OPEN SPACE PLAN 2002-2006



restoring THE LEGACY... fulfilling THE VISION

BOSTON PARKS AND RECREATION DEPARTMENT



## Open Space Plan 2002-2006

### renewing THE LEGACY...

### fulfilling THE VISION

### CITY OF BOSTON, THOMAS M. MENINO, MAYOR

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Prepared by the Parks & Recreation Department, Policy & Resource Development Unit September 2002

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Note 2: Data provided in the open space property and facility inventories contained within this plan were developed for general planning purposes only, and as such are the best available data. However, readers are cautioned that use of such data may not be appropriate or sufficient for legal, design, or other site-specific purposes. For such purposes, only research in the Registry of Deeds or other appropriate offices, property surveys, and field-checked research can be considered appropriately reliable.

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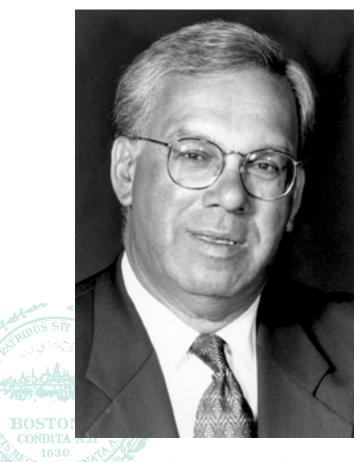
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The sprucing up of our existing stellar park system (recipient of the highest rating by a national survey) is our city's ongoing labor of love.



CITY OF BOSTON, MASSACHUSETTS OFFICE OF THE MAYOR THOMAS M. MENINO

September 2002

Dear Friend of Boston's Open Spaces:

I am pleased to present the *Open Space Plan 2002-2006: Renewing the Legacy ... Fulfilling the Vision.* As we move further into the new century, the City of Boston has created this new open space plan to guide this vitally important facet of our city's development. Early in the 20th Century, the famous urban development critic Lewis Mumford noted that our integration of the built environment with green space made Boston a model American city. Our citizens understand the importance of the public realm and the need for balanced development between open space and built space. That is why we plan ahead in order to manage our city's open space development.

In our ever-growing and dynamic city, opportunities abound for new open space. Vacant lots, abandoned rail corridors, air rights, and co-development of housing and open space are just a few of the opportunities available. Underutilized harborfront lands also offer opportunities for linkages, as do the mass transit and roadway construction projects now on the boards. Of course, the sprucing up of our existing stellar park system (recipient of the highest rating by a national survey) is our city's ongoing labor of love.

Community input has been a very important component of this Plan. We urge you, the citizens of Boston, to join us in partnership to achieve these goals and to continue to keep our parks and open spaces healthy, safe, fun, and beautiful for everyone.

Thomas M. Menino Mayor of Boston

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People make parks better when they get involved. Their input ensures that parks and playgrounds are built to respond to community needs and wishes.

## *Statement by Commissioner Liff*

The Boston Parks and Recreation Department's vision and priorities for the next five years are simple and doable. Sustaining our extensive park system is not rocket science, but it does require serious daily effort in maintenance, planning, designing, restoration, construction, education, and programming.

### **PEOPLE MAKE PARKS**

People have an intuitive understanding of what makes parks work. Everyone has seen grass and trees grow. Mothers know if a piece of play equipment is safe or whether or not they can get the stroller through the entrance gates. When people see flowers in their neighborhood they are aware that it reflects well on their community. By picking up just one piece of trash at the park, every man, woman, and child contributes to the well being of our civic life.

People make parks better when they get involved. Their input ensures that parks and playgrounds are built to respond to community needs and wishes. After parks are revitalized, advocacy can range from an extra set of "eyes and ears" to call for maintenance needs to organizations formed to support specific parks or programs. In-kind volunteering, private gifts, and grants support maintenance and capital projects. We have developed a number of categories of participation to help citizens interact with the Department. This network of public/ private partnerships protects against times of cyclical decreases in public funding. While all of this community involvement occurs, public administrators are held accountable for their half of the bargain.

In the end, what is most important is the connection between people and the Department and the quality of service that results. We cannot do our job without the assistance and active



Maintaining an educated work force remains a challenging but important objective of the Department.

participation of an educated public. The success of the next five years will be measured in part by the number and quality of the partnerships we have with the people of Boston.

### **RESOURCES ARE NEEDED TO BUILD AND MAINTAIN PARKS**

C ontinued strategic capital investment is necessary to sustain and maintain our park system. The City of Boston has established a strong record of making such investment, particularly when no other alternatives can be found. All available federal and state funding must be captured and individual and corporate private funding must be realized through philanthropy and enlightened self-interest by abutting property owners.

Partnership memoranda, adoptions, and work programs provide a resource stream into the parks system not only for maintenance, but capital projects as well. We need to push this envelope to explore formalized business improvement districts, contracts for capital and maintenance adoptions for entire parks, and agreements regarding public use of private property.

The men and women who work for the Parks Department are a spirited, hardworking group with skills in grounds maintenance, horticulture, trades, landscape architecture, arboriculture, project management, community organization, and administration. Maintaining an educated work force remains a challenging but important objective of the Department. To meet that goal, training is now offered in horticulture, arboriculture, historic landscapes, and on-the-job experience in trades. The city has a number of educational opportunities available to individual employees who take the initiative to enroll in local degree programs. Professional educational opportunities, conferences, and seminars are actively sought and supported. From entry level laborers to landscape architects, training activities must be instituted at all levels of the Department to enhance this valued resource.

### NEW PARKS AND ONE PARK SYSTEM

**B** oston's nationally renowned park system provides residents and visitors with many types of green and open spaces. Our expansive inventory includes: tot lots and playgrounds; ball diamonds and sports courts; open greens, groves, and urban wilds; cemeteries both historic and active; historic parks, squares and plazas; golf courses and stadiums; skateboard parks and spray pools; trees on the streets and in the parks; botanical, rose, and community gardens; and a variety of boulevards, monuments, fountains, and water bodies. These valued places are held together by tree-lined streets and parkways.

The system is not perfect and this plan identifies a number of places where it needs to be enhanced in order to address any deficiencies. Certain neighborhoods that have experienced a growth of young people may need tot lots now, and sports courts ten years from now. Skateboard parks and artificial turf fields for use by youth soccer, football, and lacrosse leagues are examples of how the park system needs to be enhanced. The Mayor's acquisition fund and other resources can respond and have responded, but within the dense fabric of a mature city the challenge lies in finding the land to meet those needs.

Parks built above the Central Artery tunnel in downtown Boston will provide new signature open space. These parks must be well designed, well built, and well maintained. While governance structures are still being formed, it is clear that there must be an income stream identified that does not drain existing resources used to care for existing city parks.

The Harbor Islands, though long a member of the open space system, must become activated. The opportunity to maintain and program the islands as a National Recreation Area must begin to be fully realized in the next five years. The opening of Spectacle Island, owned by the Department and the state's Department of Environmental Management, holds the promise of being the first major step in this direction.

Protection against overuse of the parks for celebrations, events, sports, fitness, and everyday use must be worked through with neighborhood groups. Plans such as those drawn up for Boston Common and Copley Square are needed in a number of other locations including Franklin Park. In Boston Common itself, careful evaluation and revision of existing policies will result in further well managed care.

### **HISTORIC PARK RESTORATION**

**N** early 50 percent of the inventory owned by the Parks Department is comprised of the historic Emerald Necklace, a park system linking a dozen neighborhoods, a multitude of institutions, and all Bostonians. It is a legacy that was left to us over 100 years ago and it is our responsibility to see that it is returned to its former glory with its landscapes groomed, its waterways cleared and cleaned, and best management practices put in place to keep it that way. Our challenge is maintenance, not a very heroic sounding endeavor, but nonetheless essential and the key to the legacy that we leave to future generations.

The largest public works project ever faced by this park system will be the \$92 million dredging of the waterway that defines the parklands from Jamaica Pond to the Charles River. This joint effort of the federal, state, and city governments is the basis for the restoration that is to follow. The private sector has already taken on the challenge and organized the Emerald Necklace Conservancy to work with the Parks Department on the next phases of restored tree canopies, landscapes, volunteer efforts, programming, and organized monitoring of this precious resource.



Allandale Woods Urban Wild, West Roxbury

### **OUR ECOSYSTEM MUST BE RESPECTED**

The Department must become a leader by example in progressive environmental practices. To begin with, we must internally recycle vegetative wastes, make our own mulch and soil, and make it available to any Bostonian who requests it for his or her property. As we restore and renovate, we must respect the ecosystem that has been so carefully detailed in this report. Conservation of water and soil and restoration of native plantings is important, as well as quantifying and understanding the benefits of the urban forest. Urban wilds must be cleaned and accessed and become a recognized and used part of the park system.

### PROGRAMMING

e mark the seasons in Boston with the opening of the Swan Boats, the running of the Boston Marathon, the return of the swans to the Public Garden and Jamaica Pond, the opening of ice skating on the Frog Pond, and the lighting of the holiday decorations on Boston Common, the Public Garden, and Commonwealth Avenue Mall. Spring is now celebrated with the Rose Garden Party and fall with the Emerald Necklace Ball and the new Half Marathon in the Emerald Necklace. Summer is measured by outdoor concerts, dance recitals, and cultural festivals. We must work to make sure that what is offered in the parks continues to reflect what the people want.

This plan is not about the programs that take place in our parks, yet no open space plan is complete without some knowledge of what happens within these spaces. Our public realm serves our needs for celebration, recreation, culture, sports, fitness, private enjoyment of nature, and circulation within the city.

While parks departments are driven by active recreation of all kinds, the parks movement originally evolved as an aesthetic appreciation of the natural world. More people enjoy parks passively than all the active participants combined, therefore we need to better understand and foster this casual use of our parkland. We intuitively know that people love parks, but we need to have all our citizens consciously understand why. Educational activities should include classroom and field teaching, publications on specific topics, and campaigns to engage children, encourage citizen's clean-ups, and promote interaction between people of all ages and backgrounds. Education about our parks, the aesthetic movement that established them, and the natural and geographical environment must be an essential part of our program planning for the next five years. Sports and fitness have a historically significant place in our park system and are a prime reason that many of these spaces have been established. Developing on a parallel course to this plan is an effort to address sports and fitness under a nongeographic umbrella that spans the Community Centers, the School Department, the Public Health Commission, and the Human Services cabinet, as well as private institutions that serve youth. The challenge is in addressing changing demographics, a growing number of youth and the racial/ethnic makeup of that number, changes in the types of sports played in our parks, and changing customs in how children are raised and the emphasis placed on sports in their lives. Sports and fitness will drive enhancements to the park system as we work on rehabilitation and restoration in a measured cyclical fashion.

### A RISING QUALITY OF LIFE

U ltimately, this plan is about the park around the corner, the tree in front of the house. By the end of 2001, parks ranked higher than all other city services and departments in an independent *Boston Herald* survey. Parks mean community building, a more aesthetic public realm, and a healthy environment. In the next five years, we need your help in defining our quality of life in terms of a maintained and revitalized park system.

Respectfully submitted,

Justine M. Liff

Commissioner February 2002 Sports and fitness will drive enhancements to the park system as we work on rehabilitation and restoration in a measured cyclical fashion.



## How to Use This Plan

### **ORGANIZATION OF THE PLAN**

Included in the *Introduction* (Part 2) is a description of the planning process and public participation in that process, as well as an overview of the plan itself.

In Part 3, we will look at the community's recreation and open space needs in a neighborhood-by-neighborhood approach. The 15 BRA planning districts are presented (Dorchester is united in one chapter), giving an overview of all types of open space issues and recreational activities, resource protection needs, and management needs. Recommendations are presented for each neighborhood.

In Part 4 we look at specialized management needs for specific open space sub-systems: cemeteries and burying grounds; community gardens; public shade trees; and the Emerald Necklace. In Part 5 we analyze the needs of specific open space sub-systems where resource protection needs are emphasized: linear facilities such as greenways, trails, and bikeways; urban wilds and natural areas; and the harbor open space realm.

In the final section, Part 6, our *Goals and Objectives* are presented based on the preceding data and analyses. Part 6 then builds on those goals and objectives, outlining the *Action Plan*. The action plan presents the likely implementing actions for the next five years.

Appendices provide background material for Parts 3-6, the main body of the plan. Appendix 1, *Environmental Inventory and Analysis*, describes the various environmental factors influencing open space planning and management in Boston.

Appendix 2, *Open Space Inventory*, provides property lists and surveys the various types of open spaces in Boston. It also discusses means to protect open space and identifies which spaces are protected. Appendix 3, *Community Setting*, provides some basic background in order to understand Boston's open space in context including its physical and socio-economic place in the metropolitan region, history, demographic/socio-economic characteristics, and patterns of growth and development.

Appendix 4 provides official letters of comment from Mayor Thomas M. Menino, the Boston Redevelopment Authority, the city's planning agency, and from the Metropolitan Area Planning Council, the regional planning agency for metropolitan Boston.

Appendix 5 provides references.

Appendix 6 describes the survey questionnaire used to elicit further public input into the plan and the results of the survey. This appendix is only available on-line at the cityofboston.gov/ parks website.

Associated with this plan is the Section 504 Report on access for the disabled to open spaces in the Boston Parks and Recreation Department system. The Parks Department will provide a copy upon request.

### **USING THE PLAN**

find most neighborhood parks in this plan, the best bet is L to look up the relevant neighborhood chapter. For more specialized facilities, you may also wish to try looking in the relevant sub-system chapter. For example, if you live near Jamaica Pond Park, you would look in the Jamaica Plain neighborhood chapter, then look in the Emerald Necklace chapter for general information on Emerald Necklace parks, and then look at the Jamaica Pond Park section within the Emerald Necklace chapter. A user of Pope John Paul II Park and the Neponset River Trail would look in the Dorchester chapter, then in the Greenways, Trails, and Bikeways chapter. Because of the plan's organization both by neighborhood and by open space subsystem, some material will be repeated. This is mainly for the benefit of those who will simply refer to a specific section of the plan, i.e., their particular neighborhood or the open space topic of interest. This will likely be a very substantial portion of the users of this plan.

To find most neighborhood parks in this plan, the best bet is to look up the relevant neighborhood chapter.

### PART 1

## **Executive Summary**

**D** oston is an historic, highly developed, and mature city B blessed with a vibrant park system of enormous breadth that includes the venerable Boston Common, the highly elaborated Public Garden, modern state-of-the-art sports facilities, playgrounds, urban wilds, community gardens, burying grounds and pastoral cemeteries, and walking and bicycling paths. A significant part of the character of Boston as seen by both Bostonians and outsiders is its image as a "green city." Lewis Mumford, the famous urban development critic, noted early in the 20<sup>th</sup> century that Boston's integration of the built environment with green space made it a model American city<sup>1</sup>. Therefore, a substantial part of our physical character and image is based on the significant complement of parks and play areas that grace our downtowns and neighborhoods. These parks and recreation areas provide scenic beauty, opportunities to exercise, play, and relax for health's sake, and relief from the built environment.

The remarkable presence of this open space is due in large measure to the foresight of citizens in earlier times. Boston was fortunate to have city leaders who purchased open space for public use or received important donations of land, and to have eminent residents such as Joseph Lee, the father of the American playground movement. The city was also fortunate to benefit from the genius of Frederick Law Olmsted, landscape architect of Boston's Emerald Necklace and from a strong community of planners, engineers, and landscape architects trained in local academic institutions.

This vibrant legacy of open space in Boston obliges us to a mission of wise stewardship represented by the Parks Commission and the Parks Department, a line department serving the Mayor. Many valued parks and recreation areas require cyclical redesign and renovation due to normal wear-and-tear, weathering, deterioration, and overuse. The Department remains as



Many valued parks and recreation areas require cyclical redesign and renovation due to normal wear-and-tear, weathering, deterioration, and overuse. The city itself is dynamic, with economic, physical, and population growth occurring continuously. Our residents are getting younger and more diverse.



Joe Moakley Park, South Boston

committed as ever to maintaining these assets through its capital and operating and maintenance programs. It also continues to seek greater levels of community involvement and partnership in the stewardship of these assets.

The need is also addressed in this plan for a dynamic, better integrated open space system with improved linkages, more spaces to meet new or unmet needs, and protection of the natural resource and environmental base of the open space system. The plan calls for further expansion through the Department's acquisition program, and a network of greenways, trails, and bikeways to better access the existing and new spaces, as well as to enjoy linear-oriented forms of recreation such as walking, hiking, and bicycling.

The city itself is dynamic, with economic, physical, and population growth occurring continuously. Our residents are getting younger and more diverse.

This plan calls for attending to the emerging and existing needs of our population and for guiding growth to assist in the development of an improved open space system while reducing the effects development may have on our environment.

The plan also looks at how open space management can be improved to assure the achievement of "substantive" goals. Improved coordination and greater fiscal stability are two key means to help restore the existing system and expand it while protecting the environment.

The Open Space Plan 2002-2006 examines Boston's history, demographics, development patterns, natural resources, and unique environments. Community input and comment was sought, and continues to be a part of the Parks Department's capital development program. This information collectively supports the analysis of existing open space lands and facilities and the assessment of future needs. The goals and objectives set forth in this Open Space Plan are therefore the result of many meetings and extensive discussion, research, and analysis. The Action Plan, presented in a separate chapter at the end of this document, and in more detail throughout other sections of the Plan, supports a program to implement these goals and objectives.



The Parks Department and the other city departments are committed to achieve our community's vision for open space, without regard to ownership. This Open Space Plan rationalizes that commitment and that vision. The plan is an outgrowth of that healthy balance between the built and natural environments and between work and play that is a defining feature of Boston's character. As the plan is fulfilled, Boston's reputation as a green and growing city will remain strong. The Parks Department and the other city departments are committed to achieve our community's vision for open space, without regard to ownership.

#### NOTES

<sup>1</sup> Donald L. Miller, *Lewis Mumford: A Life* (New York: Weidenfeld & Nicholson, 1989), pp. 86-87.