

SHADOW STUDY
September 21
3:00 PM
Potential Conditions

economic conditions and quality of life of the city's low and moderate income people.

As the City's planning agency, the Boston Redevelopment Authority, after extensive public input and dialogue, has developed a framework for shaping growth policies for Boston. The central challenge is to harness the forces of change and to balance economic development so that it meets the city's social and economic goals and maximizes public benefits, while not sacrificing Boston's urban character.

In the 350 years since its settlement, Boston has evolved a vibrant and colorful urban form that gives this old walking city its vivid sense of place. Boston today is a city with many remarkable historic buildings, a beautiful and extensive park and open space system, and a richness, vitality, and diversity of districts and neighborhoods that distinguish it from other great American cities.

Many of these important public areas are located in and near the Midtown Cultural District. Boston Common has been an important open space resource since the founding of the city. Downtown Crossing has for centuries been the city's main street shopping center where all Bostonians mingle amidst colorful shopfronts, pushcarts, and sidewalk minstrels. As a result of public initiatives and private reinvestment, Park Square and the Cultural District are being revitalized to become equally pedestrian-oriented in nature and will serve to connect the downtown core with Back Bay commercial and cultural activities. Nearby Chinatown gives Boston one of its most enticing street scenes as people from throughout the region flock to its markets, restaurants, and import shops. These downtown environments belong to the public realm.

These public spaces, the activities which occur within them, and the environment surrounding them collectively comprise the public realm. The public realm encompasses areas such as parks, tree-lined boulevards, sidewalks, and streets. It also includes interior spaces that are often privately owned, but in their function are truly public, such as the lobbies of buildings and interior gardens that substitute for parks in winter. The concept of public realm cannot be relegated to the park bench or the sidewalk because cities, by their nature and function, are public places, not merely clusters of private property.

The public realm involves any element that contributes to the pedestrian experience -- warm sunlight, comfortable breezes, handsome and humanly-scaled buildings, views of Boston's landmarks, the tolling of church bells, drifts of spring daffodils, summer greenery, and autumn leaves. Much as a living room is the common gathering place for the individual members of a family, the public realm is the common gathering place where community members experience civic life. From a Faneuil Hall podium, Oliver Wendell Holmes, in 1876, described this "unroofed and unvalled nature" as "the natural birthright of mankind."

Since completion of the last comprehensive plan in 1965 the downtown has undergone tremendous change, including the development of twenty new towers in excess of 400 feet in height. Their total impact has altered the face of downtown Boston. With the dramatic changes in Boston's urban fabric there has developed a widespread public concern about the impact of large-scale development on the city. The Boston of the 21st century should not be a city where streets are canyons and where historic buildings and parks are buried in shadow. Rededication to sound planning principles which protect and enhance the public realm is fundamental to ensuring

future growth which is compatible with Boston's human scale and character.

The planning for Boston's public realm must balance many complex factors including history, tradition, rules of fairness, market forces, property ownership characteristics, present benefits, and future expectations, to name a few. The overriding goal in this balancing process is to protect the public interest while encouraging private enterprise and creative expression. The very definition of public realm expresses the belief that the public has an historic, necessary, and abiding interest in the way the city develops and changes. The urban design and land use policies set forth in this report are designed to articulate the kind of public realm Bostonians expect now and in years to come.

Understanding Urban Design

Boston has a special character which expresses the city's vitality and its sense of tradition. With its historic buildings, winding streets, expanses of greenery, brief and panoramic views of the harbor, pushcart vendors and sidewalk cafes, it is the urban environment at its best.

From a colonial town founded in 1630, Boston has grown into a multi-faceted city of distinctive districts with pleasant streets and public spaces and a characteristic architecture and urban pattern. Boston's containment on a peninsula has led to its compactness and vibrancy, and also to the continual threat of overcrowding at its center being repeatedly countered by expansion into newly filled areas at its edges.

This continuous reshaping of Boston's urban environment, a combination of gradual evolution punctuated by major development projects, is guided by the city

through plans and ordinances, civic improvements, and public programs, and is formalized as the field of Urban Design.

Urban design is concerned with the city's public realm, with how the city looks and how it works. It is involved with how the physical nature of the city contributes to its social and economic health, and to the quality of life of those who use it.

In Boston, urban designers are especially concerned about the environmental quality of areas which are being overbuilt and areas in need of development and revitalization. Equally important is the need to preserve and enhance Boston's special character. Urban designers are also interested in the successful functioning of the city on a detailed level - how people move about and use the city and how land and the stock of space are allocated to ensure a balance of uses and a diversified and vital economy.

The Vision for the City

People who are concerned about planning for Boston's future repeatedly call for a clear "vision". A vision provides a community with a collective image or mental picture of what their city should be. It provides a sense of purpose and an overall goal upon which individual decisions can be based.

There is general consensus about the problems which need to be overcome in Boston: inadequate affordable space for businesses and housing, traffic congestion and unpleasant commuting, a sometimes inhospitable environment with some improperly maintained and unsafe spaces, dead building walls, and buildings of overwhelming size.

At the same time most people would agree on the things they like about Boston: its relatively healthy

economy and diversified opportunities; its historic character, small scale, compactness, and walkability; its varied districts, pleasant parks, lively shopping streets, and innumerable leisure time activities.

Sometimes a city fails to articulate or appreciate its assets and can destroy some of them in the very process of solving certain problems. A city needs a vision which ensures protection and enhancement of its assets while coping with growth and change. Such a vision is articulated in the form of a city plan and a set of policies with which to guide growth and change.

The new vision for Boston, expressed in the 1987 Plan to Manage Growth, suggests a new attitude towards downtown development. It is a commitment to an image of Boston as an urban environment that is pedestrian in scale, public in character, and a celebration of the urban patterns, historic character, ethnicity, and culture which is unique to Boston.

The vision for the city - that set of images and attitudes held in the public mind - is molded not only through daily experience but also by the network of communication created by the media, hearsay, and the promotional and educational efforts of private interests and public agencies.

District Design

Managing growth for Boston is based in large part on a recognition of the important role of districts and neighborhoods in organizing and giving character to the city. The Midtown and Chinatown plans are two of a set of district and neighborhood plans now being undertaken throughout the city under the Interim Planning Overlay District (IPOP) process. Midtown is comprised of four subareas - Park Square, the Cultural District, Downtown Crossing, and the Essex

Street Corridor.

The notion of districts and neighborhoods helps us to organize and understand the city. Similar primary uses tend to cluster for reinforcement. The City formalizes and controls this clustering through zoning. Thus, Boston has the Financial District, Government Center, Chinatown, the Downtown Crossing retail center, and the Cultural District each playing its particular role as part of the city.

Districts are memorable places which have a quality of accommodating change while remaining essentially the same. Each district has an identifying character which derives from its ever-evolving urban form and from cultural contributions made by the people who live and have businesses there. The district structure and urban fabric give each district its special physical identity and enable people to find their way within it.

The particular layout of a district's major features or landmarks such as key open spaces, main streets, and monumental buildings create its structure. There is usually an identifiable "center", perhaps a major square, intersection, or portion of the main street. Often the edges of districts tend to merge and are difficult to define except where "gate-ways" have been consciously created or a barrier is formed by a highway or water body.

The term "urban fabric" is used to describe the cohesive pattern created by a district's particular composition of streets, city blocks, and buildings. The scale, materials, and colors of buildings and the way in which buildings meet the street and form public spaces contribute to the urban fabric.

The condition and potentials of each district's structure and urban fabric are the basis for many of the urban design issues facing downtown Boston. Small

changes can dramatically disrupt the texture of the many finely patterned districts whose structure and urban fabric derive from the 18th and 19th centuries. Where sections of the city have eroded in places, new infill construction can enhance the district by contributing to its structure and urban fabric.

Land use planning and urban design policies strive to protect and enhance the public realm of Boston's districts.

Summary

Land use and urban design principles will help shape the Midtown Cultural District's unique character by balancing new development with the area's existing uses, historic qualities and pedestrian scale.

The combination of residential, commercial, cultural, and retail uses will ensure that the area is safe and appealing 24 hours a day. To ensure this mix of uses occurs, the land use guidelines have been developed to ensure that a mix of uses occurs in the district and that overbuilding does not occur in the Midtown area. Under these guidelines, which are the basis for the new zoning for the area the total buildout for the district until the year 2000 will be limited to about 6.5 million square feet of development. About 3 million square feet of the new space will be housing and about 3 to 4 million square feet will be used for offices, retail facilities, and new cultural facilities. This development program will result in about \$1.7 billion in new investment in the district in the next 12 years. The guidelines will also site new buildings and uses in ways that protect historic buildings, connect nearby residential areas with Boston Common, tie local retail uses with citywide retail establishments, and knit together the downtown office economy with its Back Bay counterpart.

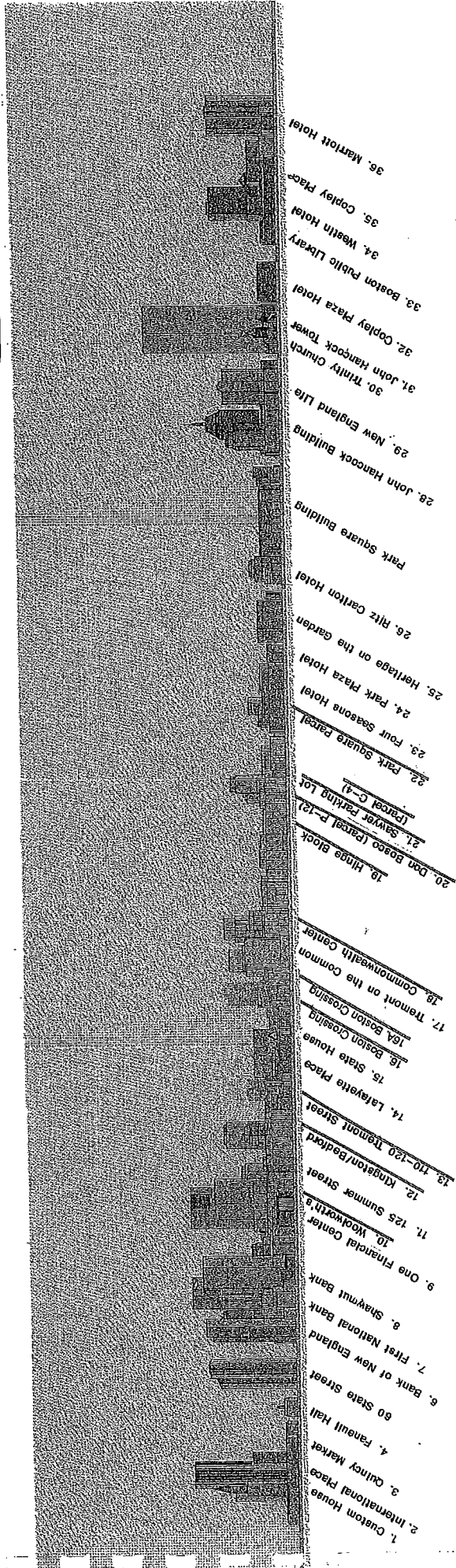
Urban design guidelines for the district focus on the fine-grain design issues of the pedestrian environment as well as the cityscape, scale, and environmental issues of large scale development. Under proposed zoning for the district, all buildings taller than 125 feet, about ten stories, must be reviewed by the city and the community.

At the pedestrian level, Midtown will be a vibrant hub within the larger urban core. The district's historic street and alley patterns will be preserved and enhanced. Building facades and streetwalls, as well as rooftop additions, will reflect the historic scale and character of the district. The pedestrian-oriented character of the district will be

enhanced by the mandatory inclusion of ground-floor retail or cultural space in new or substantially-renovated buildings. A new public gathering spot on the Hinge Block will be the hub that ties together the district's diverse activities. Boston Common will also be a major public amenity. A series of pedestrian-oriented ways emanating from the Hinge Block will connect the different parts of the district with each other and with nearby neighborhoods. Significant view corridors will be preserved and enhanced and new visual markers will help give the district a distinct identity.

On the skyline, Midtown's buildings will be the transitional elements that connect Financial District office towers to the high-rise buildings in the Prudential/Copley Square area. Specifically, a spine of mid-rise towers will follow the Essex/Bedford Street economic development area from South Station to Washington Street. Lower heights and massings are required on the Hinge Block, along the Boston Common edge, the Ladder Blocks, and in the Park Square area to preserve the continuity between nearby residential areas and the larger-scale office areas. Floor plate sizes will be limited so that new buildings do not block the view of the skyline and a slender, campanile-type building may be located in the center of the Cultural District to serve as a visual marker for the area. New buildings will also be located and designed in ways that create minimal new shadows and little additional wind in public spaces..

SKYLINE VIEW FROM THE WEST



The High Spine Concept: 1981

In 1981, urban planner Kevin Lynch made a sketch of the "High Spine" Concept, an idea for channeling the expansion of the downtown into a dense band around the southerly perimeter of the Back Bay. Later that year, in Architect's Plan for Boston, the Boston Society of Architects' Committee on Civic Design developed Lynch's idea and initiated one of the first efforts to incorporate the tall building into a city planning framework, by proposing a wall of towers from the Financial District down Boylston Street to Massachusetts Avenue. A quarter of a century later, this nearly forgotten anticipation anticipated what has become a major physical characteristic of Boston that inadvertently re-establishes in a new way the shape of the original peninsula.*

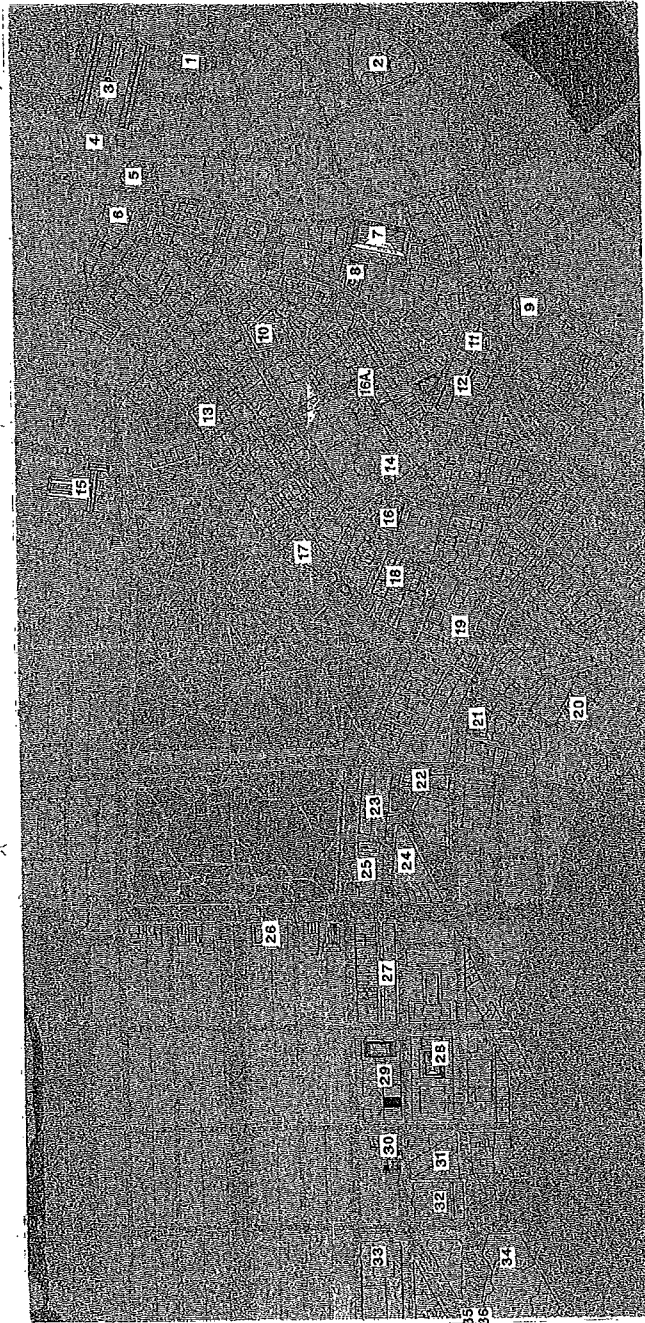
BPA Skyline Concept: 1988

Today's urban design concept put forth by the BPA is a less literal and more environmentally sound alternative to the original "High Spine" concept. Within the Midtown District this approach identifies the locations for three clusters of smaller towers, separated by sufficient air and space that visually tie together the City's skyline without creating a continuous, impenetrable wall of high rise buildings. The primary cluster, centrally located within the district, is the Commonwealth Center proposal. This development visually connects the larger office tower groupings in the Financial District with the commercial Back Bay. Smaller clusters on Upper Tremont (adjacent to Downtown Crossing) and Lower Tremont (near Park Square) provide the necessary missing transition between existing and proposed high rise developments and the traditional, smaller structures within the district. This clustering concept preserves the lower scaled pedestrian environment, provides the residential neighborhoods in the area with a link to Boston Common, and guards against adverse environmental impacts to the area.

* Alex Krueger and Lisa Green, Past Editors, Two Centuries of Imagining Boston, Harvard University Graduate School of Design, 1985, pp. 70-71.

BOSTON REDEVELOPMENT AUTHORITY

MIDTOWN CULTURAL PLAN
CITY OF BOSTON OFFICE OF ARTS AND HUMANITIES



KEY: ———— Planned Development

Prepared by Skidmore, Owings & Merrill

TRANSPORTATION ACCESS PLAN

The Midtown area is well served by mass transit and local highways. But its streets are congested and confusing, its mass transit facilities are not fully used, and many of its streets are uninviting for pedestrians.

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To ensure that the area's transportation systems will continue to provide good access and to improve traffic conditions in Midtown and Chinatown, the city's Transportation Department and the community have developed a Midtown Transportation Access Plan. The plan proposes a multi-pronged transportation strategy that maximizes the use of existing mass transit facilities and proposes a number of measures to improve the area's transportation systems. The plan has six key components: transportation and development, traffic relief, mass transit improvements, a new \$250 million Midtown subway line, Chinatown protection, parking, and promotion. Measures proposed in the plan will:

- Reduce total traffic impacts by controlling the location, size, and use of major developments in the Midtown Cultural District
- Provide traffic relief by creating new east/west traffic connections, improving key intersections such as Phillips Square, and reducing through traffic by creating new connections to the Massachusetts Turnpike.
- Improve mass transit service through the purchase of new equipment, and the renovation of key stations.

- Create a new 250 million Midtown subway line to better connect existing and proposed subway lines.
- Increase the supply of parking in the district and at South Station and ensure that the parking spaces are available to all of the district's users.
- Protect Chinatown and Bay Village from new traffic generated by Midtown development and improve Chinatown's transportation patterns.
- Create a network of pedestrian-oriented streets and alleys and improve connections between cultural facilities, parking garages and subway stations.
- Encourage the enforcement of existing traffic law and codes.
- Promote transit improvements and options through an aggressive public information campaign that clearly explains how to access the area by mass transit and car.

The combination of these improvements will ensure that the area's transportation systems continue to function at acceptable levels and that the district's users as well as nearby residents continue to have good access to the area.

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Implementing the recommendations in the plan will require a coordinated program of action by the state, city, and the community. Some of the improvements outlined in the plan are already part of the budgets of city and state agencies. Some promotional efforts can be launched by the Midtown Cultural District Trust, a public/private partnership which will be formed to aid in the revitalization of the area. Other promotion efforts will be undertaken by the MBTA.

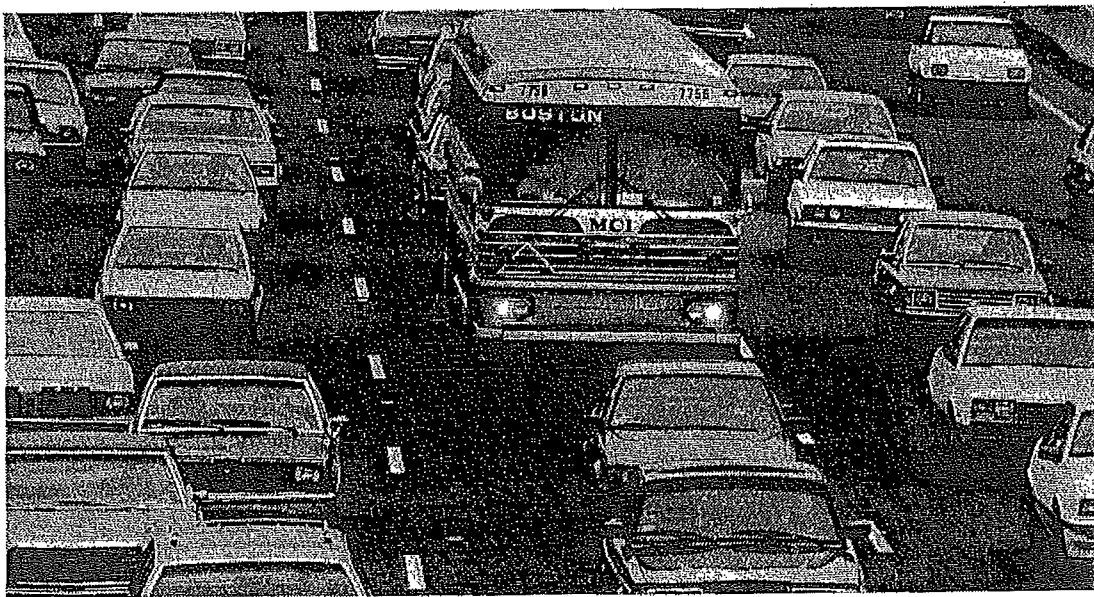
Current Conditions

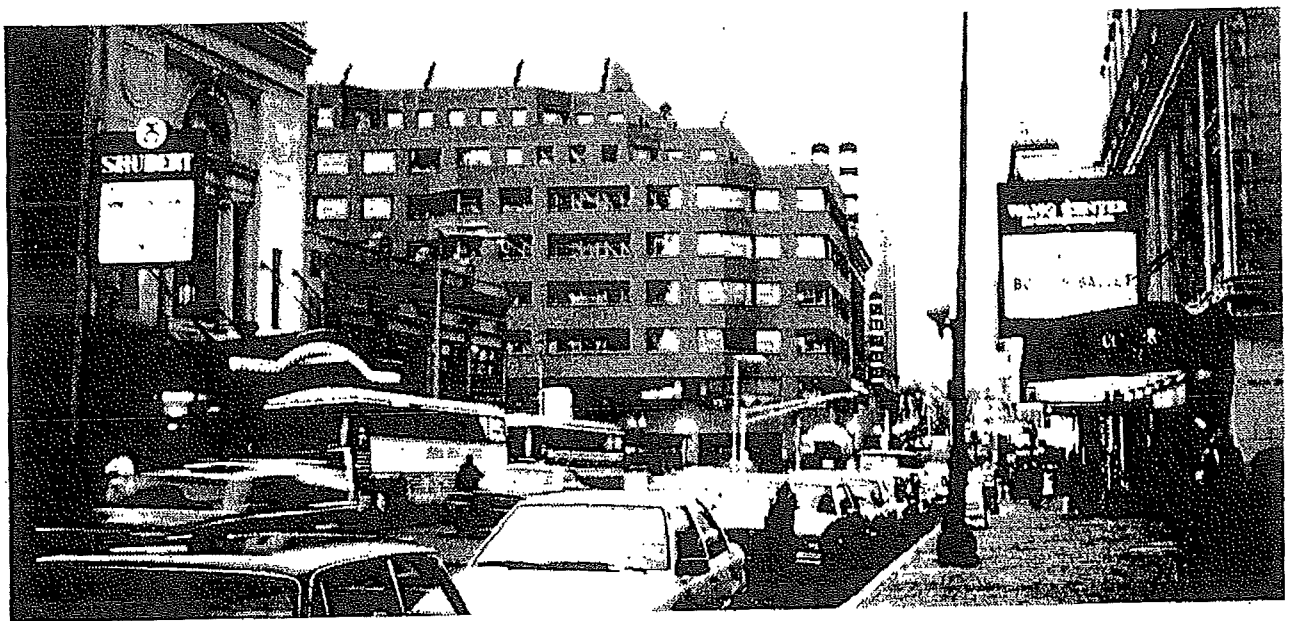
Despite recent improvements, the area continues to have a fragmented, and often confusing transportation system. The area is well-served by mass transit. Three of the MBTA's four subway lines -- the Green, Red, and Orange Lines -- stop in the district. A Blue Line stop is located just outside the district and both the Green and Orange Lines connect with the Blue Line, which provides access to Logan Airport.

Even with recent improvements to mass transit facilities, mass transit ridership has not kept pace with the increase in the size of the downtown work force.

Commuter rail service is also well-connected with the district. Trains from southern and western suburbs stop at both the Back Bay Station and South Station which are connected with the district through the Orange Line and the Red Line. North Station, which serves commuters from the northern suburbs, is connected to the district by both the Green and Orange Lines. Many suburban commuters can also use MBTA parking garages and lots to get to the district.

Even with recent improvements to mass transit facilities, mass transit ridership has not kept pace with the increase in the size of the downtown work force. Although the absolute number of subway riders has





risen in recent years, from 1978 until 1986 the percentage of downtown workers using the subway to get to work dropped by about ten percent. Less than five percent of the district's theater-goers currently use mass transit facilities to get to performances in the Theater District. Theater-goers are deterred from using the Green Line in part because the key Boylston Street station in the Theater District is in extremely poor condition and is uninviting to riders. Mass transit ridership is further discouraged by serious overcrowding, particularly on the Green Line, during peak commuting hours.

Only five percent of the district's theater goers currently use mass transit facilities to get to performances in the Theater District.

As a result of post-war highway construction, the district is easily accessible by car from Storrow Drive, the Massachusetts Turnpike, the Central Artery, and the Southeast Expressway. But the access between the district and local highways is not matched by an easily-used network of arterial streets within the Midtown area. The district's major east/west arteries are Stuart/Kneeland and Boylston/Essex Streets. However, Essex Street is one-way, allowing only eastbound travel. Charles Street is the major northbound artery, while Chauncy Street and Washington Street carry some northbound traffic. Washington Street's northbound arterial role is restricted by the presence of the Downtown Crossing pedestrian mall. Tremont Street is the major southbound artery while Bedford Street, Chauncy Street, one block of Washington Street, and Avenue de Lafayette also provide some westbound and southbound service.

Four of the district's key intersections are located on the Boylston/Essex corridor: at Charles Street, Tremont Street, Washington Street, and Chauncy Street/Harrison Avenue (Phillips Square). The fifth intersection is at Stuart and Tremont Streets, where east/west traffic merges with southwest-bound traffic. These intersections are also potential choke-points if future development is not carefully managed.

Transportation in the district is characterized by a confusing and chaotic network of one-way streets, loading zones, parking lanes, and turning lanes. In addition, streets in the district and in nearby Chinatown must carry a large amount of through traffic travelling between other downtown areas and major roadways. The Central Artery's Beach Street ramp, for example, encourages through traffic to travel directly through Chinatown's main shopping area.

Traffic problems in the district are worsened by a confusing and chaotic network of one-way streets, loading zones, parking lanes, and turning lanes.

Much of the traffic in the district is generated by the users of the more than 7,000 parking spaces in Midtown. Many of these spaces are in surface parking lots which will be redeveloped as Midtown is transformed into a more vibrant area. A number of these current facilities do not allow evening parking which is needed by theater-goers and residents. Other parking facilities are badly-located without clear pedestrian connections with important cultural facilities or the downtown shopping and office areas.

Much of the traffic in the district is generated by the users of the more than 7,000 parking spaces in Midtown. Approximately 1,000 of these spaces are in surface parking lots which will be redeveloped as Midtown is transformed into a more vibrant area.

Pedestrian connections between important parts of Midtown and nearby subway stops are also poor. Since most-theater goers are evening users, the lack of pedestrian connections between theaters and subway stations discourages the use of mass transit. Uninviting streets and alleys also discourage Downtown Crossing shoppers, Financial District workers, and residents of nearby neighborhoods from using Midtown's cultural facilities in the evening.

Transportation and Development

The Midtown Cultural District Plan maximizes the potential of the district's extensive network of mass transit facilities by locating major developments in areas best served by mass transit. In particular, large mixed-use developments will be allowed on the corridor stretching from South Station to Lower Washington Street. This corridor is near the Red Line's South Station and Downtown Crossing stops; the Green Line's Boylston Street station; and the Orange Line's Chinatown and Downtown Crossing stations. The corridor is also within easy walking distance of South Station's commuter rail and bus facilities and is connected by the Orange Line to the Back Bay commuter rail station. Similarly, most new and proposed cultural facilities in the district are lo-

cated near existing subway lines. The Green Line's Boylston station, the Orange Line's Chinatown, NEMC, and Downtown Crossing stations, and the Red Line's Downtown Crossing station are all in or near existing and proposed clusters of cultural facilities.

The Midtown Cultural District Plan maximizes the potential of the district's extensive network of mass transit facilities by locating major developments in areas best served by mass transit.

To ensure that the users of these buildings take advantage of mass transportation options, as part of the Planned Development Area process the builders of these large buildings will be required to assess their project's transportation impacts and to develop transportation management programs to encourage the use of mass transit, car pools, and other high occupancy vehicles.

The overall mix of uses within the Midtown Cultural District will also reduce peak-hour demands on the area's transportation systems. In general, shoppers and residents of new Midtown buildings will not use the subway or major feeder streets during the morning and afternoon rush hours. Theater-goers and visitors will also use streets, subways, and rail facilities in the evening when the demand on those systems is reduced.

To make sure that the total proposed development for the district will not, in the aggregate, overwhelm the district's transportation systems, TAMS was asked to study the impacts of different development scenarios on the district's streets. The TAMS study warned that if all the development allowed under the

district's current zoning is allowed to occur then "extreme delays will be experienced."

As part of the Planned Development Area process the builders of these large buildings will be required to assess their project's transportation impacts.

However, the TAMS study found that under the proposed zoning and historic protection measures proposed for the district, "acceptable traffic operation can be achieved with the existing circulation pattern in the district" if aggressive transportation management programs are launched, and minor improvements are made in the Boylston/Tremont intersection and the Harrison/Essex intersection (Phillips Square), and Essex Street is widened.

In addition, the city's Transportation Department and the community are currently studying ways to further improve the traffic flows at the Boylston/Essex intersection by creating better east/west connections in the district and by improving the area's mass transportation systems to reduce the number of drivers using the district's streets.

Streets and Arterial Roads

The city's Transportation Department, affected communities, TAMS and the state are currently studying five major options to improve traffic flows in the area, particularly for east- and west-bound traffic. After a more extensive review by the Transportation Department, the community, TAMS, and the state, one of these options will be chosen as a final street and road plan for the district and for Chinatown.

The city's Transportation Department is considering a plan that calls for changing the direction of Avery

Intersection	Existing Circulation Pattern	Scheme I	Scheme II	Scheme III
	Delay/LOS	Delay/LOS	Delay/LOS	Delay/LOS
Stuart/Kneeland/Tremont	15.6 B/C	15.6 B/C	15.6 B/C	15.6 B/C
Boylston/Charles	13.3 B	13.3 B	13.3 B	13.3 B
Boylston/Tremont	18.1 C	23.8 C	26.1 C/D	18.3 C
Boylston/Essex/Washington	14.9 B/C	16.4 C	47.2 E	16.4 C
Harrison/Essex*	12.8 B	16.1	19.5 C	16.1 B/C
<p>* Currently there is no traffic light at this intersection. Installing a traffic signal at the intersection would be required to obtain acceptable traffic operations at this intersection.</p>				

Level of service (LOS) in 1994 at five key Midtown Cultural District intersections

Intersection	Level of Service*	Existing PM Peak Volume (Per Hour)
Midtown		
Boylston/Charles Streets	B	2855
Boylston/Tremont Streets	C	2560
Tremont/Stuart Streets	B	3229
Washington/Essex/Boylston	B	1136
Harrison/Essex	F	1456
Other City of Boston		
Beacon/Berkeley	D	2690
Massachusetts/Boylston	D	2458
Huntington/Longwood	D	2430
Riverway/Brookline Ave.	F	4170
Summer/Atlantic	F	2150
<p>* Level of Service is the average stopped delay per vehicle on a scale of A (best) to F (worst). Level of service D, a delay of 25 to 40 seconds is generally considered acceptable in urban areas.</p>		

Existing level of service at Key Midtown Cultural District Intersections and at other well-known intersections in Boston.

Street and extending the street through the Hayward Place parcel across from Lafayette Place to Avenue de LaFayette. This new roadway would connect with a widened Essex Street from Kingston Street to the Central Artery. The plan may require splitting the Hayward Place parcel, reducing its potential use as the site of a major new mixed-use facility that would include new cultural facilities and a major new downtown retail store. In addition, the widening of Essex Street would require the demolition of at least one, and possibly two, historic buildings on the northeast corner of Essex and Kingston Streets.

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At the request of the Transportation Department, TAMS studied three alternatives to this plan which may not require splitting the Hayward Place parcel.

Scheme I would reverse the direction of Hayward Place and Avery Street to flow towards Tremont Street. Avenue de Lafayette would be closed at Harrison Avenue to create better pedestrian movement and Chauncy Street would be reversed to provide southbound access while Harrison Avenue, north of Essex Street would be reversed to allow northbound access into the Lafayette Place parking garage.

Scheme II proposes a similar Avery Street/Hayward Place configuration but would also allow two-way traffic on Washington Street from Stuart/Kneeland Street to Avery Street. The plan would also reverse the direction of Harrison Avenue from Kneeland Avenue to Avenue de Lafayette. This scheme provides southbound egress out of the area on

Washington Street and further limits through traffic in Chinatown by prohibiting the use of Harrison Avenue as a southbound exit from downtown. By reducing this currently-existing traffic flow, a better east/west pedestrian flow can be created between the Midtown Cultural District and Chinatown. A modified version of this scheme would reverse the direction of Harrison Avenue but maintain Washington Street as a one-way road.

Scheme III is similar to Scheme I but closes Avery Street and leaves Avenue de Lafayette open as a two-way traffic link. This scheme forces westbound traffic to either use Chauncy Street and Harrison Avenue to access Kneeland Street westbound, or travel north on Washington Street to West Street and Temple Place to access Tremont Street.

All three of TAMS options also assume that Essex Street is widened and at the Boylston/Tremont intersection the southbound lane would be restriped to allow through movements in the lane currently reserved for left and right turns. According to the TAMS analysis, if a higher saturation flow figure is used, then all "intersections would operate under acceptable conditions for each of the schemes, except under Scheme II at Boylston/Essex/Washington ... due to two-way traffic flow on Washington Street." TAMS has not yet analyzed the proposed alternative Scheme II-A.

A fifth option would be to create a new east/west loop by making Boylston and Essex Streets one way and Kneeland/Stuart Streets one way in the opposite direction. This loop could include one lane in the opposite direction reserved solely for High Occupancy Vehicles (HOVs) such as buses, taxis, vans, and car pools. Some of those vehicles would operate as a shuttle service between commuter rail and parking

facilities at South Station and important cultural and business destinations within the Cultural District.

The traffic plan for the district will allow on-street parking and loading only during off-peak hours or at locations that do not impede traffic circulation.

In addition to the new east/west connector, a number of other steps are being taken to improve traffic in the area. At the Boylston/Tremont intersection TAMS recommended restriping the southbound lane which is now used only for left and right turns to allow through movements. In addition, the traffic plan for the district will allow on-street parking and loading only during off-peak hours or at locations that do not impede traffic circulation.

Mass Transit

A number of improvements to the area's mass transit system are needed to increase the percentage of workers, residents, and visitors using mass transit to get to the Midtown area and reduce the percentage of people who use cars to travel to the area.

The MBTA has already launched a \$140 million program to expand the capacity of the overcrowded Green Line. By adding approximately 100 cars and upgrading electrical systems on the Boston College, Beacon Street, and Riverside Lines, the MBTA will be able to replace some two-car Green Line trains with three-car trains. In order to fully serve the Midtown area the MBTA will need to purchase about 75 more Green Line cars at a cost of about \$85 million.

The MBTA has also expanded the capacity of commuter rail lines. The authority has purchased 107 new commuter rail cars with a total of about 5,000 more seats. The MBTA is also negotiating the purchase of

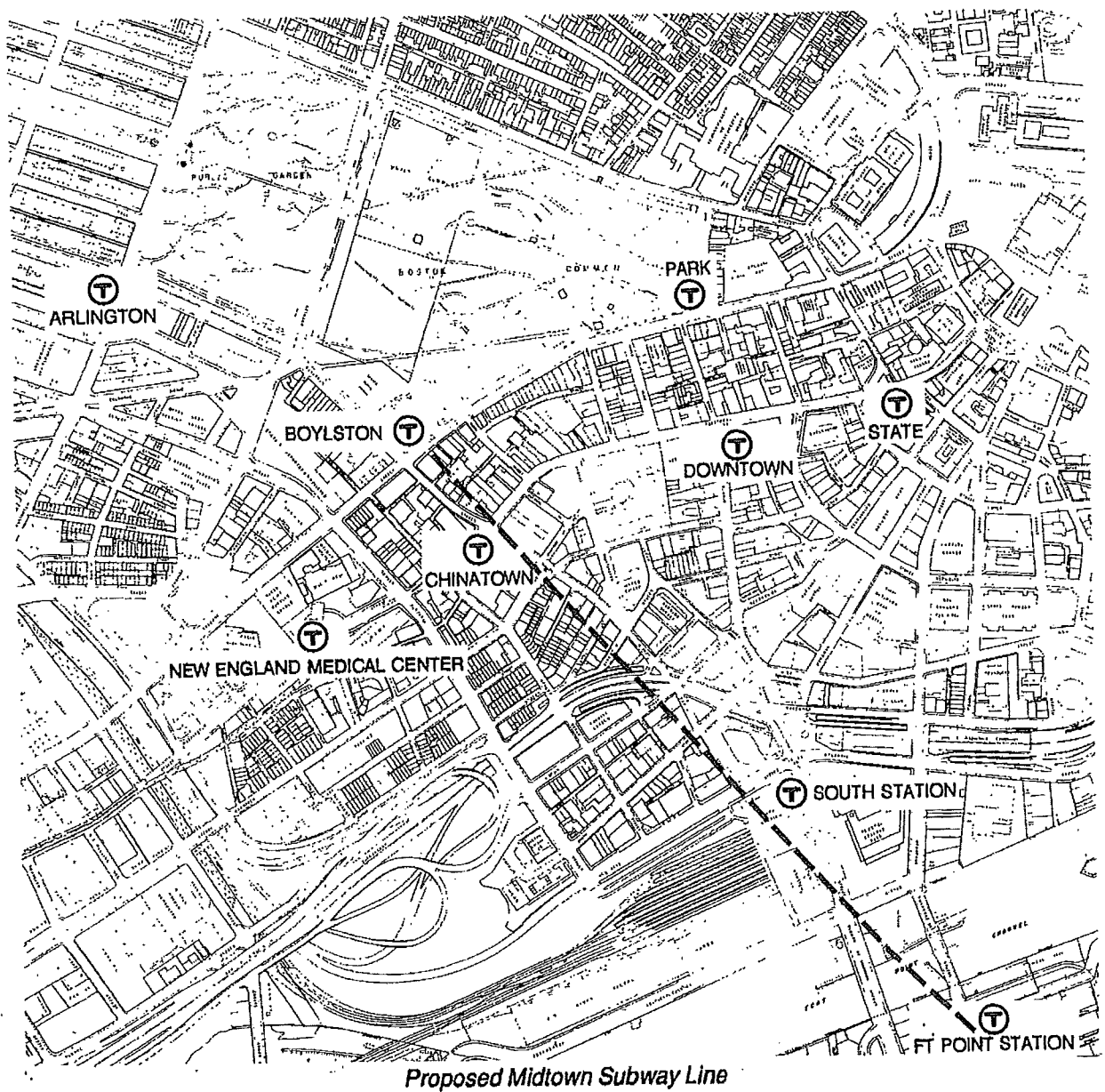
40 to 50 more cars, with about 4,000 seats, and in the next three or four years is planning to buy a fleet of bi-level trains with about 6,600 seats. But the MBTA is now facing a critical shortage of parking spaces at commuter rail stops. The MBTA has plans to add about 3,000 parking spaces to its stock of about 10,000 spaces. This growth will still leave the transit agency far short of the demand for spaces by train commuters.

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In addition to expanding commuter rail service for downtown workers, the MBTA also needs to increase weekend and evening rail service to better serve theater-goers and visitors to the district. A \$1 million increase in the annual operating budget for commuter rail service is needed to promote and operate this service.

The Midtown Line

A key transit improvement for the Midtown area would be the construction of a new Midtown transit line. The MBTA board recently appropriated \$200,000 to study the line which would run underground from the Boylston Street Green Line station to South Station. As envisioned, the line would tie together the Green Line, the Orange Line, the Red Line, and South Station's commuter rail and bus service. In addition, the line, which follows a route similar to that followed by part of the Atlantic Avenue Elevated Line that operated from 1901 until 1938, could either be ex-



tended to the Fort Point Channel area or could tie into other new transit service serving that growing area.

A key transit improvement for the Midtown area would be the construction of a new Midtown transit line.

The Midtown "people mover" would be underground and could use light rail vehicles, self-guided trains, or combined trolley/bus cars. Fort Point Channel service options currently being studied by the MBTA include a Red Line extension, an above-or below-ground people mover, or expanded bus service. Together the two programs would cost between \$275 million and \$350 million, significantly less than the cost of either the new Orange Line or the Red Line extension. Funding for the new lines would come from a combination of federal, state, and private funds. Betterment districts and tax increment financing could also be used to finance the new lines. If construction of the lines is coordinated with the depression of the Central Artery up to \$50 million in excavation and construction costs can be saved by locating some of the mass transit tunnels in the same underground envelope as the depressed roadway.

As part of the construction of the new Midtown Line, the Boylston Street Green Line station should be fully renovated at a cost of about \$25 million. The renovations should also be done in conjunction with the decision on replacement service for the now-closed elevated Washington Street Orange Line service. The MBTA is currently considering a number of options for that service including a new trolley line, a combined bus and trolley line, or expanded bus service along Washington Street. Renovations to the Boylston Street station should also include reopening now-closed subway entrances in the lobby of the Little Building.

Chinatown

The Midtown Transportation Access Plan is being done in conjunction with transportation planning done for Chinatown as part of the Chinatown Community Plan. Current planning includes studies of a number of measures to protect Chinatown from increased traffic and to improve the neighborhood's traffic problems. To prevent intrusion by through traffic in Chinatown, Beach Street could be closed, at least during peak hours, between Harrison Avenue and the Surface Artery. The Phillips Square intersection would also be signalized and reconfigured and some on-street parking spaces would be removed. The city and the community are also reviewing proposals which would reverse the direction of Harrison Avenue, preventing through traffic from leaving the city through Chinatown. Similarly, a proposal to reverse the direction of Edinboro Street is also being reviewed.

The Midtown Transportation Access Plan is being done in conjunction with transportation planning done for Chinatown as part of the Chinatown Community Plan. In addition, as part of the Central Artery project the state is planning to close the Beach Street ramp, preventing major westbound movements through Chinatown.

The state's department of public works is also studying methods to better connect Back Bay traffic with the Central Artery and the Third Harbor Tunnel. The city's Transportation Department has proposed that this connection be made through links to the Massachusetts Turnpike. Traffic from the Third Harbor Tunnel and the Central Artery destined for Back Bay would travel west on the Turnpike to a new Back Bay

off-ramp at Berkeley Street. Cars from Back Bay would connect to the east-bound Turnpike from a new ramp off Herald Street. These proposals would keep the regional traffic off of Midtown and Chinatown streets such as Kneeland Street, Marginal Road, and Essex Street. Under this plan, Marginal Road and Herald Streets would be converted from arterial roadways into local distributors of traffic for Chinatown, South Cove, and Bay Village rather than ramp connections to the interstate system, as initially proposed by the Central Artery project. State officials are currently reviewing the city's proposal.

Parking

Approximately 7,200 off-street parking spaces are currently available in the district. Another 4,100 parking spaces are available near the district. According to the TAMS study, the proposed development scenario for the district will generate the demand for approximately 4,600 additional parking spaces. About 3,600 parking spaces have already been proposed as part of new Midtown Cultural District developments.

In addition, the MBTA is planning to build a 400-to-600 car garage at South Station which is within walking distance of the major development corridor in the Midtown Cultural District. To help meet the demand for parking in the area the Midtown Cultural District Plan also proposes that the state construct approximately 1,200 more parking spaces on city-owned air rights at South Station. Because above-ground parking spaces cost about \$15,000 per space to build while below-ground spaces cost about \$30,000 a space to construct, locating these spaces on air rights over South Station tracks would be significantly cheaper than constructing the spaces underground at other Midtown sites. Expansion of the Lafayette Garage at Hayward Place by adding a 400-600 car garage is also being reviewed.

To help meet the demand for parking in the area the Midtown Cultural District Plan also proposes that the state construct approximately 1,200 more parking spaces on city-owned air rights at South Station.

The South Station spaces, as well as the station's rail and subway facilities should be connected to Midtown Cultural District facilities through an extensive shuttle bus service similar to the shuttle buses used at the Boston Common parking garage. The service could be enhanced through the use of HOV lanes in the proposed Essex/Boylston/Stuart/Kneeland east-west traffic loop. Construction of the South Station parking facilities will also require changes to the city's parking freeze which has been instituted in accordance with federal clean air standards. The federal Environmental Protection Agency must review and approve any proposed changes to the parking cap.

The more than 11,000 parking spaces in and near the district must be accessible for the district's different users. Using pricing policies, the set-aside of parking spaces for certain users, and the use of shared parking facilities, the proposed parking facilities can be allocated in a way which serves the district's workers, residents, shoppers, theater-goers, and visitors. These policies specifically allocate space for office tenants, residents, shoppers, and hotel guests. Spaces used by commuters should also be available in the evening for theater patrons and people visiting the Cultural District.

Pedestrian Network

A network of pedestrian-oriented streets and alleys will connect the different parts of the Midtown Cultural District and will connect the district with other parts

of the city. In addition, pedestrian connections between Midtown's theaters and the district's mass transit facilities and parking garages will be improved. Entrances to new parking facilities and loading zones will be located in sites where they will not infringe on the district's pedestrian-oriented streets and alleys.

A network of pedestrian-oriented streets and alleys will connect the different parts of the Midtown Cultural District and will connect the district with other parts of the city.

The center of the pedestrian network will be a major new public gathering place on the Hinge Block in the Cultural District. As part of this new gathering place a closed Orange Line entrance in the center of the block should be reopened.

A network of pedestrian-oriented streets and ways will emanate from the block. Smaller public areas could also become new focuses in the district. These might include a new pedestrian mall on Beach Street in Chinatown, a public plaza in Phillips Square, a new pedestrian mall on Avenue de Lafayette and/or Avery Street, and an extension of Downtown Crossing's pedestrian amenities. Interior lobbies and covered through-block connectors in new buildings will also improve pedestrian circulation in the district. The creation of "Theater Alleys" and "Theater Boulevards" will also make the area more attractive to pedestrians, as will the upgrading of Boston Common's southeastern edge. Chinatown's pedestrian network should also be improved by adding pedestrian amenities to Kneeland Street and by creating a better north/south route between the neighborhood and downtown Boston.

The enhancement of "Theater Alleys" and "Theater Boulevards" will also make the area more attractive to pedestrians, as will the upgrading of Boston Common's southeastern edge

Safe pedestrian access from theaters to both parking garages and subway stations will be facilitated by additional lighting for streets and transit stations and increased attention to security needs. Preliminary sketches for an air-rights museum/office development over the Wilbur Theater, for example, included a covered pedestrian walkway from both the Wilbur and the Wang Center to the New England Medical Center Orange Line station and the Tufts/NEMC parking garage.

To minimize impacts on nearby residential areas and on pedestrian ways, garage entrances will be located on arterial streets such as Boylston, Tremont, and Stuart Streets, away from Chinatown and Bay Village residential areas. To encourage school and charter buses to bring people to the district, a central location for the storage of buses is currently being evaluated. Since many of these buses now park and idle on Tremont Street across from Boston Common, the new loading and storage areas will also help make the Common more attractive to pedestrians. New drop-off locations are also being identified for retail and cultural facilities and major new projects will be required to include carefully-sited loading facilities.

Some of these projects are already included in the city's capital budget. The city is currently spending \$964,000 to build brick sidewalks, install new streetlights, and plant trees along lower Washington Street. The city's 1985 capital plan also includes funds to study Downtown Crossing's pedestrian environment and to add pedestrian amenities in Park Square. Fu-

ture capital budgets will have to include funds to complete the district's pedestrian and road network. In addition, promotion campaigns for the district will be undertaken by the Cultural District Trust, a new public/private partnership formed to aid in the revitalization of the area.

Promotion

Transportation improvements made in the district need to be promoted and effectively communicated. A clear system of traffic signs are needed to direct drivers in and out of the district and to direct drivers to parking garages. A similar set of signs will direct pedestrians to Cultural District facilities and to direct subway riders to theaters. In addition, a broad public promotion campaign is required to make the district's users aware of the various options which might be available to them. The development of a distinctive Cultural District logo will help guide people to the district's many facilities.

Transportation improvements made in the district need to be promoted and effectively communicated.

The use of certain parking garages can be encouraged through a number of policies. Directions to those facilities can be included in ticket mailings to theater goers and discount incentives can be provided to theater goers using specific garages. Parking vouchers for some garages can be sold through the mail along with tickets to Cultural District events. The use of outlying parking facilities located adjacent to mass transit stations can be encouraged through promotion.

Similarly, mass transit facilities can be promoted in ticket mailings and through maps given out at Cultural District theaters many of which are near the Orange

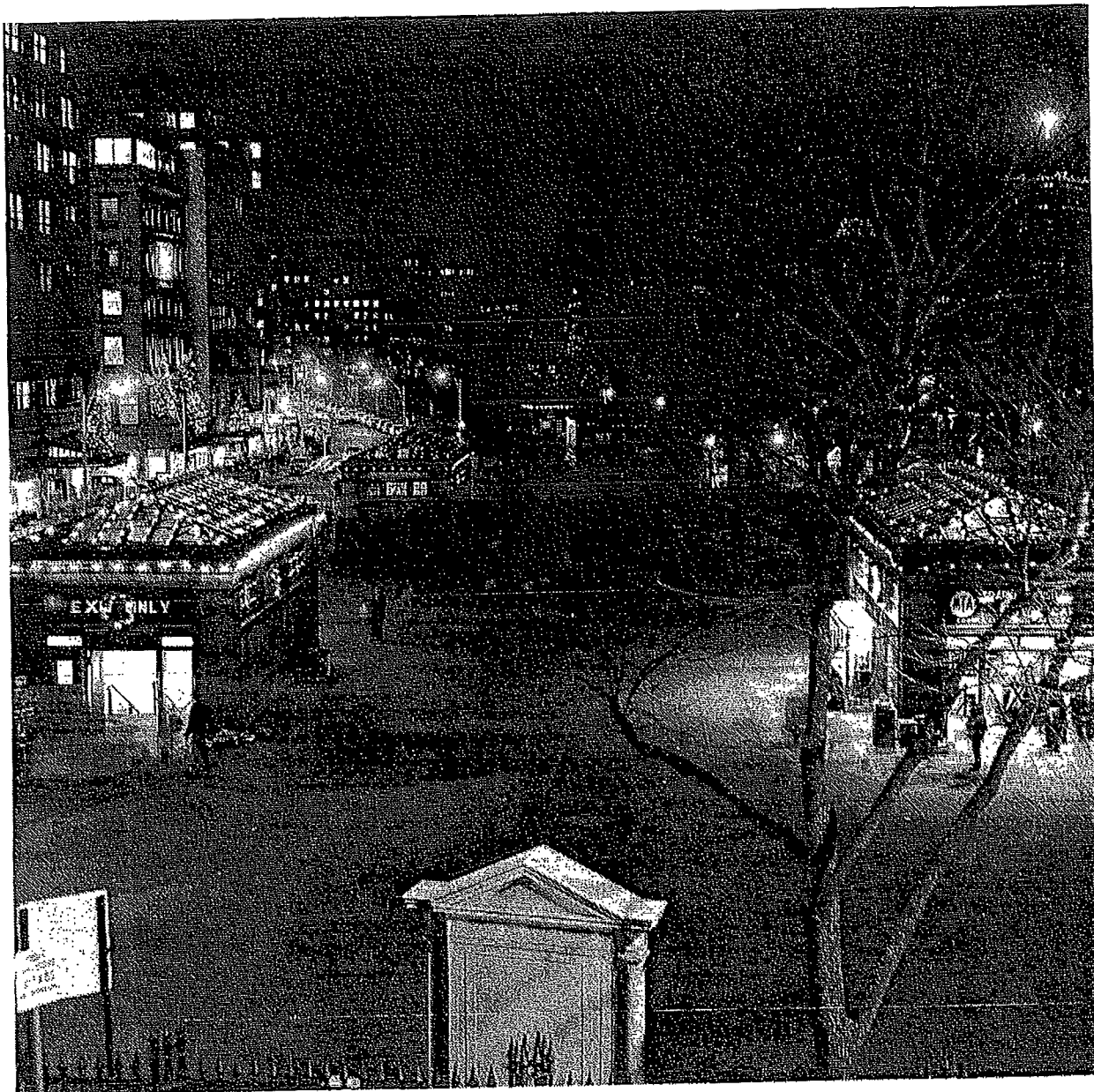
Line's NEMC stop, the Green Line's Boylston Stop, and the Red Line's Downtown Crossing stop. These efforts can also promote park-and-ride facilities operated by the MBTA, possibly through a "frequent parker" program. The MBTA has expressed a willingness to include maps of the Cultural District in the area's subway station and to promote Cultural District access in its advertising campaigns. The campaigns can also emphasize connections between Cultural District subway facilities and rail stops at South Station, Back Bay Station, and North Station as well as connections between outlying MBTA parking facilities at sites such as Alewife, and Riverside and subway lines that serve the Cultural District.

Some of these projects are already included in the city's capital budget. The city is currently spending \$940,000 to build brick sidewalks, install new streetlights, and plant trees along lower Washington Street. The city's 1985 capital plan also includes funds to study Downtown Crossing's pedestrian environment and to add pedestrian amenities in Park Square. Future capital budgets will have to include funds to complete the district's pedestrian and road network.

History

The transportation plan will protect Midtown's historic street patterns which reflect the area's incremental physical growth through landfilling during the early nineteenth century and its economic growth as a retailing and cultural center in the mid-nineteenth and early twentieth century.

In the seventeenth and eighteenth centuries the route followed by what is now Washington Street was the only overland connection between the Shawmut Peninsula and the mainland in Roxbury. What is now Beach Street led down to the waterfront in Boston's large South Bay while Boylston Street, then called Frog Lane, led to the marshes of the Back Bay. What



Park Street Station

is now Downtown Crossing and the upper Tremont Street area were residential and commercial sections already developed with the medieval street pattern that still exists today.

The topography of the area changed greatly in the early nineteenth century with the filling of South Bay waterfront land to create Front Street, later renamed Harrison Avenue. The area changed again in the 1830s with the filling of South Bay for new wharves and railroad facilities. The creation of the Public Garden and the filling of the Back Bay made both Charles and Boylston Streets important routes for the district. In the mid-nineteenth century railroads also shaped the street patterns of the area. The configuration of Park Square, for example, was largely determined by the presence of a railroad station and yards in the square until the late 1800s.

Since the middle of the eighteenth century, mass transit facilities have connected Midtown with outlying areas. Starting in the 1850s horse-drawn streetcar service ran from the new downtown retail and office areas to nearby suburbs. In the 1890s, electric streetcars began operating in the city. By the late nineteenth century the extensive network of service and the rapid growth of the downtown area had created serious traffic problems, particularly along Tremont Street. In 1892 a state-appointed special commission on Boston's transportation needs recommended the construction of four railway lines and a Tremont Street subway tunnel to relieve traffic congestion in the area.

The first subway in America, running from under Tremont Street and the Boston Common from Park Street to the Public Garden, opened in 1897, more than 50 years after underground trolley lines were first proposed for the area. Over the next two decades rapid transit construction in the area continued at an

aggressive pace. Park Street to North Station service started in 1898. The elevated line from Sullivan Square to Dudley, via the Tremont Street subway, opened in 1901 as did the elevated line that travelled down Atlantic Avenue then up Harrison and Beach Streets and onto Dover Street (now East Berkeley Street). This line was closed in 1938 and was torn down for scrap metal during World War II. In 1908 the Washington Street tunnel, now part of the Orange Line, opened. In 1912 the Park Street to Harvard Square tunnel opened. The tunnel, which is now part of the Red Line, was extended to South Station in 1916, to Broadway in 1917, and to Andrew Square in 1918. In addition, the Tremont Street subway, now called the Green Line, was extended to Kenmore Square in 1914.

In the post World War II era, a number of projects changed traffic patterns in the area. In the 1950s and 1960s, the construction of the Central Artery, the Southeast Expressway, and the Massachusetts Turnpike, dramatically altered nearby areas and made the area much more accessible by car. City-owned downtown parking garages, such as the Kingston/Bedford garage and the Boston Common garage (which is now owned by the Massachusetts Convention Center Authority) were constructed to attract drivers to Boston's ailing downtown. The era also saw a decline in mass transit and train service, most notably the closing of the Old Colony rail line in the 1950s.

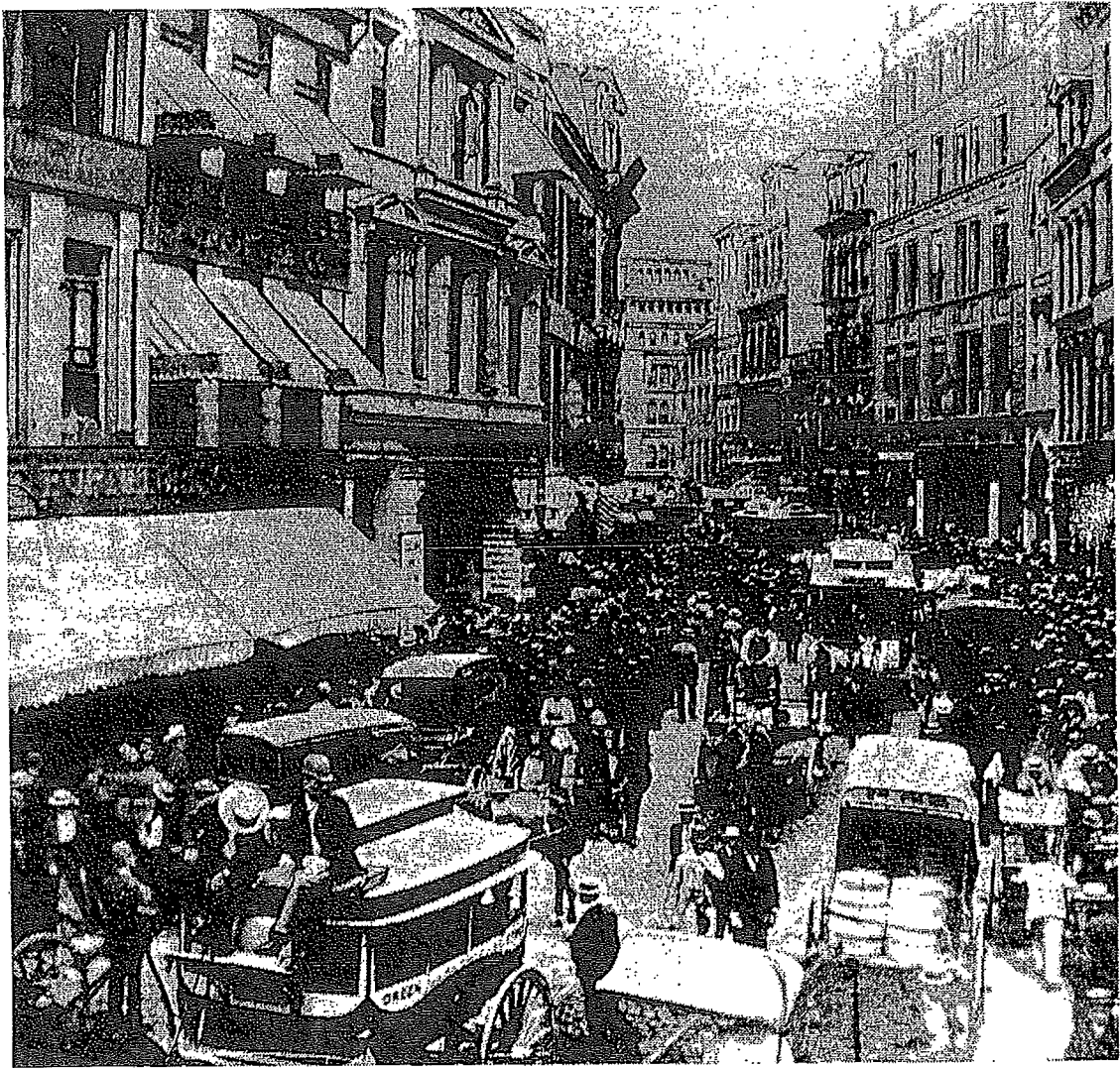
The first subway in America, running from under Tremont Street and the Boston Common from Park Street to the Public Garden, opened in 1897, more than 50 years after underground trolley lines were first proposed for the area.

Post-war proposals to improve the area's traffic problems included plans to build a truck tunnel under the Ladder Blocks as well as proposals to build either an elevated walkway or roadway on Washington Street. Most post-war plans for the area also called for extending existing mass transit lines to the growing suburbs around Route 128 and building a third underground subway tunnel in the downtown area to relieve overcrowding in the Green Line's main tunnel.

While many of these proposals were never carried out, some major improvements were made to the area's mass transit systems during the 1970s and 1980s. Extended and improved subway service was introduced into the area through the \$574 million Red Line extension and the new, \$743 million Orange Line. Recently the MBTA finished station renovations which will allow the operation of longer Red Line trains, a move which will increase the capacity of that line by 50 percent.

Recently the MBTA finished station renovations which will allow the operation of longer Red Line trains, a move which will increase the capacity of that line by 50 percent.

In 1978 the Downtown Crossing pedestrian mall was created to improve the atmosphere and attractiveness of Boston's retail heart. Other major street improvements in the district included the construction of a Charles Street extension in Park Square and the reconfiguration of intersections at Boylston, Essex, and Washington Streets; at Bromfield and Franklin Streets; and at School, Milk and Water Streets. More recently, the city has, as part of its Traffic Relief Program, removed parking meters and strictly enforced no parking regulations on many major streets in the district including Tremont Street, Stuart Street, Kneeland Street, Boylston Street, and Essex Street.



Newspaper Row, Upper Washington Street, 1887
(BOSTON ATHENAEUM)

Summary

The Midtown Cultural District Transportation Access Plan proposes a multi-pronged strategy so the area's transportation system can serve the district's new residents, workers, and visitors without creating adverse traffic impacts in Chinatown. The strategy, developed by the city's Transportation Department, state transportation agencies and the community, maximizes the use of existing mass transit facilities and proposes a number of measures to improve the area's transportation systems.

A key part of the plan is to locate major new buildings in the parts of the district that are well served by mass transit. Each of those projects will be required to assess their transportation impacts and to implement aggressive transportation management programs. Siting a variety of uses in the buildings will also reduce peak-hour demands on local transportation systems. Total build-out for the district will be controlled so that the aggregate amount of new development does not overwhelm the transportation system.

The plan calls for improving the area's mass transit systems by adding a new Midtown subway connection, improving service on subway and rail lines, renovating subway stations that are in poor condition, and finally establishing South Station as a regional transportation center that includes train, bus, subway, and shuttle bus service as well as extensive parking facilities.


As part of the Midtown Cultural District Plan, the city's Transportation Department, the Chinatown community, the Cultural District Task Force, and others are working with TAMS, a traffic consultant hired by the city, to jointly develop a traffic circulation plan that will improve traffic problems in the district while reducing through traffic in Chinatown. The Transportation Department has already proposed a new ramp system for the Massachusetts

Turnpike that will create ways for Back Bay drivers to get to the Central Artery without having to travel through either Midtown or Chinatown.

While the plan encourages extensive use of mass transit, parking facilities will be provided within the district. These facilities will be carefully located where they can accommodate both day-time and evening users. Entrances to the garages must be located on major streets so that entering and exiting vehicles do not spill onto local streets. In addition, the spaces in the facilities will be allocated to the various users of the district. New parking facilities will be constructed at South Station and will be connected to the district's cultural facilities through an extensive shuttle bus system.

As a vital urban area, the Midtown Cultural District's streets and ways will be pedestrian-oriented. The plan envisions creating a network of pedestrian-oriented ways on both streets and alleys. This network will connect the district with nearby areas, improve the neighborhood quality of life for the district's new and existing residents, and connect important centers, such as cultural facilities, with mass transit stations and nearby parking garages.

Finally, these measures will be communicated to the district's users through an aggressive public information campaign that clearly explains how to access the area by mass transit and car.



ACHIEVING THE PLAN

For more than 30 years major redevelopment efforts in Boston -- such as the Prudential Center, Charles River Park, Government Center, and the failed 1971 Park Plaza Urban Renewal Plan -- were based on a model that called for building major new projects to stimulate reinvestment in distressed areas. The Midtown Cultural District Plan creates a new model suitable for our times. Taking an approach that relies on appropriately-sized new private development to provide the economic support for affordable housing, cultural facilities, and historic preservation, the plan builds incrementally from the edges of the district toward the center.

The traditional urban renewal strategy of redevelopment relied on significant public funding, involved demolition and displacement, and excluded the affected neighbors from the planning process. The city's current redevelopment strategy is more incremental in nature, and relies on an extensive community process to reach a balance of interests.

Accomplishing the goals of the Midtown Cultural District Plan will also require extensive coordination by city and state governments with the private sector and community and neighborhood groups.

For example, a number of city and state departments and agencies need to include components of the Midtown Cultural District Plan in their future public improvement programs and budgets.

Achieving the Plan: Redevelopment Strategy, Zoning Plan, Related Public Actions, and Community Participation Process

The Midtown Cultural District Plan follows an approach that is the direct opposite of the direction taken by downtown urban renewal plans for the last three decades. The Midtown plan is incremental, relying on multiple projects and development teams, and building upon what already exists and what should be preserved and enhanced. The plan does

WHY A DISTRICT ZONING PLAN

1952: CITY ORDINANCE

*Planning Board required
to make a master plan*



1960: STATE LAW

*Legislature makes
Boston Redevelopment Authority
City's Planning Board*



1987: DOWNTOWN ZONING PLAN

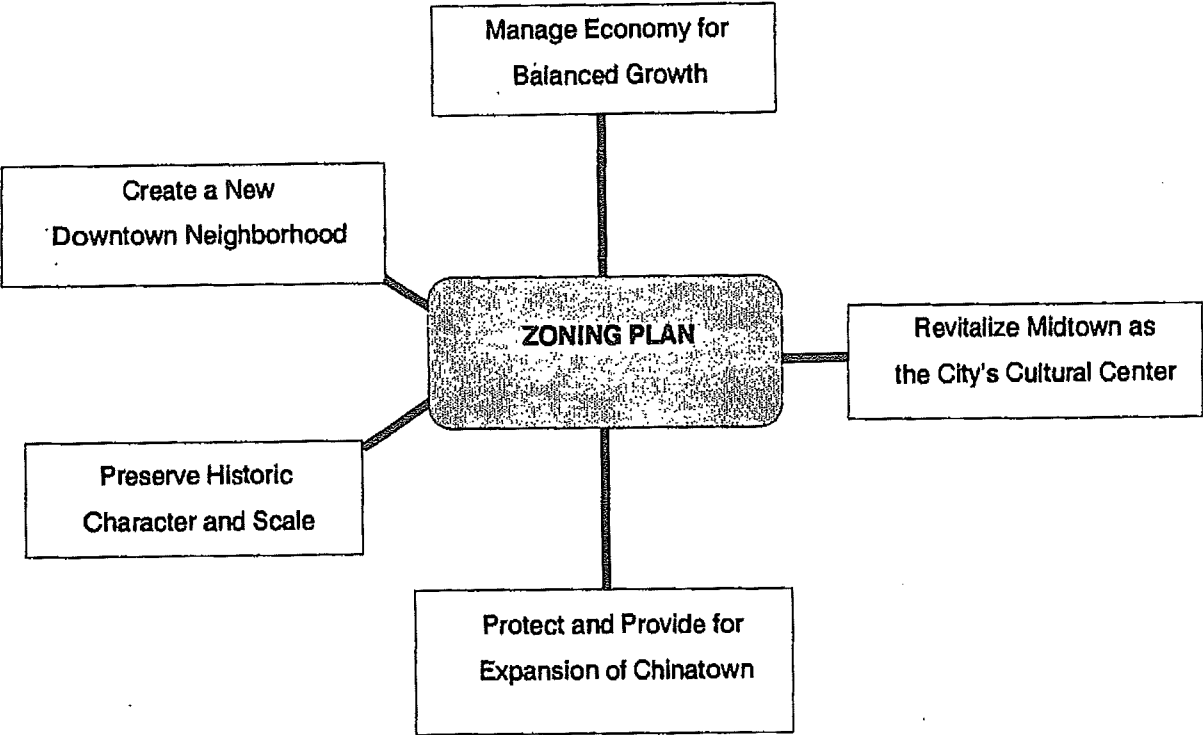
*City requires creation of
eleven district plans for downtown*



1988: MIDTOWN CULTURAL DISTRICT AND CHINATOWN COMMUNITY PLAN

First of eleven district plans

PURPOSE OF THE ZONING PLAN



not try to rejuvenate the area by providing massive public subsidies for an oversized project at the center. Instead the plan tries to revitalize the Midtown area by extending the strong existing uses at the area's edges towards its underutilized center.

The Midtown Cultural District Plan follows an approach that is the direct opposite of the direction taken by downtown urban renewal plans for the last three decades.

The plan also studies existing uses and buildings as well as the microclimates of small areas to ensure that the scale and character of growth is not overwhelming. Ultimately this approach will lead to redevelopment at the center of the district without having to use massive public subsidies and without allowing inappropriately-sized buildings or incompatible uses. Through zoning the plan requires a mix of uses in the area, including cultural facilities and housing. The strategy also uses housing and jobs linkage policies to ensure that all Boston residents have access to the benefits of downtown development. Guidelines for the development of publicly-owned land such as the Kingston/Bedford parking garage and the last Park Square urban renewal parcel have also been used to ensure that all of the city's residents can participate in the benefits of development. To ensure that all residents of the city have access to downtown jobs, the plan requires that space in new large office buildings be set aside for day care facilities. This development strategy has been further refined by analyzing the locations of historic buildings in the Midtown area and studying the skyline, microclimate, and transportation impacts of different development scenarios for the district. According to analyses done of this program, the development program affects only a handful of the more than 130 historic buildings in the district, generates a manageable amount of new traffic if certain transportation improvements are made, creates relatively few new shadows during key fall, spring, and

summer months in important public areas such as Boston Common and Downtown Crossing, and does not overwhelm the Boston skyline or the pedestrian character of the district.

For example, the redevelopment of the city-owned Kingston/Bedford parking garage in the Bedford/Essex corridor will be appropriately scaled. Because the project will be built on city-owned land, it will also generate a number of other public benefits as part of the Parcel-to-Parcel I linkage program. People of color are equity partners in the development of the site. A second site in Roxbury will be developed as part of this program. Profits from the development will be used to capitalize a community development fund for Chinatown, and housing linkage from the development will be directed to Chinatown.

The redevelopment of the city-owned Kingston/Bedford parking garage in the Bedford/Essex corridor will be appropriately scaled.

The Bay Village edge is protected by strict height and density limits. Nearby, the Park Square Parcel-to-Parcel II development extends the Back Bay and Bay Village residential communities and helps fund transitional and affordable housing in the South End. Park Square height limits reflect the lower density of nearby residential areas.

Another part of the strategy is to extend the residential community on Tremont Street across from Boston Common, a trend that the private sector has already begun. Buildings in this location must reflect the historic lower building heights along the Common.

The plan encourages appropriately-scaled commercial growth in the historic Ladder Blocks area between Tremont Street and upper Washington Street. This growth must be carefully managed to ensure that the area's historic buildings are protected while the area's growing service and office economy continues to grow. Proposed projects will be reviewed on the basis of how well they balance these needs.

New projects in the lower Washington Street area, which is part of the city's historic entertainment district, will include a mix of commercial space, retail facilities, housing, and cultural facilities. The cultural facilities will reinvigorate lower Washington Street as an arts center for the city, a role it has played for almost 200 years. The city and the community are currently reviewing proposals for development on lower Washington Street which would include all of these uses. The city-owned Hayward Place parking lot could also become a mixed-use development that includes a variety of new retail facilities which will complement Downtown Crossing. The variety of uses meeting in this area, including the growth of Chinatown up Beach Street and along lower Washington Street, will make it economically feasible to develop the Hinge Block and the vacant parking lot next to the Shubert Theater without the need for excessive building heights or high-rent office facilities.

The different uses will begin to meet in the lower Washington Street area, which is part of the city's historic entertainment district.

The plan proposes limiting heights on the Hinge Block to 125 feet (155 feet with design review), the historic zoning for the area since the 1920s. The zoning would preserve the historic scale of the block and allow a variety of uses, including housing, offices, retail facilities, and cultural uses. Planning for the site has identified the Hinge Block as a possible Visual Arts Center that would include a number of galleries, a satellite museum, and small performance art and experimental film/video theaters within mixed-use development. A large public area at the center of the block could become the focus of a network of pedestrian-oriented ways and could be used for impromptu performances. In addition, planning for Chinatown has identified the block as the possible site for at least 150 units of affordable housing for Chinatown residents. An Asian cultural center or other theater use could be located in the 80-year old Publix/Gaiety Theater on Washington Street.

Proposed zoning limits heights on the Hinge Block to 125 feet (155 feet with design review), the historic zoning for the area since the 1920s.

Chinatown

In a related process, the city will continue working with the Chinatown/ South Cove community to develop a community-based comprehensive development plan for Chinatown. The plan, released in draft form in February 1988 and ratified by the community in March 1988, addresses issues of housing, community services, business and economic development, land use, transportation, and traffic.

The city will continue working with the Chinatown/ South Cove community to develop a community-based comprehensive development plan for Chinatown.

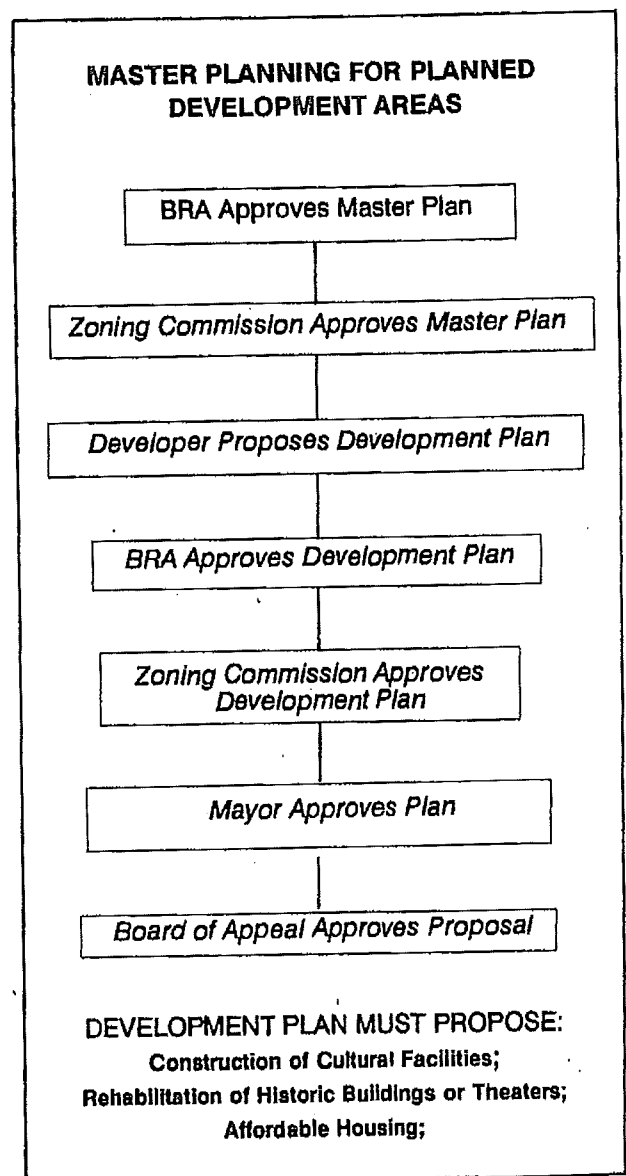
Supporting the continued growth of Chinatown is fundamental to the success of Midtown Cultural District Plan. The community-based planning process is addressing ways to meet Chinatown's needs for affordable housing, better economic opportunities, and more open space. These needs can be met in the lower Washington Street area, the Hinge Block, the Bedford/Essex corridor, and air rights over the Massachusetts Turnpike. In the future, Chinatown should also grow onto land created by the depression of the Central Artery, the Gateway sites.

Many of these areas are already being transformed by the growth of the Chinatown neighborhood. More than 40 Asian-owned businesses are now operating in the Midtown Cultural District, leading the way in the area's revitalization. The redevelopment of the Kingston/Bedford site as part of the city's Parcel to Parcel I program is a model for Chinatown community participation in the redevelopment of the Midtown Cultural District.

The Midtown Cultural District Zoning Plan

New zoning for the Midtown Cultural District will create a legal mechanism that implements many of the policies outlined in the Midtown Cultural District Plan. The zoning plan can be approved only after both the BRA and the city's Zoning Commission hold public hearings. The primary purposes of the zoning plan are:

- To manage the Downtown economy in a way that promotes balanced growth for Boston, by



preventing overdevelopment of the Financial District and Back Bay commercial areas;

- To revitalize Midtown as the city's center the performing arts, by creating new cultural facilities;
- To protect and provide for expansion of the thriving Chinatown neighborhood, by creating affordable housing and new and expanded facilities for community services and by controlling institutional expansion;
- To preserve the historic resources of the district by giving legal protection to 122 historic buildings and 8 landmarks; and
- To create a new residential neighborhood downtown by constructing 3,000 new dwelling units, at least 800 of which will be affordable.

As one of the first permanent district plans to be created following the passage of the Downtown Interim Zoning Plan in September 1987, this comprehensive plan will be specially tailored to the unique character and demands of the various areas within the Midtown Cultural District. By setting firm guidelines, the zoning plan is intended to speed the revitalization of the district. Because one of the central purposes of this historic rezoning is to establish strict rules for development, the zoning plan will also provide, to the greatest extent possible, predictable regulations that minimize the number of variances sought by developers. Planned Development Areas ("PDAs") will be permitted to be established in certain areas within the Midtown Cultural District, in which development will take place only in accordance with the master plan approved for the district.

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As of Right Height and Density Regulations

In order to preserve the scale of the district and provide predictability in regulation, the zoning plan will establish four protection areas within the Midtown Cultural District. Protection areas include:

- Boston Common and Public Garden Protection Area
- Bay Village Protection Area
- Ladder Blocks and Washington Street Theater Protection Area
- Newspaper Row/Old South Protection Area

The plan will allow a building height of 125' (155' upon design review, about 12 stories) and will limit building density to eight times the size of the building lot throughout the area (ten times with design review), except within the area adjacent to Bay Village, where a building height of 65' (about 5 stories) and a density of four times the size of the building lot will be allowed.

Density Bonus for Affordable Housing, Cultural Facilities, or Day Care Centers

Outside of the master plan Planned Development Areas, the zoning plan will permit a density bonus of up to 20% if a developer builds affordable housing, or up to 10% for construction of a theater or other cultural facility, or for a large family care or day care center. To qualify for the density bonus for housing, at least 75% of the proposed project must be housing, with at least 10% of that space affordable to low- and moderate-income families. The developer may choose to provide the affordable housing elsewhere within the district or Chinatown, but in that case must create a number of affordable dwelling units equal to at least 20% of those built in the proposed project. The developer could also choose to build a theater or other cultural facility for which there is an identified need in the district, or provide a large family care or day care center.

Master Planning

A special master plan will govern development in certain Planned Development Areas. Contained within this zoning plan, the master plan sets forth the development concept for the area. It includes the planning objectives for the area, a statement of the character of the proposed uses of the areas, and the range of dimensional requirements contemplated for each of the proposed uses.

The zoning plan will allow additional building heights only in the specified Planned Development Areas, in accordance with the zoning plan's approved Master Plan for development. Within Planned Development Areas, projects must proceed according to a development plan approved after public hearings by the BRA and the Zoning Commission. The Board of Appeal must then approve exceptions for the additional

BUILDING HEIGHT AND DENSITY

125' (10 stories) as-of-right; 155' (12 stories) urban design review

Density Incentives
Housing

Cultural Facilities

Day Care or Family Care Center

Community Services

Neighborhood Businesses

Active Ground Level Uses

Non-Profit Cultural Space

**Boston Common/Public Garden
Protection Area**

*Special Height limits within
100 feet of Boston Common
and Public Garden*

Historic Preservation

Rooftop additions limited

height. Projects in approved Planned Development Areas must comply with design review requirements, described below under Design Regulations.

The zoning plan will allow additional building heights only in the specified Planned Development Areas, in accordance with the zoning plan's approved master plan for development.

The range of building dimensions established in the master plan for particular sites have been determined on the basis of location within the district, developable site area, proposed uses, and the historic character of buildings currently on particular sites. For example, the maximum building height allowable within residential developments will be 235' (about 20 stories), with building density limited to twelve times the size of the building lot.

Creating Cultural Facilities, Rehabilitating Historic Buildings, and Building Affordable Housing

Projects in PDAs must mitigate the negative impact of increasing land values in the district in the following ways:

- the construction of an on-site theater or other cultural facility;
- the rehabilitation of certain identified landmarks, historic buildings and theaters; or
- the construction of on-site housing, ten percent of which must be affordable for low- and/or moderate-income households.

Neighborhood Business Opportunities

In order to preserve and promote opportunities for business establishments from the Chinatown and South Cove neighborhoods, the zoning plan provides that major new developments take affirmative actions to create neighborhood business opportunities. Using funds created by the Kingston-Bedford project's community development fund, small businesses will be able to expand into the district.

The zoning plan will also provide a small business expansion area to facilitate the further expansion of small businesses on the ground level in the Midtown Cultural District.

In order to preserve and promote opportunities for business establishments from the Chinatown and South Cove neighborhoods, the zoning plan provides that major new developments take affirmative actions to create neighborhood business opportunities.

The ground level and street walls of the streets listed below in Table E constitute the Small Business Expansion Area. Within the Small Business Expansion Area, the maximum street frontage of any single use is fifty feet (50'), and the maximum ground level floor area to be devoted to any single use with street frontage is three thousand (3,000) square feet.

**TABLE E
SMALL BUSINESS EXPANSION AREA**

Street	From	To
Chauncy Street	Avenue de Lafayette	Essex Street
Essex Street	Washington Street	Kingston Street
Harrison Avenue	Hayward Place	Essex Street
Washington Street	Stuart Street	Boylston Street

Chauncy Street Avenue de Lafayette Essex Street
Essex Street Washington Street Kingston Street
Harrison Avenue Hayward Place Essex Street
Washington Street Stuart Street Boylston Street

Active Ground Level and Cultural Uses

To create an area attractive to pedestrians and residents, the zoning plan will allow the ground floors of all new development in the Midtown Cultural District to contain only active commercial or cultural uses. The presence of these uses at the ground floor will provide the level of activity essential to achieving renewed vitality in the area. To provide a further incentive for these uses, the lot size of a building containing active ground-level uses, space set aside for community services and day care facilities, and cultural uses will not be included in the calculation of building density. However, the space will be counted when calculating building heights.

To create an area attractive to pedestrians and residents, the zoning plan will allow the ground floors of all new development in the Midtown Cultural District to contain only active commercial or cultural uses.

Housing Priority Areas

The zoning plan will designate certain areas within the Midtown Cultural District as "Housing Priority Areas." Within these areas, the zoning plan will ensure that at least 75% of all development within the Housing Priority Area is for housing. The Housing Priority Areas will be established next to the Boston Common along Tremont Street, and south of Stuart Street adjacent to Bay Village and Chinatown.

Inclusion of Day Care Centers

Any Proposed Project having a gross floor area, not including the floor area devoted to Residential Uses, which equals or exceeds one hundred thousand (100,000) square feet, up to five hundred thousand (500,000) square feet, shall devote to day care facilities an amount of floor area equal to at least four thousand square feet. Any Proposed Project having a gross floor area which equals or exceeds five hundred thousand (500,000) square feet, up to one million (1,000,000) square feet, shall devote to day care facilities an amount of floor area equal to at least eight thousand (8,000) square feet. Any Proposed Project having a gross floor area which equals or exceeds one million (1,000,000) square feet shall devote to day care facilities an amount of floor area equal to at least twelve thousand (12,000) square feet. An Applicant for a Proposed Project subject to the provisions of this paragraph may fulfill its obligations under this paragraph by: (a) creating such facilities on-site; or (b) creating such facilities, or causing such facilities to be created, in the vicinity of the Proposed Project, within the Midtown Cultural District, Bay Village or Chinatown. Any Proposed Project subject to the provisions of this section shall devote to on-site day care facilities an amount of floor area equal to at least four thousand (4,000) square feet.

Uses Generally Allowed

Except where residential and active ground level uses are required, the zoning plan will allow a broad spectrum of uses throughout the Midtown Cultural District. Among the uses that will be allowed are: service; retail; commercial; residential; and restaurant and entertainment. To ensure future manufacturing uses are not detrimental to the character of the district, they will, in the future, be permitted only conditionally.

The boundaries of the Adult Entertainment District will remain in their present, historical location. In order to respect constitutionally-protected liberties, the zoning plan effects no legal change in the district's status. Adult entertainment uses will be allowed only within that area.

The zoning plan will provide that certain other uses are permitted, but only if they will not be detrimental to the character of the area. In addition to light manufacturing uses, such conditional uses will include: parking lots or garages; automotive rental agencies; and institutional and wholesale uses. Projects containing such uses will not be forbidden, but will require community review and Board of Appeal approval.

The boundaries of the Adult Entertainment District will remain in their present, historical location.

Historic Preservation

In order to promote the preservation of historic buildings the zoning plan will exclude additions to such structures within a Planned Development Area from eligibility for building height and floor area which exceeds the historic height limit, and will prohibit the granting of exceptions for height and density for extension of a historic building. Rooftop additions will be limited to 125'.

Restrictions on Demolition and Change of Use of Theaters. In order to preserve the existing concentration of theater structures and uses in the Midtown Cultural District, the zoning plan will prohibit demolition or change of use of the existing theaters in the district. An existing theater can be demolished if the theater is unsafe and demolition is required under the State Building Code, or the Board of Appeal finds that

demolition will not be detrimental to the character of the district. In addition, as a condition to allowing demolition, a new development on the lot that contained all or a portion of the theater to be demolished will be required to provide replacement space for cultural uses.

Design Regulations

The Midtown Cultural District has historically been part of the human scale and fabric of Boston. A major objective of the Midtown Cultural District Plan is to allow for freedom of design, while preserving and enhancing the district's historic architectural character. To implement this objective, the new zoning for the district will:

A major objective of the Midtown Cultural District Plan is to allow for freedom of design, while preserving and enhancing the district's historic architectural character.

- Provide that projects within Planned Development Areas must be architecturally compatible with their surrounding area, satisfy environmental criteria concerning shadows and wind, and be reviewed by the Boston Civic Design Commission;
- Contain regulations providing for street wall continuity and street wall height to establish an attractive pedestrian area and avoid windswept plazas;
- Establish set-backs for portions of buildings to ensure that sufficient light and air reach the street; and

- Limit the size of portions of buildings exceeding the street wall height, resulting in slender buildings rather than boxes.

In addition to the design regulations, every project in the district larger than about five stories will be subject to design review in accordance with the city's Development Review Requirements. The reviews assess a project's impact on the environment, the transportation and infrastructure systems, historic resources, the streetscape, and the skyline.

Necessary City Actions

The success of the Midtown Cultural District Plan depends on a coordinated program of actions by the Mayor, the Boston City Council, and city agencies and departments.

Boston Landmarks Commission

- Creation of Historic Districts. The creation of new historic districts in the Ladder Blocks and in Chinatown should be initiated by the Landmarks Commission and presented to the City Council and the Mayor for approval. In addition, the Commission should consider protecting historic districts in areas already on the National Register of Historic Places, such as the Piano Row Historic District, the Washington Street Historic Theater District, and the Liberty Tree Historic District.
- Designate landmark buildings. The Commission can designate important Midtown Cultural District buildings as protected landmarks.

If new historic districts in the Midtown Cultural District are created by the City Council and the Mayor, the Landmarks Commission will review proposed changes to buildings in those districts.

- Review development proposals. The Commission reviews all proposed changes to landmark buildings. If new historic districts in the Midtown Cultural District are created by the City Council and the Mayor, the Commission will review proposed changes to buildings in those districts.

Neighborhood Housing Trust

Reservation of Housing Contribution Grants. The Neighborhood Housing Trust should adopt a resolution that Housing Contribution Grants from developments in the Midtown Cultural District be reserved for the construction of affordable housing for the Chinatown neighborhood, in keeping with the city's policy to provide affordable housing and reduce overcrowding in that neighborhood.

The success of the Midtown Cultural District Plan depends on a coordinated program of actions by the Mayor, the Boston City Council, and city agencies and departments.

Office of Capital Planning

- Major Public Improvements. Future city capital budgets should include funds for improvements to Midtown Cultural District parks, streets, sidewalks, and public areas. Proposed public improvements in the Midtown Cultural District Plan would cost between \$20-and-\$25 million.

Boston Zoning Commission

- Historic Preservation Zoning Amendment. A city-wide historic preservation zoning amendment now before the Zoning Commission would also

protect historic buildings in the Midtown Cultural District. The amendment mandates that for five years, the Landmarks Commission review the proposed alteration of all historically-significant buildings in the city while the commission decides which of those buildings should be permanently protected through designation as landmark buildings.

- **Planned Development Areas.** The Zoning Commission must approve a development plan after a public hearing before a project is allowed to exceed the base zoning in a planned development area.

Boston Zoning Board of Appeal

- **Planned Development Areas.** The board of appeal must approve exceptions to the underlying zoning for projects to exceed the base zoning for the district in Planned Development Areas.

Boston Transportation Department

- **Transportation Master Plan.** The Transportation Department, working with community groups, is developing and will implement a transportation master plan for the Midtown Cultural District and for Chinatown. The plan will create new east/west connections, reduce traffic flow in Chinatown and establish pedestrian-oriented areas in locations such as Phillips Square and Beach Street.

Boston Parks and Recreation Department

- **Boston Common Improvements.** The Parks Department's master plan and improvements of the Boston Common, at a cost of more than \$1,000,000, have been an overwhelming success. The improvements, which are a critical part of the Midtown plan, include measures that upgrade the southeastern corner of Boston Common.

- **Elliot Norton Park.** As part of the city's 1985 capital plan, the parks department is overseeing the \$575,000 redesign and reconstruction of Elliot Norton Park.
- Any new park or open space initiated by the Boston Redevelopment Authority will be managed by the Parks Department, and all existing Boston Redevelopment Authority-owned parks and open space in Midtown and Chinatown will be conveyed to the Parks Department.

Office of Arts and Humanities

- **Cultural District Trust.** OAH will work with the Midtown Cultural District Task Force to shape and implement the non-profit corporation which will oversee certain cultural facilities in the District.
- **Cultural Facilities.** OAH will work with Boston's arts community to identify and detail the range of new facilities proposed for the District.
- **Funding:** OAH will work with the Trust, once established, to ensure necessary financial operating support.
- **Project Review.** OAH will participate with the arts community in reviewing projects in the District containing cultural components.

Boston Department of Public Works (DPW)

- **Downtown Crossing.** The DPW has begun improvements to Downtown Crossing, in conjunction with Downtown Crossing Association. Funding for a study of the improvements, costing \$100,000, was part of the 1985 city capital plan.

- **Park Square.** The DPW is finishing improvements to Park Square's streets, sidewalks, and public areas, costing \$5,800,000. The improvements were part of the 1985 city capital plan.
- **Other improvements.** The DPW has scheduled completion of capital programs which include the reconstruction of lower Washington Street's sidewalks at a cost of \$940,000, and \$90,000 for design funding for the reconstruction of Beach Street from the Chinatown gateway to Washington Street.

Boston Licensing Board and the Mayor's Office of Consumer Affairs and Licensing

- **Review of licenses.** Both licensing authorities have been successful in implementing policies that require the identification of the true owners of all licensed establishments in the city, including those in the Combat Zone. Enforcement of this policy has already revealed that some true owners of Combat Zone facilities have criminal records which may disqualify them from holding liquor and entertainment licenses.

Both licensing authorities have been successful in implementing policies that require the identification of the true owners of all licensed establishments in the city, including those in the Combat Zone.

Boston Redevelopment Authority

- **Chinatown Community Plan.** The BRA and the Chinatown/South Cove Neighborhood Council will adopt and implement a Chinatown Community Plan. The BRA will also issue requests for proposals to develop city-owned sites in Chinatown for affordable housing. The BRA has

already required the inclusion of minority and neighborhood equity partners in the development of city-owned land in the Midtown Cultural District.

- **Urban Design Guidelines.** The BRA will establish comprehensive urban design guidelines to be used in the review of proposed projects in the Midtown Cultural District.
- **Project Review.** The BRA and community groups will review proposed large projects to make sure they are in keeping with the policies outlined in the Midtown Cultural District Plan.
- **Planned Development Areas.** The BRA must approve development plans for projects allowed to exceed the base zoning for the district as Planned Development Areas.

Necessary State Actions

State transportation agencies will play an important role in the in the Midtown Cultural District because their actions will help alleviate traffic problems in the area. In addition, state grant programs could help pay for improvements to Boston Common, affordable housing in the district or in Chinatown, the construction of a new parking garage in or near the district, and the renovation and operation of historic theaters and buildings in the district. The state legislature may also need to approve increases to the MBTA budget to pay for mass transit improvements needed to revitalize the district.

State Department of Public Works

- **Beach Street ramp.** The state DPW must finalize its plans to close the Beach Street ramp to the Central Artery.

- Back Bay connections with the Massachusetts Turnpike and Central Artery. The city has proposed that the state build limited access ramp connections between the Back Bay and the Massachusetts Turnpike. This action would reduce through traffic in the Midtown Cultural District and in Chinatown.

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MBTA

- Commuter rail improvements. The MBTA has scheduled the reopening of the Old Colony Line, creating better mass transit connections to the South Shore. The MBTA should also expand evening and weekend commuter rail service for theatergoers travelling from the suburbs to the Midtown Cultural District. This program will require a \$1 million increase in the MBTA's operating budget.
- Green Line improvements. The MBTA is finishing its current Green Line improvement program. To further increase the rush hour capacity of the Green Line the MBTA needs to buy 75 new cars at a cost of about \$85 million.
- Boylston Street Station improvements. The Boylston Street Green Line station, which is at the center of the Midtown Cultural District, needs to be renovated at a cost of \$25 million.

- Midtown Subway Line. The MBTA is studying proposals for a new Midtown subway line that would connect the Boylston Street Green Line station with the Orange Line, South Station and the Red Line, and new mass transit service planned for Fort Point Channel.
- Orange Line Replacement Services. The decision on the form and route of replacement service for the now-closed Washington Street elevated line is critical to Chinatown and the district. The state must decide on a plan that is acceptable to the community as soon as possible.
- South Station Transportation Center. The multi-modal transportation center under construction at South Station is a long-term asset to Boston and the district. Construction of the major new parking facility must begin within the next eighteen months.

Federal Government

The federal government can also aid the revitalization of the Midtown Cultural District.

- Tax Credits for Historic Preservation. Recently proposed changes to the federal tax code would also make tax credits for renovating historic buildings a more effective incentive for the renovation of historic buildings. The reemergence of the tax credits would also allow the state and federal government to review changes to historic buildings to make sure they are in keeping with the historic character of the building.

Recently proposed changes to the federal tax code would also make tax credits for renovating historic buildings a more effective incentive for the renovation of historic buildings.

- **Parking Freeze.** Changes may be required to the city's federally-controlled parking freeze to allow for the construction of parking facilities at the South Station Transportation Center.

Midtown Cultural District Trust

To carry out the plan will require the establishment of the Midtown Cultural District Trust. The organization of the Trust and related policy questions will be addressed by the Office of Arts and Humanities, the Midtown Cultural District Task Force, and the Boston Redevelopment Authority. The Trust will be eligible for tax-deductible gifts, grants, and contributions. The purpose of the Midtown Cultural District Trust will be to create a permanent endowment to govern the maintenance and advance and make accessible the arts, culture and arts education in the Midtown Cultural District of, by and for the diverse peoples of Boston and the New England region.

The Trust shall lease, develop, acquire, manage, operate, maintain and promote cultural facilities, open space, and air space in the Midtown Cultural District, and disburse funds, from all sources, to support the facilities and activities in the Midtown Cultural District. The Trust will also have the responsibility to promote the Midtown Cultural District.

The Trust shall lease, develop, acquire, manage, operate, maintain and promote cultural facilities, open space, and air space in the Midtown Cultural District.

Cultural District Neighborhood Planning Process

To ensure that new development in Midtown Boston is balanced, environmentally sound, and sensitive to the area's unique history and culture, city representatives have been meeting with neighborhood groups from Chinatown, South Cove, Bay Village, and other nearby neighborhoods. Local business groups, developers, six private consultants, the Midtown Cultural District Task Force, and representatives of the arts community have also been meeting to ensure that the plan represents the vision of the community.

Decisions affecting the future of Boston's Midtown Cultural District require the participation of its diverse neighborhood groups. The ultimate success of the Midtown Cultural District Plan, the translation of ideas and plans into reality, depends in great measure on establishing a process that assures citizen participation.

Neighborhood participation will be structured so that community representatives consider broad topics such as the mix of land uses, transportation, district character, and implementation strategies, as well as advocating development of cultural facilities and reviewing specific development proposals.

Decisions affecting the future of Boston's Midtown Cultural District require the participation of its diverse neighborhood groups.

The Midtown Cultural District Plan presents ideas and concepts that help to frame the planning discussions which will follow. While the document provides direction and basic principles, the neighborhood participation process will examine and develop the Cultural

District concept into a comprehensive plan. To do so successfully, the process must be public, open, and fair. The Midtown Cultural District Task Force, chaired by Lawrence Murray, serves as the citizen advisory committee for the Cultural District to guarantee an open and fair process.

The Midtown Cultural District Task Force Citizen's Advisory Committee will consist of persons representing the interests of the Cultural District as a neighborhood, abutting districts and neighborhoods, related city and regional groups, and concerned citizens. Because of the potential for impacts on Chinatown and Bay Village, the Executive Committee must have significant representation from the Chinatown and Bay Village neighborhoods. The diversity of interests that will be represented include:

Cultural District Neighborhood Interests

- Residential Community
- Business Community - Theater District Association
- Asian Business Community
- Property Owners/Developers

Abutting Districts and Neighborhoods

- Chinatown/South Cove Neighborhood
- Bay Village Neighborhood
- Park Square
- Downtown Crossing
- Boston Common

City and Regional Interests

- Corporate Leadership
- Greater Boston Real Estate Board
- Greater Boston Convention and Visitors Bureau
- Chamber of Commerce Center City Task Force
- Arts Patrons - Arts/Boston
- Arts Organizations - Massachusetts Cultural Alliance
- Individual Artists - Artists Foundation
- Designers - Boston Society of Architects
- Historic Resources - Boston Preservation Alliance
- Public Space - Green Space Alliance

Public-At-Large

- Citizens who have demonstrated special concern and commitment to the Cultural District. Committee chairs will be selected from this group.

The function of the Cultural District Task Force is to advise the Boston Redevelopment Authority, the Office of Arts and Humanities, and other relevant public agencies and commissions on all matters concerning the Cultural District at the center of Midtown. The Task Force will review reports and proposals from the BRA and OAH staffs and consultants, as well as from developers, community groups, and public agencies.

A major task of the Cultural District Task Force will be to review and make recommendations concerning the rezoning of the Cultural District. The Task Force will also actively participate in developing plans and guidelines for cultural facilities, the Cultural District Trust, and funding of public improvements and facilities, and issues regarding transportation, and design and development as outlined below:

- The Task Force will review reports and proposals from the BRA and OAH staffs and consultants, as well as from developers, community groups, and public agencies.

Cultural Facilities

The plan identifies new facilities and specifications.

The Committee advises BRA/OAH regarding:

- Refinement of specifications
- Review of theater renovation studies by consultants
- Review of developers' proposals

Trust and Funding

The plan identifies the Trust concept and potential funding sources.

The Committee advises BRA/OAH regarding:

- Drafting of Trust ordinance and bylaws
- Nomination of Trust members
- Development of private funding strategy

- Development of public funding strategy

Transportation

The plan identifies transportation objectives.

The Committee advises BRA/OAH regarding:

- Ensuring that transportation improvements meet the diverse and special needs of a Cultural District without adverse impacts to surrounding neighborhoods and the pedestrian environment

Design and Development

The plan identifies proposed zoning, district conceptual plan, preservation policies, and general urban design guidelines.

The Committee advises BRA/OAH regarding:

- Establishment of permanent zoning
- Creation of a district character theme and design guidelines for renovation and new construction
- Design of public space improvements
- Creation of a public art program
- Review of special studies (such as Hinge Block)
- Review of developers' proposals
- Review of licensing proposals

The diverse voices of the community must be heard in order that informed decisions can be made by the Boston Redevelopment Authority and the Office of Arts and Humanities. In order to ensure an open

forum for the many perspectives represented on the Task Force, the public record of meeting discussions and correspondence from the Task Force will reflect the varying viewpoints expressed. All members are encouraged to raise their comments verbally or in writing at Task Force meetings, to take information from meetings back to their constituents for discussion, and to submit comments from their constituents to the appropriate committee.

There are no hard boundaries to the Cultural District. Its edges overlap with those of the surrounding districts and neighborhoods, specifically Downtown Crossing, Chinatown/South Cove, Bay Village, Park Square, and Boston Common. Therefore, planning to address the issues and opportunities within each of these overlap areas will be undertaken with special attention to the views of the representatives from the abutting district or neighborhood.

Lafayette Place and Washington Street between West Street and Hayward Place are as much a part of Downtown Crossing as of the Cultural District. Redevelopment of Lafayette Place will contribute retail and cultural facilities as well as complementary office and hotel uses. Improvements to Lafayette Place and to Washington Street provide the opportunity to enhance the pedestrian environment and strengthen the image of Boston's central shopping and cultural districts. Establishment of plans, guidelines, and implementation measures such as zoning and funding strategies and review of proposals will be undertaken jointly by the Cultural District Task Force and Downtown Crossing Association.

Lower Washington Street between Essex/Boylston Street and Kneeland/Stuart Street, and Essex Street between Washington Street and Harrison Avenue, are as much a part of Chinatown as of the Cultural District.

These streets will be recognized as Chinatown neighborhood streets and will include Asian cultural facilities, shops, and restaurants among the allowed uses. Tremont Street south of the Wang Center is also a part of Chinatown/South Cove, and the Elliot Norton Park serves that neighborhood and Bay Village. Establishment of plans, guidelines, and implementation measures such as zoning and funding strategies and review of proposals for these areas will be undertaken jointly by the Cultural District Task Force and Chinatown.

There are no hard boundaries to the Cultural District. Its edges overlap with those of the surrounding districts and neighborhoods, specifically Downtown Crossing, Chinatown/South Cove, Bay Village, Park Square, and Boston Common. Therefore, planning to address the issues and opportunities within each of these overlap areas will be undertaken with special attention to the views of the representatives from the abutting district or neighborhood.

The Cultural District edge of Charles Street south of Stuart Street is a part of the Bay Village neighborhood, and the future of Warrenton Street, Lyndebero Street, and Elliot Norton Park are of concern to the neighborhood. Any rezoning, public improvements, and review of proposals will be undertaken jointly with the Bay Village Neighborhood Association.

Community Review

Once the Midtown Cultural District Plan is approved, community review will continue to play a major part in the restoration of the Midtown area. Public comment will be needed to help evaluate the benefits and

negative effects of new development, and to make choices about the amount and mix of community benefits required from larger programs, minority and neighborhood business and employment opportunities, and the creation of affordable housing, especially in Chinatown. Benefits must also include programs to revitalize the Cultural District, restore historic buildings, and create new public gathering spaces.

The Boston Redevelopment Authority, the Office of Arts and Humanities, the Mayor's Office of Neighborhood Services, and the city's Transportation Department will continue to work with all segments of the community in implementing the Midtown Cultural District Plan.

Summary

In the final analysis, whether the Midtown Cultural District Plan and the companion Chinatown Community Plan succeed will depend on the city's ability to form an effective partnership with the community, state agencies, and the private sector. Redevelopment today is a more incremental and careful process. It requires the patient understanding of different points of view, the candid discussion of alternative strategies and choices, and the realization of a broad-based consensus.

The Midtown Cultural District Plan offers Boston a number of meaningful opportunities. It offers the opportunity to add a unique, new, vibrant neighborhood and cultural district for the arts to a city of neighborhoods. It offers the opportunity to strengthen and improve the quality of life of one of its oldest and most important neighborhoods, Chinatown. It offers the opportunity to reconnect the downtown to the Back Bay, and to reconnect the South End and Chinatown to the Common and Public Garden. It offers the opportunity to integrate the commercial, service, retail, tourism, and residential economies. It offers the opportunity to provide people of color with equity participation in Boston's growth economy. It offers Boston the chance to fashion a new model for major urban redevelopment, based on incremental reinvestment, not overwhelming mega-projects; preservation of history, not demolition of historic structures; and the participation of the community, not its displacement.

Because of the historic nature of the district, proximity to Chinatown, the adjacent Common and Public Garden, the difficulty of managing traffic in an already overburdened transportation system, the need for affordable housing, and the pressure of speculative investment, a number of challenges must be met before the Midtown Cultural District Plan can succeed. The publication of this document begins the public discussion of how the city and the community can best meet these challenges, so Boston can realize the opportunities inherent in creating a Midtown Cultural District.


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PROPOSED ZONING


 BOSTON COMMON AND PUBLIC GARDEN PROTECTION AREA

 BAY VILLAGE PROTECTION AREA

65' BUILDING HEIGHT/FAR 4

 NEWSPAPER ROW/OLD SOUTH PROTECTION AREA


MAXIMUM 125' BUILDING HEIGHT/FAR 8

 LADDER BLOCK AND WASHINGTON STREET THEATER PROTECTION AREA

MAXIMUM 125' BUILDING HEIGHT/FAR 8 - 10

 AS-OF-RIGHT

125' - 155' FAR 8 - 10


 AREAS WITHIN WHICH PLANNED DEVELOPMENT AREAS MAY BE PERMITTED

PDA I 155' - 350' FAR 10 - 14

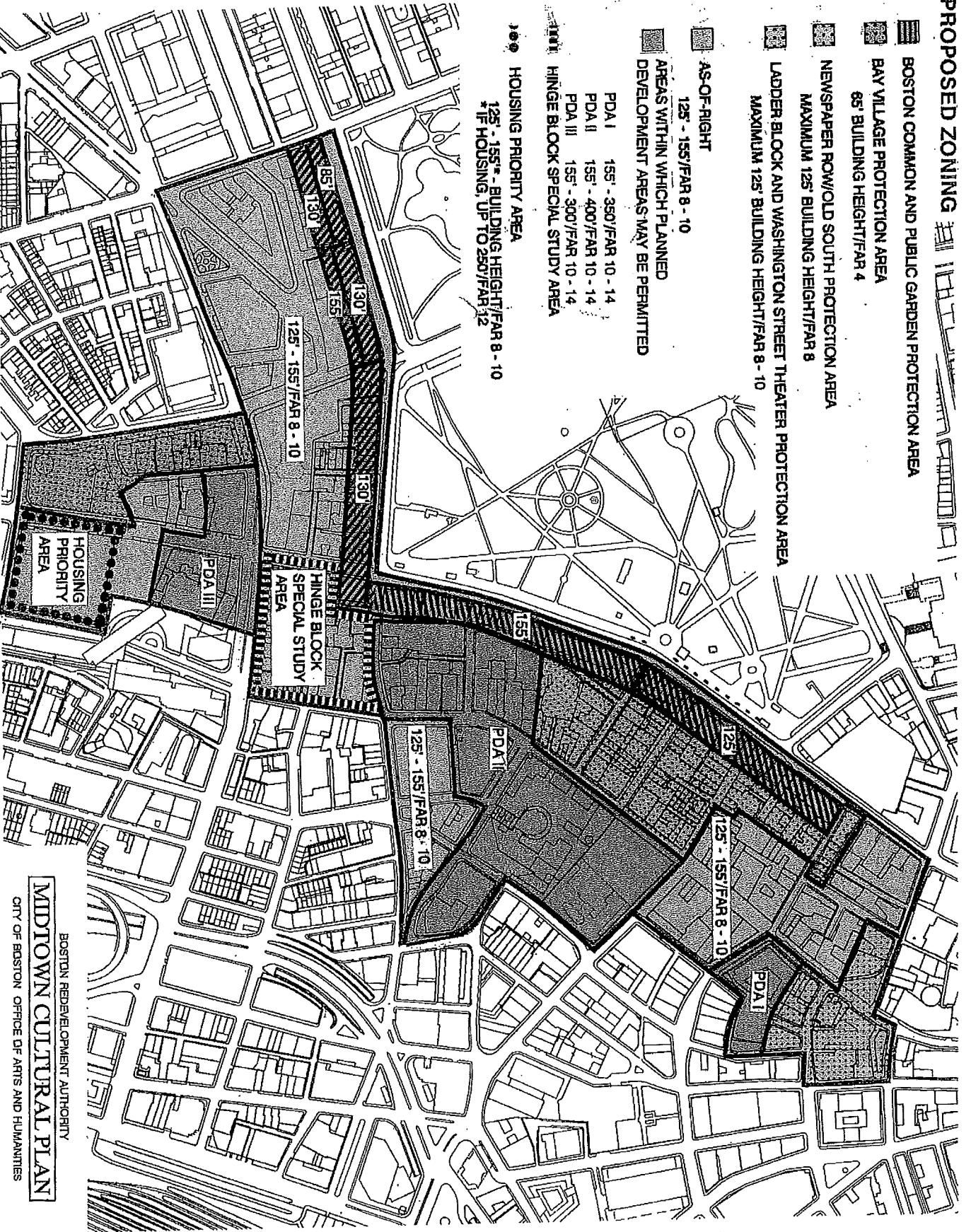
PDA II 155' - 400' FAR 10 - 14

PDA III 155' - 300' FAR 10 - 14

 HINGE BLOCK SPECIAL STUDY AREA

 HOUSING PRIORITY AREA

125' - 155' - BUILDING HEIGHT/FAR 8 - 10
* IF HOUSING, UP TO 250' FAR 12



BOSTON REDEVELOPMENT AUTHORITY

MIDTOWN CULTURAL PLAN

CITY OF BOSTON OFFICE OF ARTS AND HUMANITIES

