled in ship repair as well as the Port's substantial ship repair facilities. In the short term, Drydocks No. 3 and No. 4 can continue to operate with minor capital investment and maintenance. Over the long-term, significant capital investment and modernization will be needed to provide cost effective, competitive operations.*

Demand for ship repair in the northeast has been in decline, but aggressive infrastructure improvements and marketing have begun to pay off with new interest in the Port's ship repair facilities. The City of Boston is pursuing markets consisting of maintenance and repair of military ready-reserve ships, locally-based commercial vessels, and the



Boston Fish Pier



Ship Repair at
Drydock #3

photo: Kuni Takanashi,
Boston Herald

large numbers of tugs, barges, and other support vessels that serve the Port. Success in these markets may bring opportunities to expand into domestic vessel repair for the coastwise and Great Lakes fleets.

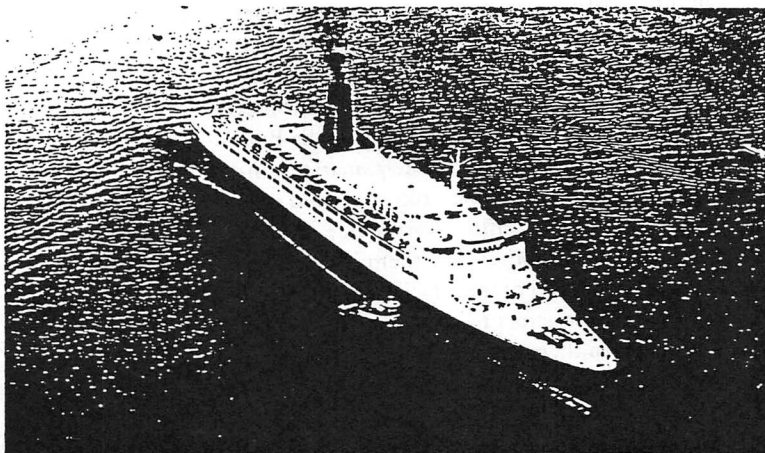
Full-Service Port

The Port of Boston Economic Development Plan envisions Boston as a full-service industrial port. In order to offer a full-service industrial port, a range of basic ship repair and maintenance services must be available to cargo and passenger ships calling Boston.

Skilled Labor

Shipyard jobs have special value in Boston because of local residents' long tradition of shipbuilding, dating back to the days of the whaling ships and coastal schooners. Ship repair is a source of industrial employment with compensation and training generally higher than many other jobs.

Tugs Shepherd the
Queen Elizabeth II into
Boston Harbor.



Direct employment in ship repair depends on successful bidding by shipyard managers for repair and maintenance contracts. By its nature, ship repair is not continuous, and given the fluctuations in employment, shipyard managers may have difficulty keeping adequate numbers of qualified craftsmen available when contracts are secured. It is important for the long-term viability of the industry to have sufficient ship repair work in the Port to maintain an active pool of skilled labor.

Boston's Ship Repair Assets

Boston has several major facilities that are dedicated, by their unique design, to ship repair. The City of Boston's BRA/EDIC owns two drydocks located in the Marine Industrial Park.

■ *Drydock No. 3* is capable of handling some of the largest ships afloat, including the *Queen Elizabeth II*. Built in 1915, Drydock No. 3 has a 106,000-ton capacity, with dimensions of 1,176 feet long by 120 feet wide with a 44-foot depth. It has two 40-ton capacity cranes.

■ *Drydock No. 4* is capable of handling small to medium-sized vessels. Built in 1941, it has a 37,500 ton capacity. Its dimensions are 693 feet by 92 feet with a 35-foot depth. It has two 40-ton capacity cranes.

Both drydocks are of excellent military construction and could be improved by increased shoreside facilities and updated plant and equipment. In the long term, more cost effective, competitive operations could be achieved if significant capital investment in both facilities were made. Ship repair firms have recently begun to show serious interest in the facilities, following joint marketing efforts by the City of Boston and Massport.

Massport owns a small graving dock which is leased to a marine construction company. The Fitzgerald Shipyard in Chelsea owns a former U.S. Navy marine railway, which is in great demand for small ship repair projects.

MARINE SUPPORT SERVICES

Key Conclusion: Port industries depend on local services that require small-scale shoreside facilities in a central harbor location. Today these services are clustered on the East Boston waterfront. Massport is improving its facilities at the East Boston Piers in order to provide a current and future home for these service providers. Another key port resource, modern

PRIVATELY OPERATED COMMERCIAL PORT SERVICES

MARITIME SERVICE	FUNCTION SERVED	NUMBER OF FIRMS
Vessel & Cargo Inspection Services	Inspects vessels and cargo for insurance purposes	3
Maritime Law Offices	Offers specialized legal services in maritime law	9
Customs House Brokerages	Provides services for import/export regulatory clearance	5
Marine Electronics Suppliers	Supply and repair vessel radio & radar systems	5
Vessel equipment & Supply Co's	Supply vessels with gear, supplies	15
Oil Spill and Environmental Clean-Up Companies	Ensure environmental compliance in case of hazardous spill	5
Maritime Affairs Publications	Publishes ship schedules	1
Container and Chassis Repair Firms	Repairs damaged containers/chassis	2
Marine Repair Diving Service Firms	Inspect hulls, perform underwater repairs	1
Marine Refrigeration Repair Service	Service ship refrigeration and container reefer units	1
Vessel Repair Service Firms	Provide wetberthing, marine railway and drydock repair services	6
Steamship Agencies	Represent multiple steamship lines	16
Shipping Line Agencies	Represent a steamship line	42
Stevedore Companies	Supervise and hire personnel for loading/unloading vessels	5
Marine Surveyors	Independent assessors of ship and pier conditions	13
Petroleum Terminals	Facilities for the unloading, loading of waterborne petroleum products	13
Liquefied Natural Gas Terminal	Unloads, stores LNG from Algeria	1
Cement Terminals	Receive anhydrous product by barge; product stored in silos	3
Gypsum Terminal	Receives gypsum for transshipment or manufacture into wallboard	1
Cold Storage Terminal/Container Terminal	Operates small container and palletized terminal w/cold storage plant	1
Trucking Companies	Provide regular terminal service	9
Towing Companies	Push/pull barges, physically guide ships through the main channel	9
Pilots	Navigate ships in and out of harbor	
Maritime Unions	Provide labor for terminals which have union contracts	2
Warehouses/Distribution Centers	Provide storage, transloading and other cargo services	14

warehouse and distribution facilities, will be located close to Conley Terminal, where container operations are being consolidated.

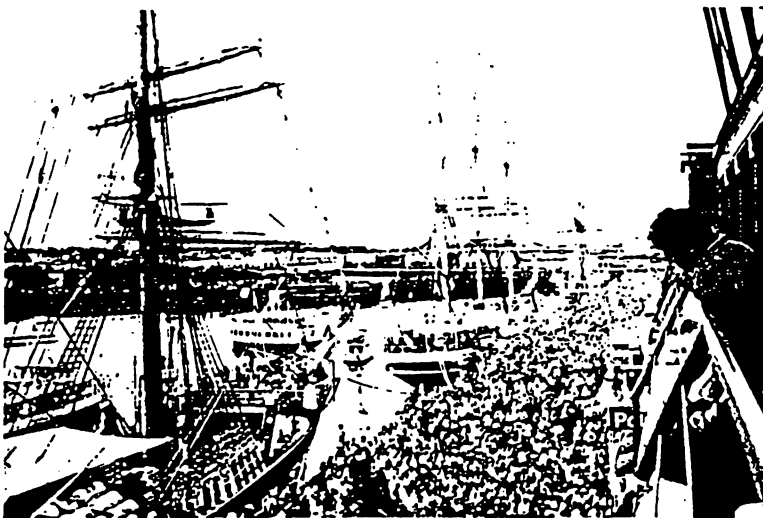
A working commercial seaport includes a complex system of facilities and services that support the day-to-day operations of the basic port industries. Support services include tow boats, pilots, linehandlers, machine shops, lube oil and fuel suppliers, steamship agents, freight forwarders, warehousing and ship chandlers. Over 200 private businesses supply services to the commercial shipping industry in Boston. In 1994, over 1,900 oceangoing vessels used these firms, bringing money into the local economy. Port users such as container ships, cruise ships, tankers, and automobile ships rely on these businesses.

Unlike many other port industries which are large and corporate in nature, these businesses tend to be small, independent firms with a tradition of

individualism and entrepreneurialism. They are a source of good jobs that require special skill and training.

Marine Service Center: East Boston

The principal concentration of marine services on Boston Harbor is centered on Massport's East Boston facilities. The Boston Marine Works offers services such as welding, marine electronics and marine refrigeration. Pier 1 houses the Boston Harbor pilots and dockmasters, marine construction support, work boats, tug boats, and storage. Massport will continue to provide a home for these firms and others like them in this area. The central location of these facilities allows marine service contractors to provide the best possible service to their customers: the ocean-going ships that call Boston every day. This location also provides local residents with opportunities to work in the marine trades.



Tall Ships in Boston Harbor

Warehousing and Distribution Facilities: South Boston

Warehousing and distribution facilities in close proximity to the container terminal are critical to the future success of the Port of Boston. Modern warehousing facilities offer value-added services to the container shipping industry that attract cargo to the port. Additional cargo makes the port more attractive to ocean carriers, thus providing New England importers and exporters with a variety of service options.

A wide range of value-added services are possible with modern warehousing facilities. Special services include, for example, protection from freezing for liquid cargoes such as beer and wine, and the transshipment of imported containerized cargo into larger domestic containers or boxcars for more cost-effective domestic distribution. Under its Marine Terminal Optimization Program, Massport will consolidate its container operations at Conley Terminal in South Boston. Market research indicates a demand for an additional 200,000 square feet of modern warehousing space for support services within one mile of Conley Terminal.

PUBLIC ACCESS AND HARBOR-BASED TOURISM

Key Conclusion: *Public access to the waterfront is an important public benefit that generates significant economic activity. To enhance waterfront tourism and public access, six initiatives are underway: The Cultural Loop: Boston by Boat, a Maritime Museum, Industrial Port Tourism, a Fresh Seafood Market, expansion of Cruise Travel, and Charter Sail and Motor Yacht Excursions.*

While the focus of *The Port of Boston Economic Development Plan* is the optimization of key industrial areas of the waterfront for Port-based jobs and industry, new opportunities exist to increase the public's access to and enjoyment of the waterfront, a longstanding City of Boston policy under the Harborpark Program and an important policy goal of Massport.

Expanding opportunities for tourism and public access on the waterfront makes good economic sense. Tourism is Massachusetts' second largest industry. Tourists, along with business and convention visitors, spent a total of \$3.8 billion in Suffolk County alone in 1993, supporting some 38,200 jobs. Some of Boston's most popular tourist attractions are on the harbor. The following initiatives are in the planning or implementation stages:

■ **The Cultural Loop:** *Boston by Boat* is a scheduled water transit service, inaugurated as a demonstration project in 1995 by the City of Boston and Massport, as a mechanism for enhancing public access to Boston's museums, historical parks and other points of cultural interest along the waterfront. Demand and operations data on the feasibility of the service can be found in the full *The Port of Boston Economic Development Plans Report*.

Based on the highly successful summer 1995 experience, the service will continue and possibly be expanded for 1996. Service will begin in May and extend through Columbus Day weekend. Creating and promoting a special identity for the service on the waterfront is essential. Marketing materials promote the Cultural Loop: Boston by Boat as a unique tourist experience on Boston Harbor. The routes are designed to maximize ridership and simplify schedules. Physical improvements have been made to docks and vessels, with particular emphasis on creating an inviting environment and high visibility for the service.

■ **Maritime Museum.** Over the last two decades, port cities have wrestled with how to use pier and wharf properties that are no longer used for cargo handling. Solutions have ranged from historic districts to mixed-use developments that highlight the historic nature of the port, to pure commercial reuse. The successful urban waterfront redevelopments have been built around tourist and community attractions, such as maritime museums or aquariums, supported by shops, food markets, restaurants, and the like.

The BRA/EDIC and Massport are analyzing a mixed-use seaport district in East Boston that could include a maritime museum, historic vessels, wharves for modern maritime activity, office and retail space, and retail and food establishments. A maritime museum in East Boston would complement modern-day maritime activities. In addition, Massport is planning on berthing historic vessels on Pier 3 when reconstructed as part of the next phase of the East Boston Piers Park.

■ Access and view points to *Industrial Port Activities* provide the public with an important window onto the working waterfront. The dramatic, large-scale presence on the waterfront of marine industrial activities lends itself to interpretation aboard water transport as well as selected landside vantage points. For example, from Drydock Park at the Marine Industrial Park, visitors can observe ships being repaired in one of the largest drydocks on the east coast.

Through careful layout and design it is feasible to weave pedestrian accessways into most industrial districts without jeopardizing public safety or causing operational interference. Massport will open the *Boston Fish Pier* to public access linking it to Harborwalk. A walk with interpretative markers will be designed explaining the activities, personages, and history of Boston's fishing industry. Visitors can watch as boats are unloaded and the catch is weighed and auctioned off. The walk complements the Exchange Building Presentation Center at the seaward end of the Boston Fish Pier.

■ A new, year-round *Fresh Seafood Market* on the Boston Fish Pier is in the planning stages, similar to the local farmers markets that have become popular throughout the city. The market will be a festive center of activity for waterfront visitors and provide a valuable service to residents. The development of the new South Boston Piers Transitway and a water transit dock nearby will provide excellent access to the market.

■ The growth of the *Cruise Ship Industry* in Boston offers increased opportunities for local residents to participate in cruising. A large regional customer base is one of the most important factors for cruise ship operators in selecting a home port. This provides operators with customers for whom cruising is more affordable, given the lower costs associated with embarkation from Boston, because air transportation need not be purchased. Local residents are also afforded more opportu-

nities to fill vessels through local promotions and discounts when sailings are not fully booked.

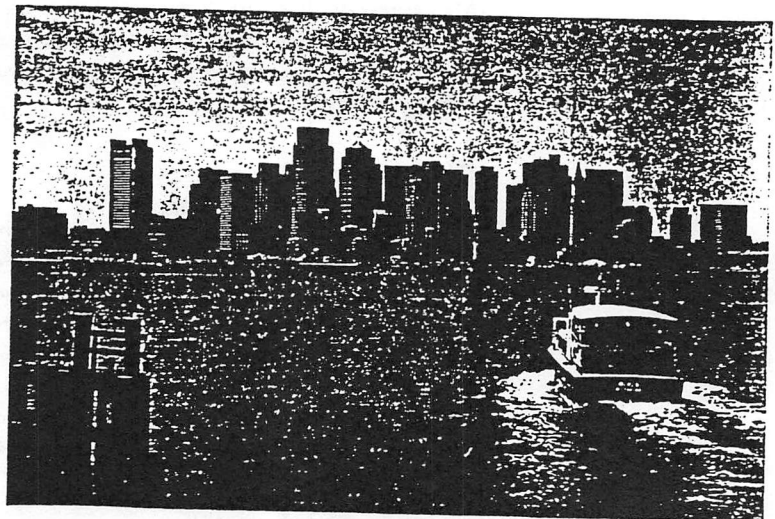
■ *Charter Sail and Motor Yacht Excursions* have become increasingly popular along the New England coast. These are typically three- to seven-day excursions on schooners and other special ships. Convention planners have begun to schedule boat trips as part of their events and waterfront hotels also regularly schedule short cruises. While many of the charter boats are berthed at marinas within the harbor, there is not one particular section that stands out as a hub of charter boat activity. Many of these ships are based elsewhere, such as Maine, and need a place to dock while picking up and discharging their Boston passengers.

Increasing Boston's ability to homeport or host sailing and other excursion vessels will add excitement to the waterfront, heighten awareness of the harbor and coastline, and provide new water-related employment. A program to promote charter boat services will address access to temporary and long-term berths; availability of convenient waterfront fuel, provisions and services; and coordinated marketing that highlights the variety of charter operations that exist today in the harbor.

Special events are in the planning stages that would highlight this aspect of the harbor, such as a schooner race and windjammer visit. Waterfront institutions attract large numbers of tourists and efforts have begun to integrate museum programs and staff into charter boat excursion itineraries around science or history themes. The Harbor Islands offer an outstanding resource for theme excursions.

Airport Water Shuttle

photo: George Vasquez



IMPLEMENTATION OF THE PLAN

Massport and the City of Boston will lead the public sector in improving the competitive position of the Port of Boston by implementing the goals of The Port of Boston Economic Development Plan.

Goals are presented on harborwide and port area bases. Massport and the City of Boston have established a strong, cooperative relationship through this effort and both will continue their leadership role in implementing the recommended actions.

The agencies will work with residents of port neighborhoods, the maritime and port community, and regulatory agencies to carry out the Implementation Plan. Massport and the BRA/EDIC have already implemented or set underway many of the recommendations made here in keeping with their initial objective to undertake actions that could serve as catalysts to private investment on the waterfront.

Harborwide Plan

The Boston Harbor waterfront is home to several economic sectors and diverse and multifaceted activities — port industries, residential uses, hotels, cultural institutions, parks and Harborwalk among others. Our vision for the harbor is based on continuing this mix of uses. Industry, commerce, transport, and recreation all can be accommodated.

One of the things that makes this vision possible is the growing use of water transportation as a means of connecting waterfront neighborhoods and activities. Water transit will bring attractions and opportunities to the waterfront neighborhoods of South Boston, Charlestown and East Boston and create greater synergy between those areas and the downtown and North End.

The industrial port is an active and visually exciting element of the waterfront, which if properly promoted, could be an attraction to visitors and residents. The Port is also rich in history, forming the basis of the original settlement of the Shawmut Peninsula and supporting the trade and commerce that formed the City as we know it today. The historic and current activities of the

working port are in large measure hidden from the public eye, yet opportunities exist to bring these special assets into public view.

PRIORITY ACTIONS

1. Dredge Boston Harbor to handle the next generation of oceangoing ships by implementing the Boston Harbor Navigation Improvement Project:

Conley Terminal	45 feet
Main Ship Channel	40 feet
Reserved Channel	40 feet
Mystic River	40 feet
Chelsea Creek	38 feet

2. Make Boston an Intermodal Gateway to inland North America through a doublestack rail system:

- Provide adequate bridge clearances for doublestack rail service from the New York border to Beacon Park Yard.

3. Implement Massport's Marine Terminal Optimization Program for import and export cargo at marine terminals:

- Consolidate containers at Conley Terminal and make it a world-class, highly competitive container terminal.

- Create a dedicated, 21st-century Boston Autoport at Moran Terminal for auto importation and processing as well as project and military cargo.

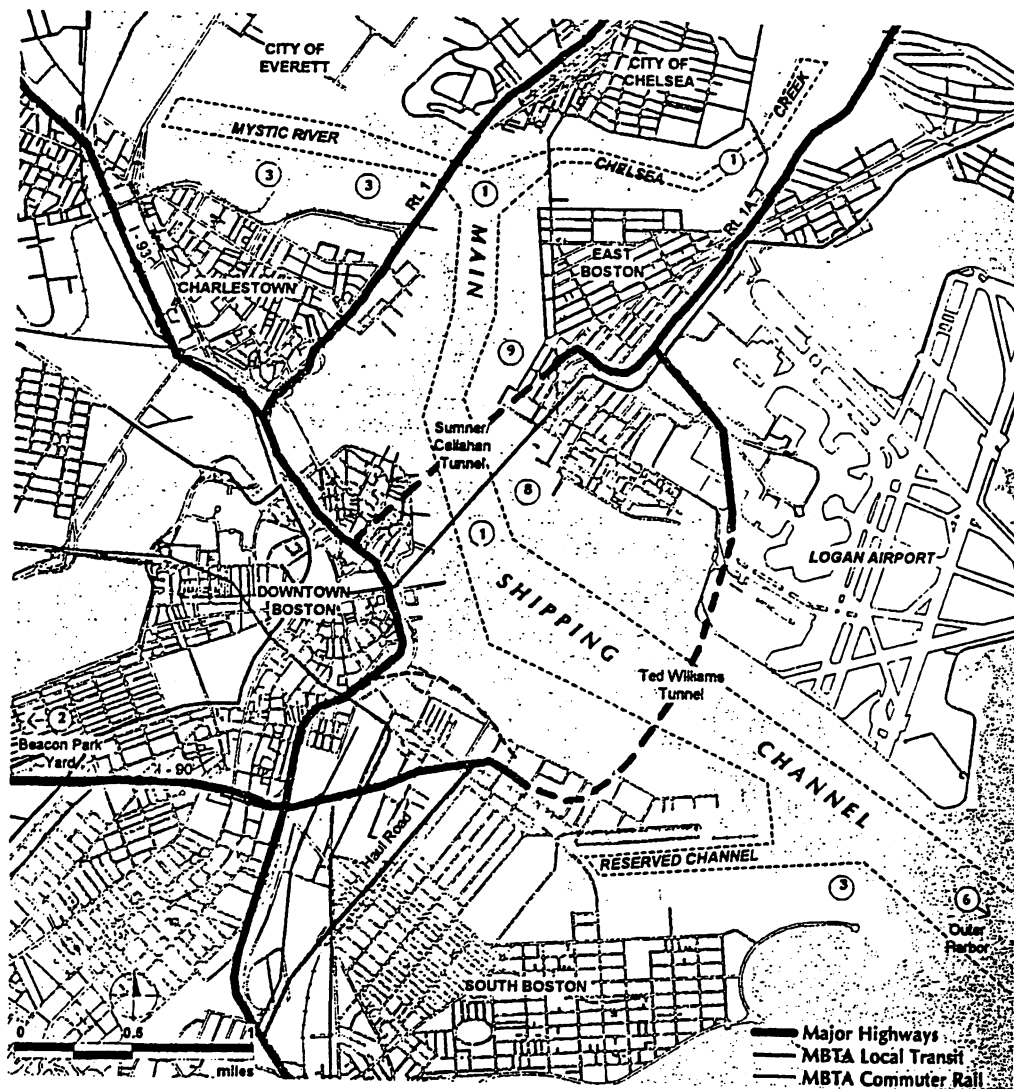
- Develop a dedicated bulk terminal at the Medford Street Terminal.

4. Build a water transit system that unites Boston's waterfront destinations:

- Secure funding to continue and expand the Cultural Loop: Boston by Boat service linking visitor attractions along the harbor, during the May-to-October tourist season.

- Develop a water sheet management plan and water transportation system for Boston Inner Harbor with city and state agencies.

5. Expand pedestrian public access throughout the waterfront, including industrial port areas where consistent with public safety,



MIDTERM ACTIONS

- security, and operational needs of maritime industrial uses:
 - Install signage and pedestrian amenities.
 - Implement Harborwalk guidelines.
- 6. Create aquaculture reserve zones to build a new industry:
 - Designate and pre-permit a site in Boston Harbor for mariculture.
 - Issue requests for proposals for development of an aquaculture facility at Moon Island and an upland site with a visitor education center.
- 7. Preserve critical marine industrial areas of the working waterfront.
- 8. Promote the Port as a component of the Boston tourist trade:
 - Capitalize on the rich maritime history of the Port by establishing a maritime museum, a seafood-related public attraction, and building on opportunities for cruising, historic vessels, and special charters.
- 9. Review Designated Port Area (DPA) boundaries to ensure that they are appropriate to support a mixed harborwide economy and consistent with neighborhood zoning, land use and economic development goals.
- 10. Review Central Artery/Tunnel project design to ensure that better highway access to

industrial port areas is created and that adequate access is maintained throughout construction periods.

11. Designate sections of port areas as state Economic Opportunity Areas to create incentives that will encourage private investment in maritime facilities and increase employment.
12. Seek a state offset to the Federal Harbor Maintenance Tax.
13. Explore measures to reduce the impact of water and sewer costs on the seafood industry.

South Boston Port Area Plan

VISION

The South Boston waterfront is the largest and most active maritime industrial area of the harbor and possesses all of the desirable qualities of a thriving seaport. It includes the Port's largest container facility, a key petroleum terminal, Boston's only cruise terminal, the two largest ship repair facilities in the harbor, and a thriving marine industrial park in addition to being home to the fishing fleet and Boston's seafood industry.

The South Boston waterfront will be the one location in the harbor for handling all container cargo, with automobiles and bulk cargoes shifted to Charlestown. A new Seafood District will be established, the cornerstone of which will be the construction of a new state-of-the-art seafood processing building. Marketing efforts are ongoing to attract additional cruise lines to Boston to respond to real growth opportunities in the northeast cruise industry. The two drydocks will be maintained to ensure that Boston has adequate ship repair capacity for cargo and passenger ships. A key element in this vision is continuing the tradition of port-related industrial employment.

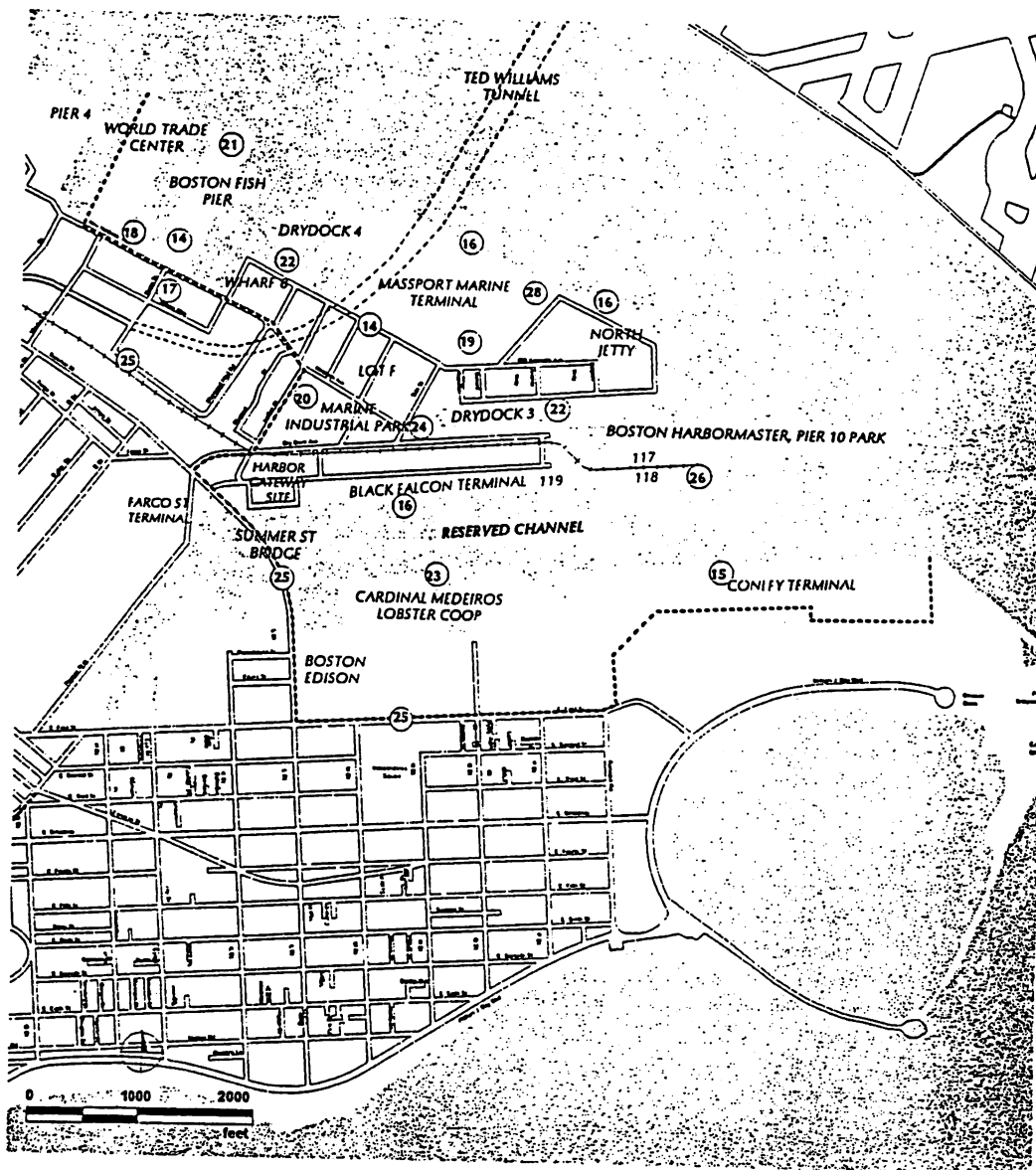
In recognition of the growing public nature of the Northern Avenue waterfront, a transition zone is planned between the more commercial areas of the South Boston waterfront (World Trade Center, Fan Pier) and the industrial areas. These two areas will meet at the Boston Fish Pier, which will continue to sustain the activities of Boston's fishing fleet, but will also host a new Fresh Seafood Market that will attract residents and visitors to a new center of activity on the waterfront. A water transportation terminal is planned accessible to Northern Avenue. These improvements will pro-

vide residents increased access to the waterfront and better water transit connections to downtown and the City's cultural institutions.

PRIORITY ACTIONS

14. Maintain Boston's national preeminence as a seafood processing and distribution center:
 - Create a new Seafood District within the Marine Industrial Park and Massport Marine Terminal area to accommodate an additional 300,000 square feet of state-of-the-art seafood processing space.
 - Maintain the Boston Fish Pier as the homeport of the Boston fishing fleet and the New England Seafood Exchange.
 - Make space available for existing seafood industry tenants at the Boston Fish Pier as long as shoreside facilities meet the contemporary needs of the industry.
 - Encourage industry initiatives to explore alternative marketing systems for local seafood landings, including electronic auctions, display auctions and direct marketing.
15. Implement Massport's Optimization Program for marine terminals — South Boston:
 - Consolidate containers at Conley Terminal and make it a world-class, highly competitive container port. Capitalize on new high capacity cranes, additional berths and expanded gate facility.
 - Deepen the berths at Conley Terminal to 45 feet to accommodate newer, larger post-panamax container ships.
16. Expand Cruise Ship activity through port improvements and marketing:
 - Secure an operator for a passenger ship route between Boston and Halifax, Nova Scotia.
 - Upgrade and expand landside facilities at Black Falcon Cruise Terminal to accommodate up to four cruise ships simultaneously.
 - Use the north jetty at the Massport Marine Terminal as a port-of-call facility creating visual and pedestrian access to downtown and Fort Point commercial areas.
17. Develop an active transition zone from industrial to commercial activities centered on the Boston Fish Pier and Wharf 8:
 - Develop the infrastructure for a Fresh Seafood Market at the Boston Fish Pier to create an inviting environment for tourists and residents.

SOUTH BOSTON PORT AREA IMPLEMENTATION STRATEGIES



- Build a public waterfront walkway along Jimmy's Harborside restaurant, creating a continuous pedestrian link from the Boston Fish Pier to Wharf 8 seaward of Jimmy's Harborside Restaurant.
 - Develop a new Boston Fish Pier pedestrian entrance from Northern Avenue leading to enhanced public access along the Fish Pier.
- 18. Design a major water transportation terminal accessible to Northern Avenue at the World Trade Center/Boston Fish Pier to serve the Inner Harbor.
- 19. Provide economic development incentives to maintain and expand maritime industrial uses:
 - Expand the current Foreign Trade Zone designation to additional South Boston maritime and industrial areas in South Boston and Crosstown to provide economic incentives for expanding foreign trade and job growth.
 - Pre-permit sites for maritime industrial uses and supporting commercial and industrial uses within the Marine Industrial Park and surrounding Massport properties to reduce development time and cost.

20. Complete the Master Plan for the Marine Industrial Park to ensure protection of maritime industrial uses and sufficient opportunity for uses that support maritime industry and for commercial uses that promote economic activity on Boston Harbor.
21. Promote the Port and its industries at the newly created Exchange Building Presentation Center.
22. Maintain and improve the unique assets of Drydock No. 3 and Drydock No. 4 for ship repair purposes through a marketing, repair and maintenance program.
23. Ensure the continued use of the Cardinal Medeiros Wharf for the lobster fleet.
24. Develop a public access plan that encourages public access and knowledge of the seaport and provides safe areas where industrial activities can be viewed.
25. Improve critical links between the industrial port and the regional and interstate highway system and reduce impact on local streets:
 - Develop a truck routing plan for port-to-rail connections between Conley Terminal and Beacon Park Yard which accommodates gross vehicle weights (GVW) of up to 88,000 lbs. for international containers.
 - Accelerate the rebuilding of the Summer Street Bridge over the Reserved Channel to international weight standards.
 - Repave East First Street from Conley Terminal to L Street and widen and improve turning capacity at the East First Street/L Street intersection.

- Monitor use of the South Boston Haul Road system to ensure adequate access for trucks to the seaport.

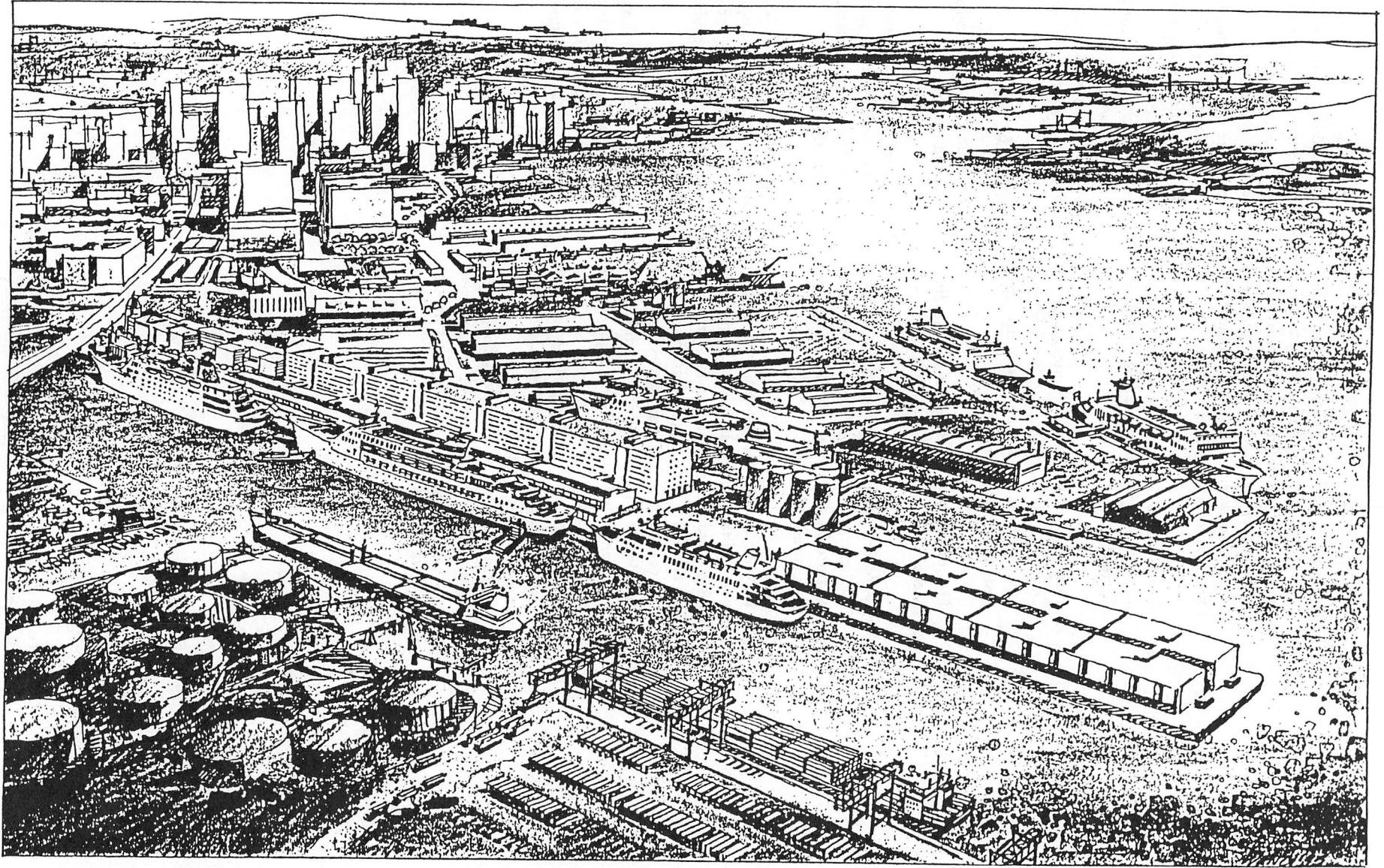
- Review the Central Artery/Tunnel design to ensure that truck routes and port access are adequately protected.

- Monitor truck routes to ensure that the best possible access to South Boston is maintained during the reconstruction of area bridges; maintain access in both directions with at least one lane open each way at all times during reconstruction.

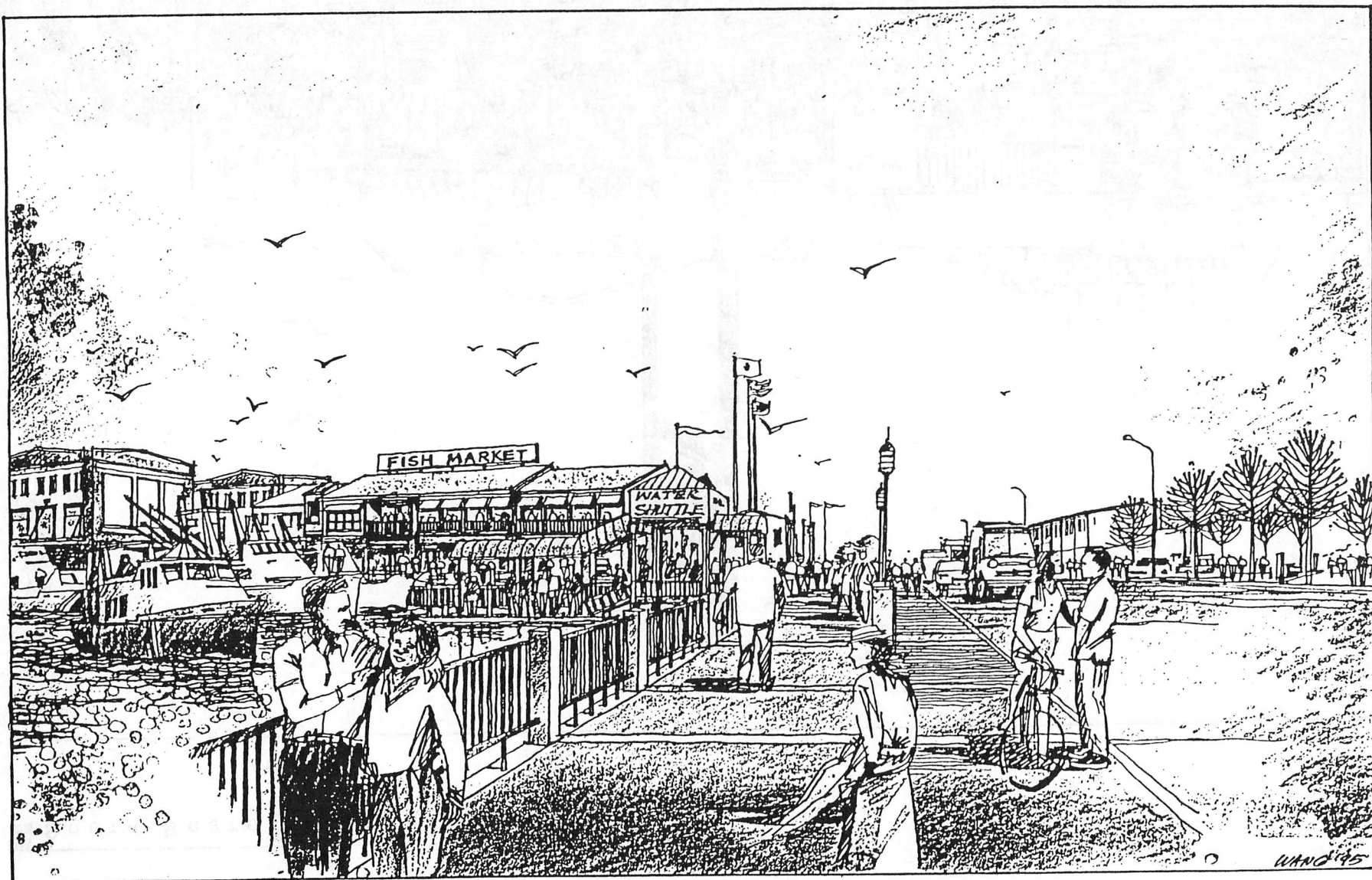
MIDTERM ACTIONS

26. Maintain the on-dock rail service to the Marine Industrial Park.
27. Identify appropriate industrial sites near Conley Terminal to support up to 200,000 square feet of marine-related warehousing and distribution space.
28. Maintain the Massport Marine Terminal as an opportunity area for post-Central Artery/Tunnel maritime uses, including cruise ship terminals, seafood processing and other maritime-related uses.
29. Use the City of Boston Enhanced Enterprise Community designation to gain financing for new and expanded port-related businesses in South Boston and Crosstown.

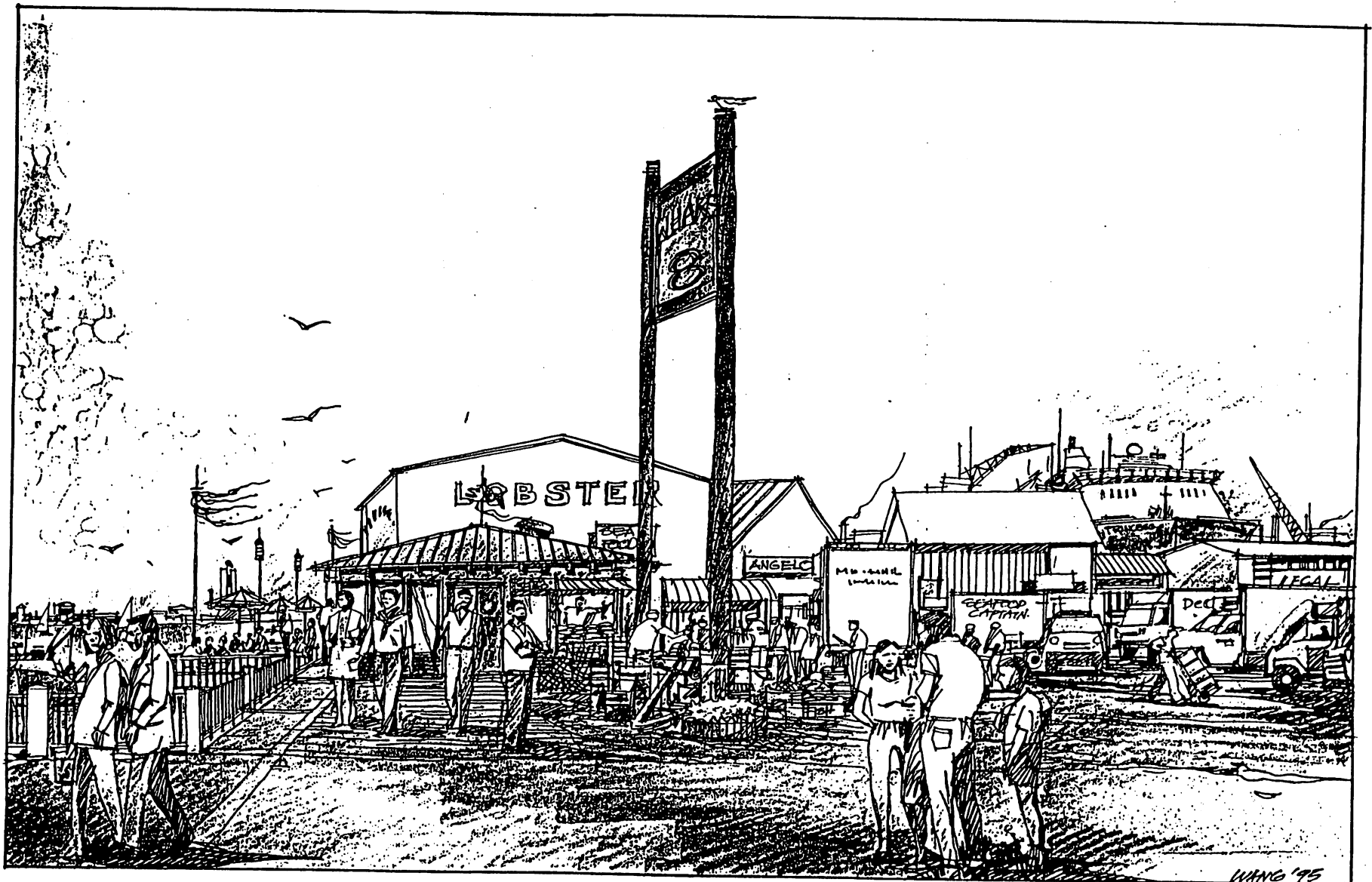
SOUTH BOSTON INDUSTRIAL SEAPORT



BOSTON FISH PIER—NORTHERN AVENUE



SOUTH BOSTON SEAPORT GATEWAY



1. BOSTON OVERVIEW

- * Located on the eastern seaboard of the United States along the Atlantic Ocean.
- * Metropolitan area population of 4,000,000 (7th largest in US).
- * Median family income of \$40,500 (3rd greatest in US).

2. ESSENTIAL BOSTON

- * One of the nation's oldest cities --settled in 1630.
- * Vital tourist destination -- ca. 8,000,000 visitors per year.
- * Home to the country's pre-eminent education and medical institutions such as Harvard, MIT, and Massachusetts General Hospital.
- * Center for finance, insurance, real estate and services.
- * Locus of emerging growth industries of the 21st century such as bio-technology, medical services and environmental sciences.
- * Vibrant residential neighborhoods in close proximity to the city center --relatively unique among US cities.
- * A walking city, graced by many parks tied together by Frederick Law Olmstead's design of the Emerald Necklace.

3. CITY ROLE IN REVITALIZATION

Carried out by the Boston Redevelopment Authority (BRA) --a public agency established by the municipal government as a separated legal entity. Five member Board of Director's, four for whom are appointed by the Mayor of Boston, and one by the Governor of Massachusetts votes on all matters requiring BRA action.

The BRA was created in the 1950's as the city's planning and renewal agency -- a combination of functions unique in US cities. This combination was intended to maximize co-ordination between planning and implementation in response to accelerating disinvestment in inner city neighborhoods and an economy that had languished since the 1930's Great Depression.

BRA functions encompass two general areas:

- * Planning board approval which include regulation of land use and new private development throughout Boston through administration of the citywide zoning code and review of any variances and amendments to the code.
- * Redevelopment or urban renewal activities which can include acquisition of private land through negotiation or eminent domain and disposition to private redevelopers in accordance with public purpose of specific urban renewal

plans. In addition, the BRA administers the construction of public infrastructure projects -- roads, utilities, parks etc. -- under such plans.

4. SNAPSHOT HISTORY OF THE WATERFRONT

- * 18th century -- construction of wharves into the harbor for trade with England.
- * 19th century -- land fills increase area of an expanding city threefold; inner city port of the age of sail matures and is replaced in the 1870's by a new working port established on the periphery of the center in conjunction with a rail distribution head.
- * 20th century -- working port again relocates further out to new containerized cargo terminal; decline of the inner city colonial era port accelerates with construction of an elevated highway that separates the city center from the waterfront in the 1950's.

5. DOWNTOWN WATERFRONT REVITALIZATION

Encompasses four decades during which the role of the BRA has evolved in response to a changing economic context.

1960's -- URBAN RENEWAL

Characterized by BRA's funneling of federal government subsidies to assemble sites, write down cost through provision of infrastructure and parcel disposition in fee to private redevelopers.

Urban renewal plan was adopted in 1964. Initial projects included the New England Aquarium, residential rehabilitation of mid-19th century granite wharf buildings and new rental apartments at Harbor Tower.

1970's -- PUBLIC/PRIVATE PARTNERSHIP

Emerges in response to diminution of direct federal subsidies for urban renewal; public improvements geared to leverage private investment.

Significant projects include Faneuil Hall Marketplace and Marriott Hotel. Waterfront Park and removal of elevated highway access to ramps to create a Walk-to-the-Sea dramatically enhance public perception of the waterfront.

1980's -- MAXIMUM LEVERAGE OF PRIVATE INVESTMENT

Achieving public benefits in a hot real estate market through public/private partnerships that capitalized on improvements already accomplished and public benefits exactions through the BRA's regulatory review of private projects under newly enacted Harborpark zoning.

Key projects include Rowes Wharf, and Marketplace Center constructed on BRA - owned parcels which were leased rather than sold to private developers, resulting in a substantial revenue stream to the public agency. Long Wharf presents a latter public improvements project that unfortunately ran up against public funding constraints in the late 1980's and was only partially completed.

1990's -- PUBLIC INFRASTRUCTURE PROJECTS

Picking up the slack in the current real estate downturn with public support including \$6 Billion pollution control project and a comprehensive water transportation system.

Rebuilding of the 1950's elevated highway as a below-grade expressway will re-establish linkage between the center city and entire waterfront.

6. LESSONS FOR OTHER CITIES

Underutilized urban waterfronts present tremendous potential value -- the return horizon is however of a long term nature. Boston presents a prime example of a city in which public investment and planning spurred private investment. Revitalization of the waterfront suggests the importance of the following in achieving success in situations involving the public sector and multiple private developers:

- * A continuing public sector role that can adapt to changes in the public and private financing environment and can take advantage of future opportunities that may arise in projects that are underway or that have already been completed.
- * A master plan that has enough flexibility to respond to a changing economic context.
- * A master plan in which the basic and most important goals do not however vary but allow for achievement through the broadest possible range of specific development projects.
- * A process that builds and maintains a general level of consensus among the populace for achieving master plan goals and objectives.
- * A proactive marketing approach, especially at the start of project.
- * Time.

DOWNTOWN WATERFRONT/FANEUIL HALL URBAN RENEWAL AREA, BOSTON, MA.

Urban revitalization project undertaken in the 1960's, covering approximately 125 acres of waterfront property directly adjacent to downtown Boston. A number of piers, wharves and buildings in the area date from the 18th century. By the 20th century the area was largely vacant and derelict as working port uses had moved to newer facilities on the outskirts of the center city.

<u>PROJECT</u>	<u>YEAR</u>	<u>USE</u>	<u>LAND DISPOSITION</u>
Aquarium	1968	100,00 sf tourist attraction	\$45,200 fee simple purchase
Harbor Towers	1969	624 du residential	\$373,000 fee simple purchase
Faneuil Hall Marketplace	1976	215,000 sf retail 146,000 sf office	\$10 / year ground lease payment
Waterfront Park	1976	5 acres open space	N/A
Marriott Hotel	1981	400 room hotel	\$1,200,000 fee simple purchase
Marketplace Center	1984	270,000 sf office 60,000 sf retail	\$1,400,000 / yr ground lease payment
Long Wharf Phase I	1986	1 acre public plaza	N/A
Rowes Wharf	1986	230 room hotel 100 du residential 325,000 sf office	\$2,184,000 / yr ground lease payment

ROWES WHARF

GENERAL DESCRIPTION

Encompassing hotel, office, retail, and marine uses in a distinctive waterfront setting, Rowes Wharf is a land mark addition to the skyline and urban fabric of Boston. Located on the harbor and next to the financial district, the 1.1 million-gross-square-foot mixed-use development weaves together its numerous uses in three separate buildings.

Rowes Wharf is designed in the shape of an "E", with the fingers (wharves) extending into the water. At its highest point, the project rises to 15 stories and includes 330,000 square feet of office and 12,500 square feet of retail net rentable area, 230 hotel rooms, 100 residential condominiums, marine facilities, and 700 underground parking spaces.

THE SITE AND ITS HISTORY

The project sits astride what was ones two wharves -- Rowes and Foster's wharves, built in the early 1760's -- and it is located very near the center of the downtown financial district. After thriving for nearly 200 years, the Boston waterfront began to show signs of decay in the 1930's, and in the 1960's, was designated an urban renewal area. The Boston Redevelopment Authority (BRA) acquired the dilapidated Rowes Wharf property as part of the Downtown Waterfront Urban Renewal Plan.

In the first stage of the BRA's competition for selecting a development team, seven proposals were narrowed to two. Finally, the BRA chose Rowes Wharf Associates -- a joint venture of the Beacon Companies and Equitable Real Estate -- and its architects Skidmore, Owings & Merrill, who then began a two-year design review process in accordance with the BRA's practice. Through the process, with the assistance of an advisor team from the Boston Society of Architects, the original proposal was refined and improved, including the addition of a domed space with a public observatory and six-story-high arch courtyard.

FINANCING

The business terms of the deal are especially complex because of the BRA's desire to maintain an ownership interest in the project. The project was undertaken pursuant to a single ground lease between the BRA and Rowes Wharf Associates. Once the shell was completed, the project was converted from ground lease to a condominium project created by a master deed which the BRA as landowner and Rowes Wharf Associates as building owner are codeclarants. The

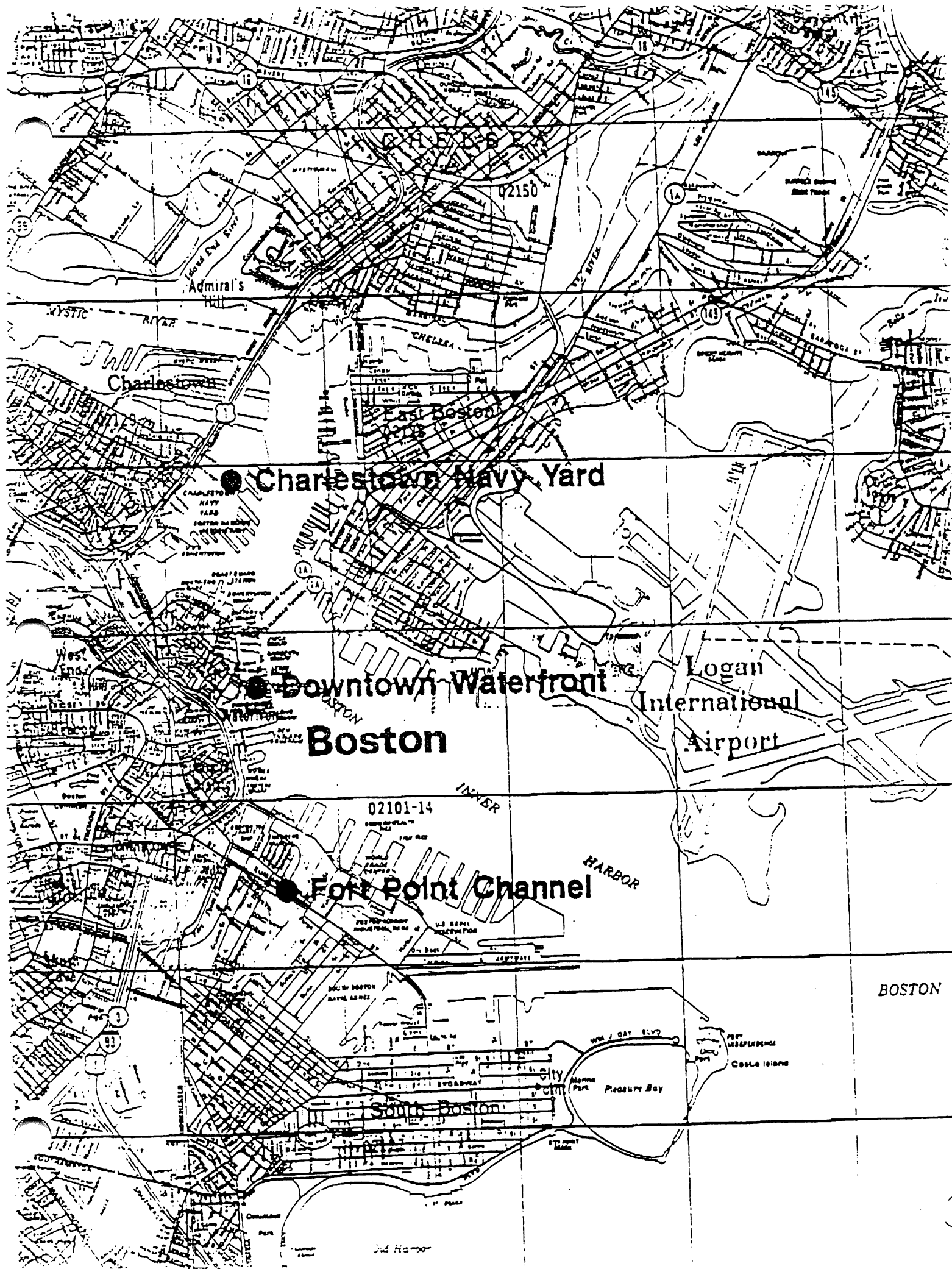
condominium contains an office/retail unit, a hotel unit, and the residential unit. Rowes Wharf Associates acquired, via purchase money notes, the fee ownership of the residential and hotel units, but the office/retail unit will remain as a leasehold between the BRA and Rowes Wharf Associates.

The office leasehold agreement required a base annual rent of \$1,282,400 and 10 percent of net cash flow from the office/retail unit after a return of 12.5 percent on total project costs. The condominium arrangement was used to ensure that both the residential and the hotel portions could be owned in fee simple. The hotel could not have been financed using a ground lease, and the residential units could not have been marketed effectively if they were developed on lease land. In addition, part of the deal with the city involved a \$2.1 million developer contribution to a fund to support low-and moderate-income housing, part of the Boston Linkage program.

The project involves no public financing, and the leasehold interest was acquired at fair market value. The project was financed through a 50/50 joint venture between Beacon and Equitable, with Equitable providing the construction financing. Permanent financing was obtained from a bank.

ROWES WHARF

Site Area	5.4 acres
Building Program	
Commercial	338,000 sf
Hotel (230 rooms)	142,000 sf
Residential (100 units)	185,000 sf
Maritime	<u>6,000 sf</u>
TOTAL	671,000 sf
Parking (below grade)	700 spaces
Total Development Cost	\$193,000,000
Occupancy	1987
Unit Sales Price	\$765,000 (AVG)
Office Rental Rate	\$35-45/NSF
Hotel Daily Room Rate	\$175 (AVG)



● **Charlestown Navy Yard**

● **Downtown Waterfront**

Boston

Logan International Airport

● **Fort Point Channel**

BOSTON

South Boston

City Center

Marine Park

Proctor's Bay

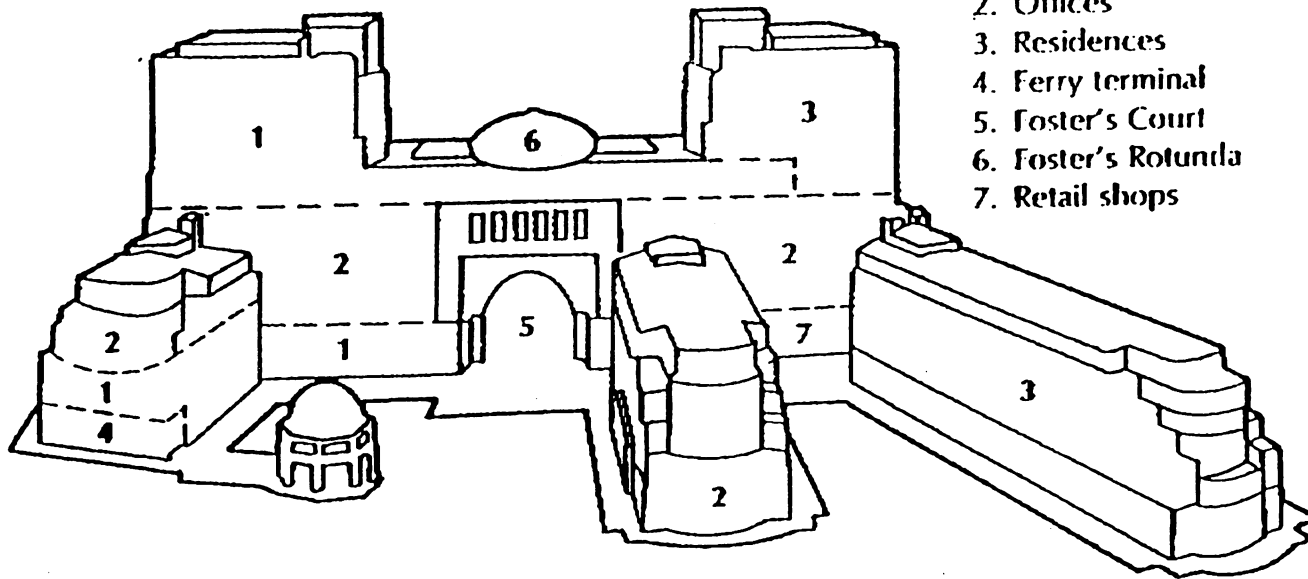
Port of Boston

Coastal Island

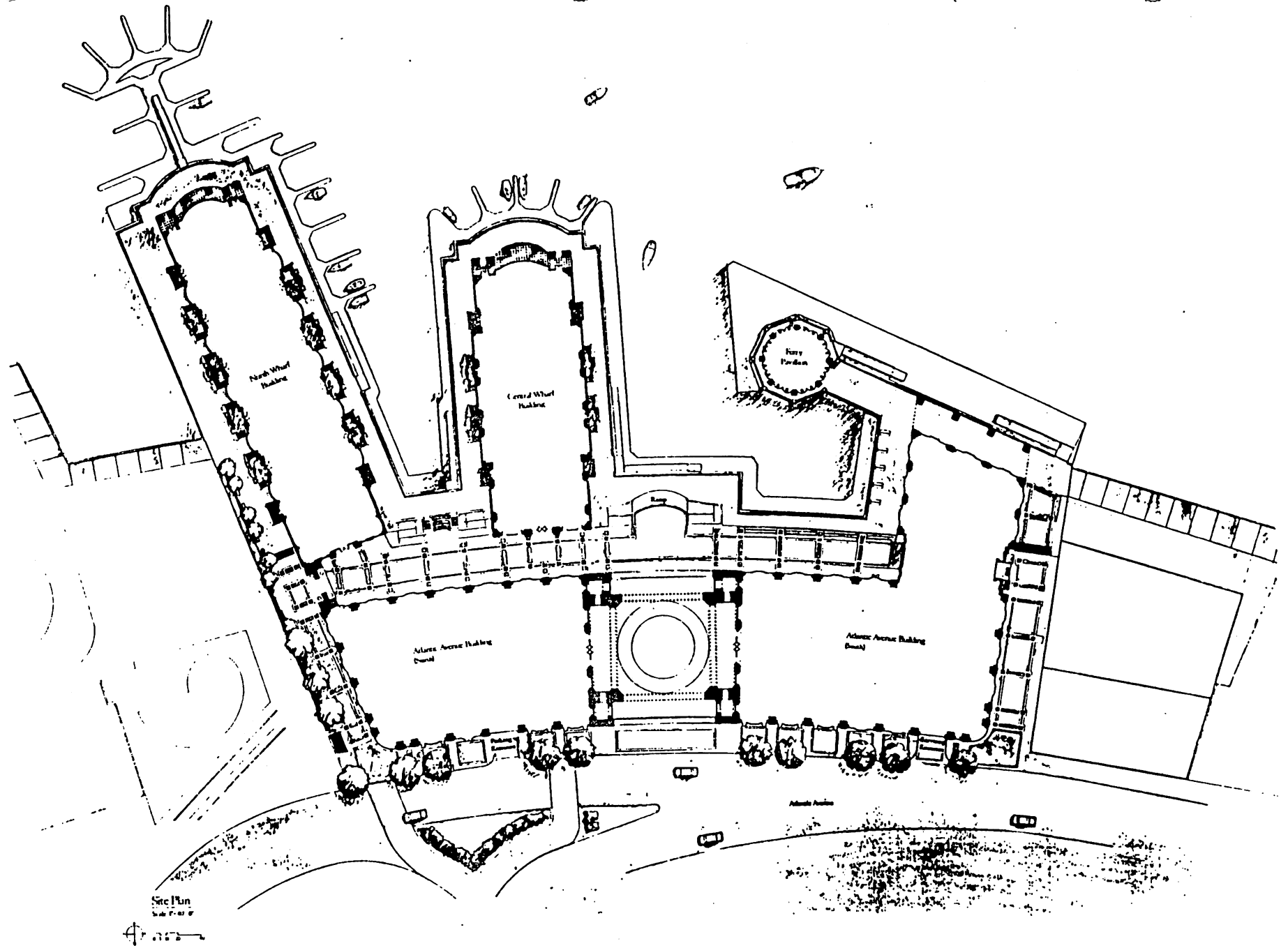
Old Harbor

Rowes Wharf

1. Boston Harbor Hotel
2. Offices
3. Residences
4. Ferry terminal
5. Foster's Court
6. Foster's Rotunda
7. Retail shops



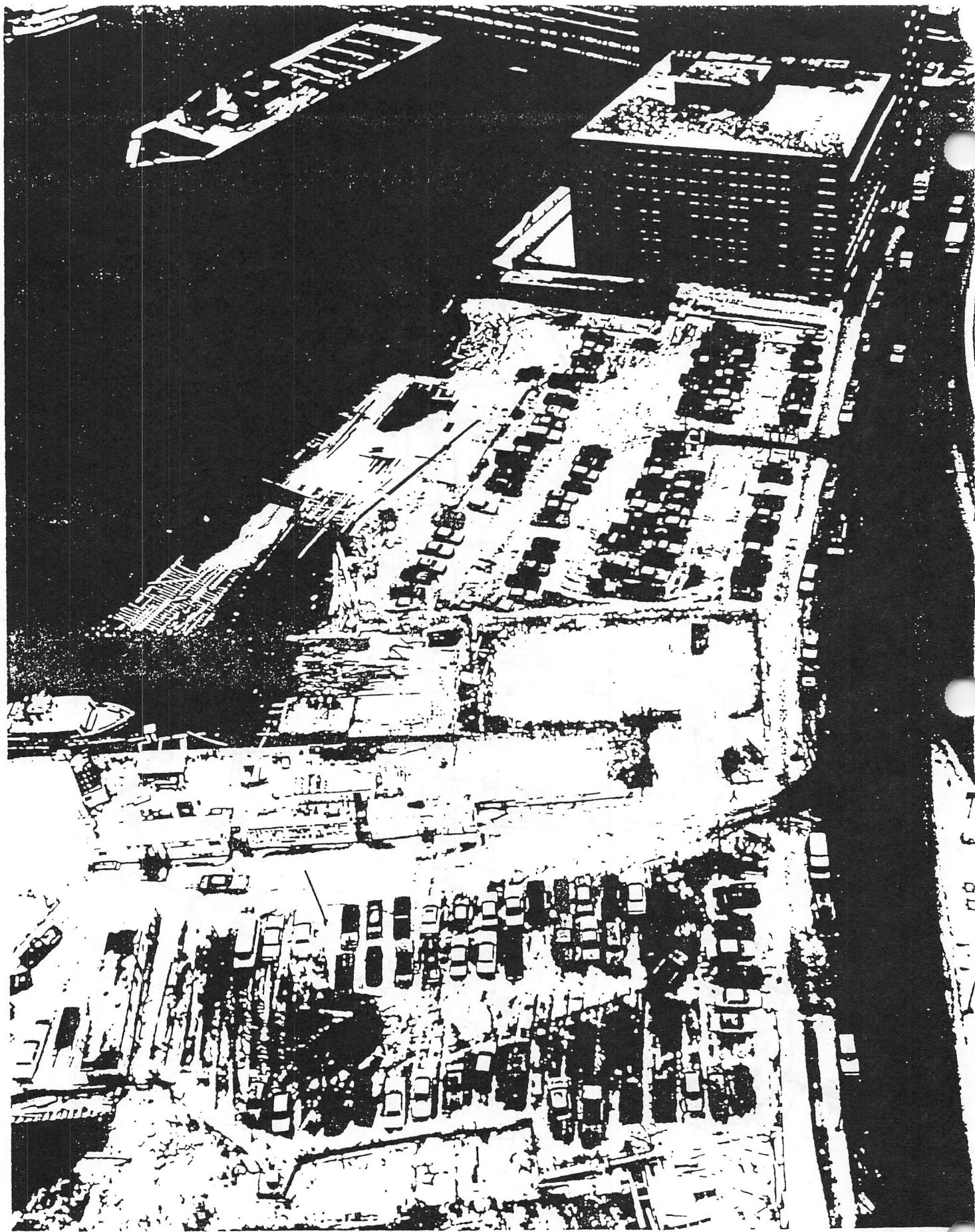
Market forces influenced the location of Rowes Wharf's various mixed-use components.

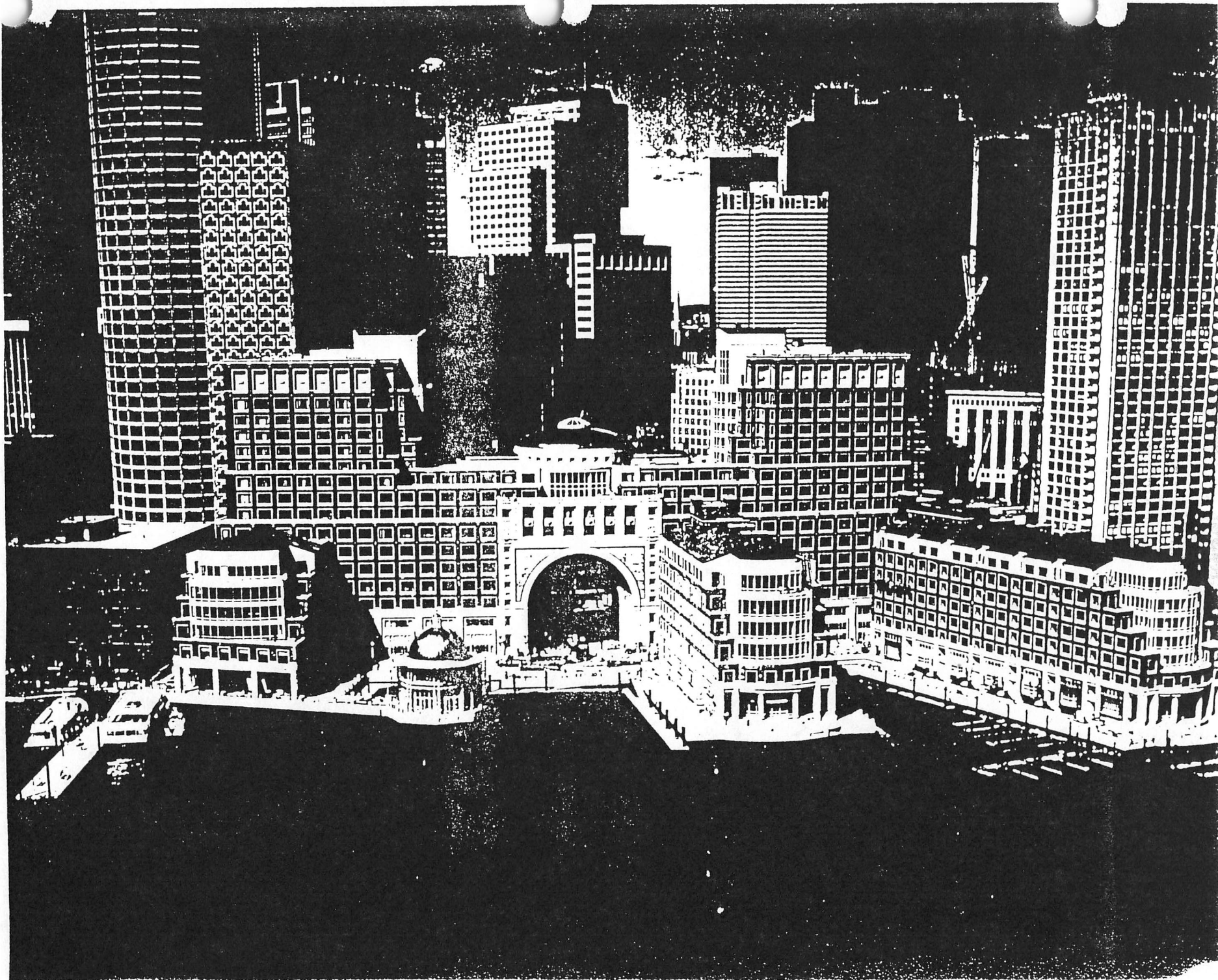


The Beacon Companies

Rowes Wharf
Boston, Massachusetts

Skidmore, Owings & Merrill
Architects Engineers







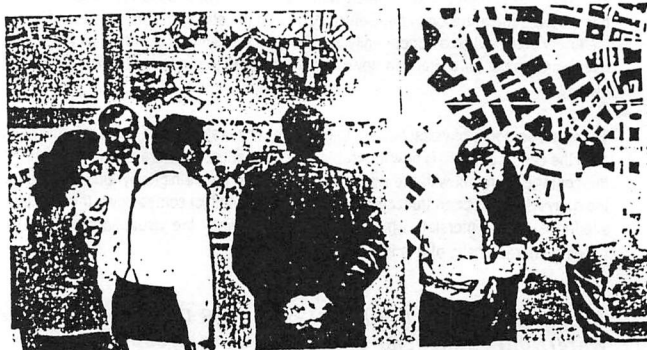
CENTRAL ARTERY SURFACE RESTORATION

THE WHARF DISTRICT

PRINCIPLES FOR DESIGN AND PROGRAMMING

WATERFRONT / FINANCIAL DISTRICT WORKING GROUP

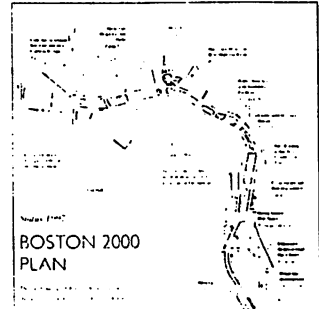
August 1999



Introduction and Overview

General Background

These Principles and Guidelines address design and programming for potential creation of public space over a central section of the Central Artery tunnel corridor due to be completed in 2004. With the support and initiative of the Artery Business Committee, the Waterfront / Financial District Working Group has worked for a number of months on the issues represented in this document. The Group inherited the results and determinations of a number of previous studies, notably the Central Artery Project MEPA Certificate of 1991 giving legal definition to the potential for air rights and public open space development. The MEPA Certificate was based on the *Boston 2000 Plan* developed by the Boston Redevelopment Authority and officially adopted by the City in 1991. The most recent comprehensive study of the corridor, *Toward Boston 2000*, was published in 1998, as an update of the 1991 *Boston 2000 Plan*. This work was a collaboration of the Artery Business Committee, Move Massachusetts, the BRA, the Massachusetts Turnpike Authority and the Surface Transportation Action Forum – developing implementation strategies for the entire length of the Central Artery corridor. Further work is continuing in other sections of the corridor.



Toward Boston 2000 (1998)

Process

The Waterfront / Financial Working Group, guided by the previous work, has sought to further the definition of a desirable and viable public realm on Parcels 12 through 18. The discussion has included the development of a statement of values, the contributions of desirable urban landscape imagery by members of the Working Group, the development of visions by architects and landscape architects, generating further discussion. This work has been synthesized into the current statement of principles.



*Waterfront / Financial Group working session
– images from consultant presentations*

This document distills several months' discussion with a broad group of neighbors and abutters, an ongoing forum at which the views of private corporations, not-for-profit organizations, public interest groups, private citizens as well as state and city agencies have been aired and debated. There is strong consensus in the group for each of the five principles elaborated in the following pages. This document reflects the range and tenor of the discussion, including those areas where further work is recommended.

Throughout the deliberations of the Working Group there has been an awareness of the planning and regulatory context of the proposed surface restoration, notably the 1991 MEPA Certificate mandating 75% open space throughout the Artery corridor. It is also recognized that any substantial deviation from the program and principles of the *Boston 2000 Plan* on which the MEPA Certificate was based would entail a Notice of Project Change. The Working Group has attempted to develop principles and programming ideas for the Wharf District reflecting not only the history of open space planning for the Central Artery corridor but also a developing awareness of how this district fits in with other open space systems in adjoining areas of the city and harbor. The guiding purpose has been to develop ideas for the regeneration of the waterfront section of the Central Artery which are both imaginative and responsive to the future health and vitality of the city.

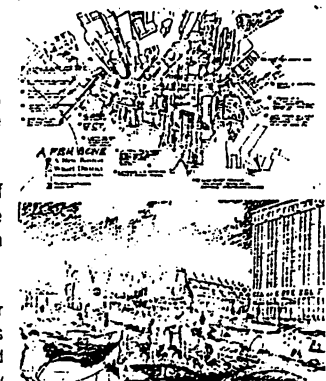


This document, along with principles being developed by working groups in other districts, will be used as the basis for a comprehensive plan and feasibility study. This additional work will explore the design potential suggested by these principles, as well as the financial and development viability of what is proposed in the wider context of the balance of the Artery parcels and the city as a whole.

Mending the City

The parcels of land being created by the depression of the Central Artery in the heart of downtown Boston represent an extraordinary opportunity for that part of the city through which, for more than a generation, the highway viaduct has cut a swath and dominated the landscape.

The total area of air rights development parcels over the tunnel is 27 acres of which 8.64 acres are in the Wharf District (Parcels 12 through 18). The task before the Working Group has been to 'mend the city', to heal the scar where the elevated highway now is. The mending will occur on two closely related planes, each a reflection of the other, both concerned with reuniting the city and the waterfront.



*The highway
in the city:
Central
Artery 1999*

On one level, there is a social and economic rift to be healed. The prosperity of Boston as a financial center was founded upon the activity of the Harbor and the mercantile economy. This is reflected in the buildings and streets of the old waterfront (Mercantile Wharf; Commercial Street; India Row etc.) now disconnected from the city by the viaduct. Today, the financial, commercial and retail activity of downtown has been largely cut off from the neighborhood of the North End, the tourist attractions of the Aquarium and Long Wharf, and the living and commuting associated with Harbor Towers and Rows' Wharf. Despite the damage, Boston has survived the intrusion of the Central Artery on the strength of its mixed land uses. With the depression of the Artery there will be an opportunity to reinvigorate the mix of commercial, retail, residential and open space uses which make for a vital downtown, reaching out to the water and new uses of the harbor reaching up into the city.



There is also some physical healing to be done. The water's edge, once a forest of masts and funnels visible from the center of town, is now interrupted by the viaduct structure. Views down the streets radiating out from the center to connect with the wharves, are blocked by the highway. Buildings connecting the wharves with the quayside have been truncated. Even when the viaduct comes down there will be the legacy of buildings sited to flank the interstate which will continue to impair the visual access to the water that once was the defining characteristic of this harbor city.

The principles put forward here address both the social and physical healing of the wound created by the interstate highway. The direction proposed is based on reclaiming the city from the assault of the highway. Atlantic Avenue will nevertheless remain as a reminder of the tunnel below and the alignment of the former viaduct. In reclaiming this corridor for the city, the Working Group also addresses the issue of reclaiming the streets for pedestrians, redressing the balance between the pedestrian and the automobile, building on another of Boston's strengths, the walkable city.

In planning for these newly available parcels on the Central Artery the Working Group has been mindful of Boston's strengths: the city has a healthy downtown business environment; tourists visit from all over the country and abroad; a significant number of people live downtown and walk to work; the waterfront still has some traditional port activity and is successfully pursuing a post-industrial future. In short, Boston is a place to live in, to work in, to educate one's children in and to visit – qualities which, attractive in themselves, are extraordinary in combination. It is the mix of activities in this city that is the key to building on what exists and making the best of the opportunities provided by the 27 acres of air rights over the Central Artery Tunnel.

Defining the District - new ways of looking at parcels created by the Central Artery

One overriding conclusion of the Working Group discussion was that the planning of open space and other development in the Waterfront / Financial District should not be confined to the Central Artery Tunnel project limits. To understand the full potential of the parcels made available by the air rights over the tunnel, it was agreed unanimously that they be studied within the context of the city, the harbor and the larger open space systems of the city and region.

The boundaries of the Wharf District study area were expanded to include adjacent streets and buildings as well as, most importantly, the Harbor's edge, thus defining an area with a level of historical, topographical and architectural coherence. The Wharf District and its position within the City and the Harbor is therefore the primary context in which the potential of Parcels 12 to 18 has been discussed.

The Wharf District is defined by the following characteristics:

- **Parcels 12 to 18**, extending from North Street to Northern Avenue, are located in the heart of what historically and topographically was the original Harbor. Land form, street form and building form all survive to identify this section as a **Wharf District**.
- The Wharf District is a **threshold between land and water**, the overlap of open space systems reaching back into the city and outwards to the harbor.
- Long Wharf and Rows Wharf are **Gateways to the Islands** linking the Harbor Islands, the Esplanade and the Emerald Necklace, creating a continuous archipelago of maritime and landside recreational open space.
- The **Harbor Boulevard**, a harbor road system connecting Charlestown, the North End and the South Boston Waterfront passes through the Wharf District, making the Central Artery parcels a central link in the chain.
- The **Harborwalk**, a pedestrian trail, traces a similar route around the harbor, permeating the wharves, hugging the water's edge.
- The **Walk to the Sea** is a major cross-axis through the Wharf District, linking Beacon Hill, Government Center and Quincy Market with the waterfront.
- In addition, **Commuter Routes** link the downtown financial district with Logan Airport and destinations on the South Shore through Rows Wharf and Long Wharf.

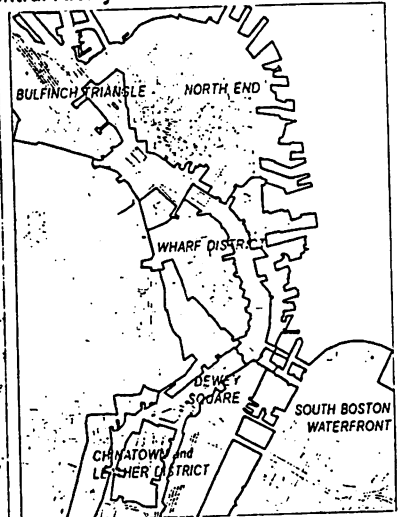
Five Principles

Five principles for design and programming of the Wharf District reflect the development of public open space in the context of the area as a whole:

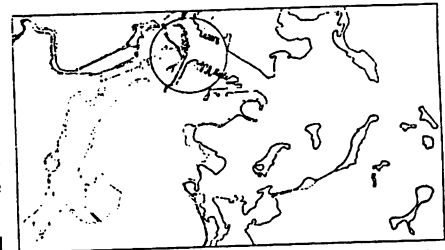
1. **Reinforce the Character of the Wharf District** – liberating the Central Artery parcels from definition by the interstate, setting them in their city context;
2. **Reconnect the City with the Harbor** – establishing the physical guidelines for open space development between the city and the waterfront;
3. **Support and Surround the Open Space with People and Activities** – establishing the scope of social and economic activities for a successful 24-hour, 4-season public realm, recognizing the central role of tourism;
4. **Create a Walkable and Attractive Environment** – taming the effects of the interstate on the city and populating the sidewalks with people;
5. **Ensure a High Quality and Viable Public Realm** – outlining possibilities for public and private cooperation in creating a well-maintained public space.



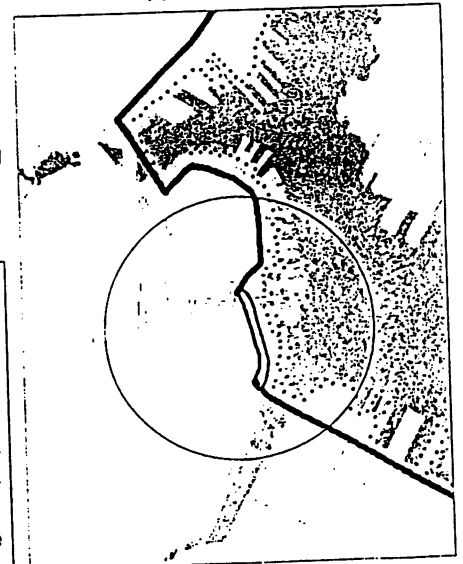
The CAT Project Map: open space defined by the highway



The Districts Map: open space defined by city and harbor



The Wharf District linking land and water: the Harbor Islands and the Emerald Necklace



Overlay of open space systems: the Boston Common; the Walk to the Sea; Harborwalk; Harbor Boulevard

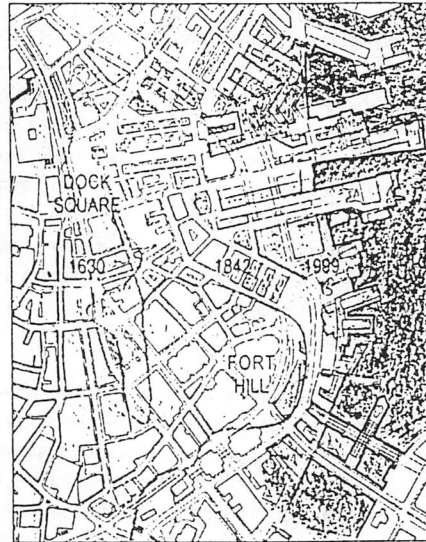
Reinforce the Character of the Wharf District

PRINCIPLE

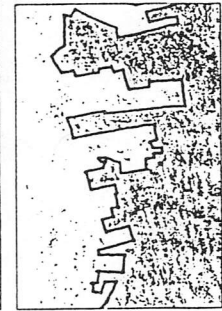
1

Where the Central Artery corridor comes closest to the waterfront, it passes through the city's economic core, the trading and financial center built around and upon the old harbor. The character and development patterns of the historic waterfront are still apparent in the buildings and street forms built out from Dock Square. While the presence of the corridor will remain evident in the surface streets – at access and exit ramps, marked by signage and lighting – the city must be restored to its former integrity in planning for future development in and around the original harbor.

- Define the Wharf District by its topography and architecture with Dock Square as head of the 17th century harbor.
- Create and maintain an integrity of streetscape (paving, lighting, signage) throughout the district and develop a vocabulary of form and material consistent with the hardiness of wharf architecture. *Examples: Walk to the Sea, Harborwalk*
- Reveal the pattern of waterfront growth of jetty / landfill / wharf construction developing into the harbor from Dock Square.
- Recognize the characteristic of interlocking land and water. Break up the hard edge of the modern waterfront allowing the water to intrude into the urban fabric. Taking the shoreline as a design cue, there may be opportunities to reestablish the pier and jetty form at the harbor's edge. This may be functional – e.g. with the introduction of moorings; or metaphorical – with the use of pools and fountains. *Examples: Christopher Columbus Park (Waterfront Park), Harbor Towers*
- Waterfront development patterns may serve as cues for the design of open space. Where buildings once were may suggest the location of structures including screens, pergolas and plantings as well as kiosks and cafeterias. Where basins once were -may suggest water features such as pools, fountains or 'wet' paving. *Examples: Water features on Parcels 12,14,15,16*
- Create water themes – pools, fountains, 'wet' landscape – throughout the corridor as memory of the shoreline. *Examples: Parcels 13,14,15,16*
- Maintain view corridors and streets as radial developments from Dock Square. *Examples: State Street, Milk Street, Broad Street*



HISTORY Pattern of Waterfront Growth



SHORELINE Interlocking Land and Water



ARCHITECTURE Historic Waterfront



TRUNCATED BUILDINGS
Radial pattern cut by
highway



OPENING UP THE VIEW
Christopher Columbus Park (Waterfront Park)



OPENING UP THE VIEW
Broad Street



WET LANDSCAPE
Fountain, Lyons, France



WET LANDSCAPE
Fountain, Boston City Hall

Reconnect the City with the Harbor

PRINCIPLE

2

The removal of the Central Artery viaduct creates an opportunity for the city to connect with its waterfront for the first time in fifty years. While the harbor is no longer the core of a mercantile economy it remains a unique historical and topographical feature in a vital and prosperous downtown. Created by the logic of the highway, the gash left by the removal of the viaduct presents an opportunity for civic space to regain what once was lost. The parcels located in the Wharf District are a link between city and harbor; downtown and water's edge; visitors, workers and residents. The connections to be made by these parcels should be as complex, layered and varied as the surrounding city itself. In addition, the regional significance of the open space in the Wharf District as a whole should be overlaid with the distinctive local characteristic of individual spaces. For example, Christopher Columbus Park (Waterfront Park) serves as both a city and regional asset as the terminus of the Walk to the Sea and as an urban 'oasis' for the neighborhood of the North End.

In the course of discussion alternative visions were revealed: that of open space defined by the Central Artery Corridor and a layering of open space systems combining the potential offered by the Artery parcels as well as the Harborwalk, the Walk to the Sea and the regional systems beyond.

The corridor vision gains its clarity from the directionality of the Central Artery Project Map. Reviewing the Central Artery parcels in the context of the Wharf District as a whole however, the potential exists for developing open space at the water's edge as a critical link in the City's vision for the Harborwalk. By reinforcing the cross-streets as lateral links to the waterfront – 'Fingers to the Sea' – across the Artery, the city is not only linked to the water but to the entire splendour of the length of the Harborwalk. In this view there is a role for the Central Artery parcels to make these links, supporting the development of open space where it most needed in the broader context. It is recommended that further work be undertaken to explore the possibilities of these open space networks as they touch upon the Artery.

Develop open space in the Artery corridor as a link to the greater open space systems of the city and region: the Walk to the Sea; the Emerald Necklace; the Harborwalk; the Harbor Islands.

- Link Parcels 14 and 15 to the Walk to the Sea
- Develop a pedestrian link to the South Boston Waterfront at Oliver Street
- Make the Harborwalk accessible at Harbor Towers (in progress)
- Reactivate Christopher Columbus Park (Waterfront Park) as it touches Atlantic Avenue

Links would be reinforced with view corridors, crosswalks, sidewalk design and continuities in the streetscape.

Develop the Wharf waterfront as Gateway to the Islands linking recreational spaces on land and water – the Emerald Necklace and the Harbor Islands

- Recognize gateways at Long Wharf, Rows Wharf
- Develop a visually prominent destination point at the end of Long Wharf

Establish a Harbor Threshold linking the city and the surface artery to the water's edge.

Threshold parcels:

- Link parcels 12 and 14 to Quincy Market, North End and Waterfront Park
- Link parcel 15 to Custom House and the Aquarium
- Link parcels 17B and 18 to Battery March / Broad Street / High Street / Rowe's Wharf

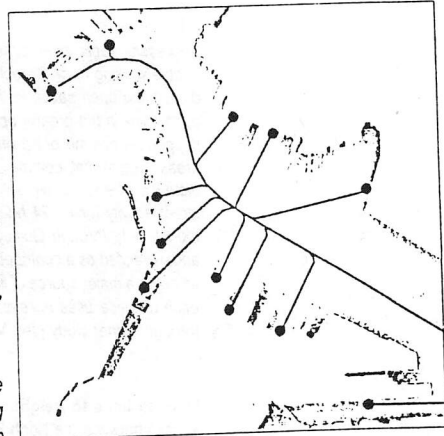
Develop cross streets as 'Fingers to the Sea', turning points as 'Knuckles'

- Fingers: Walk to the Sea / State Street / Central Street / Milk Street / East India Row / High Street / Oliver Street / Northern Avenue
- Knuckles: Atlantic Avenue / Parcel 12 / Waterfront Park / Commercial Street / Quincy Market and Custom House Tower / Atlantic Avenue / Hook Lobster / Northern Avenue bridge – and the connection to the South Boston Waterfront.

Frame and contain view corridors

- Develop screens, bosques of trees, water jets, sculpture, building edges to establish visual continuity from the city to the waterfront and from the harbor to the city.

Examples: Quincy Market / Walk to the Sea / Marriott Long Wharf; Old State House / State Street / Long Wharf; Broad Street / Rowe's Wharf

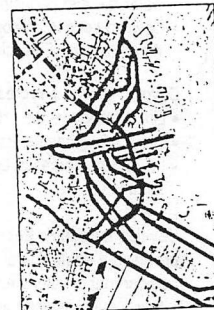


WHARF DISTRICT: Gateway to the Islands, Threshold to the City



BOSTON HARBOR ISLANDS: George's Island

FRAMES, FINGERS and KNUCKLES



'FINGERS TO THE SEA': Cross Streets, Knuckles, Views



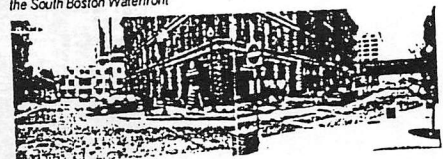
FRAME: Rows Wharf



FINGER: Northern Avenue from the South Boston Waterfront



FINGER: State Street



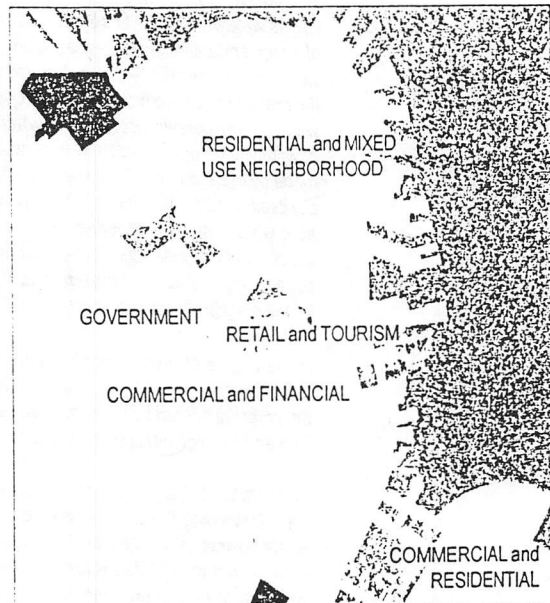
KNUCKLE: McKinley Square at the Custom House

Support and Surround the Open Space with People and Activities

PRINCIPLE

3

Successful public open space, whether active or passive, depends upon people walking to or through the space, day and night, in all seasons. In developing open space in the Artery corridor as a series of 'city rooms', each a link in the greater open space system, the overall goal must be to support the rich mix of activities and land uses that thrive in the surrounding areas. Residential, commercial, retail, recreational uses, all within walking distance of each other, will complement one another and develop vital street activity for an 24 hour per day, four season cycle. In addition, the tourist route through Quincy Market to the Aquarium must be sustained and expanded as a contributor to urban vitality, an attraction in itself as well as being a major source of income for the city. The balance and location of each of these uses in relation to the open space remain to be resolved through further study (see Next Steps and Further Action)



Develop links to neighborhoods

- Links between the North End and Quincy Market at North Street and Clinton Street to be scaled to the neighborhood.
- Line the edge of sidewalks with small retail, residential units, smaller scale parks.
- Increase the number of residential units in proximity to the open space – to provide much needed housing, as well as generating intensity of use and 24-hour city life.
- Develop a boulevard system as a link between neighborhoods and commercial districts.

Develop commuter links

- Develop bus or trolley service to supplement the subway, water taxi and pedestrian links already existing.
- Develop pedestrian commuter routes between Rowes Wharf and the Financial District.

Develop tourist / recreational trails

- Link Atlantic Avenue / Harborwalk to Northern Avenue
- Link City Hall and the Harbor by the Walk to the Sea
- Link Harbor ferries at Long Wharf, Rowes Wharf and the islands

Develop landmark destinations throughout the district providing a visual cue or incentive to pass across the corridor to the water's edge.

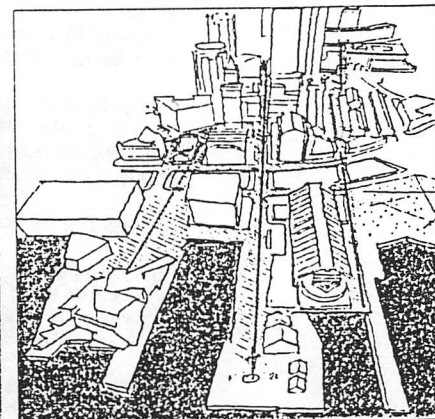
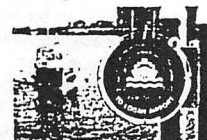
- Existing active landmarks are the Aquarium and Rowes Wharf. With the development of the Northern Avenue Bridge, Hook Lobster and the pedestrian link to South Boston will become an attractive destination.
- Additional cues are needed at Christopher Columbus Park (Waterfront Park), Long Wharf, the Marriott Hotel, the Custom House Tower and Harbor Towers.

HOUSING and OPEN SPACE

Open space in urban areas has a close relationship with housing. Commonwealth Avenue has a dense catchment area of apartment dwellers; Louisburg Square owes much of its charm to being surrounded with residences; a newspaper kiosk in Mestre, Italy serves the surrounding residents and animates the piazza.



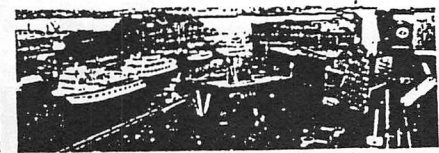
COMMUTER LINK Logan Ferry



LANDMARK DESTINATIONS Aquarium and Long Wharf



LANDMARK DESTINATION Rowes Wharf



TOURISM and RECREATION Aquarium and Long Wharf

Create a Walkable and Attractive Environment

PRINCIPLE

4

As an essentially European city in the New World, one of Boston's defining characteristics is the tight scale of streets, buildings and open spaces, generating an intimacy and intensity vital to city life. Boston's reputation as one of America's foremost 'walkable cities' must be sustained by creating open space scaled to pedestrian height and speed, as well as being lively and attractive at street level to provide interest for the walker. As a democratic and multicultural city, Boston must also strive for accessibility as well as a layering and multiplicity of spaces, programs and institutions on the street, within the open spaces and at the edges, within the district and the broader downtown area.

Create a walkable and attractive environment where residents, commuters and tourists, the young, the elderly and infirm can move freely and without fear for their safety.

- Encourage a fine network of multimodal transportation linking subways, buses, taxis and boats to serve pedestrians and reduce dependency on the private automobile in the city. *Examples: Seattle, WA; Portland, OR*
- Develop wide and frequent crosswalks with timing of traffic lights favorable to pedestrians. *Examples: Parcel 14 (Walk to the Sea); Parcels 17A and B (Rowes Wharf)*
- Develop a lighting plan to encourage a sense of place and direction. *Example: Copenhagen's study of District, Path, Node, Landmark, Edge*
- Develop effective, integrated and limited pedestrian signage to show the way but not clutter the streets. *Example: signage to waterfront, ferries, subway stations*
- Provide public information centers, public conveniences, kiosks and benches, decentralized and closely spaced. *Example: Development of piazza in Mestre, Italy*

Develop a variety of programs attractive and accessible to a broad spectrum of the public.

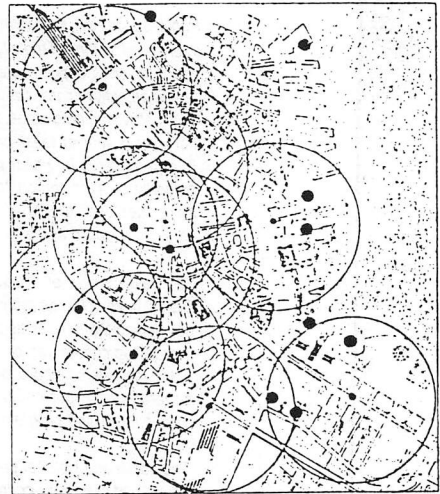
- This range may include: active and passive recreation, water features, children's playgrounds, enclosed space, street markets, kiosks and boutiques, cafes and restaurants, cultural facilities.
- Recognize the value of unprogrammed open space in which sitting, walking, admiring the view are themselves the activities.

Develop programs at sidewalk level to encourage activity on the streets: a mixture of recreational use, open markets, outdoor cafes and boutiques.

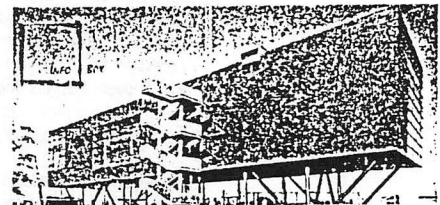
- Develop active uses at grade at edges of 'solid walls' to animate the sidewalks. *Examples: Clinton Street Garage, Harbor Garage, Parcels 12, 18*

Establish the character of the surface artery as an urbane and pedestrian oriented city street rather than as a feeder road to the interstate.

- Cover interstate ramps with active uses to conceal the highway and activate the surroundings with pedestrian activity.
- Protect pedestrians at exit ramps.
- Reduce and contain the size and location of highway signage on the city streets.
- Develop "white noise" screen in passive parks *Examples: Parcels 12, 18*
- Mitigate the uniformity of the highway with a variety of design responses at street level.



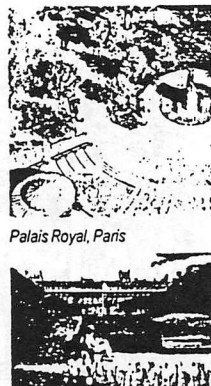
TRANSPORTATION Rail, Subway, Parking and Ferries
- circles indicate 4 minute walking distances from subway



Info Box, Berlin - most visited attraction in a city under construction



Plateau Beaubourg, Paris - a variety of programs for different seasons, times of day, age groups and cultural tastes



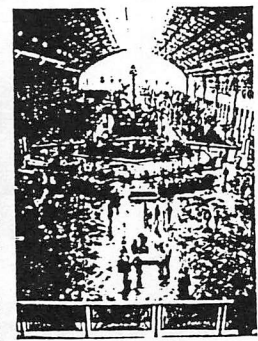
Union Park, New York



Central Wharf, Boston



Rue de la Harpe, Paris



Madrid Station
winter garden

Palais Royal, Paris

Ensure a High Quality and Viable Public Realm

PRINCIPLE

5

Public space, the sidewalks, the streets, parks and plazas, thrive on people using them, intensely. The thrill of the city is in the multiplicity of activities and people that take their place on these forms of public stage. With the energy brought by this concentration and diversity of human activity comes also the cost of wear and tear. For the public realm to sustain itself as an attractive civic stage, it must be relatively safe, clean and orderly - not absolutely and not always, but at least predominantly in this central location of downtown. Unlike the European cities in which the public realm was given shape and maintained by central authority, be it the church, the state or city government, the tradition in the United States has more often been that of a division of sponsorship between public and private sectors in the creation of public amenity.

The development of the surface artery parcels throughout the corridor and in the Wharf District have not been programmed or costed. It is clear however that both the capital cost of developing the parcels as public amenity and their physical maintenance, will require more than public coffers can provide. Further work, following this study, will examine models for public / private collaboration in funding the development of the parcels. The goal must be to generate sufficient capital to develop the land; and to provide sufficient revenue for maintenance and programming into the future.

The social and political principles to lay down at the outset of such a joint venture for this critical part of the city, cognizant of the economic reality just outlined, should never lose sight of the goal to which these design guidelines have been directed: that this space is to be developed as predominantly public realm. So long as the assumptions are clearly spelled out, there need be no conflict between private funding and the liberties afforded by public space - including freedom of speech, access out of business hours and free, or low cost, access for all. In addition, public space has often, though not definitively, been associated with freedom from commerce or advertising. These issues, if not debated openly and with discipline, have proved to be volatile. It is proposed that a working group be established to address these matters of a 'public space constitution'.

If these principles are to be realized, it is essential that a responsible entity be appointed as soon as possible to focus on sources of funding for programming, for design and construction and for management and maintenance in addition to addressing the broader issues presented in this document.

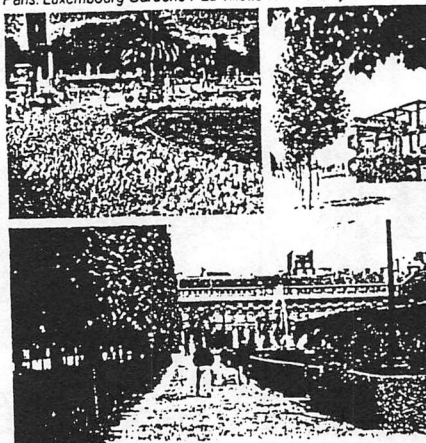
In design, the principles are simple and straightforward:

- Develop high quality design using durable attractive materials;
- Design for consistent and effective maintenance with quick remedial response;
- Ensure adequate funding for operations and maintenance from a combination of public and private sources

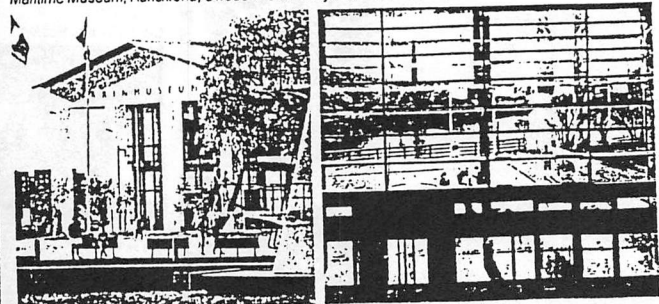
Examples:

- Public Garden • Leventhal Park • Quincy Market • Rows Wharf • South Station

PUBLIC SPACE: HIGH QUALITY, IMMACULATE MAINTENANCE
Paris: Luxembourg Gardens / La Villette / Palais Royal



EXTERIOR and INTERIOR public space for waterfronts in a cold climate
Maritime Museum, Kanskrona, Sweden Chandlery Museum, Helsinki, Finland



PRIVATE SECTOR / PUBLIC REALM Public Mall, Toronto



EXTERIOR and INTERIOR public space for a temperate climate
Yerba Buena Gardens, MoMA and Convention Center, San Francisco

Next Steps and Further Action

Building on the already well established relationship between the City, the Turnpike Authority and Community in the downtown corridor, this urban design work is intended for the entity that will assume responsibility for the corridor. The scope of work for this additional effort will address the conceptual, physical, financial, and economic feasibility of the proposals developed as part of the continuing collaborative process. This process will integrate three study areas as well as public and private sector initiatives into a comprehensive urban design strategy for the Wharf District.

The principles set out here have been derived with the support and initiative of the ABC through a series of workshops held by the Waterfront / Financial District Working Group from June 1998 to June 1999. The principles represent a broad consensus on the necessary conditions for successful public open space in the Wharf District of downtown Boston. As the thinking around the Central Artery has evolved from its earlier phase as a highway project into its current phase as a city building opportunity, so have perceptions changed as to how best to incorporate the commitment to public open space within the context of the city and the harbor. Just as new ideas have emerged in this Working Group, casting fresh perspective on Boston 2000 and previous studies, so further work will build upon or modify these principles. In building for such a long term future in such a significant place in the city, it is important to sustain discussion for as long as the schedule allows in the conviction that the community of participants will only become wiser and the plans for this public space correspondingly improve.

To build on this successful comprehensive planning initiative, the City has recommended that adjacent districts in the corridor generate similar principles for design and programming and that a comprehensive plan for the corridor be developed, including an overview of the existing and projected open space that sustains the city and its region. In addition, this Working Group strongly recommends the appointment of a coordinating entity representing the interests of the city, the state and the community in order to implement the surface restoration proposals currently in the process of development. Central to this concern is the identification of funding sources to ensure that the vision currently being developed can in the end be implemented.

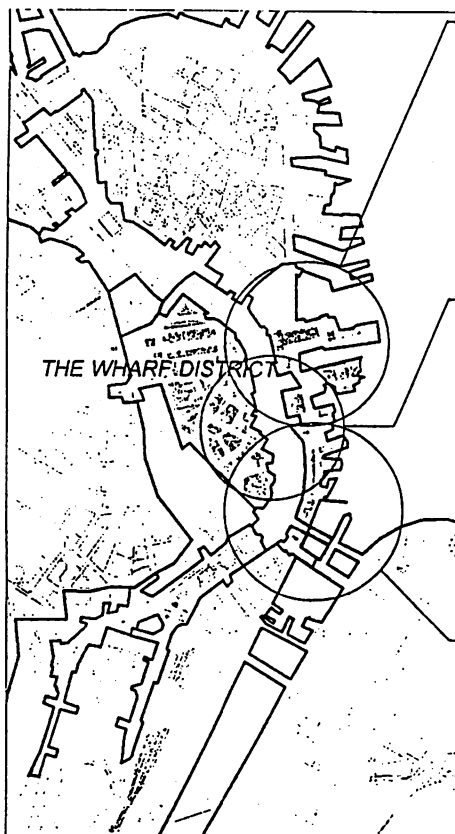
In order to further the principles that came from the working group process, the Working Group recommends additional work on two levels:

1. Comprehensive Plan

Development of the open space and structures over the Central Artery air-rights requires the creation of a comprehensive plan for the entire corridor which builds upon previous works beginning in 1991. The Wharf District component prepared for consideration as part of the comprehensive plan should be based on the principles identified in this report and will further develop the parameters for future open space and structures including standards for massing, height and density and other zoning and urban design criteria. It is envisioned that the Wharf District Plan will be further developed in parallel with the corridor-wide effort. It would be one of several local plans, to be incorporated into an overall comprehensive plan for the entire corridor in the context of districts from the Charles River to South Bay and the South Boston Waterfront.

2. Study Areas

Three study areas along the Wharf District corridor are proposed to run concurrently with the comprehensive plan. The Central Artery parcels will not be ready for construction until 2004. Meanwhile, neighbors and abutters are embarking on a variety of projects which need support and coordination if these principles are to be realized. There is an opportunity for taking early action on adjacent properties in preparation for the availability of the Central Artery parcels and the implementation of a plan. For each of these three studies, the scope of work will identify and coordinate parallel public and private sector initiatives, recommending urban design guidelines to ensure consistency with the principles embodied in this document. In each of the three study areas, further work will include an investigation of the potential physical, economic and financial viability of proposals. This work will initiate preliminary design work as well as coordinating current work with long term goals, feeding into the planning effort establishing those goals



Study Area One: Christopher Columbus Park (Waterfront Park) and Long and Central Wharves
Given the active waterfront uses such as the City's Waterfront Park, visitor destinations such as the New England Aquarium, and cultural assets such as the Walk to the Sea, this area will continue to serve as a concentrated center of civic and open space and the central focus of tourist activity in this part of the city. The City of Boston is proposing improvements to Christopher Columbus (Waterfront Park) and Long Wharf and there are initiatives anticipated from abutting owners, including the New England Aquarium. The City's current public process with members of the North End and Wharf District Working Groups is developing guidelines for ramp Parcel 12. The study process will produce urban design guidelines in collaboration with abutters and the community to reinforce this area as an active civic space for use by both visitors and local residents. The aim will be to develop connections between the city and the water's edge including the Walk-to-the-Sea and Central Street linking the Custom House Tower and Long and Central Wharves.

Study Area Two: India Wharf

This study area includes Rows Wharf, Harbor Towers, the Custom House and other hotel or residential buildings in the old Financial District leading down to the former India Wharf. A broad consensus favors uses which promote the "24-hour city", creating a balance and interplay of open space and potential residential and retail uses. Additional residences would not only bring more people into the city after business hours, promoting a lively and safe pedestrian environment, they would also propagate small scale retail development, an additional stimulant to the sidewalks and open spaces of the City. The intent of the study would be to better understand the potential for additional residential uses in this area. The study would also reinforce the importance of open space and view corridor connections to the Rows Wharf rotunda, providing connections to the harbor and the regional water transportation system. Work would include: documentation of the character and quantity of surrounding residential uses; quantification of the capacity of the parcels; determination of necessary "critical mass" in terms of residents and the retail services and open space required to support them; and an assessment of development opportunities for a mix of income and unit types within the study area.

Study Area Three: Fort Hill

The development of this area will play an important role in support of the City's concept of a continuous Harbor Boulevard connecting the downtown with the South Boston Waterfront. The study area is bounded on the north by Rows Wharf and on the south by Pearl Street and the Fort Point Channel. Parcels 18 and 19 and their adjoining areas have the potential to reinforce the connection of the Waterfront Boulevard in the downtown corridor as it crosses the Fort Point Channel into the South Boston Waterfront along Northern Avenue. The urban design character of these two parcels, the space adjacent to Hook Lobster and next to the watersheet of the Fort Point Channel on both sides would be studied. There is broad agreement that Parcel 18 should be developed with a structure over the ramps. The Waterfront / Financial District Working Group, together with the City and the community and the input of the Turnpike Authority will work to prepare a study on the issue. Program proposals favor the idea of a cultural or civic institution (such as a visitor facility suggested by the BRA) being sited here as the primary use, though other land uses should be explored. The program for ramp Parcel 18 must be addressed in conjunction with the planned Massachusetts Horticultural Society's facility on Parcel 19 and the Boston Edison parcel at Pearl Street. In all cases the accessibility and social benefit of the ground floor uses should be paramount.

THE WHARF DISTRICT in the Central Artery / Downtown Masterplan Area with 'early action' Study Areas indicated

Waterfront/Financial District Working Group Meetings

Shaping the Future of the Wharf District

Jerry Schubel
Chair, Waterfront / Financial District Working Group
President New England Aquarium

Working Group Participants

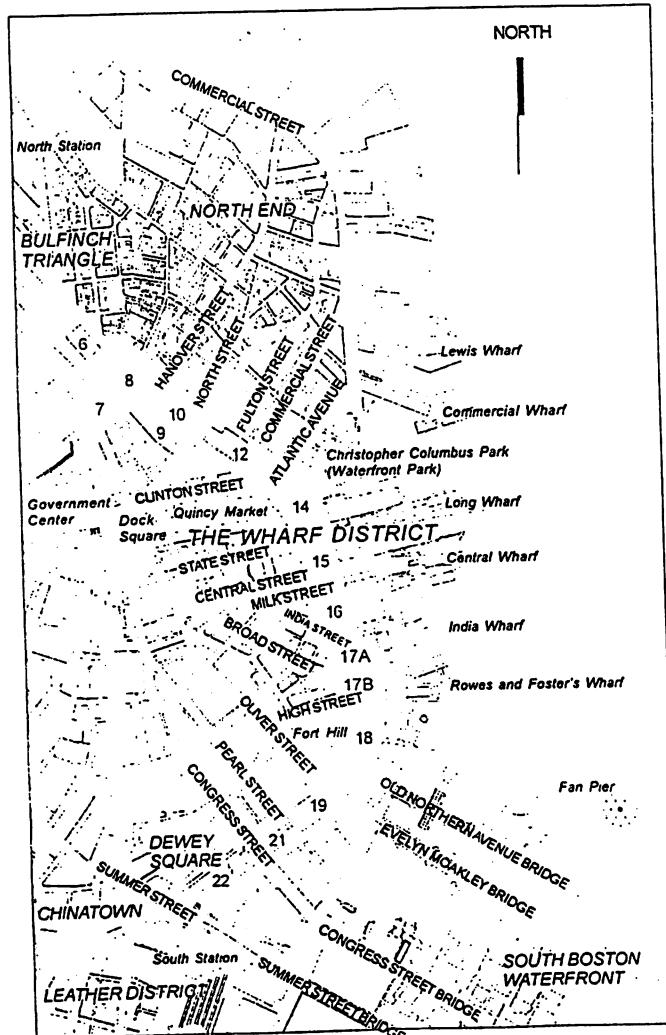
Special thanks are due to Professor William Porter FAIA and Buz Brannen FAIA for giving generously of their time and expertise in setting up and guiding the Working Group process.

This report was prepared by Hubert Murray AIA, Hubert Murray Architect and Planner

The following architects and landscape architects presented proposals for discussion by the Working Group:

Charles Redmon, FAIA	Cambridge Seven Associates
Craig Halvorson ASLA	The Halvorson Company
Cynthia Smith ASLA	The Halvorson Company
Mark Klopfer ASLA	Hargreaves Associates
Kaki Martin	Hargreaves Associates
Robert Hsiung AIA	Jung / Brannen Associates
Warren Schwartz FAIA	Schwartz / Silver Architects
Carol Burns AIA	Taylor McDougall Burns Architects
Robert Taylor AIA	Taylor McDougall Burns Architects

David Barrett	Boston Properties
Eugenie Beal	Boston Natural Areas Fund
Robert Beal	The Beal Companies
Constance Bodurow	Artery Business Committee
Paul Boudreau	Faneuil Hall Marketplace
Robert Campbell	Architectural critic
Nancy Caruso	North End Waterfront Central Artery Committee
Skip Coppola	Faneuil Hall Marketplace
Linda Cotter	Nutter, McClennen & Fish
Ken Crasco	Boston Parks & Recreation
Rick Dimino	Artery Business Committee
John Dobie	The Sullivan Properties
Tom Doolittle	Central Artery Tunnel Project
Stephen Faber	The Beal Companies
Brian Fallon	Meredith & Grew
Anne Fanton	Environmental Oversight Committee
Christopher Fincham	Harbor Towers
Richard Garver	Boston Redevelopment Authority
Gary Gill-Austern	Nutter, McClennen & Fish
Aileen Gorman	Harbor Towers
Christine Green	Barr Foundation
Vineet Gupta	Boston Transportation Department
Michael Horn	Harbor Towers
Douglas Husid	Goulston & Storr
Edward Johnson IV	Pembroke Real Estate
Peter Johnson	New England Aquarium
Greg Ketchen	New England Aquarium
David Keto	New England Aquarium
Robert Kroin	Boston Redevelopment Authority
Michael Leabman	The Davis Companies
Norman Leventhal	The Beacon Companies
Michael Lewis	Central Artery Tunnel Project
Vivian Li	The Boston Harbor Assoc.
Justine Liff	Boston Parks & Recreation
Charles Madden	Modern Continental
Peter Madsen	Pembroke Real Estate
William McDonough	Dewey Square Urban Design Group
Les Marino	Modern Continental
Dan Minning	Equity Office Properties
Samuel Mintz	The Residences of Rowes Wharf
Tom Nally	Artery Business Committee
Ted Oatis	The Chiolaro Company
Bob O'Brien	Boston 2000 Working Group
Jill Ochs Zick	Boston Parks & Recreation
Edward O'Donnell	Modern Continental
Sandi Padellaro	Total Quality Solutions
Lori Prew	Move Massachusetts
Art Rawling	Harbor Towers
William Rawn	William Rawn Associates
Thomas Ryan	Ryan Associates
Homer Russell	Boston Redevelopment Authority
Lisa Rutzick	Artery Business Committee
Ela Serdaroglu	Artery Business Committee
Jon Seward	North End Waterfront Central Artery Committee
Kairos Shen	Boston Redevelopment Authority
Peter Shields	Equity Office Properties
Edwin Sidman	The Beacon Companies
William Skoglund	Marriott Long Wharf
Glen Smith	Stull & Lee Inc.
James Sullivan, Sr.	The Sullivan Properties
Ryan Tam	Artery Business Committee
Patrice Todisco	Boston Greenspace Alliance
Donald Vincent	New England Aquarium
Dan Wilson	North End Waterfront Central Artery Committee
Toby Wolf	Copley/Wolff Joint Venture
Fred Yalouris	Central Artery Tunnel Project



REFERENCE MAP showing Central Artery parcel numbers, cross street

DEVELOPER GIVES BOOST TO TRUST FOR S. BOSTON: COUNCILORS PROD KELLY TO SHARE WATERFRONT FUNDS

From: *The Boston Globe*

Author: By Stephen Kurkjian and Stephanie Ebbert, Globe Staff

Date: 06/07/2000

Page: A1 Section: Metro/Region

The largest private developer on the South Boston Waterfront acknowledged yesterday that it has provided \$25,000 as well as numerous free services to a private trust for building affordable housing in the neighborhood, at the same time the developer has been negotiating its lucrative "community benefits" package with South Boston elected officials and other leaders.

Pamela McDermott, spokeswoman for the Fan Pier Land Co., which is proposing to build 3 million square feet of office, hotel, and retail space on the waterfront, said that the developer has been discussing "affiliating" with the South Boston Betterment Trust to place affordable housing on "several sites" in the neighborhood.

And in a new turn in the South Boston Waterfront development controversy, McDermott said that during the same time period the Fan Pier Land Co. and Spaulding & Slye Colliers, its construction team, have been negotiating with a separate group of South Boston elected officials and community leaders in an attempt to determine the size of the developer's community benefits package.

The heat was on the South Boston elected officials yesterday, with city councilors threatening to unseat President James M. Kelly unless he agrees to share some of the spoils from such waterfront development projects with other neighborhoods. And Senate President Thomas F. Birmingham called the mayor to request a meeting, reportedly over concerns that the Boston delegation of senators has raised about the development benefits carved out for South Boston at Senator Stephen F. Lynch's behest.

Two weeks into the controversy over the deal South Boston's elected leaders cut to generate community benefits from waterfront development, the mayor and Kelly are still not talking, and there are signs of fracture in the neighborhood's public stance as well.

There was even a discrepancy last night between Kelly, one of the three founders of the Betterment Trust, and Maryann McLeod Crush, the trust's president, over which group has actually been negotiating community benefits packages with developers: the trust or the South Boston Neighborhood Leaders group, another organization established by Kelly to provide a voice for the neighborhood in development and other issues.

Crush told the Globe that she, as president of the Betterment Trust, and Kelly, Lynch, and state Representative John A. Hart Jr. have been the principal South Boston figures negotiating with developers on the community benefits packages.

But Kelly said the Betterment Trust has “never, ever been asked to negotiate community benefits. That is the responsibilities of the elected officials. Their [the trust’s] responsibility is, once they get that money, to build affordable housing. That is their job and that’s an enormous job.”

Even though the South Boston elected officials who founded the Betterment Trust are members of the South Boston Neighborhood Leaders Group, and Crush has sat in on the negotiations on the community benefits package, McDermott denied any conflict in the two sets of discussions.

“They are two different groups and we don’t see any conflict,” McDermott said.

The Betterment Trust has been at the center of a controversy that was set off last month when the Globe reported that South Boston would be the recipient of the bulk of the estimated \$65 million in so-called linkage payments and community benefits that would be generated by the waterfront development under an agreement that Mayor Thomas M. Menino reached two years ago with South Boston elected officials.

Following the Globe article, Menino has ordered that the Boston Redevelopment Authority take over the negotiations with waterfront developers on their community benefits packages. In addition, Menino has stated that he wants the revenue generated by linkage and community benefits packages to be distributed among all worthwhile, nonprofit organizations in South Boston, and not solely to the Betterment Trust for the construction of affordable housing. Linkage payments require developers of downtown buildings to contribute a percentage of the projects’ worth to affordable housing in the neighborhoods.

Menino’s actions have been criticized by South Boston elected officials as reneging on the March 1998 memorandum of understanding signed by Kelly, Lynch, Hart, and Menino’s BRA.

Meanwhile, McDermott also confirmed last night that the Fan Pier development team had given the Betterment Trust \$25,000 in February 1999 to help it get established. According to a source who declined to be identified, the request for the money came from Thomas N. O’Brien, then-director of the BRA, and O’Brien had solicited a number of other developers to contribute.

O’Brien could not be reached for comment last night.

The Globe reported last week that the Menino administration had sought contributions from various developers on the waterfront project last year on behalf of the trust. At the time, McDermott declined comment when asked if either the Pritzker family, owners of the 19-acre Fan Pier site, or Spaulding & Slye had contributed to the trust.

McDermott was unable to explain why the Fan Pier developers had been negotiating its community benefits package with the South Boston Neighborhood Leaders Group while

other companies who are developing on the waterfront have been talking with the Betterment Trust and the elected officials who founded it.

She said that the Fan Pier developers had had a number of meetings with Crush and others associated with the Betterment Trust over the past 18 months on providing free services to assist the trust in its goal of constructing affordable housing.

As a result of those conversations, McDermott said, engineers and others with Spaulding & Slye Colliers have provided 30-40 hours of work free of charge to the trust to evaluate whether construction of affordable housing is feasible on a handful of lots in South Boston that the trust might build on. While Spaulding & Slye Colliers would not become a financial partner with the Betterment Trust in developing affordable housing on the lots, McDermott said the firm would provide such services as locating a suitable contractor to build the units.

Meanwhile, in a morning meeting before today's City Council meeting, Kelly is expected to discuss the possibility of sharing some of the public proceeds of the waterfront development with other neighborhoods. Several councilors confirmed that Councilor at Large Stephen J. Murphy was sent as their emissary to warn that if Kelly refuses to bend, he could be unseated as president.

Councilors reelect a president in January, but could unseat him at any time. Though councilors have previously suggested that was unlikely, several said that it would become a possibility should Kelly remain unmoved by the pressure. Councilors say they were not fully briefed on the agreement when it was approved by Kelly, Lynch, Hart, and O'Brien.

Under pressure from his colleagues, Kelly reportedly met with Lynch and Hart yesterday to discuss "concessions" in the agreement and is expected to unveil them to councilors today.

"We want to get a sense of what concessions he has been talking with Hart and Lynch about," said Councilor Maura Hennigan (Jamaica Plain). "We can respond to that."

In addition, Menino spokeswoman Carole Brennan confirmed that Birmingham called Menino yesterday to request a meeting. Several state senators, including Dianne Wilkerson, have voiced objections to the share of the public proceeds promised to South Boston. Wilkerson, who could not be reached yesterday, previously noted that the development was made possible by a massive infusion of public funding to the waterfront, the harbor, and the convention center.

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EAST BOSTON GETS CHANCE TO LOOK AHEAD: BRA PLAN, NOTING LOCATION, OFFERS SOME HOPE FOR A BOOM

From: *The Boston Globe*

Author: By Alan Lupo, Globe Staff

Date: 07/02/2000

Page: 6 Section: City Weekly

EAST BOSTON –

Once, the waterfront here bustled with the businesses of international trade, shipbuilding, and fishing, industries that fed fortunes and drew the citizens of other nations to settle here and take a shot at making a living.

Those days are long lost in the midst of 19th- and early 20th-century history. What remained was a polluted harbor, its waters washing up against the shattered docks and piers of an earlier time. What grew, instead, were tunnels, highways, oil tank farms, and an international airport.

Even as the neighborhood and its political leaders began winning battles here and there against Logan Airport expansion and for more open green space, even as regional agencies cleaned up the harbor and began fixing the beaches, residents and business owners continued to wonder when they would reap the benefits of sporadic economic booms.

They looked across the harbor at Charlestown, the North End, and, now, South Boston, and saw an upscale transformation of those neighborhoods. They wondered what, if anything, was in store for Eastie.

Now, the Boston Redevelopment Authority has answered the question with a 52-page master plan. The city as a whole and its many neighborhoods have seen such plans come and go. The plans are sophisticated wish lists of what a place can become. Absent enough public and private investment, the plans collect dust, so residents hope the economic good times last long enough now for words to become action.

“So far, I am excited” said Karen Buttiglieri, a lifelong resident of the Orient Heights neighborhood and one of many participants in the planning process, “but I am concerned about delay. The focus everywhere is on the South Boston waterfront development. I don’t see the East Boston development happening as quickly as I would like.”

What would happen, if all the parts fell into place, includes market-rate housing on the waterfront with a killer view of the Boston skyline; a renovated and beautified mixed-income Maverick public housing development and a new entrance to the MBTA’s Maverick Square station; vast swaths of connected open space running from Chelsea Creek, past the revived waterfront, to an expanded Piers Park development, a greenway, and the Belle Isle Marsh on the Revere-Winthrop border; rejuvenated neighborhood

commercial districts; a museum; new restaurants and shops; ferry service; a saner traffic system; all manner of amenities.

What this would take is an extraordinary amount of public and private investment that nobody has been able to estimate and a finely honed means of cooperation not only among local residents but also with a variety of agencies, such as Massport, the MBTA, the Metropolitan District Commission, and the Boston Housing Authority.

The potential has long been there.

“East Boston’s proximity to downtown, its historic waterfront, and diverse population make the neighborhood one of the city’s best-kept secrets,” Mayor Thomas M. Menino wrote in an introduction to the BRA plan. “As the waterfront evolves from a busy maritime industrial port to a mix of industrial, commercial, residential and recreational uses, many exciting opportunities for economic development are created. Development should and will be balanced and thoughtful.”

That last sentence speaks volumes, because for many years, Eastie’s residents have fought bitter battles over development. At times, many are allied against Logan Airport expansion. At other times, they fight each other, for example, over how much affordable housing the neighborhood should have.

Indeed, the original planning effort, which the BRA literally took over a couple of years ago, was run with grants procured by affordable housing advocates and environmentalists who wanted to go beyond land-use planning and look at such issues as health services, education, and economics.

Critics of that process included those who worried it would take so long that Eastie would again miss out on upscale housing and commercial development and those who vilified the planners for supporting more affordable housing.

Menino, the BRA, and the politicians representing the community intervened. The result was a more limited planning effort, but one that included a wide range of interested parties and has produced a scheme that planners hope will provide an acceptable balance and continued community participation.

“The community’s desire for increased open space and cultural activities,” the BRA cautions in the document, “must be balanced with the private sector market demand for waterfront residential use and the regional demand for port-related activities.”

While “disappointed that we didn’t have a chance to do a truly comprehensive plan,” said Mary Ellen Welch, a liberal activist, “there won’t be a lot of people saying no to this.”

A somewhat less liberal Anthony Cannata, who lives to run political campaigns, said, “The people I talk to don’t want to hear anything about affordable housing on the

waterfront. When the rest of the city catches up with us on affordable housing, then we can understand more affordable housing.”

Jansi Chandler, the BRA’s project manager for Eastie, recalled, “The issue came out as affordable versus unaffordable. People were concerned about subsidized housing versus market-rate housing, but there is a big difference in what you can accommodate in between those two as far as affordable housing is concerned.”

The BRA found most of those participating in the planning process and community meetings had more in common than the local history of bloodletting would have implied.

Affordable housing advocates such as Welch and Roberta Marchi, for example, also look forward to an upgraded waterfront and its byproducts of increased business opportunities for both existing neighborhood stores and eateries and new ones.

“I’d like, for example, to see us have a bookstore and other things we don’t have now in East Boston,” Marchi said. “It would be nice to have more middle-class people, but I don’t want to see large families who need housing driven out.”

Not all the proposed housing would be built on the harborside. BRA planners said the densely populated neighborhood also might find room for infill housing, that is, units that could fit on vacant lots. Ironically, almost 30 years ago, Mayor Kevin H. White proposed infill housing, but some East Bostonians, who were gearing up to oppose court-ordered school desegregation, picketed the sites, which, they whispered, would be reserved for blacks.

Today, East Boston is a more ethnically diverse community. In the early 1800s, it was a Yankee neighborhood of homes and gardens. Later, Nova Scotians, Swedes, and Irish flocked in, followed by Jews and Italians. For much of the last 80 years, Eastie has been largely Italian, but it is now home to new migrants and immigrants, many of them Latino, Brazilian, and Southeast Asian. The proposed waterfront museum would highlight the immigrant experience.

“Today,” the master plan noted, “the diversity created by this continuing immigration is one of the community’s greatest strengths.”

The master plan is just one step. More detailed plans are in the works. They include, for example, the question of how to deal with industrial-zoned parcels that, if developed, might draw unwanted truck traffic through the community, and the issue of how to keep local consumer dollars from heading to the malls. A lot of the action is pending.

For some time, developers have shown interest in the waterfront. The Boston Housing Authority has applied for funds to renovate the Maverick housing project. The MBTA will need money to transform the Maverick station. The state hopes to widen the McClellan Highway. The Massachusetts Turnpike Authority may or may not agree to reconfigure the entrance to the Sumner Tunnel and the exit from the Callahan Tunnel.

And Massport's plans for another runway, an issue the master plan totally ignores, are being challenged.

Meanwhile, Karen Buttiglieri and others dream.

"I'm looking forward to a vision of what East Boston will look like," she said, "like whether the Orient Heights redesign will really materialize with beautiful acorn street lights and more greenery . . . trying to enhance the community as other communities have. I think of South Boston, Charlestown, the North End, and I don't see us there yet."

In those neighborhoods, gentrification and upscale building forced many traditional families to leave.

"I'm not at all concerned," Buttiglieri said. "Those residents are already gone from here. They left 10 years ago. We have a lot of people who decided to stay and will stay, and we have a lot of newcomers who love it here and will blend in with the rest of the neighborhood. I'm not really frightened by that."

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