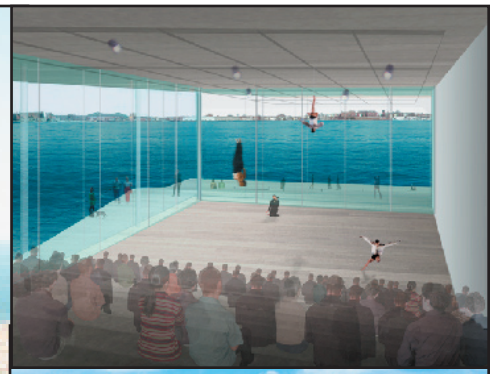
Study of Cultural, Civic, and Non-Profit Facilities of Public Accommodation in Boston



City of Boston
Mayor Thomas M. Menino

Boston Redevelopment Authority
Mark Maloney, Director

DRAFT 2005

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

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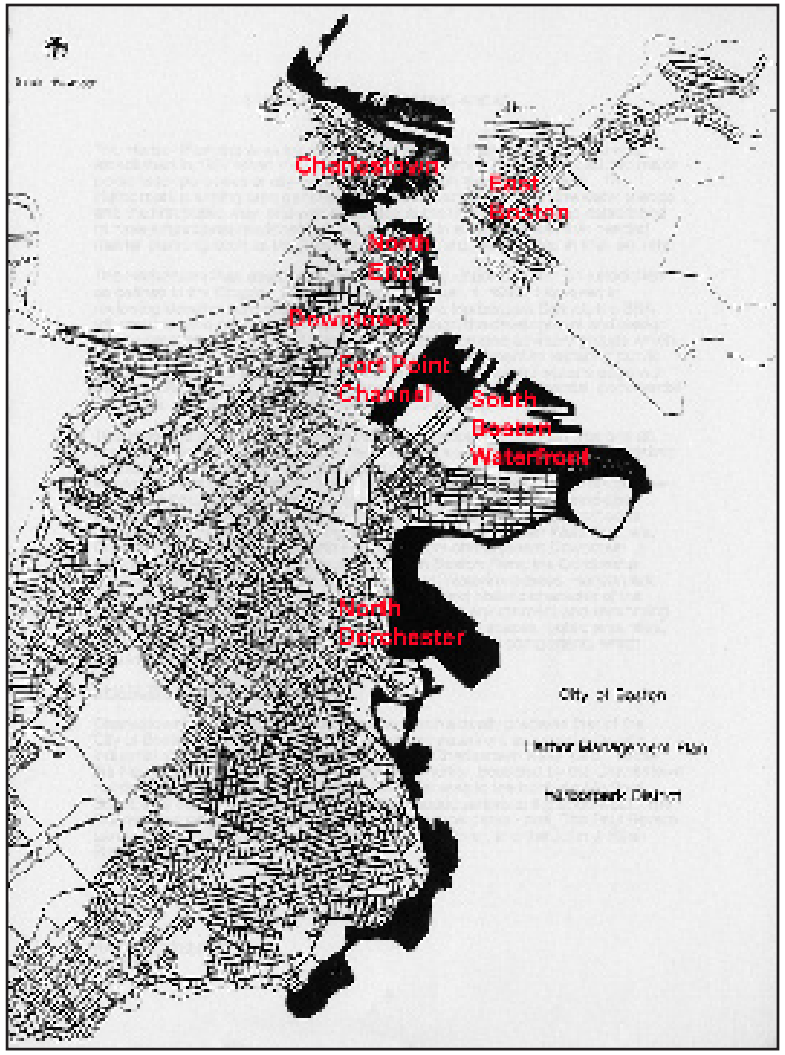
Chapter 1: Introduction

Introduction

This study of cultural, civic, educational and non-profit uses for "Facilities of Public Accommodation" (FPA) is one part of the Boston Redevelopment Authority's multi-pronged effort to activate Boston's waterfront. The Boston Redevelopment Authority (BRA) is leading this initiative to understand how FPA space is meeting the ultimate goal to avoid privatization of the waterfront and ensure physical and visual enjoyment by all. This study comes at a time when the BRA and other waterfront advocates seek to understand the suitability of FPAs in each waterfront neighborhood and how FPAs can contribute to a city-wide waterfront engaged with people, events, and user-friendly spaces.

While FPAs target the goal of a publicly accessible waterfront with public uses on the ground floor, implementation strategies that successfully achieve that goal require further exploration. This need will be

Family chatting on bench outside Rowes Ferry Waiting Area with Moakley Federal Courthouse in the background.



Map showing the seven major waterfront neighborhoods in Boston. For approximate demographic boundaries (determined by census tracts and block groups) for the North End, Fort Point Channel and South Boston Waterfront neighborhoods, see Appendix.

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addressed in the final chapter of this report. Over the last fifteen years, the City of Boston has planned in accordance with the state requirements for this regulation, but some of its FPA-designated spaces stand empty years after project completion dates. Concerns have arisen that demand for market-rate waterfront space among organizations and businesses that would qualify for FPA occupancy is insufficient to fill the space created under the current regulatory framework. Affordability of waterfront space for non-profits is an issue that is explored further in this study.

The Boston Redevelopment Authority commissioned this study by Community Partners Consultants, Inc. to analyze the network of public spaces on the waterfront in relation to the spatial needs of Boston cultural, civic, educational and non-profit organizations. This study identifies how much space currently exists and how much is projected to come on line in the next ten to fifteen years. Each neighborhood is analyzed separately to determine where FPA requirements meet insufficient demand and where important opportunities to activate the waterfront with cultural uses exist. Project case studies inform recommendations intended to improve the quality of public waterfront facilities and overall waterfront vitality. This study addresses current and future challenges and makes recommendations on ways to best utilize FPA space to ensure public access and enjoyment of the waterfront.

Report Overview

This report, *Study of Cultural, Civic, and Non-Profit Facilities of Public Accommodation in Boston,* is organized in the following manner:

Chapter 1: Introduction
The introduction provides background and an overview of the report structure.

Chapter 2: FPA Status in Boston
The overall perspective of FPA space on the Boston waterfront is presented, illustrating what properties are subject to Chapter 91 regulations, overall land use and water transportation, and existing and future FPA spaces across the entire waterfront. Two case studies, Clippership Wharf and Russia Wharf, illustrate characteristics of successful projects to inform future development strategies.

Chapter 3: Waterfront Neighborhood Characteristics
An in-depth analysis of FPAs identifies challenges and opportunities for each waterfront neighborhood. Demographic data and physical characteristics of each waterfront neighborhood are summarized within the context of the development parcels and FPA spaces.

Couple enjoying a quiet sunny afternoon at Christopher Columbus Park.

Crowd gathered to watch a breakdancing performance staged on Central Wharf across from Legal Seafoods.

Cyclist taking advantage of the landscaped open-space network outside the JFK Library in Dorchester.

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Chapter 91 protects the public's right to access the waterfront, including fishing, as shown here.

In an era of increased waterfront privatization, the Harborwalk ensures public access to the water's edge as seen here at India Wharf.

FPAs, such as this Starbucks at Long Wharf, help to activate public spaces along the water.

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Chapter 4: Recommendations

Based on the information and analysis presented in the previous chapters, a set of recommendations is offered for future cultural, educational, and civic development on the waterfront.

What is an "FPA?"

"Facilities of Public Accommodation" or "FPAs" is a term taken directly from the language of statewide waterway regulations adopted by the Department of Environmental Protection under the authority of the Massachusetts General Laws. The original goal of these regulations, primarily Chapter 91, was to protect public navigation rights, largely focusing on maritime uses. The precedent for Chapter 91 dates back to Roman law and English Common Law. It supports the idea that the public has the right to access tidelands to fulfill basic needs through fishing and other water-based commercial activity. Thus the public has property interest in these tidelands.

During the industrial era, public access to the waterfront took the form of commercial and industrial activity. As industrial activities left the waterfront, demand for other uses such as residential and recreational has increased. This new demand precipitated a revision of guidelines to protect public's rights to tidelands in the 1980s. The latest versions of the waterway regulations (ca. 1989) indicate that filled tidelands are included in the regulatory jurisdiction. These waterway regulations introduced a requirement that waterfront property owners construct a Harborwalk, preserve and create usable open space, and reserve ground floor space over flow tidelands for public use. Other basic regulations defined height limits at the water and set-back requirements. A 100-foot set-back or water-dependent use zone (WDUZ) was established. City-sponsored Municipal Harbor Plans tailor these regulations to the needs of each waterfront community. Since each community is distinct, its build-out is unique. The harbor-planning process allows each community to tailor the regulations to its unique needs while preserving public access and rights.

What is a "SPDF?"

Special Public Destination Facilities are a fairly recent appearance in FPA regulations. The term grew out of an interest in making the waterfront not just open to the public but also a significant destination in Boston.

> *A Special Public Destination Facility or SPDF is a term that has evolved over the years out of the Boston Harbor planning process and has been defined as "…facilities [of public accommodation] that enhance the destination value of the waterfront by serving significant community needs, attracting a broad range of people, or providing innovative amenities for public use: such facilities may include cultural uses… in the choice of [SPDFs], special consideration shall be given to those which*

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encourage diversity in the pattern of uses and population of users at the waterfront, and special efforts shall be made in the regard to solicit creative use concepts from the planning and advocacy community at-large: in the choice of facility operators, special consideration shall be given to public or non-profit organizations that otherwise would be unable to afford market rates for waterfront space…"[1]

SPDF projects are cultural facilities that would attract the public on a year-round basis, creating a vibrant area available to everyone not just those living in the neighborhood. The term is also connected to a 1991 planning effort for the Charlestown Naval Shipyard (known as the Double Interpretive Loop Plan), which intended to use a network of SPDFs to widen public access to the more remote waterfront parcels at Yard's End. A SPDF need not be a large, free-standing cultural facility. It could be a small exhibit or public use that is tied to a network of exhibits so the entire network becomes a destination or a use that is unique or site-specific enough to appeal to a wide audience and activate the waterfront as a destination.

Though not officially designated as a SPDF, the New England Aquarium on Central Wharf turns that area of the waterfront into a major destination. The crowds that it draws help to support the restaurants and shops that cluster around the site.

Methodology

Community Partners Consultants, Inc., in coordination with the Boston Redevelopment Authority, looked at all existing, planned and possible future FPA space to determine supply and demand with a focus on culture, education, civic and non-profit organizations. BRA data and mapping were crucial to assembling this information.

Once the data were assembled, the information was examined in the context of city and state-wide goals for the waterfront articulated in the City of Boston Municipal Harbor Plans and clarified during numerous meetings and interviews.

To expand this contextual analysis, we gathered demographic, urban design and planning information for each waterfront neighborhood (Charlestown, North End, Downtown, Fort Point Channel, South Boston, and East Boston) using BRA data and Census information. While Dorchester is a waterfront neighborhood, it is only examined briefly in this report due to the fact that the shoreline is predominantly public open and civic space.

From the beginning of the planning process, input was sought from a wide variety of perspectives, including:

- Waterfront public use advocates
- State and city officials
- Non-profit organizations in education, arts and culture
- Developers

Not all SPDFs need be as large as the Aquarium. This exhibit about the history of the Pilot House represents a step toward the goal of creating a network of public destinations housed within larger waterfront development projects. Housed within a Fleet ATM, the Pilot House exhibit offers information on the history of the site but could have better visibility and access.

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- Consultants in planning and development

A stakeholder meeting was held in June, during which feedback was collected on potential uses, challenges, and general ideas about arts/education/culture on the waterfront. A general questionnaire was sent to over 100 people involved in harbor planning and a response rate of 20% was achieved from an excellent cross-section.

In addition to that outreach effort, Community Partners conducted a series of targeted meetings and interviews with BRA staff, regulatory agencies, and other key stakeholders to inform our developing recommendations. These meetings included BRA staff involved in arts planning and economic development, representatives from the Massachusetts EOEA Office of Coastal Zone Management, and the Boston Harbor Association. We also conducted interviews with key stakeholders to collect information on our case studies for the Russia Wharf and Clippership Wharf development projects

One of the major accomplishments of the 1990 Har borPark Plan was the HarborWalk, which was built into licensing requirements for every waterfront development parcel.

Highlight of Waterfront Planning Efforts to Date

The City of Boston through the Boston Redevelopment Authority has completed five official Municipal Harbor Planning processes and three supplemental waterfront planning processes to date. Municipal Harbor Planning began with the *HarborPark Plan* of 1990, which focused on Charlestown, Downtown, the North End, the Fort Point Channel, and Dorchester. Later Municipal Harbor Plans focused on the World Trade Center Expansion in South Boston and Clippership Wharf in East Boston. This plan set the direction for the future of waterfront planning in Boston by articulating waterfront goals in the context of a comprehensive planning strategy and initiated the process through which the Harborwalk has been constructed. It also laid out the different responsibilities of public and private sectors in developing a vibrant, publicly accessible waterfront.

FPA Space Proposed:

Lewis Wharf (North End):	3,475 sf
Tudor Wharf (Charlestown):	7,278 sf
Charlestown Navy Yard Yard's End:	110,495 sf

The *Harbor Park Plan* was supplemented in 1991 by the *Double Interpretive Loop Plan: Charlestown Naval Shipyard, Boston, Massachusetts*, which sought to plan a network of exhibition spaces that could link the U.S.S. Constitution to the new Aquarium site in Yard's End. Because the Aquarium did not relocate, the *Double Interpretive Loop Plan* was never implemented, but it is currently undergoing revisions and will be re-released in the winter of 2004-2005. The current revisions do not call for a major new SPDF in the Navy Yard.

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The *North End Historic Pier Network Plan*, completed in 1999, also supplemented the initial *HarborPark Plan* by placing the development (and planned exhibition) at Battery Wharf within the context of a series of historic piers in the North End neighborhood. It has been expanded to provide a network of public space across the entire waterfront.

FPA Space Proposed:

Battery Wharf:	42,900 sf

The Municipal Harbor Plans for South Boston (2000), East Boston (2002), and Phase I (2002) and Phase II (2004) of the Fort Point Channel have all built on the ideas first outlined in the 1990 *HarborPark Plan*. The *South Boston Waterfront District Municipal Harbor Plan* of 2000 covers the South Boston Waterfront including seven subdistricts: Fort Point Industrial, Fort Point Historic, Inner Harbor, Industrial Port, Convention Center, Enhancement Zone, and Industrial South Boston. The greatest emphasis in the plan is placed on the Inner Harbor and Fort Point Historic subdistricts, which together contain all development proposals current to the planning process. Massport properties are covered under a separate Memorandum of Understanding (MOU)with the state.

FPA Space Proposed:

Fan Pier:	241,420 sf
Pier 4:	54,675 sf

The jurisdiction for the *East Boston Waterfront District Municipal Harbor Plan*, published in 2002, includes all waterfront property from Chelsea Creek to the Massport Waterfront Parcels to the south as well as Jefferies Point just to the northeast of the Massport Parcels. Special focus is placed on the Inner Harbor. Massport properties in East Boston are covered in separate MOUs with the state.

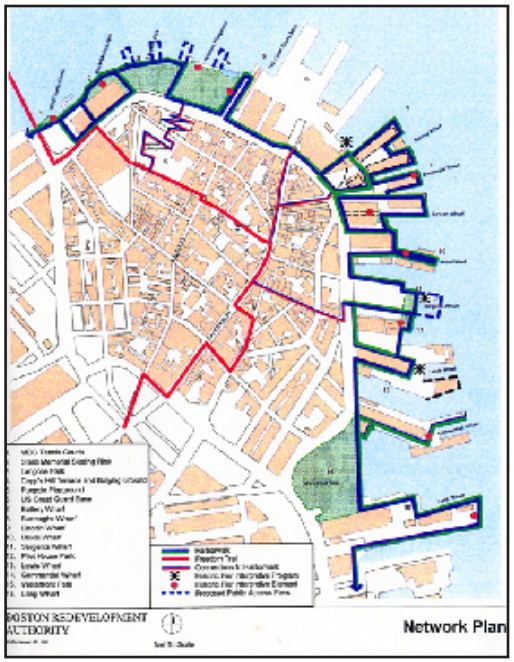
FPA Space Proposed:

Clippership Wharf:	27,300 sf
Hodge Boiler Works:	5,711 sf
Massport Portside Pier One:	TBD

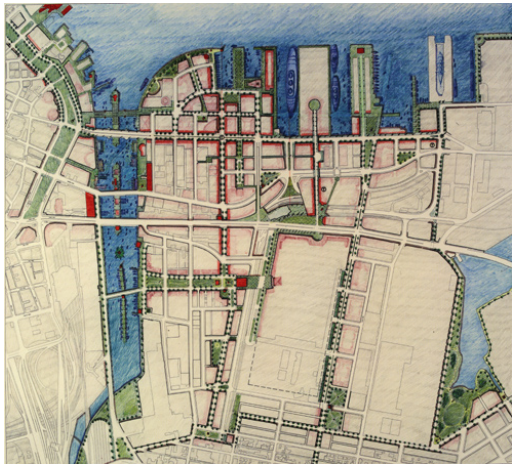
The *Fort Point Downtown Municipal Harbor Plan: Phase I* was completed in 2002 and *Phase II* in 2003. Both phases of this plan cover a jurisdiction bounded to the west by Atlantic Avenue north of Summer Street and the railroad tracks south of Summer Street; bounded to the east by the eastern edge of the channel; to the north by the Northern Avenue Bridge; and to the south by the southern edge of the channel.

FPA Space Created:

470 Atlantic Avenue:	31,277 sf



Map showing the Network Plan for the North End Waterfront. The Harborwalk and the Freedom Trail connect the older neighborhood to the waterfront.



South Boston Waterfront District open space network plan.

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Rendering of future massing for 470 Atlantic Avenue, 500 Atlantic Avenue, and Russia Wharf from Fort Point Channel Municipal Harbor Plan.

Map showing existing and planned Harborwalk along the Boston waterfront.

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500 Atlantic Avenue:	20,000 sf
Russia Wharf:	27,600 sf

The planning process for the *Fort Point Channel Watersheet Activation Plan*, completed in 2002 ran concurrently with the *Fort Point Downtown Municipal Harbor Plan: Phase I,* and "defines a vision for bringing new vitality to the watersheet that can serve to enrich the public environment that surrounds the Channel."[2] To supplement other planning initiatives for the land around the Channel, this plan focused on the watersheet, or the water surface of the Channel itself. It allowed the waterfront stakeholders in the Fort Point Channel area an opportunity to coordinate their efforts and strategically energize the waterfront by connecting landside programming to water-based activities.

All of the plans listed above also outlined requirements for creating or enhancing pedestrian access to the waterfront via the Harborwalk. Between 1990 and 2004, a total of 168,953 ft (31.7 miles) of Harborwalk has been constructed:

Total Harborwalk Completed:

Charlestown:	19,898 ft	(3.7miles)
Inner Harbor Crossings (Downtown to Charlestown):	3,200 ft	(0.6 miles)
Downtown and North End:	24,189 ft	(4.5 miles)
Fort Point Channel Crossings:	4,338 ft	(0.8 miles)
South Boston:	57,305 ft	(10.8miles)
North Dorchester:	15,512 ft	(2.9 miles)
South Dorchester:	18,495 ft	(3.5 miles)
East Boston:	26,016 ft	(4.9 miles)

Conclusion

As illustrated above, waterfront development will offer a number of FPA opportunities in the next decade. Appropriate uses, necessary marketing, space costs and location are all factors that must be considered in the City's efforts to create a fully accessible, vibrant, public waterfront. The following chapter looks at the plans for waterfront development in closer detail and analyzes existing and proposed uses.

Footnotes

[1] *Decision on City of Boston Request for Approval of the Boston Harbor Park Plan Pursuant to 301 CMR 23.00.,* May 22, 1991, p.35.

[2] *Fort Point Channel Watersheet Activation Plan* (Boston Redevelopment Authority in partnership with Fort Point Channel Abutters Group and Fort Point Channel Working Group, May 2002).

Chapter 2: FPA Status in Boston

FPA Status in Boston

The Boston waterfront extends across 46.9 miles of shoreline and through seven major city neighborhoods (Charlestown, North End, Downtown, Fort Point Channel, South Boston, Dorchester, and East Boston), providing the residents of Boston expansive opportunity to connect with the sea. The forces of privatization along the waterfront, however, have already threatened to narrow that span at some of its most accessible points. In response, the Commonwealth of Massachusetts' Executive Office of Environmental Affairs instituted licensing requirements stating that between 40% and 100% of ground floor square footage within Chapter 91 jurisdiction be dedicated to public use as a Facility of Public Accommodation and that a public pedestrian walkway be constructed at the water's edge around any new development (known as the Harborwalk). That jurisdiction is bounded along the first public way or within 250 ft of the high water mark.[1]

Facilities of Public Accommodation (FPAs) have been defined in the waterfront regulations as "Facilities at which goods or services are made available directly to the public on a regular basis, or at which the advantages of use are otherwise open on essentially equal terms to the public at large." (310 CMR 9.01) FPA uses may be water-dependent or non-water dependent; they may exist in interior or open spaces, as a free-standing building or as space within a larger building dedicated to a private use. The term is descriptive of any waterfront space that meets the above definition and is not confined to those spaces that have been designated as FPAs through licensing agreements. Buildings like the Aquarium or Roche Bobois, which did not determine their public uses through a regulatory procedure, are considered FPAs as much as the Starbucks Café

The dotted line above delineates the Chapter 91 boundary. All filled tidelands and piers beyond that edge are subject to Chapter 91 Licensing Requirements.

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Tia's on the Waterfront, a restaurant on Long Wharf.

Salon Mirabella on Lewis Wharf.

MEZE Restaurant in Charlestown. Restaurant and commercial uses dominate FPA spaces though other civic and cultural uses are encouraged.

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in the Pilot House Extension, which meets a specific licensing requirement for that property. Despite the fact that the regulations encourage civic and cultural uses by promising that they will be given "special consideration," retail and restaurant uses remain common FPA uses in development proposals.

As the City of Boston has sought to preserve space on the waterfront for public use, it has engaged in a number of planning initiatives that will impact the success of FPA developments. The planning efforts that continue to have the greatest impact on FPAs are the waterfront planning initiatives, including the:

- Massport Memoranda of Understanding (MOUs):
  - South Boston MOU (In Effect as of 2001)
  - East Boston MOU (In Effect as of 2002)
- City of Boston Municipal Harbor Plans (In Effect as of 1991):
  - "Harbor Park Plan"
  - South Boston Waterfront Municipal Harbor Plan
  - East Boston Municipal Harbor Plan
  - Fort Point Downtown Waterfront Municipal Harbor Plan (Phases I and II)
- Harbor Park Zoning Article 42D (In Effect as of 1990)
- Historic Piers Network Plan (In Process as of 1999)
- Harborwalk (In Process as of 1984)
- South Bay Harbor Trail (In Process as of 1996)
- Neponset River Trail (Since 1996)
- East Boston Greenway (In Process since 1994)

The Municipal Harbor Plans and the Historic Piers Network Plan developed from planning processes led by the Boston Redevelopment Authority, and they provide an opportunity for waterfront property owners to connect with other waterfront stakeholders as they craft development proposals. The plans establish guidelines and expectations for each waterfront area under consideration with specific recommendations for parcels undergoing development during the planning process. These plans translate the regulatory concept of FPAs into the practice of waterfront development. They also play an important role in Harborwalk construction. Since the City does not own all waterfront property, a unified, connected Harborwalk depends on the cooperation of private waterfront landowners to be successful.

Additional planning efforts undertaken by the City of Boston that will affect FPAs include watersheet planning initiatives, or those initiatives that deal with activities on the water rather than on the land:

- Boston Inner Harbor Passenger Water Transportation Initiative (In Effect as of 2000)
- Fort Point Channel Watersheet Activation Plan (In Process as of 2002)

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Attention to activity on the water, especially transportation services, is of particular importance to the success of FPAs. The waterfront marks the edge of the city, but is actually the epicenter of all of the City's waterfront neighborhoods. Water transportation creates access and connections that otherwise cannot exist. The Boston Inner Harbor Passenger Water Transportation Initiative provides guidelines for locating new water taxi landings and other water transportation services. These services will be critical to the success of public facilities on more remote waterfront parcels.

The next group of relevant planning initiatives includes those concerning neighborhoods along the waterfront:

- East Boston Master Plan (In Effect as of 2000)
- East Boston Greenway (Planning began in 1994, first segment completed in 2003)
- South Boston Public Realm Plan (In Effect since 1999)
- Fort Point District Planning (In Process as of 2001)

These plans are important; they determine the connectedness of the waterfront to the rest of the adjacent neighborhood. These planning processes provide the opportunity to coordinate waterfront development with other neighborhood development efforts, and they connect waterfront stakeholders with neighborhood stakeholders. In doing so, they allow the waterfront and neighborhood to mutually benefit one another.

The initiatives in the final group are city-wide in scope:

- Rose Kennedy Greenway (In Process)
- Coordinated Street Furniture Program (In Process)
- Urban Ring Transit Project (In Process)

Of these three, the Rose Kennedy Greenway, which will run more or less parallel to the waterfront through the North End and Downtown, is most directly linked to the success of waterfront FPAs. It simultaneously offers an opportunity to reconnect the waterfront to the city and poses a challenge to bringing more cultural uses to waterfront development. By activating the land once occupied by Interstate 93 with a landscaped park, civic and cultural uses, the Greenway could transform the largest barrier between the city and the waterfront into a gateway. The multiple proposed cultural and civic uses to inhabit such a large space, however, raise questions about the philanthropic, private, and public funds available to support such uses in the near future. The time frame for implementation will be longer-term, by necessity.

This concern for successful implementation is compounded by the fact that waterfront space is some of the most expensive in the city, making it significantly less attractive to non-profit cultural, educational

Harborwalk on India Wharf Downtown. Material is concrete, sign is freestanding.

Harborwalk on Commercial Wharf Downtown. Material is wood, sign is posted. Even within one neighborhood, no consistency exists.

This image of the Rose Kennedy Greenway, provided by the BRA, shows open space connections to the waterfront along the edge of the North End and Downtown. Cultural and civic uses have been planned along the Greenway, and these could connect to similar uses along the water.

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and civic users. Although the current requirements note that special consideration will be given to FPA tenants that bring cultural and civic uses to the waterfront, no provisions currently exist in the regulations

encouraging developer concessions such as below market rent, free utilities or a build-out of the raw space. Without such concessions, waterfront sites lie beyond the reach of most cultural uses, generally non-profit in nature.

Existing, Planned and Future FPAs

As seen from the map and chart, many facilities of public accommodation currently exist on the waterfront. In fact, more than 1.8 million square feet of FPA space has been developed or proposed along the city's waterfront already (some square footages were not available for inclusion in this report). Availability of public space, however, has not been sufficient to create a vibrant public zone at the water's edge. Each project exists on its own, disconnected from what could be a network of public spaces that coordinate to support Harborwalk programming and public access to the water.

Total Boston Waterfront Square Footage By Neighborhood

Neighborhood	Total Number of Projects	Total Reg'd FPA SF	% of Total Boston FPA Sq. Footage	Total Non-Reg FPA SF	Total FPA SF	% of Total Boston FPA SF	Total TBD SF	% of Total Boston TBD SF
Charlestown	12	188,273	22.4%	12,000	200,273	9.7%	28,500	16%
North End	9	65,375	7.8%	-	65,375	3.2%	19,000	11%
Downtown	2	-	0.0%	174,600	174,600	8.5%		0%
Fort Point Channel	5	78,877	9.4%	171,800	250,677	12.2%	6,900	4%
South Boston	15	407,719	48.6%	262,000	669,719	32.5%	54,675	31%
S. Dorcester	0	-	0.0%	-	-	0.0%	-	0%
N. Dorcester	3	-	0.0%	604,000	604,000	29.3%	-	0%
East Boston	7	98,451	11.7%	-	98,451	4.8%	65,440	37%
TOTAL	**53**	**838,695**	**100%**	**1,224,400**	**2,063,095**	**100.0%**	**174,515**	**100%**

Chart showing the total square footage by neighborhood of Facilities of Public Accommodation along the waterfront. Ground Floor FPAs usually designate those projects required to provide ground floor FPA space through Chapter 91 Licensing. Free-standing FPAs are projects where the entire building serves a public use. Note: Information has been provided by the Boston Redevelopment Authority. Some square footage is approximate pending final project permits and approvals.

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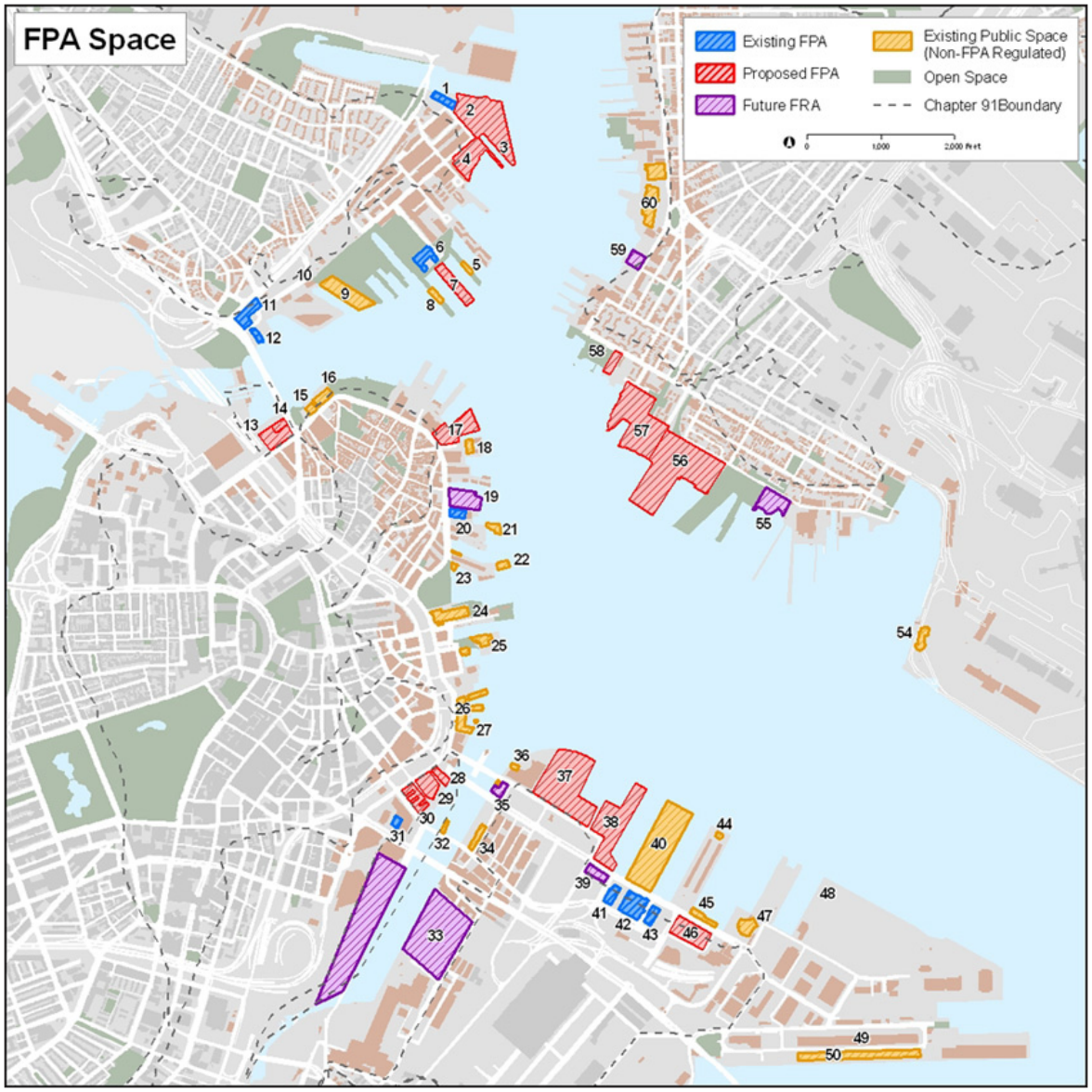

Existing, Planned & Future Public Waterfront Space: Map key showing all spaces with approximate square footage

1. Building 114: Medical Research (8500 sf FPA)
2. Yard's End Parcels 6, 7: Medical Research (61,000 sf)
3. Parcel 5: Dry Dock (TBD)
4. Parcel 4: Residential (40,995 sf FPA)
5. Pier 6: Restaurant (___)
6. Flagship Wharf:: Residential/Commercial (10,200 sf FPA)
7. Pier 5: Residential (34,000 sf FPA)
8. Courageous Sailing Center: Water-dependent/Entertainment/Recreation (___)
9. U.S.S. *Constitution* and Museum: Civic Cultural (12,000 sf FPA)
10. Museum on Constitution Road: Civic/ Cultural
11. CANA Parcel 2: Mixed Use (26,300 sf FPA)
12. Tudor Wharf: Hotel (7,278 sf FPA)
13. 226 Causeway Street: Office/Residential (19,000 sf)
14. Lovejoy Wharf: Open Space (TBD)
15. Roche Bobois: Retail (___)
16. Steriti Memorial Rink: Entertainment/ Recreation (___)
17. Battery Wharf: Hotel, Residential (42,900 sf FPA)
18. Burroughs Wharf: Residential (___)
19. Sargents Wharf:: Parking
20. Pilot House: Commercial (TBD)
Pilot House Extension: Commercial (3,475 sf FPA)
21. Lewis Wharf Boston Sailing Center: Water Dependent/Entertainment/Recreation (___)

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May key continued

22. Commercial Wharf : Residential/Yacht Club (___)
23. Joe's American Bar and Grill: Restaurant (___)
24. Long Wharf: Hotel, Restaurants (9,600+ sf FPA)
25. Central Wharf: Entertainment/Recreation (165,000 sf FPA)
26. Rowes Wharf: Hotel (___)
27. James A. Hook Lobster: Water-dependent/ Commercial (___)
28. 470 Atlantic Avenue: Mixed Use (31,277 sf FPA)
29. 500 Atlantic Avenue: Hotel/Residential (20,000 sf FPA)
30. Russia Wharf: Mixed Use (27,600 sf FPA)
31. Federal Reserve Bank: Civic/Cultural (__)
32. Boston Tea Party Museum: Civic/Cultural (13,800 sf FPA)
33. The 100-Acre Master Plan
34. Children's Wharf: Water Dependent/Civic/ Cultural (158,000 sf FPA)
35. Barking Crab Restaurant: Restaurant (___)
36. John Joseph Moakley United States Courthouse: Civic/Cultural (7,000+ sf FPA)
37. Fan Pier: Mixed Use/Civic/Cultural (241,420 sf FPA)
38. Pier 4: Mixed Use (54,675 sf FPA)
39. Parcel adjacent to Seaport Blvd: Vacant (TBD)
40. World Trade Center: Civic/Cultural (250,000 sf FPA)
41. World Trade Center East: Commercial (11,000 sf FPA)
42. World Trade Center Hotel: Hotel (58,000 sf FPA)
43. World Trade Center West: Commercial (10,500 sf FPA)
44. Fish Pier: Water Dependent/Industrial/ Commercial (___)
No Name Restaurant: Restaurant (___)
45. Jimmy's Harborside: Restaurant (___)
46. Parcels G,J: Residential/Retail (28,764 sf FPA)
47. FleetBoston Pavillion: Entertainment/ Recreation (5,000 sf FPA)
48. Legal Seafoods: Water Dependent/ Commercial (___)
49. Bronstine Industrial Center: Industrial (3,360 sf FPA)
50. Black Falcon Cruise Terminal: Water Dependent Transportation (___)
51. J.F.K. Library: Civic/Cultural (173,000 sf FPA)
52. Massachusetts State Archives: Civic/Cultural (100,000 sf FPA)
53. University of Massachusetts Arts on the Point: Civic/Cultural (331,000 sf FPA)
54. Hyatt Hotel: Hotel (___)
55. Massport Vacant Parcel: TBD (TBD)
56. Massport Portside Pier 1: Residential/Retail (65,440 sf FPA)
57. Clippership Wharf: Mixed Use (27,300 sf FPA)
58. Hodge Boiler Works: Residential (5,711 sf FPA)
59. Vacant Parcel: TBD (TBD)
60. Liberty Plaza: Retail (___)

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Municipal Harbor Plan Project Highlights:

Charlestown

Charlestown Navy Yard (Yard's End): Planned as a site for market-rate and affordable housing, commercial and retail uses, as well as the New England Aquarium which had intended to move its facilities from its Central Wharf location, Parcel 4, which is in the permitting process, has been proposed as retail and residential, and Parcels 6 and 7 remain a proposal for medical research space. Building 114 has been completed as medical research space (8,500 sf of constructed FPA space is still available without a determined use, and 101,995 has been proposed for retail, healthcare, and other possible uses, to be determined).

Tudor Wharf: Hotel planned to connect to Paul Revere Park with links between the Freedom Trail, the USS Constitution, and the Navy Yard (7,278 sf of FPA space in use as hotel supportive uses).

Pier 5: A 58-unit residential development with a proposed Bed and Breakfast and restaurant as a 34,000 square-foot FPA.

North End/Downtown

Battery Wharf: This project, located next to the Coast Guard Station, has had difficulty identifying public uses that are acceptable to the neighborhood (e.g. a large grocery store was defeated on the grounds that it would destroy local businesses). A Special Public Destination Facility has been approved for the site: a 1000 square-foot interpretive exhibit about the Coast Guard.

Lewis Wharf: The Pilot House Expansion provides 3, 475 sf of FPA space in a cafe, ATM and exhibit. The relocation of the Boston Sailing Center is also a part of this project.

Sargent's Wharf: Proposals for residential projects were reviewed, but the parcel has remained a parking lot.

Central Wharf: At the time of the plan, the Aquarium planned to move to Charlestown, so the parcel was viewed as a new development opportunity. When the Aquarium decided to stay at its downtown location, its expansion was subject to Chapter 91 licensing (165,000 sf of FPA space in use as Aquarium and IMAX theater).

Fort Point Channel

Fort Point Historic Subdistrict North: This area is bounded by Northern Avenue on the north, West Service Road and Sleeper Street to the east, Summer Street to the south, and the Fort Point Channel to the west. It includes the parcel north of the Children's Museum and parcels available for

View from Building 114 across Yard's End Parcels 6 and 7 which will also be developed into a medical research complex.

This profitable parking lot n Sargents Wharf has no proposal for redevelopment.

The Aquarium expansion project was undertaken after plans to move to the Charlestown Navy Yard were abandoned.

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The entire ground floor of James A. Hook Lobster will become a SPDF if the company ever vacates the site.

Shows the Central Artery Stacks that will be surrounded by a hotel at 500 Atlantic Avenue. 470 Atlantic Avenue to the right.

Site Plan for the Federal Reserve Bankas shown in the Fort Point Channel Municipal Harbor Plan Phase II.

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development but not on the waterfront along Sleeper Street and Congress Street. Potential offsets for these development parcels include a civic, cultural or educational facility, water transit subsidy or service, or public water-related facilities.

The 100-Acre District: This area is bounded by Summer Street to the north, West Service Road and Massport Haul Road to the east, the Fort Point Industrial District to the south and the Fort Point Channel to the west. It includes a vacant tract purchased by the Gillette Company and a small adjacent parcel known as 60 Necco Court. The City is interested in creating a mixed-use residential environment along the Fort Point Channel and intends to partner with Gillette to ensure that its adjacent industrial uses expand in a manner compatible with residential development. Because residential uses are emphasized for the area, ground floor FPAs are considered even more critical for this subdistrict, and civic, cultural and education facilities are listed as offsets. Planning efforts in this district began in 2003-2004.

James Hook & Company: Hook Lobster is a major lobster facility in the City of Boston, and it is not currently pursuing any redevelopment plans. As a water-dependent use, it is not subject to FPA requirements.

Independence Wharf: Having recently upgraded this fourteen story office building, the property owners are required to provide a public amenity to activate the waterfront. They have already provided space for a ground-floor restaurant and rooftop observatory, which hosts an interim historic interpretive exhibit.

500 Atlantic Avenue: A 20-story mixed-use commercial building will surround 240-foot tall ventilation stacks for the Central Artery Tunnel. This project will house a hotel and residential units and include significant public amenities including waterfront open space, a public landing area, access to the waterfront from both within and outside the building, and FPA uses including retail, restaurant, and entertainment.

Russia Wharf: This mixed-use development project includes a suites hotel, loft-style residences and a commercial office building. It also includes plans for ground-floor retail and a jazz/blues club overlooking a new waterfront plaza. A case study examining this project in detail is provided after Chapter 3.

The Federal Reserve Bank: The Federal Reserve Bank is upgrading security and has introduced its new Economy Museum. It has also agreed to assume responsibility for the maintenance of the Dorchester Avenue Harborwalk that is part of the Central Artery Tunnel project. and will be owned by the City of Boston.

245 Summer Street: No Chapter 91 License exists for this commercial office building near South Station, and its new owners will need to apply for a license in order to determine the extent of Chapter 91 jurisdiction on the property. The owners are planning to upgrade the first floor retail space and an improve its connection with South Station. Currently no plans are in place for the side of the building that abuts

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the Fort Point Channel, which will be addressed in a future redevelopment phase.

United States Postal Service: USPS entered into an agreement with the Executive Office of Transportation and Construction to increase South Station track capacity by 30%. USPS will relocate its General Mail Facility in an effort to upgrade and modernize its facilities. A master plan includes a Harborwalk extension, reopening Dorchester Avenue to the public, activating the Channel with water uses, and promoting landside mixed-use development.

South Boston

The Barking Crab: The entire Barking Crab parcel is 6,800 sf. The current use provides a unique attraction that captures the gritty industrial context of the Fort Point Channel. The site currently contains the Barking Crab restaurant, Neptune Lobster and Seafood Company, and Neptune Marine Services, although the plan provides guidelines for development should those uses vacate the site. Future use suggestions for the site include a small hotel, office, or residential building with a first-floor restaurant.

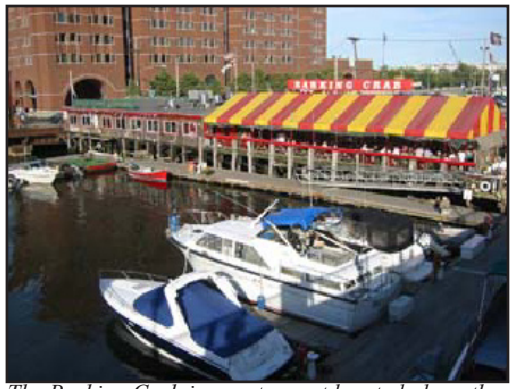
Fan Pier: This 1 million square-foot site is planned as a mixed-use project bringing retail, residential, hotel, office, and cultural/civic activity to the South Boston Seaport Area. The project has been permitted, and the Institute for Contemporary Art (ICA) is committed to a new facility on the site. Negotiations are currently underway for a new developer to be selected for this site (134,420 sf of FPA space is available for retail use and 107,000 sf is dedicated to cultural civic uses including the ICA).

Pier 4: Similar to Fan Pier, Pier 4 is intended to bring a mix of retail, hotel and office to a 236,440 square-foot site (54,675 sf of FPA space is available for retail and civic/cultural uses). In addition, 20,000 sf of cultural space has been reserved for the second floor of the development.

The McCourt/Broderick Parcels: 84,800 sf of the parcels, only a fraction of the 19 acre site, is within Chapter 91 jurisdiction, and only one parcel is located on the waterfront. The plan lays out guidelines for the development of these parcels in accordance with the Public Realm Plan for South Boston.

Commonwealth Flats Development Area: This 30 acre parcel is bounded by Summer Street, New Northern Avenue, the World Trade Center Expansion projects, Viaduct Street and the Massport Haul Road. Though it does not fall within the jurisdiction of the Municipal Harbor Plan because it is a Massport property, the plan provides guidelines for future uses including office, hotel, residential, retail, cultural and other uses. This, along with other Massport-owned parcels in the area, is subject to the South Boston Memorandum of Understanding regarding Chapter 91 licensing.

World Trade Center Expansion: The John Drew Company's development of the Northern Avenue Buildings



The Barking Crab is a restaurant located along the Fort Point Channel near the Federal Courthouse.

The Fan Pier site represents a major development opportunity as well as an important location for future cultual and civic uses.

The World Trade Center Expansion includes a hotel (middle) and two office buildings with ground-floor retail.

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Rendering of Clippership Wharf development proposal for East Boston.

WTC East, WTC Hotel, and WTC West, as well as the Water Transportation Terminal next to the original World Trade Center are all subjet to the Massport South Boston MOU (79,500 sf of FPA space in use as retail and hotel).

East Boston

Clippership Wharf: Bounded by Sumner Street, Lewis Mall, Lewis Street, Marginal Street, and Monsignor Jacobbe Road, the entire site is subject to Chapter 91 jurisdiction. Initially slated for development as a mixed-use project in 1990, it became a major feature of the 2002 East Boston Municipal Harbor Plan (27,300 sf of FPA space planned). FPA uses are recommended for the Lewis Street edge to connect the waterfront to Maverick Square. This project is covered in greater detail in the case studies found after Chapter 3 of this study.

Hodge Boiler Works: Located at 111 Sumner Street, the new site development will be primarily residential with a Bed and Breakfast FPA (5,711 sf of FPA space planned).

SPDFs

"Special Public Destination Facilities" or SPDFs, conform to a somewhat more narrow definition than FPAs. Only those proposed uses that have been explicitly approved for a project's SPDF requirement are eligible for that designation.

Image of Battery Wharf proposal for the North End. Red markings along the water's edge indicate information kiosks and interpretive signage loactions. Battery Wharf is currently the only development proposal with an approved SPDF use.

Currently there exists only one example of an approved SPDF proposal: the 1000 square-foot Coast Guard exhibit at Battery Wharf. The SPDF requirement is also not universally applied across the entire waterfront. The Fort Point Channel Downtown Municipal Harbor Plan included a requirement that at least 25% of proposed interior FPA space on parcels on the Downtown side of the Channel should be dedicated to year-round SPDF use. The 1990 HarborPark Plan was approved with the requirement that a network plan for SPDFs in Charlestown be completed. The Double-Loop Plan of 1991 for the Charlestown Navy Yard was meant to be this network plan, and its revision will need to address a SPDF network as well. No square footage percentage requirements have been imposed on the Navy Yard. Finally, Massport's Memorandum of Understanding for its East Boston properties also includes a 3,200 square foot SPDF requirement for the Portside Pier 1 project.

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Existing FPA Space

Existing public uses are scattered throughout the waterfront neighborhoods, but are most concentrated in areas that are centers of public life. Downtown Boston, home to 11% of waterfront public space, has a network of public spaces from Rowes Wharf to Christopher Columbus Park. These public destinations and amenities are easily accessible by car, T, water shuttle and foot from other areas of Boston, and they are near destinations like Fanueil Hall and the Freedom Trail.

Public uses in other neighborhoods follow similar patterns. Most of the public destinations in Charlestown, which hosts 11% of waterfront public space, are on or near the Freedom Trail and the Navy Yard's National Historic Park (site of the *U.S.S. Constitution*. The one space that is cut off from other major destinations - Building 114 - has FPA space that remains unoccupied. Fort Point Channel District's public space is activated by the museums and amenities that are walkingdistance from South Station, a regional transportation hub. In South Boston, which owns 23% of waterfront public space, that space is concentrated near the World Trade Center and the site of the new Convention Center, two major destinations that are transforming the public realm of the South Boston waterfront.

East Boston hosts only 5% of waterfront public space, the least after the North End. Its lack of direct connections to Downtown will be a challenge to generating the active public realm necessary to successful FPA spaces.

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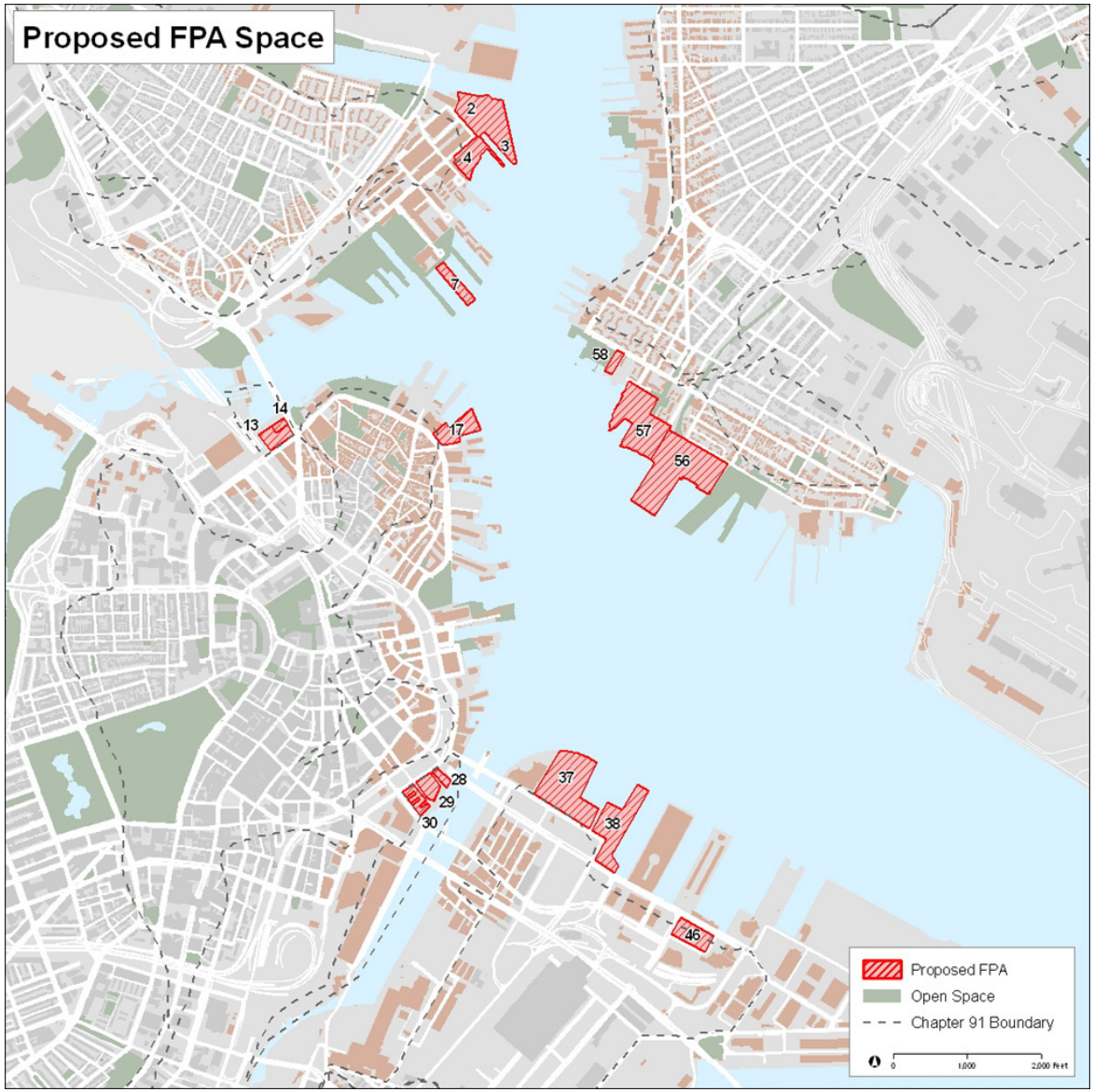

Proposed FPA Space

Over 1.5 million square feet of public space has already been built along the waterfront as part of Chapter 91 Licensing requirements. 21% of existing or planned FPAs have not determined their public use, and these spaces are usually located in areas that have not yet developed a strong public realm. Vacancy and underutilization of existing space suggests that there may be a limited capacity for the waterfront market to absorb more public facilities without simultaneous development of the public realm to support and attract a transient public.

Over 700,000 square feet of additional FPA space has been proposed along the waterfront, much of it in areas that are disconnected from other major public destinations and amenities. In many cases, the scale of these projects may succeed in concentrating enough activity to create a new public realm. In East Boston, there is an important opportunity to do just that. The proposed developments in Charlestown, Downtown, Fort Point Channel District, and South Boston serve to complete the network of uses along the waterfront, but may still face the challenge of attracting a transient public. The parcels at Yard's End in the Charlestown Navy Yard in particular are remote from existing public activities and would require activation of the entire area through public destinations and street activity to be successful.

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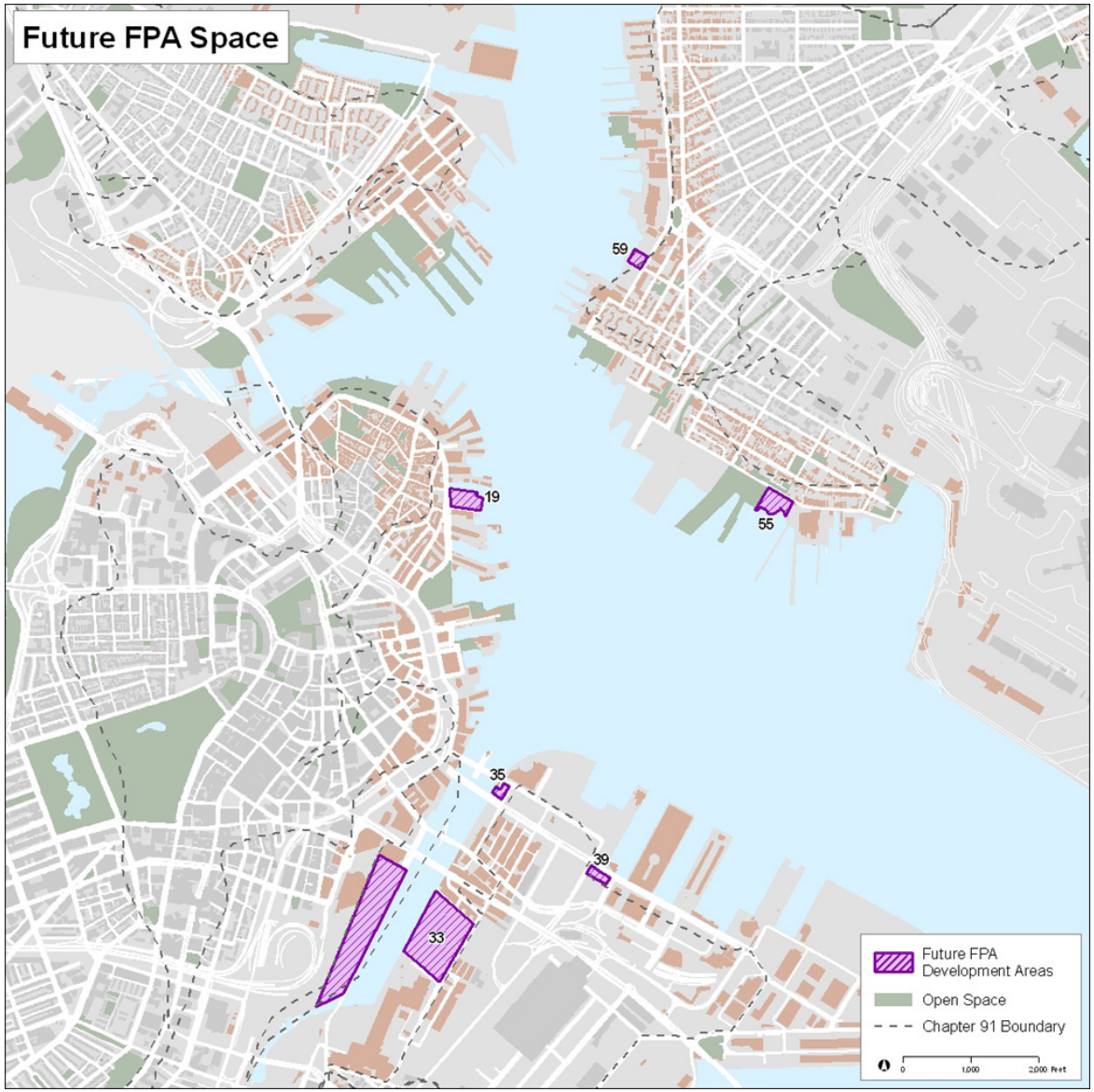
Projected Future FPA Space

Currently, about 21% of existing and proposed projects on the waterfront have not determined a use or found a tenant for their FPA spaces. Considering this, the projected 1.5 million* square feet of future FPA space is expected to be built on the waterfront in the next 20 years poses a real challenge to developers and public-use advocates alike.

Almost half of this space is located in the Fort Point Channel district in an area that is relatively remote. The success of these projects wil require support of alternate public use, such as artist live-work spaces that also function as open studios.



**Assuming that FPA space is 100% of ground floor area of developments with footprints occupying 50% of the total land area.*

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Other Public Uses and Open Space

No public space along Downtown Boston's waterfront is vacant or underutilized. These spaces are near a dense network of additional destinations and destination districts. Some of the most successful FPA projects are proximate to important paths and transportation routes. The CANA Parcel 2 in Charlestown, at the junction of the Freedom Trail and Charlestown's City Square, is an important example of this. FPA spaces need to be linked to existing public networks to succeed in developing the public realm. A waterfront location is not in itself a guarantee of a transient public. Building 114, which is disconnected even from other destinations along the Charlestown waterfront remains vacant because of its disconnection.

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Harborwalk

Although the Harborwalk has advanced considerably as a result of Chapter 91 and Municipal Harbor Planning, it alone does not guarantee public use and activity along the waterfront. For all of it's successes in the past decade, the Harborwalk is still not legible as a single pathway to be followed through each neighborhood, unlike other paths such as the Freedom Trail. Also, in areas with few public waterfront uses, such as in the North End and Downtown, the Harborwalk feels as private as its surroundings. The waterfront pathway must be examined and planned in concert with its abutting Facilities of Public Accommodation in order to activate its public zone. Public programming along the Harborwalk, such as Rowes Wharf's summer programs, is also a critical step in attracting the public down to the water and familiarizing them with the City's waterfront amenities.

Some areas of the Harborwalk have been visually privatized. While there are no physical barriers to access, landscaping changes and signage at this section of the Lewis Wharf Harborwalk discourage the public from accessing the waterfront.

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Lessons Learned

This survey of FPA space in Boston reveals a total of almost two million existing and projected square feet of FPA space. As evident in the FPA maps found in this chapter and by reading Chapter 3, many factors are noted that determine the vibrancy of the waterfront and the success of FPAs and other public spaces in activating these spaces. An FPA can be successful for many reasons. Some FPAs create a destination at the waterfront, others educate the public on maritime history. While FPAs can be varied in uses and in their size and location, there are some common lessons that can be distilled from their existence:

The space dedicated to public use in Building 114 remains tenantless raw space after the building's completion. Other measures must be taken to counteract the negative effect such spaces have on the waterfront's ability to attract the public.

Quality is as Important as Quantity

Quality of FPA space and access to the public are as important as or more important than quantity of space in many waterfront neighborhoods. Focusing on the six neighborhoods studied here, South Boston has provided the City with the greatest opportunity for FPA space development, with 23.7% of the total[2] space existing and proposed. The waterfront is removed from the core of the South Boston residential area and is located amidst a heavily car-dependent environment. Despite this separation from a core residential population, many of South Boston development parcels are quite large, and recent developments (for example the World Trade Center Expansion) have not increased the residential population of the area, although future developments may follow a different trend. Such large projects require a greater amount of FPA square footage and some of this FPA space will necessarily be in larger footprints, but such large spaces are expensive to rent and maintain. Without a proper process to determine feasible tenants, these spaces may lie empty and detract from the waterfront's overall vibrancy.

Rowes Wharf, located close to downtown, increases its accessibility with a Ferry Terminal. Small groups of people gathered outside the terminal on a sunny afternoon to wait for the transit service.

Location is Important

The quality of FPA space and its ability to activate the waterfront is directly tied to location; not all waterfront sites are equal. While Charlestown has 10.4% of the total Boston FPA space, most of that space is located in the southwest corner of the Charlestown Navy Yard. The remote stretches of the Navy Yard, surrounded by medical research buildings, 9-5 workers, and some residential properties have not offered sufficient incentives to draw the public to the water. East Boston presents similar challenges; the Municipal Harbor Plan indicates an intention to increase public access to the waterfront by creating better connections to the subway at Maverick Square and by increasing water transportation to the neighborhood. Few Facilities of Public Accommodation, whether they are commercial or non-profit can survive without being physically connected to the public they intend to serve.

Surrounding Uses Strongly Impact FPA Success

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Few FPAs have the power to stand on their own; surrounding uses can support or detract from the effectiveness of FPAs. Without surrounding public uses or a strong market of people, most FPAs will have difficultly drawing people to the waterfront. The North End's proximity to the waterfront and it's adjacency to high-visitor areas such as the Freedom Trail and Aquarium/Long Wharf complex put this stretch of waterfront in a good position regarding public access. The North End, however, contains just 3.6% of total Boston FPA, even though the waterfront is very connected to the residential fabric of the neighborhood. The overwhelming sense of privatization of the North End and Downtown waterfronts, where much of the current development was built prior to FPA requirements, increases the sense that very little of the waterfront is accessible to the public. While the Harborwalk has made great strides in opening the waterfront for physical and visual enjoyment, uses such as parking lots, private condominiums and offices don't strongly support public access.

Condominiums in the North End send the message that waterfront land is not for public use.

Clustered FPA Uses Support Public Access

The Double Interpretive Loop Plan for Charlestown recognized that clustering similar uses throughout the Navy Yard could open up new opportunities for waterfront access and enjoyment, even in the remote stretches of waterfront. The Plan integrated the entire Charlestown Navy Yard together as a waterfront destination. The proposed Aquarium site would have built upon the strengths of the USS Constitution and the Freedom Trail attractions to create a cohesive waterfront destination. While the Aquarium elected to remain in its current location downtown, the premise behind the plan is a good one – similar uses spread throughout a particular area of the waterfront support the area as a destination. In the case of the Navy Yard, the concept of a maritime interpretive trail sought to create a destination from similar spaces and uses to unlock the waterfront for public use and enjoyment.

Central Wharf is an example of clustered FPA uses. The Aquarium, IMAX and Exploration Center combine with Legal Seafoods and a number of vendors to become a hub of public activity.

Strong Community and City Partnerships Ensure FPA Success

FPAs were established to serve neighborhood residents and to enhance waterfront access and enjoyment for all. Most projects require the best efforts of the City, developers, and waterfront residents. Community input can be helpful in determining local needs, opportunities to serve local non-profits, and to develop FPA concepts unique to each area of the waterfront. The difficulty in the Battery Wharf development project in identifying public uses that met with residents' approval is one example of the importance of community input and good developer/resident communication from the project conception. Initial proposals for a grocery store were met with disapproval from the community because of the fear that a larger store would threaten smaller locally-owned businesses. Clippership Wharf developers used the community process to forge strong ties to the cultural and educational networks in East Boston and the project evolved to offer proposed FPA space that is anticipated to be beneficial to the community. Similarly, Russia Wharf owes much of its success to the community process spearheaded by the Boston Redevelopment Authority. Cooperation between the City and the area stakeholders allowed the project

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to contribute to wider public access goals.

Footnotes

[1] http://www.mass.gov/dep/brp/waterway/faqs.htm

[2] Dorchester has 32.5% of total Boston FPA space but is not a focus of this study due to limited development opportunities identified by the BRA as available along the waterfront at this stage. Most of its waterfront buildings are free-standing facilities that serve the public and are not subject to redevelopment for the foreseeable future. The opportunities for FPA space in Dorchester are considered in the overall city-wide analysis and recommendations in this report.

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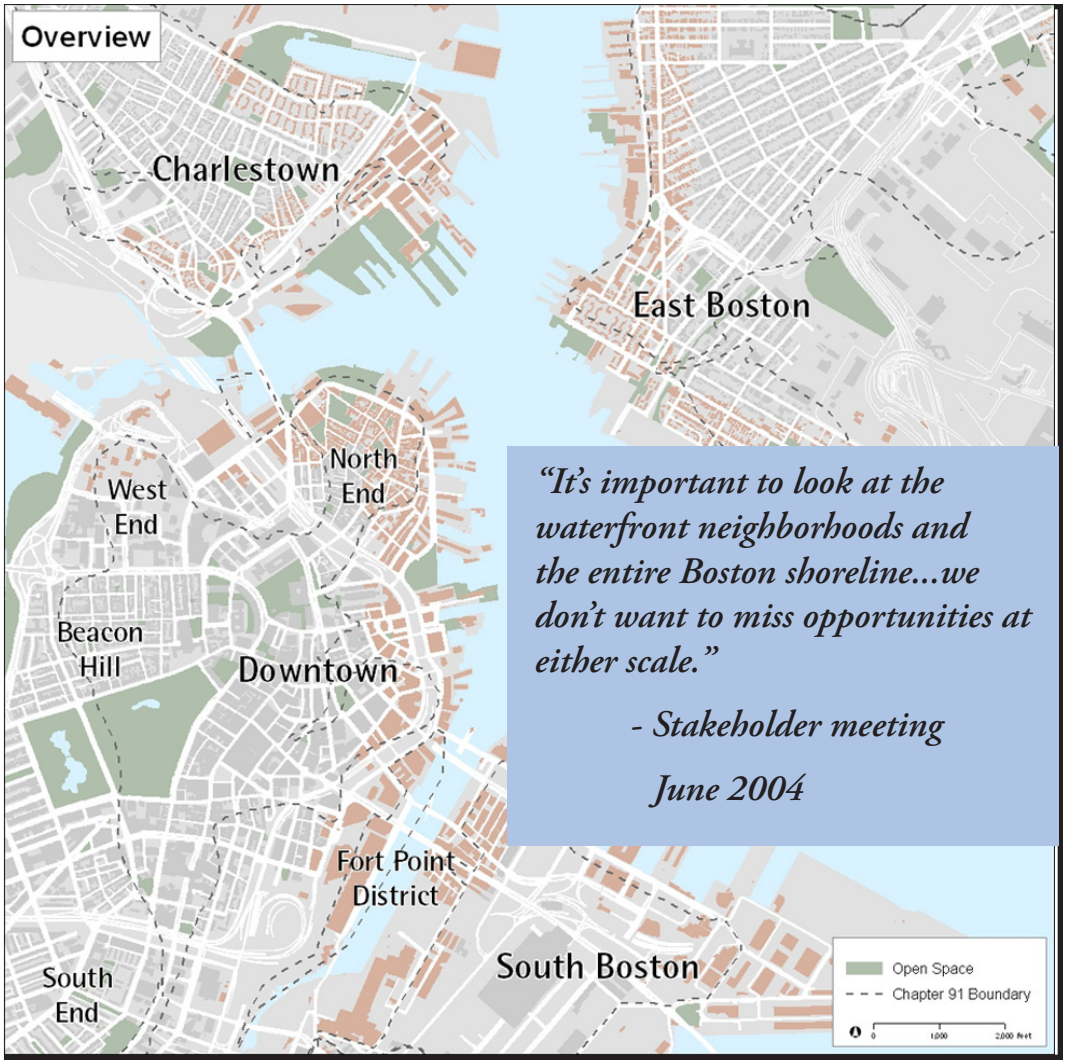
Chapter 3: Waterfront Neighborhoods

Facilities of Public Accommodation (FPAs) strengthen the overall vibrancy of the water's edge and open access to visitors and residents alike. This FPA study approaches the waterfront from two perspectives: the city-wide scale and the neighborhood scale. This chapter examines the characteristics of each neighborhood along the Boston waterfront to determine:

- Physical and Demographic Characteristics by Neighborhood
- Comparative Neighborhood Demographics
- Comparative Neighborhood Characteristics

There are seven waterfront neighborhoods shown on the map at right. .For each neighborhood, current planning initiatives, neighborhood demographics, physical characteristics and existing uses, and tourist destinations, among other characteristics have been mapped. This mapping reveals how the FPA regulations can benefit local populations, and reinforce and strengthen current and anticipated planning initiatives.

These neighborhoods have been dividing at boundaries that deviate from those in previous planning documents in order to create meaningful study areas for comparison.[1] Of coures, conflicts exist between boundaries drawn for data (census tracts and block groups) and those that exist in the hearts and minds of city residents. In these instances, our resolution of the conflict will be duly noted



"It's important to look at the waterfront neighborhoods and the entire Boston shoreline...we don't want to miss opportunities at either scale."

- Stakeholder meeting

June 2004

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Tavern on the Water, a restaurant on Pier 6 in Charlestown.

Ferry Docking at Flagship. USS Constitution in the distance.

Locks leading from Charlestown to Downtown.

Charlestown
Neighborhood Characteristics

Founded in 1629, before the City of Boston itself, Charlestown is the city's oldest neighborhood. Much of Charlestown was burned to the ground by British troops following the Battle of Bunker Hill in 1775 and was subsequently rebuilt. The Bunker Hill Monument constructed in 1826 and completed in 1842 commemorates the famous battle. Charlestown is home to another celebrated relic of the nation's history, the U.S.S. *Constitution*. Also known as "Old Ironsides," it is the oldest continually commissioned ship in the United States Navy and is docked at the Charlestown Navy Yard..[2] Though the main study area in Charlestown is the Navy Yard, this document includes the entire Charlestown neighborhood in its demographic analysis. Despite the barriers between the neighborhood and the Navy Yard, the population of Charlestown must be considered part of the population served by waterfront amenities. Though residential population has been increasing in the Navy Yard itself, it is not likely to reach a density that can support even a small grocery store.[3]

The Charlestown neighborhood is a 1.4 square mile area just north of downtown across the Charles River. It's population of 15,195 is predominantly professional: 56% of the population is in a professional position, and boasts the highest median household income (MHI) of any waterfront neighborhood ($56,110). Traditionally a working-class neighborhood, these numbers reflect an increase in households in luxury waterfront apartments in the Navy Yard and around Monument Square over the past two decades. Poverty and unemployment are lower than the city's averages of 19.5% and 7.2% at 17.5% and 4.1% respectively. Despite high income levels, rents remain relatively low in Charlestown due to the concentration of public and subsidized housing. More than one-third of Charlestown's housing is "affordable" rentals, compared to 20% citywide. The population of Charlestown is also predominantly white (78%) and exclusively English-speaking. Immigrants make up 13.9% of the population, and 11.5% is Hispanic, slightly lower than the city average of 14.5%. About two-thirds of the population (64.7%) lives in families, which at an average size of 2.98 people, are slightly smaller than the average Boston family.

Although a relatively high percentage of Charlestown residents work from home (3.46%), few artists are currently living or working in the area. Nevertheless, 37% of artists surveyed would consider moving into artist live/work space in Charlestown. FPA space is abundant along the waterfront here. At 200,273 square feet of FPA space, it offers a per capita area of 13.2 square feet. Most of this space is in the site of the old Charlestown Navy Yard, however, which remains separated from the main street grid of the neighborhood. The Ropewalk building, a fence, the overhead bridge, and a public-housing complex all separate the most north-easterly portion of the Navy Yard from historic Charlestown. Although parking is abundant, landsidetransportation access to this far corner is minimal. To address this issue, Partners Health Care runs a regular employee shuttle from North Station to their facilities in the Navy Yard. Additionally, the water transit terminal at Pier 4 serves as an important access point to the neighborhood.

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Charlestown Waterfront: The Navy Yard

The Charlestown Navy Yard boasts some of the most accessible waterfront in the city, but it is disconnected from Charlestown proper.. Unlike other neighborhoods, such as the North End, where the waterfront is in close proximity to the core residential areas, most Charlestown residents are separated from the Navy Yard/waterfront by a number of obstacles. The Navy Yard is a very distinct entity from the core residential/business area of Charlestown. Separated by the Ropewalk, bridge overpass, and public housing, the waterfront is remote - particularly at the northeast end of the waterfront edge.

Though they are not in the Navy Yard proper, Tudor Wharf and the CANA Development parcel connect the Navy Yard to the rest of Charlestown and Dowtown and for this reason have been included in this study. The recent removal of the raised artery (the CANA project) has significantly improved the Navy Yard's connectivity. A steady stream of pedestrians now flows by the Meze restaurant along the Freedom Trail to the USS *Constitution*. Connections planned between Tudor Wharf and the Paul Revere park would create a new connection between the Navy Yard and Downtown across the Locks.

Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
Charlestown	15,195	11,091	$ 56,110	$ 692	17.5%	8.5%	56.0%	64.7%	11.5%	78.2%	36.8%

DRAFT FPA STUDY

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Evaluation of FPA Space in Charlestown

The Charlestown Navy Yard has seven waterfront parcels subject to Chapter 91 FPA regulation. and four parcels that provide public space that predates the regulations (these will be noted below with the abbreviation PDR). Together, these projects amount to a 13.2 per capita square footage of FPA space across the neighborhood population:

Building 114 - Completed medical research building affiliated with Mass General Hospital; ground floor FPA space remains empty

Yard's End Parcels 6 and 7 - Planned as more medical research and development uses

Parcel 5 - A vacant dry dock; no current development plans

Parcel 4 - Planned as retail, residential and hotel development uses

Pier 6 - Site of Tavern on the Water, a restaurant (PDR).

Flagship Wharf - Completed residential building with 198 units and 10,200 sf of FPA space

Pier 5 - Planned for development of 59 residential units and a bed & breakfast

Courageous Sailing - A small sailing and educational facility at the end of Flagship Wharf (PDR).

USS Constitution and Museum - Existing musuem and major tourist attraction (PDR)

Charlestown Visitor's Center - Existing public resource on Constitution Rd (PDR).

CANA Parcel 2 - Completed commercial project that acts as a tourist gateway to Charlestown and containspublic uses on the ground floor.

Tudor Wharf - Completed hotel and marina.

DRAFT FPA STUDY

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Charlestown Waterfront Projects and Square Footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
1	Building 114	Medical Research Space	TBD SPDF TBD	8,500 4,500[3]		8,500	Gateway to the Harbor Islands facility
2	Yard's End Parcel 6, 7 (P)	Medical Research and Development Space	Retail Healthcare TBD SPDF TBD	20,000 21,000 20,000 TBD[3]		20,000 21,000 20,000	
3	Parcel 5	Vacant, Dry Dock	TBD	TBD	TBD	TBD	Large Naval Vessel?
4	Parcel 4	Residential/Retail	Retail	40,995		40,995	
5	Pier 6	Restaurant	Restaurant				
6	Flagship Wharf[1]	Mixed Use (Residential/ commercial)	Waiting Area / Public Terrace	10,200		10,200	
7	Pier 5 (P)	Residential	Bed and Breakfast / Restaurant SPDF TBD	34,000 TBD[3]		34,000	
8	Courageous Sailing	Water-dependent Entertainment / Recreation	Sailing				
9	Constitution and Museum[2]	Civic / Cultural	Museum		12,000	12,000	
10	Museum on Constitution Road[2]	Civic / Cultural	Museum				
11	CANA Parcel 2	Mixed Use (Office/retail/ commercial)	Conference rooms, public restrooms, interprative areas, and a restaurant	26,300		26,300	
12	Tudor Wharf[1]	Hotel	Café, interprative area, conference room, pool, and exercise room SPDF TBD	7,278 TBD[3]		7,278	
	TOTAL			**188,273**	**12,000**	**200,273**	

Building 114 *- biotech research at northernmost end of Navy Yard. 8500 sf of FPA space (2125 sf of which is designated for a SPDF) is vacant.*

Yard's End Parcels 6 and 7 - planned to become a biotech research and development facility with 61,000 sf of FPA space, currently slated for retail, healthcare, and daycare.

The USS Constitution *is on the Freedom Trail; many tourists visit the southwest end of the waterfront in the Navy Yard (via N. Washington St. from downtown and the North End) but then continue onwards to the Bunker Hill Monument. The northern reaches of the waterfront contain housing and medical office/research facilities, limiting the draw for visitors and casual strollers.*

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North End
Neighborhood Characteristics

The North End is one of Boston's oldest neighborhoods, and Boston's Freedom Trail guides tourists through its historic past. Home to Paul Revere's house, the Old North Church, and the Copp's Hilly Burying Ground, the neighborhood was built - and continues to thrive - on history and tradition. The North End became home to succeeding waves of immigrants during the 19th century, the last of which came from Italy and has left an indelible mark on the neighborhood. During the summer, weekend festivals line the streets in honor of a patron saint. With a number of authentic Italian restaurants, pastry shops, cafes, and small retail stores, the area is aptly referred to as Boston's own "Little Italy."[4]

Stretching from the Christopher Columbus Park up to the Charlestown Bridge[5], the North End is Boston's most densly settled waterfront neighborhood , hosting 44,667 people/sq. mile, more that twice the density of Downtown. It also sits on the smallest land area (only 0.18 square miles) along the waterfront. Although the neighborhood was historically settled by immigrants, foreign-born residents make up only 12% of the total population today. Despite the fact that many families have remained in the neighborhood over many generations, in recent years it has become home to an increasingly professional, non-family based population. Only 36% of residents are living in family households, which are on average the smallest anywhere along the waterfront. 62% of North End residents hold professional occupations compared with 9% in service. The median household income is among the highest along the waterfront at $51,922, and at $1,033 per month, the median gross rent is the highest for any waterfront neighborhood. Unemployment and poverty rates are among the lowest along the waterfront as well at 3.6% and 8.2% respectively.

With its Historic Pier Network Plan of 1999 in place, the North End saw the beginning of development plans for Battery Wharf, one of the last undeveloped portions of waterfront, along with Sargents Wharf and Lewis Wharf. Because most waterfront development occurred prior to the FPA requirements set forth in the 1990 regulations, it has the least amount of FPA space (65,375 sq. ft.) of any waterfront neighborhood. The North End sits on such a small land area, its FPA space amounts to only the second lowest square footage per capita (8.13sq. ft./person). Unfortunately, few existing waterfront developments have truly public uses despite the fact that they are easily accessible from Boston's densest neighborhood. Unlike most waterfront neighborhoods, the North End has a street network that meets the water's edge. The North End represents a real opportunity for a new major public destination on the waterfront. Most of the waterfront property in the North End is residential, though some retail and restaurant uses are scattered throughout. Although few artists currently live or work in the North End, 42% of those surveyed indicated that they would be interested in moving into live/work space in the neighborhood.

The Boston Sailing Center on Lewis Wharf.

Looking toward Battery Street from Commercial Street.

Burrough's Wharf

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North End Waterfront

The North End waterfront is tied into the neighborhood street-network more directly than any other waterfront neighborhood. Commercial Street, which runs all along the waterfront, connects directly with North End streets--creating the greatest opportunity along the waterfront to build community connections. The North End also has a density of small businesses and restaurants that could benefit from waterfront uses that would bring more people through the neighborhood. One major challenge in the North End is that because there is so much to attract visitors to the neighborhood itself, the waterfront, which is on the fringe, might not register with the public as an attraction. Also, much of the waterfront in the North End has been privatized: ground floors are dedicated to offices (mainly lawyers) and much of the land adjacent to the water is dedicated to parking, creating an environment that is not pleasant for pedestrians.

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Looking from Burroughs Wharf down Battery Street: the waterfront's connection to the neighborhood creates opportunities not available to other waterfront sites.

Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
North End	8,040	44,667	$ 51,922	$ 1,033	8.2%	9.3%	61.7%	36.3%	2.4%	93.9%	42.2%

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Evaluation of FPA Space in the North End

The North End has six waterfront parcels subject to Chapter 91 FPA regulation, and five parcels with public space that pre-dates the regulations (PDR). Because many of its developments predate the current regulations, North End FPA space per capita is relatively low at 8.13 square feet per neighborhood resident.

226 Causeway - Technically located in the West End, this project is included in the North End because of it sproximity to that neighborhood. Completed as an office building that will house Celtics administrative staff, its retail FPA space remains empty.

Lovejoy Wharf - Also in the West End, this property remains undeveloped open space.

Roche Bobois -An existing retail establishment along the northern edge of the waterfront (PDR).

Steriti Rink - An existing ice-skating rink that provides a recreational use along the north waterfront (PDR).

Battery Wharf - This project, located next to the Coast Guard Station, has had difficulty identifying public uses that are acceptable to the neighborhood (e.g. a large grocery store was defeated on the grounds that it would destroy local businesses). A Special Public Destination Facility (SPDF) has been approved for the site: a 1000 square-foot interpretive exhibit about the Coast Guard.

Burroughs Wharf - Completed residential project with Lobby Harborwalk exhibit and public restrooms (PDR).

Sargent's Wharf: Proposals for residential construction were reviewed, but the parcel has remained a parking lot.

Lewis Wharf: The completed Pilot House Expansion included 3,475 sf of FPA space in use as a café, ATM and exhibit; the Pilot House is also required to provide FPA space, but the square footage and use has yet to be determined.

Boston Sailing Center - Existing educational and recreational sailing facility (PDR)

Commerical Wharf: Completed condominium project with one unit of FPA space on the ground floor of undetermined square footage. Also home to the Yacht Club

Joe's Restaurant - An existing restaurant at the corner of Christopher Columbus Park (PDR).

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Battery Wharf is located between the Coast Guard station (shown in the background here) and Burroughs Wharf. A hotel, residential, and retail mix of uses are planned for the site, with 42,900 sf of FPA space. Despite a requirement that nearly 11,000 sf be dedicated to a Special Public Destination Facility, only 1,000 sf is currently set aside for such a use.

North End Waterfront Projects and Square footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
13	226 Causeway (UC)	Office/ Residential	Retail TBD	19,000		19,000	
14	Lovejoy Wharf	Open Space	TBD	TBD		TBD	
15	Roche Bobois	Retail	Retail			-	N/A
16	Steriti Memorial Rink	Entertainment / Recreation	Ice-Skating			-	N/A
17	Battery Wharf[1] (PMT)	Hotel, retail, residential	Retail/Restaurant / Waiting Area / Restrooms SPDF - Coast Guard Exhibit	42,900 1,000[3]		42,900	
18	Burroughs Wharf	Residential	Lobby Harborwalk Exhibit and Restrooms			-	N/A
19	Sargents Wharf	Open Space	Parking Lot			-	N/A
20	Pilot House Pilot House Extension	Commercial (Office) Commercial (Office)	TBD Café / Exhibit	TBD 3,475		- 3,475	N/A N/A
21	Lewis Wharf Boston Sailing Center	Entertainment / Recreation	Sailing			-	N/A
22	Commercial Wharf Condos Yacht Club	Residential Water-dependent Entertainment / Recreation	1 unit of FPA on ground floor Community Meeting Space			- -	N/A N/A
23	Joe's Restaurant	Restaurant	Restaurant			-	N/A
	TOTAL			**65,375**	**-**	**65,375**	

Landscaping on Union Wharf provides an attractive separation of parking from the waterfront. Unfortunately, the ground floor residential use on this wharf discourages public traffic at the water's edge.

Starbucks, combined with the exhibit/ATM, is the FPA for the Pilot House, an office building that does little to bring life to the waterfront.

This exhibit is angled away from the street and is enclosed in a Fleet ATM.

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Rowes Wharf and Downtown Boston. Photo courtesy of Internet

Christopher Columbus Park and Downtown Boston, with Long Wharf to the far left.

Marina on Commercial Wharf.

Downtown
Neighborhood Characteristics

Downtown Boston is the heart of the City, home to corporate headquarters, financial industry hubs, and City Hall. With countless office towers, businesses, and government centers, including Boston City Hall and the Massachusetts State House, the area comes alive each day with thousands of workers bustling to and from work. Downtown links to the neighborhoods in many ways. For example, the historic Freedom Trail winds through the city, linking today's downtown with 16 of the city's most historic sites. One of the oldest and most famous walking tours in the country, the Trail highlights two and a half centuries of Boston's historical past.[6]

Included in the land area of Downtown Boston is Chinatown. Built on a landfill created from tidal flats in the early 1800s to provide additional housing for Boston's expanding middle class population, Chinatown is home to Boston's largest Chinese and other Asian communities, in a unique mix of residences and family owned and operated businesses. Chinese, Irish, Italian, Jewish and Syrian immigrants moved into the neighborhood in the 1840s and converted the area's single family homes to multiple-unit tenements. Commercial uses, including textiles and leather works, began at the turn of the Century with the construction of South Station and the Washington Street Trolley line. Today, Chinese restaurants and specialty shops fill the ground floor levels of residential buildings.[7]

The Leather District is a small but growing sub-neighborhood of Chinatown. Located between Dewey Square and Kneeland Street, the District is a nine-block area noted for its late 19th century brick warehouse structures. Constructed primarily during the 1880s with a design focused on efficient and economic manufacturing, these buildings reflect the need of the leather industry and related wholesalers for display space, offices and work areas. Huge ground floor display windows and sturdy cast iron columns are a unique signature of the Leather District. Recently, the Leather District has grown as a mixed-use area, filled by a variety of commercial and residential tenants.[8]

Downtown Boston towers over its 1.3 square mile land area, and its population density, at 20,899 people/sq. mile, is second only to the North End, at least along the waterfront. Another highly professional district of the city, 56% of the population works in professional occupations compared with 13% in service positions. Median household income is not as high as in other waterfront districts: at $40,350, it is only slightly higher than the city average. Poverty and unemployment rates are also higher than average in the downtown district (20.4% and 11.8% respectively). With a median gross rent of $894, second only to the North End, Downtown is one of the least affordable waterfront neighborhoods, requiring 25% of annual MHI for rent. Despite such affordability issues as well as the lack of artists currently located downtown, it was rated higher than any other waterfront district as a place to which artists would be interested in relocating.

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Downtown Waterfront

With the North End and Fort Point Channel separated from the Downtown waterfront, few development parcels remain. However, the Downtown waterfront has one of the most significant waterfront destinations in the New England Aquarium and IMAX Theater. Attracting visitors from all across the Greater Boston Metropolitan area, the Aquarium complex provides over 100,000 square feet of FPA space. To the north of the complex is the Long Wharf Marriott Hotel and its associated public amenities like restaurants and cafes. Further south is the imposing figure of the Rowes Wharf hotel and condominium, which provides a wide variety of public amenities. Despite its lack of official FPA spaces, the downtown waterfront provides uses that serve the public as well as well-programmed open spaces. Summer programming at Rowes Wharf and Christopher Columbus Park attract residents from many Boston neighborhoods to the waterfront during the evening.

The removal of the Central Artery from the Downtown streetscape presents opportunities to reconnect the city street network to the waterfront.

Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
Downtown	16,543	20,899	$ 42,350	$ 894	20.4%	13.6%	56.8%	41.3%	4.9%	59.4%	49.3%

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Evaluation of FPA Space Downtown

The Downtown waterfront has twoparcels subject to Chapter 91 FPA regulation and one parcel that provides public space that pre-dates the regulations. Its other parcels were developed before the regulation took effect. FPA square footage per capita is 10.55, mostly due to the presence of the New England Aquarium on Central Wharf.

Long Wharf Marriott - Completed hotel project that provides a number of FPAs including restaurants.

Charthouse Restaurant - An existing restaurant located on the Long Wharf Pier (PDR).

Central Wharf - This wharf is home to the New England Aquarium and its new IMAX theater (PDR).

Rowes Wharf - Completed hotel and condominium project that provides FPA uses to support its hotel including a water transit waiting area, restaurants, retail, and seasonal Harborwalk programming.

Although the Long Wharf Marriott could be more open to the public, its restaurants, such as Oceana, serve a transient waterfront public, and its guests help activate the downtown waterfront.

Rowes Wharf is an excellent example of how a hotel on the waterfront can activate the public space. The Blues Barge is the site of daily summer programming including dancing, dining, and movies.

The Aquarium is a major waterfront attraction that activates the waterfront by catering to tourists and city residents alike. Photo courtesy of NE Aquarium website.

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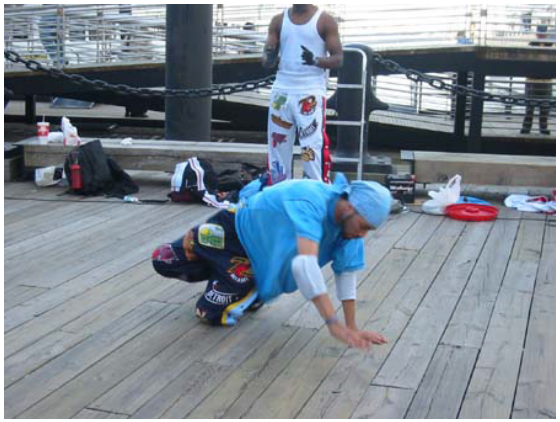
Tia's on the Waterfront helps serves vistors to Christopher Columbus Park and the Long Wharf Marriott.

Downtown Boston Waterfront Projects and Square Footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
24	Long Wharf Marriott[1]	Hotel	Café / Pushcarts / Restaurant			-	N/A
	Charthouse	Restaurant	Restaurant		9,600	9,600	N/A
25	Central Wharf[2]	Entertainment / Recreation	Aquarium		108,000	108,000	N/A
		Entertainment / Recreation	IMAX Theater		57,000	57,000	N/A
26	Rowes Wharf[1]	Hotel	Restaurant /Conference Room / Exhibit / Bar / Café / Water Transit Ticketing / Foster's Rotunda			-	N/A
		Condos	None			-	N/A
	TOTAL			**-**	**174,600**	**174,600**	

The IMAX theater at the New England Aquarium is a major attraction and destination for families and youth. It is one example of how a large public facility can help energize a district.



Dancers and performance artists come to entertain the crowds that gather between the Long Wharf Marriott and the New England Aquarium.

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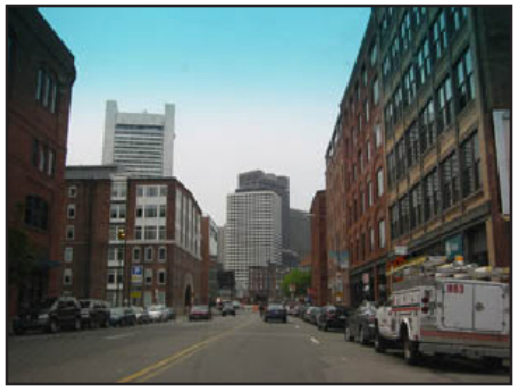
Fort Point Channel
Neighborhood Characteristics

The Fort Point Channel neighborhood considered in this report includes the land area on both sides of the channel, and for this reason is distinct from earlier Fort Point planning districts. The reason for this change is the recent availability of new development sites on the Downtown side of the Channel that is generating planning efforts that span across the Channel (e.g. the recent Fort Point Channel Watersheet Activation Plan). The exact geography of the demographic study area used in this report can be found in Appendix A.

The neighborhood's name originated with the hillside armed with a cannon battery that protected the city during the colonial era. Over time, the armaments were removed and the hill leveled to push the city's land out into the harbor. As writer Don Eyles puts it, "'Fort Point' became a name in search of a neighborhood." Nevertheless, both sides of the channel have a long history of water-dependent commerce, of which only vestiges remain, such as the James A. Hook Lobster Wholesaler.

Despite the fact that Fort Point Channel has the second smallest land area of any waterfront neighborhood (0.85 square mile), it has the lowest population density (1,796 people/sq. mile). Its total population, which is also the smallest of any waterfront neighborhood, is a scant 1,527 people. At this level, the population cannot support even small retail geared toward the local market, and must, therefore target external patrons, such as those who work in nearby Downtown offices. The area is a mixture of families and non-family households. 59% of the population resides in family households, of an average size of 3.10 people. Fort Point's non-family households are the largest on the waterfront at an average of 1.56 people. The area is also economically mixed. Despite having a relatively high Median Household Income of $53,808, the neighborhood also has the highest poverty and unemployment rates on waterfront: at 25.4% and 16.5% respectively. Neither professionals nor service workers dominate the Fort Point workforce: 14.5% are employed in service occupations and 38.4% in professional occupations.

The area's historical character as a site of industry has helped to keep rents relatively low as it transitions into residential development. Median gross rent was $634 in 2000, making the area the most affordable on the waterfront. Its housing also maintains the lowest occupancy rate on the waterfront: at 87%, it is significantly lower than the city's average of 95%. Its affordability, available housing and transitional character have made it an attractive neighborhood for artists. A June, 2003 survey of artists' space needs in Boston revealed that the area was second and third most popular for artists working and living, respectively, of any city neighborhood (and the most popular of any waterfront neighborhood). Despite recent development of luxury lofts and their associated rent increase, Fort Point Channel remains attractive to artists for relocation. 49% of artists surveyed would be interested in relocating to the Fort Point neighborhood, making it the second most popular neighborhood after Downtown Boston.



Looking down Congress Street towards Downtown.

The Tea Party Ship on the Congress Street bridge.

Russia Wharf.

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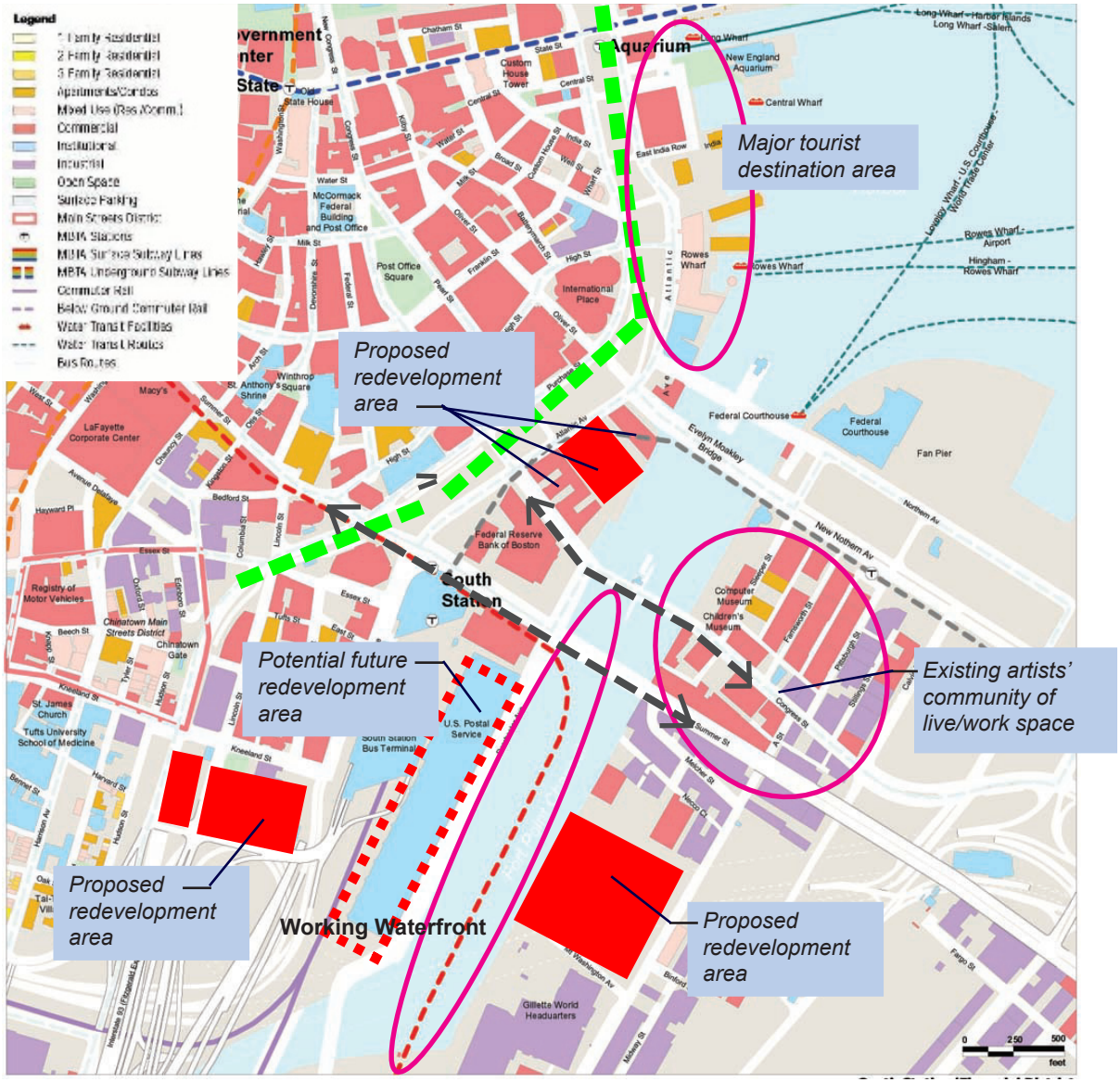
Fort Point Channel Waterfront

Current development in the Fort Point neighborhood is clustered along the western bank of the channel. Despite the low residential population of the immediate area, development trends suggest that the population will increase significantly over the next 20 years. The Channel is also highly accessible from both Downtown Boston (with the completion of the Central Artery project) and South Boston, and is already home to a number of public facilities that draw large audiences. These include the Boston Children's Museum and the Boston Tea Party and Museum site. Their success suggests that there may be potential for developing the additional square feet of FPA required as part of current development projects. This neighborhood also has the greatest potential for future development, with the anticipated redevelopment of the Post Office and Gillette Industrial sites, and thus the largest projected area of FPA space coming online in future years of any waterfront neighborhood.



The Children's Pier at the BostonChildren's Museum creates a major destination in the Fort Point Channel area on which other development projects can draw.

Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
Fort Point Channel	1,527	1,796	$ 53,808	$ 634	25.4%	14.5%	38.4%	59.4%	3.6%	57.2%	48.9%

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Evaluation of FPA Space in Fort Point Channel

The Fort Point Channel waterfront has four parcels subject to Chapter 91 FPA regulation and three parcels providing public space that pre-dates the regulations. Combined, these create a total of 250,677 sf of FPA space, which amounts to 164.2 sf per capita of the neighborhood residential population. However, if Downtown and South Boston Waterfront populations are included in that calculation, then the per capita square footage drops to 10.7, closer to the scale of Downtown, North End, and Charlestown per capita square footages:

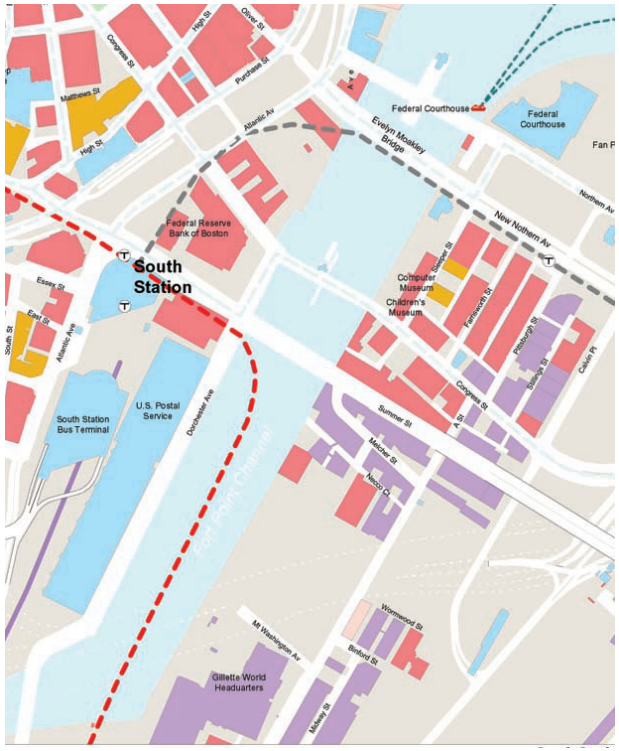
James A. Hook & Company: Hook Lobster is a major lobster facility in the City of Boston, and it is not pursuing any redevelopment plans currently. As a water-dependent use, it is not subject to FPA requirements (PDR).

Independence Wharf - Having recently upgraded this fourteen story office building, the property owners are required to provide a public amenity to activate the waterfront. They have already provided space for a ground-floor restaurant and rooftop observatory, which hosts an interim historic interpretive exhibit.

500 Atlantic Ave - A planned 20-story mixed-use commercial building that will surround 240-foot tall ventilation stacks for the Central Artery Tunnel. This project will house a hotel and residential units and include significant public amenities including waterfront open space, a public landing area, access to the waterfront from both within and outside the building, and FPA uses including retail, restaurant, and entertainment.

Russia Wharf - Planned as a mixed-use development project includes a suites hotel, loft-style residences and a commercial office building. It also includes plans for ground-floor retail and a jazz/blues club overlooking a new waterfront plaza.

The Federal Reserve Bank - The Bank is upgrading its security and has introduced its new Economy Museum. It has also agreed to assume responsibility for the maintenance of the Dorchester Avenue Harborwalk that is part of the Central Artery Tunnel project and will be owned by the City of Boston.



The Boston Tea-Party Museum - This museum dedicated to celebrating the historic Boston Tea Party is planning an upgrade and expansion. It's main building predates the regulations.

The 100-Acre District - Bounded by Summer Street to the north, West Service Road and Massport Haul Road to the east, the Fort Point Industrial District to the south and the Fort Point Channel to the west, it includes a vacant tract purchased by the Gillette Company and a small adjacent parcel known as 60 Necco Court. The City plans to partner with Gillette to create a mixed-use residential environment along the Fort Point Channel.

The Children's Museum - This Fort Point Channel institution has taken the lead in planning and programming the developing neighborhood. It is an anchor and a public use that attracts visitors from across the city and region.

The entire ground floor of James A. Hook Lobster will become a SPDF if the company ever vacates the site.

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The Russia Wharf development will include a larger plaza area on the waterfront and develop a family-oriented suite-hotel mixed with office space with retail on the ground floor to activate the street. They plan to open a Jazz/Blues club on this corner of the wharf.

Fort Point Channel FPA Projects and Square Footage

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
27	James A. Hook Lobster	Water-dependent Commercial	Retail			-	N/A
28	470 Atlantic Avenue (UC)	Mixed Use Office	Rooftop obs. / 1st floor exhibit / TBD	31,277		31,277	
29	500 Atlantic Avenue[1] (PMT)	Mixed Use Hotel, retail, residential	Hotel / Retail / Restaurant / Entertainment	20,000		20,000	
30	Russia Wharf[1] (P)	Mixed Use Hotel, retail, office, residential	Retail SPDF TBD	27,600 6900[3]		27,600	N/A
31	Federal Reserve	Civic /Cultural (Office)	N.E. Economy Museum			-	N/A
32	Boston Tea Party Museum[2] (P)	Civic / Cultural	Museum Museum Expansion (P)		4,300 9,500	4,300 9,500	N/A
33	The Hundred-Acre Master Plan	TBD	TBD	TBD	TBD	TBD	
34	Children's Museum[2]	Water-dependent Civic / Cultural	Museum		158,000	158,000	N/A
	TOTAL			**78,877**	**171,800**	**250,677**	

Independence Wharf, a mixed-use office building on the Fort Point Channel has not been able to fill its ground floor FPA space for 3 years.

Children's Wharf is home to a small seasonal farmer's market run by youth.

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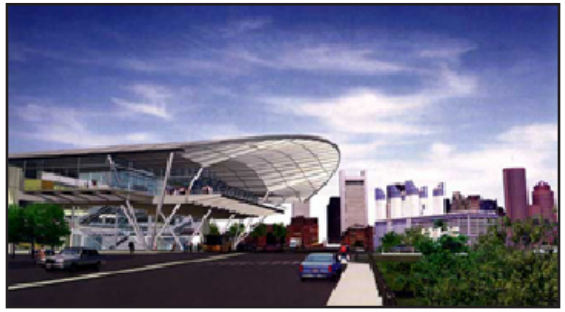
Looking down Congress Street towards Downtown.



Looking down Congress Street towards Downtown. Image courtesy of MCCA.

Looking down Congress Street towards Downtown. Image courtesy of Internet.

South Boston Waterfront Neighborhood Characteristics

Long a remote peninsula, South Boston was annexed by the City of Boston in 1804. The heart of South Boston is a residential district located just to the south of this report's study area, which is the three census tracts that make up the northern stretch of South Boston Waterfront (see Appendix A). This area exhibits distinct development patterns and characteristics, and for this reason has been considered separately from the older, residential neighborhood. The South Boston Waterfront is infill, a response to rapid industrial growth sparked by an increase in population, many of them Irish immigrants looking for work in America and fleeing the famine in Ireland. In the 20th century, shipyard and railroad jobs continued to provide work for South Boston residents.Because of its industrial past, much of the area considered in this study was known as the Seaport District. However, development patterns are shifting, and the uses currently built and planned along the waterfront are more commercial and residential in character.

The South Boston Waterfront is a relatively large waterfront neighborhood, with a total land area of 1.47 sq. miles, but it has been developed at a low density (relative to its total area) at 3,587 people/sq. mile. Despite the immigrant past of its neighboring South Boston residential area, foreign-born residents make up only about 12% of the waterfront population—the least of any waterfront neighborhood---and 83.2% of the population speaks only English in the home (the most of any waterfront neighborhood). Family households predominate in the area, but not by much, and families are relatively small (2.77 people on average). Income and employment are extremely stable in the South Boston Waterfront, which enjoys the lowest poverty rate and the third lowest unemployment rate anywhere on the waterfront (7.1% and 4.3% respectively). Though occupations are somewhat mixed between service (13.5%) and professional (36.2%), Median household income is relatively high at $50,253. With a median gross rent of $700/month (annualized, this is only 17% of MHI), the neighborhood is one of the most affordable neighborhoods on the waterfront. As an area that is both affordable and transitional, it is currently home to a number of artists' living and working spaces. It is the 2nd most popular waterfront neighborhood (5th of all Boston neighborhoods) to work, and the 3rd most popular on the waterfront to live. Only 31% of artists surveyed would be interested in relocating to South Boston, however, and it was ranked above only Dorchester and East Boston among waterfront neighborhoods for artists' relocation.

South Boston is highly accessible by automobile and public transportaion, including water transit. The pier network of South Boston is directly tied to Interstate 90, connecting the site to Logan Airport and the greater Boston Metropolitan Area via automobile. These highway connections (and the access ramps that facilitate them) along the waterfront are detrimental to the pedestrian environment and help to disconnect the site from the South Boston residential street grid.

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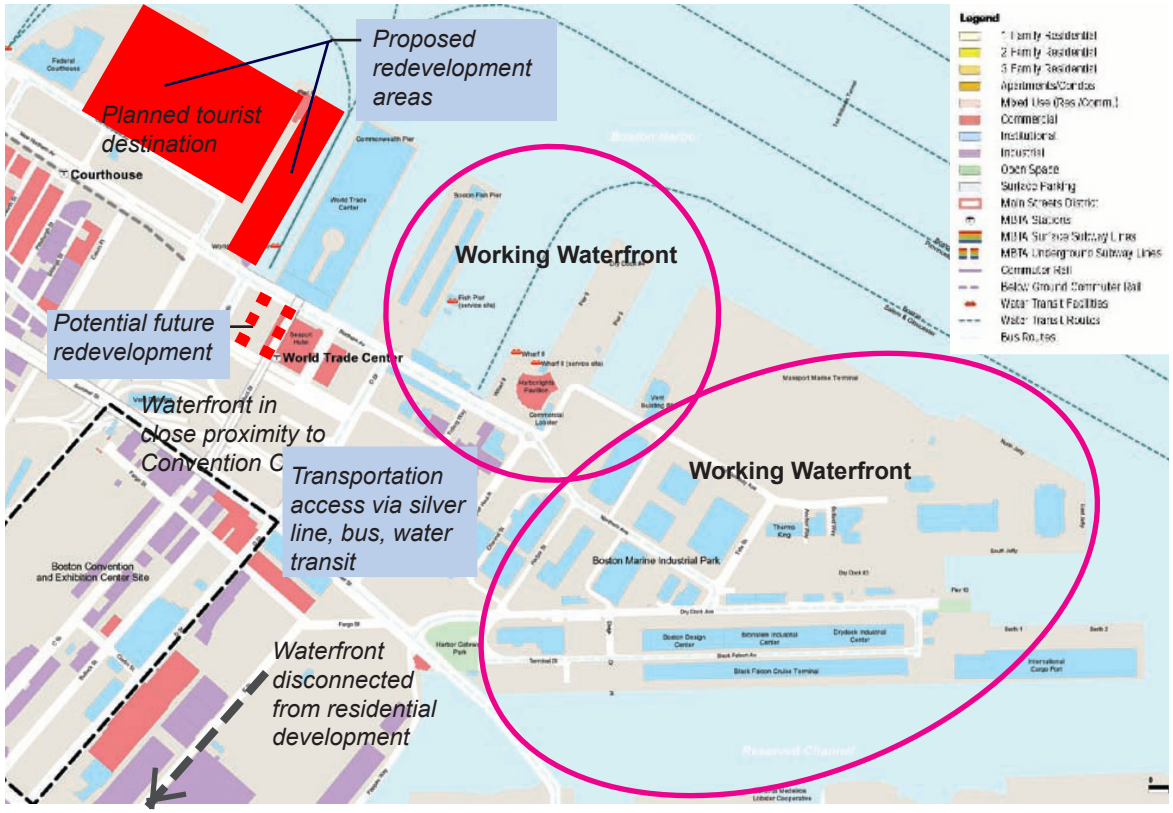
South Boston Waterfront

The South Boston Municipal Harbor Plan of 2000 created the waterfront development opportunities in South Boston that carry public space requirements. Although it falls just outside the study area, the new Convention Center is an important project that will also change the character of the South Boston waterfront significantly over the next 20 years. The new Institute of Contemporary Art, planned for Fan Pier, will be an important cultural facility attracting both resident and tourist populations. The World Trade Center and Convention Center, geared toward the business community of Boston and beyond, also draw on a wider audience than found in their immediate surroundings.



Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
South Boston	5,273	3,587	$ 50,253	$ 700	7.1%	13.5%	36.2%	57.8%	1.9%	93.6%	31.6%

Fish Pier is an example of a working waterfront that also provides public space in the form of a conference center and seasonal festivals.

Image courtesy of CLF website.

Wide lanes, traffic debris and highway signs illustrate the waterfront's automobile orientation.

Jimmy's Harborside provides public space but predates FPA requirements.

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Evaluation of FPA Space in South Boston

South Boston's current development plans have endowed it with the largest amount of FPA space: 669,719 sq. feet. This equates to about 127 sq. feet per capita of residential population (if Fort Point Channel residents are included, this figure drops to 98.5 sf). Because the area can easily accommodate non-residents, this figure may be somewhat misleading. Because the core of the residential area is also disconnected from the South Boston Waterfront; the community does not enjoy the adjacency to the waterfront that can be found in East Boston or the North End. Seven FPA projects exist in the South Boston Waterfront neighborhood, and eight projects in that area provide public space that pre-dates the regulations:

The Barking Crab - The current use provides a unique attraction that captures the gritty industrial context of the Fort Point Channel. It contains the Barking Crab restaurant, Neptune Lobster and Seafood Company, and Neptune Marine Services, although guidelines for development have been determined should those uses vacate the site.

Fan Pier - This 1,000,000 square-foot site is currently home to the John Joseph Moakley Courthouse, constructed in the mid 1990s, and is planned as a mixed-use project bringing retail, residential, hotel, office, and cultural/civic activity. The project has been permitted, and the Institute for Contemporary Art (ICA) is committed to the project. Negotiations are currently underway for a new developer to be selected for this site.

Pier 4 - Similar to Fan Pier, Pier 4 is intended to bring a mix of retail, hotel and office to a 236,440 square-foot site. (54,675 sf of FPA space is available for retail and civic/cultural uses). 20,000 sf of cultural space has also been reserved on the second floor of the building.

World Trade Center - A conference center with a 2nd floor cafeteria and ground floor exposition hall (PDR).

WTC East - A completed commercial office development with ground floor retail FPA uses.

WTC Hotel - A completed hotel development with FPA uses that support the hotel business (lobby, retail).

WTC West - A completed commercial office development with retail FPA uses on the ground floor.

Fish Pier - This water-dependent use zone also provides a conference room and is home to the No Name Restaurant (PDR).

Jimmy's Harborside - A popular restaurant on the waterfront, it pre-dates regulations (PDR).

Parcel G, J - This project is under construction and will provide both residential and retail uses. The retail use will serve as the FPA as will a new restaurant.

Fleet Boston Pavilion - This major entertainment complex began as a temporary use that has had permanent appeal (PDR).

Legal Seafoods - This water-dependent use provides visitors with a public exhibit.

Bronstine Indutrial Center - This industrial center provides some retail uses (PDR).

Black Falcon Cruise Terminal - This water-dependent transportation use is not subject to regulations but nonetheless provides a public use.

Design for the Institute of Contemporary Art. Despite the Fan Pier development changing owners a number of times, the ICA has committed to the site. It will bring another special destination to the waterfront.

DRAFT FPA STUDY

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South Boston Waterfront Projects and Square Footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
35	Barking Crab Restaurant	Restaurant	Restaurant			0	N/A
36	Federal Courthouse[1]	Civic / Cultural	2nd floor restaurant, café, exhibit gallery, museum		7000	7,000	
37	Fan Pier Development[1] (PMT)	Mixed Use Hotel, retail, office, residential	Retail	134,420		134,420	
	Institute for Contemporary Art (ICA)[2] (PMT)	Civic / Cultural	ICA / TBD	107,000		107,000	
38	Pier 4 (P)	Mixed-use Hotel, retail, residential, office	Retail TBD	34,675		34,675	
			Civic / Cultural TBD	20,000		20,000	
39	Parcel adjacent to Seaport Blvd.	Vacant lot	TBD	TBD	TBD	TBD	
40	World Trade Center (WTC)	Conference / Office	2nd floor cafeteria, 1st floor exposition hall		250,000	250,000	N/A
41	WTC East Office Bldg	Office	Retail	11,000		11,000	
42	WTC Hotel[1]	Hotel	Hotel Services	58,000		58,000	
43	WTC West Office Bldg	Office	Retail	10,500		10,500	
44	Fish Pier	Water-dependent Industrial	Conference Center			0	N/A
	No Name Restaurant	Restaurant	Restaurant			0	
45	Jimmy's Harborside	Restaurant	Restaurant			0	
46	Parcel G, J (UC)	Residential, retail	Restaurant / retail	28,764		28,764	
47	Fleet Boston Pavilion	Entertainment	Entertainment		5,000	5,000	N/A
48	Legal Seafoods	Water-dependent Commercial	Exhibit				
49	Bronstine Industrial Center	Industrial	Retail	3,360		3,360	N/A
50	Black Falcon Cruise Terminal	Water-dependent Transportation					
	TOTAL			**407,719**	**262,000**	**669,719**	

Shown are WTC West, Hotel, and East. The public facilities in these buildings have trouble attracting foot traffic during winter months.

Although the World Trade Center predates the FPA requirement for licensing, it provides some public facilities on its second floor.

Castle Island. Image courtesy of BRA.

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A bicycle rider enjoying the waterfront near the JFK Library.

John F. Kennedy Library. Although it predates the FPA licensing requirement, it is an important waterfront public facility.

UMass Boston Arts on the Point also brings morevisitors to the Dorchester waterfront than might otherwise come.

Dorchester
Neighborhood Characteristics

Incorporated in 1630 and annexed by Boston in 1870, Dorchester is Boston's largest and most diverse neighborhood. The construction of the rails and trolley lines at the turn of the century spurred the area's transformation to a residential "suburb" of downtown Boston. Dorchester's historical diversity has been a well-sustained tradition of the neighborhood. The area's many close knit communities are further testament to Dorchester's unique spirit. Dorchester Avenue, the neighborhood's main artery, uniquely connects a number of Dorchester's vibrant business districts. Fields and Uphams Corners, Ashmont Station, Neponset Circle, Adams Village, and Morrissey Boulevard, to name a few, are thriving commercial anchors to a number of the area's sub-neighborhoods, which include Codman Square, Jones Hill, Meeting House Hill, Pope's Hill, Savin Hill, Harbor Point, Lower Mills, and Port Norfolk. And still others identify their sub-neighborhood by the name of nearby parish churches, illustrating the area's community oriented flavor.[9]

The waterfront area that this study is concerned with is located in North Dorchester; however, becuase most of the waterfront property is dedicated open space, the only built facilities considered in this study are those located at Columbia Point. North Dorchester rests on 2.02 square miles of land. With its high population density (14,463 people/sq. mile), it has a sizeable population: 29,215 people. North Dorchester is the most diverse neighborhood along the waterfront. 35% white and 14% Hispanic, North Dorchester is not dominated by any one racial or ethnic group, and in fact has a sizeable multi-racial population. North Dorchester is also home to a significant immigrant population; with 34% of its population foreign-born, North Dorchester is second only to East Boston (along the waterfront) as an immigrant destination. North Dorchester is also a multi-lingual neighborhood: only slightly more than half of the population (52%) speaks only English in the home.

Dorchester is family oriented with 74% of its population in relatively large family households: the average family size is 3.64 people. Poverty and unemployment are high in this neighborhood (21% and 9.6% respectively) and Median Household Income is relatively low at $36,193. Occupation is also mixed almost evenly between service and professional: 22% of workers are in service positions while 30% are professional. Most of them commute (only 1.34% work from home). A Median Gross Rent of $723 suggests that Dorchester's housing is not very affordable for its residents.

Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
Dorchester	29,215	14,463	$ 36,193	$ 723	20.8%	22.4%	30.1%	73.9%	14.2%	34.9%	23.3%

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Evaluation of FPA Space in Dorchester

Dorchester's waterfront at Columbia Point has the greatest area of FPA space anywhere on the waterfront. A number of large civic and cultural uses have clustered along the water's edge, surrounded by an extensive open space network. Three major facilities make up 604,000 sf of FPA space:

J.F.K. Library: Dedicated in 1979, this library and museum holds Kennedy's papers and manuscript as well as exhibitions on the life and work of John Fitzgerald Kennedy.

UMass Boston: The University of Massachusetts has a sprawling campus in Dorchester that features multiple public facilities, including its Arts on the Point sculpture garden.

Massachusetts State Archives: The archives house the Commonwealth Museum.

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Dorchester Waterfront Projects and Square Footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non-Reg FPA SF[2]	Total FPA SF	Potential Use
51	J.F.K. Library	Civic / Cultural	Library Museum Conference Center		135,000 18,000 20,000	135,000 18,000 20,000	N/A
52	State Archives	Civic / Cultural	Archives		100,000	100,000	N/A
53	UMass Arts on the Point	Civic / Cultural	Education		331,000	331,000	N/A
	TOTAL			**0**	**604,000**	**604,000**	

View of Dorchester waterfront showing UMass in the foreground, the JFK Library in the near distance and the Boston Harbor Islands in the background. Despite having the most FPA space, Dorchester's neighborhood remains disconnected from the waterfront.

The Massachusetts State Archives house historical documents and the Commonwealth Museum, featuring exhibits on the history of the Commonwealth.

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Piers Park is attractive and well-maintained and its programming brings many people to the East Boston Waterfront. Image courtesy of BRA.

Park at the northwest corner of East Boston.

Wigglesworth Building. Much of the waterfront has retained an industrial character, and the public waterfront is interspersed with designated port areas (DPAs).

East Boston Neighborhood Characteristics

Known for its breathtaking views of downtown, East Boston was originally developed as a community with residential, recreational, and industrial uses, with a particular focus on its ideal geographic function as a maritime center; East Boston is a peninsula connected to Downtown by the Callahan, Ted Williams, and Sumner Tunnels. A center for trade and clippership building in the 19th century, East Boston was also a popular resort community, home to New England's first major horse race track, Suffolk Downs. Though its economy was built on seaport related industries, East Boston today is anchored by Logan Airport, the construction of which began in 1923 and significantly and inextricably altered the face of the neighborhood.[10] Despite its proximity to such an important gateway into Boston, East Boston has a strong neighborhood character that disassociates itself from the airport.

In 1840, East Boston was the arrival point for thousands of immigrants, which lent to the neighborhood's diversity and old world charm. Today East Boston holds onto its ethnic roots and remains a tight-knit and diverse neighborhood. (taken directly from BRA website) Today immigrants (foreign-born) make up 41.9% of the total population, the highest of any waterfront neighborhood and 62% higher than the city average. This neighborhood also has the largest Hispanic population of any waterfront area, and that group comprises 18% of the total Boston Hispanic population. As a result, less than half of East Boston speaks only English at home.

East Boston is a large neighborhood with the most land area of any waterfront neighborhood (4.5 sq. miles) and the 2nd largest population (38,413). Because of its large area, however, it's density is relatively low (30% less than Boston's average). It is a family-centered neighborhood with 80.5% of the population living in family households, and the families are larger than average (3.53 people). While the neighborhoods poverty and unemployment rates are about average for the city of Boston (19.5% and 7.3% respectively), the neighborhood is not affluent. 32.8% of the working population is in service jobs, and the median household income in East Boston is lower than any other waterfront neighborhood ($31,311). Despite median gross rents 13% lower than the city average, such a low MHI means that the proportion of median gross rent (annuated) to MHI is 27%, the highest of any waterfront neighborhood and three percentage points higher than the city average.

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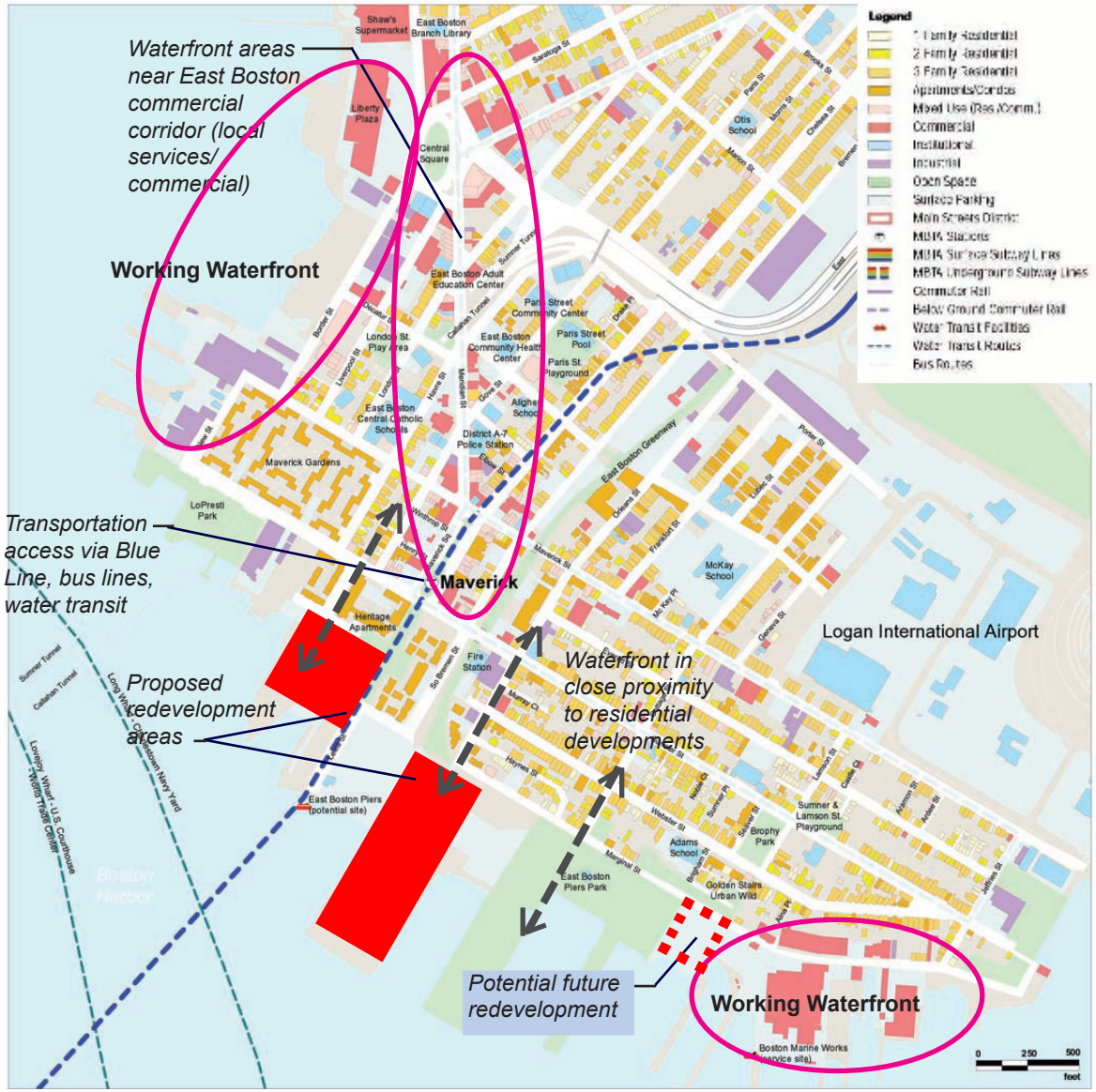
East Boston

East Boston's waterfront is one of the greatest challenges for the FPA requirement. The neighborhood itself is not a tourist area. Its businesses and services cater to the local community rather than visitors and tourists. Though the waterfront is not disconnected from the neighborhood by physical barriers, public uses along the waterfront are disconnected by the abutting uses, which tend to be industrial uses, public housing, and auto-body shops.

Water-transit routes currently bypass the inner harbor area to make one stop at Logan Airport. Because the neighborhood and its waterfront are also disconnected from the airport in an effort to shield themselves from its nuisances, they cannot take full advantage of this water transit route. Current development proposals include plans to bring more water transit to the neighborhood, and this should be encouraged.

One of the major water shuttle routes is the service between Downtown Boston (Long Wharf Terminal is shown below) and Logan Airport in East Boston, which bypasses the neighborhood completely.



Neighborhood	Pop.	Pop. Density	MHI	Median Gross Rent	Poverty Rate	% Svc.	% Prof.	% in Family HH	% Hispanic	% White	% Artists Willing to Relocate
East Boston	38,413	8,517	$ 31,311	$ 694	19.5%	32.8%	18.5%	80.5%	39.0%	49.7%	15.7%

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Evaluation of FPA Space in East Boston

With its Municipal Harbor Plan of 2002, East Boston was able to jumpstart its waterfront development, and now boasts the 3rd highest total sq. footage of FPA space (98,451 sq. ft.) of any waterfront neighborhood. With its large population, however, this amounts to the lowest square footage per capita (2.56 sq. ft./person). Despite being an area where artists currently live and work, only 15.7% of artists surveyed would like to move into live/work space in East Boston. East Boston has three waterfront parcels subject to Chapter 91 FPA regulation and two parcels that provide public uses that pre-date the regulations:

Hyatt Hotel - This hotel provides public retail uses as well as a cafe (PDR).

Massport Portside Pier 1 - This mixed use development that intends to combine residential with retail has not yet identified its FPA tenant.

Clippership Wharf - Bounded by Sumner Street, Lewis Mall, Lewis Street, Marginal Street, and Monsignor Jacobbe Road, the entire site is subject to Chapter 91 jurisdiction. Initially slated for development as a mixed-use project in 1990, it became a major feature of the 2002 East Boston Municipal Harbor Plan (27,300sf of FPA space planned). FPA uses are recommended for the Lewis Street edge to connect the waterfront to Maverick Square.

Hodge Boiler Works - Located at 111 Sumner Street, the new site development will be primarily residential with a Bed and Breakfast FPA (5,711 sf of FPA space planned).

Liberty Plaza - This shopping center hosts a number of retail establishments that cater to the local residential population (PDR).

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East Boston Waterfront Projects and Square Footages

Map Code	Project	Primary Property Use	FPA Use	Reg'd FPA SF[1]	Non Reg FPA SF[2]	Total FPA SF	Potential Use
54	Hyatt Hotel[1]	Hotel	Retail / Café			-	N/A
55	Massport Vacant parcel	Airport Buffer Zone	None			N/A	Should we keep this parcel in?
56	Massport Portside Pier 1 (PMT)	Residential, retail	TBD SPDF TBD	65,440 3,200[3]		65,440	
57	Clippership Wharf (PMT)	Mixed-use (retail/ residential)	Retail/ Restaurant Community/ Arts Ed.	22,100 5,200		22,100 5,200	N/A N/A
58	Hodge Boiler Works (P)	Residential	Bed and Breakfast	5,711		5,711	N/A
59	Vacant Parcel						
60	Liberty Plaza	Retail	Retail			-	N/A
	TOTAL			**98,451**	**-**	**98,451**	

The Clippership Wharf and Massport Pier 1 sites come together at this intersection. Clippership's process of engaging the community to develop a plan for its FPA space can be a model for other development. The Massport site is an opportunity for new FPA development as no use is confirmed.

Hodge Boiler Works is developing Hope VI housing along the waterfront beside LoPresti Park. Better design and programming of open space connected to waterfront projects will strongly impact their ability to attract the public.

Piers Park in East Boston is an important element of the waterfront public realm. It is an excellent example of open space design and programming.

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Footnotes

[1]The demographic boundaries of the North End, Fort Point Channel, and South Boston Waterfront are delineated in Appendix A. For the demographic analysis, values associated with the North End and Downtown-Fort Point Channel Census Tracts and Block Groups were subtracted from the Downtown statistics. The South Boston Waterfront does not include the main residential area of South Boston because it exhibits significantly different characteristics and faces specific challenges and opportunieis that can only be understood through separate demographic analysis. Although the North End census tracts do not include the southern half of the North End waterfront (those parcels above Christopher Columbus Park) we have listed them under the North End because that is the neighborhood that claims them. Though we understand that the proximity of the North End, Downtown, Fort Point Channel, and South Boston Waterfront neighborhoods makes separating them somewhat misleading, the very real and distinct identities of these areas makes the data more meaningful.

[2] This section taken from the Boston Redevelopment Authority's website.

[3] [Susan, can you insert the information about projected residential development in the Navy Yard and the number of households needed to support small retail?]

[4] This section taken from the Boston Redevelopment Authority's website.

[5] Though these are the boundaries commonly accepted, the demographic analysis uses the boundaries delineated in Appendix A.

[6] This section taken from the Boston Redevelopment Authority's website.

[7] This section taken from the Boston Redevelopment Authority's website.

[8] This section taken from the Boston Redevelopment Authority's website.

[9] This section taken from the Boston Redevelopment Authority's website.

[10] This section taken from the Boston Redevelopment Authority's website.

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Chapter 4: Recommendations

In this study, Community Partners Consultants addressed existing and proposed facilities of public accommodation (FPA) in the City of Boston. Our analysis evaluated existing FPA policy and studied the current uses and patterns of FPAs on the Boston Waterfront. Throughout the study, we gave special attention to how best to meet FPA requirements *and* how best to meet the overall goal of FPA policy:

> *to avoid privatization and to ensure public physical and visual access and enjoyment of the waterfront.*

With this goal in mind, this study identifies challenges and obstacles to avoiding waterfront privatization. The questions asked include:

- How much publice waterfront space exists now?
- What portion of this space is reuglated by Chapter 91?
- How many square feet are on the drawing boards and waht percentage has definitive FPA uses?
- What percentage of proposed space has no designated use?
- What is an estimate of future space to be created in the next 5-20 years?

The answers to these questions illuminate the challenges faced by waterfront advocates and planners. In particular, the recommendations in this chapter seek to address:

- Areas where FPA supply exceeds current market demand for public use of these spaces
- Remote FPA locations' difficulty in meeting the market needs of cultural, civic, or non-profit uses
- Lack of developer experience and knowledge in planning for FPAs
- Overall waterfront coordination and planning between FPA space, the Harborwalk and waterfront programming
- Inability of some FPA spaces to activate the waterfront
- Lack of coordination/information about available FPA space and appropriate potential uses
- Lack of clarity in the definition of SPDFs

FPA regulations seek to ensure a vibrant, public waterfront. Spaces such as Columbus Park offer places for gatherings and recreational activities.

Existing FPA Facts

Most public space on the waterfront is non-FPA space. These non-FPA spaces are not regulated by Chapter 91.

Downtown and East Boston have no FPA space (although each of these neighborhoods has public waterfront space).

Proposed FPA Space Facts

Existing and Proposed FPA Space (existing spaces and projects in permitting phase):

Charlestown	9.4%
North End	2.1
Downtown	8.2
Fort Point Channel	12.5
South Boston	32.9
East Boston	4.9
Dorchester	30.0

FPA	816,220 SF
Public (not regulated)	1,207,800 SF
Total	**2,012,020 SF**

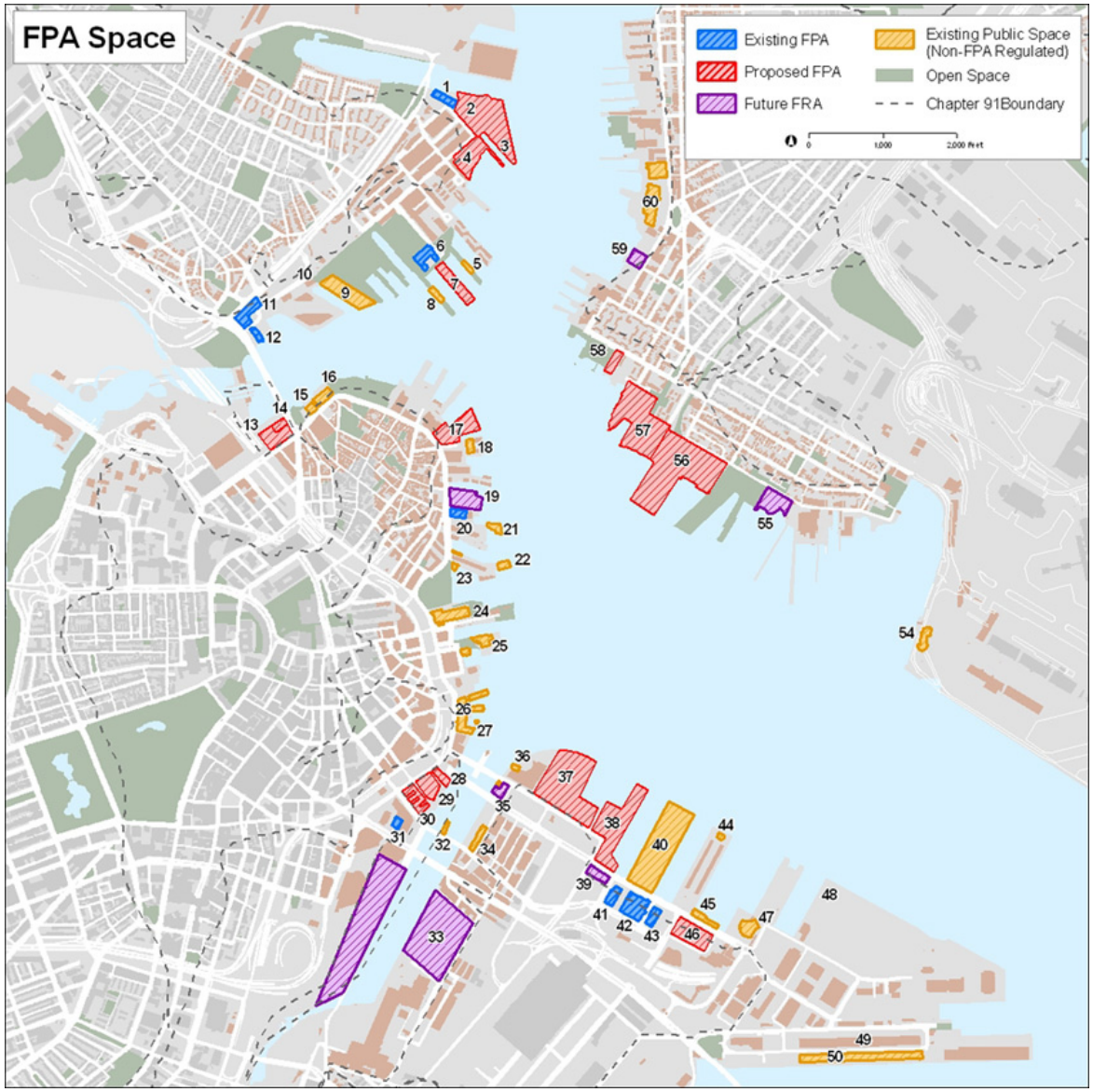
There is no stated use for 21% of planned/existing FPA space!

Future FPA Space Facts

Future projects include:

Sargents Wharf
US Post Service Facility
100 Acre Master Plan
Massport Seaport Boulevard
Liberty Plaza
East Boston sites

These projects represent estimated FPA requirements of over 1.5 million Square feet!



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The recommendations to address these challenges are presented in three parts:

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

These parts reflect the two-pronged approach of the study; an evaluation of FPAs was made through the lens of the entire City of Boston waterfront as well as within the more detailed context of each waterfront neighborhood. The recommendations can shape public policy and inform future discussion regarding appropriate uses.

Waterfront Neighborhood Themes and Suggested Uses

As discussed in *Chapter 3*, each Boston waterfront neighborhood has unique characteristics. Some neighborhoods offer strong physical connections to the water, others are isolated from the water's edge by infrastructure and land use patterns. Some areas of the waterfront are tourist destinations, while others are local destinations and sites of residential housing. Another category of neighborhood use emphasizes water-dependent activity. In crafting a strategy to ensure access and enjoyment of the waterfront, the character of each neighborhood and appropriate land uses should be kept in mind.

Charlestown

Public access and enjoyment of the waterfront and successful FPA development face large challenges in Charlestown. The southwestern portion of the Charlestown Navy Yard, with the USS *Constitution*, Courageous Sailing, and its location on the Freedom Trail sees much visitor traffic. The northeast portion of the waterfront, in contrast, is a very remote site with difficult access— a newly renovated building for medical research and some housing are located here. This portion of the Navy Yard has not yet reached its full potential for waterfront use; the existing vacant FPA space at Building 114 is indicative of the challenges that will be faced by the proposed development of 61,000 square feet of FPA space at Yard's End.

Dry Dock #5 at Yard's End in the Charlestown Navy Yard could be the site of a ship museum.

Many people in the course of research for this study have emphasized the challenges to use of FPA waterfront space. In addressing the remoteness of this portion of the Navy Yard and its "dead end" character, *The Double Interpretive Loop Plan* of the early 1990s envisioned another major visitor destination in the Navy Yard – a SPDF in the form of a relocated and expanded Aquarium at Yard's End with a series of parks and walkways, each with signage and interpretive exhibits that would link the entire Navy Yard waterfront into a maritime historic network. The Aquarium has since decided not to expand into Charlestown.

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A strong framework for interpreting maritime history is in place. The history of the Navy Yard and the size of remaining development parcels present extraordinary opportunities to achieve and maintain public access and enjoyment. As residential development plans continue an effort should be made to encourage FPAs and SPDFs reflecting its maritime history. To paraphrase a respondent to a survey issued by the Boston Redevelopment Authority as part of the research for this report:

> *...FPAs generally suggested for Ch. 91 accommodations tend to be the same old restaurant/lodging facilities (i.e. commercial development). Though such facilities may be appropriate for some areas, the Navy Yard, because of its historical designation, should be host to additional Special Public Destination Facilities (SPDFs)...*

Two levels of uses suggested in the *Double Interpretive Loop Plan* prepared previously for the BRA are recommended:

- large SPDF destinations to reconnect Yard's End to the southwestern portion of the Navy Yard
- uses that are smaller in scale (but that should also be SPDFs) that can weave the entire Charlestown waterfront into a path or journey with a strong maritime story

Given the unlikelihood of a large-scale SPDF locating in the Navy Yard in the near future, smaller SPDFs creating an exciting journey in the Navy Yard can be a successful strategy for opening up remote areas for public enjoyment.

Suggested uses for the Charlestown Waterfront

- Interactive Maritime Park at Yard's End (a large SPDF) and at other locations (both interior and exterior). These smaller interactive elements and exhibits should be dispersed throughout the Harborwalk and in required FPA space to achieve a unique destination.
- FPA Exhibit Network:
  - In the absence of a major SPDF at Yard's End, a series of smaller FPAs (interpretive interactive exhibits along the waterfront) that would tell the "story" at each pier and site can tie the Navy Yard together and encourage pedestrian traffic the length of the Navy Yard. These should be located in exterior and interior locations.

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Courageous Sailing, currently located on Flagship Wharf, has limited dock space and only the small building shown here. The program's lack of interior facilities means that it must cease operations for much of the year.

Suggested uses for the Charlestown Waterfront, continued

- Year-round Educational Uses:
  - An indoor facility for Courageous Sailing at Pier 4, 5 or Yard's End could provide
    - Year-round continuing education
    - Waterfront and maritime advocacy
    - Adult education, boat building
    - Space for maritime exhibits
- Gateway Redevelopment:
  - Redeveloping buildings such as the Ropewalk to draw visitors and forge connections with the community would provide overall enhancement to the waterfront.
- Dry Dock Exhibits:
  - The Dry Dock at Yard's End can house a large vessel. An historical exhibit in a large decommissoned naval vessel or other ship (perhaps sponsored by the National Park Service) would be appropriate.
  - Dry Dock #2 at ShipYard Park can host water activities such as sailing demonstrations, kayaking and canoeing. The Harborwalk at this area can be a home for outdoor interactive exhibits that can draw visitors into the Navy Yard from the Freedom Trail.
- Ferry or Boat Restoration Facilities:
  - Both Dry Docks could host boat restoration activities tied to a water transportation facility. A boat restoration school such as the Yacht Restoration School in Newport, Rhode Island would be water dependent, have a year-round active presence and be open to the public. This type of facility wouldn't depend upon visitors for its survival. Other uses that fall into this category should be considered here.
- Mix of Cultural, Educational and/or Water-dependent Uses:
  - Trade schools such as the North Bennet STreet school for woodworking, adult education programs from local colleges such as Bunker Hill Community College, boat repair and design schools and other education uses can straddle the line between public/private and educational/cultural to bring a steady stream of visitors to the yard and create opportunities for visitors to see hands-on work in the Navy Yard.

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Suggested uses for the Charlestown Waterfront, continued

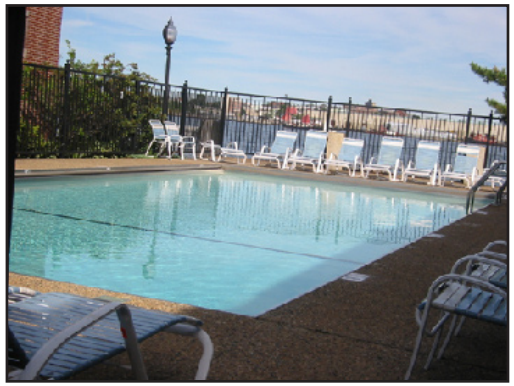
- An Entertainment/Dining Destination:
  - Models such as Navy Pier in Chicago have some relevance, as do other destination recreational facilities. At these destinations, movie theaters, restaurants and shopping exist on old piers. While a major "mall" type of destination would be neither desirable nor feasible in this location, a unique waterfront dining and event facility at Yard's End could offer Bostonian's a new choice for location in celebrating special occasions and meals.

North End

In the North End, the FPA space per capita, at 5.4, is one of the lowest of the city's waterfront neighborhoods and the waterfront feels the most private due to residential condominium development along the shore. Ironically, the waterfront is overshadowed by North End destinations. People don't associate the waterfront with the North End; Italian restaurants and historical stops on the Freedom Trail are more prevalent in visitors' minds.

The themes and characteristics prevalent in the North End include:

- The waterfront's connectedness to the neighborhood. The street patterns and residential density potentially can offer a connection between the neighborhood core and water's edge. This proximity of water to street and neighborhood offers opportunities for FPAs to serve neighborhood residents.
- A recreational theme already exists at waterfront locations such as Steriti ice skating rink and the playing fields. Recreational opportunities including jogging loops and exercise stations could be extended to Battery Wharf in the near future and possibly to Sargents Wharf when redevelopment is planned. These uses can answer existing needs in the community, address changes in neighborhood demographics and use existing tourist traffic to generate demand for waterfront amenities.
- The waterfront seems more closely tied to downtown and the Aquarium/Long Wharf pedestrian traffic than to activity along the Freedom Trail. Better signage along the Harborwalk can point some downtown visitors to the waterfront at Battery and Sargents Wharves.



Private swimming pool on Union Wharf. Another exists at India Wharf, suggesting a market for this type of use, if made available to the public.

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The Long Wharf Marriott and its restaurant Oceana exemplify the FPA uses appropriate for the Downtown Waterfront.

Suggested uses for the North End Waterfront

- Recreational/ Health and Fitness Uses:
  - Community pool
  - Gym
  - Health/sports club/public sports facilities
  - Indoor winter play space
  - Outdoor recreation
- Educational Uses:
  - Adult education classes/after-school programming provided through partnerships with area educational institutions
  - Culinary institute
- Cultural Uses:
  - Italian cultural center
  - Cultural institutions/organizations that might be looking for greater Boston exposure
  - New exhibits or museum annexes that are being developed. Ideas include: Peabody Essex annex, ship model exhibits, Coast Guard history and role in Boston, and a homeland security exhibit.

Downtown Boston

Downtown has some of the most publicly accessible waterfront in Boston. The downtown area also has an unrecognizable and somewhat inaccessible Harborwalk. At key points such as Long Wharf, The New England Aquarium and Rowes Wharf, the waterfront is visible and public uses encourage a strong connection to Boston Harbor. In between these uses, however, the Harborwalk is nearly invisible and a dearth of public uses does nothing to encourage public enjoyment. Change is occurring: the Central Artery/Tunnel project and ultimate reuse of the reclaimed property will make a dramatic improvement and reconnection to the waterfront and downtown Boston.

The themes and characteristics prevalent in Downtown Boston include:_

- Numerous visitor destinations could create a strong market for additional visitor uses such as museums, hotels, and restaurants. While a market assessment was not in the scope of this study and positive demand cannot be assured, if demand is identified for additional hotels and cultural facilities, these sites are appropriate considerations.

The Blues Barge at Rowes Wharf is an example of a temporary use that complements and enlivens more permanent public facilities (restaurants, etc.).

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- The Aquarium, whale watches and other boat tours and the presence of the marina at Rowes Wharf all support a theme of maritime history, water-based activities, and waterfront enjoyment.
- The City's efforts to encourage residential development in the Financial District provide opportunities for FPAs that serve a new residential population.
- The planning currently underway for the reclaimed Central Artery land includes open space, proposed cultural uses, and potential for private development. New development should be closely coordinated with FPA planning.

The continued presence of businesses like the James A. Hook Lobster Wholesaler contributes to the working-waterfront feel of the Fort Point

Suggested uses for the Downtown Waterfront

- Cultural Uses:
  - Performance Space
  - Cultural institutions/organizations that might be looking for greater Boston exposure
  - Museums that are being developed/proposed
  - Interpretive and interactive exhibits
- Entertainment/Recreational Uses:
  - One-of-a-Kind Special Events Facility – space for ballroom dancing, weddings, benefits and other celebrations, special events (tour boats and yachts are regularly booked for special-occasion functions. A related facility could have strong demand as well.
- Temporary Uses
  - Antiques Market
  - Flea Market
  - Temporary Art Installations

Fort Point Channel Downtown and District

The Fort Point Channel is generally considered part of both Downtown and South Boston. A considerable amount of FPA space is planned here, amounting to approximately 34 square feet per capita. While this number seems high, the density of the residential population is small. This waterfront community is a mix of residents and 9-5 office workers and has a unique feel due to its location on the Channel. Part of this area is known as the Fort Point Channel Arts District and has been under threat in the last decade due and the Big Dig and redevelopment of the South Boston Waterfront District that has put increasing pressure on rents and home prices. The artists' community, the earliest "urban pioneers" who created artists' live/work spaces in Fort Point Channel, witnessed the impact of rising rental rates most significantly.

Due to the increasing pressure of new commercial development on the existing artist community, it is critical to consider how the Fort Point district can be strengthened through FPA uses. Can new FPAs support artists and how can new commercial and visitor development bring a market to the Arts District without raising rental rates so high as to force artists out? Already many artists are relocating due to increasing development pressures and cost of space. Facilities of Public Accommodation regulations could be viewed as an opportunity for uses that offer a public benefit.

An estimate of future development on the 100-Acre Master Plan and US Postal Service sites indicates that approximately 583,000 sf feet of ground floor FPA space will be required. A realistic look at absorbtion rates for retail and restaurant uses leads to the conclusion that artist housing in some ground floor areas can be an appropriate use of FPA space. This use of FPA space would strengthen Fort Point Channel's image as an artist district and help stem the tide of displacement brought about by rising rents and new uses. As FPA space, ground floor spaces should emphasize activities that are appropriate for public access and viewing, although this public access may not be required at all times. Artists' live/work space in Fort Point Channel is one such example that is particularly appropriate to this area given the strong presence of artists in this area.

The themes and characteristics prevalent in Fort Point Channel include:

- Uses that serve both residents and workers will be necessary if the existing residential population (both artist and non-artist) is to be supported.
- The working waterfront character of the channel brings a unique aspect to the Harborwalk in this area of the city.

Gillette is a water-dependent use in Fort Point Channel.

The Fort Point Arts District is an existing community of artists in live/work studios. This theme should be honored in new waterfront development and FPA uses. While affordability is the utmost concern for artists, other things that matter are access to markets and critical mass. Fort Point Channel has access and a critical mass of artists and artist live-work space in FPAs can strengthen the artist community here.

- The tourist economy is a large part of new development and planning. The Children's Museum, Children's Wharf, the Tea Party Ship, and the Convention Center all support an increase in visitors to the District.
- The calmer waters of the channel can possibly allow a safer exploration of water-based activities such as kayaking, canoeing and rowing.

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Suggested uses for the Fort Point Channel Waterfront

- Smaller SPDFs organized around themes (concentrations of restaurants or fitness and watersheet activities) to create more powerful destinations:
  - "Restaurant Row" on Atlantic Avenue
  - Multi-purpose community boathouse on the channel to support watersheet activities such as kayaking and boating.
  - A fitness loop that has special activity stations along the channel – the loop serves both the office crowd and residential populations. Changing rooms and shower stations support lunchtime jogging or running on the loop.
  - Health/Sports Club/Public Sports facilities
- SPDFs that continue the theme of small, site-specific interactive exhibits along the waterfront…a kind of Freedom Trail for the waterfront (see Boston-wide recommendations for specifics).
- Art galleries to support artists on the other side of the channel – providing accessibility to the business people of the Financial District.

Fort Point District suggested uses include:

- Artist live/work space in FPAs on the Arts District side of the channel. Space would be open to the public on a pre-determined schedule for open studios, workshops, demonstrations, etc.
- Cultural uses that build on Fort Point Channel Arts District
  - Performance Space
  - Cultural institutions/organizations that might be looking for greater Boston exposure
  - Museums that are being developed
- Uses celebrating the working waterfront
  - Gillette exhibit telling the company's story and its water dependency.
  - Boston Wharf Company history
    - Boat museum along the channel including on-board tours and exhibits o barges and other working vessels on the waterfront.
- Uses capitalizing on the eclectic and artistic nature of the Arts District
  - Antiques market
  - Performance Space

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The Seaport Hotel in South Boston is a recent addition to newly emerging waterfront district. Additional visitor services and amenities can be supported in this area but phasing while be a key challenge as parcels are developed.

South Boston

South Boston's waterfront is remote from the core of the residential neighborhood and has a distinct character. Recent development in the South Boston Seaport District have supported the City's plan for the area as a new neighborhood and tourist destination with offices, housing, and hotels with their associated amenities. Sequencing major projects will be a challenge. Many proposed FPAs have planned connections and depend on the increased "traffic" provided by the combined development efforts. New development uses will support and reinforce each other. Since the ultimate development schedule for the various proposed projects is unclear at this stage, temporary FPA uses may be particularly appropriate here until sufficient density is achieved to support demand for permanent uses.

The themes and characteristics prevalent in South Boston include:_

- Water dependent uses
  - Fishing
  - Fish processing and wholesale operations
  - Cruise ships
  - Working port
  - Pleasure cruises
- Visitor economy including the new Convention Center, Seaport Hotel, and Exhibition Center
- Extension of the financial district
- A "new" neighborhood of residential buildings, retail, dining and related services

Suggested uses for the South Boston Waterfront

- Restaurants
- Retail
- SPDFs
- Visitors' Centers
- Museums and other large SPDFs
  - Performance Space
  - Cultural institutions/organizations that might be looking for greater Boston exposure
  - Museums that are being developed

Suggested uses for the South Boston Waterfront, continued

Temporary uses include:

- Visiting exhibitions/programs
- Antiques Market
- Flea Market
- Movie screenings

The non-descript Immigration Building in East Boston's Ship Yard could be an opportunity to develop an interactive, interpretive exhibit on immigration history in Boston.

East Boston

East Boston has a small town feel – a close-knit community served well by local businesses. Tourists closely identify East Boston with Logan Airport, but East Boston generally has a strong community identity with distinct neighborhoods. Somewhat isolated from the rest of the city, most businesses rely on local markets or are specialty shops/restaurants that create a market outside the community to survive. The East Boston waterfront has spectacular views of downtown and offers many opportunities to capitalize on the view and location to attract expanded markets. While MBTA access to the waterfront is good, water transit connections from downtown and other points could significantly expand possibilities for FPAs in new developments

The themes and characteristics prevalent in East Boston include: _

- A somewhat isolated neighborhood focused on local goods and services
- A neighborhood showing signs of a waterfront renaissance with new development and parks along the Boston Harbor
- Spectacular views of downtown Boston and beyond
- A proud history of shipbuilding and maritime trade that is often overshadowed by the presence of the airport

Taking the example of the private Yacht Club on Commercial Wharf Downtown, East Boston could start its own community yacht club on the waterfront.

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Suggested uses for the East Boston Waterfront

- A prime spot for a one-of-a-kind destination that helps define the role of the waterfront past and present or that offers something currently missing from Boston.
  - Immigration Experience – The Immigration Building is a non-descript building located at the end of the East Boston Ship Yard. This building served as a kind of "Ellis Island" for Boston and is the backdrop for the story of Irish Immigration. The site currently is only accessible on land through the Ship Yard area. This is an opportunity to establish a very different destination in Boston, one where water access and water journeys tell a new story. This Immigration Experience could start at a departure point at the Children's Wharf or Long Wharf; the boat ride would be a major part of the experience. Visitors would start with the journey of immigrants on the boat and finish at the Immigration Building. Return trips would focus on the ultimate destinations of immigrants (where they settled, what they accomplished) as well as focus on the new Immigrant City of Boston today.
  - Maritime Museum in a permanent structure — Focusing on the maritime history of East Boston celebrates East Boston's importance as a trade destination and ship building center.
  - Special event space with a ballroom for the 21st century, catering space, restaurant and/or nightclub. It would have something no downtown space has…a view of downtown Boston across the Harbor.
- Educational Uses:
  - Boat Building Classes
  - Adult education classes/After-school programming provided through partnerships with area educational institutions
- Cultural Uses:
  - Artist Live/Work Spaces
  - Cultural institutions/organizations looking for greater Boston exposure
  - Museums that are being developed
- Health and Fitness Uses:
  - Indoor Winter Play space
  - Outdoor recreational space - sports & fun days
- Maritime and Industrial Uses:
  - Community Boating
  - Community Yacht Club
- Community Uses:
  - Community meeting spaces

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City-wide Waterfront Themes and Issues

Success of FPAs and efforts to ensure a vibrant waterfront depend not only on individual projects but also on city-wide efforts to promote, market, and program the waterfront. City-wide treatment of the Harborwalk, watersheet activation, waterfront programming and other issues are intrinsic to the success of FPAs in ensuring public use and enjoyment. Themes developed for the city's waterfront as a whole can also support marketing of individual uses and programming and help give form to concepts for clusters and uses. These recommendations cover the following city-wide waterfront themes and issues:

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

Suitable non-profit, cultural, civic and educational FPA uses
The following lists are meant to be a starting point for ideas regarding public use and enjoyment of the waterfront. The ideas listed below integrate many of the potential uses identified in the neighborhood analysis presented in this chapter.

Though well-designed, inviting, and fitted to its surrounding development, the Rowes Wharf Harborwalk does not connect visually to other stretches of Harborwalk except for its signage, which is discreetly placed.

General List of Suitable Non-Profit, Civic and Educational FPA Uses

This list of uses was developed drawing from extensive feedback and suggestions from stakeholders, advocates and city and state officials during the FPA study process:

- Educational Uses:
  - Boat Building Classes
  - Adult education classes/After-school programming provided through partnerships with area educational institutions
- Cultural Uses:
  - Artist Live/Work Spaces
  - Performance Space
  - Cultural institutions/organizations that might be looking for greater Boston exposure
  - Museums that are being developed

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Harborwalk in East Boston behind Liberty Plaza is an uninviting gravel path bounded by piers smattered with "No Trespassing" signs. Except for some small signs, no visual indictors connect it to other stretches of Harborwalk.

General List of Suitable Non-Profit, Civic and Educational FPA Uses, continued

- Health and Fitness Uses:
  - Health/Sports Club/Public Sports facilities
  - Golf/Driving Range
  - Indoor Winter Play space
  - Outdoor recreational space - sports & fun days
- Maritime and Industrial Uses:
  - Community Boating
  - Community Yacht Club
- Entertainment/Recreational Uses:
  - Amusement Park
  - Barbecue/picnic areas
- Community Uses:
  - Local Incubator Space
  - Community Gardens/Greenhouses
  - Gathering space for events such as charity walks
  - Outdoor Art walks for FPAC and other arts groups
  - Community meeting spaces
- Missing Elements
  - In addition to the above uses, other suggestions include uses that are currently missing from Boston Harbor as a whole or that are in short supply throughout the city. These uses might include a public market, grand spaces for socializing (dancing, cafes, cinema), event spaces for catering, and teen parks (and perhaps skateboarding areas).

Temporary Uses for FPA Space

While some FPA space may be highly desirable and appropriate for temporary uses, concern should be emphasized about the longer-term implications or expectations of such use. Temporary art exhibitions, public art, outdoor performances, special events, or festivals are desirable uses. Uses that become beloved by neighborhoods or relied upon, however, such as community gardens or necessary parking, for example, become highly controversial if replaced at a later stage by other more permanent uses. In addition, temporary use of space by non-profits is not necessarily a benefit to those organizations. Care must be taken to ensure the terms and duration of the use are clear to all parties.

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For the purposes of FPAs on the waterfront, temporary uses would fill empty FPA spaces until the surrounding area developed enough that more permanent public facilities could be supported. Most of the uses listed below are highly temporary—they are seasonal, or might occur for one day or week in the year. Even these should be used sparingly and only in special circumstances. If a temporary use is deemed necessary for a project, efforts should be made to find tenants who are in a transition period before relocating to their permanent location.

General List of Suitable Temporary Uses for FPA Space

- Visiting exhibitions/programs
- Antiques market
- Flea market
- Movie screenings
- Performance space
- Education
- Community boating

Harborwalk planning and coordination

The presence of water and the real or implied presence of the Harborwalk are the two unifying elements for all public experience of the water's edge. The Harborwalk's intended continuity gives it great potential power to support an image of the waterfront and create an easy method for the public to "read" and use public space along the harbor. While the public paths at the water's edge share a common name and goal, in many places, the Harborwalk reads as disparate elements throughout the city. Changes in pavement treatments, public furniture and landscaping create challenges to the Harborwalk's image as a unifying element. The absence of a unifying "story" or approach to the visitor experience also erodes the power of the Harborwalk to entice the public to the water.

The importance of a uniform treatment of the Harborwalk and the creation of one organizing and programming entity to oversee its creation, upkeep and management cannot be overemphasized. Marketing and programming should be coordinated by one organization/agency. An analysis of the best approach for programming and implementing improvements to the Harborwalk was not within the scope of this study; further thought will be necessary to develop an integrated approach that is not overly bureaucratic or cumbersome.

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Programming

Much like the Freedom Trail, the Harborwalk and surrounding public spaces and uses need a simple and powerful symbol that creates an easy-to-follow pathway that invites exploration and discovery. While the development of a name or brand is beyond the scope of this study, it would be useful to explore options for "branding" the Harborwalk and FPA spaces in a powerful way that indicates the excitement of activities, spaces, and uses to be found. A name such as "H2Oh!" is an example of how the Harborwalk and adjacent public uses can be re-visioned as not only a series of spaces or nodes on the waterfront but as an experience. H2Oh! Would treat the entire waterfront and watersheet as a whole and it would make it easy for people to host events and to experience the waterfront in new ways. Harborwalk and FPA "navigation" could include key destinations for "passports" to be issued to visitors or destinations highlighted by visitor "Triptiks."

In lieu of an open space requirement it was unable to meet, Russia Wharf developer Equity Office contributed to improved water transportation among other benefits that would help to activate the Harborwalk and Fort Point Channel watersheet.

Some specific themes that might be developed for the entire waterfront could include the treatment/exploration of water throughout history in art, literature, sports/recreation, and industry. These themes support many of the suggested cultural, educational and non-profit uses recommended for FPAs and could be woven throughout interpretive and interactive exhibits.

Affordability and suitability of FPAs for non-profit use

Non-profit cultural, educational and civic organizations have a clear need for affordable space in Boston. The strongest challenge is securing the necessary resources to obtain and maintain space. While a clear goal of the FPA regulations is to support and celebrate cultural, educational, and civic uses for the waterfront, the issue of affordability has not been fully addressed in FPA planning and policies. Chapter 91 encourages FPAs of a cultural, civic and education nature, and while the regulations state that, "special consideration shall be given to public or non-profit organizations that otherwise would be unable to afford market rates for waterfront space…," there hasn't been a consistent policy of review or treatment of non-profit need for such space. Each project has relied upon the developer's discretion regarding rental subsidies or special accommodations for non-profit tenants. Leaving it to the developers' discretion has not worked. Meeting the intent to fill FPA space and activate the waterfront with cultural, educational and non-profit uses must be supported with clear policies regarding affordability and suitability of space for these organizations. Issues that must be addressed include:

- Non-profits are run with the same need to cover costs and meet market demands as businesses. Remote FPA locations that won't work with for-profit businesses are not likely to work for non-profits, many of which face significant challenges to survival.
- Non-profits desire long-term leases and stability. Temporary space (three to five years)

typically is not a desirable option, even if that space can be acquired at a reduced cost or for no cost.

- A mechanism must be established to inform potential users of affordable space that developers of FPA space are seeking such tenants.

Promoting and encouraging reduced rents, free space, and subsidized utilities and build-outs will ensure cultural, educational and non-profit tenancy in FPA space. Incentives for non-profit tenancy go hand-in-hand with developer awareness and understanding that community, cultural and educational space can add project value. At Clippership Wharf, for example, the developers understood that a strong rapport with the community and a well-thought out program for FPA space would provide unique destination visitation for their project while offering tangible benefits to the project and the community.

As FPA space is planned in waterfront developments, the City and the Commonwealth should take a proactive approach to ensure affordable space and below-market rent for non-profit and other uses that contribute to waterfront vitality in unique ways.

Implementation Recommendations: Ensuring Success

In order for Facilities of Public Accommodation to successfully activate Boston's waterfront, a coordinated and strengthened approach for outreach, understanding, and implementation of the waterfront regulations is recommended. Elements of an implementation plan should include the following:

- Create certainty in development environment by clarifying requirements (including SPDF definition)
- Emphasize city-wide programming efforts and regulation compliance
- Create an expert advisory group
- Allow temporary substitiutions of waterfront benefits and FPA requirements
- Create a web-based clearinghouse for space/potential tenants
- Offer broker/faciliation services to attract and retain world-class destinations

Create Certainty in the Development Environment

Clear requirements regarding acceptable public uses along the waterfront provide incentive for developers to work with City and State officials to create a vibrant public realm along the Harbor. The recommended uses for FPA space outlined previously in this chapter offer guidelines for de-

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velopment and build-out of spaces. There is a great deal of clarity regarding acceptable FPA uses, however, SPDF guidelines are less clear. The absence of a clear SPDF definition causes confusion for developers and creates missed opportunities to shape the waterfront in decisive ways. Precedent isn't helpful here as there is only one current example of a proposed SPDF that has been approved - the Coast Guard exhibit at Battery Wharf.

It is recommended that the following guidelines be used when defining and approved SPDFs:

Unique Use: What makes a use or destination unique?

- pertinence to a particular historical era that is tied to a particular site along the waterfront
  - The Boston Tea Party Ship
  - The Pilot House exhibit
- pertinence to environmental or physical characteristics of a site or of the Harbor
  history of development on a waterfront site
  exhibits educating the public on environmental issues or marine life
- cultural or educational destination

In general, while retail and dining uses would not quality as SPDFs, it could be possible that a cluster of similar uses or a cluster of themed uses could qualify. There are many examples of a cluster of uses that could qualify:

- A cluster of music clubs/dining establishments that formed an entertainment district or that was themed on Jazz or Blues would create a unique destination of uses.
- A "restaurant row" such as the kind found in many cities could qualify as a SPDF.
- Additionally, the creation of artist live/work space and related public access and gallery space could create or expand an arts district and support a unique destination regarding arts and culture.
- The theme of exercise, including a Harborwalk exercise trail, indoor recreation space and exercise facilities could form a SPDF.

Size is not an issue: While some SPDFs may be large (an aquarium, a museum ship), others may be quite small (the Pilot House exhibit).

- In general, a string or necklace of related uses or exhibits could form a SPDF

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City-wide Waterfront Programing and Implementation

The City of Boston lacks overall coordination of the waterfront but there is a model for programming and implementation. The Fort Point Channel Waterfront district benefits from the efforts of "Friends of Fort Point Channel," a non-profit group of district tenants and landowners. The "Friends" organization was formed in 2003 as an implementation organization. The Boston Children's Museum is a key programming partner and funding comes from donations from landowners and abutters as well as from grant monies. An organization such as a "Friends of the Boston Waterfront," could serve as city-wide coordinator and could assist all waterfront neighborhoods in programming.

In addition, compliance with Chapter 91 regulations should be continually reviewed throughout the city. While The Boston Harbor Association has regularly reviewed compliance with Harborwalk regulations, the City's newly appointed compliance officer must provide ongoing review of compliance with regard to FPA creation and maintenance. Care should also be taken to ensuring that development agreements transfer to new owners when projects change hands.

Create an Expert Advisory Group

The Boston Redevelopment Authority works closely with developers during the waterfront development approvals process, but expanding the interaction related to FPA planning, programming, and implementation is recommended. The BRA should evaluate the feasibility of creating an advisory group that addresses the needs and requirements of the enabling legislation, sound waterfront planning, and the diverse stakeholders affected by waterfront use in the City of Boston. It is suggested that an advisory group be formed to implement the goals of FPA regulation and to offer assistance to developers in meeting these goals.

An important role for an advisory group or facilitation mechanism is proactive support for FPAs. As an active management entity, an advisory group can look at FPA issues city-wide and make timely improvement efforts. For example, several sites exist that currently are subject to Chapter 91 jurisdiction but developed prior to the current regulations for FPAs. As pre-existing conditions, they are not necessarily supporting public access and enjoyment of the waterfront. Some examples include private condominium developments in the North End and in the Charlestown Navy Yard and perhaps some space in East Boston. These sites should be highlighted for future consideration to comply with FPA review since their existing use does not require waterfront access nor does it benefit from that location, but future redevelopment would make these sites eligible for FPA compliance. Monitoring for possible permitting leverage may provide an opportunity to require additional public accommodations and amenities.

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Development Team Responsibilities:

- The financial bottom line
- Obtaining Chapter 91 license
- Satisfying community groups
- Satisfying lenders
- Contributing to waterfront as world-class destination
- Waterfront programming
- Enhancing waterfront public network

FPA Advisory Committee with Expertise in:

- State waterfront advocates
- City of Boston and BRA
- Transportation
- Harbor advocates
- Real estate and development
- Business interests
- Arts and Culture
- Education

It is suggested that the advisory group be composed of members with the affiliations/expertise shown above on the right. The group would advocate for FPA success while supporting developers in waterfront projects.

The advisory group might also provide technical assistance to developers. Exhibit space, public amenities, reduced rents and free build-outs are not typical line items on the development pro forma spreadsheet. FPA requirements can create unique challenges: financing projects subject to public benefit commitments can be different than financing typical development projects. It is recommended that a broker or facilitation committee be used as an assistant (not an enforcer) to the developer. This assistance would ultimately also provide support to the potential tenants as well as they serve to activate Boston's waterfront.

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Enhancement of Waterfront Benefits

Not all waterfront sites or locations are appropriate for the overall goals of FPA requirements. Requiring Chapter 91 compliant FPA space does not guarantee this space will have a use or that it will contribute to the vibrancy of the waterfront. Where FPA space isn't meeting stated goals, the use of that square footage should be accommodated by other mechanisms, keeping in mind the overall goal of Facilities of Public Accommodation regulations to prevent privatization of the waterfront, creating waterfront space available to the public and enliven public access and use of the waterfront on a year-round basis.

Transferring the waterfront access of those spaces could be accommodated through a "transfer of waterfront benefits," similar in intent, perhaps, to transfer of development rights mechanisms. Further analysis is needed to determine if the most appropriate transfer of those benefits would be done through reuse of other waterfront properties or by payment to a waterways escrow account managed by an operations board comprised of the State and the City. That fund would be dedicated to benefiting activities that ensure public use and enjoyment of the waterfront at the specific location of benefit-transfer and throughout the waterfront/Harborwalk network of the city. These benefits might allow increased public programming of waterfront space, increased use and enjoyment of the Harborwalk, subsidized rents, built-out space or other such related benefits. In every case, at a minimum, the transfer of waterfront benefits MUST enable the City to reach the goal of enlivening the waterfront at the specific location of the project under review.

Designing an implementation plan and mechanism for the transfer of waterfront benefits is beyond the scope of this assignment. However, a few key points are highlighted here as this recommendation is concerned for implementation. The most important point is that this mechanism be used only in unusual circumstances when a comprehensive attempt has been made to match the available FPA space to potential users. Any transfer of benefits, furthermore, must insure that the overall neighborhood in which the FPA is located benefits by the flexible adaptation of this regulation.

The process for implementation should be clear, fair, timely, and as non-bureaucratic as possible. An assessment of the equitable amount of compensation into a waterfront fund should be established, perhaps on a case-by-case basis. The types of "transfer" to occur could include payment for programming along the waterfront or support for the Harborwalk and related activities, cultural events, and interpretation along the waterfront. In addition, some developers may offer to build out space for FPA tenants or to contribute funds for specific cultural or non-profit uses associated with waterfront endeavors. Several non-profit or cultural organizations noted

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that receiving space for their use that is not built out to their specifications makes it a burden to be located in such sites, and they often do not have the funds to tailor such FPA spaces to their unique needs.

Determining which unique situations are appropriate for possible transfer of waterfront benefits and managing the web-site for FPA uses are two distinct tasks which require judicious oversight and careful coordination. Deciding the management and implementation of such recommendations are beyond the scope of this assignment, but a few possibilities are mentioned here for further consideration:

- Place these responsibilities under the new department of compliance at the Boston Redevelopment Authority
- Establish an Advisory Committee for review of such decisions, composed of representatives from the City of Boston, the Commonwealth, and advocacy organizations.

This entity would also work to ensure that the web-based system for notification to developers of waterfront properties and potential non-profit and cultural organizations for use of such space is carried out in a timely, effective, and broad-reaching manner. Whatever the decision-making and notification system is ultimately adopted, it is essential to reiterate that the goals of Facilities of Public Accommodation legislation to prevent privatization of the waterfront, create waterfront space available to the public and to enliven public access and use of the waterfront on a year-round basis.

This option is in no way meant to sacrifice the long-term public access and enjoyment of the waterfront site in question. Any decision to transfer benefits would need to be based on a serious evaluation and planning analysis. This process would be similar to the development review side on affordable housing, which is done on a case-by-case basis. In economic development, the management of benefit transfer must be done very strategically.

Web-based Clearinghouse

An important component of equitable and timely implementation of the FPA procedures is the ability of developers and potential tenants to find each other. Developers complain that they cannot find appropriate tenants, while ironically numerous non-profit and cultural organizations bemoan the lack of affordable space in the city. Particularly if FPA space is offered at affordable rents, the matching of developers and tenants would be expedited through a simple web-based matching mechanism. Developers of waterfront property should be required to register on this web site, and

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a list of potential users and/or a call for potential users would be issued. The site, requirements, physical characteristics, and development plans could be posted.

This site and the FPA requirements should also be essential for other waterfront properties that currently do not lie within FPA jurisdiction but may later be added to this requirement pending their resale and reuse. Further analysis would be needed to clarify how and when such listings are required.

In addition, this resource would be particularly effective for identifying potential temporary uses of FPA space along the waterfront. Temporary users (and the people and organizations who come to rely upon such uses) must ensure they recognize the temporal nature of such uses so unnecessary controversy and disappointment does not ensue when more permanent uses take over. Outdoor public art installations and cultural activities are uses that lend themselves to such activity. Community gardens, for example, feel more permanent and typically are harder to relinquish.

Broker/Facilitation Services
Planning, marketing, and maintaining FPA space can be a daunting challenge for the typical developer. In addition, public input can take on a larger role in FPA planning as the developer seeks ways to find non-profit tenants. It is recommended that the facilitator/advisory group recommended above take on the role of "broker" to assist in matching community needs/non-profit needs/available FPA space.

Non-profit tenants don't necessarily fit the standard developer profile for commercial and residential projects. An independent "broker" can help coordinate agreements and monitor the long-term commitments made by all sides. It may be most suitable to contract with the private sector/real estate brokers to fill FPA space needs. These brokers would be required to perform unique tasks – helping developers subject to public benefit commitments find appropriate tenants.

Summary

This *Study of Cultural, Civic, and Non-Profit Facilities of Public Accommodation in Boston* analyzed FPA space on Boston's waterfront, identified properties subject to the Chapter 91 regulations and future FPA opportunities, and offered recommendations for implementation. Each waterfront neighborhood was evaluated, highlighting challenges and opportunities for future cultural, educational, and civic development for the FPA space. Recommendations were offered for the City of Boston as a whole as well as for each waterfront neighborhood specifically: Charlestown, North End, Downtown Boston, Fort Point Channel, South Boston, and East Boston. Themes for reuse for each neighborhood are suggested so that advocates for FPA space can be

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more proactive in identifying the type of use most appropriate for that particular in that particular area.

Successful development and use of FPA space is dependent upon coordination between the City, developers, potential users, and neighborhoods and their understanding of the range of uses possible to animate the waterfront and take advantage of such a unique location. In addition, extensive outreach and flexibility are necessary on behalf of developers, tenants, and the city to encourage appropriate and creative use of FPA space. A range of possible uses is recommended in this report, but the scope of this analysis did not include a market study or feasibility study for such activities. Further investigation for specific projects will uncover additional opportunities.

The Harborwalk provides a mechanism for coordination, access, identity and enjoyment of Boston's waterfront. Future efforts on behalf of the Harborwalk to identify and interpret it, design programming and marketing, and to continue physical improvements will reinforce the benefits of FPA activities and the Harborwalk itself.

Finally, this report offers recommendations for coordinated education, outreach, understanding, and implementation of FPA requirements for developers and relevant tenants for such space along the waterfront. Increasing the awareness of the potential for cultural, civic, and non-profit entities that would be desirable tenants for such space and facilitating the process for coordination among developers and users of space are essential. A number of strategies are recommended, such as a web-based clearing house for information on FPA space and requirements, broker/facilitation services, possible transfer of waterfront benefits, and technical assistance to developers and potential tenants. The ultimate goal with all of the efforts in implementing Chapter 91 and Facilities of Public Accommodation regulations, in summary, is to prevent privatization of the waterfront, create waterfront space available to the public and to enliven public access and use of the waterfront on a year-round basis.

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